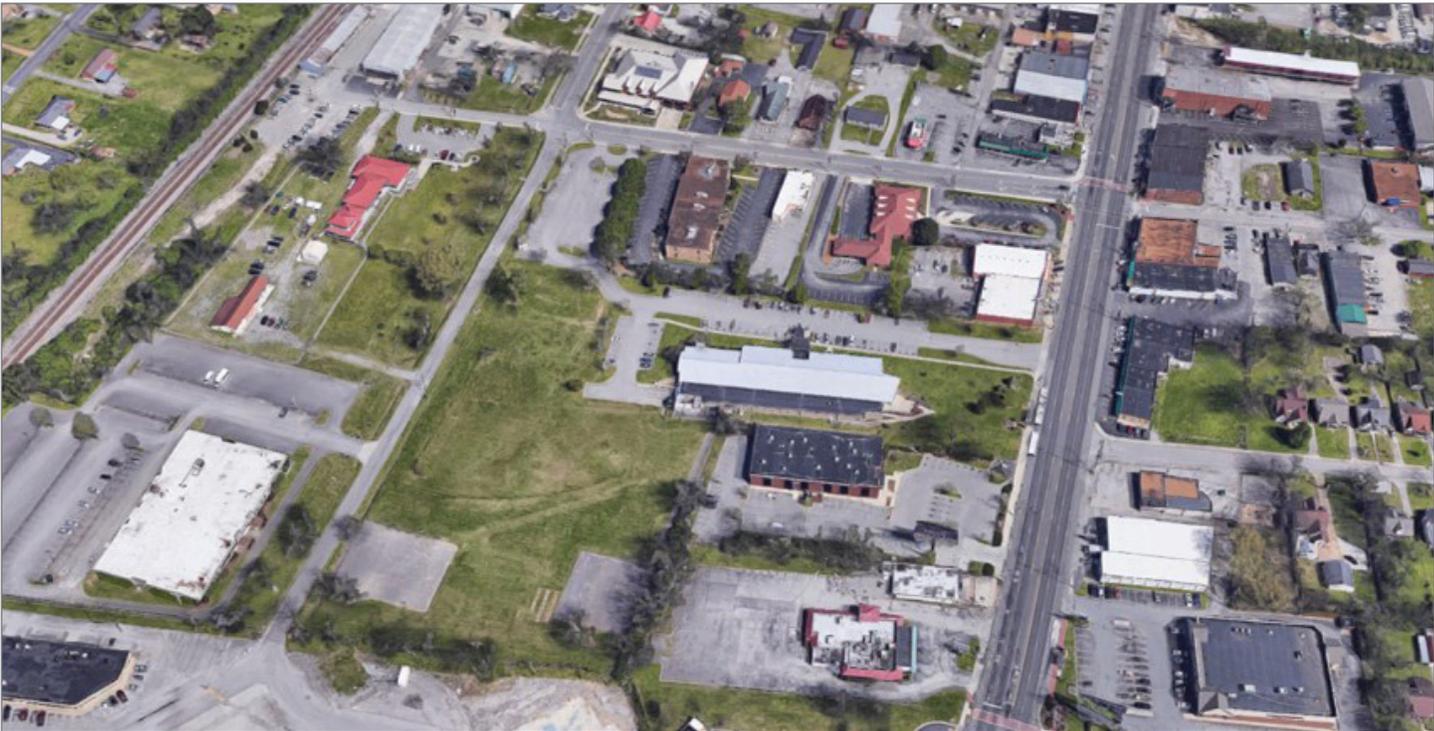


MADISON
GALLATIN PIKE SOUTH
CORRIDOR STUDY

Community Assessment Report

Working Draft
November 2019

Planning Department
Metropolitan Government of Nashville and Davidson County



Madison aerial



Madison Branch Library

GALLATIN PIKE SOUTH

Community Assessment Report

Summary of Key Takeaways

The Gallatin Pike corridor in Madison has been the subject of various plans and studies over the years that brought the community together to decide on the area's future and create a vision.

Councilmembers asked the Planning Department to work on implementing the community's vision through regulatory tools, including zoning and design overlays. Planners are hosting a workshop in November 2019 to discuss land use policy and zoning options with the community and decide how best to proceed.

The Community Assessment Report informs the public and staff and in preparation for community engagement activities. This report documents existing conditions and examines the following topics, of which key takeaways are presented in the following pages:

- Historical Context
- Demographic Profile
- Housing Affordability
- Natural Features
- Built Environment
- Community Resources
- Mobility
- Development Activity
- Previous Plans and Studies
- Policy
- Planned Improvements
- Zoning
- Services and Tax Revenue



Gallatin Pike South Study Area



Nashville National Cemetery gateway



Amqui Station



City Road Chapel

Historical Context

- Gallatin Pike’s route first established by buffalo herds, other large animals, and hunters traveling between salt licks.
- The Spring Hill Meeting House, a church and school, was established in the area in the 1780s.
- Businesses, shops, and services opened in the area in what is now known as Downtown Madison.
- Madison is the namesake of Madison Stratton, a large landowner in the 1800s who sold land to the railroad and to build Madison Station.
- In the 1850s the first train station was opened.
- The Nashville National Cemetery opened after the Civil War.
- For decades the area has been home to musicians, recording studios, and event locations.
- Given the time of Gallatin Pike's initial urbanization, the built environment along the corridor strongly reflects the early era of the automobile featuring mid-century strip malls and shopping centers.

Demographic Profile

- Gallatin Pike South’s demographic characteristics differ considerably than those of both Davidson County and the Metropolitan Statistical Area. In comparison, Gallatin Pike South area residents are:
 - More likely to be a racial or ethnic minorities;
 - More likely to be single parent (mother) households;
 - More likely to live in poverty, have lower per capita income, and have lower levels of educational attainment; and
 - Much more likely to live without a car, and more likely to carpool or use public transit.
- The Health + Well-Being survey shows that the East area has a high rate of obesity and of tobacco usage compared to other areas of the city.

Housing Affordability

- Gallatin Pike South's area housing stock, relative to the county and Metropolitan Statistical Area, offers a significantly higher percentage of affordable housing options made possible by older housing stock in adjacent neighborhoods. Today, the corridor itself does not provide many residential options.
- Indicators point to future housing affordability challenges as gentrification moves northward from areas near Downtown and East Nashville with redevelopment of properties.



Houses east of Downtown Madison

Natural Features

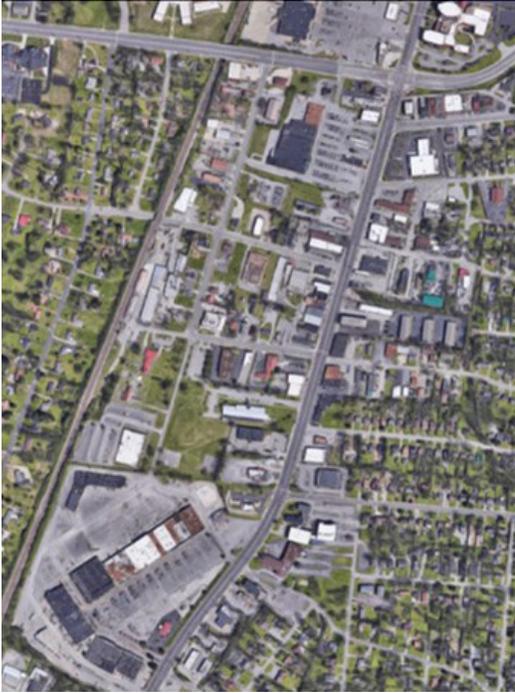
- Gently sloping landscape along with two major streams define the terrain of Gallatin Pike South. Land elevation does not change drastically within the study area, ranging from 430 feet to 500 feet.
- Gibson Creek and Loves Branch are both “unhealthy” due to pathogens and habitat alteration within the Cumberland watershed. Both waterways drain within the Cumberland River watershed and eventually empty into the Cumberland River.
- Gallatin Pike's streetscape is void of trees. Limited areas of tree canopy exist along stream, property lines, and the CSX Railroad.
- Thick tree canopies define a natural separation between nearby highways, the CSX Railroad, and established residential areas. Trees also line Gibson Creek and portions of Loves Branch. Meanwhile, Gallatin Pike's streetscape is void of trees.
- Climate smart analysis indicated that the area needs:
 - More vegetation to absorb rainwater, prevent property damage caused by flooding, improve the water quality of Gibson Creek and Loves Branch, and reduce the urban heat island effect.
 - More transportation options with enhanced transit and pedestrian infrastructure to improve the area's connectivity to the rest of the city.
 - More resources to better conditions for vulnerable communities, even though there are a variety of social programs led by area institutions and non-profits.
 - More health and community services to reach the residents of the area with the goal of reducing diabetes, respiratory disease, stroke, and cardiovascular disease.



Gibson Creek along E. Webster Street



Community health program example



Gallatin Pike aerial

Built Environment

- Historic resources of the built environment represent several decades of development. Shopping centers and strip malls along the corridor generally represent the early era of the automobile and represent the transformation that occurred over several decades from agriculture to commercial services catering to car traffic.
- Development patterns vary along the corridor with the southern end represented by two large cemeteries and car-oriented development on larger parcels that front and are primarily accessed via Gallatin Pike. From the central portion of the study area northward, parcels are shallower and uses front Gallatin Pike with an additional mix of uses on side streets. The northern end contains two grocery stores. Other uses include strip malls, shops, services, institutions, and house of worship.
- Commercial uses occupy 40% of the study area and auto-related uses occupy an additional 13% of the study area.
- Community, civic, and institutional uses occupy almost 10% of the study area. Two large cemeteries along the corridor occupy an additional 12% of the area.
- Not many residential uses are provided along the corridor. Residential uses occupy less than 7% of properties, many of which are located off of the corridor.
- Not much redevelopment has occurred recently. The large Madison Town Center redevelopment is poised to begin phase one construction in the coming months on the Madison Square shopping center site, approximately 33 acres.



Madison Branch Library

Community Resources

- While Madison Park and Community Center are located near the study area and large parks are not too far away, the Gallatin Pike corridor lacks open space and green spaces.
- Area has a high level of library service, with the Madison Library located within the study area.
- Only one school, a private school, is located in the study area. Other schools are in adjacent areas but are not within walking distance.

Mobility

- Pedestrian infrastructure – sidewalks, crosswalks, and signalized crossings at key locations – are present, but notable gaps remain. Over 53% of streets lack sidewalks. Ongoing and future capital projects aim to fill sidewalk gaps near transit and schools in order to establish a connected, walkable environment. There is an upcoming sidewalk project along Harris Street.
- Average daily traffic at Gallatin Pike - Walton Lane is higher than similar arterial-boulevard corridor contexts, such as Dickerson Pike, Charlotte Pike, and Clarksville Pike. Overall, traffic counts have remained stagnant over the last decade.
- Compared with traffic counts at Kirkland Avenue - Iverson Avenue in Inglewood, differences in volumes suggests that vehicular traffic has shifted onto perpendicular routes, such as Briley Parkway and/or Due West Avenue.
- Given the suburban roadway network and fragmentation of block sizes within the study area's built environment, there are limited opportunities to establish a consistent north to south bikeway connection parallel to Gallatin Pike. While alternate routes exist along features, such as the CSX Railroad and Gibson Creek, creating a connected bicycling network within the study area presents a challenge.
- Vehicular crashes are disproportionately higher along the corridor north of Due West Avenue with crash rates spiking at State Route 45, East Old Hickory Boulevard, and Neelys Bend Road intersections. While the posted speed limit along Gallatin Pike is higher south of Due West Avenue, there are a reduced amount of conflict points between vehicles as a result of fewer driveway cuts and higher levels of access management.
- There is no measured relationship between outdoor lighting conditions and pedestrian/bicycle crashes, as 31 of all 67 crash incidents during the five-year reporting period occurred at night with the remaining 36 incidents occurring in daylight hours. It is important to note that all four fatal crashes occurred at night in locations with street lighting.
- Public transit use is highest at Madison Station and Due West Station bus stops. Each of these stations feature typical suburban shopping center characteristics and east to west arterial boulevard connections.



Traffic along Gallatin Pike



WeGo bus along Gallatin Pike



Pedestrians using crosswalk



Construction site example



Land use planning



Zoning

Development Activity

- The study area has seen limited new investment in residential and commercial properties.
- Madison Town Center is the only recently proposed new large-scale development in the study area.
- In the adjacent residential areas, houses are being rehabbed and additions built. New homes have been built north of State Route 45 and east of the study area.
- South of the Briley Parkway, new investment continues on both sides of Gallatin Road in Inglewood and East Nashville with new housing, office, retail, and other services.

Previous Plans and Studies

- Eleven previous plans and studies have included discussion of the community's vision for the Gallatin Pike corridor.

Policy

- Community Character policy applied to Gallatin Pike frontage generally conflicts with existing CS zoning district. The policy does supports a mix of uses with higher density concentrated at major intersections.
- *nMotion*, the master plan for public transit in Nashville, recommends significant investment along the corridor including bus rapid transit along the length of the corridor, a regional transit center near Gallatin Pike and Walton Lane, and a new rapid bus line serving Briley Parkway.

Planned Improvements

- A new complete streets project for Madison Station Boulevard is in process. The new street extends Neelys Bend Boulevard and will provide connection north to West Old Hickory Boulevard.

Zoning

- Over half (56.0%) of the study area is zoned CS. It is primarily concentrated along the Gallatin Pike frontage.
- While CS zoning, which governs use and development on almost half (56.6%) of the study area, allows uses and development patterns that can fit the intent of T4 CM policy, it offers additional entitlements for uses in conflict with the policy.

- PUDs were primarily adopted in previous decades. Three older PUDs include multifamily and commercial uses.
- The Madison Square shopping center property was recently rezoned to MUG-A to make way for a large-scale mixed use redevelopment - Madison Town Center.

Services & Tax Revenue

- The study area is within Urban Services District.
- Sales tax collection (waiting on info from State) from 2015 to 2018.



Gallatin Pike aerial

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GALLATIN PIKE SOUTH

Community Assessment Report

Table of Contents

| | |
|-----------------------------------|-----------|
| Introduction | 1 |
| Historical Context | 1 |
| Demographic Profile | 3 |
| Housing Affordability | 6 |
| Natural Features | 7 |
| Built Environment | 10 |
| Community Resources | 14 |
| Mobility | 15 |
| Development Activity | 23 |
| Previous Plans and Studies | 24 |
| Policy | 25 |
| Planned Improvements | 32 |
| Zoning | 34 |
| Services and Tax Revenue | 36 |
| Appendix A: Maps | 38 |
| Appendix B - Affordability | 75 |

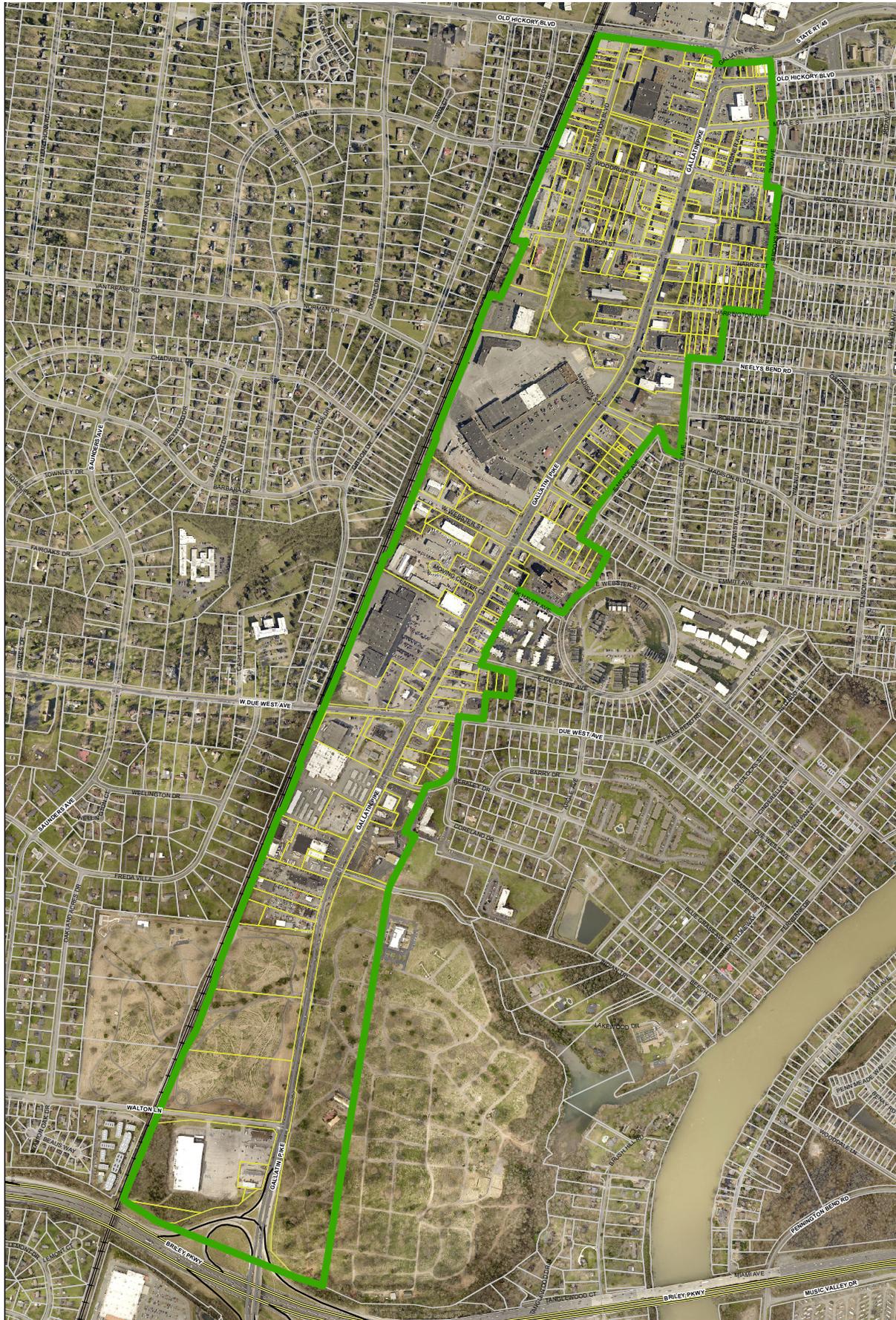
List of Tables

| | |
|---|----|
| Table 1: Demographic Profile | 4 |
| Table 2: Affordable Units - Metro | 6 |
| Table 3: Affordable Units - U.S. Census | 6 |
| Table 4: Existing Land Use | 12 |
| Table 5: Annual Daily Traffic Counts | 15 |
| Table 6: Road Level of Service | 16 |
| Table 7: Sidewalk Presence | 17 |
| Table 8: Average Weekday Boardings/Alightings | 19 |
| Table 9: Crash Rates by Segment | 21 |
| Table 10: Crash Analysis | 21 |
| Table 11: MPC Activity | 23 |
| Table 12: Building Permit Activity | 23 |
| Table 13: Community Character Policy | 27 |
| Table 14: MCSP Classifications | 29 |
| Table 15: Existing Zoning | 35 |
| Table 16: Gallatin Pike Sales Tax Collection | 36 |
| Table 17: Mid-Block Pedestrian Crashes | 72 |
| Table 18: Intersection Pedestrian Crashes | 73 |
| Table 19: Mid-Block Bicycle Crashes | 74 |
| Table 20: Intersection Bicycle Crashes | 74 |
| Table 21: Property Summary | 75 |
| Table 22: Income - Metro Area | 75 |
| Table 23: Income - HUD Fair Market Rent Area | 76 |

List of Figures

| | |
|--------------------------------------|----|
| Figure 1: Traffic Counts | 14 |
| Figure 2: Traffic Counts Comparison | 15 |
| Figure 3: Crash Injuries by Mode | 20 |
| Figure 4: Gallatin Pike MCSP Segment | 70 |

Aerial of Gallatin Pike South Study Area



GALLATIN PIKE SOUTH

Community Assessment Report

Introduction

During the summer and fall of 2019, the Planning Department worked with area Councilmembers and the community to analyze the previous planning studies and explore if the community wished to proceed with regulatory tools.

Staff hosted a community discussion in July that referenced the community's Madison Strategic Report and facilitated a discussion with panelists and community members building on finding in the Strategic Report. There is community interest to discuss rezoning the area and applying a design overlay. Staff is hosting a second community meeting in November to discuss the vision, land use policy, zoning tools, and the transportation network to see if the community is ready to rezone to implement the vision. This Community Assessment Report compiles the team's research and analysis in preparing for the November community workshop.

Study Boundary

The Gallatin Pike South study area is approximately two miles in length along the corridor. Its boundary extends from Briley Parkway in the south to State Route 45 in the north. On the west the boundary is the CSX Railroad, while on the east the boundary is non-residential zoning.

The map to the left displays the study area boundary as does [Map 1 \(Appendix A\)](#). The Gallatin South study area is part of the *Madison Community Plan*. This is one of 14 planning areas employed by the Planning Department to conduct community planning.

Purpose and Format

The Community Assessment Report describes the research, and set-up in advance of the November 2019 community meeting. It provides a snapshot of existing conditions in the community today. This included analysis of data, issue definition, and agency stakeholder coordination. The following pages describe existing conditions and summarize adopted plans that include the study area. Maps referenced throughout this section are found in **Appendix A**.

Key Takeaways

- In prior years, the community through several plans has discussed a vision for Gallatin Pike.
- Planners have analyzed previous plans and studies and are preparing to discuss possible zoning tools with the community in order to implement the vision.
- This study deals with a portion of the Gallatin Pike corridor from Briley Parkway north to State Route 45.
- Community assessment informs the public and staff and in preparation for community discussion of possible zoning tools.

Historical Context

Like many other parts of Nashville, what is now known as Madison once provided natural resources and hunting grounds for various indigenous groups. Narrow trails, well-trodden by buffalo and other large animals, provided a way for people to navigate across land by foot. These trails often meandered across the easiest grades, the shallowest areas of the river for safe crossing, and connected areas where animals gathered known as salt licks.

The community was founded as land grants and settlements expanded north from Fort Nashboro into the area known as Haysborough. At this settlement in the 1780s, Rev. Thomas Craighead, a Presbyterian minister established a church and school, known as Spring Hill Meeting House, on property where the Spring Hill Funeral Home would later be built. Property owners near Haysboro began subdividing their land and selling it to settlers, who later would rename the town Haysboro.

By 1830, there were three stage coach lines running out of town along Haysboro Road, now Gallatin Pike. As the town grew, the Thomas Stratton family settled here around the mid-1800s and had a son, Madison. As an adult, Madison Stratton continued to expand his own land holdings and became a leader in the community. As a large land owner, Madison Stratton sold a portion of his land in the 1850s so that the state could build a railway line connecting Louisville, Kentucky and Nashville. The

first train traveled the length of the railroad in 1859. A train station was built and named Madison Station in honor of Madison Stratton.

In 1848, City Road Chapel built a house of worship in the area. Madison Station Post Office opened in 1857 when Madison Station was roughly halfway between Nashville proper and Goodlettsville. In 1904, a group of Seventh-Day Adventists purchased a 789-acre plantation to build a school and medical facility; two years later they organized a church. Amqui Station which was built in 1910.

Located along Gallatin Pike, the Nashville National Cemetery covers around 64 acres and holds nearly 33,000 veterans as well as their spouses and dependents. Most of the cemetery's land was acquired shortly after the Civil War. The stone wall around its perimeter and its limestone archway at the entrance were constructed in 1870. Across Gallatin Pike is Spring Hill Cemetery. These two cemeteries delineated the generally accepted boundary between Madison and Inglewood prior to the construction of nearby Briley Parkway.

In 1870s, Gallatin Turnpike was still a dirt route that extended from East Nashville to Gallatin, and throughout the early 1900s, the area was mostly farming activities. The growth of present day Madison was fueled by several events. The powder plant boom of 1916 in nearby Old Hickory caused an influx of workers, many of whom moved to Madison. Growth continued after World War I as Old Hickory became an industrial center for the DuPont Cellophane and Rayon plants, which also drew many families to the area. New subdivisions were created, such as Montague, Nawakwa Hills, and Forest Park. The Old Hickory Bridge was constructed over the Cumberland River in the late 1920s. As the population grew, so did area businesses. The area's first traffic light was installed in the 1930s, and Madison Suburban Utility District was incorporated in 1937.

The Madison Chamber of Commerce was formed in 1953. In 1956, the Madison Square Shopping Center opened and was the first retail shopping experience of its kind in Davidson County. Area growth continued with the construction of the Dry Creek Sewerage Treatment Plant which began operations in 1960. Rivergate Mall opened in

1971 with 1.6 million square feet and nearly 200 stores, drawing some people away from businesses in Downtown Madison. Some long-established businesses closed.

The Old Hickory Dam was completed in 1956. The dam not only generated power for the area, but also was of immense importance in flood control. Old Hickory Lake became one of the largest recreational lakes in the state, and located only a few miles from Madison. In 1977, the opening of the first Madison Library and the opening of Cedar Hill Park provided new amenities for the community.

From the 1960s and extending into the 1970s planning for and construction of the interstate system occurred. I-65 created a parallel route to Gallatin Pike that also served to remove potential customers from shops along the road.

By the 1970s, population began shifting from urban to new suburban areas of the region. Madison, once known as a suburban community became more urban due to its proximity to downtown, and residents became more diverse as minority and immigrant residents moved in.

After the L&N Railroad vacated Amqui Station, county music legend Johnny Cash purchased it in 1979 to save it from demolition and moved it from Madison to his home in nearby Sumner County. After the passing of Cash and his wife, June Carter Cash, the station was returned to Madison. Today, Amqui Station houses a museum and visitors' and educational center. Madison has long been home to musicians and recording studios. Maybelle Carter, Earl Scruggs, Kitty Wells, Lester Flatt, Hank Snow, Patsy Cline, Loretta Lynn, and Eddy Arnold once called Madison home.

While revitalization of businesses along Gallatin Pike is a priority, Madison continues to attract new investments and development, such as Madison Town Center and the Roots Barn.

Key Takeaways

- Gallatin Pike’s route first established by buffalo herds, other large animals, and hunters traveling between salt licks.
- The Spring Hill Meeting House, a church and school, was established in the area in the 1780s.
- Madison is the namesake of Madison Stratton, a large landowner who sold land to the railroad and to build Madison Station.
- In the 1850s the first train station was opened.
- The Nashville National Cemetery opened after the Civil War.
- For decades the area has been home to musicians, recording studios, and event locations.

Note: This section is derived from previous plans and numerous sources. More Madison history may be found in the Background of the [Madison Strategic Report](#).



Demographic Profile

U.S. Census information obtained from the 2017 American Community Survey (ACS) represents a five-year estimate (2013-2017) at the block group level necessary for understanding small areas. The demographic profile, **Table 1**, on the following page, compares the U.S. Census-defined block groups shown in [Map 2 \(Appendix A\)](#) to Davidson County and the metropolitan statistical area¹ (MSA) as a whole. The block group boundaries and study area are not perfectly aligned. The block groups represent an area larger than the study area, which is standard practice for small area plans at the corridor level.

Analysis

Race and Ethnicity: The study area and surrounding area is home to a significant concentration of racial and ethnic minorities (53%). This value is 10 percentage points higher than the county average. Of particular note are the 18% of residents who are *Hispanic or Latino* and 11% who are of *some other race*.

Families and Children: *Married couple families with children* are less common in the area than Davidson County, 21% versus 28%. Conversely, *female householders with children* (single mothers) are more common, making up one fifth (20%) of all family households versus 12% for Davidson County and 10.2% for the MSA.

Journey to Work and Vehicles Available: The percent of households with no vehicle available is notably higher than the county average, 17% for the Gallatin Pike area versus 2% for Davidson County. Workers residing in the Gallatin Pike area are more likely to carpool or use public transit. Carpooling accounts for 16% of trips to work compared to 9% countywide. Public transit accounts for 4% of commutes, 1.8 percentage points above the county rate of 2%.

Poverty: Study area residents are slightly more likely to live in poverty than in the county as a whole. Poverty rates for both individuals (18%) and households (18%) versus the county rate of 15% and 14% respectively.

¹ Nashville-Davidson--Murfreesboro--Franklin, TN Metropolitan Statistical Area

Table 1: Demographic Profile

| Socioeconomic Characteristics | | Gallatin South Study Area | | Davidson County | Nashville MSA* |
|-------------------------------|---------------------------------------|---------------------------|------------|-----------------|----------------|
| | | Number | % of Total | | |
| Population | Total | 12,984 | - | 691,243 | 1,830,410 |
| | Household Population | 12,812 | 98.7% | 96.8% | 98.1% |
| | Group Quarters Population | 172 | 1.3% | 3.2% | 1.9% |
| | Average Household Size | 2.2 | - | 2.4 | - |
| | Male | 6,310 | 48.6% | 48.3% | 48.8% |
| | Female | 6,674 | 51.4% | 51.7% | 51.2% |
| Families | Total | 2,645 | - | - | - |
| | Married Couple Families with Children | 545 | 20.6% | 28.0% | 31.1% |
| | Single Parent Families with Children | 577 | 21.8% | 15.6% | 13.3% |
| | Female Householder with Children | 540 | 20.4% | 12.2% | 10.2% |
| Race | White | 7,194 | 55.4% | 64.8% | 78.1% |
| | Black or African American | 4,110 | 31.7% | 26.8% | 15.2% |
| | American Indian/ Alaska Native | 19 | 0.1% | 0.2% | 0.3% |
| | Asian | 116 | 0.9% | 3.6% | 2.6% |
| | Native Hawaiian or Pacific Islander | - | 0.0% | 0.1% | 0.1% |
| | Other Race | 1,373 | 10.6% | 1.5% | 1.6% |
| | Two or More Races | 172 | 1.3% | 3.1% | 2.2% |
| Ethnicity | Hispanic or Latino | 2,377 | 18.3% | 10.3% | 7.0% |
| Minorities | Not Non-Hispanic White alone | 6,928 | 53.4% | 43.9% | 27.1% |
| Age | Less than 18 years old | 2,780 | 21.4% | 21.1% | 23.6% |
| | 18-64 years old | 7,994 | 61.6% | 67.1% | 64.0% |
| | Greater than 64 years old | 2,210 | 17.0% | 11.8% | 12.4% |
| Housing Units | Total | 6,439 | - | - | - |
| | Owner Occupied | 2,293 | 39.2% | 53.1% | 65.6% |
| | Renter Occupied | 3,550 | 60.8% | 46.9% | 34.4% |
| | Occupied | 5,843 | 90.7% | 90.4% | 92.4% |
| | Vacant | 596 | 9.3% | 9.6% | 7.6% |
| Geographical Mobility | Same house 1 year ago | 86.4% | - | 81.1% | - |
| Travel | Mean Travel Time to Work (min) | n/a | - | 24.8 | - |
| | Workers | 5,996 | - | - | - |
| | Drove Alone | 4,387 | 73.2% | 78.5% | 81.8% |
| | Carpooled | 974 | 16.2% | 9.4% | 9.3% |
| | Public Transportation | 230 | 3.8% | 2.0% | 1.1% |
| | Walked | 59 | 1.0% | 2.1% | 1.3% |
| | Bike | - | 0.0% | 0.2% | 0.1% |
| | Taxicab, motorcycle or other means | 28 | 0.5% | 0.8% | 1.0% |
| | Worked from Home | 318 | 5.3% | 6.9% | 5.4% |

Table 1: Demographic Profile (continued from previous page)

| | Socioeconomic Characteristics | Gallatin South Study Area | | Davidson County | Nashville MSA* |
|---------------------------|--|---------------------------|------------|-----------------|----------------|
| | | Number | % of Total | | |
| Vehicles Available | No vehicle available | 987 | 16.9% | 2.2% | - |
| Income | Median Household income | N/A | - | \$58,490 | - |
| | Per Capita Income | \$21,403 | N/A | \$34,470 | - |
| Poverty | Individuals with Income below Poverty Level | 2,318 | 18.2% | 14.5% | 12.8% |
| | Households with Income below Poverty level | 1,071 | 18.3% | 13.6% | 11.9% |
| Education | Population 25 years and over | 9,591 | - | - | - |
| | Less than 9th grade | 943 | 9.8% | 4.1% | 4.1% |
| | 9th to 12th grade, No Diploma | 1,010 | 10.5% | 5.5% | 6.8% |
| | High School Graduate (includes equivalency) | 3,121 | 32.5% | 22.2% | 27.5% |
| | Some College, No Degree | 2,290 | 23.9% | 19.9% | 20.5% |
| | Associate Degree | 612 | 6.4% | 6.5% | 7.1% |
| | Bachelor's Degree | 1,046 | 10.9% | 27.1% | 22.1% |
| | Graduate or Professional Degree | 569 | 5.9% | 14.7% | 11.9% |
| Employment | Population 16 Years and Over | 10,445 | - | - | - |
| | In Labor Force | 6,325 | 60.6% | 72.0% | 67.8% |
| | Civilian Labor Force | 6,325 | 100.0% | 99.9% | 99.8% |
| | Employed | 6,104 | 96.5% | 96.1% | 95.0% |
| | Unemployed (actively seeking employment) | 221 | 3.5% | 3.9% | 5.0% |
| | Armed Forces | - | 0.0% | 0.1% | 0.2% |
| | Not in Labor Force | 4,120 | 39.4% | 28.0% | 32.2% |
| Industry | Civilian employed population 16 years and over | 6,104 | - | - | - |
| | Agriculture, forestry, fishing and hunting, and mining | 38 | 0.6% | 0.2% | 0.6% |
| | Construction | 593 | 9.7% | 6.3% | 6.5% |
| | Manufacturing | 472 | 7.7% | 7.6% | 10.3% |
| | Wholesale Trade | 159 | 2.6% | 2.9% | 2.9% |
| | Retail Trade | 612 | 10.0% | 9.9% | 11.6% |
| | Transportation and warehousing, and utilities | 314 | 5.1% | 5.6% | 5.2% |
| | Information | 110 | 1.8% | 3.0% | 2.6% |
| | Finance and insurance, and real estate and rental and leasing | 193 | 3.2% | 7.0% | 7.0% |
| | Professional, scientific, and management, and administration and waste management services | 769 | 12.6% | 12.1% | 11.3% |
| | Educational services, and health care and social assistance | 306 | 5.0% | 24.6% | 22.5% |
| | Arts, entertainment, and recreation, and accommodation and food services | 1,109 | 18.2% | 12.8% | 10.2% |
| | Other services, except public administration | 401 | 6.6% | 5.0% | 5.1% |
| | Public administration | 226 | 3.7% | 3.1% | 4.1% |

*Nashville-Davidson-Murfreesboro-Franklin, TN Metropolitan Statistical Area (MSA)

U.S. Census Bureau 2013-2017 American Community Survey five-year estimates

U.S. Census Bureau 2017 American Community Survey 1-year estimates

Income: Study area per capita income is 38% lower (\$21,403) than that of the county (\$34,470). The area also features a high concentration of *arts, entertainment, recreation, and accommodation and food service workers*.

Education: In line with the poverty and income data, study area residents have lower levels of educational attainment than those of the broader community. Only 17% of area residents hold a *bachelor's degree*. This is less than half the rate of the same found in the county (42%).

Geographical Mobility: A very high percentage of homes were lived in by the same persons one year ago as 81% of the population resided in the same home one year ago. The county value is 84%.

Key Takeaways

- Gallatin Pike South’s demographic characteristics differ considerably than those of both Davidson County and the Metropolitan Statistical Area. In comparison, Gallatin Pike South area residents are:
 - More likely to be a racial or ethnic minorities;
 - More likely to be single parent (mother) households;
 - More likely to live in poverty, have lower per capita income, and have lower levels of educational attainment; and
 - Much more likely to live without a car, and more likely to carpool or use public transit.

Housing Affordability

Planning research staff compiled a scorecard of housing affordability for the Gallatin Pike South area. Data described below is presented in **Tables 2** and **3**. Methodology and additional notes and tables are presented in **Appendix B** on page 75

The baseline survey study area is home to 3,555 ownership-compatible dwelling units on 3,322 parcels. Among these, 2,964 are single family (average value \$166,724), 407 are duplex (average value \$151,844), one is a mobile homes (average value \$24,300) and 453 are residential condominiums (average value \$112,575).

Note that neighborhoods to the south of the study area (south of Briley Parkway) have gentrified in recent years, likely resulting in property value increases since the most recent assessment (2017). So far this year (2019) residential properties have been selling for approximately one third more than they were valued in the 2017 assessment.

Of these 3,322 properties, 3,300 (98.0%) are affordable to moderate income households (80% of AMI). 3,065 (92.3%) are affordable to low income households (60% of AMI). *Residential condominium* properties are generally more affordable than *single family* or *duplex* properties.

Table 2: Affordable Units - Metro

| Study Area Properties | Cumulative Affordable Units | | | |
|----------------------------|-----------------------------|-----------|-----------|-----------|
| | 60% | 80% | 100% | 120% |
| Affordable Property Values | \$243,500 | \$316,250 | \$395,688 | \$474,375 |
| Residential: | 3,065 | 3,257 | 3,300 | 3,309 |
| Duplex | 195 | 197 | 197 | 197 |
| Mobile Home | 1 | 1 | 1 | 1 |
| Residential Condo | 452 | 452 | 452 | 453 |
| Single Family | 2,417 | 2,607 | 2,650 | 2,658 |

Source: Metropolitan Nashville-Davidson County Assessor's Office Assumes all units are available individually for sale

Table 3: Affordable Units - U.S. Census

| Census Bureau Study Area Block Groups | Dwelling Units | Cumulative Affordable Units | | | |
|---------------------------------------|----------------|-----------------------------|-------|-------|-------|
| | | 60% | 80% | 100% | 120% |
| Rental* | 3,550 | 2,711 | 3,172 | 3,377 | 3,550 |
| Owner | 2,293 | 1,994 | 2,157 | 2,240 | 2,264 |

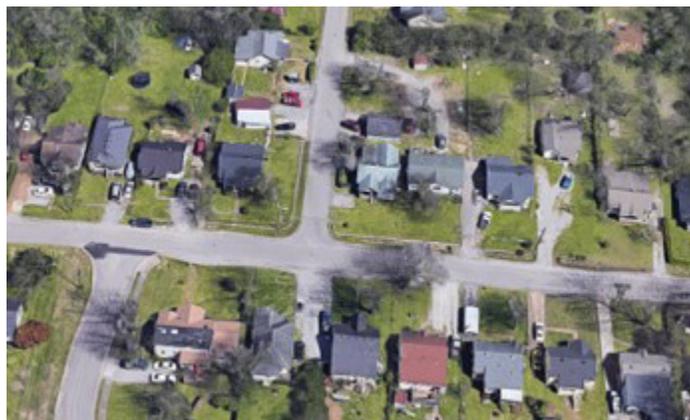
Source: 2013-2017 American Community Survey Five-Year Estimates for Davidson County TN
*Gross rent
Note: Affordability calculations assume 20% down payment, 30-year fixed mortgage at 4.94% and no greater than 30% of MHI

Of the half dozen or so affordability baselines conducted so far (with production of other small area plans in Davidson County), this study area features the second greatest abundance of affordable housing. As mentioned earlier, the presence of gentrified/gentrifying neighborhoods to the south portends a sharp decrease in this affordability in the future. Note that this assessment assumed all ownership compatible properties are available for sale. [Map 3 \(Appendix A\)](#) shows the study area's affordability by neighborhood for 30%, 60%, 80% and >80% of AMI.

Gallatin Pike South is home to 5,843 occupied dwelling units. Of those, *renter-occupied* units make up 3,550 while *owner-occupied* units include 2,293 units. Among the *renter-occupied* units, 3,377, or 95%, are affordable at 100% of AMI. 3,172 units (89.4%) to moderate income households (80% of AMI). 1,994 units (87.0%) are affordable to low income households (60% of AMI). Of the 2,293 owner-occupied units, 2,240 (98%) are affordable at 100% of AMI, 2,157 (94%) are affordable to moderate income households, and 1,994 (87%) are affordable to low income households. Note that affordability is generally a little better in the Census data, as those estimates cover 2013-2017 and do not fully capture Nashville's recent rapid increases in housing costs.

Key Takeaways

- Study area housing stock, relative to the county and MSA, offers a significantly higher percentage of affordable housing options with presence of an older housing stock in adjacent neighborhoods.
- Indications point to future challenges in this regard as redevelopment of properties occurs, as gentrification moves northward from areas near Downtown.



Natural Features

[Map 4 \(Appendix A\)](#) shows sensitive environmental features within the study area.

Land

A terrain snapshot shows a gently sloping landscape mixed with steeper slopes along stream banks. Most of the land in the study area has been developed for years so many natural features have been disturbed previously.

The elevation changes from approximately 500 feet above sea level at its highest points (along Briley Parkway, near State Route 45, and along the railroad track on the western boundary) to around 440 to 430 feet at points along the eastern boundary. Scattered throughout the study area are some areas of steeper slopes are along streambanks, while others are man-made such as those found along the Briley Parkway interchange and along the edges of developed lots (see [Map 5 \(Appendix A\)](#)).

Soils in the study area are comprised mainly of Mimosa, Maury, and Lindell soils types. Mimosa and Maury soils are well drained and associated with gently sloping to moderate sloping topography and limestone rock features. Lindell soils consists of deep, nearly level, moderately drained soils formed in floodplains; as such, these soils are associated with sensitive environmental features (see [Map 6 \(Appendix A\)](#)).

Water

Two streams, along with their network of tributaries, flow from west to east before emptying into the Cumberland River. Each stream corridor includes floodplain, stream, and associated bluffs (see [Map 7 \(Appendix A\)](#)).

*iCreek*² is an interactive tool developed by the Cumberland River Compact and The Nature Conservancy of Tennessee that identifies the health of waterways within the Cumberland River Basin. According to this tool, both streams are considered “unhealthy.” The two categories cited for one or both streams are *presence of pathogens* and *in-stream habitat alteration*.

2 <http://www.cumberlandriverbasin.org/>

Pathogens' presence indicates that water is contaminated by human or animal waste. Persons who come into contact with pathogens found in water can suffer headaches or gastrointestinal illness. Pathogens can enter waterways by way of sewer overflows, leaking sewer lines, and polluted stormwater that washes bacteria from undisposed pet waste into the nearest stream. In urban areas, high concentrations of pathogens are most often associated with heavy rainfall, which causes sewer system problems and carries pathogens from animal waste into waterways.

In-stream habitat alteration refers to lost in-stream habitat due to human modification of a waterway's bed, banks, or flow. Modification of a stream's bed or banks happens when streams are channelized, sent through culverts, dammed, dredged, or filled. Infrastructure, such as curbs and gutters, storm-drains, and concrete ditches alter the rate of flow that enters a stream, quickly ushering water off impervious surfaces and sending it rushing into the stream channel. These modifications to streams result in alterations of in-stream habitats. Habitat alteration can disrupt native species reproductive cycles or simply make living conditions untenable for some aquatics, reducing richness and diversity. It can also lead to the replacement of native species by exotic or invasive species or provide advantages to generalist species over specialist species.

Gibson Creek flows from the vicinity of Old Hickory Boulevard and I-65 southeast to the Cumberland River. The creek has two major branches flowing through the study area. The north branch, Neelys Branch, flows from Downtown Madison then south along the eastern boundary, eventually into the Cumberland River. The west branch roughly parallels Webster Avenue and crosses Gallatin Pike south of the old Madison Square shopping center. The creek's 100-year floodplains affect properties from Maple Street south to Harrington Street, and properties along Webster Street. Gibson Creek is part of the Cumberland River watershed. According to *iCreek*, Gibson Creek is unhealthy due to the *presence of pathogens* and *in-stream habitat alteration*.

Loves Branch, also part of the Cumberland River watershed, runs along the southern border of the study area parallel to Briley Parkway then heads north to flow into Cheek Lake and the Cumberland River. According to *iCreek*, Loves Branch is unhealthy due to *in-stream habitat alteration*.

Tree Canopy

A patchwork of trees exists within the study area, as shown in [Map 8 \(Appendix A\)](#). This patchwork of canopies can be found mainly along streams, along property lines, along the CSX Railroad, and adjacent to the Briley Parkway interchange. Many more trees are located in adjacent residential areas.

Climate Smart Analysis

An additional tool for examining environmental health is the *Climate Smart Cities* program supported and maintained by the Trust for Public Land. This program uses data to highlight areas that should be considered for green infrastructure investments. The Nashville model is built around the following five goals:

Absorb and protect: reduce threats to life, safety, and property from flooding and poor water quality.

Connect: improve active transportation options.

Cool: reduce exposure to elevated temperatures from the urban heat island effect.

Equity: improve conditions for vulnerable communities in Nashville.

Public health: improve conditions for residents suffering public health impacts related to the built environment.

Each goal is assessed on several data criteria, which are divided into priority areas: low, moderately low, moderate, moderately high, and high. Unless otherwise stated, these priority categories are identified by breaking criteria into quintiles based on natural breaks calculation from ArcGIS (computer mapping software). *High*, *moderately high*, and *moderate* categories are used for all criteria to identify priority areas within each goal.

Within each goal, the criteria are combined using a weighting system to reflect how strongly each supports the goal. The criteria and weights for each goal are listed below.

Absorb and Protect

A large portion of the study area, blocks between W. Due West Avenue and Old Hickory Boulevard, falls into an absorb and protect priority, as shown in [Map 9 \(Appendix A\)](#). Floodzones, impervious cover, lack of riparian vegetation, impairment of Gibson Creek and Cheek Lake, and flood-damaged areas along Gibson Creek and Emmitt Avenue drive these priority areas.

Connect

As with other major corridors, Gallatin Pike is a connect priority, particularly between W. Due West Avenue and Old Hickory Boulevard (see [Map 10 \(Appendix A\)](#)). This is driven by planned transit improvements, sidewalk and bicycle needs, and linkages between low-income communities and job-rich districts.

Cool

Three-fourths of the study area is a cool priority (see [Map 11 \(Appendix A\)](#)). Gallatin Pike at Old Hickory Boulevard and at W. Due West Avenue are heavily affected by daytime urban heat island effects and concentrations of impervious cover along the corridor and in shopping centers.

Equity

The entire corridor is a very high/high priority on equity criteria. All criteria show up along most of the corridor, with sufficient overlap so that there are no gaps in the overall level of priority for this goal (see [Map 12 \(Appendix A\)](#)).

Public Health

According to the analysis, the entire corridor is a public health priority due to diabetes, respiratory disease, stroke, and cardiovascular disease.

Nashville Health + Well-Being Survey

In 2018/2019, NashvilleHealth and the Metro Public Health Department conducted the [Nashville Health + Well-Being survey](#) to get an up-to-date picture of the health of Nashvillians. The large-scale assessment was mailed to 12,000 Davidson County households. A total of 1,805 people completed the survey, a 15% response rate.

According to the survey, obesity is a challenge for the city. The survey's East area (the Gallatin Pike corridor study area is within) has a 71.6% obese/overweight rate, the second highest rate of the five survey areas. Overall, Nashville's obesity rate is 30%.

The East area has the highest rate of tobacco usage, 26.3%, among Nashville's population. That is double the 13.2% rate of Nashville as a whole. Nashvillians also have 5.3 poor mental health days per month, a full day more than Nashville's peer cities.

Key Takeaways

- Gently sloping landscape along with two major streams; land elevation ranges from 430 feet to 500 feet.
- Gibson Creek and Loves Branch are both “unhealthy” due to pathogens and habitat alteration within the Cumberland watershed.
- Gallatin Pike's streetscape is void of trees. Limited areas of tree canopy exist along stream, property lines, and the CSX Railroad.
- Climate smart analysis indicated that the area needs:
 - More vegetation to absorb rainwater, prevent property damage caused by flooding, improve the water quality of Gibson Creek and Loves Branch, and reduce the urban heat island effect.
 - More transportation options with enhanced transit and pedestrian infrastructure to improve the area's connectivity to the rest of the city.
 - More resources to better conditions for vulnerable communities, even though there are a variety of social programs led by area institutions and non-profits.
 - More health and community services to reach the residents of the area with the goal of reducing diabetes, respiratory disease, stroke, and cardiovascular disease.
- The Health + Well-Being survey shows that the East area has high rates of obesity and tobacco usage compared to other areas of the city.

Built Environment

Much of the agricultural land that existed along Gallatin Pike began transforming after World War I with the growth in jobs in Old Hickory. The area continued transforming after World War II with the emerging dominance of the automobile. A network of residential subdivisions cleared the way for suburban street and block patterns.

Historic Resources

The inventory of historic resources, which was updated as part of this assessment is shown in [Map 13 \(Appendix A\)](#). It includes those properties on the National Register, eligible for listing on the National Register, and those considered Worthy of Conservation.

One property is currently on the **National Register** of Historic Places, the nation's official list of cultural resources worthy of preservation. Properties listed in the National Register include buildings, objects, sites, structures, and districts that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the U.S. Department of the Interior's National Park Service. Current properties include:

- National Cemetery (1420 Gallatin Pike)

Three properties and one district are currently identified as **eligible for listing on the National Register**. Current properties include:

- City Road Chapel United Methodist Church (701 Gallatin Pike)
- Spring Hill Cemetery (5110 Gallatin Pike)
- St. Joseph School (1225 Gallatin Pike)
- Harrington Avenue Residential District (east of Gallatin Pike)

Worthy of Conservation (WOC) is a local (Metro) designation for properties that are historic in character, but not significant enough to be listed or not eligible for listing in the National Register. Some of these include:

- Amqui Depot (303 Madison Street)
- Fifty Forward (530 Madison Street)

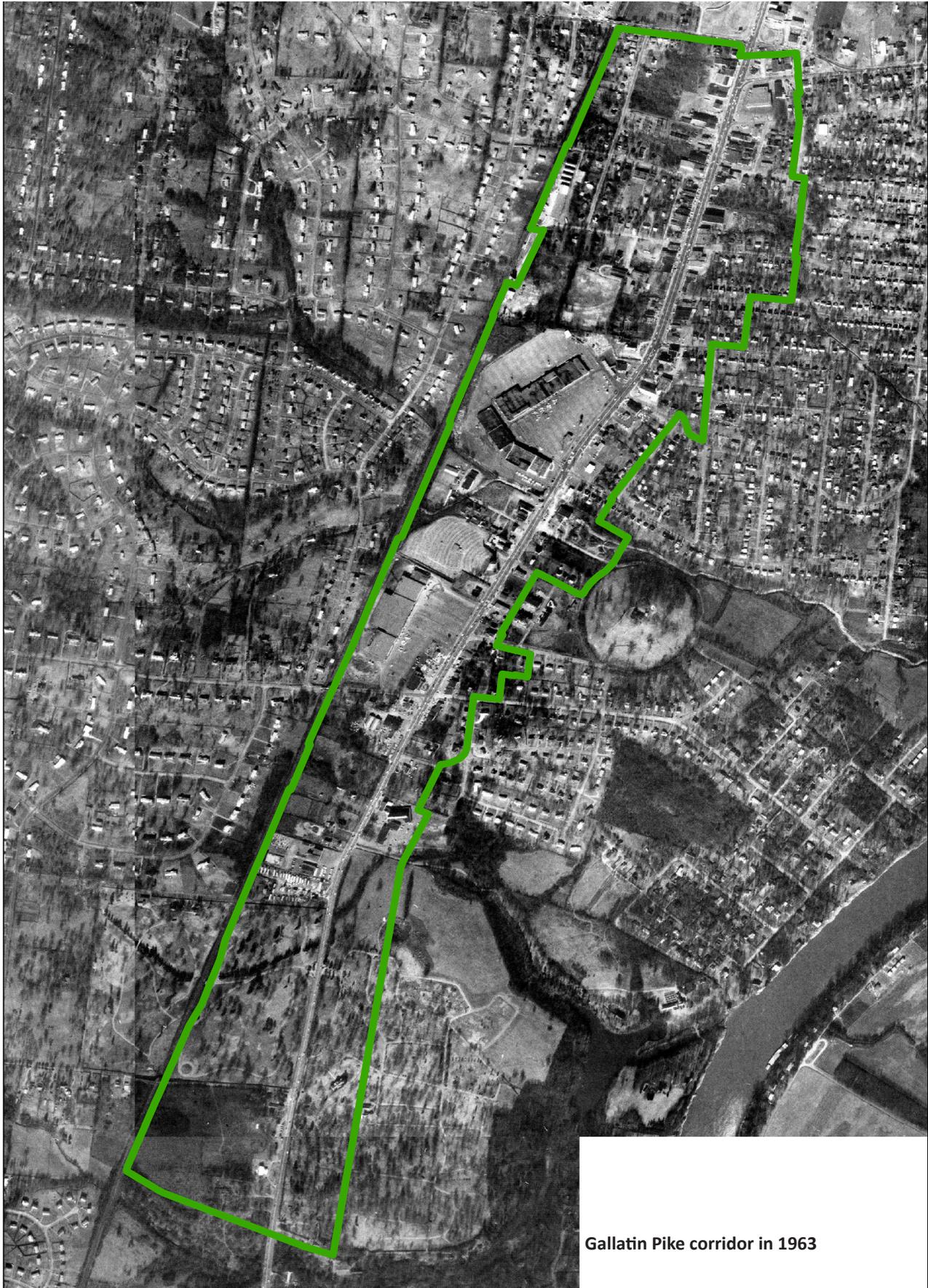
- First Assembly of God Church (805 Gallatin Pike)
- First Baptist Church of Madison (719 Gallatin Pike)
- Old Madison Theater (403 Gallatin Pike)
- Rice building (328 Gallatin Pike)
- Morningside Heights area (Coreland/Berkley/E. Due West)
- Due West Montague area (E. Due West/E. Palestine)
- Power and Roth area (East Meade/Argle/Emmitt)
- Neelys Bend Road area (Neelys Bend Road)
- Harrington Avenue East area (Harrington)

Development Patterns

An analysis of development activity reveals both the character of the built environment and how current real estate is trending. The study area is located along Gallatin Pike in a convenient location between Downtown Nashville, East Nashville, and Goodlettsville/Hendersonville. The area has access to Briley Parkway, I-65, and Ellington Parkway. To the east is the Old Hickory community, and beyond Ellington Parkway to the west is the Dickerson Road corridor; to the southeast are the Opryland and Doneslon areas.

As frontier settlements gave way to "towns" in the 1870s, businesses and institutions clustered around what would become the train station, including a general store, a school, an inn, and several churches. Following decades saw additional stores, offices, services, and the area's first bank, laying the foundation for the building pattern in Downtown Madison today where buildings are closer to the street and closer together. Out of 319 buildings in the study area, 37 buildings, mainly in Downtown Madison were built during the 1930s, and an additional 38 buildings date from the 1940s, again primarily located in Downtown Madison (see [Map 14 \(Appendix A\)](#)).

Segments of Gallatin Pike are saturated with a range of businesses, many built during the 1950s, 1960s and 1970s, mostly accessible by car but that cater to the local neighborhoods to the east and west. Thirty-four buildings date from the 1950s, 60 buildings from the 1960s, and 53 buildings from the 1970s. Many of the lots accommodate smaller footprint buildings containing drivable chain



Gallatin Pike corridor in 1963

restaurants, convenience stores, markets, and other neighborhood services. The current development pattern is predominantly accessed from Gallatin Pike with numerous connections to surrounding residential areas. And like many of the city's auto-oriented commercial corridors, businesses have suffered decline. Streetscape conditions are far from ideal with numerous curb cuts, unsightly building conditions, sign clutter, overhead wires, sidewalks in disrepair, and a lack of landscaping and trees.

For the northern one-third of the study area, properties and building footprints are generally smaller than those in the center and southern portions. The old Madison Square shopping center (built in 1956) site is anticipated to be redeveloped as the large, mixed use Madison Town Center.

Buildings are mainly one-story in height with a few two-story buildings scattered throughout. Two large churches are three-stories, and the residential tower is 11-stories (see [Map 15 \(Appendix A\)](#)).

There are some large lots with large footprint buildings, especially in the central and southern portions of the study area and near Gallatin's intersection with State Route 45. The southern portion of the study area is mainly comprised of the National Cemetery, Spring Hill Cemetery, St. Joseph Catholic Church and School, and the former K-Mart site.

To the east of the study area are small homes on small lots (one-fourth acre) with some larger apartment buildings and senior housing. To the west are suburban homes on a bit larger lots (one-fourth to one-third acre). In both areas, homes are being rehabbed and added to, with some new homes being built (see [Map 16 \(Appendix A\)](#)).

Sidewalks are present along Gallatin Pike and some side streets, but the study area lacks overall connectivity, and sidewalks are inadequate in some conditions. Most of the lots are characterized by surface parking lots (see [Map 17 \(Appendix A\)](#)), asphalt or concrete pavement, frequent curb cuts, and multiple access points along Gallatin Pike.

While there has not been much redevelopment activity in recent years, a few properties are being rehabbed. Property discussions indicate that this area is trending towards a future mix of residential, commercial, and civic/community uses. A recent rezoning for Madison Square (33 acres) was approved, allowing for a large-scale mixed use development - Madison Town Center.

Land Use

The land use inventory summarized in **Table 4** provides a generalized view of the current use of land in the study area (see [Map 18 \(Appendix A\)](#)). Classifications displayed are determined based on information collected by the Property Assessor's Office. Lot sizes and contiguous ownership patterns are shown in [Map 19](#), and Metro-owned properties are shown in [Map 20](#) in **Appendix A**. A summary of existing land use is presented below:

Community, Institutional or Utility make up 9.6% of the land area (26.8 acres), consisting of churches, clubs/lodges, and schools. This includes Amqui Station, Discover Madison, Madison Branch Library, Madison Lodge, St. Joseph School, and several long-established houses of worship. Because of the presence of two large cemeteries, **Mortuary or Cemetery** uses are broken out. These uses make up 12.5% of the land area (34.9 acres). Together, these two categories represent 21.4% of the land area (59.8 acres).

Park of Golf Course uses are not present in the study area. However, the new 30-acre Madison Park and Community Center is located near the study area to the north on the other side of State Route 45.

Vacant property represents 4.3% of the study area (12.1 acres). In addition to vacant industrial and commercial, this classification includes common areas within residential condominiums and the common space surrounding duplex properties.

Residential – one unit consists of 3.7% of the study area (10.4 acres). This classification includes single-family homes. Most single-family homes within the study area are located near the eastern edge from Harrington Street south to Emmitt Avenue. Additionally, neighborhoods adjacent to, but outside of, the Gallatin Pike corridor, are primarily within this classification.

Residential – two or three units consists of less than one percent (1.2 acres) of the study area. There are three properties classified as duplexes within the study area.

Residential – Multifamily (4 units or more) makes up 2.7% of the study area (7.6 acres). This includes a portion of Windlands East on E. Webster Street.

Office or Medical consists of 9.0% of the study area (25.2 acres) with the main concentration being north of Neelys Bend Road / Madison Station Boulevard. Most of these are smaller offices; larger uses include FiftyForward Senior Center and the Hall Building.

Commercial makes up 39.5% of the study area (110.3 acres) and is ubiquitous along properties that front the corridor. Retail uses, included in this category, include the Madison Square Shopping Center, Kroger, Aldi, and numerous other stores along the corridor.

Auto-Related Uses - dealers, repair shops, car washes, parking lots - make up 13.0% of the study area (36.2 acres). Parking lots are scattered throughout the study area.

Industrial consists of 5.3% of the study area (14.8 acres). Of the total acres within this classification, approximately 3.6 acres consist of small warehouse uses, which represent 1.3% of the total study area. Several older industrial uses are concentrated along W. Webster Street.

The [Madison Strategic Report](#) points out that Madison and Gallatin Pike have an oversupply of retail uses. Therefore, there is a need along the corridor for other uses, such as higher density residential.

Key Takeaways

- Transformed over the decades from agriculture to small businesses and stores to commercial services catering to car traffic such as strip malls, gas stations, and drive-thrus.
- Historic resources are generally representative of the early automobile-era.
- Development pattern in historic Downtown Madison represented by buildings placed closer to the street.
- Commercial uses occupy 40% of the study area and auto-related uses occupy 13% of the study area.
- Community, civic, and institutional uses occupy almost 10% of the study area. Two large cemeteries along the corridor occupy an additional 12% of the area.
- Not many residential uses are provided along the corridor. Residential uses occupy less than 7% of properties, many of which are located off of the corridor.
- A new large mixed use development, the Madison Town Center, is slated to begin on the site of Madison Square shopping center.

Table 4: Existing Land Use

| Land Use Category | Acres | % of Total |
|-------------------------------------|--------------|---------------|
| Community, Institutional or Utility | 26.8 | 9.6% |
| Park or Golf Course | 0 | 0% |
| Vacant | 12.1 | 4.3% |
| Residential - 1 unit | 10.4 | 3.7% |
| Residential - 2 or 3 units | 1.2 | 0.4% |
| Residential - 4 or more units | 7.6 | 2.7% |
| Mortuary or Cemetery | 34.9 | 12.5% |
| Office or Medical | 25.2 | 9.0% |
| Commercial | 110.3 | 39.5% |
| Industrial | 14.83 | 5.3% |
| Auto Dealer, Repair, Parking, Wash | 36.2 | 13.0% |
| | | |
| Total | 279.5 | 100.0% |

Source: Metropolitan Nashville-Davidson County Property Assessor

Community Resources

Parks

Plan to Play: the Parks and Greenways Master Plan was adopted in 2017. The plan sets the vision for the city's parks and greenways system for the next ten years. Three Metro parks serve adjacent neighborhoods, each representing a specific typology within the city's park system.

- Madison Park (community)
- Cedar Hill Park (regional)
- Stratton School playground (pocket)

Madison Park and Community Center is located within the interior of a nearby neighborhood (north of the study area). The community center has a fitness center, classes, studios, indoor track, gym, club rooms, after-school and summer programs, and an outdoor playground. The adjacent park includes walking trails, sports fields, and tennis courts. While the park is not too far away from the northern part of the study area, the size of State Route 45 proves to be a barrier.

Park service area or Level of Service (LOS) is a measurement of parks' performance to meet the community's needs. The analysis of service area coverage was formed by the service distance based on *NashvilleNext* transects and type of parks or amenity. For this approach, the service area expands outward from the park. Residents outside of the service buffers (areas that the park is intended to serve) are considered underserved.

- **Underserved Neighborhoods.** The three parks are located to the north of the study area. Almost two-thirds of the community between Neelys Bend Road and Briley Parkway fall outside of an existing park service area and face a lack of park coverage.
- **Covered Neighborhoods.** Part of the area between Neelys Bend Road and Old Hickory Boulevard is covered by Madison Park, Center Hill Regional Park, and east of the study area is covered by the Oakwood Park (community park) service area. Northwest of the study area is covered by the Parkwood neighborhood park, which is considered adequately covered.

Library

The Madison Library, shown in [Map 21 \(Appendix A\)](#), covers the entire study area. The library was constructed in 2000 and renovated in 2018. The *Nashville Public Library (NPL) Facilities Master Plan 2015-2040* was completed in 2016 with the purpose of addressing library services in Davidson County. It presents recommendations to guide NPL in providing quality library service through the year 2040.

Schools

There is only one school, a private school, located in the study area. To the north of the study area, across Old Hickory Boulevard is Madison Middle School. Schools are also shown in [Map 21 \(Appendix A\)](#):

- St. Joseph School (private)
- Madison Middle School

Key Takeaways

- While Madison Park and Community Center are located near the study area and large parks are not too far away, the Gallatin Pike corridor lacks open space and green spaces.
- Area has a high level of library service, with the Madison Library located within the study area.
- Only one school, a private school, is located in the study area. Other schools are in adjacent areas but are not within walking distance.

Mobility

The Gallatin Pike corridor forms a significant commercial spine with residential neighborhoods on either side. Gallatin Pike plays an important function to businesses and residents that use this corridor daily to commute to work and obtain goods and services. Developments include older commercial and office buildings in Downtown Madison, auto-oriented shopping centers along the corridor, offices, community services, and grocery stores (see [Map 22 \(Appendix A\)](#)).

Due West Avenue and Old Hickory Boulevard/State Route 45 are primary east-west road connections linking the study area to other parts of town. Neelys Bend Road is the main way to access neighborhoods on the east side and the only road down into the bend. Briley Parkway, I-65, and Ellington Parkway provide additional access to the area.

The study area is composed of mainly connected neighborhoods and blocks, with the exception of Neelys Bend where connectivity is limited. Numerous neighborhoods are located near the corridor, including Blair Heights, Gibson Drive, Idlewild, Montague, Neely's Chase, Oakland Trace, Oakland Acres, and Stratton Heights. These neighborhoods have multiple ingress and egress points along Gallatin Pike and connections to Old Hickory Boulevard.

Roads

[Map 22 \(Appendix A\)](#) shows roads in the study area. Gallatin Pike (SR 6), Old Hickory Boulevard/State Route 45, and Briley Parkway (SR 155) are the only state routes within the study area. The study area portion of Gallatin Pike is also designated as US 31E. Metro maintains the remainder. The majority of Gallatin Pike within the study area operates as a five-lane suburban roadway with a continuous center-turn lane.

The speed limit posted for the majority of Gallatin Pike throughout the study area is 35 miles per hour. It increases to 40 miles per hour south of Due West Avenue.

Traffic Counts

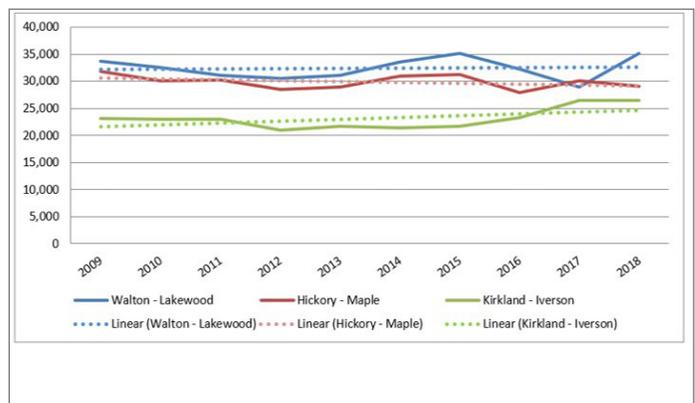
There are two locations along this portion of Gallatin Pike where TDOT maintains traffic counts, which are presented as annual average daily traffic (AADT). While not located within the study area, additional traffic counts from the Kirkland Avenue - Iverson Avenue station to the south along Gallatin Pike have been included for comparison. **Figure 1** and **Table 5** show that the traffic counts at the Gallatin Pike intersections have varied over the last 10 years.

Figure 2 shows how AADT for the two count locations have remained largely stagnant during the ten-year reporting period, with vehicle counts along Gallatin Pike between Walton Lane and Lakewood Drive having a slightly higher average daily traffic rate. Compared to traffic volumes further south along Gallatin Pike, vehicular traffic is higher in the study area than in more urban areas such as Ingleswood. **Table 5** shows traffic data comparing the Walton Lane - Lakewood Drive station with similar suburban contexts in close proximity to interstate/parkway interchanges.

Vehicular traffic count locations include:

- Gallatin Pike and Walton Lane (Briley Parkway)
- Dickerson Pike and Skyline Ridge (Briley Parkway)
- 21st Avenue South and Woodlawn Drive (I-440)
- Charlotte Pike and 54th Avenue (White Bridge Pike/I-40/Briley Parkway)
- West End Avenue and Murphy Road (I-440)
- Clarksville Pike and 24th Avenue North (I-65)

Fig. 1: Gallatin Pike Traffic Counts (2009 - 2018)



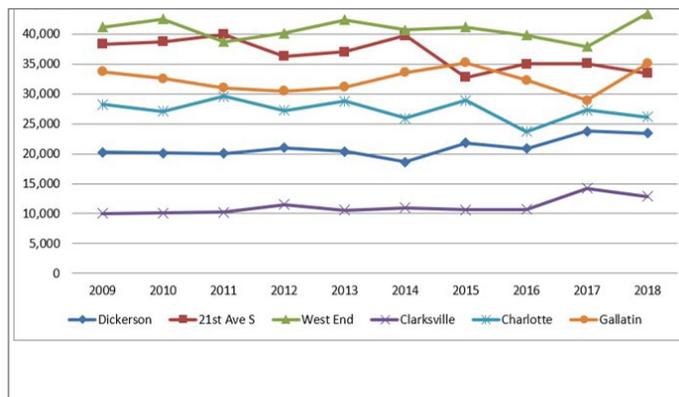
While data collected near the Gallatin Pike and Walton Lane intersection have fluctuated over the past decade, numbers remain high comparatively with peer Arterial-Boulevards within Nashville – Davidson County. Only 21st Avenue South - Woodlawn Drive have higher traffic counts.

Table 5: Annual Daily Traffic Counts

| Year | Traffic Count Location | | |
|---------|------------------------|-----------------|---------------------|
| | Walton / Lakewood | Hickory / Maple | Kirkland / Iverson* |
| 2009 | 33,705 | 31,825 | 23,131 |
| 2010 | 32,558 | 30,132 | 22,968 |
| 2011 | 31,401 | 30,220 | 23,037 |
| 2012 | 30,458 | 28,504 | 21,000 |
| 2013 | 31,119 | 28,938 | 21,726 |
| 2014 | 33,591 | 30,954 | 21,342 |
| 2015 | 35,203 | 31,180 | 21,640 |
| 2016 | 32,274 | 27,860 | 23,255 |
| 2017 | 28,924 | 30,018 | 26,417 |
| 2018 | 35,100 | 29,106 | 26,456 |
| Average | 32,397 | 29,874 | 23,097 |

Source: Tennessee Department of Transportation (2009-2018)
 *Count location not within the study area

Fig. 2: Traffic Counts Comparison



Level of Service

The Greater Nashville Regional Council measures roadway conditions for automobile, pedestrian, and bicycle infrastructure throughout its 13-county regional jurisdiction. Level of service (LOS) is a measure that relates the volume of a roadway to its designed capacity on a scale of A (little congestion) to E/F (severe congestion). For automobile traffic, each measure corresponds to associated flow of travel and is summarized as follows:

- LOS A: Represents free flow traffic that meets or exceeds the posted speed limit
- LOS B: Minimum delay, stable traffic flow
- LOS C: Stable condition, movements somewhat restricted due to higher volumes
- LOS D: Movements are more restricted and travel speeds begin to decline
- LOS E: Traffic fills the designed capacity of the roadway, vehicles are closely spaced
- LOS F: Demand exceeds capacity, traffic is stop-and-go

Within the study area, data for several street segments were last recorded in 2015 (see **Table 6**). Data for remaining side streets are not available.

Signalization

Eleven traffic signals currently operate within the study area. Gallatin Pike intersections with the streets below include signalized pedestrian crossings with all except Due West Avenue and Webster Street. Traffic signals currently operate where Gallatin Pike intersects with:

- Walton Lane
- Lakewood Drive
- Berkley Drive
- Due West Avenue
- Palestine Avenue
- Webster Street
- Emmitt Avenue
- Neelys Bend Road

- Harris Street
- East Old Hickory Boulevard
- West Old Hickory Boulevard/State Route 45

A high-visibility, though non-signalized, crosswalk is along Gallatin Pike:

- Between Lakewood Drive and Berkley Drive, adjacent to the St. Joseph Catholic Church

Table 6: Road Level of Service

| Street | From | To | LOS |
|------------------------|---------------------------|-----------------------|-----|
| Gallatin Pk. | Briley Pk. | Walton Ln. | C |
| Gallatin Pk. | Walton Ln. | south of Lakewood Dr. | D |
| Gallatin Pk. | south of Lakewood Dr. | Madison Square | C |
| Gallatin Pk. | Madison Square | Neelys Bend Rd. | D |
| Gallatin Pk. | Neelys Bend Rd. | State Route 45 | C |
| W. Due West Ave. | Gallatin Pk. | Due West Plaza | D |
| W. Due West Ave. | Due West Plaza | CSX Railroad | C |
| Neelys Bend Rd. | Gallatin Pk. | Idlewild Ave. | C |
| East Old Hickory Blvd. | Gallatin Pk. | Delaware Ave. | C |
| West Old Hickory Blvd. | Gallatin Pk. | 370' west | D |
| West Old Hickory Blvd. | 370' west of Gallatin Pk. | CSX Railroad | C |
| State Route 45 | Gallatin Pk. | 370' west | D |
| State Route 45 | 235' east of Gallatin Pk. | Kate St. | C |

Source: Greater Nashville Regional Council (2015)

Parking

There are no publicly owned parking lots (see [Map 17](#) and [Map 18 \(Appendix A\)](#)), within the study area. Publicly accessible privately owned surface parking lots serving multifamily residential, commercial, and office uses along the corridor are plentiful. Limited cross access is available between lots requiring individual curb cuts off Gallatin Pike for access. Staff is not aware of there being shared parking agreements among the corridor property owners.

Pedestrian

Pedestrian infrastructure within the study area, including Gallatin Pike and intersecting side streets, is classified by presence of sidewalks in [Table 7](#) and [Map 23 \(Appendix A\)](#). Out of approximately 2.92 street miles within the study area, approximately 46.6% have sidewalks on at least one side of the street.

The priority sidewalk network, a component of *WalknBike*, which determines streets prioritized for new sidewalk construction within the next five fiscal years based on transit access, school connectivity, pedestrian crashes, and sidewalk gaps, identifies segments of Gallatin Pike and several intersecting side streets to undergo future sidewalk construction. Future projects include:

- Gallatin Pike from Briley Parkway to Moving Center Court
- Gallatin Pike from Webster Street to Madison Square
- Gallatin Pike from Neelys Bend Road to Woodruff Street
- Gallatin Pike from Hickory Street to Maple Street
- Due West Avenue from Gallatin Pike to Fernbank Drive
- Harris Street from Gallatin Pike to Brooks Avenue
- Hickory Street from Gallatin Pike to Idlewild Avenue
- State Route 45 from Gallatin Pike to Delaware Avenue

Table 7: Sidewalk Presence

| Present on both sides of street | |
|------------------------------------|--|
| West Due West Avenue | |
| Madison Street | |
| Woodruff Street | |
| Old Hickory Boulevard | |
| State Route 45 | |
| Present only on one side of street | |
| Berkley Drive | |
| Emmitt Avenue | |
| Neelys Bend Road | |
| Harrington Avenue | |
| Maple Street | |
| East Old Hickory Boulevard | |
| Not present on both sides | |
| Gallatin Pike | |
| Walton Lane | |
| Lakewood Drive | |
| East Due West Avenue | |
| Palestine Avenue | |
| Webster Avenue | |
| Madison Boulevard | |
| Madison Square | |
| Harris Street | |
| Hickory Street | |

Source: Planning Department

- A minor separated bikeway is planned for Neelys Bend Road.
- A minor separated bikeway is identified on Madison Station Boulevard. Construction of protected bicycle lanes in conjunction with sidewalk and streetscaping are included with the Madison Station Boulevard capital project.
- Long-term sidewalk needs are identified for several local streets lacking sidewalks within and adjacent to the study area.

Bikeways

The study area and adjacent neighborhoods have several existing and planned bicycle facilities, as documented during production of *WalknBike*, that are summarized below and shown on [Map 23 \(Appendix A\)](#). Future updates to *WalknBike* will incorporate sidewalk and bikeway recommendations further into suburban and rural areas.

- East Webster Street is identified as an existing low stress bikeway.
- West Due West Avenue, Palestine Avenue, and West Old Hickory Boulevard are identified as existing bikeways for experienced cyclists, although there are no existing lane markings or signage.

Public Transit

WeGo Public Transit (see [Map 22 \(Appendix A\)](#)), provides bus service linking the study area to downtown Nashville, Rivergate, East Nashville, and Opry Mills. Three routes have boarding and alighting stops within the study area, while two routes travel northbound and southbound along Gallatin Pike. Eight of the 24 stops within the study area have transit shelters. Ridership information provided in this report represents average daily weekday boardings/alightings based on fall 2019 data, the latest available. It is important to note that two of the routes, 26 Gallatin Pike and 36 Madison Express, which previously provided service to the area have been consolidated and discontinued, respectively, as a result of the WeGo service and fare updates that occurred in September of 2019.

Routes that run along the study area include:

56 Gallatin Pike is a Rapid Bus service route operating with 15-minute frequencies on weekdays and 20-minute frequencies on weekends, links Rivergate Mall, Madison Station, Walton Station, and Five Points to Central station in Downtown on a route that runs along the entirety of Gallatin Pike within the study area. Stops occur at locations shown in **Table 8**. Key findings include:

- Generally, ridership is highest for inbound boarding and outbound alighting.
- Inbound boardings are highest for Madison Station followed by Due West Station and Walton Station.
- Outbound alightings are highest for Madison Station followed by Due West Station and Walton Station.

76 Madison is a local service route operating with 40-minute frequencies on weekdays and weekends that serves as a neighborhood circulator that connects residential areas along Neelys Bend Road and Anderson Lane to downtown Madison, the Madison Library, and Gallatin Pike on a route that runs along Gallatin Pike. Stops within the study area occur at locations shown in **Table 8**. Key findings include:

- Generally, ridership is highest for outbound boarding and outbound alighting.
- Outbound boardings are highest for Madison Station followed by Neelys Bend Road - Argle Avenue and Old Hickory Boulevard.
- Inbound alightings and boardings are highest for Madison Station followed by Maple Street and Old Hickory Boulevard.
- Inbound alightings and boardings are highest at Madison Station.

34 Opry Mills is a limited service route operating with 3-hour frequencies that stops at Walton Station with direct and express service to Opry Mills, Donelson, and Lebanon Pike to Central Station in Downtown. The route only has one stop within the study area at Walton Station, with routes running along Briley Parkway and Ellington Parkway.

Table 8: Average Weekday Boardings/Alightings

| Gallatin Pike Stop Locations | 56 Gallatin Pk | | 76 Madison | |
|--|----------------|--------|------------|--------|
| | Board | Alight | Board | Alight |
| Walton Station outbound | 8.7 | 10.9 | 0 | 0 |
| Lakewood Drive outbound | 0 | 0 | 0 | 0 |
| Berkley Drive outbound | 0 | 0 | 0 | 0 |
| Due West Station outbound | 23.6 | 97 | 0 | 0 |
| Moving Center Ct. outbound | 0 | 0 | 0 | 0 |
| W. Webster Street outbound | 0 | 0 | 0 | 0 |
| Emmitt Avenue outbound | 0 | 0 | 0 | 0 |
| Madison Station outbound | 42.1 | 299.7 | 76.8 | 102.5 |
| Maple Street outbound | 0 | 0 | 0 | 0 |
| Madison Street inbound | 0 | 0 | 0 | 0 |
| Madison Station inbound | 298.7 | 56.8 | 54.4 | 98.3 |
| Madison Square inbound | 0 | 0 | 0 | 0 |
| Emmitt Avenue inbound | 0 | 0 | 0 | 0 |
| Moving Center Ct. inbound | 0 | 0 | 0 | 0 |
| Due West Station inbound | 86.4 | 31.3 | 0 | 0 |
| Berkley Drive inbound | 0 | 0 | 0 | 0 |
| Lakewood Drive inbound | 0 | 0 | 0 | 0 |
| Spring Hill Cemetery | 0 | 0 | 0 | 0 |
| Walton Station inbound | 13.6 | 8.6 | 0 | 0 |
| Gallatin Pk. K-Mart | 0 | 0 | 0 | 0 |
| Maple Street inbound | 0 | 0 | 23.9 | 23.2 |
| Neelys Bend Rd. / Argle Ave. eastbound | 0 | 0 | 41.6 | 3.4 |
| Old Hickory Blvd. / Gallatin Pk. eastbound | 0 | 0 | 31.9 | 19.9 |

Source: WeGo Public Transit (Average Weekday Boardings and Alightings (2018))

Safety

Crash Analysis

The Metro Police Department records traffic crashes on a recurring basis. Consolidated data for the five-year period from January 2014 to December 2018 have been accumulated for this study (see **Table 9** and **Figure 3**). Metro Police recorded 1,749 crashes within the study area.

Crash rates for roadway segments are expressed as number of crash incidents per 1,000,000 vehicle miles traveled (VMT) or per 100,000,000 VMT for intersections. The study area has two average daily traffic counters at two segments (see **Table 10**). Additional vehicular counting is needed to provide accurate crash rate measurements on a segment-by-segment and intersection-by-intersection basis. Notably higher crash frequency occurs along segments approaching the Due West Avenue intersection; however, the segment between Emmitt Avenue and Webster Street has the highest crash rate of all sections measured.

Mid-Block Pedestrian and Bicycle Crashes

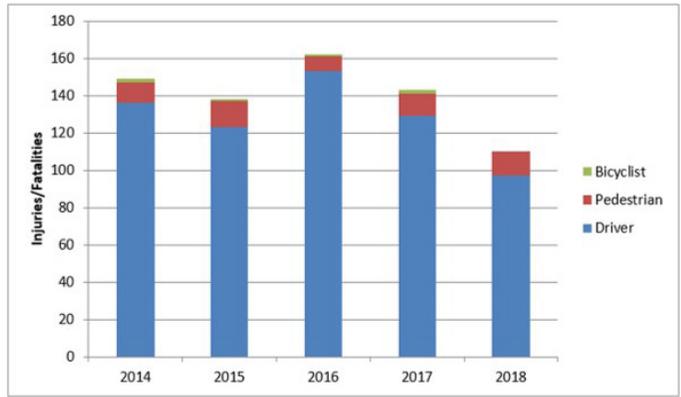
Twenty-seven collisions involving crashes with pedestrians occurred during the five-year, crash-reporting period at the mid-block (see [Table 17](#) in **Appendix A**). The highest amount of incidents occurred between Maple Street and Old Hickory Boulevard. Twenty-five of the 27 incidents resulted in pedestrian injuries. One incident resulted in the death of a pedestrian struck by a vehicle.

Two crashes involved people riding bicycles along roadway segments within the study area. Both incidents resulted in injuries to the cyclists (see [Table 20](#) in **Appendix A**).

Intersection Pedestrian and Bicycle Crashes

Thirty-three collisions involved crashes with pedestrians at intersections within the five-year crash reporting period. Twenty-eight of the 33 incidents resulted in injuries to pedestrians. Three incidents resulted in the death of pedestrians struck by vehicles (see [Table 18](#) in **Appendix A**). Five recorded crashes involved people riding bicycles (see [Table 19](#) in **Appendix A**).

Fig. 3: Crash Injuries by Mode



Crash rate for intersections is calculated as follows:

$$R = \frac{1,000,000 \times C}{365 \times N \times V}$$

R = Crash rate for the road segment expressed as crashes per 1 million vehicle-miles of travel (VMT).

C = Total number of crashes in the study period.

N = Number of years of data.

V = Number of vehicles per day (both directions).

Source: Federal Highway Administration

Table 10: Crash Analysis

| Year | Driver | | Pedestrian | | Bicyclist | | Total | |
|--------------|------------|------------|------------|------------|-----------|------------|------------|------------|
| | Injuries | Fatalities | Injuries | Fatalities | Injuries | Fatalities | Injuries | Fatalities |
| 2014 | 135 | 1 | 9 | 2 | 2 | 0 | 146 | 3 |
| 2015 | 123 | 0 | 13 | 1 | 1 | 0 | 137 | 1 |
| 2016 | 152 | 1 | 8 | 0 | 1 | 0 | 161 | 1 |
| 2017 | 128 | 1 | 12 | 0 | 2 | 0 | 142 | 1 |
| 2018 | 96 | 1 | 12 | 1 | 0 | 0 | 108 | 2 |
| Total | 634 | 4 | 54 | 4 | 6 | 0 | 694 | 8 |

Source: Metropolitan Nashville-Davidson County Police Department (2014-18)

Table 9: Crash Rates and Frequencies by Segment

| Average Daily Traffic | Road Segment | Segment Length (Mi) | Crash Freq. | Crash Rate |
|-----------------------|------------------------------------|---------------------|-------------|------------|
| 33,018 | Briley Pkwy. on/off ramp | 0.09 | 11 | 202.8 |
| | Briley Pkwy. on ramp - Walton | 0.07 | 56 | 1327.6 |
| | Walton - Lakewood | 0.40 | 57 | 236.5 |
| | Lakewood - Berkley | 0.16 | 5 | 51.9 |
| | Berkley - Due West | 0.10 | 92 | 1526.8 |
| 29,824 | Due West - Palestine | 0.11 | 134 | 622.4 |
| | Palestine - Brink Haven | 0.13 | 51 | 71.1 |
| | Brink Haven - Webster | 0.06 | 0 | 2258.0 |
| | Webster - Emmitt | 0.10 | 18 | 818.8 |
| | Emmitt - Madison Square | 0.15 | 136 | 208.4 |
| | Madison Square - Neelys Bend | 0.09 | 2 | 40.8 |
| | Neelys Bend - Harrington | 0.08 | 41 | 941.6 |
| | Huntington - Harris | 0.08 | 31 | 711.9 |
| | Harris - Woodruff | 0.10 | 22 | 404.2 |
| | Woodruff - Hickory | 0.03 | 0 | 0.0 |
| | Hickory - Maple | 0.06 | 2 | 61.2 |
| | Maple - Old Hickory Blvd. | 0.07 | 99 | 2598.4 |
| | Old Hickory Blvd. - State Route 45 | 0.06 | 17 | 520.6 |

Source: Metropolitan Nashville-Davidson County Police Dept. (2014-18)

Five crashes involved people riding bicycles along roadway segments within the study area. Each incident resulted in injuries to the cyclists.

Key Takeaways

- Average daily traffic at Gallatin Pike - Walton Lane is higher than similar arterial-boulevard corridor contexts, such as Dickerson Pike, Charlotte Pike, and Clarksville Pike. Overall, traffic counts have remained stagnated over the last decade.
- Compared with traffic counts at Kirkland Avenue - Iverson Avenue in Inglewood, differences in volumes suggests that vehicular traffic has shifted onto perpendicular routes, such as Briley Parkway and/or Due West Avenue.
- Pedestrian infrastructure – sidewalks, crosswalks, and signalized crossings at key locations – are present, but notable gaps remain. Over 53% of streets lack sidewalks. Ongoing and future capital projects aim to fill sidewalk gaps near transit and schools in order to establish a connected, walkable environment. There is an upcoming sidewalk project along Harris Street.
- Given the suburban roadway network and fragmentation of block sizes within the study area's built environment, there are limited opportunities to establish a consistent north to south bikeway connection parallel to Gallatin Pike. While alternate routes exist along features, such as the CSX Railroad and Gibson Creek, creating a connected bicycling network within the study area presents a challenge.
- Vehicular crashes are disproportionately higher along the corridor north of Due West Avenue with crash rates spiking at State Route 45, East Old Hickory Boulevard, and Neelys Bend Road intersections. While the posted speed limit along Gallatin Pike is higher south of Due West Avenue, there are a reduced amount of conflict points between vehicles as a result of fewer driveway cuts and higher levels of access management.
- There is no measured relationship between outdoor lighting conditions and pedestrian/bicycle crashes, as 31 of all 67 crash incidents during the five-year reporting period occurred at night with the remaining

36 incidents occurring in daylight hours. It is important to note that all four fatal crashes occurred at night in locations with street lighting.

- Public transit use is highest at Madison Station and Due West Station bus stops. Each of these stations feature typical suburban shopping center characteristics and east to west arterial boulevard connections.

Development Activity

Zoning and Subdivision

Between 2013 and November 2019, there was only one rezoning case and one subdivision case within the study area, as identified in **Table 11** and corresponding map in [Map 24 \(Appendix A\)](#). Other rezonings and subdivisions on the map occurred more than 10 years ago.

The recent rezoning was for the 33-acre Madison Square shopping center site. It is anticipated to become the large mixed use Madison Town Center.

Building Permit Activity

An analysis of permit activity generated as the Codes Department issues construction, demolition, or grading permits, revealed that more than \$146,500 has been invested in the residential building stock and \$7.7 million into commercial permits from 2011 to October 2019. Permit locations are shown in [Map 16 \(Appendix A\)](#). **Table 12** summarizes residential and commercial permits within the study area.

Key Takeaways

- The study area has seen limited new investment in residential and commercial properties.
- Madison Town Center is the only recently proposed new large-scale development in the study area.
- In the adjacent residential areas, houses are being rehabbed and additions built. New homes have been built north of State Route 45 and east of the study area.
- South of the Briley Parkway, new investment continues on both sides of Gallatin Road in Inglewood and East Nashville with new housing, office, retail, and other services.

Table 11: Metro Planning Commission Activity

| Map 5 ID | MPC Case and/or Council Bill Numbers | Description of Action |
|----------|--------------------------------------|--|
| 1 | 2018Z-012PR-001/ BL2018-1044 | Zone change from CS to MUG-A for Madison Town Center |
| 2 | 2019S-156-001 | Subdivision for Discover Madison |

Source: Metropolitan Nashville-Davidson County Planning Department

Discover status of active requests to the Planning Commission using Development Tracker online at: <https://maps.nashville.gov/DevelopmentTracker/>

Table 12: Building Permit Activity

| Permit Type | Building Type of Permit | No. | Value |
|--------------------------------|-------------------------|----------|--------------------|
| Residential Rehab | Single Family residence | 7 | \$146,500 |
| | Group home; Multifamily | 2 | \$0 |
| Total Residential Rehab | | 9 | \$146,500 |
| Commercial | New Aldi store | 1 | \$3,850,193 |
| | New Fire Station 31 | 1 | \$1,466,698 |
| | Madison Library rehab | 1 | \$2,400,000 |
| Total Commercial | | 3 | \$7,716,891 |

Source: Metropolitan Nashville-Davidson County Codes Department

Policy

NashvilleNext General Plan

[NashvilleNext](#) guides how and where Davidson County grows through 2040. The Planning Commission has final approval authority to adopt *NashvilleNext* and its supporting plans (e.g. community plans, corridor studies) and holds public hearings on individual policy changes. In 2015, the Planning Commission adopted *NashvilleNext* following a three-year community engagement effort that reached over 18,500 participants. The Planning Commission adopted an update to *NashvilleNext* in 2017.

Growth & Preservation Concept Map

NashvilleNext's Growth & Preservation Concept Map presents a county-wide vision, which shapes improvements in quality of life so that new development and redevelopment align with community values. The Growth & Preservation Concept Map serves as tool for aligning spending, regulations, and Metro programs. [Map 25 \(Appendix A\)](#) shows how this vision is reflected within the study area.

Centers described below (and defined in the sidebar) build upon existing commercial centers to evolve into active, mixed-use places serving as a neighborhood or community gathering place. The concept for the study area illustrates several key components:

Tier One Center: represents Gallatin Pike frontage as well as property without frontage between the corridor and the railroad as well as east of Gallatin Pike from Webster Avenue north to State Route 45. It extends well past the study area boundary to the north and west (see sidebar for definition of Tier One Centers).

Transition or Infill: represents properties fronting Gallatin Pike generally south of the Tier One center described above – from near Webster Avenue to the cemeteries then also covers the former K-Mart site. This category also wraps the Tier One center creating a buffer between the corridor and centers and surrounding Neighborhood areas. Transition and Infill areas may have moderately dense residential and small-scale offices that are appropriate along and around prominent corridors and centers to provide a harmonious connection to

surrounding neighborhoods. These areas provide transitions — in building types as well as scale and form — between higher intensity uses or major thoroughfares and adjacent lower density residential neighborhoods. They provide housing and offices near transit and commercial services, increasing the likelihood that residents can walk or bike to meet some of their daily needs. These areas also provide a diversity of housing types.

Neighborhood: largely represents areas adjacent to the study area with the exception of parcels, in limited areas, bordering Transition or Infill areas. This category is intended for primarily residential areas offering a mix of housing types and character, with smaller civic and employment areas and small neighborhood centers.

Green Network: reflects natural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains). Within the study area this includes floodplain of Gibson Creek, Loves Branch, and the two large cemeteries.

High Capacity Transit Corridor: represents a framework of more intense housing and commercial areas along major roadways with more frequent transit service. The priority routes identified for this category currently support frequent transit service priority routes. The thick blue line along Gallatin Pike highlights the street from the southern boundary of Briley Parkway to the boundary with State Route 45 as an Immediate Need Priority Corridor for high capacity transit and is slated for near-term improvements to transit service.

Community Character Policy

The Community Character Policy shows how different Community Character policies link the countywide vision from *NashvilleNext* to zoning and development decisions for every property in the county. The over-arching concept behind each policy is its location within the Transect. The Transect, shown in [Map 26 \(Appendix A\)](#), is a system for categorizing, understanding, and guiding

the various development patterns of a region, from the most natural and rural to the most urban. The policies provide guidance for four community elements within each transect category – Open Space, Neighborhoods, Centers, and Corridors.

Nine policy areas, in the T3 Suburban and T4 Urban transects, are applied to the study area in the *Madison Community Plan* (south of Briley Parkway). Each policy area is shown in [Map 27 \(Appendix A\)](#) and summarized below and in **Table 13**.

T3 Suburban Community Center (T3 CC) policy is applied to the former K-Mart shopping center within the northwest quadrant of the Gallatin Pike/Briley Parkway interchange. T3 CC is intended to enhance and create suburban community centers that serve suburban communities generally within a 10 to 20-minute drive.

T3 Suburban Mixed Use Corridor (T3 CM) policy is applied to frontage on both sides of Gallatin Pike north of the National and Spring Hill Cemeteries. T3 CM is intended to enhance suburban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor.

T4 Urban Community Center (T4 CC) policy is applied to the study area between Webster Street to just north of Neelys Bend Road. The Madison Square shopping center is in this area. T4 CC is intended to maintain, create, and enhance urban community centers as intense mixed use areas to meet the needs of the larger surrounding area.

T4 Urban Mixed Use Neighborhood (T4 MU) policy is applied to the study area's properties from just north of Neelys Bend Road to State Route 45 on the west side and Maple Street on the east side (but not including properties fronting Gallatin Pike). T4 MU is intended to maintain, create, and enhance urban, mixed use neighborhoods with a diverse mix of moderate- to high-density residential, commercial, office, and light industrial land uses.

T4 Urban Mixed Use Corridor (T4 CM) policy is applied to the northern end of the study area from Maple Street north to State Route 45. This area includes the Kroger and Aldi shopping centers. T4 CM is intended



The *Nashville Next* Concept Map places Center areas into one of three tiers:

- **Tier One:** These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- **Tier Two:** These centers receive some investments to manage growth, though less than Tier One centers.
- **Tier Three:** These areas are not designated to receive coordinated investments in the next ten-year period. Rather, investments may be made to support their current functions, and Metro will work with the private sector to ensure new development and redevelopment support Nashvillians' vision for centers.

Discover more about NashvilleNext online at: <http://www.nashville.gov/Government/NashvilleNext.aspx>

to enhance urban mixed use corridors by encouraging a greater mix of higher-density residential and mixed use development.

T4 Urban Neighborhood Center (T4 NC) policy is applied to properties fronting Gallatin Pike from just north of Neelys Bend Road to State Route 45 on the west side to Maple Street. T4 NC is intended to maintain,

create, and enhance urban neighborhood centers with pedestrian friendly neighborhood services, mixed use, and residential uses.

Civic (CI) policy is applied to the Madison Branch Library at 610 Gallatin Pike and the Fire Station No. 31 at 415 Madison Station Boulevard. The policy is also applied to NES substations on Madison Station Boulevard, Hickory Street, and Due West Avenue. Civic policy is intended to preserve and enhance publicly-owned properties that are used for civic purposes.

Open Space (OS) policy is applied to the large National Cemetery on the west side of Gallatin Pike and Spring Hill Cemetery on the east side of Gallatin Pike. OS policy includes public parks and may also include private land held in conservation easements by land trusts and private groups or individuals.

Conservation (CO) policy is applied to environmentally sensitive land with streams and stream buffers in the study area. CO policy denotes environmentally sensitive land features, primarily stream buffers and a pond. Within the study area, this includes floodplains of Gibson Creek and Loves Branch.

Supplemental Policies

Supplemental policies provide an additional level of guidance beyond that provided by the Community Character Manual (CCM). Supplemental policies address unique features of the area and expand upon standard guidance of CCM. Supplemental policies tailor to the needs of a small area within a community plan. They are applied in areas where the Community Character Policy alone does not provide the level of detail necessary to achieve the community's desired development pattern. There is one Supplemental Policy within the study area:

- SPA 04-T4-NC-01 applies to historic Downtown Madison. The supplemental policy encourages the area to become the community's Main Street, a pedestrian friendly mixed use focal point that reuses many of the historic buildings and highlights businesses and services.

Table 13: Community Character Policy

| Community Character Policy/ Code | Acres | % of Total |
|--------------------------------------|--------------|---------------|
| Civic (CI) | 10.3 | 2.9% |
| Conservation (CO) | 20.8 | 5.9% |
| Open Space (OS) | 70.3 | 19.9% |
| Suburban Community Center (T3 CC) | 23.2 | 6.6% |
| Suburban Mixed Use Corridor (T3 CM) | 80.2 | 22.7% |
| Urban Community Center (T4 CC) | 56.4 | 16.0% |
| Urban Mixed Use Corridor (T4 CM) | 16.9 | 4.8% |
| Urban Mixed Use Neighborhood (T4 MU) | 48.6 | 13.8% |
| Total | 352.7 | 100.0% |

Source: Metropolitan Planning Department

Read detailed guidance for each policy area in the Community Character Manual, online at: <http://www.nashville.gov/Planning-Department/Community-Planning-Design/CCM.aspx>

Access Nashville

[Access Nashville](#) is a comprehensive framework for the city's multimodal transportation network to support Nashville's quality of life and manage growth, development, and preservation through the year 2040 and beyond. Access Nashville provides a coordinated roadmap for the development of the entire transportation network over the next 25 years.

Major and Collector Street Plan

A part of Access Nashville, the *Major & Collector Street Plan (MCSP)*, shown in [Map 22 \(Appendix A\)](#), is a comprehensive plan and implementation tool for guiding public and private investment in the major streets that make up the backbone of the city's transportation system. Emphasis is placed on designing streets that serve all people and reflect the character of the neighborhoods and centers through which users pass. Therefore, each street segment is categorized under the defining elements of Environment, Street Context, and Functional Design Type and identified with a specific label string comprised of the elements appropriate for that street segment.

Streets within the study area identified by the MCSP are described in **Table 14**. The remaining intersecting roads are classified as local streets.

The study area's multimodal corridors include Gallatin Pike, State Route 45, West Old Hickory Boulevard. A cross section identified in the MCSP for high capacity transit is shown in **Figure 4 (Appendix A)**.

Major and Collector Street Plan Symbology

The symbol for each street shown on the *Major and Collector Street Plan* consists of six characters that are cross-references to sections of text in the *Major and Collector Street Plan*. Note that one street can have multiple Context Sensitive Solutions (CSS) street types along it. The six characters in each symbol represent the following:

Transect Category
Character Type (Residential)
CSS Street Type (Avenue)
Functional Classification
(Collector 2-Lane)

T4-R-A-C2

Discover more about Access Nashville, online at:

Access Nashville (including MCSP)
<http://www.nashville.gov/Government/NashvilleNext/The-NashvilleNext-Plan.aspx> (search for Vol. V)

MCSP classification of streets:
<https://maps.nashville.gov/MCSP/>

Table 14: MCSP Classifications

| Street | Segment | | Major & Collector Street Plan Classification |
|----------------------------|-----------------------|-------------------|---|
| | From: | To: | |
| Gallatin Pk | Briley Parkway | Lakewood Drive | Suburban-Mixed Use-4-lane Arterial Boulevard-Immediate Need Multimodal Corridor (T3-M-AB4-IM) |
| | Lakewood Drive | Webster Street | Suburban-Mixed Use-5-lane Arterial Boulevard-Immediate Need Multimodal Corridor (T3-M-AB5-IM) |
| | Webster Street | State Route 45 | Urban-Mixed Use-5-lane Arterial Boulevard-Immediate Need Multimodal Corridor (T4-M-AB5-IM) |
| | Briley Pkwy | Old Due West Ave | Suburban-Mixed Use-7-lane Arterial Boulevard-Long Term Need Multimodal Corridor (T3-M-AB7-LM) |
| | Old Due West Ave | Skyline Ridge Dr | Suburban-Mixed Use-5-lane Arterial Boulevard-Long Term Need Multimodal Corridor (T3-M-AB5-LM) |
| State Route 45 | Gallatin Pike | Thelma Street | Urban-Mixed Use-4-lane Arterial Parkway-Scenic-Long Term Need Multimodal Corridor (T4-M-AP4-S-LM) |
| West Due West Avenue | Gallatin Pike | CSX Railroad | Suburban-Mixed Use-4-lane Arterial Boulevard (T3-M-AB4) |
| Neelys Bend Road | Gallatin Pike | 680' east | Urban-Mixed Use-3-lane Arterial Boulevard (T4-M-AB3) |
| West Old Hickory Boulevard | Gallatin Pike | CSX Railroad | Urban-Mixed Use-5-lane Arterial Boulevard-Long Term Need Multimodal Corridor (T4-M-AB5-LM) |
| Walton Lane | Gallatin Pike | Saunders Avenue | Suburban-Mixed Use-2-lane Collector Avenue (T3-M-CA2) |
| Madison Station Boulevard | Old Hickory Boulevard | existing terminus | Urban-Mixed Use-3-lane Collector Avenue (T4-M-CA3) |
| | Existing terminus | Gallatin Pike | Urban-Mixed Use-3-lane Planned Collector Avenue (T4-M-PCA3) |
| East Old Hickory Boulevard | Gallatin Pike | 3rd Avenue | Urban-Mixed Use-3-lane Collector Avenue (T4-M-CA3) |

Source: Metro Nashville-Davidson County Planning Department Major & Collector Street Plan

Walking, Bicycling, and Street Priorities

In addition to *MCSP*, *Access Nashville* also identifies walking, bicycling, and street priorities. Those identified for the *Madison Community Plan* within the study area are shown in [Map 22 \(Appendix A\)](#).

Walking and Street Priorities:

Access Nashville identifies a portion of the study area from Walton Lane to Due West Avenue as a countywide priority walking project (#22) as part of its South Madison Complete Streets priority. Opportunities related to sidewalks, major separated bikeways, pedestrian crossings, transit improvements, and streetscaping as well as improved access management are called for as redevelopment occurs.

Access Nashville also identifies the installation of enhanced street crossings along Gallatin Pike between Due West Avenue and Anderson Road, as part of the Downtown Madison walking improvements community priority (#24).

Bicycling Priorities

East Nashville Bikeway – *Access Nashville* identifies the need to study protected and separated bikeway connectivity along Gallatin Pike as a community priority bicycling project (#18).

WalknBike

[WalknBike](#) is Nashville’s strategic plan for bicycle and pedestrian infrastructure, bicycle, and pedestrian master plan. Recommendations within the study area include:

- East Webster Street is identified as an existing low stress bikeway.
- West Due West Avenue, Palestine Avenue, and West Old Hickory Boulevard are identified as existing bikeways for experienced cyclists.
- A minor separated bikeway is planned for Neelys Bend Road.

- A minor separated bikeway is identified on Madison Station Boulevard. Construction of protected bicycle lanes in conjunction with sidewalk and streetscaping are included with the Madison Station Boulevard capital project.
- Long-term sidewalk needs are identified for several local streets lacking sidewalks within and adjacent to the study area.

Plan to Play

[Plan to Play](#) is Nashville’s strategic plan for parks and greenways. Recommendations related to greenways within the study area include:

- Gibson Creek Greenway – A long-term priority greenway is planned along Gibson Creek, which bisects the study area from west to east, parallel to Webster Street, terminating at the Cumberland River.
- Old Hickory Connector – A long-term priority greenway is planned along West Old Hickory Boulevard and State Route 45, which would connect Cedar Hill Park to Old Hickory adjacent to the Cumberland River.

Discover more about countywide park and transportation plans online for each of the following:

WalknBike

<http://www.nashville.gov/Public-Works/WalknBike.aspx>

Plan To Play:

<http://www.nashville.gov/Parks-and-Recreation/Plan-To-Play.aspx>

nMotion:

<https://nmotion.info/the-plan-document/nmotion-transit-plan/>

nMotion

Adopted in 2016, [nMotion](#) is the regional strategic plan developed under the leadership of the WeGo (a.k.a. Metropolitan Transit Authority). Recommendations related to transit within the study area include:

- *nMotion* identifies **High Capacity Transit** along Gallatin Pike, a limited stop transit service that would utilize dedicated lanes, independent of travel lanes with automobiles, throughout the study area.
- A **regional transit center** is planned near the Gallatin Pike and Walton Lane intersection, which is envisioned to serve as a mobility hub linking multiple transit routes, providing park and ride opportunities, and facilitating comfortable waiting facilities.
- A new **rapid bus route** is planned along Briley Parkway which will connect routes along Gallatin Pike and Lebanon Pike, providing service to the Gallatin Pike, Dickerson Pike, Opry Mills, and WeGo Central regional transit centers.

Transportation Demand Management

Transportation Demand Management (TDM) focuses on understanding how people make transportation decisions. More efficiencies of existing infrastructure can be gained by strategies that encourage carpooling and ridesharing, telecommuting, taking mass transit, bicycling and bikesharing, and walking. Options other than driving alone can be encouraged by the design of our transportation infrastructure and surrounding built environment.

The integration of TDM into corridor planning efforts can significantly increase capacity, mitigate peak period demand, and maximize corridor efficiency. These outcomes can help avoid more costly and congestion-inducing strategies such as road widening.

Existing Strategies

Metro Planning recently launched Nashville Connector, which is Davidson County's first transportation demand management program. The purpose of Nashville Connector is to educate residents about all of the city and region's transportation options. Currently, the program is focusing on employers in Downtown Nashville.

Future Strategies

Traditionally, TDM has focused on reducing single occupancy vehicles in the commuter travel market, but TDM principles can be very effective at corridor level planning. By changing corridor efficiency metrics on person throughput rather than vehicle throughput, TDM becomes an essential tool to adopt more efficient transportation mode policies. The following are potential planning strategies that support TDM.

Goals and Objectives: Establish SMART goals and objectives (Specific, Measurable, Achievable, Realistic, Timebound). Goals and objectives form the core of a successful TDM corridor plan, and implementation strategies should be built from these. Specifically, these targets should include: mode split shift, vehicle trip reduction, vehicle miles traveled reduction, air quality improvement, person throughput, and transit service reliability.

Monitoring and Evaluation: A formal methodology for monitoring assessment and evaluation timelines should be put in place to evaluate the effectiveness of goals, objectives, and cost-benefit analysis. Tools are available to quantify TDM's impact.

The following implementation strategies should be kept in mind as public and private sector development projects are undertaken along Gallatin Pike:

- **Transit:** Preferential treatment for transit, such as bus only lanes and queue jump.
- **Bicycle:** Protected and separated bikeway infrastructure.
- **Pedestrian:** Enhanced pedestrian amenities including sidewalks and frequent, high visibility crosswalks.
- **Employment:** Integration of traditional TDM programs for adjacent employment centers.
- **Development:** Incorporate TDM strategies into land development along corridor.
- **Parking:** Remove parking minimums and incentivize shared parking. Centralize parking management.
- **Technology:** Smart Corridor / Integrated Corridor Management strategies.

Key Takeaways

- Community Character policy applied to Gallatin Pike frontage generally conflicts with predominant adopted zoning of CS (Commercial Services).
- Community Character policy currently supports a mix of uses with higher density concentrated at major intersections.
- A long-term priority greenway is planned along Gibson Creek, which bisects the study area from west to east, parallel to Webster Street, terminating at the Cumberland River.
- *nMotion*, the master plan for public transit in Nashville, recommends significant investment along the corridor including bus rapid transit along the length of the corridor, a regional transit center near Gallatin Pike and Walton Lane, and a new rapid bus line serving Briley Parkway.
- Transportation Demand Management (TDM) strategies can maximize corridor efficiency and improve capacity.

Planned Improvements

Capital Improvements Budget

The capital improvements budget (CIB) is a planning tool used to prioritize and coordinate investments in long-term, durable improvements. Capital improvements include Metro facilities and equipment, as well as infrastructure (capital investments that shape private activities, such as deciding where to live, start a business, or invest). Projects are shown in [Map 28 \(Appendix A\)](#).

The Metro Charter-mandated CIB provides an annual plan of proposed expenditures for capital projects and the means of financing them. It outlines potential projects over a six-year horizon allowing decision makers to determine a funding schedule which is fiscally and administratively practical. The capital budget does not appropriate funds, but instead identifies projects that are eligible for consideration of funding in the Capital Spending Plan. The Planning Commission's role is most closely tied to infrastructure, which must be closely coordinated with land use regulations.

The following CIB projects within the study area include:

- **Traffic Management Program** (02TP002), includes traffic signals, traffic calming, Intelligent Transportation Systems (ITS), pavement markings, pedestrian safety, parking, and school zone traffic control. One of the intersections is located at Due West Avenue and Gallatin Pike.
- **Sidewalk and paving** on Hickory Street (19DS0076) and on Maple Street (19DS0077).
- **Sidewalk** on East Old Hickory Boulevard to Larkin Springs Road (19DS0088).
- **Taylor Stratton Elementary School Renovation** (09BE0023).
- **Station Boulevard Park** (19PR0056 and 19DS0001).
- **Madison Area Projects** (17AR0001) includes public artwork for various infrastructure projects in the Madison area and Station Boulevard.
- **Neighborhood Planning and Infrastructure Studies** (20PC0002) includes multiple studies throughout the county, contains Gallatin Pike, that address infrastructure, community character, and growth.
- **Land Acquisition - New Parks and Greenways** (19PR0005) per Plan to Play includes areas that can be acquired for parks and greenways

Capital Spending Plan

The Capital Spending Plan contains the Mayor's recommendations of capital project requests from the capital improvements budget that the Administration would like to see approved and financed. The spending plan highlights projects that line up with the Mayor's priorities and the needs of community. The vast majority of projects are funded with general obligation bonds, but there are 13 other methods of financing that can be utilized. There is no mandate in the Metro Charter for an annual capital spending plan, so it can be submitted at the Mayor's discretion. The plan must be approved by the Metro Council by Resolution.

The following Capital Spending Plan project is within the study area:

- **Gallatin Road at Neelys Bend to Douglas at Old Hickory Boulevard** is in the expenditure list, but no additional data are available.
- A new complete streets project for Madison Station Boulevard is in process. The new street extends Neelys Bend Boulevard and will provide connection north to West Old Hickory Boulevard.

Tennessee Department of Transportation

- No TDOT projects have been identified within the study area.

Public Works and MPO Projects

The following Metro Public Works projects are currently in process or are scheduled to occur within the Study Area:

- **Madison Station Boulevard:** New complete streets project extending Neelys Bend Road from Gallatin Pike to the existing termini of Madison Station Boulevard and northwards to West Old Hickory Boulevard. The project includes new streetscaping, protected bicycle lanes, eight feet wide sidewalks, as well as tree plantings and bioswales. Also, the project will create a new roundabout adjacent to Madison Square. The project (as of September 2019) is in the right-of-way allocation and easement coordination phase.
- **Harris Street sidewalks:** New sidewalks with curb and gutter and grass strips are in design, scheduled to be built from Gallatin Pike to Brooks Avenue (Capital project ID 6105). Pursuant to priority sidewalk network project specified in *WalknBike*.
- The Greater Nashville Regional Council, in partnership with WeGo, has allocated funds for the creation of a new express bus service from Downtown Nashville to a future Myatt Drive park-and-ride facility. Similar to other express bus service routes which provide expedited, limited access transit service along freeways and interstates, resources are targeted for route planning, bus stop siting and construction, and the construction of the park-and-ride facility (Transportation Improvement Program project #2012-15-179).

Key Takeaways

- The capital improvements budget is a tool used to prioritize and coordinate long-term improvements.
- The Capital Spending Plan is the Mayor's recommendations of capital project that line up with the Mayor's priorities and the needs of the community.

Zoning

Zoning regulations detail how land may be used and developed including: the density, building placement and lot coverage, required parking, and permitted signage. The Planning Commission makes recommendations to the Metropolitan Council on all zone changes, and the Council has final approval. Community members have opportunities for input on the underlying land use policies as those policies are being set during the community planning process; both the Planning Commission and the Metropolitan Council hold public hearings on individual zone changes. A static zoning map (with zoning changes adopted up until September 1, 2019) is shown in [Map 29\(Appendix A\)](#). [Map 30 \(Appendix A\)](#) shows the study area's Council districts. Zoning entitlements include base zoning, Specific Plan districts, overlay districts, and landmarks.

Base Zoning

A summary of zoning districts within the Gallatin Pike South study area is described below and in **Table 15**:

Commercial and mixed use districts comprise 252 acres (71.6%) of the study area and include:

- **Commercial Services (CS)** district is the most predominant zoning district within the study area (56.0%) and generally the most permissive of commercial districts. Properties fronting the vast majority of Gallatin Pike within the study area are zoned CS;
- **Commercial Limited (CL)** district is on the east side of Gallatin Pike frontage between Emmitt Avenue and Lakewood Drive and applies to 6.0% of the study area;
- **Mixed Use General - Alternative (MUG-A)** district is the 34 acres of the Madison Square shopping center, slated to become Madison Town Center.

Office districts make up 30 acres (8.4%) of the study area and include:

- Properties along the eastern edge of the study area between Cherry Street and Madison Boulevard, between Emmitt Avenue and Argle Avenue, between Due West Avenue and Berkley Drive, and the Spring

Hill Funeral Home property fronting Gallatin Pike are zoned **Office Residential (OR20)**. In addition to office, this district permits up to 20 units per acre of multifamily residential.

- Three vacant lots fronting E. Palestine Avenue are zoned **Office Limited (OL)**.

Residential-only districts make up 70 acres (20%) of the study area and include:

- The National Cemetery and Spring Hill Cemetery located along Gallatin Pike is zoned **Single-Family Residential (RS20)**. Residential neighborhoods located adjacent to commercial and office-zoned properties are zoned **Single-Family Residential (RS5 and RS7.5)**. These two zoning districts permit a minimum lot size of 5,000 square feet and 7,000 square feet, respectively.

Specific Plan

A **Specific Plan** district, generally known as SP zoning, refers to a type of base zoning district, not an overlay, which is not subject to traditional zoning districts' development standards. SP zoning was created as developers and neighborhood leaders throughout Nashville-Davidson County sought additional flexibility to create developments that meet market demands, address neighborhood concerns and are suitable to the surroundings. SP zoning is considered a "design-based zoning" district by the Community Character Manual and Supplemental Policy Area guidance.

Under SP zoning, design standards established for that specific development are written into the zone change ordinance. Developers who use SP zoning must still follow historic and redevelopment guidelines, subdivision and stormwater regulations, and the goals and objectives of *NashvilleNext*.

SP zoning applies to one property within the study area, makes up 0.8 acre, or 0.2% of the total study area to allow for auto-related uses.

Table 15: Existing Zoning

| Zoning District | Acres | % of Total |
|-----------------------------------|--------------|--------------|
| Commercial & Mixed Use | 252.3 | 71.6% |
| CL | 21.1 | 6.0% |
| CS | 197.4 | 56.0% |
| MUG-A | 33.8 | 9.6% |
| Single-Family Residential | 69.2 | 19.7% |
| RS5 | 0.8 | 0.2% |
| RS7.5 | 3.0 | 0.9% |
| RS20 | 65.4 | 18.6% |
| Office | 29.5 | 8.4% |
| OR20 | 28.5 | 8.1% |
| OL | 1.0 | 0.3% |
| Specific Plan | 0.8 | 0.2% |
| SP | 0.8 | 0.2% |

Source: Property Assessor

Discover more about Nashville's Zoning Ordinance online at: <http://www.nashville.gov/Planning-Department/Rezoning-Subdivision.aspx>

Overlay Districts

Overlay districts are a means of addressing specific aspects of land use control or development design that transcend conventional zoning district provisions. A summary of overlay districts in the vicinity of the study area is provided below and shown in shown in [Map 29 \(Appendix A\)](#).

Planned Unit Development

The **Planned Unit Development** (PUD) district is an older, alternative zoning process that allows for the development of land in a well-planned and coordinated manner, providing opportunities for more efficient utilization of land than would otherwise be permitted by the conventional zoning provisions of this title. The PUD district may permit a greater mixing of land uses not easily accomplished by the application of conventional zoning district boundaries, or a framework for coordinating the development of land with the provision of an adequate roadway system or essential utilities and services. In return, the PUD district provisions require a high standard for the protection and preservation of environmentally sensitive lands, well-planned living, working and shopping environments, and an assurance of adequate and timely provision of essential utilities and streets. Most PUD overlays were applied years ago.

- **Unnamed Brooks Avenue PUD** (O84-184/21-84-G) at 320 Brooks Avenue (2.3 acres) includes three low-rise apartment buildings that are accessed from Gallatin Pike. CS and RS5 are the base zoning districts.
- **Windlands East Towers PUD** (O83-1287/83-83-G) at 200 E. Webster Street (3.2 acres) and is the Windlands East Towers apartments for senior living. OR20 is the base zoning district.
- **Unnamed Commercial PUD** (O76-338/172-76GP) at 107 Due West Avenue (0.9 acres). A commercial strip center currently occupies the site. OR20 and RS7.5 are the base zoning districts.

Design Overlays

A **Corridor Design Overlay** (CDO) and an **Urban Design Overlay** (UDO), are zoning tools that require specific design standards for development in a designated area. They are used to either protect the pre-existing character of the area or to create a character that would not otherwise be ensured by the development standards in the base zoning district. These tools overlay the current base zoning and allows for development standards above and beyond those in the base zoning. Currently, there are not any design overlays in the study area. Creating a design overlay is a topic that will be discussed at the November 2019 community meeting.

Key Takeaways

- Over half (56.0%) of the study area is zoned CS. It is primarily concentrated along the Gallatin Pike frontage.
- While CS zoning, which governs use and development, allows uses and development patterns that can fit the intent of corridor, center, and mixed use policies, it offers additional entitlements for uses in conflict with these policies.
- PUDs were primarily adopted in previous decades. Three PUDs include multifamily and commercial uses.

Services and Tax Revenue

Urban Services Districts

The study area is within the Urban Services District (USD). The area was annexed into the USD in December 2016. Property owners in the USD pay higher property taxes in order to receive city services, such as trash/recycling collection, street lights, and sanitary and storm sewer coverage.

Tax Revenue Collected

Table 18 presents sales tax collection within the general study boundary area. *Waiting on info from State*

Key Takeaways

- Study area is within Urban Services District.
- Sales tax collection XXX from 2015 to 2018.

Table 16: Gallatin Pike Sales Tax Collection

| Year | State Revenue | Metro Revenue |
|------|---------------|---------------|
| 2015 | \$0 | \$0 |
| 2018 | \$0 | \$0 |

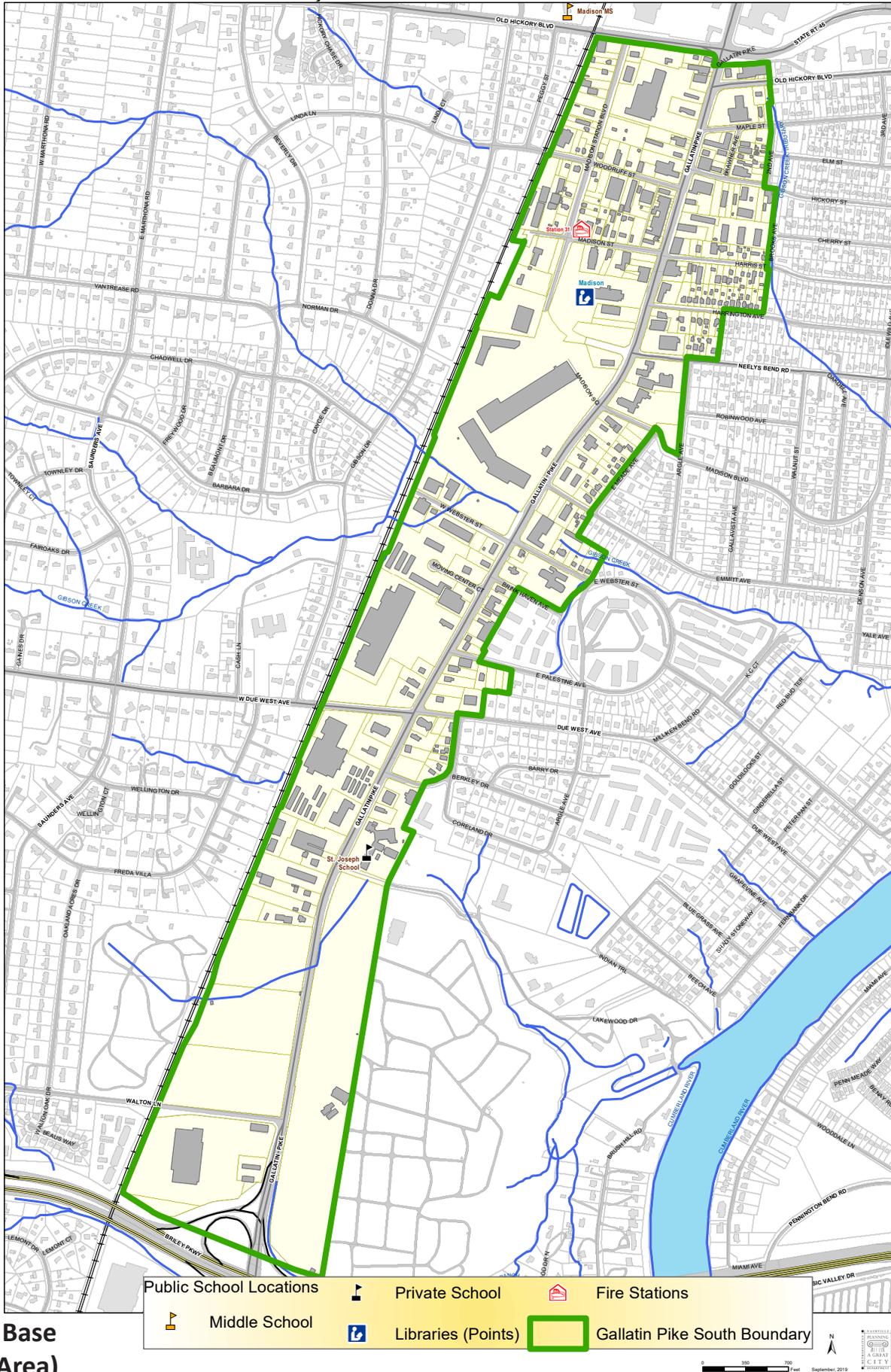
Metropolitan Nashville-Davidson County Finance Department

Appendix A: Maps

List of Maps

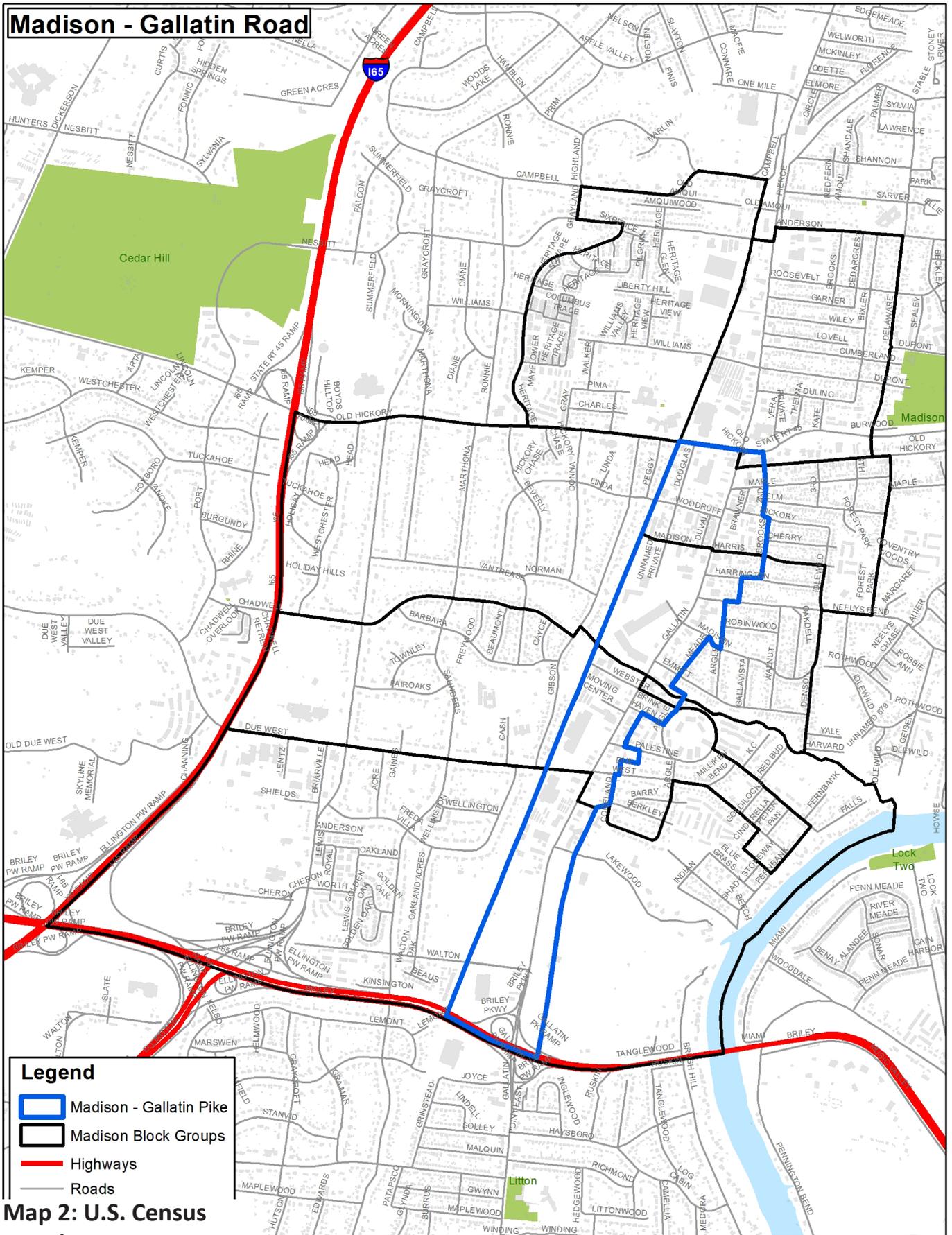
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|--|----|---------------------------------|----|
| Map 1: Base (Study Area) | 40 | Map 18: Ownership and Lot Sizes | 58 |
| Map 2: Study Area Census Block Groups | 41 | Map 19: Metro-Owned Properties | 59 |
| Map 3: Ownership Compatible Parcel Affordability | 42 | Map 20: Community Facilities | 60 |
| Map 4: Environmental Features | 43 | Map 21: Mobility Plans | 61 |
| Map 4: Slope Contours | 44 | Map 22: Sidewalks and Bikeways | 62 |
| Map 5: Floodways/Floodplains | 45 | Map 23: MPC Activity | 63 |
| Map 6: Soils | 46 | Map 24: NashvilleNext | 64 |
| Map 7: Tree Canopy | 47 | Map 25: Transect | 65 |
| Map 8: Climate Smart - Absorb & Protect | 48 | Map 26: CCM Policy | 66 |
| Map 9: Climate Smart - Connect | 49 | Map 28: Planned Improvements | 67 |
| Map 10: Climate Smart - Cool | 50 | Map 29: Zoning | 68 |
| Map 11: Climate Smart - Equity | 51 | Map 30: Council Districts | 69 |
| Map 12: Historic Properties | 52 | | |
| Map 13: Buildings by Year Built | 53 | | |
| Map 14: Building Heights | 54 | | |
| Map 15: Building Permits | 55 | | |
| Map 16: Parking | 56 | | |
| Map 17: Existing Land Uses | 57 | | |

Gallatin Pike South Corridor Study



Map 1: Base (Study Area)

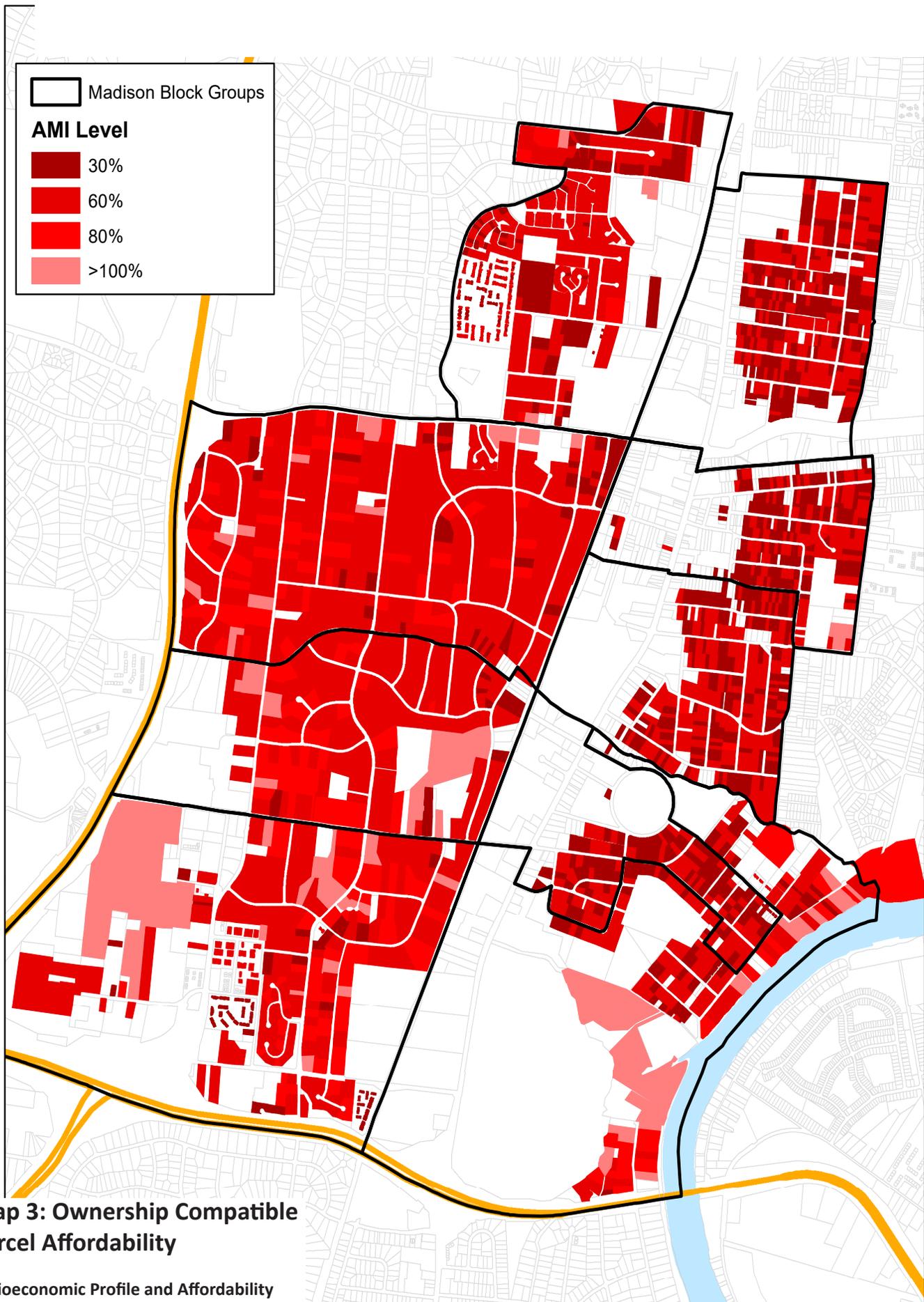
Madison - Gallatin Road



Legend

- Madison - Gallatin Pike
- Madison Block Groups
- Highways
- Roads

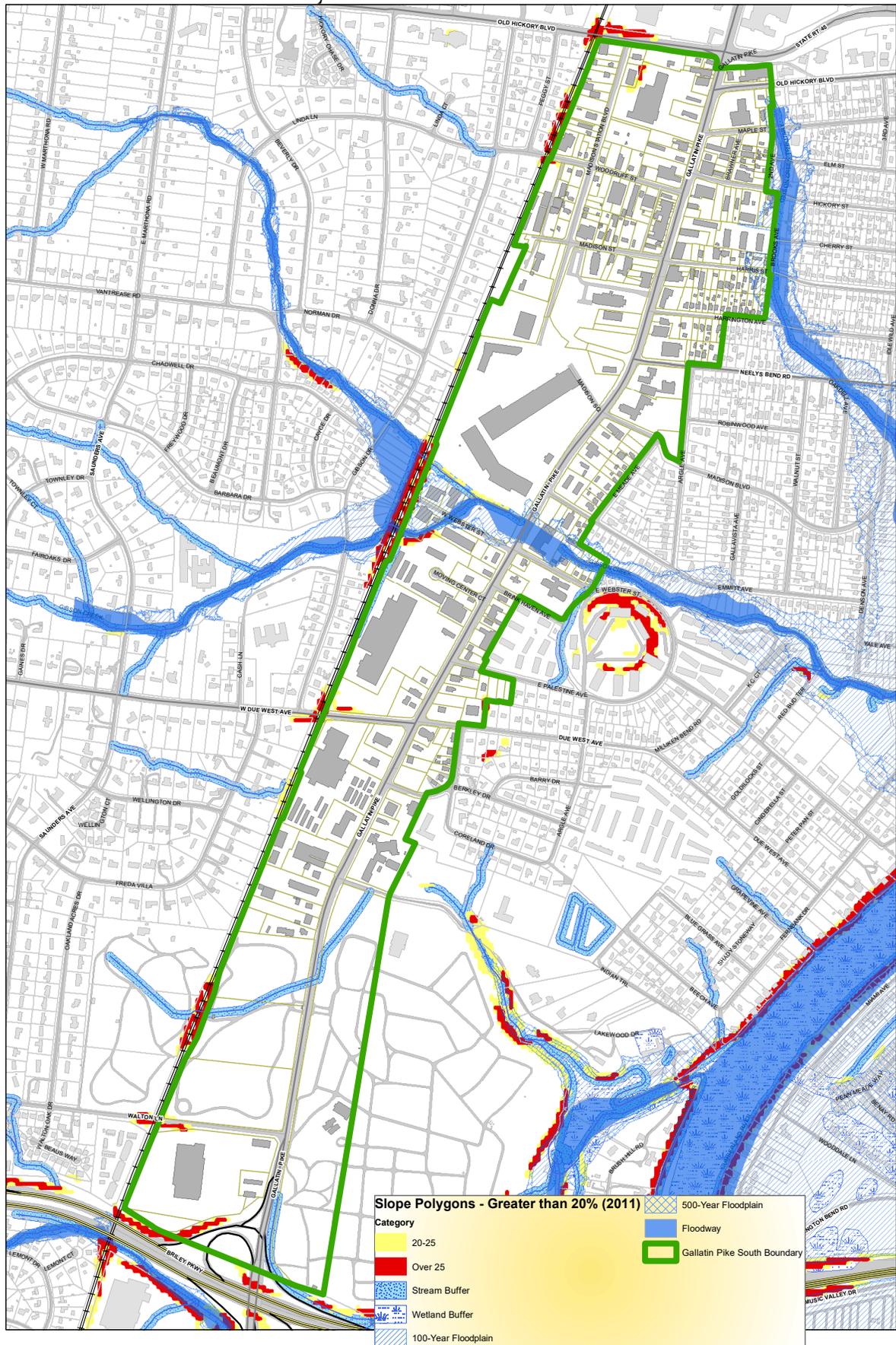
Map 2: U.S. Census - Study Area Census Block Groups



Map 3: Ownership Compatible Parcel Affordability

Socioeconomic Profile and Affordability Analysis

Gallatin Pike South Corridor Study



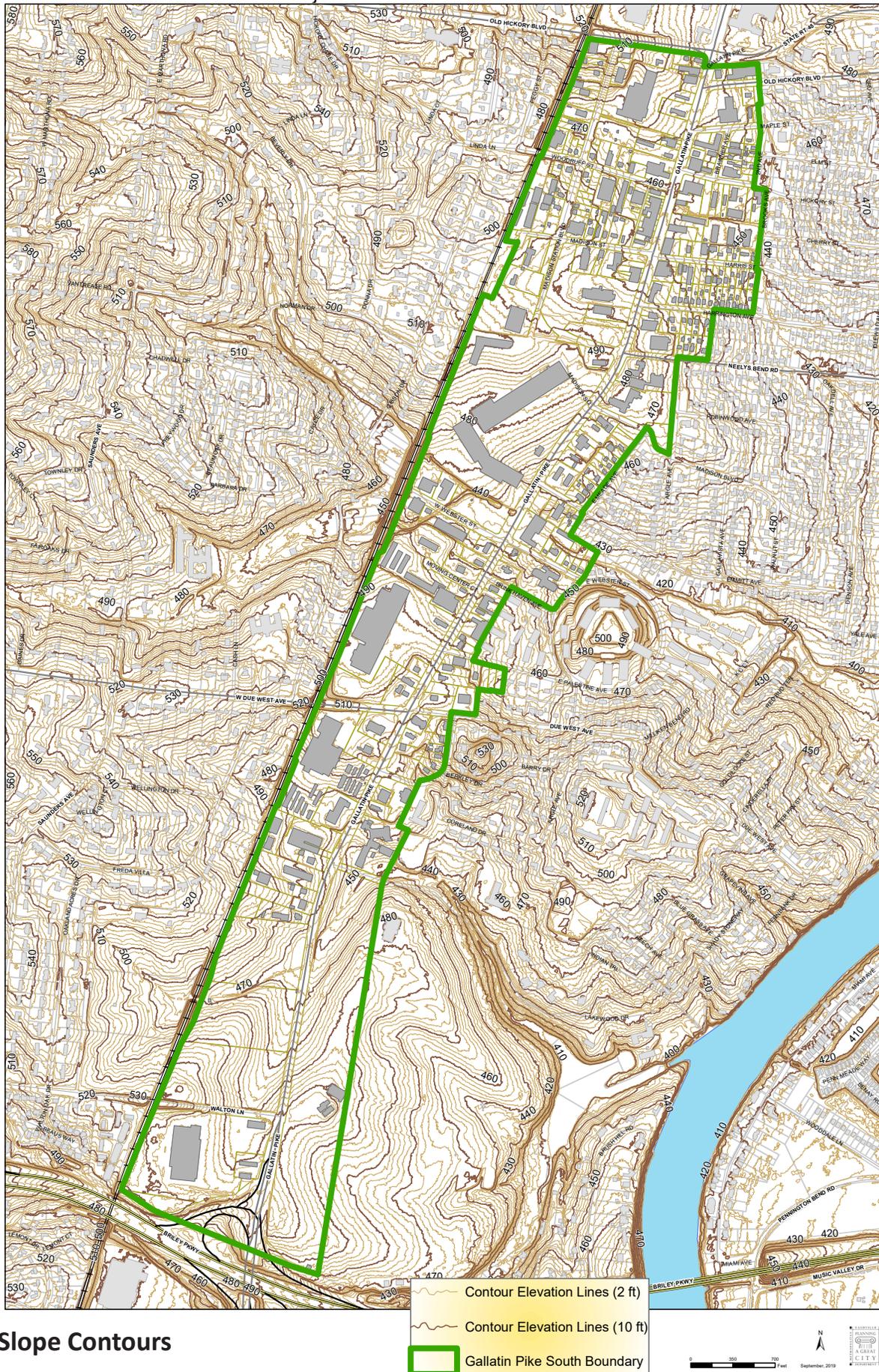
Map 4: Environmental Features





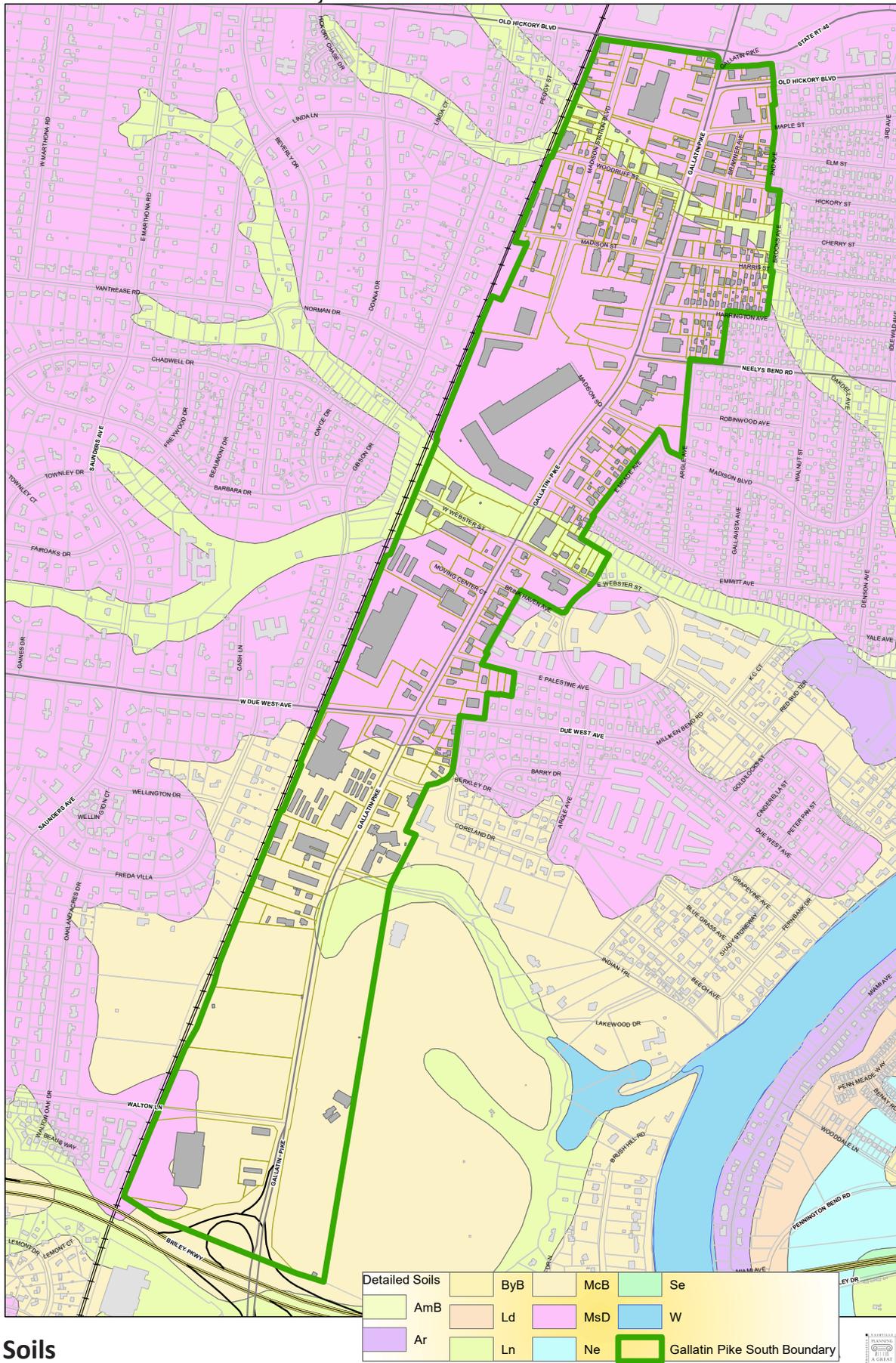
 September, 2019

Gallatin Pike South Corridor Study



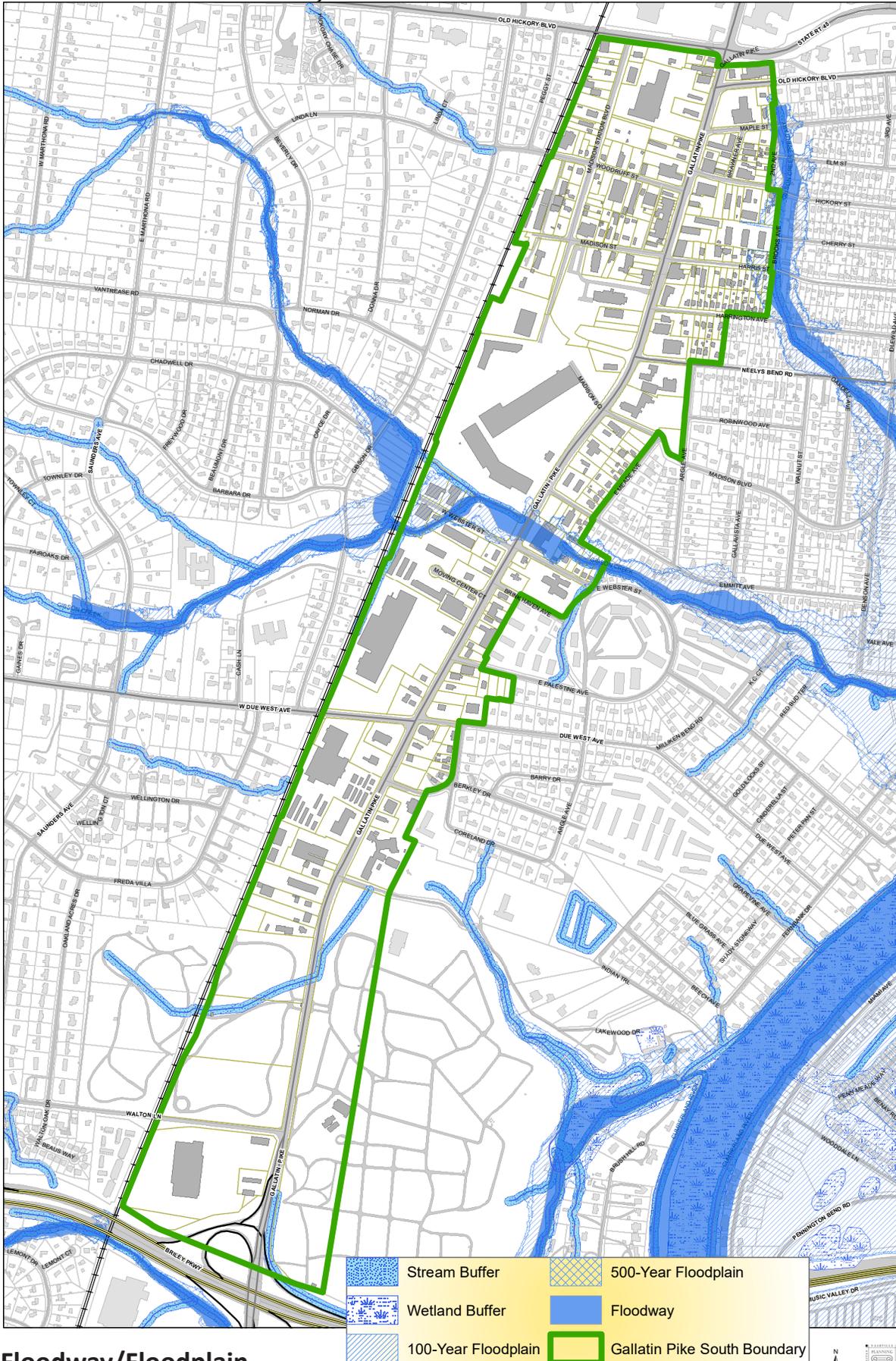
Map 5: Slope Contours

Gallatin Pike South Corridor Study



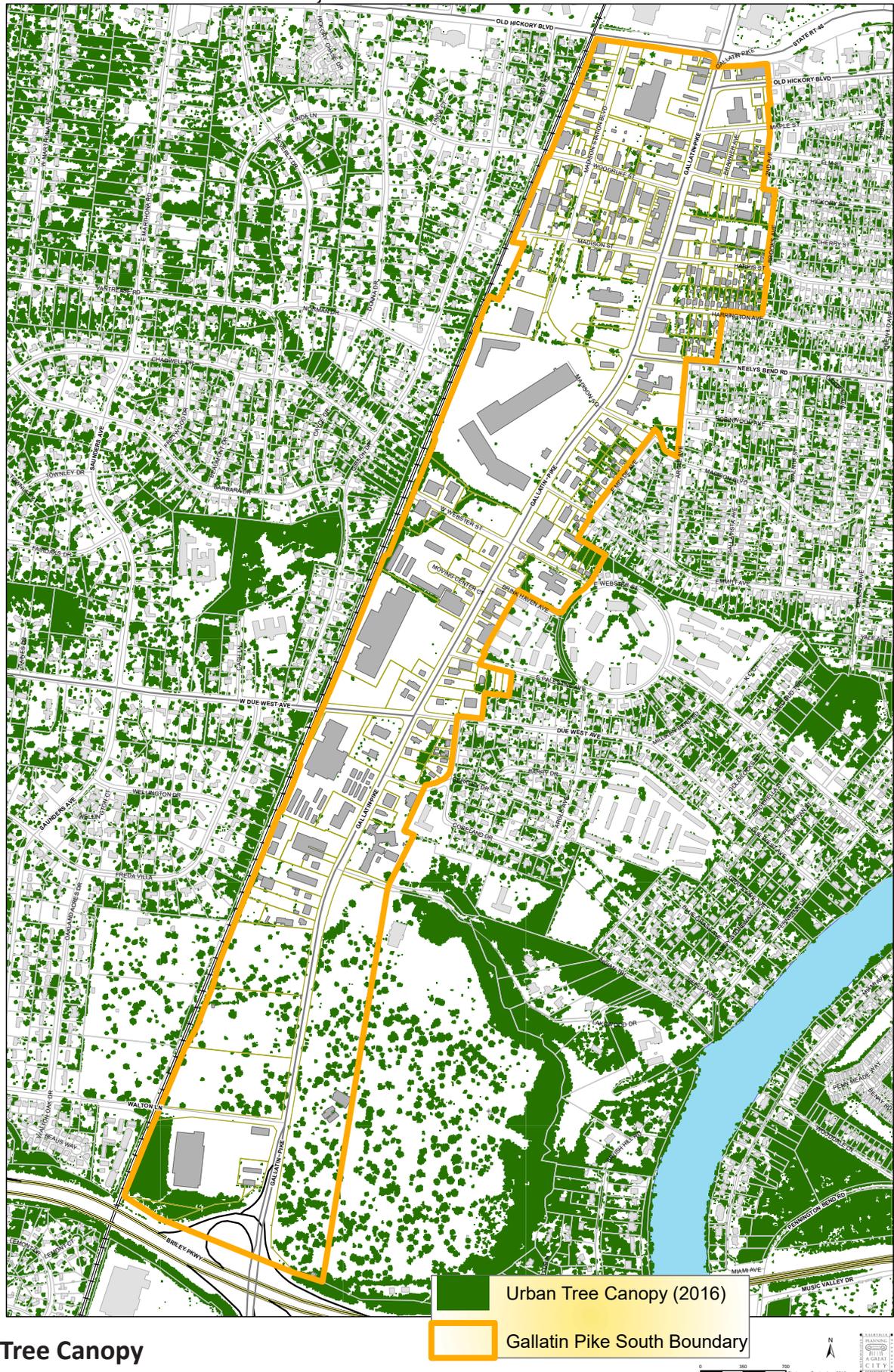
Map 6: Soils

Gallatin Pike South Corridor Study

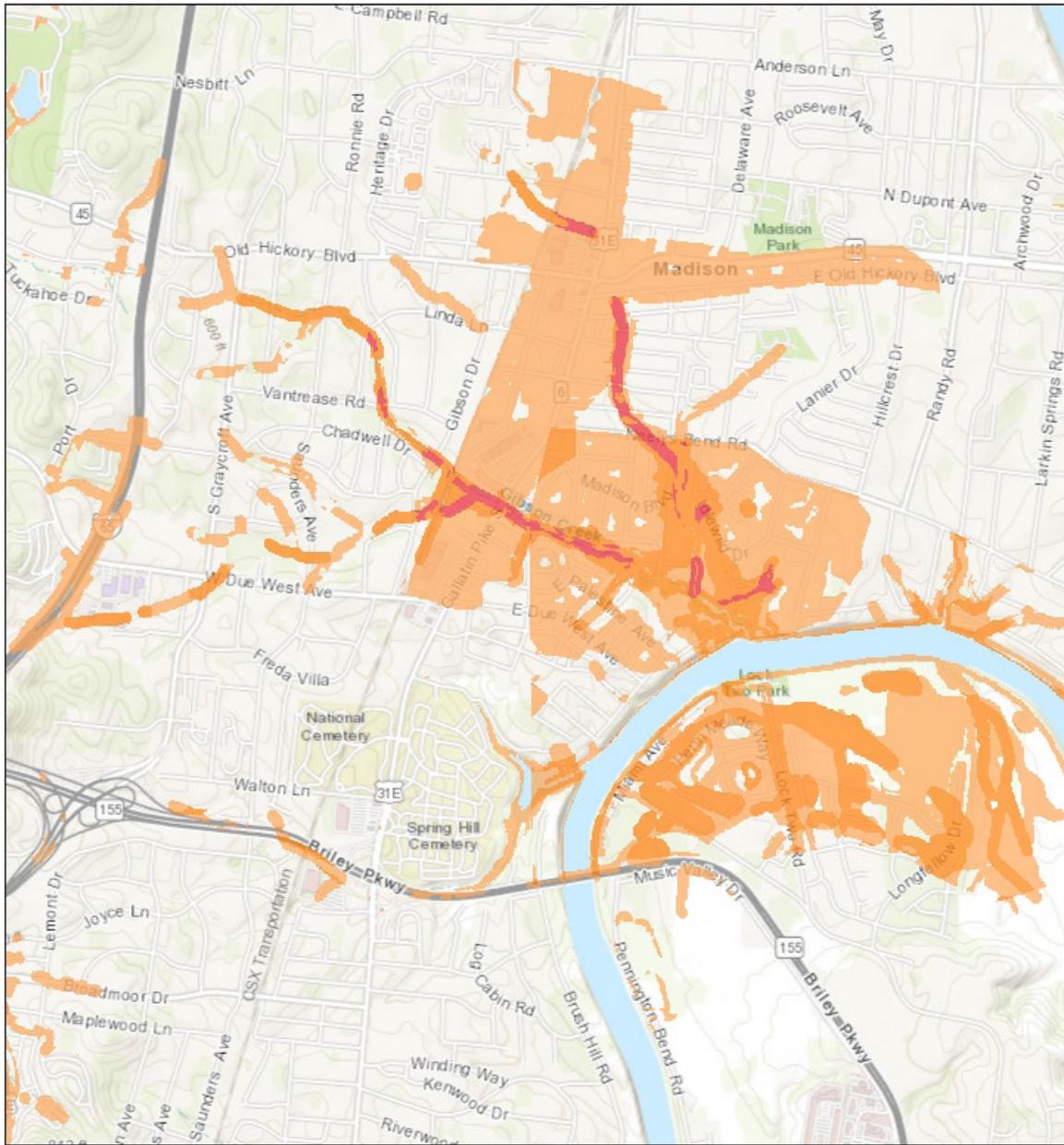


Map 7: Floodway/Floodplain

Gallatin Pike South Corridor Study



Map 8: Tree Canopy



September 5, 2019

□ Study Area

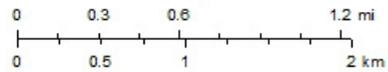
Absorb Stacked Priorities

■ Very high

■ High

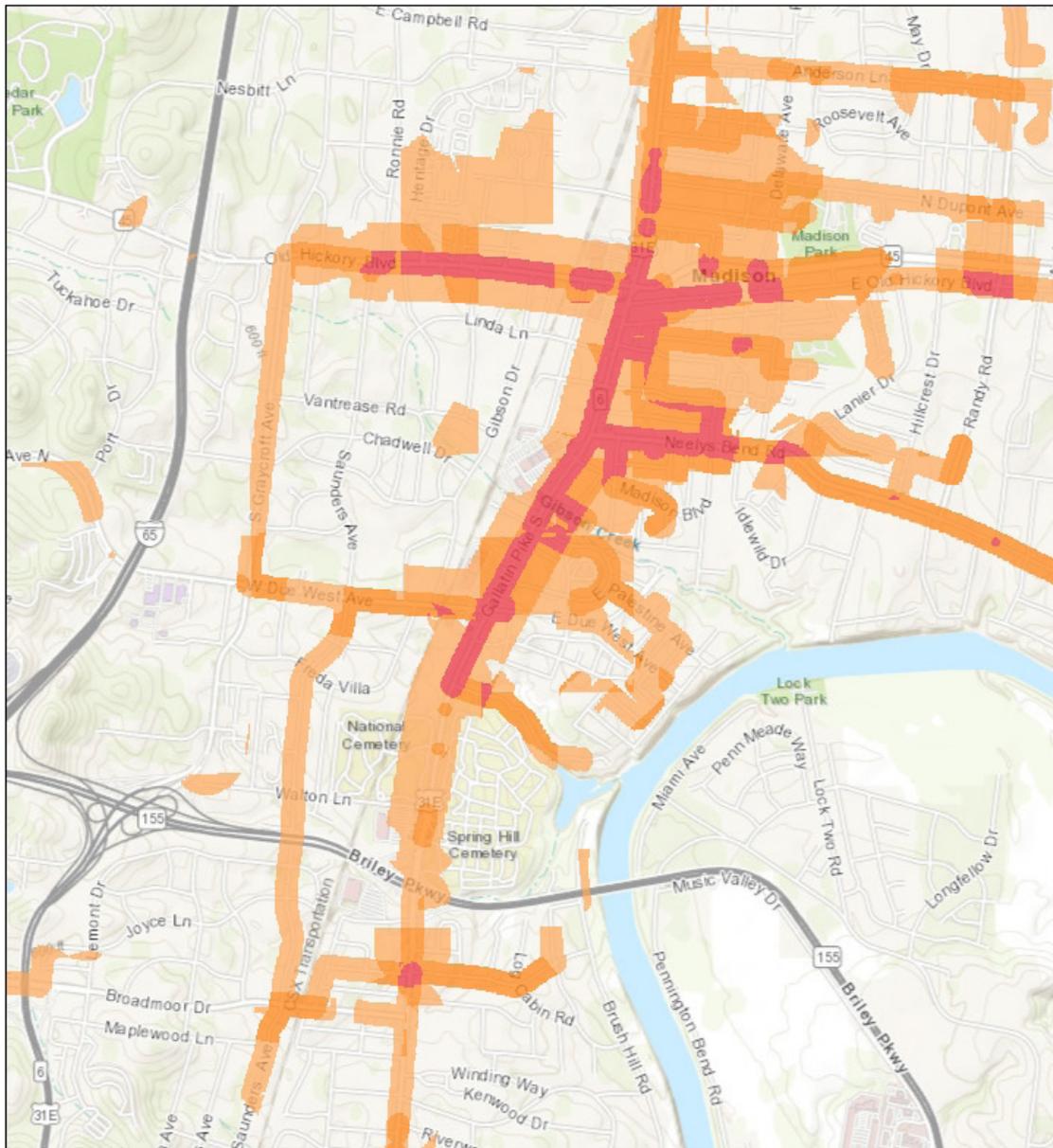
■ Moderate

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Map 9: Climate Smart - Absorb & Protect



September 5, 2019

□ Study Area

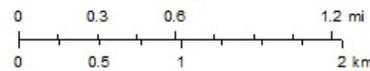
Connect Stacked Priorities

■ Very high

■ High

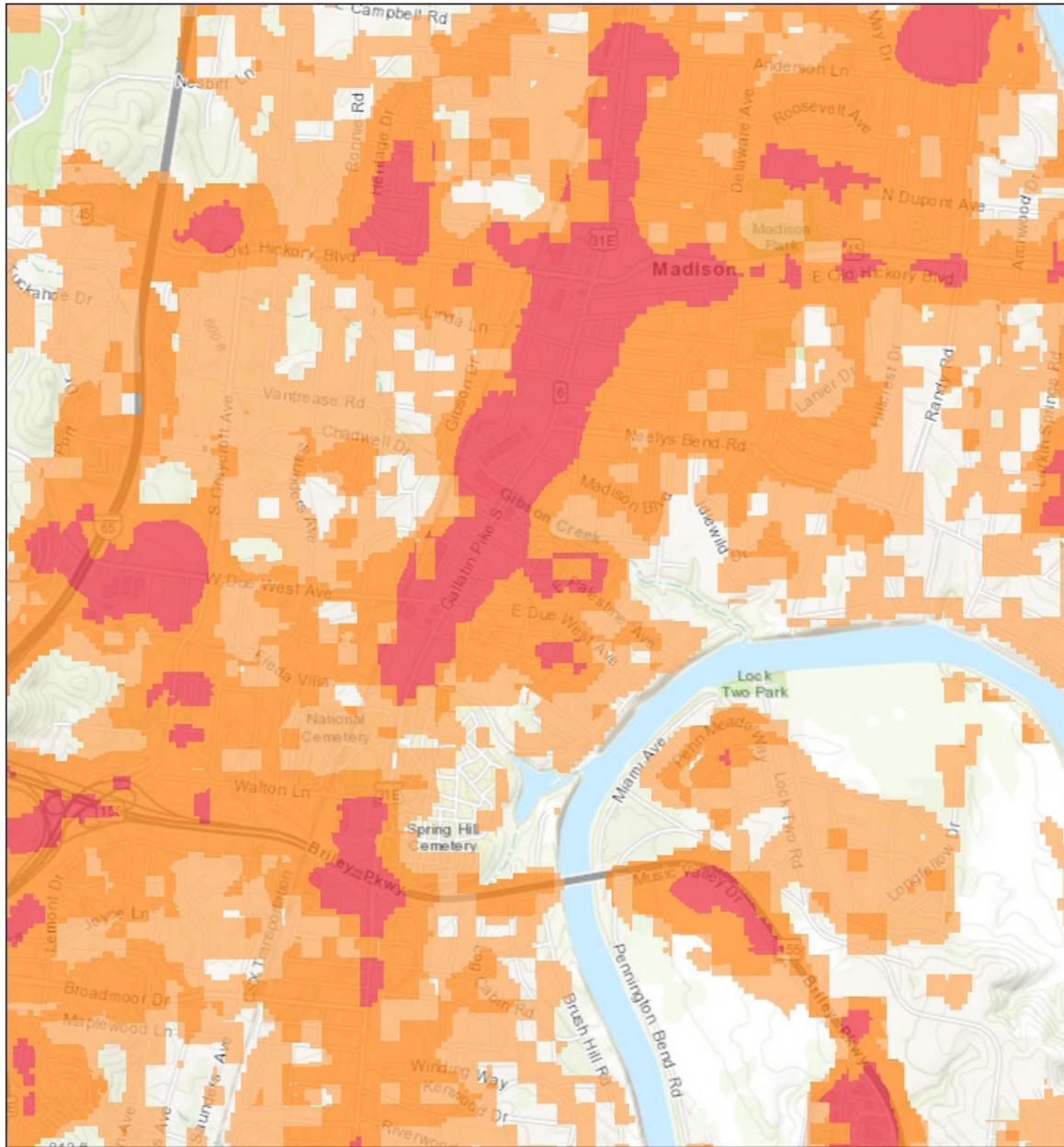
■ Moderate

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Map 10: Climate Smart - Connect



September 5, 2019

□ Study Area

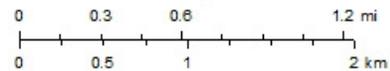
Cool Stacked Priorities

■ Very high

■ High

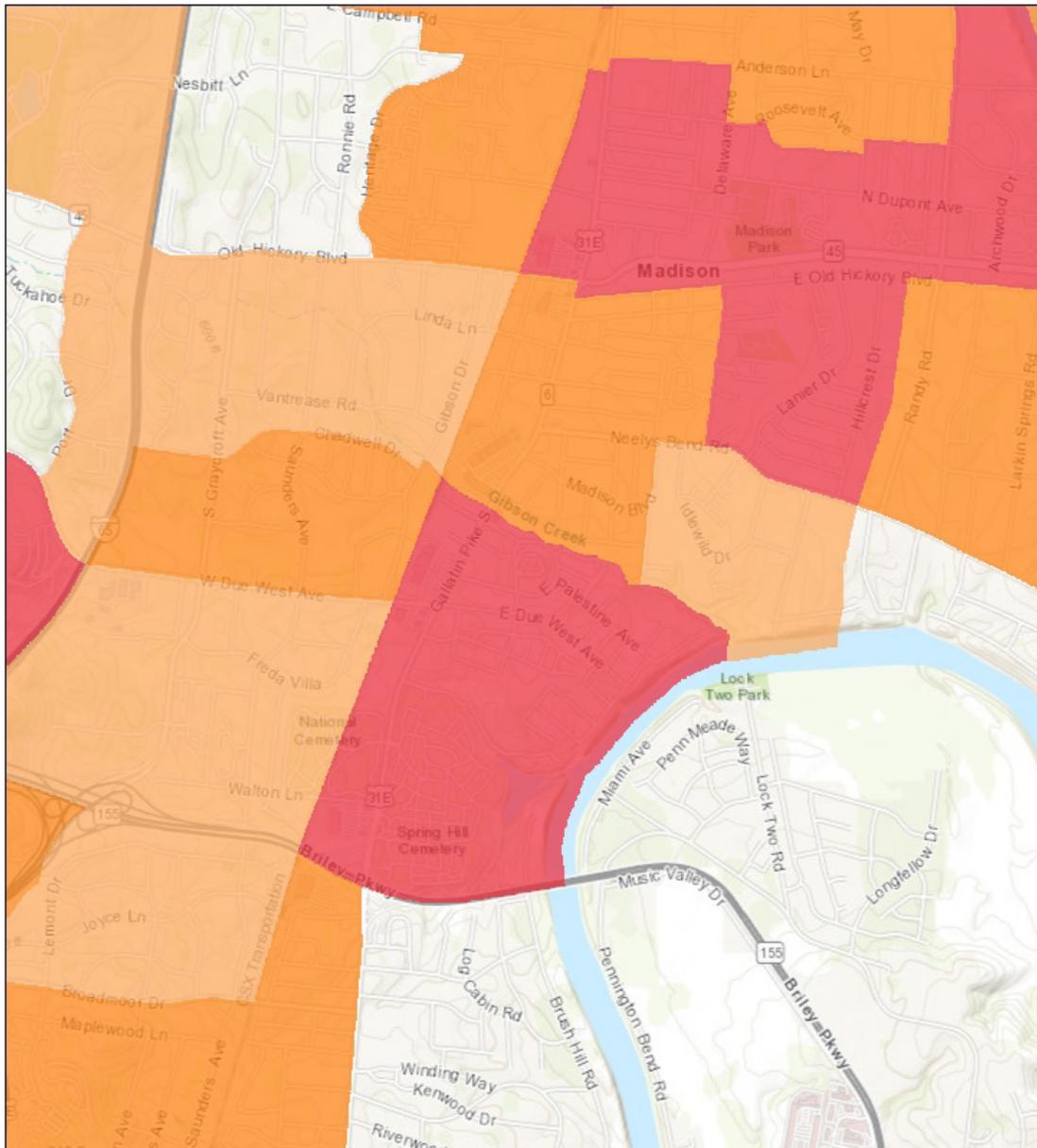
■ Moderate

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Map 11: Climate Smart - Cool



September 5, 2019

□ Study Area

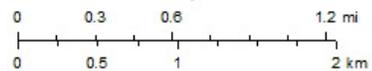
Equity Stacked Priorities

■ Very high

■ High

■ Moderate

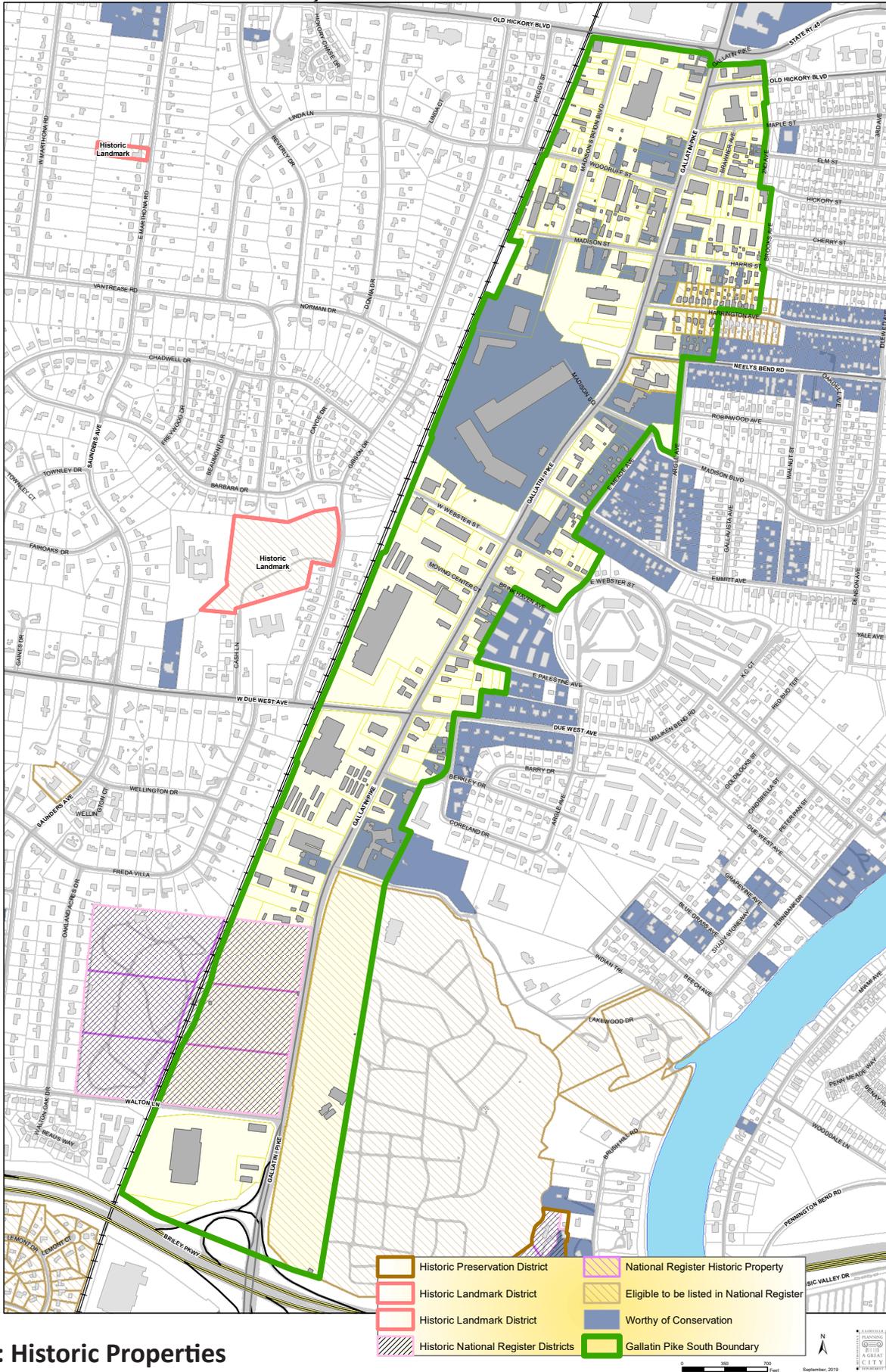
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Map 12: Climate Smart - Equity

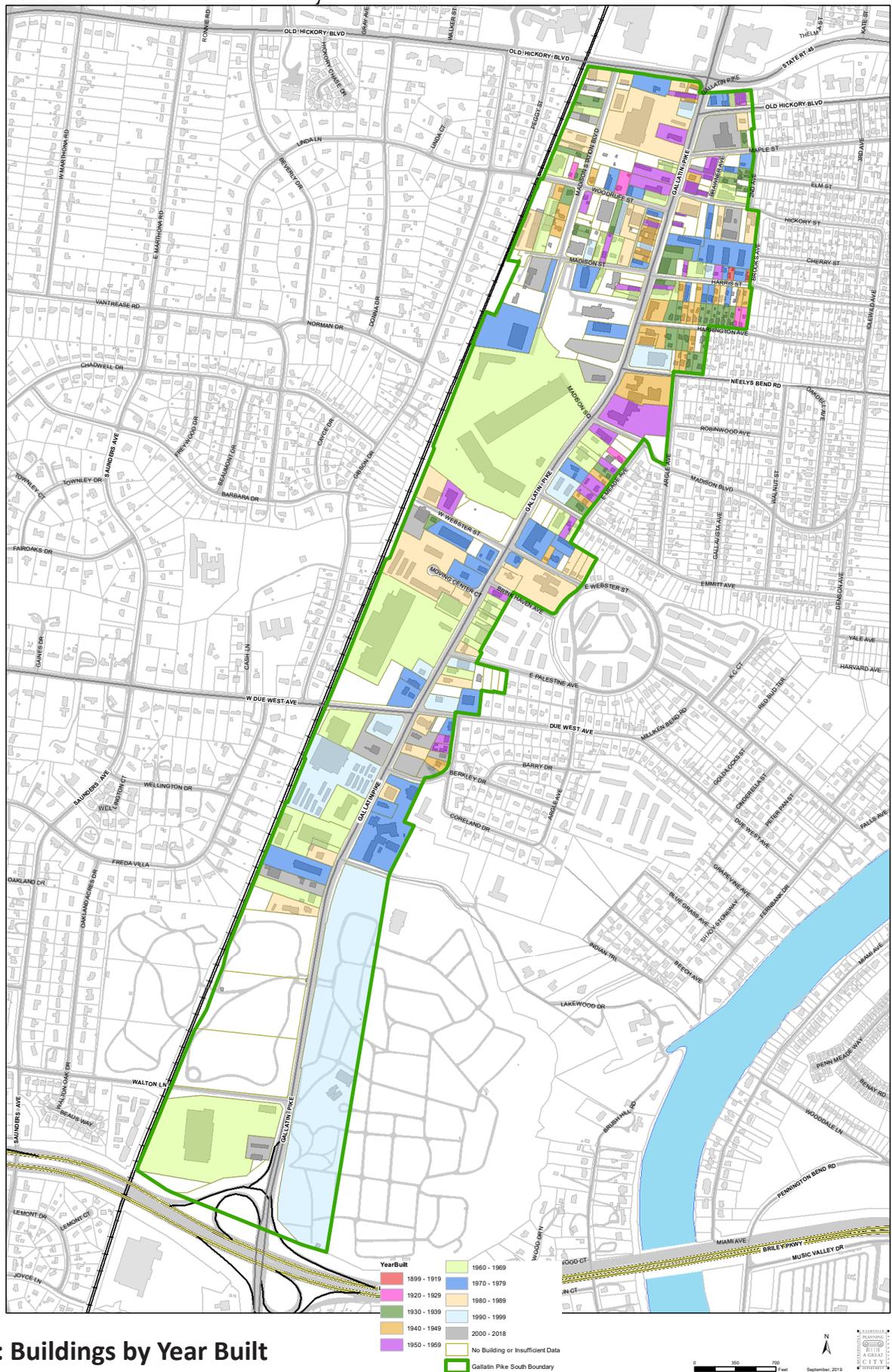
Gallatin Pike South Corridor Study



Map 13: Historic Properties

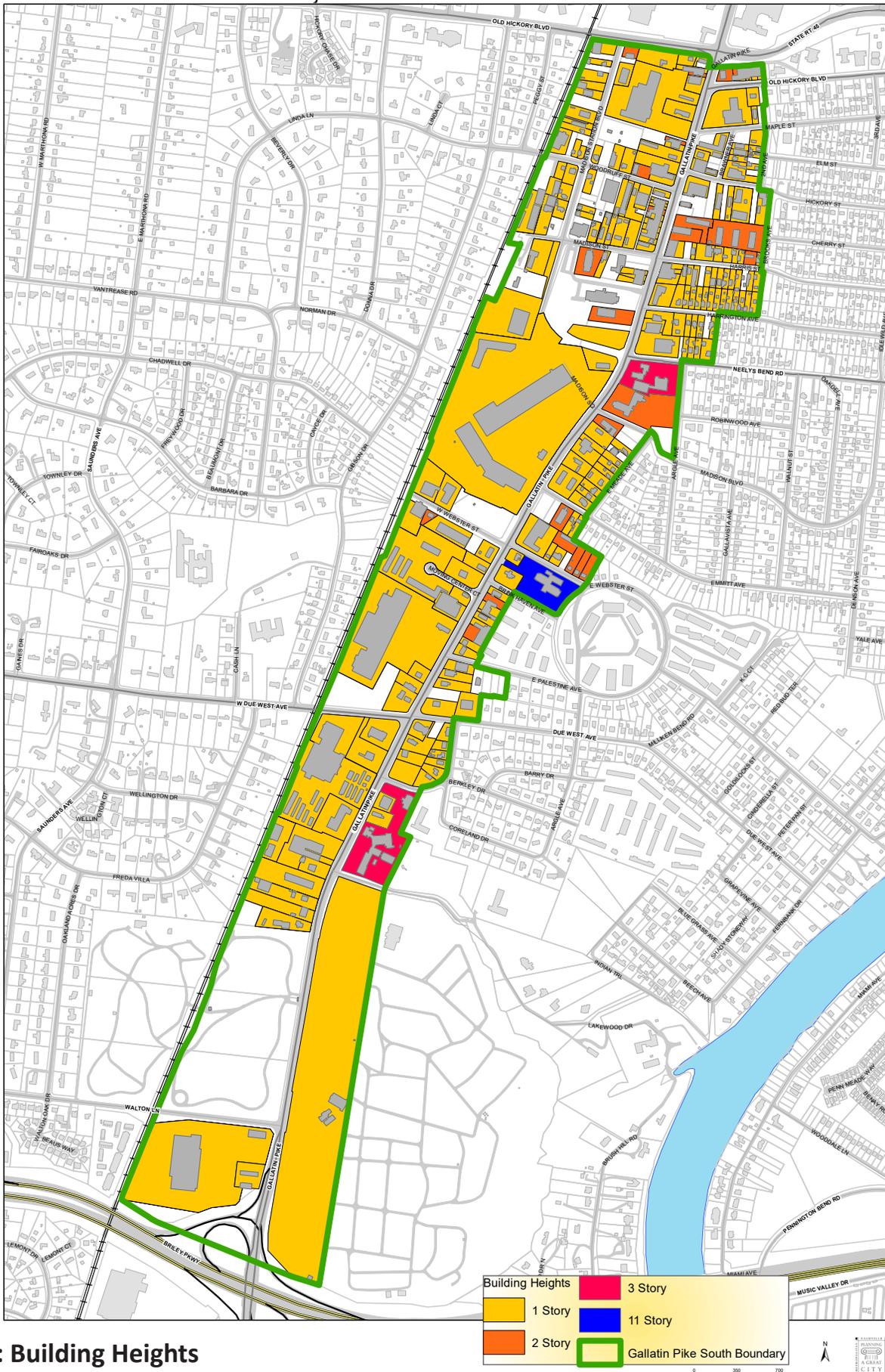
Scale: 0 100 200 Feet
 September, 2019
 GALLATIN PIKE SOUTH CORRIDOR STUDY
 CITY OF GREAT FALLS, MONTANA

Gallatin Pike South Corridor Study



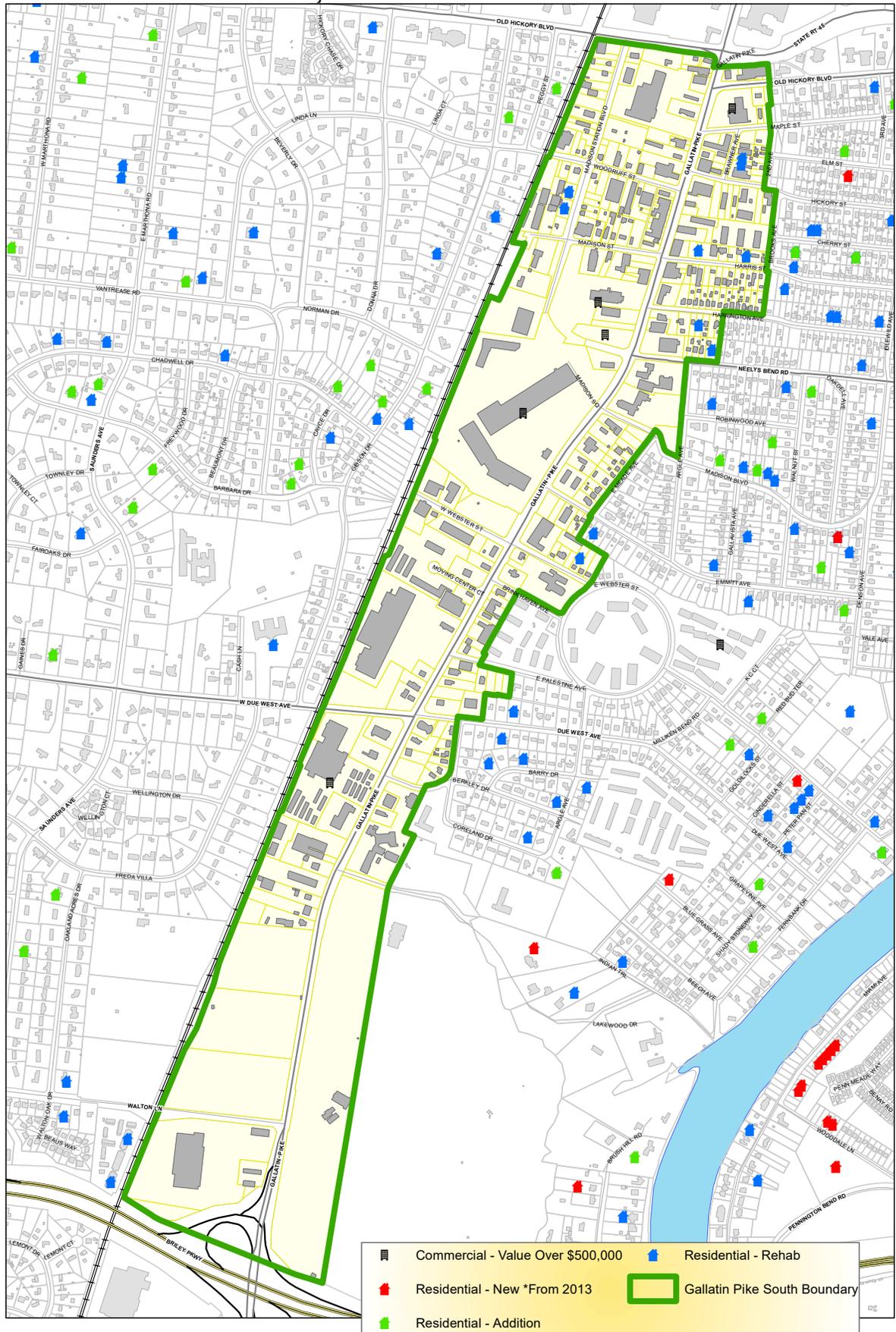
Map 14: Buildings by Year Built

Gallatin Pike South Corridor Study



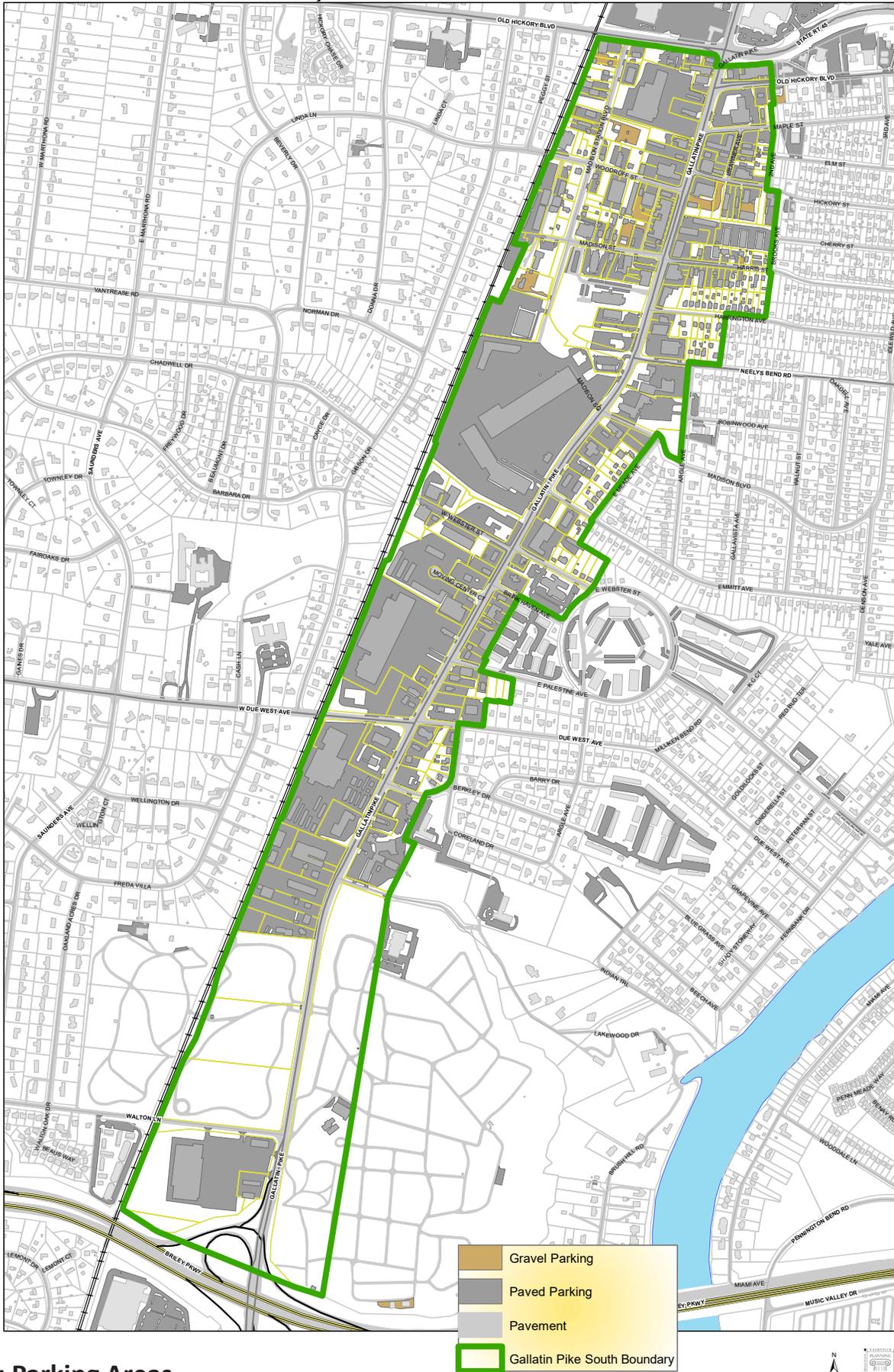
Map 15: Building Heights

Gallatin Pike South Corridor Study



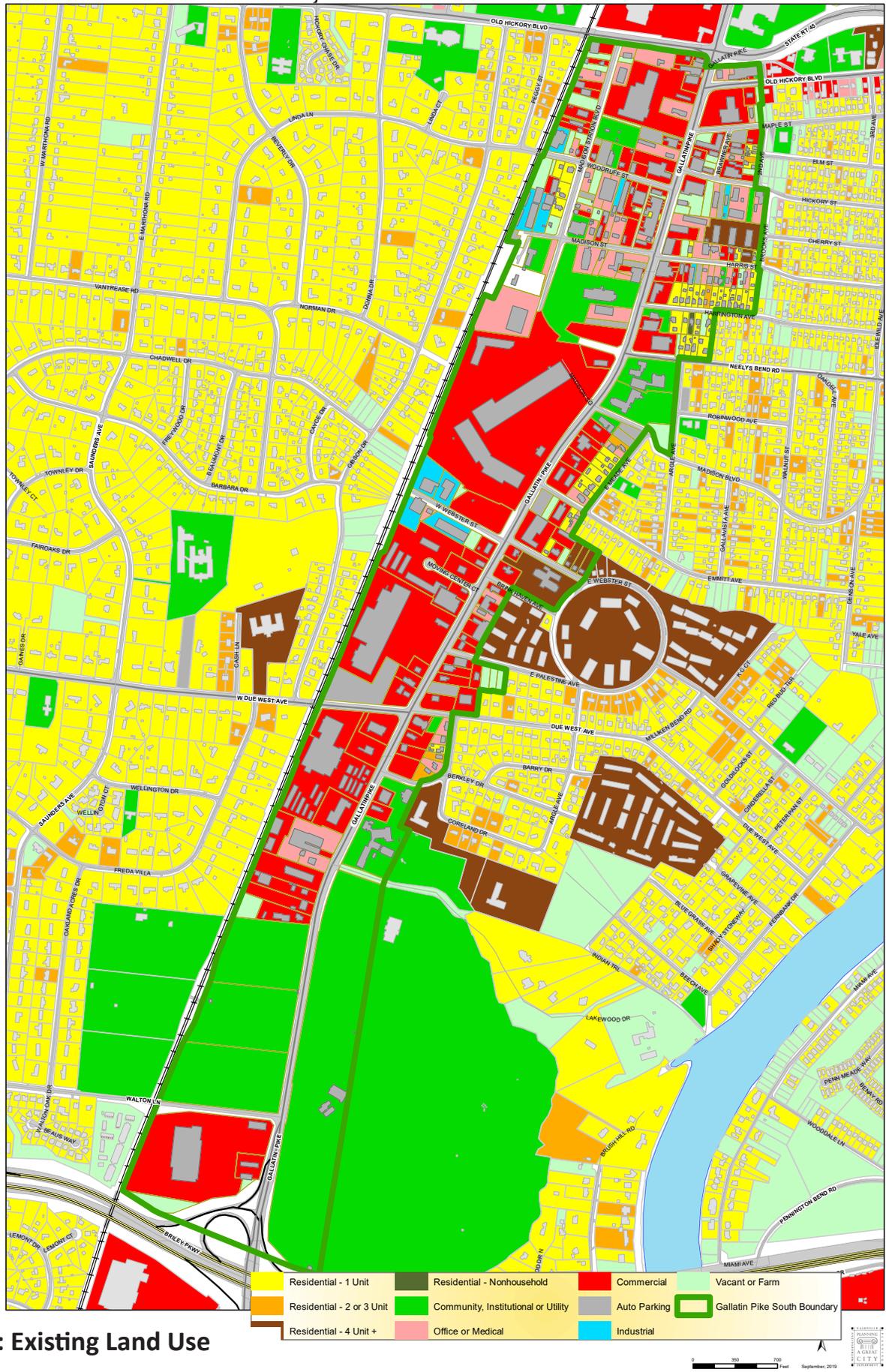
Development Permit Activity 2013-Present
Map 16: Building Permits

Gallatin Pike South Corridor Study



Map 17: Parking Areas

Gallatin Pike South Corridor Study



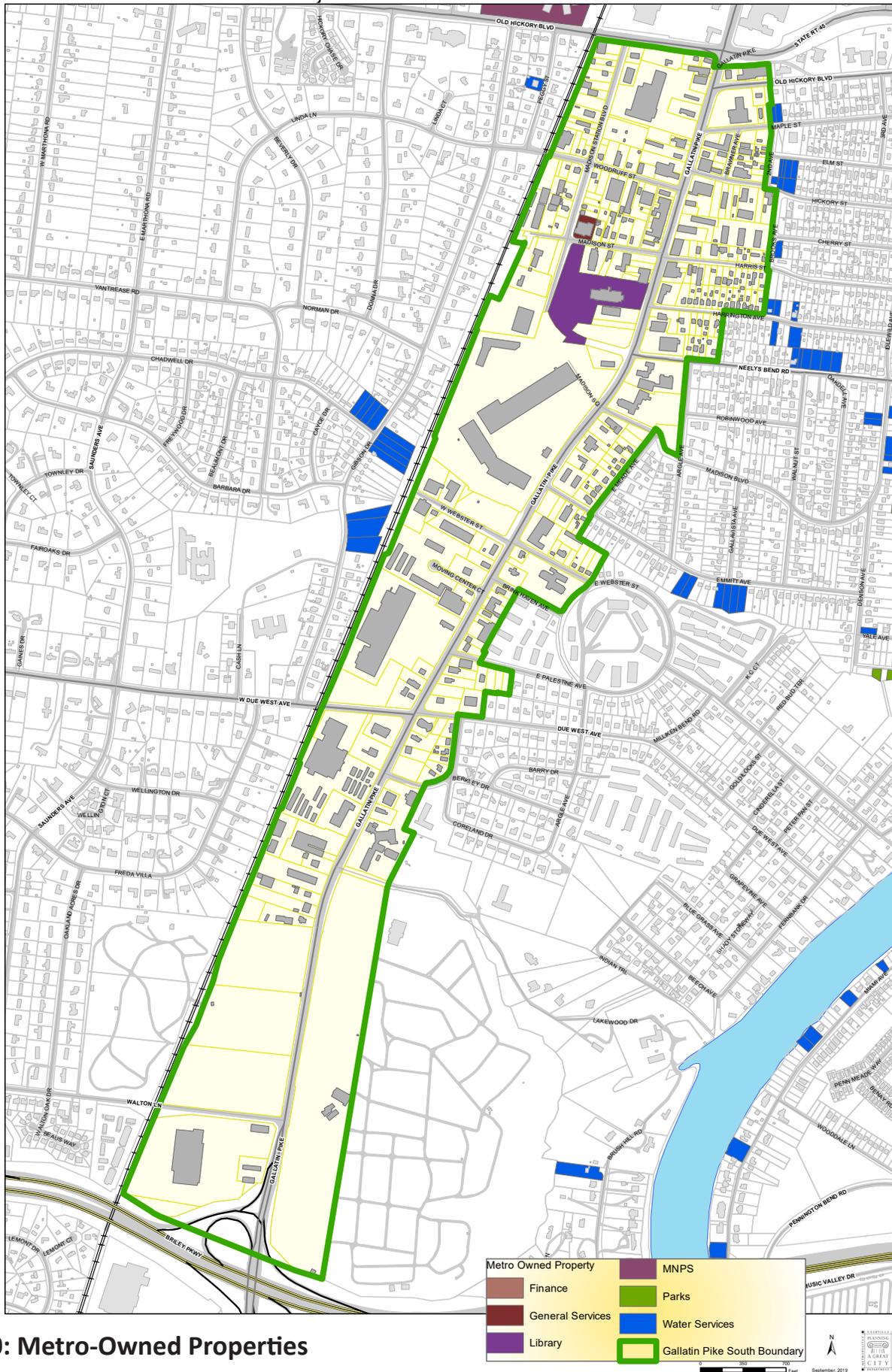
Map 18: Existing Land Use

Gallatin Pike South Corridor Study



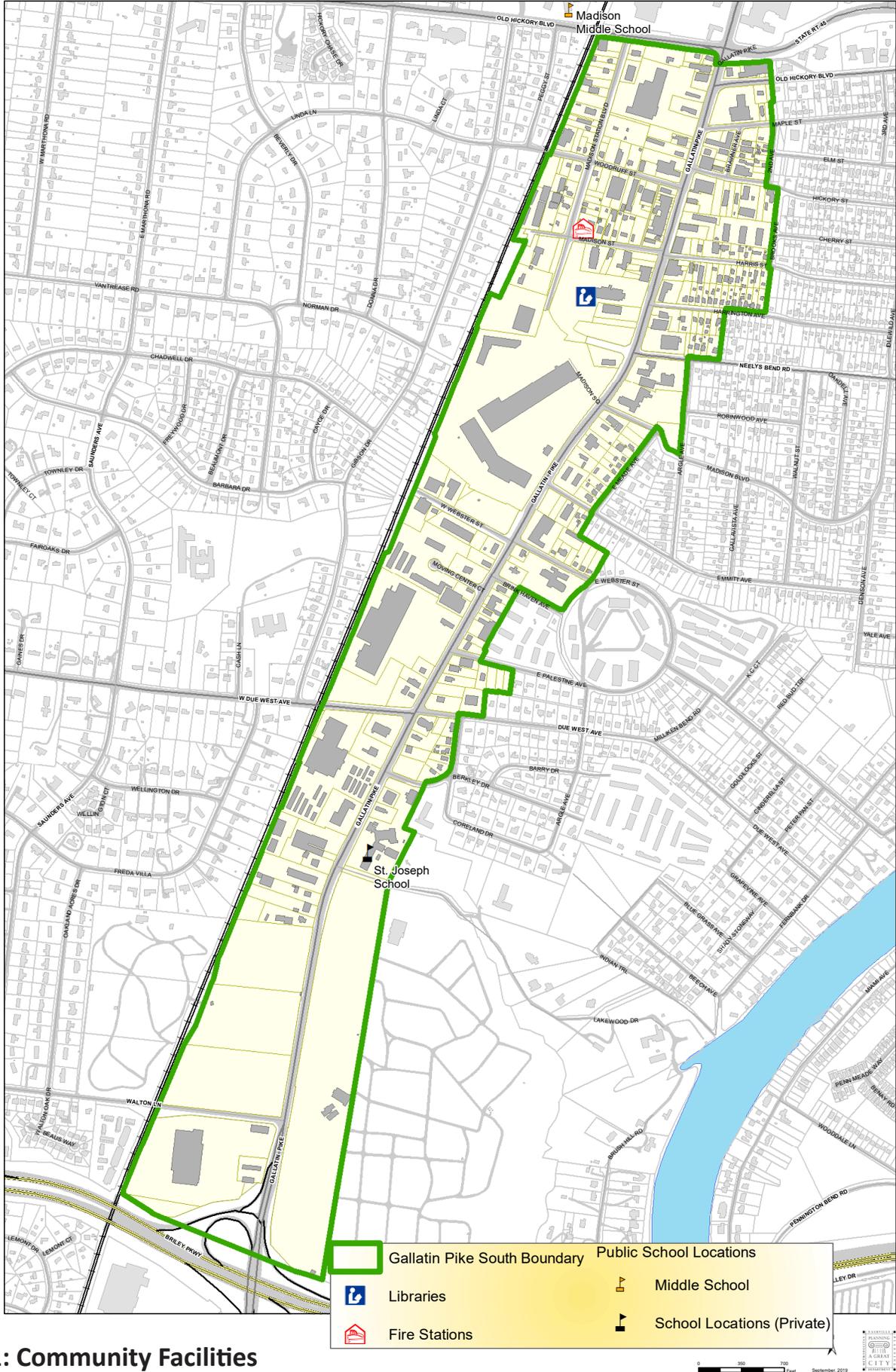
Map 19: Ownership and Lot Size

Gallatin Pike South Corridor Study



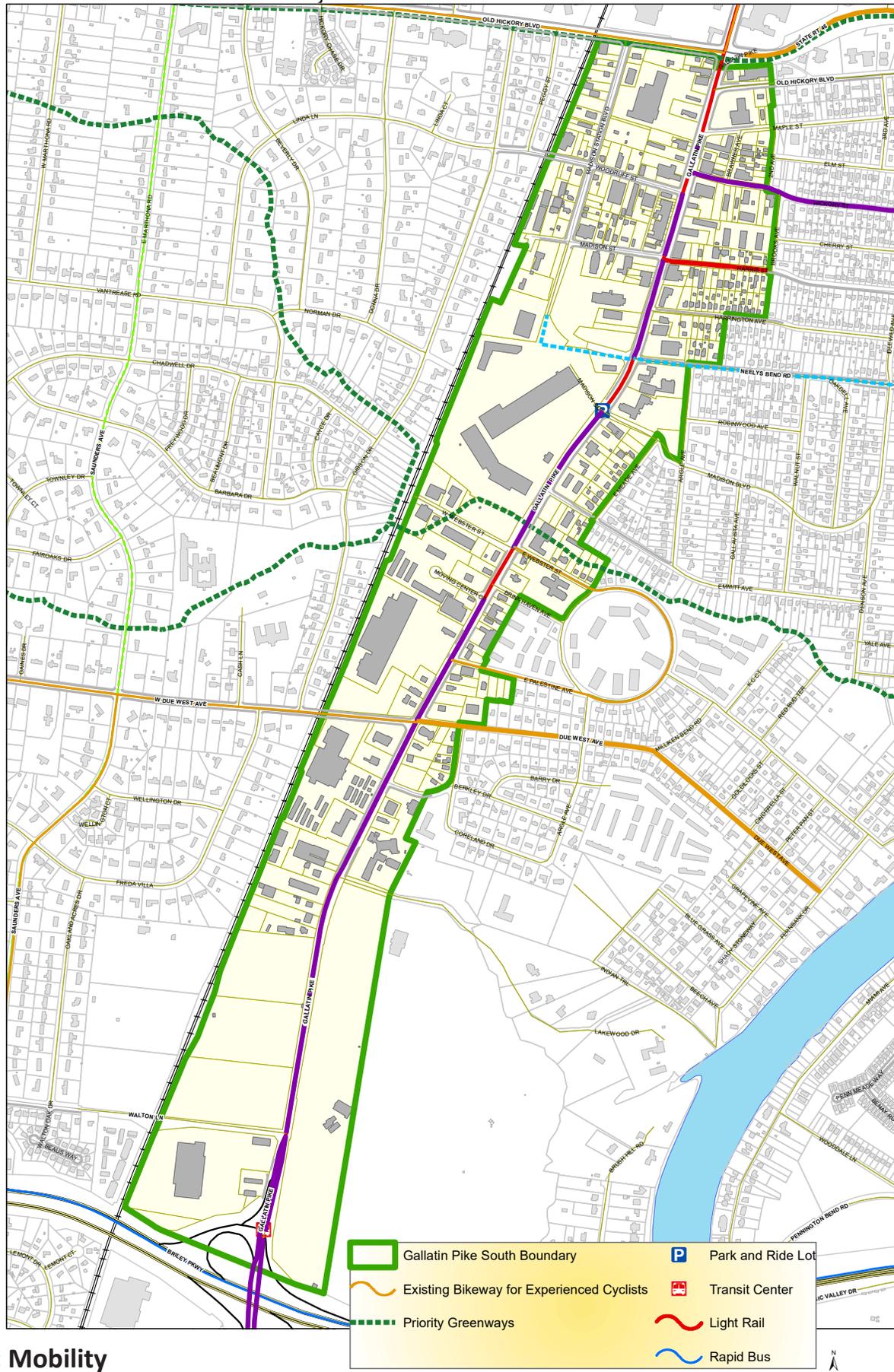
Map 20: Metro-Owned Properties

Gallatin Pike South Corridor Study



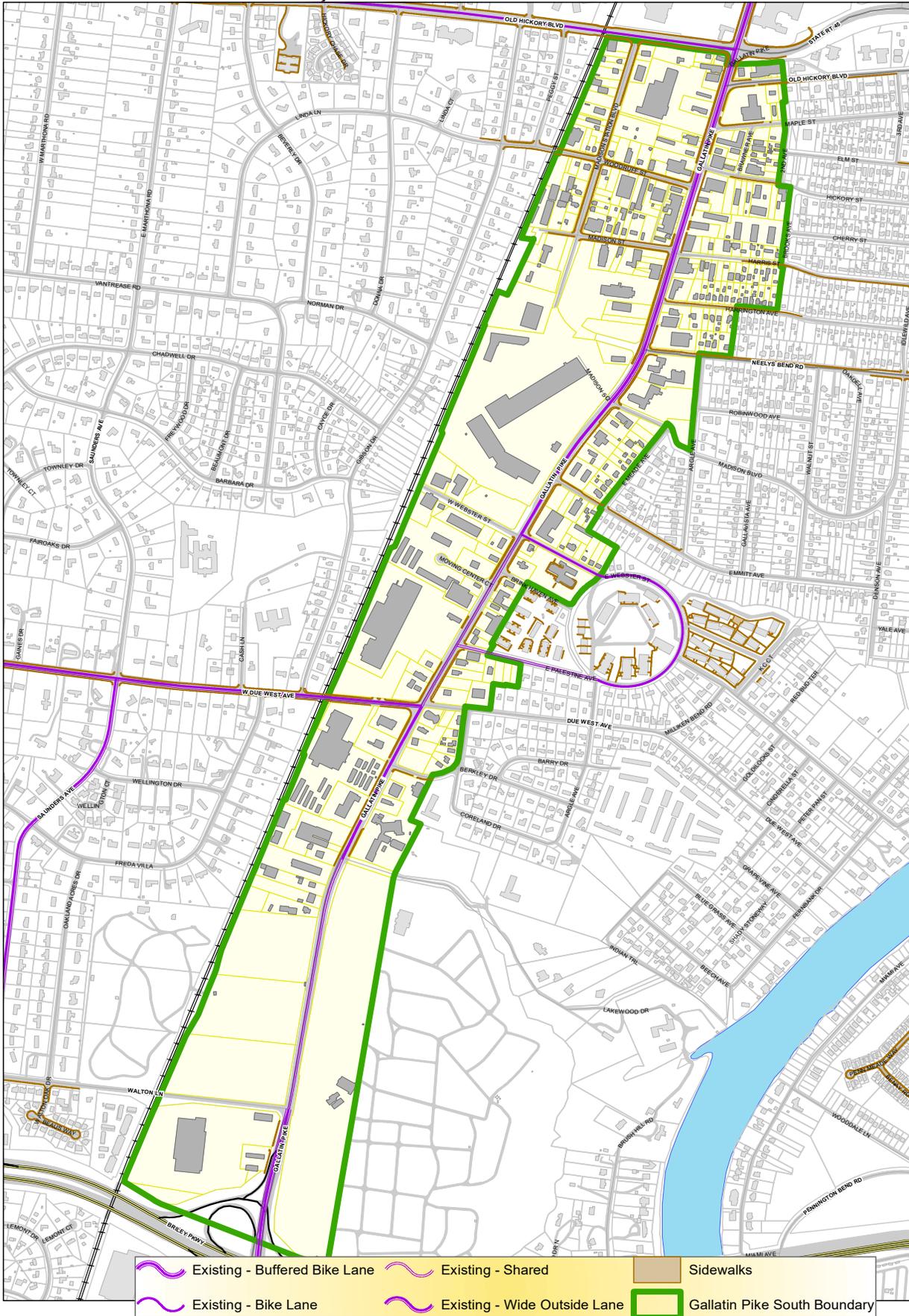
Map 21: Community Facilities

Gallatin Pike South Corridor Study



Map 22: Mobility

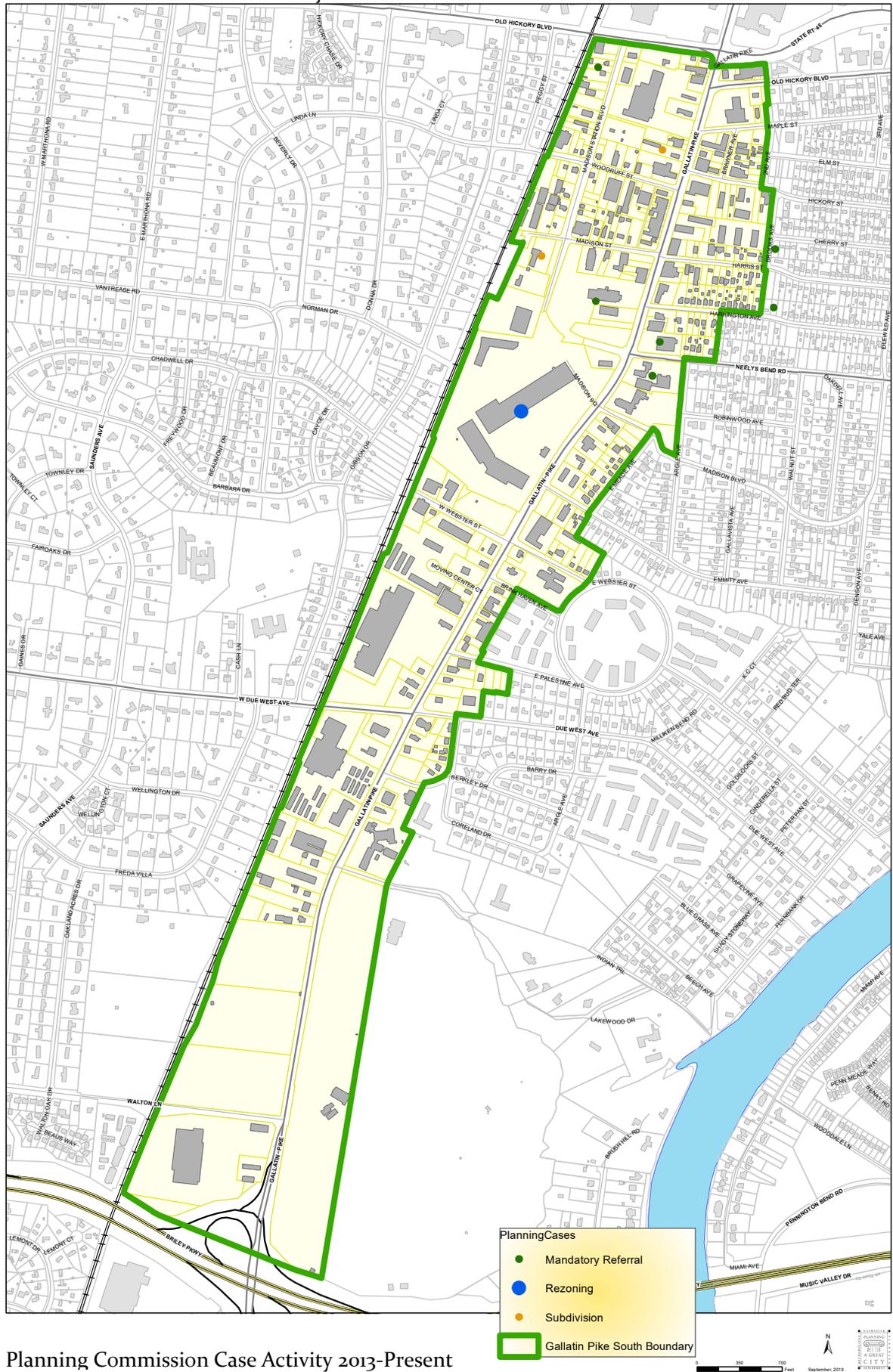
Gallatin Pike South Corridor Study



Map 23: Sidewalks and Bikeways

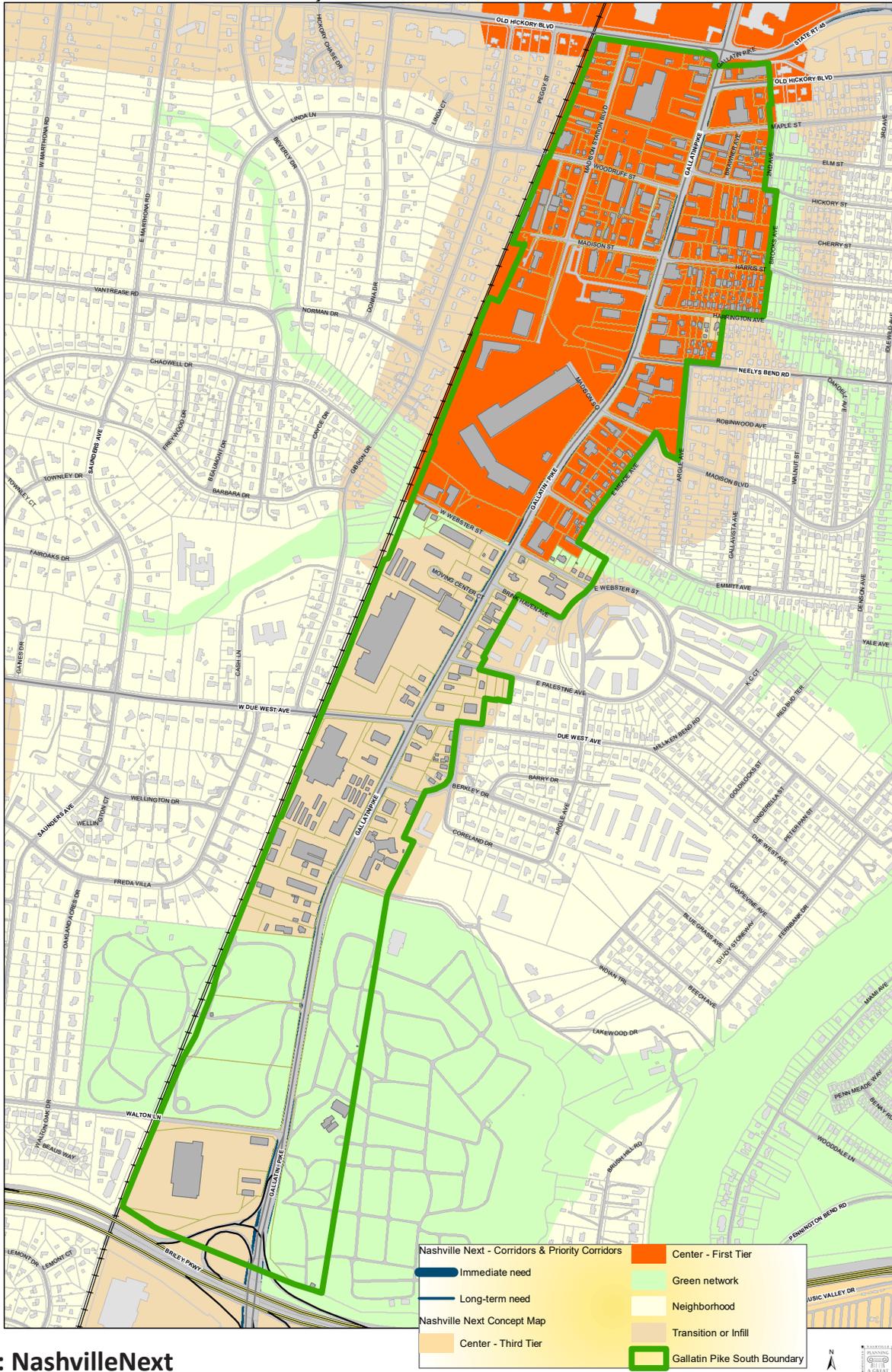
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 September, 2019
 HANCOCK PLANNING GROUP
 BOZEMAN CITY

Gallatin Pike South Corridor Study



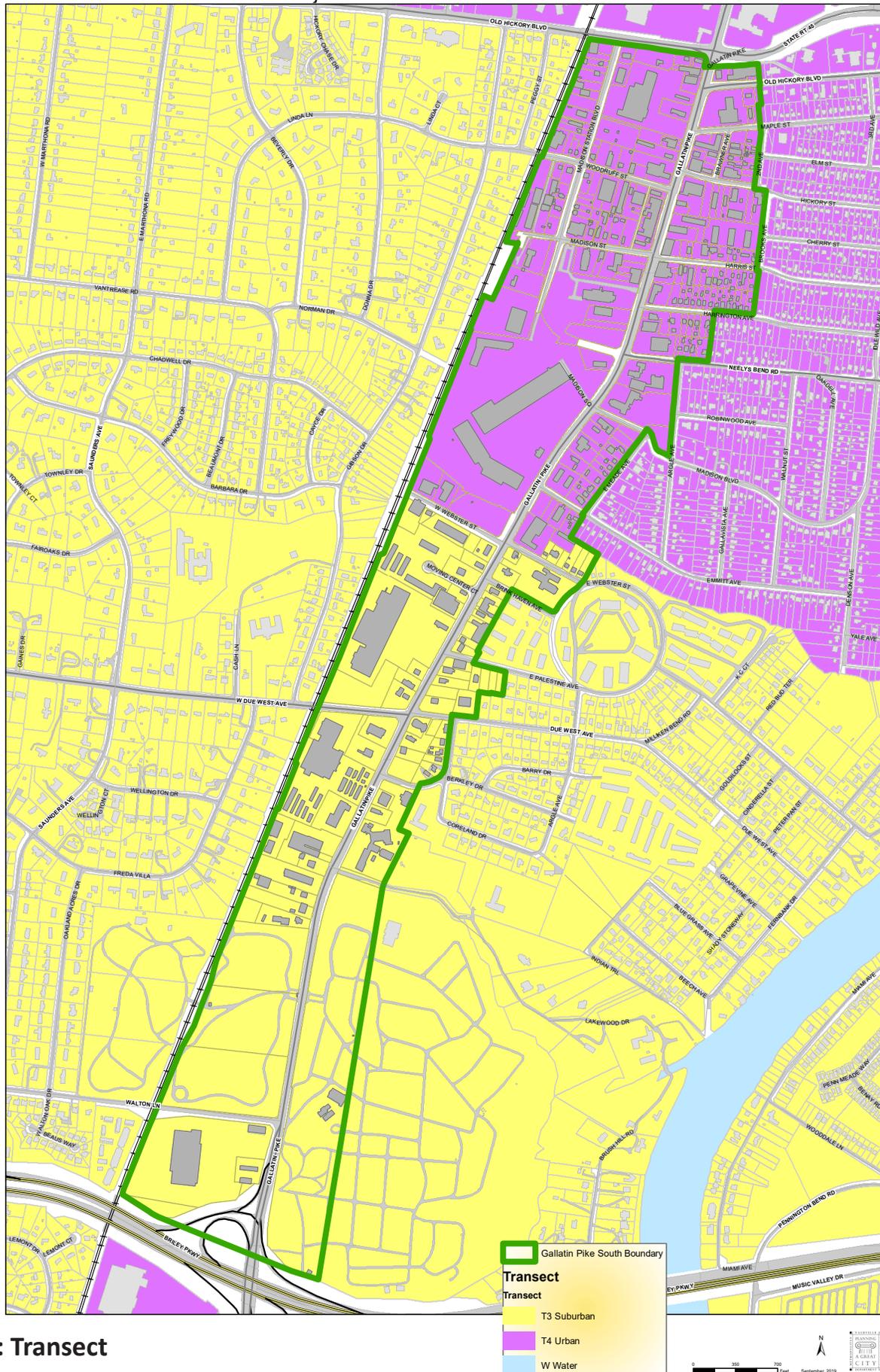
Planning Commission Case Activity 2013-Present
Map 24: MPC Activity

Gallatin Pike South Corridor Study



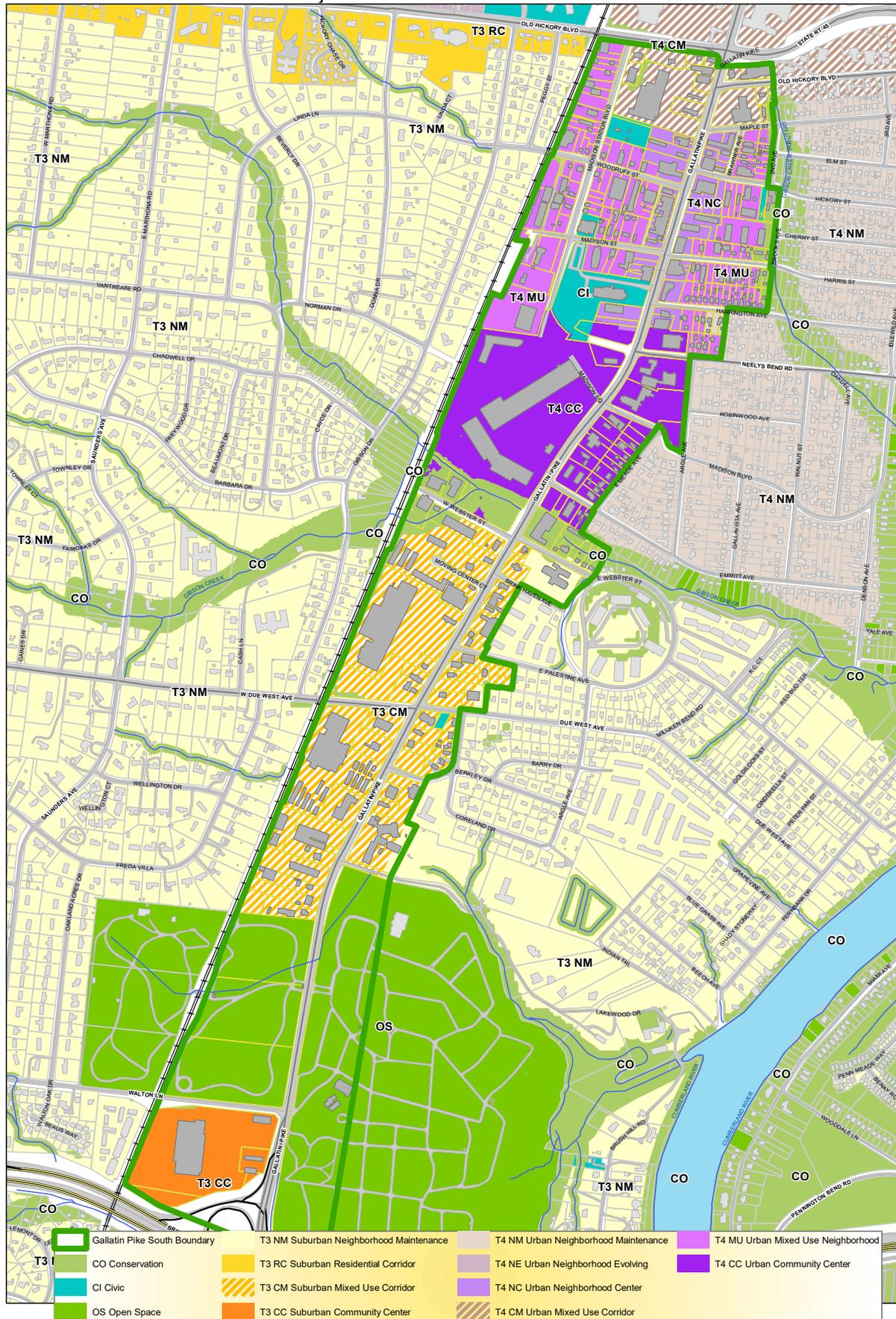
Map 25: NashvilleNext

Gallatin Pike South Corridor Study



Map 26: Transect

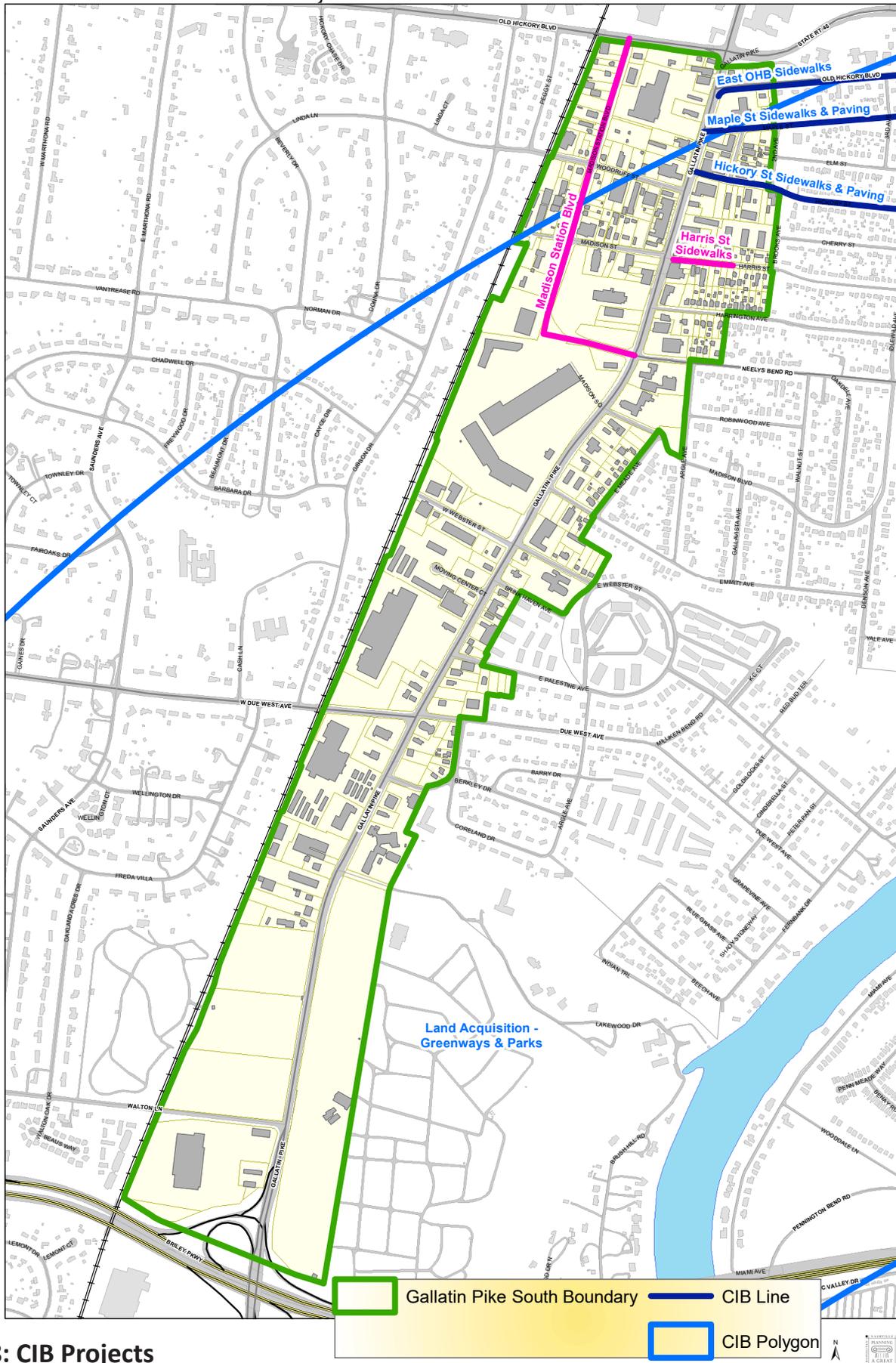
Gallatin Pike South Corridor Study



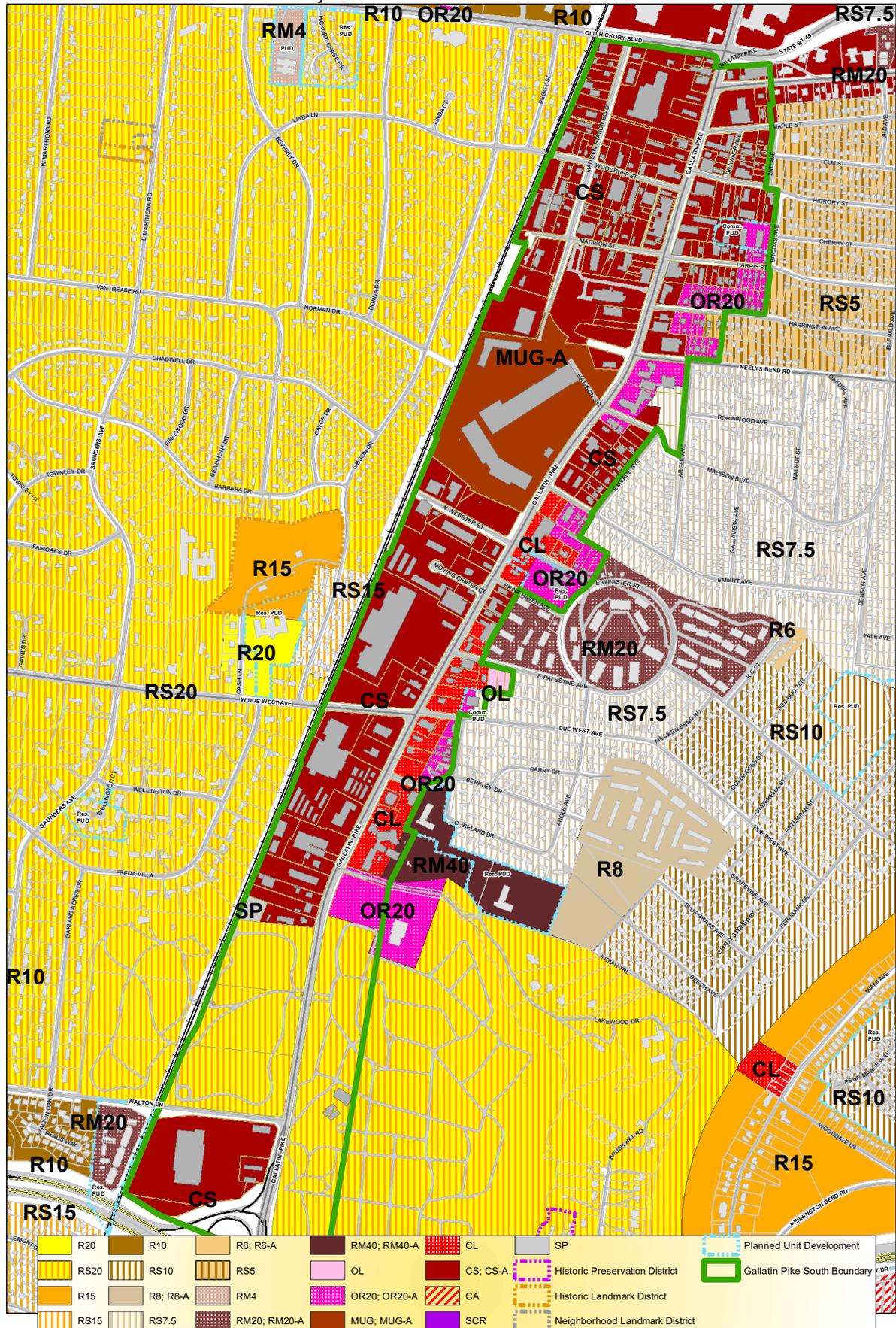
Map 27: CCM Policy

0 350 700 Feet
 September, 2019
 PLANNING
 & ZONING
 DEPARTMENT
 BOZEMAN, MONTANA
 CITY

Gallatin Pike South Corridor Study

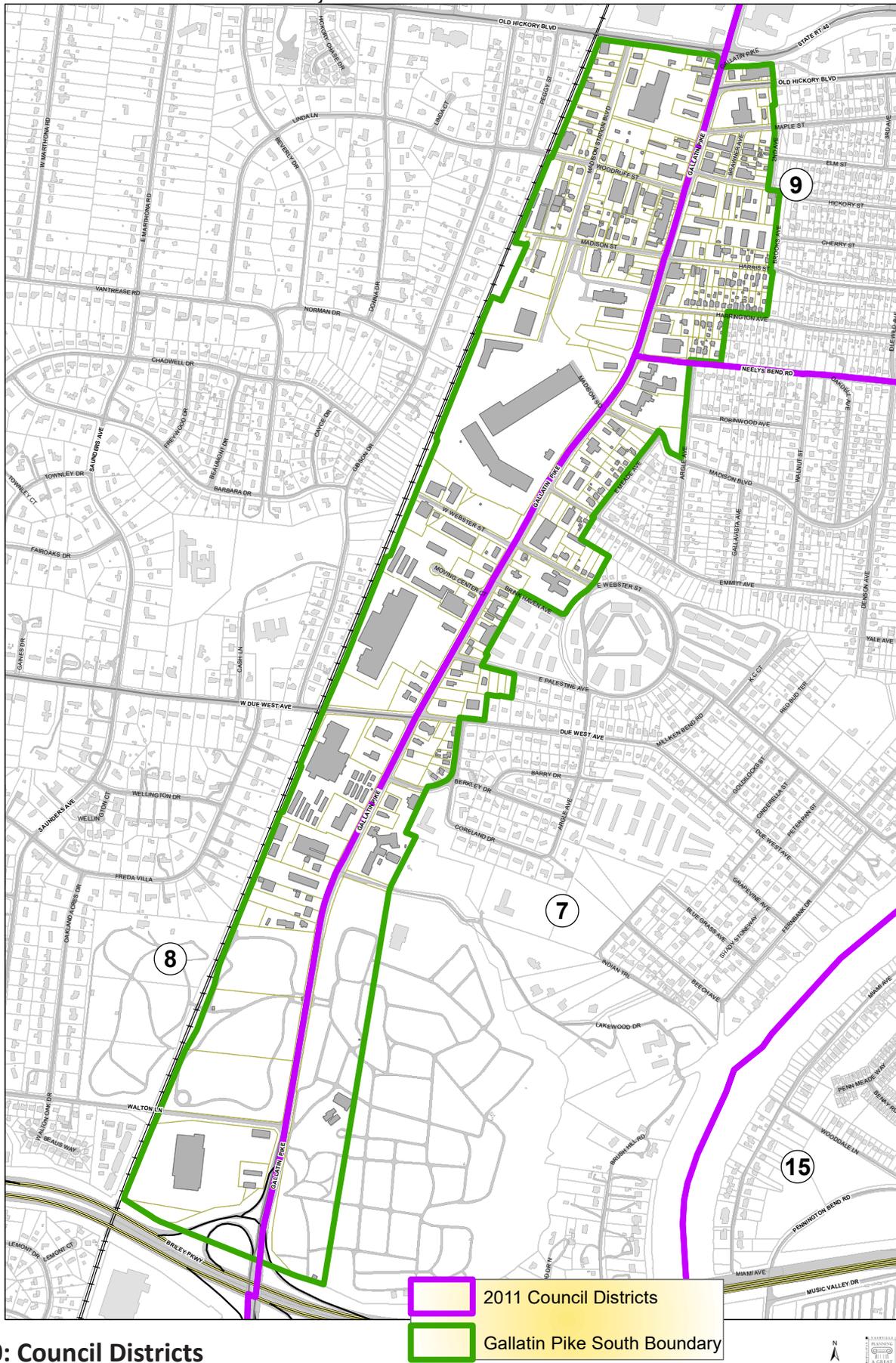


Map 28: CIB Projects



Map 29: Zoning

Gallatin Pike South Corridor Study



Map 30: Council Districts

Fig. 4: Gallatin Pike MCSP Segment



**Major and Collector Street Plan of Metropolitan Nashville
A Component of NashvilleNext and Access Nashville 2040
Adopted June 22, 2015**

Right-of-Way Departmental Modification Page 1 of 2

Street: Gallatin Pike

Segment: 20

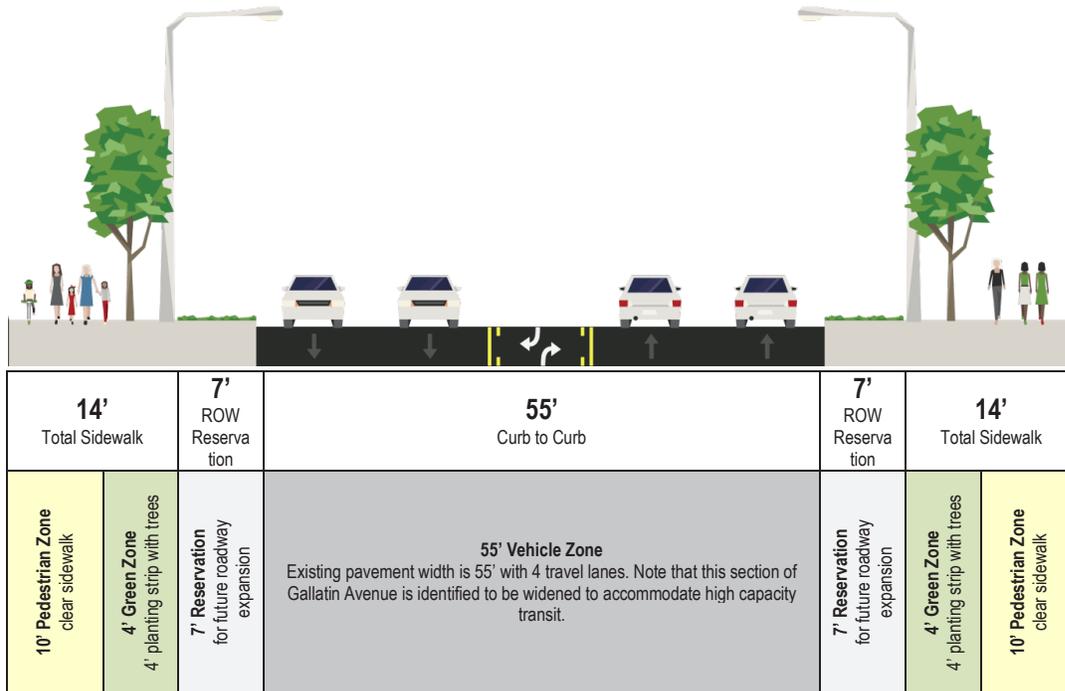
Termini: Inglewood Drive to 230' South of Walton Lane

Direction: North

Classification: T4-M-AB4-IM

Updated ROW: 97'**

**see next page for guidance on the street's final design



The Vehicle Zone can fluctuate between termini because of turn lanes and bulb-outs to accommodate on-street parking. In most instances, the Green Zone, Pedestrian Zone, and Frontage Zone are intended to remain constant between termini with varying pavement conditions. Therefore with final building placement, the total ROW can be more than indicated above at specific sites.

Approved by Planning: 8/24/2017

Image generated by: Streetmix <http://streetmix.net>



**Implementing Complete Streets
Major and Collector Street Plan of Metropolitan Nashville
A Component of NashvilleNext and Access Nashville 2040
Adopted June 22, 2015**

Right-of-Way Departmental Modification Page 2 of 2

The following is the final design concept that uses minimal dimensions for most modes along the corridor and keeps the final ROW at 97'.

Final Design Concept

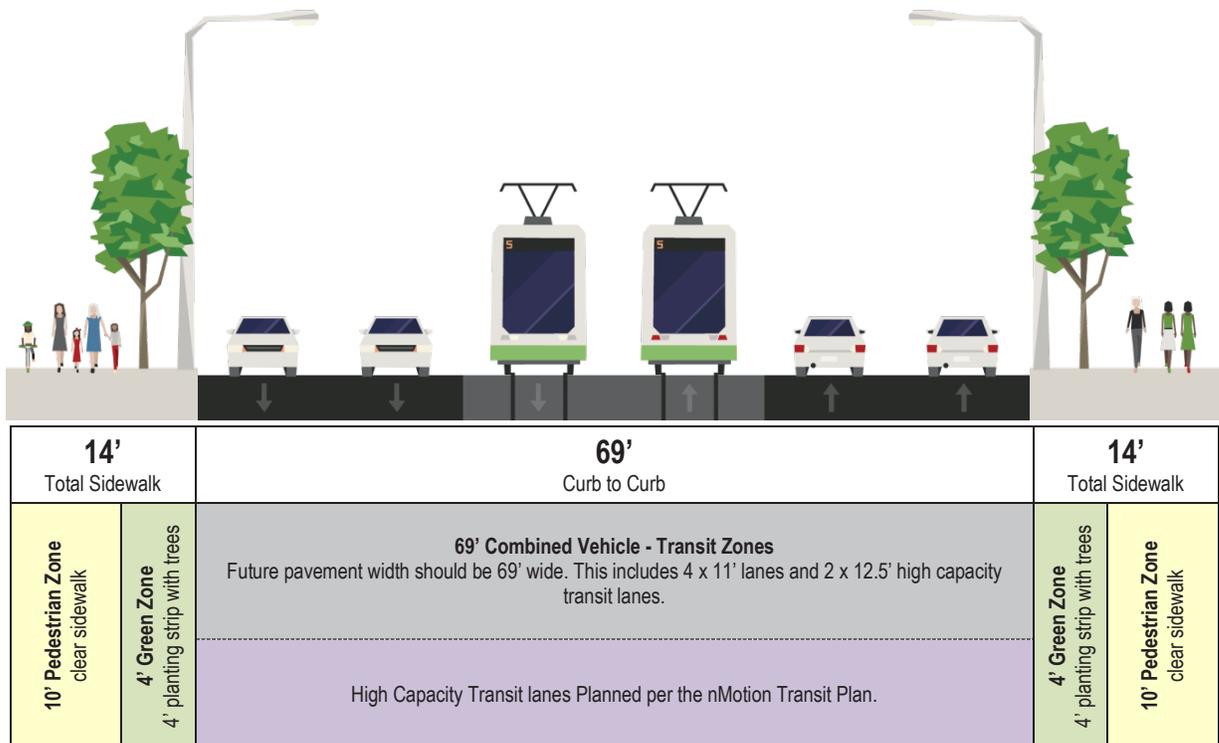


Image generated by: Streetmix <http://streetmix.net>

Table 17: Mid-Block Pedestrian Crashes

| Date | Segment | | Conditions | Crash Severity |
|----------|------------------|-------------------|-----------------------|----------------|
| | From | To | | |
| 01/29/14 | Walton Lane | Lakewood Drive | Daylight; Clear | Injury |
| 05/25/14 | Briley on ramp | Walton Lane | Daylight; Clear | Injury |
| 09/14/14 | Neelys Bend Road | Harrington Avenue | Daylight; Clear | Injury |
| 09/29/14 | Berkley Drive | Due West Avenue | Daylight; Clear | Injury |
| 07/11/15 | Emmitt Avenue | Madison Square | Daylight; Clear | Fatality |
| 08/03/15 | Harris Street | Woodruff | Daylight; Clear | Injury |
| 10/02/15 | Maple Street | Old Hickory Blvd. | Daylight; Cloudy | Injury |
| 11/02/15 | Palestine Avenue | Brink Haven | Dark – Lighted; Clear | Injury |
| 12/03/15 | Due West Avenue | Palestine Avenue | Dark – Lighted; Clear | Injury |
| 07/09/16 | Maple Street | Old Hickory Blvd. | Daylight; Clear | Injury |
| 10/07/16 | Maple Street | Old Hickory Blvd. | Daylight; Clear | Injury |
| 10/18/16 | Briley on ramp | Walton Lane | Daylight; Clear | Injury |
| 10/18/16 | Maple Street | Old Hickory Blvd. | Dark – Lighted; Clear | Injury |
| 11/18/16 | Palestine Avenue | Brink Haven | Dark – Lighted; Clear | Collisio |
| 02/15/17 | Berkley Drive | Due West Avenue | Daylight; Clear | Injury |
| 03/18/17 | Neelys Bend Road | Harrington Avenue | Daylight; Clear | Injury |
| 05/02/17 | Neelys Bend Road | Harrington Avenue | Daylight; Clear | Injury |
| 05/17/17 | Palestine Avenue | Brink Haven | Daylight; Clear | Injury |
| 06/02/17 | Due West Avenue | Palestine Avenue | Dark – Lighted; Clear | Injury |
| 08/04/17 | Palestine Avenue | Brink Haven | Daylight; Clear | Injury |
| 10/24/17 | Neelys Bend Road | Harrington Avenue | Daylight; Clear | Injury |
| 12/24/17 | Maple Street | Old Hickory Blvd. | Daylight; Clear | Injury |
| 01/09/18 | Berkley Drive | Due West Avenue | Dark – Lighted; Clear | Injury |
| 01/29/18 | Emmitt Avenue | Madison Square | Daylight; Clear | Injury |
| 08/07/18 | Maple Street | Old Hickory Blvd. | Dark – Lighted; Clear | Injury |
| 09/08/18 | Emmitt Avenue | Madison Square | Dark – Lighted; Clear | Injury |

Source: Metropolitan Nashville-Davidson County Police Dept (2014-2018)

Table 18: Intersection Pedestrian Crashes

| Date | Gallatin Pk. Intersection | Condition | Injury |
|----------|---------------------------|----------------------------|-----------|
| 01/29/14 | Neelys Bend Road | Dark - Lighted; Clear | Injury |
| 04/19/14 | Berkley Drive | Dark - Lighted; Clear | Fatality |
| 05/06/14 | Walton Lane | Dark - Lighted; Clear | Fatality |
| 05/10/14 | Harrington Avenue | Dark - Not Lighted; Clear | Injury |
| 07/07/14 | Emmitt Avenue | Daylight; Clear | Injury |
| 09/16/14 | Neelys Bend Road | Dark - Lighted; Clear | Injury |
| 09/20/14 | Berkley Drive | Daylight; Clear | Injury |
| 11/07/14 | Due West Avenue | Dark - Lighted; Clear | Injury |
| 03/07/15 | Due West Avenue | Dusk; Clear | Col |
| 03/12/15 | Palestine Avenue | Fog | Injury |
| 03/30/15 | State Route 45 | Dark - Lighted; Clear | Injury |
| 08/18/15 | Webster Street | Daylight; Clear | Injury |
| 10/05/15 | Neelys Bend Road | Daylight; Clear | Injury |
| 10/20/15 | Hickory Street | Daylight; Clear | Injury |
| 12/10/15 | Neelys Bend Road | Dark - Lighted; Clear | Injury |
| 12/24/15 | Old Hickory Blvd. | Daylight; Clear | Injury |
| 12/31/15 | Webster Street | Dark - Lighted; Clear | Fatality |
| 03/10/16 | Neelys Bend Road | Dark - Lighted; Rain | Injury |
| 06/30/16 | Webster Street | Daylight; Clear | Injury |
| 10/09/16 | Berkley Drive | Daylight; Clear | Injury |
| 10/13/16 | Hickory Street | Dark - Not Lighted; Clear | Injury |
| 03/27/17 | Old Hickory Blvd. | Daylight; Cloudy | Injury |
| 07/05/17 | Woodruff Street | Daylight; Clear | Injury |
| 10/7/17 | Old Hickory Blvd. | Dark - Lighted; Clear | Injury |
| 10/17/17 | Madison Square | Daylight; Clear | Collision |
| 11/18/17 | Neelys Bend Road | Dark - Lighted; Cloudy | Injury |
| 01/09/18 | Hickory Street | Dark - Lighted; Cloudy | Injury |
| 02/01/18 | Neelys Bend Road | Dark - Lighted; Rain | Injury |
| 03/02/18 | Brink Haven Avenue | Dark - Lighted; Clear | Injury |
| 04/04/18 | Berkley Drive | Daylight; Clear | Injury |
| 04/10/18 | State Route 45 | Daylight; Clear | Injury |
| 08/05/18 | Neelys Bend Road | Dark - Not Lighted; Cloudy | Injury |
| 08/05/18 | State Route 45 | Dark - Lighted; Clear | Injury |

Source: Metropolitan Nashville-Davidson County Police Dept. (2014-18)

Table 20: Mid-Block Bicyclists Crashes

| Date | Gallatin Pk. Segment | Condition | Injury |
|----------|-----------------------------------|-----------------------|--------|
| 10/01/16 | Emmitt Avenue to Madison Square | Dark - Lighted; Clear | Injury |
| 05/11/17 | Maple Street to Old Hickory Blvd. | Daylight; Clear | Injury |

Source: Metropolitan Nashville-Davidson County Police Dept. (2014-18)

Table 19: Intersection Bicyclists Crashes

| Date | Gallatin Pk. Intersection | Condition | Injury |
|----------|---------------------------|-----------------------|--------|
| 05/11/14 | Maple Street | Dark - Lighted; Clear | Injury |
| 07/01/14 | Maple Street | Daylight; Clear | Injury |
| 08/24/14 | Emmitt Avenue | Daylight; Clear | Injury |
| 08/17/15 | Due West Avenue | Dark - Lighted; Clear | Injury |
| 06/18/17 | Neelys Bend Road | Dusk; Cloudy | Injury |

Source: Metropolitan Nashville-Davidson County Police Dept. (2014-18)

Appendix B - Affordability

Data and Methods

Affordability Methods and Data Residential affordability is largely the function of two factors: income and housing costs. To be considered affordable, monthly housing payments should not exceed 30% of household income. All affordability calculations for owner-occupied units assume a 20% down payment, 30-year, fixed-rate mortgage at 4.94% and spending no greater than 30% of area median income (AMI) on housing payments. Using area median income as the basis for our affordability calculations is a best practice and aligns with Affordable Housing guidelines used by the U.S. Department of Housing and Urban Development (HUD) and the Mayor’s Office of Housing. The analysis also accounts for current property tax costs, but does not include home owners insurance, utilities, or home maintenance.

The data presented in this analysis are for properties located within the nine study area Census block groups (**Map 3 (Appendix A)**), with the following exception: area median income data is for the Nashville-Davidson-Murfreesboro-Franklin, TN HUD Metro FMR Area (2018). U.S. Census Bureau American Community Survey 2013-2017 five-year estimates of income and housing cost (gross rent and property values) are from those same nine Census Block Groups which correlate with the survey study area. Block Groups were chosen based on proximity to the study area, physical barriers (like I-24 and I-65) and where the majority of the neighborhood’s dwelling units are located.

Table 21: Property Summary

| Study Area Properties | Dwelling Units | Average Value Per Unit | Average Value Per Parcel |
|------------------------|----------------|------------------------|--------------------------|
| Ownership Residential: | 3,153 | \$138,925 | \$155,828 |
| Duplex | 585 | \$60,424 | \$121,472 |
| Mobile Home | 6 | \$59,583 | \$59,583 |
| Residential Condo | 144 | \$232,664 | \$232,664 |
| Single Family | 2,418 | \$152,532 | \$155,621 |

Source: Metropolitan Nashville-Davidson County Assessor's Office

Table 22: Income - Metro Area

| Nashville-Davidson-Murfreesboro-Franklin, TN HUD Metro FMR Area | 60% | 80% | 100% | 120% |
|---|----------|----------|----------|----------|
| Area Median Income (AMI) | \$41,560 | \$53,950 | \$67,500 | \$80,925 |
| 30% on Housing (Annual) | \$12,468 | \$16,188 | \$20,256 | \$24,276 |
| 30% on Housing (Monthly) | \$1,039 | \$1,349 | \$1,688 | \$2,023 |

Source: Metropolitan Nashville-Davidson County Mayor's Office of Housing Assumes 3 persons per household

In order to measure housing values in the study area as accurately as possible, staff primarily used property values provided by the Metro Assessor’s Office. Using assessor’s office data contributes to data consistency as most values were recently updated as a result of the 2017 Assessment. Also worth noting is that housing value data are presented both for parcels and dwelling units, depending on the table. Housing values from the U.S. Census Bureau are also provided.

The AMI income limit value used is \$67,500. This assumes a three-person household (average household size) for the FMR area is 2.6 persons). This corresponds with an affordable monthly housing cost of \$1,688. For moderate income (80% of AMI) households, this translates to \$1,349 a month. For low income (60% of AMI) households, the value is \$1,039.

Notes

In addition to the data presented in this analysis, Planning staff gathered a wide range of demographic and property value data from the U.S. Census Bureau, the Metro Assessor’s Office and the U.S. Department of Housing and Urban Development, among others. These data support the establishment of a baseline of affordability and will allow future affordability reports for the study area as part of a wide array of data items to include and evaluate. While Planning staff is fully prepared to update

this scorecard annually, staff recommend that updates are done every four years to correspond with the Assessor’s Office reassessment years. While new Census data will be available annually, waiting until the next Metro assessment will ensure accuracy and consistency with the 2017 Assessment – a primary data source for this work.

Finally, since this analysis uses income values for the 10-county Nashville-Davidson--Murfreesboro--Franklin, TN HUD Metro Fair Market Value Area, it is worth noting

that Davidson County income values are approximately 7% lower than that of the region (regional median family income: \$67,500, Davidson County: \$62,723). As such, the Gallatin Road South study area would appear less affordable if staff used a county-based income value rather than AMI. This is even more the case if staff used income values from the study area itself.

Table 23: Income - HUD Fair Market Rent Area

| HUD Fair Market Rent Area ¹ | 60% | 80% | 100% | 120% |
|--|----------|----------|----------|----------|
| Area Median Income (AMI) | \$41,560 | \$53,950 | \$67,500 | \$80,925 |
| 30% on Housing (Annual) | \$12,468 | \$16,188 | \$20,256 | \$24,276 |
| 30% on Housing (Monthly) | \$1,039 | \$1,349 | \$1,688 | \$2,023 |

¹ Nashville-Davidson-Murfreesboro-Franklin, TN HUD Metro FMR Area
 Source: Metropolitan Nashville-Davidson County Mayor's Office of Housing
 Note: Assumes three persons per household