An aerial architectural rendering of downtown Gallatin, showing a dense cluster of brick buildings, streets, and green spaces. The rendering is framed by a double-line border. The text 'Downtown Gallatin' is centered over the upper portion of the image.

Downtown Gallatin

A decorative horizontal line with diamond-shaped arrowheads at both ends, pointing towards the left and right.

Master Plan

September, 2005

 THE WALKER
COLLABORATIVE

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1903 photograph of Roth Jewelers (left) and Schell Drugs (right) located on Downtown Gallatin's Public Square.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

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Summary of the Process to Date

Project Objectives

As stated by the City at the outset of this project, and as echoed on page 1 of the project's *Background Study*:

"The Gallatin community believes that the City's viability and long-term sustainability is directly related to a prosperous downtown neighborhood."

It is the objective of the City that the master plan identify and respond to economic development, commercial viability, housing, recreation, and transportation issues of the area. The City envisions improving the livability of the downtown area, as well as revitalizing the commercial sector, with the adoption of the master development plan.

Project Methodology

The creation of the *Downtown Gallatin Master Plan* has followed a four-step process in which each step is logically sequenced to build upon the previous step, as follows:

Task 1.0: Research & Analysis

Task 2.0: Charrette & Concept Plan Development

Task 3.0: Preparation of the Draft Master Plan

Task 4.0: Plan Presentations & Final Revisions

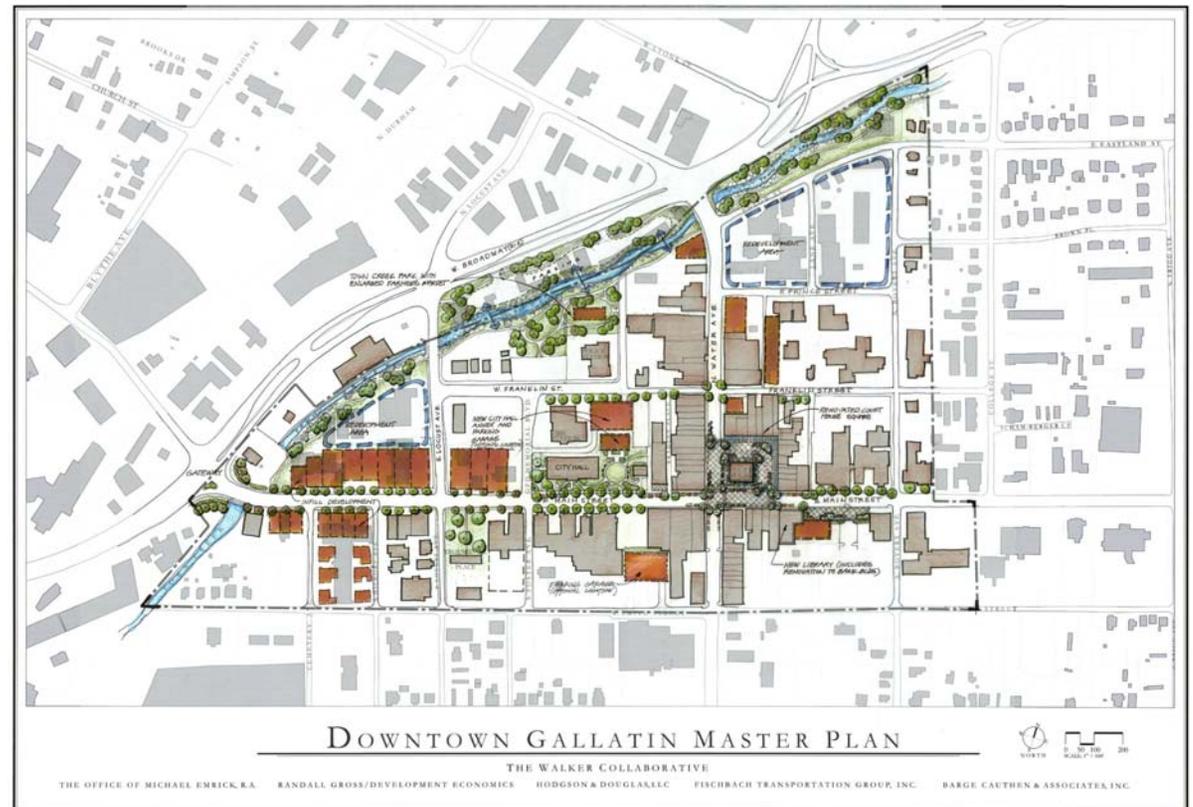
This master plan document builds upon two previous companion documents, the *Background Study* prepared in Task 1.0 and the *Concept Plan* prepared in Task 2.0. Summarized in a single graphic at right, the *Concept Plan* serves as the framework and basis for this master plan document, which elaborates on the key concepts with much greater detail.



Public project "kick-off" meeting



Public planning charrette



Concept Plan

Physical Master Plan Overview

Among the many ideas that are contained within the following pages, some of the key concepts are the following:

- 1 Downtown Library on Main Street
 - 2 City Hall Annex and Park
 - 3 Public Parking Garage (2 Optional Sites)
 - 4 Town Creek Greenway
 - 5 Farmers Market / Multi-Use Pavilion
 - 6 Public Square Enhancements
 - 7 New Sumner County Museum
- Rehabilitation of Historic Buildings
 - New Infill Development
 - Parking Enhancement and Management
 - Public Policy Amendments
 - Economic Restructuring Strategy
 - Marketing and Promotion Strategy

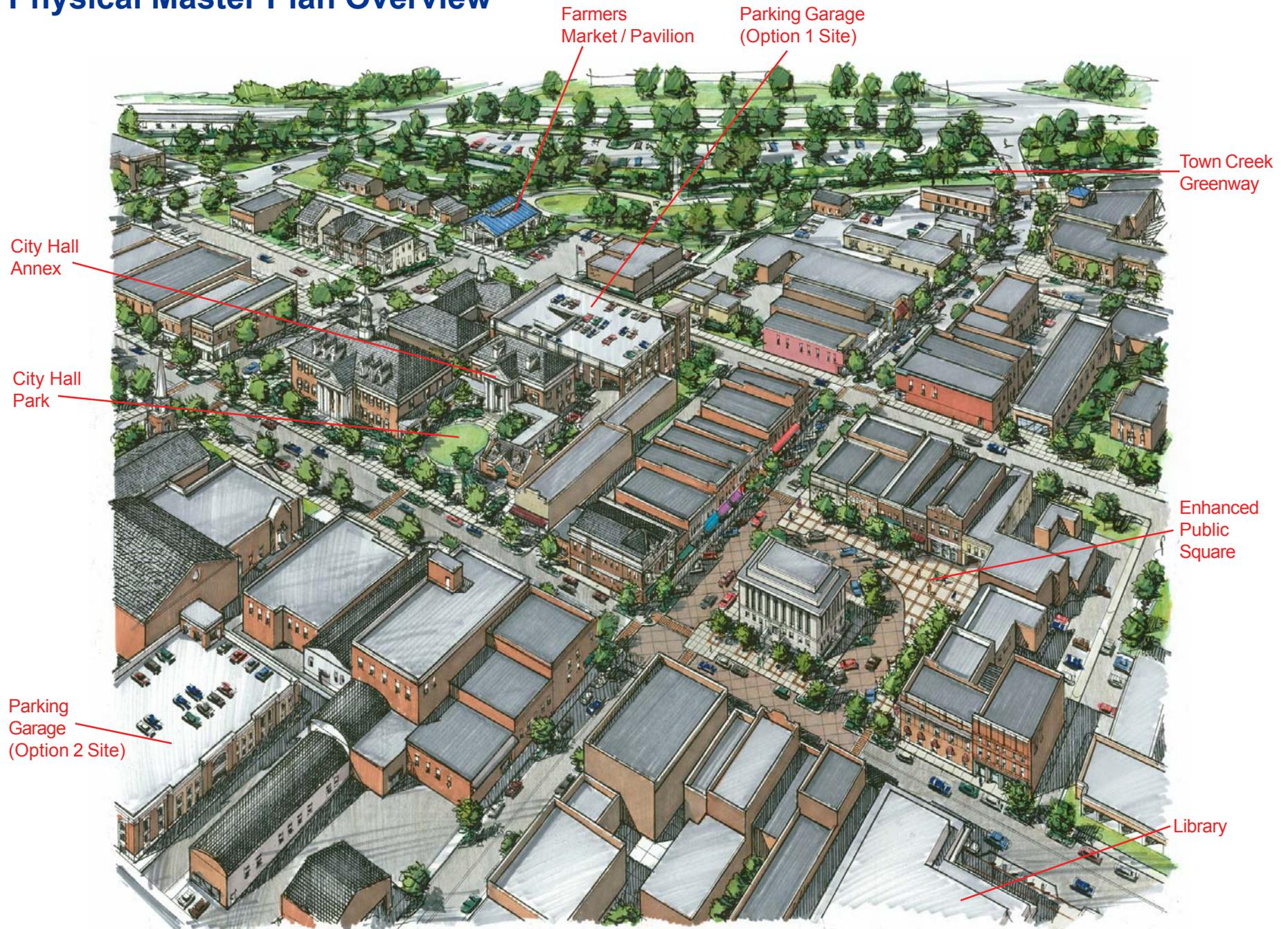
Of those who responded to the household survey conducted as part of this plan, 72% felt that the future well being of Downtown Gallatin is “very important,” and another 23% believed that it is at least “somewhat important.” Only 3% felt it was “not very important.”



Legend

- Existing Building
- Proposed Building

Physical Master Plan Overview



Land Use & Buildings



Early-20th century photograph of the Sumner County Bank & Trust, built in 1905 on the southeast corner of the Public Square.

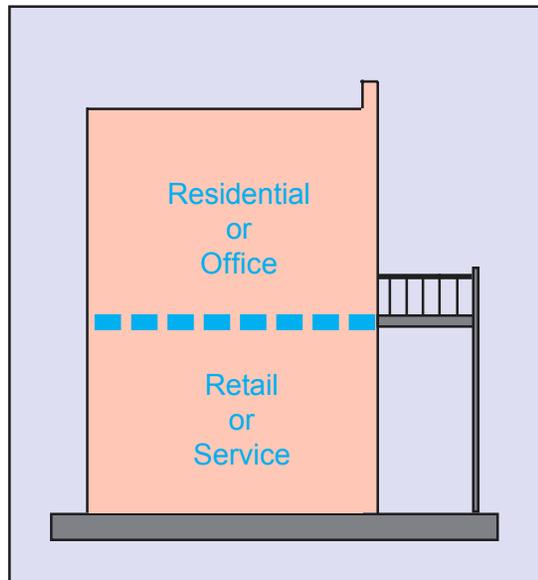
Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

Land Uses

The purpose of the land use plan is to depict the optimal land use pattern for Downtown Gallatin based upon the proposed Master Plan. It does not necessarily mean that the existing land use zoning should be amended to literally reflect this land use plan. See page 51 for recommended public policy changes to implement this land use plan.

Land Use Principles

The following principles were used in creating this land use plan:



- Existing cohesive residential areas should be protected through a residential designation
- Existing institutional uses should be protected through an institutional designation, with the exception of isolated institutional uses that are tenants within commercial buildings.

- Single parcels should not be split by land use classifications
- Flood plains should be designated as public open space
- Mixed use should be the de facto designation for all parcels not designated as public open space, institutional or residential.

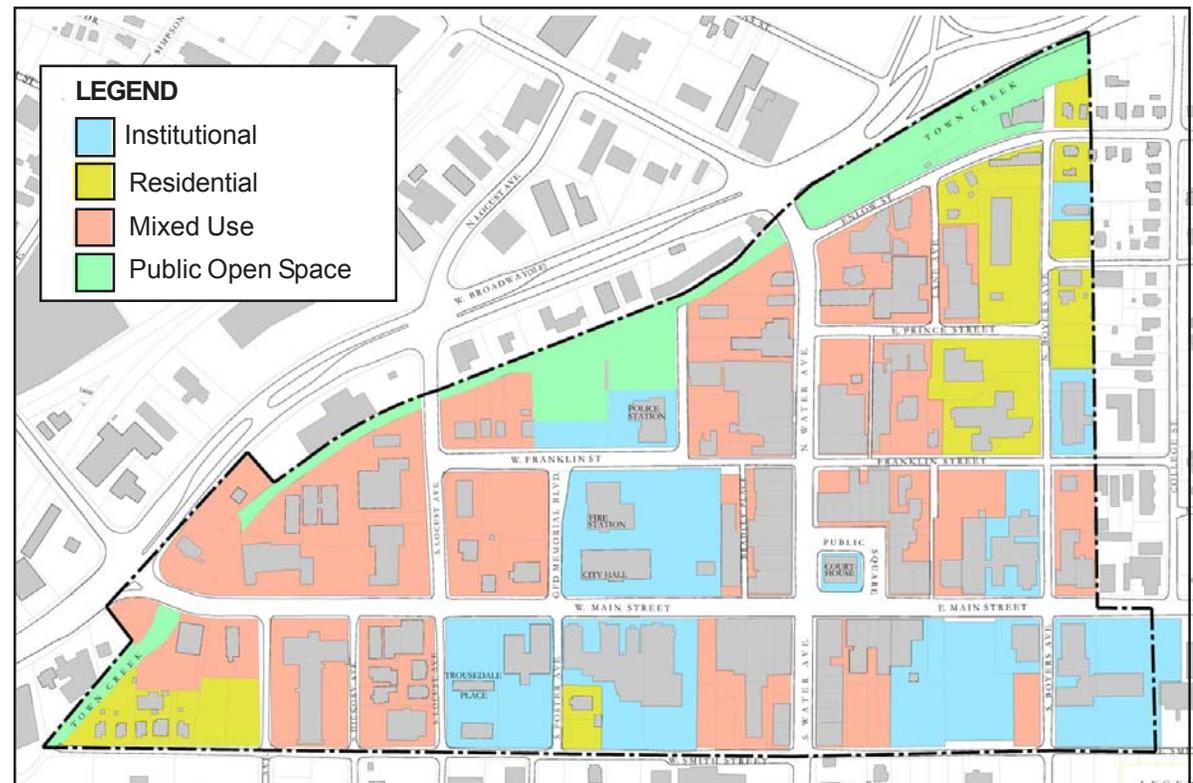
Residential - Applies only to uses in which the ground floor is residential, as opposed to mixed use properties with upper floor residential.

Mixed Use - The optimal arrangement is ground floor retail or service uses, with upper floor residential or office uses.

Public Open Space - Owned by a public entity and accessible to the public.

Land Use Categories

Institutional - Includes governmental, educational and religious uses.



Buildings: Historic Rehabilitations

There are numerous historic buildings in Downtown Gallatin that are in need of rehabilitation in accordance with federal standards - the Secretary of the Interior's Standards for Rehabilitation. While certainly not exhaustive, these three are the top priorities, including their priority level and needed improvements.



This building should be given the highest priority because of the dramatic improvement that can be achieved through minimal effort.

- Remove the non-original canopy
- Remove the “slip cover” facade
- Restore the original storefront



- Restore the upper floor windows
- Restore the original storefront



- Restore the original storefront
- Eliminate / restore the sign areas of the parapet facade



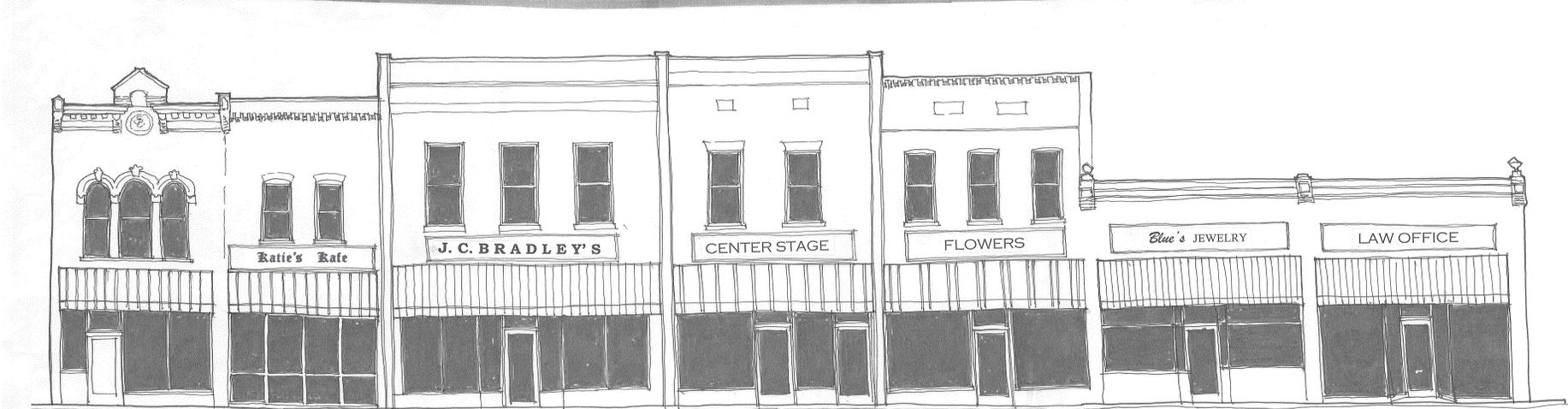
There are various factors that might persuade a property owner to rehabilitate their historic building. First and foremost is simply real estate market conditions that suggest sufficient demand for building space to justify a rehabilitation. Adjacent streetscape improvements are another factor that can encourage owners to restore their buildings. Confidence in the future of the downtown because of a newly adopted plan, design review district, or similar programs can also motivate owners. Some owners are persuaded by the ability to utilize the 20 percent federal investment tax credit for historic rehabilitation. And finally, encouragement by the local downtown entity, municipality and the owner’s peers can often be enough to instigate a building rehabilitation.

Buildings: Historic Rehabilitations

Below is an illustration of potential building rehabilitations for the west side of North Water Avenue, between Main and Franklin Streets. This rehabilitation is a relatively cost-effective approach that stops short of a full restoration to their original historic conditions. In particular, it maintains the existing non-historic storefronts. Among the many alterations reflected in the bottom sketch are the following:

- Restoration of boarded-up second-story windows
- Replacement of inappropriate canopies with more appropriate awnings
- New signage in more logical locations that do not obscure architectural features

Of those who responded to the household survey conducted as part of this plan, 46% felt that Downtown Gallatin's single greatest strength is its historic character. That attribute received the highest rating among all of downtown's existing strengths.



Buildings: Historic Rehabilitations

One of the greatest existing strengths that Downtown Gallatin currently enjoys is its surviving stock of historic buildings. These buildings are important because they provide a unique character that cannot be replicated today. Also, those qualified income-producing buildings needing a substantial rehabilitation and following federal standards can benefit from the federal investment tax credit worth 20 percent of the total rehabilitation costs. That credit can often be the difference between a viable project and one that is not. The federal standards for rehabilitation are provided as follows:

Secretary of the Interior's Standards for Rehabilitation

- 1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- 2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- 3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- 4) Most properties change over time; those

changes that have acquired historic significance in their own right shall be retained and preserved.

- 5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
- 6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
- 7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
- 8) Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work

shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

- 10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.



Although both of these buildings on South Water Avenue appear to be in a relatively sound condition, their facades could be rehabilitated to a more original appearance. The building on the left would benefit from the restoration of its upper floor windows and a complete replacement of its storefront. The building on the right should have its metal awning removed or replaced, and the non-original brick bulkhead along the bottom of the storefront should be replaced with paneled wooden bulkhead.

Buildings: Redevelopment

The rehabilitation of Downtown Gallatin's most significant historic buildings should be the first priority for the study area. However, the second ranking priority should be the redevelopment of buildings that fail to contribute to downtown's historic character - "non-contributing" buildings. Redevelopment can occur in either the alteration of existing buildings or the complete replacement of existing buildings.

The proposed buildings for redevelopment consist primarily of substandard commercial and light industrial structures dating between approximately 1950 and 1975, and many are located in the northeast portion of the study area. In addition to lacking historic character, these buildings are typically inconsistent with traditional urban design principles. Most of these

buildings are only one story in height and feature off-street parking between the street and the building's front facade. Such development patterns dilute the historic urban fabric with suburban development patterns.

See pages 10 and 11 for a set of architectural and urban design principles that should be followed in the redevelopment of properties within Downtown Gallatin.



Buildings: Infill Development

Within a historic urban environment, undeveloped properties are, aesthetically, like missing teeth in an otherwise beautiful smile. Functionally, they also create “dead zones” in the streetscape that dilute the vibrance and attractiveness of the street. Economically, empty lots are a lost opportunity to provide businesses and other land uses that will contribute to the local economy and tax base, and to serve as one more market draw for the area.

Although there are numerous potential infill development sites throughout Downtown Gallatin, the map below illustrates those having the highest priority. These sites are located on downtown’s two key streets - Main and Water, and they are most central to the geographic core of Downtown Gallatin. It is

acknowledged that some infill sites now serve as parking, so that issue will need to be addressed on a site-by-site basis to insure that lost parking can be made up for at a nearby alternative site.

In some cases the actual footprint for infill buildings will need to be smaller than the areas highlighted below, but the areas highlighted illustrate the most appropriate locations. Also, infill buildings should strongly address the street and leave space for off-street

parking in the rear. See page 10 and 11 for a set of architectural and urban design principles that should be followed for all infill development within Downtown Gallatin.



Architectural & Urban Design Principles

NO: Inappropriate



Although a one-story building could be appropriate in Downtown Gallatin, it would need to have a taller height featuring a parapet wall for the front facade. Also, the setback is much too deep, and no off-street parking should be located between the building and its associated street.



Commercial buildings in Downtown Gallatin historically featured flat roofs with parapet wall facades. Therefore, a pitched roof, as shown above, would be inappropriate for new infill buildings.

YES: Appropriate



Commercial buildings in the study area should be one or two stories in height, and they should be located close to the street. Although all of these buildings have been developed within the past ten years, their heights and setbacks would be compatible with Downtown Gallatin.



Downtown Gallatin's commercial building roofs should be flat and hidden from the street by parapet facades, which can be articulated through design to accentuate the facade massing.



New residential buildings in Downtown Gallatin should be one to three stories in height, and they should have relatively shallow front setbacks. Setbacks should either include a narrow planting strip as shown above, or feature a design with a courtyard fronting onto the street.



New multi-family buildings in Downtown Gallatin can be either pitched, as shown for the townhouses above, or flat with a parapet facade, as in the case of commercial buildings.

Height & Setback

Roof Forms

Architectural & Urban Design Principles

NO: Inappropriate



This building fails to achieve the facade massing that is predominant for commercial buildings in Downtown Gallatin. Rather than being broken up into multiple masses, its facade consists of a single uninterrupted plane with a horizontal rather than vertical orientation.



This building's scale, massing and other urban design features could be desirable in many urban districts, but its facade design would be inappropriate for the historic core of Downtown.

YES: Appropriate



Projecting pilasters (attached pillars) are used on this new building to break up the facade into a series of three vertically oriented bays. This pattern of facade massing is compatible with the massing found historically in Downtown Gallatin.



Not all new commercial buildings in Downtown Gallatin require such a traditional storefront design, but they do need this approximate ratio of glazing and vertically oriented doors and windows.



A series of projecting vertical bays that punctuate the roof line have been used to create distinct massing for this new townhouse development. This type of infill would be compatible for the periphery of the study area, especially the northeast section.



Although pitched roofs and such a generous front setback are not necessary, this apartment building's facade of vertically oriented massing and windows is compatible with Downtown.

Massing

Facade Design

Downtown Library

From the very outset of this downtown planning project, there has been a strong consensus that a new public library is needed for Gallatin, and that it should be located downtown. Both the City and County have made commitments to jointly fund the project.

Location

Just as there has been agreement on the need for a new downtown library, there has also been agreement on adapting and expanding the former bank building on Main Street for this new use. Consequently, the City has already purchased the property and has initiated the necessary studies. Because the specific location had not been determined at the beginning of this downtown planning project, the consultant team evaluated the desirability of the former bank building site relative to other sites. There were only a few key criteria considered important for the library's location, and they included:

- A site within two blocks of the public square in order to maximize economic spin-off benefits to downtown's retail core
- A large site to accommodate both the library's building footprint and associated off-street parking
- A site that lacks historic buildings that might require demolition for the new library's development

Based upon those criteria, the two most logical sites were the parking lot immediately east of City Hall and the former bank building. Of those two sites, there were three primary reasons for the bank building to be the optimal site:

1) The site's existing building can be adapted and expanded in a manner that is less

- expensive than for totally new construction.
- 2) The City Hall site has been identified within this plan for a more preferred use as a park.
- 3) The bank property was offered to the City for a very reasonable price.

For all of those reasons, the consultant team recommended that the former bank property be the home for a new downtown library.

Recommended Design Standards

While it is beyond the scope of this downtown master planning project to conduct any detailed design work for the proposed downtown library, the following design considerations are recommended:

Provide a Recessed Addition on the East Side of the Existing Bank Building

It is important that key civic buildings in a downtown be sited and designed in a manner that underscores their significance to the community. By giving them physical prominence, such buildings also serve as easily recognized landmarks to help orient people within the downtown. The former bank building's location and form make it just another background building, and even a new façade may not go far enough in giving it the distinction that it warrants. However, because it has been preliminarily determined that the former bank building lacks the total space needed for a new library, the provision of an addition offers a wonderful opportunity to address this limitation of the bank building.

The east side of the existing bank building is the only option for the addition, as the west side is constrained by neighboring buildings, the north side is bound by Main Street, and the south side should not be encroached in order to retain space for parking.



Above is the former bank building as it currently appears. Beneath the mid-twentieth century "slip-cover" exterior is an architecturally insignificant brick building. Preliminary studies have determined that this building will be well-suited for adaptation as part of a new downtown library, although a new addition wing will be required for sufficient square footage, as well as the load-bearing capacity required for books.



The area outlined in red above illustrates the location of the new library. If it is acceptable to the property owner, new infill development is proposed to the immediate east of the library, as well as an improved rear parking area.

Downtown Library

By locating the addition on the east side of the bank building and recessing it from the street with a modest front setback, the new addition can be designed to have a civic “face.” The setback will allow it to “stand out from the crowd” – its neighboring buildings on Main Street, and this new addition can be designed in a manner that is optimal for the main foyer, circulation, rest rooms and other uses specific to a state-of-the-art civic building. It is noteworthy that, in order for the addition to be of a sufficient width to be feasible, additional property to the immediate east of the bank property will be required.

Design the Façade with a Civic Character

As noted above, it is important that the new library look like a library. Given the site location and form of the bank building, the wing addition will need to stand out with a civic-looking design. It should also feature the primary entrance for the library, and that entrance should be strongly articulated through design to read from the street as the main entrance.

With respect to the library’s architectural character, it could range anywhere from a very classical architectural style to a very contemporary style. Regardless of the building’s style or character, there should be a high level of quality. If a classical style is chosen, such as Greek Revival, Romanesque or Beaux Arts, it should be historically based and use classical architectural elements in an appropriate manner. Elements such as pilasters, columns, pediments, dentils, and entablatures should be used and proportioned correctly. Also, if a classical style is used, the new library should not closely resemble downtown’s existing institutional buildings, such as City Hall and the neighboring churches, in order to provide some distinction.

However, given the adjacency of the County Courthouse, emulating its Art Deco style is acceptable and perhaps even desirable, especially since it is not an overused architectural style in Downtown Gallatin. In order for a contemporary looking building to convey some degree of civic character, classical design elements might be playfully emulated in a manner that has much less detail than its historically-based counterparts, and it might even exaggerate classical architectural elements through an oversized scale.

Regardless of the library’s style or character, masonry materials, such as brick, stone and/or cast stone, should be used on the exterior to tie in the downtown’s other civic buildings. Similarly, because the former bank building has a red brick façade, the new wing addition should include red brick as either the primary or a secondary exterior material.

Create a Plaza in Front of the Library

Based upon the recommendation to set the new addition back from the street, an opportunity presents itself to provide another much needed public space for downtown. In general, the plaza should be a relatively small formal space that extends the width of the new library wing and that visually compliments the library. It should be intended for casual gathering or public ceremonies, but not intended as a grassy park or for special events. In fact, that type of public space is already being proposed next to City Hall.

It is recommended that the setback not exceed approximately 30 feet in depth from Main Street. The plaza should have a sense of enclosure on both ends (east and west) in order to define the space. The east façade of the bank building will achieve that objective on the east end of the plaza, but some other design measure will

be needed to help enclose the west end. It does not necessarily have to be a building, but it should be an object substantial enough in scale and opaqueness to provide a sense of enclosure for the plaza. The plaza surface should be paved in a high-quality masonry material that compliments the library’s materials, and there should be little to no vegetative ground cover. If trees are even provided in the plaza, they should be limited in number and be a type that can be readily pruned to create a canopy at least 7 feet above grade. The plaza should include seating, and a fountain or statue should be considered as a focal point for either a central or peripheral location within the plaza. Such fountain or statue should be compatible with the library’s architectural style or character. For example, a Victorian styled fountain would be compatible with a classical style of architecture, but would be incompatible with a very contemporary library.

Prohibit Vehicular Access Off of Main Street

In order to minimize vehicle delays, as well as reduce the potential for vehicle conflicts with both other vehicles and pedestrians, no new curb cuts should be provided on Main Street or Water Street within the study area. Specifically, motorists accessing the new library site will be able to do so more efficiently from Smith Street. Also, other motorists on Main Street and Water Street will be able to travel through and within the study area more efficiently if the library traffic is removed from these streets as much as possible. Facilities to drop off visitors and return books can be provided at the rear of the facility, and directional signage for parking can be provided on Main Street.

Downtown Library: One Hypothetical Design Among Many Options



This rendering illustrates just one of many design possibilities for the new downtown library. It borrows the Art Deco style of the neighboring County Courthouse, while the triangular pediments above the main entrance echo those of the Gallatin City Hall. The library's wing at left has been set back from the street and crowned with a formal plaza. Combined with the entrance's design treatment, this wing reads from the street as the library's formal front door, while the adapted bank building intentionally makes a more modest statement. Although this example utilizes a historic theme, if properly designed, a much more contemporary appearance might work just as well.

City Hall Annex

Annex Justification

The existing City Hall's building space is close to being completely utilized. Based upon the community's recent growth trends and anticipated increased demand for City services, it is likely that additional building space will be needed for the City Hall. Therefore, it is recommended that plans be made for an adjacent Annex and implemented when needed.

The Bigger Picture

The proposed City Hall Annex is part of a larger scheme for the site. It is proposed that Annex be located east of, and just behind, the existing City Hall. It is also recommended that the foreground between Main Street and the proposed Annex be developed with a new park. For additional information on this park, **see pages 32-33**. It is also recommended that this property be considered for one of two possible locations for a new downtown parking garage (**see page 30**). If located here, it should be positioned directly behind the proposed Annex, fronting and accessing onto Franklin Street.



The existing space between City Hall, at left, and the Chamber of Commerce building, at right, currently accommodates a much-needed parking lot. However, aesthetically and functionally, it also creates a gap in the streetscape that discourages pedestrian activity. A building and park, with parking behind it, would provide a more dynamic use of this space than the current parking lot.

Annex Design

Typically, an annex to an existing building should be architecturally compatible with the pre-existing building in order to provide some degree of design continuity and cohesiveness. While the annex does not need to be an exact duplicate of the original City Hall building, there should be a common design vocabulary between the two.

Because the existing City Hall's Colonial Georgian style, which is also shared by the nearby Chamber of Commerce building, the proposed City Hall Annex should be compatible in design. In particular, it should feature a red brick exterior and include Georgian elements, such as a pediment supported by classical columns. Although a pitched roof with dormer windows would clearly echo the City Hall, a flat roof with a parapet facade similar to downtown's historic commercial buildings might also work. Regardless of its specific design, because the Annex should be subservient to the City Hall building and serve as a backdrop to the proposed new park, its facade can afford to be somewhat understated relative to the original City Hall.

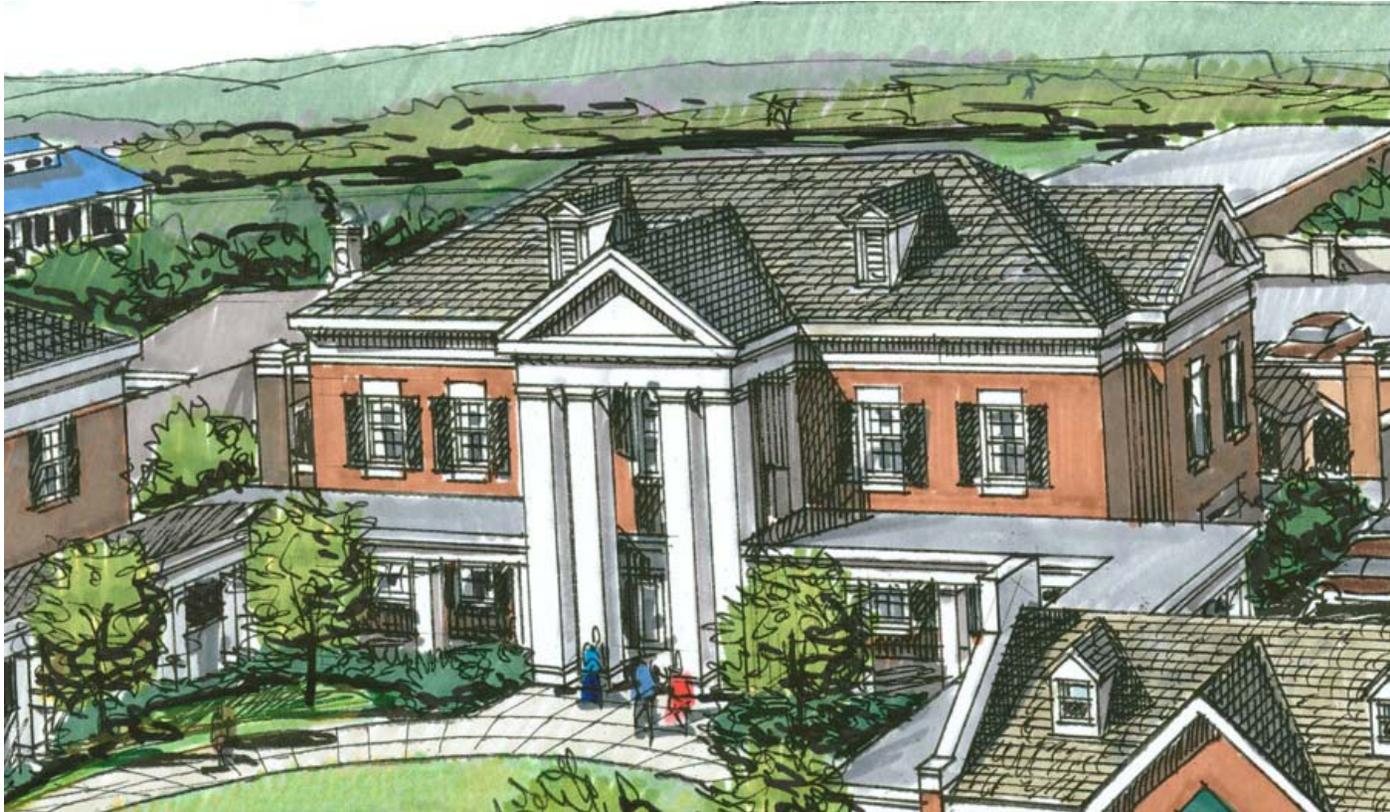


Design elements based upon the existing City Hall's Georgian style should be strongly considered when designing the proposed Annex. In particular, it should feature a red brick exterior and include Georgian elements, such as a pediment supported by classical columns.



The area within the red outline above is the proposed new City Hall Annex. Located so as to visually screen the proposed parking garage as viewed from Main Street, the Annex would also provide an attractive backdrop for a new park in its foreground.

City Hall Annex



This rendering illustrates one of the design possibilities for the proposed City Hall Annex. It utilizes the same Georgian architectural style elements as the adjacent City Hall at left and the Chamber of Commerce headquarters at right. Design elements that are compatible with one or both of the two pre-existing buildings include a red brick exterior, pitched roof, dormers, and a pediment above the entrance supported by columns. A roofed colonnade has also been added to tie all three structures together, as well as to provide protection from the weather. Because of the existing surface parking that would be lost by the proposed park and City Hall Annex, the proposed new parking garage behind the Annex would need to be built first.

New Sumner County Museum

Existing Facility

The Sumner County Museum is owned and operated by the Sumner County Museum, Inc., a non-profit organization. The existing museum building is located on West Main Street, but it is situated behind Trousedale Place, a historic house museum. The land on which the museum sits is part of Trousedale Place's property.

The museum building, which is filled with numerous important artifacts related to Sumner County's pre-history and history, consists of approximately 10,000 square feet. In addition to being insufficient for the museum's current and future space needs, the museum building is not an architecturally inspiring structure, although the museum's organization has worked hard to physically maintain it.



While Trousedale Place serves as an attractive "front door" to the current Sumner County Museum located behind it, the two entities are unrelated. Furthermore, Trousedale Place physically obscures the museum's visibility and creates a challenge to the museum's ability to create a strong public identity.

Proposed Facility

The museum's organization has clearly indicated that an improved home having much more space and greater visibility is a major priority. Preliminarily, they believe that approximately 30,000 square feet of space will be needed. In order to provide the museum with a more state-of-the-art facility, as well as one having a much greater visibility, it is recommended that the site directly east of the proposed new Downtown Library on Main Street be considered. That property is currently owned by the Baptist Church and used by the church for parking. However, if the church were a willing seller, much of the site could still be utilized for church parking even after the museum is developed.

The construction of a new Sumner County Museum on this recommended site would achieve several benefits. First, it would provide the museum with a much-needed new facility having greater visibility. In turn, the museum's interpretive program can be greatly enhanced, the museum will be able to significantly increase its visitation numbers, it will earn more revenue, the museum will be able to strengthen its identity within the community and region, and the museum's organization will be able to flourish more readily. Downtown Gallatin would also benefit greatly. Not only will a new museum serve as an additional anchor to draw more visitors and generate more foot traffic providing economic spin-off benefits to downtown businesses, but the museum would complete a new cultural/educational mini-district. By having the new library, museum and existing archives all adjacent to one another, a synergy will occur that creates a legitimate attraction for downtown. The area would be a draw for school field trips, individual students, geneological researchers, tourists, and citizens in general.

Clearly, the development of a new Sumner County Museum, as proposed, faces many challenges. Not only would the proposed site need to be acquired on terms acceptable to the church, but hundreds of thousands of dollars would be needed to design and construct such a facility. Funding would likely come from fund-raising events, public sector support, and private/corporate donations. It will not be an easy task, but if successful, it will be a huge benefit to the community, and it will further help define Downtown Gallatin as "the" cultural center of Sumner County.



The area within the red outline above is the proposed new Sumner County Museum. Located between the proposed new library on the left and the existing County Archives on the right, the museum would help to create a cultural and educational mini-district.

Streets & Streetscapes



1910 view of the south side of the Public Square (right) looking east.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

Street System

Existing Characteristics

As was documented in the *Background Study*, Downtown Gallatin's existing street system features a grid network that distributes vehicular traffic in an efficient manner. Because this pattern provides multiple route choices, the overall network capacity is increased, vehicular traffic is dispersed, and congestion is reduced, although not completely eliminated during peak traffic hours. This street network, combined with high-density mixed land uses, also encourages alternative transportation modes such as walking and biking.

Downtown's typical street includes one travel lane in each direction and parking on at least one side. Main Street, which is wider than the other streets, features a central turn lane. Curb radii of intersections are typically 10 to 15 feet, and speed limits range from 15 to 25 mph.

Two of the streets within the study area serve as key components to the community's overall transportation system. Water Avenue and Main Street accommodate a significant amount of through traffic, including truck traffic, that does not originate or end in downtown. Therefore, the City has established a hierarchical street classification for downtown that includes collector roadways and arterial roadways, as shown in the map on page 11 of the *Background Study*.

Street Type Categories

Based upon their existing and proposed dimensions and characteristics, the following six street types have been identified for Downtown Gallatin:

- Street Type A: Main Street
- Street Type B: North Water Avenue

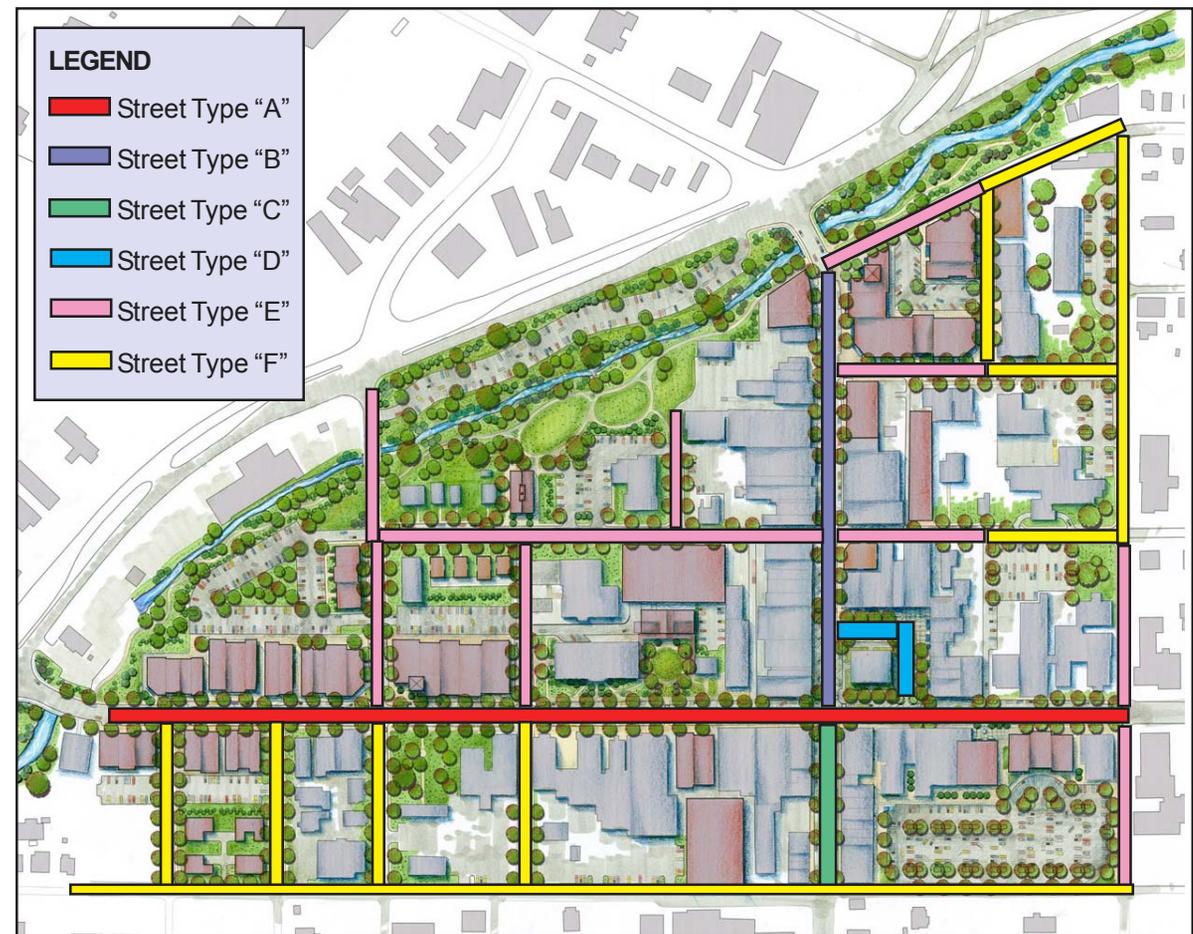
- Street Type C: South Water Avenue
- Street Type D: Public Square
- Street Type E: Secondary - Commercial
- Street Type F: Secondary - Resid. / Mixed Use

Streetscape Enhancement Priorities

It is recognized that funding for improving downtown's existing streetscapes is limited and cannot be achieved in a single project. Therefore, streetscape improvements must be prioritized. Priorities should be made based upon each street's level of public visibility and adja-

cent redevelopment potential. It is recommended that the following order of priority be given to downtown's future streetscape improvements:

- 1) Street Type D: Public Square
- 2) Street Type A: Main Street
- 3) Street Type B: North Water Avenue
- 4) Street Type C: South Water Avenue
- 5) Street Type E: Secondary - Commercial
- 6) Street Type F: Secondary - Resid./Mixed Use

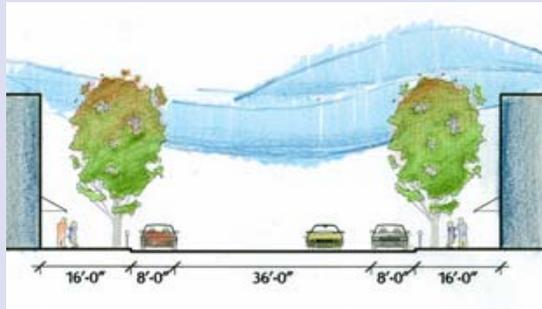


Street Cross-Sections

Street Type A: Main Street



Existing Main Street



Proposed Main Street Cross-Section

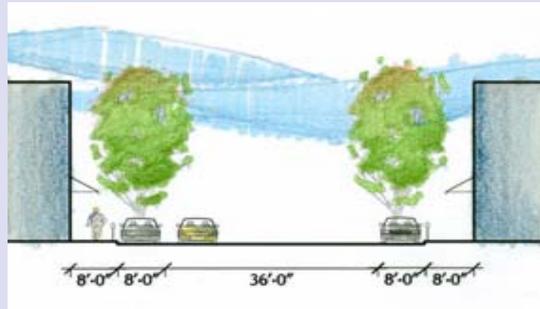


Proposed Main Street Plan

Street Type B: North Water Avenue



Existing North Water Avenue



Proposed North Water Avenue Cross-Section

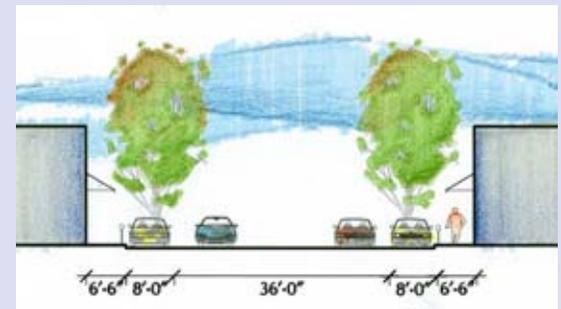


Proposed North Water Avenue Plan

Street Type C: South Water Avenue



Existing South Water Avenue



Proposed South Water Avenue Cross-Section



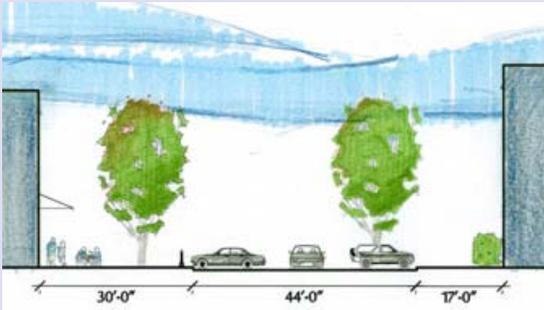
Proposed South Water Avenue Plan

Street Cross-Sections

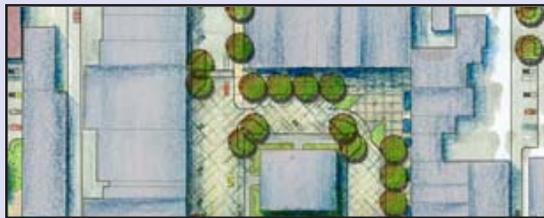
Street Type D: Public Square



Existing Public Square



Proposed Public Square Cross-Section

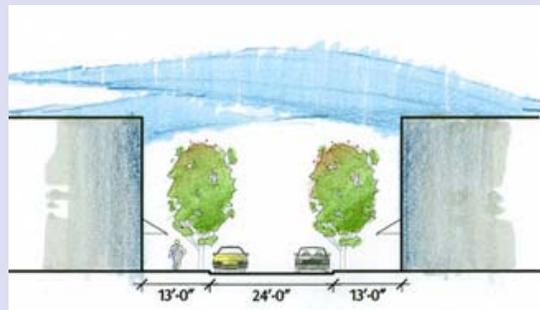


Proposed Public Square Plan

Street Type E: Secondary - Commercial



Existing West Franklin Street



Proposed West Franklin Street Cross-Section

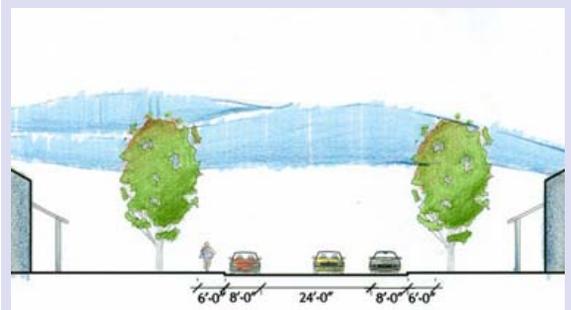


Proposed West Franklin Street Plan

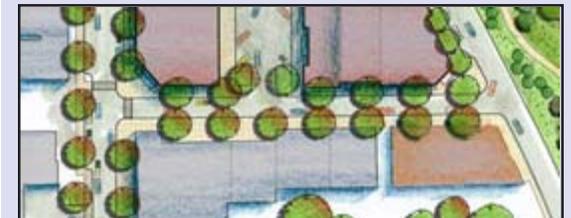
Street Type F: Secondary - Res./Mxd. Use



Existing Lane Avenue



Proposed Lane Avenue Cross-Section



Proposed Lane Avenue Plan

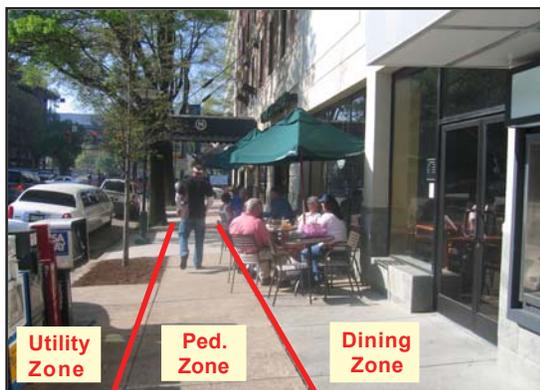
Streetscape Features

Sidewalk Zones

Within the context of downtown planning, “zoning” is not a term limited solely to the regulation of land uses. The portion of downtown streetscapes designed for pedestrians – that area located between the street curb and building facades - needs to be wide enough to comfortably accommodate two distinct areas: the “utility zone” and the “pedestrian zone.”

Utility Zone

The utility zone should occupy the portion of the sidewalk closest to the street curb. The elements contained in this zone include street trees, street lights, benches, trash receptacles, kiosks, newspaper racks, and street venders. This zone should be located on the outside portion of the sidewalk for multiple reasons, including the protective buffering provided to pedestrians by the zone’s objects, as well as the fact that trees cannot be planted too closely to buildings.



This photograph illustrates that a relatively narrow downtown sidewalk can still accommodate a “utility,” “pedestrian,” and “dining” zone.

Pedestrian Zone

The pedestrian zone is the corridor located between the utility zone and adjacent building facades, and it should be open to accommodate pedestrian flows. It should include a minimum width of four feet in even the tightest and most constricted streetscapes.

Dining Zone

A downtown streetscape does not have to be particularly wide in order to accommodate a third zone – the “dining zone.” While its design can be much more flexible and adaptable than the other two zones, the dining zone can be as narrow as a small table for two. While most dining zones are located directly adjacent to their associated buildings, some are integrated into the utility zone on especially wide streetscapes, although they are typically delineated by large planters, fencing or some similar feature.

Sidewalk Paving

Far too much money is frequently spent by many communities that want to “gold plate” their downtown with the finest sidewalk materials, such as 100 percent brick. However, some of the greatest downtowns in the world have predominantly concrete sidewalks. Although rich sidewalk materials are effective in broadcasting the message that downtown is treasured by the community, and they may help stimulate adjacent private development, few people visit a downtown to simply enjoy its high-quality sidewalks.

Cost-effective alternatives to exclusively brick sidewalks include concrete with brick accenting strips, as well as scored concrete that creates geometric patterns to visually break up the expanse of concrete. Approaches such as imitating brick with stained and stamped concrete should be avoided by Downtown Gallatin. Not

only do they often look like cheap imitations conflicting with the authenticity of the historic downtown, but the inevitable patching that will be required to accommodate future underground utility improvements will not match the original work. Another material to avoid is tile, including tiles that might otherwise look like bricks, as they become a liability when made slick by rain.

Street Lights

The most important attribute for downtown streetlights is that they have a human scale for aesthetic reasons and for a greater pedestrian emphasis. Many downtowns also opt for a historic style to reinforce its historic character.

Currently, Downtown Gallatin has human-scaled Victorian style street lights on Main Street, the public square area, and one block of North Water, but the balance of downtown has standard “cobra head” lights mounted on wooden utility poles. Because their scale is automobile-oriented and they are unattractive, it is recommended that the existing historic streetlight style be expanded throughout Downtown Gallatin.



The existing Victorian style lights found on Main Street, at left, should replace the cobra head lights found in the balance of downtown.

Streetscape Features

As in the case of streetlights, benches and trash receptacles can do much toward setting the character of a downtown. There is typically no right or wrong answer, as it is a matter of the community's preference and the image desired for the downtown. However, because Downtown Gallatin already features attractive, functional and appropriate Victorian-style streetlights on Main Street, it is recommended that this same theme be continued. Not only will that approach be cost-conscious by avoiding the replacement of the existing lights on Main Street, but it will also reinforce Downtown Gallatin's historic character, which was identified by this plan's preference survey to be a favorite attribute for downtown.

Benches

Locations

Within Downtown Gallatin's streetscapes, it is recommended that benches be positioned with their backs to adjacent buildings and facing the street. When possible, they should not visually obscure storefronts, and they should also avoid being too close to building entrances. On a typical block, benches should be located near street corners and at mid-block points. For special locations, such as parks and plazas, bench locations should be tied to the overall space plan.

Design

As noted above, it is recommended that a nineteenth century style be pursued for downtown's streetscape furnishings, including the benches. There are currently "Savannah" style benches in Downtown Gallatin, consisting of a black cast iron framework with wooden slats on the seating surface. Although there are optional contemporary styles illustrated above, it is recommended that the existing style be expanded upon.



It is recommended that Downtown Gallatin's existing style of bench, shown above, be expanded throughout the downtown. However, the two styles below are more contemporary options to also be considered.



Trash Recepticals

Location

Trash recepticals can be provided slightly less frequently than benches, and are typically provided at street corners. They are less needed in areas peripheral to downtown's core where foot traffic is less intense. While they are often located near benches, they should not be too close, as insects and odors from recepticals can make nearby benches unpleasant during the season's warmer months.

Design

The existing recepticals are very dated looking with an aggregate pebble exterior. It is recommended that they be replaced by a more

traditional style that is compatible with the downtown's historic character.



It is recommended that Downtown Gallatin's existing style of trash receptical, above left, be replaced by a more traditional style, as shown above right. However, the two styles below are more contemporary options to also be considered.



Overhead Utilities

At present, Main Street, the public square area, and one block of North Water are downtown's only streets that do not have overhead wiring mounted on utility poles. It is recommended that, as future streetscape redevelopment occurs, the burying of overhead wiring be explored with the utility companies. Because of its functional importance and high visibility, Water Avenue should be given the highest priority. For more detailed information on this subject, see page 43.

Street Intersection Improvements

Street intersections are one of the most important component of any downtown street system. Functionally, they must allow for efficient traffic flows in order to avoid congestion. However, because they are the designated crossing point for pedestrians, they must also serve the needs of pedestrians for convenience and safety. Furthermore, because of the high visibility of intersections, particularly those with traffic lights, their appearance can reflect greatly upon the downtown.

Although it is proposed that all of Downtown Gallatin's street intersections eventually be improved as streetscape improvements occur over time, the three intersections highlighted on this page should be given the highest priority because of their important locations. The following improvements should be provided for each intersection:

- Pedestrian "bulb-outs" at corners to protect vehicles at the end of a parking row and to decrease the pedestrian crossing distance
- Cross-walks distinguished by special pavers



Main Street & Water Avenue



Franklin Street & North Water Avenue



G.F.D. Memorial Blvd. & Main Street

Other Traffic Improvements

Main Street Peak-Hour Congestion

Currently, there is a significant amount of through traffic in the downtown core, particularly during the evening peak hours. These motorists are not making trips that originate or terminate downtown. Instead, these motorists are traveling through Downtown Gallatin on their way between businesses and residences outside downtown. When combined with the traffic that is generated by the land uses downtown, significant congestion occurs on Main Street and Water Avenue. In particular, the traffic on Main Street typically backs up between Highway 31E and Water Avenue. Such congestion effectively forms a barrier for pedestrians crossing these facilities.

In addition to this plan's recommended pedestrian bulbs, which will shorten the distance pedestrians have to travel, and special crosswalk pavers to help distinguish pedestrian crosswalks and alert motorists to the presence of pedestrians, traffic congestion and the associated delays could be reduced by implementing the following strategies:

1. Reducing curb cuts on Main Street
By limiting the number of ways that motorists on Main Street can turn into individual properties on either side of Main Street, the through traffic on Main Street can flow through the roadway network more efficiently.
2. Synchronizing signals on Main Street
By allowing adequate progressing through the existing traffic signals on Main Street, the through traffic on Main Street will be able to flush through the roadway network more efficiently.

3. Pedestrian signal phases / activations
To facilitate pedestrian crossings across Main Street and Water Avenue, all of the existing and future traffic signals along these streets should be modified to include pedestrian signal phases and push-button activations.
4. Providing alternative traffic routes
Currently, there are few efficient ways to travel between South Water Avenue and Highway 31E without traveling through Downtown Gallatin. If alternative connections are provided south of the downtown core, such as that already provided by Maple Street, the amount of through traffic in the study area will decrease. Smith Street, which is south of Main Street and travels in an east-west direction from Town Creek to Pardue Avenue, has been discussed in the past as an alternative. Although it is parallel to Main, there is a limited potential for this roadway to reduce the traffic volumes on Main because its western terminus does not extend to Broadway. Furthermore, the extension of this street is not recommended. Still, as the buildings on the south side of Main Street are rehabilitated and additional land uses such as the library are constructed, Smith Street will become key access to rear parking facilities.

Public Square Directional Flow

Currently, the roadway infrastructure within the Public Square includes two travel lanes that accommodate a clockwise traffic flow. However, the traffic volumes within the Public Square could be accommodated with only one travel lane. Therefore, one of the existing travel lanes could be eliminated and replaced with additional parking, sidewalks, or landscaping without compromising the efficiency of traffic flow within the Public Square.

Truck Traffic Routing

Currently, Main Street and Water Avenue are not only part of the Tennessee's State highway system, but they are also part of the State's truck route. Therefore, a significant amount of truck traffic is routed through downtown even though these trucks are not destined for downtown land uses. Such truck traffic could be reduced or eliminated in the downtown core if the truck route were relocated to State Route 109 Bypass. With this scenario, trucks traveling in undesignated portions of downtown, unless local deliveries are required, could be ticketed. Based on the current traffic volumes in the study area, as well as the current truck percentages, the elimination of truck traffic from Main Street and Water Avenue could significantly reduce congestion and delays on these facilities, particularly during the evening peak hours.

It is important to note that the City of Gallatin will need to negotiate an alternative truck route with the Tennessee Department of Transportation (TDOT). Should TDOT agree to modify the existing truck route to eliminate the portions of Main Street and Water Avenue that are in the downtown, the truck routes that are published by the State and distributed to trucking companies would be modified to direct large trucks around Downtown Gallatin. In addition, the City of Gallatin and TDOT would partner to install appropriate signage within downtown to alert truckers of the prohibitions. Should such modifications be made, it is likely that the City of Gallatin will receive complaints from residents and property owners who are negatively affected by the modification to the truck route. Therefore, a controlled access facility such as State Route 109 Bypass, which has few residential and commercial properties immediately adjacent, would be an appropriate alternative truck route.

Other Traffic Improvements

Should the truck route be modified, it will be necessary to provide adequate signage throughout the revised route. Such modifications will only be as effective as the communication that TDOT has with the trucking companies. Specifically, the updated truck route will have to be distributed universally and consistently to both regional and national trucking companies. Once those steps have been taken, actual enforcement will require a police presence that includes consistent and aggressive ticketing of offenders. In addition, the most effective ticketing policies include penalties for both the driver and the trucking company.

Alley Enhancements

Compared to many downtowns, Downtown Gallatin has very few alleys. However, because of their usefulness, existing alleys should always be retained and opportunities for the creation of new alleys should be pursued. For example, this plan proposes the creation an alley-like system for the blocks bound by West Main Street on the south and West Franklin Street on the north, between West Broadway and GFD Memorial Blvd. Unlike standard alleys, these access lanes are flanked by ninety-degree parking on either side, but they will provide rear access and parking to their adjacent buildings.

With regard to downtown's existing alleys, the following improvements are recommended:

Elimination of utility poles and overhead wiring where feasible. Clearly, the location of utility poles and overhead wiring within downtown al-

leys is much more preferable than on downtown streets. However, as future streetscape improvements occur, opportunities for burying overhead wiring currently located within adjacent alleys should be pursued.

Provision of sufficient lighting.

As the photograph below reveals, at least some alley segments in Downtown Gallatin currently have lighting. However, any segments that lack lighting should be provided with lighting for safety purposes.

Maintaining alleys for cleanliness

Despite their utilitarian function, there is no reason that alleys cannot be relatively free from trash. The City and Greater Gallatin should encourage property owners and tenants to make an effort keep their adjacent alleys clean.

During the course of this planning project, the idea of eliminating dumpsters from alleys was raised. However, because alleys are intended to have low visibility and there are no feasible alternatives for trash collection, it is recommended that they continue to exist in Downtown Gallatin's alleys.



This alley behind the buildings fronting the west side of North Water Avenue, between West Main and West Franklin Streets, is functional but unattractive.

Parking



Turn-of-the-century sales event sponsored by the Gallatin Buggy & Implement Company on the Public Square. The 1857 courthouse, razed in 1939, can be seen at left.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

Surface Parking

On-Street Parking

Because of the importance of convenient on-street parking for Downtown Gallatin's businesses, this plan proposes to maximize on-street parking to the greatest extent practicable. In fact, it is estimated that, even with the proposed streetscape improvements, no more than one or two spaces will be lost per block face. The majority of downtown's parking must be parallel because of limited curb-to-curb distances. However, the Public Square area can continue to accommodate angled parking, which is easier to access and yields more spaces than parallel parking. The proposed streetscape improvements there are projected to result in a total of 38 spaces, 13 fewer than currently exist. However, the proposed design can be modified, if necessary, to yield a few more spaces.

On-Street Parking Designation

It is critical that on-street parking be clearly marked so that potential parkers will be aware of its availability. While the existing parking is relatively well marked in most places, it can be improved in others, and it will be an issue to consider whenever new street paving occurs. It is recommended that parking spaces continue to be designated through paint striping, but the small signage often used by many communities is not recommended in order to avoid any additional visual clutter.

On-Street Parking Management

One of the most effective means for enhancing Downtown Gallatin's parking conditions is to manage the on-street parking differently. At present, on-street parking is limited to 2 hours, and those who violate this limitation are issued a ticket. Despite this current system, abuses by downtown employees appear to be an on-

going problem, which hurts downtown businesses because convenient customer parking is unavailable. Consequently, the following two recommendations are provided:

- Extend the time limit from 2 hours to 3 hours in order to give people sufficient time to shop and dine within a single trip to downtown.
- Issue special stickers for all vehicles of downtown employees. Initiate the program as voluntary, but if it does not work within a few months, adopt a higher fine structure for parking violators that are downtown employees.

Off-Street Parking

Another approach to maximizing downtown's parking supply so that additional new parking is only needed in limited amounts is to physically enhance and promote the existing lots, as follows:

Physical Enhancements

The following measures should be taken to improve Downtown Gallatin's existing parking lots:

- Redesigning and paint striping parking rows for maximum efficiency
- Internal landscaped islands to anchor parking rows, to include shade trees
- Peripheral landscaping, wall or fencing to provide a complete year-round screen along all streets for a minimum height of 3 ft.
- Pedestrian-scaled lighting for safety
- Screening of dumpsters and loading areas to minimize their visual impact
- Limiting parking lot access to alleys and side streets, as opposed to Main Street and Water Avenue
- Extending physical enhancements, particularly lighting, to pedestrian corridors linking rear parking lots with streets



These two photographs illustrate two different, but equally effective, methods for screening parking lots that front onto streets. For Downtown Gallatin, a brick wall might be more appropriate for downtown's core, while landscaping should be reserved primarily for downtown's peripheral areas.



Of those who responded to the household survey regarding the availability and convenience of parking in Downtown Gallatin, 35% thought it is "average," 37% thought it is "poor," and 15% thought it is "very poor." Only 12% believe downtown parking is "good" or "excellent."

Surface Parking



Existing character of Downtown's parking areas



Proposed character of Downtown's parking areas

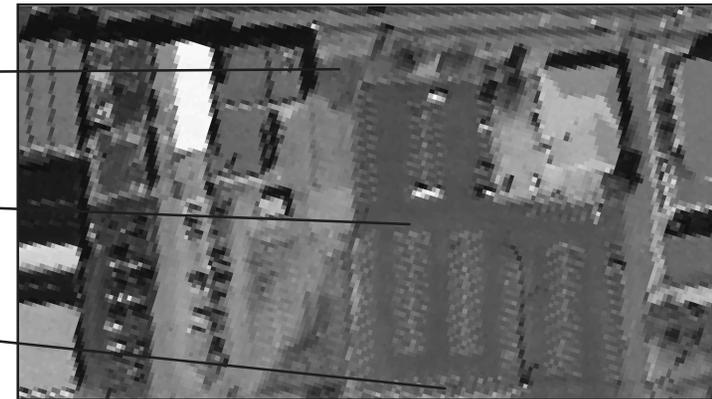
The two images at right illustrate the parking lot located south of East Main Street behind the future new downtown library. The aerial photograph conveys how the parking lot presently appears, while the site plan shows how it might be designed in the future. The proposed layout features an efficiently designed parking arrangement, as well as peripheral screening along the adjacent streets, and internal landscaped is-

lands for shade trees. The proposed design is more attractive and comfortable for future users and might attract more parkers. Although access to the parking lot is shown only off of EastSmith Street, it might also be provided off of

South Boyers Avenue. Also, because this parking area is privately owned, the City should consider either acquiring the property or entering a long-term lease to achieve these improvements.

Existing Parking Area Behind Future Library

- Access off of Main Street
- No Internal Islands or Shade Trees
- No Peripheral Screening



Proposed Parking Area Behind Future Library

- Internal Islands with Shade Trees
- Peripheral Screening
- Access off of Secondary Street



Surface Parking

Employee Parking

It is recommended that a portion of the parking spaces provided adjacent to City Hall be reserved for City employees. However, these spaces should be offered to City employees at a premium. For example, a surface lot not adjacent to City Hall, such as the lot adjacent to the Police Department, could be available to City employees at no cost, but a certain number of spaces adjacent to City Hall could be available for a fee. Also, some spaces adjacent to City Hall could be offered temporarily as a reward to deserving employees. Similarly, because the number of parking spaces adjacent to the Courthouse are in limited supply, it would be desirable to relocate any reserved parking spaces in this location to the parking facilities adjacent to City Hall.

Once new and improved surface parking spaces are available, the number of motorists routinely re-parking on-street in order to avoid infractions of the time limit should be reduced. Also, additional strategies should be pursued, such as those suggested previously on page 26 under “On-Street Parking Management.”

Promotion of Parking

The following measures should be taken to better promote Downtown Gallatin’s existing parking lots:

- Provide small directional signage as needed to guide drivers to public parking lots
- Create and distribute a brochure identifying downtown parking as either a stand-alone brochure or within a broader brochure for

downtown

- Adopt a logo that easily identifies downtown parking



This logo from Downtown Pensacola, Florida, is an example of the type of logo that might be developed for Downtown Gallatin.

Structured Parking

Demands for Structured Parking

Based upon the findings of the background research phase of this plan, consideration was given to the need for a multi-story parking structure within the study area. Such considerations were based on both existing and future conditions.

Survey of Existing Demands

In order to identify existing conditions, the current occupancies of four surface parking lots were counted hourly from 8:00 AM – 5:00 PM on a typical weekday in February 2005. Specifically, occupancies were counted at the following locations:

- The City Hall parking lot between W. Main Street and Franklin Street
- The parking lot adjacent to the Farmers Market and the Police Department, on the north side of Franklin Street and opposite GFD Memorial Boulevard
- The parking lot between E. Main Street and E. Smith Street, immediately west of the Sumner County Courthouse Annex
- The parking lot between W. Main Street and W. Smith Street, immediately east of the First United Methodist Church

The results of these occupancy counts indicate that these four surface parking lots are being used at dramatically different rates. Specifically, the parking lot adjacent to City Hall has very high occupancy rates throughout a typical weekday. Also, there seems to be very little turnover in these parking spaces. These re-

sults are expected because of the significant number of employees in City Hall, as well as the proximity of this parking lot to Public Square and the core shopping area downtown.

In contrast, the surface lot located near the Farmers Market and the Police Department has much lower occupancy rates. These results reflect the distance between this parking lot and the downtown's core business and shopping area. Also, these results suggest that the parking supply within the study area is adequate for the demand. Specifically, although this parking lot is not located immediately adjacent to the Public Square, it is within a reasonable walking distance, and so these spaces would be filled regularly if there were sufficient demand.

The two parking lots south of Main Street demonstrated moderately high occupancies, but also higher turnovers than the parking lots north of Main Street. These results are expected because these lots serve the patrons of the churches and shops south of Main Street. Also, there is evidence to suggest that motorists who are unable to find on-street parking near the Public Square choose to park immediately opposite Public Square and cross Main Street.

Survey Results

The results of the occupancy counts indicate that, currently, there is insufficient need for a parking structure in the downtown area. However, as storefront vacancies are reduced and additional development is brought to the core, it is likely that a parking structure will be needed and wanted in order to serve the business and government community downtown. Specifically, based on information included in *Parking Generation, 3rd Edition*, which was published by the Institute of Transportation Engineers in 2004, the addition of 65,563 square feet of mixed retail space, as suggested in Development Scenario

A of this plan's *Concept Plan*, will require approximately 247 parking spaces during the peak hour of a typical weekday. Similarly, the addition of 87,995 square feet of mixed retail space, as suggested in Development Scenario B, will require approximately 331 parking spaces during the peak hour of a typical weekday.

Meeting Future Demands

Initially, the usage of existing surface lots within the study area could be increased by enhancing these facilities to provide improved pavement conditions, lighting, and accessibility. Also, directional signage for the existing parking areas should be provided extensively throughout the study area. However, full build-out of the downtown will likely warrant the construction of a parking garage that includes at least 200 parking spaces. A reasonable footprint for such a facility is approximately 150 feet by 250 feet, and a garage with at least 200 spaces will need to be two or three stories high. It is important to note that any garage constructed on an existing parking lot will also need to include replacement parking spaces, in addition to the new spaces warranted, in order to account for surface parking spaces displaced by the construction of a new parking structure.

Although a parking garage with 200 parking spaces – in addition to any displaced by the construction of the garage – would be a relatively small garage, it would be easily sited within the study area and funding would be manageable. In the future, should the demand for this facility exceed its capacity, a second, similarly-sized facility should be considered.

Next Steps for Implementation

As significant additional development occurs within Gallatin's downtown core, a parking study should be conducted annually in order to measure the effectiveness of these improvements,

Structured Parking

as well as document and track the parking needs of the redevelopment that occurs within Downtown Gallatin. Based on the results of these future parking studies, a parking structure should be considered for construction when the surface parking lots within the study area are at least 75% full during each hour from 8:00 AM to 5:00 PM. Ideally, these results should be found during three different typical weekdays in non-consecutive weeks.

As funding for a parking structure is considered, both construction funds and maintenance funds should be identified. In general, a parking garage will cost approximately \$10,000 per parking space, and the construction of this facility could be paid with public bonds or various public-private partnerships. Also, operating expenses could be funded with parking fees, self-imposed fees collected by the business community, or an escrow account established pre-construction and funded with impact fees assessed on new development.

Locational Options

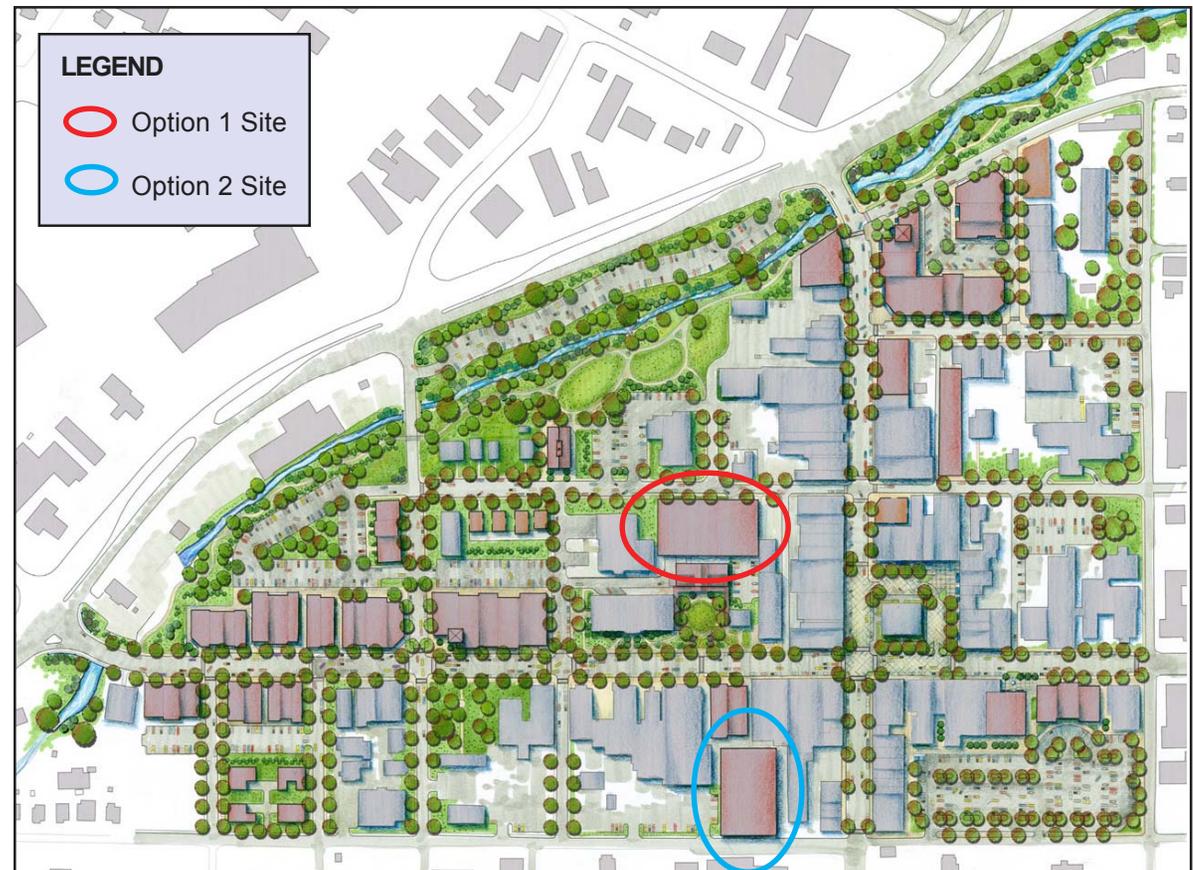
Because of the substantial costs and potential benefits that a public parking structure can bring to Downtown Gallatin, a great deal of thought should go into its location. Therefore, the following criteria have been developed in order to maximize the benefits of the garage:

- A site within one or two blocks of the public square in order to leverage economic spin-off benefits to downtown's retail core
- A site large enough to accommodate the garage's building footprint

- A site lacking historic buildings that might require demolition for the garage's construction
- A site that does not require the garage to front directly onto Main Street or Water Avenue

Based upon those criteria, the two most logical sites include the parking lot immediately east of City Hall and the parking area located behind the Methodist Church on Main Street. In comparing those two sites, it is recommended that the top priority be given to the City Hall site for the following reasons:

- 1) Because of the pedestrian barrier created by Main Street's peak hour traffic, and the fact that more destinations exist on the north side of the street, the garage will likely be more used if located north of Main Street.
- 2) A garage at City Hall will replace parking spaces lost by the creation of the proposed new park and the City Hall Annex.
- 3) The City Hall site will better serve the Courthouse than the alternative site.
- 4) The City Hall site is already owned by the City.



Structured Parking

Design Issues

The following issues should be considered in the design of any future parking structures for Downtown Gallatin:

Prohibit Vehicular Access Off of Main Street and Water Avenue

Peak hour traffic congestion on Main Street and Water Avenue have been identified as major issues for Downtown Gallatin. In order to minimize vehicle delays, as well as reduce the potential for vehicle conflicts with both other vehicles and pedestrians, no parking garage access should be provided on Main Street or Water Avenue. A garage located adjacent to City Hall, for example, should be accessed off of Franklin Street, while a garage located behind the Methodist Church on the south side of Main Street should be accessed off of Smith Street.

If Fronting Directly onto Main Street or Water Avenue, Require Groundfloor Retail/Service Space and Minimize the Access Point Width

As emphasized above, it is recommended that any future parking garages in Downtown Gallatin not be accessed from Main Street or Water Avenue. However, if such access should occur, it is recommended that the garage's access point be as narrow in width as possible in order to minimize the visual and functional disruption to the streetscape.

It is also recommended that parking garages not front directly on either of these two important streets. However, if they should, at least 50 percent of the ground floor frontage should consist of retail or service use space. Such space should have a minimum floor-to-ceiling height of 14 feet.



It is preferable that any new parking garages for Downtown Gallatin not front directly onto a key shopping street. However, should that occur, they should be designed to accommodate ground floor space for retail and service uses, as with these two examples.



If Highly Visible from a Key Street, Design the Front Facade as a Building

If a parking garage in Downtown Gallatin will be very visible from Main Street or Water Avenue, the facade facing that street should look more like a building than a parking structure in order to be visually compatible with its historic context. It should feature the following design elements:

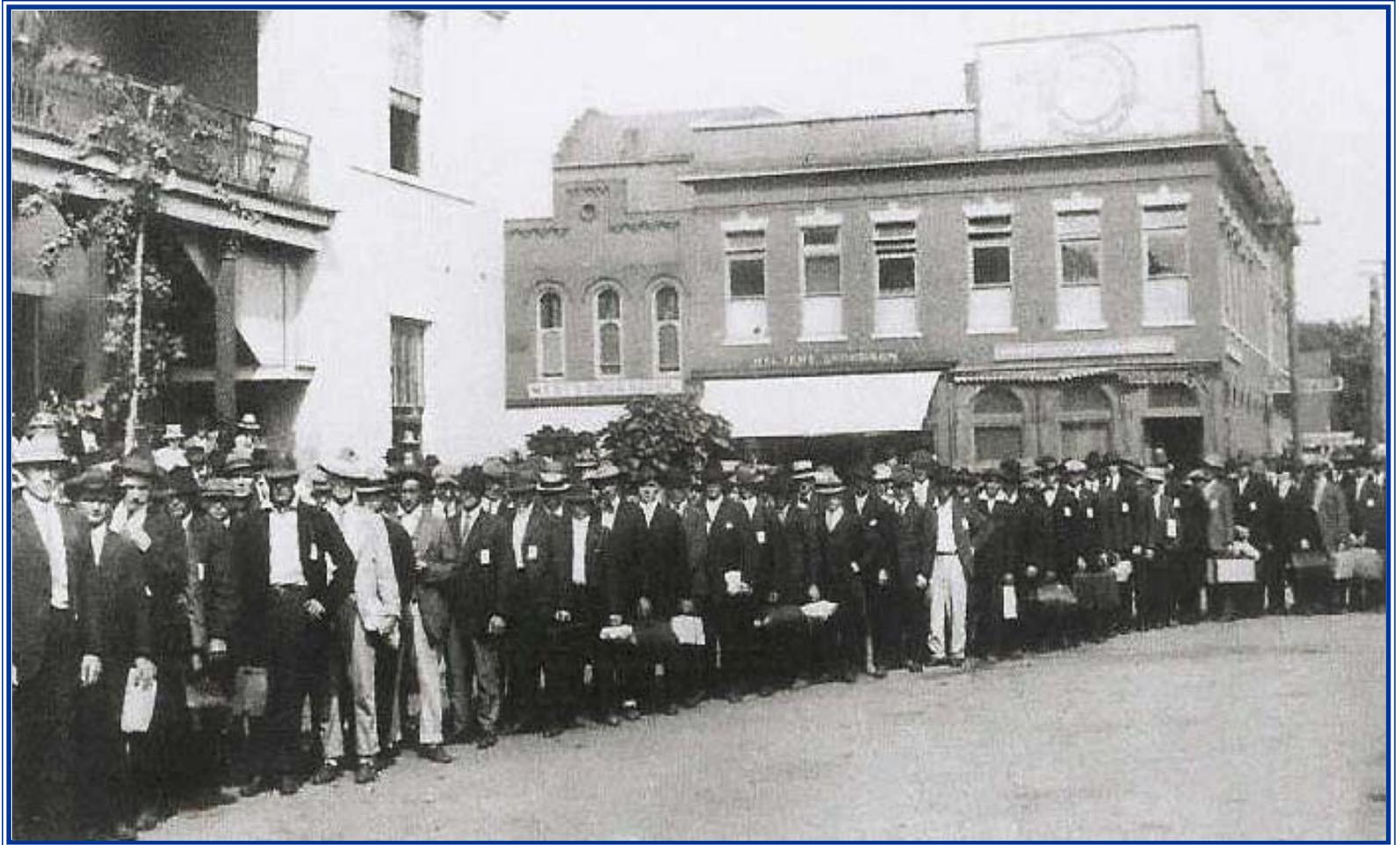
- A flat floor plate with ramps at the ends of the

- structure rather than consisting of a continual ramping design
- Openings resembling windows more than parking garage openings for ventilation
- Architectural detailing, such as window lintels and sills, and cornices along the roof line
- Exterior cladding of brick or similar materials found historically on the exterior of Downtown Gallatin's buildings



This just-completed parking garage reads from the street as a historic building because of its scale, design and pattern of openings, exterior materials, massing and architectural detailing.

Public Spaces & Facilities



Sumner County men gather in Gallatin's Public Square in 1917 to depart for World War I.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

City Hall Park

Need for a Park

As documented on page 15 of this plan's *Background Study*, Downtown Gallatin has very little existing public greenspace. In fact, with the exception of a few small lawn areas associated with institutional buildings, the green space in front of Trousdale Place is downtown's only legitimate public space, and it is not very central to the downtown. Furthermore, the community visioning process that has accompanied this planning project also resulted in a strong public desire for a viable downtown park.

Park Location

In looking at various potential locations for a new park, the large parking lot immediately east of City Hall was the consensus location that emerged from the Concept Plan that proceeded this Master Plan. In addition to being relatively central to downtown, it is also owned by the City, making implementation quite feasible. Its location between two public buildings, City Hall and the Chamber of Commerce / Visitors Center, is also in keeping with traditional downtown planning principles. Furthermore, the physical

layout of the commercial building located to the immediate east of the Chamber of Commerce lends itself to fully exploiting the nearby future park. Although the existing ninety-degree "head-in" parking for this retail building is an unsafe and undesirable arrangement that is more typical of a suburban strip center than a historic downtown, it would lend itself nicely to conversion into outdoor dining space having views to the park.

This building and parking area near the proposed park would make for excellent outdoor dining.



Park Functions & Design

It is proposed that the new city park will be used for both formal and informal purposes. Formal functions would include public ceremonies, speeches and organized special events. Informal functions might include picnicking, strolling, reading, conversing and other leisurely activities. The park's key design features should include the following:

- Expansive lawn areas
- Limited paved surfaces or "hardscaping"
- Shade trees to define the park's spaces
- Ample seating and other furnishings



This image conveys the general character recommended for the new downtown park, including expansive lawn areas, limited paved surfaces, and mature shady trees.

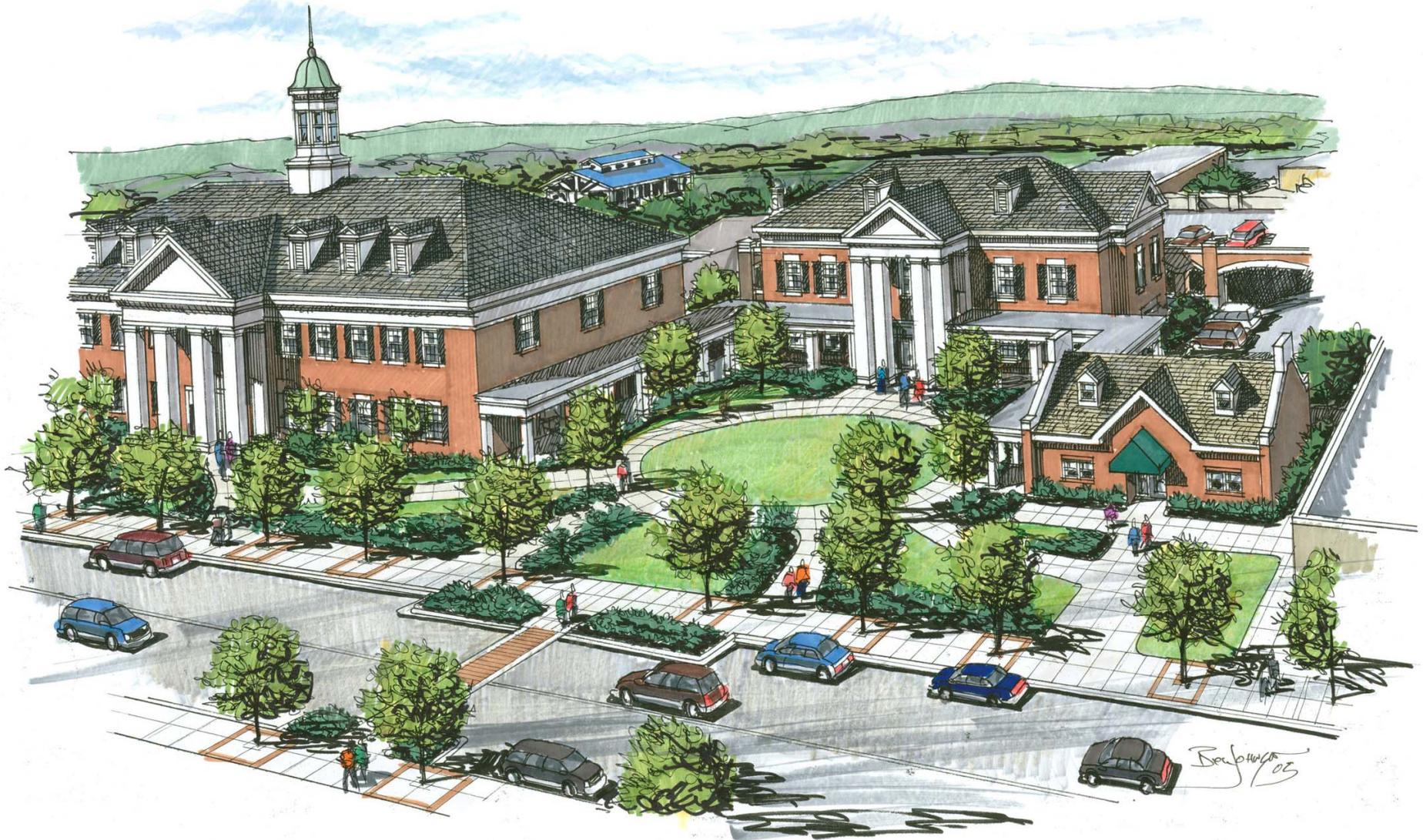


The proposed new park would be the crowning jewel of a new municipal complex. The park would be bound by City Hall, the new City Hall Annex and the existing Chamber of Commerce headquarters.



Although the existing space between City Hall, at left, and the Chamber of Commerce building, at right, presently houses a parking lot, it is proposed that the space be filled with a new City Park, a City Hall Annex, and a potential public parking garage.

City Hall Park



The proposed City Hall Park would replace an existing parking lot and feature a new City Hall Annex as its back-drop. Behind the annex building is a proposed new parking garage to serve both City Hall and nearby businesses. In order to replace the parking lost because of the new annex and park, the parking garage should occur first. The park would be open and grassy in the center, enclosed by a paved circular pathway, and framed by a roofed colonnade that connects all three buildings. The proposed new Farmers Market / Multi-Use Pavilion can be seen in the background (blue roof color).

Public Square Enhancements

Need for Enhancements

There were two substantial limitations identified with the courthouse area during the background research and public input phase of this planning project: 1) existing trees obscured views to the courthouse, and 2) the public square lacked functionality for public events. The City acted promptly on the tree issue by removing them before the plan was completed. However, even with the development of the proposed new park by City Hall, there will still be a need for a large hardscaped area that can withstand the impacts of large events that the fragile lawn of a park cannot.

Proposed Enhancements

The proposed improvements to this area can be categorized into two groups: those targeted to the courthouse and those specifically for the surrounding Public Square.

Courthouse Improvements

At present, the exterior of the Courthouse building appears to be in relatively good condition, so no recommendations are proposed for the building. Now that the former Bradford Pear trees that surrounded the building have been removed, it is recommended that they be replaced with



Compared to the historic post card at left, this photograph illustrates the extent to which the former Bradford Pears once obscured the courthouse.

smaller ornamental trees. Such trees will still visually compliment the Courthouse and provide summer shade, but will not obscure this important building. With proper uplighting, this building's architectural grandeur can be accentuated at night. In fact, colored lights might be periodically alternated to provide a "light show" that Gallatin residents look forward to with anticipation.

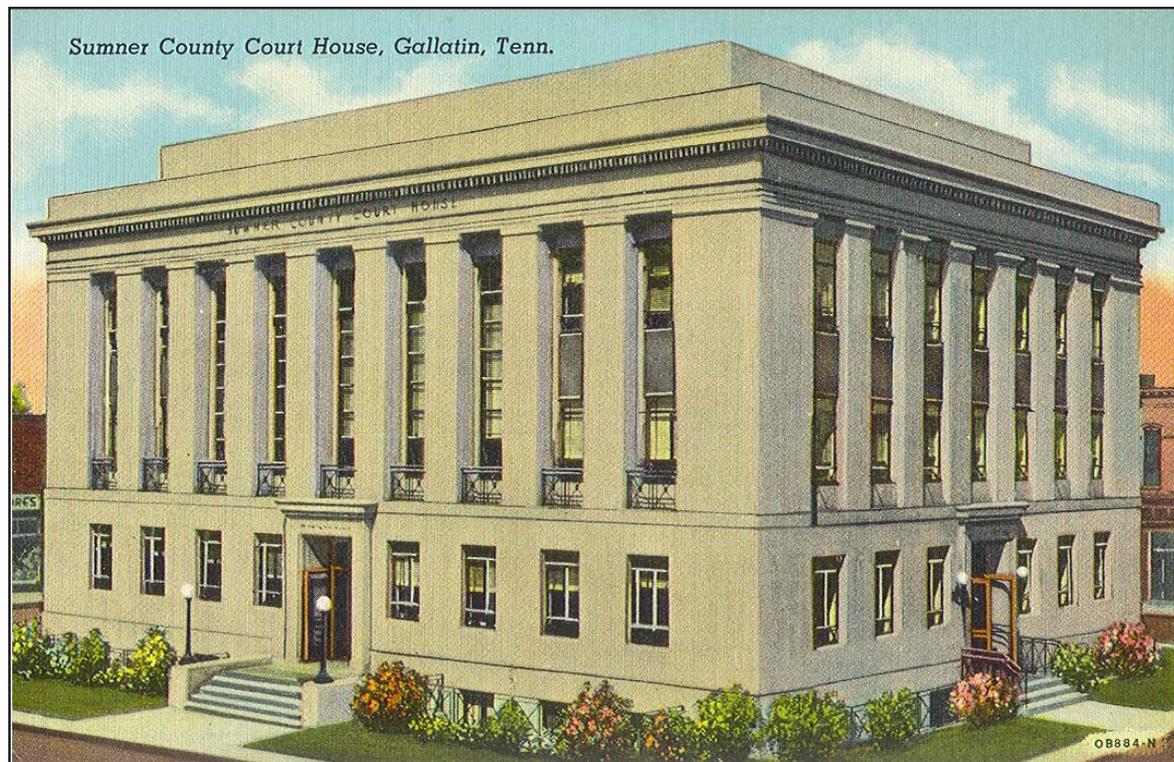
Public Square Improvements

In order to make the Public Square more functional for special events, the following enhancements are proposed:

Remove one of the two driving lanes. Because the square features only one-way traffic accessing angled parking, only one lane is needed.

Expand the width of the sidewalks fronting the square's commercial buildings. By picking up roughly 11 extra feet with the lane elimination, an equal width can be added to the sidewalks.

Replace the asphalt on all four street segments surrounding the Courthouse with a higher-quality paving treatment. Adding a surface utilizing brick pavers, scored concrete, or some similar



This historic old post card underscores the importance of the Sumner County Courthouse to the surrounding community, both at the time of its construction and today.

Public Square Enhancements

treatment will visually enhance the area, reinforce the significance and prominence of the Courthouse, and provide a traffic-calming effect to drivers.

Provide plenty of utility hook-ups for events. These can be accommodated in the base of street lights and elsewhere.

Fit the Public Square for removable bollards. These can be temporarily placed at the Public Square's intersections with Main Street and Water Avenue to block off traffic during events.

Street Paving Treatment

There are multiple options for providing the Public Square with a special paving treatment. In an ideal world, brick pavers or some similar looking concrete pavers could be used as the sole material. However, at a cost of approximately \$12 per square foot, the total cost for the entire Public Square would be roughly \$1,257,300, not including permits, fees, traffic control, repair of unknown underground vaults adjustment or relocation of underground utilities. Existing street lights and signs would be reused. An alternative design could incorporate brick banding with scored and/or broom-swept concrete fields at a cost of approximately \$6 per square foot, or half of the total cost cited above. Although the alternatives of stamped and stained concrete or asphalt were considered as a less expensive treatment for the Public Square, it was determined that the appearance and overall lack of durability of those options would be unworthy of such an important and historic area as Gallatin's Public Square. In particular, the inevitable patching that will be required because of future occasional utility repairs cannot be achieved in a manner that results in a seamless patch. The recommended alternatives, on

the other hand, can be patched much more easily and less noticeably.

Public Square Enhancement Phasing

The final section of this plan, entitled "Implementation Matrix," provides information on where the proposed Public Square enhancements fit into the overall recommended time-frame for plan implementation. However, it is recognized that implementing these enhancements may not be feasible within a single phase because of the costs. Consequently, the following order of priority is suggested for phasing the Square's improvements should multiple phases be required:

Phase 1:

Expansion of sidewalk widths adjacent to the buildings north and east of the Courthouse through the elimination of one of the two existing driving lanes.

Phase 2:

Installation of special street paving treatment on Main Street and Water Avenue adjacent to the Courthouse.

Phase 3:

Installation of special street paving treatment on the Public Square streets north and east of the Courthouse.

This proposed phasing is based upon the idea that the most urgent improvement is to make the Public Square more pedestrian-friendly and better suited for outdoor dining on the expanded sidewalks. With respect to the proposed street paving treatments on all sides of the Courthouse, Main and Water are prioritized because of their high visibility compared with the other two streets.

See Appendix A for a breakdown of project costs.

Impact on Parking Spaces

In keeping with the plan's goal of maximizing on-street parking, the proposed Public Square enhancements result in a loss of 13 spaces, dropping from 51 to 38 spaces. However, if absolutely necessary, the proposed design could be modified to yield a few more spaces. Also, as with all on-street parking in Downtown Gallatin, once the recommendations for managing on-street parking and physically enhancing off-street parking occur, downtown's on-street parking will be utilized more efficiently and experience higher turnover rates.

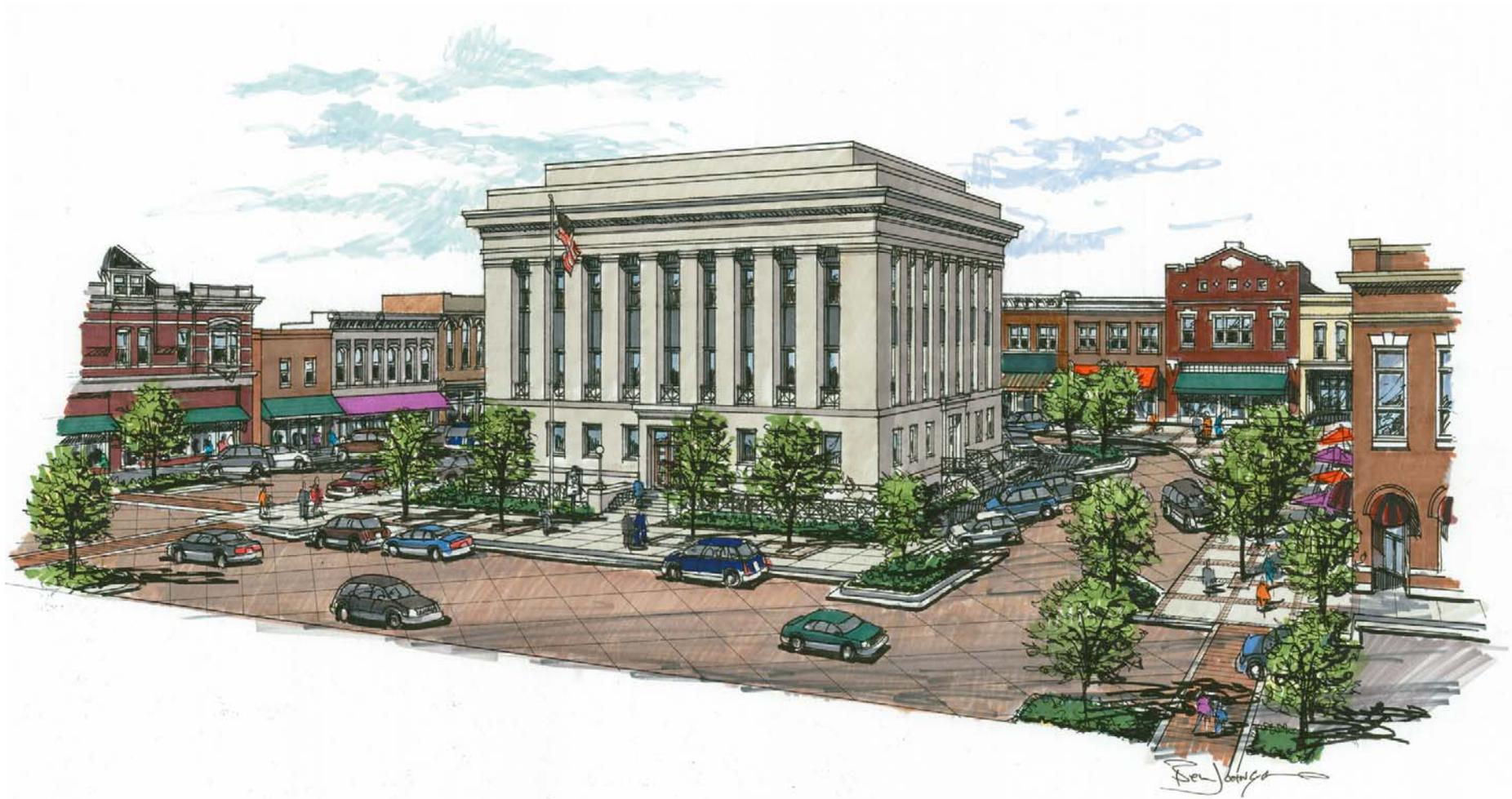


Ornate bollards such as these can be removable and used to temporarily block off the Public Square from vehicular traffic during special events.



Although the Public Square will continue to function as it does today for access and parking, paving and design enhancements will allow for easy conversion into a special events venue.

Public Square Enhancements



The proposed enhancements to the Sumner County Courthouse include replacement of the existing Bradford Pears with smaller complimentary trees and colorful uplighting to create a night-time “light show.” More significantly, the surrounding Public Square can be improved to still accommodate vehicular access and parking as it does currently, but to also lend itself toward special events. The proposed special pavers for all four street segments surrounding the Courthouse will help to frame it in a manner that underscores the Public Square’s significance to the community.

Town Creek Greenway

Town Creek's Current Condition

Town Creek is presently in a condition that is unattractive and lacking in environmental value. It is dry most of the time during summer months, it is closely surrounded by development where it traverses the downtown study area, and it is polluted with both solid materials and stormwater run-off. It is also physically inaccessible to the public.

Despite these negative characteristics, the creek has tremendous potential. Town Creek has the capability to provide a green ribbon through Downtown Gallatin, as well as a wonderful recreational amenity that can serve the entire community. One issue to be resolved is an engineering solution to keeping the creek bed watered year-round.



Recommended Improvements

The following improvements to Town Creek are recommended:

- Public acquisition of floodplain lands along Town Creek
- Clean-up of the existing refuse in the creek
- Strategic landscaping with indigenous plant materials to screen out unattractive views
- Development of a paved pathway along the south side of the creek
- Development of a public parking area on the north side of the creek
- Development of a farmer's market / pavilion on the south side of the creek at the northern termination of G.F.D. Memorial Blvd.

See page 39 for details on the proposed Farmer's Market and multi-use pavilion.

Town Creek Greenway

Implementation Phasing

Because of the overall potential cost of the greenway project, it is recommended that the Town Creek Greenway be implemented in four phases, as follows (see map at right):

Phase 1

This phase includes the area directly behind the proposed Farmer's Market designated as open park area on the plan. This phase would provide the downtown with an informal park area within the very near future, and it would complement the Farmer's Market.

Phase 2

This second phase addresses the existing open area to the northeast of downtown. This area is physically contiguous with Phase 1, and it is already cleared from development.

Phase 3

Phase 3 entails the acquisition of property to the north of the creek and converting it into greenway parking. Because this area includes existing development and will be costly, it might be done in sub-phases.

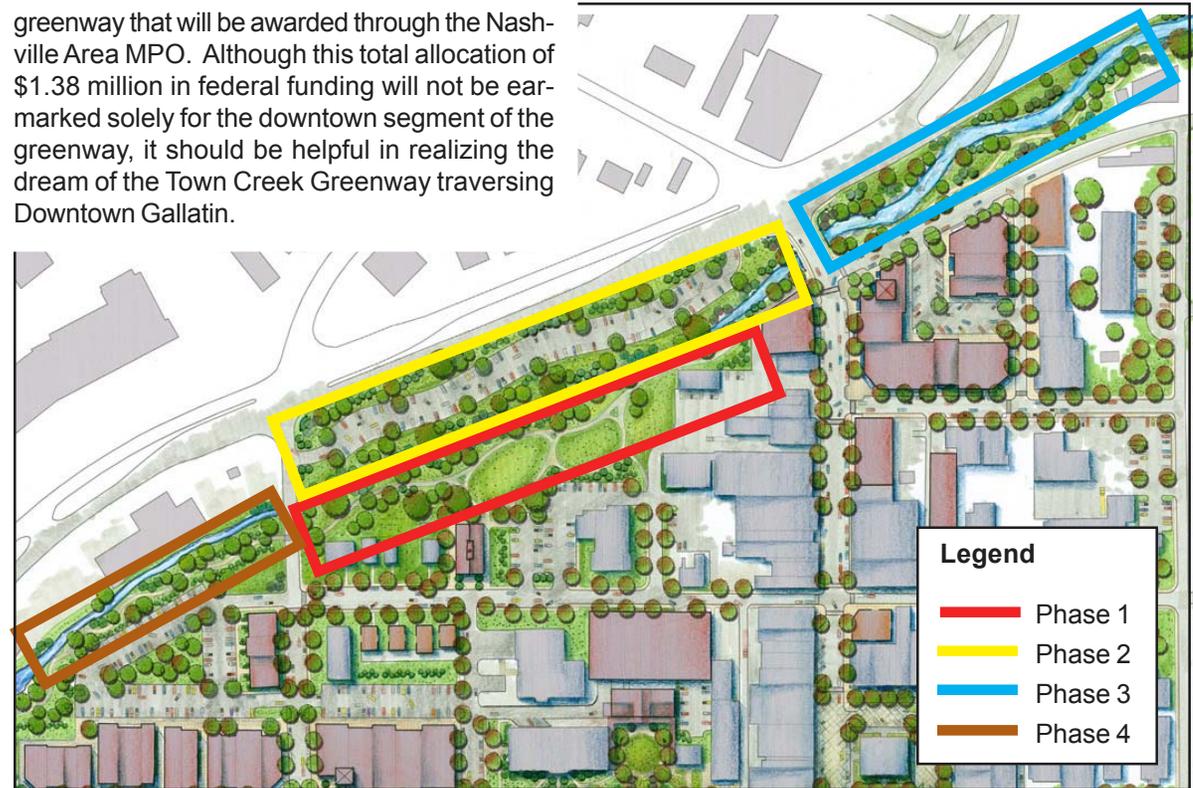
Phase 4

This final phase consists of converting the north-west segment of the creek and potentially connecting with other community-wide segments of the greenway.

Project Funding

The City of Gallatin was fortunate to recently be awarded a federal grant of \$532,000 for development of the greenway along Town Creek from Triple Creek Park to Downtown Gallatin. Furthermore, the City is anticipating receiving another \$648,000 in federal funding for the

greenway that will be awarded through the Nashville Area MPO. Although this total allocation of \$1.38 million in federal funding will not be earmarked solely for the downtown segment of the greenway, it should be helpful in realizing the dream of the Town Creek Greenway traversing Downtown Gallatin.



In addition to being polluted, Town Creek is flanked by development within the floodplain along much of its downtown context.



This photograph illustrates how dry and barren Town Creek can be during summer months.

Farmers Market / Multi-Use Pavilion

Current Farmers Market

At present, a farmers market exists in the police station parking lot on the south side of Town Creek. This site fronts onto West Franklin Street, and GFD Memorial Blvd. terminates at it. It is presently housed in a crude open-air structure, and its operation is relatively loose and informal. The market operates from late-Spring through August, and the types of products sold are not very regulated. In addition to produce, flea market type merchandise is sold.



The existing farmers market is in a parking lot.

Proposed Farmers Market / Pavilion

The following recommendations are for a new and improved farmers market intended to create a greater draw to Downtown Gallatin:

Location

There are multiple reasons to keep the proposed farmers market at the same general location as the existing market. The patrons of the current market are familiar with the location and in the habit of frequenting the site. Furthermore, the existing and proposed site will have good visibility from the highway if and when the development abutting the north side of Town Creek is eliminated, and the market's adjacency to the proposed Town Creek Greenway could create a synergy between the two uses.

Physical Facilities

Structure's Design

It is proposed that a single structure be built to house the market's main operations, while overflow vendors could be located adjacently and provide their own shelters, such as tents. Although the specific design and character of the structure is not critical, it should be both utilitarian and interesting. One popular design for many contemporary farmers markets is a simple gable roof supported by posts to provide a covered but open-air shelter. This type of design often emphasizes the structural components of the structure by leaving beams and rafters exposed and sometimes even exaggerated in scale. Agricultural motifs, such as farming implements and various types of produce, might also be playfully used in the architectural detailing (see following page for a design example).

Structure's Location

It is recommended that the main structure be located to align with the termination of GFD Memorial Blvd. By fronting the structure's primary facade toward this street's axis, it will provide an interesting visual termination and another landmark to better orient people to downtown. Although pavement should not be an overly dominant feature of the site, there should be sufficient access for trucks to load and unload at the main market building. In addition to being a farmers market, the structure should also be adaptable for other community purposes.

Landscaping

Landscaping should consist primarily of trees to offer shade and visual interest. Some beds of perennials and native grasses should be used in keeping with the 'rural farmer's market' concept.

It is recommended that there be a limited use of shrubs due to maintenance challenges and security issues. This area should have vegetation that will bloom several times a year.



It is proposed that the new Farmers Market pavilion serve as a visual termination at the north end of GFD Memorial Blvd.



Farmers Market / Multi-Use Pavilion

Operations

It is recommended that the farmers market be owned by the City and managed by Greater Gallatin in order to increase its quality and scale. The operations should establish standards and regulate the types of produce/products sold, the design and appearance of vendor areas, and the vendors that sell.



Although a variety of design options should be considered for the pavillion, one popular design used for many other urban farmers markets consists of a simple gable roof supported by columns to provide a covered but open-air space.



A high-quality farmers market is an excellent way to attract numerous people to Downtown Gallatin who may not otherwise frequent the downtown. Visits to the farmers market are a good way to remind people that Downtown Gallatin exists, thereby attracting them their for subsequent trips for dining, shopping, and entertainment.

Downtown Gateways

Purpose

Gateways are an opportunity to make a positive first and last impression, which is significant for any downtown marketing efforts. It is important that entry points into Downtown Gallatin convey a strong sense of arrival and departure to visitors, and this impression should be conveyed positively through a high level of visual quality.

Gateway Locations

It is recommended that three gateways be initially designated for downtown, with the potential for two more at a later point in time. The initial three gateways should be at Broadway's intersections with West Main Street, North Locust Avenue, and North Water Avenue. These three locations see the heaviest traffic levels, they are highly visible for through traffic traversing Broadway, they are the three most clear-cut points of arrival for Downtown Gallatin. At some point in the future, the City may be interested in designating gateways at points on East Main Street and South Water Avenue, but at present the lack of a clearly identifiable "entry point" does not bode well for such a measure.

Gateway Designs

Their exact design treatment is not critical, but any gateways to Downtown Gallatin should draw attention and convey a strong sense of quality in materials and design. It is recommended that each gateway include the following key components:

- Human-scaled signage exhibiting a high level of craftsmanship (see sketch on Page 42)
- Landscaping as both decoration and to visually screen any unattractive adjacent views
- External lighting directed on the gateway treat-

- ment but carefully shielded to avoid glare
- A series of decorative street lights with colorful banners flanking both sides of each bridge over Town Creek (see sketch on Page 42)

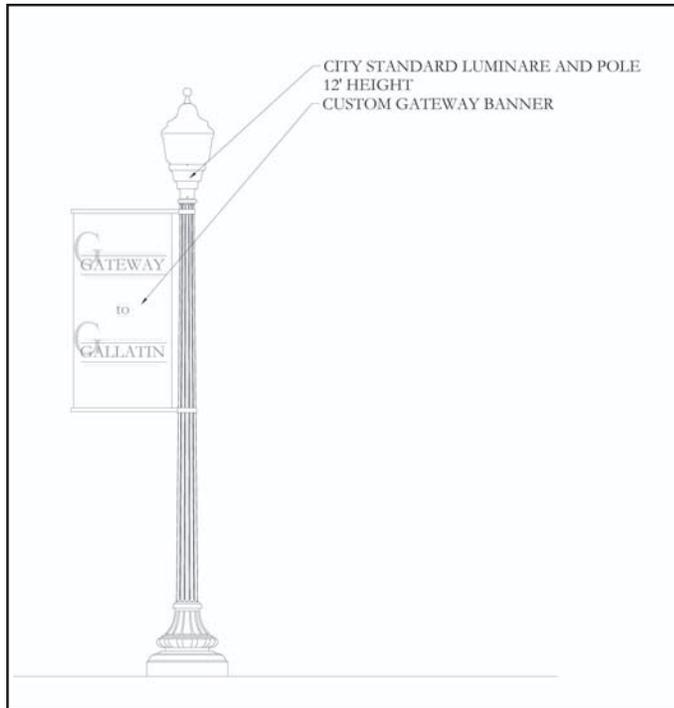
The signage should have a simple and concise message welcoming visitors to Downtown Gallatin. Also, the landscaping should include plant materials with seasonal color, as well as evergreen materials where year-round screening is needed. It is important to keep in mind that gateway treatments will have a limited impact until issues such as overhead wiring and large signs are first addressed along the downtown's gateways.



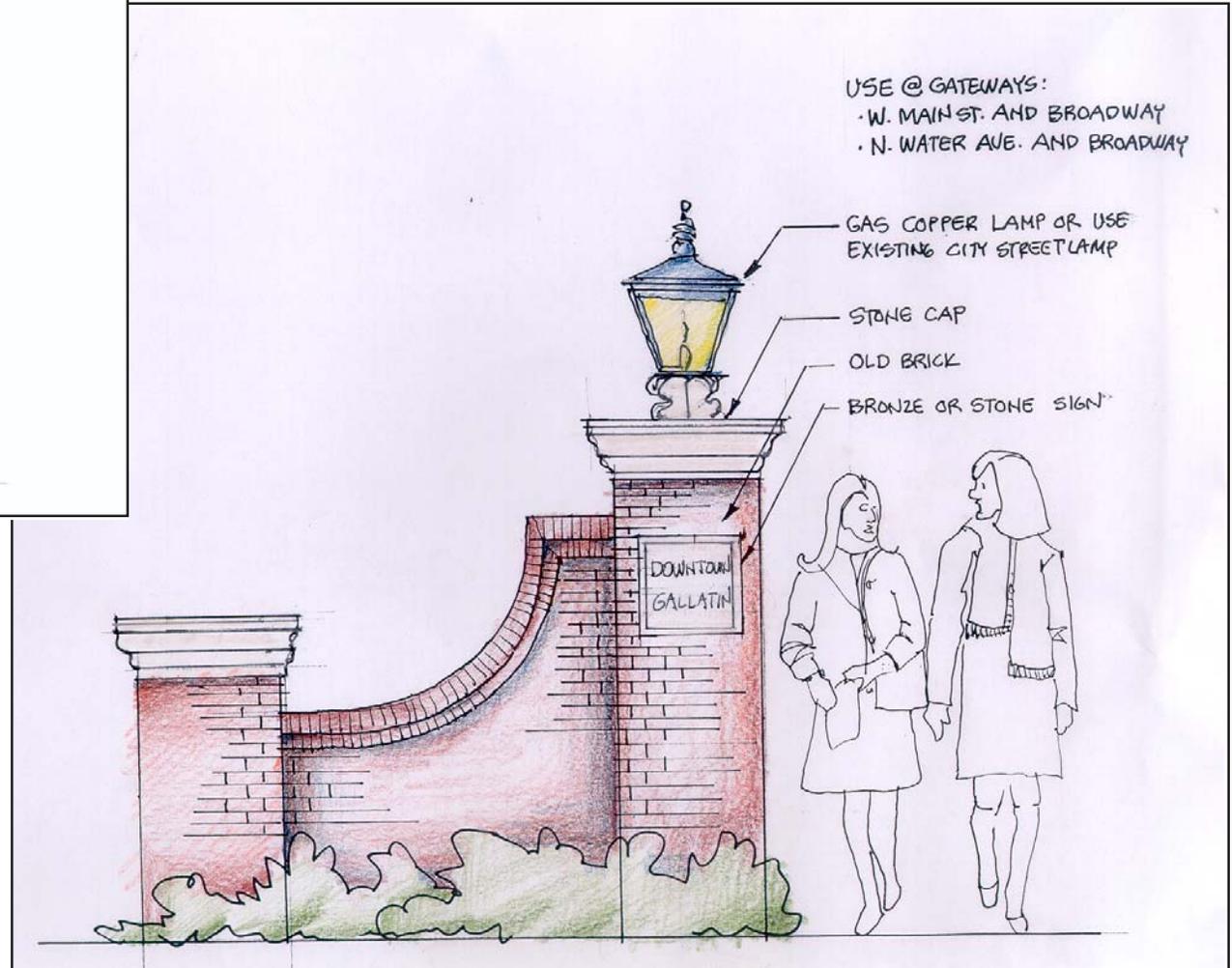
The current gateway to Downtown Gallatin from Broadway via West Main Street fails to convey a positive first and last impression.



Downtown Gateways



A historic looking and human-scaled light fixture is recommended for flanking the proposed gateway treatments to Downtown Gallatin. It can be embellished with a colorful banner, and banners can be changed out to reflect seasons and holidays.



This gateway signage could be applied to each gateway to Downtown Gallatin.

Utilities

Water

The City of Gallatin Public Utilities provides formal planning for public water for the Gallatin area. Water service for the Downtown Gallatin study area ranges from very good in the core to fair as it extends beyond the public square. There is a relatively new 12-inch water line that is located in Main Street and is tied to an existing 10-inch line running in Water Avenue.

According to the Water Department, adequate fire protection is currently available for the area in and around the public square. The perimeter of downtown, however, will require evaluation on a case by case basis as the area redevelops and more specific demands are known.

Sanitary Sewers

Wastewater services are provided by the City of Gallatin Public Utilities. Sanitary sewer lines are available to most all locations within the downtown study area. In fact, downtown, especially the public square area, has a number of unmapped sanitary sewer lines. These are typically old and in need of repair or replacement. As building rehabilitations and redevelopment occur, the individual sanitary sewer needs will require evaluation and coordination with the City on an as-needed basis.

Storm Sewers

Stormwater management, planning and review is the responsibility of the City of Gallatin's Department of Public Works. There are no specific stormwater systems improvements that were identified within the master plan area. Due to the lack of mapping for existing stormwater drainage, renovations and alterations of the street and drainage system should be evaluated

on a case-by-case basis.

However, the overall topography of the area allows for excellent drainage for the public square in any direction. The existing street drainage is good, but should be evaluated prior to specific street improvements. For example, the capacity of the existing curb and gutter system to transport stormwater has been diminished in some areas where the street surface has been overlaid several times. Prior to additional resurfacing, these areas should be milled to restore the curbs ability to transport stormwater.

Town Creek is one particular area identified for needed future improvements. Development along this drainage corridor will require coordination with the City Engineer. There is a mapped floodplain and floodway along Town Creek that will limit certain types of development along the creek. Greenways, landscaping and parking are the types of improvements that should be encouraged in such areas.



Town Creek is an important drainage corridor for the downtown area, and much of the land along it is a floodplain not conducive toward development.

Gas

Gas service is available throughout the downtown study area. The City of Gallatin Public Utilities is responsible for providing gas service.

Electricity & Telecommunications

Electric service is supplied by the City of Gallatin Department of Electricity. The main power for the buildings in the public square and along the core of Main Street are fed from the rear alleys and peripheral minor streets. However, overhead lines on wooden utility poles are prevalent along downtown's other streets. These lines could be buried as part of future streetscape improvements in order to provide a more aesthetic appearance for the downtown area. The telephone and cable services typically follow the same route as the electric services. These services can be relocated underground as needed and in the same trench as electric lines. In fact, the Gallatin Department of Electricity provides specific details for underground conduit that would accommodate such burials. The conduit would provide for multiple utilities, including telephone lines, cable, and related lines. It is recommended that new installation and relocated existing overhead utilities go underground as much as possible, especially on those segments of Main Street and Water Avenue where they are still above ground.



Although Water Avenue is a highly-traveled and highly-visible street, only the segment near the public square is currently void of overhead lines. This portion of South Water could be greatly enhanced by underground lines.

Economic Restructuring, Marketing & Promotion



1920s photograph of Perkin's Drug Store on the Public Square.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

Market Position & Image Development

Market Position

For the purposes of this plan, the term “market position” refers to how a particular area relates to its broader economic and market context. It is critical to the future success of Downtown Gallatin that it have a clear understanding of its current and desired market position within the area.

Existing Market Position

Downtown Gallatin is currently part of a broad regional market. Despite the community’s increasingly diminished role as the center for a rural economy, Gallatin is still the largest market center in the upper Cumberland counties, including Trousdale, Macon, Smith, and Clay. However, Downtown Gallatin has lost its preeminent economic position as the market center of this region to Hendersonville and competitive nodes along I-65 and I-40.

Regardless, there are specific market segments for which Downtown Gallatin has maintained a strong position within the regional economy. For example, Gallatin’s governmental employment base, particularly local governmental jobs, is still a key component of Downtown Gallatin’s market. Similarly, downtown is still an important center for financial and legal services, with the latter being drawn to the County Courthouse. Downtown is also a religious center based upon the several existing churches that have made a long-term commitment to remain in Downtown Gallatin. Beyond those primary sectors, however, Downtown Gallatin does not necessarily have a particularly high level of market strength, especially with regard to general retail, service and residential uses.

Proposed Market Position

Based upon downtown’s existing strengths and potential, as well as market opportunities within the region, the following market segments should become a focus for Downtown Gallatin:

Existing Strong Sectors to Expand

- Governmental offices
- Legal Services
- Financial Institutions
- Religion

Existing Weaker Sectors to Fully Develop

- Specialty Retail
- Dining
- Entertainment
- Residential
- Offices for Small Businesses
- Farmers Market



Although Downtown Gallatin may want to borrow some of the market strategies employed by the outlying suburban commercial centers, it needs to develop its own niche in the trade area rather than competing head-to-head with suburban businesses such as these.

Image Development

In order to successfully market a product, including a downtown, it is important that it first be understood how that product is currently perceived by the market. Then the optimal image to project in the future must be decided.

Existing Image

At present, there is no clearly distinct image for Downtown Gallatin, neither inherently or consciously promoted. However, the household survey administered as part of this project identified two perceived existing strengths for downtown - historic character and walkability/small town feel. Those two categories, combined, captured 82% of the responses. Therefore, it can be assumed that those two characteristics comprise, at least in part, Downtown Gallatin’s current perceived image.

Proposed Image

There is a range of potential themes for Downtown Gallatin to choose from, but some of the more common ones developed for other downtowns include: “Small-Town USA,” “Historic District,” “Chic Shopping & Dining District,” “Hip Entertainment District,” and “Bohemian District.” It is not critical that a downtown lock itself into any one particular image, as combinations can sometimes work. Regardless, many of the images listed above would be clearly inappropriate for Downtown Gallatin. Based upon Downtown Gallatin’s existing and potential strengths, it is recommended that the following key themes be projected through its future marketing efforts:

- Historic Downtown
- Small-Town USA
- Dining & Shopping District
- Special Events Venue

Tenant Mix

This plan section focuses on retail and service oriented businesses for Downtown Gallatin, as opposed to office, governmental, religious and similar uses.

Existing Tenant Mix

Of Downtown Gallatin's current mix of retail and service businesses, most of its building area (63%) consists of "shopper goods." Also referred to as "comparison goods," such as antiques, furniture and clothing, these retail businesses comprise 33 of downtown's existing 61 retail businesses, totalling 120,000 square feet. Eating and drinking establishments account for the second largest amount of retail space (14%), followed closely by "convenience" businesses. These businesses include florists and cleaners, and they occupy 13% of downtown's building space. The remaining two business categories within retail and service uses are personal services and entertainment, which comprise only 6% and 4% of space, respectively. A much more detailed analysis of the existing tenant mix can be found in "Appendix A: Existing Market Conditions" of this plan's *Background Study*.

Proposed Tenant Mix

"Appendix A: Preliminary Market Findings & Recommended Business Mix" of this plan's *Concept Plan* outlines two different scenarios regarding the market potentials for Downtown Gallatin. Scenario A is based upon a moderate level of physical improvements and marketing efforts for downtown, while Scenario B hinges upon a more aggressive set of strategies. The recommended tenant mix takes a conservative approach by

assuming Scenario A. Therefore, the following market demand is projected by square feet of building area:

Gross Demand (SF)				
Type of Good	2004	2009	Existing	Net New
Convenience	18,300	22,200	13,400	8,800
Shopper Goods	142,200	126,000	79,600	46,400
Eating/Drinking	31,000	32,000	25,800	6,100
Entertainment	14,200	13,700	7,300	6,400
Personal Services	8,300	9,500	11,700	(2,200)
TOTAL	214,000	203,400	137,800	65,500
<i>Existing Vacant</i>			37,000	
<i>Net New Demand</i>				28,500

Based upon this projected market demand, the following business mix is recommended:

Type of Use	Square Feet
Entertainment	10,000
Specialty Merchandise Store	10,000
Home Furnishings	12,000
Specialty Restaurant(s)	12,000
Hobby, Toys, & Games	11,000
Bakery / Specialty Food	7,500
Specialty Health Store	2,500
Apparel / Accessories	8,000
Sporting Goods	5,000
Tourist Attraction	20,000
Offices - Professional / Corporate	100,000
Offices - Finance / Insurance / Real Estate	20,000
Offices - Medical	20,000
TOTAL	238,000

The most likely entertainment uses are live music, while restaurants that should be targeted include ethnic, a country diner, and a coffee house. Sports bars, Irish-style pubs and micro-breweries also often do well in downtowns. It is recommended that apparel and accessory stores target a middle to upper income market, and tourist attractions might include a railroad or music museum. With respect to national versus regional and local businesses, it is recommended that regional and local businesses be targeted. Not only are national chains and franchises extremely difficult to attract to small down-

Of those who responded to the household survey, 37% felt that Downtown Gallatin's single greatest weakness is its need for more and better businesses. That attribute received the highest rating among all of downtown's existing weaknesses.

towns, but only a handful would be desirable anyway, as regional and local businesses will provide the market with more unique offerings to become a draw.

In addition to other retail uses, it is recommended that more residential units be added to downtown, especially for existing upper floor space. Because downtown's current residential market is dominated by seniors, it is recommended that future housing target a more diverse market.



New apparel stores need to target a middle to upper-income market in order to elevate Downtown Gallatin's image and economic health.

Business Development

Business Retention

The retention and expansion of existing businesses is as important to Downtown Gallatin, if not more important, as new business recruitment. It does little good to land a new business for downtown if two existing businesses close at the same time. The simple yet laborious answer to successful business retention and expansion is frequent communications between downtown businesses and Greater Gallatin, perhaps via the Downtown Merchants Association. By being aware of businesses that are struggling, Greater Gallatin has the potential to bring assistance to the business. Many downtown organizations maintain a business development committee of peer business owners that can offer advice and support to businesses that are sailing through choppy waters. In order to avoid confidentiality concerns, some downtown programs in differing communities will exchange business development committees so that businesses are not opening their books to people within their own community. The nearest office of the Small Business Administration (SBA) can also be brought in for consultation, as well as the SBA's Service Corps Of Retired Executives (SCORE). Another approach for consideration is for Greater Gallatin and/or the Downtown Merchants Association to host periodic meetings, such as a monthly breakfast, in order to maintain a continuous dialogue with downtown businesses.

Business Expansion

When downtown businesses are prospering and ready to expand, it is critical that the downtown organization keep them within the downtown. It is recommended that Greater Gallatin maintain a standing real estate committee comprised of brokers, leasing agents and property owners.

This group should help Greater Gallatin maintain an up-to-date inventory of available space so businesses considering expansion can be accommodated within downtown. The communication network suggested previously for business retention efforts should be able to "red flag" any businesses needing to expand.

Business Recruitment

One key to successful business recruitment will be to implement the many physical improvements recommended in this plan. The other critical element will be for Greater Gallatin to take an aggressive and methodical role in business recruitment. The following steps are recommended:

Identify existing businesses elsewhere in Gallatin and the region that are consistent with the recommended tenant mix, in addition to any others that were not necessarily targeted, but might be inadvertently discovered.

Create marketing packages to provide convincing evidence that targeted businesses should open a location in Downtown Gallatin. Marketing materials should include articles on positive improvements to downtown, excerpts from this plan, real estate information, and other data available through the Chamber of Commerce.

Emphasize any specific potential incentives that might be made available to help lure them to Downtown Gallatin (see the following plan section on funding and financial incentives).

Identify specific buildings or building sites based upon this plan and Greater Gallatin's most current inventory, and have general information available regarding owners' contacts, rental rates and overhead costs.

Contact the targeted business owner and schedule an appointment to meet and discuss a possible relocation to Downtown Gallatin.

Greater Gallatin should continue to serve as a liaison with key people and entities, such as the City, utility companies, and property owners. They should help walk new businesses through the approval process with respect to development approvals, utility hook-ups, business licenses and other regulatory hurdles.

Add the business to the correspondence mailing list of Greater Gallatin if there is the potential that the business may relocate to Downtown Gallatin in the future. The organization should keep in touch with that business through periodic phone calls, visits and mailings.

Business Plan Contest

Chippewa Falls, Wisconsin, is a town of only 13,000 people, but its Main Street program established a creative way to help start-up businesses in their downtown. They sponsored an annual contest in which prospective new businesses submitted their business plans to compete with other proposed new businesses. A business specialist with the Wisconsin Department of Development helped contest applicants prepare their plans, and a panel of six judges evaluated the plans based upon their quality, as well as the potential of the proposed business to fill a market niche for Downtown Chippewa Falls. The winner's prize consisted of a \$5,000 grant and a \$20,000 low-interest loan to get their business started. The grant money was donated by downtown's five banks. Examples of businesses established through this program have included a computer systems firm and a book store. Although the program was eventually discontinued because the banks elected to no longer support it, the program can serve as an innovative model for other downtowns, including Downtown Gallatin.

Management, Marketing & Promotion

Downtown Organization

It is difficult to effectively implement a downtown strategy without one or more formal entities to do the work. Gallatin is blessed to have two such organizations - Greater Gallatin and the City.

Greater Gallatin, Inc.

Greater Gallatin is a non-profit organization dedicated to the revitalization of Downtown Gallatin. It was established in 1982, it is staffed by an Executive Director, and led by a Board of Directors comprised of various downtown stakeholders. Greater Gallatin is affiliated with the State and National Main Street programs, and it focuses on the following four areas:

- Organization
- Promotion
- Design
- Economic Development

In addition to being involved in conventional downtown revitalization activities, Greater Gallatin's staff also spends approximately half of its time operating the Palace Theatre. The organization's funding consists of the following three sources, which are relatively evenly split: Palace Theatre revenues, fund raising events, and donations, including \$20,000 annually from the City. The total annual budget is approximately \$86,000.

It is recommended that the following two key changes occur for Greater Gallatin: 1) Expand its range of downtown revitalization activities, and 2) Expand its funding base in order to achieve expanded activities. The recommended expanded activities are suggested throughout this plan, but particularly within the sections addressing marketing, promotion, business

development, centralized retail management, and similar issues. Suggestions for expanding the organization's funding base are provided on page 50 under "Funding & Financial Incentives." However, one very important recommendation is to hire a separate manager for the Palace Theatre in order to free up the Greater Gallatin staff to focus more on revitalization efforts. Although this approach would clearly cut into the theatre's revenues, the organization believes that some revenues could still be generated by the theater despite the increased costs.

Local Governments

Despite Greater Gallatin's existence, the City will clearly need to continue being a key financial supporter in order for success to be sustainable. In addition to helping financially support Greater Gallatin, the City is critical to insuring many of downtown's physical enhancements, such as future streetscape improvements. Although the County has not contributed financially to Greater Gallatin in the past, they should be approached in the future given the fact that Gallatin is the County seat, making the County government a bonafide stakeholder.

Centralized Retail Management

Centralized Retail Management (CRM) is the same technique used by thousands of shopping malls across the country in which the retailers are organized to function as a single unit. CRM includes coordinated days and hours of operation, common area maintenance, and a tenant location strategy, although the latter is not recommended for Downtown Gallatin based upon the downtown's small geographic area.

Days & Hours of Operation

One competitive advantage enjoyed by suburban

shopping malls is that all of the mall tenants must comply with consistent days and hours of operation, and the community's shoppers are aware of those days and hours of operation. Downtown Gallatin needs to use the same strategy. At present, most businesses in Downtown Gallatin operate from 10:00 AM to 5:00 PM during weekdays, which does not even give most employees an opportunity to shop after work. Most businesses are open on Saturday, but nearly all are closed on Sunday, and some are also closed on Monday. A few of the restaurants are the only exceptions to these rules. Business operators often explain that the low volume of business cannot justify enduring the costs of staying open during those hours and days. They are correct because, as long as the market believes that downtown is closed on evenings and weekends, few people will venture downtown for shopping.

Instead, Downtown Gallatin's retailers must band together and agree on the specific days and hours of extended operations. A good starting point is for all businesses to remain open every Friday and Saturday evening, as well as staying open on weekdays until at least 7:00 PM to give shoppers a window of opportunity to make purchases after work. Many retailers will continue to close on Sundays for religious reasons, and that decision must be respected. With regard to weekday evenings, some downtowns select one or two days per week or month to keep shops open, and they make sure to get the word out through advertising. While the growing pains can be difficult, and it may take up to six months of extended hours before the market catches on, the long-term rewards are often worth it.

Common Area Maintenance

Common Area Maintenance programs, or CAMs, have their origins in suburban shopping malls.

Management, Marketing & Promotion

As part of their contract to lease space, retailers in malls pay CAM fees so that the common areas are physically maintained and regularly cleaned. In shopping malls, common areas include all building space accessible to the public that is not part of a leased tenant space, such as atriums, food courts, and rest rooms. Downtown Gallatin's equivalent to a shopping mall's common areas is the public right-of-way, including streetscapes, parks and plazas. Technically, these areas are maintained by the local government. However, in many communities the level of maintenance provided by the local government is inadequate to compete with the level of maintenance provided for common areas in shopping malls. Although the City of Gallatin does the best it can with limited financial resources, it cannot compete with privately owned retail centers. Therefore, one of the greatest opportunities for individual businesses in Downtown Gallatin to join forces in a constructive manner is to establish a CAM program. A downtown CAM program requires the following key components:

Management Entity

Management for a CAM program is typically provided by a downtown organization such as Greater Gallatin, although an option is to contract with the City to provide a higher level of service than would normally be provided. CAM program employees should be highly visible and identifiable both as a sign of progress for downtown and to make the employees accountable. Many downtowns issue colorful jump suits containing the downtown logo.

Work Program

The work program for CAM employees should be very specific and scheduled by days and

times. In particular, landscape maintenance needs a specific schedule, especially when watering, weeding and trimming are concerned. An example of a daily routine would be to pick up and sweep any noticeable trash within common areas, while chores that might be done every few days or weeks include scrubbing benches and paved surfaces. Repairs to streetscape elements will also be required as needed. Seasonal chores would include the installation of new street light banners for specific holiday seasons, as well as the installation of Christmas decorations at the beginning of the holiday shopping season.

Funding Source

The greatest challenge for any downtown CAM program is securing an on-going funding source. This issue is addressed on page 50. However, if funding is unavailable for CAM program employees, closely monitored prisoners should be considered as an option, as many communities have a successful track record with such programs.

Logo

A good starting point for any aggressive marketing program is the adoption of a logo. In addition to being incorporated into the letterhead of the downtown organization, it can also be used for joint advertising, decorative banners for street lights, shopping bags, and similar uses. Although Greater Gallatin has an attractive logo, it is not used much any more, and the historic building that it portrays does not actually exist in Downtown Gallatin. Therefore, the organization should consider adopting a new logo. If a new logo is adopted, it should be simple, easily recognized, and convey a high level of quality.



Although Greater Gallatin's existing logo is attractive, the building portrayed does not exist in Downtown Gallatin, and the logo is not used much anymore. A new logo should be considered.

Joint Advertising

Joint advertising is an approach in which multiple businesses combine their efforts to advertise as a cohesive unit. By advertising jointly, the public will begin to see the downtown as a singular destination for buying goods and services, much like a shopping mall. The Downtown Merchants Association currently coordinates joint advertising in the News Examiner in which the individual businesses pay for half and the association pays the other half. However, because it does so infrequently, it is recommended that Downtown Gallatin's businesses increase their level of joint advertising, particularly during strategic times such as holidays.

Brochures

Brochures promoting downtowns have been a dependable tool for many years, and they are still relevant and effective today. A good brochure design balances high-quality graphics with the minimal amount of text needed to convey the most important information.

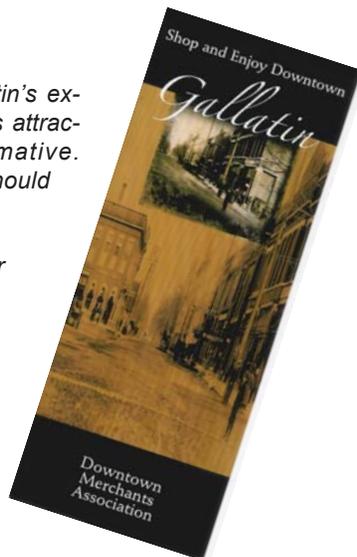
Downtown Gallatin is fortunate to have a well-design brochure recently developed by the Downtown Merchants Association. It consists

Management, Marketing & Promotion

of a map and coordinated descriptions of downtown businesses, and it is supported by advertising to subsidize the costs. Although most of it is black and white in order to minimize costs, the cover includes color and is very attractive. Given the turnover rate of some downtown businesses, it will clearly need to be updated every year or two.

All of the attention paid to content and design will be of little value if the brochure never makes it into the hands of the buying public. Geographically, the area of distribution should be broad. It should include Downtown Gallatin itself, Gallatin in general, and neighboring communities, including Nashville. Given Gallatin's accessibility to I-65, brochures should also be provided in hotel, restaurant and visitor center brochure racks as far away as a couple of hundred miles so that travelers have plenty of time to adapt their travel plans for a visit to Downtown Gallatin.

Downtown Gallatin's existing brochure is attractive and informative. Consideration should be given to also creating a downtown walking tour brochure that focuses on historic architecture.



Window Displays

A rule of thumb in the retail industry is that an impulse shopper decides whether or not to enter a store in approximately 8 seconds. People really do judge a book by its cover, and nothing reflects more strongly on a shop's merchandise and quality than its window displays.

While some of Downtown Gallatin's businesses have provoking window displays, most do not. In addition to lacking creative designs and frequent changes, most downtown storefronts are not lit in the evening. Not only does this represent a missed opportunity for advertising businesses and animating the downtown, the lack of lighting makes downtown appear to be less safe at night.

In addition to keeping window displays lit all night, it is recommended that a great deal of thought and creativity go into creating window display. The input of experts should be considered, and window displays should be changed every three weeks at a minimum. "Cross marketing" with other Downtown Gallatin businesses should be considered in which merchandise from other downtown stores is utilized and credited in the display.

Sales Promotions

At present, sales promotions are rarely held in Downtown Gallatin, but they should be held more frequently. As with joint advertising, sales promotions will require a great deal of team-work among various businesses, and promotions should be coordinated by Greater Gallatin and/or the Downtown Merchants Association. Key holidays often serve as a good opportunity for sales promotions, and joint advertising should

be used to market sales events. All sales promotions should focus on quality and avoid a "bargain basement" image for Downtown Gallatin. Standards should be adopted for the outdoor display of goods, to include requirements such as an attractive skirting for tables.

Special Events

In addition to their fund raising potential for Greater Gallatin, special events are important because they attract people to downtown to have a positive experience. Even if they do not spend money in downtown businesses during the event, the exposure to downtown might prompt them to return for subsequent visits.

At present, the key downtown events are the "Square Fests," which attract 6,000 to 8,000 people in the Spring, and 17,000 to 20,000 in the Fall. Other events include the Christmas Open House on the second weekend of November, the Tree Lighting Ceremony on December 1st, and the Christmas Parade. However, one clear missed opportunity is a Fourth of July Parade. There is no such parade currently held in Gallatin, but it is recommended that the tradition be initiated in downtown. It is recommended that no more than a half dozen major downtown events be attempted annually to insure a high level of quality. However, a regular event series that are smaller in scale and can be standardized for minimal management needs should be considered, such as a monthly or weekly "Jazz on the Plaza" or "Shakespeare in the Park" during good weather months. Such events will be more readily accommodated once the proposed City Hall Park is developed.



2004 Fall Square Fest

Funding, Financial Incentives & Public Policies



Early-20th century photograph of the Rutledge Ice Cream Parlor on Gallatin's Public Square.

Source: *Around Gallatin & Sumner County* (Lester & Thomson - 1998)

Funding & Financial Incentives

Program & Project Funding

The following types of funding are those that might be used by Greater Gallatin and the City of Gallatin to fund both on-going and one-time costs related to downtown revitalization.

Business Improvement District

Business Improvement Districts (BIDs) are a tool that has been used successfully by thousands of commercial districts across the country. BIDs are permitted in Tennessee through the State's existing enabling legislation, and they have been implemented in communities such as Nashville and Knoxville. A BID is typically established at the local level through a two-step process: 1) a referendum of effected property owners to gauge the amount of support, and 2) an approving resolution or legislation passed by the municipal government. Once formally designated, an additional property tax is placed on the effected properties and those revenues go toward the activities of a revitalization group such as Greater Gallatin.

The advantage of such a stable funding source is that Greater Gallatin would be able to expand its range of activities in accordance with the recommendations of this plan. Examples of such activities include the recommended Common Area Maintenance (CAM) program, business development, and more aggressive marketing and promotion. Without such funding, the organization will continue to spend precious time on managing the Palace Theatre and seeking funds to keep it going, rather than focusing on important issues for downtown. It is recommended that a BID be explored by Greater Gallatin, including examining relevant case studies, and discussed with downtown property owners to gauge their level of interest.

Capital Improvements Funding

Capital improvements include one-time expenditures for projects such as: streetscape and intersection improvements; the construction of a garage, library and City Hall annex; and the development of a greenway along Town Creek. There are three primary sources of funding for such projects. One steady source that is replenished each year is Community Development Block Grant (CDBG) funding that is distributed to entitlement cities such as Gallatin each year by HUD. These funds can be used for activities such as land acquisition, utility upgrades, and streetscape improvements. Another related funding source is HUD's Section 108 Loan Guarantees. This program allows communities to convert a portion of their CDBG funds into federally-guaranteed loans for a variety of revitalization activities. The third likely source is federal transportation enhancement funding that is distributed by TDOT. In fact, the City recently received such a grant for streetscape improvements around the Public Square, and those funds will be used to help implement some of the specific ideas provided by this plan.

Financial Incentives

The types of incentives discussed here are those that are intended to attract private-sector investment in Downtown Gallatin.

Existing Incentives

Perhaps the most useful existing incentive for revitalization is the federal Historic Rehabilitation Investment Tax Credit. This program is available for buildings that are National Historic Landmarks, listed in the National Register, determined as being National Register eligible, and/or that are contributing to National Register Historic Dis-

tricts and certain local historic districts. Approximately two-thirds of Downtown Gallatin is within a National Register district, and most of the other historic buildings outside of the district would be deemed eligible. Properties must be income producing, such as office, retail, and apartment projects, and must be rehabilitated according to standards set by the Secretary of the Interior. A federal tax credit worth 20 percent of the eligible rehabilitation costs is available for qualified buildings and projects. Eligible project costs generally must exceed the value of the building itself (not including the land) at the beginning of the project. Most rehabilitation costs are eligible for the credit, such as structural work, building repairs, electrical, plumbing, heating and air conditioning, roof work and painting. Certain types of project costs are not eligible for the credit, such as acquisition, new additions, furniture and landscaping. The IRS also allows a separate 10 percent tax credit for income-producing buildings constructed prior to 1936, but not listed in the National Register. While not as valuable financially as the full 20 percent credit, it provides some incentive for preserving older buildings with less stringent rehabilitation standards being applied. It is recommended that the benefits of this incentive be strongly promoted within Downtown Gallatin.

Proposed Residential Incentives

On August 25th, 2005, a meeting was held with approximately a dozen local real estate developers in an attempt to identify potential incentives that the City might pursue in order to increase residential development in Downtown Gallatin. Appendix B of this plan contains two separate but related technical memorandums regarding incentives. The first one addresses incentives for downtown development in general, including retail and office space. The second memorandum specifically addresses residential development, as the addition of housing units is

Funding & Financial Incentives

considered particularly important for the future health of Downtown Gallatin. Housing development and the potential corresponding incentives have been categorized into three distinct groups, as follow:

Neighborhood Housing Development

The area located immediately south of Main and Smith Streets appears to have the greatest potential for new housing on a significant scale, including single-family and multi-family housing. The following types of incentives should be pursued:

- Land assembly assistance
- Relocation program for households and businesses
- Infrastructure investment
- Homebuyer fiscal incentives

Infill Housing

Residential development in the form of smaller scale and higher density housing, such as multi-story condominiums, apartments and senior housing, should be targeted within the northeast portion of downtown. The following types of incentives should be pursued for this area and housing type:

- Development mechanisms and equity partnerships
- Higher-density housing incentives

Building Rehabilitation for Housing

In order to encourage the conversion of vacant upper-floor space throughout Downtown Gallatin, the following incentives should be created:

- Building rehabilitation loans or grants
- Fiscal incentives

Please see Appendix B of this plan for a more detailed discussion of these various financial incentives.



Financial incentives designed to yield more upper floor housing within the core of Downtown Gallatin should be targeted to existing historic buildings such as these buildings shown above and below. Combined with the federal investment tax credit for historic rehabilitations, such incentives can make some projects viable that would otherwise not be financially feasible.



Public Policies

Zoning & Development Regulations

As is explained in detail on page 21 of this plan's *Background Study*, the downtown area is zoned Core Commercial (CC). It permits a wide range of land uses, including retail, restaurants, personal services, professional services, community facilities, single-family houses, attached dwellings, and multi-family housing. However, there are some permitted uses that should not be, as well as others that should be more readily available. Consequently, the following recommendations are made:

- Convenience markets with fuel pumps should be restricted from the core of downtown, although they should be permitted in downtown's peripheral areas in close proximity to the highway with strong design standards.
- Parking lots should be reclassified so as to not be a permitted primary land use, but instead be treated as an accessory use to a parcel's primary use in order to avoid the loss of historic buildings to parking lots. Public parking facilities should be exempt.
- Drive-thru windows are not specifically addressed in the CC zone, but they should be prohibited from downtown because of their incompatibility with a pedestrian environment.
- Building height standards permitting an additional 1.5 feet in height above the 35 foot limit for every 1 foot of front setback beyond the minimum requirement should be eliminated in order to avoid inappropriately tall buildings with excessive front setbacks on large lots.
- The minimum permitted lot size should be either completely eliminated or reduced substantially from the current 10,000 square foot minimum, as many of downtown's most beloved historic buildings are on lots ranging between 750 and 2,000 square feet in area.

Historic / Urban Design Review

As noted previously, the household survey for this plan revealed that the single most valued aspect of Downtown Gallatin is its historic character. The current lack of regulatory protections puts downtown's historic character and urban qualities at threat. It is recommended that special design review overlay zoning be applied to Downtown Gallatin. An overlay zone controls only design issues, as opposed to land use and density issues that are controlled by the underlying "base zoning." To the extent that the overlay zoning applies to existing historic buildings, the associated design guidelines should be consistent with conventional historic zoning standards, although they should also include criteria tailored specifically to the unique characteristics of Downtown Gallatin. For new development, the guidelines should focus on compatibility with historic buildings, as well as insuring traditional urban design principles. Examples of such principles include buildings located close to the street, rear parking areas, vertically-oriented windows and doors, and human-scaled facade massing. It is recommended that the City's existing Historic District Commission provide the design review for this new overlay zoning. See page 54 for additional recommendations on overlay zoning for the Highway 31 corridor.



Only through the adoption of an urban design overlay zone and years of future redevelopment will a more appropriate gateway to downtown emerge.

Building Codes

The intent of building codes is to provide minimum requirements for new and renovated buildings in order to protect the health, safety and welfare of the public. Fire prevention and life safety remain the primary focus. The codes are written so the regulations can be consistently and uniformly interpreted.

Most building codes are primarily written to govern new construction, so when new codes are adopted, many buildings fall out of compliance within a few years of construction. Requirements vary depending upon the occupancy or function of the building. Typical occupancy categories include residential, assembly, business, educational, and industrial. In addition to occupancy type, buildings are considered by their construction classification (fire resistance characteristics).

Existing buildings, especially historic ones, were often constructed before the adoption of building codes, or according to codes that were very different from the current standards. This does not necessarily mean the buildings are unsafe, as the building may have functioned safely for many decades.

Until recently, three primary building codes were used in the United States. Local governments officially adopt a specific building code and, until recently, Gallatin used the SBC (Southern Building Code). Local codes may contain amendments or changes particular to the local environment and conditions. The authorities will also adopt different codes for mechanical or electrical work. As of January 2005, the City of Gallatin adopted the new International Building Codes, which have specific provisions for existing and historic buildings. This includes the following components:

Public Policies

- International Building Code
- International Residential Code
- International Fire Code
- International Plumbing Code
- International Mechanical Code
- International Electrical Code
- International Existing Building Code

The existing SBC building code addresses the issue of historic buildings in Chapter 34: Existing Buildings. This section provides more discretion to local building officials in the application of code requirements if a building has been designated as historic by the state or local jurisdiction. Although part of Downtown Gallatin is within a National Register district, there is currently no state or local designation.

Common Code Challenges

Some of the most common code problems to be dealt with in the renovation of historic buildings include the following:

- Meeting required fire separation between occupancies
- Number and locations of exits
- Most areas need two exits (stairs from an upper floor, for example)
- Open stairways (not located inside a fire rated enclosure)
- Transom windows, opening into egress routes or corridors
- Doors that swing into the egress route

- Inadequate fire ratings for historic construction materials
- Stairways that do not provide roof access
- Exit routes that do not empty to the outside or a safe location
- Dead-end corridors
- Open atriums
- Stairs that are too narrow, steep or have irregular riser heights

Common Code Solutions

Common code solutions for historic buildings include:

- Installation of automatic smoke and fire alarms and detectors
- Installation of a sprinkler system (alleviates numerous code problems, but costly)
- Self-closing devices on doors to halt the spread of fire and smoke
- Sensitively covering transom windows on the least visible side
- The use of fire escapes is allowable, with restrictions
- Installation of equipment for venting smoke from stairwells and atriums (costly but effective)
- The use of intumescent paint to protect building materials from fire

Keys to Code Solutions

The keys to finding code solutions for historic buildings include:

- Understand the intent of the code.
- Understand how the applicable code treats historic buildings.
- Understand the constraints of the code official.
- Utilize variance and appeal boards.
- Determine the preservation priorities and explain them to the code official.
- Maximize communication and consult early and often.



One of the most important aspects of building codes relative to historic buildings is the attitude of the municipal codes department. Communities that place a high value on the rehabilitation of historic buildings are willing to explore creative solutions to rigid building codes intended for modern buildings.

Connecting Downtown with its Context

Downtown Gallatin would benefit from being more strongly connected to the balance of the community both physically and economically. This plan recognizes that downtown does not exist in a vacuum so opportunities for increased connectivity should be pursued.

Greenway & Gateways

One way to physically connect downtown with other parts of the community is through the development of the proposed Town Creek Greenway. This greenway will allow an alternative means of access to downtown to those interested in bicycling, walking or jogging, in addition to providing downtown with an environmentally-friendly ribbon of green space. See page 37 for details on the proposed greenway.

It is proposed that a series of gateway treatments be created at key entry points into downtown. While it is recommended that the gateways at East Main and South Water be deferred until a clear entry point can be identified following further redevelopment, the intersections of Broadway with West Main, North Locust, and North Water should be highlighted with special treatments within the near future. See page 41 for a discussion of this concept.

Broadway Improvements

Broadway has tremendous potential to help the Downtown Gallatin economy because of the high levels of traffic that it carries. However, the point at which downtown and the highway currently interface gives few clues to the existence of a nearby downtown. It is recommended that, over time, the blocks located between downtown's core and Broadway redevelop into a more urban

form. Two specific approaches to achieving this are recommended.

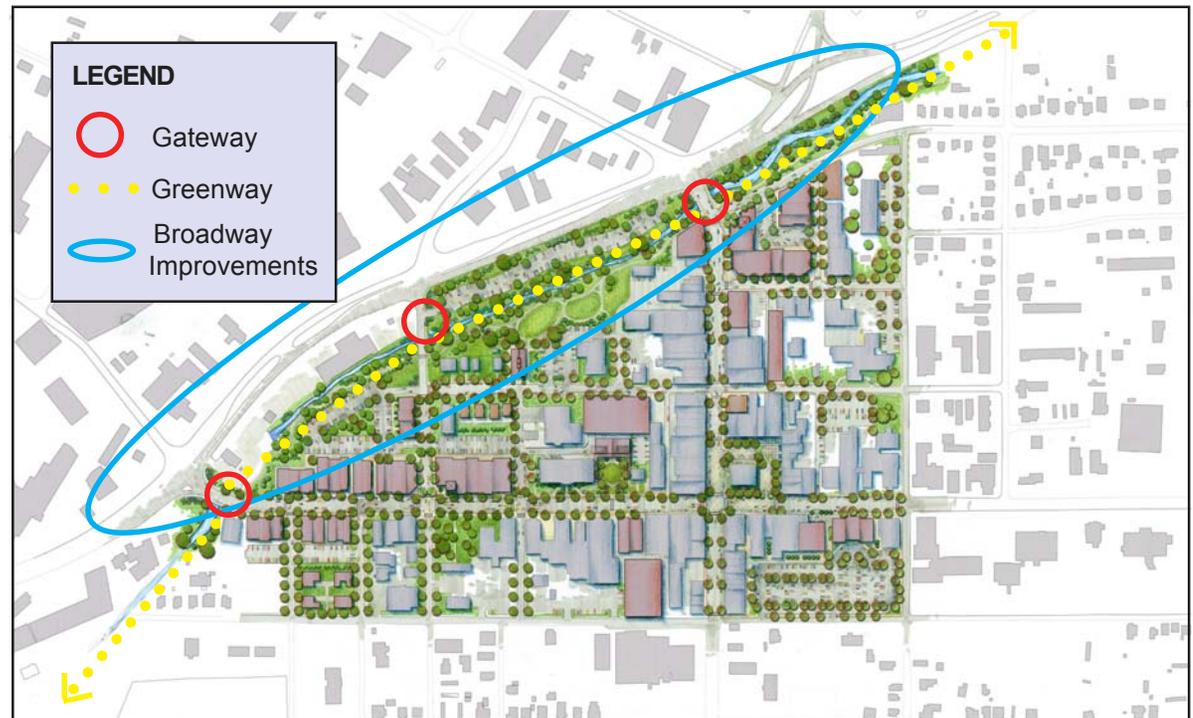
Overlay Zoning

It is recommended that consideration be given to applying an urban design overlay zoning to the portion of Broadway that borders downtown. This zoning would not impact land uses or densities, but rather design. It should apply to all properties fronting onto the highway's ROW. The zoning's standards should focus on minimizing parking between buildings and the highway, siting buildings to relate strongly to the highway, screening parking areas with landscaping, and smaller/fewer signs. This zoning initiative is not

a near-term recommendation and deserves careful consideration.

Streetscape Improvements

As an incentive for property owner support, the City should couple overlay zoning with streetscape improvements within the Broadway corridor to make it more pedestrian friendly and physically link with downtown's streetscapes. Improvements should include wider sidewalks, street trees, and human-scaled street lights.



Implementation



1928 view of the Kelly Tire Company, located at the corner of West Main Street and Nashville Pike.

Source: Around Gallatin & Sumner County (Lester & Thomson - 1998)

Implementation Strategy

The following two pages provide a summary of the numerous key recommendations contained in this plan. The recommendations in this implementation matrix are organized into the following six subject categories:

- Buildings
- Streets & Streetscapes
- Parking
- Public Spaces & Facilities
- Economic Restructuring, Marketing & Promotion
- Funding, Financial Incentives & Public Policies

For the reader's convenience, the page numbers that explain each key recommendation are noted in the implementation matrix. The recommendations also note the suggested party or parties to be responsible for implementation of the particular recommendation, as well as the time-frame.

Responsible Parties

There are two primary parties suggested for implementing most of the recommendations of this plan: the City of Gallatin and Greater Gallatin. The other two parties cited in the plan with a lesser frequency are the Downtown Merchants Association and the County. In some cases, multiple parties will be required to work collaboratively to achieve success with implementation. For example, the new downtown library will be funded by both the City and the County, while several of the marketing and promotion recommendations will require teamwork between Greater Gallatin and the Downtown Merchants Association.

Implementation Phasing

The implementation matrix's recommendations are organized into three different phases, as follows:

- Phase 1: Year One
- Phase 2: Years Two - Three
- Phase 3: Years Four - Five

There are also four different recommendations that have been designated as "tbd" - to be determined. These are recommendations that will either rely on market conditions or will require further exploration, including community input, to decide whether to move forward.

In general, many of the Phase 1 projects are those that are relatively low-cost but important, such as making zoning revisions and truck traffic rerouting. These are the "low-hanging fruit." Other Phase 1 projects are not inexpensive, but could have a tremendous impact on downtown, such as the development of a new library. On the other hand, recommendations such as the establishment of a Common Area Maintenance (CAM) program are not so urgent and are recommended for Phase 3.

Implementation Committee

It is recommended that an Implementation Committee be appointed by the City upon the adoption of this plan. This committee will be responsible for implementing the plan, and it should be staffed by the City Planning Department and Greater Gallatin. It would be reasonable to involve the same individuals who comprised the planning project's steering committee, although those steering committee members who were less involved than most might be replaced with other individuals who surfaced during the planning process as potential leaders for downtown. It is recommended that the Implementation Committee meet regularly, perhaps monthly, to de-

termine the amount of progress being made and to plan for the next phases of implementation. The Implementation Matrix contained in the following two pages should serve as an excellent check-list for the Implementation Committee.

Addressing Urgent Issues

During the course of an extensive planning project such as the one employed to create this plan, new and urgent issues can arise. Below is a brief discussion of two issues that have surfaced in recent months, as follows:

Potential Historic Building(s) Demolition

It has been suggested that at least one older downtown building is being considered for demolition, and others may be experiencing a similar threat. Should such risks continue to grow, the City may want to consider adopting a temporary building demolition moratorium for downtown. Such a moratorium should last no longer than six to twelve months, and it should only be enacted so that efforts might be made to adopt stronger regulations for protecting downtown's historic structures.

Potential TVA Coal Trains Traversing Downtown

Another timely issue is the recent proposal by the Tennessee Valley Authority (TVA) to run coal trains through Downtown Gallatin rather than utilizing their traditional mode of river barge transportation. This new method of transportation could potentially have dire consequences for the future of Downtown Gallatin. Concerns regarding traffic congestion already exist as one frequently-referenced excuse for many citizens to avoid downtown, and the potential lengthy traffic delays caused by the coal trains would only add to this perception, resulting in negative impacts to the downtown economy. Every effort should be made to seek alternatives to the proposed coal trains traversing Downtown Gallatin.

No.	Recommendation	Page #	Responsible Party	Time-Frame
A. Buildings				
A-1	Rehabilitate Historic Buildings	Page 5 - 7	Private Sector	Phase 1
A-2	Redevelop Non-Historic Buildings	Page 8	Private Sector	Phase 3
A-3	New Infill Development	Page 9	Private Sector	Phase 2
A-4	Downtown Library	Page 12 - 14	City & County	Phase 1
A-5	City Hall Annex	Page 15 - 16	City	Phase 3
A-6	New Sumner County Museum	Page 17	Sumner County Museum, Inc.	Phase 2
B. Streets & Streetscapes				
B-1	Streetscape & Intersection Improvements - Main: Foster to Boyers	Page 18 - 23	City	Phase 1
B-2	Streetscape & Intersection Improvements - Water: Smith to Prince	Page 18 - 23	City	Phase 1
B-3	Streetscape & Intersection Improvements - W. Main: Foster to Hwy. 31	Page 18 - 23	City	tbd
B-4	Streetscape & Intersection Improvements - N. Water: Prince to Hwy. 31	Page 18 - 23	City	tbd
B-5	Main Street Traffic Congestion Improvements	Page 24	City	Phase 1
B-6	Truck Traffic Rerouting	Page 24	City	Phase 1
C. Parking				
C-1	On-Street Parking Management	Page 26	City	Phase 1
C-2	Off-Street Parking Enhancements	Page 26 - 27	City & Private Sector	Phase 1
C-3	Off-Street Employee Parking & Parking Promotion	Page 28	City & Greater Gallatin	Phase 1
C-4	Parking Garage	Page 29 - 31	City	Phase 3
D. Public Spaces & Facilities				
D-1	City Hall Park	Page 32 - 33	City	Phase 3
D-2	Public Square Enhancements	Page 34 - 36	City & County	Phase 1*
D-3	Town Creek Greenway	Page 37 - 38	City	Phase 2*
D-4	Farmers Market / Multi-Use Pavilion	Page 39 - 40	Greater Gallatin	Phase 1
D-5	Downtown Gateways	Page 41 - 42	City	Phase 2

No.	Recommendation	Page #	Responsible Party	Time-Frame
E. Economic Restructuring, Marketing & Promotion				
E-1	Business Development	Page 46	Greater Gallatin	Phase 1
E-2	Expand Greater Gallatin's Activities & Funding	Page 47	Greater Gallatin	Phase 1
E-3	Expand Days & Hours of Business Operation	Page 47	Greater Gallatin & Merchants Assoc.	Phase 3
E-4	Common Area Maintenance	Page 47 - 48	Greater Gallatin & City	Phase 3
E-5	Logo Development	Page 48	Greater Gallatin	Phase 1
E-6	Joint Advertising	Page 48	Greater Gallatin & Merchants Assoc.	Phase 1
E-7	Brochure Production & Distribution (continuation)	Page 48 - 49	Merchants Assoc.	Phase 1
E-8	Improved Storefront Window Displays	Page 49	Greater Gallatin & Merchants Assoc.	Phase 1
E-9	Expanded Sales Promotions & Special Events	Page 49	Greater Gallatin & Merchants Assoc.	Phase 1
F. Funding, Financial Incentives & Public Policies				
F-1	Explore the Creation of a Business Improvement District	Page 50	Greater Gallatin	Phase 3
F-2	Promote Existing Financial Incentives for Building Rehabilitation	Page 50	Greater Gallatin	Phase 1
F-3	Adopt Residential Development Incentives	Page 50 - 51	City	Phase 1
F-4	Revised Zoning & Development Regulations	Page 52	City	Phase 1
F-5	Historic Zoning / Urban Design Overlay Zoning Adoption	Page 52	City	Phase 1
F-6	Broadway Streetscape Improvements	Page 54	City	tbd
F-7	Broadway Urban Design Overlay Zoning Adoption	Page 54	City	tbd

Implementation by Phase

PHASE ONE (Year One)

- A-1: Rehabilitate Historic Buildings
- A-4: Downtown Library
- B-1: Streetscape & Intersection Improvements - Main
- B-2: Streetscape & Intersection Improvements - Water
- B-5: Main Street Traffic Congestion Improvements
- B-6: Truck Traffic Rerouting
- C-1: On-Street Parking Management
- C-2: Off-Street Parking Enhancements
- C-3: Off-Street Parking Promotion
- D-2: Public Square Enhancements
- D-4: Farmers Market / Multi-Use Pavilion
- E-1: Business Development
- E-2: Expand Greater Gallatin's Activities & Funding
- E-5: Logo Development
- E-6: Joint Advertising
- E-7: Brochure Production & Distribution
- E-8: Improved Storefront Window Displays
- E-9: Expanded Sales Promotions & Special Events
- F-2: Promote Incentives for Building Rehab.
- F-3: Adopt Residential Development Incentives
- F-4: Revised Zoning & Development Regulations
- F-5: Historic Zoning / Urban Design Overlay Zoning

PHASE TWO (Years Two - Three)

- A-3: New Infill Development
- A-6: New Sumner County Museum
- D-3: Town Creek Greenway
- D-5: Downtown Gateways

PHASE THREE (Years Four - Five)

- A-2: Redevelop Non-Historic Buildings
- A-5: City Hall Annex
- C-4: Parking Garage
- D-1: City Hall Park
- E-3: Expand Days & Hours of Business Operations
- E-4: Common Area Maintenance
- F-1: Explore a Business Improvement District

TBD (To Be Determined)

- B-3: Streetscape & Intersection Improvements - W. Main
- B-4: Streetscape & Intersection Improvements - N. Water
- F-6: Broadway Streetscape Improvements
- F-7: Broadway Urban Design Overlay Zoning Adoption

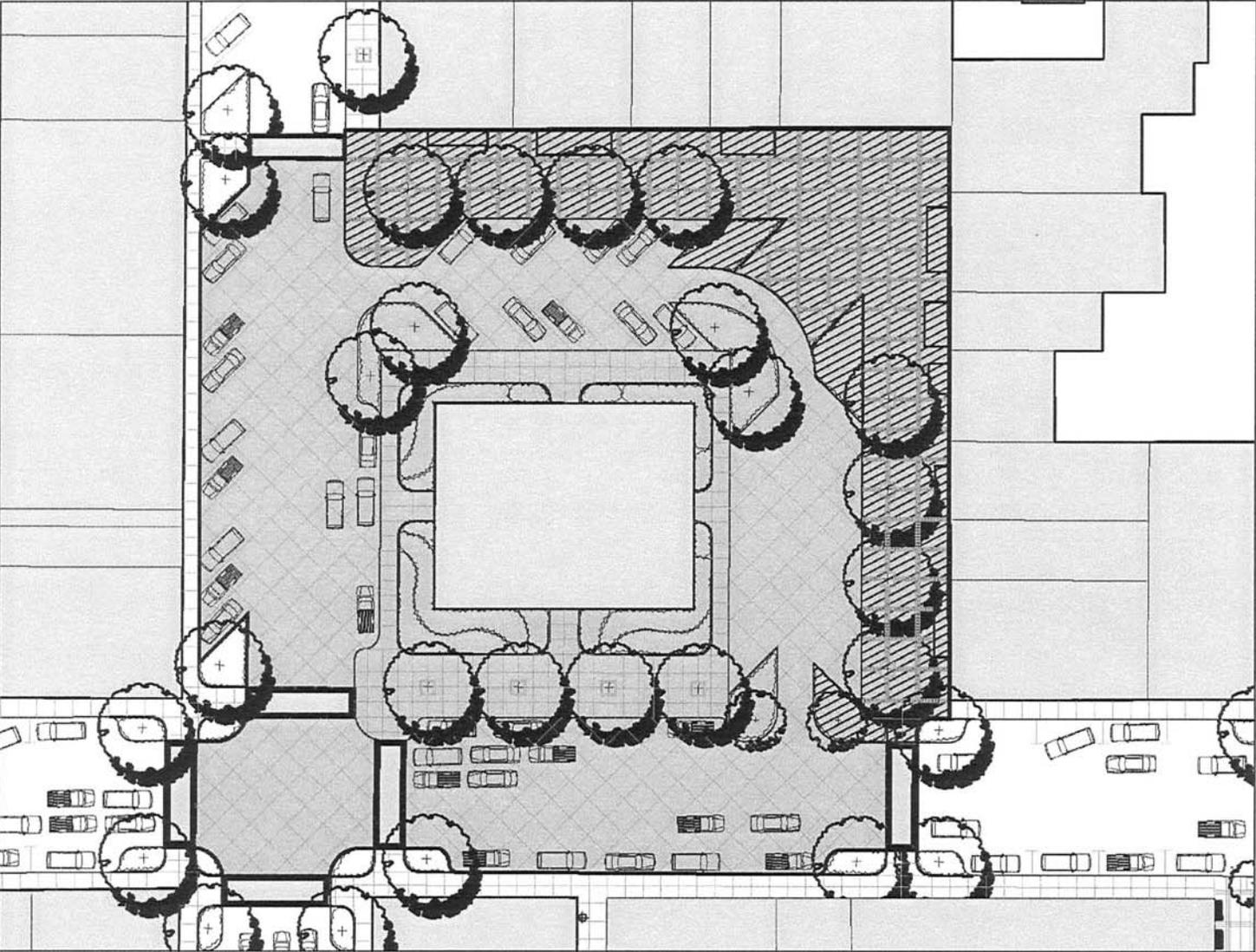
Appendix A

Public Square Enhancement Costs

Public Square Enhancements

Phase One: Dark Gray

Subsequent Phases: Light Gray



August 5, 2005

**DOWNTOWN GALLATIN MASTER PLAN
PUBLIC SQUARE - PHASE ONE
H&D Job #04-1167**

PRELIMINARY ESTIMATE OF COST

<u>DESCRIPTION</u>	<u>QTY</u>	<u>UNIT</u>	<u>UNIT COST</u>	<u>SUBTOTAL</u>	<u>ALTERNATE</u>	<u>UNIT COST</u>	<u>SUBTOTAL</u>
1.0 Site Demolition							
1.1 Asphalt Cold Plane	529	s.y.	\$8.00	\$4,232.00			
1.2 Asphalt Removal	529	s.y.	\$8.00	\$4,232.00			
1.3 Concrete Curb & Gutter	414	l.f.	\$1.50	\$621.00			
1.4 Concrete Walks & Ramps	529	s.f.	\$3.00	\$1,587.00			
1.5 Tree Removal (Bradford Pears @ Courthouse)	8	ea.	\$150.00	\$1,200.00			
1.6 Manhole, meterbox, etc. adjustment	10	ea.	\$250.00	\$2,500.00			
1.7 Removal, relocation and storage of existing signs	8	ea.	\$50.00	\$400.00			
2.0 Utilities							
2.0 Storm drainage for streets and plaza (4 new catch basins and new lines)			Allowance	\$25,000.00			
2.0 Hardscape Improvements							
*2.1 Sidewalks along Square (conc. brick paver bands w/ broomswept concrete fields)	12,511	s.f.	\$9.00	\$112,599.00	Broomswept conc. w/ decorative scoring	\$6.00	\$75,066.00
2.5 Concrete Curb & Gutter	414	s.f.	\$15.00	\$6,210.00			
2.6 Tree grates (cast iron, 5' x 5')	8	ea.	\$1,200.00	\$9,600.00			
2.7 Pavement/Lane striping		Allowance		\$4,000.00			
3.0 Site Furnishings							
3.1 Decorative Benches	8	ea.	\$1,000.00	\$8,000.00			
3.2 Trash Receptacles	4	ea.	\$1,000.00	\$4,000.00			
3.3 Removal, storage & relocation of existing decorative pedestrian lights	8	ea.	\$200.00	\$1,600.00			
3.4 Additional Traffic and Parking Signs	4	ea.	\$50.00	\$200.00			
4.0 Landscaping							
4.1 3" cal. street trees	8	ea.	\$450.00	\$3,600.00			

August 5, 2005

**DOWNTOWN GALLATIN MASTER PLAN
PUBLIC SQUARE - FULL PROJECT
H&D Job #04-1167**

PRELIMINARY ESTIMATE OF PROBABLE COST

<u>DESCRIPTION</u>	<u>QTY</u>	<u>UNIT</u>	<u>UNIT COST</u>	<u>SUBTOTAL</u>	<u>ALTERNATE</u>	<u>UNIT COST</u>	<u>SUBTOTAL</u>
1.0 Site Demolition							
1.1 Asphalt Cold Plane	4,714	s.y.	\$8.00	\$37,712.00			
1.2 Asphalt Removal	4,714	s.y.	\$8.00	\$37,712.00			
1.3 Concrete Curb & Gutter	1,318	l.f.	\$1.50	\$1,977.00			
1.4 Concrete Walks & Ramps	9,170	s.f.	\$3.00	\$27,510.00			
1.5 Tree Removal (Bradford Pears @ Courthouse)	8	ea.	\$150.00	\$1,200.00			
1.6 Manhole, meterbox, etc. adjustment	10	ea.	\$250.00	\$2,500.00			
1.7 Removal, relocation and storage of existing signs	8	ea.	\$50.00	\$400.00			
2.0 Utilities							
2.0 Storm drainage for streets and plaza (4 new catch basins and required storm line)		Allowance		\$25,000.00			
2.0 Hardscape Improvements							
*2.1 Driving surface of Main, Water & Square (Concrete brick pavers on 1 1/2" sand base over 8" conc. base)	28,718	s.f.	\$20.00	\$574,360.00	2.1 Resurfacing Main, Water & Square (Asphalt)	\$25.00/sq.yard	\$78,100.00
2.2 Cross walk pavers (conc. brick pavers on 1 1/2" sand over 8" conc. base	2,048	s.f.	\$20.00	\$40,960.00			
*2.3 Sidewalks along Square (conc. brick paver bands w/ broomswept concrete fields)	12,511	s.f.	\$9.00	\$112,599.00	Broomswept conc. w/ decorative scoring	\$6.00	\$75,066.00
2.4 Sidewalks along Main, Water and Courthouse (Broomswept concrete, 4")	6,402	s.f.	\$6.00	\$38,412.00			
2.5 Concrete Curb & Gutter	1,381	s.f.	\$15.00	\$20,715.00			
2.6 Tree grates (cast iron, 5' x 5')	12	ea.	\$1,200.00	\$14,400.00			
2.7 Lane Striping		Allowance		\$4,000.00			

Appendix B

Financial Incentives

GENERAL FINANCIAL INCENTIVES

The master plan and the marketing strategy focus on efforts to enhance the overall business environment in Downtown Gallatin as a first step towards changing perceptions and improving opportunities for attracting new business and development. Improvements to the business environment include not only physical improvements to the urban streetscape but also programmatic enhancements such as more targeted and centralized management and marketing efforts associated with Main Street efforts nationwide.

There are also financial and regulatory incentives that the City can develop to help Downtown capture a larger share of the development potential identified through the market analysis. That analysis identifies the various potential sources for Downtown Gallatin business, including trade-area households, downtown workers & residents, tourists, and regional “day-trippers.” Like most central business districts, Downtown Gallatin is most successful if it maximizes its draw from each of these sources.

The financial and regulatory incentives described below focus on development that builds on the key market sources: downtown housing (increasing the resident base), office (increasing the downtown employment base), retail (creating opportunities for more destination retail use), and attractions (to enhance the market for tourism and day-tripping).

Downtown Housing

Housing is essential to ensure that downtown is a vibrant, living place. Housing brings people who have a vested interest in the health and vitality of the place. They populate the streets and generate a stable market for convenience goods and service businesses.

Downtown Gallatin has a limited supply of existing buildings that can be further rehabilitated or converted to housing use. While there are several remaining upper-floor spaces that could be converted, the addition of housing would

mainly occur through new construction. To attract new housing development to Downtown Gallatin, a first step is to enhance the physical environment. Improving the public infrastructure will help leverage private development interest and build a market for downtown housing. Public funding for streetscaping and other improvements is discussed elsewhere in this plan. In addition, the City of Gallatin can also leverage private housing development in the following ways:

Site Assembly

One of the most common incentives used by municipal governments to encourage downtown housing development is to help assemble sites and draw down the pre-development costs in a way that attracts developer interest. Among the areas targeted in this plan that may be appropriate for redevelopment for housing are the northeast and western/highway portions of the study area. The City of Gallatin might consider working directly with property owners in these target areas to establish a voluntary joint venture for either the sale or lease of their land to potential developers.

Thus, the City's role would be one of facilitation to help bring private property owners together to create sites. The private property owners stand to gain, since assembling the properties often enhances the overall marketability and value of the individual properties above and beyond their potential as individual parcels. This is the incentive promoted to the existing property owners.

Once a developer shows interest in potential sites, there may be reason for the City to consider taking a more direct role in facilitating land assembly if legal intervention is required to secure specific properties. Where law allows municipal government to use powers of eminent domain, then the City may consider purchasing properties within these areas at a fair market value and then transferring them to the developer at cost. However, such measures would typically require the creation of a redevelopment zone and a sub-area plan. The City may already own some properties in these areas that might be combined with the private properties as part of the overall joint venture concept.

Assembling sites for development is among the most difficult of the efforts a developer must make to redevelop and revitalize a downtown area. Time-consuming and sensitive negotiations with numerous property owners are often required. Thus, the City's long-term advance efforts to work with private property owners and assemble sites (regardless of the City's direct financial or legal participation) help draw down the site costs as an incentive for potential developers.

Everyone should be able to gain through site assembly in the downtown area, with higher value (or lease income) to property owners, higher fiscal return to the City, lower pre-development costs to the developer, and potential for higher sales to existing merchants once the site is developed for housing. Such efforts must be coupled with a developer outreach effort to help the private property owners and joint venture partners market the sites for housing development.

Fiscal Incentives

Some cities use fiscal incentives such as property tax abatements and payments in lieu of taxes (PILOT) for downtown housing. In Tennessee, local governments typically grant the use of public property acquired through bonds to private entities for the purpose of economic development. The private parties then lease the property and make payments in lieu of taxes to the local government. Direct property tax abatement is unconstitutional in Tennessee, but PILOTs allow local governments to provide tax abatements so long as the property is held in public trust.

In many states, direct tax abatements for broader purposes of revitalization are more common. In Ohio, for example, cities are encouraged to create Community Reinvestment Areas (CRAs) where they can provide tax abatements or other fiscal incentives for housing or other purposes. Zanesville and other small Ohio cities have such programs. Typically, these types of incentives are used for revitalization of existing housing, rather than as an incentive for new housing development. Thus, a tax abatement program might be targeted to existing building owners who redevelop upper-floor spaces as apartments. However, Gallatin has such a small supply of such buildings that setting up a PILOT program targeting only rehabilitation may not yield a significant number of new units.

Some cities offer abatements for new downtown housing construction as well. Saskatoon (Canada) offers tax abatements phased in over 5 years for the construction of new rental housing in the downtown area. Since the program was started in 1999, more than 100 units have been built in two projects as a result of the program. Besides property tax abatements, cities use other fiscal tools such as a 50% rebate in building permits or other municipal fees following construction.

Memphis is one Tennessee city that has seen significant success in downtown revitalization, with \$300 million in new downtown investment credited to its PILOT program. Certainly such a program could be designed to encourage

redevelopment in Gallatin so long as the program adheres to strict local objectives for downtown revitalization, housing, and job creation.

There may also be opportunities to utilize tax increment financing (TIF) for public improvements that leverage large-scale private redevelopment for housing and other uses in the target areas. A TIF might capture the increase in property tax revenues that result from new development in the target areas (TIF district) to pay the debt service on downtown infrastructure bonds. However, the revenue potential from a TIF can only be calculated once the specific infrastructure and project potentials are further defined.

Loan Programs

Numerous cities and towns offer rehabilitation loan programs to encourage the conversion of non-residential buildings to residential use. Often, these programs specifically target upper-floor spaces in commercial buildings. Terre Haute, Indiana offers a Downtown Building Rehabilitation Loan Program through a \$500,000 pool of funds. The program offers 10 year / 0% interest loans of up to 50% of rehabilitation cost or \$25,000 per housing unit. There are fewer such programs targeting new housing construction.

Regulatory Tools

The City can also use its regulatory tools to enhance the potential value of downtown land to housing developers. For example, the City might consider implementation of density bonuses or higher-density zoning for target areas. Many cities use overlay zoning districts that promote additional uses and density patterns above the existing zoning within a particular area. If there is market support, then a developer will find that the higher density allowances will reduce his or her risk and increase returns per foot of development. Other regulatory mechanisms include the relaxation or elimination of parking requirements for new housing in the downtown area, more flexible development standards, and other tools to encourage housing development.

Information and Marketing

Few private developers or investors have, as yet, examined the market potential for housing in downtown Gallatin. The City might consider conducting an assessment of the potential type, scale, pricing, and target niche market for housing, and then using this information as part of an outreach marketing effort. While a housing developer would still conduct their own market study as part of their due diligence on a specific project, having access to upfront information (paid by someone else) on the overall potential downtown housing market will help provide them with some indication of whether it is worth further investigation.

Rather than paying directly for such a study, some cities provide a grant for feasibility studies as an incentive to investors. Buffalo's Urban Renewal Agency, for example, provides a \$5,000 grant to each developer and landlords who wish to convert upper floor spaces in downtown buildings into market-rate housing. The grant specifically helps pay for a feasibility study. The City might also work with property owners to provide outreach marketing services to attract housing and/or mixed-use developers.

Downtown Office

Daytime employment in the downtown area is another important source of market demand for downtown merchants. Downtown workers, like residents, add vibrancy to the downtown and strengthen its function as the city's main business node. Therefore, it is recommended that the City pursue an economic development strategy that focuses on opportunities to attract non-retail businesses and their offices to the downtown area. Several suggested incentives that might be offered as part of this strategy include the following.

Site Assembly

A site assembly strategy similar to that identified for housing could also be applied to attracting office space or mixed-use (office, retail, and/or housing).

Enterprise Zone

Many cities create enterprise zones to encourage job creation and community revitalization. Enterprise zones emphasize the packaging of fiscal and other incentives aimed at rewarding companies that relocate or add jobs to the targeted geographic zone. Historically, enterprise zones have focused on manufacturing and other industrial uses. However, there is no reason why the City cannot package a set of incentives targeting service and professional job creation in the downtown area.

The enterprise zone can include a variety of incentives, most typically property tax abatement and a reduction in various fees at the municipal level. (Many State enterprise zones include corporate income tax incentives). Tax abatement in this case would be tied directly to job creation. So, certain thresholds would have to be defined.

Enterprise zones also package other types of “soft” incentives with the financial ones. For example, cities will offer an accelerated approvals process that prioritizes job-creation projects past others in the review cycle. Such incentives are most useful where the approvals process is viewed as cumbersome or otherwise slow.

Information and Marketing

As with housing, there has not been a full market analysis completed to test the potential for office or other employment-generating uses (besides retail) in the downtown area. The potential for uses should be identified, and information made available to prospective tenants and developers. The City should develop a target marketing strategy to not attract business and industry, including targets for the downtown area. By knowing the key marketing targets, the City is better able to design appropriate financial incentives that address the needs of those potential uses.

Downtown Retail

The retail market analysis and marketing strategy clearly identify key opportunities for strengthening the mix of downtown retail in Gallatin. There are several financial and other incentives that might be used as tools to attract and retain certain target retail businesses. Several of these incentives are discussed below.

Direct Subsidies & Business Assistance

Cities have rarely provided any form of direct operating subsidies to private businesses in the past. Economic development agencies have only now begun to include retail in their marketing outreach efforts. Yet, an increasing number of small towns and big cities have come to realize that a vibrant retail mix helps strengthen downtown as a place for living and working. Prospective businesses engaged in site selection want a downtown that has good shopping, entertainment, and other activities as an amenity for their employees.

The idea of providing some form of temporary operating subsidy for small retailers gained steam during the last ten years thanks to the New Urban movement in development. Private housing developers have latched onto the niche market for lifestyle communities that sell themselves based on their small-town sense of community and place. A critical component of this development is a mixed-use town center including housing as well as retail, office, and live-work units. Since the housing in new urban communities is sold in part based on the overall concept including walkable business district, developers are keen to include retail from the start. However, the retail market in many of these green field developments is rarely strong enough in the beginning to support the small businesses typically envisioned in the town center. As a result, many developers have resorted to subsidizing targeted retail businesses, at least during the marketing and initial development phases of the housing.

Older small-town downtowns are increasingly competing with new urban town centers, and there is a need for cities like Gallatin to help targeted tenants gain a foothold in their market as an anchor for the overall destination strategy. This does not mean to suggest that Gallatin should subsidize any retailer that wishes to locate downtown. Rather, there is a need for a targeted approach to provide grants in the form of short-term operating capital or 2-year partial rent subsidies to key businesses that would serve either to anchor downtown or strengthen downtown's destination appeal and overall

marketing. In both cases, these stores would generate additional retail sales spin-off to existing merchants. This fact helps encourage buy-in to a targeted subsidy program from existing merchants.

Such a subsidy would also be comparable to those provided by most shopping center owners, who cross subsidize the rents for anchor tenants who in turn generate spin-off sales to the smaller merchants. For example, a supermarket typically pays much lower rent per square-foot than a line tenant (e.g., ladies' dress shop) in a shopping center. The smaller tenants accept the subsidization of anchor tenant rents, since they would not otherwise generate the sales traffic on their own. Downtowns thus also have to compete with shopping centers that subsidize their anchor tenants and spread common area maintenance costs among all tenants.

Of course there are other forms of business assistance besides subsidies that are commonly used to help start-up or small enterprises. Many cities help package or match SBA loan & guaranty programs (such as 166, 504, 7(a), etc) to help small businesses at start-up. However, these do not necessarily provide as strong a pro-active targeting incentive as would a subsidy.

Capital Grants & Loans

Many small and large cities provide financing tools for downtown retail property owners to improve their buildings. These tools include loan pools, low-interest rehabilitation financing, and capital grants. As with housing, most of these grants and loans focus on rehabilitation of existing buildings rather than on new retail construction. CDBG is an important source of funding and helps focus such programs on rehabilitation. However, there are many programs that include the purchase of capital equipment and certain finishes for retailers in new space.

Site Assembly & Outreach Facilitation

As with housing and office development, the City can play an important role in facilitating new retail development through site assembly and associated financial incentives. The City also has an important role in outreach marketing and to assist in identifying the target retail tenants.

Business Improvement District (BID)

Business improvement districts (BIDs) provide an additional layer of municipal service above and beyond that which is already provided through a self-imposed levy on property owners and businesses within the BID district. Typically, BIDs raise funds to pay for additional cleaning and security services (thus attacking the dual problems of “crime and grime”).

Just as the owner of a shopping center spreads the cost of maintenance and security to all tenants through common area maintenance (CAM) charges, a BID spreads such costs to all property owners within the district. In both cases, the cost to any single participant is greatly reduced thanks to economies of scale.

Gallatin is not so much a hotbed of crime and grime, but may benefit from additional maintenance of the plan-proposed streetscaping and from funding of marketing programs. Implementation of a BID would require buy-in from a certain majority share of property owners within the district, and the levy amount relates to the services provided and owners’ willingness to pay. In most cases, the amount paid by an individual property owner (and business) relates to the square footage of space or the number of employees in the business.

Downtown Tourism Attractions

Tourists and day trippers provide another potential market for downtown Gallatin. As suggested in the market analysis, Gallatin has important heritage and other resources but would benefit from additional anchor attractions. Cities are often the primary funding source for museums, parks, monuments/memorials, and other sites that are marketed as visitor attractions. In other cases, cities help leverage private non-profit or for-profit investment in these activities.

Direct Funding

Many cities, including Gallatin, contribute to the development and operation of heritage sites and visitor attractions. Cities own or contribute heavily to the operation of museums and galleries, for example. Cities often contribute to the

capital cost of construction and initial operating subsidies, but then promote some measure of self-sufficiency (through commercial income and/or outside grant funding). There is a need for Gallatin to examine further its economic potential to support anchor tourism attractions (and festivals or events) in the downtown area, and to identify specific projects and programs as part of an overall tourism development strategy.

Gallatin City / Cultural Foundation

Cities help establish through seed funding city-wide or cultural foundations with the express purpose of fundraising and supporting arts, cultural, or other civic activities beyond the scope of local government services. A city foundation could focus on the capital fundraising and grant making for museums or other venues that could become anchors for tourism. With 501(c)3 status, the foundation can leverage resources from other grant-making organizations and such federal sources as National Endowment for the Arts.

SUMMARY

There is a wide variety of financing tools used to encourage certain types of development in downtown areas. However, such tools should be targeted to the local situation and should respond to the local market. Gallatin would benefit from incentives that encourage downtown housing, retail, office, and tourism uses. In some cases, there are opportunities to utilize direct funding through loans and grants, as well as through fiscal and regulatory mechanisms. But local government also has an important role to play in facilitation, such as in land assembly that helps to reduce the up-front cost to private investors, or in helping to establish non-profit entities that leverage outside funding resources.

HOUSING INCENTIVES

This memorandum provides more targeted recommendations for housing incentives for downtown Gallatin, based on input from local housing developers on market and financing issues. While all of the financial and fiscal incentives described previously may be relevant to Gallatin under certain circumstances, the following are most appropriate in the three cases described herein: neighborhood housing development (south of Smith Street), infill housing (northeast study area), and building rehabilitation (upper-floor apartments).

A) Neighborhood Housing Development

Most of the local developers have experience with green field development of single-family detached or attached housing. While this type of housing is probably not appropriate over the long-term for development within the study area, a good case has been made for the redevelopment of areas south of Smith or Main Street as a new, in-town neighborhood.

Gallatin lacks the typical historic, livable neighborhoods that one often finds within walking distance of a “small town downtown.” Yet, there is likely to be increasing demand for such communities, including perhaps single family and/or a mix of single and multi-family housing. The local developers believe that areas between the new jail and the hospital provide prime locations for redevelopment as new housing.

There are several complicating factors in respect to redevelopment of this area, including multiple ownership and the difficulty of assembling a large enough site for wholesale redevelopment; the requirement to either integrate or relocate existing residents in a suitable manner; and the challenges posed by drainage and other stormwater infrastructure problems in that particular area. These specific challenges are addressed through the financial incentives below, aimed at leveraging private sector investment in that area. However, the design of any such incentives targeted to this area should be preceded by a sub-area redevelopment planning process in order to ensure the appropriate land use and redevelopment strategy is in place prior to initiating development policies including infrastructure and financial incentives.

1. Land Assembly. Write down the cost of new development through land assembly and/or use of municipally-owned property. Cities often help reduce the time, expense, and challenges to assemblage by taking pro-active steps to consolidate properties in public ownership through some or all of the following:
 - a. Designate a Downtown Reinvestment Area for the specific purpose of housing (and/or other) development.
 - b. Relocate municipal facilities (including parking) away from the preferred development site(s) and consolidation of public properties in that area.
 - c. Negotiate and purchase of under-utilized or other private properties in the designated area that do not meet criteria for highest and best use or that are otherwise needed for housing development.
 - d. Only if appropriate and legally defensible, use the City's powers of eminent domain to purchase properties in the Downtown Reinvestment Area at Fair Market Value.
 - e. Conduct a Request for Proposals (RFP) process to attract developers to the area once the land and or buildings have been assembled.
2. Relocation Program. With redevelopment of the area south of Smith Street, there will be a requirement to devise a plan for either integration or relocation of existing households and businesses. A public participation process will be necessary to ensure buy-in and input from existing residents into the redevelopment planning process. Local government can sponsor this process and with professional assistance, develop a relocation or integration plan in advance of or in coordination with the private developer. While this is not a "financial" incentive per se, this work will ease the path for redevelopment within the area for the private sector.
3. Infrastructure Investment. The City of Gallatin can also leverage private housing development in that area through investment in the supporting infrastructure (such as improvements to the drainage system in the target area). These improvements will not only reduce the capital cost for private construction but also enhance the marketability of the property. There are several tools available to pay for such infrastructure in addition to direct capital outlay and State or federal infrastructure financing.

- a. Tax-Increment Financing (TIF). If the City of Gallatin has the authority to engage in tax-increment financing, then this mechanism provides an incentive by financing public infrastructure or other improvements necessary to leverage the private investment in new housing development.
 - b. Public-Private Partnerships (PPP). Use of build-operate-transfer (BOT) and other mechanisms can create opportunities for development of infrastructure that would not have been otherwise possible without private participation. For example, municipal governments can contract with private companies to build and maintain stormwater infrastructure that would be transferred to the City once it pays for itself (such as through stormwater fees). This provides an alternative to City bond financing or direct expenditures if the City is unwilling or unable to afford such expenditures at present.
4. Homebuyer Fiscal Incentives. The City of Gallatin may also offer direct or indirect incentives that will write down the cost of housing for potential homebuyers or renters in this area south of Smith Street. Among the homebuyer and renter programs that may be appropriate are the following:
- a. Downtown Home Buyer Program. Offer incentives for potential home buyers (similar to first-time homebuyer programs but targeted to downtown buyers), including:
 - i. Purchase credits (5.0%+)
 - ii. Down-payment assistance
 - iii. Reduced or eliminated transfer fees
 - iv. Other incentives for purchasers of downtown housing.
 - b. Speculative Housing Programs. There is a variety of fiscal incentives that might be offered to speculative housing developers who would pass on cost savings to homebuyers or renters, such as:
 - i. Tax exemption for purchaser or for owner (of rentals) for a period of two years following contract.
 - ii. Subsidize home show or other marketing initiative (at 25 to 100%) that helps reduce the marketing costs for the developer.

- iii. Provide gap financing or construction period subsidies (some cities offer \$1,000 per unit to be re-paid upon sale of unit).
- iv. Provide reduced or eliminated permitting and inspection fees, and reduce other taxes or fees associated with construction.

B) In-Fill Housing

There is also the opportunity for smaller-scale, higher-density infill housing (such as multi-story condominiums, apartments, or senior units). The Master Plan has recommended sites in the northeast portion of the study area for housing development and local developers suggest that this location would be most appropriate for higher-density housing. The types of incentives that may be appropriate for these infill housing sites can include some of those described in (A), as appropriate, as well as the following:

1. Development Mechanisms & Equity Partnerships. The City may take a lead role in the creation of a development entity or partnership to actively participate in promoting housing development or opportunities for development at infill sites.
 - a. Facilitate the creation of a non-profit development entity empowered with the authority to purchase property and enter into partnerships with housing developers. The entity may be given the authority to use public funding to write down the cost of land or construction costs. If the entity were engaged in development of senior or affordable/worker housing as part of the mix, then it may be eligible for a variety of federal financing incentives including New Markets Tax Credits.
 - b. Alternatively, facilitate the creation of equity partnerships between property owners and/or between the property owners and a housing developer in order to more easily incorporate existing properties into the reinvestment area. Downtown property owners would gain through their equity investment in the project and would therefore be more willing to participate in assembly.
2. Higher-density Housing Incentives. A variety of other incentives can be applied, including:

- a. **Fast-Track Development Review Process.** The City of Gallatin may also fast-track or prioritize downtown housing development through the review process.
- b. **Density Bonuses.** The City of Gallatin can provide density bonuses or other zoning-based incentives to help developers achieve an appropriate financial return on housing.

C) Building Rehabilitation for Housing

There is already upper-floor housing in existing downtown buildings. There are a number of incentives that can further encourage this type of rehabilitation and redevelopment of existing, particularly historic, buildings, as described below:

1. **Building Rehabilitation Loans or Grants.** The City may consider providing low-interest rehabilitation loans or grants for rehabilitation of buildings suitable for housing (such as upper-floor apartments). These programs can be designed on the same lines as other typical Main Street loan or grant programs with elements that can include:
 - a. Matching grants, requiring an equal or percentage participation by the property owner.
 - b. Capital construction or building improvement loans for renovation or restoration of buildings for retail and housing, provided through a consortia of local financial institutions with public backing, at below-market interest.
 - c. Membership-based and other incentives leveraged through a local authority established for downtown commercial and housing reinvestment.
 - d. Other rehabilitation incentives, such as assistance with historic tax credit applications, pro bono services (architectural references), etc.

2. Fiscal Incentives. The City of Gallatin may also pursue a variety of fiscal incentives to enhance opportunities for rehabilitation of downtown buildings for housing and commercial use. These programs can include:
 - a. Tax Exemption. Provide a five-year tax exemption or phase-in for rehabilitation within a downtown Gallatin reinvestment area for the purpose of creating housing.
 - b. Tax Abatement. Apply tax abatements to a certain percentage of value created through rehabilitation.