



GALLATIN

Creating & Implementing a Downtown Master Plan

**September 7, 2007
Building Great Communities Conference
Memphis, Tennessee
AICP**

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Phil Walker,**

Presentation Outline

Pre-Planning Work

The Planning Process

The Plan Contents

Plan Implementation



Pre-Planning Work

What Prompted the Need for a Plan?

Renewed interest in Downtown Gallatin created by several factors:

- Greater Gallatin's \$1 million renovation of Historic Palace Theater
- Sumner County Justice Center proposal to relocate County Courts and Jail out of Downtown Gallatin
- Interested property owner and stakeholder groups
- Increased growth throughout City

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

Quote from
Downtown Plan RFP

Pre-Planning Work

Selling the Need for a Plan

- 2002 Walkable Community Workshop with Dan Burden held in Downtown
- 40 people attended half day workshop
- Workshop inspired local leaders to submit an application for 2003 TDOT Enhancement Grant (not awarded for 2003 grant cycle)
- City initiated process to hire consultant to prepare a comprehensive Downtown Master Plan
- City reapplied for Enhancement Grant in 2004 and was successful



Pre-Planning Work

Intended Use of the Plan

To Build Consensus : A Collective Vision

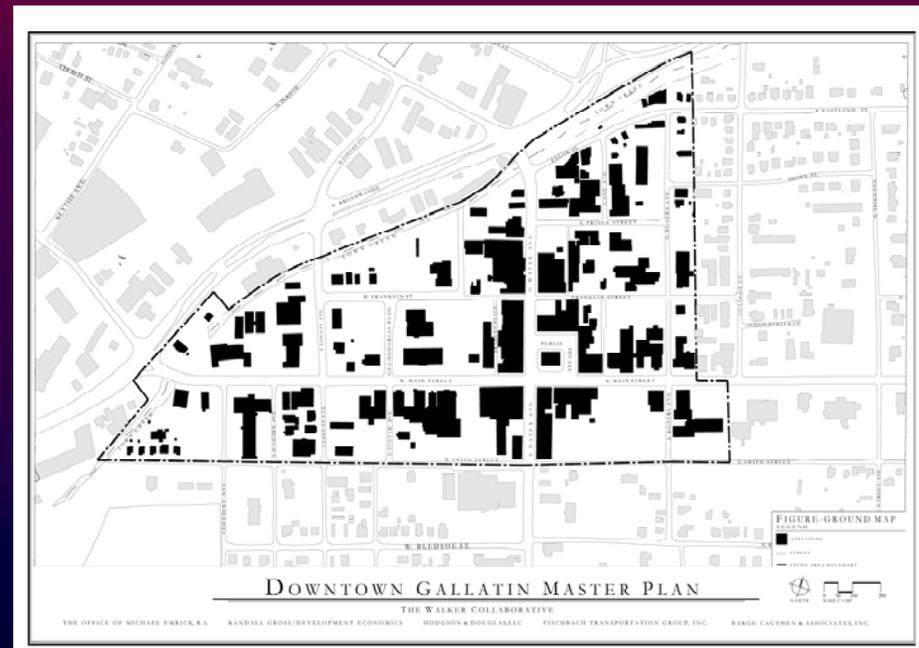
To Refine the Organizational Infrastructure

To Attract Outside Dollars

To Serve as a Catalyst for Positive Change

To Serve as a Compass for Future Decision-Making

To Create a Successful Model to Repeat



GALLATIN: Creating & Implementing a Downtown Master Plan

Pre-Planning Work

Identifying Downtown's Stakeholders

Elected and Appointed Officials

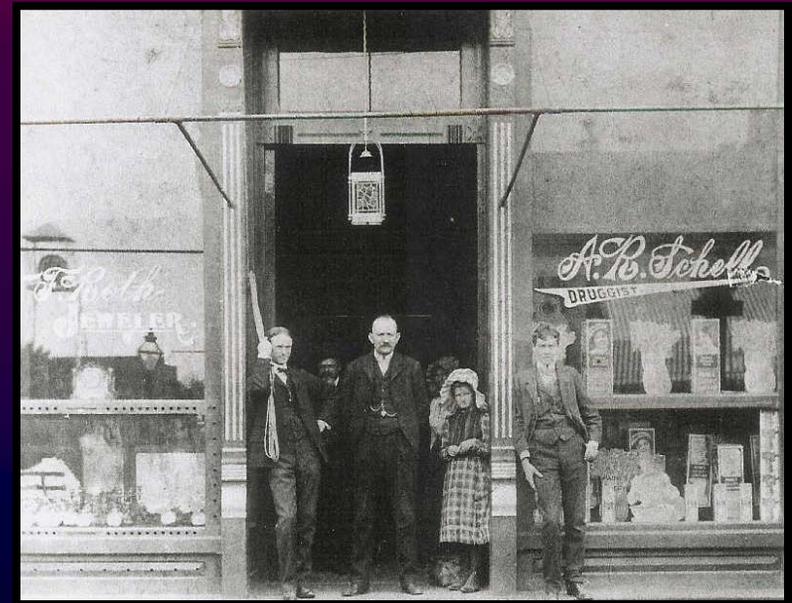
Property Owners

Business Owners / Operators

Institutions (churches, gov't., etc.)

Residents

Citizens in General



Pre-Planning Work

RFP Process

- 1.Appointment of the Selection / Steering Committee
- 2.Drafting the RFP Document
- 3.Advertising / Distributing the RFP
- 4.Short-Listing of Firms
- 5.Firm Interviews
- 6.Firm Selection
- 7.Contract Negotiations

The Planning Process

Organizational Structure

Project Steering Committee

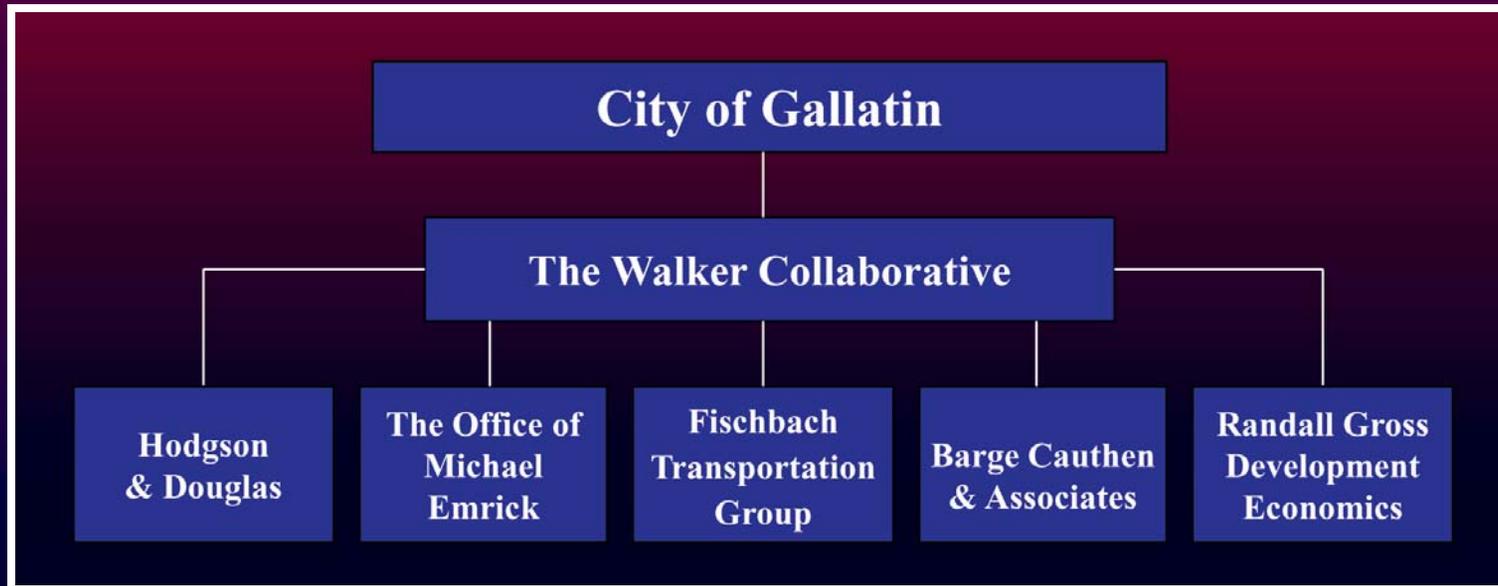
Planning Director & Staff

Planning Commissioner

Greater Gallatin Director

City Council Member

Other Stakeholders



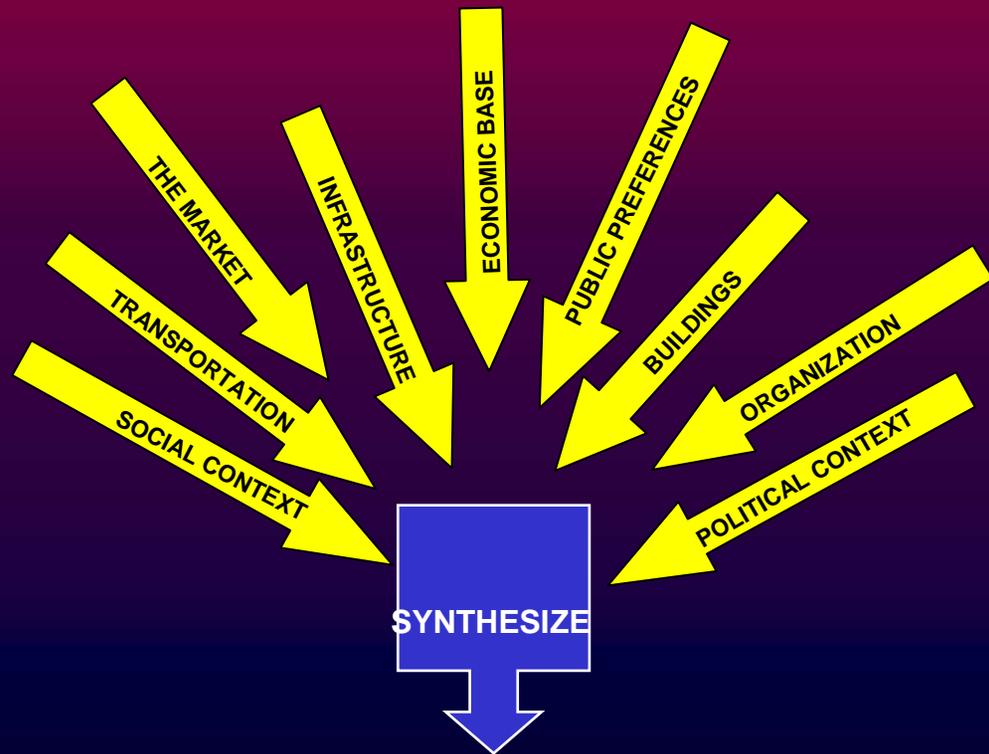
The Planning Process

Planning Philosophy

“For every complex, difficult problem, there is a simple, easy solution..... and it is wrong.” - H. L. Mencken

Main Street “Four Point” Approach:

- 1) Organization
- 2) Design
- 3) Economic Restructuring
- 4) Marketing & Promotion



The Planning Process

Scope of Work

1.0 Research & Analysis

**2.0 Charrette & Concept
Plan Development**

**3.0 Preparation of the
Draft Master Plan**

**4.0 Plan Presentation &
Final Revisions**



The Planning Process

Task 1.0: Research & Analysis

1.1 Kick-Off Meeting & Study Area Tour

1.2 Physical Analysis

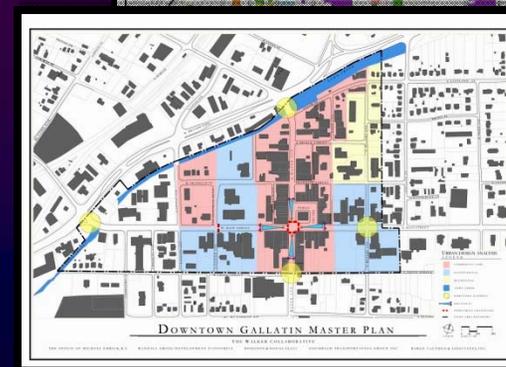
1.3 Market Potentials Analysis

1.4 Public Policy Review

1.5 Stakeholder Group Meetings

1.6 Public “Kick-Off” Meeting

1.7 Consumer Survey



The Planning Process

Key Findings from Task 1.0

There is potential for 80,000+ sq. ft. of additional specialty oriented retail uses



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

The Planning Process

Task 2.0: Charrette & Concept Plan

2.1 Follow-Up Field Work

2.2 Public Workshop

- Workshop Orientation
- Planning Session
- Plan Presentations & Wrap-Up

2.3 Concept Plan Development

2.4 Concept Plan Presentation



The Planning Process

Concept Plan: Key Themes

Town Creek Greenway

Downtown Library

New Parks / Plazas

Enhanced Public Square

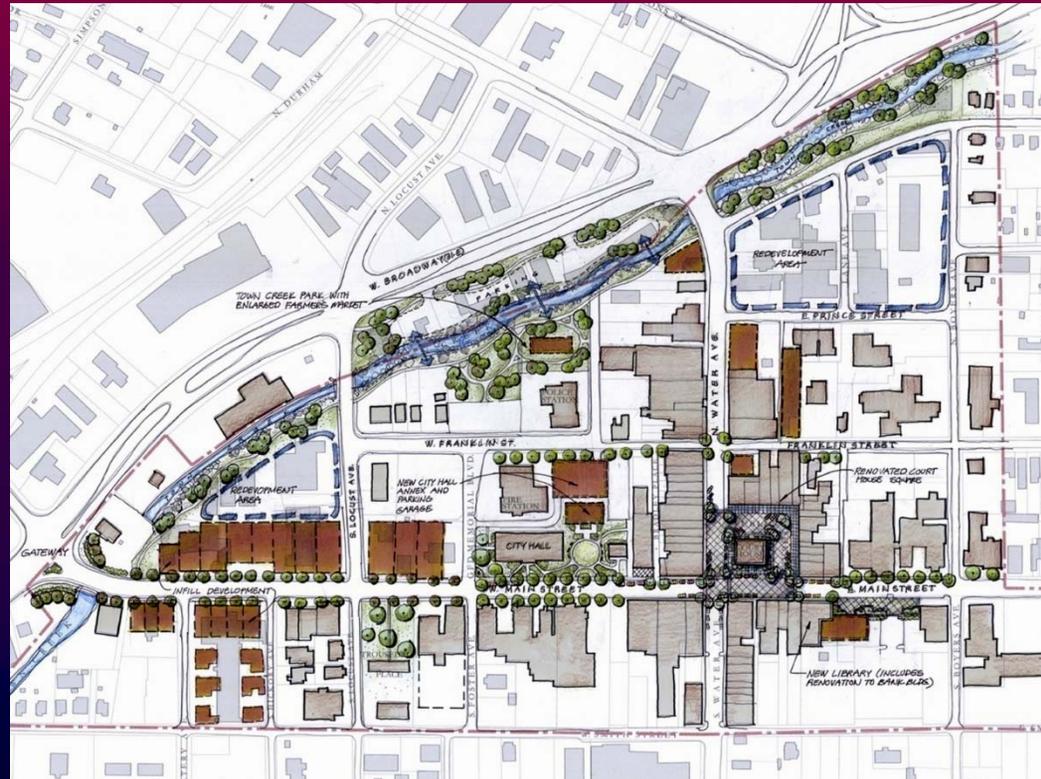
Downtown Housing

Improved Farmers Market

Enhanced Parking Lots

Making Downtown More
Pedestrian Friendly

Historic Zoning



The Plan: Overview

- 1 Downtown Library on Main Street
 - 2 City Hall Annex and Park
 - 3 Public Parking Garage (2 Options)
 - 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 & Management
 - Public Policy Amendments
 - Economic Restructuring Strategy
 - Marketing and Promotion Strategy



The Plan: Overview

Farmers Market / Multi-Use Pavilion

Parking Garage (Option 1)

Town
Creek
Greenway

City Hall
Annex
& Park

Public
Square
Enhance-
ments

Parking
Garage
(Option 2)

Downtown
Library



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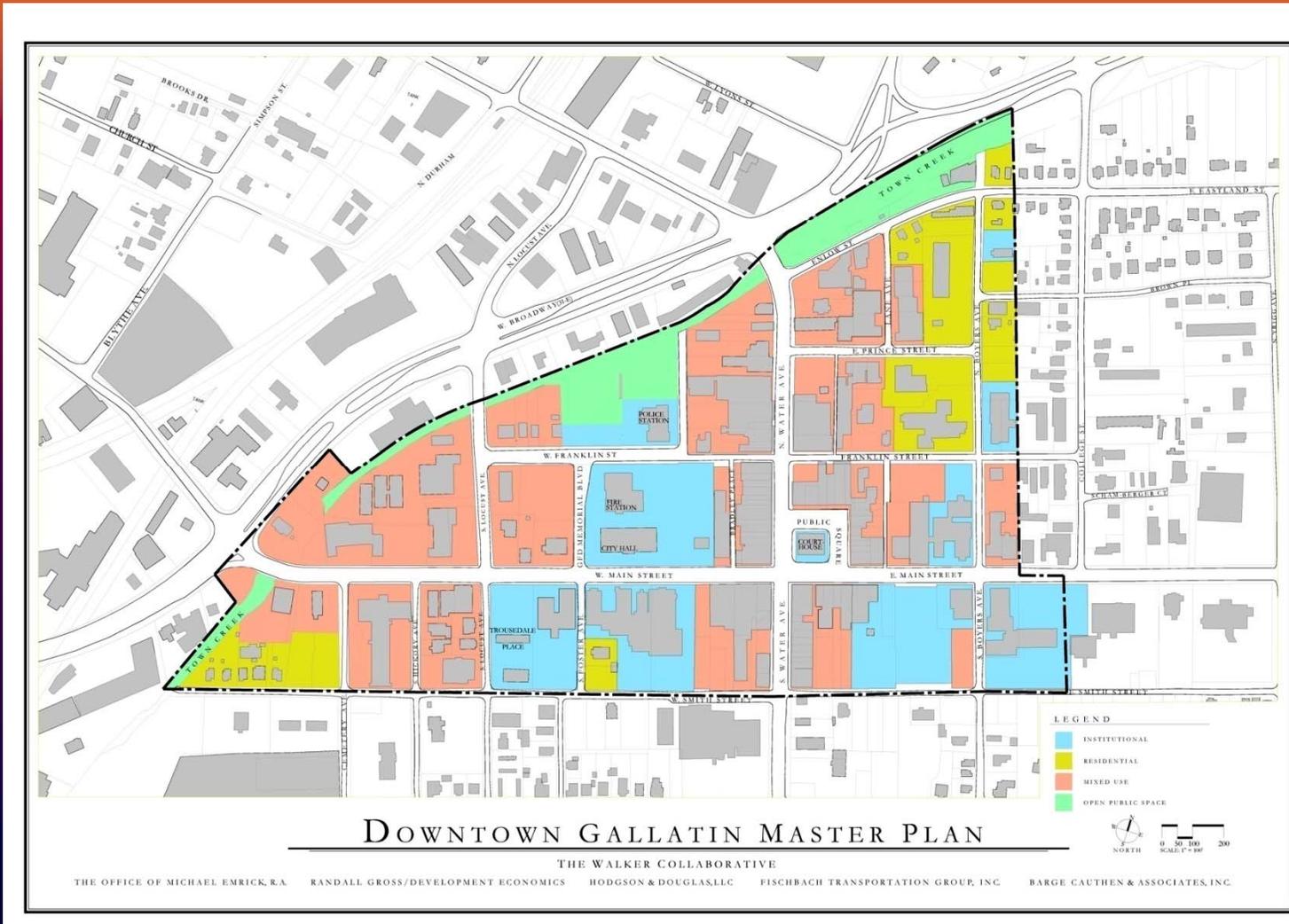
Land Uses & Buildings



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



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Buildings: Historic Rehabilitation

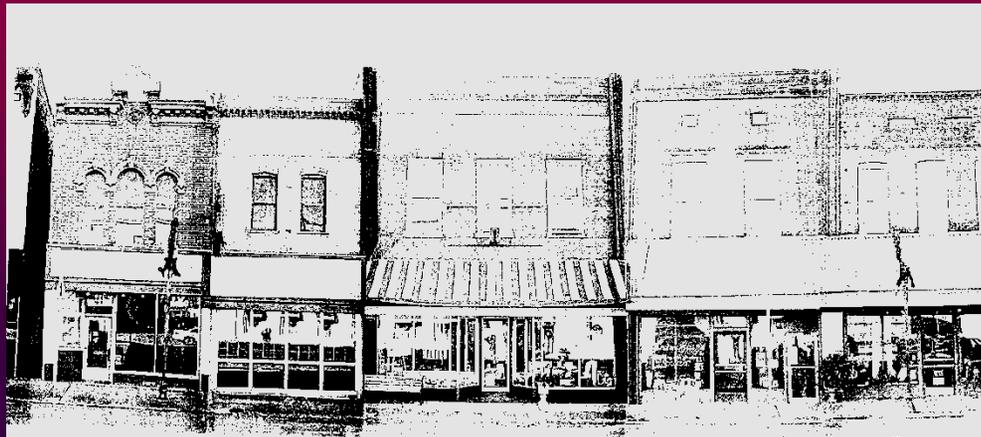


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Buildings: Historic Rehabilitations

Secretary of the Interior's Standards & Guidelines for Historic Rehabilitation

Of those who responded to the house-hold 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: Redevelopment



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Buildings: Infill Development



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Buildings: Infill Development

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

Design Standards

- Provide a recessed addition on the east side of the existing bank building.
- Create a plaza in front of the library.
- Prohibit vehicular access off of Main Street.
- Design the façade with a civic character.



Downtown Library



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City Hall Annex & Park



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City Hall Annex & Park



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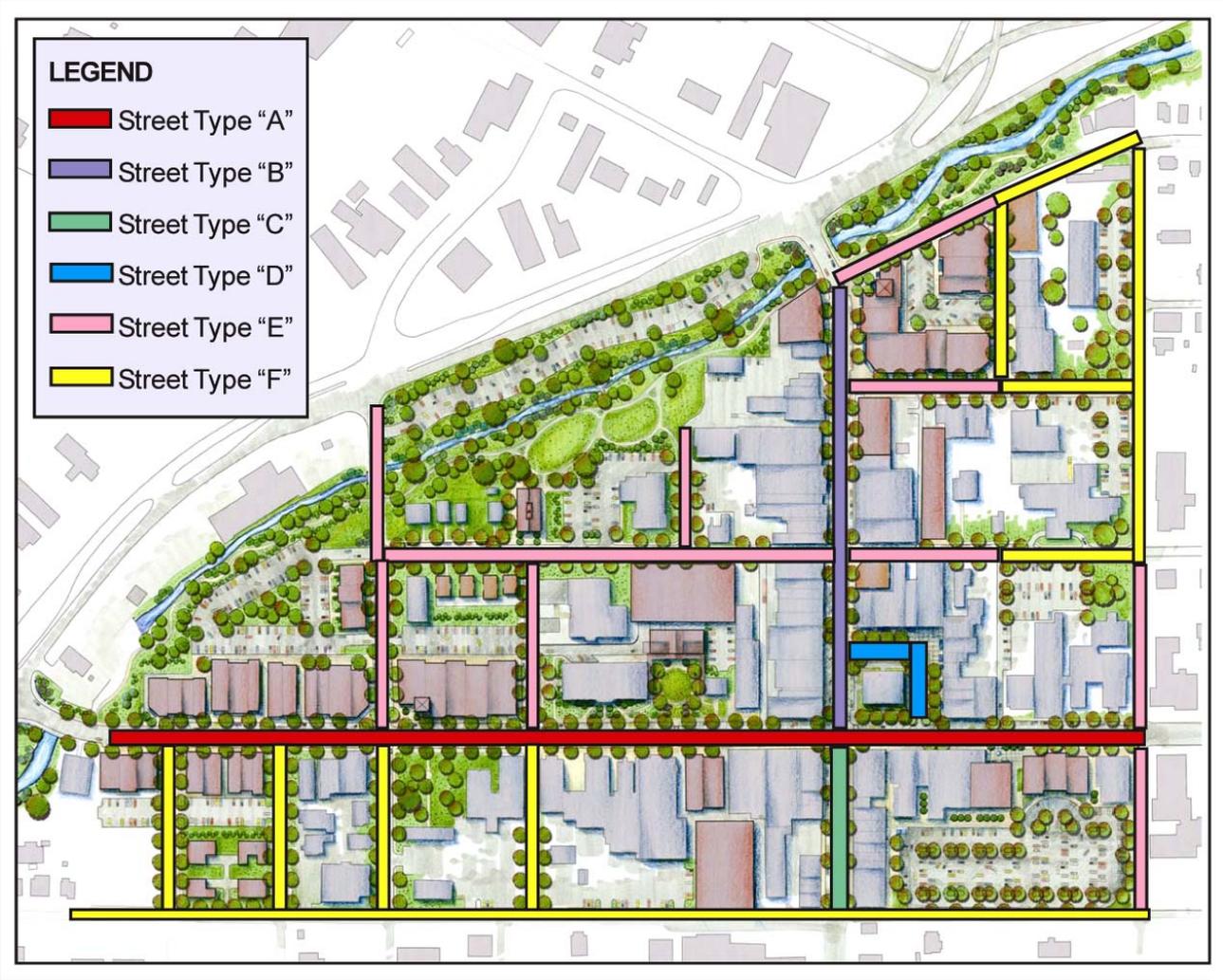
Streets & Streetscapes



1910 view of the south side of the Public Square (right) looking east.
Source: Around Gallatin & Sumner County

(Lester & Thomson - 1998)

Streets & Streetscapes



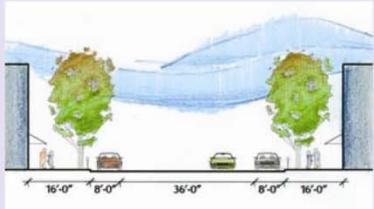
Streets & Streetscapes

Street Cross-Sections

Street Type A: Main Street



Existing Main Street



Proposed Main Street Cross-Section

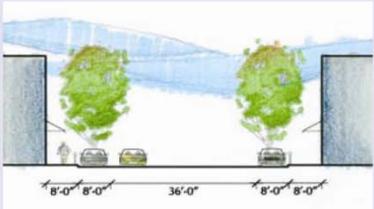


Proposed Main Street Plan

Street Type B: North Water Avenue



Existing North Water Avenue



Proposed North Water Avenue Cross-Section

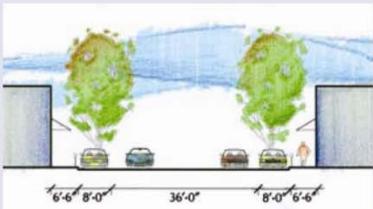


Proposed North Water Avenue Plan

Street Type C: South Water Avenue



Existing South Water Avenue

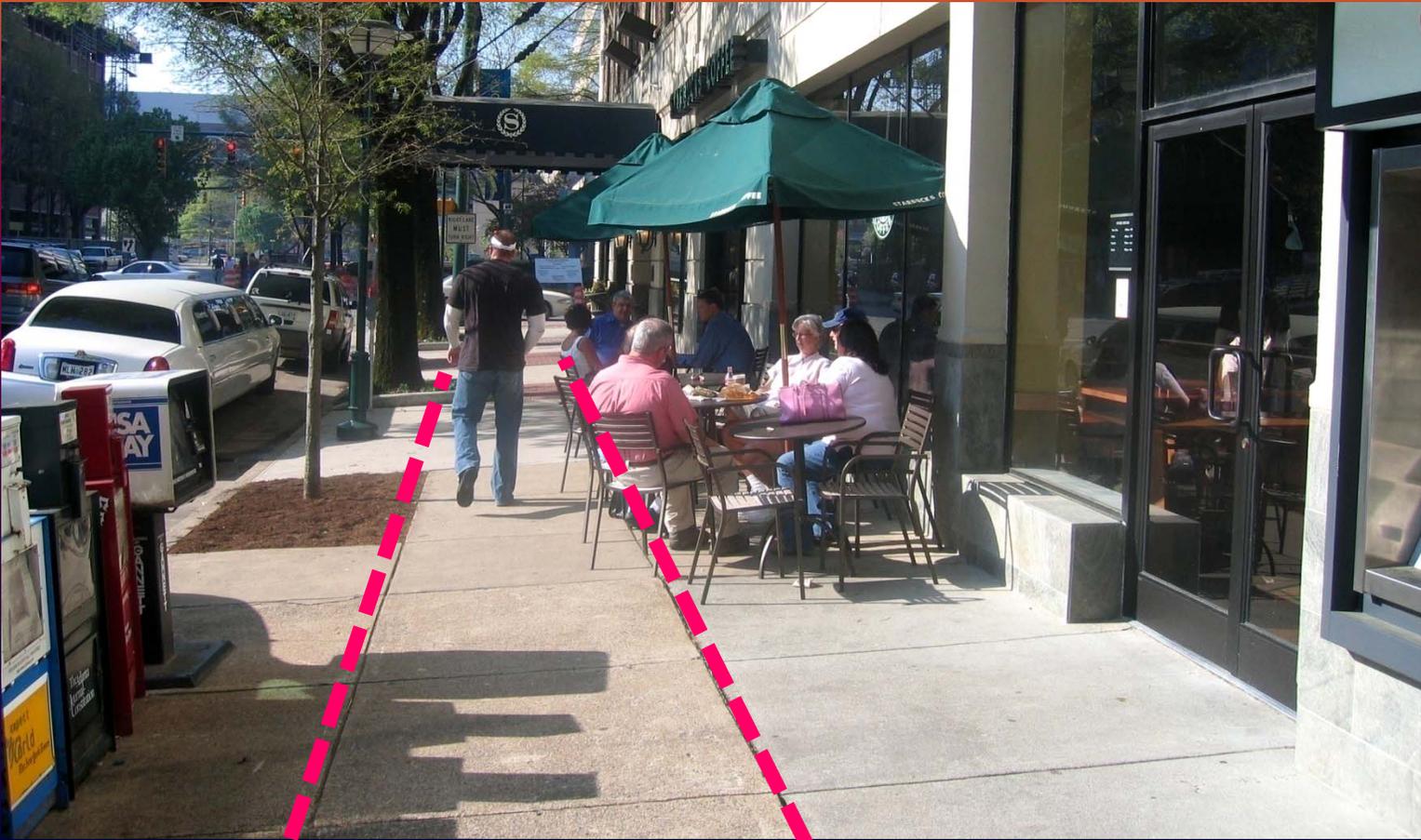


Proposed South Water Avenue Cross-Section



Proposed South Water Avenue Plan

Streets & Streetscapes



**Utility
Zone**

**Pedestrian
Zone**

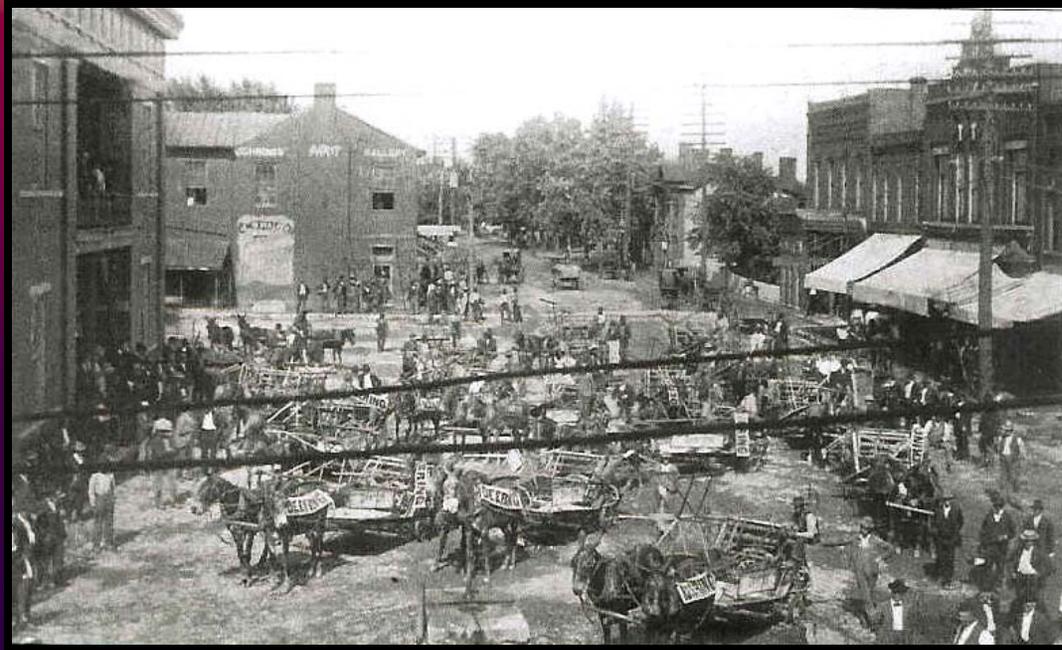
**Dining
Zone**

Streets & Streetscapes



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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)

Parking: Design

Peripheral Screening

- Solid (walls & fencing)
- Obscuring (fencing & landscaping)



Internal Treatment

- Planted islands
- Screened dumpsters
- Cleaning up trash, poles, etc.



Parking: Management & Promotion

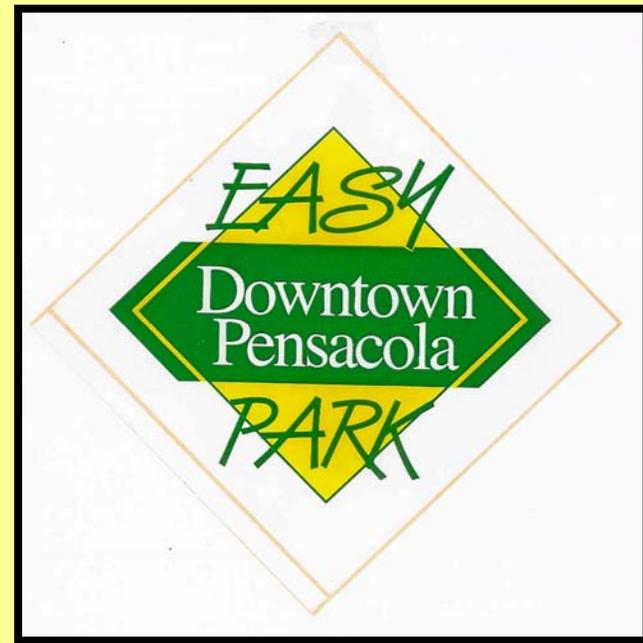
Of those who responded to the household survey regarding the availability and convenience of parking in Downtown Gallatin, 35% thought it is “average,” 37% thought it is “poor,” and 15% thought it is “very poor.” Only 12% believe downtown parking is “good” or “excellent.”

On-Street Parking Management

- Extend from 2 hrs. to 3 hrs.
- Control downtown employee parking: special stickers and/or different fine structure

Off-Street Parking Promotion

- Directional signage
- Parking brochure
- Downtown parking logo



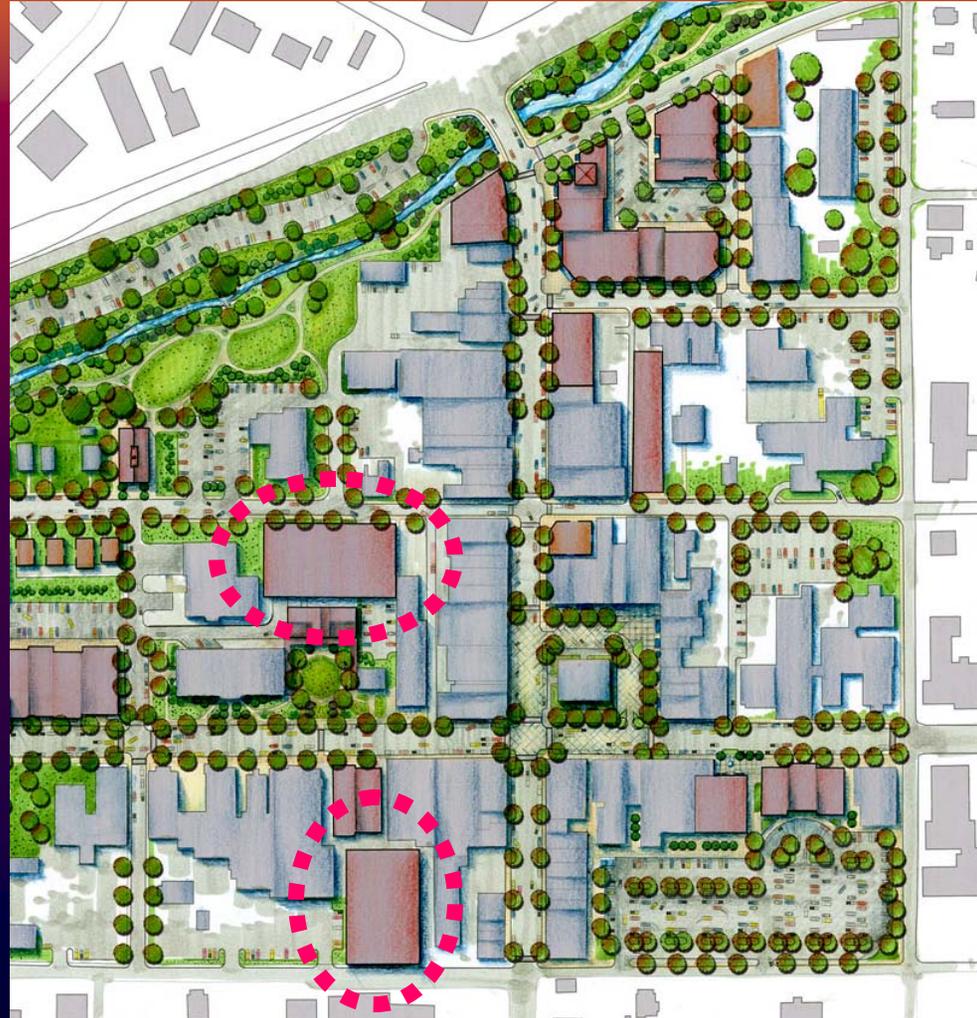
Structured Parking: Location

Location Criteria

- Within 2 blocks of Public Square to help retail
- Large enough to accommodate garage footprint
- Lack of historic structures requiring demolition
- Site not on Main or Water

City Hall's Merits

- Greater use if north of Main
- Garage will replace spaces lost to proposed park & annex
- Will better serve the highest demand area: Courthouse
- Site is already owned by City



Structured Parking: Design

Prohibit vehicular access off of Main and Water

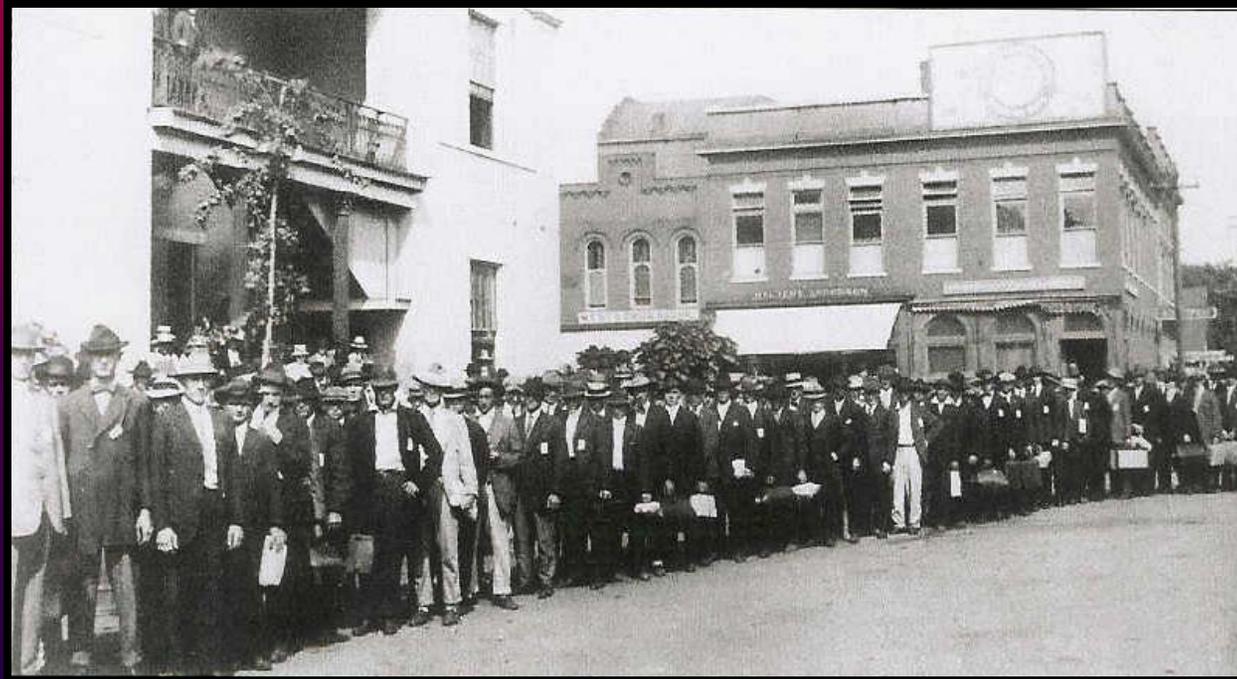
If fronting directly onto Main or Water, require ground floor retail / service space

If highly visible from a key street, design the front façade as a building:

- Flat floor plate with ramps at end
- Openings resembling windows
- Architectural detailing
- Exterior cladding of brick or similar material with a historic precedent in Gallatin



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)

Courthouse Square

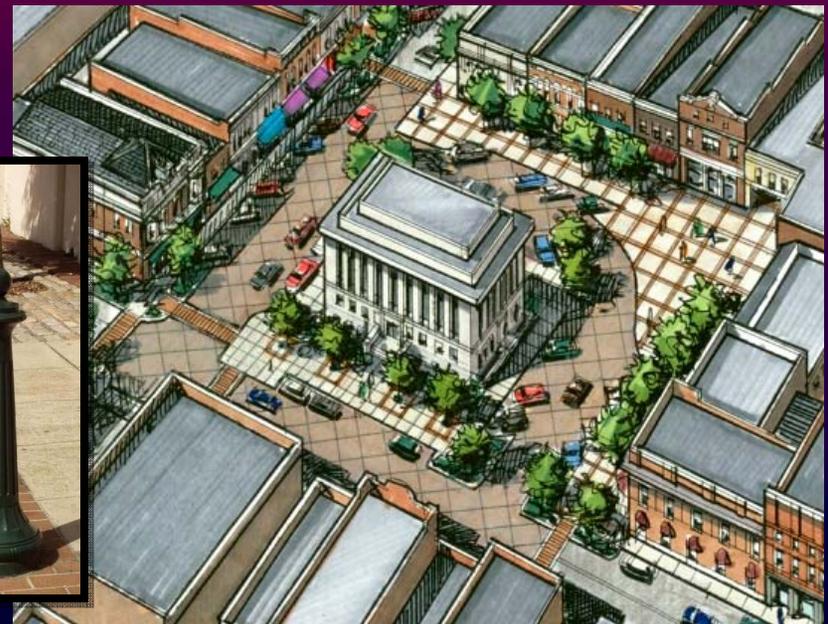
Courthouse Enhancements

- Replace removed Bradford Pears
- Uplighting on building



Streetscape Enhancements

- Replace one driving lane with expanded peripheral sidewalk
- Replace asphalt on streets with better paving surface
- Install utility hook-ups for events
- Fit the square for removable bollards



Courthouse Square



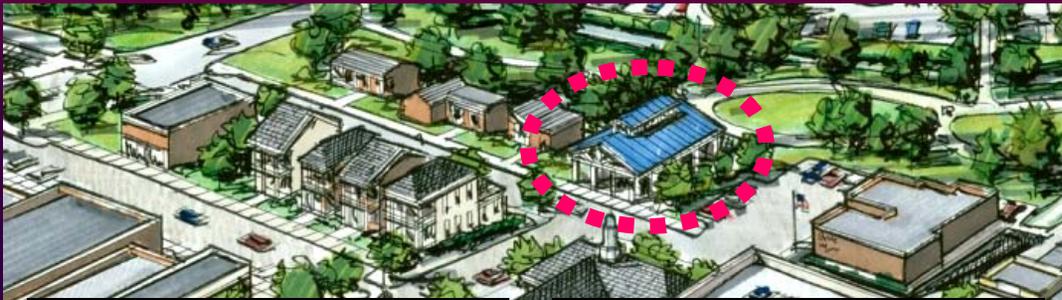
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Town Creek Greenway



Farmers Market / Multi-Use Pavilion

- Visual termination / new downtown landmark
- High-quality design / adaptable to many uses
- Owned by the City
- Managed by Greater Gallatin

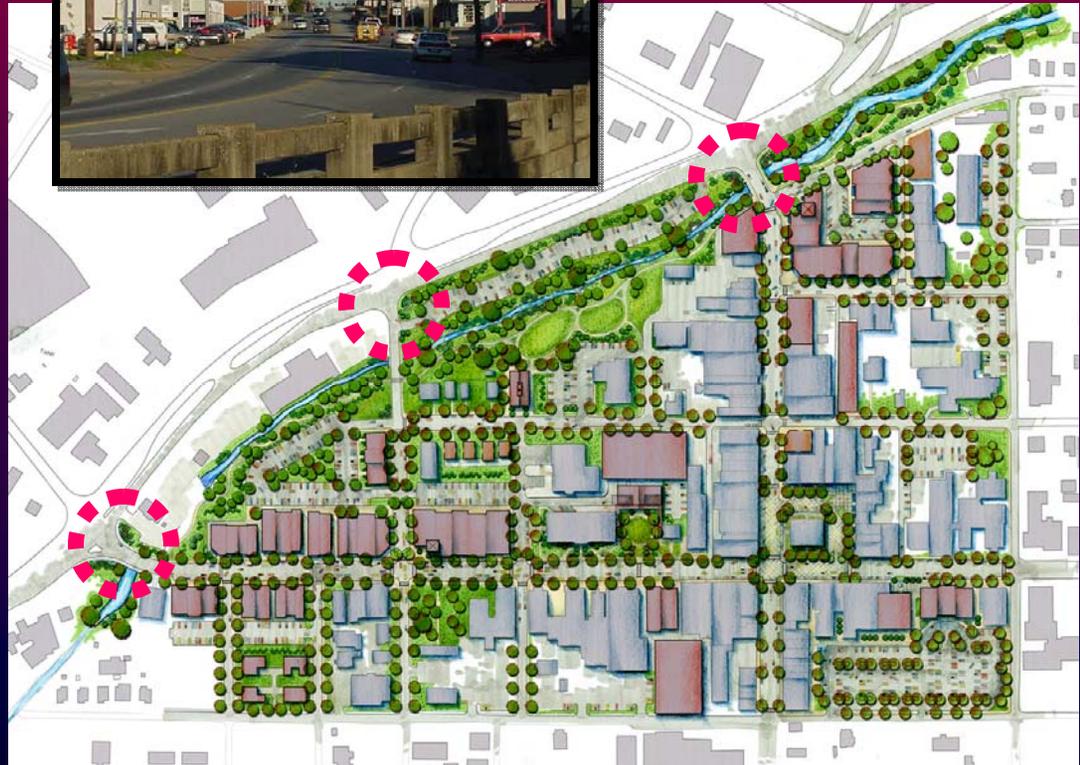


It is proposed that the new Farmers Market pavilion serve as a visual termination at the north end of GFD Memorial Blvd.



Downtown Gateways

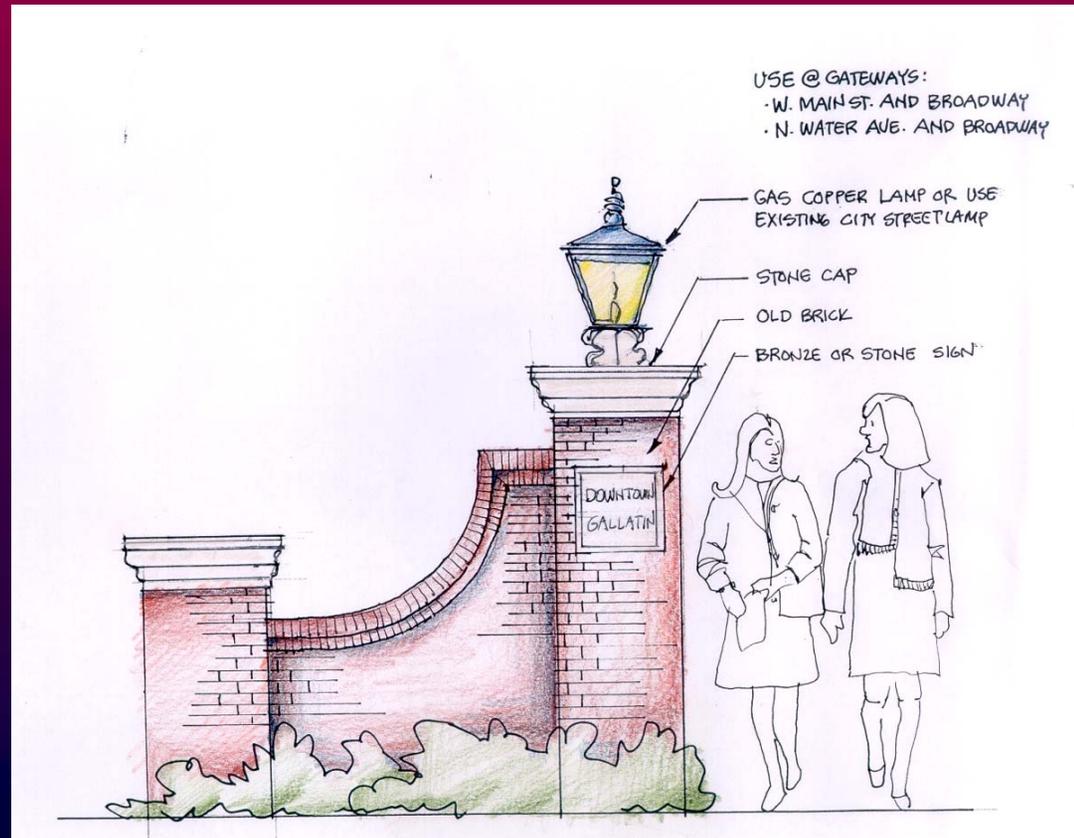
- Downtown lacks visibility from Hwy. 31
- Gateways make the first and last impression
- Three near-term gateways are proposed
- Gateways to east and south can be defined once they become more obvious



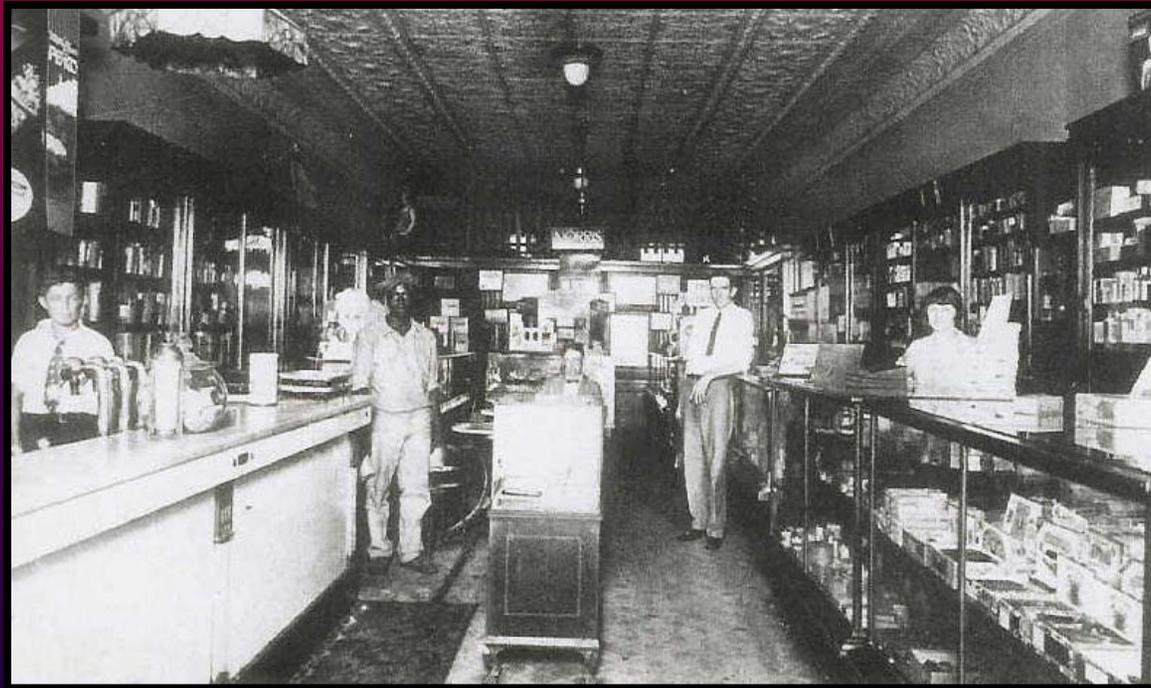
Downtown Gateways

Same treatment proposed for each bridge gateway:

- Historic looking street lights flanking each side of entry
- Colorful banners on lights that are changed out with seasons / holidays
- Signs for downtown integrated into ornate brick entry feature



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

Proposed Market Position

STRONG SECTORS TO EXPAND

- Government offices
- Legal services
- Financial institutions
- Religion

WEAKER SECTORS TO DEVELOP

- Specialty retail
- Dining & entertainment
- Residential
- Offices for small businesses
- Farmers market

Suburban Strip Centers are
NOT the Competition



Proposed Image

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

Tenant Mix & Business Development

Recommended Business Mix

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 – F.I.R.E.	20,000
Offices - Medical	20,000
TOTAL	238,000



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.

Business Recruitment

- Identify existing local businesses
- Create marketing packages
- Emphasize any existing incentives
- Identify specific buildings / sites
- Contact the targeted business owner
- Greater Gallatin as liaison (doing now)
- Add business to correspondence list

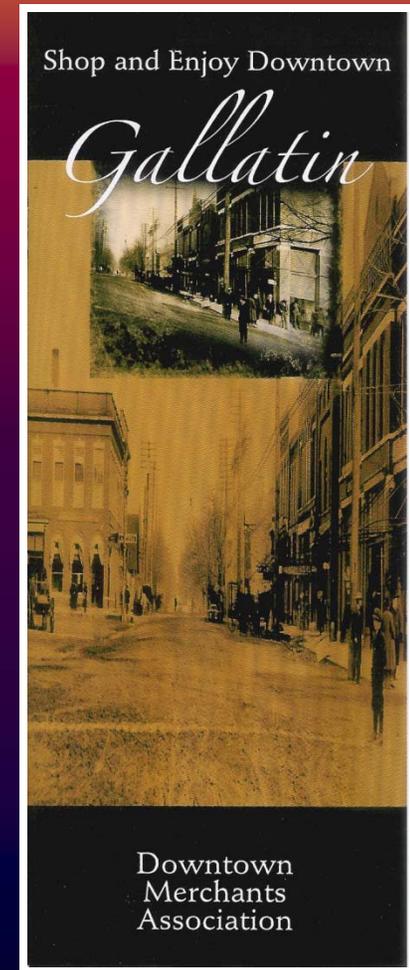
Management, Marketing & Promotion

Downtown Organization

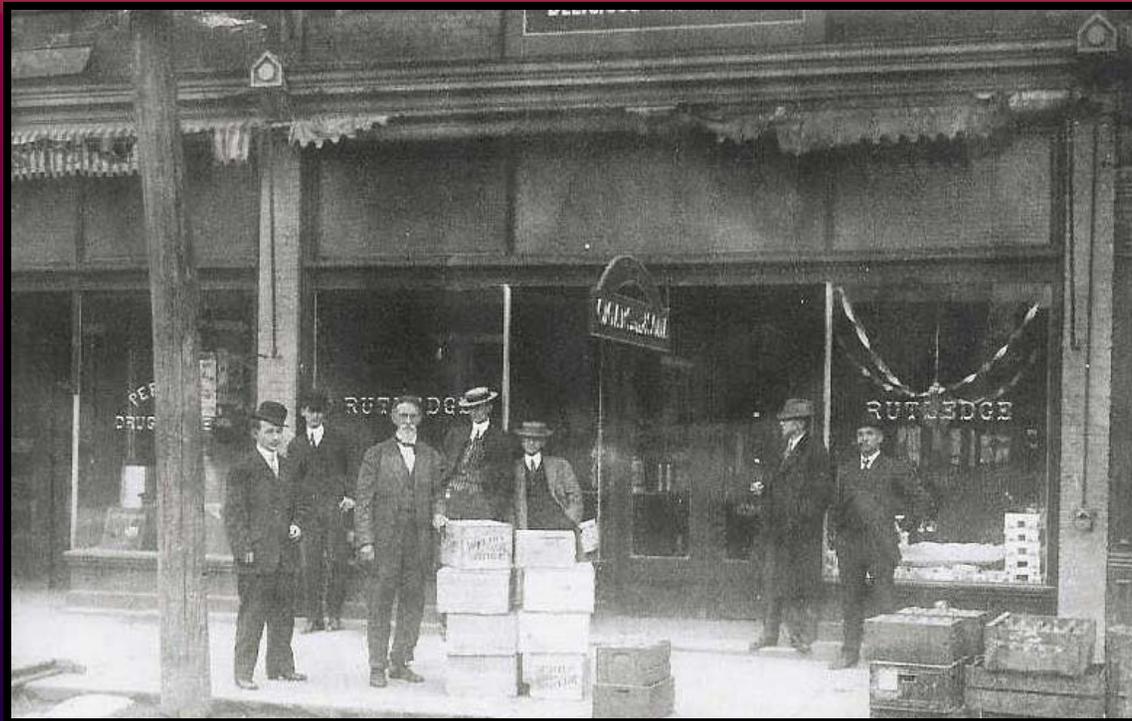
- Expand the resources and activities of Greater Gallatin
- Strong support from City and County
- Centralized Retail Management (CRM)

Marketing & Promotion

- Logo
- Joint advertising
- Brochures
- Window displays
- Sales promotions
- Special events



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

- Business Improvement District (BID)
- Capital Improvements Funding



Financial Incentives

- Existing Incentives
- Proposed Incentives

Residential Incentives

Neighborhood Housing

Infill Housing

*Building Rehabilitation
for Housing*

Public Policies

Zoning & Development Regulations

- Convenience markets with fuel pumps
- Parking lots
- Drive-thru windows
- Building height standards
- Minimum permitted lot size



Historic / Urban Design Review

Building Codes



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

Responsible Parties

Implementation Phasing

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

Implementation Committee

Addressing Urgent Needs

- Potential Historic Building(s) Demolition
- Potential TVA Coal Trains Traversing Downtown



Implementation Strategy

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

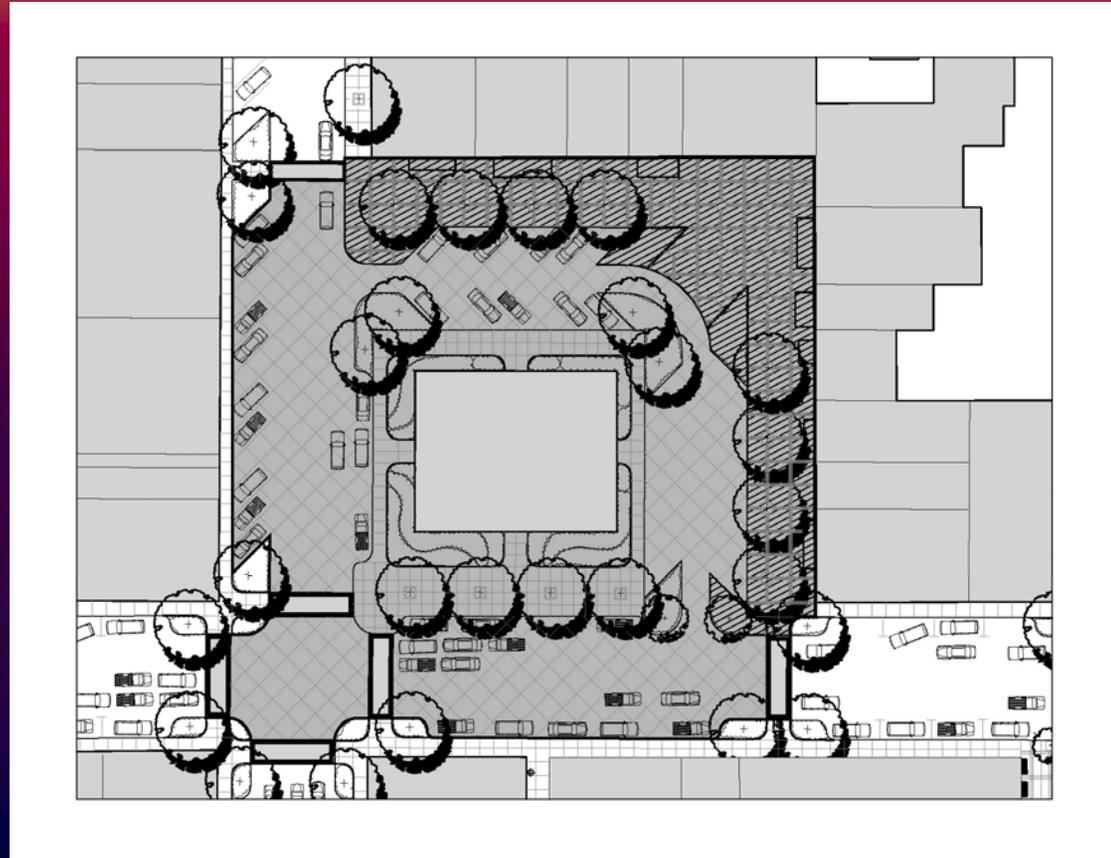
Quick Victory Project: Public Square

Total Costs

- Optimal Design:
\$1,257,286
- Alternate Design:
\$590,721

Phase 1 Costs

- Optimal Design:
\$248,812
- Alternate Design:
\$202,646



Plan Implementation

Progress to Date

Several major building renovation projects underway or completed

Millions of dollars in new investments in downtown

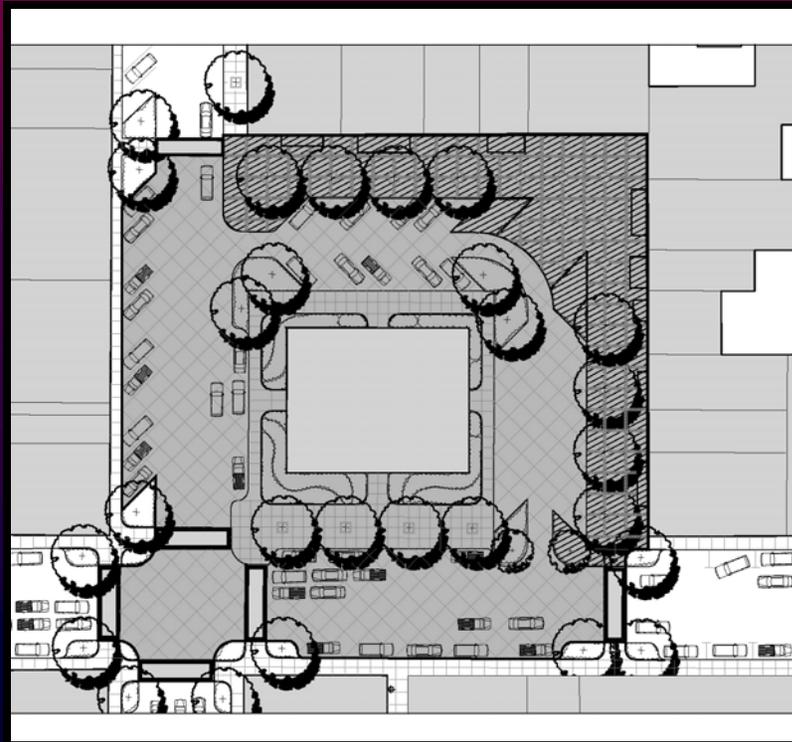
- Downtown Library
- New businesses
- Archives
- Greenway
- Privately-owned building renovations



Plan Implementation

Phase 1 Downtown Streetscape Project

Downtown Master Plan Concept



Final Streetscape Design Plan



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Plan Implementation

Phase 1 Downtown Streetscape Project: Funding

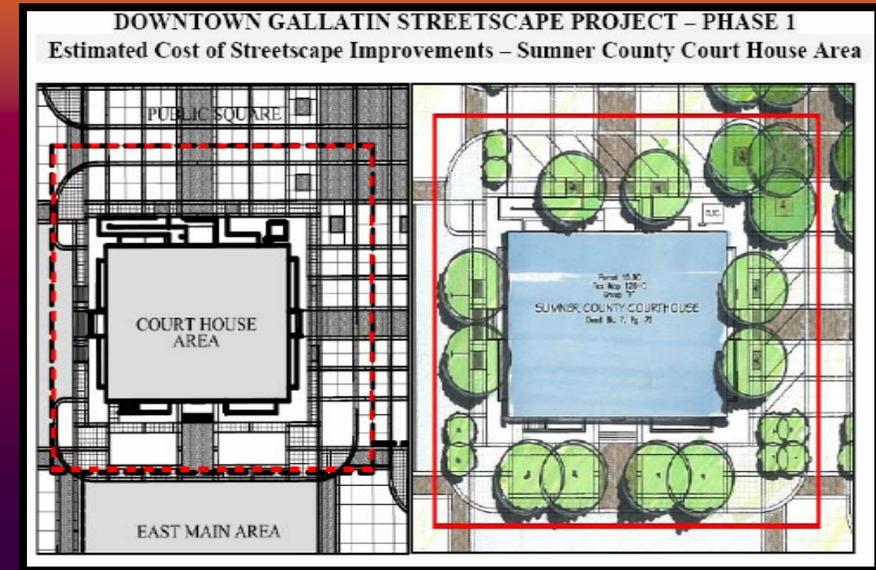
Project Funding Summary				
<i>Downtown Gallatin Streetscape Project – Phase 1</i>				
Item	Agency	Amount	Percent	Status
Transportation Enhancement Grant	TDOT	\$205,920	23%	Contract received and signed by City and TDOT, waiting for notice to proceed prior to bidding project
Sumner County Court House Area Improvements	Sumner County	\$202,016	23%	Requested through Sumner County Commission General Operations Committee on April 9, 2007
Construction Plans, Required Local Match, East Main Street, Public Square, North and South Water Improvements	City of Gallatin	\$471,161	54%	<ul style="list-style-type: none"> □ Construction plans and bid documents complete, funded May 2006 – \$38,350 □ Remaining funding committed by City of Gallatin - Resolution R0702-15 <ul style="list-style-type: none"> □ Local Match - \$38,250 □ East Main Street, Public Square, North and South Water Improvements - \$381,431
Total		\$879,097	100%	Estimated project costs based on construction plan estimates

Plan Implementation

City – County Cooperation

- Sumner County Commission agreed to fund Streetscape improvements surrounding County Court House

Item	Quantity	Cost	Total
Demolition, existing asphalt (sf)	12,235	\$3	\$36,705
Demolition, existing concrete (sf)	3,315	\$3	\$9,945
*Pavement, asphalt (sf)	750	\$3	\$2,250
*Pavement, concrete banding and curbs (sf)	12,321	\$6	\$67,766
*Pavement, clay Boral brick paver (sf)	1,535	\$10	\$15,350
*Features, Dumor bench (ea)	10	\$1,200	\$12,000
*Features, Dumor litter receptacle (ea)	3	\$700	\$2,100
*Features, bollards (ea)	36	\$500	\$18,000
*Street trees (ea), includes cost of tree, excavation, installation of plant material and backfill with topsoil.	13	\$800	\$10,400
*Secondary trees (ea), includes cost of tree, excavation, installation of plant material and backfill with topsoil.	10	\$500	\$5,000
*Planting, additional	allowance	\$15,000	\$15,000
*Planting, irrigation	allowance	\$7,500	\$7,500
*Estimates include cost of materials, prep work and installation	TOTAL		\$202,016



- County agreed to allocate money collected from court fees for court house maintenance to fund portion of project around Public Square
- Money to be provided in FY 2008-2009 County Budget

Plan Implementation

City – County Cooperation

Downtown Public Library: Under Construction

City purchased property for \$150,000

City and County Each Funding
\$2,000,000

Private Sector Library Group
contributing \$2,000,000 raised
from fund raising efforts, indi-
vidual donors, Civic Groups,
and Charitable Foundation
Grants



Plan Implementation

City – County Cooperation

Sumner County Archives Project

- Mayor Graves is leading the effort to keep a new County Archives building in downtown Gallatin
- Sumner County Commission has agreed to study downtown location
- Partnership with downtown Church to swap property with County to permit the Archives Building to be located next to downtown Library under construction
- Downtown location important to efforts to build on tourism opportunities – genealogical and historical research

Plan Implementation

Town Creek Greenway Project

- Approx. \$1.3 million in Federal transportation funding through Nashville MPO to construct Greenway connecting Downtown Gallatin to City parks
- City hired Kimley-Horn to prepare design plans and manage implementation of project



Plan Implementation

First Private Sector Redevelopment Project



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Plan Implementation

Lessons Learned

- **Take advantage of opportunities to do a Plan**
 - Stakeholders support, proposed new projects, building demolitions, etc.
- **Adaptive planning process**
 - Planning process needs to be flexible enough to respond to items that arise
- **Plan Vision vs Real World**
 - Role of the planner is to balance implementation with the goals contained in the plan
- **Be patient, but persistent**