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IV. LAND USE AND VISION PLAN

As noted in Chapter I, previous regional studies and plans have assumed that Robertson County will continue to grow in the shadows of the Nashville metropolitan area, depending on jobs located outside the county and continuing to function as a bedroom community. Population projections prepared by the MPO show an annual growth rate of 1.93% per year for the entire region, and 2.21% for Robertson County. The figures assume the Robertson County economy would not change and workers would continue to depend on the Nashville area for employment. The bulk of employment was projected to remain outside the County, focusing mostly in Williamson, Davidson and Rutherford counties.

That trend, coupled with the lack of adequate growth policies and regulations, threatens the agrarian character of the County by allowing suburban sprawl to slowly encroach into the rural areas.

The County and City residents determined during the visioning process that the County needs to focus future efforts on changing the current trend. It was determined that new jobs need to be created in the County to allow residents to live and work within Robertson County. Stronger policies and regulations need to be adopted to ensure future growth is sustainable and protects the rural and agrarian character of the County. The Vision Statement developed by the Steering Committee is shown on this page (see inset).

Vision Statement

Robertson County is committed to preserving and promoting our agrarian heritage and economy by encouraging sustainable growth and agri-toursim while improving the quality of life for our citizens.

The historic village character and rural landscapes will be preserved and strengthened, and open spaces and sensitive environmental resources will be conserved as part of connected passive systems.

A strong economy will be created by attracting more diverse employment to the County, and locating it in developed areas and at nodes along the Interstate corridors.

Public investment in civic spaces and in infrastructure, including transportation improvements, will be made to promote private investment in key growth centers.

Educational resources and diversity of housing will be equitably improved across the County with a renewed emphasis on promoting good urban form while taking advantage of existing infrastructure in core areas.

The goals and objectives contained in this plan were developed to change the status quo. However, it will take time for the County to achieve the level of independence and sustainability desired. The Future Land Use Map adopted as part of this comprehensive plan reflects the more conservative growth that has been experienced in the past and is consistent with the 2040 population projections provided to the consultant by the MPO. As conditions change as a result of more aggressive economic development activities, the County will have the need to adjust its population projections to accommodate the changed character and increased growth. A vision plan has been created for the County and participating cities to depict the ultimate goal of achieving increased growth in population and employment while still preserving quality of life. The Vision Plan is a "buildout" plan for the County in 2040 and beyond. The following sections describe in detail the Future Land Use Map and Vision Plan for the County and municipalities.

A. BUSINESS AS USUAL

As part of the Nashville Area MPO study for the Tri-County sub-region of Robertson, Sumner and Wilson counties, the MPO produced a map to depict the 2035 land use pattern that would result from continuing the same pattern of growth and development experienced in the past (Business as Usual (BAU) Scenario). The map shows that suburban development would continue extending out from Nashville along transportation corridors in a dispersed, low density and auto-oriented manner. Springfield is shown as the epicenter of future urban growth, and Coopertown and White House are shown as sizable suburban areas. The study pointed out that the areas shown as rural were not necessarily protected as such, as growth management and utility policies could facilitate more intense development.

As shown in **Exhibit IV-1**, Robertson County is forecasted based on the current development trends to remain largely as agriculture or rural with the main core area being Springfield. Coopertown, Ridgetop, Cross Plains, White House, Greenbrier are projected to continue to develop in a suburban form. This image shows generally where the predominant development areas will potentially occur based on current regulations leading up to 2035.

The Future Land Use Maps (FLUMS), in conjunction with the goals, objectives and policies, are intended to serve as an interim "conservative growth" scenario that is based primarily on the Woods and Poole (MPO) population projections and research conducted by the consultant. The maps address some of the issues raised in the BAU, but do not accommodate increased growth in population and employment desired by the citizens as expressed during the visioning workshops held in the County.

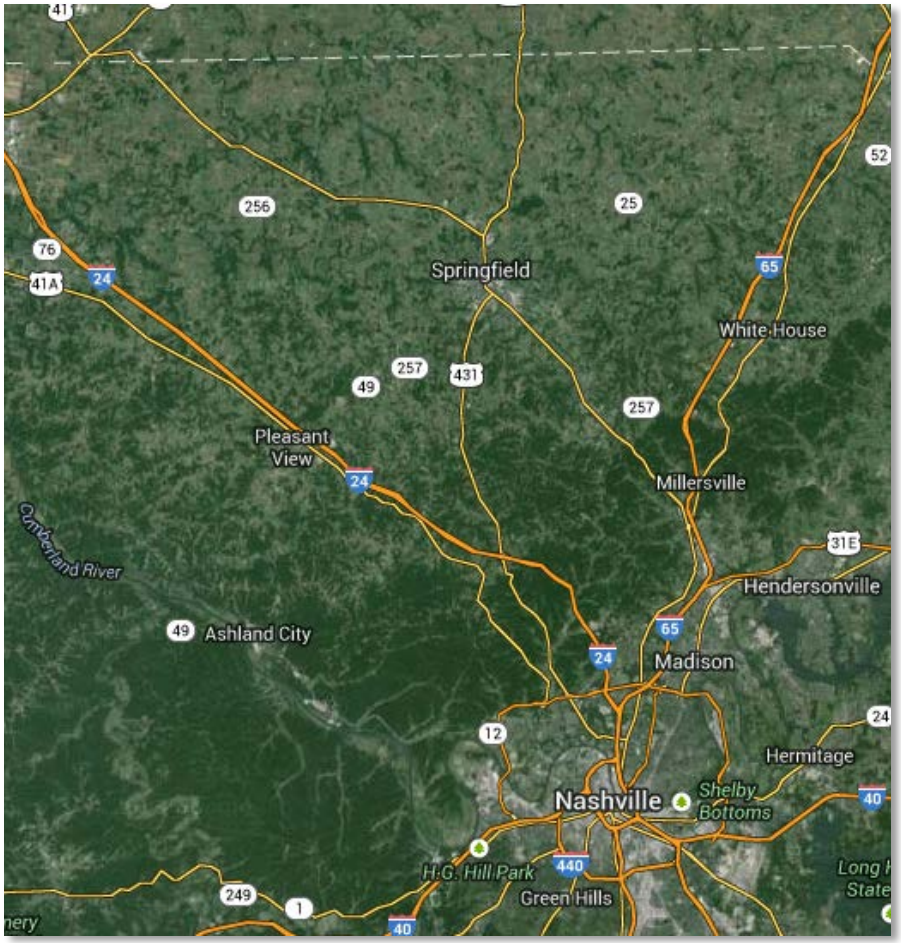
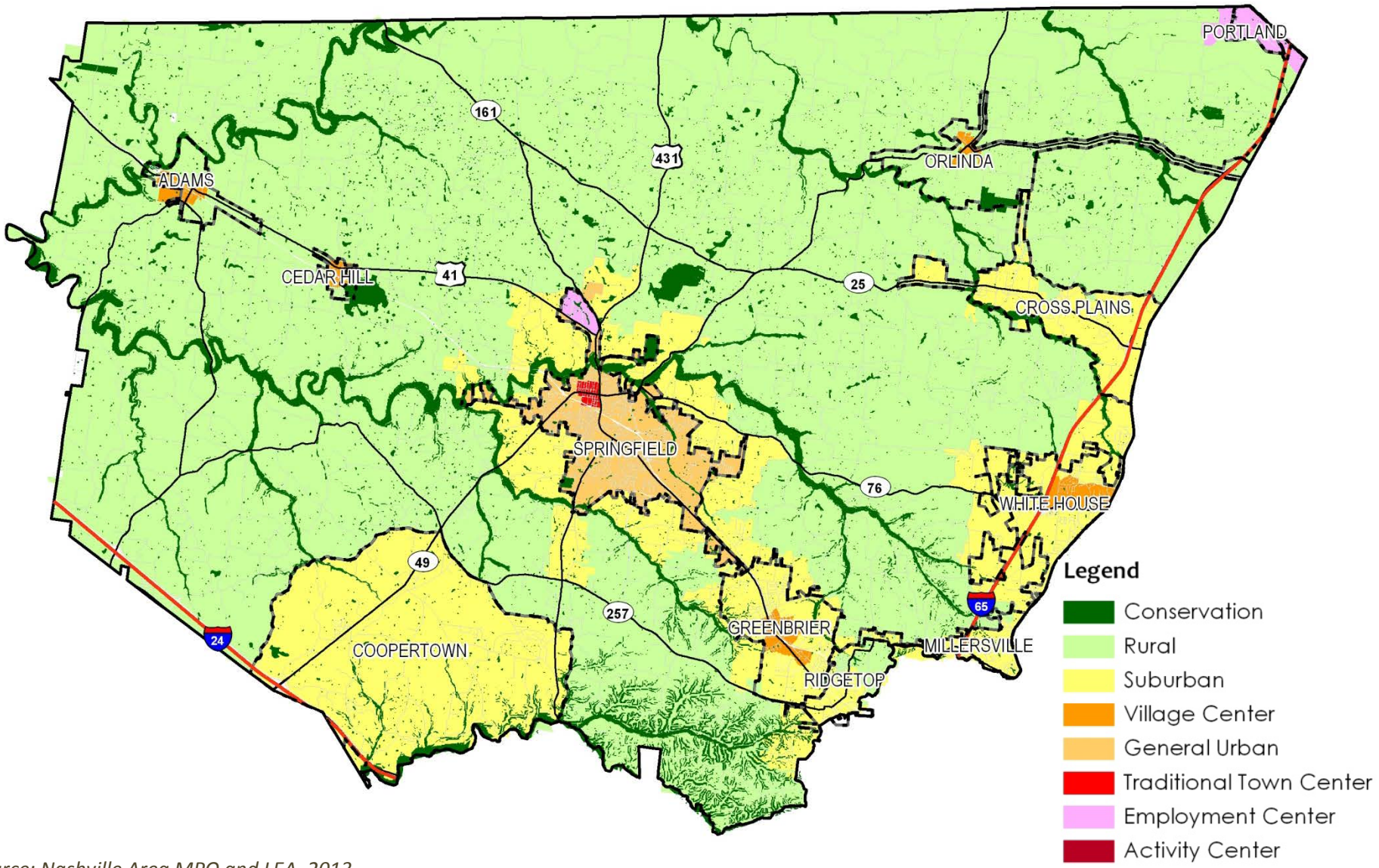


Exhibit IV—1: Business as Usual (BAU) Land Use Scenario



Source: Nashville Area MPO and LEA, 2013.

B. FUTURE LAND USE MAPS

The Future Land Use Map series (FLUMS) featured in this section illustrates the location of character areas based on previously adopted maps by each municipality. If a future land use map did not exist for a community, then character areas were assigned according to the zoning classification or existing uses within the community, using the MPO character areas.

The FLUMS should replace the existing 1971 map contained in the County's General Plan and should be used in conjunction with the goals, objectives and policies presented in Chapter V as a goal for growth to the year 2040.

The horizon year for the Future Land Use Maps is 2025. 2025 is a mid-term planning horizon for the County to achieve on the path to realizing the Vision Plan implementation by 2040. Although the same character areas were utilized to display the generalized land uses on the BAU and FLUMS, the BAU illustrates projected development trends according to past development patterns and the adopted land use policy. The FLUMS provide a conservative outlook on future growth more representative of the Woods and Poole projections and are based on actual allowed land uses according to the plans developed by each municipality. The Vision Plans represent a more intensive approach to economic growth than both the BAU and FLUMS. When identifying specific permitted uses on a parcel level, each municipality is responsible for implementing zoning regulations that are consistent with the future land use map and the goal, objective and policies of this plan.

Exhibits IV-2 through IV-5 include the Future Land Use maps for the entire county and sub-area maps for each participating city (Adams, Coopertown and Cross Plains).

For the purposes of the future land use plan, the following character areas were utilized to devise the map series.

CONSERVATION

Areas recognized for preservation of environmentally sensitive areas. This category allows state parks and large dedicated open spaces. Conservation lands are intended to remain in their natural state in perpetuity. The lands identified as conservation on the map consist of 100-year floodplains, wetlands, severe slopes, and existing preservation easements. Density and intensity for development is not appropriate.



Rural

These are areas recognized as having significant value for continued agricultural purposes and rural way of life in the future. Development of residential structures, barns, smoke houses and processing facilities in the rural areas is considered to be ancillary to the lands needed for crop production. Over 80 percent of the County is considered rural lands, which contain all of the prime farmlands as identified in the natural resources section of this plan. This character area is intended to develop at 1 dwelling unit per 15 acres and 0.2 floor area ratio for ancillary agriculture related facilities.



Sub-Urban

The Sub-Urban character area includes a variety of land uses, but occurs at lower densities and intensities than General Urban. This development pattern is generally depicted by separated land uses and sprawling development patterns. Sub-Urban areas provide the transition between rural areas and the higher dense centers and extend along highly traveled corridors between urbanized areas usually beyond current city limits to the Urban Growth Boundary. These areas are auto-oriented with highway commercial uses found along major roadway corridors and branches of numerous single family residential subdivisions. The maximum development density and intensity include 2 dwelling units an acre and 0.5 floor area ratio.



General Urban

General Urban is described as areas that consist of a variety of land uses that occur at medium to high densities and have a well-connected development pattern within the urban landscape. This character area is generally located within urbanized city boundaries, typically at or near the county seat. General Urban is mostly comprised of multifamily developments, established single family residential neighborhoods, shopping centers and general support services. Maximum density and intensity include 6 dwelling units an acre and 1.0 floor area ratio.





Employment Center

The purpose of the Employment Center character area is to accommodate land uses that generate high-value/high-wage jobs. This character area exhibits high concentrations of light industrial, back-office or industrial/manufacturing facilities. Land uses within this category are typically situated along major corridors, commercial nodes and within close proximity to the interstate highway system. As such, the map shows employment center in Coopertown (near I-24), White House (near I-65), Portland and Springfield. The maximum density and intensity for employment center is 12 dwelling units an acre and 1.2 floor area ratio.



Recreation/Open Space

The purpose of the recreation and open space character area is to identify lands suitable for active and passive recreational opportunities. Typical recreation and open space uses include sports fields, trails, basketball courts, play grounds, picnic pavilions, and water sports. There are no densities associated with this character area. The maximum intensity is 0.2 floor area ratio. *Note: Floor Area Ratio (FAR) is the ratio of total net floor area of a building to the total lot area. It describes the intensity of the use of a site.





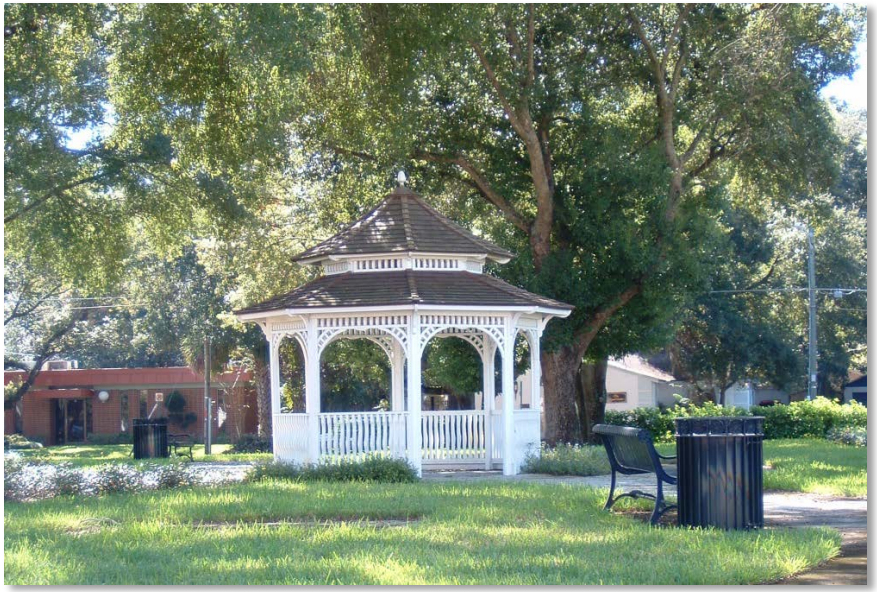
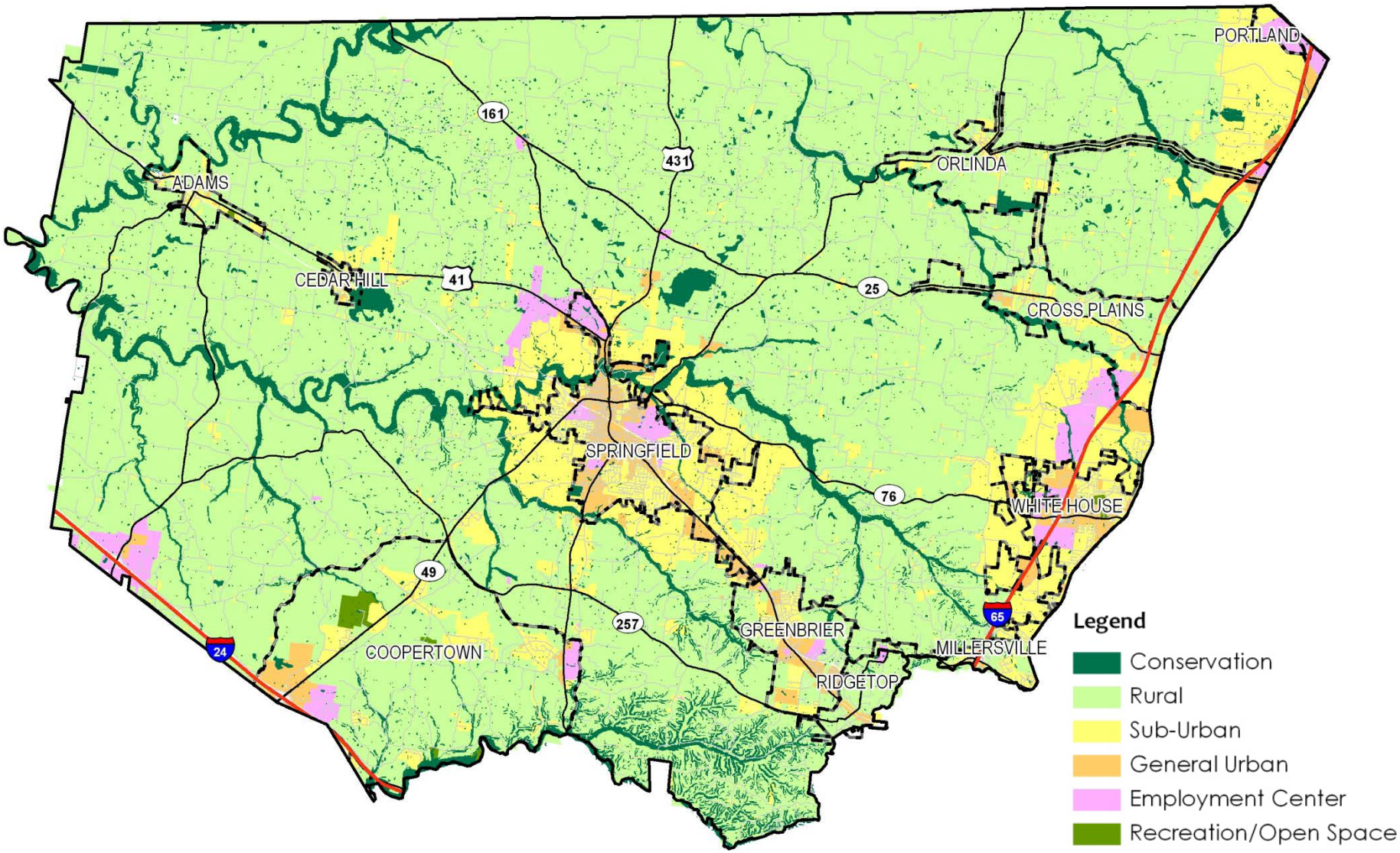
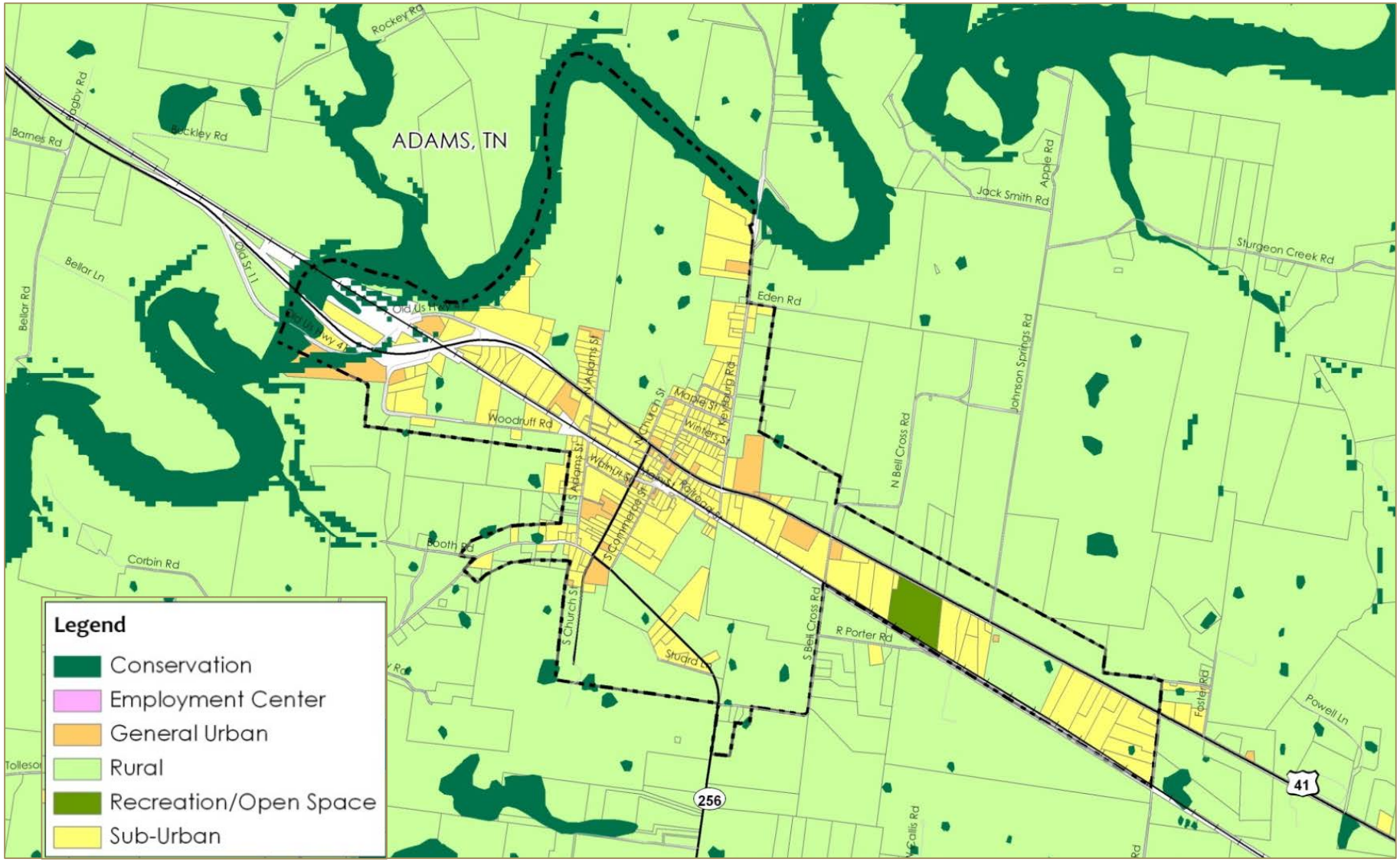


Exhibit IV—2: Robertson County Future Land Use Map 2025



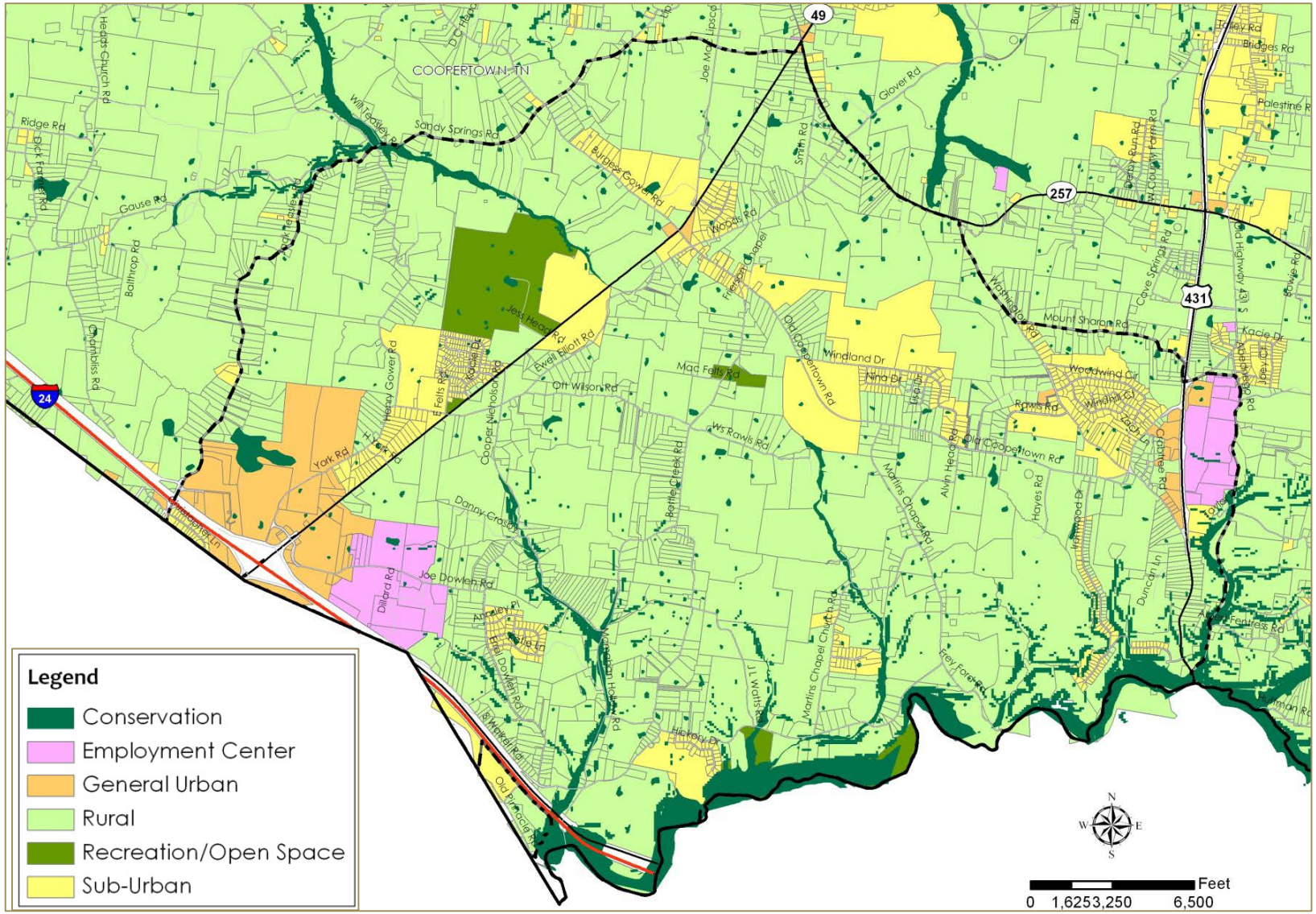
Source: Robertson County and Municipalities and LEA, 2013.

Exhibit IV—3: Adams Future Land Use Map 2025



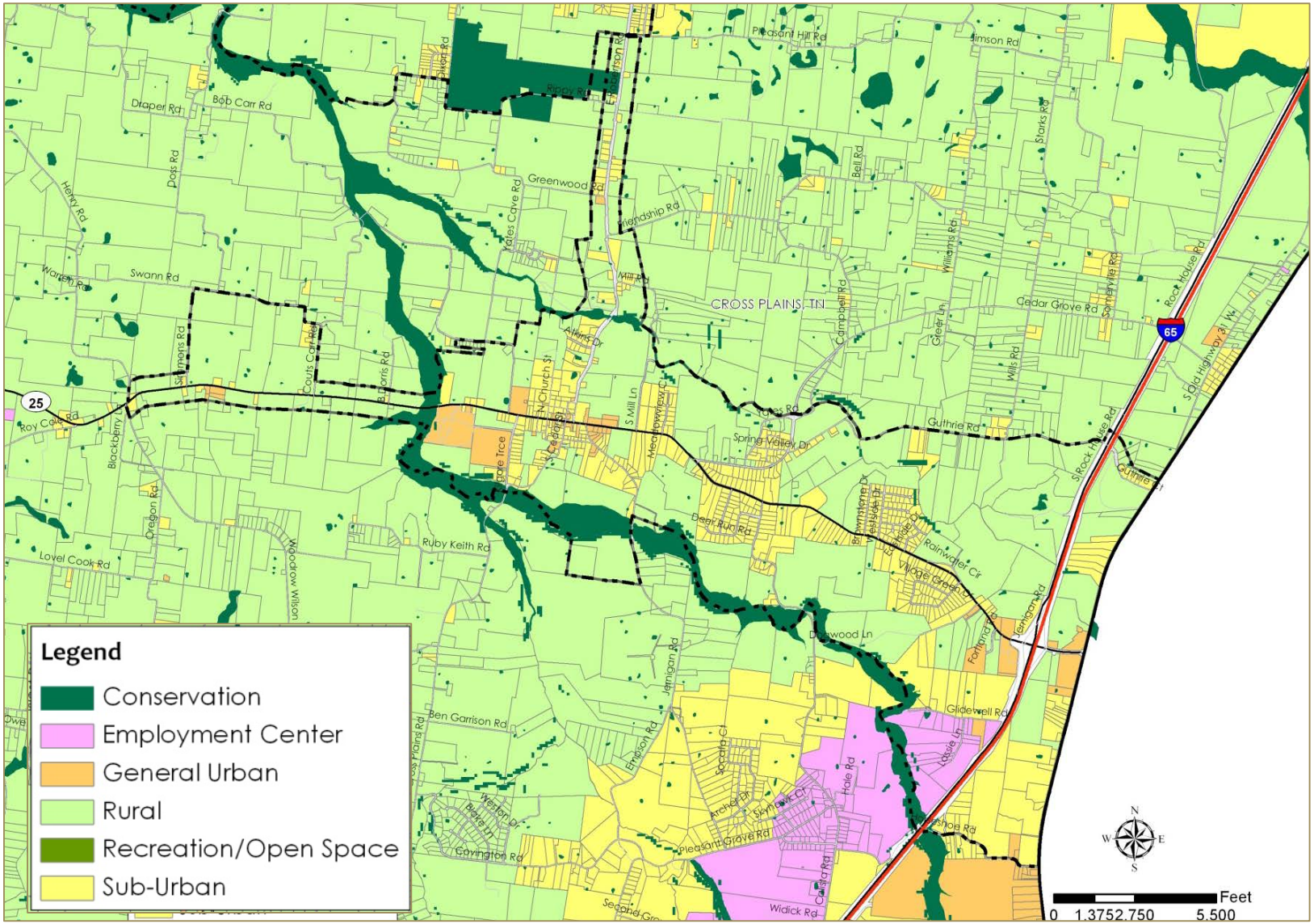
Source: Robertson County and Municipalities and LEA, 2013.

Exhibit IV—4: Coopertown Future Land Use Map 2025



Source: Robertson County and Municipalities and LEA, 2013.

Exhibit IV—5: Cross Plains Future Land Use Map 2025



Source: Robertson County and Municipalities and LEA, 2013.

C. ROBERTSON COUNTY 2040 VISION PLAN

Robertson County is committed to diversify the economy and to attract and retain employers to the area. The intent of this comprehensive plan is to establish a feasible Future Land Use Map that can accommodate the growth projected by the MPO (89,846 residents by 2025), but to set policy to encourage growth and optimal build-out envisioned by residents and community leaders. In addition to the land use map, this comprehensive plan includes a Vision Plan for the future of the County based on more aggressive population and employment projections that assume the County will be able to diversify and grow its economic base. As the population increase becomes more evident, the County will need to amend the Future Land Use Map to reflect the emerging growth and development patterns resulting from implementation of new economic development strategies and funding sources. The vision plan will set the stage for those future amendments. This section explains the vision plan in detail and points out the main differences between the vision and the future land use map.

Based on the analysis of current conditions and trends, the community and staff input received at various meetings and workshops, and the Vision Statement adopted for the County, the consultant developed the 2040 Vision Plan for Robertson County and the municipalities of Adams, Coopertown and Cross Plains. The overall County Vision Plan (see **Exhibit IV-12**) depicts generalized character areas intended to concentrate future growth around growth centers and protect the rural areas of the County. The Plan also depicts proposed roadway connections, transportation improvements (safety and capacity enhancements), parks, trails, transit routes, and bus stations. The vision plans for the individual municipalities (see **Exhibits IV-13 through IV-15**) illustrate more detailed character areas and proposed improvements.

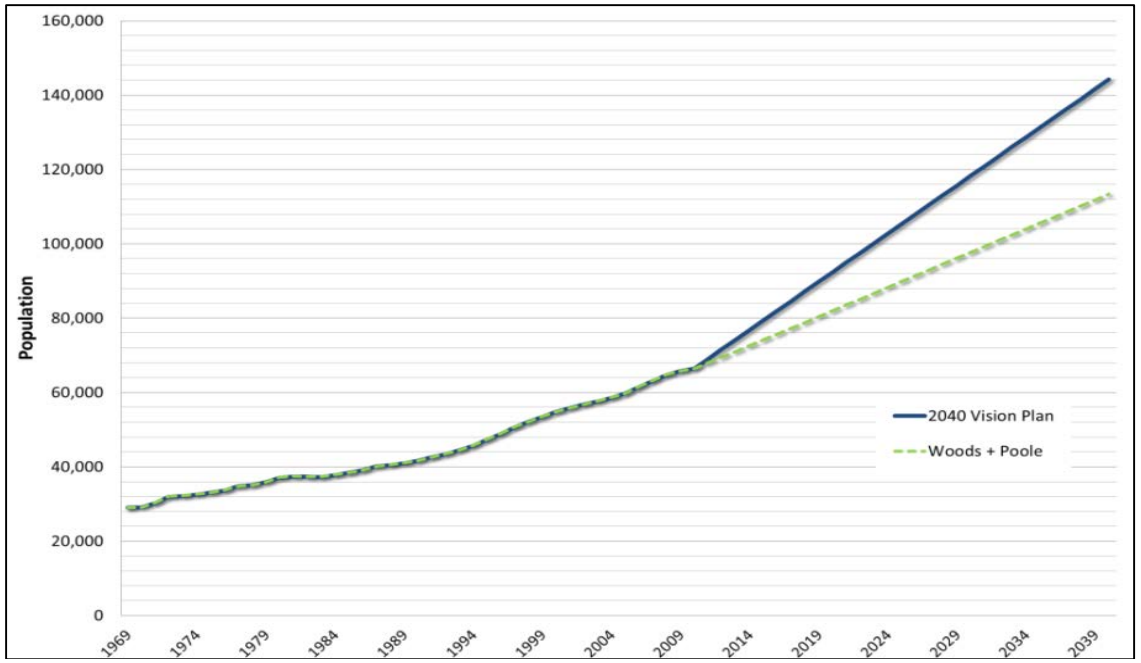
The character areas displayed in the Vision Plan are anticipated to accommodate greater population and employment than shown in the



Future Land Use and BAU maps. The Vision Plan if completely built-out could potentially accommodate up to 144,241 residents and 78,335 jobs by the year 2040, which is approximately 30,891 more residents and 31,145 more jobs than estimated in the BAU scenario prepared by the Nashville MPO. The following graph shows a comparison between the MPO projections and the 2040 Vision Plan allocation. The Vision Plans growth potential for population and employment could be realized if Robertson County implements the progressive strategies recommended in this plan to attract and retain economic development in the County. The Vision Plans represent the residents' vision of their County and cities in 2040. As this plan is implemented, the County should engage in performing updated, customized population and employment projections to track progress against these initial projections and to support the Vision Plans.

Exhibit IV-6 shows a comparison of the 2040 Vision Plan population allocation and the Woods and Poole population projections. Both trend lines include actual recorded population growth from 1970 to 2010. Following year 2010, the trends lines differ greatly as the 2040 Vision Plan line shows a larger rate of increase while Woods and Poole depicts a more conservative trend. The Vision Plan allocation represents an average annual growth rate of 2.62 percent from 2010 to 2040 while the Woods and Poole projections demonstrate an average annual growth rate of 1.80 percent for the same time period.

Exhibit IV—6: Population Trend Comparison



Source: Woods + Poole Population Projections and LEA, 2013.

The Vision Plan for the County follows the Transect concept, which seeks to create dense urban areas at the core of town and rural areas furthest away from the core, with the area in between gradually intensifying as it gets closer to the core. The Centers of Growth shown as yellow circles on the County's Vision Plan are locations that have been selected to accommodate more urban land uses. The size of the circles roughly correlates with the size of these future cores. **Table IV-1** shows the percentage of acreage allocation of character areas for the County and municipalities. As it would be expected, the amount of rural takes up a larger percentage than urban uses in the County as a whole. Within the

municipalities, the Edge and Village Neighborhood character areas represent the large percentage of the allocation. Specific uses such as conservation, recreation and education are not shown on the County's vision, but are depicted in the individual vision plans for the municipalities. There are two character areas that are treated as overlays: Conservation and Historic Preservation. Because these are overlays, the percentages of all the character areas together do not add up to 100. The Conservation Overlay is applied to areas suspected to be environmentally sensitive, but until detailed surveys are done, it is not appropriate to restrict them to a Conservation status. Similarly, the historic overlay character area encompasses various underlying uses, densities and intensities of development. It is intended to merely show concentration of historically significant areas in the municipalities.

Table IV-1 shows allocation of traditional Town Center, Regional Activity Center and Employment Center within municipalities. None of this acreage, however, is found in Adams, Coopertown or Cross Plains.

Table IV—1: Character Area Allocation

County Character Areas	% Acreage
Rural	74.54%
Sub-Urban	17.07%
General Urban	5.02%
Village Center	0.48%
Community Activity Center	0.49%
Traditional Town Center	0.15%
Regional Activity Center	0.61%
Employment Center	1.64%
Parks/Recreation	--
Education	--
Conservation Overlay	7.85%
Historic Preservation Overlay	0.07%

Municipalities Character Areas	% Acreage
Rural Preservation	9.44%
Rural Estates	12.88%
Edge Neighborhood	30.26%
Village Neighborhood	17.84%
City Urban	15.89%
Village Center	2.86%
Community Activity Center	2.95%
Traditional Town Center	0.91%
Regional Activity Center	2.53%
Employment Center	2.55%
Parks/Recreation	1.64%
Education	0.25%
Conservation Overlay	5.39%
Historic Preservation Overlay	0.63%

Source: LEA, 2013

County Vision Land Use Definitions

In addition to the character areas introduced in the FLUM series, the several new character areas were applied to specific areas on the 2040 Vision Plan Map. The following are the definitions for the character areas shown on the vision map for the County:

Conservation - See Section IV.B, Future Land Use Maps.

Rural - See Section IV.B, Future Land Use Maps.

Sub-Urban - See Section IV.B, Future Land Use Maps.

General Urban - See Section IV.B, Future Land Use Maps.

Village Center - A Village Center is the core area within a small rural town or hamlet. There is typically a nucleus of buildings in small area near the convergence of two state roads or major arterials. Village Centers are the epicenters for these small communities that usually include government services, personal services, boutique scale retail, historic structures, estate residential and educational facilities. Maximum residential density and commercial intensity are 4 dwelling units per acre and 0.8 floor area ratio.



Community Activity Center - This character area is a smaller scale Regional Activity Center. The uses are the same; however, due to population prerequisites anchor stores may vary in scale including most prominently large-scale developments that are regional destinations with a mix of office, retail and residential land uses. This character area is intended to develop at 15 dwelling units per acre and 1.25 floor area ratio.



Traditional Town Center - Established in a gridded street network, Traditional Town Centers are the epicenters of cities that were developed prior to the dominance of the automobile. These areas are pedestrian-oriented and have a variety of land uses, typically at the highest densities in the region. They are generally found in historic established core areas such as county seats. Springfield's downtown is the only Traditional Town Center on the Robertson County Vision Plan. The maximum development allowed is 10 dwelling units per acre and 1.0 floor area ratio.



Regional Activity Center - Regional Activity Centers are large-scale developments with a mixture of retail and residential uses. Most Regional Activity Centers include high-end retailers, large anchors/department stores, apartments and townhomes. These centers generally locate near highly traveled nodes near interstate highways. Close proximity to high capacity roadways is necessary to accommodate the regional draw of these destinations. White House represents the only Regional Activity Center shown on the Vision Plan. This character area is intended to develop at 20 dwelling unit per acre and 1.5 floor area ratio.



Employment Center - See Section IV.B, Future Land Use Maps.

POPULATION AND EMPLOYMENT

In order to accommodate the expected growth and desired development pattern, the 2040 Vision Plan for Robertson County was prepared with significantly higher density character areas than the BAU and the preferred growth scenario developed as part of the Tri-County study. Population forecasts prepared by the MPO for Robertson County have largely been the determining factor of proposed future development patterns and the distribution of future character areas within each of the future development scenarios. At the onset of this planning project it was determined that consistency with the MPO's planning methods and procedures was paramount to establish potential impacts on the transportation network and other related services. The MPO's model for developing planning models establishes a baseline based on the population forecasts that are predetermined and vetted by the jurisdictions. Historically, Robertson County has been a rural bedroom community to the Nashville area and the average annual growth displays that trend. On average, Robertson County has grown at approximately 2 percent per year since 1970. With respect to the historic growth trends, the County and its residents are poised for increased growth at a greater rate than the past has shown.

As part of the MPO's plan update process, new population projections were developed by Woods and Poole out to 2040, which forecasts the County population to be 113,350 representing a 38 percent increase from 2012 to 2040 for an average annual rate of 1.78 percent. This type of growth will not support the desired growth in development and employment that the County has stated as their vision. As such, population forecasts based on the desired character areas with a heavy emphasis on generating employment opportunities were developed as shown in **Table IV-2**. The population and employment figures were prepared utilizing the MPO's population and employment density per acre ranges for area development types. **Table IV-3** shows the possible combinations of population and employment density ranges and the resulting development types (shown as numbers in the table; see table key to the right of the table).

As shown in **Table IV-2**, the character areas will accommodate significantly greater population and employment numbers than the projections developed by Woods and Poole for the MPO and the previous planning studies have shown. The Vision Plan can accommodate a total population of 144,244 by the year 2040, which is 30,894 more persons than the forecasts prepared by the MPO. The character areas can accommodate employment allocations of 78,340 jobs by 2040. Approximately 31,150 additional jobs are assigned to the Vision Plan above the projected totals developed by the MPO.

Table IV—2: 2040 Vision Plan Population and Employment Allocations

Character Areas	2040 Vision Plan Acres	2040 Population Allocation	2040 Employment Allocation
Rural	221,949	11,097	2,219
Suburban	50,822	86,397	12,705
General Urban	14,935	29,870	22,403
Village Center	1,435	4,305	2,153
Activity Center (Community and Regional)	3,273	9,819	8,183
Traditional Town Center	451	2,510	3,740
Employment Center	4,898	245	26,937
Total	**297,762**	**144,244**	**78,340**

Source: LEA, 2013.

Table IV—3: Nashville Area MPO Density by Development Type

Population density (Per Acre)		Employment Density (Per Acre)							
Low	High	Low	0.00	0.01	0.31	2.00	6.76	9.43	25.17
		High	0.01	0.31	2.00	6.76	9.43	25.17	-
0.00	0.05		7	7	6	4	3	3	1
0.05	0.22		7	6	6	4	3	3	1
0.22	0.59		6	6	5	4	3	2	1
0.59	0.83		6	6	5	4	3	2	1
0.83	3.73		5	5	5	4	3	2	1
3.73	5.57		5	5	4	3	3	2	1
5.57			5	5	4	3	2	2	

1) High Density Urban (Central Business District - CBD)
2) Dense Urban
3) Urban
4) Suburban Business
5) Suburban Residential
6) Exurban
7) Rural

Source: Nashville Area MPO, 2012.

The population and employment allocations for the 2040 Vision Plan were developed utilizing conservative density multipliers shown in **Table IV-4**, which were derived from the Nashville MPO's model shown in **Table IV-3**.

Table IV—4: 2040 Vision Plan Applied Density Factors

Character Areas	Population Multiplier (per acre)	Employment Multiplier (per acre)
Rural	0.05	0.01
Suburban	1.70	0.25
General Urban	2.00	1.50
Village Center	3.00	1.50
Traditional Town Center	5.57	8.30
Activity Center (Community and Regional)	3.00	2.50
Employment Center	0.05	5.50
Average	**2.20**	**2.79**

Source: LEA, 2013.

CENTERS OF GROWTH

General planning practice seeks to create dense urban areas at the core of cities and towns, and then transitioning from the center to less urban and rural areas. This is called the transect planning model. Rural areas are furthest away from the core, slightly less rural as you approach the core, and finally the densest area within a city is at the heart. The Centers of Growth shown as yellow circles on the County's Vision Plan are locations that have been determined to accommodate dense urban land uses. The size of the circles roughly correlates with the size of the future core.





TRANSPORTATION

The Vision Plan illustrates several road improvements from capacity enhancements to roadway extensions. During the public participation process, the public agreed that an east-west connection between I-24 and I-65 is necessary to allow commerce to get through the County without having to go through downtown Springfield. The plan shows two extensions. The first extension (known as the Southern Bypass) would connect SR 49 and SR 76 utilizing the current Batson Parkway alignment and is considered to be the highest priority of all of the improvements. SR 49 and SR 76 are proposed to be widened from two lanes to four lanes from the Southern Bypass to I-24 and I-65, respectively. Further into the future, the second major roadway connection, known as the Western Bypass, would connect US 41 to SR 49 on the western side of Springfield to a location near the airport industrial area, which is planned as an employment center of the County (**Exhibit IV-12** depicts these improvements).

Safety improvements shown on the Vision Plan refer to enhancements that are intended to address safety issues or allow for additional modes of transportation (e.g. bicycles). Specific safety issues may be the needed for bike lanes, sidewalks or enhancing the surface conditions of the roadways

and/or alignment of the road. Portions of US 431, Cross Plains Road, SR 76 south of Adams and SR 25 are shown on the map as possible facilities that need to be explored for safety enhancements.

In addition to showing improvements to roadways, the Vision Plan identifies roadways that will be protected as policy-constrained scenic roads. Similar to the state program, the County plan proposes to preserve the character of these corridors through prohibiting off-site advertising and capacity enhancements (widening to accommodate more cars). The roadways that are proposed to be scenic corridors are within the designated future rural area in the north and northwest portions of the County, which includes portions of SR 25, SR 49, SR 76 and US 41. These policy-constrained roads should require setbacks and other design guidelines established by the County to preserve the view sheds of the rural/agricultural landscape.

TRANSIT

Current transit facilities are limited to a single express route between Springfield and Nashville. As the County begins to become more urbanized in the southeastern quadrant, the need for additional transit links between Springfield and White House, and between Springfield and Greenbrier/Ridgetop will be necessary as illustrated on the Plan. Transit stops are also shown on the Vision Plan at Greenbrier, Ridgetop and White House.

PARKS AND TRAILS

The pastoral scenic views of Robertson County are best experienced while traveling along a trail that traverses intimate rural settings. As identified during the public workshops, residents want more opportunities to walk, bike and horseback ride through the County. The plan illustrates an extensive trail network extending from Adams to Springfield and Coopertown and capitalizing upon the existing trail system in Cross Plains.

Programmed recreational activities are predominately provided to Robertson County residents through the parks operated and maintained by the Cities and towns in Robertson County and the County school system. This current condition addresses County residents in the cities and towns but residents in less developed areas between the population centers, are in a “void” of recreational services. Rural County residents account for about 40,000 of Robertson County’s total number of residents and may live up to 6 miles from nearby cities and towns. Serving these residents alone suggests that approximately eight community parks of 20 – 50 acres could be necessary to meet the minimum level of service needs for rural residents at a ratio of 5,000 residents per one acre of parkland.



The parks, based upon the needs of residents in a particular area, and overall needs in the County, may be small flexible facilities with multipurpose fields, restroom buildings, playgrounds and some court sports. Others may have more heavily programmed sports complexes that can meet the needs that the school facilities cannot meet due to access limitations or restrictions. Larger sports complexes, dedicated to predominately to a singular use such as soccer, baseball or softball, also provide the opportunity to attract tourist dollars from touring sports

organizations like AAU, RussMatt Baseball and FYSA commonly found in soccer, baseball and softball.

As shown on **Exhibit IV-7**, five zones are identified as appropriate areas for parks, which should address the needs of all residents by locating the parks in between population centers. This approach will offer a distributed network of parks by placing parks between larger populations for better access to the surrounding area of the County. Locating parks along the primary roadways will further the accessibility of the parks to all area residents and possibly reduce costs of infrastructure improvements.

A detailed parks and recreation needs assessment is necessary to accurately identify the needs of County residents in order to understand the program and area required to support the needs of the County. This study will also more specifically identify areas for park development and park programming/sizing for the area.

Robertson County Trail Development

As part of a comprehensive parks and recreation needs assessment or a standalone trail system master plan, a planned trail network should be developed for Robertson County to address corridor opportunities such as utility corridors and easements, as well as existing or abandoned rail lines or roadways. Without undertaking an extensive study, the most available method is to utilize roadway right of way or to acquire easements adjacent to the ROW. In the case of the easements, they overcome the limitations of a narrow ROW along a roadway, provide an opportunity to add value to adjacent properties, and provide a pathway segregated from travel lanes which can provide a safer and more enjoyable recreation experience.

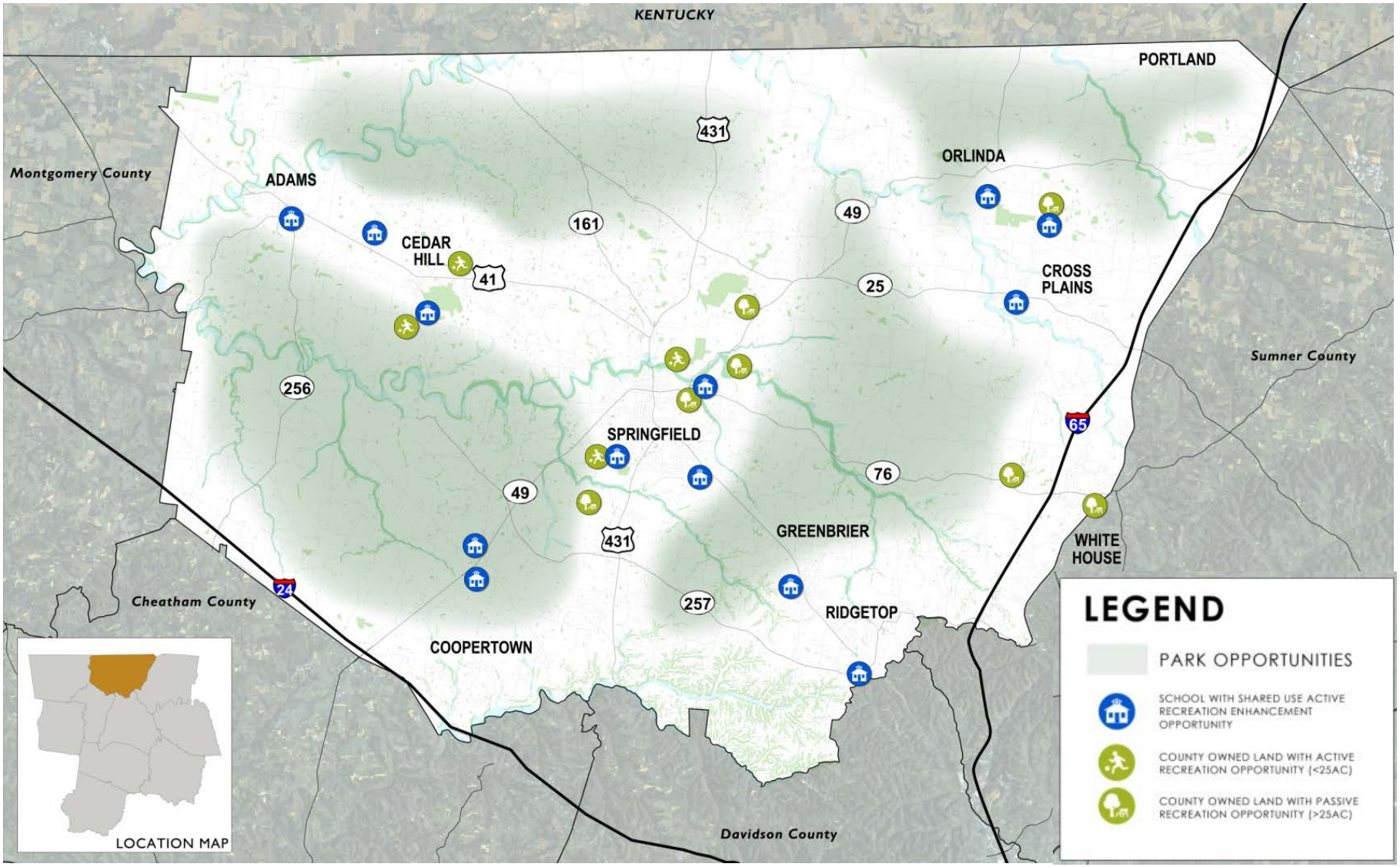
To develop trails along roadways, County policy for roadway expansion or resurfacing/improvements should mandate the construction of pathways in the project budget. As a part of roadway corridors, and/or improvements, state and federal funding may be available for trail development. Furthermore, improvements or development of adjacent properties to County -identified trail or pathway corridors should require pathway construction as a part of the improvement. The latter approach is typical of incremental sidewalk construction in residential neighborhoods and provides a cost effective implementation method over time where pedestrian infrastructure is constructed as development occurs.



As mentioned previously, another opportunity for trail development is along the Norfolk Southern Railway line which traverses the County from the Northwest to the Southeast along US 41. The corridor is active and includes several spurs and sidings along the route for industry. This route may provide an opportunity for partnership with the Norfolk Southern Railway for development of a trail within the rail right-of-way. However, a more likely opportunity for development would be between the rail line and parallel roadways or on adjacent properties.

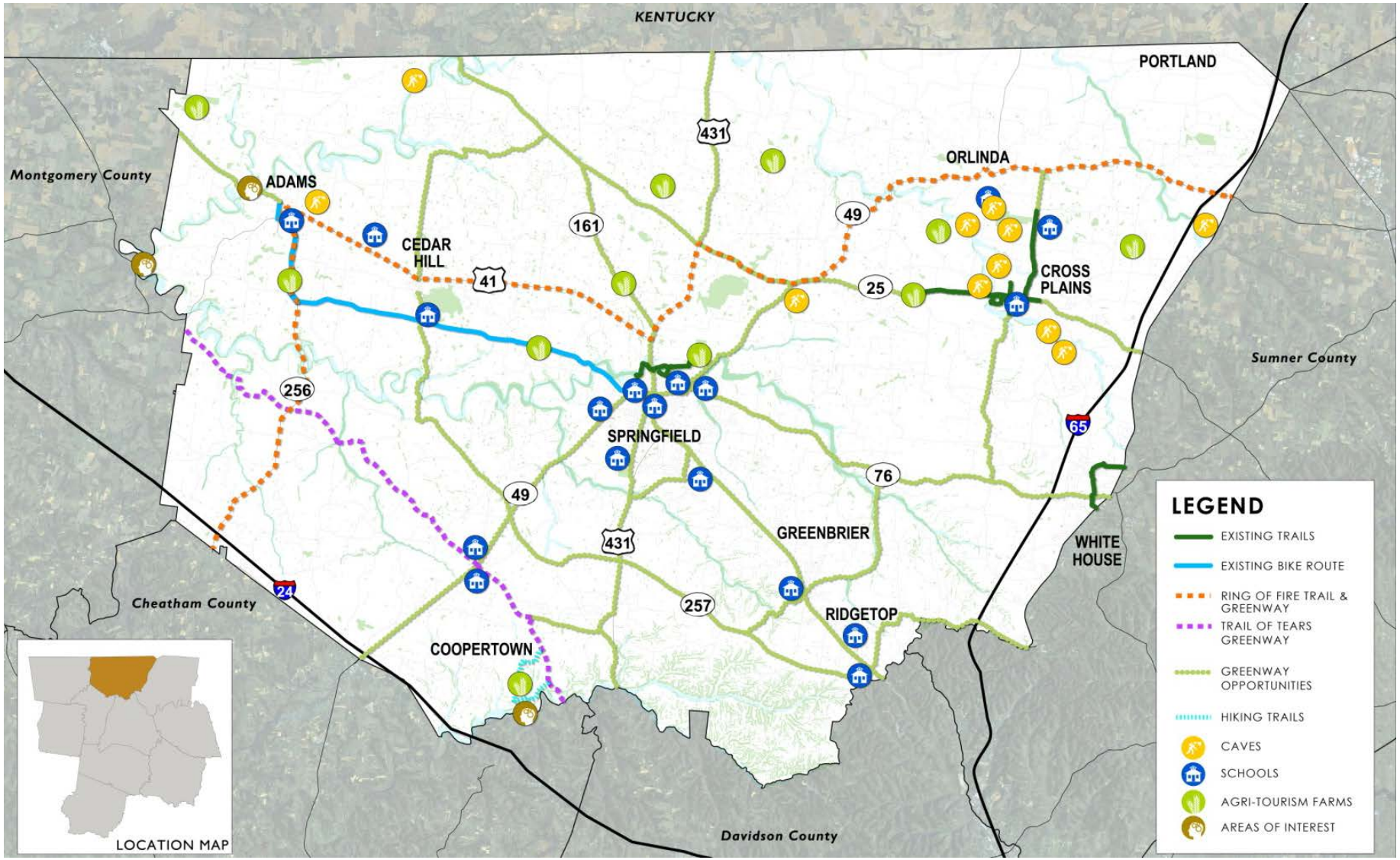
In review of the existing trail network and the primary roadway network of the County, a network utilizing these roadways can link almost every school, every town and the historical features of the County in the Ring of Fire Trail and the Trail of Tears. Development of trails along the two heritage corridors can provide an ecotourism venue and provide an interesting route for residents and visitors alike. Connections to natural resources such as caves, hiking trails, agri-tourism farms, historic districts and active recreation will also provide destinations of interest and could be implemented as a part of improvements to these areas. **Exhibit IV-8** identifies routes for initial discussion and consideration prior to a more in-depth study being performed by the County.

Exhibit IV—7: Active and Passive Park Opportunities



Source: Greenprint and LEA, 2013.

Exhibit IV—8: Existing and Future Trail Opportunities



Source: Greenprint and LEA, 2013.

D. CITIES VISION PLANS

This section includes descriptions of the cities vision plans. As mentioned previously, the cities vision plans include sub-character areas that are more refined than the general categories applied to the overall County Vision Plan.

1. ADAMS

In preserving the character of the City of Adams, the Vision Plan harnesses the existing agricultural aspects that make Adams unique (see **Exhibit IV-13**). During public workshops held in Adams, the participants reinforced that the community wanted to enhance and remain the agri-tourism attraction it has become. The Vision Plan highlights and supports this vision through the creation of a Historic Preservation Overlay in the Village Center. This area is intended to preserve the existing character and continue to enhance the village fabric with more critical mass of buildings thereby creating a more pedestrian-oriented center of commerce.

Exhibit IV—9: Adams Village Center Streetscape Concept Plan

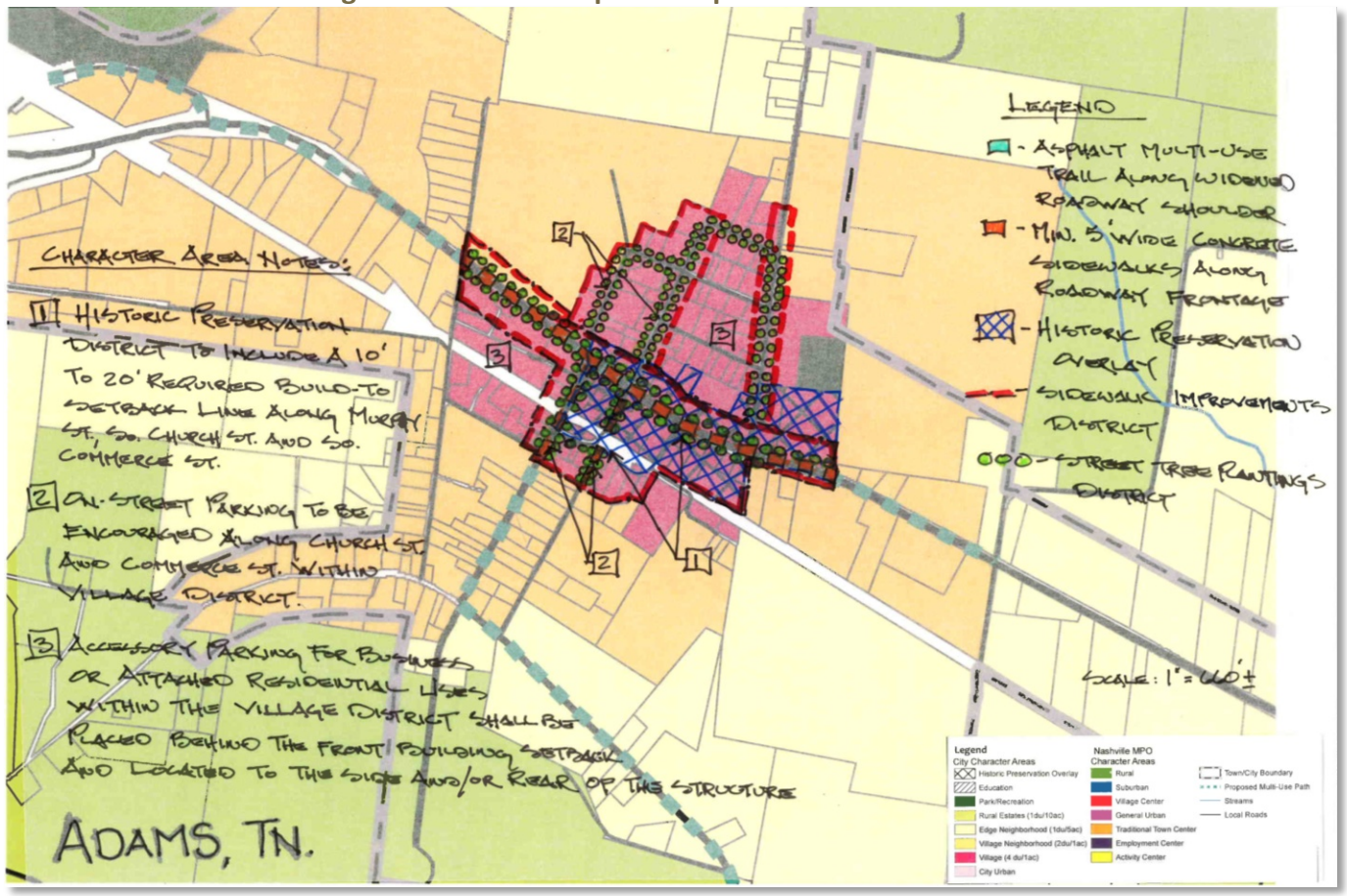
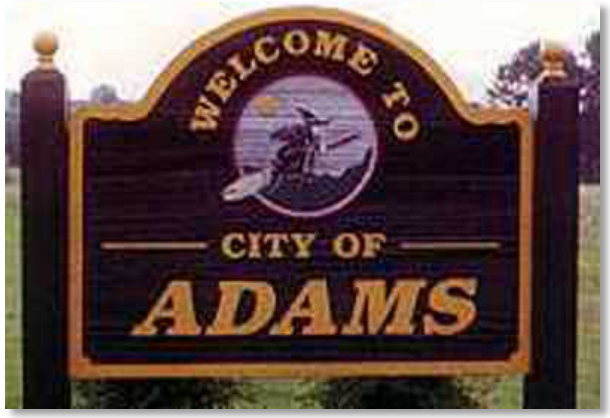
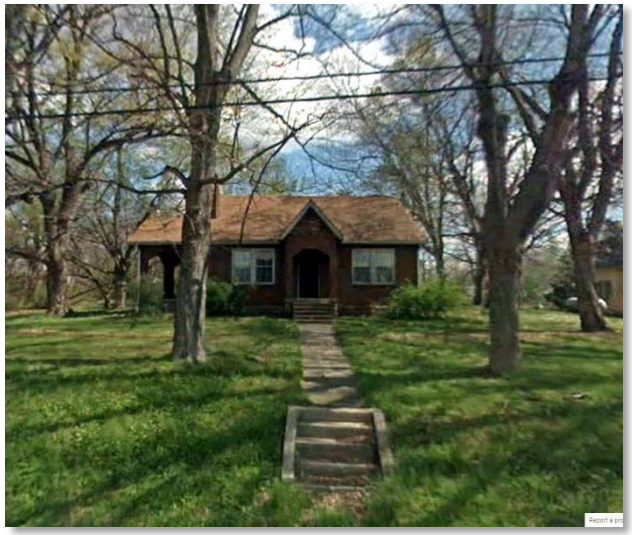


Exhibit IV-9 depicts a streetscape concept for the village center in Adams. In addition to the roads identified for streetscape enhancements (i.e. Church Street, Commerce Street, US 41 and Keysburg Road), the plan identifies proposed build-to-line requirements, on-street parking opportunities, a historic district overlay, a sidewalk improvement district, and off-street parking location requirements. This is the focal point where Adams should

concentrate its limited fiscal resources in the near-term to enhance the Village Center to reinforce a sense of place and arrival in the village center while achieving their goals of being a tourist destination on a year-round basis.



Major transportation/roadway improvements are not being proposed in the Adams Vision Plan with the exception of a multi-use trail that extends east-west (from Fort Redmond Park to the Village Center) along US Highway 41 through the Village Center then south on SR 256, and ultimately continues to downtown Springfield. The Adams plan reflects currently designated scenic byways, US Highway 41 and SR 76, which run through the heart of the City. This is consistent with the future plans for the Village Center. SR 76 is proposed for safety improvements southwest of Adams.



Character areas surrounding the Village Center are intended to be supportive uses that will preserve the current appeal of Adams, but will also allow some growth around the core. The predominantly designated rural estate lands shown outside of the current City boundary are extra-territorial areas that are likely to be annexed into the City over the next 25years. Those areas will serve as agriculture lands and limited rural living acreages set aside for large estates and working farmsteads.

A significant opportunity exists with the active railroad that traverses through the core of Adams. Similar to the processing facility north of Adams, in the future an agricultural oriented facility could be developed near the railroad to capitalize on the intermodal transportation system for distribution of the crops produced in the northwest area of Robertson County. This has the potential to provide an economic boost to the City as well support and further cultivate the agriculture industry.

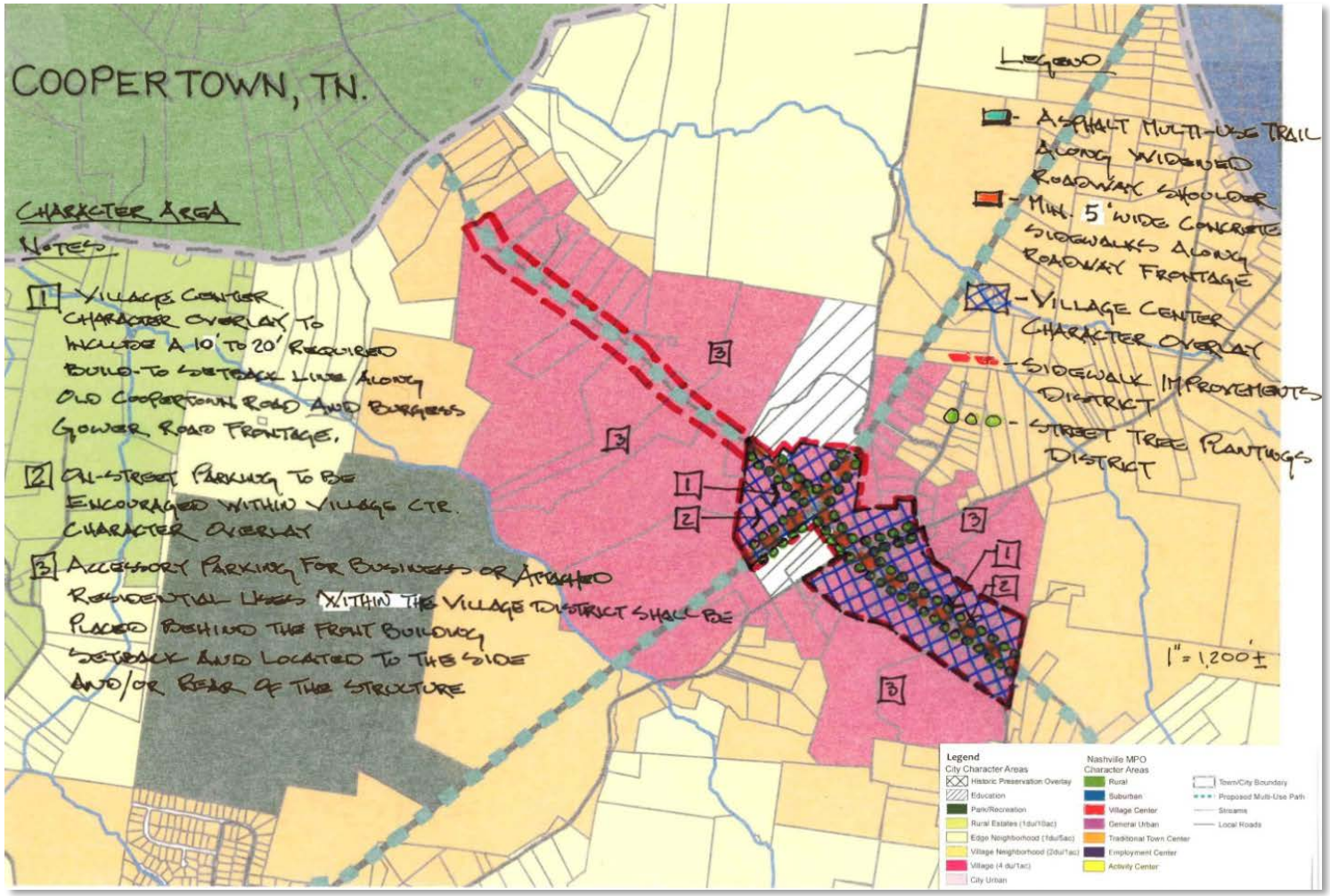


2. COOPERTOWN

The Town of Coopertown is the largest (by physical area) of the cities participating in this planning exercise. Much of the Town is rural with a few residential subdivisions on the east side of town off of Washington Road and Old Coopertown Road, and others on the western side of town off of SR 49. Another characteristic of Coopertown is the presence of conservation overlay character areas on the southern edge of the Town near the County line. **Exhibit IV-14** illustrates the Vision Plan for Coopertown.

Exhibit IV-10 illustrates a streetscape and pedestrian improvement concept for the Coopertown village center. In addition to the roads identified for streetscape enhancements (i.e. Old Coopertown Road, Woods Road and SR 49), the plan identifies proposed build-to-line requirements, on-street parking opportunities, a historic district overlay, a sidewalk improvement district and off-street parking location requirements to help reinforcement a sense of place and arrival in the village center.

Exhibit IV—10: Coopertown Village Center Streetscape Concept Plan



Due to the location of the Town's environmental resources, character areas that support growth have been proposed in the western, eastern and northern areas predominantly along SR 49. State Road 49 is proposed to be widened in Coopertown from 2 lanes to 4 lanes to accommodate a

more efficient transportation system in the County. At the western terminus of the SR 49 improvements, it is envisioned that the area designated as City Urban at the interchange of I-24 will support employment and industrial uses in the future.



Coopertown currently lacks an area that represents a village core. As part of this planning exercise, the town residents identified the area around the intersection of SR 49 and Old Coopertown Road as the best location for a new Village Center. Shown on the Town's Vision Plan as the Village Center Character Overlay, the new Town core is envisioned to develop as a pedestrian-friendly traditional hamlet center in a concentrated area primarily east of SR 49. Public investment should be focused upon the area shown as hatched for sidewalks, streetscape, and other public realm improvements.



Connecting the Village Center with future Town parks and downtown Springfield, the proposed multi-use trail covers a large cross-section of Coopertown as it follows SR 49 and Old Coopertown Road through the center of Town, and then further south along Martins Chapel Church Road.



Additional proposed enhancements within close proximity to Coopertown include the safety improvements on US Highway 431 South and the extension of the Southern Bypass. The construction of the proposed Southern Bypass has the potential of being a catalyst for development in Coopertown and the southeast region of the County.

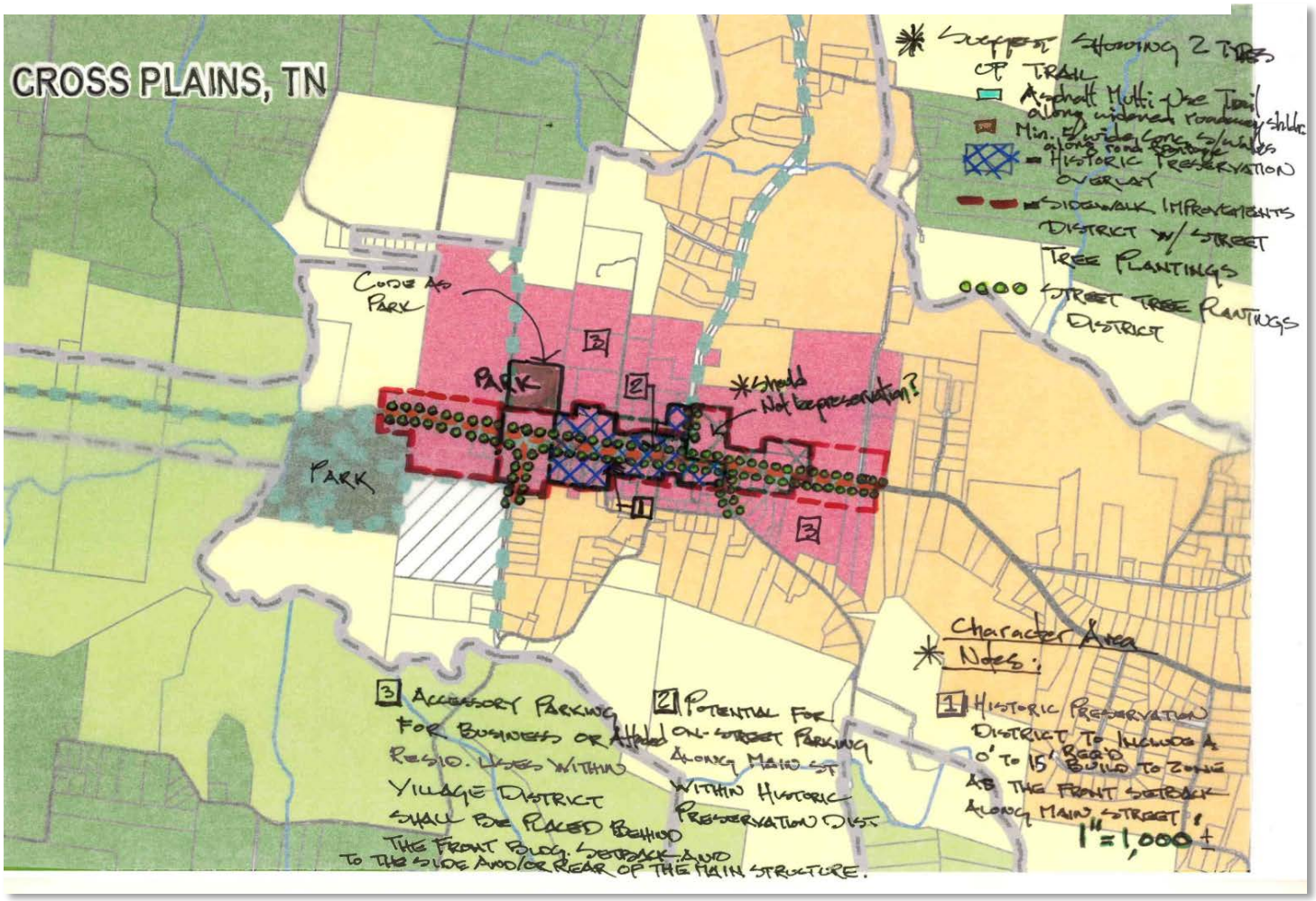


3. CROSS PLAINS

Located in the northeastern portion of the County, the City of Cross Plains is situated on Scenic Byway SR 25, which is known as Main Street within the City. Cross Plains exhibits a tightknit nucleus of structures in the Village Center that defines their downtown, which can become a more walkable destination with the development of additional pedestrian facilities and on-street parking. As shown in **Exhibit IV-15**, the Historic Preservation Overlay was developed to continue the village pattern of development in the core and to enhance walkability.

Exhibit IV-11 depicts a streetscape and pedestrian improvement concept for the Cross Plains town village center. In addition to the roads identified for streetscape enhancements involving the planting of street trees and other improvements (i.e. Main Street, E. Robertson Road and Kilgore Trace), the plan identifies a variety of enhancing elements including proposed build-to-line requirements, on-street parking as an opportunity, a historic district overlay, a sidewalk improvement district and off-street parking location requirements.

Exhibit IV—11: Cross Plains Village Center Streetscape Concept Plan



The proposed multi-use trail through the City of Cross Plains runs along SR 25 and connects to Kilgore Park, the Village Center and north along E. Robertson Road to the edge of Orlinda. This will provide a significant



connection and access to Kilgore Park and East Robertson High which is a regional asset in Cross Plains. Not only will the multi-use trail provide a non-motorized transportation modal choice through the City, it will also contribute to the health and wellness of the community.



Additional transportation enhancements include safety improvements along SR 25 east of the Village Center to I-65, Cross Plains Road and E. Robertson Road. In lieu of adding capacity (lanes) to the roadways, the safety improvements are focused on enhancing pedestrian and bicycle facilities as well as adding striping and improving surface condition.

Environmental characteristics include several caves that dot the City and its peripheries. These environmentally sensitive karst features provide a significant tourism draw from the surrounding region and are part of the future agri-tourism economic strategy.



The character areas within Cross Plains are distributed in a transect manner. The core of the City is designated as Village Center with a historic overlay while surrounding the core is Village Neighborhood, Edge Neighborhood, and then Rural Estates on the periphery. Employment and development opportunities exist surrounding the interchange area at the eastern terminus of SR 25 and I-65 that was designated as City Urban. The Vision Plan for Cross Plains does not envision development of the entire existing Urban Growth Boundary developed in the past for the City leaving ample land area to grow beyond the 2040 planning period.



City Vision Land Use Definitions

Parks/Recreation **-** Areas identified for use by the area residents for recreational activities including, but not limited to, passive parks, active sports venues of varying sizes, state parks, and large dedicated open space areas with amenities such as trails.

Maximum Intensity: 0.2 FAR.






Rural Preservation **-** Rural Preservation areas are located outside of city limits in the County and are primarily characterized by agricultural uses, homesteads associated with agricultural uses and agriculture service businesses. They are also characterized by large lots, with no access to municipal-oriented services such as sewer and/or water. Road infrastructure largely consists of paved roads without curbs and gutters, with ditch drainage and culvert access. Rural land uses, such as farms and related uses are desirable and should be encouraged to continue.

Maximum Density: 1 dwelling unit per 15 acres; 0.2 FAR








Rural Estates **-** In an effort to permanently protect agricultural, environmentally or historically significant areas, residential development is clustered and arranged in a way that a substantial amount of otherwise developable land area is designated as permanent open space. This open space is retained in perpetuity as greenways, pastures, trails, woodlands, agricultural uses or other uses that maintain scenic character, protect

habitat value and contribute to the quality of life for residents. The remaining developable land is subdivided into buildable lots.

Maximum Density: 1 dwelling unit per 10 acres; 0.25 FAR.





Edge Neighborhood- These residential areas recognize and support the existing pattern of very low-density large lot estate development, agriculture, and equestrian activities on the outskirts of the city limits. There is limited access to municipal-oriented services such as sewer and water. While some active farming operations continue to exist in these areas, very few people actually farm as their primary livelihood.

Maximum Density: 1 dwelling unit per 5 acres.





Village Neighborhood – The Village Neighborhood is the primary residential area in close proximity to a Village Center. Development is characterized by low to medium density residential development that is pedestrian-oriented but with limited access to municipal-oriented services such as sewer and water.

Maximum Density: 2 dwelling units per acre.





Village Center- Village Centers have more diverse land uses, and support a mix of uses including higher density residential uses as well as daily-service businesses. Villages typically have water services and are served by older septic systems instead of sanitary sewer mains. Villages have a pedestrian friendly environment with a "small town" feel that is valued not only by the people who live within the city limits but also by other County residents who see the Village Center as being an important definition of the overall character of the community.

Maximum Density: 4 dwelling units per acre; 0.8 FAR.

Village Center Character Overlay (Coopertown Only) – A land use located at the core of the Village Center in Coopertown that will establish and reinforce a pedestrian-friendly zone that should be a priority for City investment in public infrastructure such as sidewalks, streetscape, civic uses and neighborhood-supporting businesses. The character of this area may be further defined by design guidelines and other regulatory tools to be implemented by the City for this area.







Historic Preservation Overlay (located within Village Center) – The Historic Preservation Overlay can be found at the core of a Village Center. The Historic Preservation Overlay represents the historic core of the Village Center and supports a number of businesses as well as residential dwelling units. These areas are pedestrian-friendly and help define the overall character of the community. The purpose of the Historic Preservation Overlay is to protect historical and cultural resources within the community through design guidelines.







Community Activity Center – Community Activity Center is where a variety of development types occur at higher densities and intensities than in the Village Centers. Typical land uses include medium to high density residential, commercial retail uses and personal services and/or sites that serve a smaller geographic area (not regional in nature). Specific uses may vary but include automotive services, building supply, general retail, motels, personal services, restaurants and related uses. The chief characteristic of City Urban is that they have a scale and magnitude that serve a local market. Access to municipal services and a well-connected street pattern within the landscape are other characteristics of the Community Activity Center.

Maximum Density: 15 dwelling units per 1 acre; 1.25 FAR.





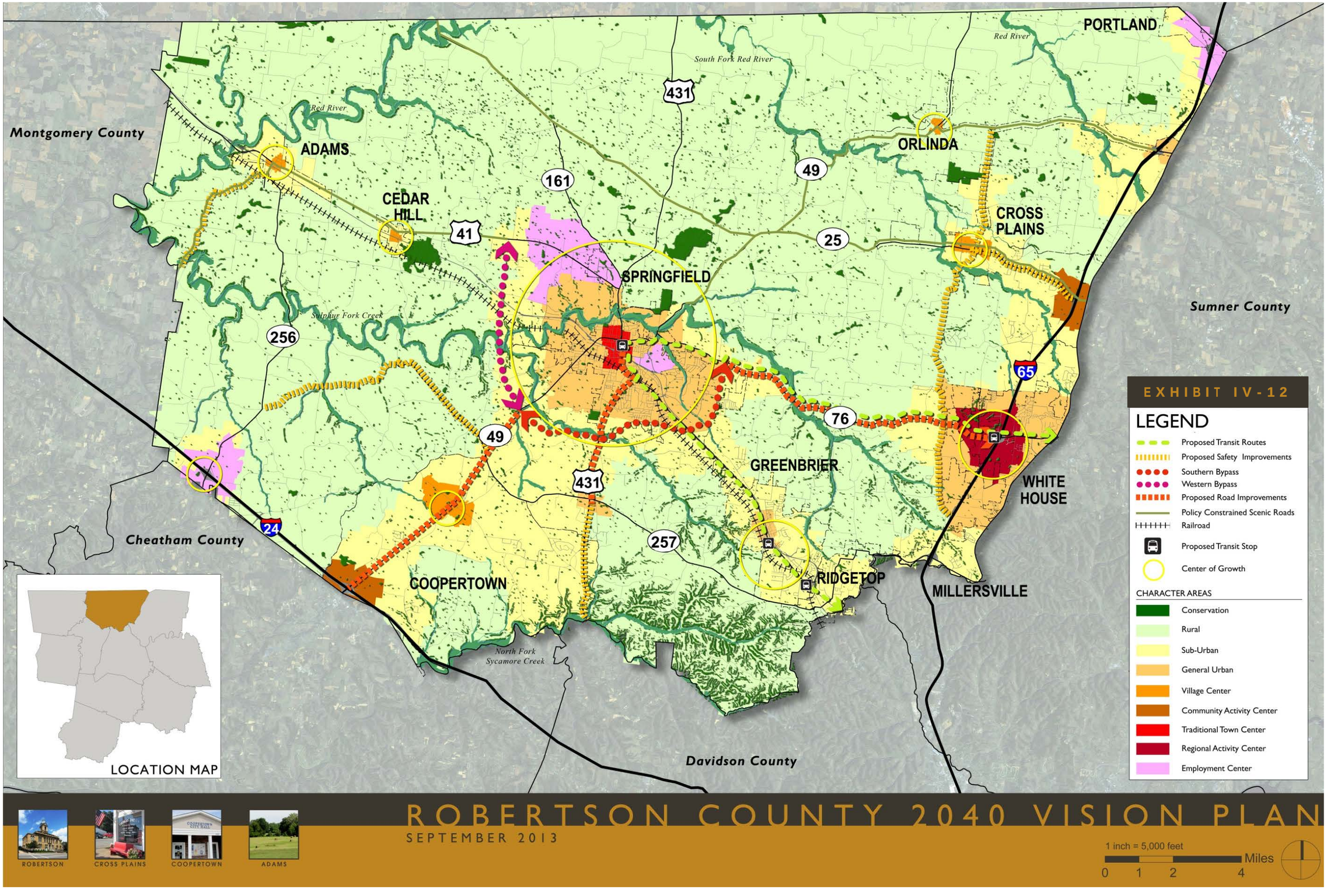
Education- Education areas are comprised of educational facilities such as elementary, middle and high schools with supporting athletic and civic facilities. Higher education facilities are also included within this category.







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Montgomery County
Sumner County
Cheatham County
Davidson County
Red River
South Fork Red River
Sulphur Fork Creek
North Fork Sycamore Creek
ADAMS
CEDAR HILL
SPRINGFIELD
ORLINDA
PORTLAND
CROSS PLAINS
GREENBRIER
WHITE HOUSE
COOPERTOWN
RIDGETOP
MILLERSVILLE
161
41
431
49
25
256
76
65
24
257
EXHIBIT IV-12
LEGEND
Proposed Transit Routes
Proposed Safety Improvements
Southern Bypass
Western Bypass
Proposed Road Improvements
Policy Constrained Scenic Roads
Railroad
Proposed Transit Stop
Center of Growth
CHARACTER AREAS
Conservation
Rural
Sub-Urban
General Urban
Village Center
Community Activity Center
Traditional Town Center
Regional Activity Center
Employment Center
LOCATION MAP
ROBERTSON
CROSS PLAINS
COOPERTOWN
ADAMS
ROBERTSON COUNTY 2040 VISION PLAN
SEPTEMBER 2013
1 inch = 5,000 feet
Miles
0 1 2 4

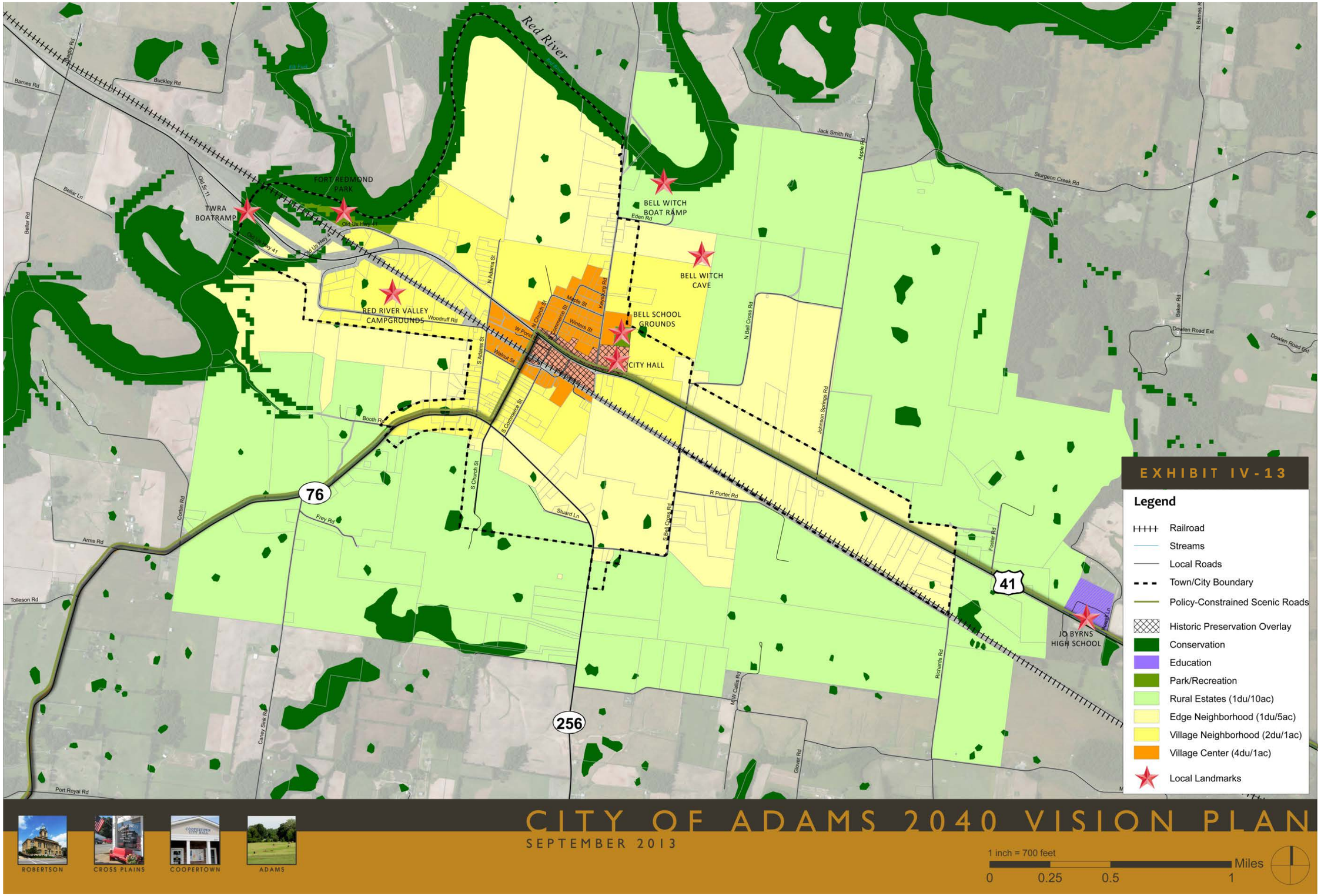


EXHIBIT IV-13

CITY OF ADAMS 2040 VISION PLAN

SEPTEMBER 2013

ROBERTSON

CROSS PLAINS

COOPERTOWN

ADAMS

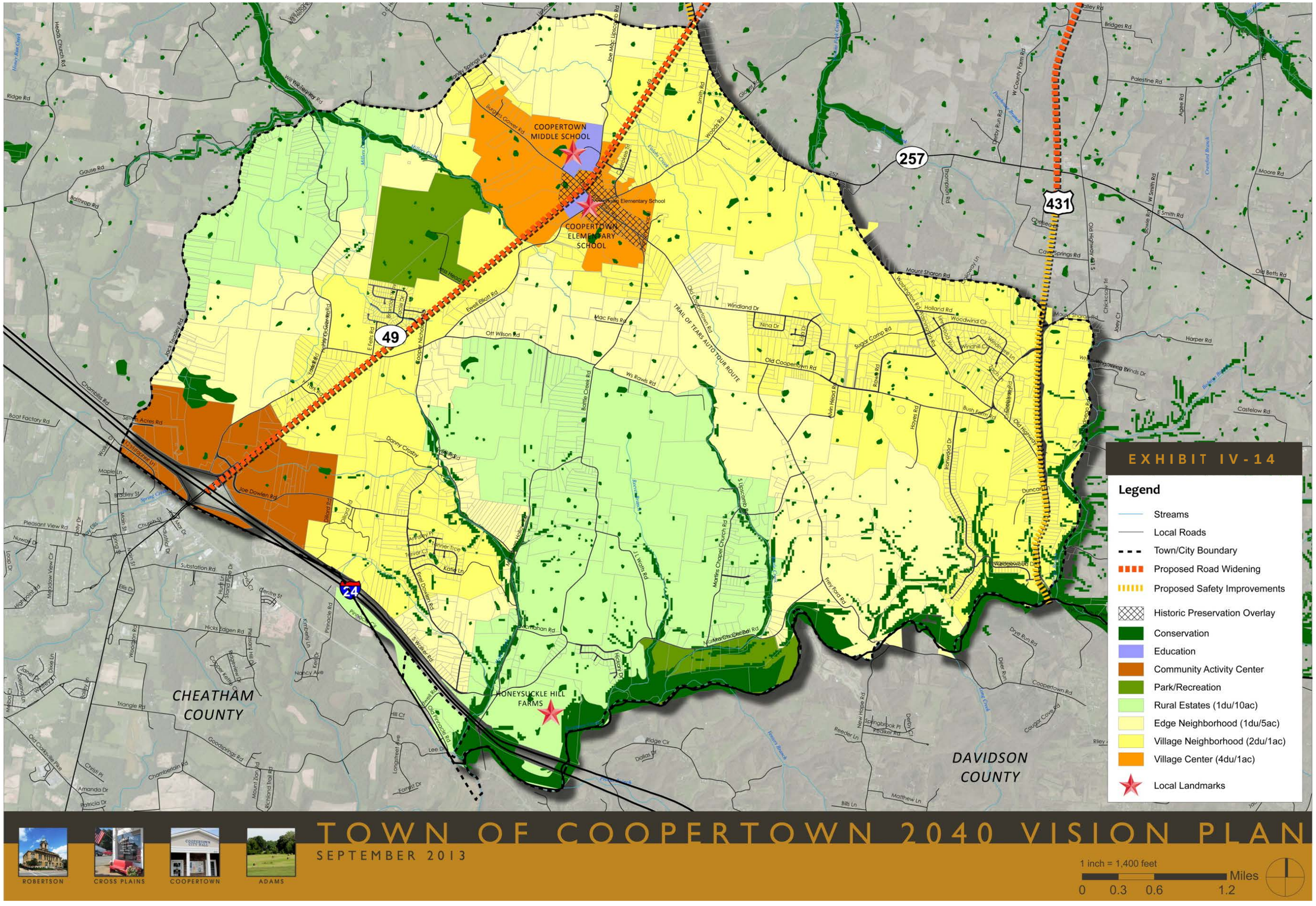


EXHIBIT IV-14

TOWN OF COOPERTOWN 2040 VISION PLAN

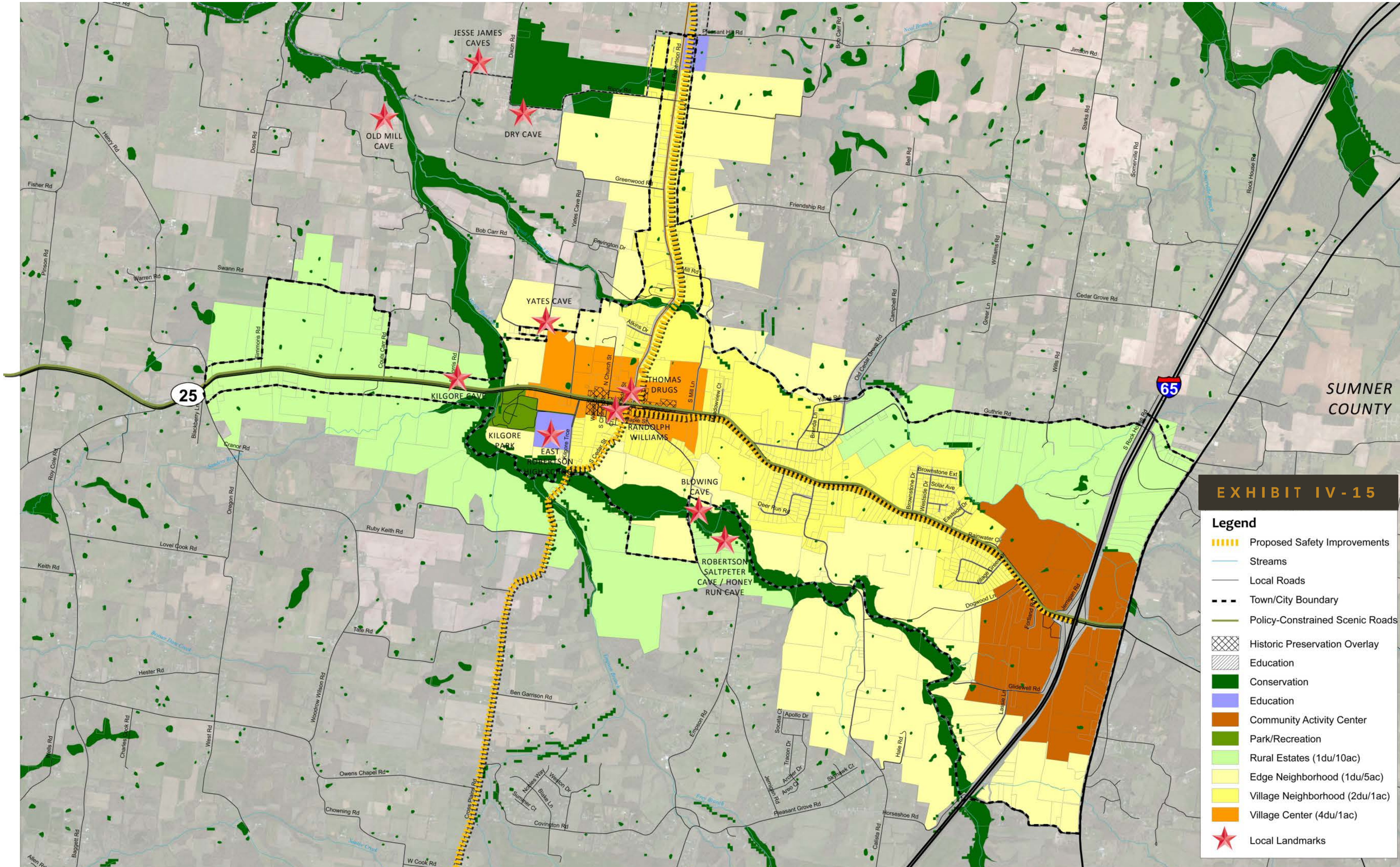
SEPTEMBER 2013

ROBERTSON

CROSS PLAINS

COOPERTOWN

ADAMS



CITY OF CROSS PLAINS 2040 VISION PLAN

SEPTEMBER 2013

