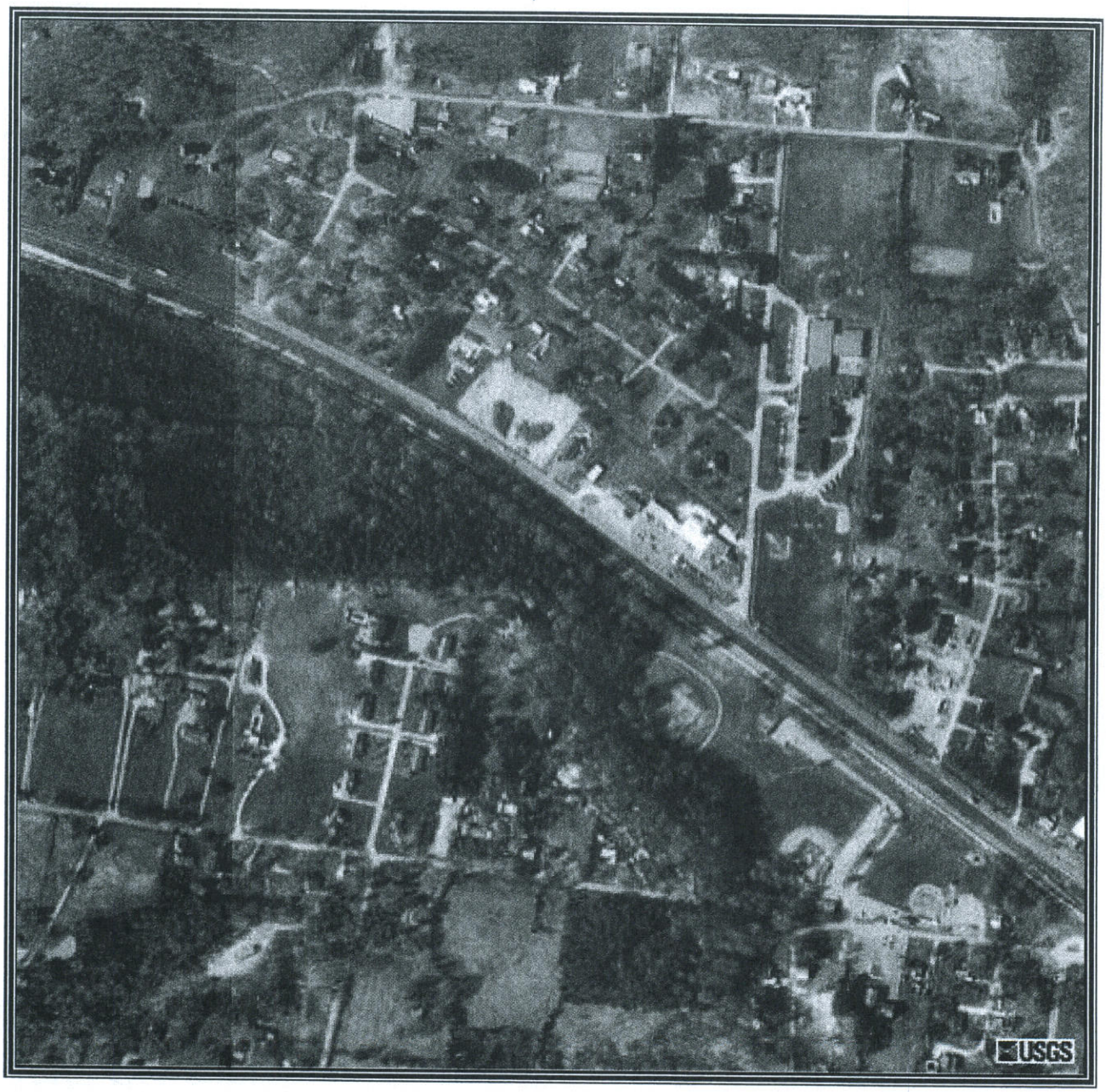
LAND USE AND TRANSPORTATION PLAN



PEGRAM, TENNESSEE
2006-2025

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***On the cover:* A 1997 digital photograph of the center of Pegram showing Hwy 70 and the railroad tracks. Pegram's City Park is visible towards the bottom right of the picture. (Digital Quad map produced by USGS and provided by www.mytopo.com)**

LAND USE AND TRANSPORTATION PLAN

PEGRAM, TENNESSEE
2006-2025

LAND USE
AND
TRANSPORTATION PLAN

Pegram, Tennessee
2006-2025

By

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Patrick Schipani

Community Planners

August 2006

LAND USE AND TRANSPORTATION POLICY PLAN

PEGRAM, TENNESSEE

2006-2025

PREPARED BY THE

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ASSISTED BY THE

TENNESSEE DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT
LOCAL PLANNING ASSISTANCE OFFICE

ADOPTED

_____ _____

Chairman **Date**

CHAPTER 1

INTRODUCTION

PURPOSE OF PLAN

The purpose of this document is to provide Pegram, Tennessee with a policy plan for the future development of land and transportation facilities. A land use and transportation policy plan is an essential planning instrument for a community with the primary purpose of producing an overall development plan and identifying strategies for implementing the plan. The objective of such a plan, as outlined in Section 13-4-203 of the Tennessee Code is to serve as a guide for "accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, order, convenience, prosperity, and general welfare as well as efficiency and economy in the process of development."

The Pegram Land Use and Transportation Policy Plan covers a planning period of approximately nineteen years, 2006-2025.

The information presented in this plan will be used as a framework to guide municipal and county officials, community leaders, business entrepreneurs, industrialists, and others as they make decisions which will affect the future growth and development of Pegram for the next twenty years. This plan is not intended to supersede the responsibility or authority of local officials and department heads. Instead, it is designed to give the public and private sectors a basis to constructively use the interdependencies which exist between the various elements and organizations in the community. The development goals, objectives, and policies and the implementation strategies present in this plan should be periodically reviewed, and when necessary, updated to reflect unanticipated occurrences or trends.

The Pegram Planning Commission has the immediate task of implementing all regulations that are necessary in promoting the Town's growth. This land use and transportation policy should become a vital instrument for the planning commission in their function as the municipal body charged with enforcing the current zoning ordinance and zoning map.

Scope of Plan

This land use and transportation policy plan is designed to formulate a coordinated, long-term development program for the Town of Pegram and its identified projected growth area. The preparation of a development program requires gathering and analyzing a vast array of information. The historic events, governmental structure, natural factors, and socio-economic characteristics of Pegram are studied to determine how these have affected and will affect land uses and transportation facilities. Existing land uses and transportation facilities are analyzed to identify important characteristics, relationships, patterns and trends. From these analyses, pertinent problems, needs and issues relative to land use and transportation in Pegram are identified. An amalgamation of this information

is utilized to produce a major thoroughfare plan and a development plan. The development plan, as present herein, consists of two interdependent elements: the first being the identification of development goals and objectives and the establishment of policies for achieving them, and the second being the creation of a development plan concept which visually illustrates the goals, objectives, and policies. To achieve the goals and objectives identified in the development plan, specific strategies or measures are outlined in an implementation schedule.

Community Goals, Process and Methodologies

The development of community goals and objectives is a primary product of this Land Use and Transportation Policy Plan. Essential to the development of these goals and objectives is citizen participation. Citizen participation is necessary to identify local needs and problems perceived by the community at large. Several methodologies are available for obtaining citizen input. The methodologies utilized in this Plan included surveys, interviews, and study groups. From citizen participation, goals and objectives addressing the recognized needs and problems were identified. These goals and objectives are presented within Chapter 6 of this Plan.

Companion Planning Documents

A number of companion planning documents will be used in conjunction with this Pegram Land Use and Transportation Policy Plan. They include:

1. Town of Pegram Zoning Ordinance and Zoning Map, as of June 2002.

2. Pegram Major Thoroughfare Plan, as of June 1990.

Other documents and sources used in research:

-American Planning Association: A Glossary of Zoning, Development, and Planning Terms. 1999

-Soil Survey for Cheatham County , Tennessee. U.S. Dept of Agriculture, Soil Conservation Service, 2002.

-Tennessee Statistical Abstract, 1973-2003

Federal Emergency Management Agency-National Flood Insurance Program maps

-Tennessee Department of Transportation, Planning Division: Traffic Flow Maps

-Population Projections for Pegram and Cheatham County, prepared by the University of Tennessee, Center for Business and Economic Research, 2005 to 2025.

-1990, 2000 Census of Population and Housing—Tennessee; U.S. Department of Commerce, Bureau of the Census

-Urban Growth Boundary Report for Pegram, Cheatham County, Tennessee. August 1999

-Cheatham County Chamber of Commerce

-MTIDA 2005 Community Data Sheet for Ashland City, Tennessee www.mtida.org

-Tennessee Blue Book 1999-2000, Tennessee Secretary of State.

-U.S. Census Bureau, Census 1990-2000

-The *1995-1999 Tennessee State Recreation Plan*

- Strategic Plan for Sidewalks & Bikeways, Metro Nashville-Davidson County

-*Tennessee Rail System Plan*, October 10, 2003 Tennessee Department of Transportation

-Regional Transit Authority www.rta.org

-Music City Star Program www. lightrailnow.com

-Tennessee Long Range Transportation Plan 2006, Greater Nashville Area Rural Planning Organization

-Pegram East-West Connector, Neel-Schaffer, Inc. November 2006

CHAPTER 2

BACKGROUND FOR PLANNING

INTRODUCTION

To effectively plan for any community, gathering information concerning its background is necessary. The size and location of a community are important aspects of community development. Information on a municipality's early settlement and events affecting past development trends, assist in planning for its future development. An understanding of the community's political history and governmental structure helps to reveal the atmosphere in which future planning will take place. Background data for the Town of Pegram is presented in this chapter.

PHYSICAL SETTING

The Town of Pegram, which comprises a total land area of about 7.2 square miles, is located on the eastern edge of Cheatham County, bordering Davidson County (*Longitude/Latitude*: 36º 6' 6" North, and 87º 3' 6" West). Downtown Nashville is approximately 20 miles from Pegram. The Town also borders Kingston Springs on the west, Interstate 40 and the Harpeth River on the south and the Cheatham Wildlife Management Area on the north.

Pegram is mainly accessed by Highway 70, which runs across most of the United States. Pegram is also accessed by Interstate 40 via State Route 249 in Kingston Springs, and McCrory Lane in Davidson County. Two parallel transportation corridors divide Pegram, these being the CSX Railroad running adjacent to Highway 70 and Highway 70 itself. The relatively severe topographic relief of the immediate area restricts and guides the number and direction of primary transportation routes.

See **Illustrations 1 and 2** for a regional map and local map, respectively.

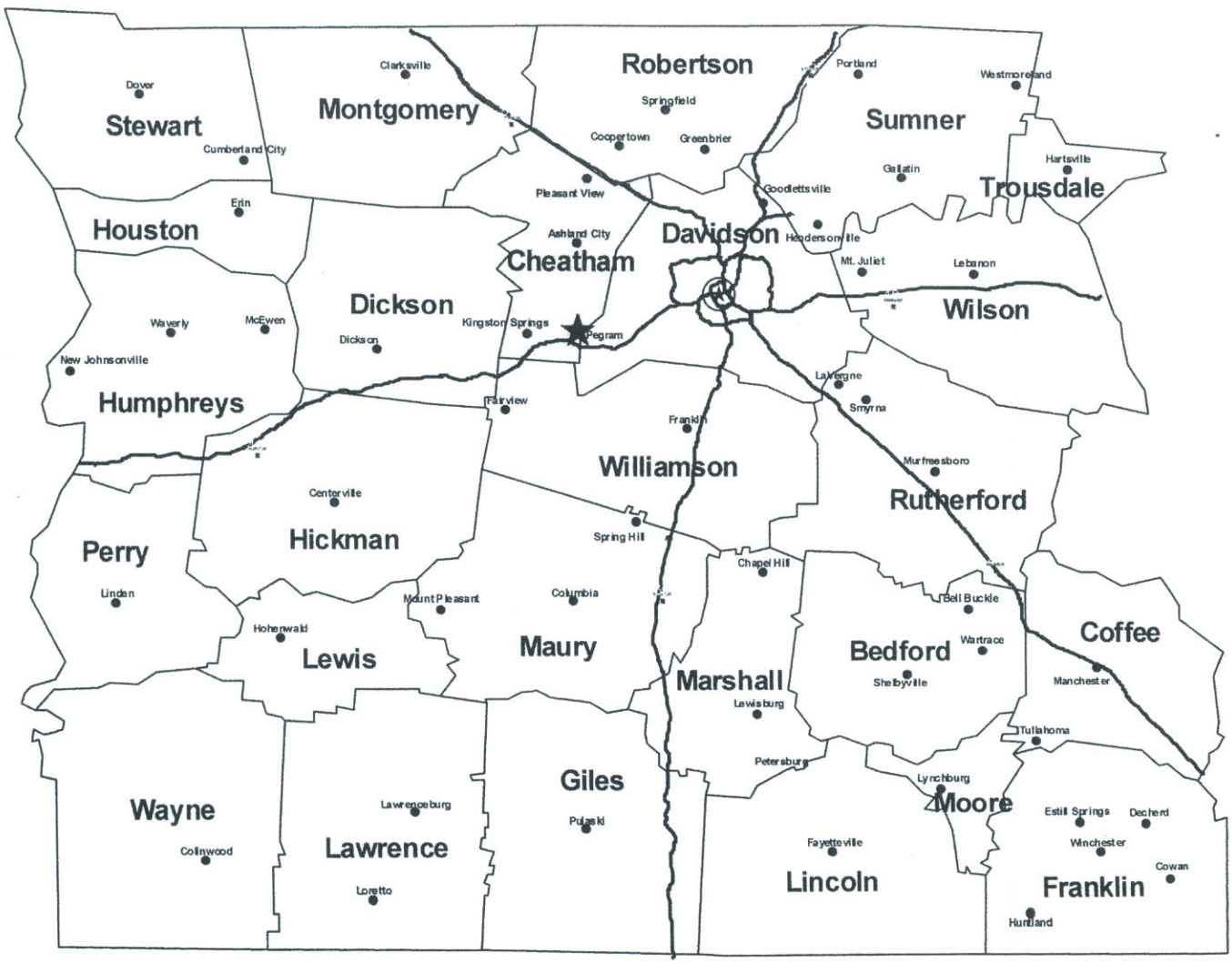
SUMMARY OF LOCAL DEVELOPMENT

During the stagecoach days, travelers would pass a settlement on the Charlotte Turnpike where the Pegram family lived. The Pegram family was of Welsh descent, coming to Davidson County around 1823 from Dinwiddie County, Virginia. Records show that George Scott Pegram, Jr. was the owner of approximately nineteen hundred and eighty acres, making him the largest landowner in the area. Because of this, the community was named Pegram. By 1865, the Pegram family owned a total of three thousand, four hundred and forty acres.

The Tennessee General Assembly attempted to establish a new county in 1854 that would have included Pegram. It was to be named Cumberland County. The county failed to organize at that time. During the next legislative session in 1856, Cheatham County was formed and included Pegram.

Illustration 1

Regional Setting for Pegram, Tennessee



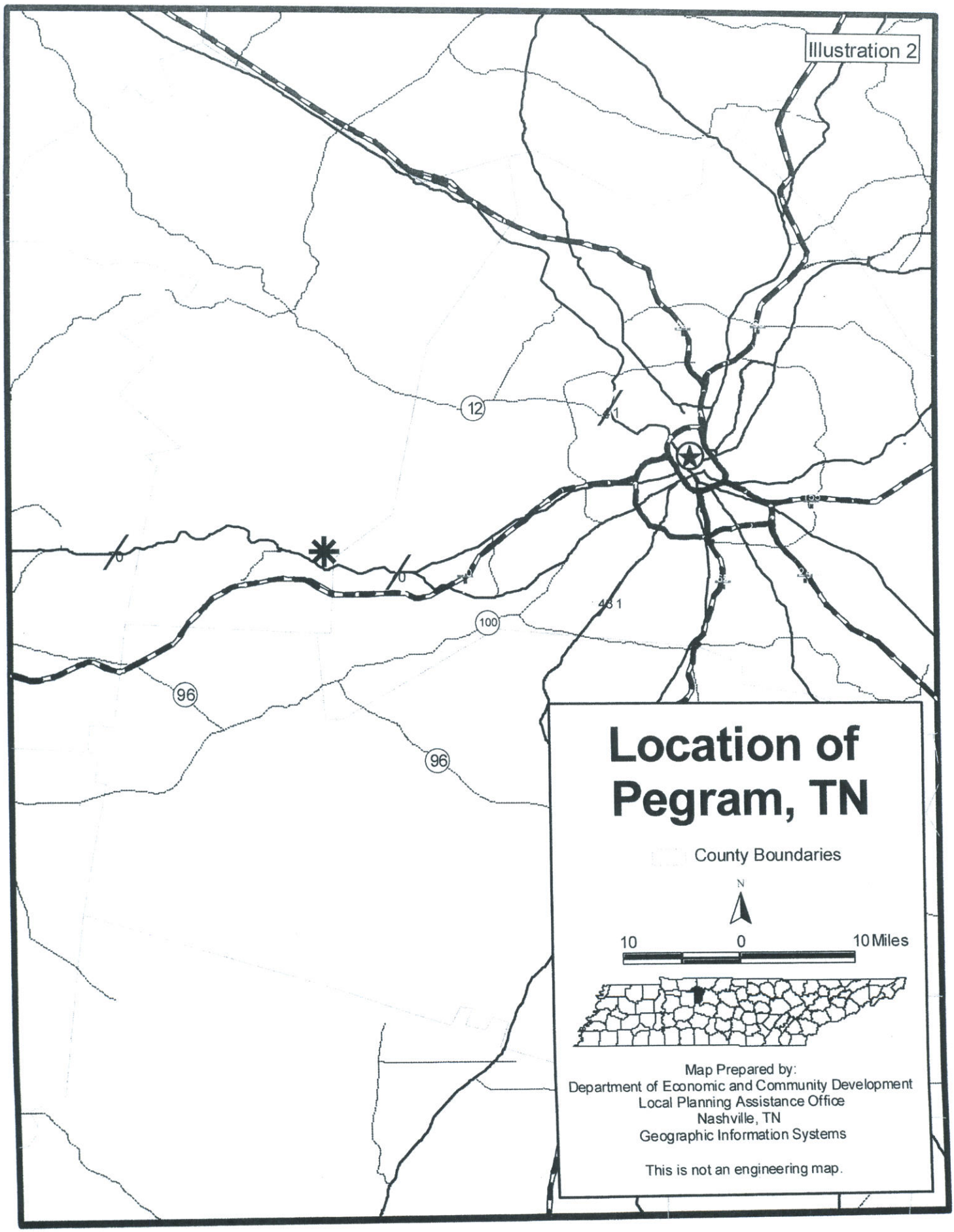


Illustration 2
12
100
96
96
Location of Pegram, TN
County Boundaries
N
10
0
10 Miles
Map Prepared by:
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems
This is not an engineering map.

Five different railroad companies have used the rails through Pegram. The first railroad company was Nashville and Northwestern Railroad, chartered in 1852. It was financed by the city of Nashville for twenty seven thousand dollars, any by loans from the state of Tennessee in the form of state bonds. Some residents of Pegram and Newsom Station strongly protested the idea of the railroad coming through the area. However, Mr. Joe Newsom was "all for the railroad," and gave them a one hundred foot right of way to both sides of the track. Then he bought ten thousand dollars worth of railroad stock, which was sold as early as 1853. And with that, construction of the railroad was begun to the west of Nashville.

Dutch railroad workers built the railroad through Pegram, and lived in nearby dugouts. The railroad built a depot in Pegram around 1860. When the railroad tracks finally reached Kingston Springs, there was a huge celebration, and a big dance was held. Some people danced all night.The Civil War broke out on April 12, 1861, and the railroad was taken over by the U.S. Military, which was in charge of its operation until after the end of the Civil War. "After the fall of Nashville, on February 24, 1862, the Union War Department ordered the line of N. & N.W. to be completed over the fifty-three mile stretch from Kingston Springs to the Tennessee River. This work was completed May 10, 1864." Union soldiers finished the railroad work begun by the Dutch laborers.

From 1866 until 1882, Pegram was officially known as Pegram's Station because it was a stop on the N. & N.W. Railroad. The first store in Pegram was owned and operated by John Peter Pegram prior to 1867. It was located on the right, after you cross the railroad tracks on Thompson Road at Highway 70. John Peter died and the store changed hands several times before George Washington Pegram, became proprietor of the store around 1875. The first railroad ticket office was located in this one story building. George was the town's first ticket agent, acting postmaster and proprietor of the store. On April 19, 1882, the name of the community was changed back to Pegram.

In 1900, the Nashville & Chattanooga Railroad gained control of the N. & N.W., and they renamed it the Nashville, Memphis and St. Louis Railway. Scheduled train stops west of Nashville were discontinued until 1903 when "the run" was extended to Waverly, Tennessee. The Nashville-Dickson-Waverly Run was called "The Dickson Accommodation." George Pegram served as postmaster for 25 years and proprietor of the store for 29 years. Around 1906, after George's death, a railroad depot building was built in Pegram. This building is the current Pegram Community Club building on Thompson Road.

In 1925 or 1926, some of the passengers on the "Accommodation" started driving their cars into Nashville instead of riding the train. By 1929, there were not enough passengers riding the train to make it economically feasible to maintain passenger service. The railroad line was discontinued and the railroad company no longer made scheduled stops at Pegram and Kingston Springs.

In 1963, the Postmaster General of the United States put a national zip code system into place. The Pegram Post Office was assigned the number 37143.

The community of Pegram applied for a state charter to become incorporated on March 13, 1972. The state issued a Certificate of incorporation on April 29, 1972. The town was chartered under the Mayor/Alderman form of government.

GOVERNMENT AND PLANNING STRUCTURES

Governmental Structure

Knowledge of the governmental structure of the municipality is an important aspect of planning for its future. A municipality's form of government, financial capability, and planning commission status directly affect its ability to plan for growth and development. The purpose of this section is to provide a general examination of the governmental structure of Pegram, to briefly describe its functions, and to assess its potential influence on future development.

The Town of Pegram applied for a state charter to become incorporated in March, 1972 and the state issued a Certificate of Incorporation on April 29, 1972. The town was chartered as a General Law Mayor-Aldermanic form of government (Tennessee Code Annotated 6-1-101 et seq.). Accordingly, the Town Council contains five members; one of which is mayor and one is vice-mayor.

The Town has eight full and part-time employees. Such employees by job description are as follows:

Town Recorder (full time)	1
Town Clerk (part time)	1
Public Works (full time)	1
Building Inspector (part time)	1
Town Engineer (part time)	1
Sewer Inspector (part time)	1
Fire Chief (part time)	1 plus (18 volunteer firemen)
Town Attorney (part time)	1

Planning Structure

The Pegram Municipal Planning Commission was established in 1984 with a seven member planning commission being formed. In that same year, Pegram entered into a technical planning assistance contract with the Tennessee Department of Economic and Community Development, Local Planning Assistance Office. This technical assistance contract remains in effect at this time. Since its inception, the Pegram Municipal Planning Commission has remained active and current with its planning a zoning program. Regular meetings of the planning commission are held on a monthly basis at the Pegram Town Hall.

CHAPTER 3

NATURAL FACTORS AFFECTING DEVELOPMENT

The natural environment often dictates the pattern of land use or development in a community. The climate, air and water quality, topography, drainage, flooding, and soils are significant natural factors which affect development. Ignoring these factors can prove to be extremely costly to specific property owners, as well as the entire community. Not all land is suitable for development. Therefore, as land use development occurs, natural factors, which cannot be altered, must be thoroughly considered in the planning process. The limits and type of land use should be responsive to these natural factors, in order to protect the welfare of the general populace. Through increased knowledge of these factors and the appropriate use of land, future development can avoid the mistakes of the past. The purpose of this chapter is to review and evaluate natural factors as they influence the current and projected land use patterns in Pegram. **Illustration 3** denotes these natural factors affecting development.

Climate

The climate of Pegram and Cheatham County is described as being mild to temperate, being characterized by relatively mild winters and warm summers. There is normally an abundant amount of rainfall in Pegram. Based on the United States Weather Bureau 35-year mean, the normal annual precipitation for the community is slightly greater than 50 inches. Of this figure, 20 inches of rain can be expected between the months of December and March, with approximately 13 inches of rainfall occurring during the spring and summer seasons. Accordingly, the Pegram area has an average snowfall of approximately 10 inches. Flooding occurs along Turner Creek with major flooding occurring within the Harpeth River floodplain. The 100-year floodplain parallels the Harpeth River at Elevation 500 as the river meanders through Pegram. There is some flooding of structures that are within the floodplain along with storm runoff in the area of the shopping center. Precipitation is generally lightest in the late summer and early fall of the year, as high-pressure weather systems are most frequent at this time of year. On an average, periods of drought are offset by period of ample to excessive precipitation.

Pegram has an average growing season of 193 days. The mean annual temperature of Pegram is about 59 degrees, with a mean winter temperature of 41 degrees and a mean summer temperature of 78 degrees. Extremes in temperature are uncommon, seldom above 100 degrees or below –5 degrees. There is some variation in relative humidity during a given year, with the highest average daily values being recorded in winter. The first fall freeze is usually in late October and the last spring freeze is usually in early April.

Topography

Topography is defined as the general configuration of the earth's surface, including its slope, geological characteristics, and other natural features. Pegram is located on a


Illustration 3
Pegram, TN
Natural Factors
Affecting Development
Corporate Limits
Floodway
Flood Plains
Slope greater than 20%
N
1000 0 1000 Feet
Map Prepared By
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems
This is not an engineering map

portion of the Highland Rim on the edge of the central basin of Middle Tennessee. A majority of the geologic formations of the area consist of limestone, chert, shale, sandstone, siltstone and dolomite. Mississipean period formations are predominating within the area, with Silurian outcrops being common along the Harpeth River stream valley. The topographic relief of the immediate area is typified by dissected, steep to rolling terrain. The land is gently rolling along the Harpeth River. Elevations range from about 500 feet along the Harpeth River to over 800 feet on the highest ridges. Steep slopes occur near the ridgetops, as well as adjacent to some areas along the Harpeth River. About one-third of the acreage within the Town contains slopes of 20 percent or greater. The steep topography of the area, along with constraints from the Harpeth River floodplain restricts land that is suitable for urban development. It is not anticipated that the Town will engage in any substantial amount of annexation during the planning period covered by this document. Expansion is limited by the political boundaries of Nashville on the east and Kingston Springs on the west. Severe topographic features will restrict annexation on the northwest side of Pegram. The south side of Town is hindered from urban development due to floodplains, topography and Interstate 40. To the north the Cheatham County Wildlife Management Area will hinder any development and ultimate need for annexation.

Drainage

The drainage pattern within the seven square miles of Pegram is mostly well defined. Drainage occurs into Turner Creek and several unnamed creeks and drainage ditches, which in turn falls into the Harpeth River. The Harpeth River along with Turner Creek and the other small unnamed creeks and drainage ditches flow in highly defined channels parallel to the relatively steep ridge lines that are characteristic within southern Cheatham County. The exception to this being where topographic conditions allow creeks and streams to cut sharply to the right or left, crossing such ridges through narrow gaps. A highly delineated floodplain parallels the Harpeth River. The 100-year floodplain elevation of the Harpeth River is about 500 feet above sea level. The Harpeth River enters southern Cheatham County from Davidson County and meanders in a northwesterly direction toward the Cumberland River.

Stormwater run-off is concentrated within and along streambeds and ditches that traverse the area. Accordingly, poorly drained soils presenting a substantial impediment to development are located along stream terraces and the bottomland of the Harpeth River, which constitute the lowest land areas within the Town of Pegram. It is recommended that such areas be utilized for agricultural purposes whenever possible.

Flood Areas

The Harpeth River is formed by the confluence of Concord Creek and Puckett Branch in southwest Rutherford County. The stream flows in a general northeasterly direction for about 119 miles to it confluence with the Cumberland River at mile 152.9, about four miles upstream of Cheatham Dam. The stream drains 866 square miles at its mouth, while falling about 380 feet from its origin near Eagleville in Rutherford County, to its confluence with the Cumberland River.

Within the vicinity of Pegram, the Harpeth River flood plain averages 1,200 feet in width, the river channel averages 200 feet in width and the top banks are generally 15 feet above streambed. The terrain of the Harpeth River basin is gently rolling for the most part, with some hilly sections reaching elevations 100 feet above the river channel.

The headwater of Turner Creek is located in southeast Cheatham County, in the vicinity of Pegram near Sullivan's Ridge. It flows in a generally southern direction to its confluence with the Harpeth River at mile 46.3. The stream drains 4.29 miles at its mouth, while falling about 280 feet from its origin to its confluence with the Harpeth River.

The flood plain of Turner Creek averages 400 feet in width, the river channel averages 12 feet in width and the tops of banks are generally 5 to 7 feet above the streambed. The terrain in the drainage basin is gently sloping to steeply sloping in the upstream portion transitioning into a relatively flat pastureland in the lower end.

Flooding from the Harpeth River usually occurs in winter and early spring, and generally has duration of two to three days. Because of the size of the drainage area, winter and spring storms are more likely to produce volumes of runoff necessary for damaging floods. Severe summer thunderstorms cause flooding; however, inspection of the gage records for Kingston Springs show that only four floods have occurred in the summer months, and these caused minor damage. Snowmelt does not significantly affect flooding in this region.

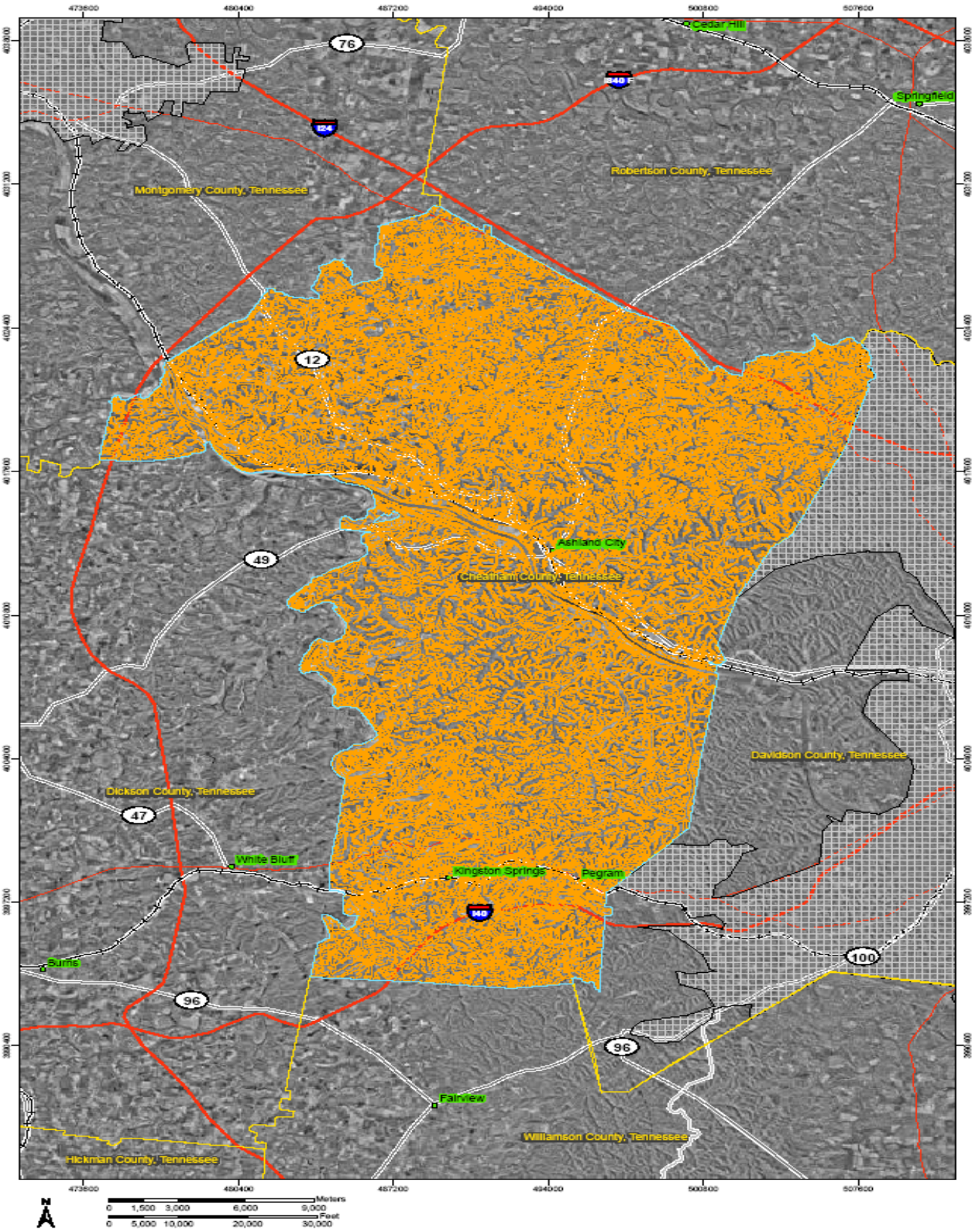
Soils Capability

The soils of Pegram, for the purpose of this planning document, have been divided into two generalized groupings: *Group 2*--Hawthorne-Sulphura-Sengtown, and *Group 4*--Byler-Nolin-Armour-Arrington. These groupings are depicted in **Illustration 4**, the General Soil Map of Cheatham County, Tennessee.

Each soil association is a landscape having a distinct pattern of soils. Each association consists of one or more major soils and at least one minor soil and is named for the major soils. The soils in one association may occur in a different pattern in either of the other associations. The United States Department of Agriculture, Soil Conservation Service provided the following brief description of the soils associations in Southern Cheatham County and should be taken only as a general interpretation and not a precise description of the soil conditions in the area. The Soil Conservation Service is available to provide more detailed information where needed.

Group 2--Hawthorne-Sulphura-Sengtown--consists of rolling to very steep, somewhat excessively drained and well drained soils that formed in residuum of siltstone, limestone, and shale; on dissected uplands. The landscape is characterized by narrow, rolling ridgetops, steep and very steep hillsides, and narrow valleys. Rock bluffs are very common along the major streams. About 80 percent of this group is made up of

Illustration 4 – Cheatham County Soil Map



Hawthorne and Sulphura soils, and 10 percent Sengtown soils. The remaining 10 percent are minor soils (Humphreys, Mountview, Minvale, Nolin, Tarklin, Ennis, Dickson and Lindside.)

Hawthorne soils are somewhat excessively drained, gravelly subsoil and are moderately deep to soft bedrock of 20-40 inches. They are on the narrow, rolling hilltops and on the upper and middle parts of the steep and very steep hillsides. Slope range for Hawthorne soils are from 5 to 60 percent. Sulphura soils are somewhat excessively drained, gravelly subsoil and are moderately deep to hard bedrock of 20-40 inches. They are on the lower part of the steep and very steep hillsides below the Hawthorne soils. Slope range for Sulphura soils are from 20 to 60 percent. Both Hawthorne and Sulphura soils are mostly used for woodlands, and very limited to row crops because of limitations to water capacity, depth to bedrock, and slope. Sengtown soils are moderately suited to row crops, however, the areas are hard to manage due to intermingling with steeper slopes. Depth to bedrock is more than 5 feet. Slope range for Sengtown soils are from 2 to 5 percent.

The Hawthorne and Sulphura soils have a permeability rate of moderate to moderately rapid, but are poorly suited to most urban uses. The depth to bedrock and the slope are severe limitations on sites for septic tank absorption fields. The slope is a severe limitation on sites for local roads and streets. The slope, the depth to bedrock, and the hazard of slippage are severe limitations on sites for dwellings and non-residential buildings.

The Sengtown soils are moderately suited to most urban uses. The moderate permeability rate, however, can limit sites for septic tank absorption fields. A shrink-swell potential is also a moderate limitation on sites for dwellings and non-residential buildings. Low strength is a severe limitation on sites for local roads and streets.

Group 4-- Byler-Nolin-Armour-Arrington--consists of nearly level to rolling, moderately well drained and well drained soils that are formed in alluvium; on stream terraces and floodplains. The soils in this group are dominantly along the Harpeth River and its major tributaries. The landscape is characterized by undulating and rolling stream terraces and narrow floodplains. About 29 percent of this group is made up of Byler soils, 19 percent Nolin soils, 17 percent Armour soils, and 9 percent Arrington soils. The remaining 26 percent are minor soils (Tarklin, Ennis, Lindside, Minvale, and Newark.)

Byler, Nolin, Armour, and Arrington soils are moderately to well drained, and have a depth to bedrock of more than 5 feet. Byler soils have a compact, slowly permeable fragipan in the subsoil, located on benches and side slopes of stream terraces, and slopes range from 2 to 12 percent. Nolin soils have a loamy subsoil, located on floodplains along the Harpeth River and its major tributaries, and slopes range from 0 to 2 percent. Armour soils are located on nearly level to rolling stream terraces, located slightly higher on the terraces than Byler soils, and slopes range from 2 to 12 percent. Arrington soils have a loamy subsoil, located on floodplains, and slopes range from 0 to 8 percent.

Armour soils are the most suitable soils for urban uses. However, the restricted permeability rate is a moderate limitation on sites for septic tank absorption fields. Low strength due to easy erosion is a severe limitation on sites for local roads and streets. Arrington and Nolin soils are not suitable for most urban uses, due not only to moderate permeability but to flooding and erosion, which are severe limitations on sites for septic absorption fields, dwellings and non-residential buildings, and severe limitations due to low strength for local roads and streets. Byler soils are poorly suited to most urban uses. The permeability rates for Byler soils are moderate above the fragipan and slow in the fragipan. This slow permeability along with perched seasonal high water table are severe limitations on sites for septic tank absorption fields. Low strength is a moderate limitation on sites for local roads and streets. The seasonal wetness is a severe limitation on sites for dwellings with basements.

Summary of Soils

Much of the major soils in Pegram have moderate to severe limitations to development pertaining to permeability rates for septic tank absorption fields, low strength for building local roads and streets, slopes, depth to bedrock, and limitations on dwellings and non-residential buildings. These factors will have a major impact on location of future developable areas in Pegram. However, the major issues of slope and floodplain, areas not in the floodplain in Group 4 and areas in Group 2 along the bottom of the slopes will likely provide the overall better areas for future development including limited higher density development.

Of the major soils, the Byler soils have the best suitability for new local roads and streets, and Armour soils are the most suitable for building site development, followed by Sengtown soils as moderately suitable. Sengtown and Armour soils are overall moderately suitable for septic tank absorption fields. Byler and Sengtown soils are overall moderately suitable for sewage lagoon capability. Minor soils such as Humphreys, Minvale and Mountview soils are well suited for building site development, however, all but Humphreys have moderate limitations for septic tank absorption fields and new roads development.

SUITABLE SOILS FOR URBAN USES
(Building Site Development)

Abbr.	Soil type and slope percentage	septic suitability
AmA	Armour silt loam, 0 to 2 % slopes	moderate limitation
AmB	Armour silt loam, 2 to 5 % slopes	moderate limitation
AmC	Armour silt loam, 5 to 12 % slopes	moderate limitation
HuB	Humphreys gravelly silt loam, 2 to 5% slopes	moderately suited
HuC	Humphreys gravelly silt loam, 5 to 12% slopes	moderate limitation
MnC2	Minvale gravelly silt loam, 5 to 12 % slopes	moderate limitation
MtC2	Mountview silt loam, 2 to 5% slopes	moderate limitation
SgC2	Sengtown gravelly silt loam, 5 to 12 % slopes	moderate limitation

All other major soils are moderately to severely limited on nearly all urban uses. Due to flooding issues and slow permeability, any development in Arrington and Nolin should be discouraged whenever possible, otherwise kept at a low-density development. With regards to septic issues, any areas desired for higher density development should be encouraged to invest in extension of the public sewer system.

Air Quality and Water Resources

The air and water quality in Pegram is excellent. An abundance of open space and a lack of dense urbanization within the immediate area is conducive to the maintenance of the purity of the air. Available information indicates that national air quality standards are being met in the immediate area. No major contributors of air pollution exist within the community. More specifically, the southern portion of Cheatham County has a low emission density when compared with the remaining counties that constitute the Nashville Metropolitan Statistical Area. Accordingly, all applicable state and national ambient air quality standards are being met, with the exception of photochemical oxidants that are a result of the natural rock formations that characterize the area.

The primary source for drinking water for the Town of Pegram is the Harpeth River. The Second South Cheatham Utility District, located in Kingston Springs, operates the servicing water treatment plant on the Harpeth River at mile 40 thereon. This scenic river has been classified under the Tennessee Water Quality Act as belonging to the following categories: domestic water supply, fish and aquatic life, recreation, irrigation, livestock watering, and wildlife. The Harpeth River is not classified as a navigable river. The surface waters of the river are in compliance with the standards established for stream classification under the Tennessee Water Quality Act. It enters southern Cheatham County from Nashville and meanders northwesterly toward the Cumberland River. There are no air or water quality problems that would negatively affect land use patterns in Pegram.

CHAPTER 4

SOCIO-ECONOMIC FACTORS AFFECTING DEVELOPMENT

INTRODUCTION

This chapter is intended to provide a brief synopsis of population trends within the Town of Pegram and Cheatham County, emphasizing those trends pertinent to the preparation of the land use plan. Strategies for community development, projections of land use needs, discussions of land use issues, and the relevance of the land use plan to future planning documents, should reflect the findings of this segment. This information is not intended to provide a detailed demographic analysis of the area. Instead, the focus of the information is on "order of magnitude" estimates of future of population and employment levels within the Town and its accompanying Urban Growth Boundary.

For the purposes of this plan the past changes in population and employment were examined for their implications for development within the Town of Pegram. Of most significance are the projected changes in the population and employment within Cheatham County and Pegram for the year 2020.

A Regional Context

Pegram and Cheatham County are part of a thirteen (13) county functionally and economically integrated environment known as the Nashville-Davidson-Murfreesboro Metropolitan Statistical Area (Nashville MSA). As a result of this condition it may be said, that growth within Pegram is directly dependent upon conditions within this broader economic region of which the Town and county are an integral part.

Tables 4-1 through 4-3, present historical population data for the counties of the Nashville MSA, for the period 1960 - 2000. The analysis of this information has been segmented into a comparison between Davidson County, "the core county", and a composite of the twelve (12) counties which surround and are satellites of Davidson County, which are collectively referred to as "the outlying counties". These "outlying counties" include Cannon, Cheatham, Dickson, Hickman, Macon, Robertson, Rutherford, Smith, Sumner, Trousdale, Williamson and Wilson. Over this forty (40) year span, the total population located within this region has risen from 646,434, recorded in the 1960 Census of Population, to 1,431,213 in 2000.

Table 4-1, presents actual population of the counties of the Nashville MSA as recorded in the Census of Population, for the period 1960 to 2000. A very clear pattern of population concentration has continued over this forty (40) year time span. In 1960, the counties of the MSA accounted 18.12 percent of Tennessee's total population. By 2000, the region's share had grown to 25.16 percent of the state total. While the population of the Nashville MSA counties has continued to rise as a percentage of the state's total, a significant change in the internal distribution pattern of that population has been experienced. For several decades culminating about 1960, the region's population gains were largely concentrated within Davidson County. After 1960, however, the "outlying counties", have received the lion's share of regional population gains. In 1960, the population of these counties represented a third of the region's total. By the year 2000, the "outlying counties" represented a 60.18 percent share of the total population of the MSA.

TABLE 4-1

POPULATION WITHIN THE COUNTIES OF THE NASHVILLE METROPOLITAN STATISTICAL AREA

1960-2000

	1960	1970	1980	1990	2000
GEOGRAPHIC AREA	**TOTAL POPULATIONS**				
Cannon	8,537	8,467	10,234	10,467	12,826
Cheatham	**9,428**	**13,199**	**21,616**	**27,140**	**35,912**
Dickson	18,839	21,977	30,037	35,061	43,156
Hickman	11,862	12,096	15,151	16,754	22,295
Macon	12,197	12,315	15,700	15,906	20,386
Robertson	27,335	29,102	37,021	41,494	54,433
Rutherford	52,368	59,428	84,058	118,570	182,023
Smith	12,059	12,509	14,935	14,143	17,712
Sumner	36,217	56,266	85,790	103,281	130,449
Trousdale	4,914	5,155	6,137	5,920	7,259
Williamson	25,267	34,423	58,108	81,021	126,683
Wilson	27,668	36,999	56,064	67,675	88,809
Sub-Total *Outlying Counties*	**246,691**	**301,936**	**434,851**	**537,432**	**741,943**
Davidson	399,743	447,877	477,811	510,784	569,891
NASHVILLE MSA	**646,434**	**749,813**	**912,662**	**1,048,216**	**1,311,834**
TENNESSEE	**3,567,089**	**3,926,018**	**4,591,023**	**4,877,185**	**5,689,283**
	SUMMARY ANALYSIS 1960-2000				
MSA, as % of Tennessee	18.12%	19.10%	19.88%	21.49%	23.06%
Outlying, as % of MSA	38.16%	40.27%	47.65%	51.27%	56.56%
Cheatham, as % MSA	1.46%	1.76%	2.37%	2.59%	2.74%
SOURCE: U.S. Bureau of the Census, Census of Population, 1960 through 2000					

TABLE 4-2

ANALYSIS OF NET POPULATION CHANGE
WITHIN COUNTIES OF THE NASHVILLE MSA

1960-2000

	1960-1970		1970-1980		1980-1990		1990-2000	
GEOGRAPHIC AREA	**Change**	**%**	**Change**	**%**	**Change**	**%**	**Change**	**%**
Cannon	-70	-0.8%	1,767	20.9%	233	2.3%	2,359	22.5%
Cheatham	**3,771**	**40.0%**	**8,417**	**63.8%**	**5,524**	**25.6%**	**8,772**	**32.3%**
Dickson	3,138	16.7%	8,060	36.7%	5,024	16.7%	8,095	23.1%
Hickman	234	2.0%	3,055	25.3%	1,603	10.6%	5,541	33.1%
Macon	118	1.0%	3,385	27.5%	206	1.3%	4,480	28.2%
Robertson	1,767	6.5%	7,919	27.2%	4,473	12.1%	12,939	31.2%
Rutherford	7,060	13.5%	24,630	41.4%	34,512	41.1%	63,453	53.5%
Smith	450	3.7%	2,426	19.4%	-792	-5.3%	3,569	25.2%
Sumner	20,049	55.4%	29,524	52.5%	17,491	20.4%	27,168	26.3%
Trousdale	241	4.9%	982	19.0%	-217	-3.5%	1,339	22.6%
Williamson	9,156	36.2%	23,685	68.8%	22,913	39.4%	45,662	56.4%
Wilson	9,331	33.7%	19,065	51.5%	11,611	20.7%	21,134	31.2%
OUTLYING COUNTIES	**55,245**	**22.4%**	**132,915**	**44.0%**	**102,581**	**23.6%**	**204,511**	**38.1%**
Davidson	48,134	12.0%	29,934	6.7%	32,973	6.9%	59,107	11.6%
NASHVILLE MSA	**103,379**	**16.0%**	**162,849**	**21.7%**	**135,554**	**14.9%**	**263,618**	**25.1%**
TENNESSEE	**358,929**	**10.1%**	**665,005**	**16.9%**	**286,162**	**6.2%**	**812,098**	**16.7%**
SOURCE: U.S. Bureau of the Census, Census of Population, 1960 through 2000								

TABLE 4-3

A COMPARISON OF NET POPULATION GAINS WITHIN DAVIDSON COUNTY AND THE OUTLYING COUNTIES OF THE NASHVILLE MSA

1960-2000

	1960-1970	1970-1980	1980-1990	1990-2000	Average Decade Increase
NET POPULATION CHANGE					
OUTLYING COUNTIES	55,245	132,915	102,581	204,511	123,813
DAVIDSON COUNTY	48,134	29,934	32,973	59,107	42,537
TOTAL MSA	**103,379**	**162,849**	**135,554**	**263,618**	**166,350**
PERCENT OF TOTAL CHANGE WITHIN THE MSA					
OUTLYING COUNTIES	53.4%	81.6%	75.7%	77.6%	74.4%
DAVIDSON COUNTY	46.6%	18.4%	24.4%	22.4%	25.6%
AVERAGE ANNUAL INCREASE					
CHEATHAM COUNTY	**377**	**842**	**552**	**877**	**662**
OUTLYING COUNTIES	5,525	13,292	10,258	20,451	12,381
DAVIDSON COUNTY	4,813	2,993	13,555	26,362	16,635
SOURCE: U.S. Bureau of the Census, Census of Population, 1960 through 2000					

This outward movement of population has significance for the future of Pegram. Two factors are particularly important to future growth potential within the area. First, there is the matter of accessibility. Davidson County has been, and continues to be, the dominant center of employment within the region. Much of the population growth within the outlying counties has taken place at locations that directly adjoin Davidson County and can be characterized as suburban residential in character. Gradually, however, jobs have begun to follow workers to suburban locations. The explosive growth seen in the Murfreesboro/Rutherford County area and in the Franklin/Cool Springs portion of Williamson County are examples of such movements.

Town of Pegram and Cheatham County

Tables 4-4 and 4-5, present population information specific to Pegram and Cheatham County. Table 4-4, indicates that during the period 1960-2000, the counties of the Nashville MSA, taken in total, have increased from 18.12 to 23.06 percent of the total population of the state. In this same time span the outlying counties, taken as a whole, have increased from 38.16 to 56.56 percent of the MSA population. Cheatham County constituted a 1.46 percent share of the MSA population in 1960, and 2.74 percent of the

MSA total recorded in 2000. Over the period 1960-2000, the Kingston Springs Census Division has increased from 4.78 to 6.30 percent of total Cheatham County population.

Taken together this information produces a picture of a state wherein an increasing proportion of the population is concentrating within urban areas that are, in turn, expanding beyond the central cities into the suburban fringe. Within Middle Tennessee this expanding population is locating in suburban areas that are within easy commuting distance of Metropolitan Nashville.

TABLE 4-4

POPULATION GROWTH TRENDS WITHIN CHEATHAM COUNTY AND THE NASHVILLE MSA

	1960	1970	1980	1990	2000
MSA, as % of Tennessee	18.12%	19.1%	19.88%	21.49%	23.06%
Outlying Counties, as % of MSA	38.16%	40.27%	47.65%	51.27%	56.56%
Cheatham, as % of MSA	1.46%	1.76%	2.37%	2.59%	2.74%
Cheatham as % of Outlying Counties	3.82%	4.37%	4.97%	5.04%	4.84%
SOURCE: U.S. Bureau of the Census, Census of Population, 1960 through 2000					

1960-2000

Table 4-5, presents a summary of population change within the Town of Pegram for the 1960-2000 time span. The census division is the principal geographic unit of analysis utilized because it is the smallest unit of census geography that has remained stable in size over this span of time and, thus, presents a basis for long-term comparison. The population of the Town has increased from 1,081 in 1980 to 2,146 in 2000. Due to the various annexations that have taken place over this time period, long-term direct comparison is not possible. The information is offered, however, in order to establish a basis for future population estimates for the Town.

TABLE 4-5

POPULATION WITHIN THE TOWN OF PEGRAM AND CHEATHAM COUNTY

1960-2000

YEAR	1960	1970	1980	1990	2000
POPULATION					
Town of Pegram	N/A	N/A	1,081	1,371	2,146
Cheatham County	9,428	13,199	21,616	27,140	35,912
PERCENTAGES					
Town of Pegram, as % of County	N/A	N/A	19.99	19.79	16.73
Source: U.S. Bureau of the Census, Census of Population, 1960 through 2000					

HOUSING/HOUSEHOLDS

Household information for Pegram was not available prior to 1990. The number of households in Pegram increased from 485 in 1990 to 773 in 2000. People per household have remained relatively unchanged from 1990 to 2000 with 2.74 people per household. The average family size was 3.07 people per household in 1990, and 3.03 people per household in 2000. Total housing units in Pegram have grown from 535 in 1990 to 801 in 2000.

The number of households in Cheatham County increased from 9,515 in 1990 to 12,878 in 2000. People per household have moderately decreased, with 3.3 people per household in 1970 to 2.77 in 1990 to 2.76 in 2000. The average family size per household has shown a decrease as well but only slightly, with roughly 3.15 people per family in 1990 and 3.08 in 2000. Total housing units in Cheatham County have grown from 4,223 units in 1970 to 10,297 in 1990 and 13,508 in 2000.

Home ownership in Pegram has slightly increased within the past decade, along with number of housing units. There were 801 housing units with 87.8% ownership in 2000 compared to 535 housing units with 83.3% ownership in 1990.

Projections of Future Population

Tables 4-8, 4-9 and 4-10, present population projections for the Nashville MSA - Cheatham County and the Kingston Springs Census County Division. The projections extend to the year 2025. The reader is forewarned that projections of this type are at best an "educated guess" of future population. Moreover, the smaller the entity in relation to the whole, the greater the potential for error. This means that smaller a geographic unit (such as the Town) has significantly greater potential for error than projections for the state or nation as a whole.

Table 4-8, presents a series of population projections for the state and the counties of the Nashville MSA. The principal source of these numbers is a publication, produced by the University of Tennessee, Center for Business and Economic Research, entitled, Population Projections for Tennessee Counties and Municipalities 2005-2025.

The population of Cheatham County is projected to rise at roughly the same rate as the population within the "outlying counties". In actual numbers, the population of the county is projected to rise to approximately 44,880 by 2010 and to something in the order of 59,205 by 2025.

TABLE 4-6

ACTUAL AND PROJECTED POPULATION
FOR COUNTIES OF THE NASHVILLE MSA

2005—2025

ACTUAL		PROJECTED				
	2000	**2005**	**2010**	**2015**	**2020**	**2025**
CANNON	12,826	13,445	14,183	14,852	15,426	15,946
CHEATHAM	**35,912**	**40,126**	**44,880**	**49,691**	**54,477**	**59,205**
DICKSON	43,156	47,288	52,059	56,823	61,487	66,148
HICKMAN	22,295	23,979	25,800	27,564	29,259	30,981
MACON	20,386	21,827	23,473	25,092	26,628	28,140
ROBERTSON	54,433	59,380	64,809	70,196	75,388	80,534
RUTHERFORD	182,023	203,240	232,326	260,125	288,924	318,583
SUMNER	130,449	145,007	161,570	177,616	193,675	209,736
TROUSDALE	7,259	7,586	8,055	8,492	8,881	9,226
WILLIAMSON	126,638	149,596	174,261	199,913	226,133	252,426
WILSON	88,809	98,910	110,448	122,115	133,704	145,249
Sub-total	**724,186**	**810,384**	**911,864**	**1,012,379**	**1,113,982**	**1,216,174**
DAVIDSON	569,891	596,399	620,928	643,675	665,579	688,340
NASHVILLE MSA	1,294,077	1,406,783	1,532,792	1,656,054	1,779,561	1,904,514
TENNESSEE	5,689,283	6,017,599	6,425,959	6,821,312	7,195,375	7,559,532
SUMMARY STATISTICS						
MSA, as % of Tennessee	22.75%	23.38%	23.85%	24.28%	24.73%	25.19%
Outlying, as % of MSA	55.96%	57.61%	59.49%	61.13%	62.60%	63.86%
Cheatham, as % MSA	**2.78%**	**2.85%**	**2.93%**	**3.00%**	**3.06%**	**3.11%**
SOURCE: Center for Business and Economic Research , University of Tennessee						

Tables 4-9, and 4-10 present population estimates and projections for Pegram. Estimates are provided for total population and the number of households. Total population is projected to rise from the 2000 level of 2,146, to a figure in the range of 2,608 by 2010, and to almost 3,400 by 2025. The number of households is estimated to rise from the 2000 figure of 773 to roughly 1,365 by the year 2025.

TABLE 4-7

PROJECTED POPULATION FOR PEGRAM

2005 – 2025

	Actual	Projected				
YEAR	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**
Cheatham County	35,912	43,815	49,721	55,926	62,435	64,777
Pegram	**2,146**	**2,343**	**2,608**	**2,872**	**3,138**	**3,392**
Source: Center for Business and Economic Research, University of Tennessee --2003						

TABLE 4-8

ACTUAL AND ESTIMATED NUMBER OF HOUSEHOLDS PEGRAM

2000-2025

Date	Total Population	Population Within Households	Persons per Household*	Number of Households
2000	2,146	2,118	2.74	773
2010	2,608	2,603	2.63	990
2020	3,138	3,131	2.55	1,228
2025	3,392	3,385	2.48	1,365
Notes :	(*)Persons per household estimate developed from trend experienced in Cheatham County 1970-2000			
Source : Local Planning Office				

Findings: Developing estimates of future population levels is always a difficult matter. When we examine historical trends within the State and Metropolitan Region a clear pattern is evident. Over the past forty years, the population has tended to concentrate within major urban centers scattered about the State. As the population within these urban centers has expanded, the distribution of the population has seen a marked movement toward regional suburbanization. This suburban movement has been generally radial in nature and has closely followed major transportation corridors.

EMPLOYMENT

Historic Employment Trends

This section briefly outlines various employment trends for Cheatham County over the past fifty years. Before continuing, it should be noted that the following information represents employment of the population and not necessarily employment generated within the county. Employment in all sectors of the economy increased from 2,963 workers in 1950 to 19,750 workers in 2000, representing a 666.5 percent rate of growth.

Agriculture

Employment changed within Cheatham County during the past five decades. The face of the workforce changed with the introduction of the industrial parks in Nashville as well as Ashland City, as more and more people sought employment in the factories. Agriculture has been a major employer Cheatham County since its early days as a community. However, agriculture has declined in importance in Cheatham County over time, decreasing at a significant rate. In this respect, there were 1,757 persons involved in agricultural activities in 1950, while there were only 114 agriculturally employed persons in 2000.

Unemployment

Unemployment rates for Cheatham County from 1950-2000 showed fluctuating percentage rates. 1960 had a rate of 4.6%, 1970 at 4%, 1980 at 9%, 1990 at 3.6%, and 2000 at 2.3%.

Median Income

The median income for a household in Pegram was $55,259 in 2000, compared to $31,944 in 1990, while at the county level the figures were $45, 836 in 2000 and $30,778 in 1990. The median income for a family in Pegram was $59,306 in 2000 compared to $35,921 in 1990, while at the county level the figures were $49,143 in 2000 and $33,373 in 1990. The per capita income for the town was $22,980 in 2000 compared to $14,374 in 1990, while at the county level the figures were $18,882 in 2000 and $11,868 in 1990. The poverty level in Pegram was 4.2% of families and 5.0% of the population in 2000, compared to 5.0% of families and 8.4% of the population in 1990. The poverty level for Cheatham County was 5.3% of families and 7.4% of the population in 2000, compared to 8.2% of families and 10.6% of the population in 1990.

Business Sector

Pegram is primarily a bedroom community with a small employment base. Most residents commute to Nashville and other larger cities in the area to work. However, Pegram's business sector consists of many small retail and service entities.

There are currently 2 financial institutions, 4 restaurants, and 26 general retail establishments in the municipality. The largest majority of these businesses are located along Hwy 70.

There are currently no industries in Pegram.

Summary of Findings

During the planning period 2005-2025, the Pegram population is projected to increase on the average of 10.9%. However, this change is not reflective of a long-term trend. Cheatham County as a whole is projected to increase on average at 11.0%. This compares to the state, which is expected to grow 10.6%. With a consistent increase in job creation and minimal out-migration, Cheatham County as a whole will continue to enjoy growth. An increase in the number of households in Pegram will have a significant impact on planning issues. The slight decrease in persons-per-household in Cheatham County reflects smaller family sizes.

Moderate population growth, as compared to the state averages, will encourage a higher percentage of growth in the various land use categories for Pegram. The need for expanded housing, commercial areas, or industrial sites will be predicated on the continuation of current trends of modest economic growth and projected long-term population growth.

CHAPTER 5

EXISTING LAND USE AND TRANSPORTATION ANALYSIS

INTRODUCTION

As a prerequisite to preparing a plan for future land use and transportation, a survey and analysis of the existing patterns and characteristics must be completed. The data from this Chapter's existing analysis when integrated with information pertaining to natural factors affecting development, the population, economic factors, and transportation facilities is vital in determining what areas are best suited for the various land uses and transportation facilities over a planning period.

EXISTING LAND USE AND TRANSPORTATION

Before a municipality can determine its future land use requirements, it is necessary that an inventory and analysis of existing land uses be completed. This land use inventory identifies and analyzes the various uses by categories and the amounts of land devoted to each.

Illustration 5 depicts the various land uses in the Town of Pegram and in the Town's Urban Growth Boundary as determined by a land use survey completed by the Local Planning Assistance Office.

The Local Planning Assistance Office also completed digitizing Pegram tax maps and adding various layers of information, including water, sewer, gas, and electric. This offers all mapping and analysis through the Geographic Information System. This chapter will further illustrate these utilities.

The land uses depicted on the Existing Land Use Map are grouped into the following categories:

Single-Family Residential: Land on which one dwelling unit is located. This includes all single-family homes on individual lots.

Two-Family Residential: This includes all duplex dwelling and zero lot line dwellings.

Multi-Family Residential: This includes all apartments and other lots with three or more attached dwelling units on one lot.

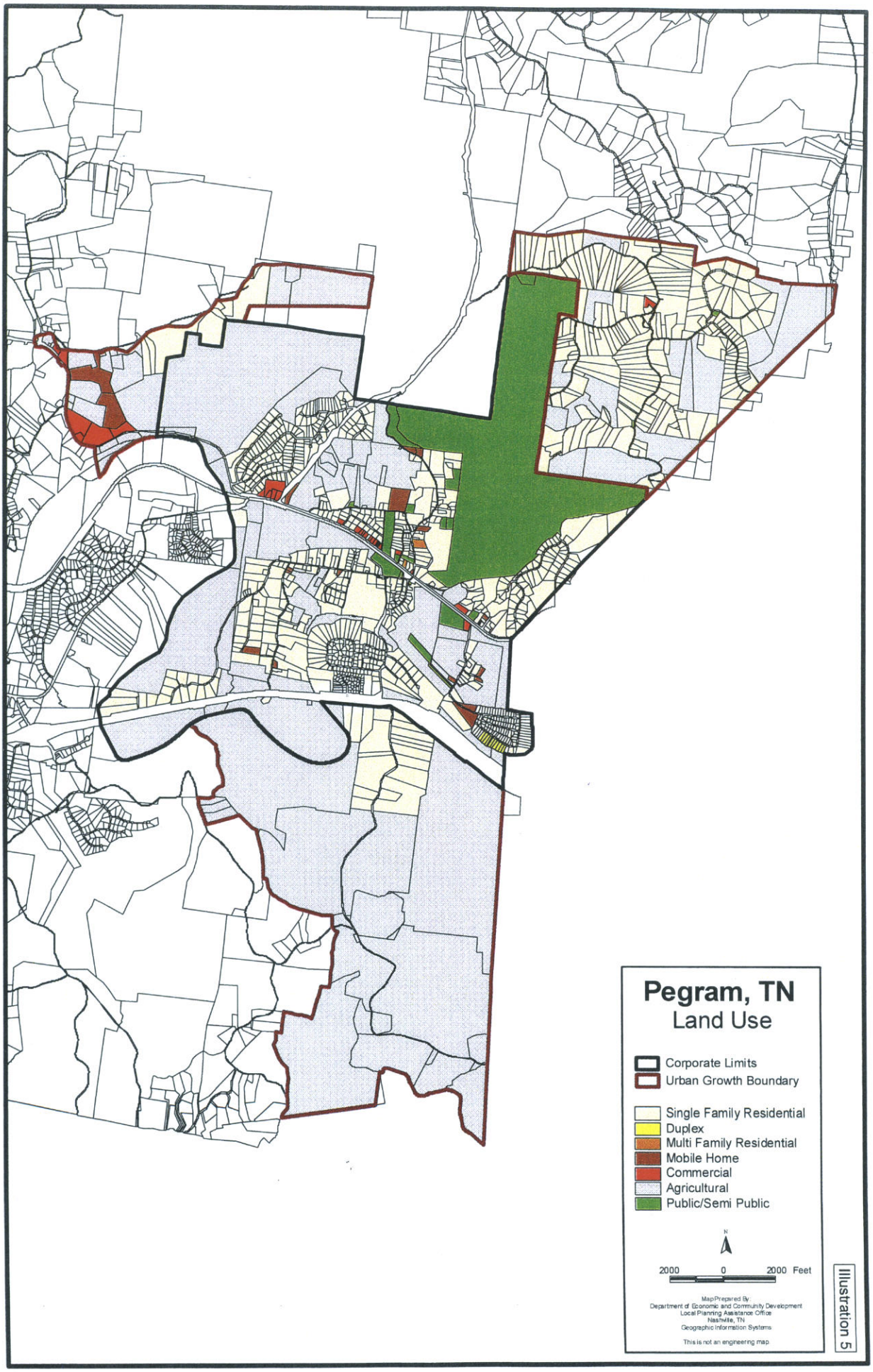


Illustration 5

Mobile Home (Single-Wide): This includes all single wide mobile homes on individual lots or in mobile home parks.

Commercial: Land on which retail and wholesale trade activities and/or services occur. Land on which an array of private firms which provide special services are located. This category includes hospitals, banks, professional offices, personal services, repair services, etc. and vacant floor space.

Public/Semi-Public, Cultural and Recreational: Land on which educational, religious and fraternal facilities, and all federal, state, and local governmental uses are located. Land on which museums, libraries, churches, cemeteries, parks, and similar uses are located.

Industrial: Land on which manufacturing, assembly, processing or fabricating of raw materials are located.

Transportation: Land on which municipal streets, county roads and federal or state highways are located, including the rights-of-way.

Undeveloped Land: Land that either has not been or cannot be developed. Vacant land can be divided into two general categories:

1. Vacant Unimproved. Land that currently lies idle or is used for agriculture, or open space purposes and lacks the infrastructure necessary for development.

2. Vacant Improved. Land located along streets currently accessible to town services such as vacant subdivision lots.

LAND USE ANALYSIS

Within the corporate limits of Pegram there are approximately 4,738 acres, or 7.4 sq. miles of land area. Of this total area, an estimated 2679 acres, or 57% of the land area is developed. Residential land comprises 1391 acres, or 29% of the total area. Commercial land comprises about 30 acres or 1% of the total area. There is no industrial land within Pegram outside of a few non-conforming uses in residential areas. Public/Semi Public land uses comprise 615 acres or 13% of the total area.

The largest category of total land area in Pegram is vacant (developable and with constraints) land. This area comprises a total of 2059 acres or 43%. A large percentage of this land is undeveloped due to its lack of access, extreme topography, floodplain, and lack of infrastructure necessary for development.

The predominate developed land use is in the form of residential uses. This Land Use information is depicted in **Table 5.1**. Land Use information for Pegram's Urban Growth Boundary area (UGB) is depicted in **Table 5.2.**

Table 5.1
TOTAL ACREAGE OF EXISTING LAND USES
PEGRAM TOWN LIMITS

	Acreage	Percent
Residential	**1391**	**29**
Commercial	**30**	**1**
Industrial	**0**	**0**
Public/Semi Public	**615**	**13**
Transportation	**643**	**14**
Vacant with Constraints	**1420**	**30**
Vacant and Developable	**639**	**13**
Total for Town	**4738**	**100%**

Table 5.2
TOTAL ACREAGE OF EXISTING LAND USES
PEGRAM URBAN GROWTH BOUNDARY

	Acreage	Percent
Residential	**1065**	**17**
Commercial	**10**	**1**
Industrial	**0**	**0**
Public/Semi Public	**1**	**1**
Transportation	**500**	**8**
Vacant with Constraints	**2140**	**36**
Vacant and Developable	**2200**	**37**
Total for Town	**5915**	**100%**

Residential Land

The residential land use category, like in many communities, occupies the largest developed portion of land in Pegram. Also, again like most communities in Tennessee, the traditional single-family detached dwelling unit is the predominant form of residential land use. The natural topography of the Pegram area has had a very significant affect on residential development. Accordingly, this has led to the creation of a linear development pattern along major thoroughfares.

Residential developments in Pegram are located along and adjacent to collector and arterial streets that traverses the low points, valleys and some ridges in the area. As stated earlier a majority of the residential development is single family dwellings on individual lots. The greatest numbers of these developments are located in the Walkup Road subdivision, Beverly Hills subdivision, Riverview Subdivision, Station Drive Subdivision and Tanglewood Subdivision. There are other older subdivisions of single family uses on Thompson Road and Hannah Ford Road. Woodard Lane Subdivision was redeveloped as an urban renewal project of new single family homes in 2002.

Currently there are two small apartment complexes within the Town. There are no mobile home parks but there are some mobile homes on scattered lots within Pegram. Even when considering the limitations afforded by steep slopes and flood prone areas there are still areas remaining within the community for relatively large-scale residential development. The remaining lands outside of Tanglewood can be developed but severe topography and floodplains make for difficulty in developing this land. Cave Springs is another area that may development in the future. This home for the handicapped is surrounded by many acres of undeveloped land but again the topography is severe. On the southwest side of Pegram on Thompson Rd. is some wooded acreage that would make for an attractive residential development but the additional traffic on Thompson Rd. presents problems for existing and future residents. Thompson Rd. is a narrow and winding road with a dangerous hill near the town park. The Hannah property contains over 100 acres and will in all probability develop in the near future. It is hopeful that the developer will provide an alternative to Thompson Rd. for traffic in this western part of Pegram. And finally the Anderson property is a remaining tract of land between Thompson Rd. and Walkup Rd. This future development will provide for a pleasant development along with a much needed roadway connection between Thompson Rd. and Walkup Rd. This road connection is a much needed collector road that will tie together the southern two sections of Pegram and provide alternatives for motorists to cross the railroad barrier onto Hwy 70. With the exception of these stated areas, subsequent residential development will be largely restricted to scattered linear patterns of design, located throughout the Town.

The 2025 projected population is a 1,246 person increase over the 2000 certified population of 2,146. The land area of the town was analyzed by reviewing slope and floodplain information along with current developed areas to determine acres of land per person. It was determined that there are approximately 2,679 acres of developed land for

the current population. This determines a ratio of 1.25 acres per person. Pegram currently has approximately 639 acres available for development, which will accommodate 511 people. Given that Pegram will increase in population 1,246 people by 2025 and the current town limits will accommodate approximately 511 people, there is a need to acquire additional land to accommodate 735 people. Therefore, there is a need to acquire at least 918 acres of developable land to support the expected population increase.

Therefore, in comparison to the 2,200 available acres in the Urban Growth Boundary and the 639 acres in the town limits vacant and developable (2,839 total acres), Pegram should be able to provide ample acreage to meet its future population needs.

Commercial

The commercial areas of Pegram are located on Hwy 70, with the shopping center being the commercial focal point. Commercial is generally scattered along the highway with the greatest concentration being at Sams Creek Road at Hwy 70, the shopping center area and another commercial point at Walkup Road, south of the railroad off Hwy 70. All commercial areas presently have plenty of on site parking with the exception of one small convenience store/gas station that has been in existence for many years. There is also a commercial district in the urban growth area outside of Town. The topography and floodplain in this area will greatly restrict any intense expansion of this commercial district.

There are probably two areas with the greatest potential for future commercial development. One area that would serve Pegram and traffic passing through town could be located on Hwy 70 on the east side of Hannah Ford Road and west of Weiglea Rd. This appears to be the final node of commercial that could be developed without disturbing existing residential land. No other areas should be considered on Hwy 70, as this would further aggravate the stripping of commercial land throughout the Town. The railroad on the south side of Hwy 70 completely prohibits commercial development and likewise forces all commercial to the north. If another area is considered it should be in conjunction with existing commercial land. This could be done in harmony with the residential land by extensive use of landscaping, buffering and control of lighting and signage. Another area being considered for limited commercial is within the Hannah acreage west of the town park and south of the railroad. This commercial could act as a buffer between the railroad and the proposed residential development. A new roadway is being considered along the south side of the railroad to Thompson Road. This in itself should help alleviate traffic on much of existing Thompson Road.

Industrial

There is presently about 2 acres of land zoned Industrial. This area is located on Walkup Road southwest of the railroad. However none of this land is used for industrial purposes. This land should in all probability be zoned commercial. There is a light

industrial use on Hwy 70 within the Urban Growth Boundary. This use appears to be near capacity with little room for expansion.

At this time, Pegram has no desire to attract industrial uses. Therefore, no additional industrial land is needed within the existing town limits.

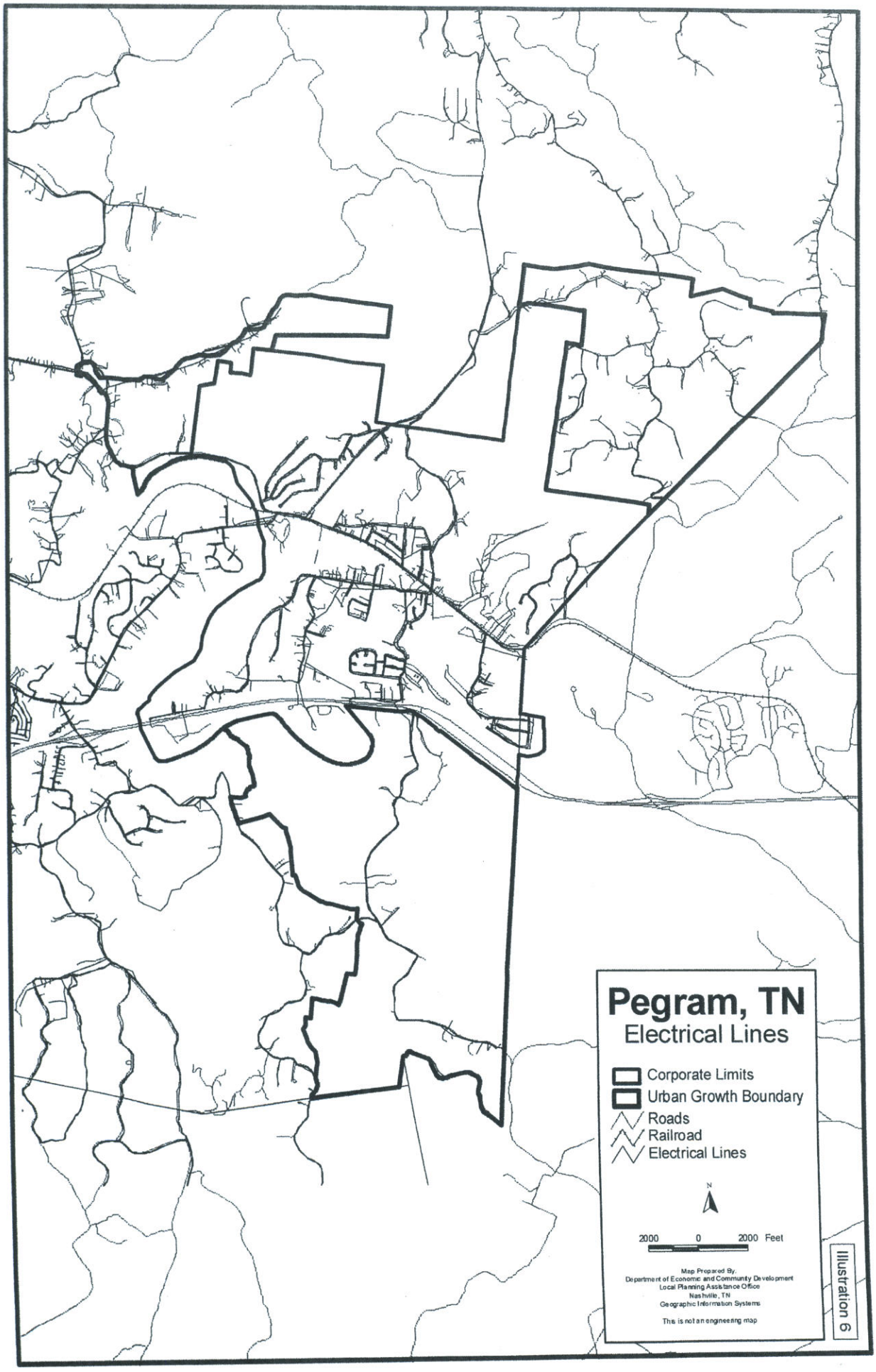
Public/Semi-Public

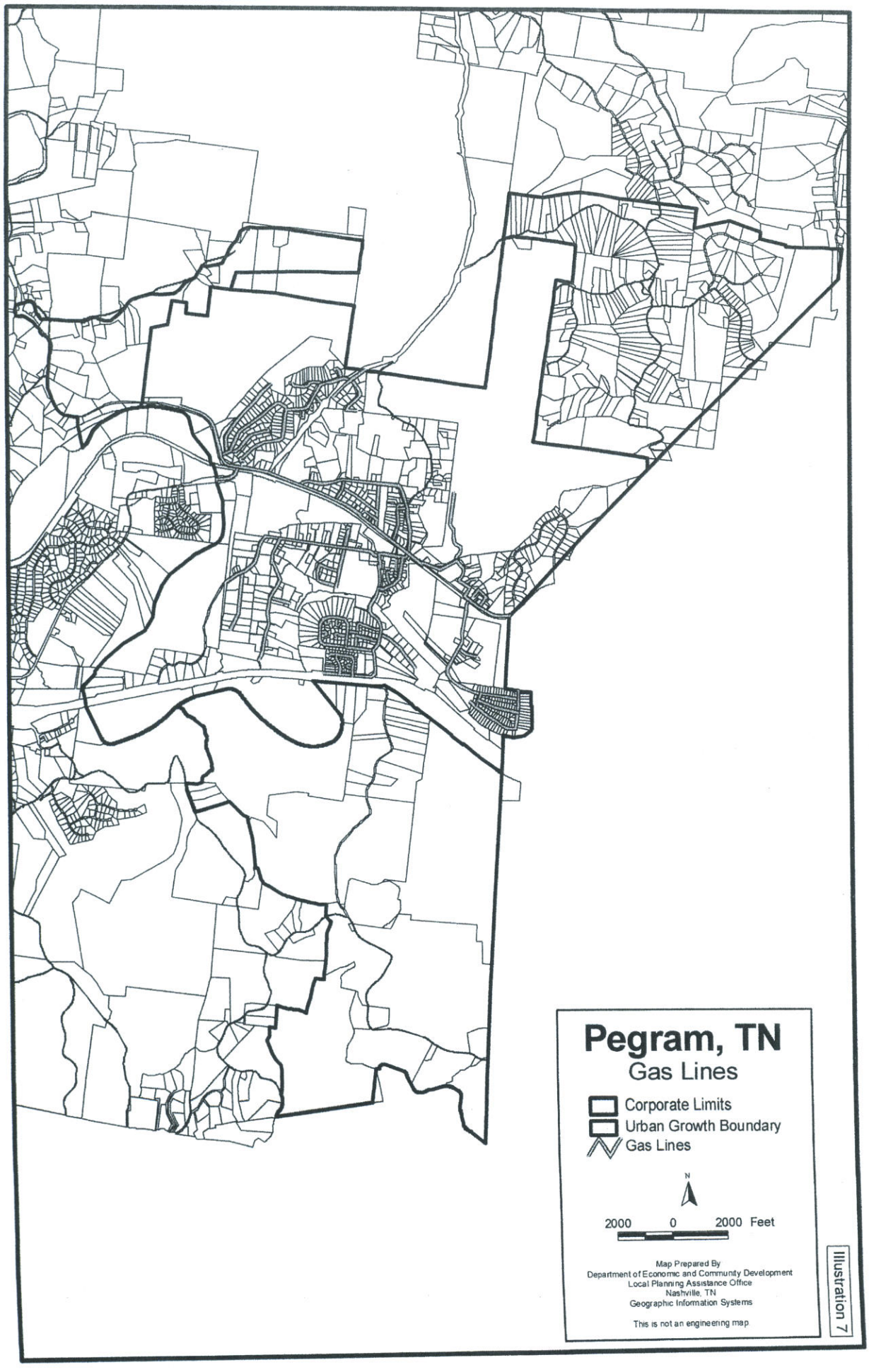
Major concentrations of land in this category are located at Pegram Elementary School, Cave Springs Home, Town Park, and Town Hall. The Town Park is the most utilized public area. It contains over 11.5 acres and has one town employee that oversees the facilities. The park contains two softball fields, one baseball field, a batting cage, one tennis court, one volleyball court, a picnic pavilion, improved children's play area and a walking track. The old fire station is located by the railroad tracks in the Town Park. The Pegram Elementary School contains large open spaces for outdoor activities along with playgrounds. Cave Springs is mostly undeveloped and privately owned. The Town Hall Complex contains a fire hall along with some vacant land on the back of the property that could be utilized in the future. The Pegram Community Club is located on Thompson Road near the Town Park. This old train station is used for various community functions. The town needs and is considering a library in the future.

The amount of land currently devoted to public uses is adequate for the size of the town. However, the Town is considering a town wide system of greenways-bikeways that would serve to provide alternative forms of transportation and recreation. This system is considered a high community priority. Due to slow but continuing growth recreational uses will increase in demand and will expand.

Utilities

The Dickson Electric Membership Cooperative provides electrical service to Pegram and much of southern Cheatham County. The northeast area of town near Davidson County has service provided by Nashville Electric Service. **Illustration 6** depicts the location of electric coverage in Pegram. The Greater Dickson Gas Authority provides Natural Gas service to much of Pegram and southern Cheatham County. **Illustration 7** depicts the location of natural gas in Pegram. It appears that the natural gas lines within the vicinity have adequate pressure from which to expand to serve subsequent residential, commercial, and industrial demands. About 70% to 80% of Pegram is served with natural gas. Adequate supplies of electricity and natural gas will be available in sufficient quantities to accommodate the future growth of Pegram and southern Cheatham County.


Pegram, TN
Electrical Lines
Corporate Limits
Urban Growth Boundary
Roads
Railroad
Electrical Lines
N
2000 0 2000 Feet
Map Prepared By:
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems
This is not an engineering map
Illustration 6


Pegram, TN
Gas Lines
Corporate Limits
Urban Growth Boundary
Gas Lines
N
2000 0 2000 Feet
Map Prepared By
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems
This is not an engineering map
Illustration 7

Water for southern Cheatham County is supplied by and purchased from the Second South Cheatham Utility District, a private utility. Its water treatment facility is located just north of the railroad line, near Valley Drive in downtown Kingston Springs. Raw water is obtained from the Harpeth River via the intake that is located directly east of the treatment plant. The treatment capacity of the water treatment plant is approximately 2.1 million gallons per day. The average daily water use of the districts' 2653 customers is about 600,000 gallons per day, which includes residential, commercial, and industrial uses. **Illustration 8** depicts the water lines in southern Cheatham County, including fire hydrants and a 20-year plan for water line improvements.

Most of Pegram is served with adequate water lines and fire hydrants. However there are areas without adequate water lines for fire protection. The western portion of Thompson Road, some of Beech Hill Road and Marijay Drive, some of Hannah Ford Road, Robinson Road and a few lesser roads are not adequately served with fire protection. Many of these lines are planned for up grading to six-inch or better lines over the next 20 years, which will improve fire protection within Pegram. However, all of Pegram is accessible to public drinking with adequate pressures. All newer subdivisions are fully served with drinking water and fire hydrants. Water pressures are adequate within the entire Town. There is a water tower on Marshall Woodard Road that has a capacity of 300,000 gallons. This tower is adequate for Pegram for at least the next 20 years. In summary, the Second South Cheatham Utility District water system has a more than adequate capacity to serve a growing Pegram for the next 20 years, but water lines will need to be upgraded as shown on the water map. Some other water line improvements will also be needed that are not proposed by the utility district, such as on Thompson Road and other smaller roadway segments. Most of the older sections of town developed before the Town was incorporated will need some water line or fire hydrant location improvement as growth occurs.

Many of the residents of Pegram currently have individual septic systems. However, in 1998, the Town of Pegram began its first public sewer program, an alternative sewage disposal system that uses septic tanks and offsite drainfields that treat the wastewater through *drip irrigation*, a filteration process through sand filters prior to the water's reintroduction to the environment. They are typically used in areas where individual septic systems cannot be facilitated due to the terrain or if soils are not suitable. Operating under the Public Works Department, the Town provides a much needed alternative to individual septic systems. Currently, there are 96 residential customers and 30 commercial customers. The system can currently handle a capacity of 50,000 GPD (gallons per day), of which the system is currently handling 19,000 GPD. The system's reclamation station is located off Walkup Road. The station takes the liquid refuse from the customer's individual vaults and recirculates through sand filters and disperses the cleansed water back to the soil in a nearby field. Recent studies have been conducted which analyzed the new areas of Pegram to expand, and the need for implementation of gravity lift stations where necessary.

Illustration 9 depicts the sewer line coverage in Pegram.

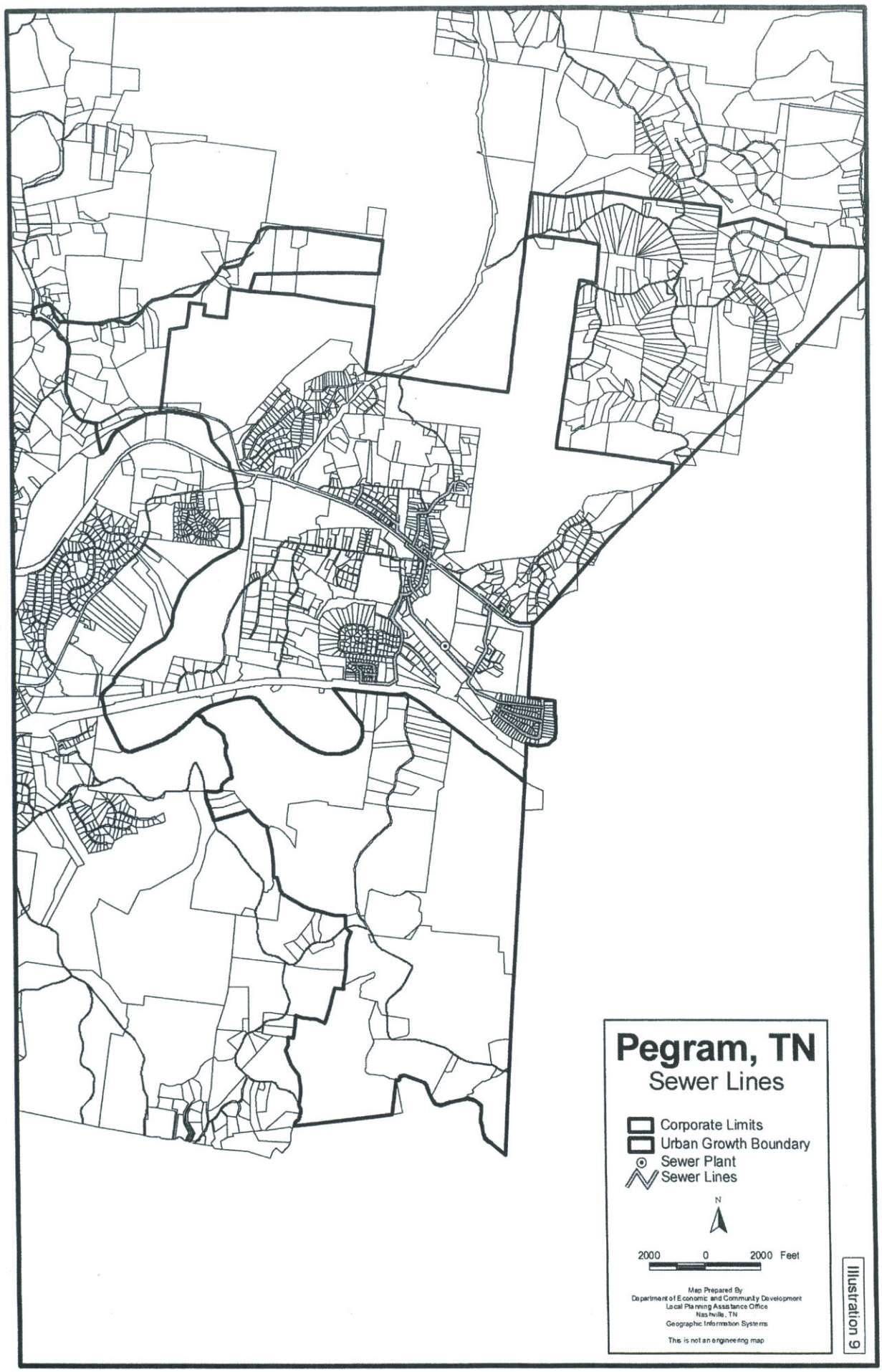


Illustration 9

Undeveloped Land

Approximately 2,000 acres of land in Pegram or about 43% thereof are vacant, undeveloped land, with a majority of this land being located south of Hwy 70. Cave Springs and the west Tanglewood areas contain much undeveloped land but it is highly constrained due to extreme topography. Public water is available to all areas of the Town but as shown on the water system map, not all lines are 6 inches, the minimum required for reasonable growth to occur. The water system map does show a 5, 10 and 20 year plan to address most of these problems with inadequate water line size but some areas are not projected to have upgrades within the next 20 years. Additionally, public sewer, as shown on the sewer system map does not serve most of Pegram. These restrictions along with the preponderance of soil types unsuitable for intensive development offer numerous restrictions for future development. It is recommended that the cost of extending utilities into undeveloped areas be paid fully by the land developers. The Town of Pegram should never subsidize the extension of sewers or any other public improvement directly because of a single development.

TRANSPORTATION ANALYSIS

A municipality's transportation system is a vital service function that is essential to its growth and development. The transportation system forms the framework upon which a community is built, and adequate traffic circulation is a prerequisite to economic activity and general community development.

Pegram has a smaller percentage of land devoted to streets and highways than is found in many other communities. This is due largely to the constraints imposed by the area's topographic relief. Steep slopes make the construction a pervasive street system cost-prohibitive. A large percentage of roads will continue to be limited to hollows and valleys that traverse the town, as well as being limited to the ridge tops. With the notable exception of the Tanglewood Subdivision, the excessive topographic relief of the area has forced the density of development within the community to remain at a relatively low level. The lower elevations contain constraints of its own due to the Harpeth River floodplain. Currently, there are approximately 643 acres of land allocated to streets, highways and the railroad. This represents approximately 14 percent of the town's acreage. All local streets as well as state and federal highways, and the railroad are included within this land use category.

Thoroughfare Classification

The primary or intended use of a thoroughfare varies from that of providing access to residential and other structures, to providing uninterrupted movement of high-speed traffic. To clarify the usage, a classification has been established denoting the function

served. These classifications, as shown on **Illustration 10**, include interstate highway, arterial streets, collector streets, and local streets.

Interstate Highway: Access controlled roadways connecting major population centers, devoted to serving high traffic volumes and long distance trips. The only such highway in this category is Interstate 40, which is an east-west highway on the south side of the town. Pegram does not have an interchange to I-40 within the corporate limits.

Arterial Street: Roadways that link population centers, but often lack controlled access and traffic flow separation. Most of these streets are numbered federal and/or state highways. Highway 70 is a major east-west highway in the United States, and Highway 249 which runs predominately north-south from River Road to Kingston Springs are the arterial streets within Pegram.

Collectors: Roadways that link arterial streets and distribute traffic onto minor streets. These links also provide direct access to major traffic generators. These streets include Marshall Woodard Road, Hannah Ford Road, Walkup Road, Thompson Road, Riverview Road and a few others to a lesser extent.

Local and Minor Streets: Roadways that function primarily as the means for accessing individual properties. Most often, minor streets are intended for limited capacities, carrying traffic for short distances, and serving residential uses. The majority of streets in any community are of this classification.

Traffic Circulation Patterns

Traffic Circulation in Pegram relies most heavily on Highway 70 (Pegram Avenue) which carries traffic to Nashville and Dickson. Highway 249 is the major carrier of traffic to Interstate 40 through Kingston Springs and also North to River Rd. and onward to Ashland City. Traffic counts taken by the Tennessee Department of Transportation in 2005 indicated that Highway 70 to the intersection with Highway 249 had an average daily traffic count of 9,280 vehicles, as compared to 5,310 vehicles in 1985. Highway 249 to I-40 had an average daily traffic count of 3,030 vehicles in 2005, as compared to 1,130 vehicles in 1985. Highway 70 on the west side of Pegram had an average daily traffic count of 7,290 in 2005, as compared to 4,970 in 1985.

Illustrations 11 & 12 reflect the traffic counts on major roads in Cheatham County as taken from the Tennessee Department of Transportation Traffic Map.

Impediments to Traffic

There are significant impediments to the flow of traffic within Pegram. The major obstacle is the CSX Railroad track that traverses east-west through the community. Also, Interstate 40 and the Harpeth River provide barriers on the south side of the community. Interstate 40 and the Harpeth River will significantly reduce growth south of the

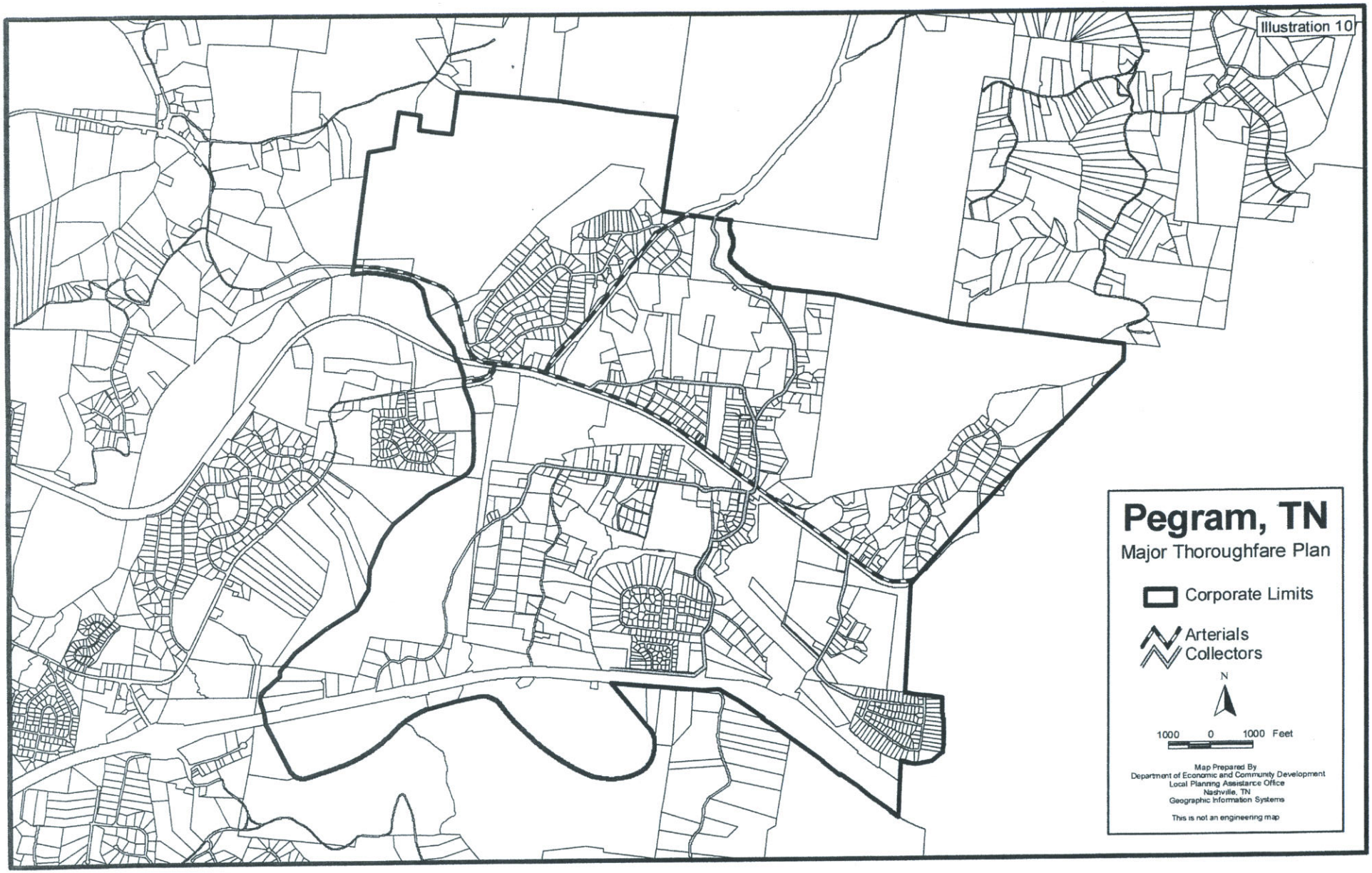


Illustration 10
Pegram, TN
Major Thoroughfare Plan
Corporate Limits
Arterials
Collectors
N
1000 0 1000 Feet
Map Prepared By
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems
This is not an engineering map

ILLUSTRATION 11
Average Daily Traffic Counts--1985

LEGEND

- 320 — AVERAGE DAILY TRAFFIC VOLUME
- 40 — INTERSTATE HIGHWAY SYSTEM
- 70 — U.S. NUMBERED HIGHWAY SYSTEM
- 10 — STATE HIGHWAY (FEDERAL AID SECONDARY HIGHWAY SYSTEM)
- 20 — STATE HIGHWAY (FEDERAL AID PRIMARY HIGHWAY SYSTEM)
- 1200 — PRINCIPAL OR MAJOR COLLECTOR ROAD SYSTEM
- 2400 — MINOR COLLECTOR ROAD SYSTEM
- LOCAL ROAD OR STREET
- STATE LINE
- COUNTY LINE
- INCORPORATED CITY BOUNDARY
- RESERVATION BOUNDARY
- WIDE STREAM

TRAFFIC MAP

CHEATHAM COUNTY

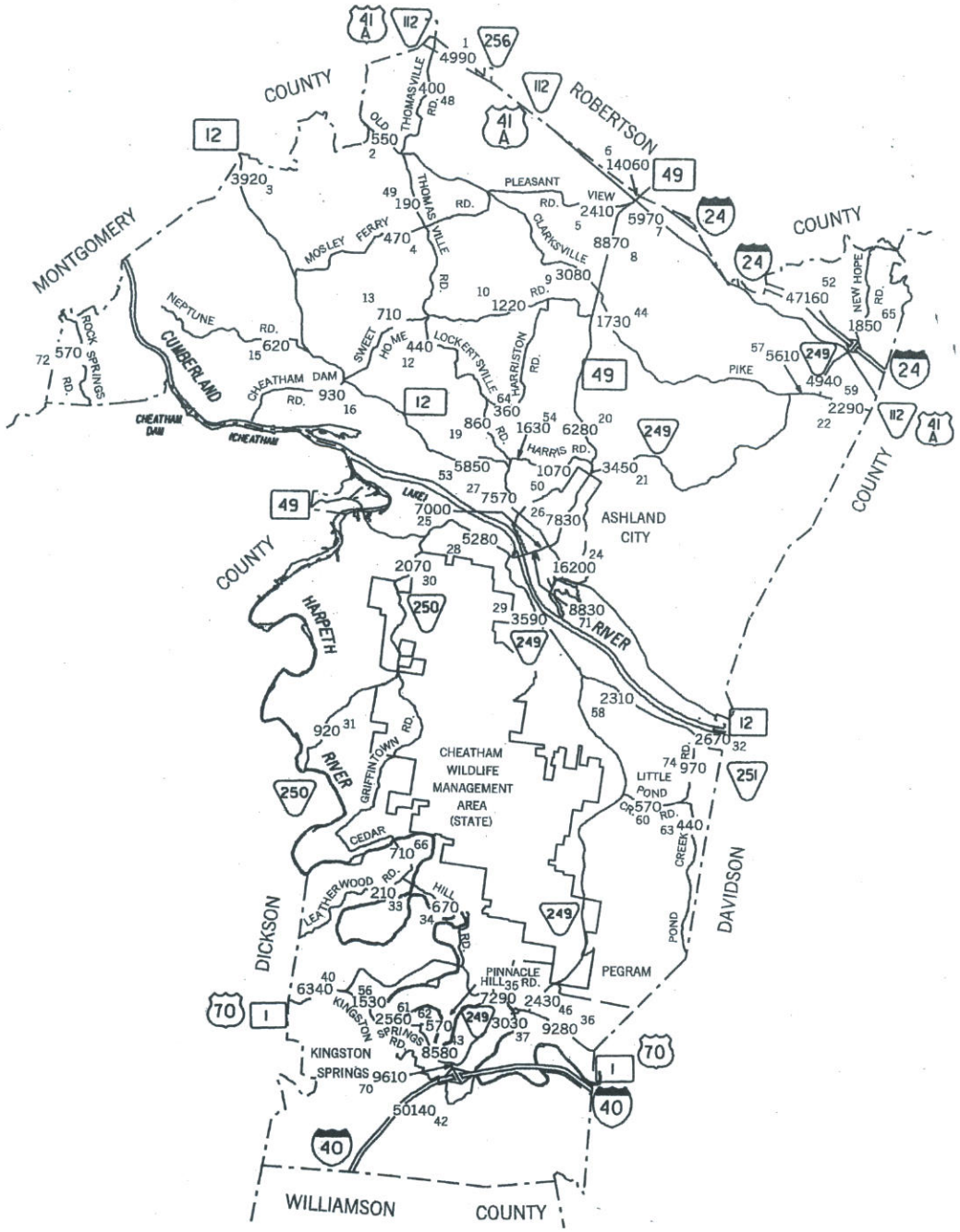
TENNESSEE

PREPARED BY THE
TENNESSEE DEPARTMENT OF TRANSPORTATION
BUREAU OF PLANNING AND DEVELOPMENT
PLANNING DIVISION
IN COOPERATION WITH THE
U. S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

SCALE
0 1 2 3 4 MILES

1985

ILLUSTRATION 12
Average Daily Traffic Counts--2005



corporate limits, thus limiting future annexation in this area. The Town desperately needs an above-grade cross-town connector. This needed connector will provide alternatives for access to Highway 70 and help avoid the lack of ingress or egress due to derailment that could block the intersection at Highway 70 and Thompson Road or at Walkup Road. The "dog leg" of Highway 249 is also not an ideal situation for traffic on this north-south roadway. Highway 249 also has an at-grade railroad crossing that is occasionally an impediment to traffic.

The topography characteristics of the area in combination with the location of the Harpeth River and the railroad greatly limit the traffic alternatives within and out of Pegram. The Tennessee Department has done a fine job in recent years with the reconstruction of the two major intersections within Pegram. The intersections of Highway 70, Kingston Springs Road and the railroad function as well as can be expected given the circumstances. The intersection of Highway 70 at Thompson Road is greatly improved with the new turn lanes and traffic light.

Tennessee's Long-Range Transportation Plan, created in conjunction with TDOT and the Greater Nashville Rural Planning Organization (RPO) has several highways listed in Cheatham County for upgrades and improvements on the local transportation priorities list for 2006-2008. On the list for Pegram is Hwy 249 (Sams Creek Road) which will be upgraded for passing lanes and bike lanes. This has been Cheatham County's top priority for a long time--connect every town in the county. In addition, Hwy 249 is the closest connector of I-24 and I-40 without going to Nashville. The portions of Hwy 249 in Pegram and into Kingston Springs have been prioritized to be upgraded within the next decade.

Traffic Generators

The primary traffic generator in Pegram is at the Pegram Shopping Center and Pegram Elementary School. These two locations are actually located adjacent to each other and thus form one traffic-generating district. Primary residential traffic generators include Tanglewood subdivision and the various subdivisions located off Riverview Drive on the south side of Town.

Air/Rail/Port

There are no airport facilities located within Pegram. The nearest general aviation airport is located in Dickson, some 20 miles away. The John Tune Airport is located some 20 miles away in Nashville, off Briley Parkway via Interstate 40. Also, Pegram is located about 30 miles away from the Metro-Nashville International Airport on Interstate 40 east. The CSX Railroad intersects the Town of Pegram on a location adjacent to Highway 70. The railroad does not make any stops within the Pegram Corporate limits. It is estimated that 15 trains pass through the Town in a 24 hour time period. The nearest port facility is located on the Cumberland River some 21 miles away in Nashville.

As was discussed in Chapter 2, Pegram once had frequent stops for passenger rail service. In October 2003, the Tennessee Rail System Plan and the Music City Star program have evaluated and determined a passenger rail system as a growing need for Tennessee to invest in and develop for future transportation. Both rail programs plan to utilize the existing rail lines that run through Pegram. The Music City Star's master plan is for shorter commutes within the Greater Nashville area, while the Tennessee Rail System Plan emphasizes intrastate commutes. Both plans will be more elaborated in the Development Plan in Chapter 6.

A current alternative for the commuting citizen is the rideshare program by The Regional Transportation Authority. The RTA, created in 1988, provides a mass transit operation using buses. The RTA's objectives are to promote economic growth of membership and improve air quality, ease traffic congestion, and minimize stress of daily commutes in the Greater Nashville region. The RTA serves nine counties, of which Cheatham County is a member. Pegram, along with Ashland City and Kingston Springs, are participating members.

Sidewalks/Greenways

The Tennessee Department of Transportation (TDOT) recognizes a municipality's sidewalks and greenways as a legitimate alternative to the standard ways of public travel. With funding through grants from both Federal and State agencies, a municipality can provide maintenance and expansions to existing paths, and innovations for promoting this alternative to the motoring public.

Pegram currently does not have a sidewalk system, with exception to a small walking trail in the Town Park. However, Nashville/Davidson County has a Strategic Plan for Sidewalks and Bikeways, as part of the *1995-1999 Tennessee State Recreation Plan*, that identifies the Bellevue area to extend and improve greenways. This plan recognized by illustration an extension into Pegram that came to the center of town near Town Hall and the Park. The Development Concept in Chapter 6 will elaborate more on this.

SUMMARY OF FINDINGS

The current land use pattern in Pegram will continue to be significantly affected by natural factors that limit the areas available for development. Hillsides and ridges hinder the areas north of Highway 70 that may become available for development. Steep slopes pose significant developmental constraints. Also, as shown on the soils association map, pose limitations for development. Much of the area available for development on the south side of Highway 70 is more ideal for development. The Harpeth River floodplain will be the limiting factor on some of these lands. Sewer will be available for all future large-scale residential development as it is expanded throughout the town. With the exception of a limited number of large acreage tracts that are relatively level and not prone to flooding, a substantial portion of the projected growth will involve relatively isolated in-fill types of small residential development.

Single-family residential developments will continue to be the primary development growth into the future. It is anticipated that one proposed development located west of Pegram Park will contain mixed uses consisting of single family, multi-family and commercial activities. Two other large tracts, one located on Thompson Road and one large area between Thompson Road and Walkup Road are not expected to development in the near future. However, when they do develop it is expected that single family residential will be the primary use, as this is the greatest housing demand in Pegram. Pegram is and will continue to be a bedroom community to Nashville.

CHAPTER 6

THE DEVELOPMENT PLAN

INTRODUCTION

A primary concern for most communities is whether they will be able to guide and provide for their future growth and development. The Pegram Land Use and Transportation Policy Plan, through the Development Plan presented in this Chapter, establishes how the municipality can best accommodate spatial growth during the nineteen year planning period. The Development Plan will serve as a general guide for the Town of Pegram and its projected growth area. It is derived from an analysis of past events affecting development, governmental structure, natural factors, socio-economic factors, existing land use and the existing transportation system. It is also based on several major assumptions, factors, issues and trends.

The Development Plan requires the establishment of development goals reflective of the level of the growth desired. Objectives based on the development goals, and policies to achieve these objectives, are presented in this Chapter. These goals, objectives and policies represent detailed guidelines for future development decisions. These goals, objectives and policies are further reflected in the Major Thoroughfare Plan and the Development Plan Concept Illustrations which are intended as a general guide for physical development decisions.

MAJOR ASSUMPTIONS, FACTORS, ISSUES AND TRENDS

The major assumptions, findings, and trends identified in the preparation of this plan, are presented below. These assumptions represent the findings of the previous chapters, and are the forces which frame the goals, objectives, and policies of this plan.

The major assumptions, factors, issues and trends identified in this plan which will directly affect the future land use and transportation of the Town of Pegram, are as follows:

1. The local government will continue to support economic and community development and the municipality will continue to have a strong planning program.
2. The municipality currently has funds available, although limited, for capital budgeting and the implementation of a public improvement program.
3. Natural factors, primarily topography and areas susceptible to flood hazard limit some areas for development in the municipality.
4. Moderate population growth over the next fifteen to twenty years is projected for the municipality and the county during the planning period.

5. Manufacturing, retail, and public and private services are projected to be the more prominent source of employment for the municipality during the planning period.

6. The municipality has few industrial parcels available for development and there are marketable large areas of undeveloped land available for large-scale industrial development. With extensive and proper infrastructure, more can be made available.

7. The municipality's proximity to I-40 has created potential for private and public service commercial enterprises.

8. The primary transportation problems in the municipality are with sparse upgrades to existing roadways including repairs and widening.

9. The municipality's water capacity and availability are adequate to meet the projected demands for future development.

10. The extension and upgrading of all utility lines will be necessary to accommodate significant growth and development.

11. The municipality's water lines will need to be replaced and upgraded as needed.

12. Areas that lack public sewer availability will hinder the anticipated growth in the higher density residential, and commercial and industrial development.

DEVELOPMENT GOALS

To adequately plan and allocate for its future land use, it is necessary that a community establish general developmental goals. In the context of a future land use plan, a goal is a general statement reflecting the objectives in the areas of land development, transportation, and service delivery the community wants to achieve. The overall goal of this land use plan for the Town of Pegram is to provide a quality living and working environment for the residents of the municipality.

The following goals are general statements that the Pegram Planning Commission believes to be the desires of the citizens regarding the future development of the municipality.

1. To direct the best suitable development in Pegram, while preserving and protecting the long-standing agriculture and woodland tradition.

2. To preserve, protect and enhance the overall quality of life in Pegram while encouraging a more harmonious and higher standard of development.

3. To provide for adequate housing to meet the needs of all residents while ensuring that all residential developments provide pleasant and harmonious living environments, are served by adequate vehicular and pedestrian circulation systems, are served by adequate infrastructure, and are properly related to other municipal land uses.

4. To provide for steady introduction of goods and commercial services with varied sites suitable for a variety of outlets.

5. To retain and expand the commercial and industrial development base to provide for the essential employment needs of Pegram and Cheatham County.

6. To provide adequate and efficient public facilities and services, and to provide a diversity of cultural and recreational opportunities.

7. To provide utility services that effectively and efficiently meet the needs of the municipality.

8. To provide an efficient and effective transportation system with appropriate linkages and capacities.

9. To encourage the development of undeveloped land which has less natural restrictions and which has the necessary infrastructure.

OBJECTIVES AND DEVELOPMENT POLICIES

Both objectives and policies are utilized to achieve the goals established in this plan. Objectives are more specific, measurable statements of the desired goals. Policies represent rules or courses of action that indicate how the goals and objectives of the plan will be realized.

The objectives and policies contained in this document represent the official public policy guidelines concerning land use and transportation matters for decision-making by the Town of Pegram. The policies are presented as guidelines to be followed by developers, builders, neighborhood groups, civic organizations, and other private and public interests engaged in and concerned about growth and development in the community. The policies are also presented so that interested individuals and groups can better anticipate the Town's decisions on future matters.

In the following section general growth management objectives and policies are presented. This section is followed by objectives and policies for each of the specific land use categories.

GENERAL DEVELOPMENT AND GROWTH MANAGEMENT

Growth has always been viewed as an inherent component of urban settlements. Most cities understand that growth is necessary for long-term viability and most regulate growth to varying extents. However, in more and more communities, the costs and benefits of continued growth have emerged as public issues. There is often hesitation over accommodating further development with its consequences of greater numbers of residents and higher densities, economic expansion, rapid consumption of land, and alteration of the natural environment.

The Town of Pegram anticipates and welcomes growth and understands its importance as a part of those forces which beneficially affect the community's quality of life. At the other end of the spectrum, the policy of growth at any cost has long term detrimental impacts and is not supported by the Town. The approach taken by Pegram will be that of managed growth. To guide general growth and development the following objectives and policies are adopted.

A. Objective-Assure the protection and integrity of the natural environment by implementing measures to minimize the adverse impacts of development to soils, slopes, vegetation, wetlands and other natural features.

Policies

1. Ensure that areas less suitable for development, due to natural factors, are developed only when appropriate remedial measures are taken.

2. Decisions on development proposals shall be based on an analysis of soils, slope, depth to bedrock, and location relative to flood prone areas.

3. Where the condition of the land is in doubt, and it appears that an unsuitable condition might exist, the potential developer shall have the responsibility for undertaking the necessary studies to prove the feasibility of the land to support the proposed development.

4. All development proposals will be assessed for the appropriateness of engineering design and the installation of all necessary drainage facilities and appurtenances.

5. The planning commission shall ensure that the pre-development run-off discharge rate of any site is not increased as a result of development. Proposed future developments should not increase flooding potential, substantially alter drainage patterns, or degradate natural water quality.

6. Areas located in a designated floodplain should be developed only in conformance with National Flood Insurance Program guidelines.

7. Major natural drainage ways, which are a part of the natural system of dispersing normal flood run-off in any drainage basin, should be protected from encroachment.

8. Ground water shall be protected by restricting the use of septic tanks to appropriate soil types and land formations. Most new development will be directed to areas on the Town sewer system.

9. Development proposals involving soil disturbance shall be in conformance with appropriate sediment and erosion control measures.

10. Areas of excessive slope should be conserved as open space if development would cause soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

11. Areas with slopes in excess of ten percent should only be developed where engineering documentation is available to prove that no adverse affects will occur to housing construction, road stability, drainage and erosion.

12. Mature vegetation, particularly trees, should be protected and replanting should be required where existing vegetation is removed or disturbed during construction.

13. Vegetation should be used as an alternative to man-made devices for buffering, screening, insulation, erosion control and water quality protection, whenever practical.

14. The Town shall develop appropriate criteria or measures to ensure the protection of environmentally sensitive and other valuable areas.

15. The Town should consider adopting a Stormwater Ordinance in order to regulate stormwater discharges and pollutants. Educating developers as well as the general public also should be included.

B. Objective-Coordination of the demand for public services with the Town's capability to supply them.

Policies

1. All new development, whether public or private, shall have appropriate infrastructure which shall be properly installed at the expense of the developer. Cost sharing of strategic utilities to specific areas will be considered when directed to serve growth areas identified in the land use plan and provided mutual benefit will be bestowed to the developer and the citizens of Pegram.

2. All future expansions or extensions of the Town's services, facilities, or utilities should be in conformance with a plan which phases the improvements in segments suitable to the Town's ability to pay.

3. Services and utilities provided by the Town should be used as a tool to direct or discourage development in specific directions.

4. Availability and capacity of existing services and utilities should be used as criteria in determining the location of higher intensity uses in the Town and in decisions concerning annexation.

5. To aid developers in determining those areas most conducive to development, database maps of the infrastructure system will be routinely updated.

6. Developments with requirements beyond existing levels of police and fire protection, parks and recreation, and utilities shall only be allowed to develop when such services can be adequately provided and maintained.

7. Appropriate infill development should be regulated to enhance existing development and to make more efficient use of existing services and utilities.

C. Objective-Preservation of the Town's fiscal stability.

Policies

1. Fiscal decisions concerning major capital improvements and expenditures shall be based on a community facilities plan and a multi-year budgeting program.

2. Urban development proposals which are contiguous with existing development within the Town limits should be regulated through the extension of services.

3. Services provided by the Town should be in conformance with an adopted phasing plan and shall not be provided outside the Town.

4. The Town should participate in the establishment of a permanent source of funds to provide financing for economic development.

5. The Town should encourage preservation of the tax base through the practice of sound land use decisions.

D. Objective-Protection and enhancement of present and future livability.

Policies

1. The Town should establish livability standards or criteria for assessing the impacts of development projects on the continued livability of the community. For growth management these standards or criteria should assess:

    a. Environmental impacts such as water quality degradation, destruction of wetlands, etc.

    b. Social impacts such as public safety, availability of community services, etc.

    c. Economical and fiscal impacts such as budget constraints, job creation or loss, etc.

    d. Impacts to public services and facilities, and transportation, such as water supply and treatment capacity, sewer treatment capacity, Average Daily Traffic (ADT) counts on major roads, etc.

2. Land use, site planning, and urban design criteria should be utilized to promote pleasant, functional and understandable relationships between land uses.

3. Planning for community facilities and services should be based on the principal of maintaining or increasing the current levels of service provision.

4. Community development should include ways to encourage young people to remain in Pegram/Cheatham County to live and work.

OPEN SPACE PRESERVATION

The largest percentage of land in Pegram is vacant land with constraints, of which agriculture and woodlands are the primary uses and limited residential development. While much of Cheatham County's communities have shifted from land used for agriculture to urban and suburban, these areas of Pegram have limitations to development. Town officials, in planning the future of Pegram, should preserve the agriculture and woodland areas while at the same time controlling development.

To ensure the most considerate and fair preservation of existing areas in Pegram, the following developmental objectives and policies are adopted:

Objective-Continue to promote open space preservation in Pegram, by recognizing those lands well-established in agricultural or woodland uses.

Policies

1. The Town, through its regulatory tools of the zoning ordinance and subdivision regulations, should administer and enforce proper and consistent development of future lands in the community that will eliminate or at least minimize adverse effects of development on existing open space lands.

2. Administering and enforcing National Flood Insurance Program regulations when permitting development in floodplain areas.

3. Adopt and administer a Stormwater Ordinance that will protect existing lands adjacent or in vicinity of any proposed development, such as erosion and sedimentation control methods.

4. The Town should allocate funds to expand the building codes department to administer and police all developments throughout the course of the development process to ensure adequate compliance with all regulations, including protection of existing lands and their uses from new developments.

5. Based on locally developed criteria, agricultural land uses known or suspected of having harmful impacts on the health, safety, and welfare of people, and

those activities and uses which would degrade, retard, or otherwise harm the natural environment, or the economic potential of the community, shall be discouraged from locating in the Town.

6. The Town should change the regulations regarding density by considering an amendment to the zoning ordinance by amending the Low-Density (R-1) District with a minimum area of land from 80,000 square feet (1.8 acres) to five (5) acres. Also, the Town could offer tax break incentives or accolades to landowners who apply for "greenbelt" status when preserving large acreage.

RESIDENTIAL

A large portion of the developed land in Pegram is devoted to residential uses, consisting of single-family dwellings, multi-family dwellings and mobile homes. Assuming that the community will experience moderate population growth, suitable land for this growth will continue to be available in Town. To ensure the most appropriate development of existing and future residential areas in Pegram, the following developmental objectives and policies are adopted:

Objective-Provide for a variety of housing types and densities for a wide range of family incomes, sizes and life-styles.

Policies

1. The Town should promote new residential developments in environmentally safe and pleasing areas.

2. The Town should allow housing types ranging from single-family structures to multi-family developments. Older, substandard and dilapidated mobile homes should be discouraged.

3. Infill development should be regulated but allowed only in locations which are comparable with surrounding residential densities.

4. Land use controls should be used to foster a variety of housing types compatible with the natural landscape.

5. The Town should regulate and concentrate high density housing development along major traffic corridors where electrical, water and sewer lines are available and with easy access to retail business, pedestrian amenities, cultural activities, schools and parks.

6. The Town should regulate low-density housing along local streets within proximity to service centers, which are buffered from excessive noise, traffic, and conflicting development.

7. Higher density residential uses should locate in planned developments or in close proximity to existing higher density developments.

8. The Town should ensure that the existing housing stock continues to be maintained and that new residential construction is developed to appropriate standards and guidelines.

9. The Town should regulate the rehabilitation of existing residences which can be purchased by low and moderate-income residents.

10. The Town should regulate sound development in suitable areas by maintaining and improving transportation facilities.

11. New residential development should be designed to regulate the neighborhood concept and should be situated to be easily accessible to collector or arterial status streets.

12. Transitional land uses or areas (linear greenbelts) or other design elements should be provided between residential neighborhoods and commercial areas in order to enhance the compatibility of land uses.

13. Land development along floodzone or poor soil areas should be limited to low-density residential, greenspace, agriculture preservation, or a combination.

COMMERCIAL

The Hwy 70 corridor in Pegram has traditionally as the town central business sector. The Town has shown interest in preserving its traditional business sector, and promoting new commercial activity for local as well as regional traffic. However, any significant commercial development at this intersection will require the reduction of speed and implementation of traffic lights, as well as modifying intersections and new curb cuts with Hwy 70. This will take negotiations with the Tennessee Department of Transportation to propose and implement the necessary renovations prior to any commercial development. These renovations will require the Town to cover the costs of the renovations. In addition, with the anticipation of a future extension of the commuter rail service, Pegram should seize on the opportunity to encourage development near the train station.

The cemeteries and numerous churches in the community provide the main private services in the community. The cemeteries are spacious, well-maintained, and provide a pleasant feeling of open space in Pegram. The church properties are attractively configured and maintained and add significantly to the character of the area. New uses of this type should also enhance the community's appearance, while at the same time, creating the least possible conflict with adjacent land uses.

To guide the continuation and expansion of commercial activities and private services, the following objectives and policies are adopted:

A. Objective-Take appropriate measures to ensure that the Town of Pegram can create a viable center for commercial and private services to its citizens.

Policies

1. Future commercial developments shall be in compliance with a comprehensive plan for all commercial growth and development.

2. The Town should establish a chamber of commerce to recruit and retain business and service outlets that fulfill local market demands. The Town should participate in the Middle Tennessee Industrial Development Association (MTIDA) to promote economic development.

3. The Town should encourage and support the expansion of existing commercial areas and those that will result in the consolidation of commercial activities at central locations.

4. The Town should provide for adequate parking within the central business sector as well as pedestrian-friendly walking areas. These areas should be in place for the future commuter rail extension.

5. Any new private services should be carefully planned so that they will contribute to the continued efforts of the community to preserve an open space appearance, while minimizing traffic inhibitions.

B. Objective-Ensure that all new commercial development meets appropriate standards and guidelines.

Policies

1. All commercial developments shall be designed in compliance with appropriate site development standards.

2. Commercial development shall be approved in only those areas where infrastructure is available and adequate to support such development.

3. Commercial development should be designed so as to minimize negative impacts to the existing transportation system.

4. Strip commercial developments should be discouraged in favor of cluster developments with limited entrance and exit points.

5. Commercial uses which are high intensity traffic generators shall be located on arterial status roads.

6. All new large-scale commercial developments shall be located on frontage or access roads with controlled ingress and egress points, when feasible.

7. All commercial and private service developments shall be provided with an adequate number of off-street parking spaces.

8. Commercial developments should be designed so as to minimize negative impacts to residential developments and to enhance the aesthetics of such developments.

9. To the extent feasible, landscaping or other screening shall be provided between commercial and residential land uses.

INDUSTRIAL

The Ashland City-Cheatham Co. Chamber of Commerce is continuously working on attracting industrial prospects to Cheatham County. Automotive and distribution-related industries are being entertained for locating to the county. With interstate interchanges conveniently located near Pegram, these industrial businesses are better suited for the development of an industrial base in Pegram. However, having this area equipped with the availability of sewer will be very crucial to this development. And in addition, an overall lack of interest in establishing an industrial park in Pegram will also be crucial in whether this will become a reality. Nevertheless, the Town should keep its options open should it reconsider in the near future.

Properties in an industrial park area should be the main locale for new industries coming into Pegram. If other industrial opportunities present themselves, the community should consider promoting rezoning for new sites and promoting the infrastructure needs to make industrial opportunities reality, namely the extension of public sewer and renovation of the public roads.

To guide the continuation and expansion of these essential industrial activities, the following objectives and policies are adopted:

Objective-Provide areas for suitable sites adjacent to and in the general vicinity of an Industrial Park.

Policies

1. The legislative body should support improvements in the local economy by providing industrial site locations.

2. To provide for industrial land and employment in Pegram and provide Town services to those industrial activities, the Town should consider ways to fund the infrastructure necessities.

3. The Town and the planning commission should support appropriate road and traffic improvements at existing industrial locations and at other areas suitable for the expansion or location of industry.

4. Public officials should cooperate with, and actively support, the creation of a Pegram Chamber of Commerce in its efforts to attract industrial prospects and to retain and promote the expansion of existing industries. The Town should participate in the Middle Tennessee Industrial Development Association (MTIDA) to promote economic development.

5. Based on locally developed criteria, industrial land uses known or suspected of having harmful impacts on the health, safety, and welfare of people, and those activities and uses which would degrade, retard, or otherwise harm the natural environment, or the economic potential of the community, shall be discouraged from locating in the Town.

6. To the extent feasible, landscaping or other screening shall be provided to reduce the conflict and soften the impact between industrial uses and other land uses.

PUBLIC/SEMI-PUBLIC SERVICE, CULTURAL AND RECREATIONAL

Public/semi-public service, cultural and recreation uses in Pegram consume a slightly smaller percentage of land as most other small cities. The high school in Kingston Springs serves Pegram as well as students from the Southeastern portion of the county and is a significant land use in the community. Pegram's elementary and middle schools also serve Pegram and students from outside the municipality. Though no new schools are proposed in Pegram or surrounding areas at present time, population increases in this area of Cheatham County prove the necessity for additions and modifications to existing schools as well as construction of new schools.

As has already been shown in earlier chapters, Pegram has several sites of historical and natural significance and undeveloped land. Therefore, there is potential for adequate and convenient locations for parks and public recreation uses.

It is important that during the site design process for all public, recreational, and cultural facilities, particular attention should be paid to the following items: the location of buildings in relation to parking and service areas; the relationship of buildings to existing and proposed streets; adjoining land uses; and the natural factors of surrounding areas.

Greenways and trails are becoming a very significant factor in the livelihood of communities throughout the state. The *Tennessee State Recreation Plan* encourages each county to contribute and participate in creating greenways and trails and connection. The Cheatham Wildlife Reserve is already a focal point for recreational activity in the county, as well as Cheatham Lake on the Cumberland River. Since the wildlife reserve is within close proximity to Pegram, it should be encouraged to link the Town with this natural reserve by way of a greenway system. There are currently three systems of greenways and

trails in the county (Brush Creek Fishing Trail and Lock A Trail) and the Cumberland River Bicentennial Trail in Ashland City. With Ashland City in close proximity to the North of the Reserve, it could be possible for the two cities to develop a greenway system that could connect to one another by way of the Reserve.

The Harpeth River is another focal point for Pegram's greenway system. In nearby Metro Nashville/Davidson County, the *Metro Strategic Plan for Sidewalks and Bikeways* is to enable Metro to effectively plan and implement sidewalks and bikeways that improve safety, enhance mobility, and promote a higher quality of life. The plan provides Metro with a blueprint for making walking and bicycling attractive, safe, and practical transportation options for citizens throughout Nashville and Davidson County. According to Metro's plan, they have identified connection of the Charlotte Pike area bike trail system with a future extension into Pegram near the Town Park following the Harpeth River. This intra-county greenway proposal is in synchronization with the Tennessee State Recreation Plan of connecting communities throughout the state. With this in mind, this should become an important policy with the Town in planning its future greenway system.

Finally, the Town should consider connecting with Kingston Springs and its development of greenways utilizing the Harpeth River.

The objectives and policies to be used as guidelines for public and semi-public uses are as follows:

A. Objective-Provide adequate and efficient public services and facilities which meet appropriate standards and guidelines.

Policies

1. The Town should prepare a comprehensive community facilities plan, following this land use plan and based on local standards and location criteria, that will evaluate what services are available and what services will be needed in the future.

2. Public facilities and services should be improved and expanded in accordance with an adopted public improvement program and capital budget.

B. Objective-Provide a diversity of quality cultural and recreational opportunities.

Policies

1. Decisions concerning the provision of recreation facilities shall be guided by a community facilities plan for such facilities, and shall be consistent with the capital budget. A special recreation plan may help direct detailed attention of both recreational facilities and programs.

2. The Town could consider working with the Cheatham County Parks and Recreation in proposing possibilities of parks and other recreational facilities in the Pegram community.

3. The Town should promote the joint use of parks and other public facilities, especially with the schools, and other nearby municipal and county governments.

4. The Town should enhance the opportunities for passive recreation through the creation of a Town-wide greenbelt/green-way system which includes walking and biking trails.

5. Community and neighborhood parks should be developed and appropriately located within the Town.

6. The Town should maximize the use of public recreational land through close coordination with federal, state and county officials.

7. The Town should promote efforts to document, preserve and protect historic sites and structures in Pegram and Cheatham County.

8. The Town should acquire undeveloped land for parks, recreation use, and greenspace preservation. Such undeveloped lands that have limited development capability should be explored as potential park and greenway system lands and overall Town-wide beautification.

9. The Town should continue to explore opportunities to seek funding for acquisition of potential park lands and greenways through grants.

UTILITIES

Land development without the extension of adequate utilities is costly to the general public. In order to achieve proper development and facilitate saving public funds, it is extremely important to coordinate the extension of utilities with the community's development plan. Therefore, the following objectives and policies should be adopted as a guideline for the operation and extension of public utilities:

A. Objective-Provide adequate and efficient public utility facilities.

Policies

1. All new development, whether public or private, should have adequate utilities which shall be properly installed at the expense of the developer. Where it is to the benefit of the community and economically feasible, the cost sharing of critical utilities in strategic areas should be considered.

2. The Town should allocate funds and implement a public sewer system.

3. The Town should ensure that the municipal water systems are adequate to meet current and future needs.

4. The health of residents shall be protected through the production of state approved potable water and the safe and efficient collection and treatment of wastewater.

5. Through its budgeting process, the Town should plan early for any needed capacity expansions to its water facilities to meet future needs and provide for future growth.

B. Objective-Provide appropriate standards and guidelines for utility facility improvements and extensions.

Policies

1. Adequate utilities should be extended into urbanizing areas on a priority basis with a rate differential between such areas and the municipality. These extensions shall meet health and safety standards.

2. Water and sewer lines of adequate size and location shall be required in all new developments and redevelopments.

3. The use of underground electrical utilities should be encouraged wherever feasible.

4. The location of utility structures for storage of equipment, pumps or similar materials should be adequately buffered and landscaped so as not to detract from the surrounding area.

5. The water distribution system should be periodically evaluated to ensure that water lines are of adequate size to provide adequate pressure for fire fighting, and that a suitable number of fire hydrants are present in all developed area. Present pressure deficiencies should be corrected.

UNDEVELOPED LAND AND OPEN SPACE

As the community grows, a significant amount of undeveloped land will be pursued to convert into urban development. Planning developable areas is very important. Poor drainage, slope, and unsuitable soils are the major limiting factors. Some of this unsuitable land would best be utilized as farm land or otherwise open/green space. To guide the future development of these lands in the Town of Pegram, the following objectives and policies are adopted:

A. Objective-Ensure that adequate open space is provided in the municipality to retain its aesthetic quality.

Policies

1. Appropriately located public open spaces and general recreational uses should be provided to serve the local residents as well as visitors. These areas should be readily available and designed to serve all age groups.

2. The Town should ensure that adequate amounts of open space areas are available for future populations.

3. Places of rare natural beauty, indigenous plants and animals, and areas of historic interest should be preserved and maintained.

4. All publicly-owned land should be examined for its potential open space or recreational use before being sold or disposed of by the Town.

B. Objective-Ensure that appropriate standards and guidelines are followed for development of undeveloped land and for the provision of open space.

Policies

1. Public support and approval of development proposals that result in the conversion of prime farmlands should be reserved for those developments consistent with this plan and required for urban growth and development.

2. Areas of excessive slope should be conserved as open space, when possible, if development should cause significant soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

3. Vegetation should be used as an alternative to man-made devices for buffering, insulation, erosion control and water quality protection.

4. Administering and enforcing National Flood Insurance Program regulations when permitting development in floodplain areas.

5. Filling and excavation in areas prone to flooding shall only be allowed when consistent with National Flood Insurance Program regulations and allowed only after careful review of appropriate alternatives.

6. Mature vegetation, especially along stream banks should be protected from indiscriminate removal in order to enhance the aesthetic value of the landscape as well as to control erosion.

7. The Town should develop appropriate criteria and measures to ensure the protection and enhancement of environmentally sensitive and other valuable areas such as streams, creeks, and springs.

TRANSPORTATION

The future transportation system in Pegram and its projected growth area will be affected by a number of factors. These factors include the existing street pattern, major impediments to traffic, location of major traffic generators, parking needs, growth trends, construction of new thoroughfares, and the location preferences of new development. Although the municipality cannot control all the factors which will influence its future transportation system, it can provide some direction. The following objectives and policies are presented as a guide to achieving an adequate and efficient future transportation system:

A. Objective-Provide a transportation system that will adequately meet the future needs for growth and development.

Policies

1. All new development, whether public or private, should have an adequate transportation system which shall be properly installed at the expense of the developer.
2. All new major streets should be located in a manner that will minimize disruption to neighborhoods, open space-recreational areas, or commercial areas.
3. All segments of the transportation system should be designed and located to meet future as well as present demands.
4. Wherever possible, off-street parking shall be required for existing land uses. All new land uses shall be required to provide off-street parking facilities.
5. On-street parking for existing uses shall be permitted only where adequate street widths are available and where such parking will not reduce the current level of service of the street.
6. Sidewalks should be extended and improved around schools, required in new major subdivisions, and in other areas of high pedestrian traffic.
7. The Town should continue to explore opportunities to seek funding grants to improve and expand the existing sidewalk system.
8. Older streets in the Town should be widened and upgraded or improved through a street improvement program.
9. The Town should consider committees to study safety and traffic issues along the major roads and the CSX lines.

B. Objective-Provide appropriate standards and guidelines for the construction of new street and other transportation facilities.

Policies

1. Streets should be related to the topography and use of land, and designed to minimize the points of traffic volume and turning movements.
2. All new streets and other public ways shall be designed to incorporate drainage systems which are adequate in size to handle runoff from anticipated developments.
3. All streets and other public ways shall be designed so as to provide the least interference with natural drainage ways.
4. All new streets and other public ways shall be designed and located in a manner which offers the maximum protection from flood and erosion damage.
5. Future roadways should be designed to incorporate appropriate landscaping to heighten the aesthetic and functional appeal both to motorist and surrounding residents.
6. Street signage, compliant with an approved sign ordinance and other safety features, should be required at the time of development.

Plans for innovations in public transportation should also be mentioned here in this section. Two plans currently on the table, the *Music City Star* and the *Tennessee Rail System Plan* have identified Pegram/Kingston Springs in a series of phases for developing commuter rail travel. In both plans, the regional transportation officials hope to launch a much-needed alternative to link Nashville with both nearby counties as well as other major cities in the state. The *Music City Star* is a ultra-low-budget starter line project envisioned as a "foot in the door" for "other-than-bus" transit, and the hope is that commuters, and the public in general, will be sufficiently impressed to vote in the near future for more funding for longer-term operation and expansion of the system. Four other corridors are ultimately planned, resulting in a 145-mile network. Proposed corridors include the Northeast Corridor, serving the communities of Gallatin and Hendersonville; the Southeast Corridor, with service to Murfreesboro, Smyrna, and LaVergne; the South Corridor, covering the communities of Franklin and Brentwood; and the West Corridor, serving Kingston Springs and Bellevue. A sixth corridor serving Cheatham and Montgomery counties is also under consideration.

With intrastate travel, The *Tennessee Rail System Plan* of October 10, 2003 identified the Nashville-to-Memphis route as the most promising passenger rail corridor, 2nd behind the Louisville-to-Chattanooga route, in annual ridership projections and benefits to cost estimates. Here, the Nashville-to-Memphis route will be utilizing the same CSX track that runs through Pegram. This rail plan calculates approximately 2.6 million people

living in the Nashville-to-Memphis corridor, versus 2.9 million in the Louisville-to-Chattanooga corridor.

Objectives in this plan identify potentially beneficial rail infrastructure improvements in the State, with tasks to be evaluated including intermodal facility improvements, system connections, rail safety related improvements, and other related issues. According to a study conducted by the Town's engineering consultant firm, Neel-Schaffer, Inc., the need for a grade-separated structure connecting areas south of Hwy 70 to the streets north of it. It would facilitate the elimination of two highway rail crossings, one of which is the Thompson Road crossing, which is notorious for problems at Hwy 70, which would eliminate the need for a clear rail line. A grade-separated bridge structure spanning both Hwy 70 and the rail line would ensure at least a basic level of access to both the northern and southern neighborhoods at all times. The area at Hannah Ford Road and Weiclea Road has been considered for the location of this crossing.

The Nashville Area Metropolitan Planning Organization (MPO) in cooperation with the Federal Transit Administration (FTA) is undertaking a study of transportation improvements called the Southeast Corridor High Performance Transit Alternatives Study. The purpose is to study potential transit systems that could be built in the corridor between Nashville and Murfreesboro.

The MPO is a multi-county agency responsible for transportation planning in Davidson, Rutherford, Sumner, Williamson, and Wilson counties. The MPO has adopted plans for a high performance transit system to operate in the five corridors radiating outward from downtown Nashville. The Regional Transportation Authority (RTA), the agency charged with construction and operation of this system, is about to begin construction of the East Corridor between Nashville and Lebanon. The other four corridors will connect Nashville with the cities of Murfreesboro, Gallatin, Kingston Springs, and Franklin.

THE DEVELOPMENT PLAN CONCEPT

The goals, objectives and policies of the Development Plan are visually represented in the Development Plan Concept, **ILLUSTRATION 13** which follows. It is based on the same factors from which these goals, objectives and policies were derived including natural factors, existing land use patterns, and the existing transportation system. The Development Plan Concept reflects a decision making process culminating in a recommended general development pattern for the municipality and its urban growth boundaries.

***Low Density Residential*:** Combination of Agriculture and Low Density Residential uses, with developments characterized by an open appearance.

Medium Density Residential: Uses characterized by suburban development with appropriate urban services.

High Density Residential: Uses characterized by multiple number of dwelling units which include duplex, triplex, and other multi-family uses, and mobile homes and mobile home parks.

Commercial: Uses which provide goods and services to the public.

Mixed Use Development: Developments designed with any particular land use, or have a combination of a variety of uses, which include residential and commercial.

Public: Combination of educational, governmental, fraternal, religious, recreational, and other similar uses intended for the public.

The Major Thoroughfare Plan

The Major Thoroughfare Plan for Pegram is designed to identify streets that should be maintained and improved to provide the main corridors of access into and through the community. The major arterial is U.S. Highway 70, and the minor arterial is state Hwy 249 (Sams Creek Road.) The collectors include Thompson Road, Riverview Drive, Hannah Ford Road, Marshall Woodward Road, and Walkup Road.

Conceptual Future Land Use Pattern

The majority of land use in Pegram should continue to be single family residential on individual lots with adequate setbacks. Therefore, in order to accommodate this increased land development, the roads listed above that are designated as the major traffic carriers should be analyzed for traffic capacity as well as adequate width of roadway and other safety concerns before developments are approved. Failure to do so creates a burden on the Town in its ability to maintain and keep pace with providing consistent service to the public. Each road is different, therefore, each road comes with its own set of concerns that should be analyzed individually.

U.S. 70, which has not been widened in recent years, should be further widened in the coming years. However, any development along this corridor should be carefully designed so that any additional acquisition of land by any government entity will not detract from or otherwise condemn a land use. The same consideration should also be given to the Minor Arterials in the Town.

The Tennessee Department of Transportation and a consultant are redesigning the Hwy 249 Corridor from Ashland City to Kingston Springs, which includes passing through Pegram. Widening and right-of-way acquistions will be anticipated, which will have an obvious impact on land development in the Pegram portion. Depending on the design plans, TDOT's plans may create potential for a variety of land development. However, it is the goal of this development plan to promote low-density land development.

Collectors such as Thompson Road, Riverview Drive, Hannah Ford Road, Marshall Woodward Road, and Walkup Road have also been considered for future improvements. The creation of a new collector between Riverview Drive and Walkup Road has been

considered for a future collector. Having a flood zone and the Harpeth River nearby has elevated this area as the best location for a new collector road. However, the reason for this is due to the complications of crossing the rail lines and having only one way out for the citizens of Riverview Drive and Walkup Road, respectively. It is anticipated that the land encompassing this new collector will gradually develop. Therefore, the new collector road will not only provide a second egress, but will also provide a more adequate road for traffic when more land develops in the area.

A study conducted by the Town's engineering consultant firm, Neel-Schaffer, Inc., has provided an analysis of the above-mentioned collector into three connection options.

Alternate A would extend south from Walkup Road on a new bridge over the Harpeth River, which would turn westward and continue to connect with the dead-end of River Chase Court. This route would be approximately 1,500 feet (0.28 miles) in length, however, a considerable portion of this route would lie in the floodplain. Due to its distance from Highway 70, convenience and use of this connection might be limited from subdivisions on western Thompson, Marijay, and Beech Hill Roads.

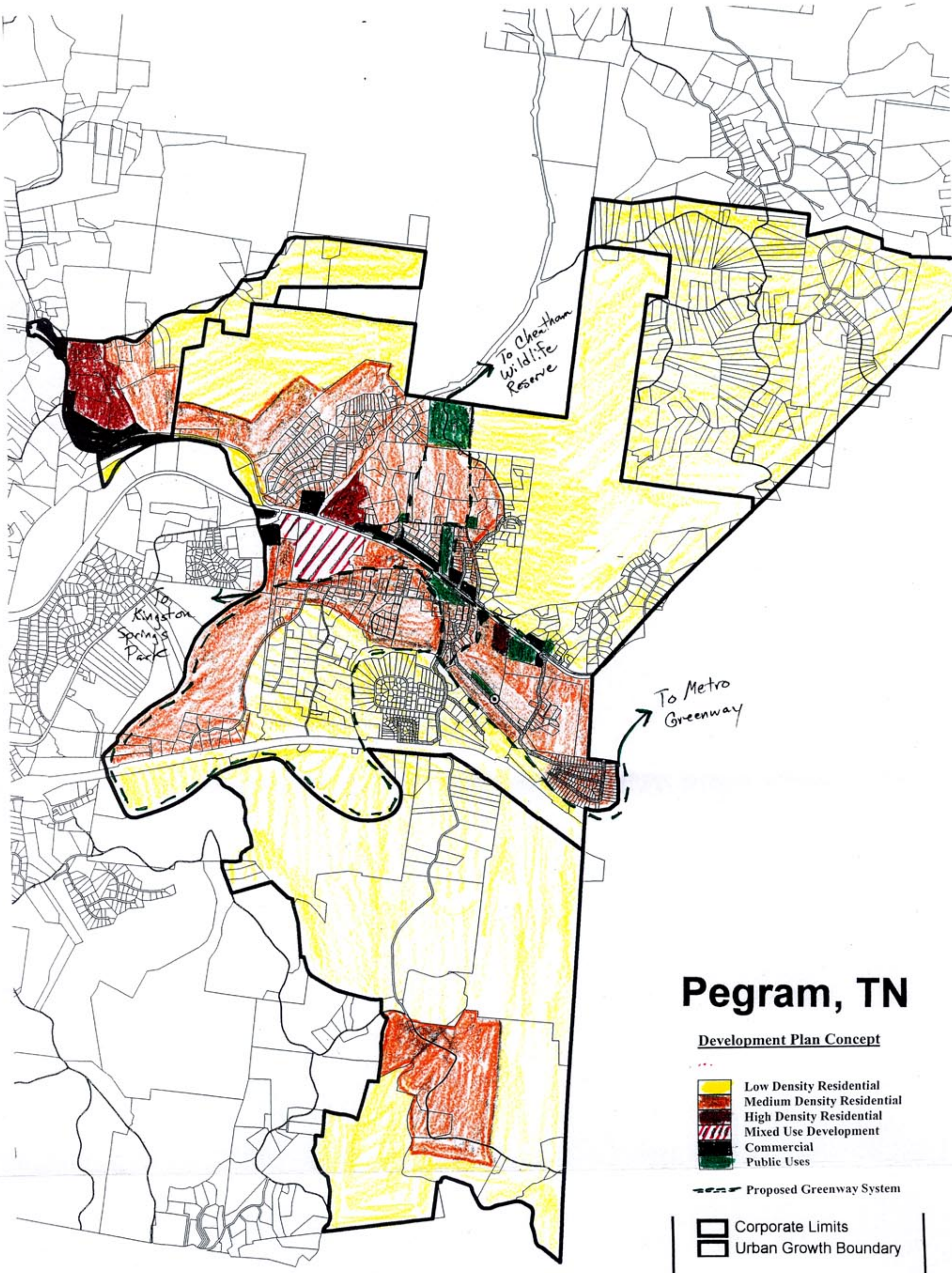
Alternate B would connect Walkup Road and Station Drive. The route would intersect Walkup Road approximately 700 feet south of its intersection with Highway 70 and continue northwest to a new intersection with Station Drive. This route would be approximately 3,062 feet (0.58 miles) in length and would avoid the floodplain, however, it will cross two creeks. And, in consideration is a vacant lot on Station Drive that could be utilized for the new road, however, it would impact a home, barn, and accessory structures in close proximity located on an adjacent parcel.

Alternate B-Modified is the same as Alternate B above, except with the impacted home mentioned and its access to Station Road. This access is through an open area that could be utilized for the new road as well. The only change is that it would redirect this connector further north.

While *Alternates B & B-Modified* are longer route alternatives and are suspected to impact existing residential uses, their overall estimated costs are much lower, and parallel alignment and closer proximity to Hwy 70 make them more attractive and beneficial to the community than *Alternate A*.

The narrow road width of Beverly Hills Drive, and the non-collector portions of Riverview Road and Thompson Road have presented problems for local traffic to navigate. It has been recommended that these streets should be widened to current local street standards.

Roads identified as priority for future upgrades and improvements as well as roads that should be considered for future reclassification will be identified in **ILLUSTRATION 14**.



Pegram, TN

Development Plan Concept

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use Development
- Commercial
- Public Uses
- Proposed Greenway System
- Corporate Limits
- Urban Growth Boundary

N

2000 0 2000 Feet

Map Prepared By:
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems

This is not an engineering map.

Illustration 13

Alternate Collectors
B + B-Modified

Alternate Collector A

Pegram, TN

Proposed Major Thoroughfare Plan

Arterials
Collectors
Proposed Arterials
Proposed Collectors

Corporate Limits
Urban Growth Boundary

N

2000 0 2000 Feet

Map Prepared By:
Department of Economic and Community Development
Local Planning Assistance Office
Nashville, TN
Geographic Information Systems

This is not an engineering map.

Illustration 14

CHAPTER 7

PLAN IMPLEMENTATION

INTRODUCTION

In this chapter several methods for implementation of the objectives and policies developed in this plan are reviewed. Many of these methods for implementation are already being utilized by the Town of Pegram. The planning commission and the local legislative body may need to examine the effectiveness of current practices or regulations in achieving the stated objectives and policies. Where the identified methods are not currently being used, the municipality should consider taking the appropriate steps to do so.

Also, in this chapter an implementation schedule is presented. It is intended to provide specific strategies for implementing the objectives and policies recommended in this plan. The implementation schedule proposes individual strategies for each of the specific land use categories, establishes time frames for completion, and identifies those responsible for implementation.

METHODS FOR IMPLEMENTATION

There have been ten methods of plan implementation identified for Pegram to utilize in the execution of this plan. Each of these are reviewed within this section.

Planning Commission Project Review

Under *Tennessee Code* Section 13-4-104, after the adoption of a plan, no public improvement project can be authorized or constructed in the municipality until and unless the location and extent of the project have been submitted to the planning commission for its review. This review authority enables the planning commission to ensure that all public improvement projects are in compliance with the plan.

Zoning

Zoning is a legal mechanism that can assist the municipality in implementing a land use and transportation plan. A zoning ordinance is designed to regulate the type and intensity of land use. It divides a community into specific districts corresponding to the intended use of the land as guided by the policies of the land use plan. For each district, zoning regulates the location, height, bulk, and size of buildings and other structures, the percentage of the lot that may be occupied, the sizes of yards, courts and other open spaces, and the density of population. Zoning can assure the proper location of residential, commercial, and industrial uses. It can protect street right-of-ways so that future widening is feasible. It can also prohibit overcrowding of building lots. In addition, zoning can help stabilize property values and can help prevent deterioration of neighborhoods.

The Pegram Municipal Zoning Ordinance was first adopted by the Town of Pegram in 1986. The current zoning ordinance was last revised in 2006. This last revision included the creation of planned unit development (PUD) criteria. These PUD regulations are designed to promote flexibility in design and permit planned diversification in the location of structures, efficient use of land that will facilitate a more economic arrangement of buildings, traffic circulation systems, utilities, land use, and preserve as much as possible existing landscape features and utilize them in a harmonious fashion. These regulations, just as is mentioned below in the subdivision regulation section, are also adopted in other municipalities in the county and have the same objectives.

Subdivision Regulations

Subdivision regulations, used in a coordinated manner with zoning, are another legal mechanism to carry out the recommendations of the Pegram Land Use and Transportation Policy Plan. Like zoning, these regulations control private development. They serve as guidelines for the conversion of raw land into building sites. Subdivision regulations provide the guide by which a planning commission can review all proposed plats for subdivision in an equitable manner. These controls are necessary if sound, economical development is to be achieved. Through enforcement of these regulations, the design and quality of subdivisions will be improved, resulting in a higher quality of life and greater stability of property values for the individual property owner. Such controls over land subdivision ensure the installation of adequate utilities that may be economically serviced and maintained. These controls are also used in providing a coordinated street system and to ensure that sufficient open space for recreation and other public services is provided.

The Pegram Municipal Subdivision Regulations were first adopted by the Pegram Municipal Planning Commission in 1984. The subdivision regulations are current as of 1997, however, the planning commission, in conjunction with the other municipalities and the county, are in the process of revising regulations to make the county more uniform in regulation of subdivisions, but more importantly to promote the idea of requiring open space developments and environmental protection through layout and design of the land. Based on *Conservation Design for Subdivisions* by Randall Arendt, FRTPI, ASLA, these land design requirements in the subdivision regulations shall be promoted to preserve the natural beauty and topography and ensure appropriate development with regard to natural features, cultural and water resources, agricultural land, and scenic view sheds. With this in place, better land development should come as a result.

Codes Enforcement

There are various types of codes that municipalities can adopt to ensure that construction standards are sufficient to protect the health and safety of occupants. The housing code is designed to ensure that existing dwellings are safe, sanitary, and fit for human habitation. Other codes, such as building, electrical, fire, and plumbing codes, provide minimum standards for the construction of new buildings and facilities, and the alteration of existing structures and facilities. These codes are uniform in character and are applied to the municipality as a whole.

A system of codes functions only if accompanied by an inspection system. Code enforcement ensures the adequacy of new residential, commercial and industrial structures while also detecting and preventing the deterioration of existing facilities through periodic inspection. Property values become more stable and the tax base is protected.

The Town of Pegram has adopted the current International Standard Building Code and contracts a building inspector for construction inspections. However, the Town has a part-time Building Official to enforce all existing codes and ordinances and to monitor day-to-day activities in the community to ensure proper development procedures.

Utility Extension Policies

Another significant tool for effective land use planning is the control over the extension of municipally owned and operated utility services. Utility extension policies can be used for controlling the location and timing of development in a rational, coherent and efficient fashion. Since utility services, such as water and sewer, are so important to any major development, delays to extend such services into an area generally assures that only limited development can occur.

Within the Town of Pegram, the extension of utilities is generally the responsibility of the developer. As land is subdivided it is the responsibility of the developer to pay for utility extensions into his development and to pass the cost on to the lot buyers.

Public Improvements Program and Capital Budget

A public improvements program and capital budget provides the means through which the local government can effectively undertake a properly planned and programmed approach toward utilizing its financial resources in the most efficient way possible to meet the service and facility needs of the community. The public improvements program identifies recommendations for capital improvements, estimates their costs, and identifies possible financing alternatives. The capital budget is a method of developing and scheduling a way to finance the projects identified in the public improvements program.

Infill Development

Utilization of existing, undevelopable land within a municipality is a much overlooked mechanism to implement a land use plan. In most cases, these areas tend to be served by existing infrastructure such as streets, water, sewer, electric and gas; thereby eliminating normal costs associated with additional development. Infill development of serviced areas will expand the local tax base while better utilizing the infrastructure system.

Annexation

There is no anticipated annexation of additional lands for the immediate future. However, the lands located within the Town's Urban Growth Boundary (UGB) are susceptible to annexation as the Town sees necessary to facilitate. Any modifications to the Town's UGB shall be in accordance with Public Chapter 1101.

Pegram proposes an Urban Growth Boundary a little over twice the size that will be needed for the future population increases and an increased commercial base. It is not possible to

project or control what property will be available for development due to private ownership of property and an ever-changing market. An area larger than is needed must be provided to allow Pegram the ability to control growth along its boundaries by ensuring that adequate utilities are provided in the proposed Urban Growth Boundary. Pegram does not anticipate that the entire urban growth boundary will become part of the Town, but it must be in a position to incorporate areas that will develop.

Citizen Participation

Citizen participation is an important factor in determining the success of a land use plan. An informed citizenry that is willing to work to achieve the goals, objectives, and policies set forth in this plan can be a tremendous asset. Citizens can offer support for programs designed to achieve community goals. Successful citizen participation can be achieved through a public education program designed to inform the community of the various purposes and reasons for the actions of both the planning commission and the legislative body. Specific efforts should be taken to obtain input from the general public through organizational public meetings, public hearings, and surveys. News articles should also be utilized to educate the public regarding the work activities of the planning commission.

Local Leadership

The Pegram Town Council bears most of the responsibility for implementation of this land use plan. As the municipality's decision makers, they have the authority to adopt appropriate implementation strategies that will fulfill the goals, objectives and policies developed in this plan. It is important that the legislative body maintain a close working relationship with the planning commission so that the planning process is properly coordinated.

IMPLEMENTATION SCHEDULE

The Pegram Land Use and Transportation Policy Plan is an advisory document intended to serve as a guide for the development of the municipality over the next nineteen years and beyond. Specific strategies for policy implementation are necessary if the goals and objectives of this plan are to be achieved. The implementation schedule provides an outline of the methods for achieving the goals and objectives and implementing the policies established in the Development Plan. It presents individual strategies for each of the specific land use categories, establishes time frames for completion, and identifies those with primary responsibility for plan implementation.

Many of the tools can be implemented by hiring additional staff, addressing issues with legislation, or continuing existing programming. Only as these program items are selected from this implementation schedule by the Pegram Town Council, in consultation with the municipal departments, will a detailed financial analysis and work schedule program be drafted.

Departmental work programs should be reviewed and evaluated with plan implementation objectives in mind as a part of the Town's budgeting process.