Clarksville-Montgomery County Comprehensive Plan
EXISTING CONDITIONS REPORT

September 8, 2022

CLARKSVILLE-MONTGOMERY COUNTY
COMPREHENSIVE PLAN
"A Vision for Today, Tomorrow, and Beyond"

Memorandum

To: Jeff Tyndall, Director
Clarksville Montgomery County Regional Planning Commission

From: Brandon Nolin, Senior Project Manager
Houseal Lavigne

Josh Koonce, Project Manager
Houseal Lavigne

Date: September 8, 2022

Re: Clarksville-Montgomery County Comprehensive Plan
Existing Conditions Report

Purpose of the ECR

This Existing Conditions Report (ECR) presents Clarksville-Montgomery County's existing conditions and discusses their influence on the comprehensive planning process with the Clarksville City Council and Montgomery County Commission, the Citizen and Steering Committees, and the Technical Committee. The report is a preliminary step in the planning process and does not contain plan recommendations. Existing conditions, issues, and opportunities identified in the memorandum will guide the Clarksville-Montgomery County Comprehensive Plan.

What is an Existing Conditions Report?

The Existing Conditions Report answers the question "Where is Clarksville-Montgomery County today?" It is a summary of relevant data points; an interim deliverable rather than an adopted document. The report is directed toward City Council and County Commissioners, the Citizen and Steering Committee, and the Technical Committee but should also be made available to elected and appointed officials, residents, and stakeholders of Clarksville-Montgomery County. It is the result of research and analysis, field reconnaissance, and a review of data provided by the Clarksville Montgomery County Regional Planning Commission (RPC) or obtained from the U.S. Census Bureau and other sources.

The Existing Conditions Report presents a demographic and economic profile, providing a picture of influencing factors, trends, and potentials that will inform the plan. It examines the City and County's recent plans and studies, acknowledging that these contain relevant recommendations and policies that should carry forward and adapt for the coming years. Lastly, it summarizes planning topics with concise text and maps that are easy to read and reference.

As an overview, the Existing Conditions Report focuses on relevant information that will make the Clarksville-Montgomery County Comprehensive Plan accurate and relevant. The baseline of existing conditions will be built upon and addressed in the plan, informing goals, key policies, and land use recommendations in upcoming stages of the planning process.

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Introduction

Planning Process

The project will be completed within approximately an 18-month timeline and will consist of City Council and County Commissioner and other stakeholder workshops and interviews, public meetings and outreach events, and data collection.

Task 1: Project Initiation

During the first task, the project initiation, the project team conducted Citizen and Steering Committee and Technical Committee workshops. Existing conditions fieldwork and research on Clarksville-Montgomery County commenced.

Task 2: Community Engagement

Community engagement began with the project website launch and other methods of online engagement, including an online community questionnaire, and the initiation of map.social, an interactive platform that allows residents to share opportunities and improvements in the community based on precise locations. Key stakeholder interviews were conducted as an initial data-gathering and community engagement exercise.

Task 3: Existing Conditions Analysis

This task inventories and summarizes existing conditions, presents field reconnaissance conducted by the Project Team, documents existing land uses, identifies key thoroughfares and community facilities, and provides an economic and demographic profile. The Existing Conditions Memorandum includes issues and opportunities identified in outreach and a summary of past plans and studies.

Task 4: Vision, Guiding Principles, and Land Use Framework

The vision and guiding principles, combined with a Land Use Framework to direct place-based recommendations, will serve as the "cornerstone" of the consensus-building process and provide focus and direction for subsequent planning activities.

Task 5: Future Growth Scenarios and Land Use Map

The fifth task involves planning for future growth scenarios and the refinement of the future land use map developed as part of the framework in Task 4. To complete this task, current conditions, scenarios and metrics, preliminary land use scenario modeling, and a fiscal impact analysis are conducted.

Task 6: Area Plan Frameworks

The Frameworks will apply the regional goals and policies defined in the Land Use Plan to the various neighborhoods, districts, and rural areas of the County. Each Framework will demonstrate how City- and County-wide policies should be applied at the local level in response to desired local character and unique planning context. The Frameworks will identify special areas of concern and unique development parameters within each planning area and set the foundation for more detailed future planning work.

Task 7: Draft Core Plan Elements Framework

This task will focus on the preliminary development of the core plan elements that will drive the development of implementation strategies. The Core Plan Elements prepared for Task 7 will support the Vision and Guiding Principles, Future Growth Scenarios, and Land Use Map developed in previous steps of the planning process. The following core elements will be prepared:

- Housing and Neighborhoods;
- Economic Development;
- Transportation and Mobility;
- Infrastructure and Utilities;
- Parks, Natural Resources, and the Environment.

Task 8: Draft and Final Comprehensive Plan

Based on the previous tasks in the planning process, the draft and final Comprehensive Plan will be prepared and presented for review. As part of document development, the Project Team will prepare an Implementation Strategy that will describe the actions required to carry out the policies contained in the Comprehensive Plan. The implementation strategy will also include an analysis of desired future land use and development compared to existing zoning, and the development of a Zoning Plan that identifies the recommended changes to the local and County zoning districts necessary to maintain consistency with the new Comprehensive Plan.

Regional Setting

Located on the Cumberland and Red Rivers approximately 40 miles northwest of Nashville, Clarksville-Montgomery County has a unique character and economy independent from Tennessee's other major cities. The City of Clarksville is the County's urban core, centrally located in the northern part of the County on the northern edge of the state at the Tennessee-Kentucky border. Clarksville-Montgomery County is roughly 40 miles northwest of Nashville and 200 miles northeast of Memphis, ideally located to take advantage of regional transportation routes, including I-24, U.S. Route 79, and U.S. Route 41.

Clarksville's historic downtown and riverside location provide an appealing location for visitors and residents alike. Its recreational resources, including the Cumberland Riverwalk, the Upland Trail, and the Clarksville Greenway provide scenic settings for residents to walk, bicycle, and spend time. The area's diverse economy, anchored by Fort Campbell, Austin Peay State University, Tennova Healthcare, and firms such as LG, Google, and Hankook Tire, offers diverse employment opportunities.

With its high quality of life, the City of Clarksville has grown rapidly over the past two decades. Clarksville's population increased from 103,455 in 2000 to 166,722 in 2020 (per U.S. Census) with similar growth occurring in the unincorporated portions of the County. According to the U.S. Census, Montgomery County grew by 62.6% between 2000 to 2020, which is a slightly higher growth rate than what Clarksville experienced (61.2%). Today, there are over 220,069 residents (including Clarksville) in Montgomery County.

Clarksville is the most populated place and only municipality in Montgomery County and has consistently comprised 76-77% of the County's total population since 1990. It is the fifth most populated city in Tennessee, following Nashville, Memphis, Knoxville, and Chattanooga.
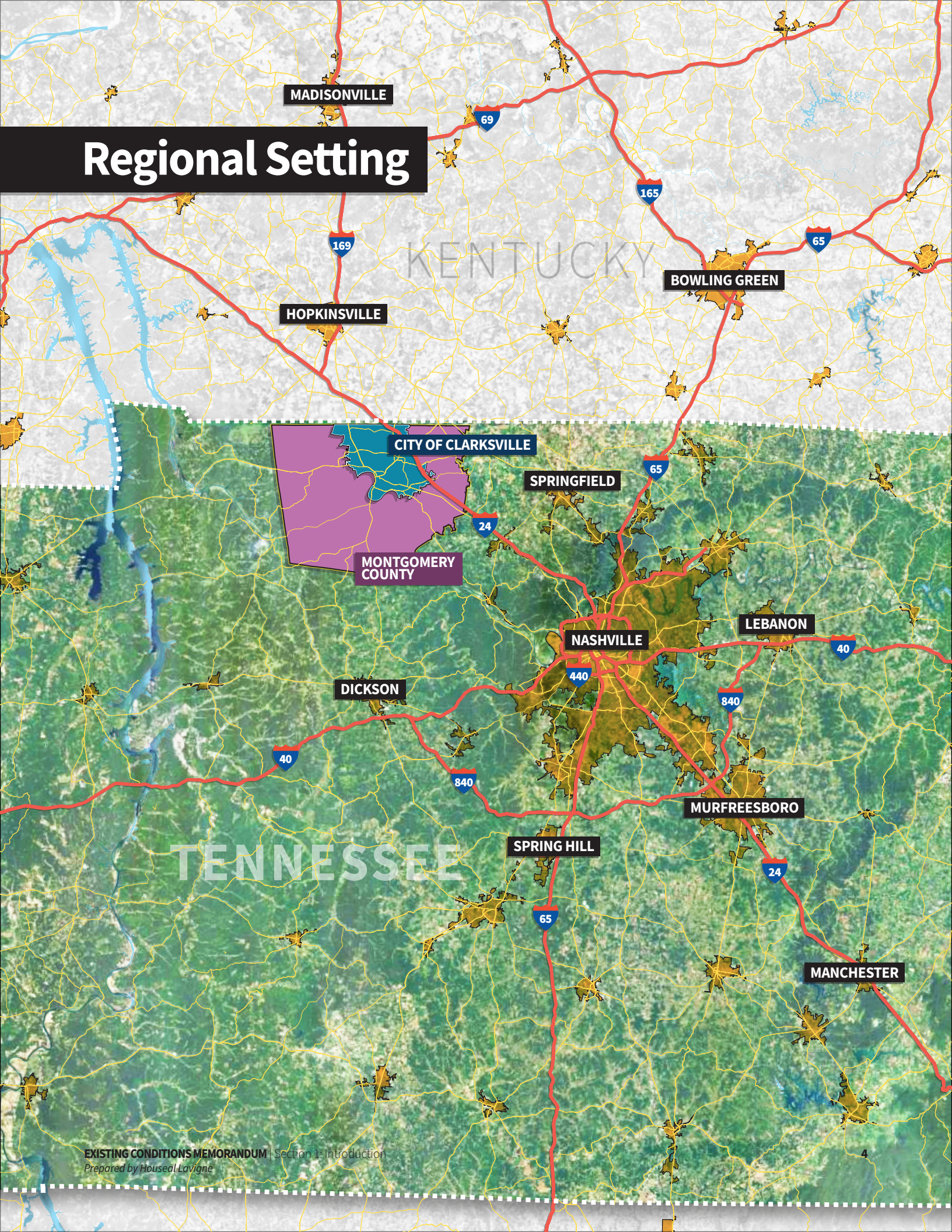
Communities and Places

Clarksville is Montgomery County's only incorporated city. The County has 14 unincorporated communities. The Clarksville **and** Montgomery County Comprehensive Plan is a joint planning initiative that will address Montgomery County and all of Clarksville collec-tively and should continue to guide coordinated growth within the County.

Fort Campbell is an active U.S. Army installation located on the Kentucky-Tennessee border to the northwest of Clarksville. The installation's land use and facility planning is guided by the Fort Campbell Real Property Master Plan.

Regional Setting

KENTUCKY

MADISONVILLE

HOPKINSVILLE

BOWLING GREEN

CITY OF CLARKSVILLE

SPRINGFIELD

MONTGOMERY COUNTY

NASHVILLE

LEBANON

DICKSON

TENNESSEE

MURFREESBORO

SPRING HILL

MANCHESTER

Past Plans, Studies, and Reports

This section of the Existing Conditions Report is a review and summary of past plans and studies that have been adopted by the City of Clarksville and Montgomery County. As the planning process continues, these plans will be reviewed for inconsistencies, the relevance of previously collected data, and gaps in data that must be part of this planning process.

Land Use Study Update (2004)

The purpose of the Land Use Study Update is to create an attractive community to live and work in and serves all interests of the community members. The plan will achieve this through analyzing the existing land uses, along with future land use needs through positive planning and policy solutions. The Plan provides introductory goals for the following categories which span the goals, policies, and recommendations:

- Citizen Participation;
- Historic Preservation and the Community;
- Environmental Considerations for Future Developments.

Subsequently, the plan outlines the following policy statements and provides supporting goals and objectives for each statement:

Overall Development: To encourage the orderly use and development of land (including air and water use), emphasizing the most appropriate use based upon its environmental capacity and economic suitability, agricultural and forestry land withstanding.

Residential Development: Areas within the Urban Growth Boundary (UGB) have higher quantities and qualities of infrastructure in place, therefore these areas should have a higher residential density pattern of development than other areas with lesser amounts of infrastructure.

Housing: To promote activities designed to provide all residents the opportunity to be adequately accommodated in safe, sanitary, and comfortable housing served by adequate community facilities, access to employment and service centers, and offering a competitive market for cost and type.

Commercial Development: Commercial development should be sized to meet the needs of its service area. Residential neighborhoods should be adequately supported with commercial uses to ensure overall high quality of life.

Industrial Development: Industrial development should be located within publicly supported parks where the infrastructure is in place to meet the needs of the individual operations. Reserving such an area with proper buffering, surrounding uses should not be adversely affected.

Public and Semi-Public: These are identified as goals without a policy statement.

Relevance to the Comprehensive Plan

The goals outlined in the Land Use Study will be considered and updated as goals are drafted during the current planning process. This will ensure that the future growth of Clarksville and Montgomery County stays consistent (where appropriate) with the policies that have already been prioritized by the community and that continue to maintain and enhance the local quality of life.

LAND USE STUDY UPDATE

CLARKSVILLE-MONTGOMERY COUNTY, TENNESSEE
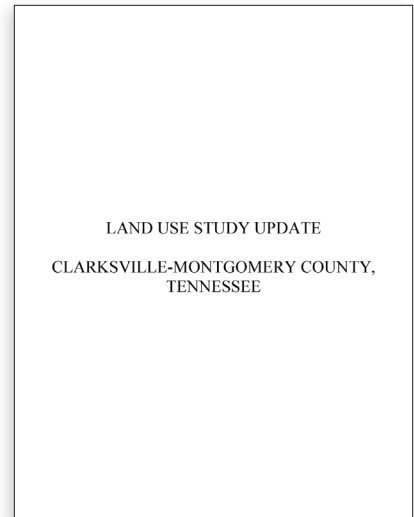
Clarksville Montgomery County Growth Plan: A Strategy for Balanced Growth (2020)

The Clarksville Montgomery County Growth Plan focuses on managing residential growth and density in the unincorporated area of Montgomery County. Required by state law since 2000, each non-metro county in Tennessee must have a growth plan depicting three areas of growth and density. Montgomery County has chosen to allow all commercial and industrial uses countywide while limiting residential densities depending on the distance from current development, availability of utilities (water and sewer), and ability of roads to handle the growth. The Growth Plan estimated an additional 90,455 residents by 2040 in the county which is a 43% growth rate. After the 2020 Census figures have released this estimate is low compared to 2020 estimates and the county is already 2-3 years ahead of the growth projections.

The plan identifies three types of growth areas in the incorporated County based on the availability of services and capacity to accommodate growth and anticipated density. The three areas are

1. **Urban Growth Boundary (UGB):** This boundary has the ability or potential to provide urban services and amenities over the 20-year planning period. Higher density residential development will be designated in the UGB, which will have the ability to annex and access sanitary sewer services.

2. **Planned Growth Area (PGA):** The planned growth area in the incorporated County is typically comprised of medium- to lower-density residential development or is on track to experience growth consistent with the City and County. Due to the inaccessibility of the full range of urban services and amenities that are provided in the UGB, specifically sanitary sewer services, the PGA cannot adequately support higher-density residential development.

3. **Rural Area (RA):** The Rural Area is primarily open space, natural areas, and agricultural lands, consisting of the lowest density residential development and is least likely to receive urban services and amenities and the infrastructure to provide them.

The plan also provides Guiding Principles that will help to define the new growth boundaries that respond to one of the goals of PC 1101, which is to deviate from the idea of urban sprawl. These goals include:

- Smart growth
- Transportation land use cycle
- The rural to urban transect
- Density preserves farmland
- Cost of home construction

Relevance to the Comprehensive Plan

This plan is recent and relevant to the current Comprehensive Plan effort. The three different growth areas identified in the Growth Plan determine what residential densities are available to be built in the unincorporated area of the county. This document is intended to reduce sprawl in the county, but can actually increase development pressures in areas adjacent to the city limits. The growth boundaries will be used to analyze where potential future growth can legally be accommodated, and the Comprehensive Plan will align with the guiding principles of the Growth Plan. The Comprehensive Plan may be used to inform future Growth Plan updates, rather than merely aligning with the current Growth Plan. The Growth Plan, for example, could be updated with the 2030 Census data to keep development and the provision of services on track. The plan could potentially be amended if a utility district started providing sanitary sewer to their customers independently or with Clarksville Gas and Water, and could also respond to future locations of schools. .
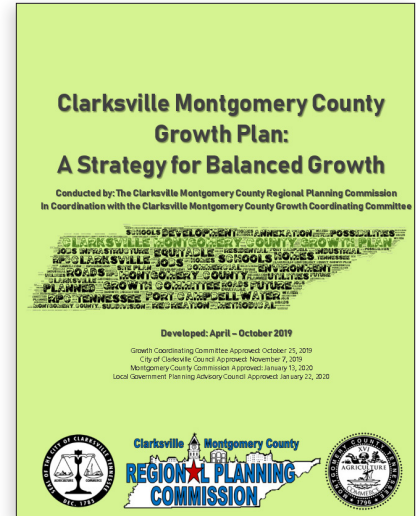
Transportation Planning Efforts

Clarksville 2020+ Transportation Strategy (2021)

This 2020+ Transportation Strategy affirms the City's commitment to developing and maintaining its multimodal transportation system with a focus on mobility, safety and equity. The strategy has an estimated total cost of around $462 million in projects distributed across three tiers.

- **Tier 1 projects** are considered some of the larger projects needed to address immediate transportation needs, current congestion, and both vehicular and pedestrian safety concerns. These projects have a total cost of $177.9 million. Tier 1 projects that have been in some level of planning, design, and construction over the past year are:
  - Rossview Road/Dunbar Road
  - Whitfield Road/Needmore Road
  - Tylertown/Oakland Road
  - Spring Creek Parkway
  - Exit 1 Signals/Ram/ Lighting/Slip Lane
  - Needmore Road/Boy Scout to Tiny Town/Phase 1
  - Memorial Extension
- **Tier 2 and 3 projects** are oriented towards addressing expansion and future congestion concerns and include the new Transit Center, which is estimated to be completed in 2028.

The plan is underway in terms of project development and construction. The City Council recently passed a 20-cent increase in the property tax rate to fund the proposed program. The approved property tax rate of $1.23 per $100 of assessed value — up from $1.0296 for the past two years — will provide additional revenue of approximately $6.9 million per year to start solving the City's critical transportation infrastructure needs. In addition to the approved property tax increase, the Tennessee Department of Transportation (TDOT) and federal funds are also available for various projects depending on their classifications.

2045 Clarksville Metropolitan Transportation Plan (2019)

While the Clarksville 2020+ Transportation Plan was developed to address immediate, more short-term transportation needs, the 2045 Clarksville Metropolitan Transportation Plan (MTP) was developed as the federally required, multimodal, long-range transportation plan for Clarksville's Metropolitan Planning Area (MPA). It was developed in conjunction with TDOT, the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), and the Kentucky Transportation Cabinet (KTC). The 2045 MTP was published in January 2019 and addresses all elements associated with transportation including economic vitality, freight, pedestrian, traditional, non-motorized, tourism, system resiliency, and stormwater mitigation impacts.

The plan's vision states, "In 2045, the residents and workers of the Clarksville Urbanized Areas will be able to travel within a safe, well-maintained, and multimodal transportation system. This sustainable system will provide reliable transportation with multiple travel options that support a quality of life."

The 2045 MTP is expansive and inclusive, with a summary of staged improvement plans and other recommended strategies that are fiscally constrained – indicating that full funding from local, state, and federal sources are reasonably anticipated to be available within the period contemplated for completion of the projects.

Less than 1% of the MPA National Highway System (NHS) roadways were identified as in poor condition, well above the national average. The worst pavement conditions noted were on US 79 to US 79/College Street; and Wilma Rudolph Boulevard from McClure Street to Rossview Road. The report also suggested conditions on US 41A/Fort Campbell Boulevard from US 79/Dover Road to the Tennessee/Kentucky State Line should also be monitored. Of the 15 bridges identified as in poor condition by the TDOT semi-annual bridge inspection reports, none are on the National Highway System (NHS).

Relevance to the Comprehensive Plan – Transportation Planning Efforts

The 2020+ Transportation Plan and the 2045 MTP overlap in scope and level of recommendation. The 2020+ Plan places greater emphasis on shorter-term projects. The identification of key projects and new connections will be an important part of the Comprehensive Plan. The Comprehensive Plan Update should assess both proposed and already-implemented projects, and where appropriate provide additional recommendations for impactful improvements. The City of Clarksville in coordination with the Streets Department, Parks and Recreation, CTS (Transit), MPO, and the RPC have outlined a three-tiered plan for roadway and other multimodal improvements which informs the budget each year. The list can evolve and change as other projects are finished.
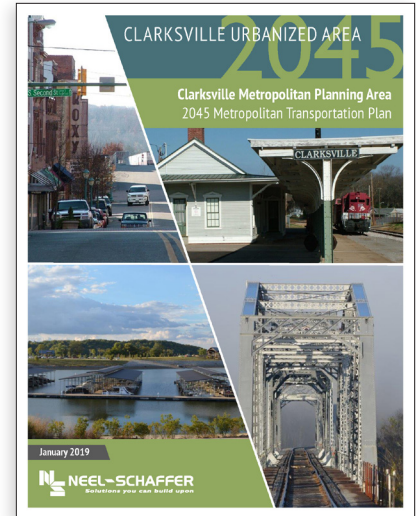
Clarksville Public Spaces Master Plan (2018)

Clarksville's population has doubled in the last 30 years, and the City's Parks and Recreation Department has seen significant changes. The purpose of the 2018 Public Spaces Master Plan is to combine the current Parks and Recreation Comprehensive Master Plan with the City's Greenway and Blueway Master Plan into a single plan, by providing a vision for future development, departmental improvements and identified growth opportunities through the analysis of existing plans and citizen and stakeholder input. The Plan is structured by six main goals to:

1. Engage the community and department staff;

2. Understand current needs and issues of the parks and recreation department and park users;

3. Enhance facility and program opportunities;

4. Improve historical and natural resource access;

5. Identify weaknesses and opportunities to strengthen department management and operations;

6. Create mechanisms that allow the parks and recreation department to financially improve its parks system, future developments, and operational cost recovery.

The Plan provides a market analysis, a needs assessment, and demographics and trends analysis to create benchmarks and to identify the needs of the community that the Plan can address. Feedback from the Public and the Parks and Recreation Department helped form eight priorities the Plan should focus on. These priorities are to hire more and continue to invest in staff, increase public knowledge of programs and facilities, add to the existing greenway network consistent with the Greenway and Blueway Master Plan, expand opportunities for underserved communities, enhance the utilization and access to the riverfront, prioritize park and facility maintenance before adding additional acreage, increase parks and facilities consistent with community needs, and to increase park safety by focusing on problem areas. These priorities are addressed through the Plan's recommended actions and objectives for success listed below:

- Provide adequate park space for public use
- Grow facility and program opportunities
- Expand outdoor recreational facilities
- Implement a large, multi-generational recreation facility

- Expand trail network
- Utilize natural recreational resources
- Employ additional staff
- Invest in staff training
- Develop a maintenance management plan

- Improve equipment and budget tracking
- Enhance technology and record-keeping
- Create a plan for outsourcing labor
- Recover operational costs

Relevance to the Comprehensive Plan

Actions for parks, facilities, and public spaces have been identified in this Plan and prioritized through the identification of goals, objectives and actions. The Comprehensive Plan can utilize recommendations from this plan to set goals and priorities for parks, facilities and public spaces. The Comprehensive Plan Update should review this plan as part of a broader assessment of the community's parks and open space system, reassessing both proposed and already-implemented projects.
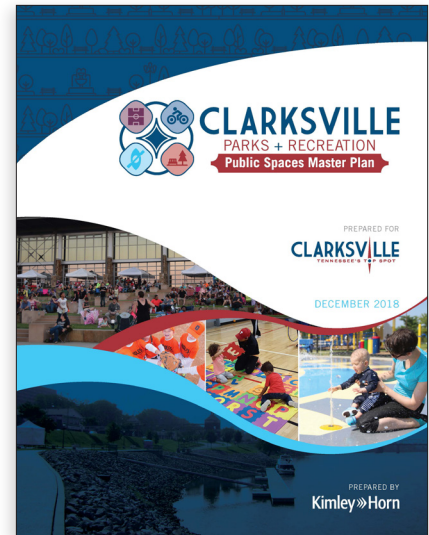
# Comprehensive Parks and Recreation Master Plan (2021)

The purpose of the Comprehensive Parks and Recreation Master Plan is to create a guide that provides recommendations on staffing, maintenance, programming, park facility improvements, and funding to meet the Montgomery County Department of Parks and Recreation goals over the next 10 years. Research, data collection, park evaluations, and community outreach were conducted to develop recommendations to meet the departments' goals. Specifically, the Comprehensive Parks and Recreation Master Plan outlines the benefits of parks and their importance for the Montgomery County Community; a community profile, which shows the current demographics and trends of the community, so that this plan can give background to the community they are serving; a Montgomery County parks inventory, which has been utilized throughout this memorandum; local and national trends in recreation programs and activities; a summary of the public outreach process for the plan; implementation recommendations based on the results of the public input process, data analysis, and guidane from the steering committee; and a list of funding sources that the Montgomery County Parks Department can apply for to address their goals. The goals outlined in the Plan include the following:

- Develop and maintain quality parks and facilities;
- Preserve open space and natural areas;
- Protect environmental resources;
- Promote healthy lifestyles;
- and provide recreational opportunities for all visitors and residents of Montgomery County.

In addition to the goals listed, the Comprehensive Parks and Recreation Master Plan identified actions, ranked on priority. Each action was divided into short-, mid-, and long-term strategies. Short-term actions, which have a timeline of 1 to 3 years of completion, including adopting staffing level guidelines and increase staffing capacity as recommended, add new facilities throughout the park system, and identify and acquire new parkland. The mid-term actions, which have a timeline of 4 to 6 years, include objectives to continue to expand greenways and trails to improve connectivity to the parks, design and construct new blueway access points, and engage the public and conduct a 5-year check-in to review progress and update priorities as needed. Lastly, long-term actions, which have a timeline of 7 to 10 years, include coordinating with Hopkinsville and Cheatham County to develop a cross-jurisdictional trail that will be a regional attraction, consider improvements and expansion to Rotary Park, and install education materials and signage along greenways. The Comprehensive Parks and Recreation Plan concludes with current and potential funding sources and strategies, which range from grants, tax support, and volunteerism.

Relevance to the Comprehensive Plan

The comprehensive plan can utilize the recommendations listed in the Comprehensive Parks and Recreation Master Plan. Specifically, section four of the plan outlines park facilities and recommendations, while section six outlines the implementation and funding strategies. These sections will be referenced as long-term parks, open space, and natural resources goals and policies are drafted.
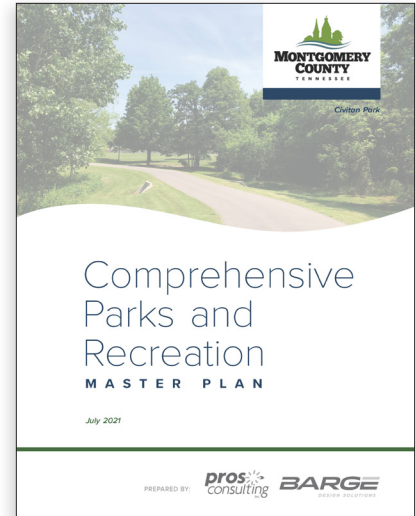
APSU Planning Efforts

APSU Master Plan (2017)

The APSU Master Plan was created to focus on specific campus needs, including learning spaces, parking, student residences, dining, and athletics and recreation. Each area was facilitated by a specific task force and the process was guided by the Executive and Advisory Committees. The plan outlined a vision statement influenced by the identified needs and the University's mission statement. The following set of goals was outlined to achieve the Plan's vision statement, each inspired by the needs of the community and guided by site analysis of the campus:

- Grow Enrollment (the 2017 Master Plan targeted a 15,000 student headcount, but the 2022 update no longer includes this enrollment target - updated enrollment targets will be developed in the near future and the University Master Plan is scheduled to be updated soon);

- Enhance Student Success through retention, completion, and workforce preparedness;

- Sustainability;

- Expand Diversity;

- **and** Communication, Branding, and Strategic Planning.

The site analysis provided insight into six different existing conditions, including topography, predominant use, pedestrian use, parking and vehicular access, students in residence, and landscape. Recommendations for each condition were created to meet campus goals.
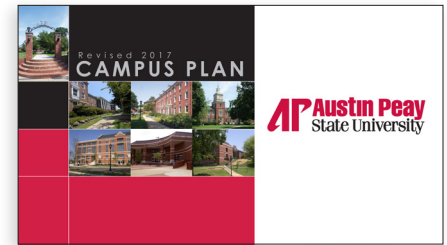
APSU Campus Edge Development Plan (2019)

Austin Peay State University is a public university in Clarksville, Tennessee. The Campus Edge Master Plan is a development plan for the university's property at College Street and N. 4th Street. The Campus Edge Plan was guided by seven driving questions within four sections of the Plan to ensure the Plan stayed consistent with the university's Strategic Goals and are evaluated through data-driven market conditions:

1. **Strategic Alignment: How does this initiative align with the strategic goals of Austin Peay State University?**

- Outreach with key APSU stakeholders was conducted to ensure implementation consistent with the University's values.

2. **Site Overview: What are the characteristics of the development site?**

- A site analysis was conducted to evaluate the site acreage, location, historic land use, existing structures, surrounding characteristics, and other potential property near the site for additional campus expansion.

3. **Plan and Phasing: What is the market demand for new development?**

- An understanding was provided articulating the need for retail amenities and office space on campus and the factors to optimize economic performance such as rental rates, and types of businesses/office space.
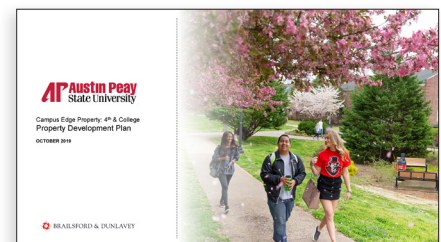
4. **Based on market context and APSU's strategic goals, what are the highest and best possible uses for the site?**

- Recommendations are provided to help implement Phase 1 retail, relocate the Military Family Resource Center (MFRC) (completed in 2021), and position APSU for future development over a long-term period.

5. **Based on market demand and APSU's strategic context, how should the site develop over time?**

- Recommendations were provided to take a phased approach to develop assets in the short term.

6. **What state approvals are needed if APSU chooses to engage a private partner for development?**

- All public-private partnerships of higher education efforts need to be approved by the State Building Commission.

7. **APSU Risk Profile: What is APSU's development risk profile to inform potential partnership structures?**

- A risk profile exercise was conducted with APSU leadership and stakeholders to understand the risk of partnering with one or more developers.

Relevance to the Comprehensive Plan – APSU Planning Efforts

APSU has a huge presence in central Clarksville. The Comprehensive Plan will need to align development with the university to meet future demands as the community grows. Partnerships with public institutions such as APSU can also result in realizing needed services for the community.

As APSU students look for housing and recent graduates look for employment and to buy a home in Clarksville-Montgomery County, the Comprehensive Plan will need to respond to the growing housing needs of the college student demographic and young adult cohort. Additionally, the Comprehensive Plan must address how APSU can serve as an educational resource for the local workforce and professional development.

Market Analysis and Demographics

The Market Analysis and Demographics section summarizes the characteristics of Clarksville-Montgomery County's current population. Data sources include the U.S. Census data for population, age, race, housing, education, and income topics as well as U.S. Bureau of Labor Statistics data for employment. Current commercial and industrial trends have been documented using Costar, a trusted resource for real estate data.

While demographic and market trends in Montgomery County and the City of Clarksville are emphasized, the community is also compared to the greater Nashville-Davidson—Murfreesboro-Franklin, TN Metropolitan Statistical Area. Data for the City of Clarksville is included within Montgomery County data.
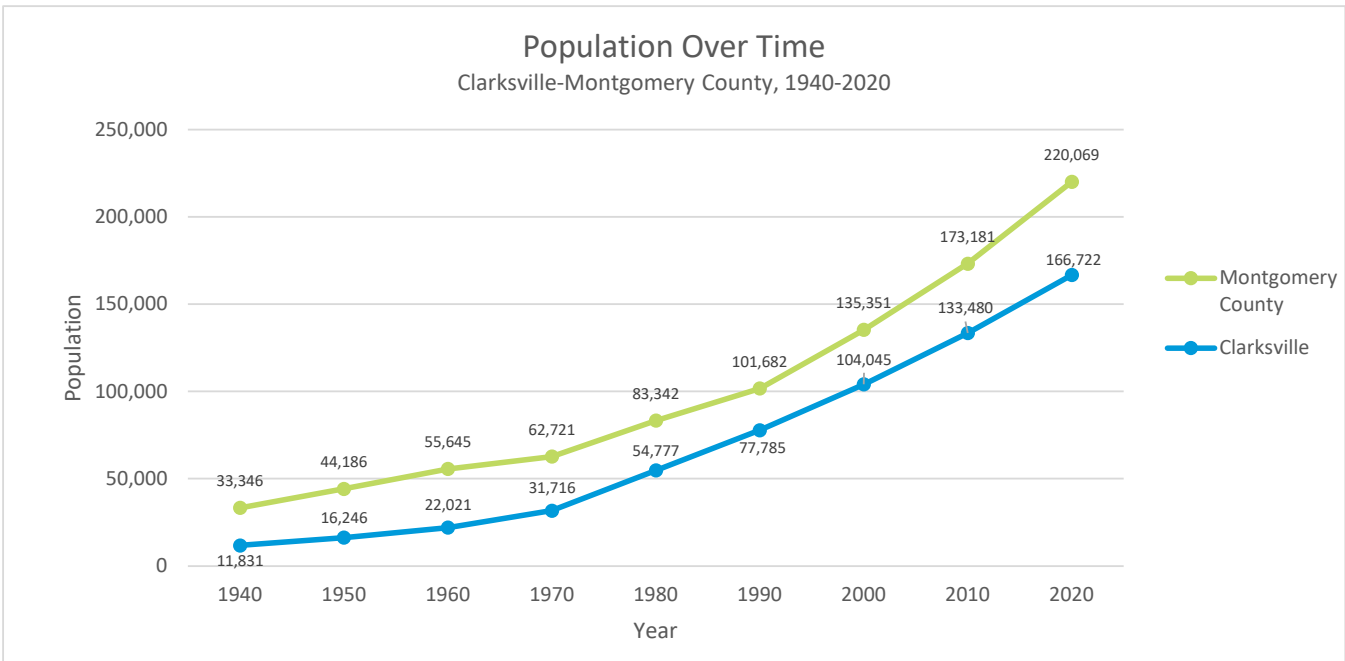
Demographic Analysis

Clarksville's 2020 population (166,722) makes up 75.7% of Montgomery County's total population (220,069). Clarksville is located in a steadily growing region as both the City and County have experienced growth in population and households over the last two decades. Furthermore, the population and housing are growing at a faster rate in the unincorporated communities of Montgomery County compared to the City of Clarksville. Based on the 20-year trends represented in the demographic analysis below, the Clarksville-Montgomery County Comprehensive Plan will aim to address the rapid growth's impact on the community.

Trends in population

The population growth in both Clarksville and Montgomery County has been growing steadily for the past 20 years, with Clarksville growing by 62,677 people and Montgomery County growing by 84,718 people since 2000. Montgomery County experienced a 62.6% increase in population between 2000 and 2020 and, similarly, Clarksville experienced 60.2% population growth during that same period. The Clarksville-Montgomery County Comprehensive Plan will respond to this rapid population growth.

Note: Overall population for the City and County is provided by the latest data from the 2020 U.S. Census. ACS 5-year Estimates are used where more detailed social, economic, housing, or demographic data is required.

Population Over Time
Clarksville-Montgomery County, 1940-2020

Montgomery County: 33,346 (1940); 44,186 (1950); 55,645 (1960); 62,721 (1970); 83,342 (1980); 101,682 (1990); 135,351 (2000); 173,181 (2010); 220,069 (2020)

Clarksville: 11,831 (1940); 16,246 (1950); 22,021 (1960); 31,716 (1970); 54,777 (1980); 77,785 (1990); 104,045 (2000); 133,480 (2010); 166,722 (2020)
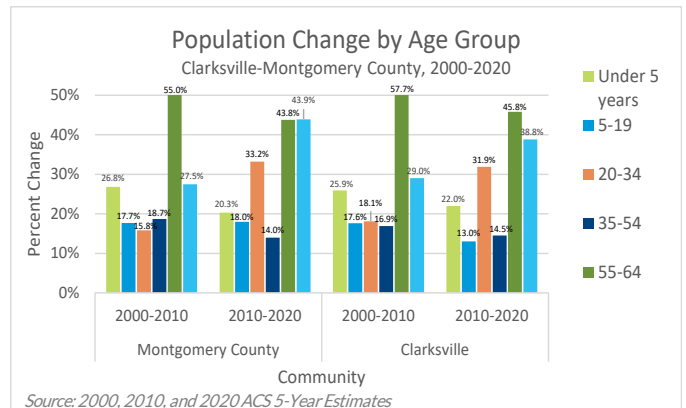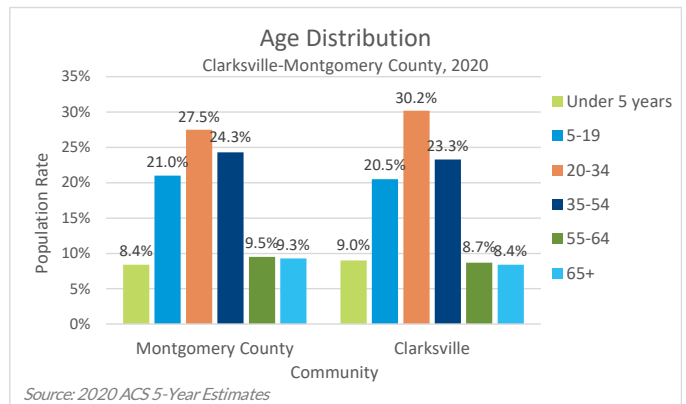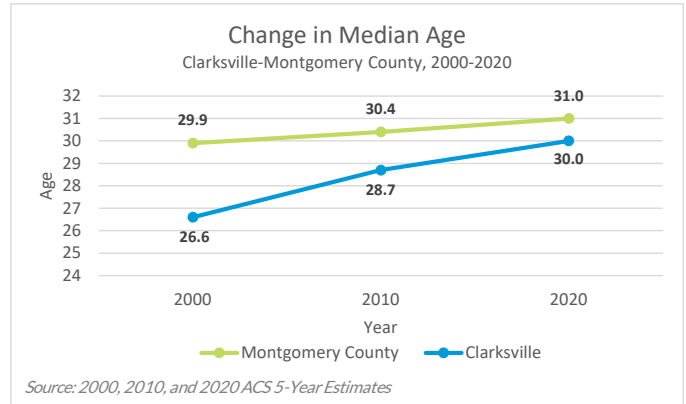
Age

The median age in both Clarksville (30.0) and Montgomery County (31.0) is the lowest in Tennessee, but has been on the rise since 2000, though the City and County are rising at different rates. The median age in Montgomery County increased by 1.1 years (3.7%) to 31 years old from 2000 to 2020. The median age in Clarksville rose 3.4 years (12.8%) over the same period and was 30 years old in 2020. Despite this increase, Clarksville remains relatively young compared to the national median age of 38.5 and likely reflects the large number of military and families located in the Clarksville-Montgomery County area.

While the age distribution of both Clarksville and Montgomery County are in line with one another, Clarksville's population is slightly younger. The City has more residents who are 34 years or younger compared to Montgomery County. Clarksville has 2.8% more residents who are 34 years old or younger than Montgomery County.

The 20–34-year-old population grew significantly from 2000 to 2020 for both Clarksville and Montgomery County. In Clarksville, the 20-34-year-old population grew by 55.7% from 2000 to 2020 while in Montgomery County, the 20-34-year-old population grew by 54.3%. Clarksville and Montgomery County experienced similar growth between 2000 and 2020, with the population under 34 years old in Montgomery County growing by 43.9%, and the population under 34 years old in Clarksville growing by 42.9%.

Change in Median Age
Clarksville-Montgomery County, 2000-2020

Source: 2000, 2010, and 2020 ACS 5-Year Estimates

Age Distribution
Clarksville-Montgomery County, 2020

Source: 2020 ACS 5-Year Estimates

Population Change by Age Group
Clarksville-Montgomery County, 2000-2020

Source: 2000, 2010, and 2020 ACS 5-Year Estimates
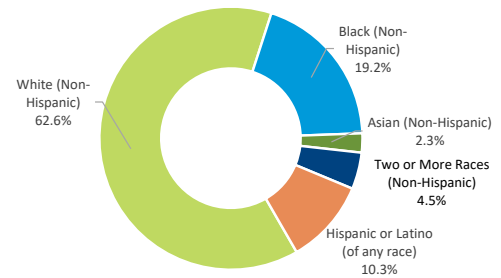
Racial Composition

The racial compositions of Clarksville and Montgomery County are similar. Clarksville's population comprises 57.5% of residents who identify as White (non-Hispanic) while 62.6% of Montgomery County's population identifies as White (non-Hispanic). In Clarksville, 22.2% of the population identifies as Black (non-Hispanic) whereas 19.2% of Montgomery County's population identifies as Black (non-Hispanic). While both Clarksville and Montgomery County grew, both communities also experienced a decline in the White (non-Hispanic) share of the population. Between 2010 and 2020, the White (non-Hispanic) proportion of Montgomery County decreased by 5.2 percentage points, and in Clarksville that group declined by 4.4 percentage points.

The population identifying as Hispanic or Latino grew by nearly 72% in both Montgomery County and Clarksville between 2010 and 2020. (Note: those who identify as Hispanic or Latino can be of any race).

Race and Ethnicity
Montgomery County, 2020

White (Non-Hispanic) 62.6%
Black (Non-Hispanic) 19.2%
Asian (Non-Hispanic) 2.3%
Two or More Races (Non-Hispanic) 4.5%
Hispanic or Latino (of any race) 10.3%

Source: 2020 ACS 5-Year Estimates

Race and Ethnicity
Clarksville, 2020

White (Non-Hispanic) 57.5%
Black (Non-Hispanic) 22.2%
Asian (Non-Hispanic) 2.6%
Two or More Races (Non-Hispanic) 4.6%
Hispanic or Latino (of any race) 11.6%

Source: 2020 ACS 5-Year Estimates
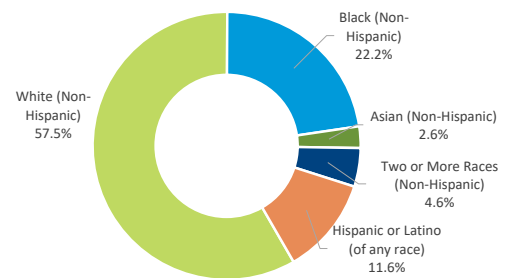
Households

Montgomery County has a slightly higher average household size of 2.7 compared to Clarksville, which has an average household size of 2.64 (as of 2020). Average household size has remained stable in Clarksville and Montgomery County.

Change in Average Household Size Over Time
Clarksville-Montgomery County, 2000-2020

Montgomery County: 2000: 2.70, 2010: 2.64, 2020: 2.70
Clarksville: 2000: 2.69, 2010: 2.63, 2020: 2.64
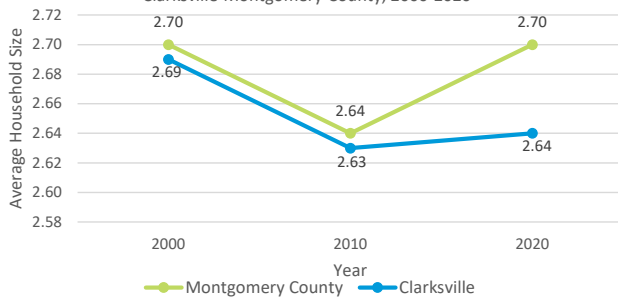
Source: 2000, 2010, and 2020 ACS 5-Year Estimates

Change in Racial Composition
Clarksville-Montgomery County, 2010-2020

Montgomery County: White -2.8%, Black 5.2%, Asian -0.2%, Two or More Races 1.7%, Hispanic or Latino 2.8%
Clarksville: White -4.4%, Black -0.8%, Asian 0.1%, Two or More Races 1.5%, Hispanic or Latino 0.0%
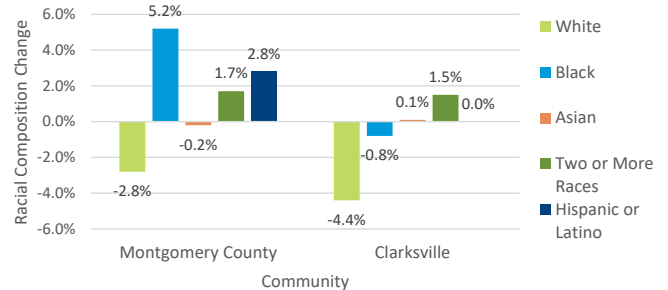
Source: 2010 and 2020 ACS 5-Year Estimates

Housing

Clarksville-Montgomery County is experiencing rapid growth in both population and housing units. There are 63,968 housing units in Clarksville. The City experienced a 21.3% increase in housing units over the past 10 years and a 59.8% increase in housing units over the past 20 years.

Montgomery County experienced similar growth in the construction of new housing units as the current 82,742 units in Montgomery County jumped by 22.6% over the past 10 years and more than doubled by 100% in the past 20 years. Additionally, the population in Clarksville and Montgomery County is rising at a slightly higher rate (4.5%) than the number of units that are being built over the past ten years. As Clarksville experienced its housing increase over the past 10 years, it also increased in population by 16.9%. Montgomery County's population rose by 27.1% over the past 10 years and the number of housing units in the County increased by 22.6%.

The majority of the housing units in both Clarksville and Montgomery County are occupied, with 90.2% of units in Montgomery County occupied and 90.4% of units in Clarksville occupied. The availability of housing has decreased since 2010, with the vacancy rate in Montgomery County decreasing by 2.2 percentage points and decreasing by 3.1 percentage points in Clarksville. The Nashville-Davidson-Murfreesboro-Franklin, TN MSA is in line with Clarksville-Montgomery County's occupancy rate.

Key takeaway: While the number of housing units and population are increasing in Clarksville and Montgomery County, housing is still catching up with population growth as illustrated by the high occupancy rates (upwards of 90% in both the City and County) and declining vacancy rates indicating a decreasing housing stock available on the market.

Total Number of Housing Units per Population Over Time
Clarksville-Montgomery County, 2000-2020

Source: 2000, 2010, and 2020 ACS 5-Year Estimates

Occupied vs. Vacant Housing Units
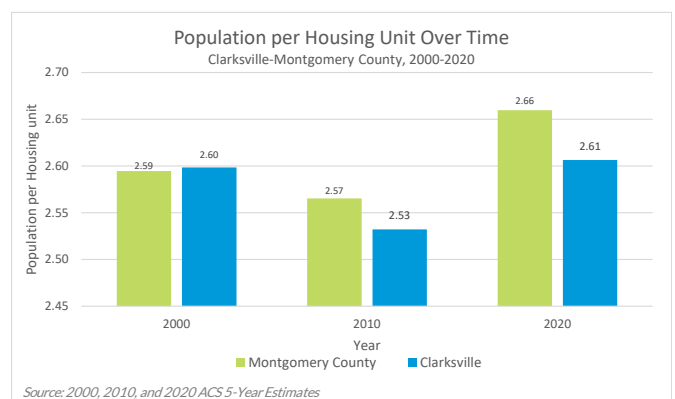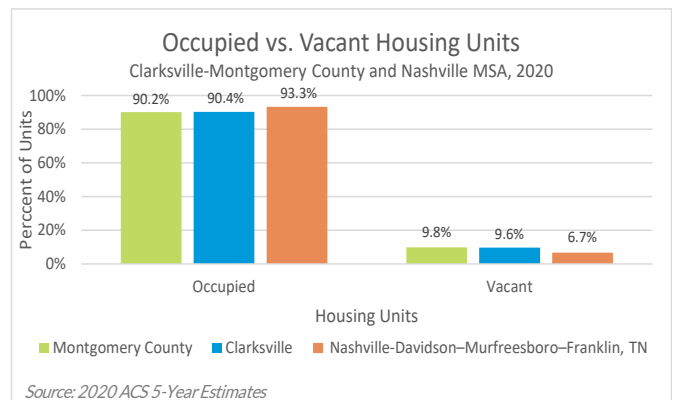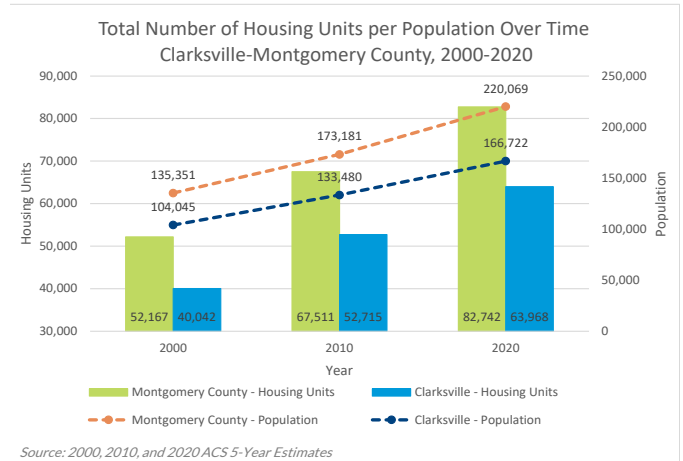#### Clarksville-Montgomery County and Nashville MSA, 2020

Source: 2020 ACS 5-Year Estimates

Population per Housing Unit Over Time
Clarksville-Montgomery County, 2000-2020

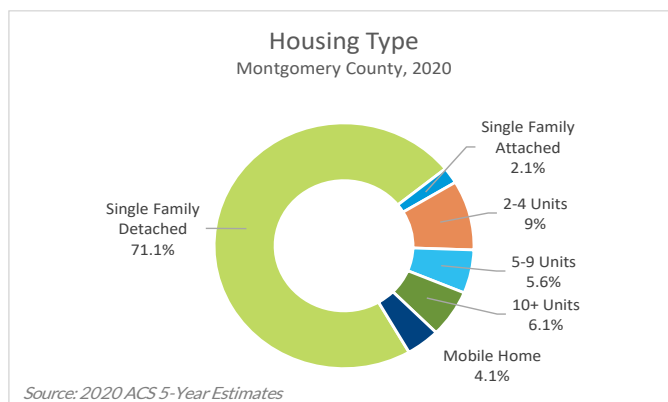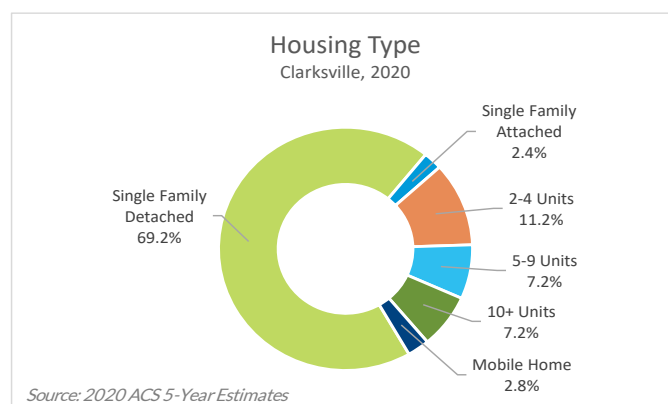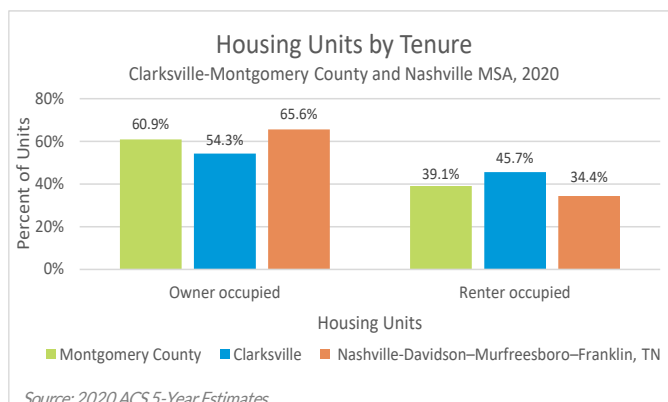Source: 2000, 2010, and 2020 ACS 5-Year Estimates

Tenure

The community's housing units are mostly owner-occupied. Out of the 74,606 occupied units in Montgomery County, 60.9% are owned rather than rented. Clarksville has slightly lower owner-occupied units compared to Montgomery County as out of the 57,803 occupied units in the City, 54.3% of units are owned. The Nashville-Davidson—Murfreesboro-Franklin, TN MSA has 5% more owner-occupied units than Montgomery County and 11% more owner-occupied units than Clarksville.

The higher than typical renter population in Clarksville (39.1%) and Montgomery County (45.7%) compared to the Nashville-Davidson—Murfreesboro-Franklin, TN MSA (34.4%) renter tenure is due to the transient nature of the military and Fort Campbell soldiers and their families.

Type and Size

The dominant housing type in Montgomery County and Clarksville is single-family detached dwellings. Nearly three-quarters (71.1%) of units in Montgomery County are single-family detached homes and 69.2% of units in Clarksville are single-family detached homes. Additionally, more than half of all housing units in Clarksville-Montgomery County have three bedrooms (51.8% of the total units in Montgomery County and 50.9% of the total units in Clarksville).

Housing Units by Tenure
Clarksville-Montgomery County and Nashville MSA, 2020

Owner occupied: Montgomery County 60.9%, Clarksville 54.3%, Nashville-Davidson–Murfreesboro–Franklin, TN 65.6%

Renter occupied: Montgomery County 39.1%, Clarksville 45.7%, Nashville-Davidson–Murfreesboro–Franklin, TN 34.4%

Legend: Montgomery County | Clarksville | Nashville-Davidson–Murfreesboro–Franklin, TN

Source: 2020 ACS 5-Year Estimates

Housing Type
Clarksville, 2020

- Single Family Detached 69.2%
- Single Family Attached 2.4%
- 2-4 Units 11.2%
- 5-9 Units 7.2%
- 10+ Units 7.2%
- Mobile Home 2.8%

Source: 2020 ACS 5-Year Estimates

Housing Type
Montgomery County, 2020

- Single Family Detached 71.1%
- Single Family Attached 2.1%
- 2-4 Units 9%
- 5-9 Units 5.6%
- 10+ Units 6.1%
- Mobile Home 4.1%

Source: 2020 ACS 5-Year Estimates

Value and Size

As the number of units in Clarksville-Montgomery County has risen in the past 20 years, the housing value has also risen. The number of 4-bedroom homes increased by 4.4% in Montgomery County and 3.5% in Clarksville within the past 10 years.

The 2020 median home values in both Clarksville and Montgomery County align. The 2020 median home value of $175,000 for Montgomery County increased by 35.2% over the past 10 years and 105.6% over the past 20 years. Similarly, the 2020 median home value in Clarksville is $164,800, representing an increase of 32.9% over the past 10 years and an increase of 95.7% over the past 20 years. The 2020 median home value for Nashville-Davidson-Murfreesboro-Franklin, TN MSA is higher, reflecting an increase 2010 to 2020 of nearly $100,000 per unit.

According to the Clarksville Association of Realtors - Realtracs 2022, over 4000 new housing units were constructed between 2020 and 2021. During this period, the average selling price of a house in the County rose by 11.46% in 2020 and an 18% increase in 2021.

Attainability

Clarksville-Montgomery County and the Nashville-Davidson-Murfreesboro-Franklin, TN MSA have a similar proportion of cost-burdened households. Across all three geographies, nearly 19% of those who own their home are cost-burdened, meaning they are paying over 30% of their income on housing. Additionally, nearly 41% of residents in the three geographies who rent their housing units are cost-burdened.

Key takeaway: A high percentage of residents in Clarksville and Montgomery County are housing cost burdened. The rising costs of housing when compared to household income has left many residents housing cost burdened which can be defined as the percentage of residents who spend over a third of their income on housing. In the City, 20% of all homeowners are housing cost burdened while 42% of renters are housing cost burdened. These numbers are similar in the County with 19% of homeowners and 41% of renters cost burdened.
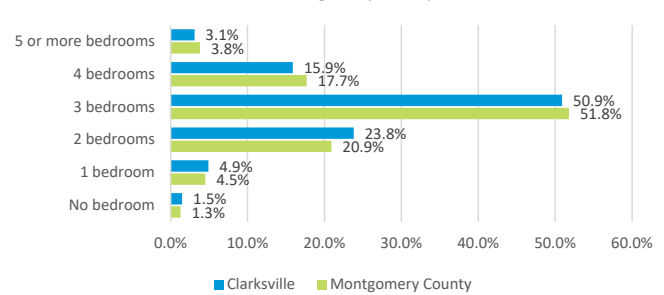
Median Home Value Over Time
Clarksville-Montgomery County, 2000-2020
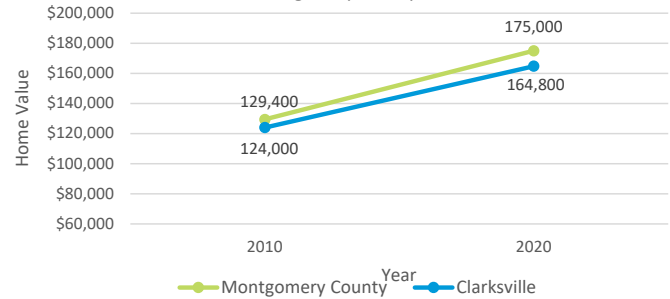
Source: 2000, 2010, and 2020 ACS 5-Year Estimates

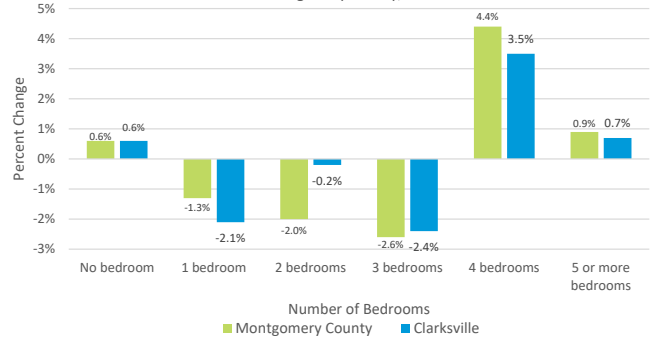### Number of Homes by Bedroom Type
Clarksville-Montgomery County, 2020
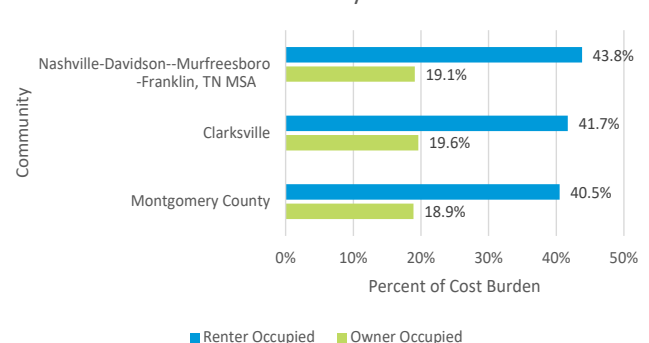

Source: 2020 ACS 5-Year Estimates

10-Year Change of Number of Bedrooms in Households
Clarksville-Montgomery County, 2010-2020
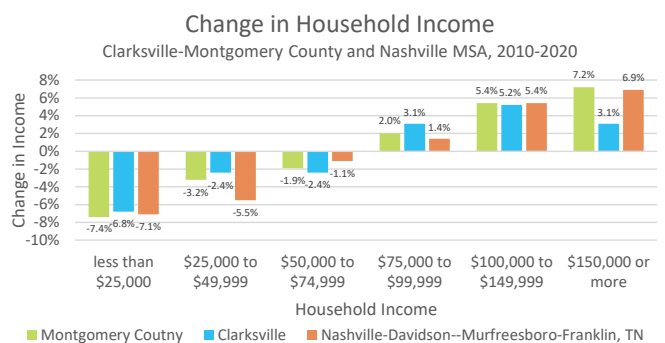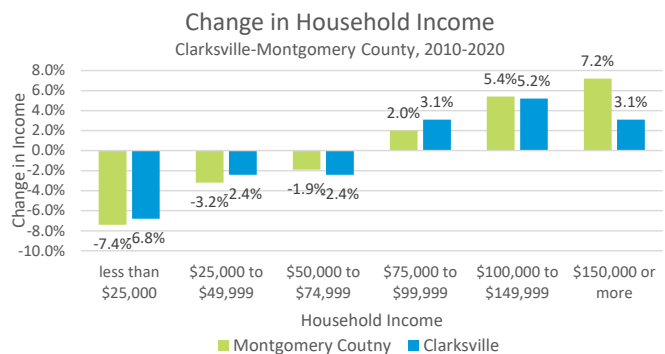

Source: 2010 and 2020 ACS 5-Year Estimates

Cost Burden by Tenure

Income

The median income in Clarksville and Montgomery County has grown modestly over the past 20 years. In Clarksville, median income was $55,819 in 2020, up from $46,742 in 2010, which is a 19.4% increase. Montgomery County experienced a similar increase in median income of 24.4% over the same period, going from $48,930 in 2010 to $60,878* in 2020. The median household income in both Clarksville and Montgomery County remains above the median for Tennessee, which was reported at $54,833 in 2020. The increase in median household income in Clarksville and Montgomery County is attributed to the increase in household incomes earning $75,000 or more. Clarksville had an increase of 11.4% and Montgomery County reported an increase of 14.6% among households earning $75,000 or more.

Key takeaway: The cost of housing is rising faster than wages can keep up. The median home value has risen by over 30% in the City and County in the past 10 years, and rent has increased by 12% in just the past year alone (page 27). While wages have modestly risen by 19% for Clarksville residents and by 24% for Montgomery County residents over the same time period, increases in household income are largely in the upper income brackets of $75,000 or more.

Change in Household Income
Clarksville-Montgomery County, 2010-2020

Source: 2010 and 2020 ACS 5-Year Estimates

Change in Household Income
Clarksville-Montgomery County and Nashville MSA, 2010-2020

Source: 2020 ACS 5-Year Estimates

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* Please note that the 2022 median family income for Montgomery County is $70,500 according to the U.S. Department of Housing and Urban Development. All demographic data in this chapter uses 2020 American Community Survey data.
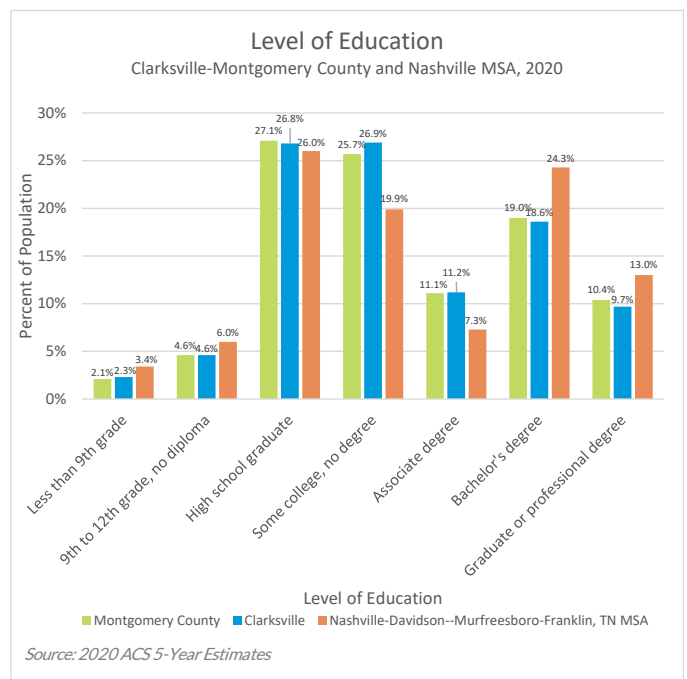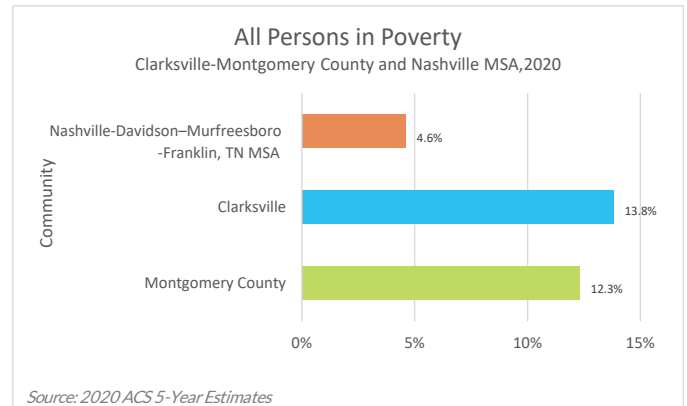
Poverty and Hardship

The U.S. Census Bureau defines household poverty as those households earning less than the cost of living threshold. The threshold is calculated every year to consider changes in the cost of necessities like housing and food costs. According to the 2020 American Community Survey, 25,214 Montgomery County residents live in poverty, accounting for 12.3% of the population. In Clarksville, 21,540 residents live in poverty according to the 2020 American Community Survey, accounting for 13.8% of the population. In the Nashville-Davidson—Murfreesboro-Franklin, TN MSA, only 4.6% of the population is in poverty.

All Persons in Poverty
Clarksville-Montgomery County and Nashville MSA, 2020

Community	
Nashville-Davidson–Murfreesboro-Franklin, TN MSA	4.6%
Clarksville	13.8%
Montgomery County	12.3%

Source: 2020 ACS 5-Year Estimates

Education

The majority of Clarksville-Montgomery County are high school graduates or have some college with no degree. In Montgomery County, 27.1% of residents are high school graduates and 25.7% of residents have some college without a degree. Following the educational attainment of these residents, 19% of residents hold a bachelor's degree. In Clarksville, 26.9% of residents have some college without a degree, followed by 26.8% of residents with a high school diploma. Similar to Montgomery County, 18.6% of residents in Clarksville hold a bachelor's degree.

The Nashville-Davidson—Murfreesboro-Franklin, TN MSA has a similar level of education rates as Clarksville-Montgomery County, although the MSA has fewer residents with some college, but no degree and residents with an associate degree. Additionally, the MSA has approximately 30% more residents with either a bachelor's degree or graduate degree compared to Clarksville-Montgomery County.
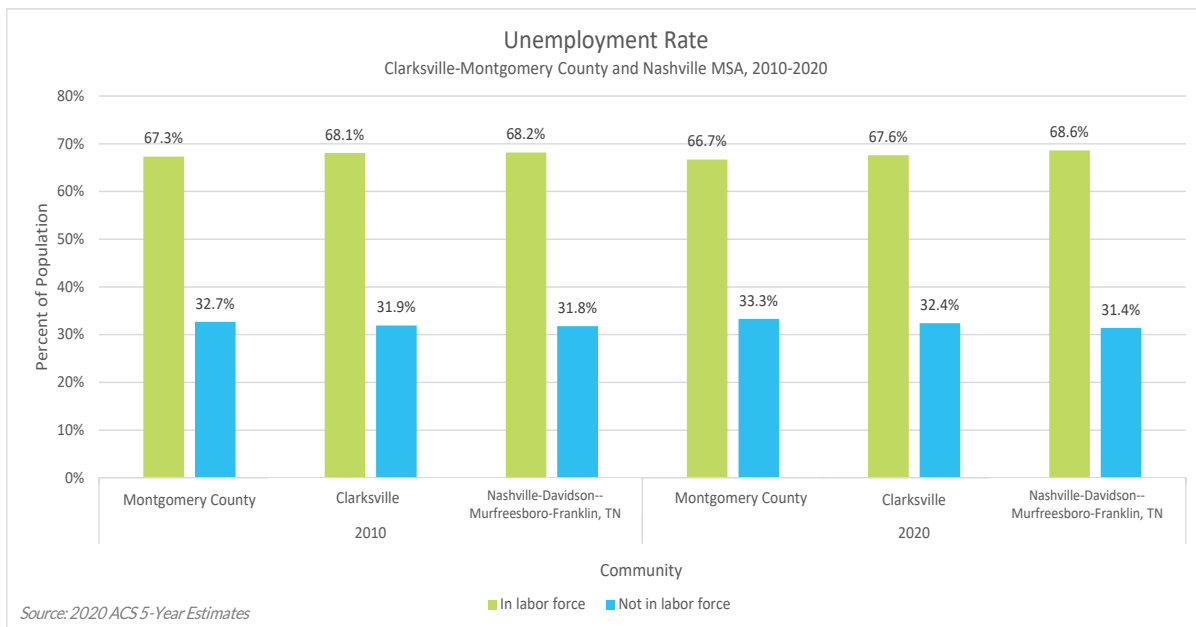
Key takeaway: The majority of Clarksville and Montgomery County residents are high school graduates or have some college, but no degree.

Level of Education
Clarksville-Montgomery County and Nashville MSA, 2020

Level of Education	Montgomery County	Clarksville	Nashville-Davidson--Murfreesboro-Franklin, TN MSA
Less than 9th grade	2.1%	2.3%	3.4%
9th to 12th grade, no diploma	4.6%	4.6%	6.0%
High school graduate	27.1%	26.8%	26.0%
Some college, no degree	25.7%	26.9%	19.9%
Associate degree	11.1%	11.2%	7.3%
Bachelor's degree	19.0%	18.6%	24.3%
Graduate or professional degree	10.4%	9.7%	13.0%

Source: 2020 ACS 5-Year Estimates

Employment

According to the U.S. Bureau of Labor Statistics, the civilian labor force is defined as all people aged 16 and older who are classified as either employed or unemployed. In other words, the labor force is the number of people who are either working or actively looking for work. The labor force participation rate represents the number of people in the labor force (either working for actively looking for work) as a percentage of the civilian noninstitutional population. The U.S. Bureau of Labor Statistics defines a person as unemployed if they were not employed when the Current Population Survey was taken, they were available for work during the survey reference week, except for temporary illness; and if they made an active effort to find a job during the four weeks ending with the survey reference week or they were temporarily laid off and expecting to be recalled to their job.

The number of jobs in both Montgomery County and Clarksville increased from 2009 to 2019, as Montgomery County reported 50,425 jobs in 2019, a 27.9% increase from the 39,429 jobs reported in 2009. Clarksville experienced a similar increase in jobs from 2009 to 2019 as the City reported 42,659 jobs in 2019, which is a 20.2% increase from the 35,491 jobs reported in 2009.

Unemployment Rate
Clarksville-Montgomery County and Nashville MSA, 2010-2020

Source: 2020 ACS 5-Year Estimates

Montgomery County

In Montgomery County, the five employment sectors with the highest number of jobs include Retail Trade, Accommodation and Food Services, Educational Services, Health Care and Social Assistance, and Manufacturing. From 2009 to 2019,

- Retail Trade experienced a 22.3% increase in jobs, growing from 6,376 jobs in 2009 to 7,797 jobs in 2019;

- Accommodation and Food Services experienced a 36.1% increase in jobs, rising from 5,129 jobs in 2009 to 6,979 jobs in 2019;

- Education Services experienced a 23.6% increase in jobs, growing from 5,073 jobs in 2009 to 6,270 jobs in 2019;

- Health Care and Social Assistance jobs grew by 65.9%, increasing from 3,757 jobs in 2009 to 6,232 jobs in 2019; and

- Manufacturing experienced a 12.1% increase in jobs from 2009 to 2019, growing from 5,356 jobs in 2009 to 6,120 jobs in 2019.

Health Care and Social Assistance experienced the greatest increase in the number of jobs from 2009 to 2019 as it grew by 65.9%, while Professional, Scientific, and Technical Services experienced the greatest loss in jobs by 1.7% from 2009 to 2019, falling from 1,830 jobs in 2009 to 1,481 jobs in 2019.

Key takeaway: All job sectors in the County, excluding Professional, Scientific, and Technical Services, experienced growth in the past decade. The Healthcare and Social Assistance sector saw a 66% growth between 2009 and 2019.

Clarksville

In Clarksville, the five employment sectors with the highest number of jobs include Retail Trade, Educational Services, Accommodation and Food Services, Health Care and Social Assistance, and Manufacturing. From 2009 to 2019,

- Retail Trade experienced a 23.9% increase in jobs from 2009 to 2019, increasing from 6,058 jobs in 2009 to 7,508 jobs in 2019;

- Educational Services experienced a 23.4% increase in jobs from 2009 to 2019, rising from 5,072 jobs in 2009 to 6,258 jobs in 2019;

- Accommodation and Food Services experienced a 37.4% increase in jobs from 2009 to 2019, rising from 4,921 jobs in 2009 to 6,762 jobs in 2019;

- Health Care and Social Assistance experienced a 75.8% increase in jobs from 2009 to 2019, rising from 3,304 jobs in 2009 to 5,809 jobs in 2019; and

- Manufacturing experienced a 19.8% loss in jobs from 2009 to 2019, declining from 3,521 jobs in 2009 to 2,825 jobs in 2019.

Health Care and Social Assistance experienced the greatest increase in the number of jobs from 2009 to 2019 as it grew by 75.8%, while Manufacturing experienced the greatest decline in the number of jobs from 2009 to 2019 as it fell by 19.8%.

Key takeaway: All job sectors in the City, except Manufacturing, experienced job growth.

Employment Sectors						
	Montgomery County					
	2009		2019		2009 - 2019	
	Count	Share	Count	Share	Total Change	Percent Change
Total Primary Jobs	39,429	100.00%	50425	100%	10996	0.00%
Agriculture, Forestry, Fishing and Hunting	23	0.10%	18	0.00%	-5	-0.10%
Mining, Quarrying, and Oil and Gas Extraction	301	0.80%	315	0.60%	14	-0.20%
Utilities	358	0.90%	675	1.30%	317	0.40%
Construction	1,586	4.00%	2,110	4.20%	524	0.20%
Manufacturing	5,356	13.60%	6,120	12.10%	764	-1.50%
Wholesale Trade	943	2.40%	1,716	3.40%	773	1.00%
Retail Trade	6,376	16.20%	7,797	15.50%	1421	-0.70%
Transportation and Warehousing	584	1.50%	682	1.40%	98	-0.10%
Information	664	1.70%	895	1.80%	231	0.10%
Finance and Insurance	1,010	2.60%	1,236	2.50%	226	-0.10%
Real Estate and Rental and Leasing	479	1.20%	827	1.60%	348	0.40%
Professional, Scientific, and Technical Services	1,830	4.60%	1,481	2.90%	-349	-1.70%
Management of Companies and Enterprises	148	0.40%	344	0.70%	196	0.30%
Administration & Support, Waste Management and Remediation	2,488	6.30%	2,897	5.70%	409	-0.60%
Educational Services	5,073	12.90%	6,270	12.40%	1197	-0.50%
Health Care and Social Assistance	3,757	9.50%	6,232	12.40%	2475	2.90%
Arts, Entertainment, and Recreation	236	0.60%	343	0.70%	107	0.10%
Accommodation and Food Services	5,129	13.00%	6,979	13.80%	1850	0.80%
Other Services (excluding Public Administration)	1,352	3.40%	1,218	2.40%	-134	-1.00%
Public Administration	1,736	4.40%	2,270	4.50%	534	0.10%

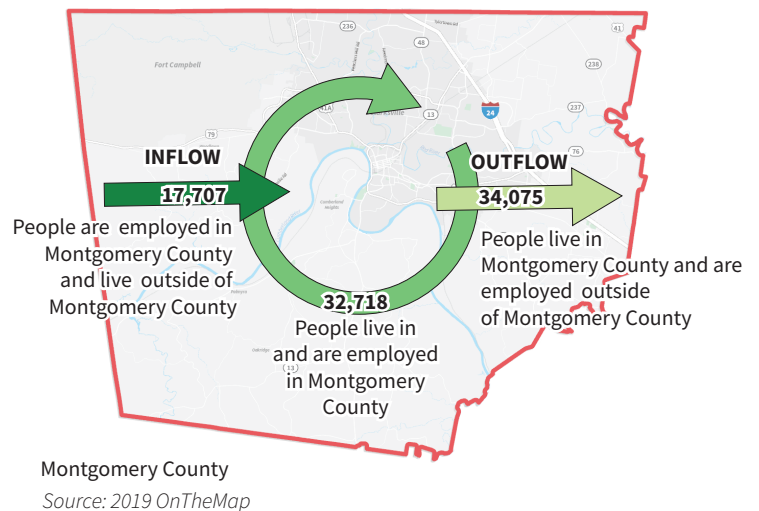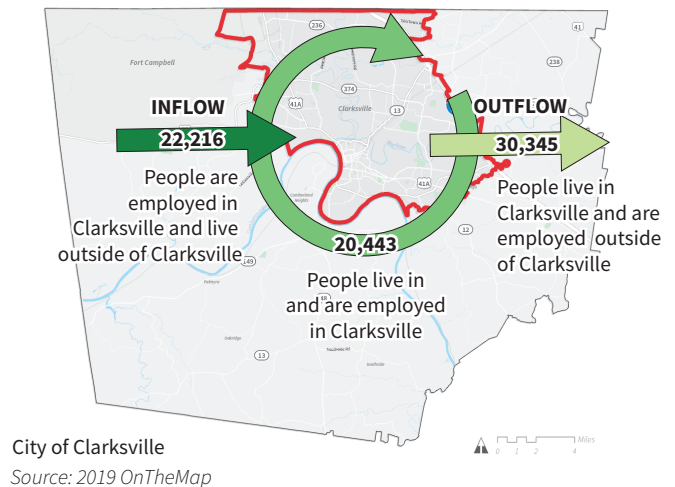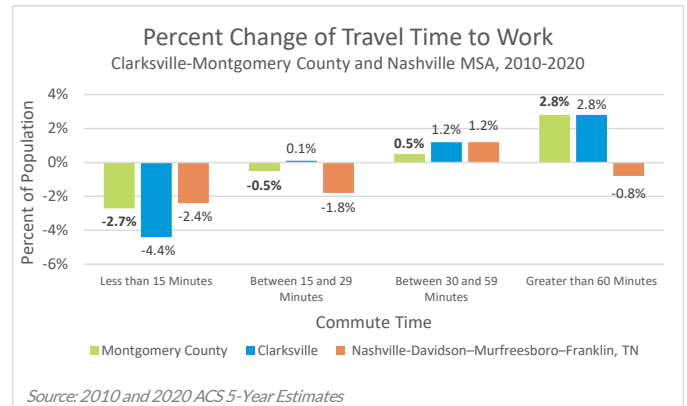| Employment Sectors						
	Clarksville					
	2009		2019		2009 - 2019	
	Count	Share	Count	Share	Total Change	Percent Change
Total Primary Jobs	35,491	100%	42659	100%	7,168	0%
Agriculture, Forestry, Fishing and Hunting	6	0.00%	6	0.00%	0	0%
Mining, Quarrying, and Oil and Gas Extraction	301	0.80%	49	0.10%	-252	-1%
Utilities	314	0.90%	632	1.50%	318	1%
Construction	1,184	3.30%	1,457	3.40%	273	0%
Manufacturing	3,521	9.90%	2,825	6.60%	-696	-3%
Wholesale Trade	858	2.40%	1,008	2.40%	150	0%
Retail Trade	6,058	17.10%	7,508	17.60%	1,450	0%
Transportation and Warehousing	520	1.50%	601	1.40%	81	0%
Information	662	1.90%	888	2.10%	226	0%
Finance and Insurance	993	2.80%	1,209	2.80%	216	0%
Real Estate and Rental and Leasing	455	1.30%	784	1.80%	329	1%
Professional, Scientific, and Technical Services	1,727	4.90%	1,285	3.00%	-442	-2%
Management of Companies and Enterprises	148	0.40%	342	0.80%	194	0%
Administration & Support, Waste Management and Remediation	2,284	6.40%	1,546	3.60%	-738	-3%
Educational Services	5,072	14.30%	6,258	14.70%	1,186	0%
Health Care and Social Assistance	3,304	9.30%	5,809	13.60%	2,505	4%
Arts, Entertainment, and Recreation	230	0.60%	316	0.70%	86	0%
Accommodation and Food Services	4,921	13.90%	6,762	15.90%	1,841	2%
Other Services (excluding Public Administration)	1,197	3.40%	1,105	2.60%	-92	-1%
Public Administration	1,736	4.90%	2,269	5.30%	533	0%

Commute and Labor Shed

Commuting data for residents in Clarksville-Montgomery County and the Nashville-Davidson-Murfreesboro-Franklin, TN MSA represents their travel time to work and how they get to work. Clarksville-Montgomery County has similar commute times to work, the Montgomery County average being 26 minutes, the Clarksville average being 25 minutes, and the MSA averge being 28 minutes. Over the past 10 years, less than 15-minute commute times decreased in Clarksville, Montgomery County, and the MSA. 30-minute or more commute times increased in Clarksville and Montgomery County. Over three-quarters of residents in Clarksville-Montgomery County and the MSA commute to work by driving alone, followed by carpooling to work.

A labor shed compares where workers work in relation to where they live. According to the U.S. Census 48.2% of workers in Clarksville-Montgomery County live in the City of Clarksville. The remainder of the Clarksville-Montgomery County workforce lives across a wide area of northern Tennessee and southern Kentucky, with no place accounting for more than 3.4% of workforce home locations. The share of jobs in Clarksville is followed by jobs in the Nashville-Davidson metropolitan government. As of 2019, nearly half, or 51%, of Montgomery County residents live in the County but are employed elsewhere whereas 49% live and are employed in Montgomery County. The share of residents who live in Montgomery County but are employed elsewhere grew by 4.4% in the past 10 years. The share of residents who live and work in Montgomery County declined by 4.4% in the past 10 years. Over half (59.7%) of residents in Clarksville, live in the City but are employed outside of the City. 40.3% of Clarksville residents both work and live in the City, which declined by 5.6% in the past 10 years. 3.7% of Clarksville workers and 3.4% of Montgomery County workers work in the Nashville MSA.
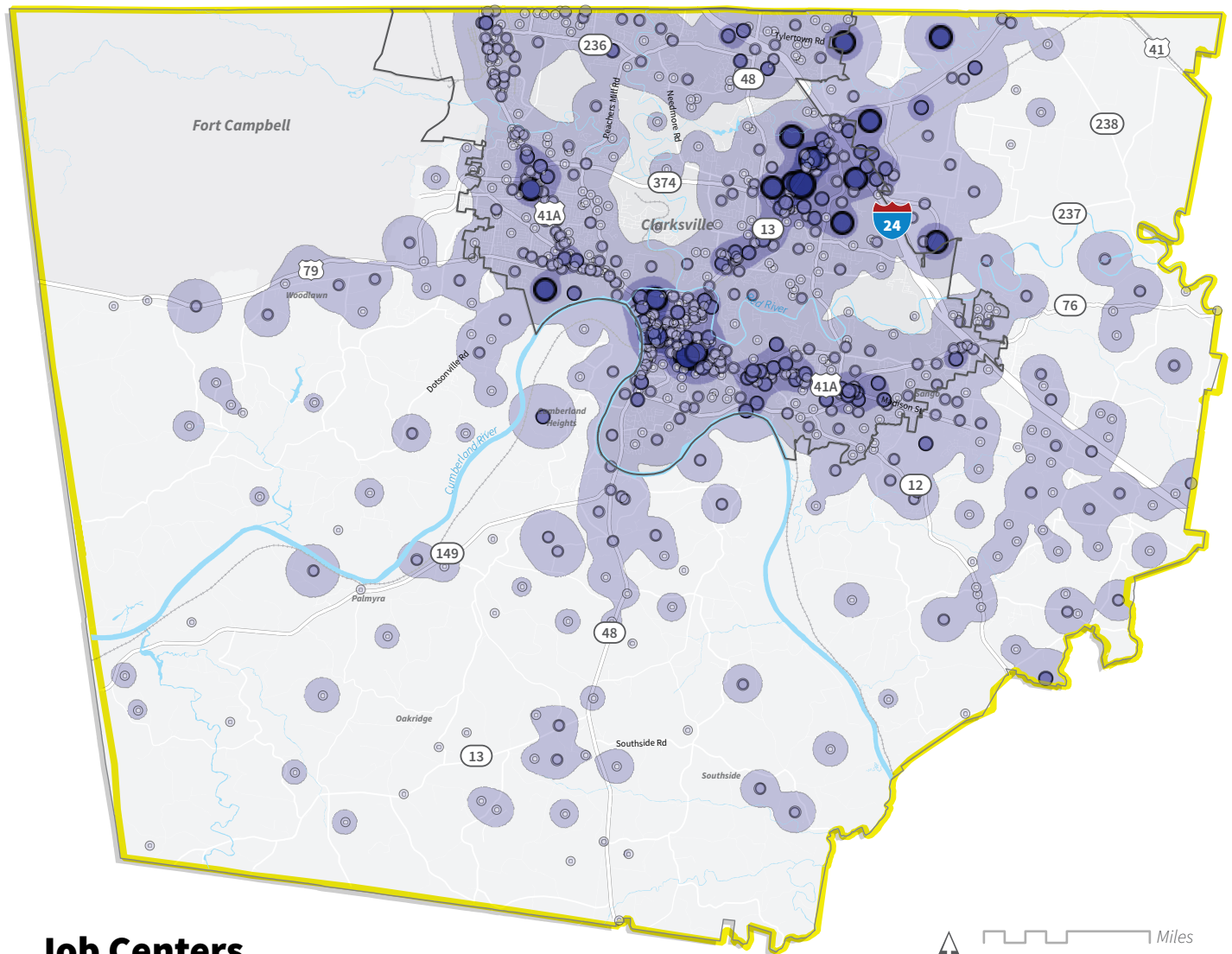
Where Clarksville-Montgomery County Workers Live

	Count	Share
All Places (Cities, CDPs, etc.)	50,425	100.0%
Clarksville, TN	24,313	48.2%
Nashville-Davidson Metro Area, TN	1,705	3.4%
Oak Grove, KY	442	0.9%
Hopkinsville, KY	347	0.7%
Murfreesboro, TN	333	0.7%
Memphis, TN	301	0.6%
Hendersonville, TN	230	0.5%
Springfield, TN	208	0.4%
Dickson, TN	192	0.4%
Franklin, TN	185	0.4%
All Other Locations*	22,169	44.0%

Source: 2019 OnTheMap

Percent Change of Travel Time to Work
Clarksville-Montgomery County and Nashville MSA, 2010-2020

Source: 2010 and 2020 ACS 5-Year Estimates

City of Clarksville
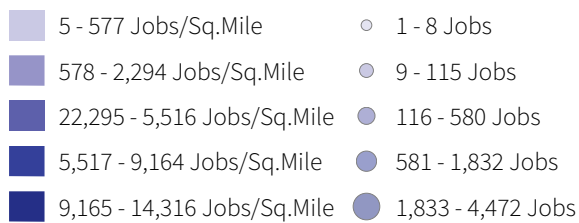*Source: 2019 OnTheMap*

Montgomery County
Source: 2019 OnTheMap

Key takeaway: Residents of Clarksville and Montgomery County are driving further distances to reach employment. Commute times to work have gotten higher in the past 10 years. The number of residents who lived and worked in Montgomery County (49%) declined by 4.4%. The number of residents who lived and worked in Clarksville (40.3%) declined by 5.6%.
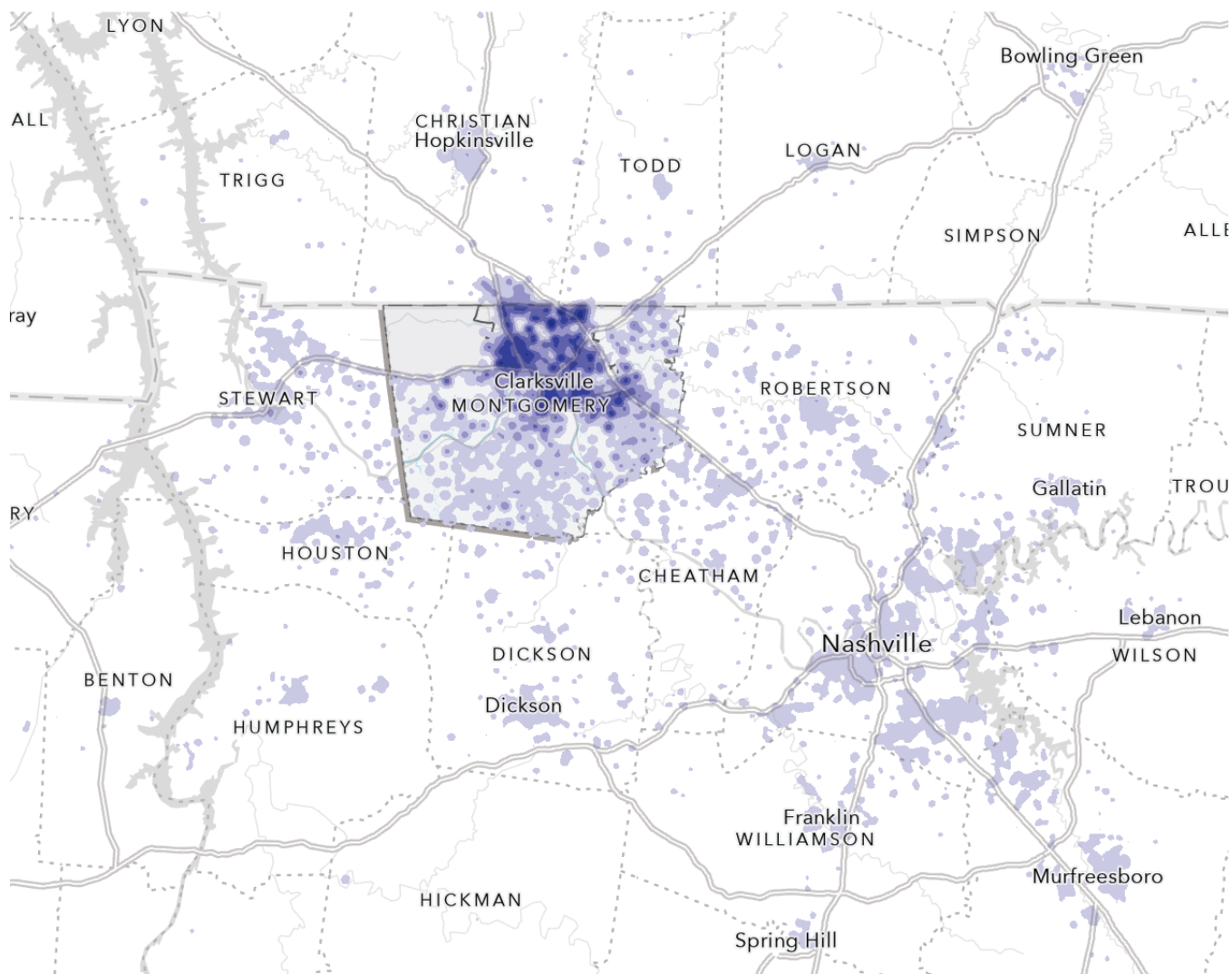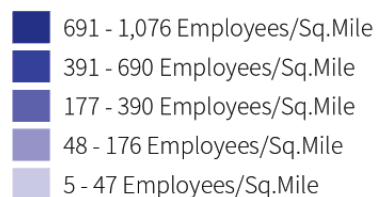
Job Centers

Legend:

	Density (Jobs/Sq.Mile)		Point values (Jobs)
	5 - 577 Jobs/Sq.Mile	○	1 - 8 Jobs
	578 - 2,294 Jobs/Sq.Mile	○	9 - 115 Jobs
	22,295 - 5,516 Jobs/Sq.Mile	○	116 - 580 Jobs
	5,517 - 9,164 Jobs/Sq.Mile	○	581 - 1,832 Jobs
	9,165 - 14,316 Jobs/Sq.Mile	○	1,833 - 4,472 Jobs

Source: 2019 OnTheMap

Where Workers Live

The map shows the density of where workers in Clarksville-Montgomery County live. The remainder of the City and County workforce lives across a wide area of northern Tennessee and southern Kentucky.

- 691 - 1,076 Employees/Sq.Mile
- 391 - 690 Employees/Sq.Mile
- 177 - 390 Employees/Sq.Mile
- 48 - 176 Employees/Sq.Mile
- 5 - 47 Employees/Sq.Mile

Source: 2019 OnTheMap

Economic profile

The primary identifiers for the health of real estate markets are vacancy rates, rents per square foot, and the amount of construction activity. Low vacancy rates, stable or gradually increasing rents, and high construction activity are the ideal scenarios for healthy markets. The assessments described here are based on data from CoStar, the leading provider of real estate data, and American Community Survey (ACS) data from 2022 for some aspects of the residential market. All references to dollar amounts are adjusted for inflation.
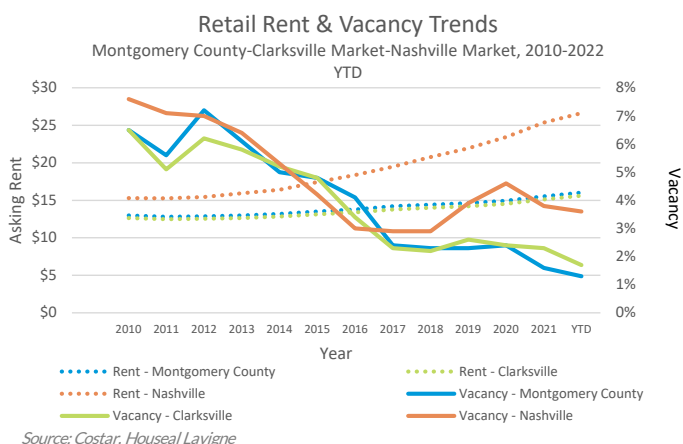
Defining the Market Areas

The market area for residential, office, and retail in Clarksville is defined as the combined area of Montgomery County along with Trigg and Christian Counties in Kentucky. Data has also been compiled for the Montgomery County submarket and the nearby Nashville market area.

12 Month Rent Growth
Clarksville-Montgomery County and Nashville, TN, 2022

Source: 2022 CoStar Group
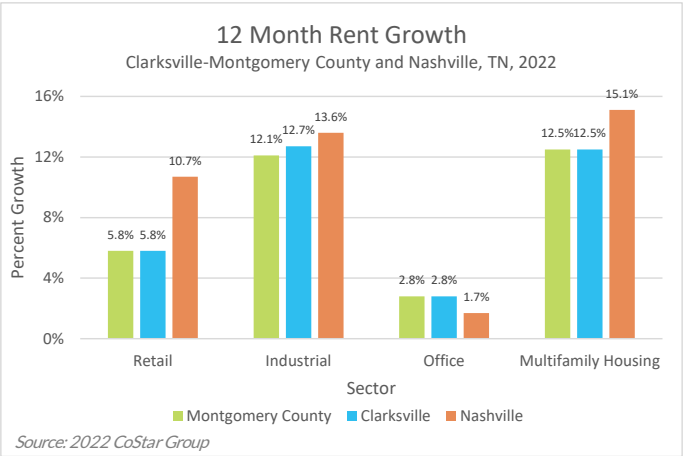
Retail

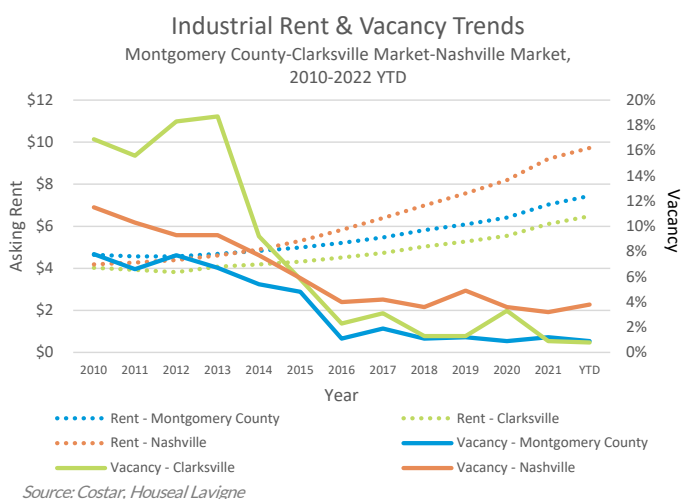**The retail market in Clarksville-Montgomery County is responding well to local population growth.**

There is 24 million square feet of leasable retail space. Rents in Montgomery County are $16.00 per square foot, which represents an increase of 5.7% over the past year. In Clarksville, rents are $15.62, which represents a 5.7% increase over the past year. Although retail space construction has slowed in Clarksville-Montgomery since 2020, nine retail properties including 136,144 of retail space, are currently being constructed in Clarksville-Montgomery County.

Retail Rent & Vacancy Trends
Montgomery County-Clarksville Market-Nashville Market, 2010-2022 YTD

Legend: Rent - Montgomery County, Rent - Clarksville, Rent - Nashville, Vacancy - Montgomery County, Vacancy - Clarksville, Vacancy - Nashville

Source: Costar, Houseal Lavigne

Industrial

The industrial market is in great condition with Montgomery County containing more than half of the metro's total industrial pool.

The industrial market has 11.95 million square feet and industrial rents in the Clarksville-Montgomery market rose 12.1% over the past year. The market is in good health, as rents per square foot have been continuously rising since 2021 to a current average price of about $6.48 per square foot in Clarksville and $7.44 in Montgomery County. Nashville experienced similar growth (an increase in rents of 13.6%) over the past year as demand for industrial space in the area remains above historical trends. Clarksville-Montgomery County continues to grow its industrial market as two properties, which will be 261,000 square feet in total, are currently under construction.

Industrial Rent & Vacancy Trends
Montgomery County-Clarksville Market-Nashville Market, 2010-2022 YTD

Legend: Rent - Montgomery County, Rent - Clarksville, Rent - Nashville, Vacancy - Montgomery County, Vacancy - Clarksville, Vacancy - Nashville
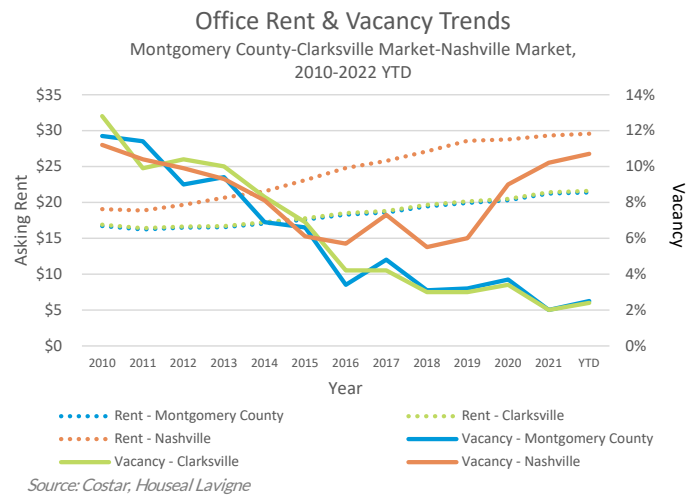
Source: Costar, Houseal Lavigne

Partnerships between various organizations have contributed to the industrial growth in Clarksville-Montgomery County. Campaigns initiated by Aspire Foundation, a public/private partnership between the Industrial Development Board, Visit Clarksville, and Chamber of Commerce, such as "Aspire V – Focus on the Future" successfully added over 7,000 jobs between July 2019 and December 2021, generating $416.4 million in income. Aspire V – Focus on the Future projects also created over $1.77 billion in total business activity in the same period with durable goods wholesaling, real estate, wholesale of machinery, and non-durable wholesaling as the top 5 output categories. The economic impacts of the projects measures jobs, income, value-added, and output (total business activity) as well as impacts on spending, savings, taxes, and return on investment for both public and private investors.

Office

The health of the local office market exceeds current national standards.

There are 7.5 million square feet of office space in the Community with 2,200 square feet of office space under construction. Rents have risen by 2.8% in the past year to $21.61 per square foot in Clarksville and $21.39 in Montgomery County. At 2.4% vacancy in Clarksville and 2.5% in Montgomery County, the market is in good health, especially compared to Nashville's vacancy rate of 10.7%. Office rent growth and demand in Clarksville-Montgomery County have been strong as office rents are 31.7% higher than they were a decade ago.

Office Rent & Vacancy Trends
Montgomery County-Clarksville Market-Nashville Market,
2010-2022 YTD

Legend:
- •••• Rent - Montgomery County
- •••• Rent - Clarksville
- •••• Rent - Nashville
- —— Vacancy - Montgomery County
- —— Vacancy - Clarksville
- —— Vacancy - Nashville

Source: Costar, Houseal Lavigne

Multifamily Housing

The residential multifamily market is stable, with increases in construction and asking rent.

In multifamily buildings of greater than four units*, there are approximately 13,944 units. Currently, Clarksville-Montgomery County has a vacancy rate of 4.2% for multifamily units while Nashville has a vacancy rate of 6.4%. The vacancy rate has decreased by 0.4 percentage points in the past year. The average asking rent of Clarksville-Montgomery multifamily units is $1,118, which is slightly under Nashville's average asking rent of $1,661. Asking rent in Clarksville-Montgomery County rose by 12.5% in the past year while the asking rent in Nashville rose by 15.1% over the same period.

Key takeaway: All markets (retail, industrial, office, multifamily housing) are ripe for growth, showing low vacancy rates and increasing rents.

Multifamily Rent & Vacancy Trends
Montgomery County-Clarksville Market-Nashville Market,
2010-2022 YTD

Legend:
- •••• Rent - Clarksville
- •••• Rent - Nashville
- —— Vacancy - Clarksville
- —— Vacancy - Nashville

Source: Costar, Houseal Lavigne
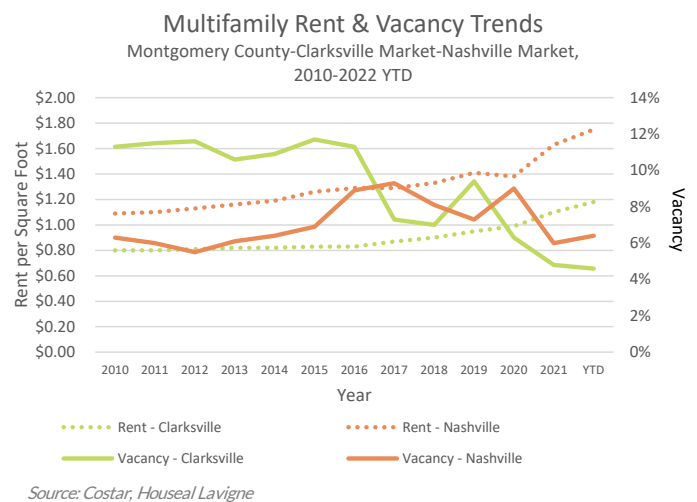
Note: Vacancy and rent for Montgomery County is the same as Clarksville.

*Note: Costar defines multifamily as more than four units.

Community Outreach

The Clarksville-Montgomery Comprehensive Plan must address land use, transportation, and development concerns. The Comprehensive Plan will additionally provide insights on other concerns, such as the lack of diverse housing stock, the need for higher-wage jobs, and the preservation of open space and natural features. The summary of top issues covers the most commonly discussed issues and opportunities in Clarksville-Montgomery as identified by the community. Throughout the planning process, outreach and engagement from citizens, focus groups, committees, and City Council and County Commissioners will be critical to understanding Clarksville-Montgomery County's issues, opportunities, key strengths, and assets. The comments received are directly reflected in the vision, goals, recommendations, and policies of the Clarksville-Montgomery Comprehensive Plan. There were a variety of opportunities for the public, focus groups, committees, and City Council and County Commissioners to participate in providing feedback. Outreach opportunities included online outreach through community questionnaires and map.social, meetings with City and County staff and Commissioners, the Technical Committee, a Citizen and Steering Committee workshop; and focus group and key stakeholder interviews. Throughout this chapter, insights from feedback received will be summarized according to questionnaire methodology, committee, and stakeholder. Additionally, only the most frequently stated issues will be throughout the summaries as they indicate that they are the highest priority to be addressed among the community.

To date, the planning process has engaged over 1,000 individuals through a combination of in-person and online community outreach tools and exercises including:

- In-Person Participants – 130
- Workshops Conducted – 88
- Online Community Questionnaire Participants – 860
- map.social maps – 39
- map.social points – 385
- Focus Groups and Key Person Interview Participants – 42
- Focus Groups and Key Person Interview Meetings – 12

Facilitated Outreach Events – Project Kickoff

Facilitated outreach events are critical to understanding community issues, identifying projects or actions the community is currently interested in or concerned about, and determining what community assets and strengths should be preserved as the Comprehensive Plan addresses change. Several outreach events were conducted during the project initiation step, including the following. A detailed summary of the kickoff outreach events is included in the appendix at the end of the ECR.

Staff Kickoff

On March 30, 2022, Clarksville-Montgomery hosted a kickoff meeting with the Clarksville-Montgomery Regional Planning Commission (RPC) staff to discuss the vision, goals, actions, and implementation of the Comprehensive Plan. A total of 12 RPC staff members attended the meeting. During the meeting, RPC staff were introduced to the components of the comprehensive plan and the planning process. The group provided initial insight to consider for the Clarksville-Montgomery Comprehensive Plan.

Focus Groups and Key Person Interviews

Interview-style discussions were conducted with small focus groups to discuss existing conditions, issues, and potentials within Clarksville-Montgomery. Interviews took place in person at the Clarksville-Montgomery Regional Planning Commission offices from March 30 through April 1, 2022, and virtually on April 7, 2022. Each interview lasted approximately 45 minutes to one hour. Interviews included a sequence of questions regarding the community and were conducted in a conversational style with an emphasis on each group's particular area of expertise or interest. These conversations were intended to be candid and confidential. The focus groups were organized by industry and institutions and included the following participants:

- Austin Peay State University (APSU) – 3
- Businesses – 3
- City and County Mayors – 2
- Developers – 2
- Downtown Developers – 4
- Education – 3
- Engineers – 2
- Fort Campbell – 3
- Housing – 6
- Industrial Development Board and Economic Development Council – 2
- Sustainability (virtual) – 4
- Transportation – 8

Kickoff Workshops

A series of kickoff workshops were held during the project initiation. Each workshop began with participants individually identifying issues and concerns. The group then prioritized each issue to create a cumulative list as a group. Next, participants voted on what they thought were the most important issues from the cumulative list. In response to the cumulative list, each group was asked to name specific projects or actions that would function as a solution to the issues identified. To conclude the workshop, participants were asked to list the strengths and advantages of Clarksville-Montgomery that should be preserved. The following groups were engaged in this format.

Technical Committee

The RPC organized a workshop with the Technical Committee on March 30, 2022, at the Commission's offices. A total of thirty Technical Committee members attended. The workshop was intended to gain insight from the committee about the top issues, concerns, assets, and strengths of Clarksville-Montgomery from a technical perspective. Invitees to the Technical Committee included representatives from the following:

- APSU
- Bi-County Solid Waste
- City Chief of Staff
- City Code Department
- Clarksville Area Chamber of Commerce
- Clarksville Gas and Water
- Clarksville Housing Authority
- Clarksville Street Department
- Clarksville Urbanized Area Metropolitan Planning Organization (CUAMPO)
- Clarksville Montgomery County School System
- CMC Green Certification Program

- Convention and Visitors Bureau
- County Code Department
- County Engineer
- County Stormwater
- CTS Clarksville Transit Authority
- Cumberland Heights Utility District
- Cunningham Utility District
- Downtown Commons
- East Montgomery Utility District
- Economic Development Council
- Fort Campbell
- Greater Nashville Regional Council (GNRC)

- IDB Industrial Development Board
- Montgomery County Assessor
- Montgomery County Highway Department
- Montgomery County Parks Department
- Neighborhood and Community Services
- Parks and Environment
- Public Safety, including Sheriff, Police, Fire, and EMS
- TDOT
- UT TSU County Ag Extension
- Woodlawn Utility District

Steering Committee

A workshop for the Steering Committee, made up of the RPC Commissioners, was held on March 31, 2022, at the Clarksville Montgomery County Regional Planning Commission offices. Thirty committee members attended the workshop. The purpose of this workshop was to allow the Steering Committee to discuss ideas and provide valuable input before the plan recommendations are drafted.

City Council and County Commissioners

The Clarksville-Montgomery County RPC hosted a workshop for the City Council and County Commissioners as part of the kickoff outreach process for the Clarksville-Montgomery County Comprehensive Plan. A total of 16 Commissioners and Council Members attended the workshop held on March 31, 2022, in the Montgomery County Historic Courthouse.

Online Outreach

Self-guided online outreach allowed stakeholders to participate by filling out a questionnaire, or by mapping issues, opportunities, and assets using map.social, an online mapping tool. A project webpage linked to the RPC homepage was designed to support the planning process. The webpage is an "online project hub" containing information and updates concerning the project, including meeting notices and project documents. The webpage will remain active through the adoption of the Comprehensive Plan.

The project webpage is available at: www.cmcrpc.com/compplan/

Community Questionnaire

A community questionnaire was provided on the Clarksville-Montgomery County Comprehensive Plan webpage that enabled stakeholders throughout the community to participate in the outreach process at their own pace. The community questionnaire asked a series of questions about the quality of the community's character, quality of life, housing, land use, infrastructure, transportation, workforce, and open spaces. There was a total of 860 questionnaire responses and featured multiple-choice questions in nine sections organized by topic.

A dashboard for reviewing the results of the questionnaire is available at: https://arcg.is/1TijyH

map.social

The Clarksville-Montgomery Comprehensive Plan process used map.social, a web-based interactive mapping tool, to collect location-specific input on issues and assets from Clarksville-Montgomery stakeholders. A total of 385 points were identified by map.social participants. Assets and opportunities include 98 points for community assets, 98 points for transportation improvement, 57 points for priority development sites, and 51 points for key destinations. Comments made by participants for community assets are for the majority centered in downtown Clarksville and Clarksville-Montgomery County's parks.

Comments made by participants regarding Clarksville-Montgomery County's community assets include how Austin Peay State University is a "major underutilized asset for workforce development, arts, and education in the community;" the Cumberland River is an "underutilized asset in terms of community," with the potential to draw people from downtown to the River and connect the asset to additional parks; and Wilson Green, Clarksville's "most diverse neighborhood," should be used as a model to be replicated. Participants praised Clarksville-Montgomery County's parks and historic corridors as well as the potential the community has for building multimodal connections, redeveloping parcels as future schools, and activating public spaces

Suggestions made about transportation improvements address dangerous roadways, traffic, and pedestrian disconnectedness. The location of transportation improvements is on state interstates such as U.S. Route 79, TN-76, TN-12, and Old Highway 48. Participants reported traffic congestion throughout I-24 and the need for road widening to accommodate for increased traffic volumes, bridge widening on U.S. Route 79 over the Red River, as well as traffic signal improvements on TN-12 as Clarksville-Montgomery County continues to grow and congestion increases. Additionally, participants found that sidewalks could be added throughout downtown Clarksville and around Austin Peay State University. Participants asserted the need for local bus connections throughout the downtown. Lastly, participants admired the idea of greenway connections, particularly in Valley Brook Park, the RiverWalk Upland Trail, and from the Red River to downtown.

Participants identified several parcels with the potential to be redeveloped, particularly the College Street Industrial Corridor, the North Branch Library, and the Fort Defiance Entrance Way. These sites are sought to be redeveloped so that they can be given a new purpose for residents to enjoy and to welcome visitors into the community through attractive corridors.

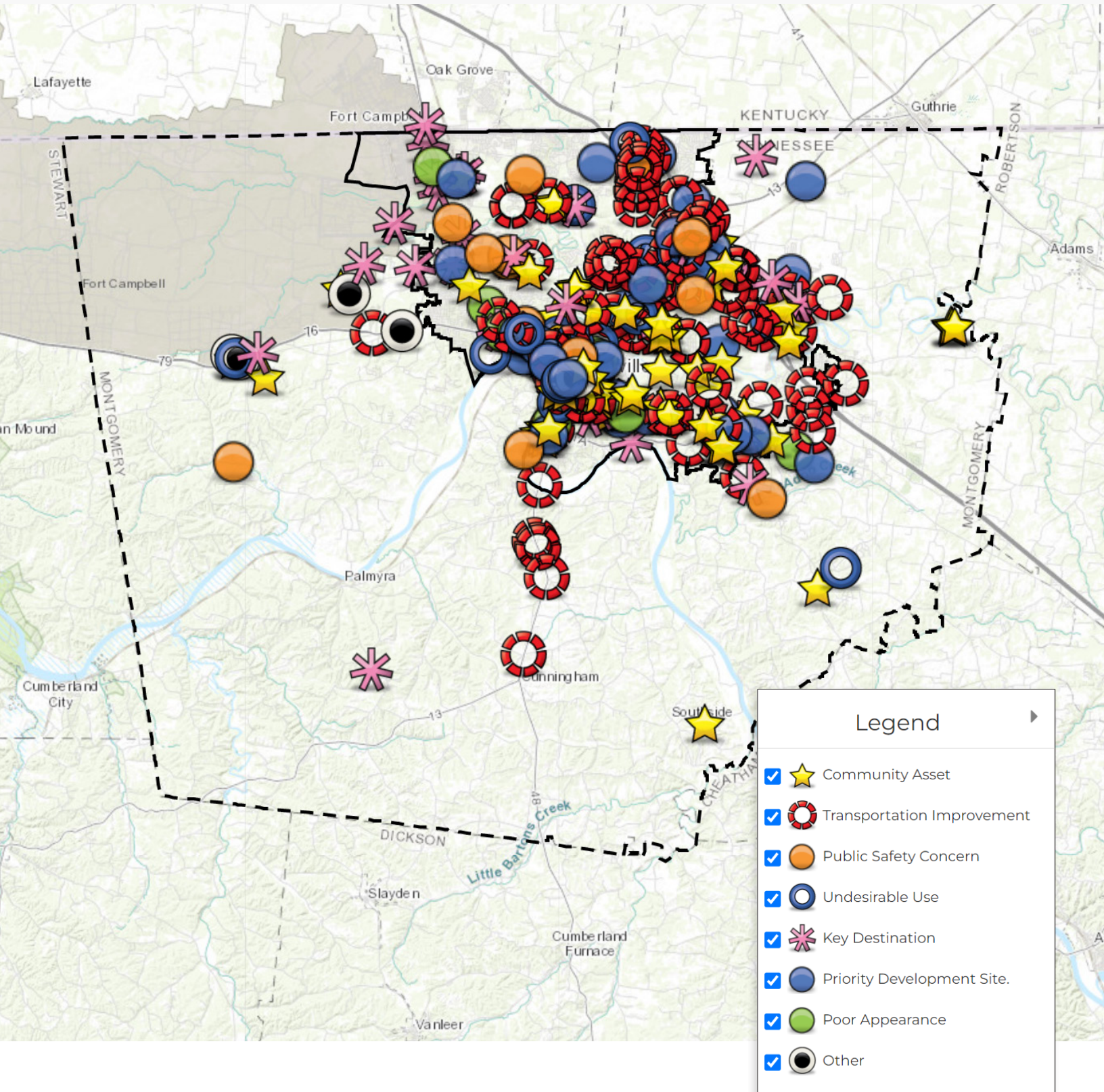*map.social will be publicly deployed again as a public feedback tool in Task 6 – Area Framework Plans.*
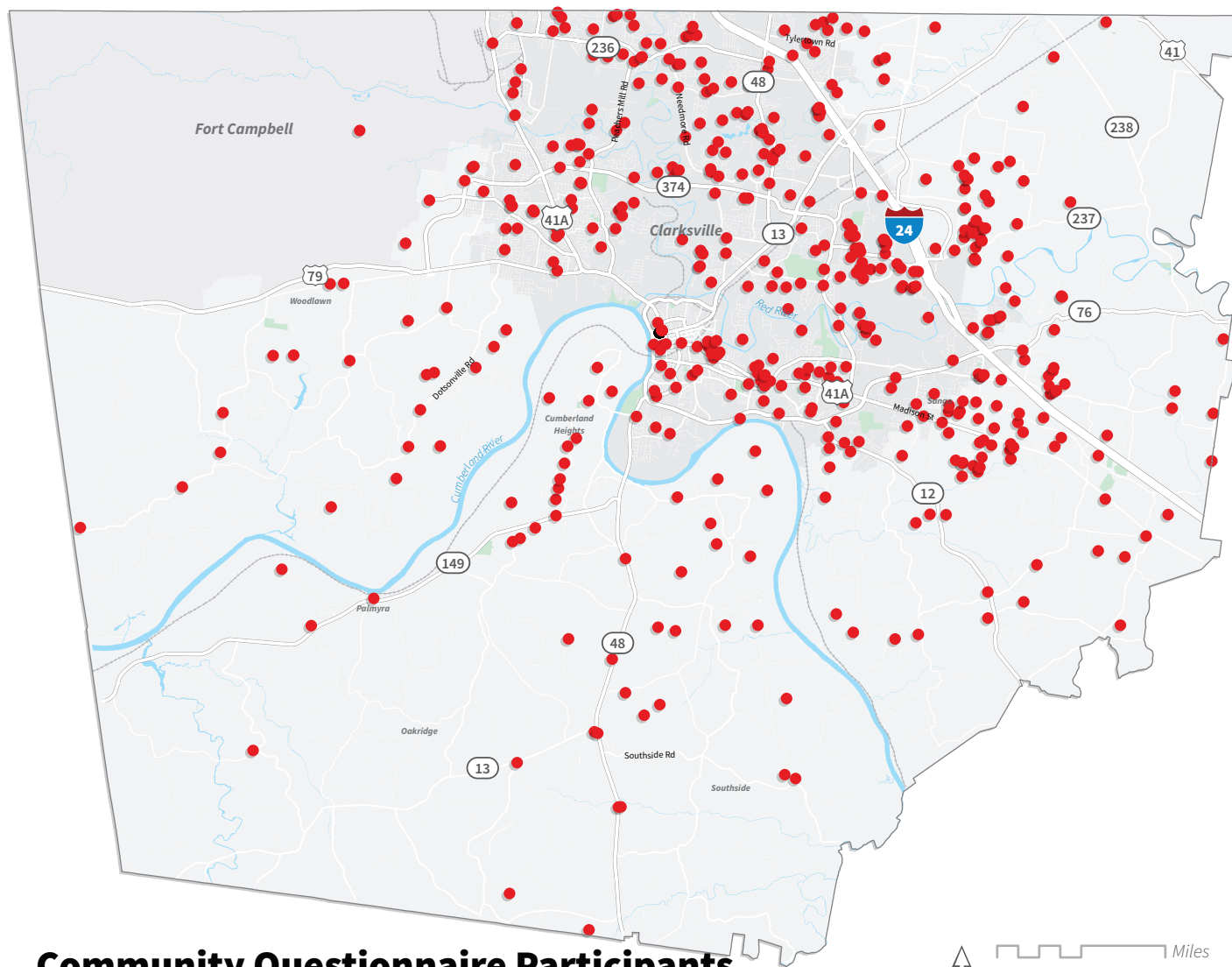
Community Questionnaire Participants

Participants using the online questionnaire were asked to drop a point on the map showing where they live. The results show an even distribution of questionnaire participation across the County.

● Where do you live?

Legend

- ☑ ⭐ Community Asset
- ☑ ⊙ Transportation Improvement
- ☑ 🟠 Public Safety Concern
- ☑ ⊙ Undesirable Use
- ☑ ✳ Key Destination
- ☑ 🔵 Priority Development Site.
- ☑ 🟢 Poor Appearance
- ☑ ⊙ Other

Summary of Outreach, Organized by Topic

The following section summarizes several of the top issues and themes most identified as top priorities or concerns across all input received from the community. These themes represent issues that are areas of focus for the Clarksville-Montgomery County Comprehensive Plan as well as for future initiatives across the community. As the Comprehensive Plan framework is developed, these key takeaways and community themes will inform the vision and goals that apply to sections of the Plan. Frequently discussed issues will be made a top priority and community assets and key destinations that stakeholders praised will be preserved and supported. Through stakeholder workshops, focus group interviews, and community questionnaires, the needs of Clarksville-Montgomery County have been reported and these issues facing the community will need to be addressed where possible in the Comprehensive Plan.

Note on Summary of Outreach
The following thematic summaries reflect the thoughts, comments, and opinions received in the kickoff workshops and online outreach materials. The items identified in this summary are not recommendations or observations of the consultant, but rather represent feedback and comments received from those who participated in the workshop.

Supporting Affordable Housing

Workshop attendees praised Clarksville-Montgomery for its diverse and progressive residents. However, they noted the lack of housing available for their residents. Several respondents shared concerns over keeping Clarksville-Montgomery affordable for residents of diverse incomes. The pandemic and inflated construction prices have driven up the prices for "affordable" homes to more than $290,000. There was a consensus that affordable housing must be available for seniors and working-class residents, such as teachers and caregivers.

Community questionnaire results report that 32.9% of respondents find the affordable housing stock to be a weakness and 45.34% of respondents find the Clarksville-Montgomery affordable housing stock to be a great weakness. The high home prices in Clarksville-Montgomery make it difficult for the middle-class to remain in the community.

Additional comments made by the community regarding housing and the Clarksville-Montgomery neighborhoods included a lack of diverse housing stock and concerns over suburban sprawl as many neighborhoods often do not have grocery stores, medical facilities, and retail options nearby.

Workshop and questionnaire participants also identified key considerations centered around housing and neighborhoods including:

- Form revitalized efforts towards an adopted plan for future development.
- Plan for the development of "complete" neighborhoods meaning neighborhoods where residents can live, work, and play.
- There is limited mobility between adjoining neighborhoods. Provide better connection routes.
- Address the excess of blighted neighborhoods that have never been revitalized.
- Answer the need for sidewalk requirements in neighborhood subdivisions.
- The City and County should consider some tools such as land banks or land trusts.
- Analyze how the amount of money most first-time buyers must put down on a home is not matching the market and determine what must change.
- The Clarksville Neighborhood and Community Services department offers low to moderate-income (80 percent AMI) housing programs, rehabilitation project loans, and forgivable loans for smaller projects. These projects are a big help to seniors and people with disabilities who need ramps or home improvements.
- The Clarksville Housing Authority should implement a housing voucher program.

Generating Diverse Housing Types

Nearly three-fourths of the housing types in Clarksville-Montgomery County are single-family detached housing. The community is experiencing a lack of "missing middle" housing, meaning a wide range of housing-scale buildings with multiple units. This category is compatible in scale and form with single-family detached homes. This housing type usually appeals to one demographic and income and can appear exclusive to one family type and demographic. Providing a diverse range of housing types – whether that be by the number of units in the building or the housing size – will provide housing for different residents of varying family sizes, income levels, or preferences.

Residents and focus groups provided strategies to address building diverse housing sizes in Clarksville-Montgomery County, including:

- Incentives for developers to create community neighborhoods.
- Encourage infill as opposed to greenfield development.
- Mixed-income communities are a missing component of the housing landscape. The Housing Authority is developing Lincoln Homes – a model project with a mix of housing options, including 210 mixed-income public housing units.
- Neighborhood CDCs were identified to get housing workers into the community where help is needed, ensuring residents do not have to come to City Hall to receive permits.
- Review multi-family design standards to promote diverse housing options.

Creating Diverse, Higher-Wage Jobs

Participants identified that Clarksville-Montgomery falls short in providing better paying, white-collar jobs. Workshop attendees recommended that high-paying jobs are brought to the industrial park to support career advancement and growth for its employees. Workshop and questionnaire respondents recognize that as better paying jobs are offered in Clarksville-Montgomery, the community can solidify its tax base and recruit employees to well-established businesses, both inside and outside the area. When higher-wage jobs become available, participants recommended career development opportunities to be offered within the community to help prepare individuals to enter the workforce at all levels of their careers.

Factors that correspond with the creation of diverse, higher-wage jobs include the following recommendations made by workshop and questionnaire participants:

- Incentivize small businesses to open rather than large corporations through tax relief.
- Invite diverse candidates to help with the Clarksville-Montgomery Economic Development Council.
- Implement capital improvement districts.
- Add incentives for developers to build denser and closer to the Clarksville city center.
- Invite more small, local businesses into Downtown Clarksville.
- Provide more office space to encourage commercial opportunities.
- Disperse retailers throughout Clarksville-Montgomery as they are congregated at Exits 1 and 4 and not dispersed evenly throughout the community.
- Limit the number of strip malls throughout the community.
- Consider the balance between workforce housing and employment.

Addressing Traffic-Related Concerns

Key stakeholders, citizens, and questionnaire participants found traffic to be a major transportation-related issue throughout Clarksville-Montgomery. When asked about the quality of the community's traffic flow and congestion, 25.78% of questionnaire respondents answered that the traffic flow is a weakness of Clarksville-Montgomery while 70.47% of questionnaire respondents answered that the traffic flow is a great weakness of Clarksville-Montgomery. Traffic congestion was cited as a concern throughout the community, particularly at the start and end of the school day. The most-identified cause of congestion is that as Clarksville has grown faster than anticipated, roadway improvements do not keep up.

Although there are automobile-related concerns due to traffic congestion, residents also have concerns over multimodal transportation availability. Clarksville-Montgomery does not have a bikeway plan or a complete streets requirement, despite Clarksville following a complete streets process. Additionally, 31.09% of questionnaire respondents find Clarksville-Montgomery County's transit options to be a great weakness and 39.77% of respondents find transit options to be a weakness. When asked about the topics discussed, only 0.78% of questionnaire respondents found transportation in the Clarksville-Montgomery County region to be the greatest strength and 39.64% of questionnaire respondents answered that transportation is Clarksville Montgomery's greatest weakness. Participants identified traffic-related considerations and concerns including:

- Address road improvement difficulties. Bridge chokepoints are typically on state routes, making it hard to get traction for improvements.
- Use more technology to improve traffic conditions in the City and County, such as traffic counts and traffic flow volume measurements.
- Dovetail the new Comprehensive Plan with Transportation 2020+ Strategy document.
- Consider traffic signal additions to address road safety concerns. The County maintains about 750 centerline miles of mostly two-lane roadways, but there are only 12 traffic signals.
- The impact of new subdivisions on traffic is a concern. Subdivisions require traffic impact studies based on their size.
- Explore ways to encourage road maintenance crews as staffing is a challenge.
- To improve transit, some considerations could include queue jumping, traffic signal prioritization (Chattanooga is an example), and signal pre-emption. Bus rapid transit seems to be a non-starter given local road configurations.

Planning for Active Transportation

Key stakeholders, citizens, and focus groups agreed that there is a lack of pedestrian connectivity between neighborhoods and commercial districts. As Clarksville-Montgomery County continues to expand and develop, pedestrian, as well as multimodal, connectivity must be prioritized and built. Participants generally agreed that increasing multimodal connectivity would help visitors and residents move away from using one form of transportation (the car) to get around. Instead, they suggested that Clarksville-Montgomery County adopt active transportation methods throughout residential, commercial, and downtown areas. Active transportation means that alternative modes of transportation – whether that be walking, biking, or public transit – are safe, equitable, and possible on all streets. Adopting active transportation notions will not only create more inclusive and accessible streets but will also lessen traffic congestion and support safe transportation for pedestrians and cyclists as sidewalks and bike lanes are included on all streets. Active transportation can additionally be seen throughout Clarksville-Montgomery County greenways and blueways as multimodal trails are featured in forest preserves, parks, and waterways.

Participants recommended the following methods to support active transportation, including:

- Rethink County roads as they are often narrow with no shoulders, further limiting bike routes.
- Uphold and prioritize pedestrian safety and sidewalk connectivity on dangerous wide state roads.
- Bus transit requires more frequency with more "mini hubs" on the hub and spoke system.
- A dedicated source of funding for transit is needed.
- Consider converting specific downtown streets into pedestrian-only walkways.

Managing Future Growth

As discussed in the demographic section of the ECR, Clarksville-Montgomery County has experienced steady growth within the past 80 years and will continue to experience growth. Participants were attuned to the community's growth, identifying the importance of preparing for infrastructure and residential structures available for the incoming residents and families. Among the three kickoff workshops conducted, the City Council and County Commissioners, the Technical Committee, and the Citizen and Steering Committee identified overcrowding due to continuous growth to be a top concern for Clarksville-Montgomery County. Managing future growth aligns with targeting residential units proposed in urban growth boundaries and planned growth areas.

Community-identified strategies to be addressed as Clarksville-Montgomery County anticipates growth include:

- Build more neighborhood amenities and institutions such as parks, schools, and healthcare centers to accommodate the growing population.
- Improve cooperation and communication between Commissioners, City and County Councils, and School Boards. Strengthen these public entities with private partners.
- Support people and development outside City limits by forming a fire and stormwater district.
- Promote neighborhood identity.
- Identify growth impacts due to housing and basic governmental services.
- Identify where road networks can be widened and expanded to accommodate future population growth.

Preserve Agricultural Areas and Open Spaces

From the Cumberland River to the Clarksville Greenway to numerous neighborhood parks, Clarksville-Montgomery County holds plenty of green and open space for visitors and residents to enjoy. When workshopping among focus groups, City Council and County Commissioners, the Technical Committee, and the Citizen and Steering Committee, held similar concerns over the loss of green space as urban development continues throughout Clarksville-Montgomery County.

In order to preserve agricultural areas and green space and promote the development of future park and recreational parcels, participants suggested the following:

- Address the loss of open and green space as increased development occurs.
- As environmental pressures and disasters increase, consider future stormwater and drainage infrastructure improvements.
- Accompany parks and green spaces with incoming residential and commercial spaces.
- In addition to building more parks and recreation spaces, beautify corridors and community nodes through landscaping.
- Create minimum green space requirements in new subdivisions.
- Implement parks and recreation expansion projects targeted at more trails, athletic fields, and parks.
- Form sustainability and resiliency departments within the City and County offices.

Upcoming Public Outreach

There are several opportunities throughout the remainder of the planning process for the community to engage. Details for upcoming events will be listed on the project website.

Community Visioning Workshops (Task 4: Visioning)

Community Visioning Workshops at three locations will allow residents and stakeholders to provide input before plans and recommendations are crafted. The Community Visioning Workshops will involve the Project Team, the RPC Staff, the Comprehensive Plan Committees, and members of the community. Visioning workshops will begin with a large group exercise where participants will work together to identify planning priorities, issues, and opportunities. Participants will then break out into small groups for a mapping exercise where they will put pen to paper and work to develop their vision for the future of the community. The workshop will conclude with a general agreement regarding the long-term role and character of Montgomery County and the projects and improvements that will be desirable in the future.

Area Planning Virtual Open House (Task 6: Area Framework Plans)

The Project Team will host a virtual open house to review the Preferred Land Use Plan and preliminary Area Framework Plans. Members of the Project Team, along with RPC staff, will host an online event to present the Preferred Land Use Plan to residents and community stakeholders and provide a high-level overview of the Area Framework Plans. The virtual open house will mark the beginning of a public review period where online tools such as map.social, Miro, and/or an online questionnaire will be used to solicit input.

Community Open Houses (Task 8: Draft and Final Comprehensive Plan Review)

Members of the Project Team, along with RPC staff, will be present for two community open house events to allow residents and community stakeholders the opportunity to examine, discuss, and comment on the contents of the draft Comprehensive Plan document. The Project Team will be available throughout the community open houses to present material, answer questions, and get feedback before initiating the Plan approval process.

Existing Land Use

This section examines Clarksville-Montgomery County's land use composition and development patterns. The information presented in this section sets the stage for future land use planning in the Comprehensive Plan that will help guide the community's built form and character moving forward. All parcels within the Clarksville-Montgomery County limits are categorized into one of the following land use classifications which can be seen on the Existing Land Use Map.

Existing Land Use Map and Designations

The land use map provided has been generalized as it defined areas based on their character, form, and function. The land use map does not focus on the use of specific parcels – for example, a pocket park within a residential suburb would fall under the Suburban Neighborhood classification. Each generalized land use in the community is categorized into the following 10 designations.

Rural

This designation includes agricultural areas to provide areas for the development of rural residential uses and small rural commercial nodes. Development is limited to acreage tracts and agricultural uses. While some of these areas may transition to higher intensity uses as increased services become available, it is anticipated that many rural and agricultural areas of the County will continue, especially south of the Cumberland River.

Suburban Neighborhood

The Suburban Neighborhood designation includes single-family detached homes; neighborhoods and subdivisions for single-family attached homes (including townhomes and duplexes); and large-scale multifamily buildings.

Traditional Neighborhood

The Traditional Neighborhood designation includes areas with traditional grid patterns and sidewalks, streetlights, and alleys. These neighborhoods include single-family detached homes, small-building single-family attached dwellings, and smaller multifamily structures located within a mixed-residential neighborhood.

Downtown

The Downtown designation is the urban core of Clarksville-Montgomery County. The Downtown designation includes pedestrian-oriented areas with sidewalk and streetscape enhancements, creating an important shared space for Clarksville and Montgomery County that takes on numerous roles, such as influencing visitors' impressions of Clarksville and Montgomery County. Downtown is defined by a prominent urban character and built form, including high-density residential, professional offices, retail stores, restaurants, and a large concentration of civic, cultural, and institutional facilities.

Commercial

This designation is characterized by a broad range of retail, wholesale, and service uses. Additional uses include motels, individual businesses, small strip centers, banks, fast food establishments, grocery stores, and other similar uses. This designation is the equivalent of previous general and highway business designations.

Institutional

This designation is intended for major institutional uses such as major hospitals, colleges/universities, large civic campuses, government buildings, parks, and cemeteries. Permitted uses are limited within this designation to protect these institutions from incompatible uses.

Manufacturing/Industrial

The Manufacturing/Industrial designation is intended for a wide range of uses, including but not limited to manufacturing, wholesale, warehouse, processing, assembling, and commercial. These intense areas require significant infrastructure improvements, including sanitary sewer.

Office

The Office designation includes a mix of professional office and personal service uses; medical, technology, and research facilities; and limited intensity industrial uses. The Office Land Use should consist of high-quality development with internal pedestrian connectivity to nearby residential subdivisions and commercial development.

Fort Campbell

This designation encompasses the Fort Campbell Army installation, which is occupied on the Clarksville border and spills into Hopkinsville, KY. Fort Campbell includes housing for soldiers, families, and visitors; dining options; schools; a museum; and an airfield.

Parks and Open Space

This designation prioritizes preserving and protecting Clarksville-Montgomery County's significant natural areas, as well as community parks and outdoor recreational facilities such as greenways, athletic fields, golf courses, and trails that draw both residents and regional visitors. The Parks and Open Space designation beautifies Clarksville-Montgomery County through greenery and preserves natural habitats and environmentally sensitive areas, such as wetlands and floodplains.

Undeveloped

This designation includes natural areas such as fields or wooded areas that have not been prepared for development but have not been set aside for conservation. In their current state, development could not occur without first improving the site. Tree removal and grading are often necessary before development.

Generalized Land Uses

- Rural
- Suburban Neighborhood
- Traditional Neighborhood
- Downtown
- Commercial
- Institutional

- Manufacturing / Industrial
- Office
- Fort Campbell
- Parks and Open Space
- Undeveloped

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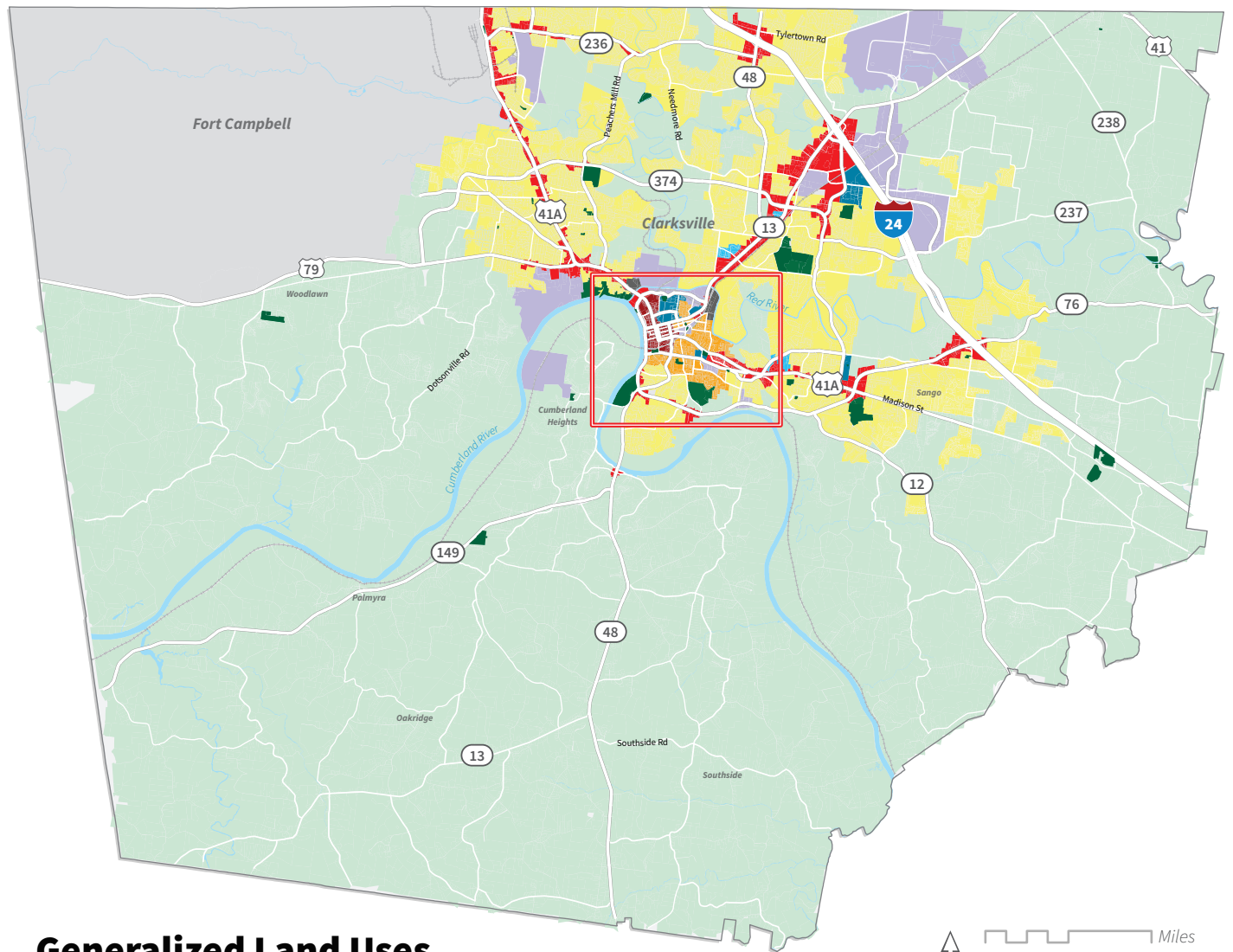
Downtown Clarksville
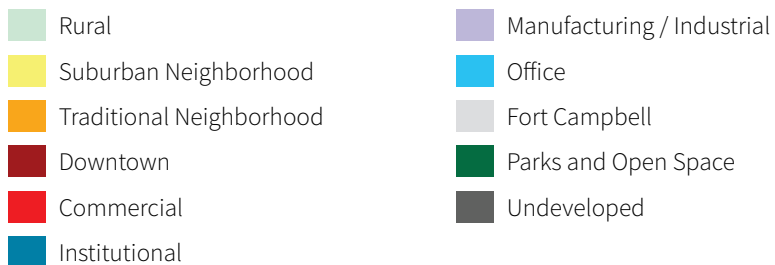
Note: The map shows all parks in Montgomery County.
Some are located within a part of the generalized land use designation.
For example, a small pocket park could be part of Suburban Neighborhood.
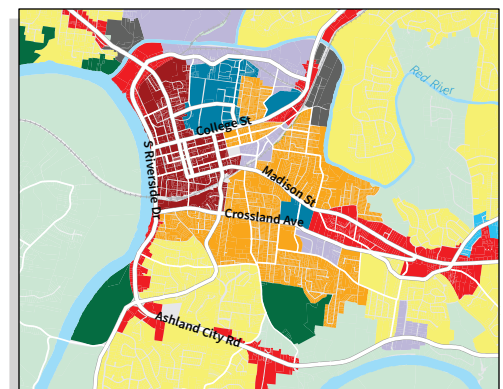
Notable Areas

The following **five** areas are particularly notable in the community, each providing a concentration of uses that serves the greater community and attracts people for education, employment, and tourism. **Austin Peay State University (APSU)** is Clarksville's leading public university, inviting students and professionals to live and study in Clarksville-Montgomery County. **Downtown** is the civic and cultural center of Clarksville, providing local shops and restaurants in a historical setting. The **Cumberland River** is a major waterway throughout Clarksville-Montgomery County, which provides recreational activities for walking, cycling, and fishing. The **I-24 Industrial Park** is a major employment center, and **Fort Campbell** is one of the most important economic and population drivers in the community.

Austin Peay State University (APSU)

Austin Peay State University is a notable public university located within Clarksville's downtown. APSU is located in the heart of Clarksville, bounded by U.S. 41 and the Cumberland River to the west, Interstate 79 to the north, and College Street to the South. With nearly 10,000 undergraduate students, 900 postgraduate students, 550 academic staff, and 600 administrative staff, APSU is a premier location for education and employment in Clarksville-Montgomery County. In addition to educational buildings, athletic fields, student housing, administrative offices, and restaurants and cafes are located throughout the campus. ASPU recently unveiled plans for a 114,600-square-foot, three-story Health Professions Building, which will feature state-of-the-art research labs, active learning classrooms, and collaborative learning spaces.

Downtown Clarksville

Downtown Clarksville centers on the Cumberland River, Red River, and active transportation networks. The Downtown overlaps with the Downtown Historic District, bounded from Public Square to Legion Street to Second Street to Franklin Street to Commerce Street. The Downtown and the Downtown Historic District alike feature beautiful and historic buildings which were rebuilt shortly after an 1878 fire and 1999 tornado. The Downtown features commercial areas as well as recreational activities for both residents and visitors including museums, breweries, local restaurants, shopping, and hotels. Downtown Clarksville is also home to many local and regional government services and the Montgomery County Court system.

Industrial Park

The community is home to a modern, thriving industrial park located along I-24 between exits 4 and 8. Owned and operated by the Industrial Development Board, the industrial park is fully planned and largely developed, stretching across four campuses including the original park, North Park, East Park, and South Park. The park benefits from its excellent regional access, a collocation of tenants, and proposes innovative amenities such as employee childcare for up to 800 children and a new Health Professions Building. Notable current national and international tenants include:

- LG Electronics
- Google
- Pantos
- Coca-Cola Bottling
- Hankook Tire
- Old Glory Distilling Co.
- Bridgestone Metalpha
- Hendrickson Trailers
- Florim Tile
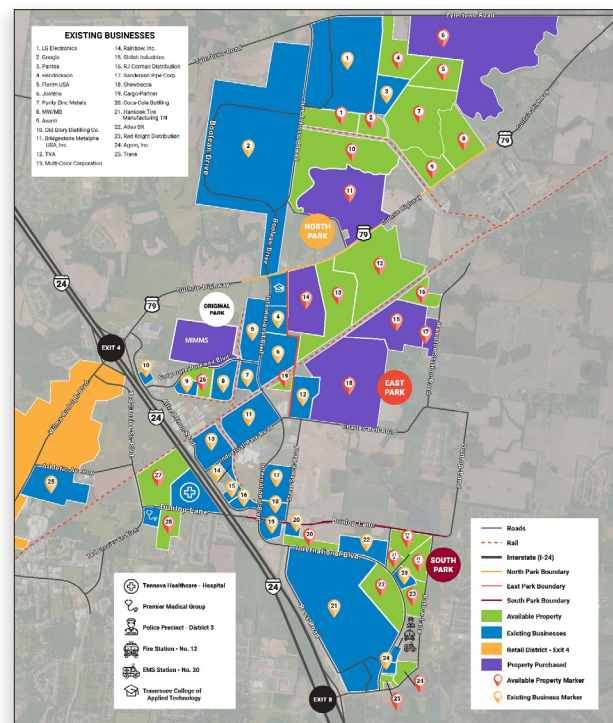
Clarksville Montgomery County, TN Industrial Development Board, www.clarksvilletned.com

Cumberland River

The Cumberland River is the focal point of Clarksville-Montgomery County, which serves as a historic and economic feature of the community, as well as providing an impressive frontage for restaurants and events. The Cumberland River is accompanied by a 1.25-mile RiverWalk, which connects the river to the Downtown. Plans are underway to bridge the walkway with the Clarksville Greenway, creating more than 20 total miles of connected walking and cycling paths.

Fort Campbell

Fort Campbell is a United States Army installation located on the Kentucky–Tennessee border partially within Clarksville. The installation is home to the 101st Airborne Division and the 160th Special Operations Aviation Regiment. Fort Campbell includes housing for soldiers, families, and visitors; dining options; schools; a museum; and an airfield.

The installation is guided by standards set by the Real Property Master Plan. The Master Plan sets forth documents to guide development in Fort Campbell, such as the Fort Campbell Technical Design Guide, the Installation Planning Standards, and the Green Infrastructure Plan. Fort Campbell recently completed an Airfield Area Development Plan (ADP) which includes a planned runway extension at Sabre Army Airfield and initial recommendations to encourage compatible land use around the airfield's perimeter. There is also an update planned to the 2009 Fort Campbell Land Use Study which will provide updated land use recommendations to encourage future compatible land use between Fort Campbell and Clarksville-Montgomery County, TN.

The influence of Fort Campbell as an economic and population driver on the community is significant. Totaling 164 square miles with a population of approximately 29,000 troops, the installation also includes family members and produces a regular cycle of retirees looking to stay in the Clarksville-Montgomery community.

Growth Areas and the Urban Growth Boundary

Based on the Clarksville-Montgomery County 2040 Growth Plan produced by the RPC, planned growth areas were identified in the plan to be in the Woodlawn, Cumberland Heights, South Guthrie, and East Montgomery neighborhoods. The urban growth boundary was additionally identified on the east and west sides of Clarksville, totaling nearly 20,000 acres and identified as slightly over 9,000 developable acres. Additionally, the Growth Plan identified 236,314 total acreas of rural area, which surrounds the City throughout Montgomery County.

Planned Growth Areas

Based on the 2040 Growth Plan, planned growth areas are areas that have a history of low to moderate levels of residential development and are projected to experience high growth in Montgomery County. Despite projected growth, these areas are not likely to receive a full complement of urban services, particularly sanitary sewer, over a 20-year planning period and therefore cannot adequately support higher densities of residential development.

Urban Growth Boundary

Unlike planned growth areas, urban growth boundaries are defined as areas where a full complement of urban type services are either presently available or have the potential to be available over the 20-year planning period. Based on the 2040 Growth Plan, urban growth boundaries are the areas that are set aside for the highest densities of residential development. They are intended to be annexed and receive potential access to sanitary sewer services.

The Clarksville-Montgomery County 2040 Growth Plan outlines residential growth experienced from 1999 to 2019. Based on the Residential Growth 1999-2019 Countywide map provided in the Growth Plan, north Clarksville and the Planned Growth Area and Urban Growth Boundary to the east and southeast of the city experienced the highest rate of residential growth within the 20-year period. The northeast corner of Clarksville experienced the highest rate of growth, which was nearly 1,200 to 1,300 units built per square mile. Countywide, there are 113,565 acres of remaining developable land available and within Clarksville alone, there are 10,210 acres available of remaining developable land.

Rural Areas

According to the 2040 Growth Plan, rural areas is the **territory** remaining in the County that is not included in a planned growth area or an urban growth boundary. The rural area should maintain a lower level of residential development in areas surrounding Fort Campbell to minimize encroachment on Sabre Field and other operations from moderate or high density residential which can bring noise complaints and light pollution. Another area of the rural area that boarders the Clarksville city limits is an area east of Interstate 24 along International Boulevard, known as the Industrial Park. Based on the 2040 Growth Plan, the rural area has a population projection of 10,854, which yields 4,020 dwelling units needed. Currently, the rural area has 84,516 developable acres and the rural area will need 8,444 acres to develop dwelling units for the projected population.

# What issues and opportunities can the Comprehensive Plan address?

The future land use map will be the foundation for the Clarksville-Montgomery County Comprehensive Plan. This examination of existing land use sets the stage for the next effort – mapping and identifying future land use recommendations and development patterns, building on City and County land use strengths to positively influence the character and form of the community.
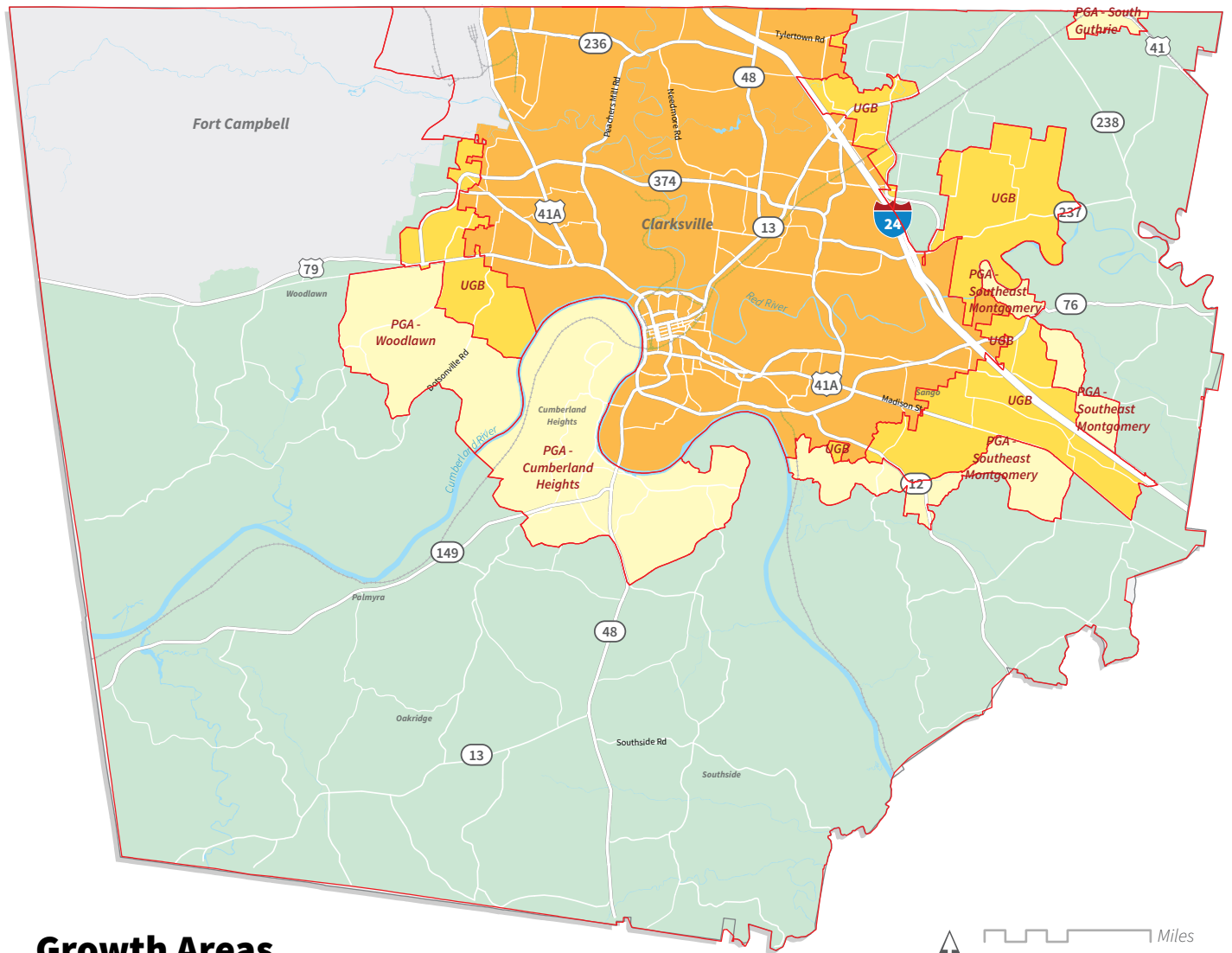
Growth Areas

- Growth Areas
- City of Clarksville
- Urban Growth Boundary (UGB)
- Planned Growth Area (PGA)
- Rural Area
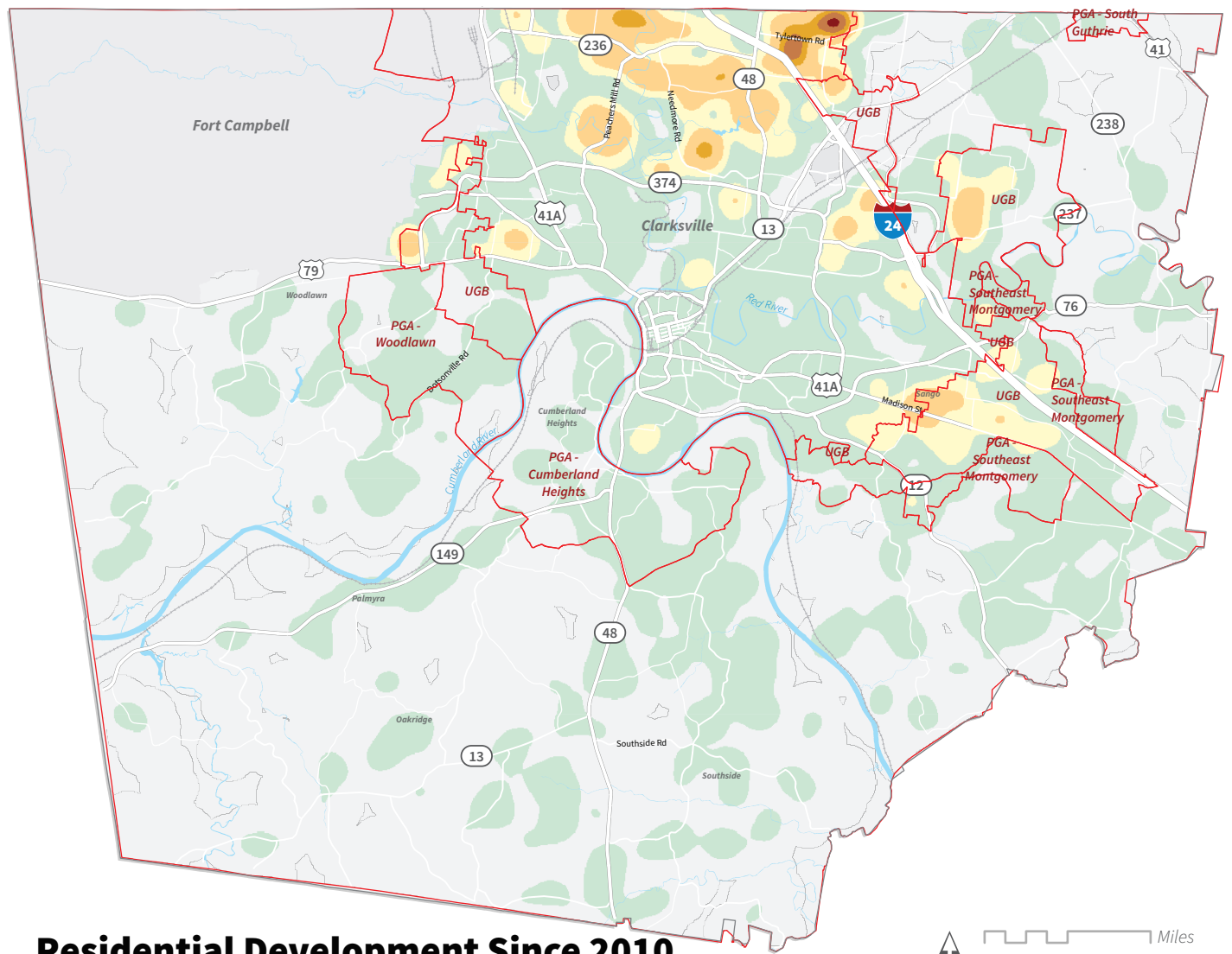
Residential Development Since 2010

The map identifies clusters of recent development and the spatial distribution of newer construction. Clarksville-Montgomery County has seen more residential growth north of Route 374 and within the outlined urban growth boundaries. As the demand for residential development is expected to grow, the Comprehensive Plan can evaluate infill and greenfield development within the City limits where infrastructure and other community amenities are available.

Less than 10

Between 10 - 250

250 - 500

500 - 1,000

1,000 - 1,250

1,250 - 1,500

Greater than 1,500
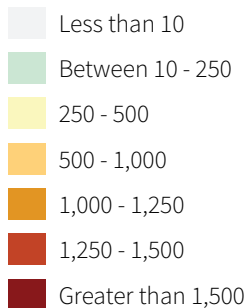
Zoning Regulations

Zoning and development controls are critical to the community. They establish what specific land uses are permitted; the density, intensity, scale, and orientation of those uses; and requirements for parking signs, and other standards. Regulations are enacted to promote the public health, safety, convenience, order, and general welfare of the present and future residents. These regulations help direct growth in a visually attractive and suitable manner and are some of the primary tools for implementing the Comprehensive Plan.

Clarksville Zoning

The Zoning Ordinance of Clarksville, Tennessee provides the legal framework to regulate the built environment. The Ordinance establishes development standards that are designed to protect the value and integrity of neighboring properties, enhance the general character and appearance of the community, avoid excessive concentrations and wasteful scattering of population, and encourage the distribution of population and classifications of land use as will tend to facilitate adequate provisions for transportation, water supply, drainage, sanitation, recreation, and other public requirements. Clarksville's Zoning Ordinance was adopted in 2010 and last amended in 2022. The Zoning Ordinance established 27 unique zoning districts. A summarized description of the intent for each district can be found below. For more information, Clarksville's complete Zoning Ordinance is available through the City's website.

AG Agricultural District

The purpose of the AG Agricultural District is to provide for the proper utilization of properties best suited for the production of agricultural products such as field crops, livestock, and other conventional agricultural activities. This district is also appropriate within environmentally sensitive areas such as floodplains and steep slopes.

AGC Agricultural Commercial District

The purpose of the AGC Agricultural Commercial District is to provide for the proper utilization of properties suited for commercial purposes in a rural agricultural setting.

E-1 Single-Family Estate District

The purpose of the E-1 Single-Family Estate District is to provide for low-density detached residential development on large lots containing one (1) acre or more to ensure compatibility of new development with surrounding large-lot neighborhoods.

R-1 Single-Family Residential District

This district is intended to provide for Single-Family Residential areas with relatively low population densities.

R-1A & R-2 Single-Family Residential District

These districts are intended to permit the development and maintenance of low to medium-density single-family residences and appropriate accessory uses in areas that have suitable physical characteristics, where adequate infrastructure is or can be made available, and have adequate street access. Sufficient urban services and facilities, including sanitary sewer, should be available or provided concurrent with development.

R-2A Single-Family Residential District

The purpose of the R-2A Single Family Residential District is to provide infill opportunities around the city as well as small-scale suburban development in pockets of undeveloped or redeveloping land where adequate infrastructure is or can be made available, and has adequate street access. Sufficient urban services and facilities, including sanitary sewer, should be available or provided concurrently with development

RM-1 Single-Family Mobile Home Residential District

The RM-1 Single-Family Mobile Home Residential District is intended to provide for platted single-family mobile home residential subdivisions, as regulated by the Clarksville-Montgomery County Subdivision Regulations. It is further intended to enable mobile home residents to establish themselves in a similar land use pattern as conventional housing subdivisions. This district is not intended to provide for mobile homes on individual unplatted parcels of land.

R-2D Two-Family Residential District

The R-2D Two-Family Residential District is intended to permit the development of medium-density, two-family duplexes, on individual lots, in areas where maintaining a mixture of housing types is desirable.

R-3 Three-Family Residential District

The R-3 Three-Family Residential District is intended to provide for residential areas of medium population density, using three-family attached housing on individual lots, in areas where maintaining a mixture of housing types is desirable.

R-4 Multiple-Family Residential District

The R-4 Multiple-Family Residential District is intended to promote and encourage the establishment of high-density multiple-family dwellings in areas that are appropriate in character and location.

R-5 Residential District

The R-5 Residential District is designed to provide for the development of townhouses, row houses, or other common wall residential buildings in a manner that is attractive, efficient, and compatible with surrounding development. Development in this district should be platted as individual lots to encourage the sale of the unit and promote owner occupancy.

R-6 Single-Family Residential District

The purpose of the R-6 Single-Family Infill District is to provide for high-density detached residential development.

PUD Planned Unit Development Residential District

The purpose of the PUD Planned Unit Development District is to provide the framework for creating more desirable living environments. This is accomplished by applying, through a professionally prepared comprehensive development plan, flexible and diverse standards to land development. The intent of the planned unit development district is to encourage new and improved techniques which will result in superior living arrangements with lasting value. It is further intended that such a concept will promote economic development and maintenance of land and street and utility networks, while utilizing building groupings that provide for privacy, usable and attractive open spaces, safe circulation of vehicles and pedestrians, and the general well-being of inhabitants.

MHP Mobile Home Park District

The purpose of the MHP Mobile Home Park District and the regulations and standards contained herein are to establish a zoning category that will permit mobile homes to be located in mobile home parks specifically designed and set aside therefore and to ensure they develop per specific design criteria. This is to assure harmonious development both within the mobile home park and with other zone districts.

MXU-PUD Mixed-Use Planned Unit Development District

The purpose of the MXU-PUD Mixed-Use Planned Unit Development Distrct is to create pedestrian oriented neighborhoods by encouraging a variety of infill housing choices, with retail, office, restaurants, and public facilities or institutions, that are less automobile dependent. The MXU-PUD is intended to promote flexibility in design standards and diversification of complimentary land uses. This is accomplished by applying a professionally prepared development plan, and to promote the efficient use of land, facilitating a more economic arrangement of buildings, circulation systems, land uses, and utilities.

IC Institutional/Civic District

The purpose of the IC Institutional/Civic District is to accommodate cultural, civic, educational, quasi-public, medical, and institutional uses as well as recreational facilities, and governmental operations that may have a substantial land use impact or traffic-generating potential.

O-1 Office District

The purpose of the O-1 Office District is to provide areas for general, professional, and business offices and related activities at various scales and levels of intensity.

OP Office/Professional District

The purpose of the OP Office/Professional District is to provide a low-intensity office and professional area for appropriate locations, and a transitional zone between residential and more intense commercial areas.

CBD Central Business District

The CBD Central Business District, with complementary office and related uses, forms the center for commercial, residential, financial, professional, governmental, and cultural activities.

C-1 Neighborhood Commercial District

The C-1 Neighborhood Commercial District is intended to provide areas for groups of small establishments designed and intended to serve the frequent trade or service needs of residents within convenient traveling distance.

C-2 General Commercial District

The C-2 General Commercial District is for personal and business services, general and professional offices, multiple-family dwellings (including apartments and townhouses), and general retail business. Districts in this category are intended to include areas where commercial development has displaced or is displacing residential development or is moving in on vacant lands. It is not the intent of this district to encourage the extension of existing strip commercial areas, but rather to provide concentrations of general commercial activities.

C-3 Regional Shopping Center District

The C-3 Regional Shopping Center District is intended to provide for a unified grouping in one (1) or more buildings of retail shops and stores that provide goods and services for more than one (1) neighborhood. Such a center is to be developed as a unit with adequate off-street parking for customers and employees, and with appropriate landscaping and screening materials.

C-4 Highway Interchange District

The C-4 Highway Interchange District is designed to provide highway-oriented services at interstate highway interchanges while avoiding traffic conflicts and incompatible land use mixtures often associated with this type of commercial development. The district is intended primarily for automobile and other vehicular service establishments, transient sleeping accommodations, and eating and drinking establishments.

C-5 Highway and Arterial Commercial District

The C-5 Highway and Arterial Commercial District is intended to provide areas in which the principal use of land is devoted to commercial establishments which cater specifically to motor-vehicle-oriented trade.

M-1 Light Industrial District

The M-1 Light Industrial District is established to provide areas in which the principal use of land is for light manufacturing and

assembly plants, processing, storage, warehousing, wholesaling, and distribution. It is the intent that permitted uses are conducted so that most of the noise, odor, dust, and glare of each operation is confined within an enclosed building.

M-2 General Industrial District

The M-2 General Industrial District is established to provide areas in which the principal use of the land is for manufacturing and other heavy industrial uses that could have an adverse effect on surrounding property.

Overlay Districts

In addition to the above zoning district, the Zoning Ordinance outlines five overlay districts. Overlay zoning districts create special controls in certain areas that have special characteristics or development issues. A summarized description of each overlay district can be found below.

Airport Overlay District

The purpose of this district classification is to regulate and restrict the height of structures and objects of natural growth and otherwise regulate the use of property, in the vicinity of Outlaw Field by creating airport approach surfaces, primary surfaces, transition surfaces, horizontal surfaces, and conical surfaces.

Floodway Overlay District

The purpose of the Floodway Overlay District is to promote public health, safety, and general welfare and to minimize public and private losses due to flood conditions in specific areas. It is designed to:

- Restrict or prohibit uses that are vulnerable to flooding or erosion hazards, or which result in damaging increases in erosion, flood heights, or velocities;
- Require that uses vulnerable to floods, including community facilities, be protected against flood damage at the time of initial construction;
- Control the alteration of natural floodplains, stream channels, and natural protective barriers involved in the accommodation of floodwaters;
- Control filling, grading, dredging, and other development which may increase flood damage or erosion;
- Prevent or regulate the construction of flood barriers that will unnaturally divert flood waters, or which may increase flood hazards to other lands.
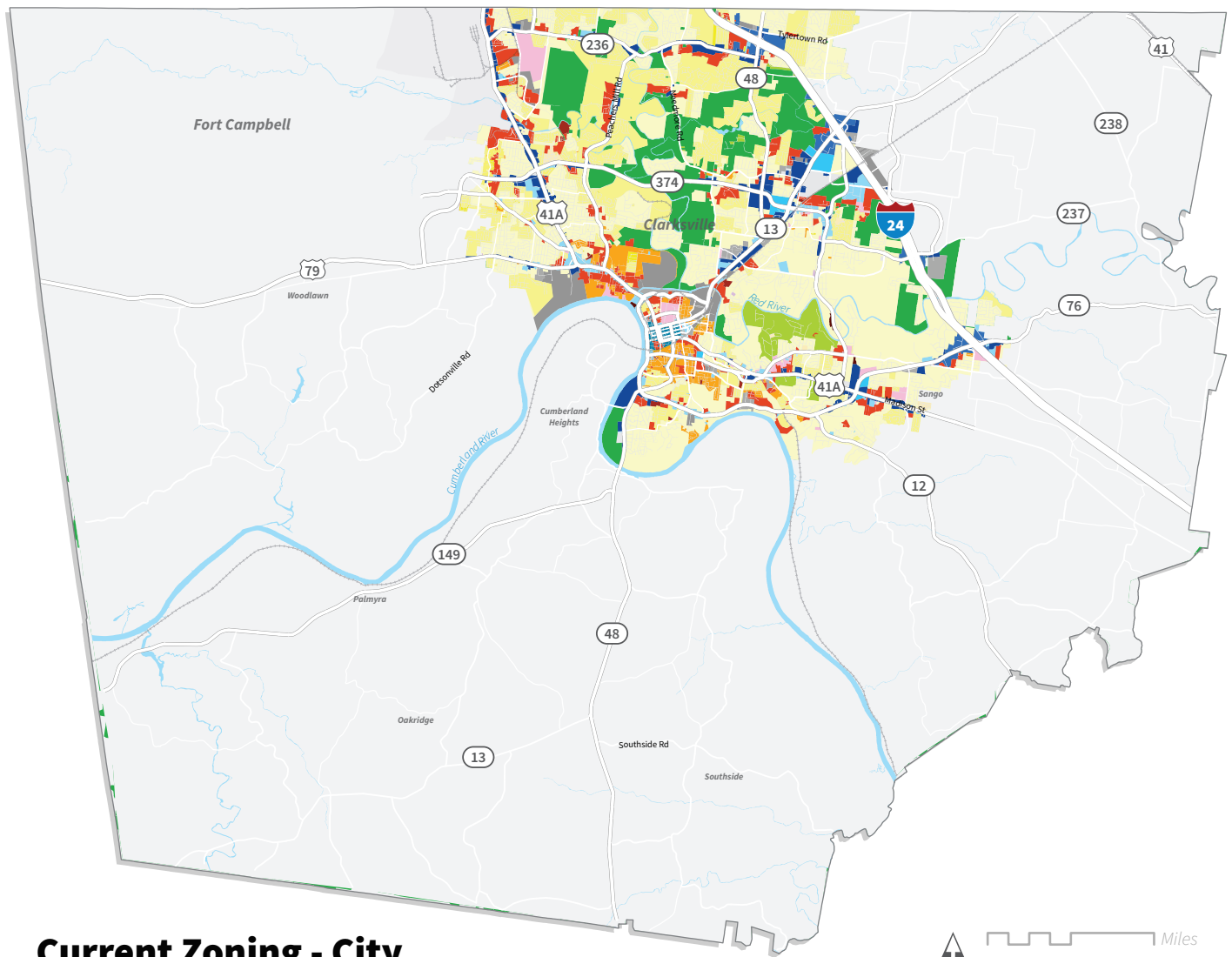
Historic Overlay District

The Historic Overlay District provisions are established so that appropriate measures may be taken to ensure the preservation of structures of historic and/or cultural value to the City of Clarksville.

Madison Street Corridor Urban Design Overlay District

The purpose of the Madison Street Corridor Urban Design Overlay District is to coordinate the physical improvements that will be made to this important corridor by both public and private entities. The overlay district alters such standards as building placement, size and height, parking and access, landscaping and buffering, and signage, but does not determine the use of the property. The use is governed by the underlying base zoning.

Downtown Urban Design Overlay District

The purpose of the Downtown Urban Design Overlay District is to enhance the quality, image, and economic vitality of Downtown Clarksville. The Overlay District imposes urban design guidelines to coordinate the physical improvements that will be made to this important geographic area by private entities.

Current Zoning - City

Miles
0 1 2 4

- Airport
- AG Agricultural District
- AGC Agricultural Commercial District
- E-1 Single-Family Estate District
- R-1 Single-Family Residential District
- R-1A Single-Family Residential District
- RM-1 Single-Family Mobile Home Residential District
- R-2 Single-Family Residential District
- R-2A Single-Family Residential District

- R-2D Two-Family Residential District
- R-3 Three-Family Residential District
- R-4 Multiple-Family Residential District
- R-5 Residential District
- R-6 Single-Family Residential District
- PUD Planned Unit Development Residential District
- MXU-PUD Mixed-Use Planned Unit Development District
- OP Office/Professional District
- O-1 Office District

- IC Institutional/Civic District
- CBD Central Business District
- C-1 Neighborhood Commercial District
- C-2 General Commercial District
- C-3 Regional Shopping Center District
- C-4 Highway Interchange District
- C-5 Highway and Arterial Commercial District
- M-1 Light Industrial District
- M-2 General Industrial District

Prepared by Houseal Lavigne

Montgomery County Zoning

The Montgomery County Zoning Resolution provides the legal framework to regulate the built environment. The regulations contained in this Resolution are enacted to promote the public health, safety, convenience, order, prosperity, and general welfare of the present and future citizens of Montgomery County. Montgomery County's Zoning Resolution was adopted in 1973 and last amended in 2021.

The Zoning Resolution established 23 unique zoning districts. A brief description of the intent for each district can be found below. For more information, please see Montgomery County's complete Zoning Resolution, available through the County's website.

AG Agricultural District

The purpose of the AG Agricultural District is to provide for the proper use of those lands best suited for the production of agricultural products (such as field crops, livestock, and other conventional agricultural activities) and to control the encroachment of urban and other incompatible land uses on farmlands.

AGC Agricultural Commercial District

The purpose of the AGC Agricultural Commercial District is to provide for the proper utilization of those lands suited for commercial purposes in a rural agricultural setting.

E-1 Single Family Estate District

This district is intended to provide for the spacious arrangement of detached single-family dwellings on large lots containing one acre or more.

EM-1 Single Family Mobile Home Estate District

This district is intended to provide for the spacious arrangement of detached single-family dwellings and single family mobile homes on lots containing one acre or more.

E-1A Single Family Estate District

This district is intended to provide for the spacious arrangement of detached single-family dwellings on lots containing 30,000 or more square feet.

EM-1A Single Family Mobile Home Estate District

This district is intended to provide for the spacious arrangement of detached single-family dwellings and single-family mobile homes on lots containing 30,000 or more square feet.

R-1 Single Family Residential District

This district is intended to provide for detached single-family dwellings in residential areas with relatively low population densities.

R-1A Single Family Residential District

This district is intended to permit the development and continued maintenance of detached single family residential areas characterized by relatively low overall population density with lots of at least 12,000 square feet.

RM-1 Single Family Mobile Home Residential District

The RM-1 Single-Family Mobile Home Residential District is intended to provide for platted single-family mobile home residential subdivisions and to enable mobile home residents to establish themselves in a similar land use pattern as conventional housing subdivisions.

RM-2 Single Family Mobile Home Residential District

This residential district is intended to provide for the protection of single-family mobile homes in those areas appropriate for this type of housing. This zone classification is to enable mobile home residents to establish themselves in a similar land use pattern as that allowed in the R-1A Single Family Residential District.

R-2D One- and Two-Family Residential District

This district is intended to permit the development of detached single-family dwellings and semi-attached two-family duplexes, on individual lots, in residential areas providing low to medium population densities and where maintaining a mixture of housing types is desirable.

R-3 Two, Three, and Four Family Residential District

This is a residential district to permit the development of detached single-family dwellings, semi-attached two-family duplexes, attached three-family dwellings, and attached four-family dwellings (quadraplex), on individual lots, in residential areas providing for medium population densities and where maintaining a mixture of housing types is desirable.

R-4 Multiple Family Residential District

This residential district is intended to promote and encourage the establishment and maintenance of a suitable environment for urban residents in areas of high population density that by location and character are appropriate for occupancy by high-density, multiple-family dwellings and where the maintaining a mixture of housing types is desirable. This district allows a full range of residential building types, including detached single-family, semi-attached two-family, and attached three-family, four-family, and multiple-family dwelling units on individual lots or in multiple buildings or structures on one parcel.

O-1 Office District

This district is intended to provide areas for general, professional, and business offices and related activities that require separate buildings and building groups surrounded by a landscaped yard and open areas.

OP Office, Professional District

This district is intended to provide a low intensity office and professional area for appropriate locations and a transitional zone between residential and more intense commercial areas.

C-1 Neighborhood Commercial District

This district is established to provide areas in which the principal use of land is devoted to the neighborhood-type business.

C-2 General Commercial District

This commercial district is for personal and business services, general and professional offices, and general retail business. Districts in this category are intended to include areas where commercial development has displaced or is displacing residential development or is moving in on vacant lands.

C-3 Regional Shopping Center District

This commercial district is intended for a unified grouping in one or more buildings of retail shops and stores that provide goods and services for the people residing within the region.

C-4 Highway Interchange District

This commercial district is designed to provide highway-oriented services at interstate highway interchanges, while avoiding traffic conflicts and incompatible land use mixtures often associated with this type of commercial development.

C-5 Highway and Arterial Commercial District

This highway and arterial commercial district is established to provide areas in which the principal use of land is devoted to commercial establishments which cater specifically to the needs of motor vehicle-oriented trade. Typical uses offer accommodations and services to motorists, contained in certain specialized retail outlets, or provide commercial amusement enterprises.

M-1 Light Industrial District

This industrial district is established to provide areas in which the principal use of land is for light manufacturing and assembly plants, processing, storage, warehousing, wholesaling, and distribution. It is the intent that permitted uses are conducted so that most of the noise, odor, dust, and glare of each operation is confined within an enclosed building.

M-2 General Industrial District

This industrial district is established to provide areas in which the principal use of the land is for manufacturing and other heavy industrial uses that could adversely affect the surrounding property. The operation of these uses is such that noise, odor, dust, heat, glare, and vibration cannot be fully confined within a building although best management practices should be used to confine these environmental effects to the property.

M-3 Planned Industrial District

This office and light industrial district is intended to be located near or adjacent to residential areas or in locations that are served by major roads but are not feasible for heavy industrial developments because of proximity to residential uses.

Overlay Districts

Sabre Heliport Overlay District

The purpose of this overlay district designation is to establish regulations to protect the health, safety, and general welfare of persons and property in the vicinity of the U.S. Army Sabre Heliport. This is accomplished by:

- Minimizing public exposure to high noise levels and accident hazards generated by airport operations;
- Restricting structure heights and the permitted use of outdoor light fixtures which have a detrimental effect on aircraft operations at Sabre; and
- Encouraging future development is compatible with the continued operation of the airport and the military mission of Fort Campbell Military Installation.

Outlaw Field Airport Overlay District

The purpose of this district classification is to regulate and restrict the height of structures and objects of natural growth, and otherwise regulate the use of property, in the vicinity of Outlaw Field, the Clarksville and Montgomery County Airport, by creating Airport Approach Zones, Transition Zones, Horizontal Zones and Conical Zones.

Historic District Overlay District

The historic district provisions are established so that appropriate measures may be taken to ensure the preservation of structures of historic and/or cultural value to the City of Clarksville and Montgomery County.

Floodway Overlay District

Montgomery County adopted regulations intended to promote public health, safety, and general welfare and to minimize public and private losses due to flood conditions in specific areas. The resolution was designed to:

- Restrict or prohibit uses that are vulnerable to flooding or erosion hazards, or which result in damaging increases in erosion, flood heights, or velocities;
- Require that uses vulnerable to floods, including community facilities, be protected against flood damage at the time of initial construction;
- Control the alteration of natural floodplains, stream channels, and natural protective barriers which are involved in the accommodation of floodwaters;
- Control filling, grading, dredging, and other development which may increase flood damage or erosion;
- Prevent or regulate the construction of flood barriers that will unnaturally divert floodwaters or which may increase flood hazards to other lands.
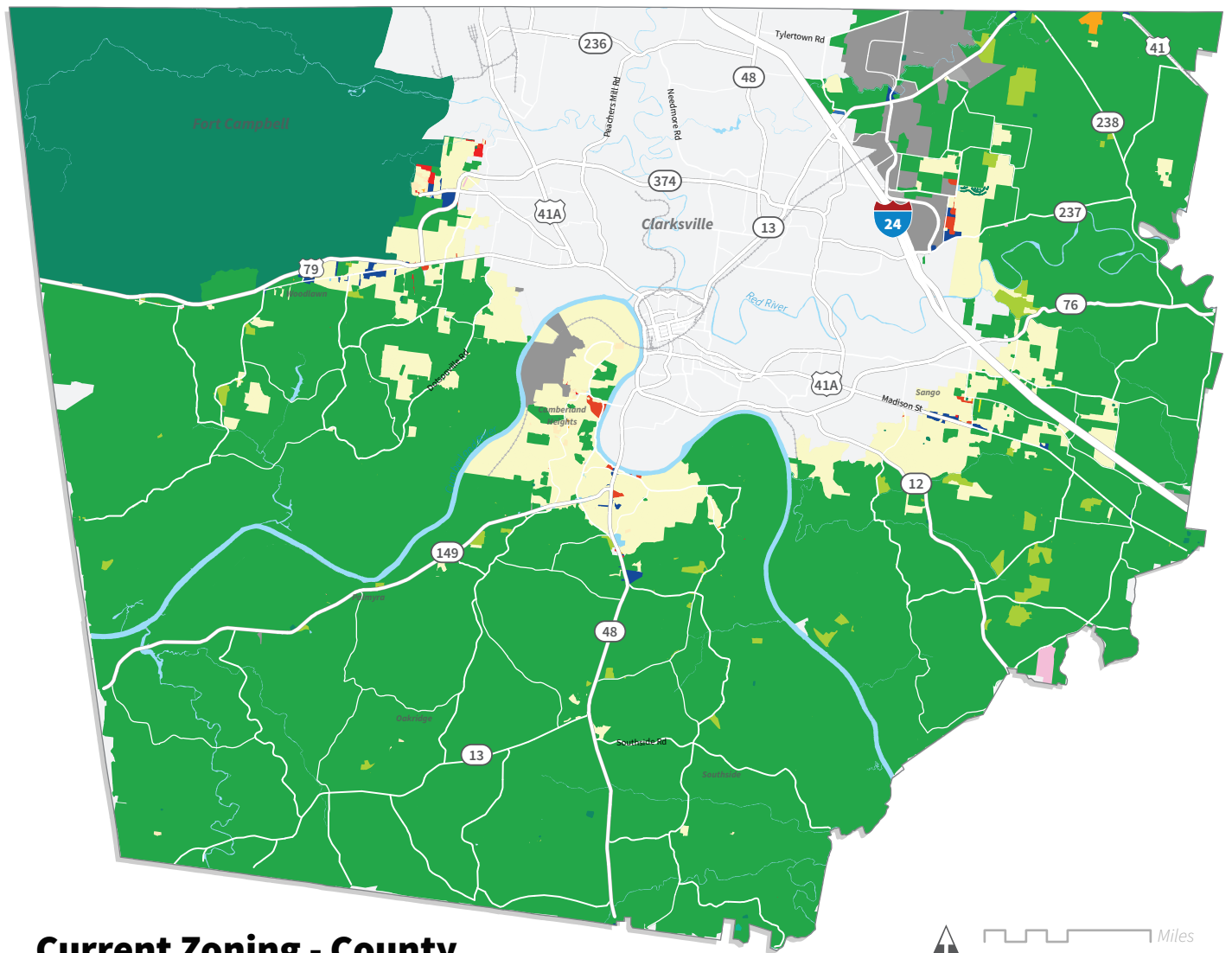
Current Zoning - County

- **Fort Campbell**
- **AG Agricultural District**
- **AGC Agricultural Commercial District**
- **E-1 Single Family Estate District**
- **E-1A Single Family Estate District**
- **EM-1 Single Family Mobile Home Estate District**
- **EM1A Single Family Mobile Home Estate District**
- **R-1 Single Family Residential Distric**
- **R-1A Single Family Residential District**
- **RM-1 Single Family Mobile Home Residential District**
- **RM-2 Single Family Mobile Home Residential District**
- **R-2D One and Two Family Residential District**
- **R-3 Two and Three Family Residential District**
- **R-4 Multiple Family Residential District**
- **O-1 Office District**
- **C-1 Neighborhood Commercial District**
- **C-2 General Commercial District**
- **C-4 Highway Interchange District**
- **C-5 Highway and Arterial Commercial District**
- **M-1 Light Industrial District**
- **M-2 General Industrial District**

City and County Zoning District Alignment

The community adheres to planning and zoning standards set forth by the Clarksville-Montgomery County Regional Planning Commission (RPC), an independent government body that originally operated as the City of Clarksville Planning Department. According to the Montgomery County Zoning Resolution, Montgomery County zoning ordinances and development standards apply to the unincorporated areas adjacent to the City of Clarksville. Clarksville's zoning ordinance, updated in January 2022, aligns with the Montgomery County zoning resolution, which was updated in December 2021. The following table aligns the zoning districts for the two jurisdictions.

City Zoning Districts	County Zoning Districts
AG Agricultural District	AG Agricultural District
AGC Agricultural Commercial District	AGC Agricultural Commercial District
E-1 Single-Family Estate District	E-1 Single Family Estate District
	EM-1 Single Family Mobile Home Estate District
	E-1A Single Family Estate District
	EM-1A Single Family Mobile Home Estate District
R-1 Single-Family Residential District	R-1 Single Family Residential District
R-1A Single-Family Residential District	R-1A Single Family Residential District
RM-1 Single-Family Mobile Home Residential District	RM-1 Single Family Mobile Home Residential District
	RM-2 Single Family Mobile Home Residential District
R-2 Single-Family Residential District	
R-2A Single-Family Residential District	
R-2D Two- Residential District	R-2D One- and Two-Family Residential District
R-3 Three-Family Residential District	
	R-3 Two, Three, and Four Family Residential District
R-4 Multiple-Family Residential District	R-4 Multiple Family Residential District
R-5 Residential District	
R-6 Single-Family Residential District	
PUD Planned Unit Development Residential District	
MHP Mobile Home Park District	
MXU-PUD Mixed-Use Planned Unit Development District	
IC Institutional/Civic District	
O-1 Office District	O-1 Office District
OP Office/Professional District	OP Office, Professional District
CBD Central Business District	
C-1 Neighborhood Commercial District	C-1 Neighborhood Commercial District
C-2 General Commercial District	C-2 General Commercial District
C-3 Regional Shopping Center District	C-3 Regional Shopping Center District
C-4 Highway Interchange District	C-4 Highway Interchange District
C-5 Highway and Arterial Commercial District	C-5 Highway and Arterial Commercial District
M-1 Light Industrial District	M-1 Light Industrial District
M-2 General Industrial District	M-2 General Industrial District
	M-3 Planned Industrial District
Historic District Overlay District	Historic District Overlay District
Floodway Overlay District	Floodway Overlay District
	Sabre Heliport Overlay District
	Outlaw Field Airport Overlay District

What issues and opportunities can the Comprehensive Plan address?

Where conflicting land uses are identified or new land uses or character areas are desired, Comprehensive Plan recommendations can help identify code changes. Updates to the City and County zoning ordinances will be part of the implementation steps for future land use recommendations identified in the plan. Issue and opportunities associated with zoning districts in both the City and County are highlighted below.

- The City of Clarksville Zoning Ordinance employs several residential zoning districts. There is potential for reducing the number of residential zoning districts and allowing for greater flexibility in housing types within residential developments.

- The City of Clarksville allows the development of mobile home parks. The City may consider discouraging mobile home parks in favor of individually platted mobile homes in the future.

- There is a consistency between City and County zoning districts, which can help annexation processes go smoothly and create a clear development connection between the City and County.

- The Montgomery County Zoning Resolution includes best practice standards for residential cluster ordinances in Clarksville-Montgomery County, which allows the development of environmentally constrained properties by incorporating permanent open space into development design.

- There is potential to ensure future Clarksville-Montgomery County growth continues to align with the mission and future operations at Fort Campbell.

Transportation and Mobility

Transportation and mobility infrastructure are the building blocks of every community. In Clarksville-Montgomery County, one of the top-cited subjects in outreach is transportation and traffic congestion. This section examines the current state of the community's transportation and mobility and identifies issues and opportunities for the Comprehensive Plan to address.

The City of Clarksville has experienced substantial growth over the past several years and the current trends indicate that growth will continue for the foreseeable future, indicating that transportation issues and traffic congestion will only increase. Over the past several months, the cost of fuel has also drastically increased, although it is uncertain if the inflationary trends will continue for a considerable period or if they will stabilize. As the Ford Motor Company relocates a plant in Tennessee to manufacture electric F-150 trucks and batteries for the trucks, this could be a glimpse of changes in future transportation systems and how fuel taxes are collected, which are used to construct and maintain local transportation systems.

Roadways Classifications

The Federal Functional Classification is the system by which roads are grouped into categories according to the type of service and amount of traffic the facility carries. Functional Classification is used to determine design standards of roads and is a consideration in determining eligibility for federal aid funding. A classification is assigned to all public roads by the Clarksville Urbanized Area MPO (CUAMPO) in partnership with TDOT using federal guidelines and is approved by FHWA. In general, there are four major classifications of roadways including: 1. Interstates and freeways, 2. other Arterials, 3. Collectors, and 4. Local Roads. Interstates and freeways are also considered Principal Arterials. It is important to note that TDOT is reponsible for maintenance, improvements, and widening of the state and federal highways, necessary projects can potentially impact the local community.

Clarksville is serviced by I-24 with four interchanges at Trenton Road, Wilma Rudolph Boulevard, Rossview Road, and Martin Luther King Jr. Parkway. Principal arterial roadways include Ft. Campbell Boulevard, 101st Airborne Division Parkway, Wilma Rudolph Boulevard, Providence Road, Kraft Road, Purple Heart Parkway, Martin Luther King, Jr. Parkway, and Ashland City Road. TDOT is responsible for the construction and maintenance of all federal and state routes in Clarksville. These include:

- Interstate 24
- US 41A
- US 79
- State Route (SR) 76
- SR 48-13/Trenton Road
- SR 12/Ashland City Highway
- SR 236/Tiny Town Road
- SR 237/Warfield/101st Division Parkway
- SR 374/Rossview Road
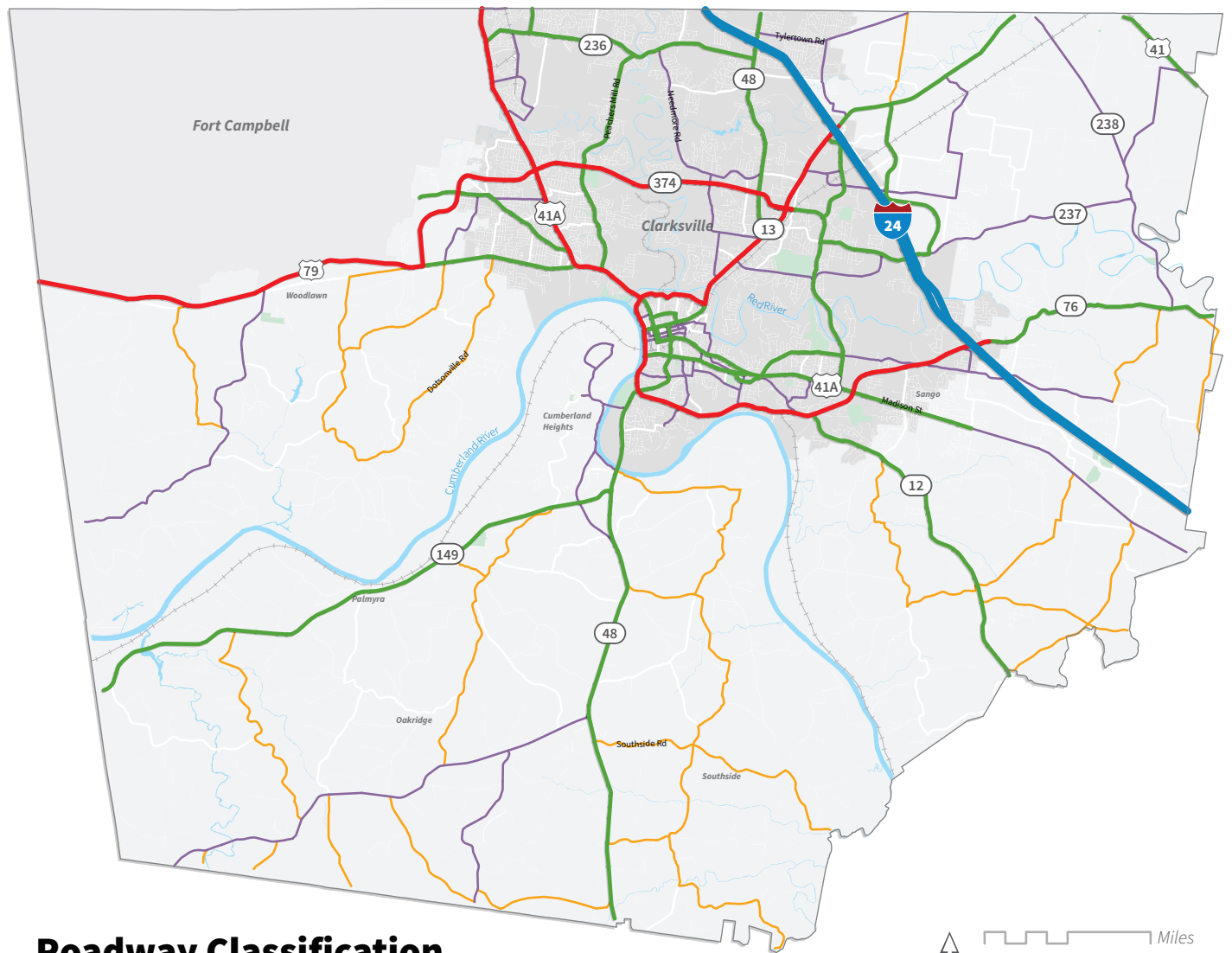
Roadway Classification

- ∿ Interstate
- ∿ Principal Arterial
- ∿ Minor Arterial
- ∿ Major Collector
- ∿ Minor Collector
- Local

Miles
0 1 2 4

Capacity and Level of Service

The vehicular traffic in Clarksville-Montgomery County is greatest on I-24, US 41A, US 79/SR-13, and SR-374 from US 41A to US 79. These areas have estimated average daily volumes exceeding 30,000 vehicles. Currently, there are **19** roadway segments in Clarksville-Montgomery County that experience a Level of Service of F. Most of these segments are near the intersections of roadways and/or at interstate interchanges with high traffic volumes. This suggests that peak period congestion is currently an issue in the commu-nity.

While most of the region's roadways do not have daily volumes that exceed their daily capacities, there may still be congestion issues at specific times, notably during peak periods. Travel time reliability addresses this issue by evaluating how travel times vary by time of day. The travel time reliability analysis focused on-peak periods. Reliability issues related to traffic incidents, construction, special events, or other events would require a more detailed analysis.

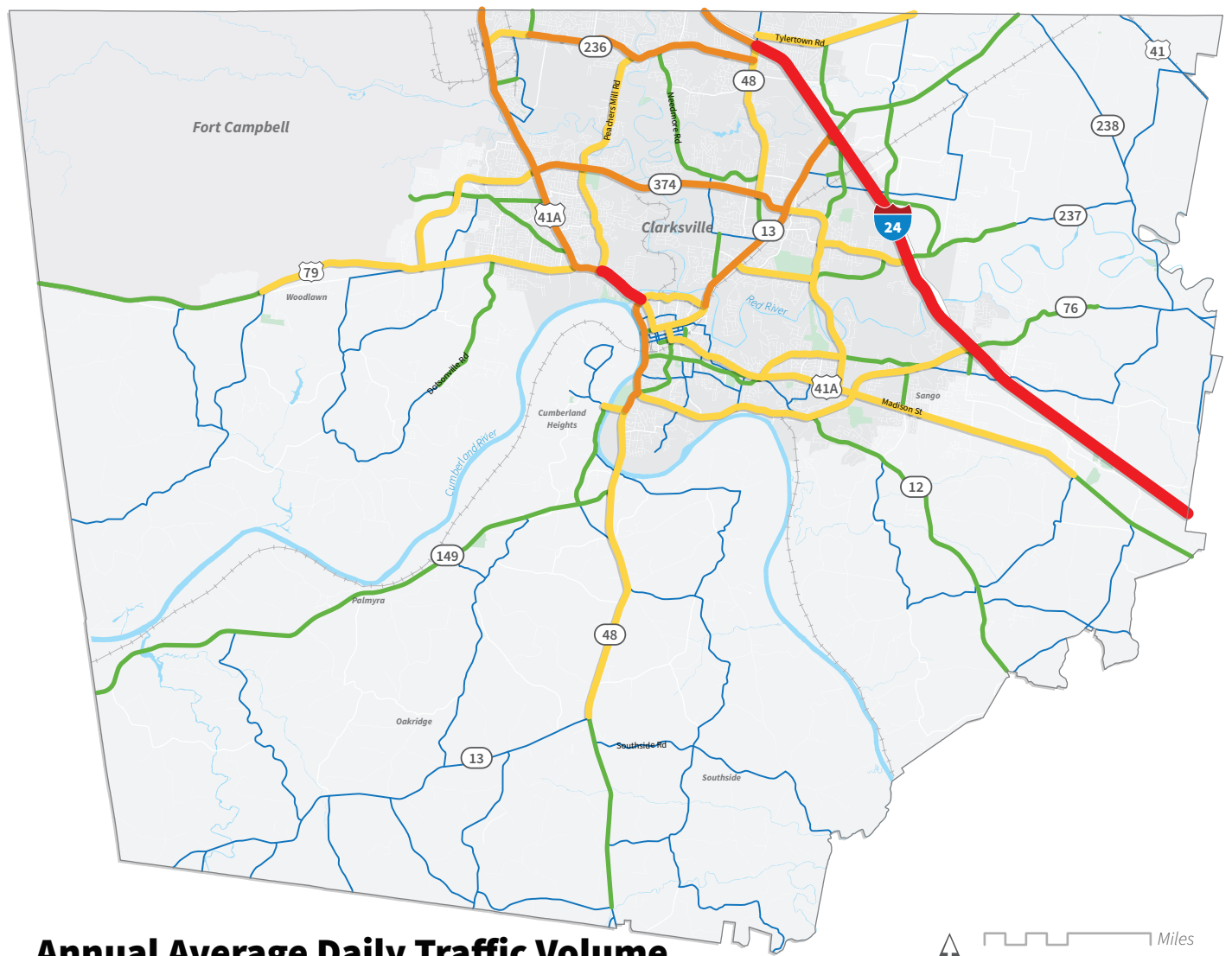| Roadway Corridors with Volumes Exceeding Capacity, 2016		
Route	Limits	Length (miles)
US 41A/US 79	0.30 miles west of Peacher's Mill Road to US 79/Kraft Street	1.5
US 41A/Madison Street	10th Street to 0.23 miles east	0.23
US 41A Bypass	Old Ashland City Road to SR-12	0.45
US 79/SR-13	Kraft Street to Old Trenton Road	0.73
US 79/SR-13	I-24 Ramps	0.27
US 79/SR-13	Jim Johnson Rd to 1.63 miles east	1.63
SR-13/SR-48	Old Hwy 48 to US 41A Bypass	4.93
SR-374/Richview Road	0.38 miles west of Ted Crozier Boulevard to SR-237	1
SR-374/Richview Road	0.32 miles north of Dunbar Cave Road to Memorial Drive	2.32
SR-48/Trenton Road	Needmore Road to 0.99 miles north	0.99
SR-48/Trenton Road	SR-236 to SR-249	0.62
SR-236/Tiny Town Road	Peacher's Mill Road to Needmore Road	0.69
Hornerger Lane	Franklin Street to SR-48	0.1
Zinc Plant Road	Briarwood Road to SR-13	0.97
Peacher's Mill Road	0.12 miles south of SR-374 to 0.56 miles south of SR-374	0.44
Needmore Lane	SR-48 to US 79	0.95
Old Trenton Road	W Dunbar Cave Road to Whitfield Road	0.39
Dunbar Cave Road	US 79 to 0.32 miles east	0.32
Dunlop Lane	Ted Crozier Boulevard to International Boulevard	1.03
Total Miles		**20.03**
Source: 2045 MTP		

The number of roadway segments with a Level of Service of F in 2045 would increase significantly, as shown in the table below. It is important to note that not all congested street and highway segments will need to be widened with additional through lanes or turning lanes. In urban settings, it can be more appropriate to consider ITS improvements (traffic signal upgrades, synchronization and transit prioritization, arterial changeable message signs, and arterial video and speed data collection systems) or Travel Demand Management (TDM) strategies. Congestion may also be reduced by improving pedestrian, bicycle, and/or transit conditions that will encourage alternative means of transportation.

Key takeaway: Currently, congestion is concentrated mostly near intersections. By 2045, congestion is forecast to become more widespread if only the projects addressing areas exceeding capacity are implemented and if current land use patterns continue.

Roadway Corridors with Volumes Exceeding Capacity by 2045		
Route	Limits	Length (Miles)
I-24	Southern Study Area Boundary to Dunlop Lane	11.05
I-24	US 79/SR-13 to SR-45	2.88
I-24 NB	SR-237 to US 76	3.58
I-24 SB Off Ramp	@ SR-76	0.25
I-24 NB On Ramp	@ SR-76	0.33
I-24 SB On Ramp	@ SR-76	0.42
I-24 NB Off Ramp	@ SR-75	0.34
I-24 SB On Ramp	@ SR-235	0.27
I-24 NB Off Ramp	@ SR-236	0.23
I-24 SB On Ramp	@ SR-46	0.21
I-24 SB Off Ramp	@ US 41A	0.47
US 41A/Fort Campbell Boulevard	north of Britton Springs Road to Britton Springs Road	0.83
US 41A/US 79	west of Peachers Mill Road to US 79/Kraft Street	1.5
US 41A/Madison Street	5th Street to 0.11 miles east	0.11
US 41A/Madison Street	9th Street to Pageant Lane	0.54
US 41A/Madison Street	Porters Bluff Road to Golf Club Lane	0.05
US 41A/Madison Street	Crossland Ave to 0.36 miles east of SR-75	2.98
US 41A/Madison Street	Sango Rd to 0.95 miles east of Shady Grove Road	3.69
US 41A Bypass	Crossland Avenue to SR-46	0.63
US 79/SR-13 N	6th Street to Solar Way	7.56
US 79/SR-13	Jim Johnson Rd to 1.63 miles east	1.63
US 41A Bypass	west of Hawkins Road to US 41A/Madison Street	4.77
SR-13/SR-48	Old Hwy 48 to US 41A Bypass	4.93
SR-374/101st Airborne Div. Pkwy	Britton Springs Road to US 41A	12.9
SR-374/101st Airborne Div. Pkwy	@US 79	0.07
EB Off Ramp		
SR-374/101st Airborne Div. Pkwy	@US 79	0.12
WB On Ramp		
SR-48/College Road	8th Street to Red River Street	0.15
SR-48/College Road	Hornerger Lane to US 78	0.3
SR-48/Trenton Road	US 79 to 0.21 miles north of SR-248	5.28
SR-236/Tiny Town Road	0.82 miles west Peachers Mill Road to SR-47	3.88
SR-149	SR-374 Extension to River Road	0.85
SR-76	Old Farmers Road to N Woodson Road	2.8
SR-249/Tylertown Road	SR-48 to Jim Johnson Road	3.78
SR-237/Rossview Road	US 79 to 0.55 miles east of Rollow Lane	5.04
SR-237/Rossview Road	Kirkwood Road to Port Royal Road	2.92
SR-374/101st Airborne Divi. Pkwy	SR-149 to Dotsonville Road	4.25
SR-12/Ashland City Road	US 41A Bypass to 1.10 miles east	1.1
KY-115/Pembroke Oak Grove	0.86 miles south of I-24 to I-24	0.86
KY-911	KY-115 to 0.52 mile east	0.52
Hornberger Lane	Franklin Street to SR-48	0.1
Zinc Plant Road	Briarwood Road to SR-13	0.97
7 Mile Ferry Road	Mayhew Road to 0.10 miles east	0.1
Peacher's Mill Road	0.12 miles south of Hillsboro Drive to 0.42 miles south of Hillsboro Drive	0.3
10th Street	US 41A to Franklin Street	0.29
Jim Johnson Road	0.05 miles east of Solar Way to SR-248	1.65
Oakland Road	US 79 to Merriweather Road	1.17
Merriweather Road	SR-48 to Oakland Road	1.73
Solar Way	US 79 to 1.71 miles north	1.71
Alfred Thun Road	Corporate Parkway Boulevard to US 78	0.56
Ted Crozier Boulevard	SR-374 to Dunlop Lane	1.01
International Boulevard	SR-237 to 0.58 miles north	0.58
Rollow Lane	SR-237 to 0.74 miles north	0.74
Dotsonville Road	0.57 miles south of US 79 to US 77	0.58
Sango Road	0.42 miles south of Trough Springs Road to SR-74	1.12
Memorial Drive	Golf Club Lane to US 41A	0.06
Memorial Drive	0.35 miles east of SR-374 to SR-74	2.21
Crossland Avenue	Cumberland Drive to Golf Club Lane	1.51
Porters Bluff Road	US 41A to Reynolds Street	0.66

Roadway Corridors with Volumes Exceeding Capacity by 2045		
Route	Limits	Length (Miles)
Reynolds Street	Porters Bluff Road to Franklin Street	0.43
N 8th Street	Main Street to SR-48	0.09
N 9th Street	Main Street to SR-48	0.09
Franklin Street	N 9th Street to 10th Street	0.05
Main Street	Cedar Street to Reynolds Street	0.35
Red River Street/Frosty Morn Dr	0.39 miles south of US 79 to US 79	0.39
Greenwood Avenue	Woodmont Boulevard to Daniel Street	0.02
Old Ashland City Road	US 41A Bypass to Memorial Drive	1.28
Old Farmers Road	0.63 miles south of US 41A to US 41A	0.63
Port Royal Road	SR-76 to SR-237	3.04
Cunningham Lane	Lafayette Road to Fort Campbell Boulevard/US-41A	1.25
Corporate Parkway Boulevard	0.56 miles west of International Boulevard to International Boulevard	0.56
Total Miles		**106.44**
Source: 2045 MTP		

Annual Average Daily Traffic Volume

—— Less than 4,000 vehicles

—— 4,000 - 10,000 vehicles

—— 10,000 - 25,000 vehicles

—— 25,000 - 40,000 vehicles

━━ Greater than 40,000 vehicles

Vehicular Crashes

The heat map shows the density of vehicular crashes in the City of Clarksville (data is not available for the County). The concentration of vehicular crashes is more along major corridors such as Wilma Rudolph Boulevard, Fort Campbell Boulevard, Madison St, Tiny Town Road, and 101st Airborne Division Parkway. Further, these corridors serve a higher annual average daily traffic volume, between 10,000 - 40,000 vehicles.

Vehicular Crashes

Sparse

Dense

● Fatal Crashses

Annual Average Daily Traffic Volume

— Less than 4,000 vehicles

— 4,000 - 10,000 vehicles

— 10,000 - 25,000 vehicles

— 25,000 - 40,000 vehicles
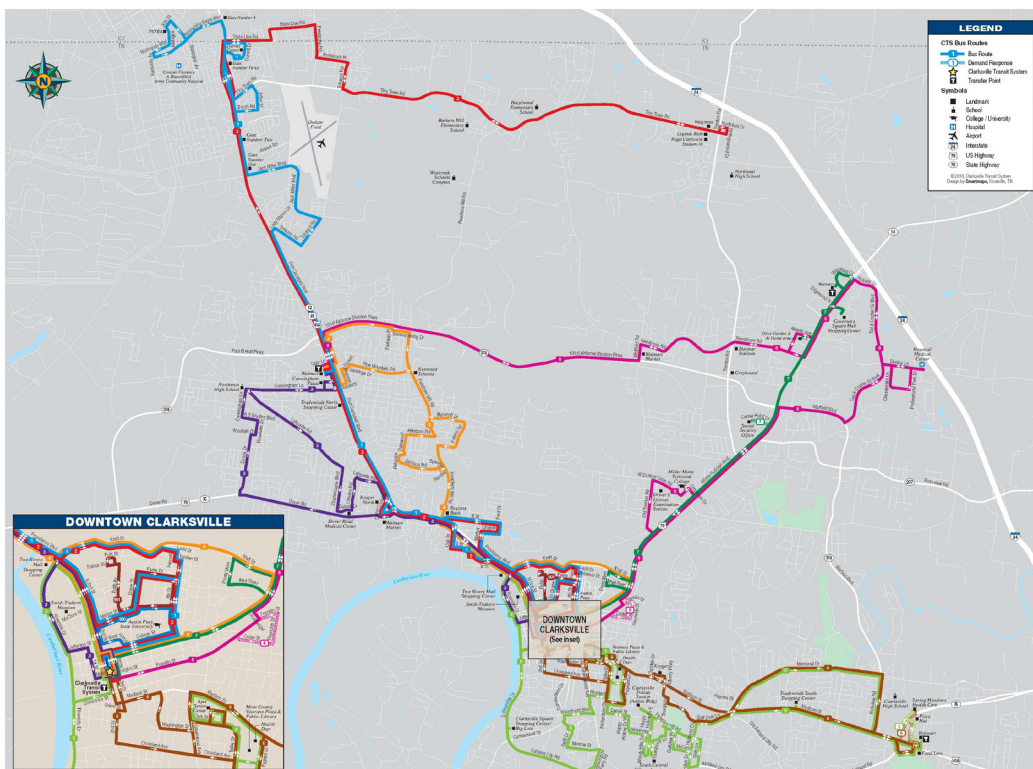
— Greater than 40,000 vehicles

Public Transit

The mission of the Clarksville Transit System (CTS) is to plan, implement, maintain and manage a public transportation system that allows for maximum mobility for the community with an emphasis on safety, quality and efficiency. All CTS buses leave the Transit Center, located at 200 Legion Street and travel to the outer reaches of the City. Each bus returns to the Transit Center, enabling passengers to transfer from one route to another to reach their final destination. There are transfer points along each route. The system operates approximately 16 buses per day along their assigned routes.

The system serves eight routes that extend to various limits of the community. Due to the size of the system and the topography of the community, the routes are confined to the arterial system.

- Route 1 – Fort Campbell (4:40 a.m. to 8:50 p.m. on Mondays through Fridays and 6:40 a.m. to 8:50 p.m. on Saturdays)
- Route 2 – Tiny Town Road (6:30 a.m. to 8:20 p.m. on Mondays through Fridays and 7:30 a.m. to 8:20 p.m. on Saturdays)
- Route 3 – Cunningham Loop (6:00 a.m. to 8:50 p.m. on Mondays through Fridays and 7:00 a.m. to 8:50 p.m. on Saturdays)
- Route 4 – Peachers Mill Loop (6:00 a.m. to 8:50 p.m. on Mondays through Fridays and 7:00 a.m. to 8:50 p.m. on Saturdays)
- Route 5 – Hilldale (5:20 a.m. to 8:45 p.m. on Mondays through Fridays and 6:20 a.m. to 8:45 p.m. on Saturdays)
- Route 6 - Madison Street (6:00 a.m. to 8:50 p.m. on Mondays through Fridays and 7:00 a.m. to 8:50 p.m. on Saturdays)
- Route 7 – Governor Square Mall (6:00 a.m. to 8:50 p.m. on Mondays through Fridays and 7:00 a.m. to 8:50 p.m. on Saturdays)
- Route 8 – 101 Express/Hospital (5:00 a.m. to 8:50 p.m. on Mondays through Fridays and 6:00 a.m. to 7:50 p.m. on Saturdays)

The fare structure is published on the City's website and provides a variety of options. Children under four years old and adults over the age of 65 can ride the system for free. In addition, the transit service provides express service between the park and ride lot at I-24 Exit 11 and Music City Central in Nashville during the morning and evening peak periods. The Transit System is conducting studies to relocate the existing central transit center to a more appropriate location. This project is part of the 2020+ Transportation Plan and is anticipated to be completed by 2028.

Clarksville Transit System www.cityofclarksville.com
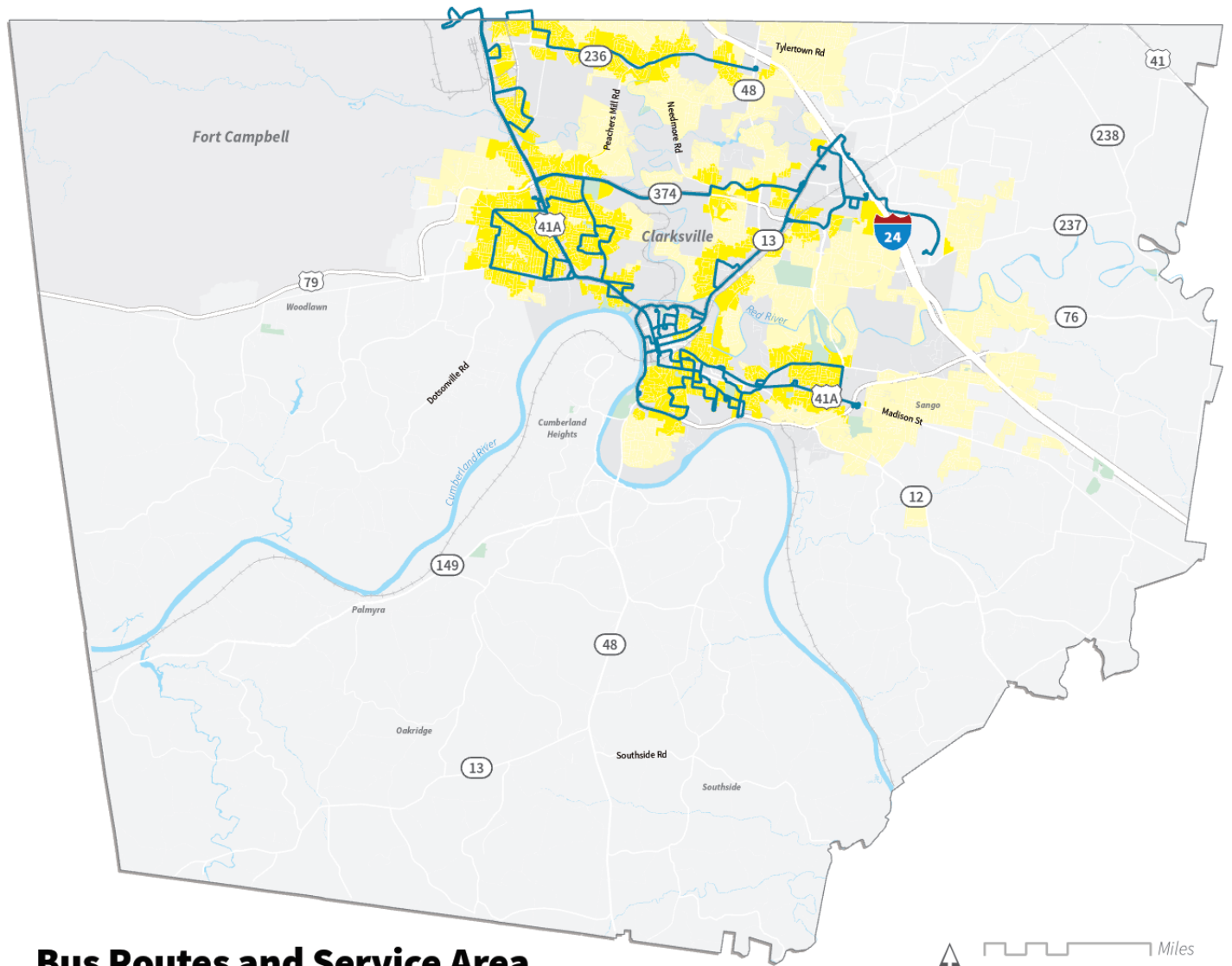
Bus Routes and Service Area

The map highlights Traditional and Suburban generalized residential land uses that are served by transit. Almost 50% of the residential area (13,230 acres) are currently underserved by public transit and have to walk more than 10-minutes to get to a bus stop. Downtown Clarksville, and most of the commercial corridors in the City are well served by Clarksville Transit System.
Note: The analysis does not take into account the frequency of busses along the routes shown on the map.

Proximity to Transit from Residential Land Uses

🟨 Within 10-minute walk to a bus stop

▫️ Outside 10-minute walk to a bus stop

— Bus Routes

Freight Rail

Clarksville-Montgomery County is served by two freight railroads: Tier I CSX Transportation (CSXT), and the Tier II shortline from the R.J. Corman Railroad Company (RJCM). A third rail line in Clarksville-Montgomery County is used for Fort Campbell and the airport.

CSXT is headquartered in Jacksonville, FL, and maintains a rail line that passes through the northeast corner of the community. It operates about 21,000 miles of track, all of which are located in the eastern U.S. The portion of the rail line within the community is about 14 miles northeast of Clarksville. It connects to both the RJCM and Fort Campbell rail lines. The CSXT line provides access to:

- Chicago, IL
- Jacksonville, FL
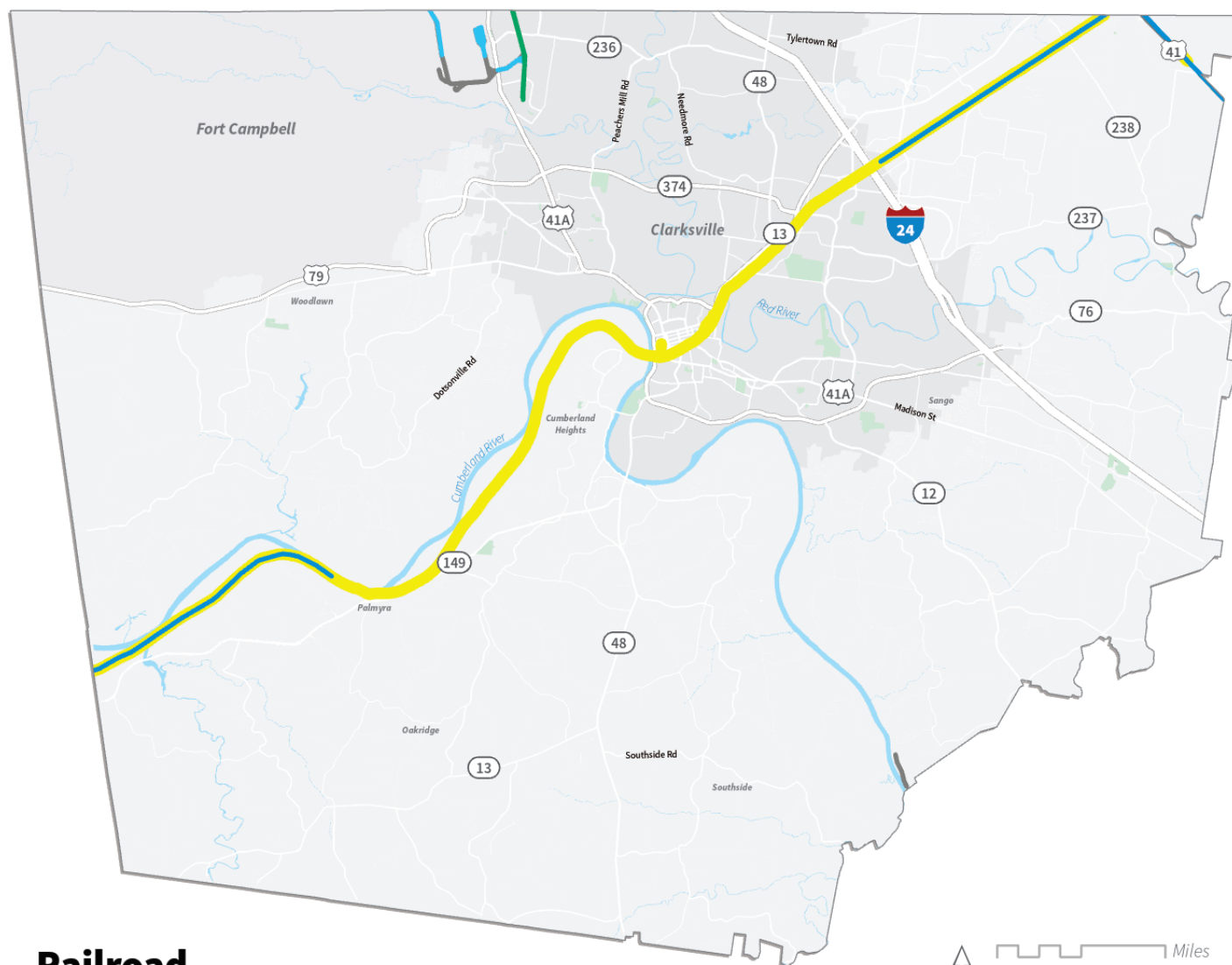- Louisville, KY
- Nashville, TN
- Atlanta, GA

The RJCM is the County's main freight railroad. It passes through Clarksville-Montgomery County from southwest to northeast. The line connects with CSXT's lines in the northeastern corner of Clarksville and Nashville. Services include a spur to the Google Data Center. and the Clarksville-Montgomery County Industrial Park. Commodities shipped by the RJCM include:

- Aluminum
- Steel
- Wallboard
- Lumber
- Zinc
- Grain
- Paper
- Chemicals

Freight Traffic

Data on the amount of freight carried by the rail lines in Clarksville-Montgomery County is not readily available. Further information from CSX and RJCorman can be obtained through the rail lines. As TDOT has frozen funding for shortline railroads, the operators of those lines are not required to submit annual reports regarding the goods they transport .

Railroad

— **RJCM Railroad** *(yellow line)*
— US Government RR *(light blue line)*
— Illinois Central RR *(green line)*
— Seaboard System RR *(blue line)*
— Other Railroads *(gray line)*

Bike and Pedestrian Facilities

Active transportation focuses on utilizing the body as a means of travel to reach a destination. Common examples include cycling and walking, although skateboarding, running, jogging, and more are alternative modes as well. The benefits of these methods of transport include a healthier population and reduced emissions resulting from fewer total vehicle miles traveled. The ability to easily participate in these activities is a quality-of-life measurement for a community. Availability of supporting infrastructure is one way to assess the access the community has to active transportation options.

Sidewalks and Multi-Use Paths

In the 2020+ Transportation Plan, the City proposed a 10-foot path to run the whole length of Tiny Town Road, and a sidewalk is planned on Jordan Road that would lead to Montgomery County's Northern Branch Library. Edmondson Ferry Road and Greenwood Avenue are still in consideration for reconstruction as there is a lack of sidewalks connecting to the new development. North Senseney Circle near Barkers Mill Elementary School is also listed in the plan, but do not have any plans for reconstruction yet.

Clarksville published a 2016 Sidewalk Construction Priority Map, which gave priority to sidewalk construction through the Central Business Improvement District; Elementary, Middle, and High Schools; Colleges and Universities; Parks and Greenways; and Public Housing.

The Clarksville-Montgomery County Greenway and Blueway Master Plan contain an inventory of the existing pedestrian infrastructure in Montgomery County. The Kentucky Transportation Cabinet (KYTC) maintains a sidewalk inventory for the City of Oak Grove and the Christian County portion of the community.

Existing sidewalks in Montgomery County are concentrated around Downtown Clarksville, and newer subdivisions built after the passage of the Subdivision Regulations in 2004. It was noted by several of the focus groups interviewed there is a lack of sidewalks in Clarksville and most of the roads in Montgomery County lack adequate shoulders.

There is a lack of sidewalks along major corridors outside of the Downtown area. This deficiency greatly impacts school children and public transit riders and has been noted in previous plans and studies for the community.
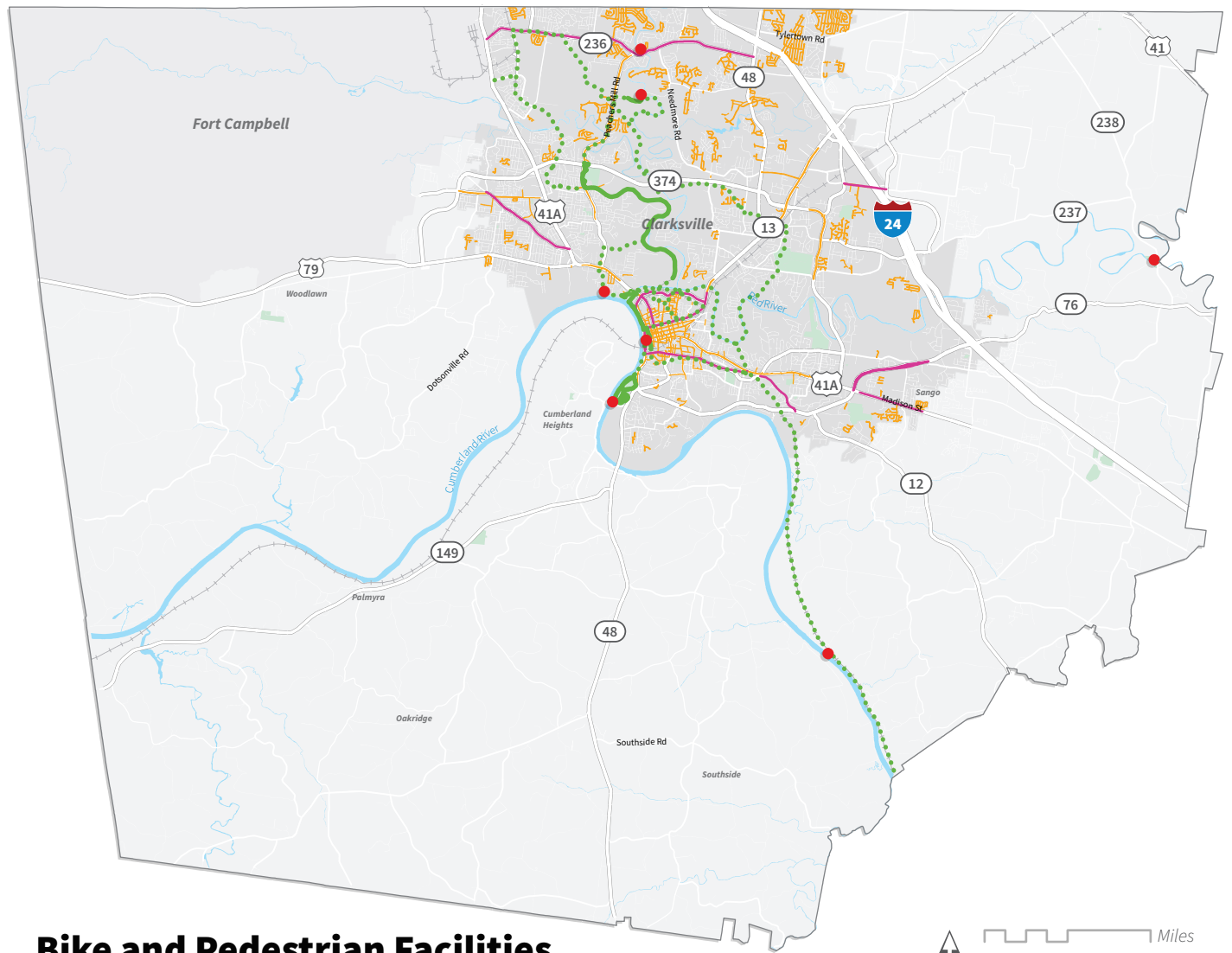
Other priority areas for the installation of sidewalks are near public transit stops. The Clarksville Transit System (CTS) has identified the need for sidewalks near transit stops in two studies: the Comprehensive Operations Analysis (COA) and the Strategic Plan. Over half of all persons riding the bus walk to the bus stop. Many of the stops are located along streets with high levels of vehicular traffic, posing a safety risk for pedestrians.

The following observations from the 2045 Clarksville Metropolitan Transportation Plan reference sidewalk infrastructure within Clarksville-Montgomery County:

- Fort Campbell Boulevard (US-41A) has sidewalks on the east side between the state line and Morgan Road.
- There are sidewalks on both sides of Fort Campbell Boulevard (US-41A) between Morgan Road and Thompsonville Lane (KY-911).
- Pembroke-Oak Grove Road (KY-115) has sidewalks between Thompsonville Lane (KY-911) and Nick Lane.
- There are no sidewalks in the more populated southern end of the City of Oak Grove, adjacent to the state line.
- There are no sidewalks adjacent to the CTS bus route that is near the City.

Clarksville Sidewalk Construction Priority Map 2016

Bike and Pedestrian Facilities

- 🔴 Existing Blueway Access Points
- ▬ Clarksville Greenway
- ⋯ Proposed Greenway
- ▬ Existing Bike Lanes
- ▬ Existing Sidewalks

Note: Sidewalk data for the County is unavailable at this time.

Clarksville Greenway

The Clarksville Greenway is an approximately 9-mile walking and biking trail situated in north Clarksville along the banks of the Red River and West Fork Creek. The trail can be used for biking, skating, running, or walking. Restrooms are available on-site as well as benches and resting areas. Access points including parking are located at Heritage Park, Pollard Road, and Marys Oak Drive.

The Greenway is a part of the Rails to Trails initiative that transforms scenic abandoned railroad rights of way and river corridors into walking and biking trails. The initiative has garnered statewide recognition for environmental stewardship. The Greenway preserves a natural space for alternative transportation from the Downtown area to the north side of the City. Native species of plants and animals can be viewed throughout the corridor. The community benefits from the trail's natural areas as they provide clean air and water, flood storage and protection, and reduce erosion. A unique feature of the trail is the Raymond C. Hand Pass, a 600-foot pedestrian bridge

BCycle

In 2016, the BCycle bike-sharing service was launched in Clarksville and expanded to include Austin Peay State University in 2018. This service operates at five strategic locations. BCycle members can pick up a bike at the B-station and return it to that same station or any other B-station when they're done. An onboard trip computer allows members to track all the miles they ride, the calories they burn, and the carbon emissions they avoid. The service currently provides access to 44 bicycles at five locations.

BCycle Locations			
Name	Address	Bikes	Docks
Pollard Trailhead (Greenway)	1011 Pollard Road	10	5
Cumberland Riverwalk	640 N Riverside Drive	8	6
Public Square + Franklin	1 Public Square	10	4
Liberty Park	1451 Zinc Plant Road	6	8
Austin Peay State University	Foy Recreation Center	10	--

What issues and opportunities can the Comprehensive Plan address?

Clarksville-Montgomery County has many challenges to its transportation system based on the topography of the area. The Cumberland River forms a natural barrier between the City of Clarksville and the southern portions of the county while the Red River limits access to the northern portions of the City to bridge crossings. The hilly terrain creates challenges (and some opportunities) for roadway connections servicing developable areas. These types of challenges tend to limit some options that may be available in other communities with less restrictive topography and increase the construction costs of desired projects. Additional issues include the following:

- Signalized intersection timing issues: There are currently 105 traffic signals in the City of Clarksville with fiber interconnecting approximately 60% of the signals. There is currently a grant-funded project for the interconnection of 12 traffic signals along Wilma Rudolph Boulevard.

- Montgomery County has 12 traffic signals and approximately 750 miles of roadway to maintain. About ten miles of roadway are added to the system each year due to subdivision development. Staffing maintenance crews for roadways has been identified as a challenge.

- Outreach participants suggested that traffic circles be added to key intersections as opposed to signalization. One of the intersections specifically mentioned was Whitfield Road and Needmore Road. Some level of intersection improvements were identified as being needed at Old Farm Road at Publix, and Memorial and Martin Luther King Jr. Parkway.

- Outreach participants identified the river bridges as traffic choke points. The Cumberland River and Red River essentially encompass the City core, limiting the number of routes for local commuters. The majority of the river bridges in Clarksville are located along state/federal routes and under the control of TDOT.

- Segments of Wilma Rudolph Boulevard and Fort Campbell Boulevard have also been identified as travel chokepoints.

- The COVID-19 pandemic had a major impact on transportation and mobility. Health directives resulted in portions of the nation and economy being shut down, including schools, offices, stores, and more. To compensate and adjust to the new norms, busi-nesses had to find ways to operate and stay in business. Telecommuting became the accepted business model, where practical. Restaurants that had stopped in-store service implemented or expanded their drive-thru and/or delivery services. All of these necessary adjustments had, and continue to have, a significant impact on how residents in any community, including Clarks-ville-Montgomery County, travel and commute.

- Participants mentioned that there is no bus service to the Industrial Park, which has 24-hour shifts. Employees need access to the park through extension of transit hours and service.

Community Facilities and Infrastructure

Community facilities and infrastructure provide Clarksville-Montgomery County residents with the services they need. They ensure the efficient and equitable provision of amenities and maintain long-term health and quality of life. Services are provided by a diverse range of other public and semi-public entities across the community. The following section inventories Clarksville-Montgomery County's various community facilities and documents recent improvements and existing upgrade needs. The Comprehensive Plan will provide direction for future capital improvements and policies, stressing the importance of coordination between municipalities and other community facility providers.

Infrastructure for utilities, amenities, and public services is essential to maintaining the quality of life and continuing to attract new residents, businesses, and investors. The size and extent of systems in Clarksville-Montgomery County mean that upgrades and renovations will require long-term planning and coordination based on an analysis of existing infrastructure networks.

Community Facilities

Community facilities and services ensure a high quality of life for residents of the City and County. These are predominantly provided by either the City or County but are supplemented by public or semi-public organizations and other service providers within the community. The Community Facilities map identifies local government offices, municipal services, and emergency services.

Public Safety

There are four police stations loated throughout Clarksville-Montgomery County,located within the City limits. The primary Montgomery County Sherriff's Office is located at 120 Commerce Street in Clarksville.

Fire Department

The Montgomery County Fire Service is organized into 5 districts with 5 main stations, the Rescure Squad, and 4 sub-stations. Each station is strategically located to ensure maximum participation by volunteer firefighters and emergency responders. Clarksville Fire Rescue is an ISOClass 2 rated fire department with 12 fire stations located throughout the City.

Schools and Education

Both the City and County are serviced by Clarksville-Montgomery County School System (CMCSS). CMCSS serves about 37,000 students on 40 campuses. Additional community schools include Clarksville Academy (500 students) and Clarksville Christian School (600 students). The map identifies all schools K-12, as well as higher education institutions within the community.
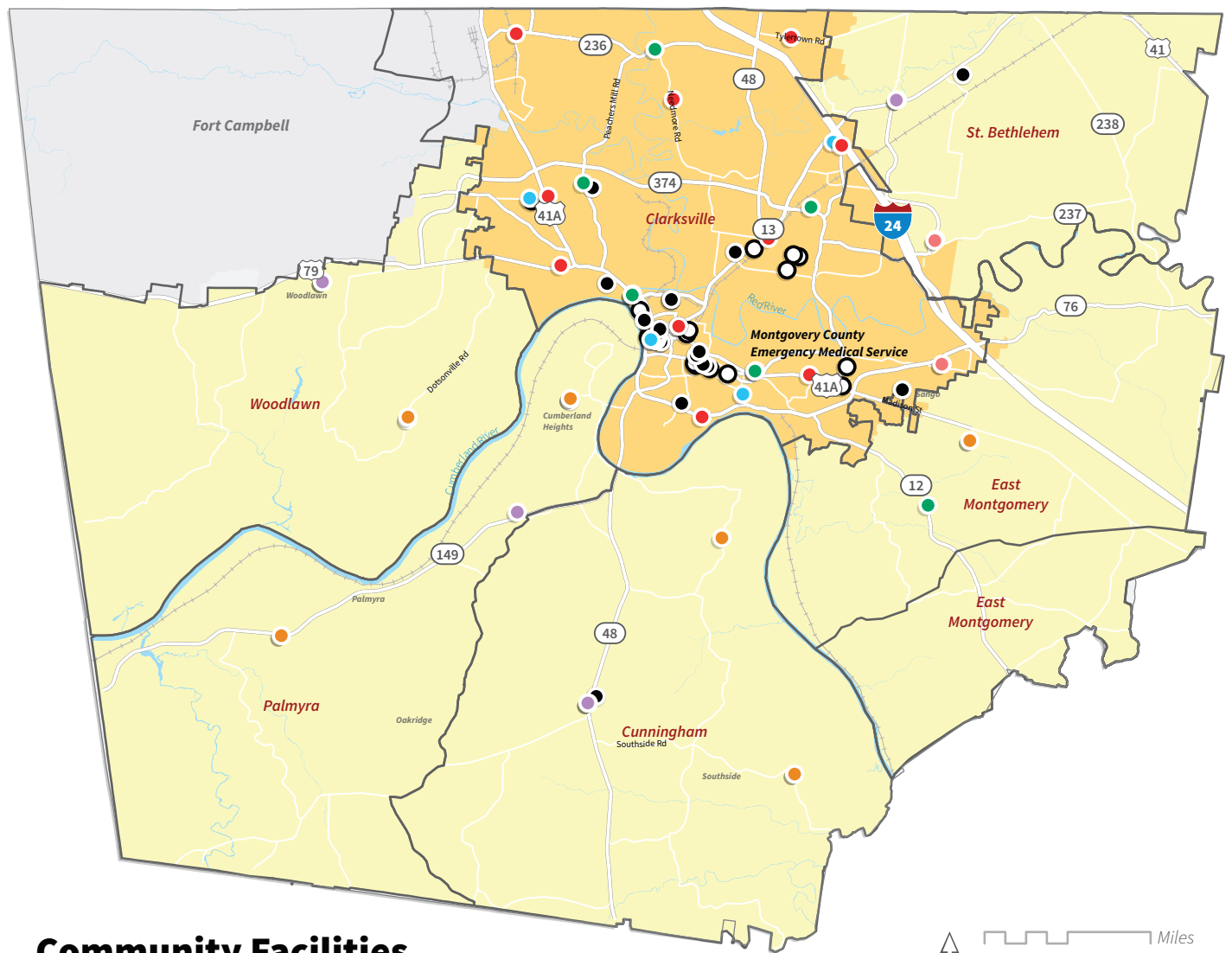
Community Facilities

Government

○ City Government

● County Government

Law Enforcement

▨ Clarksville Police Department Zone

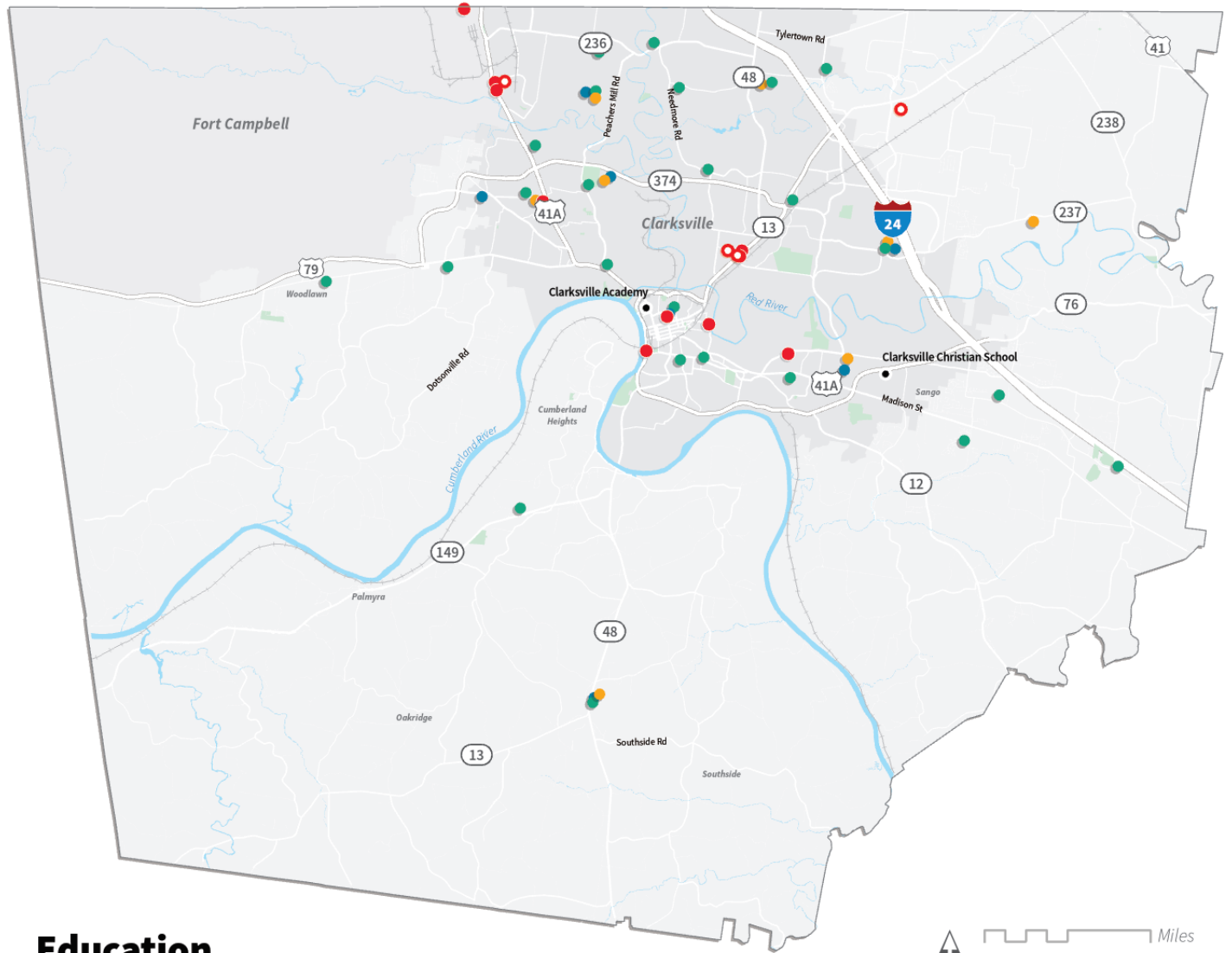▨ Montgomery County Sheriff Zone

Fire Safety

▢ Fire Districts

Facilities

● City Police Station

● City Fire Station

● City Fire Department, EMS, Police

● County Fire Stations

● County EMS and Fire Department

● EMS Stations

Education

- ● Elementary School
- ● Middle School
- ● High School
- • Private School
- ● College or University
- ○ Tech School

Infrastructure and Utilities

Clarksville Gas and Water

The following five area counties make up the Clarksville Gas and Water (CGW) customer base:

- Montgomery, Cheatham, and Robertson Counties in Tennessee
- Christian and Todd Counties in Kentucky
- Fort Campbell, Kentucky Military Installation

Natural gas*:* CGW purchases and resells natural gas to over 29,000 customers with 945 miles of gas main in the five counties. In 2021, CGW purchased and resold a total of 4.39 billion cubic feet of natural gas.

Water: The utility serves over 78,000 water customers. The utility produced and treated 6.71 billion gallons in 2021. The system consists of a 30 MGD membrane filtration water treatment plant, over 1,100 miles of water main, and 15 water storage tanks. A second membrane filtration water treatment plant with a contract value of $210 million is currently under construction which will add another 12 MGD treatment capacity upon completion of the first phase, with an additional 24 MGD capacity in two future 12 MGD phases.

Sewer: The utility serves over 68,000 sewer customers. The system consists of a 25 MGD wastewater treatment plant, with over 1,000 miles of sewer main (846 miles of gravity sewer and 190 miles of sewer force main) and 230 sewer lift stations. The utility treated 4.8 billion gallons of wastewater in 2021. In 2021, the utility relocated to a new location in the Cunningham Place Shopping Center. The spacious facility enables extension of customer services to a North Clarksville site for the first time, saving residents trips Downtown to City Hall.

With Clarksville-Montgomery County experiencing higher growth pressure, CGW is in the process of developing new infrastructure to meet and serve the growing demand. Future developments include a new water booster station and associated transmission mains valued at $6 million, a new $40 million thermal dryer facility, and two wastewater projects estimated at around $24 million. Further, in addition to the cost of replacing aging infrastructure, CGW estimates approximately $50 million more to improve the level of service where the water and sewer systems are being impacted by strong, sustained growth.

Future development and improvements would depend on the rate of growth the City and County experiences over the next decade. Plans include additional considerations regarding water distribution and treatment for industrial, and residential-commercial uses to ensure revenue generating opportunities and improved service.

Rural Water Utilities

There are multiple water utility districts that service Montgomery County's unincorporated communities and rural areas. The utility districts include:

- **Cumberland Heights Utility District:** The Cumberland Heights Utility District was established and incorporated in 1956. The Cumberland Heights Utility District has approximately 1,171 customers along nearly 75 miles of water lines.
- **Cunningham Utility District:** The Cunningham Utility District was established and incorporated as a public water utility in 1937. The Cunningham Utility District serves approximately 5,100 residential and commercial customers in parts of Montgomery, Cheatham, and Dickson Counties.
- **East Montgomery Utility District:** The East Montgomery Utility District was established and incorporated as a public water utility in 1967. Today, with approximately 5,400 customers and growing, the East Montgomery Utility District continues to serve the growing water needs for part of Montgomery, Cheatham, and Robertson Counties. The East Montgomery Utility District is experiencing infrastructure expansion along U.S. Route 41 Alternate.
- **Fort Campbell:** Fort Campbell operates a federal partnership, or a private partner for long-term service, to operate, maintain, and renew water and wastewater systems and improve utility systems for federal installations. The installation is under a 50-year Utilities Privatization contract with Jacobs. The contract was initiated in 2003 as part of the Defense Reform Initiative Directive (DRID). Jacobs serves 42,000 residents in Fort Campbell and handles 7.6 million gallons of water per day within its water treatment plant. There are 262 miles of water distribution lines and service lines for the 3,000 buildings in Fort Campbell. Under the contract, Jacobs has completed more than $114 million in capital improvements to the utility systems.

- **Guthrie City Water Department:** The Guthrie City Water Department is located in Guthrie, KY, north of the unincorporated Montgomery County area, South Guthrie. Along with servicing communities in and around Guthrie, South Guthrie received water treatment and services from the Guthrie City Water Department.
- **Woodlawn Utility District:** The Woodlawn Utility District was established and incorporated as a public utility in 1963. With approximately 4,000 customers and growing, the Woodlawn Utility District continues to serve residents and businesses of Woodlawn, TN, located approximately eight miles from Clarksville. The Woodlawn Utility District is currently experiencing expansion of watermains andf sewer lines.

Wastewater and Stormwater

The Clarksville Wastewater System is one of the largest in Tennessee and serves approximately 120,000 people. System staff operate and maintain the plant and system according to the Tennessee Department of Environment and Conservation (TDEC), Water Pollution Division, and Environmental Protection Agency (EPA) regulations. The System carries out an articulated goal and commitment of the City of Clarksville to protect the Cumberland River and its tributaries, the environment, and the general public from pollution during the transmission and treatment of Clarksville's wastewater.

Wastewater Treatment Plant

The City of Clarksville Wastewater Treatment plant is currently staffed with 24 employees covering operations, maintenance, laboratory, and management. Each employee is trained fully to understand the wastewater treatment processes and properly operate the plant.

Wastewater Collection System

The wastewater collection system is comprised of 846 miles of gravity mains, 230 lift stations, 190 miles of force (pressure) mains, and 20,068 manholes. To operate and maintain this complex system, Clarksville Gas and Water staff has a total of 35 employees conducting the following operations:

- Industrial Pretreatment
- Lift Station Operation and Maintenance
- Management
- Odor Control
- Wastewater Construction and Rehabilitation (for repair and in-house replacement of wastewater lines)
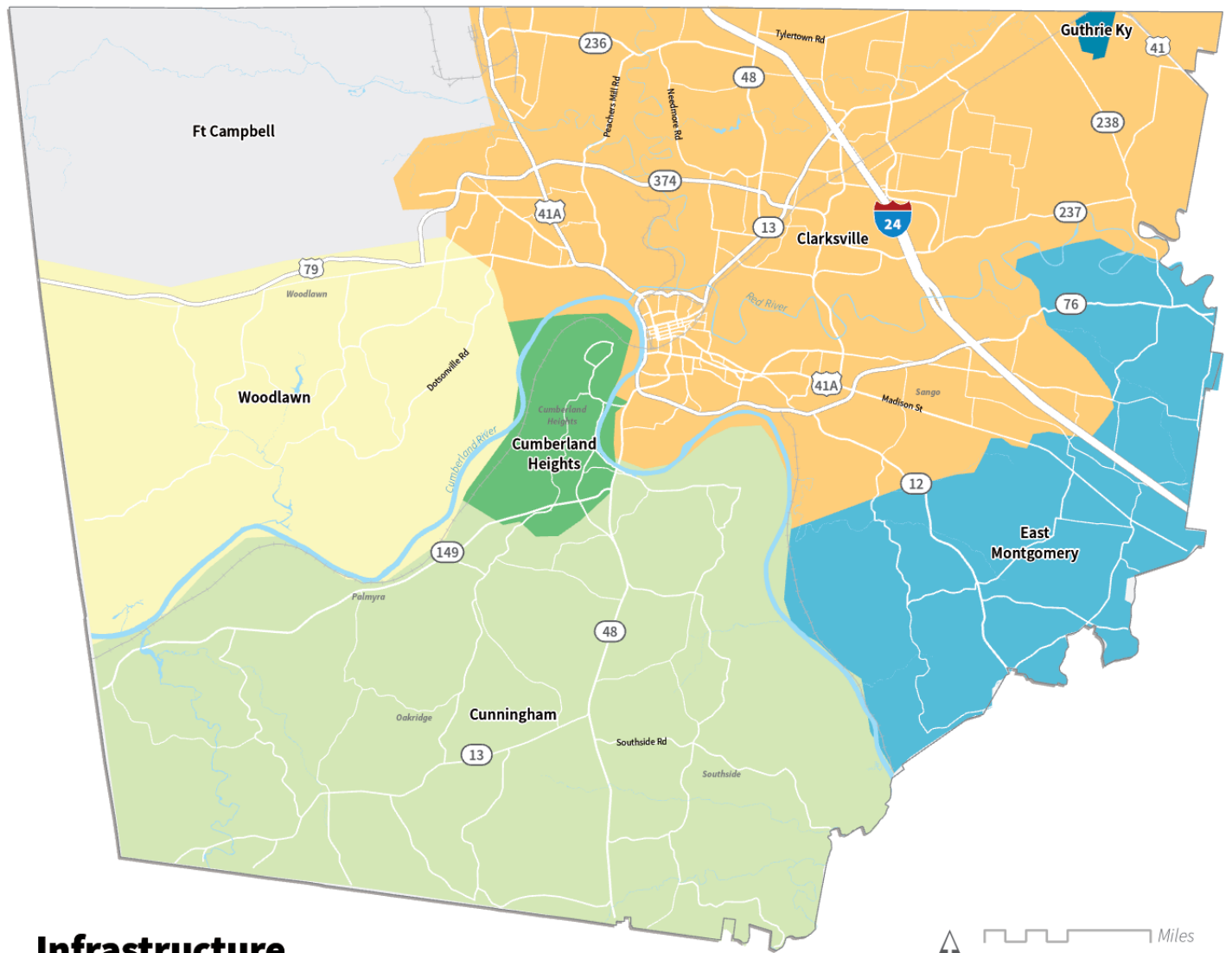
Infrastructure

Utility District

- Clarksville
- Woodlawn
- Cunnigham
- Cumberland Heights
- Gutherie Ky
- East Montgomery
- Fort Campbell
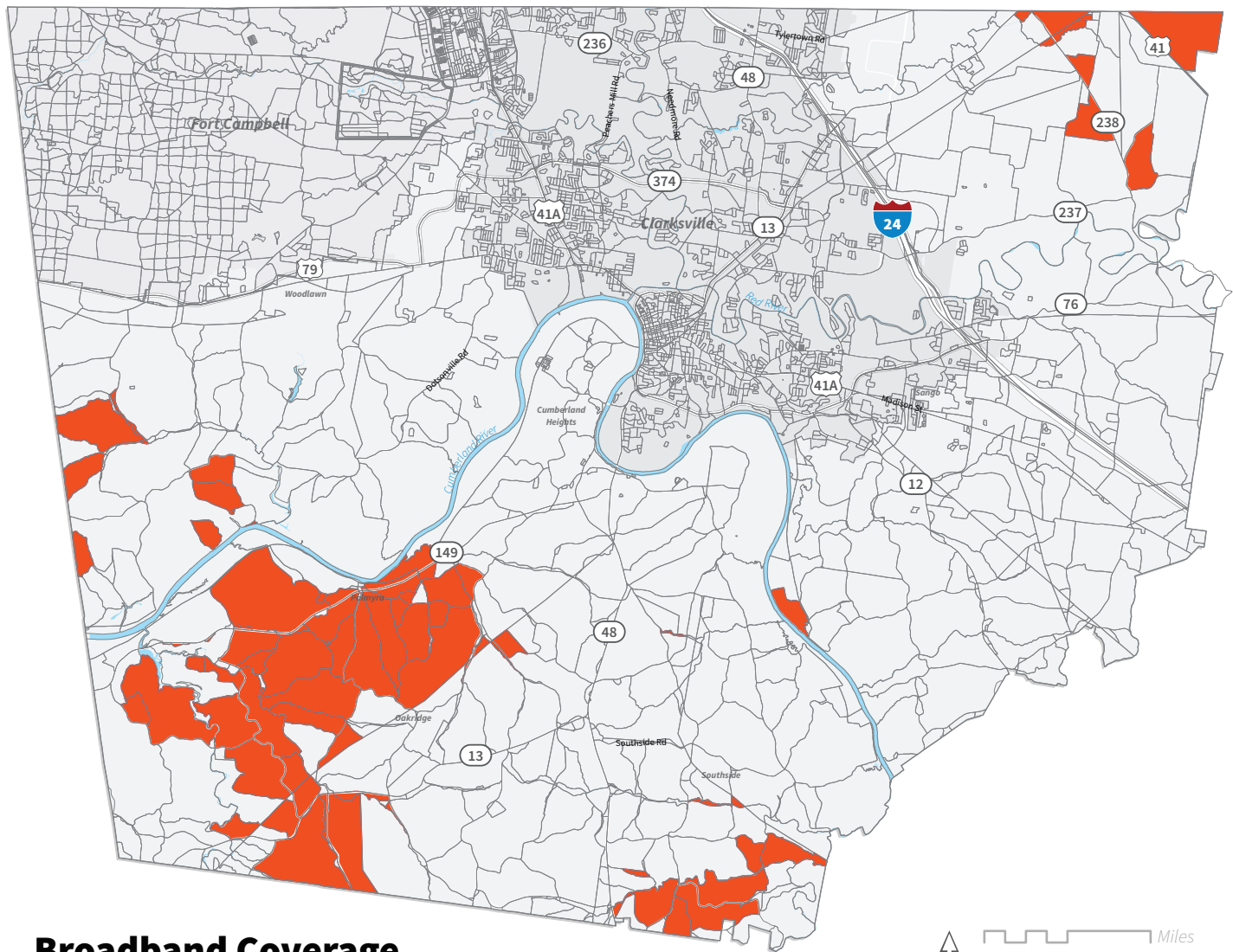
Broadband Coverage

The FCC recommends a broadband speed of 25 megabits per second (Mbps) for downloads and 3 Mbps for uploads. This recommended broadband speed will allow persons to check their email, browse the internet, and watch a video on one device at a time. The map identifies census blocks that do not have access to FCC's recommended broadband speed.

☐ Census Block

■ Census Blocks with Download/Upload Speed less than 25/3 mbps

Stormwater

According to numerous citizen groups that met during the initial data collection phase of this effort, stormwater is a concern. Clarksville experienced historic flooding during 2010, as did other locations in the Middle Tennessee area. Beyond that particular event, localized flooding has continued to occur in various areas of the City, and there is combined sewer and aging infrastructure in the Downtown and adjacent areas.

Clarksville-Montgomery County does not have a stormwater utility fee to help fund various needed improvements. At least 25 cities and counties in Tennessee (and over 2,000 nationwide) currently have a stormwater fee. Many local governments in Middle Tennessee have implemented such fee programs.

The City of Clarksville conducted a stormwater utility fee study about ten years ago. As stormwater issues persist, it may consider updating the study, reviewing stormwater-related capital/operating budgets, and establishing a five to ten year plan to determine what the financial goal of a program would be.

Cumberland Electric Membership Corporation

Cumberland Electric Membership Corporation (CEMC) is the third largest distribution cooperative in Tennessee, serving more than 107,000 members across Cheatham, Montgomery, Robertson, Stewart, and Sumner counties. CEMC is a nonprofit electric cooperative regulated by the Tennessee Valley Authority (TVA) and governed by a member-elected board of directors. The cooperative model ensures that CEMC is committed to meeting the needs of their membership by delivering safe, affordable, and reliable services. CEMC provides both electric services and broadband services to its customer base.

Cumberland Connect

Cumberland Connect is a non-profit subsidiary of CEMC that that offers internet, phone, and streaming services. The service provides high-speed fiber internet to residential and business areas throughout the five-county service area. Most of the CEMC service area in Montgomery County has access to high-speed internet. The next service rollout (Phase 3) will expand fiber internet services access to two additional areas on the east side of the County.

CDE Lightband

CDE Lightband serves 72,000 households and businesses in the City of Clarksville. The service area consists of 100 square miles within municipal boundaries and includes 971 miles of power lines and 1,045 miles of fiber optic cable. CDE Lightband offers electricity, internet, video, and voice services. Their staff includes over 200 full-time employees. Governance provided by a board of five local business leaders.

Broadband Coverage

According to the Federal Communications Commission (FCC) 2015 Broadband Progress Report, broadband deployment – especially in rural areas – is failing to keep up with modern, high-quality broadband internet. The FCC recommends a broadband speed of 25 megabits per second (Mbps) for downloads and 3 Mbps for uploads. This recommended broadband speed will allow persons to check their email, browse the internet, and watch a video on one device at a time. The national average of Americans without access to this recommended broadband speed is 17%, and over half of all rural Americans lack access to this broadband speed. Despite this statistic, Clarksville-Montgomery County has above average internet speeds throughout the Community. Areas of Clarksville where households without internet access is above 20% are around the Austin Peay State University campus (the campus itself has a high-speed network) and in the west Greenwood neighborhood, east of the Cumberland River and west of Cumberland Drive.

What issues and opportunities can the Comprehensive Plan address?

Community Facilities: The Comprehensive Plan can provide direction to ensure Clarksville-Montgomery' County's community facilities contribute to a high quality of life for residents and businesses. The Plan will direct future capital improvements and policies, stressing the importance of coordination between the City, County, and their various community facility providers. The City and County are the predominant providers of these services, but they are supplemented by partner organizations and other service providers within the community. Where applicable, the Comprehensive Plan may recommend new facilities or partnerships.

Infrastructure: Clarksville-Montgomery County has grown steadily grown in the last 20 years. Growth requires infrastructure, and it is important to consider whether the capacity of existing infrastructure and facilities can keep pace with current growth rates. There is pressure on the community to provide adequate services through its network of facilities and infrastructure, coupled with an opportunity to assess critical facilities and understand how population growth relates to the community's capacity forecasts. The Comprehensive Plan can explore ways to involve the utilities within development discussions, to better leverage their role within the community and encourage greater involvement from these entities in the future.

Broadband: People and businesses increasingly rely on the internet in all aspects of daily life. As such, quality broadband will be a priority for residents throughout Clarksville-Montgomery County. Poor, elderly, and rural populations tend to have less access to the internet than populations in well-connected urban and suburban areas. Cost of service and computer education can contribute to limited access, but broadband infrastructure and measurable download speed are the best ways to quantify the digital divide. The Comprehensive Plan can assess the availability of broadband and examine ways to promote the extension of infrastructure and difficult last-mile connection to homes in rural areas with large setbacks from access roads.

Parks and Open Space

Clarksville-Montgomery County provides high-quality parks and open space for its residents and visitors, and these amenities provide opportunities for users to live healthy lifestyles, protect environmental features, attract homebuyers, and build a sense of community. The purpose of this section is to give an overview of Clarksville-Montgomery County's parks and open space as well as partners who protect the community's natural resources. While evaluating Clarksville-Montgomery County's parks and open spaces, recommendations for maintaining and enhancing these resources can be determined. The information in this section was formed with consideration given to the recently adopted 2021 Montgomery County Comprehensive Parks and Recreation Plan.

Montgomery County Parks and Recreation

The Montgomery County Parks and Recreation Department develops and maintains parks and facilities; preserves open space and natural areas; protects environmental resources; promotes healthy lifestyles; and provide recreational opportunities for visitors and residents of the County. The Department maintains nine parks throughout the County, and each offers a wide variety of recreational options. The Department's parks and other facilities include:

- Civitan Park and Horseshoe Court
- Cumberland Heights Gym and Dining Hall
- Downtown Commons
- Fredonia Community Center
- RichEllen Park
- Rotary Park
- South Guthrie Community Center
- Spurline Trailhead
- Wade Bourne Nature Center
- Weakley Park
- Woodlawn Park

City of Clarksville Parks and Recreation

Clarksville Parks and Recreation Department maintains over 1,000 acres of parks and facilities. The department's 24 parks offer a variety of amenities including playgrounds, picnic areas, walking trails, and pavilions. Several of the parks throughout Clarksville also feature restrooms, open play areas, outdoor fitness equipment, splash pads, basketball and tennis courts, sport fields, four public swimming pools, and three recreation centers with year-round programming for youth, adults, and seniors. The Department's parks and other facilities include:

- Ashton Park
- Barbara E. Johnson Park
- Beachaven Pool
- Bel-Aire Park and Pool
- Billy Dunlop Park
- Burchett Park
- Burt-Cobb Recreation Center
- Coy Lacy Park
- Crow Recreation Center
- CSM Sidney R. Brown Park at Birchwood
- Dalewood Park
- Dixon Park
- Edith Pettus Park & Splash Park
- Fort Defiance Civil War Park & Interpretive Center
- Heritage Park Complex
- Kleeman Recreation Center
- Lettie Kendall Park
- Liberty Park & Clarksville Marina
- Mason Rudolph Golf Course
- McGregor Park
- Mericourt Park
- New Providence Pool
- North Fork Street Mountain Bike Trail Park
- Patriots Park
- Robert Clark Park
- Sevier Station
- Sherwood Forest Park
- Stokes Field
- Swan Lake Golf Course, Pool, and Sports Complex
- Trice Landing Park
- Upland Trail
- Valleybrook Park

Dunbar Cave State Park

Dunbar Cave State Park is a 144-acre park featuring a system of caves containing Mississippian cave paintings that have been dated to the 14th century. The park operates cave tours May through September each year and contains three miles of trails through restored prairie and wetland. The park offers guided cave tours and several other activities for visitors.

Port Royal State Park

Port Royal State Park is a 34-acre site that preserves one of Tennessee's earliest settlement areas. The historic park was established in 1797, one year after Tennessee Statehood. This site has a history of being a tobacco inspection point and flatboats yard, which led it to being known as a regional tobacco town. Port Royal relied on tobacco as currency and had flatboats travel down the Red River to New Orleans. Eventually, Port Royal experienced the construction of a Silk Mill (the only one in Tennessee), general stores, tailors' shops, inns, taverns, churches, and warehouses. Today, Port Royal is part of the National Trail of Tears Historic Trail. Port Royal State Park includes multiple walking trails and historical tours that give visitors the opportunity to learn about Port Royal's role in Tennessee history, including the Civil War and the coming of the railroad.

Montgomery County Park Inventory		
Park Type	Number of Parks	Acreage
Community Park	4	311.3
Greenway	1	N/A
Natural Resource Area	4	204.9
Neighborhood Park	7	65.7
Pocket Park	7	16.8
Recreation Center	3	5.3
Special Use	12	441
Sports Complex	5	295.1
Total	**43**	**1340.1**
Source: Montgomery County Parks Department		

Parks Supply and Distribution

An inventory of park facilities managed by the Montgomery County Parks and Recreation Department is included in the 2021 Montgomery County Comprehensive Parks and Recreation Plan. The classification of each park was developed utilizing the NRPA standards . According to the existing parks inventory, there are 364 acres of Montgomery County Park facilities and 976 acres of parks maintained by other entities. Combined, there are 1,340 acres of parks in Montgomery County . There are nine Montgomery County Park facilities, though the City of Clarksville own some parks, and there are 34 parks maintained by other providers.

Both the City of Clarksville and Montgomery County Parks plan to support a general benchmark for parkland provision of 10 acres per 1,000 people. As noted in the Clarksville Public Spaces Master Plan, the National Recreation and Park Association (NRPA) provides this metric as a means of gauging whether a park system provides adequate greenspace for its residents. Based on the current population of 220,069 in Montgomery County, the combined parks system of 1,340 acres falls below the NRPA standard by approximately 861 acres. When factoring in all acreage inventoried, the parkland deficiency decreases to 620 acres.

Montgomery County Parks Service Area	
Park Type	Service Area
Community Park	2 miles
Neighborhood Park	0.5 miles
Pocket Park	0.25 miles
Source: Montgomery County Parks Department	

An analysis of the distribution of parkland throughout the community shows that about 25% of residential parcels within the City and County are not within a park's service area. Building on the Proposed Service Areas analysis of the MCCPRP, the service area of a park is determined by the proximity to the park. The following service areas were considered to conduct the walkshed analysis:

1. ½ Mile service area or 10-minute walkshed

2. 3 Mile service area or 15-minute bike ride

This walkshed and bike analysis is based on the existing roadway network and represents a refinement of the straight line distance, or "as the crow flies," service areas provided in the MCCPRP. This analysis confirms previous findings that there is a general need for additional parkland, but also provides a more precise estimate of the areas lacking access to existing parks. Underserved areas are primarily located in Clarksville's northern growth area along the Tiny Town Road and Trenton Road corridors and areas east and north of I-24.
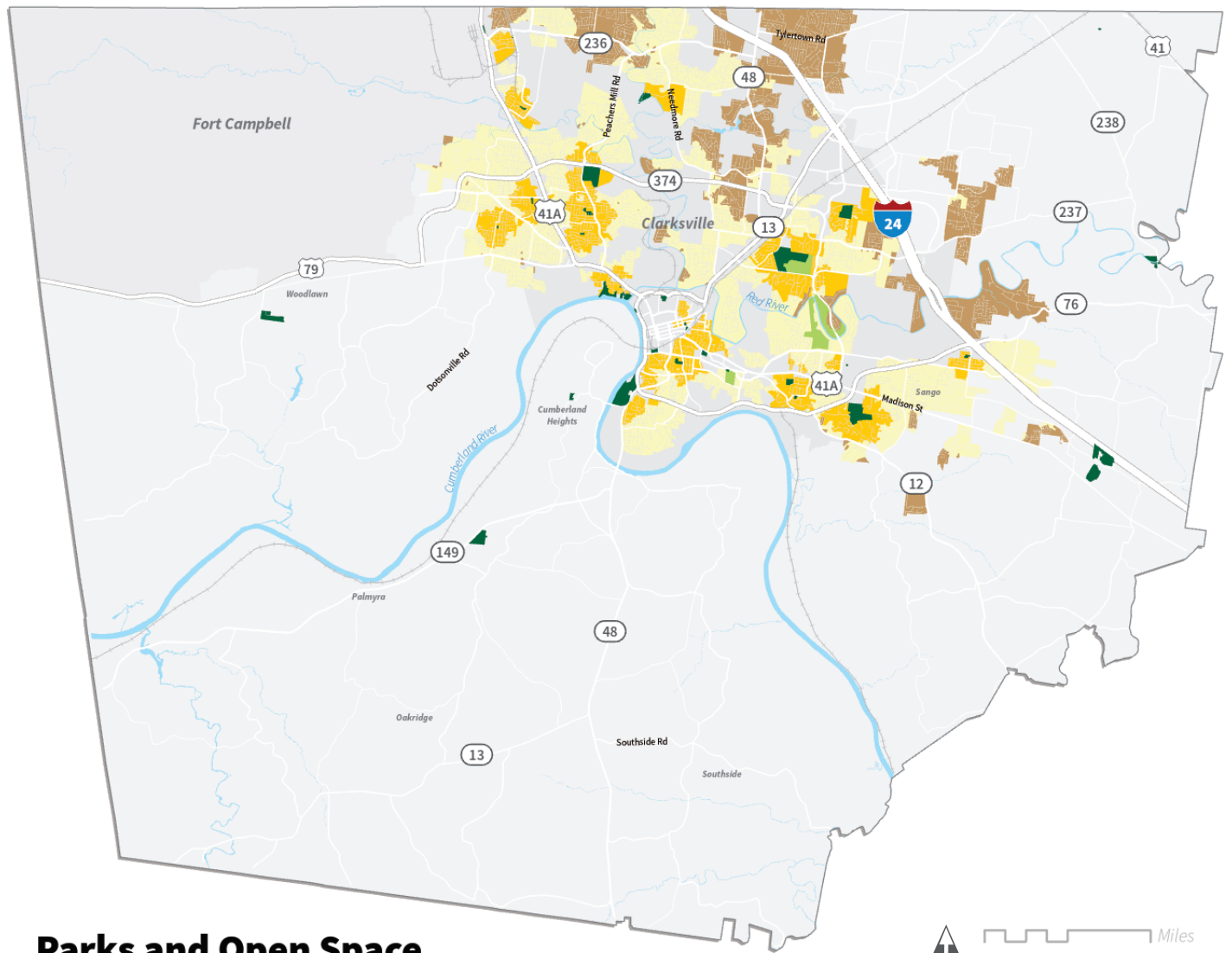
Parks and Open Space

■ Parks

■ Golf Courses

Existing Parks Residential Service Area

■ Within 10-minute walk or 1/2-mile Service Area

■ Within 15-minute bike ride or 3-mile Service Area

■ Underserved Areas

Waterways, Watershed, and Wetlands

Waterways

Cumberland River

The Cumberland River basin is an 18,000 square mile area comprising 70 Tennessee and Kentucky counties and over 22,000 miles of streams and rivers. Over 300 miles of the river flow through Tennessee, which contains 11,000 square miles of the watershed. Seven major tributary river systems flow into the Cumberland River in Tennessee, including the Obey-Wolf, Roaring, Caney Fork, Stones, Harpeth, and Red River systems, as well as the Big South Fork of the Cumberland. The Cumberland River is filled with recreational activities for residents and visitors to enjoy including trails, the Clarksville Riverwalk, and parks such as McGregor Park.

Red River

The 97-mile Red River is a major stream of Clarksville that is crossed by several roads, notably U.S. Route 79, Interstate 24, and State Route 374. The drainage basin around the Red River is the Red River watershed. The Red River formerly marked the boundary between Clarksville and the neighboring New Providence, but New Providence has long been annexed into Clarksville and is now regarded as a neighborhood of Clarksville.

The river's name derives from its typical red water color. The color is caused by a large load of clay and silt which contains iron oxide. The Red River was the location of numerous historical events that took place during the founding of the Cumberland Settlement and Tennessee. Residents and visitors can enjoy kayaking or canoeing in the river or hiking in many nature preserves surrounding the river and parks, such as Liberty Park, McGregor Park, and Trices Landing.
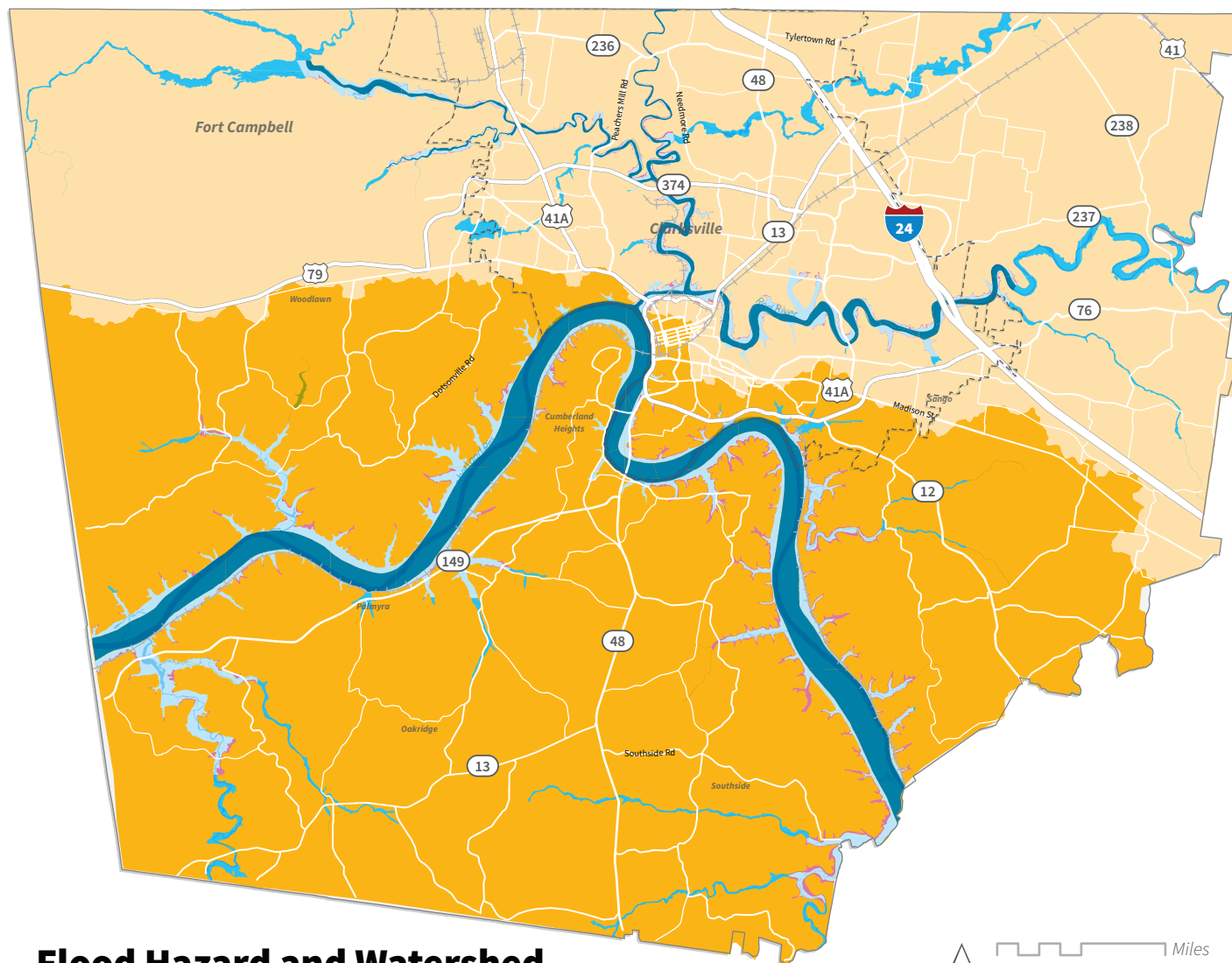
Watersheds

According to the National Oceanic and Atmospheric Administration (NOAA), watersheds are areas of land where precipitation and groundwater are channeled into small rivers and creeks and eventually flows into a major body of water. The major watershed in Clarksville-Montgomery is the Red River watershed. The Red River watershed originates in Kentucky and encompasses Northern Montgomery County and part of Robertson County, flowing out of Kentucky, then flowing back into Tennessee where it drains into the Cumberland River in Clarksville. 51% of the watershed is in Kentucky and is in five counties of Kentucky while the remainder of the watershed is in Tennessee within four counties of the state, including in the Fort Campbell Military Reservation. The Dunbar Cave and Port Royal State Parks, as well as the Dunbar Cave Natural Area, and the Fort Campbell and Cedar Hill Swamp wildlife management areas are located. Besides the portion of the watershed in Fort Campbell and the Port Royal State Park, the land is privately owned. The watershed covers 947,835 surface acres and has a temperate climate that is favorable for many types of plants and animals. Notably, the Red River watershed has less surface water and less forest per square mile than any other watershed in the Cumberland River basin. It is home to more cropland than any other basin watershed and accommodates tobacco farming as well as corn, soybeans, and grain.

Within the watershed, the West and South Fork of the Red, the Elk Fork, and the Elk Fork and Sulphur Fork are all on the Nationwide Rivers Inventory – a federal listing of streams recognized for having outstanding scenic, recreational, or cultural qualities. The City of Clarksville prepared a stormwater management manual that includes an outline of how natural waterways can be protected through water quality buffers. To ensure safe water quality, the City and County implemented water quality buffer requirements to apply to all developed and developing areas, which are established along rivers,streams, and geologic features like caves and sinkholes. While buffer widths are measured based on the body of water, water quality buffers are protected during construction through temporary fencing and are protected and maintained perpetually in the long term through permanent signs posted at 200-foot intervals or every other lot line. Activities that impact water buffers must obtain a variance.

Wetland and Flood Hazards

According to the Federal Emergency Management Agency (FEMA), a floodway is a channel of a river or other watercourse and the adjacent land area that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Communities must regulate development in these floodways to ensure that there are no increases in upstream flood elevations. On the other hand, a floodplain is defined as a flat area of land next to a river or stream. It stretches from the banks of the river to the outer edges of the valley. A floodplain consists of the main channel of the river itself or the floodway.

Areas within the Cumberland River floodplain, the Red River watershed, and in low-lying areas adjacent to streams and drainages are most susceptible to flooding. Flooding can also occur in areas away from waterways during extreme weather events. Sinkholes and other geological features that are commonly used for stormwater runoff storage and disposal may floor when significant rain events overwhelm the handling capacity of these features.

Flood Hazard and Watershed

- ◼ Lower Cumberland Watershed
- ◼ Red River Watershed
- ◼ Regulatory Floodway
- ◼ Zone A - 1% Annual Chance Flood Hazard
- ◼ Zone AE - 1% Annual Chance Flood Hazard
- ◼ 0.2% Annual Chance Flood Hazard

Montgomery County Soil and Water Conservation District

The Montgomery Soil and Water Conservation District connects the residents, businesses, governments, and agriculture of Montgomery County to programs and services that provide financial and technical assistance to farmers and ranchers who face soil, water, and air pollution threats. The Montgomery Soil and Water Conservation District works in partnership with the Natural Resource Conservation Service (NRCS), and the Tennessee Department of Agriculture (TDA) to offer cost-share assistance programs to Montgomery County landowners and operators. Some of these programs and services include:

Agricultural Resources Conservation Fund

The Agricultural Resources Conservation Fund (ARCF) provides cost-share assistance to Tennessee landowners and operators to install Best Management Practices (BMPs) that reduce agricultural water pollution. BMPs are available to prevent soil erosion and remove pollutants from water runoff during agricultural procedures.

Environmental Quality Incentives Program

The Environmental Quality Incentives Program (EQIP) is a conservation program that provides financial and technical assistance to farmers and ranchers who face threats to soil, water, air, and other related natural resources on their land. Through EQIP, the NRCS develops contracts with agricultural producers to implement conservation practices to address environmental natural resource issues.

Conservation Stewardship Program

The Conservation Stewardship Program (CSP) encourages agricultural and forestry producers to address resource concerns by undertaking additional conservation activities and improving and maintaining existing conservation systems. CSP provides financial and technical assistance to help land stewards conserve and enhance soil, water, air, and related natural resources on their land.

Conservation Reserve Program

The Conservation Reserve Program (CRP) provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resources concerns on their lands in an environmentally beneficial and cost-effective way. The program aids farmers and ranchers in complying with Federal, State, and tribal environmental laws, and encourages environmental enhancement. The Farm Service Agency administers the CRP, with NRCS providing technical land eligibility determinations, conservation planning, and practice implementation. It encourages farmers to convert highly erodible cropland or other environmentally sensitive acreage to vegetative cover, such as tame or native grass, wildlife plantings, trees, filter strips, or riparian buffers. Farmers receive an annual rental payment for the term of the multi-year contract and cost-sharing is provided to establish the vegetative cover practices.

Agricultural Conservation Easement Program

The Agricultural Conservation Easement Program, Wetlands Reserve Easement (WRE) component is a voluntary program that provides an opportunity for landowners to receive financial assistance to enhance wetlands in exchange for retiring marginal land from agriculture. ACEP provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private lands in an environmentally beneficial and cost-effective manner.

Cumberland River Compact

The Cumberland River Compact is a non-profit organization that works with government agencies and residents to protect the Cumberland River. One of their main goals is to educate the public and promote awareness around issues and solutions relating to waterways in Tennessee. Some efforts by the Cumberland River Compact include youth education programs, campaigns to plant more trees, and promotions for more sustainable agriculture along the Cumberland River Basin. The Cumberland River Compact also works along the Red River and has previously secured grants for erosion control at Billy Dunlap Park.

Montgomery County University of Tennessee-Tennessee State University Institute of Agriculture Extension

The University of Tennessee and Tennessee State University Institute of Agriculture Extension provide educational programs in agriculture, family and consumer sciences, community resource development, and 4-H youth development fields. The educational programs with agriculture and natural resources are intended to educate farmers, homeowners, and other agricultural and horticultural producers on the latest management practices needed to solve problems and improve production and marketing. Additional programs are intended for family and child support services, such as education on co-parenting, food and nutrition, and managing family finances.

The Land Trust for Tennessee

The Land Trust for Tennessee aims to protect a wide variety of private and public land in both rural and urban areas, including farms, parks, forests, scenic views, and historic lands. The Land Trust for Tennessee developed a conservation plan in 2019 to guide their work across the state and highlight the importance of land conservation in Tennessee. Multiple tools and strategies to protect places are used, including conservation easements, land acquisitions, community education, community projects, and stewardship.

A conservation easement is a legal instrument that allows landowners to voluntarily restrict how a designated parcel of land can be used. Conservation easements are a popular way for landowners to control the future use of their property and for the public to ensure that privately owned lands are used in publicly desirable ways. According to the Census of Agriculture, Montgomery County has 787 farms which equate to 133,212 acres of farmland. Out of the whole county, 38.3% of Montgomery County is farmland. Based on 2017 data, the market value of Montgomery County crops sold is $49 million, which contributes to 1% of Tennessee's agriculture sales.

What issues and opportunities can the Comprehensive Plan address?

Parks, open space, and environmental features are important components in establishing Clarksville-Montgomery County as an attractive and desirable place to live. These community assets provide a place for passive and active recreation, opportunities to enjoy nature, and help beautify the community. Analysis of the community's existing parks sets up the Comprehensive Plan to provide policies and recommendations for parkland, open space, and trail connections bringing recreation opportunities together. In addition, plan recommendations will establish fundamental guidelines for sensitive and appropriate development that embraces the protection of important natural areas and ecological systems.
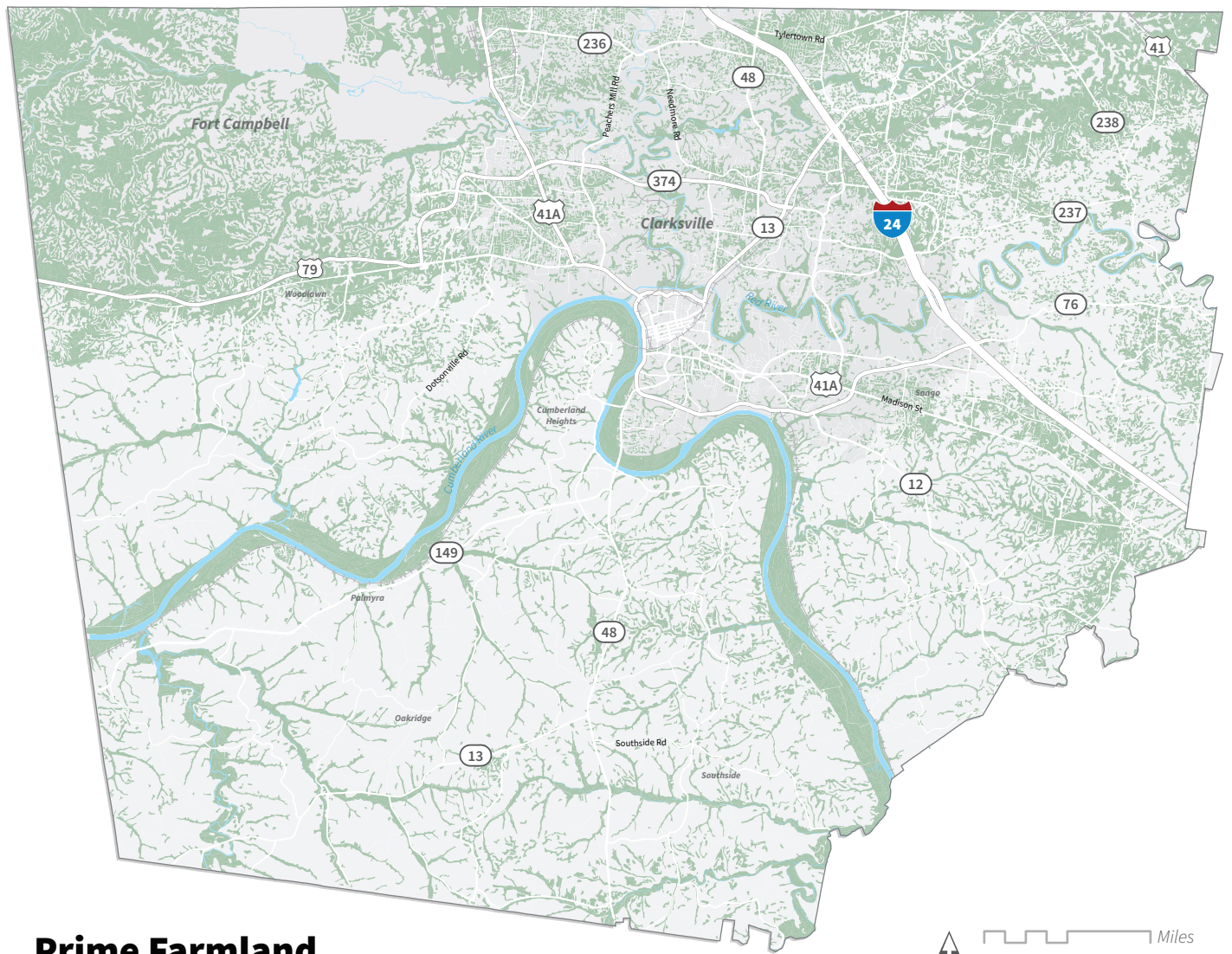
Prime Farmland

Based on USDA soil data, Montgomery County has almost 112,500 acres or 175 sq. miles of prime farmland. Prime farmland has the best combination of availability and characteristics for producing food, feed, forage, fiber, or oilseed crops. Soil quality, growing season, moisture, acidity or alkalinity, and permeability are all conducive to high yields of crops. Prime farmland includes cultivated land, pastureland, and forestland.

Prime Agricultural Land

Conclusion

The ECR is a companion document to the Clarksville-Montgomery County Comprehensive Plan and should be made available to the public throughout the planning process. Although the ECR marks the end of the initial outreach process and existing conditions analysis, the opportunity for community engagement and public input continues in the next steps through the adoption of the Comprehensive Plan.

Next Steps

As the ECR has established a strong understanding of what Clarksville-Montgomery County is like today, the next step is to work with the community to form a unified vision and develop guiding principles. Key recommendations, future growth scenarios, a future land use map, and area framework plans will follow before the draft Plan is developed.

Kick-off Outreach Summary

Clarksville-Montgomery County Comprehensive Plan
March 30-31, 2022

On March 30-31, 2022, the Clarksville-Montgomery County Regional Planning Commission hosted a series of workshops for the City Council and County Commissioners, the Citizen and Steering Committee, and the Technical Advisory Committee (TAC). The workshops were held as part of the kickoff outreach process for the creation of the new *Clarksville-Montgomery County Comprehensive Plan.* The workshops discussed issues, opportunities, and key strengths and assets of the community. Input from the workshops will be directly reflected in the vision, goals, recommendations, and policies of the *Clarksville-Montgomery County Comprehensive Plan*.

Workshop Structure

Kick-off workshops were conducted in the following format.

Issues and Concerns

Participants were asked to individually identify the issues and concerns facing the community. Next, participants worked to create a single, cumulative list as a large group where each participant shared important issues from their individual list.

Participants were then asked to rank the three most important issues discussed from the cumulative list. For the issues most often identified as a top issue by group participants, the number of votes the issue received during the group exercise is included in parentheses.

Priority Actions and Projects

In response to the list of issues, participants were asked to name specific projects or actions that would provide solutions to those issues identified in the first part of the exercise.

Strengths and Assets

As the Clarksville-Montgomery County Comprehensive Plan is developed, the key strengths and assets of Clarksville-Montgomery County should be regarded as areas to maintain and build upon. For the final part of the exercise, participants were asked to list the strengths and advantages of Clarksville-Montgomery County that should be preserved. In the summaries, the numbers included in parentheses indicate that the strength or asset was listed on the sheets of multiple participants.

Note on Summary Context
The following is a summary of the thoughts, comments, and opinions received in each workshop. Some comments were shared with the entire group, while others were recorded privately on worksheets. The items identified in this summary are not recommendations or observations of the consultant, but rather represent feedback and comments received from those who participated in the workshop.

Technical Advisory Committee

March 30, 2022
Clarksville Montgomery County Regional Planning Commission Offices
329 Main St, Clarksville, TN 37040
30 participants

The top issues and concerns identified during the Technical Advisory Committee (TAC) workshop were roadway congestion, insufficient revenues and tax base, and uncertainty regarding land use planning updates and rezoning. Three concerns were raised related to the city's ability to manage future growth – utilities and infrastructure, recreational facilities, and city services.

When asked to identify the assets and strengths of Clarksville-Montgomery, participants shared their admiration for the area's institutions and cultural assets, the diverse and progressive citizens, and the physical landscape of the area. Respondents praised Clarksville-Montgomery's proximity to Nashville and the Cumberland River.

Highest Group-Ranked Issues
- Need for affordable housing development (10)
- Traffic-related concerns (10)
- Concerns over rapid population growth outpacing infrastructure (9)
- Need for more schools as there are overcrowding concerns (8)
- Concerns over suburban sprawl (4)
- Need for expanded road network (4)
- Lack of sidewalks (3)
- Need for diverse, higher-wage jobs with career opportunities for growth (3)
- Lack of healthcare options (2)
- More police enforcement is needed in areas with crime concerns (2)
- Need for greater water and sewer capacity (2)
- Need for more parking concepts (2)
- Need more quality-of-life assets (2)
- Need for workforce development (2)
- Shortage of skilled labor pool (2)
- Rising housing costs (2)
- Need for a City or County housing trust fund (2)

Other Issues by Category

Growth and Development
- Need to identify revitalization efforts in an adopted plan for development
- Need to expand the road network to keep up with population growth
- Need for more white-collar jobs
- Lack of amenities on the northside of town
- Lack of complete neighborhoods where residents can live, work, and play
- Concerns over suburban sprawl
- Need for downtown development
- Improve the land use around the Fort Campbell Army Base
- Loss of open and green space
- Need to update development standards
- Need for a vibrant downtown
- Need to update aging infrastructure

- Need for a vibrant downtown
- Need to update aging infrastructure
- Need for a revitalization plan
- Incentives in rezoning to encourage mixed use communities

Housing and Neighborhoods
- Need for affordable housing stock, especially for seniors and working-class such as teachers and caregivers
- Need for mixed-use development
- Need for mixed-income housing development
- Limited access between adjoining neighborhoods

Economic Development
- Retailers are concentrated at Exits 1 and 4 and not dispersed evenly throughout the community
- The population is growing faster than current tax funds can keep pace
- Availability of quality workforce
- Excessive strip malls
- Limited revenue to support unlimited needs

Transportation and Mobility
- Excessive traffic as population increases
- The lack of sidewalks creates an un-walkable community
- Need for road expansions
- Lack of crosswalks on Main Street
- Need for public transportation
- Need for downtown parking
- Corridor widths are not preserved for road widening

Community Facilities and Services
- Need for more schools to match population growth
- Concerns over stormwater and drainage infrastructure
- Need for childcare services
- Concerns for City-County government cooperation
- Shortage of grocery vendors
- The County needs to focus on schools and services outside City limits
- Lack of parks and greenspace
- County Fire Department staff must be paid (not just volunteers)
- Lack of accessible healthcare options
- More police enforcement needed in residential districts

Infrastructure
- The ability of water and sewer infrastructure to keep up with growth

Perception and Character
- Need for general beautification

Priority Actions and Projects

Housing and Neighborhoods
- Fund adequate affordable housing resources to build attainable housing for the workforce
- Build mixed-use communities that include affordable housing, grocery stores, medical facilities, and retail options
- Incentivize repair of blighted properties
- Build quality infill housing development
- Leverage affordable housing grants
- Develop workforce housing near Industrial Park East

Economic Development
- Implement capital improvement districts
- Add incentives for developers to build denser and closer to the Clarksville city center
- Invite more small, local businesses in Downtown Clarksville
- Provide more office space
- Career development at all levels to attract jobs and employees

Transportation and Mobility
- Expand road network to address traffic congestion
- Improve roads and bridge pinch points
- Complete the State Route 374 loop
- 101st Airborne Division Parkway should cross the Cumberland River and function as a bypass
- Build a bridge over the Cumberland River between Clarksville and Ashland City
- Expand downtown parking
- Complete the Mayor's Transportation 2020+ Strategy
- Complete the Exit 8 Athletic Park plan
- Expand I-24 and establish high-capacity connector roads to it
- Build a bridge on SR 374 across the Cumberland River
- Decrease traffic congestion on Wilma Rudolph
- Work with the Tennessee Department of Transportation to seek transit solutions

Community Facilities and Services
- Fund adequate healthcare, especially for children
- Build a new hospital so residents have health care options
- Offer education needed for white-collar jobs
- Increase accessibility to services throughout Montgomery County
- Build a military museum
- Build a hotel convention center
- Address encroachment on the Fort Campbell Army Base
- Provide daycare in the school system
- Build more parking around the Montgomery County Multi-Purpose Event Center

Other Priority Actions and Projects
- Build a water park/theme park for children
- Attract a minor league sports team
- Leverage more STEM education in schools

Strengths and Assets

- Institutions and cultural assets (APSU and Fort Campbell Army Base) (11)
- Opportunities for the downtown to grow and develop (6)
- The Cumberland River (4)
- Proximity to Nashville (4)
- Diverse and progressive residents (4)
- Strong governmental leadership (3)
- Young community (3)
- Small town feeling, but progressive thinking (3)
- Blueways, greenways, and parks (3)
- Industrial growth (2)
- Affordable cost of living (2)
- Downtown Clarksville
- Clarksville-Montgomery **County** governments work in harmony together
- A diverse mix of land uses
- Good schools
- Large economic driver with consistency

Citizen and Steering Committee

March 31, 2022
Clarksville Montgomery County Regional Planning Commission Offices
329 Main St, Clarksville, TN 37040
30 participants

The top issues identified during the Citizen and Steering Committee workshop were traffic-related concerns, dated zoning regulations, and too much sprawl. Additionally, the CPSC shared the need for more vertical development, especially in the downtown.

Members of the CPSC agreed that Clarksville-Montgomery County's institutions and cultural assets, such as Austin Peay State University (APSU) and the Fort Campbell Army Base, are some of the area's primary strengths. Participants also listed the sense of community felt throughout Clarksville and Montgomery County as a top strength and noted that Clarksville-Montgomery County branding and community identity could be improved.

Issues and Concerns

Highest Group-Ranked Issues
- Traffic-related concerns (9), particularly in the downtown and in developing subdivisions
- Lack of density (4), as respondents shared their concerns with sprawl, uncontrolled growth, and un-walkable streets
- More parks and recreation (3) in addition to a need for beautification through landscaping
- Need for more jobs and better paying, white-collar jobs (3)
- Community character must be clearly identified (3)
- Need for more commercial uses, such as retail and dining (3)
- Too many big box retailers and not enough small businesses (3)

Other Issues by Category

Housing and Neighborhoods
- Need for multifamily housing options
- Residential lot inventory must be conducted
- Lack of housing and development in low-income areas
- Excessive outdated homes
- Lack of shelters for the homeless population and victims of domestic violence

Transportation and Mobility
- Need for public transit that is functional and easy to use
- Lack of walkability
- Lack of downtown parking availability
- Need for a reduction in downtown parking rates

Community Facilities and Services
- Need for more schools and quality teachers as schools are overcrowding
- Lack of school funding
- More police enforcement needed in residential districts
- Disagreements in city planning
- Disjointedness and institutionalized racism in city planning

- Lack of cultural and entertainment amenities that are attractive to a younger demographic
- Sewage and water shortages

Perception and Character
- The small-town mentality must be reimagined
- Need for more cultural acceptance and diversity
- Implement tactics to invite people downtown

Other Issues
- Organize mental health support services
- Lack of accommodation for the aging community

Priority Actions and Projects

Growth and Development
- Remove regulations on vertical growth, especially in the downtown, and create incentives for developers to build vertically
- Set standards for buildings to include landscaping requirements
- Penalize sprawl
- Update zoning code
- Compensate rapid growth with the addition of schools and grocery stores
- Identify areas of wasteful spending
- Research success stories from other planning projects (i.e., Bentonville, AR)

Housing and Neighborhoods
- Create minimum green space and mixed-use requirements in new subdivisions
- Consider diverse housing sizes, especially smaller housing units and apartment buildings
- Create incentives for developers that create community neighborhoods
- Incentivize developers to build affordable housing
- Build mixed-income housing throughout Clarksville-Montgomery

Economic Development
- Invite a diverse range of companies to attract top talent
- Incentivize for small businesses to open rather than large corporations through tax relief
- Invite diverse candidates to help with the Clarksville-Montgomery Economic Development Council

Transportation and Mobility
- Convert downtown streets into pedestrian-only walkways
- Incentivize incoming businesses with transportation updates to include routes to their businesses
- Revisit traffic and transportation projects
- Introduce a limited time toll program for building a parking garage, while inviting APSU students to create a sustainable model for parking
- Overlay multimodal networks to allow more efficient mobility options
- Research high traffic areas to see what roads need to be built
- Allocate more money for road expansion and repair
- Evaluate traffic signal timings at major intersections
- Build better accessways, such as roads and walkways, to make the community more efficient

Community Facilities and Services

- Plan for educational facilities, keeping in mind school size, recruitment of quality teachers, and transportation routes
- Build more permanent structures on existing school campuses
- Provide a greater Clarksville Police Department presence needed in residential areas
- Plan for more multicultural activities and events
- Build more healthcare facilities
- Bring in more high paying jobs to the industrial park
- Create sustainability and resiliency departments in the City and County
- Aid in funding to staff Clarksville-Montgomery County's nonprofit organizations
- Implement parks and recreation expansion projects for more trails, athletic fields, and parks

Infrastructure

- Create an organized system prioritizing infrastructure projects and ask APSU students to help
- Create a plan and secure funding for the most important infrastructure needs

Perception and Character

- Implement an identity plan with branding and marketing procedures
- Involve small businesses in city rebranding
- Beautify low-income neighborhoods

Strengths and Assets

- Institutions and cultural assets (APSU and Fort Campbell Army Base) (5)
- Sense of community and small-town feel (4)
- Cumberland River (2)
- Opportunity for growth and development (2)
- Youthful city (2)
- Diverse population (2)
- Affordable place to live (2)
- A progressive planning commission that looks toward the future
- Tax incentives as Tennessee's state income tax is zero
- A desirable place to live
- Proximity to large growth center, Nashville
- Deeply rooted in history

City Council and County Commissioners

March 31, 2022
Montgomery County Historic Courthouse
1 Millennium Plaza, Clarksville, TN 37040
16 participants

Several of the top issues and concerns raised among the City Council and County Commissioners were related to Clarksville-Montgomery County's ability to manage overcrowding and future growth, particularly in the school system, road networks, and public infrastructure. Respondents also noted their concerns about keeping Clarksville-Montgomery County affordable for residents of diverse incomes.

When asked about the strengths and assets of Clarksville-Montgomery County, respondents mentioned attributes like the institutions and cultural assets, such as APSU and the Fort Campbell Army Base, the diversity of the citizens, and the good education system.

Highest Group-Ranked Issues
- Traffic-related concerns (6)
- Overcrowding in schools without a plan to address growth (4)
- Infrastructure does not match rapid population growth (4)
- Concerns over safety (3)
- Lack of sidewalks (2)
- Lack of communication with citizens (2)
- Funding needed for governmental services (i.e., fire, police, education) (2)
- Concerns over stormwater management (2)
- Lack of affordable housing/increasing housing prices (2)

Other Issues by Category

Growth and Development
- Manage population growth
- Growth impacts housing and basic governmental services

Housing and Neighborhoods
- Racism and biases in planning for certain neighborhoods
- Excess of blighted neighborhoods that have never been revitalized
- Urban and residential encroachment into rural areas
- Residential encroachment into the industrial park
- The conflict between existing neighborhoods and future development
- Lack of commercial development outside City limits

Economic Development
- Offer more jobs and develop a diverse workforce

Transportation and Mobility
- Increased car crashes on streets
- Lack of space between homes and streets which prevents road widening
- Lack of walkable neighborhoods and connectivity (i.e., residents cannot walk to the Dunbar Cave State Park)
- Lack of multimodal streets

- Lack of adequate arterial roads
- Lack of downtown parking

Governance
- Lack of partnership with stakeholders
- Lack of money to fund projects
- Lack of investment in certain communities
- Funding needed for the school systems
- Excessive control in the hands of the Planning Commission with not enough oversight
- Balance needed between local government stability and expectations

Community Facilities and Infrastructure
- Lack of libraries
- Lack of access to grocery stores
- Lack of green space and accessibility to these areas
- Lack of 24/7 fire service outside the City limits
- Protection needed for public education
- Limited space for schools
- Lack of health programs

Infrastructure
- Need to better manage infrastructure
- Ensure public financing of infrastructure

Other Issues
- Lack of diversity
- Loss of agricultural areas
- Lack of high wage jobs
- Need for animal shelter
- Increased crime

Priority Actions and Projects

Growth and Development
- Incentivize development on Riverside Drive
- Control growth in rural areas

Housing and Neighborhoods
- Build more affordable housing
- Build tiny homes for the unsheltered
- Provide housing options for low to moderate-income residents
- Enforce stricter policies on future developments

Economic Development
- Increase workforce

Transportation and Mobility
- Build downtown parking
- Address traffic concerns
- Build new roads with extra space for expansion

- Emphasize walkability in the Clarksville-Montgomery County budget
- Expand arterial roads
- Build shoulders on roads in rural areas

Governance
- Focus on the whole community rather than the "loud" voices
- Improve cooperation and communication between Commissioners, City and County Councils, and School Board
- Strengthen public/private partnerships
- Review regulations to determine barriers
- Form a fire and stormwater district outside City limits

Community Facilities *and Services*
- Build neighborhood parks
- Build schools for a growing population and build them three to four stories tall
- Secure funding for schools, fire, and public safety
- Provide health centers

Strengths and Assets
- Diversity (6)
- Institutions and cultural assets (APSU and Fort Campbell Army Base) (5)
- Good schools (4)
- The local City Council and County Commissioners (3)
- The citizens (2)
- The community's history (2)
- Cumberland River
- Rural feeling in an urban area
- Both Mayors work in harmony
- Jobs and factories entering the area
- Natural resources
- Location
- The community's reputation
- Developing downtown
- Expanding green space
- Public willing to help one another
- Low cost of living
- Untapped potential
- Low tax rate
- Parks