

Introduction

Civic (CI) policy is found in all areas of Nashville/ Davidson County. Its intent is to preserve and enhance existing publicly-owned properties that are used for civic purposes. CI policy includes a wide variety of publicly owned properties including fire stations, Head Start centers, libraries, public office buildings, police stations, and public schools. It excludes correctional facilities not attached to courthouses, publicly-owned housing, parkland or other publicly owned open space, and back tax properties.

Policy Intent

The intent of CI policy is twofold. The primary intent of CI policy is to preserve and enhance existing publicly owned properties that are used for civic purposes so that they can continue to serve public purposes over time, even if the specific public purposes they serve or the manner in which they serve them change. This is in recognition that locating sites for new public facilities will become more difficult as available sites become scarcer and more costly. The secondary intent of CI policy is to provide guidance for rezoning of sites if it is ultimately determined that conveying the property in question to the private sector is in the best interest of the public.

General Characteristics For Civic Sites To Remain In Public Use

Civic areas include a broad variety of public activities, structures, and campuses that may differ significantly in size, scale, intensity, location, and function. The character of these areas will differ depending on which Transect area they are in, which policy area they are surrounded by or adjacent to, and other locational characteristics such as the type of street they access.

EXAMPLES OF APPROPRIATE LAND USES*

In alphabetical order:

- Courthouses
- Fire stations
- Head Start centers
- Libraries
- Police stations
- Post Offices
- Public office buildings
- Public schools
- Public theaters

BUILDING TYPES*

- Civic

**Disclaimer: This information is provided as an aid for general reference and should not be construed as all data that may apply to each property. Users should independently verify the accuracy of the information.*



Bellevue Branch Library

Despite these differences, Civic sites share certain common features. Civic buildings, particularly major buildings such as public schools, courthouses, and public libraries, are often found at prominent locations such as intersections or the termini of roads that provide a focal point for the surrounding neighborhood, center, or corridor.

Application

CI policy is applicable to existing publicly owned properties with the exception of the following:

- Impactive uses such as large utility installations, airports, and correctional facilities not attached to courthouses. These are mapped as District Impact policy because of public security requirements and design features that are necessary to ensure public safety.
- Public housing and back tax parcels – These properties are mapped in the policy areas they lie within.
- Parkland and other publicly owned open space – These properties are mapped as Open Space policy areas according to their Transect areas. This includes the portions of public school sites that are officially designated as joint public school-park facilities.

Design Principles for Civic Sites To Remain in Public Use

Building Form and Site Design

Civic buildings are prominently located regardless of what Transect area they are in, serving as a focal point in the streetscape. Civic buildings are visible from the street. The relationship of the building to the street and streetscape may vary in relation to other buildings. However, the buildings, including entrances, are oriented to the street with parking behind or beside to preserve open space in front of the building, or to frame the street with the building.

Landscaping – Landscaping varies with the Transect area in which the Civic site is located. Landscaping in the Rural, Suburban, and District Transect areas surrounded by less intense Transect areas is informal, while landscaping in the more intense Urban, Center, Downtown, and District Transect areas is more formal. Native plants and natural rainwater collection is strongly encouraged for all sites to minimize maintenance costs and the burden on infrastructure and serve as a model for private development.

Lighting – Lighting for Civic sites is used for safety surrounding buildings, walkways, and parking areas. Lighting may also be provided to accent other features such as historic or cultural markers, public art, and fountains. Lighting is designed to fit the context and character of the Transect area in which the site is located. Lighting is pedestrian-scaled and directed on-site. Lighting is integral to the streetscape; spacing and location of lighting are considered in relation to street trees and plantings.

Parking – Parking may be located on-street depending on the scale and use of surrounding streets and/or with minimal visibility from the street. On-site parking is behind, beside, or beneath the building, but not between the building and the street. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.

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Service Area – Civic sites serve a variety of areas, ranging from the surrounding neighborhoods or communities, for uses such as branch libraries or elementary and middle schools, to the entire county for the courthouses.

Signage – Signage is scaled to the size, purpose, and service area of the site and is in character with the Transect area it is within. Signage alerts motorists, pedestrians, and cyclists to the site and assists them in finding particular services within the site in a manner that is not distracting or overwhelming to the overall streetscape.

Connectivity

Access– Access to Civic sites is somewhat dependent on the intensity of the Transect area they are in and which policy area they are surrounded by or adjacent to. Sites in less intense Transect and policy areas are more likely to be accessed by automobiles because of the distances people must travel to reach them and the relative lack of public transportation. Despite these differences, most sites are likely to be accessed by pedestrians, cyclists, transit, and automobiles alike because they serve the public. Vehicular access is from a prominent street such as an arterial-boulevard or collector-avenue. Existing or planned transit stops or stations are within the shortest possible walking distance. Pedestrian access is provided by wide sidewalks and walkways leading to the Civic buildings on the site, and bicycle parking is provided.

Block Length – The block length varies with the Transect area and which policy area the site is surrounded by or adjacent to. Civic sites are found on short blocks in the Urban, Center, and Downtown Transect areas. Sites are preferably located along short blocks in District Transect areas but with the understanding that some District Transect areas may be surrounded by less intense Transect areas and longer blocks may be warranted in these instances. Constraining environmental features may also affect block length in any given Transect area.

Pedestrian/Bicycle – Because of the public service function of most sites, pedestrian and bicycle connectivity to surrounding neighborhoods, centers, and corridors in the Suburban, Urban, Center, and Downtown Transect areas is high and is provided in the form of sidewalks, multi-use paths, and bikeways. There are some exceptions, such as fire stations, where pedestrian/bicycle connectivity may be less important and may also present a safety risk for the public or a security risk for the site. Pedestrian and bicycle connectivity to Civic sites in Rural Transect areas is low to moderate. Some District Transect



Metro Courthouse

CI Civic

areas may be surrounded by less intense Transect areas, and lower levels of pedestrian and bicycle connectivity may be warranted in these instances. Pedestrian and bicycle connectivity includes connectivity to existing or planned transit.

Vehicular – Vehicular connectivity to surrounding neighborhoods, centers, and corridors in the Suburban, Urban, Center, and Downtown Transect areas is high. Vehicular connectivity to Civic sites surrounded by Rural Transect areas is low to moderate. Some District Transect areas may be surrounded by less intense Transect areas, and lower levels of vehicular connectivity may be warranted in these instances.

Additional Guidance for Development of Historically Significant Civic Sites

Many Civic sites and buildings are historically significant to Nashvillians and visitors alike. These sites serve not only as reminders of the history of the community, but also as expressions of Nashville's social and cultural identity. Structures and sites that are determined to meet one of the following criteria are strongly recommended to be preserved and enhanced as part of any redevelopment of the site, whether it remains in public control or is conveyed to the private sector:

- The subject structure and/or site have been designated one of the following by the Metropolitan Historical Commission (MHC) and/or Metropolitan Historic Zoning Commission(MHZA):
 - Worthy of Conservation
 - Eligible for Listing in the National Register of Historic Places
 - Listed in the National Register of Historic Places
 - National Historic Landmark

Owners of public or private property that contains historic or archaeological features or historic structures are encouraged to work with the MHC to protect and preserve the historic features in conjunction with any proposed development of the site. The potential impacts of proposed developments on historic sites or areas with archaeological features should be carefully considered, and appropriate measures should be applied that mitigate any adverse impacts. Development near structures or in areas of local, state, or national historical significance should make efforts to balance new development with the existing character, scale, massing, and orientation of those historical features.

Changes to properties located within a Neighborhood Conservation, Historic Preservation, or Historic Landmark zoning overlay must comply with the applicable design guidelines.



Historic Public School

Guidance for Zone Changes for Civic Sites That Will Be Conveyed to the Private Sector

The following section is intended to guide decisions about changes in zoning for Civic sites where a decision has been made that conveying the site to the private sector is in the best interest of the public.

Determining the Appropriate New Community Character Policy Category

- In most cases, the most appropriate policy area to apply to Civic sites when they change ownership from the public to the private sector is the one that surrounds them. There will be cases, however, where the decisions about which policy category to apply to the site are less obvious. These include cases where the site is at the edge of two or more policy categories or when the site is unusually large in relation to other sites in the area, as is often the case with public school sites. Civic sites being considered for disposition are reviewed by the Planning Department staff and Planning Commission as part of the Mandatory Referral Process outlined in the Metropolitan Charter. The following procedures are followed when developing the Planning staff recommendation to the Planning Commission regarding changes in policy and/or zoning for such sites:

- Whether or not the Civic site in question is located in the midst of a policy area or at the edge:
 - For those cases when a site is located in the midst of a given policy area, that policy may be applied to the Civic site using the procedures for a Housekeeping Plan Amendment as outlined in the Rules and Procedures of the Metropolitan Planning Commission;
 - For those cases when a Civic site is located at the edge of one or more policy areas or is significantly larger than typical sites in the surrounding policy area, Planning staff will conduct an analysis to determine a recommended policy to apply to the site and will initiate a Community Plan Amendment process.

The executive director will determine whether the Community Plan Amendment is a Major, Minor, or Housekeeping Plan Amendment, and the required public participation procedures will be followed for the level of Plan Amendment that has been determined to be necessary.

Zoning

Recommendations regarding changes in the Civic site's zoning will be based on the amended policy with special consideration given to the civic, historical, or architectural significance of any structures on the site or of the site's layout and design.

If a subject site contains one or more areas of publicly accessible open space that can meet open space needs for the surrounding area, the Metropolitan Parks Department will review the site for possible acquisition as public open space prior to its being conveyed to the private sector and will make a recommendation to the Planning Department regarding the appropriateness of requiring the use of design-based zoning for the redevelopment of the site. Design-based zoning may be warranted even if no portion of the site is retained for public open space use because it may still be appropriate to incorporate open space features into the design of the development as amenities.

Additional Guidance in Community Plans and Detailed Plans

Additional policy guidance for any of the sections above may be established in a Community Plan or Detailed Plan. Refer to the applicable plan for the site in question to determine if additional policy guidance exists.

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Introduction

Conservation (CO) policy is found in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. Its intent is to keep undisturbed environmentally sensitive land features in a natural state and remediate environmentally sensitive features that have been disturbed when new development or redevelopment takes place. Any new development is minimal to protect water quality, minimize infrastructure and public service costs, and preserve the unique environmental diversity of Davidson County, which is important to a healthy economy and overall sustainability.

CO policy is mapped to identify land with sensitive environmental features. These features include, but are not limited to, steep slopes, stream corridors, floodway/floodplains, wetlands, and unstable or problem soils. CO policy also includes areas of rare or special plant or animal habitats that may not be mapped because of their vulnerability to disturbance. Property owners and developers should consult the responsible state and federal agencies regarding the locations of these features. The sensitive environmental features covered by CO policy are subject to all appropriate local, state, and federal regulations. Additional special policies to address concerns unique to sites that contain these features may be applied through the Community Planning or the Detailed Design Plan process.

CO policy is most prevalent in the T2 Rural Transect Category, which is rural in large part because of the widespread presence of environmentally sensitive features including steep slopes, unstable soils, and floodplains. Within T2 Rural areas, the primary intent of the policy is preservation rather than remediation. Remedial situations are more commonly found in the more intensely developed Transect categories, such as T3 Suburban, T4 Urban, and District. T5 Center and T6 Downtown contain no CO policy because of their fully developed urban condition and regional significance as economic centers of activity.

EXAMPLES OF APPROPRIATE LAND USES*

- No disturbance
- Agricultural
- Institutional
- Residential
- Industrial in floodplain sites along Cumberland River and limited areas of steep slopes
- Existing commercial uses are sometimes found in CO areas. Guidance for these uses is provided below and may be supplemented by guidance in the applicable Community Plan. New commercial uses are discouraged.
- Rarely found in CO policy are uses that have high lot coverage, large building footprints, considerable parking needs, and significant impervious surface.

ZONING*

- AG
- AR2a
- Design-based zoning

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While the NashvilleNext General Plan calls for preservation of environmental features, and the community often values preservation of environmental features, preservation is not always possible if property owners cannot achieve some economic value from their properties. The presence of environmentally sensitive features often diminishes the development capacity of property even though they provide natural features whose beauty and distinctiveness can be incorporated as site amenities; therefore, property owners must be prepared to utilize unique development tools and options for land that contains environmental constraints and recognize that the initial value of the land may be compromised by the presence of environmentally sensitive features.

The balance between realizing value from one's property and preserving environmentally sensitive land can be achieved through regulatory or incentive-based tools. Agencies at all levels of government, nonprofit entities, and the private sector are encouraged to cooperate to develop and use innovative regulatory and incentive-based tools, such as conservation easements, land trusts, and transfer of development rights (TDR) programs. These tools help to facilitate the preservation of environmentally sensitive land features and their use as assets to the community.



Forrested steep slope preserved in its natural state

Policy Intent

Preserve, remediate, and enhance environmentally sensitive land within the T2 Rural, T3 Suburban, T4 Urban, and District Transect Categories. CO policy identifies land with sensitive environmental features, including, but not limited to, stream corridors, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils.

Remedial situations where the policy intent is to enhance rather than to preserve are more common in developed areas. An example of enhancement through remediation would be the daylighting of a culverted stream in a T4 Urban Community Center.

General Characteristics

CO policy areas vary widely in the specific constraints they present to development. In Davidson County, steep slopes and floodplains/floodway make up the bulk of environmentally constrained land. Often, other environmentally sensitive features such as wetlands and problem soils are associated with steep slopes and floodplains, emphasizing the need for these areas to be excluded from development.

T2 Rural Transect areas contain several different kinds of environmentally sensitive features, most notably steep slopes, problem soils, areas of extensive tree cover, and floodplain/floodway areas. In T3 Suburban, these features are also present, though less widespread, and tend to be at the edges of that Transect area or in isolated areas within it. In T4 Urban, steep slopes are rarer in relation to floodplain areas. This reflects the fact that most T4 Urban development has occurred or is planned to occur on level land, such as land that has already been developed. Environmental constraints vary widely in the District Transect category, because District areas are found in so many different locations across the county.

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Application

CO policy is applied to areas in the T2 Rural, T3 Suburban, T4 Urban, and District Transects where environmentally sensitive features are identified. CO areas include the environmentally constrained features themselves along with any land, lacking such constraints, that must be accessed through the environmentally constrained land.

CO policy may be applied in three circumstances. First, it is applied to undeveloped areas that are generally unsuitable for development due to environmentally sensitive features. Second, it is applied to areas that have been developed, but retain environmentally sensitive features (e.g. floodplain and floodway) that need protection if redevelopment or further intensification occurs. Third, in cases of previously developed land, CO policy may be used for the remediation of environmentally sensitive features that may have been compromised during site construction.

Design Principles

Some CO area's with sensitive environmental features have already been developed, while in other areas, these features remain undisturbed. Construction of new buildings in undisturbed CO areas within a Transect is inappropriate unless the site in question cannot be developed at all without some disturbance of the sensitive environmental features. In these cases, limited development is balanced with conservation. These design principles balance needs of CO areas and the supported principles of the surrounding policy areas.

Development is grouped on the site to preserve the environmentally sensitive features. Lot configuration and right-of-way dedication prioritize the preservation of environmentally sensitive features over consistency with the surrounding lot and right-of-way pattern. Site-specific vegetation and topography are used to determine where buildings are best located to minimize environmental disturbance, and sensitive environmental features are used as site amenities.

Building Form and Site Design

CO policy supports innovative development techniques to minimize environmental disturbance, resulting in infrequent use of standard building designs, most particularly in the case of non-residential development.

Massing – Building mass for environmentally constrained properties is generally small footprint with low impervious surface ratio in order to protect sensitive environmental features.

Orientation – Building orientation and placement minimize disturbance of existing environmental features while striking a balance between the need to preserve or remediate environmentally sensitive features and the need to allow for development. Buildings are oriented to face public streets to minimize disturbance to sensitive environmental features and to incorporate them as site amenities.

Setbacks – Although setbacks and spacing of development is generally consistent with the character of the Transect Category in which it is located, development may vary in some respects from the character of its surroundings. For example, residential development in CO policy in a T2 Rural area may take the form of a grouping of homes spaced more closely together, relative to other development in T2 Rural areas, and surrounded by a large amount of open space. This may be because environmental constraints limit the ability to place the homes in any other way on the property.

Density and Intensity – In general, the more environmentally sensitive the site is, the lower the acceptable density or intensity of development is. The intensity of development for the environmentally constrained portions of a site is lower than for the more developable portion of a site, to an extent that preserves the essential integrity of the natural landform and vegetation. Specific density is determined by physical site characteristics, adjacent policy areas, and the impact that the proposed development would have on the environmental feature in question.

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Building Height – Building heights on constrained properties are generally consistent with the surrounding or adjacent policy area. Building heights in areas that are not shown as Tiered Centers on the Concept Map may be more limited than would otherwise be supported by the policy area based on consequential factors such as altering sensitive environmental features for engineering purposes to provide access and parking for the additional intensity.

Centers and Corridors – Whenever possible, a balance should be struck between protecting sensitive environmental features surrounded by or adjacent to Tiered Centers and Priority Corridors (shown on the Concept Map) and the function and design of those high-priority areas for growth and coordinated investment. For example, sensitive environmental features can be thoughtfully and creatively incorporated into building and site design for these high-priority locations.

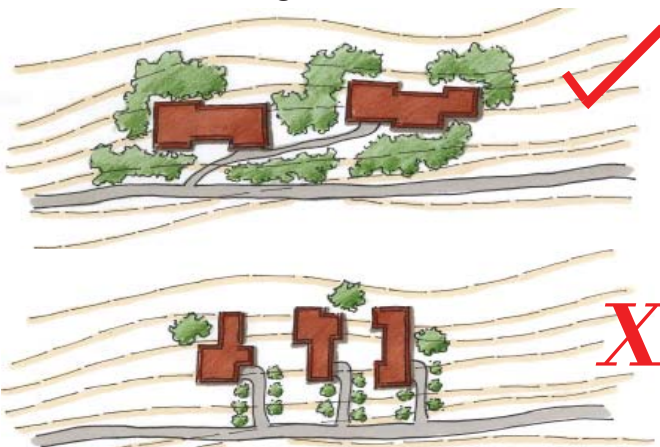
Environmentally sensitive development techniques can be employed to preserve or remediate disturbance of the environmental features. However, in cases where a decision must be made in one direction or the other, the balance tips more toward the function and development pattern of the surrounding or adjacent Tiered Center or Priority Corridor areas than toward the preservation or remediation of the sensitive environmental features.

Transitioning

Infill – Striking a balance between competing interests, such as the need to preserve or remediate environmentally sensitive features and the need to encourage infill development, may require additional consideration. Tools that may be especially appropriate in achieving this balance include:

- Increasing tree preservation requirements on environmentally constrained sites to stabilize steep slopes, mitigate the urban heat island effect, and manage stormwater runoff;
- Allowing greater flexibility in sidewalk design to work around sensitive environmental features;

Access, Building Form & Character



Consolidated driveways are preferred over individual driveways for each lot or building. Driveways should be constructed parallel to the natural slope rather than perpendicular to it, thus minimizing alteration of the landform.

- Exceeding the required low impact stormwater management techniques; and
- Supporting more design flexibility for sensitive sites.

Connectivity

Access – Access is designed to provide minimal disruption to environmentally sensitive features with excessive grading and cut and fill minimized. Consolidated driveways are preferred over individual driveways for each lot or building. Driveways should be constructed parallel to the natural slope rather than perpendicular to it, thus minimizing alteration of the landform.

Pedestrian/Bicycle – Pedestrian and bicycle connectivity is consistent with the policy of the Transect Category in which the property is located. The level of connectivity and construction technique may vary in some respect from the character of its surroundings in order to protect the integrity of environmentally sensitive features.

Vehicular – Vehicular connectivity is consistent with the policy of the Transect Category in which the property is located but may vary in some respects from the character of its surroundings. For example, in T4 Urban areas,

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development is generally found on a complete street grid without cul-de-sacs. However, if CO policy is used to protect a stream or a steep slope, then a cul-de-sac may, in limited cases, be appropriate

Characteristics of and Design Principles for Various Environmentally Sensitive Features

The following is a list of environmentally sensitive features frequently found in Davidson County. Development on land with these features is regulated by applicable local, state, and federal regulations and may be subject to additional special policies applied during the Community Planning or the Detailed Design Plan process. These features are mapped as CO policy unless the features are too small to be displayed on the map or are confidential as noted below. Applicants for development approvals are urged to conduct site surveys and consult with relevant regulatory agencies to identify or confirm the location of any sensitive environmental features that may be on a given site.

Floodplains – Land area, including the floodway of a river, stream, or watercourse, that is susceptible to being inundated by water as identified by the 100-year flood. Management of floodplains is addressed as a preventive measure in greenfield development situations and a remediation measure in areas where development has occurred.

In greenfield areas, the majority of the natural floodplain area (including all of the floodway) is left in its undisturbed natural state. Clearing of trees and brush from this area is avoided. Portions of the floodplain or waterway may be incorporated into private or public open space associated with parks, recreation, and civic uses.

Low-intensity land uses are developed in those portions of floodplains that are permitted to be disturbed, keeping disturbance to a minimum. Where a site containing floodplain also contains land that is outside the floodplain, development should be such that the buildings are grouped on the portion of the site that is not floodplain, leaving the floodplain for the creation of public or private open space. In order to maintain water quality, facilitate flood control, and ensure public safety, the development potential for the flood-prone portion of a site is lower than it is for the developable portion of a site. As redevelopment occurs, lands within the floodplain and floodway that have been compromised by development should be reclaimed and protected in the manner addressed above.

Floodways – The channel of a stream that has current, direction, and velocity during a flood, and in which debris may be carried. Development does not occur in floodways. Development is either grouped elsewhere on the site, the site is consolidated with an adjacent property to produce a developable site, or development rights are transferred.

Rare Plant or Animal Species – There are rare plant and animal species found in all Transect Categories in Nashville. Cedar Glades are communities of rare plant species that are unique to Middle Tennessee. They are most concentrated near J. Percy Priest Lake in the Antioch-Priest Lake and Donelson-Hermitage-Old Hickory communities. The locations of these species are not mapped because they are confidential in order to protect the species. Applicants should contact the Tennessee Department of Environment and Conservation for more information.



Pedestrian accommodations in CO policy

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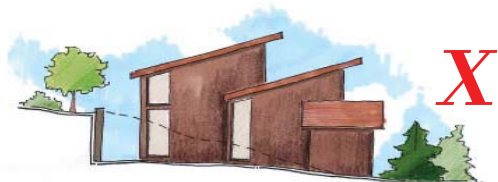
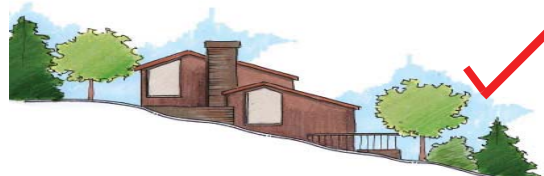
Once alerted by the Planning Department to the potential presence of rare plant or animal species on a site, developers consult with the State of Tennessee to determine the presence of any such species on the site. If present, their habitat is left undisturbed through methods such as site design techniques, conservation easements, and transfer of development rights. The development potential of a site containing rare plant or animal species may be lower than for other nearby sites lacking similar environmental features.

Ridgelines – Points of higher ground that separate two adjacent streams, watersheds, or valleys. Rooftops of any building or structure are below the defined ridgeline and/or are buffered using mature stands of trees and native plants and vegetation.

Sinkholes – Sinkholes are depressions or holes in the ground caused by a surface layer collapse. They are common in areas of karst topography, which are formed when highly soluble rocks such as limestone dissolve. Karst topography is common in parts of southeast Davidson County, such as near J. Percy Priest Lake. Any development should avoid these areas.

Steep Slopes – Those areas of land with slopes that are 20 percent or greater. This includes areas of steep hillsides, and steeply sloping land leading to ridgetops and bluffs. Policies for treatment of steep slopes apply not only to areas that are large and contiguous enough to be mapped on the Community Character Policy Plan, but also on areas of steep slopes that are too small to be mapped. These will be identified during the site planning process and generally can also be found through the Metro Geographic Information System database. Areas of human-made steep slopes, such as berms and retaining walls, are not considered steep slopes for the purposes of this section. The development of these is guided rather by following principles regarding stormwater management presented in the General Principles section of this document, as well as Metro's grading and building regulations.

Access, Building Form & Character



Development should be constructed in a manner that follows existing contours as much as possible, particularly in sensitive areas such as steep slopes and unstable soils.

Development is such that buildings are grouped on the portion of the lot with slopes less than 20 percent, leaving the remaining steep slope areas as open space. Building footprints remain small in relation to the lot size, and the form of the building is designed to fit the natural contours of the site. The development potential of the site may vary depending on the steepness of the slopes on the site and the accessibility to portions of the site that are level. Some areas of CO policy, especially in T2 Rural, may be level, but may not be accessible without disturbing steep slopes. The development intensity of these isolated level areas is also kept low.

Development potential for the steeply sloping portions of a site is lower than for the more level portion of a site. In all cases, the development potential is determined based on the ability of the proposed development to preserve the essential integrity of the natural landform and vegetation. This includes mature stands of trees, that stabilize slopes and protect water quality.

Stream Corridors – These include, at a minimum, stream channels that convey water for at least part of the year and the regulatory water quality buffer that surrounds the stream channel. Stream corridors may, in some instances, include steeply sloped uplands that extend beyond the regulatory water quality buffer.

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At a minimum, the stream and regulatory buffer are left undisturbed. Stream crossings are minimized, and, when made, are done in the least impactful manner. Stream corridors are used as part of the stormwater drainage system for the development and are also used as community amenities and greenway corridors. The development potential of a site containing stream corridors may be lower than for other nearby sites lacking similar environmental features.

Tree Canopy – Extensive areas of tree canopy are formed by mature tree crowns in the upper layers of forested areas. Preserving the tree canopy is important for maintaining and improving air quality, managing stormwater, protecting water quality, and mitigating the urban heat island effect. These areas are not mapped as CO policy, unless associated with another sensitive feature, but may instead be identified using the aerial photography data maintained by the Planning Department.

Unstable and Problem Soils – Unstable soils are typically associated with steep slopes or the bases of steep slopes. The former are generally Bodine-Sulfura soils, and the latter is most commonly Dellrose. Problem soils include sinkholes and wetland soils.

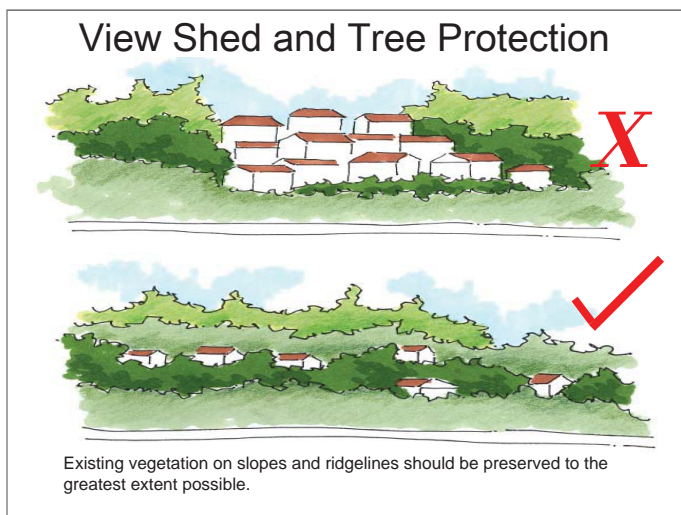
Geotechnical studies may be required prior to site development in parts of the county where unstable or other problem soils are known to exist. Once discovered on a site, problem soils are left undisturbed through methods such as site design techniques, conservation easements, and transfer of development rights. The development potential of a site containing unstable or problem soils may be lower than for other nearby sites lacking similar environmental features.

Other environmentally sensitive features include, but are not limited to, wildlife corridors and habitats and fragile geological formations. These may be identified during the Community Planning process and may not be mapped but may instead be referenced in Special Policies in the Community Plans.

Examples of Potentially Appropriate Land Uses

Due to their environmentally sensitive character, CO areas are generally unsuitable for conventional suburban or urban development. In some cases, development of any kind is discouraged in CO areas within the limits of property rights law. Alternative approaches such as conservation easements or transfer of development rights (TDR) are strongly encouraged.

In other CO areas, very low-intensity residential and open space developments may be appropriate (based on the feature e.g. a field in floodplain). Examples of low-intensity open space development include athletic fields, hiking trails, picnic shelters, and nature centers that exemplify site-sensitive design. Only rarely are non-residential, non-open space uses found in these areas. When they are, urban design differs from conventional approaches in terms of such elements as building placement and massing, parking arrangement, and construction and grading techniques. Most commonly, these commercial, office, and mixed uses will be found in T4 Urban CO areas. In T2 Rural areas, agricultural



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land uses may also be found in CO policy, particularly agricultural uses that minimize native vegetation removal on steep slopes and along stream banks.

Industrial development associated with Districts may be appropriate in the floodplain along the Cumberland River, given its economic value as a working river with flood control measures in place. In such cases, consideration should be given to surrounding policies, and Industrial policy may be applied in lieu of CO policy. It may be advisable to apply Supplemental Policies in the Community Plan or design-based zoning to provide additional guidance on mitigation or remediation of sensitive lands.

Potentially Appropriate Zoning to Implement the Policy

There are many properties that contain land uses and/or are zoned with districts that are not consistent with this policy, including older development plans that were approved, but that are not built. These development plans have existing development rights that allow development within an approved density and/or intensity. If no changes to the approved plans are sought, what was previously approved can be built without guidance from the Community Character Manual or the applicable Community Plan. In some cases, however, development plans may require additional review if significant changes to the approved plans are sought. In those cases, the policies of the Community Character Manual or applicable Community Plan provide guidance. There are also additional tools available, such as amendments, rezoning, subdivisions, and public investments, to ensure that future development incorporates as many of the designated community character objectives as possible.

The following policies are used to guide the rezoning of properties that contain land uses and/or are zoned with districts that are not consistent with this policy:

Sites with uses and/or zoning that are not consistent with this policy are generally encouraged to redevelop in accordance with the CO policy and any other policies for the site whenever such uses cease or when the areas are rezoned. Communities are, however, sometimes confronted with proposals for adaptive reuse of sites or buildings where such existing activities are no longer viable. Proposals for adaptive reuse of such sites may be accompanied by rezoning requests, which would be reviewed for consistency with policy. Zone change applications for such sites may be considered on their merits provided that:

- There is no territorial expansion of the inconsistent use and/or zoning;
- Proposed development would generate minimal non-local traffic and the traffic can be adequately served by the existing transportation network;
- Proposed development can be adequately served by existing infrastructure;
- Proposed development is consistent with the character of the Transect Area in which the site is located;
- Proposed development is consistent with the Design Principles of the CO policy and any other policies applicable to the site; and
- Appropriate zoning can be applied, which, in the course of accommodating an acceptable proposed development, does not expose the adjoining area to the potential for incompatible land uses.

In the absence of acceptable development proposals, sites that contain existing uses and/or zoning that are inconsistent with the policies and are no longer viable should be rezoned to be more compatible with the applicable policies.

There may be certain kinds of institutional uses supported by the policy that may be proposed for some type of adaptive reuse. An example of such a property

would be a religious or educational institution. Such adaptive reuse proposals may include activities that would not normally be supported under the policy. Proposals for such adaptive reuse of these sites may be accompanied by rezoning requests, which would be reviewed for consistency with the policy. In order to encourage preservation of institutional structures that are important to the community's history, fabric, and character, zone change applications that would grant flexibility for adaptive reuse may be considered on their merits provided that:

- The subject structure and/or site have been designated one of the following by the Metropolitan Historical Commission and/or Metropolitan Historic Zoning Commission:
 - Worthy of Conservation
 - Eligible for Listing in the National Register of Historic Places
 - Listed in the National Register of Historic Places
 - National Historic Landmark
 - A contributing structure in a Neighborhood Conservation, Historic Preservation, or Historic Landmark zoning overlay district;
- Any alterations to the subject structure and/or site will follow the Secretary of Interior's Standards;
- There is no territorial expansion of the proposed use and/or zoning beyond the current historically significant structure and/or site;
- The proposed development would generate minimal non-local traffic and the traffic can be adequately served by the existing transportation network;
- The proposed development can be adequately served by existing infrastructure;
- The proposed development is consistent with the character of the Transect area in which the site is located;
- The proposed development is consistent with the Design Principles of the policy; and
- Appropriate zoning can be applied, which prohibits the demolition of and inappropriate renovations to the structure and, in the course of accommodating an acceptable proposed development, does not expose the adjoining area to the potential for incompatible land uses.

The following is a list of zoning districts that may be appropriate within a given CO area subject to the applicant's ability to prove that the requested zoning district is consistent with the other provisions of CO policy, detailed above. The size of the site, environmental conditions on and near the site, and the character of adjacent Transect and policy areas will be considered.

- AG
- AR2a
- Design-based zoning

Other existing or future zoning districts may be appropriate based on the locational characteristics of the subject property and the ability of the applicant to document that the proposed zoning district is consistent with the policy. Design-based zoning may be required to achieve planning objectives such as access management, coordination among adjacent developments, or to deal with potential effects on nearby environmentally sensitive features and the overall health of the watershed in which the site is located.

Additional Guidance in Community Plans and Detailed Plans

Additional policy guidance for any of the sections above may be established in a Community Plan or Detailed Plan. Please refer to the applicable Community Plan or Detailed Plan for the site in question to determine if there is any additional policy guidance.

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OS Open Space

Introduction

Open Space (OS) policy is found in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect Categories. The T1 Natural Transect Category consists entirely of T1 Natural Open Space policy, which has a distinct character and intent and is therefore assigned its own Transect and has additional policy guidance that reflects its uniqueness. The intent of OS policy is to preserve and enhance existing open space areas, most of which are publicly-owned parks and greenways, but some of which are privately held conservation easements or other similar tools that provide permanent protection of the land as open space.

Buildings are rare in OS areas. The few buildings that do exist are generally associated with civic uses (e.g. nature centers or community centers). The design and placement of these buildings is in keeping with the overall design and function of the OS area they are located within. They are generally designed to avoid competing with or diminishing the surrounding natural environment.

A variety of recreational activities are enjoyed by visitors on publicly-owned land, while on privately-owned land the land has no recreational uses, unless specified by the owner.

Road and streetscape characteristics vary with the location of each OS area. OS areas may be located in T2 Rural, T3 Suburban, T4 Urban, T5 Center, or T6 Downtown areas and may be surrounded by a wide variety of policy categories within those Transect areas. Roads approaching OS areas located in the T2 Rural Transect areas are typically rustic and unfinished with natural slope and swales for drainage. The streetscape lacks on-road sidewalks and may use multi-use paths for pedestrian movement. Streets approaching OS areas in the T3 Suburban and T4 Urban Transects will generally feature curb and gutter with a planting strip and sidewalks. Streets approaching OS areas in T5 Center and T6 Downtown Transects will generally feature curb and gutter with wide sidewalks with tree wells.

EXAMPLES OF APPROPRIATE LAND USES*

In alphabetical order:

- Amphitheaters – most appropriate in T5 and T6
- Ball Fields and Tennis Courts – most appropriate in T3 and T4
- Cemeteries or Burial Grounds – most appropriate in T2 and T3
- Courtyards – most appropriate in T4, T5, and T6
- Cultural, Community, Educational, and/or Nature Centers
- Equestrian facilities – most appropriate in T2
- Fountains or Water Play Features – most appropriate in T4, T5, and T6
- Golf Courses – most appropriate in T3 and T4
- Greenways, Multi-use paths, and Trails
- Greens and Lawns for Informal Recreational Use
- Nature Preserves/Natural Reserves – most appropriate in T2 and T3
- Neighborhood Gardens
- Picnic Grounds/Areas
- Play Structures/Areas
- Plazas – most appropriate in T4, T5, and T6.
- Recreational Sports Facilities and Fields – most appropriate in T3.

ZONING*

- Zoning district appropriate to the surrounding context or associated project
- Design-based zoning districts

BUILDING TYPES*

- Civic

**Disclaimer: This information is provided as an aid for general reference and should not be construed as all data that may apply to each property. Users should independently verify the accuracy of the information.*

OS Open Space

Once inside the OS areas, the transportation network generally consists of narrow internal roads that provide access to features such as parking areas and different kinds of recreational facilities. These internal roads typically follow the contours or other natural features of the land. They are complemented by paved or unpaved trails and multi-use paths. Pedestrian and bicycle access to adjacent residential neighborhoods and mixed use areas is provided. Landscaping in OS areas varies with the Transect within which the OS is located, ranging from more natural treatments that feature the undisturbed natural environment in the T2 Rural Transect to more formal landscaping in the T5 Center and T6 Downtown Transects.

Policy Intent

Preserve and enhance existing open space in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas. OS policy includes public parks and may also include private land held in conservation easements or other similar tools by land trusts and private groups or individuals.



Multi-purpose greenway in Germantown

General Characteristics

OS areas accommodate active and passive open space land uses and serve areas that range in size from local to regional. They vary in character by Transect and range from largely undisturbed open spaces in T2 Rural to open spaces that contain higher proportions of active uses such as ballfields and playground equipment in the more densely developed Transects. Land uses range from passive greenways to active tennis courts and water play features.

Civic buildings generally are sited prominently in a manner that is conscientious of sensitive environmental features. Civic buildings are thoughtfully designed to complement the building form, access, parking, signage, and lighting of adjacent neighborhoods.

Application

OS policy applies to existing open space in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas that is to be preserved and enhanced. OS policy may include land that is publicly-owned or permanently protected by privately-held conservation easements or other similar tools. Enhancements to existing publicly-owned open space and priorities for additional open space are guided by the Nashville Open Space Plan and Plan to Play (the Metropolitan Parks and Greenways Master Plan).

Design Principles

Building Form and Site Design

Civic buildings are prominently located, serving as a focal point in the streetscape. Building form is compatible with the surrounding existing development pattern in terms of mass, orientation, and placement. Civic buildings in T2 Rural areas are sited to be sensitive to environmental features and to fit into the rural landscape and may not be visible from the street. Civic buildings in the T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transects are prominently located, serving

OS Open Space

as a focal point in the streetscape with visibility from the street. The relationship of the building to the street and streetscape may vary in relation to other buildings; however, the buildings; including entrances, are oriented to the street with parking behind or beside to preserve open space in front of the building or to frame the street with the building.

Landscaping

T2 Rural – Landscaping is generally informal, utilizing existing, native vegetation and reflecting the natural environment. Formal plantings may be included in some instances, especially around civic buildings.

T3 Suburban – Landscaping is generally more formal than in T2 Rural areas, depending on the use of the open space. In open space with active uses, landscape buffering may be necessary to buffer ballfields, bleachers, parking, or other facilities from abutting residential. Meanwhile, in open space with passive uses, there will be more informal landscaping. Consideration is given to the formality of landscaping of adjacent residential. Native plants and natural rainwater collection are used to minimize maintenance costs.

T4 Urban – Landscaping is generally formal. In parks and open spaces with active uses, landscape buffering may be necessary to buffer ballfields, bleachers, parking, or other facilities from abutting residential. Native plants and natural rainwater collection are used to minimize maintenance costs and burden on infrastructure.

T5 Center and T6 Downtown – Landscaping is formal and is designed to enhance the programmatic plan for the open space. For example, if the open space is a hardscaped plaza intended for dining, the landscaping is different than for a pocket park with play equipment. Consideration is given to the use of native plants and natural rainwater collection to minimize maintenance costs and burden on infrastructure. Buffering is provided whenever an open space abuts parking, neighboring building systems, or other unsightly features. Landscaping or other buffering can also be used to create a visual separation from the street.

Parking

T2 Rural – Parking adequate to the size and use of the open space is provided on-site. Parking areas are designed to avoid large, flat surfaces. Instead, they are arranged in smaller groupings that are located to avoid environmentally sensitive features and to blend with existing land contours and vegetation. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.

T3 Suburban – Parking adequate to the size and use of the open space is provided on-site. Parking areas are generally designed to avoid large, flat surfaces although there may be instances where it is necessary or desirable to concentrate the parking. In most cases, they are arranged in smaller groupings to provide access to multiple recreational uses with minimal disruption of the land. If parking is provided in association with buildings, parking is behind, beside, or beneath the building, but not between the building and the street. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.



Courtyard in Rolling Mill Hill

OS Open Space

T4 Urban – Minimal parking is needed, given that the open space will be a walk-to and bike-to destination. When provided, parking is located on-street (depending on the scale and use of surrounding streets) and/or with on-site civic, community, or educational buildings, with minimal visibility from the street. If parking is provided in association with buildings, parking is behind, beside, or beneath the building, but not between the building and the street. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.

T5 Center – Generally, minimal parking is needed, given that the open space is used by residents and guests visiting other sites in the T5 Center. Parking may be shared with other uses. On-street parking may also be appropriate, given the scale and use of surrounding streets. If the open space includes a civic building, parking should be behind, beside, or beneath the building, but not between the building and the street. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.

T6 Downtown – Generally, no parking is provided on-site, given that open spaces in downtown are generally small and used by residents and guests visiting other sites in downtown. For open spaces with a regional draw such as Bicentennial Mall or Riverfront Park, parking

is provided through on-street or shared parking or limited on-site parking. If the open space includes a civic building for which parking must be provided, parking is behind, beside, or beneath the building, but not between the building and street. Low-impact design techniques (pervious paving, etc.) are used to minimize stormwater runoff. Bicycle parking is provided.

Lighting

T2 Rural – Lighting is sparsely provided. Lighting is used for safety surrounding buildings and parking areas and is designed to fit the context and character of a rural environment—infrequently-used and pedestrian-scaled. Lighting is directed on-site, does not intrude into residential and non-developed areas, and does not contribute to light pollution.

T3 Suburban – Lighting is sparsely provided. It is used for safety surrounding buildings, active recreational uses such as ballfields, parking areas, and along multi-use paths. Lighting is designed to fit the context and character of a suburban environment. Lighting is pedestrian-scaled and directed on-site. Lighting does not intrude into residential and non-developed areas and does not contribute to light pollution.

T4 Urban – Lighting is more frequently provided. Lighting is used for safety surrounding buildings, active recreational uses such as ballfields, parking areas, and along multi-use paths. Lighting may also be provided to accent other features such as historic or cultural markers, public art, and fountains. When provided, lighting is designed to fit the context and character of an urban environment. Lighting is pedestrian-scaled and directed on-site. Lighting is integral to the streetscape; spacing and location of lighting is considered in relation to street trees and plantings.

T5 Center and T6 Downtown – Lighting is always provided. Lighting is used for safety surrounding buildings, active recreational uses such as play equipment and water play features, parking areas, and along multi-use paths. Lighting may also be provided to accent other features such as historic or cultural markers, public art,



Ascend Amphitheater

OS Open Space

and fountains. Lighting is designed to fit the context and character of the surrounding environment. Lighting is pedestrian-scaled and directed on-site. Lighting is integral to the streetscape; spacing and location of lighting is considered in relation to street trees and plantings.

Service Area

T2 Rural – Areas typically serve the entire county.

T3 Suburban – Areas typically serve the surrounding community consisting of multiple neighborhoods. Those with large sports complexes may also serve a much larger area such as the county or region.

T4 Urban – Areas typically serve the surrounding neighborhoods.

T5 Center and T6 Downtown – Areas serve guests to and residents of those areas along with the surrounding community or the region. The open space may vary in size depending on its purpose. Open spaces may range from smaller ones such as pocket parks, squares, and hardscaped plazas to larger ones such as anchor parks and amphitheaters.

Signage

Signage is scaled to the size, purpose, and draw of the open space. Signage alerts motorists, pedestrians, and cyclists to the open space and assists them in finding any particular amenities in a manner that is not distracting or overwhelming to the open space, streetscape, or the character of the surrounding area. Any lighting on signage is minimal and complies with the lighting design principles above.

Connectivity

Access

T2 Rural – Primarily accessed by vehicles from a prominent road. The character of roads within the open space area may, however, be different from that of the road outside. Internal roads are designed and located to preserve sensitive environmental features such as

topography and waterways, as well as other significant landmarks and are designed and located to preserve and enhance views and vistas.

T3 Suburban – Frequently accessed by vehicles but is also accessed by pedestrians, cyclists, and transit. Vehicular access is from a prominent road, but the road does not intrude into the open space; its character changes upon entering the open space. Entrances and the roads within the open space are designed and located to promote pedestrian and bicycle connectivity.

T4 Urban – Primarily accessed by pedestrians and cyclists, but are also accessed by vehicles and transit. Vehicular access is from a prominent street and, in the urban setting, streets often frame the open space. The character of the street changes upon entering the open space. Entrances and the streets within the open space are designed and located to promote pedestrian and bicycle connectivity.

T5 Center – Vary in form and draw from small, walk-to open spaces that do not require vehicular access, to larger open spaces with a regional draw requiring vehicular and transit access. When vehicular and transit access is necessary, it is from a prominent street, but the street does not intrude into the open space; its character changes upon entering the open space. Entrances and the roads within an open space are designed and located to promote pedestrian and bicycle connectivity.



Lighting along multipurpose greenway in the Gulch

OS Open Space

T6 Downtown – Vary in form and draw from small, walk-to open spaces that do not require vehicular and transit access, to larger open spaces with a regional draw requiring vehicular and transit access. When vehicular and transit access from an adjacent street entering the open space is necessary, the street access does not intrude into the open space; its character changes upon entering the open space. Entrances and the roads within an open space are designed and located to promote pedestrian and bicycle connectivity.

Pedestrian/Bicycle

T2 Rural – Pedestrian and bicycle connectivity to surrounding neighborhoods and to transit is low due to the low-density development pattern. Greenways or other multi-use paths link open spaces to other open spaces and may be used to link to nearby commercial or residential development.

T3 Suburban – Pedestrian and bicycle connectivity to surrounding neighborhoods and to existing or planned transit is moderate and is provided in the form of greenways and potentially sidewalks or bikeways. Multi-use paths internal to the park blend and align with sidewalks to surrounding neighborhoods or centers. Where sidewalks are not present, crosswalks or other marked paths leading to the park entrances are used.

T4 Urban – Pedestrian and bicycle connectivity to surrounding areas and to existing or planned transit is high and is provided in the form of sidewalks, bikeways, and occasionally greenways, which link open spaces to other open spaces. Multi-use paths internal to the open space blend and align with sidewalks to the surrounding areas. Open spaces are highly permeable, allowing pedestrians and cyclists access through the open space to encourage its use as a lively space.

T5 Center and T6 Downtown – Pedestrian and bicycle connectivity to surrounding areas and to existing or planned transit is high and is provided in the form of sidewalks, bikeways, and occasionally greenways, which



Rails to Trails project

link open spaces to other open spaces. Multi-use paths internal to the open space blend and align with sidewalks to the surrounding areas. Open spaces are highly permeable, allowing pedestrians and cyclists access through the open space to encourage its use as a lively space.

Vehicular

T2 Rural – Vehicular connectivity to surrounding neighborhoods is low due to the low-density development pattern. Where it exists, connectivity is provided through coordinated access and circulation from prominent rural roads.

T3 Suburban – Vehicular connectivity to surrounding neighborhoods is moderate and is provided through coordinated access and circulation from prominent streets.

T4 Urban – Vehicular connectivity to surrounding neighborhoods is high due to the proximity of highly connected street networks to the open space. T4 Urban OS areas, however, are primarily walk-to or bike-to destinations and are accessed by pedestrians and bicyclists. Vehicular access is provided through coordinated access and circulation from prominent streets.

OS Open Space

T5 Center – Vehicular connectivity to surrounding areas is high due to the proximity of highly connected street networks to the open space. T5 Urban OS areas, however, are primarily walk-to or bike-to destinations and are accessed by pedestrians and bicyclists. Vehicular access is provided through coordinated access and circulation from prominent streets.

T6 Downtown – Vehicular connectivity to surrounding neighborhoods is high due to the proximity of highly connected street networks to the open space. T6 Downtown OS areas, however, are primarily walk-to and bike-to destinations and are accessed by pedestrians and bicyclists.

Potentially Appropriate Zoning to Implement the Policy

The following zoning districts may be appropriate within a given OS area subject to the consistency of the requested zoning district with OS policy and the design and purpose of the specific OS area. The size of the site, environmental conditions on and near the site, and the character of adjacent Transect and policy areas, will be considered.

- A zoning district that is appropriate to the surrounding context or the associated project
- Design-based zoning districts

Other existing or future zoning districts may be appropriate based on the locational characteristics of the subject property, surrounding context, and consistency of the proposed zoning district with the policy. Design-based zoning may be required to achieve the OS policy objectives.

Additional Guidance in Community Plans and Detailed Plans

Additional policy guidance for any of the sections below may be established in a Community Plan or Detailed Plan. Please refer to the applicable Community Plan or Detailed Plan for the site in question to determine if there is any additional policy guidance.

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TR Transition

Introduction

Transition (TR) areas are generally small in geographic size and serve a limited function of providing transitions in scale, intensity, and use at locations between high-intensity and low-intensity policy categories or development. The predominant uses in TR areas are small-scale offices and moderate to high density residential in various building types. TR areas may be used in situations where it would otherwise be difficult to provide a transition between higher-intensity development or a major thoroughfare and an adjacent residential neighborhood and where there is a market for compatibly-scaled office and/or residential uses.

Policy Intent

Enhance and create areas whose primary purposes are to serve as transitions between higher-intensity uses or major thoroughfares and lower density residential neighborhoods. These transition areas can minimize land use conflicts while providing opportunities for small-scale offices and a mixture of mainly moderate- to high-density housing types. Housing in TR areas can include a mix of building types and is especially appropriate for “missing middle” housing such as plex houses, house courts, and multifamily housing with small to medium-sized footprints (see Missing Middle Housing Types diagram on page 98).

General Characteristics

The predominant uses in TR areas are small-scale offices and moderate- to high-density residential in various building types. TR areas may be used in situations where it would otherwise be difficult to provide a transition between higher-intensity development or a major thoroughfare and an adjacent residential neighborhood and where there is a market for compatibly scaled office and/or residential uses.

EXAMPLES OF APPROPRIATE LAND USES*

- Office
- Residential
- Institutional

ZONING*

- ON
- OL
- OR20-A, OR20
- OR40-A, OR40
- RM20-A, RM40-A
- Design-based zoning

BUILDING TYPES*

- House
- Detached Accessory Dwelling Unit
- House Court
- Plex House
- Manor House
- Townhouse
- Courtyard Flat
- Low-Rise Flat
- Mid-Rise Flat
- Low-Rise Mixed Use (residential/office only)
- Mid-Rise Mixed Use (residential/office only)

**Disclaimer: This information is provided as an aid for general reference and should not be construed as all data that may apply to each property. Users should independently verify the accuracy of the information.*

TR Transition

Buildings are regularly spaced with setbacks and spacing determined by the Transect area they are within and the policy area they are surrounded by or adjacent to. Parking is behind or beside the buildings and is generally accessed by side streets or alleys. TR areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and mass transit. The edges of TR areas are firm with clearly distinguishable boundaries identified by block structure, alley or street locations, lot pattern, building placement, and uses.

Application

TR policy is applicable to areas where there is a need to provide a transition in scale and intensity between areas of intense development or major thoroughfares and lower-intensity residential neighborhoods. TR areas are envisioned to contain a mix of small-scale office and mixed housing uses. The TR area usually includes multiple properties; however, it is sometimes applied to one property, such as when an owner wants to use an existing house as an office. Where there are different Transect areas, the TR area is expected to also provide for a transition between the differing Transect areas.



Duplex homes providing “missing middle” housing and creating a transition between higher and lower intensity areas

Commonly used boundaries to define TR areas include, but are not limited to: boundaries defined by evolving or intended development patterns (considering lot size, mass, spacing, orientation of buildings, etc.), environmental features, human-made features (e.g. rail lines, major utility easements, alleys, roads, and streets), and other uses (e.g. open space, mixed use, industrial, institutional, and residential). The application and boundary delineation of this policy are established during the Community Planning process or the Detailed Design Plan process.

Design Principles

Building Form and Site Design

The mix of building types expected in TR areas is limited to small-scale offices, a specific subset of low-rise commercial or mixed use building types, and to moderate- to high-density residential. Due to the specific function of the policy in serving as a transition in use and intensity.

Massing – The building mass and placement forms a transition between buildings in higher-intensity policy areas and adjacent lower-intensity policy areas. Transitions between the scale and traffic levels of arterial-boulevard and busier collector-avenue streets are also addressed.

Orientation – Buildings on major thoroughfares are oriented to the major street.

Setbacks – Building setbacks are shallow to moderate, creating a defined space for pedestrians. Setbacks or build-to lines are consistent with the Transect area(s) they are within and the policy area they are surrounded by or adjacent to. If within T4 Urban or T5 Center, the setbacks will be shallow or the building will be built to the back edge of the sidewalk. Meanwhile, in T2 Rural and T3 Suburban Transect areas, moderate to deep setbacks are appropriate.

TR Transition

Density – The appropriate density of residential development will depend on the site’s location. In general, residential uses in TR areas are moderate-density housing that can take a variety of forms. Areas along the most heavily traveled thoroughfares, closest to major centers, and within walking distance to the highest level of existing or planned transit service will generally be appropriate for higher-density or -intensity development. Sites closer to lower-intensity or -density policy areas should be developed less intensively. More specific guidance about appropriate density or intensity may be provided by a Community Plan or Detailed Design Plan.

Building Height – Buildings are generally one to three stories in height, but taller buildings may be found along major thoroughfares in the T4 Urban and T5 Center Transect areas. Consideration of taller heights is given based on the following factors:

- Proximity to other policy areas and the role of the building in transitioning between policies (see bulleted list below for further details on transitions);
- Planned height of surrounding buildings and the impact on adjacent historic structures;
- Contribution that the building makes to the overall fabric of the area in terms of creating pedestrian-friendly streetscapes, plazas and open space, innovative stormwater techniques, etc.;
- Relationship of the height of the building to the width of the street, with wider streets generally corresponding to taller building heights;
- Prominence of the intersection on which the building is located, with locations at intersections of two arterial-boulevard streets being favored for taller buildings;
- Capacity of the block structure and rights-of-way to accommodate development intensity;
- Proximity to existing or planned transit;
- Use of increased building setbacks and/or building setbacks to mitigate increased building heights;
- Topography;
- Ability to provide light and air between buildings and in the public realm of streets, sidewalks, internal walkways, multi-use paths, and open spaces; and,
- Extent to which affordable or workforce housing as defined in the Glossary of this document is provided by the development.

All buildings in Transition areas:

- Step down in height as they move closer to adjacent lower-intensity areas. This may require different heights within an individual structure and/or more varied building types, including courtyard flats, quads, triplexes, detached accessory dwellings, etc.;
- Are expected to blend with the permitted height of the adjacent policy area. Consideration of the actual existing built height may be used to determine the appropriate height of any particular development proposal;
- Respond to differences in topography to avoid buildings that loom over lower-intensity buildings at lower elevations;
- Are oriented so that there is a back-to-back relationship between the higher-intensity buildings and lower-intensity buildings;
- Are separated from lower-intensity areas by rear alleys or service lanes; and,
- Pay particular attention to articulating façades that face lower intensity policy areas.

Landscaping – Landscaping may be formal or informal depending on the character of the Transect area they are within and the policy area(s) they are surrounded by or adjacent to. Street trees and other plantings are provided. In surface parking lots, landscaping in the form of trees to reduce any heat island effect, bushes, and other plantings are provided. Landscaping screens ground utilities, meter boxes, heating and cooling units, refuse storage, and other building systems from public streets. Fencing and walls that are along or are visible from the right-of-way are constructed from materials that manage property access and security while complementing the surrounding environment and furthering Community

TR Transition

Character Manual and Community Plan design objectives. Consideration is given to the use of native plants and natural rainwater collection to minimize maintenance costs and burden on infrastructure. New transitions between the TR area and other policy areas are best created by transitions in building form and uses; however, in some cases, generous and dense landscape buffers may be required to address a particularly difficult transition.

Parking – Parking is provided on-street or on-site in surface lots or small parking structures. Whether surface or structured, establishing a pedestrian-friendly streetscape is priority. Parking is located behind, beside, or beneath the primary structure. Structured parking is screened with liner buildings. Surface parking is screened, if necessary, with landscaped buffering. On-street parallel parking that offsets parking needs and creates a buffer between the street and the pedestrian is appropriate. Shared parking is appropriate. When establishing parking requirements, other design principles and policy areas are not compromised. Bicycle parking is provided.

Lighting – Lighting is provided to enhance the operation of the TR area and is consistent with the character of the Transect area they are within and the policy area they are surrounded by or adjacent to. Lighting is used for safety at buildings and safety in vehicular and pedestrian travel. Street lighting is integral to the streetscape. Spacing and



On-street parking at low-rise mixed use building with ground floor office uses and residential above

location of lighting are considered in relation to street trees and plantings. Lighting is projected downward. Lighting does not intrude onto adjacent residential uses or neighborhoods, and does not contribute to light pollution.

Signage – Signage alerts motorists, pedestrians, and cyclists to their location and assists them in finding their destination in a manner that is not distracting or overwhelming to the TR area, the streetscape, or the character of the Transect area they are within and the surrounding or adjacent policy area. The design and location of signage complements and contributes to the envisioned character of the TR area. Signage is generally scaled for pedestrians, and building-mounted signs, projecting signs, and awning signs are appropriate. Monument signs may be appropriate. Any lighting on signage is minimal and complies with the lighting design principles above.

Connectivity

Access – Vehicular access is preferably obtained from rear alleys or service lanes. Access from side streets may also be considered; however, rear access from alleys or service lanes should be the norm unless it is not physically possible to provide it. Access from local streets, whether from rear, side, or front, should be avoided unless the TR area is providing a transition from a more intense use that is located along a local street. An example of this would be a TR area adjacent to a Neighborhood Center that is along a local street. Access points are consolidated and coordinated with strategic access points across all fronting streets.

Block Length – Is consistent with the block length that is generally appropriate in the Transect area they are within and the policy area they are surrounded by or adjacent to.

Pedestrian/Bicycle – Pedestrian and bicycle connectivity to surrounding neighborhoods is desired and at a minimum should be consistent with the level of connectivity appropriate in the Transect area they

TR Transition

are within and the policy area they are surrounded by or adjacent to. Pedestrian and bicycle connectivity is provided by sidewalks or multi-use paths and bikeways. All buildings are accessible by sidewalks. Crosswalks are provided at intersections, across parking lots, and at vehicular access points and are clearly marked to distinguish the pedestrian zone from the vehicular zone. Pedestrian and bicycle connectivity includes connectivity to existing or planned transit.

Vehicular – Vehicular connectivity to surrounding neighborhoods and corridors is moderate. TR areas are generally located along arterial-boulevard or collector-avenue streets. Connectivity within the TR area is provided through coordinated access and circulation.

Additional Guidance for Development of Sites that Contain Historically Significant Features

Many areas in Nashville/Davidson County contain buildings or settings that are historically significant to Nashvillians and visitors alike. These sites serve not only as reminders of the history of the community, but also as expressions of Nashville's social and cultural identity. Structures and sites that are determined to meet one of the following criteria are strongly recommended to be preserved and enhanced as part of any new development:

- The subject structure and/or site have been designated one of the following by the Metropolitan Historical Commission and/or Metropolitan Historic Zoning Commission:
 - Worthy of Conservation
 - Eligible for Listing in the National Register of Historic Places
 - Listed in the National Register of Historic Places
 - National Historic Landmark

Owners of property that contains historic or archaeological features or historic structures are encouraged to work with the Metropolitan Historical Commission to protect and preserve the historic features in conjunction with any proposed development of the site. The potential impacts of proposed developments on historic sites or areas with archaeological features should be carefully considered and appropriate measures should be applied that mitigate any adverse impacts. Development near structures or in areas of local, state, or national historical significance should make efforts to balance new development with the existing character, scale, massing, and orientation of those historical features.

Changes to properties located within a Neighborhood Conservation, Historic Preservation, or Historic Landmark zoning overlay must comply with the applicable design guidelines.

Zoning

There are many properties that contain land uses and/or are zoned with districts that are not consistent with this policy, including older development plans that were approved, but that are not built. These development plans have existing development rights that allow development within an approved density and/or intensity. If no changes to the approved plans are sought, what was previously approved can be built without guidance from the Community Character Manual or the applicable Community Plan. In some cases, however, development plans may require additional review if significant changes to the approved plans are sought. In those cases, the policies of the Community Character Manual or applicable Community Plan provide guidance. There are also additional tools available, such as amendments, rezoning, subdivisions, and public investments, to ensure that future development incorporates as many of the designated community character objectives as possible.

TR Transition

The following policies are used to guide the rezoning of properties that contain land uses and/or are zoned with districts that are not consistent with this policy:

- Sites with uses and/or zoning that are not consistent with this policy are generally encouraged to redevelop in accordance with this policy whenever such uses cease or when the areas are rezoned. Communities are, however, sometimes confronted with proposals for adaptive reuse of sites or buildings where such existing activities are no longer viable. Proposals for adaptive reuse of such sites may be accompanied by rezoning requests, which would be reviewed for consistency with policy. Zone change applications for such sites may be considered on their merits provided that:
 - There is no territorial expansion of the inconsistent use and/or zoning;
 - Proposed development would generate minimal non-local traffic, and the traffic can be adequately served by the existing transportation network;
 - Proposed development can be adequately served by existing infrastructure;
 - Proposed development is consistent with the character of the Transect area in which the site is located;
 - Proposed development is consistent with the Design Principles of the TR policy and any other policies applicable to the site;
 - Appropriate zoning can be applied, which, in the course of accommodating an acceptable proposed development, does not expose the adjoining area to the potential for incompatible land uses.

In the absence of acceptable development proposals, sites that contain existing uses and/or zoning that are inconsistent with the policies and are no longer viable should be rezoned to be more compatible with the applicable policies. Proposed zone changes to allow changes in uses and/or zoning districts that are inconsistent with policy to move further away from

conforming to the policy need to be accompanied by a Community Plan Amendment Application for a policy that would support them.

The following is a list of zoning districts that may be appropriate within a given TR area, subject to the applicant's ability to prove that the requested zoning district is consistent with the other provisions of TR policy. A site's location within the TR area, such as its location in relation to environmentally sensitive features, centers, corridors, and neighborhoods, will be weighed when considering which zoning districts would be appropriate in a given situation. Other factors, such as the size of the site, will also be considered.

Another factor that will be considered is whether there is potential to redevelop sites that are not consistent with TR policy in a manner that brings them closer to conforming to the policy. These situations may warrant the use of zoning districts that might not otherwise be considered appropriate.

- ON
- OL
- OR20-A, OR20
- OR40-A, OR40
- RM20-A, RM40-A
- Design-based zoning

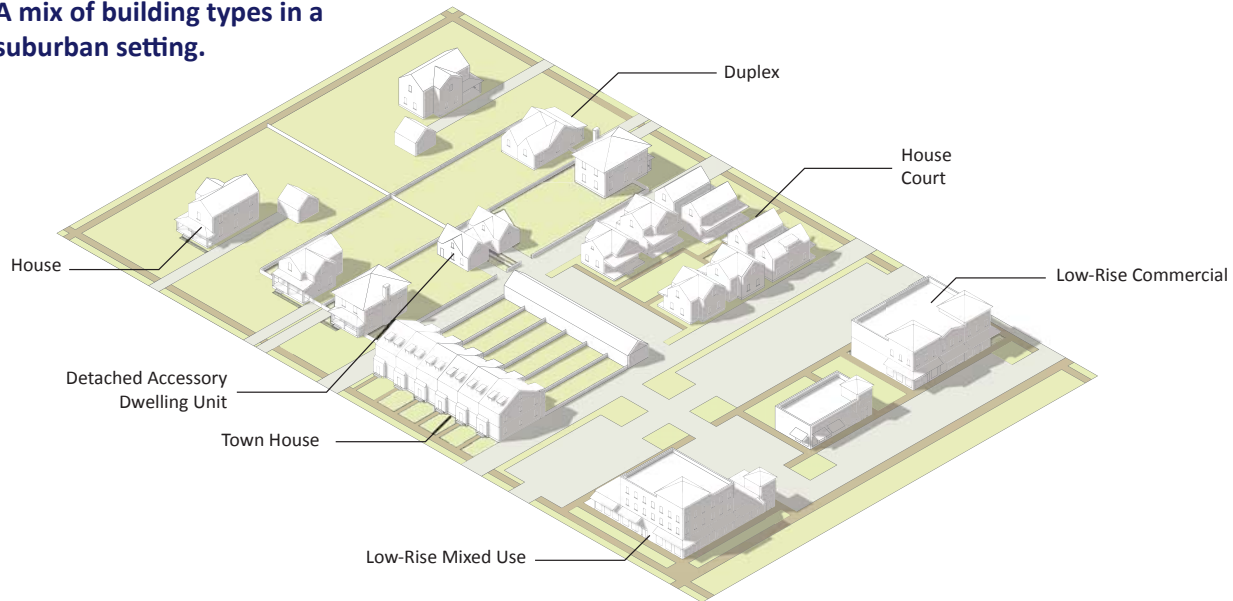
Other existing and future zoning districts may be appropriate based on the locational characteristics of the subject property and the ability of the applicant to document that the proposed zoning district is consistent with the policy.

Additional Guidance in Community Plans and Detailed Plans

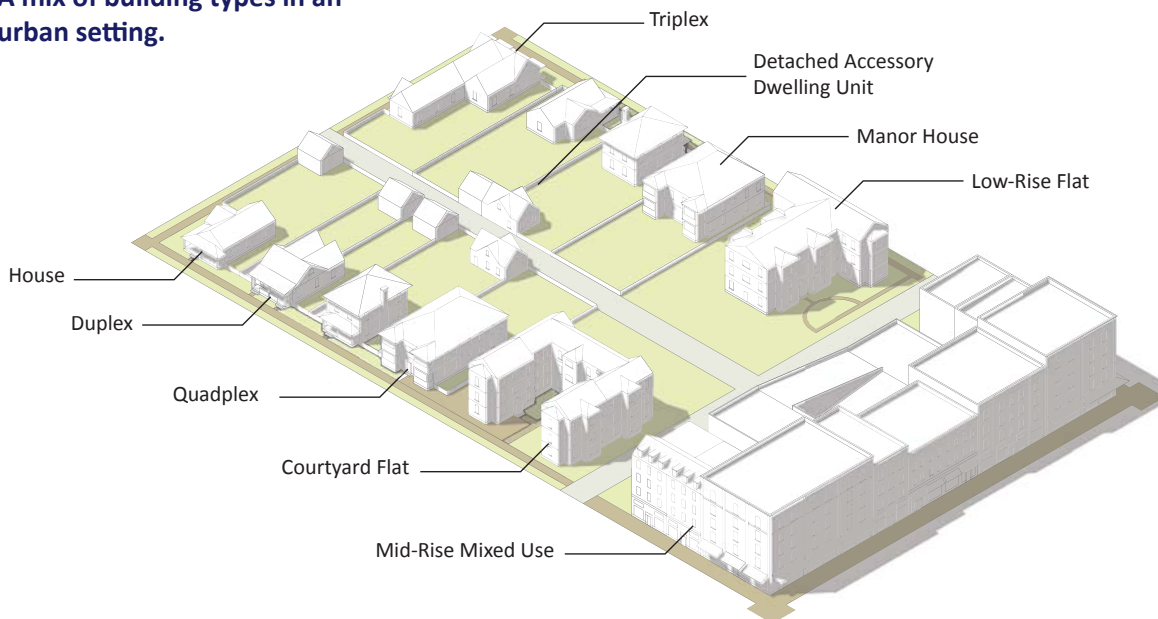
Additional policy guidance for any of the sections below may be established in a Community Plan or Detailed Plan. Please refer to the applicable Community Plan or Detailed Plan for the site in question to determine if there is any additional policy guidance.

TR Transition

A mix of building types in a suburban setting.



A mix of building types in an urban setting.



TR Transition

Missing middle housing types



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Manor House



Plex House



Courtyard Flat



Low- Rise Flats