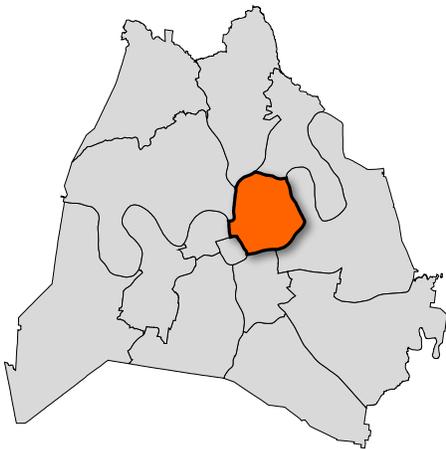


# A General Plan for Nashville & Davidson County

Adopted June 22, 2015  
Amended August 24, 2017

## Volume III: Community Plans





**METROPOLITAN PLANNING COMMISSION  
OF NASHVILLE AND DAVIDSON COUNTY, TENNESSEE**

**Resolution No. RS2015-256**

**"BE IT RESOLVED by The Metropolitan Planning Commission that NashvilleNext is approved in accordance with the staff report and recommendations in the staff report with the following amendments: 2; 3; 4; 5; 14; 15; 16; 18; 20; 22a; 22c; 23; 24; 25; 31; 32; and the deferral of 11 areas identified in the Whites Creek area until the August 13, 2015 Planning Commission meeting with the Public Hearing closed. (9-0)"**

Resolution No. RS2015-256

WHEREAS, Section 13-4-203 of the Tennessee Code, Annotated, authorizes a General Plan "with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development, and identify areas where there are inadequate or nonexistent publicly or privately owned and maintained services and facilities when the planning commission has determined the services are necessary in order for development to occur;" and

WHEREAS, Chapter 5, section 11.504 (c) of the Metro Nashville Charter gives the Metro Planning Commission the power to "Make, amend and add to the master or general plan for the physical development of the entire metropolitan government area;" and

WHEREAS, Section 18.02 of the Charter of the Metropolitan Government of Nashville and Davidson County requires that zoning regulations be enacted by the Council "only on the basis of a comprehensive plan prepared by the Metropolitan Planning Commission;" and

WHEREAS, the last General Plan, *Concept 2010, A General Plan for Nashville/Davidson County* was adopted in 1992; and

WHEREAS, Mayor Karl Dean, seeing fit to update the General Plan, announced on May 22, 2012 that the General Plan would be updated, assigning the task to the Metro Planning Department; and

WHEREAS, under the leadership of the *NashvilleNext* Steering Committee and the Community Engagement Committee, the staff of the Metropolitan Planning Commission worked with stakeholders in Nashville/Davidson County, holding over 420 public meetings and events and soliciting input through online forums, engaging over 18,500 participants in providing public input to update the General Plan;

WHEREAS, the Metropolitan Planning Commission, empowered under state statute and the Charter of the Metropolitan Government of Nashville and Davidson County to adopt master or general plans for smaller areas of the county, finds that the process followed to develop the *NashvilleNext* General Plan included diverse, widespread, and meaningful community participation and substantial research and analysis and therefore finds that replacing the *Concept 2010* General Plan with *the NashvilleNext* General Plan is warranted; and

NOW, THEREFORE, BE IT RESOLVED that the Metropolitan Planning Commission hereby ADOPTS *NashvilleNext, A General Plan for Nashville/Davidson County* in accordance with sections 11.504 (e), (j), and 18.02 of the charter of the Metropolitan Government of Nashville, and Davidson County as the basis for the Commission's development decisions in the county.

  
James McLean, Chairman

Adoption Date: June 22, 2015

Attest:

  
J. Douglas Sloan, III, Secretary and Executive Director

# THE NASHVILLENEXT PLAN

Each part of the plan has a role to play. Some parts are broad and visionary, while others are specific and detailed. This section helps users of the plan understand how the parts fit together and support one another. No part of the plan is intended to stand alone; each can only be understood as working together with the rest of the plan.

## I Vision, Trends, & Strategy

Volume I presents the role and powers of the plan, key trends and issues that the plan addresses, a summary of the plan's strategy and approach to the future, and implementation goals and policies.

## II Elements

- Land Use, Transportation & Infrastructure
- Arts, Culture & Creativity
- Economic & Workforce Development
- Education & Youth
- Health, Livability & the Built Environment
- Housing
- Natural Resources & Hazard Adaptation

## III Communities

Nashville's Community Plans provide history and context for Nashville's 14 Community Planning Areas, along with community-specific issues, strategies, and sketches of how different places in the community could change over time. Detailed Community Character Maps link the broad, county-wide Growth Concept Map to character policies that guide zoning and development decisions.

### Community Character Manual

The Community Character Manual provides detailed explanations of the character policies used in the Community Character Maps.

Community Plan Areas:

Antioch-Priest Lake	Joelton
Bellevue	Madison
Bordeaux-Whites Creek	North Nashville
Donelson-Hermitage-Old Hickory	Parkwood-Union Hill
Downtown	South Nashville
East Nashville	Southeast
Green Hills-Midtown	West Nashville

## IV Actions

Specific tasks for Metro departments and partners to undertake, within a recommended timeframe.

## V Access Nashville 2040

Volume V is the overarching vision of how transportation works under NashvilleNext.

# EAST NASHVILLE

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## What is a Community Plan?

NashvilleNext, the long-range plan for growth, development, and preservation in Nashville/Davidson County through 2040, provides a high-level, countywide view of how Nashville manages growth and preservation to improve the quality of life for residents and to promote prosperity. The Growth & Preservation Concept Map illustrates the vision.

A Community Plan is the key planning policy guide for decision-making regarding a community's future built and natural environments. There are 14 Community Plans covering Nashville/Davidson County. Each plan is prepared by the Planning Department staff in cooperation with residents, business owners, property owners, institutional representatives, and development professionals. The Community Plans explain each community's role in NashvilleNext's vision and apply Community Character Policies to every property in Davidson County to implement that vision through land use decisions such as zone changes and subdivision requests.

Each Community Plan is adopted by the Planning Commission and describes the role the community plays in realizing the overall vision of the County. The Community Character Policies are guided by the Community Character Manual (CCM), a countywide document which provides direction, in alignment with NashvilleNext for zoning and development decisions.

For the most current information on the Community Character Manual and the Community Plans: [www.nashville.gov/Planning-Department/Community-Planning-Design.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design.aspx)

## History of the Planning Process

In 1988, the Planning Department began creating “community plans” as a means of fine tuning the countywide general plan. These community plans examined specific issues and needs, projected growth, development and preservation in fourteen communities. The East Nashville Community Plan was first adopted by the Planning Commission in 1994, after working with a Citizens Advisory Committee.

The Planning Commission adopted the East Nashville Plan’s first update in 2006 after several community workshops. In 2013, its policies were translated to their closest equivalents in the Community Character Manual because it was one of nine community plans that had not been updated since the adoption of the CCM in 2008. Another Plan update occurred in 2015 as part of NashvilleNext, reflecting the values and vision of numerous participants, balanced with sound planning principles to achieve a realistic, long-term plan for sustainable growth, development, and preservation. In 2017, the 14 Community Plans were reformatted and streamlined to make them easier to comprehend and to interact with online. Some minor updates were also made.

Over the decades, East Nashville continues to grow and strives to balance growth with preserving the character of established residential areas while providing needed services, retail, recreations, and employment opportunities and improving the appearance of corridors, as well as their walkability. In order to enhance the community, a coordinated and persistent effort in following the adopted plan is required by residents, property owners, business owners, public/private agencies, developers, investors, and elected officials.

For additional information regarding Community Plans, please refer to: [www.nashville.gov/Planning-Department/Community-Planning-Design.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design.aspx)



Neighborhood center at Eastland and Scott Avenues

# EAST NASHVILLE

## Community Profile

### Description/Location

The East Nashville community is located just east of downtown Nashville. It is bounded by I-24/I-40, the Cumberland River and I-65 to the west, Briley Parkway to the north, and the Cumberland River to the east and south. East Nashville contains approximately 21 square miles, representing about two percent of the land area in Nashville/Davidson County.

East Nashville consists primarily of historic urban residential neighborhoods and classic suburban neighborhoods, traversed by three main north-south corridors — Dickerson Pike, Main Street/Gallatin Pike (Gallatin Pike) and Ellington Parkway. Limited-access Ellington Parkway primarily serves driving commuters, while Gallatin Pike and Dickerson Pike serve a multi-modal mix of commuters and local traffic. The Metropolitan Transit Authority's Bus Rapid Transit [BRT] Lite service on Gallatin Pike provides the corridor with additional level of transit reliability and access. Significant restaurant, retail and service businesses along Gallatin Pike and Dickerson Pike serve both pass-through customers and customers from adjacent neighborhoods. Increasingly, these corridors are becoming destinations in their own right, especially with imaginative, local mixed use developments at Five Points and along the Main Street/Gallatin Pike corridor.

While arguably one of Nashville's most urban communities, East Nashville includes one of the region's natural area crown jewels with the combined 1,296-acre Shelby Park/Shelby Bottoms Greenway and Nature Park. These parks provide an oasis of open space that capitalize on three miles of Cumberland River. Overall, the community includes 2,018 acres (15 percent of its land uses) in open space, civic facilities, schools, community centers, common open space areas of residential developments, cemeteries, and places of worship.

### Major Neighborhoods/Communities

East Nashville is a community of distinctive neighborhoods. The community planning area extends beyond the area traditionally known as East Nashville. The historic boundaries of East Nashville were the Cumberland River, Greenwood Avenue, Ellington Parkway, and Riverside Drive, which includes the neighborhoods of Cayce, East End, Eastwood, Historic Edgefield, Greenwood, Lockeland Springs, Maxwell Heights, Rolling Acres, and Shelby Hills as well as several smaller neighborhoods.



Dickerson Pike buffalo herd gateway monument



Fifth and Main mixed use development  
*Sitaphocus*



Bike rack within neighborhood center

East Nashville as defined for community planning purposes also includes the Capitol View, Cleveland Park, East Hill, Gra-Mar Acres, Highland Heights, Hillhurst, Inglewood, McFerrin Park, Renraw, Rosebank, and South Inglewood neighborhoods along with several smaller neighborhoods. East Nashville's urban area also includes four public housing developments: Edgefield Manor senior high rise, Levy Place, Parkway Terrace, and Cayce Place.

Residents of these compact, walkable urban neighborhoods typically have convenient access to small corner commercial areas or civic uses such as churches, the libraries and schools. The historic character and notable architecture defines each neighborhood's distinctive identity. In addition, urban form characteristics present include the grid street pattern with shorter blocks, sidewalks (although not in all cases), and a housing type mixture from single- and two-family detached homes to accessory dwelling units, townhouses and small-scale stacked flats.



**Townhouses at West Eastland and McFerrin Avenues**

Suburban neighborhoods include Gra-Mar Acres and Rosebank, each exhibiting the hallmarks of classic suburban neighborhoods — primarily of single-family detached homes on larger lots with curvilinear streets that feature nature, and specifically tree cover, prominently.

East Nashville also includes a portion of East Bank from Spring Street on the south to the I-24/I-65 interchange to the north; however, the bulk of East Bank is in the Downtown community.



**East Magnet High School**

### **History Highlights**

East Nashville has a diverse collection of historic resources spanning Nashville's history. Its history includes important chapters about the growth of Nashville as a city ranging from the city's earliest suburban expansion to twenty-first century infill. East Nashville began within a smaller area along the Cumberland River's east bank and was heavily influenced by bridge connections to downtown Nashville. Urbanization began in earnest during the second half of the nineteenth century, when the Shelby lands were subdivided for Edgefield residences. Construction of the Cumberland River bridges, a streetcar and presence of two major historic turnpikes — Dickerson Pike, Main Street/Gallatin Pike — directed vehicular traffic and commercial development to the area.

To see the East Nashville Community's demographic information, please visit: [www.nashvillenext.net](http://www.nashvillenext.net)

Additional history highlights include:

- Cumberland River bridge at the site of the Woodland Street Bridge opened in 1819, followed by its more modern suspension bridge replacement in 1853, which paved the way for the development of Edgefield in 1854.
- Edgefield was incorporated as a municipality in 1868 and annexed into Nashville in 1880.
- Mule-drawn street car was introduced in 1872.
- Woodland and Main Streets offered street railway lines by 1890.
- Shelby Street Bridge, originally known as the Sparkman Street Bridge and now the John Seigenthaler Pedestrian Bridge opened to traffic in 1905.
- Lockeland Springs and East End were annexed into Nashville in 1905.
- Urban renewal associated with the construction of the interstate system and Ellington Parkway in the 1960s reconfigured large swaths of the east bank.
- Fire destroyed nearly 650 homes in Edgefield in 1916.
- Tornadoes in 1933 and 1998 destroyed large portions of the community.
- Cayce Place public housing development was completed in 1941.
- Edgefield was listed on the National Register of Historic Places in 1977 and was designated as Nashville's first Historic Preservation zoning overlay district in 1978.
- Five Points Redevelopment District was established in 1991.
- Shelby Bottoms Greenway breaks ground in 1995.
- East Bank Redevelopment District established in 1996.
- Skyline Redevelopment District was established along Dickerson Pike in 2007.
- Levy Place revitalization via HOPE VI began in 2003.



**House in Historic Edgefield**

For the most current information on Nashville's designated historic properties, districts, and resources, contact the Metro Historical Commission:  
[www.nashville.gov/Historical-Commission.aspx](http://www.nashville.gov/Historical-Commission.aspx)

To read more about the rich history of East Nashville, please visit:  
[www.nashville.gov/mpc](http://www.nashville.gov/mpc)

## Nashville Communities & the Region

The impacts of growth, development, and preservation in Nashville's communities do not stop at Community Plan area borders. Each community has many unique resources whose growth, development, or preservation can impact surrounding communities within Nashville/Davidson County. In turn, each community benefits from the utilization of its resources by adjacent communities and the larger region. The health of each of these assets impacts each Community Plan area and contributes to Davidson County's unique role in the larger Middle Tennessee region.



House in Cleveland Park



South Inglewood Community Center

## Role in the County and Region

East Nashville's collection of unique resources demonstrates the interconnectedness of the Middle Tennessee region. East Nashville offers the region distinctive neighborhoods brimming with creativity and activity. This is due, in part, to its built environment that allows for a diverse range of residents in a dense setting interacting and sharing ideas. The community's numerous small-scale, non-residential areas where new ideas and shared creativity can result in art, a new business venture or non-profit, and the like. These neighborhoods, along with prominent north-south corridors and environmental treasures are assets that East Nashville provides to the region.

### *Housing — Residential Development*

East Nashville has long accommodated a dense mix of housing types ranging from single- and two-family with accessory carriage houses and alley houses to townhouses and smaller stacked flats. For decades, this mixed housing market options has thrived in several neighborhoods and has allowed for a unique diversity of neighbors, adding to the vitality of the community.

East Nashville has also historically accommodated dispersed, small-scale commercial development along corridors and within small neighborhood centers, creating opportunities for small businesses and start-ups. The community's density, diversity and openness draw and spark creativity. The result is conversion of buildings to art galleries, restaurants, bars and incubator spaces for small businesses like the Idea Hatchery and Shoppes on Fatherland.

Concern for maintaining East Nashville's housing market for artists and entrepreneurs has emerged along side the community's growing popularity. Creating housing choice ensures that East Nashville has housing for the diversity of workers needed in the community and Davidson County — from service workers to teachers and police officers and nurses to executives. Providing housing that is attainable for residents of all incomes keeps the community and its economy resilient and keeps East Nashville competitive in the region in the face of changing demographics and market preferences.

### *Prominent Corridors*

While other cities were built on a gridded street network, Nashville’s “wheel-and-spoke” system of principal streets necessitates that prominent corridors such as Dickerson Pike and Main Street/Gallatin Pike play multiple roles – providing regional links to downtown and serving the neighborhoods they transverse. Each corridor is part of a larger regional network for employees commuting from outlying counties into downtown, which also includes Ellington Parkway and I-65. For too long, these corridors developed as if their sole purpose was to serve commuters rather than the communities they pass through.

While there are some businesses along each corridor that serve local neighborhoods, the form of development designed to serve automobile traffic, make it unwelcoming to pedestrians and cyclists from nearby neighborhoods. As neighborhoods have grown stronger, the market along each corridor have changed to meet those needs and demands. The building form of new developments is more welcoming to visitors on foot, with buildings built closer to the street, fewer driveways for pedestrians to cross, better streetscaping, etc.

As redevelopment continues, there is regulation in place to redevelop these corridors to serve commuters, the residents and employees in the area, and visitors to East Nashville, transforming these corridors to be welcoming to drivers, transit users, pedestrians and cyclists.

### *Cumberland River and Open Space*

Although much of East Nashville is developed, it retains many open spaces and natural features including parks, environmentally sensitive features and wildlife corridors, especially along the Cumberland River. With approximately three miles of riverfront winding along Shelby Bottoms Greenway and Nature Park and along Shelby Park, this portion of the Cumberland River serves as a “working” river, a place for recreation, and a source of great beauty.



**Houses on Fatherland Street**



**Neighborhood commercial**



**Fire Station**

## Diversity of Housing Types

NashvilleNext calls for housing diversity that is tailored to the context (rural, suburban, or urban) and character of the area. NashvilleNext calls for the addition of more diverse housing types ranging from detached accessory dwelling units (sometimes called “granny flats”) to cottage developments to townhouses, manor houses, and low-rise stacked flats.

Aging in place means that a person can live in their neighborhood/ community over their entire life. Housing diversity allows for aging in place — the idea that there is housing in a neighborhood or community for people at each point in their life — whether they are just starting out, buying their first home, needing a larger home for a family, downsizing to a smaller home for retirement, or needing assisted living. Housing diversity also addresses the overall affordability of housing by adding to the supply of housing that is financially attainable for all members of the community.

Finally, housing diversity responds to demographic changes that are driving changes in housing preferences. By 2040, seniors will make up one-quarter of the Nashville/Davidson County population as Baby Boomers age. Meanwhile, during the next 25 years, Millennials (the generation born after 1984) will be exiting school, entering the workforce, and forming families. Initial indicators suggest that Millennials are waiting longer to form families and have children. With Baby Boomers having no more children and Millennials waiting longer to have children, it is projected that by 2040, fewer than one in five households will have children. The fastest growing type of household will be the single-person household.

These demographic changes are leading to changes in the types of housing that people are looking for. More individuals and families want to be in neighborhoods with services and amenities — restaurants and retail — that are within walking distance and/ or are served by transit. They are looking for homes with less maintenance, which may mean foregoing a yard for a townhouse or a unit in a stacked flat development.

These demographic changes are driving the development of stacked flats or mixed use developments with commercial on the first floor and residential above. The demolition of homes in neighborhoods — replaced by a duplex or two separate units or cottages — is also an indicator of these demographic changes and changing market preferences.

NashvilleNext also calls for diversity of housing in the Transition and Infill areas that flank High Capacity Transit Corridors. Again, the type of housing and the design of the site are unique to the setting. For example, the addition of low-rise stacked flats along a prominent corridor in an urban setting may be appropriate. Meanwhile, a single-family home could have a smaller detached accessory dwelling located in the backyard.

Numerous other parks and open spaces are provided through Metro Parks, Metro school sites, at libraries and other civic sites. Universities and private schools also provide open space that is often open to the public and provides health and environmental benefits. As East Nashville grows denser with new housing and new employment, the efficient use of existing parks and open spaces — and the strategic creation of new parks — is critical to serve the population.

East Nashville’s primary environmentally sensitive features are floodplains that surround and include its major waterways — the Cumberland River, Coopers and Ewing Creeks, Pages and Pugsleys Branches, and several smaller unnamed creeks and streams. Scattered areas of steep slopes are also found mostly between Hart Lane and Ben Allen Road.

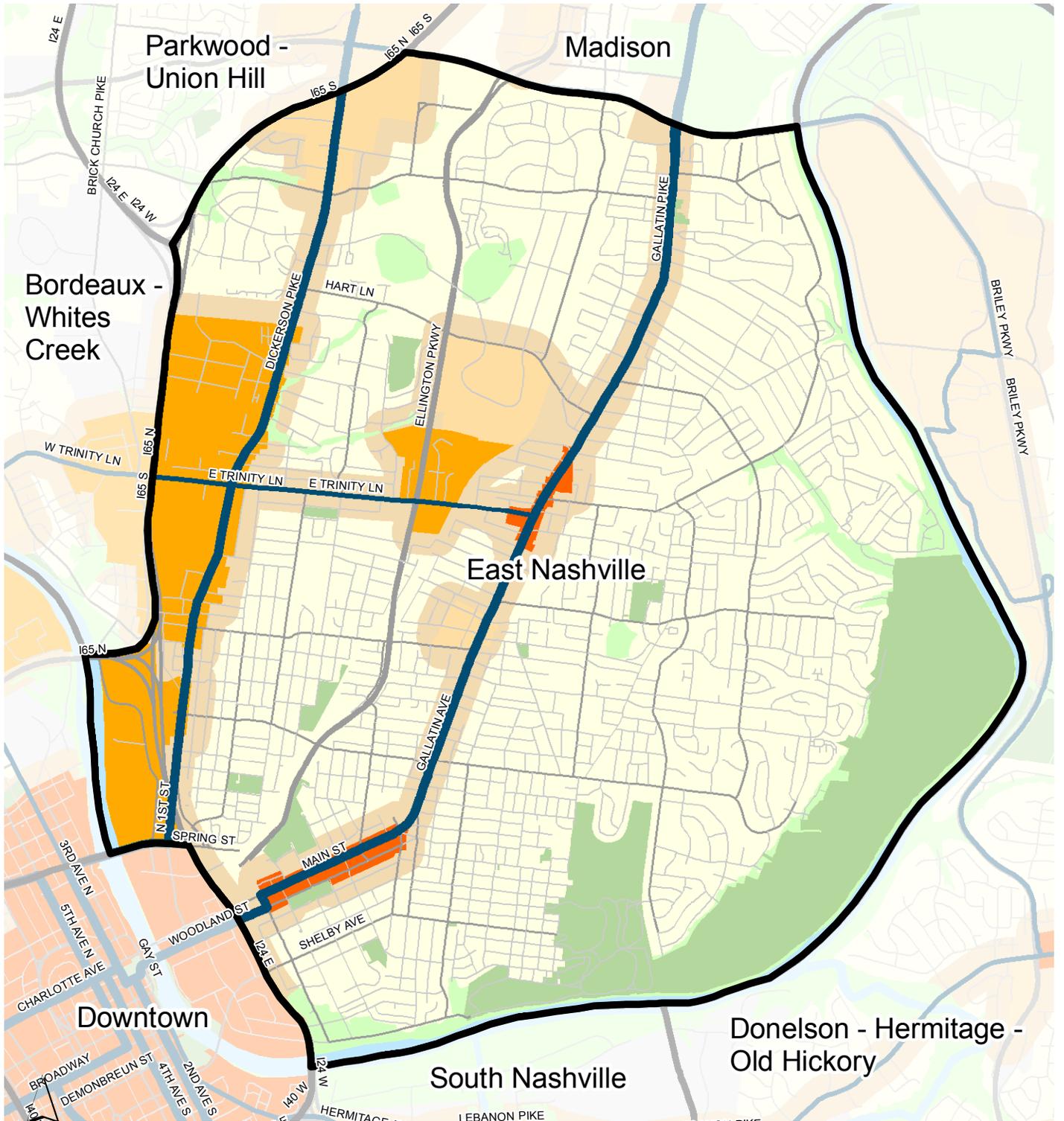


**Cumberland River**



**Shelby Bottoms Greenway along the Cumberland River**

**Figure EN-1: Growth & Preservation Concept Map**  
 East Nashville detail



- |                |                      |                       |  |
|----------------|----------------------|-----------------------|--|
| <b>Centers</b> | <b>Green network</b> | <b>Neighborhood</b>   | <b>High capacity transit corridors</b> |
| ● Tier One     | ○ Open space anchor  | ○ Transition          | — Immediate need                       |
| ● Tier Two     | ○ Missing an anchor  | ○ Special impact area | — Long-term need                       |
| ● Tier Three   |                      |                       | ← Regional connection                  |

## **Growth & Preservation Concept Map and the Community's Role**

The Growth & Preservation Concept Map (Concept Map) is a county-wide vision and tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment aligns with community values. The Concept Map provides guidance for the entire county. Six key factors reflecting Nashville/Davidson County community members' priorities guided the design of the Concept Map:

- Protect sensitive environmental features;
- Build a complete transit network;
- Maintain household affordability across income levels;
- Create “activity centers” — areas of employment, residences, services, civic uses, retail and restaurants — throughout most parts of Davidson County;
- Protect and enhance the character of different parts of Davidson County: and
- Allow for strategic infill that supports transit lines and activity centers.

The Concept Map for East Nashville, shown in Figure EN-1, illustrates the key concepts listed above: strategically locating new residential development; building a complete transit network and allowing for strategic infill to support it; creating activity centers and allowing for strategic infill to support it; preserving established residential areas; protecting floodway/floodplain areas; and adding more connectivity, primarily through bikeways, greenways, multi-use paths and transit.

The Concept Map represents the vision for the community. The starting point for the map was the most recent East Nashville Community Plan update (2006) and its amendments and Detailed Design Plans. In addition, there was consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that East Nashville has faced. The Concept Map also reflects the input received during NashvilleNext on how East Nashville should grow, what the vision for Nashville is in the future and deliberation on what role the community should play in the future.



**Houses on Fatherland Street**



**Houses in Inglewood**



**Multifamily housing on Dickerson Pike**

To see the entire Growth & Preservation Concept Map, please refer to NashvilleNext Volume I: Vision, Trends & Strategy online: [www.nashvillenext.net](http://www.nashvillenext.net)



**Shelby Bottoms**

Because they are generalized on the Concept Map, the development of transition areas must be considered on a case-by-case basis, looking at factors including, but not limited to:

- Depth of properties in and abutting the corridor or center
- Existing features that can create a transition, such as alleys
- Overall infrastructure network
- Presence of historic zoning or other zoning tools to preserve character
- Other tools

### *Green Network*

The Green Network on the Concept Map reflects natural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains). East Nashville's green network consists mainly of floodways and floodplains, primarily along the Cumberland River and its tributaries.

Since East Nashville is predominantly developed, little of the area remains in an undisturbed natural state. Even the large undeveloped floodplain that is now the Shelby Bottoms Greenway was once disturbed by farming and is gradually being returned to its natural state. Areas with slopes of 20 percent or more are primarily concentrated between Hart Lane and Ben Allen Road in the northeastern portion of the community.

### *Neighborhoods*

Neighborhood areas on the Concept Map are primarily residential areas offering a mix of housing types and character, with smaller civic and employment areas and small neighborhood centers. Neighborhoods have different context — rural, suburban, urban, or downtown — depending on their location. In East Nashville, neighborhoods are urban and suburban in character. The range of housing options that defines the community should continue to be delivered at strategic locations with development and redevelopment. Strategic locations for additional residential density include existing commercial centers or corridors where new residents would support businesses and high capacity transit. For all residential developments, the Community Plan and the Community Character Manual provide guidance on building and site design to reflect the rural or suburban setting in which the residential development is located.

Like other in-town communities, East Nashville is experiencing significant growth in the form of redevelopment and infill. Protecting what keeps East Nashville unique — especially its affordability, which allows such a diverse range of neighbors — is critical in the face of significant growth pressures.

## *Transitions and Infill*

Transition and Infill areas may have moderately dense residential and small-scale offices that are appropriate along and around prominent corridors and centers to provide a harmonious connection to surrounding neighborhoods. These areas provide transitions — in building types as well as scale and form — between higher intensity uses or major thoroughfares and adjacent lower density residential neighborhoods. They provide housing and offices near transit and commercial services, increasing the likelihood that residents can walk or bike to meet some of their daily needs. These areas also provide a diversity of housing types that are attractive to Nashvillians.

The development vision for Transition and Infill areas found on the Concept Map along prominent corridors such as Main Street/Gallatin Pike, Dickerson Pike, and East Trinity Lane — and the housing choice and transition they are trying to achieve — are explained in greater detail through Community Character Policies. Residential and mixed use Community Character Policies guide the design of these areas.

## *Centers*

Centers shown on the Concept Map build upon existing commercial centers to evolve into active, mixed-use places serving as a neighborhood or community gathering place. Centers are anticipated to become pedestrian-friendly areas with frequent transit service that contain a dense mix of homes, shops, jobs and parks, as well as services, schools and cultural amenities.

Tier One Centers are located along Main Street between South 5th Street and North 10th Street and along Gallatin Pike between Burchwood and Kirkland Avenues. Tier Two Centers are along the east bank of the Cumberland River between I-65 and the Spring Street Bridge, along Dickerson Pike between Lemuel Road and Richardson Avenue, and around the Ellington Parkway/East Trinity Lane interchange. Tier Three Centers are along Dickerson Pike between I-65/Briley Parkway and Ewing Drive, on the State of Tennessee property southeast of Ellington Parkway/Hart Lane interchange, and the Lincoln College of Technology along Gallatin Pike between Douglas Avenue and McClurkan Avenue.



**Manor house in Historic Edgefield**

The Concept Map places Center areas into one of three tiers:

- **Tier One:** These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- **Tier Two:** These centers receive some investments to manage growth, though less than Tier One centers.
- **Tier Three:** These areas are not designated to receive coordinated investments in the next ten-year period to shape demand. Rather, investments may be made to support their current functions, and Metro will work with the private sector to ensure new development and redevelopment support Nashvillians' vision for centers.

All centers are anticipated to grow, develop, and/or redevelop. The designation of an area as a Tier One, Two or Three Center indicates Metro's intent to coordinate investments and regulations to support development and redevelopment as discussed in the sidebar. The centers must be considered in conjunction with the Community Character Policies, which provide detailed guidance for future land use, character, and development intensity. The designation of a Tier Center does not indicate endorsement of all zone changes in the Center area. Rather, the zone change proposal must be considered in light of the Community Character Policy, any supplemental policies, and the context of the area. While the Centers represent areas of greater growth and greater investment, Metro Government will still provide investments for safety, maintenance and to improve quality of life across the county.

### *High Capacity Transit Corridors*

The High Capacity Transit Corridors shown on the Concept Map are envisioned to support high capacity transit — from Bus Rapid Transit Lite (BRT Lite) service to transit running in its own lanes or right-of-way, such as Bus Rapid Transit or light rail. High Capacity Transit Corridors are defined as “immediate need” and “long-term need.” “Immediate need” corridors should have service improvements within the next ten years. For example, an immediate need corridor that currently has BRT Lite service could move to BRT in dedicated lanes or an immediate need corridor that currently has local bus service could move to BRT Lite. Routes marked “long-term need” would see enhancements in service over a longer than ten years time period because these corridors do not currently have the density of jobs or residents along the route to support significant transit improvements in the next ten years. Long-term need corridors may need to implement local service first before progressing to BRT Lite or another form of high capacity transit.

The High Capacity Transit Corridors were determined by reviewing adopted Community Plans, assessing existing bus route ridership, and through coordination with the Nashville Metropolitan Transit Authority (MTA) and the Metropolitan Planning Organization (MPO — the regional transportation planning body). The Concept Map also identifies regional transit connections to Clarksville, Gallatin, Lebanon, Murfreesboro, and Franklin.

NashvilleNext identified the High Capacity Transit Corridors and discussed how transit can support the community's growth, development, and preservation vision. For example, the Concept Map shows little transit provided to the northwest of the county because that area is intended to remain rural and sparsely developed. Meanwhile, to increase residences and jobs accessible by transit, each High Capacity Transit Corridor includes Tiered Centers as well as Transition and Infill areas. The Centers and High Capacity Transit Corridors are also envisioned to grow more walkable and bikeable over time to connect pedestrians and cyclists to transit more seamlessly.

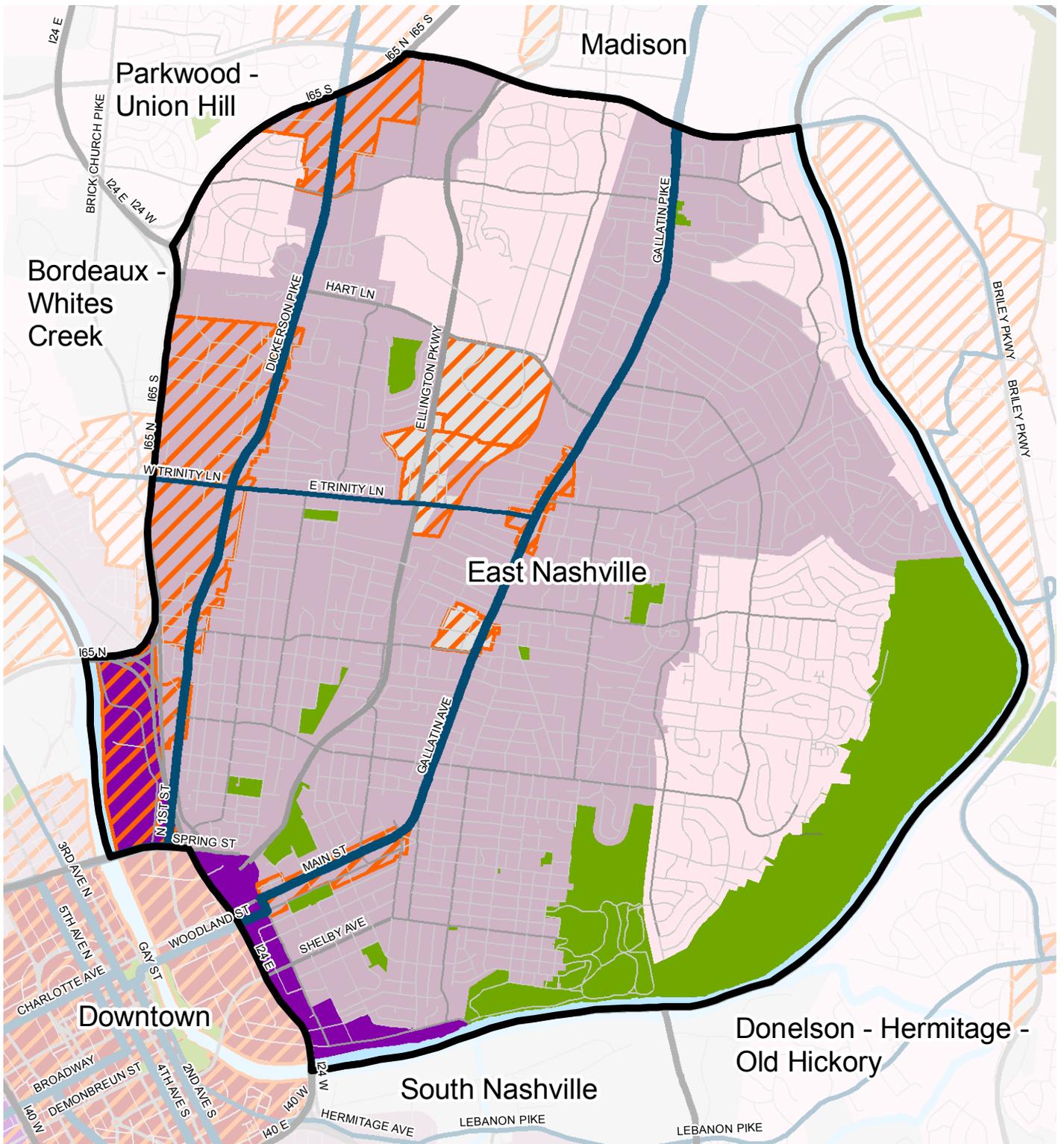


Multi-family housing on South 10th Street



MTA bus stop

**Figure EN-2: The Transect**  
East Nashville detail



**Transects Legend**

- |   |  |   |  |
|---|--|---|--|
|  Centers            | <b>Priority Corridors</b>  |  T1 Natural  |  T5 Center   |
|  Subarea Boundaries |  Immediate Need |  T2 Rural    |  T6 Downtown |
|  Anchor Parks       |  Long-Term Need |  T3 Suburban |  D District  |
|   |  |  T4 Urban    |  Water       |



Figure EN-3: The Transect

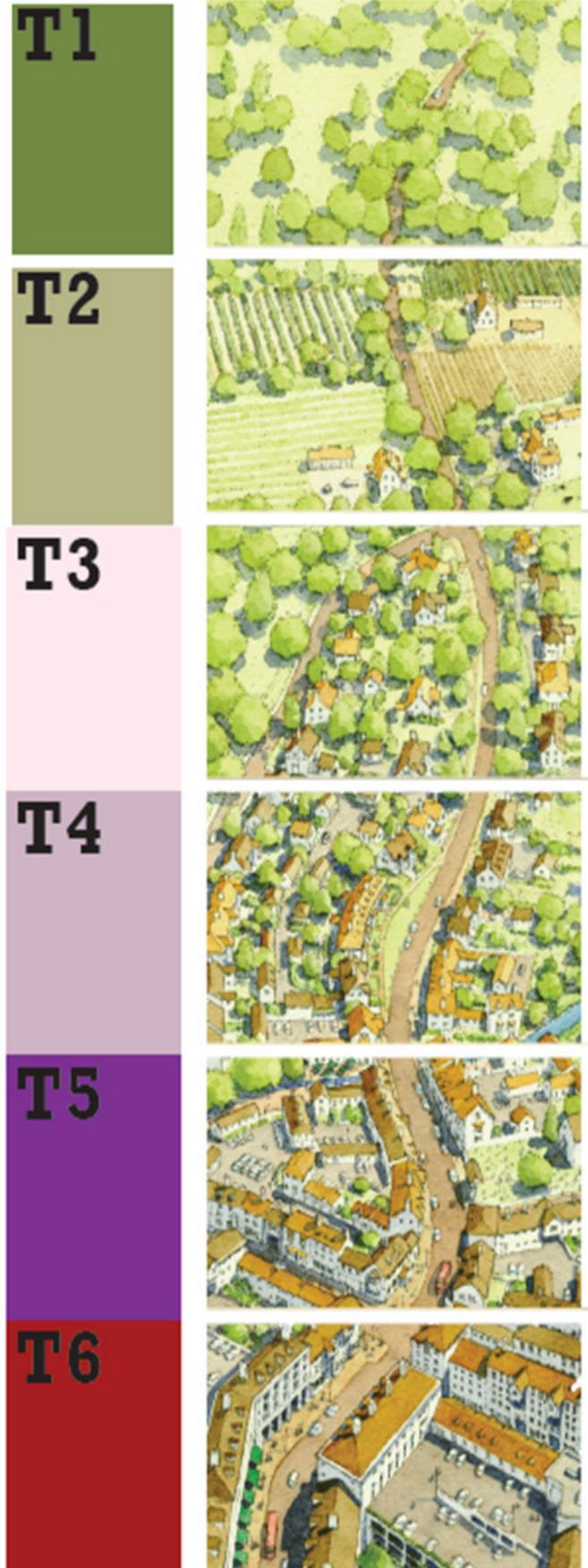
## The Transect

Planning in Nashville has, for many years, used the “Transect,” which is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent with the character of the Transect category within which they are located. Figure EN-3 illustrates the range of categories in a general Transect.

The Nashville/Davidson County Transect consists of seven categories of natural and built environments. Each category is listed below with its presence in East Nashville:

- T1 Natural: Includes Shelby Bottoms Greenway and Nature Park.
- T2 Rural: Not present.
- T3 Suburban: Includes neighborhoods such as Inglewood and Rosebank.
- T4 Urban: Includes neighborhoods such as Edgefield and Lockeland Springs.
- T5 Center: Includes the portions of the east bank of the Cumberland River between Spring Street and the I-65/I-24 interchange and between Davidson Street and South Fifth Street and the I-65/I-24 interchange.
- T6 Downtown: Not present.
- D District: Includes the state offices at Hart Lane.

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that portions of East Nashville are urban and other neighborhoods are suburban in character and should be encouraged to remain that way. Both development patterns are viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained. Figure EN-2 shows the transect in East Nashville.



*Credit: Center for Applied Transect Studies  
<https://transect.org/>*

## Community Character Policy Map

The East Nashville Community Character Policy Map builds upon the Growth & Preservation Concept Map (Concept Map). The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area in the East Nashville Community. See Figure EN-4 for a map of the Community Character Policies.

Please see “How to Use the Community Character Policies” section on page 25 for more guidance.

The community plan applies Community Character Policies to every property in East Nashville. The policies are defined in the Community Character Manual (CCM). Those policies are designed to coordinate the elements of development to ensure that the intended character of an area is achieved. The Community Character Policies are the standard by which development and investment decisions are reviewed and future zone change requests are measured.

For the most up to date Community Character Policy Map: [www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx)

The community plan uses Community Character Policies that are tailored to urban and suburban character and honor the diversity of character from the area’s urban neighborhoods near Five Points to the area’s suburban neighborhoods such as Rosebank. The Community Character Policies avoid one-size-fits-all development and reinforce and enhance the development pattern of existing neighborhoods. The policies thoughtfully encourage additional housing options in strategic locations, enhance the character of mixed use centers and corridors, and preserve green spaces and environmentally sensitive features.

East Nashville’s natural and open space includes areas with environmentally sensitive features, mainly floodplains, as well as public parks. As a result of the May 2010 flooding, the plan encourages the preservation of all environmentally sensitive features, particularly floodplains and floodways, through application of Conservation (CO) policy. The policy encourages the preservation and/or reclamation of these features. CO policy also includes steep slopes. Research has shown that the headwaters of many streams and tributaries to the Cumberland River lie in these steep slopes. Preservation of these areas can reduce the impact of flooding in the future by slowing down and absorbing stormwater runoff during rain events.

Another area of emphasis on the Concept Map is enhancing centers and corridors. Prominent corridors include Dickerson Pike, Gallatin Pike, Riverside Drive, and East Trinity Lane. Dickerson Pike and Gallatin Pike have historically provided regional routes for commuters driving to Downtown Nashville from outlying areas while accommodating significant restaurant, retail and service businesses that serve both local and regional

markets. In the latter half of the 20th century, an automobile-oriented suburban development pattern emerged for the properties fronting these corridors that featured parking lots fronting the street and buildings with little or no street presence. Some historic structures remain with their original urban development pattern with structures built to the street. The design of the area's more recent new construction places buildings closer to the street to frame the street and create comfortable, safe and welcoming blocks easily navigated on foot. Increasingly, new construction represents the corridors evolution into destinations in their own right.

Commercial centers range from small-scale neighborhood centers such as such as Riverside Village (McGavock Pike at Riverside Drive) and along Eastland Avenue between Chapel Avenue and Porter Road, to larger community centers along Gallatin Pike between Gartland Avenue and Seymour Avenue. Desired center area enhancements include adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and additional or enhanced public transit. The transition between these higher-intensity areas and adjacent neighborhoods should be addressed through thoughtful, well-designed land use transitions. Appropriate uses within mixed use centers satisfy the daily needs of the surrounding neighborhoods and may include restaurants, retail, offices, service-oriented businesses, and entertainment facilities. Providing retail near residents allows residents and workers the option to walk or bicycle to goods and services.

District and Center policies are applied to existing major employment concentrations and commercial areas, respectively, to maintain employment options that contribute to a balance of jobs and housing. Meanwhile, application of Urban Neighborhood Maintenance (T4-NM) and Suburban Neighborhood Maintenance (T3-NM) policies to established residential neighborhoods demonstrates the community's desire to maintain and enhance these areas.

Maintenance of long-term community sustainability and enhancement of housing choices for residents at every point in their lives necessitates an approach that delivers an appropriate mixture of housing types. Appropriate locations for additional residential development are indicated by applying Suburban Neighborhood Evolving (T3-NE) and Urban Neighborhood Evolving (T4-NE) policies as well as various Center and Corridor policies. Providing diverse housing types allows individuals to relocate within the same community as their needs and circumstances change. The most intense residential uses should occur within mixed use buildings in center areas. Residential uses should become less intense as they move away from the center areas.



## How to use the Community Character Policies

The Community Character Manual (CCM) is the dictionary of Community Character Policies that are applied to every property in each community. The CCM has three main functions: to explain and institute the Community Character Policies; to provide direction for the creation of implementation tools such as zoning; and to shape the form and character of open space, neighborhoods, centers, corridors, and districts within communities.

The following is the step-by-step process of how to read and understand which Community Character Policies apply to any given property.

### **First, look at the Community Character Policy Map to determine what the policy is for the property.**

Note that while each Community Plan includes a Community Character Policy Map (Policy Map), it is a static map of policies when the Community Plan was adopted; it will not include any amendments made to the Community Character Policies after the initial adoption. For the most up-to-date Community Character Policy Map, use the online maps at <http://maps.nashville.gov/propertykiva/site/main.htm>

When using the Policy Map to determine the guidance for a particular property, there are several items on the map to be aware of: the Community Character Policies and Supplemental Policies.

### **Second, read the Community Character Policy in the CCM.**

After looking at the Policy Map and determining which Community Character Policy is applied to the property, turn to the Community Character Manual to read that policy. The CCM will provide guidance, per Community Character Policy, on a variety of design principles, appropriate zoning districts, and building types. A brief description of the Community Character Policies is found on the following pages, but the reader is urged to review the entire policy within the CCM. The CCM is found at the beginning of Volume III of NashvilleNext.

### **Third, read the Community Plan to determine if there are any Supplemental Policies for the area.**

Within some Community Character Policy areas there are unique features that were identified during the planning process where additional guidance is needed beyond what is provided in the CCM. This additional guidance is referred to as a Supplemental Policy and is included in each Community Plan. The Supplemental Policies may provide additional specificity or they may describe conditions that deviate slightly from the CCM policy. In all cases, users should first refer to the CCM document to understand the policy's general intent, application, characteristics, and design principles. Then look at the Community Plan for any Supplemental Policies that discuss unique conditions that may exist. When a Supplemental Policy is applied to an area, then the guidance of the Supplemental Policy supersedes the guidance given in the Community Character Policy.

The Supplemental Policies are shown on the Policy Map in the Community Character Plan with an outline and hatching. A description of each Supplemental Policy is included in the Community Plan. The Supplemental Policies can also be found on the online maps, by going to the area in question, and turning on "Supplemental Policy Areas" under "Plans and Policies."

### **Finally, read the "General Principles" in the CCM for additional guidance on specific development and preservation topics.**

In addition to the Community Character Policy and Supplemental Policies unique to the area, users are encouraged to review the "General Principles" at the beginning of the CCM, where topics such as creating sustainable communities, healthy and complete communities, and distinctive character are addressed.

# Community Character Policy Summary

For a full definition of each Policy, see the Community Character Manual.

## Policies that apply in multiple Transects



**Civic (CI)** – Intended to serve two purposes. The primary intent of CI is to preserve and enhance publicly owned civic properties so that they can continue to serve public purposes over time, even if the specific purpose changes. This recognizes that locating sites for new public facilities will become more difficult as available sites become scarcer and more costly. The secondary intent of CI is to guide rezoning of sites for which it is ultimately determined that conveying the property in question to the private sector is in the best interest of the public.



**Transition (TR)** – Intended to enhance and create areas that can serve as transitions between higher-intensity uses or major thoroughfares and lower density residential neighborhoods while providing opportunities for small scale offices and/or residential development. Housing in TR areas can include a mix of types and is especially appropriate for “missing middle” housing types with small- to medium-sized footprints.



**Conservation (CO)** – Intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.



**Open Space (OS)** – Applies to existing open space and major public civic uses in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas. The OS Policy is intended to 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 by land trusts and private groups or individuals.

## T2 Rural Transect



**T2 Rural Agriculture (T2 RA)** – Intended to maintain appropriate land for active agricultural activities, recognizing its value as contributing to the history of the community and to a diversified economic base, providing produce and other food products for increased food security, providing an economically viable use for some environmentally constrained land, contributing to open space, and providing character to the rural landscape. Subdivisions that require new roads or the extension of sewers are inappropriate in T2 RA areas. Instead, new development in T2 RA areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/5 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Countryside (T2 RCS)** – Intended to maintain rural character as a permanent choice for living within Davidson County and not as a holding or transitional zone for future urban development. T2 RCS areas have an established development pattern of very low-density residential development, secondary agricultural uses, and institutional land uses. The primary purpose is to maintain the area’s rural landscape. New development in T2 RCS areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/5 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Maintenance (T2 RM)** – Intended to maintain rural character as a permanent choice for living within Davidson County and not as a holding or transitional zone for future urban development. T2 RM areas have established low-density residential, agricultural, and institutional development patterns. Although there may be areas with sewer service or that are zoned or developed for higher densities than is generally appropriate for rural areas, the intent is for sewer services or higher density zoning or development not to be expanded. Instead, new development in T2 RM areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/2 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Neighborhood Center (T2 NC)** – Intended to maintain, enhance, and create rural neighborhood centers that fit in with rural character and provide consumer goods and services for surrounding rural communities. T2 NC areas are small-scale pedestrian friendly areas generally located at intersections. They contain commercial, mixed use, residential, and institutional uses.

## T3 Suburban Transect

### T3 Suburban Neighborhood Maintenance (T3 NM) –

Intended to preserve the general character of developed suburban residential neighborhoods. T3 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T3 NM areas have an established development pattern consisting of low- to moderate-density residential development and institutional land uses. Enhancements may be made to improve pedestrian, bicycle, and vehicular connectivity.

**T3 Suburban Neighborhood Evolving (T3 NE) –** Intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

**T3 Suburban Neighborhood Center (T3 NC) –** Intended to enhance and create suburban neighborhood centers that serve suburban neighborhoods generally within a 5 minute drive. They are pedestrian friendly areas, generally located at intersections of suburban streets that contain commercial, mixed use, residential, and institutional land uses. T3 NC areas are served with well-connected street networks, sidewalks, and mass transit leading to surrounding neighborhoods and open space. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle and vehicular connectivity.

**T3 Suburban Community Center (T3 CC) –** Intended to enhance and create suburban community centers that serve suburban communities generally within a 10 to 20 minute drive. They are pedestrian friendly areas, generally located at prominent intersections that contain mixed use, commercial and institutional land uses, with transitional residential land uses in mixed use buildings or serving as a transition to

adjoining Community Character Policies. T3 CC areas are served by highly connected street networks, sidewalks and existing or planned mass transit leading to surrounding neighborhoods and open space. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle, and vehicular connectivity.

**T3 Suburban Residential Corridor (T3 RC) –** Intended to maintain, enhance, and create suburban residential corridors. T3 RC areas are located along prominent arterial-boulevard or collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive and comfortable access and travel for all users. T3 RC areas provide high access management and are served by moderately connected street networks, sidewalks, and existing or planned mass transit.

**T3 Suburban Mixed Use Corridor (T3 CM) –** Intended to enhance suburban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor. T3 CM areas are located along pedestrian friendly, prominent arterial-boulevard and collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive, and comfortable access and travel for all users. T3 CM areas provide high access management and are served by highly connected street networks, sidewalks, and existing or planned mass transit.

## T4 Urban Transect

**T4 Urban Neighborhood Maintenance (T4 NM) –** Intended to maintain the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle and vehicular connectivity.

**T4 Urban Neighborhood Evolving (T4 NE) –** Intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or NE policy

substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.



**T4 Urban Mixed Use Neighborhood (T4 MU)** – Intended to maintain, enhance, and create urban, mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed, use, commercial, institutional, and even light industrial development. T4 MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and existing or planned mass transit.



**T4 Urban Neighborhood Center (T4 NC)** – Intended to maintain, enhance, and create urban neighborhood centers that serve urban neighborhoods that are generally within a 5 minute walk. T4 NC areas are pedestrian friendly areas generally located at intersections of urban streets that contain commercial, mixed use, residential, and institutional land uses. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle, and vehicular connectivity.



**T4 Urban Community Center (T4 CC)** – Intended to maintain, enhance and create urban community centers that contain commercial, mixed use, and institutional land uses, with residential land uses in mixed use buildings or serving as a transition to adjoining Community Character Policies. T4 Urban Community Centers serve urban communities generally within a 5 minute drive or a 5 to 10 minute walk. T4 CC areas are pedestrian friendly areas, generally located at intersections of prominent urban streets. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle, and vehicular connectivity.



**T4 Urban Residential Corridor (T4 RC)** – Intended to maintain, enhance and create urban residential corridors. T4 RC areas are located along prominent arterial-boulevard or collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive and comfortable access and travel for all users. T4 RC areas provide high access management and are served by moderately connected street networks, sidewalks, and existing or planned mass transit.



**T4 Urban Mixed Use Corridor (T4 CM)** – Intended to enhance urban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor, placing commercial uses at intersections

with residential uses between intersections; creating buildings that are compatible with the general character of urban neighborhoods; and a street design that moves vehicular traffic efficiently while accommodating sidewalks, bikeways, and mass transit.

## T5 Center Transect



**T5 Center Mixed Use Neighborhood (T5 MU)** – Intended to maintain, enhance, and create high-intensity urban mixed use neighborhoods with a development pattern that contains a diverse mix of residential and non-residential land uses. T5 MU areas are intended to be among the most intense areas in Davidson County. T5 MU areas include some of Nashville’s major employment centers such as Midtown that represent several sectors of the economy including health care, finance, retail, the music industry, and lodging. T5 MU areas also include locations that are planned to evolve to a similar form and function.



**T5 Regional Center (T5 RG)** – Intended to enhance and create regional centers, encouraging their redevelopment as intense mixed use areas that serve multiple communities as well as the County and the surrounding region with supporting land uses that create opportunities to live, work, and play. T5 RG areas are pedestrian friendly areas, generally located at the intersection of two arterial streets, and contain commercial, mixed use, residential, and institutional land uses.

## T6 Downtown Transect



**T6 Downtown Capitol (T6 CP)** – Intended to maintain and enhance the existing city, regional, and state civic buildings and the overall T6 CP area and create a vibrant mixture of supporting uses. The T6 CP area contains numerous civic facilities from the State Capitol and Metro City Hall to courts, museums, and theatres as well as various government offices in buildings ranging from historic buildings to modern skyscrapers. Amidst civic and government buildings are mixed use and residential buildings.



**T6 Downtown Neighborhood (T6 DN)** – Intended to maintain and create diverse Downtown neighborhoods that are compatible with the general character of surrounding historic developments and the envisioned character of new Downtown development, while fostering appropriate transitions from less intense areas of Downtown neighborhoods to the more intense Downtown Core policy area. T6 DN areas contain high density residential and mixed use development.



**T6 Downtown Core (T6 DC)** – Intended to maintain and enhance the “core” of Downtown such that it will remain the commercial, civic, and entertainment center of Nashville and Middle Tennessee. T6 DC is intended to have the highest intensity of development in the County. Offices are the predominant type of development, although the T6 DC contains a diverse array of land uses including retail, entertainment, institutional uses, government services, and higher density residential. The highest intensity development is in the central portion of the Core (north of Broadway), with less intensive uses locating in the surrounding “frame” area of T6 DC, in the SoBro neighborhood.



**T6 Second and Broadway (T6 SB)** – Intended to maintain the historic and cultural prominence of the Second Avenue and Broadway corridors by encouraging the adaptive reuse of historic buildings, creating development that is compatible with the general character of existing buildings on the Second and Broadway corridors, and by maintaining the corridors’ ability to move vehicular traffic efficiently while accommodating sidewalks, bikeways, and mass transit.

## D District Transect



**D Destination Retail (D DR)** – Intended to enhance and create Districts where large footprint, auto-centric retail and complementary uses that may draw from regional or multi-state trade areas are predominant. D DR areas have one or more large footprint retail uses that are typically surrounded by large surface parking lots. Primary supportive land uses include retail, restaurant, hotel, and entertainment. Such supportive uses may be integrated or separate from the large footprint establishment. The large footprint uses provide major positive economic impacts by drawing from very large trade areas that often extend into other states and draw customers who may stay in the Nashville area for extended periods of time. Office and high density residential are complementary supportive uses that can help to provide transitions in scale and intensity to surrounding Community Character Policy areas.



**D Employment Center (D EC)** – Intended to enhance and create concentrations of employment that are often in a campus-like setting. A mixture of office and commercial uses are present, but are not necessarily vertically mixed. Light industrial uses may also be present in appropriate locations with careful attention paid to building form, site design, and operational performance standards to ensure compatibility with other uses in and adjacent to the D EC area. Secondary and supportive uses such as convenience retail, restaurants, and services for the employees and medium- to high-density residential are also present.



**D Impact (D I)** – Intended to enhance and create areas that are dominated by one or more activities with the potential to have a significant, adverse impact on the surrounding area, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors. Examples of DI areas include hazardous industrial operations, mineral extraction and processing, airports and other major transportation terminals, correctional facilities, major utility installations, and landfills.



**D Industrial (D IN)** – Intended to maintain, enhance, and create Industrial Districts in appropriate locations. The policy creates and enhances areas that are dominated by one or more industrial activities, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors. Types of uses in D IN areas include non-hazardous manufacturing, distribution centers and mixed business parks containing compatible industrial and non-industrial uses. Uses that support the main activity and contribute to the vitality of the D IN are also found.



**D Major Institutional (D MI)** – Intended to maintain, enhance, and create Districts where major institutional uses are predominant and where their development and redevelopment occurs in a manner that complements the character of surrounding communities. Land uses include large institutions such as medical campuses, hospitals, and colleges and universities as well as uses that are ancillary to the principal use.



**D Office Concentration (D OC)** – Intended to maintain, enhance, and create Districts where office use is predominant and where opportunities for the addition of complementary uses are present. The development and redevelopment of such Districts occurs in a manner that is complementary of the varying character of surrounding communities.

## Supplemental Policies

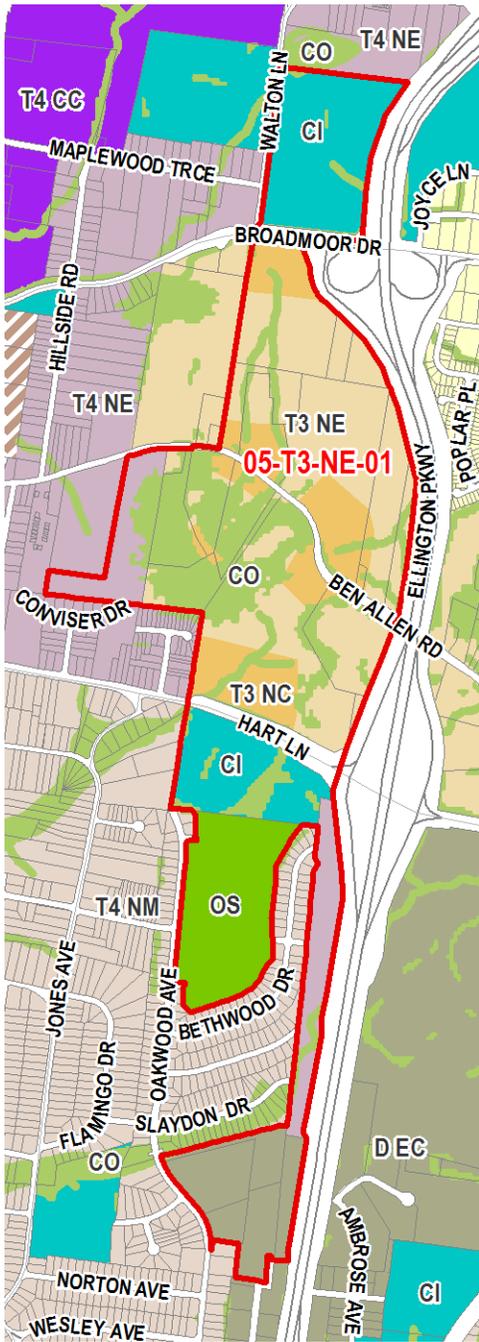
The East Nashville Community Plan provides guidance through the policies found in the Community Character Manual (CCM – found at the beginning of NashvilleNext Volume III). Those policies are applied to all properties within the East Nashville Community. The policies are intended to coordinate the elements of development to ensure that the intended character of an area is achieved. The policies provide guidance on appropriate building types/designs, appropriate location of buildings on property, and other elements, including sidewalks, landscaping, bikeways and street connections. In some cases, additional guidance is needed beyond that which is provided in the CCM. That may be the case if there is a unique feature in the area to be addressed, or if the standard guidance in the CCM needs to be adjusted to address the characteristics of the area. In these cases, there are “supplemental policies” that are applied. The supplemental policy areas (SPAs) for East Nashville are described in the following pages.

### SPA 05-T3-NE-01 — Trail Oriented Development

East Nashville’s Suburban Neighborhood Evolving (T3-NE) Area 1 is referenced as 05-T3-NE-01 on the accompanying map. It consists of property generally located west of Ellington Parkway between Trinity Lane and Broadmoor Drive. This supplemental policy area includes Maplewood High and Jere Baxter Middle school as well as and Oakwood Park. Tom Joy Elementary and Gra-Mar Middle schools are located nearby, but not within the supplemental policy area. The intent of the SPA is to encourage active transportation through trail oriented development, which includes to provide a a continuous primary trail network that stretches from the northernmost area to the southernmost parcel.

Trail oriented development is a design concept that takes advantage of and leverages infrastructure that supports active mobility. This supplemental policy anticipates that these design concepts can improve access to residences, employment/mixed use centers, schools, and recreational opportunities. These design concepts thereby encourage walking, biking, and healthier lifestyles by incorporating fitness into daily life.

This SPA encompasses multiple underlying policy areas: T3-NE, Conservation (CO), Open Space, Civic, and Suburban Neighborhood Center (T3-NC). As a result, where the SPA is silent, the guidance of the Community Character Manual for each policy area applies.



SPA 05-T3-NE-01 boundary

### *Application/Appropriate Land Uses*

- Providing uses, such as retail, restaurants, services or office uses would provide destinations and help anchor the trail.
- In select locations designated T3-NC policy, such as along Hart Lane, Broadmoor Drive and Ben Allen Road, a mixture of uses at a neighborhood center scale is appropriate. A small area at the top of a high hill with panoramic views is also mapped as a small T3-NC area.
- T3-NC policy boundary areas may change slightly based on site design and land uses as rezoning occurs.

### *Building Form and Site Design*

- Flexibility with design configuration and building placement is allowed for residential and mixed use development within this SPA's T4-NC areas with commitment of permanently preserved open space areas, preservation of sensitive natural features, and construction of a primary and primitive trail network. Design elements within this SPA include:
  - Creative design solutions that preserve sensitive environmental features are encouraged.
  - Clustering of development in order to reduce development footprint and avoid disturbance of sensitive natural features is appropriate.
- Use of Low Impact Development (LID) stormwater strategies should meet or exceed the current Stormwater Volume 5 LID Manual standards.
- Lighting for streets, public primary trails (greenways or multi-use paths), or for public areas within the development, should be projected downward to meet the criteria for Dark Sky compliance and should utilize low intensity techniques.
- Additional amenities within the development and preferably on the primary trail network which support active transportation, such as fitness equipment station(s), bike share or bike repair stations, water fountains which provide for people and pets, and pet waste dispensers, may be required.
- Care should be taken to reduce the disturbance or removal of recommended mature canopy trees on the Urban Forestry Recommended and Prohibited Tree and Shrub List that are 12 inches or greater in diameter. Development within this SPA will voluntarily exceed the Metro Zoning Code 17.24.100 tree density requirements by at least 20 percent.



**SPA 05-T3-NE-01 Trails Network  
Concept Map**

### *Connectivity — Pedestrian/Bicycle*

- Pedestrian and bicycle connections, through development build out over time, will link Trinity Lane to Broadmoor Drive. The accompanying Trails Network Concept Map identifies conceptually designated corridors for the primary trail network with recognition that routes may shift as the result of constraining factors that may be identified during the engineering phase of design.
  - Construction of a primary trail is required with rezoning requests (to the standards of a greenway or multi-use path) across properties within this SPA to connect with neighboring properties and provide appropriate access points to a community-wide primary trail network.
  - Construction of a private or public primitive trail network, which extends from the primary trail to other portions of the development, may be required with rezoning requests, to complement the primary trail and create a comprehensive trail system.
  - Primary trails should be constructed to meet the Outdoor American Disabilities Act Accessibility Guidelines (ADAAG) with a minimum width of 12 feet.
  - Primitive trails with a minimum width of less than 12 feet may be constructed with alternative, non-paved materials.
  - Opportunities should be provided for trail system connections to the eastern and western bounds of the SPA and beyond as other properties nearby develop.
  - Trail lighting should be provided where appropriate.
  - In select locations, a multi-use path may be appropriate instead of sidewalks adjacent to streets.
- Access and connectivity to schools identified by this SPA have the highest consideration for the primary trail network.
- Collaboration is necessary with surrounding parcels and Metro Planning Department staff to ensure that required pedestrian connectivity is provided. Additional design details of each project or parcel should be coordinated with the Planning staff at the time of the rezoning request and finalized with final plans and plats.
- Coordination is required with Metro Parks regarding the primary trail system to ensure that design meets Metro standards and complements the Greenways Master Plan.

### *Connectivity — Access and Vehicular*

- Street and private driveway networks are designed to minimize impacts to environmental resources and to follow existing terrain as much as possible to minimize earthmoving and disturbance of existing topography.
- Streets and private driveways are encouraged to follow existing fence lines, wherever possible, and existing gravel or dirt roads.
- Local streets and private drive profiles should utilize a non-curb and gutter cross section.

### *Zoning*

- Design-based zoning that, with a rezoning, requires inclusion of a site plan that addresses the design elements described above and specifically identifies the following:
  - Primary trail system;
  - Access points;
  - Additional primitive, public or private trails;
  - Relation to other development being proposed;
  - Relation to adjacent redevelopment that may have occurred;
  - Provisions for addressing design challenges (steep slopes/waterways/crossing major roadways);
  - Site circulation;
  - Trail signage;
  - Trailheads;
  - Connection to adjacent trail systems; and
  - Integration with the primary trail network.
- Design-based zoning that, with a rezoning, requires inclusion of the following instructions for preliminary and/or final site plan and/or final plat:
  - Location of trail amenities.
  - Provisions by which major pedestrian, including public primary trails, and bicycle infrastructure will be built along with streets and other infrastructure prior to the construction of residences, mixed use, and other structures.
  - Location and provisions of constructing additional trails, such as secondary trails and primitive trails, whether public or private, with each phase of construction.
  - Dedication of easements and bonding with the final plat, if required.
  - Provisions for primary trail dedication or maintenance after construction.

### SPA 05-T3-NC-01 — Rosebank at Eastland

East Nashville’s Suburban Neighborhood Center (T3-NC) Area 1 is referenced as 05-T3-NC-01 on the accompanying map. It consists of property located on the southeastern corner at the intersection of Rosebank Avenue and Eastland Avenue. This SPA is intended to restrict applicability of T3-NC policy for this area to development proposals that include it as part of a comprehensive development that incorporates adjacent properties. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-NC policy applies.



SPA 05-T3-NC-01 boundary

#### *Application*

- Restrict application of T3-NC policy within this supplemental policy to proposals that incorporate the center within a comprehensive residential development on property located at 801 Rosebank Avenue, which is a property that includes areas outside of, and adjacent to, this SPA. Alternate policy without a such development is Suburban Neighborhood Evolving (T3-NE).
- Prohibit expansion of T3-NC policy beyond the SPA boundary.

#### *Building Form and Site Design*

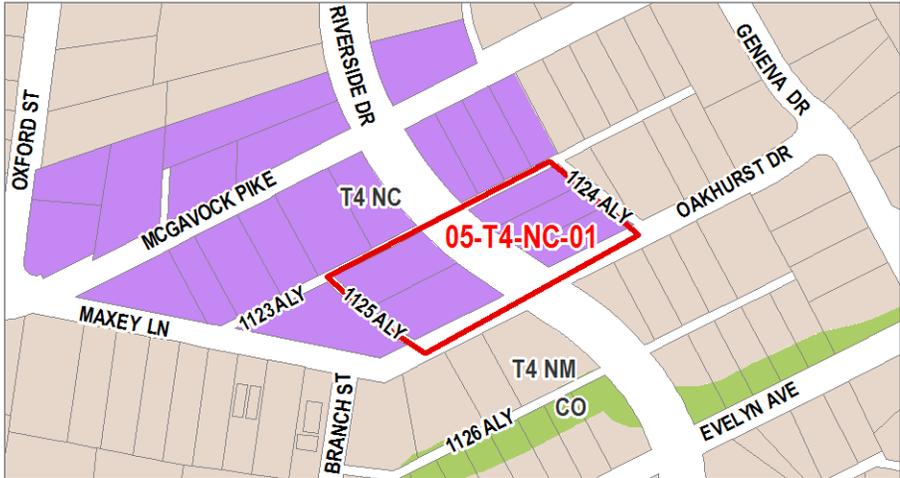
- Building form of non-residential structures should maintain a residential character with regard to height, massing, and façade articulation and should be in character with lot sizes in the immediate area.

### SPA 05-T4-NC-01 — Riverside Village South

East Nashville’s Urban Neighborhood Center (T4-NC) Area 1 is referenced as 05-T4-NC-01 on the accompanying map. It consists of property located along Riverside Drive at the intersection of Oakhurst Drive. This SPA is intended to provide for an appropriate transition between the more intense mixed uses fronting McGavock Pike and the adjacent Urban Neighborhood Maintenance (T4-NM) area to the south. In this SPA, the following policies apply. Where the SPA is silent, the guidance of T4-NC policy applies.

#### *Appropriate Land Uses*

- Uses should be more limited in scale and intensity than those allowed within the T4-NC properties to the north.
- Exclude *Restaurant and Bar or Nightclub* commercial land uses on the southernmost parcels.



SPA 05-T4-NC-01 boundary

***Building Form and Site Design — Landscaping***

- Provide appropriate landscape buffer between the two southernmost parcels and adjacent T4-NM area.
- Provide appropriate landscape buffer between properties fronting the west side of Riverside Drive and the adjacent T4-NM areas.

***Connectivity — Access, Pedestrian/Bicycle and Vehicular***

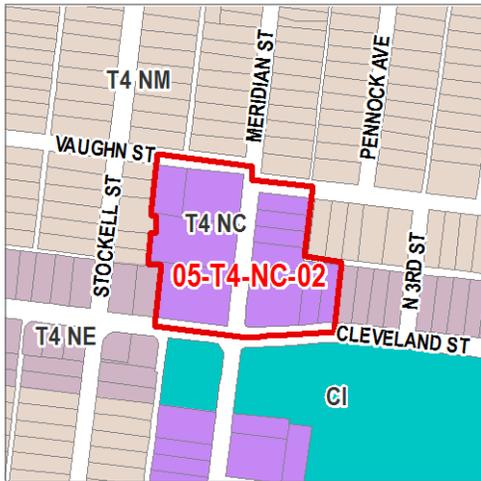
- The following is required with rezoning and future mixed use redevelopment of the properties on the west side of Riverside Drive in order to provide opportunity for rear access and pedestrian/bicycle connectivity:
  - Improve Oakhurst Drive to local street standards from Riverside Drive to Alley #1125
  - Improve Alley #1125 to alley standards to provide rear access.
  - Provide pedestrian and bicycle connection to Maxey Drive and Branch Street from improved Oakhurst Drive.

***Zoning***

- Design-based zoning based on the provisions of MUN-A, with the exception of specified prohibited uses specified.

## SPA 05-T4-NC-02 — Meridian Street

East Nashville’s Urban Neighborhood Center (T4-NC) Area 2 is referenced as 05-T4-NC-02 on the accompanying map. It is generally located along Meridian Street from Cleveland Street to Vaughn Street. The intent of this SPA is to ensure appropriate transitions to and livability of the surrounding residential policy areas, given that these properties are included in the National Register-eligible Cleveland Park Historic District. In this SPA, the following policies apply. Where the SPA is silent, the guidance of T4-NC policy applies.



SPA 05-T4-NC-02 boundary

### *Appropriate Land Use*

- Limit appropriate land uses to residential and/or small office uses for properties adjacent to residential policy areas.

### *Building Form and Site Design*

- Provide appropriate transitions in scale, massing, building orientation, and site design to surrounding properties in residential policy areas.
- Limit the height generally to two stories for properties adjacent to residential policy areas.

### *Connectivity — Vehicular*

- Additional property access along the street frontages is not allowed.

### *Transitions — Infill and Adjacent Historic Structures*

- Provides appropriate on-site transitions to surrounding properties in residential policy areas through measures such as landscape buffering and distance between structures.
- Ensure that any new development or redevelopment of properties that are adjacent to any historically significant features classified as listed (i.e. listed in the National Register of Historic Places, National Register Eligible, or local Historic Landmark) protects the historic integrity of those features.

### *Zoning*

- Design-based zoning district that, in addition to incorporating guidance described above, addresses the following:
  - Ensures the preservation of any structures and their settings within the area that are classified as listed (as defined above).
  - Strongly encourages the preservation of any other contributing structures to the Cleveland Park Historic District.

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## Enhancements to the Open Space Network

Each Community Plan complements and draws from the Nashville Open Space Plan and the *Plan To Play: Countywide Park and Greenways Master Plan* (“*Plan To Play*”) for projects and enhancements. *Plan To Play* serves as a guide for future investments in and growth of our park system in the coming decades. The *Plan To Play* process occurred throughout 2016 and included an inventory of past and current plans, an analysis of programs and facility offerings, review of peer cities, and public participation. *Plan To Play*’s Guiding Principles are: open to all, relative and diverse, promoting healthy lifestyles, green, strategic and productive, safe, uniquely Nashville, transparent, and a good investment.



Shelby Bottoms Greenway



Training for the Mayor’s 5k run



Shelby Park

*Plan To Play* also discusses greenways. Greenways serve an open space/recreational function and a transportation function, contributing to the transportation network. Adding greenways or other trails can improve the area’s quality of life as development brings more residents, workers and visitors to the area. Additional greenways and improved roadway crossings increase connectivity among residential, schools, and mixed use centers, adding value to a neighborhood by providing residents and workers with alternative transportation options such as walking and cycling. In this way, greenways encourage active and healthy lifestyles.

In some areas, a multi-use path may be a more appropriate solution than a sidewalk, bikeway, or greenway. A multi-use path is a greenway, but instead of following a river or creek as a greenway does, it follows a street. A multi-use path can be beneficial by being a more efficient provision of infrastructure (if it is built on one side of the corridor, unlike sidewalks and bikeways built on both sides of a street) and the greenway-like design can be more in keeping with a rural or suburban setting.

*Plan To Play* should be consulted for more detailed information about existing parks, parkland needs, and the vision for parks and greenways.

Both the Open Space Plan and Plan To Play is online:  
<http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>

## Enhancements to the Transportation Network

In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. They do so by using *Access Nashville 2040* and the *Major and Collector Street Plan (MCSP)*, which implements *Access Nashville 2040*. Other plans under *Access Nashville 2040* include *WalknBike*, the strategic plan for sidewalks and bikeways, which establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city; the *Plan To Play*, described above; and the Metropolitan Transit Authority’s strategic master plan *nMotion*, which establishes guiding principles and policies for improving public transportation. There are additional plans that outline committed funding and project priorities, including the city’s Capital Improvements and Budget Program. For information on the transportation network, please refer to *Access Nashville 2040* in Volume V of *NashvilleNext*.

Nashville/Davidson County’s transportation network has evolved over the last decade to include choices in transportation that are context sensitive (meaning that the street is designed in a way to complement the character of the area, whether it is rural, suburban or urban) and serve a wider range of users, including pedestrians, bicyclists and transit users, what is referred to as a “multimodal” network. Funding is limited and the need to improve the multimodal network far outweighs existing resources. Sidewalk, bikeways, and greenways projects compete against street projects, the urgent need to maintain existing infrastructure investments across the county, and projects that are regionally significant.

Community priority projects reflect a balance between community concerns, development pressures, and project feasibility. *Access Nashville 2040* outlines two types of transportation projects—those that represent a “Community Priority” and those that meet a “Countywide Critical Need.” The community’s priority transportation projects are described there. For more information, please refer to *Access Nashville 2040*.

Access Nashville 2040 is online: [www.nashvillenext.net/](http://www.nashvillenext.net/)

nMotion is online: [www.nashvillenext.net/](http://www.nashvillenext.net/)

WalknBike is online: [www.nashvillenext.net/](http://www.nashvillenext.net/)



Walking



Cycling



Transit