

# A General Plan for Nashville & Davidson County

Adopted June 22, 2015  
Amended August 24, 2017

## Volume III: Community Plans



# Joelton



**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:

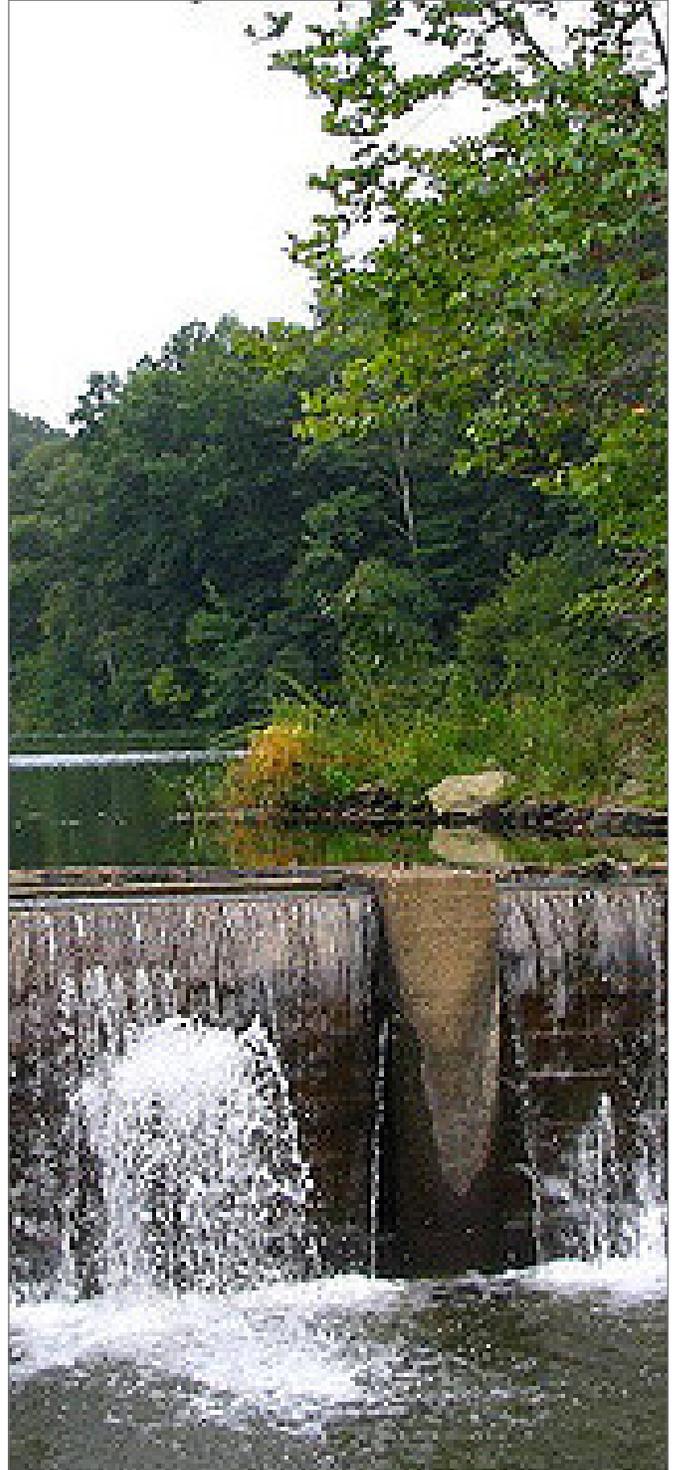
|                        |                     |
|------------------------|---------------------|
| Antioch-Priest Lake    | Joelton             |
| Bellevue               | Madison             |
| Bordeaux-Whites Creek  | North Nashville     |
| Donelson-Hermitage-Old | Parkwood-Union Hill |
| Hickory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

## 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.



Marrowbone Lake Dam

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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)

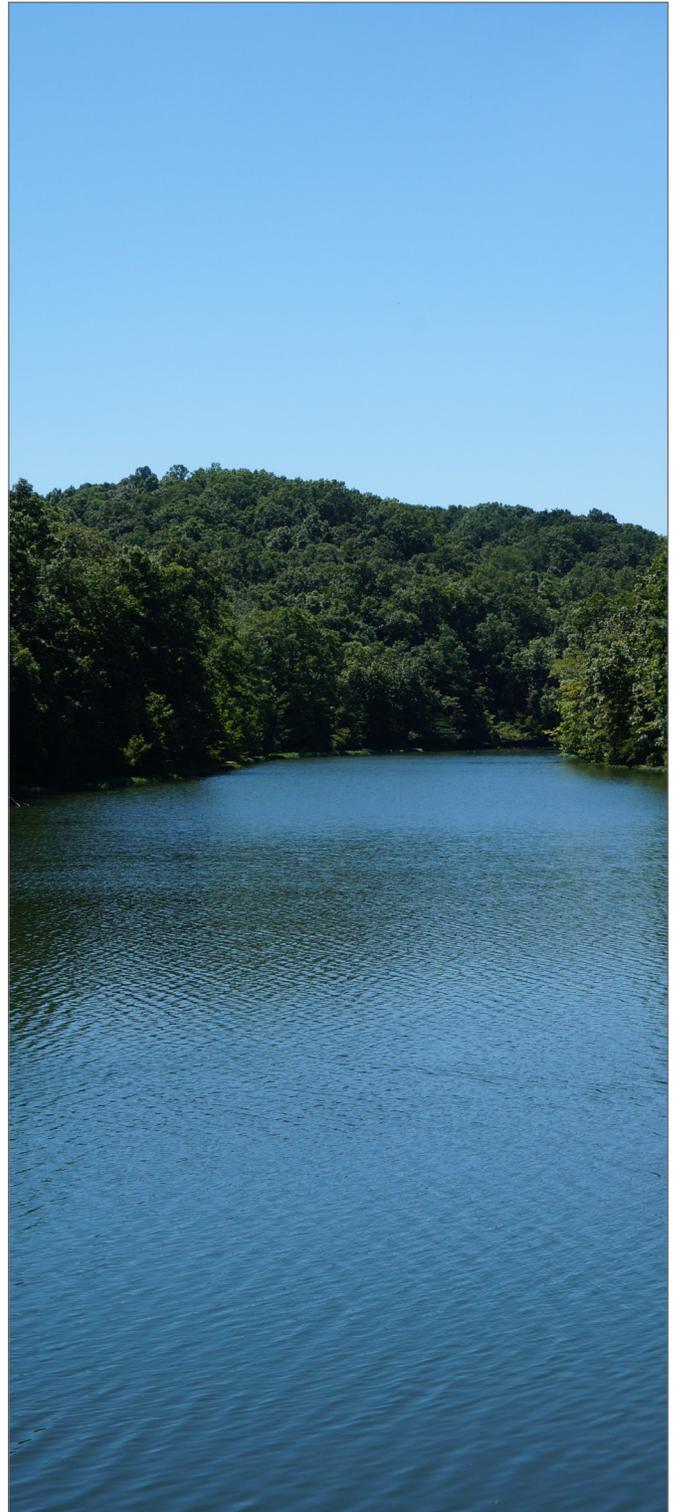
## History of the Planning Process

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, and projected growth, development, and preservation in fourteen communities. The Joelton Community Plan was first adopted by the Planning Commission in 1992, after working with a Citizens Advisory Committee.

The Planning Commission adopted Joelton Plan’s first update in 1997 after several community workshops; the second plan update was adopted in 2003 after substantial community participation in 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, the community continues to grow and strives to balance growth with preserving its rural character 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 visit: [www.nashville.gov/Planning-Department/Community-Planning-Design.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design.aspx)



Marrowbone Lake

## Community Profile

### *Description/Location*

The Joelton community is bounded by Little Marrowbone Road/Old Hickory Boulevard to the south, the Cheatham County line to the west, the Robertson County line to the north and Lickton Pike, Crocker Springs Road and Ivy Point Road on the east. Containing approximately 39.6 acres square miles, Joelton represents seven percent of all land in Metro.

A rural development pattern in the midst of rugged terrain has defined Joelton's character for decades. New development since the 1990s has been concentrated within a half-mile radius of the I-24/Whites Creek Pike interchange, which stretches west to Old Clarksville Pike and downtown Joelton. Retaining Joelton's small commercial center and its rural character are critical parts of this plan.

### *Major Neighborhoods/Communities*

Joelton's rural character means that there are few traditional neighborhoods or distinct communities in the form that exists in more intensely developed areas of the county. The portion of Joelton from the ridgeline north and west, where the terrain is less rugged, falls within the boundary of the Joelton Neighborhood Association. From the ridgeline southeast falls within the boundary of the Whites Creek Neighborhood Association. The southwest corner of the community is considered Marrowbone. Smaller neighborhood associations and subdivisions include Jacobs Valley, William Hill, Joelton Heights, Ridgeview Estates, and Coopertown Farms.

Joelton has three neighborhood and retail centers. The largest is the commercial center at I-24 and Whites Creek Pike. Two smaller retail centers are along Clarksville Pike at intersections with Eatons Creek Road and Old Hickory Boulevard. Together, these offer modest shopping options, restaurants, and services. Smaller businesses, restaurants, and bed and breakfasts are scattered throughout the community, some on larger roads and some tucked away.



Fire Station 30 on Old Clarksville Pike



Paradise Ridge Community Center

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

## 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.

## History Highlights

Joelton was settled principally by German, Scots-Irish, and Italian immigrants. Agriculture through small family farms on fertile lands and subsistence farming in the hills forged the economic backbone of the community until the 1920s. Small farms line Whites Creek Pike in the northern section of the area. Many feature bungalows as farm houses — an indication of the widespread rural popularity of this house type better known for its suburban examples.

The build environment along the Whites Creek Pike and Clarksville Pike corridors illustrates the pre-interstate era of automobile travel. Examples include the Hilltop Motor Court, concrete highway bridges, and Reding’s Service Station. Resources associated with the recreational history of the twentieth century are also a distinctive feature of the area, particularly around Lake Marrowbone, constructed in 1940, with its New Deal-era infrastructure.

Joelton was served by a separate utility district until 1974. Councilman Gary Bates was instrumental in bringing Metro services into Joelton including a fire hall in 1978, paved road and street lights, and other amenities. The high school closed in 1980.

## Role in the County and Region

This section considers the Joelton community in the context of the region. Joelton’s collection of unique resources described in the following pages demonstrates the interconnectedness of the Middle Tennessee region. Joelton’s rural character, farmland, and environmental treasures, such as forests, streams and rivers, rolling hills, and wildlife

habitat, help define the region's character, sustain the diversity of places within Davidson County, add to the local food system, and clean our county's water and air. Residents within and beyond Joelton treasure the rural countryside near Nashville.

### ***Commercial***

Joelton includes key regional routes, most particularly I-24, Clarksville Highway, and Whites Creek Pike. These bring residents in from Cheatham County to services in Joelton and the rest of Davidson County. Commercial services in Joelton are primarily local-serving, with some highway commercial at I-24 and Whites Creek Pike, with isolated places that attract tourists.

### ***Residential Development***

Joelton is a predominantly rural community, offering residents quiet homes with ample access to open space. Residential land in is overwhelmingly single-family detached. Though pockets of suburban-style subdivisions exist, most residential subdivisions follow the rural pattern of dividing with more or less even access along the main road.

### ***Natural Features and Environmental Treasures***

Joelton's rural development pattern on a hilly terrain also provides key natural services. With the highest percentage of tree canopy coverage of all of Nashville's 14 community planning areas, Joelton helps clean the region's air and reduce its heat island effect. Joelton's forested land also helps to soak rainwater into the ground, supporting the health of Marrowbone and Whites Creeks.

Joelton is located on the Highland Rim and its Appalachian topography and soil characteristics resemble those of the Cumberland Plateau. Creeks snaking through the uplands drain into the Cumberland River; most prominent of these waterways are Whites Creek, Eaton's Creek, Bull Run Creek, and Little and Big Marrowbone Creeks. Joelton is almost evenly divided into two distinct topographic areas. In the southern area of the community, heavily forested steep slopes (defined in this document as slopes of 20 percent and greater, or a rise of 20 feet or more for every 100 feet of horizontal distance) and narrow ridges and valleys are the predominant features. In the northern portion, level to rolling land is the predominant condition, with occasional steep sided ravines with streams at the bottom.

Joelton has two significant public open spaces. The Joelton Community Center and Park is on land donated to the Metro Parks Department, with sports facilities maintained by the community. Paradise Ridge Park and Community Center is located north of I-24.

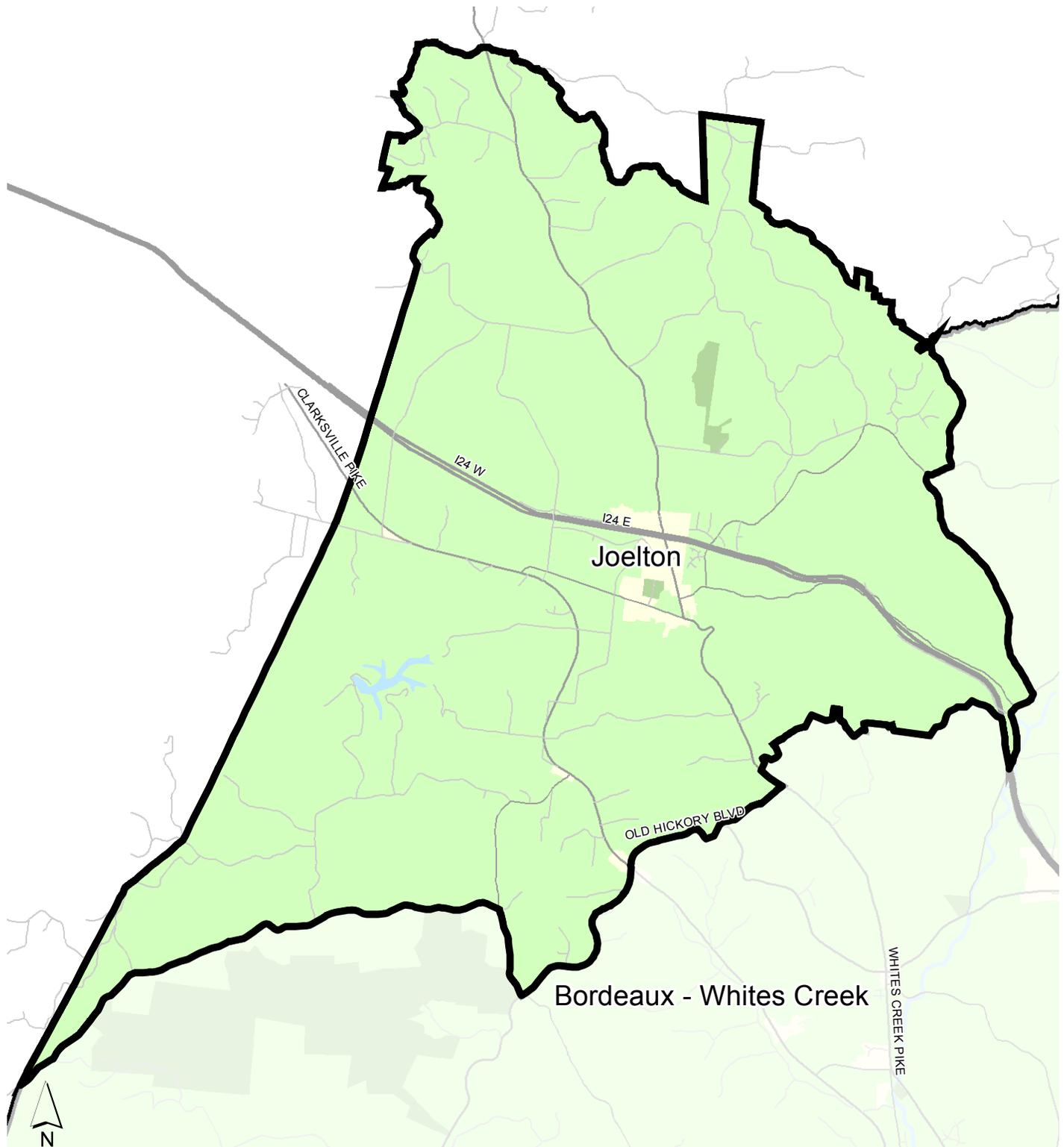
For the most current information on Nashville's designated historic properties, districts, and resources, contact the Metro Historical Commission: [www.nashville.gov/Historical-Commission.aspx](http://www.nashville.gov/Historical-Commission.aspx)

To read more about the rich history of Joelton, 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.

**Figure J-1: Growth & Preservation Concept Map**  
 Joelton detail



- |  |  |  |   |
|--|--|--|---|
| <ul style="list-style-type: none"> <li><span style="color: orange;">●</span> <b>Centers</b></li> <li><span style="color: orange;">○</span> Tier One</li> <li><span style="color: orange;">○</span> Tier Two</li> <li><span style="color: orange;">○</span> Tier Three</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: lightgreen;">●</span> <b>Green network</b></li> <li><span style="color: lightgreen;">○</span> Open space anchor</li> <li><span style="color: lightgreen;">●</span> Missing an anchor</li> </ul> | <ul style="list-style-type: none"> <li><span style="color: yellow;">○</span> <b>Neighborhood</b></li> <li><span style="color: yellow;">○</span> <b>Transition</b></li> <li><span style="color: grey;">○</span> <b>Special impact area</b></li> </ul> | <ul style="list-style-type: none"> <li><span style="color: blue;">—</span> <b>High capacity transit corridors</b></li> <li><span style="color: blue;">—</span> Immediate need</li> <li><span style="color: blue;">—</span> Long-term need</li> <li><span style="color: grey;">←</span> Regional connection</li> </ul> |
|--|--|--|---|

## **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 Joelton, shown in Figure J-1, illustrates the key concepts listed above: preserving environmentally sensitive features and open space and preserving the established character of rural areas.

The Concept Map represents the vision for the community. The starting point for the Concept Map was the most recent Joelton Community Plan update (2003). There was also consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that the community has faced. The Concept Map also reflects the input received during NashvilleNext on how Joelton should grow and what the vision for Nashville is in the future and deliberation on what role Joelton should play in the future.

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

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)

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.

### *Green Network*

The green network on the Concept Map reflects natural and rural 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).

Much of Joelton is in the Concept Map's Green Network. This area is contiguous steep slopes, woodlands, floodways and floodplains. Further north, the terrain is less severe, and the Green Network protects the area's rural character.

### *Neighborhoods*

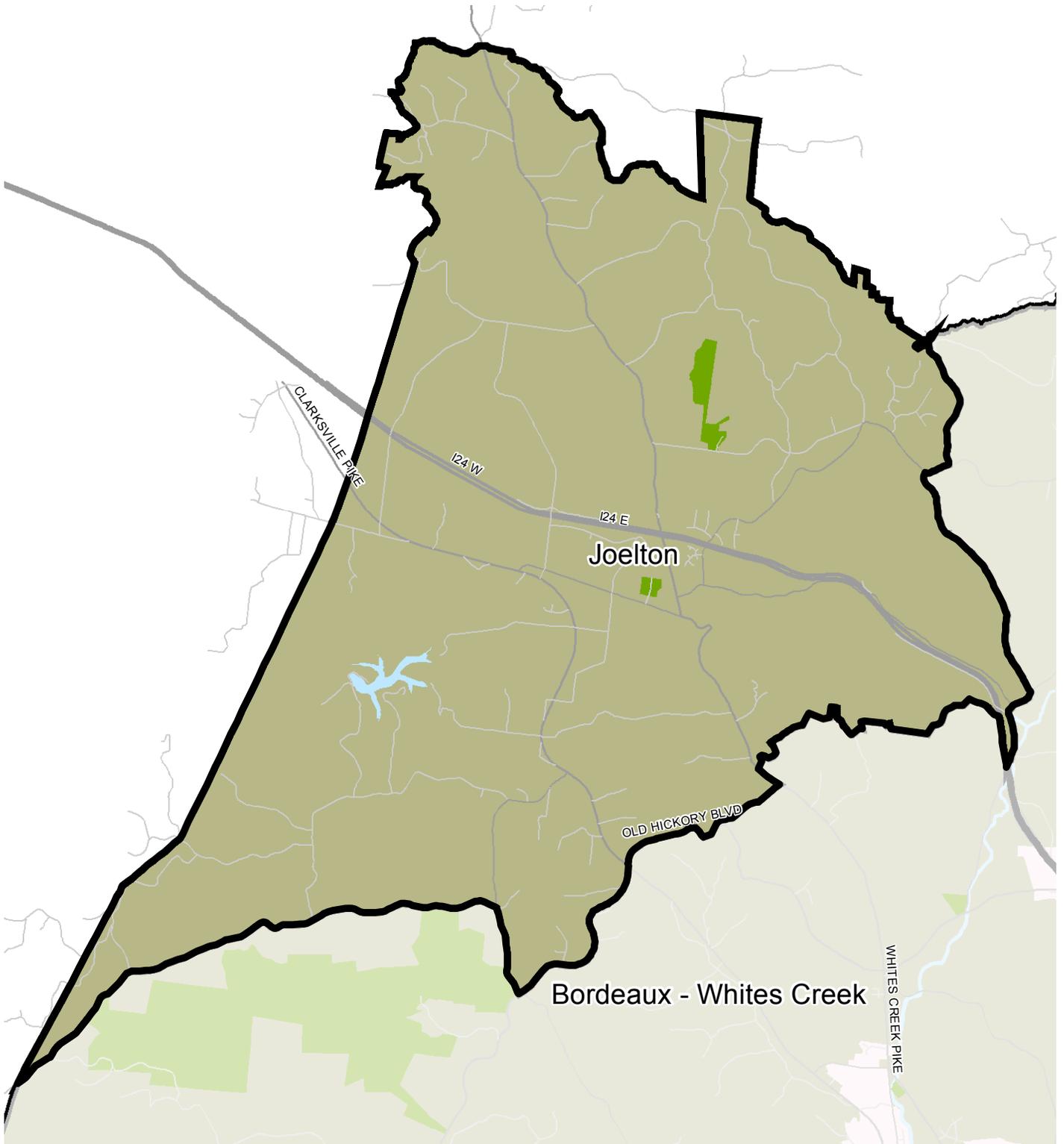
Neighborhood areas on the Concept Map are primarily residential areas offering a mix of housing types and character, with smaller civic and employment areas and small neighborhood centers. Neighborhoods have different context – primarily rural, with a few small pockets of suburban close to I-24.

### *Centers, Transitions and Infill*

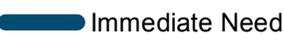
There are no Centers or High Capacity Transit Corridors identified in Joelton. The community's three small commercial centers primarily serve the Joelton area and are not intended as major residential or commercial hubs. Because there are no major Centers or Corridors, no Transitional or Infill areas are presented on the Concept Map. Minimal development within the transitions adjacent to the commercial centers may still occur between adjacent Community Character Policies.

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**Figure J-2: The Transect**  
Joelton 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       |



## The Transect

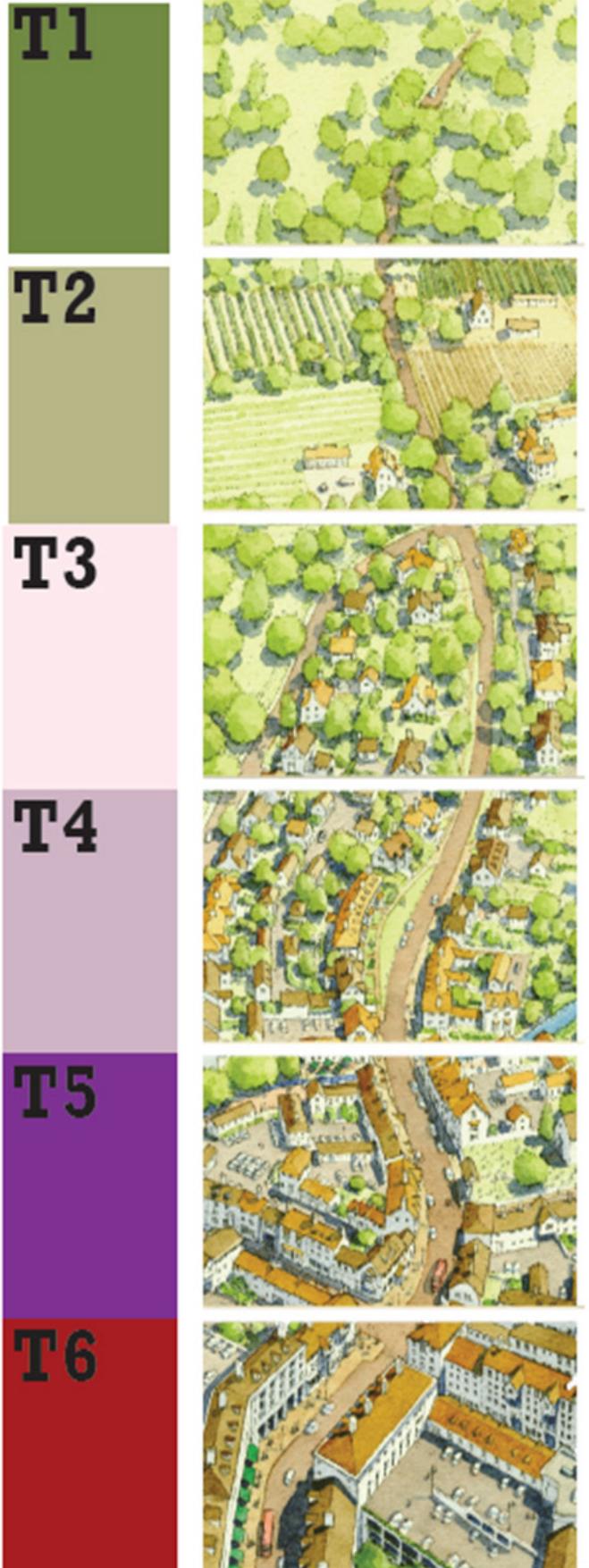
Planning in Nashville has, for many years, used the “Transect,” which is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent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

- T1 Natural: Not present.
- T2 Rural: includes most of Joelton.
- T3 Suburban: Not present.
- T4 Urban: Not present.
- T5 Centers: Not present.
- T6 Downtown: Not present.
- D District: Not present.

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that portions of the Southeast community 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 J-2 shows the transect in the Joelton Community Plan area.

Figure J-3: The Transect



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

Please see “How to Use the Community Character Policies” section on page 19 for more guidance.

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

## **Community Character Policy Map**

The Joelton Community Character Policy Map presented as Figure J-4 builds upon the Growth & Preservation Concept Map (Concept Map). The Community Character Policies, as defined in the Community Character Manual (CCM), take the Concept Map to the next level of detail by addressing the form and character of each area in Joelton. The Joelton Community Plan applies a range of rural Community Character Policies to every parcel in Joelton in order to match up with the area’s rural character.

Community Character Policies are designed to coordinate the elements of development to ensure that the intended character of an area is achieved. These policies are the standard by which development and investment decisions are reviewed and future zone change requests are measured. The policies avoid one-size-fits-all development and reinforce and enhance the development pattern of existing neighborhoods. The policies also encourage additional housing options in strategic locations, enhance the character of centers and corridors, and preserve green spaces and environmentally sensitive features.

Joelton’s natural and open space includes areas with environmentally sensitive features and public parks. Application of Conservation (CO) policy to these areas encourages the preservation of all environmentally sensitive features — particularly floodplains, floodways, and 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 features can reduce the impact of future flooding by slowing down and absorbing stormwater runoff during rain events. CO policy encourages the preservation and/or reclamation of these features.

Application of T2 Rural Countryside (T2-RCS) policy to southeast Joelton encourages maintenance of rural landscapes. It also maintains areas with an established development pattern consisting of very low density residential development, secondary agricultural uses, and civic and public benefit uses. T2-RCS areas are intended to preserve rural character as a permanent choice and do not serve as a holding or transitional zone

for future urban development. T2 Rural Maintenance (T2-RM) policy is applied to a large swath of the remainder of the community, which is also intended to preserve the character of rural neighborhoods.

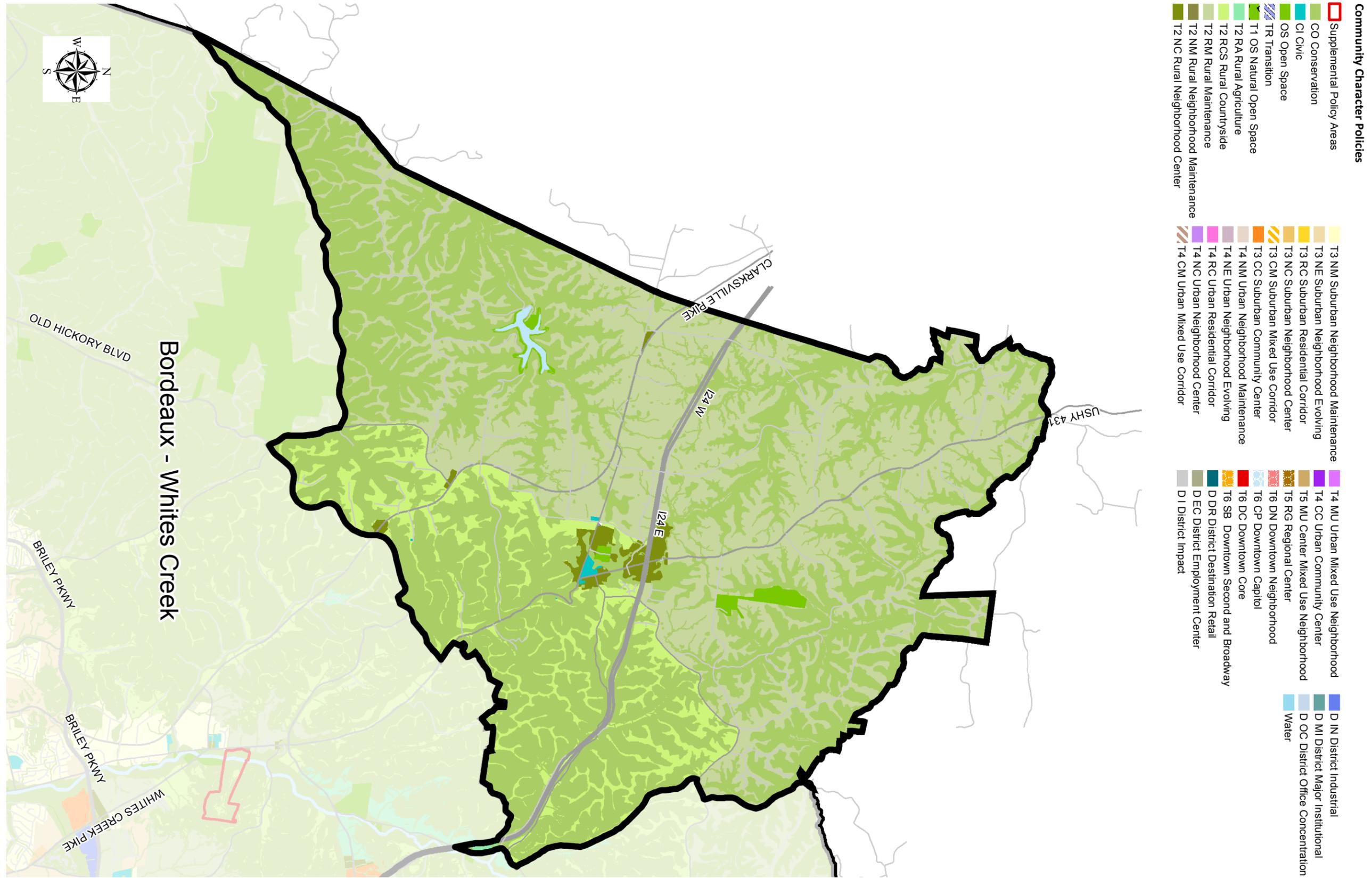
T2 Rural Neighborhood Center policy (T2-NC) is applied to the community's three small rural commercial areas that primarily serve Joelton area residents. It's also applied to the I-24/Whites Creek Pike interchange area where commercial uses serve both Joelton and I-24 travelers. T2-NC policy is intended to maintain opportunities for neighborhood-scale commercial services.

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. There are no Supplemental Policies for Joelton.

### **Supplemental Policies**

Joelton does not have any supplemental policies.

Figure J-4: Community Character Policy Map



## 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.

## Enhancements to the Open Space Network

Each Community Plan complements and draws from the Nashville Open Space Plan and *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.



Greenway



Training for the Mayor’s 5k run



Greenway trailhead

*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. 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