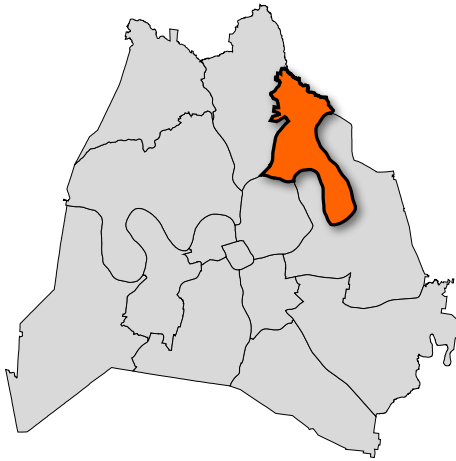


# A General Plan for Nashville & Davidson County

Adopted June 22, 2015  
Amended August 24, 2017

## Volume III: Community Plans



# Madison



**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;

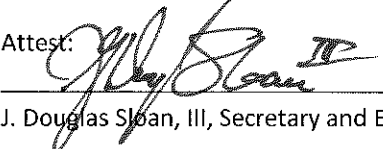
WHEREAS, the Metropolitan Planning Commission, empowered under state statute and the Charter of the Metropolitan Government of Nashville and Davidson County to adopt master or general plans for smaller areas of the county, finds that the process followed to develop the *NashvilleNext* General Plan included 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.

## Contents

Community Profile	7
History Highlights	8
Role in the County and Region	9
Growth & Preservation Concept Map and the Community's Role	13
The Transect	19
Community Character Policy Map	20
How to Use the Community Character Policies	23
Community Character Policy Summary	24
Supplemental Policies	28
Enhancements to the Open Space Network	36
Enhancements to the Transportation Network	37

## 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 Madison Community Plan was first adopted by the Planning Commission in 1993, after working with a Citizens’ Advisory Committee.

The Planning Commission adopted the Madison Plan’s first update in 1998 after several community workshops; the second update was adopted in 2009. During the 2009 update, policies were translated to their closest equivalents in the Community Character Manual that was adopted 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, Madison 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 visit: [www.nashville.gov/Planning-Department/Community-Planning-Design.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design.aspx)

## Community Profile

### *Description/Location*

Located in northeast Davidson County, the Madison community is bordered by the Cumberland River to the east, Briley Parkway and the Cumberland River to the south, I-65 and the city of Goodlettsville to the west, and Sumner County to the east. Madison contains approximately 23 square miles, representing about two percent of the land area in Nashville/Davidson County. Madison is transversed north-to-south by Gallatin Pike and east-to-west by Old Hickory Boulevard/SR 45. Madison is a very diverse community, from RiverGate Mall and its environs to rural lower Neely's Bend. Between these extremes are numerous established urban and suburban neighborhoods, corridors and centers.

### *Major Neighborhoods/Communities*

Old Brick Church Pike in Goodlettsville, neighborhoods east of Gallatin Pike and north of SR 45, and neighborhoods directly east of historic downtown Madison — including Woodlawn Estates, Madison Park, and Heron Walk — are urban in character. Each features smaller lots, with closely spaced homes with access — by car, on foot or by bike — to commercial services in historic downtown Madison and along Gallatin Pike. Most of these neighborhoods benefit from high-frequency transit that includes the Gallatin Pike Bus Rapid Transit Lite line.

Graycroft Avenue located west of Gallatin Pike, Sheppard Hills Drive and Spring Branch Drive east of RiverGate Mall, most of Goodlettsville, upper Neely's Bend, and neighborhoods along Madison's western boundary are suburban in character. Each features classic suburban form, characterized by larger lots in a setting that features open space prominently. Rural areas in northwest Goodlettsville and lower Neely's Bend offer farmland as well as significant tree cover and rural view sheds. Significant industrial and commercial development are located along Myatt Drive and Gallatin Pike.

Madison also encompasses the city of Goodlettsville, a "satellite city" split between Davidson County and Sumner County. When the Metropolitan Government of Nashville and Davidson County was established in 1963, Goodlettsville retained its charter. Goodlettsville residents elect their own city council, but they are also represented in Metro Council. Goodlettsville has its own planning and zoning and is not governed by this community plan; however, the city and the Metro Planning Department work closely to address land use and transportation issues that impact both communities.



**Old Madison Theater, a historically significant structure in the Madison**



**RiverGate Mall**

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



Attached housing in Madison

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 Madison, please visit: [www.nashville.gov/mpc](http://www.nashville.gov/mpc)

## History Highlights

The community now known as “Madison” was founded as settlements expanded north from Fort Nashboro into the area known as Haysboro, which would later become Madison. At this settlement in 1785, Rev. Thomas Craighead, a Presbyterian minister from North Carolina established a church known as Spring Hill Meeting House at the current location of Spring Hill Funeral Home. Property owners near Haysboro subdivided their land and sold it to settlers.

Additional history highlights include:

- Three stage coach lines operated along Gallatin Pike by 1830.
- Louisville & Nashville Railroad Company opened Amqui Station in 1910 to serve the Madison community.
- Power Plant Boom of 1916 across the Cumberland River in Old Hickory caused an influx of workers, many of whom moved to Madison. Old Hickory grew after World War I as an industrial center for the DuPont Cellophane and Rayon plants.
- Madison Square Shopping Center opened in 1956 the first retail shopping experience of its kind in Davidson County.
- U.S. Army Corp of Engineers completed Old Hickory Dam in 1956 creating Old Hickory Lake, one of the lstate’s largest recreational lakes.
- Madison Library and Cedar Hill Park opened in 1972.



## **Role in the County and Region**

Madison is located in the northeast portion of Nashville/Davidson County, adjacent to rapidly growing Sumner County. Its location and the easy access to interstates and surrounding counties make Madison a gateway into Nashville/Davidson County. Madison has significant assets to provide in terms of employment sectors in key locations, opportunities for increased housing development near corridors and centers, and enjoyable recreational offerings. Madison serves other important roles in the region, as discussed in the following sections.

### ***Housing — Residential Development***

Madison is primarily residential and includes neighborhoods with rural, suburban and urban character. Its diverse neighborhoods provide housing that is easily accessible to downtown Nashville, as well as to outlying cities and counties in the region.

Suburban neighborhoods commonly found in Madison have typical suburban development patterns — curvilinear streets, large lots, and single family detached homes. These areas benefit from being relatively close to retail, restaurants, and services on Gallatin Pike and at RiverGate, and being within minutes of downtown Nashville. Urban areas would be the most appropriate location for higher density residential development due to their existing urban grid, proximity to prominent Madison corridors and centers, and existing infrastructure.

Creating additional housing choice would help Madison remain competitive in the region in the face of changing demographics and market preferences. Areas along the Gallatin Pike corridor and near RiverGate offer the opportunity for redevelopment with housing that meets current market demand offering a mixture of housing types in walkable neighborhoods with access to amenities and services. This style of development would provide housing choices at various price points and at stages of life.

Providing additional housing options in these strategic locations addresses several goals. Housing choices can allow residents to “age in place” by providing a variety of housing types to meet each life stage from starter homes to retirement communities. Offering choices at strategic locations creates attainable housing for residents with varying incomes, helping



**Contextual Residential Design considers surrounding development and its rural, suburban, or urban context.**

### **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.

## 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.

Madison maintain its diverse workforce — from service workers to teachers, police officers, and nurses to executives. Providing housing that is attainable for residents of all incomes also keeps the community and its economy resilient.

## *Economic Development*

Madison’s location, accessibility, and diversity of business types and settings are assets in Nashville/Davidson County’s economic development. Madison has long been a regional employment center. Retail and employment competition from Sumner County’s “lifestyle” and mixed use developments have grown along with suburban residential growth in areas surrounding Davidson County. Madison can continue to grow its employment and retail base by building upon its assets: access, location, and land ripe for redevelopment opportunities.

Retail land uses are concentrated along Gallatin Pike, the community’s main arterial, which links Madison to Hendersonville to the northeast and downtown Nashville to the south. Meanwhile, a majority of the community’s industry is concentrated along and near Myatt Drive, an area that has access to Gallatin Pike/Rivergate Parkway, SR 45, rail and the Cumberland River.

Madison also has two areas with prime opportunity for employment growth – Conference Drive between I-65 and Vietnam Veterans Boulevard and the Due West Avenue/Ellington Parkway area. Conference Drive’s proximity to RiverGate Mall provides access to daily uses that are complementary to office uses. Due West Avenue is ripe for employment growth due to availability of land and access via Ellington Parkway.

The access that has been attractive to some development in Madison proves challenging to commercial development along Gallatin Pike. In recent years, redevelopment has occurred in Inglewood/East Nashville to the south as well as in Hendersonville to the north. The success of commercial development along Madison’s portion of Gallatin Pike, however, has been mixed. While RiverGate Mall remains competitive in the region, other commercial development along Gallatin Pike has diminished, however. The “strip commercial” model that earlier capitalized on the auto-oriented nature of Gallatin Pike now suffers from that same culture as consumers seek more walkable destinations for shopping, dining, and working.

Redevelopment of the Gallatin Pike corridor with a greater mix of uses, higher density and intensity, and more walkable and transit-oriented development is critical to the future economic health of Madison.

### *Natural Features and Resources*

Madison features numerous parks including E.N. Peeler Park at the southern end of Neely’s Bend, Madison Park, and community parks in Goodlettsville. Open space is also provided in conjunction with many schools in Madison and at the Madison Library. Madison is also home to Spring Hill and National cemeteries on Gallatin Pike.

Environmentally sensitive features that should be preserved include numerous creeks, steep slopes in parts of Goodlettsville and at Briley Parkway and Briarville Road, and segments of the Cumberland River and Neely’s Bend. These natural features are an asset to the community, offering places to see and experience natural beauty. They are also a regional asset — part of a regional network of natural features that, when properly maintained, clean our air and water, protect us from floods and landslides, and add to the unique character of the Middle Tennessee region. Mansker Creek, Dry Creek, and Gibson Creek, and the Cumberland River are the four most significant waterways in Madison.



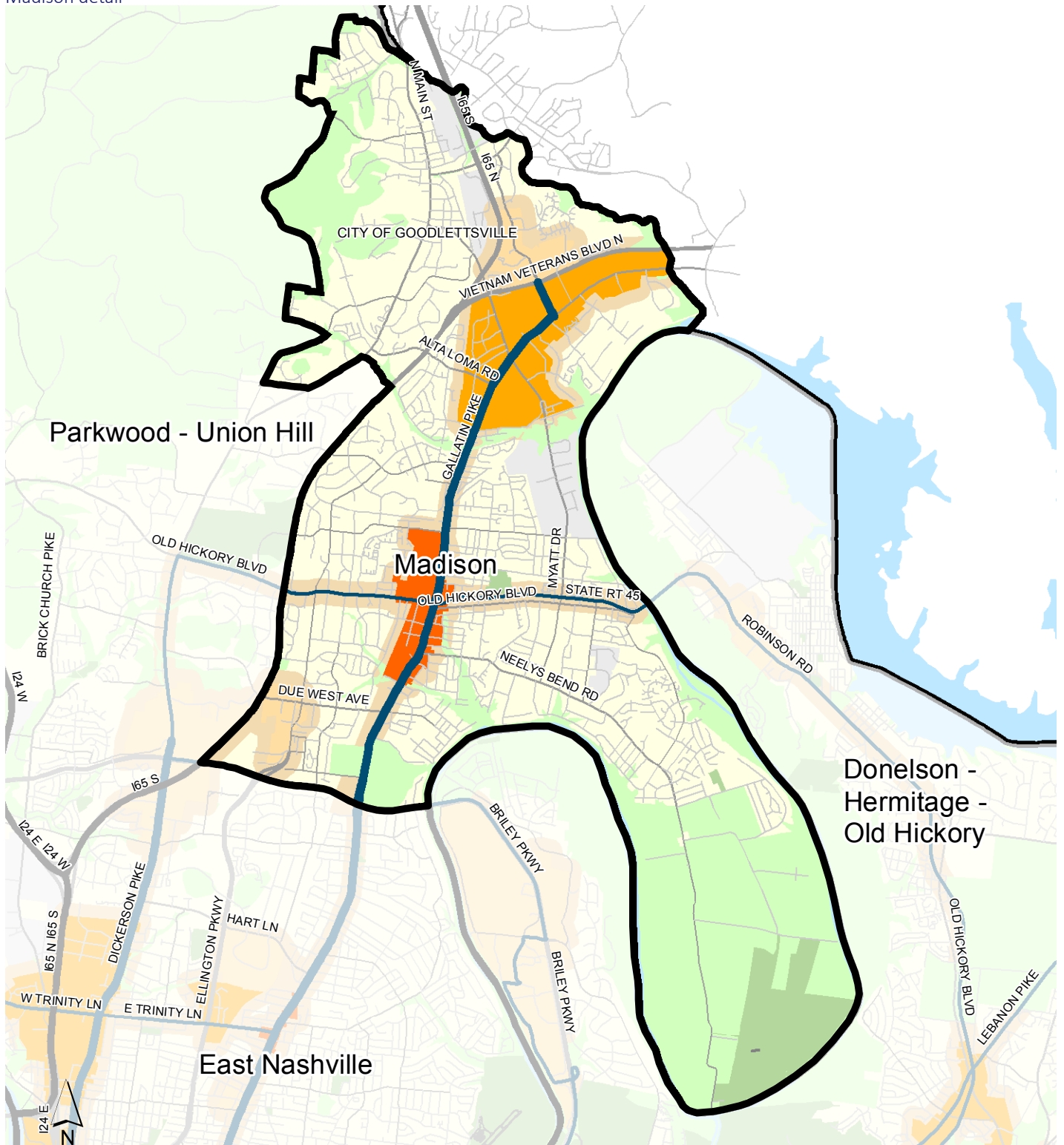
**Farm in lower Neely’s Bend**



**Lenox Village provides a range of housing types in a suburban setting that meet current and future demand for housing in walkable settings.**

**Figure M-1: Growth & Preservation Concept Map**

Madison 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.

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 for Madison, shown in Figure M-1, illustrates these key concepts: preserving environmentally sensitive features and open space, preserving established residential areas, creating diverse and affordable housing options, enhancing commercial centers and corridors, 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 Concept Map was the most recent Madison Community Plan update (2009) and its amendments and Detailed Design Plans. In addition, 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 Madison should grow, what the vision for Nashville is in the future and deliberation on what role Madison 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

### ***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). In Madison, the green network is comprised of areas along the Cumberland River and in Neely's Bend, Gibson Creek, Dry Creek, and the steep slopes in parts of Goodlettsville and northern Madison.

### ***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 contexts — rural, suburban, urban, or downtown — depending on their location.

Madison neighborhoods are predominantly suburban in character, with urban neighborhoods adjacent to Gallatin Pike and major retail areas. Suburban neighborhoods and development patterns have a tendency to be more auto-oriented. It is envisioned that these neighborhoods will become more walkable with more choices in housing, have better access to jobs and services, and be serviced by enhanced transportation options. Urban neighborhoods are characterized by their greater mixture in housing, service by alley ways, and gridded street patterns. These neighborhoods can also be enhanced in locations that lack housing diversity and infrastructure with sidewalks and alleys that add to walkability of a neighborhood and offer a higher quality of life for residents and visitors.

### ***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 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.

On the Concept Map, the Transition and Infill areas are generalized. These transition and infill areas — 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 transitions and infill development. The Community Character Transition policy can be applied in transition and infill locations where small-scale offices or multifamily housing would be appropriate. Madison’s transition and infill areas are found around existing centers such as Downtown Madison and Rivergate, and along corridors such as Gallatin Pike and Old Hickory Boulevard.

### Centers

The centers included on the Concept Map build on 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 include Downtown Madison, including the intersections of Gallatin Pike, Neely’s Bend Road, and Old Hickory Boulevard/SR 45. The community’s Tier Two Center is the RiverGate Mall area. Tier Three Centers are near Conference Drive and at Due West Avenue and Ellington Parkway.

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.



Madison Square

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.

### *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” or “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 year 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.

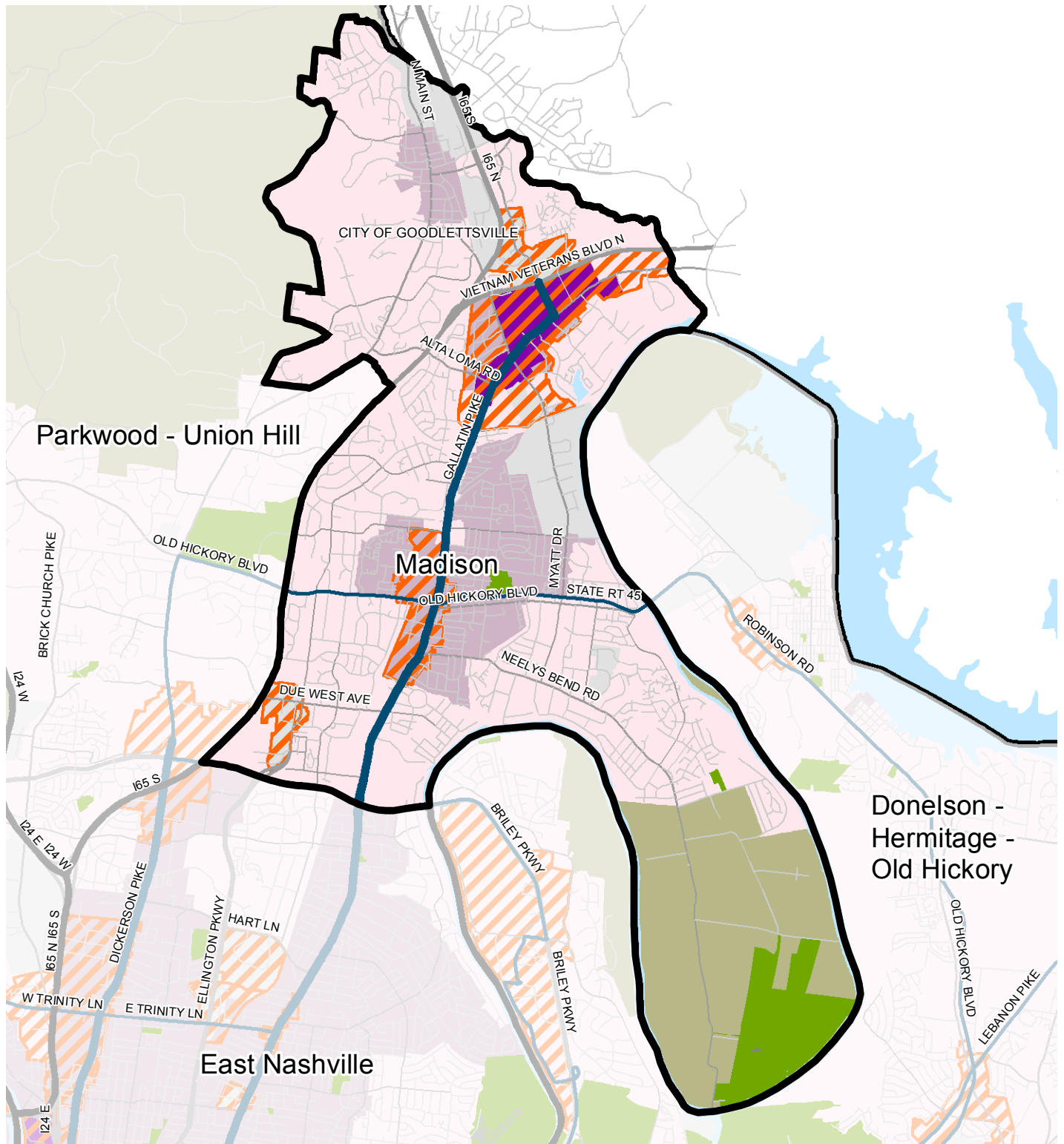
NashvilleNext identified the High Capacity Transit Corridors and discussed how transit can support the community’s growth, development, and preservation vision. For example, the Concept Map shows little transit provided to the northwest because that area is intended to remain rural and sparsely developed. 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.





MTA bus stop

**Figure M-2: The Transect**  
Madison detail



**Transects Legend**





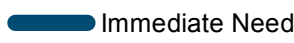



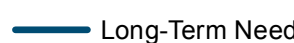




 Centers	<b>Priority Corridors</b>	 T1 Natural	 T5 Center
 Subarea Boundaries	 Immediate Need	 T2 Rural	 T6 Downtown
 Anchor Parks	 Long-Term Need	 T3 Suburban	 D District
		 T4 Urban	 Water



Figure M-3: The Transect

## The Transect

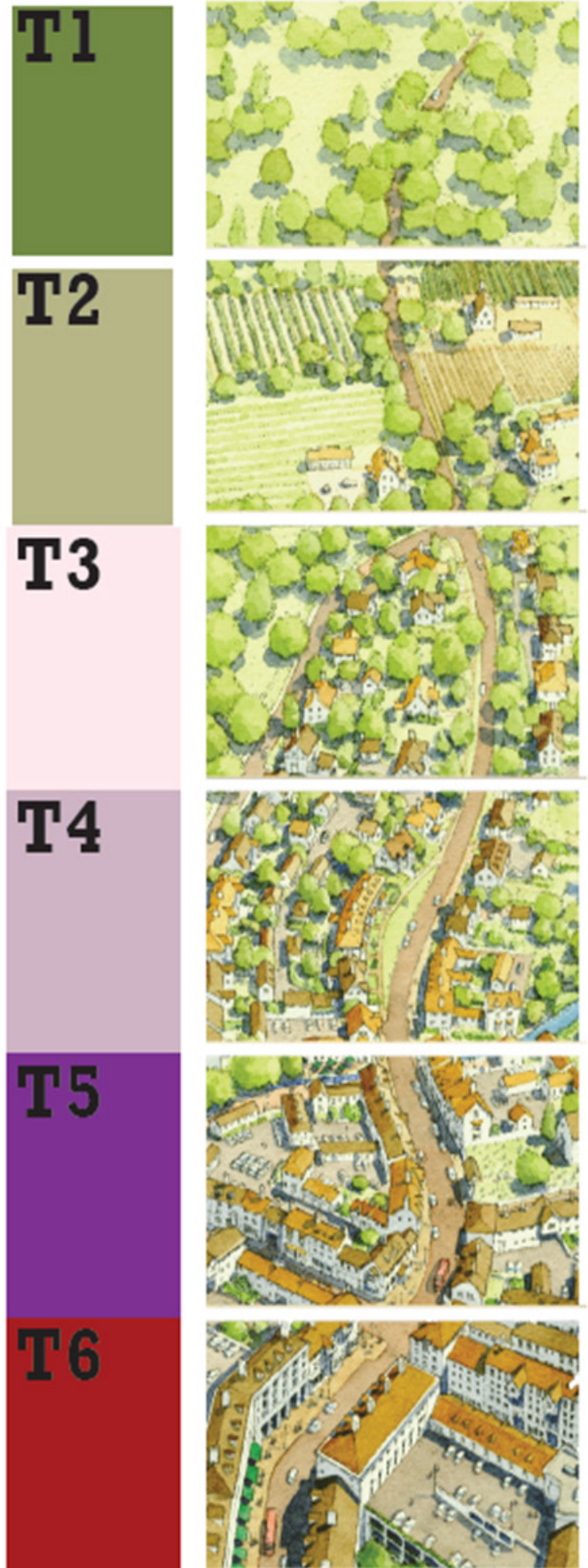
Planning in Nashville has, for many years, used the “Transect,” which is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent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

- T1 Natural – Includes Peeler Park.
- T2 Rural – Includes lower Neely’s Bend.
- T3 Suburban – Includes neighborhoods in Madison and Goodlettsville.
- T4 Urban – Includes historic downtown Madison and the surrounding neighborhoods.
- T5 Centers – Includes RiverGate Mall and surrounding commercial development.
- T6 Downtown – Not present.
- D District – Includes Myatt Drive.

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that Neely’s Bend rural character is different than the suburban development pattern along Due West Avenue and in Goodlettsville, which is different from the urban neighborhood character of neighborhoods around Downtown Madison. Each development pattern is viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained. Figure M-2 shows the transect in Madison.

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



## **Community Character Policy Map**

The Madison 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 Madison. See Figure M-4 for a map of the Community Character Policies.

Please see “How to Use the Community Character Policies” section on page 23 for more guidance.

The Madison Community Plan applies Community Character Policies to every property in Madison. The policies are defined in the Community Character Manual (CCM). Those policies are designed to ensure that the elements of development are coordinated 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, 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)

The community plan applies Community Character Policies that are tailored to urban and suburban character and honor the diversity of character from urban neighborhoods near Madison’s historic downtown to suburban neighborhoods like upper Neely’s Bend. Application of Community Character Policies avoids one-size-fits-all development and reinforces and enhance sthe 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. The community’s desire to maintain and enhance its residential neighborhoods is shown by applying Neighborhood Maintenance policies. However, maintaining long-term sustainability and ensuring availability of housing for residents at every point in their lives means that an appropriate mixture of housing types must still be provided. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving, Center and Corridor Policy areas.

The Concept Map also emphasizes enhancing centers and corridors. Existing major employment concentrations and commercial areas are placed in District and Center Policies, respectively, to maintain employment options that contribute to a balance of jobs and housing. Prominent corridors include Gallatin Pike and Old Hickory Boulevard. Madison’s commercial centers serve the community ranging from neighborhood-scale centers in the Due West Avenue/Ellington Parkway area, to larger community centers such as the Old Hickory Boulevard/

Gallatin Pike intersection. Madison should continue to focus on key centers for redevelopment along Gallatin Pike, including historic downtown Madison/Amqui Station, Madison Square Shopping Center, and areas near RiverGate. These areas should be enhanced by adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and additional or enhanced public transit.

As these areas evolve, consideration should be made to pursue suburban retrofitting concepts (repurposing auto-oriented development to create active spaces for people) and concepts of walkable communities. This would enable the community to pursue and support redevelopment that creates a sense of place for residents and visitors. Doing so could help increase opportunities for employment, robust transit, and a mixture of housing whose type and location near transit, jobs, and amenities would meet current and future market demand. These concepts help to create communities that meet current and future market demands; walkable communities with diverse housing, serviced by multiple transportation options. This would implement the Concept Map, while improving the community for existing and new residents who wish to call Madison home.

The transition between these higher-intensity areas and adjacent neighborhoods should be addressed through thoughtful, well-designed 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.

Madison's natural and open space areas include areas with environmentally sensitive features, such as floodplains, steep slopes and unstable soils, as well as public parks and open space. As a result of the May 2010 flooding, the plan encourages the preservation of all environmentally sensitive features, particularly floodplains and floodways, through the use of Conservation Policy. The policy encourages the preservation and/or reclamation of these features. Preservation of these areas along the Cumberland River and its tributaries, Dry Creek and Gibson Creek, reduce the impact of flooding by slowing down and absorbing stormwater runoff during rain events. Conservation 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.

# Community Character Policy Map: Madison

## Community Character Policies

- Supplemental Policy Areas
- CO Conservation
- CI Civic
- OS Open Space
- TR Transition
- T1 OS Natural Open Space
- T2 RA Rural Agriculture
- T2 RCS Rural Countryside
- T2 RM Rural Maintenance
- T2 NC Rural Neighborhood Maintenance
- T3 NM Suburban Neighborhood Maintenance
- T3 NE Suburban Neighborhood Evolving
- T3 RC Suburban Residential Corridor
- T3 NC Suburban Neighborhood Center
- T3 CM Suburban Mixed Use Corridor
- T3 CC Suburban Community Center
- T4 NM Urban Neighborhood Maintenance
- T4 NE Urban Neighborhood Evolving
- T4 RC Urban Residential Corridor
- T4 NC Urban Neighborhood Center
- T4 CM Urban Mixed Use Corridor
- T4 MU Urban Mixed Use Neighborhood
- T4 CC Urban Community Center
- T5 MU Center Mixed Use Neighborhood
- T5 RG Regional Center
- T6 DN Downtown Neighborhood
- T6 CP Downtown Capitol
- T6 DC Downtown Core
- T6 SB Downtown Second and Broadway
- D DR District Destination Retail
- D EC District Employment Center
- D I District Impact
- D IN District Industrial
- D MI District Major Institutional
- D OC District Office Concentration
- Water

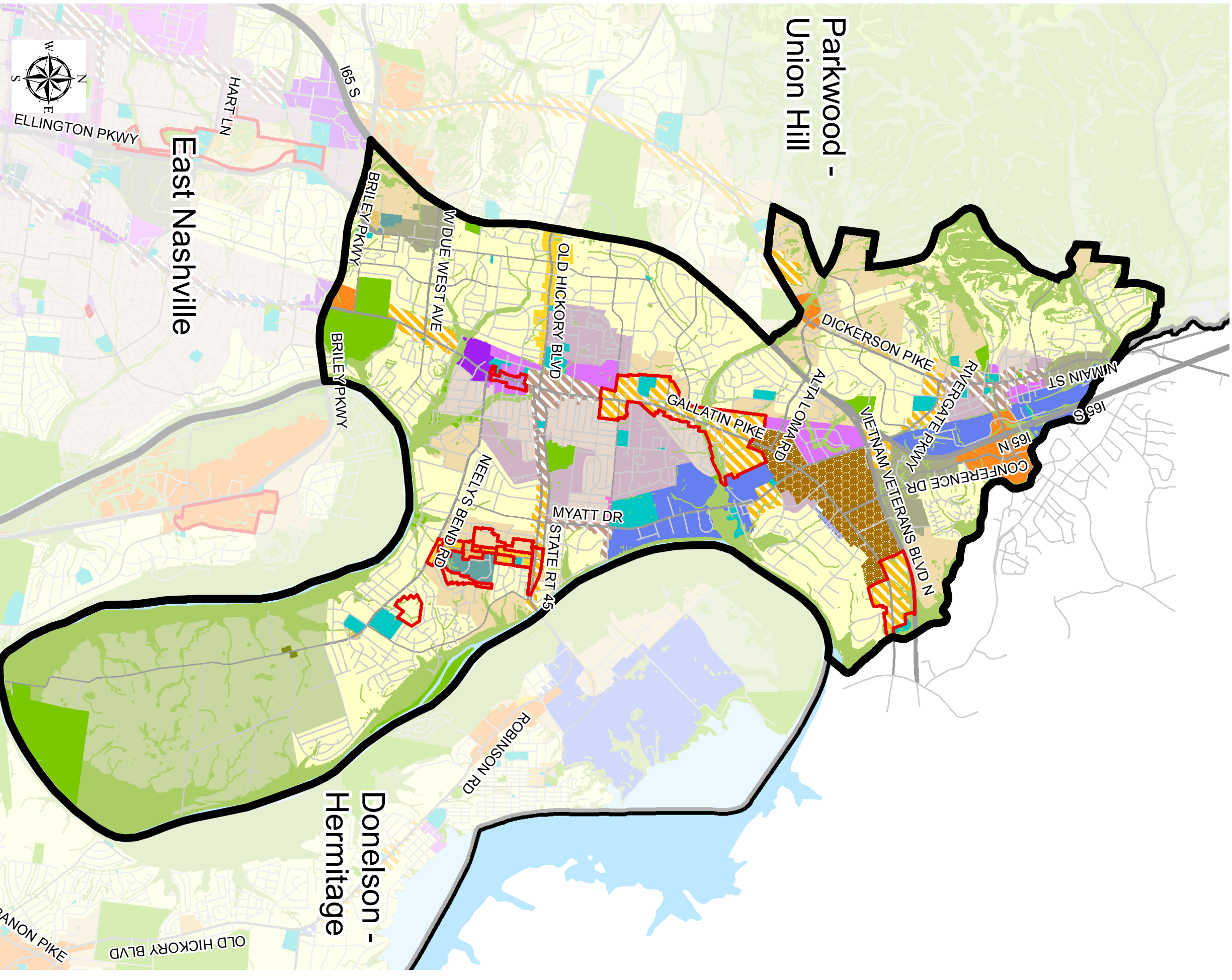


Figure M-4: Community Character Policy Map

## 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.

## Supplemental Policies

The Madison Community Plan provides guidance through the policies found in the Community Character Manual (CCM — found at the beginning of NashvilleNext Volume III). The policies are applied to all properties within Madison. 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 and parking 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 (SPA) for Madison are described in the following pages.



SPA 04-T3-NM-01 boundary

### SPA 04-T3-NM-01 — Upper Neely's Bend Infill

Madison's T3 Suburban Neighborhood Maintenance (T3-NM) Area 01 is referenced as 04-T3-NM-01 on the accompanying map and is comprised of parcel 05200002400, which is located off Neely's Bend Road. Infill development is appropriate on this parcel because of the existing zoning entitlements, adequate access and the potential for providing additional housing choice in an area that is mostly single-family residential development. Parcel 05200002400 also has close proximity to commercial centers and corridors, which is an appropriate location for more diversity of housing. In addition to T3-NM policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-NM and CO policies applies.

### Zoning

Parcel 05200002400 once contained the industrial operations of Odom Sausage Company under a Planned Unit Development (PUD) approved in 1976. Currently, only administrative offices for the company remain at this site. The base zoning with this PUD is RS10, which allows single-family residential development on a minimum 10,000 square foot parcel. It is recommended, should the administrative offices of Odom Sausage Company cease, the PUD should be reviewed and only residential land uses as allowed by the RS10 zone district be considered.

## **SPA 04-T3-CM-01 — Motor Mile**

Madison’s Suburban Mixed Use (T3-CM) Corridor Area 1 is referenced as 04-T3-CM-01 on the two accompanying maps. It consists of two large areas along Gallatin Pike – one north and one south of the RiverGate area’s T5 Center Regional Center policy – that makes up the Madison “motor mile.” This SPA includes numerous automobile-related uses such as sales of new and used cars and auto repair services. This SPA is intended to maintain the “motor mile” as an economic resource for Madison and Davidson County, allowing the expansion and creation of such uses with design guidelines not found in other areas along Gallatin Pike. In addition to T3-CM policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-CM and CO policies applies.

### ***Application***

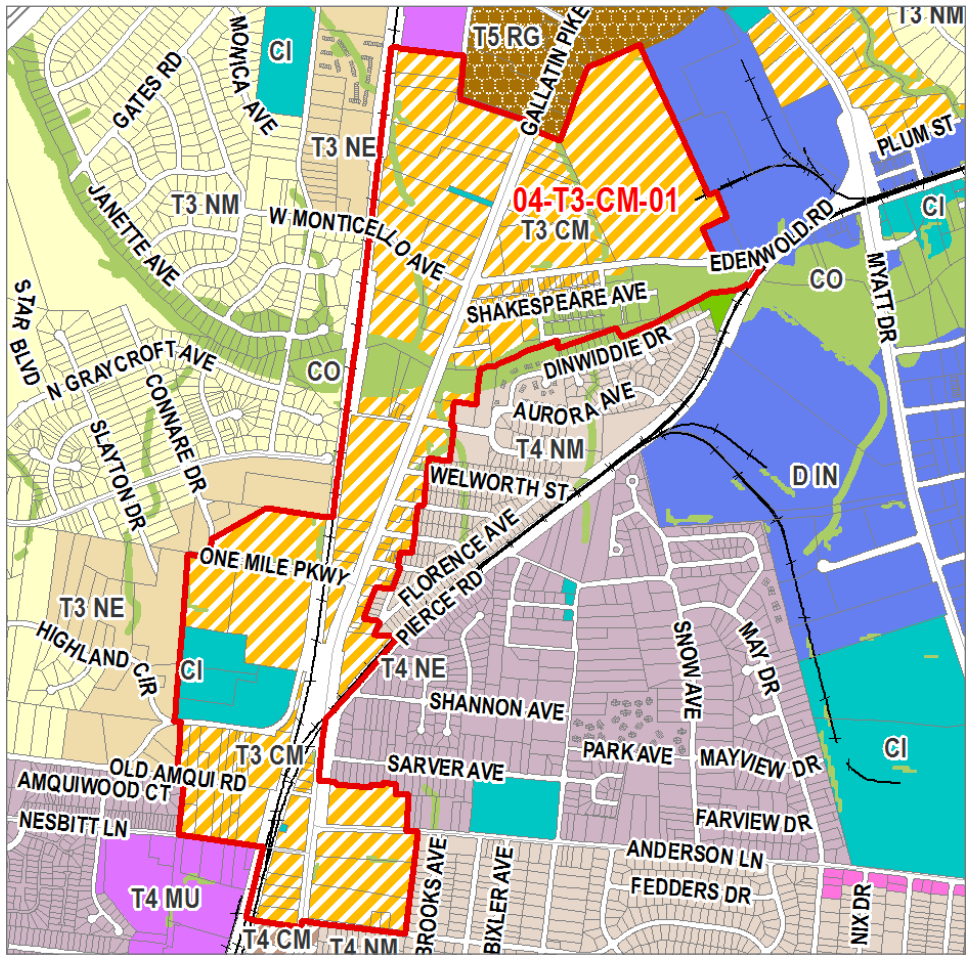
- Applies to the development, redevelopment or expansion of auto-related uses, as defined in the Metro Zoning Code under automobile repair, automobile sales (new and used) and automobile service.
- For the development, redevelopment or expansion of non-automobile related uses, the general principles found in T3-CM policy apply.

### ***Building Form and Site Design — Massing, Orientation and Setbacks***

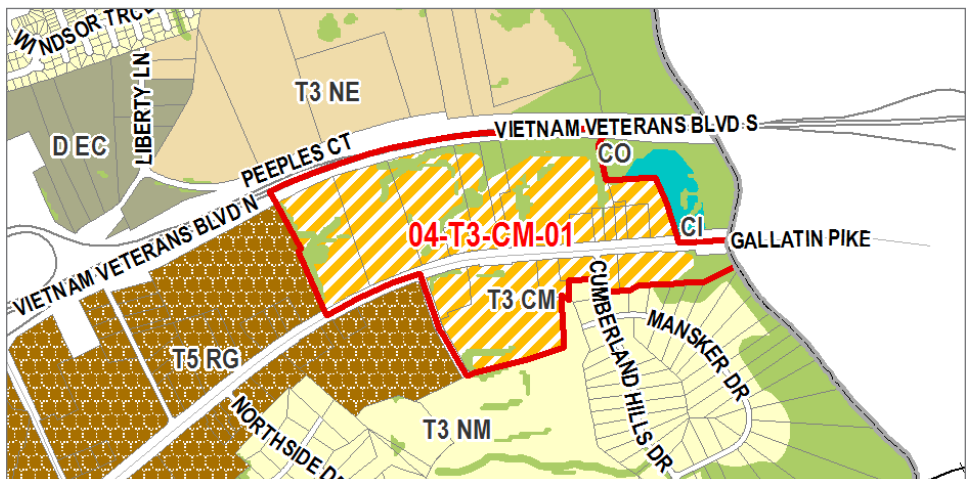
- Building square footage may deviate from T3-CM policy for massing (10,000 square feet or less of individual first floor tenant space). Building square footage may be considered on its merits, along with building orientation and placement.
- Buildings should be placed within moderate setbacks.
- Buildings, including entrances, should orient to Gallatin Pike.
- Moderate setbacks are allowed for the display and sale of new or used automobiles.
- Where automobile repair and service is accessory to new and used automobile sales, those buildings should not be seen from Gallatin Pike.
- Where automobile repair and service is the primary function, the portions of the building associated with repair and service (auto bays) should not be seen from Gallatin Pike.

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

- Provide landscaping for interior parking areas.
- Provide a knee wall between parking areas and the sidewalk. Exterior landscaping in the form of a planting strip or bushes may be used to enhance the knee wall.



SPA 04-T3-CM-01 boundary – Map 1 (south)



SPA 04-T3-CM-01 boundary – Map 2 (north)

- Use additional landscaping such as street trees within the planting strip between the road and the sidewalk.
- Provide landscaping as a buffer between properties in this T3-CM area and adjacent less intense policy areas.
- Chain linked fencing or fencing with razor or barbed wire is not appropriate along any public right-of-way or within 25 feet of right-of-way.

**Building Form and Site Design — Parking**

- Additional rows of parking may be considered between the building and the street with appropriate landscaping.

**Building Form and Site Design — Signage**

- Use consistent, themed signage and way-finding programs for sites with multiple automobile retailers and associated services.
- Monument signs are appropriate and are encouraged to be consolidated to greatest extent possible.

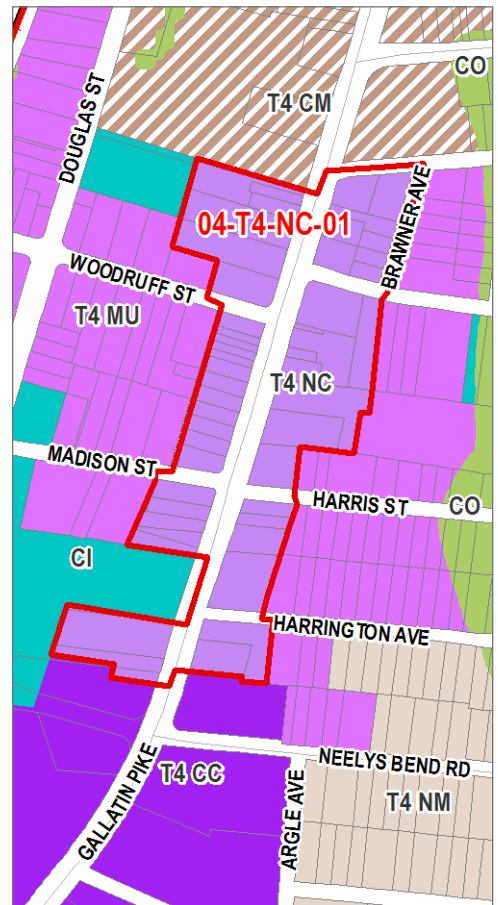
**SPA 04-T4-NC-01 — Historic Downtown Madison**

Madison’s Urban Neighborhood Center (T4-NC) Policy Area 1 is referenced as 04-T4-NC-01 on the accompanying map and consists of the area known as Downtown Madison on Gallatin Pike between Neely’s Bend Road and Maple Street. This SPA is intended to encourage the area to develop into a “Main Street” — a pedestrian-friendly, mixed use community focal point at a scale that is appropriate for its surrounding community. Gallatin Pike is currently a state highway that is designed to move traffic efficiently. In this SPA, however, the corridor’s design and form is encouraged to calm traffic, to create a safe environment for pedestrians, and to heighten the awareness of the commercial businesses. Two sets of policies apply with this SPA and are described under the Application heading. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T4-NC policy applies.

**Application**

Redevelopment may occur incrementally, with reuse of existing buildings, or as larger wholesale redevelopment.

- Wholesale redevelopment of property in this area should follow T4-NC policy and “Wholesale Redevelopment Guidance” policy below.
- Where incremental development occurs — reuse of existing buildings — T4-NC policy should guide development except as provided in “Reuse of Existing Structures Guidance” below.



SPA 04-T4-NC-01 boundary

## *Wholesale Redevelopment Guidance*

### General Characteristics — Service Area

- Service area may be expanded beyond meeting service needs of residents within a five to ten minute drive in order to serve a wider geographic area inclusive of multiple communities with unique businesses and services.

### Building Form and Site Design — Parking

- Consider parallel parking where adequate right-of-way exists.
- Design parallel parking so that it does not interfere with the sidewalks in front of the building.

### Building Form and Site Design — Utilities

- Relocate existing overhead utilities underground, if possible. If underground utilities are not feasible, locate utilities in alleys or at the back of the property and off Gallatin Pike.

### Zoning

- MUN-A
- MUL-A
- Design-based zoning

## *Reuse of Existing Structures Guidance*

### Building Form and Site Design — Parking

- Where there are no constraints in providing parking behind or beside the building, head-in angled parking should be removed, and areas in front of the building should be reclaimed and enhanced to provide pedestrian facilities and amenities.
- Where constraints exist in providing parking behind or beside the building, head-in angled parking should be enhanced to become clearly distinguishable from the pedestrian sidewalk in front of the building and the road from which it is accessed. Head-in angled parking should be enhanced by repositioning parking in a way that it does not interfere with pedestrian sidewalks in front of the building.
- Reduced parking requirements may be considered on their merits if a redevelopment proposal can demonstrate its ability to either provide shared parking on-site; utilize off-site shared parking facilities; or if a redevelopment proposal can demonstrate the need for fewer parking spaces.

### Connectivity — Pedestrian/Bicycle

- Enhance sidewalks in areas where head-in angled parking currently exists to be clearly distinguishable from parking areas.
- Consider incorporating the multiuse path that is planned adjacent to Gallatin Pike in conjunction with development proposals involving any properties in this area that are adjacent to the corridor.

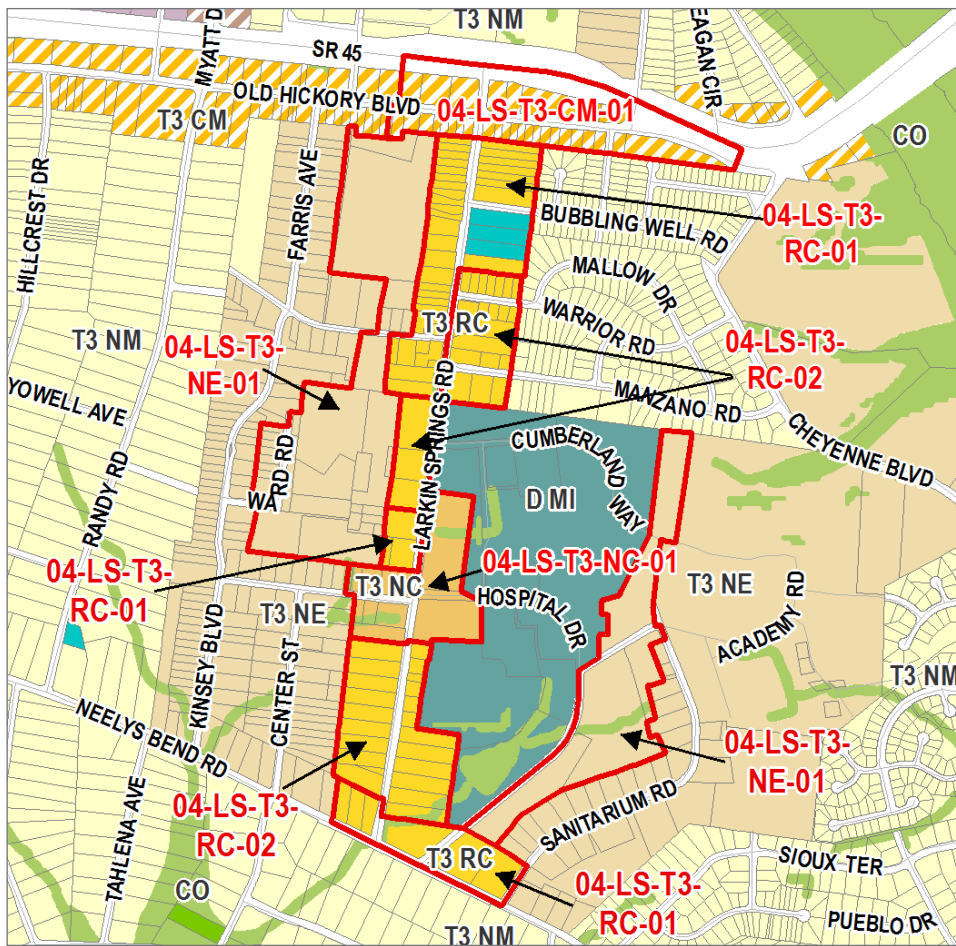


## Larkin Springs Road Supplemental Policy Areas

The *Larkin Springs Road Detailed Community Character Plan*, created in 2007, identified policies to guide future growth of the Larkin Springs Road area between Neely's Bend Road and SR 45. The policies created in that plan have been incorporated into the supplemental policies listed below. Larkin Springs area supplemental policy areas are shown together on accompanying the Larkin Springs Road SPA map.

### SPA 04-LS-T3-NE-01 — Neighborhood Evolving

Madison's T3 Suburban Neighborhood Evolving (T3-NE) Area 1 is referenced as 04-LS-T3-NE-01 on the accompanying Larkin Springs Road SPAs map. In addition to T3-NE policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-NE and CO policies applies.



### ***Building Form and Site Design — Massing, Orientation and Setbacks***

- New buildings should be placed within a shallow setback with shallow spacing of ten feet between buildings.
- New buildings should create an attractive, active street frontage through the use of entries, windows, porches, and balconies.

### ***Connectivity — Vehicular***

- Extend Warrior Road, Bubbling Well Road, and Cumberland Way to create east-west connections.
- Extend Center Street as a north-south connection from Old Hickory Boulevard to Hospital Drive.

### ***Building Types***

- House

### ***Zoning and Building Form and Site Design — Density***

- Density should not exceed what is possible through the current RS10 and RS7.5 zoning districts.

## **SPA 04-LS-T3-RC-01 — Residential Corridor 1**

Madison's T3 Suburban Residential Corridor Policy (T3-RC) Area 1 is referenced as 04-LS-T3-RC-01 on the accompanying Larkin Springs Road SPAs map. In addition to T3-RC policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the the T3-RC and CO policies applies.

### ***Building Form and Site Design — Density***

- Maximum density for this area is six dwelling units per acre.

### ***Zoning***

- Zone districts up to RM6, accompanied by a design-based zoning district will be considered on their merits.

## **SPA 04-LS-T3-RC-02 — Residential Corridor 2**

Madison's T3 Suburban Residential Corridor Policy (T3-RC) Area 2 is referenced as 04-LS-T3-RC-02 on the accompanying Larkin Springs Road SPAs map. In addition to T3-RC policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-RC and CO policies applies.

### ***Connectivity — Vehicular***

- Extend Cumberland Way and Warrior Road to create east-west connection to a proposed north-south extension of Center Street.

### ***Building Types***

- House

### ***Zoning and Building Form and Site Design — Density***

- Density should not exceed what is possible through the current RS10 and RS7.5 zoning districts.

## **SPA 04-LS-T3-NC-01 — Neighborhood Center**

Madison's T3 Suburban Neighborhood Center (T3-NC) Area 1 is referenced as 04-LS-T3-NC-01 on the accompanying Larkin Springs Road SPAs map. In addition to T3-NC policy, Conservation (CO) policy is also applied to a portion of this SPA containing sensitive environmental features. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T3-NC and CO policies applies.

### ***Zoning***

- Design-based zoning

## **SPA 04-LS-T3-CM-01 — Mixed Use Corridor**

Madison's T3 Suburban Mixed Use Corridor (T3-CM) Area 1 is referenced as 04-LS-T3-CM-01 on the accompanying Larkin Springs Road SPA map. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the the T3-CM policy applies.

### ***Signage***

- Development with frontage on SR 45 and Old Hickory Boulevard should use building-mounted or awning signage on signage visible from SR 45.

## 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.



Peeler Park Greenway in Lower Neely’s Bend



Training for the Mayor’s 5k run



Nashville National Cemetery

*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 on 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