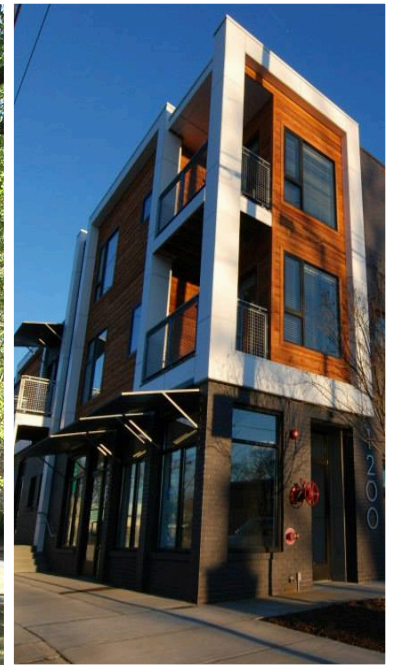
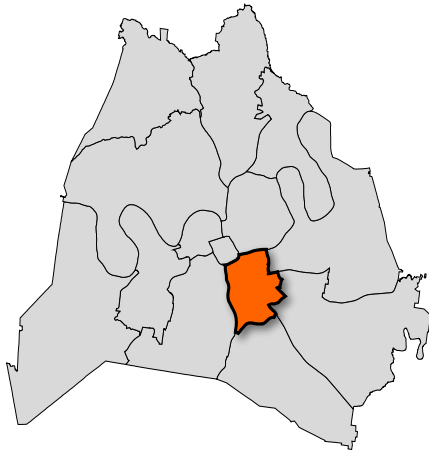




# A General Plan for Nashville & Davidson County

Adopted June 22, 2015  
Amended August 24, 2017

## Volume III: Community Plans



# South Nashville



**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;

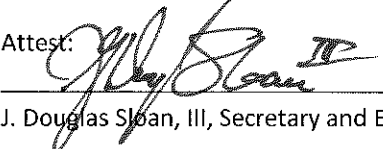
WHEREAS, the Metropolitan Planning Commission, empowered under state statute and the Charter of the Metropolitan Government of Nashville and Davidson County to adopt master or general plans for smaller areas of the county, finds that the process followed to develop the *NashvilleNext* General Plan included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



# SOUTH NASHVILLE

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## What is a Community Plan?

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

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

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

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

## History of the Planning Process

In 1988, the Planning Department began creating “community plans” as a means of fine-tuning the countywide general plan. These community plans examined specific issues and needs, and projected growth, development, and preservation in fourteen communities. The South Nashville Community Plan was first adopted by the Planning Commission in 1993, after working with a Citizens Advisory Committee.

The Planning Commission adopted the South Nashville Plan’s first update occurred in 1999 after several community workshops. The community’s second Plan update was adopted in 2007 after substantial community participation in workshops, including detailed design scenarios for the Nolensville Pike Corridor. 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, South Nashville continues to grow and strives to balance growth with preserving the character of established residential areas, while providing needed services, retail, recreation, and employment opportunities in centers and along corridors, improving their appearance and 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)





# SOUTH NASHVILLE

## Community Profile

### *Description/Location*

The South Nashville community is centrally located, extending from the southern edge of downtown southward about five miles to the Nashville Zoo at Grassmere; from I-65 eastward to the Donelson/Airport/Antioch areas. The South Nashville Community area covers approximately 9,787 acres, or 15.3 square miles. In terms of total land area, South Nashville is one of Nashville's smallest community plan areas, containing only about three percent of Davidson County's acreage. Only the Downtown and North Nashville communities are geographically smaller.

Viewed as a whole, the South Nashville community is a mixed use area that is predominantly developed, has little vacant land (just three percent in 2015), and has a diversity of land uses. Older residential neighborhoods near downtown are separated from other residential areas to the southeast by I-440 and a band of commercial and industrial uses extending diagonally southwest from the Cumberland River to I-65. The Nolensville Pike and Murfreesboro Pike corridors are flanked by classic, older urban residential neighborhoods, while the pikes themselves are primarily developed with commercial strip development.

The South Nashville community is bisected by CSX railroad lines, and I-40, I-24 and I-440. Nonresidential uses comprise 61 percent of the community's land uses (in 2015). Those uses dominate the northern and western sections of South Nashville. The southeastern section of the community is predominantly newer residential and commercial development that is mostly suburban in character. Among the more prominent nonresidential uses are The Fairgrounds Nashville (formerly named the Tennessee State Fairgrounds), Trevecca Nazarene University, CSX Radnor rail switch yard, and 100 Oaks — one of Nashville's earliest suburban shopping centers that, in recent years, has diversified its uses by adding significant medical offices as a branch of Vanderbilt medical.



Trevecca Nazarene University



Historic house along Second Avenue South



Celebrating ethnic diversity





**Chestnut Hill gateway**



**Community garden in Wedgewood-Houston**



**Fall-Hamilton School students**

### *Major Neighborhoods/Communities*

The South Nashville Community Plan area is comprised of a collection of unique communities ranging from urban to suburban. It includes Chestnut Hill, Glendriff, Glendriff Estates, Hill-n-Dale, Napier, Patricia Heights, Radnor, Raymond Heights, Wedgewood-Houston, Woodbine, and Woodycrest neighborhoods.

South Nashville also includes the incorporated City of Berry Hill. Most of Berry Hill is located in the western section of the South Nashville community; the remainder of Berry Hill is in the Green Hills-Midtown Community Plan area. Berry Hill is known as a “satellite city.” It is within the boundary of Davidson County, but retained its charter when the Metropolitan Government of Nashville/Davidson County was established. Berry Hill has its own planning and zoning and is not governed by this community plan. Berry Hill does coordinate with Metro Planning for harmonious development, has service agreements with Metro Government, and is represented in Metro Council. Berry Hill includes less than five percent of the South Nashville community’s land area. It is very mixed use in character and includes a sizeable portion of Woodlawn, one of South Nashville’s large cemeteries.

The South Nashville community is a culturally and historically rich mixed use area. The Adventure Science Center, the Fairgrounds Nashville, Trevecca Nazarene University, 100 Oaks, and the City Cemetery attract visitors from across the city and region. For convenience, the entire area is referred to as “South Nashville” in the community plan.

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



## History Highlights

The South Nashville area has a diverse collection of historic resources spanning Nashville's history. The area's proximity to downtown has made it attractive for residential development, while the presence of three major historic turnpikes — Lebanon Pike, Murfreesboro Pike, and Nolensville Pike — brought vehicular traffic and commercial development to the area. Highlights include:

- Native American groups valued this area as a rich hunting ground.
- The late 1700s brought European settlers to the area.
- Several of today's historic homes were built in the early 1800s.
- Around 1800, part of the area, around what later became Nolensville Pike, came to be known as Flatrock due to a landmark large flat rock, 40 feet wide and 50 feet long.
- The City Cemetery, established as Nashville's public burial ground in 1822, contains the graves of several early Nashville civic leaders.
- One of Nashville's premier Civil War resources, Fort Negley, is located on Chestnut Street and includes a Visitors' Center.
- Shortly after the Civil War, the area known as Trimble Bottom (now Chestnut Hill) developed as an African-American community, eventually including colleges and the original campus of Meharry Medical College.
- The Fairgrounds Nashville is the largest and last portion of a 640-acre tract of land belonging to Captain John Rains. John Rains was given the land by the U.S. government as a reward for service in the Revolutionary War.
- Railroad development, beginning in the 1850s, has greatly impacted South Nashville, especially Radnor Yards (a very large area of numerous rail lines)
- A stagecoach operated along Nolensville Pike from Nolensville to Nashville until 1910.
- Streetcars ran along Nolensville Pike from the 1890s until 1941.



**Nashville City Cemetery**



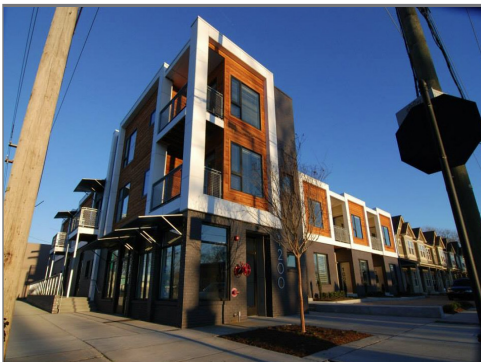
**Hubbard House, built in 1921**

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 the South Nashville Community, please visit: [www.nashville.gov/Planning-Department/Community-Planning-Design/Community-Plans.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design/Community-Plans.aspx)

## 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.



3rd & Chestnut in Chestnut Hill

## Role in the County and Region

As a community with regional destinations that is bounded and bisected by interstates, the South Nashville community demonstrates the interconnectedness of the Middle Tennessee region. This section considers South Nashville in the context of the region.

One of South Nashville's greatest strengths, in the regional setting, is its convenient location. The proximity of the community to downtown, three interstates, and other major corridors, which provide quick travel to other areas of the city, will continue to make South Nashville a desirable place to live and work. Another strength of the community is its growing immigrant and New American population.

Several neighborhoods in South Nashville are experiencing growth and infill housing pressures, such as Chestnut Hill, Wedgewood–Houston, and Woodbine. Commercial areas, located along Murfreesboro Pike, Nolensville Pike, and Thompson Lane, also are seeing infill development. Industrial areas are located along and off Lebanon Pike and Fesslers Lane with easy access to the interstate. Medical, retail, and entertainment services are provided at 100 Oaks. With the commercial and industrial development, the community has a significant economic base and is one of Nashville's major employment concentrations.

## *Economic Development, Transportation, and Local Workforce Assets*

South Nashville contributes to Nashville's role as the economic engine of the region by hosting a significant portion of office, commercial and industrial land. In 2015, 2,800 acres of South Nashville was used for office, commercial, and industrial uses. This represents 37 percent of South Nashville's total acreage.

The concentration of office, commercial, and industrial uses is driven, in part, by the accessibility of South Nashville, which is connected to I-65, I-440, I-24, and I-40 as well as to the rail lines at Radnor Yards. Nashville is somewhat unique in that three interstates converge in the city near downtown. South Nashville's excellent access to the regional transportation system makes the community an attractive location for businesses relying on the swift efficient movement of their products and employees. South Nashville is conveniently located within five to fifteen minutes of downtown. This means that the area is attractive to firms that

have dealings downtown, but wish to avoid its high land costs and leases. The permeability of South Nashville to these interstates and to rail makes the community an attractive home for office, commercial, and industrial uses, meeting a critical need for the city and region.

The railroad and interstate systems have created a strong industrial presence in South Nashville. Areas along or near Fesslers Lane, north of Lebanon Pike, and near Radnor Yards are industrially developed and vital to the local economy and employment base. Due to transportation advantages and the close proximity of residential neighborhoods, the industrial uses in South Nashville are more often home to warehousing and distribution facilities instead of “smokestacks.” However, some tensions are created by different land uses when industrial uses abut residential areas. Even small-scale industrial businesses can create truck traffic that often uses residential streets, causing noise, additional traffic, and pedestrian/vehicle conflicts.

The Wedgewood-Houston neighborhood is seeing new development projects that support the “maker culture.” Maker culture is a broad category, but refers to a do-it-yourself culture blending design, technology, and small-scale manufacturing with creativity. Development mixes offices, retail, and housing to produce everything from electronics, printing, technology, music, food, film, metalworking, woodworking, artisan goods, and traditional arts and crafts. Older buildings in the area contain artisan, industrial uses, while new buildings are being constructed for a range of uses.

There is a wide range of goods and services available throughout South Nashville. Major streets offer a vibrant array of retail and service industries including restaurants, small offices, and specialty shops. Both Nolensville Pike and Murfreesboro Pike contain ethnic restaurants and shops that cross a wide swath of cultures, including Hispanic, Ethiopian, Kurdish, Persian, and Somali. Small businesses benefit from good visibility, the nearby residential market base, and a growing “brand” as a destination for ethnic food, goods, and culture. As a result, the number of businesses in the area is increasing.

While South Nashville is well served by major transportation facilities, the interstates and rail lines are also barriers that divide and restrict movement, especially east-west, within the community.



**Radnor Yards**



**Houston Station in Wedgewood-Houston**



**New housing along Chestnut Street**



## 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.

## *Housing — Residential Development*

South Nashville’s concentration of office, commercial, and industrial uses creates a situation called “jobs/housing balance,” where there is significant employment in close proximity to residences. This is fairly unique in Nashville/Davidson County, where residential neighborhoods are often separated from employment. Office, commercial, and industrial uses make up 37 percent of the land in South Nashville, while residential uses represent 36 percent of land use. The remaining land (22 percent) is community services, institutions, and open space, and 3 percent vacant land (in 2015). The result is that residents of South Nashville have more opportunities than most Nashvillians to live and work in the same community. In addition to lessening commuting times, this creates a unique sense of investment in the community.

There is a diversity of housing types and settings in South Nashville, although on a smaller spectrum than the rest of Davidson County. Inner-ring neighborhoods such as Wedgewood-Houston, Chestnut Hill, Woodbine, and Radnor provide housing in an urban context, while Glenciff, Patricia Heights, Glenciff Estates, Raymond Heights, and others offer a more suburban setting. The range of available housing extends from small, shotgun-style homes, to ranch-style homes, to newer, more modern housing, townhomes, and flats. South Nashville residents are strongly committed to preserving the character of existing neighborhoods while providing additional housing options at a varying range of price points to maintain housing affordability.



### *Growing Immigrant and New American Population*

South Nashville is an ethnically diverse area where Hispanics comprise 22 percent of the community’s population, according to the American Community Survey 2011-2015. In addition to the Latino population, there are other ethnic groups including Kurdish, Somali, Sudanese, Turkish, and Ethiopian.

Nolensville Pike is a popular area for ethnic restaurants/businesses and a diverse population and functions as a hub of commercial activity oriented to immigrants, foreign-born residents, and other Nashvillians and tourists interested in various cultures. The diverse, international community with its unique business mix provides exceptional potential for marketing and place-making. In addition, the economic impacts and cultural contributions of the ethnic population extend far beyond the businesses.

One prominent building is Casa Azafrán, a unique South Nashville community service, which opened in 2012. Casa Azafrán, located along Nolensville Pike, serves as a gateway to Nashville’s most international and socially diverse area. It provides event space and houses nonprofits who offer services in education, legal, finance, health care, and arts to immigrants, refugees, and the community. The facility also offers event space and a commercial kitchen. It serves as a central gathering place for learning, meaningful interaction, and cross-cultural exchange.

Casa Azafrán partners with Metro Nashville Public Schools to house an Early Learning Center. The center prepares students for successful entry into kindergarten, using a curriculum of learning, outdoor experiences, and play-based academics. Operation of this pre-k helps strengthen services for students from non-English-speaking backgrounds, who made up a quarter of all Metro students (in 2015).

### *Recreational — Parks and Community Services*

South Nashville’s primary contribution to the Middle Tennessee region in community services and open space is the Adventure Science Center, The Fairgrounds Nashville, and historic Fort Negley Park. The Adventure Science Center has long been a draw to residents of, and visitors to, Nashville/Davidson County. The center includes hands-on exhibits, workshops, lectures, camps, special events, and a planetarium.

Fort Negley Park, a fortification built by Union soldiers after the fall of Nashville in 1862, is another significant regional and national draw. With few remaining Civil War sites in Nashville/Davidson County, Fort Negley is important to history and cultural tourism. Recent improvements include an interpretive walking path and visitors’ center.



**Community event showcasing cultural diversity**



**Casa Azafrán on Nolensville Pike**



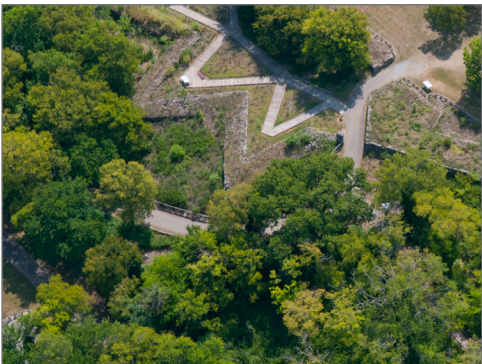
**Community festivals, representing a wide range of cultures**



**Adventure Science Center**

The community also has The Fairgrounds Nashville, located on 117 acres, which hosts numerous special events during the year , including a monthly flea market as well as various trade shows and meetings. It is also home to the annual Tennessee State Fair.

From 1978 to 2014, Greer Stadium was the home of the Nashville Sounds, the city’s minor league baseball team. Even with numerous upgrades and repairs over the years, Greer became one of the oldest minor league stadiums and fell below professional baseball standards. In 2015, the Sounds began playing at the newly constructed First Tennessee Park, two miles north of Greer Stadium in the Sulphur Dell neighborhood in downtown Nashville. Currently, discussions about redeveloping part of the former Green Stadium site are underway.



**Fort Negley and the green network**

All of these facilities are a local source of recreation and jobs for area residents and provide economic spin-off effects for nearby businesses. These facilities also represent committed private and public financial investments in the community and strong reasons for improving the infrastructure and physical attractiveness of the surrounding areas.

South Nashville contributes 1,617 acres (22 percent of its land uses in 2015) to open space, civic facilities, schools, community centers, common open space areas of residential developments, cemeteries, and places of worship. The community has several small parks and the large, regional Coleman Park. South Nashville also has the potential for an expanded greenway system. Greenways are envisioned along all three major waterways in the community — the Cumberland River, Mill Creek, and Browns Creek. Mill Creek Greenway has been expanded in recent years.



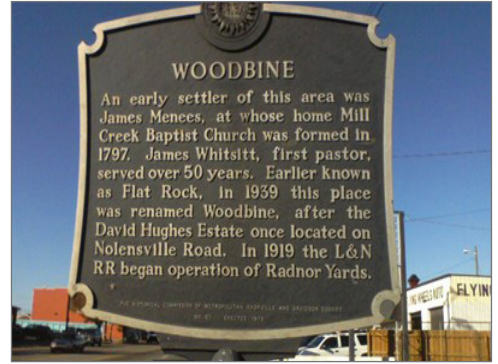
**Coleman Park**

Finally, South Nashville boasts archeological sites and areas that contain rare or endangered plant or animal species. These areas are not named, due to their sensitive nature, but are on file at the Tennessee Department of Environment and Conservation (TDEC). Two areas that are named are a privately-owned 15-acre island in Mill Creek south of Murfreesboro Pike that is a habitat for black and yellow-crowned herons and a 46-acre floodplain area north of Murfreesboro Pike along Mill Creek owned by the State of Tennessee. Both provide important natural habitats and open space along an important waterway.





Tennessee State Fair at The Fairgrounds Nashville



Woodbine historical marker



St. Patrick's Church in Chestnut Hill



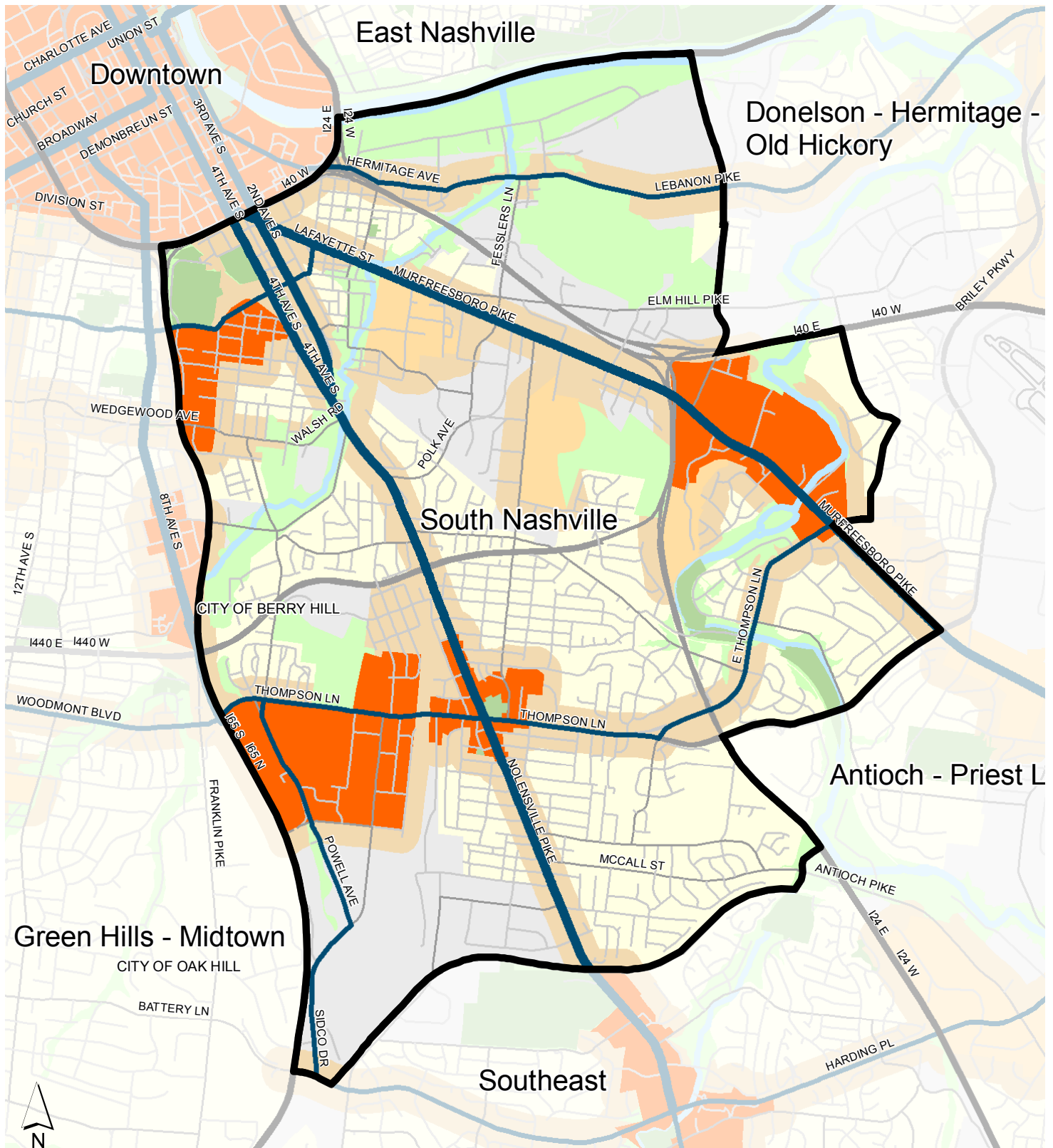
Napier Community Center



Materials in Spanish at a NashvilleNext community meeting



**Figure SN-1: Growth & Preservation Concept Map**  
 South Nashville detail



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



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

The Growth & Preservation Concept Map (Concept Map) is a county-wide vision and tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment align 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:

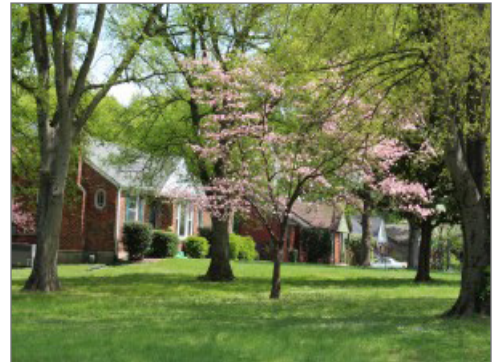
- Protect sensitive environmental features;
- Build a complete transit network;
- Maintain household affordability across income levels;
- Create “activity centers” — areas of employment, residences, services, civic uses, retail, and restaurants — throughout most parts of Davidson County;
- Protect and 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 South Nashville, shown in Figure SN-1, illustrates the key concepts listed above: strategically locating new residential development; preserving and expanding affordable housing option; enhancing commercial centers and corridors to provide more desired retail and services; preserving established residential areas; protecting floodway/ floodplain areas; and adding more connectivity, primarily through bikeways, greenways and multi-use paths.

The Concept Map for South Nashville represents the vision for the community. The starting point for the map was the South Nashville Community Plan update (2007) and its amendments and detailed design plans, along with consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that South Nashville has faced. The Concept Map also reflects the input received during NashvilleNext, on how South Nashville should grow, on what the vision for Nashville is in the future, and deliberation on what role South Nashville should play in the future.



**Houses in Wedgewood-Houston**



**Houses in Glendale**



**Area youth enjoying Coleman Park**

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)



**Fort Negley**



**House in Radnor**



**House of worship in Glenciff**

### *Green Network*

The Green Network on the Concept Map reflects natural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains).

In the South Nashville community, most of the Green Network is floodways and floodplains. Since South Nashville is predominantly developed, very little of the area remains in an undisturbed, natural state. Areas with slopes of 20 percent or more (or a rise of 20 feet or more for every 100 feet of horizontal distance) are practically nonexistent, with the exception of steep terrain around Fort Negley.

### *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. In South Nashville, neighborhoods are urban and suburban in character.

While South Nashville currently has a range of housing options, additional housing types should be provided in strategic locations. The Concept Map and the South Nashville Community Plan recommend strategic locations for additional residential density — generally in existing commercial centers or corridors — to support businesses and eventual transit. For all residential developments, the Community Plan and the Community Character Manual (CCM) provide guidance on building and site design to reflect the rural, suburban, or urban setting in which residential development is located.

Providing additional housing options in strategic locations, such as within centers or on prominent corridors, addresses several goals. Housing choices can allow South Nashville residents to “age in place” by providing a variety of housing types to meet each stage of a person’s life, from starter homes to retirement communities. Creating housing choices at strategic locations creates housing that is attainable for residents with varying incomes. This ensures that South Nashville has housing for the diversity of



workers needed in the community and Davidson County — from service workers to teachers and police officers and nurses to executives. Providing housing that is attainable for residents of all incomes keeps the community and its economy resilient. Finally, creating housing choices keeps the South Nashville community competitive in the region in the face of changing demographics and market preferences.

### ***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 in proximity to 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. The residential and mixed use Community Character Policies contain guidance on how to design transitions and infill development. The Community Character Manual (CCM) also includes a policy category called Transition that can be applied in Transition and Infill locations where small-scale offices or multifamily housing would be appropriate.

In the South Nashville community, Transition and Infill areas include areas around existing centers and along corridors, such as Nolensville Pike, Murfreesboro Pike, and 100 Oaks.

### ***Centers***

The Centers included on the Concept Map build on existing commercial center areas 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.



**Townhomes along Chestnut Street**



**Mixed use in Berry Hill**

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

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.



One Hundred Oaks

In the South Nashville community, Tier One Centers are located in the non-residential portion of the Wedgewood-Houston area, Murfreesboro Pike/Thompson Lane, Nolensville Pike/Thompson Lane, and 100 Oaks. Tier Three Centers are located at Murfreesboro Pike/Fesslers Lane and along the Murfreesboro Pike and Lebanon Pike corridors.

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

### *High Capacity Transit Corridors*

The High Capacity Transit Corridors shown on the Concept Map are envisioned to support high capacity transit — from Bus Rapid Transit Lite (BRT Lite) service to transit running in its own lanes or right-of-way, such as Bus Rapid Transit or light rail. High Capacity Transit Corridors are defined as “immediate need” 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 timeframe — more than ten years — because these corridors currently do not have the density of jobs and/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) (along with their masterplan update, nMotion) and the Metropolitan Planning Organization (MPO — the regional transportation planning body). The Concept Map also identifies regional transit connections to Clarksville, Gallatin, Lebanon, Murfreesboro, and Franklin.

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



Woodbine businesses



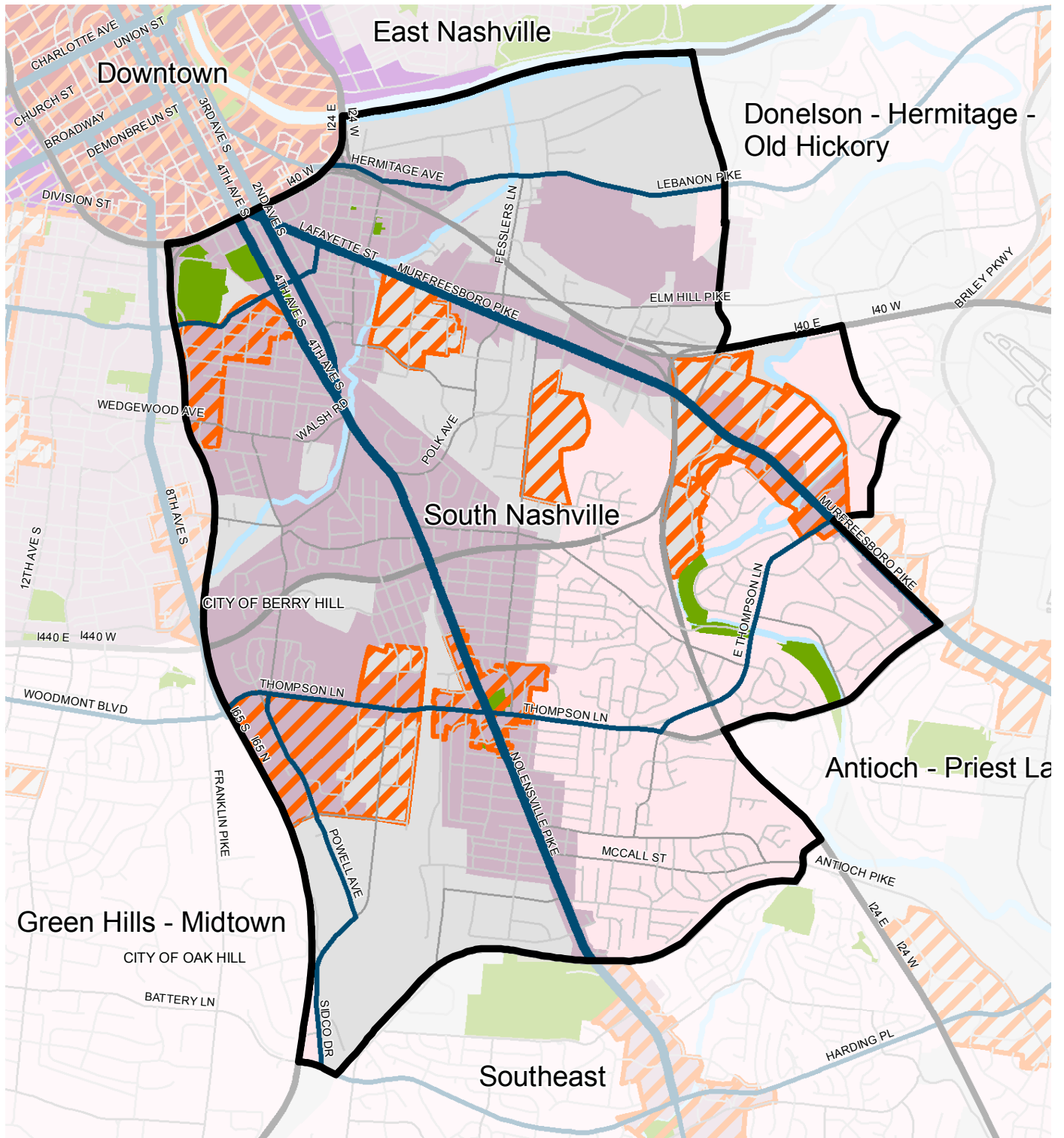
Trevecca University



MTA bus stop

**Figure SN-2: Transect Map**

South Nashville detail



**Transects Legend**














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





Figure SN-3: The Transect

## The Transect

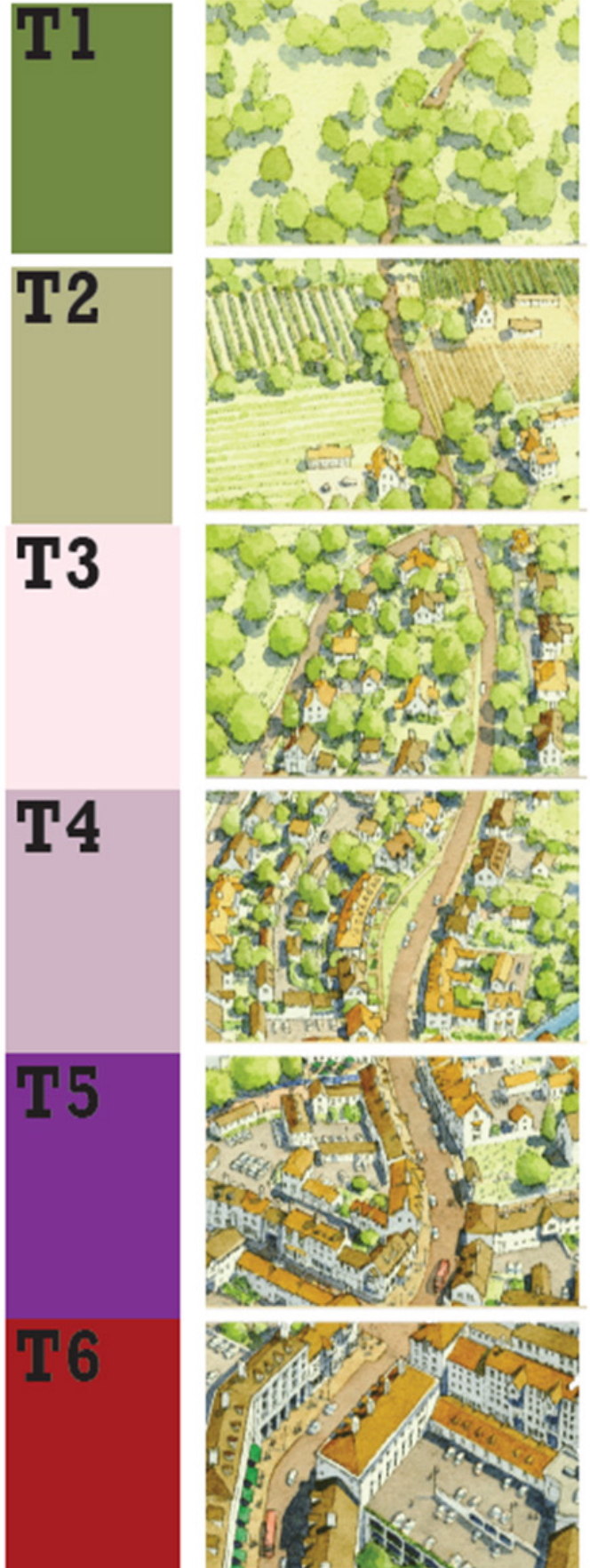
Planning in Nashville has, for many years, used the “transect,” which is a system for categorizing, understanding, and guiding the various development patterns of a region, from the most rural to the most urban. The transect calls for all elements of the natural and built environment to be consistent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

- T1 Natural: Not present.
- T2 Rural: Not present.
- T3 Suburban: Includes part of Glendale neighborhood and eastern portions of South Nashville.
- T4 Urban: Includes much of the community, from the neighborhoods south of Downtown to areas along Murfreesboro Pike, Nolensville Pike, and Thompson Lane.
- T5 Centers: Not present.
- T6 Downtown: Not present.
- D District: Includes areas with special uses, such as industrial areas, universities, areas of concentrated employment, and impact areas such as Radnor Yards.

The transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that portions of the South Nashville 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 SN-2 shows the transect in the South Nashville Community Plan area.

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



## Community Character Policy Map

The South Nashville Community Character Policy Map builds upon the Growth & Preservation Concept Map. The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area in the South Nashville community. Refer to Figure SN-4 for a map of the Community Character Policies.

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

The South Nashville Community Plan uses Community Character Policies that are tailored to urban and suburban character and that honor the diversity of character from the area's many urban neighborhoods to the area's southeastern suburban neighborhoods. The Community Character Policies avoid one-size-fits-all development and reinforce and enhance the development pattern of existing neighborhoods. The policies thoughtfully encourage additional housing options in strategic locations, enhance the character of mixed use centers and corridors, and preserve green spaces and environmentally sensitive features.

South Nashville's natural and open space areas include areas with environmentally sensitive features, mainly floodplains, as well as public parks. As a result of the May 2010 flooding, the plan encourages the preservation of all environmentally sensitive features, particularly floodplains and floodways, through the use of Conservation policy. Conservation policy encourages the preservation and/or reclamation of these features. 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. Preservation of these areas can reduce the impact of flooding in the future by slowing down and absorbing stormwater runoff during rain events.



Houses in Glenciff



New houses along Wedgewood Avenue



House in Radnor



The South Nashville community's desire to maintain and enhance its established urban and suburban residential neighborhoods is shown by the placement of Neighborhood Maintenance policy. However, to maintain long-term sustainability of the community and to enhance housing choices for residents at every point in their lives, an appropriate mixture of housing types must still be provided in the community. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving, Center, and Corridor policy areas. Experiencing large amounts of infill, Wedgewood-Houston and Chestnut Hill are placed in Neighborhood Evolving policy due to the neighborhoods' desire to retain a mixture of housing types at various price points for housing attainability. Providing diverse housing types allows individuals to relocate within the same community as their needs and circumstances change. The provision of diverse housing types also creates more opportunities for uses within the mixed use centers that serve the needs of the surrounding neighborhoods, such as cafes, coffee shops, boutiques, and small shops. Currently, some businesses would argue it is not viable for them to locate in the community because there are not enough people living in the area to support their businesses. The most intense residential uses should occur within mixed use buildings in center areas. Residential uses should become less intense as they move away from the center areas. Along the edges of centers, as the center transitions into the surrounding predominantly single family neighborhoods, single family houses should dominate.

Another area of emphasis on the Concept Map is enhancing centers and corridors. South Nashville has several prominent corridors, such as Nolensville Pike, Murfreesboro Pike, Lebanon Pike, and Thompson Lane. The community also has several commercial centers that serve the community. They range from small-scale neighborhood centers, such as the small center at Glenrose Avenue and East Thompson Lane, to larger community centers, such as the center at Nolensville Pike and Thompson Lane. Centers and corridors should be enhanced by adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and additional transportation options such as transit. The transition between these higher-intensity areas and the surrounding neighborhoods should be addressed through well-designed land use transitions sensitive to adjacent residential areas. Community members over the years have voiced a vision for re-creating a historically proven pattern of providing commercial services that meet the daily needs of residents at strategically placed nodes within walking distance of existing neighborhoods.



**Dudley Park in Chestnut Hill**



**Coleman Park Community Center**

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)



Drake Motel on Murfreesboro Pike



NashvilleNext meeting at Casa Azafrán



City Cemetery on Fourth Avenue South

Please see “How to Use the Community Character Policies” section on page 29 for more guidance.

Appropriate uses within mixed use centers are those that will satisfy the daily needs of the surrounding neighborhoods. These uses may include, but are not limited to, restaurants, retail shops, offices, service-oriented businesses, and entertainment facilities. Providing retail uses in close proximity to residential uses permits residents and workers to walk or bicycle to receive basic goods and services. Residential uses also allow 24-hour surveillance of streets, buildings, and public gathering spaces located at the core of walkable centers to enhance safety in these areas.

Existing commercial and industrial areas are placed in Center and District policies, respectively, to maintain employment options that give South Nashville its unique balance of employment and residential.

The South Nashville community has significant assets to provide to the surrounding communities in Davidson County and to the Middle Tennessee region in terms of housing convenient to employment, attractive business locations, diverse employment opportunities, ethnic businesses and services, and enjoyable recreational offerings. As is the case with many older urban areas, South Nashville faces a myriad of challenges, including the preservation of existing housing, the provision of affordable housing, the enhancement of educational and employment opportunities, and the determination of appropriate areas for additional growth and redevelopment. The South Nashville community’s future vitality depends on how it capitalizes on its assets to continue being a desirable business and residential area with densities and intensities to support desired commercial development while protecting the character of its established neighborhoods.



Merritt House in Chestnut Hill





Mt. Olivet Cemetery



Houston Station in Wedgewood-Houston



New house in Wedgewood-Houston



House in Glenciff



Business along Sidco Drive



Ft. Negley Center



Older house in Woodbine



# Community Character Policy Map: South Nashville

- 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 NM Rural Neighborhood Maintenance
  - T2 NC Rural Neighborhood Center
  - 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 IN District Industrial
  - D MI District Major Institutional
  - D OC District Office Concentration
  - D DR District Destination Retail
  - D EC District Employment Center
  - D I District Impact
  - Water

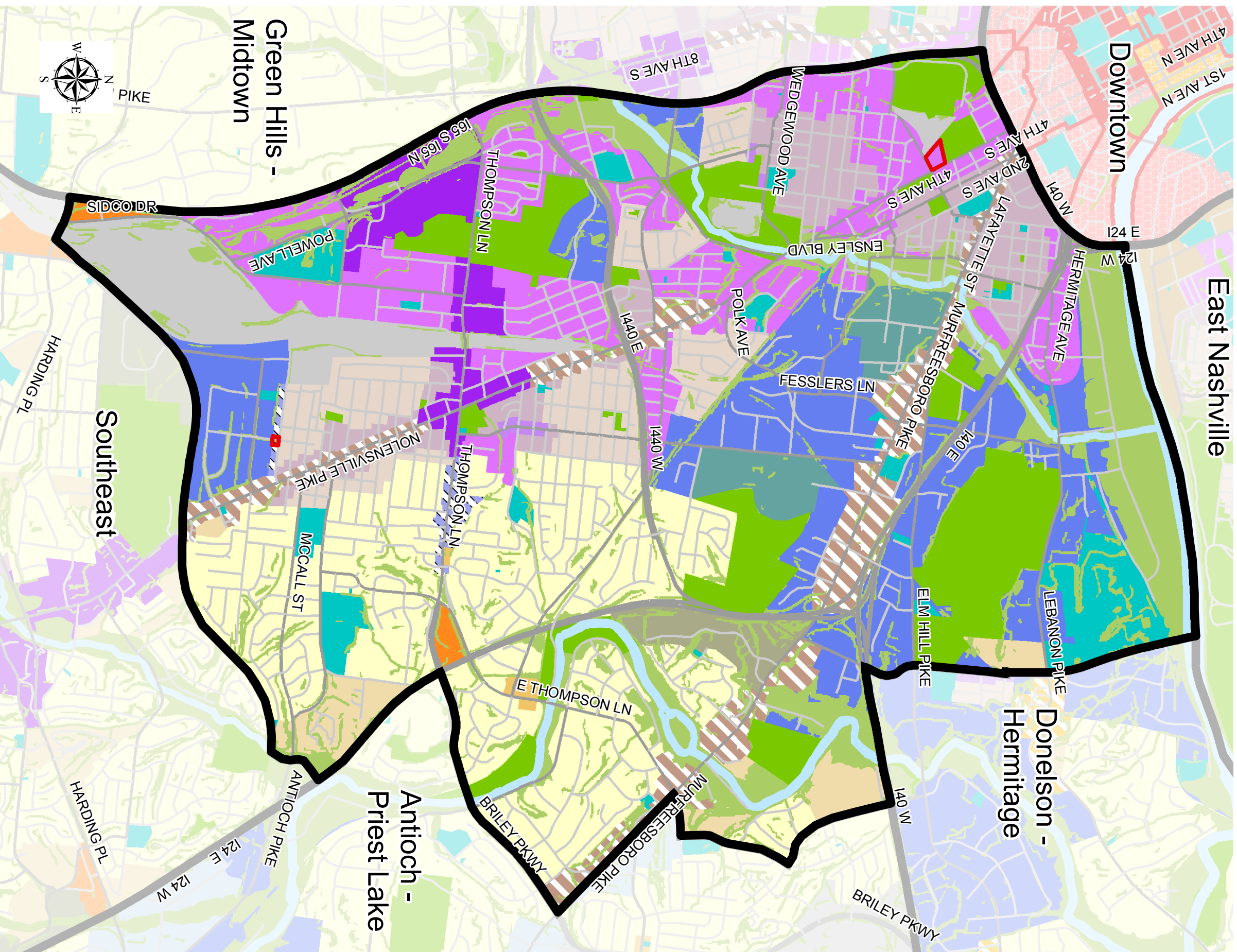


Figure SN-4: Community Character Policy Map



## 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."

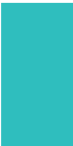
### **Finally, read the "General Principles" in the CCM for additional guidance on specific development and preservation topics.**

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.



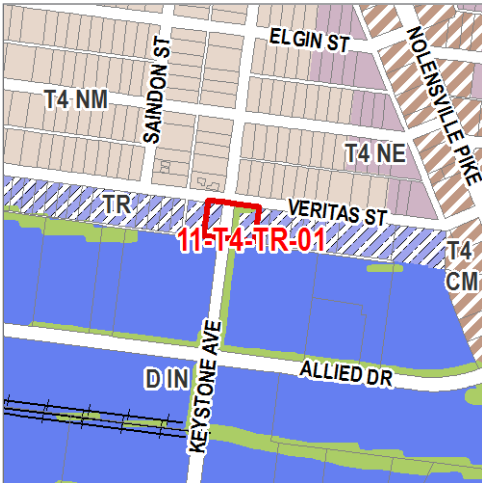
**D Office Concentration (D OC)** – Intended to maintain, enhance, and create Districts where office use is predominant and where opportunities for the addition of complementary uses are present. The development and redevelopment of such Districts occurs in a manner that is complementary of the varying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

bikeable over time to connect pedestrians and cyclists to transit more seamlessly.

Please see “How to Use the Community Character Policies” section on page 29 for more guidance.

### Supplemental Policies

The South Nashville 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 the South Nashville community. The policies are intended to coordinate the elements of development to ensure that the intended character of an area is achieved. The policies provide guidance on appropriate building types/designs, appropriate location of buildings 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 or refined to address the characteristics of the area. In these cases, there are “supplemental policies” that are applied. The Supplemental Policy Areas (SPAs) for South Nashville are described below.



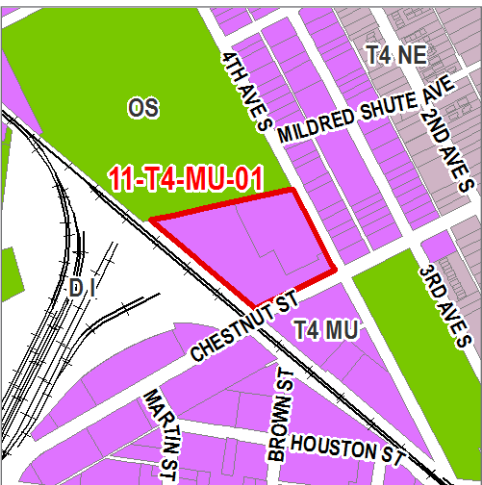
SPA 11-T4-TR-01 boundary

#### SPA 11-T4-TR-01 — Veritas Street and Keystone Avenue

South Nashville’s Urban Transition (TR) Area 11-T4-TR-01 applies to a small area along Veritas Street. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the TR policy applies.

#### Appropriate Land Uses

In addition to the uses supported by the Transition policy, appropriate uses at this entrance to the neighborhood include those allowed in the MUN base zoning district. To ensure good design, all uses allowed only by the MUN district should be implemented through a design-based zoning district, should be residential in scale and character, should be oriented toward Keystone Avenue, and should not exceed the bulk standards for the MUN district.



SPA 11-T4-MU-01 boundary

#### SPA 11-T4-MU-01 — Chestnut Street/Fourth Avenue North

South Nashville’s Urban Mixed Use (T4-MU) Area 11-T4-MU-01 applies to properties bounded by the Nashville City Cemetery to the north, Chestnut Street to the south, Fourth Avenue South to the east, and the CSX rail lines to the west. In this SPA, the following policies apply. Where the SPA is silent, the guidance of the T4-MU policy applies.



Buildings of heights above the five or six stories described in this SPA may be permitted with the following guidance.

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

Buildings of heights of up to five stories are generally most appropriate in this area because of its small blocks and narrow streets. Buildings of nine stories may also be appropriate in portions of this SPA due to its proximity to the Wedgewood-Houston Tier One Center, the Downtown Nashville Tier One Center, and its location along an Immediate Need segment of a High Capacity Transit Corridor, provided that sufficient attention is paid to:

- High quality urban design, including building design, as well as the pedestrian realm. This includes avoiding the effects of taller buildings overshadowing the constrained neighborhood streets (Fourth Avenue South and Chestnut Street), or the historic Nashville City Cemetery to the north. Adequate distance from the cemetery and neighborhood streets must be provided.
- Careful attention to the design details of taller building, such as setbacks, placement of doors and windows, stoops and porches, and the location of parking garage entrances, in addition to massing of the buildings.
- Provision of open space and landscaped areas within the development, to allow for places for pedestrians to congregate, and variety in the built environment.
- Providing safe and comfortable walking and biking facilities, in addition to managing potential impacts, such as increased traffic and demand for parking, in the adjacent neighborhoods are also important factors in considering whether additional height for buildings in the SPA would be appropriate.

Please see “How to Use the Community Character Policies” section on page 29 for more guidance.

### ***Connectivity — Pedestrian/Bicycle***

- Pedestrian and bicycle connectivity through the site is important, as well as providing access to the high capacity transit along Fourth Avenue South. MTA has recommended this intersection for a transit shelter, the location of which should be considered in new development projects within this SPA.
- Buildings of additional height within the development must not negatively impact the pedestrian experience; elements such as sidewalks and the streetscape should be in scale with the massing of buildings exceeding five stories (i.e. wider sidewalks for taller buildings).

### ***Transitioning — Adjacent Historic Landmark — Nashville City Cemetery***

- Buildings in this SPA should be designed in a manner that does not negatively impact the Nashville City Cemetery. No building should cast excessive shadows on, or loom over, the cemetery. New buildings should not create excessive light pollution. Additional setbacks for the location of buildings, or step-backs at higher floors of buildings may be necessary to ensure that this is met.
- Density of landscaping and vegetation along the property line between Nashville City Cemetery and this SPA should be maintained or increased.
- Metro Nashville Historical Commission shall be consulted on design and placement of any buildings in the supplemental policy area that are adjacent to the Nashville City Cemetery

## 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.



Mill Creek Greenway



Training for the Mayor’s 5k run



Mill Creek 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 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 are online:  
[www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx](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