

A General Plan for Nashville & Davidson County

Adopted June 22, 2015

Volume III: Community Plans



Downtown



Certified per TCA 13-4-202 as a part of the Nashville-Davidson County General Plan adopted by the Metropolitan Nashville-Davidson County Planning Commission and including all amendments to this part as of June 22, 2015.

Richard Schuchert

Executive Secretary

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

Resolution No. RS2015-256

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

Resolution No. RS2015-256

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

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

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

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

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

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

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

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


James McLean, Chairman

Adoption Date: June 22, 2015

Attest:


J. Douglas Sloan, III, Secretary and Executive Director

THE NASHVILLENEXT PLAN

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

I Vision, Trends, & Strategy

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

II Elements

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

III Communities

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

Community Character Manual

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

Community Plan Areas:

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

IV Actions

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

V Access Nashville 2040

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

DOWNTOWN

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Light Meander, by Laura Haddad and Tom Drugan
Photo Credit: Metro Nashville Arts Commission

Description of the Community

Downtown Nashville has long been the seat of state and local government, host to unique cultural, sporting and entertainment offerings, and the economic center of Middle Tennessee. Downtown has been enhanced in recent years with the addition of new and expanding businesses, preservation of historic sites, investment in new civic facilities and open spaces, the increasing number and variety of entertainment options, new residential choices, and Nashville's growing stature as an economic powerhouse in the Southeast, drawing businesses that are relocating from across the country.

All of this development and activity takes place in the approximately 1,780 acres of Downtown, bounded by Jefferson Street to the north and the inner-ring of the interstate loop to the east, south and west.

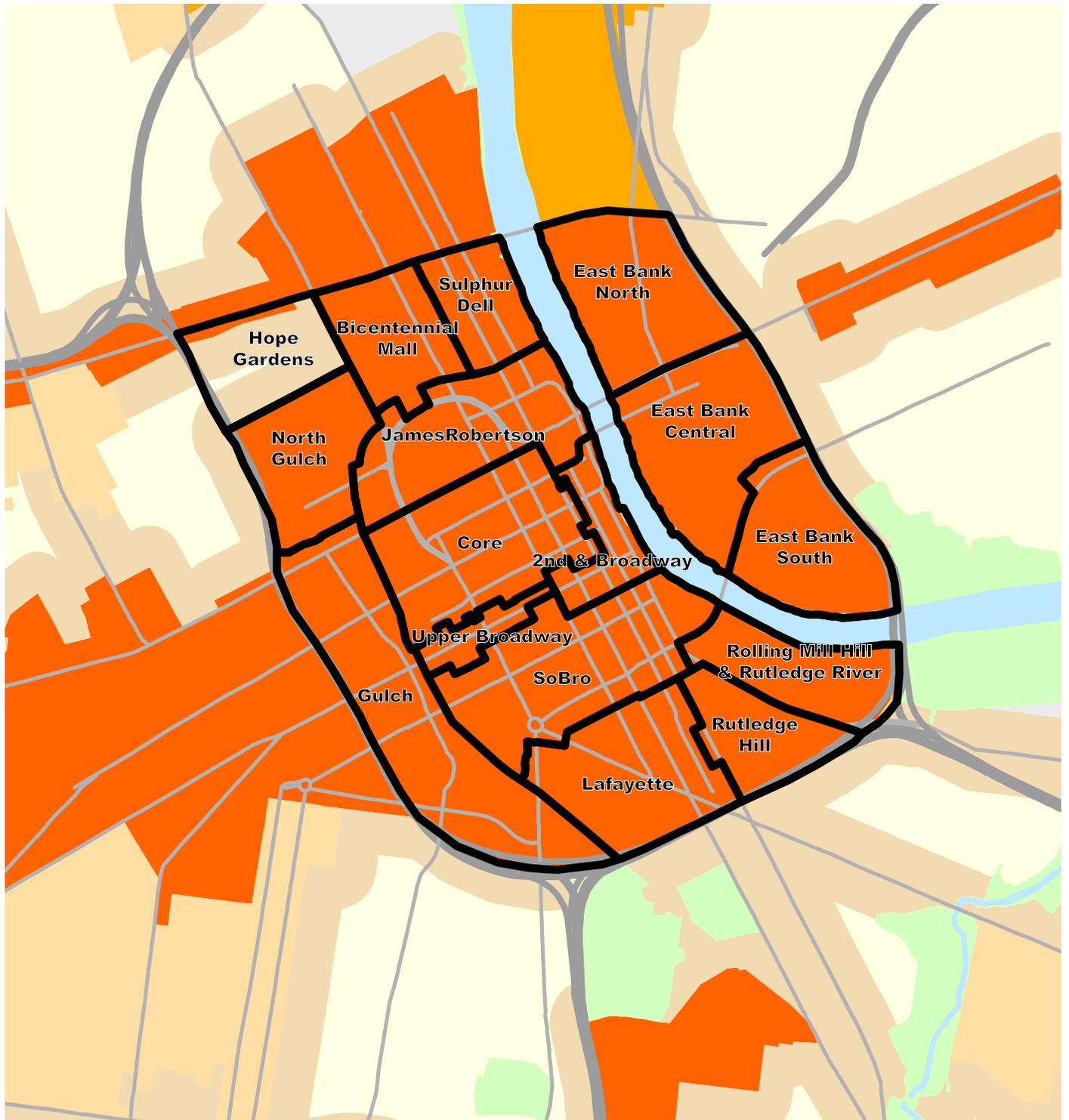
While Downtown is the most intense urban setting in Nashville/Davidson County, it retains physical attributes, that give it shape and add to its character and beauty. Three commanding physical features that dominate Downtown are Capitol Hill to the north, Rutledge Hill to the south, and the Cumberland River. The 500-foot wide river divides Downtown into east and west banks with the east bank low and flat while the west bank is elevated with bluffs. The area's varied topography provides impressive views and significant spatial differentiation.

The evolution of land uses and intensity of development in Downtown is dramatic. While there have been a number of noteworthy developments in Downtown, it is the aggregate impact of the developments and investments that are transforming Downtown into a more diverse, interesting and vital community.

Major Neighborhoods

The Downtown Community Plan calls for a strong emphasis on distinctive neighborhoods. Downtown thrives when residents and businesses feel that they are part of a neighborhood, supported by shared public spaces including both walkable environments and open space and the services and amenities needed for daily life.

Figure DT-1: Downtown Neighborhoods



Downtown Neighborhoods Legend

- Downtown Neighborhoods Centers
- First Tier
- Second Tier
- Third Tier
- Green network
- Neighborhood
- Special Uses
- Transition/infill

Downtown includes James Robertson, the Core (Central Business District), Upper Broadway, Second and Broadway, SoBro (South of Broadway), Rutledge Hill, Lafayette, Rolling Mill Hill and Rutledge River, Gulch North, Gulch South, Hope Gardens, Sulphur Dell, Bicentennial Mall, and the East Bank—North, Central, and South areas.

For planning purposes, Downtown is considered to have 16 neighborhoods, each with its own unique character. Within each defined neighborhood, there are subdistricts with specific growth and development goals that complement the Downtown Code—the zoning that implements the Downtown Community Plan (discussed in the Community Character Policy Plan and subsequent sections).

Since the year 2000, Downtown has experienced significant private and public capital investment in new construction and rehabilitation projects. Within Downtown, development has been focused primarily on the neighborhoods of the Core, the Gulch, SoBro, and Rolling Mill Hill. Each of these neighborhoods has a unique development mix, with the overall impact of creating a diversified Downtown.

SoBro

Perhaps the Downtown neighborhood that has experienced the most significant change over the past decade is the Gulch. For decades, the Gulch area consisted of a system of dilapidated rail lines that, at one time, comprised an active rail center in conjunction with the old Union Station (now used as a hotel). The rail lines were flanked to the west by industrial buildings. Over the years, the area saw a decline in activity; it suffered from large areas of flat, vacant and underutilized properties. Its low topography formed a barrier between Downtown and the residential area to the west. In the 2000s, the Gulch was transformed into a vibrant, mixed use neighborhood with significant residential and office development under construction as well as some of the city's most popular restaurant and entertainment venues. The realignment of streets in the south Gulch and related streetscape improvements created a framework and helped to trigger residential, commercial, and retail development. The Gulch continues to evolve with new buildings being added to the skyline, most recently the Twelve Twelve residential tower, and Gulch Crossing, a new class "A" office building.

SoBro has also experienced significant change over the last few years. In the Downtown Community Plan, the SoBro neighborhood is defined as south of Broadway to Korean Veterans Boulevard from First Avenue South to Eighth Avenue South. SoBro has long been the location of parking and other support uses to the Core and was once home to many warehouses, industrial distribution operations, light industry, and parking lots. In 1996, the Nashville Arena (now known as Bridgestone Arena) opened, stimulating expansion of the entertainment district south of Broadway. With the introduction of the Country Music Hall of Fame in 2001 and the Schermerhorn Symphony Center in 2006, Demonbreun Street is closer to realizing its potential as the “Music Mile.” The Music City Center convention complex opened in May 2013, drawing visitors from around the world and spurring significant related development of hotels and restaurants. The extension of Korean Veterans Boulevard in April of 2013 has also improved accessibility to this neighborhood. Ongoing construction of residential and hotel development confirm that SoBro is becoming both a destination for visitors and home to Downtown residents who enjoy entertainment and urban living.

Rolling Mill Hill

Rolling Mill Hill, the area between Hermitage Avenue and the Cumberland River that once contained the Metro-owned General Hospital, is redeveloping as a mixed use area. Two existing historical buildings have been renovated for housing and new residential structures have been added. The renovated Trolley Barns now house a variety of tenants, including nonprofits and businesses such as the Nashville Entrepreneur Center, Center for Nonprofit Management, Hands on Nashville, EMMA, and the extremely popular restaurant Pinewood Social.



Residential buildings on Rolling Mill Hill



Figure DT-2: SoBro Area as visualized in the SoBro Master Plan, 2013. Street view above; bird's-eye view below
Source: Urban Design Associates



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.

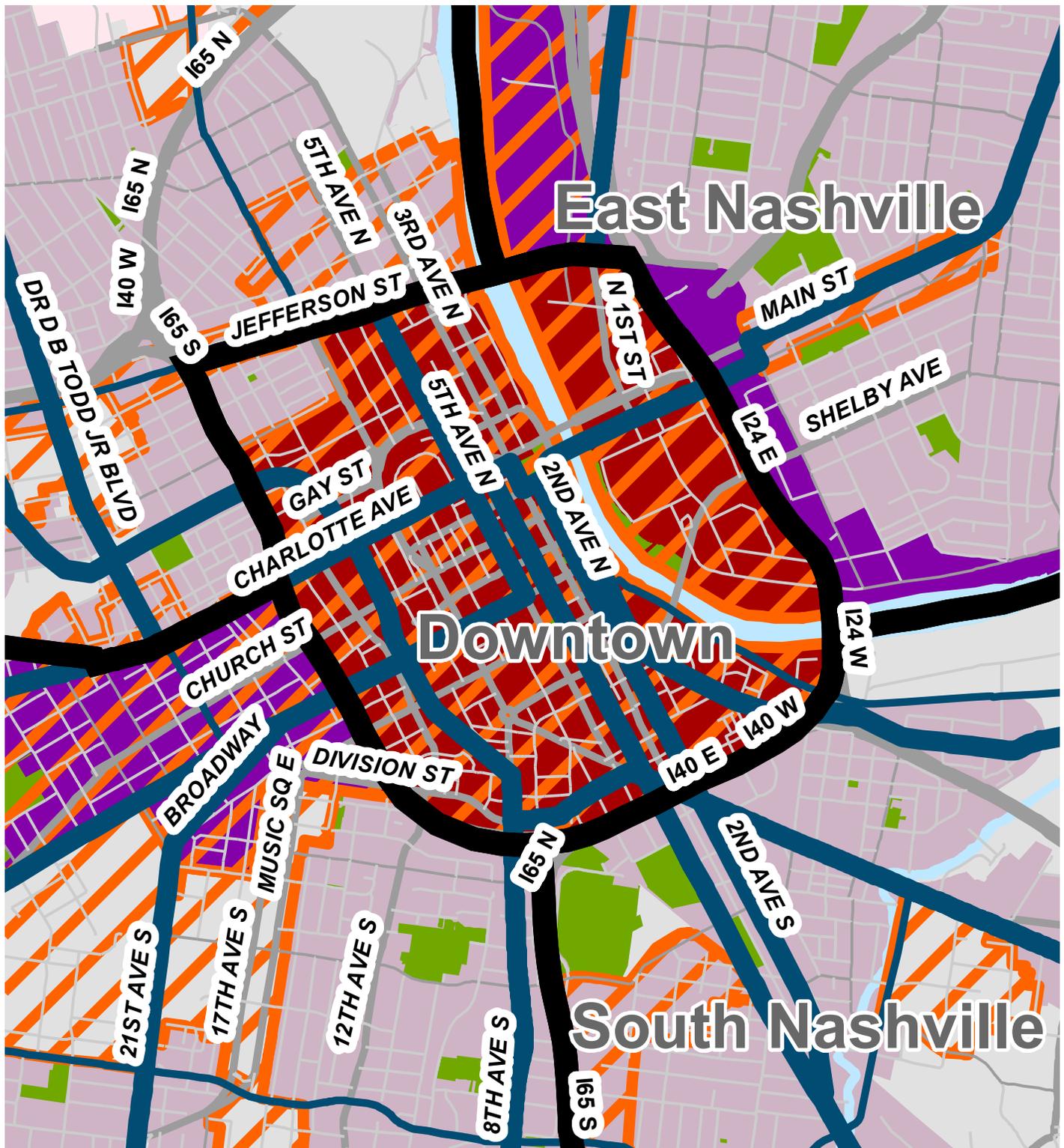
The Nashville/Davidson County Transect consists of seven categories of natural and built environments:

- » **T1 Natural**–This Transect Category is not present in Downtown
- » **T2 Rural**–This Transect Category is not present in Downtown
- » **T3 Suburban**–This Transect Category is not present in Downtown
- » **T4 Urban**–This Transect Category includes the Hope Gardens neighborhood
- » **T5 Centers**–This Transect Category is not present in Downtown
- » **T6 Downtown**–This Transect Category encompasses all of Downtown, with the exception of Hope Gardens
- » **D District**–This Transect Category is not present in Downtown

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that the character of rural, suburban, urban and the downtown are different. 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.

The Growth and Preservation Concept Map for Downtown (Figure DT-7) represents the vision for the community. The starting point for the Concept Map was the most recent Downtown Community Plan update (2007) and consideration of the growth that had occurred in the intervening years, as well as understanding the trends in growth and preservation that the community has faced. The Concept Map also reflects the input received during NashvilleNext, including input on how Downtown should grow and also input on what the vision for Nashville is in the future and deliberation on what role Downtown should play in the future. This is discussed in greater detail in the Growth and Preservation section, beginning on page 29.

Figure DT-3: Transect
Downtown detail



Transects Legend

- | | | | |
|--------------------|--------------------|-------------|------------|
| Centers | Priority Corridors | T1 Natural | T5 Center |
| Subarea Boundaries | Immediate need | T2 Rural | T6 Core |
| Anchor Parks | Long-term need | T3 Suburban | D District |
| | | T4 Urban | W Water |



History of the Community

Nashville's success is based, in large part, on its location. The City of Nashville has its origins along the banks of the Cumberland River, and has grown in a radial pattern from this center. The earliest European settlers established a community along the Cumberland River in the location of present-day Nashville in the late 1700s. Nashville grew increasingly important to the State of Tennessee when it was designated the permanent state capital in 1843. As its population continued to grow, Nashville's urban center expanded westward from the river. By the mid-19th century, residential neighborhoods began to develop on some of the large tracts of agricultural land on the east side of the river.

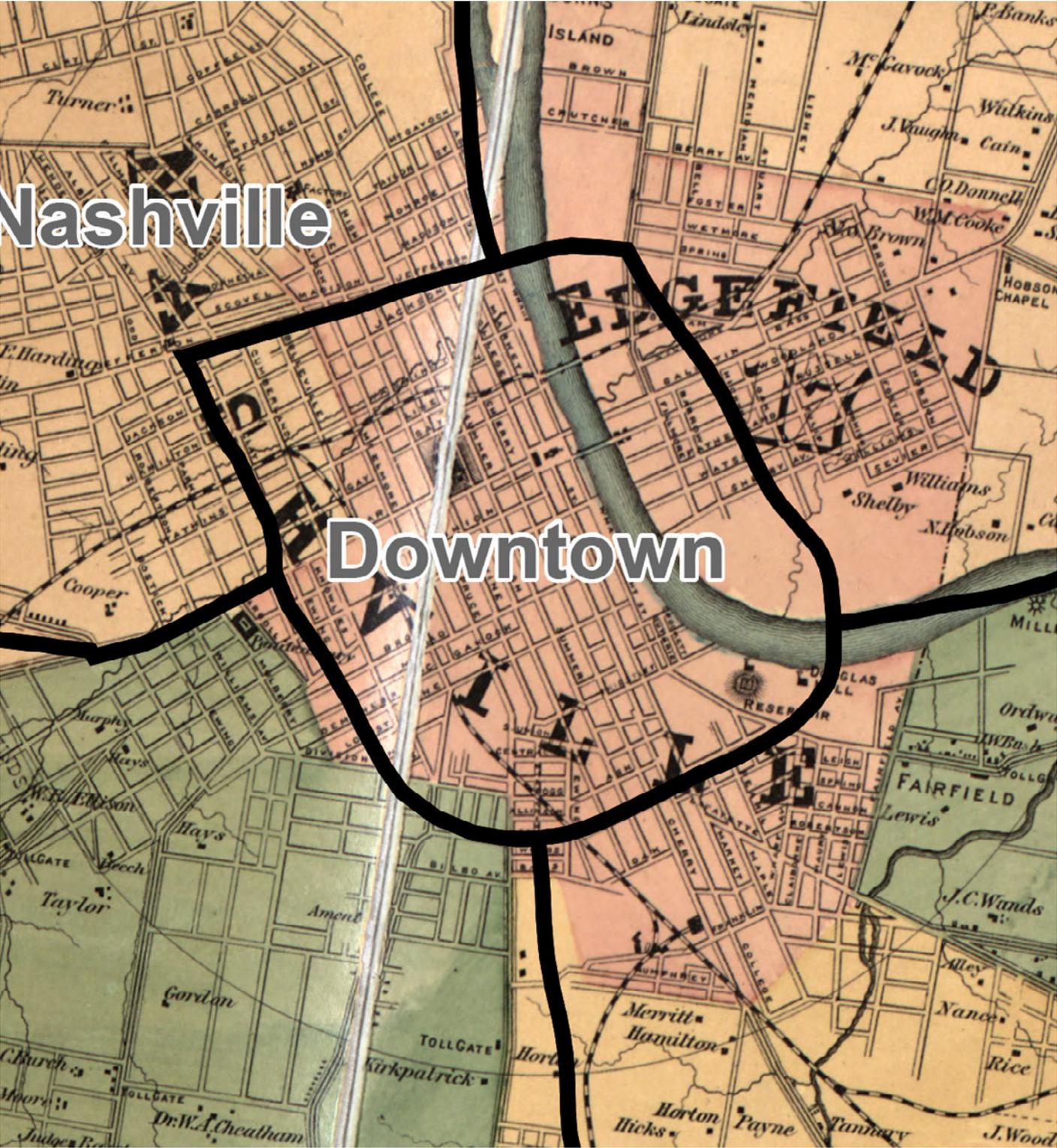
Some of Nashville's 19th century identity is still visible in downtown, including entire blocks of Broadway, Second, and Fifth Avenues; and individual structures such as the Customs House, Downtown Presbyterian Church, and the Ryman Auditorium. Nashville's early 20th century growth is represented as well with Union Station, Hume-Fogg Magnet School, and the Stahlman Building. Through the 20th century, downtown's continued prominence is evidenced by such structures as the Life and Casualty (L&C) Tower and the State Library and Archives.

During Nashville's early history, the Cumberland River was the city's main artery. Barges and flatboats followed the river's flow and carried materials to New Orleans, the area's major market. Crews from these vessels would return overland on the Natchez Trace. The innovation of steamboats enabled river traffic to flow both ways. In March 1819, the General Jackson arrived from New Orleans to Nashville with cheers from on-lookers.

Figure DT-4 illustrates the characteristics and major property owners in the area in 1871.

Since Nashville is the capital of Tennessee, State Government provides a significant physical and historical presence in the downtown area. The state campus is dominated by the Capitol building and its surrounding office buildings. During the 1950s and early 1960s, the Capitol disappeared from sight on the east, west, and south sides as taller buildings were constructed and blocked views. The northern side of the Capitol was not conducive to building massive structures due to the swampy conditions that existed between the Capitol and the Cumberland River. Because of its natural

Figure DT-4: Downtown in 1871



attributes, the historic French Lick attracted wildlife, Native Americans, and the area's first European settlers. Years later, the area's physical characteristics preserved the remaining view of the Capitol that the city enjoys today as the Bicentennial Capitol Mall State Park. The 19-acre park opened as part of Tennessee's Bicentennial Celebration in June 1996. Features of the park include a long granite map of the state, a pathway of Tennessee history and rivers, and a walkway of the state's counties, showcasing native plants from different regions. The area also houses Nashville's Farmers Market, a hub for local fresh food and restaurants, and a new Tennessee State Museum is proposed for the southeast corner of Rosa L. Parks Boulevard and Jefferson Street.

Rutledge Hill, located to the south of the central business area, was Nashville's first suburb. Today, few remnants of its historical residential architecture remain as the area has morphed into a mix of residential, office, city government, commercial, and industrial uses. From its highest point, there are excellent views of the city and nearby Cumberland River.

Similar to many cities, Nashville began the process of suburbanization after World War II, which impacted the fortunes of downtown. During the first wave of suburbanization, office, retail and residential development decentralized, leaving downtown. While downtown remained the economic engine for Middle Tennessee and retained numerous businesses, it lost significant residential and related services during the 1970s, 1980s, and 1990s. In the past 15 years, however, there has been reinvestment of residential development and renewed office, retail and entertainment development in Downtown, signaling a new era of growth.

One of the important components of the Downtown Plan is the respect for and adaptive reuse of historic structures. Historic architecture is valuable for its cultural and aesthetic contributions to Nashville. Demolition of buildings that are listed or eligible to be listed on the National Register of Historic Places is strongly discouraged. Taking into consideration the Secretary of the Interior's Standards for Rehabilitation, alterations to historic properties are to be made in such a way as to preserve the original character of the building. Any additions to historic buildings should respect their form and scale and should seek to build on the original building's character in an architecturally distinctive, but complementary way.



Union Station



The Customs House

The Metro Historical Commission's list of historically significant features identifies historically significant sites, buildings and features within Downtown. As of March 2015, there are a total of 365 historic features in Downtown:

- » Six National Register Districts (Broadway, Fifth Avenue, Financial District, Printers Alley, Rutledge Hill, and Second Avenue) with approximately 150 structures
- » 195 features listed on the National Register of Historic Places
- » 41 features designated as National Register Eligible
- » 126 features designated Worthy of Conservation
- » Three National Historic Landmarks—Tennessee State Capitol, Downtown Presbyterian Church, Ryman Auditorium

These do not include known archeological sites, which are not mapped to protect them for unauthorized diggings.

For the most current information on Nashville's historic properties and resources, contact the Metro Historical Commission at www.nashville.gov/Historical-Commission.aspx.



The State Capitol

History of the Planning Process

In 1988, the Metro Planning Department began creating “community plans,” looking at growth, development and preservation in fourteen communities. The Downtown Community Plan was first adopted by the Planning Commission in December 1991, after working with a Citizens’ Advisory Committee and key stakeholders. The Downtown Community Plan was the fifth of the fourteen plans to be created. The Downtown Community Plan was updated in 1997, and again in 2007, with numerous community workshops and stakeholder involvement.

The Downtown Community Plan offers a comprehensive plan for Community Character policies, related transportation and systems recommendations, and a building regulating plan tailored to each neighborhood that is implemented through the form-based Downtown Code. Each element encourages the creation of the Downtown Nashville that the citizens who work, live, play and invest in the area have envisioned. The robust, healthy growth of Downtown Nashville is due in large part to a commitment by the private and public sectors, residents, employers, and investors to a shared vision for Downtown.

This update of the Downtown Community Plan reflects the values and vision of the numerous participants in the 2007 update planning process as well as participation in the NashvilleNext planning process, balanced with sound planning principles to achieve a realistic, long-term plan for sustainable growth, development and preservation. In order to enhance the area, a coordinated and persistent effort is required by residents, property owners, business owners, and public/private agencies, developers and investors. Beyond the role of Metro departments and governmental agencies, organized groups of citizens, such as neighborhood and business associations, must display patient and persistent determination in following the adopted plan—that neighbors insist upon it and that developers’ proposals follow it.

Downtown Community Demographic Information

In 2010, the population Downtown was 6,219 people, an increase of over 46 percent in the ten-year period from 2000 to 2010; this represented approximately 1 percent of Davidson County’s population.

According to the 2010 U.S. Census, the Downtown community’s population is 61 percent White and 33 percent African American. Of residents, four percent classify themselves as Hispanic. The Downtown community area contained 2,942 housing units in 2010(1 percent of Davidson County’s total housing units). In 2010, the average per capita income for the Downtown community area is \$31,717, which was 111.2 percent of Davidson County’s average of \$28,513.

In December 2012, the Downtown Partnership identified 1,486 businesses, organizations, and governmental entities with a total of 50,335 employees. These numbers have continued to grow since then.

		Davidson County		Downtown	
		#	%	#	%
Population	Total, 2010	626,681		6,219	1.0%
	Population, 1990	510,784		3,365	0.7%
	Population, 2000	569,891		3,324	0.6%
	Population Change, 1990–2000	59,107	11.6%	-41	-1.2%
	Population Change, 2000–2010	56,790	10.0%	2,895	46.6%
	Population Density (persons/acre)	1.69	n/a	0.23	n/a
	Average Household Size	2.37	n/a	1.35	n/a
Race	White	385,039	61.4%	3,770	60.6%
	Black or African American	173,730	27.7%	2,076	33.4%
	American Indian/ Alaska Native	2,091	0.3%	32	0.5%
	Asian	19,027	3.0%	169	2.7%
	Native Hawaiian or Pacific Islander	394	0.1%	4	0.1%
	Other Race	30,757	4.9%	58	0.9%
	Two or More Races	15,643	2.5%	110	1.8%
Ethnicity	Hispanic or Latino	359,883	57.4%	233	3.7%
Age	Less than 18	136,391	21.8%	280	4.5%
	18-64	424,887	67.8%	5,682	91.4%
	Greater than 64	65,403	10.4%	257	4.1%
	Greater than 64	65,403	10.4%	9,256	12.8%

Source: U.S. Census (1990, 2000, 2010)

		Davidson County		Downtown	
		#	%	#	%
Population	Total, 2008 - 2012	629,113		4,202	0.7%
	Household Population	605,463	96.2%	2,695	64.1%
	Group Quarters Population	23,650	3.8%	1,507	35.9%
	Male	304,566	48.4%	2,897	68.9%
	Female	324,547	51.6%	1,305	31.1%
Families	Total	142,821		349	n/a
	Married Couple Families with Children	37,098	26.0%	24	6.9%
	Single Parent Families with Children	26,291	18.4%	43	12.3%
	Female Householder with Children	21,528	15.1%	21	6.0%
Housing Units	Total	284,328		2,942	1.0%
	Owner Occupied	141,805	49.9%	651	22.1%
	Renter Occupied	114,082	40.1%	1,348	45.8%
	Occupied	255,887	90.0%	1,999	67.9%
	Vacant	28,441	10.0%	943	32.1%
	Long-term vacant (over 1 year)*	3,730	1.2%	152	1.5%
Cost Burden	Residents with moderate cost burden	48,983	19.1%	875	24.0%
	Residents with severe cost burden	42,520	16.6%	694	19.1%
Travel	Mean Travel Time to Work (min)	23.1		15.6	
	Workers	309,633		2,178	0.7%
	Drove Alone	246,391	79.6%	1,315	60.4%
	Carpooled	32,633	10.5%	131	6.0%
	Public Transportation	6,588	2.1%	64	2.9%
	Walked or Biked	6,806	2.2%	538	24.7%
	Other	3,232	1.0%	9	0.4%
	Worked from home	13,983	4.5%	121	5.6%
	Income	Per Capita Income	\$28,513		\$31,717
Education	Population 25 years and over	419,807		3,472	0.8%
	Less than 9th grade	20,687	4.9%	126	3.6%
	9th to 12th grade, No Diploma	38,664	9.2%	313	9.0%
	High School Graduate (includes equivalency)	103,024	24.5%	622	17.9%
	Some College, No Degree	86,498	20.6%	540	15.6%
	Associate Degree	23,963	5.7%	310	8.9%
	Bachelor's Degree	92,765	22.1%	945	27.2%
	Graduate or Professional Degree	54,206	12.9%	616	17.7%
Employment	Population 16 Years and Over	505,034	80.6%	4,548	73.1%
	In Labor Force	348,250	69.0%	2,780	61.1%
	Civilian Labor Force	347,862	99.9%	2,780	100.0%
	Employed	317,719	91.2%	2,513	90.4%
	Unemployed (actively seeking employment)	30,143	8.7%	267	9.6%
	Armed Forces	388	0.1%	0	0.0%
	Not in Labor Force	156,784	31.0%	1,768	38.9%

Source: U.S. Census (1990, 2000, 2010)

Downtown's Role in the County and Region

As a community that draws employees and visitors daily from across Middle Tennessee, Downtown represents how Nashville/Davidson County is truly part of a region where the fortunes of each city and county are interconnected. The Downtown Community has many unique resources and decisions regarding those resources can impact surrounding communities within Nashville and Davidson County as well as the surrounding counties. The Downtown Community also benefits from the utilization of its resources by adjacent communities and the larger region. This section considers the Downtown Community in the context of the region.

Center of the Region

Regionally, Nashville serves as the center of a thirteen county Metropolitan Statistical Area (MSA). The Nashville MSA is made up of Cannon, Cheatham, Davidson, Dickson, Hickman, Macon, Robertson, Rutherford, Smith, Sumner, Trousdale, Williamson and Wilson Counties. Downtown Nashville is also at the center of the ten-county area served by Cumberland Region Tomorrow (CRT). Established in 2000 to address

the region's rapid growth and development, CRT is a private sector organization working to support and encourage growth planning with emphasis on land use, transportation, and preservation of the rural landscape and distinctive character of the region's communities. CRT recognizes the importance of Downtown Nashville as the economic center of the region and is a proponent of enhancing that role.

Nashville's location relative to major markets throughout the eastern United States is an asset. Markets located within 500 miles of Nashville include: Chicago, Detroit, Cleveland, Atlanta, Columbus, Pittsburgh, Jacksonville, Charlotte, St. Louis, Indianapolis and parts of 24 states. This locational advantage is enhanced by the presence of the three major interstates: I-40, I-65 and I-24. According to the Nashville Convention and Visitors Bureau, 60 percent of the U.S. population resides within a day's drive of Nashville. The economic connectivity brought about by Nashville's location has also been of significant benefit to the manufacturing, shipping and warehousing, and entertainment/tourism sectors¹.



Figure DT-5: Nashville economic market—approximate flight times

source: Nashville Downtown Partnership

1 from Nashville Downtown Partnership report

Economic Diversity and a Revitalized Core

Nashville's diverse economy has been the key to allowing the region to weather recessions and economic downturns—especially those having significant effects on only a few economic sectors. Nashville is not dependent upon a single industry or sector as are some comparably sized cities—for example, Charlotte, North Carolina and the banking sector or Austin, Texas and the high tech sector. Instead, Nashville has drawn upon a variety of industries for its economic success. These include high tech/computers, health care/hospitals, and tourism/entertainment among others. In addition, the presence of city and state government and several colleges and universities bolster the economic stability of the region.

Nashville also benefits from a favorable business climate—even when compared to other sunbelt states and regions. The strong business climate is attractive to a significant number of corporations that have relocated their headquarters to Downtown Nashville. These include Service Source, Asurion, Creative Artists Agency, Emma, HCA's Parallon and Sarah Cannon, and Bridgestone.

For several decades, Nashville experienced the same trend as most American cities, a dispersal of office development to suburban office parks and of retail to suburban shopping mall areas, where land prices are lower. In recent years, however, more residents and businesses (including several national headquarters) are choosing downtown Nashville. These additions demonstrate that Nashville is competitive on the national stage in attracting businesses and that downtown Nashville remains the logical destination to take advantage of the energy present in the commercial core. This same energy encourages existing businesses to remain downtown even as they expand, to capitalize on the assets of downtown. Maintaining and enhancing downtown as the home for new businesses, as well as a place for existing businesses to grow, is integral to downtown's continued economic health.

Nashville has benefitted from changing preferences and the interest—of businesses and their employees—to locate downtown. The Metro Nashville/Davidson County government has also made substantial public investment in recent years to make downtown more attractive to businesses, residents and visitors.

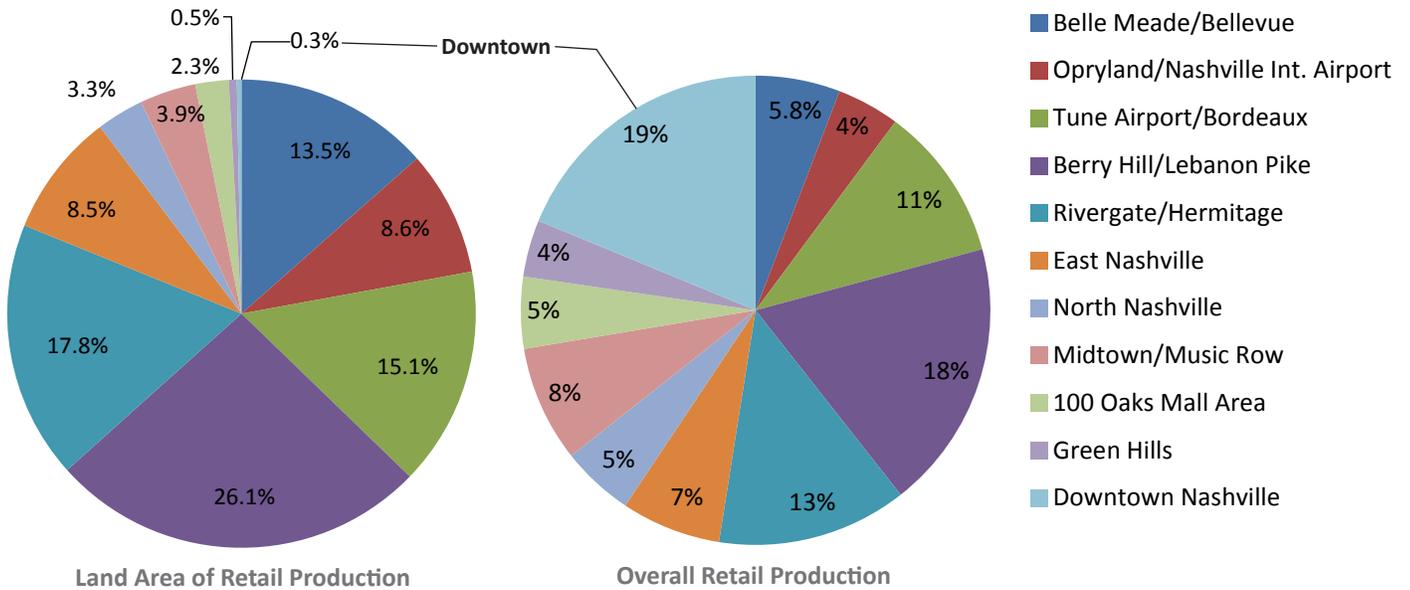
These investments have provided new destinations, such as the Downtown Public Library and the Public Square, and improved access via the Korean War Veterans Memorial Bridge (Gateway Bridge), the refurbished John Seigenthaler Pedestrian Bridge and the reconstruction of Demonbreun Street viaduct. Metro has also taken the lead in creating attractive,

welcoming streetscapes with the Public Works-led renovation of Church Street, Deaderick Street and Korean Veterans Boulevard. A commuter rail line, with a Downtown terminus, opened in 2006. Open space has been added to Downtown with the French Lick and Riverfront Greenways, Church Street park and the Country Music Hall of Fame park. The Music City Convention Center—a \$455 million investment—opened in 2013. Across the Cumberland River on the East Bank is LP Field, the home of Nashville’s pro-football team, the Titans, and another venue for large concerts. Metro’s investment in Downtown continues with plans to extend Division Street, linking the Lafayette neighborhood to the Gulch and plans for a pedestrian/bicycle bridge linking the Gulch to SoBro.

Public and private investments in Downtown yield impressive returns. While Downtown represents only 0.3 percent of land area in Nashville/ Davidson County, it yields 10 of the County’s property taxes and 19% of the County’s sales taxes. The tax revenue generated by Downtown supplies Metro’s coffers to pay for services and amenities across Nashville/Davidson County.

Figure DT-6: Davidson County (Nashville) Retail Tax Revenue Profile: 2012 Tax Yield**

**Values per Tennessee Department of Commerce*
*** Acreage excludes properties that do not generate retail sales*





**Ghost Ballet for the East Bank
Machineworks, the city's first public art
project developed with the Percent for
Public Art fund, on the Cumberland River.**

Photo credit: Gary Layda

Civic and Entertainment Center

Through cycles of economic growth and downturn, Downtown Nashville has remained the seat of state government and a premiere entertainment destination for aspiring performers and avid fans.

While known for the iconic image of the State Capitol standing atop Capitol Hill, Downtown is also home to all three branches of state and local government as well as numerous government departments. The construction of the A. A. Birch Criminal Justice Building in 2006 and the renovation of the Metro Courthouse in 2003, confirmed Metro Nashville's commitment to Downtown as the center of government. Recently, the State of Tennessee has announced plans to build a new Tennessee State Museum and renovate the historic Cordell Hull building for use as state offices.

The consolidation and emphasis of the tourist activity on Broadway and in SoBro has successfully drawn more businesses and tourists to downtown. The addition of new hotels, the Frist Center for the Visual Arts, the Country Music Hall of Fame, and the Schermerhorn Symphony Center contribute to that effort. As these large venues draw art, music and theatre lovers to downtown, many smaller arts-related businesses and organizations, including a significant number of art galleries, have made downtown their home.

Fifth Avenue is a major north-south thoroughfare that connects Lafayette Street to the Bicentennial Mall. The designation of Fifth Avenue as the "Avenue of the Arts" envisions a continuous series of art-related functions and design elements along Fifth Avenue from Lafayette Street to the Bicentennial Mall. The Arena, the Ryman, and the Tennessee Performing Arts Center are all located along Fifth Avenue. The Fifth Avenue Historic District, two historically and architecturally significant churches and several other historic structures, provide the historical and architectural context.

In 2013, a plaque marking the Avenue of the Arts and a canopy of LED light curtains were installed on the block of Fifth Avenue between Church Street and Union Street creating distinctive streetscaping for this unique area of downtown. A monthly First Saturday Art Crawl attracts more than 1,000 participants each month to explore this walkable arts district.



**Citizen, located on the Public Square, by
Thomas Sayre**

Photo Credit: Gary Layda

Opportunities exist for additional art galleries, shops and studios and more mixed use that would provide more activity on the street and a variety of places providing even more destinations for walking.

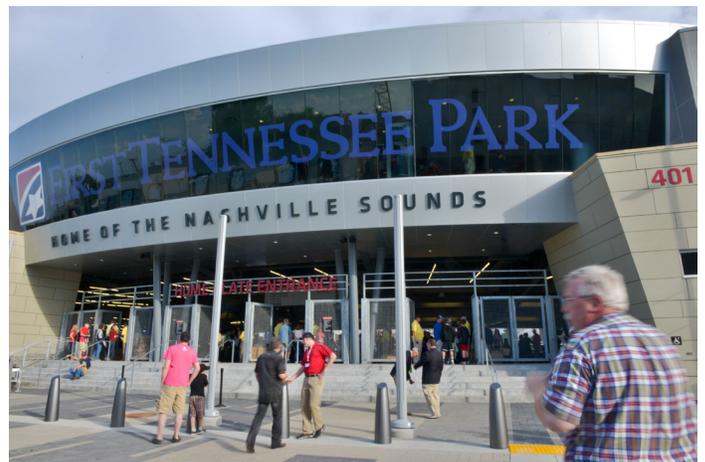
Public art is another indelible aspect of our city’s image. Strong signals are conveyed to both our citizens and our visitors about who we are and how much we care about things of beauty in our city when public art is included. The one percent for art funding and guidelines were established in 2000, and the first piece, “Ghost Ballet for the East Bank Machineworks” was installed in 2007.

Sulphur Dell, east of the Bicentennial Mall, is where baseball got its start in Nashville. Pioneers came to this bottomland for trading and watering at the natural sulphur spring. Later the area became popular for recreation and picnicking. Baseball was played at Sulphur Springs Ball Park for nearly 100 years, from 1870 to 1963. The ballpark was demolished in 1969, and surface parking lots for State employees took its place. Now baseball is back at Sulphur Dell. First Tennessee Park—home of the Nashville Sounds minor league team—opened in the spring of 2015 on the site of the original ballpark. The First Tennessee Park development also includes a greenway, commercial and retail space, and a parking garage.

Downtown remains the destination for artists and fans of all types of sport and entertainment from football, hockey and baseball, to art at the Frist or a local gallery, to an evening at the symphony, a concert at the Arena or performances at a well-loved honky-tonk.



Fifth Avenue in Downtown Nashville, also know as the Avenue of the Arts



First Tennessee Park in the Sulphur Dell Neighborhood became the new home of the Nashville Sounds in April 2015.

Photo Credit: Dipti Vaidya

Diversity of Housing Types

NashvilleNext calls for the addition of more, and 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.

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. Aging in place means that a person can live in their favorite neighborhood or community over their entire life.

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 calls for housing diversity that is tailored to the context (rural, suburban or urban) and character of the area. 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. 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.

Downtown Living

A growing base of residents enliven downtown—providing opportunities for Nashvillians to live near their work, support the area’s retail, cultural and entertainment facilities, and create a “24-hour city.”

In the past 15 years, downtown has experienced an unprecedented residential boom. In 2000, there were approximately 1,500 dwelling units in Downtown. In 2014, there were 4,536 residential units. Of these, 46 percent were condominiums, 49 percent were rental properties and five percent were single-family units. In July 2014, the Downtown Partnership reported that the rental occupancy for residential units remained at 98 percent for the third consecutive year. From 2000 through 2013, Downtown experienced 272 percent population growth².

The demand for residential uses is growing and several new residential developments have been built with even more units are planned for the Core, SoBro, and the Gulch. In addition, the Rolling Mill Hill development on the former General Hospital site has introduced a mixed use neighborhood to the southwestern bank of the Cumberland River. As residential development comes online, more service and amenity businesses are drawn to Downtown to serve the growing number of Downtown residents. Recent years have seen the introduction of additional restaurants and furniture stores, while the opening of Downtown’s first grocery store occurred in February 2007.

While the bulk of Downtown residential growth has been in mid- and high-rise development, Hope Gardens, located in the northwest corner of the plan area, is a popular residential neighborhood with a much lower scale and intensity of development. This area was part of North Nashville, until the construction of the interstate

2 *Nashville Downtown Partnership, Residential Report: July 2014, <http://www.nashvilledowntown.com/>*

cut this neighborhood off from the Fisk/Meharry neighborhood to the west. The area was in a severe state of decline until 1997, when Metro Government initiatives began revitalization efforts for this neighborhood, including improving sidewalks, making street repairs, and creating new houses. The neighborhood received an enormous boost with the construction of Row 8.9N—a mixed-income development that was publicly and privately funded. This development, taking advantage of the Farmer’s Market and the Bicentennial Mall, met the demand for housing near the Core and was followed by the nearby Ireland 28 development and most recently 909 Flats on Rosa L. Parks Boulevard.



Ryman Lofts on Rolling Mill Hill

Today, Downtown has a variety of housing types, ranging from small, single family detached houses, to older low-rise apartment complexes, to townhomes, to historic structure loft conversions, to high-rise modern condominiums and apartments.

The biggest question facing future residential development in Downtown is sustainability. While demographic and some economic trends support additional residential growth, and comparison to other cities suggests the potential for more development, the residential growth to this point has served higher-income individuals and households. Nashville’s economy—and Downtown’s economy in particular—is very dependent on tourism and hospitality. The workers in those industries need housing that is affordable to them. Beyond tourism and hospitality workers, there are workers in many other industries that could benefit from living Downtown if housing affordable to their incomes was provided. There is a lack of affordable housing within Downtown and the stock in nearby neighborhoods is quickly disappearing. The cost of transportation to Downtown and parking while in Downtown will strain the budget of these workers, putting pressure on businesses to raise salaries in order to hire quality workers.

Connections to the Cumberland River

The Cumberland River is a unique regional attraction and an amenity to Downtown residents and all Nashvillians. The Riverfront Redevelopment Plan (2006-2007) envisions using areas along the river as public green space, linear parks with a rich collection of public event spaces, activity zones for public uses, and river overlooks. Implementation of the plan has included Cumberland Park and the historic Bridge Building on the East Bank. Both opened in 2012. The new Ascend Amphitheater, on the west

For the most current information on Nashville's Riverfront, see www.nashvilleriverfront.org

bank of the Cumberland, opened in 2015, providing a Downtown, outdoor performance venue, greenways and adding significantly to the activity along the Cumberland.

Downtown Nashville has significant assets to provide to Nashville and the Middle Tennessee region in terms of civic uses; employment; sporting, cultural and other entertainment options; and a truly urban living environment. The Downtown Community's future vitality depends, however, on how it capitalizes on these assets to attract and retain businesses, residents and visitors. Key to this will be continued emphasis on protecting historic buildings and character; maintaining and adding attractive open spaces; improving transportation through attractive pedestrian environments and enhanced transit; and creating a variety housing and workplaces across the market spectrum.



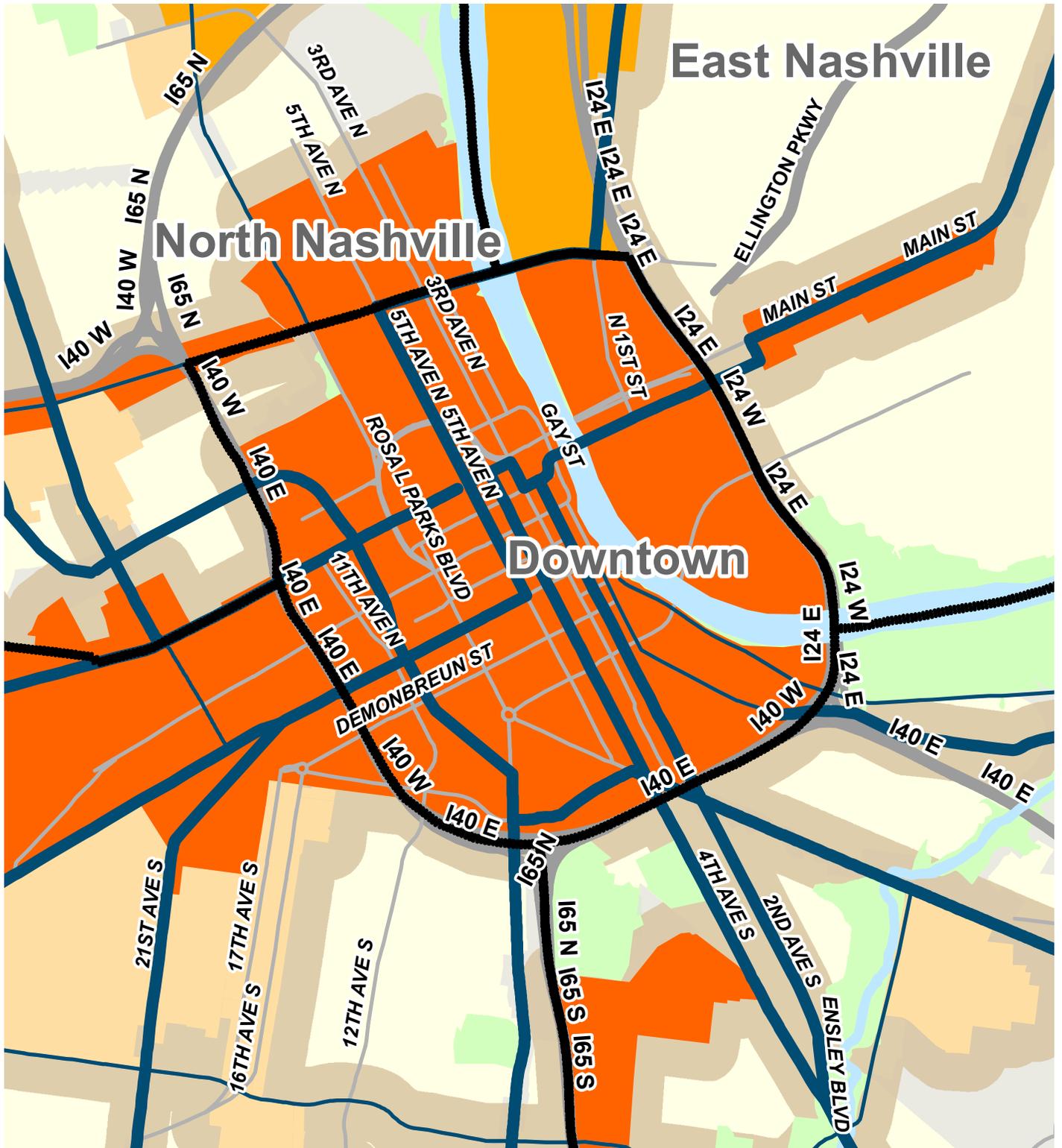
Cumberland Park



Mayor Karl Dean addresses the crowd at the grand opening of the Ascend Amphitheater and park, July 2015.

Figure DT-7: Growth & Preservation Concept Map

Downtown detail



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|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> ● Centers ○ Tier One ○ Tier Two ○ Tier Three | <ul style="list-style-type: none"> ○ Green network ○ Open space anchor ○ Missing an anchor | <ul style="list-style-type: none"> ○ Neighborhood ○ Transition ○ Special impact area | <ul style="list-style-type: none"> — High capacity transit corridors — Immediate need — Long-term need ← Regional connection |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Growth and Preservation Concept Map and the Community's Role

The Growth and Preservation 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.
- » Allow for strategic infill that supports transit lines and activity centers.

To see the entire Growth and Preservation Concept Map, please refer to NashvilleNext Volume I: Vision, Trends & Strategy.

The Concept Map for Downtown illustrates the key concepts listed above by: strategically locating new development; enhancing centers and corridors to provide more desired retail and services; and adding more connectivity, through bikeways, greenways, multi-use paths and enhanced transit.

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 Downtown Community, the green network is primarily along the Cumberland River and its adjacent greenway system, and the Bicentennial Mall Park.

Neighborhoods

Neighborhood areas 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 the Downtown Community, neighborhoods are mixed use in character, along with the urban residential neighborhood of Hope Gardens.

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 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 also includes a policy category called District Transition that can be applied in transition and infill locations where small-scale offices or multifamily housing would be appropriate.

Since the Downtown Community is the most intensely developed portion of the city, it does not have transition and infill areas.

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 fo historic zoning or other zoning tools to preserve character**
- **And other tools**

Centers

The centers included in the Concept Map build on existing commercial center areas, encouraging them to evolve into active, mixed use places serving as neighborhood or community gathering places. Centers should 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. The Concept Map places center areas in 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 identified to receive coordinated investments 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 supports Nashvillians' vision for centers.

The entire Downtown Community Plan area is designated as a Tier One center.

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 above. 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 special 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. “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. 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 do not 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 Plan 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 will refine the vision outlined in NashvilleNext with the update of the MTA strategic plan, a process called nMotion, which began in 2015.

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 Maps, visit our website: <http://www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx>

Community Character Policy Plan

The Downtown Community Character Policy Plan builds upon the Growth and 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 Downtown Community. See Figure DT-8 for a map of the Community Character Policies in the Downtown Community.

The Downtown Community Plan applies Community Character Policies to every property in Downtown. These policies are defined in the Community Character Manual. The policies are intended 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 Downtown Plan provides opportunities for continued robust growth combined with urban design elements that make the buildings, streetscapes and open spaces enticing. Important components of the Downtown Community Plan include creating active and attractive streets, creating additional green spaces, and providing for improved mobility.

The Downtown Plan recognizes and reinforces the role of the Core Central Business District (the Core) as the center of commerce in Nashville and Middle Tennessee. The Downtown Plan acknowledges that additional development intensity may be appropriate and advisable in parts of the Core and should be considered in light of the location and the development's ability to meet the guiding principles of the Community Character Manual and the Downtown Plan.

The Downtown Plan acknowledges that while the Core should remain the commercial center of Downtown and the region, the surrounding neighborhoods, such as SoBro and the Gulch, are intended to be more diverse and mixed use, with an emphasis on residential and entertainment uses. Development in these neighborhoods is expected to provide residential and entertainment offerings in addition to other uses. Other neighborhoods, such as East Bank, Lafayette and Rutledge Hill, are envisioned to have centers or corridors of mixed use development bordered by residential development.

The Downtown Plan cultivates urban neighborhoods by encouraging a range of housing options throughout Downtown. The variety includes single family homes in Hope Gardens, townhomes in Rutledge Hill, mid-rise and high-rise living in SoBro and the Gulch, and renovation of the upper floors of historic structures on Lower Broadway and in the Downtown Core. By providing housing choice, the Downtown Plan encourages a diversity of residents and creates seamless transitions into surrounding neighborhoods such as Germantown to the north, East Nashville to the east, and Chestnut Hill and Wedgewood-Houston neighborhoods to the south. The Downtown Code allows for additional height through its Bonus Height Program in exchange for the provision of affordable or attainable housing. More tools are needed, however, to encourage a more diverse range of housing price points to ensure that housing is available in Downtown for all members of the Downtown workforce.

The Downtown Plan encourages development of services and amenities to support residents of Downtown, by encouraging mixed use development throughout Downtown, active uses on first floors and proposed parks throughout.

Downtown stakeholders want to honor and preserve historic structures and districts, not as remnants of the past, but as actively-used retail, commercial and residential ventures. The Community Character Policies used in the Downtown Plan provide guidance on massing and placement of massing in specific historic districts. These guidelines address the impact that disproportionate massing can have on smaller adjacent historic structures. Protecting viewsheds to one of Downtown's most recognizable historic structures, the State Capitol, is a strategy included in the Downtown Plan. In neighborhoods north of Charlotte Avenue, maximum building heights or elevations are identified to ensure that infill does not block views to the Capitol.

Efficient mobility into and within Downtown is crucial to Downtown's continued economic growth. Downtown has limited ability to expand roads. This limitation paired with the increased interest in living and working Downtown, means that future transportation planning will need to put a strong emphasis on expanding other modes of transportation including walking, cycling, and transit.

Building Heights in Downtown

Within the Downtown Community Plan, buildings heights are classified by low, medium or high. Below are the ranges found in each category:

- » **Low-rise:** low-rise buildings are less than approximately 8 stories, but in some locations may be as high as 10.
- » **Mid-rise:** mid-rise structures vary between approximately 10 and 20 stories.
- » **High-rise:** high-rise buildings are greater than approximately 20 stories.

Relationship to the Downtown Code

The Downtown Code was adopted in 2010 in order to implement the community vision set forth in the Downtown Community Plan.

Each of the sixteen Downtown neighborhoods has a unique character. Within each neighborhood, there are growth and development goals and objectives in addition to the community character policies that have been applied. The policies, goals and objectives will be the basis for the Metro Planning Commission staff recommendations relative to the rezoning requests, subdivision requests, variances, and special exceptions.

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 as there were 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, Special Policies, and Infill Areas.

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 in Volume III of NashvilleNext.

Third, read the Community Plan to determine if there are any Special Policies or Infill 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 Special Policy and is included in each Community

Plan. The Special 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 Special Policies that discuss unique conditions that may exist. When a Special Policy is applied to an area, then the guidance of the Special Policy supersedes the guidance given in the Community Character Policy.

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

Some Neighborhood Maintenance Community Character Policy areas also have Infill Areas. Infill Areas include under-developed properties in mostly developed areas that may redevelop over the next seven to ten years and would be an appropriate location for more intense infill development. The infill areas are highlighted so that the Community Plan can provide guidance on how the properties should develop. Infill Areas are denoted on the Policy Map as Special Policy areas, with a dark boundary and hatched lines. A description of each Infill Area is included in the Community Plan. The Infill Areas can also be found on the online maps, by going to the area in question, and turning on "Special 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 Special Policies or Infill guidance 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 Policies

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 preserve, 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.

T1 Natural Transect



T1 Natural Open Space (T1 OS) – Intended to preserve existing undisturbed open space in undeveloped natural areas. T1 OS policy includes public parks and preserves 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 preserve 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 preserve 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 preserve 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 preserve, 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 preserve, 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

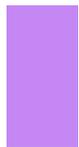
T4 Urban Neighborhood Maintenance (T4 NM) – Intended to preserve the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character 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

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 preserve, 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 preserve, 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 preserve, 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 preserve, 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 preserve, 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, institutional land uses.

T6 Downtown Transect



T6 Downtown Capitol (T6 CP) – Intended to preserve 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 preserve, enhance, 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 preserve 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 preserve 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.

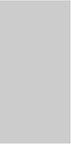
D District Transect



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 that have, or can 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 preserve, 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 preserve, 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 preserve, 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.

Please see “How to Use the Community Character Policies” section on page 39 for more guidance.

Neighborhoods and Special Policies

The Downtown Community Plan provides guidance through the policies found in the Community Character Manual (CCM—found at the beginning of NashvilleNext Volume III). Those policies are applied to all properties within the Downtown Community. The policies are intended to coordinate the elements of development to ensure 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 Downtown, each neighborhood also has goals that were discussed with community stakeholders during the 2007 Downtown Plan update and are included in this update to the Downtown Plan as well.

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 “special policies” that are applied. The Special Policies for Downtown are described below.

Downtown’s physical setting and the relationships between the elements of its built environment establish its quality as a place. Streets, sidewalks, buildings, and open spaces are the primary components that shape Downtown’s urban design character. The image of the city is also influenced by a myriad of smaller features—streetlights, signage, plantings, and pavement—that overlay and enhance its basic form and structure.

To create a successful Downtown, the form, appearance, and arrangement of the diverse elements that comprise an urban environment must be orchestrated to create a sense of overall organization, a pleasing visual image, a sense of vitality, and a convenient setting for human activity. With the goal of successful urban design, Downtown can become a more successful location for businesses, a welcoming home for residents, and an attractive location for investments in developments and renovations.

Each of the following subsections discusses one of the neighborhoods in Downtown and the goals and special policies for that neighborhood. A goal carries the same weight as a special policy. Because Downtown welcomes employees and visitors daily, additional guidance is provided on Gateways into Downtown. This section is found after the discussion of each neighborhood.

James Robertson Neighborhood

The James Robertson Neighborhood is located generally between the CSX rail line and James Robertson Parkway to the north, the Cumberland River to the east, Charlotte Avenue and Union Street to the south, and the CSX rail line to the west. See accompanying map of the Downtown Neighborhoods.

The State Capitol Building and its grand lawn and the Metro Courthouse with its Public Square are the most prominent features of this neighborhood. The neighborhood also contains several other State and Metro buildings that are notable for their stature and architecture. The James Robertson neighborhood is home to a substantial amount of underutilized land along with some residential and office development. The James Robertson neighborhood is expected to retain much of its current character in the coming years, however, there is a proposal to move the Sheriff’s Office and Police Headquarters from their current locations which could open up land for redevelopment. This move could have significant impact of the neighborhood, and could open up opportunities for new uses, such as more residential development in the heart of downtown. The Community Character Policies for the neighborhood, Downtown Capitol (T6 C) and Open Space (OS) and the goals and objectives listed below, place an emphasis on preserving the James Robertson neighborhood’s treasured civic and open space resources, while encouraging redevelopment to offer a mixture of uses.

It is the intent of the plan to reestablish the symmetry of the Capitol Lawn with its twin grand staircases. To this end, efforts should be made to acquire the housing at the foot of the hill for public open space. The importance of the State Capitol as a Nashville and Tennessee landmark also warrants the goal, in this plan, to maintain views of the Capitol from all vantage points. To achieve this, maximum building heights for new construction in the neighborhood are linked to the elevation of the State Capitol at its base.

Refer to the T6 Capitol and the Civic policies that have been applied to the neighborhood for guidance beyond the goals below. The policy can be found in the Community Character Manual.

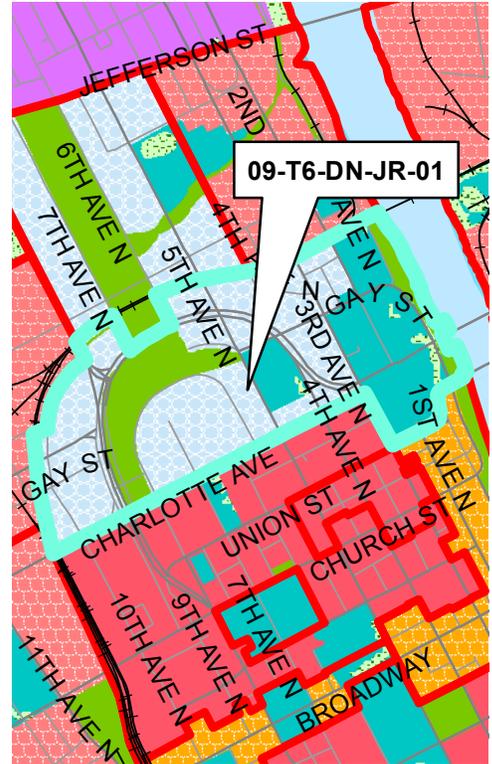
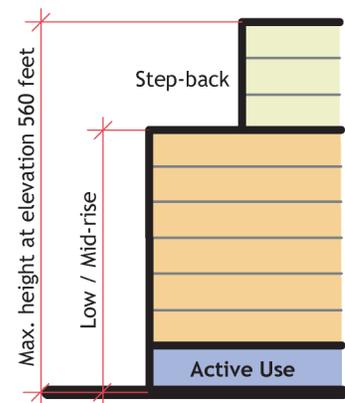


Figure DT-9: Building Heights in James Robertson Neighborhood



Goals for the James Robertson Neighborhood

- » Preserve and enhance the Capitol Lawn. Maintain the Capitol Lawn in its current condition. New construction is discouraged on the Capitol Lawn. Efforts should be made to secure the use of the land at the northeast foot of the Capitol lawn to make it public open space and reestablish the grand entrance to the Capitol.
- » Preserve and enhance the State Capitol and State and Metro government buildings.
- » To ensure the preservation of views of Capitol Hill, building heights shall be a minimum of 25 feet at the street, but shall not exceed mid-rise building heights with an overall elevation height of 560 feet (the base of the capitol building).



James Robertson Neighborhood, with the State Capitol and Lawn

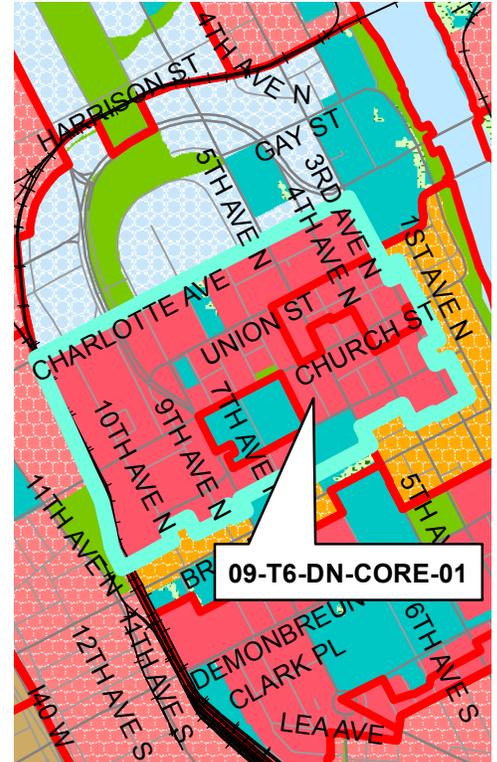
Core Neighborhood

The Core is the heart of the Downtown business district, the economic engine of the Middle Tennessee region, and a significant economic force in the Southeast. It is the densest neighborhood in Downtown and is intended to accommodate a mix of uses with an emphasis on office in high-rise buildings. The Core has long been characterized by low-rise, mid-rise, and high-rise office buildings, parking structures, surface parking, and services to support the commercial businesses. See accompanying map of the Downtown Neighborhoods.

Recently, construction of residential towers as well as rehabilitation of historic buildings for residential uses has significantly increased the number of people living Downtown and in the Core. While additional retail and services are still needed for Downtown residents and employees, Downtown has welcomed numerous new retail ventures, including restaurants, galleries and shops, and grocery store options. As surface parking lots and other under-utilized land are redeveloped, the activity level of Downtown increases. The overall effect is the transformation of the Downtown from a “nine to five” business center to a “24/7” Downtown.

Within the Core, and primarily within the Historic Core of the Subdistrict, there are a number of historic structures that figure prominently into Nashville’s history and are unique building types in the country. The Arcade is one of the few remaining examples of this building type in the United States. Meanwhile, the Core is also home to several historic structures that housed some of the earliest banks and commercial institutions in Nashville. The Arcade and other historic structures in the Core should be preserved and their massing should be utilized as a contextual basis for new and adaptive reuse development in the area. Attention should be given to developing tools that will preserve these buildings within the higher density zoning districts in which they lie. This area is placed in a special policy within the T6 Downtown Core Policy, 09-T6-DN-CORE-01.

Within the Core neighborhood, the Civic Policy is applied to the Downtown Library and the planned Federal Courthouse property. It is expected that the Federal Courthouse will contribute to an active pedestrian environment on Eighth Avenue and Church Street, including front doors on Church Street. The Church Street Park across from the library is placed in T6 Open Space Policy.

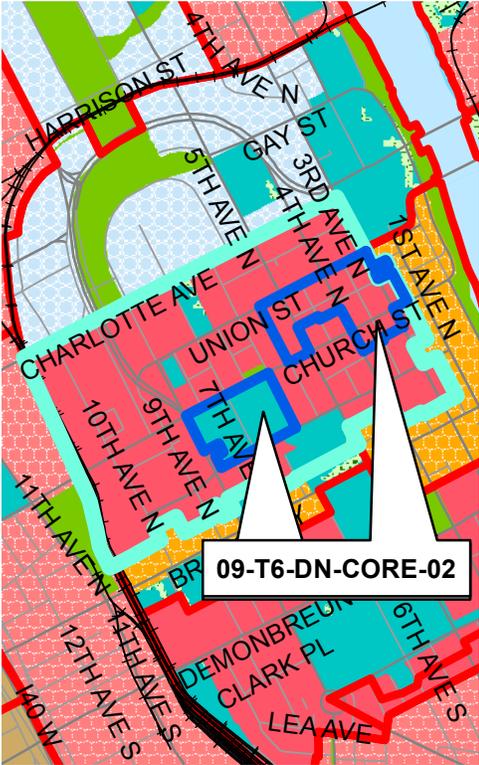


For guidance on other property in the Core not located in one of these policies, or the special policy, please refer to T6 Downtown Core in addition to any of the applicable goals listed below.

Goals and Special Policies for the Core Neighborhood

Special Policy 09-T6-DN-CORE-02

This special policy applies to an area with an especially high concentration of historic structures and a National Register Landmark District, including the Arcade and Printer’s Alley. It is the intent of the Downtown Plan to preserve these historic structures to the greatest extent possible, to support their adaptive reuse, and to ensure that new development within the special policy area complements the historic structures from an urban design standpoint. To this end, a Historic Preservation Overlay District is recommended for this area.



- » Tools to facilitate the Transfer of Development Rights from these properties to elsewhere in Downtown should be utilized.
- » The building heights shall be a minimum of 25 feet at the street up to low-rise heights at mid-block and the low end of the mid-rise range at corners.
- » When renovating a façade in the special policy area, refer to the Design Guidelines adopted by Metropolitan Historical Commission for Historic Properties that are Listed or Eligible for the National Register of Historic Places.
- » When renovating a structure, including adding a rear or roof addition in the special policy area refer to the Secretary of the Interior’s Standards for Rehabilitation, as directed by the *Capital Mall Redevelopment Plan* adopted by Metropolitan Council.

Elsewhere in the Core Neighborhood, building heights shall be a minimum of 25 feet at the street with no maximum height. Buildings exceeding allowable heights in the Downtown Code in this area may also be considered for additional height in exchange for public benefits provided by the development per the Bonus Height Program of the Downtown Code.

Upper Broadway Neighborhood

The Upper Broadway Neighborhood is generally bounded by the rear lot lines of properties along the north side of Broadway to the north, Fifth Avenue to the east, the rear lot lines of properties along the south side of Broadway to the south, and the railroad tracks to the west. See accompanying map of the Downtown Neighborhoods.

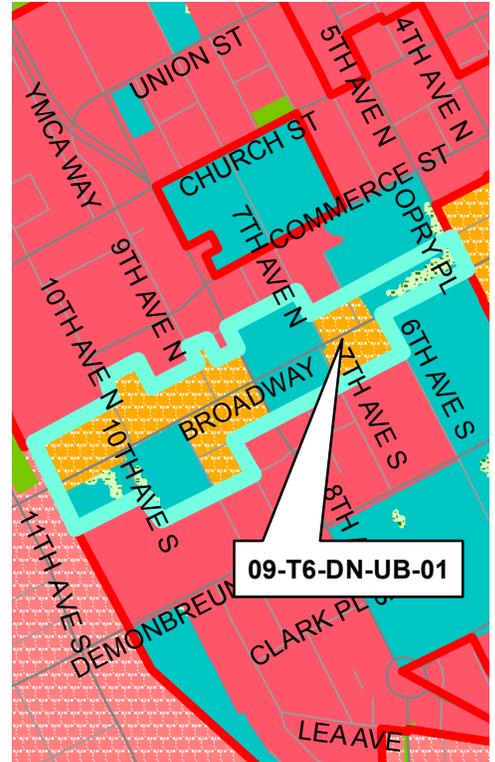
This neighborhood contains several historically significant civic and cultural buildings, including the Frist Center for the Visual Arts, Union Station, Hume Fogg High School, the Estes Kefauver Federal Building and Courthouse, and the Customs House. It also includes the frontage of the old Convention Center that will soon be redeveloped into an intense activity generator, tying it to the entertainment-oriented Second and Broadway Neighborhood to the east.

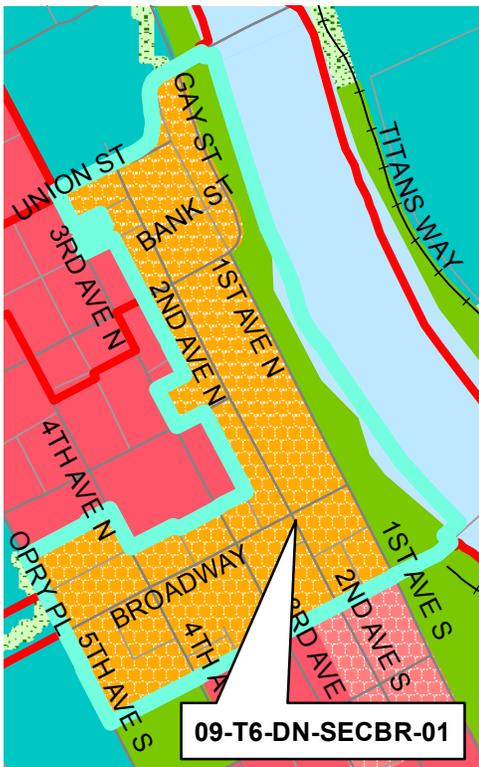
Additional zoning protections should be implemented for the historically significant civic and cultural assets in the Upper Broadway Neighborhood; historic structures should be preserved to the greatest extent possible, their adaptive reuse should be supported, and new development should complement the historic structures from an urban design standpoint. New development should complement the existing historically-significant, mid-rise cultural and civic character while accommodating a mix of uses.

Refer to the T6 Second and Broadway (T6 SB) policy that has been applied to the neighborhood for guidance beyond the goals listed below.

Goals for the Upper Broadway Neighborhood

- » Apply Historic Landmark status to specific historic structures in this neighborhood, including, but not limited to, the Frist Center (919 Broadway), Christ Church Cathedral (900 Broadway), Southern Methodist Publishing House (810 Broadway) and the Masonic Lodge (100 7th Avenue North).
- » Building heights shall be a minimum of 25 feet at the street and shall not exceed a total height of 100 feet.





Second and Broadway Neighborhood

The Second and Broadway Neighborhood is generally located between Union Street to the north, the Cumberland River to the east, the rear lot lines of properties along the north side of Symphony Place to the south, and Fifth Avenue, the rear lot lines of properties on the west side of Third Avenue, and the rear lot lines of properties fronting onto Second Avenue North to the west. See accompanying map of the Downtown Neighborhoods.

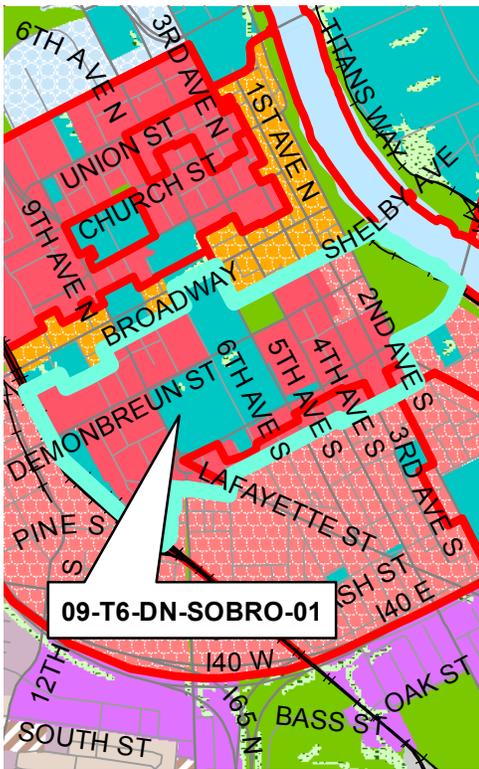
The Second and Broadway Neighborhood is the historic and cultural heart of Nashville. It is a destination for residents and visitors, offering a variety of entertainment and dining options as well as a historic district that captures some of Nashville's history as a river town. It is home to many famous entertainment venues, including the Ryman Auditorium and the famous honky-tonks of Lower Broad. It also contains a portion of Riverfront Park and the Cumberland River Greenway, offering residents, employees and visitors to Downtown the option of enjoying the Cumberland River.

The intent of the Community Plan is to maintain the low-scale, pedestrian-friendly historic character of the Second and Broadway Neighborhood while accommodating a mix of uses that is predominantly entertainment venues with some residential, retail, and office. Adaptive reuse of existing historic structures is critical to respect, maintain, and enhance not only individual structures, but the overall existing character of the Second and Broadway Neighborhood. Historic structures should be preserved, their adaptive reuse should be supported, and new development should respect the historic structures and the overall character of the corridor, by maintaining the existing scale, massing, and building storefront rhythm.

Refer to the T6 Second and Broadway policy that has been applied to the neighborhood for guidance beyond the goals listed below.

Goals for the Second and Broadway Neighborhood

- » Utilize the tools of the Downtown Code to facilitate the transfer of development rights from properties in the Second and Broadway Neighborhood to eligible locations within the Downtown Code.
- » Maintain the two historic zoning overlays found in this neighborhood: The Second Avenue Historic Zoning Overlay and The Broadway Historic Zoning Overlay. Extend The Broadway Historic Zoning Overlay to encompass the properties along Broadway between Second and Third Avenues.
- » Efforts should be made by Metropolitan Government to secure the use of the vacant land at 313-315 Broadway, as show on the Potential Open Space Map (Figure DT-19) to create a pedestrian connection between Broadway and the Schermerhorn Symphony Center.



SoBro Neighborhood

The SoBro Neighborhood is generally located between the rear lot lines of properties along the south side of Broadway, a portion of the south side of Broadway, and Symphony Place to the north; the Cumberland River to the east; Peabody Street and Lea Avenue to the south; and the CSX rail lines to the west. See accompanying map of the Downtown Neighborhoods.

The SoBro Neighborhood is intended to be a high-intensity, mixed use neighborhood emphasizing cultural, entertainment, and residential uses while accommodating some office uses. The goals included below encourage SoBro to develop as a distinctive, architecturally eclectic neighborhood with tall buildings with some sheer walls along certain streets, as well as some “stepped back” buildings to create a variety of viewsheds and allow for light and air circulation throughout the neighborhood. Overall, development in SoBro should emphasize a comfortable and lively pedestrian environment for residents and visitors.

The SoBro Neighborhood contains an impressive number of institutions: the Country Music Hall of Fame Park, Bridgestone Arena, the Schermerhorn Symphony Center, and the new Music City Center Convention Center. It is also home to office, hotel and residential buildings including the Pinnacle, Encore, Omni, and Hyatt Place. It will soon include a substantial addition of office space in the new the Bridgestone Americas’ new corporate headquarters as well as other new office, hotel and residential buildings.

The current built pattern of First and Second Avenues is an extension of the historically and culturally significant Second and Broadway Neighborhood to the north. South of Broadway, First and Second Avenues include a collection of notable, low-scaled historic brick buildings that add to the fabric of the neighborhood. These should be preserved and their massing should be utilized as a contextual basis for new and adaptive reuse development in the area.

By recognizing and maintaining the link between the portion of First and Second Avenues north of Broadway to the portion of First and Second Avenues to the south of Broadway, development can create an extension of a key tourist and local entertainment and tourism corridor. Residents and visitors will be able to easily and comfortably walk between upper Second Avenue into the West Riverfront Park and Amphitheater. A pedestrian scaled, mixed use character is key to maintaining the extension of Second Avenue south from Broadway.

The Cumberland River Greenway is planned along the eastern boundary of the SoBro neighborhood. Connections between the neighborhood and the greenway will be important to provide residents and visitors with access to open space.

SoBro was the Downtown neighborhood that was impacted the most by the 2010 flood. In response, the city proposes to construct a flood wall as part of the West Riverfront Park. In addition to public-sector flood mitigation improvements aside, new development will need to include flood mitigation measures and also be sensitive in design to be responsive to the location in the floodplain, while still creating an active public realm.

The John Siegenthaler Pedestrian Bridge, formerly the Shelby Street Bridge, is a highlight of the First and Second Avenues area of SoBro. Special care should be taken to ensure that development and redevelopment surrounding the John Siegenthaler Pedestrian Street Bridge complements, in scale and massing, the bridge so as not to detract from its landmark status.

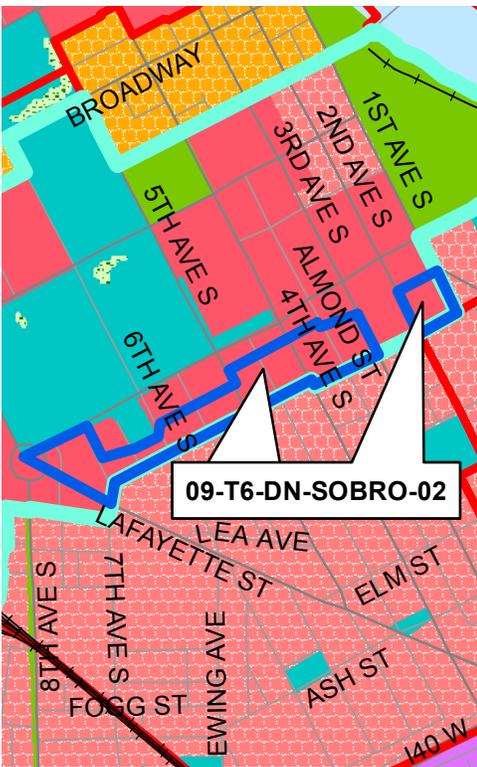
The SoBro Neighborhood shares a boundary with the historically and culturally significant Second and Broadway Neighborhood. Sensitivity to the Second and Broadway neighborhood's character and integrity will be critical factors in the appropriate design of new development along the boundary. Additionally, cherished historic structures are located within SoBro such as Cummins Station, the First Lutheran Church at 109 Eighth Avenue South, the Methodist Publishing House, the John Siegenthaler Pedestrian Bridge and structures at 304 and 306 Tenth Avenue South. The preservation of these structures is encouraged and new development on these properties or adjacent should be designed to complement and enhance these historic and cultural structures.

Korean Veterans Boulevard runs through the southern portion of SoBro. The completed Korean Veterans Boulevard opened in 2013 and connected Korean Veterans Bridge to 8th avenue with a roundabout in front on the Music City Center. The area in the center of the roundabout will eventually feature a large public art installation. The Gateway Urban Design Overlay guides the development along this important east-west corridor with additional guidance in the goals and objectives described below and the Downtown Code.

Refer to the T6 Core and T6 Downtown Neighborhood policies that have been applied to the neighborhood for guidance beyond the goals listed below.

Goals for the SoBro Neighborhood

- » Maintain, along both sides of First and Second Avenues, a building height at the street compatible with the portion of the First and Second Avenues north of Broadway. The building heights shall be a minimum of 25 feet at the street, but shall not exceed 105 feet at the street. At 105 feet, the building shall step back a minimum of 15 feet. This area, with the exception of the east side of First Avenue where heights are intended to remain low-rise, may also be considered for additional height in exchange for public benefits provided by the development, such as affordable or attainable housing, so long as the overall intent of the intent and goals for the neighborhood are met.
- » Properties along Peabody (Special Policy 09-T6DN-SOBRO-02)
 - » If properties south of Korean Veterans Boulevard (on Peabody Street or numbered streets such as First through Sixth streets) are consolidated and developed with frontage on Gateway, then the properties shall be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy shall apply. See the Downtown Code for codification of this policy.
 - » If properties south of Korean Veteran Boulevard are developed without frontage on KVB, then they shall be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take in to consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to Korean Veterans Boulevard and lower heights transitioning into the adjacent neighborhoods.
- » Continue the theme of Fifth Avenue of the Arts as a “celebrated corridor” from the north side of KVB. Improvements to public rights of way and public and private investment in streetscaping features on Fifth Avenue should take into consideration the arts theme.
- » Many properties in this neighborhood may also be considered for additional height in exchange for public benefits provided by the development per the Bonus Height Program of the Downtown Code.



Lafayette Neighborhood

The Lafayette Neighborhood is generally bounded by Lea Avenue and Peabody Street to the north; Second Avenue South and the rear lots lines of properties on the west side of Second Avenue South to the east; the interstate to the south; and the railroad tracks and the rear lots lines of properties fronting on the west side of 8th Avenue South to the west. See accompanying map of the Downtown Neighborhoods.

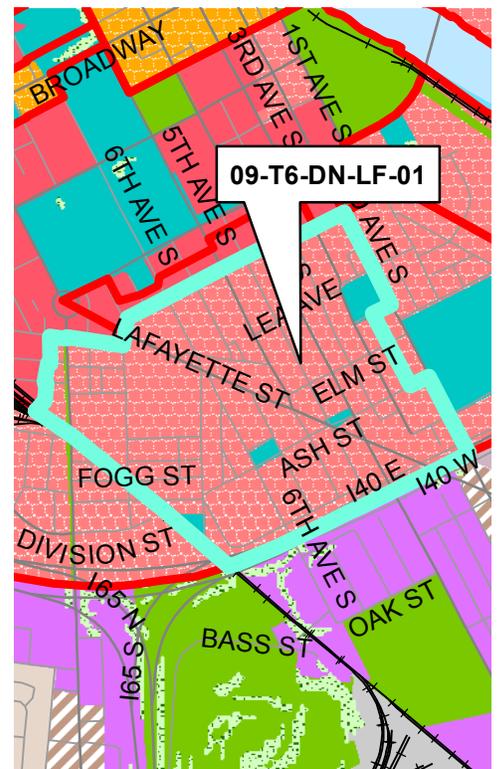
In the past, the Lafayette neighborhood has been a primarily industrial and business services environment with transportation connections to the adjacent Gulch, SoBro and Rutledge Hill neighborhoods and the Green Hills-Midtown and South Nashville Communities to the south. The diagonal orientation of Lafayette Street and the railroad tracks creates interesting street and block patterns, but also presents unique development challenges and can prove difficult to navigate.

The Lafayette Neighborhood is poised for change. The Metro Public Works Department has begun a project to connect Division Street in the Gulch through to Lafayette at Ash Street. This will greatly improve connectivity Downtown and open up new opportunities for more intense mixed use, including residential, development in the neighborhood. New additions such as The City Winery and Greyhound combined with longer tenure residents such as Holy Trinity Episcopal Church, Rockettown, and Third Man Records combine to create an eclectic, unique community. As with other Downtown neighborhoods, there is a need for more publicly accessible open space as the residential and employment bases grow.

Refer to the T6 Downtown Neighborhood policy that has been applied to the neighborhood for guidance beyond the goals listed below.

Goals for the Lafayette Neighborhood

- » Building heights shall not exceed mid-rise heights, however, this area may also be considered for additional height in exchange for public benefits provided by the development per the Bonus Height Program of the Downtown Code.
- » The Downtown Streetscape Elements Design Guidelines identifies Fifth Avenue of the Arts as a “celebrated corridor.” Improvements to



public rights of way and public and private investment in streetscaping features on Fifth Avenue should take into consideration the arts theme.

- » The identified gateway entrances into Downtown at 4th Avenue South, 8th Avenue South, and Lafayette Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » Properties along Peabody (Special Policy 09-T6DN-SOBRO-02)
 - » If properties south of Korean Veterans Boulevard (on Peabody Street or numbered streets such as 1st through 6th streets) are consolidated and developed with frontage on Gateway, then the properties shall be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy shall apply. See the Downtown Code for codification of this policy.
 - » If properties south of Korean Veteran Boulevard are developed without frontage on KVB, then they shall be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take in to consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to Korean Veterans Boulevard and lower heights transitioning into the adjacent neighborhoods.
- » The planned new streets shown on the downtown street connection map (Figure DT-24) shall be constructed as part of new development of properties in those areas.

Rutledge Hill Neighborhood

The Rutledge Hill neighborhood is generally bounded by Peabody Street to the north, Hermitage Avenue to the east, the interstate to the south, and Second Avenue South and the rear lot lines of properties fronting on the west side of Second Avenue South to the west. See accompanying map of the Downtown Neighborhoods.

Government and business services are currently the predominant uses in the Rutledge Hill neighborhood. The neighborhood has strong transportation connections to the adjacent SoBro, Lafayette and Rolling Mill neighborhoods and the South Nashville Community south of the interstate. The Rutledge Hill Neighborhood currently has some consistency in built environment. It was one of Nashville's earliest residential areas and still contains several notable historic buildings as well as the Richard Fulton Government Office Complex and the Nashville Children's Theater. A recent addition to the neighborhood is The Cordelle, an event space in an adaptive reuse of a Victorian structure built in the late 1800s, located on Lindsley Avenue. The introduction of The Cordelle spurred a reimagining of what the Academy Place pedestrian bridge could look like in creating a gateway to neighborhoods to the south. Rutledge Hill is intended to develop as a vibrant, mixed use neighborhood with a heavy residential emphasis in primarily low- to mid-rise buildings. As with other primarily residential neighborhoods, there is a need for more publicly accessible open space as the population increases.

The neighborhood has two different policies applied to it: T6 Downtown Neighborhood, applied to the majority of the areas, and Civic applied to the Metropolitan Government's Fulton Campus. See those policies for guidance in addition to the goals listed below.

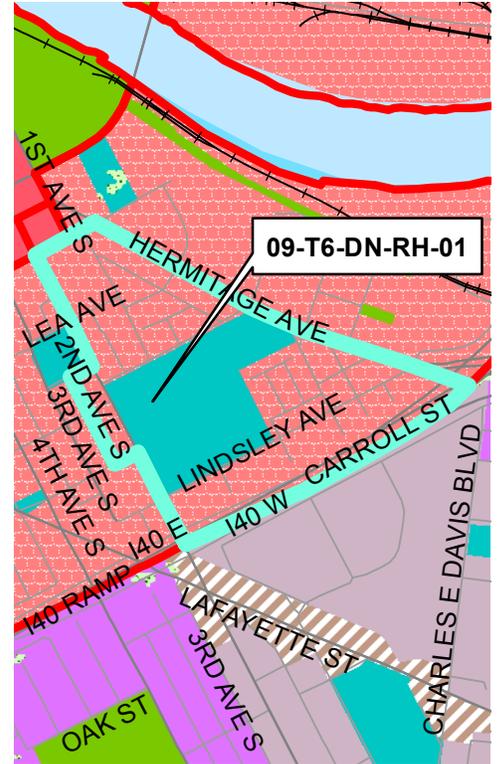
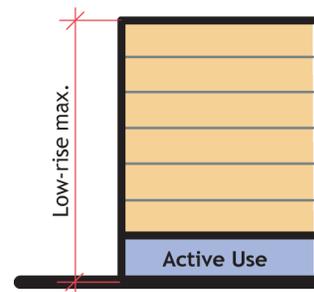


Figure DT-10: Building heights for Rutledge Hill Neighborhood



Goals for the Rutledge Hill Neighborhood

- » Buildings shall be a maximum of low-rise height.
- » The identified gateway entrances into Downtown at Hermitage Avenue and at Second Avenue South and Lafayette Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » Properties along Peabody (Special Policy 09-T6DN-SOBRO-02)
 - » If properties south of Korean Veterans Boulevard (on Peabody Street or numbered streets such as 1st through 6th streets) are consolidated and developed with frontage on Gateway, then the properties shall be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy shall apply. See the Downtown Code for codification of this policy.
 - » If properties south of Korean Veteran Boulevard are developed without frontage on KVB, then they shall be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take in to consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to Korean Veterans Boulevard and lower heights transitioning into the adjacent neighborhoods.
- » The planned new streets shown on the downtown street connection map (Figure DT-24) shall be constructed as part of new development of properties in those areas.

Rolling Mill Hill and Rutledge River Neighborhood

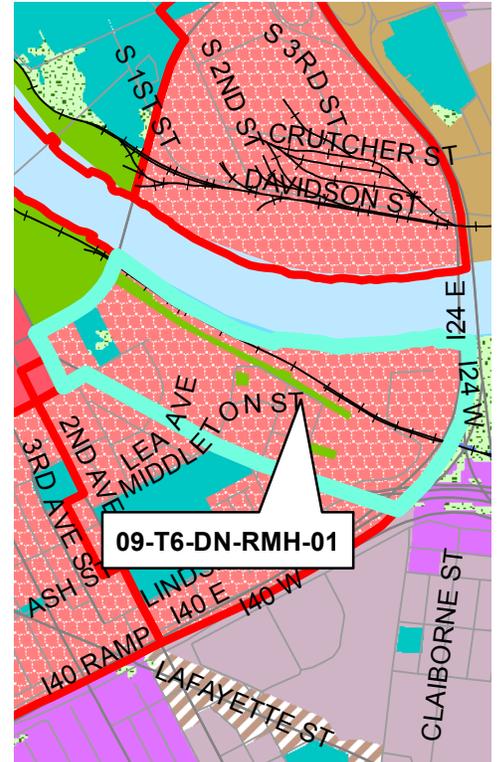
The Rolling Mill Hill neighborhood is generally located between the Cumberland River to the north, I-40 to the east, Hermitage Avenue to the south, and Gateway Boulevard to the west. See accompanying map of the Downtown Neighborhoods. Rolling Mill Hill is a 34-acre site located on a bluff overlooking the Cumberland River less than a half-mile southeast of the Core. This neighborhood is adjacent to Rutledge Hill and SoBro neighborhoods.

In 2003, the Metropolitan Development and Housing Agency (MDHA) adopted a *Master Plan and Development Guidelines for Rolling Mill Hill* and amended it in 2007. The neighborhood is intended to redevelop as a mixed use infill development with employment, shopping and housing options and is nearing completion of that vision. The area has emerged as one of Nashville's most successful redevelopment areas that includes a vibrant mix of office and residential uses. The renovated "Trolley Barns" has served as a magnet for creative class and non-profit businesses as well as a unique social gathering place, Pinewood Social.

Rolling Mill Hill has a heavy residential emphasis. The area provides a range of housing options by size and cost to support a diverse and sustainable neighborhood. Nance Place Apartments is a Tax Credit Workforce Housing development with a mix of studios, one, two and three bedroom units restricted to renters within a certain income limit. Ryman Lofts is another affordable option with a preference for tenants pursuing a career in the arts and within certain income limits. Other options, such as City View Apartments, offer abundant amenities and conveniences with a market rate rents.

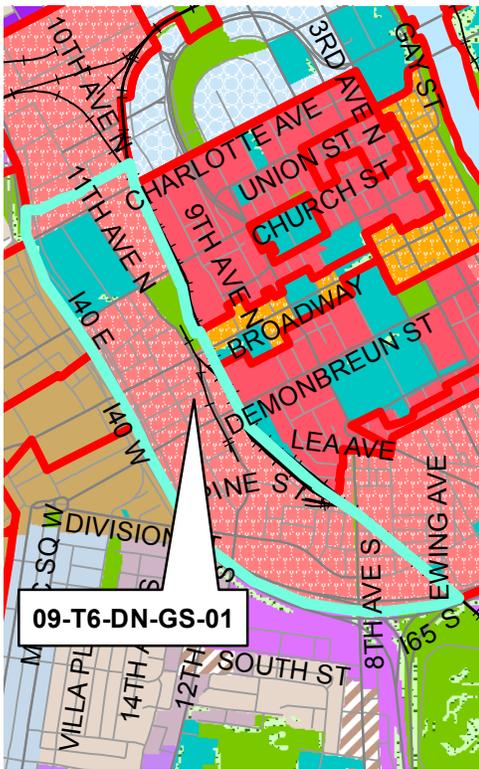
The neighborhood also contains a planned greenway on publicly-owned land and the Vocational Rehabilitation Regional Office for the State of Tennessee's Department of Human Services. The portion of the neighborhood not included in the MDHA plan is envisioned to complement the mixed use development goals for the abutting Rutledge Hill neighborhood.

Refer to the T6 Downtown Neighborhood policy and Civic policy that has been applied to the neighborhood for guidance beyond the goals listed below.



Goals for the Rolling Mill Hill and Rutledge River

- » Buildings within the MDHA *Rolling Mill Hill Redevelopment Plan* shall implement the plan. Properties outside of the MDHA Redevelopment Plan shall develop in accordance with the guidance of the T6 Downtown Neighborhood policy.
- » Buildings that are mixed use or non-residential shall be a minimum of 25 feet at the street and a maximum of low-rise.
- » The identified gateway entrance into Downtown at Hermitage Avenue should redevelop into a grand entrance in accordance with the recommendations set forth in the Gateways/Entrances section on page 75.



Gulch South Neighborhood

The Gulch South Neighborhood (The Gulch) is generally bounded to the north by the northern property line of lots fronting on the north side of Charlotte Avenue, I-40 to the west and south and the CSX rail line to the east. See accompanying map of the Downtown Neighborhoods.

Over the last decade, The Gulch has emerged as the largest mixed use neighborhood in Downtown with over 1,500 residential units, retail shops, restaurants and entertainment venues covering 60 acres. The Gulch is less dense than the Core and is intended to accommodate a mix of uses in chiefly mid-rise buildings. There is an emphasis on residential development and on blending renovated historic buildings with new construction.

In the Gulch, the street pattern is interrupted by the rail line to the northeast and the interstate to the south and west. The area along Eleventh and Twelfth Avenues from Broadway to Division Street is characterized by small city blocks of 300 to 400 feet bisected by alleys. The area north of Division Street to the rail line is characterized by a small and somewhat irregular street grid with disjointed alleys.

Given the unique street pattern and topography, three prominent intersections have been identified where distinctive development is appropriate to mark important entry points into the Gulch. The three intersections are marked on the accompanying *Key Intersections and Focal Points* map (Figure DT-12) and include:

- » Demonbreun Street at Twelfth Avenue South,
- » Division Street at Twelfth Avenue South, and
- » Division Street and Eighth Avenue South.

At these intersections, additional building height at the street may be appropriate. Taller buildings at these intersections may be considered in order to enhance the urban fabric by marking important locations with tall buildings provided that a positive pedestrian environment is maintained.

The dramatic topography and irregular street pattern in the Gulch also create important focal points that provide opportunities to mark the termination of vistas with noteworthy architectural features. These features may be, but are not limited to, grand entrances, detailed façade articulation, tower/spire forms, public art, plazas, or fountains. The focal points are shown on the *Key Intersections and Focal Points* map, Figure DT-12.

As the neighborhood grows, the need for a neighborhood park to provide recreation and leisure opportunities for residents and patrons in this area remains. Additionally, efforts to implement The Gulch Greenway paralleling the railroad tracks and Eleventh Avenue and Industrial Boulevard should be supported as well as a new bike and pedestrian bridge that has been proposed to cross the railroad tracks near Cummins Station to connect to SoBro.

Currently, the Public Works Department is working on the implementation of the connection of Division Street through the Gulch South neighborhood into the Lafayette neighborhood. This will provide connections to the east for pedestrians, bicycles, transit and automobiles.

The T6 Downtown Neighborhood policy has been applied to the entire neighborhood. See this policy for guidance beyond the goals listed below.

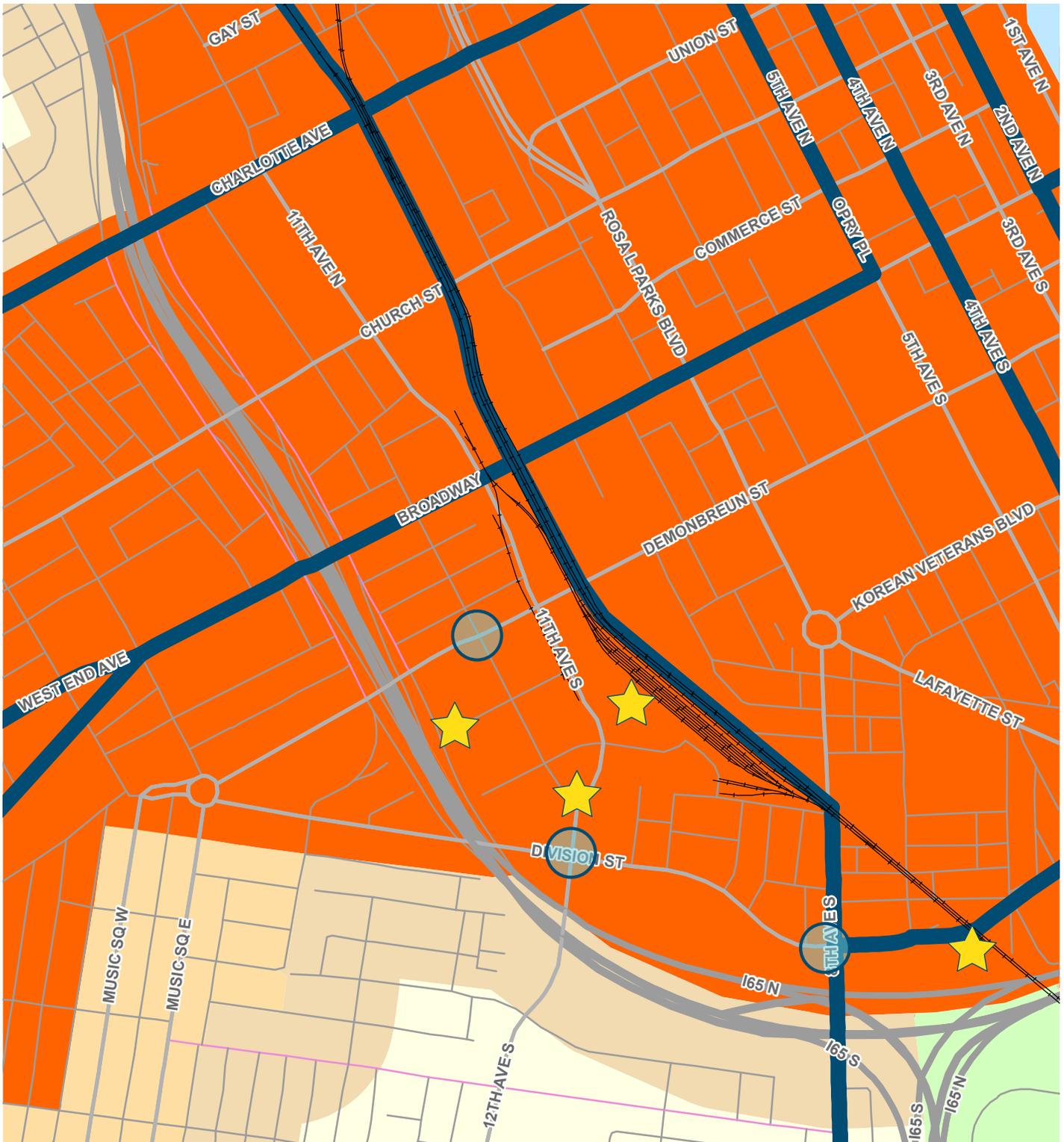
Goals for the Gulch South Neighborhood

- » In most locations, building heights are limited to mid-rise, with some additional height permitted on Church, Broadway and Demonbreun Streets
- » Consideration may be given to additional height at the intersections of Demonbreun Street and Twelfth Avenue, Division Street and Twelfth Avenue, and Division Street and Eighth Avenue provided that the buildings are sensitively designed to enhance the pedestrian experience and the urban fabric by marking important locations. The total height may not exceed the low end of the high-rise range.
- » Consideration may be given in this neighborhood to additional height in exchange for the development providing public benefits as defined in the DTC and as long as the overall intent of the goals and objectives for the neighborhood are met.
- » Building heights shall be a minimum of 25 feet at the street
- » Focal points identified on the Key Intersections and Focal Points map should be emphasized with special architectural features.

- » Efforts should be made to secure a historic or cultural designation for the Station Inn, at the intersection of Eleventh and Twelfth Avenues South, to protect this cultural treasure.
- » The identified gateway entrances into Downtown at Broadway, Charlotte Avenue, Demonbreun Street, Eighth Avenue South and Division Street at Twelfth Avenue South should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » Buildings abutting the Broadway, Church Street, and Demonbreun Street viaducts, if tall enough, shall have a pedestrian entrance on their respective abutting viaducts. Pedestrian entrances shall also be provided on Eleventh Avenue North and Twelfth Avenue North to improve the pedestrian environment at the street.
- » The planned new streets shown on the downtown street connection map (Figure DT-33) shall be constructed as part of new development of properties in those areas.

Figure DT-12: Key Intersections and Focal Points map

Gulch Neighborhood



Legend—Key Intersections and Focal Points

Priority

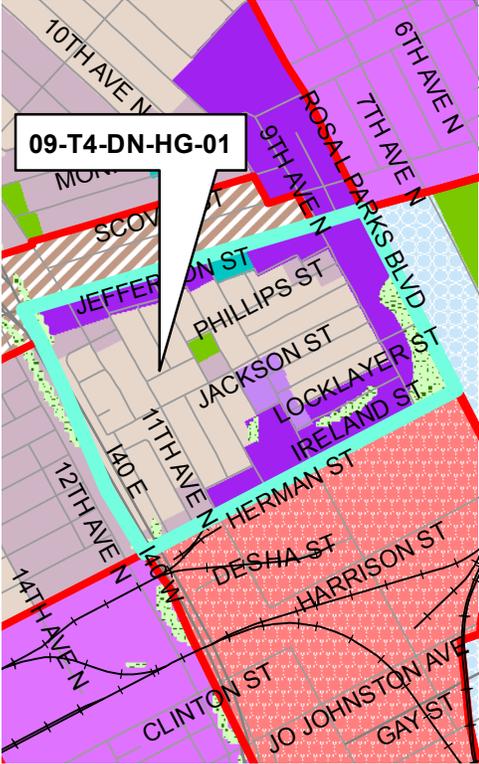
-  Immediate need
-  Long-term need

 Focal Points

 Key Intersections

Hope Gardens Neighborhood

The Hope Gardens neighborhood is generally located between Jefferson Street to the north, Rosa L. Parks Boulevard to the east, Herman Street to the south, and the interstate to the west. See accompanying map of the Downtown Neighborhoods.



The Hope Gardens neighborhood contains five different policies: T4 Community Center along the edges of Jefferson Street and Rosa L. Parks Avenue; T4 Neighborhood Center on the small commercial center located around 10th Avenue North, Locklayer Street and Jackson Street; T4 Neighborhood Evolving on four areas expected to or already developed at higher intensity or form than the majority of the neighborhood; T4 Neighborhood Maintenance on the majority of the neighborhood to recognize its existing block and lot pattern, and historic housing stock; and Open Space on the neighborhood park located at the corner of Philips Street and Warren Street. Please see those policies for guidance in addition to the goals for the neighborhood listed below. The intent for this neighborhood is to preserve its historic character while accommodating a mix of new housing, and new mixed use development at appropriate locations as specified in the plan.

Goals for the Hope Gardens Neighborhood

- » The identified gateway entrance into Downtown at Jefferson Street and Rosa L. Parks Boulevard should redevelop into a grand entrance in accordance with the recommendations set forth in the Gateway and entrances section on page 75.

Sulphur Dell Neighborhood

The Sulphur Dell Neighborhood is generally located between Jefferson Street to the north, the Cumberland River to the east, the rail line to the south, and Fourth Avenue North to the west. See accompanying map of the Downtown Neighborhoods.

Sulphur Dell was home to Nashville’s stockyards and the first gas works. In the past it was primarily industrial but is experiencing a large amount of residential development prior to, and now building on, the development of the First Tennessee Park. First Tennessee Park is the new minor league ball park for The Nashville Sounds, Nashville’s AAA baseball team. The ball park straddles the Sulphur Dell and adjacent Bicentennial Mall Subdistricts. A portion of the ballpark is located on the land on which the Sulphur Dell ballpark sat from 1870 to 1969.

Sulphur Dell is covered by the State’s *Bicentennial Mall Master Plan*, which is reflected in the goals of the Downtown Plan. The area is intended to accommodate a mix of residential, office and commercial uses in chiefly mid-rise buildings. Part of the intent for this area is to develop in a manner that protects views of the State Capitol. In addition, it is the intent of the plan to connect the existing French Lick Greenway across Jefferson Street to the north. Two new east-west streets are also planned for the southern part of the Sulphur Dell neighborhood to improve connectivity. See the Downtown Street Connections section below.

The T6 Downtown Neighborhood policy has been applied to the entire neighborhood. See this policy for guidance beyond the goals listed below.

Goals for the Sulphur Dell Neighborhood

- » To ensure the preservation of views of Capitol Hill, building heights shall be a minimum of 25 feet at the street, but shall not exceed low-rise building heights with an overall elevation height of 560 feet (the base of the capitol building). See Figure DT-13.
- » The planned new streets shown on the Downtown Street Connections Map (page 105) shall be constructed as part of new development of properties in those areas.

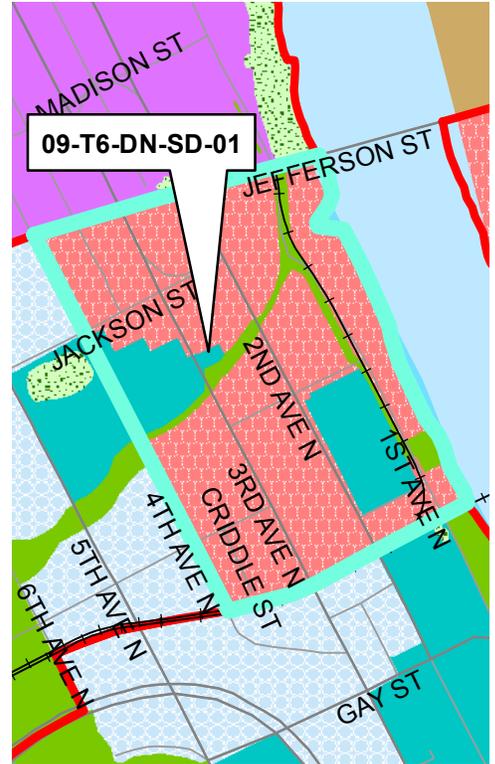
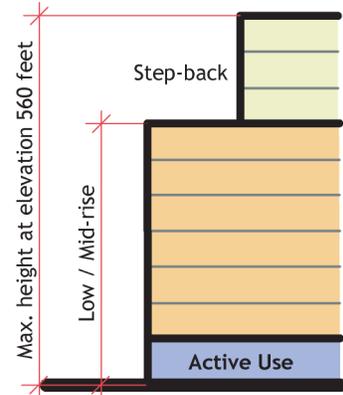
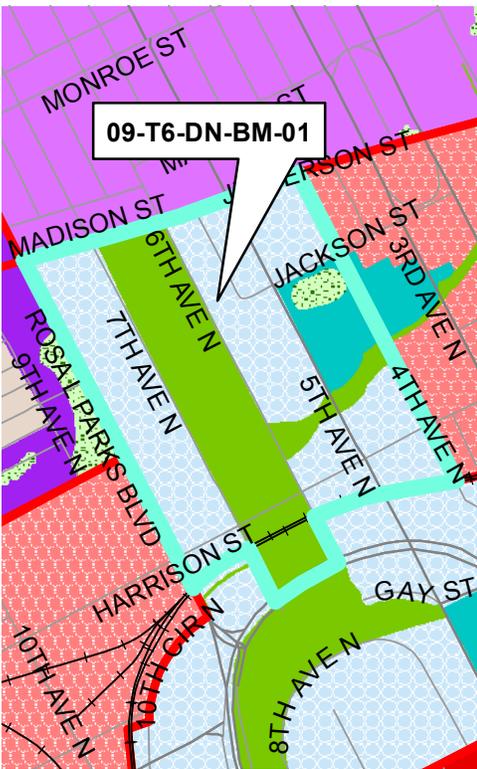


Figure DT-13: Building Heights in Sulphur Dell Neighborhood





Bicentennial Mall Neighborhood

The Bicentennial Mall neighborhood is generally located between Jefferson Street to the north, Fourth Avenue North to the east, the CSX rail overpass and James Robertson Parkway to the south, and Rosa L. Parks Boulevard to the west. See accompanying map of the Downtown Neighborhoods. Two policies have been applied: Open Space is applied to the Bicentennial Mall State Park, and Civic has been applied the rest of the neighborhood.

This neighborhood is dominated by the Bicentennial Mall State Park and the Farmers Market. It also contains some state office buildings, surface parking and part of the French Lick Greenway. It is covered by the State’s *Bicentennial Mall Urban Master Plan*, which is reflected in the goals of the Downtown Plan. The Bicentennial Mall neighborhood is intended to be the site of the relocated Tennessee State Museum and State Archives.

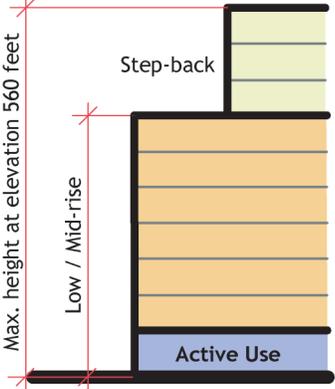
The intention of this plan is for the Bicentennial Mall Neighborhood to develop a mixed use neighborhood that focuses on State and Metro facilities, including offices and cultural venues, but that also includes residential and retail development at a scale that is welcoming to the many pedestrians expected to visit the area.

Open Space policy has been applied to the Bicentennial Mall State Park, and Civic policy has been applied the rest of the Neighborhood. Refer to those policies for guidance beyond the goals listed below.

Goals for the Bicentennial Mall Neighborhood

- » To ensure the preservation of views of Capitol Hill, building heights shall be a minimum of 25 feet at the street, but shall not exceed low-rise building heights with an overall elevation height of 560 feet (the base of the capitol building). See Figure DT-14.
- » The identified gateway entrances into Downtown at Fifth Avenue North and Jefferson Street and at Rosa L. Parks Boulevard and Jefferson Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » The Downtown Streetscape Elements Design Guidelines identifies Fifth Avenue of the Arts as a “celebrated corridor.” Improvements to the public rights-of-way and public and private investment in streetscaping features on Fifth Avenue should take into consideration the arts theme.

Figure DT-14: Building Heights in Bicentennial Mall Neighborhood



East Bank Neighborhoods

The East Bank is generally bounded by Jefferson Street to the north, I-24 and I-65 to the east, and the Cumberland River to the south and west. See accompanying map of the Downtown Neighborhoods. The East Bank is one of Downtown’s most significant untapped resources, with assets such as Nissan Stadium (formerly LP Field), spectacular views of Downtown’s skyline, and close proximity to both East Nashville neighborhoods and the excitement of a growing Downtown.

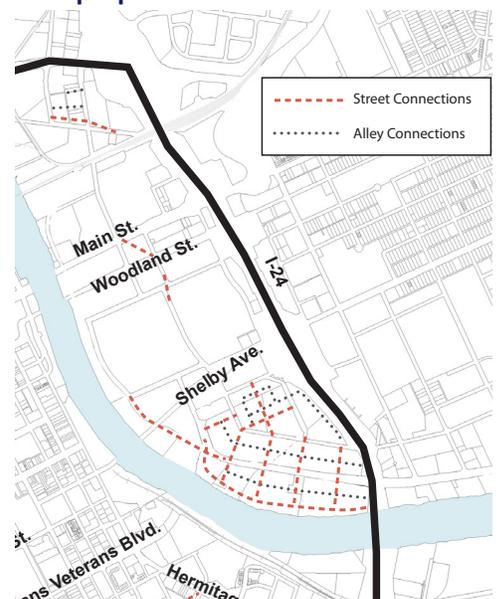
The Plan of Nashville: Avenues to a Great City and a series of public forums hosted by the Nashville Civic Design Center in late 2005 set the stage for development of a plan for future growth and development in the East Bank. In 2006, Metro Nashville Government and the U. S. Army Corps of Engineers jointly funded a *The Riverfront Concept Plan* for the downtown portion of the Cumberland riverfront on both the west bank of the Cumberland and in the East Bank neighborhood.

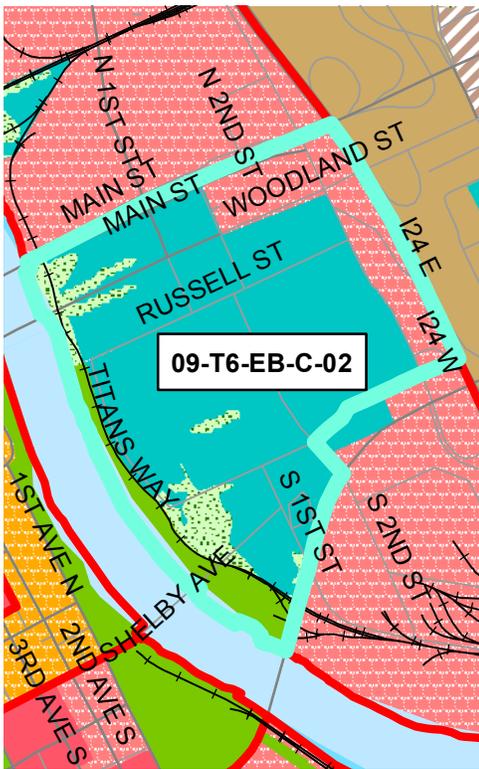
The *Nashville Riverfront Concept Plan* calls for four phases of redevelopment. For the first five years, the plan calls for investments on publicly-owned land on both sides of the Cumberland River. Some investments—such as expansion of the existing Riverfront Park and a children’s play area—have been completed and now enhance the character of East Bank. As the Riverfront Concept Plan is implemented, it may be necessary to re-evaluate the vision for the East Bank Neighborhood, to facilitate redevelopment of the riverfront as an asset for all Nashvillians.

At this time, the Community Character policy of T6 Downtown Neighborhood has been applied to foster mixed use development on private property in the absence of immediate plans and funding on the part of the city or other entities. Open Space policy is applied to properties already held in public ownership, and Civic policy is applied to the Nissan Stadium properties and parking areas. The East Bank is broken into three distinct neighborhoods of East Bank South, East Bank Central, and East Bank North, that are described in greater detail in the following sections.

More information about the Nashville Riverfront Concept Plan and the transformation of Nashville’s riverfront may be found at www.nashvillriverfront.org

Figure DT-15: East Bank Neighborhoods with proposed new streets





East Bank Central Neighborhood

The East Bank Central Neighborhood is generally located between James Robertson Parkway/Main Street to the north, I-24 and I-65 to the east, Korean Veterans Boulevard to the south, and the Cumberland River to the west. See accompanying map of the Downtown Neighborhoods.

This neighborhood is anchored by LP Field and stadium-support uses, such as surface parking lots, which currently have significant restrictions on their use or redevelopment. Korean Veterans Boulevard/Shelby Street is the primary east-west connection south of the stadium. As redevelopment occurs over time, a mix of residential, commercial and offices is envisioned for the East Bank Central Neighborhood.

The properties along Main Street, Woodland Street and Russell Street are envisioned to redevelop to include a mix of residential, commercial, and office uses. Woodland Street currently functions as a gateway to Downtown, punctuated, on the west terminus, by the newly opened Public Square. Woodland also serves as a gateway to East Nashville and with numerous civic and public-benefit uses east of the interstate including the East Park Community Center. The office and public uses along with an enhanced pedestrian environment, including wider sidewalks and appropriate landscaping, are encouraged for Woodland Street to support and improve its current character.

As it redevelops, the East Bank will need a strong north/south connection. One proposal is for Second Street to evolve into that connector.

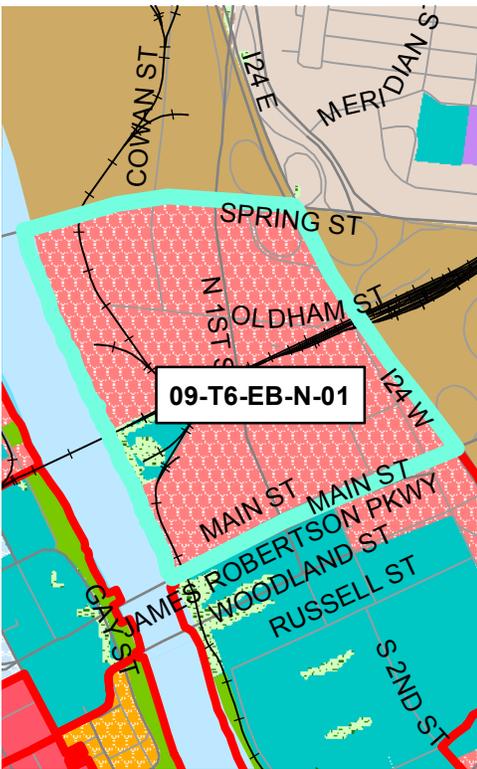
T6 Downtown Neighborhood policy has been applied to foster mixed use development. Open Space policy is applied to properties already held in public ownership, and Civic policy is applied to the LP Field properties and parking areas.

Goals for the East Bank Central Neighborhood

- » Study of the creation of an East Bank Central Subdistrict for the Downtown Code to implement the policies of the T6 Downtown Neighborhood in addition to the goals below. Until that is completed, it is appropriate to use a design-based zoning district or Alternative zoning districts to implement the T6 Downtown Neighborhood policy and the goals below.

- » Creative design will be required to balance the need for raised finished floor elevations in the floodplain and maintaining an active streetscape.
 - » In order to achieve a pedestrian-friendly, active streetscape, all buildings on Woodland Street and Second Street shall have active retail, restaurant, or office uses with direct street access doors on the first floor, as well as transparent windows on the first floor. All buildings on all other streets are encouraged to have active retail, restaurant, or office uses at the direct street access doors on the first floor, as well as transparent windows on the first floor.
 - » In order to achieve a pedestrian-friendly, active streetscape, all parking structures on Woodland Street and Second Street shall be lined with residential, retail or office space.
 - » Entrances to parking shall not be located on Woodland Street and Second Street. Special consideration may be made for properties fronting onto two or more of the above-mentioned streets. It is the intent to provide the most pedestrian-friendly environment possible on these streets while still permitting access to these properties.
- » The identified gateway entrances into Downtown at Main Street and Woodland Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » The planned new streets shown on the downtown street connection map (Figure DT-33) shall be constructed as part of new development of properties in those areas.

- » Creative design will be required to balance the need for raised finished floor elevations in the floodplain and maintaining an active streetscape.
- » In order to achieve a pedestrian-friendly, active streetscape, all buildings on Crutcher Street, Third Street, and the proposed C streets shall have active retail or high volume office uses with direct street access doors on the first floor, as well as transparent windows on the first floor. All buildings on all other streets are encouraged to have active retail or high volume office uses at the direct street access doors on the first floor, as well as transparent windows on the first floor.
- » Once constructed, access to parking shall be from the new alley to be located at the rear of the properties adjacent to the interstate.
- » The identified gateway entrances into Downtown at Shelby Avenue/ Korean Veterans Boulevard should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » The planned new streets shown on the downtown street connection map (Figure DT-33) shall be constructed as part of new development of properties in those areas.



East Bank North Neighborhood

The East Bank North Neighborhood is generally located between Jefferson Street to the north, I-24 and I-65 to the east, James Robertson Parkway/Main Street to the south and the Cumberland River to the west. See accompanying map of the Downtown Neighborhoods. Currently the character of the neighborhood is primarily industrial and heavy commercial. Industries utilizing the rail lines, such as brick and manufacturing industries, occupy the western portion of the neighborhood from the Cumberland River to North First Street.

Similar to other neighborhoods in East Bank, this area is intended to accommodate a mixture of residential, office, and commercial uses. The industrial character creates opportunities for adaptive reuse and conversion of existing warehouses into residential projects. Commercial opportunities are envisioned to expand along North First Street. To that end, T6 Downtown Neighborhood Policy has been applied. Refer to the T6 Downtown Neighborhood policy for guidance beyond the goals listed below.

Goals for the East Bank North Neighborhood

- » Study of the creation of an East Bank North Subdistrict for the Downtown Code to implement the policies of the T6 Downtown Neighborhood in addition to the goals below. Until that is completed, it is appropriate to use a design-based zoning district or Alternative zoning districts to implement the T6 Downtown Neighborhood policy and the goals below.
 - » Creative design will be required to balance the need for raised finished floor elevations in the floodplain and maintaining an active streetscape.
- » The identified gateway entrances into Downtown at Main Street and North First Street at Jefferson Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways and Entrances section on page 75.
- » The planned new streets shown on the downtown street connection map (Figure DT-33) shall be constructed as part of new development of properties in those areas.

Gateways/Entrances

Downtown offers a unique setting and atmosphere to play, work and live and draws residents, employees and millions of visitors each year. Given its special role in Davidson County and Middle Tennessee, Downtown deserves grand entrances that alert visitors that they have arrived in the center of the city. A number of gateways into Downtown have been identified on the Gateways/Entrances Map (Figure DT-16) as locations for prominent entrances. These entrances require special treatment to provide a distinctive transition into Downtown.

While these entrances offer some exceptional views into Downtown, there is much room for improvement to make each entrance welcoming. Recommendations in this section should be considered by the various Metro Departments and other public agencies with interests in the public right-of-way when undertaking projects in and around these entrances to Downtown and by private property owners with property at or around these entrances. Most of the entrances provide excellent views of Downtown, although the view is often cluttered by advertising signs and overhead wires. These views should be enhanced.

All entrances from except those from the north pass either under or over the interstate system. The ample green space associated with the interstate ramps provides an opportunity for a consistently-themed landscaping plan and ideal locations for entrance signs. However, at a number of the key entrances, the green space is enclosed by unsightly chain link fences that should be removed. In addition to open space in the right-of-way, a number of entrances include publicly-owned open spaces in front of government buildings. These are ideal locations to enhance the landscaping and place public art and signs.

Many of the properties flanking the entrances are in privately owned. A large number are small-scale, service businesses that have not invested in the visual aesthetics of the property. A program that assists with landscaping, painting, and other beautification projects can encourage private investment to enhance the visual impact these properties have as the entrance to Downtown. Where the businesses present a blank wall to the entrance street, assistance with efforts to animate the building to contribute to a lively pedestrian environment would be appropriate. At a few locations, the existing businesses are not compatible with an entrance.

Particular effort needs to be made either to enhance their visual appeal or to screen these businesses from the street.

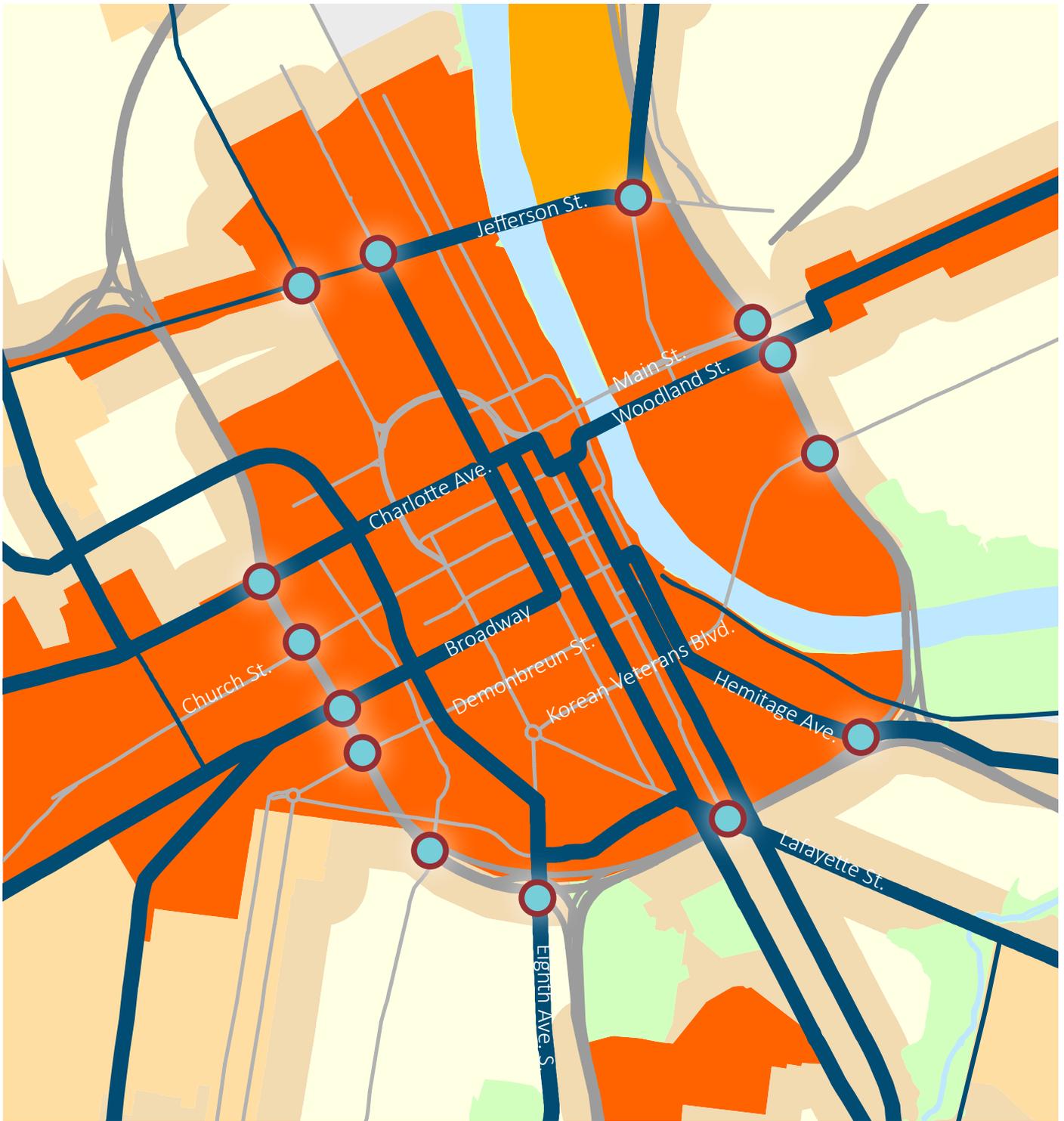
A program of unified streetscape elements would provide consistency to the entrances and assist in creating a sense of transition into a unique community – Downtown. The *Downtown Streetscape Elements Design Guidelines* notes that well-designed and implemented urban streetscape corridors are among the most commonly experienced civic spaces and that the streetscape environment must enhance, complement and strengthen the identity of an urban district. The Guidelines distinguish various contextual sub-districts within Downtown through use of different types of streetscape elements. These guidelines can be used to determine the appropriate streetscape elements for the entrances.

There is significant visual clutter at the entrances from the above ground utilities and numerous advertising signs. As development occurs, an emphasis on undergrounding electric facilities should be pursued. In addition, any publicly-led opportunity to underground utilities beyond private investment should be capitalized upon. Where underground services are not feasible, efforts should be made to place power and communication lines in the alley network.

Poorly located signs impede views and seriously distract from the entrances. While signs are an important element of a business, they need to be designed and placed in a way that complement and enhance the entrances while they advertise services. The Downtown Sign Code was implemented in 2013, and the new standards will help address this issue when properties are redeveloped and new signage is requested.

Street trees are missing at many of the entrances, particularly on the portions of the streets abutting private property. Street trees are recommended for their many benefits including, providing a frame for the street, softening the “hard edges” of the urban environment with green’ and providing a unifying element to the entrance and streetscape. In 2009, The Metro Tree Committee within the Department of Public Works Beautification and Environment Commission commissioned a *Tree Canopy Assessment and Urban Tree Inventory* of the downtown area.

Figure DT-16: Gateways and entrance locations



Legend for Gateways and Entrances

Gateway

Priority Corridors

Immediate need

Long-term need

Centers

First Tier

Second Tier

Third Tier

Green network

Green network

Feature

Neighborhood

Special Uses

Transition/infill

The complete Downtown Streetscape Elements Design Guidelines may be found here: www.nashville.gov/portals/0/SiteContent/pw/docs/drawings/downtown_streetscape_guidelines.pdf

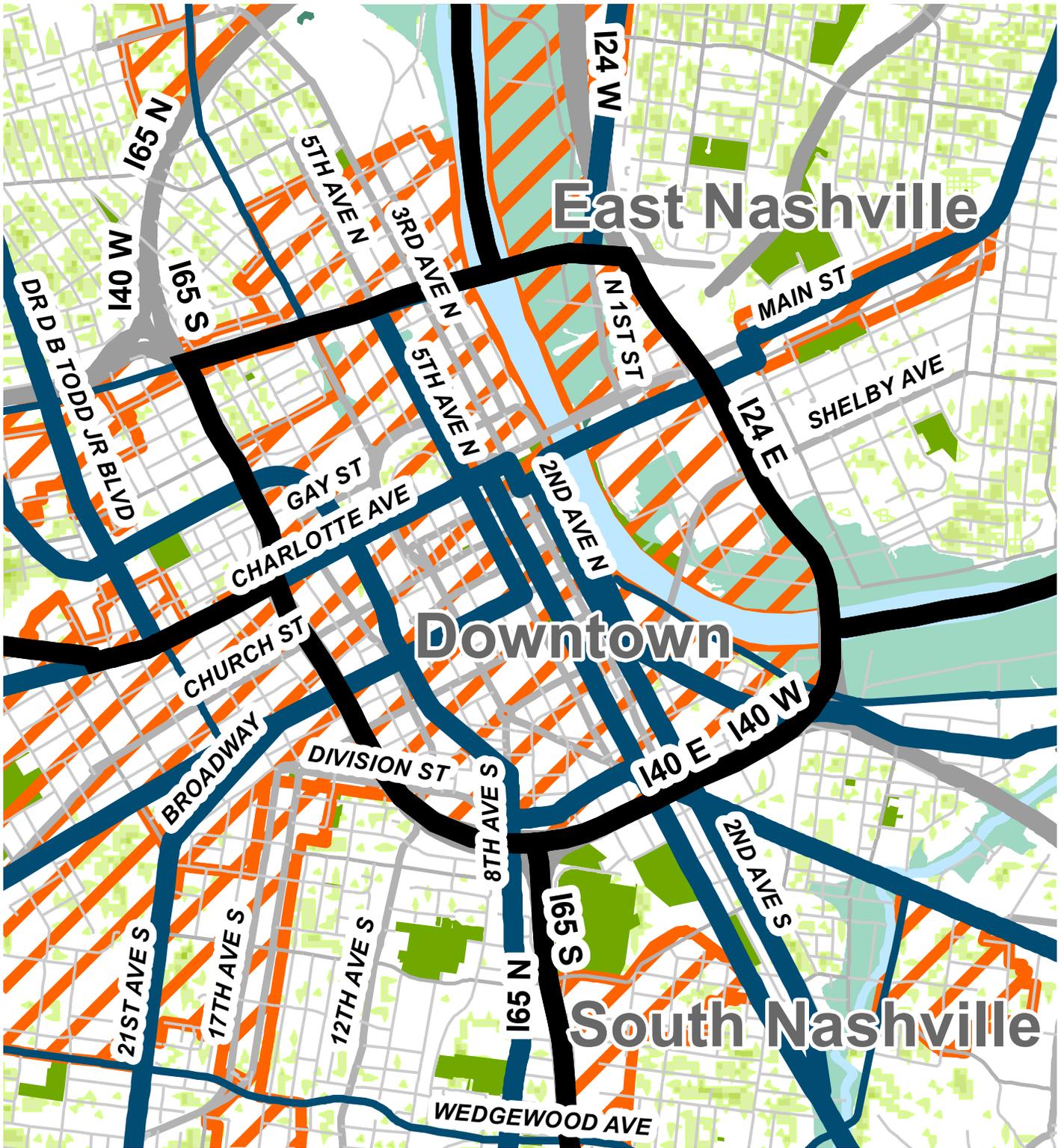
The Tree Canopy Assessment and Urban Tree Inventory may be found: www.nashville.gov/Public-Works/Community-Beautification/Tree-Information/Inventory-and-Canopy-Assessment.aspx

Recommendations

As previously noted, these recommendations are primarily for Metro Departments and other public agencies with interests in the public right-of-way. However, as development occurs near the entrances, these recommendations can also be used as a guide for private investment.

- » Preserve and enhance the views of Downtown at the entrances.
- » Install signs welcoming visitors to Downtown.
- » Use public open space, including open space within the right-of-way, for attractive landscaping, signs and public art. Whenever possible, remove unsightly fences.
- » Assist private property owners with landscaping, painting and other beautification projects.
- » Add banners and other streetscape elements using the *Downtown Streetscape Elements Design Guidelines*.
- » Place the utilities underground as public or private development occurs. Where this is not feasible, locate the utilities within the alley network.
- » Work with business owners and appropriate Metro Departments to design signage to enhance rather than detract from the entrances
- » Add and maintain street trees where possible per the *Tree Canopy Assessment and Urban Tree Inventory*.

Figure DT-17: Tree Canopy in Downtown



Tree Canopy Legend

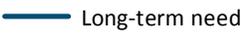
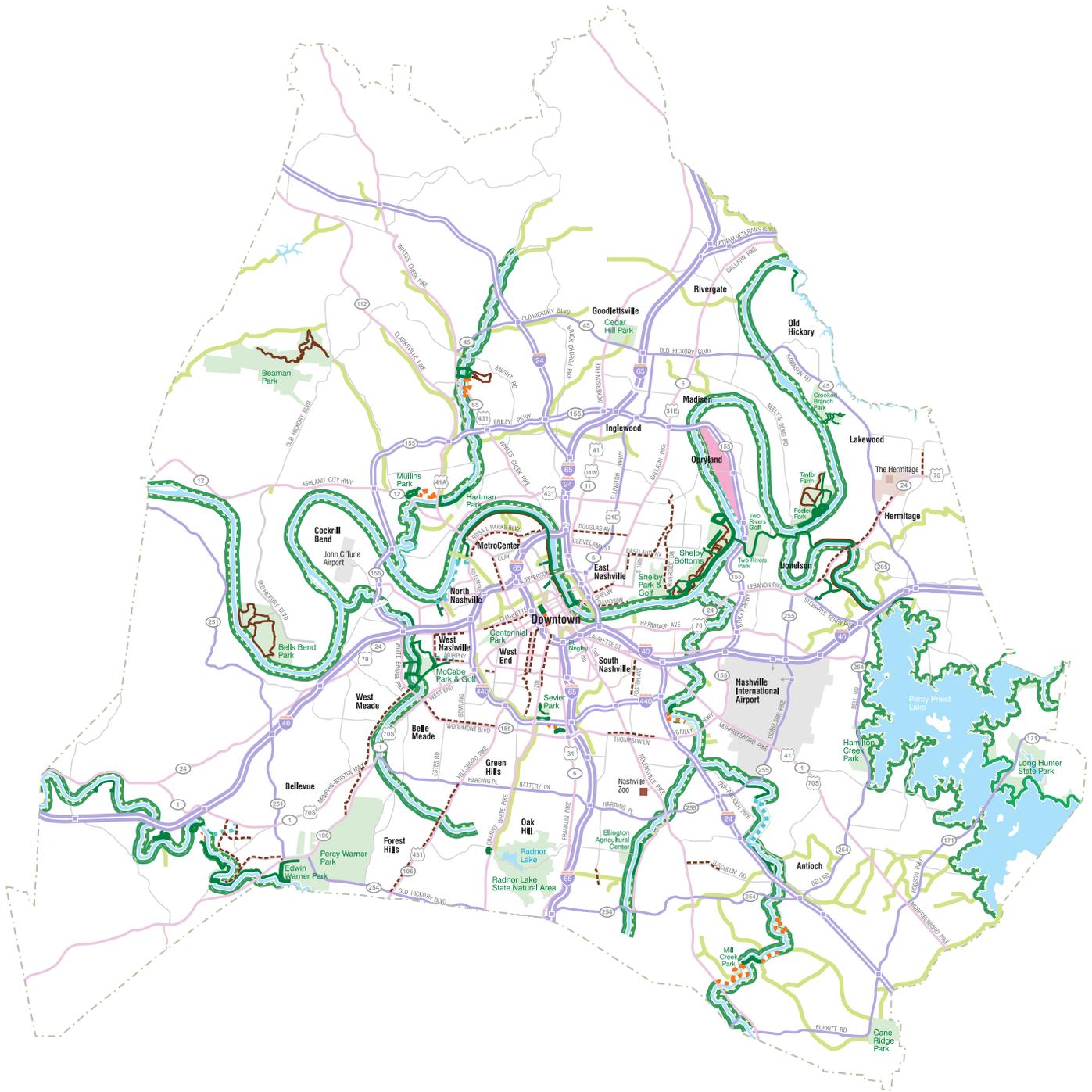
- | | | | |
|------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
|  Water Bodies |  Priority Corridors |  Centers |  Tree Canopy |
|  Anchor Parks |  Immediate need |  Subarea Boundaries |  1 - 20% |
|  Floodplain Areas |  Long-term need | |  21 - 40% |
|  Wetlands | | |  41 - 60% |
| | | |  61 - 80% |
| | | |  81 - 100% |



Figure DT-18: Greenways Map



Map Legend

- Greenways Master Plan
- Trails Completed
- Unpaved Trails
- Trails Coming Soon
- Future Trail Development
- Community Planned Greenways
- Bike Lanes

Enhancements to the Open Space Network

Accessible, enjoyable open spaces are essential for vital and functioning neighborhoods. They provide the community with opportunities to be in a natural or open-air setting, while encouraging social interaction. Urban open space is broadly defined to include all publicly accessible open space that is dedicated to the public realm. This includes formal parks and greenways as well as hardscaped open spaces like urban plazas. These spaces are critical to the health and livability of the city. Downtown currently has a variety of types of open space for passive and active enjoyment, however, more open spaces are needed to balance the recreational and social needs of the growing number of downtown residents, workers and visitors.

Each Community Plan complements and draws from the *Nashville Open Space Plan* and the *Metropolitan Park and Greenways Master Plan* (“Parks Master Plan”) for projects and enhancements. The Parks Master Plan describes existing parks and greenways and establishes the goals, objectives, policies and plans for parks and greenways throughout Davidson County. The Parks Master Plan should be consulted for more detailed information about existing parks, parkland needs, and the vision for parks and greenways.

The Parks Master Plan is to be updated during a process beginning in 2015. The updated Parks Master Plan will discuss what parks needs are present in each Community. Information from NashvilleNext and the Community Plans will be used for the Parks Master Plan update process. When the Parks Master Plan is completed, the Community Plans may need to be amended to align with the Parks Master Plan.

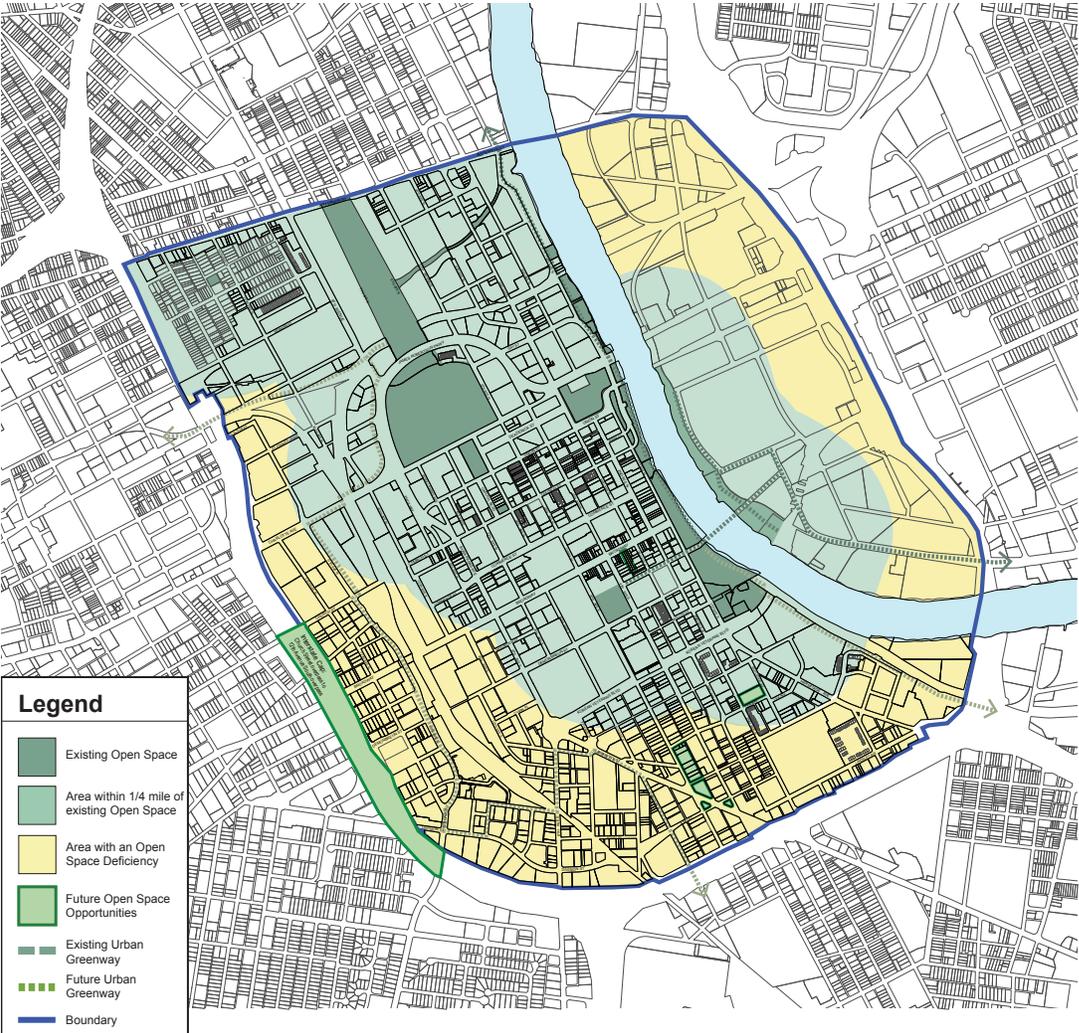
The update to the Parks Master Plan will address open space in downtown, but the Downtown Plan also highlights goals for open space in downtown and highlights potential park locations to address the pressing open space needs of a growing downtown.

The primary goal for open space in downtown is to provide parks to serve the significant infill occurring in downtown, to meet the recreational and social needs of the growing number of downtown residents and workers. It is also the goal of future open space in downtown to increase foot travel among land marks and activity generators such as the Music City Center, Public Square and the Riverfront.

**Both the Open Space Plan and the Parks Master Plan along with current project information may be found online:
<http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>**

Figure DT-19 shows potential park locations to serve the growing number of residents and employees in Downtown. Many of these potential park locations have been studied and discussed in previous planning documents such as the Downtown Plan (2007) and the *South of Broadway Strategic Master Plan* (2013). *Note that while these sites are seen as desirable locations for future Downtown park land, these sites are not owned by Metro Government.* The sites are in private ownership and, as such, Metro would work with the private property owners to determine if an arrangement could be made to purchase or use the land for future parks. These properties still have Community Character Policies applied to them, which guide future growth and development decisions and the private property owners may explore those options as they see fit.

Figure DT-19: Downtown open space plan



Adding Open Space Downtown: Cap Parks

An additional innovative idea for securing parks for downtown is the idea of “cap parks.” cap parks are created when interstates are covered, or “capped,” to allow the acres of unused space above freeways to provide for the public good. Capping interstates allows cities to provide new public spaces for civic engagement while reducing the pollution and noise of interstates. Cap parks offer the connectivity benefits of greenways and can feature community gardens, dog runs, fountains for children’s play, public programming, amphitheaters, and even transit connections. Because cap parks revitalize interstates themselves, redevelopment can be expected alongside the new parks in areas that otherwise would not attract investment. Cities already possess the infrastructure and area to be redeveloped, so capping interstates can be more cost efficient and can be accomplished faster than other large scale development projects. Additionally, these projects may be eligible for Federal Transportation funding.

The first cap park was constructed in New York City in 1939, and numerous cities have since followed suit, including Atlanta, Dallas, Seattle, Phoenix, and St. Louis. Klyde Warren Park in Dallas offers residents 5.2 acres of parkland over an eight lane highway and averages 12,000 to 15,000 visitors per week. The Atlanta Beltline is an ambitious project begun in 2004 to restore a 22 mile railroad corridor around downtown. With parks, trails, public art, and aspirations for transit and affordable housing along the site, the Beltline is Atlanta’s foremost economic development initiative. Cap parks are proposed in or under development in many other major U.S. cities, with each putting a unique stamp on the process.

Strong demand for vibrant urban living is attracting new residents to downtown Nashville and driving its development, yet downtown has an open space deficit and will struggle to provide the walkability and green spaces that are prime amenities of an urban lifestyle as well as necessities for tempering congestion and pollution in a dense environment. Cap parks provide a means to create parks in areas that are already densely populated, like downtown Nashville. The following images, from a study undertaken by the Nashville Civic Design Center, show how a cap park on the southwest corner of the inner loop around Downtown could connect Downtown with Midtown via an attractive, pedestrian corridor of green space. With the noise of the interstate dampened and a new park in the area, conditions would encourage redevelopment of the neighborhood between Downtown and Midtown, reconnecting these sections of the city.



Klyde Warren Park in Dallas, TX is one example of a cap park. It stretches for three blocks between Pearl and St. Paul Streets, at the edge of the city's arts district.





Figure DT-20: I-65, existing conditions
source: Nashville Civic Design Center

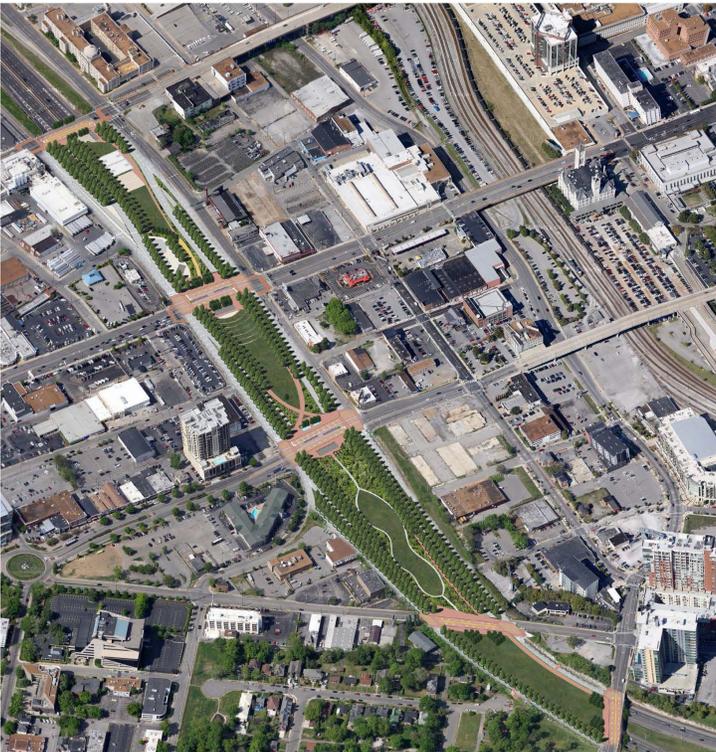
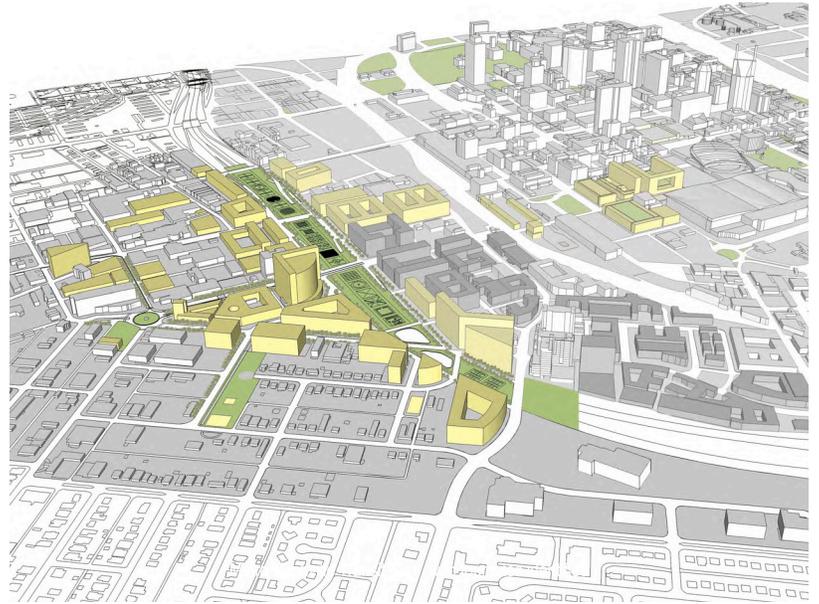


Figure DT-21: Proposed park
Source: Nashville Civic Design Center

3-D rendering of proposed park cap over I-65

Source: Nashville Civic Design Center



Proposed Redevelopment along Demonbreun Street



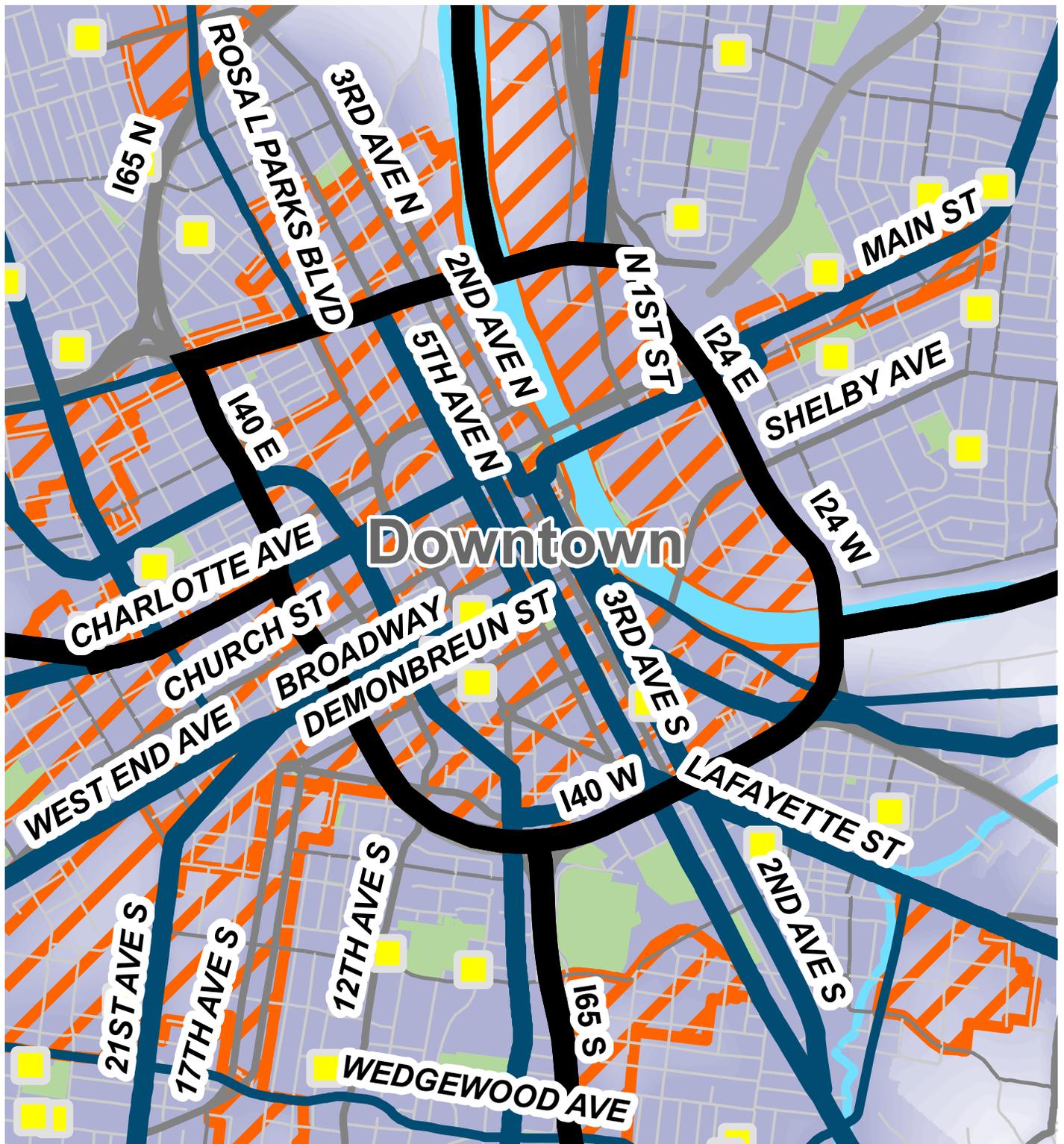
Enhancements to the Transportation Network

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*. The MCSP maps the vision for Nashville's major and collector streets and ensures that this vision is fully integrated with the city's land use, mass transit, bicycle and pedestrian planning efforts. Other plans under *Access Nashville 2040* include the *Strategic Plan for Sidewalks and Bikeways*, which establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city; the *Parks and Greenways Master Plan*, described above; and the Metropolitan Transit Authority's *Strategic Transit Master Plan*, discussed below. 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 in Downtown compete against street projects, the urgent need to maintain existing infrastructure investments across the county, and projects that are regionally significant. The following priority projects reflect a balance between community concerns, development pressure 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." All of Downtown's transportation projects are below and are noted whether they are a Community Priority or a Countywide Critical Need. For more information on the distinction, please refer to *Access Nashville 2040*.

Figure DT-22: Pedestrian Generator Map
Downtown Detail



Pedestrian Generator Index Legend

- | | | |
|-------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|
|  Centers |  Priority Corridors | Pedestrian Generator Index
High : 64.8381
Low : -2 |
|  Subarea Boundaries |  Immediate need | |
|  Water Bodies |  Long-term need | |
|  Anchor Parks |  Schools | |



Walking Priority Projects

The space that is created between buildings on either side of every Downtown street can create “outdoor rooms”—spaces that give people the sense of enclosure and the feeling of being in a dense urban environment.

Several components are necessary to create a street that is inviting to pedestrians. Wide sidewalks separated from the street by safe zones, such as on-street parking and landscape buffers, provide a comfortable path. Street furniture and seating walls provide places for people to gather or rest. Trees and other landscaping shade the sidewalks and visually soften the hardscape.

Historically, the downtown sidewalk was a shopper’s delight. Merchants used large storefront windows to display their goods in building after building along the street. The facades of most buildings in the downtown context provided interesting, articulated, pedestrian-scaled storefronts along the sidewalk. As downtown retail functions waned and other functions requiring less display space proliferated, the image and ambiance of the downtown pedestrian experience began to change. In the most severe examples, some buildings were created with absolutely no articulation or windows or doors along the sidewalk. This results in lifeless, unfriendly facades and streetscapes that are unfriendly—and in some cases, unsafe—for pedestrians.

The following are walking priorities for the Downtown Community. See project maps on the following pages.

Access Nashville Walking Project #12

Lower Broadway Walking Improvements—Implement wider sidewalks, public space features, and streetscaping improvements along Broadway between First Avenue and Fifth Avenue that support a transition to a festival street (a street that can easily be closed to vehicular traffic to host concerts, performances, and other community events).

Improving the walking conditions along Lower Broadway from First Avenue to Fifth Avenue is a Countywide Critical Need. Lower Broad is a destination for those visiting Nashville, and it has been transformed over the last two decades into a thriving area showcasing Nashville’s unique character. Historic Broadway lacks street trees and has minimal sidewalks given the amount of pedestrian traffic in evenings and on weekends. Additionally, the street is shut down several times a year for festivals. Temporary parklets, which set up usable gathering space in an on-street parking spot, were popular in providing seating and a place to gather. Given the parklets’ success, Lower Broad can function more as a festival street with wider sidewalks, street trees, seating and outdoor dining, bicycle parking, and components to more easily close the street for pedestrian activities and cultural functions. Refer to Figure DT-23.

Access Nashville Walking Project #13

James Robertson Viaduct Retrofit Study—Study how to retrofit the James Robertson Parkway viaduct under Charlotte Pike with good walking and biking infrastructure.

The need for walking and biking infrastructure through the James Robertson Parkway viaduct is a Community Priority. The overpass of, and ramps to, Charlotte Avenue were built during a time in Nashville’s history where planners and engineers emphasized moving cars fast. Downtown should have the best walking conditions, and this corridor does not accommodate people walking or biking comfortably. A study needs to be conducted to analyze how to implement walking and biking infrastructure since traveling through the viaduct is often the most direct route from the Bicentennial Mall area over to the State Capitol area and North Gulch. Refer to Figure DT-24.

Figure DT-23: Access Nashville Walking Project #12: Lower Broadway Walking Improvements

Implement wider sidewalks, public space features, and streetscaping improvements along Broadway between First Avenue and Fifth Avenue that support a transition to a festival street (a street that can easily be closed to vehicular traffic to host concerts, performances, and other community events).

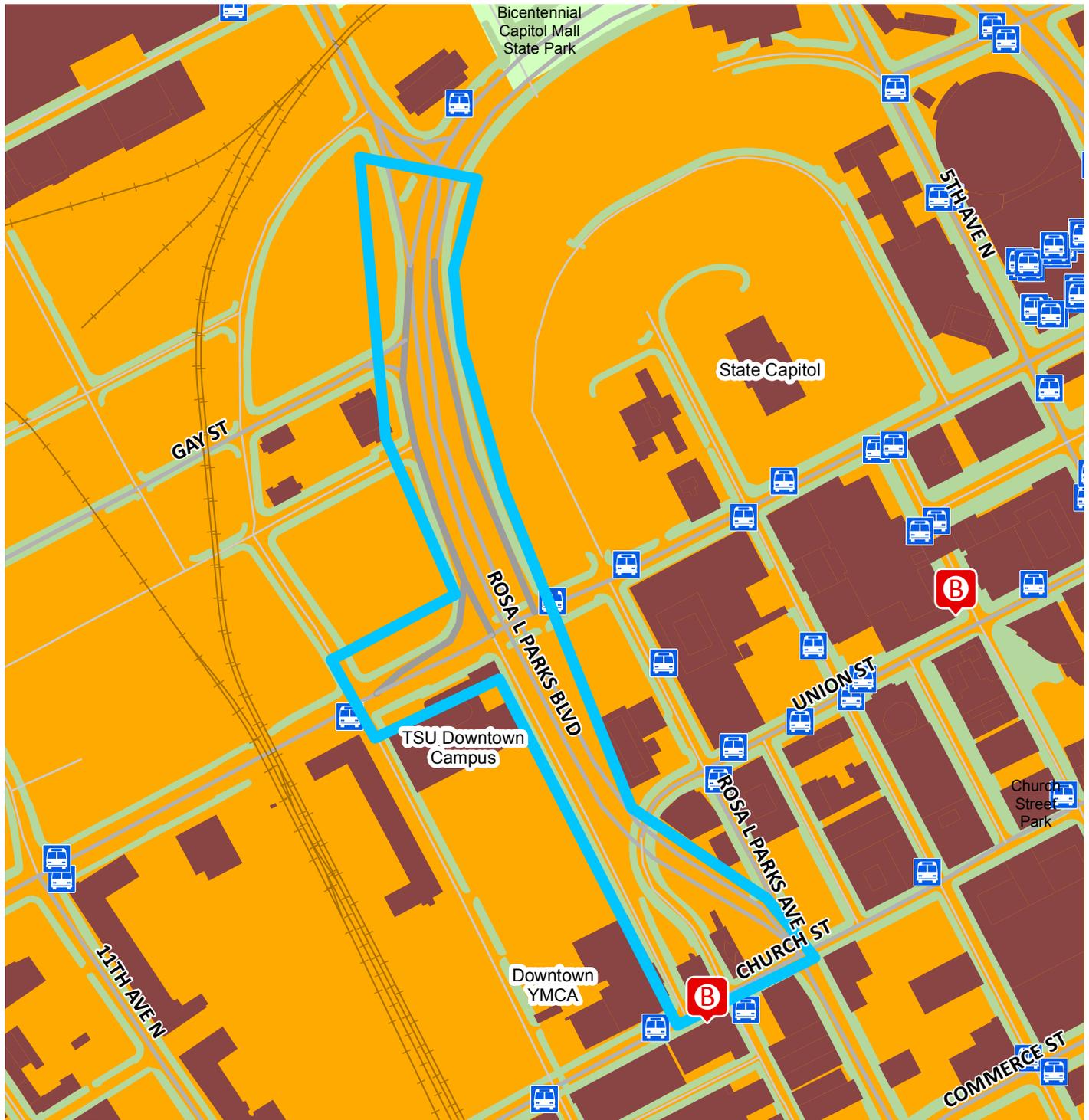


- Proposed Walking Improvements
- Existing Sidewalks
- B B-Cycle Locations
- B MTA Stop
- Building Footprints
- Parks
- Centers



Figure DT-24: Access Nashville Walking Project #13: James Robertson Viaduct Retrofit Study

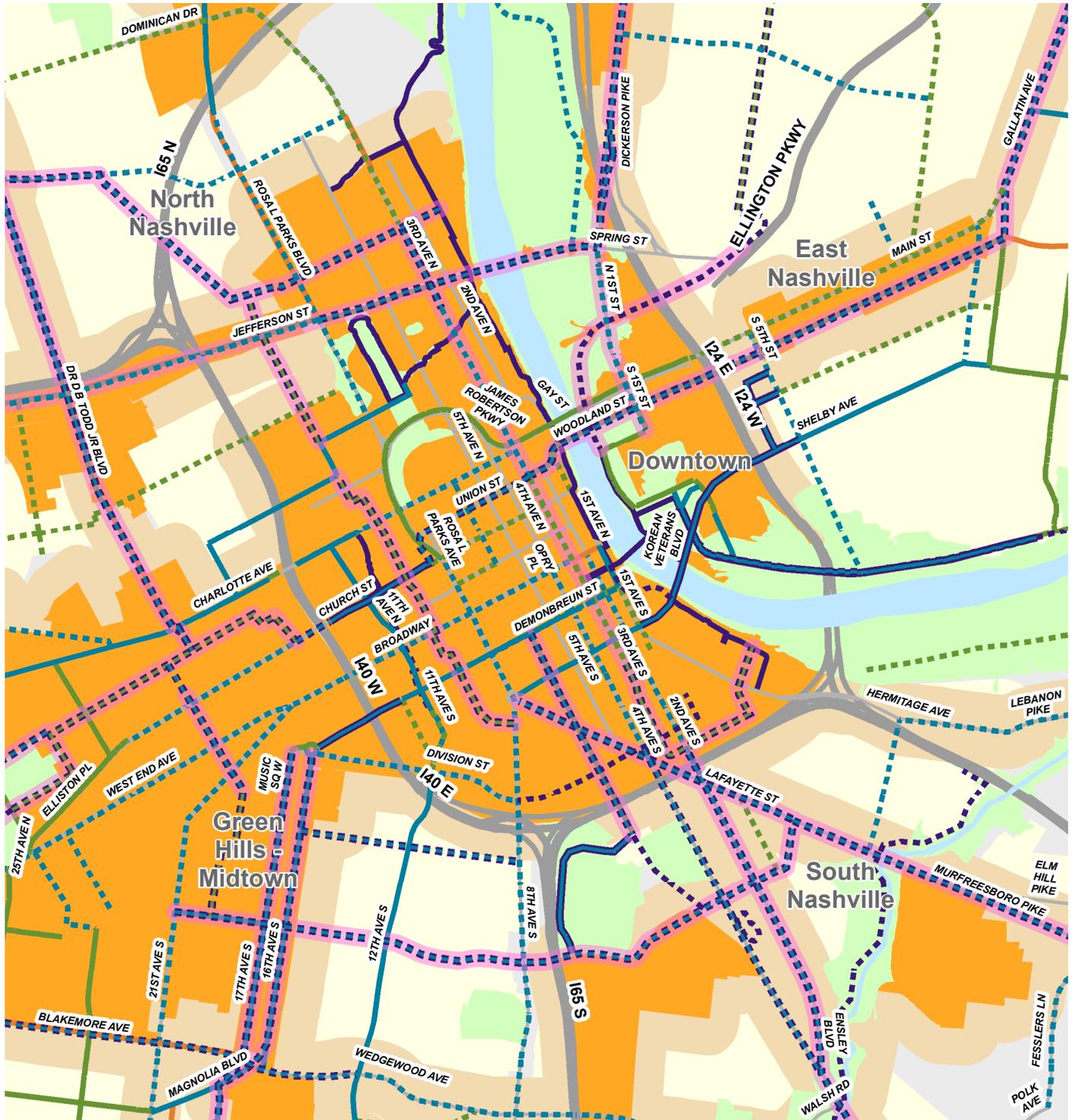
Study how to retrofit the James Robertson Parkway viaduct under Charlotte Pike with good walking and biking infrastructure.



- Study Area
- Building Footprints
- Existing Sidewalks
- Parks
- B B-Cycle Locations
- Centers
- MTA Stop



Figure DT-25: Bikeways and Greenways Map
 Downtown Detail



Planned Facilities

- ■ ■ ■ Protected Bikeway
- ⋯ Bike Lane
- ⋯ Signed Shared Route
- ■ ■ ■ Bike Boulevard
- ⋯ Greenway or Multi-Use Path

Existing Facilities

- Buffered Bike Lane
- Bike Lane
- Signed Shared Route
- Wide Outside Lane
- Greenway, Paved

- Greenway, Unpaved
- Priority Bikeway Projects
- Anchor Park
- Green network
- Centers



Bicycling Priority Projects

The following are bicycling priorities for the Downtown Community. See project maps below.

Access Nashville Bicycling Project #14

East Nashville Protected Connections–Implement protected bikeways along the Woodland Street Bridge, the Jefferson Street Bridge, and under Interstate overpasses that connect Edgefield and McFerrin Park to the East Bank and downtown.

I-24 and the Cumberland River are major barriers that limit access between East Nashville and Downtown, especially for people who walk and bike. New bicycle connections have improved access in recent years, but the lack of multiple access options inhibits bicycle travel, especially during special events when the John Seigenthaler Pedestrian Bridge may be closed. Currently, bicycle travel is not a comfortable option for many residents of East Nashville who must travel far out of their way to access low-stress bikeways to Downtown.

Additional connections between Downtown and East Nashville improve the resiliency of Nashville’s active transportation network and increase access for all of East Nashville’s neighborhoods. The proposed connections should be protected to allow cyclists of all ages and abilities to safely cross between East Nashville and Downtown. Particular care should be taken to protect cyclists from other road users as they enter and exit I-24. This project is identified as a Countywide Critical Need. Refer to Figure DT-26.

Access Nashville Bicycling Project #15

Gateway to Downtown–Implement complete street components such as protected bikeways, transit improvements, streetscaping, public art, and gateway features along Lafayette Street from Chestnut Hill through SoBro.

Lafayette Street should be reconfigured as a complete street with full accommodation of cyclists traveling from South Nashville, improved pedestrian crossings, better transit infrastructure - especially near the Greyhound bus station- and placemaking features like public art, gateway signage, and better lighting to indicate arrival in Downtown Nashville. The Gateway to Downtown project is identified as a Countywide Critical Need. Refer to Figure DT-27.

Access Nashville Bicycling Project #16

Downtown North-South Connectors:

6th Ave South Protected Bikeway–Implement from Demonbreun Street in downtown to Oak Street south of downtown near the Nashville City Cemetery.

The Sixth Avenue South Protected Bikeway expands between Downtown and Wedgewood-Houston, connecting existing bike lanes on Demonbreun with existing buffered bike lanes at Fort Negley and the Adventure Science Center. A rails with trails project or multi-use path adjacent to the Nashville City Cemetery would further expand access.

3rd Ave Bikeway–Implement from Madison Street in Germantown to Lindsley Avenue in Lafayette and Rutledge Hill.

3rd Avenue is a relatively low volume street through downtown Nashville that links MetroCenter, Salemtown, and Germantown to SoBro, connecting to First Tennessee Park, the Music City Bikeway, Public Square, and the John Seigenthaler Pedestrian Bridge along the way. Appropriate bicycle infrastructure should be installed to establish 3rd Avenue as the major north-south bicycle route in downtown Nashville.

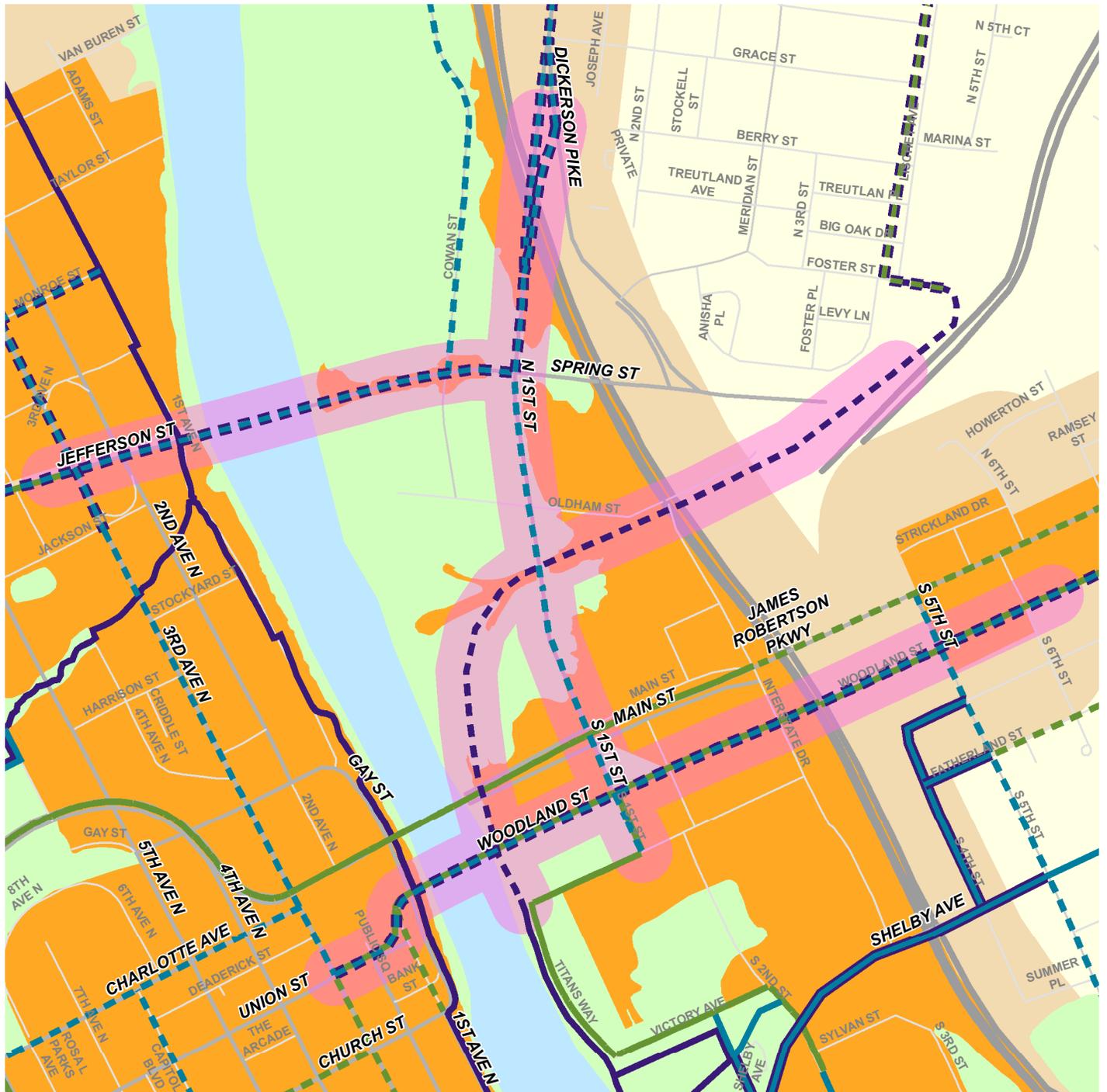
10th Ave Bike Boulevard—Implement from Monroe Street in Germantown to 8th Avenue.

10th Avenue, like 3rd Avenue, is a relatively low volume street through downtown that links the planned Buena Vista Protected Bikeway in North Nashville to the Music City Bikeway, existing bike lanes on Demonbreun, Cummins Station, and the planned Gulch Bicycle and Pedestrian Bridge. Intersections along 10th Avenue should be improved to increase comfort and safety for people riding bikes along this corridor, and wayfinding aids and other bike boulevard infrastructure should be installed where appropriate.

The three north-south connectors in downtown improve access and are identified together as a Community Priority. Refer to Figure DT-28.

Figure DT-26: Access Nashville Bicycling Project #14: East Nashville Protected Connections

Implement protected bikeways along the Woodland Street Bridge, the Jefferson Street Bridge, and under Interstate overpasses that connect Edgefield and McFerrin Park to the East Bank and downtown.



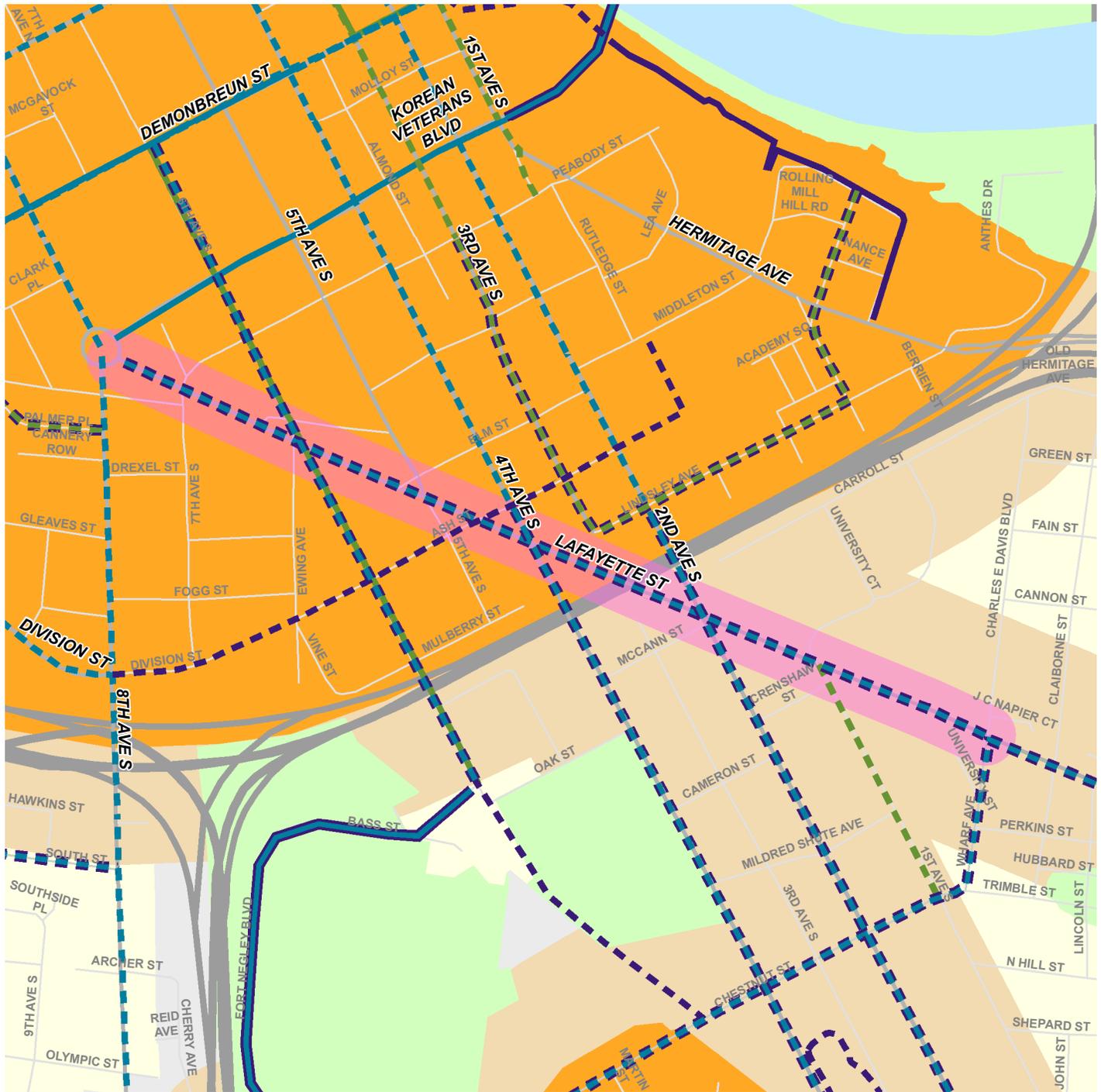
- Planned Facilities**
- Protected Bikeway
 - Bike Lane
 - Signed Shared Route
 - Bike Boulevard
 - Greenway or Multi-Use Path

- Existing Facilities**
- Buffered Bike Lane
 - Bike Lane
 - Signed Shared Route
 - Wide Outside Lane
 - Greenway, Paved
 - Greenway, Unpaved

- Centers
- Transitions
- Anchor Park
- Green network
- East Nashville Protected Connections

Figure DT-27: Access Nashville Bicycling Project #15: Gateway to Downtown

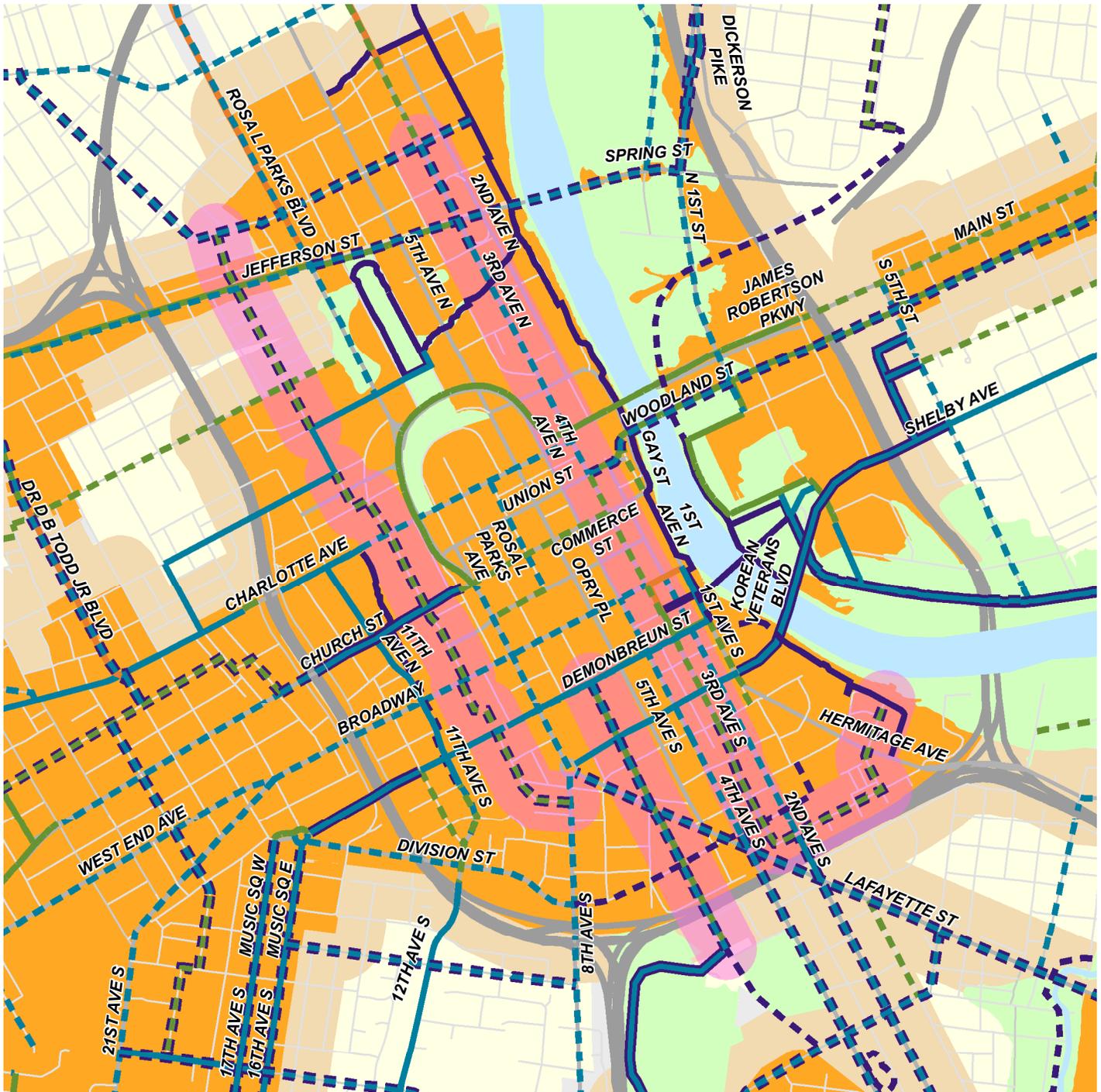
Implement complete street components such as protected bikeways, transit improvements, streetscaping, public art, and gateway features along Lafayette Street from Chestnut Hill through SoBro.



Planned Facilities	Existing Facilities	Centers
Protected Bikeway	Buffered Bike Lane	Centers
Bike Lane	Bike Lane	Transitions
Signed Shared Route	Signed Shared Route	Anchor Park
Bike Boulevard	Wide Outside Lane	Green network
Greenway or Multi-Use Path	Greenway, Paved	Gateway to Downtown
	Greenway, Unpaved	

Figure DT-28: Access Nashville Bicycling Project #16: Downtown North-South Connectors

- a. 6th Ave. South Protected Bikeway–Implement from Demonbreun Street in downtown to Oak Street south of downtown near the Nashville City Cemetery.
- b. 3rd Ave. Bikeway- Implement from Madison Street in Germantown to Lindsley Avenue in Lafayette and Rutledge Hill.
- c. 10th Ave. Bike Boulevard- Implement from Monroe Street in Germantown to 8th Avenue.



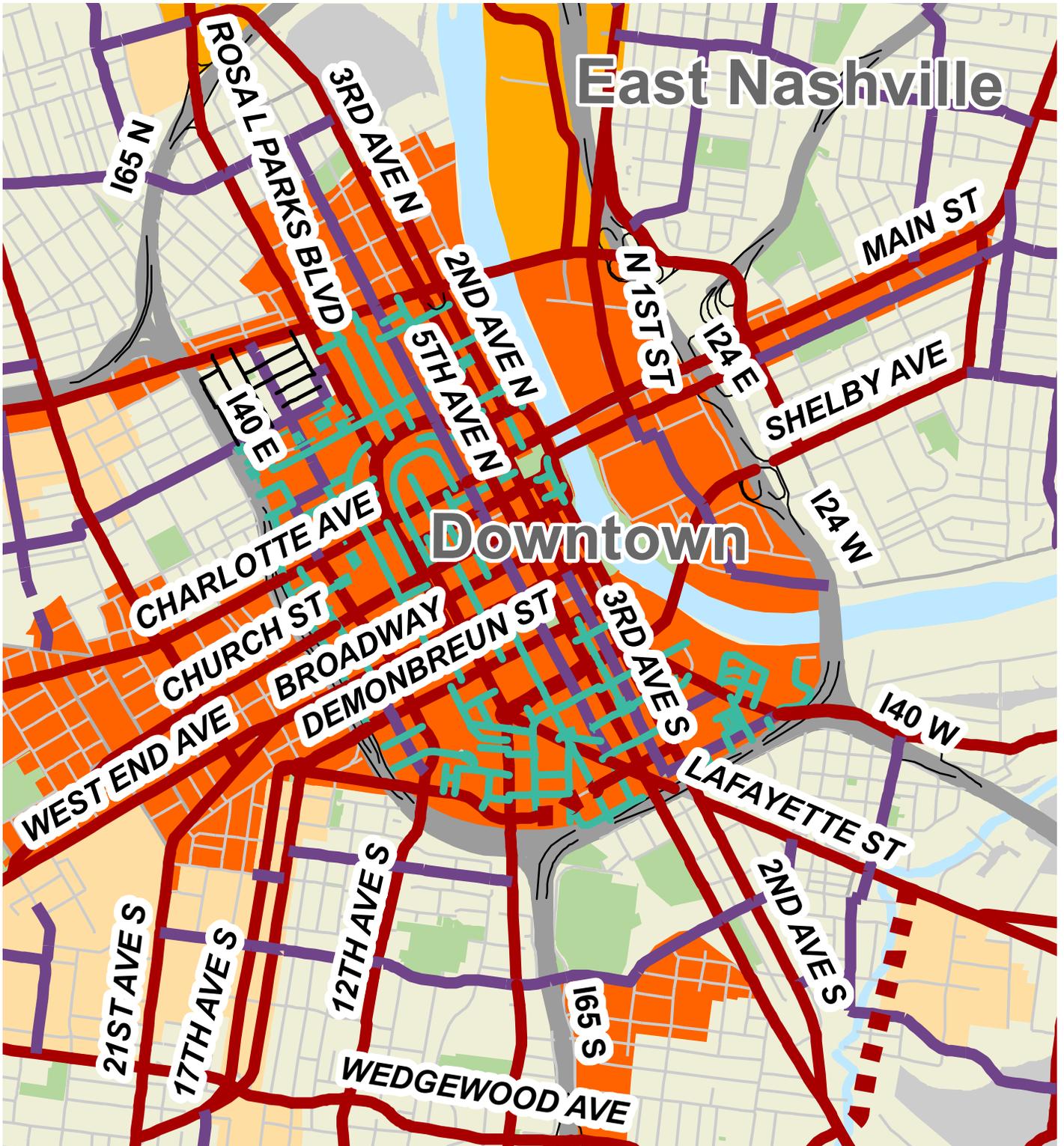
Planned Facilities	Existing Facilities	Centers
Protected Bikeway	Buffered Bike Lane	Transitions
Bike Lane	Bike Lane	Anchor Park
Signed Shared Route	Signed Shared Route	Green network
Bike Boulevard	Wide Outside Lane	North-South Connections
Greenway or Multi-Use Path	Greenway, Paved	
	Greenway, Unpaved	

Transit

Transit service consisting of buses and other enhanced mass transit options provided by the Metropolitan Transportation Authority (MTA) create vital transportation links to the Madison Community. MTA currently operates bus lines running in a “pulse network,” meaning lines generally run in and out of downtown Nashville along the radial pikes.

During NashvilleNext, the community established a vision for High Capacity Transit Corridors in Nashville/Davidson County, many of which are the pikes that currently have bus service, but adding cross-town connectors to the long-term vision. This vision will be refined through the update of the MTA Strategic Transit Master Plan, a process beginning in 2015. The updated Transit Master Plan will discuss what mode of transit is appropriate for each corridor and what order the transit improvements should be undertaken. Information from NashvilleNext and the Community Plans will be used for the Transit Master Plan update process. When the Transit Master Plan is completed, the Community Plans may need to be amended to align with the Transit Master Plan.

Figure DT-29: Major and Collector Street Plan
Downtown Detail



Major and Collector Street Legend

- | | | | |
|---------------------------------------|-------------------------------|---------------------|----------------------------------------------|
| Potential Multimodal Freeway Corridor | Planned Arterial-Boulevard | Local Street | Centers
Tier 1
Tier 2
Tier 3 |
| Planned Multimodal Freeway Corridor | Collector-Avenue | Planned Local Alley | |
| Arterial-Parkway Scenic | Planned Collector-Avenue | Ramp | |
| Arterial-Boulevard Scenic | Downtown Local Street | Planned Ramp | |
| Planned Arterial-Boulevard Scenic | Planned Downtown Local Street | | |
| Arterial-Boulevard | Planned Downtown Alley | | |



Street Priority Projects

The Downtown Community's overall transportation system is largely established. The remaining needed street connections are discussed below in the section "Downtown Street Connections." The following are street priorities for the Downtown Community. See project maps on the following pages.

Access Nashville Street Project #8

[Downtown Accessibility Study–Study access within and to Downtown while major events are taking place to assess impacts upon walking, biking, transit, and traffic and provide a range of multi-modal recommendations to improve access during major events.](#)

Downtown revitalization has been tremendously successful because destinations have been built to draw people into the city's center including, the Bridgestone Arena, LP Field, Music City Center, Schermerhorn Symphony Center, First Tennessee Ballpark, and the new Ascend Amphitheater. Downtown is identified as a Tier One Center, so the need to move people in the area by all transportation modes is essential when major events are occurring, sometimes concurrently. Nashville tends to prioritize those driving into downtown to these events, which results in major congestion and disrupts the scheduling for MTA's bus network. A study, which is a Countywide Critical Need, is needed to assess how people get in and out of downtown while major events are underway; identifies streets important for the bus system to keep open and moving; limits bus detours; utilizes the Music City Circuit lines; promotes park and ride with shuttles, bikeshare, or walking to complete the trip into downtown; synchronizes traffic signals for anticipated congestion; inventories parking and technology to limit driving around for parking spaces; examines the use of Metro police at intersections; and outlines steps to achieve these multimodal objectives. The goal of this study is to concentrate on the transportation needs of downtown 24/7 while also handling specific times in which access into downtown is critical for all modes of transportation. Refer to Figure DT-30.

Access Nashville Street Project #9

Molloy Street Realignment–Straighten Molloy Street between 2nd Avenue South and 3rd Avenue South. Molloy Street is identified as a Community Priority. Molloy is offset between 2nd and 3rd Avenues, and this project would realign the segments. Refer to Figure DT-31.

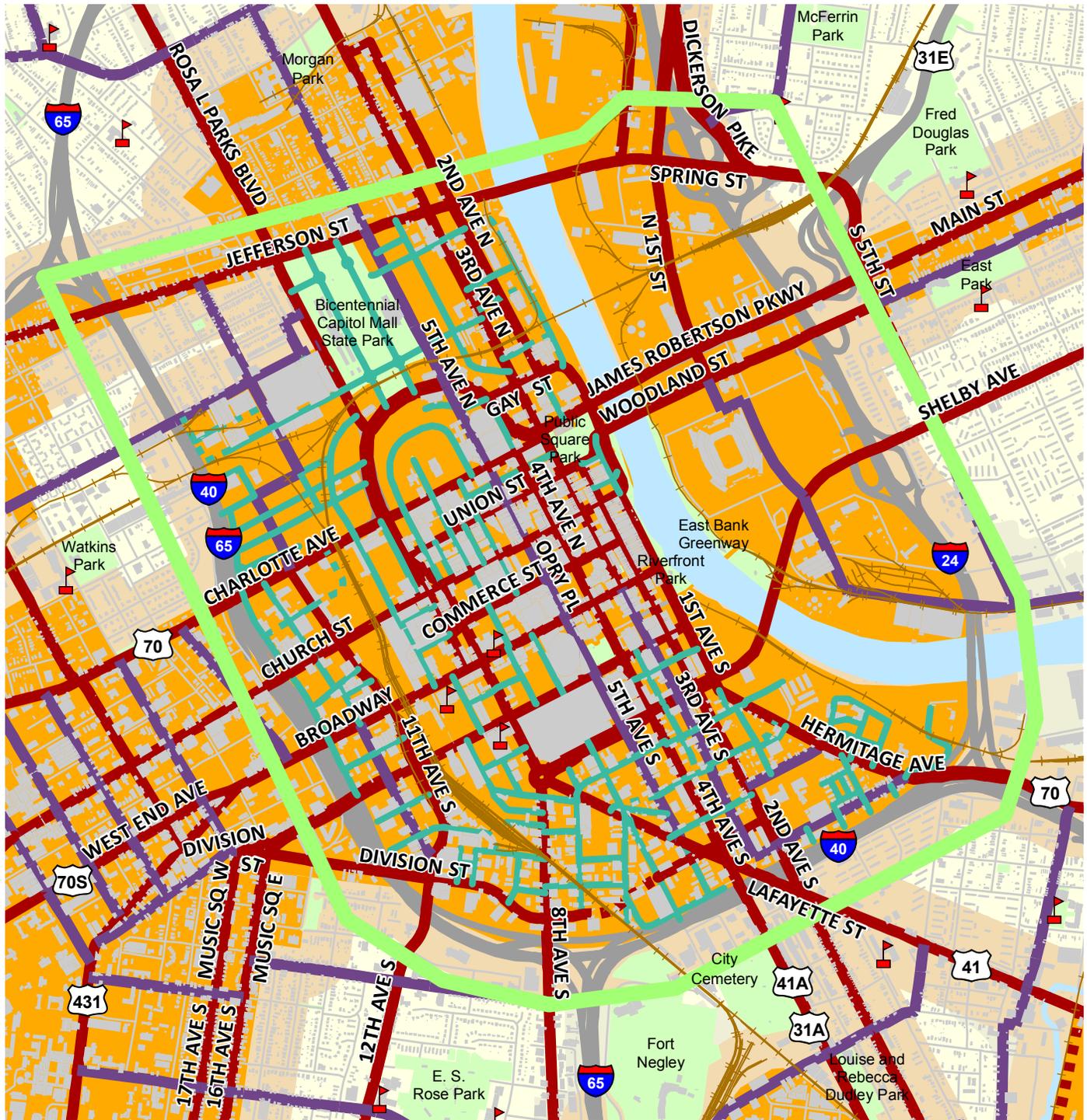
Access Nashville Street Project #10

SoBro Accessibility Improvements Study–Study the potential for access to Mulberry Street from the I-40 ramps at 4th Avenue South and reconnecting the ramps to 3rd Avenue South. Also assess the 2nd and 4th Avenue one-way couplets for improved access to properties and meeting complete street objectives.

Accessibility into SoBro, or South of Broadway, is a Community Priority. Studies show that one-way streets are often a detriment to thriving areas because they promote faster vehicle speeds and a more hostile walking environment. As SoBro has intensified, there is renewed interest in exploring how 2nd and 4th Avenues may promote a more walkable, urban setting. Additionally, there is an opportunity to connect 3rd Avenue and Mulberry Street directly to the off-ramps from I-40 providing more direct access into the area south of Lafayette Street. Refer to Figure DT-32.

Figure DT-30: Access Nashville Street Project #8: Downtown Accessibility Study

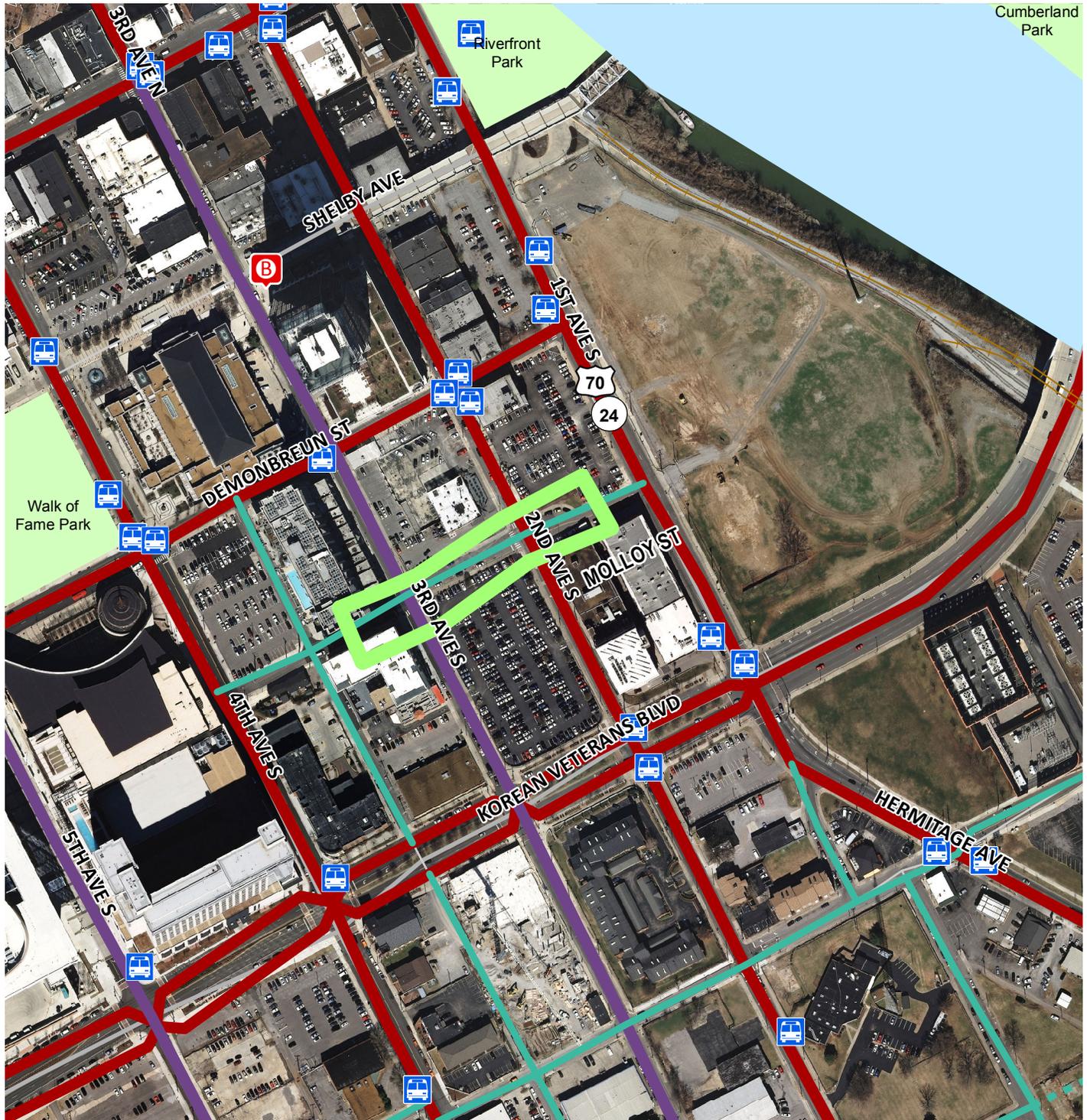
Study access within and to Downtown while major events are taking place to assess impacts upon walking, biking, transit, and traffic and provide a range of multi-modal recommendations to improve access during major events.



- | | | | | | |
|-------------------------------------------------------------------------------------|---------------------|-------------------------------------------------------------------------------------|----------------------------|---------------------------------------------------------------------------------------|-------------------------------|
|  | Study Area |  | Planned Arterial-Boulevard |  | Planned Downtown Local Street |
|  | School |  | Collector-Avenue |  | Centers |
|  | Building Footprints |  | Planned Collector-Avenue |  | Transitions |
|  | Arterial-Boulevard |  | Downtown Local Street |  | |

Figure DT-31: Access Nashville Street Project #9: Molloy Street Realignment

Straighten Molloy Street between 2nd Avenue South and 3rd Avenue South.



- Project Area
- Collector-Avenue
- B B-Cycle Locations
- Downtown Local Street
- MTA MTA Stop
- Planned Downtown Local Street
- Arterial-Boulevard



Figure DT-32: Access Nashville Street Project #10: SoBro Accessibility Improvements Study

Study the potential for access to Mulberry Street from the I-40 ramps at 4th Avenue South and reconnecting the ramps to 3rd Avenue South. Also assess the 2nd and 4th Avenue one-way couplets for improved access to properties and meeting complete street objectives.



- Study Area
- Centers
- Transitions
- B B-Cycle Locations
- MTA MTA Stop
- Arterial-Boulevard
- Collector-Avenue
- Downtown Local Street
- Planned Downtown Local Street
- Planned Arterial-Boulevard



Downtown Street Connections

While Downtown boasts the city's strongest street connectivity, there are a few street connections and re-alignments that could be made to assist in overall connectivity. The benefits behind street connectivity include: more efficient service delivery, increased route options, decreased vehicle miles traveled, improved access for emergency vehicles, and efficient subdivision of land. Street connectivity is especially important in Downtown given the number of pedestrians—it's easier to walk to destinations when there is a dense street network of multiple routes.

Figure DT-33 shows street connections studied and proposed in the *Downtown Community Plan: 2007 Update* and included in this update of the Downtown Community Plan. When development is proposed, these street connections should be provided.

Figure DT-33: Downtown future streets plan

