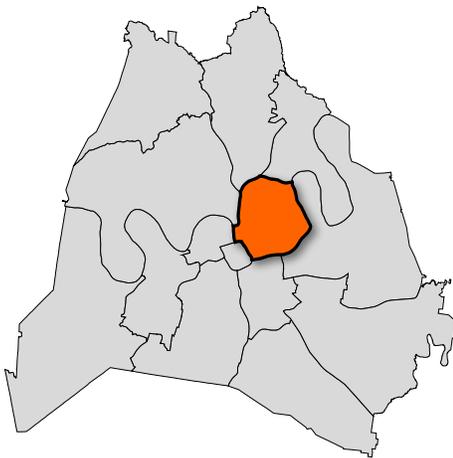


A General Plan for Nashville & Davidson County

Adopted June 22, 2015

Volume III: Community Plans




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.


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.

EAST NASHVILLE

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EAST NASHVILLE



Dickerson Pike buffalo herd gateway monument



Fifth and Main mixed use development
Sitaphocus



37206 Building in the Five Points redevelopment district

Description of the Community

The East Nashville community is located just east of downtown Nashville. It is bounded by I-24/I-40, the Cumberland River and I-65 to the west, Briley Parkway to the north, and the Cumberland River to the east and south. The East Nashville Community contains approximately 21 square miles, representing about 2 percent of the land area in Nashville/Davidson County.

The Community consists primarily of historic urban residential neighborhoods and classic suburban neighborhoods, discussed in greater detail below. East Nashville is traversed by three main north-south corridors—Dickerson Pike, Main Street/Gallatin Pike and Ellington Parkway. While Ellington Parkway is limited access and primarily serves commuters, Main Street/Gallatin Pike and Dickerson Pike serve two roles. These corridors provide regional routes for commuters driving to Downtown Nashville from Goodlettsville, Gallatin and Hendersonville (Main Street/Gallatin Pike was the route selected for Nashville’s first local express route, called Bus Rapid Transit [BRT] Lite). These corridors are also home, however, to significant restaurant, retail and service businesses, serving pass-through customers and customers in from the neighborhoods that flank these corridors. Increasingly, these corridors are becoming destinations in their own right, especially with imaginative, local mixed use developments at Five Points and along the Main Street/Gallatin Pike corridor.

In the latter half of the 20th century, these corridors were developed to have a suburban feel with parking lots fronting the street and little or no street presence. Some historic structures that were built to the street remain, and new construction is built closer to the street to frame the street and create blocks that are comfortable, safe and welcoming to visit on foot. MDHA has been a partner in the redevelopment of the Main Street/Gallatin Pike with the East Bank redevelopment district (established in 1996) and the Five Points redevelopment district (established in 1991) and along Dickerson Pike with the Skyline redevelopment district (established in 2007).



Davidson Street parallels the Cumberland River

The East Nashville Community also includes a portion of the “East Bank”—the area on the east bank of the Cumberland River. The bulk of the East Bank is in the Downtown Community; however, a portion of the East Bank from Spring Street on the south to the I-24/I-65 interchange to the north is in the East Nashville Community. This area has been home to light industrial and warehousing businesses and it also experienced severe flooding during the flood of 2010. As downtown redevelops, developers are looking to the East Bank, including the northern portion in East Nashville, for redevelopment opportunities. This area is envisioned to redevelop to much greater intensity, capitalizing upon its river location and proximity to downtown. Redevelopment will, however, have to address the threat of flooding.



Shelby Park

Although East Nashville is arguably the most urban of Nashville’s neighborhoods, it also home to one of Nashville’s best natural areas—Shelby Bottoms Greenway and Nature Park and adjacent Shelby Park. At 960 and 336 acres respectively, the two parks provide an oasis of open space capitalizing on three miles of frontage with the Cumberland River and also providing a Nature Center, play areas, ball fields, a golf course and the former Cornelia Fort Airpark, which was purchased by Metro and added to the Shelby Bottoms Greenway and Nature Park in 2011.



East Magnet High School

Overall, the East Nashville Community includes 2,018 acres (15 percent of its land uses) in open space, civic facilities, schools, community centers, common open space areas of residential developments, cemeteries, and places of worship.

Despite being predominately developed, East Nashville retains some natural features that require special attention and regulation to protect including steep slopes with unstable soils, wetlands, significant floodplain and archeological sites and areas with rare or endangered plant or animal species. These are discussed in greater detail below.

Major Neighborhoods/Communities

East Nashville is a community of distinctive neighborhoods. The East Nashville community planning area extends beyond the area traditionally known as East Nashville. The historic boundaries of East Nashville were the Cumberland River, Greenwood Avenue, Ellington Parkway, and Riverside Drive. This part of the East Nashville Community includes the neighborhoods of Cayce, East End, Eastwood, Historic Edgefield,



House in Historic Edgefield

Greenwood, Lockeland Springs, Maxwell Heights, Rolling Acres, and Shelby Hills as well as several smaller neighborhoods. East Nashville as defined for community planning purposes also includes the Capitol View, Cleveland Park, East Hill, Gra-Mar Acres, Highland Heights, Hillhurst, Inglewood, McFerrin Park, Renraw, Rosebank, and South Inglewood neighborhoods along with several smaller neighborhoods.

The urban neighborhoods are compact and walkable, and many have convenient access to small corner commercial areas or civic uses such as churches, the East Branch Library and various schools. Many of these neighborhoods are historic in character and contain notable architecture, giving them distinctive identities. These neighborhoods have the qualities of urban neighborhoods such as a grid street pattern and shorter blocks, sidewalks (although not in all cases), and a mixture of housing types from single- and two-family detached homes to accessory dwelling units, townhouses and small-scale stacked flats. The neighborhoods of Eastwood, Edgefield, Greenwood and Maxwell Heights have historic zoning, while portions of Edgefield and portions of Lockeland Springs and East End are National Register Districts.

The urban neighborhoods of East Nashville also are home to four public housing developments: Edgefield Manor, a high rise for seniors; Levy Place and Parkway Terrace, which were redeveloped using funding from the HOPE VI program; and Cayce Place, which was built mid-20th century and, at 716 units, is the city’s largest public housing development. The Metropolitan Development and Housing Agency (MDHA) operates these housing developments. In 2013, MDHA undertook a visioning effort called Envision Cayce, to consider how the 63-acre site could be redeveloped to become a mixed-use, mixed-income development.

East Nashville’s suburban neighborhoods include Inglewood and Rosebank. These neighborhoods have the hallmarks of classic suburban neighborhoods—they are comprised primarily of single-family detached homes on larger lots with curvilinear streets and feature nature, and specifically tree cover, prominently.



Houses on Fatherland Street



House in Cleveland Park



Townhouses at West Eastland and McFerrin Avenues



Houses in Inglewood

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.

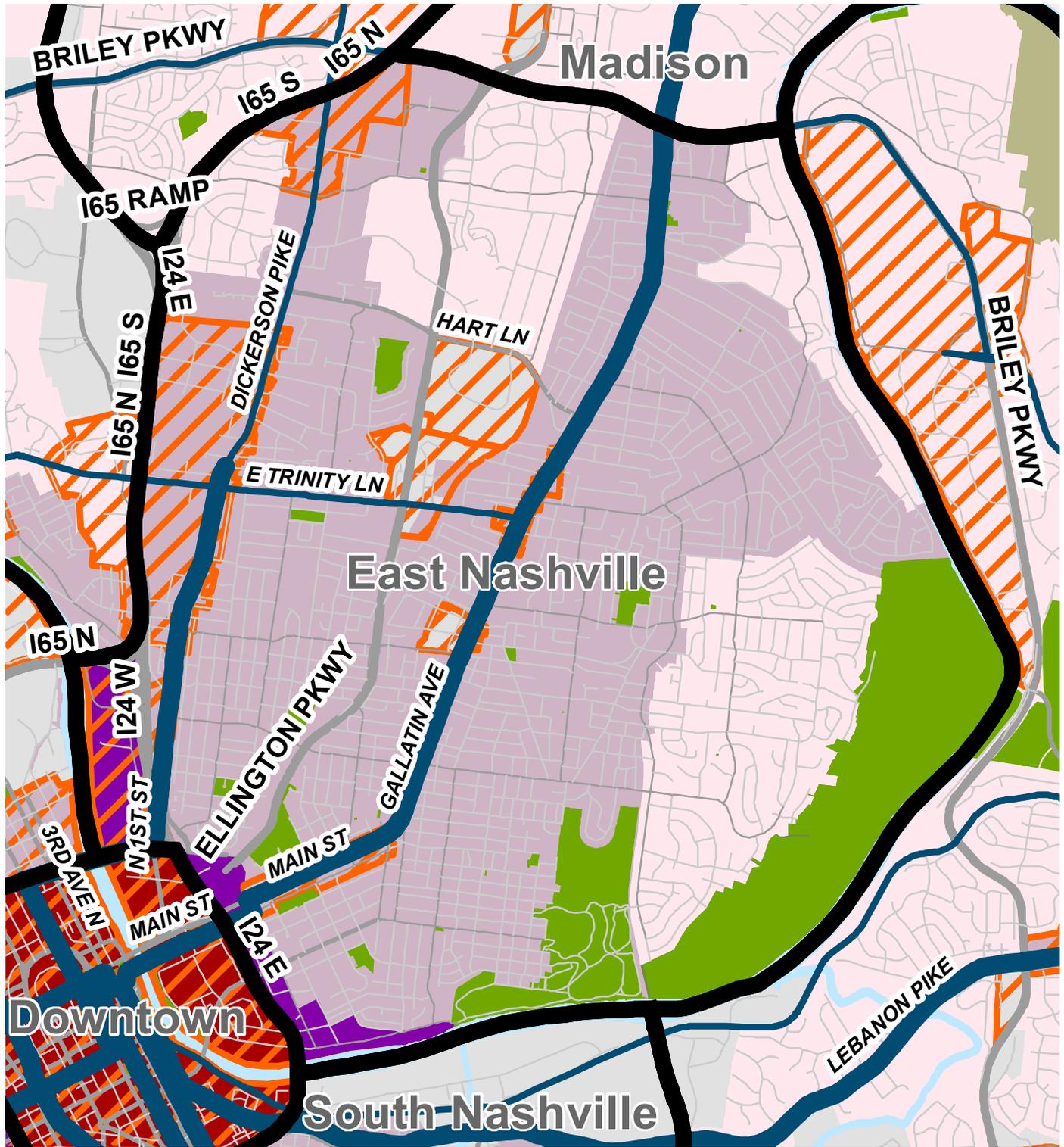
The Nashville/Davidson County Transect consists of seven categories of natural and built environments:

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

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that Inglewood is a classically suburban neighborhood and should be encouraged to remain that way, while Greenwood and Cleveland Park are urban neighborhoods that should also be preserved. Both development patterns are viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained.

The Growth & Preservation Concept Map for the East Nashville Community represents the vision for the East Nashville Community. The starting point for the map was the most recent East Nashville Community Plan update (2006), related detailed neighborhood planning, and consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that the East Nashville Community has faced. The Growth and Preservation map also reflects the input received during NashvilleNext including input on how East Nashville should grow, but also input on what the vision for Nashville is in the future and deliberation on what role East Nashville should play in the future. This is discussed in greater detail below.

Figure EN-1: Transect
East Nashville detail



Transects Legend

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



History of the Community

The East Nashville Community has an abundance of historically significant sites and areas. The history of East Nashville includes important chapters about the growth and expansion of Nashville as a city and a catalogue of neighborhood development ranging from the city's earliest suburban expansion to twenty-first century redevelopment.

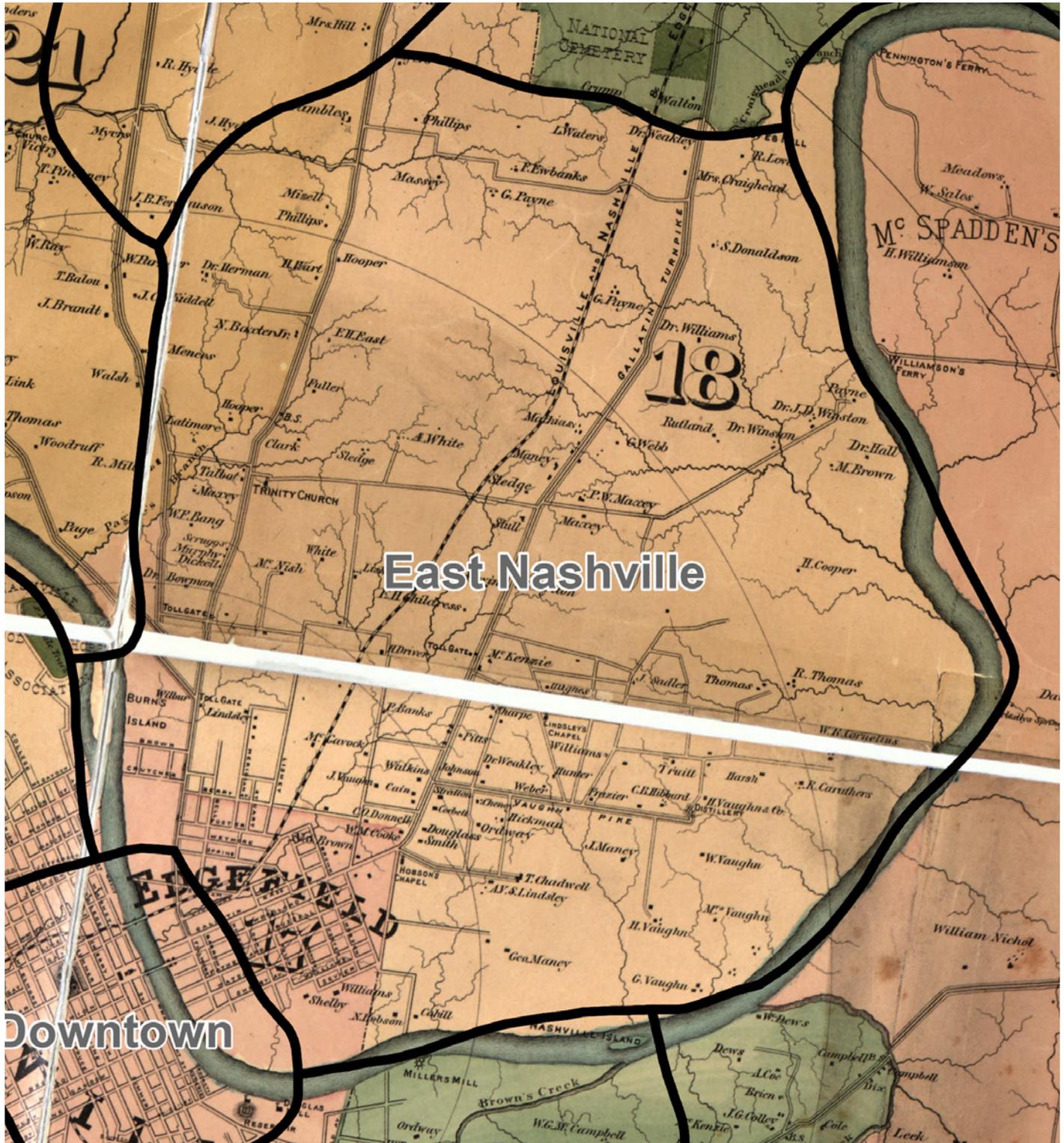
Although the term "East Nashville" has come to refer to a large area south of Briley Parkway between I-65, the Cumberland River, and Downtown Nashville, the original East Nashville began within a smaller area on the east bank of the Cumberland River. After the Revolutionary War, much of the land that is now the State of Tennessee was on the western frontier of the new nation and was part of the State of North Carolina. Many Revolutionary War veterans were granted 640-acre tracts of land in this western frontier to compensate them for their service and to encourage settlement of the area. Land granted to Themy Pernell in 1784 later became East End. Land granted to Daniel Williams in 1786 later became Eastwood and Lockeland Springs. James Shaw was granted land in the Edgefield and Maxwell Heights areas that later belonged to the Shelby family.

Figure EN-2 illustrates the characteristics and major property owners in the area in 1871.

The rural history of East Nashville has been almost entirely absorbed by late nineteenth and twentieth century residential development. Traces still remain where former farm or estate residences survive. One example is Riverwood, listed in the National Register of Historic Places. Generally, these houses are now part of subdivisions. East Nashville began to develop and urbanize in earnest in the second half of the nineteenth century, when the Shelby lands were subdivided for residences in Edgefield. Edgefield was incorporated as a separate municipality in 1868 and eventually annexed by the city of Nashville in 1880. Lockeland Springs and East End were not annexed into Nashville until 1905.

East Nashville has always been heavily influenced by its bridge connections to downtown Nashville on the opposite river bluff. A bridge crossing has existed at the site of the Woodland Street Bridge since 1819. Replacement of that bridge with a more modern suspension bridge in 1853 paved the way for residential subdivision in Edgefield beginning in 1854. Mule-drawn

Figure EN-2: 1871 map Davidson County
East Nashville detail



street car was introduced in 1872 and Woodland and Main Streets offered street railway lines by 1890, further easing travel between downtown and the east bank. The Shelby Street Bridge (now the John Seigenthaler Pedestrian Bridge) was opened in 1905. It was originally known as the Sparkman Street Bridge. Just as river access influenced the development of downtown Nashville on the west side of the Cumberland, access on the east bank, combined with proximity to northbound rail corridors in this area, made it an attractive location for industry with the neighborhoods of what is now East Nashville located further east of the industrial sites.

Other influential transportation connections are the pikes, Dickerson and Gallatin, which have been important travel corridors since Nashville's founding. These two roads have attracted most of the commercial development in the area, although neighborhood commercial areas have historically been dispersed in neighborhoods developed during the streetcar era, like Lockeland Springs and Cleveland Park. Riverside Drive itself is an important resource dating from the first phase of automobile-centered suburban development, and the Inglewood area demonstrates the continuing residential popularity of East Nashville in the early twentieth century. Later transportation changes accompanied urban renewal with the construction of the interstate system in the 1960s and Ellington Parkway, which reconfigured large swaths of the east bank and created geographical divisions within neighborhoods as impermeable as the river. Briley Parkway now creates another boundary defining the northern edge of the East Nashville Community.

East Nashville contains a high concentration of housing stock built 50 years or more ago and the largest remaining concentration of nineteenth century and turn-of-the-century residential architecture in the city. Districts listed in the National Register—Edgefield and portions of Lockeland Springs and East End—contain some of the best examples. Still other districts are eligible for the National Register or possess local significance that encourages their preservation. Enthusiasm for historic architecture, coupled with historic preservation zoning in several areas, has ensured a high rate of retention of historic buildings in this area. In spite of this trend, several demolitions of historic properties, mostly institutional buildings, point to the continuing need for preservation strategies for properties not located within the existing districts.

A series of disasters and man-made projects have had a significant shaping influence on the area's built environment. A 1916 fire that started at Seagraves Planing Mill in the East Bank destroyed nearly 650 homes in Edgefield. Those homes were not rebuilt until after World War I, bringing bungalows and cottages to a neighborhood of Victorian townhouses. The tornadoes of 1933 and 1998 both leveled large portions of East Nashville.

East Nashville's neighborhoods were also profoundly affected by the construction of public housing projects beginning with the construction of National Register-eligible Cayce Place in 1941 and by urban renewal. These redevelopment projects, which also included highway construction, occurred at the same time postwar suburban growth was attracting an increasing portion of the city's population out of older neighborhoods close to the city center. Although urban renewal projects were meant to address disinvestment in older neighborhoods through removal of "blight," their effect was often as damaging as and usually more permanent than the blight they sought to address. As rental properties increased and maintenance of older homes in the area declined, historic neighborhoods in East Nashville did not experience sustained revitalization until the historic preservation movement took hold in the 1970s.

One particular event in East Nashville played a significant part in the Civil Rights movement. The 1954 *Brown vs. Board of Education* decision by the U. S. Supreme Court declared segregated schools to be unconstitutional. In 1955, Robert Kelley, Sr. filed a class action lawsuit against the Board of Education of Nashville after his son Robert, Jr. was refused enrollment at East High School. The legal team for the lawsuit included noted attorneys Thurgood Marshall, Z. Alexander Looby, and Avon N. Williams. The lawsuit resulted in the Nashville Plan for desegregation of all of Nashville's public schools.

By the early 1970s, interest in historic preservation had increased and neighborhoods such as Edgefield began to see a rebirth as old homes were renovated by new and existing residents. Edgefield was listed on the National Register of Historic Places in 1977 and was designated as Nashville's first Historic Preservation zoning overlay district in 1978. Several other East Nashville neighborhoods and individual properties have received various levels of listing for their historical significance and zoning overlays to protect their integrity. East Nashville neighborhoods with Neighborhood Conservation zoning overlays include Eastwood, Greenwood, Lockeland Springs-East End, and Maxwell Heights.

Historical sources

- » Edgefield Historic Preservation Zoning Overlay District Design Guidelines, adopted May 1978, Amended September 1996;
- » *Eastwood Neighborhood Conservation Zoning Overlay District Design Guidelines*, adopted July 2004, Boundary Amended June 2007;
- » *Greenwood Neighborhood Conservation Zoning Overlay District Design Guidelines*, adopted April 2008;
- » *Lockeland Springs-East End Neighborhood Conservation Zoning Overlay District Design Guidelines*, adopted September 1985, Amended May 2003;
- » *Maxwell Heights Neighborhood Conservation Zoning Overlay District Design Guidelines*, adopted February 2008
- » All by the Metropolitan Nashville Historic Zoning Commission
- » *Nashville Rising: How Modern Music City Came to Be*, The Tennessean, 2013
- » *East Nashville*, E. Michael Fleenor, 1998
- » *Nashville's Inglewood*, Crystal Hill Jones, Naomi C. Manning, and Melanie J. Meadows, 2009
- » *Nashville and Its Neighborhoods: Fanning the Flames of Place, East Nashville*, Christine Kreyling for the Nashville Civic Design Center, 2004.

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

East Nashville was dealt a major setback by the 1998 tornado, but the highly active and engaged community made a tremendous comeback that continues to gain momentum. This comeback was aided by help from the American Institute of Architects "R\UDAT" (Regional and Urban Design Assistance Team) program, which worked with the community to develop a plan for the area most affected by the tornado. This planning effort and the later work in East Nashville on the Nashville Civic Design Center's Plan of Nashville are discussed in greater detail below.

The Metro Historical Commission's list of historically significant features identifies historically significant sites, buildings, and features within the East Nashville Community. The inventory from 2006 includes

- » 8 sites and 3 neighborhoods listed on the National Register of Historic Places
- » 8 sites and 1 neighborhood listed as Eligible for the National Register designation
- » 28 sites and features listed as Worthy of Conservation.

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

History of the Planning Process

In 1988, the Metro Planning Department began creating “community plans” as a means of fine-tuning the countywide general plan. These community plans examined specific issues and needs, projected growth, development and preservation in fourteen communities. The East Nashville Community Plan was first adopted by the Planning Commission in November 1994, after working with a Citizens’ Advisory Committee. Typical of the planning processes at that time, the CAC’s role was to provide local knowledge of the community, identify issues which influence the development of community, respond to policy recommendations from planning staff, reach consensus on the plan and provide leadership in presenting the plan to the general public. All meetings of the CAC were open to the public and were held in the East Nashville community. The East Nashville Community Plan was the twelfth of the fourteen community plans created.

The first update to the East Nashville Community Plan was adopted in February 2006 after substantial community participation in workshops. In spring 2013, the East Nashville Plan had its policies translated into their closest equivalents in the Community Character Manual (CCM) because East Nashville was one of nine community plans that had not been updated since the adoption of the CCM in 2008.

The East Nashville Community has weathered literal storms such as the tornado of 1998 and figurative storms as its neighborhoods’ have experienced periods of disinvestment and, more recently, resurgence and the challenges that growth, infill and redevelopment bring. East Nashville has undergone additional planning exercises outside of Community Plan updates, and the community input and recommendations of those plans are reflected in the East Nashville Community Plan. After the tornado of 1998, East Nashville created a *Plan for East Nashville*. This plan was created through the R/UDAT (Rural/Urban Design Assistance Team) program, managed by design professionals recruited by the American Institute of Architects (R/UDAT: *A Plan for East Nashville* [1991]). Direct results of the R/UDAT plan included the creation of the Rediscover East association and guidelines for the MDHA redevelopment districts.

The East Bank in Downtown and adjacent neighborhoods in East Nashville were studied extensively in the *The Plan of Nashville: Avenues to a Great City* (2005). This study, undertaken by the Nashville Civic Design Center and



Community planning meeting

written by local author Christine Kreyling, included a concept for the East Bank that envisioned weaving together the East Bank and East Nashville by converting I-24/I-65 from a conventional interstate into an urban boulevard and the extending the grid street network from East Nashville into the East Bank. With the street grid and public realm established, the East Bank would redevelop to a higher density mixed use neighborhood with tree-lined streets, thoughtfully located open spaces, and public use of the riverfront. Input from the R/UDAT plan and the *Plan of Nashville* were included in the East Nashville Community Plan: 2006 Update.

This update of the East Nashville Community Plan reflects the values and vision of the numerous participants in the 2006 update planning process and related Detailed Neighborhood Design Plans 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.

Sources

Nashville Civic Design Center; Christine Kreyling (2004). *Nashville and Its Neighborhoods: Fanning the Flames of Place*. East Nashville.

Community Demographic Information

While East Nashville has seen substantial infill development and redevelopment, it has not experienced the population growth of other areas of Nashville/Davidson County. In 1990, the total population of the East Nashville Community plan area was 65,604 people. According to the U.S. Census, in 2000 the East Nashville Community had 64,562 residents, a decrease of approximately 1.5 percent over the ten-year period from 1990 to 2000. In 2010 according to the U.S. Census, the East Nashville Community had 59,364 people, a decrease of approximately 9 percent since 2000, and about 2,500 fewer people than forecasted in the 1990s. These declines began in the 1970s, when the population of East Nashville was 76,505 people.

The American Community Survey from 2012 found that the East Nashville Community had approximately 58,571 residents, 9.3 percent of Nashville/Davidson County's population.

		Davidson County		East Nashville	
		#	%	#	%
Population	Total, 2010	626,681		59,364	9.5%
	Population, 1990	510,784		65,604	12.8%
	Population, 2000	569,891		64,562	11.3%
	Population Change, 1990- 2000	59,107	11.6%	-1,042	-1.6%
	Population Change, 2000- 2010	56,790	10.0%	-5,198	-8.8%
	Population Density (persons/acre)	1.69	n/a	2.21	n/a
	Average Household Size	2.37	n/a	2.40	n/a
Population	Total	626,681		59,364	9.5%
Race	White	385,039	61.4%	29,883	50.3%
	Black or African American	173,730	27.7%	25,139	42.3%
	American Indian/ Alaska Native	2,091	0.3%	198	0.3%
	Asian	19,027	3.0%	655	1.1%
	Native Hawaiian or Pacific Islander	394	0.1%	43	0.1%
	Other Race	30,757	4.9%	2,012	3.4%
	Two or More Races	15,643	2.5%	1,434	2.4%
Ethnicity	Hispanic or Latino	359,883	57.4%	3,602	6.1%
Age	Less than 18	136,391	21.8%	13,993	23.6%
	18-64	424,887	67.8%	39,796	67.0%
	Greater than 64	65,403	10.4%	5,575	9.4%

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

		Davidson County		East Nashville	
		#	%	#	%
Population	Total, 2008 - 2012	629,113		58,571	9.3%
	Household Population	605,463	96.2%	57,632	98.4%
	Group Quarters Population	23,650	3.8%	939	1.6%
	Male	304,566	48.4%	28,367	48.4%
	Female	324,547	51.6%	30,204	51.6%
Families	Total	142,821		13,400	n/a
	Married Couple Families with Children	37,098	26.0%	2,245	16.8%
	Single Parent Families with Children	26,291	18.4%	3,511	26.2%
	Female Householder with Children	21,528	15.1%	3,120	23.3%
Housing Units	Total	284,328		26,996	9.5%
	Owner Occupied	141,805	49.9%	12,736	47.2%
	Renter Occupied	114,082	40.1%	11,242	41.6%
	Occupied	255,887	90.0%	23,978	88.8%
	Vacant	28,441	10.0%	3,018	11.2%
	Long-term vacant (over 1 year)*	3,730	1.2%	1,045	3.6%
Cost Burden	Residents with moderate cost burden	48,983	19.1%	5,120	22.5%
	Residents with severe cost burden	42,520	16.6%	4,623	20.3%
Travel	Mean Travel Time to Work (min)	23.1		23.1	
	Workers	309,633		27,446	8.9%
	Drove Alone	246,391	79.6%	20,707	75.4%
	Carpooled	32,633	10.5%	3,036	11.1%
	Public Transportation	6,588	2.1%	1,534	5.6%
	Walked or Biked	6,806	2.2%	480	1.7%
	Other	3,232	1.0%	363	1.3%
	Worked from home	13,983	4.5%	1,326	4.8%
	Income	Per Capita Income	\$28,513		\$20,433
Education	Population 25 years and over	419,807		39,057	9.3%
	Less than 9th grade	20,687	4.9%	2,635	6.7%
	9th to 12th grade, No Diploma	38,664	9.2%	5,947	15.2%
	High School Graduate (includes equivalency)	103,024	24.5%	11,149	28.5%
	Some College, No Degree	86,498	20.6%	7,256	18.6%
	Associate Degree	23,963	5.7%	2,144	5.5%
	Bachelor's Degree	92,765	22.1%	6,690	17.1%
	Graduate or Professional Degree	54,206	12.9%	3,236	8.3%
Employment	Population 16 Years and Over	505,034	80.6%	46,113	77.7%
	In Labor Force	348,250	69.0%	31,526	68.4%
	Civilian Labor Force	347,862	99.9%	31,505	99.9%
	Employed	317,719	91.2%	28,008	88.8%
	Unemployed (actively seeking employment)	30,143	8.7%	3,497	11.1%
	Armed Forces	388	0.1%	21	0.1%
	Not in Labor Force	156,784	31.0%	14,587	31.6%

Source: American Community Survey, 5-year estimate, 2008-2012. * USPS Vacancy data, 2013.

Role in the County and Region

From economic development to transportation investment to open space preservation to housing diversity, it is clear that the Middle Tennessee region is interconnected, with the decisions of individual communities impacting the health, well-being and prosperity of not only the county, but the region. East Nashville makes specific contributions to the region, while also benefitting from the success of the region. This section considers the East Nashville Community in the context of the region.

East Nashville’s contributions to the region are the Community’s dense, urban neighborhoods that feature a mixture of housing types and small, dispersed commercial centers; the Community’s prominent corridors—Dickerson Pike and Main Street/Gallatin Pike—which play a regional and local role; and the Community’s open space and natural features centered around the Cumberland River.

Residential Development – Urban Neighborhoods with Neighborhood-Scaled Commercial Development

While there are many in-town neighborhoods in Nashville and even in outlying cities in the Middle Tennessee region, East Nashville has features that make it unique, drawing residents, employees and visitors from across the region and the country. The residential building pattern in East Nashville has long accommodated dense housing with a mixture of housing types ranging from single- and two-family housing to accessory dwelling units (carriage houses and alley houses) to townhouses and smaller stacked flats buildings. For decades, these housing types have peacefully co-existed in several East Nashville neighborhoods. This creates a unique environment in that there is housing for a very wide range of Nashvillians. Other parts of Nashville/Davidson County have solely single-family detached housing on larger lots, which caters to Nashvillians in their peak home buying years, but not to young people right out of school or retirees looking to downsize. The diversity of housing types in East Nashville leads to a diversity of neighbors, adding vitality to the Community.

Historically, East Nashville also has a growth pattern that accommodates and welcomes dispersed, small-scale commercial development along corridors and in small neighborhood centers. This provides opportunities for small businesses and start-ups. This combination—dense, diverse housing and small-scale commercial opportunities—creates

Local workforce assets in East Nashville

According to the 2008-2012 American Community Survey (ACS), the East Nashville Community has 31,526 workers. These workers reported a mean travel time of 23 minutes to employment, suggesting that the majority of workers work outside the East Nashville area. In addition, 1,326 workers reported working from home, slightly more than the percentage of the work force, 4.5 percent, that do so in Davidson County overall. In the East Nashville Community, fewer residents have advanced degrees compared with Davidson County as a whole. The 2008-2012 ACS reported that 6,690 people, or 17 percent, held bachelor’s degrees and 3,236 people, or 8 percent, held graduate or professional degrees. This compares to 22 percent holding bachelor’s degrees and 13 percent holding graduate or professional degrees in Davidson County. The per capita income (the average income per person) in the East Nashville Community is considerably lower at \$20,433 compared to Davidson County’s \$28,513, suggesting less disposable income in the East Nashville Community compared to some other areas of Davidson County.



Neighborhood commercial



Neighborhood center at Eastland and Scott Avenues

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.

neighborhoods that are unique in Middle Tennessee. The density, diversity and openness draw and spark creativity. The result is conversion of buildings to art galleries, restaurants, bars and eventually places like the Idea Hatchery and Shoppes on Fatherland—incubator spaces for small businesses. East Nashville is known for its creativity and the density and mixture of housing types. The density and diversity of people that East Nashville attracts is part of the reason behind the creative culture.

The East Nashville Community has an impressive range of housing options, but as development and redevelopment continue, additional housing types should be provided in strategic locations. The East Community Plan recommends strategic locations for additional residential density—generally in existing commercial centers or corridors to support businesses and eventual transit. For all residential developments, the Community Plan and the Community Character Manual provide guidance on building and site design to reflect the rural or suburban setting in which the residential development is located.

Providing additional housing options in strategic locations, such as within centers or on prominent corridors, addresses several goals. Housing choices can allow East Nashville residents to “age in place” by providing a variety of housing types to meet each stage of a person’s life from starter homes to retirement communities. Creating housing choices at strategic locations creates housing that is attainable for residents with varying incomes. As East Nashville has grown more popular, ensuring that there is housing that is attainable for the range of East Nashville neighbors—including its concentration of artists and entrepreneurs—is a growing concern. Creating housing choice ensures that East Nashville has housing for the diversity of workers needed in the community and Davidson County—from service workers to teachers and police officers and nurses to executives. Providing housing that is attainable for residents of all incomes keeps the community and its economy resilient. Finally, creating housing choices keeps the East Nashville Community competitive in the region in the face of changing demographics and market preferences.

Prominent Corridors – Serving Commuters, Local Neighborhoods and as Regional Destinations

While other cities were built on a gridded street network, Nashville’s “wheel-and-spoke” system of principal streets necessitates that prominent corridors such as Dickerson Pike and Main Street/Gallatin Pike play multiple roles. Dickerson Pike and Main Street/Gallatin Pike are part of a larger regional network for employees commuting from outlying counties into downtown. Residents from Goodlettsville, Hendersonville and Gallatin have the option of using Dickerson Pike and/or Main Street/Gallatin Pike in addition to interstates. These corridors are known to have a regional commuting role and, as a result, the Metropolitan Planning Organization (MPO—the regional transportation planning entity) has studied these arterials and other streets and interstates in the northeast to propose transit options to connect the residents of Sumner and Robertson County to downtown Nashville.

But for too long, these corridors have developed as if this was their sole purpose. While there are some businesses along the corridor that serve local neighborhoods, the form of development has, for decades, been designed solely for automobiles, which has made it unwelcoming—and in some cases unsafe—to pedestrians and cyclists from nearby neighborhoods.

A second role for Dickerson Pike and Main Street/Gallatin Pike is to provide needed goods and services to surrounding neighborhoods. As neighborhoods have grown stronger, the offerings along the corridor have changed to meet those needs and demands. As importantly, as redevelopment has occurred, new developments are being built in a form that is more welcoming to visitors on foot, with buildings built closer to the street, fewer driveways for pedestrians to cross, better streetscaping, etc. As redevelopment continues, there is regulation in place to redevelop these corridors to serve commuters, the residents and employees in the area, and visitors to East Nashville, transforming these corridors to be welcoming to drivers, transit users, pedestrians and cyclists.

Figure EN-3: Commuting patterns of residents and employees in Green Hills-Midtown

East Nashville residents who work in these areas		26,673
East Nashville		3,909
Green Hills Midtown		4,002
Downtown		3,294
North Nashville		2,441
South Nashville		2,378
Donelson Hermitage Old Hickory		2,058
Madison		1,840
Antioch Priest Lake		1,156
West Nashville		923
Bordeaux Whites Creek		794
Southeast		706
Parkwood Union Hill		323
Bellevue		135
Joelton		25
Beyond Davidson County		2,689
Employees who work in East Nashville come from these areas		17,939
East Nashville		3,909
Madison		1,503
Antioch Priest Lake		1,176
Donelson Hermitage Old Hickory		1,061
Southeast		907
West Nashville		836
Green Hills Midtown		619
Bordeaux Whites Creek		593
Parkwood Union Hill		485
North Nashville		450
South Nashville		444
Bellevue		439
Downtown		145
Joelton		109
Beyond Davidson County		5,263

Source: Census Transportation Planning Products, using the American Community Survey (2006-2010 five-year estimates)



Cumberland River

Open Space and Natural Features – The Resource of the Cumberland River

Although much of the East Nashville Community is developed, it retains many open spaces and natural features including parks, environmentally sensitive features and wildlife corridors. These elements add to the scenic beauty of the Community and are also part of a larger, regional open space network. The presence of the Cumberland River alone gives East Nashville a regional role with regard to open space and natural features. With approximately three miles of riverfront winding along Shelby Bottoms Greenway and Nature Park and along Shelby Park, this portion of the Cumberland River demonstrates that the River can be a “working” river and also a place for recreation, and a source of great beauty.



**Shelby Bottoms Greenway along the
Cumberland River**

The primary environmentally sensitive features in the East Nashville Community are floodplains that surround and include its major waterways—the Cumberland River, Coopers and Ewing Creeks, Pages and Pugsleys Branches, and several smaller unnamed creeks and streams. The Cumberland River forms part of the community’s boundary and the other waterways are within the community. Ewing Creek flows into Whites Creek and the other named waterways feed directly into the Cumberland River. Scattered areas of steep slopes are also found in East Nashville, mostly between Hart Lane and Ben Allen Road. The Community contains 2,681 acres (out of 13,283 acres), or 20 percent, of land containing sensitive environmental features.

There are several major waterways, floodways and floodplains in the East Nashville Community. The East Nashville Community has 1,967 acres of land encompassed by these waterways, floodway and floodplain including 434 acres in the floodway, 1,412 acres in the 100-year floodplain, and 122 acres in the 500-year floodplain.

An estimated 542 acres (4 percent) of the East Nashville Community has steeply sloping terrain (20 percent slopes or greater).

The East Nashville Community also contains plant and animal species that are rare or endangered. For the safety of these areas and species, information about these areas is maintained by the Tennessee Department of Environment and Conservation. Due to their sensitive nature, the locations of these areas are confidential.

In the case of each of these natural features, it is critical that proper preservation techniques be used to protect the features, especially in predominantly developed areas like East Nashville.

East Nashville offers the region distinctive neighborhoods, brimming with creativity and activity. This is due, in part, to the built environment, which allows for a diverse range of residents in a dense setting, interacting and sharing ideas. The community also is home to numerous small-scale, non-residential areas where new ideas and shared creativity can result in art, a new business venture or non-profit, and the like. These neighborhoods, along with East Nashville’s prominent north-south corridors and its environmental treasures are assets that East Nashville provides to the region. Like other in-town communities in the city, East Nashville is experiencing significant growth in the form of redevelopment and infill. Protecting what keeps East Nashville unique—especially its affordability, which allows such a diverse range of neighbors—is critical in the face of significant growth pressures. The East Nashville Community Plan addresses this by encouraging growth and redevelopment along the corridors, attempting to draw growth away from the interior of neighborhoods while providing significant new housing and business development. This vision and the tools to implement it are discussed next.



Multifamily housing on South 10th Street



Manor house in Historic Edgefield

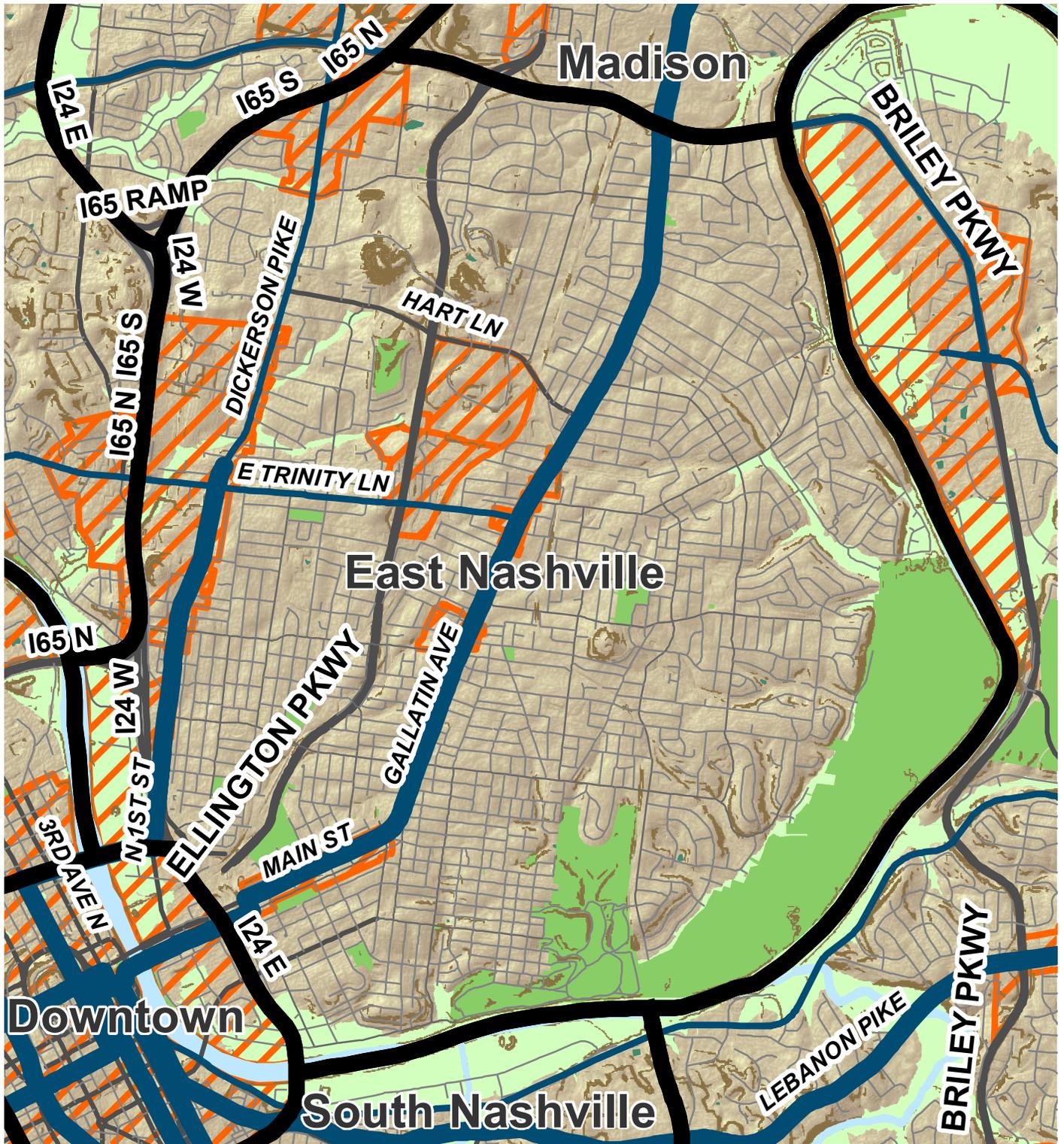


House near Caldwell School



Multifamily housing on Dickerson Pike

Figure EN-5: Slopes and Terrain Map
 East Nashville Detail

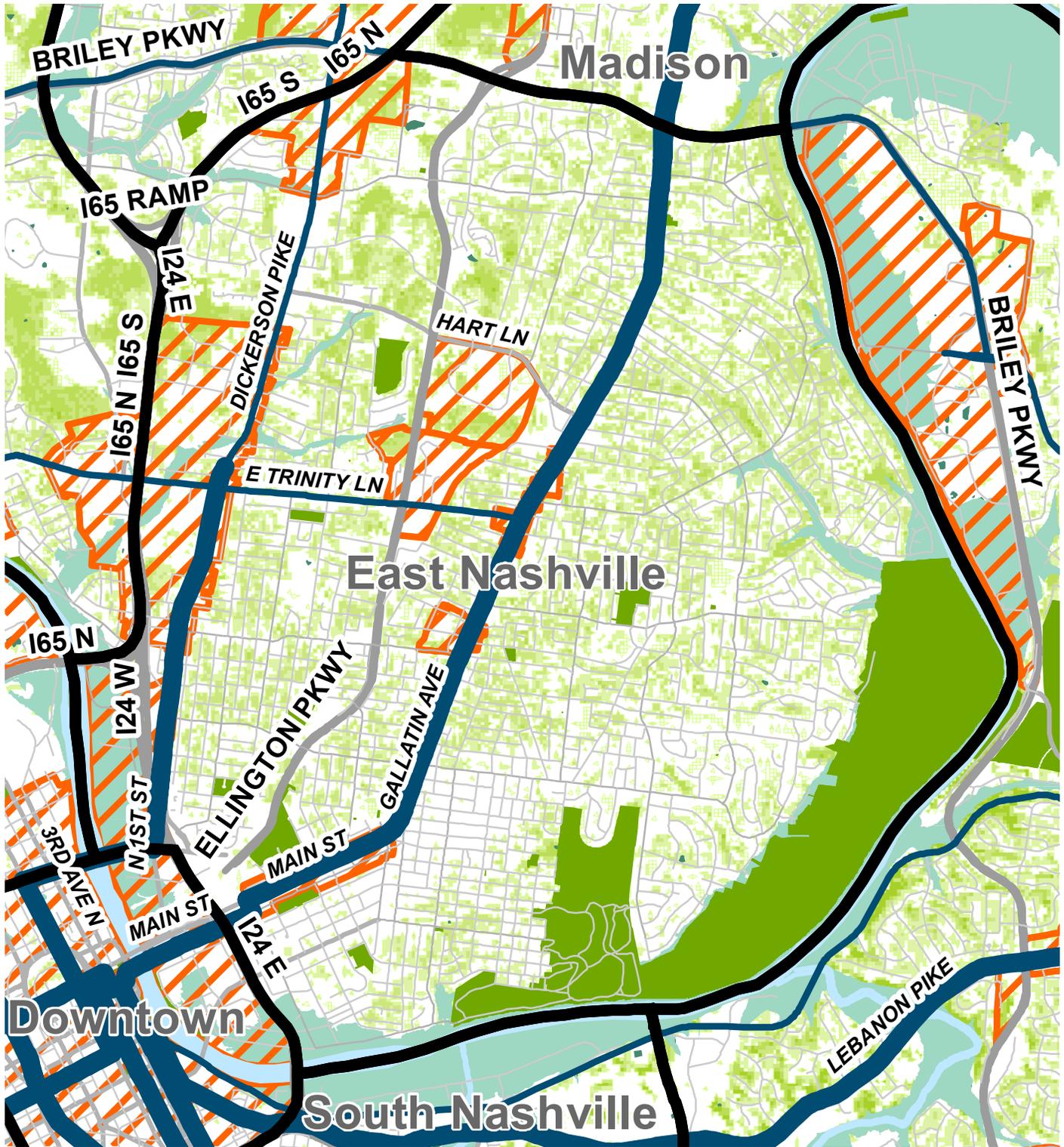


Slopes & Terrain Legend

Water Bodies	Subarea Boundaries	Priority Corridors	Slope	Terrain	
Anchor Parks	Centers	Immediate need	Over 20%	High	
Floodplain Areas		Long-term need		Low	
Wetlands					

Figure EN-6: Tree Canopy Map

East Nashville Detail



Tree Canopy Legend

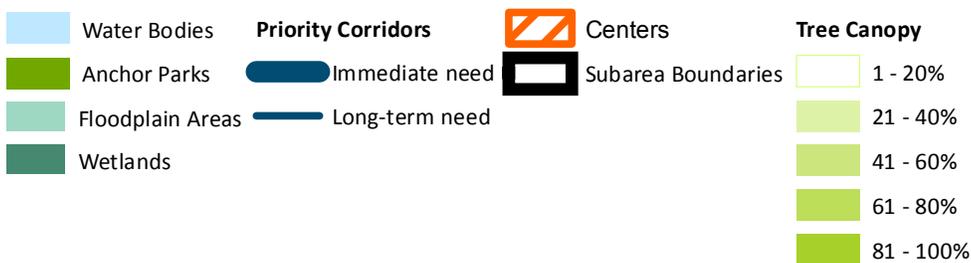
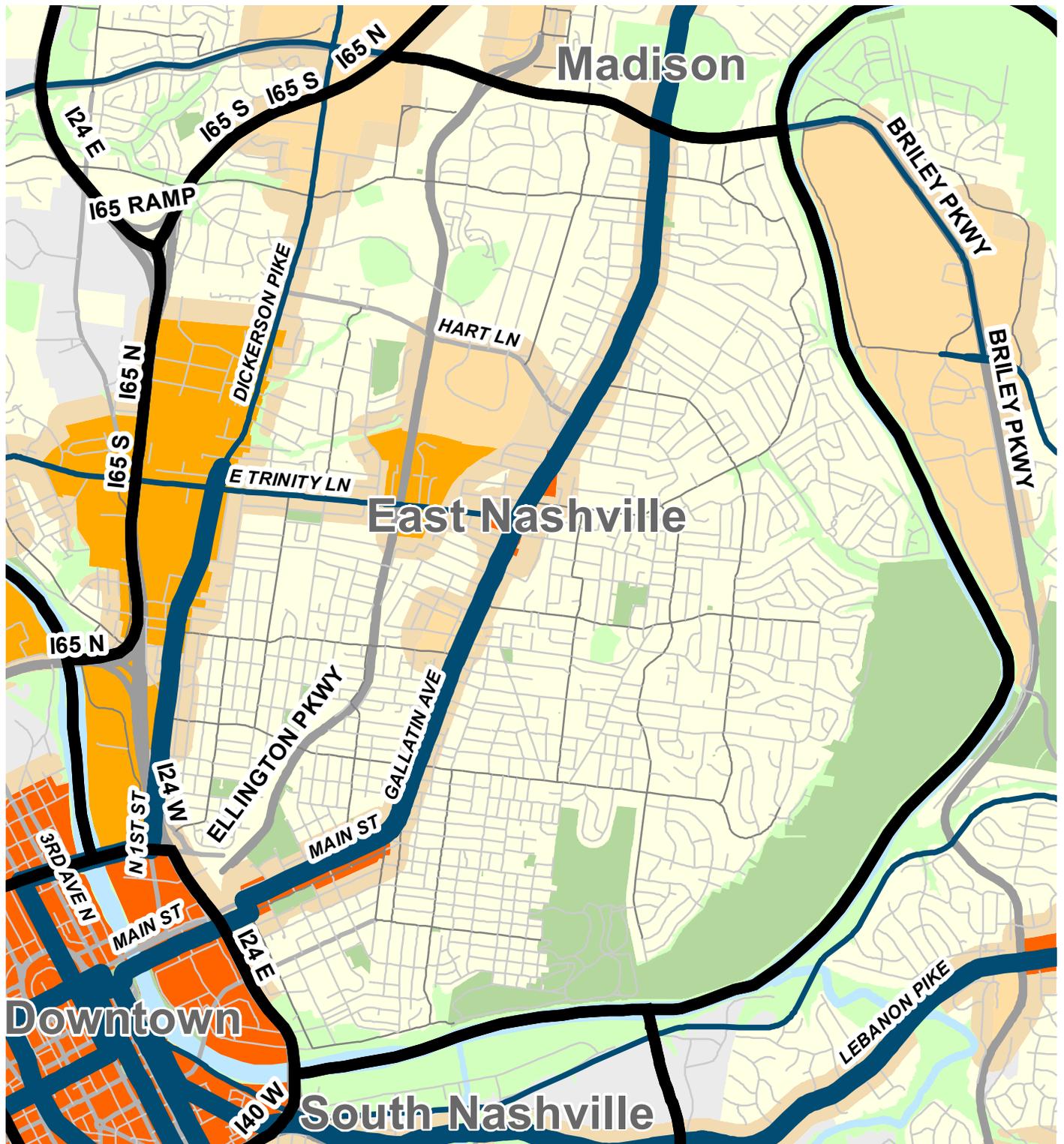


Figure EN-7: Growth & Preservation Concept Map

East Nashville detail



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

Growth & Preservation Concept Map and the Community's Role

The Growth & Preservation Concept Map (Concept Map) is a countywide 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 & Preservation Concept Map, please refer to NashvilleNext Volume I: Vision, Strategies & Trends.

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

Green Network

The green network on the Concept Map reflects natural areas that provide natural resources (such as green open space), 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 East Nashville Community, most of the green network is floodways and floodplains, mostly along the Cumberland River, which forms part of the community boundary. Since the East Nashville Community is predominantly developed, little of the area remains in an undisturbed natural state. Even the large undeveloped floodplain that is now the Shelby Bottoms Greenway was once disturbed by farming and is gradually being returned to its natural state. Areas with slopes of 20 percent or more are primarily concentrated between Hart Lane and Ben Allen Road in the northeastern portion of the community.

Neighborhoods

Neighborhood areas on the Concept Map are primarily residential areas offering a mix of housing types and character, with smaller civic and employment areas and small neighborhood centers. Neighborhoods have different context—rural, suburban, urban, or downtown—depending on their location.

In the East Nashville Community, neighborhoods are urban and suburban in character.

Transitions and Infill

Transition and Infill areas may have moderately dense residential and occasionally 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. These areas 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.

The East Nashville Community contains one District Transition Policy area, which is located along the west side of Gallatin Pike between Calvert Street and Virginia Avenue.

Centers

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

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

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.

Community Character Policy Plan

The East Nashville Community Character Policy Plan builds upon the Growth & Preservation Concept Map. The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area in the East Nashville Community. See Figure EN-8 for a map of the Community Character Policies in the East Nashville Community.

The East Nashville Community Plan applies Community Character Policies to every property in East Nashville. These policies are defined in the Community Character Manual. The policies are intended to coordinate the elements of development to ensure 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.

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

Another area of emphasis on the Concept Map is enhancing centers and corridors. The East Nashville Community has several prominent corridors, such as Dickerson Pike, Gallatin Pike, Riverside Drive, and East Trinity Lane. East Nashville also has several commercial centers that serve the community. They range from small-scale neighborhood centers such as those at McGavock Pike and Riverside Drive and along Eastland Avenue between Chapel Avenue and Porter Road, to larger community centers such as the center along Gallatin Pike between the Gartland Avenue and Seymour Avenue. These areas should be enhanced by adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and additional transportation options such as transit. The transition between these higher-intensity areas and the surrounding neighborhoods must also be addressed through well-designed land use transitions to adjacent residential areas. Community members over the years have voiced a vision for re-creating a historically proven

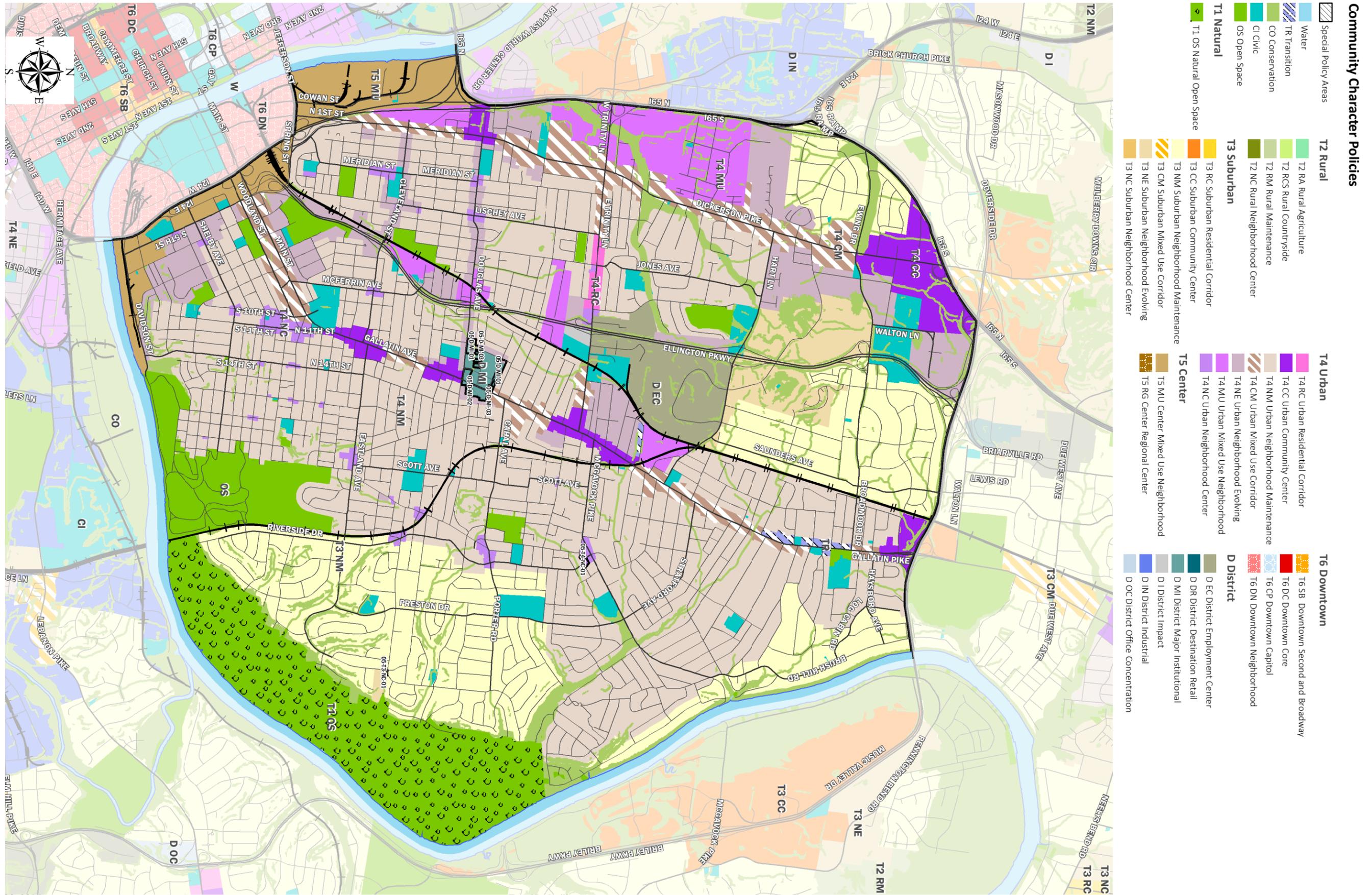
pattern of providing commercial services that meet the daily needs of residents at strategically placed nodes within walking distance of existing neighborhoods.

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

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

Existing major employment concentrations and commercial areas are placed in District and Center Policies respectively, to maintain employment options that give East Nashville its unique balance of employment and residential.

Figure EN-8: Community Character Policy Map



Community Character Policies

- Special Policy Areas
- Water
- TR Transition
- CO Conservation
- CI Civic
- OS Open Space
- T1 Natural**
 - T1 OS Natural Open Space
- T2 Rural**
 - T2 RA Rural Agriculture
 - T2 RCS Rural Countryside
 - T2 RM Rural Maintenance
 - T2 NC Rural Neighborhood Center
- T3 Suburban**
 - T3 RC Suburban Residential Corridor
 - T3 CC Suburban Community Center
 - T3 NM Suburban Neighborhood Maintenance
 - T3 CM Suburban Mixed Use Corridor
 - T3 NE Suburban Neighborhood Evolving
 - T3 NC Suburban Neighborhood Center
- T4 Urban**
 - T4 RC Urban Residential Corridor
 - T4 CC Urban Community Center
 - T4 NM Urban Neighborhood Maintenance
 - T4 CM Urban Mixed Use Corridor
 - T4 NE Urban Neighborhood Evolving
 - T4 MU Urban Mixed Use Neighborhood
 - T4 NC Urban Neighborhood Center
- T5 Center**
 - T5 MU Center Mixed Use Neighborhood
 - T5 RG Center Regional Center
- T6 Downtown**
 - T6 S8 Downtown Second and Broadway
 - T6 DC Downtown Core
 - T6 CP Downtown Capitol
 - T6 DN Downtown Neighborhood
- D District**
 - D EC District Employment Center
 - D DR District Destination Retail
 - D MI District Major Institutional
 - D I District Impact
 - D IN District Industrial
 - D OC District Office Concentration

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 substan-

Community Character Policies *(continued)*

tially 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.

Community Character Policies *(continued)*



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 for more guidance.

Special Policies

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

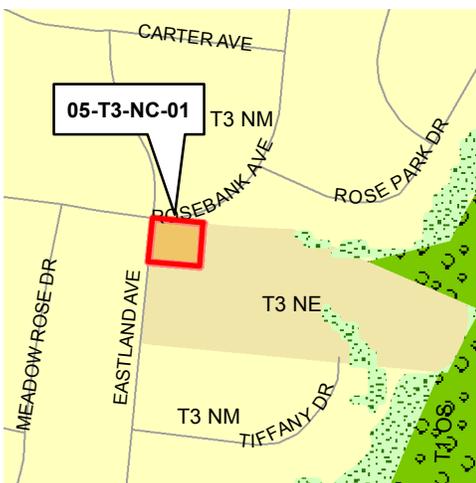
Special Policy Area 05-T3-NC-01

East Nashville’s T3 Suburban Neighborhood Center Area 1 is referenced as 05-T3-NC-01 on the accompanying map. It is located at the corner of Rosebank and Eastland Avenues. Where the special policy is silent, the guidance of the Community Character Manual’s Suburban Neighborhood Center policy applies.

The Suburban Neighborhood Center policy should only be applicable as part of comprehensive residential development on property located at 801 Rosebank Avenue. Alternate policy without a comprehensive residential development is Suburban Neighborhood Evolving.

Suburban Neighborhood Center policy should not expand beyond the northwest corner of the property located at 801 Rosebank Avenue and should be in character with lot sizes in the immediate area.

The building form of non-residential structures should maintain a residential character with regard to height, massing, and façade articulation.



Special Policy Area 05-T4-NC-01

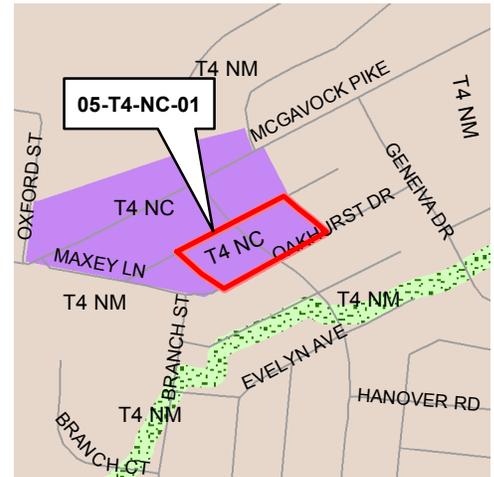
East Nashville's T4 Urban Neighborhood Center Area 1 is referenced as 05-T4-NC-01 on the accompanying map. It is located along Riverside Drive at the intersection of Oakhurst Drive. Where the special policy is silent, the guidance of the Community Character Manual's Urban Neighborhood Center applies.

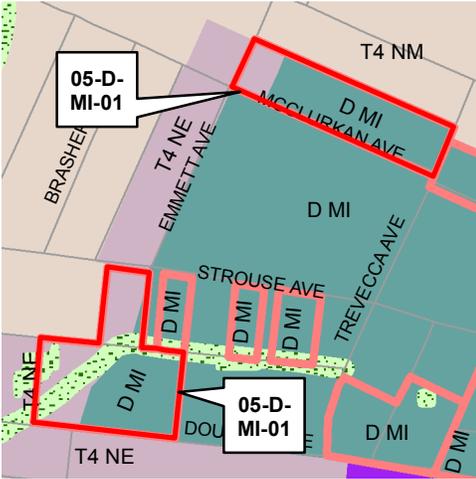
This area is intended to serve as a transition from the more intense mixed uses along McGavock Pike to the residential uses further south along Riverside Drive, which is intended to retain its character as a residential boulevard with occasional compact Neighborhood Center nodes found at key intersections. To this end, uses within the special policy area should be more limited in scale and intensity than those to the north.

To achieve this difference in scale and intensity, if rezoning of this area is requested, the provisions of the Mixed Use Neighborhood Alternative (MUN-A) zoning district as it exists as of the date of the establishment of this special policy should be used as a guide for developing zoning for the site rather than the more intense Mixed Use Limited (MUL) zoning district that has been used elsewhere in this Neighborhood Center. Moreover, uses on the southernmost parcels (parcels 237 and 296) need to be further limited to exclude any of the Restaurant uses as well as the Bar or Nightclub use to further ensure a transition to the residential to the south.

A solid, well-maintained landscape buffer also needs to be established on these two southernmost parcels to further define and strengthen the transition to the adjacent residential area.

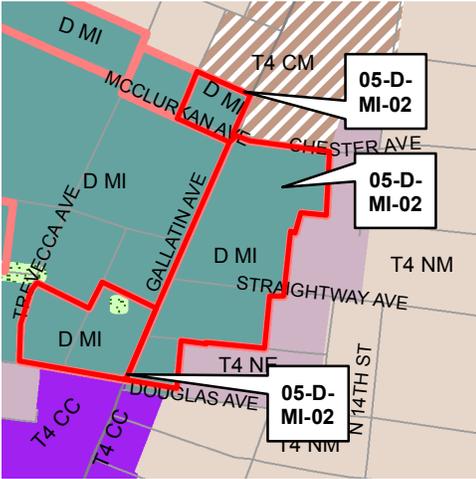
The completion of Oakhurst Drive to Alley #1125 and the improvement of Alley #1125 must occur in association with rezoning and future mixed use redevelopment of the properties on the west side of Riverside Drive that are within this special policy area. At that time, solid landscape buffering should be established between the Neighborhood Center development and adjacent residential. A pedestrian and bicycle connection should be constructed to Maxey Drive and Branch Street.





Special Policy Area 05-D-MI-01

These properties are within an Institutional Overlay zoning district, but are not owned by the institution, Lincoln College of Technology. Therefore, an alternate Community Character Policy applies unless and until they are acquired by the institution. The alternate policy for this District Major Institutional area is T4 Neighborhood Evolving.



Special Policy Area 05-D-MI-02

These properties are within an Institutional Overlay zoning district, but are not owned by the institution, Lincoln College of Technology. Therefore, an alternate Community Character Policy applies unless and until they are acquired by the institution. The alternate policy for this District Major Institutional area is T4 Mixed Use Corridor.

Special Policy Area 05-D-MI-03

These properties are within an Institutional Overlay zoning district, but are not owned by the institution, Lincoln College of Technology. Therefore, an alternate Community Character Policy applies unless and until they are acquired by the institution. The alternate policy for this District Major Institutional area is D District Transition.

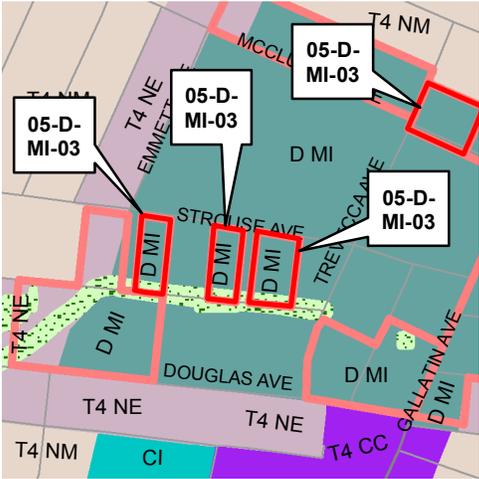
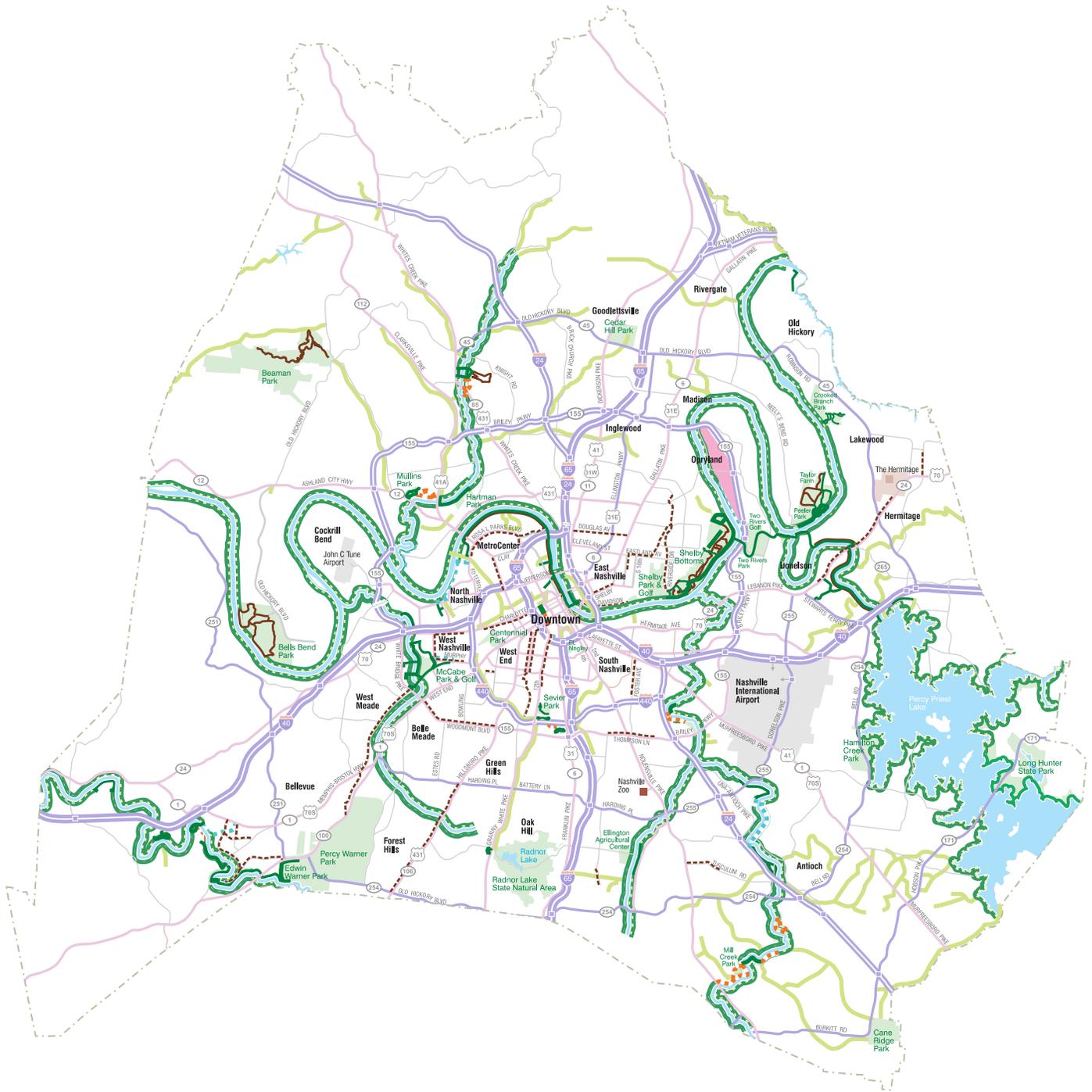


Figure EN-9: Greenways Map



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

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 Parks Master Plan will include recommendations regarding some specific facility types and geographic distribution (e.g., one dog park per XX,XXX residents, or tennis courts within X miles of every resident). Such recommendations will also be tied to surrounding development density (e.g., a mini park may have high value in SoBro and low value in Union Hill.) The updated Parks Master Plan will also Plan identify park acreage and type needs per capita as well as development funding recommendations. Detailed planning for specific parks would be conducted at the level of an individual park master plan.

The current Parks Master Plan also discusses greenways. Adding greenways or other trails can improve the area’s quality of life as development brings more residents, workers and visitors to the area. Additional greenways and improved roadway crossings increase connectivity among residential, schools, and mixed use centers, adding value to a neighborhood by providing residents and workers with alternative transportation options such as walking and cycling. In this way, greenways encourage more active and healthier lifestyles.

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

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>

Enhancements to the Transportation Network

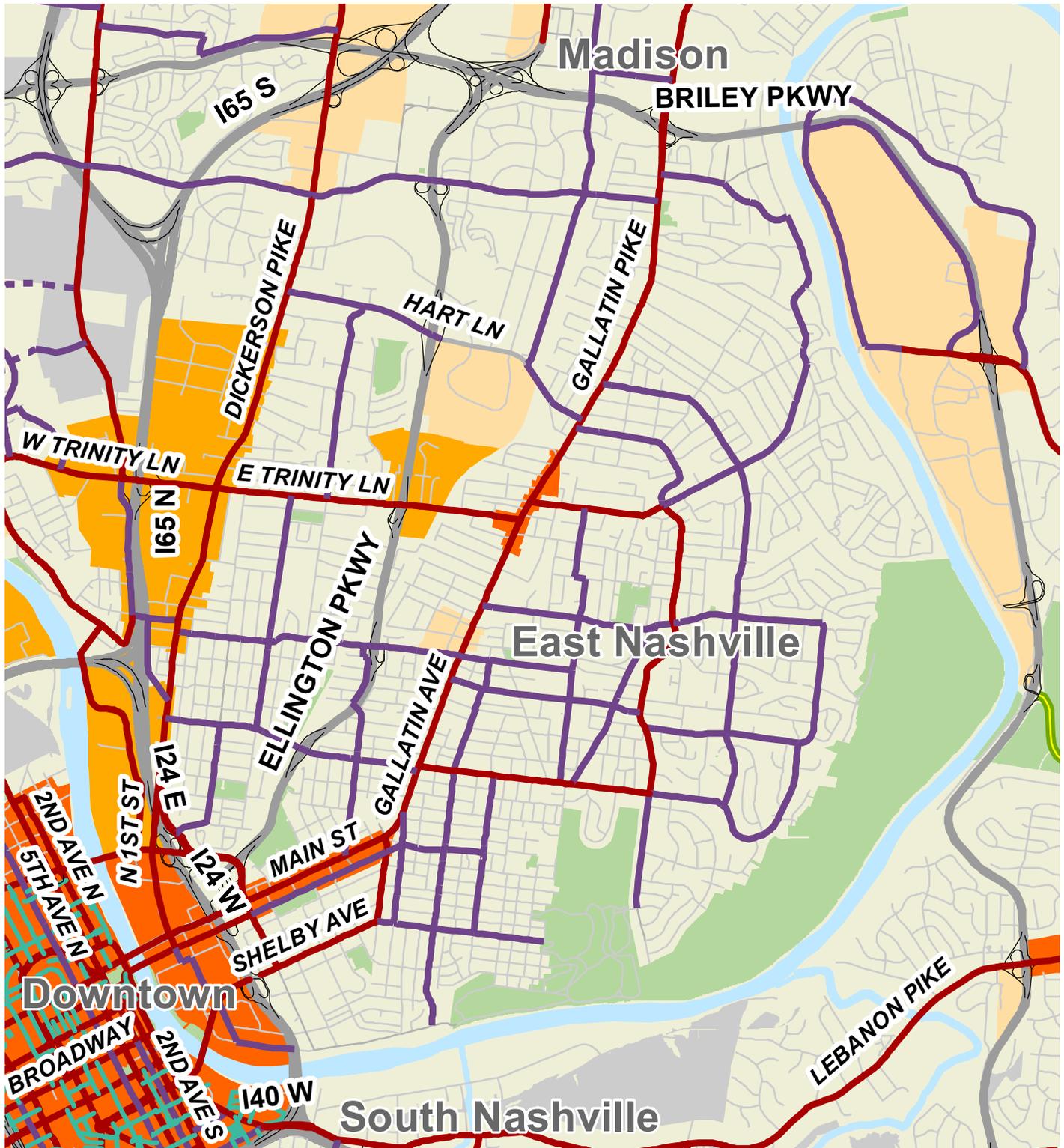
In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. They do so by using Access Nashville 2040 and the Major and Collector Street Plan (MCSP), which implements Access Nashville 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 East Nashville 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 East Nashville’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 EN-10: Major and collector streets

East Nashville detail



Major and Collector Street Legend

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

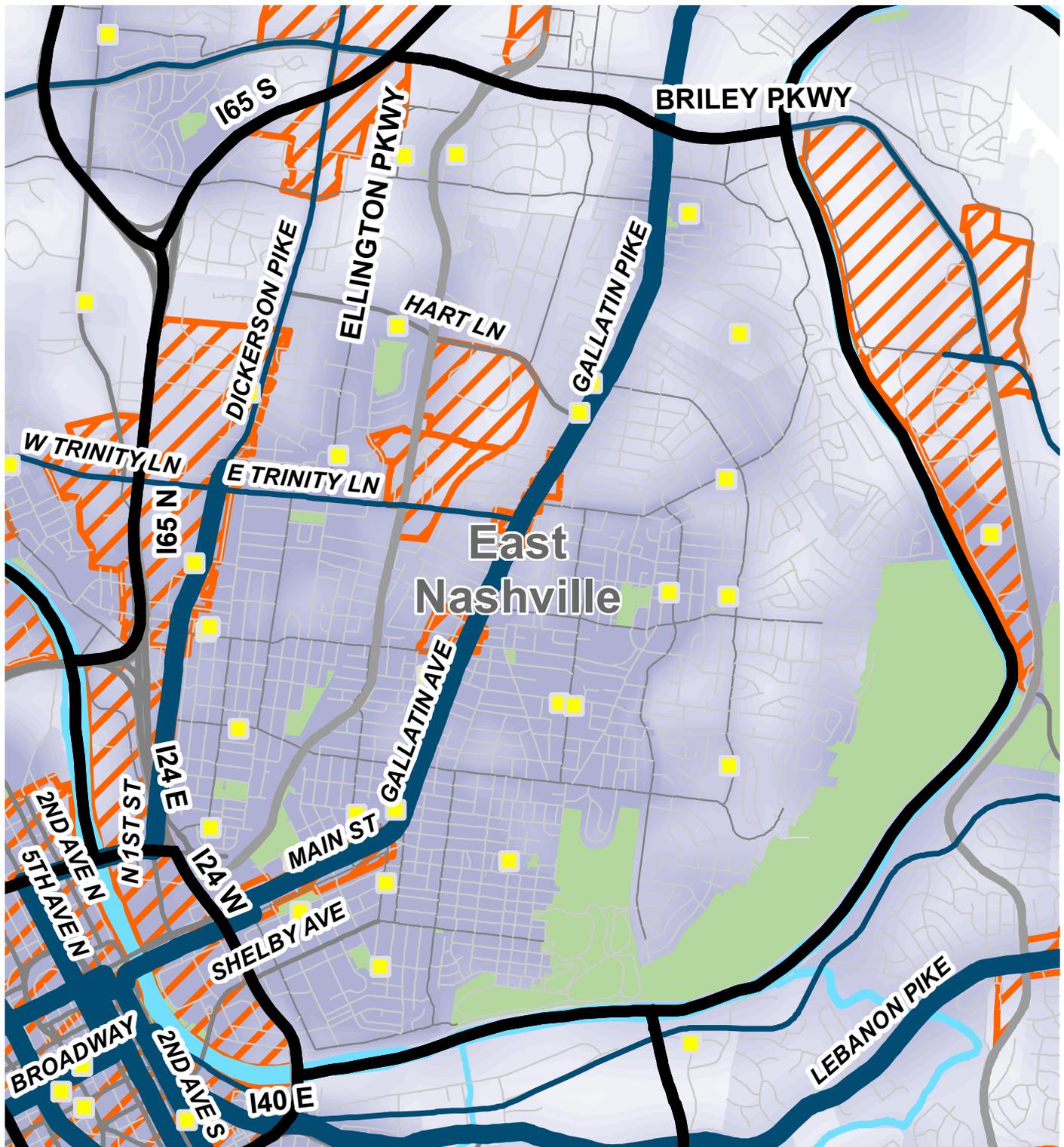
East Nashville

Adopted June 22, 2015 III-EN-49



Figure EN-11: Pedestrian Generators

East Nashville detail



Pedestrian Generator Index Legend

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



Walking Priorities

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

Access Nashville Walking Project #14

Dickerson Pike Complete Streets–Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Douglas Avenue to Briley Parkway. Implement as coordinated capital improvements projects. (see related *Bicycling Project #18: East Nashville Bikeway*) As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

Implementing complete street elements along Dickerson Pike is a Countywide Critical Need because the corridor is an Immediate Need High Capacity Transit Corridor which anticipates continued frequent transit service along this arterial-boulevard as development intensifies connecting downtown to the Tier Two Center near Trinity Lane. The existing Dickerson Pike bus route has high transit ridership, and there are very few sidewalks and poor streetscape conditions along the corridor with people walking in ditches, numerous driveway access points, and cars traveling above the posted speed limit of 40 mph. Approximately 13,000 vehicles per day travel along the corridor within the five travel lanes, which makes it eligible for a potential road reconfiguration. A study needs to be conducted to determine the appropriate infrastructure elements to support people walking, biking, and taking the bus along this corridor. Potential improvements may include wide sidewalks, transit shelters, bicycle racks, multi-use path connections, crosswalks, curb extensions, street trees, landscaped medians, and traffic signal improvements.

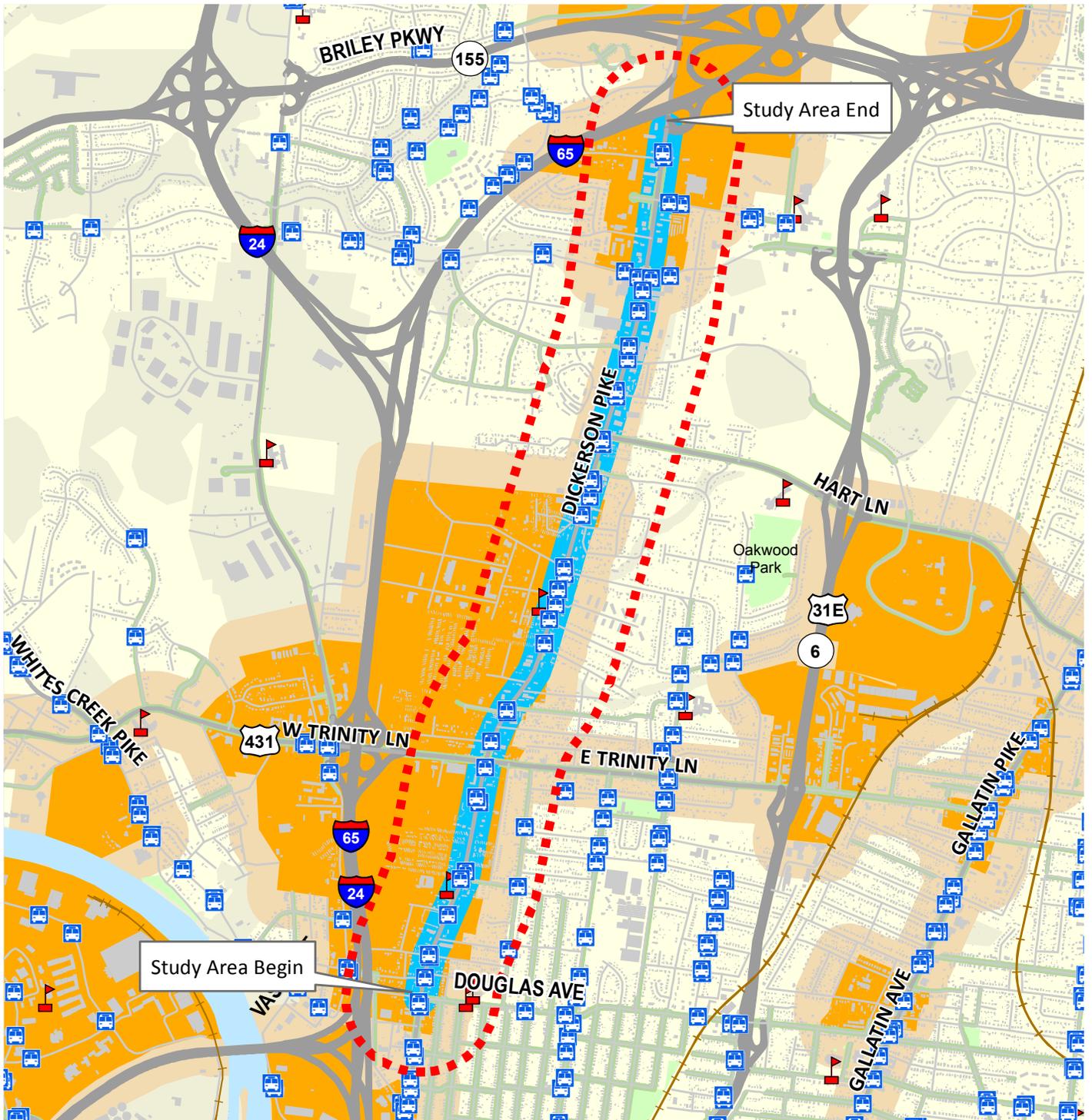
Access Nashville Walking Project #15

Gallatin Pike Complete Streets–Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from 5th Street to Briley Parkway. Implement as coordinated capital improvements projects. *(see related Bicycling Project #18: East Nashville Bikeway)* As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

Implementing complete street elements along Main Street/Gallatin Pike from 5th Street to Briley Parkway is a Countywide Critical Need because the Gallatin Pike corridor is an Immediate Need High Capacity Transit Corridor which anticipates continued frequent transit service along this arterial-boulevard as development intensifies. Today, MTA operates the Gallatin Pike BRT Lite service from downtown to Rivergate. This service is one of the highest ridership routes in the MTA network. This portion of the route from 5th Street to Briley Parkway has an extensive sidewalk network, but there are few crossing opportunities and negligible bicycling accommodations. Additionally, zoning encourages building placement to the street, and higher traffic volumes do not support a road reconfiguration in the future. Balancing bicycling and walking needs with more frequent service that connects the Tier One Centers along the corridor in limited right-of-way will be crucial. A study needs to be conducted to determine the appropriate infrastructure elements to support people walking, biking, and taking the bus along this corridor. Potential improvements may include wide sidewalks, transit shelters, bicycle racks, multi-use path connections, crosswalks, curb extensions, street trees, landscaped medians, and traffic signal improvements.

Figure EN-12: Access Nashville Walking Project #14: Dickerson Pike Complete Streets

Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Douglas Avenue to Briley Parkway. Implement as coordinated capital improvements projects. (see related *Bicycling Project #18: East Nashville Bikeway*) As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.



- | | | | |
|---|--------------------------|---|---------------------|
|  | Coordinated Improvements |  | Building Footprints |
|  | Existing Sidewalks |  | Parks |
|  | MTA Stop |  | Centers |
|  | School |  | Transitions |



Figure EN-13: Access Nashville Walking Project #15: Gallatin Pike Complete Street

Study opportunities to implement complete street components with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from 5th Street to Briley Parkway. Implement as coordinated capital improvements projects. (see related *Bicycling Project #18: East Nashville Bikeway*) As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

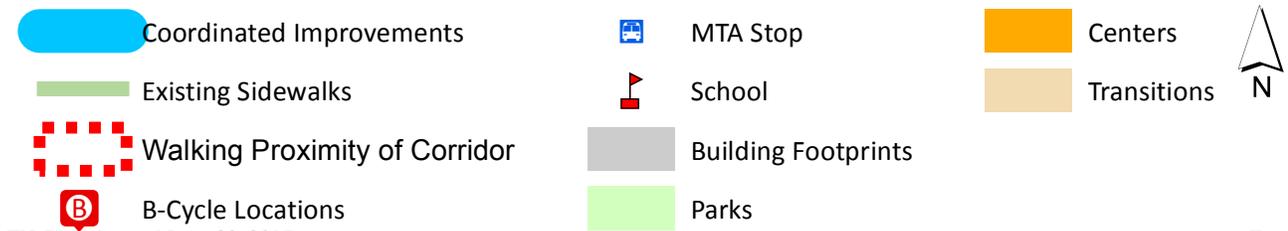
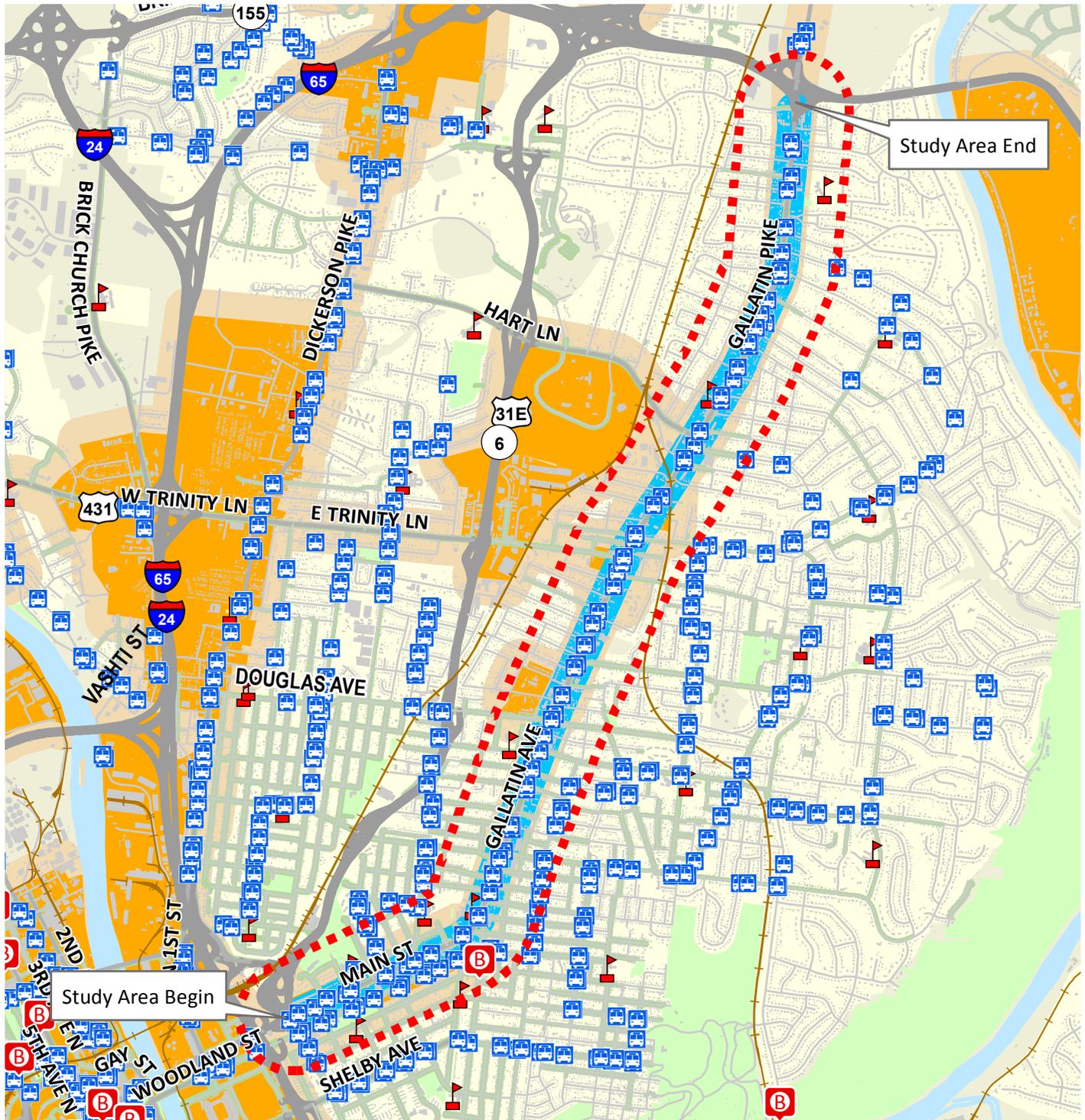
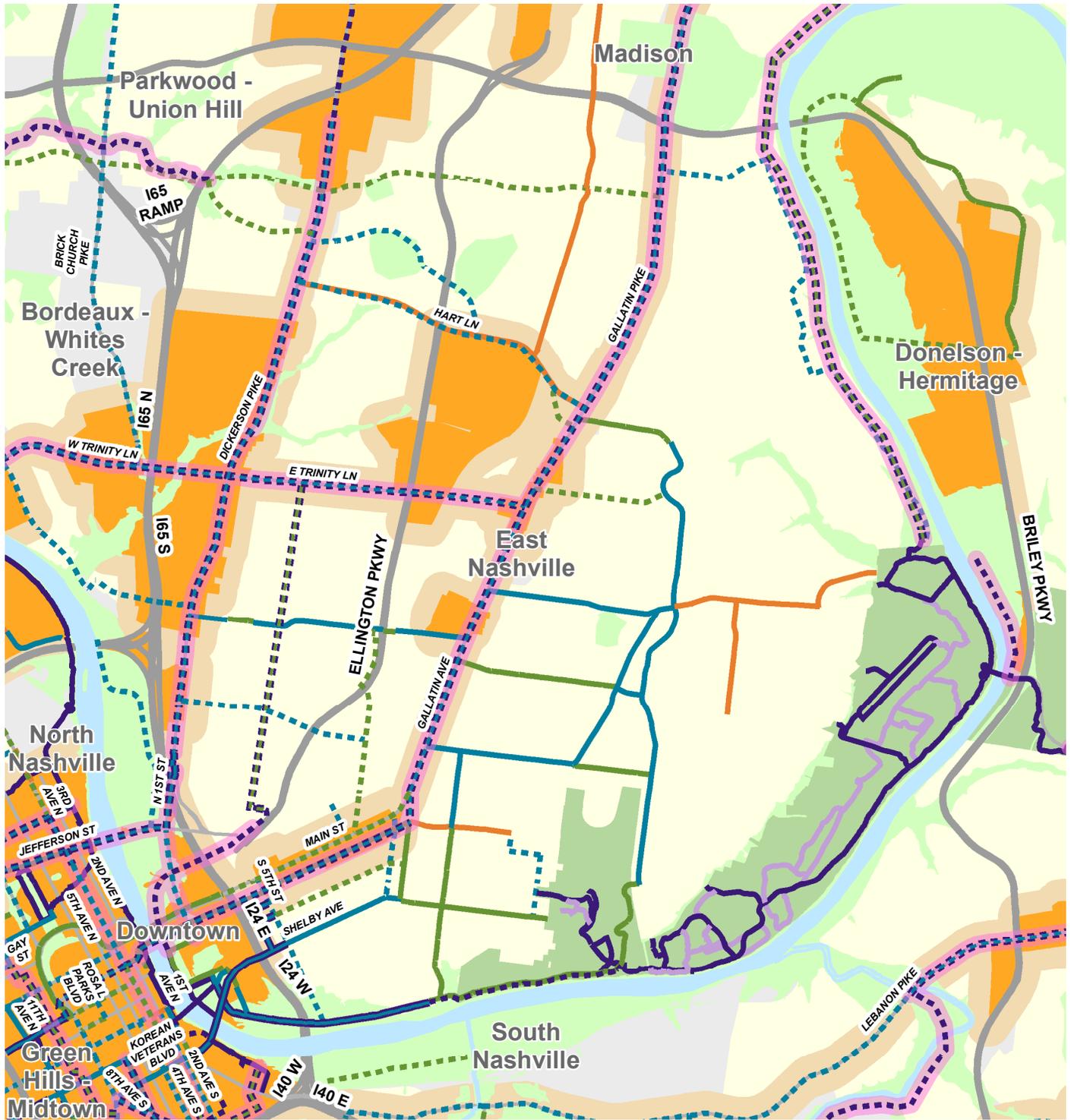


Figure EN-14: Bikeways and greenways

East Nashville 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 Priorities

The following are bicycling priorities for the East Nashville Community. See project maps on the following pages.

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.

Access Nashville Bicycling Project #17

Five Points to Downtown Protected Bikeway–Implement a protected bikeway from Five Points to the East Bank parallel to Woodland Street.

A low stress bikeway is needed between Five Points and the planned East Nashville Protected Connections as a Community Priority to allow cyclists of all ages and abilities access to jobs, housing, cultural and social opportunities along this corridor.

Access Nashville Bicycling Project #18

East Nashville Bikeway–Study the appropriate protected or separated facilities for people biking along Dickerson Pike and Gallatin Pike where roadway right of way and buildings constrain the corridors. *(see related Walking Project #14: Dickerson Pike Complete Streets and Walking Project #15: Gallatin Pike Complete Streets)*

East Nashville’s major pikes should be reconfigured as complete streets with full accommodation of cyclists traveling along these corridors, improved sidewalks and pedestrian crossings, better transit infrastructure, and placemaking features like public art, way finding signage, and better lighting. The East Nashville Bikeway is an identified Community Priority.

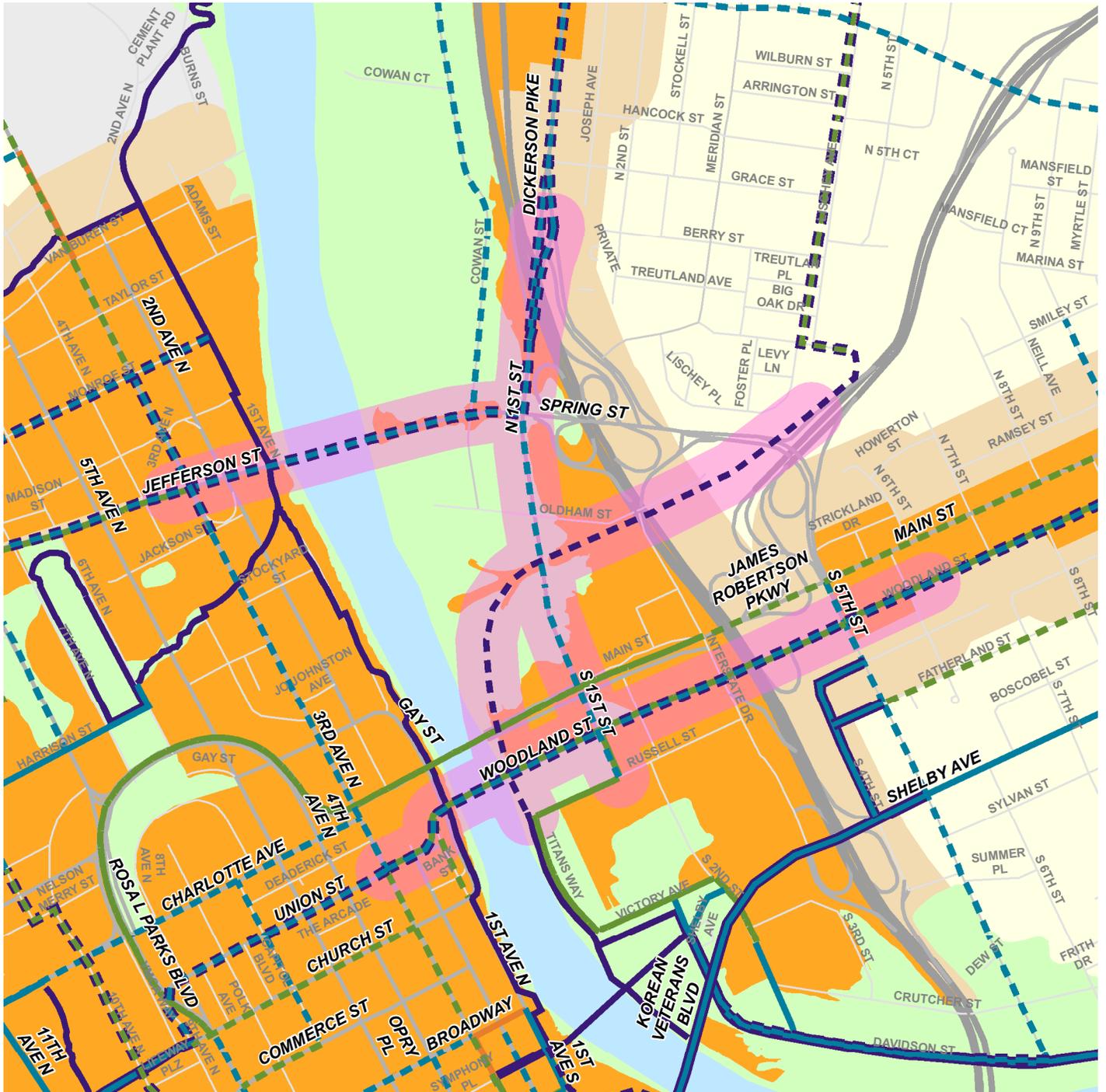
Access Nashville Bicycling Project #7

Trinity Lane Protected Bikeway–Implement a protected bikeway along Trinity Lane from Clarksville Pike to Gallatin Pike.

Trinity Lane provides excellent connectivity for cyclists traveling between Bordeaux and East Nashville. A roadway reconfiguration should be implemented on Trinity Lane to improve the safety and comfort of cyclists by installing a protected bikeway from the planned North Nashville Protected Bikeway at Clarksville Pike to the planned complete streets at Dickerson Pike and Gallatin Pike. The Trinity Lane Protected Bikeway is a Community Priority.

Figure EN-15: 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

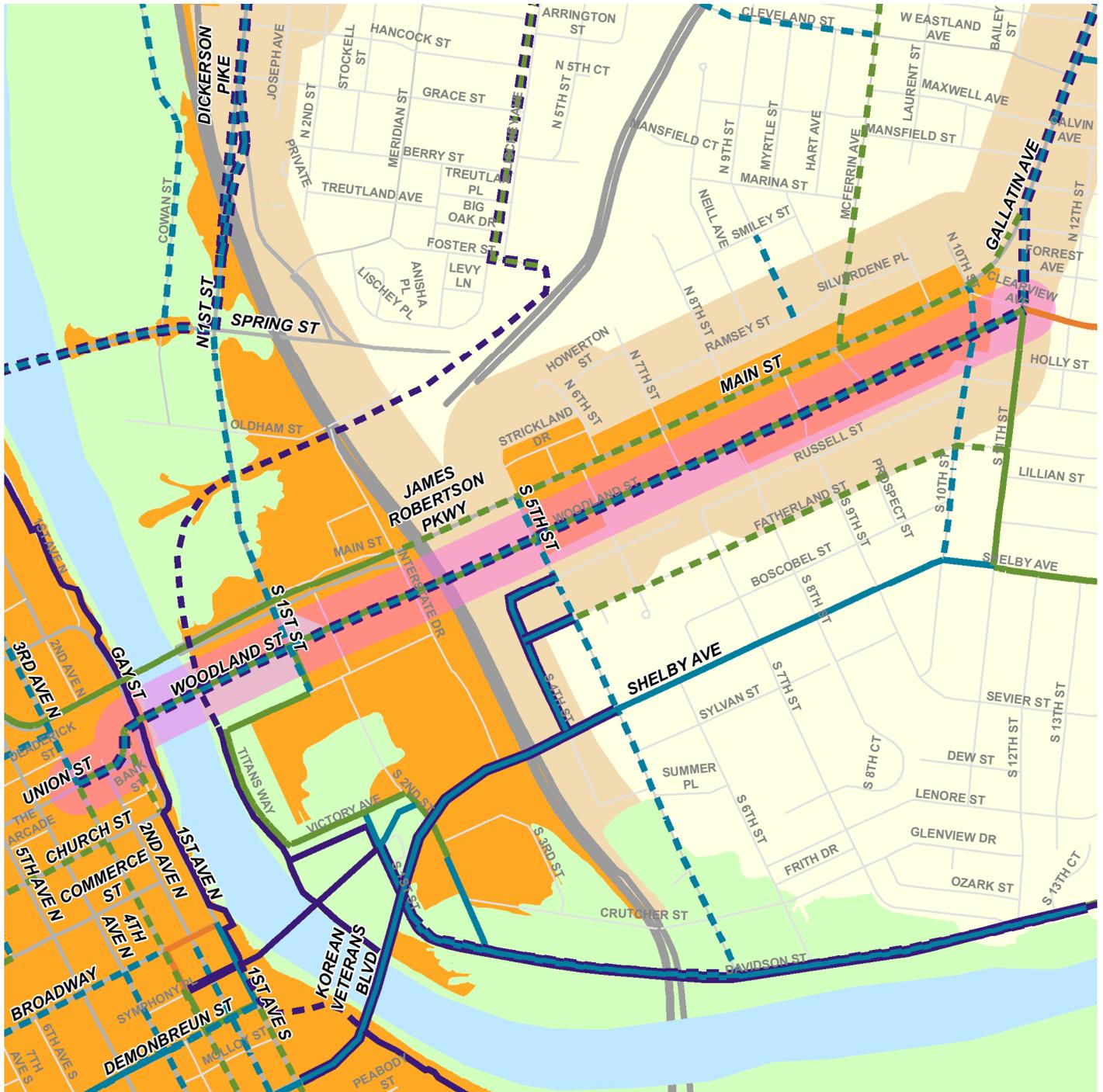
- Buffered Bike Lane
- Bike Lane
- Signed Shared Route
- Wide Outside Lane
- Greenway, Paved
- Greenway, Unpaved

Centers

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

Figure EN-16: Access Nashville Bicycling Project #17: Five Points to Downtown Protected Bikeway

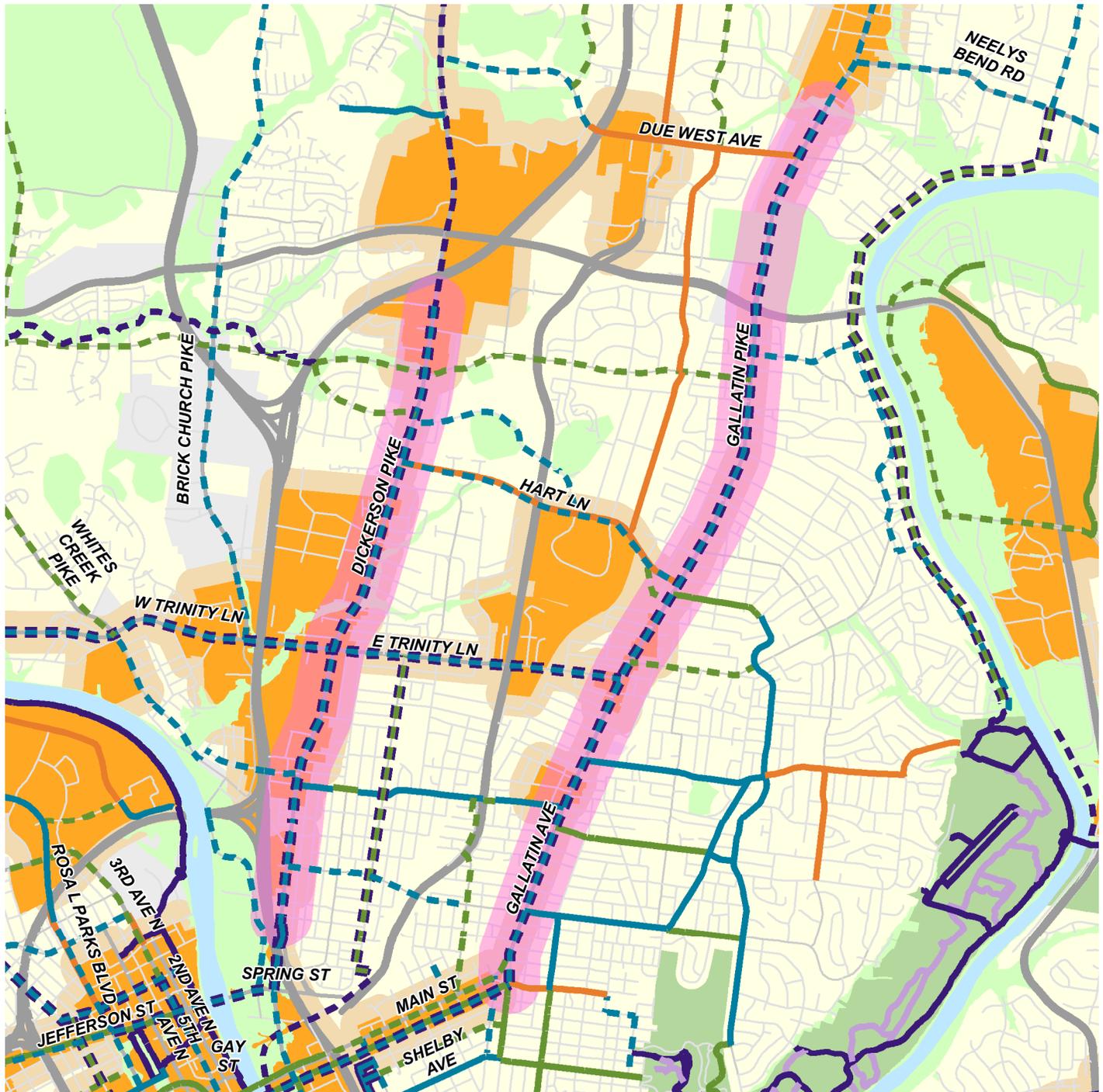
Implement a protected bikeway from Five Points to the East Bank parallel to Woodland Street.



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	Five Points Protected Bikeway
	Greenway, Unpaved	

Figure EN-17: Access Nashville Bicycling Project #18: East Nashville Bikeway

Study the appropriate protected or separated facilities for people biking along Dickerson Pike and Gallatin Pike where roadway right of way and buildings constrain the corridors. (see related Walking Project #14: Dickerson Pike Complete Streets and Walking Project #15: Gallatin Pike Complete Streets)



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 Bikeway

Figure EN-18: Access Nashville Bicycling Project #7: Trinity Lane Protected Bikeway

Implement a protected bikeway along Trinity Lane from Clarksville Pike to Gallatin Pike.



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

- Centers
- Transitions
- Anchor Park
- Green network
- Trinity Ln Protected Bikeway

Transit

Transit service consisting of buses and other enhanced mass transit options provided by the Metropolitan Transportation Authority (MTA) are vital transportation links for Antioch-Priest Lake. 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 also the addition of cross-town connectors in 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.

Street Priorities

The following are street projects for the East Nashville Community. See project maps on the following pages.

Access Nashville Street Project #11

East Nashville Civic Square—Construct a roundabout, streetscaping, and public art at Main Street and North 11th Street.

The East Nashville Civic Square is identified as a Community Priority. Traffic movements near North 11th Street and Main Street are challenged by the angle of several intersections and outdated traffic signal technology. A BRT Lite stop is currently located near the library. This project was first identified in 1998, and residents still express a desire to see this project move forward in addressing traffic flow and creating civic space in East Nashville.

Access Nashville Street Project #12

Eastland Avenue Realignment—Realign the intersection of West Eastland Avenue/Eastland Avenue at Gallatin Road.

The realignment of two offset segments of Eastland Avenue at Gallatin Pike is a Community Priority in East Nashville. Today, traffic traveling east-west along Eastland Avenue must utilize a short segment of Gallatin Pike which creates backups. This intersection is also a significant crossing for people walking because of the Gallatin Pike BRT Lite stations located on both sides of the street.

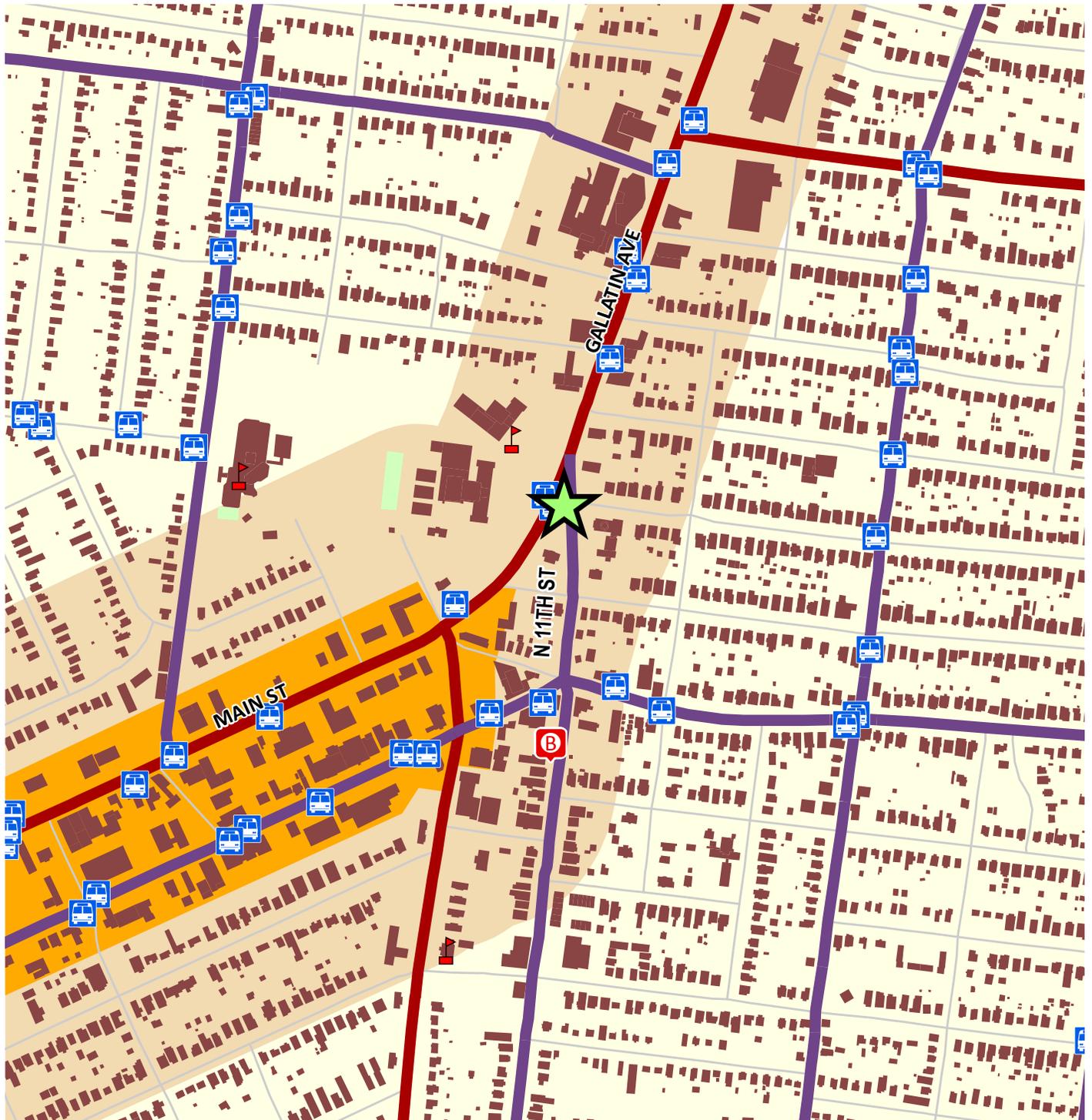
Access Nashville Street Project #13

Northeast Corridor Preliminary Design–Begin alternatives study, engineering, and design on the mass transit recommendations from the Nashville Area MPO’s Northeast Corridor Mobility Study.

There are competing needs identified along Ellington Parkway in East Nashville with TDOT still pursuing widening of Ellington Parkway and local residents and regional leaders seeking more multimodal accommodations along the corridor. This project was identified as a Community Priority to address these local concerns; however, it has significant regional importance. Ellington Parkway is currently a four-lane, interchange access highway that terminates in East Nashville connecting I-65 and Briley Parkway to I-24. TDOT has acquired right-of-way to widen Ellington Parkway to six lanes. Residents want to transform Ellington Parkway to serve more multimodal needs and terminating in a boulevard as outlined in the Nashville Civic Design Center’s 2005 Plan of Nashville, the East Nashville Community Plan in 2006, and the Nashville Area MPO’s 2011 Northeast Corridor Mobility Study to serve commuters between Nashville and Gallatin. More detailed design is needed along the corridor to encourage the right-of-way to accommodate transit and transit-oriented development in the future. A Tier Two Center is identified along the route at Trinity Lane with plans for more housing and employment density to support future transit.

Figure EN-19: Access Nashville Street Project #11: East Nashville Civic Square

Construct a roundabout, streetscaping, and public art at Main Street and North 11th Street.



Project Location



B-Cycle Locations



MTA Stop



School



Building Footprints



Arterial-Boulevard



Collector-Avenue



Centers



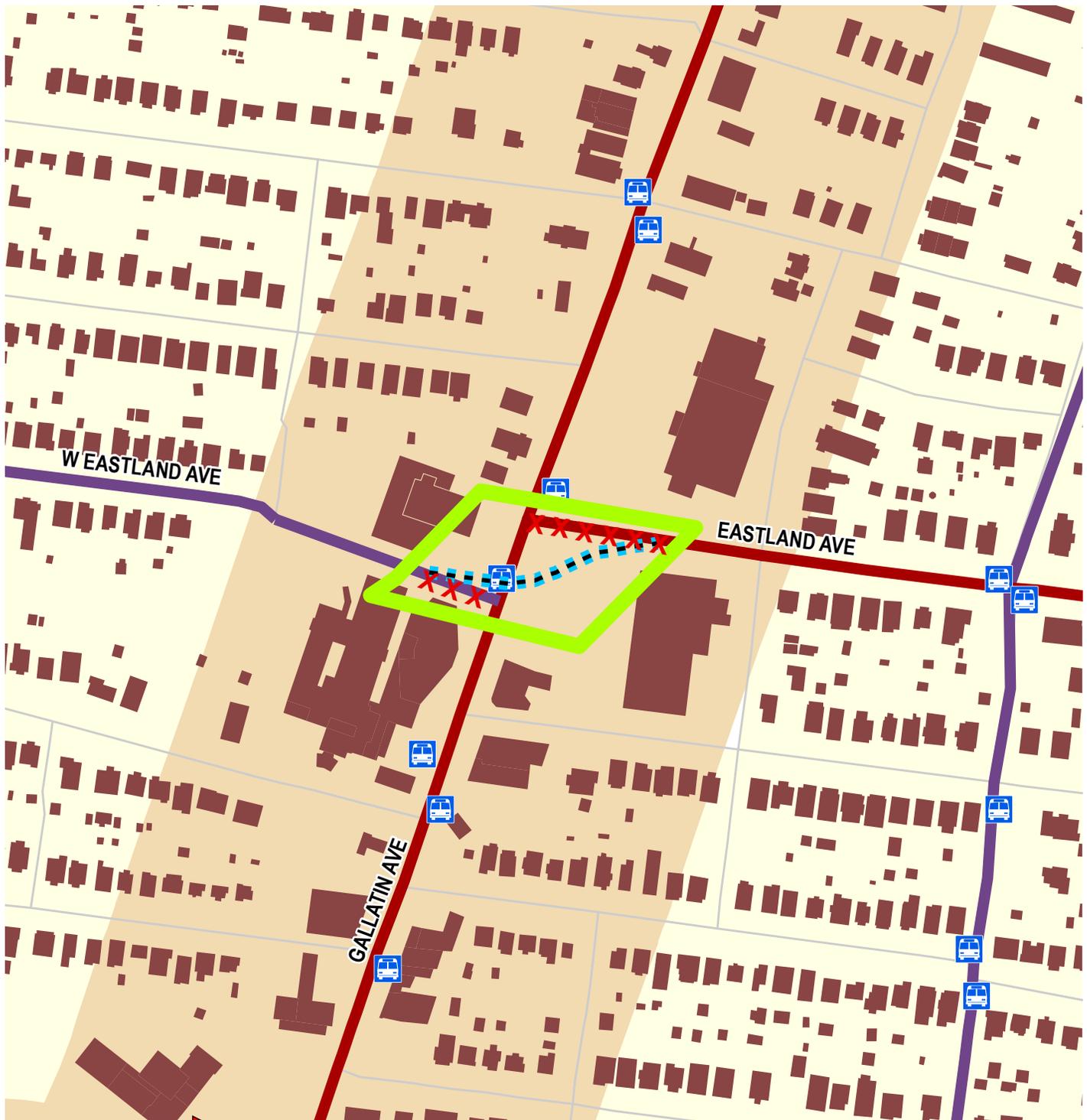
Transitions



N

Figure EN-20: Access Nashville Street Project #12: Eastland Avenue Realignment

Realign the intersection of West Eastland Avenue/Eastland Avenue at Gallatin Road.



-  Project Area
-  MTA Stop
-  School
-  Building Footprints
-  Arterial-Boulevard
-  Collector-Avenue
-  Potential Future Street
-  Transitions

Figure EN-21: Access Nashville Street Project #13: Northeast Corridor Preliminary Design

Begin alternatives study, engineering, and design on the mass transit recommendations from the Nashville Area MPO's Northeast Corridor Mobility Study.

