

nashvillenext

LAND USE, TRANSPORTATION & INFRASTRUCTURE

APRIL REVIEW DRAFT

This is the review draft of the Land Use, Transportation & Infrastructure element of NashvilleNext. It is part of Volume II (Elements) of the draft General Plan.

We appreciate that you are giving time to reviewing this work. This chapter is the result of three years of effort on NashvilleNext, combining public visioning and community engagement with topical experts to create a plan for Nashville and Davidson County over the next 25 years.

Comments

The public review period is during April 2015. We are eager to hear your thoughts on the plan. Here's how to provide input:

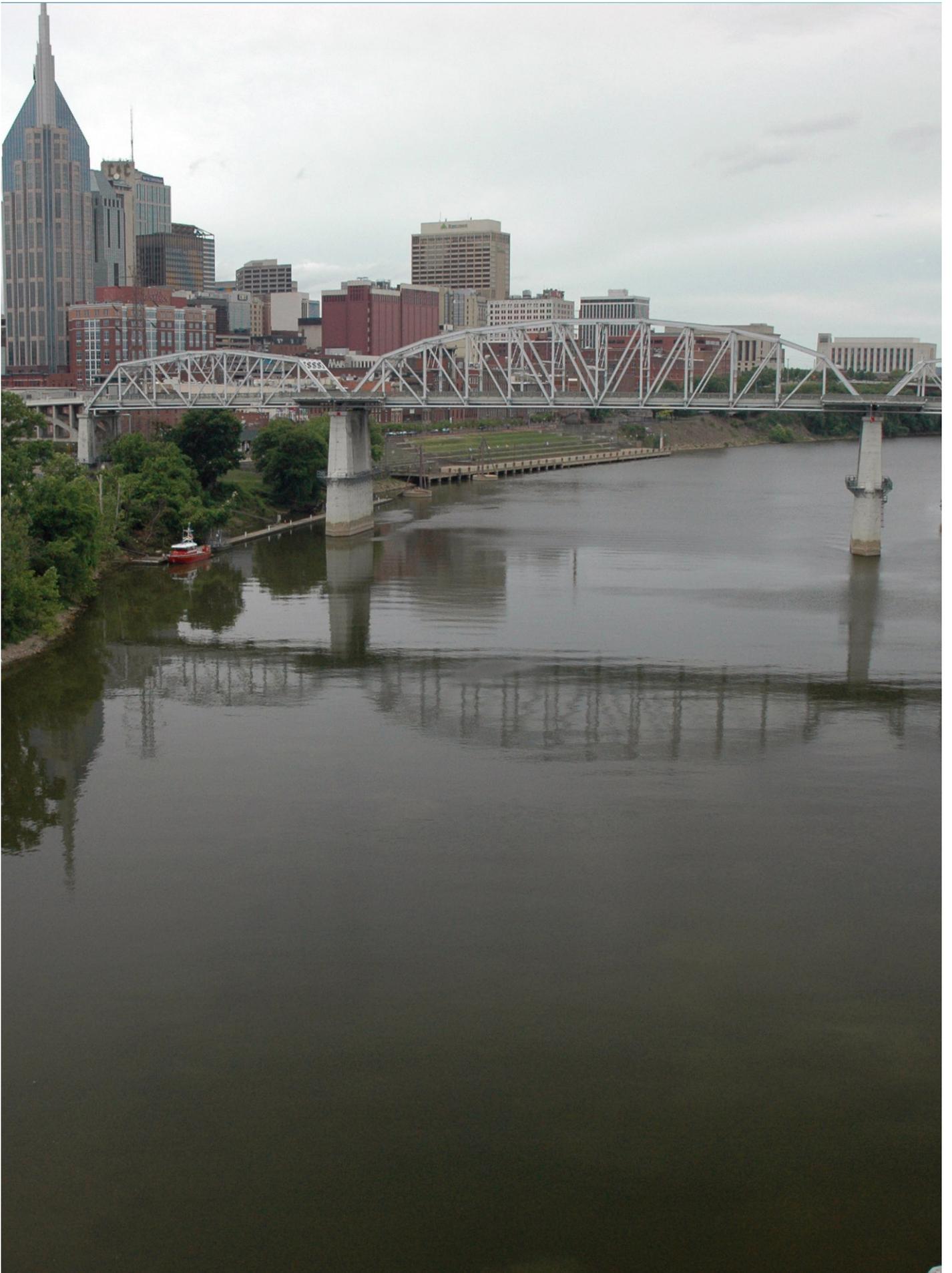
- » Online: www.NashvilleNext.net
- » Email: info@nashvillenext.net
- » At public meetings
 - » April 18: Tennessee State University (Downtown Campus), 10am - 1:30 pm
 - » April 20: 5 - 7pm at both the North Nashville Police Precinct and the Edmondson Pike Branch Library
 - » April 27: 5 - 7pm at both the Madison Police Precinct and the Bellevue Branch Library
- » Phone: 615-862-NEXT (615-862-6398)
- » Mail: Metro Nashville Planning Department, P.O. Box 196300, Nashville TN 37219-6300

We ask that you include contact information with your comments. We also request that you be as specific as possible in your requests. Referring to a specific page or section is greatly appreciated.

Next steps

The most up to date information is always available at www.NashvilleNext.net. Here is our tentative adoption schedule:

- » Mid-May: Post static draft of plan in advance of public hearing
- » June 10: First public hearing at Planning Commission (tentative; special date)
- » June 15: Second public hearing at Planning Commission (tentative; special date)



LAND USE, TRANSPORTATION & INFRASTRUCTURE

About the element

How land is used, how public and private services support daily life, and how we get around Nashville are central to shaping the quality of life in Nashville and to creating the future that Nashvillians want. The core purpose of a general plan like NashvilleNext is to improve quality of life for all residents during times of change by creating convenient, equitable, healthy, efficient, and attractive communities for present and future generations. The plan does this by aligning land use regulations with investments in transportation and other infrastructure.

How land is used does not happen in isolation from other things the public cares about, such as affordability, sense of community, health, and environmental quality. Generations of planners have learned that addressing land use and infrastructure in isolation from these issues produces irrelevant plans and frustration for the public.

Key ideas shaping this chapter

Land uses

Land is the defining feature of Davidson County. The County is a specific place, a boundary set down upon the land more than two centuries ago (prior even to Tennessee statehood). While its boundaries have changed little in that time, the way the land is used has changed dramatically.

Land use is the activity humans conduct on a particular piece of land. This piece of land is home to a downtown honky-tonk; that piece of land is a farm; another has a store. Land with homes on it – either a tall apartment building or a small house – is called residential. Land used for activities like offices, shops, restaurants, or industrial is called non-residential. Land that is awaiting development may be called vacant, while land that is preserved or serves a recreation function is called open space.

How land uses relate to one another is often a source of considerable controversy, particularly as those uses change over time. Generally, most of the attention in these controversies relates to land uses that are or could be incompatible with residential uses (especially single-family homes).

Land uses can be incompatible in many ways. Different people respond to potential incompatibilities differently. Most people today agree that polluting industry is incompatible with residential because it has direct health impacts. Similarly, intense noise and light (including noise from car and truck traffic) is also considered incompatible with homes, especially when it occurs overnight.

Beyond that, incompatibilities are more subjective, particularly when they offer positive benefits. For example, homes close to major roads with shopping and transit are exposed to more traffic, noise, and light than homes further away. However, they also offer the benefits of convenience and (sometimes) walkability, as well as different travel options, such as walking, biking, or transit. Having homes completely removed from these uses generally limits residents to only traveling by cars.

Incompatibility often becomes a trade-off between different residents. While many people would welcome more diverse housing options in neighborhoods with amenities, such as neighborhood shopping, a good school, a nice park, or a low crime rate, the current residents of those neighborhoods often object, seeing denser housing as incompatible because it changes the neighborhood's character. The form housing takes, rather than the density, is increasingly a concern, as larger, taller single-family homes replace smaller ones.

In some cases, these incompatibilities are worked out in the private market. People who prefer more quiet homes choose homes further from busy areas, while people who prefer convenience, walkability, or transit access live close to those places. In other cases, particularly as nearby land uses change, design of buildings and sites can help smooth transitions. At the same time, these choices are constrained by the resources people have and the options available to them. For example, lower income households have fewer choices in where to live. The market may be inequitable when the only choices available to people of modest means are unsafe, unhealthy, or too costly.

Design is central to Nashville's approach to community planning. Tools like community plans, zoning, and subdivision are increasingly used to protect, enhance, or reflect the character of established places, especially residential neighborhoods. Ensuring that new homes and transitional areas are in character with existing homes can help to accommodate new housing types and reduce conflict between neighbors and developers. These tools also guide both new development and redevelopment to support health

and walkability. This does not mean that established places will not change. As changes occur, they are guided by policy and zoning tools that focus on creating compatibility with existing buildings. (See the Community Plans in Volume III.)

Metro Planning also encourages new development and infrastructure decisions to address community needs and desires for the future. For example, one community may lack retail services, while another lacks open space. One community may lack new investment in homes and shops, while another struggles to maintain affordability amidst an influx of new investment. Working closely with communities, planners can help fine-tune regulations, incentives, and investments to achieve these ends.

In addition to compatibility and community desires for the future, planners must also respect individual property rights. Homeowners may wish to expand their homes, supplement their incomes by renting out space, or operate a home-based business. Commercial property owners often want to add new offices, storefronts, or additional parking. Oftentimes, property owners are the first to ask for permission to build, develop, or use their property in ways that were not anticipated when regulations were last updated. For example, the decline in the cost of computers, communications, and other workplace tools means a rise in home-based work not anticipated when work primarily happened on paper, face to face, in factories, or on farms.

Last, the Planning Department works to ensure the efficient provision of services, identify priorities for public infrastructure investments, and manage the county's tax base.

The three primary tools that the Planning Department and the Planning Commission use to guide changes in land use are community plans, zoning, and subdivision regulations.

Community plans (volume III of NashvilleNext) are detailed land use plans that guide development decisions based on the community's vision for the future. They provide detailed direction for the form and use of neighborhoods, centers, corridors, and open space. Each Community plan includes a Community Character Map, which guides decisions on requests to subdivide land or change zoning.

Zoning is a set of regulations that apply two general sets of rules to specific properties:

- » what kinds of uses are allowed
- » form regulations like height, bulk, and setback

Zoning is used to ensure compatible development occurs in the most appropriate places over time.

Subdivision regulations guide how particular parcels can be divided into two or more smaller parcels. Creating smaller parcels can pose health and safety issues, related to access for utilities and public safety (such as firefighters). At the time of subdivision, space is usually reserved for these services to access properties. When larger properties are subdivided into many smaller properties, the subdivision process also involves laying out the street network and reserving space for roads and sidewalks. While access and road connections are good for emergency access and for creating transportation alternatives, residents are often concerned that these connections will bring more traffic, speeding, and people from outside their area.

Planners work towards balancing the competing needs of a wide variety of stakeholders to arrive at a common community vision, and to apply sound planning principles that foster sustainable community development and preservation.

Infrastructure

Infrastructure is the part of the built and natural environment that conveys a public service. Infrastructure systems undergird daily life, by providing necessities or keeping us safe. For example, roads, sewers, schools, sidewalks, and parks are all considered infrastructure. Infrastructure is typically capital intensive, meaning that it is expensive to construct and maintain, and difficult to change. Roads, for example, are difficult to re-route. Not only must new roads be constructed, but the pattern of buildings and uses that surround roads are themselves also difficult to move, especially where properties are owned by multiple owners.

Some infrastructure is above-ground and visible in our daily lives, like roads and powerlines. Other infrastructure is hidden, removed from daily life (like a water treatment plant) or underground.

Infrastructure is costly. Initially, it includes the cost of land, the cost of materials, and the cost of construction. Over time, infrastructure must be maintained or it breaks down and needs repair. If infrastructure falls into disrepair, it can become a health or safety hazard. Typically, larger repairs are more costly than minor maintenance. However, sometimes it is difficult to reach infrastructure for on-going maintenance. For example, water and sewer lines are underground, covered by roads, sidewalks, private property, and buildings.

Infrastructure has a complicated relationship with land use. New infrastructure can attract more intense land uses and new development. For example, lack of sewer service may limit how many homes can be placed on a piece of property. Water pipes, sewers, roads, and rail lines typically have a strong role in shaping where development or redevelopment occurs, and in what form.

Other infrastructure follows as development occurs. In newly developed areas, schools and parks are typically built alongside or after new subdivisions are planned. As more houses and people are added, commercial services may follow.

All infrastructure can increase or decrease the attractiveness of a place. For example, a park may be added once a place has enough homes nearby to require one. Once there, however, it can make the existing nearby homes more attractive to others. This in turn could encourage them to be

redeveloped, bringing in more homes or higher priced homes.

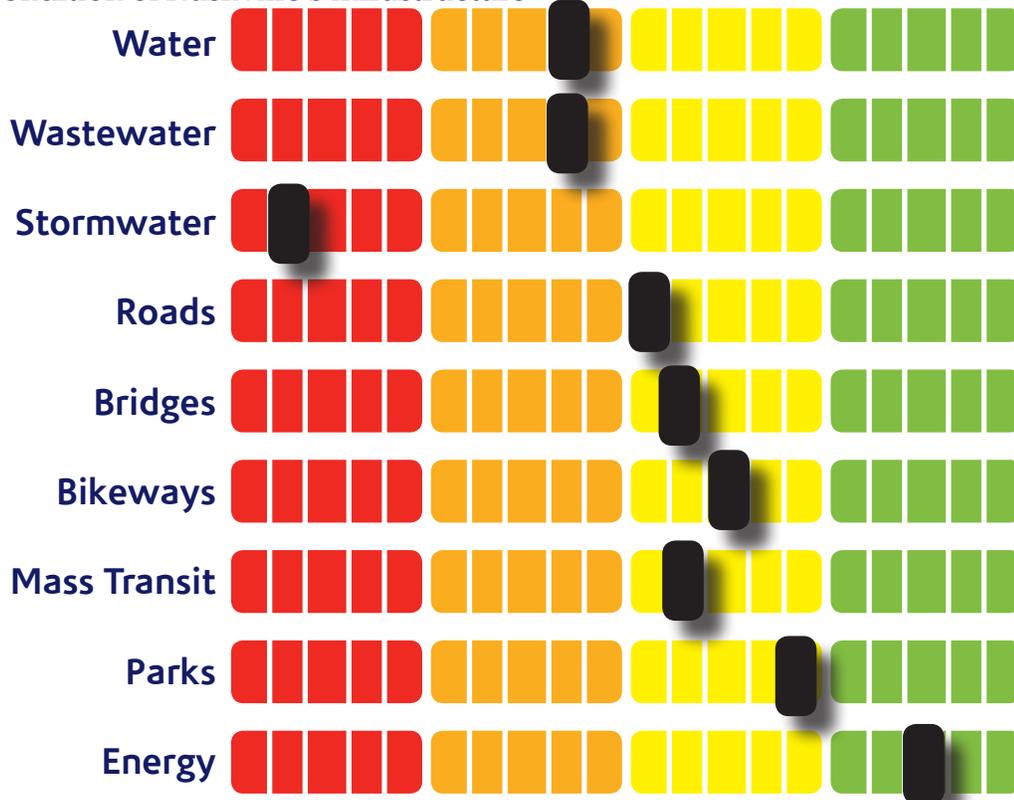
In addition to the built environment, the natural environment also serves as infrastructure. For example, while storm sewers are one man-made way to manage rainfall, open space, tree canopy, and native vegetation all help to manage stormwater by infiltrating it into the ground. Similarly, trees improve air quality by pulling pollution out of the air. Plants can also be used to improve pollution in the ground. (For additional information, see the Natural Resources and Hazard Adaption Chapter.)

Music City Infrastructure Report

Infrastructure is the municipality budget’s “silent killer.” By its very nature, much of it is hidden from public view – out of sight and out of mind. But then the catastrophic events occur – a water pipe bursts in downtown in the dead of winter, a bridge collapses, a pothole suddenly becomes an SUV-swallowing sinkhole. More recent in Nashville’s memory, an unusual weather pattern turned the Cumberland River and its tributaries into a giant, brown swallower of homes and futures.

Infrastructure — from roads and bridges to sewer pipes — is expensive. A recent Tennessee Advisory Commission on Intergovernmental Relations identified the funding need for Metro Davidson County over the next five years at \$4.3 billion or \$6,876 per person. In 2012, a joint committee of Urban Land Institute Nashville District Council and the American Society of Civil Engineers, Tennessee Section, Nashville Branch, produced the “Music City Infrastructure Report,” (MCIR) that included a comprehensive analysis of potable, waste and storm water, along with roads, bridges and bikeways. In addition, the group studied Nashville’s power needs and mass transit as well as parks, greenways and open spaces. The overall conclusion of the study was that Nashville’s current infrastructure systems are adequate, but that funding is strained and there are significant capacity issues that could impede future growth. Setting infrastructure priorities and funding is vital to keep Nashville on the leading edge of cities in the region and country.

Condition of Nashville’s Infrastructure



Ratings summary

The Music City Infrastructure Report utilized a “stoplight” evaluation methodology, which is summarized here. Systems rated red are most in need of investment, while those rated orange, yellow, and green are increasingly well-positioned for the future.



Water

Two treatment facilities for Metro Water Services have a combined capacity for 90 million gallons of water per day. Metro Water Services has 1,827 miles (64%) of water distribution lines that are greater than 40 years old. An additional 746 miles (26%) are at least 20 years old and less than 300 miles (10%) are less than 20 years old.



Wastewater

Metro Water Services operates three wastewater treatment facilities. MWS treats approximately 47.3 billion gallons of wastewater every year. In Nashville's core, much of the existing piping was built in the late 1880's and carries a combination of sewer and stormwater. Wastewater utilities are primarily supported by user rates.



Stormwater

Metro Water Services maintains 4,000 miles of aging storm water drainage structures in the Metro area. The stormwater system is barely adequate and has been plagued by a history of not having a dedicated funding mechanism, despite a new stormwater fee, instituted in 2009. A 2008 study estimated that there is approximately an \$85 million shortfall that needs to be made up to address the backlog of projects and services identified.

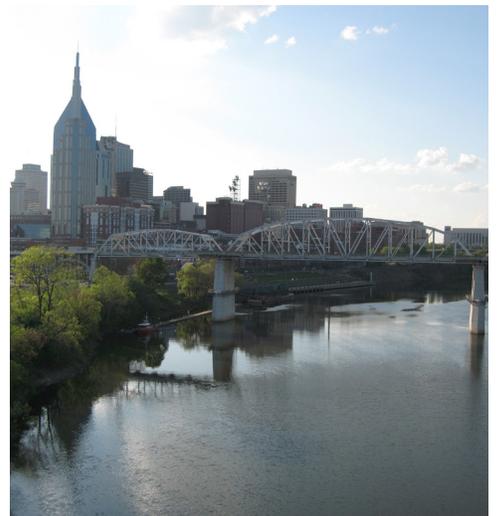
Roads

Nashville has more than 2,600 lane miles of roadway, managed by multiple organizations having responsibilities for planning, funding, maintenance, and operations. Congestion in Nashville increased by 11% in just a one-year period ending in 2010. In 2011, 52.7% of Davidson County's lane-miles were in good or better condition, a major drop from the prior year due to the May 2010 flood and harsh winter.



Bridges

Nashville has 1,119 bridges on the public road system. The Tennessee Department of Transportation owns most of these bridges. Metro owns and maintains 326 of them. Maintenance costs run roughly \$6-8 million per year. The available funding for the bridge network has been coming in at roughly half that figure. The accumulated funding deficit could create financial trouble in the future as bridge traffic volumes increase with population growth.



Bikeways

Nashville has approximately 55 miles of greenways and multi-use paths, 33 miles of bike lanes, and 59 miles of signed bike routes. Nashville ranks fourth in the nation for percentage of Federal transportation funds being used for bikeways.





Mass transit

Several of Nashville's top economic competitors including Charlotte, Austin, Denver and Raleigh have recently invested billions of dollars to modernize their mass transit systems.

In a recent survey conducted by the Metropolitan Planning Organization, 83% of respondents agreed that mass transit is important for the economy and that regional mass transit would better prepare Nashville for the anticipated growth.



Parks, Greenways, and Open Space

Metro has 115 park locations, 114 playgrounds, 170 tennis courts, six year-round golf courses, multiple athletic fields, more than 37 miles of greenways, swimming pools, community centers, and more than 100 conditioned buildings.

In 2010, Nashville had 17 acres of parkland for every 1,000 residents. In 2013, we have approximately 12,000 acres of parkland and open space.



Energy

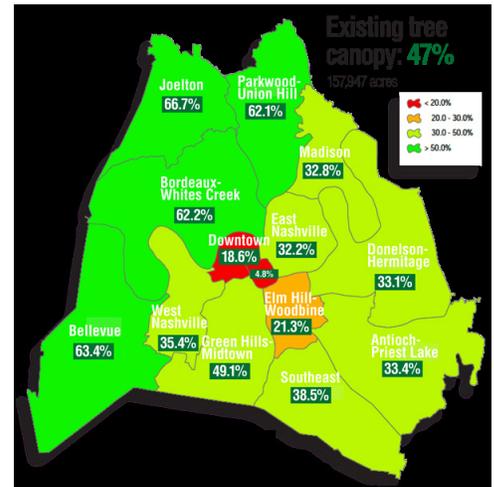
Nashville's electricity is generated by the Tennessee Valley Authority. Nashville Energy Service is responsible for the electricity distribution system, with 91,000 distribution transformers, 233 distribution substations, 5,721 distribution pole line miles, and 66,609 streetlights. NES serves 360,000 customers in Davidson County and portions of six surrounding counties. Residential customers account for 40 percent of kilowatt-hour sales.

Urban forest

Nashville’s tree canopy is a critical resources. Trees clean the air and water and provide habitat for wildlife. In urban areas, trees create a welcoming streetscape that helps to slow drivers. The shade from trees cools pedestrians, as well as pavement and buildings.

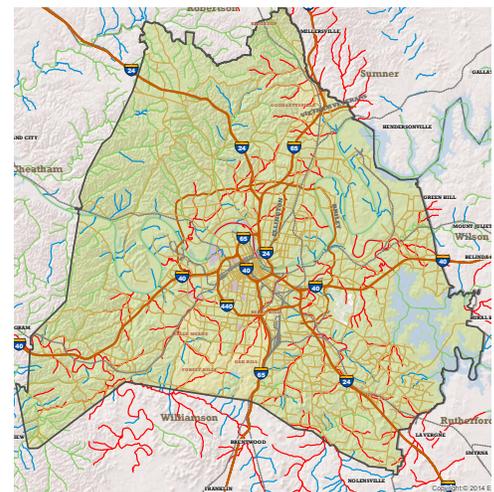
The 2010 Tree Inventory found 47 percent of Davidson County was shaded by trees. Unsurprisingly, rural parts of the county like Joelton, Union Hill, Whites Creek, Bellevue, have the highest coverage (over 60 percent of the land). Downtown and North Nashville have substantially lower coverage (5 and 19 percent, respectively).

The Inventory also found that another 35 percent of the county had potential for trees.



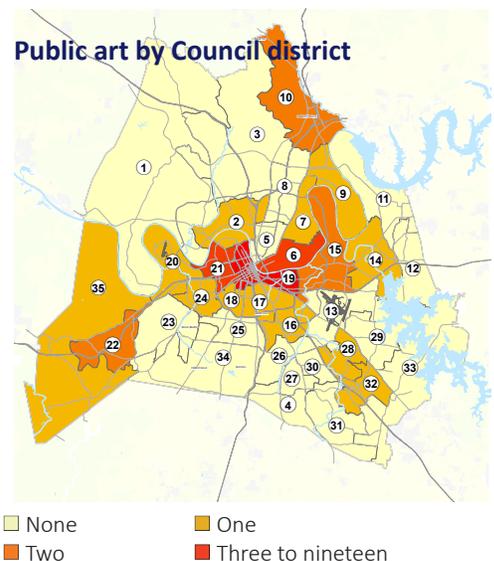
Stream health

There are approximately 2,500 miles of streams within Davidson County. Of these, 330 miles have been determined as impaired and placed on the Clean Water Act’s 303(d) list by the Tennessee Department of Environment and Conservation. Through monitoring, illicit discharge detection and water quality protection activities, in the last few years over 90 miles of streams have shown improvement and have been in part or fully removed from the 303(d) list.



Public art

Public art plays a major role in neighborhood placemaking. Nashville’s One Percent for Art Program receives one percent of general obligation bond improvement project funds to commission and purchase art. Since Nashville’s public art program began, forty permanent works of art have been added to the public art collection with several additional large scale projects in the works. Public art fuels creative participation and can facilitate wayfinding, animate gathering places, and tell the visual story of a neighborhood. The map at right shows the distribution of funded projects by Council District. A goal of the program is to spread public art throughout all of Nashville’s neighborhoods and cultural centers; however, there is currently no recurring funding stream for maintenance of the growing collection.



Transportation

Transportation infrastructure rates special attention. No other form of infrastructure is as clearly linked with land use patterns as the ways people move around a city. The relationship between land use patterns (where people want or need to go) and transportation infrastructure (what options are available for getting there) fundamentally shape daily life. Not only does transportation infrastructure open or limit access to different places in Nashville, the infrastructure itself uses a large amount of land (primarily through space for roads and for parking). Transportation, typically traffic and associated impacts, is central to many conflicts over changing land uses.

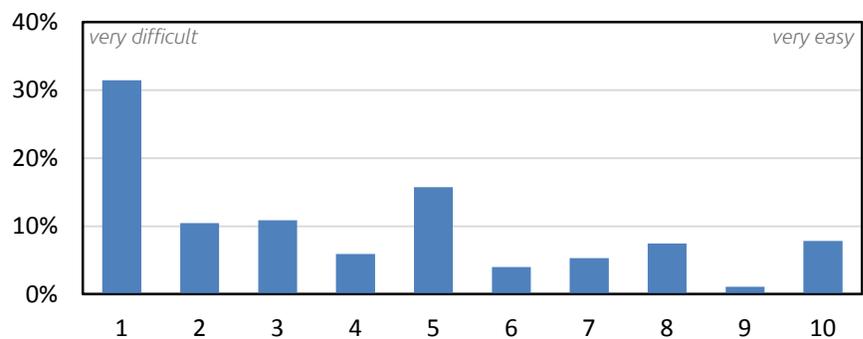
Transportation poses major costs to Nashville residents and businesses. First, the direct cost of transportation is the second largest expense for most American households (more than 25% of income, for Davidson County residents). This includes the cost of owning or renting a car, gas, insurance, maintenance, and repair, or the cost of transit.

Second, time spent travelling, especially along congested routes, can reduce time available for other activities. The Texas Transportation Institute estimates the cost of congestion at \$1,000 per person each year, due to time and fuel costs.¹

Third, time spent in traffic is mentally and physically stressing. People who drive 9,000 to 18,000 miles each year are more likely to have neck and back

Most find it difficult to get around Nashville without a car

Nashvillians were asked how easy they found it to get around the city without a car

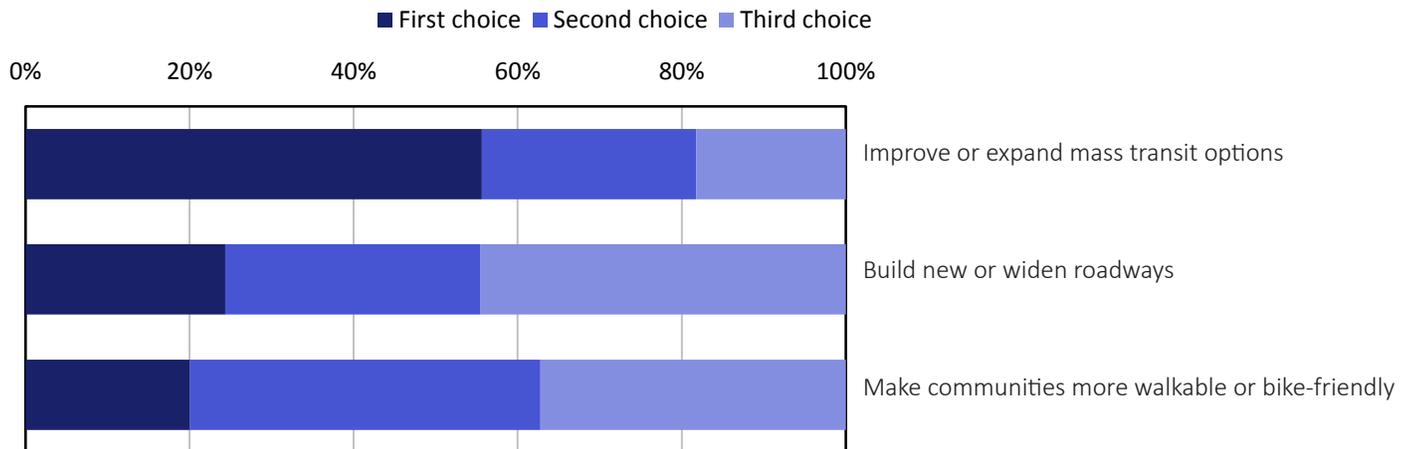


Source: Collective Strength, Nashville Issues Survey (1,009 respondents, June - August 2012)

1 Texas Transportation Institute, 2012 Urban Mobility Report

How to improve transportation in Nashville

Nashvillians were asked to rank three ways of improving transportation in Nashville.



Source: *Collective Strength, Nashville Issues Survey (1,009 respondents, June - August 2012)*

pain than those who drive less than 3,000 miles each year. For context, the average driver in Middle Tennessee travels 15,000 miles each year. Transportation is also the largest source of air pollution in Nashville. In 2012, more than 18 million gallons of gasoline were used due to congestion delays. Air pollution contributes to chronic respiratory illness, asthma, impaired lung function, and cancer and heart disease.

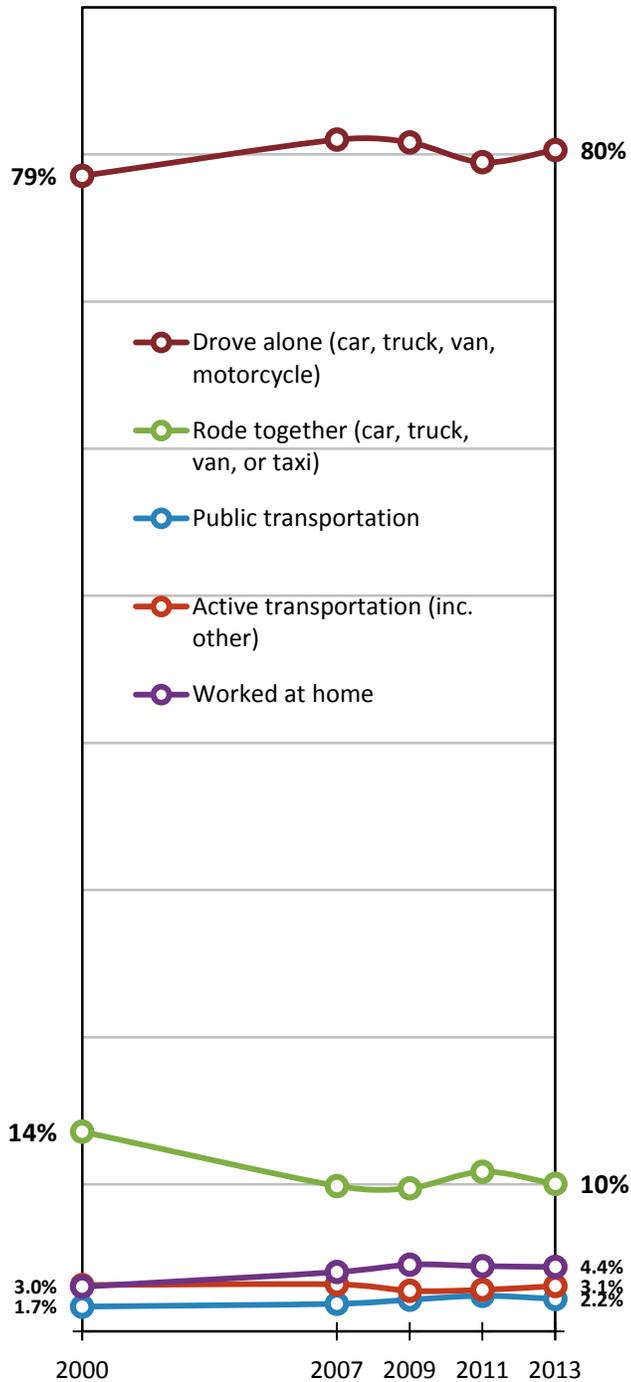
Fourth, for people living in poverty with no access to a privately owned vehicle (7.5 percent of Nashvillians), transportation can limit their ability to get and keep a job. This makes it more difficult to climb out of poverty and limits business's access to workers.

Traditionally, transportation planning has focused on mobility, or the ability to move people and goods through the county quickly. Seen through a mobility lens, congestion is bad because it limits people's ability to travel and slows them down. The TTI study previously mentioned ranked Nashville the 11th worst region in the country for travel delays due to congestion.² Because density can lead to congestion, considering only mobility tends to spread people and jobs further apart.

Recently, a different approach has emerged. Accessibility is a broader concept that better captures the relationship between land use and transportation. It considers how easy it is for people to access the destinations

² Texas Transportation Institute, 2012 Urban Mobility Report

Travel mode for commuting to work (2000 - 2013)



Source: U.S. Census (2000); American Community Survey, 1-year estimate (2007, 2009, 2011, 2013)

they need. Instead of time spent in congestion or average speed, accessibility considers the total distance traveled or the number of destinations within a certain distance.

Here, density can be a benefit, even if it causes congestion, if it provides more destinations within a short distance. Accessibility also includes other ways to get around a city such as riding mass transit, walking, and biking.

Travel patterns

Transportation includes how people get to all of the different things they need. Data about travel habits is only partly available. Some aspects of travel, like commuting to work, are well-studied, while less is known about other trips throughout the day. In Davidson County, commuting to work, accounts for 15% of all trips (other work-related trips accounted for another 4% of trips). Travel for shopping (11%), other purposes such as health care or church (10%), and school (6%) were the next most frequent reasons for trips.

More than half (65%) of people taking a trip drove an auto, van or truck; another 18% were passengers. Nine percent of trips were walking, one percent were by bicycle, and five percent were transit (with another two percent by school bus).

Because it is included in the Census (through 2000) and the American Community Survey (after 2000), commuting to work has the most widely available data. In Nashville, the vast majority (80%) of workers drive alone to jobs. Other modes have generally held steady, with slight increases in transit riders and people working home and a decline in the number of people carpooling.

For trips to school (including college students), nearly half of students traveled as a passenger in a car, truck, or van (17% drove themselves). One in five students traveled by school bus, but only 2% traveled by public transit. More than one in every ten students walked.

The transportation system is also used for moving goods into, out of, and through Davidson County. Three-quarters of all freight in the county is moving through Nashville, rather than starting, ending, or both within the city. More than 80% of all freight in Davidson County is moved by truck.

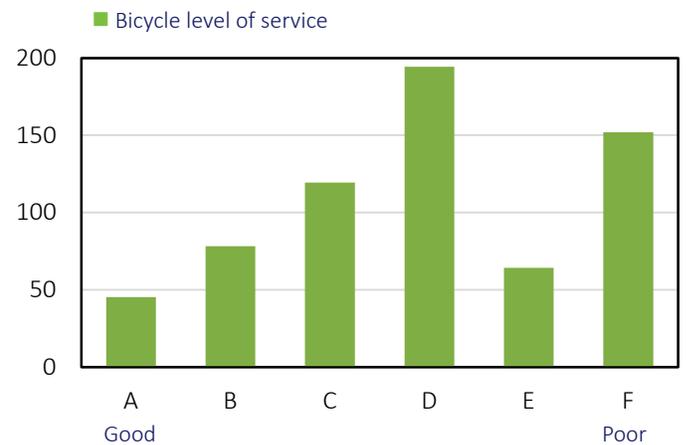
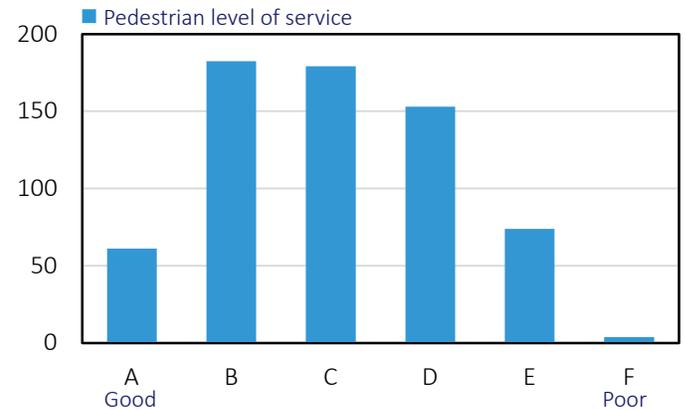
Streets and roads

Nashville’s road and street network is a diverse set of infrastructure, from narrow two lane roads to highways with six or more lanes. Each kind of road allows or limits different modes and speeds of travel. Here, roads and streets refer to the entire space for transportation and supportive infrastructure within the public right of way. This can include medians, bike lanes, and sidewalks, as well as travel, parking, and turning lanes. The presence, size, and relationship between these features invite different modes of travel and the users of those modes.

- » Auto and truck traffic
- » Transit riders
- » Bicyclists
- » Pedestrians and people with mobility aids, such as wheelchairs

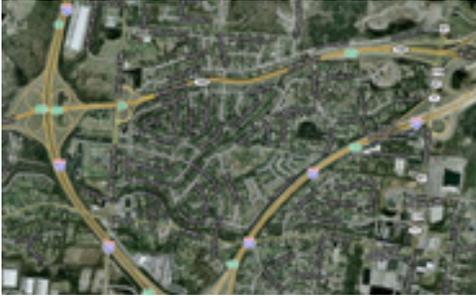
Pedestrian and bicycling level of service on major roads

Level of service shows the walking condition on shared roadways. These conditions include presence of walking and biking facilities, separation from traffic, and overall traffic volume and speed.



Source: The Nashville Area Metropolitan Planning Organization

Different kinds of surface travel



Freeways

A divided highway having two or more lanes for the exclusive use of traffic in each direction and full control of access. The freeway is the only type of highway intended to provide complete “uninterrupted” flow. Bicycle and pedestrian travel is forbidden or discouraged within the immediate right-of-way.

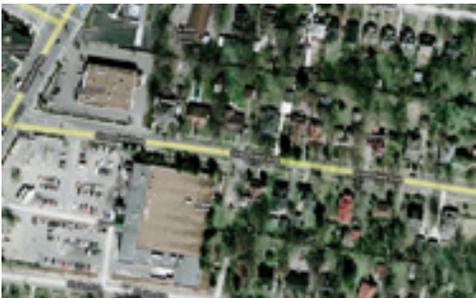
Examples: Interstates 24, 40, and 65, State Route 155-Briley Parkway, State Route 6-Ellington Parkway, 440 Parkway, etc.



Arterials

A major thoroughfare that is vital for moving people and goods and feeds into the interstate and freeway systems. In a city, wide sidewalks are common for pedestrians and bike lanes may be a provided for bicycling.

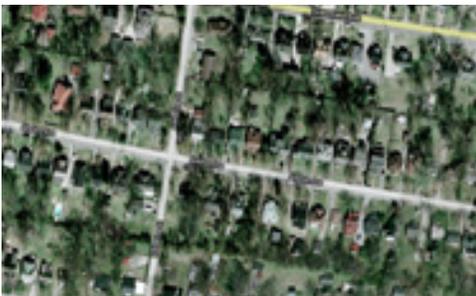
Examples: Gallatin Pike, West End Avenue, Dickerson Pike, Hillsboro Pike, Nolensville Pike, Lebanon Road, State Route 96, etc.



Collector Streets

Intended to balance access and mobility considerations by serving through movement as well as access to land. Collectors connect traffic on highways and arterials to local streets and adjacent land. In a city, sidewalks are common and bike lanes or a shared road marking may identify a bike route.

Examples: Belmont Boulevard, Paragon Mills Road, Jones Avenue, etc.



Local Streets

All other streets are generally considered to be local. Local streets typically support direct access to homes and are generally designed for slow speeds to safely allow for other neighborhood activities like walking and biking.

Examples: Woodyhill Drive, Albion Street, Briarwood Drive, Morton Mill Road, etc.

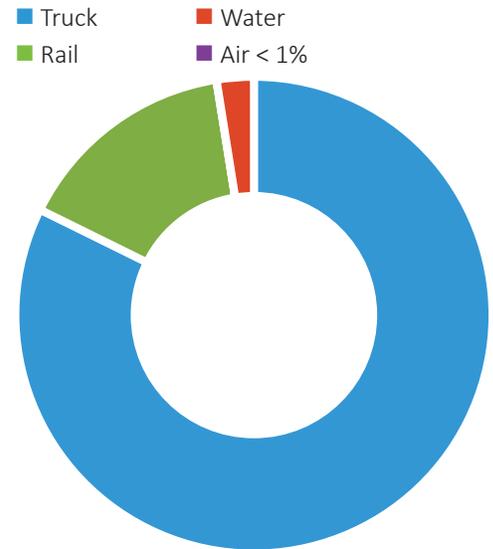
Rail

Davidson County's dominant rail operator, CSX, primarily moves freight to the south, west, and north, between Atlanta, Birmingham, Chicago, Louisville, and Memphis. Radnor Yard and three smaller terminals are major rail facilities for freight in Nashville. Sixty trains per day are routed through Radnor Yard. Smaller rail operators run lines within Tennessee to the west and east. A number of spurs connect freight destinations (such as DuPont's manufacturing facility in Hadleys Bend) to the rail system.

The Tennessee Department of Transportation's 2003 comprehensive rail plan calls for the creation of a Basic Freight Rail Connector, running from Nashville to Knoxville, to compete with truck traffic on I-40.

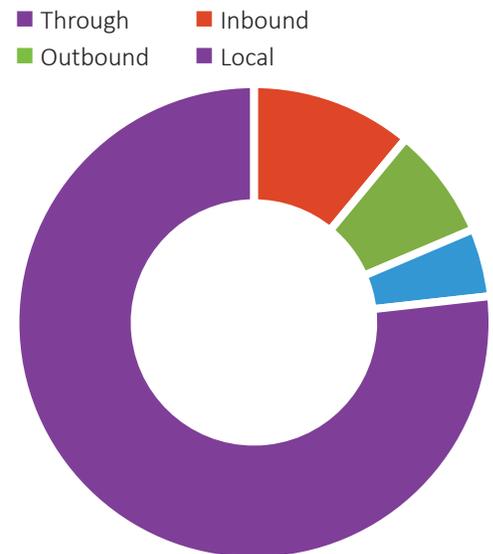
Nashville's only commuter rail service, the Music City Star, runs between Downtown and Wilson County three times each morning and afternoon, with a fourth trip Friday evenings. The Music City Star is one leg of the region's mass transit system which is planned to expand along other major routes to adjacent counties. It may include additional commuter rail lines, bus rapid transit, or light rail.

Total freight by mode



Source: Transearch Data, from the Nashville Regional Freight and Goods Movement Study Phase 2

Total freight by direction

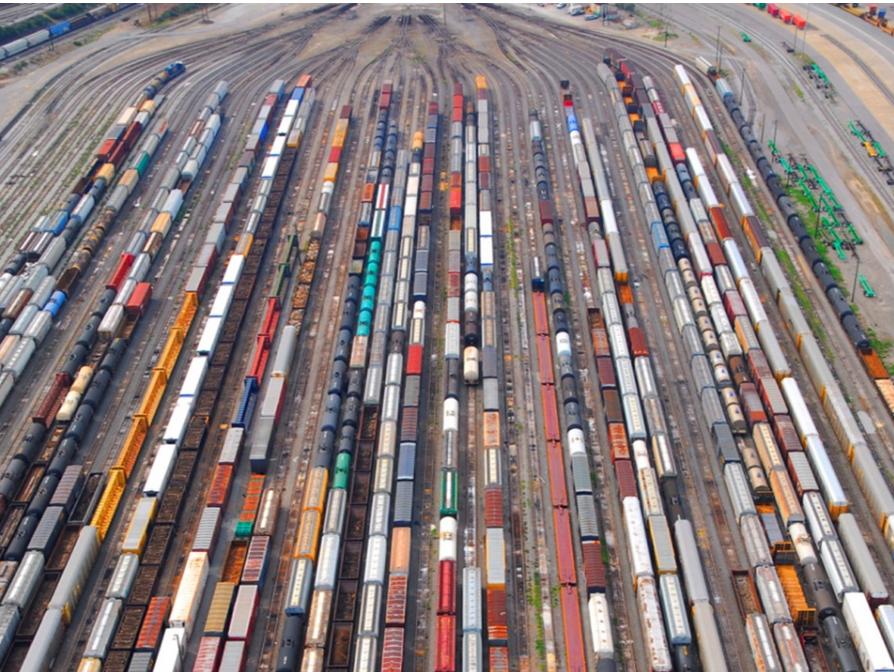


Source: Transearch Data, from the Nashville Regional Freight and Goods Movement Study Phase 2

Air

The Nashville Airport Authority manages two airports. The region’s primary freight and passenger airport, Nashville International Airport, serve 79 counties within 100 miles of Nashville, reaching beyond Middle Tennessee into Kentucky and Alabama. John C. Tune airport is a smaller general aviation reliever airport located in West Nashville. It primarily serves corporate and personal aircraft.

Nashville International Airport was built in 1937, and has been expanded multiple times since then. It primarily serves passenger flights (71% of all flights), followed by general aviation (25%), military (2%), and cargo (1%). Sixteen airlines enplaned more than 11 million passengers in 2014.



Water

The Cumberland River is Nashville's primary waterway, providing Davidson County's drinking water, environmental amenities, scenic views, recreation opportunities, and travel. Most transportation on the Cumberland River is freight service. Most incoming freight (such as coal, minerals, and steel for automotive manufacturing) is transferred to truck and then delivered to destinations within 30 miles of the river. The small amount of outbound freight (4% of all waterborne freight) is primarily aggregates like sand and gravel that are mined close to the river.

Bridges & overpasses

Nashville has 1,119 bridges on public roads, mostly owned by the Tennessee Department of Transportation. Metro Nashville owns 325 of them, including the Shelby Street Pedestrian Bridge. Most of these 1,100 bridges are in a "state of good repair" (81% in Nashville, compared with 75% nationally).³

³ *Music City Infrastructure Report*, 2013. The Urban Land Institute Nashville and the American Society of Civil Engineers (Tennessee section).

Charter of the New Urbanism & Nashville's response

Nashville's Response to the Charter

Nashville recognizes that complete and successful communities are built with an understanding of interrelationships between history, ecology, geography, demographics and human decisions. The best communities respect development that is sustainable, creates properly located walkable mixed use neighborhoods and provides opportunities for all people to live in neighborhoods that best support their lifelong needs and desires.

The elements of the Charter of the New Urbanism have been key components of Nashville's planning culture since 2000. They have been proven to be successful in improving the built environment and expanding choices and opportunities.

They are woven into the goals, policies and actions of the NashvilleNext plan and form the foundation for environmentally appropriate and sustainable development patterns.

The Charter of the New Urbanism

The Charter for the New Urbanism provides a compendium of community building principles that have proven their importance over thousands of years of city development. NashvilleNext acknowledges the importance of these principles and utilizes them as a foundational framework for this plan.

The Congress for the New Urbanism views disinvestment in central cities, the spread of placeless sprawl, increasing separation by race and income, environmental deterioration, loss of agricultural lands and wilderness, and the erosion of society's built heritage as one interrelated community-building challenge.

We stand for the restoration of existing urban centers and towns within coherent metropolitan regions, the reconfiguration of sprawling suburbs into communities of real neighborhoods and diverse districts, the conservation of natural environments, and the preservation of our built legacy.

We advocate the restructuring of public policy and development practices to support the following principles: neighborhoods should be diverse in use and population; communities should be designed for the pedestrian and transit as well as the car; cities and towns should be shaped by physically defined and universally accessible public spaces and community institutions; urban places should be framed by architecture and landscape design that celebrate local history, climate, ecology, and building practice.

We recognize that physical solutions by themselves will not solve social and economic problems, but neither can economic vitality, community stability, and environmental health be sustained without a coherent and supportive physical framework.

We represent a broad-based citizenry, composed of public and private sector leaders, community activists, and multidisciplinary professionals. We are committed to reestablishing the relationship between the art of building and the making of community, through citizen-based participatory planning and design.

We dedicate ourselves to reclaiming our homes, blocks, streets, parks, neighborhoods, districts, towns, cities, regions, and environment.

We assert the following principles to guide public policy, development practice, urban planning, and design:

The region: Metropolis, city, and town

- 1) Metropolitan regions are finite places with geographic boundaries derived from topography, watersheds, coastlines, farmlands, regional parks, and river basins. The metropolis is made of multiple centers that are cities, towns, and villages, each with its own identifiable center and edges.
- 2) The metropolitan region is a fundamental economic unit of the contemporary world. Governmental cooperation, public policy, physical planning, and economic strategies must reflect this new reality.
- 3) The metropolis has a necessary and fragile relationship to its agrarian hinterland and natural landscapes. The relationship is environmental, economic, and cultural. Farmland and nature are as important to the metropolis as the garden is to the house.
- 4) Development patterns should not blur or eradicate the edges of the metropolis. Infill development within existing urban areas conserves environmental resources, economic investment, and social fabric, while reclaiming marginal and abandoned areas. Metropolitan regions should develop strategies to encourage such infill development over peripheral expansion.
- 5) Where appropriate, new development contiguous to urban boundaries should be organized as neighborhoods and districts, and be integrated with the existing urban pattern. Noncontiguous development should be organized as towns and villages with their own urban edges, and planned for a jobs/housing balance, not as bedroom suburbs.
- 6) The development and redevelopment of towns and cities should respect historical patterns, precedents, and boundaries.
- 7) Cities and towns should bring into proximity a broad spectrum of public and private uses to support a regional economy that benefits people of all incomes. Affordable housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty.
- 8) The physical organization of the region should be supported by a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the region while reducing dependence upon the automobile.
- 9) Revenues and resources can be shared more cooperatively among the municipalities and centers within regions to avoid destructive competition for tax base and to promote rational coordination of transportation, recreation, public services, housing, and community institutions.

Response to “The Region”

NashvilleNext acknowledges and celebrates the role of Metropolitan Nashville within the larger region – as the economic, cultural and civic center of the state.

Nashville/Davidson County is inextricably linked to the adjacent counties and serves as the heart of the entire Middle Tennessee region.

Decisions made in Nashville affect and influence regional prosperity, environmental stability, demographic acceptance, air and water quality, cost of living and quality of life. Likewise, decisions made in outlying counties also impact Nashville.

Nashville strives

Nashville’s economic strategies, openness to intergovernmental cooperation, housing policy, and physical planning must reflect regional thinking. Nashville assumes its’ responsibility to work cooperatively with our regional partners in developing an economically, environmentally and socially sustainable region.

Metropolitan Nashville and Davidson County is made up of sensitive and unique environmental networks and areas, developed centers and diverse neighborhoods.

Areas clearly exist which clearly should be the focus for new infill development to spur economic reinvestment, repair urban fabric, capitalize on existing infrastructure and service investments, and reclaim underinvested areas.

By focusing energies within Nashville’s existing developed areas over peripheral expansion, Nashville can conserve environmental resources like water and energy, and promote preservation of regional qualities that enhance the long term prosperity of the entire region. Where expansion is necessary, new development should be organized as coherent places with an integrated mix of jobs and housing.

Response to “The Neighborhood, District, and Corridor”

The neighborhood is the foundational building block for livable cities. In past years, health problems such as obesity, heart disease, high blood pressure, and the maladies associated with social alienation have become a normal response to a built-environment that does not allow encourage walking or facilitate human interaction.

The young and the elderly of Nashville, especially, have been left behind by an urban form that necessitates driving long distances. NashvilleNext proposes strategies to bring more of the activities of daily living within walking distance based on a framework of accessible transportation alternatives including transit and bicycle systems.

The core of this framework links neighborhoods and districts through reinvestment and revitalization of corridors into mixed use environments. Providing choices in mobility and encouraging walkability helps in meeting the needs of all population groups and will support healthier life styles.

Building complete places that provides access to work, play and shopping options also enable neighbors to connect and will help create and retain close-knit communities.

The neighborhood, the district, and the corridor

- 10) The neighborhood, the district, and the corridor are the essential elements of development and redevelopment in the metropolis. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.
- 11) Neighborhoods should be compact, pedestrian friendly, and mixed-use. Districts generally emphasize a special single use, and should follow the principles of neighborhood design when possible. Corridors are regional connectors of neighborhoods and districts; they range from boulevards and rail lines to rivers and parkways.
- 12) Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy.
- 13) Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.
- 14) Transit corridors, when properly planned and coordinated, can help organize metropolitan structure and revitalize urban centers. In contrast, highway corridors should not displace investment from existing centers.
- 15) Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
- 16) Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.
- 17) The economic health and harmonious evolution of neighborhoods, districts, and corridors can be improved through graphic urban design codes that serve as predictable guides for change.
- 18) A range of parks, from tot-lots and village greens to ballfields and community gardens, should be distributed within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods and districts.

The block, the street, and the building

- 19) A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use.
- 20) Individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.
- 21) The revitalization of urban places depends on safety and security. The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility and openness.
- 22) In the contemporary metropolis, development must adequately accommodate automobiles. It should do so in ways that respect the pedestrian and the form of public space.
- 23) Streets and squares should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities.
- 24) Architecture and landscape design should grow from local climate, topography, history, and building practice.
- 25) Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy. They deserve distinctive form, because their role is different from that of other buildings and places that constitute the fabric of the city.
- 26) All buildings should provide their inhabitants with a clear sense of location, weather and time. Natural methods of heating and cooling can be more resource-efficient than mechanical systems.
- 27) Preservation and renewal of historic buildings, districts, and landscapes affirm the continuity and evolution of urban society.

Response to “The Block, Street, and Building”

NashvilleNext celebrates the block, street and building by recognizing the importance that they play in building a community that provides opportunities and choices for all. The plan encourages block patterns that provide mixed-use opportunities where appropriate, but context sensitive redevelopment where established patterns exist.

The plan acknowledges the essential and critical role of streets as the lifeblood that either enables, discourages or prevents social interaction and economic vitality. The street network and the characteristics of our streets and the transportation system that relies on our streets and rights-of-way are the most critical element in determining the future of Nashville.

NashvilleNext accepts that “...the design of cities begins with the design of streets. To make a good city, you need good streets, and that means where people want to be. Streets need to be safe and comfortable, they need to be interesting, and they need to be beautiful. They need to be places. NashvilleNext builds on recent policies by clearly changing the way streets have been planned and designed by returning the design of streets to provide equal opportunities for all modes of transportation and creation of a public realm worthy of Nashville’s aspirations.

NashvilleNext understands the importance of the design of our buildings and public spaces. Well-designed buildings, that recognize their context, create great spaces and add significantly to the quality of life of a community and neighborhood. The plan revives the idea that additions to the built-environment must be functional and long-lasting but also delightful and attractive. NashvilleNext recognizes that design matters.

Goals & policies

How LUTI is different

The Land Use, Transportation & Infrastructure (LUTI) element is structured differently than the other elements in NashvilleNext. This element is primarily built around the Growth & Preservation Concept Map, which shows, at a broad, county-wide level, where different kinds of investments and regulations are appropriate. This gives the other elements geographic context for their goals and policies.

What does geographic context mean? Consider Natural Resources & Hazard Adaptation: this element calls for both preservation of open space as well as improvements to transit service and increasing density. Where each of these happens in the county is critical to Nashville's success. The Growth & Preservation Concept Map provides this guidance.

LUTI matches the Growth & Preservation Concept Map with Goals that lay out what the map is intended to achieve. However, this element rarely provides its own policies to implement the Goals; instead, it relates Land Use, Transportation, & Infrastructure Goals to Policies in other elements that carry out the goal.

LUTI Goal 1

New commercial and residential growth improves the quality of life for Nashvillians by supporting their vision for Nashville's future.

NashvilleNext's six other plan elements provide topical policy direction and action steps to achieve the future Nashvillians have supported through this plan. This element — Land Use, Transportation, & Infrastructure — works differently. It unites those elements by identifying where policies from the other elements are related to land use, transportation and infrastructure. The community's vision for the future is conveyed by the Growth & Preservation Concept Maps. The goals below link to various components of the Growth and Preservation Concept Maps.

The Growth & Preservation Concept Map reflects Nashvillians' desires for how Nashville should grow in the future. It identifies a green network that provides access to nature, requires environmental protection, and preserves natural resources. It also identifies and preserves the physical character of rural, suburban, and urban areas.

Smaller and larger activity centers accommodate most future growth, improve public spaces, support transit, provide walkable areas close to most parts of the county, and sustain economic activity. The locations of these centers are generally where centers and mixed use areas were identified in prior Community Plans. In some cases, the Concept Map will propose more intense centers than were identified previously. Infill development should be encouraged along transit and multimodal corridors in between and immediately around activity and employment centers.

The Concept Map also identifies a network of more frequent and reliable transit service. These routes should be more direct, with fewer stops. The most heavily used routes will be identified for high-capacity transit running outside of traffic.

The Goals below show how Policies from other elements frame how Nashville grows in the future, what places are preserved, and how changes in land use, transportation, and other infrastructure are coordinated to improve the quality of life for all Nashvillians. These goals also provide greater detail on how the Concept Map brings together competing concerns into an overall framework for making land use and transportation decisions in the future.

LUTI 1.1

Invest in the near term in the places identified by the Growth & Preservation Concept Maps as most critical to shape or manage demand in order to create mixed income communities that support a healthy environment, strong neighborhoods, high-capacity transit, walkability, and a prosperous economy.

Volume III: The Community Plans

Nashville's fourteen community plans have guided development decisions since 1988. These plans were the starting point for the NashvilleNext process and the Growth & Preservation Concept Map.

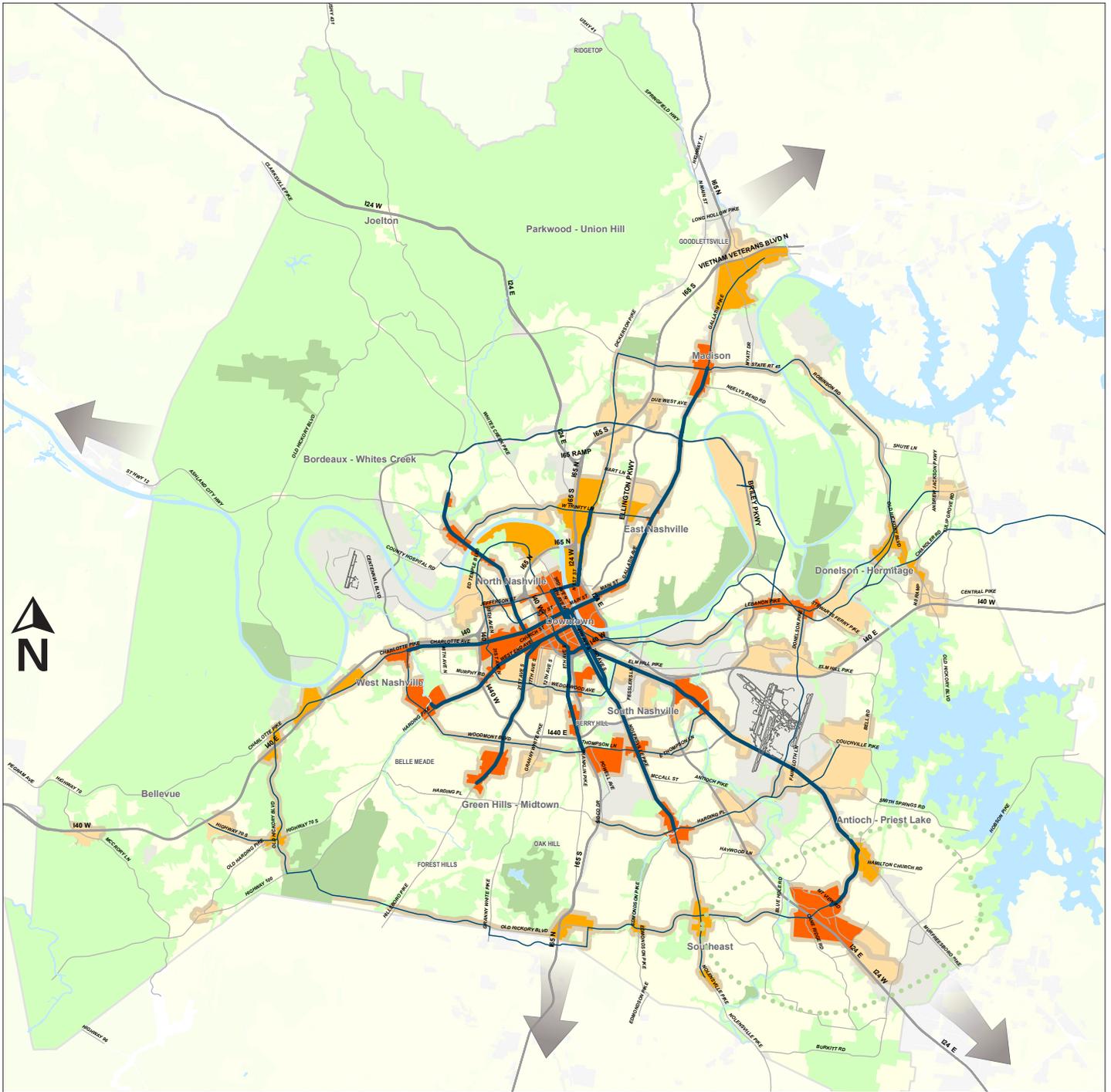
In 2008, the Metro Planning Department re-organized its approach to community plans. The guiding document for plans prior to 2008, the Land Use Policy Application, delineated land uses and density characteristics. However, it was unable to capture nuances in the character of different parts of the county. These nuances were often central to residents' concerns about new development. The new approach focused on the current and proposed character of different parts of the county and lessened the focus on density. It used a new tool called the Community Character Manual. The CCM was adopted by Planning Commission in 2008.

All fourteen plans have been updated alongside the creation of NashvilleNext. The 2015 updates bring all plans into a consistent format that more fully relies on the guidance of the Community Character Manual. The Community Character Policy Maps have each been updated to align with NashvilleNext.

In updating these maps, planners sought to adhere to community input from each plan's last update. Planners also incorporated feedback from each community in response to re-zoning and plan amendment requests. Finally, throughout NashvilleNext, community members have provided input on proposed changes.

The Growth & Preservation Concept Map and the Community Plans have different roles. The Concept Map guides decisions over the course of 25 years and beyond. The Community Plans have shorter planning horizons, looking ahead only five to ten years. Because of this, they need not incorporate all growth that could occur through 2040. Regular Community Plan updates can provide better guidance for development as it plays out in the coming decades.

The Growth & Preservation Concept Map



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

LUTI goal 2

Nashville strives to ensure that all communities share in the county's prosperity and enjoy a high quality of life.

Be Nashville

Achieving the vision from NashvilleNext will mean reflecting and respecting the rich diversity of cultures in Nashville while welcoming newcomers. We remain a welcoming city when we celebrate our cultural richness and pursue initiatives that benefit all Nashvillians. New Nashvillians add to our richness and enhance our culture, places, and economy.

Foster Strong Neighborhoods

All neighborhoods are safe, affordable, and welcoming to Nashvillians, regardless of background, ability, or income. We carefully use infill, transitional areas, and centers to create opportunities for residents to join and contribute to communities across the county. Our homes, workplaces, parks, and public spaces support wellness by design and in construction.

Expand Accessibility

Meaningful transportation choices improve quality of life, reduce the cost of living, and make daily life easier for people who do not want or cannot afford a car. An efficient, effective transportation system gets people from homes to jobs, school, and services. Better alternatives also allow more Nashvillians to make walking and other physical activities a daily part of life, improving their health.

Create Economic Prosperity

Employment centers are coordinated with the transit system to provide more ways for people to get around the county. This gives residents more access to job openings, training programs, or school options. Getting more people into the workforce makes Nashville more competitive for economic growth. Small businesses thrive in centers and along corridors throughout the county.

The diversity of Nashville's places supports our diverse economic base. These places are ready for investment across different sectors and prices. This supports a range of jobs across different skill levels and incomes.

Advance Education

Nashville's neighborhood schools provide a high quality education, while students from across the county have genuine access to different kinds of school curricula and focus. Our carefully created neighborhoods that are affordable across income levels help to reduce concentrated poverty and disadvantage, so that all children have access to educational opportunities. Doing so will relieve the school system from trying to create integrated classrooms from unintegrated neighborhoods.

Champion the Environment

A healthy environment and access to greenspace are available across the county to all communities. Parks, public places, and open space are culturally relevant to and supportive of nearby communities. Unwanted land uses are not concentrated in one area or near one community.

Policies

LUTI 2.1

Engage affected communities when making long-term land use decisions, with particular attention to communities vulnerable due to residents' lack of time or resources to participate, historic or current discrimination, or other barriers to participation.

LUTI 2.2

Create mixed income communities that support good health and access to quality educational opportunities by maintaining affordability in gentrifying areas and incorporating affordable and workforce housing when new development occurs across the county.

LUTI 2.3

Ensure jobs, education, and training opportunities are located close to transit service, in centers, or in high-need areas.

LUTI 2.4

Build a complete, efficient transportation system that gives Nashvillians access to work, housing, cultural activities, and other needs throughout the county and region.

LUTI 2.5

Recognize and reflect Nashville's cultural diversity and diverse needs when delivering programs or building, improving, or maintaining infrastructure, the built environment, or access to public art.

LUTI 2.6

Ensure all communities have access to parks, green areas, cultural amenities, and recreation opportunities that support mental and physical well-being.

LUTI 2.7

Support efforts to improve equity throughout Middle Tennessee.

LUTI goal 3

Nashville conserves its natural resources in order to mitigate floods and other natural hazards, ensure clean air and water, raise food locally, provide outdoor recreation, and preserve the culture and character of Davidson County.

On the Growth and Preservation Concept Map, the Green Network shows large, countywide natural resources and environmental features. It includes parks, rural areas, floodplains, and steep slopes. It also shows key water features: the Cumberland River; Old Hickory, Radnor, and Percy Priest Lakes; and [seven creeks on the map]. We protect these for their beauty and because they mark this part of the country as unique. We treasure these places because they keep us healthy and active. We prevent or reduce development on or near them because it places people and property in harm's way. We preserve them because they provide a vital good or service.

These features frame Nashville's future by identifying what parts of the county should remain natural or rural. The Open Space Network shows a more detailed breakdown of these features. They are incorporated into Community Character Maps through Conservation (CO) Policy.

Be Nashville

Part of what makes Nashville special are the diversity of places in the county. From the bends of the Cumberland to the hills of Joelton and the Warner Parks, Nashville contains the kinds of places that have vanished from most other major cities. Keeping a connection to the land helps remind us of who and where we are.

Foster Strong Neighborhoods

Nashville's park system should bring green space into every neighborhood. Parks and greenways provide room to roam and exercise, for people of all ages. They also give communities a place to come together.

Protecting floodplains and slopes that weave throughout our neighborhoods provide green spaces that help keep Nashvillians physically and mentally healthy. However, limiting developing along and within features

such as these also keep our neighborhoods strong by keeping them safe. Staying out of the floodplain and off of steep slopes reduces the risk of harm to people and property by natural disasters, which can disrupt our lives and communities.

Expand Accessibility

Our greenway network becomes a key part of Nashville's transportation infrastructure, serving as key bicycling routes away from auto-heavy streets.

Create Economic Prosperity

Nashville's rural areas should be an important part of our local economy, providing local food and supporting a network of local food processors and sellers.

Our natural amenities contribute to quality of life for current residents and which draws new residents, who bring new talent, skills, and perspectives to Nashville. New models of economic development acknowledge that new and expanding businesses follow talented workforce and tomorrow's workforce is interested in a location due to quality of life.

Champion the Environment

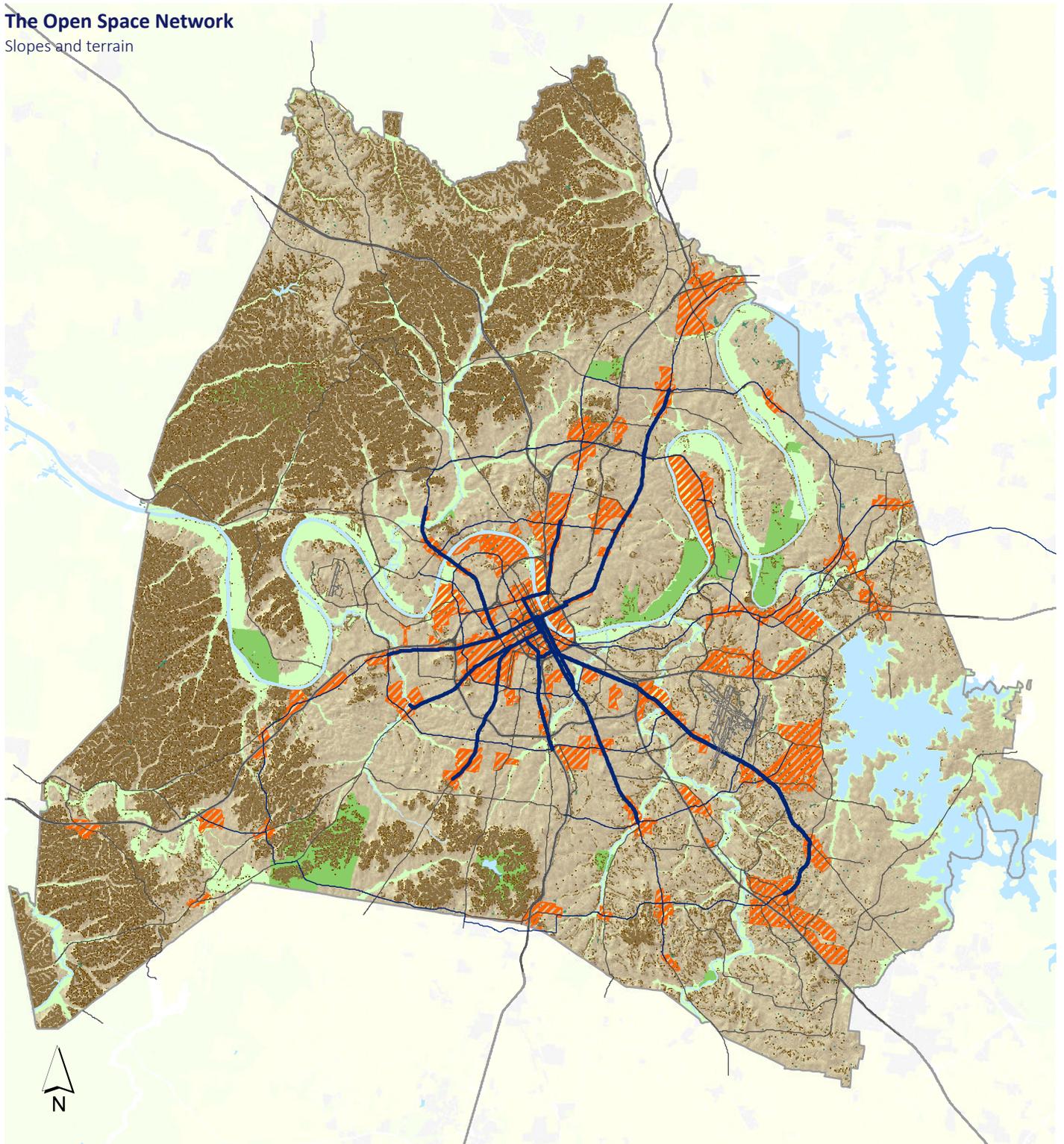
These natural, working, and recreation places help all of Nashville's environment work better. They clean our water and air, and cool the city. Open spaces with natural vegetation absorb rainwater, reducing stormwater runoff during heavy storms.

Ensure Opportunity for All

Environmental protections, clean air and water, and healthy land should not be concentrated in one part of town or within one community. Throughout the twentieth century, low-income communities and communities of color have received more than their share of unwanted land uses, such as landfills, and fewer protections for environmental quality. Nashville should ensure that all places in the county are healthy and support healthy lifestyles for their residents.

The Open Space Network

Slopes and terrain

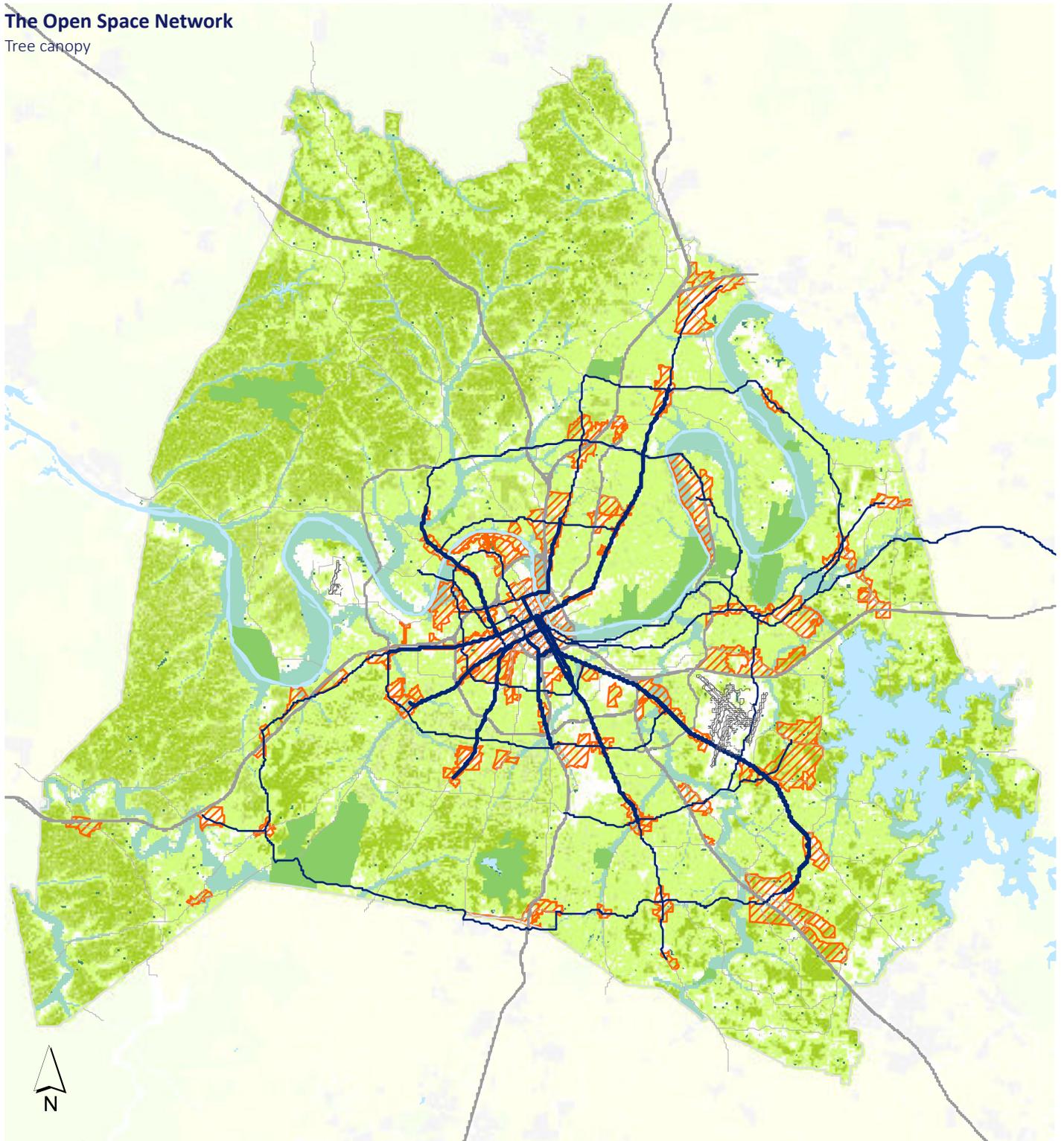


Slopes & Terrain Legend

- | | | |
|---|--|---|
|  Water Bodies |  Slope 20-25% |  Terrain |
|  Anchor Parks |  Slope > 25% |  High |
|  Floodplain Areas | |  Low |
|  Wetlands | | |

The Open Space Network

Tree canopy



Tree Canopy Legend

Tree Canopy	
	Water Bodies
	Anchor Parks
	Floodplain Areas
	Wetlands
	1 - 20%
	21 - 40%
	41 - 60%
	61 - 80%
	81 - 100%

LUTI goal 4

Nashville's neighborhoods provide residents with a choice of places to live, preserving neighborhood character and history while accommodating housing choices across income levels, interests, ages, abilities, and races or ethnicities.

On the Growth and Preservation Concept Map, Neighborhoods are predominantly residential parts of the city. Many of these include small pockets of other land uses, such as small, local-serving commercial areas and centers or civic uses like schools, churches, or small parks.

Nashville's neighborhoods all have distinct characteristics – how buildings relate to one another and the street, how tall they are, and sometimes a consistent architectural style. The Community Character Manual (Volume III) identifies three broad types of character: rural, suburban, and urban. It also recognizes there is considerable variation within these three types. The Transect Map shows where these character areas, along with centers, Downtown, and districts are located throughout the county.

Nashvillians cherish their neighborhoods, and wish to see what they love about them preserved. However, a growing and increasingly diverse population with cultural, social, and demographic differences poses a challenge. Even without changing the buildings, a neighborhood can change substantially over time. Small homes that once held families may become attractive to young workers, alone or with roommates. Families continue to look for larger and larger homes, with more rooms. Finding tools that allow neighborhoods to accommodate these changes without losing their essential character will continue to be a key goal for Nashville.

Be Nashville

Nashville's neighborhoods, ranging from the vibrant, LEED-certified skyscrapers of the Gulch to the rural quietude of Union Hill, will continue to evolve. As they do, their fundamental character should not be lost. If all of Davidson County grows to have the same character, we have lost something important to Nashville.

Foster Strong Neighborhoods

Nashvillians are changing — there are more of us, more of us are older, and we have a wider variety of backgrounds and needs. Because of this, the kinds of places we want to live are changing. We cherish our different neighborhoods, and wish to preserve them, even as we ourselves are changing. We must find ways to preserve the basic, and varied, character of our neighborhoods, even while accommodating the changing needs of our population.

Expand Accessibility

Within each neighborhood, diverse housing options support transit, walkability, and bikeability. The exact form of buildings and how roads accommodate transit users, walkers, and cyclists will vary based on the character of the neighborhood. Generally, however, it will be easier for residents to use active, healthy ways of getting around.

Create Economic Prosperity

Strong neighborhoods allow people across all income levels to find a safe, welcoming place to live in Nashville. This affordability and the distinctive character of our neighborhoods help us attract and sustain our workforce across different skill levels and economic sectors.

Advance Education

Our neighborhoods should welcome families with children, whether they are looking for a yard to play in or trading that yard for a smaller home closer to a walkable school and park. Our neighborhoods should also support children in learning about the world outside of school, by having safe and welcoming places to roam and explore.

Champion the Environment

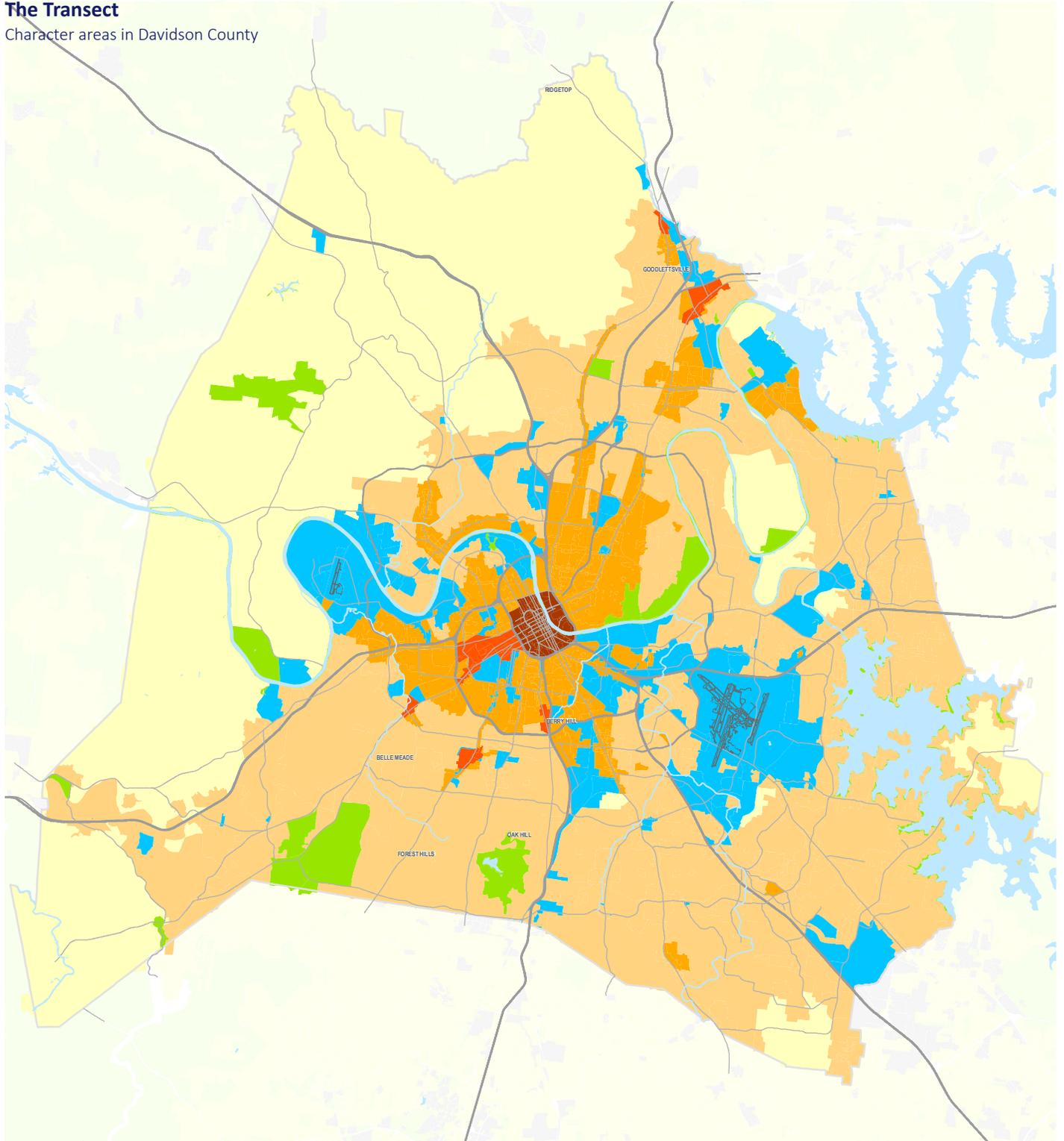
Our neighborhoods should provide access to green spaces and parks. They should also make it easy to live a more sustainable lifestyle.

Ensure Opportunity for All

Strong neighborhoods should be accessible to everyone in the community. Neighborhoods that are strong now should work to find graceful ways to accommodate a diversity of residents. Neighborhoods that have deteriorated due to public and private neglect should receive re-investment. Doing so will make them more attractive to higher income households. To prevent displacement, these neighborhoods will need new tools, to maintain affordability, encourage integration of old and new residents, and ensure that all residents benefit from improvements to the neighborhood.

The Transect

Character areas in Davidson County



Transect zones

- | | |
|--|---|
|  D District |  T4 Urban |
|  T1 Natural |  T5 Center |
|  T2 Rural |  T6 Downtown |
|  T3 Suburban | |

LUTI goal 5

Nashville's neighborhoods include mixed-use, walkable centers, commercial districts, and corridors that fit within their context and character and offer housing affordable across a range of incomes.

Current housing and land use trends shaping Nashville all point to an increased demand for walkable centers that support high-capacity transit service: downsizing seniors, young adults who seem more open to transit and smaller homes while also having less access to homeownership, more non-white Nashvillians, safer cities, and a more competitive school system. Walkability – along with a strategy of re-investing in existing Nashville neighborhoods, centers, and corridors – offers other benefits as well. Daily physical activity is higher in walkable neighborhoods, and time spent traveling by car goes down, resulting in improved health. A denser, more compact city preserves more of Nashville's natural features that contribute to our unique beauty and keep us healthy and safe.

However, Nashville has very few complete walkable neighborhoods. Because demand overwhelms supply, only a small number of people who would like to live in these kinds of places can afford to.

To deal with this, the Growth & Preservation Concept Map proposes two general solutions. First, new homes should be added where these places exist now. Second, Nashville should coordinate some portion of infrastructure investments in centers with appropriate development entitlements to make more places in Nashville walkable, while also encouraging the market to add new homes, workplaces, and shops.

The first key strategy to accomplish this is to invest in common, public parts of neighborhoods: parks that anchor and are integrated into mixed use areas, as well as the streetscapes that connect individual buildings to sidewalks and roads. Building design, shades trees and native plantings, ample sidewalks, public art, and other tools create welcoming public places.

Second, expand Nashville's transit system, including its service frequency, to align with these walkable centers and corridors. Providing an attractive, competitive alternative to driving reinforces the value of density in appropriate locations throughout the county.

Third, develop a flexible toolkit that allows new development to be separated from its parking while minimizing overflow parking into surrounding neighborhoods. Parking poses multiple problems for affordable, walkable

neighborhoods. First, it can be a significant cost, particularly when builders shift from surface parking to structured or underground parking. That cost is exacerbated when regulations require building half a parking deck – developers must either overbuild for parking (a cost they cannot recapture) or seek additional entitlements. Second, parking poses costs to the walkable form and environment that Nashvillians desires: curb cuts, parking lot entrances, and surface lots make walking less safe and comfortable. Greater flexibility can allow for more off-site parking, better support for shared parking, better use of on-street parking, and an integrated residential parking program.

Fourth, walkable centers should include a mix of active uses that bring a variety of people through them across different parts of the day. These should include jobs and employers that keep the center active during the day. However, civic uses, public services, and cultural amenities should also be located within these centers, especially schools that provide a focal point for the entire community.

Be Nashville

Centers and commercial areas help give definition to different parts of town. They help Nashville be Nashville by letting Donelson be Donelson and Bordeaux be Bordeaux, rather than letting all parts of Nashville blur together in homogeneity. The physical and cultural distinctiveness of all of our communities are celebrated.

Foster Strong Neighborhoods

Centers have closely ties to their surrounding neighborhoods. They serve as places where the community comes together for basic needs, shopping, work, schools, or festivals. They also help to connect different neighborhoods together. Nashville currently has a small number of thriving centers. These have become victims of their own success, as wealthier households bid up the price of housing in and near these centers. By creating more walkable centers like this, we may reduce how much each center becomes overpriced.

Expand Accessibility

Centers and mobility corridors provide the density of people and access to

jobs necessary to support frequent, high capacity transit. They also expand mobility by providing more places that support walking and biking.

Create Economic Prosperity

Most jobs are encouraged to locate in centers, so that they are more readily accessible by transit. Metro invests and regulates land uses to maintain a supply of places where businesses can start, grow, or move to, in line with broader community goals.

Advance Education

Community schools located in centers provide local and countywide access to high quality education, as well as social services that support families. Centers should be places where families feel safe to walk around and meet their daily needs.

Champion the Environment

Generally, centers are located on large, already developed areas (sites that are generally currently developed at low densities, with large surface parking lots). By redeveloping these sites more intensely and encouraging the introduction of housing and employment uses, centers improve the environment by reducing the need to develop vacant land; provide more modern, energy efficient homes and workplaces; and supporting alternatives to travel by car.

Ensure Opportunity for All

Centers are key to creating mixed income neighborhoods, seamlessly integrating market-rate homes affordable at different income levels with homes for people who cannot afford market rates. By creating more walkable neighborhoods, we reduce the sharp increases in home prices that places like 12 South and East Nashville are experiencing. When centers are located in places that currently have a large number of low- and moderate-income households, the existing affordability should be preserved so residents are not displaced. Shopping and services in centers should also reduce the cost of living by, for example, placing homes close to grocery stores and other healthy food options.

Policies

LUTI 5.1

Invest in the built environment in and around centers to improve quality of life and attract private investment. The built environment includes grey infrastructure (such as buildings, streets, sidewalks, parking, sidewalks, and water and sewer pipes), green infrastructure (like trees, parks, and landscaping), and placemaking (such as urban design, public art, gateways, or creative signage).

LUTI 5.2

Create mixed income communities by encouraging more market-rate housing at lower price levels, preserving affordable housing in gentrifying neighborhoods, and creating new affordable homes when new market-rate homes are built.

LUTI 5.3

Provide jobs, transit access, groceries, schools, childcare, parks, cultural amenities, and other daily needs within centers. Align social services, health care, workforce development opportunities, and other critical services within centers.

LUTI 5.4

Use Metro services and programs and private community-building efforts to build relations between old and new residents.

LUTI goal 6

Nashville uses housing infill along mobility corridors to provide more housing choices that support walking and transit use and to transition gracefully between residential neighborhoods and more intense mixed use and commercial centers and corridors.

The Growth & Preservation Concept Map identifies areas for transitional and infill development close to activity centers and high capacity transit corridors. Generally, these will be smaller scale but still higher density homes. In some places, small commercial uses may also help form the transition. In addition to creating a better urban form, transitional areas can provide a buffer between active corridors and centers and quieter neighborhood interiors. By allowing more small-scale residential density, transitional areas also help more people live close to centers and corridors, while using building types that are less costly.

Transitional and infill areas provide guidance for review and updating Community Plans' Community Character Maps (Volume III) to identify appropriate places for these uses. The Community Plans provide an opportunity to balance the countywide interest in allowing a greater mix of housing types close to centers and corridors with very localized issues like neighborhood character and topology.

Be Nashville

Transitional areas help bring places that are developed at different scales together gracefully, improving the sense of place in Nashville. Careful attention to these transitional areas can help to unify more intense centers and corridors with their surrounding neighborhoods.

Foster Strong Neighborhoods

Infill and transitional areas contribute more diverse housing stock, which can be built at a lower cost, without disturbing the character of the center of different neighborhoods.

Expand Accessibility

This diversity in housing stock is placed close to mobility corridors, increasing the number of people served by transit or able to walk and bike to daily needs.

Ensure Opportunity for All

By supporting market mechanisms to provide more housing across income levels in more places, moderate income households have more choices in where to live. Subsidized housing for people with very low income also benefits when more people can live in market rate housing, reducing the demand for public subsidies.

LUTI goal 7

Nashville residents have safe, meaningful transportation choices within their neighborhoods for commuting to work, meeting daily needs, and getting to all of the places Nashvillians want to go throughout the county.

Nashvillians need meaningful transportation choices to get where they need to go throughout the county. Over the past fifty years, Nashville's street network has grown rapidly. Oriented primarily to cars, this has left infrastructure for other ways of getting throughout the county lacking.

Looking to the future, the street network will continue to be a vital asset for Nashville. However, it will be increasingly important to adapt it to better support other users: pedestrians, bicyclists, and transit riders. Expanding and implementing the current Complete Streets policy will be critical as more places in Nashville look to become more walkable, with higher densities and more mixed use areas.

A high capacity transit system is the key organizing framework for making these changes. Increased transit service should expand along with increased in density. Places served by transit should be not the only places that become more walkable in the future, but they will be a substantial part of it. Coordinated investments – better transit service, sidewalks and bike lanes to get there, and streetscape improvements to make transit-supporting centers more welcoming – are critical to manage Nashville's anticipated growth while improving quality of life for existing residents.

Foster Strong Neighborhoods

More choices in how to get around requires safer streets, with slower traffic, improving the quality of life in Nashville's neighborhoods. These choices can also reduce the cost of transportation for households that wish to own fewer cars, or none at all.

Expand Accessibility

Much of Nashville's extensively developed roadway networked is overburdened with traffic during peak travel times. While economic vitality that draws people to particular places is important, congestion is frustrating, unhealthy, and bad for the environment. Adding more roads or lanes is an expensive, short-term and increasingly infeasible solution. A longer term

Access Nashville 2040

For more information on transportation plans, see Volume V of NashvilleNext, called Access Nashville 2040.

solution requires Metro to use its existing rights-of-way more efficiently, giving more people more choices in how to get to the places they need to go. Transit, walking, and biking all provide healthier alternatives to travel by car.

Making Nashville more accessible requires more than just roads, buses, and sidewalks. It requires land uses that support different transportation patterns, as well as more connections between places.

Create Economic Prosperity

Economically prosperous places draw a crowd – whether they are a busy shopping district or a bustling downtown office complex. The crowds that prosperity draws can limit economic vibrancy if they limit people’s ability to get around. Providing more ways to get around, particularly in the busiest areas, increases economic prosperity for our community as a whole and increases economic opportunities for those with the least means.

Advance Education

Transportation shapes the lives of young people and students. A complete transportation system provides them with reliable, affordable ways of getting to school, increasing school attendance and performance. As Nashville’s middle and high schools increasingly move toward providing more choices and more specialization, meaningful transportation choices increases the ability of students to attend their schools of choice. This is especially important when parents do not own a car or work shifts that make it difficult to regular drive their children to another part of the county. A complete transportation system can also give students more opportunities for daily physical activity and give them more flexibility in participating in sports and cultural activities outside of school hours.

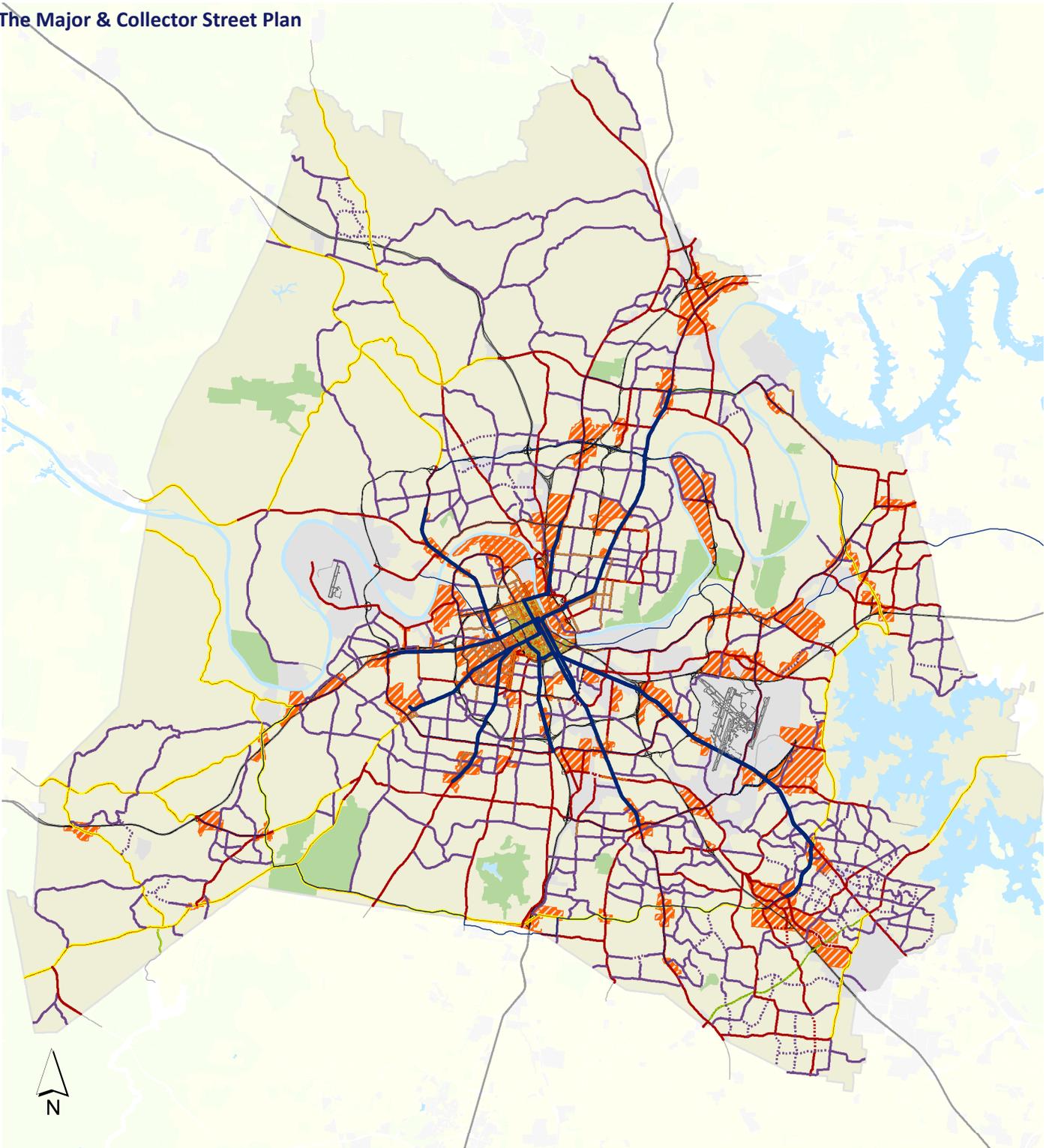
Champion the Environment

Middle Tennessee is close to having unacceptably high levels of air pollution. Alternative modes of transportation can reduce the amount of pollution we put into the air. In addition to being good for the environment, this also reduces the incidence of diseases like asthma and lung cancer.

Ensure Opportunity for All

Households struggling with the cost of car ownership also face the toughest choices in where to live, where to work, how to get their kids to school, and how and where to do their shopping. By coordinating where homes affordable to a range of incomes are located with transit-supportive, walkable, and bikeable neighborhoods, we can reduce some of the burden faced by aging seniors, lower income families, immigrants, people with disabilities, students, and many others.

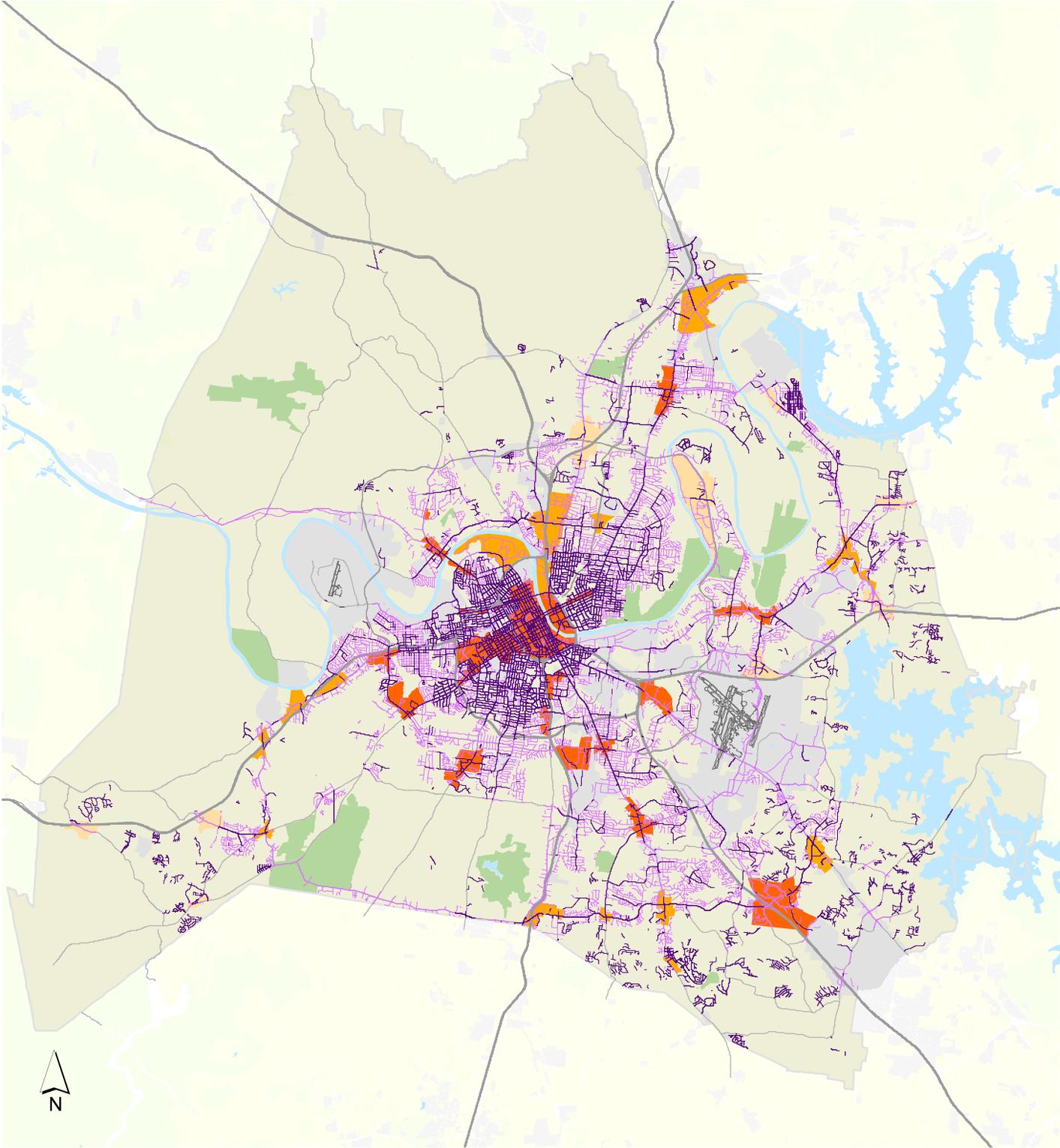
The Major & Collector Street Plan



Major and Collector Street Legend

- | | | | | | |
|--|---------------------------------|--|-------------------------------------|--|-----------------------|
| | Arterial-Parkway Scenic | | Planned Collector-Avenue | | Planned Local Alley |
| | Planned Arterial-Parkway Scenic | | Planned Multimodal Freeway Corridor | | Freeway or Expressway |
| | Arterial-Boulevard Scenic | | Downtown Local Street | | Ramp |
| | Arterial-Boulevard | | Planned Downtown Local Street | | Planned Ramp |
| | Planned Arterial-Boulevard | | Planned Downtown Alley | | County Background |
| | Collector-Avenue | | Local Street | | |

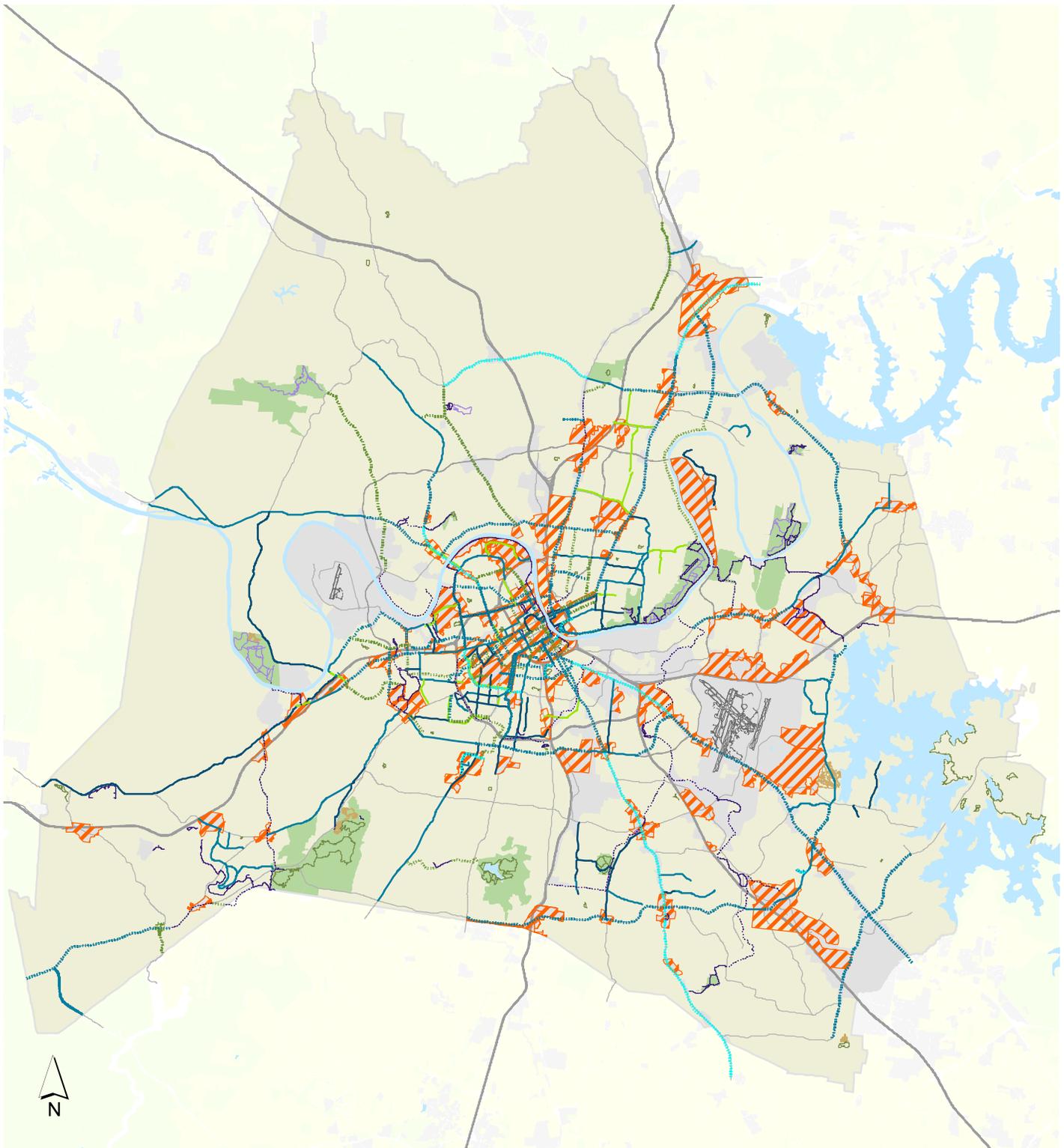
Sidewalks



Sidewalks Legend

 Water Bodies	 Missing Sidewalks	 Centers
 Anchor Parks	 Local	 Third
 Special Uses	 Major Road	 Second
 Existing Sidewalks	 Minor Road	 First

Bikeways & Greenways



Bikeways and Greenways Legend

Anchor Parks	Bike Lane Vision	Greenway Vision	Existing Greenways
Water Bodies	BL/Buffered BL	Bike Lane, Paved	Greenway, Paved
Special Uses	Bike Lane	Greenway, Paved	Greenway, Unpaved
	Buffered BL		Mountain Bike Trail, Unpaved
	Signed Shared Route		Park Trail, Paved
			Park Trail, Unpaved

LUTI goal 8

Nashville thoughtfully locates special impact areas in a manner that acknowledges the need for, and benefit from special impact areas, while seeking to protect the safety of all nearby residents.

Special impact areas include intense industrial areas, airports, landfills, and other uses that should be kept separate from homes. The Growth & Preservation Concept Map recognizes current special impact areas (including places zoned, but not used, for intense industrial uses). It does not identify new locations for these areas.

Create Economic Prosperity

While noxious uses and intensive facilities should not be mixed with residences, they are often important parts of the community, providing jobs or necessary services. Identifying places for them to locate, in an equitable fashion, ensures that they can continue to serve our county's needs.

Ensure Opportunity for All

Historically, noxious uses have often been concentrated in minority or low-income neighborhoods. Special care should be taken to ensure that these uses are kept away from all neighborhoods, and that new concentrations of locally unwanted land uses do not occur within or near particular communities. In addition to recognizing the importance of environmental justice in making decisions about these kinds of uses, public engagement, with special efforts for hard to reach communities, is also vital.

LUTI goal 9

Recognizing its status as the center of a thriving region, Nashville embraces coordination with surrounding cities and counties to ensure greater prosperity and well-being for all.

Be Nashville

Nashville is the “brand” of Middle Tennessee. Actions that keep Nashville unique are vital to maintaining the region’s success.

Expand Accessibility

Increasingly, life for Tennesseans in the greater Nashville region does not recognize city or county lines. Most workers in the region cross a county line to get to their workplace. As more workplaces locate in suburban counties, more Nashvillians will make a reverse commute. Managing our transportation system efficiently is crucial to the region’s success.

Create Economic Prosperity

Nashville’s economy is tightly entwined with the rest of the region. We share key economic sectors in healthcare, advanced manufacturing, shipping and logistics, and others. We shared our talented pool of workers, who choose among all of the communities of Middle Tennessee when finding a place to live.

Advance Education

The region also shares 18 higher education institutions, offering a wide variety of course offerings.

Champion the Environment

Natural features meander through the region, without regard for political boundaries. Nowhere is this more evident than with the Cumberland River, which connects southern Kentucky and northern Tennessee to the Mississippi River. The river is one of our ultimate shared resources. Progress has been made in preserving natural features across the region, but more steps – including linking green spaces across the region – are needed.

