



**Scottsboro/Bells Bend Detailed Design Plan  
Adopted August 14, 2008**

**Part of the Bordeaux-Whites Creek Community Plan**

# Acknowledgements

The staff of the Metropolitan Planning Department thanks the many stakeholders who participated in the Scottsboro/Bells Bend Detailed Design Plan process. Their thoughtful engagement on the vision for this area has been invaluable.

Special thanks are due to the following persons and entities:

The Scottsboro Community Club for graciously hosting community meetings.

Councilman Lonnell Matthews for his facilitation and participation.



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# METROPOLITAN PLANNING COMMISSION OF NASHVILLE AND DAVIDSON COUNTY, TENNESSEE

Resolution No. RS2008-167

**“BE IT RESOLVED by The Metropolitan Planning Commission that 2008CP-07G-03 is APPROVED ADOPTION OF THE SCOTTSBORO/BELLS BEND DETAILED DESIGN PLAN AND DEFER INDEFINITELY THE ALTERNATIVE DEVELOPMENT AREA POLICIES. (10-0)”**

WHEREAS the Metropolitan Planning Commission directed the Planning Department staff to conduct open community meetings to provide the community the opportunity to work with the staff on the update of the Subarea 3 Plan that was adopted on September 25, 2003, hereafter known as the Bordeaux – Whites Creek Community Plan: 2003 Update; and

WHEREAS the community requested more detailed planning work be conducted for the Scottsboro/Bells Bend community; and

WHEREAS from October 2007 through June 2008, the Metropolitan Planning Department staff worked extensively with residents, Council members, property owners, development professionals, and civic and business interests, conducting nine community meetings and numerous individual meetings with stakeholders, and prepared a detailed design plan for the Scottsboro/Bells Bend community, hereafter known as the Scottsboro/Bells Bend Detailed Design Plan; and

WHEREAS the Scottsboro/Bells Bend Detailed Design Plan provides more detailed guidance on planning for preservation and growth in the Scottsboro/Bells Bend community; and

WHEREAS a public meeting was held by the Metropolitan Planning Commission on July 24, 2008, to obtain additional input regarding the proposed Scottsboro/Bells Bend Detailed Design Plan and the Commission’s deliberation continued at a public meeting on August 14, 2008; and

WHEREAS, the Metropolitan Planning Commission is empowered under state statute and the charter of the Metropolitan Government of Nashville and Davidson County to adopt functional plans as part of the general plan for the county;

NOW THEREFORE, BE IT RESOLVED, that the Metropolitan Planning Commission hereby ADOPTS the Scottsboro/Bells Bend Detailed Plan, with the exception of the Alternate Development Area policies which are deferred indefinitely as an amendment to the Bordeaux – Whites Creek Community Plan: 2003 Update, a component of the General Plan, 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 that area of the county.

*James McLean*

James McLean, Chairman

Adoption Date: August 14th, 2008

Attest:

*Richard Bernhardt*

Rick Bernhardt, Secretary and Executive Director

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# Developing an Understanding

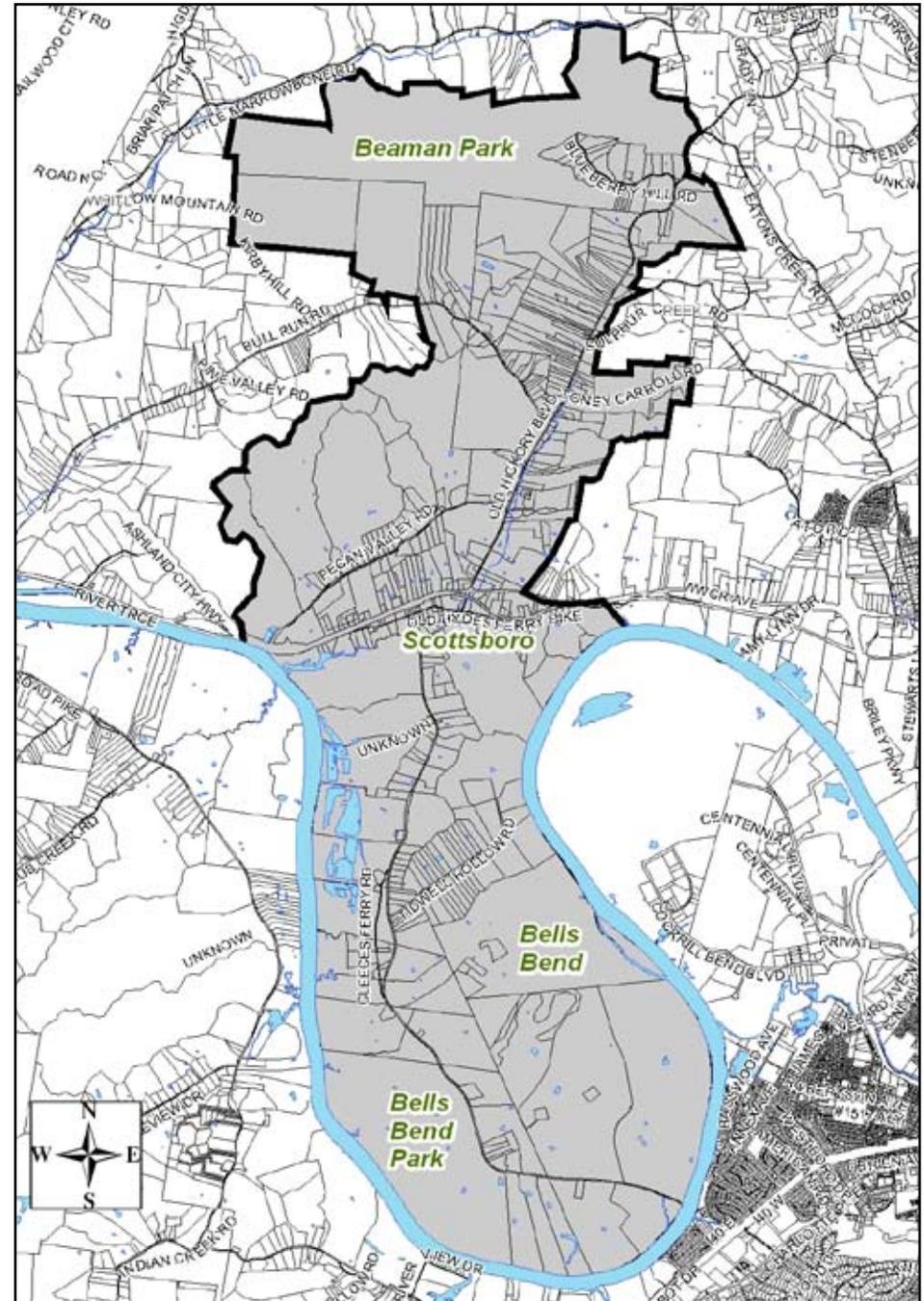
## Introduction and Intent of Plan

The Scottsboro/Bells Bend Detailed Design Plan (DDP) is part of the *Bordeaux-Whites Creek Community Plan: 2003 Update*. A DDP addresses community character, land use, and transportation at the neighborhood level.

The Scottsboro/Bells Bend DDP illustrates a vision of preservation and limited development of the area. The DDP guides, on a parcel-by-parcel basis, the appropriate land use and preservation/development character based on goals established in the plan. Like Community Plans, DDPs are developed through a participatory process that involves a myriad of stakeholders - residents, property owners, business owners, developers, institutional representatives, and elected officials. Given the diversity of stakeholders, there may be multiple visions for future growth and preservation. During the planning process, a majority of stakeholders envisioned preserving the natural and rural character of the area, while stakeholders, representing one sizable property, envisioned the creation of a regional center and corporate campuses - a much more urban setting in the rural area, with a defined edge to delineate the urban from surrounding rural areas. Other property owners wished to pursue various levels of limited development, such as building homes for family members, building several homes, or running small businesses such as a bed and breakfast or farm.

In addition to seeking the input of community stakeholders, Planning Department staff also provides professional recommendations, to ensure that each community and neighborhood meets the goals of Nashville/Davidson County's General Plan, *Concept 2010*, the County's commitment to sustainable development, and that the preservation and development of each community and neighborhood is considered in light of its role in Davidson County and in the Middle Tennessee region.

Figure 1: Study Area Map



## Planning Process

This plan was initiated at the request of Scottsboro/Bells Bend community members, with the community members' goal of assisting the community in preserving the area's rural character through the detailed planning process. Planning Department staff began meeting with the public to create the Scottsboro/Bells Bend Detailed Design Plan in October 2007. At the first three community meetings, various topics were discussed in a community education format. The first meeting on October 30, 2007 discussed the DDP process and the current community character, including current land use policies, zoning, and infrastructure. The second meeting on November 13 discussed land preservation and tourism options. The third meeting on November 27 discussed wetlands preservation, agricultural heritage and agricultural options.

In January 2008, meetings continued to work on the DDP. On January 17, 2008, a Visioning Workshop was held to discuss the desired community character. Planners then returned to the community in February to present a Draft Concept Plan based on the visioning session and stakeholder comments. In March, planners discussed drafts of the Vision Statement, Goals and Objectives, and Detailed Land Use Policies. This discussion continued at the April 29 meeting. A Draft Detailed Design Plan, putting all the elements together, was presented to the community on May 15. Community input was received, and additional edits and clarifications were made and discussed with the community during a meeting on June 17. Several more refinements were made before the Final Draft was distributed on June 24 in preparation for the public hearing before the Metro Planning Commission. The Draft Detailed Design Plan, including policies for an area in southern Bells Bend referred to as the "Alternate Development Area," was presented to the Planning Commission on July 24, 2008. After lengthy discussion regarding the most suitable land use policies for the southern portion of Bells Bend, the DDP was adopted by the Planning Commission on August 14, 2008, without the "Alternate Development Area" policies.

## History of the Scottsboro/Bells Bend Area

The first step in creating a plan is to develop an understanding of the study area. To begin working on a design plan for the Scottsboro/Bells Bend community, Planning staff researched the history of the area. This task was made easier with the publication of *Beaman Park to Bells Bend: A Community Conservation Project* written by New South Associates working with community members, the Land Trust for Tennessee and other agencies to discuss the unique community.

Archeological evidence suggests that this area has been inhabited for over 10,000 years. These archeological sites show Native American residents spanning several periods, from Paleoindian and Archaic to Woodland and Mississippian cultures.

The fertile farmlands along the Cumberland River drew Europeans and American settlers to this area early in Nashville's history. One of the first settlers was James White who in 1789 obtained the land grant that had been issued to his father by North Carolina. This was a 3,840-acre Revolutionary War land grant. Other families also began settling here, including the Lipscombs, Clees and Buchanans in Bells Bend and the Simpkins and Youngs in northern Scottsboro.

By the 1800s, farming was prevalent in Bells Bend, and northern Scottsboro saw smaller-scale farming and timber operations. The 1900s brought challenges and changes with the Cumberland River flooding during the winter of 1926-27, two World Wars, and new farming technologies. By the late 1960s and early 1970s some farms were sold to individuals who then built houses as the economic viability of agriculture declined. In the late 1980s, development pressure came in the form of a landfill proposal. The landfill proposal was eventually defeated and an 808-acre portion of that property later became Bells Bend Park. In 2005, developers proposed a large residential subdivision in the lower Bend. The subdivision proposal was disapproved by the Metro Planning Commission based on the potential negative impacts to the rural landscape. Development pressure continues today due to the unique landscape and location of the Scottsboro/Bells Bend Community.

*For more in-depth historical information, please refer to the chapters in Beaman Park to Bells Bend: A Community Conservation Project at: [www.landtrusttn.org/projects\\_bbb.html](http://www.landtrusttn.org/projects_bbb.html)*

## Historic Properties and Sites

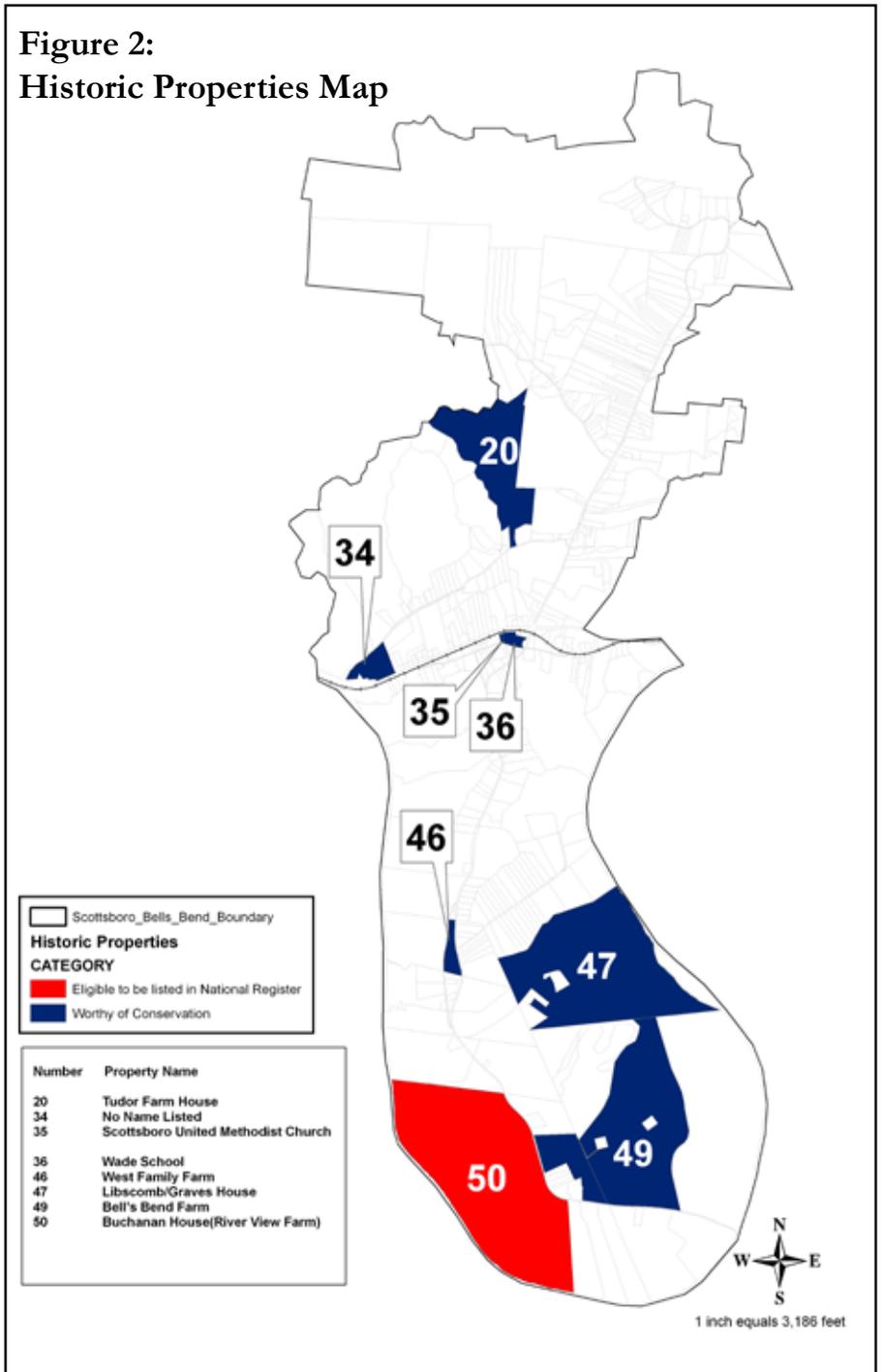
The accompanying table lists historic resources in the Scottsboro/Bells Bend DDP area. Their locations are shown on Figure 2 to the right. This information is intended to provide the residents within the community information if they wish to pursue protections for the historic resources in the study area. The Metro Historical Commission also works with individual property owners and communities in the pursuit of appropriate historic protections and designations.

Number	Property Name	Property Address	Status
20	Tudor Farm House	4467 Pecan Valley Rd.	Worthy of Conservation
34	No Name Listed	5338 Ashland City Hwy.	Worthy of Conservation
35	Scottsboro United Methodist Church	5038 Old Hydes Ferry	Worthy of Conservation
36	Wade School	5022 Old Hydes Ferry	Worthy of Conservation
46	West Family Farm	4496 Cleece Ferry Rd.	Worthy of Conservation
47	Lipscomb/Graves House	4388 Old Hickory Blvd.	Worthy of Conservation
49	Bells Bend Farm	3924 Old Hickory Blvd.	Worthy of Conservation
50	Buchanan House (River View Farm)	4107 Old Hickory Blvd.	Eligible for National Register

**National Historic Landmark** –The official designation name is the National Register of Historic Places. This designation describes districts, structures, and places viewed as historic resources that are highly significant at the national scale. Currently, there are only six National Register of Historic Places designated resources in Davidson County, and none in the Scottsboro/Bells Bend DDP area.

The National Register designation is a designation of status, and does little to protect against local zoning regulations. The National Register designation DOES NOT protect against individual property owners and rights (i.e. demolition, alterations of historic properties). The National Register DOES protect against actions of the federal government, more specifically federally funded projects. The National Register designation initiates the review and mitigation of any adverse impacts of a federally funded project on a historic resource. The Metro Historical Commission executes a review under the National Historic Preservation Act, when a project involving federal funding or licensing is due to affect a historic resource.

**Figure 2:  
Historic Properties Map**



**Eligible for National Register** – This designation describes properties that are eligible for the National Register of Historic Places, but a formal nomination has not yet been pursued. Individual property owners and volunteers may work with the Metro Historical Commission to pursue nomination.

The Eligible for National Register designation has the same protections as a fully recognized historic landmark. It is with the understanding that not every historic landmark has the opportunity to be nominated as this is a voluntary action. Thus, any lack of interest to pursue National Register designation does not diminish its historic significance, and the same protections are applied.

**Worthy of Conservation** – This designation is a local designation for properties that are of a historical significance to a neighborhood or community. The property’s eligibility for national recognition is more likely as the historic resource grows older. Private property owners may pursue protections for these properties under local zoning designations; Historic Zoning District and Neighborhood Conservation Districts are two possible areas where such historic resources may be protected. These zoning districts, however, warrant additional criteria. As these are zoning districts that are applied to neighborhoods and not individual resources, contiguous areas where the overall planning, landscaping, and built environment are linked to a significant historic time period, age (usually 50 years or older), designer, developer, or architectural style, are reviewed in the designation of a historic district. Where individual properties with the Worthy of Conservation designation exist, such as in Scottsboro/Bells Bend, Specific Plan zoning or a Neighborhood Landmark District overlay zoning designation may be utilized for individual development applications to encourage the protection of local historic resources on individual properties.



Lipscomb/Graves House  
4388 Old Hickory Blvd.



Tudor Farm House  
4467 Pecan Valley Road



Historic House  
5338 Ashland City Highway



Former Cleeces Ferry Site  
on Cumberland River

## Inventory of Existing Land Use

The accompanying map on the following page, Figure 3, shows the existing land use pattern of Scottsboro/Bells Bend as reported through Property Assessor records in 2007. This information is also summarized in Table 1 below. As the map shows, the study area is sparsely developed with primarily single-family homes and agricultural uses on large tracts. The chief exception to this pattern is the unincorporated village of Scottsboro at the intersections of Ashland City Highway (SR 12), Old Hickory Boulevard, and Old Hydes Ferry Pike. In the village, there are commercial, civic and public benefit uses (churches, former Wade School, Scottsboro Community Club), and higher density single-family residential uses. Other exceptions to the predominant land use pattern are the Harpeth Valley Utilities District facility at the southern end of the Bend, a small industrial facility in western Scottsboro along the north side of Ashland City Highway, and the 808-acre Bells Bend Park.

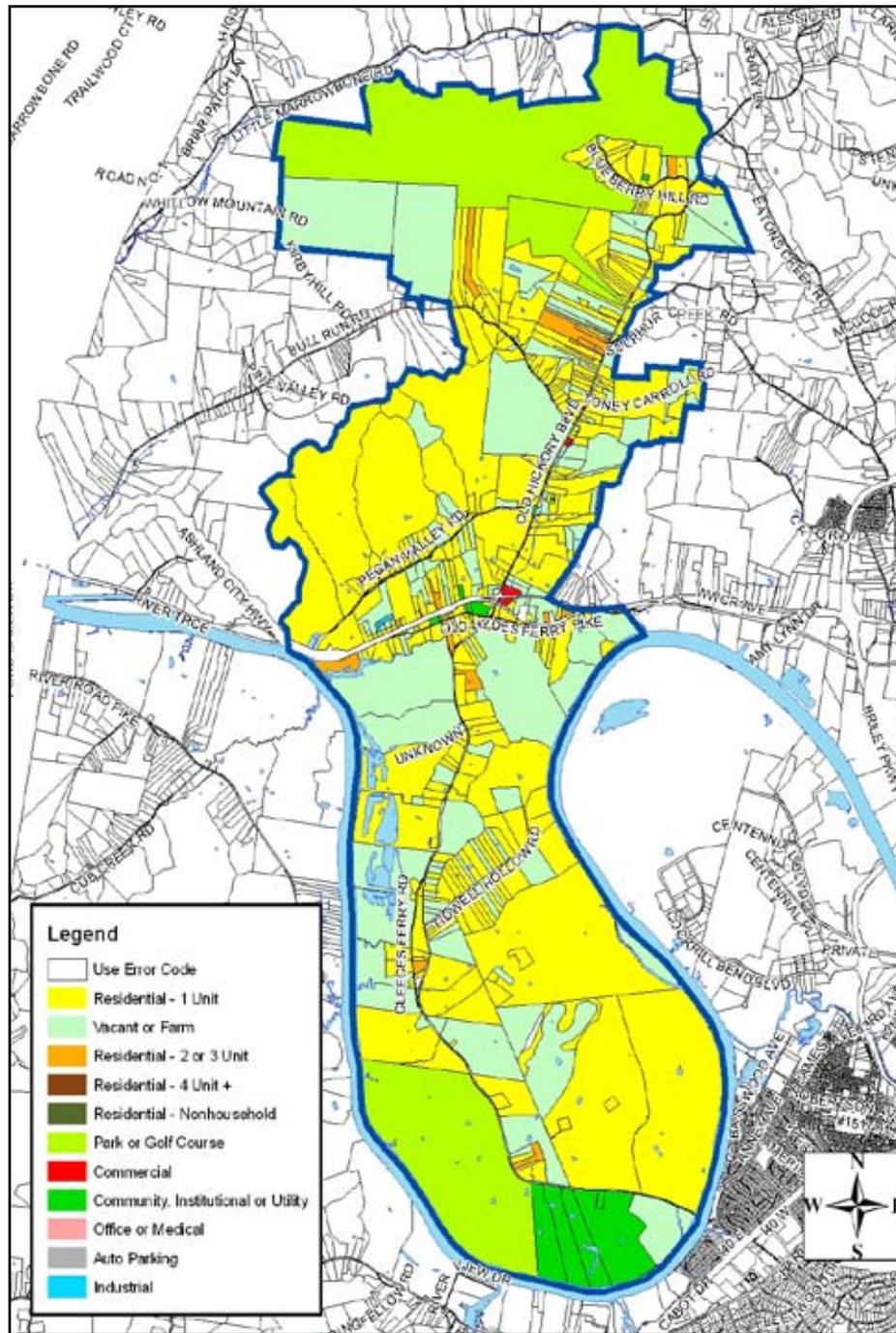


House Along Ashland City Highway, Scottsboro

RESIDENTIAL USES	ACRES	% OF TOTAL PARCEL ACRES	TOTAL DWELLING UNITS	% OF TOTAL UNITS	UNITS PER ACRE
<b>Single Family Detached Subtotal</b>	6,711.11	50.05	355	93.42	0.05
Conventional Urban/Suburban (<3 ac/du)	135.08	1.01	89	23.42	0.66
<b>Other Housing Types Subtotal</b>	117.10	0.87	24	6.32	0.20
Rural Combination	117.10	0.87	24	6.32	0.20
<b>Household Residential on Nonresidentially Coded Parcels</b>	1.47	0.01	1	0.26	0.68
<b>HOUSEHOLD RESIDENTIAL TOTAL</b>	6,829.80	50.94	380	100.00	0.06
NONRESIDENTIAL USES	ACRES	% OF TOTAL PARCEL ACRES	TOTAL FLOORSPACE (SQ FT)	% OF SUBTOTAL	FLOOR/ AREA RATIO
<b>Office, Commercial &amp; Industrial Subtotal</b>	11.22	0.08	22,821	100.00	.05
Commercial	7.15	0.05	17,821	78.09	.06
Industrial	4.07	0.03	5,000	21.91	.03
<b>Civic &amp; Public Benefit Uses Subtotal</b>	2,911.80	21.72	--	--	--
Community Facilities	415.37	3.10	--	--	--
Parks	2,496.43	18.62	--	--	--
<b>NONRESIDENTIAL USES TOTAL</b>	2,923.02	21.80	--	--	--
<b>VACANT AND FARM LAND</b>	3,591.82	26.79	--	--	--
<b>MISCODED PARCELS</b>	63.15	0.47	--	--	--
<b>TOTAL PARCEL ACRES</b>	<b>13,407.67</b>	<b>100.00</b>			

**Table 1:**  
**Existing Land Use Table**  
(info from 2007)

Figure 3: Existing Land Use Map



Cows and Pasture Along Old Hickory Boulevard, Bells Bend



Farm Along Cleeces Ferry Road, Bells Bend

## Inventory and Analysis of Existing Zoning and Environmentally Sensitive Features

In Metro Nashville/Davidson County, property can be developed in four ways:

1. Property that is a legal lot of record can be developed under the existing zoning.
2. Property that is not a legal lot of record can be platted and developed under the existing zoning.
3. Property may be subdivided in compliance with the Subdivision Regulations to create more lots under existing zoning.
4. Property may be rezoned by the Metro Council and then developed or subdivided in compliance with the Subdivision Regulations under new zoning.

The following is basic information about the existing zoning districts in the study area, and gives a broad idea of the kinds of development that could take place within the existing zoning (as of the adoption of this plan). It does not address what could happen if a property were rezoned (number 4 above), but only addresses the zoning districts that currently exist in the study area.

The existing zoning is not the only restriction on development. There are also environmental conditions (floodway/floodplain, steep slopes) and zoning regulations that impact development and may reduce the development potential for property. While this section briefly addresses the regulations surrounding development on “environmentally sensitive” features, it is important to understand that the following statements and figures do not speak to any specific property within the study area, but account for the entire area. It is likely that maximum densities could be lower or higher than what is stated here. In all situations, property owners are encouraged to call the Metro Planning Department to discuss the development potential for their property.

### Zoning Districts

The zoning district is what dictates the land use and physical development of land on each property. All land in Davidson County is zoned. The development of any property in the County is to be undertaken in compliance with zoning, as well as all other applicable local, state and federal laws and requirements.

There are approximately 13,579 acres of land zoned in the Scottsboro/Bells Bend study area. (*Note: This is a slightly different total than found on the Existing Land Use Table due to the manner in which zoning districts are mapped.*) In 2007, the study area contained six different zoning districts: Mixed Use Limited (MUL), Commercial Services (CS),

Commercial Limited (CL), Industrial Restrictive (IR), Single-Family Residential (RS20), and Agricultural and Residential (AR2a).

See the accompanying Figure 4: “Existing Zoning Map” on page 9.

Mixed Use Limited (MUL) is intended for a moderate intensity mixture of residential, retail, restaurant, and office uses. In the study area:

- Approximately 3 acres (less than 1 percent) are zoned MUL.
- Intensity in the MUL district is primarily regulated by the maximum floor area ratio (FAR) – the ratio of square footage of building to square footage of the lot. The maximum FAR allowed in MUL is 1. This means that the maximum total floor area for the 3 acres zoned MUL is approximately 130,680 square feet (total sq. ft. of lot area zoned MUL x 1.0). It is important to note that this is the *maximum* floor area, and that other restrictions and requirements will reduce the overall floor area for any development.

The 3 acres of MUL zoned property is also covered by a Planned Unit Development (PUD) overlay, a master plan for the site that governs certain aspects of use and design. In this case, the primary intended use is a log home sales facility.

Commercial Service (CS) is intended for retail, consumer service, financial, restaurant, office, self-storage, light manufacturing and small warehouse uses. In the study area:

- Approximately 12 acres (less than 1 percent) are zoned CS.
- Intensity in the CS district is primarily regulated by the maximum floor area ratio (FAR) – the ratio of square footage of building to square footage of the lot. The maximum FAR allowed in CS is 0.60. This means that the maximum total floor area for the 12 acres zoned CS is approximately 313,632 square feet (total sq. ft. of land area zoned CS x 0.6). It is important to note that this is the *maximum* floor area, and that other restrictions and requirements will reduce the overall floor area for any development.

Commercial Limited (CL) is intended for retail, consumer service, financial, restaurant, and office uses. In the study area:

- Approximately 13 acres (less than 1 percent) are zoned CL.
- Intensity in the CL district is primarily regulated by the maximum floor area ratio (FAR) – the ratio of square footage of building to square footage of the lot. The maximum FAR allowed in CL is 0.60. This means that the maximum total floor area for the 13 acres zoned CL is approximately 313,632 square feet (total sq. ft. of land area zoned CL x 0.6). It is important to note that this is the *maximum* floor area, and that other restrictions and requirements will reduce the overall floor area for any development.

Industrial Restrictive (IR) is intended for a wide range of light manufacturing uses at moderate intensities in enclosed structures. In the study area:

- Approximately 26 acres (less than 1 percent) are zoned IR.
- Intensity in the IR district is primarily regulated by the maximum floor area ratio (FAR) – the ratio of square footage of building to square footage of the lot. The maximum FAR allowed in IR is 0.60. This means that the maximum total floor area for the 26 acres zoned IR is approximately 679,536 square feet (total sq. ft. of land area zoned IR x 0.6). It is important to note that this is the *maximum* floor area, and that other restrictions and requirements will reduce the overall floor area for any development.

RS20 requires a minimum 20,000 square foot lot and is intended for single-family dwellings at a density of 1.85 dwelling units per acre. In the study area:

- Approximately 143 acres (1.1 percent) are zoned RS20.
- A legal lot of record in the RS20 district is permitted one single-family residential use.
- Property that is not a legal lot of record, but greater than 5 acres in size and has frontage along an existing street, is permitted one single-family residential use.
- Property within a RS20 district can be subdivided into additional lots.
- RS20 would allow for a maximum of 265 lots on 143 acres (total acres of land zoned RS20 x 1.85). Other restrictions and requirements can also reduce the overall density.
- Cluster lot subdivisions are allowed in the RS20 district. The cluster lot option allows for new lots to be reduced two zoning districts when the subdivision meets all requirements of the cluster lot option. A subdivision using the cluster lot option in the RS20 district could reduce lot sizes to a minimum of 10,000 square feet (RS10). The maximum density that would be allowed for a cluster lot subdivision on 143 acres in a RS20 district is approximately 265 lots (85 percent of total sq. ft. of land zoned RS20 / minimum lot area for RS20). It is important to note that other restrictions and requirements can further reduce the overall density for any cluster lot subdivision.

Agricultural/Residential (AR2a) requires a minimum lot size of 2 acres and is intended for uses generally occurring in rural areas, including single-family, two-family, and mobile homes. Density is one dwelling unit per 2 acres. In the study area:

- Approximately 13,382 acres (98.5 percent) are zoned AR2a.
- Other uses permitted in AR2a include churches, orphanages, assisted care living facilities, hospice facilities, and nursing homes.
- Property zoned AR2a can be subdivided into additional lots that are equal to or greater than 2 acres.

- AR2a would allow for approximately 6,691 lots on 13,382 acres (total acres of land zoned AR2a x 0.5). However, other restrictions and requirements (floodplain, steep slopes) likely would reduce the overall density.
- The cluster lot option is not available in AR2a districts, so lots cannot be reduced in size without a variance from the required lot size from the Metro Board of Zoning Appeals.

#### Neighborhood Landmark Overlay

In keeping with the Special Policy adopted in 2005 for the former Wade School site, a Neighborhood Landmark Overlay District (NLOD) was adopted by Metro Council on January 17, 2006. The NLOD is intended to preserve and protect neighborhood features that are important to maintain and enhance the neighborhood character. Wade Elementary School was built in 1936 using Works Progress Administration (WPA) assistance. Although the present structure dates from the twentieth century, Wade School was established in 1850 and has one of the county's longest histories as a school site. The NLOD designation allows a property owner to undertake a restoration effort and assures the community that the structure will not be compromised. When the property is eventually redeveloped, a site plan will need to be submitted to the Planning Commission for approval.

#### **Other Restrictions**

While development is limited by the bulk standards (allowable height, setbacks, and massing of the buildings) for each zoning district, there are also other restrictions that could limit development on property within the study area. The Metro Zoning Code provides standards for development in environmentally sensitive areas (Section 17.28). These areas include, but are not limited to, areas with steep slopes, areas with floodplain, and areas that contain problem soils.

The Scottsboro/Bells Bend study area has significant environmental constraints. A majority of the land contains steep slopes, floodplain and floodway, and unstable soils, that will likely limit densities below what could normally be achieved under zoning.

#### **Hillside Development Standards**

Section 17.28.030 of the Metro Zoning Code provides development standards for areas that are encumbered with steep hillsides, and is intended to minimize the changes in grade, cleared areas, and volume of cut or fill in areas with steep hillsides. For the purposes of the zoning code, steep hillsides are those slopes that are equal to or greater than 20 percent (slope is calculated by dividing rise over run).

- Hillside development standards are NOT applied to single- or two-family lots that are 1 acre in size or greater, which make up the vast majority of the

Scottsboro/Bells Bend study area.

- The hillside development standards do not apply to non-residential zoning districts.
- Subdivisions using the cluster lot option are required to provide at least 15 percent usable open space, and place all areas with slopes of 20 percent and greater in open space to be left undisturbed.

See the accompanying Figure 5: “Existing Slopes Map” on page 10.

### Floodplain/Floodway Development Standards

Section 17.28.040 of the Metro Zoning Code provides development standards for areas encumbered with floodplain and floodway.

- A minimum of 50 percent of the natural floodplain area, including all of the floodway area, or all of the floodway area plus fifty feet on each side of the waterway, whichever is greater, be undisturbed and left in its original, natural state.
- Properties zoned CC, CF, MUI, MUG, IR, IG and IWD are not bound to the floodplain/floodway development standards as stipulated in Section 17.28.040, but are required to meet stormwater requirements of Section 15.64, Stormwater Management of the Metropolitan Code.

See the accompanying Figure 6: “Existing Waterways and Floodplain Map” on page 10.

### Problem Soils

Section 17.28.050 of the Metro Zoning Code requires that a geotechnical report accompany any final site plat for any lots or parcels identified as containing Bodine-Sulfura, Dellrose Cherty Silt Loam, Newark or Taft Silt loam soils. It further requires that the geotechnical report be produced by a qualified engineer licensed in the State of Tennessee, and that the engineer certifies that the construction techniques proposed adequately mitigate any potential soil hazards identified by the report.

See the accompanying Figure 7: “Existing Problem Soils Map” on page 11.

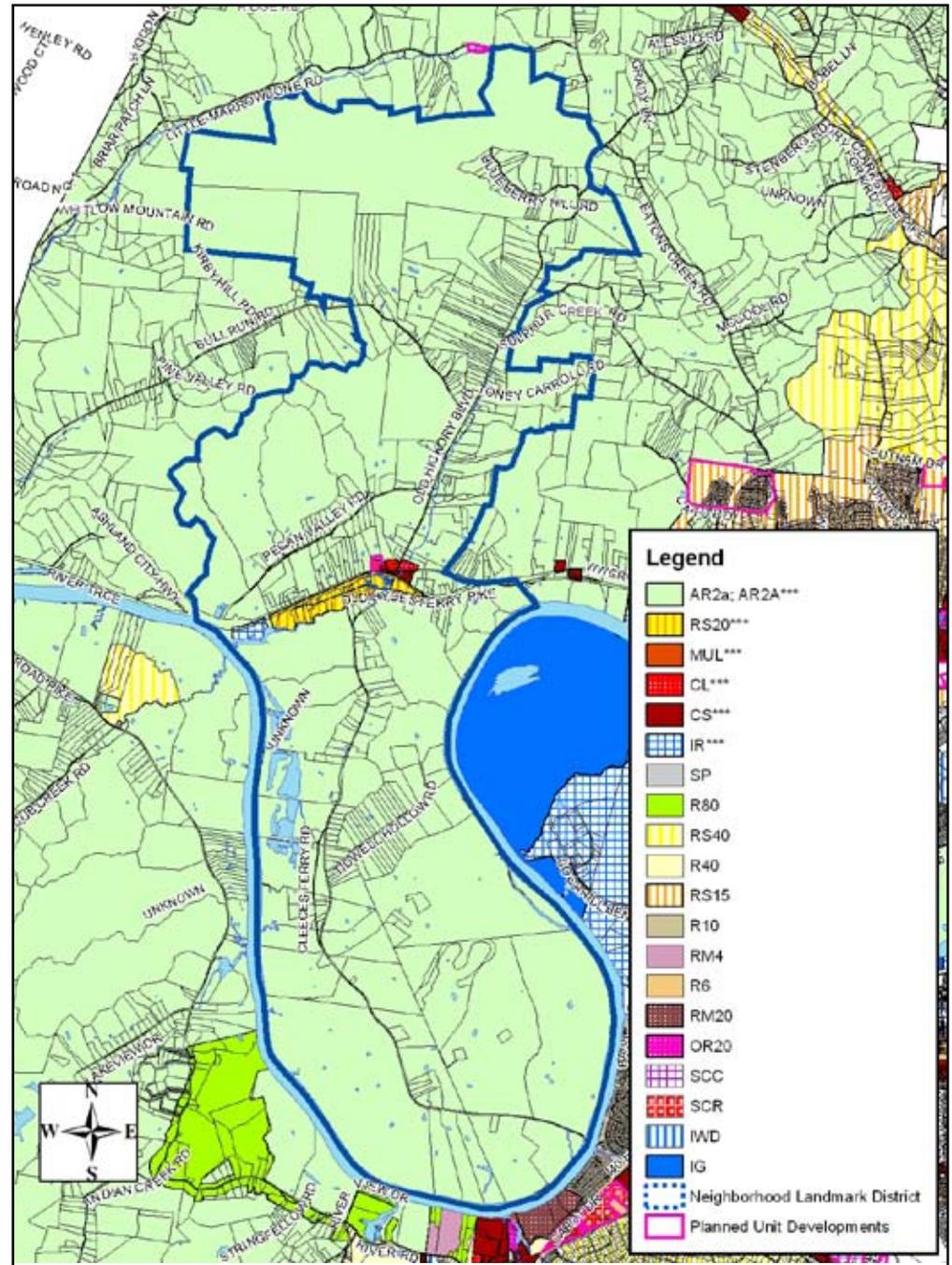


Figure 4: Existing Zoning Map

Figure 5: Existing Slopes Map

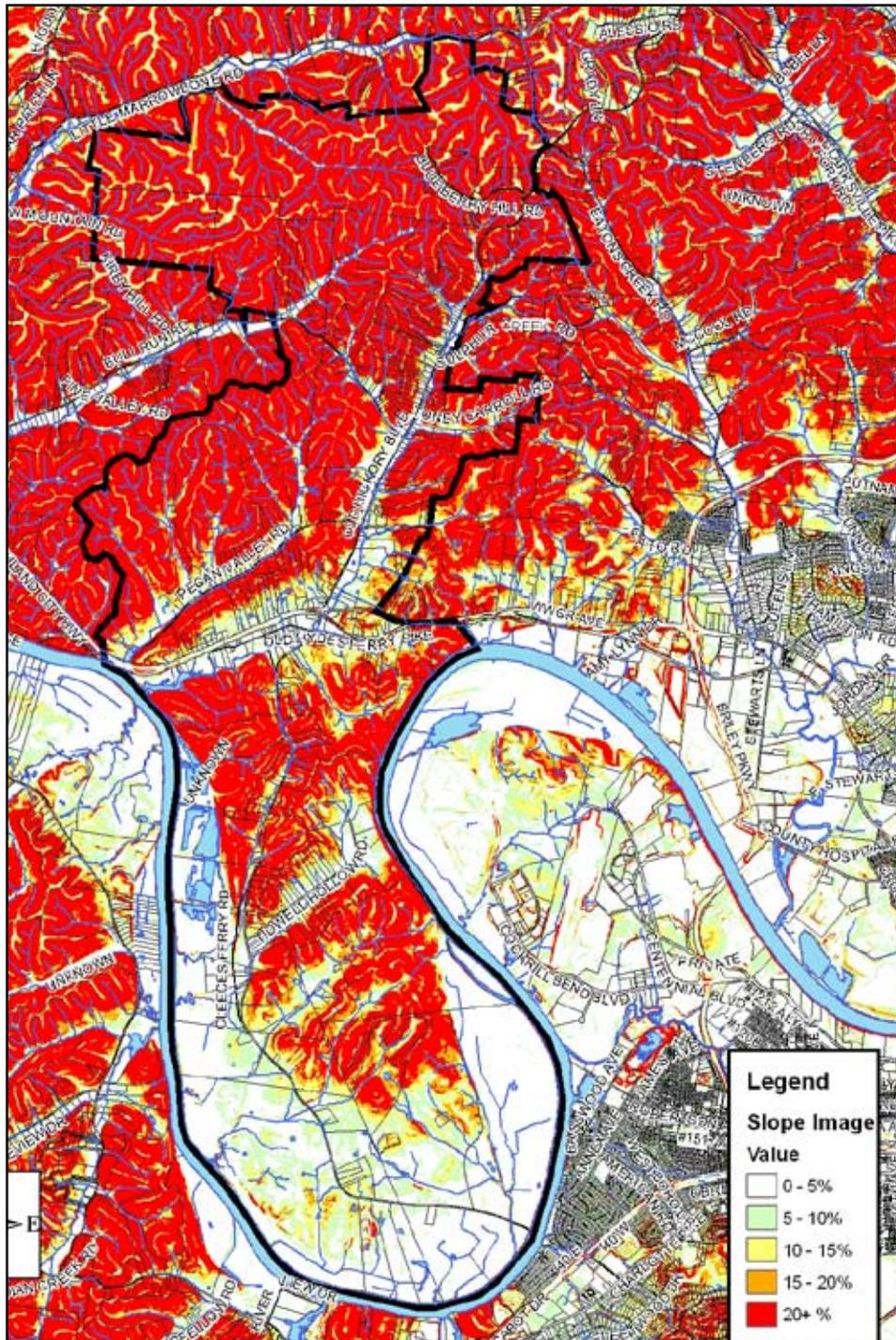


Figure 6: Existing Waterways and Floodplain Map

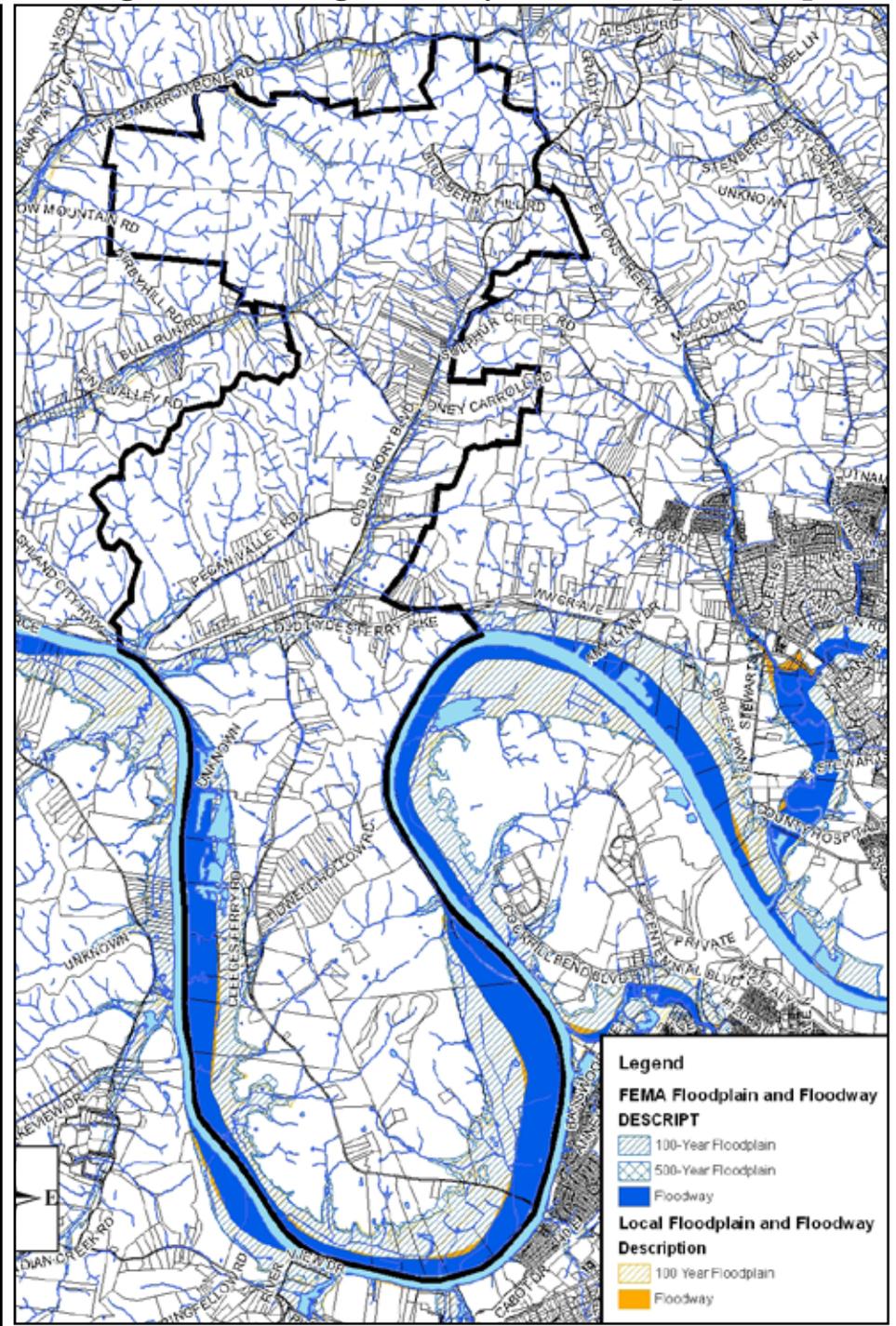
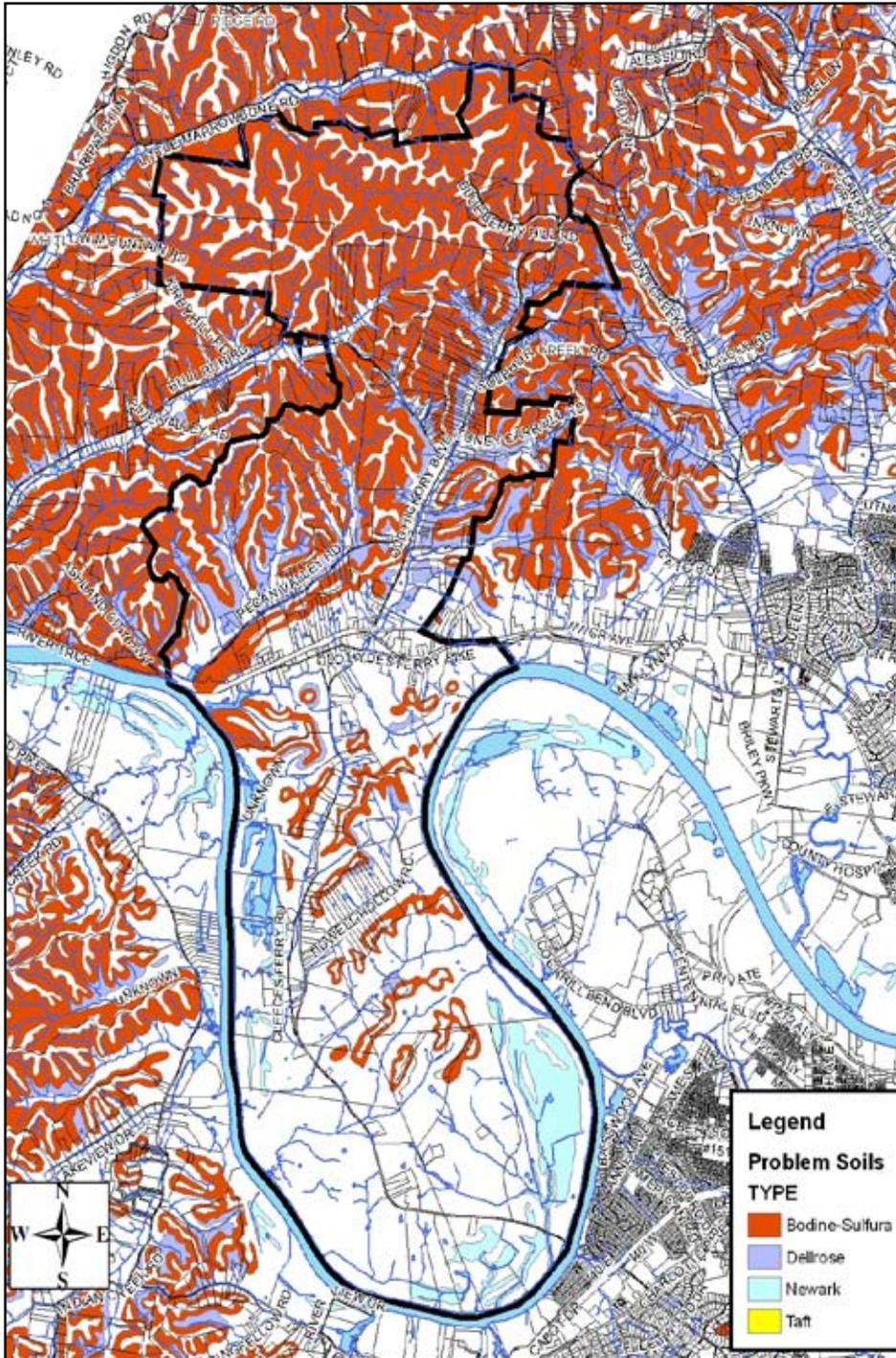


Figure 7: Existing Problem Soils Map



Spring Wildflowers Along Pecan Valley Road, Scottsboro



One of Many Creeks in the Study Area, Scottsboro

## Infrastructure – Septic Systems, Sewer and Utilities

The character of rural areas is often marked by an absence of infrastructure. The existing road network is sparse, with few roads connecting broad swaths of land. Waste is treated through septic systems instead of through sewer systems. Water is provided by wells instead of by pumped water systems. Distribution of electricity is limited to a few prominent lines.

The provision of infrastructure is often regarded as an impetus for development – amplifying development pressure. The thoughts are: A road is widened and more commercial development is built along it. Sewer is provided and more subdivisions attach to the growing sewer network.

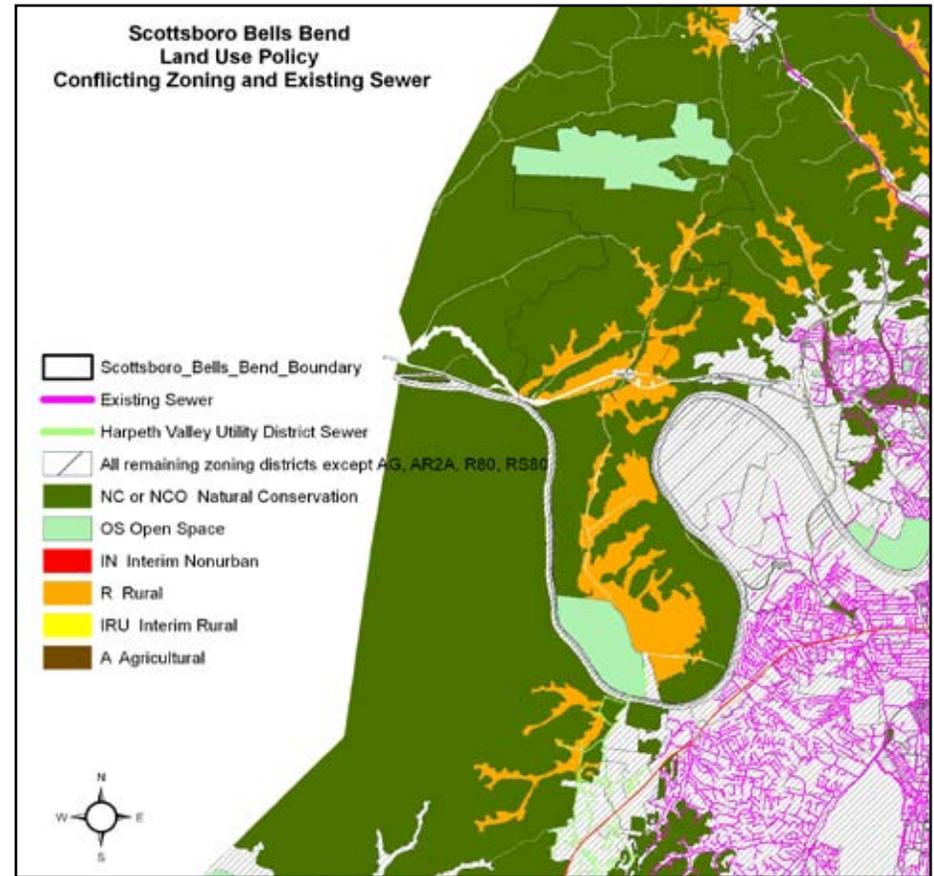
Refusing to expand infrastructure appears, then, to be a legitimate tactic to preserve a rural area. There are, however, other considerations. In the case of much of the undeveloped land in Nashville/Davidson County, the land is zoned to allow some residential development, yet the land itself may be ill-suited for septic, the “rural” alternative to sewer. Protection of the health, safety and general welfare of residents of the County, then, may call for sewer to be provided to new development, especially when it occurs on land that is ill-suited for septic.

During the Scottsboro/Bells Bend DDP process, Metro Planning staff worked with fellow Metro departments to explore options to address the competing policy goals of preserving rural character by limiting sewer expansion and ensuring the health and safety of residents in new rural developments by introducing sewer systems. That issue is complex and the conversation is ongoing.

The accompanying map, Figure 8: “Conflicting Land Use Policy/Zoning/Existing Sewer,” considers two pieces of the conversation on provision of sewer or septic systems in rural areas:

1. Where land use and zoning give competing guidance on providing sewer or septic, and
2. Where existing sewer is available today.

In analyzing land use policies and zoning, Figure 8 shows the previously adopted land use policy (in 2003) that promotes “rural” character – green is Natural Conservation policy (NCO – areas with environmentally sensitive features where development is discouraged) and orange is Rural policy. The map also shows zoning districts that – by the density and intensity of development allowed – generally require service by sewers. Any area on the map that is hatched in black is an area that, per its zoning, would require sewer.



**Figure 8: Conflicting Land Use Policy/Zoning/Existing Sewer Map**

Within the Scottsboro/Bells Bend study area, only the area around Ashland City Highway’s intersection with Old Hickory Boulevard currently has zoning that would – if fully developed – generally require sewer. Otherwise, the remaining land in the study area has zoning that should be able to be developed on septic systems.

Figure 8 also highlights where sewer is currently provided. Sewer lines are marked in pink and lie outside the study area to the south and east.

From the perspective of Figure 8 it appears that land use policy (in the *Bordeaux-Whites Creek Community Plan* adopted in 2003) and current zoning are in agreement – sewer should be very rarely permitted and only at the intersection of Ashland City Highway and Old Hickory Boulevard. The rest of the area should be served by septic systems if the current land use pattern continues.

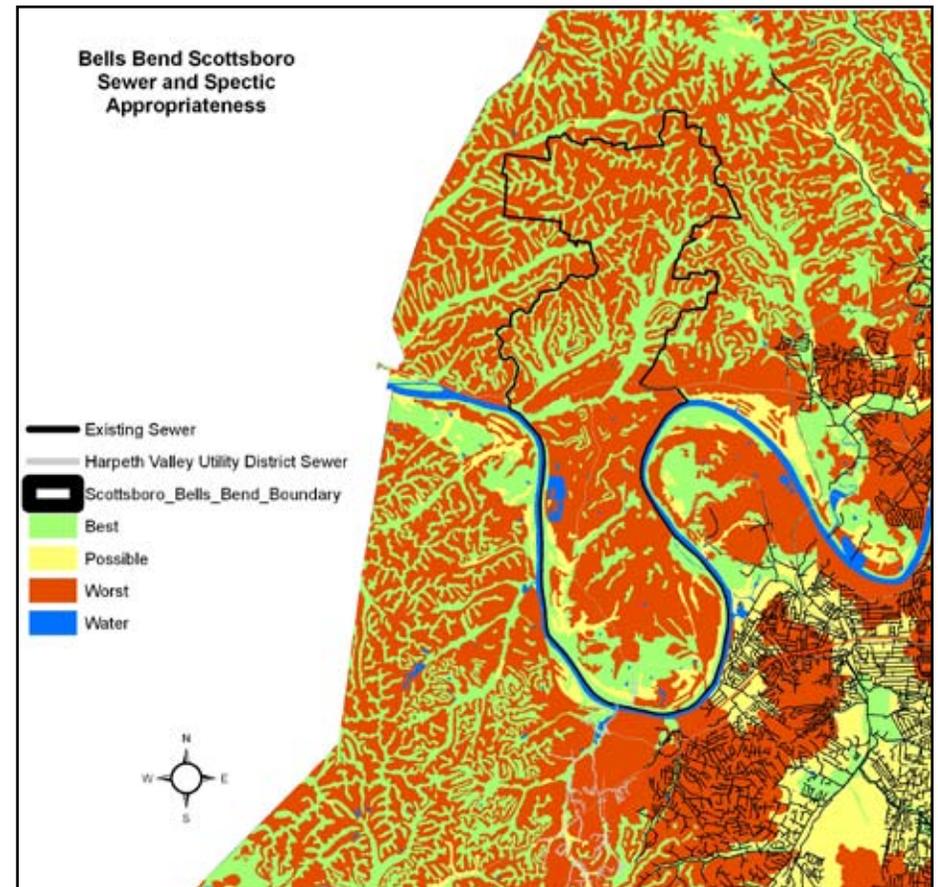
Policy and zoning, however, cannot fully define the appropriateness of sewer or septic systems. The appropriateness of septic systems is further determined by environmental constraints such as topography and soil. Figure 9: “Sewer and Septic Appropriateness Map” addresses the environmental constraints that limit the appropriateness of septic systems. Figure 9 displays information based on soil data from the National Resources Conservation Services (NRCS). The map depicts the “best,” “possible,” and “worst” conditions for septic tank usage. These are probability maps – meaning that within an area marked “worst” for septic there may, in fact, be fields available for septic. However, Figure 9 does indicate that much of the Scottsboro/Bells Bend area is likely to be ill-suited for septic systems. If developments in the area were to occur, per current zoning, the health and safety concerns may call for sewer to be provided.

The information depicted in Figure 9 is a general look at NRCS data and existing soils conditions in the study area. The information provided on the map does not supersede a soils analysis by the Metro Public Health Department for the placement and use of septic tanks. The Environmental Engineering Services group of the Metro Public Health Department can be reached at [http://healthweb.nashville.gov/env/env\\_public\\_health\\_eng.html](http://healthweb.nashville.gov/env/env_public_health_eng.html).

Figure 9 does provide, however, a realistic look at the conditions in the Scottsboro/Bells Bend DDP area. Knowing that a portion of the DDP area reflects the possible need for sewer infrastructure creates an opportunity to be proactive in determining the appropriate placement and character of development.

Most importantly, although health and safety concerns may call for the limited introduction of sewer, this need not ruin the rural character of the area. With attention paid to the overall density of a development, the character of the development and the way it interacts with the surrounding area, the rural character can be preserved, even if sewer were to be introduced. The discussion of rural character and what can be done to preserve it will continue in Chapter 2: Exploring Alternatives and Designing a Solution.

**It is important to note, however, that it is not the intent of the DDP to extend sewer in the Scottsboro/Bells Bend community. Any sewer extensions will require a revision of policy.**



**Figure 9: Sewer and Septic Appropriateness Map**

*Note: Sub-Surface Sewage Disposal Rating – Used to determined appropriate locations for septic tank systems.*

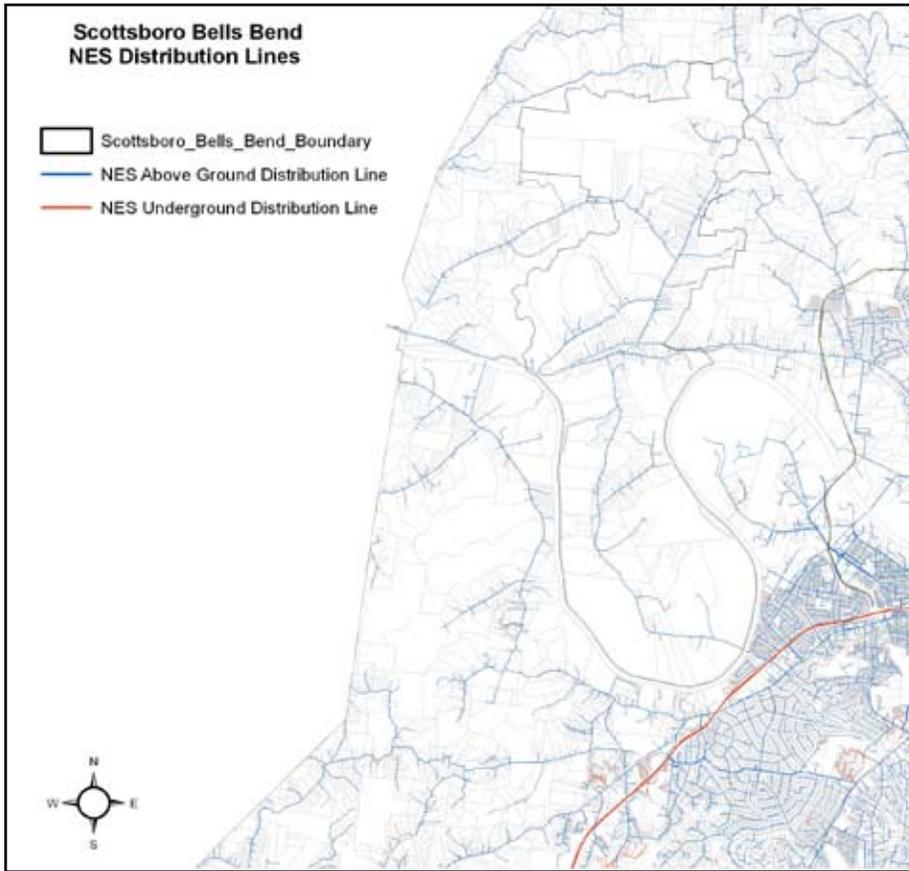


Figure 10: NES Distribution Lines Map

### Infrastructure – Electricity

Electrical energy and service are essential pieces of infrastructure in planning for appropriate development in the study area. Much of the study area is serviced by 23.9 Kilovolt (KV) above ground utility lines, as shown in Figure 10 above. If additional energy is needed for development, requests will be made by private property owners, and Planning staff will work with Nashville Electric Services (NES) to determine the practicability of providing additional electrical service.



Community Stakeholders at Meeting, Scottsboro Community Club



Hay Field Along Pecan Valley Road, Scottsboro

## Infrastructure – Existing Road Network

Old Hickory Boulevard, south of Ashland City Highway, currently does not meet Metro Public Works road standards. These standards require two 12-foot lanes and two 6-foot shoulders; the road currently has two 9-foot lanes with narrow to non-existent shoulders. An upgraded road could fit into the existing 60 feet of right-of-way.

Ashland City Highway (State Route 12) is designated as a bike route, which means there is not a dedicated lane – the bikes share the lane with the vehicles.

### Traffic Capacity – What are the roads’ capacities and how much are they carrying today?

Old Hickory Boulevard currently carries about 600 vehicles per day south of Ashland City Highway and about 1,300 vehicles per day north of Ashland City Highway. The capacity of a two-lane road is 11,000 vehicles per day, or 15,000 vehicles per day with a center left turn lane (based on *Highway Capacity Manual 2000*).

Ashland City Highway currently carries about 12,000 vehicles per day. The capacity of a five-lane road is 35,000-40,000 vehicles per day.

### Trip Generation – How many trips does a particular land use create?

A “trip” is just that, a trip. Whether it is taken by car, foot, bike, or transit is another matter. Mixed use development and developments in close proximity to each other (one-quarter of a mile, which is a 5-minute walking distance, or one-half of a mile, which is a 10-minute walking distance) often have “trip capture,” meaning people stay within a certain area or otherwise use a non-auto travel mode for their trip.

Trip generation assumptions build on land use and socioeconomic factors. The following examples represent an average trip generation for the listed land use (based on the *ITE Trip Generation Manual, 6th Edition, 2001*).

- 10 Single Family Units = 95 trips/day (9.5 trips per dwelling unit/day)
- 15 Single Family Units = 143 trips/day (9.5 trips per dwelling unit/day)
- Regional Park = 100 acres, 500 trips/day; 200 acres, 1,200 trips/day, 300 acres, 1,800 trips/day (could encompass amphitheater, equestrian facilities, hiking/mountain biking, kayaking/canoeing)
- Community Center = 400 trips/day (est. 40,000 sq. ft. community center, Saturday conditions; Example: East Park Community Center, East Nashville, is 33,000 sq. ft.)

## Metro Traffic Impact Study (TIS) Criteria – When does Metro Government require a TIS?

Metro Government requires Traffic Impact Studies (TIS) on both residential and commercial development that will have a demonstrable impact on an area’s overall transportation system. Typical thresholds are listed below:

**Typical Traffic Impact Study Screening Thresholds**

Development Type	Size Threshold	Trip Generation Threshold
Residential	100/dwelling unit	N/A
Non-residential	50,000 sq. ft.	N/A
Residential Mixed Use (without reductions)	N/A	100/peak hour vehicle trips 1,000 daily vehicle trips

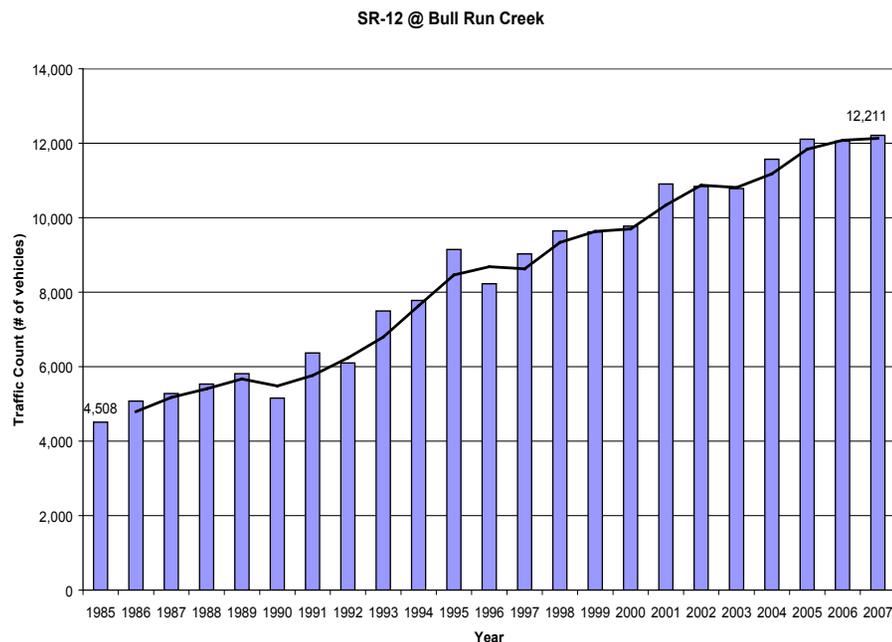
### Commuting Patterns – Where do people live and work?

Aside from how much traffic new development generates, it is important to understand the directional and geographic nature of traffic.

Looking at the larger picture, 59 percent of Cheatham County residents worked in Davidson County as of 2000 (10,567 out of 17,985 total workers); while 27 percent of Cheatham County residents worked in Cheatham County.

By comparison, 87 percent of Davidson County residents worked in Davidson County as of 2000 (248,886 out of 285,890 workers). The chart on the following page, Figure 11, shows the upward trend in traffic at TDOT’s traffic count station on the Cheatham/Davidson County line on Ashland City Highway and reflects its importance as regional commuting route.

This info is from the *U.S. Census Bureau, Census 2000, County-to-County Worker Flows*.



**Figure 11: Ashland City Highway Traffic Count of Vehicles**

Source: TDOT Traffic Count Station #276

## Roads – Planned

There are several plans that guide Metro Government, State of Tennessee and Federal funding on road improvements. The following is a list of proposed projects that are currently included in each of these plans.

## Major and Collector Streets

The adopted Major Street Plan (MSP) and Collector Street Plan (CSP) are the official Metro plans for these types of streets. Changes can be made when the Community Plan is adopted or they can be considered later as part of the Countywide transportation planning process. Implementation of the MSP and CSP occurs through the programming and funding of projects at both the regional and local levels. Projects that involve Federal and State funds are planned by the Nashville Area Metropolitan Planning Organization (MPO), the regional transportation planning agency.

The MPO’s *Long Range Transportation Plan (LRTP)* includes all of the projects that are planned long-term (25-30 years). Of the projects in the LRTP, those that are implemented short-term are included in the MPO’s 3-year *Transportation Improvement Program*. Locally funded projects, including those with both Metro and non-Metro funds, are programmed and funded in Metro’s 6-year *Capital Improvements Program and Budget (CIB)*.

Projects under the following programs include:

### Capital Improvements Budget (CIB)

There are no projects listed specifically for the area.

### Long Range Transportation Plan (LRTP)

Projects (project #) listed for the area include the following, with year of planned funding and construction in bold:

- **Ashland City Highway (SR-12) (1072)** – Widen 2.09 miles from 2 to 4 lanes (with some center turn lanes) from Briley Parkway (SR-155) to Clarksville Pike (SR-112), est. cost, \$5 million, requested by TDOT, **2025**. *Note: This is outside the study area, but relevant to it in light of transportation implications.*
- **Old Hickory Boulevard (1127)** – Widen 7.5 miles from 2 to 5 lanes from Charlotte Pike (US-70) to Ashland City Highway (SR-12), est. cost, \$50 million; realign, construct new river and railroad bridges, **2030**. *Note: This project’s alignment will likely change with the MPO’s plan update in 2009.*

A 1991 TDOT Advanced Planning Report recommended a 4-lane, median divided cross-section, 90 feet of right-of-way, forecast 30,000 Average Daily Traffic (ADT) at Cumberland River, 25,000 ADT near Old Hydes Ferry Pike (project ADT was based on ultimate development scenarios, which included development within Bells Bend); 45 feet of right-of-way (from centerline) would need to be reserved to accommodate this right-of-way.

## Demographic Quickfacts

Demographic information is presented in Table 2 to the right. The area to which these facts apply is comprised of 2000 U.S. Census Block Groups for which data were readily available. In this case, the Census Tract is larger than the Scottsboro/Bells Bend study area, but contains the study area and is more representative of the study area's demographics than the quickfacts presented in the community plan for the entire Bordeaux-Whites Creek Community. The area covered by the quickfacts compared to the study area is shown in Figure 12: "U.S. Census Tract 131 Map" on the following page.



Community Stakeholders at Meeting,  
Scottsboro Community Club

**Table 2:**  
**Demographic Quickfacts**

SubAreas/Communities	QuickFacts	Davidson County		Bells Bend - Scottsboro		
		#	%	#	%	
<b>Population</b>	Total	569,891	n/a	1,763	n/a	
	Household Population	545,686	95.8%	1,763	100.0%	
	Group Quarters Population	24,205	4.2%	0	0.0%	
	Institutionalized Population	10,343	1.8%	0	0.0%	
	Population Estimate, 2006	619,771	n/a	2,118	n/a	
	Population Change, 2000 - 2006	49,880	8.8%	355	20.1%	
	Population Density (persons/acre)	1.69	n/a	0.1	n/a	
	Average Household Size	2.30	n/a	2.58	n/a	
	Male	275,530	48.3%	888	50.4%	
	Female	294,361	51.7%	875	49.6%	
<b>Families</b>	Total	139,234	58.6%	513	n/a	
	Married Couple Families with Children	41,006	29.5%	181	35.3%	
	Single Parent Families with Children	23,874	17.1%	31	6.0%	
	Female Householder with Children	19,985	14.4%	31	6.0%	
<b>Race</b>	White	382,008	67.0%	1,489	84.5%	
	Black or African American	147,862	27.1%	176	10.0%	
	American Indian/ Alaska Native	1,978	0.3%	0	0.0%	
	Asian	11,691	2.1%	47	2.7%	
	Native Hawaiian or Pacific Islander	400	0.1%	0	0.0%	
	Other Race	13,535	2.4%	0	0.0%	
	Two or More Races	12,417	2.2%	51	2.9%	
<b>Ethnicity</b>	Hispanic or Latino	25,597	4.5%	0	0.0%	
	<b>Age</b>	Less than 18	126,409	22.2%	365	20.7%
		18-64	379,939	66.7%	1,176	66.7%
	Greater than 64	63,543	11.2%	222	12.6%	
<b>Housing Units</b>	Total	252,977	n/a	729	n/a	
	Owner Occupied	131,384	55.3%	569	83.3%	
	Renter Occupied	106,021	44.7%	114	16.7%	
	Occupied	237,405	93.8%	683	93.7%	
	Vacant	15,572	6.2%	46	6.3%	
<b>Travel</b>	Mean Travel Time to Work (min)	22.2	n/a	24.1	n/a	
	Workers	285,980	n/a	917	n/a	
	Drove Alone	225,060	78.7%	836	91.2%	
	Carpooled	38,111	13.3%	30	3.3%	
	Public Transportation	5,038	1.8%	0	0.0%	
	Walked or Worked from Home	15,546	5.4%	51	6.1%	
	Other	2,225	0.8%	0	0.0%	
<b>Income</b>	Median Household Income	\$39,797	n/a	n/a	n/a	
	Per Capita Income	\$22,684	n/a	\$23,069	n/a	
<b>Education</b>	Population 25 years and over	377,734	n/a	1,192	n/a	
	Less than 9th grade	20,486	5.4%	119	10.0%	
	9th to 12th grade, No Diploma	48,152	12.7%	188	15.8%	
	High School Graduate (includes equivalency)	94,268	25.0%	376	31.5%	
	Some College, No Degree	81,327	21.5%	199	16.7%	
	Associate Degree	18,356	4.9%	40	3.4%	
	Bachelor's Degree	75,948	20.1%	161	13.5%	
Graduate or Professional Degree	39,197	10.4%	109	9.1%		
<b>Employment</b>	Population 16 Years and Over	456,655	n/a	1,459	n/a	
	In Labor Force	307,653	n/a	965	66.1%	
	Civilian Labor Force	307,250	99.9%	965	100.0%	
	Employed	291,283	94.7%	930	96.4%	
	Unemployed (actively seeking employment)	15,967	5.2%	35	3.6%	
	Armed Forces	403	0.1%	0	0.0%	
	Not in Labor Force	149,002	32.6%	494	33.9%	

Data Sources: Census 2000. Metro Planning Department 2006 Population Estimates.



# Exploring Alternatives and Designing a Solution

After researching the Scottsboro/Bells Bend community through an in-depth study of existing and past conditions of the area and meeting with area stakeholders, Planning Department staff began the second phase of plan development: exploring alternatives for preservation and growth. Planning staff began by focusing on community character elements that should be preserved - steep slopes, ridgetops, viewsheds, floodways/floodplains, wetlands, wildlife corridors, woodlands, historical/archeological sites and active farmland. Following that, Planning staff created conceptual land use plans, focusing on the preservation of these natural and historic features of the community.

Planning staff used the comments and discussion from the January 17<sup>th</sup> Visioning Workshop, as well as additional stakeholder comments, to develop a Concept Plan that provides a graphic representation of a Vision for rural preservation and limited growth and shapes that vision into a Detailed Land Use Policy Plan.

## **How to Use this Detailed Design Plan**

The purpose of this Detailed Design Plan (DDP) is to outline comprehensive and integrated planning solutions intended to achieve the Vision and Guiding Principles of the Plan.

The creation of community involves the interaction of many elements, including land use, community character (the relationship of buildings to roads and open space), public services and facilities, and infrastructure, all coordinated to achieve the vision for preservation and growth. Great places are established where those elements are balanced and supportive of each other. In other words, the land use pattern is supported by the scale, character and massing of the buildings; the buildings and landscape form a sense of place; the transportation systems support and enhance the development framework; public services, facilities, and civic activities are provided at the level necessary to serve the community demands; and parks, greenways, natural features and other elements are present to provide a supportive foundation for the level of development expected of the place.

Within this balanced and inter-related environment, neighborhoods and community centers function within the larger context of regional forces and networks. Of particular note are regional economic, open space, environmental, and transportation networks.

DDPs are used in the same way as the Community Plan. The community, private developers, the Planning Department, the Planning Commission, and Metro Council use the plan as a starting point to discuss public and private investment in the area, including proposed zone changes, subdivisions and public investments (including roads). Once adopted, the DDP serves as the primary guide for the community's character. In the section below, any topic that is **bolded** is a section of the DDP that the reader can refer to for more information.

In creating the DDP, initial conversations with the community established the direction of the plan, described through specific goals and an overall **Vision Statement** and **Concept Plan** for the Scottsboro/Bells Bend community that can be achieved by following the plan. To consider all the elements of the community, goals and objectives are outlined in the **Goals and Objectives** section. By stating goals and objectives, the community sets priorities to guide community character, such as preserving natural features, considering the importance of productive farmland, the role of parks, and various types of residential -- from large lots with acreage to smaller lots around the Village Center.

The main product of the DDP is the **Detailed Land Use Policy Plan**. The Detailed Land Use Policy Plan summarizes which land uses are allowed in which parts of the community and describes their respective characteristics. The Detailed Land Use Policy Plan provides detailed guidance for future zoning and design to achieve the vision of the community.

Once officially adopted, development requests within the DDP should be accompanied by a site plan such as a planned unit development, urban design overlay, or a specific plan zoning district, to ensure that the community vision is achieved. Future zone change and subdivision requests will be measured for their conformance with the DDP.

## **Plan Intent**

The Scottsboro/Bells Bend Detailed Design Plan (DDP) is a supplement to the *Bordeaux-Whites Creek Community Plan*. The DDP's intent is to encourage preservation of the natural and rural character of the area. Some development is possible, however. Therefore, property owners and developers interested in working in the Scottsboro/Bells Bend area are encouraged to follow this plan in determining the appropriate location and form of all future development. When development proposals are submitted for property within the study area, the proposals will be evaluated for conformance with the DDP's provisions and the overall intent. Development proposals that do not meet the exact provisions of the DDP may be permitted if the development demonstrates consistency with the overall intent of the DDP.



From Land Use Policy Plan . . .

**Figure 13:**  
**Interpreting the Maps**



To Concept Plan . . .



To Detailed Land Use Policy Plan . . .

## Interpreting the Maps

The Detailed Design Plan (DDP) includes two maps, the Concept Plan and the Detailed Land Use Policy Plan. An example of the progression from general to specific maps is shown above in Figure 13. This demonstrates the steps involved in refining the land use policy to achieve the guiding principles.

Figure 14: “Concept Plan Map” on page 22 provides the grand vision for the Scottsboro/Bells Bend community. The “Concept Plan Map” contains the vision for features that should be preserved and how current land uses should transition, over time, into the land uses envisioned by the community. Although the *Bordeaux-Whites Creek Community Plan* is designed as a seven to ten year plan, the Concept Plan for the Scottsboro/Bells Bend study area is a much longer range plan and may not be fully realized in the next seven to ten years.

The “Land Use Policy Plan Map”, which was developed during the *Bordeaux-Whites Creek Community Plan Update* process in 2003, displays the broad level land use policies. Recall that the land use policies guide decisions on the future use of land within the DDP. While not displayed in this document, the Land Use Policy Plan is the main product of the *Bordeaux-Whites Creek Community Plan* and is the basis for developing the more detailed land use policies.

Figure 17: “Detailed Land Use Policy Map,” shown on page 30 and created during the DDP process, further refines the “Land Use Policy Plan Map” to more specific land uses, types and intensities of development and patterns of preservation within the study area. This map describes “what” should be preserved and “what” can be developed.

## A Vision of Rural Character

This section begins with the Vision Statement and Concept Plan for the Scottsboro/Bells Bend study area. The Concept Plan is a broad graphic representation of the community's vision, blended with sound planning principles, and outlines the appropriate location of particular land uses.

### The Vision for Scottsboro/Bells Bend

Scottsboro/Bells Bend is a rural area with a variety of stakeholders. Its stakeholders have identified the rural character of the Scottsboro/Bells Bend area as a valuable attribute of Nashville/Davidson County, which should be preserved. Stakeholders have also identified the rural character as an attribute that makes the area attractive for investment by private property owners.

During the Detailed Design Planning process, stakeholders have identified basic qualities which define the rural character of the Scottsboro/Bells Bend study area, and which they wish to preserve:

- Natural Resources / Natural Landscape
- Abundant Wildlife
- Greenspace / Open Space
- Outdoor Recreational Opportunities
- Peace and Quiet / Privacy
- Sustainable Resource Use / Sustainable Agriculture
- Low Population Density
- Private Property Rights (in this case meaning that people want to decide for themselves whether to conserve their land or what types of uses they would like to see occur on their property)

While these values have some common underpinnings, in other ways the values compete with each other. A question that often arises is “to what extent are these features/qualities preserved?” Some stakeholders realize their property's value through conservation while some realize that value through development. It is the goal of the Scottsboro/Bells Bend DDP to “balance” these values with a vision for preservation and the future growth of the Scottsboro/Bells Bend community.

### Vision of Preservation

A majority of stakeholders have a vision of preservation to maintain Scottsboro/Bells Bend's natural and rural character. Residents prefer the rural character as defined by the area's agricultural heritage; its forests, hills and waterways; and the

low density development pattern that is distinctly different from urban areas in Nashville/Davidson County. Many residents appreciate the stewardship involved in keeping their land in a natural state.

### Vision of Development

Property rights and the ability to develop private property have also been discussed during the planning process. Some stakeholders, a minority of stakeholders but representing a sizeable portion of land in Bells Bend, recognize the uniqueness of the Scottsboro/Bells Bend area, but as property owners would like to realize some monetary value from their property investment, while preserving significant environmental features. Some residents and other stakeholders envision their land being developed in a way that will provide them with future financial security. The preservation of large areas of contiguous acres of land may not be feasible for all stakeholders within the Scottsboro/Bells Bend community.

### Balancing the Visions

It is the goal of this DDP to balance both these visions by preserving the rural character of the majority of the Scottsboro/Bells Bend area while allowing limited development opportunities in appropriate areas. Figure 14: “Concept Plan Map” on the following page illustrates how these visions are balanced.



One of Many Wooded Hillsides in the Study Area, Scottsboro

## Concept Plan

At the February 11, 2008 community meeting, planners presented a Draft Concept Plan to the community that provided a vision for the Scottsboro/Bells Bend community based on what planners have heard from the community stakeholders blended with sound planning principles.

Figure 14: “Concept Plan Map” shows the focus on preservation of natural features. The light green color represents Natural Conservation areas with sensitive environmental features, such as ridgetops, steep slopes, waterways, floodplains, wetlands, and mature stands of trees. The brighter green color represents the community’s two parks: Beaman Park and Bells Bend Park. These comprise the majority of the study area.

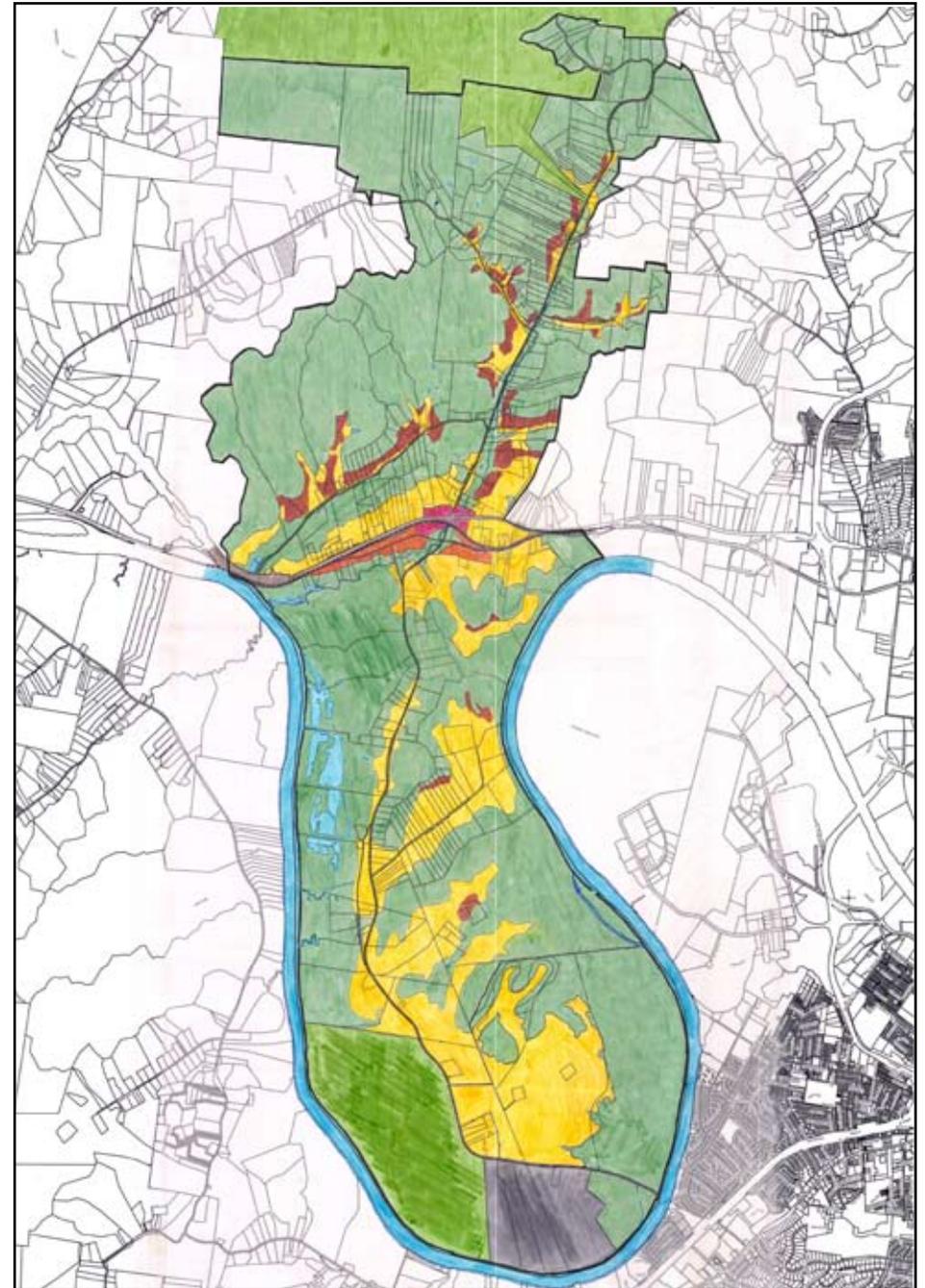
The yellow color represents Rural Residential areas that are more suitable for residential uses and larger-scale farming. Part of these areas, however, is shaded in brown to call attention to the potential presence of unstable soils.

At the intersection of Ashland City Highway and Old Hickory Boulevard is a Village Center. Currently the main business located there is Lewis Country Store, but the community envisions additional uses such as a restaurant, coffee shop, music venue and farmers market to complement the area’s rural character.

Surrounding the Village Center is a Village Residential area, shown in orange. The area already is comprised of smaller lots and could, over time, offer a limited range of housing choices to complement the Village Center.

The area shaded in gray is the current Harpeth Valley Utility District.

**Figure 14: Concept Plan Map**



## Goals and Objectives

The Scottsboro/Bells Bend Detailed Design Plan (DDP) is an integrated systems approach to planning, which provides strategies for land uses proposed in the study area and the systems that support them, such as open space and transportation. Each land use policy (Open Space, Natural Conservation, Rural Residential, Village Residential and Village Center) should be appropriately matched with its supportive system (bicycle and pedestrian system, vehicular transportation system, etc.) in order to preserve, enhance or create the envisioned character in the Scottsboro/Bells Bend community. By looking at the community in its entirety, it is possible to understand the historic, scenic, natural features and built environment of the area, evaluate the existing land use and supportive systems, and provide recommendations for areas that should be preserved and areas where future growth is appropriate. The following are the Goals and Objectives that provide future direction.

### Open Space

**Goal 1: To enhance existing parks and preserve open space throughout the Scottsboro/Bells Bend community.**

Objectives:

- 1.1 Improve Beaman Park and Bells Bend Park according to the Metro Parks Master Plan.
- 1.2 Encourage recreational connections between Beaman Park and Bells Bend Park through the creation of a multi-use path along Old Hickory Boulevard.



Bells Bend Park Entrance, Bells Bend



- 1.3 Encourage recreational activities in appropriate locations within and between the Parks.
- 1.4 Encourage a wildlife corridor connecting Beaman Park and Bells Bend Park that would serve not only to preserve wildlife, but would also offer opportunities for experiencing and learning about nature. Note: This would involve preservation of portions of private property and would likely be a private property owner-led effort. Potential locations could be along the ridgelines or in the western portion of the study area.
- 1.5 Explore the creation of parks and preservation of open space in areas of new developments as they occur to add to the overall amount of the Scottsboro/Bells Bend area permanently preserved.

**Goal 2: To preserve Natural Conservation Areas – areas with environmentally sensitive features – throughout the Scottsboro/Bells Bend community.**

By preserving open space in a primarily natural state, these areas contribute to the rural character of the overall community. Preservation of these areas largely falls to three types of tools: policy (Objectives 2.1 to 2.3), regulatory (Objectives 2.4 and 2.5) and private property owner choices (Objectives 2.6 to 2.8).

Objectives:

- 2.1 Preserve environmentally sensitive features through the use of land use policy. Environmentally sensitive features to be preserved include, but are not limited to:

- a. Ridgelines
  - b. Viewsheds
  - c. Watersheds and Waterways
  - d. Woodlands
  - e. Floodways and Floodplains
  - f. Unstable Soils
  - g. Steep Slopes
  - h. Rare Species
  - i. Wildlife Corridors
- 2.2 Preserve historic sites, burial sites and cemeteries by designing site plans that avoid these sensitive features.
- 2.3 Encourage recreational activities, such as hiking, horseback riding, and canoeing, in appropriate locations within Natural Conservation Areas.
- 2.4 Preserve environmentally sensitive features through the use of regulatory tools in the zoning code and subdivision regulations. Environmentally sensitive features with specific regulatory protections include:
- a. Floodways and Floodplains
  - b. Unstable Soils
  - c. Steep Slopes
  - d. Rare Species
  - e. Mature Trees
- 2.5 Explore creating a Transfer/Purchase of Development Rights Program to preserve environmentally sensitive features, agricultural lands or historic

sites by allowing the owners of these sites to sell a portion or all of their individual development rights. This program can provide a financially feasible option to private property owners who wish to realize the value in their property, while relieving development pressure from those same areas that are desired to be preserved.

- 2.6 Encourage the use of voluntary Conservation Easements by private property owners as a way to permanently preserve privately-held areas of open space or other unique environmental features.
- 2.7 Explore the creation of a “Land Bank” – funding that could be used to offset the cost of conservation easements, purchase development rights or purchase land outright, all with the goal of preserving open space.
- 2.8 Encourage the conservation/preservation of woodlands to preserve habitat and the natural/rural character of the area. This could be accomplished through conservation easements, or by following best management practices for timber harvesting and Forest Stewardship Council sustainable practices.

## Historic and Archeological Resources

**Goal 1: To preserve historic and archeological resources throughout the community, recognizing their historic value as contributing to the rural character and uniqueness of the area.**

Objectives:

- 1.1 Preserve historic sites, burial sites and cemeteries by designing site plans to avoid these sensitive features.
- 1.2 Partner with state professional archeological societies and local universities to identify archeological sites within the study area.
- 1.3 Require an archeological survey to accompany any rezoning or subdivision application, as there have been significant archeological and historical resources documented in the area.
- 1.4 Continue work with the Metro Historical Commission to identify historically significant buildings and structures as well as historically significant districts and landscapes and seek National Register of Historic Places status for those sites that are eligible.
- 1.5 Encourage voluntary Conservation Easements by private property owners on land surrounding historic and archeological sites as a tool to protect these features and permanently preserve land.



Wildflowers in Long Branch Hollow, Scottsboro

## Farmland

**Goal 1: To preserve farmland throughout the community, recognizing its value as contributing to the history of the community, contributing 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.**

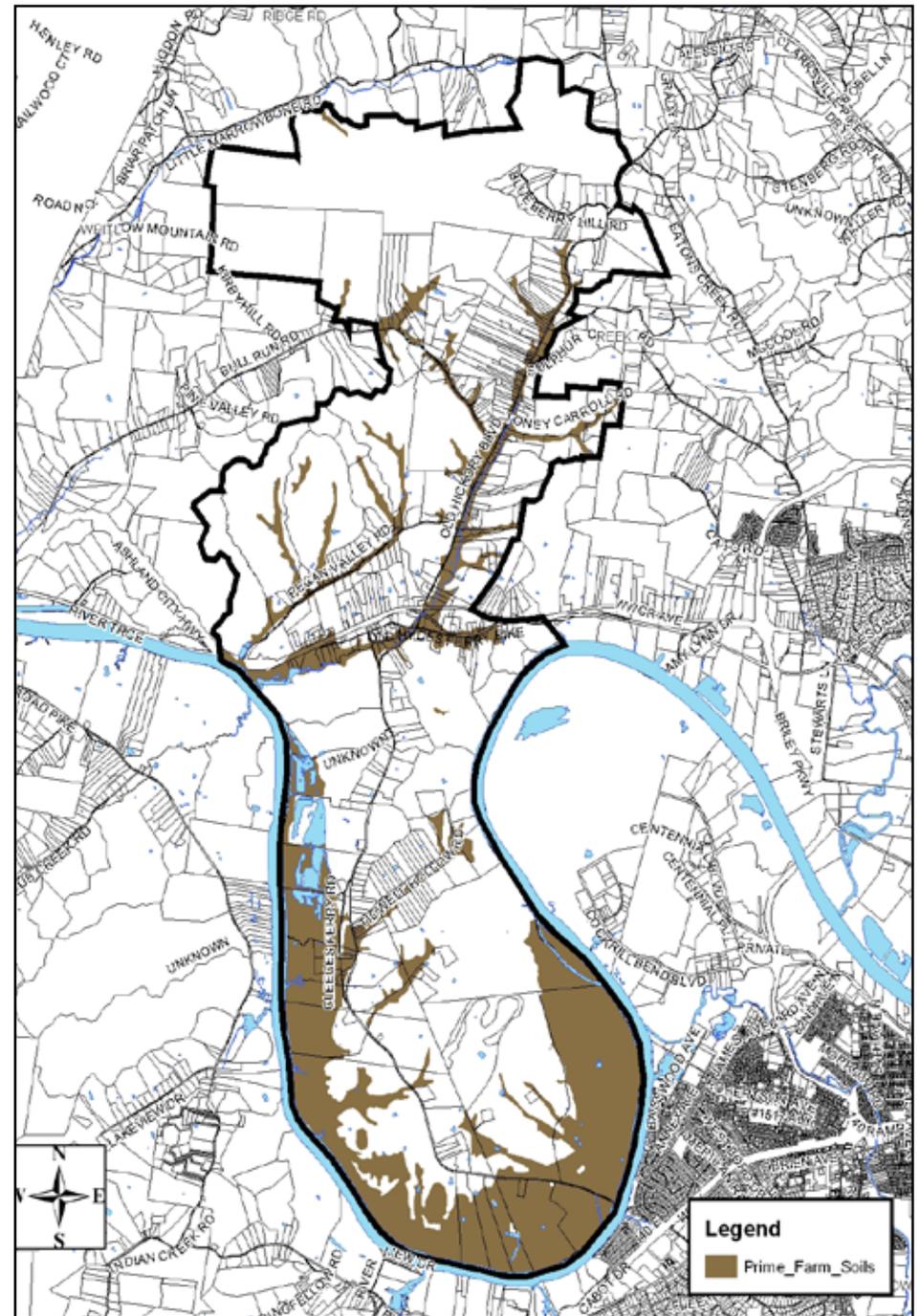
### Objectives:

- 1.1 Promote farming by including it as a land use option in both Natural Conservation and Rural Residential Areas.
- 1.2 Promote farming by including it as a land use option across zoning districts. This would allow for various types and scales of farming.
- 1.3 Work with the Tennessee Department of Agriculture and other state agricultural organizations to take advantage of programs, resources, and grants that promote agriculture and agricultural economic development opportunities.
- 1.4 Encourage the preservation of working farms through the use of federal programs such as the Farm and Ranch Land Protection Program and the Century Farm designation. More information about this program can be found at: [www.nrcs.usda.gov/programs/frpp](http://www.nrcs.usda.gov/programs/frpp).
- 1.5 Seek recognition as a Tennessee Century Farm for those farms that meet the requirements of this designation. Additional information is available at: [histpres.mtsu.edu/centfarms/index.html](http://histpres.mtsu.edu/centfarms/index.html)
- 1.6 Encourage the use of voluntary Conservation Easements by private property owners as a way to permanently preserve farmland.
- 1.7 Continue to research economically-viable agricultural trends such as agritourism, community supported agriculture (CSAs) and organic farming to strengthen and diversify farming operations in the study area.



Farmland Along Old Hickory Boulevard, Bells Bend

Figure 15: Prime Farm Soils



## Rural Residential Areas

**Goal 1: To preserve the rural character of the area while allowing limited residential development opportunities.**

Objectives:

- 1.1 Encourage maintenance of the existing development pattern of primarily single-family dwellings and agricultural accessory buildings on large lots.
- 1.2 Permit new housing in the form of single-family and two-family dwellings with agricultural accessory buildings as needed.
- 1.3 Preserve environmental features through low impact development patterns. For example, grouping homes to avoid areas with environmentally sensitive features such as:
  - a. Ridgelines
  - b. Viewsheds
  - c. Watersheds and Waterways
  - d. Woodlands
  - e. Floodways and Floodplains
  - f. Unstable Soils
  - g. Steep Slopes
  - h. Rare Species
  - i. Wildlife Corridors
- 1.4 Encourage any new residential development to be low-impact and to preserve environmental features while enhancing the rural residential character. Residential development can be designed to be low-impact with regard to access, block length, building placement (setbacks and spacing), density, landscaping, connectivity (vehicular, pedestrian, bicycle), lighting, and building type.
- 1.5. Preserve historic sites, archeological burial sites and cemeteries by designing site plans to avoid these sensitive features.



Houses in Rural Residential Areas, Scottsboro/Bells Bend



## Village Center

**Goal 1: To create a pedestrian-friendly, mixed use, rural center that serves as the hub for daily gathering and activity for people who live in or visit the Village Residential Area and the surrounding Scottsboro/Bells Bend community.**

### Objectives:

- 1.1 Encourage small, neighborhood-scaled mixed use development/businesses as well as businesses geared toward complementary recreational land uses.
- 1.2 Encourage the location of civic and public benefit activities in the Village Center at prominent locations.
- 1.3 Create a pedestrian-friendly mixed use center where visitors may park once and walk to multiple uses, and residents within a ten minute drive of the Village Center may find services that meet their daily needs.
- 1.4 Encourage the re-use of the former Wade School for commercial, office, or civic/public benefit uses. A residential use may also be considered on its merits.
- 1.5 Encourage mixed use development that complements the rural character with regard to access, block length, building placement (setbacks and spacing), density, landscaping, connectivity (vehicular, pedestrian, bicycle), lighting, signage and building type.
- 1.6 Encourage the use of the 0.6 acres of vacant land located on the southwest corner of Ashland City Highway and Old Hickory Boulevard, as a Village Gateway or open space to enhance the Village Center.
- 1.7 Encourage the use of pedestrian crosswalks, signage and medians, and other measures to make the area safe and comfortable for pedestrians, at the prominent intersection of Old Hickory Boulevard and Ashland City Highway to enhance connectivity within the Village Center.
- 1.8 Preserve the mobility function of Ashland City Highway and Old Hickory Boulevard by consolidating and limiting the creation of access points.



Former Wade School, Scottsboro



Village Center: Woodstock, Vermont

## Village Residential Area

**Goal 1: To create a residential area that complements and supports the Village Center, that also provides housing choice for residents of the Scottsboro/Bells Bend community.**

Objectives:

- 1.1 Encourage residential development that complements the more intense Village Center, while maintaining its rural character in terms of access, block length, building placement (setbacks and spacing), density, landscaping, connectivity (vehicular, pedestrian, bicycle), lighting, and building type.
- 1.2 Permit new housing in the form of single-family and two-family dwelling options as well as accessory units and cottages that offer a range of housing options in proximity to the Village Center.
- 1.3 Encourage the recognition of historic landmarks in the Village Residential Area, such as the Scottsboro Community Club.



Scottsboro Community Club, Scottsboro

## Rural Corridors

**Goal 1: To preserve existing rural corridors and, when appropriate, create new rural roads and/or corridors that maintain the rural character that currently exists in the Scottsboro/Bells Bend study area.**

Objectives:

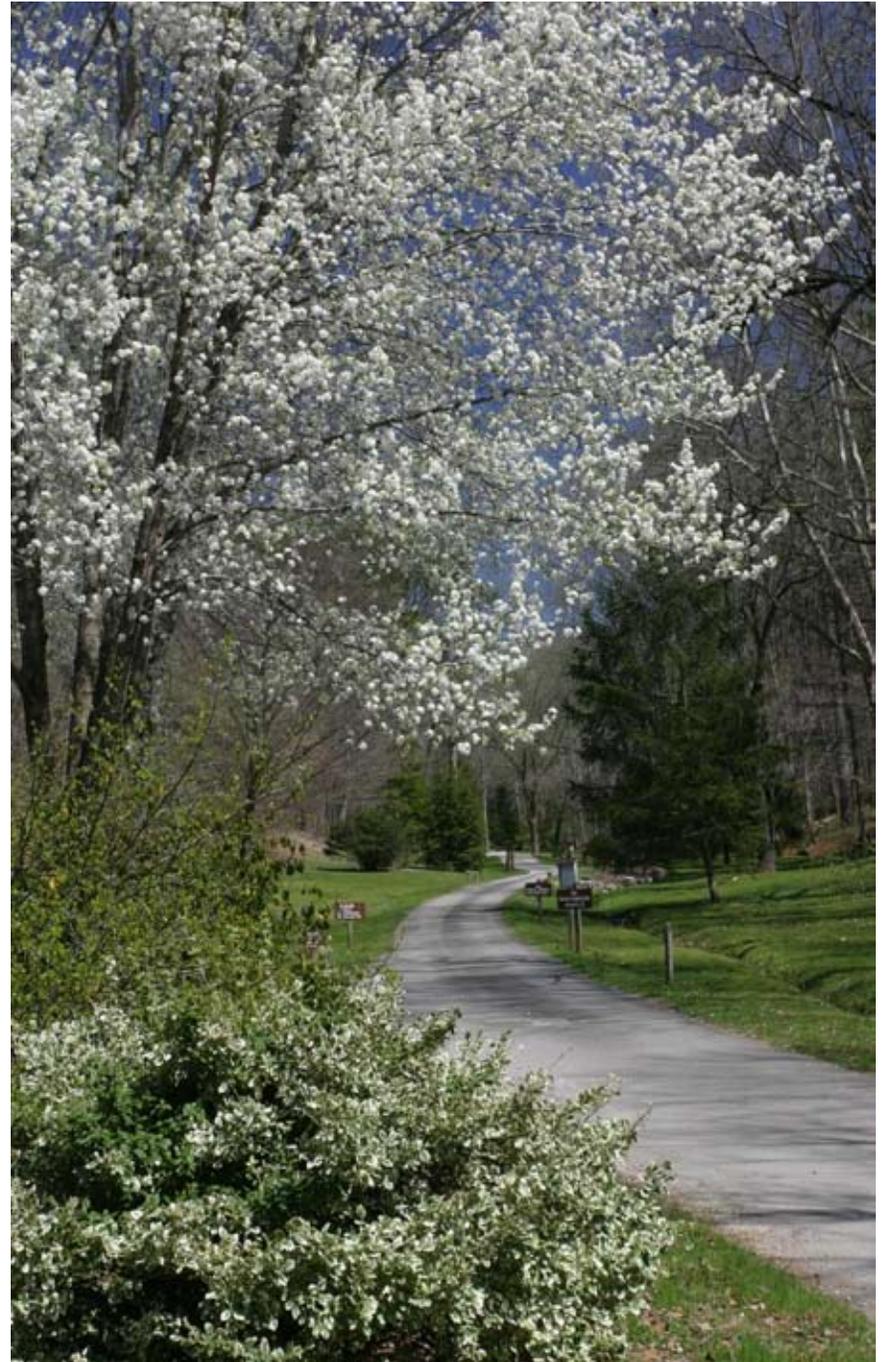
- 1.1 Preserve environmental features found along prominent rural corridors through the use of policy, regulatory tools and, if possible, private property choices such as conservation easements. Environmentally sensitive features to be preserved include, but are not limited to:
  - a. Ridgelines
  - b. Viewsheds
  - c. Watersheds and Waterways
  - d. Woodlands
  - e. Floodways and Floodplains
  - f. Unstable Soils
  - g. Steep Slopes
  - h. Rare Species
  - i. Wildlife Corridors
- 1.2 Maintain existing prominent rural corridors. When creating any new rural roads, create roads that complement the rural character of existing rural corridors by using a two-lane rural cross section with swale and reflective striping and signage for safety. Where appropriate, multi-use paths may also be included in roadway design.
- 1.3 Structures along the corridor should contribute to the rural character of the corridor with irregular setbacks from the road that follow the environmental constraints of the land, not an established setback. Spacing and orientation of homes should also follow the environmental constraints of the land, including preserving open space and viewsheds.
- 1.4 Provide pedestrian and bike paths by either on-road or multi-use paths where appropriate on prominent rural corridors such as Old Hickory Boulevard and Ashland City Highway.
- 1.5 Encourage the use of pedestrian crosswalks, signage, medians and other pedestrian-friendly enhancements at the prominent intersection of Old Hickory Boulevard and Ashland City Highway to enhance connectivity within the Village Center.
- 1.6 Preserve the mobility function of Ashland City Highway and Old Hickory Boulevard by consolidating and limiting the creation of access points.



Blueberry Hill Road, Scottsboro



Old Hickory Boulevard, Bells Bend



Example of Country Road

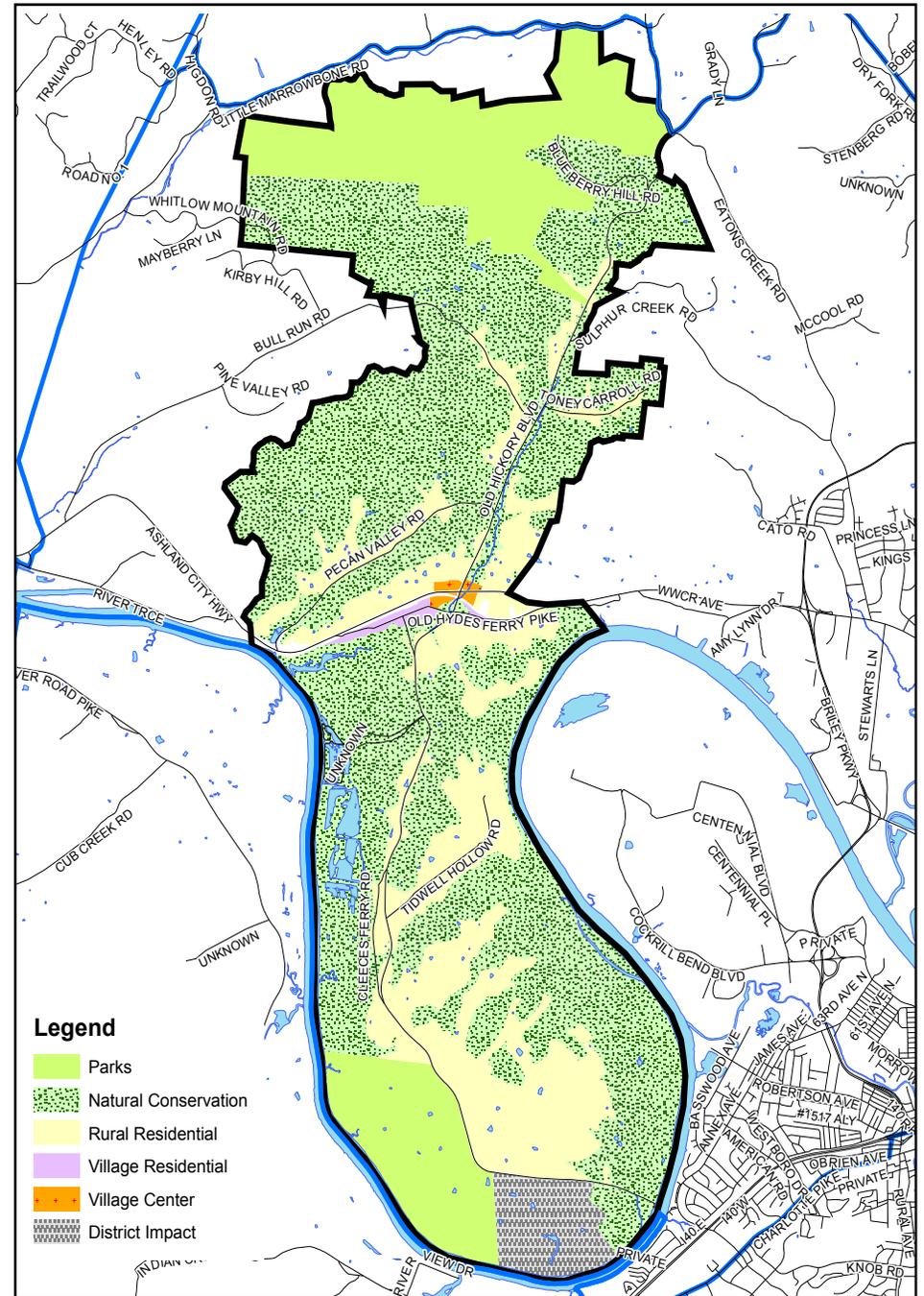
## DETAILED LAND USE POLICY MAP AND POLICY DESCRIPTIONS

On March 25, 2008, Planning Department staff presented a Draft Detailed Land Use Policy Map to the community that built upon the vision and ideas expressed in the Concept Plan. This section provides descriptions of the Detailed Land Use Policies and Special Policies that accompany Figure 16: “Detailed Land Use Policy Plan Map.” The Detailed Land Use Policies take the Concept Plan to the next level of detail by addressing land uses, community character, preservation and development, as well as some elements of site and building design.



Spring Trees in Long Branch Hollow, Scottsboro

Figure 16: Detailed Land Use Policy Map



## NATURAL CONSERVATION AREAS

The largest policy category proposed on the Detailed Land Use Plan is Natural Conservation, which focuses on preserving the area's steep slopes, ridgetops, unstable soils, floodplains/floodways, woodlands and other environmentally sensitive features. This policy is proposed for almost 60 percent of the study area.

### Policy Intent

Natural Conservation policy is designed for mostly undeveloped areas characterized by the widespread presence of steeply sloping terrain, unstable soils, trees, floodplains or other sensitive environmental features that are constraints to development at urban or suburban intensities. Natural Conservation areas are intended to be natural or rural in character, with very low intensity development to preserve these environmental features. In addition to the Natural Conservation policy, supplementary special policies have been applied through the planning process to address concerns unique to sites with environmentally sensitive features.

In Natural Conservation areas, land is generally kept in a natural state; any development is minimal. This is important not only to protect water quality, and minimize infrastructure and public service costs, but also to preserve the unique environmental diversity of Nashville/Davidson County. This diversity is among the many assets important to the city's continued healthy economy and overall sustainability.

While the Nashville/Davidson County General Plan calls for preservation of environmental features, and the community often values preservation of environmental features, preservation is not always possible if the property owner cannot achieve some monetary value from their property. Therefore, communities must be open to allowing property owners to realize some value for their property. That can be achieved through a variety of tools. Agencies at all levels of government, non-profit entities, and the private sector should cooperate to develop and use innovative regulatory and incentive-based tools, such as conservation easements, land trusts and Transfer of Development Rights (TDR) programs. These tools help to facilitate the preservation of environmentally sensitive land features and their use as assets to the community while allowing property owners to realize some value for their property.

### General Characteristics

Natural Conservation areas vary widely in the specific constraints they present to development. In Nashville/Davidson County, the bulk of environmentally constrained land falls under two categories: steep slopes and floodplains, which

may contain prime farmland. Often, other environmentally sensitive features such as wetlands and unstable or other problem soils are associated with these two categories. In rural areas, the primary environmentally sensitive features are steep slopes and floodplain/floodway areas.

Development within Natural Conservation areas may vary in some respects from the character of their surroundings. For example, residential development in Natural Conservation policy in rural areas may take the form of a grouping of homes that are spaced closely, relative to other development, and surrounded by a large amount of open space that contains environmentally sensitive features to be preserved. All development in Natural Conservation policy is required to follow all city, state and federal laws with regard to development on or around environmentally sensitive features.

Natural Conservation policy in the Scottsboro/Bells Bend study area calls for very low intensity development to preserve environmental features. Should low intensity development occur, specific environmentally sensitive features within the area require development guidelines to assist in their preservation. These areas have been identified as floodways and floodplains, steep slopes, major ridgelines, and viewsheds, all of which are defined below. More detailed development guidelines that address density, building form and character, access, buffering, sensitive soils, and viewsheds are described below, each with the goal of preserving these defined land and environmental features.



Historic Clay Pits, Bells Bend

#### Definition of Floodplain:

Floodplain means land area, including the floodway of any river, stream or watercourse, susceptible to being inundated by water as identified by 100-year floods. Refer to Figure 7: “Existing Waterways and Floodplain Map” on page 10.

#### Definition of Floodway:

The floodway means the channel of a stream that has current, direction and velocity to it during a flood, and in which debris may be carried. Refer to Figure 7: “Existing Waterways and Floodplain Map” on page 10.

#### Definition of Steep Slopes:

Steep slopes are those areas of land with slopes that are 20 percent or greater. This includes areas of steep hillsides and steeply sloping land leading to ridge tops and bluffs. Refer to Figure 6: “Existing Slopes Map” on page 10.

#### Definition of Major Ridgelines:

Ridgelines are points of higher ground that separate two adjacent streams, watersheds, or valleys. The major ridgelines consist of landforms greater than 570 feet in elevation. These areas are found north of Ashland City Highway surrounding Old Hickory Boulevard and south of Ashland City Highway generally to the east of Old Hickory Boulevard. These ridgelines have been mapped on Figure 17: “Viewshed Analysis Map” found on page 35.

#### Definition of Viewsheds:

Viewsheds are areas as viewed from a five-foot high line of site, identified from vantage points in designated areas along Ashland City Highway and Old Hickory Boulevard. These viewsheds have inherent scenic qualities and/or aesthetic values that are worth preserving as determined by the community and via topographical analysis. Viewsheds in the study area may feature the following:

- Environmentally sensitive features (major ridgelines, streams, wetlands, mature stands of trees)
- Sparsely developed contiguous acres of land and pastures
- Residential and agricultural buildings associated with residential and farming uses, placed in generous setbacks from Old Hickory Boulevard
- Publicly owned park land community facilities (Bells Bend and Bells Bend Nature Center)
- Publicly owned right-of-way (Old Hickory Boulevard and Ashland City Highway)
- Rural fence lines

Limited, sensitively-designed development can be accommodated without compromising the viewshed. Please refer to Figure 17: “Viewshed Analysis Map” on page 35.



Coble Wetlands, Bells Bend

#### Definition of Unstable Soils:

Unstable soils are typically associated with steep slopes or the bases of steep slopes. The study area is predominately Bodine-Sulfura along the ridgeline, with pockets of Dellrose along the slopes, and Newark soils in the floodplains. These soil types have been identified as problem soils and additional design provisions and engineering review are recommended. These soils are typically located within the mapped areas of steep slopes and floodplain areas. Refer to Figure 8: “Existing Problem Soils Map” on page 11.

#### Additional Identified Features:

Additional environmentally sensitive features have been identified in the study area. These features include bluffs, caves, blue line streams, wetlands, waterfalls, springs, areas with rare plants or wildlife, wildlife corridors, woodlands and Native American archeological sites. The removal or disruption of these features is highly discouraged; efforts should be made to preserve the features by designing sensitively around them.

#### **Appropriate Land Uses**

Due to their environmentally sensitive character, Natural Conservation areas are generally unsuitable for conventional suburban or urban development. In some cases, development of any kind is discouraged in Natural Conservation areas within the limits of property rights law, and alternative preservation approaches such as conservation easements or Transfer of Development Rights (TDR) are strongly encouraged. In other Natural Conservation areas, very low intensity residential and

civic/public benefit developments may be appropriate. Examples of low intensity civic/public benefit development include hiking trails, picnic shelters, equestrian centers, and nature centers that exemplify site-sensitive design. Agricultural uses may also be found in Natural Conservation areas, particularly those that minimize native vegetation removal on steep slopes and stream banks.

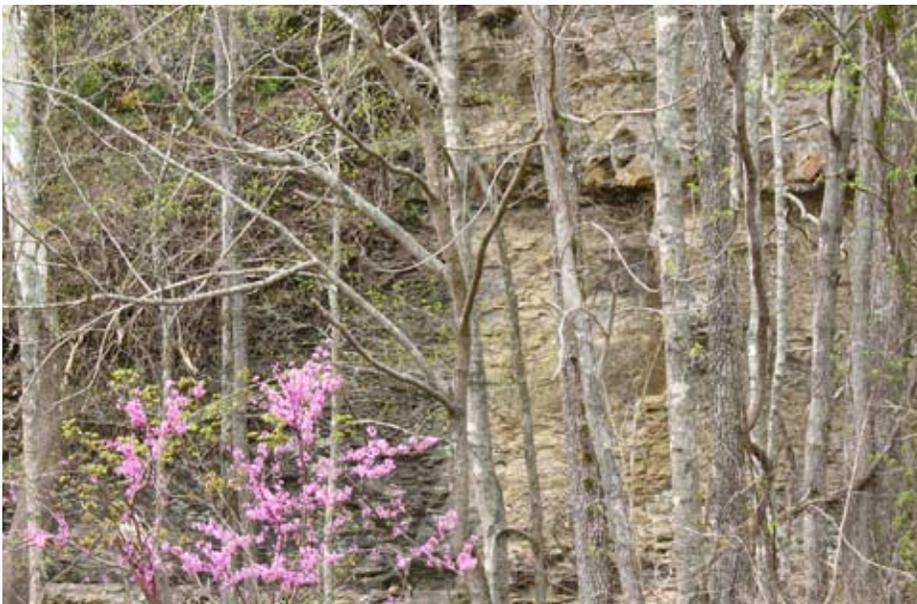
In the Scottsboro/Bells Bend study area land use options in Natural Conservation policy that meet “very low intensity development” include:

- Maintain the land in its natural state;
- Small-scale farming if the environmental constraints of the land allow;
- One dwelling unit per five acres if the environmental constraints of the land allow.

### Main Objectives

The main objectives with the Natural Conservation policy are:

- Preserve major ridgelines and viewsheds for the protection of natural wildlife corridors, vegetation, and scenic views.
- Preserve the floodplain/floodway for protection from flooding, protection of wildlife, vegetation and scenic views, and farmland preservation.
- Minimize the physical and aesthetic impacts of excessive grading of hillsides and slopes by promoting residential design that blends with the surrounding natural environment.



Northern Scottsboro Forest and Rock Formations, Scottsboro

### Design Principles and Development Guidelines

In order to preserve the major ridgelines, steep slopes, viewsheds, waterways, wetlands, floodplains, floodways, caves, archeological sites, plants and wildlife, the following is recommended:

1. **Access:** Access to a site is designed to provide minimum disruption to environmentally sensitive features. Access to development on steep slopes should be designed to follow the natural topography of the land with minimal impact to the land and should be limited to drives (driveways), shared/combined driveways and private access drives that terminate in locations where excessive grading and cut and fill are minimized. The construction or extension of local streets, particularly on the ridgeline, is discouraged.
2. **Archeological Features and Cemeteries:** The study area contains some archeological features and old private cemeteries. The locations of these features are protected. Prior to development, applicants should check with the Tennessee Department of Environment and Conservation to locate the features and design a site plan that ensures that these features are not harmed.
3. **Building Form:** Building form and massing are encouraged to be designed so that the building follows the natural contours of the land and minimizes disturbance of existing environmental features. The graphics, beginning on page 36, illustrate roofs oriented and pitched to align parallel to the horizontal contours of the land and building floor plans designed where the levels of the floor plan are built to step down with the natural slope of the land.
4. **Building Location:** Location of buildings and structures should be sensitive to the location of the environmental features mentioned above, including ridgelines, steep slopes, viewsheds, waterways, caves, wetlands, springs, waterfalls, archeological sites, rare plants, and wildlife. Care should be taken to avoid disturbing these as much as possible.
5. **Density:** This guideline recommends a maximum density of one dwelling unit per five acres. The exception to this is those lots, existing as of the adoption date of this plan, that are smaller than five acres. Density is secondary to the form of development and the extent to which sensitive environmental features are preserved. The density of development for the environmentally constrained portions of a site is lower than for the more developable portion of a site, to an extent that preserves the essential integrity of the natural landform and vegetation. The adequacy of the infrastructure (including, but not limited to, roads and sewers) and the feasibility of extending infrastructure are also considered.
6. **Development Arrangement:** Development is grouped on the site to

preserve the environmentally sensitive features. Lot configuration and right-of-way prioritize the preservation of environmentally sensitive features over consistency with surrounding lot and right-of-way patterns. Site specific vegetation, viewsheds and topography are used to determine where buildings are best located to minimize environmental disturbance. Context sensitive setbacks are determined to preserve scenic viewsheds, when to do so will not interfere with the need to observe site sensitive setbacks that preserve sensitive environmental features. Refer to Figure 18 beginning on page 36.

7. **Floodplain / Floodway:** Section 17.28.040 of the Metro Zoning Code restricts development on undeveloped property that is in the floodplain or floodway. A person “shall leave a minimum of fifty percent of the natural floodplain area, including all of the floodway area, or all of the floodway area plus fifty feet on each side of the waterway, whichever is greater, undisturbed and in its original, natural state. The preserved floodplain shall be adjacent to the floodway or, as otherwise approved by the zoning administrator or by the metropolitan planning commission if the property is the subject of a subdivision or rezoning application.”
  - a. The clearing of trees or brush within the undisturbed area shall be prohibited.
  - b. Development does not occur in floodways and is grouped elsewhere on the site, the site is consolidated with an adjacent property to produce a developable site, or development rights are transferred.
  - c. In order to maintain capacity of the floodplain, any fill done on a site in the floodplain is carefully balanced with cutting on another portion of the site.
  - d. When encountering a floodplain in greenfield areas, the majority of the natural floodplain area (including all of the floodway) is left in its undisturbed natural state. Clearing of trees and brush from this area is avoided.
  - e. Portions of the floodplain or waterway may be incorporated into private or public open space associated with parks, recreational, and civic/public benefit uses.
  - f. Low intensity land uses are developed in those portions of floodplains that are permitted to be disturbed, again keeping disturbance to a minimum.
  - g. Where a site containing floodplain also contains land that is outside the floodplain, development should be such that the buildings are grouped on the portion of the site that is not floodplain, leaving the floodplain for the creation of public or

private open space.

- h. In order to maintain water quality, facilitate flood control, and ensure public safety, the development potential for the flood prone portion of a site should be lower than it is for the developable portion of a site.
8. **Ridgelines:** Rooftops of any building or structure are encouraged to be below the defined ridgelines and/or to be buffered using mature stands of trees and native plants and vegetation.
9. **Sensitive Soils:** The study area is predominately Bodine-Sulfura soils along the ridgeline, with pockets of Dellrose soils along the slopes, and Newark soils in the floodplains. These soil types have been identified as problem soils and additional design provisions and engineering review are recommended when development is proposed.
10. **Steep Slopes:** Development is such that buildings are grouped on the portion of the lot with slopes less than 20 percent, leaving the remaining steep slope areas for the creation of public or private open space. Building footprints remain small and the form of the building is encouraged to be designed to fit the natural contours of the site. The development potential of the site may vary depending on the steepness of the slopes on the site and the accessibility to portions of the site that are level. Some areas may be level, but may not be accessible without disturbing steep slopes. The development density of these isolated level areas is therefore also kept low. Development potential for the steeply sloping portions of a site is lower than for more level portions of a site. In all cases, development potential is

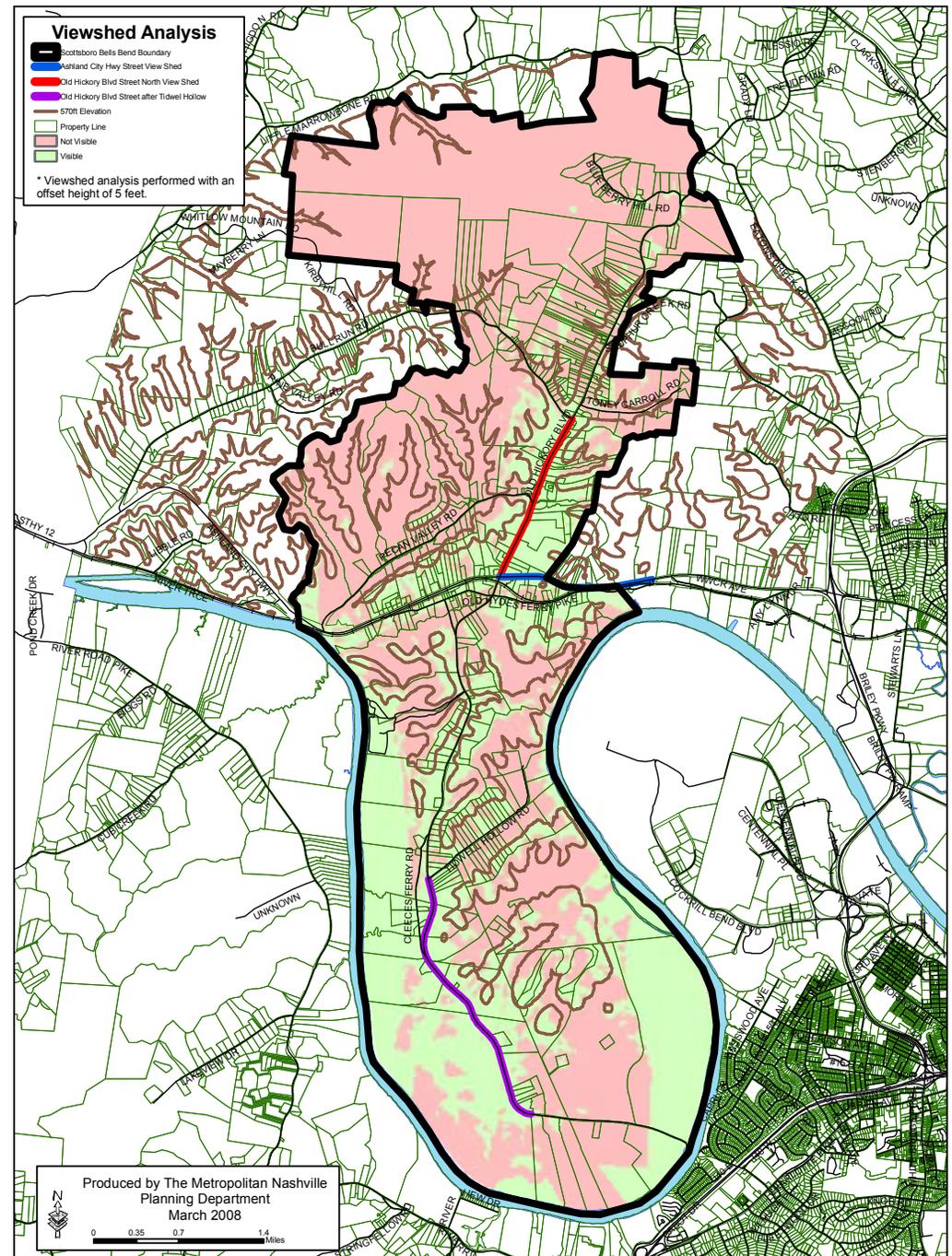


Wild Turkeys Along Pecan Valley Road, Scottsboro

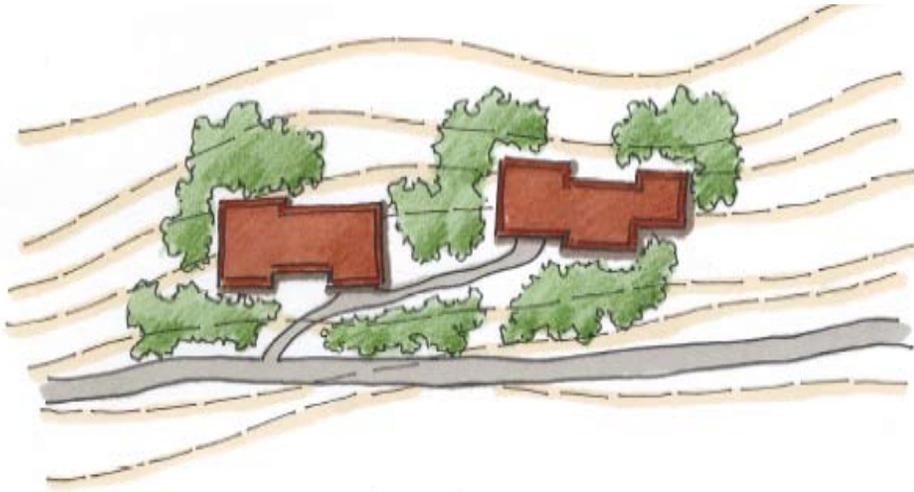
determined based on the ability of the proposed development to preserve the essential integrity of natural landforms and vegetation, including mature stands of trees which are essential for slope stabilization and water quality.

11. **Tree Preservation/Buffering:** Mature stands of trees (grouping of trees with similar characteristics that have reached their desired age and size for their use or species) on steep slopes and the ridgeline, exceeding eight inches in diameter, should be preserved to the highest extent possible in order to maintain slope stability and prevent unnecessary erosion. Mature stands of trees and native plants and vegetation should be used to help screen buildings from view within areas of the protected viewshed and the defined ridgeline. Mature stands of trees, along with native plants and vegetation, should also be used to act as sight and sound buffers along the ridges between open spaces and lower density development, while also serving as important areas for wildlife habitat. Best management practices for timber harvesting should also be applied in any removal of large trees.
12. **Viewsheds:** The viewsheds and the features contained within them should experience minimal impact from development of any kind. Development of any kind within identified viewsheds should have a massing/scale, placement and design that does not distract from the view of the identified features and the rural character that these features help to create. Figure 17: “Viewshed Analysis Map” was developed by analyzing ridgelines and prominent views found within the study area. The brown contour lines represent the 570 foot elevation that defines the major ridgelines in the study area. The green areas are areas viewed from a line of site that is five feet in height (representative of a person standing or riding in a car). Vantage points are taken from every vertex or “point” on the red, blue and purple lines that are found on portions of Old Hickory Boulevard and Ashland City Highway. The “lines” represent areas where a prominent viewshed exists and has been identified during site visits. The pink areas represent areas that cannot be seen from the site line (five feet in height) along the identified areas and vantage points; this is due to steep topography and woodlands.

Figure 17: Viewshed Analysis Map



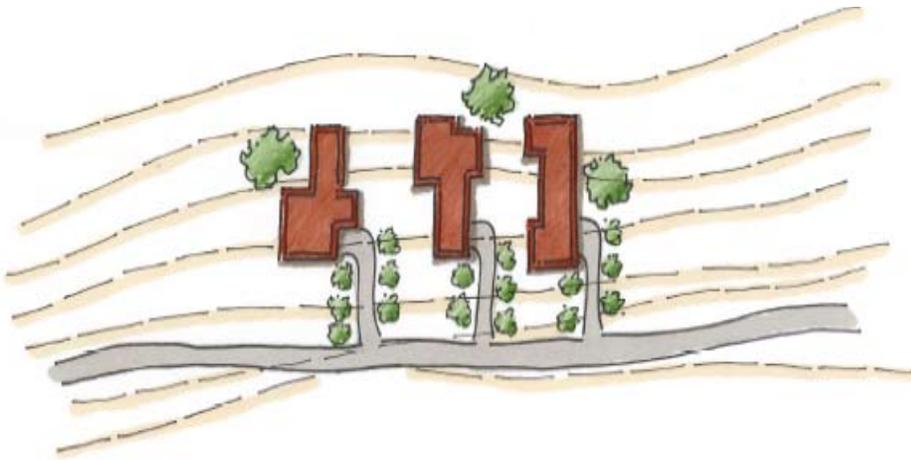
**Figure 18: Access, Building Form, and Building Character Graphics**



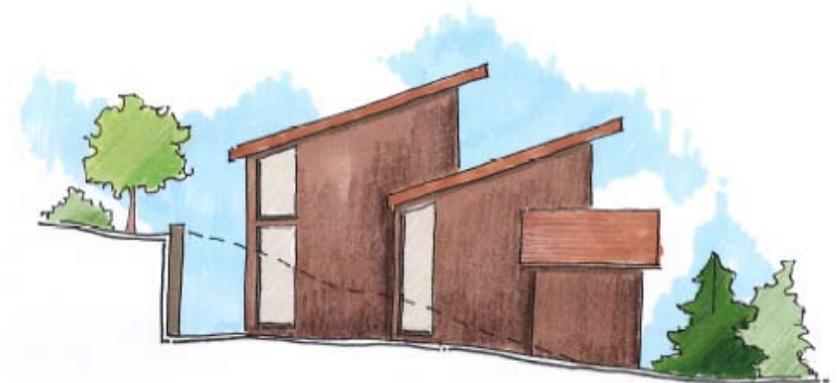
**Graphic 18.1 – Appropriate Siting of Access and Buildings:** Access to development on steep slopes should be designed to follow the natural topography of the land to minimize grading and fill for driveways and local access streets. Roofs should be oriented and pitched to align parallel to the horizontal contours of the land.



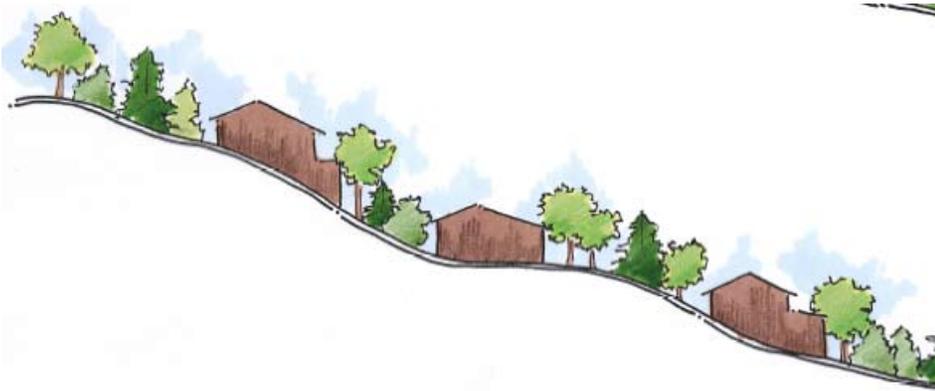
**Graphic 18.3 – Appropriate Design of Buildings:** Building floor plans should be designed utilizing the step down method, whereby the levels of the floor plan are built to step down with the natural slope of the land. Buildings should also remain between 1 to 2 stories in height and not protrude above the defined ridgeline.



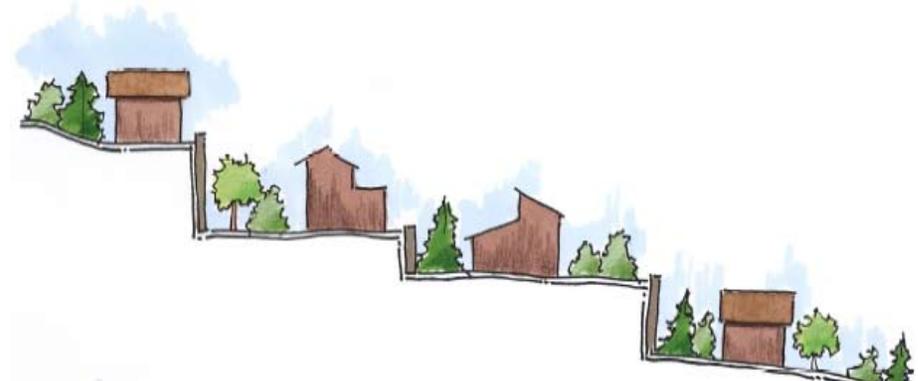
**Graphic 18.2 – Inappropriate Siting of Access and Buildings:** Building floor plans should not be designed to go against the natural contours of the land. Shared access should be utilized to minimize cut and fill for driveways and local access streets.



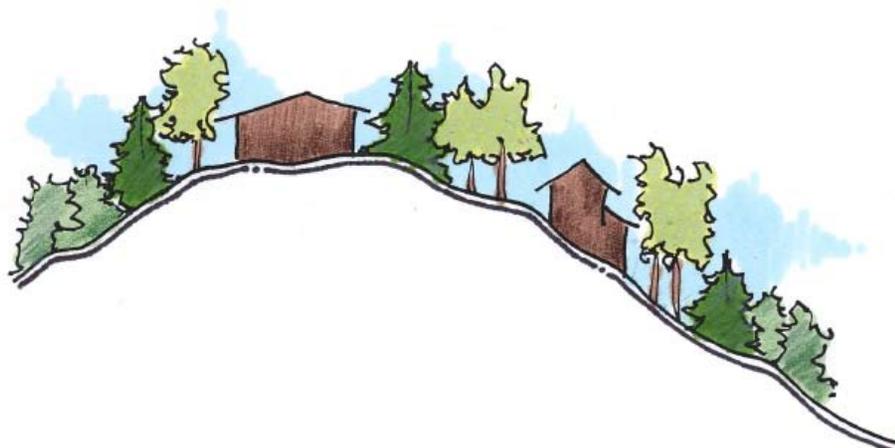
**Graphic 18.4 – Inappropriate Design of Buildings:** The building form and massing should be such that the building follows the natural contours of the land and avoids the presence of large retaining walls, as shown above.



**Graphic 18.5 – Appropriate Design of Buildings:** Landscaping should be used to help screen buildings from view within areas of the protected viewshed, and from view along the defined ridgeline.



**Graphic 18.6 – Inappropriate Design of Buildings:** In the absence of proper buffering, buildings protrude above the defined ridgeline. Excessive grading and fill practices also reduce the presence of mature tree stands.



**Graphic 18.7 – Appropriate Design of Buildings:** Rooftops of any building or structure should be below the perceived skyline and defined ridgelines or should be buffered using the surrounding mature tree stands.

Rural Residential Policy Area



House Along Ashland City Highway, Scottsboro



Farmland, Bells Bend



Viewshed Along Old Hickory Boulevard, Bells Bend



House, Bells Bend

## RURAL RESIDENTIAL AREAS

The third largest category (the second largest category is Open Space at 19 percent and discussed later in this document) shown on the Detailed Land Use Plan is Rural Residential, which covers almost 19 percent of the study area.

### Policy Intent

Rural Residential policy's intent is to preserve rural residential development in terms of building type, density, building configuration, building orientation, and scale, while allowing some limited growth opportunities. Rural Residential 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, in terms of building scale, configuration, housing type and connectivity. If connections are not present, enhancements should be made to improve pedestrian, bicycle and vehicular connectivity.

### General Characteristics

Rural Residential areas have an established development pattern, consisting of low density residential development, agricultural uses and buildings, open space and



Barn Along Tidwell Hollow Road



Farm in North Scottsboro

public benefit land uses, or are areas that could develop in such a manner. Residential and agricultural buildings are sparsely located and are scattered across the landscape in a pattern that reflects preservation of natural features and farmland, not traditional setbacks and spacing. Residential buildings are often irregular in their orientation to the rural road with deep and varying setbacks. Buildings are

generally small in relation to their lot size. They are often placed on large contiguous acres of land, making their relative distance far from one another. Historically, some groupings of homes have clustered in small “hamlets” where residential buildings may be more regularly spaced, sitting closer to the road. The public realm and streetscape is distinguished with inconsistent and sparse use of lighting, use of informal landscaping, and minimal access to road networks, infrastructure, and commercial areas in order to retain areas of environmental significance such as steep topography, vegetation, and viewsheds. Within Rural Residential policy, areas with unstable soils have been marked and require an engineering survey before any development is undertaken.

### Appropriate Land Uses

In rural areas throughout Nashville/Davidson County, typical land uses include low-impact agricultural and related accessory uses, low density residential, and civic/public benefit uses. In the Scottsboro/Bells Bend study area, land use options available in Rural Residential Policy include:

- Maintain the land in its natural state;
- Small-scale farming;
- Large-scale farming if the environmental constraints of the land allow;
- One dwelling unit per five acres;
- One dwelling unit per two acres if the environmental constraints of the land allow;
- In some selected areas, well-designed layouts of homes grouped together to preserve surrounding environmental features may be possible by working with the Planning Department on designs that preserve the rural character of the landscape. Any proposal will require a rezoning to Specific Plan zoning. The purpose of grouping homes is to encourage preservation of resources such as floodplains, stream buffers and steep slopes. The density of homes, when grouped, will not exceed the number permitted by the land use policy on the respective parcel. Also, these grouped homes will not be allowed additional gross density (an increase of houses). For instance, if a property contains both Rural Residential policy and Natural Conservation policy, as many properties do, the policy would support a maximum yield of one dwelling unit per two acres for the Rural Residential policy portion of the property and one dwelling unit per five acres for the Natural Conservation policy portion. The total number of homes and subdivided lots may be further reduced when laying out the lots to avoid development on the floodplains, stream buffers, steep slopes and other resources. The housing type will remain single- and two-family homes, as are allowed in the land use policy today.

## Design Principles and Development Guidelines

1. **Access:** Single access driveways are common. Shared access roads and driveways are also common. Driveways are designed and located to preserve environmentally sensitive features. In selected areas, shared access roads serving a “hamlet” or conservation subdivision are appropriate, with single access driveways off the prominent road. Shared access roads should provide two access points whenever possible. Roads and driveways are designed and located to preserve topography and other sensitive environmental features. Local roads used to gain access to residential properties should have narrower cross sections.
2. **Archeological Features and Cemeteries:** The study area contains archeological features and old private cemeteries. The locations of these features are protected. Prior to development, applicants should check with the Tennessee Department of Environment and Conservation to locate the features and design a site plan that ensures that these features are not harmed.
3. **Block Length:** Blocks are curvilinear with generous distance between intersections. More moderate distance between intersections may be found in conservation subdivisions and/or hamlets.
4. **Building Form (Mass, Orientation, Placement):** Buildings are in character with the existing development pattern of rural residential in terms of its mass/scale, orientation, and placement. The massing of residential buildings is small in comparison to the natural and rural landscape, with a small footprint resulting in minimal to low lot coverage. Buildings are generally oriented onto the primary road or onto a driveway. Setbacks are generous and irregular, with context sensitive setbacks that preserve scenic viewsheds. Site specific vegetation, viewsheds and topography are used to determine where buildings are located to minimize the visual impression on the landscape. Buildings are limited to three stories in height as allowed in the zoning regulations today.



Farm and Pasture, Bells Bend

Additional innovative design may be accommodated in selected areas in the form of conservation subdivisions or hamlets. Within conservation subdivisions, buildings are grouped together. The emphasis is on grouping buildings while preserving the surrounding environmental features.

This results in an organic irregularity in lot size and configuration and in building orientation and setbacks. The lot size pattern may be smaller in comparison with adjacent properties. The orientation of buildings in conservation subdivisions may be irregular with moderate setbacks and spacing between buildings that are context sensitive to preserve scenic viewsheds. Site specific vegetation, viewsheds and topography are used to determine where buildings are located to minimize the visual impression on the landscape. Buildings are limited to three stories in height. Civic and public benefit buildings are found at prominent locations and may be designed to provide a focal point in the landscape. The relationship of the building to the street and streetscape may vary; however, the buildings, including entrances, are oriented to the road with parking behind or beside to preserve open space in front of the building or to frame the road with the building.

5. **Connectivity (Vehicular):** Sparsely provided transportation infrastructure limits vehicular connectivity to prominent rural roads, which are connected in a widely spaced network. Roads are designed and located to preserve topography and environmentally sensitive features. A cross-section with shoulders and swales is preferred and a pedestrian path may be appropriate. Roads in a hamlet or in a conservation subdivision should, when topography allows, have a moderate degree of connectivity and care should be taken to avoid creating long dead-end roads.
6. **Connectivity (Pedestrian/Bicycle):** A low level of pedestrian and bicycle connectivity is provided in the form of greenways for recreation and pedestrian paths within a hamlet or conservation subdivision while bicycle connectivity is provided by on-road facilities.
7. **Density:** Density is secondary to form of development. Rural Residential areas are intended to be low density. Density does not exceed one dwelling unit per two acres. Where appropriate in selected locations, the arrangement of homes, including placement of houses and lot sizes, may vary to create a conservation subdivision or a small hamlet. Gross density, however, will not exceed one house per two acres, as allowed under the current AR2a zoning. Environmentally sensitive features should be identified prior to layout and design of the lot configuration. The yield for conservation subdivisions is determined per the Metro Subdivision Regulations.

8. **Landscaping:** Landscaping is natural and informal. Landscaping generally utilizes existing, native vegetation and reflects the natural environment and may also include some formal plantings. Consideration should be given to the use of native plants and natural rainwater collection to minimize maintenance costs and contribute to natural habitat.
9. **Lighting:** Lighting is infrequently used. When provided, it is used for safety at buildings and safety in vehicular travel at intersections.
10. **Parking:** Parking is provided on-site on private property. Parking is provided on-site behind or beside buildings associated with civic and public benefit land uses.



Horses at End of Tidwell Hollow Road, Bells Bend



Historic West Farm along Cleeces Ferry Road, Bells Bend



View from Hill in Rural Residential Area, Bells Bend



Looking East from Bells Bend Park Nature Center, Bells Bend

## VILLAGE CENTER AREA

This policy category applies to the *Bordenax-Whites Creek Community Plan's* Neighborhood Center policy area (adopted in 2003) at Ashland City Highway and Old Hickory Boulevard (22 acres). The Village Center policy encompasses additional surrounding property that is currently zoned for commercial, a total of 27 acres with the addition of the former Wade School to this policy.

### Policy Intent

Village Center policy intends to preserve and create a center that is compatible with rural neighborhoods in terms of service area, scale, site design, and existing land uses.



Lewis Country Store Along Ashland City Highway, Scottsboro

### General Characteristics

The Village Center is a small area, located at the intersection of Ashland City Highway and Old Hickory Boulevard and is proposed to provide uses that meet daily convenience needs, such as Lewis Country Store, and/or provide a place to gather and socialize. The rural character in the Village Center is reflected in sparsely-provided lighting, appropriately-scaled buildings and signage and primarily natural landscaping. Buildings are regularly spaced and are built to the back edge of the sidewalk when on narrow rural roads such as Old Hickory Boulevard. Setbacks for buildings may be deeper when located on wide roads, such as Ashland City Highway. Parking is generally behind or beside the buildings or provided on-street. The Village Center is served by low to moderate levels of connectivity with rural roads, sidewalks

and bikeways, leading to surrounding rural neighborhoods and open space. It is a “walk-to” area within a five to ten minute walk of the surrounding Village Residential and serves rural neighborhoods within a ten minute drive. Center edges are firm with clearly distinguishable boundaries identified by land uses, building types, building placement, block structure, and environmental features. While the Village Center has a greater mixture of uses than the surrounding area, placed more closely in relation to each other, the commercial land uses are designed to not overwhelm the surrounding rural environment. A small concentration of essential services, such as small stores and services, are clustered in a small compact area while leaving the vast majority of the rural area undeveloped to maintain the rural character.

### Examples of Appropriate Land Uses

In this Village Center, stakeholders have expressed a desire to see uses similar to those found in Leipers Fork, such as a small grocery, restaurant, music venue, hardware store, café, farmers market, or coffee shop. Appropriate land uses include:

- Commercial
- Civic or Public Benefit
- Office
- Mixed Use

### Design Principles and Development Guidelines

1. **Access:** In this Village Center, access is provided by Ashland City Highway, Old Hickory Boulevard, and Old Hydes Ferry Road. Shared access should be used to avoid multiple curb cuts. Access into developments is aligned, where applicable, with access for development across the street. Access is designed to be easily crossed by pedestrians. Coordinated access and circulation create a center that functions as a whole instead of as separate building sites.
2. **Block Length:** Blocks are linear with moderate distance between intersections.
3. **Building Form (Mass, Orientation, Placement):** The massing of buildings results in a footprint with low lot coverage. Buildings, including entrances, are oriented to the street. Setbacks and on-street parking vary based on the intensity of the street. On narrow rural roads, the setback is shallow or non-existent with the front building façade built to the back edge of the sidewalk so that it engages the public realm and creates a pedestrian-friendly environment. On wide rural roads, shallow setbacks are present, but may be deeper where parking and access are warranted along larger arterials. Buildings are generally one to two stories in height.
4. **Connectivity (Pedestrian/Bicycle):** Pedestrian connectivity is high with the presence of sidewalks in order to allow pedestrians to park and walk

from business to business. Crosswalks are provided at intersections and vehicular access points are clearly marked. Pedestrian connectivity to surrounding areas is low and when provided, it is in the form of greenways or multi-use paths. Bicycle connectivity is provided by on-road facilities.

5. **Connectivity (Vehicular):** The Village Center is located at a prominent intersection. Connectivity to surrounding neighborhoods, with the exception of the Village Residential area, is low due to the sparse development pattern. Connectivity within the center is provided through coordinated access and circulation.
6. **Density/Intensity:** The intensity of the Village Center is secondary to form. The intensity of development is moderate with one to two story buildings and a small geographic scale, generally four corners of a prominent intersection. Intensification should take place within the defined boundaries of the Village Center policy rather than through expansion of policy.
7. **Landscaping:** Landscaping is generally a bit more formal than in the surrounding rural areas. Street trees and other planting strips are appropriate. In surface parking lots, landscaping in the form of trees, bushes and other plantings is provided. Consideration should be given to the use of native plants and natural rainwater collection to minimize maintenance costs and contribute to natural habitat.
8. **Lighting:** Lighting is consistently used for safety at buildings and safety in vehicular and pedestrian travel. Street lighting is integral to the streetscape; spacing and location of lighting is considered in relation to street trees and plantings. Lighting on the street and in parking lots is pedestrian-scaled and projected downward. Lighting is designed to enhance the character of the Village Center.
9. **Parking:** Parking is provided on-street or on-site surface lots. Where a historic rural pattern of a narrow rural road and buildings built to the street exists or can be created, parking is located behind or beside the buildings. Limited parking is allowed beside the building and is designed to cause minimal disruption to the street wall created by buildings. Where a wider road and deeper setbacks exist, a single row of parking in front of the building is allowed, with the remainder of the parking behind or beside the building. Parking is screened from view of the street and from view of abutting residential properties. On-street parking on less prominent roads offsets parking needs and creates a buffer between the street and the pedestrian. Shared parking is encouraged.

10. **Service Area:** The Village Center provides services to meet the daily needs of residents in the surrounding rural community within reasonable driving distance or a five to ten minute walk.
11. **Signage:** Signage alerts motorists, pedestrians and cyclists to their location and assists them in finding their destination in a manner that is not distracting or overwhelming. The design and location of signage complements and contributes to the envisioned character of the Village Center. Signage is generally scaled for vehicles and monument signs are appropriate. Appropriate signage scaled for pedestrians includes building mounted signs, projecting signs, or awning signs. In addition, no LED message boards or video signs will be allowed.



Main Street, Leipers Fork

## VILLAGE RESIDENTIAL AREA

The Detailed Land Use Plan creates a new policy for the Village Residential area. This area is comprised of existing residential uses along Old Hydes Ferry Road, much of it already zoned RS20. Since it already has a smaller lot pattern, the Village Residential area allows for a mixture of rural housing styles that supports the Village Center. Placing Village Residential policy along Old Hydes Ferry Road provides an opportunity for limited diversity of housing with smaller lots. This could be ideal for the children of Scottsboro/Bells Bend residents who want to live in the area without maintaining a large property or for long-time residents of Scottsboro/Bells Bend who want to live in the area in retirement without maintaining a large property. A total of 54 acres is placed in this policy.

### Policy Intent

The intent of Village Residential policy is to maintain the area as residential, (keeping with the current character of the community), to support the Village Center, to allow for new housing to be developed as needed to support new businesses, and to provide for improved pedestrian, bicycle and vehicular connectivity.



Along Old Hydes Ferry Road, Scottsboro

### General Characteristics

This Village Residential area contains lower density residential (but is higher density than the surrounding rural area) and civic/public benefit uses. Single-family and two-family detached residential and civic/public benefit buildings are found regularly

spaced, with moderate setbacks and moderate spacing between buildings. Lots are generally accessed from Old Hydes Ferry Road. The edges of the Village Residential area are firm with clearly distinguishable boundaries identified by lot size, building placement, and environmental features.

### Examples of Appropriate Land Uses (In order of appropriateness)

- Residential - Limited to Single-Family and Two-Family Houses, Accessory Units, and Cottages
- Civic or Public Benefit

### Design Principles and Development Guidelines

1. **Access:** Single access driveways from the road to an individual residence are common. Shared driveways are also appropriate.
2. **Block Length:** Blocks are curvilinear and linear with moderate distance between intersections.
3. **Building Form (Mass, Orientation, Placement):** The orientation, mass/scale, and placement of buildings are appropriate to the rural character and designed to be cohesive throughout the Village Residential area. The area may evolve to contain an integrated mixture of single- and two-family homes, accessory units and cottages to create housing choice and to support the Village Center as new businesses come in. Massing of buildings results in footprints with small to moderate lot coverage. Buildings are oriented to Old Hydes Ferry Road. Building setbacks are generally moderate and fairly consistent. The current character is one- and two-story buildings but buildings are allowed to be three stories in height. Civic/public benefit buildings are found within the Village Residential area and are expected to remain. Any new civic/public benefit buildings should be located at prominent locations and be designed to provide a focal point in the neighborhood. The relationship of the building to the road and streetscape may vary; however, the buildings, including entrances, are oriented to the road with parking behind or beside to preserve open space in front of the building or to frame the road with the building.
4. **Connectivity (Vehicular):** Moderate to high connectivity is provided in the form of road networks that provide residents with multiple routes and reduce trip distances.
5. **Connectivity (Pedestrian / Bicycle):** It is appropriate to provide connectivity with multi-use paths to connect roads and across common open space areas within the Village Residential area and to provide connections to the adjacent Village Center. Additional greenway connection opportunities should also be explored.
6. **Density:** Density is secondary to form of development. New housing is

permitted in the form of single-family and two-family dwelling options as well as accessory units and cottages. Residential buildings will be limited to three stories or 35 feet in height and should be oriented to Old Hydes Ferry Road or internal roads or drives. The recommended zoning for this area should any rezoning occur is Specific Plan (SP) at a general density not exceeding one unit per half acre.

7. **Landscaping:** Landscaping is generally natural and informal. It is encouraged to retain existing vegetation to preserve the feel of a naturalistic landscape, such as randomly spaced clusters of trees that are present in a classic rural model. Consideration is given to the use of native plants and natural rainwater collection to minimize maintenance costs and contribute to natural habitat.
8. **Lighting:** Lighting is consistently used for safety at buildings and safety in vehicular and pedestrian travel, especially at intersections. Lighting is pedestrian-scaled and projected downward. Lighting is designed to enhance the character of the neighborhood.
9. **Parking:** Residential parking is provided on-site on private property. Civic and public benefit use parking is provided on-site behind or beside buildings.

## RURAL PARKS AND OPEN SPACE AREAS

Rural Parks/Open Space policy applies to the study area's two large parks, Bells Bend Park and Beaman Park.

### Policy Intent

The intent of Rural Parks/Open Space policy is to preserve existing undisturbed open space in rural areas. Rural Parks/Open Space policy includes public parks and may include private land held in conservation by land trusts and private groups, in addition to public parks. This is a new, expanded Open Space policy for the study area.

### General Characteristics

Rural Parks/Open Space areas are undisturbed natural areas used for passive and active recreational use. Land uses that are generally passive include greenways, nature reserves, cemeteries, burial grounds, and privately-held land trusts and conservation easements. Rural open space areas have minimal disturbance and development to allow for some active open space land uses, while retaining areas of environmental significance such as steep topography, dense vegetation, and viewsheds. Active land uses are generally associated with civic and public benefit activities. Civic and public benefit buildings are located prominently within the open space, with consideration

to surrounding sensitive environmental features. The public realm is distinguished by the sparse use of lighting, signage and amenities, and limited access to road networks and parking. The edges of these areas are firm, but the low density development of surrounding residential areas may make the transition appear seamless. Boundaries are often identified by environmental features and associated civic/public benefit land uses.

### Examples of Appropriate Passive Uses (In alphabetical order)

- Cemeteries or Burial Grounds
- Greenways and Trails
- Large Greens and Lawns for Informal Recreational Use
- Nature Preserves

### Examples of Appropriate Active Uses (In alphabetical order)

- Cultural, Community, Educational, and/or Nature Centers
- Equestrian Facilities



Beaman Park Wildflowers, Scottsboro

### Design Principles and Development Guidelines

1. **Access:** Rural Parks/Open Space areas are primarily accessed by vehicles with access provided from a prominent road. The character of roads within the area may, however, be different than that of the road outside the open space area. The roads within the open space are designed and located to preserve sensitive environmental features, such as topography and waterways, as well as other significant landmarks and are designed to preserve and enhance views and vistas.

2. **Building Form (Mass, Orientation, Placement):** Civic buildings may be more prominent, serving as a gathering place in the sparsely populated rural area. Civic buildings are generally visible from the road. The relationship of the building to the road and streetscape may vary in relation to other buildings; however, the buildings, including entrances, are oriented to the road with parking behind or beside to preserve open space in front of the building or to frame the road with the building.
3. **Connectivity (Pedestrian/Bicycle):** Active greenways link open spaces to other open spaces and to nearby commercial or residential development. An opportunity to connect Bells Bend Park to Beaman Park exists with the construction of a multi-use path along Old Hickory Boulevard.
4. **Connectivity (Vehicular):** Connectivity to surrounding neighborhoods is low due to the sparse development pattern. Where it exists, connectivity is provided through coordinated access and circulation from prominent rural roads.
5. **Landscaping:** Landscaping is informal, generally utilizing existing native vegetation and reflecting the natural environment. In this rural setting, landscaping should be reflective of the rural character of the surrounding community and its natural context.
6. **Lighting:** Lighting is sparsely provided. Lighting is used for safety surrounding buildings and parking areas. When provided, lighting is designed to fit the context and character of a rural environment - infrequently-used and pedestrian-scaled. Lighting is directed onsite, does not intrude into residential and non-developed areas, and does not contribute to light pollution.
7. **Parking:** Parking adequate to the size and use of the open space is provided on-site. Parking areas are designed to avoid large, flat surfaces, instead arranged in smaller groupings to blend with existing land contours and vegetation. Low impact design techniques, such as pervious paving, are used to minimize stormwater runoff. The parking perimeter is landscaped. Bicycle parking is provided.
8. **Signage:** Signage is scaled to the size, purpose and draw of the open space. Signage alerts motorists, pedestrians and cyclists to the open space and assists them in finding any particular amenities in a manner that is not distracting, overwhelming to the open space or the rural character of the area.

## DISTRICT IMPACT POLICY AREA

District Impact policy applies to the Harpeth Valley Utility District property.

### Policy Intent

The intent of District Impact policy is to reserve and enhance areas that are dominated by one or more activities that have, or can have, a significant adverse impact on the surrounding area.

### General Characteristics

Uses typically classified under the Impact policy category will vary according to the main activity in the area. Typical types of principal impact activities include uses that range from airports and other major transportation terminals, correctional facilities and other large institutions, to major utility installations and large amusement, and entertainment complexes and production facilities. In this instance, District Impact policy is limited to the Harpeth Valley Utility District property. Open space areas are appropriate as a support activity for workers and/or patrons of impact activities and for transition and buffering. In general, permanent residential activities are not appropriate in an Impact area. Oftentimes, Impact areas are much larger than the Harpeth Valley Utility District.



Harpeth Valley Utility Facility, Bells Bend

## Appropriate Land Uses

Land use in this case is limited to the existing Harpeth Valley Utility District and its accessory uses. Additional proposed accessory uses will be judged on their merits.

## Design Principles and Development Guidelines

The following guidelines are applicable should any additional development occur on the property.

1. **Access:** Vehicular access is preferably provided off existing access to Old Hickory Boulevard and not new access points. Private, local access and service roads provide access to buildings internal to the District Impact area.
2. **Building Form (Mass, Orientation, Placement):** The height of buildings is based on the building type and location with special consideration given to the height of surrounding buildings and the role of the structure in transitioning from the impact land use into adjacent policy areas. Building orientation is dictated by the surrounding policy areas' character and is oriented accordingly. District Impact areas include a wide range of building setbacks that are specific to building type and location. For Impact activities that involve single-site operations, the layout of development, setbacks, and building orientation is established in a master plan for the site.
3. **Connectivity (Pedestrian/Bicycle):** Within the District Impact area there is a high level of connectivity with streets and sidewalks. Walkways for pedestrians are provided from large parking areas to buildings. Crosswalks are provided at intersections and are raised or clearly marked.
4. **Connectivity (Vehicular):** Since this is a rural area, connectivity to surrounding area is low; the only access is provided by Old Hickory Boulevard. Connectivity within the District Impact area is provided through coordinated access and circulation, which may include the construction of new streets.
5. **Landscaping:** Landscaping should reflect the rural character of the surrounding community and its natural setting. In surface parking lots, landscaping in the form of trees, bushes, and other plantings is provided. Consideration is given to the use of native plants and natural rainwater collection to minimize maintenance costs.
6. **Lighting:** Lighting is provided to create a safe, welcoming environment in the District Impact area without encroaching into surrounding non-District policies. As a result, the scale and design of lighting is appropriate for pedestrians within the Impact area and to the scale and character of the District Impact area, and lighting is projected downward

and on-site. Spacing and location of lighting is considered in relation to street trees and plantings.

7. **Parking:** Parking contains heavily landscaped medians and is designed to minimize visibility and/or the appearance of vast contiguous areas of parking. Parking areas should not be visible from Old Hickory Boulevard. Where surface parking is adjacent to rural areas, it is screened landscaped buffering that complements the rural character of the adjacent property.
8. **Signage:** Signage alerts motorists, pedestrians and cyclists to their location and assists them in finding their destination in a manner that is not distracting or overwhelming. The design and location of signage complements and contributes to the envisioned character of the District Impact area. A consistent, appropriately-themed wayfinding and signage program is encouraged. Signage is generally scaled for vehicles and building mounted signs, projecting signs, awning signs and monument signs are appropriate. However, any signs are non-intrusive into the rural character of the surrounding area and recognize that Old Hickory Boulevard is to remain a rural corridor.

## SPECIAL GUIDANCE FOR THE CHARACTER OF RURAL ROADS

### Design Characteristics of Rural Roads

While individual development is sparse in rural areas, natural and man-made corridors connect residential land uses to rural centers and open space. The design of roads is critical to maintaining the rural character of the road and the larger area. The following design guidelines are provided to preserve the rural character of existing and new roads. Rural roads are characterized by:

- Shoulder and ditch or swale, without curb, gutter or sidewalk;
- Low walls, fences, or a natural, irregular pattern of trees and shrubs along edges of corridors;
- Parking in driveways and parking lots in rural centers or open spaces;
- Intersections located at great distances from each other, leading to low connectivity;
- Mobility limited to motorized vehicles with longer average trips, walking for shorter trips in rural centers and residential hamlets;
- Retro-reflective striping/signage rather than roadway lighting for safety and to avoid nighttime light pollution of rural skies; and
- Pedestrians and cyclists are accommodated in the design of rural roads by elements such as pedestrian pathways and bike routes.



Looking Along Old Hickory Boulevard, South of Bells Bend Park, Bells Bend

- Preserve the mobility function of Ashland City Highway and Old Hickory Boulevard by consolidating and limiting access points.
- Rural roads should wind and curve to follow the natural land forms.

Refer to Figure 19 on page 49 for an illustration of these characteristics.



Road Leading Into Beaman Park, Scottsboro

## Recommendations

In order to preserve the rural character of the existing rural corridors in the study area and to guide the development of any new rural roads, the following are recommended:

- Rural corridors should complement the rural character of the area by using a two-lane cross section, featuring swale and accompanying multi-use path when appropriate.
- Rural cross sections should generally use retro-reflective striping/signage rather than roadway lighting for safety and to avoid nighttime light pollution of rural skies.
- A multi-use path is recommended along Old Hickory Boulevard to connect Bells Bend Park with Beaman Park and provide alternate means of travel and recreation. (Refer to Figure 19 and the photos on the following page for examples.) Provide additional pedestrian and bike paths either onroads or by multi-use paths where appropriate.
- Structures along corridors should contribute to the rural character with irregular setbacks that follow the environmental constraints of the land instead of established regular setbacks.
- Encourage the use of pedestrian crosswalks, signage and medians at the prominent intersection of Old Hickory Boulevard/Ashland City Highway.



Cleeces Ferry Road, Bells Bend

Figure 19: Road Cross Section/Greenway Design Example



Here is a conceptual graphic illustrating what a multi-use path design along a rural corridor, such as Old Hickory Boulevard, might look like. Other rural corridors may not include a multi-use path.

Examples of Glenn's Creek Greenway (Length 7/10 Mile), Running Along W.T. Weaver Blvd. Asheville, North Carolina



Rustic Fence Separates Creek and Pedestrians



Road, Greenway and Trees Create Rural Character



Limited Curb-and-Gutter Sections Used Only Where Needed for Drainage



Wide Greenway Built Along Glenn's Creek

# Achieving the Vision: Implementation Tools, Ideas and Examples

## Implementing the Plan

This plan proposes a vision for future growth and preservation of the Scottsboro/Bells Bend community. Making this vision a reality is possible through hard work, persistence and cooperation among public and private stakeholders. Guarding the ideas of the plan and implementing the community vision will take neighbors, businesses, faith-based groups, institutions, property owners, developers and government working together. Much of the community's natural/rural preservation will occur over time as the result of individual property owners' choices, utilizing tools such as conservation easements and zoning.

The following is a list of implementation strategies to assist the community through the process of balancing rural preservation and limited development. The remainder of this chapter offers tools and examples that are applicable in the Scottsboro/Bells Bend community.

### **First: Continue to Work Together to Implement the Plan**

The Scottsboro/Bells Bend community already has an organized, active group of community leaders. Members of this group have participated in the development of this plan and will continue to be its stewards in the future. Inclusion of all community members, including those with differing visions for growth and preservation, is crucial to the success of the plan.

### **Second: Work with the District 1 Councilmember and Metro Planning Department staff to use regulations to preserve the rural character and locate and design development appropriately.**

Since the beginning of the planning process, Planning Department staff have worked with the area Councilmember, Lonell Matthews. There are tools, beyond the land use policy level, that can assist the community to implement their vision of preserving rural character. These tools include regulatory tools such as zoning and subdivisions. The community may decide to explore zoning as a tool for implementation. Zoning is a separate process with its own community meetings and public hearings.

In regards to any privately-driven development projects, such as subdivisions or zone changes, it is recommended that property owners and developers work with the Councilmember, the Planning Department and the Scottsboro/Bells Bend community to design projects that complement the rural community character.

### **Third: Work with government and non-profit agencies to begin implementation of the goals and objectives.**

The community already has a good working relationship with their elected officials and has numerous contacts within Metro Government. These relationships can have a significant impact on realizing the community vision. For instance, there is a recommendation to add a greenway system, including a multi-use path along Old Hickory Boulevard to connect Bells Bend Park to Beaman Park. Working with the Metro Parks Department is important in achieving this objective. The various Metro Departments can be of assistance in implementing this plan.

Partnerships with the public sector and private non-profits will be crucial to implementing the Plan, especially through the use of private property decisions described beginning on page 52.



## Conservation Easements

A conservation easement is a voluntary contract between a landowner and a land trust, government agency, or another qualified organization that places development restrictions on a property. With the conservation easement, the owner places permanent restrictions on the future uses of some or all of his/her property to protect scenic, environmental or agricultural resources. Each conservation easement is unique to:

- Preserve the unique features of the land;
- Preserve, for the landowner, which development entitlements may be desired in the future; and
- Meet the financial and tax planning needs of the landowner.

Conservation easements list what land uses will and will not be allowed on the land. They often place limits on the number of future home sites.

The landowner donates the conservation easement to the land trust, or similar agency, which enforces the terms of the easement in perpetuity. Essentially, the landowner donates those development rights, receiving tax benefits and ensuring that the land will remain undeveloped (to the degree specified in the agreement) for perpetuity.

The landowner still owns their property and retains all the rights they did not donate. They can continue to use the land, sell it, or leave it to heirs, but the restrictions stay with the land forever.

### Tax Benefits

The donation of the conservation easement may entitle the donor to tax advantages because the development rights that are donated have financial value. To determine the value, an appraisal is conducted. Generally, three types of tax benefits are available: federal income and capital gains tax benefits, property tax benefits, and estate tax benefits.

For more information on conservation easements, contact the Land Trust for Tennessee. Information is provided on their web site at: [www.landtrusttn.org](http://www.landtrusttn.org)

## Transfer of Development Rights and Purchase of Development Rights

### Transfer of Development Rights (TDR)

Any piece of property comes with a bundle of development rights, which are limited by factors such as zoning, land use restrictions, building code provisions, environmental constraints, environmental laws and market forces of supply and demand. A Transfer of Development Rights (TDR) program allows that bundle of development rights to be divided into pieces, and the pieces to be transferred (bought, sold or donated) from one site to another site. The development rights are shifted from the “sending site” to the “receiving site”.

TDR allows communities to decide which areas should have higher density and which should have lower density development. TDR is usually used to preserve green space, environmental treasures, agricultural lands or historic sites.

TDR can relieve development pressure from areas intended to be low-intensity, while allowing owners of properties in lower density areas to realize the value of the property’s development potential without developing land at higher densities.

### TDR in Tennessee

In 2001, Tennessee lawmakers enacted law to guide the use of TDR in Tennessee (Tennessee Code Annotated 13-7-101 and 13-7-201). This “enabling legislation” allows counties and municipalities to create their own TDR programs.

Tennessee’s law has the following features:

- TDR occurs only with a willing buyer and a willing seller;
- Price is negotiated in a free marketplace;
- Landowner may donate development rights to government or non-profit conservation group; and
- TDR is noted on plat(s) or other legal instruments and recorded at the Register of Deeds.

### TDR in Nashville/Davidson County

In 2007, Metro Council enacted law creating a system of TDR designed to protect historic sites in Downtown Nashville. The sending sites are historic zoning districts in Downtown (2<sup>nd</sup> Avenue South and Lower Broadway). The receiving sites include Downtown Core, SoBro and Lafayette neighborhoods; all of the Gulch, North Gulch and Sulphur Dell. To date (as of the adoption of this Detailed Design Plan), no TDR system has been created in Nashville/Davidson County for the preservation of greenspace, environmental treasures or rural areas. A system could be created through legislation passed at Metro Council.

## Challenges of TDR

- Identifying receiving sites can be contentious;
- Identifying the appropriate mix of receiving sites to sending sites to create a market for development rights (it is generally assumed the ratio needs to be 2:1 or up to 2.5:1 to create a healthy market) can be complicated; and
- Determining how much additional development rights can be applied to a receiving site – to ensure that any development conforms with the Community Plan (and does not allow over-development), but also provides enough incentive for receiving sites to purchase development rights – can be challenging.

## Purchase of Development Rights

Purchase of Development Rights (PDR) is a program to pay landowners the fair market value of their development rights in exchange for a permanent conservation easement that restricts development of the property. PDR programs are strictly voluntary and are often funded by the sale of bonds or property tax revenues, but may be privately funded as well.



256 Acres of Farmland and Woodlands Along Beech Creek Valley Preserved with a Conservation Easement: Williamson County, Tennessee



220 Acres, Sweet Easy Farm, Along Natchez Trace Parkway Preserved with a Conservation Easement: Maury County, Tennessee



Property Along Tidwell Hollow Road Preserved with a Conservation Easement, Bells Bend

## Tourism Options: Cultural Heritage, Eco, Agricultural and Recreational

There are four types of tourism that the Scottsboro/Bells Bend community could take advantage of to help further implement the vision for natural/rural preservation. These are:

- Cultural Heritage Tourism
- Eco-Tourism
- Agri-Tourism
- Recreational Tourism

These four types of tourism overlap and are often found in the same areas. This section contains brief descriptions of each type, along with examples.

### Cultural Heritage Tourism

Cultural heritage tourism is one option for Scottsboro/Bells Bend, which has historic and cultural resources that could be used to draw additional visitors to the area. Examples include many prehistoric archeological sites and more recent sites connected to the European settlement and agricultural history of the area. The National Trust for Historic Preservation is a good resource for such efforts, and information can be found at their web site: [www.nationaltrust.org/heritage\\_tourism/index.html](http://www.nationaltrust.org/heritage_tourism/index.html).

The National Trust defines cultural heritage tourism as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present.” This includes cultural, historic and natural resources.

The National Trust’s five guiding principles for successful and sustainable cultural heritage tourism development are:

1. Collaborate: Much more can be accomplished by working together than by working alone. Successful cultural heritage tourism programs bring together partners who may not have worked together in the past.
2. Find the Fit: Balancing the needs of residents and visitors is important to ensure that cultural heritage tourism benefits everyone. It is important to understand the kind and amount of tourism that a community can handle.
3. Make Sites and Programs Come Alive: Competition for time is fierce. To attract visitors, be sure that the destination is worth the drive.

4. Focus on Quality and Authenticity: Quality is an essential ingredient for all cultural heritage tourism, and authenticity is critical whenever heritage or history is involved.
5. Preserve and Protect: A community’s cultural, historic, and natural resources are valuable and often irreplaceable.

The National Trust also outlines four steps for successful and sustainable cultural heritage tourism development:



Horses Grazing Along Old Hickory Boulevard, Bells Bend

## Tennessee Examples

### National Trust Success Story: “From Furs to Factories to Tourism: The Tennessee Overhill Heritage Association”

Rural Counties in East Tennessee



Overhill Heritage Farm, Tennessee

The Tennessee Overhill Heritage Association began in 1990 when McMinn, Monroe, and Polk counties (three rural counties in southeastern Tennessee) were selected as a pilot area for the National Trust for Historic Preservation’s Heritage Tourism Initiative. Upon completion of the three-year pilot period, the Tennessee Overhill Heritage Association has continued as a

not-for-profit organization. It is governed by an advisory council made up of people from McMinn, Monroe and Polk Counties as well as representatives from several local, state, and federal government agencies. The counties of McMinn, Monroe and Polk and the City of Etowah provide annual funding for basic operations. Special projects are funded by state and federal grants, donations, and earned income.

The organization’s mission is to promote and preserve the natural and cultural resources of McMinn, Monroe and Polk counties through a cultural tourism program designed to increase visitation to the region, serve as an educational tool, act as a catalyst for economic development, and strengthen local capacity.

The region already had some recreational tourism when the program began. This program builds on history and culture from fur-trading days to present and includes:

- Outreach programs designed to build pride among residents;
- Driving tour;
- Inventory of all traditional artists and art forms in the area;
- Programs to celebrate African-American heritage;
- Agricultural trail; and
- Assistance in developing new museums and upgrading existing ones.

Additional information may be found at: [www.culturalheritagetourism.org/successStories/tennesseesummary.htm](http://www.culturalheritagetourism.org/successStories/tennesseesummary.htm).

### Loveless Café and Motel and Shops

Highway 100 at McCrory Lane/Natchez Trace Parkway Terminus, Nashville

The Loveless Café is located at the edge of the rural Pasquo community in southwest Davidson County, adjacent to the northern terminus of the Natchez Trace Parkway. It occupies one quadrant of an intersection and contains the famous motel and café along with several shops that include bicycle rentals. In addition to having ties to the area’s history and cultural heritage, Loveless Café now has ties with recreational tourism.

Additional information may be found at: [www.lovelesscafe.com](http://www.lovelesscafe.com).



Shops at Loveless Café, Nashville

### Leipers Fork

Old Hillsboro Road and Old Highway 96, Williamson County

Leipers Fork is a small rural village that is about three blocks long and contains several shops and restaurants. These include the famous Puckett’s Grocery, which in addition to being a general store offers meals and evening entertainment. Leipers Fork also has ties with recreational tourism, being near a Natchez Trace Parkway interchange while located along rural roads.



Additional information may be found at: [www.leipersforkvillage.com](http://www.leipersforkvillage.com).

Puckett’s Grocery, Leipers Fork

## Cultural Heritage Tourism in Scottsboro/Bells Bend

The Scottsboro/Bells Bend community already has places that could contribute to cultural heritage tourism. These include:

- Bells Bend Park and Beaman Park
- Cumberland River and Streams
- Archeological Sites in Parks and on Private Property
- Historic Homes and Farmsteads
- Cleeses Ferry Site
- Scottsboro Village Including old Wade School and Community Club
- Houses of Worship
- Cemeteries

Possible land uses associated with cultural heritage tourism activities include:

- Interpretive Sites and Small Museums
- Working Farmsteads
- Driving Tour Sites
- Small Businesses Including Shops, Restaurants, Arts & Crafts
- Lodging, Bed & Breakfasts
- Entertainment Similar to Puckett's Grocery in Leipers Fork
- Events Related to History

## Eco-Tourism

Although eco-tourism is somewhat more advanced on an international level and tends to be associated with distant, exotic places, examples of eco-tourism can also be found closer to home. The International Ecotourism Society (TIES) defines eco-tourism as: “responsible travel to natural areas that conserves the environment and improves the well-being of local people.” This ties together sustainable communities, active community participation, environmental conservation, and sustainable travel.

Additional information may be found at: [www.ecotourism.org](http://www.ecotourism.org)

## West Virginia's Eco-Tourism Efforts

West Virginia markets itself as a “Wild and Wonderful” tourism destination. The West Virginia Eco-Tourism Association is a network of eco-friendly businesses, such as bed and breakfasts, that not only employ sustainable practices in the running of their businesses, but also offer and promote guest activities. Activities include retreats, bird watching, wildflower hikes, recreational offerings, and other activities designed to facilitate the appreciation of the state's natural resources.

Additional information may be found at: [www.ecotourism.org](http://www.ecotourism.org)

## Thorn Run Inn

New Creek, West Virginia

Located in the Potomac Highlands region of West Virginia, Thorn Run Inn features recycling, composting and organics. The Inn's location in a natural setting offers its guests numerous activities tied to recreational and cultural heritage tourism.

Additional information may be found at: [webpages.mountain.net/thornrun/](http://webpages.mountain.net/thornrun/)



Thorn Run Inn, Virginia

## Natural Seasons Bed and Breakfast

Downtown Weston, West Virginia

Natural Seasons Bed and Breakfast is located in the small rural town of Weston, West Virginia. Natural Seasons also has eco-friendly practices and features organic foods. It offers nature and historic tours. It is located within more of a village setting, yet still within a rural area.

Additional information may be found at: [www.naturallifeways.com/nateasbnb.htm](http://www.naturallifeways.com/nateasbnb.htm)



Natural Seasons, West Virginia

## Additional Examples

### **Bear Mountain Farm**

Highland County, Virginia

Bear Mountain Farm and Wilderness Retreat also uses eco-friendly practices. In addition to nature, cabins, and camping, they also offer a setting for group retreats.

Additional information may be found at: [www.mountain-retreat.com](http://www.mountain-retreat.com).



Cabin at Bear Mountain Farm, Virginia

### **Rowe Sanctuary**

Platte River, Nebraska

Rowe Sanctuary offers guided trips to view one of the world's largest concentration of sandhill cranes from observation blinds on the banks of the Platte River in southcentral Nebraska. The trips are conducted every year during March and early April, when over 500,000 sandhill cranes, along with hundreds of thousands of ducks and geese, converge on the Platte. Rowe Sanctuary is located in the heart of the sandhill crane area where the birds can be viewed in huge gatherings on their nighttime roosts. Group sizes are limited to maintain the quality and uniqueness of the experience. The sanctuary has partnered with the Iain Nicolson Audubon Center to offer additional education and conservation programs.

Additional information may be found at: [www.rowsanctuary.org](http://www.rowsanctuary.org).



Sandhill Cranes at Rowe Sanctuary, Nebraska

## **Eco-Tourism in Scottsboro/Bells Bend**

The Scottsboro/Bells Bend community already has features that could contribute to eco-tourism. These include:

- Bells Bend Park and Beaman Park
- Cumberland River and Streams
- Unique Geology
- Caves
- Rare Plant Species
- Various Wildlife Species Including Eagles and Whooping Cranes
- Ecologically-Minded Residents with Model Properties

Possible land uses associated with eco-tourism activities include:

- Interpretive Centers with Wildlife Viewing, Wildflower Hikes, Birdwatching
- Fishing
- Cave Exploration
- Eco-Home Tours
- Bed & Breakfasts with Ecological Focus
- Organic Gardens
- Retreat Centers

## **Recreational Tourism**

Recreational Tourism is another option for Scottsboro/Bells Bend, which has many natural resources that make it an ideal location for several forms of recreation that could draw additional visitors to the area.

### **Nantahala Outdoor Center**

Western North Carolina

The Nantahala Outdoor Center's main location is in western North Carolina along US Highway 19, approximately 12 miles west of Bryson City. The Outdoor Center is a multi-purpose business focused on many types of outdoor recreation. It includes not only equipment sales and rentals but also lessons, events, shops, dining and lodging. The lodging ranges from tent campsites to mountain cabins to a lodge. There are also associated river launch locations nearby.

Additional information may be found at: [www.noc.com](http://www.noc.com)



Enjoying the Cumberland River, Nashville

### Recreational Tourism in Scottsboro/Bells Bend

The Scottsboro/Bells Bend community already has features that could contribute to recreational tourism. These include:

- Bells Bend Park and Beaman Park
- Cumberland River, Streams, and Ponds
- Unique Geology
- Caves
- Greenway Potential to Connect Parks
- Potential to Build Trails
- Rural Roads
- Wildlife

Possible land uses associated with recreational tourism activities include:

- Boat Docks
- Hiking and Equestrian Trails
- Guided Nature Walks
- Outdoor Recreation Centers
- Sales / Rental Center for Bicycles, Canoes, and Kayaks
- Teaching Events / Lessons
- Lodging
- Dining
- Shops

### Agri-Tourism

Agri-tourism is defined by the Tennessee Agri-Tourism Initiative Steering Committee as: “An activity, enterprise or business that combines primary elements and characteristics of Tennessee agriculture and tourism and provides an experience for visitors that stimulates economic activity and impacts both farm and community income.”

Agri-tourists are often interested in visiting farms for the purpose of learning more about the food production process and for nostalgic reasons. Whatever the reason, farmers provide agri-tourism for the purpose of supplementing their income and to educate the public about the farming processes.



Middle Tennessee Mule Team

### The Need

Over the years, the characteristics of farming have changed. Of the small family farms that make under \$250,000 in sales from farm produce, two-thirds of those farms have a primary operator with non-farm employment supplementing the family income. The USDA estimates that in 2007, the average household income of farmers who supplemented their income with non-farming work would be 28 percent higher than the average household income of farmers whose primary occupation was farming. While the average household income of farmers was expected to increase in 2007, earning income through primary farming occupations is falling because of the increasing number of farmers supplementing their income through non-farm jobs.

Industrialization, globalization, and changes in lifestyle have threatened the small family farm, but there are options for farmers who would like to maintain their farmstead, but who do not want to be solely dependant on it for income. Agri-tourism is an option that allows farmers to share their daily operations with the general public while maintaining their quality of life.

## The Options

There is no set formula for agri-tourism. Much of the industry is based on the marketable assets of the individual farm and the market. A farmer should examine their operation and what areas may be used to either entertain or educate the public. A farmer must also determine their willingness to open up their land and home to the public and their desire to work with the public in a customer service and retail service role. After making these types of decisions, a farmer may then decide on the type of agri-tourism enterprise to pursue.



Tennessee Farm

## Market and Types of Enterprises

The market for an agri-tourism business may be out of town guests, or local groups and residents.

The Virginia Cooperative Extension list three types of agri-tourism enterprises, along with examples of each:

1. A supplementary enterprise: As a supplementary enterprise, agri-tourism could be a minor activity that would support the other products on the farm. For instance, if the primary enterprise is livestock production, inviting school groups to the farm several days out of the month to learn about animals and farming could supplement income.
2. A complementary enterprise: As a complementary enterprise, agri-tourism activities would share equal footing with other enterprises in the farm's product mix. For example, there may be an apple production enterprise on the farm. By selling half of the apples to a wholesaler and the remainder to "pick-your-own" guests, the two enterprises (the wholesale market and the direct market) would be complementary enterprises.
3. The primary enterprise: As the primary enterprise, agri-tourism would be the dominant activity on the farm. For instance, opening a winery on the farm and inviting guests to spend the day or the weekend tasting wine. The wine tasting package may include overnight lodging in a cottage on the property. It may also involve producing grapes for the wine to supplement the wine tasting activities. However, because agri-tourism is the main part of the farm product mix, it becomes the primary enterprise.

Agri-tourism is flexible and has the potential to become whatever the farmer desires it to be on their farm. Whether their agri-tourism is a supplementary, complementary, or primary enterprise, the farmer must be ready to think creatively and plan effectively in order for the new enterprise to be successful.

## Economic Feasibility

Given the development pressures facing some farms, making farming and agri-tourism economically viable is crucial. Tools such as conservation easements or Transfer of Development Rights (TDR), that were discussed earlier, may assist in the continuation of the farming operation. Conservation easements work to conserve contiguous areas of land, specifying its development potential; a property owner could specify that the use of the land be limited to a farming operation in a conservation easement that would last for perpetuity. Transfer of Development Rights (TDR) helps a property owner realize the development potential of the land by transferring (buying, selling or donating) the non-farming development rights from their site (a sending site) to a receiving site. Both instances may be used with the intent of preserving farm land and open space, by realizing the development potential of property while making it more worthwhile to pursue farming and/or agri-tourism.



Picking Pumpkins and Riding Bicycles at East Tennessee Farms

## Other Farmers' Successes

### East Tennessee Farms

Vacation East Tennessee provides over twenty examples of farms that have turned a family-owned farm into an agri-tourism enterprise ranging from "U-Pick" operations to wineries and bed and breakfasts. The following are two examples of agri-tourism operations in East Tennessee.

Additional information may be found at: [www.vacationeasttennessee.org](http://www.vacationeasttennessee.org)

## **The Ritter Family Farm**

Granger County, Tennessee

The Ritter Family Farm is a second generation farm that began in the 1970s, growing only tomatoes. Today the farm has diversified their operations and supplies a farmers market, operates a country kitchen, and hosts special events, centered around livestock and crop production.

Additional information may be found at: [www.ritterfarms.com](http://www.ritterfarms.com).



Fields at Ritter Family Farm, Tennessee

## **The West Wind Farm**

Morgan County, Tennessee

The West Wind Farm is one of the few certified organic farms in Tennessee. The farm specializes in sustainable farming and sells organic dairy, vegetable crops and livestock. In addition, the farm sells value-added products (products whose change in physical state increases their marketability, such as milling wheat into flour). The farm also hosts farm tours throughout the year.

Additional information may be found at: [www.grassorganic.com](http://www.grassorganic.com).



Sheep at West Wind Farm, Tennessee

## **Agri-Tourism in Scottsboro/Bells Bend**

The Scottsboro/Bells Bend community already has features that could contribute to agri-tourism. These include:

- History of Agriculture
- Rural Setting
- Some Producing Farms Including Large and Small Farms
- Other Agricultural-Related Enterprises

Possible land uses associated with agri-tourism activities include:

- Agriculture-Related Museums
- Agriculture-Related Festivals and Fairs
- Century Farms
- Corn-Maze Enterprises
- Farmers Markets
- Farm Tours
- Farm Vacations (where people pay to spend a few days and participate in daily farm activities)
- Farm Petting Zoos
- Farm Fee-Fishing
- Horseback Riding
- Bed & Breakfasts

Retail, recreation and lodging may all be part of the agri-tourism enterprise. Similar land uses pertaining to agri-tourism and entertainment farms, including country kitchens (restaurants), retail sales and festivals would require special zoning under the Metropolitan Nashville/Davidson County Zoning Code. Otherwise, it is not allowed by right under the zoning regulations.

Similar land uses pertaining to agri-tourism such as bed and breakfasts, camping, and kennels/stables would require a special exception permit from the Board of Zoning and Appeals under the Metropolitan Nashville/Davidson County Zoning Code.

Many state and local governments are now examining ways to incorporate zoning regulations that permit uses associated with agri-tourism. Michigan's Agricultural Tourism Commission developed an Agricultural Tourism Local Zoning Guidebook and Model Zoning Ordinance. The guidebook was written to develop uniformity in local agricultural regulations in a state whose agri-tourism industry has grown significantly over the years. Allowing agri-tourism related land uses as development rights under zoning regulations will save farmers time and money, and will eliminate many current limitations under conventional zoning laws.

## Additional Sources for Information

Please follow the links below for additional information on agri-tourism topics.

- Center for Profitable Agriculture Rural Setting – A University of Tennessee, Farm Bureau Partnership: [www.cpa.utk.edu](http://www.cpa.utk.edu)
- State of Tennessee: Agri-Tourism: [www.tnvacation.com/agritourism](http://www.tnvacation.com/agritourism)
- U.S. Department of Agriculture (USDA): [www.ers.usda.gov/](http://www.ers.usda.gov/)
- Virginia Cooperative Extension: [www.ext.vt.edu](http://www.ext.vt.edu)
- Michigan Agricultural Tourism Advisory Commission: [www.michigan.gov](http://www.michigan.gov)



Cumberland Mountain Farm, Tennessee



Corn Maze, Freshwater Ranch, Garnertown, Tennessee

## Additional Agriculture Options: Sustainable Agriculture, Community Supported Agriculture (CSA), Organic Farming Co-Op, Community Gardens

There are several inter-related types of agriculture options that the Scottsboro/Bells Bend community could explore in efforts to further achieve the vision for natural/rural preservation. These include:

- Sustainable Agriculture Including a Sustainable Agriculture Institute
- Community Supported Agriculture (CSA)
- Organic Farming Co-Op
- Community Gardens

This section provides a brief overview of agricultural options that can assist with tourism activities and farmland preservation. Successful examples of these options are included.



Tennessee Farmer at Work

## Sustainable Agriculture

Sustainable agriculture is a broad term that includes several options for Scottsboro/Bells Bend, one being a sustainable agriculture institute. Sustainable agriculture means farming in a manner that is economically, environmentally and socially viable, now and in the future.

The U.S. Department of Agriculture defines sustainable agriculture as “an integrated system of plant and animal production practices having a site-specific application that will, over the long term:

- Satisfy human food and fiber needs;
- Enhance environmental quality and the natural resource base upon which the agricultural economy depends;
- Make the most efficient use of nonrenewable resources and on-farm resources and integrate, where appropriate, natural biological cycles and controls;
- Sustain the economic viability of farm operations; and
- Enhance the quality of life for farmers and society as a whole.”

Additional information about sustainable agriculture may be found at: [www.nal.usda.gov/afsic/pubs/agnic/susag.shtml](http://www.nal.usda.gov/afsic/pubs/agnic/susag.shtml)

The USDA’s Building Better Rural Places program describes the federal programs for sustainable agriculture, conservation, and community development. Additional information may be found at: [attra.org/guide/index.html](http://attra.org/guide/index.html)

### **Southern Sustainable Agriculture Working Group**

The Southern Sustainable Agriculture Working Group’s mission is: “To empower and inspire farmers, individuals, and communities in the South to create an agricultural system that is ecologically sound, economically viable, socially just, and humane. Because sustainable solutions depend on the involvement of the entire community, Southern SAWG is committed to including all persons in the South.”

Additional information may be found at: [www.ssawg.org/index.html](http://www.ssawg.org/index.html)

### **Appalachian Sustainable Agriculture Project**

The Appalachian Sustainable Agriculture Project is a nonprofit organization that supports farmers and rural communities in the mountains of Western North Carolina and the Southern Appalachians by providing education, mentoring, promotion, web resources, and community and policy development. Their mission is to create and expand regional community-based and integrated food systems that are locally-owned and controlled, environmentally sound, economically viable and health promoting. Their vision is a future food system throughout the region’s mountains that provides a safe and nutritious food supply for all segments of society.

The Agriculture Project has also developed a study “Growing Local: Expanding the Western North Carolina Food and Farm Economy,” published in August 2007, that provides some useful information, case studies, and examples for the Scottsboro/Bells Bend area. It can be found at: [www.asapconnections.org/special/research/reports/growinglocal.pdf](http://www.asapconnections.org/special/research/reports/growinglocal.pdf)

Additional information may be found at: [www.asapconnections.org](http://www.asapconnections.org)

### **Sustainable Agriculture Research and Education Group**

This organization provides grants and information to farmers, ranchers, educators, researchers and consumers. They offer a competitive grants program in areas of research/education, professional development, producers, on-farm research/partnerships, and sustainable community innovation.

Additional information may be found at: [www.sare.org](http://www.sare.org)

### **University of Tennessee Extension Office**

A valuable local resource is the University of Tennessee (UT) Davidson County Extension Office. UT Extension is an off-campus division of the UT Institute of Agriculture. It is a statewide educational organization, funded by federal, state and local governments that brings research-based information about agriculture and resource development to Tennesseans. Because UT Extension emphasizes helping people improve their livelihood where they live and work, most Tennesseans have contact with UT Extension through their local county Extension agents, found in each of Tennessee’s 95 counties. Extension agents are supported by area and state faculty as well as by educational and research resources of the U.S. Department of Agriculture (USDA), 74 land-grant universities, and 3,150 county units throughout the nation. The stated mission is to help people improve their lives through an educational process that uses scientific knowledge to address issues and needs. Extension faculty provide educational programs to farmers and nursery owners on plant diseases, pest management, improved production, sustainable technologies, efficient use of resources, and trends in landscape design.

UT Extension contact info may be found at: [davidson.tennessee.edu/](http://davidson.tennessee.edu/)

Another useful resource for more information on value-added agriculture, which can be a way for farmers to make more money for their products, is available at the UT Extension Marketing and Value-Added Agriculture web site: [www.utextension.utk.edu/publications/marketing](http://www.utextension.utk.edu/publications/marketing).



Farm in Middle Tennessee

## National Sustainable Agriculture Information Services

The National Sustainable Agriculture Information Services shares useful information and publications, such as biodiversity and marketing. One booklet provides an overview of “Adding Value to Farm Products.”

“As farmers struggle to find ways to increase farm income, interest in ‘adding value’ to raw agricultural products has grown tremendously. The value of farm products can be increased in endless ways: by cleaning and cooling, packaging, processing, distributing, cooking, combining, churning, culturing, grinding, hulling, extracting, drying, smoking, handcrafting, spinning, weaving, labeling, or packaging. Today, more than ever, adding value means ‘selling the sizzle, not the steak.’ The ‘sizzle’ comes from information, education, entertainment, image, and other intangible attributes.”

Publications and additional information may be found at: [www.attra.ncat.org](http://www.attra.ncat.org)



Hickory Nut Gap Farm, Tennessee

## Sustainable Agriculture Institute

The idea of a sustainable agriculture institute is another option for Scottsboro/Bells Bend, mentioned in the *Beaman Park to Bells Bend: A Community Conservation Project*. While a sustainable agriculture institute would be the first of its type in Tennessee, other states have created them through partnering with universities and other agencies.

### Leopold Center for Sustainable Agriculture

Located in Iowa and partnering with Iowa State University, the Leopold Center is a research and education center with statewide programs to develop sustainable agricultural practices that are both profitable and conserve natural resources. The Center was established under the Groundwater Protection Act of 1987 with a three-fold mission: to conduct research into the negative impacts of agricultural practices;

to assist in developing alternative practices; and to work with Iowa State University Extension to inform the public of research findings.

In 2002, the center refined and adopted their vision statement: “The Leopold Center for Sustainable Agriculture explores and cultivates alternatives that secure healthier people and landscapes in Iowa and the nation.” The Center focuses research into three initiative areas: marketing and food systems, ecology, and policy.

Additional information may be found at: [www.leopold.iastate.edu](http://www.leopold.iastate.edu)



Chicken Farm, Iowa

### Michael Fields Agricultural Institute

Since 1984, the Michael Fields Agricultural Institute has been working to develop agriculture that can sustain the land and its resources. As a public, nonprofit learning center, they work to revitalize farming with research, education, technical assistance and public policy. A breakdown of their activities can be found within the Programs section of their website. Their mission is to cultivate the ecological, social, economic, and spiritual vitality of food and farming systems through education, research, policy and market development.

Additional information may be found at: [www.michaelfieldsagainst.org](http://www.michaelfieldsagainst.org)



Red Barn, Tennessee

## Shelburne Farms

Another example of teaching about sustainable agriculture is a farm such as Shelburne Farms. Shelburne Farms is a membership-supported, nonprofit environmental education center and National Historic Landmark on the shores of Lake Champlain in Shelburne, Vermont. Their mission is to cultivate a conservation ethic. Schoolchildren, adults, educators and families visit the farm to learn, while casual visitors visit to enjoy the walking trails, children's farmyard, inn, restaurant, property tours and special events. The farm serves as an educational resource by practicing rural land use that is environmentally, economically and culturally sustainable.

Shelburne Farms was created in 1886 by William Seward and Lila Vanderbilt Webb as a model agricultural estate. In 1972, it transitioned into an educational nonprofit. Their nearly 400 acres of sustainably-managed woodlands received Green Certification from the Forest Stewardship Council in 1998, and their grass-based dairy supports a herd of 125 purebred, registered Brown Swiss cows. Their milk is transformed into award-winning farmhouse cheddar cheese right on the property that visitors can sample as they wander the grounds.

This smaller, more site specific (not statewide) education center may be a better option for the Scottsboro/Bells Bend area, which may have difficulty competing against other Tennessee sites for a larger institute.

Additional information may be found at: [www.shelburnefarms.org](http://www.shelburnefarms.org)



Sheep Grazing at Shelburne Farms, Vermont

## Community Supported Agriculture (CSA)

Community Supported Agriculture (CSA) is another option for Scottsboro/Bells Bend. CSA is a partnership between a farm and a community of supporters which provides a direct link between the production and consumption of food. Supporters cover a farm's yearly operating budget by purchasing a share of the season's harvest. CSA members make a commitment to support the farm throughout the season, and assume the costs, risks and bounty of growing food along with the farmer. Members help pay for seeds, fertilizer, water, equipment maintenance, and labor. In return, the farm provides a healthy supply of seasonal fresh produce throughout the growing season. Becoming a member creates a relationship between people and the food they eat, the land on which it is grown and those who grow it.

Additional information may be found at: [www.nal.usda.gov/afsic/pubs/csa/csa.shtm](http://www.nal.usda.gov/afsic/pubs/csa/csa.shtm)

The Local Harvest organization provides information on local farms, CSAs, and Co-Ops. There are several located in the Middle Tennessee area. Find local CSAs through the Local Harvest website at: [www.localharvest.org](http://www.localharvest.org)



## Food Security Partners of Middle Tennessee

The Food Security Partners of Middle Tennessee brings people together to create and sustain a secure and healthy food system for the region, from production to consumption. The group envisions a Middle Tennessee "in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice."

The Food Security Partners connect interested people through networking and professional development opportunities, foster collaborative projects, lead a food security awareness campaign, and host a yearly summit to cultivate a shared agenda for changing the food system. They have over 100 partners and members who are

committed to sharing information and resources to promote a food system that benefits everyone.

Additional information may be found at: [www.foodsecuritypartners.org](http://www.foodsecuritypartners.org)

## Organic Farming Co-Op

A Co-Op is defined as an association of people united voluntarily to meet a common need (economic, social, cultural) through a jointly-owned and democratically-controlled process, as in a housing cooperative. It can also be defined as a business owned and controlled by the people who use its services, as in a credit union.

Organic Farming Co-Ops are described as: “For individuals and families seeking high nutritional value and reduced risk of exposure to the toxins associated with factory farming practices, organic offers peace of mind. A commitment to choosing local and regionally produced foods is a core value of the organic movement. In addition to fresher foods and reduced fossil fuel consumption, the profit from the sale of locally produced foods is more likely to find its way back into the community. Consumers and family farmers working together to support such local systems form a sustainable partnership. Organic farming methods are helping to heal our earth by returning vitality and nutrients to the soil and keeping air and water safe from pollution caused by toxic pesticides and herbicides. Eating organic food is a great way to protect the environment.”



Middle Tennessee Farms



## Eaton’s Creek Organics

Eaton’s Creek Organics is a certified, organic community-based farm in Joelton that raises a mixture of herbs, vegetables, fruits and flowers. They farm 12 acres of rich organic soil, growing an assortment of heirloom varieties and practicing environmentally safe farming methods which include crop rotation, companion planting, cover crops, raised garden beds, and beneficial pest management.

Additional information may be found at: [www.ecorganics.net/](http://www.ecorganics.net/)

## Additional Resources and Information

Please follow the links below for additional information on agricultural topics.

- National Trust for Historic Preservation Rural Heritage at: [www.national-trust.org/rural\\_heritage/](http://www.national-trust.org/rural_heritage/)
- Ellington Agricultural Center at: [www.tennessee.gov/agriculture/administ/agcenter.html](http://www.tennessee.gov/agriculture/administ/agcenter.html)
- University of Tennessee Institute of Agriculture at: [www.agriculture.utk.edu](http://www.agriculture.utk.edu)
- Tennessee State University Institute of Environmental and Agricultural Research at: [www.tnstate.edu/iager/](http://www.tnstate.edu/iager/)
- National Agricultural Law Center at: [www.nationalaglawcenter.org](http://www.nationalaglawcenter.org)
- Right-to-Farm Law Information at: [www.farmfoundation.org](http://www.farmfoundation.org)
- Historic Family Farms in Middle Tennessee Research provided at: [www.mtsu.edu/~histpres/cent\\_farms95.doc](http://www.mtsu.edu/~histpres/cent_farms95.doc)

## Tools for Well Designed Development

### Conservation Subdivisions

In Nashville/Davidson County per the Subdivision Regulations, a conservation subdivision is a new subdivision option that allows for single-family residential development while preserving at least 50 percent of the land, including environmentally, historically and culturally sensitive areas.

#### Purpose

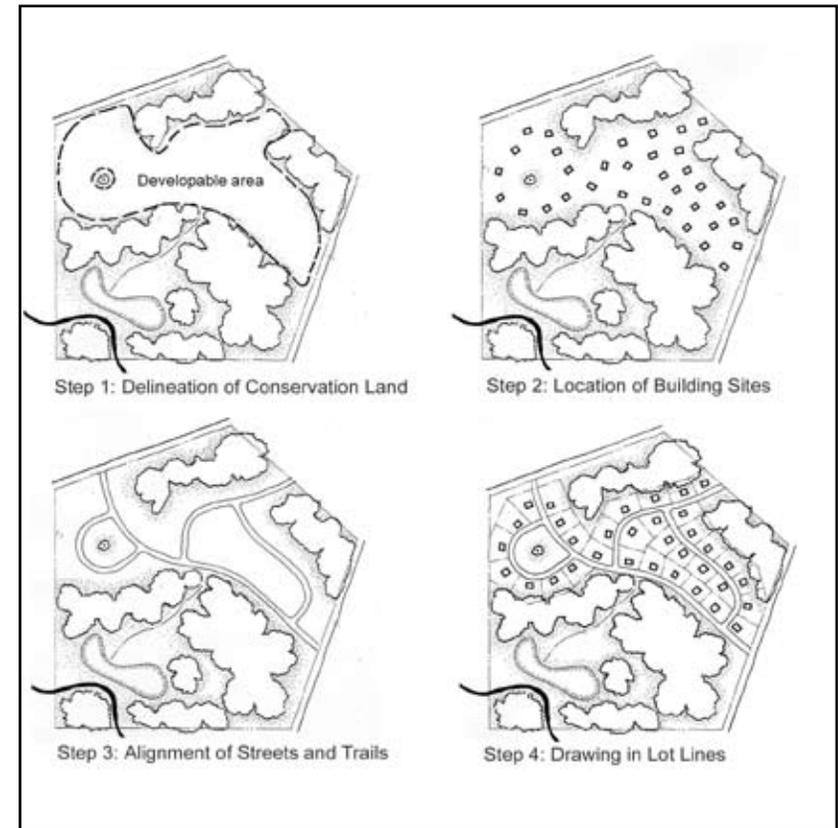
The purpose of a conservation subdivision is to:

- Provide for the preservation of open space;
- Permit flexibility regarding the subdivision's design to promote environmentally sensitive and efficient use of the land;
- Preserve in perpetuity unique or sensitive natural resources such as groundwater, floodplains/floodways, wetlands, streams, steep slopes, woodlands, wildlife corridors/habitat, scenic views, and historic/archeological sites;
- Permit grouping of houses and structures on less environmentally sensitive soils that will reduce the amount of infrastructure, including paved surfaces and utility easements, necessary for residential development;
- Minimize land disturbance and removal of vegetation during construction, resulting in reduced erosion and sedimentation; and
- Promote interconnected greenways, wildlife and other natural corridors throughout the community.

#### Design

The primary difference between conservation subdivisions and conventional ones involves the location of the homes on one part of the parcel. In other words, the homes are grouped. Other changes involve management and ownership of the land that has been left for preservation.

### Four-Step Design Process for Conservation Subdivisions



Example from Metro Planning Department

## Examples of Conservation Subdivisions

### Cobb Hill

#### Hartland, Vermont

- Site size: 270 acres of forest and farmland
- Land Uses: Co-housing community, environmentally-built homes, a working organic farm, the Sustainability Institute, numerous farm-related enterprises (Cobb Hill Cheese, maple syrup, bees, sheep)
- Ownership: Members own their homes plus a share in the commonly owned land, barns, and common house
- Number of Units: Mix of single family homes, duplexes and apartments; 23 households/40 adults, 20 children
- Agricultural Features: 10 agricultural enterprises in operation, 2006 harvest included:
  - 7,897 eggs
  - 58 pounds of chicken sausage
  - 220 pounds of honey
  - 970 pounds of chicken meat
  - 800 ten pound wheels of Ascutney Mountain alpine cheese
  - 400 ten pound wheels of Four Corners Caerphilly
  - 2,833 bales of high quality hay
  - 635 pounds of packaged lamb meat
  - 104,063 pounds of fluid milk for cheese
  - 1,500 pounds of fluid milk for customers
  - 800 pounds of beef
  - 100,000 pounds of composted manure
  - 131 gallons of maple syrup
  - Several tons of 40 types of vegetables
  - Flowers/herbs

Additional information may be found at: [www.sustainer.org/cobhill/Home.html](http://www.sustainer.org/cobhill/Home.html)



Cobb Hill Throughout the Seasons, Vermont

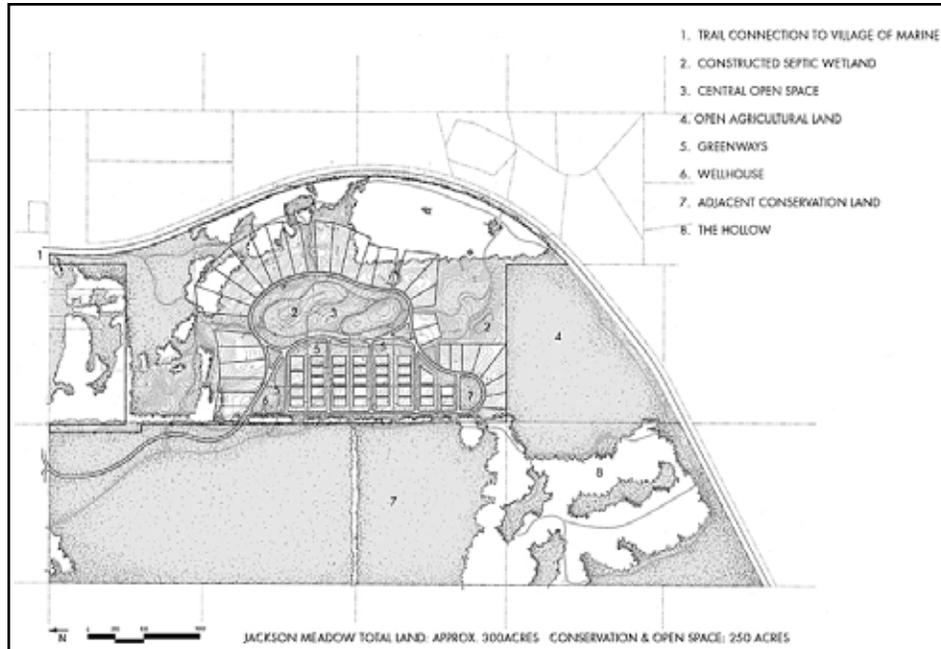


## Jackson Meadow

Northeast of the Twin Cities, Marine on St. Croix, Minnesota

- Site size: 315 acres total, 145 acres within development boundaries
- Lot sizes: .3 – 1.75 acres, clustered homes use 30 percent of the land
- Number of Units: 64 single family homes
- Open Space: 275 acres total (87%), 105 acres owned by homeowner's association, 170 acres by adjacent landowners
- Transportation Design: Narrow roads are functional, designed for slow speeds, fit into context of location, front yards converge on walking paths
- Trails: Five miles of public trails with connections to city and state park
- Waste Treatment: Two constructed wetland systems
- Water: Central well system
- Natural Features: 70+ acres hardwood forest; 25+ acres restored prairie

Additional information may be found at: [www.sustainer.org/cobhill/Home.html](http://www.sustainer.org/cobhill/Home.html)



Clustered Homes in Jackson Meadow, Minnesota

## Preservation Development

### Bundoran Farm

Southern Albemarle County, near Charlottesville, Virginia

Preservation Development uses limited residential development to preserve the character and use of rural landscapes in perpetuity. Preservation Development has been described as a “three legged stool.” Each leg of the stool represents a different activity and constituency which bear an equal amount of weight.

- Farming – agricultural work and land management activities.
- Environmental – guided by the work of Audubon International.
- Development – home ownership and residency on a working farm.

These three interdependent legs of the stool have been used to design a development that preserves the rural character of a farm while allowing a limited number of homes to be built. Over the next few years, around one hundred families will make their home on Bundoran Farm, living near productive farmland and creating a community committed to environmentally responsible principles.



Pastures at Bundoran Farm, Virginia

Bundoran Farm is comprised of 2,300 acres. About 1,100 acres is given to cattle pastures; 1,000 acres is conserved as managed forest with over 15 miles of trails; 200 acres is given to apple orchards. In addition, the farm has established land use patterns based on farming operations, including pastures, ponds, lanes, trails, animals, forests, streams and meadows.



Meadow View at Bundoran Farm, Virginia

The Bundoran Farm Masterplan locates homesites and roads, avoiding areas critical for productive agriculture and wildlife habitat. This approach to residential development and stewardship also includes standards for the construction of common amenities, such as roads and driveways, to protect water quality, maintain the rural character of the site, and minimize site disturbance. Homesite locations range from views across the ridgetops, to views across the meadows, to being surrounded by forests.

The method of preserving the landscape character at Bundoran Farm uses agricultural easements to reserve areas of the farm under productive agricultural operations. More than 90 percent of the farm is protected through easements. In return for allowing easements on their property, homeowners have access to nearly the entire farm property. The model of Preservation Development, in which farming operations are part of the environment, establishes a series of layers that connect residents to nature, to the farm, and to each other. These layers take the form of greenbelts, farmbelts, and homesites accessed by common lanes and private drives. Cattle crossings, fenced pastures, orchard lanes, and outbuildings are part of this farmstead pattern that is connected and interdependent.

Additional information may be found at: [www.bundoranfarm.com](http://www.bundoranfarm.com).

## Model for Preservation and Growth

### Adirondack Park

Upstate New York, across Lake Champlain from Vermont

One useful model for the Scottsboro/Bells Bend community is the Adirondack Park and the Adirondack Park Agency, located in upstate New York. This large and diverse area is unique and known throughout the world. The Adirondack Park Agency describes the park as being “created in 1892 by the State of New York amid concerns for the water and timber resources of the region. Today the Park is the largest publicly protected area in the contiguous United States, greater in size than Yellowstone, Everglades, Glacier, and Grand Canyon National Park combined, and comparable to the size of the entire state of Vermont. The boundary of the Park encompasses approximately 6 million acres, nearly half of which belongs to all the people of New York State and is constitutionally protected to remain “forever wild” forest preserve. The remaining half of the Park is private land which includes settlements, farms, timber lands, businesses, homes, and camps.”



The Adirondack Park Agency was created in 1971 by the New York State Legislature to develop long-range plans for both the public and private land within the boundary of the Park, commonly referred to as the “Blue Line”. The Agency prepared the State Land Master Plan, signed into law in 1972, followed by the Adirondack Park Land Use and Development Plan in 1973. Both plans are periodically revised to reflect changes and current trends and conditions.



The Agency, part of New York State government and consisting of 65 staff and an 11 member board, works diligently to conserve the Park’s natural resources and assure that development is well planned. A sample of the Park’s Land Use Plan is shown above. In addition to guiding intensity, land use regulations also work to protect critical environmental areas such as wetlands, shorelines, higher elevations, and land within a certain distance of important Park features. Land uses are classified either as hamlets, moderate intensity use, low intensity use, rural use, resource management, or industrial use. Below is the table that guides overall intensity within the various classifications.

Land Use Area	Color on Map	Avg. # Principal Bldgs. (per sq. mile)	Avg. Lot Size (acres)
Hamlet	brown	no limit	none
Moderate Intensity Use	red	500	1.3
Low Intensity Use	orange	200	3.2
Rural Use	yellow	75	8.5
Resource Management	green	15	42.7
Industrial Use	purple	no limit	none

The Park is within a day’s travelling distance of 70 million residents of the United States and Canada. This remarkable place combines recreational and cultural heritage tourism with a strong ecological component, and it includes real towns and villages along with industry, where people live, work, shop, and recreate within a vast network of permanently protected open space.

The Adirondack Park model plans for future growth and preservation, much as the Scottsboro/Bells Bend Detailed Design Plan does. The Adirondack Park model, however, has the benefit of zoning and conservation easements in place, which the Scottsboro/Bells Bend Plan encourages.

Additional information may be found at [www.apa.state.ny.us/](http://www.apa.state.ny.us/) and [visitadirondacks.com/home/park.cfm](http://visitadirondacks.com/home/park.cfm)

For more information on land uses, please refer to the Park's "Citizens Guide to Adirondack Park Agency Land Use Regulations" at: [www.apa.state.ny.us/Documents/Guidelines/CitizensGuide.pdf](http://www.apa.state.ny.us/Documents/Guidelines/CitizensGuide.pdf)

### Adirondack Park Highlights

- Combination of wild lands, recreational lands and settlements of varying sizes (most are small);
- Combination of mountains, lakes, villages, farms, museums, restaurants, artisan shops, and lodging;
- 40 campgrounds / 2,000 miles of hiking trails / hundreds of miles of canoe routes; and
- Cultural and historic sites located throughout the Park.



Adirondack Park: Barnum Pond



Adirondack Park:  
Backcountry



Adirondack Park:  
Winter Activities



Adirondack Park: Nature Hike



Adirondack Park:  
Bird Watching

Examples of Farmland Within the Study Area



Farmer Along Ashland City Highway, Scottsboro



Farmland Along Cleece's Ferry Road, Bells Bend



Pasture Along Old Hickory Boulevard, Scottsboro



Farm Along Old Hydes Ferry Road, Bells Bend

# Appendix



Donkey Enjoying Spring Afternoon in Bells Bend

**Appendix A: Scottsboro/Bells Bend: Visioning Notes**  
**Consolidation from Visioning Workshop January 17, 2008**

**Question 1. What makes an area rural? What environmental features?**

Natural Landscape / Natural Features / Natural Resources

*"Wild, not managed"*

*"Some areas only accessed by foot"*

*"Close to Highland Rim connects us"*

Green Spaces / Large Open Spaces

Woods / Large Trees / Undeveloped Woodlands

Rugged Hills / Steep Hills / Ridgelines

River / Streams / Lakes / Creeks

Wildlife (including whooping cranes & bald eagles)

Scenic Views

Clean Air

Hunting / Fishing

Ability to Shoot Guns

Quiet / Private / Tranquil / Peaceful

Low Population / Few Neighbors / Not Crowded / Isolated

*"Human print is minimal"*

Know Neighbors

Narrow Winding Roads / Two-Lane Roads

Little Traffic

*"As much what is there as isn't"*

*"High taxes – no gov't services"*

**What land uses?** *(These are what stakeholders mentioned besides homes & small commercial discussed below.)*

Farms / Farming / Barns / Tractors

Cows / Horses / Mules / Pasture

Gardens

*"How you use the land in line with natural features."*

**What do the homes look like?**

Big Lots / Large Properties

*"Measured in acres instead of feet"*

*"5 – 10 acre+"*

*"Space to move around"*

Deep Setbacks / Irregular Setbacks

Single-Family Homes / Low Density

Wide Architectural Variety – No Cookie-Cutter

*Styles mentioned include: historic homes, log houses, cabins*

*"Not much in the way of extra codes"*

Houses Spaced at Random – Not Too Close

Different Sizes of Homes

Sustainable Housing

Farms Interspersed

*"Not too "pretty" – a few house trailers, sheds, not too manicured – a cow patty feels at home"*

*"Can hang our undies on the line without any complaints"*

*"Can hold big family events – multi-generational – and no one complains about the parking"*

No Subdivisions / No Small Lot Development

No Mobile Homes

No Condos

No High-Density Development

Better to Have Clustered Development

*"Ar2a is not rural if lots are all around are 2 acres"*

Limited Infrastructure

Fewer Urban Services

Stay With Septic Systems / No Sewer Systems

No Bridge

No Street Lighting

**What do commercial areas look like?**

Keep Businesses Small

*"Necessity commercial – mom & pop"*

*"Centralized, compact"*

Keep Commercial at Ashland City Hwy & Old Hickory Blvd

*"Once you get there you could walk"*

*"Commercial looks like Tony's Foodland at crossroad"*

Individual Commercial Areas Verses Strip Shopping

Scattered Commercial

Low-Rise

No Street Lights

Country Store

Feedmills

Minimal Development at Wade School

Small Shops, Kayak Rental, Bike Rental

Boarding Horses

Bicycle Shop, Outdoor Stores, Boating

No Strip Malls, No Fast Food

No Dumps  
No Industrial  
No Large Trucks – Shipping  
No Commercial

## Question 2. What do you value about Scottsboro? about Bell's Bend?

Long Historical Community Heritage  
*"Scottsboro and Bells Bend are one community"*  
Generations of Family / Longtime Family Community Ties  
Family  
Sense of Community (e.g. annual BBQ at Scottsboro Club)  
Friendly People / Know Neighbors  
Certain Attitude  
Historic Landmarks  
Rural Community / Rural Community Values  
Farmland  
*"Uniqueness of having this much farmland (Bells Bend) in a major metro area"*  
Scottsboro – Existing Center of Community  
Few People  
*"A place you can be by yourself"*  
One table described: Scottsboro –  
Rugged Wilderness  
More Dense – smaller plots of land than  
Bells Bend –  
Flat, less topography issues  
Larger lots – family owned  
Cumberland River frontage  
Beautiful Places in Nashville, TN  
Sweet Place  
Unspoiled  
Quiet / Privacy / Peaceful  
*"Live near the city but still be rural and live in a quiet place with space around you. The only place left like that in Davidson County. Offers an alternative to urban living in Davidson County."*  
Open Spaces  
*"Open spaces give peace & calmness to people as they drive through"*  
Two Parks (Beaman & Bells Bend)  
Variety of Topography  
*"Highest hills in Davidson County, 860 ft., to River bottom land"*  
*"It's like being in the mountains"*  
Hills / Ridges

Views  
*"Valley-like view looking west into Pecan Valley Rd"*  
Nature / Outdoors  
Wildlife (mentioned: deer, foxes, bobcats, wild turkeys, rare birds, whooping cranes, ducks)  
*"I see the same deer over here that I see over there. They don't know there's a road there."(referring to different sides of Old Hickory Blvd area just north of Tidwell Hollow area)*  
Unique Preservation Area  
Conservation Land  
Stars at Night  
Woodlands  
Wetlands  
Flora  
Marrowbone Lake  
Archeological Sites  
Cooler Temperatures Than the City  
River Is Asset  
*"It protects us & makes it hard to get here"*  
Land Around the River  
Recreational Opportunities  
*"Can kayak and bike in own area; don't have to drive anywhere to recreate"*  
Walking  
Hiking, Hunting  
Educational Opportunities  
*"Love Pecan Valley (Scottsboro area), beauty, quiet, privacy, no noise, solitude"*  
Unique Housing Types  
Minimum Commercial  
*"Small family-owned businesses; no big-box stores or warehouses"*  
Can Have Farm Animals  
Low Levels of Traffic  
Low Impact, Small  
Low or No Light / Sound Impact  
No Major Industry  
No Bridges  
*"Like it like it is"*

## Question 3. What would you like to have preserved? Environmental features? Land use? Character?

Environmental Features / Ridgelines / Hilltops / Floodplains  
*"Do not develop ridgelines like they have done so in Bellevue"*

*Another group had a conversation where some members wanted to preserve hilltops while others thought the tops could be developed with homes since those are the flattest parts*

#### Natural Preservation

Buzzard's Bluff

Caves

Unspoiled Watersheds

*One Facilitator noted: Table linked importance of unfragmented forests as key to clean water for the area and the larger Cumberland River watershed*

Wetlands / Springs / All Waterways

Woodlands / Forests

*One Facilitator noted: table did not want to see clear-cutting but agreed with "selective harvesting" and more sustainable forestry  
"Must develop with preserving trees"*

Wildlife Habitat

Archeological Native American Sites

*"Indian sites everywhere in Bells Bend"*

Robertson Island

Open Space / Parks

*"Great to have open space so close to the city"*

Viewsheds

*"From West Nashville across the river looking onto the Bend and the viewshed of the hills from Old Hickory/Pecan Valley area"*

Unbroken Acres

Low Impact, Conserving Environment

Rural Character

Farmland / Working Farms

*"Old farms get recognition for being century farms"*

*"Sod farm"*

*"Any agricultural use but not industrialized agriculture"*

Historic Resources / Historic Buildings (specifically mentioned Wade School,

log cabins, barns, David Lipscomb 1850 Homeplace, Buchanan Home)

Heritage

Low Density

*"Not looking to attract population"*

*"Single-family style – low-density, minimum 2-acre, dream 5-acre, 10?"*

Springhouses

No Sewers

No Bridges

Limited Roads / Small Roads

*"Curvy, limited access"*

*"Leave Old Hickory Blvd as is; do not widen to 4 lanes"*

Quiet Areas

No Light Pollution

No Billboards

Few Traffic Lights

Current Land Uses

Recreational Uses

More Sustainable Homes

Conservation-Focused, Increased Population

#### **Question 4. What would you like to see change? Environmental features? Land uses? Character?**

More Greenway Trails

*"Weave greenway system throughout area – trails on hillsides, pedestrian bridge at Bells Bend Park"*

*"Connect Beaman Park to Bells Bend Park"*

*"Around Cumberland River in the Bend – multi-purpose, walking, canoes, horses, bikes, fishing, bird watching"*

*"Sidewalks and trails"*

Pedestrian Bridge at Bells Bend

Bike Lanes / Horse Trails

More Parks / More Public Parklands

*"Near new Wal-Mart – add to Park system"*

Wetland Restoration

Reforestation

Ferry

Wade School Renovated

Small Commercial Services Along Ashland City Hwy at Old Hickory Blvd

If New Development, No Big Projects

Village – Restaurant

Hardware Store

General Store

Small Grocery Store / Produce Stand

Produce Market / Farmers Co-Op

Community Gardens

Music Venue (like Bluebird Café)

Amphitheater

Rail Service / Train Stop

Community Gym

Recreation (ball for young people)

Recycling Drop-Off Center / Community Green Projects – Recycling

More Nature Education

*"No: chain stores, no corporate, no industrial farming, no fighting cocks, not Starbucks"*

*"Small farmers could come in and farm the land"*

More Boating / Docks / Kayaks

Less Motor Boating

Density Restrictions on Open Space & Rural

Height Restrictions

Limit Dump at Briley

No Car Junk Yard

More People Come to Enjoy

*"Maintain as it is"*

*"It would be nice to arrive at a point where we could stop fighting and build something like*

*Adirondack Park [in New York] and bring in sustainable farming."*

Future Utilities Underground

No Billboards

No More Industrial

No Sewers

No Bridge

Old Hickory Blvd

*"Improve road & shoulders, fix drainage along north end"*

*"Speed limit lowered on OHB through Bells Bend" (cited issue of tractor/  
automobile speed differentials)*

Landscaped Median Along Ashland City Hwy

*"Green median or no median on Ashland City Highway"*

*"Irresponsible development ruins why we are here"*

*"Constantly having to fight to keep this land the same; Opryland area farms are gone.*

*Rural areas have not been preserved despite charter mandate to do so."*

*"Cities, when extending infrastructure to a rural area, the city must build schools &  
other structures to justify the expense to extend those services." (So costly to bring  
infrastructure out here, is it really worth developing?)*

Better Emergency Services

Hospital

Post Office

School

Fire Station

Bus Service

Tires being thrown on roads

Larger water pipes for better water pressure

Waste water treatment plant go away

Eminent Domain—this concept means Metro can do whatever they want and  
residents can't stop Metro

## Question 5. What is valuable about your property?

Live Among Wildlife (turkeys, deer, birds, owls, blue herons, crickets, frogs,  
lightning bugs, warblers)

Surrounded by Nature

*"Provides a sanctuary for myself and animals"*

Woods – Trees

*"Trees older than me"*

*"Walk from home within one mile of woods"*

Wild Flowers

*"Bluebells in the spring"*

Medicinal Plants

Creeks

Scenery / Views / Beauty

*"View of river"*

Fresh Air

Privacy

*"Live in hollow next to Beaman Park—like seclusion"*

Peace & Quiet

*"I like where I live – quiet, no racket"*

Open Spaces / The Spaces

*"Dogs can run"*

Can Hike on Own Land

Can See Stars

Adjacent to Park

Country-Living in the City

*"Rural yet close to an urban setting"*

*"Retreat from Urban setting"*

*"Close to Nashville – have access to planners and progressive planning process"*

*"Close to Nashville – provides other job opportunities besides farming"*

Ability to Have Farm Animals (horses, chickens, cows, goats, pigs, donkeys)

Barns

Ponds

Houses with Acreage

*"Room for the kids to play in the big yard"*

*"Little road frontage, pasture, existing character"*

My Garden

*"Grow what we eat"*

Our Own Orchards

Know Our Neighbors

*"People drop in"*

*"Neighborly new & old neighbors"*

Smell of Fresh Cut Hay  
 Spring Water  
 Fire Wood Handy  
 Root Cellar  
 The Land  
 Historical Property  
*"Roots: Family-Owned Since 1850"*  
 Train Going By My Yard  
 Existing 40 Acres in Conservation Easement  
 Greenbelt Status for Agricultural  
 No Traffic  
*"Briley Pkwy makes access more convenient"*  
*"Unique – only place Nashville has left like it"*  
*"Place to live – Everybody has to have place to live"*

**Question 6. How would you like to be able to use your land or see it used in the future?**

Don't Want to Develop Land  
 Stay Like It Is  
*"Pass it along to future generation, maintain & enjoy"*  
 Wildlife Preserve  
 Conservation Easements  
 Natural Habitat  
 More Parkland  
*"Open it up to enjoy nature"*  
 Hunting *"for myself and my kids"*  
 Trails on Hillsides  
 Use for Sculptures on Property  
 Camping  
 Bon Fires  
 Learning for Children  
 Education / Cultural Center  
*"Stay rural as possible & natural"*  
 Solar Power We Sell Back to NES  
 Organic Sustainable Farming  
 Farming (both maintaining farms & adding new farms)  
*"Creating reciprocal relationship between land owner and organic farmers in need of land for cut hay/ organic crops. In other words, he owns the land, but he'd be glad to lend it to someone for productive, yet rural use."*  
 Keep My livestock

Chickens for Eggs  
 Pond to Raise Fish  
 Single-Family Residential for Family Members  
*"Leave open possibility for future generations to incrementally build additional housing for children"*  
*"Few restrictions, not to subdivide for subdivision but to possibly expand for family-members"*  
 Wildlife Rehab  
 B & Bs  
*"Children want to open a B&B in house and that's okay with me"*  
*"Form and density must stay rural"*  
 Residential  
 Housing with Density Cap – in Appropriate Locations  
 Cluster Development – Homes, *"Conservation through Concentration"*  
 Do on Large Farms  
*"Develop property in a way that would have minimal impact – no creeping development"*  
*"Would like to see property develop similar to Cumberland Heights (spread out, preserved open space, looks like a farm in character)"*  
*"Don't want to go backwards on zoning"* (In other words some land is suitable for 2-acre development; it doesn't need to all be 5-acre zoning)  
 Limited Commercial along Ashland City Highway  
 Neighbors Need to Stay  
*"Raising Cain"*

**Question 7. What types of new development could occur in Scottsboro without changing your quality of life? Where could the development occur?**

*(These are typed as written and not consolidated, but instead grouped according to topic.)*

None because it calls for more infrastructure  
 Development in Scottsboro that would take in consideration what the land could support without sewer  
 Expansion of Beaman Park boundaries  
 Low density / low impact  
 Community gardening  
 Sustainable forestry (i.e. selective cutting, managed yields vs. clear-cutting, etc.)  
 Ability to hide development is most important – hidden off main roads, but also develop homes where you don't see neighbors  
 Single-family large tracts  
 Many want 5-acre zoning  
 Few single-family residences on a small "hollow" road

Small hamlet cottage development  
 It would have to be on the highway  
 Small commercial services along Ashland City Hwy (“Not Gallatin Road commercial.”) & use existing buildings  
 Limit commercial to Ashland City Hwy, like a neighborhood-scale hardware store, nothing larger than that  
 Potential for working farms  
 Crossroads of Scottsboro [Old Hickory Blvd/Ashland City Hwy intersection area]: single unit stores—kayak and bike rental to compliment the parks; large scale development would change rural character  
 Hardware store and farmers market at Crossroads  
 Sell food grown in Bells Bend at farmers market; small grocery store  
 Wade School: coffee house, music venue  
 B&B—one person wants, one does not  
 Arts community (“like Leipers Fork”)  
 “Road diet” of Ashland City Hwy./OHB intersection area from “7-lane state highway” to “3-lane Main Street” with angled pull-in parking on both sides to: 1) support businesses, etc. 2) manage traffic speeds and convey slowing down for a “sense of place”  
 Eco-tourism  
 Musicians retreats  
 Fire Dept – Police Dept – EMS  
 Small Post Office  
 Library

**Question 8. What types of new development could occur in Bells Bend without changing your quality of life? Where could the development occur?**

*(These are typed as written and not consolidated, but instead grouped according to topic.)*

No development – topography not conducive  
 Even if you hide development from view, it’s still not good for the environment  
 First preference is no development but if that is not an option, then our job is to create options that are acceptable  
 We want “more cows than people” so whooping cranes don’t take off  
 Park  
 Park should allow bicycling  
 Bike paths or lane along Old Hickory Blvd to link parks  
 Campgrounds & greenway at end of Old Hickory Blvd in the Bend  
 More recreational activities tied to the River (public or private)

More rural  
 Organic sustainable farms  
 More working farms  
 Agriculture enterprises—vineyards, local produce  
 Winery  
 Deep topsoils – could be used for agriculture – Sustainable Agriculture Institute  
 Sustainable Agriculture Institute  
 Feed public schools  
 Train new farmers  
 Sell at farmer’s market  
 Provide employment  
 Provide Nashville with more locally grown food  
 Farmers Market  
 Need to provide school children with healthier food to address childhood obesity  
 We have an opportunity to provide food to school luncheons; already being done in Burlington, Vermont. Farm to School Program!!  
 Large lot residential  
 10-25 acre residential  
 Concern about how new development would call for upgrade / widening of Old Hickory Blvd to 3 lanes  
 No creeping development  
 Irregular setbacks/lot layout (Tidwell Hollow Rd. cited as good example of possible development pattern that relieves perception of density)  
 Pecan Valley cited as good “context sensitive” example, with homes on north side with deep, irregular setbacks (houses in plain, yet distant, view) vs. homes on south side, blended in with woods, given shallower, steeper lot orientation  
 Group discussed how 1 house per 2 acres is not rural & a grouping of houses may be better  
 Compromise on how to keep development from spilling over (traffic)  
 Horseback riding (equestrian trail system); kayaking, canoeing—private vs public? must be low impact  
 Horse stable – recreational commercial like horse stables or something associated with using existing open spaces might be acceptable  
 Interpretive Center on Bells Bend  
 Blackberry Farms (in East Tennessee) – marginally okay  
 Marina  
 Retreat center  
 No bridge onto Old Hickory Blvd

Artisan community  
Arts community (“like Leipers Fork”)  
Amphitheater “Think Tanglewood, not Starwood”  
Fishing tournaments  
Festival grounds/stage at southern end of Bells Bend, shuttling people from parking areas at OHB/Ashland City Hwy intersection  
Emphasis would be on having lots of people come in/out quickly, over weekend or one day vs. constantly around via development

**Two Tables considered the entire area as Scottsboro so they answered Questions 7 & 8 together.**

*(These are typed as written and not consolidated, but instead grouped according to topic.)*

No changes  
Camping in the park  
Homes – owners’ family homes on property such as children or mother-in-laws  
Fruit & vegetable stand – farmers market type  
Low density development  
Large tract homes developed in some areas  
Bed and Breakfast  
Education – Natural – Nature Center / Agricultural – Agricultural Center or Institute  
School  
Compost – Organic  
Commercial – country store, hardware, café – all at Old Hickory Blvd / Ashland City Hwy intersection  
Spa-type Place  
Sorghum mill  
Small recycling center  
Centralized garbage drop-off – not a dump but a convenience/transfer center  
Garage



House Along Old Hydes Ferry Road in Bells Bend



Hay Field in Bells Bend

# CREDITS

## **METROPOLITAN PLANNING COMMISSION COMMISSIONERS**

Mr. James McLean, Chairman

Mr. Phil Ponder, Vice-Chairman

Mr. Stewart Clifton

Ms. Judy Cummings

Mr. Derrick Dalton

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Ms. Tonya Jones

Mr. Victor Tyler

Mayor Karl Dean, Ex-Officio

Andree LeQuire, Ex-Officio Representing Mayor Karl Dean

Councilmember Jim Gotto, Chair, Metropolitan Council Planning Committee, Ex-Officio

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The production of this plan was primarily the responsibility of the Community Plans and Design Studio Divisions.

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Cindy Wood, Planner III, Community Plans

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The Metropolitan Nashville Planning Commission guides growth and development as Nashville/Davidson County evolves into a more socially, economically and environmentally sustainable community, with a commitment to the preservation of important assets, efficient use of public infrastructure, distinctive and diverse neighborhood character, free and open civic life, and choices in housing and transportation.

The Planning Department helps Nashville/Davidson County evolve into a more sustainable community, guided by a commitment to efficient use of infrastructure, distinctive and diverse community character, open and vibrant civic life, and choices in housing and transportation focused on improving the quality of life.

*The Metropolitan Nashville Planning Department is committed to a public planning process that builds on the desires, goals, and history of our diverse city, with a commitment to sustainable communities.*

*The Planning Department works with residents, business owners, property owners, government agencies, development professionals, and elected officials to shape our community by*

*developing:*

**Community Plans  
Detailed Design Plans  
Urban Design Overlays**

*reviewing:*

**Zone Changes  
Subdivisions**

*and providing:*

**Internet Mapping Services  
Property Mapping Services**

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