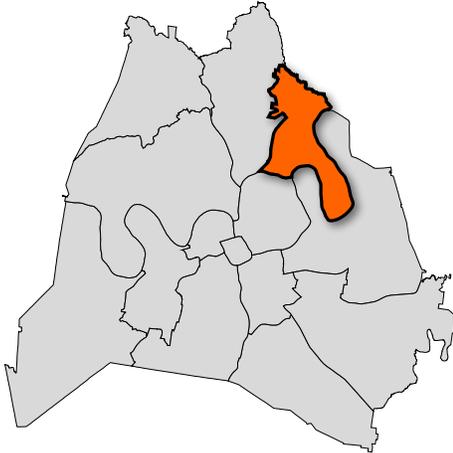


# A General Plan for Nashville & Davidson County

Adopted June 22, 2015

## Volume III: Community Plans



# Madison



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

*Richard Beuchel*

Executive Secretary





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

**Resolution No. RS2015-256**

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

Resolution No. RS2015-256

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

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

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

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

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

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

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

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

  
James McLean, Chairman

Adoption Date: June 22, 2015

Attest:

  
J. Douglas Sloan, III, Secretary and Executive Director

# THE NASHVILLENEXT PLAN

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

## I Vision, Trends, & Strategy

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

## II Elements

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

## III Communities

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

### *Community Character Manual*

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

Community Plan Areas:

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

## IV Actions

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

## V Access Nashville 2040

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

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# MADISON

## Description of the Community

The Madison Community, located in northeast Davidson County, is bordered by the Cumberland River to the east and by Briley Parkway and the Cumberland River to the south. Its western boundary is I-65 and the western boundary of Goodlettsville. To the north, the community is bordered by Mansker Creek, which provides the boundary with Sumner County. The Madison Community is home to the incorporated city of Goodlettsville. The Madison Community contains approximately 23 square miles.

Madison is a very diverse community, from Rivergate Mall and its environs to its pastoral rural areas in northwest Goodlettsville and in the southern end of Neely's Bend. In between these two extremes are numerous established suburban neighborhoods; historic downtown Madison and downtown Goodlettsville, flanked by neighborhoods with more urban character; significant industrial and commercial development in the Myatt Drive area and the auto-mile along Gallatin Pike. Madison features numerous parks including E.N. Peeler Park at the southern end of Neely's Bend, Madison Park, and community parks in Goodlettsville. Open space is also provided in conjunction with many schools in Madison and at the Madison Library. Madison is also home to Spring Hill and National cemeteries on Gallatin Pike.



## Major Neighborhoods/Communities

Rural areas in Madison are found in northwest Goodlettsville and in lower Neely's Bend. These areas have limited access to transit, and jobs and amenities must be traveled to by car. Rural areas offer farmland as well as land with environmental features such as significant tree cover and rural view sheds.

Urban neighborhoods in Madison include the area surrounding Old Brick Church Pike in Goodlettsville; several neighborhoods to the east of Gallatin Pike north of State Route 45; and neighborhoods directly east of Downtown Madison, including Woodlawn Estates, Madison Park, and Heron Walk. These areas are characterized by smaller lots, with more closely spaced homes. These neighborhoods have access—by car, but also on foot or by bike—to commercial services in Downtown Madison and along the commercial corridors. These neighborhoods also benefit from transit including the Gallatin Pike Bus Rapid Transit (BRT) line.

The remainder of the residential neighborhoods are suburban in form and character, including the Graycroft Avenue area, west of Gallatin Pike; the Sheppard Hills Drive and Spring Branch Drive areas, east of Rivergate Mall; the majority of Goodlettsville; the northern portion of Neely's Bend; and numerous neighborhoods along the western boundary of the community. These neighborhoods feature classic suburban development, characterized by larger lots, creating a setting that, while not rural, still features open space prominently.

The Madison Community includes the incorporated city of Goodlettsville. This "satellite city" is partially located in Davidson County and partially within Sumner County. When the Metropolitan Government of Nashville and Davidson County was established in 1963, Goodlettsville retained its charter. As such, Goodlettsville has its own elected officials, but it is also represented in Metro Council. Goodlettsville has its own planning and zoning and is not governed by this community plan, however, the city of Goodlettsville and the Metro Planning Department work closely to address land use and transportation issues that impact both communities.

Community organizations in Madison are anchored by the Madison-Rivergate Chamber of Commerce and Discover Madison, among others. The Chamber has been a constant partner in community planning efforts in Madison, and serves as a touch point for neighborhood associations and watches. Discover Madison is a nonprofit that celebrates and promotes Madison’s history through the historic Amqui Station. In addition, community groups like Madison NOW and the many neighborhood associations and watch groups, serve as strong advocates for the Madison community.

## The Transect

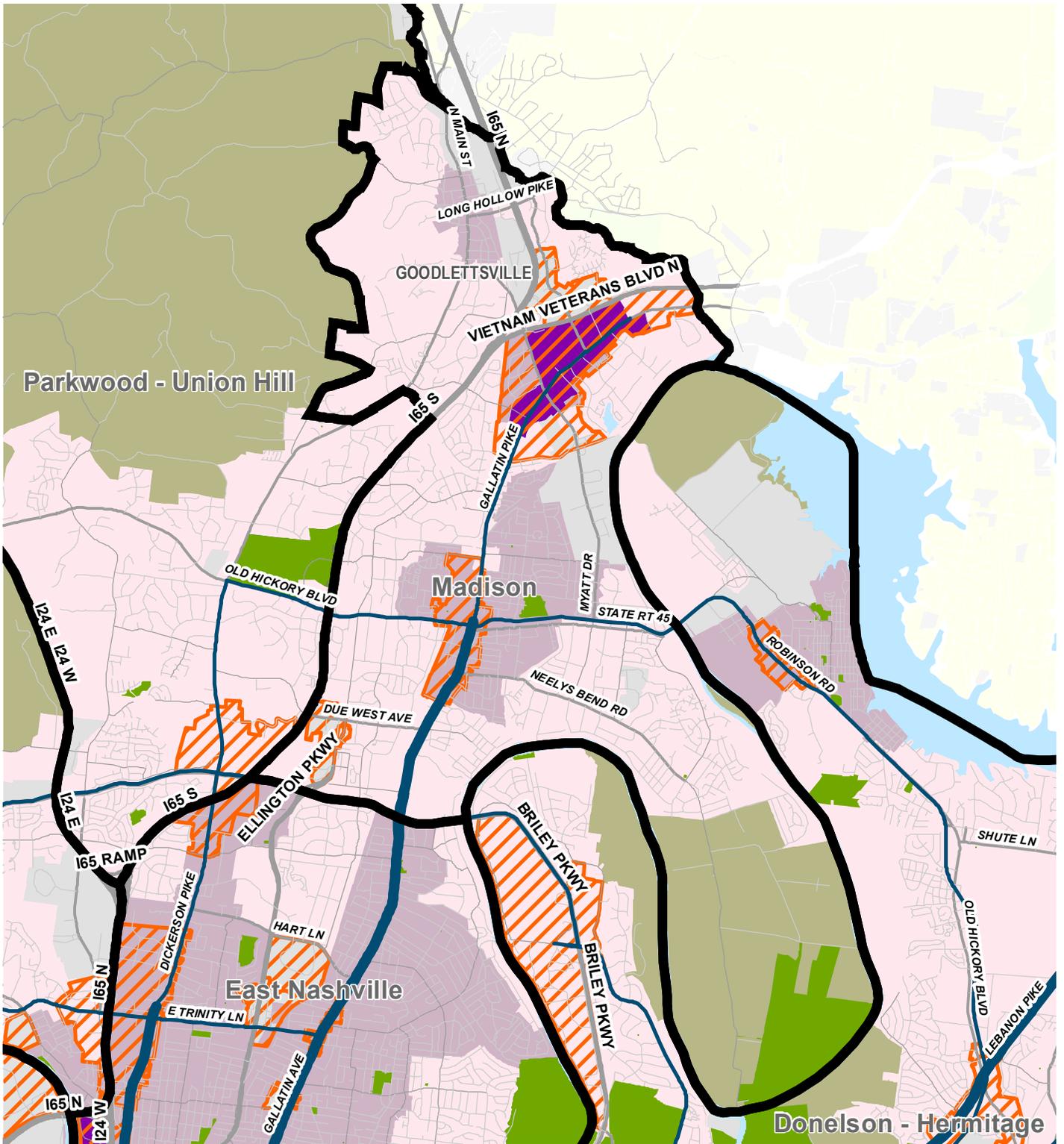
Planning in Nashville has, for many years, used the “Transect,” which is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent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

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

- » **T1 Natural** – This Transect Category includes E.N. Peeler Park
- » **T2 Rural** – This Transect Category includes the lower half of Neely’s Bend
- » **T3 Suburban** – This Transect Category includes numerous neighborhoods in Madison and Goodlettsville
- » **T4 Urban** – This Transect Category includes Downtown Madison and the neighborhoods that surround it
- » **T5 Centers** – This Transect Category includes Rivergate Mall and surrounding commercial development
- » **T6 Downtown** – This Transect Category is not present in Madison
- » **D District** – This Transect Category includes Myatt Drive

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that Neely’s Bend rural character is different than the suburban development pattern along Due West Avenue and in Goodlettsville, which is different from the urban neighborhood character of neighborhoods around Downtown Madison. Each development pattern is viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained.

**Figure M-1: Transect**  
Madison detail



**Transects Legend**

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



The Growth & Preservation Concept Map for the Madison Community (see Figure M-6) represents the vision for the community. The starting point for the Concept Map was the most recent Madison Community Plan update (2009) and consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that the community has faced. The Concept Map also reflects the input received during NashvilleNext including input on how Madison should grow and also input on what the vision for Nashville is in the future and deliberation on what role Madison should play in the future. This is discussed in greater detail beginning on page 26 30.

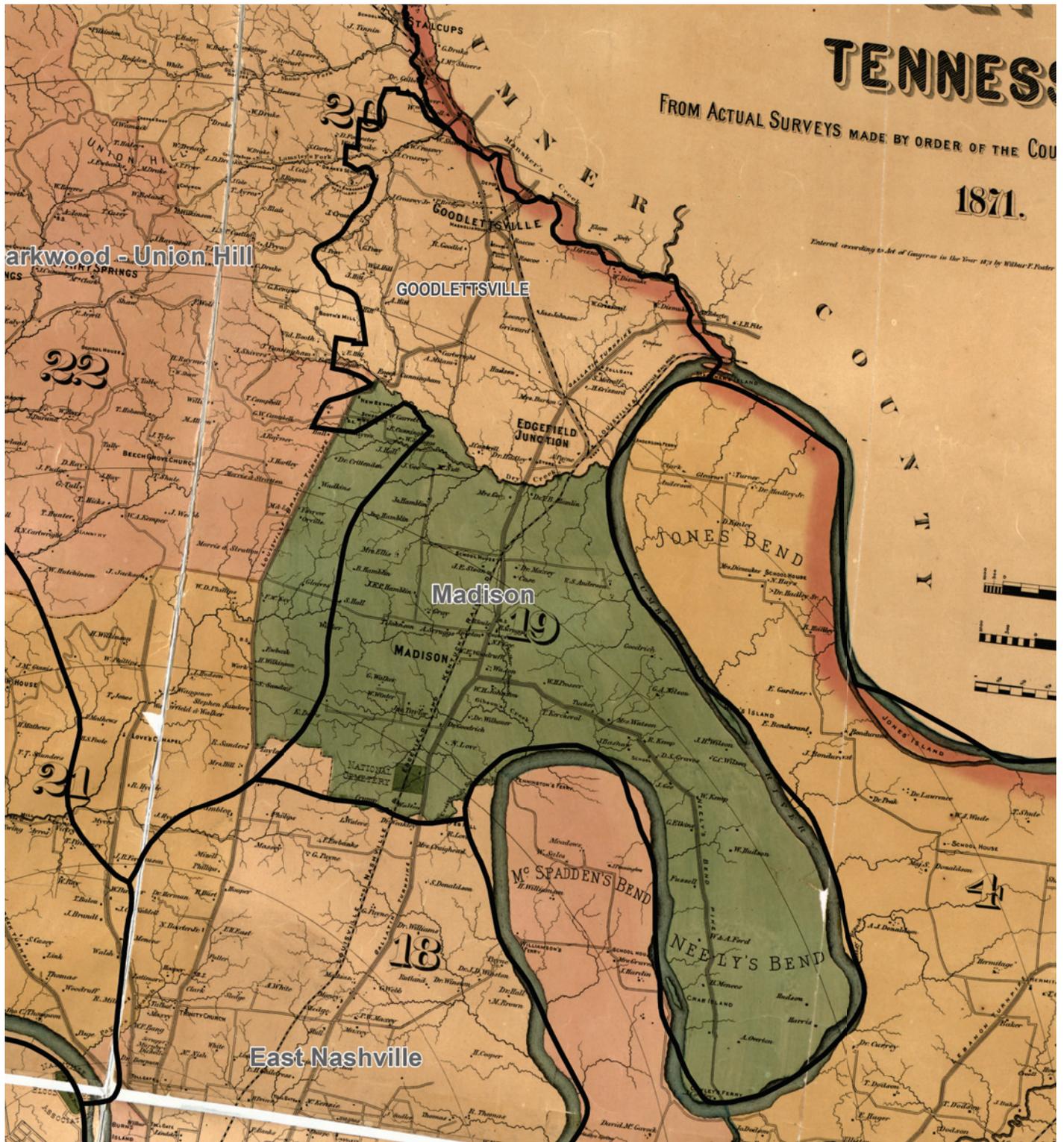
## **History of the Madison Community**

The community now known as “Madison” was founded as settlements expanded north from Fort Nashboro into the area known as Haysboro, which would later become Madison. At this settlement in 1785, Rev. Thomas Craighead, a Presbyterian minister from North Carolina established a church known as “Spring Hill Meeting House,” on property where the Spring Hill Funeral Home would later be built. Property owners near Haysboro began subdividing their land and selling it to settlers, who later would rename the town “Haysborough.”

By 1830, there were three stage coach lines running out of town along Haysboro Road (now Gallatin Pike). As the town grew, the Thomas Stratton family would have a son Madison, who at age 21 would continue to expand his own land holdings and become a leader in the community. As a large land owner, Madison Stratton sold a portion of his land so that the state could build a railway line connecting Bowling Green, Kentucky and Clarksville, Tennessee. The station was built and was named Madison Station, in honor of Madison Stratton; the station later became known as Amqui Station.

The growth of present day Madison was fueled by several events. The Power Plant Boom of 1916 in nearby Old Hickory caused an influx of workers, many of whom moved to Madison. This continued after World War I, with the growth of Old Hickory as an industrial center for the DuPont Cellophane and Rayon plants, which also drew many families to the area. In 1956, Madison Square Shopping Center opened and was the first retail shopping experience of its kind in Davidson County. The Old Hickory Dam was also completed in 1956. The dam not only generated power for the area, but also was of immense importance in flood control. Old Hickory Lake became one of the largest recreational lakes in the

Figure M-2: Madison in 1871



state and was only ten minutes from Madison. In 1977, the opening of the Madison Library and the opening of Cedar Hill Park provided new amenities to the community.

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

The Metro Historical Commission’s list of historically significant features identifies historically significant sites, buildings, and features within the Madison Community. As of 2009, there were a total of 69 historic features in the Madison community.

- » Three sites with 12 features are “NR”–listed on the National Register: the Old Hickory Bridge, the Idlewild mansion, and the National Cemetery.
- » 14 sites are “NRE”–eligible for listing on the National Register
- » One site is “PNRE”–potentially eligible for listing on the National Register
- » 50 sites with 81 features are “WOC”–worthy of conservation

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

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



**The Old Madison Theater, a historically significant structure in the Madison Community.**

## **History of the Madison Planning Process**

In 1988, the Metro Planning Department began creating “community plans” as a means of fine-tuning the countywide general plan. These community plans examined specific issues and needs, projected growth, development and preservation in fourteen communities. The Madison community plan was first adopted by the Planning Commission in 1993, then updated in 1998, and most recently in 2009. Until 2003, the community plans were updated using Citizen Advisory Committees (CAC). The CAC was comprised of members of the community nominated by the Mayor, councilmembers representing the area, the Nashville Area Chamber of Commerce, the Nashville Neighborhood Alliance, and the Metropolitan Planning Commission. Typical of the planning processes at that time, the CAC’s role was to provide local knowledge of the community, identify issues which influence the development of community, respond to policy recommendations from planning staff, reach consensus on the plan, and provide leadership in presenting the plan to the general public. All meetings of the CAC were open to the public and were held in the Madison community.

The 2009 Madison community plan update did not utilize a Citizen Advisory Committee. Instead, all community members were encouraged to attend meetings in the area and act in the role of providing local knowledge and responding to recommendations from Planning staff. The 2009 community plan update also included coordination with the city of Goodlettsville. Over the course of the 2009 update, roughly 220 community members were involved in the process.

From the 1993 plan through the 2009 plan, the Madison community has offered constant themes in its thoughts on growth and preservation:

- » Preserve rural and natural areas, such as Neely's Bend and northern and western Goodlettsville;
- » New neighborhoods should be created in a sustainable manner, utilizing high standards of design to provide housing choice, connectivity, and convenient access to commercial, employment, civic and public benefit services;
- » Established neighborhoods throughout the Madison community should be preserved and enhanced to become more sustainable, with improvements tailored to each neighborhood, to contribute to a more sustainable development pattern.
- » Centers and corridors such as Downtown Madison/Madison Square, should utilize high standards of design to provide a more diverse variety of commercial services; a balanced mixture of housing, employment opportunities, and community services as well as and true transportation choice.
- » Historic structures and areas should be preserved, particularly those found in Downtown Madison and Downtown Goodlettsville.

This update of the Madison Community Plan reflects the values and vision of the numerous participants in the 2009 update planning process as well as participation in the NashvilleNext planning process, balanced with sound planning principles to achieve a realistic, long-term plan for sustainable growth, development and preservation. In order to enhance the area, a coordinated and persistent effort is required by residents, property owners, business owners, and public/private agencies, developers and investors. Beyond the role of Metro departments and governmental agencies, organized groups of citizens, such as neighborhood and business associations, must display patient and persistent determination in following the adopted plan—that neighbors insist upon it and that developers' proposals follow it.



**Madison Community members during the 2009 Community Plan update process.**

### **The Livability Project**

The Downtown Madison area was also the subject of studies conducted by the Nashville Civic Design Center. In the Civic Design Centers study Shaping Healthy Communities, Madison was featured as an example of a suburban community where the benefits of suburban retrofitting were highlighted. In 2011, the Civic Design Center along with the Mayor's office studied Madison to determine improvements needed to become a more livable place especially for aging baby boomers. Among the recommendations were better pedestrian connections from surrounding neighborhoods to the Downtown Madison area, creating a central attraction or 'third place', and defining a brand for Madison.

### **Madison Community Demographic Information**

In Madison, there was a slight increase in population from 2000 to 2010. In 2000, the Madison Community had 41,263 residents. By 2010, Madison's population had grown to 44,952 people, a nine percent increase; Davidson County saw a 10 percent population increase during the same time period. In 2012, the Madison Community had approximately 43,550 residents, 7 percent of Nashville/Davidson County's population.

Average household size is slightly smaller than the county average; in 2010, the Davidson County average household size was 2.37 people per household, while in Madison the average household size was 2.29 people per household. National trends have shown a migration of minority populations to suburban communities. This is seen in Madison as well, as the population share of African Americans increased from 18 percent in 2000, to 30 percent in 2010. The Hispanic Latino population also saw an increase in its share of the population, increasing from 5 percent in 2000, to 13 percent in 2010.

		Davidson County		Madison	
		#	%	#	%
<b>Population</b>	<b>Total, 2010</b>	<b>626,681</b>		<b>44,952</b>	<b>7.2%</b>
	Population, 1990	510,784		37,835	7.4%
	Population, 2000	569,891		41,229	7.2%
	Population Change, 1990- 2000	59,107	11.6%	3,394	9.0%
	Population Change, 2000- 2010	56,790	10.0%	3,723	8.3%
	Population Density (persons/acre)	1.69	n/a	1.67	n/a
	Average Household Size	2.37	n/a	2.29	n/a
<b>Race</b>	White	385,039	61.4%	26,522	59.0%
	Black or African American	173,730	27.7%	13,406	29.8%
	American Indian/ Alaska Native	2,091	0.3%	156	0.3%
	Asian	19,027	3.0%	571	1.3%
	Native Hawaiian or Pacific Islander	394	0.1%	68	0.2%
	Other Race	30,757	4.9%	3,000	6.7%
	Two or More Races	15,643	2.5%	1,229	2.7%
<b>Ethnicity</b>	Hispanic or Latino	359,883	57.4%	5,946	13.2%
<b>Age</b>	Less than 18	136,391	21.8%	10,583	23.5%
	18-64	424,887	67.8%	28,484	63.4%
	Greater than 64	65,403	10.4%	5,885	13.1%

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

		Davidson County		Madison	
		#	%	#	%
<b>Population</b>	<b>Total, 2008 - 2012</b>	<b>629,113</b>		<b>43,550</b>	<b>6.9%</b>
	Household Population	605,463	96.2%	43,101	99.0%
	Group Quarters Population	23,650	3.8%	449	1.0%
	Male	304,566	48.4%	20,001	45.9%
	Female	324,547	51.6%	23,549	54.1%
<b>Families</b>	<b>Total</b>	<b>142,821</b>		<b>10,341</b>	<b>n/a</b>
	Married Couple Families with Children	37,098	26.0%	2,139	20.7%
	Single Parent Families with Children	26,291	18.4%	2,234	21.6%
	Female Householder with Children	21,528	15.1%	1,932	18.7%
<b>Housing Units</b>	<b>Total</b>	<b>284,328</b>		<b>21,286</b>	<b>7.5%</b>
	Owner Occupied	141,805	49.9%	8,869	41.7%
	Renter Occupied	114,082	40.1%	9,925	46.6%
	Occupied	255,887	90.0%	18,794	88.3%
	Vacant	28,441	10.0%	2,492	11.7%
	Long-term vacant (over 1 year)*	3,730	1.2%	593	2.6%
<b>Cost Burden</b>	Residents with moderate cost burden	48,983	19.1%	3,455	18.4%
	Residents with severe cost burden	42,520	16.6%	3,826	20.3%
<b>Travel</b>	<b>Mean Travel Time to Work (min)</b>	<b>23.1</b>		<b>23.3</b>	
	Workers	309,633		20,120	6.5%
	Drove Alone	246,391	79.6%	16,377	81.4%
	Carpooled	32,633	10.5%	2,407	12.0%
	Public Transportation	6,588	2.1%	490	2.4%
	Walked or Biked	6,806	2.2%	239	1.2%
	Other	3,232	1.0%	248	1.2%
	Worked from home	13,983	4.5%	359	1.8%
<b>Income</b>	<b>Per Capita Income</b>	<b>\$28,513</b>		<b>\$20,952</b>	<b>73.5%</b>
<b>Education</b>	Population 25 years and over	419,807		29,539	7.0%
	Less than 9th grade	20,687	4.9%	1,870	6.3%
	9th to 12th grade, No Diploma	38,664	9.2%	4,036	13.7%
	High School Graduate (includes equivalency)	103,024	24.5%	10,265	34.8%
	Some College, No Degree	86,498	20.6%	6,479	21.9%
	Associate Degree	23,963	5.7%	1,796	6.1%
	Bachelor's Degree	92,765	22.1%	3,358	11.4%
	Graduate or Professional Degree	54,206	12.9%	1,735	5.9%
<b>Employment</b>	<b>Population 16 Years and Over</b>	<b>505,034</b>	<b>80.6%</b>	<b>35,224</b>	<b>78.4%</b>
	In Labor Force	348,250	69.0%	23,135	65.7%
	Civilian Labor Force	347,862	99.9%	23,102	99.9%
	Employed	317,719	91.2%	20,655	89.3%
	Unemployed (actively seeking employment)	30,143	8.7%	2,447	10.6%
	Armed Forces	388	0.1%	33	0.1%
	Not in Labor Force	156,784	31.0%	12,089	34.3%

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

## Madison's Role in the County and Region

Madison is located in the northeast portion of Nashville/Davidson County, adjacent to rapidly growing Sumner County. Its location and the easy access to interstates and surrounding counties make the Madison Community a gateway into Nashville/Davidson County. The Madison Community serves other important roles in the region, as discussed in the following sections.

## Residential Development

The Madison Community is primarily residential and includes neighborhoods with rural, suburban and urban character. As of 2008, residential land uses consume 58 percent of parcel acres. Single-family residential land uses in the Madison Community consume the most acreage at 7,283 acres; townhomes and multifamily residential consumes 1,185 acres. With numerous, diverse neighborhoods, one of Madison's assets and roles in the region is to provide housing that is easily accessible to downtown Nashville, as well as to outlying cities and counties in the region.

To strengthen its residential areas, the Madison Community Plan encourages the preservation of its long-standing neighborhoods that are generally stable while encouraging the development or redevelopment of "evolving" neighborhoods or areas, which could benefit from additional development or redevelopment and a variety of housing types.

As previously noted, the Madison Community Plan acknowledges that Madison has rural, suburban, and urban neighborhoods, and the distinctive character of these neighborhoods is an asset to Madison. The Madison Community Plan promotes growth in areas with existing infrastructure and access to transportation, jobs, and services—primarily in urban and some suburban neighborhoods. The Madison Community Plan discourages significant new development in rural areas, which typically have limited access to transportation, jobs, and services and are typically areas with sensitive environmental features and farmland worth preserving. To preserve rural areas, the Madison Community Plan encourages private property owners to preserve lands in conservation easements, to utilize regulatory tools to limit development, and encourages Metro to not expand or extend sewer in to these areas.



**Contextual Residential Design** considers surrounding development and its rural, suburban, or urban context.



**Lenox Village** provides a range of housing types in a suburban setting that meet current and future demand for housing in walkable settings.

## Diversity of Housing Types

NashvilleNext calls for the addition of more, and more diverse, housing types ranging from detached accessory dwelling units (sometimes called “granny flats”) to cottage developments to townhouses, manor houses and low-rise stacked flats.

Housing diversity allows for “aging in place”—the idea that there is housing in a neighborhood or community for people at each point in their life, whether they are just starting out, buying their first home, needing a larger home for a family, downsizing to a smaller home for retirement, or needing assisted living. Aging in place means that a person can live in their favorite neighborhood or community over their entire life.

Housing diversity also addresses the overall affordability of housing by adding to the supply of housing that is financially attainable for all members of the community.

Finally, housing diversity responds to demographic changes that are driving changes in housing preferences. By 2040, seniors will make up one-quarter of the Nashville/Davidson County population as Baby Boomers age. Meanwhile, during the next 25 years, Millennials (the generation born after 1984) will be exiting school, entering the workforce, and forming families. Initial indicators suggest that Millennials are waiting longer to form families and have children. With Baby Boomers having no more children and Millennials waiting longer to have children, it is projected that by 2040, fewer than one in five households will have children. The fastest growing type of household will be the single-person household.

These demographic changes are leading to changes in the types of housing that people are looking for. More individuals and families want to be in neighborhoods with services and amenities—restaurants and retail—that are within walking distance and/or are served by transit. They are looking for homes with less maintenance, which may mean foregoing a yard for a townhouse or a unit in a stacked flat development.

These demographic changes are driving the development of stacked flats or mixed use developments with commercial on the first floor and residential above. The demolition of homes in neighborhoods—replaced by a duplex or two separate units or cottages—is also an indicator of these demographic changes and changing market preferences.

NashvilleNext calls for housing diversity that is tailored to the context (rural, suburban or urban) and character of the area. For example, the addition of low-rise stacked flats along a prominent corridor in an urban setting may be appropriate. Meanwhile, a single-family home could have a smaller detached accessory dwelling located in the backyard. NashvilleNext also calls for diversity of housing in the “Transition and Infill” areas that flank High Capacity Transit Corridors. Again, the type of housing and the design of the site are unique to the setting.

Suburban neighborhoods commonly found in Madison have typical suburban development patterns—curvilinear streets, large lots, and single family detached homes. These areas benefit from being relatively close to retail, restaurants, and services on Gallatin Pike and at Rivergate, and being within minutes of downtown Nashville. To maintain their suburban character and protect them from more intense urban development, the Madison Community Plan encourages the preservation of these areas through context sensitive infill, which addresses building types, building location, and street design.

Urban areas in the Madison Community would be the most appropriate location for higher density residential development due to their existing urban grid, proximity to prominent Madison corridors and centers, and existing infrastructure. The Plan also establishes preservation of stable urban neighborhoods with regard to building types, building location, and street design, while promoting growth in evolving urban neighborhoods.

While the Madison Community Plan outlines which neighborhoods should have more redevelopment versus general preservation, the community must be aware of changing housing preferences that can keep Madison neighborhoods competitive in the residential market of the county and region. During the Great Recession of 2008-2009, suburban home prices softened both locally in Madison and nationally, as home buyers sought housing close to central cities in walkable locations. As the housing market continues to rebound, Madison should seek to provide new housing stock that keeps up with current market demand. New residential development may occur near the community’s major corridors—like Gallatin Pike—and near major commercial centers such as Rivergate Mall. In these areas, housing that meets current market demand can be offered; a mixture of housing in neighborhoods that are more walkable with access to amenities and services. This is similar to the “Lenox Village” style of development

in southeastern Davidson County on Nolensville Pike. This style of development would provide housing choices for people at various price points and at different stages of their life.

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

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

By strengthening Madison’s neighborhoods, the Plan creates a stronger community, and provides a range of housing choice for residents who wish to live in the Madison Community. Providing housing choice and a diversity of lifestyle options in Madison provides a choice of housing for residents regardless of their housing needs, and provides the population to create employees and consumers for local businesses, and users of the area’s enhanced transit.

**Figure M-3: Commuting patterns of residents and employees in Madison**

<b>Madison residents who work in these areas</b>	<b>21,083</b>
<b>Madison</b>	<b>5,141</b>
Donelson Hermitage Old Hickory	2,104
Downtown	2,045
North Nashville	1,533
Green Hills Midtown	1,520
East Nashville	1,503
South Nashville	1,495
West Nashville	654
Antioch Priest Lake	649
Parkwood Union Hill	604
Bordeaux Whites Creek	522
Southeast	325
Bellevue	108
Joelton	10
<b>Beyond Davidson County</b>	<b>2,870</b>
<b>Employees who work in Madison come from these areas</b>	<b>27,654</b>
<b>Madison</b>	<b>5,141</b>
East Nashville	1,840
Donelson Hermitage Old Hickory	1,780
Southeast	1,281
Parkwood Union Hill	1,070
Antioch Priest Lake	1,014
South Nashville	788
Green Hills Midtown	645
West Nashville	564
Bordeaux Whites Creek	518
Bellevue	289
Joelton	205
North Nashville	174
Downtown	50
<b>Beyond Davidson County</b>	<b>12,295</b>

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

## Economic Development and the Local Workforce

Madison’s location, accessibility, and diversity of business types and settings are assets in its role in Nashville/Davidson County’s economic development. The Madison Community Plan recognizes, however, the commercial and residential growth that has occurred in abutting Sumner County and nearby Wilson County in the past decade has provided new commuters who may also be customers or employees to Madison businesses, but it also adds new competition for Madison businesses.

Madison has long been an employment center for Davidson County. This is evident in the amount of land dedicated to non-residential land uses and the commuting patterns of workers. As of 2008, the Madison community had over 2,000 acres of commercial, office, and industrial land. Between 2006 and 2010, roughly 21,000 Madison residents were commuting to surrounding communities, while roughly 28,000 workers were commuting into Madison. To place this in context, in Antioch–Priest Lake there is a larger number of residents commuting outside of the community for employment.

Retail and employment competition has grown over the years. The creation of “lifestyle” and mixed use developments in Sumner County such as The Villages of Indian Lake in Hendersonville, are growing in popularity and are creating retail and housing competition for the Madison Community. The Madison Community Plan recognizes the community’s need to stay competitive and plans for additional development in a form that is competitive in the regional market, but is unique to the Madison Community.

Madison can continue to grow its employment and retail base by building upon its assets: access, location, and land ripe for redevelopment opportunities. Much of these land uses are easily accessible either by interstate, or collector and arterial road networks. Retail land uses are concentrated along Gallatin Pike, the community’s main arterial, which reaches as far as the city of Hendersonville to the northeast and downtown Nashville to the south. Myatt Drive, where the majority of the industrial land uses in Madison are located, is accessed from the north and the south by Gallatin Pike/Rivergate Parkway and State Route 45. Myatt Drive may also be accessed by rail and the Cumberland River, making it an ideal location for industrial land uses. Madison also has two Tier Three Centers near Due West Avenue and Conference Drive, both of which have good access and where District Employment Center policy was applied to create more opportunity for employment growth. Conference Center Drive has

direct access from I-65 and Vietnam Veterans Boulevard. Its proximity to Rivergate Mall also provides access to daily uses that are complementary to office development. The area near Due West Avenue is also ripe for employment growth due to its access via Ellington Parkway and its availability of land.

The access that has been attractive to some development in the Madison Community proves challenging to commercial development along Gallatin Pike. In recent years, redevelopment has occurred in Inglewood and East Nashville (along Gallatin Pike to the south) as well as in Hendersonville (along Gallatin Pike to the north). The success of commercial development along Gallatin Pike in Madison, however, has been mixed. Madison's Rivergate Mall remains competitive in the region, with an occupancy rate of 92 percent as of April, 2015. Other commercial development along Gallatin Pike has diminished, however. The "strip commercial" model that earlier capitalized on the auto-oriented nature of Gallatin Pike now suffers from that same culture as consumers seek more walkable destinations for shopping, dining, and working.

Redevelopment of the Gallatin Pike corridor with a greater mix of uses, higher density and intensity, and more walkable and transit-oriented development is critical to the future economic health of the Madison Community. There are several approaches to help achieve these goals.

In 2011, the Urban Land Institute's (ULI) Technical Assistance Panel released a study defining a detailed action plan for reinvestment and revitalization in Madison. The study focused on the Downtown Madison area (Old Hickory Boulevard to Nellys Bend), but its merits are applicable throughout the Madison community. The study recommendations include creating investment ready places for development, particularly in Downtown Madison, by utilizing zoning for increased density and mixed use, as well as development incentives such as TIF to entice developers. Other recommendations include branding and the cultivation of leadership to help lead the charge in the community. This report can be found in the appendix of the Madison Community Plan.

Redevelopment could also occur through what is called "retrofitting" suburban development. This concept describes the redesign and reuse of auto-oriented suburban development to create a more walkable development pattern with a mixture of uses. Retrofitting to a more urban form increases the density of residents and employees, providing the

people to walk. It creates a greater mixture of uses, including retail and restaurants, so people have places to walk to. Finally, it creates a form of development that is more welcoming to pedestrians and transit riders, so people feel comfortable and safe walking. All of this results in commercial, residential and office development that is competitive in today's market.

Retrofitting can take place at a small scale—converting the parking spaces directly in front of a business into patio dining that enlivens the street and creates a sense of place—or at a large scale with the redevelopment of an entire site and new construction built in a denser, pedestrian-friendly fashion. Retrofitting would typically occur on commercial properties at strategic points along Gallatin Pike. The Madison Square shopping center is a great example of a property that can be redeveloped for more intense and walkable uses. In addition to repurposed commercial development, a better mixture of housing would complement such development. By placing housing choice on or adjacent to Gallatin Pike and within other major commercial centers, the surrounding neighborhoods are also relieved of the pressure of redevelopment, allowing them to be preserved as they currently stand. A redeveloped Gallatin Pike with additional housing would provide more consumers for area businesses and support future transit improvements. For all these reasons, the redevelopment of this regional transportation corridor is key to ensuring that Madison remains an economic engine in Nashville and the region.

The Madison Community boasts a strong commercial and industrial base, but the number of unemployed rose slightly from 2000 to 2010 (see employment data in the demographic data table above). This could be due to the Great Recession of 2008–2009.

## Natural Features and Resources

Development in Madison ranges from natural areas including E.N. Peeler Park to rural, suburban, and urban areas, as well as the very intense regional commercial area surrounding Rivergate Mall. Madison still, however, has environmentally sensitive features that should be preserved. Natural features in the Madison Community include numerous creeks, steep slopes in parts of Goodlettsville and at Briley Parkway and Briarville Road, and segments of the Cumberland River that creates the southern border of Madison and Neely's Bend.

These natural features are an asset to the community, offering places to see and experience natural beauty. They are also a regional asset—part of a regional network of natural features that, when properly maintained, clean our air and water, protect us from floods and landslides, and add to the unique character of the Middle Tennessee region.

Mansker Creek, Dry Creek, and Gibson Creek, and the Cumberland River are the four most significant waterways in the Madison community. With restrictions for building in the floodway and floodplain, the most ideal use of land adjacent to these waterways is greenways. Greenways protect sensitive land and habitats near the water, provide improved water quality, and may be used to create a network of recreational open space in the form of a paved greenway trail. The creation of additional greenways is a benefit to the Madison Community, and it also connects the community to a countywide and regional open space preservation network.

The Madison Community plays a significant role in the Middle Tennessee region. Madison has significant assets to provide to in terms of employment sectors in key locations, opportunities for increased housing development near corridors and centers, and enjoyable recreational offerings. Madison's future vitality depends, however, on how it capitalizes on these assets.

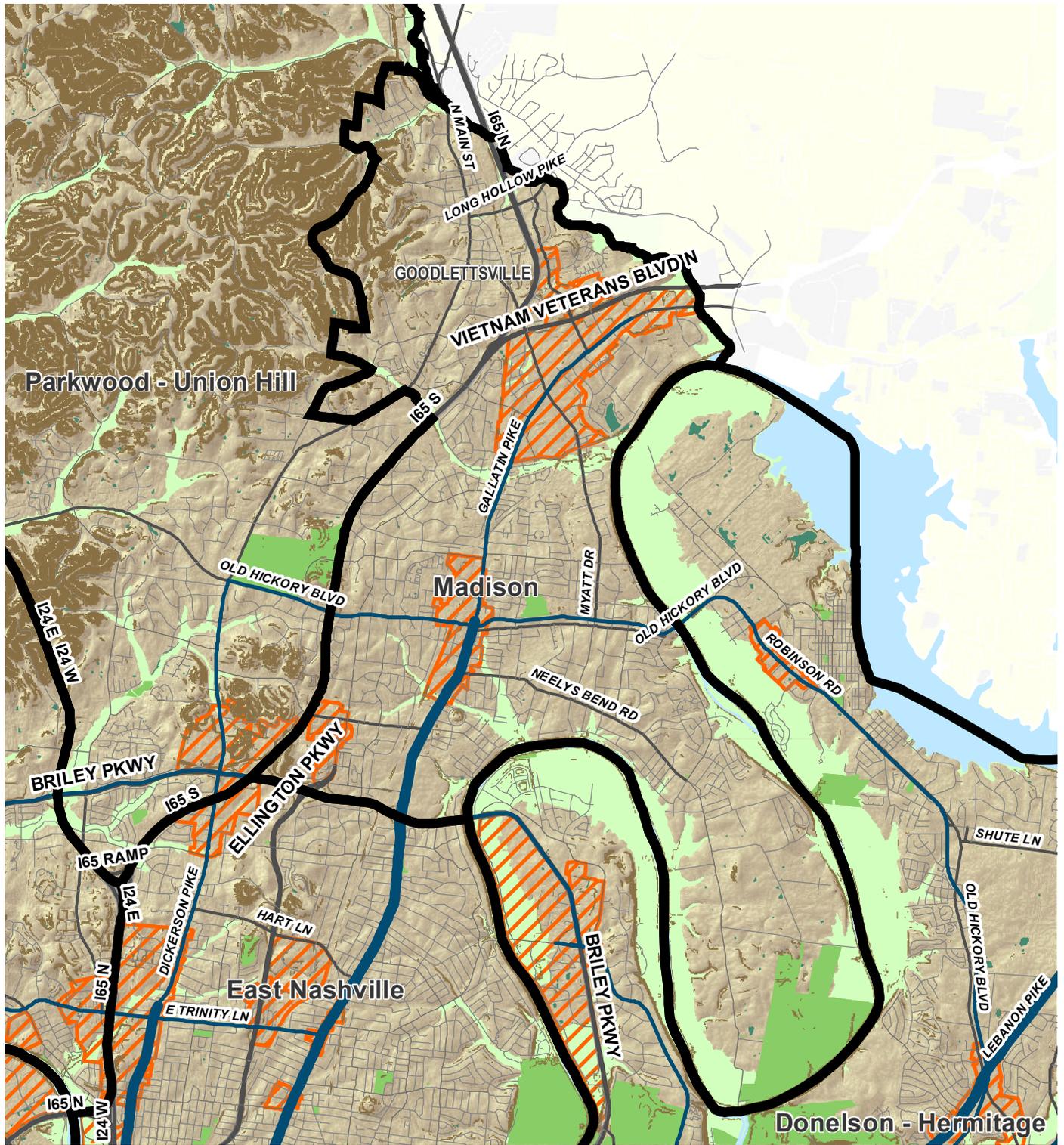
To remain a desirable place to live for existing and new residents alike, Madison should seek to support more diverse housing types provided in neighborhoods that are walkable and have easy access to services and jobs. These types of neighborhoods would support the growth of commercial

and services and transit in the area. When housing and services are placed in close proximity, this supports transit and walkability, and offers a higher quality of life for residents and visitors.

Madison should continue to focus on key areas of redevelopment along its primary corridor, Gallatin Pike, including historic Downtown Madison/Amqui Station area, the Madison Square Shopping Center, and areas near Rivergate Mall. These areas should be considered for suburban retrofitting, and increased housing diversity. Doing so could help increase opportunities for employment, robust transit, and a mixture of housing whose type and location near transit, jobs, and amenities would meet current and future market demand.

**Figure M-4: Slopes and Terrain Map**

Madison detail

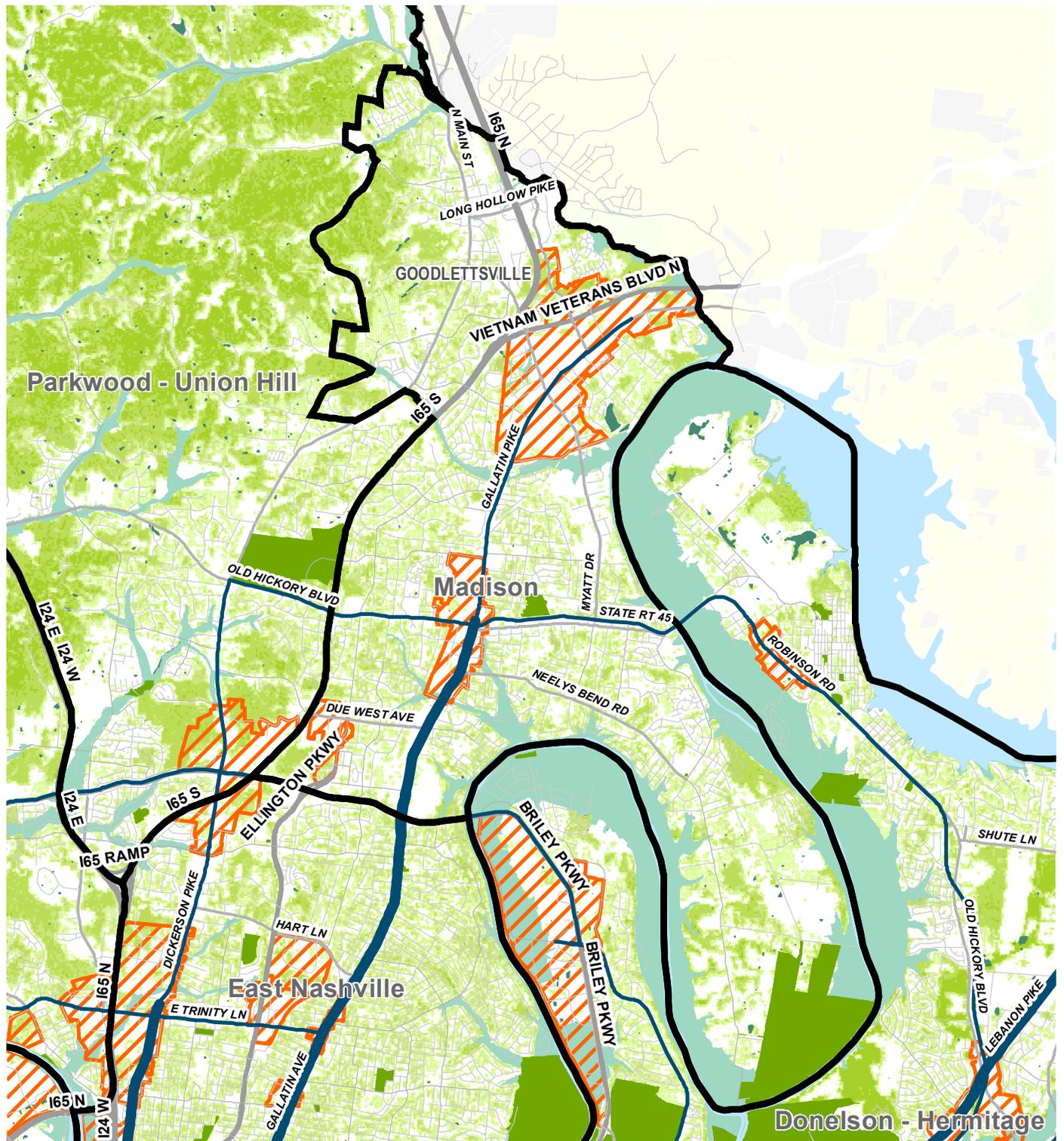


**Slopes & Terrain Legend**

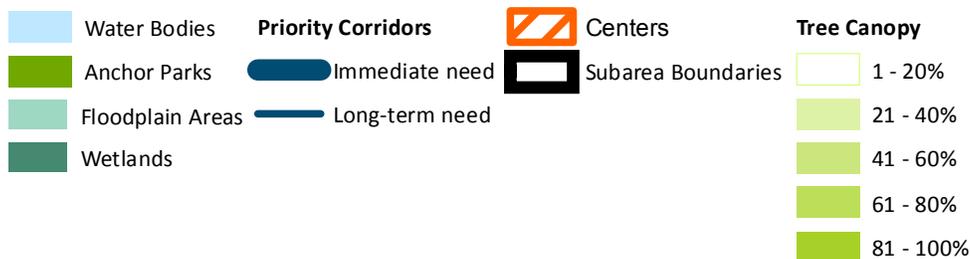
 Water Bodies	 Subarea Boundaries	<b>Priority Corridors</b>	<b>Slope</b>	<b>Terrain</b>	
 Anchor Parks	 Centers	 Immediate need	 Over 20%	 High	
 Floodplain Areas		 Long-term need		 Low	
 Wetlands					

**Figure M-5: Tree Canopy Map**

Madison detail

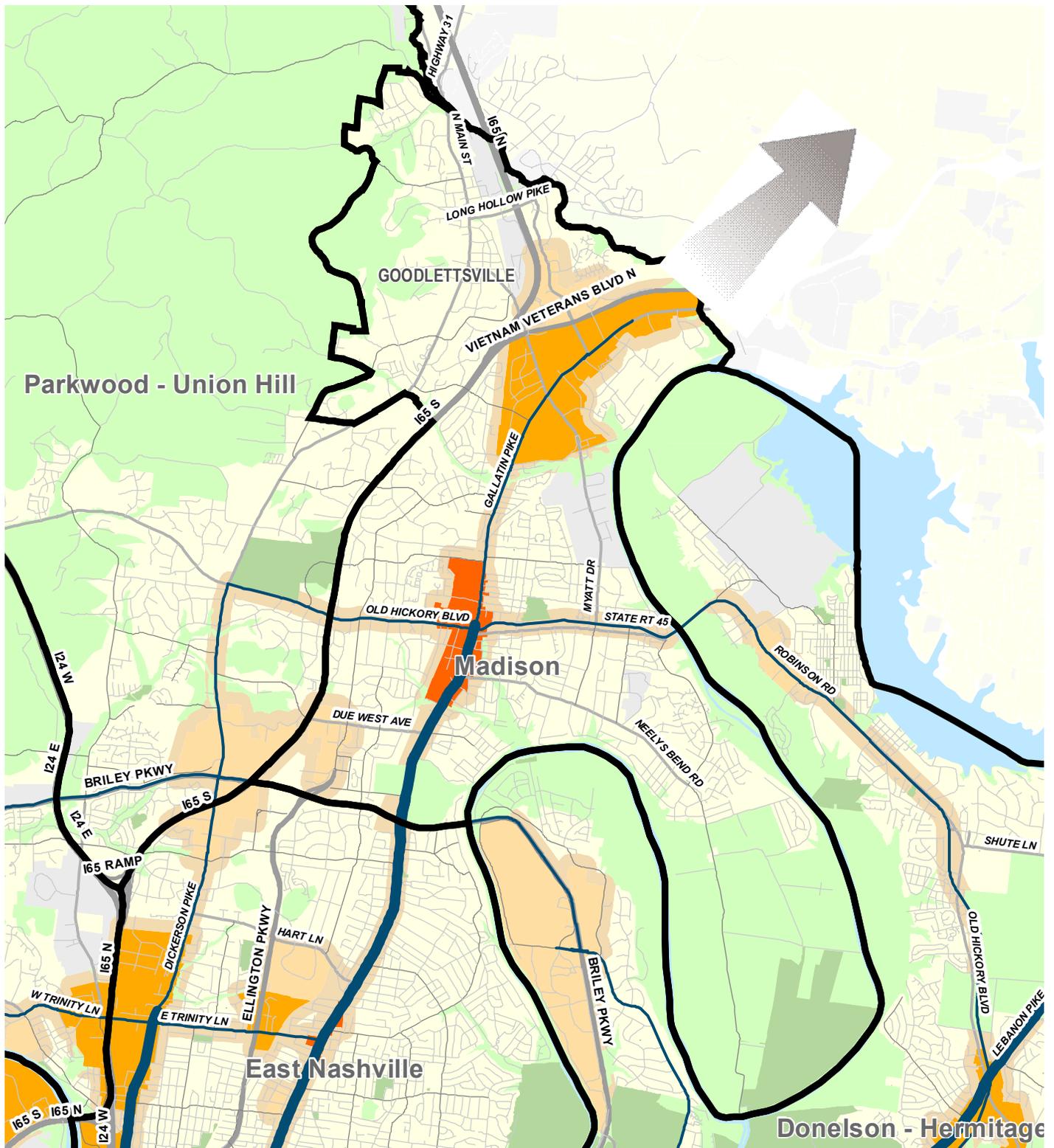


**Tree Canopy Legend**



**Figure M-6: Growth & Preservation Concept Map**

Madison detail



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

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

The Growth & Preservation Concept Map (Concept Map) is a county-wide vision and tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment aligns with community values. The Concept Map provides guidance for the entire county. Six key factors reflecting Nashville/Davidson County community members' priorities guided the design of the Concept Map:

- » Protect sensitive environmental features.
- » Build a complete transit network.
- » Maintain household affordability across income levels.
- » Create “activity centers”—areas of employment, residences, services, civic uses, retail and restaurants—throughout most parts of Davidson County.
- » Protect and enhance the character of different parts of Davidson County.
- » Allow for strategic infill that supports transit lines and activity centers.

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

The Concept Map for Madison illustrates these key concepts: preserving environmentally sensitive features and open space, creating diverse and affordable housing options, enhancing commercial centers and corridors, and adding more connectivity through transit.

### **Green Network**

The Green Network on the Concept Map reflects natural and rural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains). In the Madison Community, the green network is comprised of areas along the Cumberland River and in Neely's Bend, Gibson Creek, Dry Creek, and the steep slopes in parts of Goodlettsville and northern Madison.

## Neighborhoods

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

In the Madison Community, neighborhoods are predominantly suburban in character, with urban neighborhoods adjacent to Gallatin Pike and the major retail areas. Suburban neighborhoods and development patterns have a tendency to be more auto-oriented. It is envisioned that these neighborhoods will become more walkable with more choices in housing, better access to jobs and services, and serviced by enhanced transportation options in the future. Urban neighborhoods are characterized by their greater mixture in housing, service by alley ways, and gridded street patterns. These neighborhoods can also be enhanced in locations that lack housing diversity and infrastructure such as sidewalks and alleys that add to walkability of a neighborhood.

## Transitions and Infill

Transition and Infill areas may have moderately dense residential and small-scale offices that are appropriate along and around prominent corridors and centers to provide a harmonious connection to surrounding neighborhoods. These areas provide transitions—in building types as well as scale and form—between higher intensity uses or major thoroughfares and lower density residential neighborhoods. They provide housing in proximity to transit and commercial services, increasing the likelihood that residents can walk or bike to meet some of their daily needs. These areas also provide a diversity of housing types that are attractive to Nashvillians.

On the Concept Map, the Transition and Infill areas are generalized. These transition and infill areas—and the housing choice and transition they are trying to achieve—are explained in greater detail through Community Character Policies. The residential and mixed use Community Character Policies contain guidance on how to design transitions and infill development. The Community Character Manual also includes a policy category called District Transition that can be applied in transition and infill locations where small-scale offices or multifamily housing would be appropriate. In the Madison Community, transition and infill areas include areas around existing centers such as Downtown Madison and Rivergate, and along corridors like Gallatin Pike and Old Hickory Boulevard.

**Because they are generalized on the Concept Map, the development of transition areas must be considered on a case by case basis, looking at factors including, but not limited to:**

- **Depth of properties in and abutting the corridor or center,**
- **Existing features that can create a transition, such as alleys,**
- **Overall infrastructure network**
- **Presence fo historic zoning or other zoning tools to preserve character**
- **And other tools**

## Centers

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

- » **Tier One:** These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- » **Tier Two:** These centers receive some investments to manage growth, though less than Tier One centers.
- » **Tier Three:** These areas are not identified to receive coordinated investments to shape demand. Rather, investments may be made to support their current functions and Metro will work with the private sector to ensure new development and redevelopment supports Nashvillians' vision for centers.

The Madison Community has one Tier One center, located at the historic Downtown Madison area, including the intersections of Gallatin Pike, Neely's Bend Road, and Old Hickory Boulevard. Madison has one Tier Two center: the Rivergate Mall area. The community has two Tier Three centers, the first near Conference Drive, and another at Due West Avenue and Ellington Parkway.

The designation of an area as a Tier One, Two or Three Center indicates Metro's intent to coordinate investments and regulations to support development and redevelopment as discussed above. The Centers must be considered in conjunction with the Community Character Policies, which provide detailed guidance for future land use, character, and development intensity. The designation of a Tier Center does not indicate endorsement of all zone changes in the Center area. Rather, the zone change proposal must be considered in light of the Community Character Policy, any special policies, and the context of the area.

While the Centers represent areas of greater growth and greater investment, Metro government will still provide investments for safety, maintenance and to improve quality of life across the county.

## High Capacity Transit Corridors

The High Capacity Transit Corridors shown on the Concept Map are envisioned to support high capacity transit—from Bus Rapid Transit Lite (BRT Lite) service to transit running in its own lanes or right-of-way, such as Bus Rapid Transit or light rail. “Immediate need” corridors should have service improvements within the next ten years. For example, an immediate need corridor that currently has BRT Lite service could move to BRT in dedicated lanes. An immediate need corridor that currently has local bus service could move to BRT Lite. Routes marked “long-term need” would see enhancements in service over a longer timeframe—more than ten years—because these corridors do not have the density of jobs or residents along the route to support significant transit improvements in the next ten years. Long-term need corridors may need to implement local service first before progressing to BRT Lite or another form of high capacity transit.

The High Capacity Transit Corridors were determined by reviewing adopted Community Plans, assessing existing bus route ridership, and through coordination with the Nashville Metropolitan Transit Authority (MTA) and the Metropolitan Planning Organization (MPO—the regional transportation planning body). The Concept Map also identifies regional transit connections to Clarksville, Gallatin, Lebanon, Murfreesboro, and Franklin.

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

MTA will refine the vision outlined in NashvilleNext with the update of the MTA strategic plan, a process called nMotion, which began in 2015.

## **Community Character Policy Plan**

The Madison Community Character Policy Plan builds upon the Concept Map. The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area in the Madison Community. See Figure M-7 for a map of the Community Character Policies in the Madison Community.

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

Madison's natural and open space areas include areas with environmentally sensitive features, such as floodplains, steep slopes and unstable soils, as well as public parks and open space. As a result of the May 2010 flooding, the plan encourages the preservation of *all* environmentally sensitive features, particularly floodplains and floodways, through the use of Conservation Policy. The policy encourages the preservation and/or reclamation of these features. Preservation of these areas along the Cumberland River and its tributaries, Dry Creek and Gibson Creek, reduce the impact of flooding by slowing down and absorbing stormwater runoff during rain events.

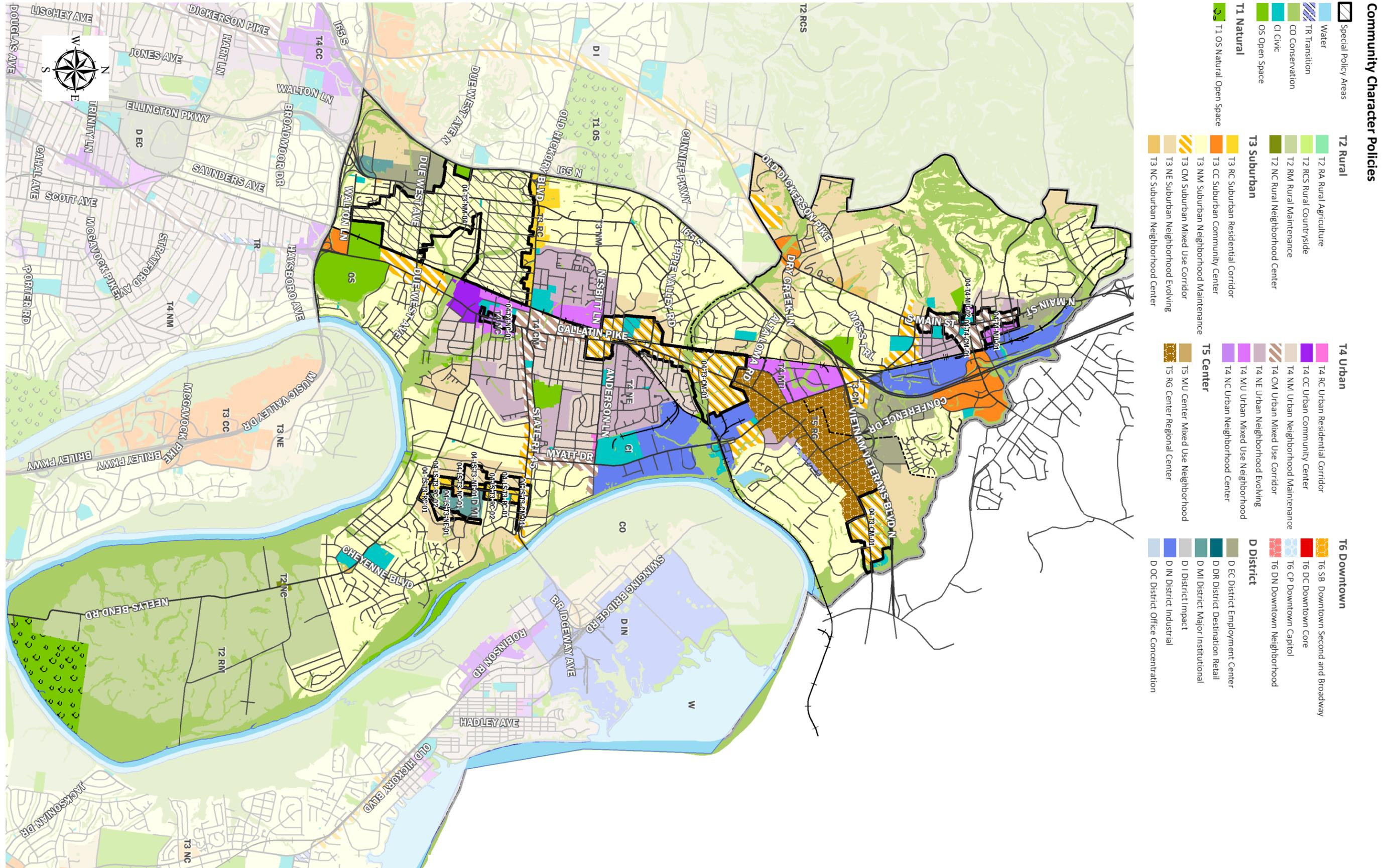
The Madison Community's desire to maintain and enhance its residential neighborhoods is shown by the placement of Neighborhood Maintenance Policy. However, to maintain long-term sustainability of the community and to provide housing for residents at every point in their lives, an appropriate mixture of housing types must still be provided in Madison. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving, Center and Corridor Policy areas.

Another area of emphasis on the Concept Map is enhancing centers and corridors. The Madison Community has several prominent corridors, such as Gallatin Pike and Old Hickory Boulevard. Madison also has several commercial centers that serve the community. They range from small-scale neighborhood centers in Due West Avenue/Ellington Parkway area,

to larger community centers such as the Old Hickory Boulevard/Gallatin Pike intersection. These areas should be enhanced by adding a mix of land uses and additional housing options. The transition between these higher-intensity areas and the surrounding neighborhoods should be addressed through well-designed transitions to adjacent residential areas.

Madison has a unique location in the region. With access to the regional interstates and adjacency to both rural communities and fast-growing suburban communities, Madison is a desirable place to live for those needing access to the communities in the northeast or to downtown Nashville, and provides amenities and services for the surrounding communities. The transportation network that facilitates the movement of goods and people can also be a drawback as people and visitors move quickly through Madison on route to adjacent communities. This can have a negative effect on business and the local economy, which has other trickle effects on housing and overall quality of life. As growth occurs in Madison, consideration should be made to focus on several areas in the community to pursue suburban retrofitting concepts (repurposing auto-oriented development to create active spaces for people) and concepts of walkable communities. This would enable the Madison community to pursue and support redevelopment that creates a sense of place for residents and visitors. These concepts help to create communities that meet current and future market demands; walkable communities with diverse housing, serviced by multiple transportation options. This would implement the Concept Map, while improving the community for existing and new residents who wish to call Madison home.

Figure M-7: Community Character Policy Map



## How to use the Community Character Policies

The Community Character Manual (CCM) is the dictionary of Community Character Policies that are applied to every property in each community. The CCM has three main functions: to explain and institute the Community Character Policies; to provide direction for the creation of implementation tools such as zoning; and to shape the form and character of open space, neighborhoods, centers, corridors and districts within communities.

The following is the step-by-step process of how to read and understand which Community Character Policies apply to any given property.

**First**, look at the Community Character Policy Map to determine what the policy is for the property.

Note that while each Community Plan includes a Community Character Policy Map (Policy Map), it is a static map of policies as there were when the Community Plan was adopted; it will not include any amendments made to the Community Character Policies after the initial adoption. For the most up-to-date Community Character Policy Map, use the online maps at <http://maps.nashville.gov/propertykiva/site/main.htm>

When using the Policy Map to determine the guidance for a particular property, there are several items on the map to be aware of: the Community Character Policies, Special Policies, and Infill Areas.

**Second**, read the Community Character Policy in the CCM.

After looking at the Policy Map and determining which Community Character Policy is applied to the property, turn to the Community Character Manual to read that policy. The CCM will provide guidance, per Community Character Policy, on a variety of design principles, appropriate zoning districts, and building types. A brief description of the Community Character Policies is found on the following pages, but the reader is urged to review the entire policy within the CCM. The CCM is found in Volume III of NashvilleNext.

**Third**, read the Community Plan to determine if there are any Special Policies or Infill policies for the area.

Within some Community Character Policy Areas there are unique features that were identified during the planning process where additional guidance is needed beyond what is provided in the CCM. This additional guidance is referred to as a Special Policy and is included in each Community

Plan. The Special Policies may provide additional specificity or they may describe conditions that deviate slightly from the CCM policy. In all cases, users should first refer to the CCM document to understand the policy's general intent, application, characteristics, and design principles. Then look at the Community Plan for any Special Policies that discuss unique conditions that may exist. When a Special Policy is applied to an area, then the guidance of the Special Policy supersedes the guidance given in the Community Character Policy.

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

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

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

In addition to the Community Character Policy and Special Policies or Infill guidance unique to the area, users are encouraged to review the "General Principles" at the beginning of the CCM, where topics such as creating sustainable communities, healthy and complete communities, and distinctive character are addressed.

# Community Character Policies

For a full definition of each Policy, see the Community Character Manual.

## Policies that apply in multiple Transects



**Civic (CI)** – Intended to serve two purposes. The primary intent of CI is to preserve and enhance publicly owned civic properties so that they can continue to serve public purposes over time, even if the specific purpose changes. This recognizes that locating sites for new public facilities will become more difficult as available sites become scarcer and more costly. The secondary intent of CI is to guide rezoning of sites for which it is ultimately determined that conveying the property in question to the private sector is in the best interest of the public.



**Transition (TR)** – Intended to preserve, enhance, and create areas that can serve as transitions between higher intensity uses or major thoroughfares and lower density residential neighborhoods while providing opportunities for small scale offices and/or residential development. Housing in TR areas can include a mix of types and is especially appropriate for “missing middle” housing types with small to medium-sized footprints.



**Conservation (CO)** – Intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.



**Open Space (OS)** – Applies to existing open space and major public civic uses in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas. The OS Policy is intended to preserve and enhance existing open space in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas. OS policy includes public parks and may also include private land held in conservation easements by land trusts and private groups or individuals.

## T1 Natural Transect



**T1 Natural Open Space (T1 OS)** – Intended to preserve existing undisturbed open space in undeveloped natural areas. T1 OS policy includes public parks and preserves and may also include private land held in conservation easements by land trusts and private groups or individuals.

## T2 Rural Transect



**T2 Rural Agriculture (T2 RA)** – Intended to preserve appropriate land for active agricultural activities, recognizing its value as contributing to the history of the community and to a diversified economic base, providing produce and other food products for increased food security, providing an economically viable use for some environmentally constrained land, contributing to open space, and providing character to the rural landscape. Subdivisions that require new roads or the extension of sewers are inappropriate in T2 RA areas. Instead, new development in T2 RA areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/5 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Countryside (T2 RCS)** – Intended to preserve rural character as a permanent choice for living within Davidson County and not as a holding or transitional zone for future urban development. T2 RCS areas have an established development pattern of very low density residential development, secondary agricultural uses, and institutional land uses. The primary purpose is to maintain the area’s rural landscape. New development in T2 RCS areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/5 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Maintenance (T2 RM)** – Intended to preserve rural character as a permanent choice for living within Davidson County and not as a holding or transitional zone for future urban development. T2 RM areas have established low-density residential, agricultural, and institutional development patterns. Although there may be areas with sewer service or that are zoned or developed for higher densities than is generally appropriate for rural areas, the intent is for sewer services or higher density zoning or development not to be expanded. Instead, new development in T2 RM areas should be through the use of a Conservation Subdivision at a maximum gross density of 1 dwelling unit/2 acres with individual lots no smaller than the existing zoning and a significant amount of permanently preserved open space.



**T2 Rural Neighborhood Center (T2 NC)** – Intended preserve, enhance, and create rural neighborhood centers that fit in with rural character and provide consumer goods and services for surrounding rural communities. T2 NC areas are small-scale pedestrian friendly areas generally located at intersections. They contain commercial, mixed use, residential, and institutional uses.

## T3 Suburban Transect

**T3 Suburban Neighborhood Maintenance (T3 NM)** – Intended to preserve the general character of developed suburban residential neighborhoods. T3 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T3 NM areas have an established development pattern consisting of low to moderate density residential development and institutional land uses. Enhancements may be made to improve pedestrian, bicycle and vehicular connectivity.

**T3 Suburban Neighborhood Evolving (T3 NE)** – Intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

**T3 Suburban Neighborhood Center (T3 NC)** – Intended to enhance and create suburban neighborhood centers that serve suburban neighborhoods generally within a 5 minute drive. They are pedestrian friendly areas, generally located at intersections of suburban streets that contain commercial, mixed use, residential, and institutional land uses. T3 NC areas are served with well-connected street networks, sidewalks, and mass transit leading to surrounding neighborhoods and open space. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle and vehicular connectivity.

**T3 Suburban Community Center (T3 CC)** – Intended to enhance and create suburban community centers that serve suburban communities generally within a 10 to 20 minute drive. They are pedestrian friendly areas, generally located at prominent intersections that contain mixed use, commercial and institutional land uses, with transitional residential land uses in mixed use buildings or serving as a transition to

adjoining Community Character Policies. T3 CC areas are served by highly connected street networks, sidewalks and existing or planned mass transit leading to surrounding neighborhoods and open space. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle and vehicular connectivity.

**T3 Suburban Residential Corridor (T3 RC)** – Intended to preserve, enhance and create suburban residential corridors. T3 RC areas are located along prominent arterial-boulevard or collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive and comfortable access and travel for all users. T3 RC areas provide high access management and are served by moderately connected street networks, sidewalks, and existing or planned mass transit.

**T3 Suburban Mixed Use Corridor (T3 CM)** – Intended to enhance suburban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor. T3 CM areas are located along pedestrian friendly, prominent arterial-boulevard and collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive and comfortable access and travel for all users. T3 CM areas provide high access management and are served by highly connected street networks, sidewalks, and existing or planned mass transit.

## T4 Urban Transect

**T4 Urban Neighborhood Maintenance (T4 NM)** – Intended to preserve the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle and vehicular connectivity.

**T4 Urban Neighborhood Evolving (T4 NE)** – Intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or substan-

tially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.



**T4 Urban Mixed Use Neighborhood (T4 MU)** – Intended to preserve, enhance, and create urban, mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed, use, commercial, institutional, and even light industrial development. T4 MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit.



**T4 Urban Neighborhood Center (T4 NC)** – Intended to preserve, enhance, and create urban neighborhood centers that serve urban neighborhoods that are generally within a 5 minute walk. T4 NC areas are pedestrian friendly areas generally located at intersections of urban streets that contain commercial, mixed use, residential, and institutional land uses. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle and vehicular connectivity.



**T4 Urban Community Center (T4 CC)** – Intended to preserve, enhance and create urban community centers that contain commercial, mixed use, and institutional land uses, with residential land uses in mixed use buildings or serving as a transition to adjoining Community Character Policies. T4 Urban Community Centers serve urban communities generally within a 5 minute drive or a 5 to 10 minute walk. T4 CC areas are pedestrian friendly areas, generally located at intersections of prominent urban streets. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle and vehicular connectivity.



**T4 Urban Residential Corridor (T4 RC)** – Intended to preserve, enhance and create urban residential corridors. T4 RC areas are located along prominent arterial-boulevard or collector-avenue corridors that are served by multiple modes of transportation and are designed and operated to enable safe, attractive and comfortable access and travel for all users. T4 RC areas provide high access management and are served by moderately connected street networks, sidewalks, and existing or planned mass transit.



**T4 Urban Mixed Use Corridor (T4 CM)** – Intended to enhance urban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor, placing commercial uses at intersections

with residential uses between intersections; creating buildings that are compatible with the general character of urban neighborhoods; and a street design that moves vehicular traffic efficiently while accommodating sidewalks, bikeways, and mass transit.

## T5 Center Transect



**T5 Center Mixed Use Neighborhood (T5 MU)** – Intended to preserve, enhance, and create high-intensity urban mixed use neighborhoods with a development pattern that contains a diverse mix of residential and non-residential land uses. T5 MU areas are intended to be among the most intense areas in Davidson County. T5 MU areas include some of Nashville’s major employment centers such as Midtown that represent several sectors of the economy including health care, finance, retail, the music industry, and lodging. T5 MU areas also include locations that are planned to evolve to a similar form and function.



**T5 Regional Center (T5 RG)** – Intended to enhance and create regional centers, encouraging their redevelopment as intense mixed use areas that serve multiple communities as well as the County and the surrounding region with supporting land uses that create opportunities to live, work, and play. T5 RG areas are pedestrian friendly areas, generally located at the intersection of two arterial streets, and contain commercial, mixed use, residential, institutional land uses.

## T6 Downtown Transect



**T6 Downtown Capitol (T6 CP)** – Intended to preserve and enhance the existing city, regional, and state civic buildings and the overall T6 CP area and create a vibrant mixture of supporting uses. The T6 CP area contains numerous civic facilities from the State Capitol and Metro City Hall to courts, museums, and theatres as well as various government offices in buildings ranging from historic buildings to modern skyscrapers. Amidst civic and government buildings are mixed use and residential buildings.



**T6 Downtown Neighborhood (T6 DN)** – Intended to preserve, enhance, and create diverse Downtown neighborhoods that are compatible with the general character of surrounding historic developments and the envisioned character of new Downtown development, while fostering appropriate transitions from less intense areas of Downtown neighborhoods to the more intense Downtown Core policy area. T6 DN areas contain high density residential and mixed use development.



**T6 Downtown Core (T6 DC)** – Intended to preserve and enhance the “core” of Downtown such that it will remain the commercial, civic and entertainment center of Nashville and Middle Tennessee. T6 DC is intended to have the highest intensity of development in the County. Offices are the predominant type of development, although the T6 DC contains a diverse array of land uses including retail, entertainment, institutional uses, government services, and higher density residential. The highest intensity development is in the central portion of the Core (north of Broadway), with less intensive uses locating in the surrounding “frame” area of T6 DC, in the SoBro neighborhood.



**T6 Second and Broadway (T6 SB)** – Intended to preserve the historic and cultural prominence of the Second Avenue and Broadway corridors by encouraging the adaptive reuse of historic buildings, creating development that is compatible with the general character of existing buildings on the Second and Broadway corridors, and by maintaining the corridors’ ability to move vehicular traffic efficiently while accommodating sidewalks, bikeways, and mass transit.

## D District Transect



**D Destination Retail (D DR)** – Intended to enhance and create Districts where large footprint, auto-centric retail and complementary uses that may draw from regional or multi-state trade areas are predominant. D DR areas have one or more large footprint retail uses that are typically surrounded by large surface parking lots. Primary supportive land uses include retail, restaurant, hotel, and entertainment. Such supportive uses may be integrated or separate from the large footprint establishment. The large footprint uses provide major positive economic impacts by drawing from very large trade areas that often extend into other states and draw customers who may stay in the Nashville area for extended periods of time. Office and high density residential are complementary supportive uses that can help to provide transitions in scale and intensity to surrounding Community Character Policy areas.



**D Employment Center (D EC)** – Intended to enhance and create concentrations of employment that are often in a campus-like setting. A mixture of office and commercial uses are present, but are not necessarily vertically mixed. Light industrial uses may also be present in appropriate locations with careful attention paid to building form, site design and operational performance standards to ensure compatibility with other uses in and adjacent to the D EC area. Secondary and supportive uses such as convenience retail, restaurants, and services for the employees and medium to high density residential are also present.



**D Impact (D I)** – Intended to enhance and create areas that are dominated by one or more activities that have, or can have, a significant, adverse impact on the surrounding area, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors. Examples of DI areas include hazardous industrial operations, mineral extraction and processing, airports and other major transportation terminals, correctional facilities, major utility installations, and landfills.



**D Industrial (D IN)** – Intended to preserve, enhance, and create Industrial Districts in appropriate locations. The policy creates and enhances areas that are dominated by one or more industrial activities, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors. Types of uses in D IN areas include non-hazardous manufacturing, distribution centers and mixed business parks containing compatible industrial and non-industrial uses. Uses that support the main activity and contribute to the vitality of the D IN are also found.



**D Major Institutional (D MI)** – Intended to preserve, enhance, and create Districts where major institutional uses are predominant and where their development and redevelopment occurs in a manner that complements the character of surrounding communities. Land uses include large institutions such as medical campuses, hospitals, and colleges and universities as well as uses that are ancillary to the principal use.



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

## **Special Policies**

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

## Special Policy Area 04-T3-NM-04

Madison's T3 Suburban Neighborhood Maintenance Area 4 is referenced as 04-T3-NM-04 on the accompanying map. In this area, the following special policies apply. Where the special policy is silent, the guidance of the T3 Suburban Neighborhood Maintenance Policy applies.

### *Infill Area 01*

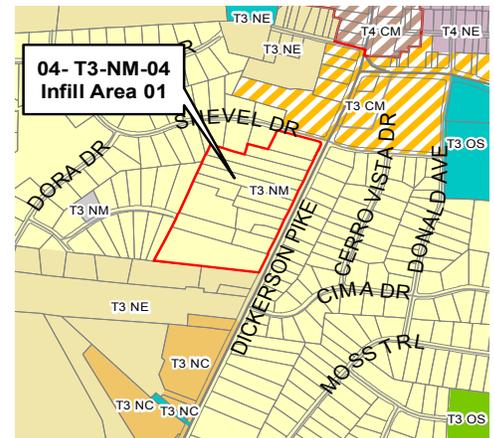
This potential infill area is referred to as IA 01 in the policies below and on the accompanying map. IA 01 includes the eleven (11) parcels south of Shevel Drive that front onto the west side of Dickerson Pike. These underdeveloped parcels may be appropriate for additional development because of the amount of land available and the existing zoning entitlements. The following special policies should guide infill in this area.

### *Building Form and Site Design*

Any new development on these parcels with frontage onto Dickerson Pike should complement the character that exists on the east side of Dickerson Pike with regard to orientation, setbacks and spacing. Development on the east side of Dickerson Pike is characterized by single-family residential buildings oriented to Dickerson Pike, which are set back 140 feet, with spacing generally 40 feet between buildings. Development is encouraged in the interior of this infill area as well, and the building form should follow the guidance of the T3 Suburban Neighborhood Maintenance Policy.

### *Building Types*

Any new development on these parcels with frontage onto Dickerson Pike should complement the single-family character that exists on the east side of Dickerson Pike with regard to building types.



### Special Policy Area 04-T3-NM-08

Madison’s T3 Suburban Neighborhood Maintenance Area 8 is referenced as 04-T3-NM-08 on the accompanying map. In this area, the following special policies apply. Where the special policy is silent, the guidance of the T3 Suburban Neighborhood Maintenance Policy applies.

#### *Infill Area 01*

This potential infill area is referred to as IA 01 in the policies below and on the accompanying map. IA-01 includes parcels that are centrally located south of Marsha Drive, north of Val Marie Drive and east of Twin Hills Drive and west of Northside Drive. Infill development is appropriate in this location because of the existing access and potential for additional access and connectivity, and because of existing zoning entitlements. The following special policies should guide infill in this area.



#### *Building Form and Site Design*

Buildings should be placed on parcels in a manner where setbacks and spacing are consistent with existing development. Setbacks in the area are generally 80 feet. The character of the area features suburban, single-family dwellings on parcels that are generally one acre in size. There is, however a stream that flows northeast through the area. Affected infill properties include parcels 03403006400, 03403006300, 03403012700, and 03403006200. Development should be arranged to minimize the disturbance of the stream. In the configuration of lots and any new right-of-way, priority should be given to the preservation of the environmentally sensitive features over consistency with surrounding lot and right-of-way patterns.

#### *Building Types*

The general character of surrounding development is single-family residential development. The R20 zone district also allows two-family residential development. Because of the zoning district, two-family dwellings are appropriate in these infill areas while townhomes and flats would not be appropriate. Two-family dwellings should be thoughtfully placed among single-family building dwellings instead of grouped in one area.

### *Infill Area 02*

This potential infill area is referred to as IA 02 in the policies below and on the accompanying map. IA 02 includes ten (10) parcels located just north of the intersection at Marsha Drive and Northside Drive. These parcels are appropriate for infill development, additional zoning entitlements, and building types because of the proximity and the adequate access to the T5 Regional Center policy area. The following special policies should guide infill in this area.

### *Building Types*

As the Rivergate T5 Regional Center policy area intensifies over time, building types other than the existing single- and two-family are appropriate. Townhouse or stacked flats in the form of a manor house may be appropriate in this infill area.

### **Special Policy Area 04-T3-NM-10**

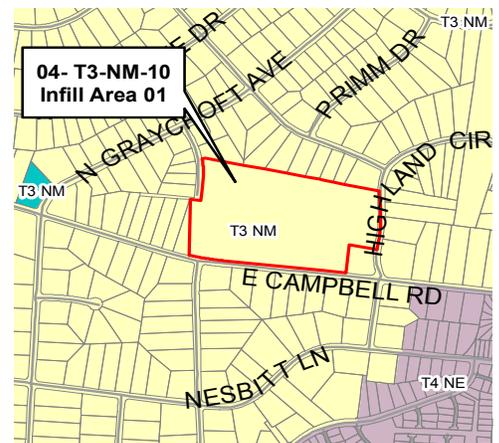
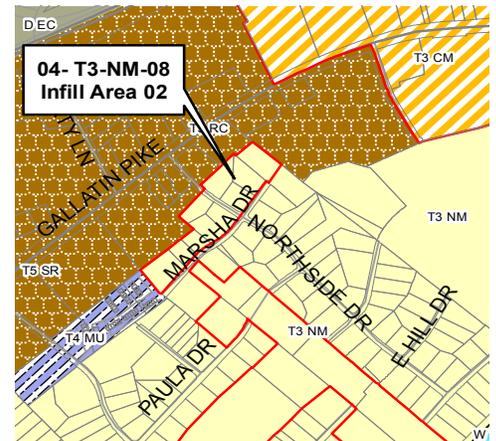
Madison’s T3 Suburban Neighborhood Maintenance Area 10 is referenced as 04-T3-NM-10 on the accompanying map. In this area, the following special policies apply. Where the special policy is silent, the guidance of the T3 Suburban Neighborhood Maintenance policy applies.

### *Infill Area 01*

This infill area is referred to as IA 01 in the policies below and on the accompanying map. IA 01 includes parcel 04203006100. This parcel is appropriate for infill development, additional zoning entitlements, and additional building types to provide housing choice because of its location on the prominent corridor East Campbell Road. If development should occur, the character along East Campbell Road should be preserved and an appropriate transition to properties on the edges of the parcel should be created. The following special policies should guide infill in this area.

### *Building Form and Site Design*

The building form along East Campbell Road is currently characterized by single-family buildings, generally one to two stories in height that are oriented to the corridor. Setbacks along Campbell Road are generally 80 feet or greater. Spacing between buildings is generally 50 feet or greater.



Buildings are encouraged to preserve the setbacks, and spacing along the corridor. See “Building Types” below.

*Zoning Districts*

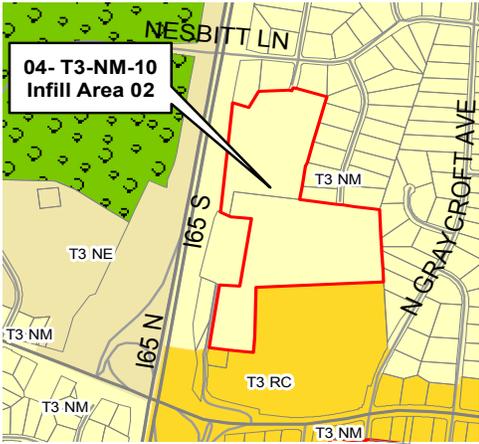
The parcel is zoned RS20, which allows single-family detached residential development on a minimum 20,000 square foot parcel. To allow for additional building types on this property, RM2 and RM4 zoning districts with a design based zoning district are appropriate.

*Building Types*

Single-family detached dwellings are the predominant building type along East Campbell Road and in the surrounding neighborhood. To preserve the single-family building form, but acknowledge that East Campbell Road is a prominent corridor that can provide housing choice, manor house building types that reads as a large, single-family detached home—is appropriate.

*Infill Area 02*

This infill area is referred to as IA 02 in the policies below and on the accompanying map. IA 02 includes parcels 04200002900 and 04200001900. These parcels are a part of a Planned Unit Development (PUD). The PUD and the underlying R10 zoning were originally established in 1979 for a total of 238 multi-family units. The PUD was revised in 1998 reducing the number of units to 78 single-family units. If the existing PUD remains, infill development may occur within its existing entitlements. In the event that the PUD is lifted, the following special policies should guide infill in this area.



*Zoning Districts*

The PUD currently has a base zone district of R10, which would allow a minimum parcel size of 10,000 square feet with single- and two-family development. Surrounding properties are currently zoned RS20, which would allow a minimum parcel size of 20,000 square feet and only single-family development. The R10 base zoning would result in a development pattern that is out of character with surrounding development pattern created under the existing RS20 zone district. Therefore, if the PUD is lifted, and a rezoning of the underlying zone district is considered, the zone district R15 (15,000 square foot lot single and two family development) may be appropriate to permit single and two family development, where the two-family land use or the duplex building type



appropriate location for more diversity of housing. The following special policies should guide infill in this area.

### *Zoning Districts*

Parcel 05200002400 once contained the industrial operations of Odom Sausage Company under a Planned Unit Development (PUD) approved in 1976. Currently, only administrative offices for the company remain at this site. The base zoning with this PUD is RS10, which allows single-family residential development on a minimum 10,000 square foot parcel. It is recommended, should the administrative offices of Odom Sausage Company cease, the PUD should be reviewed and only residential land uses as allowed by the RS10 zone district be considered.

## Special Policies from the Larkin Springs Road Detailed Plan

Note: In March 2007 the community created the Larkin Springs Road Detailed Community Character Plan. In the intervening years, many of the urban design guidelines created for Larkin Springs have been incorporated into the policies in the Community Character Manual. There were some special policies in the Larkin Springs Plan that are unique to the area. These have been retained in the special policies listed below in areas 04-T3-NE-01, 04-T3-NC-01, 04-T3-RC-01, 04-T3-RC-02, 04-T3-CM-02.

### Special Policy Area 04-LS-T3-NE-01

Madison's T3 Suburban Neighborhood Evolving Area 1 is referenced as 04-LS-T3-NE-01 on the accompanying map. This area surrounding Larkin Springs Road was studied in the *Larkin Springs Road Detailed Community Character Plan*. The policies created in that plan have been incorporated into the special policies listed below or into the T3 Suburban Neighborhood Evolving policy; therefore, the policies below replace the *Larkin Springs Road Detailed Plan*. Where the special policy is silent, the guidance of the T3 Suburban Neighborhood Evolving policy applies.

#### Access

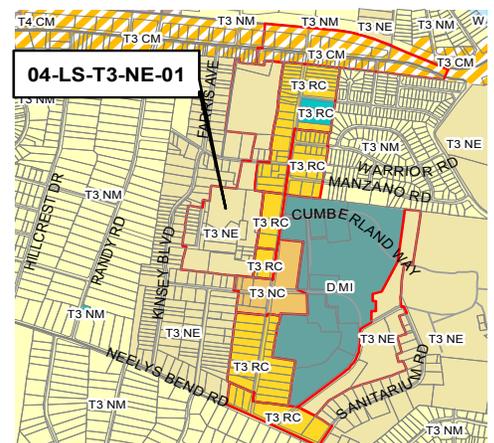
The number of individual curb cuts along Larkin Springs Road, East Old Hickory Boulevard, and Neely's Bend Road should be minimized. Cross access is encouraged among adjacent parking lots in order to reduce turning movements from the arterial and to allow vehicles to circulate between buildings and lots without having to re-enter those streets.

#### Building Form and Site Design

New buildings should be placed within a shallow setback with shallow spacing of ten feet between buildings. Any new buildings should create an attractive, active street frontage through the use of entries, windows, porches, and balconies.

#### Connectivity (Vehicular)

The Madison Community Plan recommends the following street connections: the east-west connections of Warrior Road, Bubbling Well Road, and Cumberland Way. The extension of Center Street as a



north-south connection from Old Hickory Boulevard to Hospital Drive is also recommended. See the recommendations in Access Nashville 2040 for additional guidance on street connections in this policy area.

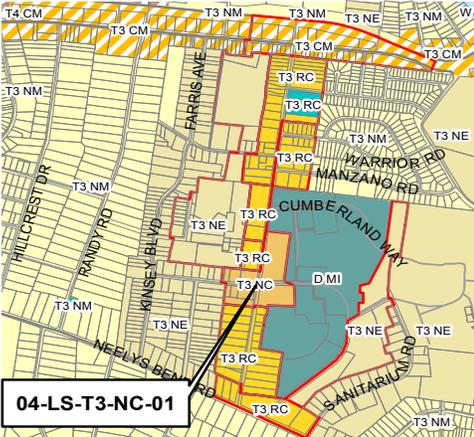
*Zoning Districts*

There are two residential zone districts present in the area—RS10, which allows single-family on a minimum 10,000 square foot lot and RS7.5, which allows single-family on a minimum 7,500 square foot lot. The density of single-family development in this area should not exceed what is possible through the current RS10 and RS7.5 zoning districts.

*Building Types*

In this area, only the “house” building type is recommended in order to maintain the existing character.

**Special Policy Area 04-LS-T3-NC-01**



Madison’s T3 Suburban Neighborhood Center Area 1 is referenced as 04-LS-T3-NC-01 on the accompanying map. This area located on Larkin Springs Road, which was studied in the *Larkin Springs Road Detailed Community Character Plan*. The policies created in that plan have been incorporated into the specials policies listed below or into the T3 Suburban Neighborhood Center policy. Therefore, the policies below replace the *Larkin Springs Road Detailed Plan*. Where the special policy is silent, the guidance of the T3 Suburban Neighborhood Center policy applies.

*Access*

The number of individual curb cuts along Larkin Springs Road, East Old Hickory Boulevard, and Neely’s Bend Road should be minimized. Cross access is encouraged among adjacent parking lots in order to reduce turning movements from the arterial and allow vehicles to circulate between buildings and lots without having to re-enter those streets.

*Zoning Districts*

There are three zoning districts represented in the area—RS10, which allows single-family on a minimum 10,000 square foot lot, OR20, which allows office and multi-family residential, and OG, which allows only office

development. To fully implement the T3 Suburban Neighborhood Center policy, design based zoning districts are recommended.

### Landscaping

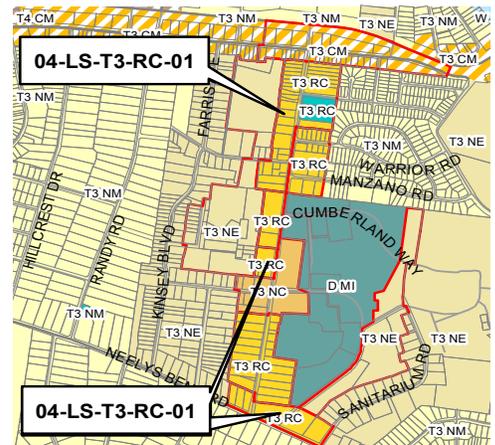
Landscaping may be used to screen ground utilities, meter boxes, heating and cooling units, refuse storage, and other building systems that would be visible from public streets. Along Larkin Springs Road, existing trees should be protected to greatest extent possible to preserve the tree row along the corridor. If trees are removed, quality native trees should be planted to replace those that have been removed.

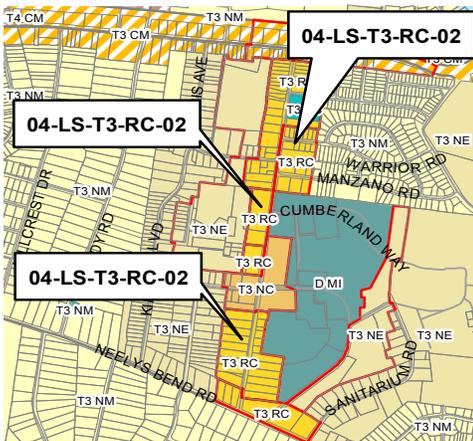
### Special Policy Area 04-LS-T3-RC-01

Madison’s T3 Suburban Residential Corridor Policy Area 1 is referenced as 04-LS-T3-RC-01 on the accompanying map. This area located on Larkin Springs Road, which was studied in the *Larkin Springs Road Detailed Plan*. The policies created in that plan have been incorporated into the special policies listed below or into the T3 Suburban Residential Corridor policy, therefore, the policies below replace the *Larkin Springs Road Detailed Plan*. Where the special policy is silent, the guidance of the T3 Suburban Residential Corridor policy applies.

### Zoning Districts

The density in this area should not exceed six dwelling units per acre. There are two residential zoning districts present in the area—RS10, which allows single-family on a minimum 10,000 square foot lot and RS7.5, which allows single-family on a minimum 7,500 square foot lot. Rezoning from the existing single-family zone districts to allow building types other than single- and two-family residential in this area is encouraged. The maximum density recommended for this area is six dwelling units per acre, therefore, zone districts up to RM6, accompanied by a design based zoning district will be considered on their merits.





## Special Policy Area 04-LS-T3-RC-02

Madison’s T3 Suburban Residential Corridor Policy Area 2 is referenced as 04-LS-T3-RC-02 on the accompanying map. This area located on Larkin Springs Road, which was studied in the Larkin Springs Road Detailed Plan. The policies created in that plan have been incorporated into the special policies listed below or into the T3 Suburban Residential Corridor policy, therefore, the policies below replace the Larkin Springs Road Detailed Plan. Where the special policy is silent, the guidance of the T3 Suburban Residential Corridor policy applies.

### *Connectivity (Vehicular)*

The Madison Community Plan recommends the following street connections: the east-west extensions of Cumberland Way to a proposed north-south extension of Center St. See the recommendations in Access Nashville 2040, for additional guidance on street connections in this policy area.

### *Landscaping*

Along Larkin Springs Road, existing trees should be protected to greatest extent possible to preserve the tree row along the corridor. If removed, quality native trees should be planted to replace those that have been removed.

### *Zoning Districts*

The density in this area should not exceed six dwelling units per acre. There are two residential zone districts represented in the area—RS10, which allows single-family on a minimum 10,000 square foot lot and RS7.5, which allows single-family on a minimum 7,500 square foot lot. The density of single-family development in this area should not exceed what is possible through the current RS10 and RS7.5 zoning districts.

### *Building Types*

In this area, only the “house” building type is recommended in order for these areas to be the least intensely developed.

## Special Policy Area 04-LS-T3-CM-02

Madison's T3 Suburban Mixed Use Corridor Area 2 is referenced as 04-LS-T3-CM-02 on the accompanying map. This area located on Larkin Springs Road, which was studied in the *Larkin Springs Road Detailed Plan*. The policies created in that plan have been incorporated into the specials policies listed below or into the T3 Suburban Mixed Use Corridor policy. Therefore, the policies below replace the *Larkin Springs Road Detailed Plan*. Where the special policy is silent, the guidance of the T3 Suburban Residential Corridor policy applies.

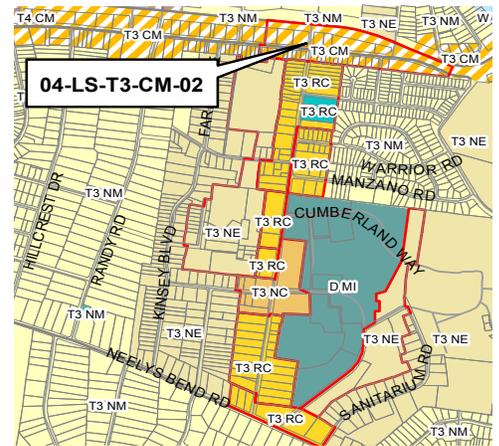
### *Landscaping*

Along Larkin Springs Road, existing trees should be protected to greatest extent possible to preserve the tree row along the corridor. If trees are removed, quality native trees should be planted to replace those that have been removed.

The *Madison Community Plan: 2009 Update* envisions the State Route 45 corridor to become a scenic corridor framed by dense landscaping that is naturalistic, not formal. Development of properties along this corridor should provide dense landscaping that enhances the scenic quality of the corridor.

### *Signage*

To preserve the scenic quality of State Route 45, development with frontage on State Route 45 and Old Hickory Boulevard should use building-mounted or awning signage on signage visible from State Route 45.





placement. Buildings should be placed within moderate setbacks, and buildings, including entrances, should orient to Gallatin Pike. Moderate setbacks are allowed for the display and sale of new or used automobiles. Where automobile repair and service is accessory to new and used automobile sales, those buildings should not be seen from Gallatin Pike. Where automobile repair and service is the primary function, the portions of the building associated with repair and service (auto bays) should not be seen from Gallatin Pike.

### *Landscaping*

Given the sizeable amount of parking needed by auto-related uses, interior parking areas should be landscaped. A knee wall should be provided between parking areas and the sidewalk. Exterior landscaping in the form of a planting strip or bushes may be used to enhance the knee wall. A planting strip between the road and the sidewalk should also be used as a location for additional landscaping such as street trees. Landscaping is also provided as a buffer between properties in this T3 Suburban Mixed Use Corridor and adjacent less intense policy areas.

Chain linked fencing or fencing with razor or barbed wire is not appropriate along any public right-of-way or within 25 feet of right-of-way.

### *Parking*

Additional rows of parking may considered between the building and the street with appropriate landscaping.

### *Signage*

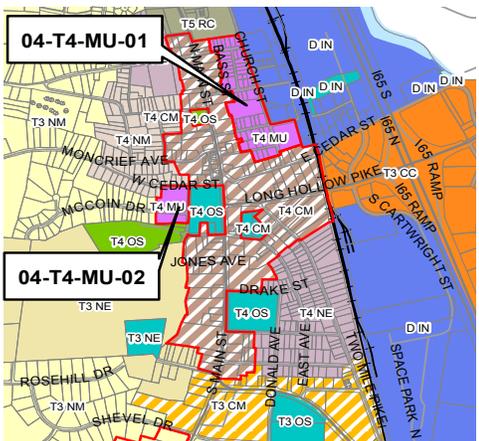
A consistent, themed signage and way-finding program for sites with multiple automobile retailers and their associated services is encouraged. In all cases, monument signs are appropriate and are encouraged to be consolidated to greatest extent possible.

### Special Policies for the Goodlettsville Streetscape Plan

Note: In 2003, the *Goodlettsville Streetscape Plan* was created. The special policies in areas 04-T4-MU-01, 04-T4-MU-02, 04-T4-CM-01 – outlined below – are related to the *Goodlettsville Streetscape Plan*.

#### Special Policy Area 04-T4-MU-01 and 04-T4-MU-02

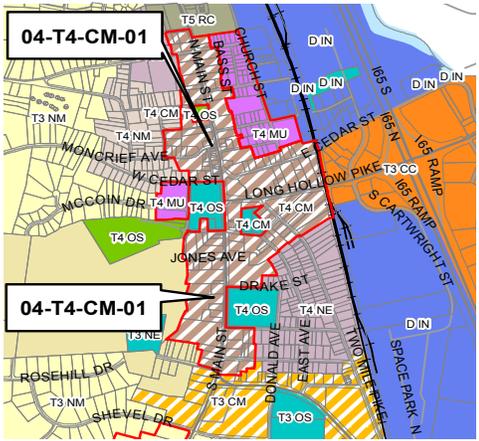
The following Special Policies refer to the *Goodlettsville Streetscape Plan*. The *Streetscape Plan* recommends that building heights in this area should not exceed three stories to complement buildings along the North Main Street in this T4 Urban Mixed Use Corridor area. The *Goodlettsville Streetscape Plan* also recommends a variety of street connection and realignments involving policy area 04-T4-MU-01. Refer to that plan for details at [www.cityofgoodlettsville.org](http://www.cityofgoodlettsville.org).



#### Special Policy Area 04-T4-CM-01

The following special policies refer to the *Goodlettsville Streetscape Plan*. This plan, under the jurisdiction of the City of Goodlettsville, serves a guide for this area for landscaping, signage, and other streetscape elements.

Currently this policy area covers properties that front directly onto Dickerson Pike as well as properties behind those fronting on Dickerson Pike. These additional properties may be oriented to and have frontage on side streets and streets running parallel to the corridor. Properties and buildings are encouraged to consolidate and orient to Dickerson Pike. The *Goodlettsville Streetscape Plan* encourages buildings to be placed in a shallow setback, particularly in areas near the Goodlettsville City Hall, where the recommended setback and build-to line is 15 feet. The *Goodlettsville Streetscape Plan* recommends buildings be two stories in height, but does not preclude three story buildings.



## Special Policy Area 04-T4-NC-01

Madison's T4 Urban Neighborhood Center Policy Area 1 is referenced as 04-T4-NC-01 on the accompanying map. This area located on Gallatin Pike between Maple Street to the north and Neely's Bend Road to the south. It is generally known as "Downtown Madison" and was studied in the *Madison Commercial Village Plan*. The recommendations made in the *Madison Community Plan: 2009 Update* and included in this 2015 update will replace the *Madison Commercial Village Plan* as the guide for future development in this area. Where the special policy is silent, the guidance of the T4 Urban Neighborhood Center Policy applies.

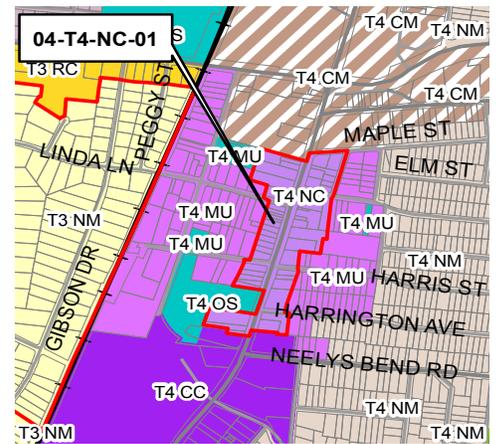
Downtown Madison is encouraged to develop and redevelop into a "Main Street," an area that is the focal point of a community, with a mixture of uses, designed to be pedestrian friendly at a scale that is appropriate for its surrounding community. Gallatin Pike is currently a state highway that is designed to move traffic efficiently. In this area however, the design and form is encouraged to calm traffic, to create a safe environment for pedestrians as well as heighten the awareness of the commercial businesses. The "Main Street" concept is also found within the T4 Urban Neighborhood Center policy intent and design principles.

Redevelopment may occur incrementally, with reuse of existing buildings. Wholesale redevelopment of property in this area should follow the T4 Urban Neighborhood Center policy intent and design principles as well as any special policy noted below. Where incremental development occurs (reuse of existing buildings), development should follow the guidance of the T4 Urban Neighborhood Center policy except as provided in special policy below.

Should wholesale redevelopment occur in this area, the following special policy guidance applies.

### *Parking*

Parallel parking should be considered where adequate right-of-way exists. Parallel parking should be designed so that it does not interfere with pedestrian sidewalks in front of the building.



### *Service Area*

Currently this center provides the daily needs of residents within a five to ten minute drive. However, the Madison Community Plan recommends enhancing the center to provide services that meets those needs, but that also serves multiple communities with unique businesses and services.

### *Utilities*

As properties redevelop, locate overhead utilities underground if possible. If underground utilities are not feasible, locate utilities in alleys or at the back of the property and off Gallatin Pike.

### *Zoning Districts*

The appropriate zoning districts to create the intended character for Downtown Madison include MUN or MUL with an accompanying design based zoning district or an Alternative zoning district such as MUN-A or MUL-A, to include the basic elements of good site design in an urban setting.

Should reuse of existing structures occur in this area, the following special policies apply:

### *Connectivity (Pedestrian/Bicycle)*

Where the reuse of buildings occurs, sidewalks should be provided. In areas where head-in angle parking exists, and is maintained, sidewalks should be enhanced to be clearly distinguishable from parking areas.

A bikeway in the form of a multiuse path is planned adjacent to Gallatin Road that should be considered in conjunction with development proposals involving any properties in this area that are adjacent to this corridor. See the recommendations in Access Nashville 2040 regarding bikeways.

### *Parking*

Where the reuse of buildings occurs, and there are no constraints in providing parking behind or beside the building, head-in angled parking should be removed, and areas in front of the building should be reclaimed and enhanced to provide pedestrian facilities and amenities.

Where the reuse of buildings occurs, and constraints exist in providing parking behind or beside the building, head-in angled parking should be enhanced to become clearly distinguishable from the pedestrian sidewalk in front of the building and the road from which it is accessed. Head-in angled parking should be enhanced by repositioning parking in a way that it does not interfere with pedestrian sidewalks in front of the building.

Reduced parking requirements may be considered on their merits if a redevelopment proposal can demonstrate its ability to either provide shared parking on-site or utilize off-site shared parking facilities, or if a redevelopment proposal can demonstrate the need for fewer parking spaces.

## Development Scenarios

Development scenarios illustrate both an example of how a particular site *could* redevelop, but also fundamental concepts that may be applied throughout the community. When development and redevelopment occurs in Madison, stakeholders will begin to see the principles featured in the development scenario realized in actual development. Until then, development scenarios can provide a glimpse into the future and an example of what type of development *could* occur under the guidance of the Community Character Policies and special policies.

Development scenarios may highlight ways to conserve environmental features, create active streets through building design, building type mix and arrangement, offer various types of open space, streetscape improvements, and civic building placement. *Plan views*, or a “bird’s eye view,” emphasize the location of buildings on property, building entrances, and the location of streets and parking. Development scenarios can also be shown as a perspective or a “street view.” The perspective typically shows how the building interacts with the street and what a person would see while walking down a street or through an actual development. The perspective emphasizes the building heights, setbacks, and other streetscape elements such as landscaping, lighting and sidewalks. In a perspective view, the street or roadway may also be emphasized by showing the number of travel lanes, bike lanes and on-street parking.

In Madison, the development scenario for the Downtown Madison area helps the reader envision what development may look like under the guidance of the policy in this area. Although the development scenario shows the Downtown Madison area, there are urban design and planning principles explained here that are applicable in other areas and situations.

It is important to note, however, that development scenarios are only examples and illustrations of what the Community Character policy would support in the specific area. There are other ideas and examples beyond what is illustrated in these scenarios that would also meet the intent of the Community Character policies. The development scenarios are not actual or required development plans, but can be used to help envision new development in the Madison Community and in other areas of the county with similar characteristics and Community Character policies.

## Development Scenario – Downtown Madison

The *Madison Community Plan Update: 2009* featured significant interest in the development and redevelopment of the Downtown Madison area. The Madison Community is committed to working to ensure that Downtown Madison regains its stature as an asset to the community—providing services, retail, restaurants, employment and housing while offering true transportation choice to those who live and work in the area and visitors to the area. This can be accomplished with the tools referred to collectively as “Suburban Retrofitting.”<sup>1</sup>

Retrofitting suburban development means identifying how older developments (such as large malls, big box stores, strip malls, large apartment complexes) can be retrofitted to transform outdated, auto-centric development models into development models that match today’s market preferences for mixed use and walkability. Many of these suburban developments have reached the end of their lifespan, but have valuable assets, such as flat land with few environmental constraints, existing utilities, and proximity to major transportation routes.

The retrofitting can take a variety of forms, from retaining the existing buildings and adding pedestrian friendly features (perhaps the conversion of parking between the building and the street into patio dining accessed from the sidewalk) all the way to complete redevelopment of the site. Retrofitting creatively might also mean re-using some existing structures, adding new buildings in parking lots to create an internal, walkable street network, or adding new housing to offer a more diverse supply in the suburbs.

Suburban retrofit development supports transit and reduces suburban residents’ reliance on the automobile, increases housing choice, and when a mixture of land uses are introduced, diversifies the local tax base.<sup>2</sup>

The development scenario for Downtown Madison uses these principles to strike a balance between wholesale redevelopment, preserving buildings with historical significance, and creating pedestrian friendly development along the Gallatin Pike corridor. The scenario shows how infill development can complement surrounding historically significant structures on Gallatin Pike, such as the Old Madison Theater. These new structures are placed

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1 *Retrofitting Suburbia: Urban Design Solutions for Redesigning the Suburbs*. Ellen Dunham Jones, June Williamson, December 2008

2 *Urban Land Institute, Retrofitting Suburbia*, Author Ellen Dunham-Jones, June Williamson, June 2009

alongside historically significant structures to create a strong street wall and to bring activity to the street.

In addition to creating a walkable environment along Gallatin Pike, compact and walkable infill development is also shown within the interior of Downtown Madison. Structures bring activity to Woodruff and Madison Streets, drawing pedestrians from Gallatin Pike towards the historic Amqui Station and other civic uses. Infill housing provides additional people that support goods and services provided in the neighborhood center. Due to the limitations of placing on-street parking along Gallatin Pike, parking areas are provided behind and beside buildings within the interior of the center.

To implement the vision for this area, a design based zoning district or an Alternative zoning district to regulate design, density and intensity, as well as appropriate land uses, are appropriate.

Figure M-8: Downtown Madison development scenario

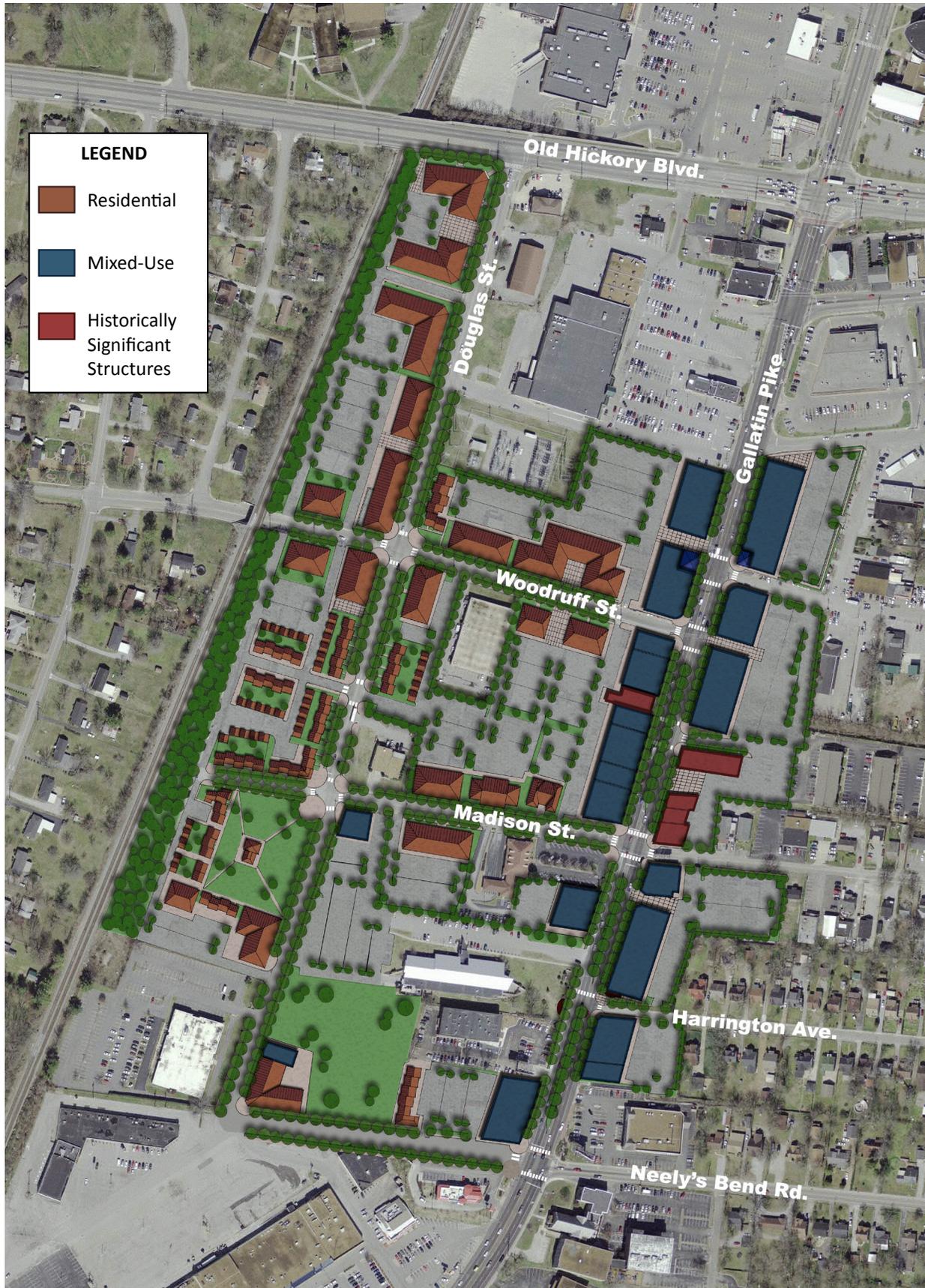
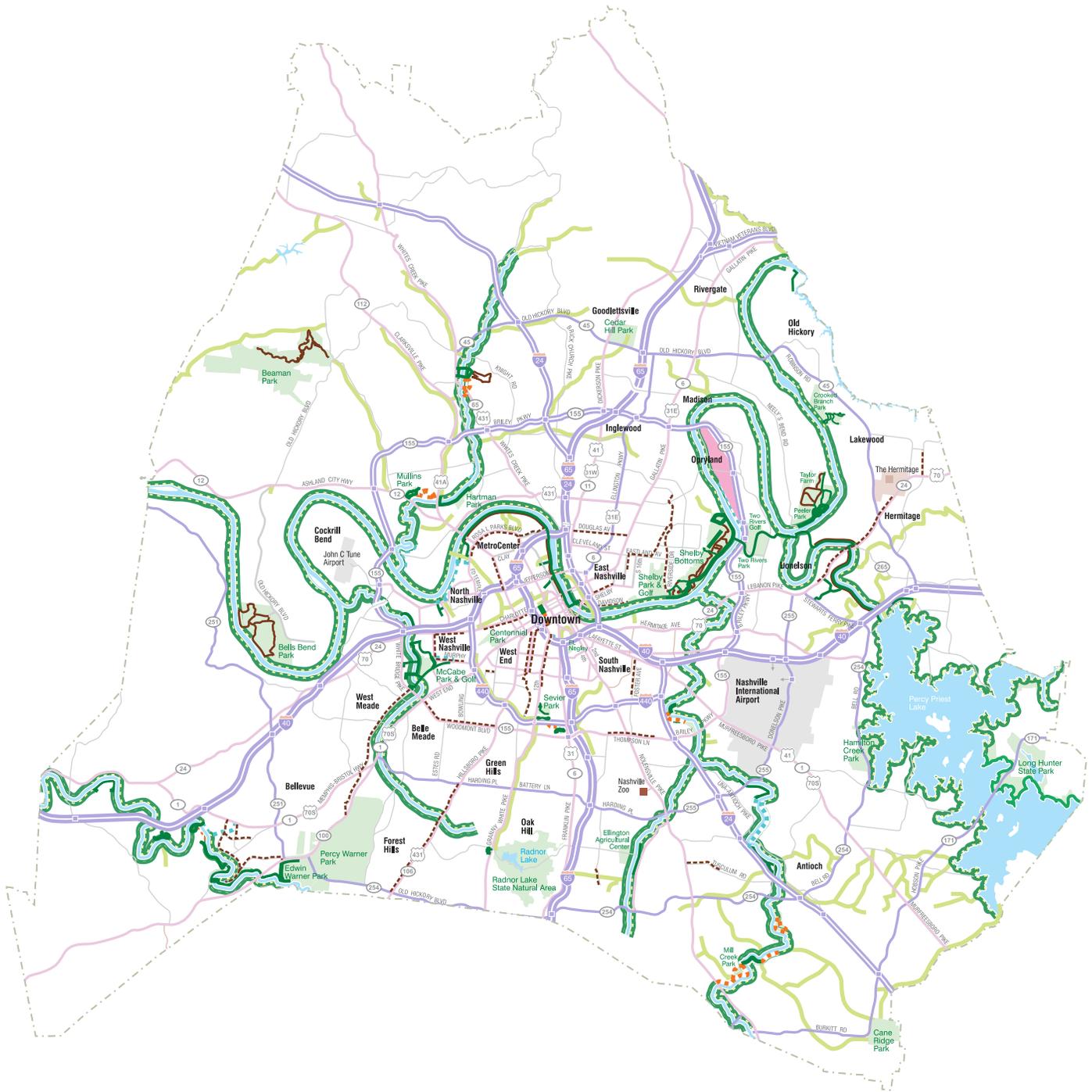


Figure M-9: Greenways Map



**Map Legend**

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

## **Enhancements to the Open Space Network**

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

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

The current Parks Master Plan also discusses greenways. Since greenways serve an open space/recreational function and a transportation function, greenway recommendations are discussed in the section below (Recommended Greenway System Connections and Multi-Use Paths) and also in Enhancements to the Transportation Network. Adding greenways or other trails can improve the area’s quality of life as development brings more residents, workers and visitors to the area. Additional greenways and improved roadway crossings increase connectivity among residential, schools, and mixed use centers, adding value to a neighborhood by providing residents and workers with alternative transportation options such as walking and cycling. In this way, greenways encourage more active and healthier lifestyles.

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

## **Recommendations for Open Space**

Madison has open space areas that are natural, suburban, and urban in character. These open space areas include publicly-owned parks and open spaces associated with civic uses, public or private cemeteries or burial grounds, and privately held land trusts and conservation easements. In the community, civic uses include Madison's schools, libraries and community centers.

Madison's open space areas provide active and passive recreation opportunities and serve multiple neighborhoods or communities. Active uses include playgrounds, picnic areas, recreational sports fields and multiuse paths. Active uses are most appropriate in Madison's urban and suburban parks, while passive open space activities are most appropriate in its natural park space. Passive open space land uses may include greenways, nature reserves and cemeteries. E.N. Peeler Park is Madison's most natural park. Peeler Park is a 255 acre park in Neely's Bend, with frontage on the Cumberland River and is mostly undisturbed with the exception of equestrian trails. Suburban and urban parks in Madison include parks that are a part of public school sites and some that are standalone parks, such as Madison Park.

The Nashville Open Space Plan was released in April 2011 and many of its tenants are reflected in the Growth and Preservation Concept Plan for Madison. The Open Space Plan recognizes Peeler Park as an open space anchor. In 2009 however, the Madison community discussed opportunities for smaller neighborhood parks. Neighborhood parks serve an immediate neighborhood and may be between 5 and 20 acres in size. Neighborhood parks were recommended in the northern (near Goodlettsville), central (neighborhoods east of Rivergate), and southern (near the Montague neighborhood) portions of the community. These areas should be considered as future planning for parks and open space occurs.

## **Recommended Greenway System Connections and Multi-Use Paths**

The Madison Community Plan greenway priority is the completion of the Peeler Park Greenway Bridge. A greenway bridge would connect Peeler Park's trail systems to the Stones River Greenway. Also a priority are multi-use paths adjacent to Gallatin Pike, as part of complete street improvements—streets that are designed to accommodate vehicular, transit, and pedestrian travel.

## Enhancements to the Transportation Network

In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. They do so by using Access Nashville 2040 and the Major and Collector Street Plan (MCSP), which implements Access Nashville 2040. The MCSP maps the vision for Nashville's major and collector streets and ensures that this vision is fully integrated with the city's land use, mass transit, bicycle and pedestrian planning efforts. Other plans under Access Nashville 2040 include the *Strategic Plan for Sidewalks and Bikeways*, which establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city; the *Parks and Greenways Master Plan*, described above; and the Metropolitan Transit Authority's *Strategic Transit Master Plan*, discussed below. There are additional plans that outline committed funding and project priorities, including the city's Capital Improvements and Budget Program. For information on the transportation network, please refer to Access Nashville 2040 in Volume V of NashvilleNext.

Nashville/Davidson County's transportation network has evolved over the last decade to include choices in transportation that are context sensitive (meaning that the street is designed in a way to complement the character of the area, whether it is rural, suburban or urban) and serve a wider range of users, including pedestrians, bicyclists and transit users, what is referred to as a "multimodal" network. Funding is limited and the need to improve the multimodal network far outweighs existing resources. Sidewalk, bikeways and greenways projects in Madison compete against street projects, the urgent need to maintain existing infrastructure investments across the county, and projects that are regionally significant. The following priority projects reflect a balance between community concerns, development pressure and project feasibility.

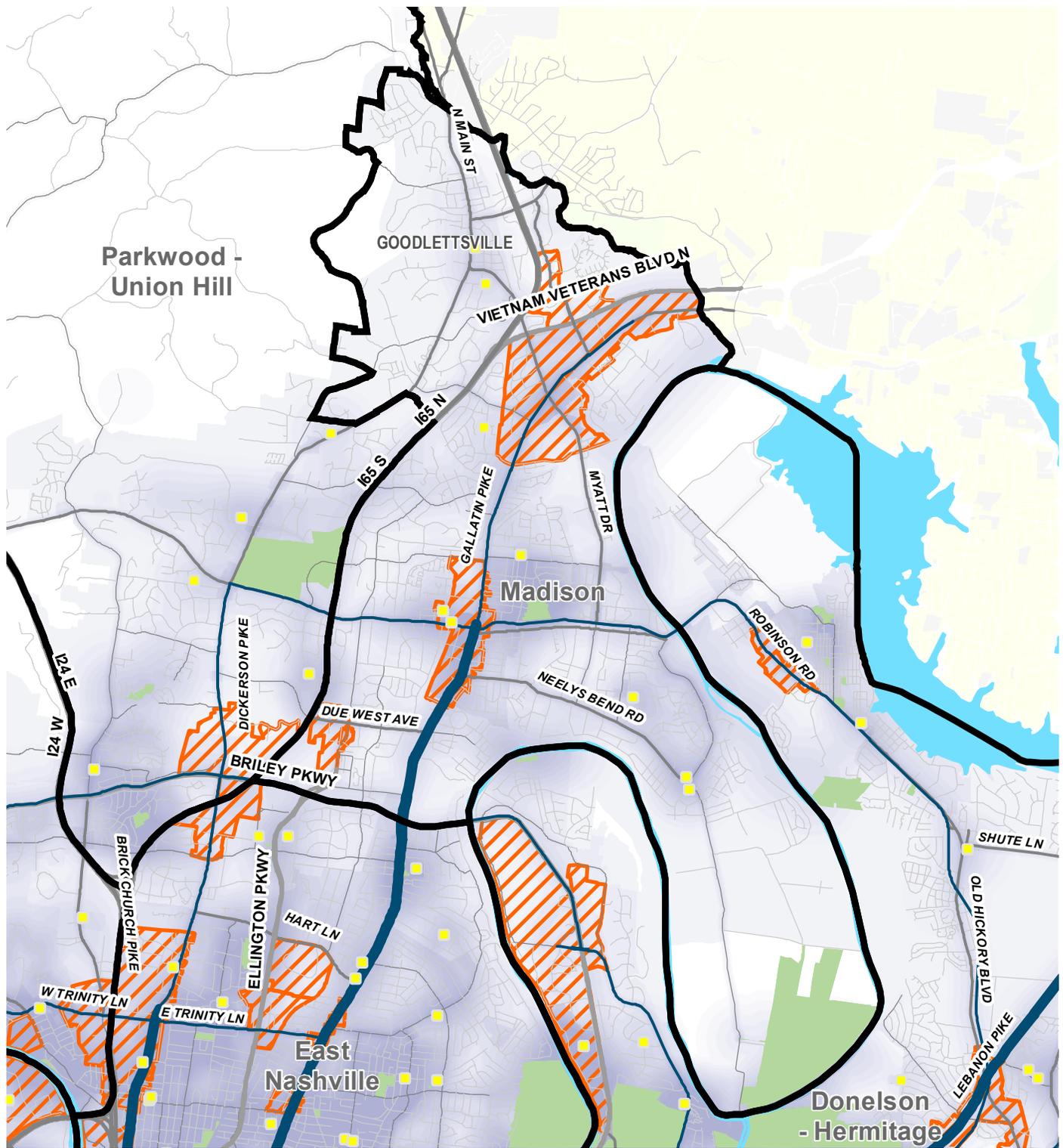
Access Nashville 2040 outlines two types of transportation projects—those that represent a "Community Priority" and those that meet a "Countywide Critical Need." All of Madison's transportation projects are below and are noted whether they are a Community Priority or a Countywide Critical Need. For more information on the distinction, please refer to Access Nashville 2040.

Both the Open Space Plan and the Parks Master Plan along with current project information may be found online:

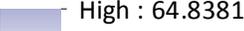
<http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>

**Figure M-10: Pedestrian generators**

Madison detail



**Pedestrian Generator Index Legend**

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



## Walking Priorities

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

### **Access Nashville Walking Project #21**

Rivergate Area Complete Streets–Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Alta Loma Road to Riverchase Boulevard. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points. *(see related Bicycling Project #26: Rivergate Multi-Use Path)*

This project is identified as a Countywide Critical Need because the Gallatin Pike corridor is an Immediate Need High Capacity Transit Corridor with continued frequent transit service along this arterial-boulevard as development intensifies. Today, MTA operates the Gallatin Pike BRT Lite service from downtown to Rivergate. This service is one of the highest ridership routes in the MTA network. From Alta Loma Road to Riverchase Boulevard, Gallatin Pike has few sidewalks and marked crosswalks. Bike lanes were recently added along portions of Gallatin Pike; however, there are no barrier protected bicycling accommodations for those who are interested but concerned about safety issues involving high traffic speeds while bicycling. A study needs to be conducted to determine the appropriate infrastructure elements to support people walking, biking, and taking the bus along this corridor. Potential improvements may include wide sidewalks, transit shelters, bicycle racks, multi-use path connections, crosswalks, curb extensions, street trees, landscaped medians, and traffic signal improvements. Refer to Figure M-11.

### **Access Nashville Walking Project #22**

South Madison Complete Streets–Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Walton Lane to Due West Avenue. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

This project is identified as a Countywide Critical Need because the Gallatin Pike corridor is an Immediate Need High Capacity Transit Corridor with continued frequent transit service along this arterial-boulevard as development intensifies and downtown Madison is identified as a Tier One Center. Today, MTA operates the Gallatin Pike BRT Lite service from downtown to Rivergate. This service is one of the highest ridership routes in the MTA network. South of downtown Madison there are few sidewalks and marked crosswalks and no bicycling accommodations. A study needs to be conducted to determine the appropriate infrastructure elements to support people walking, biking, and taking the bus along this corridor. Potential improvements may include wide sidewalks, transit shelters, bicycle racks, multi-use path connections, crosswalks, curb extensions, street trees, landscaped medians, and traffic signal improvements. Refer to Figure M-12.

### **Access Nashville Walking Project #23**

Madison to Rivergate Complete Streets–Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from One Mile Parkway to Alta Loma Road. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

This segment of Gallatin Pike from One Mile Parkway to Alta Loma Road is identified as a Community Priority compared to other portions of the Gallatin Pike BRT Lite corridor because there are fewer planned services and neighborhoods adjacent to this portion of the corridor. Bicycle lanes were recently added to this segment of Gallatin Pike, but no sidewalks exist in the area and access management is poor. A study needs to be conducted to determine the appropriate infrastructure elements to support people walking, biking, and taking the bus along this corridor. Potential improvements may include wide sidewalks, transit shelters, bicycle racks, multi-use path connections, crosswalks, curb extensions, street trees, landscaped medians, and traffic signal improvements. Refer to Figure M-13.

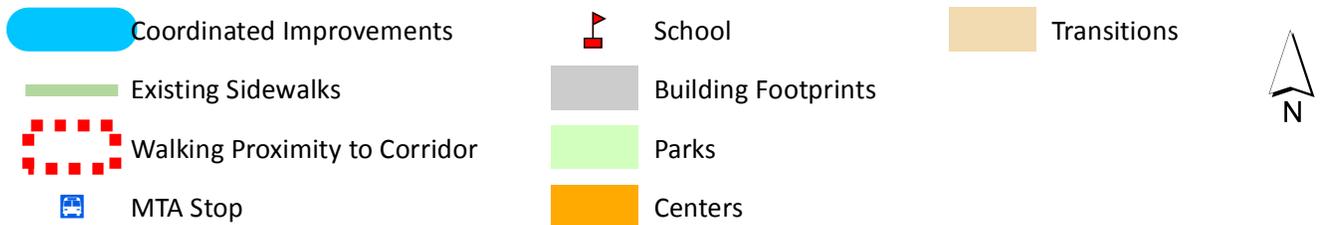
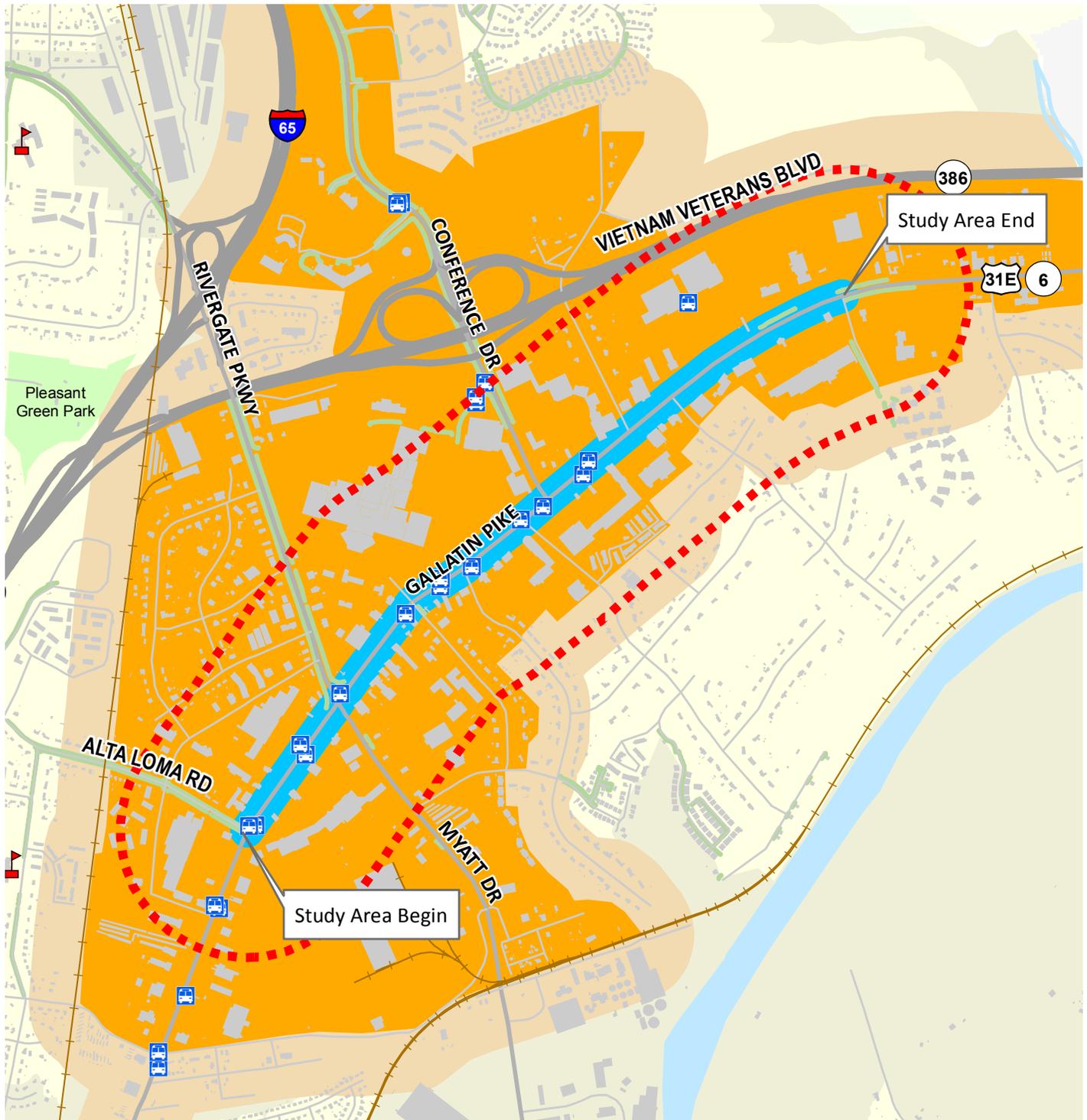
### **Access Nashville Walking Project #24**

Downtown Madison Walking Improvements–Assess street crossings along Gallatin Pike from Due West Avenue to Anderson Road for walking improvements.

Walking improvements in downtown Madison are a Community Priority. The Gallatin Pike BRT Lite service has high ridership, and the existing land uses in this area are fairly compact making it viable to access services by bus and walking. Sidewalks are throughout much of the area, but the placement of BRT Lite stations and marked street crossings can be improved. This study should assess transit stations, signal locations, signal infrastructure, and pavement markings to improve crossings for those walking and taking the bus along the corridor from Due West Avenue to Anderson Road. Refer to Figure M-14.

### Figure M-11: Access Nashville Walking Project #21: Rivergate Area Complete Streets

Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Alta Loma Road to Riverchase Boulevard. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points. (see related *Bicycling Project #26: Rivergate Multi-Use Path*)



**Figure M-12: Access Nashville Walking Project #22: South Madison Complete Streets**

Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from Walton Lane to Due West Avenue. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.

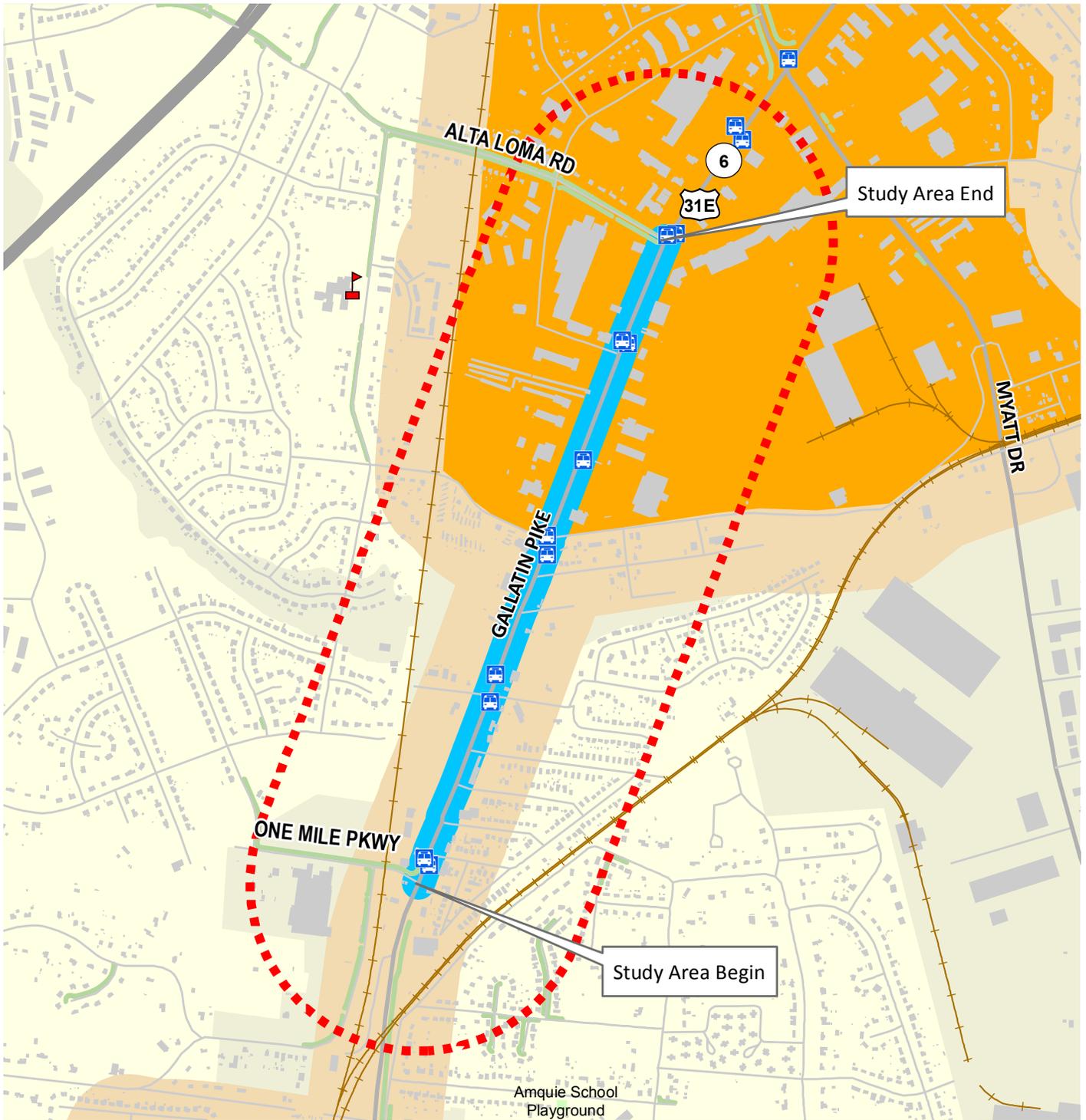


- Coordinated Improvements
- Existing Sidewalks
- Walking Proximity of Corridor
- MTA Stop
- Building Footprints
- Centers
- Transitions



**Figure M-13: Access Nashville Walking Project #23: Madison to Rivergate Complete Streets**

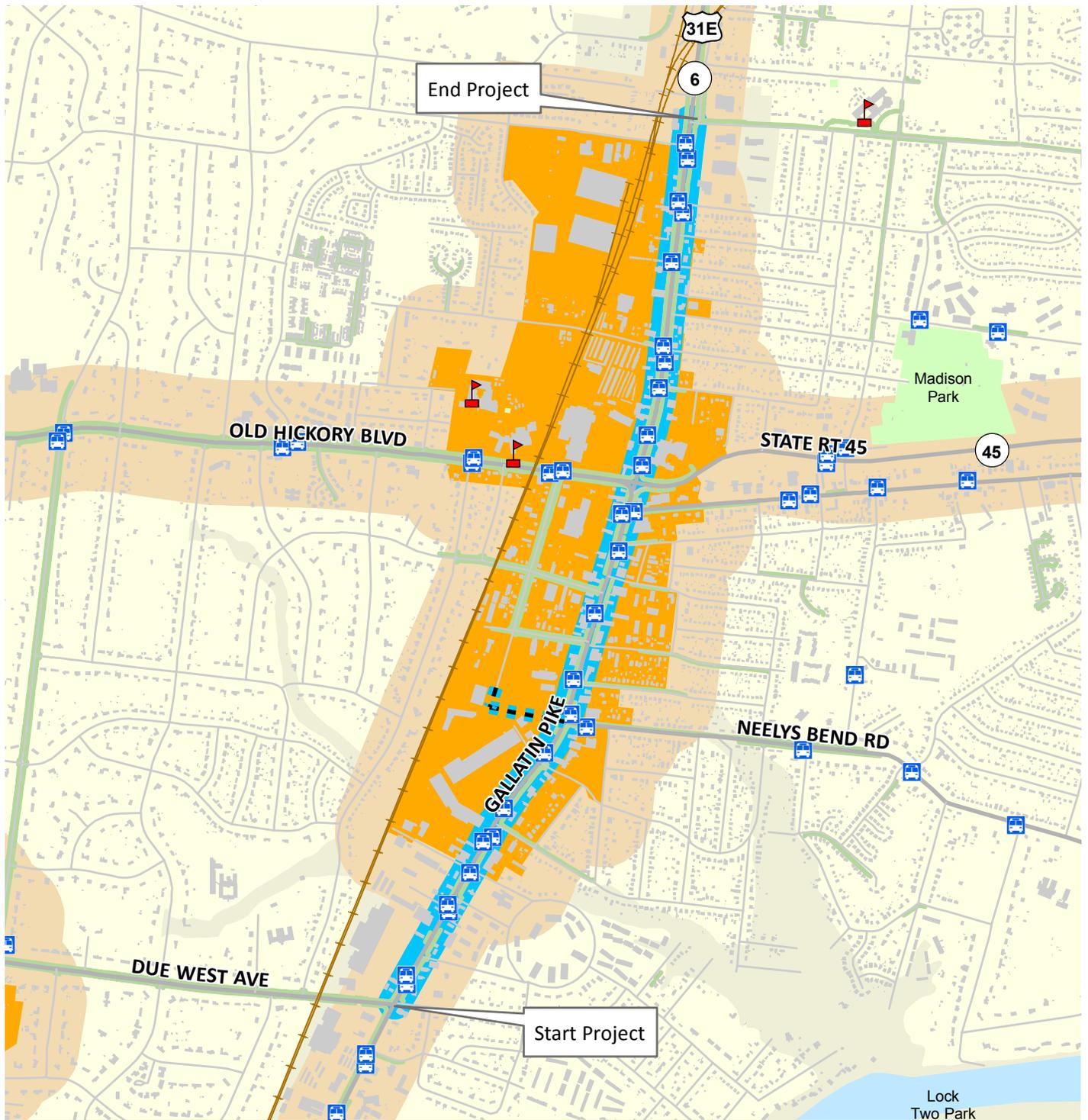
Study opportunities to implement complete street components along Gallatin Pike with sidewalks, protected bikeways, transit improvements, street crossings, and streetscaping from One Mile Parkway to Alta Loma Road. Implement as coordinated capital improvements projects. As redevelopment occurs, consolidate access points to create a limited number of vehicular/pedestrian conflict points.



- |   |                               |   |                     |   |             |   |
|---|-------------------------------|---|---------------------|---|-------------|---|
|  | Coordinated Improvements      |  | School              |  | Transitions |  |
|  | Existing Sidewalks            |  | Building Footprints |    | Parks       |   |
|  | Walking Proximity to Corridor |  | Centers             |   |             |   |
|  | MTA Stop                      |   |                     |   |             |   |

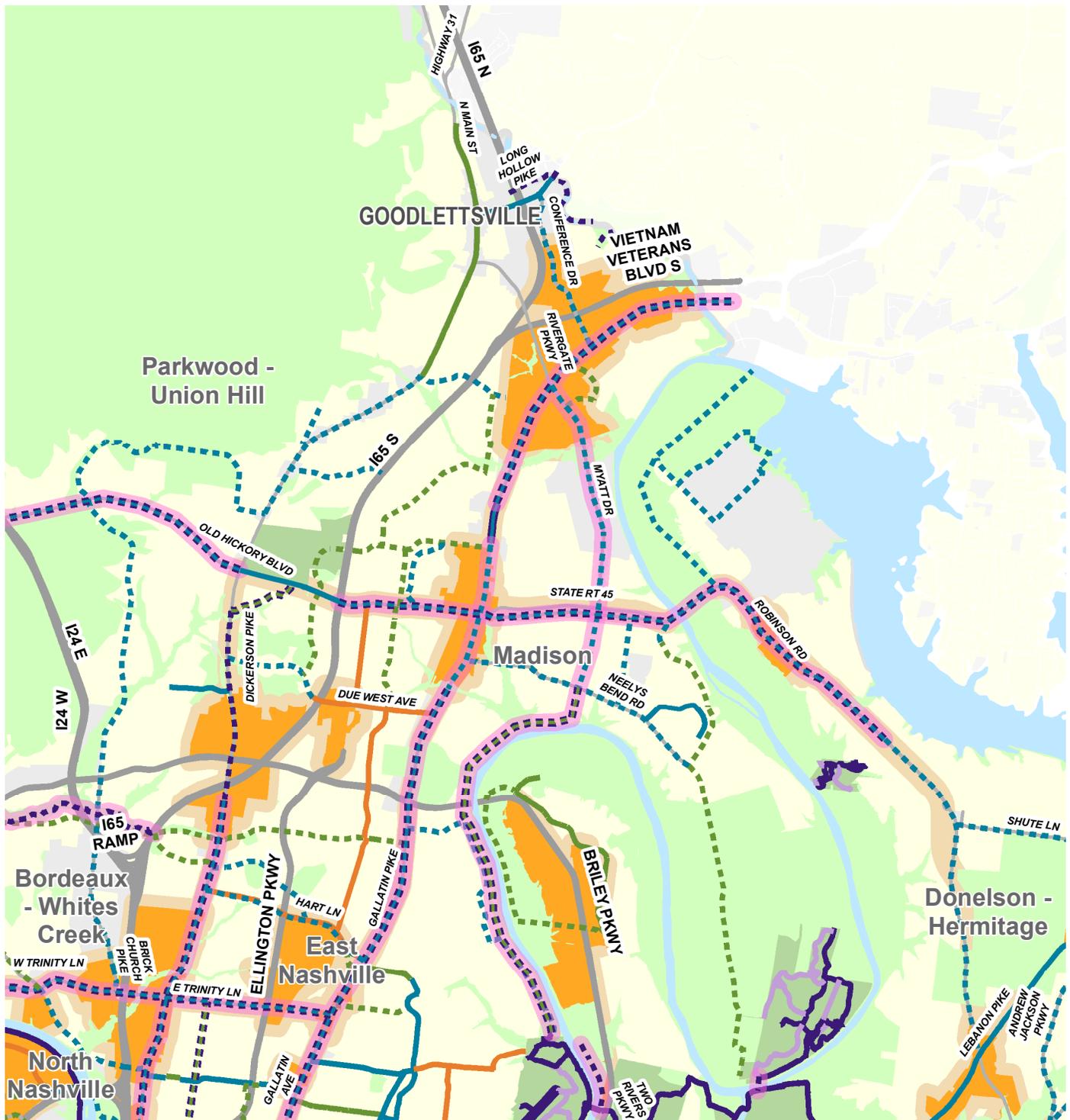
**Figure M-14: Access Nashville Walking Project #24: Downtown Madison Walking Improvements**

Assess street crossings along Gallatin Pike from Due West Avenue to Anderson Road for walking improvements.



**Figure M-15: Bikeways and greenways**

Madison detail



**Planned Facilities**

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

**Existing Facilities**

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

— Greenway, Unpaved

— Priority Bikeway Projects

■ Anchor Park

■ Green network

■ Centers



## Bicycling Priorities

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

### **Access Nashville Bicycling Project #25**

Madison Bike Boulevard—Implement a Bike Boulevard that connects street stubs in Madison from Shelby Bottoms to the Rivergate area adjacent to the Cumberland River.

Identified as a Countywide Critical Need, a bike boulevard along the local streets adjacent to the Cumberland River on the bank opposite of Opryland/Music Valley and bike facilities along Myatt Drive would provide residents of East Nashville and Madison with increased access to the Shelby Bottoms Greenway, as well as employment opportunities, shopping, and transit connections in the Rivergate Mall Area. Connections along the route would provide access to downtown Madison and Old Hickory. Refer to Figure M-16.

### **Access Nashville Bicycling Project #26**

Rivergate Multi-Use Path—Develop a multi-use path adjacent to Gallatin Pike between Madison and Rivergate (*see related Walking Project #21: Rivergate Area Complete Streets*).

Between Madison and Rivergate, Gallatin Pike is identified as a Countywide Critical Need and should be reconfigured as a complete street with full accommodation of cyclists and pedestrians traveling along the corridor via a multi-use path, improved sidewalks and pedestrian crossings, better transit infrastructure, and placemaking features like public art, way finding signage, and better lighting. Refer to Figure M-17.

**Access Nashville Bicycling Project #27**

Old Hickory Boulevard North Multi-Use Path–Develop a multi-use path adjacent to Old Hickory Boulevard and State Route 45 between Old Hickory and Cedar Hill Park.

Old Hickory Boulevard is identified as a Community Priority and should better accommodate people who bike between NashvilleNext Centers located along Old Hickory Boulevard with an adjacent multi-use path, bike signals at key intersections, and improved pavement markings. This bikeway provides important connectivity between Whites Creek, Cedar Hill Park, Madison, Old Hickory, and Hermitage. Refer to Figure M-18.

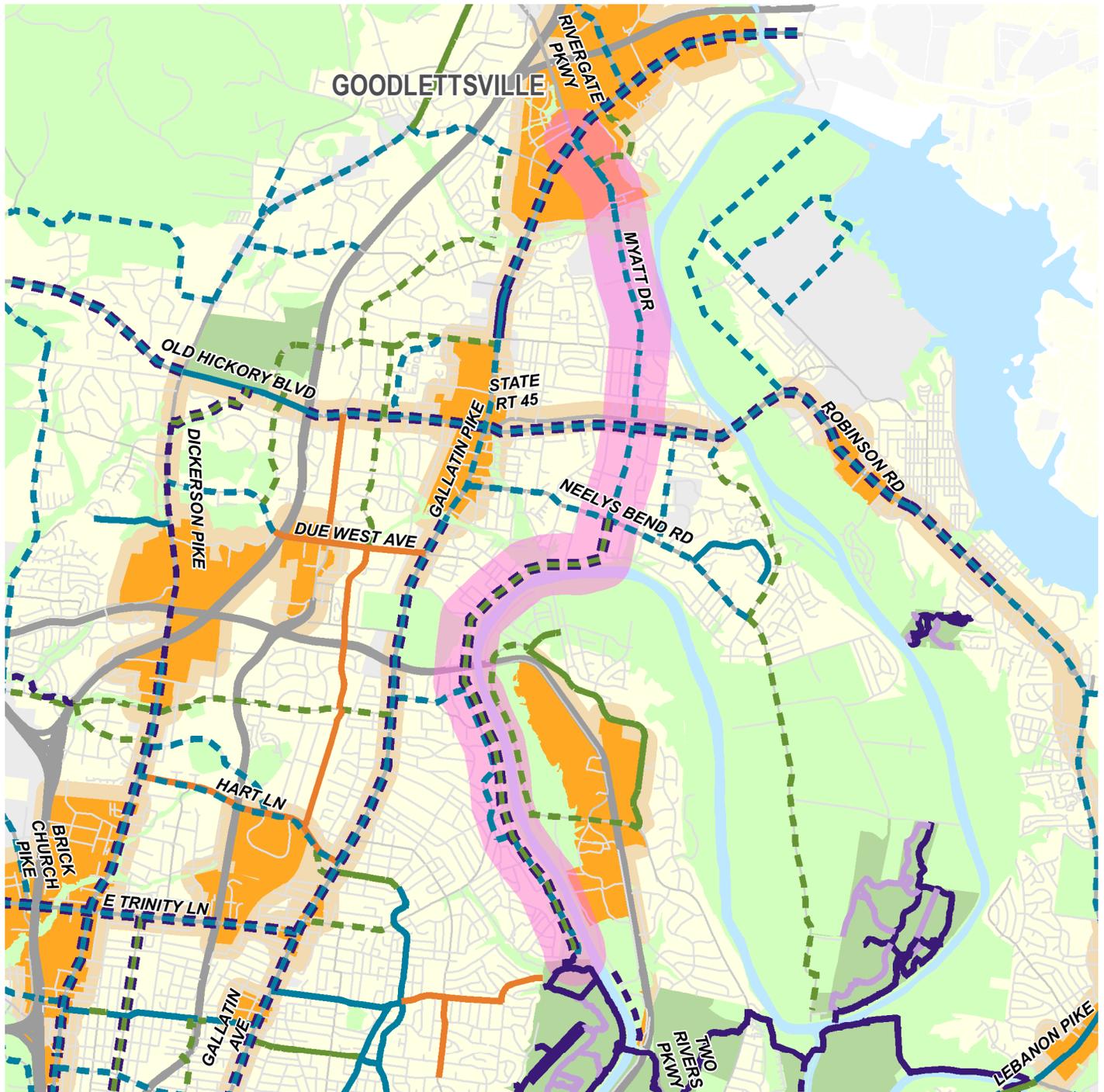
**Access Nashville Bicycling Project #12**

Peeler Park Greenway Bridge–Connect people walking and biking with a bridge over the Cumberland River from the Stones River Greenway to Peeler Park.

Peeler Park plays an important role in Nashville’s Green Network. A bicycle and pedestrian connection across the Cumberland River between the Stones River and Peeler Park Greenways will expand access to outdoor recreation opportunities and create additional access for cyclists who travel between Madison and Donelson or Hermitage. The Peeler Park Greenway Bridge is a Community Priority. Refer to Figure M-19.

### Figure M-16: Access Nashville Bicycling Project #25: Madison Bike Boulevard

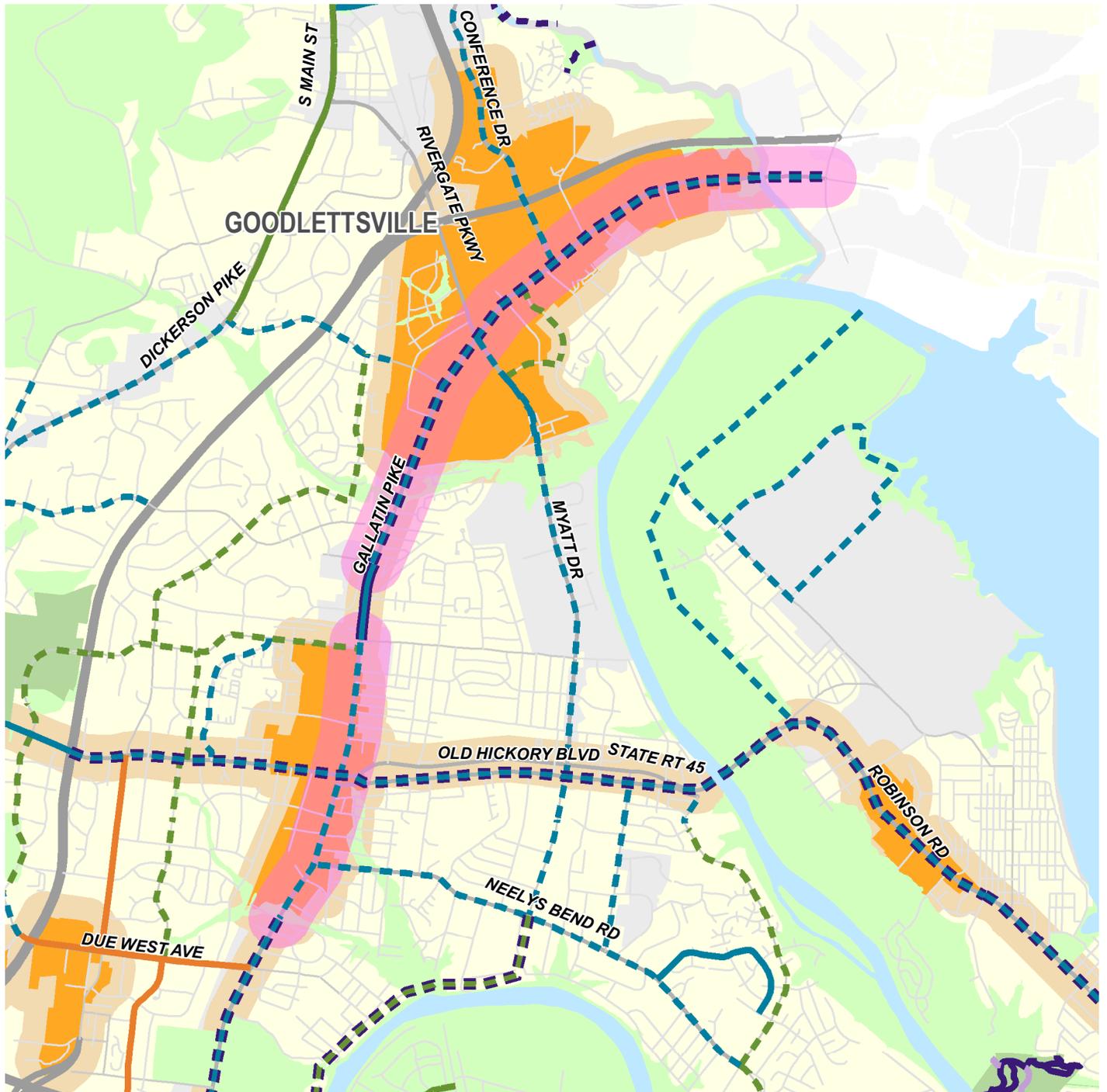
Implement a Bike Boulevard that connects street stubs in Madison from Shelby Bottoms to the Rivergate area adjacent to the Cumberland River.



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

### Figure M-17: Access Nashville Bicycling Project #26: Rivergate Multi-Use Path

Develop a multi-use path adjacent to Gallatin Pike between Madison and Rivergate (see related Walking Project #21: Rivergate Area Complete Streets).



**Planned Facilities**

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

**Existing Facilities**

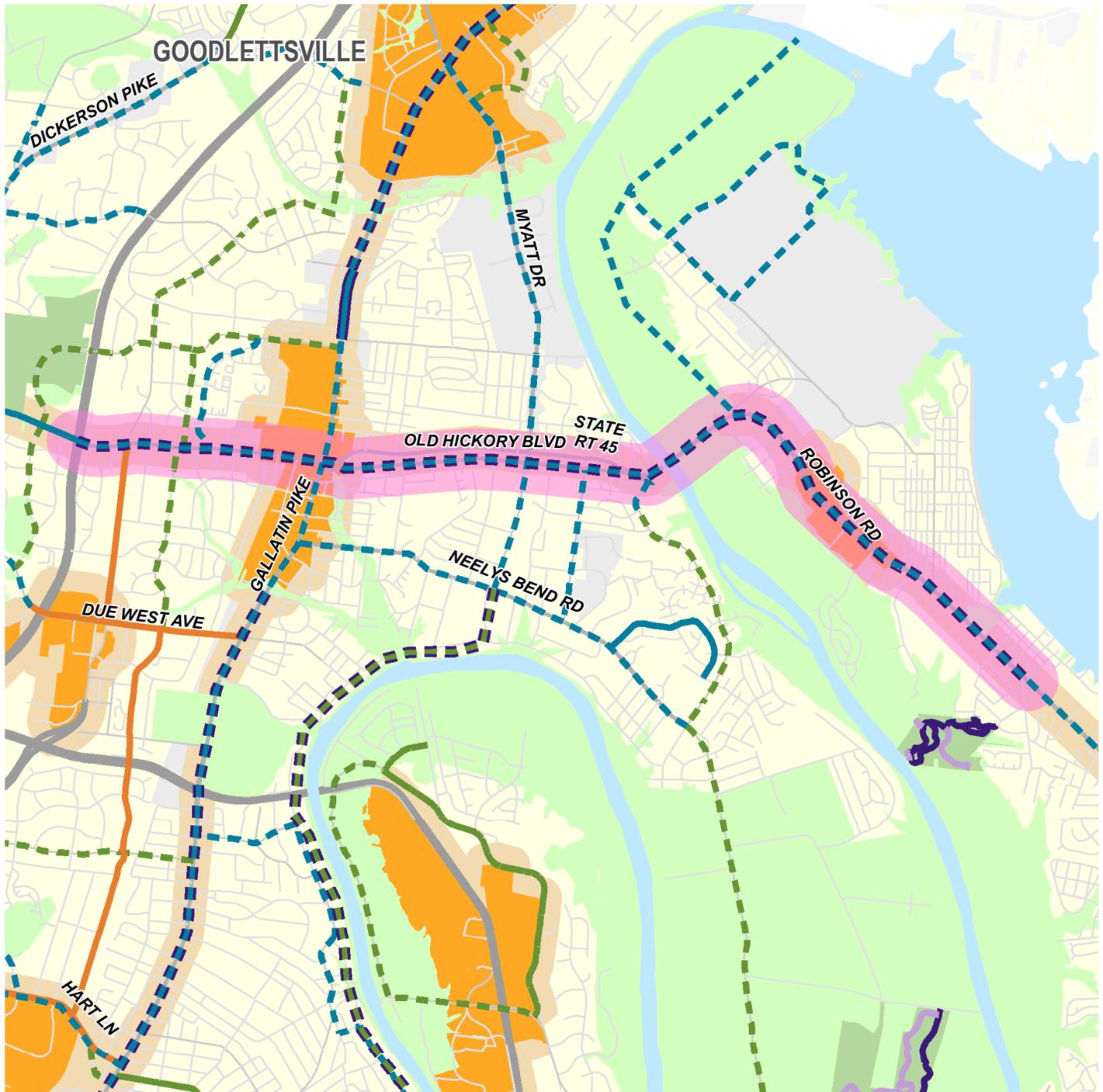
- Buffered Bike Lane
- Bike Lane
- Signed Shared Route
- Wide Outside Lane
- Greenway, Paved
- Greenway, Unpaved

**Centers**

- Centers
- Transitions
- Anchor Park
- Green network
- Rivergate MUP

**Figure M-18: Access Nashville Bicycling Project #27: Old Hickory Boulevard North Multi-Use Path**

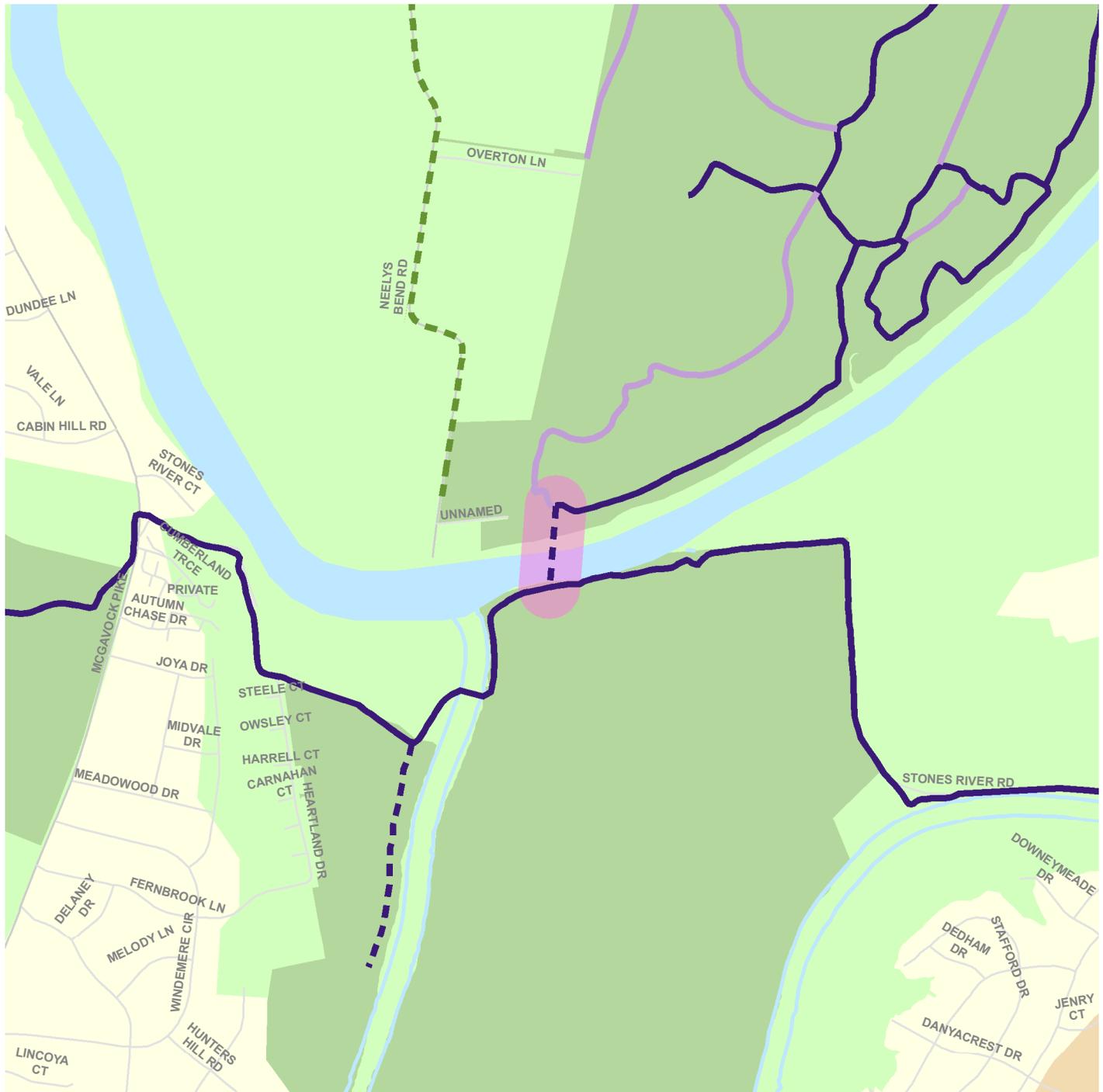
Develop a multi-use path adjacent to Old Hickory Boulevard and State Route 45 between Old Hickory and Cedar Hill Park.



- |                            |                            |                               |
|----------------------------|----------------------------|-------------------------------|
| <b>Planned Facilities</b>  | <b>Existing Facilities</b> | <b>Centers</b>                |
| Protected Bikeway          | Buffered Bike Lane         | Centers                       |
| Bike Lane                  | Bike Lane                  | Transitions                   |
| Signed Shared Route        | Signed Shared Route        | Anchor Park                   |
| Bike Boulevard             | Wide Outside Lane          | Green network                 |
| Greenway or Multi-Use Path | Greenway, Paved            | Old Hickory Boulevard Bikeway |
|                            | Greenway, Unpaved          |                               |

### Figure M-19: Access Nashville Bicycling Project #12: Peeler Park Greenway Bridge

Connect people walking and biking with a bridge over the Cumberland River from the Stones River Greenway to Peeler Park.



#### Planned Facilities

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

#### Existing Facilities

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

#### Centers

- Centers
- Transitions
- Anchor Park
- Green network
- Peeler Park Greenway Bridge

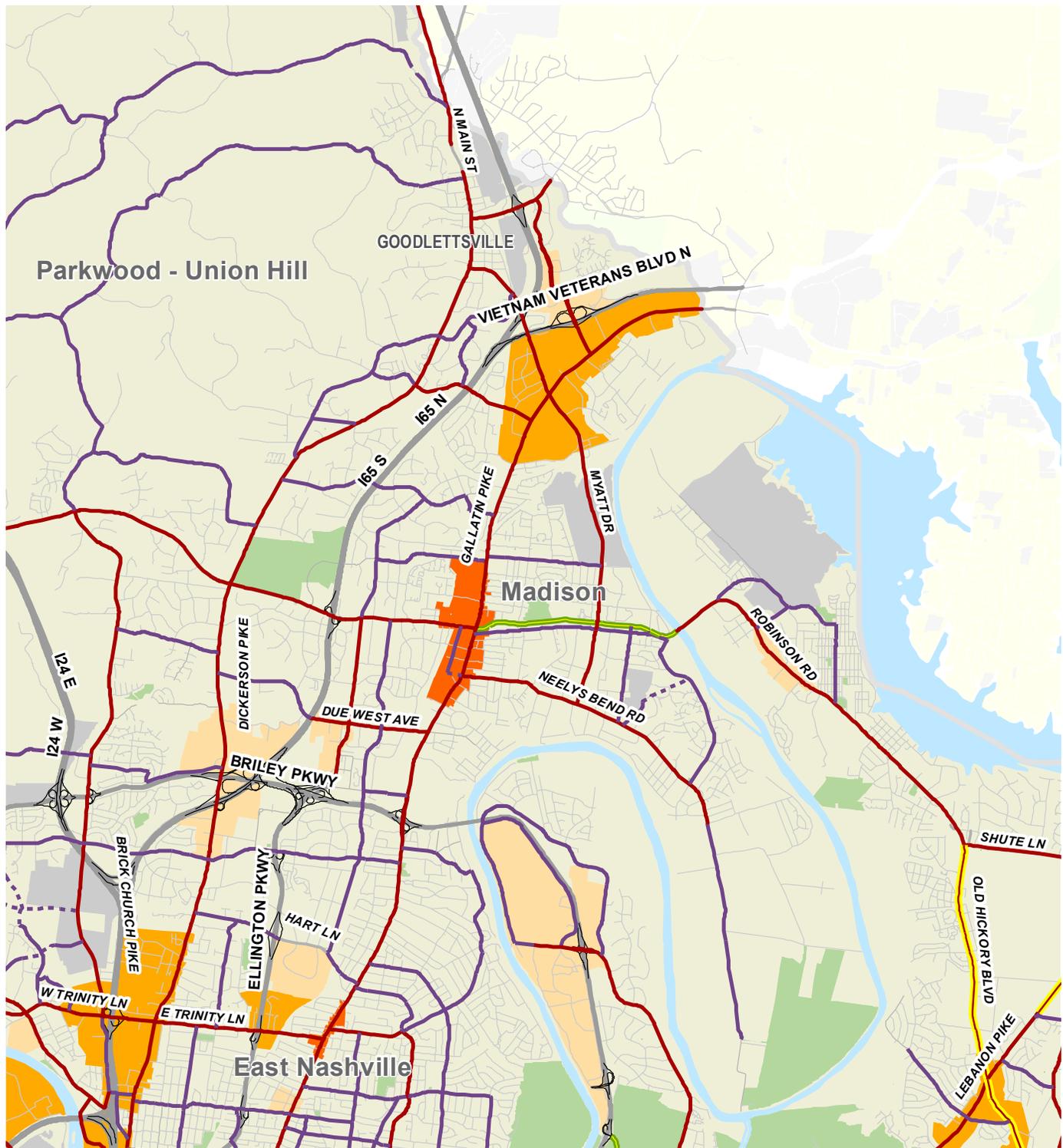
## Transit

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

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

**Figure M-20: Major and Collector Streets Map**

Madison detail



**Major and Collector Street Legend**

- |  |                                       |  |                               |  |                        |
|--|---------------------------------------|--|-------------------------------|--|------------------------|
|  | Potential Multimodal Freeway Corridor |  | Planned Arterial-Boulevard    |  | Local Street           |
|  | Planned Multimodal Freeway Corridor   |  | Collector-Avenue              |  | Planned Local Alley    |
|  | Arterial-Parkway Scenic               |  | Planned Collector-Avenue      |  | Ramp                   |
|  | Arterial-Boulevard Scenic             |  | Downtown Local Street         |  | Planned Ramp           |
|  | Planned Arterial-Boulevard Scenic     |  | Planned Downtown Local Street |  | Planned Downtown Alley |
|  | Arterial-Boulevard                    |  |                               |  |                        |

**Centers**

- Tier 1
- Tier 2
- Tier 3



## Street Priorities

The Madison Community's overall transportation system is largely established in terms of surface streets, highways and rail lines. I-65, Ellington Parkway and Briley Parkway serve controlled-access traffic. Gallatin Pike, Neely's Bend Road, Dickerson Pike, Rivergate Parkway/ Myatt Drive, Old Hickory Boulevard/ State Route 45, and Briarville Road/Graycroft Road provide major surface street transportation. Local streets, primarily built in a loosely connected grid from the 1940s to 1960s, are typically well connected. Connectivity can assist in making daily navigation to work, school, the library or the grocery easier. An interconnected street network provides more options and alternatives as opposed to forcing all travel onto a few arterial streets. The benefits behind street connectivity include: more efficient service delivery, increased route options, decreased vehicle miles traveled, improved access for emergency vehicles, and efficient subdivision of land.

Because Madison's local streets are relatively connected, there are only two priority street projects listed. The projects listed below would have a local economic development benefit and, from a regional perspective, would better connect the Madison community to adjacent communities. See project maps on the following pages.

### **Access Nashville Street Project #20**

[Douglas Street Connector—Connect Douglas Street as a three lane facility to Neelys Bend Road with sidewalks, bike lanes, and streetscaping.](#)

The area around downtown Madison is identified as a Tier One Center and served by the Gallatin Pike BRT Lite, which is a High Capacity Transit Corridor. The Douglas Street Connector is a Countywide Critical Need that will provide further connectivity in the street grid network paralleling Gallatin Pike. It will provide walking, biking, and streetscaping infrastructure for those traveling through the Madison area from mostly residential Neely's Bend and open up access for redevelopment around Madison Square. The Douglas Street Connector has been identified in past planning efforts in the Madison community. Refer to Figure M-21.

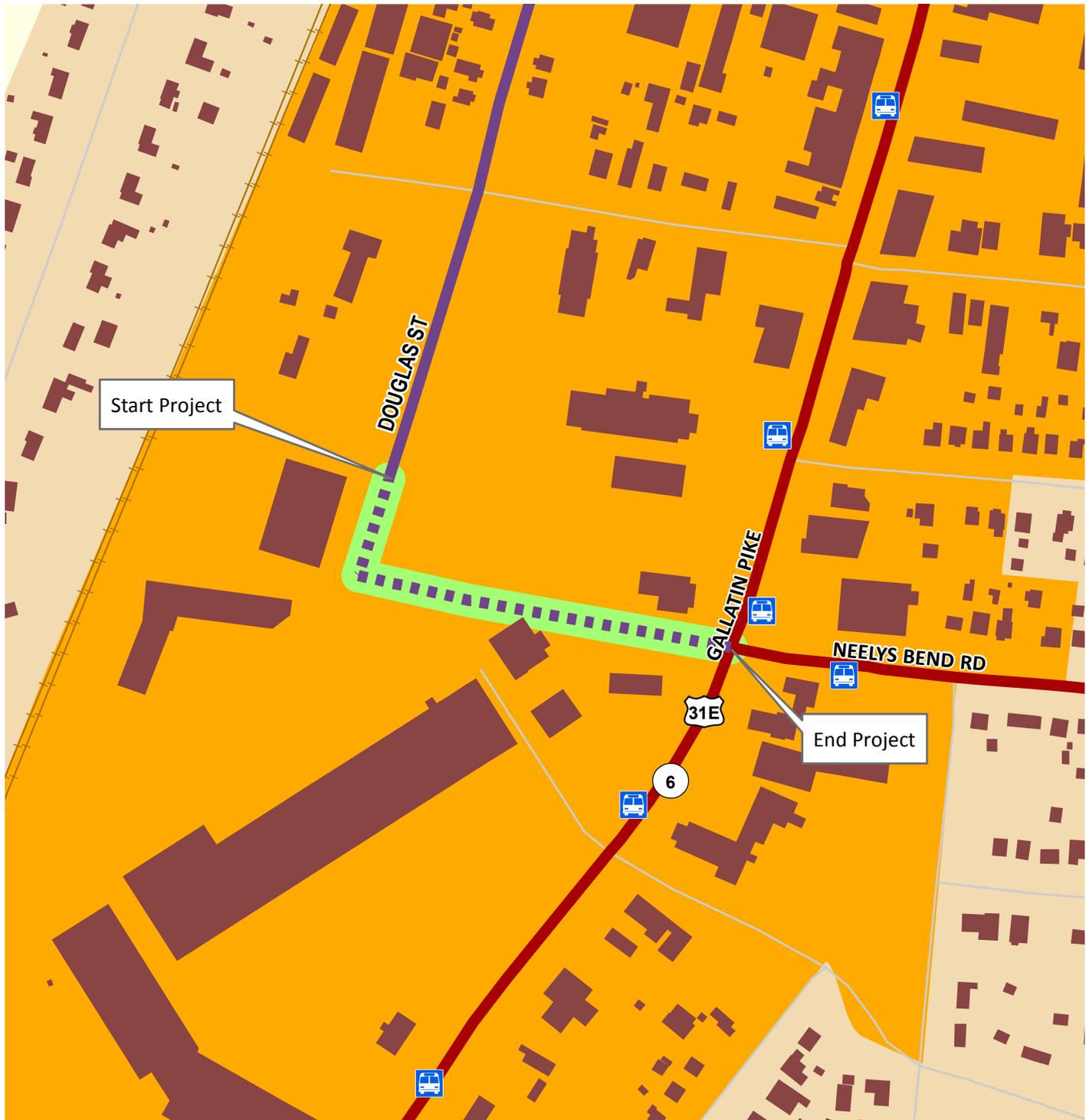
### **Access Nashville Street Project #21**

Northeast Corridor Station Area Planning—Conduct station area planning with adjacent transportation improvements based upon the recommendations from the Nashville Area MPO’s Northeast Corridor Mobility Study along Vietnam Veterans Boulevard.

The Nashville Area MPO completed the Northeast Corridor Mobility Study in 2012. It outlined a vision for the area around Rivergate to transition to transit-oriented development. Station area planning is needed along the corridor that assesses the existing street infrastructure, potential densities needed, opportunities for additional employment and housing densities in strategic locations, walking and biking connections between the Gallatin Road BRT Lite, and bus circulator service to complete trips. For now, this study is a Community Priority since Rivergate is identified as a Tier Two Center, but this planning work should be completed to guide design of the Northeast Corridor and inform future land use policies. Refer to Figure M-22.

**Figure M-21: Access Nashville Street Project #20: Douglas Street Connector**

Connect Douglas Street as a 3 lane facility to Neelys Bend Road with sidewalks, bike lanes, and streetscaping.



- Project Area
- Collector-Avenue
- Planned Collector-Avenue
- Building Footprints
- Centers
- Transitions
- MTA Stop



### Figure M-22: Access Nashville Street Project #21: Northeast Corridor Station Area Planning

Conduct station area planning with adjacent transportation improvements based upon the recommendations from the Nashville Area MPO's Northeast Corridor Mobility Study along Vietnam Veterans Boulevard.



Potential NE Corridor Station at Conference Drive

- Study Area
- MTA Stop
- School
- Building Footprints
- Arterial-Boulevard
- Collector-Avenue
- Centers
- Transitions



# APPENDICES

## **Appendix A**

*An Action Plan for Reinvestment and Revitalization in Madison,  
Tennessee*

Technical Assistance Panel, Madison, Tennessee

ULI Nashville

February 2012