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

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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### What is a Community Plan?

NashvilleNext, the long-range plan for growth, development, and preservation in Nashville/Davidson County through 2040, provides a high-level, countywide view of how Nashville manages growth and preservation to improve the quality of life for residents and to promote prosperity. The Growth & Preservation Concept Map illustrates the vision.

A Community Plan is the key planning policy guide for decision-making regarding a community’s future built and natural environments. There are 14 Community Plans covering Nashville/Davidson County. Each plan is prepared by the Planning Department staff in cooperation with residents, business owners, property owners, institutional representatives, and development professionals. The Community Plans explain each community’s role in NashvilleNext’s vision and apply Community Character Policies to every property in Davidson County to implement that vision through land use decisions such as zone changes and subdivision requests.

Each Community Plan is adopted by the Planning Commission and describes the role the community plays in realizing the overall vision of the County. The Community Character Policies are guided by the Community Character Manual (CCM), a countywide document which provides direction, in alignment with NashvilleNext for zoning and development decisions.

For the most current information on the Community Character Manual and the Community Plans: [www.nashville.gov/Planning-Department/Community-Planning-Design.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design.aspx)
History of the Planning Process

In 1988, the Planning Department began creating “community plans” as a means of fine-tuning the countywide general plan. These community plans examined specific issues and needs, and projected growth, development, and preservation in fourteen communities. The Parkwood-Union Hill Community Plan was first adopted by the Planning Commission in 1995, after working with a Citizens Advisory Committee.

The Planning Commission adopted the Parkwood-Union Hill Plan’s first update in 2006 after several community workshops. In 2013, its policies were translated to their closet equivalents in the Community Character Manual (CCM) because it was one of nine community plans that had not been updated since the adoption of CCM in 2008. Another Plan update occurred in 2015 as part of NashvilleNext, reflecting the values and vision of numerous participants, balanced with sound planning principles to achieve a realistic, long-term plan for sustainable growth, development, and preservation. In 2017, the 14 Community Plans were reformatted and streamlined to make them easier to comprehend and to interact with online. Some minor updates were also made.

Over the decades, the community continues to grow and strives to balance growth with preserving the character of established residential areas while providing needed services, retail, recreations, and employment opportunities and improving the appearance of corridors, as well as their walkability. In order to enhance the community, a coordinated and persistent effort in following the adopted plan is required by residents, property owners, business owners, public/private agencies, developers, investors, and elected officials.

For additional information regarding Community Plans, please visit: www.nashville.gov/Planning-Department/Community-Planning-Design.aspx
Community Profile

Description/Location

The Parkwood–Union Hill Community extends from the junction of I-24 and I-65 north to the Robertson County line. It is bordered on the east by I-65, Goodlettsville, and Sumner County; it is bordered on the west by I-24, Crocker Springs Road and Ivey Point Road. Parkwood–Union Hill is one of Nashville’s quietest communities, with less change since 2000 than most of Davidson County. Parkwood-Union Hill’s distance from Downtown Nashville, its adjacency to rural counties, and its concentration of hilly terrain, floodplain and farmland create the community’s split suburban and rural character.

Major Neighborhoods/Communities

Parkwood and the southern suburbs

The southern portion of the community, is bordered by Campbell Road to the north, I-65 to the east, and I-24 and Crocker Springs Road to the west. This area has more extensive suburban residential and commercial development compared to the northern area due to I-24/I-65/Briley Parkway access, a flat terrain, and availability of water and sewer services.

Older, established neighborhoods like Parkwood and Bellshire are mixed with newer suburban development, like Belle Arbor, Chesapeake, and Timberwood. More recent developments near commercial services on Old Hickory Boulevard and Dickerson Pike include Mulberry Downs and Quail Ridge. Single family subdivisions, townhomes and garden apartments are common. The southern area has most of the community’s businesses, civic activities, and public services.

Union Hill

The northern area of the community, known as Union Hill, is bordered by Campbell Road and Hunter’s Lane to the south, Goodlettsville and the county line to the east and north, and Cocker Springs Road to the west. Union Hill has a predominately rural character, with large farms and open land. This area has retained its rural character and has experienced limited development due to steep slopes, the lack of sewer services, and the effects of current zoning and land use policies.
Dickerson Pike Corridor

Dickerson Pike winds along the area’s eastern border from Briley Parkway north to Goodlettsville. Dickerson Pike has the community’s largest concentration of nonresidential development, mostly south of Old Hickory Boulevard. The most significant development along the corridor is the Skyline area near the Dickerson Pike/Briley Parkway interchange (described below). Development along Dickerson Pike south of Old Hickory Boulevard also includes neighborhood-scale commercial businesses, light industry, and civic uses. Development along the corridor north of Old Hickory Boulevard consists of a mix of parks and recreation, vacant, residential, industrial, and commercial land uses. It also includes significant amount of undeveloped land.

Skyline

Located along the southern end of the community at the intersection of I-65, Briley Parkway, and Dickerson Pike, the commercial and medical center at Skyline has generated the greatest change in Parkwood–Union Hill. TriStar Skyline Medical Center opened in 2000 followed by the build-out of the 700,000-square-foot Skyline Commons retail center. Together, these suburban, auto-oriented developments added substantially to Parkwood-Union Hill’s employment and retail base and helped the area evolve into a major regional destination. Developable area remains within and adjacent to Skyline Commons and the medical center, but the area’s terrain makes walkable design difficult to achieve.

Additional concentrations of non-residential

While Dickerson Pike has most of the commercial or light industrial development in Parkwood–Union Hill, there is also non-residential development in three other areas. One area is near I-24 and Old Hickory Boulevard. Another is along I-24 near Briley Parkway and Ewing Drive. The third is on Springfield Highway north of Goodlettsville.

To see Parkwood-Union Hill demographic information, please visit: www.nashvillenext.net
History Highlights

Much of Parkwood-Union Hill’s history is not well documented, but found in the rolling hills, farm landscape, and sense of traditions that characterize the smaller communities within the area. The distance from Skyline Medical Center to Galbreath’s Shop-Rite covers not just the span of character areas in Nashville, but also its history. History highlights include:

- In 1770 one of the first European explorers, Kasper Mansker, settled in this area, which was then an uncharted territory of North Carolina. The northeastern border of the community, Mansker’s Creek, owes its namesake to this great pioneer.

- Walker’s United Methodist Church was established in the community in 1787.

- Union Hill School was built in 1808 and later replaced in 1941 after a fire destroyed the original building.

- Abner T. Shaw House was constructed in the 1850s.

- Suburban neighborhood development began in the southern part of the community in the early 60s when the first phase of the Parkwood community opened up to residents.

- I-65 opened in 1968 in the area and by 1969 it connected Davidson County to Sumner County.

- Rivergate Mall opened in the adjacent Madison community in 1971, leading to a development boom in Goodlettsville with a surge of new residential and commercial development.

- Sherry Heights, Kemper Heights, Ridgemont Estates, and Pleasant Hill subdivisions along Dickerson Pike were developed in the 1970s.

- I-24 opened in 1978 and connected Interstate 65 to Cheatham County.

- Skyline Medical Center opened in 2000.

To read more about the rich history of Parkwood-Union Hill, please visit: 
www.nashville.gov/mpc

For the most current information on Nashville’s designated historic properties, districts, and resources, contact the Metro Historical Commission: 
www.nashville.gov/Historical-Commission.aspx
Role in the County and Region

Parkwood–Union Hill plays an important role in the Middle Tennessee region, and the community’s resources are abundant. The community’s concentration of commercial and medical services at Skyline and convenient location with access to I-65, I-24, and Briley Parkway both provide services and links to downtown. Meanwhile, the attractive natural features — rivers, hills, trees — make the community a desirable place to live, work and visit.

Commercial and Medical Services

Concentrations of commercial and medical uses located along Dickerson Pike, primarily south of Old Hickory Boulevard, serve a regional area. With access to I-24, I-65, Briley Parkway, and Dickerson Pike, the Skyline area has evolved to include the 59-acre Skyline Medical Center campus and the 700,000-square-foot Skyline Commons retail center. Other areas featuring industrial and mixed commercial space include the I-24/Old Hickory Boulevard interchange area, the Brick Church Pike/Old Hickory Boulevard area, the Briley Parkway/Brick Church Pike interchange area, the Brick Church Pike/Ewing Drive area, the Springfield Highway corridor north of Goodlettsville and Dickerson Pike adjacent to Goodlettsville. These areas, along with the Skyline area, attract customers, patients, employees and visitors from throughout Middle Tennessee.

Housing — Residential Development

Parkwood–Union Hill neighborhoods offer affordable single-family housing opportunities for employees that work throughout the region. Three percent of the county’s housing units (single and multifamily)
are located in the community. Parkwood's neighborhoods offer homeownership opportunities for families and seniors.

**Natural Features**

Parkwood-Union Hill’s natural features and ecosystems maintain good air and water quality for all residents in the region. Floodplains alongside its many creeks manage stormwater, and its tree canopy cleans Nashville's air. About six percent of the land in Parkwood–Union Hill is within the 100-year floodplain and floodways along major creeks. These creeks, along with several unnamed major tributaries, are the east and north forks of Ewing, Little, Whites, Lickton, Bakers, Dry, and Mansker Creeks. Most land along these creeks is private residential property with floodplain in a portion of the yards.

Steep slopes occur on 41 percent of the community’s land. Slopes in the rural, hilly northern portion of the community exceed 20 percent. Additional steep slopes are found south of Old Hickory Boulevard, between I-24 and Brick Church Pike, and from west of Dickerson Pike eastward to I-65 and extending from Briley Parkway to north of Due West Avenue. Many problem soils are found in or near such steeply sloping areas.

**Community Services and Open Space**

The community’s most significant open space is Cedar Hill Park, a 221-acre regional park located at the intersection of Dickerson Pike and Old Hickory Boulevard. Neighborhood parks include Willow Creek Park and Parkwood parks. Old Center, Bellshire and Chadwell Elementary school campuses also include open space serving as parks.

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**Diversity of Housing Types**

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

Aging in place means that a person can live in their neighborhood/community over their entire life. 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. 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 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. 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.
Figure PUH-1: Growth & Preservation Concept Map
Parkwood-Union Hill detail

- Centers
  - Tier One
  - Tier Two
  - Tier Three
- Green network
- Open space anchor
- Missing an anchor
- Neighborhood
- Transition
- Special impact area
- High capacity transit corridors
  - Immediate need
  - Long-term need
  - 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; and
• Allow for strategic infill that supports transit lines and activity centers.

The Concept Map for Parkwood–Union Hill, shown in Figure PUH-1, illustrates the key concepts listed above: preserving environmentally sensitive features and open space; preserving established residential areas; strategically locating new residential development; enhancing commercial centers and corridors to improve quality of life and access to services; and improving connectivity, primarily with bikeways, greenways, multi-use paths, and improved transit service along Dickerson Pike.

The Concept Map represents the vision for the community. The starting point for the Concept Map was the most recent Parkwood–Union Hill Community Plan update (2006) and its amendments. In addition, there was also 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 on how Parkwood-Union Hill should grow, what the vision for Nashville is in the future and deliberation on what role the community should play in the future.

To see the entire Growth & Preservation Concept Map, please refer to NashvilleNext Volume I: Vision, Trends & Strategy online: www.nashvillenext.net
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 of historic zoning or other zoning tools to preserve character
- Other tools

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). Much of Parkwood–Union Hill is identified by the Green Network due to its predominance of contiguous steep slopes, woodlands, floodways and floodplains. Nearly all of Union Hill is part of the Green Network, while the particularly hilly, wooded areas in the Whites Creek headwaters and hilly terrain near Skyview area also included.

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. The southern Parkwood and Skyline area neighborhoods are predominantly suburban in character, while to the north, Union Hill is predominantly farmland and rural residential.

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. These areas provide housing and offices near 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 the Transition category that can be applied in transition and infill locations where small-scale offices, live-work buildings, or multifamily housing would be appropriate.

The community’s transition and infill areas are located near Skyline and along Briley Parkway, Dickerson Pike north to Old Hickory Boulevard, and Old Hickory east from Dickerson Pike. A key factor in the character of development along Dickerson Pike is the prevalence of property with Commercial Service zoning. Because this zoning district is nearly continuous from the I-65/Briley Parkway interchange to Dry Creek Road, Dickerson Pike can continue to be developed with isolated pods of commercial, retail, restaurants, and office. Creating a pedestrian and bicycle friendly environment with this zoning can be challenging.

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 schools, cultural amenities. Skyline, the Parkwood-Union Hill’s lone center on the Concept Map, is a Tier Three Center.

The designation of an area as a Tier One, Two or Three Center indicates Metro’s intent to coordinate investments and regulations to support development and redevelopment as discussed in the sidebar. 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 supplemental 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.

The Concept Map places Center areas into one of 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 designated to receive coordinated investments in the next ten-year period 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.
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. High Capacity Transit Corridors are defined as “immediate need” or “long-term need”. “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 or 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 than ten year time period — because these corridors do not currently 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 Map shows little transit provided to the northwest of the corridor 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.
Figure PUH-2: The Transect
Parkwood-Union Hill detail

Transects Legend
- Centers
- Subarea Boundaries
- Anchor Parks

Priority Corridors
- Immediate Need
- Long-Term Need
- T1 Natural
- T2 Rural
- T3 Suburban
- T4 Urban
- T5 Center
- T6 Downtown
- D District
- Water
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. Figure PUH-3 illustrates the range of categories in a general Transect.

The Nashville/Davidson County Transect consists of seven categories of natural and built environments. Each category is listed below with its presence in Parkwood-Union Hill:

- **T1 Natural**: Includes Cedar Hill Park.
- **T2 Rural**: Includes much of Union Hill.
- **T3 Suburban**: Includes neighborhoods in Parkwood.
- **T4 Urban**: Includes areas flanking Dickerson Pike.
- **T5 Centers**: Not present.
- **T6 Downtown**: Not present.
- **D District**: Includes I-24 north of Briley Parkway.

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that portions of the Southeast community are urban and other neighborhoods are suburban in character and should be encouraged to remain that way. Both development patterns are viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained. Figure PUH-2 shows the transect in the Parkwood-Union Hill Community Plan area.
Community Character Policy Map

The Parkwood–Union Hill Community Character Policy Map builds upon the Growth & Preservation Concept Map. The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area of the community. See Figure PUH-4 for a map of the Community Character Policies.

The Parkwood–Union Community Plan applies Community Character Policies to every property in Parkwood-Union Hill. The policies are designed in the Community Character Manual. Those policies are intended to coordinate the elements of development to ensure the intended character of an area is achieved. The Community Character Policies are the standard by which development and investment decisions are reviewed and future zone change requests are measured.

The community plan uses Community Character Policies that are tailored to suburban and rural character and honor the diversity of character from the area’s suburban neighborhoods in Parkwood and Skyline to the area’s rural northern area that includes Union Hill. The Community Character Policies avoid one-size-fits-all development and reinforce and enhance the development pattern of existing neighborhoods. The policies thoughtfully encourage additional housing options in strategic locations, enhance the character of mixed use centers and corridors, and preserve green spaces and environmentally sensitive features.

Application of Conservation Policy encourages preservation of environmentally sensitive features, particularly floodplains, steep slopes and unstable soils, as well as public parks. Conservation (CO) Policy encourages preservation and/or reclamation of these features, which also includes steep slopes. Research has shown that the headwaters of many streams and tributaries to the Cumberland River lie in these steep slopes.

As a result of other communities’ experiences in the May 2010 flood, the plan applies CO policy to preserve environmentally sensitive features, particularly floodplains and floodways. CO policy encourages the preservation and/or reclamation of these features. Research has shown that the headwaters of many streams and tributaries to the Cumberland River lie in these steep slopes. Preservation of these areas can reduce the impact of flooding in the future by slowing down and absorbing stormwater runoff during rain events.

Application of Neighborhood Maintenance Policy to established suburban residential neighborhoods in the south end of the community demonstrates the desire to maintain and enhance these areas. 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, primarily in Parkwood and along Dickerson Pike. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving and Center Policy areas. Providing diverse housing types allows individuals to relocate within the same community as their needs and circumstances change. The most intense residential uses should occur within mixed use buildings in center areas. Residential uses should become less intense as they move away from the center areas.

Application of Rural Countryside to the west central area south of Union Hill Road is intended to preserve rural character as a permanent choice for living rather than a holding or transitional zone for future urban development. In the future, it may be appropriate to apply this policy to a wider area, including areas north of Union Hill Road where Rural Maintenance policy is currently applied to preserve rural character.

Enhancing centers and corridors is another area of emphasis. Dickerson Pike, the community’s most prominent corridor, provides services and connects residents to workplaces. This corridor should be enhanced in terms of the overall appearance and pedestrian-friendliness. Application of Residential Corridor Policy and Mixed Use Corridor Policy to the corridor encourages mixed-use nodes that serve neighborhoods at key locations. Appropriate uses within mixed use centers satisfy the daily needs of the surrounding neighborhoods and may include restaurants, retail, offices, service-oriented businesses, and entertainment facilities. Providing retail near residents allows residents and workers the option to walk or bicycle to goods and services.

Application of Community Center or Neighborhood Center Policy is applied to small-scale centers found at nodes along Brick Church Pike and Old Hickory Boulevard. New walkable commercial development should focus on the Community Center at Skyline, Dickerson Pike, and a small neighborhood center at the Old Hickory Boulevard/Brick Church Pike intersection. Cooridors and Centers should be enhanced by adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and expanded transit. The transition between these higher-intensity areas and the surrounding neighborhoods should also be addressed through well-designed land use transitions that are sensitive to adjacent residential areas.

**Supplemental Policies**
Parkwood–Union Hill does not have any supplemental policies.
Community Character Policy Map: Parkwood - Union Hill

Figure PUH-4: 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 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 and Supplemental Policies.

**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 at the beginning of Volume III of NashvilleNext.

**Third, read the Community Plan to determine if there are any Supplemental 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 Supplemental Policy and is included in each Community Plan. The Supplemental 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 Supplemental Policies that discuss unique conditions that may exist. When a Supplemental Policy is applied to an area, then the guidance of the Supplemental Policy supersedes the guidance given in the Community Character Policy.

The Supplemental Policies are shown on the Policy Map in the Community Character Plan with an outline and hatching. A description of each Supplemental Policy is included in the Community Plan. The Supplemental Policies can also be found on the online maps, by going to the area in question, and turning on “Supplemental 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 Supplemental Policies 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 Policy Summary
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 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 vary 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.

T2 Rural Transect

T2 Rural Agriculture (T2 RA) – Intended to maintain 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 maintain 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 established development patterns 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 maintain 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 to preserve 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 to maintain, 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 NF 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 Residential Corridor (T3 RC)** – Intended to maintain, 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 maintain 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 NE policy areas.
substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

**T4 Urban Mixed Use Neighborhood (T4 MU)** — Intended to maintain, 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 maintain, 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 maintain, 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 maintain, 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 maintain, 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, and institutional land uses.

**T6 Downtown Transect**

**T6 Downtown Capitol (T6 CP)** — intended to maintain 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 maintain 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 maintain 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 maintain 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 with the potential to 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 maintain, 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 maintain, 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 maintain, 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.
Enhancements to the Open Space Network

Each Community Plan complements and draws from the Nashville Open Space Plan and the Plan To Play: Countywide Park and Greenways Master Plan (“Plan To Play”) for projects and enhancements. Plan To Play serves as a guide for future investments in and growth of our park system in the coming decades. The Plan To Play process occurred throughout 2016 and included an inventory of past and current plans, an analysis of programs and facility offerings, review of peer cities, and public participation. Plan To Play’s Guiding Principles are: open to all, relative and diverse, promoting healthy lifestyles, green, strategic and productive, safe, uniquely Nashville, transparent, and a good investment.

Plan To Play also discusses greenways. Greenways serve an open space/recreational function and a transportation, so they also contributing 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 active and healthy 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, it 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 built on both sides of a street) and the greenway-like design can be more in keeping with a rural or suburban setting.

Plan To Play should be consulted for more detailed information about existing parks, parkland needs, and the vision for parks and greenways.

Both the Open Space Plan and Plan To Play is online: http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx
Enhancements to the Transportation Network

In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. They do so by using Access Nashville 2040 and the Major and Collector Street Plan (MCSP), which implements Access Nashville 2040. Other plans under Access Nashville 2040 include WalknBike, the strategic plan for sidewalks and bikeways, which establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city; the Plan To Play, described above; and the Metropolitan Transit Authority’s strategic master plan nMotion, which establishes guiding principles and policies for improving public transportation. 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 compete against street projects, the urgent need to maintain existing infrastructure investments across the county, and projects that are regionally significant.

Community priority projects reflect a balance between community concerns, development pressures, 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.” The community’s priority transportation projects are described there. Please refer to Access Nashville 2040 for more information.

Access Nashville 2040 is online: www.nashvillenext.net/

nMotion is online: www.nashvillenext.net/

WalknBike is online: www.nashvillenext.net/