

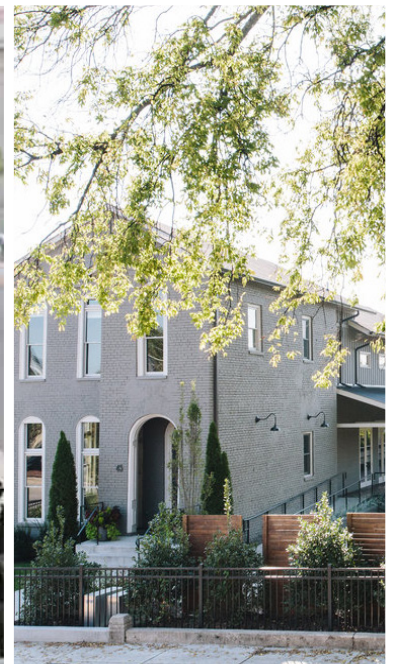


# A General Plan for Nashville & Davidson County

Adopted June 22, 2015  
Amended August 24, 2017  
Amended October 6, 2022



## Volume III: Community Plans



**Downtown**



**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;

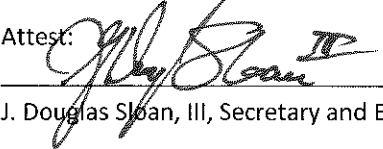
WHEREAS, the Metropolitan Planning Commission, empowered under state statute and the Charter of the Metropolitan Government of Nashville and Davidson County to adopt master or general plans for smaller areas of the county, finds that the process followed to develop the *NashvilleNext* General Plan included 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 Hickory	Parkwood-Union Hill
Downtown	South Nashville
East Nashville	Southeast
Green Hills-Midtown	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/departments/planning/long-range-planning/community-plans](http://www.nashville.gov/departments/planning/long-range-planning/community-plans)

## 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 Downtown Community Plan was first adopted by the Planning Commission in 1991, after working with a Citizens Advisory Committee.

The Planning Commission adopted the Downtown Community Plan's first update in 1997 after several community workshops. Another update followed in 2007. The Plan was again updated 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 read and to interact with online, while providing links to additional materials. 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, recreation, and employment opportunities and improving the appearance of corridors, as well as their walkability. In order to enhance the area, a coordinated and persistent effort in following the adopted plan is required by residents, property owners, business owners, public/private agencies, developers, and investors.

For additional information regarding Community Plans, please visit: [www.nashville.gov/departments/planning/long-range-planning/community-plans](http://www.nashville.gov/departments/planning/long-range-planning/community-plans)



# DOWNTOWN

## Community Profile

### *Description/Location*

Downtown Nashville has long been the seat of state and local government, host to unique cultural, sporting and entertainment offerings, and the economic center of Middle Tennessee. Downtown has been enhanced in recent years with the addition of new and expanding businesses, preservation of historic sites, investment in new civic facilities and open spaces, increasing variety of entertainment options, new residential choices, and Nashville's growing stature as an economic powerhouse in the Southeast, drawing businesses that are relocating from across the country.

All of this development and activity takes place in the approximately 1,780 acres of Downtown, bounded by Jefferson Street to the north and the inner-ring of the interstate loop to the east, south, and west.

While Downtown is the most intense urban setting in Nashville/Davidson County, it retains physical attributes that give it shape and add to its character and beauty. Three commanding physical features that dominate Downtown are Capitol Hill to the north, Rutledge Hill to the south, and the Cumberland River. The 500-foot wide river divides Downtown into east and west banks with the east bank low and flat while the west bank is elevated with bluffs. The area's varied topography provides impressive views and significant spatial differentiation.

The evolution of land uses and intensity of development in Downtown is dramatic. While there have been a number of noteworthy developments in Downtown, it is the aggregate impact of the developments and investments that are transforming Downtown into a more diverse, interesting and vital community.





**Rendering from South of Broadway  
Strategic Master Plan - Smith Gee Studio**

### *Major Neighborhoods/Communities*

The Downtown Community Plan calls for a strong emphasis on distinctive neighborhoods. Downtown thrives when residents and businesses feel that they are part of a neighborhood, supported by shared public spaces, including both walkable environments and open space and the services and amenities needed for daily life.

For planning purposes, Downtown is considered to have 15 neighborhoods, each with its own unique character:

- James Robertson
- Core (Central Business District)
- Upper Broadway
- 2nd & Broadway
- SoBro (South of Broadway)
- Rutledge Hill
- Lafayette
- Rolling Mill Hill & Rutledge River
- Gulch North
- Gulch South
- Hope Gardens
- Sulphur Dell
- Bicentennial Mall
- East Bank.



**Lofts in historic building**



**Arts and music festival**

*Photo credit: Gary Layda*

See the Downtown's Community's demographic information at [www.nashvillenext.net](http://www.nashvillenext.net)

Within each of these defined neighborhoods, there are subdistricts with specific growth and development goals that complement the Downtown Code — the zoning that implements the Downtown Community Plan (discussed in the Community Character Policy Plan and Special Policies).

Since the year 2000, Downtown has experienced significant private and public capital investment in new construction and rehabilitation projects. Within Downtown, development has been focused primarily on the neighborhoods of the Core, the Gulch, SoBro, and Rolling Mill Hill. Each of these neighborhoods has a unique development mix, with the overall impact of creating a diversified Downtown.



## History Highlights

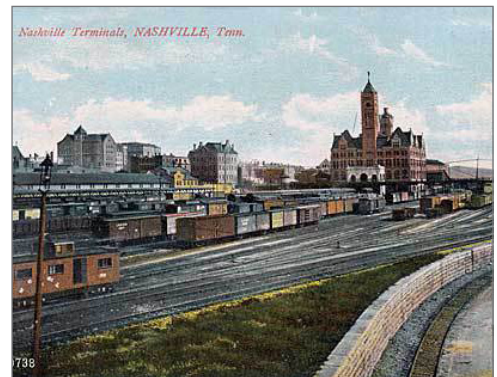
Nashville's success is based, in large part, on its location. The City of Nashville had its origins along the banks of the Cumberland River, and has grown in a radial pattern from the center. Highlights include:

- In the late 1700s, the earliest European settlers established a community along the Cumberland River.
- Nashville grew increasingly important to the State of Tennessee when it was designated the permanent state capitol in 1843.
- As the city's population grew in the early- to mid-1800s, Nashville's urban center first expanded west from the river.
- By the mid-1800s, residential neighborhoods began to develop on some of the large agricultural tracts of land on the east side of the Cumberland River.
- During Nashville's early history, the Cumberland River served as the main artery. Barges and flatboats followed the river's flow and carried materials to New Orleans, the area's major market. Crews would return on land via the Natchez Trace.
- In March 1819, the General Jackson boat arrived from New Orleans, heralding the arrival of steamboats which allowed two-way river travel.
- Rutledge Hill, located to the south of the central business area, was Nashville's first "suburb."
- Bicentennial Capitol Mall State Park, a 19-acre park, opened as part of Tennessee's Bicentennial Celebration in June 1996.
- Some of Nashville's 19th century identity is still visible in Downtown, including entire blocks of Broadway, 2nd, and 5th Avenues; and individual structures such as the Customs House, Downtown Presbyterian Church, and the Ryman Auditorium.
- Nashville's early 20th century growth is represented with Union Station, Hume-Fogg Magnet School, and the Stahlman Building.
- Today, Downtown is experiencing a building boom and remains a desirable location for businesses and residents.

Read more about the rich history of the Downtown Community at [www.nashville.gov/Planning-Department/Community-Planning-Design/Community-Plans.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design/Community-Plans.aspx)



Customs House



Vintage postcard showing Downtown and rail lines

The most current information on Nashville's designated historic properties, districts, and resources, may be found at the [Metro Historical Commission \[www.nashville.gov/Historical-Commission.aspx\]\(http://www.nashville.gov/Historical-Commission.aspx\)](http://www.nashville.gov/Historical-Commission.aspx)

## Nashville Communities & the Region

The impacts of growth, development, and preservation in Nashville’s communities do not stop at Community Plan area borders. Each community has many unique resources whose growth, development, or preservation can impact surrounding communities within Nashville/Davidson County. In turn, each community benefits from the utilization of its resources by adjacent communities and the larger region. The health of each of these assets impacts each Community Plan area and contributes to Davidson County’s unique role in the larger Middle Tennessee region.



**District Lofts**

*Photo credit: Downtown Partnership*

## Role in the County and Region

As a community that draws employees and visitors daily from across Middle Tennessee, Downtown represents how Nashville/Davidson County is truly part of a region where each city and county are interconnected. This section considers the Downtown community in the context of the region.

### *Center of the Region*

Regionally, Nashville serves as the center of a thirteen-county Metropolitan Statistical Area (MSA). The Nashville MSA is made up of Cannon, Cheatham, Davidson, Dickson, Hickman, Macon, Robertson, Rutherford, Smith, Sumner, Trousdale, Williamson, and Wilson Counties. Downtown Nashville is also at the center of the ten-county area served by Cumberland Region Tomorrow (CRT). Established in 2000 to address the region’s rapid growth and development, CRT is a private sector organization working to support and encourage growth planning with emphasis on land use, transportation, and preservation of the rural landscape and distinctive character of the region’s communities. CRT recognizes the importance of Downtown Nashville as the economic center of the region and is a proponent of enhancing that role.

Nashville’s location relative to major markets throughout the eastern United States is an asset. Markets located within 500 miles of Nashville include: Chicago, Detroit, Cleveland, Atlanta, Columbus, Pittsburgh, Jacksonville, Charlotte, St. Louis, Indianapolis, and parts of 24 states. This locational advantage is enhanced by the presence of the three major interstates: I-40, I-65, and I-24. According to the Nashville Convention and Visitors Bureau, 60 percent of the U.S. population resides within a day’s drive of Nashville. The economic connectivity brought about by Nashville’s location has also been of significant benefit to the manufacturing, shipping and warehousing, and entertainment/tourism sectors.

### *Economic Diversity and a Revitalized Core*

Nashville’s diverse economy has been the key to allowing the region to weather recessions and economic downturns — especially those having significant effects on only a few economic sectors. Nashville is not dependent upon a single industry or sector as are some comparably sized cities — for example, Charlotte, North Carolina and the banking sector or Austin, Texas and the high tech sector. Instead, Nashville has drawn upon a variety of industries for its economic success. These include high tech/computers, health care/hospitals, and tourism/entertainment. In addition, the presence of city and state government as well as several colleges and universities bolster the economic stability of the region.

Nashville also benefits from a favorable business climate — even when compared to other sunbelt states and regions. The strong business climate is attractive to a significant number of corporations that have relocated their headquarters to Downtown Nashville. These include Service Source, Asurion, Creative Artists Agency, Emma, Lyft, HCA’s Parallon and Sarah Cannon, and Bridgestone.

For several decades, Nashville experienced the same trend as most American cities, a dispersal of office development to suburban office parks and of retail to suburban shopping mall areas where land prices are lower. In recent years, however, more residents and businesses (including several national headquarters) are choosing Downtown Nashville. These additions demonstrate that Nashville is competitive on the national stage in attracting businesses and that Downtown remains the logical destination to take advantage of the energy present in the commercial core. This same energy encourages existing businesses to remain, even as they expand, to capitalize on the assets of Downtown. Maintaining and enhancing Downtown as the home for new businesses, as well as a place for existing businesses to grow, is integral to the core’s continued economic health.

Nashville has benefitted from changing preferences and the interest — of businesses and their employees — to locate Downtown. The Metro Nashville/Davidson County government has also made substantial public investment in recent years to make Downtown more attractive to businesses, residents, and visitors.

These investments have provided new destinations, such as the Downtown Public Library and the Public Square, and improved access via the Korean War Veterans Memorial Bridge, the refurbished John Seigenthaler Pedestrian Bridge, and the reconstruction of Demonbreun Street viaduct. Metro has also taken the lead in creating attractive, welcoming streetscapes with the Public Works-led renovation of Church Street, Deaderick Street, and Korean Veterans Boulevard. A commuter rail line, with a Downtown terminus, opened in 2006. Music City Central, the Metro Transit Authority’s transit station, opened in the fall of 2008. Open space has been added to Downtown with the French Lick and Riverfront Greenways, Church Street Park and the Country Music Hall of Fame Park. The Music City Center — a \$455 million convention center investment — opened in 2013. Across the Cumberland River on the East Bank is Nissan Stadium, the home of Nashville’s pro-football team, the Tennessee Titans, and another venue for occasional large concerts. Metro’s investment in Downtown continues with plans to extend Division Street, linking the Lafayette neighborhood to The Gulch, and plans for a pedestrian/bicycle bridge linking The Gulch to SoBro.



**Hilton Garden Inn**



**Carriage ride**



**Street musician**

## 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.

Public and private investments in Downtown yield impressive returns. While Downtown represents only 0.3 percent of land area in Nashville/Davidson County, it yields a much larger share of the County’s property taxes and sales taxes. The tax revenue generated by Downtown supplies Metro’s coffers to pay for services and amenities across Nashville/ Davidson County.

## *Civic and Entertainment Center*

Through cycles of economic growth and downturn, Downtown Nashville has remained the seat of state government and a premiere entertainment destination for aspiring performers and avid fans.

While known for the iconic image of the State Capitol standing atop Capitol Hill, Downtown is also home to all three branches of federal, state, and local government as well as numerous government departments. The construction of the A. A. Birch Criminal Justice Building in 2006 and the renovation of the Metro Courthouse in 2003 confirmed Metro Nashville’s commitment to Downtown as the center of government. The State of Tennessee is building a new Tennessee State Museum near Bicentennial Mall.

The consolidation and emphasis of the tourist activity on Broadway and in SoBro has successfully drawn more businesses and tourists to downtown. The addition of several new hotels, the Frist Center for the Visual Arts, the Country Music Hall of Fame, and the Schermerhorn Symphony Center contribute to that effort. As these large venues draw art, music, and theatre lovers to Downtown, many smaller arts-related businesses and organizations, including a significant number of art galleries, have made Downtown their home.

5th Avenue is a major north-south thoroughfare that connects Lafayette Street to the Bicentennial Mall. The designation of 5th Avenue as the “Avenue of the Arts” envisions a continuous series of art-related functions and design elements along 5th Avenue from Lafayette Street to the Bicentennial Mall. The Bridgestone Arena, the Ryman, and the Tennessee Performing Arts Center are all located along 5th Avenue. The 5th Avenue Historic District, two historically and architecturally significant churches, and several other historic structures provide the historical and architectural context.

In 2013, a plaque marking the Avenue of the Arts and a canopy of LED light curtains were installed on the block of 5th Avenue between Church Street and Union Street creating distinctive streetscaping for this unique area. A monthly First Saturday Art Crawl attracts more than 1,000 participants each month to explore this walkable arts district. Opportunities exist for additional art galleries, shops and studios, mixed use, and a variety of places providing even more activity on the street and destinations for walking.

Public art is another indelible aspect of our city’s image. Strong signals are conveyed to both our citizens and our visitors about who we are and how much we care about things of beauty in our city when public art is included. The one percent for arts funding and guidelines were established in 2000, and the first piece, “Ghost Ballet for the East Bank Machineworks,” was installed in 2007.

Sulphur Dell, east of the Bicentennial Mall, is where baseball got its start in Nashville. Pioneers came to this bottomland for trading and watering at the natural sulphur spring. Later the area became popular for recreation and picnicking. Baseball was played at Sulphur Springs Ball Park for nearly 100 years, from 1870 to 1963. The ballpark was demolished in 1969, and surface parking lots for State employees took its place. Now baseball is back at Sulphur Dell. First Tennessee Park — home of the Nashville Sounds minor league team — opened in 2015 on the site of the original ballpark. The First Tennessee Park development also includes a greenway, commercial and retail space, and a parking garage.

Downtown remains the destination for artists, musicians, and fans of all types of sport and entertainment from football, hockey, and baseball, to art at the Frist or a local gallery, to an evening at the symphony, a concert at the Arena, or performances at a well-loved honky-tonk.



**Ghost Ballet for the East Bank Machineworks, the city’s first public art project developed with the Percent for Public Art fund, on the Cumberland River.**

*Photo credit: Gary Layda*



**Citizen, located on the Public Square, by Thomas Sayre**

*Photo Credit: Gary Layda*

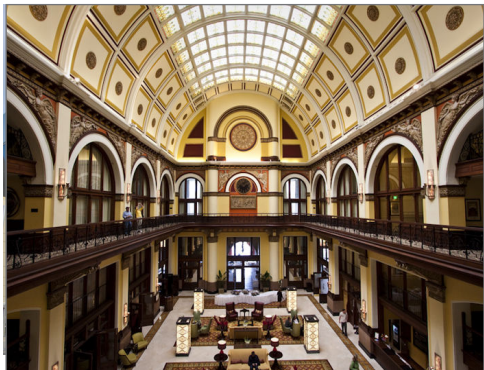
### *Downtown Living*

A growing base of residents enliven Downtown — providing opportunities for Nashvillians to live near their work; to support the area’s retail, cultural, and entertainment facilities; and to create a “24-hour city.”

In the past 15 years, Downtown has experienced an unprecedented residential boom. In 2000, there were approximately 1,500 dwelling units in Downtown. The Downtown Partnership estimates 7,751 residential units by the end of 2017. In July 2016, the Downtown Partnership reported that the rental occupancy for residential units remained at 97 percent and above for the fifth consecutive year. From 2000 through 2013, Downtown experienced 272 percent population growth<sup>1</sup>.

The demand for residential uses is growing and several new residential developments have been built, while others are being developed, in the Core, SoBro, and The Gulch. In addition, the Rolling Mill Hill development on the former General Hospital site has introduced a mixed use neighborhood to the southwestern bank of the Cumberland River. As residential development comes online, more service and amenity businesses are drawn to Downtown to serve the growing number of Downtown residents. Recent years have seen the introduction of additional restaurants and furniture stores,.

Today, Downtown has a variety of housing types, ranging from small, single family detached houses, to older low-rise apartment complexes, to townhomes, to historic structure loft conversions, to high-rise modern condominiums and apartments. While the bulk of Downtown residential growth has been in mid- and high-rise development, Hope Gardens, located in the northwest corner of the plan area, is a popular residential neighborhood with a much lower scale and intensity of development. This area was part of North Nashville, until the construction of the interstate cut this neighborhood off from the Fisk/Meharry neighborhood to the west. The area was in a severe state of decline until 1997, when Metro Government initiatives began revitalization efforts for this neighborhood, including improving sidewalks, making street repairs, and building new houses. The neighborhood received an enormous boost with the construction of Row 8.9N — a mixed-income development that was publicly and privately funded. This development, taking advantage of its location near the Farmer’s Market and the Bicentennial Mall, met the demand for housing near Downtown and was followed by the nearby Ireland 28 development and the 909 Flats on Rosa L. Parks Boulevard.



Inside Union Station Hotel



Residential buildings on Rolling Mill Hill



Flyer from annual Downtown Home Tour

<sup>1</sup> Nashville Downtown Partnership, *Residential Report: July 2016*, <http://www.nashvilledowntown.com/>

The biggest question facing future residential development in Downtown is sustainability. While demographic and some economic trends support additional residential growth, and comparison to other cities suggests the potential for more development, the residential growth to this point has mainly served higher-income individuals and households. Nashville's economy — and Downtown's economy in particular — is very dependent on tourism and hospitality. The workers in those industries need housing that is affordable to them. Beyond tourism and hospitality workers, there are workers in many other industries that could benefit from living Downtown if housing affordable to their incomes was provided. There is a lack of affordable housing within Downtown and the stock in nearby neighborhoods is quickly disappearing. The cost of transportation to Downtown and parking while in Downtown strains the budget of these workers who are commuting, putting pressure on businesses to raise salaries in order to hire quality workers.

### *Connections to the Cumberland River*

The Cumberland River is a unique regional attraction and an amenity to Downtown residents and all Nashvillians. The Riverfront Redevelopment Plan (2006-2007) envisions using areas along the river as public green space, linear parks with a rich collection of public event spaces, activity zones for public uses, and river overlooks. Implementation of the plan has included Cumberland Park and renovation of the historic Bridge Building on the East Bank. Both opened in 2012. The Ascend Amphitheater, on the west bank of the Cumberland, opened in 2015, providing a Downtown, outdoor performance venue, greenways, and adding significantly to the activity along the Cumberland.

Downtown Nashville has significant assets to provide to Nashville and the Middle Tennessee region in terms of civic uses; employment; sporting, cultural, and other entertainment options; and a truly urban living environment. The Downtown community's future vitality depends, however, on how it capitalizes on these assets to attract and retain businesses, residents, and visitors. Key to this will be continued emphasis on protecting historic buildings and character; maintaining and adding attractive open spaces; improving transportation through attractive pedestrian environments and enhanced transit; and creating a variety of housing and workplaces across the market spectrum.



**The Cordelle in Rutledge Hill**

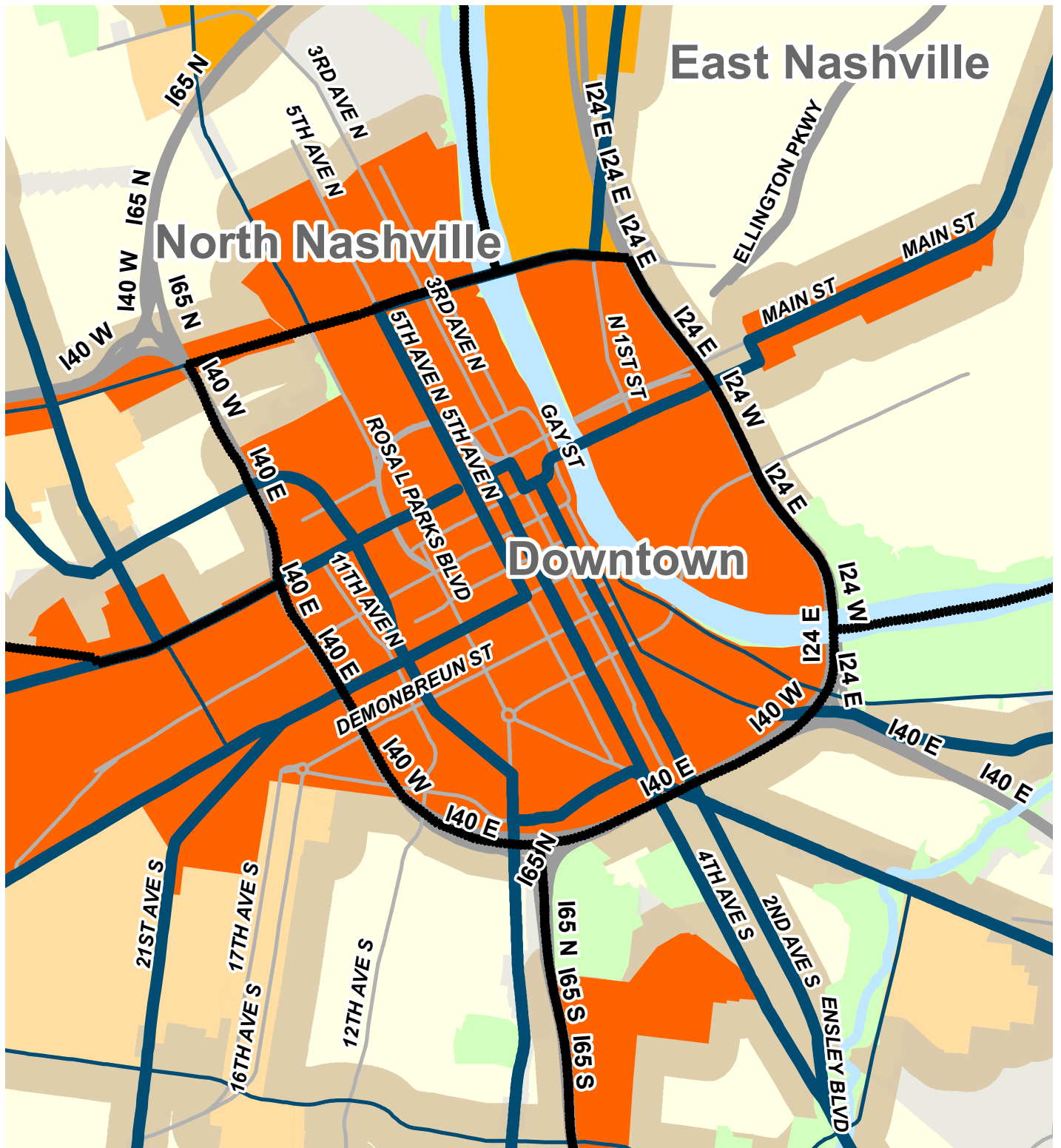


**The Gulch ICON rooftop view**



**Riverfront Park**

Figure DT-1: Growth & Preservation Concept Map  
 Downtown 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 align 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 Downtown, shown in Figure DT-1, illustrates the key concepts listed above by: strategically locating new development and infill; enhancing centers and corridors to provide more desired retail and services; and adding more connectivity, through bikeways, greenways, multi-use paths and enhanced transit.

The Growth & Preservation Concept Map represents the vision for the community. The starting point for the map was the most recent Downtown Community Plan update 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 Downtown should grow, but also input on what the vision for Nashville is in the future and deliberation on what role this community should play in the future.

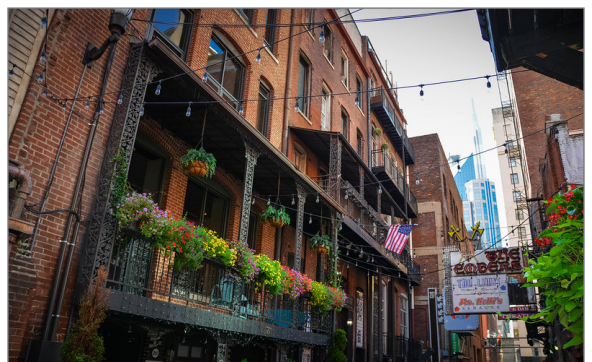
To see the entire Growth & Preservation Concept Map, please refer to NashvilleNext Volume I: Vision, Trends & Strategy online: [www.nashvillenext.net](http://www.nashvillenext.net)



Historic home in Rutledge Hill



Trolley barns in Rolling Mill Hill



Printers Alley



**Green roof at Public Square**



**Buildings in The Gulch**

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
- And 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). The community has numerous rivers and streams, and areas subject to periodic flooding are a significant natural feature.

In the Downtown community, the green network is primarily along the Cumberland River and its adjacent greenway system, and the Bicentennial Mall Park.

## *Neighborhoods*

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

In the Downtown community, neighborhoods are high intensity mixed use in character, along with the urban residential neighborhood of Hope Gardens.

Providing additional housing options in Downtown is important. Housing choices can allow residents to “age in place” by providing a variety of housing types to meet the varying needs of each stage of a person’s life. Creating housing choices in turn creates housing that is attainable for residents with varying incomes. This can help ensure that Downtown has housing for the diversity of workers needed in the community and Davidson County — from service workers to teachers and police officers and nurses to executives. Providing housing that is attainable for residents of all incomes keeps the community and its economy resilient.

## *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 Transition that can be applied in transition and infill locations where small-scale offices or multifamily housing would be appropriate.

Since the Downtown community is the most intensely developed portion of the city, it does not have transition and infill areas.

### Centers

The Centers included in the Concept Map build on existing commercial center areas 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 entire Downtown Community Plan area is designated as a Tier One Center. All Centers are anticipated to grow, develop, and/or redevelop. The designation of an area as a Tier One, Two, or Three Center merely indicates Metro’s intent to coordinate public/private 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 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.



Ryman Lofts in Rolling Mill Hill

The Concept Map places Center areas into one of three tiers:

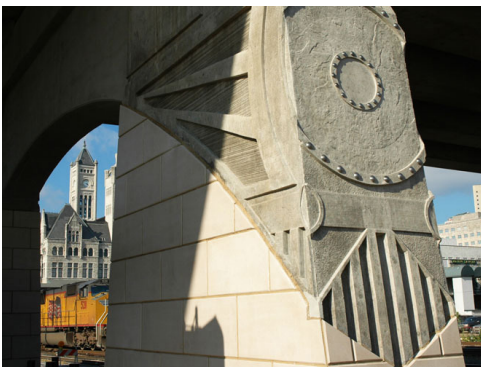
- **Tier One:** These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- **Tier Two:** These centers receive some investments to manage growth, though less than Tier One centers.
- **Tier Three:** These areas are not designated to receive 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 support Nashvillians’ vision for centers.



**MTA bus stop along Charlotte Pike**



**Bridgestone Arena**



**Demonbreun Street Viaduct**

*Photo credit: Hawkins Partners*

## ***High Capacity Transit Corridors***

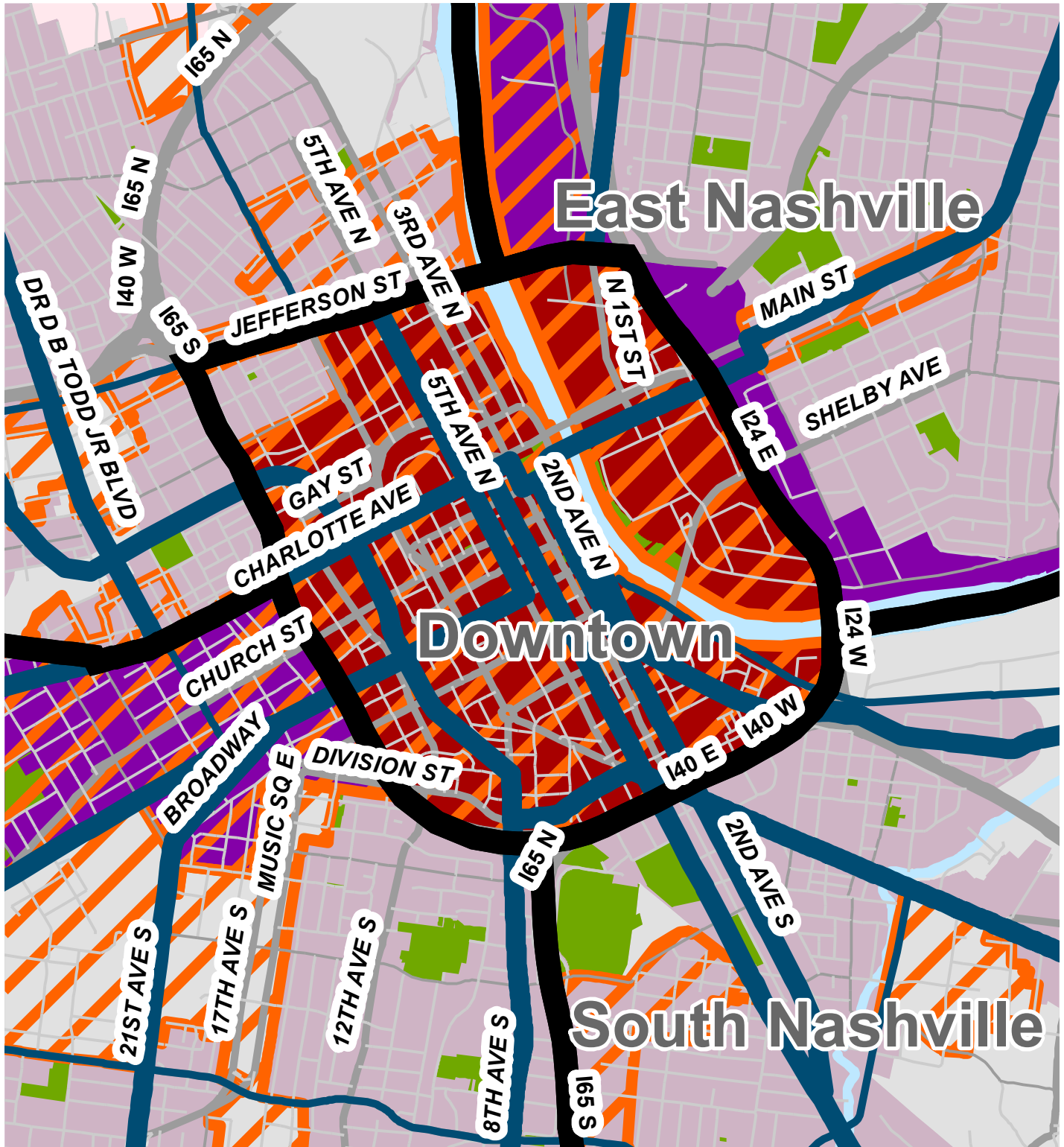
The High Capacity Transit Corridors shown on the Concept Map are envisioned to support high capacity transit — from Bus Rapid Transit Lite (BRT Lite) service to transit running in its own lanes or right-of-way, such as Bus Rapid Transit or light rail. “Immediate need” corridors should have service improvements 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 and/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) (along with their masterplan update, nMotion) 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.



Figure DT-2: Transect  
Downtown 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    |



Figure DT-3: The Transect

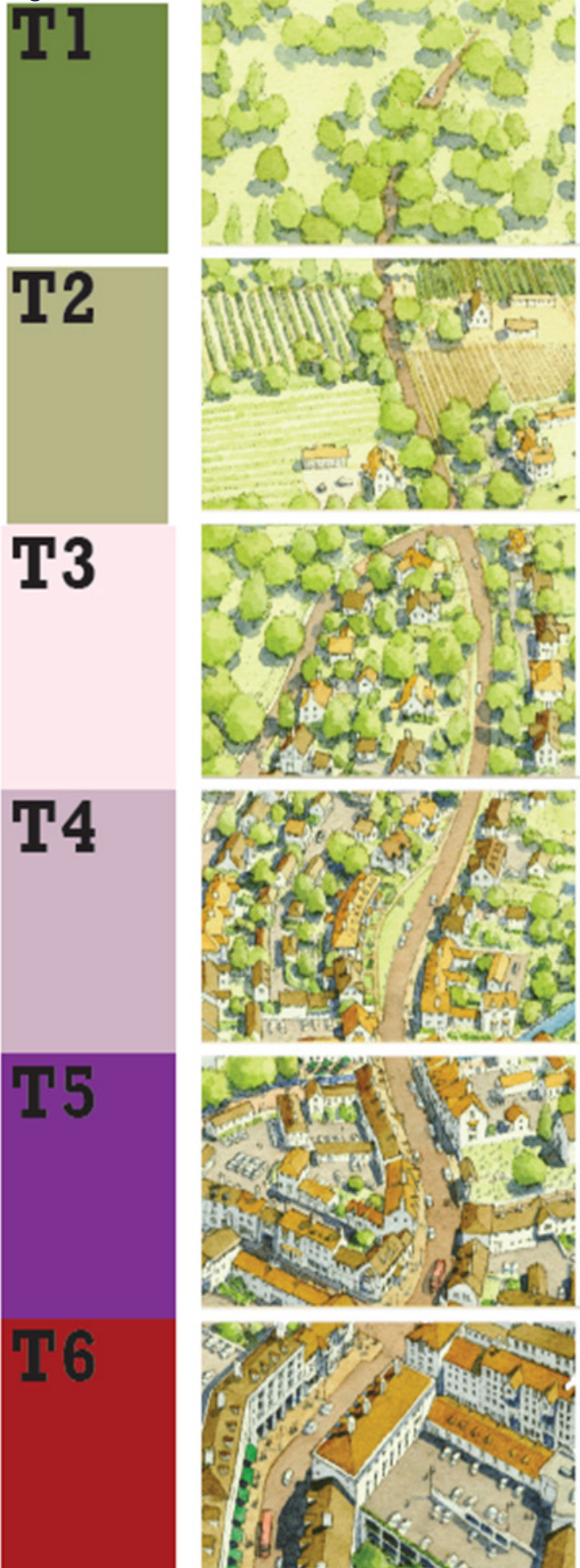
## The Transect

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 DT-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 Downtown.

- T1 Natural: Not present.
- T2 Rural: Not present.
- T3 Suburban: Not present.
- T4 Urban: Includes the Hope Gardens neighborhood.
- T5 Centers: Not present.
- T6 Downtown: Encompasses all of Downtown, with the exception of Hope Gardens.
- D District: Not present.

The transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes the unique development pattern of Downtown. Figure DT-2 shows the Transect in the Downtown Community Plan area.



Credit: Center for Applied Transect Studies  
<https://transect.org/>



Music City Center and its green roof



Football fans enjoying a Titans game

For the most up to date  
Community Character Policy Map:  
[www.nashville.gov/Planning-  
Department/Community-Planning-  
Design/Our-Communities.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx)

## Community Character Policy Map

The Downtown 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 in Downtown. See Figure DT-3 for a map of the Community Character Policies in the Downtown community.

The Downtown Community Plan applies Community Character Policies to every property in Downtown, including Hope Gardens. These policies are defined in the Community Character Manual. The policies are intended to coordinate 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 Downtown Community Plan provides opportunities for continued robust growth combined with urban design elements that make the buildings, streetscapes, and open spaces enticing. Important components of the Downtown Community Plan include creating active and attractive streets, creating additional green spaces, and providing for improved mobility.

The Downtown Community Plan recognizes and reinforces the role of the Core Central Business District (the Core) as the center of commerce in Nashville and Middle Tennessee. The Downtown Plan acknowledges that additional development intensity may be appropriate and advisable in parts of the Core and should be considered in light of the location and the development's ability to meet the guiding principles of the Community Character Manual and the Downtown Community Plan.

The Downtown Community Plan acknowledges that while the Core should remain the commercial center of Downtown and the region, the surrounding neighborhoods, such as SoBro and The Gulch, are intended to be more diverse and mixed use. Development in these neighborhoods is expected to provide residential, employment, and entertainment offerings, in addition to other uses. Other neighborhoods, such as East Bank, Lafayette, and Rutledge Hill, are envisioned to have centers or corridors of mixed use development bordered by residential development.



The Downtown Plan cultivates urban neighborhoods by encouraging a range of housing options throughout Downtown. The variety includes single family homes in Hope Gardens, townhomes in Rutledge Hill, mid-rise and high-rise living in SoBro and The Gulch, and renovation of the upper floors of historic structures on Lower Broadway and in the Core. By providing housing choice, the Downtown Community Plan encourages a diversity of residents and creates seamless transitions into surrounding neighborhoods, such as Germantown to the north, East Nashville to the east, and Chestnut Hill and Wedgewood-Houston neighborhoods to the south. The Downtown Code allows for additional height through its Bonus Height Program in exchange for the provision of affordable or attainable housing. More tools are needed, however, to encourage a more diverse range of housing price points to ensure that housing is available in Downtown for all members of the Downtown workforce.

The Downtown Plan encourages development of services and amenities to support residents of Downtown by encouraging mixed use development, active uses on first floors to foster additional street activity, and proposed parks and green spaces throughout Downtown.

Downtown stakeholders want to honor and preserve historic structures and districts, not as remnants of the past, but as actively-used retail, commercial, and residential ventures. The Community Character Policies used in the Downtown Community Plan provide guidance on massing and placement of massing in specific historic districts. These guidelines address the impact that disproportionate massing can have on smaller adjacent historic structures. Protecting viewsheds to one of Downtown's most recognizable historic structures, the State Capitol, is a strategy included in the plan. In neighborhoods north of Charlotte Avenue, maximum building heights or elevations are identified to ensure that infill does not block views to the Capitol.

Efficient mobility into and within Downtown is crucial to the Core's continued economic growth. Downtown has limited ability to expand roads. This limitation paired with the increased interest in living and working Downtown, means that future transportation planning will need to put a strong emphasis on expanding other modes of transportation including walking, cycling, and transit.

### **Building Heights in Downtown**

Within the Downtown Community Plan, buildings heights are classified by low, medium, or high. Below are the ranges found in each category:

- **Low-rise** buildings are less than approximately 8 stories, but in some locations may be as high as 10 stories.
- **Mid-rise** buildings vary between approximately 10 and 20 stories.
- **High-rise** buildings are greater than approximately 20 stories.

### **Relationship to the Downtown Code**

The Downtown Code was adopted in 2010 in order to implement the community vision set forth in the Downtown Community Plan.

Each of the 15 Downtown neighborhoods has a unique character. Within each neighborhood, there are growth and development goals and objectives in addition to the Community Character Policies that have been applied. The policies, goals, and objectives are the basis for the Metro Planning Commission staff recommendations relative to the rezoning requests, subdivision requests, variances, and special exceptions.

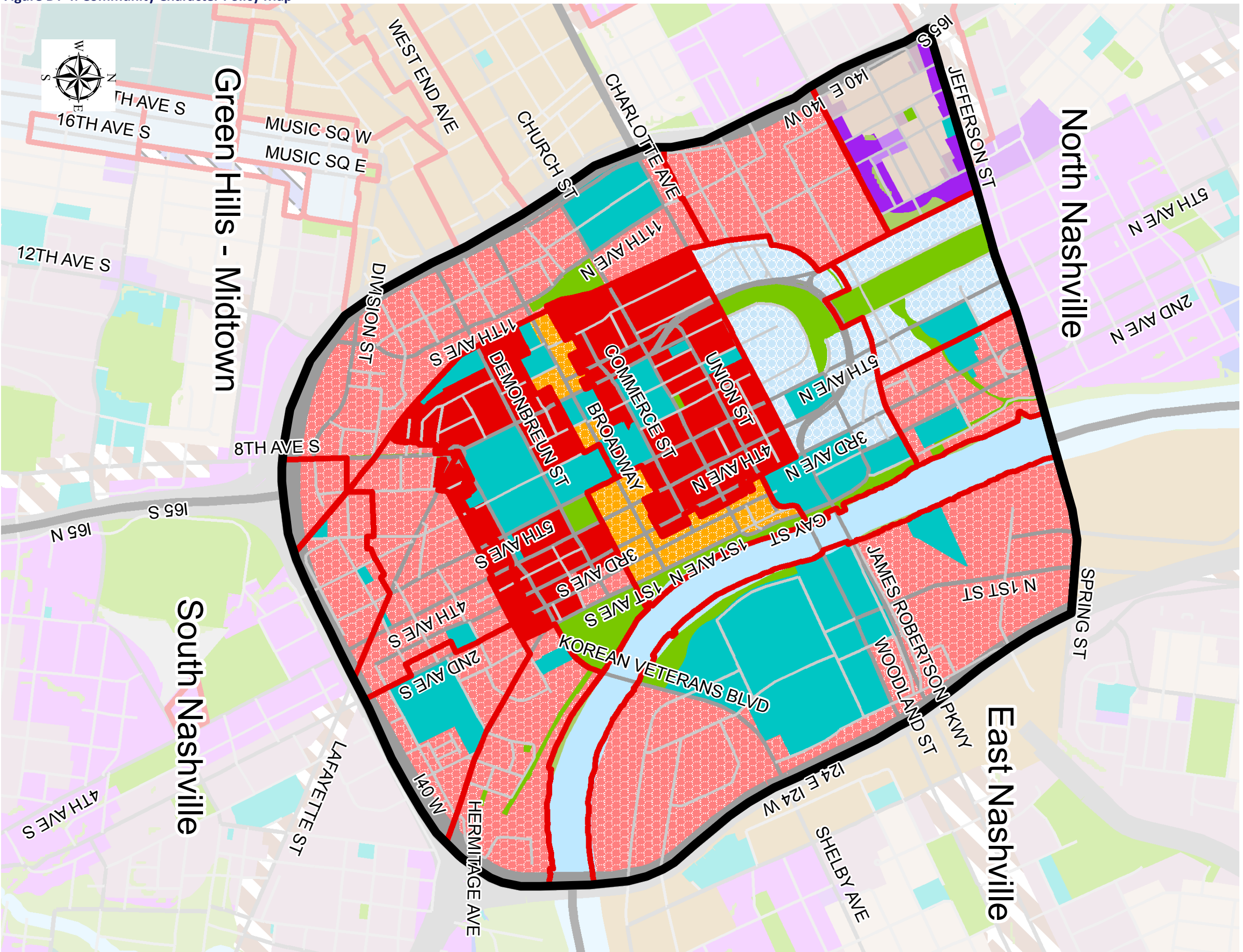
Buildings may be allowed additional height beyond height limits in exchange for public benefits provided by the development per the Bonus Height Program of the Downtown Code.

[http://www.nashville.gov/Portals/0/SiteContent/Planning/docs/dtc/DTC\\_150819.pdf](http://www.nashville.gov/Portals/0/SiteContent/Planning/docs/dtc/DTC_150819.pdf)

# Community Character Policy Map: Downtown

## Community Character Policies

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



## 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."

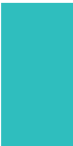
### **Finally, read the "General Principles" in the CCM for additional guidance on specific development and preservation topics.**

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 varies with what Transect they are in and whether or not they have already been disturbed.

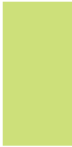


**Open Space (OS)** – Applies to existing open space and major public civic uses in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown Transect areas. The OS Policy is intended to preserve and enhance existing open space in the T2 Rural, T3 Suburban, T4 Urban, T5 Center, and T6 Downtown 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.


### 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 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 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 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 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 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 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


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.

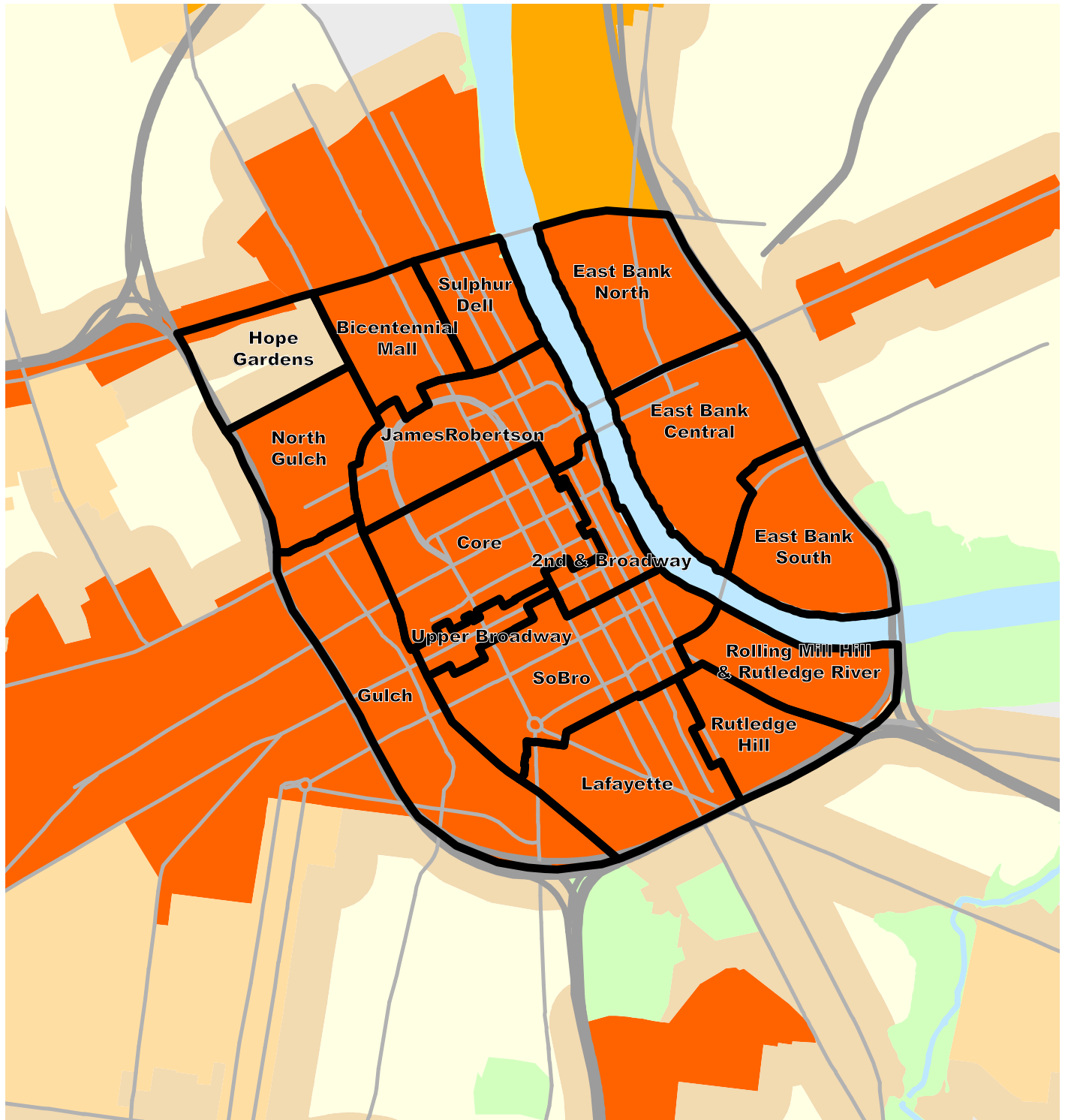


**D Major Institutional (D MI)** – Intended to maintain, enhance, and create Districts where major institutional uses are predominant and where their development and redevelopment occurs in a manner that complements the character of surrounding communities. Land uses include large institutions such as 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.

Figure DT-5: Downtown Neighborhoods



### Downtown Neighborhoods Legend

- Downtown Neighborhoods Centers
- First Tier
- Second Tier
- Third Tier
- Green network
- Neighborhood
- Special Uses
- Transition/infill



## Neighborhoods and Supplemental Policies

The Downtown Community Plan provides guidance through the policies found in the Community Character Manual (CCM — found at the beginning of NashvilleNext Volume III). Those policies are applied to all properties within Downtown. The policies are intended to coordinate the elements of development to ensure the intended character 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 Downtown, each of the 15 neighborhoods has goals that were discussed with community stakeholders during the 2007 Downtown Community Plan update and are included in this update to the plan. Also, additional guidance is needed beyond what is provided in the CCM, and there are supplemental policies for all areas of Downtown. The Supplemental Policies, including associated Goals, for Downtown are described in the following pages.

For all supplemental policy areas within the Nashville Downtown Code zoning, the recommended Supplemental Policy and CCM building height may be exceeded in exchange for public benefits. Appropriate means for achieving additional height is through the Downtown Code modifications, and overall height modification processes, and possibly Specific Plan zoning.

Downtown's physical setting and the relationships between elements of its built environment establish its quality as a place. Streets, sidewalks, buildings, and open spaces are the primary components that shape Downtown's urban design character. The image of the city is also influenced by a myriad of smaller features — streetlights, signage, plantings, and pavement — that overlay and enhance its basic structure.

To create a successful Downtown, the form, appearance, and arrangement of the diverse elements that comprise an urban environment must be orchestrated to create a sense of overall organization, a pleasing visual image, a sense of vitality, and a convenient setting for human activity. With the goal of successful urban design, Downtown can become a more successful location for businesses, a welcoming home for residents, and an attractive location for investments in developments and renovations.

Each of the following subsections discusses one of the neighborhoods in Downtown and the goals and supplemental policies for that neighborhood. A goal carries the same weight as a supplemental policy. Because Downtown welcomes employees and visitors daily, additional guidance is provided on Gateways into Downtown. This section is found after the discussion of neighborhoods, goals, and supplemental policies.

Please see “How to Use the Community Character Policies” section on page 27 for more guidance.

Downtown Code may be viewed at:

[www.nashville.gov/Portals/0/SiteContent/Planning/docs/dtc/DTC\\_150819.pdf](http://www.nashville.gov/Portals/0/SiteContent/Planning/docs/dtc/DTC_150819.pdf)

For the most up to date Community Character Policy Map:

[www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx](http://www.nashville.gov/Planning-Department/Community-Planning-Design/Our-Communities.aspx)

## James Robertson Neighborhood — 09-T6-DN-JR-01

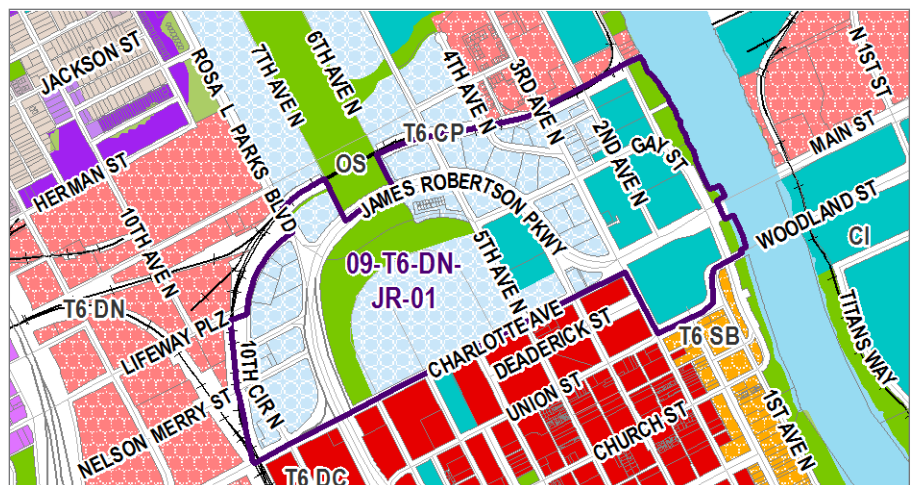
The James Robertson neighborhood is located generally between the CSX rail line and James Robertson Parkway to the north; the Cumberland River to the east; Charlotte Avenue and Union Street to the south; and the CSX rail line to the west. See the accompanying map of the neighborhood below.

The State Capitol Building and its grand lawn and the Metro Courthouse with its Public Square are the most prominent features of this neighborhood. The neighborhood also contains several other State and Metro buildings that are notable for their stature and architecture. The James Robertson neighborhood is home to a substantial amount of underutilized land along with some residential and office development. The neighborhood is expected to retain much of its current character in the coming years; however, plans are underway to move the Sheriff's Office and Police Headquarters from their current locations which will open up land for redevelopment. This move could have significant impact on the neighborhood, and could open up opportunities for new uses, such as more residential development in the heart of Downtown.

The Community Character Policies for the neighborhood, Downtown Capitol (T6 CP), Civic (CI), and Open Space (OS) place an emphasis on preserving the neighborhood's treasured civic and open space resources, while encouraging redevelopment to offer a mixture of uses. Refer to the policies (found in the CCM) that are applied to the neighborhood for guidance beyond the goals and supplemental policies below.

### *Goals and Supplemental Policies — James Robertson*

- Preserve and enhance the Capitol Lawn. New construction is discouraged on the Capitol Lawn. Efforts should be made to secure the use of the land at the northeast foot of the Capitol lawn to make it public open space and re-establish the grand entrance to the Capitol.
- Preserve and enhance the State Capitol and State and Metro government buildings.
- To ensure the preservation of views of Capitol Hill, building heights should be a minimum of 25 feet at the street, but should not exceed mid-rise building heights with an overall elevation height of 560 feet (the base of the capitol building).



SPA 09-T6-DN-JR-01 boundary

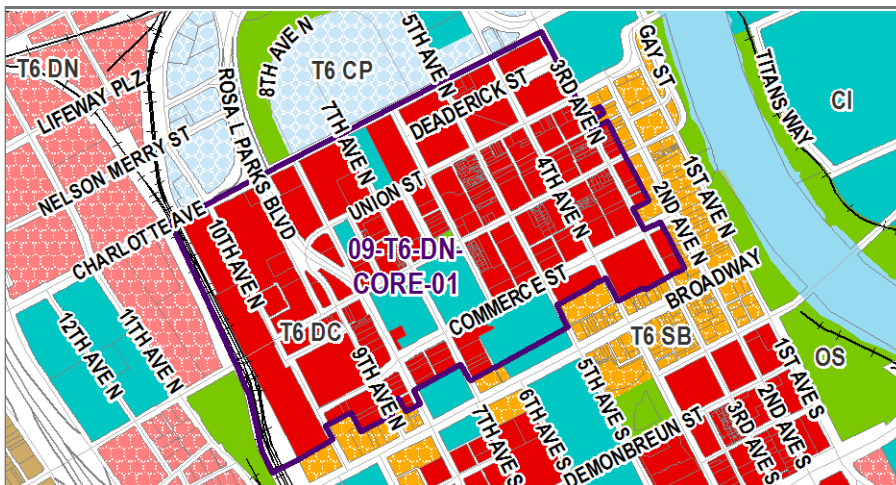
## Core Neighborhood — 09-T6-DN-CORE-01

The Core is the heart of the Downtown business district, the economic engine of the Middle Tennessee region, and a significant economic force in the Southeast. It is the densest neighborhood in Downtown and is intended to accommodate a mix of uses with an emphasis on office in high-rise buildings. The Core has long been characterized by low-rise, mid-rise, and high-rise office buildings, parking structures, surface parking, and services to support the commercial businesses. See the accompanying map of the neighborhood below.

Recently, construction of residential towers as well as rehabilitation of historic buildings for residential uses have significantly increased the number of people living in the Core. While additional retail and services are still needed for Downtown residents and employees, Downtown has welcomed numerous new retail ventures, including restaurants, galleries, shops, and grocery store options. As surface parking lots and other under-utilized land are redeveloped, the activity level of Downtown increases. The overall effect is the transformation of the Downtown from a “9 to 5” business center to a “24/7” Downtown.

Within the Core, and primarily within the Historic Core, there are a number of historic structures that figure prominently into Nashville’s history and are unique building types in the country. The Arcade was built in 1902, modeled after an arcade in Italy. It is one of the few remaining examples of its building type in the United States. The Core is also home to several historic structures that housed some of the earliest banks and commercial institutions in Nashville.

Within the Core neighborhood, Civic (CI) policy is applied to the Downtown Library and the planned Federal Courthouse property. It is expected that the Federal Courthouse will contribute to an active pedestrian environment on 8th Avenue and Church Street, including front doors on Church Street. The Church Street Park across from the library is placed in Open Space (OS) policy. For guidance on other property not located in one of these policies, please refer to Downtown Core (T6 DC) policy (found in the CCM), in addition to any of the applicable goals and supplemental policies listed below.



SPA 09-T6-DN-CORE-01 boundary

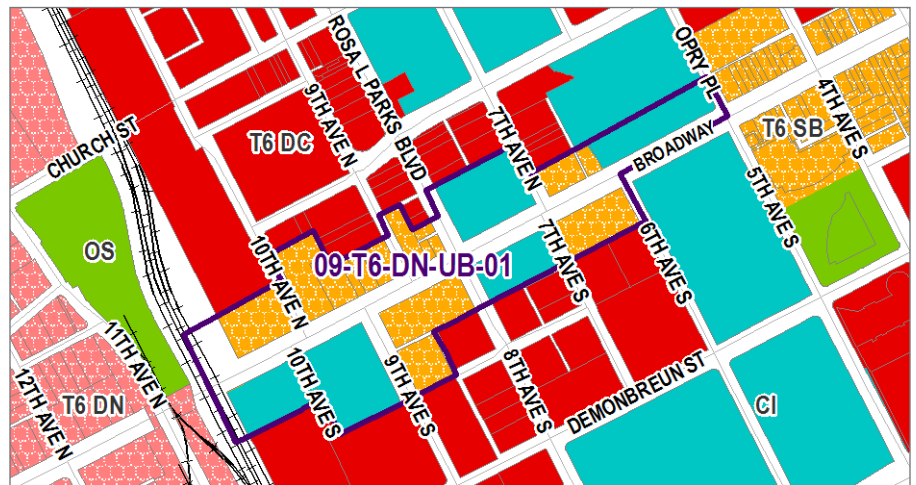
### Goals and Supplemental Policies — Core

- With the exception of the historic areas, building heights should be a minimum of 25 feet at the street with no maximum height.
- There is an area with an especially high concentration of historic structures and a National Register Landmark District, including the Arcade and Printer’s Alley. It is the intent to preserve these historic structures to the greatest extent possible, to support their adaptive reuse, and to ensure that new development within the area complements the context of the historic structures.
- A Historic Preservation Overlay District is recommended for the Historic Core.
- Tools to facilitate the Transfer of Development Rights from the historic properties to elsewhere in Downtown should be utilized.
- In the Historic Core, the building heights should be a minimum of 25 feet at the street up to low-rise heights at mid-block and the low end of the mid-rise range at corners.
- When renovating a façade in the area, refer to the Design Guidelines adopted by Metropolitan Historical Commission for Historic Properties that are Listed or Eligible for the National Register of Historic Places.
- When renovating a structure, including adding a rear or roof addition in the historic area refer to the Secretary of the Interior’s Standards for Rehabilitation, as directed by the *Capital Mall Redevelopment Plan* adopted by Metropolitan Council.

The most current information on Nashville’s designated historic properties, districts, and resources, may be found at the Metro Historical Commission: [www.nashville.gov/Historical-Commission.aspx](http://www.nashville.gov/Historical-Commission.aspx)

### Upper Broadway Neighborhood — 09-T6-DN-UB-01

The Upper Broadway neighborhood is generally bounded by the rear lot lines of properties along the north side of Broadway to the north; 5th Avenue to the east; the rear lot lines of properties along the south side of Broadway to the south; and the railroad tracks to the west. See the accompanying map of the neighborhood below.



SPA 09-T6-DN-UB-01 boundary

This neighborhood contains several historically significant civic and cultural buildings, including the Frist Center for the Visual Arts, Union Station, Hume Fogg High School, and the Customs House. It also includes the frontage of the old Convention Center that will be redeveloped into an intense activity generator, tying it to the entertainment-oriented 2nd and Broadway neighborhood to the east.

Refer to the Downtown 2nd and Broadway (T6 SB) policy and Civic (CI) policy (found in CCM) that are applied to the neighborhood for guidance beyond the goals and supplemental policies listed below.

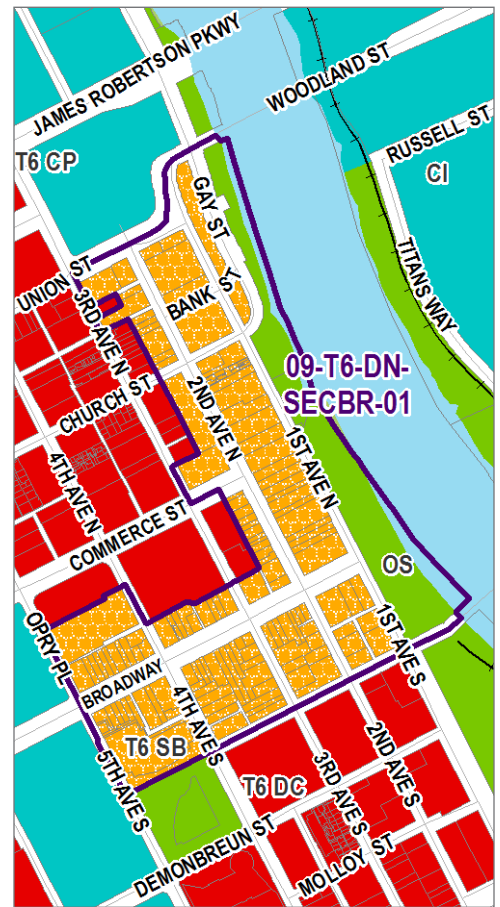
**Goals and Supplemental Policies — Upper Broadway**

- New development should complement the existing historically-significant, mid-rise cultural and civic character, while accommodating a mix of uses.
- Historic Landmark status should be applied to specific historic structures in this neighborhood, including, but not limited to, the Frist Center (919 Broadway), Christ Church Cathedral (900 Broadway), Southern Methodist Publishing House (810 Broadway), and the Masonic Lodge (100 7th Avenue North).
- Building heights should be a minimum of 25 feet at the street and should not exceed a total height of 100 feet within 30 feet of the Broadway right-of-way. Beyond 30 feet of the Broadway right-of-way additional height may be appropriate based on the project and context.

**Second & Broadway Neighborhood — 09-T6-DN-SECBR-01**

The Second & Broadway neighborhood is generally located between Union Street to the north; the Cumberland River to the east; the rear lot lines of properties along the north side of Symphony Place to the south; and 5th Avenue, the rear lot lines of properties on the west side of 3rd Avenue, and the rear lot lines of properties fronting onto 2nd Avenue North to the west. See the accompanying map of the neighborhood.

The Second & Broadway neighborhood is the historic and cultural heart of Nashville. It is a destination for residents and visitors, offering a variety of entertainment and dining options as well as a historic district that captures some of Nashville’s history as a river town. It is home to many famous entertainment venues, including the Ryman Auditorium and the famous honky-tonks of Lower Broad. It also contains a portion of Riverfront Park and the Cumberland River Greenway, offering residents, employees, and visitors to Downtown the option of enjoying the river.



SPA 09-T6-DN-SECBR-01 boundary

The intent of the Community Plan is to maintain the low-scale, pedestrian-friendly historic character of the neighborhood while accommodating a mix of uses that is predominantly entertainment venues with some residential, retail, and office. Refer to the Downtown Second & Broadway (T6-SB) policy (found in the CCM) that is applied to the neighborhood for guidance beyond the goals and supplemental policies listed below.

### ***Goals and Supplemental Policies — Second & Broadway***

- Historic structures should be preserved, their adaptive reuse should be supported, and new development should respect the historic structures and the overall character of the corridor by maintaining the existing scale, massing, and building storefront rhythm.
- Utilize the tools of the Downtown Code to facilitate the transfer of development rights from properties in the Second & Broadway neighborhood to eligible locations within the Downtown Code.
- Maintain the two historic zoning overlays found in this neighborhood: The 2nd Avenue Historic Zoning Overlay and The Broadway Historic Zoning Overlay. Extend the Broadway Historic Zoning Overlay to encompass the properties along Broadway between 2nd and 3rd Avenues.
- Efforts should be made by Metropolitan Government to secure the use of the vacant land at 313–315 Broadway, as shown on the Potential Open Space map (Figure DT-8) to create a pedestrian connection between Broadway and the Schermerhorn Symphony Center.

### **SoBro Neighborhood — 09-T6-DN-SOBRO-01**

The SoBro neighborhood is generally located between the rear lot lines of properties along the south side of Broadway; a portion of the south side of Broadway and Symphony Place to the north; the Cumberland River to the east; Peabody Street and Lea Avenue to the south; and the CSX rail lines to the west. See the accompanying map of the neighborhood below.

The SoBro neighborhood contains an impressive number of institutions: the Country Music Hall of Fame, Bridgestone Arena, the Schermerhorn Symphony Center, and the Music City Center. It is also home to office, hotel, and residential buildings, including the Pinnacle, Encore, Omni, and Hyatt Place. It will soon include a substantial addition of office space in the Bridgestone Americas' corporate headquarters as well as other new buildings.

SoBro shares a boundary with the historically and culturally significant Second & Broadway neighborhood. Additionally, SoBro houses cherished historic structures, such as Cummins Station, the First Lutheran Church (109 8th Avenue South), the Methodist Publishing House, and the John Siegenthaler Pedestrian Bridge. By recognizing and

The most current information on Nashville's designated historic properties, districts, and resources, may be found at the Metro Historical Commission: [www.nashville.gov/Historical-Commission.aspx](http://www.nashville.gov/Historical-Commission.aspx)

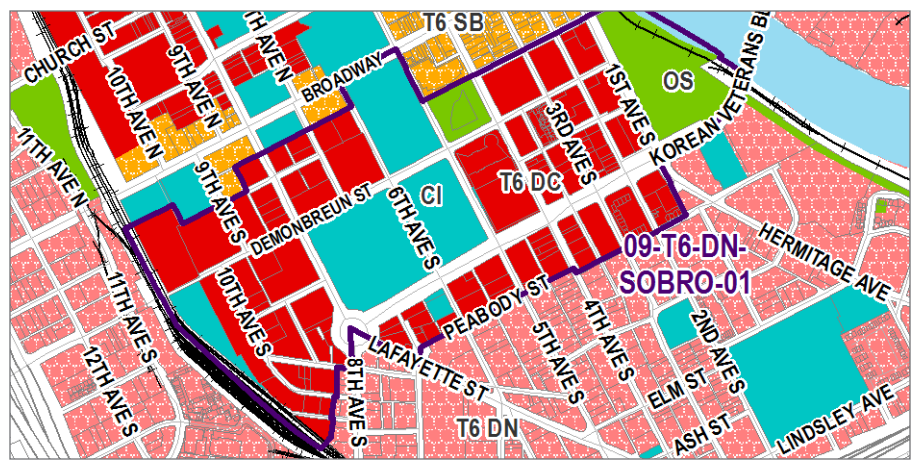
maintaining the link between the portion of 1st and 2nd Avenues north of Broadway to the portion south of Broadway, development can create an extension of a key tourist and local entertainment and tourism corridor. A pedestrian- scaled, mixed use character, where residents and visitors are able to easily and comfortably walk, is key to maintaining the extension of 2nd Avenue south from Broadway.

SoBro has experienced significant change over the last few years. The Music City Center, which opened in 2013, is drawing visitors from around the world and spurring significant related development of hotels and restaurants. Ongoing construction confirms that SoBro is becoming both a destination for visitors and a home to Downtown residents who enjoy entertainment and urban living.

SoBro is intended to be a high-intensity, mixed use neighborhood emphasizing cultural, entertainment, and residential uses, while accommodating some office uses. SoBro should develop as a distinctive, architecturally eclectic neighborhood with tall buildings with some sheer walls along certain streets, as well as some “stepped back” buildings. This should create a variety of viewsheds and allow for light and air circulation throughout the neighborhood. Overall, development in SoBro should emphasize a comfortable and lively pedestrian environment. Refer to the Downtown Core (T6 C), Downtown Neighborhood (T6-DN), Civic (CI), and Open Space (OS) policies (found in CCM) that are applied for guidance beyond the goals and supplemental policies listed below.

**Goals and Supplemental Policies — SoBro**

- Maintain, along both sides of 1st and 2nd Avenues, a building height at the street compatible with the portion of 1st and 2nd Avenues north of the Sigenthaler Pedestrian Bridge. The building heights should be a minimum of 25 feet at the street.
- Special care should be taken to ensure that development and redevelopment surrounding the John Sigenthaler Pedestrian Street Bridge complements, in scale and massing, the bridge so as not to detract from its landmark status.

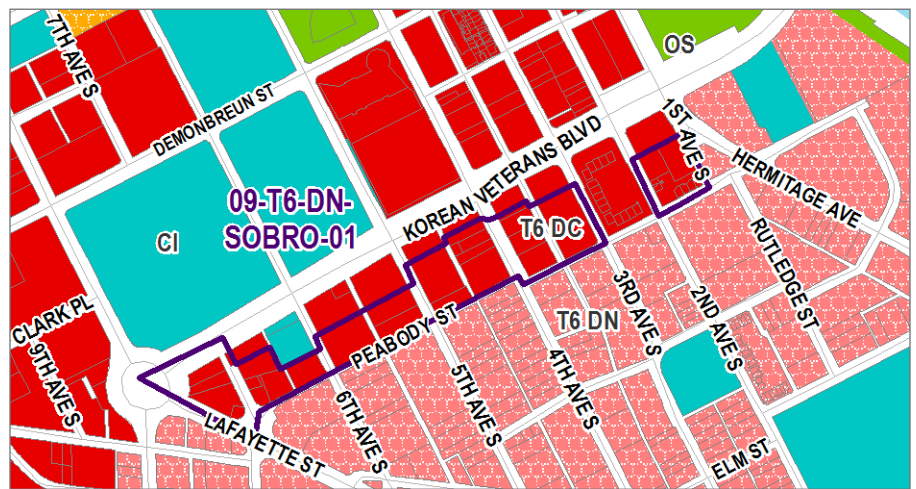


SPA 09-T6-DN-SOBRO-01 boundary

- SoBro was the Downtown neighborhood that was impacted the most by the 2010 flood. In response, the city proposes to construct a flood wall as part of the West Riverfront Park. In addition to public-sector flood mitigation improvements, new development will need to include flood mitigation measures and also be sensitive in design to the location in the floodplain, while still creating an active public realm.
- The Cumberland River Greenway is planned along the eastern boundary of the SoBro neighborhood. Connections between the neighborhood and the greenway will be important to provide residents and visitors with access to open space.
- Korean Veterans Boulevard (KVB) runs through the southern portion of SoBro, connecting with 8th Avenue and the Music City Center. The Gateway Urban Design Overlay guides the development along this important east-west corridor with additional guidance in the Downtown Code.
- Continue the theme of 5th Avenue of the Arts as a “celebrated corridor” from the north side of KVB. Improvements to public rights-of-way and public and private investment in streetscaping features on 5th Avenue should take into consideration the arts theme.
- Properties along Peabody Street: If properties south of KVB (on Peabody Street or numbered streets such as 1st through 6th Streets) are consolidated and developed with frontage on KVB, then the properties will be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy will apply. If properties are developed without frontage on KVB, then they will be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take into consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to KVB and lower heights transitioning into the adjacent neighborhoods. Refer to the graphic below.

Plan To Play is online:  
[www.nashville.gov/  
 Parks-and-Recreation/  
 Planning-and-  
 Development.aspx](http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx)

For more information on the Gateway Urban Design Overlay, see:  
[www.nashville.gov/  
 Planning-Department/  
 Rezoning-Subdivision/  
 Urban-Design-Overlay/  
 Existing-Urban-Design-  
 Overlays.aspx](http://www.nashville.gov/Planning-Department/Rezoning-Subdivision/Urban-Design-Overlay/Existing-Urban-Design-Overlays.aspx)



Properties along Peabody Street



## Lafayette Neighborhood — 09-T6-DN-LF-01

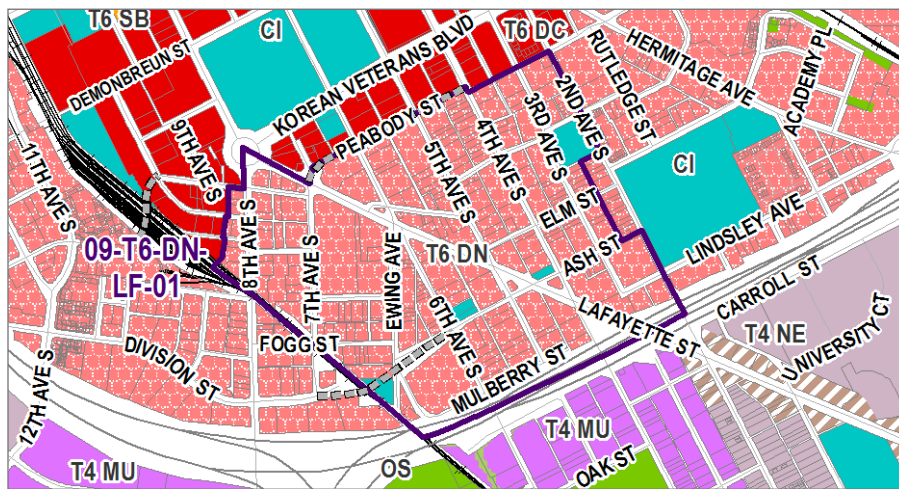
The Lafayette neighborhood is generally bounded by Lea Avenue and Peabody Street to the north; 2nd Avenue South and the rear lots lines of properties on the west side of 2nd Avenue South to the east; the interstate to the south; and the railroad tracks and the rear lots lines of properties fronting on the west side of 8th Avenue South to the west. See the accompanying map of the neighborhood below.

In the past, the Lafayette neighborhood has been primarily an industrial and business services environment with transportation connections to the adjacent Gulch, SoBro, and Rutledge Hill neighborhoods and the Green Hills-Midtown and South Nashville communities to the south. The diagonal orientation of Lafayette Street and the railroad tracks creates interesting street and block patterns, but also presents unique development challenges and can prove difficult to navigate.

The Lafayette neighborhood is poised for change and more intense mixed use development is anticipated. The Division Street Extension connects The Gulch through to Lafayette Street. This greatly improves connectivity in Downtown and opens up new opportunities for more intense mixed use, including residential development in the neighborhood. Establishments, such as The City Winery and Greyhound, along with longer tenure residents, such as Holy Trinity Episcopal Church, Rocketown, and Third Man Records, combine to create an eclectic, unique community. As with other Downtown neighborhoods, there is a need for more publicly accessible open space as the residential and employment bases grow.

Refer to the Downtown Neighborhood (T6-DN) policy and Civic (CI) policy (found in CCM) that is applied to the neighborhood for guidance beyond the goals and supplemental policies listed below.

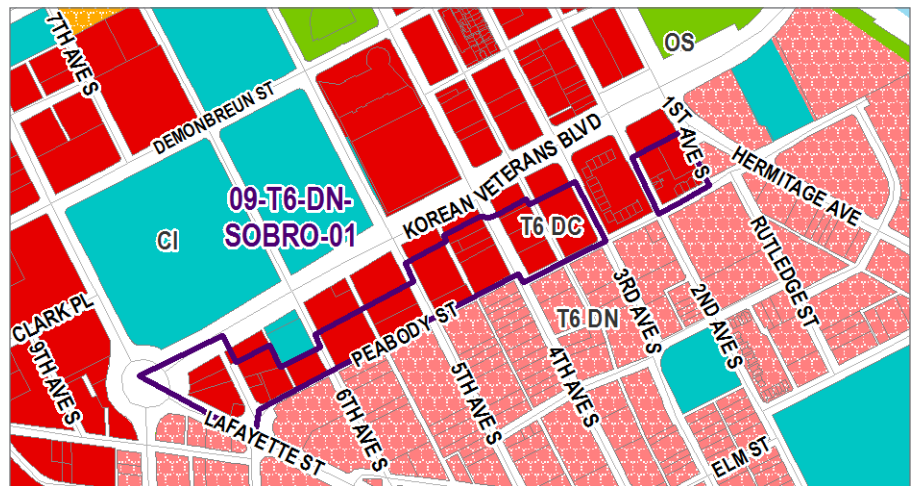
More information about 5th Avenue of the Arts is online: [www.nashvilledowntown.com/go/5th-avenue-of-the-arts](http://www.nashvilledowntown.com/go/5th-avenue-of-the-arts)



SPA 09-T6-DN-LF-01 boundary

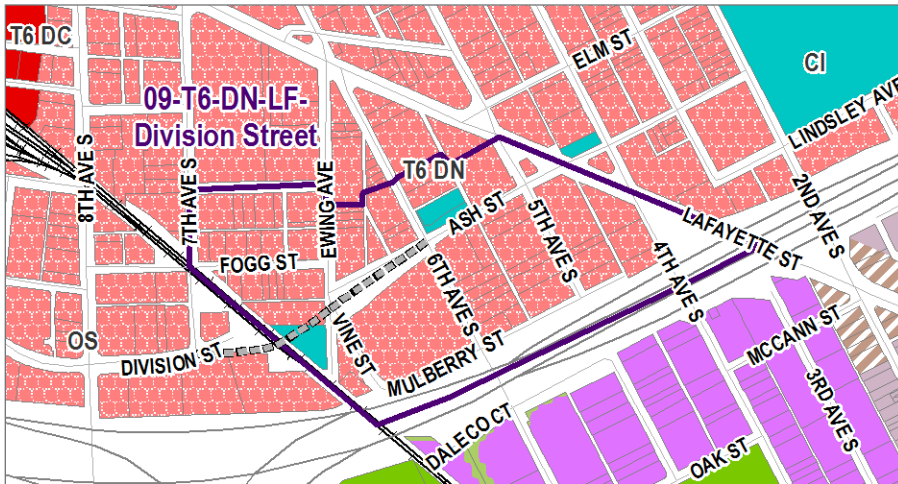
### Goals and Supplemental Policies — Lafayette

- Building heights generally should not exceed mid-rise heights.
- 5th Avenue of the Arts is identified as a “celebrated corridor.” Improvements to public rights-of-way and public and private investment in streetscaping features on 5th Avenue should take into consideration the arts theme.
- The identified gateway entrances into Downtown at 4th Avenue South, Eight Avenue South, and Lafayette Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways/Entrances section (Figure DT-6 on page 62).
- The planned new streets shown on the Downtown Future Street Connections map (Figure DT-9 on page 69) should be constructed as part of new development of properties in those areas.
- Properties along Peabody Street: If properties south of Korean Veterans Boulevard (KVB) (on Peabody Street or numbered streets such as 1st through 6th Streets) are consolidated and developed with frontage on KVB, then the properties will be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy will apply. If properties south of KVB are developed without frontage on KVB, then they will be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take into consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to KVB and lower heights transitioning into the adjacent neighborhoods. Refer to the graphic that follows.



Properties along Peabody Street

- Properties along the Division Street Extension may be considered for high-rise building height (20 stories and taller) in exchange for public benefits provided by the development, including, but not limited to, affordable and workforce housing, the Downtown Code’s Bonus Height Program, modification processes, or rezoning to a Specific Plan. Building design should also result in a unique architecture that seeks to improve the public realm and city skyline. Refer to the graphic that follows.



Properties along Division Street

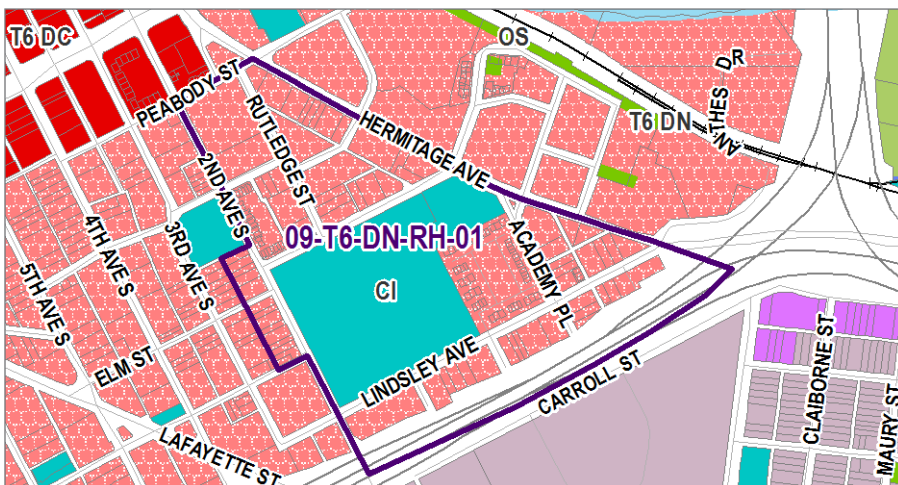
More information about 5th Avenue of the Arts is online: [www.nashvilledowntown.com/go/5th-avenue-of-the-arts](http://www.nashvilledowntown.com/go/5th-avenue-of-the-arts)

### Rutledge Hill Neighborhood — 09-T6-DN-RH-01

The Rutledge Hill neighborhood is generally bounded by Peabody Street to the north; Hermitage Avenue to the east; the interstate to the south; and 2nd Avenue South and the rear lot lines of properties fronting on the west side of 2nd Avenue South to the west. See the accompanying map of the neighborhood below.

Government and business services are currently the predominant uses in Rutledge Hill. The neighborhood has strong transportation connections to the adjacent SoBro, Lafayette, and Rolling Mill neighborhoods and the South Nashville community south of the interstate.

Rutledge Hill currently has some consistency in the built environment. It was one of Nashville’s earliest residential areas and still contains several notable historic buildings as well as the Richard Fulton Government Office Complex and the Nashville Children’s Theater. A more recent addition to



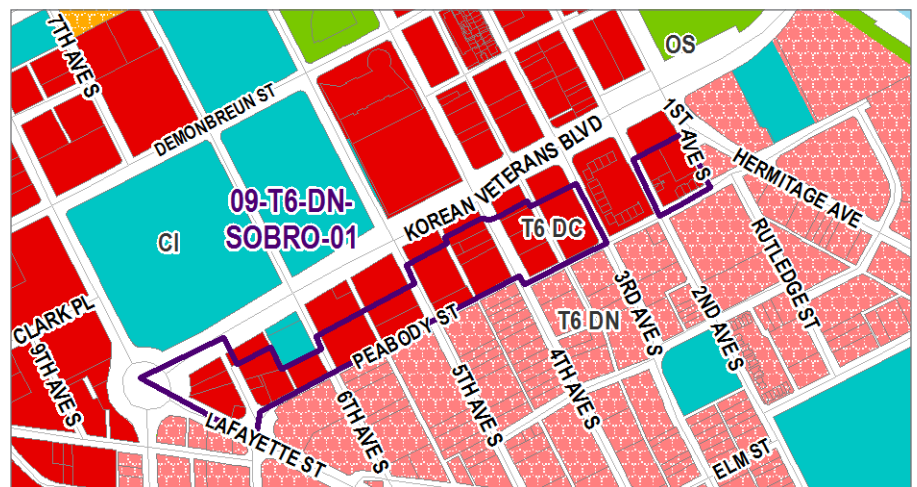
SPA 09-T6-DN-RH-01 boundary

the neighborhood is The Cordelle, an event space in an adaptive reuse of a Victorian structure built in the late 1800s, located on Lindsley Avenue. The introduction of The Cordelle spurred a reimagining of what the Academy Place pedestrian bridge could look like in creating a gateway to neighborhoods to the south.

Rutledge Hill is intended to develop as a vibrant, mixed use neighborhood with a heavy residential emphasis in primarily low- to mid-rise buildings. As with other primarily residential neighborhoods, there is a need for more publicly accessible open space as the population increases. Downtown Neighborhood (T6-DN) policy is applied to the majority of the areas, and Civic (CI) policy is applied to the Metropolitan Government's Fulton Campus. See those policies (found in CCM) for guidance in addition to the goals and supplemental policies below.

### *Goals and Supplemental Policies — Rutledge Hill*

- Buildings should be a maximum of low-rise height.
- The identified gateway entrances into Downtown at Hermitage Avenue and at 2nd Avenue South and Lafayette Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways/Entrances section on page 62 (Figure DT-6).
- Properties along Peabody: If properties south of Korean Veterans Boulevard (KVB) (on Peabody Street or numbered streets such as 1st through 6th Streets) are consolidated and developed with frontage on KVB, then the properties will be considered part of SoBro and the goals and objectives of SoBro and the T6 Downtown Core policy will apply. If properties south of KVB are developed without frontage on KVB, then they will be required to transition in height down from the T6 Core to T6 Downtown Neighborhood policy. The actual height will take into consideration the context of the individual property and achievable heights in adjacent policy areas, but it is expected these heights will range between 8 and 20 stories, with higher heights seen closer to KVB and lower heights transitioning into the adjacent neighborhoods. Refer to the graphic that follows.



Properties along Peabody Street

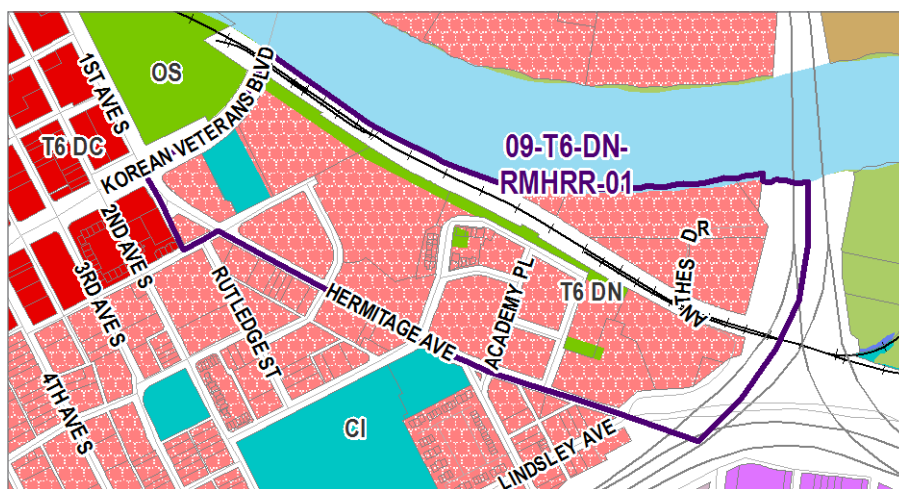
- The planned new streets shown on the Downtown Future Street Connections map (Figure DT-9 on page 69) should be constructed as part of new development of properties in those areas.

### Rolling Mill Hill & Rutledge River Neighborhoods — 09-T6-DN-RMHRR-01

The Rolling Mill Hill & Rutledge River neighborhoods are generally located between the Cumberland River to the north; I-40 to the east; Hermitage Avenue to the south; and Gateway Boulevard to the west. See the accompanying map of the neighborhoods below. These two neighborhoods share the same goals and special policies so in this plan they are combined.

The neighborhood is located on a bluff overlooking the Cumberland River, less than a half-mile southeast of the Core and adjacent to Rutledge Hill and SoBro neighborhoods. In 2003, the Metropolitan Development and Housing Agency (MDHA) adopted a *Master Plan and Development Guidelines for Rolling Mill Hill* and amended it in 2007. The neighborhood is intended to redevelop as a mixed use infill development with employment, shopping, and housing options and is nearing completion of that vision. The area has emerged as one of Nashville’s most successful redevelopment areas that includes a vibrant mix of office and residential uses. The renovated “Trolley Barns” has served as a magnet for creative class and non-profit businesses, such as the Entrepreneur Center, as well as having a unique social gathering place, Pinewood Social.

The area has a heavy residential emphasis and provides a range of housing options by size and cost to support a diverse and sustainable neighborhood. Nance Place Apartments is a Tax Credit Workforce Housing development with a mix of studios, one, two, and three bedroom units restricted to renters within a certain income limit. Ryman Lofts is another affordable option with a preference for tenants pursuing a career in the arts and within certain income limits. Other options, such as City View Apartments, offer abundant amenities and conveniences with market rate rents.



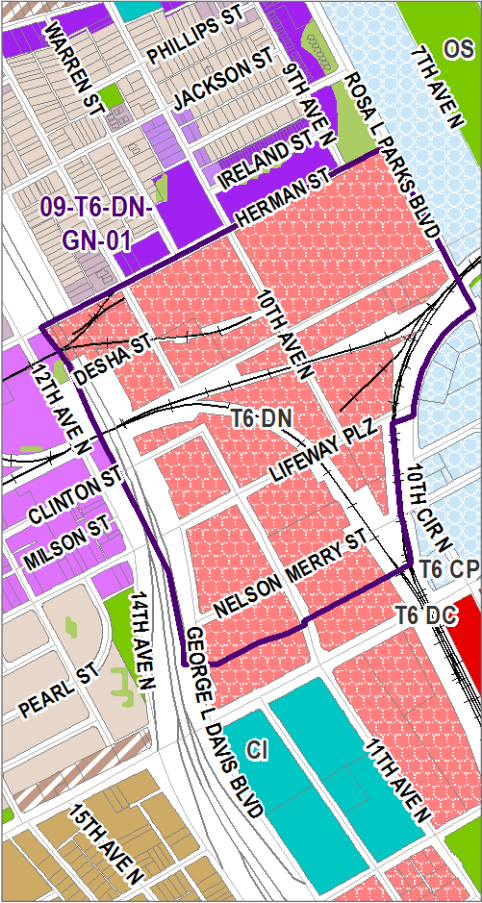
SPA 09-T6-DN-RMHRR-01 boundary

The neighborhood also contains a planned greenway on publicly owned land and the Vocational Rehabilitation Regional Office for the State of Tennessee’s Department of Human Services. The portion of the neighborhood not included in the MDHA plan is envisioned to complement the mixed use development goals for the abutting Rutledge Hill neighborhood.

Refer to the Downtown Neighborhood (T6-DN) policy and Civic (CI) policy (found in CCM) that are applied to the neighborhood for guidance beyond the goals and supplemental policies listed below.

**Goals and Supplemental Policies — Rolling Mill Hill & Rutledge River**

- Properties within the MDHA *Rolling Mill Hill Redevelopment Plan* should implement the plan. Properties outside of the MDHA Redevelopment Plan should develop in accordance with the guidance of the T6 Downtown Neighborhood policy.
- Buildings that are mixed use or non-residential should be a minimum of 25 feet at the street and a maximum of low-rise.
- The identified gateway entrance into Downtown at Hermitage Avenue should redevelop into a grand entrance in accordance with the recommendations set forth in the Gateways/Entrances section on page 62 (Figure DT-6).



SPA 09-T6-DN-GN-01 boundary

**Gulch North Neighborhood — 09-T6-DN-GN-01**

The Gulch North neighborhood is generally located between Herman Street to the north; Rosa L. Parks Boulevard and the railroad tracks to the east; the rear property lines of properties fronting on the north side of Charlotte Avenue to the south; and the interstate to the west. See the accompanying map of the neighborhood.

Much like The Gulch neighborhood to the south, the area is intended to accommodate a mix of residential, office, and commercial uses in mainly mid-rise buildings. The area is located below Capitol Hill, and new development is expected to maintain views of the Capitol. The neighborhood will provide opportunities for living, working, dining, and shopping at a scale that is welcoming to pedestrians. Its evolution from an industrial environment has begun with the construction of the first piece of Capitol View, located at the corner of Charlotte Avenue and 17th Avenue North. The neighborhood is also intended to include a greenway from the planned park in the southern part of The Gulch neighborhood to the Bicentennial Mall State Park and the Farmers Market.

The neighborhood has Downtown Neighborhood (T6-DN) policy applied to its entirety. See that policy (found in the CCM) for guidance, in addition to the goals and supplemental policies listed below.

### ***Goals and Supplemental Policies — Gulch North***

- To ensure the preservation of views of Capitol Hill, building heights should not exceed an overall elevation height of 560 feet (the base of the Capitol building).
- All buildings on Herman Street should provide a transition, in scale and massing, into the residential scale of the Hope Gardens neighborhood. To aid in providing a transition to the north, building heights for properties abutting Herman Street should be limited to four stories.
- Building heights should be a minimum of 25 feet at the street.
- The planned new streets shown on the Downtown Future Street Connections map (Figure DT-9 on page 69) should be constructed as part of new development of properties in those areas.

### **Gulch South Neighborhood — 09-T6-DN-GS-01**

The Gulch South neighborhood (The Gulch) is generally bounded to the north by the northern property line of lots fronting on the north side of Charlotte Avenue; I-40 to the west and south; and the CSX rail line to the east. See the accompanying map of the neighborhood.

Perhaps the Downtown neighborhood that has experienced the most significant change over the past decade is The Gulch. For decades, the area consisted of a system of dilapidated rail lines that, at one time, comprised an active rail center in conjunction with the old Union Station (now repurposed as a hotel). The rail lines were flanked to the west by industrial buildings. Over the years, the area saw a decline in activity as it suffered from large areas of flat, vacant, and underutilized properties. Its low topography formed a barrier between Downtown and the residential area to the west. In the 2000s, The Gulch was transformed into a vibrant, mixed use neighborhood with significant residential and office development as well as some of the city's most popular restaurant and entertainment venues. The realignment of streets in the south Gulch and related streetscape improvements created a framework and helped to trigger residential, commercial, and retail development. The Gulch has emerged as the largest mixed use neighborhood in Downtown covering 60 acres. The Gulch is less dense than the Core and is intended to accommodate a mix of uses in chiefly mid-rise buildings. There is an emphasis on residential development and on blending renovated historic buildings with new construction.

More information about MDHA and their documents is online: [www.nashville-mdha.org/](http://www.nashville-mdha.org/)

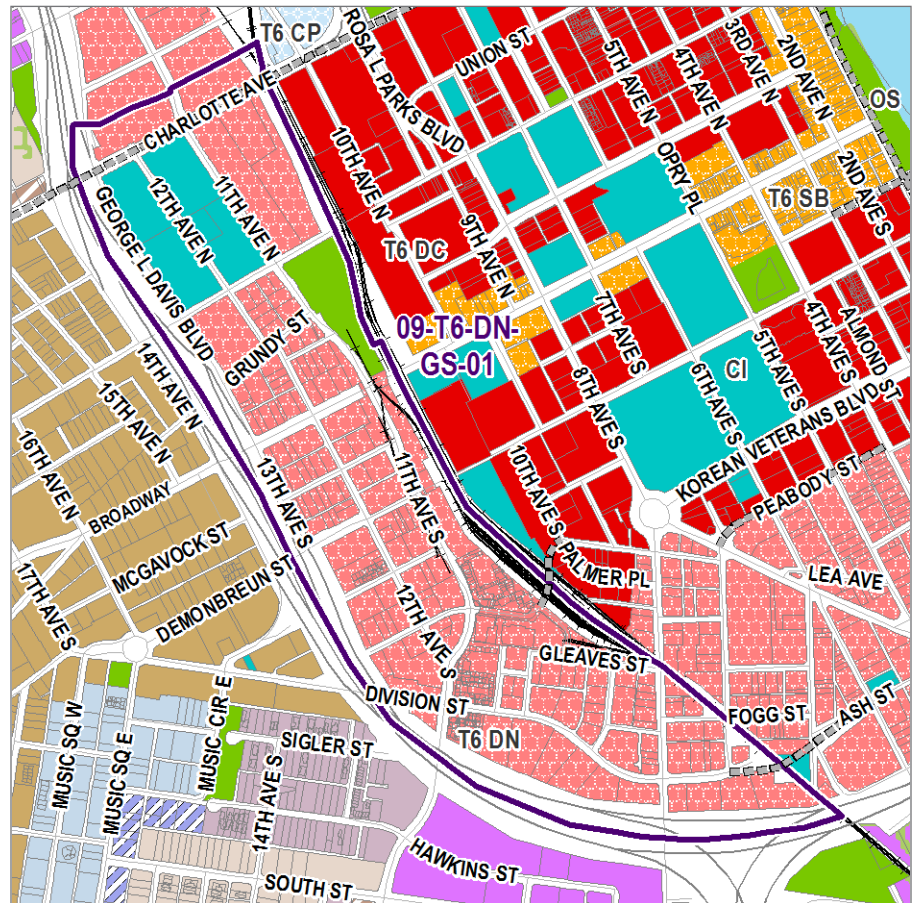
In The Gulch, the street pattern is interrupted by the rail line to the northeast and the interstate to the south and west. The area along 11th and 12th Avenues from Broadway to Division Street is characterized by small city blocks of 300 to 400 feet bisected by

alleys. The area north of Division Street to the rail line is characterized by a small and somewhat irregular street grid with disjointed alleys. Currently, the Metro Public Works Department is working on the connection of Division Street through the Gulch South neighborhood into the Lafayette neighborhood. This will provide connections to the east for pedestrians, bicycles, transit, and automobiles.

The Downtown Neighborhood (T6-DN) policy is applied to the entire neighborhood. See this policy in the CCM for guidance beyond the goals and supplemental policies listed below.

### *Goals and Supplemental Policies — Gulch South*

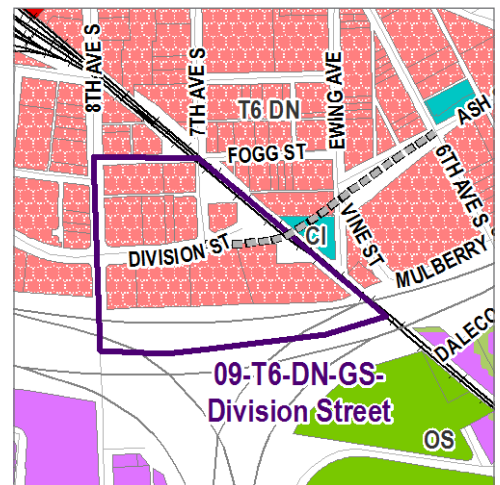
- Building heights should be a minimum of 25 feet at the street.
- In most locations, building heights are limited to mid-rise, with some additional height permitted on Church Street, Broadway, Demonbreun Street, and Division Street.
- Consideration may be given to additional height at the intersections of Demonbreun Street/12th Avenue South, Division Street/12th Avenue South, and Division Street/8th Avenue South, provided that buildings are sensitively designed to enhance the pedestrian experience and the urban fabric by marking important locations.



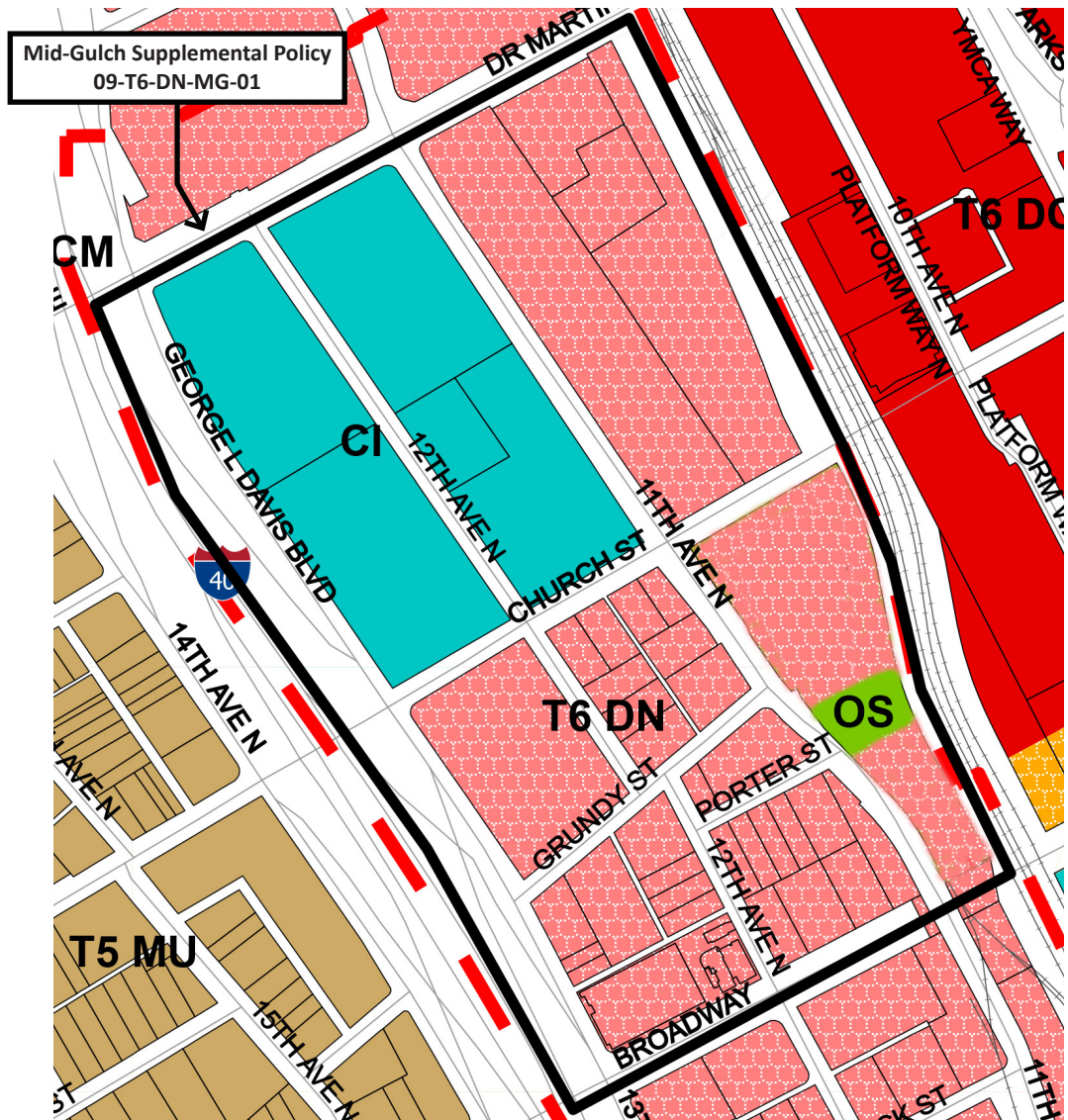
SPA 09-T6-DN-GS-01 boundary



- The dramatic topography and irregular street pattern in The Gulch create important focal points that provide opportunities to mark the termination of vistas with noteworthy architectural features. These features may be, but are not limited to, grand entrances, detailed façade articulation, tower/spire forms, public art, plazas, or fountains.
- Given the unique street pattern and topography, three prominent intersections have been identified where distinctive development is appropriate to mark important entry points into The Gulch and include: Demonbreun Street and 12th Avenue South; Division Street and 12th Avenue South; and Division Street and 8th Avenue South. At these intersections, additional building height at the street may be appropriate. Taller buildings at these intersections may be considered in order to enhance the urban fabric by marking important locations, provided that a positive pedestrian environment is maintained.
- As the neighborhood grows, the need for a neighborhood park to provide recreation and leisure opportunities for residents and patrons in this area remains. Additionally, efforts to implement The Gulch Greenway paralleling the railroad tracks and 11th Avenue South and Industrial Boulevard should be supported.
- Efforts should be made to secure a historic or cultural designation for the Station Inn, at the intersection of 11th and 12th Avenues South, to protect this cultural treasure.
- The identified gateway entrances into Downtown at Broadway, Charlotte Avenue, Demonbreun Street, 8th Avenue South, and Division Street at 12th Avenue South should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways/Entrances section on page 62 (Figure DT-6).
- Buildings abutting the Broadway, Church Street, Demonbreun Street, and the Division Street Extension viaducts, if tall enough, should have a pedestrian entrance on their respective abutting viaducts. Pedestrian entrances should also be provided on 11th Avenue North and 12th Avenue North to improve the pedestrian environment at the street.
- Properties along the Division Street Extension may be considered for high-rise building height (20 stories and taller) in exchange for public benefits provided by the development, including, but not limited to, affordable and workforce housing, the Downtown Code’s Bonus Height Program, modification processes, or rezoning to a Specific Plan. Building design should also result in a unique architecture that seeks to improve the public realm and city skyline. Refer to the accompanying map.
- The planned new streets shown on the Downtown Future Street Connections map (Figure DT-9 on page 69) should be constructed as part of new development of properties in those areas.



Properties along Division Street Extension



09-T6-DN-MG-01 boundary

### Mid-Gulch Neighborhood — 09-T6-DN-MG-01

The Mid-Gulch neighborhood is bounded by Dr. Martin Luther King Jr. Boulevard to the north, George L. Davis Boulevard to the west, Broadway to the south, and the CSX rail lines to the east. See the accompanying map of the neighborhood on the front page of this report.

Like the rest of the Gulch neighborhood, the Mid-Gulch is intended to accommodate a mix of residential, office, and commercial uses in primarily mid-rise buildings. Three critical East/West corridors pass through the Mid-Gulch area - Broadway, Church Street and Dr. Martin Luther King Jr. Boulevard. They offer direct vehicular routes from the interstate and George L. Davis Boulevard to the Downtown Core and provide important pedestrian connections between Midtown, the Gulch, and the Downtown Core.

While the South Gulch and Capitol View have been quicker to develop than the Mid-Gulch, the latter will continue to grow and densify in the following years. The following supplemental policies guide the Mid-Gulch, and its unique characteristics, into a lively mixed-use neighborhood in Downtown Nashville.

## *Goals and Supplemental Policies — Mid-Gulch*

- 11th Avenue serves as an uninterrupted, direct connection through the Gulch neighborhood for all modes of transportation and mobility. Within the Mid-Gulch, all efforts should be made to make 11th Avenue a pedestrian-focused “main street.” Ground floor active-uses, enhanced streetscape design, access to open spaces, and iconic pedestrian entrances are strongly encouraged.
- Direct vehicular access points into parking garages or back of house areas on Broadway, Church Street, Dr. Martin Luther King Jr. Boulevard, 11th Avenue, and George L. Davis Boulevard are not ideal. Vehicular access points could be considered at these locations when alleys, internal service lanes, or minor side streets are not available and when the access points are consolidated, and provide an opportunity for vehicles to load, unload, and turn around on-site. Newly proposed vehicular access points onto private property should align with existing or currently proposed vehicular access points on properties opposite them, whenever possible.
- Proposed developments adjacent to the Broadway or Church Street viaducts should provide a publicly accessible way for pedestrians to traverse between the lower and upper street levels. Clear and concise wayfinding signage should be included.
- Proposed developments adjacent to the Broadway or Church Street viaducts should be designed with both the upper and lower levels in mind. For the Broadway and Church Street viaducts, north of 11th Avenue, active ground floor uses are encouraged. For the Church Street viaduct in between 11th Avenue North and 12th Avenue North, the lower level design should include lighting, and take into account any other safety and maintenance considerations.
- Proposed developments adjacent to Broadway or Church Street may be considered for frontage build-to dimensions greater than the current maximum of 10’ when that dimension facilitates providing a wider, pedestrian-oriented streetscape.
- Providing publicly accessible neighborhood parks in the Mid-Gulch area remains a priority. Efforts to connect open park spaces to the Gulch Greenway, by both locational and visual adjacencies, are strongly encouraged.
- Within the Mid-Gulch Supplemental Policy area, the Open Space Bonus Height Program may be adjusted so that the number of square feet of bonus height may be up to ten times that of the number of square feet in open space provided. Within the Mid-Gulch Supplemental Policy area, the number of stories to be earned using the Open Space Bonus Height Program may be unlimited.
- Proposed developments on parcels that include current or future greenway connections should work with Metro Planning and Metro Parks to integrate the greenway into the development in a cohesive manner.
- Within the Mid-Gulch Supplemental Policy area, the Open Space Bonus Height Program can be earned for any development that provides a

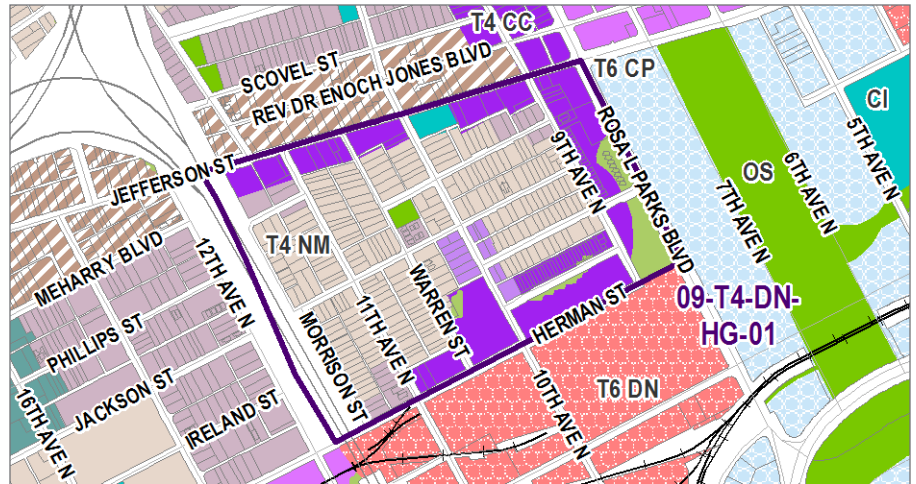
multimodal vertical connection via a ramping system built to ADA requirements. The number of square feet of bonus height may be up to ten times that of the number of square feet of the footprint of the accessible ramp provided, as calculated in plan view. Within the Mid-Gulch Supplemental Policy area, the number of stories to be earned using the Open Space Bonus Height Program may be unlimited.

- Additionally, the Open Space Bonus Height Program can be earned for any development that provides active uses located along a greenway, so as long as they are a minimum of 20' in depth. The number of square feet of bonus height may be up to twice that of the number of square feet of active uses provided along the greenway. Within the Mid-Gulch Supplemental Policy area, the number of stories to be earned using the Open Space Bonus Height Program may be unlimited.
- Pending the redevelopment of any property adjacent to the former right-of-way area known as Hynes Street, the land use policy should be amended to T6 DN (if not already), and the Hynes Street right-of-way should be rededicated to Metro and reopened for public use. Alleys should be built in accordance with the Downtown Community Plan. Final streetscape design should be the result of collaborative efforts between property owners, the Metro Nashville Department of Transportation, Metro Planning, and Metro Parks and Greenways (for portions of Hynes Street adjacent to the Gulch Greenway).
- Property owners and Metro departments should work together to secure a historic designation for any eligible properties in the Mid-Gulch area.
- Within the Mid-Gulch Supplemental Policy area, the Historic Preservation Bonus Height Program may be adjusted so that the number of square feet of bonus height earned by preserving an eligible Mid-Gulch property may be up to ten times that of the number of square feet preserved. Non-historic buildings that contribute to the industrial character of the Mid-Gulch area may also be eligible to be preserved through the Historic Preservation Bonus Height Program at this same rate. Within the Mid-Gulch Supplemental Policy area, the number of stories to be earned using the Historic Preservation Bonus Height Program may be unlimited.
- Buildings with facades that front George L. Davis Boulevard are highly visible and act as visual gateways into Downtown. TDOT is exploring modifications to the western side of the inner loop that could lend even more prominent visibility to these facades in the future. Any new development or redevelopment, along George L. Davis Boulevard, between Broadway and Dr. Martin Luther King Jr. Boulevard, should be designed with active use pedestrian entrances at the ground level. Above ground structured parking should be screened from view or include active use liner units.
- Mid-Gulch properties should aim to implement Metro Nashville Public Works (now Nashville Department of Transportation) 11th Avenue Corridor Study (November 2019), including, but not limited to, the following recommendations:
  - Section 4.3 – Any redevelopment of the property adjacent to the intersection of 11th Avenue North and Dr. Martin Luther King Jr. Boulevard should dedicate enough space for identified intersection reconfigurations to be made.

- Section 6.3 – New office and residential developments should work with Nashville Connector to provide their residents with ample information on safe, reliable, and efficient alternative modes of commuting, and other Transportation Demand Management (TDM) strategies.
- Section 6.4 – A shared mobility hub should be considered for the Gulch to enhance the travel experience of individuals who choose an active form of transportation. The hub should be open to the public and located on the ground-level of a future development.

Recommendations included in the 11th Avenue Corridor Study that reference specific projects or locations within the Mid-Gulch Supplemental Policy area are supported by this supplemental policy.

- The Mid-Gulch should be considered for a Business Improvement District designation, either by creating a new one specific to this neighborhood or by extending the existing Gulch Business Improvement District or the existing Central Business District.
- The intersection of 11th Avenue North and Dr. Martin Luther King Jr. Boulevard is one where distinctive development is appropriate to mark an important entry point into several downtown neighborhoods, including The Gulch, Capitol View, and the Downtown Core. This intersection is included in the Dr. Martin Luther King Jr. Boulevard/Charlotte Avenue Innovation Corridor that was identified in the 2020 Metro Nashville Transportation Plan. Properties fronting Dr. Martin Luther King Jr. Boulevard within the Mid-Gulch area should contribute to and be supportive of the innovation corridor.
- Consideration of additional height may be given to properties at the intersections of 11th Avenue/Broadway, 11th Avenue North/Church Street, and 11th Avenue North/Dr. Martin Luther King Jr. Boulevard, if buildings are sensitively designed in accordance with the goals presented in the Mid-Gulch Supplemental Policy.



SPA 09-T4-DN-HG-01 boundary

### Hope Gardens Neighborhood — 09-T4-DN-HG-01

The Hope Gardens neighborhood is generally located between Jefferson Street to the north; Rosa L. Parks Boulevard to the east; Herman Street to the south; and the interstate to the west. See the accompanying map of the neighborhood below.

The intent for Hope Gardens is to preserve its historic character while accommodating a mix of new housing and new mixed use development at appropriate locations as specified in the plan. Hope Gardens contains five different policies: Urban Community Center (T4-CC) along the edges of Jefferson Street and Rosa L. Parks Boulevard; Urban Neighborhood Center (T4-NC) on the small commercial center located around 10th Avenue North, Locklayer Street, and Jackson Street; Urban Neighborhood Evolving (T4-NE) on four areas expected to or already developed at higher intensity or form than the majority of the neighborhood; Urban Neighborhood Maintenance (T4-NM) on the majority of the neighborhood to recognize its existing block, lot pattern, and historic housing stock; and Open Space (OS) on the neighborhood park located at the corner of Philips Street and Warren Street. See those policies in the CCM for guidance, in addition to the goals and supplemental policies for the neighborhood listed below.

#### *Goals and Supplemental Policies — Hope Gardens*

- The identified gateway entrance into Downtown at Jefferson Street and Rosa L. Parks Boulevard should redevelop into a grand entrance in accordance with the recommendations set forth in the Gateway/Entrances section (Figure DT-6 on page 62).

## Sulphur Dell Neighborhood — 09-T6-DN-SD-01

The Sulphur Dell neighborhood is generally located between Jefferson Street to the north; the Cumberland River to the east; the rail line to the south; and 4th Avenue North to the west. See the accompanying map of the neighborhood.

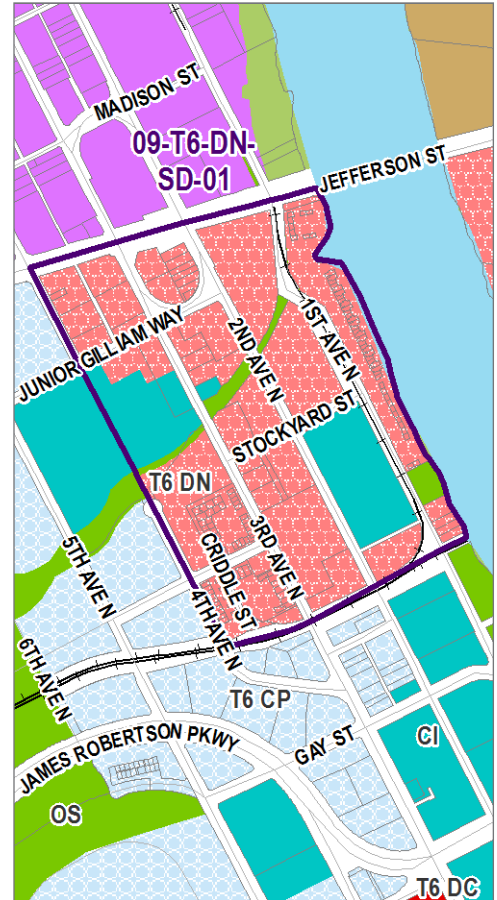
Sulphur Dell was home to Nashville’s stockyards and the first gas works. In the past, it was primarily industrial but is experiencing a large amount of residential development prior to, and now building on, the development of the First Tennessee Park. First Tennessee Park is the new minor league ballpark for The Nashville Sounds, Nashville’s AAA baseball team. The ballpark straddles the Sulphur Dell and adjacent Bicentennial Mall neighborhoods. A portion of the ballpark is located on the land on which the former Sulphur Dell ballpark sat from 1870 to 1969.

Sulphur Dell is covered by the State’s *Bicentennial Mall Master Plan*, which is reflected in the goals of this plan. The area is intended to accommodate a mix of residential, office, and commercial uses in chiefly mid-rise buildings. Part of the intent for this area is to develop in a manner that protects views of the State Capitol.

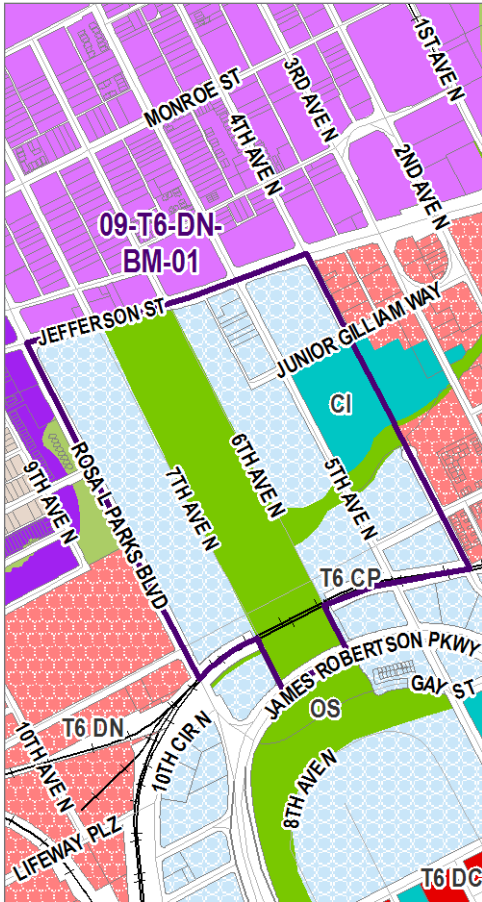
The Downtown Neighborhood (T6-DN) policy is applied to the entire neighborhood. See this policy in the CCM for guidance beyond the goals and supplemental policies listed below.

### Goals and Supplemental Policies — Sulphur Dell

- To ensure the preservation of views of Capitol Hill, building heights should be a minimum of 25 feet at the street, but should not exceed low-rise building heights with an overall elevation height of 560 feet (the base of the capitol building).
- The French Lick Greenway should be extended across Jefferson Street to the north.
- Two new east-west streets are planned for the southern part of the Sulphur Dell neighborhood to improve connectivity and should be constructed as part of new development of properties in those areas. The planned new streets are shown on the Downtown Future Street Connections map (Figure DT–9 on page 69).



SPA 09-T6-DN-SD-01 boundary



SPA 09-T6-DN-BM-01 boundary

More information about the State of Tennessee’s Bicentennial Mall Master Plan is online: [http://tennessee.gov/assets/entities/generalservices/stream/attachments/Bicentennial\\_Mall\\_Urban\\_Master\\_Plan.pdf](http://tennessee.gov/assets/entities/generalservices/stream/attachments/Bicentennial_Mall_Urban_Master_Plan.pdf)

## Bicentennial Mall Neighborhood — 09-T6-DN-BM-01

The Bicentennial Mall neighborhood is generally located between Jefferson Street to the north; 4th Avenue North to the east; the CSX rail overpass and James Robertson Parkway to the south; and Rosa L. Parks Boulevard to the west. See the accompanying map of the neighborhood.

This neighborhood is dominated by the Bicentennial Mall State Park and the Farmers Market. It also contains some state office buildings, surface parking, and part of the French Lick Greenway. It is covered by the State’s *Bicentennial Mall Urban Master Plan*, which is reflected in the goals of this plan. The Bicentennial Mall neighborhood is also the site of the relocated Tennessee State Museum and State Archives.

The intention of this plan is for the Bicentennial Mall neighborhood to develop into a mixed use neighborhood that focuses on State and Metro facilities, including offices and cultural venues, but that also includes residential and retail development at a scale that is welcoming to the many pedestrians expected to visit the area.

Open Space (OS) policy is applied to the Bicentennial Mall State Park, and Civic (CI) policy is applied the rest of the Neighborhood. Refer to those policies in the CCM for guidance beyond the goals and supplemental policies listed below.

### *Goals and Supplemental Policies — Bicentennial Mall*

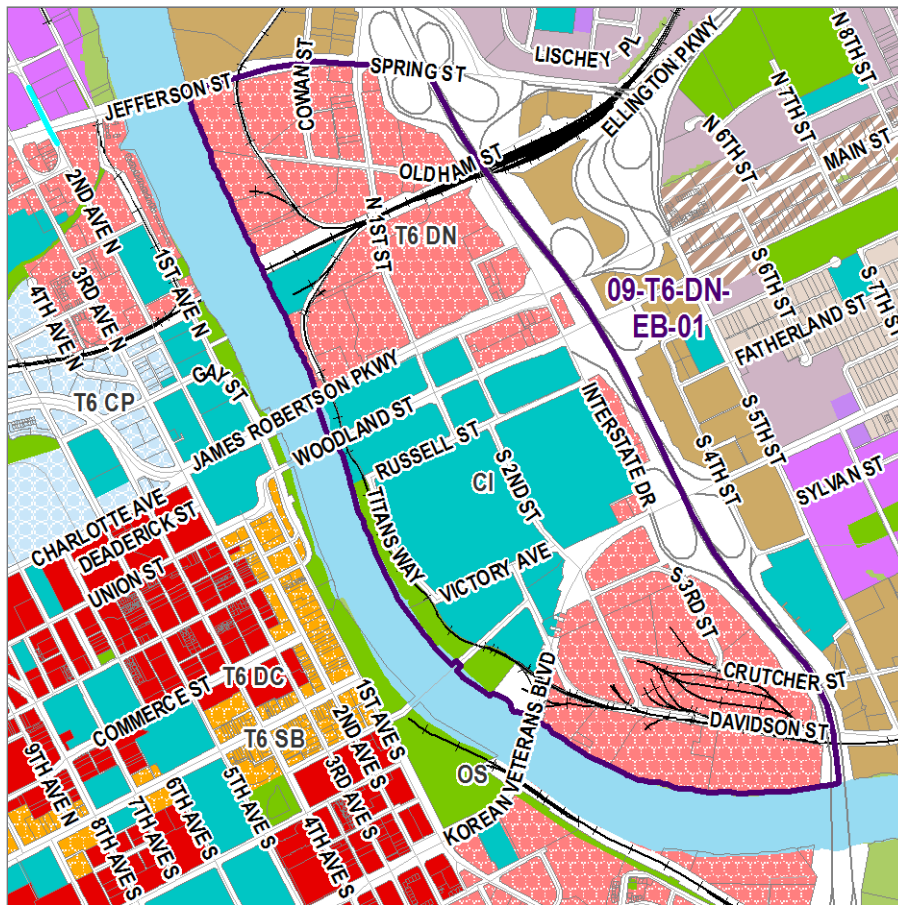
- To ensure the preservation of views of Capitol Hill, building heights should be a minimum of 25 feet at the street, but should not exceed low-rise building heights with an overall elevation height of 560 feet (the base of the capitol building).
- The identified gateway entrances into Downtown at 5th Avenue North/Jefferson Street and at Rosa L. Parks Boulevard/Jefferson Street should redevelop into grand entrances in accordance with the recommendations set forth in the Gateways/Entrances section on page 62 (Figure DT-6).
- 5th Avenue of the Arts is identified as a “celebrated corridor.” Improvements to the public rights-of-way and public and private investment in streetscaping features on 5th Avenue should take into consideration the arts theme.



## East Bank Neighborhoods — 09-T6-DN-EB-01

The East Bank is generally bounded by Jefferson Street to the north; I-24 and I-65 to the east; and the Cumberland River to the south and west. See the accompanying map of the neighborhood.

In early 2021, the Metro Nashville Planning Department kicked-off a study to re-envision nearly 350 acres of underutilized land in the heart of Nashville along the banks of the Cumberland River. In partnership with consultants, Perkins Eastman, the Mayor's Office, Nashville Department of Transportation, Metropolitan Development and Housing Agency, and others, the *Imagine East Bank* Study provides Nashville with the opportunity to dream of new neighborhoods that could emerge in this area – instead of responding to private development – that are accessible to all and reposition this area of the city for generations to come.



SPA 09-T6-DN-EB-01 boundary

Historically, the East Bank supported industrial uses for a budding new city and the area has remained largely industrial to this day. Urban renewal projects in the mid-twentieth century severed the East Bank from its neighbors effectively making it an island characterized by disjointed streets, industrial development, surface parking lots, and other large-scale infrastructure.

More recently, a renewed interest in the waterfront and urban core brought new uses to the East Bank. Over time, the construction of an NFL Stadium, the John Seigenthaler Pedestrian Bridge, and Cumberland Park created important destinations. The area is ripe with additional possibility and, with the development of the community vision reflected in *Imagine East Bank*, a new future can be realized.

The East Bank's Community Character Policies are Downtown Neighborhood (T6-DN) which is intended to foster mixed use development, Open Space (OS), and Civic (CI) which is applied to the Nissan Stadium properties and parking areas. Refer to those policies in the CCM for guidance beyond the goals and supplemental policies listed in *Imagine East Bank*.

## Goals and Supplemental Policies — *Imagine East Bank* vision plan

- With the adoption of the *Imagine East Bank* vision plan on October 6, 2022, the Downtown Community Plan’s goals and supplemental policies for the East Bank were updated. *Imagine East Bank* is the culmination of almost two years of community engagement that led to the creation of four vision concepts — Equitable and Affordable East Bank, Safe and Simple Multimodal Connections, Respect for the River, and Neighborhoods for Nashvillians. These vision concepts set the foundation for realizing Nashville’s next great neighborhoods on the East Bank. **Review the full vision plan for complete policy guidance.**



### Equitable & Affordable East Bank

*Advance equity, resiliency, and high quality of life for all Nashvillians through the creation of accessible and affordable places to live, work, and play.*



### Safe & Simple Multimodal Connections

*Provide a robust, multimodal transportation system enabling easy and equal access to and through the East Bank.*



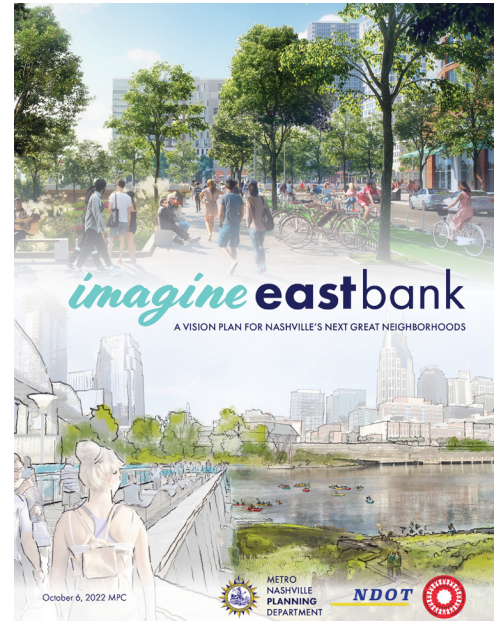
### Respect for the River

*Re-center the river as a vital community amenity and bolster resiliency through enhanced floodplain and stormwater management.*



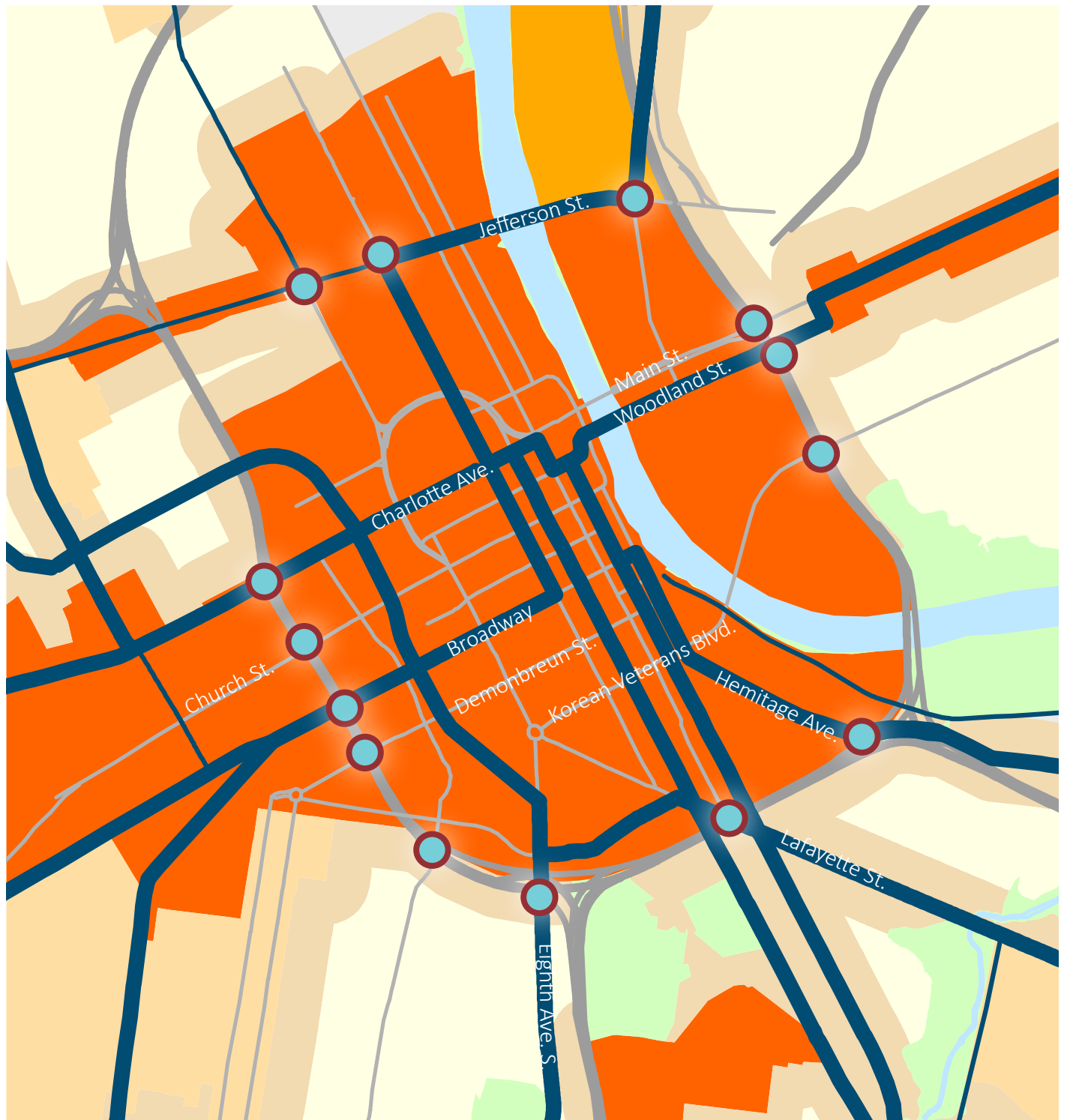
### Neighborhoods for Nashvillians

*Create vibrant, livable, and authentic neighborhoods that prioritize the everyday needs of Nashvillians.*



More information about the *Imagine East Bank* vision plan may be found at:  
[www.eastbankstudy.nashville.gov](http://www.eastbankstudy.nashville.gov)

Figure DT-6: Gateways/Entrances to Downtown



**Legend for Gateways and Entrances**

Gateway

**Priority Corridors**

Immediate need

Long-term need

**Centers**

First Tier

Second Tier

Third Tier

**Green network**

Green network

**Feature**

Neighborhood

Special Uses

Transition/infill

## Gateways/Entrances to Downtown

Downtown offers a unique setting and atmosphere to play, work, and live and draws residents, employees, and millions of visitors each year. Given its special role in Davidson County and Middle Tennessee, Downtown deserves grand entrances that alert visitors that they have arrived in the center of the city. A number of gateways into Downtown have been identified on the Gateways/Entrances map (Figure DT-6 on page 62) as locations for prominent entrances. These entrances require special treatment to provide a distinctive transition into Downtown.

While these entrances currently offer some exceptional views into Downtown, there is much room for improvement to make each entrance welcoming, especially as the view is often cluttered by advertising signs and overhead wires. Recommendations in this section should be considered by the various Metro Departments and other public agencies with interests in the public right-of-way when undertaking projects in and around these entrances to Downtown and by private property owners with property at or around these entrances.

All entrances, except those from the north, pass either under or over the interstate system. The ample green space associated with the interstate ramps provides an opportunity for a consistently themed landscaping plan and ideal locations for entrance signs. However, at a number of the key entrances, the green space is enclosed by unsightly chain link fences that should be removed. In addition to open space in the right-of-way, a number of entrances include publicly owned open spaces in front of government buildings. These are ideal locations to enhance the landscaping and place public art and signage.

Many of the properties flanking the entrances are privately owned. A large number are small-scale, service businesses that have not invested in the visual aesthetics of the property. A program that assists with landscaping, painting, and other beautification projects can encourage private investment to enhance the visual impact these properties have as the entrance to Downtown. Where the businesses present a blank wall to the entrance street, assistance with efforts to animate the building to contribute to a lively pedestrian environment would be appropriate. At a few locations, the existing businesses are not compatible with an entrance and particular efforts need to be made either to enhance their visual appeal or to screen these businesses from the street.

The *Downtown Streetscape Elements Design Guidelines* notes that well-designed and implemented urban streetscape corridors are among the most commonly experienced civic spaces and that the streetscape environment must enhance, complement, and strengthen the identity of an urban district. The Guidelines distinguish various contextual sub-districts within Downtown through use of different types of streetscape elements. These guidelines can be used to determine the appropriate streetscape elements for the entrances.

More information about the Downtown Streetscape Elements Design Guidelines may be found at:

[www.nashville.gov/portals/0/SiteContent/pw/docs/drawings/downtown\\_streetscape\\_guidelines.pdf](http://www.nashville.gov/portals/0/SiteContent/pw/docs/drawings/downtown_streetscape_guidelines.pdf)

More information about Nashville's trees and tree planting may be found at

[www.nashville.gov/Public-Works/Community-Beautification/Tree-Information.aspx](http://www.nashville.gov/Public-Works/Community-Beautification/Tree-Information.aspx)

### *Gateway/Entrances Recommendations*

As previously noted, these recommendations are primarily for Metro Departments and other public agencies with interests in the public right-of-way. However, as development occurs near the entrances, these recommendations can also be used as a guide for private investment.

- Preserve and enhance the views of Downtown at the entrances.
- Install signs welcoming visitors to Downtown.
- Use public open space, including open space within the right-of-way, for attractive landscaping, signs, and public art. Whenever possible, remove unsightly fences.
- Create a program to assist private property owners with landscaping, painting, and other beautification projects. A program of unified streetscape elements would provide consistency to the entrances and assist in creating a sense of transition into Downtown.
- Add banners and other streetscape elements using the *Downtown Streetscape Elements Design Guidelines*.
- Place the utilities underground as public or private development occurs to assist in removing visual clutter. Where this is not feasible, locate the utilities within the alley network.
- Work with business owners and appropriate Metro Departments to design signage that complements and enhances, rather than detracts from, the entrances. Refer to the Downtown Sign Code when properties are redeveloped and new signage is requested.
- Add and maintain street trees where possible per the Tree Canopy Assessment and Urban Tree Inventory to frame the street, green the urban environment, and provide a unifying element to the entrances and streetscape.



**Figure DT-7: SoBro Area as visualized in the SoBro Master Plan, 2013. Street view above; bird's-eye view below**

*Source: Urban Design Associates*



## 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 function, so they also contribute 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.

Urban open space is broadly defined to include all publicly accessible open space that is dedicated to the public realm. This includes formal parks and greenways as well as hardscaped open spaces like plazas. Downtown currently has a variety of open space types; however, more open spaces are needed to balance the recreational and social needs of the growing number of Downtown residents, employees, and visitors.

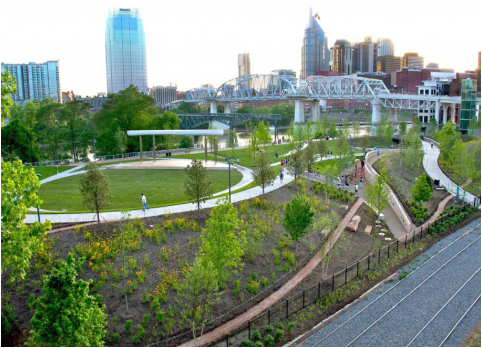
The accompanying Downtown Open Space Plan shows potential park locations to serve the growing number of residents and employees in Downtown. Many of these potential park locations have been studied and discussed in previous planning documents, including the Downtown Community Plan (2007) and the *South of Broadway Strategic Master Plan* (2013). While considered desirable locations for future Downtown park land, these sites are not owned by Metro Government. The sites are in private ownership and, as such, Metro would work with the private property owners to determine if an arrangement could be made to purchase or use the land for future parks. These properties still have Community Character Policies applied to them, which guide future growth and development decisions, and the private property owners may explore those options as they see fit.

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



**Picnic in the Park event**

Photo credit: Downtown Partnership



**Cumberland Park**

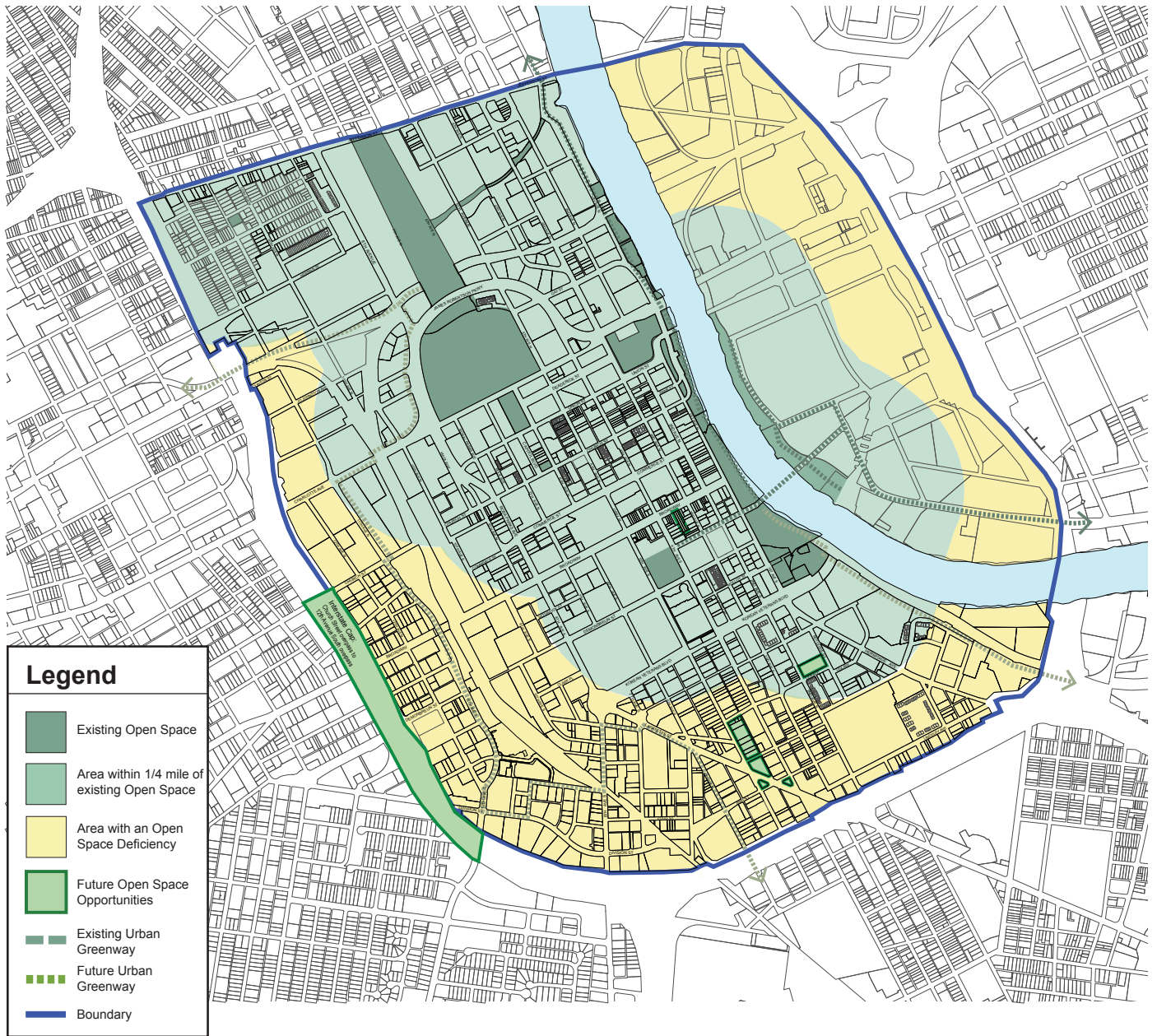


**Ascend Amphitheater in Riverfront Park**

Both the Open Space Plan and Plan To Play are online: [www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx](http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx)



Figure DT-8: Downtown Potential Open Space Plan



## Enhancements to the Transportation Network

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Walking



Cycling



Music City Central transit center

*Plan To Play* also discusses greenways. Greenways serve an open space/recreational function and a transportation function, 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 on 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.

Access Nashville 2040 is online: [www.nashvillenext.net/](http://www.nashvillenext.net/)

nMotion is online: [www.nashvillenext.net/](http://www.nashvillenext.net/)

WalknBike is online: [www.nashvillenext.net](http://www.nashvillenext.net)

### *Downtown Future Street Connections*

While Downtown boasts the city’s strongest street connectivity, there are a few street connections and re-alignments that could be made to assist in overall connectivity. 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. Street connectivity is especially important in Downtown given the number of pedestrians—it is easier to walk to destinations when there is a dense street network of multiple routes.

The Imagine East Bank vision plan includes a more detailed future street connections map for the East Bank. It can be found at: [www.eastbankstudy.nashville.gov](http://www.eastbankstudy.nashville.gov)

Figure DT-9 shows street connections studied and proposed in the Downtown Community Plan: 2007 Update and included in this update of the Downtown Community Plan. When development is proposed, these street connections should be provided.

**Figure DT-9: Downtown Future Street Connections**

