

## **CHAPTER IV. VISION FOR THE FUTURE OF DOWNTOWN**

### **GUIDING PRINCIPLES**

The Downtown Community Plan Update engaged community members in envisioning the future growth of Downtown. The ideas gleaned from focus groups, community meetings and review of previously-created plans for Downtown neighborhoods generated nine guiding principles.

These principles have guided the creation of overarching goals for Downtown's growth, the specific recommendations made in the Downtown Plan, and the guidelines present in the building regulating plans created for each Downtown neighborhood. When new development is proposed for Downtown, it should be judged on its ability to transform these principles into practice.

The guiding principles call for every development decision to:

- Ensure that Downtown remains the civic, commercial and entertainment center for Nashville, Middle Tennessee and the Southeast;
- Provide opportunities for continued growth while preserving and enhancing the character that inspires residents and businesses to move Downtown;
- Create strategic mixed use to facilitate Downtown's transformation into a 24/7 community;

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- Create and nurture urban neighborhoods;
- Create active, attractive streets and streetscapes;
- Protect and reuse historic structures and districts;
- Create environmentally sustainable and energy efficient development;
- Create "great spaces" throughout Downtown for the enjoyment of citizens and visitors alike; and
- Provide for improved mobility in and through Downtown to support other principles for healthy growth in Downtown.

### **CONCEPT PLAN**

The accompanying Concept Plan is a visual representation of the community's broad vision for Downtown balanced with sound planning principles.

The Concept Plan incorporates the planned projects of Metro Departments and ideas from recently-conducted planning efforts by the public and private sectors. Many of the guiding principles described above, such as continued growth, strategic mixed use, strong urban neighborhoods, great spaces and improved mobility are represented in the Concept Plan.

## OVERARCHING GOALS

The guiding principles of the Downtown Plan inform overarching goals for public and private investment in Downtown. The guiding principles are inter-related and mutually reinforcing. As a result, some goals appear under multiple guiding principles.

For example, requiring a mixture of uses in a building ensures that the building will have activity 24/7 (Guiding Principle 3). With people present constantly, there will be “eyes on the street” and the added safety that makes streets feel active, attractive, and comfortable (Guiding Principle 5). This nurtures the urban neighborhood, because residents feel safe and welcome regardless of the time of day or night (Guiding Principle 4).

These goals should be used as benchmarks for proposed growth and development. Specific tools for reaching these goals are included in the building regulating plans, but the Downtown Plan also encourages innovation in achieving the overarching goals and putting the guiding principles into practice.

### Reinforce Downtown as the Civic, Commercial and Entertainment Center of Nashville, Middle Tennessee and the Southeast

- Make all efforts necessary to ensure that new civic, commercial and entertainment development finds a welcoming home in Downtown.
- Aggressively market Downtown to new and relocating businesses while providing opportunities for expansion of existing businesses.

- Encourage the concentration of commercial and office development in the Core, with a greater emphasis on residential and entertainment uses in surrounding neighborhoods to support and enhance the Core.
- Maintain Downtown as a premiere cultural, entertainment and sporting event destination for residents and visitors alike.
- Provide ample opportunities for necessary expansion of civic and government activities.

### Provide Opportunities to Grow While Preserving Downtown’s Character

- Provide increased development opportunities for the Core by expanding the Core’s boundaries, opening new properties to increased development intensity.
- Consider additional development intensity within the Core in light of the specific location and the proposed development’s ability to meet the guiding principles of the Downtown Plan.
- Provide increased development opportunities for specific subdistricts in the Core and SoBro neighborhoods by tying increased development intensity to provision of public benefits such as enhanced Leadership in Energy and Environmental Design (LEED) certification.
- Promote the economic vitality of Downtown through new mixed-use development.
- Ensure that new development contributes to a lively urban experience by strategically

locating active uses (restaurant, retail, residential or high-traffic office) on first floors to make streets safe and comfortable public spaces.

### Create a 24/7 Downtown with Strategic Mixed Use

- Encourage mixed-use development within blocks and within individual buildings.
- Strategically locate first floor active uses (restaurant, retail, residential or high-traffic office) on key streets envisioned to be especially pedestrian friendly.
- On key streets intended to be especially pedestrian friendly, line parking garages with active uses, and limit access to parking structures to avoid pedestrian/auto conflicts.
- Amend zoning code so that for liner buildings not mandated by zoning code, the FAR created by the liner building would not count toward the development’s primary FAR.
- Promote more diverse residential development by providing opportunities for a range of housing options throughout Downtown’s neighborhoods.
- Maintain the Core and its redefined boundaries as the strong commercial center for Downtown with supportive residential and entertainment uses in surrounding neighborhoods.
- Provide a mixture of uses in the SoBro and the Gulch neighborhoods with an emphasis on entertainment and residential uses.
- In the remaining neighborhoods, concentrate mixed-use development on key

Comment [13]: FAR Amendment

Comment [11]: FAR Amendments

Comment [12]: Height Bonus Amendment

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corridors or at key centers, with supporting  
residential surrounding the mixed-use.

## **Create and Nurture Urban Neighborhoods**

- Provide for a variety of housing options throughout Downtown, from single-family homes in Hope Gardens, to townhomes and low-rise stacked flats in Lafayette and Rutledge Hill, to mid-rise development in Rolling Mill Hill and parts of the East Bank, to mid-rise and high-rise opportunities in SoBro, the Gulch and the Core.
- Encourage mixed-use development along specific corridors or at neighborhood centers to provide for services to support Downtown residents.
- Provide additional open space and bike and pedestrian routes (greenways, bike routes, safe and comfortable sidewalks) to visit Downtown's existing open spaces – Bicentennial Mall, Capitol Hill and the riverfront.
- Recognize that the streets and sidewalks of Downtown are important public spaces and should be developed to be safe, comfortable and welcoming.
- Conduct further study of programs and incentives to encourage workforce housing, defined as housing with a range of sizes, cost and tenure (both rental and owner-occupied) to accommodate a diverse range of employees and their families.
- Currently, the Metropolitan Zoning Code requires 25 percent affordable housing in exchange for a FAR bonus, while Metropolitan Development and Housing

Agency (MDHA) redevelopment districts require 20 percent affordable housing to receive tax increment financing. Conduct further study of the costs, benefits and impacts of both of these percentages and make recommendation to align the two requirements.

- Support MDHA in removing, from the Capitol Hill redevelopment district, the prohibition against residential development.

## **Create Active, Attractive Streets and Streetscapes**

- Strategically locate first floor active uses (restaurant, retail, residential or high-traffic office) on key streets envisioned to be especially pedestrian friendly. On these key streets, line parking garages with active uses and limit access to parking structures to avoid pedestrian/auto conflicts.
- Utilize the adopted *Downtown Streetscape Design Guidelines* in public and private development.
- Apply the Walkable Subdivisions guidelines of the Subdivision Regulations for provision of urban sidewalks.
- Encourage use of sidewalks as the public realm by including sidewalk dining, architectural arcades and plazas.
- Provide wayfinding and signage throughout the Downtown neighborhoods to help motorists, pedestrians, and bicyclists know their location and find their destination.

## **Protect and Reuse Historic Structures and Districts**

- Encourage adaptive re-use of historic structures.
- Create historic preservation districts for specific historic areas where community and/or owner support exists.
- Develop a transfer of development rights program to transfer development rights from structures in Metro Council-approved Historic Preservation Districts to allow owners to realize the value of their investment while relieving the pressure to demolish or irrevocably alter historic structures.
- Proceed, with property owner support, in securing listing on the National Register those structures currently identified as meeting the National Register criteria.
- Consider other preservation tools, such as Landmark status, for structures that are essential to Nashville's identity and culture as Music City, U.S.A.
- Protect viewsheds to the Capitol by establishing appropriate height or elevation limits for infill development north of Charlotte Avenue.
- Encourage development adjacent to historic structures to be located and designed so as to integrate and enhance, rather than detract or threaten, historic resources.

## **Create a Sustainable Downtown**

- Encourage environmentally sustainable, energy efficient development throughout Downtown's neighborhoods.
- Create development incentives in certain subdistricts of the Core and SoBro

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## Create “Great Spaces”

- Encourage private development to make use of urban design and architectural features to create welcoming places for residents, employees and visitors to enjoy Downtown and experience a true urban neighborhood.
- Preserve and enhance existing natural areas in Downtown for the health and enjoyment of the public.
- Provide additional parks and open space throughout Downtown in a variety of sizes and to meet the diverse needs of the community.
- Implement the first stage of the Riverfront Concept Plan and lay the groundwork for implementation of the remainder of the plan.
- Conduct an open space study for Downtown to consider the open space needs of Downtown stakeholders and the unique open space types appropriate for urban settings. Engage the community and relevant public partners in creating an open space plan to meet the needs of the community and the distinctive character of Downtown neighborhoods.
- Provide opportunities for public art throughout Downtown’s neighborhoods.
- Provide landscaping to complement the impact of new development throughout Downtown’s neighborhoods and provide a greater level of comfort for pedestrians.

- Encourage implementation of the special policies for entrances into Downtown to create entrances that provide the best first impression, for residents and visitors, of Downtown.

## Improve Downtown’s Mobility

- Conduct a broad, multi-modal transportation study for Downtown. Capitalize upon the best practices in mobility research conducted by Metro Public Works Department and engage the community and relevant public partners in creating a transportation plan that improves travel options to support the other guiding principles for Downtown. Consider, in this study, the suggestion proposed by many community members, for satellite parking served by transit service.
- Provide better connectivity throughout Downtown, with strategic street connections in SoBro, the Gulch, Rutledge Hill and Lafayette. Re-establish the street grid in East Bank, Sulphur Dell and Rolling Mill Hill.
- Provide, as an appendix to the Downtown Community Plan: 2007 Update to be introduced at a later date, recommendations to align the three plans that currently guide street designations and road improvements – the Adopted Major and Collector Street Plan, the Community Plans Major and Collector Street Plan and the Long Range Transportation Plan.
- Encourage walking as a primary mode of transportation Downtown by making sidewalks safe, pleasant, and comfortable for pedestrians and by encouraging pedestrian connectivity between uses whenever possible.
- Encourage bicycling as a viable alternative to the automobile for circulating around Downtown by considering additional bike lanes and safe, convenient bicycle parking and storage.
- Provide viable transit options to travel conveniently into and around Downtown.
- Prevent parking from negatively impacting the pedestrian environment by limiting access to parking from key streets designed to be especially pedestrian-friendly.
- Provide wayfinding and signage throughout the Downtown neighborhoods to help motorists, pedestrians, and bicyclists know their location and find their destination.

## STRUCTURE PLAN

The accompanying Structure Plan Map is an important element of the Downtown Plan. The Structure Plan map displays land use policies that guide the future use of land within Downtown. These policies reflect the development goals in the previous section, complement the Transect discussed in Chapter III, and are coordinated with the Transportation Plan found later in Chapter IV. The Structure Plan policies served as the basis for developing the Detailed Land Use Policies created for each of Downtown's seventeen neighborhoods.

Downtown Nashville has been the subject of several plans since the 1997 Subarea 9 Plan Update that this Downtown Plan replaces. Many of the provisions of these plans have been included in the Structure Plan. The additional plans reviewed and incorporated into the Downtown Plan include the Plan of Nashville, the Plan for SoBro and SoBro Study, the Gulch Plan and Gulch Study, and the Riverfront Concept Plan. A complete list of the plans reviewed for the preparation of the Downtown Plan can be found in the Appendix.

Furthermore, the Structure Plan reflects much of the solid guidance provided by the 1997 Subarea 9 Plan.

The fundamental elements of the Structure Plan include:

- A defined, compact, central Core that is not only home to the Central Business District, but is also a vital mixed-use center of the community;
- Corridors of significant historical and cultural importance to the city along Second Avenue and Broadway;

- State and Local civic and cultural districts;
- A band of intense mixed use neighborhoods surrounding the Core; and,
- A network of open space elements that includes a planned new waterway and greenway in the East Bank portion of Downtown.

These broad-level Structure Plan policies reflect the community vision by addressing the region's Central Business District functions, facilitating tourism and residential functions, and supporting the services and amenities necessary for residents and visitors.

Given the complexity and diversity of Downtown, the Downtown Plan includes not only the broad policies in the Structure Plan, but also Detailed Neighborhood Design Plans (DNDPs) and related, refined land use policies for each neighborhood. These DNDPs build on the overarching goals above and offer specific guidance within each of Downtown's sixteen neighborhoods as to the type and character of future development.

Finally, the Downtown Plan contains several special policies, including those addressing entrances into Downtown and the possibility for a new convention center Downtown. These special policies are found in Chapter V of the Downtown Plan.

The land use policies in the Structure Plan and DNDP maps are used to guide the Metro Planning Commission's recommendations to Metro Council regarding the appropriateness of zone change requests within the Downtown community. The policies also guide Metro Planning Commission decisions on subdivision requests. In addition, property owners and

developers will consult the maps when deciding how to develop property. Prospective homebuyers rely on the maps to help them decide where to buy a home in Downtown.

The maps are used with an accompanying document, Land Use Policy Application, or LUPA. LUPA contains the definitions and standards for the land use policies on the maps. LUPA is a companion document to all community plans. A copy of LUPA is included with the hard copy of the community plan and can be found on the Planning Department website at [www.nashville.gov/mpc/pubprice.htm](http://www.nashville.gov/mpc/pubprice.htm).

### Downtown Structure Plan Categories

Open Space (OS) and Potential Open Space (POS)

Open Space is a general classification encompassing a variety of public, private not-for-profit, and membership-based open space and recreational activities. There are two subcategories of Open Space. The designation OS indicates that the area in question has already been secured for Open Space use. The designation POS indicates that the area in question is intended to be in open space use, but has not yet been secured for that use. Types of uses intended within OS and POS areas range from active and passive recreational areas, reserves, land trusts and other open spaces to civic uses and public benefit activities deemed by the community to be "open space."

Neighborhood General (NG)

Neighborhood General is a Structure Plan classification for areas that are primarily residential in character. NG areas ideally contain

**Comment [14]:** Housekeeping Amendment

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a variety of housing that is carefully arranged, not randomly located. For example, medium density housing, such as townhouses, might be located on busy streets that connect a Neighborhood Center area to a Community Center area to provide transition from a busy street to lower intensity housing within the neighborhood. Thoughtful mix and location of density is the key to the success of a NG area. Too much of one type of residential development could be detrimental to the neighborhood.

Civic and public benefit activities are also characteristic of NG areas. Transitional offices are another use occasionally found along the edges of NG areas next to an intense center or incompatible district. Older, established NG areas may also contain isolated pockets or spots of nonconforming nonresidential development.

The only NG area in Downtown is in Hope Gardens.

#### Neighborhood Center (NC)

Neighborhood Center is the Structure Plan classification for small, intense areas that may contain multiple uses and are intended to act as local centers of activity. Ideally, a neighborhood center is a "walk-to" area within a five minute walk of the surrounding neighborhood it serves. The key types of uses intended within NC areas are those that meet daily convenience needs and/or provide a place to gather and socialize.

A NC area may consist of no more than a single-use or mixed-use "neighborhood-scale commercial" development on one corner of an important intersection within the neighborhood. Examples might include a barbershop or a mixed-use building with a small grocery store on the ground level and an office and/or apartment

above. Or, an NC area could be partially or completely surrounding and focused on a small open space area. Although neighborhood-scale commercial is not as common in Nashville, the opportunity to walk five minutes to a corner store for a quart of milk and a newspaper gives residents with an alternative to driving to meet daily needs.

Residential development in these areas generally consists of a mix of medium to high density single- and multi-family housing. The provision of higher density housing in a Neighborhood Center area allows for more "eyes on the street" to protect the activity center (street intersection or public space) it surrounds.

The only NC area in Downtown is located in Hope Gardens.

#### Community Center (CC)

Community or Corridor Center (CC) is the Structure Plan classification for dense, predominantly commercial areas at the edge of a neighborhood, which either sit at the intersection of two major thoroughfares or extend along a major thoroughfare. This area tends to mirror the commercial edge of another neighborhood forming and serving as a "town center" of activity for a group of neighborhoods.

Generally, Community or Corridor Center areas are intended to contain predominantly commercial and mixed-use development with offices and/or residential above ground level retail shops. Neighborhood and community oriented civic uses and residential uses are also appropriate in CC areas.

Residential development in CC areas that is not above retail or offices is typically higher intensity townhomes and multi-family housing.

Community or Corridor Center areas generate significant pedestrian activity.

The only CC area in Downtown is in Hope Gardens along Jefferson Street and Eighth Avenue North.

#### Downtown Core (DC)

The Downtown Core is a Structure Plan category for the employment center of Downtown. It constitutes the single largest concentration of non-residential development in Nashville/Davidson County. Offices are the predominant type of development, although the Downtown Core contains a diverse array of land uses supporting and complementing the commercial including retail, entertainment, community facilities, government services, and high density residential.

The DC area in Downtown is located in the geographic center of Downtown and includes the Core and SoBro.

#### Civic District (CV)

The Civic District contains numerous civic facilities from the State Capitol and Metro City Hall to courts, museums, and theatres. It also includes various government offices in buildings ranging from historic structures to modern skyscrapers. While civic structures are predominant in the Civic District, the district also includes retail, service, and residential uses along with associated structured and surface parking.

The intent for this area is to recognize its role as the civic center of the state, region, and city, celebrate its civic function and heritage, and encourage a vibrant mixture of supporting uses. Strong relationships to surrounding open space

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networks and neighborhoods are key to  
successful future development.

The CV areas in Downtown include Bicentennial  
Mall, the areas surrounding Capitol Hill and the  
Public Square, and the Fulton Complex in  
Rutledge Hill.

#### Second and Broadway (SB)

This Structure Plan category applies to the two  
corridors that form the historical and cultural  
identity of Nashville at the local, regional, and  
even international levels: Broadway and Second  
Avenue. Second and Broadway contains many  
historic low- to mid-rise buildings that range in  
height from two to eight stories, a height range  
that should be maintained. The uses of these  
buildings includes the famous honky-tonks of  
lower Broadway to the dignified buildings of  
upper Broadway such as the Frist Center for the  
Visual Arts, Union Station, and the Customs  
House. An important goal for this area is the  
preservation and adaptive reuse of these historic  
buildings. They form a distinctive corridor that  
cannot be replicated and should retain its prized  
authentic qualities of urban design.

#### Downtown Neighborhood (DN)

The Downtown Neighborhood Structure Plan  
category applies to those parts of Downtown  
where intense mixed use development that  
includes significant residential development is  
desired, although at a less intense scale than the  
Downtown Core. On the Structure Plan, the DN  
district is comprised of several distinct  
neighborhoods, each with its own unique  
character and intended development pattern,  
which are further defined in each neighborhoods  
Building Regulating Plan in Chapter V.

## DETAILED LAND USE PLAN

When the Metro Planning Commission staff  
updates community plans, the level of growth  
and development present or anticipated for the  
community often requires only the broad  
Community Plan with its Structure Plan land use  
policies. Given the diversity of development and  
significant development pressures facing  
Downtown, however, the community planning  
process is taken a step further to create Detailed  
Neighborhood Design Plans (DNDPs) for each  
neighborhood in Downtown.

The accompanying Detailed Land Use Plan  
(DLUP) is a core product of the DNDP. The  
DLUP provides specific, detailed land use  
categories that are appropriate within the  
broader Structure Plan areas. The Structure Plan  
categories are broad land use classifications of  
major structural elements of the community: its  
open space areas, centers, and core. The detailed  
land use categories provide more specific  
guidance on land use intent within the various  
portions of each Structure Plan category. This  
level of refinement and detail is necessary for a  
community as diverse, distinctive and rapidly  
changing as Downtown.

The DLUP is intended to be used in conjunction  
with the Building Regulating Plan for each  
neighborhood, found in Chapter V. While the  
DLUP specifies appropriate land uses within a  
particular area, the Building Regulating Plan  
provides guidance as to appropriate building  
types and intensity of development.

### Detailed Land Use Policies

#### Amusement and Entertainment

This policy includes amusement and  
entertainment uses such as fairgrounds, arenas,  
stadiums, and zoos.

#### Civic or Public Benefit

This policy includes various public facilities  
including schools, libraries, and public service  
uses.

#### Institutional

This category includes major institutions such as  
colleges, universities, and hospital complexes.

#### Mixed Housing

This policy includes single family and multifamily  
housing that varies based on lot size and building  
placement on the lot. Housing units may be  
attached or detached, but are not encouraged to  
be placed randomly. Generally, the urban design  
(mass, placement, height) should be compatible  
to the existing character of the pre-existing  
housing on the street.

#### Mixed Use

This policy includes buildings that have a  
mixture of uses both within the block and within  
the building. This policy allows residential as  
well as commercial uses. A mix of uses within  
the building is preferable in creating a more  
pedestrian-oriented streetscape, especially  
vertically mixed-use buildings with retail or  
restaurant activities at street level and residential  
and/or office above.

#### Parks, Reserves and Other Open Space

This policy, similar to its Structure Plan  
counterpart, is reserved for open space intended  
for active and passive recreation, as well as  
buildings that support such open space.

#### Single Family Detached

This policy includes single family housing that varies based on the size of the lot. Detached houses are single units on a single lot.

#### Transportation

This policy includes a variety of transportation uses including airports, boat docks, railroad yards, and land ports.

#### Utility

This policy includes uses such as power plants, water and wastewater treatment plants, landfills, and waste transfer stations.

## SYSTEMS AND STRATEGIES

While the detailed land use policies (DLUP) included in this plan provide guidance on land use decisions, Downtown has many other interconnected components including parks, buildings, streets, streetscape elements, sidewalks, and signs. To develop each element in a manner that supports the guiding principles of the Downtown Plan, these components must be discussed in terms of both the land uses and the systems that support the land uses. These systems include circulation, transit, parking, landscaping, signs, and supporting infrastructure.

Each system has separate goals and objectives that were developed based on discussions held throughout the Downtown Plan Update process and in accordance with the Downtown Plan guiding principles.

### Vehicular Circulation

**Goal 1:** To move people and goods through and within Downtown safely, efficiently and without compromising the high-activity, pedestrian-focused nature of the area.

Objectives:

1.1 Undertake a broad, multi-modal transportation study, capitalizing upon the work in innovative travel options already conducted by Metro Public Works Department and engaging all relevant public entities and the community.

1.2 Examine potential re-allocation of right-of-way along Broadway to provide wider sidewalks and additional multi-modal opportunities for bicyclists and transit riders. Engage the property owners and community in ongoing discussion.

1.3 Improve street connectivity and manage access by creating new streets and alleys as shown and described in the Transportation Plan section below and as described in the Building Regulating Plans found in Chapter V.

1.4 Encourage, wherever possible, the use of two-way streets versus one-way streets for improved mobility.

### Bicycle and Pedestrian Circulation

**Goal 1:** Encourage walking as a viable mode of transportation and an enjoyable recreation option.

Objectives:

1.1 Create safe, welcoming, convenient sidewalks for pedestrian trips.

1.2 Comply with minimum sidewalk standards as described in Chapter 5 “Walkable Subdivisions” of the Subdivision Regulations.

1.3 Comply with streetscape guidelines as established in Metro *Downtown Streetscape Element Design Guidelines*.

1.4 Maintain existing greenways and preserve right-of-way in corridors identified for future greenways and pedestrian paths noted in the Open Space Plan map below.

**Goal 2:** Encourage bicycling as a viable mode of transportation and an enjoyable recreation option.

Objectives:

2.1 Create safe, welcoming and convenient routes for bicycle trips.

2.2 Provide adequate bicycle parking, preferably covered, to serve Downtown residential and business buildings.

2.3 Install bike-safe storm grates and bicycle-sensitive traffic signals as streets are upgraded or individual properties redevelop.

2.4 Install bicycle pavement markings (i.e. bike chevrons) on streets designated as bicycle routes that are too narrow for bike lanes.

## Transit

**Goal 1:** Encourage the use of transit by making it safe, efficient and convenient.

Objective:

1.1 Undertake a broad, multi-modal transportation study, capitalizing upon the work in innovative mobility options already conducted by Metro Public Works Department and engaging all relevant public entities and the community.

1.1.1 Given the upcoming construction of Music City Central transit station, consider additional transit options on Fourth and Fifth Avenues to capitalize on the new station. This may require an exclusive transit lane on the lane closest to the curb on Fourth Avenue and Fifth Avenue.

1.1.2 Given the upcoming construction of Music City Central transit station, consider additional transit options on Broadway west of Fourth Avenue and James Robertson Parkway east of Fourth Avenue to capitalize on the new station. This may require an exclusive transit lane on the lane closest to the curb on Broadway and James Robertson Parkway.

1.1.3 Study the feasibility of high-speed ferry service on the Cumberland River between the Opryland area and Riverfront Park.

1.1.4 Study the feasibility of satellite parking served by transit.

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1.2 Provide appropriate lighting, seating, shelter, trash cans and public art at transit stops, making them easily visible and accessible.

1.3 Consider minimizing passenger wait time by installing transit ticket machines at strategic Downtown locations.

## Parking and Access

**Goal 1.** To provide safe, convenient, comfortable parking for those who live, work and visit Downtown; to provide this parking in a manner that does not diminish the liveliness of the street and is sensitive to the pedestrian environment.

Objectives:

1.1 Discourage creation of new surface parking lots and encourage redevelopment of existing surface parking.

1.2 Encourage structured parking. When possible, encourage structured parking to be underground to make above ground space available for active uses. When structured parking is above ground, encourage lining the parking with active uses on key streets that are intended to be especially pedestrian friendly

1.3 Mitigate the potential visual severity of structured parking and surface parking on all frontages.

1.4 Accommodate vehicular accessibility to structured and surface parking without sacrificing pedestrian safety, comfort and accessibility.

1.5 Require visually attractive façade treatments on all parking structures exposed to public right of way. Visually attractive façade treatments may include, but are not limited to, architectural detailing, murals, public art,

landscaping, and product display cases. Parking structures lined with active uses are preferred to attractive façade treatments.

1.6 In above-ground structured parking, require active first-floor uses in areas currently required by the Zoning Code, and encourage active first-floor uses on key streets intended to be especially pedestrian friendly. (See map of streets with this requirement at the end of Chapter V.)

1.7 When locating entrances to parking, accommodate vehicular accessibility without sacrificing pedestrian safety, comfort and accessibility. Alley access to parking is strongly preferred. It is the intent of this objective to provide the most pedestrian-friendly environment possible on streets in the Downtown Community while still permitting access to properties.

Comment [16]: Entrances to Parking Amendment

1.8 Limit the width of parking access to minimize the interruption to the sidewalk network.

1.9 Encourage landscaping on existing surface parking lots to minimize the environmental effects of wide-spread impervious surfaces, and to create a more pleasant urban experience.

1.10 Require pedestrian entrances to parking structures with clearly defined entrances and walkways, and pedestrian oriented lighting and signage.

1.11 Provide on-street parking to accommodate short-term parking needs and easy access to businesses, to create a buffer between moving traffic and pedestrians, and to serve as a traffic-calming device that slows vehicles.

Comment [15]: Entrances to Parking Amendment

1.12 Encourage use of shared parking and use of parking reductions currently available in the Metro Zoning Code for Downtown development.

1.13 Study the feasibility of satellite parking served by transit.

1.14 Minimize impervious surfaces when providing structured and surface parking.

1.15 When vehicular parking is provided, encourage outlets for electric cars.

1.16 When vehicular parking is provided, encourage bicycle storage.

## Landscaping and Buffering

**Goal 1.** To use landscaping to create aesthetic value, soften the visual impact of new development and provide a greater level of comfort for pedestrians Downtown.

Objectives:

1.1 Screen surface parking lots where they face a public right-of-way to minimize the visual impact of parked cars.

1.2 Screen utilities, meter boxes, heating and cooling units, and other building systems that are visible from the public right-of-way.

1.3 Plant street trees as appropriate in public and privately-funded development to provide summer shade for the pedestrians and residents, diminish traffic noise, screen unwanted views, reduce glare, absorb heat, filter air pollution and dust, and create a sense of place as tree-lined streets provide orientation and contribute to the area's character. Provide maintenance plans for the continued health and attractiveness of the trees.

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1.4 Encourage public and privately-funded development to provide opportunities for seasonal plantings.

1.5 Fulfill the streetscape recommendations set forth in the *Downtown Streetscape Elements Design Guidelines* when creating public projects.

1.6 Encourage private development to provide streetscape amenities that are consistent with the *Downtown Streetscape Elements Design Guidelines*.

## Signage and Wayfinding

**Goal 1.** To create signage that alerts motorists, pedestrians and cyclists to their location and assists them in finding their destination in a manner that is not distracting or overwhelming to the overall streetscape.

Objectives:

1.1 Develop a signage and wayfinding program that creates guidelines for signage to be used in the public right-of-way that establishes distinctive identities for the neighborhoods of Downtown. This should be done in conjunction with, and in support of, the work already completed by Metro Public Works Department.

1.2 Use signs to clearly convey a message. Design signs with simple, straightforward shapes. Use lettering styles that are clear, easy to read and proportional to the size of the sign.

1.3 Design street and directional signage to be compatible in material, color, character, and scale with other signage and buildings in the area.

1.4 Create signage within neighborhood that is appropriate in scale for motorists, pedestrians and bicyclists.

## Utility and Infrastructure

**Goal 1.** To ensure that the utilities and infrastructure in Downtown support the growth of Downtown as the thriving center for commerce, government, residential living and recreational and tourist activities.

Objectives:

1.1 Complete the separation of sanitary and storm sewers as the area north of Broadway redevelops.

1.2 Address regulatory requirements for the management of the quality and quantity of stormwater at the initial site planning process, as these regulations can impact the design of a development.

1.3 Ensure that infrastructure for the provision of electricity is in place to support the continuing development of Downtown, including creation of a new substation as needed.

1.4 Underground electric facilities as development occurs. Where underground services are not feasible, locate power and communication lines in the alley network.

1.5 Continue to provide downtown customers of the District Energy System (DES) with more reliable, efficient, cost-effective and environmentally friendly heating and cooling.

1.6 Enroll new customers to the DES.

1.7 Continue to ensure excellence in service and efficiency of collection, transfer, and transport of waste for the Downtown as Downtown continues to grow.

1.8 Initiate an effort to bring Wi-Fi to Downtown.

**Comment [17]:** Parking Guidance Amendment

## TRANSPORTATION PLAN

The street grid that serves auto and bus traffic in Downtown, shown on the transportation map in Chapter III, is largely established and unlikely to significantly expand. As part of the Downtown Plan, Metro Planners will provide recommendations for aligning the three major street plans that guide street usage and improvement in Davidson County (the Adopted Major and Collector Street Plan, the Community Plans Major and Collector Street Plan and the Long Range Transportation Plan). These recommendations will be added, at a later date, as an appendix to the Downtown Plan.

Some neighborhoods in Downtown are anticipated to experience coordinated redevelopment, particularly in the southern and eastern portion of the community. These neighborhoods are in need of street realignments, connections, and new streets. Specific changes regarding roadway intersections and roadway character are identified below. Bicycle, pedestrian and transit improvements, shown on the accompanying map are also planned as part of enhancing transportation to and within Downtown.

### Proposed Street and Alley Connections, Extensions and Additions

Proposed new streets and alleys include:

- Create a new street grid in the southern section of the East Bank to serve mixed-use development, with primary automobile access from alleys.
- Create a new street grid in Rolling Mill Hill as established in the Rolling Mill Hill plan.

- Create an alley between Twelfth Avenue South and Eighth Avenue South to the south of Division Street to serve automobile access and consolidate curb-cuts.
- Connect Ash, Fogg, and Division Streets to improve east-west movement in the southern half of Downtown and to capture short trips otherwise made on Interstate 40/65, relieving congestion on the Inner Loop.

Proposed changes to existing streets:

- Provide a north-south connector in the East Bank, through possible re-alignment of Second Street. The particular strategy for creating the connector should be determined as redevelopment in the East Bank continues.
- Extend Gateway Boulevard to Eighth Avenue South to improve east-west movement in the southern half of Downtown.
- Connect Clark and Molloy Street to improve street connectivity.
- Create and extend streets in the Sulphur Dell and Bicentennial Mall neighborhoods to support the *Bicentennial Mall Master Plan*.

### Planned Transportation Improvements

Transportation Improvement Program (TIP) Projects:

**TIP # 2002-009**, MTA Passenger Stop Facility Improvements

Improve bus stops and bus waiting areas by providing benches, shelters, trash cans and other amenities. Improvements through 2008

**TIP #060**, Advanced Traveler Information System

Downtown parking and traffic guidance system. Study underway in 2006

**TIP #063**, Advanced Traveler Information System – Phase 1A

Signal synchronization, add pedestrian signals, replace loop detectors with video or other detection (I.E. traffic signals that are sensitive to actual traffic conditions rather ones that are timed)

Locations at various intersections along James Robertson Pkwy., Charlotte Ave., West End Ave.

**TIP #2004-009**, Wayfinding Sign Program

ITS, sign and guidance system, variable message signs at entrance points and throughout downtown

### Additional Recommendations in Urban Design Overlay and Detailed Neighborhood Design Plan Areas

Urban Design Overlays (UDOs) and Detailed Neighborhood Design Plans (DNDPs) exist or are contemplated for a number of areas within the community. UDOs and DNDPs usually contain transportation-related recommendations in addition to those contained in this community plan. Accordingly, for any areas for which there is an adopted UDO or DNDP, that document should be consulted for any applicable recommendations not referenced in this plan.

### Bicycle and Pedestrian Circulation

Pedestrian-oriented transportation networks addressed in this section include sidewalks and

**Comment [18]:** Street Connection Amendment

Final Draft for Planning Commission Agenda Mailout crosswalks, greenways, and bikeways. Future sidewalk projects already planned for the downtown community are in the *Strategic Plan for Bikeways and Sidewalks* that can be found at:

<http://pw.nashville.gov/IMS/Sidewalks/default.aspx>.

This website also shows the vision for future bikeways. Goals, objectives, policies and plans for greenways in Downtown are in the adopted *Metropolitan Parks and Greenways Master Plan*, available at:

[www.Nashville.gov/parks/master\\_plan.htm](http://www.Nashville.gov/parks/master_plan.htm).

The bikeway and greenway plans are shown on the accompanying map. DNDPs should also be consulted for sidewalk, crosswalk, bikeway and greenway recommendations.

### **Transit Service**

Transit service is provided to and within downtown with buses operated by the Metropolitan Transit Authority (MTA). The State of Tennessee contracts with MTA for shuttles which carry state employees from parking lots to the Capitol and surrounding state offices.

The Nashville Downtown Partnership provides a similar service for Downtown employees who park in lots near LP Field on the East Bank. Commuters from eastern Davidson County and Wilson County have access to the Music City Star commuter rail line, operated by the Regional Transportation Authority (RTA).

MTA and shuttle routes are subject to change, so MTA, the State of Tennessee and the Nashville Downtown Partnership should be consulted for the most up-to-date information. Schedules and route maps can be found for the following at:

MTA:

[www.nashvillemta.org](http://www.nashvillemta.org)

Downtown Partnership shuttle:

[www.nashvilledowntown.com](http://www.nashvilledowntown.com)

Music City Star commuter rail:

[www.musiccitystar.org](http://www.musiccitystar.org)

## **OPEN SPACE PLAN**

Accessible, enjoyable open spaces are essential for vital and functioning neighborhoods. They provide the community with opportunities to be in a natural setting, while encouraging social interaction. The Downtown Plan proposes a variety of types of open space for passive and active enjoyment, shown on the accompanying map, including pocket parks, neighborhood parks, public squares, and urban plazas.

Recommended open spaces must be secured by the City or adapted for that use by the property owner.

The Downtown Plan also calls for the creation of an Open Space Plan to meet the open space needs of Downtown while honoring Downtown's unique character.