Resolution 2004-05

A resolution of the Mayor and Council of Ashland City, Tennessee adopting the Hwy 12S Land Use Plan as presented as a guide for improving the condition and quality of life in Ashland City.

BE IT RESOLVED, by the Mayor and Council of Ashland City, Tennessee:

That the Hwy 12S Land Use Plan hereby attached is approved and adopted as a guide for improving the condition and quality of life of Ashland City.

This resolution to become effective from and after its adoption, the welfare of Ashland City requiring it.

Adopted this 9th day of March, 2004.

Gary Norwood, Mayor

Phyllis Schaeffer, City Recorder

Highway 12 Land Use Plan

Town of Ashland City, Tennessee

February 2004

Prepared by:

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Introduction

The City of Ashland City has identified a need for a more comprehensive approach to general land use planning for the Highway 12 corridor in the eastern sector of the community. To address that need, the City has taken the initiative to commission the preparation of this Highway 12 Land Use Plan (hereafter referred to as the "Plan"). The resulting Plan is comprised of the following components:

- Purpose Statement
- Planning Area
- Existing Conditions
- Land Use Planning Goals and Objectives
- Land Use Policy Classifications Defined
- The Highway 12 Land Use Plan
- Appendices

Purpose Statement

This Land Use Plan for Highway 12 is intended to serve as the community's collective vision and goal for the long-term utilization of land along this important gateway corridor into Ashland City. The Plan is designed to be used as a guide to decision making processes. City officials and the general public should refer to the Plan when addressing decisions relating to property zoning, the subdivision of land and for the planning and budgeting of major capital improvements along the Highway 12 corridor.

This Land Use Plan is not a zoning document. The Zoning Ordinance and its associated Zoning Map, along with the City's Subdivision Regulations represent two of the key regulatory tools used to implement the land use goals of the Plan. While this plan identifies specific goals relating to development practices and performance standards (e.g. goals relating to landscaping, traffic access management, water quality or flood plain management), actual implementation of those goals must be addressed specifically by the applicable regulatory document. The Zoning Code and Subdivision Regulations in particular should be constantly monitored in terms of their effectiveness in implementing the development goals of the Land Use Plan. Applicable regulatory documents should be updated on a regular basis as needs or deficiencies are identified.

While serving as a guide to decision making processes, the land use policies of this Plan are not intended to be viewed or applied as absolutely "inviolate". There are many variables that come into play in decisions of property zoning and development practices that were not, or could not, be anticipated in the initial formulation of a long range Land Use Plan. City officials should utilize this Plan as an important resource in the decision making process, but not as the sole determining factor.

The Land Use Planning Area

The geographic boundaries of this particular Land Use Plan Land are generally defined by the Cumberland River to the south, the Cheatham/Davidson County line to the east, Dry Fork Creek to the west and to the north, and those properties whose development opportunities are considered to be significantly influenced by proximity to the Highway 12 corridor. The area encompassed by this Land Use Plan is identified in Exhibit 1.

Existing Conditions

A. Environmental Considerations

With respect to natural systems, the study area can be characterized as being encumbered by prominent flood plains, bisected by major drainage systems, and having a broad range of topographic relief. Exhibit 2 identifies the area's flood plains and topographic relief.

Portions of the study area are encumbered by both 100 and 500 year flood plains as identified by the Federal Emergency Management Agency (FEMA). The southerly boundary of the study area is defined by the Cumberland River and its associated flood plain. Water elevations of the Cumberland River are controlled by the Army Corps of Engineers via their operation of the Cheatham Dam. The extent of the Cumberland River flood plain as it relates to the study area is generally defined by the existing railroad bed. The westerly portion of the study area is also bisected by the Marrowbone Creek drainage system. FEMA has identified and mapped a large flood plain within that basin. In the lower reaches of the Marrowbone system, the northern flood plain boundary is generally defined by Highway 12. As a general rule, properties abutting the southerly margin of Highway 12 lying west of Little Marrowbone Creek Road are currently encumbered by 100 year flood plain.

The City's main water intake point is located in the lower reaches of the Marrowbone Creek system, in the extreme western edge of the study area. A significant portion of the study area drains naturally into the Marrowbone Creek watershed, and thus past the water intake point. Therefore, long-term preservation of the lower Marrowbone Creek natural ecosystem and its associated water quality is of major importance to the City.

Significant portions of the study area are encumbered by steep topography (see Exhibit 2). Small pockets of flatter land exist along Highway 12. The presence of steep slopes have significant influence on development patterns, especially in those areas that have natural slopes in excess of 20% where conventional forms of development are limited due to constraints in roadway design, drainage, erosion, and utility extensions. Overcoming the challenges of developing on steep topography can also have a profound impact on the resulting "aesthetic" character of the development. In the context of development adaptability, industrial users are least adaptable to steeply sloping land while certain forms of single family development are often the most adaptable. Parking lot design is usually the driving factor in trying to adapt commercial uses to steep sites.

B. Infrastructure

Land development must be sustained by sufficient levels of support infrastructure. In the development of a Highway 12 Land Use Plan two key infrastructure components must be addressed: the transportation system and sewage disposal. The provision of potable water to the study area is not considered a significant obstacle to future property development within the corridor study area.

State Highway 12 is the predominant roadway system serving the study area. As previously stated, this highway also serves as the eastern gateway to the community. This five lane arterial facility is an integral part of a regional state highway system and serves to connect Ashland City to Nashville and Davidson County to the east. The upgrade and partial realignment of Highway

12 by TDOT in recent years has greatly expanded both the operational capacity of the facility as a regional highway and improved the safety of access to and from properties abutting properties within the study area. As a five lane facility, the current design of Highway 12 should adequately accommodate continued development of properties along the corridor as described elsewhere in this plan. Continued development along the corridor, however, will warrant consideration of an access management program to balance the competing needs of property access with overall roadway operations and safety.

The importance of re-establishing rail service to support continued industrial growth within the study area is difficult to ascertain. The basic nature of industrial activities has shifted significantly away from historic "smoke stack" operations and towards more fabrication and assembly type operations. The state and federal highway system is now the backbone of interstate transportation of goods and products. For this reason, the re-establishment of rail service to the study area is not considered essential to maintaining the viability of existing industrial activities or for attracting new facilities.

The Cumberland River continues to provide an efficient and cost-effective means of transporting bulk material by barge for certain types of industrial end-users. Therefore, river frontage should be viewed as a potential marketing asset for recruiting new industrial employers in the area.

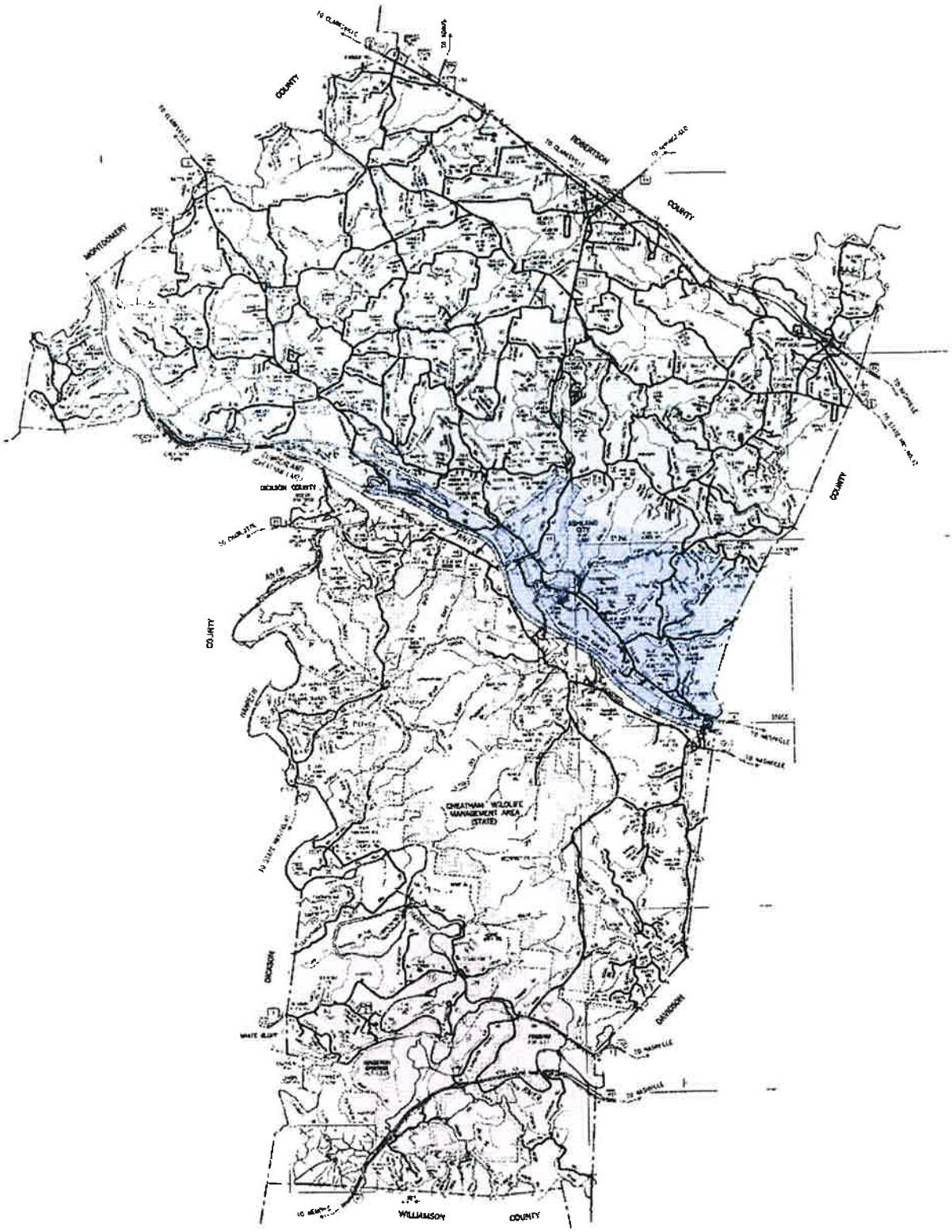
The entire Highway 12 Land Use Plan area lies within the Ashland City Utility District (see Exhibit 3). At the current time, the City continues to discuss the relative merits of alternative engineering approaches to sewer collection and disposal. It is beyond the scope of this land use plan to identify a preferred method of sewage collection and disposal. Nevertheless, the provision of some form of coordinated sewage collection and treatment program is considered a prerequisite for continued development of the corridor.

C. Past and Present Land Use Patterns

Traditionally, the predominant forms of land use along the Highway 12 corridor have been either industrial-related facilities or highway-oriented commercial activities. Industrial uses gravitated to this particular corridor due to proximity to the State highway system, good access both to the Cumberland River and a once-active rail line, relatively flat topography (mostly flood plain) and general remoteness from the established residential areas of the community. The intersection of a local rural road with the State highway provided an opportunity for the introduction of a small-scale, highway oriented commercial activity such as a convenience markets or restaurant. With the exception of somewhat scattered residential enclaves, the majority of the land along the corridor remained predominantly undeveloped due to lack of market demand and/or environmental constraints.

In more recent times both the mix of land use types and the general character of new development has changed along the corridor. The realignment and widening of Highway 12 by TDOT greatly improved the operational capacity and function of that important roadway facility in additional to re-defining the visual image of the corridor as an eastern "gateway" to the community. From an industrial growth perspective, recruitment of new industry to the community has now become extremely competitive at not only the local, but also at the state, regional and international levels.

CHEATHAM COUNTY DISTRICT MAP



Ashland City Utility District
Pleasantview Utility District
East Montgomery Utility District
Second South Cheatham Utility District
River Road Utility District

N
W
S

In recent years segments of the corridor have seen the introduction of new residential and consumer-related forms of development. Residential initiatives include a mix of single-family subdivisions, multi-family condominiums and senior housing opportunities. Consumer-based retail development is increasing, as witnessed by a proposed Wal-Mart store along the corridor. Additional community service type facilities have also been introduced along the corridor, including a new fire hall and a City-owned park.

D. Existing Land Use

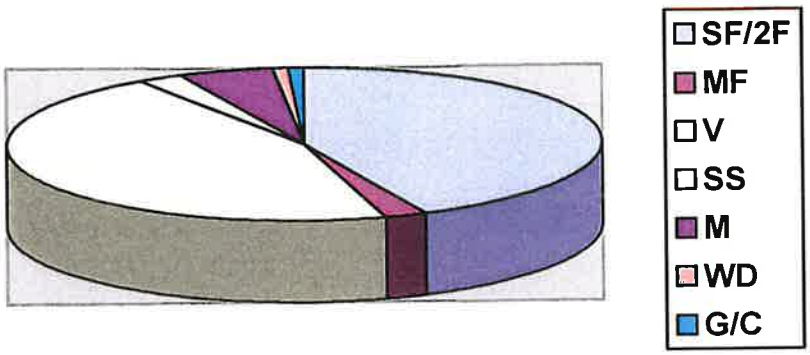
In order to plan for the future, it is first necessary to understand the composition of the City as it exists today. The land use inventory is a current identification of the uses of land within Ashland City.

There are approximately 3,389.59 acres of land within this project area for Ashland City. Of this total, 1,862.03 acres (or about 55%) contain some type of development. This does not include land owned by the Army Corps of Engineers to the south of Highway 12 and by the Dry Fork Creek area.

Existing land use data is presented in both tabular and graphic form below. The land use information is not a plan, but a tool used to understand the composition of project area within Ashland City.

Land Use Category	Acres	% Total Acres
Single/Two Family Residences	1,472.67	43.45%
Multi-family Residences	74.76	2.21%
Retail Sales and Service	84.37	2.49%
Manufacturing/fabrication	172.60	5.09%
Warehousing/Distribution	31.33	0.92%
Government/Civic/Church	26.30	0.77%
Developed Land Subtotal	**1,862.03**	**54.93%**
Vacant/Undeveloped (V)	1,527.56	45.07%
TOTAL	**3,389.59**	**100.00%**

Distribution of Land Use According to Acres



The existing land use data is segregated according to the following classifications:

SINGLE/TWO FAMILY RESIDENTIAL (SF/2F)
Property contains single or two family residences (size of parcel is not a factor). The total existing acreage within the study area limits is 1,472.67. This category comprises about 43.45% of the land within the Ashland City project area. Breaking down the acreage of the SF/2F category, 156.22 acres are from parcels composed of five (5) acres or less, and 1316.45 acres are from parcels composed of five (5) or more acres.

Of the total 155 SF/2F parcels, 115 of the parcels are composed of less than five (5) acres. The other 40 parcels are equal to or more than five (5) acres. The latter figure includes an acreage of 130 acres that is counted as one parcel for this study, although the area is the Caldwell Estates subdivision on the general map. See Appendix 1 for the specific parcel numbers and acreages. The latter figure also includes an acreage of 40 acres that is counted as one parcel for this study, although the area is the L.C. Cunniff subdivision.

MULTI-FAMILY (MF)
Property contains apartments, duplexes and similar land uses. The study area of the Ashland City currently contains approximately 74.76 acres in this category. This represents about 2.21% of the land in the study area. The total number of MF parcels in the study area is seven (7).

RETAIL SALES AND SERVICE (SS)
This is a commercial category, which currently comprises 84.37 acres, and thus 2.49% of the land in the study area. The total number of SS parcels in the study area is nine (9).

MANUFACTURING/FABRICATION (M)
This land is primarily used for manufacturing and fabrication activities. At 172.60 acres, this land currently comprises 5.09% of the land in the study area. The total number of M parcels in the study area is 13.

WAREHOUSING/DISTRIBUTION (WD)
This is land primarily used for warehousing, storage, trucking distribution, and mini warehouses. At 31.33 acres, this land currently comprises 0.92% of the land in the study area. The total number of WD parcels in the study area is six (6).

GOVERNMENT/CIVIC/CHURCH (G/C)
This category includes all land used by governmental, civic or religious groups. Within this study area, Ashland City has 26.30 acres devoted to these uses; 0.77% of the land in the study area. The total number of G/C parcels in the study area is two (2).

VACANT(V)
This category represents undeveloped land that, for various reasons, has not developed. Some of this land is constrained environmentally by steep slopes, sinkholes, or floodplains. It is normal for any community to have numerous parcels of undeveloped property. Within the Ashland City study area, there 1527.56 acres of undeveloped property, composed of 93 parcels. This represents 45.07% of the total land in the study area.

E. Existing Zoning

The majority of the existing zoning along the Highway 12 corridor is R-1, Low-density Residential. Light industrial zoning composes the second to largest current zoning category, while spots of highway commercial zoning are randomly spread along the corridor. The Floodway District runs south of the railroad, follows the bend in the Cumberland River, and runs just south of Highway 12 until it crosses Highway 12 and follows Marrowbone Creek to the northeast. The existing zoning pattern is depicted in Exhibit 5.

The zoning categories are those of the zoning ordinance of the Town of Ashland City and are defined below:

R-1, Low-density Residential
R-3, Medium-density Residential
R-4, High-density Residential
C-2, Highway Service District
I-1, Light Industrial District
I-2, Light Industrial District
I-3, Heavy Industrial District
F-1, Floodway District

RESIDENTIAL ZONING

R-1, Low-density Residential
"This district is designed to provide suitable areas for low-density residential development characterized by an open appearance. Most generally this district will consist of single-family detached dwellings. This district also includes community facilities, public utilities, and open

uses which specifically serve the residents of the district, or which are benefited by and compatible with a residential environment. Further, it is the intent of this ordinance that this district be located so that the provision of appropriate urban services and facilities will be physically and economically facilitated. It is the express purposed of this ordinance to exclude from this district all buildings or other structures and uses having commercial characteristics whether operated for profit or otherwise, except that special exception uses and home occupations specifically provided for in these regulations for this district shall be considered as not having such characteristics, if they otherwise conform to the provisions of this ordinance." Within the Ashland City study area, there are 178 parcels currently zoned as R-1. Another 38 parcels are zoned as R-1 but lie within a flood zone as well.

R-3, Medium Density Residential
"This district is designed to provide suitable areas for medium density residential development where complete urban services and facilities are provided or where the extension of such services and facilities will be physically and economically facilitated.

Most generally this district will be characterized by single and two-family (duplex) detached dwellings and such other structures as are accessory thereto. As well, multi-family dwellings developed at a medium density as planned developments may also be allowed. This district is intended also to permit community facilities and public utility installations which are necessary to service and do service specifically to the residents of the district, or which are benefited by and compatible with a residential environment. It is the express purpose of this ordinance to exclude from this district all buildings or other structures and uses having commercial characteristics and not planned as an integral part of a total residential environment, whether operated for profit or otherwise, except that special exception uses and home occupations specifically provided for in these regulations for this district shall be considered as not having such characteristics if they otherwise conform to the provisions of this ordinance." Within the Ashland City study area, there are eight (8) parcels that are currently zoned as R-3. Another parcel is zoned as R-3 but is located in the flood zone as well.

R-4, High Density Residential District
"This district is designed to provide suitable areas for high density residential developments where sufficient urban facilities are available or where such facilities will be available prior to development. This district is primarily characterized by residential structures each containing a multiple number of dwelling units, as well as two-family (duplex) detached dwellings. This district is intended also to permit community facility and public utility installations which are necessary to service and do specifically service the residents of the district, or which facilities and services are benefited by and compatible with a residential environment. It is the express purpose of this ordinance to exclude from this district all buildings or other structures and uses having commercial characteristics and not planned as an integral part of a total residential development, whether operated for profit or otherwise, except that special exception uses and home occupations specifically provided for in these regulations for this district shall be considered as not having such characteristics, if they otherwise conform to the provisions of this ordinance." Within the Ashland City study area, there are two (2) parcels that are currently zoned as R-4. One 9 (1) parcel is zoned as R-4 and R-1.

COMMERCIAL ZONING

C-1, Central Business District

"This district is designed to provide for a wide range of retail, office, amusement, and service uses, as well as light industrial processes involving high performance standards. In addition, this district provides for governmental uses, and community facilities and utility services necessary to serve the district, or which are required for the general community welfare. These regulations are structured to permit maximum freedom of pedestrian movement. Relatively high density and intensity of use is permitted in this district." Currently, there are no parcels in the Ashland City study area that are zoned as C-1.

C-2, Highway Service District

"This district is designed to provide adequate space in appropriate locations for uses which serve the needs of the motoring public. Automobile and other vehicular service establishments, transient sleeping accommodations, and eating and drinking establishments primarily characterize this district. In addition, commercial trade and service uses are permitted if necessary to serve the recurring needs of persons frequenting these districts. Community facilities and utilities necessary to serve these districts, or those which are necessary for the general community welfare, are also permitted. Bulk limitations required of uses in these districts, in part, are designed to maximize compatibility with lesser intense uses of land or buildings in proximate residential districts. Appropriate locations for these districts are along major traffic arteries. Such districts should be situated near major transportation interchanges in clustered developments patterns, and not patterns of striped commercial development extending in a continuous manner along such major traffic arteries." Within the Ashland City study area, there are currently seven (7) parcels zoned as C-2. An additional parcel is zoned C-2 and R-1.

INDUSTRIAL ZONING

I-1, Light Industrial District

"This district is primarily designed to accommodate existing industrial areas within the community that are relatively limited in their amount of developable acreage, due to the pre-existing layout of streets and blocks within such areas. Within this district therefore, the necessary yard requirements are less restrictive than those cited within the I-2 and I-3 Industrial Districts. The I-1 District is designed for a wide range of industrial and related uses which conform to a high level of performance standards. Industrial establishments of this type, within completely enclosed buildings, provide a buffer between Commercial Districts and other more intensive industrial uses which involve more objectionable nuisances. New residential development is excluded from this district, both to protect residences form an undesirable environment and to ensure the reservation of adequate areas for industrial development. Community facilities which provide needed services to industrial developments are permitted." Within the Ashland City study area, there are currently seven (7) parcels zoned as I-1.

I-2, Light Industrial District

"This district like the I-1 District is designed for a wide range of industrial and related uses which conform to a relatively high level of performance standards. Industrial establishments of this type, within completely enclosed buildings, provide a buffer between Commercial Districts and other industrial uses which involve more objectionable influences. New residential

developments are excluded from this district, both to protect residences from an undesirable environment, and to ensure the reservation of adequate areas of industrial development. Community facilities which provide needed services to industrial developments are permitted." Within the Ashland City study area, there are currently fourteen (14) parcels zoned as I-2. Seven (7) other parcels are zoned I-2 and are also located in the flood zone.

I-3, Heavy Industrial District

"This district is designed to accommodate industrial uses which involve more objectionable influences and hazards, and which therefore, cannot be reasonable expected to conform to a high level of performance standards, but which are essential for the economic viability of the Ashland City area. No new residential developments are permitted within this district, thereby insuring protection of such developments from an undesirable environment, while at the same time ensuring adequate acreage tracts of industrial activities." Within the Ashland City study area, there is currently one (1) parcel zoned as I-3, and it is also located within the flood zone.

FLOOD DISTRICT ZONING

F-1, Floodway District

Floodways are hereby established for the purpose of meeting the needs of the streams to safely carry floodwaters; to protect the stream channels and their floodplains from encroachment so that flood heights and flood damages will not be appreciably increased; to provide the necessary regulation for the protection of the public health and safety in areas subject to flooding; and to reduce the financial burdens imposed on the community by floods. The floodway is delineated by the Flood Insurance Study, Town of Ashland City, Tennessee, Cheatham County, and all subsequent revisions thereto.

"The Floodway District established by this ordinance is designed to promote the public health, safety, and general welfare and to minimize or eliminate loss of life and property, health and safety hazards, disruption of commerce and governmental services, unusual public expenditures for flood protection and relief, and the impairment of the tax base by provisions designed to prohibit or restrict developments which are dangerous to health, safety, or property in times of flood, or which cause undue increases in flood heights or velocities; to require that developments vulnerable to floods, including public facilities which serve such developments, shall be protected against flood damage at the time of initial construction; and to protect individuals from purchasing lands which are unsuitable for development purposes because of flood hazards." Within the Ashland City study area, there are currently 19 parcels zoned as F-1.

The Highway 12 Land Use Planning Approach

Introduction

Land use planning is not an exact science. The formulation of a long range land use plan starts with a careful assessment of opportunities and constraints associated with the aforementioned existing conditions: the natural systems; available and planned infrastructure; existing land use patterns; and current zoning entitlements. In planning for future growth, the basic values and goals of the community also must be taken into consideration, along with a realistic assessment of what role the subject area will play within the overall context of the City-wide land use. Some level of judgment is required both in the basic assignment of specific land use types geographically within the study area, and in the proportional assignments of those land use classifications.

Long-term Role of the Corridor

The Highway 12 corridor is, and will continue to be, an important "gateway" into the community. As such, the resulting character of this gateway experience to resident and visitor alike will be greatly influenced both by the type of land uses permitted along the corridor and by the physical characteristics of those uses. The evolution of this corridor away from a predominantly industrial orientation to greater diversity of land uses has already begun. New residential housing units are currently under development in more than one location along the corridor. A new Wal-Mart store is soon to be constructed on the corridor, and the City is currently constructing a new fire hall to serve this growing part of the community. The corridor should continue to attract new residential development given the advent of more convenient shopping opportunities in the area, increased public services, and a much improved State highway system that now provides safe and convenient access to major employment centers in Nashville and the middle Tennessee region. Continued residential growth in this area will in turn create the market base necessary to sustain new businesses offering consumer retail sales and services.

Assessing the preferred mix and scale of land uses along the Highway 12 corridor must take into consideration the role of the corridor itself within the context of the overall community and the region. The City also serves as the County seat, and there is currently an initiative underway to revitalize and strengthen the long-term viability of the downtown area. From a long-term land use perspective, development of the Highway 12 corridor should be complementary to, and not competitive with, the re-establishment of an economically healthy and viable downtown area.

In addressing proposals for new retail oriented development within the community, the City should consider both the type of business proposed and the physical form of construction required to ascertain if that business should be encouraged to locate in the downtown area or along the Highway 12 corridor. For example, a big-box retailer with a regional market base should be directed to the highway corridor and not into the finer grained historic fabric of the downtown area. The downtown area is more conducive to smaller scale establishments that contribute to, and benefit from, the synergy created by a walkable downtown environment. The Highway 12 corridor, on the other hand, is the more appropriate setting for the aforementioned big-box, community/regional oriented retail businesses, for a more diverse range of highway-oriented businesses, and to some extent for neighborhood scale sales and service establishments providing convenient shopping opportunities for nearby residential areas.

LAND PLANNING PRINCIPLES

How residential, commercial and industrial districts should be related to each other and to those uses which are not clustered into neighborhoods is as important an issue as the structure of the neighborhoods themselves. No part of the community is autonomous. It is crucial that the connections between various parts be well conceived and implemented if the livability of the community and the convenience of the citizenry are to be maximized. It is possible to state general objectives that the community as a whole should strive to achieve.

Legibility - It should be possible for the residents of Ashland City and even visitors to recognize and understand the pattern of development in the City. If this pattern can be visualized, it will be substantially easier to located various land uses and remain oriented to all parts of the community.

Efficiency - The various neighborhoods and land uses should be distributed and organized in a manner which maximizes accessibility while retaining sufficient clustering of similar uses. This will tend to minimize travel time and energy expenditures without sacrificing the economic advantages of locating complementary uses together.

Diversity - Ashland City should provide the opportunity for as wide a selection of land uses as can reasonably be accommodated. A wide variety of development opportunities will help to ensure that the needs of all of Ashland City's citizens are being met. It will also encourage a healthy diversification of business interests, housing types, physical forms and cultural and social opportunities.

Neighborhood and community design objectives can be expanded into more specific statements referred to here as "planning principles." These principles outline general relationships between various districts and land uses, which if followed, will improve the development pattern of Ashland City.

1. LAND USE

A. Residential development should be located and developed in a manner which reinforces the neighborhood structure of the community. Single-family residences, a low-intensity land use, should be buffered from higher intensity land uses. At the same time, however, they should include or be adjacent to neighborhood services and facilities such as schools, parks, and convenience shopping.

Multi-family residences are a somewhat higher intensity use and should, therefore, be clustered within a neighborhood rather than scattered at random. They, too, should be reasonably near neighborhood support facilities. Multi-family development, in fact, can often function as a transitional use between single-family residences and neighborhood commercial centers or other incongruous uses.

B. Commercial development should be located and developed in a manner consistent with the type and size of market to be served. Convenience or neighborhood commercial centers provide the local residents of adjacent residential areas with basic food and

household supplies. These centers are usually developed around a convenience store or small grocery store and occupy five to ten acres. Zoning should be used to carefully control the ranged permitted commercial uses, and the size of those centers intended to serve the reoccurring shopping needs of the neighborhood.

The second type of commercial center is generally referred to as the community center. Although it may include neighborhood-type services, its primary emphasis should be merchandising goods which require a large trade area City-wide or regional market. It should be centrally located within the community with direct access to major streets. These centers are developed around a major supermarket and general retail area. Community Center should be located along arterial streets at points of maximum accessibility.

The final type of commercial area includes those highway or general commercial uses which require access to major thoroughfares and require excessively large lots for outdoor displays. This category includes such uses as automobile sales lots, equipment repair and building supply yards. These uses should be concentrated along a major arterial street. To avoid the inevitable traffic congestion and accident problems of multiple curb cuts along a heavily traveled thoroughfare, access management should be required with carefully controlled access points. Landscaping and design controls should govern their development to minimize any negative visual impact these uses might have on the community.

C. Industrial uses should be located where they will not adversely affect other land uses. Proximity to major highways, railroad lines, airport facilities and relatively flat topography are important industrial site considerations. Preferably, industrial development can be directed into industrial park settings where landscaping controls can minimize the visual impact of these uses.

II. URBAN DESIGN

A. Where possible, neighborhood and community design should take advantage of physical landmarks and functional focal points. Much like shopping malls are centered around large "anchor" stores, neighborhoods and entire communities can be oriented around either physical landmarks or functional focal points. This makes the organization of the community easier to understand and aids in maintaining one's bearings when traveling through various parts of the community. Landmarks are unique physical structures that visually stand out from the surrounding area. Functional focal points are major activity centers to which the adjacent areas relate.

B. Adjacent dissimilar uses should be buffered through the use of appropriate barriers. This is a function of the community zoning code. Landscaping, fencing, earth berms, and numerous other barriers can minimize the negative effects of dissimilar uses. However, the choice of which type of buffer to use should address the existing specific problems. For example, where the problem is solely a visual one, dense landscaping should be sufficient. However, if the problem is controlling access or noise, then a fence or earth berm might be more suitable.

III. PUBLIC FACILITIES

A. Streets should be located and organized in accordance with a function hierarchy. There are three primary classifications of streets: local, collector, and arterial. Traffic should be routed onto the appropriate type of street depending upon its destination. Movements from one section of the City to another are carried along the arterial streets which ideally are infrequently interrupted corridors designed for the smooth flow of large volumes of traffic. Sub-section movement occurs on "collector" streets, connecting residential areas with the arterial streets, neighborhood commercial areas, schools, and other higher intensity uses. The lowest level of the street system, the "local" street, carries the traffic flow from collectors or arterials to individual properties.

PLANNING GOALS AND OBJECTIVES FOR HIGHWAY 12

A prerequisite for future planning is the listing of municipal policies relating to physical development. This represents the goals and aspirations of the residents of Ashland City regarding the growth and development of their Town. These policies are specific enough that they can be used in the day-to-day evaluation of development proposals.

Although the future land use map provided later in this document is useful as a general guide to future growth, the development policies will prove to be more valuable for day-to-day decision-making purposes. Their value is that they will remain useful for a long period of time, they are precise enough to be applied directly to development proposals, and they can be easily updated.

Unfortunately, it is almost inevitable that there will eventually be some conflict between a development policy and real-world constraints and opportunities, or even between two conflicting policies. After the specifics of the situation and the objectives of the policies are fully understood, the conflict should be resolved using the best judgment of the Planning Commission and the City Council. In some cases, compromise may be necessary. However, it is of the utmost importance that the development policies be applied consistently to every developmental proposal. To keep the development policies current, it will be necessary to periodically review and modify them to reflect changes in community attitudes, lifestyles, and building technology.

GENERAL DEVELOPMENT GOALS

TO PROVIDE AMPLE OPPORTUNITY FOR CONTINUED DEVELOPMENT WITHIN AN ORDERLY, EFFICIENT AND ENVIRONMENTALLY SAFE PLANNING FRAMEWORK.

OBJECTIVE

Control the location and design of new development in order to minimize initial and future public and private costs.

Policy New urban development should be encouraged to locate in areas where municipal services and public facilities are already present or where service extensions can be easily accomplished.

Policy Over zoning should be avoided to prevent a scattering of uses and a reduced marketability of land within the City.

Policy Streets and utility extensions should be designed to provide service to the maximum area with the least length of extension. Interconnection of streets, shared parking, and the clustering of housing units should be encouraged. Closed street patterns (with access only to major streets) should be discouraged. Development pattern should match the land type and topography. Inter-connected street patterns are the favored development type where appropriate.

Policy Curb cuts onto arterial streets should be kept to a minimum. Joint driveways and cross-access easements are encouraged.

Policy New developments should be required to provide adequate street right-of-way for public use. Where they adjoin planned transportation improvements, right-of-way should be dedicated, or additional setbacks provided.

Policy There should be provisions for the maintenance of minor drainage ways by abutting property owners.

Policy Residential densities in areas without sanitary sewer availability should be at densities of less than one dwelling unit per acre. As sanitary sewer service becomes available, higher densities should be considered based on land use transition needs.

OBJECTIVE

Restrict development to areas with few environmental hazards and minimize the loss of natural resources due to urbanization.

Policy New developments should be located in areas, which are relatively free of environmental problems relating to soil, slope, bedrock, and flooding.

Policy Residential development should be avoided in the 100-year floodplain. Development in the floodplain areas should consist of activities that do not obstruct, or reduce the storage capacity of the floodplain. Under no circumstances should development be allowed in the floodway.

Policy New development should avoid, where practicable, significant natural resources.

Policy Increased stormwater runoff attributable to new development should not adversely affect downstream properties or structures.

Policy Land adjacent to identified "blue-line" streams should be left in a natural state to control erosion and sedimentation. Alteration of natural drainage courses shall be avoided wherever possible.

Policy Construction on slopes greater than 20%, should be discouraged wherever possible. Clustering of development into more usable areas is encouraged.

Policy Natural vegetation should be preserved as much as possible in environmentally sensitive areas by utilizing noninvasive design and development practices. Environmentally sensitive areas consist of:

Natural slopes of 20% or greater,
Floodplain,
Streams, creeks and major drainage ways,
Wetlands,
Areas of historical or archeological significance.

OBJECTIVE

Consider design elements to assure that the character of the community is preserved or enhanced.

Policy Signs should provide the necessary information to the motorist or the pedestrian without increasing the probability of accidents by causing too much visual confusion.

Policy All development should be provided with adequate landscaping to improve the aesthetics of the use, to absorb additional stormwater runoff, and to reduce summer surface temperatures. Landscaping should be used as transitional screening and throughout individual developments.

Policy Development of all types should be appropriately clustered to preserve the character and natural features of the City.

Policy Existing "significant" trees shall be preserved as part of new development. As part of this process, the City will initiate a street tree program to preserve and enhance existing street trees.

HOUSING GOALS

TO PROVIDE DECENT AND AFFORDABLE HOUSING FOR PRESENT AND FUTURE POPULATIONS OF ASHLAND CITY WHILE PRESERVING EXISTING RESIDENTIAL AREAS.

OBJECTIVE

Provide for quality residential and neighborhood environments. Existing residential neighborhoods are to be protected.

Policy Residential areas should be protected from incompatible activities.

Policy Medium density development should generally be used in residential areas to provide transition to higher density areas.

Policy Densities in residential development areas should be determined by the land and infrastructure conditions in the area.

Policy Medium and High-density developments should be located with direct access to a major street (collector or arterial).

Policy Medium and High-density development should be discouraged in areas having average slopes of 20% or greater.

Policy As a general rule, compatible land uses should be provided on both sides of local streets and adjacent property lines. Transitions in land use (from residential to commercial or industrial) should occur at rear property lines, adjacent to collector or arterial streets, through the use of a natural feature or a man made buffer.

OBJECTIVE

Provide adequate amounts of multiple-family housing in suitable locations.

Policy Medium- to high- density multiple-family projects should be located in close proximity to a major street specifically designated as a collector or arterial. These developments should be located within one block of an arterial street to avoid large amounts of traffic traversing single-family areas.

Policy Multi-family residential developments may be located to provide transition between single-family residential areas and commercial and industrial uses. These uses are also appropriately located along arterial streets between major intersections.

Policy Public sewer service should be available, and trunk lines, lift stations, and treatment plants should be capable of carrying additional anticipated loads.

Policy Public water service should be available, and line size and storage facilities should be capable of providing adequate water pressure and supply.

COMMERCIAL GOALS

TO PROVIDE SUFFICIENT NEIGHBORHOOD AND COMMUNITY-WIDE SHOPPING FACILITIES EFFICIENTLY DISTRIBUTED THROUGHOUT THE COMMUNITY AND ADEQUATE OPPORTUNITY FOR COMMERCIAL EXPANSION.

OBJECTIVE

Encourage the development or enhancement of the downtown area.

Policy The downtown should be the focus of the community. Public and civic uses should be concentrated wherever possible in the downtown area.

Policy Other compatible and supporting uses such as office buildings, community-wide civic structures, government functions and residential neighborhoods should be encouraged to locate in the downtown area.

Policy The character of the downtown area should be established by maintaining some degree of conformity of design and scale. Structures of architectural significance should be provided, whenever practicable. Ease and convenience of pedestrian circulation should be given priority over vehicular circulation and parking.

Policy Office development should be encouraged to locate in the downtown area. The number of areas and acres available for office development outside of the downtown area should not undermine the economic viability of the center itself.

OBJECTIVE

Provide areas away from downtown for clustered and coordinated commercial development.

Policy Planned commercial areas should be provided for large lot users (i.e., lumber yards, auto and farm implement dealers).

Policy The areas containing uses requiring large land areas should be located on a major arterial street with careful access controls and sufficient buffers from any adjacent residential uses.

Policy Large lot commercial uses should be clustered to minimize their impact on surrounding uses and traffic patterns rather than be allowed to form a long commercial strip.

OBJECTIVE

Provide neighborhood convenience shopping adjacent to residential areas but discourage "spot commercial" zoning.

Policy Coordinated neighborhood shopping centers or groups of stores which primarily provide goods and services to local residents only, such as convenience stores, pharmacies and laundromats, should be located at the edges of neighborhoods provided that they are located on an arterial street and nearby residences are adequately buffered.

Policy Non-neighborhood oriented commercial development should be encouraged to locate in commercial centers on the arterial corridors or in the downtown area, and not at the gateways into residential neighborhoods.

Policy Neighborhood shopping centers should be sized to accommodate the specific market base of the neighborhood.

Policy The enhancement of neighborhood shopping centers should be encouraged to attract both shoppers and prospective businesses through the development and redevelopment efforts of the private and public sectors.

OBJECTIVE

Discourage the expansion of strip commercial development along the major streets of the City.

Policy Strip commercial development (typically characterized by individual commercial uses stringing out along a street) should be limited to highway commercial areas catering to the motoring public with uses such as motels, service stations and fast-food restaurants.

Policy Strip commercial development should be limited to major highway entrances to the City and should be permitted only limited access to major streets via frontage roads or shared driveways/cross access easements.

Policy Commercial development serving the neighborhood or community shall be concentrated in locations of high accessibility, either at the intersection of two arterial streets, or at the intersection of an arterial or collector street.

OBJECTIVE

Assure the provision of adequate pedestrian and vehicular access and parking at all commercial and employment centers.

Policy Require adequate off-street parking for all new commercial and office development and require appropriate buffering between parking areas and adjacent residential uses.

Policy Provide safe and convenient pedestrian access from surrounding residential areas and internal pedestrian circulation in all commercial centers.

INDUSTRIAL GOALS

TO PROVIDE SUFFICIENT OPPORTUNITIES FOR INDUSTRIAL DEVELOPMENT AT LOCATIONS WITH SUITABLE ACCESS, ADEQUATE COMMUNITY FACILITIES AND WITHOUT SERIOUS ENVIRONMENTAL OR LAND USE LIMITATIONS.

OBJECTIVE

Industrial development should be located so as to maximize efficient usage of the public and semi-public facilities necessary for this type of development.

Policy Industrial sites should have good access to arterial streets, preferably those leading directly to interstate highways. Access to rail facilities and to navigatable rivers is also an important consideration.

Policy Wherever possible, public water and sewer service should be provided.

Policy Industrial development should be located or designed so as to be afforded adequate police and fire protection.

OBJECTIVE

Industrial development should be located so as to minimize the negative impact on the environment and on other less intensive uses, as well as minimize the costs of development.

Policy New industrial uses should be appropriately separated or buffered from surrounding non-industrial uses.

Policy Future industrial expansion areas should be evaluated in light of existing soil, slope, bedrock, and flooding conditions. Industrial development should not be allowed in areas where such development may result in substantial, long-term environmental damage.

Policy Vehicular access should be provided to industrial areas in a manner, which prevents traffic through residential areas. Direct access to major thoroughfares is preferred.

Policy Industrial uses such as salvage yards should be located and screened so as to minimize their visual impact upon the community.

Policy Areas with the public facilities and environmental conditions suitable for industrial development should not be developed for residential or other low-intensity purposes.

Land Use Policies

The basic land-use building blocks are referred to in this plan as Land Use Policy Classifications. The policy classifications are defined as general groupings of land uses that have common operational and/or development characteristics. For example, residential is a basic type of land use intended for human habitation. Throughout a community, however, the characteristics of residential developments may differ. People choose to live in many different types of residences, whether they are single-family homes, apartments, townhouses, or retirement centers. Residential development also occurs in a wide range of intensities, measured as density in terms of the number of residences per given acre of land. As an example, one house situated on a one-acre tract of land has a density of one residential unit per acre. Two houses developed on that same one acre of land would have a density of two units per acre.

In the context of general land use planning, the Plan attempts to classify residential land uses according to general density ranges rather than by a specific type of residential structure, since it is the general density of residential development (rather than the form of the development itself) that dictates how the City must plan and budget for the public services (such as water, sewer, police and fire protection) that will be necessary to support and protect that development. The City therefore establishes land use policies according to defined intensity/density ranges. Each of those land use policy classifications can be contained in the City's Zoning Code. The Highway 12 Land Use Plan therefore, serves as the City's guidebook for making land use and development decisions utilizing the zoning districts and development standards contained in the Zoning Code, but it is not a "zoning plan."

The Highway 12 Land Use Plan is comprised of the following Land Use Policy Classifications:

- RE Rural/Estate
- RL Residential Low Density
- RLM Residential Medium Density
- RM Residential High Density
- CN Commercial Neighborhood
- CC Commercial Community
- CH Commercial Highway
- IL Industrial Light
- IG Industrial General
- G/C Government/Civic

RURAL/ESTATE (RE)

Rural/Estate policy areas are areas that may be suitable for development beyond the planning period, but should remain essentially undeveloped over the next 20 years. The predominant type of development in RE areas is very low density residential (greater than 5 acre lots) and agricultural uses.

Residential development should be designed with an anticipation of later intensification as the city begins to expand into these areas. Non-residential development should be at similar scale and intensity as the residential development and should serve convenience retail functions. Impacting uses that are found to be public necessities such as quarries and landfills, may be appropriately located in these areas.

RESIDENTIAL POLICY AREAS

Residential uses typically comprise the largest single type of development in any community. Ashland City is no exception to this pattern. The type and pattern of residential development, therefore, has a significant impact on the structure of the town. One of the more important goals in this plan is for Ashland City to continue the present pattern of providing a diversity of housing options to accommodate the varying needs and lifestyles of the various household types. From single adults to young families, to empty nesters, to retirees, the City's goal is to be as inclusive as possible. At the same time, care must be taken to ensure compatibility with other land uses, and among differing housing types.

The delivery of services is influenced to a great extent by the spatial pattern of residential development. In general, higher densities are preferred for new residential development, as these densities allow for fiscally responsible service delivery. However, it is important to respect the carrying capacity of the land and infrastructure.

General Guidelines for Residential Development

- The primary land use in residential policy areas is permanent residential development
- Other uses, which may be associated with residential areas, include recreational and other community facility activities, traditional office uses, local convenience and neighborhood scale retail uses.
- The development of small pockets of vacant land within larger developed areas (infill) should generally be at comparable densities and housing types with that of the surrounding area.
- Density is measured by units per acre, and is expressed as a range. Generally, residential developments in a policy area should be within the density range of the policy category.
- Any non-residential activities within a residential area should be compatible in scale and intensity (building size, shape and footprint) to the surrounding residential areas.

RESIDENTIAL-LOW (RL)

Residential-Low provides for densities equivalent to one acre or larger lots. The predominant development type for these areas is single-family homes within residential subdivisions that have their own street systems. The subdivisions in this policy area should be designed as a final development pattern, since no additional intensification is anticipated.

Community infrastructure will be provided to these areas on the same basis as more intensively developed areas of Ashland City. Sanitary sewer service, roadway improvements, fire suppression services, and all other municipal services will be provided. This infrastructure will be sized to meet the needs of lower intensity areas.

Higher intensity residential and the non-residential policy areas should not derive their primary access through Residential-Low areas. Where planned collector roadway facilities traverse Residential-Low Policy areas, higher densities within the policy category should be located along those collector streets. Higher densities should also generally be located near the arterial street system.

As the Residential-Low policy areas fill out during the twenty-year planning period, new development should be compatible with adjoining developments. Interconnected street systems between developments within the policy area are encouraged. The edges of the Residential-Low policy areas should provide for a character and discernable boundaries and transitions that distinguish Residential-Low areas from other areas.

RESIDENTIAL MEDIUM (RM)

The Residential Medium land use policy category contains much of the existing development within the city. Subdivision lot sizes in this category range from 1/4 acre up to one acre. Other forms of residential development at equivalent densities may also be considered (e.g. cluster lot subdivisions or multi-family developments). The intensity of the Residential Medium category provides for a good service base and ease of pedestrian connections to community hubs.

This policy category provides sufficient intensity to provide all municipal services. Recreational opportunities, parks and greenways should focus themselves on these areas to the extent practicable. Development at the upper end of the density range is recommended at locations along collector streets and in the vicinity of arterial streets, provided that access to the collector or arterial street is not through a lower density policy area. Development at the lower end of the density range (one acre lots) is recommended in areas away from arterial and collector streets.

The predominant development type for Residential Medium policy areas is single family residential. Small areas of duplex, town-home or multi-family housing development may also be appropriate in transitional areas.

Residential Medium areas should be in the path of urban expansion and extension of support services, particularly sewers and transportation infrastructure. Development at Medium intensity should only occur in areas with firm plans for public safety services (police and firm), urban drainage, recreational facilities and transportation improvements.

While the overall goal within and between Residential Medium areas is connectivity, careful attention should be paid to the boundaries of the policy areas. The goal should not be to erect barriers that prevent the integration of the policy areas into a single community, but also the areas of intensity should be separated and have a recognizable boundary.

Areas of existing Residential Medium development should establish the overall character of newer Residential Medium areas, unless higher intensity is necessary for other reasons outlined above.

RESIDENTIAL HIGH (RH)

Residential High areas are anticipated to accommodate residential development with densities exceeding four (4) units per acre. Suitable for multi-family use, a variety of housing types are appropriate in most Residential-High areas. The most common types are a mixture of compact single-family detached units (patio homes), town homes, duplex and four-plex units, and walk-up apartments.

Connectivity of the street system is of critical importance in Residential High policy areas. Within the policy areas, connections should be made between areas of varying densities. Connections to other policy categories (especially Residential-Low and Medium policy areas that will develop in the future) are also very important. The strategy is to ensure an integrated street system in these areas and avoid concentration of traffic onto a few major streets.

Development at the upper end of the intensity range is appropriate at locations along and in the vicinity of arterial streets and park facilities.

Residential High areas should be in the path of urban expansion and extension of support services, particularly sewers and transportation infrastructure. Development at High intensity should only occur in areas that have public safety services (police and fire), urban drainage, recreational facilities and transportation systems that can support them.

Areas designated Residential High should be convenient to neighborhood or community scale commercial centers and other community services.

COMMERCIAL POLICY AREAS

Commercial activities are divided in several different ways. The distinction between retail sales (the sale of products) and office (the performance of services) is an important one from a land use perspective. The other important distinction is the focus of the commercial activity, whether within Ashland City or outside the City limits. The focus of activity relates strongly to its location in the city. The distinction between goods or services relates to the immediate impact the use will have on the surrounding area.

GENERAL GUIDELINES FOR COMMERCIAL DEVELOPMENT

Intensity refers to the level of concentration or activities in use on a piece of property. Generally the more intensive the use, the more traffic and other disruptive effects it generates on a regular basis. Higher intensity uses should be located further from residential uses than lower intensity ones. Higher intensity uses should also be placed adjacent to major transportation facilities.

Buffering techniques should be used at the edges of commercial policy areas to reduce the interference of the commercial uses with the adjacent areas. To the extent possible buffering should use natural features such as topography or drains to separate land uses. These natural features should be supplemented by landscaping and other elements to reduce impacts on adjacent uses.

Convenience retail activities located within residential settings should be carefully governed by well-documented local market demands. The location of such uses should be restricted to the intersections of collector and/or arterial streets. Such uses should be sensitively designed to respect the scale and form of the neighborhood.

COMMERCIAL NEIGHBORHOOD (CN)

CN policy areas are designated to accommodate uses that provide routinely needed goods and services, such as convenience markets, video rental stores, restaurants and dry cleaners. The customer base for Commercial Neighborhood areas is generally from 1,000 to 10,000 people. Size of the policy area is typically from 5 to 10 acres.

The CN area should be at the intersection of either an arterial and collector street, or two collector streets that are the focal point of traffic in the area. Typical spacing for CN clusters of uses range from 2 miles in lower density residential areas to a mile in higher density areas. Under certain conditions and circumstances, market demand may be such that closer spacing may be appropriate. When appropriate, consideration may be given to permitting residential-scale office activities to serve as a land use transition between the more intensive commercial activities and abutting residential properties. Such office activities should be limited in scale and intensity should commensurate with the character of the immediate neighborhood.

COMMERCIAL COMMUNITY (CC)

CC areas are designed to accommodate concentrations of community scale retail. Community scale retail includes many forms of retail activity, including most retail shops, restaurants, entertainment and consumer services. CC areas are typically anchored by a large grocery store or big-box general retailer. These clusters serve a market area of 10,000 to 50,000 people and a trade area of 1-5 miles. Frequently these areas also serve the neighborhood shopping needs for an area, or contain highway oriented uses. Aggregate size is from 10 to 50 acres depending on the mix of uses.

CC areas should be located at intersections of arterial streets. Preference should be given to arterial intersections in which both streets have or are planned to have 4 or more lanes. Intersections of a four-lane and a two-lane arterial, or as a last resort, a four-lane arterial and a collector street may be appropriate.

A component arrangement of development is recommended for CC areas. Commercial uses should not develop as strip commercial. To prevent "stripping," natural features or transitional uses should be sued to provide firm edges to CC areas. When appropriate, consideration may be given to permitting small to moderate scale office developments as land use transitions between more intensive commercial activities and abutting residential properties.

CC areas are more flexible in their locational requirements than industrial uses. Therefore CC policy should not be applied to locations that will be needed for larger scale commercial or industrial activities.

COMMERCIAL HIGHWAY (CH)

Highway Commercial areas are those areas devoted to uses that are oriented to the traffic that passes by them. They provide services to pass-by motorists. Typical uses are hotels and motels, restaurants, gas stations and convenience stores, auto repair and sales and other similar uses.

Due to their location close to interchanges and along major arterials, careful access management must be exercised in these areas for both capacity and overall safety reasons. Should the policy area adjoin a less intensive policy area, careful transition should be put in place to avoid detrimental impacts on the adjoining use. These transitions may be "land use"

transitions by placing less intensive uses at the policy boundary, or they may utilize some natural feature that clearly demarks the line.

INDUSTRIAL POLICY AREAS

These areas of the City are devoted to major employment of either service based or fabrication based. This category includes both industrial and distribution centers, and research or office park uses. Critical to the determination of these areas is accessibility. Consequently, they should be located near regional and national transportation facilities on suitable land with adequate services.

These uses are of critical importance to the vibrancy and health of the City, and at the same time are the most difficult to locate. Industrial uses in particular have many negative impacts on the surrounding areas, and at the same time are very sensitive to site location. Care must be taken not to allow other uses, especially residential uses, to encroach on these sites.

INDUSTRIAL LIGHT (IL)

This policy category includes distribution and light fabrication types of uses. Their orientation is outside the city, although City residents may work with them. This distinguishes them from local service office and mixed service areas that serve largely a local trade area. One of the major goals in the plan is to diversify the employment base within the City, to bring jobs to the city. These policy areas provide that capability.

The uses in the Industrial Light policy categories are entirely contained within the structure, and no noise, odor or smoke escapes the confines of the building. All the uses require good accessibility for both the purposes of their labor force and to transport goods to other sites.

These sites are extremely sensitive to locational conditions, and site meeting their criteria are somewhat difficult to provide. These sites must be protected from encroachment by other uses, especially residential areas. Because they are relatively flat and have good access, they are attractive for other uses. However, the uses in this category also have negative and impacting use characteristics. If residential is permitted to encroach into these areas, its value for employment and light industrial uses is compromised.
Industrial Light areas should be at least 50 acres in size and have direct access to an arterial street. Traffic from these uses should not travel through any other policy area to obtain this arterial access.

INDUSTRIAL GENERAL (IG)

This policy classification consists of heavy manufacturing and fabrication of goods. This policy requires many of the same features as the Industrial Light areas; good access, flat land and tolerant adjacent land uses. In addition, the manufacturing processes found here can generate noise, smoke and odor that have a negative impact on surrounding uses.

CIVIC/GOVERNMENT

This policy classification includes governmental buildings, such as offices, libraries, and neighborhood parks, as well as other civic facilities that are privately funded or owned by non-profit organizations and are used for the benefit of the community. Examples include museums, places of worship, schools, and community centers. These types of activities may be located in close proximity to industrial, commercial, or residential areas, provided that the necessary buffering requirements are established.

The Highway 12 Land Use Plan

The Highway 12 Land Use Plan is depicted in Exhibit 6. The Plan represents an application of the aforementioned planning goals and objectives utilizing the land use policy classifications. The Plan anticipates and encourages that the corridor continue to evolve and develop with a more diverse range of land uses while respecting and protecting those natural attributes that will preserve the corridor as an attractive gateway into the community.

South Side of Highway 12

As a general rule, non-residential land use classifications will continue to dominate those land areas lying south of Highway 12. This is both reflective of the established industrial land uses that already exist south of the highway, and the relatively shallow depth of properties lying between the highway and the railway line in the eastern sector of the corridor, and between the highway and the Marrowbone Creek flood plain in the western sector. An exception to the non-residential orientation in this southern area is the large, relatively undeveloped land area lying between Robin Hood Road to the west and the Tall Tree Estates Subdivision to the east. The relative isolation of this area, its attractive orientation to the Cumberland River, its variable topography rising above the 100 year flood plain, and its limited access opportunities combine to make this area a suitable location for low density residential development. From a public safety standpoint, vehicular ingress and egress to this future residential enclave should be provided via an improved Robin Hill Road to the west and from an extension of either Riverview Lane or Allenwood Drive to the east.

Industrially oriented land uses will continue to dominate the eastern sector of the corridor south of Highway 12, between the highway cut just west of Thompson Road and the Davidson County line to the east. Exceptions include the application of Highway Commercial policy to the relatively shallow properties generally opposite Caldwell Road to the north, and a relatively small area of Residential Low policy immediately contiguous to the county line.

In the western sector of the corridor, still on the south side of Highway 12, a mix of commercial and residential policies apply. Residential Low policy has been applied to the Tall Tree Estates Subdivision in deference to current development intensity. Residential Medium policy is applied to currently undeveloped land lying immediately to the west of the Tall Tree Estates Subdivision largely based on its direct access to Highway 12 and adjacency to existing single family development. Residential High density policy is applied to a large acreage tract lying along the western margin of Little Marrowbone Creek based on the existence of new residential development directly opposite that tract along the north margin of Highway 12. Commercial Community policy is applied to those remaining properties along the south margin of Highway 12 that contain sufficient depth to accommodate the big-box form of development typically required by those types of commercial establishments. A limited amount of Commercial Highway policy is applied in the far western sector to those relatively shallow properties that front the south margin of the highway. For those parcels lying immediately west and east of Robin Hill Road, the feasibility of actual commercial development is questionable due to flooding potential. Conservation of those properties in a natural state would be preferable both from the standpoint of protecting water quality near the City's water intake point and to enhance the gateway character of the corridor. The City should explore such options with the respective owners of these properties.

North Side of Highway 12

The predominant land use classification is residential for those portions of the study area lying north of Highway 12. As a general rule, for those residential properties oriented directly to Highway 12, the recommended density of development increases moving east to west toward the center of the community. Residential density classifications north of the highway are also dictated by proximity to street intersections and by topographic conditions. Residential Medium density areas are clustered around major street intersections along the corridor, often contiguous to a Commercial Neighborhood policy (see next paragraph for Commercial Neighborhood policy). A large percentage of the land north of the highway designated for residential use contains relatively steep topography. A number of those sites could be sensitively developed as residential subdivisions, provided that flexible zoning and subdivision techniques are employed to cluster lots on the less steep portions of the property and the remainder in common open space is preserved. Residential Low density policy is applied to those areas. Rural Estate policy (5 acre or larger lots) is applied selectively to two large areas in the easterly sector of the corridor based on severe topographic conditions and/or distance for the center of the community. Both of the Rural Estate areas directly abut land owned by the City for a park.

Non-residential land use policy on the north side of Highway 12 is generally limited to neighborhood oriented retail sales and service activities. Small "nodes" of Commercial Neighborhood policy are strategically located at street intersections that lead into existing or future residential neighborhoods. These areas are appropriate for small to moderate scale commercial establishments that satisfy the more day-to-day shopping and service needs of nearby residential areas. Small areas of Commercial Highway policy is applied to selected sites in the western sector of the corridor, being generally oriented around the Dry Fork Road intersection. Some of these properties have very shallow depths, being remnants of the Highway 12 reconstruction project. Utilization of the more shallow parcels as gateway enhancement features may be an option worth exploring by the City.

Only one area along the north margin of Highway 12 is policied Industrial Light. One large and one small tract of land in this immediate area are currently zoned for light industrial activities. The majority of this industrial zoned land currently remains in an undeveloped state. The Industrial Light policy area recommended for this area is applied only to those portions of the property considered as reasonably feasible for industrial or commercial development based on topographic conditions. The steeper ridge top areas of that large tract should be consolidated with adjoining residential lands and developed accordingly.

Plan Implementation

The primary means of implementing a land use plan fall to the City's zoning ordinance and subdivision regulations. It is through the application of specific zoning district classifications on a parcel by parcel basis that the City regulates both the "use" of property, the "intensity" of development occurring on the property, and the physical appearance of the development itself. To effectively implement the stated goals and objectives of the Highway 12 Land Use Plan, therefore, the City must ensure that both the Zoning Ordinance and the Subdivision Regulations adequately address the types of land uses permitted in the various zoning districts used to implement the plan, as well as the performance standards applied to new development. Both regulatory documents should be reviewed and updated as needed on a regular basis to ensure consistency with the Plan.

The City's guidelines related to storm water quality and flood plain management should also be reviewed on a regular basis. The City should strive for a balanced approach to the sensitive issue of flood plain alteration vs. preservation. Within the Highway 12 corridor area, part of that balancing act involves allowing sufficient flood plain manipulation to permit the reasonable use of valuable land fronting a State highway while at the same time reasonably protecting the natural ecosystem of Marrowbone Creek and the quality of water reaching the City's water intake system.

Establishing and maintaining a high quality "gateway" image for the corridor requires careful attention to land use type and specific development standards. The Zoning Ordinance should clearly articulate the community's minimum standards for perimeter and internal landscaping, building setbacks and orientation, the screening of service corridors and dumpsters, site lighting, and the placement, height and size of signs. An access management program should be developed for the Highway 12 corridor and incorporated within both the Zoning Ordinance and the Subdivision Regulations. Components of an effective access management program would include requirements for intra-parcel driveway connectivity, especially between individual commercial sites along the corridor, and a systematic and planned approach to the location of major driveways and traffic signals.

EXISTING AND PROPOSED LAND USE ALLOCATIONS

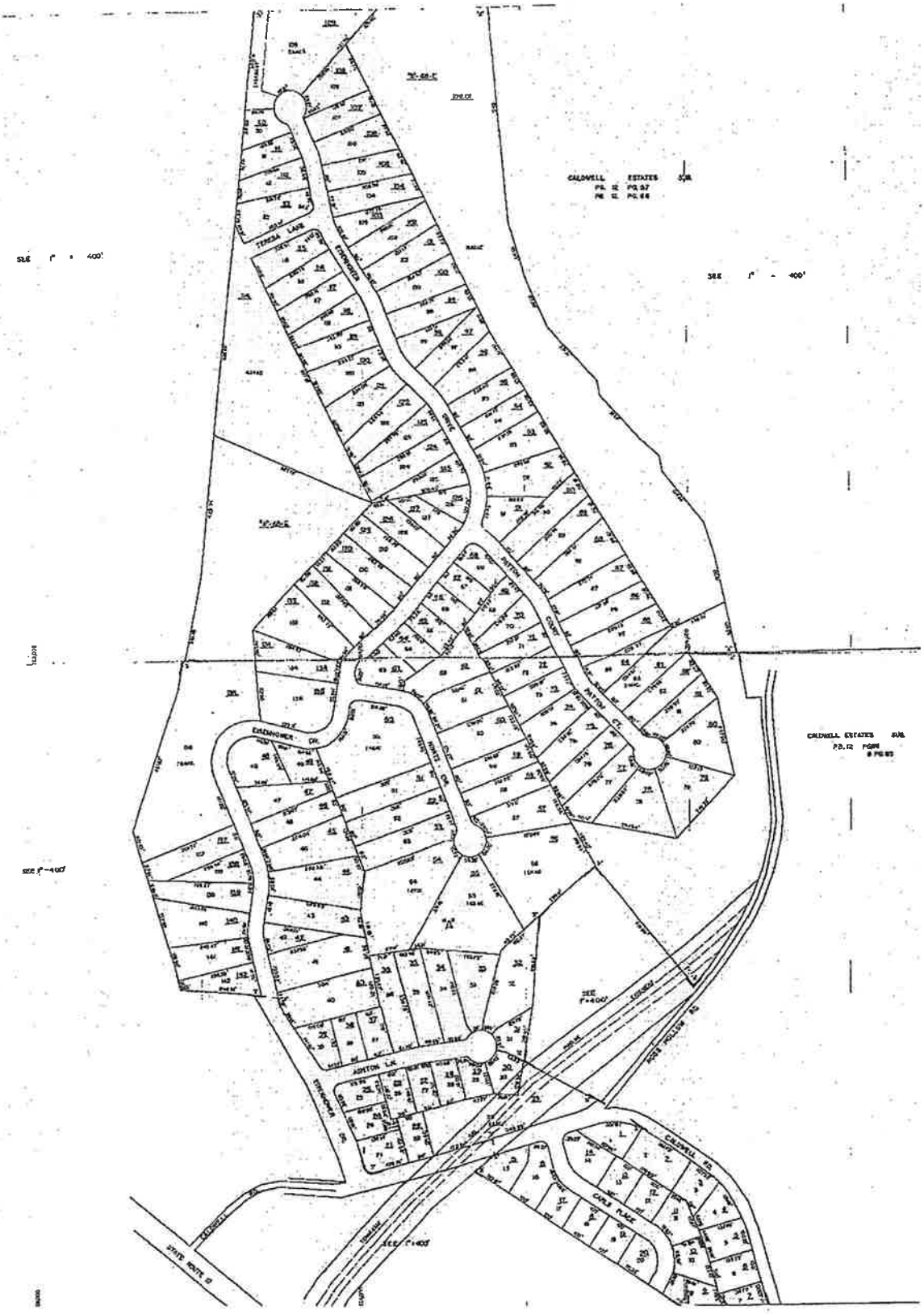
GENERAL LAND USE	EXISTING ACRES	EXISTING % OF ACRES	PLANNED ACRES	PLANNED % OF TOTAL
RESIDENTIAL	1547.43	45.66%	2524.72	74.49%
COMMERCIAL	84.37	2.49%	212.54	6.27%
INDUSTRIAL	203.93	6.01%	544.97	16.07%
GOVERNMENT/ CIVIC	26.30	0.77%	107.36	3.17%
VACANT	1527.56	45.07%		
TOTALS	3389.59	100.00%	3389.59	100.00%

PROPOSED LAND USE ALLOCATIONS

Land Use Policy	Acres	% of total acres	Average Utilization Rate	Build-Out Yield
Rural/Estate	909.26	26.83%	0.2 DU/AC	180 DU
Residential Low Density	1337.68	39.46%	0.75 DU/AC	1,003 DU
Residential Medium Density	156.91	4.63%	3.00 DU/AC	470 DU
Residential High Density	120.87	3.57%	6.00 DU/AC	725 DU
Commercial Neighborhood	9.61	0.28%	0.15 FAR	62,791 GFA
Commercial Community	149.79	4.42%	0.20 FAR	652,485 GFA
Commercial Highway	53.14	1.57%	0.15 FAR	173,608 GFA
Industrial General	100.8	2.97%	0.20 FAR	439,085 GFA
Industrial Light	444.17	13.10%	0.20 FAR	1,934,805 GFA
Government/Civic	107.36	3.17%		
TOTAL	3389.59	100.00%		
Flood Plain (Per FEMA)	1352.8 acres			
DU: Dwelling Unit				
GFA: Gross Floor Area				
DU/AC (Dwelling Units Per Acre): Total Dwelling Units/ Total (Gross) Site Area				
FAR (Floor Area Ratio): Total Floor Area / Total Site Area				

APPENDICES

APPENDIX 1: CALDWELL ESTATES SUBDIVISION



APPENDIX 2: L.C. CUNNIFF SUBDIVISION