



Town of Nashville

Redevelopment Commission Briefing

August 10, 2026

AGENDA

- Process
- Diagnosis
 - Conformity Analysis
 - Recommendations
- Overview of Online Surveys
- Overview of Focus Groups
- Next Steps

PROCESS

NASHVILLE UDO CREATION

UDO DRAFTING PROCESS



KICKOFF:
SCOPE DEVELOPMENT &
UDO PROCESS GOALS



**ORDINANCE
DIAGNOSIS:** IDENTIFIED
AREAS OF FOCUS &
DRAFT TABLE OF
CONTENTS FOR NEW
UDO



DRAFT UDO:
APRIL '27



PUBLIC INPUT:
SURVEY'S & FOCUS
GROUP INPUT



PUBLIC MEETING:
JAN '26 & MAY '27



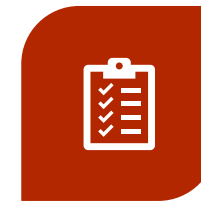
DRAFTING:
JULY '26 – APRIL '27



ADOPTION PROCESS:
JULY '27



MAP DEVELOPMENT:
AUGUST '26 – OCTOBER
'26



**USERS
GUIDE/TRAINING:**
AUG '27

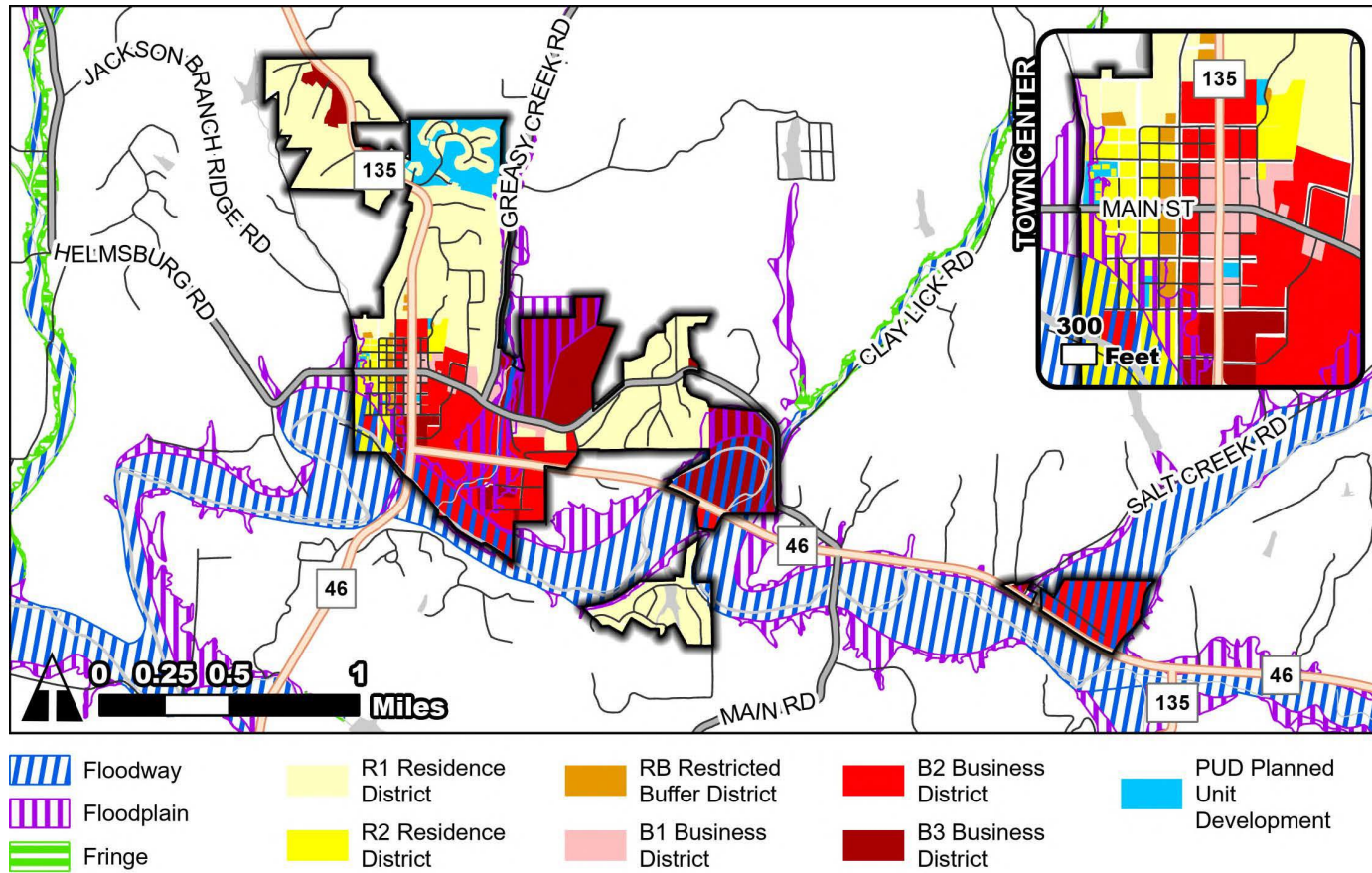


ONGOING INPUT:
STEERING COMMITTEE
& PUBLIC NEXT STEP

DIAGNOSIS

EXISTING ZONING

Existing Zoning



Breakdown of Current Zoning

Zoning District	Total Acres	# of Parcels	% of Town
R1 Residential	448.58	528	46%
R2 Residential	33.12	118	3.4%
RB Restricted Buffer	5.76	34	0.6%
B1 Business	23.85	90	2.5%
B2 Business	216.97	134	22.4%
B3 Business	202.00	41	20.8%
PUD Planned Unit Development	41.41	11	4.3%
TOTAL	969.40	956	100%

Lot Standards

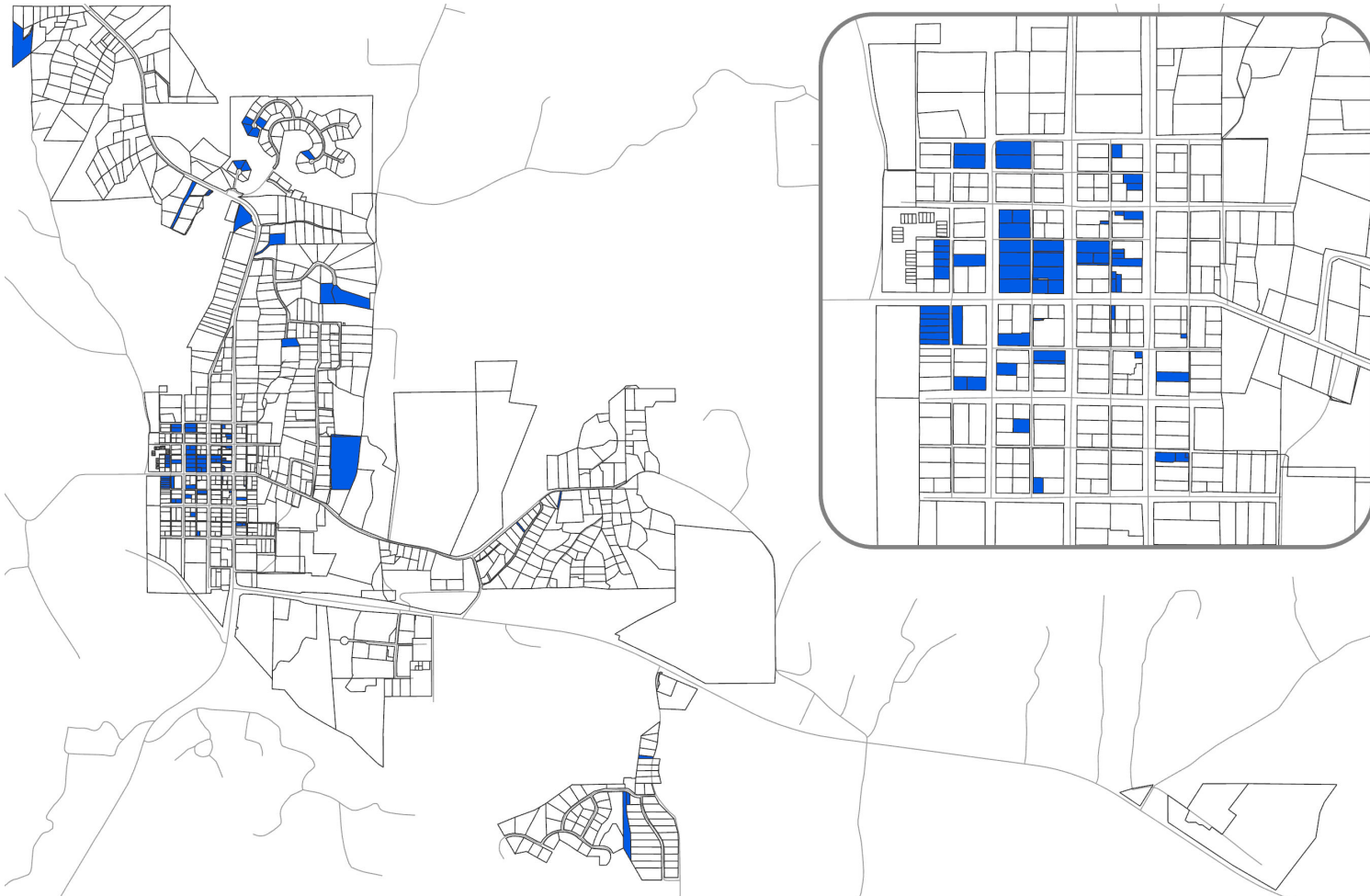
Lots Standards per District		
Zoning District	Minimum Lot Size (sq. ft.)	Minimum Lot Width (ft.)
R1 Residential	6000	59.5
R2 Residential	6000	59.5
RB Restricted Buffer	3000	59.5
B1 Business	6000	50
B2 Business	6000	50
B3 Business	6000	50
PUD Planned Unit Development	N/A	N/A

- Nashville's current zoning code lays out minimum standards for lot frontage width and lot size in each zoning district.
- Lot *width* is measured along the front line of a parcel, also referred to as frontage.
- Planned Unit Developments (PUDs) do not have any set standards as the designation is in place to develop unique subdivisions with their own regulations.

CONFORMITY ANALYSIS

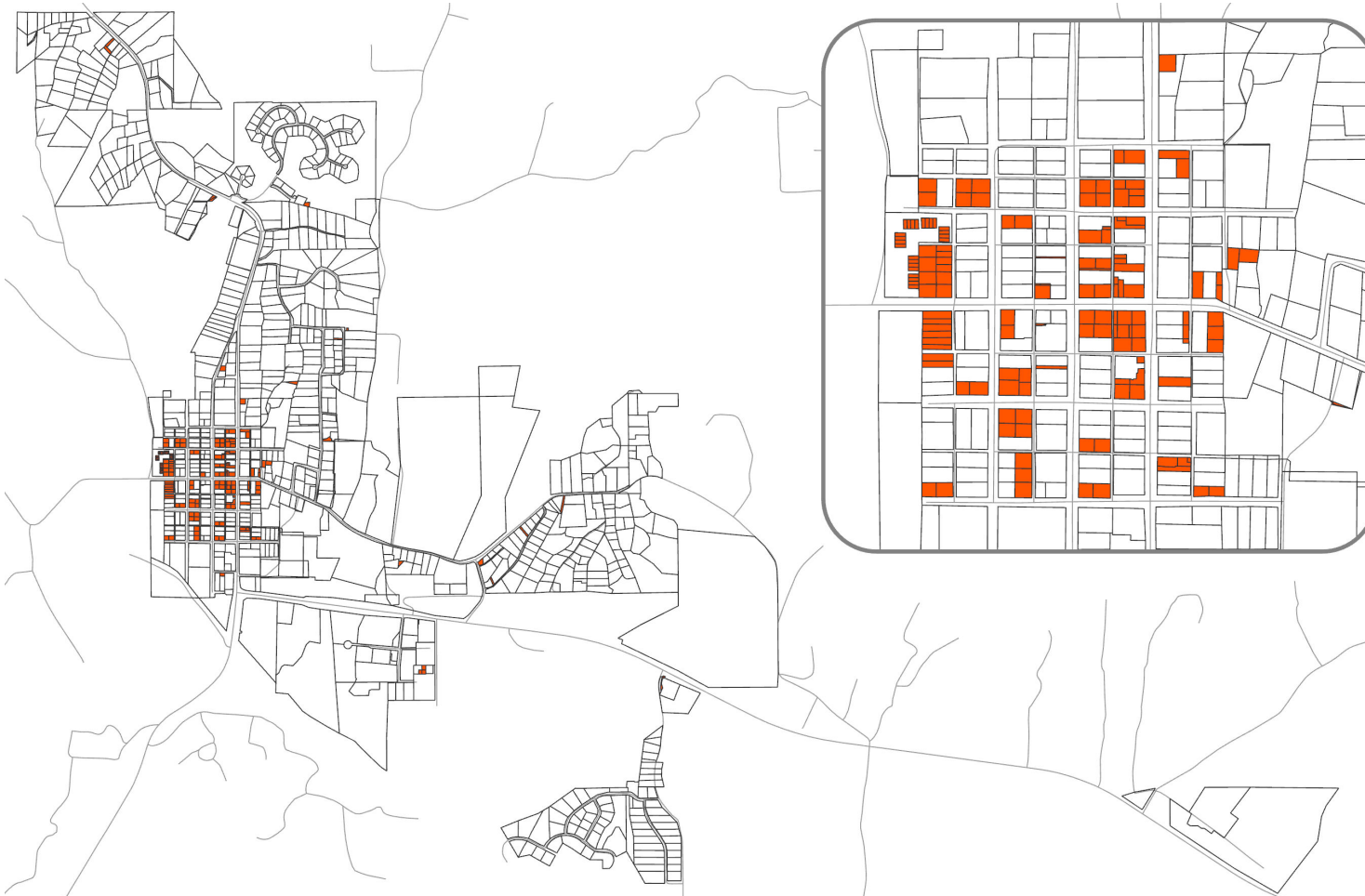
A look at how which parcels conform to current zoning standards

Lot Width Non-Conformity



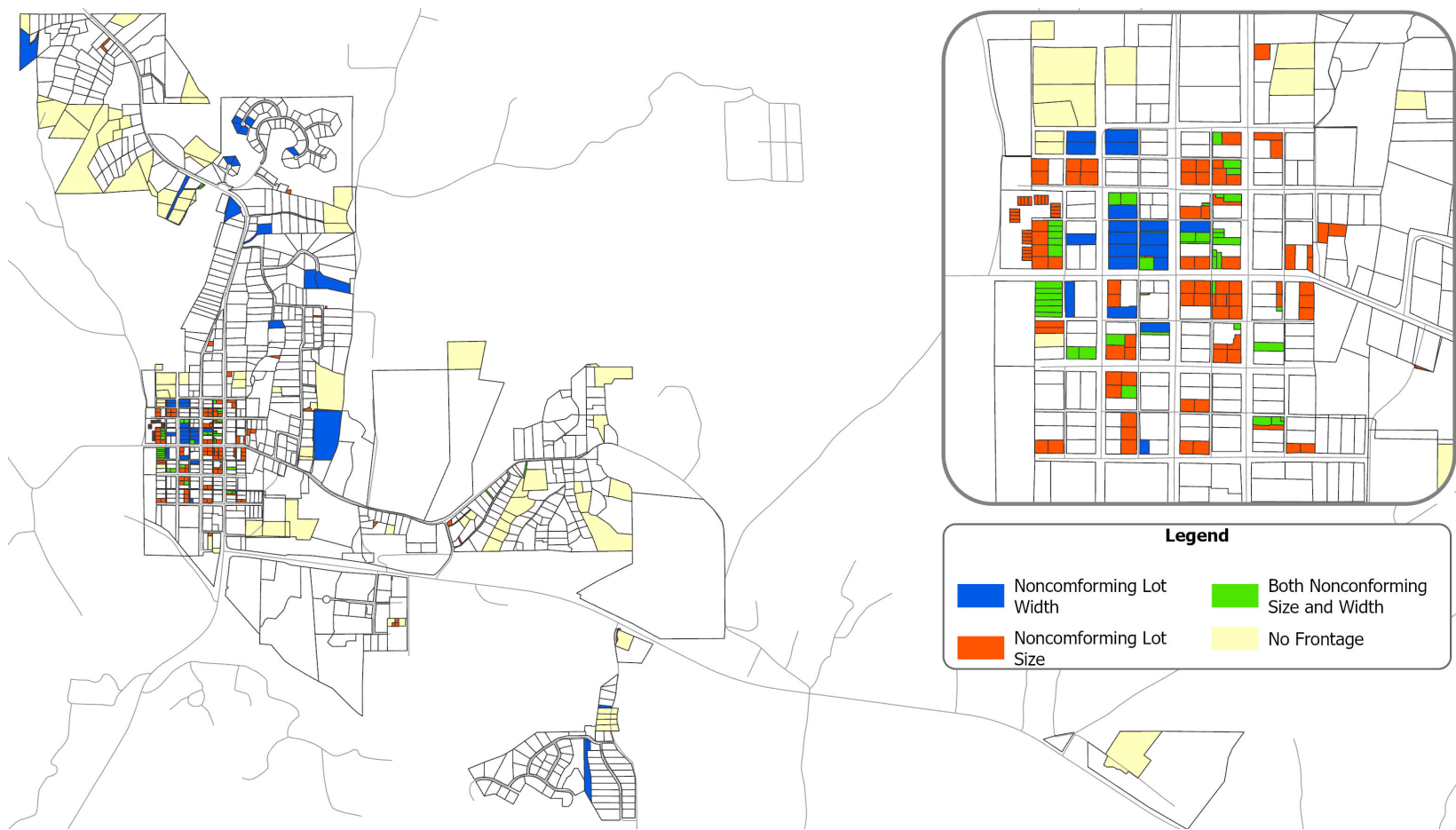
Zoning District	Min. Lot Width (ft.)	# of Non-Conforming	% Non-conforming
R1 Residential	59.5	24	4.5%
R2 Residential	59.5	29	24.6%
RB Restricted Buffer	59.5	10	29.4%
B1 Business	50	16	17.8%
B2 Business	50	9	6.7%
B3 Business	50	0	0%
Total Nonconformities:		88	9.21%

Lot Area Non-Conformity



Zoning District	Min. Lot Area (sq. ft.)	# of Non-Conforming Parcels	% of Zone Non-Conforming
R1 Residential	6000	15	2.8%
R2 Residential	6000	67	56.8%
RB Restricted Buffer	3000	7	20.6%
B1 Business	6000	42	46.7%
B2 Business	6000	38	28.4%
B3 Business	6000	3	7.3%
Total Nonconformities:		172	17.9%

Overall Non-Conformities



	# of Lots	% of Town
Total Non-Conforming Lot Width	88	9.2%
Total Non-Conforming Lot Area	172	17.9%
Total Non-Conforming Both Lot Width and Area	52	5.4%
Total Number of Non-Conforming Parcels	260	27%

112 parcels (12% of the town) currently do not have frontage along a roadway.

Further analysis of land ownership may be required to ensure all parcels have access to roadways.

DIAGNOSIS RECOMMENDATIONS

REVIEW OF EXISTING CODES & ORDINANCES

General Recommendations

- Organize the document for better useability
- Determine appropriate zoning districts for Nashville
 - Potentially create new overlay and/or form-based districts
- Determine appropriate development standards that reflect current and/or desired development
- Standardize language throughout the document
- Standardize definitions between sections and ordinances
- Determine how or if Nashville will use a:
 - Plat Committee
 - Technical Review Committee
 - Hearing Officer
 - Floodplain Administrator
 - Building Official
- Consolidate Special Exception Rules
- Consolidate Floodplain Rules

Chapter 152: Subdivision Regulations

- Reorganize regulations
- Split processes from design standards in UDO
- Combine all definitions in one chapter of the UDO.
- Review “dwelling” definitions for modernization
- Any standards listed in definitions should be moved to the text.
- Procedural requirements can be moved to rules
- Consider adding illustrations to standards
- Add a process to vacate rights-of-way
- Allow for administrative approval of final plats
- Consider moving certain standards into a construction manual
- Review and update standards for streets, sidewalks, and curbs
- Review corner lot requirements & easement widths
- Review block standards
- Review sewage and water facilities requirements

Chapter 153: Zoning Code

- Reorganize the entire zoning ordinance
- Ensure that all new bills from 2025 & 2026 IGA are incorporated into the UDO
- Add purpose and intent statements to every section
- Update definitions and consolidate into one chapter
- Revise certain definitions for new uses. Refer to HEA1210/Public Law 157
- Define all uses based on the NAICS code
- Review for federal compliance

Chapter 153: Zoning Code

- Update the parking requirements to accommodate town realities and best practices
- What should be the Development Review Committee's role relative to the Plan Commission? DRC currently reviews site plans and COAs.
- Move fees out of ordinance and adopt by reference
- Reorganize districts to have dimensional standards and applicable development conditions in the established districts section
- Move sign lighting standards to sign ordinance
- Move uses to a land use matrix
- Develop use conditions for each use
- Signs: Ensure consistency with Reed vs. Gilbert
- Consider updating internally illuminated/digital sign standards
- Consider standards for consolidated signs and directory signs
- Require setbacks for all freestanding signs
- Check case law on Amortization (153.097)

Chapter 153: Zoning Code

- Nonconforming Use Specifications: reconfigure and expand section
- Update variance findings per state statute
- Remedies- re-write and re-name this section
- Establish an Advisory Plan Commission
- Determine who will act as staff for commission
- Move standards for meetings, records, conflict of interest, and official action into separate rules of procedure
- Update enforcement provisions
- Update flood hazard standards
- Recommend adding references to 151.05 Provisions to relevant sections; i.e. construction standards, permeable paving, RVs, subdivisions
- Establish Planned Unit Developments as a district
- Move contents required for processes in an application process, not UDO
- Develop process charts

ONLINE SURVEYS

EXISTING ZONING

ONLINE SURVEYS

June 29 through July 31

Public Survey

- Available to the public on the UDO project website: NashvilleUDO.com
- 13 Responses

Internal Survey

- Provided to town & county employees and boards & commissions related to zoning and development
- 13 Responses

Internal Responses

1. Significant demand for overhauling & clarifying the sign ordinance
2. Consistency & clarity of regulations are top priorities
3. Desire for ordinances to support housing & community-serving businesses and to influence future development
4. Infrastructure, housing affordability/choice, & historic preservation were top concerns
5. Strong support for development-specific regulations
6. Strong support for protection of natural features

Public Response

1. The public has low overall familiarity with the ordinances
2. Clarity, consistency, & predictability are top priorities
3. Repeated calls for consistent enforcement and application of rules
4. Desire for ordinances to protect property from damage/pollution and to protect property rights
5. Infrastructure & community facilities were top concerns
6. There is tension between people who want ordinances with a heritage & regulation focus vs. business & growth focus

FOCUS GROUPS

July 29, 2026

Brown County Public Library

Focus Groups

1. Town & County Staff
2. Economic Development
3. Utilities & Transportation
4. Builders & Design Professionals
5. Real Estate
6. Boards & Commissions
7. Local Businesses

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PARTICIPANTS

Key Themes from Focus Group Discussions

Topic: Housing Shortages & High Costs

- **Affordability:** many young adults, service workers, teachers, and first-time home buyers cannot afford to live in the town or county
- **Missing Housing Types:** need for starter homes, small condos, small housing developments, ADUs, and mixed-use apartments (upper floors)
- **Declining Schools & Aging Population:** expensive housing prevents young families from moving to town, reducing school enrollment; most homebuyers are retirees

How the UDO can help:

- **Permit a variety of housing types by right**
 - Allow some duplexes and ADUs in single-family neighborhoods
 - Allow manufactured and prefabricated dwellings, with conditions, to reduce construction costs for new housing
- **Revise development standards to allow for greater housing density in appropriate areas**
 - Decrease minimum lot area per unit
 - Increase the maximum lot coverage
 - Increase building height limits for apartments

Key Themes from Focus Group Discussions

Topic: Loss of Residential Neighborhoods

- **Tourist Rentals & Air BNB:** too many residential properties have been converted from long-term housing to short-term tourist rentals
- **Commercial Encroachment:** several houses have been converted to commercial uses
- **Need for Regulation:** several groups discussed the potential for rules such as owner-operator requirements or limits on the number of short-term rentals

How the UDO can help:

- **Revise permitted uses and use conditions to preserve long-term housing**
 - Retain and enforce the special exception requirement for short-term rentals in residential zones
 - Limit tourist rentals as a commercial use
 - Limit commercial uses in residential areas except for home occupations
- **Create a short-term rental registry**
 - Require owners of short-term rentals to register their properties with the town
 - Ensure short-term rentals are contributing innkeeper taxes

Key Themes from Focus Group Discussions

Topic: Outdated, Complex, & Contradictory Ordinances

- **Outdated Rules:** current ordinances have not kept up with changes to best practices and new technology/techniques
- **Inflexible Regulations:** standards hinder modern construction and affordable development
- **Need for Simplification:** simplify regulations, eliminate conflicting rules, and allow administrative decisions for minor requests to reduce the number of public hearings

How the UDO can help:

- **Modernize Regulations**
 - Re-write or replace outdated standards
 - Update permitted uses
- **Create Flexible Standards**
 - Allow for staff to approve appropriate alternatives or equivalencies that meet the intent of the regulations
- **Eliminate Conflicting Ordinances**
 - Repeal the current regulations and replace with the UDO to solve the issue of amendments conflicting with older ordinances

Key Themes from Focus Group Discussions

Topic: Inconsistent Enforcement

- **Inconsistent Application of Rules:** unequal application of sign rules, design guidelines, and zoning regulations; conflicting interpretations between the town & county staff
- **Enforcement Issues:** Rules are currently complaint-driven or fall back on law enforcement due to a lack of a dedicated code enforcement officer and limited town staff resources
- **Clearer Guidance Needed:** need to educate the public, business owners, and board members on the rules through educational materials and clear guidance rather than rely on reactive enforcement

Key Themes from Focus Group Discussions

How the UDO can help with Inconsistent Enforcement

- **Develop Clear & Objective Standards**
 - Re-write regulations to align with desired outcomes
 - Establish a definition for signs that complies with Reed v. Gilbert (content-neutral)
- **Establish Clear & Consistent Criteria for Approvals**
 - Identify which design regulations should be in the zoning code
 - Distinguish codes from guidelines
 - Establish rules for nonconformities
- **Create Accessible Educational Materials**
 - Develop handouts or brochures that explain the ordinances in simple terms
- **Establish Effective Enforcement Procedures**
 - Establish a notification procedure to ensure clear communication
 - Establish a grace period for a property to come into compliance before applying fines
 - Establish a procedure for property liens on prolonged noncompliance

Key Themes from Focus Group Discussions

Topic: Infrastructure & Capacity Constraints

- **Sewer & Water Limitations:** sewer capacity and utility rates are major bottlenecks to new housing and commercial growth
- **Annexation:** sewer connection expenses impact town expansion
- **Need for Infrastructure Upgrades:** stormwater drainage issues, old utility lines, inadequate fire hydrants (only flush hydrants), and inadequate street widths for service vehicles

How the UDO can help:

- **Establish Conditions for Approvals**
 - Require utility & transportation infrastructure installation as a condition of approval (as appropriate for level of impact)
 - Update rights-of-way construction and dedication standards
- **Allow for greater density to help offset development costs**
- **Update Development Regulations**
 - Increase easement sizes
 - Reduce front setbacks where utilities are in rear yards
 - Create stormwater retention/detention ordinances

Key Themes from Focus Group Discussions

Topic: Transportation & Public Amenities

- **Safety & Accessibility:** urgent need for sidewalk repairs, missing sidewalk connections, ADA/PROWAG compliance, and cost-sharing policies between property owners and the town
- **Trail Connections:** strong desire to connect Salt Creek Trail to local and state parks, obtaining landowner easements has been a barrier
- **Street Lighting:** some areas of town are very dark, lighting standards need modernization for current technology
- **Parking:** limited street parking, many residents and visitors illegally parking in the street

How the UDO can help:

- **Use the Regulations to Support Public Improvements**
 - Require installation of sidewalks, streetlights, and/or parking areas as a condition of certain approvals
 - Increase the minimum sidewalk width to 5ft. (ADA)
 - Codify the sidewalk cost-sharing policy and establish it as an annual budget item
 - Allow for off-site improvements or “contributions in lieu of” to support public sidewalks, trails, and other amenities
- **Improve Parking Regulations**
 - Develop parking design standards that maximize useable area
 - Allow for shared and off-site parking

Key Themes from Focus Group Discussions

Topic: Preserving Historic, Small-Town Character vs. Economic Diversification

- **Balancing Growth with Charm:** tension exists between preserving Nashville's quaint, artistic, historic identity vs. enabling modern economic development
- **Commercial Diversity:** concerns that the economy relies too heavily on tourism and gift shops—there is a push for more non-tourism or resident-serving jobs. Desire for activity-based business, limited light industrial, restaurants, and year-round events.
- **Limited Commercial Space:** limited available commercial land in town, resulting in high rents. Service businesses/offices are taking up potential retail storefronts.

Key Themes from Focus Group Discussions

How the UDO can help with Preserving Historic, Small-Town Character vs. Economic Diversification

- **Form-Based Standards:** allows a greater variety of land uses so long as the development complies with design criteria. Examples may include:
 - Site Layout: min/max building setbacks, building width, lot coverage, parking in side or rear yards
 - Mixed-Use Buildings: percent of building or reserved building floors for commercial (ground floor), residential (upper floors), office or service business (upper floors)
 - Architectural Design Standards: building entrances, roof slopes, windows/transparency, building materials, architectural features
- **Use Conditions:** used to mitigate impacts by outlining specific criteria for land use compliance. They can also be used to limit certain uses. Examples may include:
 - Separation of uses: distance between repeated uses, distance from less intense uses (residential, schools, others)
 - Min/max: floor area, lot size, height of building or structure
 - Required landscape buffers & screening
 - Special exceptions, use permits, required disclosures, proof of (third-party) compliance

Key Themes from Focus Group Discussions

Topic: Governance, Boards, & Inter-Agency Coordination

- **Board Qualifications & Overlap:** Doubts about whether a separate Plan Commission and BZA is needed for the Town's size and number of petitions; limited number of people qualified for membership; need for more training and education for members
- **Town & County Disconnect:** Lack of coordination between town and county staff and officials for consistent application of regulations; calls for periodic check-ins between departments
- **Business Support:** there is no existing Main Street organization or chamber of commerce to help with business development or to educate business owners about regulations

How the UDO can help:

- **Establish Judicial Powers**
 - First need to determine the desired direction
 - Update procedures and membership qualifications (as needed)
- **Establish Procedures for Cross-Department Coordination**
 - Review and update work agreements between town and county staff
 - Establish an annual review

These comments are not specific to the UDO, but are important to consider for supporting administration of the UDO, and for achieving the goals of the comprehensive plan

NEXT STEPS

WHERE DO WE GO FROM HERE?

NEXT STEPS

- Add findings to website
- Draft Zoning Districts Standards & Zoning Map
- Meet with the Steering Committee
- Discussion of the Creation of Advisory Plan Commission & BZA
- Continue to develop the draft UDO

THANK YOU

www.nashvilleudo.com