

**GRANT APPLICATION SUMMARY SHEET**

**Grant Name:** Multimodal Access Grant 22-25

**Department:** NDOT

**Grantor:** TENNESSEE DEPARTMENT OF TRANSPORTATION

**Pass-Through Grantor  
(If applicable):**

**Total Applied For:** \$950,000.00

**Metro Cash Match:** \$2,722,000.00

**Department Contact:** Casey Hopkins  
880-1676

**Status:** NEW

**Program Description:**

NDOT's 2021 application requests state funding to complete improvements along Charlotte Avenue (SR 24/US 70) from 28th Avenue North to 39th Avenue North to address existing pedestrian and bicycle facility gaps and other safety concerns. More specifically, NDOT proposes: •Continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28th Avenue North to 33rd Avenue North. NDOT proposes widening existing sidewalk to achieve 12' multi-use path. •Addition of new crosswalks served with pedestrian hybrid beacons at Charlotte Avenue intersections with and 33rd and 39th avenues. At 37th avenue we are proposing to reconstruct existing span wire signal with mast arms, ADA compliant pedestrian signals, curb ramps and crosswalks on all approaches. •WeGo bus stop improvements at 33rd, 37th, and 39th avenues. NDOT proposes enhancing the bus stops in the vicinity of these locations.

**Plan for continuation of services upon grant expiration:**

If we are not awarded the full amount, we are looking at future multimodal access grant programs from TDOT.

**APPROVED AS TO AVAILABILITY  
OF FUNDS:**

DocuSigned by:

*Saul Solomon/mfw*  
Saul Solomon  
Director of Finance

9/30/2021

DS  
TE

**Date****APPROVED AS TO FORM AND  
LEGALITY:**

DocuSigned by:

*Neki Eke*  
Neki Eke  
Metropolitan Attorney

9/30/2021

**Date****APPROVED AS TO RISK AND  
INSURANCE:**

DocuSigned by:

*Balogun Cobb*  
Balogun Cobb  
Director of Risk Management  
Services

9/30/2021

**Date**

DocuSigned by:

*John Cooper*  
John Cooper  
Metropolitan Mayor

9/30/2021

**Date**

(This application is contingent upon approval of the application  
by the Metropolitan Council

5337

Greg McClarin

DS  
GAM

## Grants Tracking Form

Part One							
Pre-Application <input type="radio"/>		Application <input checked="" type="radio"/>		Award Acceptance <input type="radio"/>		Contract Amendment <input type="radio"/>	
Department	Dept. No.	Contact	Phone	Fax			
NDOT	042	Casey Hopkins	880-1676				
<b>Grant Name:</b>		Multimodal Access Grant 22-25					
<b>Grantor:</b>		TENNESSEE DEPARTMENT OF TRANSPORTATION		<b>Other:</b>			
<b>Grant Period From:</b>		01/31/22	(applications only) Anticipated Application Date:		08/23/21		
<b>Grant Period To:</b>		01/31/25	(applications only) Application Deadline:		10/01/21		
<b>Funding Type:</b>	STATE	<b>Multi-Department Grant</b>		<input type="checkbox"/> If yes, list below.			
<b>Pass-Thru:</b>	Select Pass-Thru --- >	<b>Outside Consultant Project:</b>		<input type="checkbox"/>			
<b>Award Type:</b>	COMPETITIVE	<b>Total Award:</b>		\$950,000.00			
<b>Status:</b>	NEW	<b>Metro Cash Match:</b>		\$2,722,000.00			
<b>Metro Category:</b>	New Initiative	<b>Metro In-Kind Match:</b>					
<b>CFDA #</b>	N/A	<b>Is Council approval required?</b>		<input checked="" type="checkbox"/>			
<b>Project Description:</b>		<b>Applic. Submitted Electronically?</b>		<input checked="" type="checkbox"/>			
<p>NDOT's 2021 application requests state funding to complete improvements along Charlotte Avenue (SR 24/US 70) from 28th Avenue North to 39th Avenue North to address existing pedestrian and bicycle facility gaps and other safety concerns. More specifically, NDOT proposes:</p> <ul style="list-style-type: none"> <li>•Continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28th Avenue North to 33rd Avenue North. NDOT proposes widening existing sidewalk to achieve 12' multi-use path.</li> <li>•Addition of new crosswalks served with pedestrian hybrid beacons at Charlotte Avenue intersections with and 33rd and 39th avenues. At 37th avenue we are proposing to reconstruct existing span wire signal with mast arms, ADA compliant pedestrian signals, curb ramps and crosswalks on all approaches.</li> <li>•WeGo bus stop improvements at 33rd, 37th, and 39th avenues. NDOT proposes enhancing the bus stops in the vicinity of these locations.</li> </ul>							
<b>Plan for continuation of service after expiration of grant/Budgetary Impact:</b>							
If we are not awarded the full amount, we are looking at future multimodal access grant programs from TDOT.							
<b>How is Match Determined?</b>							
<b>Fixed Amount of \$</b>	\$950,000.00	or	<b>% of Grant</b>	<b>Other:</b> <input type="checkbox"/>			
<b>Explanation for "Other" means of determining match:</b>							
<b>For this Metro FY, how much of the required local Metro cash match:</b>							
<b>Is already in department budget?</b>		Yes	<b>Fund</b>	42021	<b>Business Unit</b>		
<b>Is not budgeted?</b>			<b>Proposed Source of Match:</b>		FY21 CSP		
<b>(Indicate Match Amount &amp; Source for Remaining Grant Years in Budget Below)</b>							
<b>Other:</b>							
<b>Number of FTEs the grant will fund:</b>		0.00	<b>Actual number of positions added:</b>		0.00		
<b>Departmental Indirect Cost Rate</b>		18.83%	<b>Indirect Cost of Grant to Metro:</b>		\$691,437.60		
<b>*Indirect Costs allowed?</b> <input type="radio"/> Yes <input checked="" type="radio"/> No		% Allow.	0.00%	<b>Ind. Cost Requested from Grantor:</b>			
				\$0.00			
<b>*(If "No", please attach documentation from the grantor that indirect costs are not allowable. See Instructions)</b>							
<b>Draw down allowable?</b> <input type="checkbox"/>							
<b>Metro or Community-based Partners:</b>							

Part Two										
Grant Budget										
Budget Year	Metro Fiscal Year	Federal Grantor	State Grantor	Other Grantor	Local Match Cash	Match Source (Fund, BU)	Local Match In-Kind	Total Grant Each Year	Indirect Cost to Metro	Ind. Cost Neg. from Grantor
Yr 1	FY22	\$0.00	\$0.00	\$0.00	\$367,212.50	42021, 42409021		\$367,212.50	\$69,146.11	\$0.00
Yr 2	FY23	\$0.00	\$0.00	\$0.00	\$367,212.50	42021, 42409021		\$367,212.50	\$69,146.11	\$0.00
Yr 3	FY24	\$0.00	\$950,000.00	\$0.00	\$1,987,575.00	42021, 42409021		\$2,937,575.00	\$553,145.37	\$0.00
Yr 4	FY__	\$0.00	\$0.00	\$0.00					\$0.00	\$0.00
Yr 5	FY__	\$0.00	\$0.00	\$0.00					\$0.00	\$0.00
<b>Total</b>		\$0.00	\$950,000.00		\$2,722,000.00			\$3,672,000.00	\$691,437.60	\$0.00
<b>Date Awarded:</b>					<b>Tot. Awarded:</b>		<b>Contract#:</b>			
(or) <b>Date Denied:</b>					<b>Reason:</b>					
(or) <b>Date Withdrawn:</b>					<b>Reason:</b>					

Contact: [trinity.weathersby@nashville.gov](mailto:trinity.weathersby@nashville.gov)  
[vaughn.wilson@nashville.gov](mailto:vaughn.wilson@nashville.gov)

VW



Applicant Information

**Application Requirements**

1. Prior to completing this application, please refer to the TDOT Multimodal Access Grant Guidelines.
2. Project applications **MUST** be complete and contain all supporting materials as outlined in the application.
3. Projects **MUST** include a letter of support from the corresponding Rural Planning Organization (RPO) or Metropolitan Planning Organization (MPO).
4. Project applications **MUST** be accompanied by a letter of support from the county or municipal legislative body which includes a written acknowledgement of 5% local match and future maintenance responsibility. The Multimodal Access Grant is a reimbursable program. Local governments are required to pay 100% of all project invoices up-front prior to seeking reimbursement of the 95% state share.

Contact Name: Casey Hopkins  
Phone: (615) 880-1676

Title: Finance Officer- Grant Administrator  
Email: casey.hopkins@nashville.gov

Tennessee Metropolitan Planning Organization (MPO) or Rural Planning Organization (RPO):

Select the applicable organization from one of the following dropdown lists:

A map of Tennessee's planning organizations can be found at:

<https://www.tn.gov/tdot/long-range-planning-home/longrange-oct/transportation-long-range-planning-metropolitan-planning-organization-mpo-c.html>.

(Do not select from both lists.)

MPO: Nashville MPO

OR

RPO:

Funding Breakdown

A. State Funding Amount (Total not to exceed \$950,000.00)	\$950,000.00
B. Local Funding Amount (At least 5% of Total Project Funding Amount)	\$2,722,000.00
C. Total Project Funding Amount	\$3,672,000.00

TDOT Funding Consideration:

In some cases, TDOT may consider funding a portion of the proposed project. Would the applicant consider accepting a reduced project scope/amount of funding?

☒ Yes      ☐ No

If yes, how would you revise the project scope and/or limits?

In the event TDOT decides to not fund \$950,000. We will rescope the project into 2 phases. However, NDOT is committed to the full funding of \$3,672,000 and has reserved funding for the project.

Phase 1: 2021 MMAG - NDOT would focus on the continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28th Avenue North to 33rd Avenue North. The cost of Phase 1 would be a total project cost of \$2,873,000

Budget Template:

Attach completed budget template here:

[https://tdot.intelligrants.com/\\_Upload/11629\\_1112824-PartII2018MultimodalAccessApplication-Budget\(3\).xlsx](https://tdot.intelligrants.com/_Upload/11629_1112824-PartII2018MultimodalAccessApplication-Budget(3).xlsx)

## BUDGET TEMPLATE

### Estimated Project Costs

Line items can be added or deleted as needed for any stage; however this is the format in which the budget must be submitted.

**INSTRUCTIONS:** List all items necessary to develop and construct the project. The applicant is responsible for verifying all costs for accuracy. Cost overruns will be solely the responsibility of the Local Government (Responsible Charge). This budget form may not be duplicated without permission.

**LOCAL PROJECTS:** Please note that the % match from the local government is cash only. In-kind match is not allowed. Also, all projects must be competitively bid and awarded to the lowest responsive bidder.

ITEM DESCRIPTION	UNIT	QUANTITY	UNIT PRICE	TOTAL	% STATE FUNDS	% LOCAL EXPENSE (Cash Match Only, Non-Reimbursible)
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#### Preliminary & Construction Engineering and Inspection

Preliminary Engineering	Rate	1		\$ 293,770.00		
Construction Engineering & Inspection	Rate	1		\$ 440,655.00		
<b>SUBTOTAL</b>						

Right-of-Way			Costs do not include ROW acquisition			
Utilities			Costs do not include utility relocations			

#### Construction (CONST)

All projects must be competitively bid and awarded to the lowest responsive bidder.

<b>Construction Items</b>						
Pavement Removal				\$ 342,000.00		
Asphalt Paving				\$ 120,000.00		
Concrete Paving				\$ 760,000.00		
Drainage				\$ 440,000.00		
Wall				\$ 230,000.00		
Fencing				\$ 15,000.00		

\*\*\* The CEI Estimate may not exceed 20% but can be decreased by the local agency at their discretion depending on the scope and complexity of the project. If contract administrative duties are performed by a private firm other than the contracted CEI consultant, this firm must still be TDOT pre-qualified and a copy of the fully executed contract between them and the CEI consultant must be sent to TDOT electronically. Costs for contract administration must be included within the CEI budget.



## COST ESTIMATE SUMMARY

**Route:** Charlotte Pk  
**Description:** Multimodal Access Grant application  
 28th Ave to 39th Ave  
**Project Type of Work:** MUP construction and intersection improvements  
**County:** Davidson  
**Length:** Spot  
**Date:** September 24, 2021

Prepared by:  
 Jeff Hammond, P.E.  
 NDOT, 9/24/2021



DESCRIPTION		LOCAL	STATE	FEDERAL	TOTAL
		10%	0%	90%	
Construction Items					
Pavement Removal		\$38,000	\$0	\$342,000	\$380,000
Asphalt Paving		\$12,000	\$0	\$108,000	\$120,000
Concrete Pavement		\$76,000	\$0	\$684,000	\$760,000
Drainage		\$44,000	\$0	\$396,000	\$440,000
Wall		\$23,000	\$0	\$207,000	\$230,000
Structures		\$0	\$0	\$0	\$0
Fencing		\$1,500	\$0	\$13,500	\$15,000
Signalization		\$0	\$0	\$200,000	\$420,000
Railroad Crossing		\$0	\$0	\$0	\$0
Earthwork		\$0	\$0	\$0	\$0
Clearing and Grubbing		\$0	\$0	\$0	\$0
Seeding & Sodding		\$5,500	\$0	\$49,500	\$55,000
Rip-Rap or Slope Protection		\$0	\$0	\$0	\$0
Guardrail		\$500	\$0	\$4,500	\$5,000
Signing		\$0	\$0	\$7,000	\$7,000
Pavement Markings		\$0	\$0	\$3,100	\$50,000
Maintenance of Traffic		\$0	\$0	\$21,200	\$180,000
Mobilization (5%)		\$4,100	\$0	\$37,100	\$41,200
Other Items = 10%		\$6,800	\$0	\$61,500	\$68,300
Const. Contingency = 35%		\$16,600	\$0	\$149,600	\$166,200
Construction Estimate		\$293,800	\$0	\$2,643,900	\$2,937,700
Interchanges & Unique Intersections					
Roundabouts		\$0	\$0	\$0	\$0
Interchanges		\$0	\$0	\$0	\$0
Right-of-Way & Utilities		LOCAL	STATE	FEDERAL	TOTAL
		10%	0%	90%	
Right-of-Way		\$0	\$0	\$0	\$0
Utilities		\$0	\$0	\$0	\$0
Preliminary & Construction Engineering and Inspection					
Prelim. Eng.	10%	\$0	\$12,000	\$108,000	\$293,770
Const. Eng. & Inspec.	15%	\$7,286	\$0	\$65,574	\$440,655
Total Project Cost (2021)		\$301,100	\$12,000	\$2,817,500	\$ 3,672,000

## Project Information

**Project Route/Termini:**

Provide the Project Route/Termini (e.g., State Route 100 from 1st Street to 5th Street):

Charlotte Avenue (SR 24/US 70) from 28th Avenue North to 39th Avenue North.

**Project Description**

Provide a description of the proposed project and the scope of all work to be performed:

Requests state funding to complete improvements along Charlotte Avenue (SR 24/US 70) from 28th Avenue North to 39th Avenue North to address existing pedestrian and bicycle facility gaps and other safety concerns.

More specifically, NDOT proposes:

- Continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28th Avenue North to 33rd Avenue North. NDOT proposes widening existing sidewalk to achieve 12' multi-use path.
- Addition of new crosswalks served with pedestrian hybrid beacons at Charlotte Avenue intersections with 33rd and 39th avenues. At 37th avenue we are proposing to reconstruct existing span wire signal with mast arms, ADA compliant pedestrian signals, curb ramps and crosswalks on all approaches.
- WeGo bus stop improvements at 33rd, 37th, and 39th avenues. NDOT proposes enhancing the bus stops in the vicinity of these locations.

Please view the attached document designed and drawn by our NDOT engineers for a map of the projects proposed.

Attach map(s) here:

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112781-GrantProposalCharlotteAve\(2\).pdf](https://tdot.intelligrants.com/_Upload/11644_1112781-GrantProposalCharlotteAve(2).pdf)

Attach photo(s) and/or artist rendering(s) here:

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112782\\_2-GrantProposalCharlotteAve\(2\).pdf](https://tdot.intelligrants.com/_Upload/11644_1112782_2-GrantProposalCharlotteAve(2).pdf)

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112779-NDOT-MMAG-App-Map.pdf](https://tdot.intelligrants.com/_Upload/11644_1112779-NDOT-MMAG-App-Map.pdf)

**Project Eligibility**

Please select only those eligibilities that apply. Please Refer to TDOT's Multimodal Project Scoping Manual and Multimodal Design Guidelines for guidance regarding facility type and minimum design requirements. Projects must be located along a State Route.

☐ Sidewalks



## Project Information

- ☒ Pedestrian crossing improvements
- ☐ Bicycle facilities
- ☒ Multi-use path within the transportation corridor. Minimum 10 feet wide
- ☒ Transit stop amenities
- ☐ Complete streets, road diet, or traffic calming measures
- ☐ Accessibility improvements that address requirements of the Americans with Disabilities Act
- ☐ Pedestrian-scale lighting
- ☐ Other (Please explain):

**Purpose and Need**Safety:

Provide a brief description of how the proposed project will improve safety for pedestrians, bicyclists, and other transportation users.

According to the World Health Organization, more than 270,000 pedestrians die on the world's roads each year accounting for 22% of the total 1.24 million road traffic deaths. Smart City Growth states, the number of people struck and killed by drivers nationwide while walking increased by 45 percent over the last decade. Although people of all ages, races, ethnicities, and income levels suffer the consequences of dangerous street design, some neighborhoods and groups of people bear a larger share of the burden than others. People age 50 and up, and especially people age 75 and older, are overrepresented in these deaths. Nashville's streets are a critical part of our transportation system. Yet too many of them lack the infrastructure to protect residents, promote connectivity, and address equity issues. In 2020, Nashville lost 39 pedestrians. The fatality rate in the lowest income neighborhoods was nearly twice that of middle-income census tracts and almost three times that of higher-income neighborhoods. When considering pedestrian safety, one of the most visible ways in which inequalities are made clear through data. There have been 35 crashes with pedestrians and bicyclists since 2018 on Charlotte Avenue from 11th and White Bridge. Protecting the safety of all people who use the street, especially the most vulnerable to being struck and killed, must be a higher priority, and must be reflected in our decision-making processes and measuring success of our roads.

Connectivity:

Provide a brief description of how the proposed project will increase connectivity among a mixture of land uses and activity centers such as transit, residential neighborhoods, low-income housing, medical facilities, schools, retail, parks, employment centers, etc.

The proposed multi-use path will fill an existing bicycle facility gap and therefore important to area's safety and connectivity. Nearby locations that NDOT anticipates will benefit from the proposed improvements include two WeGo bus stops and the 440 Greenway (both completed and planned segments). Along with new development planned from the Charlotte Avenue corridor study.

Local Priority:

Is this project identified in state and/or local plans (including, but not limited to, Bicycle and Pedestrian Master Plan, ADA Transition Plan, Long Range Transportation Plan, Corridor Study, etc.)?

Organization: Nashville

MMAG-2021-Nashville-00054

## Project Information

☒ Yes ☐ No

If yes, please list the name of plan(s) and upload relevant pages.

Name of Plan	Upload
Charlotte Pike Corridor study	<a href="https://tdot.intelligrants.com/_Upload/11644_1112798-CharlotteAvenueCorridorStudy-Adopted(10-11-2018).pdf">https://tdot.intelligrants.com/_Upload/11644_1112798-CharlotteAvenueCorridorStudy-Adopted(10-11-2018).pdf</a>
Urban Land Institute Healthy Corridor	<a href="https://tdot.intelligrants.com/_Upload/11644_1112798_2-Healthy-Corridors-Nashville-Overview_Final.pdf">https://tdot.intelligrants.com/_Upload/11644_1112798_2-Healthy-Corridors-Nashville-Overview_Final.pdf</a>

Does your municipality have a Private/Public Sidewalk Installation Program, New Development Sidewalk standard, Annual budgeted Sidewalk Project List or Complete Streets Ordinance?

☒ Yes ☐ No

If yes, upload relevant pages or document below.

Has there been any public involvement meetings regarding this project?

☒ Yes ☐ No

If yes, please provide a brief explanation.

The Charlotte Pike Corridor Study provided the opportunity to host public meetings in 2018.

Attach supporting documentation (i.e., meeting minutes) here:

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112806-CharlottePikeCorridorStudyMinutes.pdf](https://tdot.intelligrants.com/_Upload/11644_1112806-CharlottePikeCorridorStudyMinutes.pdf)Project Readiness:

Has any level of environmental or preliminary engineering work been completed?

☒ Yes ☐ No

If yes, please provide a brief explanation.

A concept plan has been developed. No environmental work as been completed.

Will this project include any ROW acquisition?

☒ Yes ☐ No

Do you foresee any potential environmental impact commitments for this project?

☐ Yes ☒ No

Does the project include a pedestrian/bike bridge or tunnel or impact an existing TDOT structure?

☐ Yes ☒ No

## Project Information

Will any part of the project impact a rail line?

☐ Yes ☒ No

Will the project move any utilities? If yes, identify all relevant types of utilities to be moved:

☒ Yes ☐ No

☐ Utilities in public right of way, identified in public revitalization plan

☒ Utilities in public right of way, not identified in public revitalization plan

☐ Utilities outside of public right of way

If potential challenges to project readiness have been identified, please describe any strategies that have been developed for managing these challenges, or relevant supporting information collected to assess the magnitude of the challenge.

It's important to note that we haven't included ROW or utility costs. We don't believe utilities will be too significant, but ROW will be since we're looking to widen the footprint of a state route on very valuable land. We would need more time to run some comps sales to determine the property value. Our construction budget includes contingencies to cover the cost of ROW and utilities.

If the community has received a prior Multimodal Access Grant award, please describe the status of the awarded project.

Envision Nolensville: McNally Improvements is in the NEPA phase of the project. Recently, NDOT had a kick-off meeting with TDOT, WeGo and AECOM who will be performing the design. TDOT will be starting the NEPA for the project using their consultant, Ragan-Smith.

Economic Impact:

How will this project aid economic development in the community or serve economically disadvantaged populations?

The improvements proposed with this application will implement solutions addressing issues and concerns identified in both the Metro Planning Commission-adopted Charlotte Avenue Corridor Study and the ULI-developed Building Healthy Places Initiative report, which included Charlotte Avenue). The proposed investment will improve access to economic opportunities (e.g. universities, medical district, concentrations of office and tourism employment) within Midtown and Downtown Nashville for disadvantaged populations that walk, bike, or use public transit to find employment and necessary social services.

Applicants are required to include local letters of support with their project application.

Attach letters of support here:

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112821-PallmeMultimodalTransportationResources9.22.21.pdf](https://tdot.intelligrants.com/_Upload/11644_1112821-PallmeMultimodalTransportationResources9.22.21.pdf)

Organization: Nashville

MMAG-2021-Nashville-00054

Project Information

[https://tdot.intelligrants.com/\\_Upload/11644\\_1112822-4415\\_001.pdf](https://tdot.intelligrants.com/_Upload/11644_1112822-4415_001.pdf)

Attach miscellaneous supporting documentation here:



REVISIONS	
NO.	DESCRIPTION
1	
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MMAG REQUEST



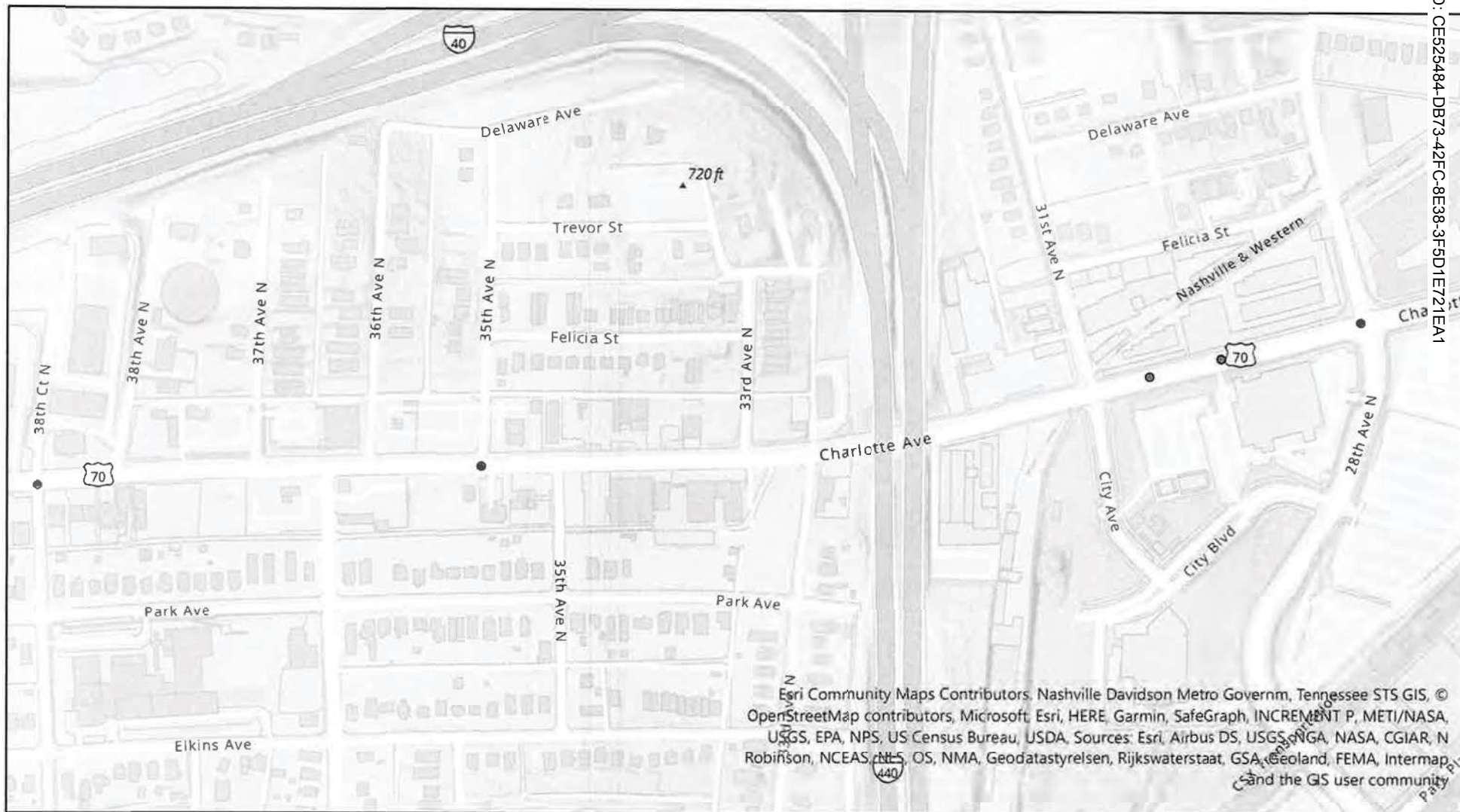
DATE:	06/21
DESIGNED BY:	JH
DRAWN BY:	WJR
SUPERVISED BY:	JH
CHECKED BY:	JH
PROJ. NO.	
SCALE:	1" = 150'
SHEET NO.	001





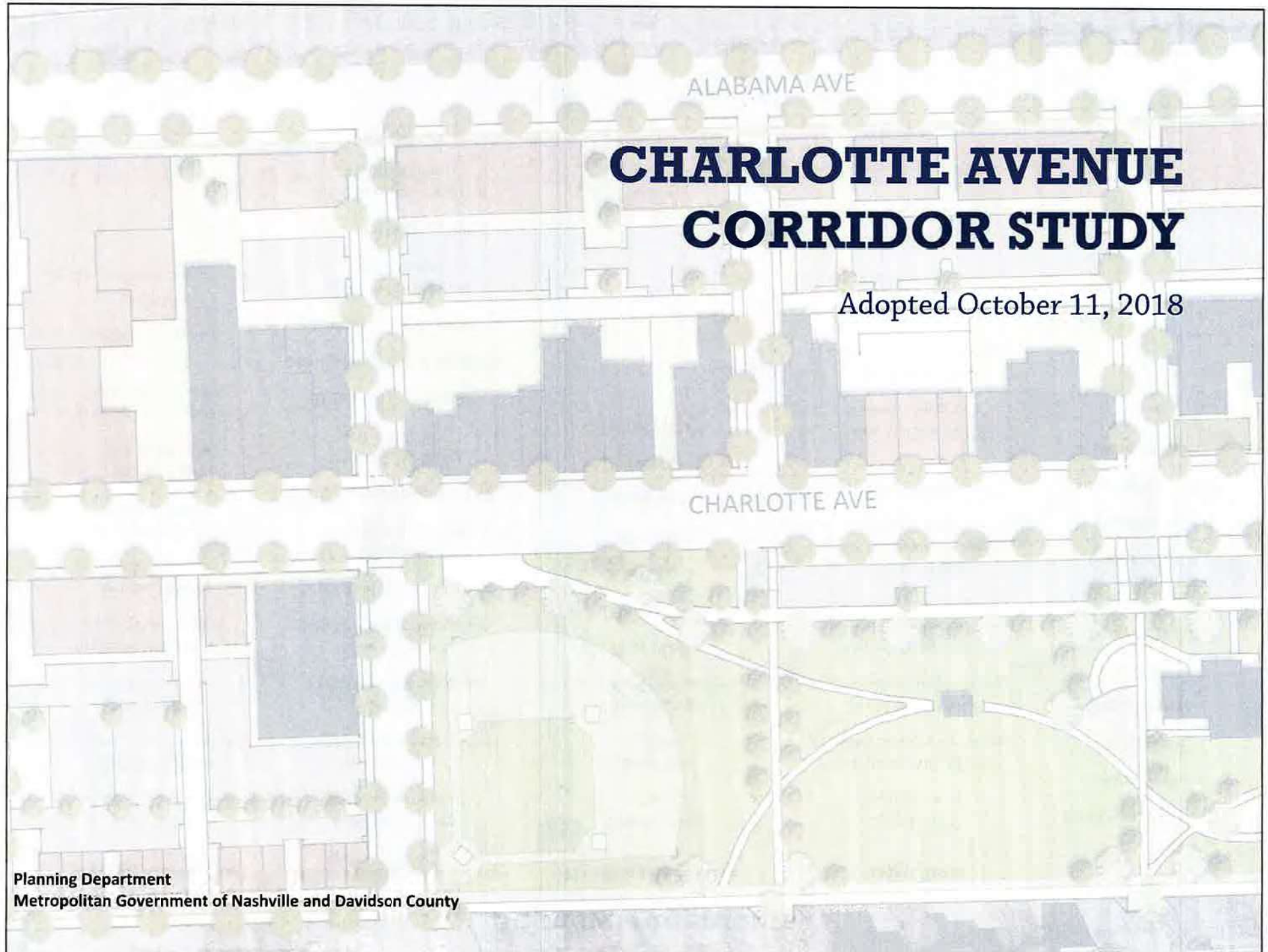
# Bicyclist Crashes 2015-2020

## 2021 NDOT Application to TDOT Multimodal Access Grant



● Bicyclist Crashes on Charlotte Avenue 2015-2020





Planning Department  
Metropolitan Government of Nashville and Davidson County

# Acknowledgements

## Steering Committee

Mary Baker  
*Sylvan Heights Resident*

Michael Crabtree  
*Developer and Sylvan Park Resident*

Julie Griffin  
*Sylvan Heights Resident*

Angela Pickney O'Neal  
*Sylvan Summit Resident*

Bernard Pickney  
*Sylvan Park Resident*

Austin Ray  
*Business Owner*

John Summers  
*Sylvan Park Resident*

Jennifer Buck Wallace  
*Sylvan Summit Resident*

Don Watt  
*Sylvan Heights Resident*

Lee White  
*Developer and Sylvan Heights Resident*

## Other Acknowledgements

Kathleen Murphy  
*Council Member District 24*

Sylvan Summit  
Neighborhood Association

Sylvan Park  
Neighborhood Association

Sylvan Summit  
Neighborhood Association

Lentz Public Health Center

McCabe Park  
Community Center

Park Avenue Baptist Church

Police Department  
West Precinct

Historical Commission

Metropolitan Transit Authority

Nashville Public Library

Parks and Recreation  
Department

Public Works Department

Tennessee Department of  
Transportation

Water Services

## Planning Commission

Greg Adkins  
*Chair*

Jessica Farr  
*Vice Chair*

Fabian Bedne  
*Council Member Representative*

Dr. Terry Jo Bichell

Lillian Blackshear

Ron Gobbell

Jeff Haynes

Daveisha Moore

Dr. Pearl Sims

Brian Tibbs

## Project Team

Lucy Kempf  
*Executive Director*

Lee Jones, AICP, PLA  
*Community Design Division Manager*

Lisa Milligan, AICP  
*Land Development Division Manager*

Michael Briggs, AICP  
*Multimodal Transportation Planning  
and Programming Division Manager*

Jennifer Higgs  
*GIS and Mapping Services  
Division Manager*

Dara Sanders  
*Project Manager*

Anita McCaig, AICP  
*Community Engagement*

Greg Claxton, AICP  
*Capital Improvements Planning*

John Broome

Jessica Buechler

Gene Burse

Miranda Clements, AICP

Andrew Collins, AICP

Elham Daha

Elwyn Gonzalez, AICP

Anna Grider

Jen Johnson

Eric Hammer

Levi Hill

Daniel McDonell

Sharon O'Conner

Craig Owensby

Marty Sewell, AICP

Shawn Shepard, AICP

Justin Wallace



# CHARLOTTE AVENUE CORRIDOR STUDY

## What is a Small Area Plan?

The Charlotte Avenue Corridor Study is a small area plan produced by the Metropolitan (Metro) Planning Department. Small Area Plans illustrate the vision for designated land in neighborhoods and along corridors within Nashville's 14 Community Plan areas. On a parcel-by-parcel basis, these plans steer the appropriate land use, development character, and design intent guided by goals established by community stakeholders. Like small area plans, corridor studies are developed through a participatory process that involves Planning Department staff working with stakeholders to establish a clear vision and provide detailed information and solutions to guide the future physical and regulatory characteristics for particular corridors of the city.

Small area plans are commonly used by the community, staff, the Planning Commission, and Metro Council members as a starting point for discussing public and private investment in a designated area, including proposed zone changes, subdivisions, and public infrastructure

investments. Once adopted, the small area plan serves as the primary guide for the neighborhood's future development.

The plan product most important to neighbors and business owners interested in redevelopment is the Character Area and Subdistrict guidance that serves as a Supplemental Policy within the overall Community Plan for the area. Tailored to meet the needs of each individual area studied, the Character Areas and Subdistricts provide detailed guidance on the vision for zoning and design.

Design Scenarios are also included and illustrate how development consistent with the Supplemental Policy on the corridor might occur. This helps the surrounding neighborhoods consider how the land uses should be distributed along the corridor and what development should look like.

For the most current information on the Community Character Manual and the Community Plans:

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

## Table of Contents

<b>PART 1: SET UP</b>	<b>1</b>
<i>Study Area</i>	1
<i>Process Summary</i>	1
<i>Community Input Summary</i>	2
 <b>PART 2: THE PLAN</b>	 <b>4</b>
<i>Vision Statement</i>	4
<i>Goals &amp; Objectives</i>	4
<i>Character Areas</i>	6
<i>Mobility Plan</i>	17
 <b>PART 3 - ACTION PLAN</b>	 <b>20</b>
<i>West Nashville Community Plan</i>	20
<i>Capita! Improvements Budget</i>	20



Participant small group discussions during charrette kickoff



# CHARLOTTE AVENUE CORRIDOR STUDY

## PART 1: SET UP

The Charlotte Avenue Corridor Study is a supplement to and a part of the West Nashville Community Plan. It addresses land use, transportation, and community design at the neighborhood scale.

Beginning in June 2018, at the request of the district council member, the Planning Department staff engaged residents, property owners, business owners, and other stakeholders along the Charlotte Avenue corridor to develop a small area plan designed to guide the area's future growth.

## Study Area

With its eastern boundary located less than two miles west of downtown Nashville, the Charlotte Avenue Corridor study area includes properties abutting the corridor from the I-440 underpass west to White Bridge Road and property from Charlotte Avenue north to I-40.

## Process Summary

Every successful plan requires robust community engagement and coordination with stakeholders. The process initiated with selection of a steering committee to drive community engagement and provide advisement during development of the corridor study.

The public process kicked off with a week-long charrette in July 2018. Charrette week included multiple opportunities for public input, including facilitated small group discussions during the visioning session, presentation of work underway during two open design studio sessions, and a presentation of preliminary recommendations during a work-in-progress session that closed out the week. All information presented at the work-in-progress was available on the project website for review.

Staff continued working with the steering committee in the weeks following charrette week. The committee reviewed multiple iterations of the draft document prior to staff presenting the draft plan at a community meeting. Following the community meeting, staff made another round of edits before presenting a recommended draft plan to the Planning Commission. In addition, staff coordinated with multiple Metro departments and agencies throughout the process to ensure alignment with other Metro plans and studies.



Small group discussion at charrette kickoff



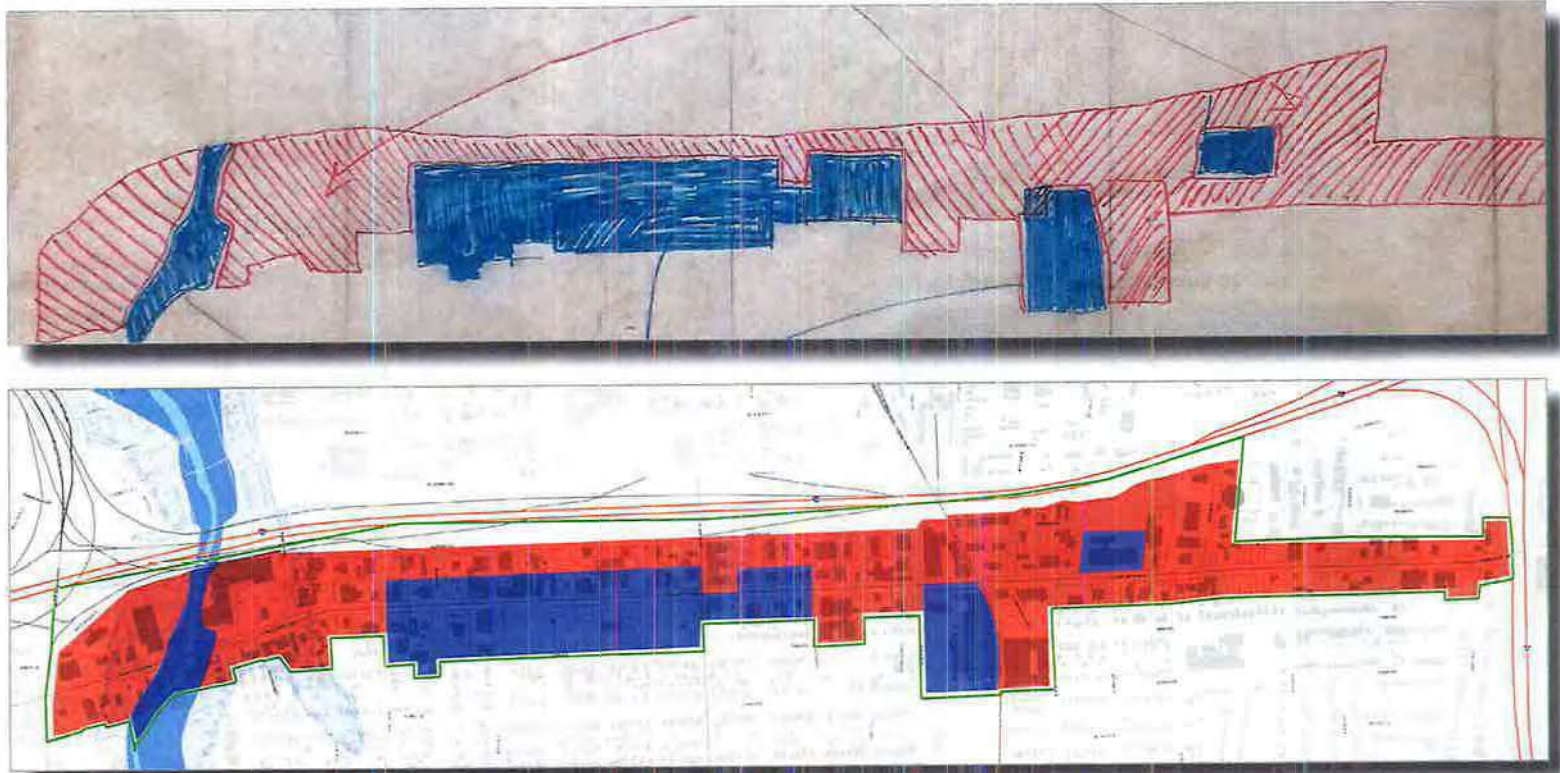
Participants view draft plans at Work-in-Progress meeting



**Fig. 1: Results of visioning session exercise: change/maintain.**

The top image shows the initial compilation of results prepared for the steering committee during charrette week.

The bottom image was presented at the work-in-progress meeting at the end of charrette week.



## Community Input Summary

The public input process for this project was centered on a four-day charrette. A charrette is a collaborative planning and design approach to building consensus and identifying common goals.

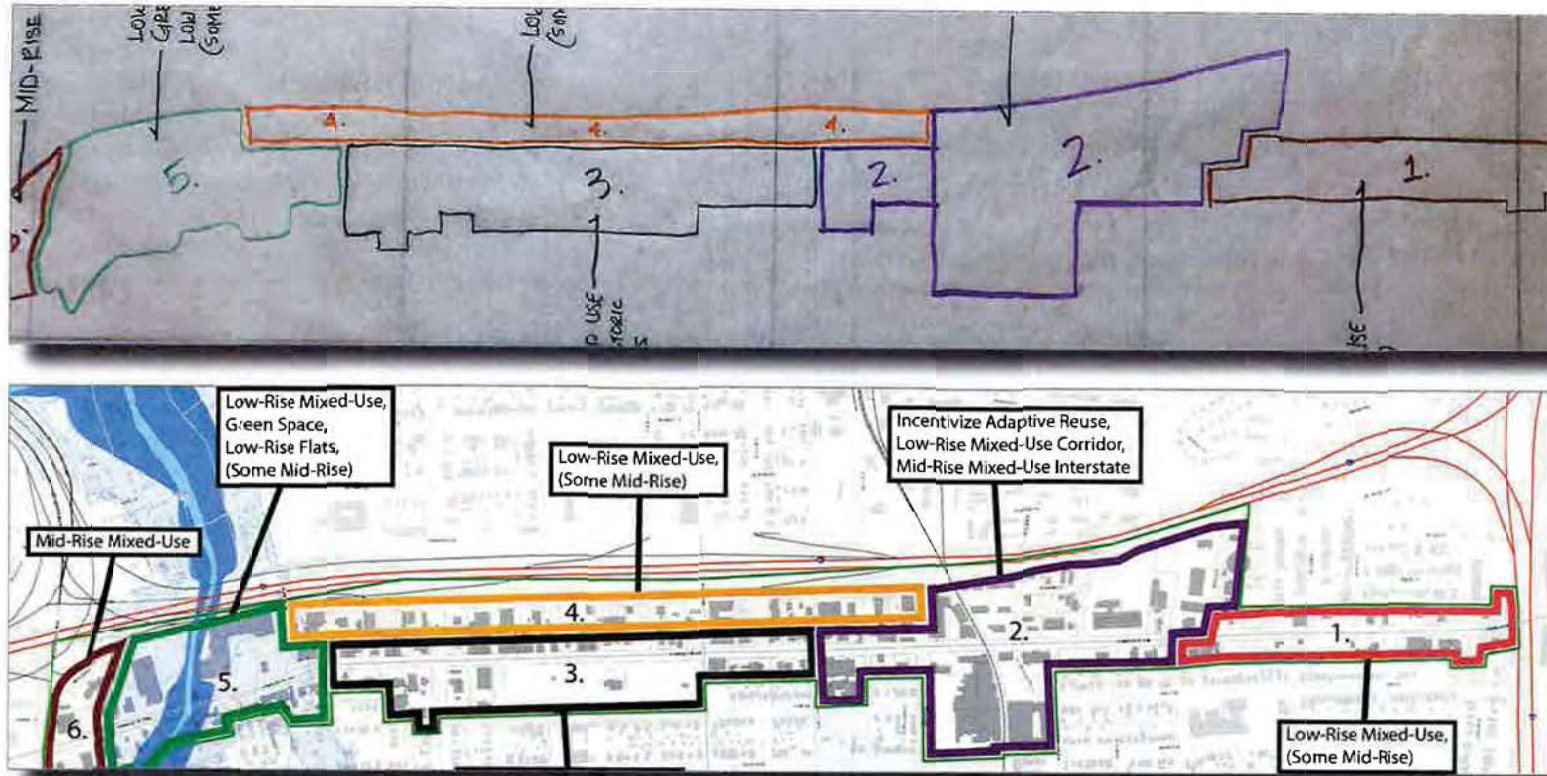
The Charlotte Avenue Corridor Study charrette week activities began with a visioning session, during which participants completed a series of exercises that informed the planning team's work throughout the week.

In the first exercise, participants were asked to identify areas on the map that should be maintained and those that should change.

The results of this exercise tell us what the community values the most along this stretch of Charlotte Avenue and what they would like to see improved in terms of both function and aesthetics. Fig. 1 illustrates the consolidated results of exercise one.

In the second exercise, participants were asked to identify distinct "character areas" along Charlotte Avenue. Character areas are portions of Charlotte Avenue that have achieved or will achieve a unique, recognizable character that is different from neighboring areas. The results of this exercise gave us insight into which subdistricts exist along Charlotte Avenue and what makes them distinct in terms of look and function.





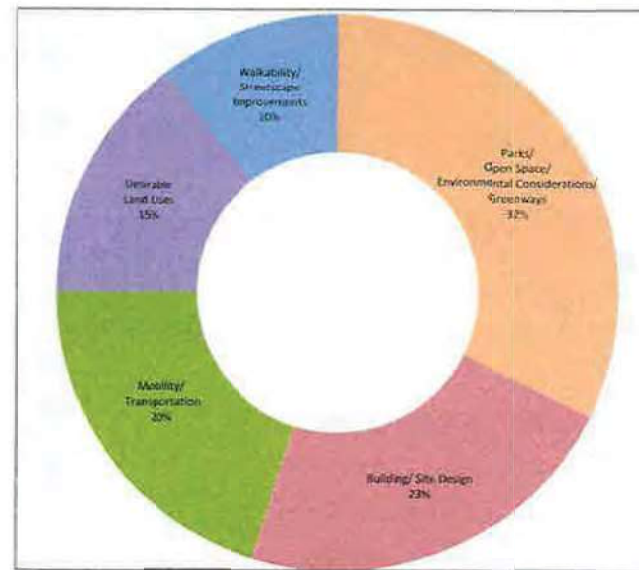
**Fig. 2: Results of visioning session exercises two and three.**

The top image shows the initial compilation of results prepared for the steering committee during charrette week.

The bottom image was presented at the work-in-progress meeting at the end of charrette week.

In the third exercise, participants were asked to identify the appropriate land uses and building height within each character area. The results of this exercise provide more detail on the form and function of each character area. Fig. 2 illustrates the consolidated results of exercises two and three.

The consolidated results of these exercises set the baseline for the planning team's recommendations for community character policies, supplemental policies, transportation priorities, and open space priorities.



**Fig. 3: Input themes provided by participants during a visioning session exercise.**



Fig. 4: The Illustrative Master Plan, shown to the right, represents one scenario, depicting the physical build out of the study area according to the recommendations outlined in this plan. This plan is intended to serve as a guide for future zoning. The arrangement of elements (buildings, parking, streets, etc.) on future development sites will be determined by individual property owners and regulations in place at the time of approval.

Existing buildings to be retained are shaded black. New buildings are shaded brown.



## PART 2: THE PLAN

### Vision Statement

The study vision statement was developed during the charrette with direction from the steering committee and input from the community. It is intended to represent the community's common goals and expectations for the future.

**Charlotte Avenue is the common thread that binds the neighborhoods of West Nashville together and connects them to Downtown. We are committed to retaining the unique character, sense of community, and history while welcoming new neighbors, businesses, innovation, and diversity.**

### Goals & Objectives

#### Build future character of corridor on existing and unique assets.

- Incentivize adaptive reuse of existing buildings by providing additional entitlements in exchange for rehabilitation of buildings that contribute to unique character of area.
- Adopt standards for compatible infill in areas containing buildings that contribute to the unique character of area.
- Create standards for new development that produce a predictable pattern of development.

- Adopt clear standards for streetscape requirements that achieve consistent character for each identified character area.

#### Redevelop corridor to connect neighborhoods to resources and services.

- Encourage neighborhood-scaled daily goods and services through land use, zoning, and design incentives.
- Enhance north-south pedestrian connections to surrounding neighborhoods by achieving safe and accessible sidewalk and bicycle improvements.
- Implement character planning goals through land use, zoning, design, and development standards.





- Plan for Richland Creek greenway spur and extension of greenway south of Charlotte Avenue via greenway dedications and conservations easements with new development.
- Encourage large, suburban developments to re-establish urban street grid and create walkable centers through redevelopment.
- Adopt zoning, design, and development standards that result in a clear process and predictable outcomes.

**Balance mobility needs for all corridor users.**

- Prioritize capital improvement projects investing in protected bikeways throughout.

- Coordinate with Tennessee Department of Transportation (TDOT) to incorporate bike lanes into existing Charlotte Avenue cross section during restriping and resurfacing projects.
- Study potential for consistent center turn lane.
- Coordinate with TDOT, WeGo Public Transit, and private property owners to improve accommodation of buses and enhance bus service through redevelopment.

**Enhance existing open space and provide additional open space and parks that complement intended character.**

- Maintain integrity of historic Richland Park through appropriate development, redevelopment, or preservation of historic buildings on adjacent private property.
- Reclaim Richland Creek's floodway through development incentives for increased density and intensity of applicable properties and preserve it in a natural state via a conservation easement.
- Achieve a network of meaningful public open and green spaces along Charlotte Avenue through development incentives.
- Address stormwater needs through use of permeable surfaces and other innovative techniques.



# Character Areas

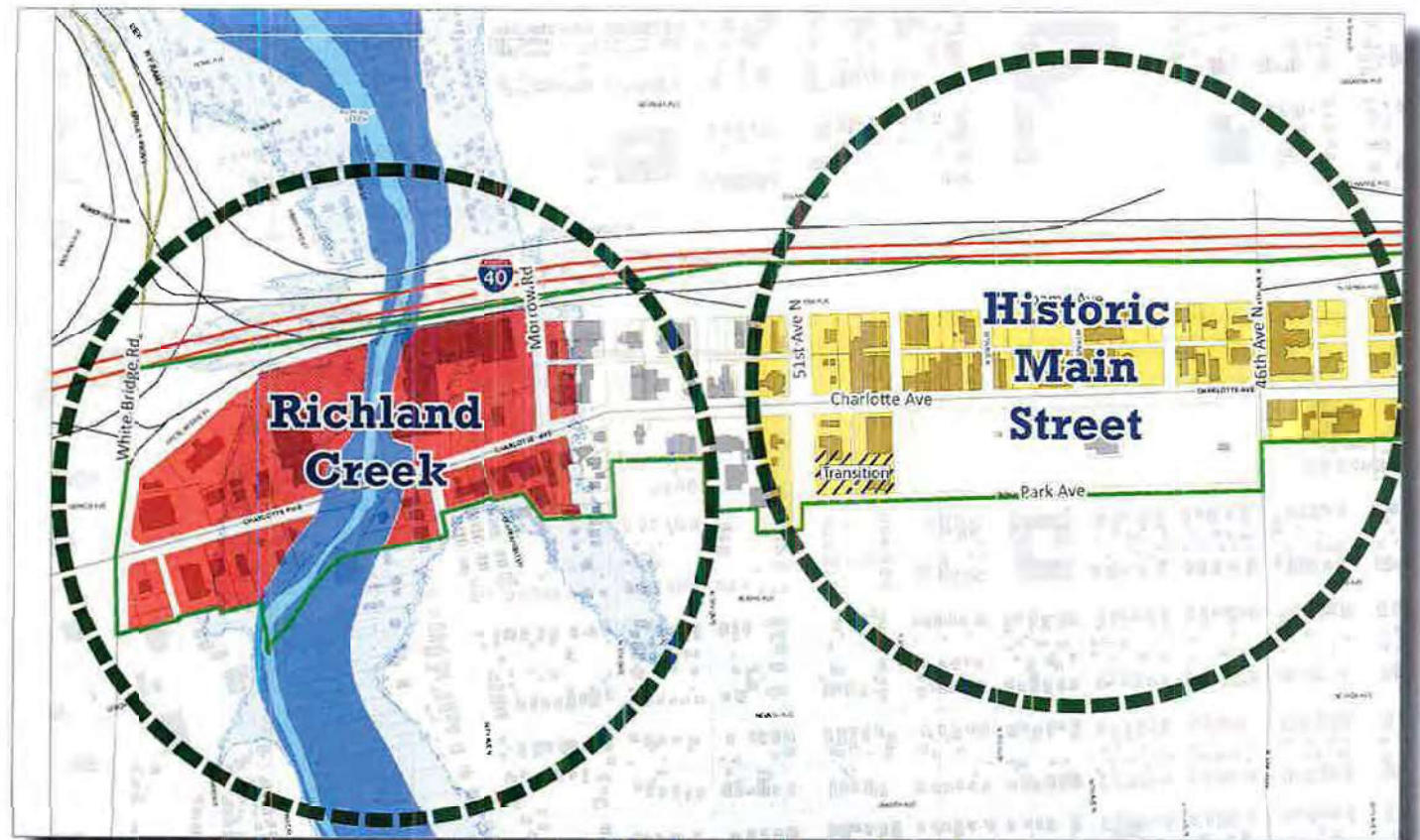


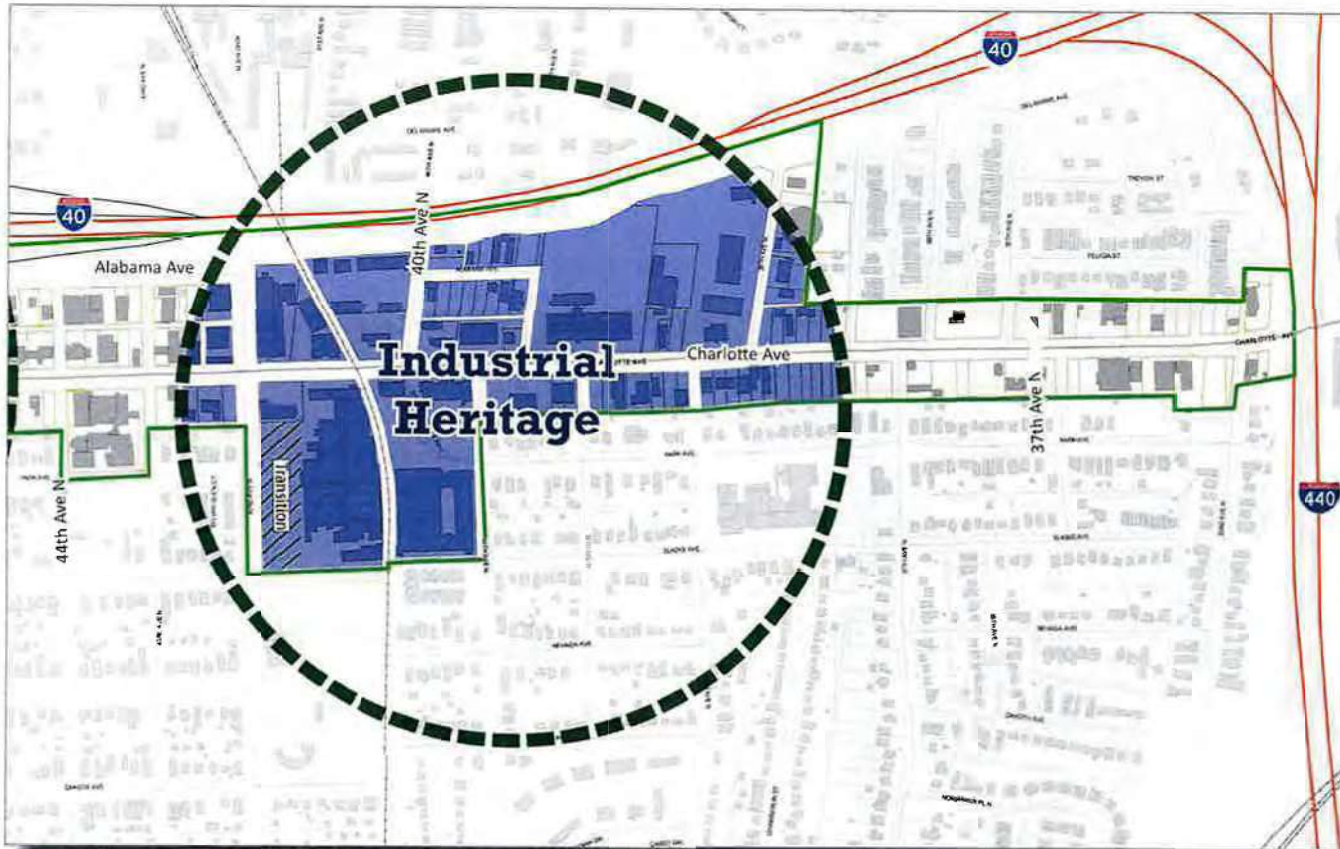
Fig. 5: Character Areas Map (right)

## Character Areas

Character areas for Charlotte Avenue were developed based on community-driven visioning and priorities, existing conditions, and potential capacity of each block for development. The character area descriptions and illustrative map represent a vision for the future development of Charlotte Avenue. Each character area (Fig. 5) includes subdistricts that describe the land use mix, building form, and scale found in or desired for each area. These three variables – use, form, and scale – comprise the context of each subdistrict and express the vision for development in each area.

These subdistricts strive to provide enough detail for one to envision the future built environment and mixes of activity or land use. They also set the stage for appropriate zoning revisions. They are not proposed new zoning districts; instead, the overarching intent of each subdistrict is to narrate the community's vision by describing the unique characteristics of each.

The descriptions that follow represent the overall vision for each character area and the typical characteristics desired for each subdistrict.



### ***Richland Creek***

The majority of the Richland Creek Character Area is impacted by the floodway and floodplain of Richland Creek, a tributary of the Cumberland River. Properties along this creek have flooded on a number of occasions, most recently and significantly during the record-breaking 2010 flood. The character area (Fig. 6) includes Richland Creek Shopping Center, a conventional auto-centric suburban strip center, the West Police Precinct, and a number of smaller commercial uses, with deep setbacks and large parking lots.

This character area is intended to:

- Establish an inviting gateway to the corridor that anchors the large Charlotte Avenue/White Bridge Road intersection;
- Provide additional greenway connections;
- Establish a more urban street network and building form;
- Transition those areas in the floodway and floodway buffer over time from developed to passive open spaces; and



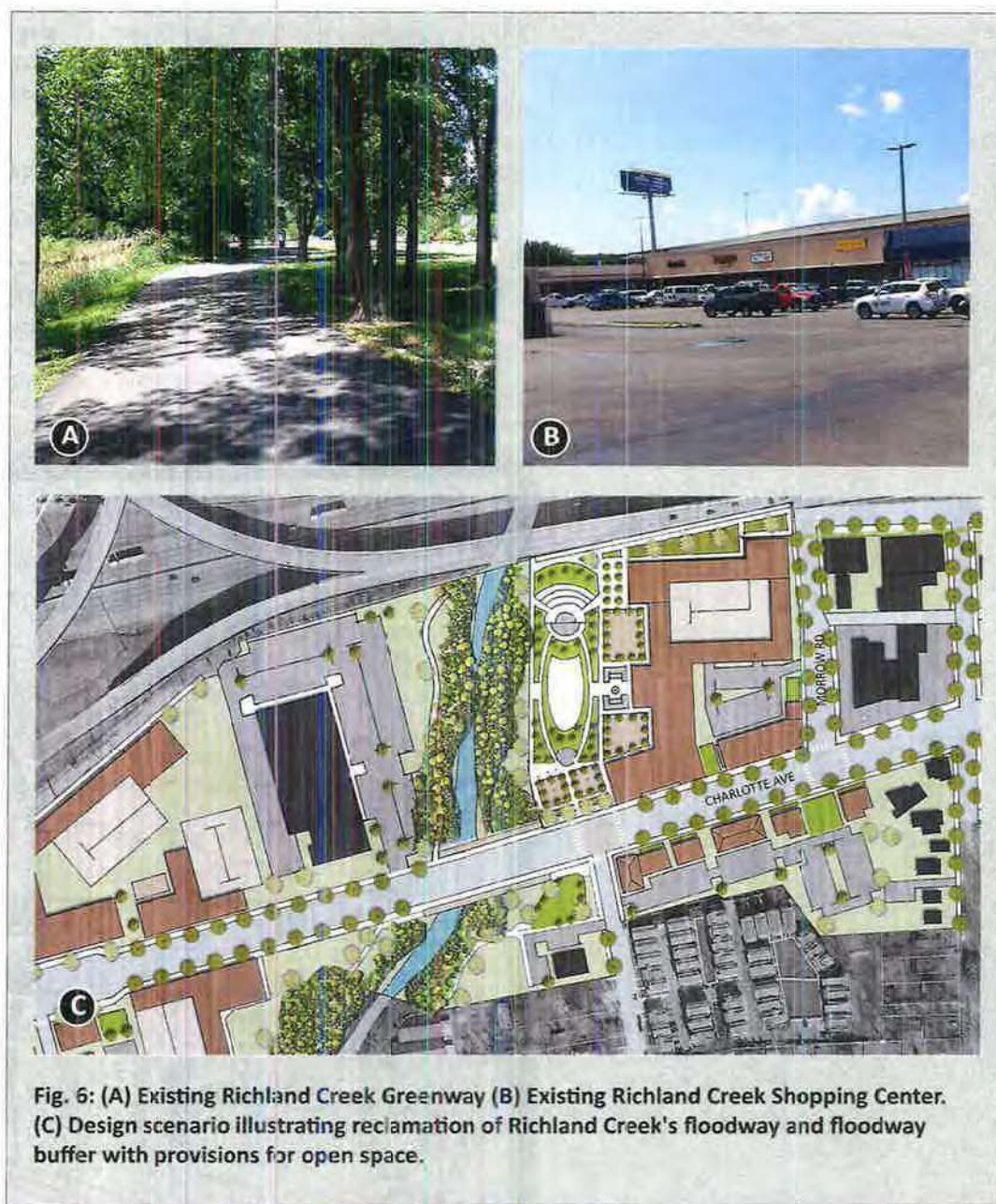
- Be redeveloped in a manner that makes Richland Creek a focal point that functions as an inherently public asset.

The significant amount of floodway and floodplain impacting private property in this character area warrants additional guidance on future development and the encouragement of sustainable development practices. This approach can preserve and enhance these amenities, create a unique character for the community, and provide flood protection/mitigation.

### ***Historic Main Street***

Envisioned in the 1887 “New Town” planned development as the primary greenspace for an independent satellite city of Nashville, Richland Park is a 10-acre Metro Park. It is one of Nashville’s oldest neighborhood parks and home to the branch library which opened in 1961 and expanded in 1979.

This historic, neighborhood-scale center surrounding Richland Park forms the commercial spine of the study area while also serving as a major thoroughfare for through traffic. The development of this area was spurred on by the arrival of the electric streetcar and the growth of the surrounding neighborhoods (Nations and Sylvan Park) in the early 1900s. Its concentration of historic architecture is arranged in a walkable fashion. Buildings are attached, built up to the sidewalk, and feature large storefront windows to entice shoppers. Creative, yet compatible and complementary, new uses for land and buildings are encouraged while



**Fig. 6: (A) Existing Richland Creek Greenway (B) Existing Richland Creek Shopping Center. (C) Design scenario illustrating reclamation of Richland Creek's floodway and floodway buffer with provisions for open space.**





**Fig. 7: (A) Existing character along Charlotte Ave. (B) Design scenario illustrating compatible infill and new development that complements existing "Main Street" character across from Richland Park.**

preserving the character of those blocks that retain some level of their original character – setbacks, massing, etc. (Fig. 7). This will ensure that new development enhances, rather than detracts, from the urban environment, protecting the character that defines this historic "Main Street" center. The emphasis is on preserving and enhancing the overall character – the historic look and feel – of Charlotte Avenue, rather than preserving every building.

### ***Industrial Heritage***

This area is evolving from a former area of heavy industry located near a major road and rail corridor to a mixture of uses. With the evolution of industrial technologies, these remaining buildings are typically no longer appropriate for heavy industrial use, but may accommodate light industry or warehousing. In a number of instances there is potential for conversion to retail, services, and residential uses. Adaptive reuse is encouraged. When adaptive reuse is not possible, new construction should reflect and respond to the unique quality of the industrial buildings.

There are a number of large parcels in the western portion of this character area that should redevelop to provide a mix of uses and open space (Fig. 8). The existing street network should be expanded here to establish an urban, walkable grid and break up larger parcels. The eastern portion of this character area is constrained by smaller parcel sizes.



**Fig. 8: (A) Existing L & L building planned for adaptive reuse (B) Mixed-use infill at Hill Center Sylvan Heights (C) Design scenario illustrating reuse of existing contributing structures with provisions for open space to promote a creative, mixed-use, walkable district.**



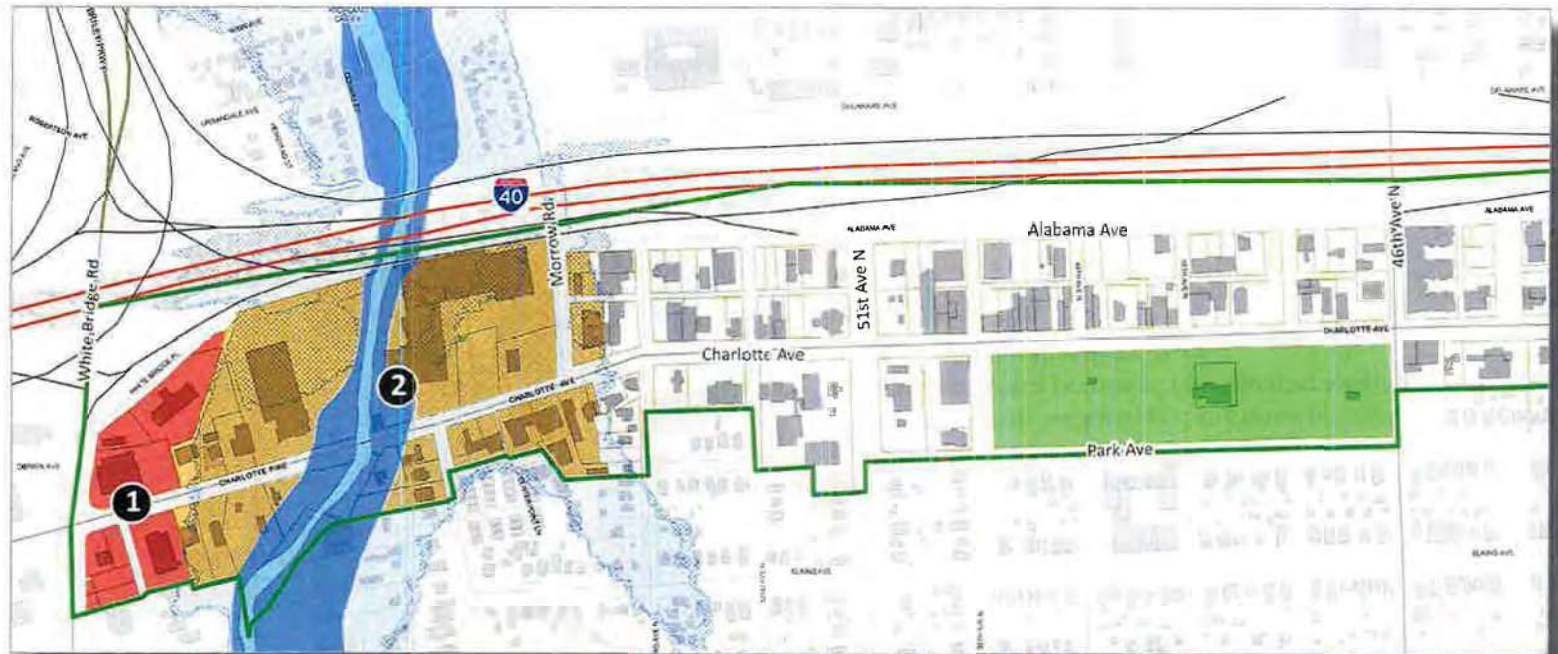


Fig. 9: Richland Creek Character Area Subdistricts (right)

## Richland Creek Character Area

### **Subdistrict 1 – White Bridge Gateway**

Currently this is a large, underutilized intersection, adjacent to an interstate interchange and within a NashvilleNext identified Tier One Center (Fig. 9). The expectation is that this subdistrict will totally transform over time into the western gateway to the corridor, with mid-rise (four to six stories), mixed-use development that anchors the Charlotte Avenue/White Bridge Road intersection and creates an inviting entrance to the corridor.

The provision of a connection to the greenway, the redevelopment of property to a more urban form, and the consolidation of access will enhance the walkability of this area.

### **Character + Design**

- Up to six stories;
- Mixed-use buildings with residential or office on upper floors and commercial uses on the ground floor;
- Structured parking in rear;
- Urban form – buildings are built to the back edge of the sidewalk with minimal spacing between buildings;
- New development should anchor the intersection with an architectural feature to create an entrance; and
- New development should front on White Bridge Place where possible.

### **Mobility**

- Connect the area to the greenway through a Richland Creek greenway spur;

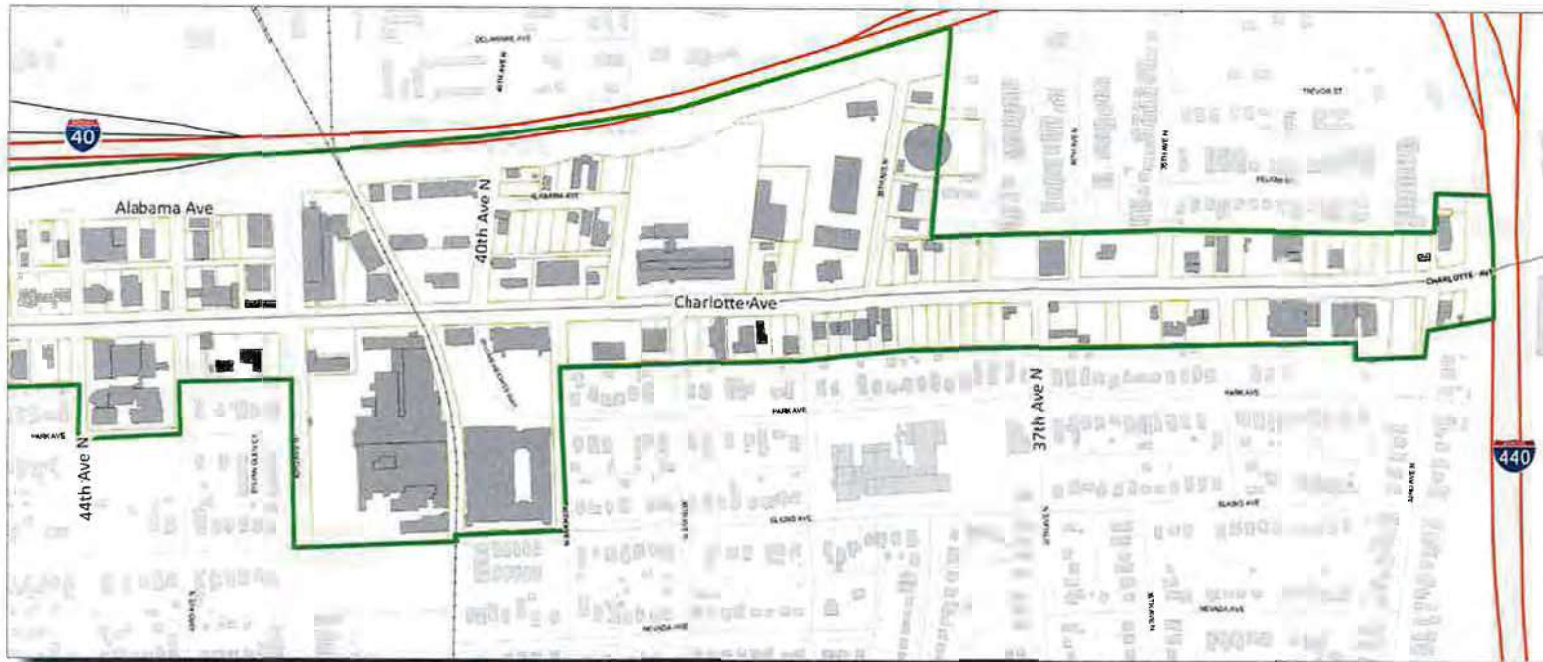
- Provide service lane access that links to White Bridge Place and consolidates curb cuts on Charlotte Avenue;
- Provide safe crossing through enhanced crosswalks at White Bridge Road/Charlotte Avenue intersection; and
- Potential transit oriented development associated with proposed neighborhood transit center at White Bridge Road/I-40.

### **Subdistrict 2 – Richland Creek**

This mixed-use subdistrict focuses on reclaiming the floodplain through development that provides open space in exchange for greater intensity (Fig. 9).

The enhancements of the creek through floodway and floodplain reclamation; construction of the greenway south of Charlotte Avenue and through the Richland Creek Shopping Center to Morrow Road; and development of property to front on to the creek





will enhance the use of the creek as a community amenity and asset. Redevelopment of Richland Creek Shopping Center should create a walkable center.

### Character + Design

- Four stories; up to six stories with provision of publicly accessible open space with the following exception: properties on the south side of Charlotte Avenue, east of Richland Creek, are not eligible for the height incentive.
- Mixed-use buildings with residential or office on upper floors and commercial uses on the ground floor;
- Low Impact Development practices should be utilized to manage stormwater runoff;
- New development should reference the building setback on Alabama Avenue as their setback;
- New development should front on Morrow Road where appropriate;

- New buildings should use Richland Creek and the future greenway as an amenity by orienting toward this natural feature and activating the space along the creek with interactive ground floor uses;
- New buildings do not locate “back of house” functions along the creek; and
- Incentives are provided for development of up to six stories with floodway/floodplain reclamation.

### Mobility

- Construct Richland Creek Greenway south of Charlotte Avenue;
- Improve bridge crossing creek on Charlotte Avenue to enhance bicycle and pedestrian safety and support future transit infrastructure;
- Connect greenway to Morrow Road through Richland Creek Shopping Center; and

- Enhance parking lots with stormwater management infrastructure to filter stormwater onsite; and

### Open Space

- Incorporate passive and active open space into the greenway;
- Provide direct pedestrian connections from buildings to the greenway and open spaces; and
- The minimum open space area recommended to qualify for additional height must be 10 percent of the property square footage and immediately or easily accessible to the public on the property from the public right-of-way. To take advantage of increased height, future development must provide accessible open space in the form of parks, plazas, arcades, or courtyards. Additional open space types may be considered by the Planning Commission based on the merits of the project and the public benefit.



Fig. 10: Building on northeast corner of Charlotte Ave. and 49th Ave. N. that served as a benchmark for determining appropriate height (right).



## Historic Main Street Character Area

### □ Subdistrict 3 – Alabama Frontage

This is a linear, mixed-use subdistrict along the majority of Alabama Avenue that is the face of the area from I-40 and complements the historic character along Charlotte Avenue with supportive uses (Fig. 11). Connections to the Nations are prioritized.

#### Character + Design

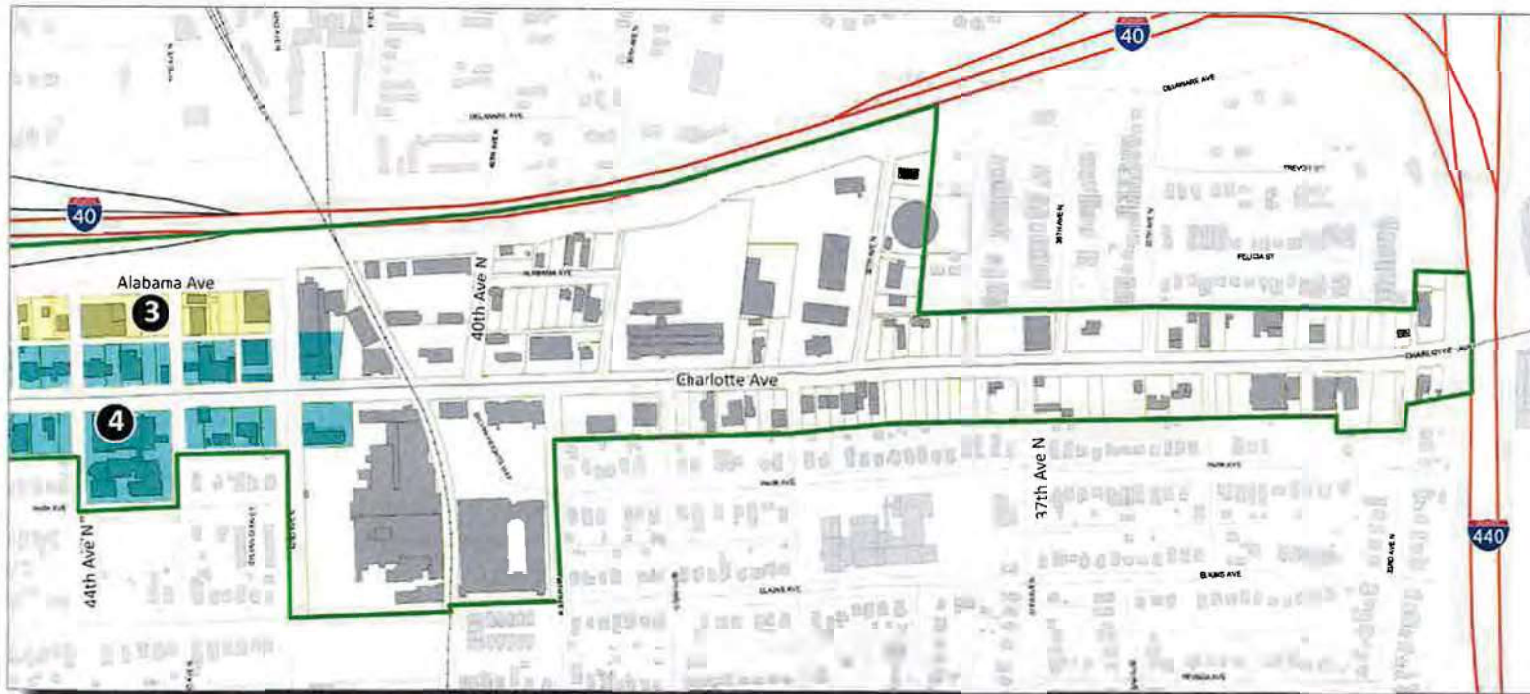
- Up to four stories;
- Mix of commercial and residential uses appropriate for an urban frontage road that complements both the interstate and the adjacent Historic Main Street character area;

- Redevelopment along the gateways to the Nations neighborhood to the north on 46th Avenue and 51st Avenue and Morrow Road should incorporate the “Main Street” character, through site and building design, to create a safe, comfortable, and convenient pedestrian and bicycle connection between the Nations and Charlotte Avenue;
- Along Alabama Avenue a wider range of development is anticipated than on Charlotte Avenue that may range from: “Main Street” in character to buildings with deeper setbacks and some vehicle parking in front; and
- Lined structured or below-grade parking should be considered in order to achieve the maximum height of four stories.

#### Mobility

- Prioritize sidewalk improvements linking to the Nations via Morrow Road, 51st Avenue, and 46th Avenue;
- Incorporate protected bike lane/cycle track project planned for Alabama Avenue and Park Avenue, which serves as a parallel bicycle route to Charlotte Avenue;
- Study pedestrian crossings for I-40 ramps at 46th Avenue and 51st Avenue, including striping and traffic signals; and
- Encourage removal of mid-block vehicular access; consider service lanes to access Charlotte Avenue businesses via north-south streets.





**Fig. 11: Historic Main Street Character Area Subdistricts (left)**

#### **Subdistrict 4 – Historic Main Street**

This subdistrict is the historic commercial heart of Charlotte Avenue (Fig. 11). Its intent is to preserve and enhance the “Main Street” character through historic preservation, adaptive reuse, and compatible infill and redevelopment.

#### **Character + Design**

- Up to three stories with a maximum height of 45 feet (see Fig. 10 for height benchmark);
- Neighborhood center uses including small-scale walkable retail, restaurants, and coffee shops;
- Emphasis of development should be on preserving and enhancing the “Main Street” character through adaptive reuse of historic buildings;

- Compatible infill and redevelopment is required to ensure that gaps between historic buildings are filled with sensitively designed buildings with appropriate scale and massing and proper orientation to the street, and when appropriate, to Richland Park; and
- Locate buildings close to the street in order to frame the street and create a safe, comfortable, and interesting pedestrian environment.
- Relocate unsightly utility poles to alleys.

#### **Mobility**

- Provide pedestrian-scale lighting; and
- Locate parking behind buildings to avoid pedestrian and auto conflicts.

#### **Open Space**

- Implement the Richland Park Master Plan.

#### **Transitions**

- The area called out by the hatching along the boundary with Sylvan Park should be for appropriate-scaled, residential-only development. Special attention should be paid to massing, height, lighting, parking, and landscaping to ensure preservation of the existing residential character of the neighborhood. The higher intensity should be on the corridor side of the transition.

Fig. 12: Industrial Heritage Character Area Subdistricts (right)



## Industrial Heritage Character Area

### Subdistrict 5 – Industrial Heritage

This mixed-use, walkable center pays homage to its industrial roots through adaptive reuse of quality historic buildings and redevelopment of a similar character (Fig. 12).

#### Character + Design

- Up to six stories beyond 150 feet north of Charlotte Avenue with provision of publicly accessible open space or adaptive reuse; otherwise, up to four stories;
- Mixed-use buildings with residential or office on upper floors and commercial uses on ground floor;

- Emphasis of development should be on preserving and enhancing the industrial heritage character through adaptive reuse of historic buildings;
- Compatible infill and redevelopment are required to ensure that buildings are sensitively designed with appropriate scale, massing, and proper orientation to street;
- Additional height permitted along interstate provides a buffer between I-40 and lower intensity on Charlotte Avenue; and
- Topography gap between the east and west sides of 38th Avenue should be addressed.

#### Mobility

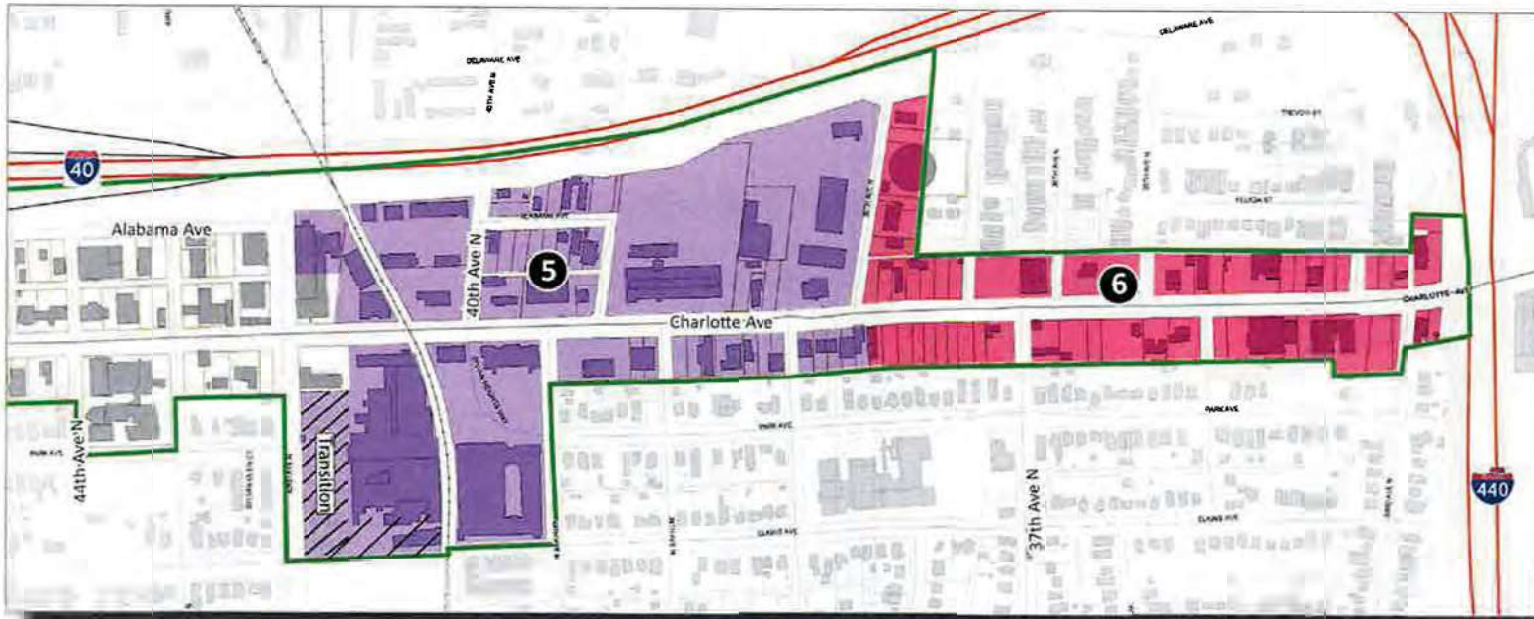
- Align access to Madison Mill property with Park Avenue;

- Study options for bicycle/pedestrian railroad crossing;
- Extend Alabama Avenue east and create urban street network;
- Align new street with 38th Avenue from south side of Charlotte Avenue; and
- Provide pedestrian access to reservoir.

#### Open Space

- Provide publicly accessible open space;
- Provide open space closer to Charlotte Avenue; and
- The minimum open space area recommended to qualify for additional height must be 10 percent of the property square footage and immediately or easily accessible to the public on the property from the public right-of-way.





To take advantage of increased height, future development must provide accessible open space in the form of parks, plazas, arcades, or courtyards. Additional open space types may be considered by the Planning Commission based on the merits of the project and the public benefit.

### Transitions

- Special attention should be paid to the transition at the southwest edge of the Madison Mill property on 42nd Avenue to ensure there is not an abrupt shift to the single-family neighborhood across 42nd Avenue. If the surface parking is replaced, low-intensity residential, complementary in form and character, to the surrounding residential development should be built.

### Subdistrict 6 – I-440 Gateway

This mixed-use subdistrict forms the eastern gateway to the corridor with development that creates an entrance to the corridor (Fig. 12). As the narrowest character area with small-lot configurations, development is anticipated to be small in scale and should transition appropriately to the adjacent residential neighborhoods. An urban, walkable form is anticipated with sidewalks, crosswalks, and consolidated access points.

### Character + Design

- Up to four stories when the majority of the square footage is dedicated to residential use;
- Mixed-use, small-scale, walkable restaurants and retail services;
- Urban form – buildings are built to the back edge of the sidewalk with minimal spacing between buildings;

- Gateway architectural feature should anchor corridor near I-440 overpass;
- Properties on south side of Charlotte Avenue should take advantage of grade change to provide tuck-under parking; and
- Development on Charlotte Avenue should be sensitive to the abutting residential neighborhoods by transitioning in scale and intensity.

### Mobility

- Provide safe pedestrian crossing at Charlotte Avenue and 37th Avenue; and
- Locate parking behind buildings to avoid pedestrian and auto conflicts.



### Mobility Priorities

- Sidewalks to meet Major and Collector Street Plan standards
- Bus stop enhancements.
- Cross access/inter-parcel connectivity, access management and reduction of curb cuts on Charlotte Ave.
- Study signal timing enhancements.
- Study turn lane, deceleration lane, acceleration lane needs along Charlotte Ave.
- Safe pedestrian and bicycle crossings along Charlotte Ave.
- Establish and enhance alleys.

Fig. 13: Mobility Plan (right)

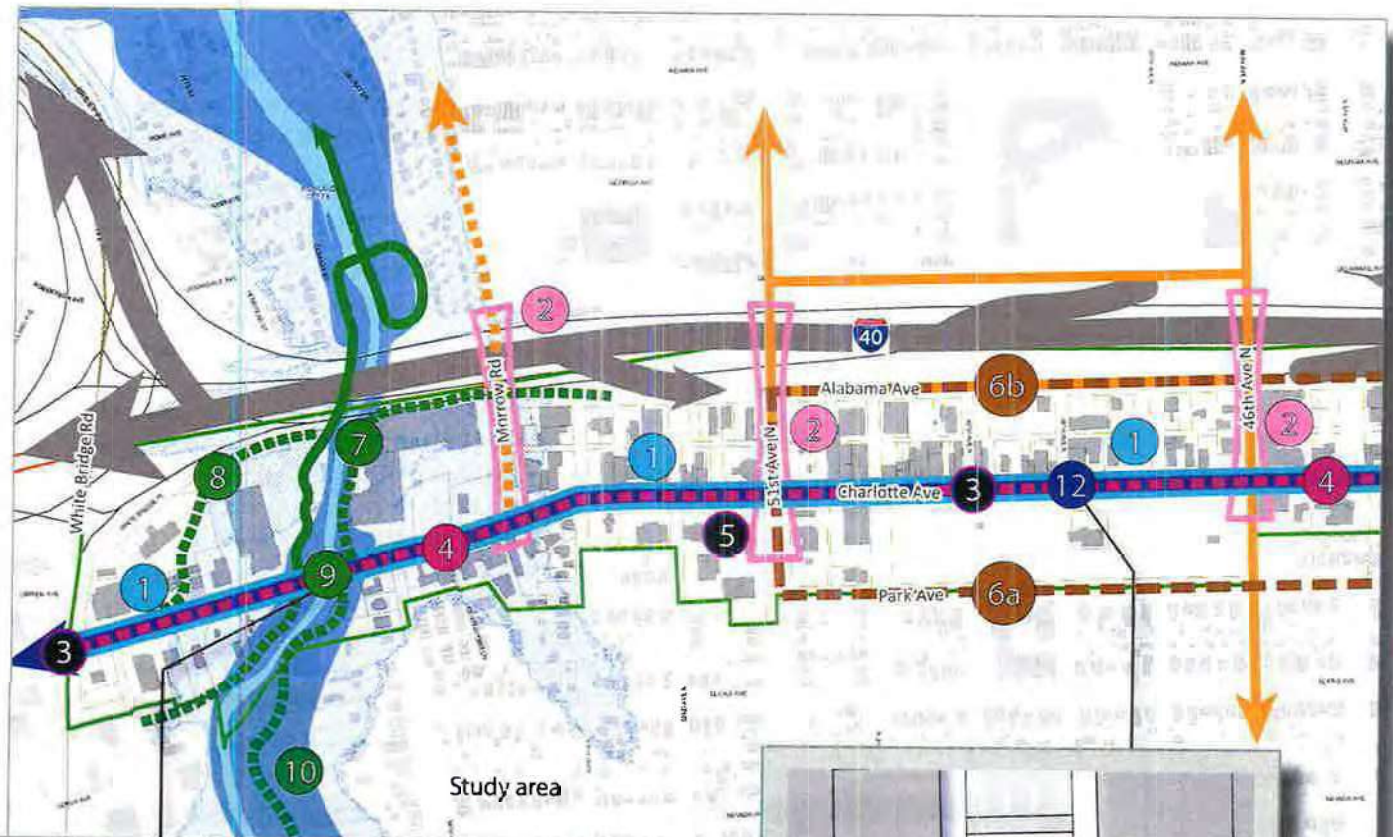
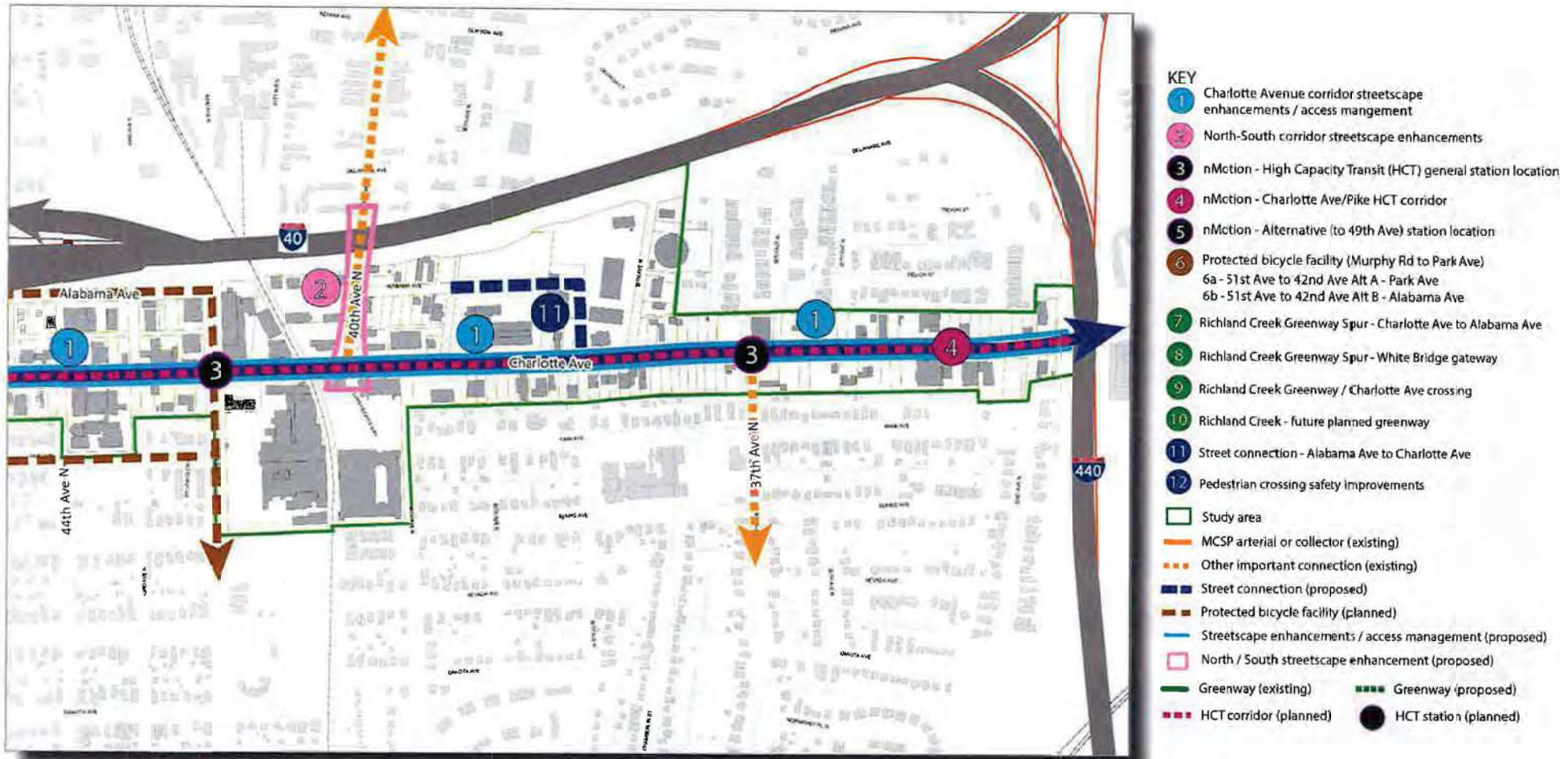


Fig. 14: Examples of two greenways crossings that could be considered for the Richland Creek Greenway's crossing of Charlotte Ave. and the creek. 9



Fig. 15: Enhanced plan view of pedestrian safety design for Charlotte Ave. and 48th Ave. N. 12





## Mobility Plan

The Mobility Plan (Fig. 13) serves several purposes. In addition to identifying priorities (shown left), identifying existing important connections, and improvements included in adopted plans such as NashvilleNext, nMotion, and Walk-n-Bike (e.g. high capacity transit corridors and general station locations), it addresses the following:

- Identifies infrastructure improvement projects for further study and analysis;

- Identifies cross sections applicable to specific areas along the corridor; and
- Addresses the relationship between residential density and traffic generation.

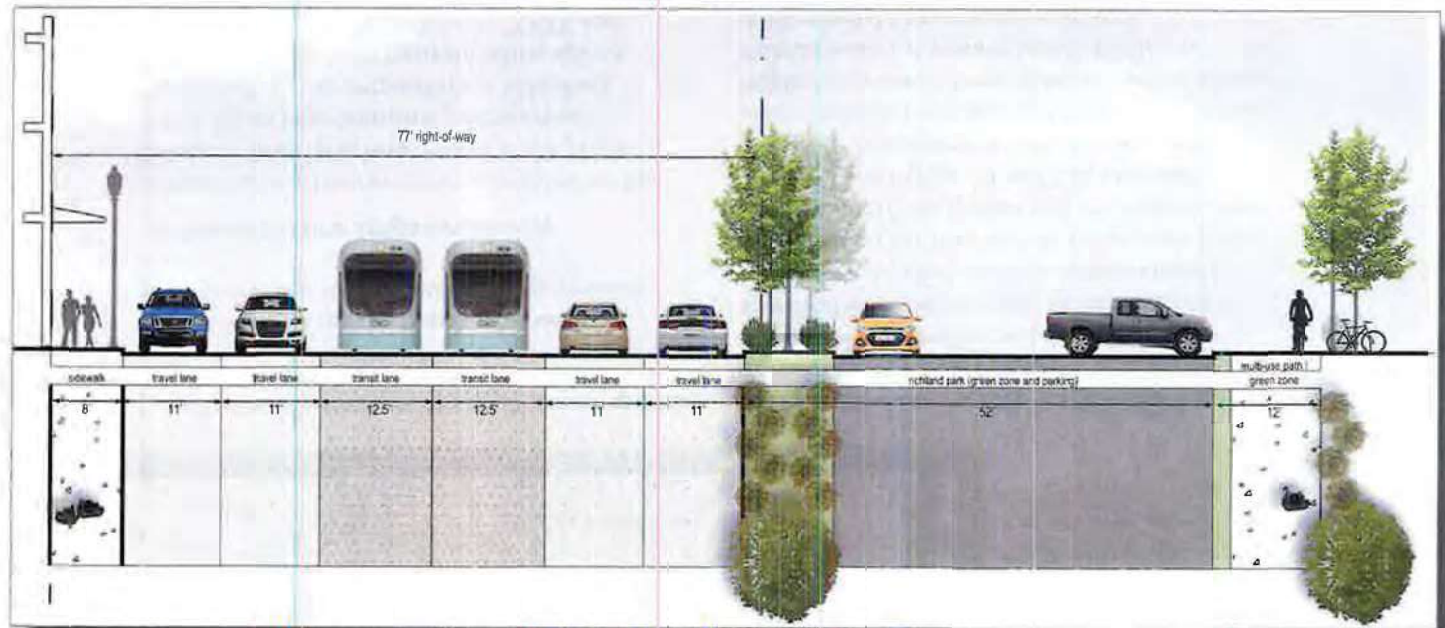
## Infrastructure Improvements

Infrastructure improvements described on the Mobility Map have been vetted at the planning level. These improvements address needs identified during preparation of this study, including input from transportation agency stakeholders (e.g. Public Works, TDOT, and

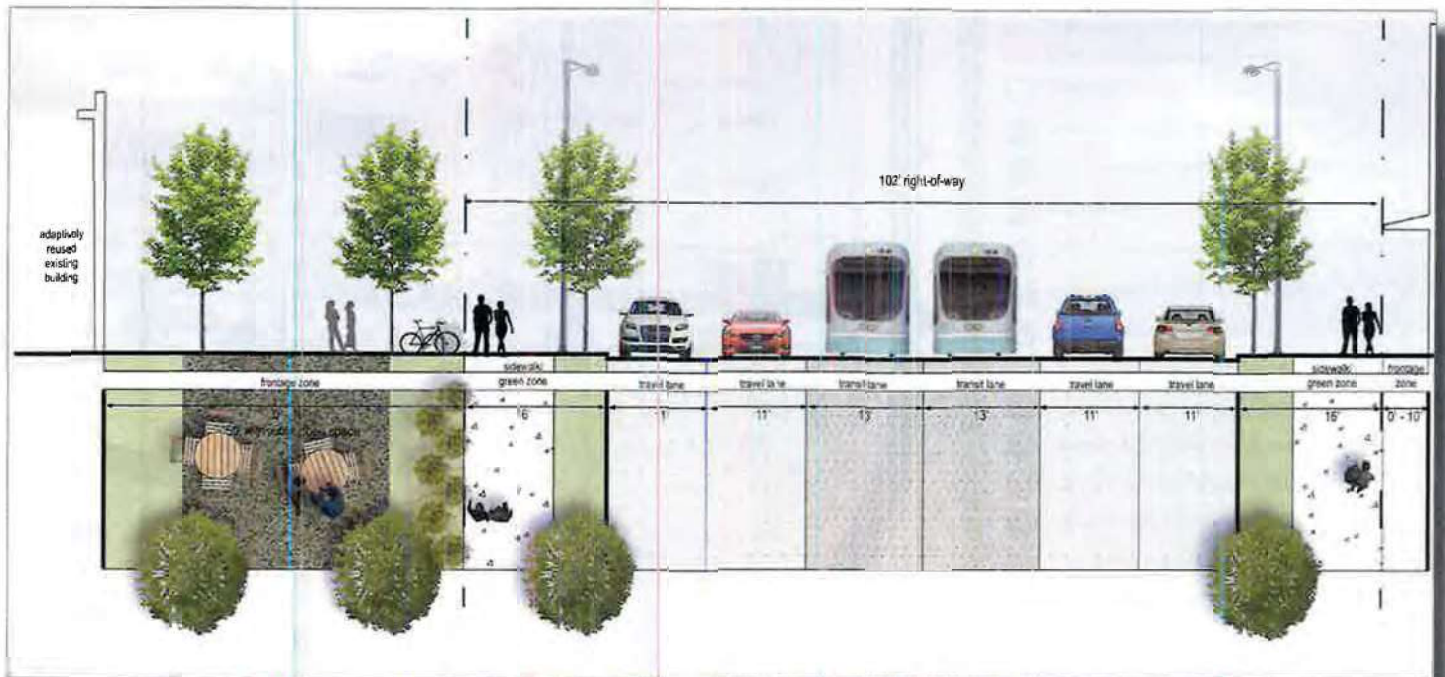
MTA) and the community. The future project development process employed by agencies responsible for implementation would more specifically define the scope of improvements following a detailed analysis. Improvements presented on the map include future new public street connections, pedestrian and transit safety improvements (Figs. 14 and 15), and traffic and access management improvement (e.g. access management and traffic signal upgrades). Implementation of these measures will occur via a combination of private-sector development and public capital infrastructure projects.



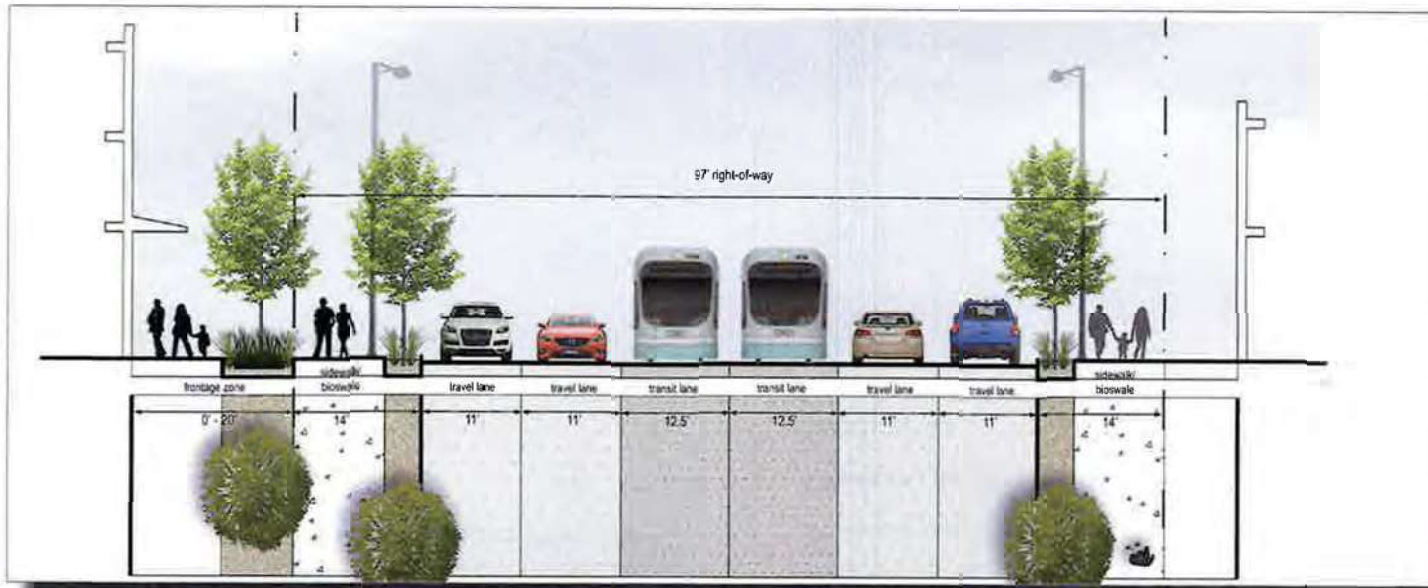
**Fig. 16: Historic Main Street Character Area Cross Section (right):** existing right-of-way is most limited in this area, making the focus on making space for transit lanes without sacrificing pedestrian and cyclist safety; avoiding impacts on existing buildings on the north side of Charlotte Ave.; and mitigating minor impacts to the south side. Bicycles currently share the road along the section of the corridor adjacent to Richland Park. While the cross section removes on-street parking, it relocates the sidewalk into the park where it will serve as a wider, multi-use path that accommodates both pedestrians and cyclists.



**Fig. 17: Industrial Heritage Character Area Cross Section (right):** The cross section encourages deeper setbacks within the frontage zone when private development includes publicly accessible open space.







**Fig. 18: Richland Creek Character Area Cross Section (left):** Focus is on improving the water quality of runoff into Richland Creek. It uses bioswales rather than the typical raised sidewalk buffer planting areas. Bioswales help filter runoff from the corridor before it reaches Richland Creek, and ultimately the Cumberland River. On-site application of stormwater mitigation is also encouraged.

## Cross Sections

The Charlotte Avenue<sup>1</sup> right-of-way needs range from 77 feet to 102 feet. Figs. 16 through 18 present cross sections for each character area. Each of these multimodal character area-based cross sections reflects long range right of way needs that respond to the unique design needs and capacity for each area. All cross sections accommodate pedestrian safety improvements consistent with the Major and Collector Street Plan. They establish the sidewalk, sidewalk planting strip buffer, travel lanes, and transit lanes within the right-of-way. Outside of the right-of-way, the cross sections identify frontage zones that can accommodate open space and outdoor dining that add activity to the street life along the corridor.

All cross sections accommodate light rail transit because MPC-adopted plans, including NashvilleNext and nMotion, include light-rail

<sup>1</sup> *Charlotte Avenue will remain as is for the unforeseeable future.*

transit along the Charlotte Pike corridor. The May 2018 transit referendum offered one mechanism to fund a portion of the system described in adopted plans. The referendum's failure did not change the vision and recommendations described by MPC-adopted plans.

## Residential Density and Traffic

Increasing residential population along Charlotte Avenue, along with mixed-use centers serves multiple purposes. While traffic counts along Charlotte Avenue indicate an overall reduction in the amount of traffic moving through the corridor during a 24-hour period, changing traffic patterns impacted by the influx of jobs and residents in Nashville have placed stress at signalized intersections during peak travel periods. The perception is that the amount of traffic has gotten worse because of heavy left and right turn movements, but in reality, the street network is congested at peak times with more people driving at the same time. The addition of

residential intensity along the corridor does not necessarily lead to higher traffic volumes, a concern many in the community have expressed. In fact, when residences are located near daily services, it brings new customers which add life to existing businesses and draws new business investment. It also changes the market from serving a more regional customer base to a more localized walkable customer base which reduces the length of vehicular trips. Vertically mixed-use development at higher intensities that includes residential make it possible to reduce the number of vehicular trips, the length of vehicular trips, prompt some people to walk or bike instead of drive, and encourage taking transit. Siting stores and other destinations within walking distance of where people live, as well as siting residential uses within walking distance of existing centers and corridors, is one of the most powerful ways to gain more efficient mobility on our streets and access to more destinations.



## PART 3: ACTION PLAN

The action plan lists actions to be taken with adoption of the plan by the Planning Commission. The action plan also documents follow-up activities necessary to make the recommendations of Part 2 a reality, while also implementing the plan's vision statement and goals established during the public engagement process.

### West Nashville Community Plan

With the adoption of this study, the recommendations for the Community Character Policy are adopted into the West Nashville Community Plan. This also replaces the existing Supplemental Policies guiding building height within the study area. Specifically, the adoption incorporates the following into the West Nashville Community Plan:

- Community Character Policy Map amendments:
  - **3800 Charlotte Avenue** from Civic (CI) policy to T4 Mixed Use Corridor (T4 CM) policy;
  - **4001 Charlotte Avenue** from T4 Neighborhood Maintenance (T4 NM) policy to T4 CM policy;
  - **4101 Charlotte Avenue** from T4 NM policy to T4 CM policy; and
  - **331, 333, 335 53rd Avenue** from T4 NM policy to Transition (TR) policy.
- Charlotte Avenue Supplemental Policy, including the following:
  - Character areas
  - Character area subdistricts
  - Mobility Plan

### Capital Improvements Budget

The capital improvements budget (CIB) is a planning tool to prioritize and coordinate investments in long-term, durable improvements. Capital improvements include Metro facilities and equipment, as well as infrastructure (capital investments that shape private activities, such as deciding where to live, start a business, or invest). The Planning Commission's role is most closely tied to infrastructure, which must be closely coordinated with land use regulations.

The Planning Department is continually working to ensure that the CIB aligns with NashvilleNext, is more accessible and transparent, and is data-driven. Prioritizing the recommended infrastructure improvements in the CIB will work to achieve a wide range of goals identified during the Charrette.



**Urban Land  
Institute**

**Building Healthy  
Places Initiative**

**Rose Center  
for Public Leadership**

# **Healthy Corridors Workshop Charlotte Avenue, Nashville**

## **Healthy Corridors Project Overview**



# Urban Land Institute

## Mission

To provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

## Members and Networks

ULI is comprised of over 34,000 members. Membership ranks are comprised of real estate industry professionals (developers, design, financial services, public sector). Network of 52 District Councils, 20 National Councils, and 49 Product Councils.

## Priorities

- Advising communities in need
- Shaping cities and regions
- Developing excellence through education
- Driving innovation in real estate and urban development
- Building sustainably
- Connecting capital and the built environment





# The Rose Center

FOR PUBLIC LEADERSHIP



- **Mission:** to encourage and support excellence in land use decision making.
- **Daniel Rose Fellowship**
  - Four cities per year
  - Study tour
  - Ongoing engagement
  - Fellowship land use problem
- **Education and training programs**
- **Convenings of thought leaders from the public and private sectors**



2014 Shaw Forum in Charlotte, North Carolina  
focused on corridor redevelopment



## February 2010

- [illegible]



# NASHVILLE ULI GOVERNORS ADVISORY PANEL

October 2013





# NASHVILLE ULI GOVERNORS ADVISORY PANEL

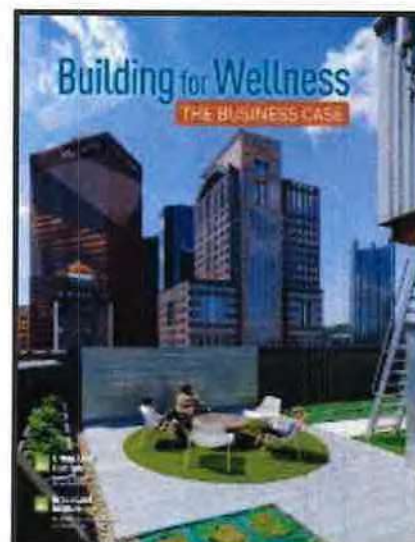
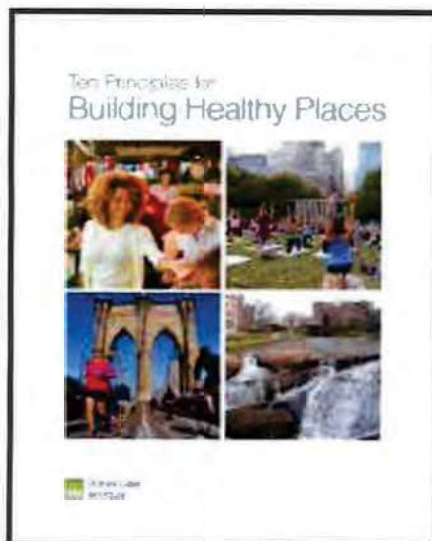
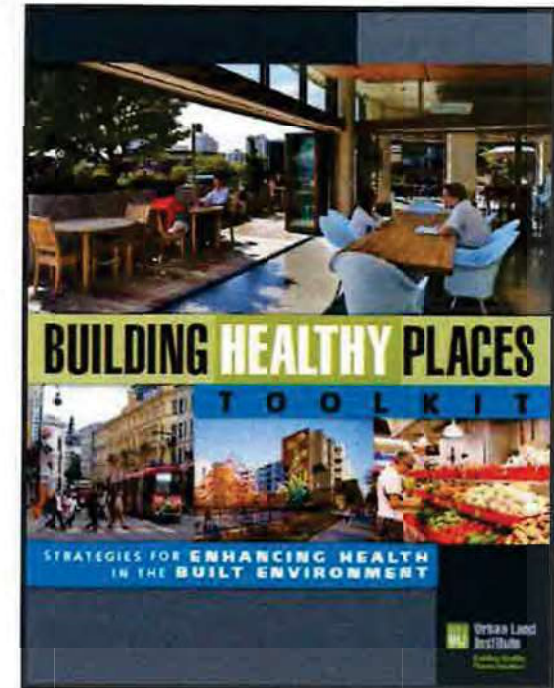
October 2013

## RECOMMENDATIONS

- Increased focus on mass transit
- High quality educational opportunities
- Differentiation in planning and implementation of corridors
- Development and funding of public realm improvements
- Single point of coordination for planning and implementation
- Toolkit of tactics:
  - Parking management
  - Revised fee structures
  - Additional BIDs
  - Integration and involvement of “eds and meds”
  - Incentivizing “workforce housing”
  - Coordination with State government for future space requirements

# ULI Building Healthy Places Initiative

- Leveraging the power of ULI's global networks to shape projects and places in ways that enhance the health of people and communities
- Research | Convenings | Integration with all of ULI





# Healthy Corridors Project Overview

Many corridors are:

- Dangerous
- Dirty
- Disconnected
- Dismal

But they are also **assets** for communities.  
Can we reinvent them in **healthier** ways?



Health is a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity.  
—World Health Organization

### Living and Working Conditions in Homes and Communities Influence Health

*Factors influencing health*



Source: Robert Wood Johnson Foundation.



# Project Goals & Outcomes

- Spur equitable health, safety, transportation, and land use improvements in Demonstration Corridors
- Advance a new, healthier vision for urban and suburban corridors and their surrounding land uses
- Develop and refine a **replicable typology** for holistically healthy corridors
- Help nurture and create a new **community of practice** for “corridor oriented development”





# Key Project Activities

- Sustained engagements with four District Councils
  - “demonstration corridor communities”
    - Local leadership groups
    - Corridor-focused local workshops
    - National study visits
- National Working Group
- Two National Forums
  - Houston
  - San Francisco
- Demonstration corridor activities
- Summary/final recommendations report with typology discussion
- Ongoing dissemination and communications



# **Demonstration Corridors: Activities**

- Summer 2015 - Local workshops
- Local work!
- November/December 2015 – National Study Visits
- Implementation
- Spring - Synthesize your experiences for national consumption

# Demonstration Corridors:

## What does short & long term success look like

- Physical improvements
  - Tree plantings/green infrastructure
  - Enhanced bike and ped infrastructure
  - Multi-modal intersection design
  - Transit improvements (capital and operating)
- Land use changes
  - Zoning/comp plan changes
  - Signage improvements
  - More local destinations and services
  - Private investment in businesses
  - New affordable housing
- Events and Programs
  - Festivals and programs
  - Community meetings
- Health improvements
  - Lower crash rates
  - Fewer incidences of asthma
  - More walking and biking on corridor
  - Access to healthy food options
- Social & cultural changes
  - Adoption of health as core value
  - Improved social cohesion
  - Enhanced economic opportunity for communities along corridors



# Demonstration Corridors: Local Workshop Goals

- Recruit, engage, and align local stakeholders
- Assess current state of planning, investment, and metrics and current focus on **health**
- Identify obstacles to change and gaps
- Identify opportunities for quick wins
- Identify needed national resources and expertise
- Formulate questions for National Workshop



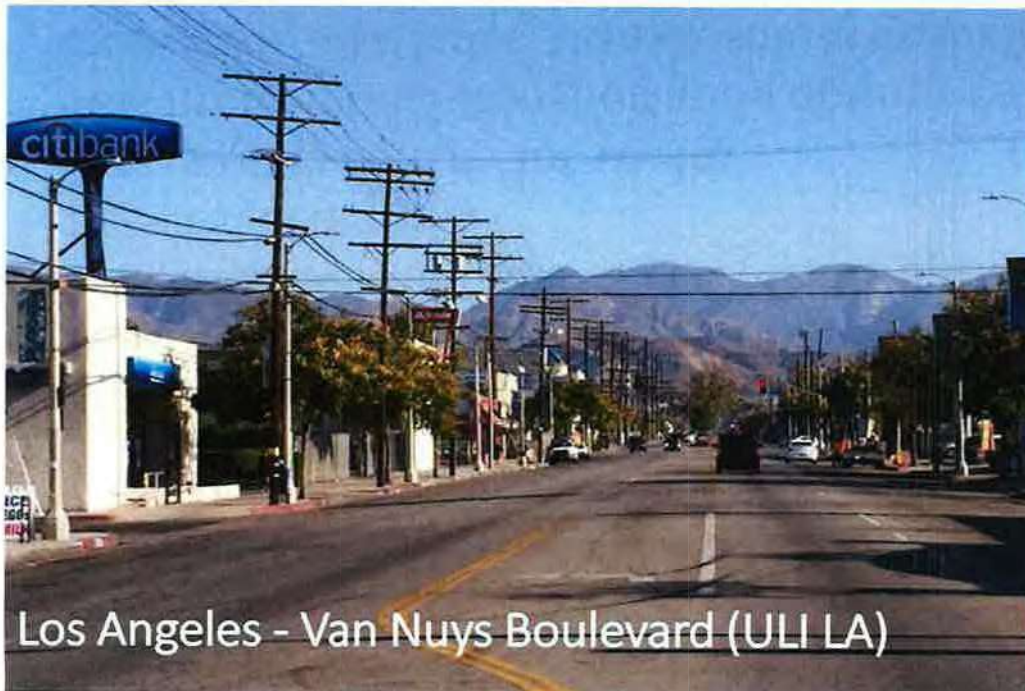
# Demonstration Corridors



Boise — Vista Avenue (ULI Idaho)



Nashville - Charlotte Avenue (ULI Nashville)



Los Angeles - Van Nuys Boulevard (ULI LA)



Denver - Federal Boulevard (ULI Colorado)



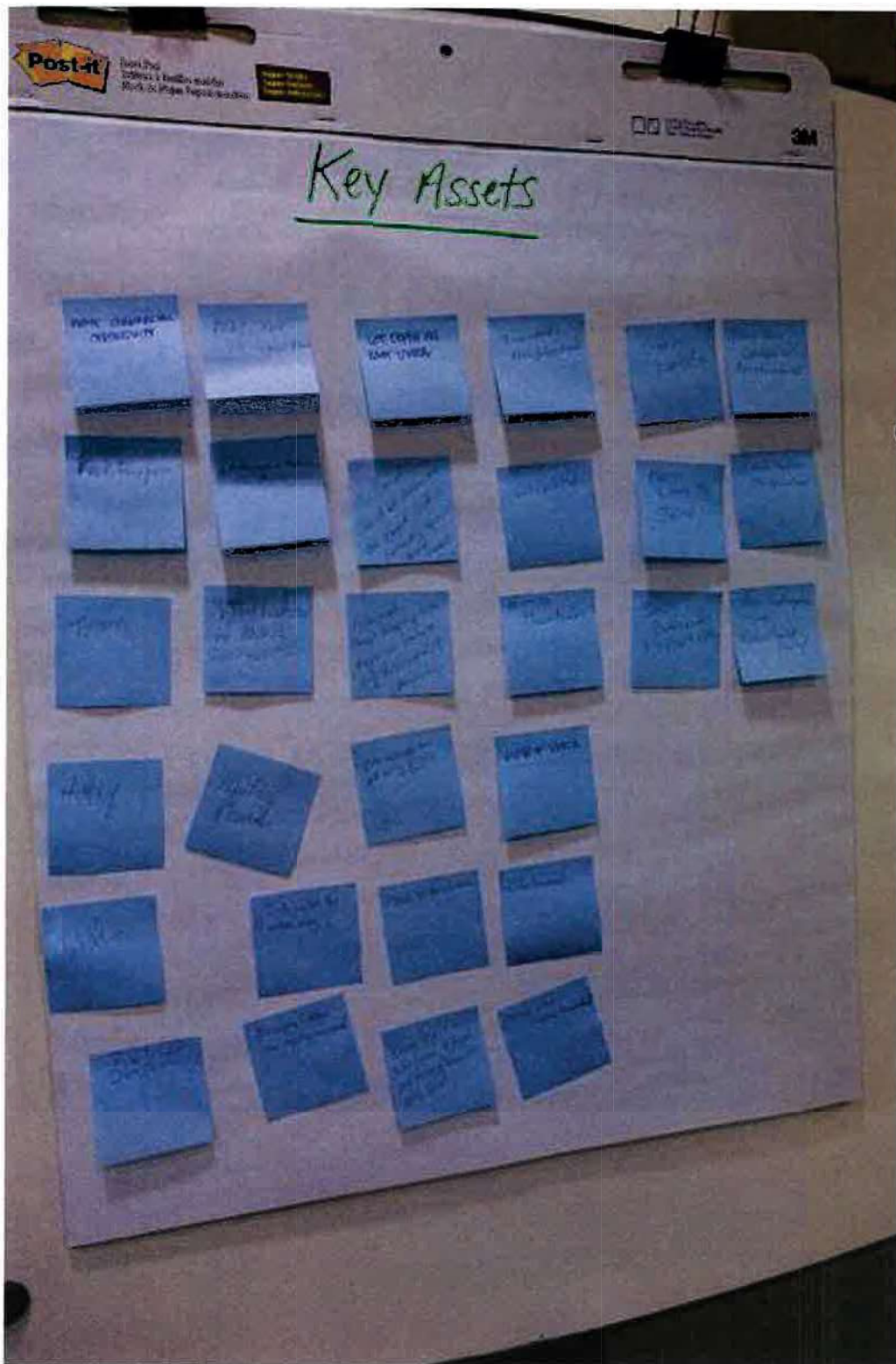
# A Healthy Corridor...

- Is *people* focused
- Is *place* focused
- Has access to healthy and affordable food
- Has affordable and readily accessible options for physical activity
- Has enough density for vitality
- Has multi-modal transportation options (with sidewalks, bike lanes, transit, safe crosswalks)
- Has a mix of uses, vertically and horizontally
- Has coordination between a variety of stakeholders
- Has a variety of housing options for all
- Has connections to green space and nature
- Is environmentally sustainable and adaptable
- Is safe (real and perceived) and clean
- Evaluates and measures a variety of health outcomes (economic, environmental, social, physical, mental)
- Fits within the larger city network



~From Houston Forum Breakout Session~





# Leading with Health

- Neutral talking point
- Data driven
- Puts focus on people
- Highlights disparities
- Uncovers community needs
- Engages new stakeholders beyond usual suspects





# **METROPOLITAN PLANNING COMMISSION**

## **MINUTES**

**October 11, 2018**  
**4:00 pm Regular Meeting**

**700 Second Avenue South**  
(between Lindsley Avenue and Middleton Street)  
Howard Office Building, Sonny West Conference Center (1st Floor)

### **MISSION STATEMENT**

The Planning Commission guides growth and development as Nashville and Davidson County evolve into a more socially, economically and environmentally sustainable community, with a commitment to preservation of important assets, efficient use of public infrastructure, distinctive and diverse neighborhood character, free and open civic life, and choices in housing and transportation.

#### **Commissioners Present:**

Lillian Blackshear  
Ron Gobbell  
Jeff Haynes  
Daveisha Moore  
Dr. Pearl Sims  
Brian Tibbs  
Dr. Terry Jo Bichell  
Councilmember Fabian Bedne

#### **Commissioners Absent:**

Greg Adkins, Chair  
Jessica Farr, Vice Chair

#### **Staff Present:**

Lucy Kempf, Executive Director  
George Rooker, Special Projects Manager  
Lee Jones, Planning Manager II  
Lisa Milligan, Planning Manager II  
Shawn Shepard, Senior Planner  
Kelly Adams, Administrative Services Officer IV  
Marty Sewell, Planner III  
Anita McCaig, Planner III  
Dara Sanders, Planner III  
Latisha Birkeland, Planner II  
Levi Hill, Planner II  
Abbie Rickoff, Planner II  
Anna Grider, Planner I

Gene Burse, Planner I  
Patrick Napier, Planner I  
Jessica Buechler, Planner I  
Emily Lamb, Legal

#### **Lucy Alden Kempf**

Secretary and Executive Director, Metro Planning Commission  
**Metro Planning Department of Nashville and Davidson County**  
800 2nd Avenue South P.O. Box 196300 Nashville, TN 37219-6300  
p: (615) 862-7190; f: (615) 862-7130

## Notice to Public

### Please remember to turn off your cell phones.

Nine of the Planning Commission's ten members are appointed by the Metropolitan Council; the tenth member is the Mayor's representative. The Commission meets on the second and fourth Thursday of each month at 4:00 pm, in the Sonny West Conference Center on the ground floor of the Howard Office Building at 700 Second Avenue South. Only one meeting may be held in December. Special meetings, cancellations, and location changes are advertised on the [Planning Department's main webpage](#).

The Planning Commission makes the final decision on final site plan and subdivision applications. On all other applications, including zone changes, specific plans, overlay districts, and mandatory referrals, the Commission recommends an action to the Council, which has final authority.

Agendas and staff reports are [posted online](#) and emailed to our mailing list on the Friday afternoon before each meeting. They can also be viewed in person from 7:30 am – 4 pm at the Planning Department office in the Metro Office Building at 800 2nd Avenue South. [Subscribe to the agenda mailing list](#)

Planning Commission meetings are shown live on the Metro Nashville Network, Comcast channel 3, [streamed online live](#), and [posted on YouTube](#), usually on the day after the meeting.

### Writing to the Commission

Comments on any agenda item can be mailed, hand-delivered, faxed, or emailed to the Planning Department by noon on meeting day. Written comments can also be brought to the Planning Commission meeting and distributed during the public hearing. Please provide 15 copies of any correspondence brought to the meeting.

Mailing Address: Metro Planning Department, 800 2nd Avenue South, P.O. Box 196300, Nashville, TN 37219-6300

Fax: (615) 862-7130

E-mail: [planning.commissioners@nashville.gov](mailto:planning.commissioners@nashville.gov)

### Speaking to the Commission

Anyone can speak before the Commission during a public hearing. A Planning Department staff member presents each case, followed by the applicant, community members opposed to the application, and community members in favor.

Community members may speak for two minutes each. Representatives of neighborhood groups or other organizations may speak for five minutes if written notice is received before the meeting. Applicants may speak for ten minutes, with the option of reserving two minutes for rebuttal after public comments are complete. Councilmembers may speak at the beginning of the meeting, after an item is presented by staff, or during the public hearing on that item, with no time limit.

If you intend to speak during a meeting, you will be asked to fill out a short "Request to Speak" form.

Items set for consent or deferral will be listed at the start of the meeting.

Meetings are conducted in accordance with the Commission's [Rules and Procedures](#).

### Legal Notice

As information for our audience, if you are not satisfied with a decision made by the Planning Commission today, you may appeal the decision by petitioning for a writ of cert with the Davidson County Chancery or Circuit Court. Your appeal must be filed within 60 days of the date of the entry of the Planning Commission's decision. To ensure that your appeal is filed in a timely manner, and that all procedural requirements have been met, please be advised that you should contact independent legal counsel.



The Planning Department does not discriminate on the basis of race, color, national origin, gender, gender identity, sexual orientation, age, religion, creed or disability in admission to, access to, or operations of its programs, services, or activities. Discrimination against any person in recruitment, examination, appointment, training, promotion, retention, discipline or any other employment practices because of non-merit factors shall be prohibited. For ADA inquiries, contact Josie Bass, ADA Compliance Coordinator, at (615) 862-7150 or e-mail her at [josie.bass@nashville.gov](mailto:josie.bass@nashville.gov). For Title VI inquiries, contact Human Relations at (615) 880-3370. For all employment-related inquiries, contact Human Resources at (615) 862-6640.



# MEETING AGENDA

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## **A: CALL TO ORDER**

The meeting was called to order at 4:04 p.m.

## **B: ADOPTION OF AGENDA**

Mr. Haynes moved and Mr. Gobbell seconded the motion to adopt the agenda. (7-0)

## **C: APPROVAL OF SEPTEMBER 27, 2018 MINUTES**

Dr. Bichell moved and Mr. Haynes seconded the motion to approve the September 27, 2018 minutes. (7-0)

## **D: RECOGNITION OF COUNCILMEMBERS**

Councilmember Kindall spoke in favor of Item 13.

Councilmember Murphy spoke in favor of Item 1.

Councilmember Mendes requested to remove Item 16 from the Consent Agenda.

## **E: ITEMS FOR DEFERRAL / WITHDRAWAL**

3. **2018SP-001-001**  
SLOAN AND WESTLAWN SP

4. **2018SP-050-001**  
6280 NEW HOPE ROAD SP

7. **2014SP-001-005**  
TREATY OAKS SP (AMENDMENT)

8. **2018SP-062-001**  
222 - 228 DONELSON PIKE SP

9. **2018SP-063-001**  
1114 WEST GROVE

Mr. Haynes moved and Mr. Gobbell seconded the motion to approve the Deferred and Withdrawn Items. (7-0)

Ms. Blackshear recused herself from Item 7.

## **F: CONSENT AGENDA ITEMS**

1. **2018CP-007-003**  
WEST NASHVILLE COMMUNITY PLAN AMENDMENT
2. **2018Z-005TX-001**
5. **2018Z-087PR-001**
10. **2018SP-067-001**  
PINEVIEW COTTAGES SP
11. **2018SP-068-001**  
0 BUENA VISTA PIKE SP

12. **2018Z-090PR-001**

14. **2018Z-097PR-001**

15. **2018Z-098PR-001**

16. **2018Z-100PR-001**

19. **New Employment Contract for Joni Priest**

23. **Accept the Director's Report and Approve Administrative Items**

Councilmember Bedne moved and Mr. Haynes seconded the motion to approve the Consent Agenda. (7-0)

Ms. Blackshear recused herself from Item 14.

Councilmember Withers requested to defer Item 2 to the November 8, 2018 Planning Commission meeting.

Mr. Gobbell moved and Dr. Sims seconded the motion to defer Item 2 to the November 8, 2018 Planning Commission meeting. (7-0)

**NOTICE TO THE PUBLIC:** Items on the Consent Agenda will be voted on at a single time. No individual public hearing will be held, nor will the Commission debate these items unless a member of the audience or the Commission requests that the item be removed from the Consent Agenda.

## **G: ITEMS TO BE CONSIDERED**

1. **2018CP-007-003**

### **WEST NASHVILLE COMMUNITY PLAN AMENDMENT**

Council District 21 (Ed Kindall); 24 (Kathleen Murphy)

Staff Reviewer: Dara Sanders

A request to amend the West Nashville Community Plan on various parcels located within the Charlotte Avenue between I-440 and White Bridge Pike, amend the adopted Major and Collector Street Plan designations for Charlotte Avenue, and amend WalknBike, requested by the Metropolitan Nashville Planning Department, applicant; various owners.

**Staff Recommendation: Approve.**

### **APPLICANT REQUEST**

**Amend West Nashville Community Plan and Major and Collector Street Plan.**

### Major Plan Amendment, Major and Collector Street Plan Amendment, and WalknBike Amendment

A request to amend the West Nashville Community Plan on various parcels located along Charlotte Avenue between I-440 and White Bridge Pike, amending the adopted Major and Collector Street Plan designations for Charlotte Avenue, and amending WalknBike. Requested by the Metro Planning Department, applicant; various owners.

### **WEST NASHVILLE COMMUNITY PLAN**

#### **Background**

The Charlotte Avenue Corridor Study area is defined by White Bridge Pike to the west, I-40 to the north, I-440 to the east, and follows property lines along the south to capture properties with frontage along the corridor. This boundary is similar to that of the supplemental policy currently guiding zoning and, in some cases, subdivision requests in the immediate area.

The existing supplemental policy results from the *Charlotte Avenue – Richland Park Detailed Corridor Design Plan* completed in August of 2008, and portions of the plan were incorporated into NashvilleNext in 2015. The original design plan envisioned the Charlotte Avenue – Richland Park corridor becoming a diverse and vibrant area that is comfortable and inviting to pedestrians and motorists alike by promoting the addition of residential opportunities, particularly housing on the upper floors of mixed-use buildings lining Charlotte Avenue with a modest increase in



intensity compared to current conditions. The plan also promoted historic preservation and adaptive reuse of existing historically significant buildings that are listed or eligible to be listed on the National Register of Historic Places, and it supported optimizing on-street parking and several enhancements in pedestrian and bicycle transportation systems.

Since the adoption of the *Charlotte Avenue – Richland Park Detailed Corridor Design Plan*, city records indicate that 15 properties have been developed or redeveloped, with the majority of these properties developing under current entitlements.

The Plan was advertised and scheduled to be considered by the Planning Commission on September 27<sup>th</sup>; however, it was deferred in order to provide additional time for staff to reflect requested clarifications and updates to the plan reflected in the attached memo.

## **ANALYSIS**

Prior to beginning the community outreach efforts for this study, the planning team coordinated with various city and state agencies, including Historic Commission, Parks, Public Works, Transit Authority, Tennessee Department of Transportation, and Planning Department staff (CIB, Land Development, and Transportation Divisions), to complete an analysis of the study area:

### Growth and Preservation Concept Map

The Growth and Preservation Concept Map reflects Nashvillians' expectations for growth in the future. It identifies tiered centers expected to accommodate a range of future growth, improved public spaces, transit, and sustainable economic activity, and it encourages infill development along transit and multimodal corridors.

The majority of the study area is identified as a "Transition and Infill" area, which encourages higher density housing that is appropriate along and around corridors.

The area around Richland Creek and the Charlotte Avenue/White Bridge Pike intersection identified as a Tier One Center, which are the focus of coordinated investments to shape growth and support increased transit service in the next ten years.

### Proximity to Downtown

The Charlotte Avenue Corridor study area is located approximately 2.5 miles from the center of downtown Nashville. The policy application between downtown and study area follows the practice of transition in intensity by transect from T6 (Downtown) to T5 (Center) between I-40 and I-440 to T4 (Urban) west of I-440.

### Natural Environment

The primary natural environmental features are associated with Richland Creek and its associated floodplain. A majority of the western portion of the study area is encumbered by the floodway and floodplain (both 500-year and 100-year) of Richland Creek. While slopes fall north to south at the eastern portion of the study area, steep slopes within the study area are human-made and associated with the construction of I-40 and I-440.

### Zoning and Existing Land Use

The majority of the study area is zoned CS (Commercial Services) and IR (Industrial Restrictive), which has resulted in a development pattern often inconsistent with the design and form guidance of the T4 transect. Recent development requiring rezoning requests are indicated with the application of the SP (Specific Plan) and MUL-A (Mixed Use Limited – Alternative) zoning districts, which have resulted in a more consistent and urban form.

### Policy

T4 Urban Mixed Use Corridor policy guides the majority of the study area. Properties around the intersection of Charlotte Avenue and White Bridge Pike are guided by T4 Urban Community Center policy, and Conservation policy is applied to properties impacted by Richland Creek. T4 Urban Neighborhood Evolving is applied to a few properties east of the Conservation policy.

Open Space policy is applied to Richland Park and T4 Urban Neighborhood Center policy guides the historic main street properties surrounding the park. Finally, Civic policy is applied to city-owned properties, such as the West Precinct, the Metro Public Works site, Nashville Electric Power Board property, and Fire Station 13.

Staff proposes policy amendments to a select few properties where there are discrepancies between policy and zoning exist and for 3800 Charlotte Avenue, as it is expected to change from public ownership to private ownership.

### Supplemental Policies

The West Nashville Community Plan includes three (3) supplemental policies associated with the Charlotte Avenue – Richland Park Detailed Corridor Design Plan:

SPA 07-T4-NC-01 (Richland Park) applies to properties within the T4 NC area, and the guidance specifies building height, parking lot location, and vehicular access to Richland Park from Charlotte Avenue.

SPA 07-T4-CM-01 (Charlotte Avenue) applies to properties between Richland Creek and SPA 07-T4-NC-01 and to the west of SPA 07-T4-NC-01. The guidance specifies building height and orientation related to Richland Creek and its associated greenway.

SPA 07-T4-CM-02 (Alabama Avenue) applies to properties north of SPA 07-T4-NC-01, and the guidance specifies building height, building setbacks, and vehicular access.

#### Historic properties

Several historically significant properties are located within the study area, which are either listed or eligible to be listed on the National Register of Historic Places. The study area boundary also overlaps the boundaries of the Park and Elkins Neighborhood Conservation Zoning Overlay. These properties were considered and, in most cases, directly impacted the goals, objectives, and policy guidance of the Charlotte Avenue Corridor Study.

#### Streets/connectivity

The Major and Collector Street Plan (MCSP) identifies Charlotte Avenue, White Bridge Pike, 46<sup>th</sup> Avenue, and 51<sup>st</sup> Avenue (north of Charlotte Avenue) as Arterial Boulevards. Charlotte Avenue between 46<sup>th</sup> Avenue and White Bridge Pike is considered constrained due to the location of existing, some historic, buildings on the north side of the street and the Historic Richland Park on the south. A portion of Alabama Avenue (between 46<sup>th</sup> and 51<sup>st</sup> Avenues) and Morrow Road are identified as Collector Avenues.

The existing street network in the study area is reflective of an urban street network. Charlotte Avenue is the only east-west connection through the area due to limitations of the railroad, which disrupts Alabama Avenue. Similarly, I-40 limits additional connectivity to the north beyond that provided by 40<sup>th</sup> Avenue, 46<sup>th</sup> Avenue, 51<sup>st</sup> Avenue, and Morrow Road. Large, un- or underdeveloped properties between 38<sup>th</sup> and 40<sup>th</sup> Avenues present potential to extend Alabama Avenue and to re-establish an urban street network north of Charlotte Avenue.

#### Transit

Charlotte Avenue is an MTA route with regular service and multiple bus stops. Nashville's Transit Plan, "nMotion", identifies Charlotte Avenue as a future Light Rail route, which is reflected in the MCSP cross section.

### **COMMUNITY PARTICIPATION**

Staff employed an extensive public outreach and participation program, including a Steering Committee and multiple means of promoting the project and participation opportunities.

The public participation process for this project was centered on a four-day charrette. A charrette is a collaborative planning and design effort organized to build consensus and focus on one or more common goals. The Charlotte Avenue Corridor Study charrette was held July 16<sup>th</sup> through 19<sup>th</sup> in the study area.

#### Pre-charrette Public Meeting

The Council Member and Planning Department held a meeting on June 13<sup>th</sup> to discuss the future of the Metro Public Works property at 3800 Charlotte Avenue. Based on the community's feedback at this meeting, the Planning Department determined that the current policy for the Charlotte Avenue corridor should be studied in anticipation of 3800 Charlotte Avenue changing ownership from the public sector to the private sector.

#### Public Notice and Outreach

As part of the standard policy amendment process, public notice of the charrette schedule, including community meetings, was mailed to approximately 3,000 property owners within and near the study area. In addition to the standard public notice letter, a project website was created and dedicated to this planning process – **CharlottePikeStudy.nashville.gov** – and project flyers were sent to the Steering Committee members and other stakeholders to share with their contacts and email lists.

#### Steering Committee

The Planning Department formed a Steering Committee to assist the planning team with public outreach and engagement as well as to act as a sounding board. This committee is comprised of a mixture of business owners, neighborhood leaders, property owners, and development and design professionals. Within the Steering Committee, experiences range from long-time residents and business owners to newcomers.

Staff met with the Steering Committee on July 12, 2018, to explain the land use policy, the charrette process, and the Steering Committee's role. A second meeting with the Steering Committee was held during charrette week, and staff held a final meeting to discuss the draft policies and supplemental policies prior to post-charrette community meeting and a week-long public review period of this proposal.

#### Charrette Week

Two evening community meetings were held – Monday, July 16<sup>th</sup>, and Thursday, July 19<sup>th</sup> – and an on-site design studio was set up so that community stakeholders could participate in the process based on their scheduling needs and to better understand the charrette process.



Approximately 70 community members, stakeholders, and representatives attended the community visioning meeting on July 16<sup>th</sup> to convey their vision and expectations for the future. This meeting included a presentation of community planning in Davidson County and what the team knew about the area. After hearing the presentation, participants completed four exercises and reported their work to the larger group. The results of these exercises informed the work that the planning team completed throughout the week.

An on-site design studio was at Park Avenue Baptist Church throughout the week. Working on-site made it possible for community stakeholders to participate in the process based on their scheduling needs and to better understand the charrette process.

A work-in-progress public presentation concluded the charrette. Sixty (60) community members attended to hear a summary of the week's work, including the results of the visioning exercises, the vision statement, goals and objectives, and character area and mobility concepts for achieving the community's vision and expectations. At the end of the presentation, attendees were encouraged to interact with the participation stations to respond to the concepts formulated during charrette week. The community was generally in support of the concepts presented, and staff did not receive requests for major revisions.

#### Key Issues and Common Goals

Charrette participants identified several common goals. They want to maintain the historic main street character around Richland Park, to maintain the historic industrial buildings near the railroad, to grow along the interstate and at the intersection of Charlotte Avenue and White Bridge Pike, to promote pedestrian and cyclist safety, to connect with Richland Creek, and to prioritize parks, open space, and greenways.

#### Post-Charrette Community Meetings

Building on the information collected during charrette week, the planning team refined the goals, objectives, and concepts into the Charlotte Avenue Corridor Study. The refined goals, objectives, character areas, subdistricts, mobility concepts, and an illustrative master plan showing one of many scenarios for the future of the study area were presented to the Steering Committee. The general consensus was one of support for the information presented, and staff scheduled a post-charrette community meeting for September 6<sup>th</sup> to present a draft of the study prior to preparing the adoption draft for Planning Commission consideration. Finally, a second post-charrette community meeting was scheduled by the Council Member for September 19<sup>th</sup> to present the adoption draft to the residents of the surrounding neighborhoods.

### **PROPOSAL**

#### Adopt the Charlotte Avenue Corridor Study.

The Charlotte Avenue Corridor Study, if adopted, will be the policy guide for zone change requests and the Capital Improvements Budget. The vision statement, goals, and objectives are intended to guide policy interpretation and zone change requests.

Three (3) distinct character areas are proposed – Richland Creek, Historic Main Street, and Industrial Heritage – and were informed by the community's vision for the long-term planning of the corridor and establish the framework for the supplemental policy guidance for each area. Derived from these three character areas are six (6) subdistricts that further provide specific design, height, mobility, open space, and transitioning guidance, as well as incentives that work to achieve the community's priorities and common goals.

The mobility plan identifies the community's priorities for connectivity within the study area and outside of the study area, and it identifies solutions for the constraints associated with Charlotte Avenue, the railroad, and transit. Additionally, three distinct street cross sections are proposed for Charlotte Avenue to complement the three distinct character areas and to resolve site-specific constraints.

Finally, an Illustrative Master Plan, prepared by staff, depicts the physical build out of the study area according to the recommendations outlined in the plan. The arrangement of elements in the illustration (buildings, parking, streets, etc.) on future development sites will be determined by the individual property owner and the regulations in place at the time of approval.

#### Amend the Community Character Policy.

Staff recommends the following policy amendments to better align with the goals, objectives, and policy guidance of the Charlotte Avenue Corridor Study:

- 3800 Charlotte Avenue from Civic (CI) to T4 Mixed Use Corridor (T4 CM). The Community Character Manual provides guidance for policy amendments when CI sites change ownership from the public to the private sector. In most cases, the most appropriate policy area to apply is the one that surrounds them. T4 CM surrounds the subject property and is consistent with the feedback collected from the community during charrette week.

- 4001 and 4101 Charlotte Avenue from T4 Neighborhood Maintenance (T4 NM) to T4 CM. 4001 Charlotte Avenue is guided by T4 CM along the corridor and T4 NM for the majority of the property, though it has been recently redeveloped for mixed-use (Hill Center) under SP-MU zoning. This policy amendment would reflect the current use and recent investment.

4101 Charlotte Avenue is also guided by T4 CM along the corridor and T4 NM for the majority of the property, and it is zoned IR (Industrial Restrictive). During charrette week, the community expressed an interest in adaptive reuse of this historic industrial building. This policy amendment would provide a path for adaptive reuse under a zoning designation compatible with the surrounding single-family residences, and the associated supplemental policy would further increase compatibility with transitioning guidance.

- 331, 333, 335 53<sup>rd</sup> Avenue from T4 NM to Transition (TR). These properties are currently zoned OR20. Because the use and zoning of these properties are currently serving as a transition between the commercial uses along Charlotte Avenue to the north and the single-family homes to the south, staff recommends applying TR policy as the base policy, which will be further limited by the height guidance of the proposed supplemental policy for the surrounding area.

#### **Amend the Supplemental Policy**

Adoption of the proposed Charlotte Avenue Corridor Study would replace the current supplemental policies described in the Analysis section of this staff report. The key differences between the existing and proposed supplemental policy guidance are listed below and summarized in an exhibit below.

1. Character and design. The proposed supplemental policies provide detailed design guidance by character area to enhance the unique characteristics of the existing or anticipated built environment.

2. Building height. The proposed supplemental policy adjusts the building heights currently outlined in the West Nashville Community Plan and organizes the new guidance by character area subdistrict. The key differences between the current building height guidance and that proposed are listed below.

- a. Subdistrict 1 is not included in the current supplemental policies. Staff's proposal would provide building height guidance beyond that of the T4 Community Center policy to permit up to six (6) stories.

- b. Subdistrict 2 includes properties to the east and west of Richland Creek. While the properties west of Richland Creek are not included in the current supplemental policies, the properties east of Richland Creek are limited to four (4) in the current supplemental policy. Staff's proposal would continue to limit the building height to four (4) stories and offer an incentive for an additional two (2) stories, for a maximum of six (6) stories, when developments reclaim floodway and floodplain with redevelopment and provide publicly accessible open space.

*The Planning Commission draft of the plan has been updated to provide additional guidance for open space associated with the height incentive.*

*The Planning Commission draft of the plan has been updated to remove the height incentive for property on the south side of Charlotte Avenue near 53<sup>rd</sup> and 54<sup>th</sup> Avenues and Richland Creek, as requested by the Sylvan Park Neighborhood Association.*

- c. Subdistrict 3 includes properties along Alabama Avenue and does not propose changes to the current supplemental policy guidance related to building height.

- d. Subdistrict 4 includes properties within the historic main street adjacent to or around Richland Park. Staff's proposal would decrease the appropriate building height from the four (4) stories in the current supplemental policies to three (3) stories. Staff's proposal is the result of a detailed analysis of historically significant properties within this area and is based on the building height of 4822 Charlotte Avenue (the Global Education Center), a National Register property.

- e. Subdistrict 5 includes properties identified to be a maximum of two (2) stories and four (4) stories in the current supplemental policy. Staff's proposal would continue to limit the building height to four (4) stories and offer an incentive for an additional two (2) stories for properties 150 feet north of Charlotte Avenue, for a total of six (6) stories, when publicly accessible open space is provided or a historically significant building is adaptively reused. The Metro Public Works property at 3800 Charlotte Avenue is included in this subdistrict.

*The Planning Commission draft of the plan has been updated to provide additional guidance for open space associated with the height incentive.*

- f. Subdistrict 6 includes properties in the eastern portion of the study area identified to be a maximum of two (2) stories and four (4) stories in the current supplemental policy. Because these properties were originally platted for single-family lots and are limited by a sloping topography, staff studied the development potential in detail to understand the maximum number of stories that could be constructed in accordance with standard parking and landscaping requirements. Based on the findings of our analysis, staff proposed to amend the building height to a maximum of three (3) stories.



*After the publication of staff's recommendation to the Planning Commission, the owner of 3307 Charlotte Avenue requested to increase the maximum permitted height in Subdistrict 6 from three stories to four (4) stories. Staff has analyzed the ability to achieve four stories under existing physical conditions and entitlements and has determined that the requested height can be achieved with adaptive residential provisions and is consistent with current and surrounding entitlements. Staff has amended the language to support up to four stories.*

3. Mobility. The proposed supplemental policy expands guidance beyond vehicular access to pedestrian, bicycle, and vehicular improvements to street, sidewalk, bike lane, and greenway improvements that can be accomplished by both the private and public sectors.

Amend the Major and Collector Street Plan.

The Major and Collector Street Plan (MCSP) is a comprehensive plan and implementation tool for guiding public and private investment on the major streets (Arterial-Boulevards and Arterial-Parkways) and collectors (Collector-Avenues) that make up the backbone of the city's transportation system. It is a part of, and implements, Access Nashville 2040, which is the functional plan component of NashvilleNext, the General Plan for Nashville and Davidson County.

The Charlotte Avenue Corridor Study proposes three new street cross sections for Charlotte Avenue that are specific to the three character areas. Each cross section incorporates the priority elements of accommodating pedestrian, bicycle, vehicular, and transit users within the right-of-way constraints and/or needs of each character area.

For example, the Historic Main Street section is customized to accommodate pedestrians, cyclists, vehicles, and dedicated transit lanes within the existing 77' right-of-way. This is accomplished by providing a sidewalk along the north side of Charlotte Avenue and rerouting the sidewalk on the south side of Charlotte through Richland Park.

The Charlotte Avenue Corridor Study also proposes to add the following connection to the MCSP as a Planned Local Street: 38<sup>th</sup> Avenue North to the north of Charlotte Avenue from 38<sup>th</sup> Avenue North to Alabama Avenue to support T4 Urban Mixed Use Corridor uses.

This change includes Local Streets that remain disconnected through the community to the north of Charlotte Avenue. Since there are fewer connections through the existing street system, short local trips between neighborhoods divert onto Charlotte Avenue. Currently, these existing streets have a Local Street sidewalk standard which consists of a four-foot-wide grass strip and five-foot sidewalk.

Adding this street to the MCSP as a Planned Local Street will ensure that new connections are constructed with redevelopment to promote walkability and ensure safety. It also highlights the need to implement traffic calming on these streets to promote slower vehicular speeds, improved bicycling conditions, and greater bicycle connectivity between existing and future neighborhoods.

The mobility concept shown in WalknBike need to be amended with the following updates to show Metro's current vision integrating land use and active transportation connectivity in the study area:

Add the following connections to WalknBike as Planned Greenways: extension of Richland Creek Greenway from Charlotte Avenue to McCabe Golf Course, and from White Bridge Pike to Alabama Avenue to accommodate enhanced bicyclist and pedestrian connectivity. Add the following connections to WalknBike as Planned Major Separated Bikeways: Alabama Avenue from 51<sup>st</sup> Avenue North to 42<sup>nd</sup> Avenue North, and Park Avenue from 51<sup>st</sup> Avenue North to 42<sup>nd</sup> Avenue North to accommodate enhanced bicyclist connectivity.

This change involves planned greenway connections within the Richland Creek Character Area and for planned major separated bikeways within the Historic Main Street Character Area. The addition of greenways and major separated bikeways will further facilitate the creation of a bicycle and pedestrian route parallel to Charlotte Avenue. The change to incorporate enhanced bikeway and pedestrian routes will ensure that greenways and protected routes are constructed as properties redevelop.

**STAFF RECOMMENDATION**

Staff recommends approval.





# METROPOLITAN GOVERNMENT

## OF NASHVILLE AND DAVIDSON COUNTY

Planning Department

Metro Office Building

To: Charlotte Avenue Corridor Study Steering Committee

From: Dara Sanders, Project Manager

Re: Charlotte Avenue Corridor Plan (2018CP-007-003)

Date: October 3, 2018

The Charlotte Avenue Corridor Plan proposes to update existing West Nashville Community Plan Supplemental Policies, the Major and Collector Street Plan, and the WalknBike plan for Charlotte Avenue between I-440 and White Bridge Pike. The draft plan was developed during an intensive, three-month public participation process involving property owners, residents, business owners, neighborhood leaders, and other stakeholders. While the plan represented a broad consensus among community stakeholders, Planning staff received requests to amend the draft corridor plan after the public input period expired. The plan was advertised and scheduled to be considered by the Planning Commission on September 27<sup>th</sup>, however, it was deferred in order to provide additional time for staff to reflect requested clarifications and updates to the plan that are referenced below.

### Requested Amendments to the Charlotte Avenue Corridor Plan

1. Council Member Murphy requested a clarification to the height incentive proposed for Subdistrict 5 related to publicly accessible open space.  
*Staff has made the following addition to Subdistrict 5:*

*"The minimum open space area recommended to qualify for additional height must be 10% of the property square footage and immediately or easily accessible to the public on the property from the public right-of-way.*

*To take advantage of the increased height, future development must provide accessible open space in the form of parks, plazas, arcades, or courtyards. Additional open space types may be considered by the Planning Commission based on the merits of the project and public benefit."*

2. On September 25<sup>th</sup>, the property owner of 3307 Charlotte Avenue requested to increase the maximum permitted height in Subdistrict 6 from three stories to four stories.

*Staff has analyzed the ability to achieve four stories under existing physical conditions and entitlements, and have determined that the requested height can be achieved and is consistent with current and surrounding entitlements. Staff has amended the language to support up to four stories for Subdistrict 6.*

3. On September 26<sup>th</sup>, the Sylvan Park Neighborhood Association (SPNA) requested that the Charlotte Avenue Corridor Plan be deferred and requested the following:

- To limit any additional development on the south side of Charlotte near 53<sup>rd</sup> and 54<sup>th</sup> Avenues and the creek to a maximum of four stories.

*Staff has removed the height incentive in this location.*

- To leave the existing Richland Park footprint intact and to limit the width of Charlotte Avenue to its current dimensions.

*The current plan illustrates the future planned cross section for Charlotte Avenue, corresponding with the Major and Collector Street Plan, with an ultimate right-of-way needed for future capacity of the street. Staff anticipates that Charlotte Avenue will remain as is for the foreseeable future and has included a note in the plan.*

SPNA has also requested the following:

- That Metro (eventually) purchases the properties closest to Richland Creek to reclaim them as floodplain. Reclaiming the floodway and floodplain of Richland Creek is the primary goal of Subdistrict 2. Staff supports policies and practices that prioritize environmental stewardship; however, staff cannot commit through this Charlotte Avenue update that Metro Nashville Government will purchase commercially zoned property through the FEMA Hazard Mitigation Program, which provides federal funding for the acquisition of flood-prone properties.



- To confirm that 1) the 150 foot setback for any 6-story development applies down to the 4100 block of Charlotte on the north side and 2) that there is no six-story policy on the south side of Charlotte. Staff has confirmed that this is correct based on the current language for Subdistrict 5.

**Approve. Consent Agenda. (7-0)**

**Resolution No. RS2018-256**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2018CP-007-003 is **approved. (7-0)**

**2. 2018Z-005TX-001**

BL2018-1288/Withers

Staff Reviewer: Lisa Milligan

A request for an ordinance to amend Title 17 of the Metropolitan Code of Laws, the Zoning Ordinance of The Metropolitan Government of Nashville and Davidson County, pertaining to parking requirements for certain types of uses, requested by Councilmember Brett Withers, applicant.

**Staff Recommendation: Approve.**

**The Metropolitan Planning Commission deferred 2018Z-005TX-001 to the November 8, 2018, Planning Commission meeting. (7-0)**

**3. 2018SP-001-001**

**SLOAN AND WESTLAWN SP**

Council District 24 (Kathleen Murphy)

Staff Reviewer: Abbie Rickoff

A request to rezone from R6 to SP-R zoning on properties located at 4603 Sloan Road and 4409 and 4411 Westlawn Drive, at the corner of Sloan Road and Westlawn Drive (1.03 acres), to permit seven multi-family residential units, requested by Dale and Associates, applicant; LL & E Holdings, LLC, owner.

**Staff Recommendation: Defer to the October 25, 2018, Planning Commission meeting.**

**The Metropolitan Planning Commission deferred 2018SP-001-001 to the October 25, 2018, Planning Commission meeting. (7-0)**

**4. 2018SP-050-001**

**6280 NEW HOPE ROAD SP**

Council District 12 (Steve Glover)

Staff Reviewer: Abbie Rickoff

A request to rezone from AR2a to SP-R zoning on property located at 6280 N. New Hope Road, west of the terminus of Landings Way (10.0 acres), to permit 55 single-family lots, requested by Dale and Associates, applicant; Wise Group, Inc., owner.

**Staff Recommendation: Defer to the October 25, 2018, Planning Commission meeting.**

**The Metropolitan Planning Commission deferred 2018SP-050-001 to the October 25, 2018, Planning Commission meeting. (7-0)**

**5. 2018Z-087PR-001**

Council District 05 (Scott Davis)

Staff Reviewer: Shawn Shepard

A request to rezone from RS5 to RM20 zoning on property located at 927 Douglas Avenue, approximately 285 feet east of Emmett Avenue (0.33 acres), requested by Councilmember Scott Davis, applicant; Kimberly Smith-Tucker, owner.

**Staff Recommendation: Disapprove as submitted. Approve R6-A.**

**APPLICANT REQUEST**

**Zone change from RS5 to RM20.**

**Zone Change**

A request to rezone from Single-Family Residential (RS5) to Multi-Family Residential (RM20) zoning on property located at 927 Douglas Avenue, approximately 285 feet east of Emmett Avenue (0.33 acres).

**Existing Zoning**

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 7.41 dwelling units per acre. *RS5 would permit a maximum of two units, subject to compliance with all standards of the Metro Subdivision Regulations.*

**Proposed Zoning**

Multi-Family Residential (RM20) is intended for single-family, duplex, and multi-family dwellings at a density of 20 dwelling units per acre. *RM20 would permit a maximum of seven units.*

**EAST NASHVILLE COMMUNITY PLAN**

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

T4 Urban Neighborhood Evolving (T4 NE) is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit.

T4 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

**ANALYSIS**

The 0.33-acre site is located on the north side of Douglas Avenue, approximately 900 feet west of Gallatin Pike. The site contains an existing single family residential use, and is part of a pattern of narrow and deep lots along this block. Lincoln College of Technology, formerly the Nashville Auto Diesel College, is located immediately to the east. Other surrounding uses along Douglas Avenue include commercial and mixed use along Gallatin Pike, with single-family and two-family residential uses to the north and west.

A small portion of the rear of the site is within an area of Conservation policy that recognizes the presence of a stream and associated buffers along the northern property line and within unbuilt alley right-of-way. The majority of the site is within an area of T4 NE policy which is intended to support the creation and enhancement of urban residential neighborhoods that contain a diversity of housing types and are well connected, with a complete, urban street network. The policy supports a range of residential development, including single-family, two-family, and multi-family residential, depending on location and context. The subject site is located along Douglas Avenue, which is identified in the Major and Collector Street Plan (MCSP) as a collector. The site is also at the edge of a larger area of T4 NE policy, and is adjacent to a more intense District Major Institutional policy area. Generally, sites located along corridors and adjacent to more intense policies may be appropriate locations for additional intensity; however, this site lacks access to a constructed alley. A complete infrastructure system, including streets and alleys, is a key characteristic of urban neighborhoods that are appropriate for additional intensity.

The requested rezoning to RM20 is inconsistent with the T4 NE policy at this location. RM20 is in the mid to high end of the range of residential intensity supported by the policy and construction of the unbuilt alley is not a requirement of the zoning district. There is substandard, unbuilt alley right-of-way to the rear of the site, but the presence of a stream and protected buffers makes it unlikely the alley can be constructed. Additionally, the site's location mid-block requires additional properties to the east or west to redevelop and construct the alley before this site would have alley access. The narrow and deep configuration of each lot along this block also makes it challenging to achieve functional access and circulation on a site-by-site basis. Achieving the higher intensity residential permitted by RM20 zoning along this portion of Douglas Avenue would require a consolidated plan for development so that access could be evaluated and addressed holistically. The application of RM20 zoning to a single parcel is inconsistent with the goals of the policy given the site's location and context; therefore, staff recommends disapproval of the requested RM20.

Although RM20 is inappropriate at this location, the site's proximity to more intense development along Gallatin Avenue makes it an appropriate location for some additional intensity. One and Two-Family Residential –



Alternative (R6-A) permits one and two family dwellings, and includes design standards for building placement, parking and access. R6-A zoning is at the lower end of the range of intensity supported by the T4 NE policy, and would provide opportunities to increase diversity of housing and provide a transition from the more intense multi-family and institutional development located to the east to the primarily single-family residential pattern to the west. Absent a master development plan for a larger portion of the block that can be developed at a single time with consolidated access, R5-A zoning is the most appropriate zoning district given the policy, location and context; therefore, staff recommends approval of R6-A.

#### **FIRE MARSHAL RECOMMENDATION**

##### **Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

#### **TRAFFIC AND PARKING RECOMMENDATION**

##### **Approve with conditions**

- Traffic study may be required at time of development.

#### **Maximum Uses in Existing Zoning District: RS5**

<b>Land Use (ITE Code)</b>	<b>Acres</b>	<b>FAR/Density</b>	<b>Total Floor Area/Lots/Units</b>	<b>Daily Trips (weekday)</b>	<b>AM Peak Hour</b>	<b>PM Peak Hour</b>
Single-Family Residential (210)	0.33	8.71 D	2 U	29	7	3

#### **Maximum Uses in Proposed Zoning District: RM20**

<b>Land Use (ITE Code)</b>	<b>Acres</b>	<b>FAR/Density</b>	<b>Total Floor Area/Lots/Units</b>	<b>Daily Trips (weekday)</b>	<b>AM Peak Hour</b>	<b>PM Peak Hour</b>
Single-Family Residential (210)	0.33		7 U	91	10	8

#### **Traffic changes between maximum: RS5 and RM20**

<b>Land Use (ITE Code)</b>	<b>Acres</b>	<b>FAR/Density</b>	<b>Total Floor Area/Lots/Units</b>	<b>Daily Trips (weekday)</b>	<b>AM Peak Hour</b>	<b>PM Peak Hour</b>
-	-	-	+5 U	+62	+3	+5

#### **METRO SCHOOL BOARD REPORT**

**Projected student generation existing RS5 district: 0 Elementary 0 Middle 0 High**

**Projected student generation proposed RM20 district: 2 Elementary 1 Middle 1 High**

The proposed RM20 zoning district will generate four additional students beyond what would be generated under the existing RS5 zoning. Students would attend Hattie Cotton Elementary School, Gra-Mar Middle School, and Maplewood High School. All three schools have been identified as having additional capacity. This information is based upon data from the school board last updated December 2017.

#### **STAFF RECOMMENDATION**

Staff recommends disapproval of the requested RM20 and approval of R6-A.

**Disapproval of the requested RM20 and approval of R6-A. Consent Agenda. (7-0)**

**Resolution No. RS2018-257**

**"BE IT RESOLVED by The Metropolitan Planning Commission disapproved 2018Z-087PR-001 as requested and approved of R6-A. (7-0)**

**6. 2018Z-092PR-001**

Council District 31 (Fabian Bedne)

Staff Reviewer: Gene Burse

A request to rezone from AR2A to CS zoning for properties located at 1488 and 1492 Bell Road, approximately 820 feet East of Brook View Estate Drive, (6.72 acres), requested by Williams Properties LLC., applicant: Peggy Maxwell-Coleman and Henry Lee Jordan, owners.

**Staff Recommendation: Disapprove.**

**APPLICANT REQUEST**

**Zone change from AR2a to CS.**

Zone Change

A request to rezone from Agricultural/Residential (AR2a) to Commercial Service (CS) zoning for properties located at 1488 and 1492 Bell Road, approximately 820 feet East of Brook View Estate Drive, (6.72 acres).

**Existing Zoning**

Agricultural/Residential (AR2a) requires a minimum lot size of two acres and intended for uses that generally occur in rural areas, including single-family, two-family, and mobile homes at a density of one dwelling unit per two acres. The AR2a District is intended to implement the natural conservation or rural land use policies of the general plan. *AR2a would permit a maximum of 3 duplex lots for a total of 6 residential units based on acreage alone. Application of the Subdivision Regulations may result in fewer lots.*

**Proposed Zoning**

Commercial Service (CS) is intended for retail, consumer service, financial, restaurant, office, self-storage, light manufacturing and small warehouse uses.

**SOUTHEAST NASHVILLE COMMUNITY PLAN**

T3 Suburban Neighborhood Evolving (T3 NE) is intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

**ANALYSIS**

The site is located on 6.72 acres, approximately 820 feet east of Brook View Estate Drive along Bell Road. Existing site conditions include two parcels each with a single-family house. The site is located on Bell Road which is an identified as a Scenic Arterial Boulevard on the Major and Collector Street Plan. The Major and Collector Street Plan identifies a future collector street partially within this site which would connect Bell Road to Old Hickory Boulevard to the south. Surrounding land uses consist of single-family residential with some two-family residential and large vacant parcels.

The site is located near the center of a large area of Agricultural/Residential (AR2a) zoning. Zoning districts in the larger area include Specific Plan-Residential, Agricultural/Residential (AR2a), One and Two-family Residential (R10) and Commercial Service (CS) zoning.

T3 Suburban Neighborhood Evolving policy is intended primarily for residential uses. The Commercial Service (CS) zoning district permits commercial uses, which is not consistent with the T3 Suburban Neighborhood Evolving policy. This site has sensitive environmental features identified by Conservation policy that include stream buffers, wetland buffers and steep slopes located in the center of the site and along site frontage. The proposed rezoning is not consistent with the T3 Suburban Neighborhood Evolving policy area as it could introduce commercial uses into a policy area that is intended to create and enhance residential neighborhoods.



**FIRE DEPARTMENT RECOMMENDATION****Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

**WATER SERVICES****Approve with conditions**

- Southeast Quadrant water document signed by owner and is on file.

**TRAFFIC AND PARKING RECOMMENDATION****Approve with conditions**

- Traffic study may be required at time of development

Maximum Uses in Existing Zoning District: **AR2a**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential* (210)	6.72	0.5 D	6 U	79	10	7

\*Based on two-family residential lots

Maximum Uses in Proposed Zoning District: **CS**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	6.72	0.6 F	175,633 S.F.	8818	157	825

Traffic changes between maximum: **AR2a and CS**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-		+8739	+147	+818

**METRO SCHOOL BOARD REPORT**

Projected student generation existing AR2a district: 0 Elementary 0 Middle 0 High

Projected student generation proposed CS district: 0 Elementary 0 Middle 0 High

The proposed CS zoning is not expected to generate more students than the existing AR2a zoning district. Students would attend Maxwell Elementary School, Marshall Middle School, and Cane Ridge High School. All three schools have been identified as having additional capacity by the Metro School Board. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends disapproval as the request is not consistent with the T3 Neighborhood Evolving policy of the Southeast Nashville Community Plan.

Mr. Burse presented the staff recommendation of disapproval.

John Fox, 1415 Cumberland Ridge Way, spoke in favor of the application.

**Ms. Blackshear closed the Public Hearing.**

Councilmember Bedne explained that he is comfortable asking for approval at the council level.

Dr. Bichell spoke in favor of staff recommendation and noted that we should try to find a way to be more creative about enabling alternate uses for properties that help communities be more vibrant.

Mr. Hayes spoke in favor of staff recommendation.

Dr. Sims spoke in favor of staff recommendation.

Mr. Gobbell spoke in favor of staff recommendation.

Ms. Moore spoke in favor of staff recommendation.

**Mr. Haynes moved and Mr. Gobbell seconded the motion to disapprove. (6-1) Councilmember Bedne voted against.**

**Resolution No. RS2018-258**

**"BE IT RESOLVED** by The Metropolitan Planning Commission that 2018Z-092PR-001 is **disapproved. (6-1)**

- 7. 2014SP-001-005**  
**TREATY OAKS SP (AMENDMENT)**  
Council District 20 (Mary Carolyn Roberts)  
Staff Reviewer: Latisha Birkeland

A request to amend a Specific Plan on a portion of property located at 1206B 60th Avenue North, 58th Avenue North (unnumbered), approximately 185 feet north of Morrow Road, zoned SP (0.91 acres), to increase maximum height from 40 feet to 45 feet, requested by CESO, Inc., applicant; 1211 57th Avenue T.O., LLC, owners.  
**Staff Recommendation: Withdraw.**

**The Metropolitan Planning Commission withdrew 2014SP-001-005. (6-0-1)**

- 8. 2018SP-062-001**  
**222 - 228 DONELSON PIKE SP**  
Council District 15 (Jeff Syracuse)  
Staff Reviewer: Patrick Napier

A request to rezone from R10 to SP-MU zoning on property located at 222, 224, 226, and 228 Donelson Pike, at the southwest corner of Woodberry Drive and Donelson Pike (1.55 acres), to permit 13 multi-family residential units and 5,800 square feet of office space, requested by Dale and Associates, applicant; SWA Dream Home LLC, owner  
**Staff Recommendation: Defer to the October 25, 2018, Planning Commission meeting.**

**The Metropolitan Planning Commission deferred 2018SP-062-001 to the October 25, 2018, Planning Commission meeting. (7-0)**

- 9. 2018SP-063-001**  
**1114 WEST GROVE**  
Council District 17 (Colby Sledge)  
Staff Reviewer: Abbie Rickoff

A request to rezone from R8 to SP-R zoning on properties located at 1114 West Grove Avenue, approximately 80 feet east of 12th Avenue South (0.24 acres), to permit five multi-family residential units, requested by Smith Gee Studios, applicant; FMBC Investments, LLC, owner.  
**Staff Recommendation: Defer to the November 8, 2018, Planning Commission meeting.**

**The Metropolitan Planning Commission deferred 2018SP-063-001 to the November 8, 2018, Planning Commission meeting. (7-0)**

- 10. 2018SP-067-001**  
**PINEVIEW COTTAGES SP**  
Council District 03 (Brenda Haywood)  
Staff Reviewer: Levi Hill

A request to rezone from R10 to SP-R zoning on property located at Dickerson Pike (unnumbered), at the terminus of Barnett Drive, (17.97 acres), to permit 40 single-family residential lots, requested by Dale and Associates, applicant; Daniel Zumwalt, owner.  
**Staff Recommendation: Approve with conditions and disapprove without all conditions.**

**APPLICANT REQUEST**  
**Rezone to SP to permit 40 single-family residential lots.**



**Preliminary SP**

A request to rezone from One and Two-Family Residential (R10) to Specific Plan-Residential (SP-R) zoning on property located at Dickerson Pike (unnumbered), at the terminus of Barnett Drive (17.97 acres), to permit 40 single-family residential lots.

**Existing Zoning**

One and Two-Family Residential (R10) requires a minimum 10,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 4.63 dwelling units per acre including 25 percent duplex lots. *R10 would permit a maximum of 66 lots with 16 duplex lots for a total of 82 units.*

**Proposed Zoning**

Specific Plan-Residential (SP-R) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes only one residential building type.

**PARKWOOD-UNION HILL COMMUNITY PLAN**

T3 Suburban Neighborhood Evolving (T3 NE) is intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

**Consistent with Policy?**

The property is located within the T3 Suburban Neighborhood Evolving policy area which is intended to create and enhance suburban residential neighborhoods with more housing choices and improved pedestrian, bicycle and vehicular connectivity. The plan proposes 40 single-family lots with setbacks and lot sizes that are generally consistent with the existing development pattern of the area. The plan includes the extension of three public streets and two stub streets providing opportunities to enhance connectivity for the greater area. Portions of the site are within the Conservation policy in response to North Fork Ewing Creek which borders the site to the west and some intermittent sloped areas throughout the property. No development is proposed in these areas.

**PLAN DETAILS**

The site is located at the terminus of Barnett Drive, approximately 600 feet west of the intersection Barnett Drive and Dickerson Pike. The site is approximately 17.97 acres and is currently vacant.

**Site Plan**

The plan proposes 40 single-family residential lots. Access to the site will be provided by the extension of Bellshire Terrace Drive, Pineview Drive, and Tuckahoe Drive which are all identified as local streets by the Major and Collector Street Plan. A series of public alleys will provide direct access to lots 18-40 while shared driveways will be used to access lots 1-17. All lots are oriented to public streets and heights will be limited to three stories in 35 feet. The plan also includes architectural standards as well as improved pedestrian facilities consisting of five foot sidewalks with four foot planting strips. A total of 12.7 acres is set aside as open space.

**ANALYSIS**

The plan is consistent with the site's T3 Neighborhood Evolving and Conservation policies. The plan proposes single-family lots with lot sizes and setbacks that are generally consistent with the existing development pattern of the area. Additionally, the proposed plan enhances pedestrian and vehicular connectivity by providing five foot sidewalks along all streets and multiple public street extensions. Stub streets to adjacent vacant properties are provided as well. The plan avoids development in the environmentally sensitive areas of the site and includes enhanced architectural standards, consistent with goals of the policies.

**FIRE MARSHAL RECOMMENDATION****Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

**STORMWATER RECOMMENDATION****Approve****WATER SERVICES RECOMMENDATION****Approve with conditions**

- Approved as a Preliminary SP only. Public water and sanitary sewer construction plans must be submitted and approved prior to Final SP approval. The approved construction plans must match the Final Site Plan/SP plans. Any required capacity fees must also be paid prior to Final Site Plan/SP approval.

**PUBLIC WORKS RECOMMENDATION****Approve****TRAFFIC AND PARKING RECOMMENDATION****Approve with conditions**

- TAS will be required prior to Final SP to determine any roadway improvements.

**Maximum Uses in Existing Zoning District: R10**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	17.97	4.35 D	82 U	867	64	84

\*Based on two-family lots

**Maximum Uses in Proposed Zoning District: SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	17.97		40 U	448	34	43

**Traffic changes between maximum: R10 and SP-R**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-42 U	-419	-30	-41

**METRO SCHOOL BOARD REPORT****Projected student generation existing R10 district: 10 Elementary 9 Middle 10 High****Projected student generation proposed SP-R district: 6 Elementary 5 Middle 6 High**

The proposed SP-R zoning district would generate 12 fewer students than what is typically generated under the existing R10 zoning district. Students would attend Bellshire Design Center Elementary, Madison Middle School, and Hunters Lane High School. All schools have been identified as having additional capacity. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends approval with conditions and disapproval without all conditions.

**CONDITIONS**

1. Permitted uses shall be limited 40 single-family residential lots.
2. The requirements for parking established in Section 17.20.030 of the Metro Zoning Ordinance shall be met for all uses with the Final SP.
3. On the corrected set, add the following note: Shared access shall be required for lots 1-17.
4. All lots shall have a minimum lot area of 3,600 square feet.
5. A 75 foot greenway conservation easement encompassing the floodway buffer as shown on the plan shall be recorded prior to final SP approval.
6. Comply with all conditions and requirements of Metro agencies.
7. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the RS5 zoning district.



8. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
9. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
10. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

Mr. Hill presented the staff recommendation of approval with conditions and disapproval without all conditions.

Michael Garrigan, 516 Heather Place, spoke in favor of the application as it will be a positive development for the neighborhood.

**Ms. Blackshear closed the Public Hearing.**

Ms. Moore spoke in favor of staff recommendation.

Mr. Gobbell spoke in favor of staff recommendation.

Dr. Sims spoke in favor of staff recommendation as it is a good fit for the area.

Dr. Bichell spoke in favor of staff recommendation.

Councilmember Bedne spoke in favor of staff recommendation.

**Mr. Haynes moved and Dr. Sims seconded the motion to approve with conditions and disapprove without all conditions. (7-0)**

**Resolution No. RS2018-259**

**"BE IT RESOLVED** by The Metropolitan Planning Commission that 2018SP-067-001 is **approved with conditions and disapproved without all conditions. (7-0)**

**CONDITIONS**

1. Permitted uses shall be limited 40 single-family residential lots.
2. The requirements for parking established in Section 17.20.030 of the Metro Zoning Ordinance shall be met for all uses with the Final SP.
3. On the corrected set, add the following note: Shared access shall be required for lots 1-17.
4. All lots shall have a minimum lot area of 3,600 square feet.
5. A 75 foot greenway conservation easement encompassing the floodway buffer as shown on the plan shall be recorded prior to final SP approval.
6. Comply with all conditions and requirements of Metro agencies.
7. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the RS5 zoning district.
8. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
9. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
10. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

## 11. **2018SP-068-001** **0 BUENA VISTA PIKE SP**

Council District 02 (DeCosta Hastings)  
Staff Reviewer: Gene Burse

A request to rezone from CL and R8 zoning to SP-MU zoning for property located at 2210 and 2216 Buena Vista Pike and Buena Vista Pike (unnumbered), located on the eastern corner of the intersection of Buena Vista Pike and Cliff Drive, (2.7 acres), to permit a mixed use development, requested by Smith Gee Studio, LLC., applicant; Silmar Holdings, LLC., Tree Mendus Development JV, Up Development, LLC., owners.

**Staff Recommendation: Approve with conditions and disapprove without all conditions.**

### **APPLICANT REQUEST**

Rezone to SP to permit a mixed-use development.

#### Preliminary SP

A request to rezone from Commercial Limited (CL) and One and Two-Family Residential (R8) zoning to Specific Plan- Mixed Use (SP-MU) zoning for property located at 2210 and 2216 Buena Vista Pike and Buena Vista Pike (unnumbered), located on the eastern corner of the intersection of Buena Vista Pike and Cliff Drive, (2.7 acres), to permit a mixed use development.

#### **Existing Zoning**

One and Two-Family Residential (R8) requires a minimum 8,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 5.44 dwelling units per acre including 25 percent duplex lots.

*Approximately 1.38 acres of the site are within the R8 zoning district. R8 would permit a maximum of 7 lots with 1 duplex lot for a total of 8 residential units, based on acreage only. Application of the subdivision regulations may result in fewer lots.*

Commercial Limited (CL) is intended for retail, consumer service, financial, restaurant, and office uses.

### **BORDEAUX-WHITES-HAYNES TRINITY CREEK COMMUNITY PLAN**

T4 Urban Neighborhood Center (T4 NC) is intended to maintain, enhance, and create urban neighborhood centers that serve urban neighborhoods that are generally within a 5 minute walk. T4 NC areas are pedestrian friendly areas generally located at intersections of urban streets that contain commercial, mixed use, residential, and institutional land uses. Infrastructure and transportation networks may be enhanced to improve pedestrian, bicycle, and vehicular connectivity.

T4 Urban Neighborhood Evolving (T4 NE) is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity.

Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

#### Supplemental Policy

This site is located within the Haynes Trinity Small Area Plan area of the Bordeaux-Whites Creek-Haynes Trinity Community Plan area. The intent of the supplemental policy is to create and enhance neighborhoods with greater housing choice, improved connectivity, and more creative, innovative, and environmentally sensitive development techniques. The policy calls for improvement of the existing street, sidewalk, bikeway, and stormwater infrastructure to T4 Urban Transect standards through new private-sector development.

### **PLAN DETAILS**

The vacant 2.7 acre site is located at the northeast corner of the intersection of Buena Vista Pike and Cliff Drive in the Bordeaux-Whites Creek-Haynes Trinity Community Plan area. This is a request for a regulatory Specific Plan (SP) and does not include a site plan. The SP proposes multi-family residential units and commercial uses. The SP is divided into two districts, one for a mix of uses (District 1) and the other for residential uses (District 2) only. District 1 has a maximum height of 70 feet along site frontage on Buena Vista Pike to the highest portion of the roof. The remaining portions of District 1 have a maximum height of 45 feet in the interior of the site and 42 feet at the southeastern site boundary. District 2 has a maximum height of 70 feet along site frontage on Buena Vista Pike to the highest portion of the roof. The remaining portions of District 2 have a maximum height of 45 feet in the interior of the site and 42 feet at the southeastern site boundary.



Site access is from Cliff Drive. Non-residential uses orient to Buena Vista Pike. Residential units along the site perimeter orient to Buena Vista Pike and Cliff Drive. Units located in the interior of the site orient to centralized open space. The SP provides sidewalk improvements along site frontage along Buena Vista Pike and Cliff Drive consistent with Major and Collector Street Plan standards and local standards. This SP provides a standard Type A landscape buffer along the southeast site boundary in both District 1 and District 2.

#### **ANALYSIS**

Existing uses near the site consist of single-family residential, two-family residential, multi-family residential, commercial and vacant land. The plan proposes additional development along Buena Vista Pike, including a mix of multi-family residential units and neighborhood scale commercial uses. The mix of uses provides for additional diversity of housing and neighborhood scale commercial development that will serve the needs of the immediate community, consistent with the goals of the supplemental policy adopted as part of the Haynes Trinity plan. The supplemental policy calls also for enhanced pedestrian infrastructure. New public sidewalks along site frontage on Cliff Drive and sidewalk upgrades along site frontage on Buena Vista Pike will further enhance pedestrian connectivity within the immediate area.

The supplemental policy for the Haynes Trinity area envisioned that this portion of the study area would accommodate additional intensity in concert with the installation of infrastructure, specifically an integrated road and alley network that would begin to establish a block structure along this portion of Buena Vista Pike. The supplemental policy included a conceptual layout of potential vehicular connections, with final street and alley alignments to be established based on detailed site-specific analysis completed at the time of development. Due to the locations of existing intersecting streets along this portion of Buena Vista Pike, it is not possible to locate a new public street or alley connection on this site and comply with Public Works standards for separation distance to ensure safety at all intersections. This limitation precludes establishment of new vehicular connections that would support higher intensity development on this site; however, although the SP does not provide additional vehicular connections, it is located immediately adjacent to Buena Vista Pike, which is identified as a major arterial on the Major and Collector Street Plan. The site's location on a major arterial makes it an appropriate location for some additional intensity to activate and frame the corridor. The SP proposes a moderate increase in intensity and is consistent with the goals of the policy to ensure that additional intensity is supported by adequate infrastructure.

This proposal achieves several goals of the supplemental policy, including pedestrian connectivity and a mix of uses. This SP is consistent with the T4 Urban Neighborhood Center, T4 Urban Neighborhood Evolving and the Haynes Trinity Supplemental policy areas at this location.

#### **FIRE DEPARTMENT RECOMMENDATION**

##### **Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

#### **STORMWATER RECOMMENDATION**

##### **Approve with conditions**

- Add preliminary note to plans.
- Beyond LID measures, additional detention may be required.
- Any storm conveyances that traverse the site must be adequately handled through the site.

#### **WATER SERVICES RECOMMENDATION**

##### **Approve with conditions**

- Approved as a Preliminary SP only. Prior to Final SP approval Final Site Utility Plans must match the Final SP. Any required capacity fees must be paid prior to Final Site Plan/SP approval.

#### **PUBLIC WORKS RECOMMENDATION**

##### **Approve with conditions**

- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works, in effect at the time of the approval of the preliminary development plan or final development plan or building permit, as applicable. Final design may vary based on field conditions.
- If sidewalks are required then they should be shown on the plans per MCSP and MPW standards and specs.
- Submit copy of ROW dedications prior to bldg. permit sign off.
- 'Districts 1 and 2' are to have access via the recorded shared access and Cliff Dr. No additional access onto Buena Vista will be approved.
- Each 'District' is to have a dumpster and recycling container(s), serviced by a private hauler.

#### **TRAFFIC AND PARKING RECOMMENDATION**

##### **Approve with conditions**

- A TIS shall be required prior to final SP approval.
- Reserve ROW for a 3lane cross section along Cliff Dr.
- Access to development shall be near back property line and located an appropriate distance from intersection of Buena Vista Pk and Cliff Dr intersection.

- Provide a loading zone per metro code on site.
- Project shall provide guest drop off, valet, and short term deliveries on site an appropriate distance from public ROW.

**Maximum Uses in Existing Zoning District: R8**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	1.38	5.44 D	8 U	102	11	9

\*Based on two-family lots

**Maximum Uses in Existing Zoning District: CL**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	1.32	0.6 F	34,499 S.F.	2190	110	236

**Maximum Uses in Proposed Zoning District: SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	2.38		73 U	512	36	45

**Maximum Uses in Proposed Zoning District: SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	0.32		13,939 S.F.	885	45	96

**Traffic changes between maximum: R8, CL and SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-		-895	-40	-104

**METRO SCHOOL BOARD REPORT**

**Projected student generation existing R8 district: 2 Elementary 2 Middle 2 High**

**Projected student generation proposed SP-MU district: 40 Elementary 23 Middle 20 High**

The proposed SP-MU zoning is expected to generate 77 more students than the existing R8 and CL zoning districts. Students would attend Cumberland Elementary School, Joelton Middle School, and Whites Creek High School. Each school has been identified as having capacity by the Metro School Board. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Approve with conditions and disapprove without all conditions.

**CONDITIONS**

1. Permitted uses in District 1 shall be limited to uses permitted by the MUN-A zoning district. The following uses are prohibited: cash advance, check cashing, title loan, auction house, pawnshop, radio/TV/satellite tower, satellite dish, waste water treatment, water treatment plant, medical waste, recycling collection center, country club, cemetery, power/gas substation, reservoir/water tank, water/sewer pump station, wind energy facility, driving range and golf



course. Permitted uses in District 2 shall be limited to uses permitted by the RM20-A zoning district. The following use is prohibited in District 2 only: Short-term rental property (STRP).

2. Sidewalks with a minimum width of 6 feet and a grass strip with a minimum width of 8 feet shall be installed along site frontage on Buena Vista Pike. Sidewalks with a minimum width of 5 feet and a grass strip with a minimum width of 4 feet shall be installed along site frontage on Cliff Drive.
3. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
4. The final site plan shall label all internal drives as "Private Driveways". A note shall be added to the final site plan that the driveways shall be maintained by the Homeowner's Association.
5. If a development standard is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the MUN-A zoning district for District 1 and the RM20-A zoning district for District 2 as of the date of the applicable request or application.
6. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
7. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
8. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

**Approve with conditions and disapprove without all conditions. Consent Agenda. (7-0)**

**Resolution No. RS2018-260**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2018S-068-001 is **approved with conditions and disapproved without all conditions. (7-0)**

**CONDITIONS**

1. Permitted uses in District 1 shall be limited to uses permitted by the MUN-A zoning district. The following uses are prohibited: cash advance, check cashing, title loan, auction house, pawnshop, radio/TV/satellite tower, satellite dish, waste water treatment, water treatment plant, medical waste, recycling collection center, country club, cemetery, power/gas substation, reservoir/water tank, water/sewer pump station, wind energy facility, driving range and golf course. Permitted uses in District 2 shall be limited to uses permitted by the RM20-A zoning district. The following use is prohibited in District 2 only: Short-term rental property (STRP).
2. Sidewalks with a minimum width of 6 feet and a grass strip with a minimum width of 8 feet shall be installed along site frontage on Buena Vista Pike. Sidewalks with a minimum width of 5 feet and a grass strip with a minimum width of 4 feet shall be installed along site frontage on Cliff Drive.
3. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
4. The final site plan shall label all internal drives as "Private Driveways". A note shall be added to the final site plan that the driveways shall be maintained by the Homeowner's Association.
5. If a development standard is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the MUN-A zoning district for District 1 and the RM20-A zoning district for District 2 as of the date of the applicable request or application.
6. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
7. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
8. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

**12. 2018Z-090PR-001**

Council District 33 (Antoinette Lee)

Staff Reviewer: Jason Swaggart

A request to rezone from RS10 to RM6 zoning for an unnumbered property located on Hobson Pike, approximately 729 feet south of Hamilton Church Road (5.66 acres), requested by Nadine Choufani, applicant; Al Sisi Construction, owner.

**Staff Recommendation: Approve.**



**APPLICANT REQUEST****Zone change from RS10 to RM6.****Zone Change**

A request to rezone from Single-Family Residential (RS10) to Multi-Family Residential (RM6) zoning for an unnumbered property located on Hobson Pike, approximately 729 feet south of Hamilton Church Road (5.66 acres).

**Existing Zoning**

Single-Family Residential (RS10) requires a minimum of 10,000 square foot lot and is intended for single-family dwellings at a density of 3.7 dwelling units per acre. *RS10 would permit a maximum of 24 residential units.*

**Proposed Zoning**

Multi-Family Residential (RM6) is intended for single-family, duplex, and multi-family dwellings at a density of six dwelling units per acre. *RM6 would permit a maximum of 33 residential units.*

**ANTIOCH-PRIEST LAKE COMMUNITY PLAN**

T3 Suburban Neighborhood Evolving (T3 NE) is intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity.

Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as lining and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

**ANALYSIS**

The proposed zone change from a single-family zoning district to a multi-family zoning district is consistent with the T3 NE policy, at this location. The policy supports a variety of residential zoning districts including multi-family residential. The majority of the surrounding area consists of single-family residential lots. The proposed RM6 district will provide for additional housing choice in the area consistent with the policy.

In addition to the proposed RM6 district being consistent with the policy, location and site constraints also make RM6 more appropriate than the existing RS10 zoning district. The subject property is directly across the street from J.F. Kennedy Middle School. The property directly to the north is zoned RM6, and multi-family units are currently under development. The Major and Collector Street Plan (MCSP) designates Hobson Pike as an arterial. The property is bisected by TVA transmission lines and associated easement that covers a majority of the site. Because of this easement, building placement is limited to the northwestern portion of the site.

Given the site constraints any development under RS10 would likely result in large lots fronting onto Hobson Pike. This development type is less appropriate given that the property is on a busy arterial across the street from a middle school and adjacent to a multi-family development. The proposed RM6 would permit a development type that is more appropriate and consistent with the adjacent development.

**FIRE MARSHAL RECOMMENDATION****Approved with conditions**

- Fire Code issues will be addressed in the permit phase.

**TRAFFIC & PARKING RECOMMENDATION****Approved with conditions**

- Traffic study may be required at time of development.

Maximum Uses in Existing Zoning District: **RS10**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	5.66	4.35	24 U	280	22	26



Maximum Uses in Proposed Zoning District: **RM6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	5.66		34 U	249	16	20

Traffic changes between maximum: **RS10 and RM6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	+10 U	-31	-6	-6

**METRO SCHOOL BOARD REPORT**

Projected student generation existing **RS10** district: **5** Elementary **4** Middle **3** High

Projected student generation proposed **RM6** district: **1** Elementary **1** Middle **1** High

The proposed RM6 zoning district would generate three less students than what is typically generated under the existing RS10 zoning district. Students would attend Mt. View Elementary, J.F. Kennedy Middle School and Antioch High School. There is capacity within the cluster for additional elementary and middle school students, but there is no additional capacity for high school students. There is additional capacity for high school students in the adjacent McGavock and Glenclyff clusters. Since the proposed zoning generates fewer high school students than what is generated with the existing zoning, then the proposal has less of a fiscal impact on the school system than the existing zoning. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends approval.

**Approve. Consent Agenda. (7-0)****Resolution No. RS2018-261**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2018Z-090PR-001 is **approved. (7-0)**"

**13. 2018Z-095PR-001**

Council District 21 (Ed Kindall)

Staff Reviewer: Levi Hill

A request to rezone from R6 to MUL zoning for properties located on 2302 Merry Street and Merry Street (unnumbered), (0.21 acres), requested by Civil Site Design Group, PLLC, applicant; RM Dixon Real Estate, LLC, owners.

**Staff Recommendation: Disapprove.**

**APPLICANT REQUEST**

**Zone change from R6 to MUL.**

**Zone Change**

A request to rezone from One and Two-Family Residential (R6) to Mixed Use Limited (MUL) for properties located on 2302 Merry Street and Merry Street (unnumbered), (0.21 acres).

**Existing Zoning**

**One and Two-Family Residential (R6)** requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.71 dwelling units per acre including 25 percent duplex lots. *R6 would permit a maximum of 1 duplex lot for a total of 2 units.*

**Proposed Zoning**

**Mixed Use Limited (MUL)** is intended for a moderate intensity mixture of residential, retail, restaurant, and office uses.

**NORTH NASHVILLE COMMUNITY PLAN**

**T4 Urban Neighborhood Evolving (T4 NE)** is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high

levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

#### Consistent with Policy?

No. The T4 Neighborhood Evolving policy is applied to areas that are zoned residential and where the primary land use is envisioned to remain residential. The requested rezoning would permit a range of office, retail, and other non-residential uses that would be inconsistent with the land use policy for the site. Additionally, the site has limited access and is located at the end of a dead end street. The request is inconsistent with the land uses north of Merry Street and is not supported by the site's T4 NE policy.

#### **ANALYSIS**

The site consists of two parcels totaling 0.21 acres and is located at the terminus of Merry Street, approximately 900 feet east of the intersection of Merry Street and 25<sup>th</sup> Avenue North. The site is currently vacant. The adjacent properties to the north, east, and west are vacant while property south of Merry Street is being used for light industrial. The existing zoning allows single and two-family residential uses with a 6,000 square foot minimum lot size.

The Urban Neighborhood Evolving policy is intended to create and enhance urban residential neighborhoods and does not support non-residential zoning districts. The request would permit a range of commercial uses in a large area of residentially zoned properties. Additionally, the site has limited access as it is located at the terminus of Merry Street and the alley to the rear of the property is unbuild. The proposed rezoning would allow for development that would disrupt the existing character of the residential neighborhood and would permit uses that are not supported by the policy applied to the property and surrounding residential area.

#### **FIRE MARSHAL RECOMMENDATION**

##### **Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

#### **TRAFFIC AND PARKING RECOMMENDATION**

##### **Approve with conditions**

- Traffic study may be required at time of development.

#### **Maximum Uses in Existing Zoning District: R6**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	0.21	7.26 D	2 U	29	7	3

\*Based on two-family lots

#### **Maximum Uses in Proposed Zoning District: MUL**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.11		5 U	67	9	6

#### **Maximum Uses in Proposed Zoning District: MUL**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	0.05		2,178 S.F.	139	7	15



**Maximum Uses in Proposed Zoning District: MUL**

<b>Land Use (ITE Code)</b>	<b>Acres</b>	<b>FAR/Density</b>	<b>Total Floor Area/Lots/Units</b>	<b>Daily Trips (weekday)</b>	<b>AM Peak Hour</b>	<b>PM Peak Hour</b>
Office (710)	0.05		2,178 S.F.	26	29	4

**Traffic changes between maximum: R6 and MUL**

<b>Land Use (ITE Code)</b>	<b>Acres</b>	<b>FAR/Density</b>	<b>Total Floor Area/Lots/Units</b>	<b>Daily Trips (weekday)</b>	<b>AM Peak Hour</b>	<b>PM Peak Hour</b>
-	-	-		+203	+38	+22

**METRO SCHOOL BOARD REPORT**

Projected student generation existing R6 district: 0 Elementary 0 Middle 0 High

Projected student generation proposed MUL district: 4 Elementary 3 Middle 2 High

The proposed MUL zoning district would generate 9 more students than what is typically generated under the existing R6 zoning district. Students would attend Park Avenue Enhanced Elementary School, McKissack Middle School, and Pearl Cohn High School. None of the schools has been identified as being over capacity. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends disapproval as the request is inconsistent with the existing land uses of the area and the goals of the T4 Neighborhood Evolving policy at this location.

Mr. Hill presented the staff recommendation of disapproval.

Kevin Gangaware, Civil Site Design Group, spoke in favor of the application.

Rob Dixon, 2322 Clifton Ave, spoke in favor of the application.

Linda Lathers, 402 22<sup>nd</sup> Ave, spoke in favor of the application because it will provide walkable space to allow her clients to walk to and from their job.

**Ms. Blackshear closed the Public Hearing.**

Mr. Haynes spoke against staff recommendation.

Dr. Sims spoke in favor of staff recommendation as she is reluctant to give this up for any reason other than building houses.

Mr. Gobbell explained that while this makes sense, he is concerned with setting a precedent.

Ms. Moore spoke in favor of staff recommendation.

Dr. Bichell spoke against staff recommendation. Logically speaking, this makes sense and the community is in support.

Councilmember Bedne suggested a deferral in order to find a way to approve this within the rules.

Mr. Tibbs arrived at 5:41 p.m.

Mr. Haynes asked the applicant if they would agree to a deferral.

Mr. Gangaware agreed.

**Mr. Haynes moved and Ms. Moore seconded the motion to defer to the October 25, 2018 Planning Commission meeting. (7-0-1) Mr. Tibbs recused himself since he arrived late.**

**Resolution No. RS2018-262**

**"BE IT RESOLVED by The Metropolitan Planning Commission that 2018Z-095PR-001 is deferred to October 25, 2018 Planning Commission Meeting. (7-0-1)**

**14. 2018Z-097PR-001**

Council District 03 (Brenda Haywood)

Staff Reviewer: Abbie Rickoff

A request to rezone from RS20 to AR2a zoning on properties located at 3914 and 3920 Brick Church Pike, approximately 200 feet northwest of Bellshire Drive (13.42 acres), requested by Land Development Solutions, applicant; David Woody and Amanda Ball, owners.

**Staff Recommendation: Approve.**

**APPLICANT REQUEST****Zone change from RS20 to AR2a**Zone Change

A request to rezone from Single-Family Residential (RS20) to Agricultural/Residential (AR2a) zoning on properties located at 3914 and 3920 Brick Church Pike, approximately 200 feet northwest of Bellshire Drive (13.42 acres).

**Existing Zoning**

Single-Family Residential (RS20) requires a minimum 20,000 square foot lot and is intended for single-family dwellings at a density of 1.85 dwelling units per acre. *RS20 would permit a maximum of 24 units, based on the acreage only. However, application of the Subdivision Regulations may result in fewer units at this site.*

**Proposed Zoning**

Agricultural/Residential (AR2a) requires a minimum lot size of two acres and intended for uses that generally occur in rural areas, including single-family, two-family, and mobile homes at a density of one dwelling unit per two acres. The AR2a District is intended to implement the natural conservation or rural land use policies of the general plan. *AR2a may permit a maximum of six lots with one duplex lot for a total of 7 units, based on the acreage only. However, a final determination on duplex eligibility is made by Codes.*

**PARKWOOD-UNION HILL COMMUNITY PLAN**

Conservation (CO) is intended to preserve environmentally sensitive land features through protection and remediation. CO policy applies in all Transect Categories except T1 Natural, T5 Center, and T6 Downtown. CO policy identifies land with sensitive environmental features including, but not limited to, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. The guidance for preserving or enhancing these features varies with what Transect they are in and whether or not they have already been disturbed.

T3 Suburban Neighborhood Evolving (T3 NE) is intended to create and enhance suburban residential neighborhoods with more housing choices, improved pedestrian, bicycle and vehicular connectivity, and moderate density development patterns with moderate setbacks and spacing between buildings. T3 NE policy may be applied either to undeveloped or substantially under-developed "greenfield" areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity.

Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network, block structure, and proximity to centers and corridors. T3 NE areas are developed with creative thinking in environmentally sensitive building and site development techniques to balance the increased growth and density with its impact on area streams and rivers.

**ANALYSIS**

The vacant site includes two parcels on approximately 13.42 acres. The properties are located on the west side of Brick Church Pike, south of Old Hickory Boulevard. Brick Church Pike is generally the dividing line between traditional suburban subdivisions to the east and larger residential or undeveloped properties to the west. With the exception of a small area at the front of the site in T3 NE policy, this site is primarily located in CO policy, identifying steep slopes, problem soils, a stream, floodway, and associated stormwater regulation buffers, where development may be limited due to sensitive environmental features.

The site is bisected by a stream and floodway that run from the southeastern property corner to the north and west, separating the front of the site from the problem soils and steeper slopes located behind the floodway areas. The unencumbered area east of the floodway, in T3 NE policy, is located outside of the most environmentally sensitive areas and may therefore support new construction however, given the surrounding features, the feasibility of achieving the goals of the T3 NE policy to enhance housing choice and improve connectivity may be limited. Rezoning to AR2a would encourage development that is more in keeping with policy guidance to balance future development with the protection and preservation of environmentally sensitive features. On balance, given the site-specific characteristics and limited development capacity at this site, staff finds the AR2a zoning district to be consistent with the CO land use policy.



**FIRE MARSHAL RECOMMENDATION****Approve with conditions**

Fire Code issues will be addressed in the permit phase.

**TRAFFIC AND PARKING RECOMMENDATION****Approve with conditions**

Traffic study may be required at time of development.

**Maximum Uses in Existing Zoning District: RS20**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	13.42	2.17 D	29 U	333	26	31

**Maximum Uses in Proposed Zoning District: AR2a**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	13.42	0.5 D	7 U	91	10	8

\*Based on two-family lots

**Traffic changes between maximum: RS20 and AR2a**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-22 U	-242	-16	-23

**METRO SCHOOL BOARD REPORT**

Projected student generation existing RS20 district: 4 Elementary 3 Middle 4 High

Projected student generation proposed AR2a district: 4 Elementary 3 Middle 4 High

The proposed AR2a zoning is expected to generate the same number of students than the existing RS20 zoning. Students would attend Bellshire Design Center, Madison Middle School, and Hunters Lane High School. All three schools have been identified as having additional capacity.

This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends approval.

**Approve. Consent Agenda. (6-0-1)**

**Resolution No. RS2018-263**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2018Z-097PR-001 is **approved. (6-0-1)**

**15. 2018Z-098PR-001**

Council District 19 (Freddie O'Connell)

Staff Reviewer: Levi Hill

A request to rezone from RM20 to MUL-A zoning for properties located at 1501 Herman Street and Herman Street (unnumbered), between 14th Avenue North and 16th Avenue North (2.68 acres), requested by Catalyst Design Group, applicant; Cottage Partners, LLC, owner.

**Staff Recommendation: Approve.**

**APPLICANT REQUEST**

**Rezone from RM20 to MUL-A.**

**Zone Change**

A request to rezone from Multi-Family Residential (RM20) to Mixed-Use Limited – Alternative (MUL-A) zoning for properties located at 1501 Herman Street and Herman Street (unnumbered), between 14th Avenue North and 16th Avenue North (2.68 acres).

**Existing Zoning**

Multi-Family Residential (RM20) is intended for single-family, duplex, and multi-family dwellings at a density of 20 dwelling units per acre. RM20 would permit a maximum of 54 units.

**Proposed Zoning**

Mixed-Use Limited - Alternative (MUL-A) is intended for a moderate intensity mixture of residential, retail, restaurant, and office uses and is designed to create walkable neighborhoods through the use of appropriate building placement and bulk standards.

**NORTH NASHVILLE COMMUNITY PLAN**

T4 Urban Mixed Use Neighborhood (T4 MU) is intended to maintain, enhance, and create urban, mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed use, commercial, institutional, and even light industrial development. T4 MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and existing or planned mass transit.

**Consistent with Policy?**

This rezoning request is consistent with the T4 MU policy at this site. The MUL-A zoning district will permit a diverse mix of uses including office, retail, and residential. Additionally, the alternative zoning district includes enhanced development standards pertaining to building placement and access, consistent with the land use policy. The site has frontage on Herman Street and 6<sup>th</sup> Avenue North, identified as a collector and local street, respectively, by the major and collector Street Plan. The proposed rezoning brings the property closer to the goals of the policy by allowing mixed use development at a highly accessible location.

**ANALYSIS**

The property consists of three parcels totaling 2.68 acres located at 1501 Herman Street in North Nashville. The site is currently vacant. The property has multiple street frontages and is adjacent to two MTA transit stops. The requested MUL-A zoning would allow for a greater diversity of uses including retail, office, and residential uses and would require design and access requirements that are consistent with the goals of the policy. Additionally, the request will permit a variety of non-residential uses that could serve the existing residents of the greater area.

**FIRE MARSHAL RECOMMENDATION****Approve with conditions**

- Fire Code issues will be addressed in the permit phase.

**TRAFFIC AND PARKING RECOMMENDATION****Approve with conditions**

- A traffic study may be required at the time of development.

Maximum Uses in Existing Zoning District: **RM20**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	2.68		54 U	368	27	35

Maximum Uses in Proposed Zoning District: **MUL-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Multi-Family Residential (220)	1.34		58 U	398	29	37



Maximum Uses in Proposed Zoning District: **MUL-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Office (710)	0.67		29,185 S.F.	322	54	36

Maximum Uses in Proposed Zoning District: **MUL-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Shopping Center (820)	0.67		29,185 S.F.	2603	156	219

Traffic changes between maximum: **RM20 and MUL-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-		+2955	+212	+257

**METRO SCHOOL BOARD REPORT**

Projected student generation existing RM20 district: 40 Elementary 29 Middle 24 High

Projected student generation proposed MUL-A district: 44 Elementary 31 Middle 26 High

The proposed MUL-A zoning district would generate 8 more students than what is typically generated under the existing RM20 zoning district. Students would attend Park Avenue Enhanced Elementary School, McKissack Middle School, and Pearl Cohn High School. None of the schools has been identified as being over capacity. This information is based upon data from the school board last updated December 2017.

**STAFF RECOMMENDATION**

Staff recommends approval.

**Approve. Consent Agenda. (7-0)****Resolution No. RS2018-264**

"BE IT RESOLVED by The Metropolitan Planning Commission that 2018Z-098PR-001 is **approved. (7-0)**"

**16. 2018Z-100PR-001**

Council District 29 (Bob Mendes)

Staff Reviewer: Jason Swaggart

A request to rezone from R20 to IWD zoning on properties located at 2793 Couchville Pike and Ned Shelton Road (unnumbered), approximately 900 feet south of Couchville Pike, (47.72 acres), requested by Hamilton Creek Development Company, LLC., applicant; Gregg Garner, George Hicks, Theodore Vaughan, Cheril Mansolino, and Isaac Garner, owners.

**Staff Recommendation: Approve.**

**APPLICANT REQUEST**

**Zone change from R20 to IWD.**

**Zone Change**

A request to rezone from One and Two-Family Residential (R20) to Industrial Warehousing/Distribution (IWD) zoning on properties located at 2793 Couchville Pike and Ned Shelton Road (unnumbered), approximately 900 feet south of Couchville Pike, (47.72 acres).

**Existing Zoning**

One and Two-Family Residential (R20) requires a minimum 20,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 2.31 dwelling units per acre including 25 percent duplex lots. R20 would permit a maximum of 103 lots with 25 duplex lots for a total of 128 residential units.

**Proposed Zoning**

Industrial Warehousing/Distribution (IWD) is intended for a wide range of warehousing, wholesaling, and bulk distribution uses.

**ANTIOCH-PRIEST LAKE COMMUNITY PLAN**

District Employment Center (D EC) is intended to enhance and create concentrations of employment that are often in a campus-like setting. A mixture of office and commercial uses are present, but are not necessarily vertically mixed. Light industrial uses may also be present in appropriate locations with careful attention paid to building form, site design, and operational performance standards to ensure compatibility with other uses in and adjacent to the D EC area. Secondary and supportive uses such as convenience retail, restaurants, and services for the employees and medium- to high-density residential are also present.

**ANALYSIS**

The proposed IWD zoning district is consistent with the D EC policy. The policy supports light industrial uses in appropriate locations. District Employment Center policy is intended for non-retail uses that create economic activity and jobs. The proposed zone change would allow various uses pertaining to wholesaling, warehousing and bulk distribution uses, which are appropriate in the District Employment Center policy. The current zoning of the property is inconsistent with the policy and the proposed IWD zoning district moves the property closer to the goals of the policy.

**FIRE MARSHAL RECOMMENDATION****Approved with conditions**

- Fire Code issues will be addressed in the permit phase.

**TRAFFIC & PARKING RECOMMENDATION****Approved with conditions**

- Traffic study may be required at time of development.

**Maximum Uses in Existing Zoning District: R20**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Two-Family Residential (210)	47.72	2.17 D	128 U	1305	96	129

\*Based on two-family lots

**Maximum Uses in Proposed Zoning District: IWD**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	47.72	0.8 F	1,662,946 S.F.	2673	225	228

**Traffic changes between maximum: R20 and IWD**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-		+1368	+129	+99

**STAFF RECOMMENDATION**

Staff recommends approval.

Ms. Milligan presented the staff recommendation of approval.

John Ditto, applicant, spoke in favor of the application.

Shawn Henry, 315 Deaderick St, spoke in favor of the application.

Karen Johnson, 2928 Moss Spring Dr, requested a two meeting deferral to amend the application so that the portion along Ned Shelton can be carved out.



Shawn Henry agreed to a deferral but requested a one meeting deferral instead, to which Ms. Johnson agreed.

**Ms. Blackshear closed the Public Hearing.**

**Ms. Moore moved and Mr. Gobbell seconded the motion to defer to the October 25, 2018 Planning Commission meeting. (8-0)**

**Resolution No. RS2018-265**

**"BE IT RESOLVED by The Metropolitan Planning Commission that 2018Z-100PR-001 is deferred to October 25, 2018 Planning Commission Meeting. (8-0)**

## **H: OTHER BUSINESS**

17. Bedford Avenue UDO Case # 2005UD-005-006 (Information only)

18. Adoption of 2019 Calendar

**Resolution No. RS2018-266**

**"BE IT RESOLVED by The Metropolitan Planning Commission that the Adoption of 2019 Calendar is approved (7-0)**

19. New Employment Contract for Joni Priest

**Resolution No. RS2018-267**

**"BE IT RESOLVED by The Metropolitan Planning Commission that the New Employee Contract for Joni Priest is approved (7-0)**

20. Historic Zoning Commission Report

21. Board of Parks and Recreation Report

22. Executive Committee Report

23. Accept the Director's Report and Approve Administrative Items

**Resolution No. RS2018-268**

**"BE IT RESOLVED by The Metropolitan Planning Commission that the Director's Report and Administrative Items is approved (7-0)**

24. Legislative Update

## **I: MPC CALENDAR OF UPCOMING EVENTS**

**October 25, 2018**

MPC Meeting

4 pm, 2601 Bransford Avenue, Metro Board of Education Administration Building

**November 8, 2018**

MPC Meeting

4 pm, 700 Second Ave South, Howard Office Building, Sonny West Conference Center

**December 13, 2018**

MPC Meeting

4 pm, 700 Second Ave South, Howard Office Building, Sonny West Conference Center

## **J: ADJOURNMENT**

The meeting adjourned at 5:40 p.m.

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary





## METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

**JOHN COOPER**  
MAYOR

**OFFICE OF THE MAYOR**  
METROPOLITAN COURTHOUSE  
NASHVILLE, TENNESSEE 37201  
PHONE: (615) 862-6000  
EMAIL: [mayor@nashville.gov](mailto:mayor@nashville.gov)

October 1<sup>st</sup>, 2021

Mr. Dan Pallme, Interim Director  
Multimodal Transportation Resources Division  
Tennessee Department of Transportation  
Division of Multimodal Transportation Resources  
505 Deaderick Street  
James K. Polk Building, Suite 1200  
Nashville, TN 37243

Mr. Pallme,

The Multimodal Access Grant (MMAG), a TDOT-administered program, annually awards state funds to support mobility infrastructure investments that address facility and service gaps along state routes in order to meet the mobility needs of pedestrians, bicyclists, and transit users.

NDOT's MMAG 2021 application requests state funding to complete improvements along Charlotte Avenue (SR 24/US 70) from 28<sup>th</sup> Avenue North to 39<sup>th</sup> Avenue North to address existing pedestrian and bicycle facility gaps and other safety concerns. More specifically, NDOT proposes:

- Continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28<sup>th</sup> Avenue North to 33<sup>rd</sup> Avenue North;
- Addition of new crosswalks served with pedestrian hybrid beacons at Charlotte Avenue intersections and 33<sup>rd</sup>, 37<sup>th</sup>, and 39<sup>th</sup> avenues; and
- WeGo bus stop improvements at 33<sup>rd</sup>, 37<sup>th</sup>, and 39<sup>th</sup> avenues.

Since 2018, TDOT's E-TRIMS (database of Tennessee crashes) documents at least 35 crashes involving pedestrians or bicyclists on Charlotte between 11<sup>th</sup> Avenue North and White Bridge Pike. If awarded, NDOT's application will fund installation of the most effective infrastructure to reduce pedestrian crashes, including but not limited to: high-visibility crosswalks; signs and pavement markings; and signalization. The proposed multi-use path will fill an existing bicycle facility gap and therefore important to area's safety and connectivity. Nearby locations that NDOT anticipates will benefit from the proposed improvements include two WeGo bus stops and the 440 Greenway (both completed and planned segments).

The improvements proposed with this application will implement solutions addressing issues and concerns identified in both the Metro Planning Commission-adopted Charlotte Avenue Corridor Study and the ULI-developed Building Healthy Places Initiative report, which included Charlotte Avenue. The proposed investment will improve access to economic opportunities (e.g., universities, medical district, concentrations of office and tourism employment) within Midtown and Downtown Nashville for disadvantaged populations that walk, bike, or use public transit to find employment and necessary social services.

My administration supports NDOT's application for state funding to implement these important multimodal improvements that will address transportation needs on Charlotte Avenue.

Sincerely,

Handwritten signature of John Cooper in blue ink.  
John Cooper  
Mayor

Cc: George Anderson



# **METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY**

**JOHN COOPER  
MAYOR**

**NASHVILLE DEPARTMENT OF TRANSPORTATION  
AND MULTIMODAL INFRASTRUCTURE**

October 1<sup>st</sup>, 2021

Mr. Dan Pallme, Interim Director  
Multimodal Transportation Resources Division  
Tennessee Department of Transportation  
Division of Multimodal Transportation Resources  
505 Deaderick Street  
James K. Polk Building, Suite 1200  
Nashville, TN 37243

Mr. Pallme,

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- Continuation of bicycle facilities via multi-use path along Charlotte Avenue from 28<sup>th</sup> Avenue North to 33<sup>rd</sup> Avenue North;
- Addition of new crosswalks served with pedestrian hybrid beacons at Charlotte Avenue intersections and 33<sup>rd</sup>, 37<sup>th</sup>, and 39<sup>th</sup> avenues; and
- WeGo bus stop improvements at 33<sup>rd</sup>, 37<sup>th</sup>, and 39<sup>th</sup> avenues.

Since 2018, TDOT's E-TRIMS (database of Tennessee crashes) documents at least 35 crashes involving pedestrians or bicyclists on Charlotte between 11<sup>th</sup> Avenue North and White Bridge Pike. If awarded, NDOT's application will fund installation of the most effective infrastructure to reduce pedestrian crashes, including but not limited to: high-visibility crosswalks; signs and pavement markings; and signalization. The proposed multi-use path will fill an existing bicycle facility gap and therefore important to area's safety and connectivity. Nearby locations that NDOT anticipates will benefit from the proposed improvements include two WeGo bus stops and the 440 Greenway (both completed and planned segments).

The improvements proposed with this application will implement solutions addressing issues and concerns identified in both the Metro Planning Commission-adopted Charlotte Avenue Corridor Study and the ULI-developed Building Healthy Places Initiative report, which included Charlotte Avenue. The proposed investment will improve access to economic opportunities (e.g., universities, medical district, concentrations of office and tourism employment) within Midtown and Downtown Nashville for disadvantaged populations that walk, bike, or use public transit to find employment and necessary social services.



As Interim Director of NDOT I support this application and recognize the maintenance responsibility for state funding to implement these important multimodal improvements that will address transportation needs on Charlotte Avenue. Thank you in advance for your consideration of this application.

Sincerely,



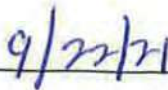
Faye Q. DiMassimo, FAICP  
Interim Director  
Nashville Department of Transportation  
and Multimodal Infrastructure

**APPLICATION FOR 2021-22 Multimodal Access Grant**

**METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY**



Faye Q. DiMassimo, FAICP  
Interim Director  
Department of Transportation  
and Multimodal Infrastructure



Date