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GREEN HILLS - MIDTOWN COMMUNITY PLAN APRIL REVIEW DRAFT

This is the review draft of the Green Hills - Midtown Area Community Plan of Nashville-Next. It is part of Volume III (Communities) of the draft General Plan.

We appreciate that you are giving time to reviewing this work. This chapter is the result of three years of effort on NashvilleNext, combining public visioning and community engagement with guidance from topical experts to create a plan for Nashville and Davidson County over the next 25 years.

Comments

The public review period is during April, 2015. We are eager to hear your thoughts on the plan. Here's how to provide input:

- » Online: www.NashvilleNext.net
- » Email: info@nashvillenext.net
- » At public meetings
 - » April 18: Tennessee State University (Downtown Campus), 10am - 1:30 pm
 - » April 20: 5 - 7pm at both the North Nashville Police Precinct and the Edmondson Pike Branch Library
 - » April 27: 5 - 7pm at both the Madison Police Precinct and the Bellevue Branch Library
- » Phone: 615-862-NEXT (615-862-6398)
- » Mail: Metro Nashville Planning Department, P.O. Box 196300, Nashville TN 37219-6300

We ask that you include contact information with your comments. We also request that you be as specific as possible in your requests. Referring to a specific page or section is greatly appreciated.

Next steps

The most up to date information is always available at www.NashvilleNext.net. Here is our tentative adoption schedule:

- » **Mid-May:** Post static draft of plan in advance of public hearing
- » **June 10:** First public hearing at Planning Commission (tentative; special date)
- » **June 15:** Second public hearing at Planning Commission (tentative; special date)

GREEN HILLS-MIDTOWN

chapter one

Description of the Green Hills-Midtown Community

The Green Hills-Midtown Community is located in southwestern Davidson County. It is bounded by Belle Meade and the CSX railroad to the west, the inner loop of I-40/65 to the north, I-65 to the east, and Williamson County to the south. The Green Hills-Midtown Community contains approximately 40 square miles, representing about 7 percent of the land area in Nashville/Davidson County.

The natural and built environment of the Green Hills-Midtown Community is strikingly diverse. It is home to significant employment centers in Midtown (including many businesses and facilities related to Nashville's thriving health care industry), the Green Hills commercial area, Burton Hills and the commercial and office area at Harding and White Bridge. Within its boundaries are numerous universities and colleges including Vanderbilt University, Belmont University, Lipscomb University and Aquinas College. In addition to the growth and development of the Green Hills commercial area, the Green Hills-Midtown Community has several prominent commercial corridors that have been rapidly redeveloping to a mixture of commercial and residential including 8th Avenue South, 12th Avenue South, 21st Avenue South/Hillsboro Road, West End Avenue and a portion of Charlotte Avenue in Midtown. Green Hills-Midtown is also home to the famed Music Row area, known for its unique contribution to Nashville's arts, culture, economy and heritage.

The Green Hills-Midtown Community is notable for its variety of neighborhoods and housing options. Midtown and the Green Hills commercial area are experiencing significant development of mid-rise "stacked flats" buildings (with some units for rent and some units for sale) in the range of 10 – 25 stories. Low-rise stacked flats buildings between three and six stories are becoming common on the commercial corridors described above and in the West End Park neighborhood, in the areas around Vanderbilt and, more recently, in Music Row.

Green Hills-Midtown has numerous neighborhoods that are home to single-family, two-family and some smaller triplexes, quads and small stacked flats developments. These neighborhoods include historic inner-ring

neighborhoods like Edgehill, Hillsboro-West End, Belmont-Hillsboro, 12th Avenue South, Sunnyside, Richland-West End, and Historic Woodland in Waverly. Green Hills-Midtown also includes numerous suburban neighborhoods in the Green Hills and Lipscomb area. These neighborhoods – built in the 1940s and 1950s – developed before sewer systems were extended to the area, so despite their proximity to downtown Nashville, they are on much larger lots to accommodate the septic systems used at the time. Across Green Hills-Midtown, the neighborhoods are experiencing redevelopment pressures due to the attractiveness of the neighborhoods and nearby amenities and the proximity to employment centers and downtown. Redeveloping these neighborhoods at a higher density is a more sustainable option than building new development on the edge of the County or in outlying counties, but it presents challenges to neighborhoods attempting to preserve their existing character and to the infrastructure in the area. This redevelopment pressure is discussed in greater detail below.

Green Hills-Midtown boasts some of Nashville-Davidson County’s most beloved parks and open spaces. In Midtown, Centennial Park provides 132 acres of open space in bustling Midtown and features the iconic Parthenon, Lake Watauga, the Centennial Art Center, sunken gardens, fields for play and festivals, a band shelter and events shelter. The park was home to the 1897 Tennessee Centennial Exposition. It is currently undergoing improvements in line with the Centennial Park Master Plan. Numerous neighborhood and community parks exist in the Green Hills-Midtown Community, serving nearby residents, employees and visitors.

The Green Hills-Midtown Community is home to very natural parks such as Radnor Lake and Percy Warner Park. Radnor Lake State Park is a 1,332 acre park with the lake, hills and ridgetop and numerous trails. Percy Warner Park is located in the southwest corner of the Green Hills-Midtown Community. Together with its companion park – Edwin Warner Park – the two Warner Parks encompass 2,684 acres and are host to over a half million visitors each year. The Warner Parks and Radnor Lake State Park are public parks, but they showcase natural features – steep slopes, wooded areas, streams and creeks – that exist throughout the southern third of the Green Hills-Midtown Community and add to its natural, semi-rural beauty.

Nearly half of the land in the Green Hills-Midtown Community is within the jurisdictional limits of the incorporated Cities of Berry Hill, Forest Hills, and Oak Hills. Most of Berry Hill is located in the South Nashville Community, but Forest Hills and Oak Hill are completely within the Green

Hills-Midtown Community. These three “satellite cities” are within the boundary of Davidson County, but retained their charters when the Metropolitan Government of Nashville and Davidson County was established. These cities have their own planning and zoning and are not covered by this community plan, although they do coordinate with Metro Planning for harmonious development, have service agreements with Metro Government and are represented in Metro Council.

Planning in Nashville has, for many years, used the “Transect,” which is a system for categorizing, understanding and guiding the various development patterns of a region, from the most rural to the most urban. The Transect calls for all elements of the natural and built environment to be consistent with the character of the Transect category within which they are located.

The Nashville/Davidson County Transect consists of seven categories of natural and built environments:

- » T1 Natural – This Transect Category includes Percy Warner Park and Radnor Lake State Natural Area
- » T2 Rural – This Transect Category is not present in Green Hills-Midtown
- » T3 Suburban – This Transect Category includes many of the neighborhoods in Green Hills
- » T4 Urban – This Transect Category includes neighborhoods such as Hillsboro-West End, Sunnyside and Woodland-in-Waverly
- » T5 Centers – This Transect Category includes the Green Hills Commercial Area and Midtown
- » T6 Downtown – This Transect Category is not present in Green Hills-Midtown
- » D District – This Transect Category includes areas such as Burton Hills and the colleges and universities

The Transect system is used to ensure diversity of development in Nashville/Davidson County. It recognizes that portions of Green Hills are classically suburban neighborhoods and should be encouraged to remain that way, while Belmont-Hillsboro is an urban neighborhood that should also be preserved. Both development patterns are viable and desirable, but thoughtful consideration must be given to development proposals to ensure that these different forms of development are maintained.

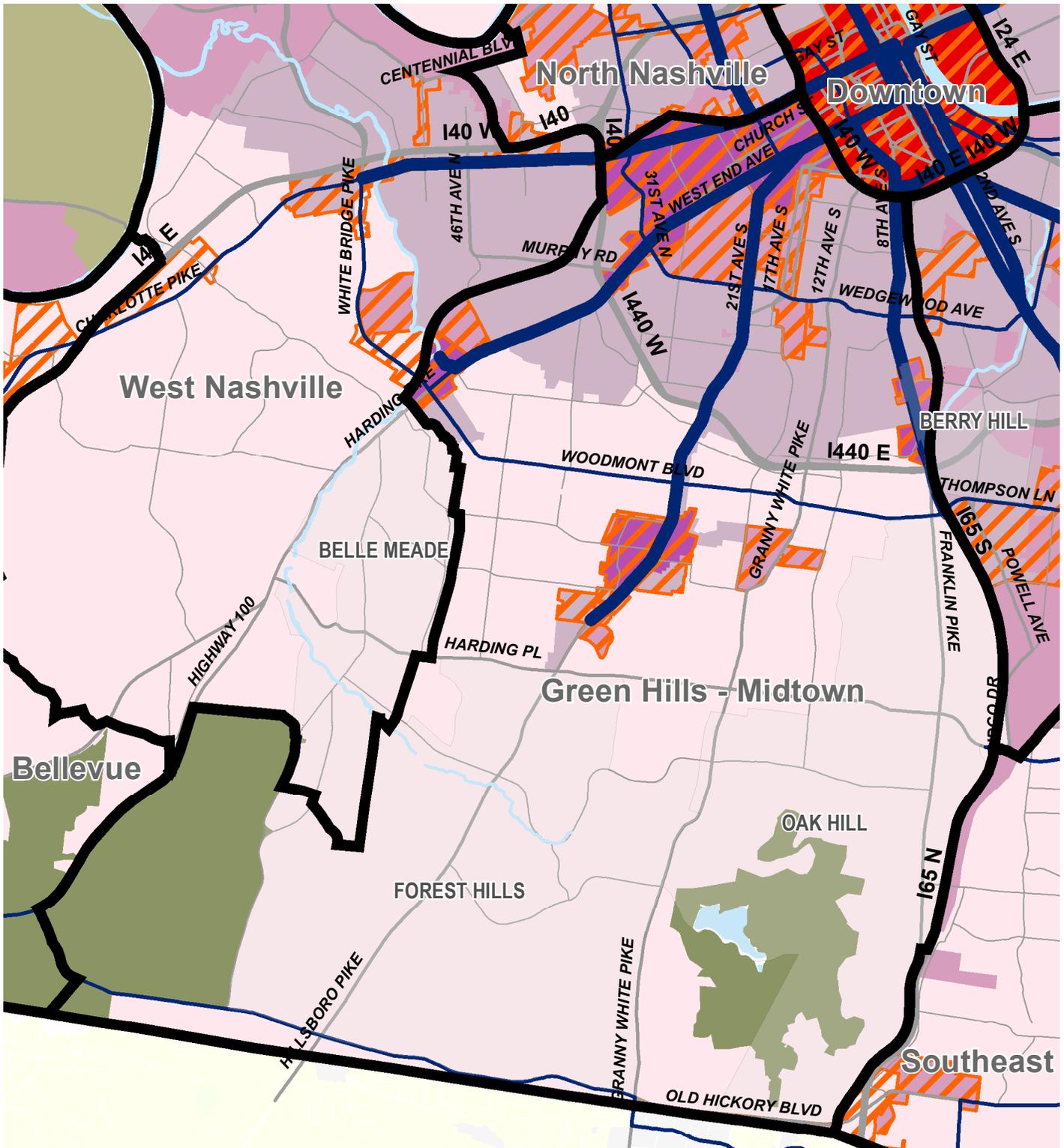
The Growth and Preservation map for the Green Hills-Midtown

Community represents the vision for the Community. The starting point for the map was the most recent Green Hills-Midtown Community Plan update (2006) and its amendments and Detailed Design Plans, and consideration of the growth that had occurred in the intervening years, i.e., understanding the trends in growth and preservation that the Green Hills-Midtown Community has faced. The Growth and Preservation map also reflects the input received during NashvilleNext including input on how Green Hills-Midtown should grow, but also input on what the vision for Nashville is in the future and deliberation on what role Green Hills-Midtown should play in the future. This is discussed in greater detail below.

Green Hills-Midtown Community History

In the 19th century, the Green Hills-Midtown Community was characterized by a rural landscape dotted with farms, which was the character of the area when it was the center of the Battle of Nashville in 1864. The subdivision of historic farms and estates has left a collection of antebellum homes scattered amidst later development. The Richland-West End neighborhood is located on land once part of an early 18th century, 200 acre estate owned by John Brown Craighead. As was common with these large holdings in Davidson County, the estate was divided and sold after the Civil War, but remained largely undeveloped until the 20th century. The Belmont-Hillsboro neighborhood began developing in the 1890s on the 19th century estates of Adelia Acklen (Belmont) and Colonel A.B. Montgomery, and the Belmont residence remains a historic site. Other examples of remaining historical homes on former area estates include Woodlawn and Glen Oak. Some historic estate homes such as Lealand and Melrose no longer exist, but their continuing presence as geographic markers harkens back to this era of local history.

Turnpikes providing market access to farms in the 19th century slowly became the community's main transportation arteries. The transportation system of Green Hills-Midtown has evolved considerably since its early agricultural history and has shaped the area's development. Nashville's transportation options expanded with the consolidation of an electric street car system in 1902 that assisted the movement of people and businesses out of Nashville's core. The street car system began to focus growth on the western suburbs, including Green Hills-Midtown, led in part by the establishment of Vanderbilt University in 1873. Street car lines made the



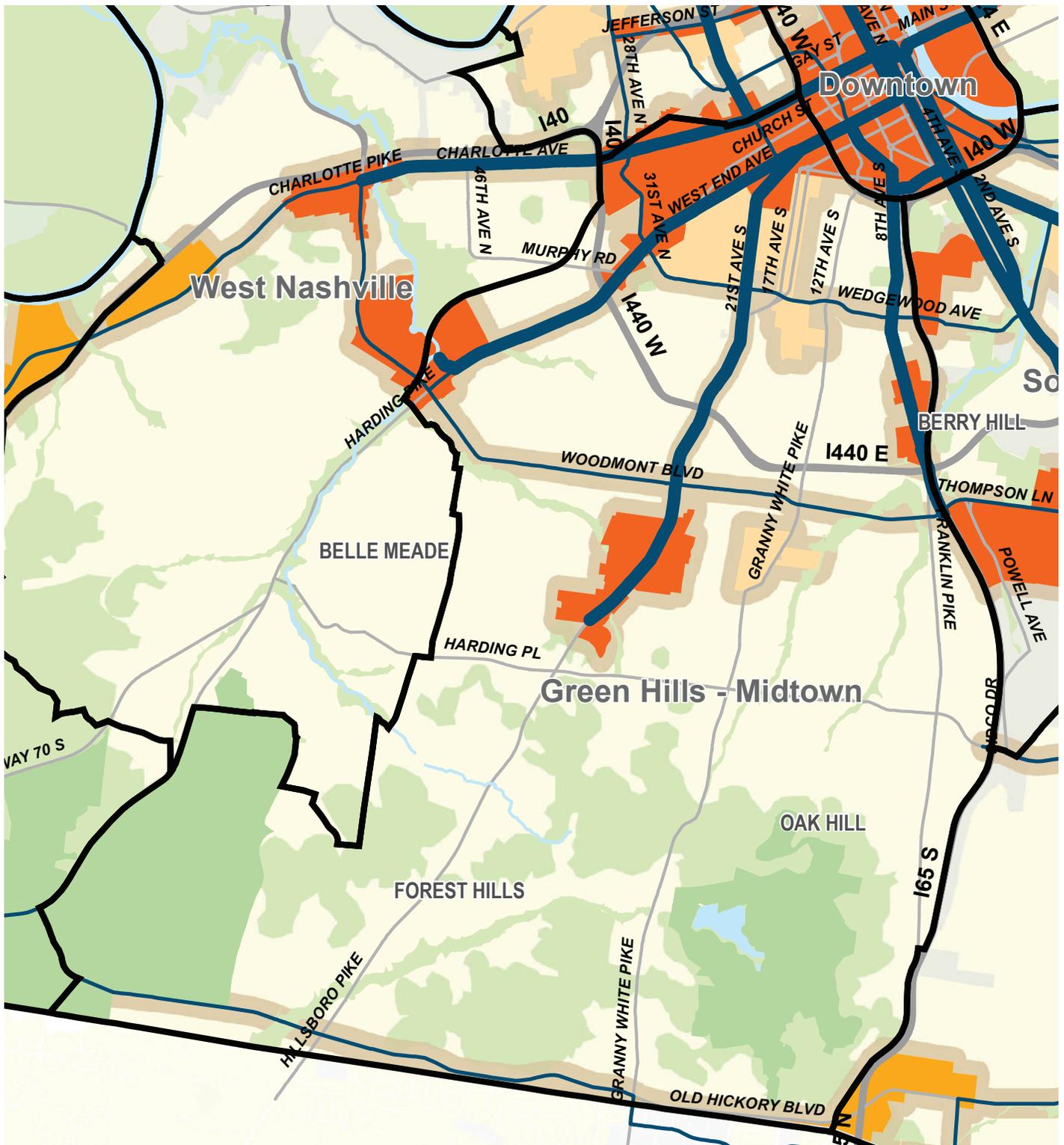
Transects

- | | |
|---|---|
|  T1 Natural |  T5 Center |
|  T2 Rural |  T6 Downtown |
|  T3 Suburban |  D District |
|  T4 Urban |  W Water |



Growth & Preservation Concept Map

Green Hills-Midtown detail



- | | | | |
|---|--|---|---|
| <ul style="list-style-type: none"> ● Centers ● Tier One ● Tier Two ● Tier Three | <ul style="list-style-type: none"> ○ Green network ○ Open space anchor ○ Missing an anchor | <ul style="list-style-type: none"> ○ Neighborhood ○ Transition ○ Special impact area | <ul style="list-style-type: none"> — High capacity transit corridors — Immediate need — Long-term need ← Regional connection |
|---|--|---|---|

development of early “suburban” areas like Belmont-Hillsboro, Hillsboro-West End, and Richland-West End attractive and accessible. New residences promoted neighborhood commercial areas like Hillsboro Village and Douglas Corner. The streetcar service that spurred this growth was discontinued in 1940.

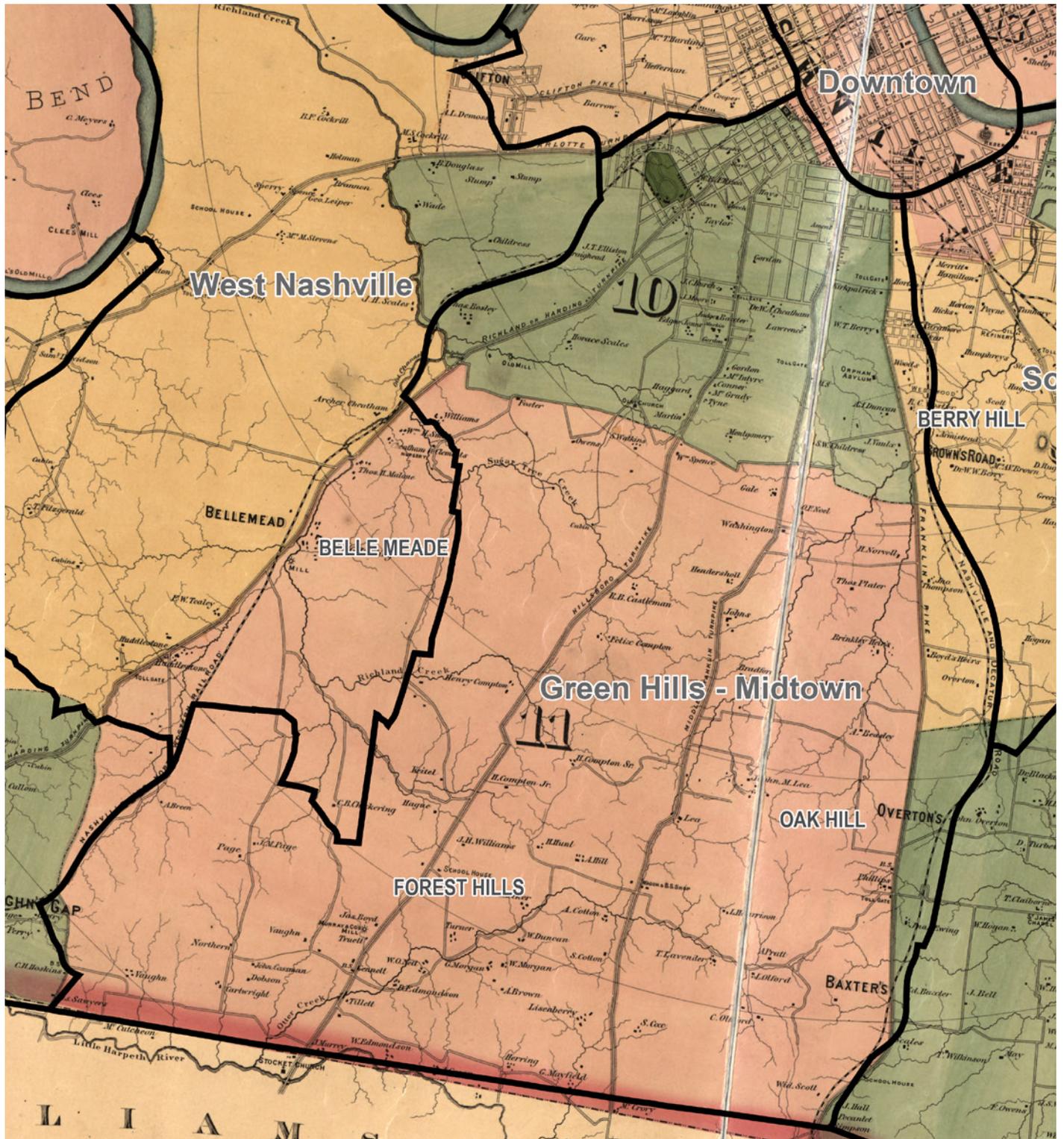
Once automobiles became a common form of transportation, Green Hills-Midtown grew rapidly along with Nashville’s other suburban neighborhoods. Community neighborhoods that developed in the first half of the 20th century are Woodlawn West, Elmington Place, and Cherokee Park. The development of Cherokee Park was strongly influenced by the automobile: sidewalks were not installed and lots were given driveways instead of a previously common alley system. Changing transportation methods had another effect on Green Hills-Midtown as automobile dealerships and related commercial development clustered on Broadway in the 1920s. Traffic on West End Avenue and Hillsboro Pike transformed residential areas into desired commercial space in the mid-to-late 20th century and changed the architecture and form of buildings along those corridors.

Following World War II, significant changes occurred in the neighborhoods of Green Hills-Midtown. A post-war housing shortage and urban flight by the affluent led to the rapid growth of new suburbs such as Green Hills, Forest Hills, and surrounding areas. These neighborhoods were comprised primarily of a new style of residential building: ranch style homes sitting on curvilinear roads versus the grid street patterns of the past. Cherokee Park also experienced some postwar growth. The postwar era also brought change to older neighborhoods that developed in the early 20th century, which largely suffered declines as automobile-led development pulled growth outward toward newer suburbs. After World War II, Edgehill’s housing stock was demolished for series of large urban renewal projects and the Belmont-Hillsboro and Richland-West End neighborhoods also suffered from decline. The construction of I-440, completed in 1987, created a transportation-related division within neighborhoods in Green Hills-Midtown.

By mid-century, Berry Hill and Oak Hill were independently incorporated. Forest Hills did the same in 1957. Changing growth and development pressures led to the establishment of neighborhood associations that continue to be actively involved in community planning debates in Green Hills-Midtown. In the 1960s, country music recording studios and offices located on Music Row in former residential homes and established a significant local

1871 map Davidson County

illustrates the characteristics and major property owners in the area in 1871.
Green Hills-Midtown detail



industry. During this time, hospitals also began to locate in the area. Green Hills-Midtown now incorporates a wide variety of neighborhoods, institutions, and industries based on a varied developmental history.

Green Hills-Midtown contains a significant proportion of Nashville's higher education institutions, including Vanderbilt University (founded 1873), Belmont University (1890), Lipscomb University (1891) and Aquinas College (1961). These institutions helped attract residents to their neighborhoods and continue to influence patterns of development around them. Schools and colleges also made significant early twentieth century architectural statements on the west side, as demonstrated by the Peabody and Scarritt College campuses. Montgomery Bell Academy also dates from this time (1915).

The Green Hills-Midtown community has an abundance of historically significant sites and areas. Many of these are associated with three major themes in the development of Green Hills-Midtown: transportation, education and suburban growth. The Metro Historical Commission's list of historically significant features identifies historically significant sites, buildings, and features within the Green Hills-Midtown Community. A complete listing is available from the Metro Historical Commission, but a sampling of the unique historic context of the community is provided here in a few examples. Washington Hall, at 3700 Whitland Avenue, is a domed house that is reminiscent of Thomas Jefferson's Monticello. The house was built by Judge John Daniels in 1912-14. Educational landmarks include the Cavert School, located at 2500 Fairfax Avenue, built in 1928 and Eakin Elementary school, constructed in 1936 on the same site. Centennial Park was developed for the Tennessee Centennial Exposition in 1897.

The listing provided in this document does not include known archeological sites which are not mapped in order to protect them for unauthorized diggings.

For the most current information on Nashville's historic properties and resources, contact the Metro Historical Commission.

Historical sources

- » Metropolitan Historic Zoning Commission
- » Doyle, D. (1985). *Nashville in the New South*. Knoxville: UT Press
- » Doyle, D. (1985). *Nashville Since the 1920s*. Knoxville: UT Press
- » Thomason, P. *Historic Homes of Forest Hills: An Architectural Survey*. City of Forest Hills.

History of the Planning Process

History of Planning for the Community

In 1988, the Metro Planning Department began creating “community plans” as a means of fine tuning the countywide general plan. These community plans examined specific issues and needs, and projected growth, development and preservation in fourteen communities. The Green Hills-Midtown Community Plan was first adopted by the Planning Commission in December 1994, after working with a Citizens’ Advisory Committee. The Green Hills-Midtown Plan was the thirteenth of the fourteen community plans created.

The first update to the Green Hills-Midtown Plan was adopted in July 2005, after substantial community participation in workshops. In Spring 2013, the Green Hills-Midtown Community Plan had its policies translated into their closest equivalents in the *Community Character Manual (CCM)* because it was one of nine community plans that had not been updated since the adoption of the CCM in 2008. Over the decades, the community continues to grow and strives to balance conservation of its existing suburban and urban character while accommodating growth and changing market preferences.

This update of the Green Hills-Midtown Community Plan reflects the values and vision of the numerous participants in the 2005 update planning process as well as participation in the NashvilleNext planning process, balanced with sound planning principles to achieve a realistic, long-term plan for sustainable growth, development and preservation. In order to enhance the area, a coordinated and persistent effort is required by residents, property owners, business owners, and public/private agencies, developers and investors. Beyond the role of Metro departments and governmental agencies, organized groups of citizens, such as neighborhood and business associations, must display patient and persistent determination in following the adopted plan – that neighbors insist upon it and that developers’ proposals follow it. Developers and investors, who are encouraged by public policies and agencies, will likewise be encouraged by such evidence of stakeholders’ activism and dedication.

Green Hills-Midtown Community Demographic Information

The Green Hills-Midtown Community has grown steadily over the past three decades. In 1990, the total population of the Green Hills-Midtown Community was 66,998 people. According to the U.S. Census, in 2000 the Green Hills-Midtown Community had 71,166 residents, an increase of approximately 6 percent over the ten-year period from 1990 to 2000. In 2010, according to the U.S. Census, the Green Hills-Midtown Community had 72,315 people, an increase of roughly 2 percent since 2000, and about 5,000 more people than forecasted in the 1990s.

The American Community Survey from 2012 noted that the Green Hills-Midtown Community had approximately 73,138 residents, representing 11.6 percent of Nashville/Davidson County's population.

		Davidson County		Green Hills-Midtown	
		#	%	#	%
Population	Total, 2010	626,681		72,315	11.5%
	Population, 1990	510,784		66,998	13.1%
	Population, 2000	569,891		71,166	12.5%
	Population Change, 1990- 2000	59,107	11.6%	4,168	6.2%
	Population Change, 2000- 2010	56,790	10.0%	1,149	1.6%
	Population Density (persons/acre)	1.69	n/a	2.69	n/a
	Average Household Size	2.37	n/a	2.11	n/a
Population	Total	626,681		72,315	11.5%
Race	White	385,039	61.4%	60,163	83.2%
	Black or African American	173,730	27.7%	7,454	10.3%
	American Indian/ Alaska Native	2,091	0.3%	142	0.2%
	Asian	19,027	3.0%	3,026	4.2%
	Native Hawaiian or Pacific Islander	394	0.1%	22	0.0%
	Other Race	30,757	4.9%	403	0.6%
	Two or More Races	15,643	2.5%	1,105	1.5%
Ethnicity	Hispanic or Latino	359,883	57.4%	1,727	2.4%
Age	Less than 18	136,391	21.8%	9,966	13.8%
	18-64	424,887	67.8%	53,093	73.4%
	Greater than 64	65,403	10.4%	9,256	12.8%

Source: U.S. Census (1990, 2000, 2010)

		Davidson County		Green Hills-Midtown	
		#	%	#	%
Population	Total, 2008 - 2012	629,113		73,138	11.6%
	Household Population	605,463	96.2%	63,861	87.3%
	Group Quarters Population	23,650	3.8%	9,277	12.7%
	Male	304,566	48.4%	34,912	47.7%
	Female	324,547	51.6%	38,226	52.3%
Families	Total	142,821		13,801	n/a
	Married Couple Families with Children	37,098	26.0%	4,238	30.7%
	Single Parent Families with Children	26,291	18.4%	1,094	7.9%
	Female Householder with Children	21,528	15.1%	902	6.5%
Housing Units	Total	284,328		33,761	11.9%
	Owner Occupied	141,805	49.9%	17,657	52.3%
	Renter Occupied	114,082	40.1%	12,601	37.3%
	Occupied	255,887	90.0%	30,258	89.6%
	Vacant	28,441	10.0%	3,503	10.4%
Travel	Mean Travel Time to Work (min)	23.1		17.2	
	Workers	309,633		37,906	12.2%
	Drove Alone	246,391	79.6%	27,804	73.3%
	Carpooled	32,633	10.5%	2,388	6.3%
	Public Transportation	6,588	2.1%	482	1.3%
	Walked or Biked	6,806	2.2%	2,877	7.6%
	Other	3,232	1.0%	355	0.9%
	Worked from home	13,983	4.5%	4,000	10.6%
Income	Per Capita Income	\$28,513		\$53,261	186.8%
Education	Population 25 years and over	419,807		46,195	11.0%
	Less than 9th grade	20,687	4.9%	544	1.2%
	9th to 12th grade, No Diploma	38,664	9.2%	1,577	3.4%
	High School Graduate (includes equivalency)	103,024	24.5%	4,639	10.0%
	Some College, No Degree	86,498	20.6%	6,024	13.0%
	Associate Degree	23,963	5.7%	1,681	3.6%
	Bachelor's Degree	92,765	22.1%	17,009	36.8%
	Graduate or Professional Degree	54,206	12.9%	14,721	31.9%
Employment	Population 16 Years and Over	505,034	80.6%	62,361	86.2%
	In Labor Force	348,250	69.0%	40,293	64.6%
	Civilian Labor Force	347,862	99.9%	40,254	99.9%
	Employed	317,719	91.2%	38,084	94.5%
	Unemployed (actively seeking employment)	30,143	8.7%	2,170	5.4%
	Armed Forces	388	0.1%	39	0.1%
	Not in Labor Force	156,784	31.0%	22,068	35.4%

Source: American Community Survey (2008 - 2012, 5-year estimate)

Green Hills-Midtown's Role in the County and Region

The Green Hills-Midtown Community demonstrates the new reality of regionalism – the fact that the impacts of growth, development and preservation in Nashville's communities do not stop at the community boundaries or even at the County boundary. The region benefits from the success of the Green Hills-Midtown Community and the Green Hills-Midtown Community benefits from the strength of the larger region – from investments in transportation, from a larger, more diverse labor pool, from thoughtful preservation of environmentally sensitive features, etc. This section considers the Green Hills-Midtown Community in the context of the region.

The Green Hills-Midtown Community's greatest strengths in a regional setting are its robust, diverse employment centers, its diversity of housing in proximity to employment, its contributions to the regional park and open space system and its thriving universities. Since the Green Hills-Midtown Community was last updated in 2005, it has experienced significant growth and redevelopment.

From 2010 to March 2015, there were 214 new commercial construction permits issued for the Green Hills-Midtown Community, with a value of over \$885 million. This was surpassed by new residential commercial permits for the Community – there were 2,379 issued at a total value of over \$1 billion. Demonstrating that some of this growth is due to redevelopment involving demolition, over the same time period, there were 708 demolition permits issued in the Green Hills-Midtown Community.

In some areas of the Green Hills-Midtown Community, this growth and redevelopment has been a welcome change – for example, in adding significantly more residential development in Midtown, making the area more of a neighborhood and locating housing in close proximity to jobs and universities or as redevelopment occurs along major corridors, providing new retail, restaurants and services to areas that had been without these services and amenities. The growth has, however, proven challenging to the Green Hills-Midtown Community, as the Community has struggled to determine what elements of its neighborhood character to preserve, how to address infrastructure needs, and how to preserve affordability.

Employment and Commercial Centers

As noted above, the employment centers in the Green Hills-Midtown Community are diverse and thriving and play an important role in the regional employment picture.

Midtown and Music Row

The Midtown area (generally bounded by I40 to the east, the neighboring Music Row area to the south, I440 to the west and Charlotte Avenue and Clifton Avenue to the north) has grown to be an economic powerhouse for Nashville/Davidson County with a regional draw primarily in terms of employment and healthcare services.¹ Midtown is the health and medical hub for the city and region – home to Centennial Hospital, Vanderbilt Hospital and St. Thomas Midtown Hospital each with several related specialty offices. This concentration of hospitals attracts an agglomeration of related businesses, from HCA to small medical offices, to labs, to medical supply stores, to health-related non-profits, to hotels and restaurants that serve visitors to the hospitals as well as tourists visting downtown.

In addition to the health care industry, Midtown has a wide variety of businesses including, until recently, a significant amount of light industrial and warehousing. As land value increase, these uses are moving away from Midtown and more office and commercial development is occurring. General office has been prevalent on West End Avenue and Church Street, but is not gaining a foothold on Charlotte Avenue with developments such as “One City” on Charlotte at the 28th Avenue/31st Avenue Connector.

Midtown has significant job density, which is now being matched with increasing residential development, providing residential density and transforming the area from a more strictly employment area to a neighborhood with activity at all times of day and night.

Abutting Midtown is the Music Row area, which has contributed immeasurably to Nashville and Tennessee’s history, culture, heritage and economy. With Music Row’s in-town address and proximity to rapidly redeveloping Midtown, downtown, and the Gulch, Music Row is experiencing increasing development pressure – primarily for stacked flats residential buildings or mixed-use buildings. In 2015, the Metro Planning

¹ *The Midtown area was studied in greater detail in the “Midtown Study” adopted by Metro Planning Commission in 2012. This detailed study is part of the adopted Green Hills-Midtown Community Plan and can be found as an appendix to the Green Hills-Midtown Community Plan.*

Commission decided to recommend disapproval or deferral for rezoning requests in Music Row for a time to allow a more detailed study of what to preserve, and where to allow growth, in Music Row. While development can continue under the current zoning (and the Council may still elect to rezone property without the support of the Planning Commission), the Commission agreed that this study would allow the community to discuss development and preservation of Music Row in its totality.

Green Hills

The Green Hills commercial area began as a center of retail, restaurant and service businesses serving the immediate neighborhoods. The Green Hills Mall originally opened in 1955 as an open-air strip mall. Department stores joined the mall in the late 1960s and the mall was enclosed in a renovation in the late 1980s and early 1990s. It has become the premiere shopping mall in the region, with stores that are not available elsewhere in Middle Tennessee.

In the larger Green Hills commercial area, redevelopment has occurred on multiple scales – with new businesses renovating existing storefronts on Hillsboro Circle and along Richard Jones Road; new small-scale construction on Crestmoor Road and Hillsboro Drive; and new, wholesale construction of developments such as the Hill Center, the office, hotel and retail development on Bedford Avenue, and the newest development, the mid-rise mixed use building at 4000 Hillsboro. Meanwhile, on the southern edge of the Green Hills commercial area, the Burton Hills office complex offers Class A office space and has recently added a new office building.

The Green Hills commercial area draws employees from around the region as well as shoppers seeking upscale, unique shopping in the mall and surrounding businesses. Redevelopment is slowly introducing residential into the commercial area as well, although it is still primarily on the edges of the area. The redevelopment has led to concerns among the surrounding neighborhoods. These neighbors may work in the area and they are accustomed to shopping in the area to meet their daily needs. They are experiencing the impact of the redevelopment on the area's infrastructure with increased traffic congestion. The situation is exacerbated by the lack of a complete sidewalk network in the area with especially troublesome gaps in the sidewalk on Hillsboro Road. Many neighbors live within walking distance and could do their shopping on foot, but find the walking climate

perilous. As redevelopment occurs, it is required to improve the transportation network through the addition of sidewalks, crosswalks and, where necessary, turn lanes. In 2014, the Metro Planning Commission adopted the Green Hills Area Transportation Plan to provide recommendations on pedestrian, bicyclist, vehicular and transit improvements to be made in the area.²

Harding at White Bridge Commercial and Office Area

At the prominent intersection where West End turns into Harding and White Bridge turns into Woodmont is a growing commercial, employment and residential area, referred to in planning and zoning documents as Harding Town Center. St. Thomas West Hospital is located in this mixed use area, as well as the Ingram Barge office tower and significant redevelopment of under-utilized strip commercial to provide new restaurant, retail, services and residential. As with other commercial and employment centers in the Green Hills-Midtown Community, as the area redevelops, there are more residents, employees and visitors who would like to walk, bike or take transit to easily traverse the area. While Harding Town Center is served by the Richland Creek Greenway and transit on White Bridge Pike and West End/Harding, providing safe, comfortable sidewalks and crosswalks remains a priority.

Corridor Redevelopment

Corridor redevelopment represents the newest type of commercial/employment in Green Hills-Midtown. It has a unique regional role and it provides new benefits to the surrounding neighborhoods – and new challenges to address. In addition to growth on Hillsboro Road in Green Hills and West End in Midtown, 8th Avenue South and 12th Avenue South have experienced dramatic redevelopment in recent years, with the reuse of existing structures and the addition of low-rise stacked flats and mixed use buildings.³ In the past, these corridors served primarily as pass-through areas with some restaurants, grocery stores or pharmacies and service businesses to draw customers on the way to or from work. Now these corridors are serving as a way to traverse the community and a destination in and of themselves.

2 *The Green Hills Area Transportation Plan is an adopted portion of the Green Hills-Midtown Community Plan. It can be found in an appendix at the end of this document.*

3 *The 12th Avenue South Corridor Detailed Neighborhood Design Plan is an adopted portion of the Green Hills-Midtown Community Plan. It can be found in an appendix at the end of this document.*

The redevelopment along these corridors has increased property values to the benefit of nearby neighbors (and, in some cases, provided legitimate businesses where there had been crime and illegal activity). However, these corridors – the businesses on them and the general *feel* of the place – draws visitors and customers from around the county and even the region, which places a strain on the neighborhood when neighborhood streets are used for off-site parking.

Significant community discussion has occurred in Midtown, Green Hills and along 12th Avenue South about the construction of large-scale residential developments on these prominent corridors. There are sustainability benefits to providing housing close to employment, restaurants, retail, services and transit, so the new residents can walk, bike or take transit to meet their daily needs. The community understands why these areas are attractive to new development, but they worry about the loss of character when new development is larger, they worry about the strain on infrastructure and, in some cases, the community worries about loss of affordability.

Universities

One asset that is unique to the Green Hills-Midtown Community is its numerous universities and colleges. Vanderbilt University, Belmont University, Lipscomb University and Aquinas College are all located in the Green Hills-Midtown Community, but their economic and social impacts extend beyond the Community's boundaries. These institutions draw students from the city and around the world – the four institutions have a shared student population of over 24,000 students. The institutions are also employers, with Vanderbilt leading the way with over 25,000 staff and faculty across the university and the medical center. These institutions spur significant economic development and draw resources to the city and the region. In fiscal year 2013, Vanderbilt received over \$600 million in outside funding for research across all disciplines.

Commuting patterns of residents and employees in Green Hills-Midtown

Green Hills-Midtown residents who work in these areas	36,621	Employees who work in Green Hills- Midtown come from these areas	79,464
Green Hills Midtown	15,691	Green Hills Midtown	15,691
Downtown	4,875	Southeast	6,753
South Nashville	2,216	West Nashville	4,659
North Nashville	1,846	Bellevue	4,367
West Nashville	1,596	Donelson Hermitage Old Hickory	4,194
Donelson Hermitage Old Hickory	1,254	East Nashville	4,002
Antioch Priest Lake	907	Antioch Priest Lake	3,677
Southeast	726	South Nashville	1,965
Madison	645	Madison	1,520
East Nashville	619	Bordeaux Whites Creek	1,326
Bellevue	380	North Nashville	1,170
Bordeaux Whites Creek	289	Parkwood Union Hill	1,003
Parkwood Union Hill	175	Downtown	450
Joelton	60	Joelton	285
Beyond Davidson County	5,342	Beyond Davidson County	28,402

Source: Census Transportation Planning Products, using the American Community Survey (2006-2010 five-year estimates)

Local workforce assets in Green Hills-Midtown

According to the 2008-2012 American Community Survey (ACS), the Green Hills-Midtown Community has 40,293 workers. These workers reported traveling an average time of 17 minutes to employment. In addition, 4,000 workers reported working from home, more than twice the percentage of the work force, 4.5 percent, that do so in Davidson County overall. In the Green Hills-Midtown Community, more residents have advanced degrees compared with Davidson County as a whole. The 2008-2012 ACS reported that 17,009 people, or 37 percent, held bachelor's degrees and 14,721 people, or 32 percent, held graduate or professional degrees. This compares to 22 percent holding bachelor's degrees and 13 percent holding graduate or professional degrees in Davidson County. The per capita income (the average income per person) in the Green Hills-Midtown Community is also higher at \$53,261 compared to Davidson County's at \$28,513, suggesting a larger disposable income in the Green Hills-Midtown Community compared to some other areas of Davidson County.

Residential Development

The Green Hills-Midtown area has an unusually diverse housing stock. The Midtown area is home to substantial new stacked flats residential – some available for rent and some to be owner occupied as condos. The stacked flats development occurs as solely residential and also as “mixed use” development with residential combined with office, retail or restaurant. The neighborhoods within I440 generally have a greater diversity of housing types – single- and two-family homes, some accessory dwelling units, townhouses, low-rise stacked flats and courtyard flats, and a newer housing type, the “cottage” development with units on very small lots that share a common open space among the housing units. The neighborhoods that are south of I440 also has a variety – including single- and two-family homes, low-rise stacked flats and some townhouses – but it tends to be more separated by housing type with the stacked flats buildings generally on the corridors or on the edge of the commercial center.

One thing the neighborhoods of the Green Hills-Midtown Community have in common, however, is that almost all of them are facing substantial redevelopment pressure. Infill development has been underway within the neighborhoods since the Green Hills-Midtown Plan was last updated in 2005. In the intervening years, the pace of redevelopment has quickened and spread to include infill within neighborhoods and redevelopment of corridors with numerous low- and mid-rise stacked flats buildings, with units for rent or for sale.

Residential infill development and redevelopment of the corridors in Green Hills-Midtown is driven by its location – specifically its proximity to downtown, Midtown, universities and other employment centers – and changing demographics that are making in-town locations attractive to a larger swath of Nashvillians. As Baby Boomers age into retirement, many are seeking smaller houses on smaller lots with less maintenance in walkable neighborhoods with access to restaurants, retail, and services. Meanwhile, as Millennials enter adulthood and are seeking first apartments or homes, they are seeking the same housing product in the same location. The convergence of these two population cohorts and their market preferences, is literally changing the landscape of housing within the neighborhoods of Green Hills-Midtown and other in-town neighborhoods. The Community's location, paired with the demographic changes, make Green Hills-Midtown's housing stock an asset on a regional scale, drawing residents

moving into the community from throughout Middle Tennessee and the from across the country.

Recreation – Community Services and Open Space

The parks and open space in the Green Hills-Midtown Community are an important contribution to the region’s open space network. The Green Hills-Midtown Community is home to Percy Warner Park, Radnor Lake State Park, Centennial Park and numerous other parks and open spaces provided through Metro Parks, Metro school sites, at libraries and other civic sites. The Community’s numerous universities and private schools also provide open space which is often open to the public and provides the health and environmental benefits of open space.

The Green Hills-Midtown Community contributes 5,113 acres (23 percent of its land uses) to open space, civic facilities, schools, community centers, common open space areas of residential developments, cemeteries, and places of worship. Community members value these parks and open spaces for recreation and relaxing and there is a growing awareness – spurred by the flood of 2010 and subsequent landslides – as to value of parks and open spaces in protecting life and property during natural disasters, which is discussed in further detail below.

As the Green Hills-Midtown Community grows denser with new housing and new employment, the efficient use of existing parks and open spaces – and the strategic creation of new parks – is critical to serve the population.

Natural Features and Environmental Treasures

Although much of the Green Hills-Midtown Community is developed, it retains many environmentally sensitive features that add to the scenic beauty of the Community and are also part of a larger, regional open space network including parks, environmentally sensitive features and wildlife corridors. It is critical that proper preservation techniques be used to protect these natural features.

The primary environmentally sensitive features in the Green Hills-Midtown Community are its steep slopes, including areas of unstable soils;

the floodway and floodplain areas that surround its waterways – Richland Creek, Sugartree Creek, Browns Creek (middle and west forks), Otter Creek, and Bosely Spring; and Radnor Lake. The Community contains 6,812 acres (out of acres), or 27 percent, of land containing sensitive environmental features.

Waterways, floodways and floodplains traverse the portion of the Green Hills-Midtown Community that is south of I440. The creeks, listed above, generally flow to larger tributaries and into the Cumberland River. The Green Hills-Midtown Community has 821 acres of land encompassed by these waterways, floodway and floodplain – 331 acres in the floodway, 359 acres in the 100-year floodplain, 12 acres in the 500-year floodplain, and 38 acres of wetlands.

Through the experience of the 2010 flood and other flooding events, Nashville has learned the value of preserving floodway, floodplain, and natural wetland areas. Preservation of these areas aids absorption of excess water, improves water quality and can provide habitat for wildlife and attractive natural areas, which is especially valuable in urban settings. Nashville-Davidson County places restrictions on building in the floodway and floodplain, and has come to value the use of land adjacent to the community's waterways for greenways, park land, and natural habitat.

While the northern half of the Green Hills-Midtown Community is relatively level or has gently rolling hills, a significant portion of the southern half of the Community – mainly south of Harding Place/Battery Lane – has steeply sloping terrain. In Nashville-Davidson County, steeply sloping land often accompanied by unstable soils, making the land is generally considered suitable for only very low intensity development. These areas are generally stabilized by tree cover, with deep root systems stabilizing the unstable soils. Tree cover also absorbs water runoff and protects the quality of headwaters as water runs off of slopes into lower-lying areas, streams and creeks. This tree cover can also provide significant wildlife habitat. Steep slopes, especially those that have been disturbed by development, are more prone to landslides. This was evidenced by the numerous landslides that occurred in Davidson County as effects of the 2010 Flood. An estimated 4,990 acres (20 percent) of the Green Hills-Midtown Community has steeply sloping terrain (20 percent slopes or greater).

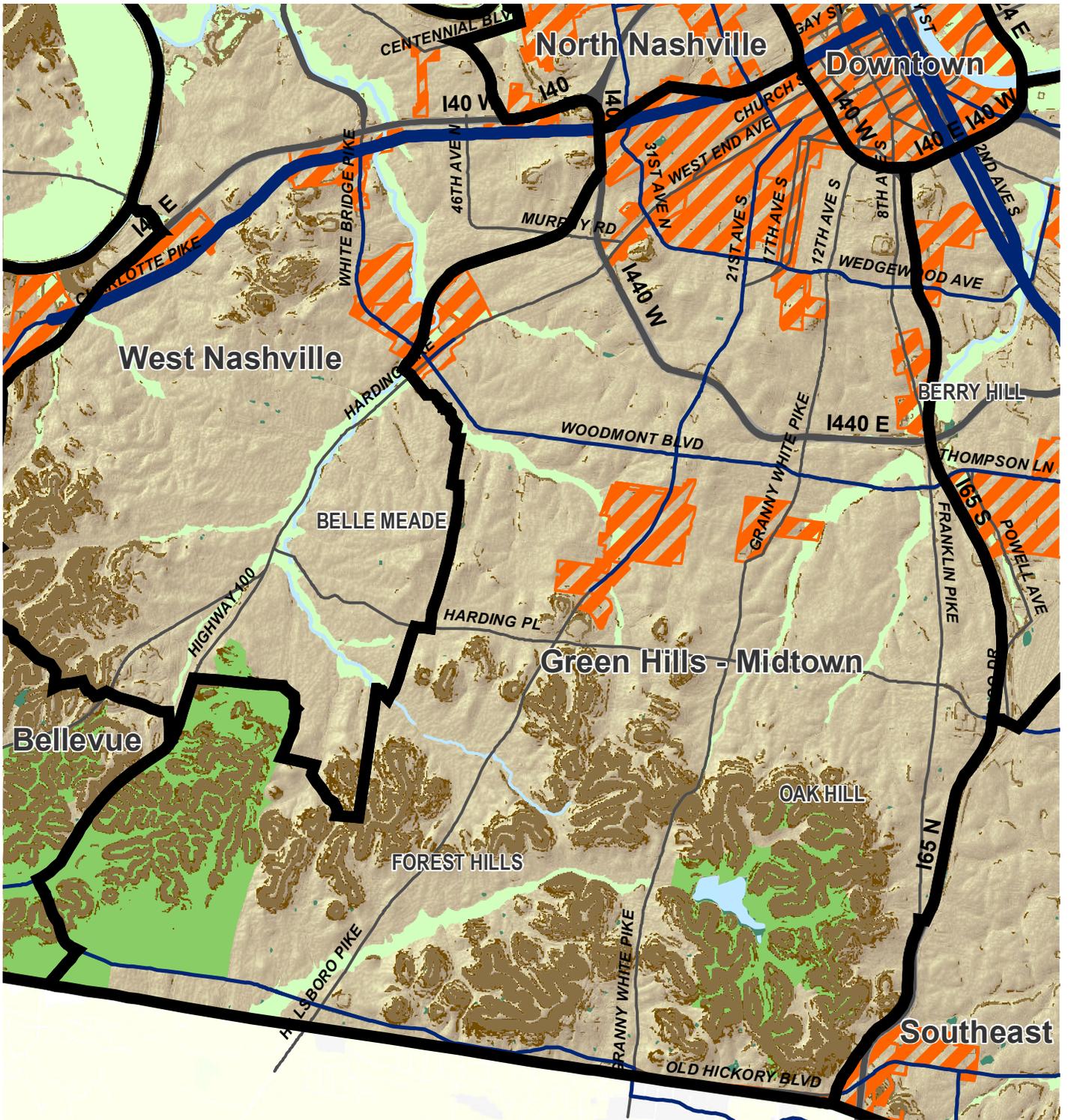
Despite being predominantly developed, the Green Hills-Midtown Community contains plant and animal species that are rare or endangered. For the safety of these areas and species, information about these areas is maintained by the Tennessee Department of Environment and Conservation. Due to their sensitive nature, the locations of these areas are confidential.

The Green Hills-Midtown Community Plan uses *Conservation Community Character Policy* to preserve environmentally sensitive features. Where natural features have been damaged, the Conservation policy provides guidance on how to remediate the damage.

Conclusion

The Green Hills-Midtown Community provides significant, unique assets to the Middle Tennessee region – employment centers; thriving universities; diverse housing in in-demand locations; and parks, open space and natural features that contribute to the regional open space network. As with any asset, the stewardship of the asset is critical to ensure its long-term health and to ensure that it continues to benefit the community. In the case of the Green Hills-Midtown Community, management of the Community’s assets raises three critical issues – ensuring that infrastructure keeps pace with growth, addressing the loss of affordability, and striving to build sustainably. These issues are discussed in greater detail in chapter 2.

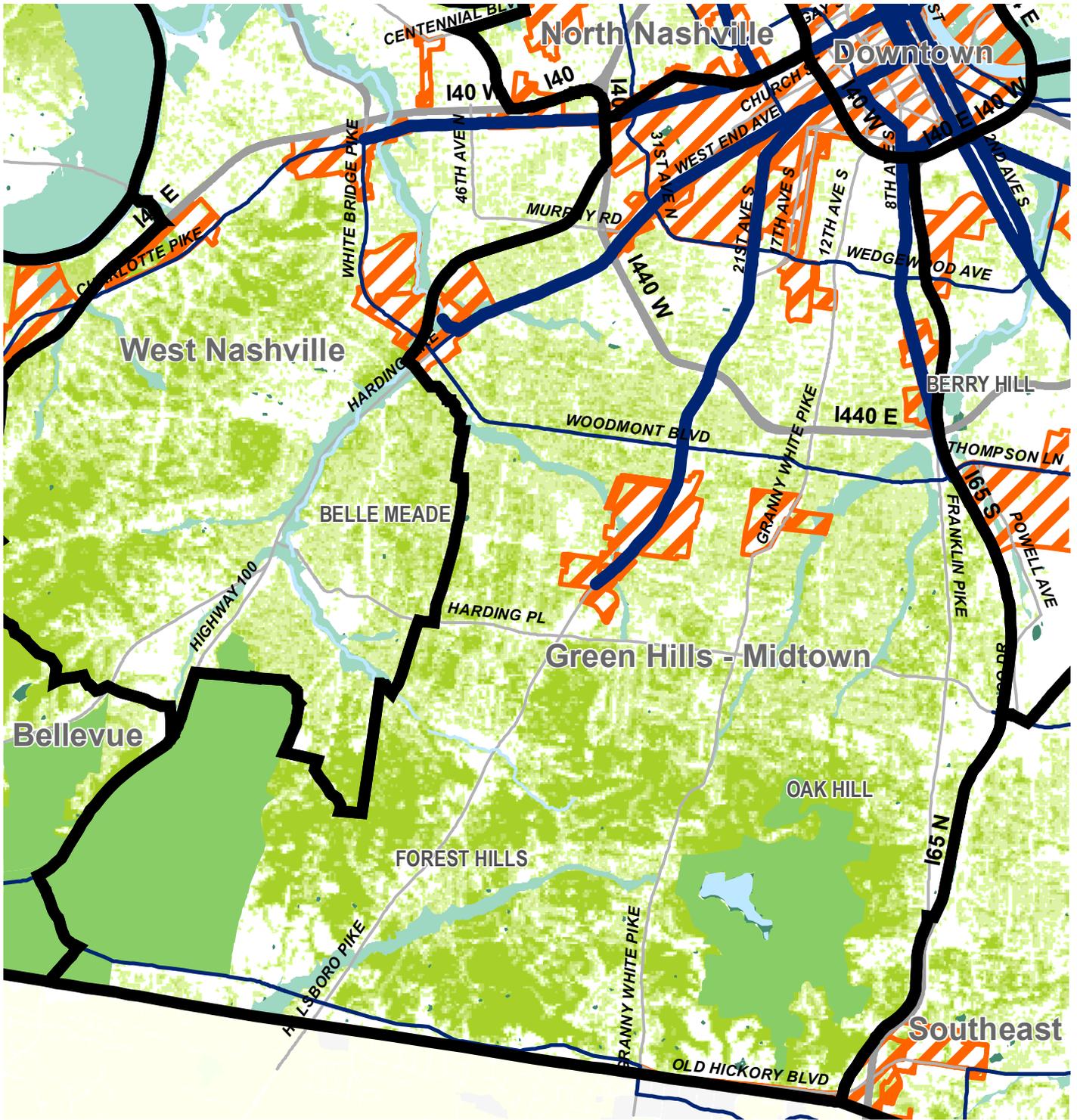
Open space features in
Green Hills-Midtown



Slopes & Terrain Legend



Tree canopy in
Green Hills-Midtown



Tree Canopy Legend

	Water Bodies	Tree Canopy
	Anchor Parks	 1 - 20%
	Floodplain Areas	 21 - 40%
	Wetlands	 41 - 60%
		 61 - 80%
		 81 - 100%



GREEN HILLS-MIDTOWN

chapter two

Growth and Preservation Concept Map and the Community's Role – Green Hills-Midtown

The Growth and Preservation Map (Concept Map) is a county-wide vision and tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment aligns with community values. The Concept Map provides guidance for the entire county. Six key factors reflecting Nashville/Davidson County community members' priorities guided the design of the Concept Map:

- » Protect sensitive environmental features.
- » Build a complete transit network.
- » Maintain household affordability across income levels.
- » Create “activity centers” – areas of employment, residences, services, civic uses, retail and restaurants – throughout most parts of Davidson County.
- » Protect and enhance the character of different parts of Davidson County.
- » Allow for strategic infill that supports transit lines and activity centers.

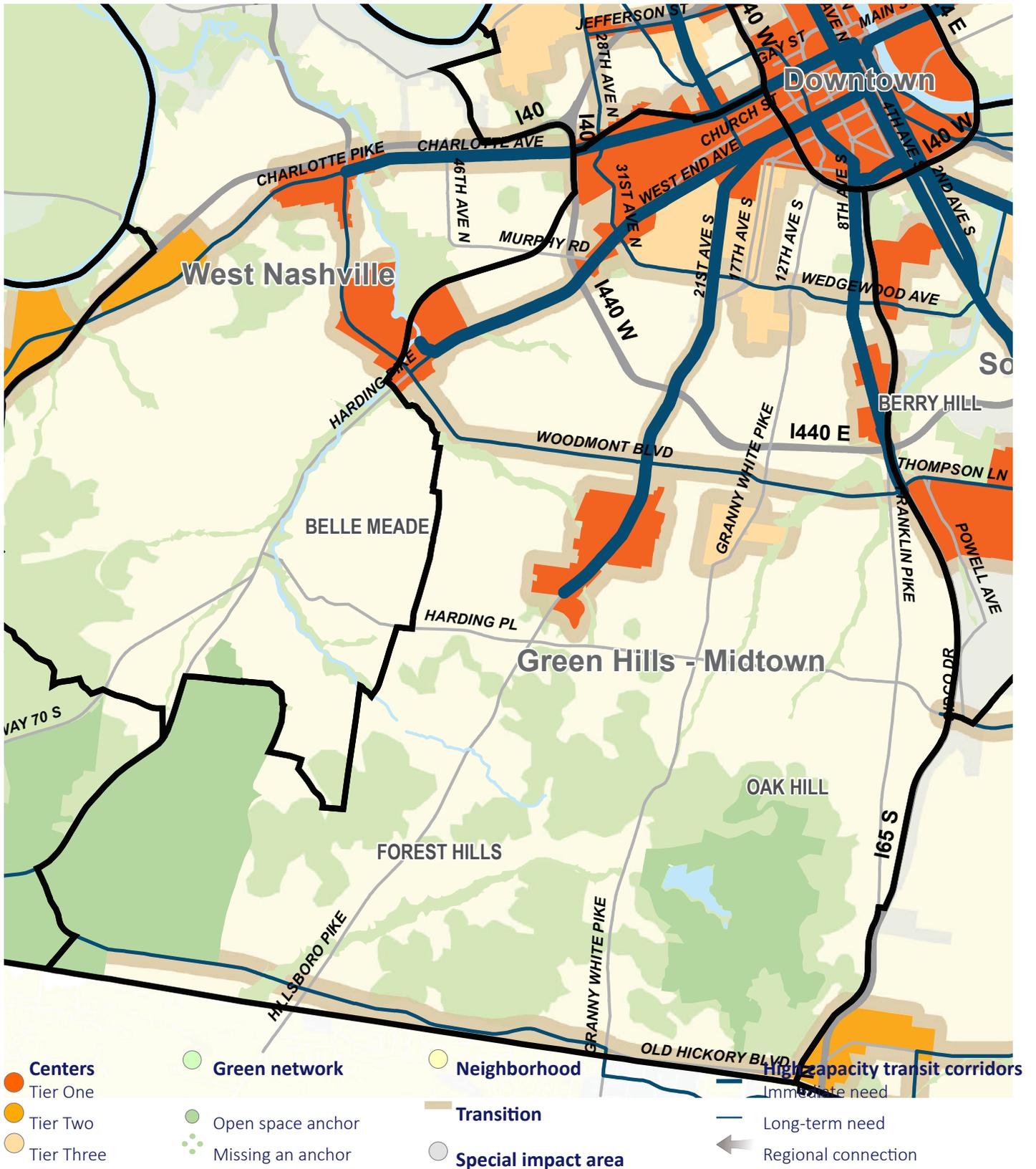
To see the entire Growth and Preservation Concept Map, please see NashvilleNext Volume I (Vision, Trends & Strategy).

The Concept Map for Green Hills-Midtown illustrates the key concepts listed above: strategically locating new residential development; building a complete transit network and allowing for strategic infill to support it; creating activity centers and allowing for strategic infill to support it; preserving established residential areas; protecting floodway/floodplain areas; and adding more connectivity, primarily through bikeways, greenways and multi-use paths.

Green Network

The green network on the Concept Map reflects natural areas that provide natural resources (such as water and land for farming), ecological services (such as cleaning air and slowing water runoff), wildlife habitat, and recreation opportunities. The network also includes sensitive natural features that can be disturbed or destroyed by development or that pose a health or safety risk when they are developed (such as steep slopes and floodplains).

Growth & Preservation Concept Map
Green Hills-Midtown detail



In the Green Hills-Midtown Community, most of the green network is in the form of large T1 Natural Open Space areas Percy Warner Park and Radnor Lake State Natural Area. There are also large areas of steeply sloping terrain in the separately incorporated Cities of Forest Hills and Oak Hill. The main floodways and floodplains are along Richland and Sugartree Creeks.

Neighborhoods

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

In the Green Hills-Midtown Community, neighborhoods are urban and suburban in character.

Transitions and Infill

Transition and infill areas are areas of moderate density multifamily residential and occasionally small-scale offices and live-work buildings that are appropriate along and around prominent corridors and centers to provide a harmonious connection to surrounding neighborhoods. These areas provide transitions – in building types as well as scale and form – between higher intensity uses or major thoroughfares and lower density residential neighborhoods. These areas provide housing in proximity to transit and commercial services, increasing the likelihood that residents can walk or bike to meet some of their daily needs. These areas also provide a diversity of housing types that are attractive to Nashvillians.

The Community Character Manual includes a variety of Community Character Policies that can be applied to transition and infill areas shown on the Concept Map. The residential and mixed use Community Character Policies contain guidance on how to design transitions and infill development. The Community Character Manual also includes a policy category called District Transition that can be applied in transition and infill locations where small-scale offices, live-work buildings, or multifamily housing would be appropriate. The Green Hills-Midtown Community contains one District Transition area, which is located along the north side of Crestmoor Road

and both sides of Bedford Avenue adjacent to the Tier 1 Activity Center that includes the Mall at Green Hills.

Centers

The centers included in the Concept Map build on existing commercial center areas to evolve into active, mixed-use places serving as a neighborhood or community gathering place. Centers are anticipated to become pedestrian-friendly areas with frequent transit service that contain a dense mix of homes, shops, jobs and parks, as well as services, schools and cultural amenities. The Concept Map places center areas in three tiers:

- » Tier One – These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- » Tier Two – These centers receive some investments to manage growth, though less than Tier One centers.
- » Tier Three – These centers show areas that could receive coordinated investments in response to opportunities identified by the private sector.

In the Green Hills-Midtown Community, Tier One centers are located in Midtown and around the Mall at Green Hills, the Harding Town Center around the intersection of Woodmont Boulevard and Harding Road, and the center along Franklin Pike in and adjacent to the City of Berry Hill. Part of the Tier Two Center around the Old Hickory Boulevard/I-65 interchange (Maryland Farms area) is located in Green Hills-Midtown. The rest of that Tier Two Center is in the Southeast Community (Seven Hills area). Tier Three centers are located Belmont, Lipscomb, and Vanderbilt Universities.

Green Hills-Midtown – Community Character Policy Plan

The Green Hills-Midtown Community Character Policy Plan builds upon the Growth and Preservation Concept Map. The Community Character Policies take the Concept Map to the next level of detail by addressing the form and character of each area in the Green Hills-Midtown Community. The Community Character Policies are the standard by which development and investment decisions are reviewed and future zone change requests are measured.

To view the adopted Community Character Policies in detail for the Green Hills-Midtown Community, please go to www.nashville.gov/mpc.

The Green Hills-Midtown Community Plan provides guidance, applying to every property in Green Hills-Midtown the policies found in the Community Character Manual. Those policies are intended to ensure that the elements of development are coordinated so that the intended character of an area is achieved. To view the entire Community Character Manual, please refer to the beginning of Volume III (this volume).

Green Hills-Midtown's natural and open space areas include areas with environmentally sensitive features, mainly floodplains, as well as public parks and open space. The plan encourages the preservation or remediation of *all* environmentally sensitive features, but particularly floodplains and floodways, through the use of Conservation policy. The policy encourages the preservation and/or reclamation of these features. Conservation policy also includes steep slopes. Research has shown that the headwaters of many streams and tributaries to the Cumberland River lie in these steep slopes. Preservation of these areas can reduce the impact of flooding in the future by slowing down and absorbing stormwater runoff during rain events.

Another area of emphasis is enhancing centers and corridors. The Green Hills-Midtown Community has several prominent corridors, such as Charlotte Avenue, Broadway/West End Avenue/Harding Pike, 21st Avenue South/Hillsboro Pike, and 8th Avenue South/Franklin Pike. Green Hills-Midtown also has several commercial centers that serve the community. They range from small-scale neighborhood centers such as those along 12th Avenue South / Granny White Pike, to larger community centers such

as the center along both sides of Franklin Pike between Bradford Avenue and I-440. These areas should be enhanced by adding a mixture of uses, additional housing options, additional connections for pedestrians and cyclists, and additional or enhanced transportation options such as transit. The transition between these higher-intensity areas and the surrounding neighborhoods must also be addressed through well-designed land use transitions to adjacent residential areas.

The Green Hills-Midtown Community's desire to maintain and enhance its established urban and suburban residential neighborhoods is shown by the placement of Neighborhood Maintenance policy. However, to maintain long-term sustainability of the community and to enhance housing choices for residents at every point in their lives, an appropriate mixture of housing types must still be provided in the community. Appropriate locations for additional residential development are indicated by applying Neighborhood Evolving, Center and Corridor policy areas. Providing diverse housing types allows individuals to relocate within the same community as their needs and circumstances change. The provision of diverse housing types also creates more opportunities for uses within the mixed use centers that serve the needs of the surrounding neighborhoods, such as cafes, coffee shops, boutiques, and small shops. Currently, some businesses would argue it is not viable for them to locate in the community because there are not enough people living in the area to support their businesses. The most intense residential uses should occur within mixed use buildings in center areas. Residential uses should become less intense as they move away from the center areas.

In addition to changing the physical form of several Green Hills-Midtown neighborhoods, infill development is also impacting the affordability of the neighborhoods. Green Hills neighborhoods have traditionally been priced for more affluent individuals and families, but the neighborhoods within I-440 have been home to substantial housing affordable to working class and low-income individuals and families. As these neighborhoods grow more attractive and property values rise, the housing grows less affordable and the new housing that is built is generally built for affluent individuals and families – replacing affordable housing that existed before.

Projections on Nashville's growth and demographic changes suggest that the popularity of neighborhoods in Green Hills-Midtown will continue as will the loss of affordable housing and the tension between preservation of

neighborhood character and the introduction of new housing. Many neighborhoods in Green Hills-Midtown have taken steps to preserve their neighborhood character through downzoning to allow only single-family homes or only larger lots; by applying Historic zoning overlays; or by applying Urban Design Overlays. Meanwhile, the Metro Planning Commission, in 2014, amended its subdivision regulations to use community character as a guide in more subdivision request decisions.

Appropriate uses within mixed use centers are those that will satisfy the daily needs of the surrounding neighborhoods. These uses may include, but are not limited to, restaurants, retail shops, offices, service-oriented businesses, and entertainment facilities. Providing retail uses in close proximity to residential uses permits residents and workers to walk or bicycle to receive basic goods and services. Residential uses also allow 24-hour surveillance of streets, buildings, and public gathering spaces located at the core of walkable centers to enhance safety in these areas.

Existing industrial and commercial areas are placed in Center and District policies to maintain employment options that give Green Hills-Midtown its unique balance of employment and residential.

Throughout Nashville, there are various older development plans that were approved, but that are not built. These development plans have existing development rights that allow residential development within an approved density and intensity. If no changes to the approved plans are sought, what was previously approved can be built without guidance for the Community Plan. In some cases, however, development plans may require additional review if significant changes to the approved plans are sought; in that case, the policies of the Green Hills-Midtown Community Plan may provide guidance. There are also additional tools available, such as amendments, rezoning, subdivisions, and public investments, to ensure that future development incorporates as many of the designated community character objectives as possible.

How to use the community plan and special policies with the larger CCM

Within some Community Character Policy areas there are unique features that were identified during the community planning process where additional guidance is needed beyond what is provided in the CCM. This additional guidance is referred to as a Special Policy and is included in each community plan. The Special Policies may provide additional specificity to the broad language in CCM or it may describe conditions that deviate slightly from the CCM policy. In all cases, users should first refer to the separate CCM document to understand the policy's general intent, application, characteristics, and design principles. Then look at the Community Plan for any Special Policies that discuss unique conditions that may exist. The Special Policies are not identified as a separate graphic on the map, but are found within the text of a Community Character Policy Area. Thus, when a user looks up a Community Character Policy Area on a map, its number will correspond with the special policies in the text. The Community Character Policy Plan and Special Policies are found in Chapter II.

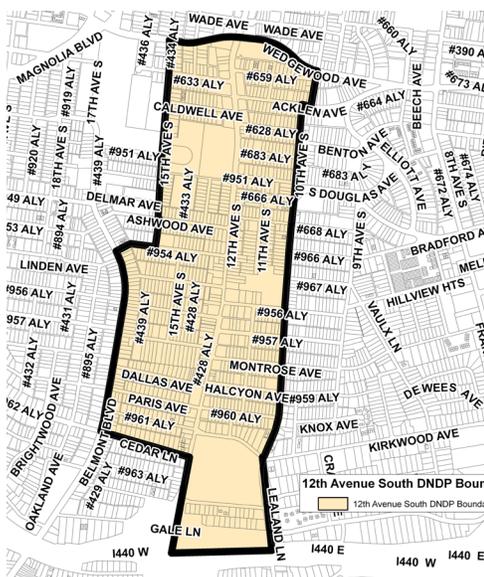
Green Hills-Midtown – Special Policies

The Green Hills-Midtown Community Plan provides guidance through the policies found in the Community Character Manual. Those policies are intended to ensure that the elements of development are coordinated so that the intended character of an area is achieved. They provide guidance on appropriate building types/designs, appropriate location of buildings on property, and other elements, including sidewalks, landscaping, bikeways and street connections. In addition to the guidance found in the Community Character Manual, there are also associated special policies contained or referenced in this section that provide additional detailed guidance in a few select areas. (For additional information, refer to Community Character Manual and how to use it at the beginning of Volume III.)

To view the Special Policy areas, please refer to Community Character Policies for the Green Hills-Midtown Community. These may be found at: www.nashville.gov/mpc.

12th Avenue South Corridor Detailed Neighborhood Design Plan

The 12th Avenue South Detailed Corridor Neighborhood Design Plan (DNDP) was adopted as an amendment to the Green Hills-Midtown Community Plan on July 24, 2008 following an extensive community planning process. The DNDP provides more detailed guidance than the policies in the Community Character Manual for the 12th Avenue South Study Area. The DNDP has been carried forward in its entirety with this updated Green Hills-Midtown Community Plan and should be consulted for policy guidance for the area covered by the DNDP.



Boundary map of the 12th Avenue South Detailed Neighborhood Design Plan

The Midtown Study, a Community Character Plan

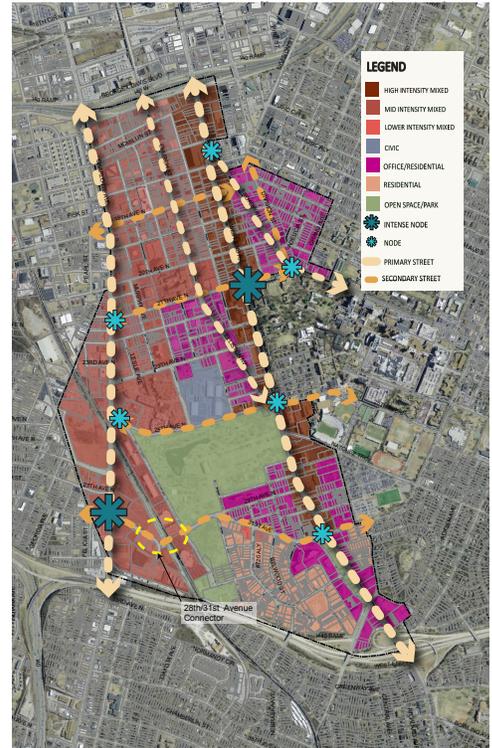
The *Midtown Study, a Community Character Plan* (Midtown Study) was adopted as an amendment to the Green Hills-Midtown Community Plan on March 22, 2012 following an extensive community planning process. The Midtown Study provides more detailed guidance than the policies in the Community Character Manual for the Midtown Study Area. The Midtown Study has been carried forward in its entirety with this updated Green Hills-Midtown Community Plan and should be consulted for policy guidance for the area covered by the Midtown Study.

The Green Hills Area Transportation Plan

The *Green Hills Area Transportation Plan* was adopted as an amendment to the Green Hills-Midtown Community Plan on March 13, 2014. The *Green Hills Area Transportation Plan* provides detailed guidance about recommended transportation priorities in and around the Green Hills Tier One Center. The *Green Hills Area Transportation Plan* has been carried forward in its entirety with this updated Green Hills-Midtown Community Plan and *Access Nashville 2040*. It should be consulted for in conjunction with other policy guidance for the area it covers.

Special Policy Area 10-T3-NM-01

- » The quasi-rural estate character of the Hillsboro Pike corridor south of Harding Place should be preserved, including the stately homes with generous setbacks, the viewsheds to the surrounding hillsides; and the abundant trees, landscaping and other natural features.
- » As part of the character, any reconstruction of Hillsboro Pike should be context-sensitive and help define, reinforce and embellish the corridor's quasi-rural estate character.



GREEN HILLS AREA TRANSPORTATION PLAN

Planning Department
Metropolitan Nashville
Davidson County, Tennessee

Adopted March 13, 2014



Special Policy Area 10-T3-NM-02

This area includes residential lots on both sides of Lone Oak Road between Richard Jones Road and Warfield Drive and also includes the first three properties on the north and south sides of Shackleford Road and the first three properties on both the north and south side of Warfield Drive. The following Special Policies apply to the area. Where the Special Policy is silent, the guidance of the T3 Suburban Neighborhood Maintenance policy applies.

Design Principle: Access

Shared driveways are appropriate and where they currently exist, they are encouraged to be retained. Development of an alley system is also encouraged to coordinate access and circulation.

Design Principle: Building Form and Site Design

Residential building heights should not exceed 40 feet in a maximum of 3 stories above ground.

Design Principle: Connectivity (Pedestrian/Bicycle)

New development should improve bicycle, pedestrian, and vehicle circulation and safety in this area. Actions can range from creating new roadways as opportunities become available, to building new sidewalks on existing streets and providing bicycle storage/parking.

Design Principle: Connectivity (Vehicular)

Vehicular connectivity is provided in the form of local streets, collectors, and arterials that add to the overall street network and provides residents with multiple routes and reduced trip distances. When the opportunity presents itself, street connectivity is provided.

Special Policy Area 10-T4-NE-06

Regulatory measures aimed at preserving the historic buildings and character of this area should be enacted.

Special Policy Area 10-T4-NE-07

The intent within this area is to provide transition in the intensity of development for this side of Woodmont Boulevard between the adjoining intense mixed-use development to the northwest and the established medium density residential area to the southeast. As part of that transition, the height of buildings should be varied, with the tallest ones, up to ten stories, in the northwestern section of the site, and the shortest ones, up to three stories, in the southeastern section of the site.

The southeastern edge of this area is intended to be the limit of residential development above medium densities (9 housing units/ac) along this side of Woodmont Boulevard. Generous landscaping or other design features should be provided along this edge of the site to provide an attractive buffer and reinforce this boundary. Generous landscaping should also be provided along the edge of this area that abuts the residential development along Kenner Avenue to buffer the impact of development on those homes.

Development not exceeding 21 housing units/acre is intended in this area.

Development should be implemented through zoning that provides assurance that the development will occur as intended, such as the SP district, or PUD or UDO overlay zoning in combination with other appropriate base zone districts.

Special Policy Area 10-T4-NC-05

Edgehill residents have expressed the need for a grocery store and pharmacy in the neighborhood and a strong preference for them to return as principal uses on a large parcel in this Neighborhood Center. The property at the northwest corner of 12th Avenue South and Edgehill Avenue is slightly over two acres. Its size and central location make it the most suitable site in the neighborhood to accommodate 15,000 to 20,000 square foot grocery

store in combination with other retail, office and residential uses. Accordingly, the intent for this site is to preserve the opportunity and promote its use primarily for a grocery store within a mixed use development. Any change in zoning necessary to accommodate a proposed development should be through Specific Plan zoning to assure that the types of uses, their sizes, and design and placement of the development reflect the intent for this area. Proposed developments should be guided by the following:

- » The proposal should provide or include a space for a 15,000 – 20,000 sq. ft. grocery store.
- » If the proposal is for mixed uses, other retail uses should be located on the ground floor; upper floors should be limited to residential and/or office uses.
- » To maintain “neighborhood” scale and character, height should not exceed three stories.
- » Design for safety, convenience and pedestrian-friendliness is essential.

Special Policy Area 10-D-CI-04 – Stokes Elementary School Site

The Stokes elementary school site should be retained as a park if it ceases to be needed for school purposes.

Special Policy Area 10-D-MI-02

- » Development intended in this D MI area is limited to the existing institutional uses. Health care and neighborhood convenience services, in particular, are not intended. Other than the existing development, the only appropriate use without a change in policy is one- and two-family residential at low-medium intensity.
- » Additional development is appropriate only when it is determined that it will not have any adverse impacts on the adjoining Cherokee Park neighborhood.
- » Future development of the college campus portion of this area should be governed by “Institutional Overlay [IO]” zoning.
- » A generous amount of green space should be preserved along and near West End Avenue and Cherokee Avenue in conjunction with the development of the area between those streets and the existing facilities.
- » Nonresidential base zoning is not recommended for any of this D MI area.

Green Hills-Midtown – Development Scenarios

Development scenarios illustrate fundamental concepts that may be applied throughout the community. Over time when actual development and redevelopment occurs in Green Hills-Midtown, stakeholders will begin to see those development principles realized. Until then, development scenarios can provide a glimpse into the future and an example of what type of development *could* occur under the guidance of the Community Character Policies and special policies.

Development scenarios may highlight conserving environmental features, building type mix and arrangement, differing types of open space, streetscape improvements, and civic building placement. Each development scenario explains what is being highlighted and can show a variety of views. *Plan views*, or a “bird’s eye view,” emphasize the location of buildings on property, building entrances, and the location of streets and parking. Development scenarios can also be shown as a perspective or a “street view.” The perspective typically shows how the building interacts with the street. Further, the perspective view shows what a typical person would see while walking down a street or through an actual development. The perspective emphasizes the building heights, setbacks, and other streetscape elements such as landscaping, lighting and sidewalks. In a perspective view, the street or roadway may also be emphasized by showing the number of travel lanes, bike lanes and on-street parking.

In some of the following policy areas, development scenarios are included to help the reader envision what development may look like under the guidance of the policies. There is one development scenario in the Green Hills-Midtown Community that is outside of the Midtown Study and the 12th Avenue South DNNDP. These documents should be consulted for the development scenarios they contain. It is located at Hillsboro Pike and Richard Jones Road in the Green Hills Tier One Center.

It is important to note, however, that development scenarios are only examples and illustrations of what the land use policy would support in the specific area. There are other ideas and examples beyond what is illustrated in these scenarios that would also meet the intent of the community character policies. The development scenarios are not actual or required development plans, but can be used to help inspire new development in the Green Hills-Midtown Community and in other areas of the county with similar characteristics and land use policies.

Development Scenario – Hillsboro Pike and Richard Jones Road

(PLACEHOLDER – THIS DEVELOPMENT SCENARIO IS BEING PREPARED BY STUDENTS IN THE DESIGN STUDIO OF THE UNIVERSITY OF TENNESSEE / KNOXVILLE COLLEGE OF ARCHITECTURE AND PLANNING)

Green Hills-Midtown – Enhancements to the Open Space Network

Each of the Community Plans complements and relies on the *Nashville Open Space Plan* and the *Metropolitan Park and Greenways Master Plan* (“Parks Master Plan”) for projects and enhancements. The Parks Master Plan describes existing parks and greenways and establishes the goals, objectives, policies and plans for parks and greenways throughout Davidson County. The Parks Master Plan should be consulted for more detailed information about existing parks, parkland needs, and the vision for parks and greenways. Both the Open Space Plan and the Parks Master Plan along with current project information may be found at: <http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>

Adding greenways or other trails can improve the area’s quality of life as residential, commercial, employment and recreational developments bring more residents, workers and visitors to the area. Trail connections, additional greenways, improved roadway crossings, and paths increase connectivity among residential, schools, and mixed use centers. This adds value to a neighborhood by providing residents and workers with alternative transportation options such as walking and cycling. In addition, greenways encourage healthier and more active lifestyles.

In some areas, a multi-use path may be a more appropriate solution that separate sidewalks, bikeways and greenways to maintain community character. A multi-use path can be thought of as a greenway – it will be used by pedestrians and cyclists – but instead of following a river or creek, it follows a corridor. It has the benefit of efficient provision of infrastructure (it is built on one side of the corridor, unlike sidewalks and bikeways on both sides of a street) and the greenway design can be more in keeping with the rural and suburban nature of these corridors.

Green Hills-Midtown – Enhancements to the Transportation Network

In addition to community character, each of the Community Plans considers the needs of vehicular users, bicyclists, pedestrians, and transit users in its guidance and recommendations. It does so by utilizing Access Nashville 2040 as its foundation along with the Major and Collector Street Plan (MCSP). The MCSP is part of, and implements, Access Nashville 2040. The MCSP maps the vision for Nashville’s major and collector streets and ensures that this vision is fully integrated with the city’s land use, mass transit, bicycle and pedestrian planning efforts. The *Strategic Plan for Sidewalks and Bikeways* establishes high-priority sidewalk areas and outlines future sidewalk and bikeway projects for the city. There are additional plans that outline committed funding and project priorities, including the city’s Capital Improvements and Budget Program.

Please refer to Access Nashville 2040 in Volume V for details and information on these plans, the city-wide vision for various modes of transportation, recommended projects, and other details.

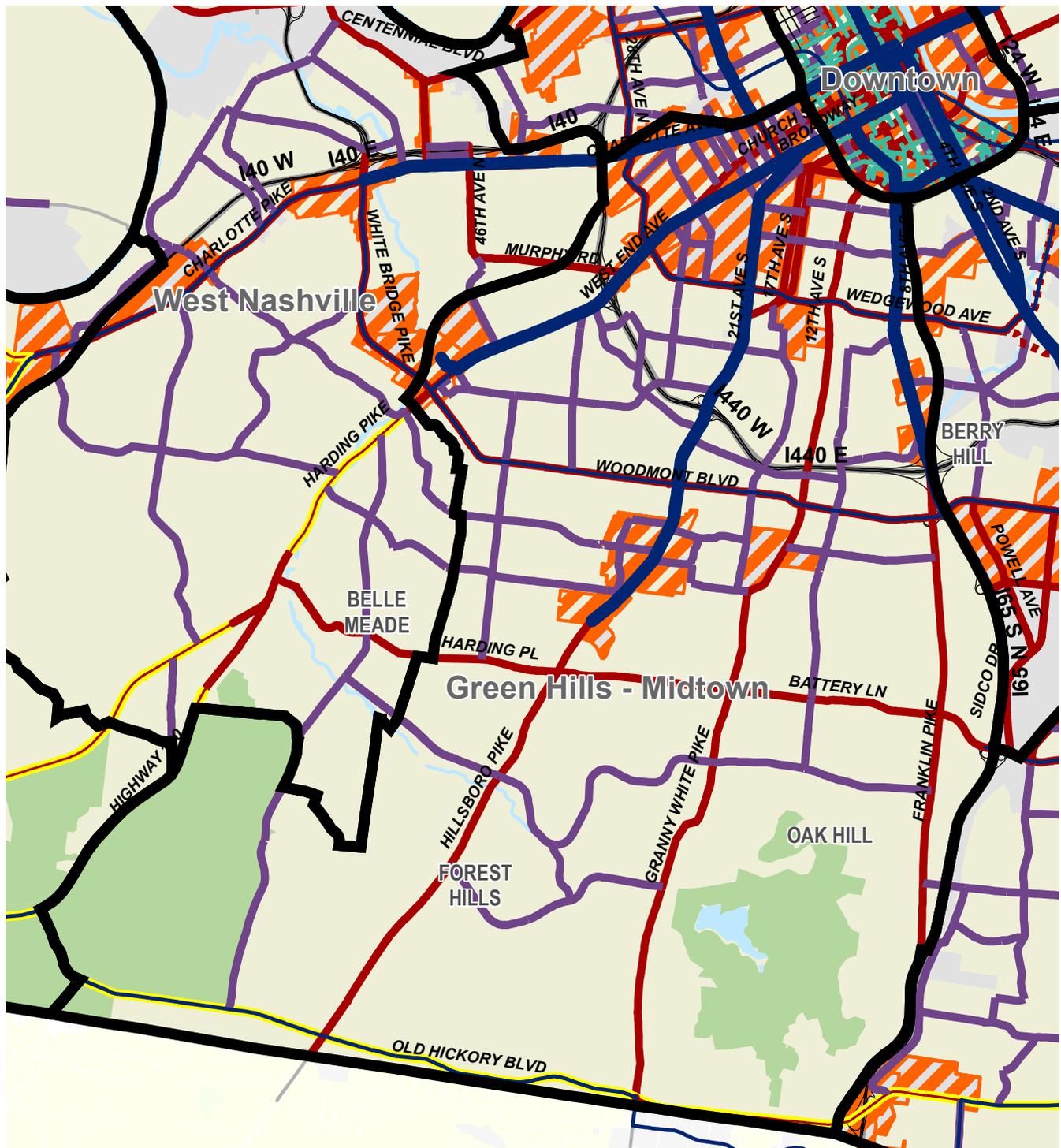
The *Green Hills Area Transportation Plan* focuses accessibility improvements around the Hillsboro Pike corridor near the Mall at Green Hills. The multi-modal recommendations are outlined further in that transportation plan. Please refer to the *Green Hills Area Transportation Plan* for details and information on the transportation projects presented in this community plan.

Recommended Transportation Network Enhancements for the Green Hills-Midtown Community

Nashville/Davidson County’s transportation network has evolved over the last decade to include choices in transportation that are context sensitive and serve a wider range of users, including pedestrians, bicyclists and transit users, what is referred to as a “multi-modal” network. Needless to say, funding is limited, and the need to improve a multi-modal network far outweighs existing resources. Sidewalk, bikeways and greenways projects in Green Hills-Midtown compete against street projects, the urgent nature to maintain existing infrastructure investments across the County, and projects that are regionally significant. The following priority projects reflect a consensus between community concerns, development pressure and project feasibility.

Major and collector streets

Green Hills-Midtown detail



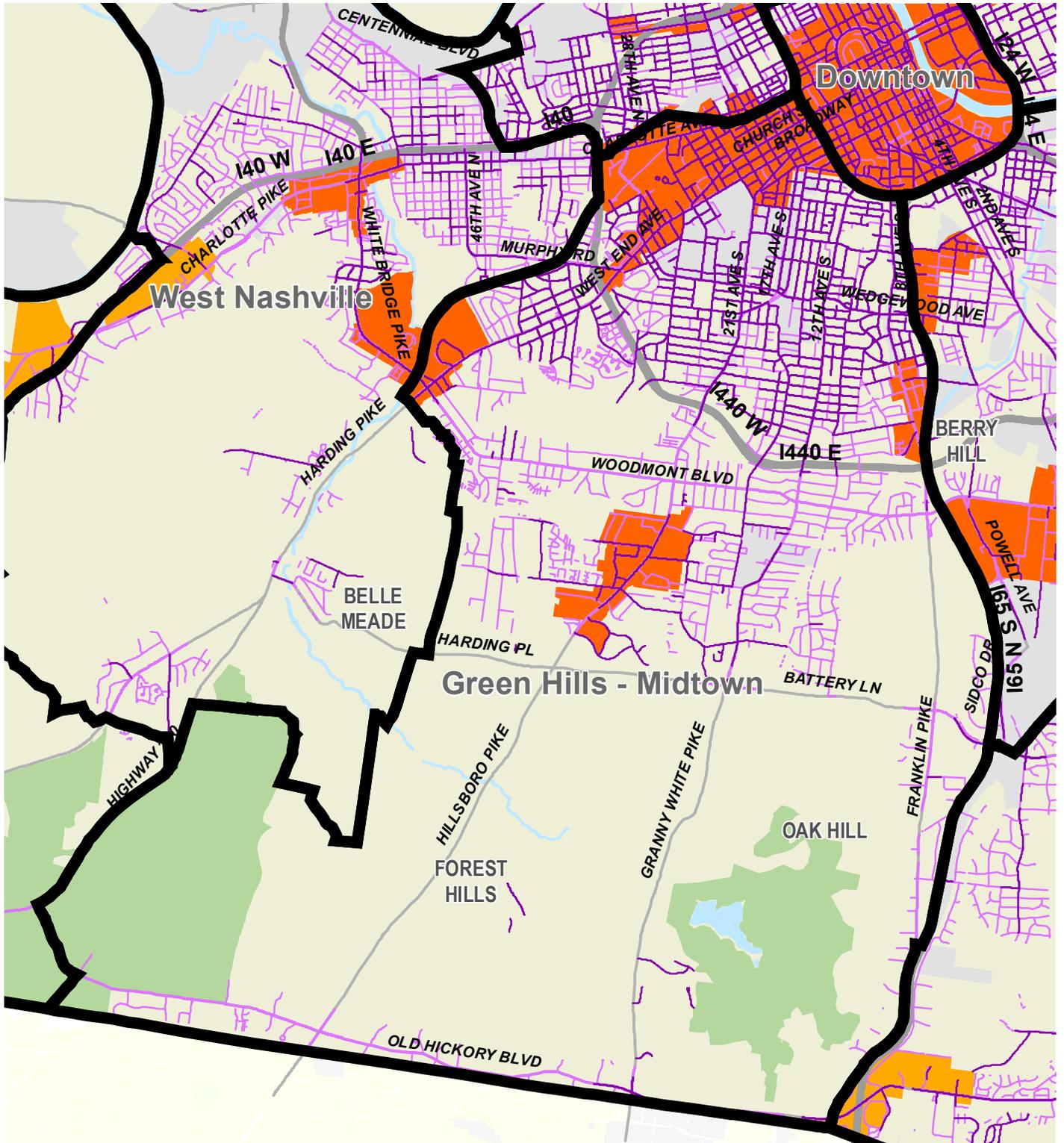
Major and Collector Street Legend

- | | | |
|---|---|---|
|  Potential Multimodal Freeway Corridor |  Planned Arterial-Boulevard |  Local Street |
|  Planned Multimodal Freeway Corridor |  Collector-Avenue |  Planned Local Alley |
|  Arterial-Parkway Scenic |  Planned Collector-Avenue |  Freeway or Expressway |
|  Arterial-Boulevard Scenic |  Downtown Local Street |  Ramp |
|  Planned Arterial-Boulevard Scenic |  Planned Downtown Local Street |  Planned Ramp |
|  Arterial-Boulevard |  Planned Downtown Alley | |

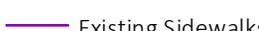


Sidewalks

Green Hills-Midtown detail



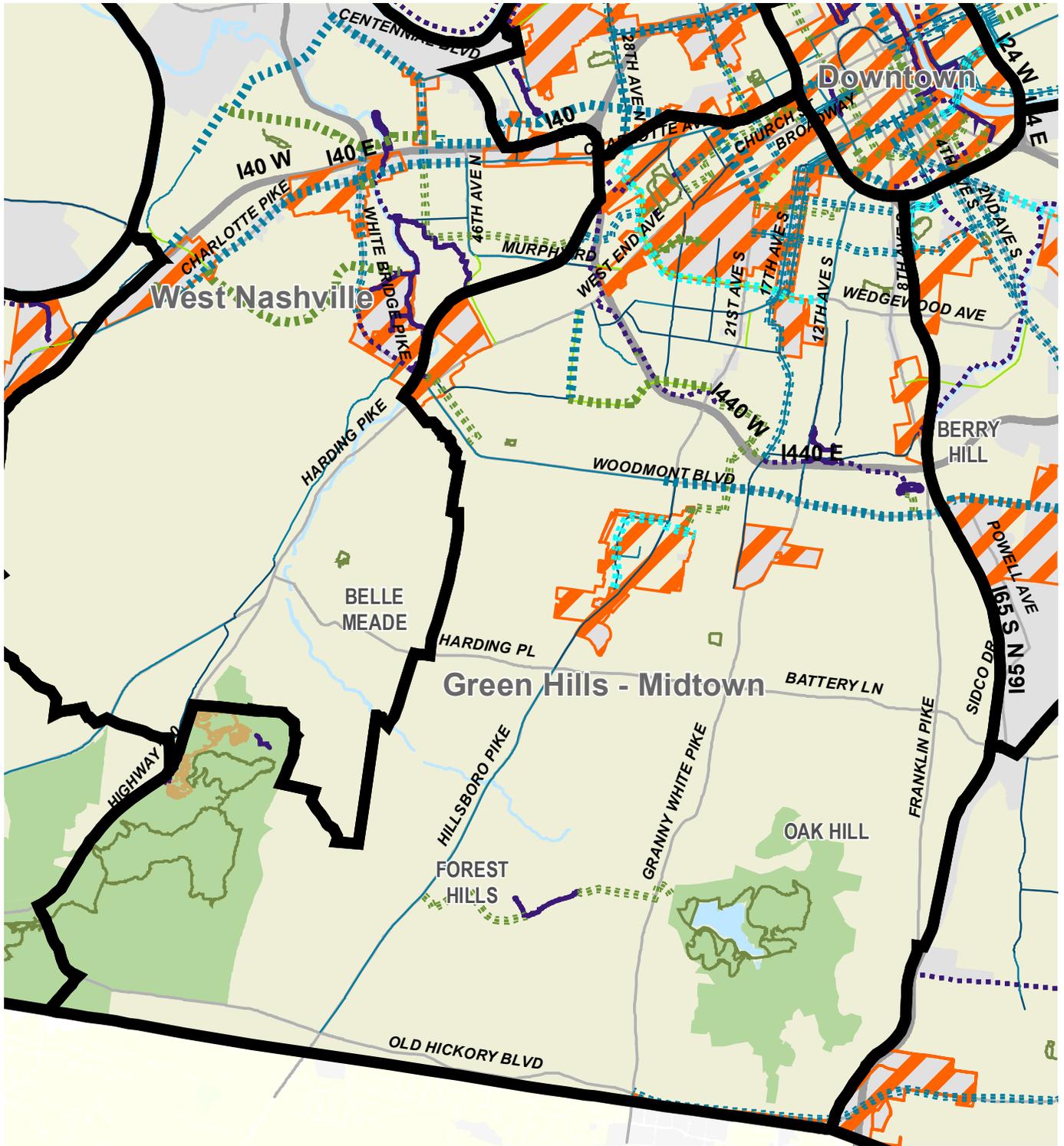
Sidewalks Legend

- | | | |
|---|---|---|
|  Water Bodies |  Missing Sidewalks |  Centers |
|  Anchor Parks |  Local |  Third |
|  Special Uses |  Major Road |  Second |
|  Existing Sidewalks |  Minor Road |  First |



Bikeways

Green Hills-Midtown detail



Bikeways and Greenways Legend

- | | | | |
|--------------|---------------------|------------------------------|--------------------|
| Anchor Parks | Bike Lane Vision | Greenway Vision | Existing Greenways |
| Water Bodies | BL/Buffered BL | Bike Lane, Paved | Greenway, Paved |
| Special Uses | Bike Lane | Greenway, Paved | Greenway, Unpaved |
| | Buffered BL | Mountain Bike Trail, Unpaved | Park Trail, Paved |
| | Signed Shared Route | Park Trail, Unpaved | |



Transit Priorities for the Green Hills-Midtown Community

To be determined with MTA Strategic Master Plan Update in 2015-2016.

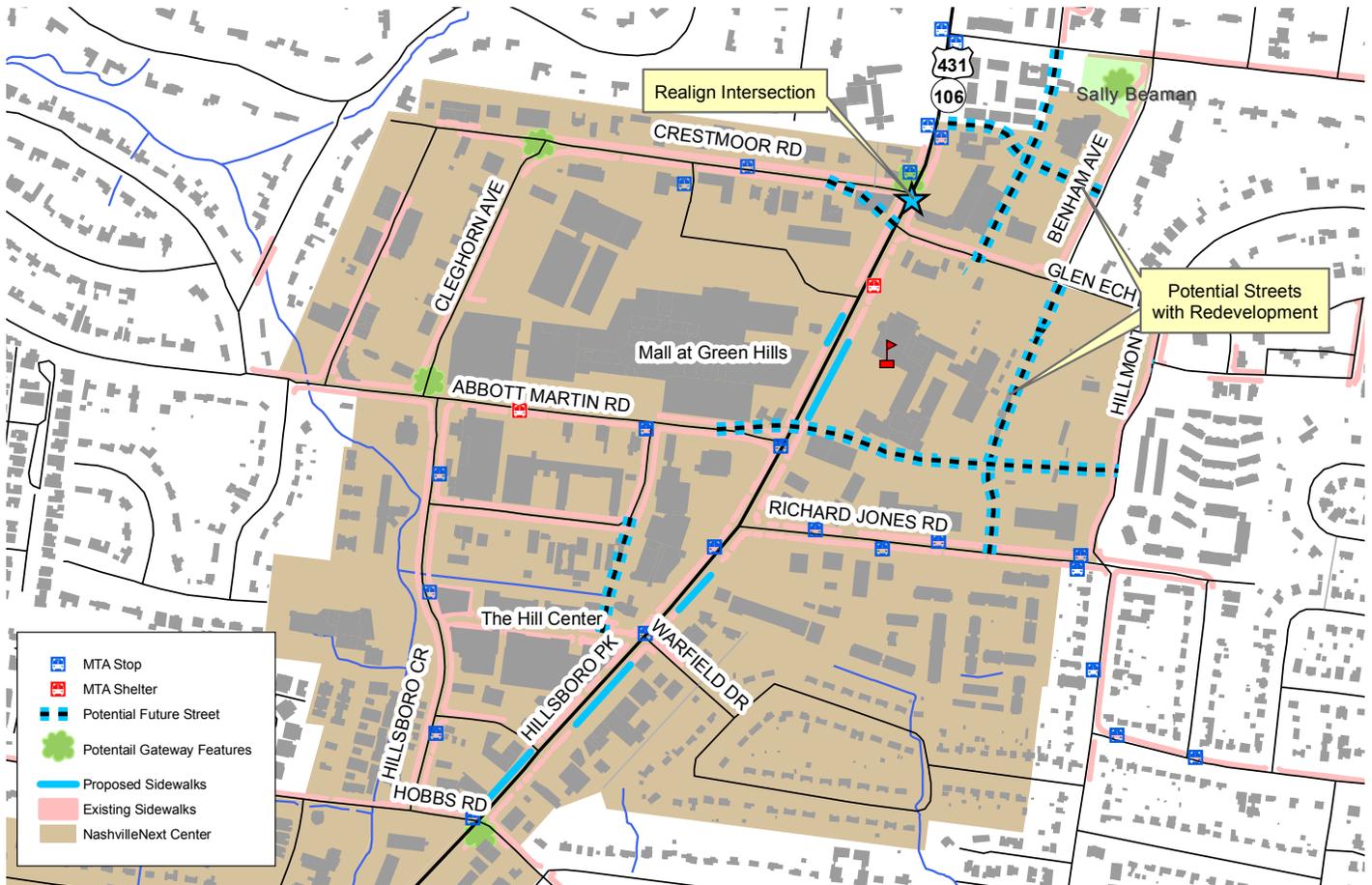
Pedestrian Priorities for the Green Hills-Midtown Community

The pedestrian priorities for the Green Hills-Midtown Community are:

- » Gateway to Green Hills - Fill in sidewalk gaps along Hillsboro Pike, improve street crossings, streetscaping, and limit vehicular access points with redevelopment from Crestmoor Road to Hobbs Road.
- » South Green Hills Sidewalks - Construct sidewalks along the west side of Hillsboro Pike from Harding Place to Hobbs Road.
- » Midtown Walking Improvements - Secure wider sidewalks along the Broadway-West End corridor and limit vehicular access points from Downtown to White Bridge Road including adjacent streets with redevelopment.
- » Edgehill Walking Improvements - Improve street crossings along 12th Avenue South from the Gulch near I-40 to Ashwood Avenue in 12South.

Gateway to Green Hills

Fill in sidewalk gaps along Hillsboro Pike, improve street crossings, streetscaping, and limit vehicular access points with redevelopment from Crestmoor Road to Hobbs Road.



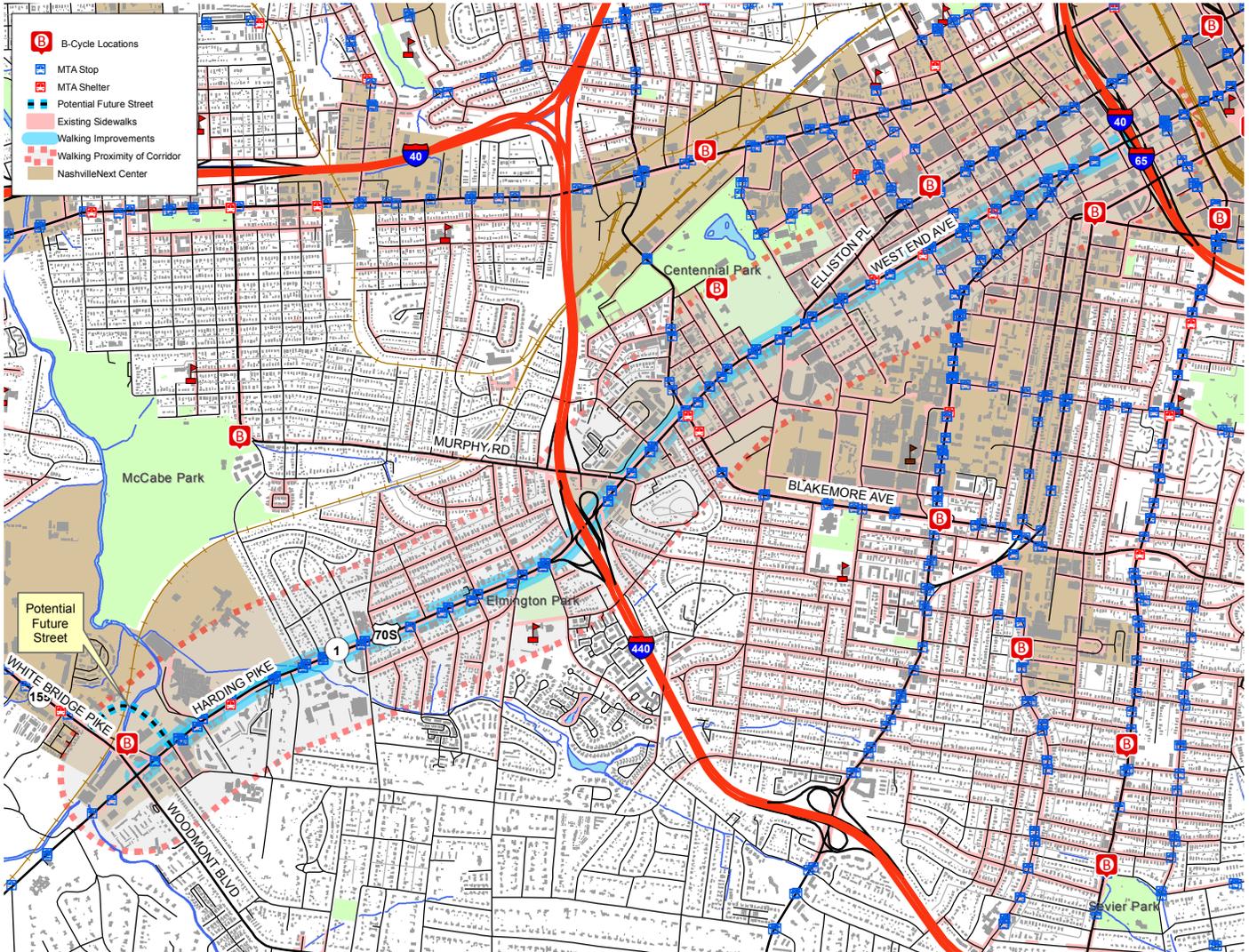
South Green Hills Sidewalks

Construct sidewalks along the west side of Hillsboro Pike from Harding Place to Hobbs Road.



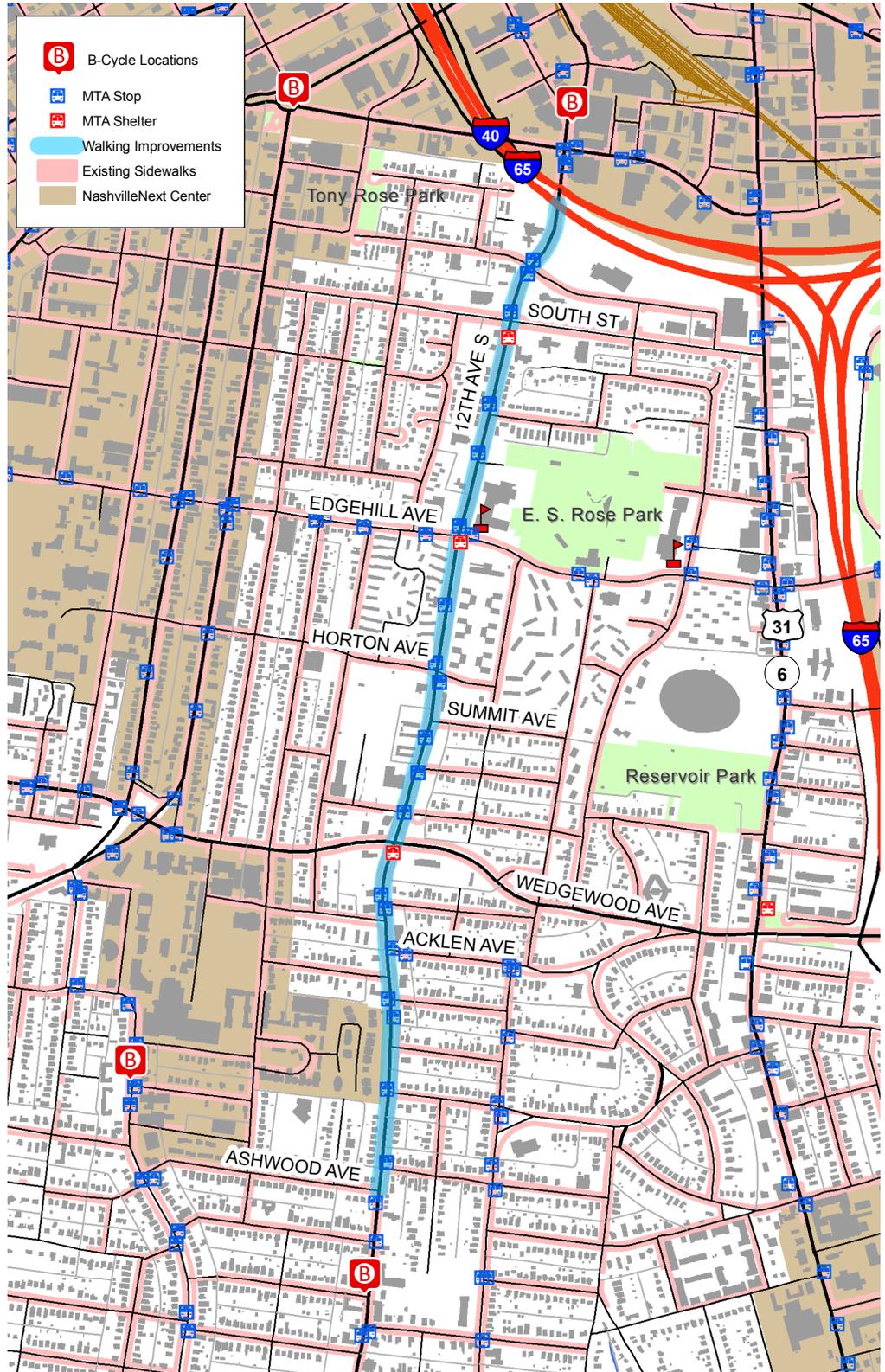
Midtown Walking Improvements

Secure wider sidewalks along the Broadway-West End corridor and limit vehicular access points from Downtown to White Bridge Road including adjacent streets with redevelopment.



Edgehill Walking Improvements

Improve street crossings along 12th Avenue South from the Gulch near I-40 to Ashwood Avenue in 12South.



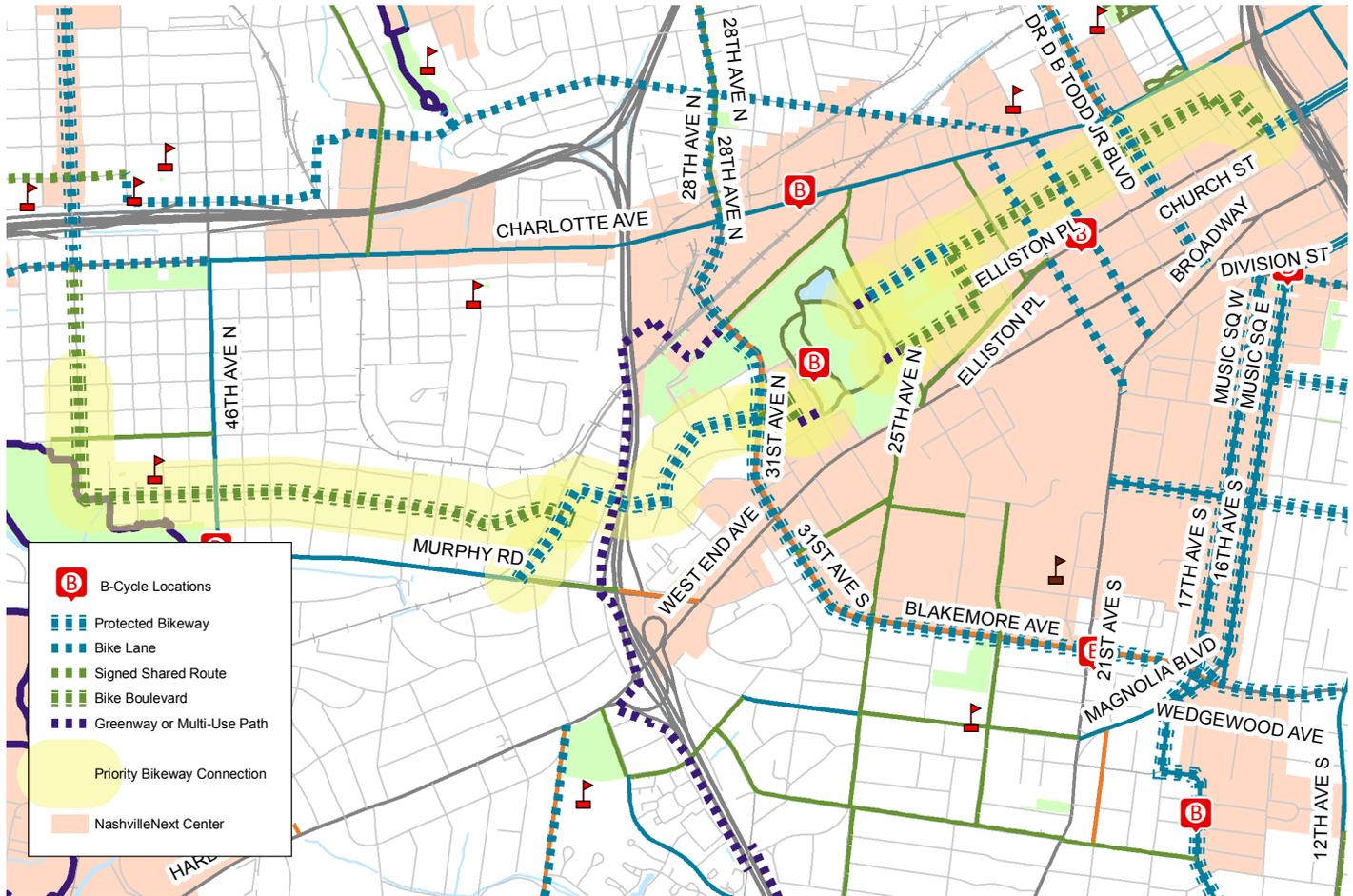
Bikeway Priorities for the Green Hills-Midtown Community

The bikeway priorities for the Green Hills-Midtown Community are:

- » Richland Park to Downtown Neighborhood Greenway - Implement a bike boulevard along Nebraska Avenue, Long Boulevard, and Patterson Street from Richland Park through Centennial Park to Church Street.
- » Green Hills to Midtown Neighborhood Greenway - Implement a bike boulevard connecting Green Hills Mall to Belmont to Music Row to Midtown.
- » Edgehill Avenue Protected Bikeway - Implement a protected bikeway on Edgehill Avenue from 21st Avenue South to Chestnut Street.
- » Woodmont-Thompson Lane Bike Lanes - Complete connectivity gaps between existing bike lanes along Woodmont Boulevard and Thompson Lane.
- » 440 Multi-Use Path - Develop a multi-use path generally parallel to I-440 connecting North Nashville to Woodbine.
- » West End Bike Safety Improvements - Develop bike friendly crossings across West End at 18th Avenue and 28th Avenue.

Richland Park to Downtown Bike Boulevard

Implement a bike boulevard along Nebraska Avenue, Long Boulevard, and Patterson Street from Richland Park through Centennial Park to Church Street.



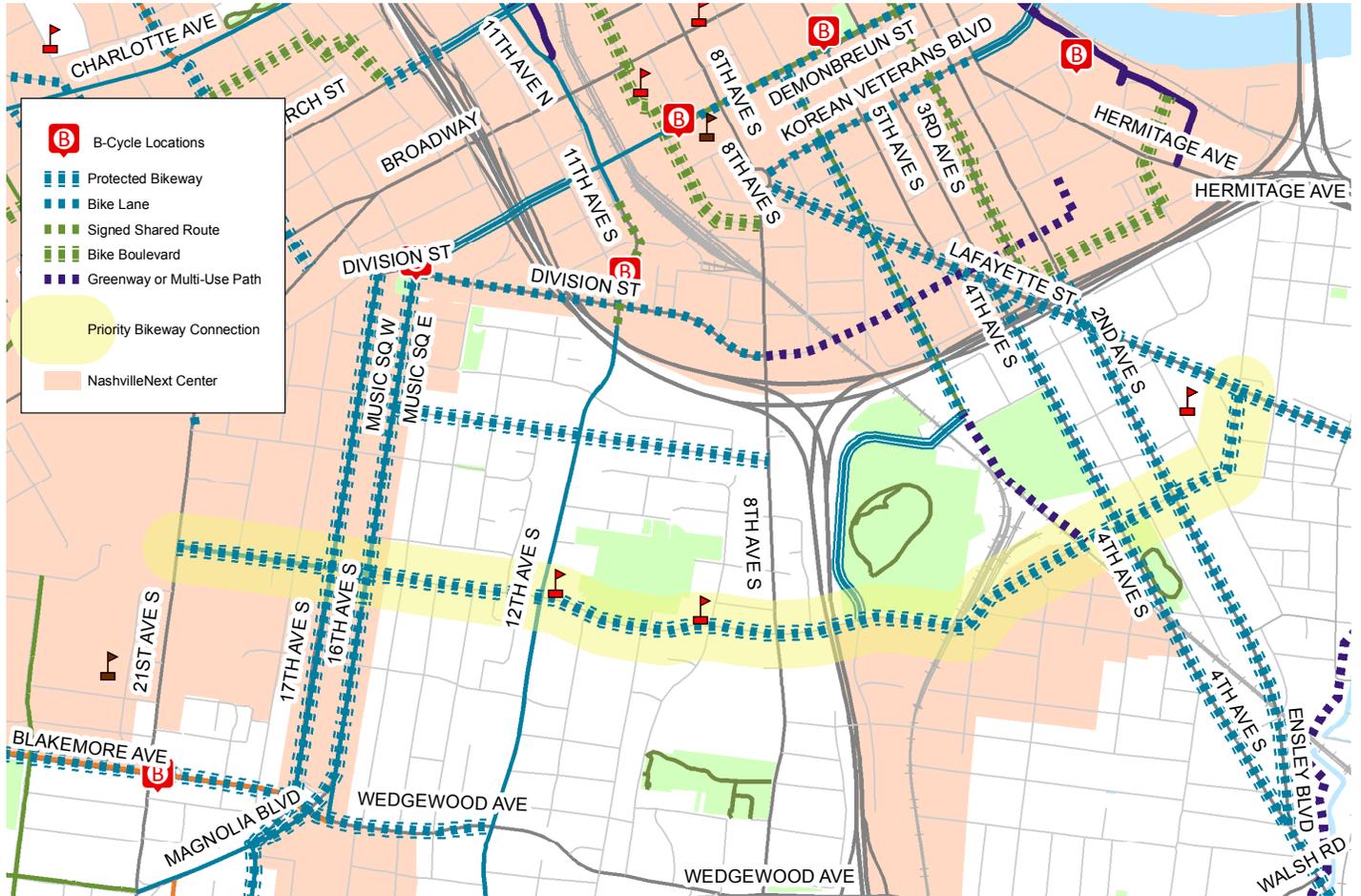
Green Hills to Midtown Bike Boulevard

Implement a bike boulevard connecting Green Hills Mall to Belmont to Music Row to Midtown.



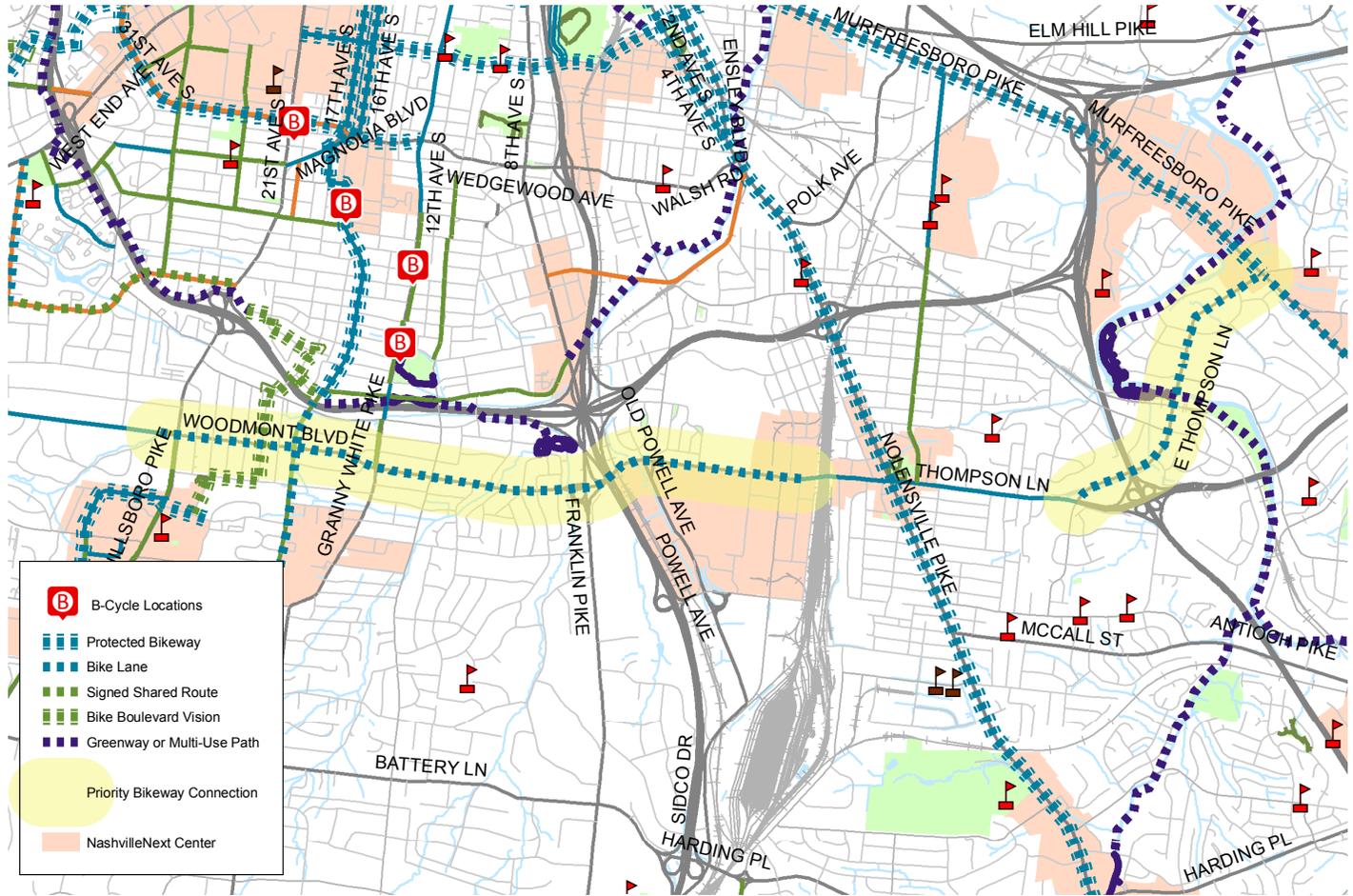
Edgehill Avenue Protected Bikeway

Implement a protected bikeway on Edgehill Avenue from 21st Avenue South to Chestnut Street.



Woodmont-Thompson Lane Bike Lanes

Complete connectivity gaps between existing bike lanes along Woodmont Boulevard and Thompson Lane.



440 Multi-Use Path

Develop a multi-use path generally parallel to I-440 connecting North Nashville to Woodbine.



West End Bike Safety Improvements

Develop bike friendly crossings across West End at 18th Avenue and 28th Avenue.



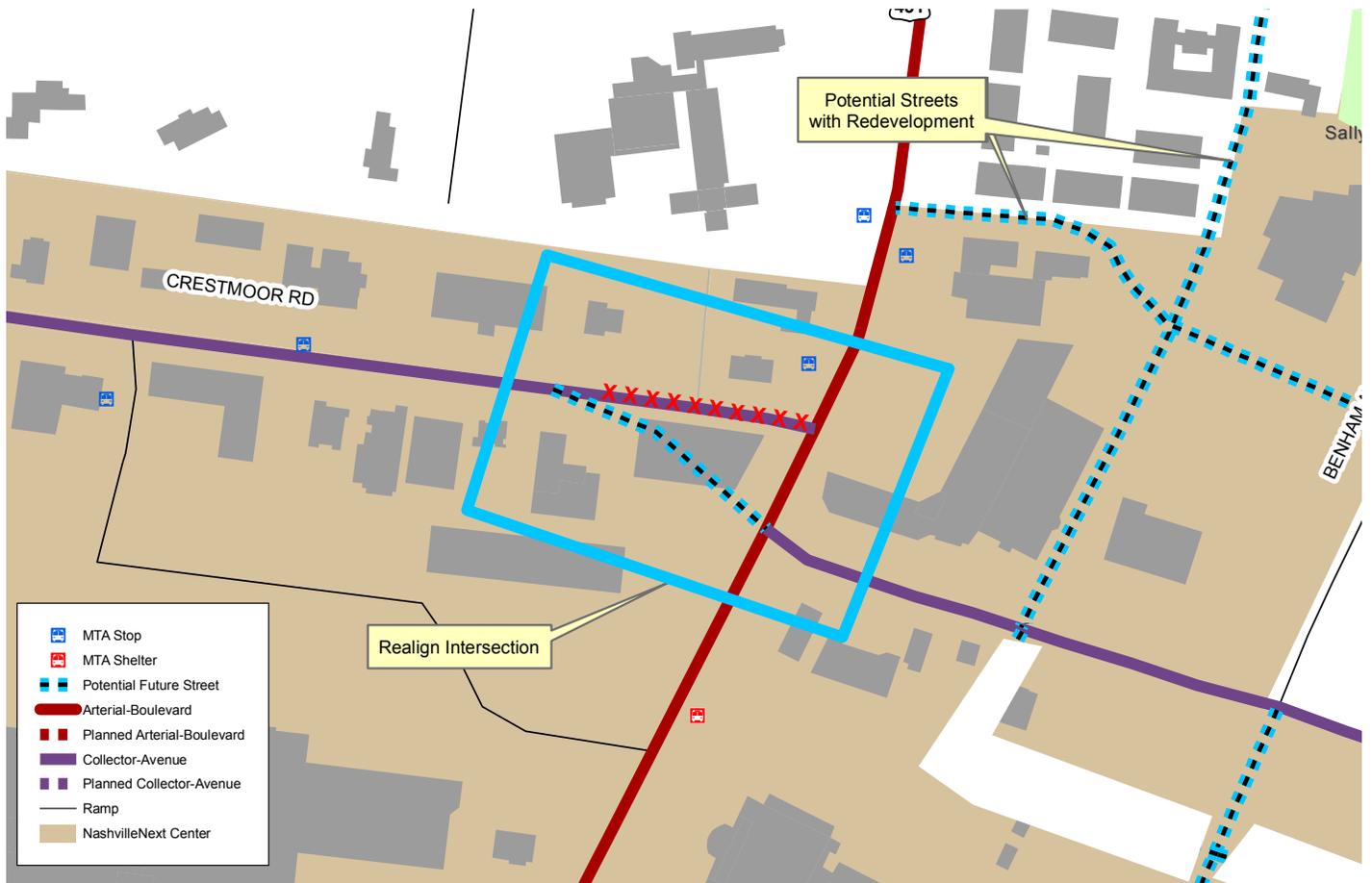
Vehicular Network Priorities for the Green Hills-Midtown Community

In addition to the recommendations contained in the Green Hills Transportation Plan, the following connectivity and improvement projects are depicted in the accompanying maps.

- » Crestmoor/Glen Echo Road Realignment - Realign the intersection of Crestmoor Road/Glen Echo Road and Hillsboro Pike.
- » Bosley Springs Connector - Connect Harding Pike to White Bridge Pike with a new 4/5-lane facility that includes sidewalks, bike lanes, streetscaping, and connection to the Richland Creek Greenway.
- » Abbott Martin Road Extension - Extend Abbott Martin Road to Hillmont Drive with a new 3-lane facility that include sidewalks, bike lanes, and streetscaping.
- » Benham Avenue Extension - If the Hillsboro High School property is redeveloped, extend Benham Avenue as 3/4 lanes to Richard Jones Road and develop internal street connections, include adjacent multi-use path on one side, sidewalks, and streetscaping.
- » 19th Avenue & Division Realignment - Realign the intersection of 19th Avenue South with Division Street.
- » Midtown Couplets Study - Study the one-way couplets in Midtown around the hospitals for improved access to properties and meeting complete street objectives.

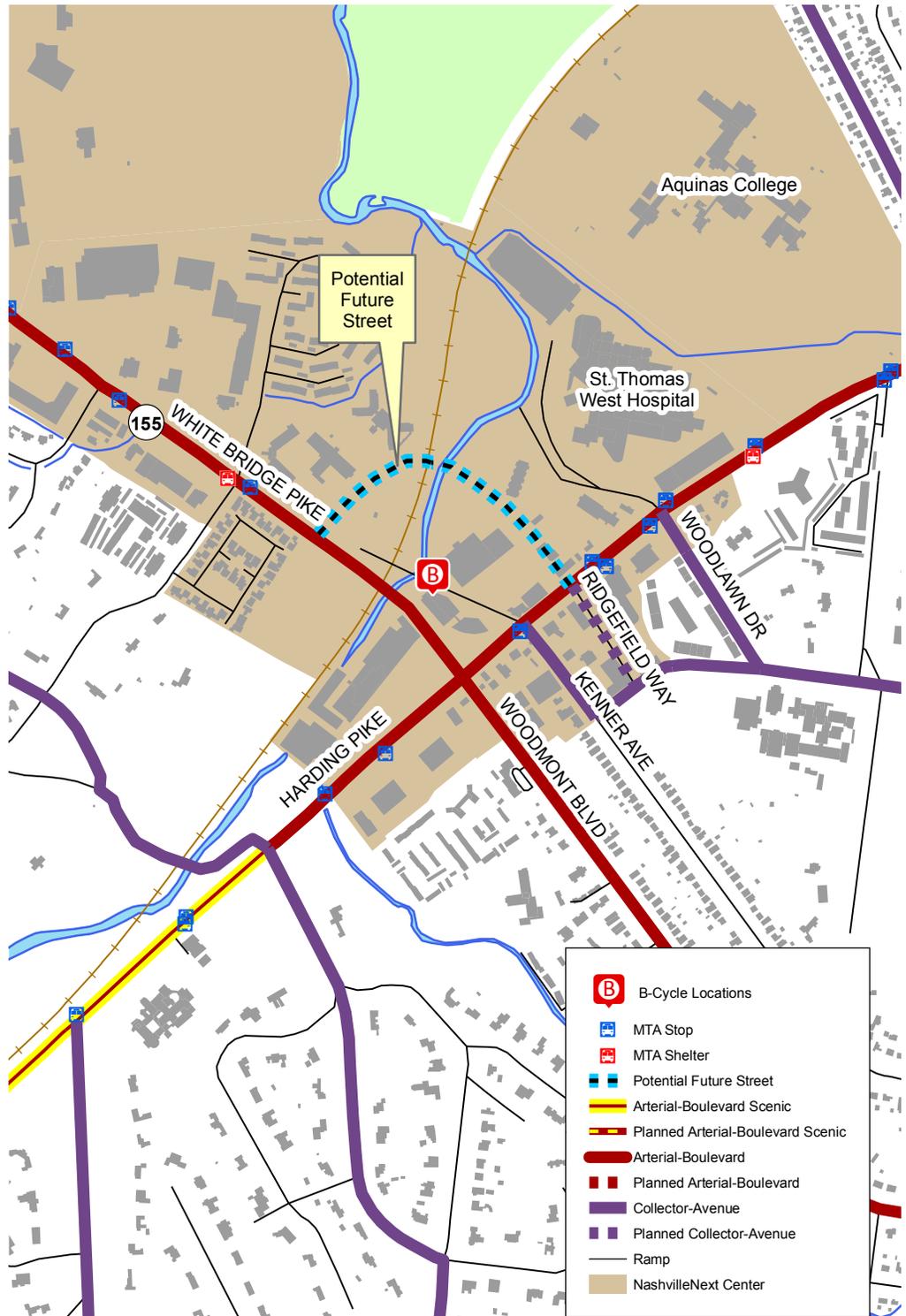
Crestmoor/Glen Echo Road Realignment

Realign the intersection of Crestmoor Road/Glen Echo Road and Hillsboro Pike.



Bosley Springs Connector

Connect Harding Pike to White Bridge Pike with a new 4/5-lane facility that includes sidewalks, bike lanes, streetscaping, and connection to the Richland Creek Greenway.



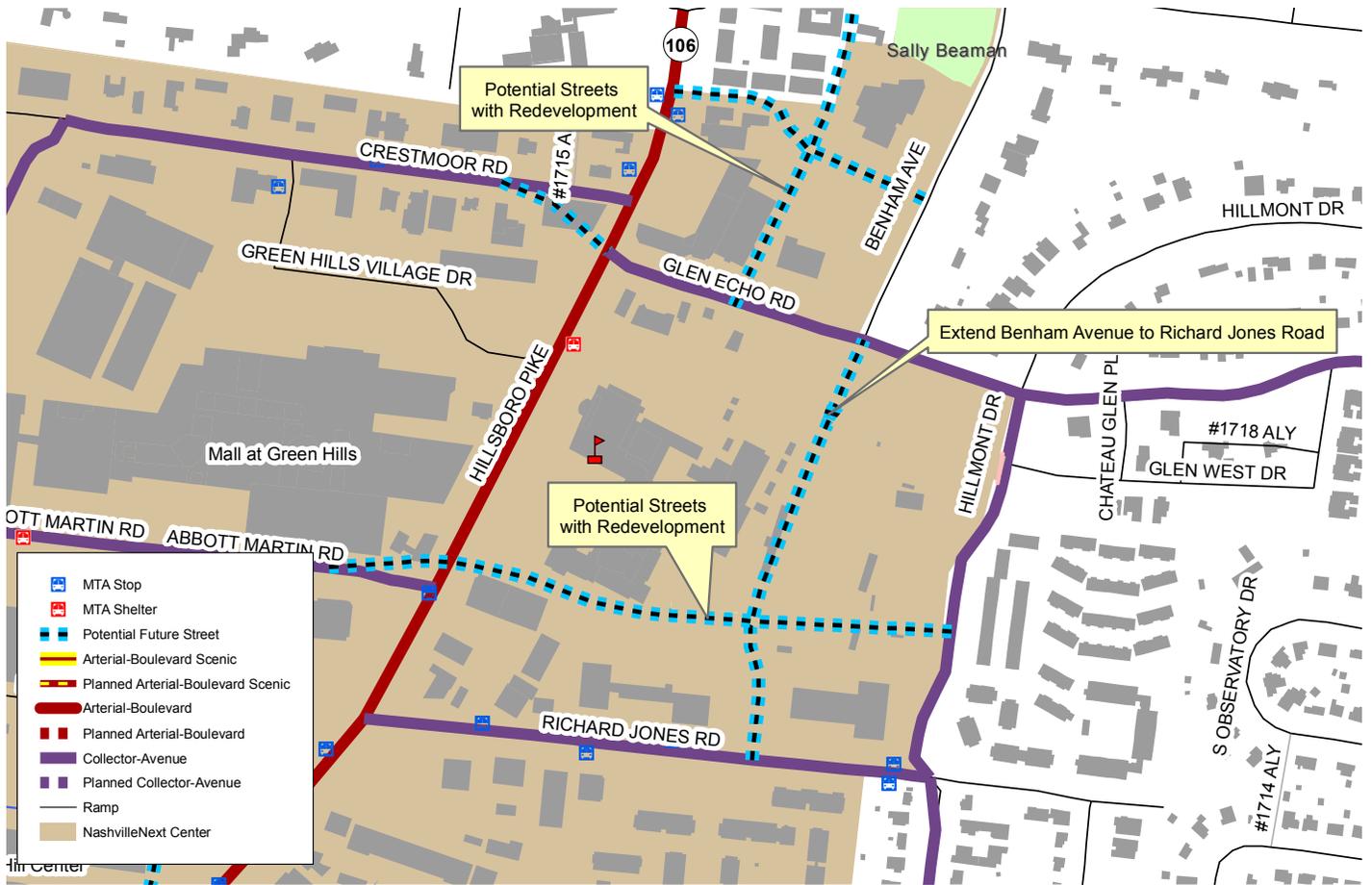
Abbott Martin Road Extension

Extend Abbott Martin Road to Hillmont Drive with a new 3-lane facility that include sidewalks, bike lanes, and streetscaping.



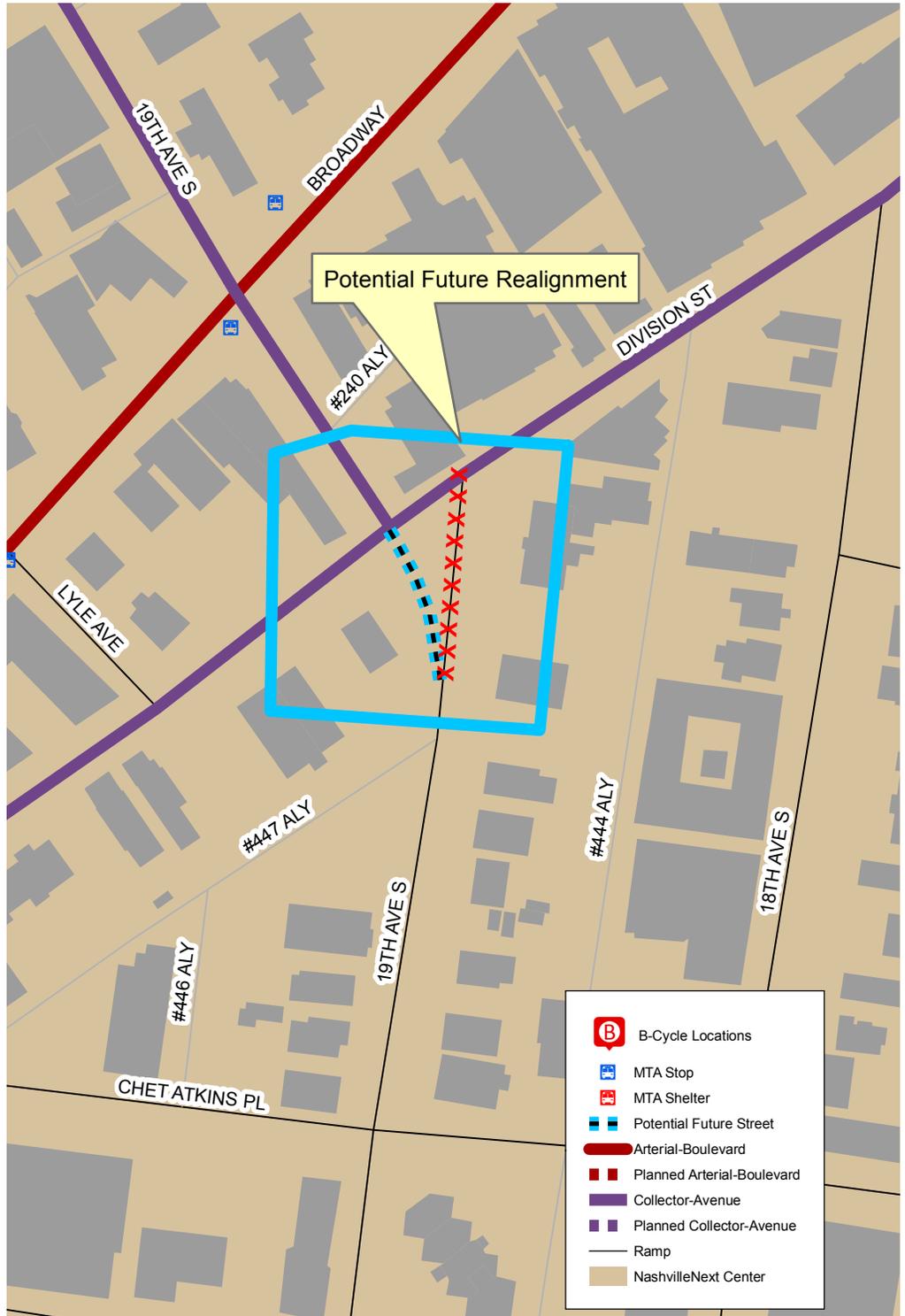
Benham Avenue Extension

If the Hillsboro High School property is redeveloped, extend Benham Avenue as 3/4 lanes to Richard Jones Road and develop internal street connections, include adjacent multi-use path on one side, sidewalks, and streetscaping.



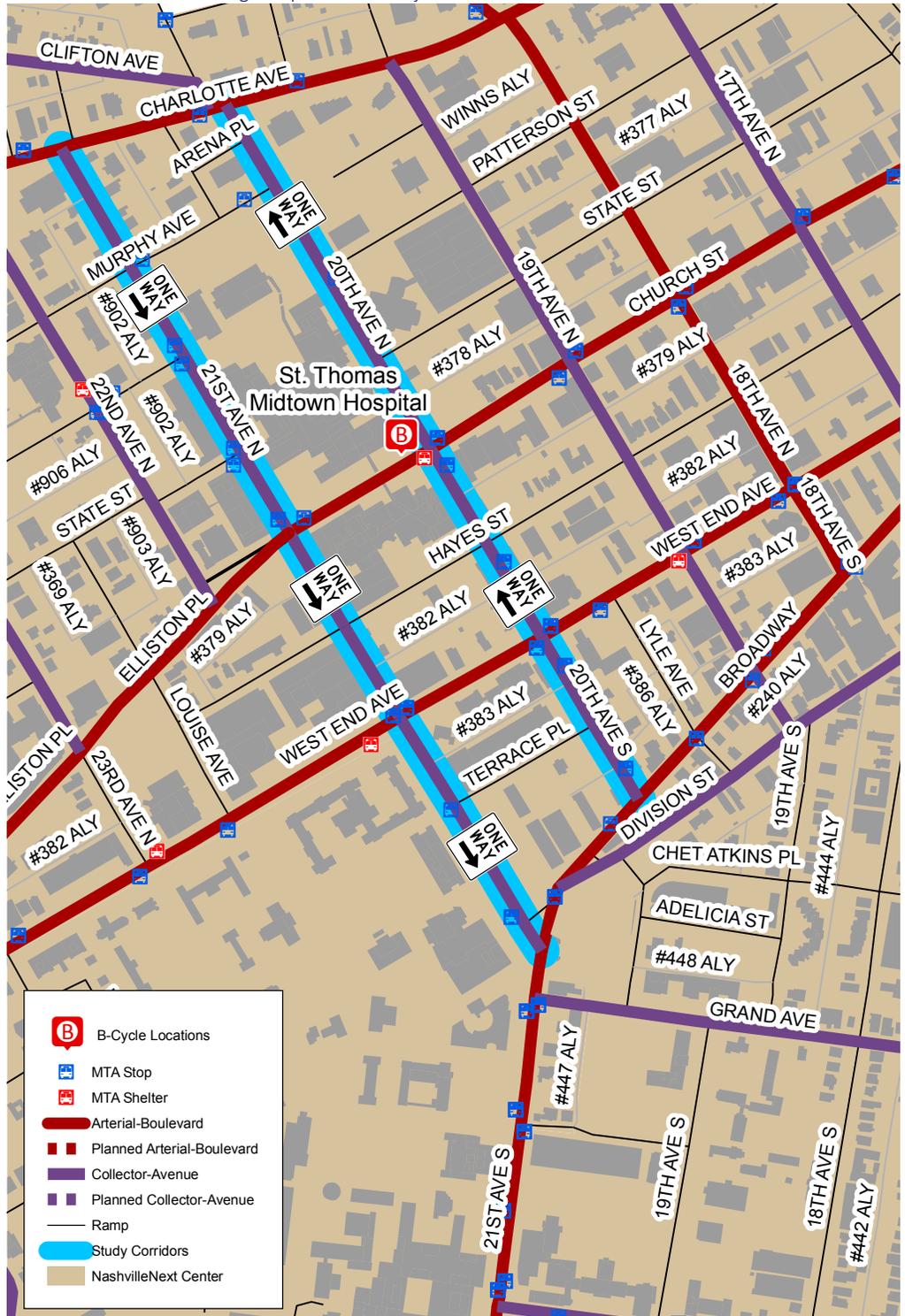
19th Avenue & Division Realignment

Realign the intersection of 19th Avenue South with Division Street.



Midtown Couplets Study

Study the one-way couplets in Midtown around the hospitals for improved access to properties and meeting complete street objectives.



Conclusion

The information provided in this chapter builds on the guidance found in other components of NashvilleNext:

- » For land use policy guidance, please refer to the Community Character Manual at the beginning of Volume III.
- » For transportation network guidance – including streets, bikeways, sidewalks, greenways, multi-use paths, and transit, please refer to Access Nashville 2040 in Volume V of this document.
- » For open space network guidance – including parks, greenways, and project information – please refer to the Nashville Open Space Plan and the Parks and Greenways Master Plan at: <http://www.nashville.gov/Parks-and-Recreation/Planning-and-Development.aspx>.