

METROPOLITAN PLANNING COMMISSION
OF NASHVILLE AND DAVIDSON COUNTY, TENNESSEE

Resolution No. RS2012-200

WHEREAS, the Metropolitan Planning Commission directed Planning Department staff to conduct open community meetings to provide the community the opportunity to work with the staff on the updating of the *Subarea 13 Antioch – Priest Lake Community Plan: 2003 Update* that was adopted July 10, 2003; and

WHEREAS, upon staff analysis, the area within the Subarea 14 Donelson-Hermitage-Old Hickory Community Plan, that is north of Couchville Pike and bound by Pulley Road and Bell Road, were found to have relationship with adjacent areas in Subarea 13, and

WHEREAS, land use policy amendments were proposed, changing Industrial (IN) to D- Employment Center (D-EC) and Conservation (CO); and

WHEREAS, from April 2012 through August 2012, the Metropolitan Planning Department staff working extensively with the community, including conducting twelve meetings in the community, prepared an updated plan for the Antioch – Priest Lake community, also known as Subarea 13; and

“WHEREAS, during those same meetings, the proposed amendments to the Donelson-Hermitage-Old Hickory Community Plan were also discussed; and

WHEREAS, a public hearing was held by the Metropolitan Planning Commission on October 25, 2012 to obtain additional input regarding the proposed *Antioch – Priest Lake Community Plan: 2012 Update and the Donelson – Hermitage – Old Hickory Community Plan Amendment*; and

WHEREAS, the Metropolitan Planning Commission finds that the plan amendment for the *Donelson – Hermitage – Old Hickory Community Plan* are appropriate.

NOW, THEREFORE, BE IT RESOLVED that the Metropolitan Planning Commission hereby Adopts Amendment Number 15 to the Subarea 14 *Donelson – Hermitage – Old Hickory Community Plan: 2004 Update* as set forth in Attachment A to this resolution and incorporates this amendment into the Subarea 12 *Donelson – Hermitage – Old Hickory Community Plan: 2004 Update*.

James McLean _____

James McLean, Chairman

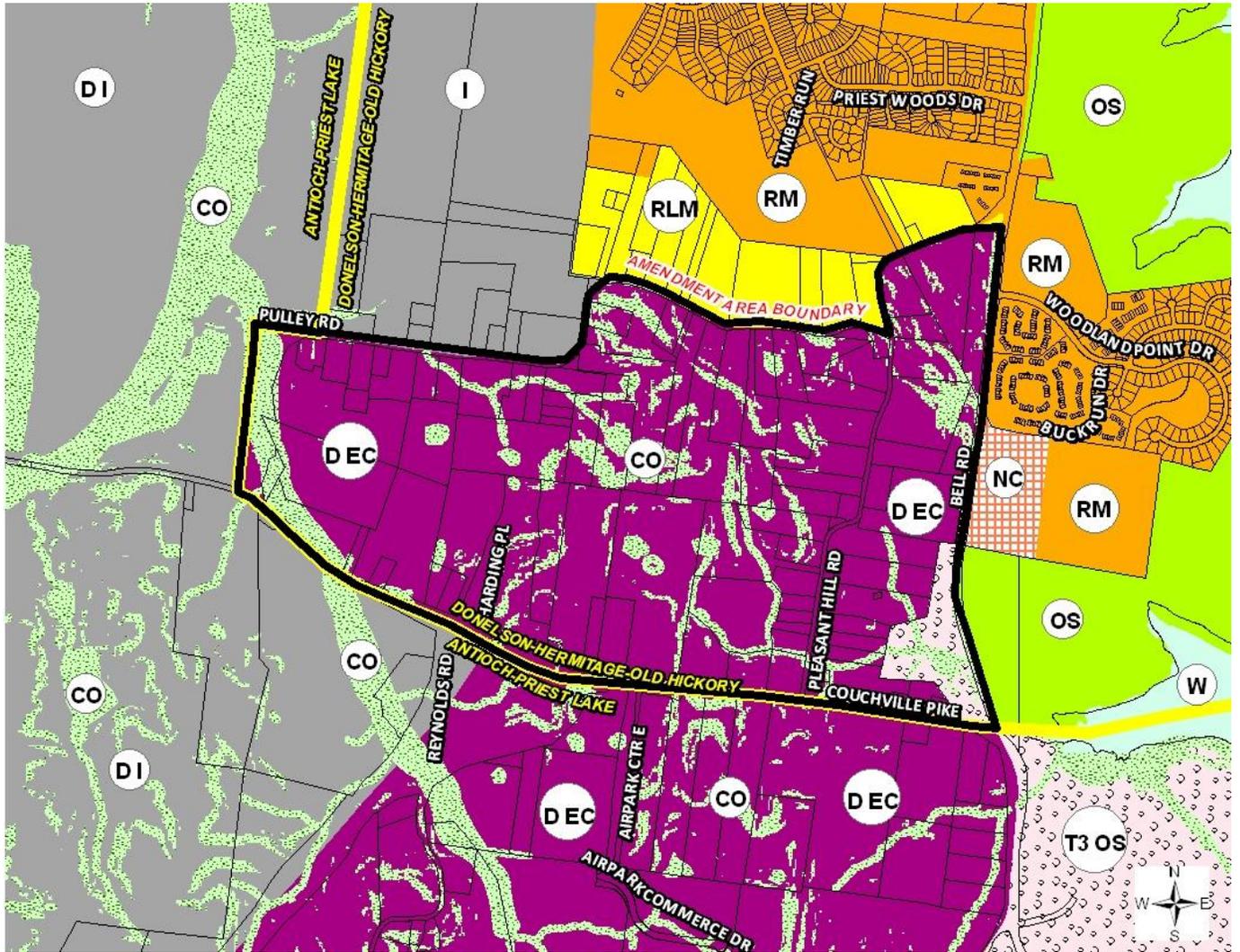
Adoption Date: October 25, 2012

Attest:

Rick Bernhardt _____

Rick Bernhardt, Secretary and Executive Director

Amendment # 15





Project No.	Plan Amendment 2012CP-014-002
Project Name	<i>Donelson/Hermitage/Old Hickory Community Plan: 2004 Update</i>
Associated Cases	2012CP-000-005, 2012CP-000-006, 2012CP-012-001, 2012CP-013-002
Council District	13 – Stites, 29 – Johnson
School Districts	7 - Pinkston
Requested by	Metro Planning Department
Staff Reviewer	Capehart
Staff Recommendation	<i>Approve</i>

APPLICANT REQUEST

A request to amend the *Donelson/Hermitage/Old Hickory Community Plan: 2004 Update*.

Amend the Community Plan

A request to amend the Donelson/Hermitage/Old Hickory Community Plan: 2004 Update, in concert with the 2012 Antioch-Priest Lake Community Plan Update, to change the land use policies from Industrial (IN) to D- Employment Center (D-EC) and Conservation (CO) for multiple properties bounded by Pleasant Hill Road/Pulley Road to the north, Bell Road to the east, Couchville Pike to the south, and the Nashville International Airport to the west.

BACKGROUND

The Donelson/Hermitage/Old Hickory Community Plan Amendment area is bounded by Pleasant Hill Road/Pulley Road to the north, Bell Road to the east, Couchville Pike to the south, and the Nashville International Airport to the west. This area was included in the Antioch-Priest Lake Community Plan Update because its proximity to the Nashville International Airport created an area of economic development opportunity for the immediate Antioch-Priest Lake Community.

CRITICAL PLANNING GOALS

The District – Employment Center policy meets the planning goal of providing flexibility in the development of employment centers throughout Davidson County. The District – Employment Center policy encourages a mixture of retail, office, industrial industries that is not encouraged in the existing District policies; existing District Policies encourage singular uses.

EXISTING POLICY

Industrial (IND) policy is intended for existing and future areas of industrial and distribution development. Most types of industrial and distribution uses are found in this policy category and include: storage, business centers, wholesale centers, and manufacturing. Certain support uses, such as sales, service, and office facilities, will also be present in IND areas.

PROPOSED POLICY

Conservation (CO) policy is intended to preserve and enhance environmentally sensitive land within all Transect Categories except 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.



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District-Employment Center (D-EC) policy is a new Community Character Policy that has been added during the update of the Antioch-Priest Lake Community Plan. D-EC areas are concentrations of employment, often in a campus-like setting. A mixture of office, commercial, and light industrial uses are present, but are not necessarily vertically mixed. Complementary uses are also present and are encouraged as secondary and supportive to the primary function of D-EC areas as places of intense economic activity, featuring large numbers of jobs. Daily convenience retail, restaurants, and services for the employees and medium to high density residential are appropriate secondary and supportive uses within the District-Employment Center area. These uses may also be found in mixed use areas close to the D-EC area. In general, secondary and supportive uses do not occupy more than about a quarter of the land in any given D-EC area, in order to protect its primary function of providing intense concentrations of jobs.

COMMUNITY PARTICIPATION

This amendment was noticed and discussed as part of the Antioch-Priest Lake Plan Update. During that process, staff conducted seven community meetings in Antioch-Priest Lake between April 5 and August 30, 2012. All meetings were held at the Lakeshore Christian Church, 7 miles from the Donelson/Hermitage/Old Hickory Community Plan Amendment area. The community meetings included workshops to develop and assess the vision and goals, concept plan, community character policy plan, and the open space and transportation plans.

Notification of community meetings was listed on the Planning Department's website and made public through radio, television, and newspaper media as well as an initial mailing to every property owner in the Antioch-Priest Lake Community and within the Donelson/Hermitage/Old Hickory Plan Amendment area. Unique social media and demographically relevant engagement techniques were used.

Notification of the October 25, 2012 Metro Planning Commission Public Hearing for consideration of the Antioch-Priest Lake Plan Update, and this associated amendment, was sent by email and by U.S. Postal mail to those who participated in the Antioch-Priest Lake Community Plan Update process. The public hearing was also listed on the Planning Department's website and made public through radio, television, and newspaper media.

Community Character Policy and Special Policies

Community Character Policies are being applied to this area of the Donelson/Hermitage/Old Hickory Community Plan as a part of the Antioch-Priest Lake Community Plan Update. The Community Character Policies emphasize the character of development, encourage sustainable development and design, and make the link between transportation and land use.

COMMUNITY CHARACTER POLICIES APPLIED

Conservation (CO) policy is applied to environmentally sensitive areas – floodplain and floodway, problem soils (sinkholes), steep slopes, and bodies of water among others. The CO policy encourages the preservation of undeveloped, environmentally sensitive areas, and the remediation of environmentally sensitive areas that have been disturbed. In this portion of the Donelson/Hermitage/Old Hickory Community Plan, the CO policy is applied to steep slopes. Steep slopes are found sporadically throughout the plan amendment area and should be preserved during development.

District Employment Center (D-EC) policy has been created and applied to this area, east of the Nashville International Airport, to address recent changes in the industrial and office development markets as well as needs raised by Antioch-Priest Lake stakeholders during the planning process. D-



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EC policy encourages a mixture of office, light industrial and mixed-use development, rather than solely office or industrial land uses. In the past few years, industrial and office park development has evolved into more flexible mixed-use areas, rather than areas of singular uses. Antioch-Priest Lake also stakeholders voiced a need for an increased daytime employment population to help support area businesses and encourage new business development. This area has great access to the Airport and the forthcoming Harding Place Extension and interchange. In addition, the area is primarily undeveloped and offers vacant greenfield sites that are ideal for suburban relocation, including workforce/executive housing, that would support residential uses for future employers and industries.

STAFF RECOMMENDATION

Staff recommends approval.



Project No.	Plan Amendment 2012CP-000-005
Project Name	<i>Community Character Manual Amendment</i>
Associated Cases	2012CP-000-006, 2012CP-012-001, 2012CP-013-002, 2012CP-014-002
Council District	Countywide
School District	Countywide
Requested by	Metro Planning Department
Staff Reviewer	Wood
Staff Recommendation	<i>Approve</i>

APPLICANT REQUEST

A request to amend the *Community Character Manual*.

Amend the *Community Character Manual*

A request to amend the *Community Character Manual* (CCM) to add District Employment Center policy to those policies contained in the CCM.

CRITICAL PLANNING GOALS

The amendment to the CCM meets the following critical planning goals:

Creates Walkable Neighborhoods – District Employment Center policy:

- Supports creating major centers of employment with a mix of uses that may be either vertically mixed or mixed within the District Employment Center area. The policy supports a mixture of uses that varies from office to select light industrial uses and secondary commercial and residential. These policy elements help to create walkable neighborhoods by providing an environment in which different uses are in close proximity to one another.
- Encourages a high level of connectivity between streets and sidewalks within and external to the District. Walkways for pedestrians are provided from streets and large parking areas to buildings. Crosswalks are provided at intersections and corners and are raised or clearly marked. Greenways and bikeways are encouraged. Connectivity within the D Employment Center area is provided through coordinated access and circulation, which may include the construction of new streets.
- Supports, as a first choice, parking that is ideally located behind or beside buildings, particularly when D Employment Center areas adjoin Urban, Center, or Downtown Transect areas. In cases where this is not feasible, up to two rows of parking in front of buildings may be appropriate. The policy calls for other parking arrangements to be designed to minimize visibility and/or the appearance of vast contiguous areas of parking.
- Encourages building orientation to be toward the street or open space. While setbacks of the buildings in relation to each other may vary, buildings are placed in shallow to moderate setbacks, creating a defined space for pedestrians.

Supports a Variety of Transportation Choices – District Employment Center policy:

- Supports a variety of transportation choices by providing for vehicular, pedestrian, and bicycle travel. The policy also states that connectivity to the regional transportation network and public mass transit is essential.



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Provides a Range of Housing Choices – District Employment Center policy:

- Provides opportunities for a variety of housing types within the District by making all forms of residential secondary and supportive uses.

COMMUNITY PARTICIPATION

The draft changes to the CCM were posted on the Planning Commission website on September 28, 2012. A public hearing notice was also sent out to the broad Planning Commission participants list, which includes the Antioch-Priest Lake Community Plan stakeholders along with the larger audience of CCM stakeholders. In addition, the creation of the proposed new policy and its application to two locations was reviewed and discussed by participants in the Antioch-Priest Lake Community Plan Update (please see the staff report for Case 2012CP-013-002, Antioch-Priest Lake Community Plan Update for more detail on that public participation process). To date, no comments or questions have been received from the public regarding the draft CCM amendment.

SUMMARY OF PROPOSED CHANGES

The proposed changes mainly affect the CCM in the following ways:

- Table of Contents:
 - Addition of District Employment Center and resulting repagination of the CCM
- Introduction:
 - Replacement of the current Transect Map with an updated version reflecting the adoption of the Antioch-Priest Lake Community Plan Update and the application of D- Employment Center Policy in two locations.
- D – District Chapter:
 - Changes to the chapter Introduction to reflect the creation of District Employment Center policy
 - Addition of the District Employment Center policy section
 - Addition of accompanying photographs consistent with the layout of the CCM
- Appendix:
 - Replacement of the current Transect Map with an updated version reflecting the adoption of the Antioch-Priest Lake Community Plan Update

BACKGROUND

When the Metro Planning Commission adopted the *Community Character Manual* (CCM) in 2008, the Commission asked Planning staff to report back to the Commissioners on what amendments to CCM were found to be necessary *after* staff had applied the Community Character Policies through Community Plan Updates. Since that time, Planning staff has applied Community Character Policies during several community plan update and community plan amendments. Some community plan updates and amendments have revealed the need for new land use policies or revisions to existing land use policy. Consequently, the CCM has been amended twice, on January 13, 2011 and March 22, 2012. Similarly, the Antioch – Priest Lake 2012 Community Plan Update revealed the need for the District-Employment Center Policy.

District – Employment Center Policy emerged during conversations with Antioch – Priest Lake stakeholders during the plan update process; stakeholders expressed a need for more day time employment options in Antioch – Priest Lake. The creation of the District – Employment Center policy was also informed by market realities; singular office or industrial parks are being replaced



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by developments with more flexible spaces and a greater mixture of uses. The District – Employment Center Policy responds to these needs.

District Employment Center is applicable to locations throughout Davidson County where intense concentrations of mixed business and employment are desired. The policy would tend to be applied to areas that boast the locational and market characteristics that appeal to major office, industrial, and mixed – use development types (i.e. locations accessible by interstates or major corridors, near major transportation hubs or services, and near workforce or executive housing).

Primary uses supported by the policy are, in order of preference:

- Office; Educational; Medical
- Vertical Mixed Use
- Industrial: Light or Medium Manufacturing
- Commercial: Hotel/Motel; Communication
- Industrial: Distributive Business/Wholesale

Secondary and Supportive Uses are also provided for in the following order of preference:

- Commercial: All Other Uses
- Industrial: Warehouse
- Residential

Other uses may be appropriate subject to documentation that they will contribute to the policy intent of developing an area with a high concentration of jobs, ideally around 250 jobs per acre.

The draft text for the revised D – District Chapter Introduction and the proposed District Employment Center policy may be found at

<http://nashville.gov/mpc/communityplans/subarea/subarea13.asp>

This CCM amendment request arose out of the update to the Antioch-Priest Lake Community Plan that is on this MPC agenda for public hearing and consideration of adoption (please see staff report for Case 2012CP-013-002 for details of the Antioch-Priest Lake Community Plan Update and the locations and role of District Employment Center policy within Antioch-Priest Lake).

Until amendments or updates to other community plans occur, Antioch-Priest Lake will be the only community to which this new policy is applied. It can be used in future community plan updates and amendments, but no other community plans are affected at this time. It has been fully incorporated into the Antioch-Priest Lake Community Plan Update.

STAFF RECOMMENDATION

Staff recommends approval.