

M I D T O W N S T U D Y



Mission Statements

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

The Planning Department helps Nashville and Davidson County evolve into a more sustainable community, guided by a commitment to efficient use of infrastructure, distinctive and diverse community character, open and vibrant civic life, and choices in housing and transportation focused on improving the quality of life.

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Resolution

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Midtown Study Area



Section I:

Introduction and Intent of the Plan

The Midtown Community Character Plan (CCP) is part of the *Green Hills-Midtown Community Plan: 2005 Update*, which was adopted by the Metro Planning Commission on July 28, 2005 and has subsequently been amended. This CCP provides planning guidance at a more detailed level than a community plan. The CCP addresses land use, transportation and community character at the neighborhood level. The CCP is adopted as an amendment to the Green Hills-Midtown Community Plan and will replace both the Elliston Place and West End Park Detailed Neighborhood Design Plans.

A CCP illustrates a particular neighborhood's vision for future growth, development, and preservation. CCPs guide, on a parcel-by-parcel basis, the appropriate land use, development character, and urban design intent of future development based upon the neighborhood's goals and sound planning principles. Like community plans, CCPs are developed through a participatory process that involves Planning Department staff working with the residents, property owners, business owners, developers, institutional representatives and elected and appointed officials.

Generally, the next step after the adoption of a CCP is to make the plan regulatory through the adoption of zoning that implements the plan. Recent developments have either rezoned or obtained a special exception from the Board of Zoning Appeals to build in their desired form. This trend illustrates the need to update the plan and the zoning in the area. A recommended follow up to this plan would be rezoning and the creation of an Urban Design Overlay that achieves desirable urban building forms.

Background

The "Midtown" area is a major employment and education center west of downtown Nashville. For the purpose of this study, Midtown is defined as being bounded by I40 to the east, Broadway/21st Avenue/West End Avenue to the south, I-440 to the west and Charlotte Avenue and Clifton Avenue to the north.

Midtown is a unique employment center. Baptist Hospital, Centennial Hospital and Vanderbilt Hospital create the core of a medical service hub that is unparalleled in the region. Each hospital has several offshoots focusing on specialty medical issues, creating large hospital campuses. As each of the hospitals has grown, blocks have been consolidated and streets and alley closed to make way for larger buildings. These campuses have huge impacts on traffic patterns in the area due to the large volume of employees, patients and visitors travelling to and from the area.

The hospitals have generated a staggering agglomeration

effect. A drive along Church Street, Charlotte Avenue or the cross streets in between reveal countless health-related businesses. Independent medical practitioner offices, labs, disease- and health-related non-profits and medical-related retail have flocked to the area. Another major health-related business is HCA, which has significant office space in the Midtown community. These businesses are located generally within the area bounded by Hayes Street, 18th Avenue, Charlotte Avenue and 25th Avenue with additional HCA offices on Park Plaza.

In Midtown, the hospitals and their related businesses and industries coexist with an unusual collection of other businesses. There is significant amount of light industrial, cottage industrial and warehousing in Midtown, especially in the area abutting I-40 between Charlotte Avenue and West End, as well as continuing along Charlotte Avenue out to I-440. This area includes Country Delite Farms dairy and numerous auto-related businesses from repair to sales of new and used vehicles and trucks.

In addition to the hospitals and related businesses, Midtown is also well-known for, and significantly influenced by, Vanderbilt University. Occupying over 300 acres in the middle of Midtown (though not within the bounds of this study area), Vanderbilt University's campus includes the Vanderbilt and Peabody's academic campuses, the Vanderbilt Medical Center, numerous ball fields and facilities and services that support the campus. Vanderbilt has a *physical* presence that impacts Midtown – for example, its picturesque campus provides additional open space and is open to the community - yet the campus is difficult to cross via vehicle, adding complexity to traffic in the area. Vanderbilt University also, has an important impact on the *growth and development* of Midtown as well. The presence of the Vanderbilt Medical Center adds to the agglomeration effect on other medical-related businesses. Meanwhile, the students, faculty and staff of the university and the medical center create a demand for retail, restaurants and, increasingly, off-site housing and transit.

Midtown is also blessed with Centennial Park. A jewel of greenspace in the heart of Midtown, Centennial Park hosts regional events, draws tourists from around the country, and is also the primary park for nearby neighborhoods. Centennial Park was created for the 1897 Tennessee Centennial Exposition. At that time, it featured twenty temporary buildings and drew 1.8 million visitors over the six month exposition. The Parthenon, Lake Watauga and the rose arbor remain from the exposition. After the exposition, city leaders purchased the land for the city and it opened as a public park in 1903. In 1972, the Parthenon was added to the National Register of Historic Places and much of Centennial

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Park was also added to the Register in 2008. The Centennial Park Master Plan was completed in December, 2010. It presents an ambitious vision for the park's future that incorporates an expansion of programming opportunities, restoration of historic features, integration of sustainable practices, new destination features, and excellence in landscape and architectural design. The master plan will guide all future investments in the park and will be funded and implemented through public/private partnerships.

Midtown also has distinctive commercial development, including the retail and restaurants found on the "Rock Block" of Elliston Place between 21st and 23rd Avenues, home to Exit/In and other performance venues. As Elliston Place proceeds east, its name changes to Church Street and it is home to several performance venues supportive of Nashville's GLBT community. Finally, around the Broadway/21st Avenue split, there are several local restaurants and retail stores serving the nearby Vanderbilt student population and the growing residential base in Midtown. In addition to these local options, 21st Avenue, West End Avenue and Charlotte Avenue also have numerous national chain restaurants. Finally, the Midtown area, and particularly West End Avenue, is home to numerous existing hotels and a handful of proposed hotels as well.

A newer facet of the Midtown community is the growing presence of residential development – specifically stacked flats apartments and condos. While there have been scattered single-family, two-family, townhouse and stacked flats projects throughout Midtown, new residential development accelerated in the West End Park neighborhood (31st Avenue and Long Boulevard) after the community worked with their Council member and the Planning department to upzone the area to allow more density of development in exchange for higher urban design standards. Since the resulting Urban Design Overlay (UDO) was adopted in 2004, a total of 18 developments, representing roughly 272 units have been developed. Additional development has been approved, but is not yet under construction.

In recent years, residential development has also occurred in the eastern portion of Midtown – the Adelia development at 20th Avenue and Adelia Street and the Midtown Apartments at 18th Avenue and State Street, and 31st Avenue at Long Boulevard. Most recently, new mixed use developments have been approved at 25th Avenue and Brandau Street and at 23rd Avenue and Elliston Place – each of which will feature significant residential with ground-floor restaurants and retail. The addition of all the new residential development will change the constituency of Midtown dramatically – and will drive the demand for different development to provide goods and services to



Centennial Park Illustrative Plan



Elliston Place is a local entertainment venue, with numerous restaurants and performance venues.



Example of new housing construction on Long Boulevard.

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new residents.

While Midtown is known for medical-related office, it is also home to significant general office, primarily on the main corridors of West End and Church Street. While Charlotte Avenue has less general office (and more medical-related office), it is the location of the proposed “One City” development at the southwest corner of 28th Avenue and Charlotte Avenue. This development is poised to capitalize on the new 28th Avenue Connector (discussed below) and will provide space for research and development-related office uses – a relatively scarce use in Middle Tennessee.

Finally, Midtown’s role in Nashville can’t be fully understood without discussing West End Avenue itself. It is arguably the most prominent corridor in Nashville, in part because it is the gateway into Downtown and in part due to the numerous unique tenants along West End. West End Avenue is currently designed to serve vehicles, transit and pedestrians. While the streetscape is inconsistent, portions of the corridor have some of the best streetscaping in the city – providing safe, comfortable pedestrian facilities while serving significant vehicle traffic as well. As redevelopment occurs, a greater emphasis is being placed on upgrading streetscaping along West End Avenue to ensure that safe, welcoming, comfortable pedestrian facilities are provided throughout the corridor to serve pedestrians and relieve some of West End Avenue’s traffic, especially at the lunch hour.

One unique feature about Midtown is that while it has significant historic land uses (for example, Centennial Park, Vanderbilt University and historic churches that flank West End Avenue) and it is an employment powerhouse centered around the medical service hub, it still has considerable redevelopment potential. This is especially true in the area between West End Avenue and Charlotte Avenue from 140 to 19th Avenue, but there are also redevelopment sites throughout the Midtown area.

The redevelopment of Midtown is spurred by several forces. The three hospitals have each made improvements and expansions within the past few years, with some expansions currently underway. In addition to this immediate development, the hospital expansions stoke the agglomeration effect, with more medical-related businesses and non-profits moving to the area. The growing interest in urban living, coupled with the housing needs of the hospitals and Vanderbilt students, faculty and staff have led to ongoing residential development. Meanwhile, as tourism continues to thrive in Downtown, hotel development has continued in Downtown and out West End Avenue. The hotels on West End also have the opportunity to serve visitors to Vanderbilt University and to the nearby hospitals.



1700 Midtown is the first residential project to develop east of Centennial Park. Considered bold in design and location by many in the community, it has achieved success in leasing and resale value.



One City consists of a 20 acre, mixed-use neighborhood, with pre-certification as a LEED Neighborhood Development and an occupancy strategy that will provide a center for activity and commerce in the healthcare and technology industries.



As redevelopment occurs along West End Avenue, a greater emphasis is being placed on upgrading streetscaping to ensure that safe, welcoming, comfortable pedestrian facilities are provided throughout the corridor.

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Metro Nashville and Davidson County Government is also making investments in the Midtown area – specifically with the Centennial Park Master Plan and the 28th Avenue Connector. The 28th Avenue Connector is a viaduct that will span rail lines and connect 31st Avenue North in Midtown with 28th Avenue North as 28th Avenue crosses Charlotte Avenue in the northwest corner of Midtown. The 28th Avenue Connector will provide a direct, convenient connection between Midtown and North Nashville. The Connector will also provide a link in what can be called “University Row” as the new street connection will serve to connect Watkins College, TSU, Vanderbilt and Belmont University.

Because of its current role and its redevelopment potential, the Metro Planning Department has undertaken a study of the Midtown area – to assess its current land use policy, zoning and infrastructure. This study is undertaken to understand Midtown’s redevelopment potential and the role it can play in Nashville and the greater region.



Baptist Hospital, pictured above, along with Centennial and Vanderbilt Hospitals create a regional medical center hub, drawing employees, patients, visitors and supporting businesses to the Midtown area.



The 28th Avenue Connector will connect 31st Avenue North in Midtown with 28th Avenue North as 28th Avenue crosses Charlotte Avenue in the northwest corner of Midtown.



Although Midtown is an employment powerhouse centered around the medical service hub, and home to many unique local features, it still has considerable redevelopment potential, especially in the area closest to I-40.

Relationship of the Midtown Plan and the East/West Corridor Study

East/West End Corridor Study

In 2011, the Metropolitan Transit Agency completed a study to examine feasible transit options and routes. At the conclusion of the study, MTA's board approved the proposal for bus rapid transit in exclusive lanes. MTA's board also approved the next step in the study—preliminary engineering and environmental review. The study area begins at Five Points in East Nashville and extends down Broadway, West End and Harding Road to White Bridge Road.

The East/West Corridor Transit project is intended to improve movement and access along the corridor, which includes large employers in the downtown business district as well as along the corridor, such as Vanderbilt University, Vanderbilt Medical Center, the future Medical Mart, HCA, St. Thomas Hospital and Caterpillar Financial Services. This project will create a more direct connection between downtown and what many generally refer to as the city's "West End." Both downtown and West End are important employment, cultural, educational and residential areas in their own right, but their close proximity provides the potential for synergy should they be tied together through an enhanced transportation connection. Not only is the transit connection important, but in keeping with the 'complete streets' philosophy, the land use/urban design between downtown and the West End can also assist in creating a sense of connectedness and "place" that is not currently fully realized.

The Midtown Community Character Plan was drafted while working closely with the study of the East/West Connector. The Midtown Community Character Plan supports the East/West Corridor Study by establishing a vision that supports redevelopment to create a transit supportive environment. It does so by applying guidelines for appropriate building form and intensity, mix of land uses and enhancements to the pedestrian environment.

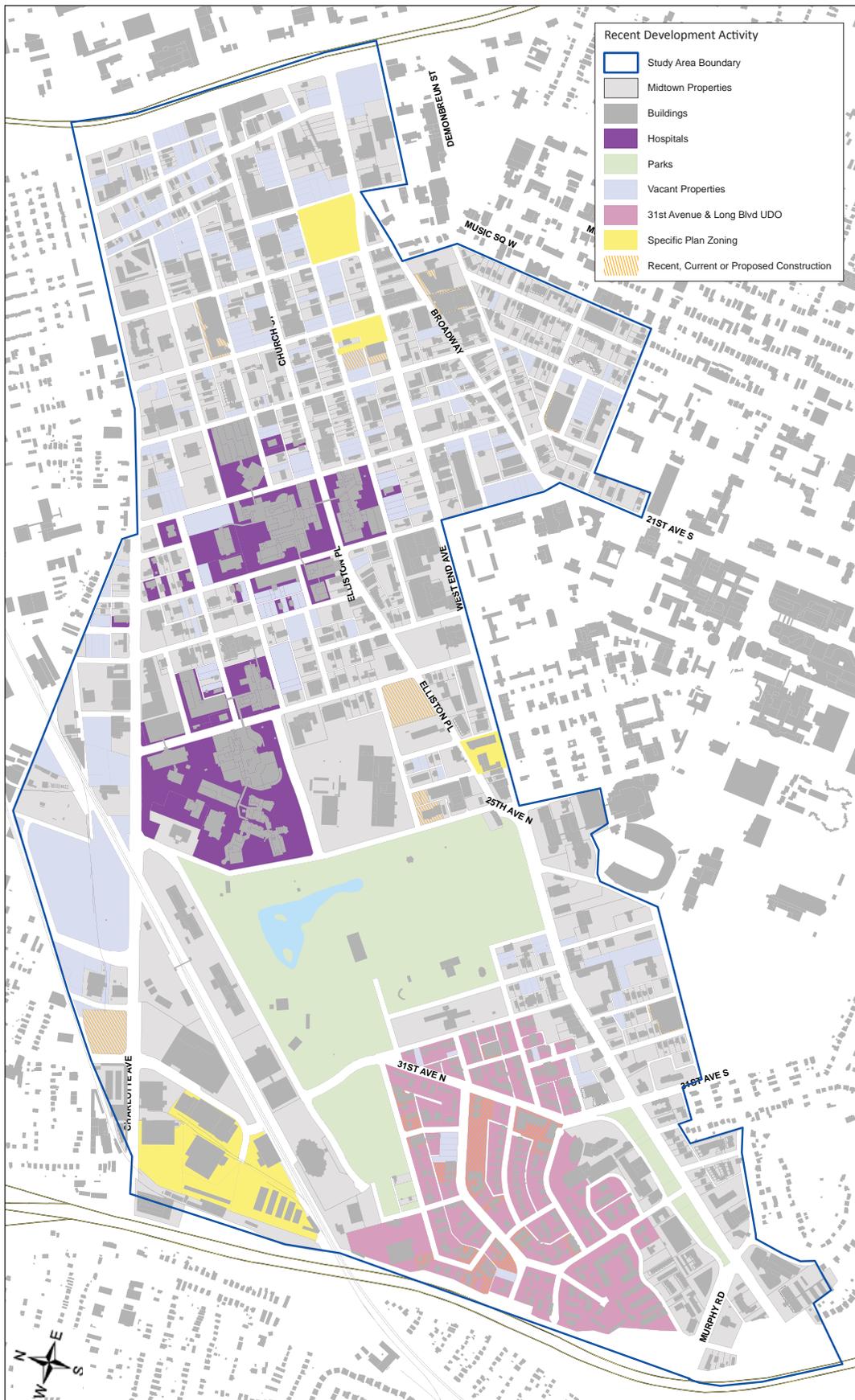


The transit corridor study area spans from 5 Points in East Nashville to White Bridge Road at Harding Town Center.



The transit corridor is envisioned to have dedicated lanes and permanent fixed infrastructure.

Recent Development Activity



Recently there has been much interest, in both both private and public investments in Midtown. Midtown has always been a strong economic and employment center, and that trend continues with investments at Baptist, Centennial and Vanderbilt Hospitals and in the supporting medical industries, as well as with the addition of new restaurant, retail and hotel construction.

Metro Nashville and Davidson County Government is also making investments in the Midtown area – specifically with implementation of the Centennial Park Master Plan, construction of the 28th Avenue Connector, and planning for the East/West Connector.

A newer facet of the Midtown community is the growing presence of residential development - specifically stacked flats apartments and condos.

Many recent developments in the Midtown area have either had to go through a rezoning process or obtain a special exception from the Board of Zoning Appeals to build in their desired form.

Recent Development Activity

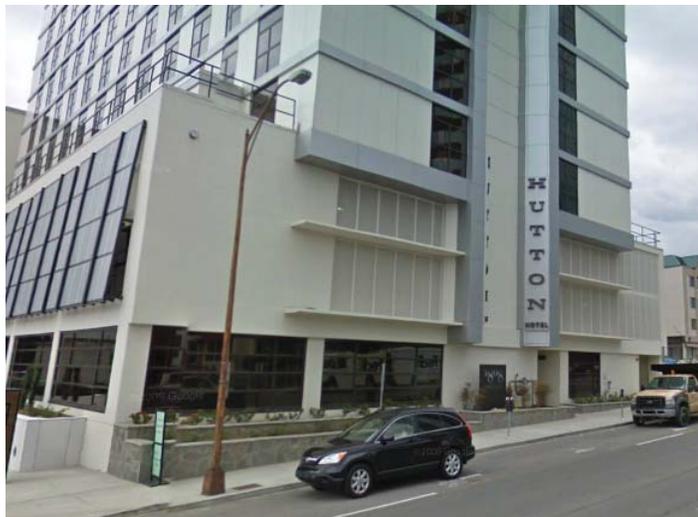
Recent New Construction



1700 Midtown, now known as Bell Midtown - on State Street between 17th and 18th Avenues - is a successful rental residential building.



The Adelia was built with height variances from the BZA and with additional FAR allowed by the zoning code for creating a park.



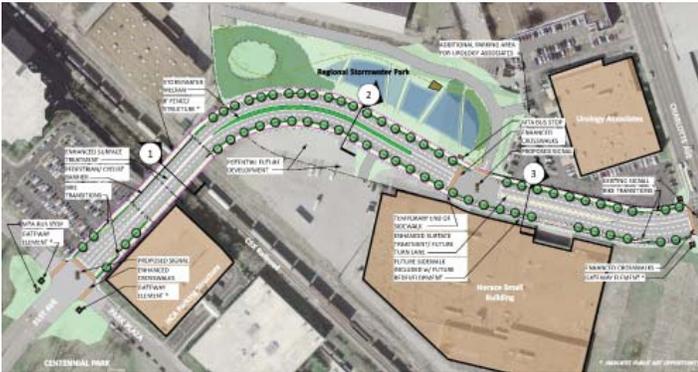
The Hotel Indigo and the Hutton Hotel are examples of adaptive reuse of older buildings.



Many new residential buildings have been built in West End Park since the adoption of the 31st Avenue & Long Blvd UDO in 2005.

Recent Development Activity

Projects Recently Approved and Under Construction



28th / 31st Avenue Connector is currently under construction will unite parts of West End with North Nashville, bridging neighborhoods while creating better access from Metro General Hospital, Meharry Medical College and TSU to Centennial Medical Center, HCA and Vanderbilt.



Park 25 is a residential building across from Centennial Park. Special exceptions to the zoning were approved by the BZA in 2011.



ONE C1TY is a mixed use, medical technology development at the southwest corner of Charlotte and 28th Avenue. The SP zoning was approved in 2011.



West End Summit - along West End between 16th and 17th Avenues - was rezoned to SP in 2006.



Elliston 23 is a mixed use building at Ellisting and 23rd Avenue. Special exceptions to the zoning were approved by the BZA in 2011.

The purpose of this CCP is to outline a comprehensive and integrated planning strategy to achieve the Midtown community vision for future growth, development, and preservation. A thriving and successful community requires the coordination of many elements including the development pattern, public infrastructure and other services, transportation options, and presence of civic activity. Great places are established where those elements are balanced and supportive of each other. The scale, character and massing of buildings supports the activities that take place in and around them. The placement and orientation of buildings in relation to streets, sidewalks and open spaces creates a sense of place and affects how people use these public spaces. The transportation systems provide circulation within the area, support and enhance the various activities, and provide connections to other areas. Public services and facilities, as well as civic activities and open spaces meet community needs.

CCPs are used in the same way as the Community Plans they are part of. The community, private developers, the Planning Department, the Planning Commission, and Metro Council use the plan as a starting point to discuss public and private investment in the area, including proposed zone changes, subdivisions and public investment (including roads). Once adopted as an amendment to the community plan, the CCP serves as the primary guide for the neighborhood's development. In the section below, any topic that is **bolded** is a section of the CCP that the reader can refer to for more information.

In creating the CCP, initial conversations with the community establish the direction of the plan, described through a **Concept Plan** and **Development and Preservation Goals and Objectives** for the Midtown Community. To create a plan that considers all the elements of the neighborhood, the goals and objectives address not only development of different types of residential, mixed use, and civic / open space development, but also elements that make up the framework for this development – circulation for vehicles, transit, pedestrians, and bicyclists, as well as landscaping and signs.

The final products are the **Community Character Policies and Plan**, which must be used together. The Community Character Policies summarize which land uses and built form are allowed in which parts of the community. The Community Character Policies describe the appropriate building type and form in each policy area through analysis of actual and proposed buildings and lot patterns. Taken together, these tools provide detailed guidance on zoning and urban design (the relation of the building to the street, other buildings, and open space) to achieve the vision of the community.

Once officially adopted by Metro Planning Commission, rezoning requests within Midtown will be measured by Metro Planning staff, Planning Commission and Council on their conformance with the Community Character Policies. Rezoning requests should use either an Alternative Zoning District such as MUI-A, MUG-A or ORI-A, or site-plan-based zoning district, such as the Specific Plan (SP) District – or another of the districts listed for the CCP. This is to help ensure that the community vision is met.

The policies, goals and objectives in this plan will be the basis for Metro Planning Commission staff recommendations relative to rezoning requests, subdivision requests, variances and special exceptions. The policies, goals and objectives are intended to implement the guiding principles of this plan. All development is also encouraged, however, to offer additional or alternative innovative ways to achieve the guiding principles.

Community Character Manual, Community Character Policies and Special Policies

The Community Character policies come from the Community Character Manual (CCM). The CCM is part of Nashville's *Concept 2010: A General Plan for Nashville and Davidson County*. It is a manual of policies (called "community character policies") that are used to develop and implement the fourteen community plans in Nashville. The CCM was adopted by the Planning Commission in 2008 and last updated in 2012. The CCM has three main functions:

- to explain and institute the Community Character Policies that will be applied in each Community Plan;
- to provide direction for the creation of implementation tools such as zoning; and
- to help shape the form and character of open space, neighborhoods, centers, corridors and districts within communities.

The CCM is the dictionary of Community Character Policies that are applied to land in the Midtown Community. The CCM organizes the policies first by Transect Category then by Community Element as discussed above. The Transect is a planning tool used for categorizing, understanding and guiding various development patterns in the region, from the most natural and rural to the most urban. The Transect is an ordering system, which calls for all elements of the natural and built environments to be consistent with the character of the Transect Category that they are within. The Midtown CCP is structured in this way as well. For example, all T4 Urban Community Character Policies are found in one section in Chapter II and are discussed starting with Open Space, then Neighborhoods, Centers, and finally Corridors.

How to Use this Community Character Plan

All community character policies for the Midtown Community can be found in the T4 Urban and T5 Center chapters of the CCM. The following is the step-by-step process of how to read and understand which Community Character Policies apply to any given area in the Midtown Community.

Step 1 – Look at the Midtown Community Character Policy Map to determine what the policy is for your area of interest.

Users of the Midtown CCP should first determine what Community Character Policy is applied to the property that is of interest (see “Interpreting Maps” below).

Step 2 – Read the Community Character Policy in the CCM.

The user can then refer to that specific Community Character Policy in the CCM (a separate document) to read more about that policy. The CCM will provide guidance, per Community Character Policy, on a variety of design principles, appropriate zoning districts, and building types. The CCM can be found online at: www.nashville.gov/mpc/ccm_manual.asp.

Step 3 – Read the Midtown CCP to determine if there are any Special Policies for the area.

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 or CCP. The Special Policies may provide additional specificity to the broad language in CCM or they 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 Midtown CCP for any Special Policies that discuss unique conditions that may exist.

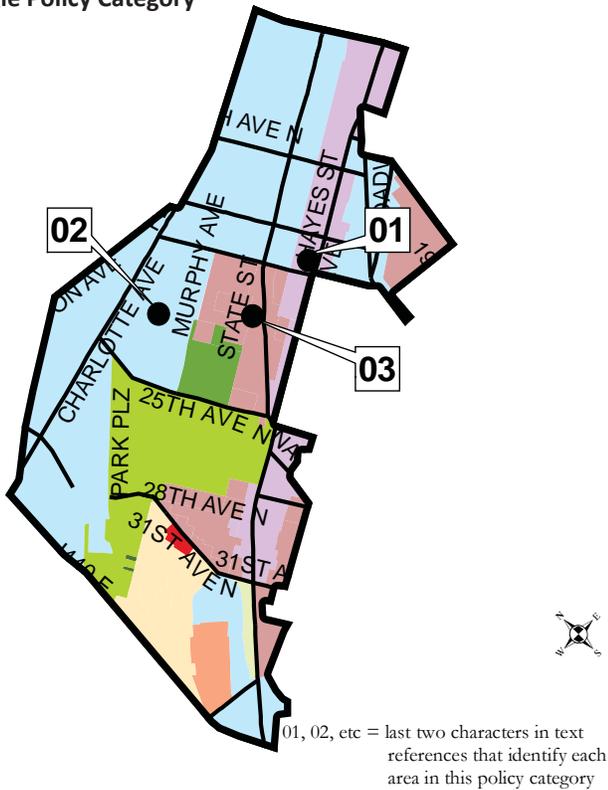
The Special Policies are not identified as a separate graphic on the map, but are found within the text of a Community Character Policy Area. Thus, when a user looks up a Community Character Policy Area on a map, its number will correspond with the special policies in the text. The Community Character Policy Plan and Special Policies are found in Chapter 2 of the Midtown CCP. A small map is included with each Community Character Policy in Chapter 2, which displays all of the areas in Midtown with that Community Character Policy. See Figure 1.

Step 4 – Read the “General Principles” in the CCM for additional guidance on specific development and preservation topics.



How to Use this Community Character Plan

Figure 3:
Example of Map of
Single Policy Category



In addition to the Community Character Policy and Special Policies unique to the area, users will need to review the General Principles at the beginning of the CCM, where topics such as historically significant properties, transitions between Community Character Policies, and stormwater are addressed. The CCM provides General Principles that are further defined in the Midtown CCP. The Community Character Policies and Special Policies should be used in the creation of development proposals and future neighborhood, center, corridor and community planning efforts. The CCM provides information that enables residents, business owners, property owners, institutional representatives, developers and elected officials to take a proactive role in the community planning process to preserve the diversity of development that is a hallmark of Nashville/Davidson County and create development of lasting value.

Interpreting Maps in the Midtown Community Plan

The Midtown CCP includes several maps. The Concept Plan reveals many of the ideas that the community has about its future growth, development and preservation and is based on community discussion during the planning process.

The Concept Plan is translated into a *Community Character Policy Map*, found in Chapter II, where the vision for the community is enacted through Community Character Policies. When using the Midtown Community Character Policy Map to determine the guidance for a particular property, there are several items on the map to be aware of.

Community Character Policy Symbology – Community Character Policies are applied to all of the land in the Midtown Community. Each policy is depicted by a unique color. See Figure 2.

Community Character Policy Areas Numbering – Because different areas can have the same Community Character Policy, but still have different character (for example, there may be multiple T4 Urban Neighborhood Evolving areas with different character), the community character policies are further identified by *areas* and are called Community Character Policy (CCP) Areas. The CCP areas have policy boundaries that are identified by the development patterns (lot sizes, spacing of homes, in some instances density and intensity, and zoning), and unique features in the area. To further identify these areas, a *CCP Area Number* is assigned to them and is subsequently mapped on the Midtown Community Character Policy Plan Map as shown in Figure 3

The CCP Area Number is displayed as: **10-T4-NE-02**. The **10** identifies the community planning area. The Midtown Community is part of the larger Green Hills-Midtown Community, Subarea 10. The **T4** identifies the Transect Category. In this case the Transect Category is T4 Urban. The **NE** identifies the Community Character Policy. In this case the Community Character Policy is Neighborhood Evolving. Finally, the **02** identifies the Community Character Policy area. In this case, it is Area 2. Note that there may be areas with the same Community Character Policies applied in different neighborhoods or areas that are noncontiguous, but because the character is the same, their CCP Area Numbers are the same. See Figure 4.

Figure 2:
Example of Symbology for CCM Policy Categories

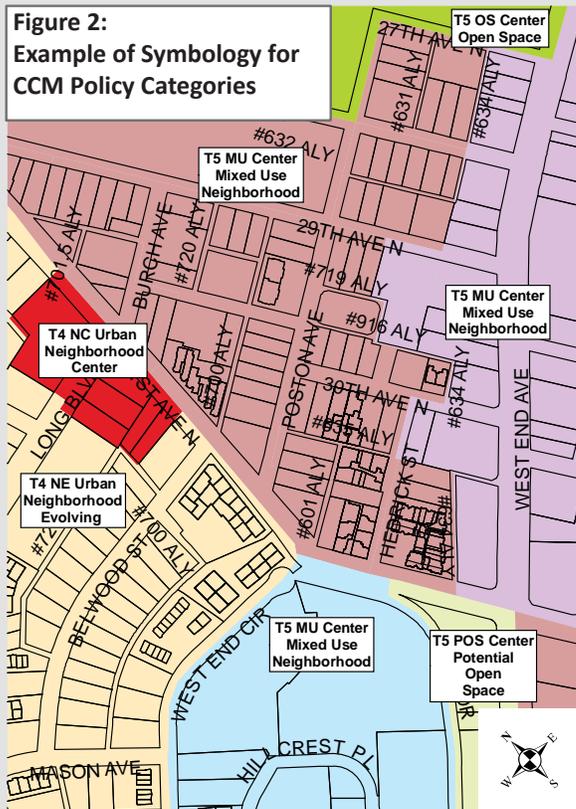
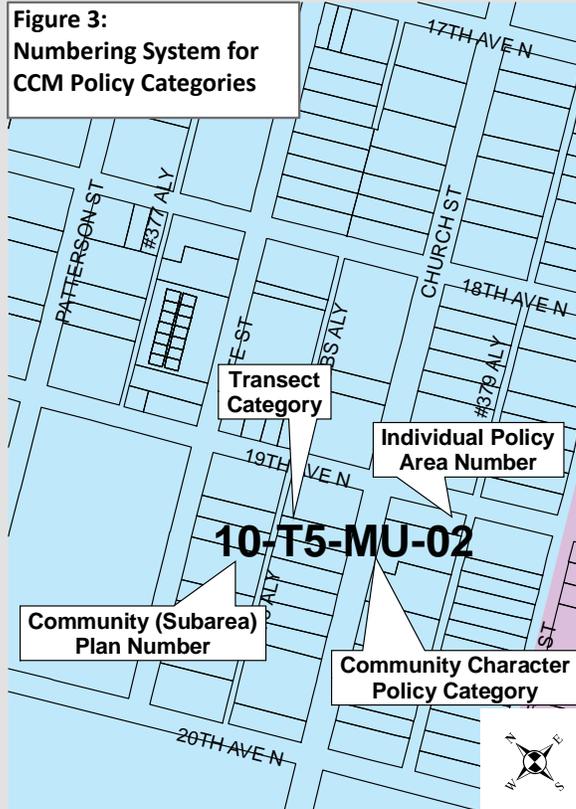
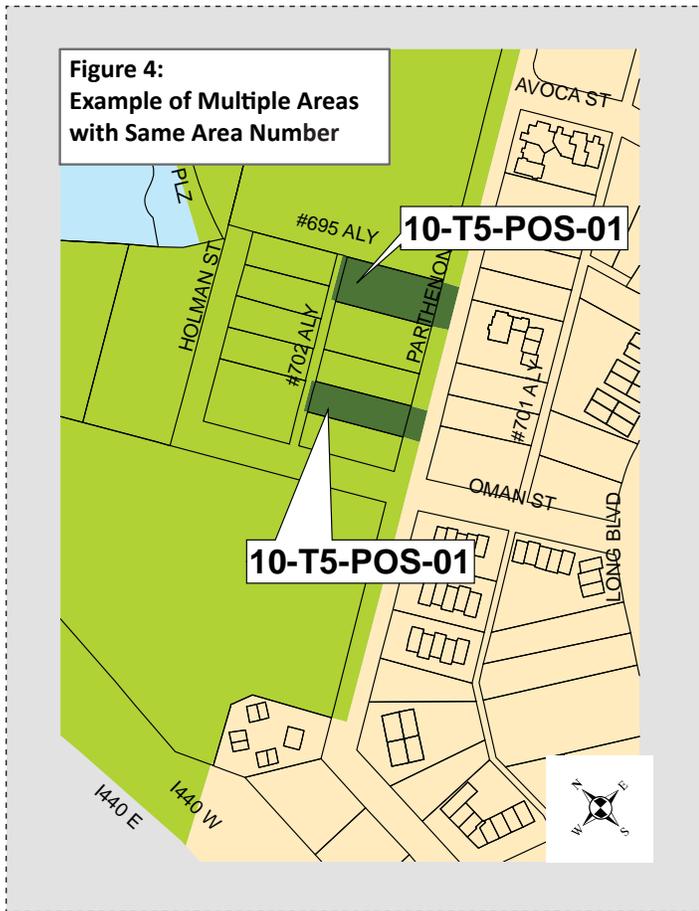


Figure 3:
Numbering System for CCM Policy Categories





Community Character Policies Influence Future Development

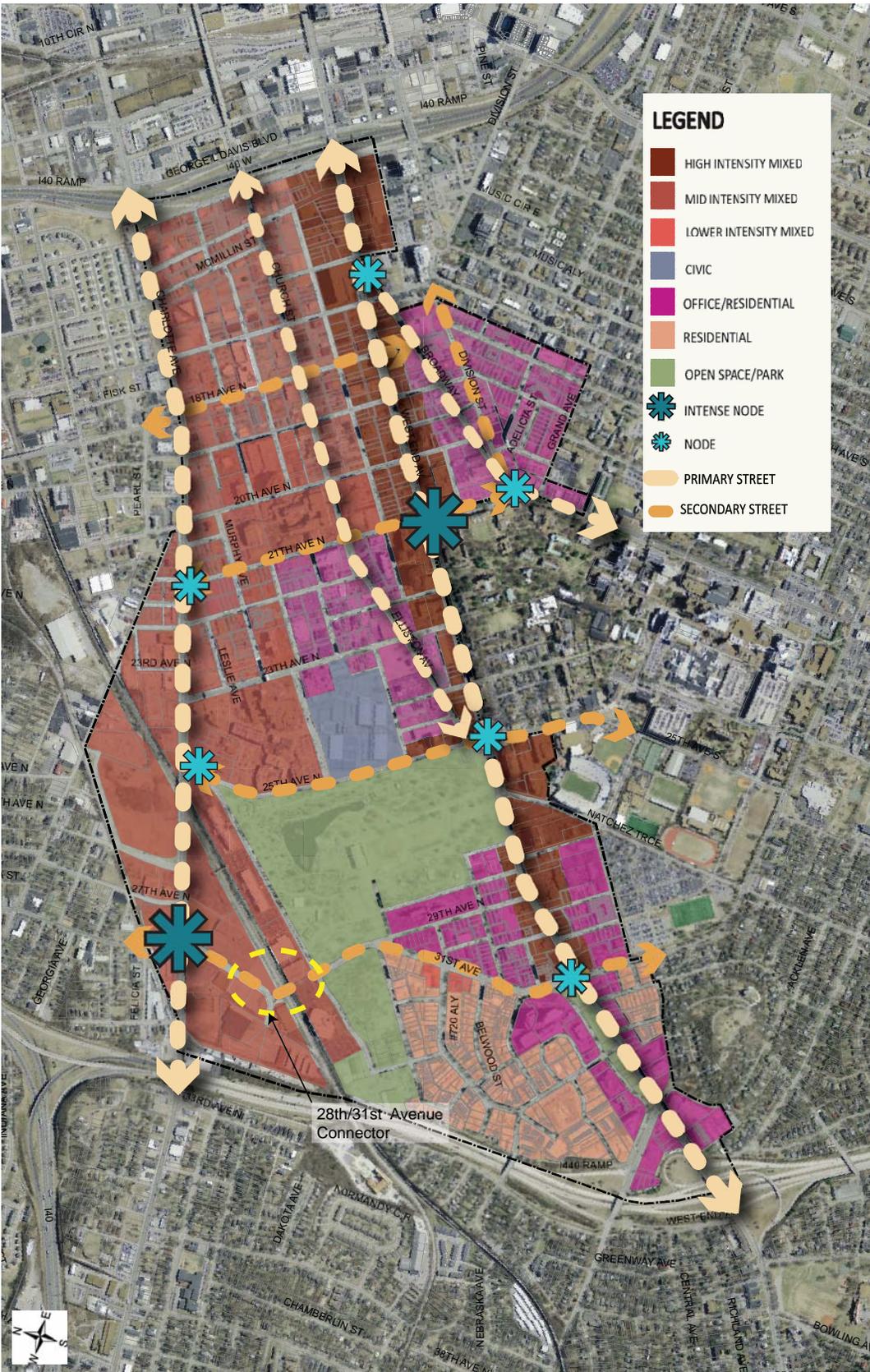
The Midtown CCP is a policy document. Unlike zoning, it is not regulatory. The CCP does not alter the existing zoning on properties, nor does it initiate the taking of property. Rather, the Midtown CCP is used to guide Metro Planning Department staff recommendations to the Metro Planning Commission and Metro Council when future zoning decisions are made. Zoning decisions determine land uses and densities/intensities of the property. When a zone change application is filed, Metro Planning staff consult the CCP to make their recommendation on whether the Planning Commission and Council should support or reject the zone change request. Zone change proposals are encouraged to follow the guidance of the Midtown CCP. The CCP also guides decisions on Metro’s Capital Improvements Budget and Program and also on decisions regarding surplus properties. The CCP guides subdivision decisions to a lesser degree.

The CCP can set the stage for individual property owners or groups of owners to change their zoning to fully realize the future vision. The CCP is the first step toward developing an Urban Design Overlay (UDO) or to rezone an area to new zoning district. The UDO is an additional layer of zoning that overlays base zoning and allows for additional urban design regulations. The UDO is used to achieve more specific, higher design standards than traditional base zoning would allow and both are required to follow the CCP.

While the CCP applies more specific policy guidance, which guides decisions on future zone change and subdivision requests, the UDO or a base zone change actually change zoning and have regulatory effect. After a UDO is adopted by Metro Council through a separate public input process, any final development construction plans submitted for approval of development within the UDO must be reviewed to ensure that they follow the standards stipulated in the UDO.

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Chapter 2: Envisioned Midtown Community Character



In advance of the Midtown Community Planning Meetings, Planning Staff interviewed various stakeholders in the Midtown Community to identify the issues affecting Midtown. Information obtained from these these interviews, along with background research and observations of development trends, helped Planning staff identify the issues facing Midtown.

These stakeholder conversations let to the creation of goals in three broad categories: Transit Oriented Development, Economic Development, and Creating Development of Lasting Value. A Concept Plan (shown at left) of development potential for the Midtown area and Goals and Objectives (next page) to guide future development were then created.

Transit Oriented Development

GOAL: PROVIDE MIXED-USE DEVELOPMENT WITH URBAN DESIGN AND DENSITIES THAT WILL SUPPORT TRANSIT, WALKING AND CYCLING

With Vanderbilt University, the regional hospital concentration, Centennial Park and growing retail, residential and office developments, Midtown is a unique urban setting, poised to grow more intensely and provide more housing, jobs and recreation in the future. Frequent, visible, and accessible transit is needed to support an economic center with the intensity and regional significance of Midtown. The most intense development should accompany transit stops to maximize their benefit to the vitality and functionality of the area. Moreover, it is critical to ensure that access to transit by foot and bicycle is provided to achieve the goal of balancing modes of transportation into and within Midtown.

Objectives:

1. Allow greater intensity and mixture of uses within Midtown to support a multi-modal transportation system, with emphasis on transit, walking and cycling.
2. When transit stops/stations are determined, consider additional urban design standards and increased intensity/density within one half mile of the stops/stations to capitalize upon and support transit.
3. Promote diverse residential development through a range of building types and intensities in Midtown, in solely-residential buildings and as part of mixed-use developments.
4. Concentrate mixed-use development on important corridors and at key intersections. Strategically locate active uses (restaurant, retail, residential or high-traffic office) on the first floor of primary streets envisioned to be especially pedestrian friendly. On these primary streets, line parking garages with active uses and limit access to parking to move traffic safely and efficiently.
5. Encourage walking as a primary mode of transportation by making sidewalks safe, pleasant and comfortable by providing wider sidewalks, buffering vehicles and pedestrians through the use of plantings and street furnishings, and using building details such as glazing, pedestrian entrances and plazas to activate the street level.

6. Encourage maximum pedestrian connections between uses by providing new sidewalks or enhancing existing ones.
7. Encourage bicycling as a viable alternative to driving for traveling around Midtown by adding bike lanes and routes and by providing and safe, convenient bicycle parking and storage.
8. Prevent parking from negatively impacting the pedestrian environment by limiting access to parking lots and structures from primary streets, which are designed to be especially pedestrian friendly.



Midtown Community: Guiding Principles

Economic Development

GOAL: PROVIDE OPPORTUNITIES FOR CONTINUED GROWTH WHILE MAINTAINING THE UNIQUE IDENTITY OF THE MIDTOWN COMMUNITY

In addition to Midtown's distinctive role in the regional office and medical fields, it is also a destination for dining and entertainment. Midtown contains a number of unique districts with college sports venues, music and dance venues including the Elliston Place "Rock Block" and upper Church St., and numerous restaurants and hotels. As employment and residential growth in Midtown continues, it will be important to encourage these activities to remain in the area. In addition, while it is dominated by office, university, and medical uses, the Midtown area also contains significant light industrial businesses that contribute to the diverse Midtown economy.

Objectives:

1. Encourage a diversity of housing types within Midtown to diversify the economic base of the area, provide housing in proximity to jobs and customers for restaurants and other commercial uses.
2. Encourage shared-use parking and parking structures to allow smaller properties to redevelop while providing required parking off-site.
3. Retain the flexibility to develop light industrial businesses at appropriate locations within Midtown to maintain the area's economic diversity.
4. Support the continued growth of the healthcare industry in Midtown while integrating its campuses into the urban design and transportation fabric of the community.
5. Continue improvements to Centennial Park to enhance its regional draw, and ensure that the urban design of adjacent development complements the park and makes maximum use of it as an amenity.
6. To address the constrained block sizes and difficulty in assembling parcels for redevelopment, create a Street Hierarchy System to prioritize the streets where streetscape and active uses are crucial versus streets that are treated more as alleys with access to structured parking.



Midtown Community: Guiding Principles

7. Encourage public-private partnerships that use development and other incentives to achieve transit-oriented development and economic development goals.
8. Encourage redevelopment at transit station areas by considering rezoning property to allow for increased density and improved urban design while removing the time and expense of individual rezonings or requests for special exceptions.
9. Support Midtown property owners in creating a Midtown Business Improvement District to provide services such as street cleaning, security, making capital improvements such as pedestrian and streetscape enhancements, and marketing Midtown to retain existing employment and capture a growing share of regional employment.



Midtown Community: Guiding Principles

Creating Development of Lasting Value

GOAL: CREATE SUSTAINABLE DEVELOPMENT – DEVELOPMENT THAT INCREASES NASHVILLE’S ECONOMIC BASE WITHOUT PLACING AN UNDUE BURDEN ON THE CITY’S INFRASTRUCTURE

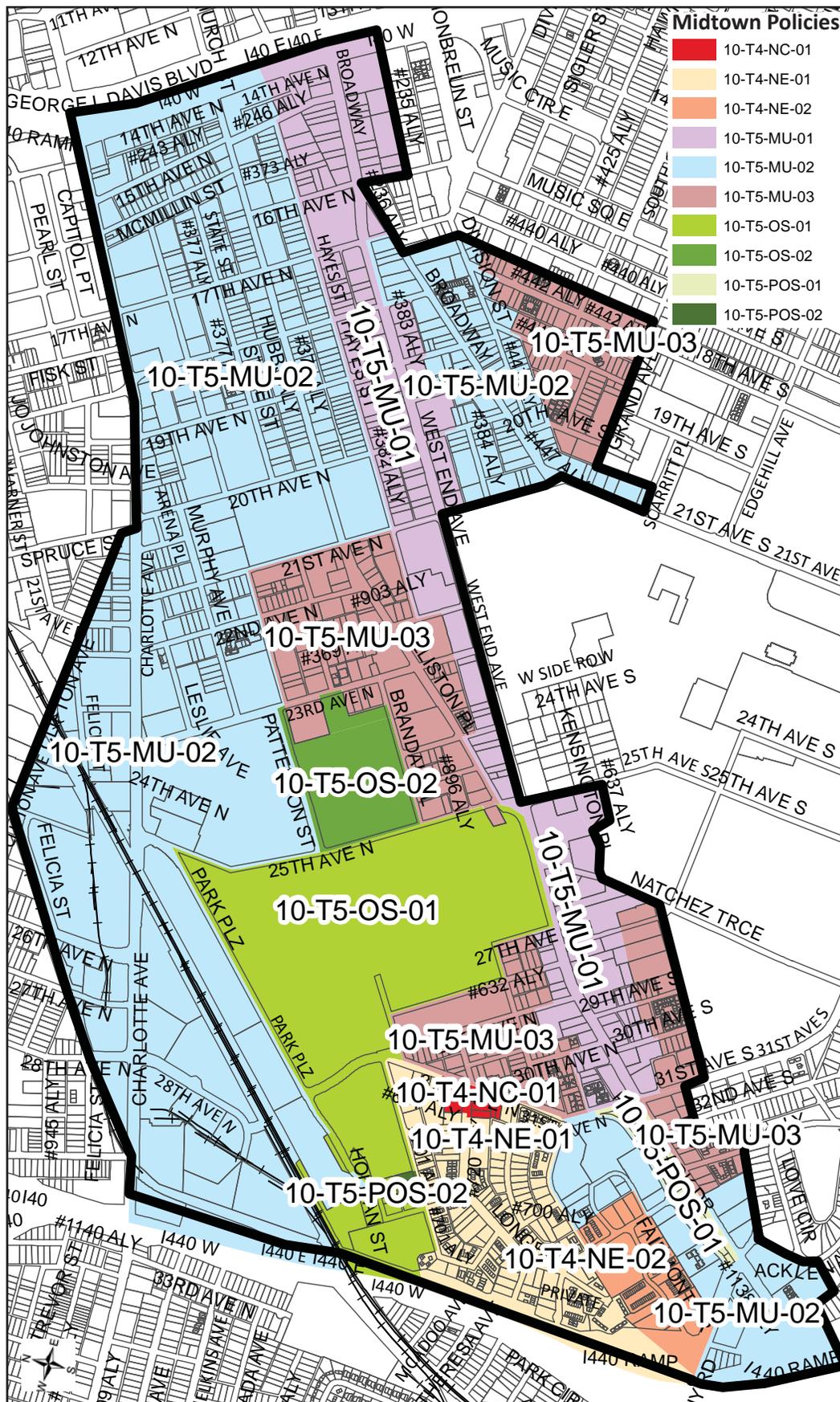
Through the leadership of Mayor Karl Dean, Nashville has identified the economic development goal of becoming “the Greenest City in the Southeast.” Achieving this goal will enable Nashville to increase the strength and diversity of its economy by capturing a larger share of the growing market of “green jobs” and by increasing its overall efficiency – efficient use of existing infrastructure, economic synergy, educational resources, transportation systems and natural resources.

Objectives:

1. Encourage development that makes wise use of resources by considering additional density and height for developments that use sustainable techniques.
2. Encourage a diversity of housing types within Midtown to reach a broad resident market.
3. Incorporate low maintenance regional landscaping and low impact stormwater management techniques to lessen impact on aging infrastructure and the demand for natural resources.
4. Ensure compatibility and connectivity of new development with surrounding development and existing cultural or historic resources to encourage walking and biking.
5. Promote the adaptive reuse of viable existing buildings.
6. Incentivize the integration of publicly-accessible open space into new developments.



Community Character Policy Map



The Concept Plan is translated into a *Community Character Policy Map*, where the vision for the community is enacted through Community Character Policies. When using the Midtown Community Character Map to determine the guidance for a particular property, there are several items on the map to be aware of – the Community Character Policies and their symbols, and the Community Character Policy Areas including their numbers and Special Policies.

Each Community Character Policy has a unique label. An explanation of the label is found in Chapter 1: Interpreting Maps in the Midtown Community Plan.

Community Character Special Policies

The Midtown Community Character Policy Plan builds upon the vision and objectives expressed in the Concept Plan. The Community Character Policies take the Concept Plan to the next level of detail by addressing the form, character, preservation and development of areas.

T5 CENTER OPEN SPACE POLICY

General Character of T5 Center Open Space Policy Areas in Green Hills-Midtown Community

T5 Center Open Space Areas accommodate passive and active open space land uses and feature significant contextual design to blend with surrounding high intensity residential and commercial development. Land uses are generally passive open space, which may include urban gardens, hardscaped plazas, courtyards, and pocket parks. Active open space land uses may include playgrounds, picnic areas, and multi-use paths, and areas associated with civic and public benefit activities.

How to Use This Guidance

The intent for T5 Center Open Space policy is to preserve or enhance the general character of open spaces in Center areas. Users of the *Green Hills-Midtown Community Plan: 2005 Update* should meet the policy intent by creating and evaluating development and preservation plans in light of the following:

- The T5 Center Open Space policy including the policy intent, general characteristics, design principles and all other guidance provided in the policy;
- The General Principles found in the Community Character Manual (CCM);
- The existing character of the particular T5 Center Open Space area; and
- Additional guidance provided by this plan including any Special Policies for the particular T5 Center Open Space area.

Note that if the Special Policy for an area does not provide additional guidance, then the guidance in the T5 Center Open Space policy and the General Principles in the CCM are controlling.

T5 Center Open Space Community Character Policy Areas

The Green Hills-Midtown Community Plan includes two areas where the T5 Center Open Space policy is applied. They are titled “T5 Center Open Space Policy Areas” in the plan. These areas were identified by examining the general characteristics of the open space, the service area and recreational needs it meets, and its need to be preserved or enhanced.

Special Policies

The following provides additional guidance on unique conditions that may exist in a particular T5 Center Open Space policy area. The Special Policies may cover one or more of the following issues. This list is not exhaustive:

- Design Principles Found in the T5 Center Open Space Policy
- Appropriate Passive Uses
- Appropriate Active Uses
- Historically Significant Sites or Features
- Transitions

10-T5-OS-01

T5 Center Open Space Area 1 is referenced as 10-T5-OS-01 on the accompanying map. It is Centennial Park on West End Avenue. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Open Space policy applies. Improvements to Centennial Park are guided by the Centennial Park Master Plan, which may be accessed at <http://www.conservancyonline.com/>.

10-T5-OS-02

T5 Center Open Space Area 2 is referenced as 10-T5-OS-02 on the accompanying map. It is the Centennial Sportsplex on 25th Avenue North across from Centennial Park. There are no Special Policies for this area, therefore, the guidance of the T5 Center Open Space policy applies.

T5 CENTER POTENTIAL OPEN SPACE POLICY

General Character of T5 Center Potential Open Space Policy Areas in the Green Hills-Midtown Community

T5 Center Potential Open Space Policy is applied in order to create open space by identifying areas appropriate for future use as open space. It may be applied to vacant properties, land with environmentally sensitive features, or areas where acquisition or control of the site for open space are actively pursued particularly where there is a documented lack of park land. Creation of open space should be consistent with the *Metropolitan Parks and Greenways Master Plan*. *T5 Center Potential Open Space Policy is always used in combination with an alternate community character policy in case the property owner decides not to redevelop the land as open space.*

How to Use This Guidance

The intent for T5 Center Potential Open Space policy is to identify land that could potentially be secured as future permanent open spaces in the Center area. Users of the *Green Hills-Midtown Community Plan: 2005 Update* should meet the policy intent by creating and evaluating

Community Character Special Policies

development and preservation plans in light of the following:

- The T5 Center Open Space policy including the policy intent, general characteristics, design principles and all other guidance provided in the policy;
- The General Principles found in the *Community Character Manual (CCM)*;
- The existing character of the particular T5 Center Open Space area; and
- Additional guidance provided by this plan including any Special Policies for the particular T5 Center Open Space area.

Note that if the Special Policy for an area does not provide additional guidance, then the guidance in the T5 Center Potential Open Space policy and the General Principles in the CCM are controlling.

T5 Center Potential Open Space Community Character Policy Areas

The Green Hills-Midtown Community Plan includes two areas where the T5 Center Potential Open Space policy is applied. They are titled “T5 Center Potential Open Space Policy Areas” in the plan. These areas were identified by examining the general characteristics of the potential open space, the service area and recreational needs it could meet, and its need to be preserved or enhanced.

Special Policies

The following provides additional guidance on unique conditions that may exist in a particular T5 Center Potential Open Space policy area. The Special Policies may cover one or more of the following issues. This list is not exhaustive:

- Alternate Community Character Policy
- Design Principles Found in the T5 Center Potential Open Space Policy
- Appropriate Passive Uses
- Appropriate Active Uses
- Historically Significant Sites or Features
- Transitions

10-T5-POS-02

T5 Suburban Open Space Area 1 is referenced as 10-T5-OS-01 on the accompanying map. It consists of several parcels bounded by Murphy Road, Park Circle, Acklen Park Drive, and West End Avenue that are currently and have long been used as private open space. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Potential Open Space policy applies.

- Alternate Community Character Policy: Area 10-T5-MU-02



Community Character Special Policies

10-T5-POS-02

T5 Suburban Open Space Area 2 is referenced as 10-T5-POS-02 on the accompanying map. It consists of two residential properties adjacent to, and partially surrounded by, Centennial Park on Parthenon Avenue. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Potential Open Space policy applies.

- Alternate Community Character Policy: Area 10-T4-NE-01

T4 URBAN NEIGHBORHOOD EVOLVING POLICY

General Character of T4 Urban Neighborhood Evolving Areas in the Green Hills-Midtown Community

T4 Urban Neighborhood Evolving Areas demonstrate a development pattern of moderate to high density residential and civic and public benefit development. Attached and detached residential and civic and public benefit buildings are found regularly spaced with shallow setbacks and minimal spacing between buildings. Lots are generally accessed from alleys. The public realm and streetscape features consistent use of lighting and more formal landscaping. Urban neighborhood evolving areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and mass transit. The edges of T4 Urban Neighborhood Evolving Areas are firm with clearly distinguishable boundaries identified by block structure, consistent lot size, and building placement.

How to Use This Guidance

The intent for T4 Urban Neighborhood Evolving areas in the Green Hills-Midtown Community is to create and enhance urban neighborhoods that are compatible with the general character of existing urban neighborhoods as characterized by their development pattern, building form, land use and associated public realm, with opportunities for housing choice and improved pedestrian, bicycle and vehicular connectivity. The resulting development pattern may have higher densities than existing urban neighborhoods and/or smaller lots sizes, with a broader range of housing types providing housing choice. This reflects the scarcity of easily developable land (without sensitive environmental features) and the cost of developing housing. Users of the *Green Hills-Midtown Community Plan: 2005 Update* should meet the policy intent by creating and evaluating development and preservation plans in light of the following:

- The T4 Urban Neighborhood Evolving policy including the policy intent, general characteristics, design principles and all other guidance provided in the policy;
- The General Principles found in the *Community*



Community Character Special Policies

Character Manual (CCM);

- The existing character of the particular T4 Urban Neighborhood Evolving area;
- The envisioned character of other surrounding policy areas; and
- Additional guidance provided by this plan including any Special Policies for the particular T4 Urban Neighborhood Evolving area.

10-T4-NE-01

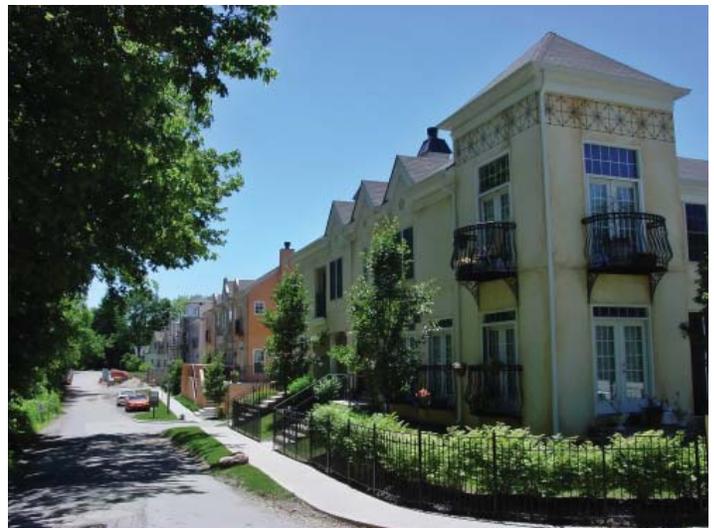
T4 Urban Neighborhood Evolving Area 1 is referenced as 10-T4-NE-01 on the accompanying map. It applies to most of the West End Park neighborhood that flanks Long Boulevard adjacent to I-440. This growing area contains primarily a variety of types of multi-family housing. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T4 Urban Neighborhood Evolving policy applies.

10-T4-NE-02

T4 Urban Neighborhood Evolving Area 1 is referenced as 10-T4-NE-01 on the accompanying map. It applies to the portion of the West End Park neighborhood that flanks Fairmont Drive and Acklen Park Drive adjacent to I-440. This growing area contains primarily a variety of types of high density multi-family housing. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T4 Urban Neighborhood Evolving policy applies.

Design Principle: Density/Intensity

- Residential density in this area may be higher than is typical for T4 NE areas because of the area's Midtown location and support role in providing a planned high level of public and private mass transit service.



T4 URBAN NEIGHBORHOOD CENTER POLICY

General Character of T4 Urban Neighborhood Center Areas in the Green Hills-Midtown Community

T4 Urban Neighborhood Centers are pedestrian friendly areas generally located at intersections of urban streets that contain commercial, mixed use, residential, civic and public benefit land uses. T4 Urban Neighborhood Centers serve urban neighborhoods within a five-minute walk. Intensity is generally placed within edges of the T4 Urban Neighborhood Center, not exceeding the four corners of the intersection of two prominent urban streets. Buildings are regularly spaced and area built to the back edge of the sidewalk with minimal spacing between buildings. Parking is behind or beside the buildings and is generally



Community Character Special Policies

accessed by side streets or alleys. The public realm and streetscape features the consistent use of lighting and formal landscaping. T4 Urban Neighborhood Centers are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and mass transit leading to surrounding neighborhoods and open space. The edges of T4 Urban Neighborhood Centers are firm, with distinguishable boundaries identified by land uses, building types, building placement, and block structure.

How to Use This Guidance

The intent for T4 Urban Neighborhood Center areas in the Green Hills-Midtown Community is to preserve, enhance, and create urban neighborhood centers that are compatible with the general character of urban neighborhoods as characterized by the service area, development pattern, building form, land use, and associated public realm. Where not present, infrastructure and transportation networks should be enhanced to improve pedestrian, bicycle and vehicular connectivity. Users of the *Green Hills-Midtown Community Plan: 2005 Update* should meet the policy intent by creating and evaluating development and preservation plans in light of the following:

- The T4 Urban Neighborhood Center policy including the policy intent, general characteristics, design principles and all other guidance provided in the policy;
- The General Principles found in the *Community Character Manual (CCM)*;
- The existing character of the particular T4 Urban Neighborhood Center area;
- The envisioned character of other surrounding policy areas; and
- Additional guidance provided by this plan including any Special Policies for the particular T4 Urban Neighborhood Center area.

10-T4-NC-01

T4 Urban Neighborhood Center Area 1 is referenced as 10-T4-NC-01 on the accompanying map. It applies to properties around the west side of the intersection of Long Boulevard and 31st Avenue North in the West End Park neighborhood adjacent to I-440. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T4 Urban Neighborhood Center policy applies.

Design Principle: Density/Intensity

- Density and intensity in this area will in some cases be higher than is typical for T4 NC areas because of the area's Midtown location and higher than average residential density.



Community Character Special Policies

T5 CENTER MIXED USE NEIGHBORHOOD POLICY

General Character of T5 Center Mixed Use Neighborhood Areas in the Green Hills-Midtown Community

T5 Center Mixed Use Neighborhood Areas include the County's major employment centers, representing several sectors of the economy including health care, finance, retail, the music industry, and lodging. T5 Center Mixed Use Neighborhood Areas are intended to contain a significant amount of high density residential development that is very mixed use in nature with civic and public benefit, and high intensity commercial, and office land uses. T5 Center Mixed Use Neighborhood policy has been applied to three areas in the Green Hills-Midtown Community

How to Use This Guidance

The intent for T5 Center Mixed Use Neighborhood areas is to preserve and enhance urban mixed use neighborhoods that are characterized by a development pattern that contains a diverse mix of residential and non-residential land uses, and that are envisioned to remain or develop in a mixed use pattern. Users of the *Green Hills-Midtown Community Plan: 2005 Update* should meet the policy intent by creating and evaluating development and preservation plans in light of the following:

- The T5 Center Mixed Use Neighborhood policy including the policy intent, general characteristics, design principles and all other guidance provided in the policy;
- The General Principles found in the *Community Character Manual (CCM)*;
- The existing character of the particular T5 Center Mixed Use Neighborhood area;
- The envisioned character of other surrounding policy areas; and
- Additional guidance provided by this plan including any Special Policies for the particular T5 Center Mixed Use Neighborhood area.

10-T5-MU-01

T5 Center Mixed Use Neighborhood Area 1 is referenced as 10-T5-MU-01 on the accompanying map. It applies to properties generally fronting on West End Avenue between 31st Avenue North and I-40. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Mixed Use Neighborhood policy applies.

Appropriate Land Uses

- Industrial Uses are not appropriate in this area, although artisan and crafts uses may be considered



Community Character Special Policies

on their merits.

Building Form (Mass, Orientation, Placement)

- Where properties face Centennial Park, special attention is paid to the building orientation and placement as it relates to the park with the intent of enhancing the urban design surrounding the park to contribute to its significance as a civic feature.
- Buildings may rise 20 stories and above.

Connectivity (Pedestrian/Bicycle)

- Where properties face Centennial Park, sidewalks are especially wide and pedestrian crossings are enhanced near the park to maximize the access of area park visitors.

Parking

- Where properties face Centennial Park, parking structures facing the park are located behind liner buildings that are of sufficient depth to accommodate active uses on the ground floor. Upper level habitable liners are also encouraged. The liners are needed because of the park's civic significance.



10-T5-MU-02

T5 Center Mixed Use Neighborhood Area 2 is referenced as 10-T5-MU-02 on the accompanying map. It applies to properties along Charlotte Avenue between I-440 and I-40, along West End Avenue and Murphy Road adjacent to I-440, along Park Circle, along Broadway and Division Streets and 21st Avenue South, and between Charlotte Avenue and Hayes Street east of 21st Avenue North. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Mixed Use Neighborhood policy applies.

Building Form (Mass, Orientation, Placement)

- Where properties face Centennial Park, special attention is paid to the building orientation and placement as it relates to the park with the intent of enhancing the urban design surrounding the park to contribute to its significance as a civic feature.

Connectivity (Pedestrian/Bicycle)

- Where properties face Centennial Park, sidewalks are especially wide and pedestrian crossings are enhanced near the park to maximize the access of area park visitors.

Density/Intensity

- Lower building heights and masses are intended in this area than in Area 10-T5-MU-01 because of the area's structural constraints to development. Maximum building heights of up to twenty stories

Community Character Special Policies

are generally most appropriate in this area. Punctuations of greater height may be appropriate at prominent locations within this area, provided that the site and building design meet the policy.

Parking

- Where properties face Centennial Park, parking structures facing the park are located behind liner buildings that are of sufficient depth to accommodate active uses on the ground floor. Upper level habitable liners are also encouraged. The liners are needed because of the park's civic significance.

10-T5-MU-03

T5 Center Mixed Use Neighborhood Area 3 is referenced as 10-T5-MU-03 on the accompanying map. It applies to properties in three areas: surrounding West End Avenue between I-440 and 31st Avenue North, properties in the Elliston Place/State Street area; and properties in the Grand Avenue/18th Avenue South area. In this area, the following Special Policies apply. Where the Special Policy is silent, the guidance of the T5 Center Mixed Use Neighborhood policy applies.

Appropriate Land Uses

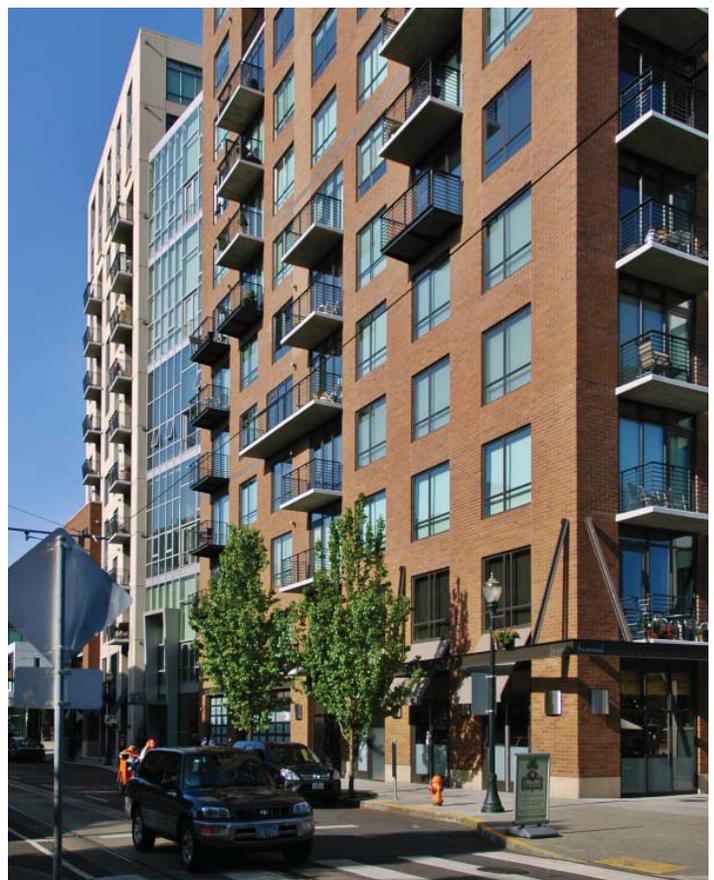
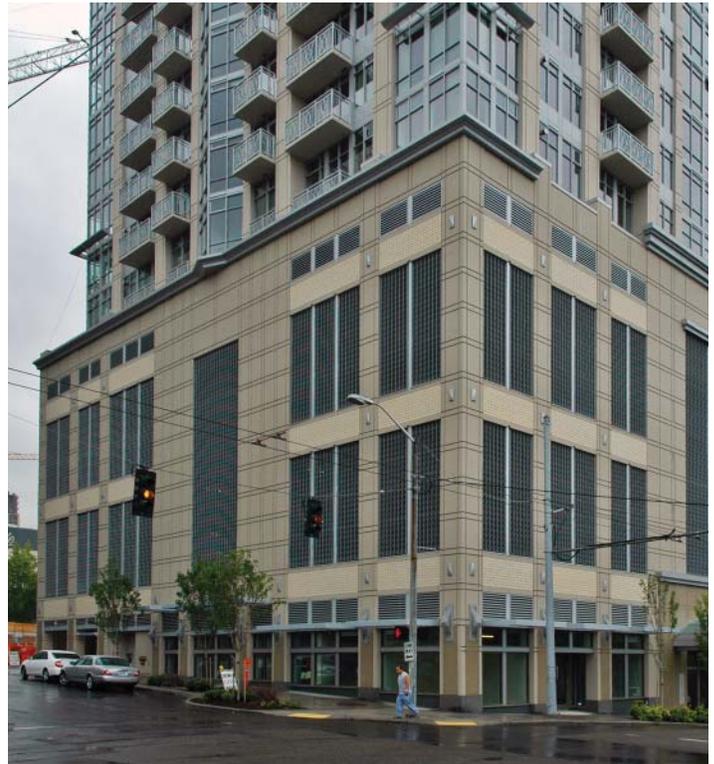
- Industrial Uses are not appropriate in this area, although artisan and crafts uses may be considered on their merits.
- Office and Residential uses are preferred over other uses in this area because of the smaller lots, frequent diagonal streets, and tight block structure. These uses can exist in forms that can accommodate themselves to this restrictive environment.

Building Form (Mass, Orientation, Placement)

- Where properties face Centennial Park, special attention is paid to the building orientation and placement as it relates to the park with the intent of enhancing the urban design surrounding the park to contribute to its significance as a civic feature.

Connectivity (Pedestrian/Bicycle)

- Where properties face Centennial Park, sidewalks are especially wide and pedestrian crossings are enhanced near the park to maximize the access of area park visitors.



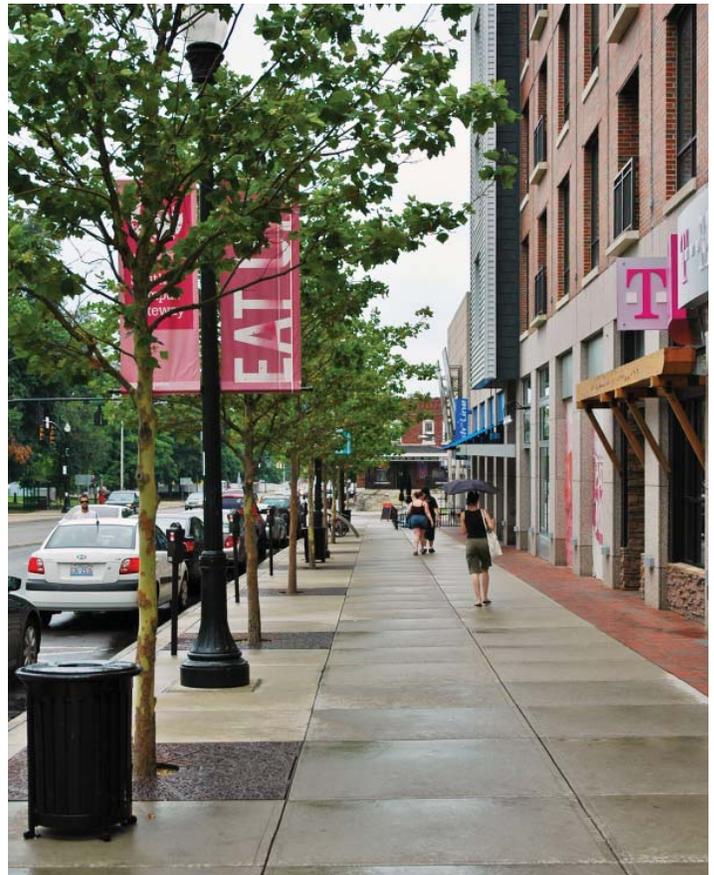
Community Character Special Policies

Density/Intensity

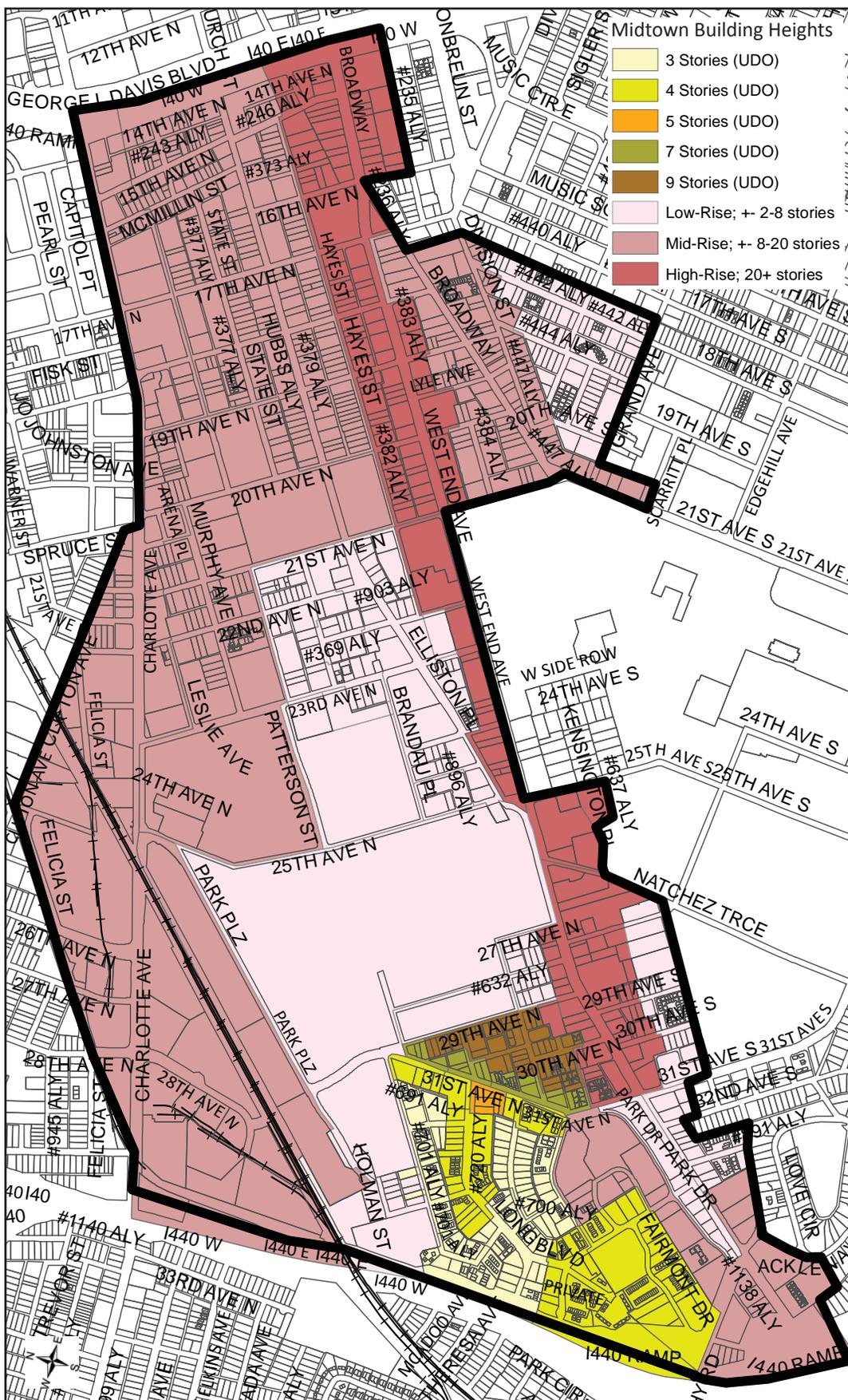
- Lower building heights and masses are intended in this area than in Areas 10-T5-MU-01 and -02 because of the area's numerous residential size lots. Maximum building heights of about eight stories are generally most appropriate in this area. Punctuations of greater height may be appropriate at prominent locations within this area, provided that the site and building design meeting the policy.

Parking

- Where properties face Centennial Park, parking structures facing the park are located behind liner buildings that are of sufficient depth to accommodate active uses on the ground floor. Upper level habitable liners are also encouraged. The liners are needed because of the park's civic significance.



Community Character Special Policies: Building Height Map



In the community character policies for the Midtown Plan, building height recommendations are broken down into areas that are currently zoned under the 31st Avenue / Long Boulevard Urban Design Overlay (UDO), which establishes very specific height ranges, and the T5 Center Mixed Use Neighborhood and T5 Center Open Space and Potential Open Space areas that are not part of the UDO.

For the T5 Center areas, the building heights are defined generally as Low-Rise, Mid-Rise, and High-Rise.

Low-Rise heights are generally 2-8 stories. Mid-Rise buildings are generally between 8-20 stories. High rise buildings in the Midtown context would typically rise 20 stories or above.

Community Character Special Policies: Building Heights

Low-Rise, Mid-Rise, and High-Rise Buildings Defined

Low Rise Buildings - 2-8 stories.



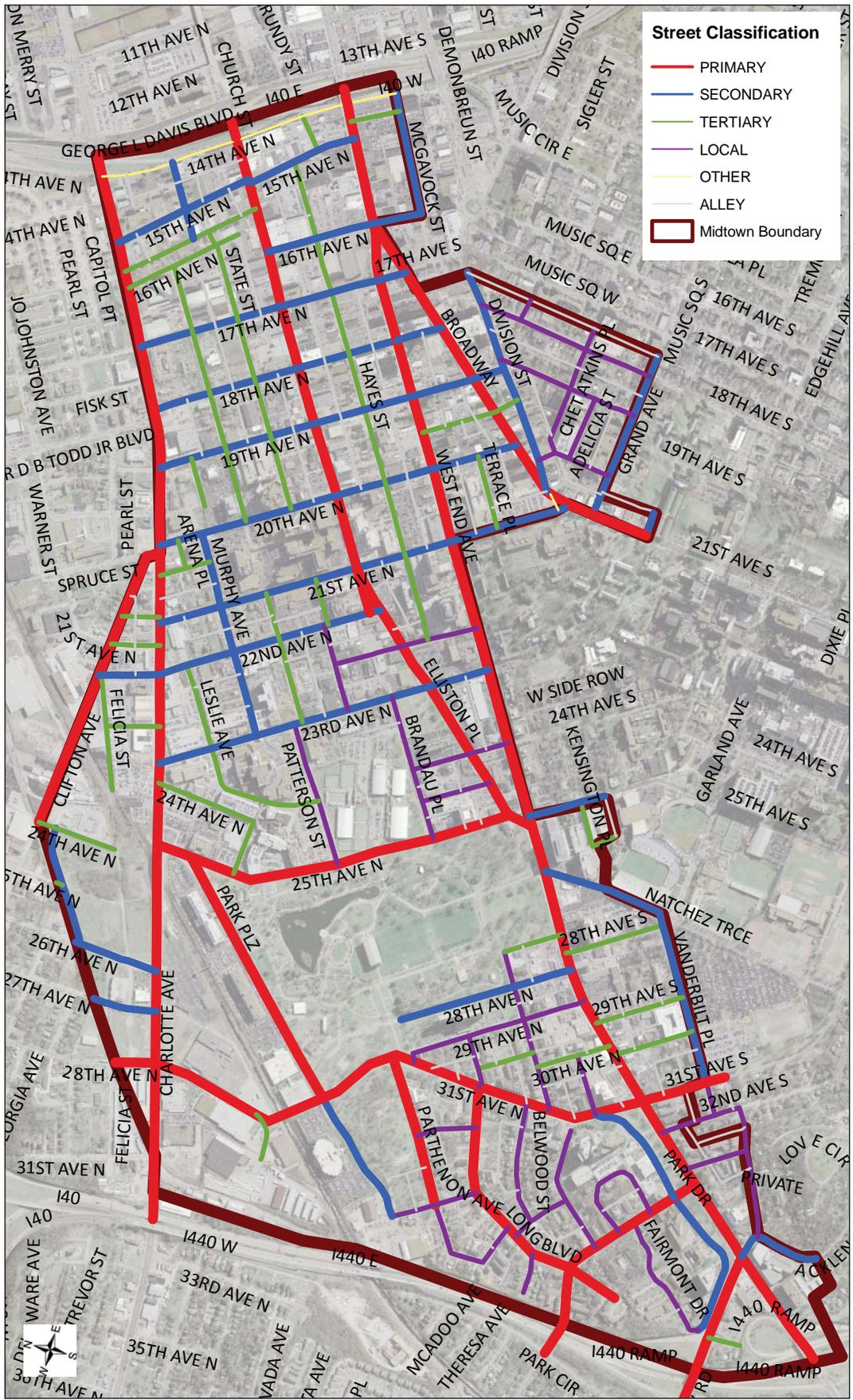
Mid Rise Buildings - 8 to 20 stories.



High Rise Buildings - 20 stories and up.



Community Character Special Policies: Street Character Type



The streets in Midtown are classified to instruct how the buildings should be designed to interact with the street. This map shows the classifications of the street character. Streets are identified as Primary, Secondary, Tertiary, or Local.

Community Character Special Policies: Street Character Type

PRIMARY STREETS

Primary Streets provide more intense, urban development including shallow build-to zones accommodate high levels of pedestrian, vehicular, and transit activity. Pedestrian comfort on these streets is of the highest importance. Active uses – residential, retail, restaurant, or office – on the ground floor of buildings enhance pedestrian safety and interaction. Primary Streets in mixed use areas also have the highest level of urban activity such as outdoor dining, retail displays, and community activities like markets, parades and festivals. Vehicular access to parking lots and parking structures, and “back of house” functions are strongly discouraged.

Primary Streets in mixed use areas have a continuous street wall and sidewalks that are generally 16 feet wide. The sidewalk should provide room for features such as street trees, benches, trash and recycling receptacles, and bicycle parking as well as a clear travel path for pedestrians. Street trees protect people and infrastructure from the sun and rain, reduce stormwater runoff and air pollution, and provide aesthetic value to the city. On Primary Streets in mixed use areas, the use of tree wells and grates is typically more appropriate than landscape planters.

On Primary Streets in residential areas, the street wall is more intermittent allowing more space between buildings and sidewalks may be narrower than in mixed use areas. Buildings may be set back farther from the street than in mixed use areas, allowing for small front yards and transitions into buildings. Tree wells, landscape planters, and grass strips are appropriate on these streets.

Primary Streets

Primary Streets (pictured below) provide more intense, urban development including shallow build-to zones and increased buildings heights. Primary Streets accommodate high levels of pedestrian, vehicular, and transit activity.



Community Character Special Policies: Street Character Type

SECONDARY STREETS

Secondary Streets have moderate levels of pedestrian, vehicular and transit activity. Secondary Streets may be mixed-use, commercial, or residential in character. The build-to zone is generally shallow and building heights are limited. Vehicular access to parking lots and parking structures is allowed. When “back of house” functions are located on Secondary Streets, significant efforts should be made to reduce the impact on adjacent properties and the sidewalk. In mixed-use areas, a continuous street wall should be maintained and sidewalks are generally 14 feet wide. Tree wells and landscape planters are appropriate on mixed use Secondary Streets.

On Secondary Streets in residential areas, the street wall is more intermittent allowing more space between buildings and sidewalks may be narrower than in mixed use areas. Buildings may be set back farther from the street than in mixed use areas, allowing for small front yards and transitions into buildings. Tree wells, landscape planters, and grass strips are appropriate on these streets.

Secondary Streets

Secondary Streets (pictured below) have moderate levels of pedestrian, vehicular and transit activity. Vehicular access to parking lots and parking structures is allowed. When “back of house” functions are located on Secondary Streets, significant efforts should be made to reduce the impact on adjacent properties and the sidewalk.



Community Character Special Policies: Street Character Type

TERTIARY STREETS

Tertiary Streets are less important than Primary and Secondary Streets. Tertiary Streets are the appropriate location for “back of house” functions. Sidewalks are typically 5 feet with a 4 foot planting area against the curb or 9 feet with street trees in tree wells. Care should be taken to make these streets as pedestrian-friendly as possible while accommodating loading and access needs.

LOCAL STREETS

Local Streets are the smallest streets in neighborhoods. They may be residential, commercial or mixed-use in character. The build-to zone is appropriate for the associated land uses and the scale of the neighborhood. Vehicular access is less formal. Sidewalks are typically 5 feet with a 4 foot planting area against the curb or 9 feet with street trees in tree wells.

ALLEYS

Alleys are service roads that provide shared access to properties. Where alleys exist and are in working condition, or where new alleys can be created, alleys are the preferred area for “back of house” functions and vehicular access. Public utilities and access to mechanical equipment, trash and recycling should be located on alleys whenever possible. Dilapidated alleys are improved to current standards in association with new development.

Tertiary Streets

Tertiary Streets (pictured below) are the appropriate location for “back of house” functions. Care should be taken to make these streets as pedestrian-friendly as possible while accommodating loading and access needs.



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Chapter 3:

Implementation

The Midtown Community Plan will be implemented through the efforts of numerous stakeholders. While Metro Planning Department staff will use the Midtown Community Plan to provide guidance on future zone change and subdivision decisions, community stakeholders can also use the document to champion development projects that meet the vision and goals of the Midtown Community Plan and to seek funding for community-led implementation projects.

The Midtown Plan is primarily implemented as private property owners make the decision to rezone and/or subdivide their property. As they decide to develop or redevelop land, the Community Character Policies in the Midtown Community Plan provide guidance on how that development or redevelopment should take shape. As a result, much of the change proposed in the Midtown Plan is market-driven – when individual property owners decide that the time and market are right for development or redevelopment, they take action, which is guided by the Community Plan.

There are, however, many recommendations in the Midtown Community Plan that can be implemented outside of private development with the initiative of community stakeholders – residents, business owners, property owners, institutional representatives, and elected and appointed officials. The stakeholders can use the guidance in the Midtown Community Plan as a starting point in pursuing grants for a variety of projects, such as streetscape improvements. Stakeholders can also use the information in the Midtown Community Plan to “pitch” their community to new businesses and potential developers highlighting Midtown’s many assets which also may lead to successful implementation of the community’s vision.

Implementation: Zoning

IMPLEMENTING THE MIDTOWN CCP – ZONING

Community Plans are primarily implemented as private property owners make the decision to rezone, subdivide, seek an exception to zoning rules or develop their property. Metro Planning will use the Midtown Community Character Plan whenever a zone change or subdivision request is made within the Midtown Community. When these applications are made by private property owners, they are reviewed by the Metro Planning Department and several other Metro Departments involved in the development process.

Metro Planning Staff reviews the proposed zone change or subdivision request to determine how well it conforms to the guidance of the Midtown Community Plan and specifically the guidance in the Community Character Policy and any associated special policies. Metro Planning Staff provides a recommendation to the Metro Planning Commission – a ten-member board of volunteers appointed by the Mayor and confirmed by Council – on subdivision requests and the Commission makes the final decision on subdivisions. Metro Planning staff provides a recommendation to the Metropolitan Planning Commission on zone change requests and the Commission makes a recommendation to the Metropolitan Council, which makes the final decision on zone changes.

To ensure that the design objectives associated with the Community Character policies are realized through new development, rezoning is needed to actually achieve these objectives. Zoning determines the “bulk standards” of new development by setting standards for setbacks, height, height control plane, and density (units per acre) or intensity (square footage based on property size). These standards vary from zoning district to zoning district, and occasionally from street type to street type. In Midtown, new development frequently needs a reduction to the setbacks/build-to, an increase in height, a removal of the height control plane, and/or greater density and intensity.

In the past few years, the need for rezoning or for special exceptions before the Board of Zoning Appeals has become prevalent, prompting the review of the Midtown Plan. Meanwhile, at the community meetings held for the Midtown Plan, there was support from the community for a comprehensive zone change to implement the Midtown Community Character Plan. **Therefore, it is recommended that the Metro Government initiate a rezoning to the appropriate zoning districts to implement the Midtown Plan.** This will ensure predictability and consistency of future development and will also remove the burden from property owners of having to individually apply for rezoning or special exceptions. Developers will be able to move

directly to preparing construction plans without delay. **Any property owner that does not wish to have their property rezoned, would be permitted to opt out of the rezoning.**

The Midtown Plan recommends the use of Alternative Zoning Districts, which are appropriate for a more urban environment. While use and intensity is the same as non-Alternative districts, the difference is that the Alternative Zoning Districts use a “build-to” rather than a “setback” to ensure a predictable building placement. The Alternative Zoning Districts also regulate additional height beyond the maximum height allowed at the street through the use of “step-backs” rather than “sky exposure planes.” This allows additional height to be located closer to the street rather than in the “wedding cake” form that the sky exposure plan creates. The Alternative Zoning Districts do not change the land uses or density/intensity compared to their conventional counterpart (i.e. MUI and MUI-A have the same floor area ratio and the same land uses). These zoning districts do not require any additional plan review beyond what is currently required to develop under other standard zoning districts.

Priorities for city sponsored comprehensive zone change:

- Rezone all properties fronting the West End Corridor from I-40 to 31st/Blakemore to MUI-A and rezone properties zoned CF to MUI-A. CF and MUI-A have the same floor area ratio (FAR) of 5.0. The advantage to the property owner is that MUI-A allows an additional 40’ at the street than CF allows, and it also allows the maximum height to be achieved closer to the street. CF does, however allow for light industrial, which is not allowed in MUI-A.
- Rezone properties zoned ORI to ORI-A, MUI to MUI-A, MUL to MUL-A or MUG-A and OR20 to OR40-A or ORI-A as appropriate.
- Rezone properties along Elliston Place, Church Street and Charlotte Pike that are currently zoned CS or CL to MUG-A.
- Examine remaining industrial zoning, and CF zoning permitting light industrial uses with individual property owners to determine if it is advantageous for them to be included in the comprehensive rezoning.
- Create an Urban Design Overlay District (UDO) for areas surrounding the designated East-West

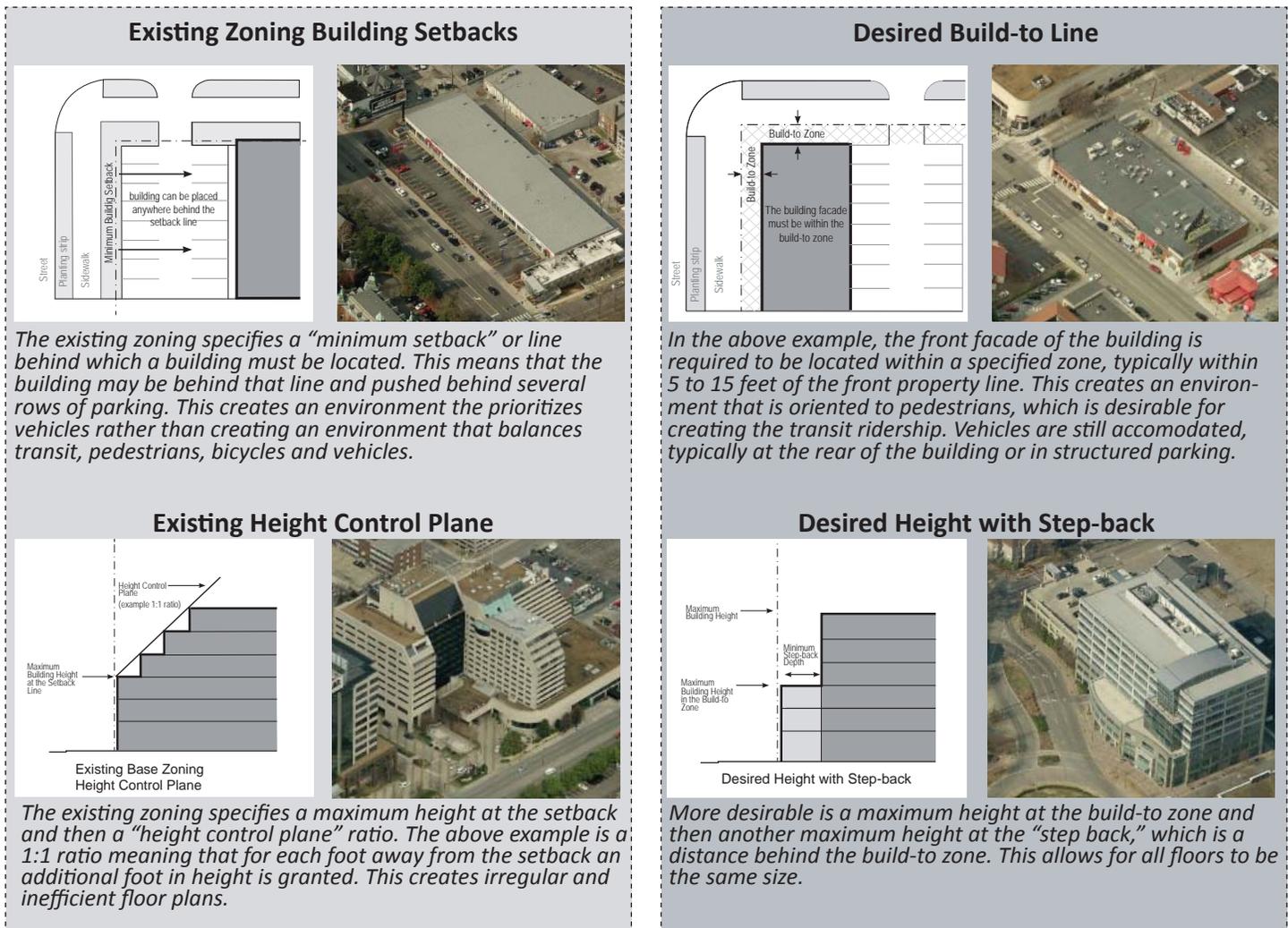
Implementation: Zoning

Connector transit stops. The UDO would allow for the maximum height and FAR envisioned in the community plan policies (which is some cases is beyond what is allowed in MUI-A) in exchange for compliance with the urban design feature and enhancement of the pedestrian environment as recommended in the East-West Connector study. *Note that the transit stop locations have not yet been finalized. Therefore, the application of UDOs for these sites would proceed after the initial base zoning districts are rezoned.*

- Properties located within the 31st and Long UDO would **not** be considered for comprehensive rezoning because of the existing the UDO.
- Existing SP zonings will remain in place unless these property owners choose to opt in to the comprehensive rezoning.

It is recommended that the comprehensive rezoning immediately follow the adoption of this plan. The creation of the Urban Design Overlay District may be delayed until the transit stops for the East-West Connector are determined and appropriate design standards recommended. *Additional public meetings would be held to hear from property owners about the rezoning. There would also be opportunities for property owners to have individual discussions about the future of their properties.*

Figure 5: Challenges with the Existing Zoning and Proposed Solution



Implementation: Bike and Pedestrian Facilities

Capital Improvements Budget (CIB) and Capital Spending Plan (CSP)

Metro Planning Department Staff uses the Midtown Community Character Plan in conjunction with other planning documents that guide public sector-led development projects such as building of streets, greenways, sidewalks, bikeways, parks and schools. For example, when Metro Planning staff is called on to give recommendations for the Capital Improvements Budget (CIB), Planning staff looks to the Green Hills-Midtown Community Plan and the other thirteen Community Plans in Nashville/Davidson County for suggested projects.

The CIB is Metro Nashville/Davidson County Government's listing of proposed publicly-funded infrastructure projects. CIB projects range from street improvements (i.e. new streets, widenings, etc.), to the creation of sidewalks and bikeways, to parks and schools. While the CIB lists all proposed projects, the Capital Spending Plan (CSP) is the final list of projects that are planned and funded for the subsequent six years. The purpose of the CIB and CSP is to identify short- and long- term capital needs; prioritize capital improvement projects; allow for the coordination of all projects in Nashville/Davidson County, allowing more efficiency and cost savings; and to develop a financial plan for funding projects, The Metro Planning Commission makes a recommendation for capital improvement projects to the Mayor, who proposes a CIB and CSP, which is considered and acted upon by the Metro Council. The CIB and CSP are prepared annually, and review of the Midtown Community Character Plan by Metro Planning Department staff for prioritizing and proposing capital projects in an important recurring implementation task.

Midtown Recommendations for Inclusion in the CIB:

Planned Pedestrian Facilities- The Strategic Plan for Sidewalks and Bikeways

The *Strategic Plan for Sidewalks and Bikeways* establishes the vision for future pedestrian infrastructure in Midtown. It can be viewed on-line at <http://mpw.nashville.gov/IMS/StratPlan/default.aspx>. Within the *Strategic Plan*, the following locations are identified for future sidewalks:

- Clifton Avenue, from 21st Avenue North to 25th Avenue North
- 16th Avenue North, from Church Street to State Street
- Park Plaza, from 25th Avenue North to 31st Avenue North
- 31st Avenue, from Park Plaza to Long Boulevard

- Belwood Street, from 31st Avenue North to Mason Avenue
- Mason Avenue, from Long Boulevard to West End Circle
- West End Circle
- Hillcrest Place
- Fairmont Drive
- Park Drive
- Long Boulevard, from Acklen Park Drive to its terminus
- Acklen Park Drive, from Long Boulevard to the bridge over I-440
- Oman Street, from Long Boulevard to Holman Street

Planned Bike Facilities- The Strategic Plan for Sidewalks and Bikeways

The *Strategic Plan for Sidewalks and Bikeways* includes a *Bikeways Vision Plan* for the County. The Vision Plan identifies major and minor roadways that are ideal for bike lanes and bike routes. The recommendations for Midtown are below:

Bike Lanes

- West End Avenue
- Patterson Street
- 25th Avenue South
- 24th Avenue South
- 21st Avenue South/Broadway
- Church Street

Shared Routes

- 18th Avenue, from Broadway to Charlotte Avenue

Additional Recommendations for Pedestrian and

Implementation: Bike and Pedestrian Facilities

Bikeway Improvements in Midtown

Cross-Walks on Major Streets

Evaluate the adequacy of cross-walks at the following locations and provide enhancements, as warranted:

- West End Avenue intersections with Murphy Road, 31st Avenue North, 28th/29th Avenues N.
- 31st Avenue N. intersections at Poston Avenue, Parthenon Avenue and Long Boulevard
- Long Boulevard at Acklen Park Circle.
- Elliston Place intersections from 22nd Avenue N. to 25th Avenue N.

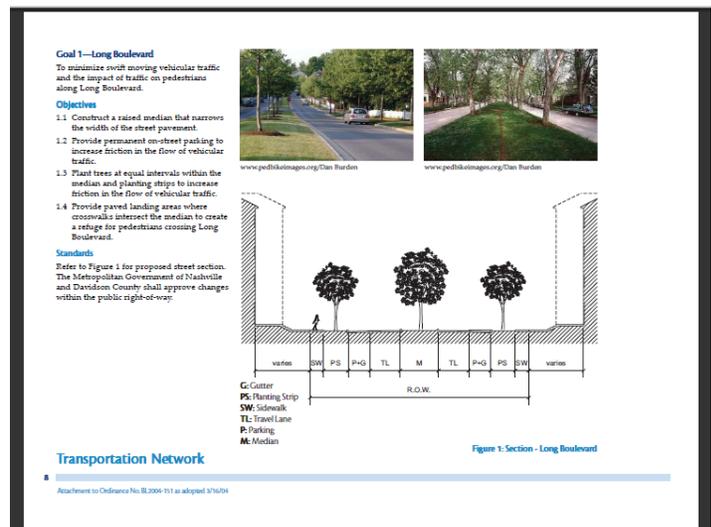
Improvements to Long Boulevard

The 31st and Long Urban Design Overlay envisioned a landscaped median within Long Boulevard. This project can be used not only as a beautification project, but also to improve stormwater management in the area.

Bike Facilities

When the *Strategic Plan for Sidewalks and Bikeways* is update two items are recommended for inclusion in the updated *Bikeways Vision Plan*:

- Addition of bike lanes to Long Boulevard, Acklen Park Drive to Murphy Road
- Re-evaluate the bike lanes proposed for West End Avenue. The focus on the inclusion of dedicated mass transit in West End Avenue may necessitate the planning of alternate routes parallel to West End Avenue.

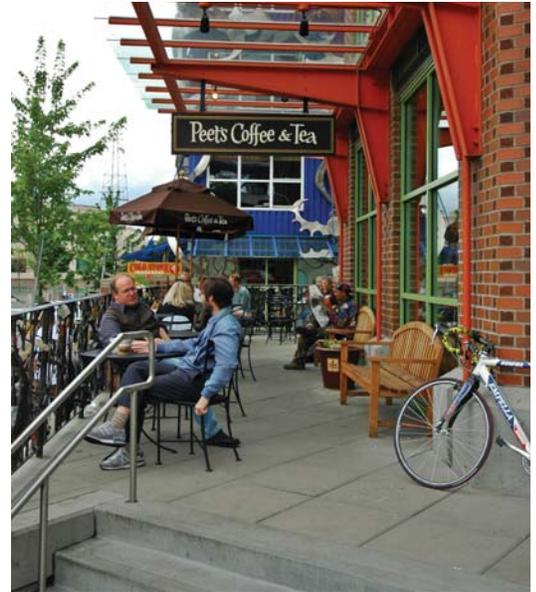
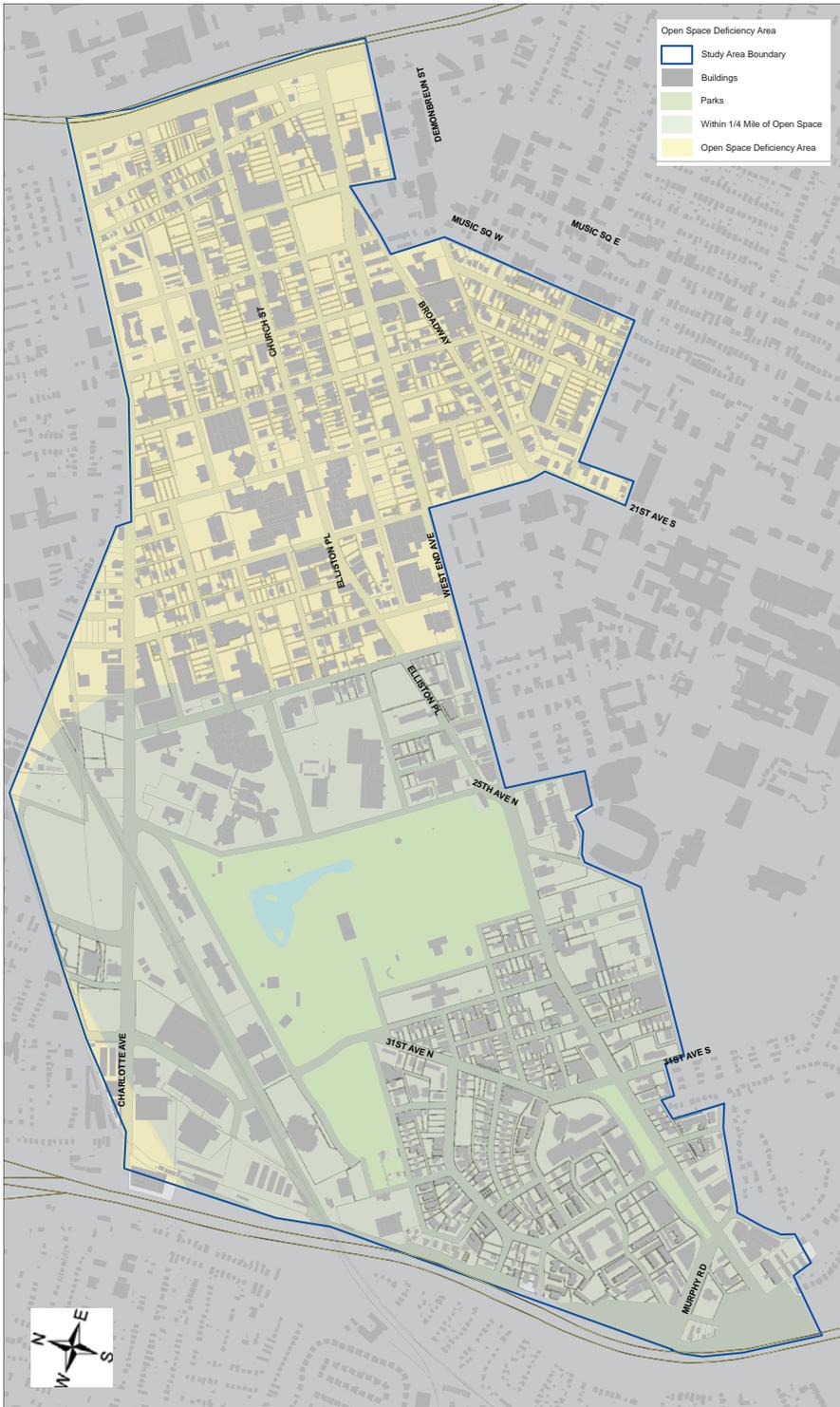


The 31st and Long Urban Design Overlay envisioned a landscaped median within Long Boulevard. This project can be used not only as a beautification project, but also to improve stormwater management in the area.



New developments on Long Boulevard have constructed sidewalks, but not the median envisioned within the right-of-way.

Implementation: Open Space



Implementation: Open Space

Open Space Deficiency Area

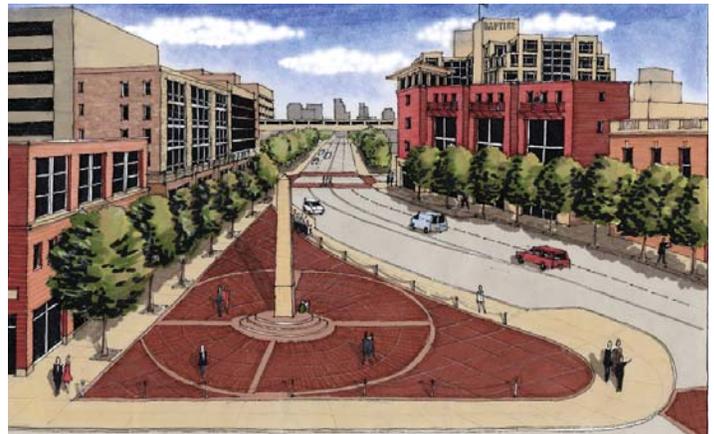
Despite having the 132 acre Centennial Park within its boundary, parts of Midtown are underserved when it comes to public open space. The area of Midtown closer to downtown, identified in yellow, is without a park within one quarter mile distance. This is a growing concern with the addition of many new residential units poised to begin construction and many more expected in the near future. Accessible, enjoyable open spaces are essential for vital and successful neighborhoods. They encourage recreation and social interaction.

Open Space can be provided in a variety of forms including pocket parks, neighborhood parks, public squares and urban plazas. Private development is encouraged to make use of urban design and architectural features to create welcoming places for residents, employees and visitors to enjoy Midtown.

Open Space Recommendation for Inclusion in the CIB

It is also recommended that the City explore securing additional park land in the identified Open Space Deficiency Area by including it in the CIB. Additionally, visible public art located in these spaces can help to brand Midtown with recognizable identity and is encouraged to be commissioned by both the City and private development.

A recommendation from the previous Elliston Place Detailed Neighborhood Design Plan is still current for this plan and can fill the need for open space in this area – transform the awkward, unused triangular piece of right-of-way on Elliston Place between 21st and 22nd Avenues into useable park space.



Vision for the future possibilities for open space and pedestrian improvements at the corner of Elliston Place and 22nd Avenue.



An awkward piece of unused right-of-way on Elliston Place between 21st and 22nd Avenues can be transformed into useable park space.

Implementation: Historic Preservation

Preservation of Historic Properties

During the Midtown Planning process, interest was expressed in tools to preserve the remaining historic properties in Midtown. Analysis revealed that there are a few historical sites in Midtown, but they are mostly scattered to the point that it would be difficult to apply a preservation zoning district to them. The three areas that required additional study were Elliston Place, West End between 32nd to 33rd and the South Street area. Metro Historic found that most of the remaining historic properties fall into the Worthy of Conservation category, though some are National Register Eligible. Preliminarily, Metro Historic found that the south side of Elliston Place is the area with the most potential to warrant the creation of a historic preservation tool.

Each of the three areas is located within proposed Policy Areas with low-rise building heights. There are other site features affecting these areas that may also help preserve existing structures or cause lower building heights for new structures. These site features include small lot size, shallow lot depth and inability to consolidate property.

There are tools available that could be used to preserve historic sites and areas if there is community-initiated or property owner-initiated organization and support. These tools include historic preservation zoning overlay districts, neighborhood conservation zoning overlay districts, historic landmark designation, and urban design overlay districts. Staff would be available to assist in the implementation of these tools if the community or individual property owners desire their implementation.

The Metropolitan Nashville Historical Commission works with the Planning Department in the review of development applications in regard to impacts on historic resources. The Historical Commission also works with individual property owners and communities in the pursuit of appropriate historic protections and designations. The following defines the various designations used by the Metropolitan Nashville Historical Commission. For more information contact Historic Staff at (615) 862-7970.

National Historic Landmark Designation

The Historic Landmark District is most often also listed in the National Register of Historic Places either individually or as part of a district. Designation as a Historic Landmark District also honors a Nashville landmark's historical significance, but with that recognition, historic zoning protects the building or site's unique character by requiring review of proposed exterior work on buildings. Historic landmark districts are locally designated and administered by the Metropolitan Historic Zoning Commission (MHZC), an agency of the Metropolitan Government of Nashville and Davidson County.

National Register of Historic Places Designation

This designation describes districts, structures, places viewed as historic resources that are highly significant at the national scale. The National Register is a federal program administered by the Department of the Interior. Unless federal funds are used for a project, listing in the National Register has no impact on what one does to one's property. Listing in the National Register is honorary -- a way to recognize the district as an intact and important part of Nashville's, and thus America's, history

The National Register of Historic Places is a designation of status, and does little to protect against local zoning regulations. The designation DOES NOT protect against individual property owners and rights (i.e. demolition, alterations of historic properties). The designation DOES protect against actions of the federal government, more specifically federally funded projects. The designation initiates the review and mitigation of any adverse impacts of a federally funded project on a historic resource. The Historical Commission executes a review under the National Historic Preservation Act, when a project involving federal funding or licensing is due to affect a historic resource.

Eligible for National Register Designation

This designation describes properties that are eligible for the National Register of Historic Places, but a formal nomination has not yet been pursued. Individual property owners and volunteers may work the Nashville Historical Commission to pursue nomination.

The Eligible for National Register designation has the same protections as a fully recognized historic landmark; it is with the understanding that not every historic landmark has the opportunity be nominated as this is a voluntary action, thus the lack of interest does not diminish its historic significance, and the same protections are applied.



The Cathedral of the Incarnation, located on West End Avenue, is considered to be Eligible for National Register Designation.

Implementation: Historic Preservation

Zoning Tools for Historic Preservation

Worthy of Conservation Designation

This designation is a local designation for properties that are of a historical significance to a neighborhood or community. Where there are multiple properties considered Worthy of Conservation, private property owners may pursue protections for these properties under local zoning designations; Historic Zoning District, and Neighborhood Conservation Districts are two possible areas where such historic resources may be protected. These zoning districts however warrant additional criteria. As these are zoning districts that are applied to neighborhoods and not individual resources, contiguous areas where the overall planning, landscaping, and built environment are linked to a significant historic time period, age (usually 50 years or older), designer, developer, or architectural style, are also reviewed in the designation of a historic district. However, where there are individual properties where the Worthy of Conservation designation exists, a Specific Plan zoning district or a Neighborhood Landmark District overlay zoning designation, may be utilized for individual development applications, to encourage the protection of local historic resources on individual properties.

Historic Preservation Zoning Overlay Districts and Historic Landmark Districts

A Historic Overlay is a planning tool to protect the architectural and historic character of Nashville's historic sites and neighborhoods by managing growth and change through public design review. Historic Districts are administered by the Metropolitan Historical Commission. There are two types of Historic Overlays that provide different levels of protection: Historic Preservation Overlay and Historic Landmark Districts. Historic Preservation Zoning Overlays provide the highest level of review and therefore provide the greatest level of protection for a site or neighborhood. Historic Landmark Districts have the same level of review as Historic Preservation Zoning; however, it is typically one property or a collection of related properties such as an educational campus or park.

The work reviewed by the Metro Historical Commission is:

- Demolition
- New Construction (primary buildings and out buildings, accessory structures, and garages)
- Additions to existing structures (new rooms, dormers, porches, or anything that increases habitable space or height of a building)
- Moving any structure in, around, or out of an area
- Exterior renovation, rehabilitation, restoration

Neighborhood Conservation Zoning Overlay District

A Conservation Overlay District is less restrictive than a Historic Overlay and only guides change for new construction, additions, demolitions and moving of a structure.

Urban Design Overlay District

An Urban Design Overlay, or UDO, is a not necessarily a historic zoning tool but it is zoning tool that requires specific design standards for development in a designated area. A UDO is can be used to either protect the pre-existing character of the area or to create a character that would not otherwise be ensured by the development standards in the base zoning district.

UDOs overlay the current base zoning and allow for development standards above and beyond those in the base zoning, such as regulations for height, massing, setbacks, and build-to zones.

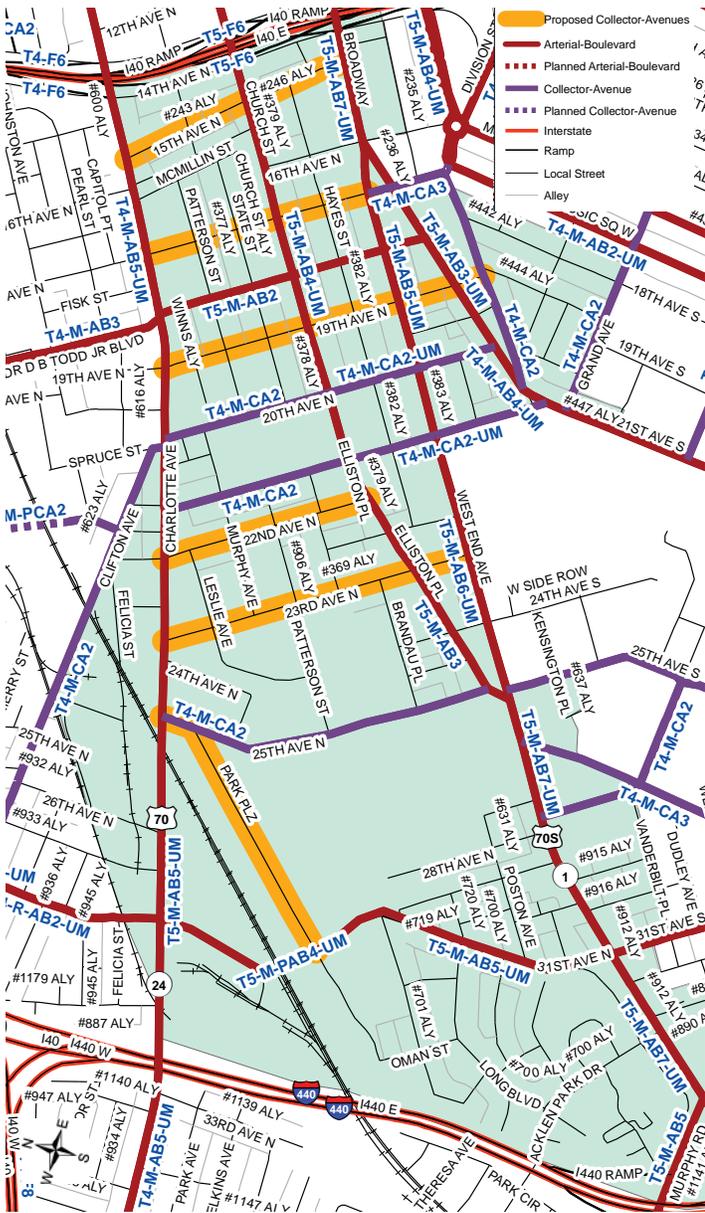


**31st Avenue/Long Boulevard
Urban Design Overlay**

Attachment to Ordinance No. BL2004-151 as adopted 3/16/04
and Ordinance No. 2005-699 as adopted on 7/19/05
and Ordinance No. 2007-29 as adopted on 12/04/07

The Urban Design Overlay tool has been used in the 31st and Long neighborhood to create a new character. The tool can also be used to preserve existing character.

Implementation: Major and Collector Street Plan Amendment

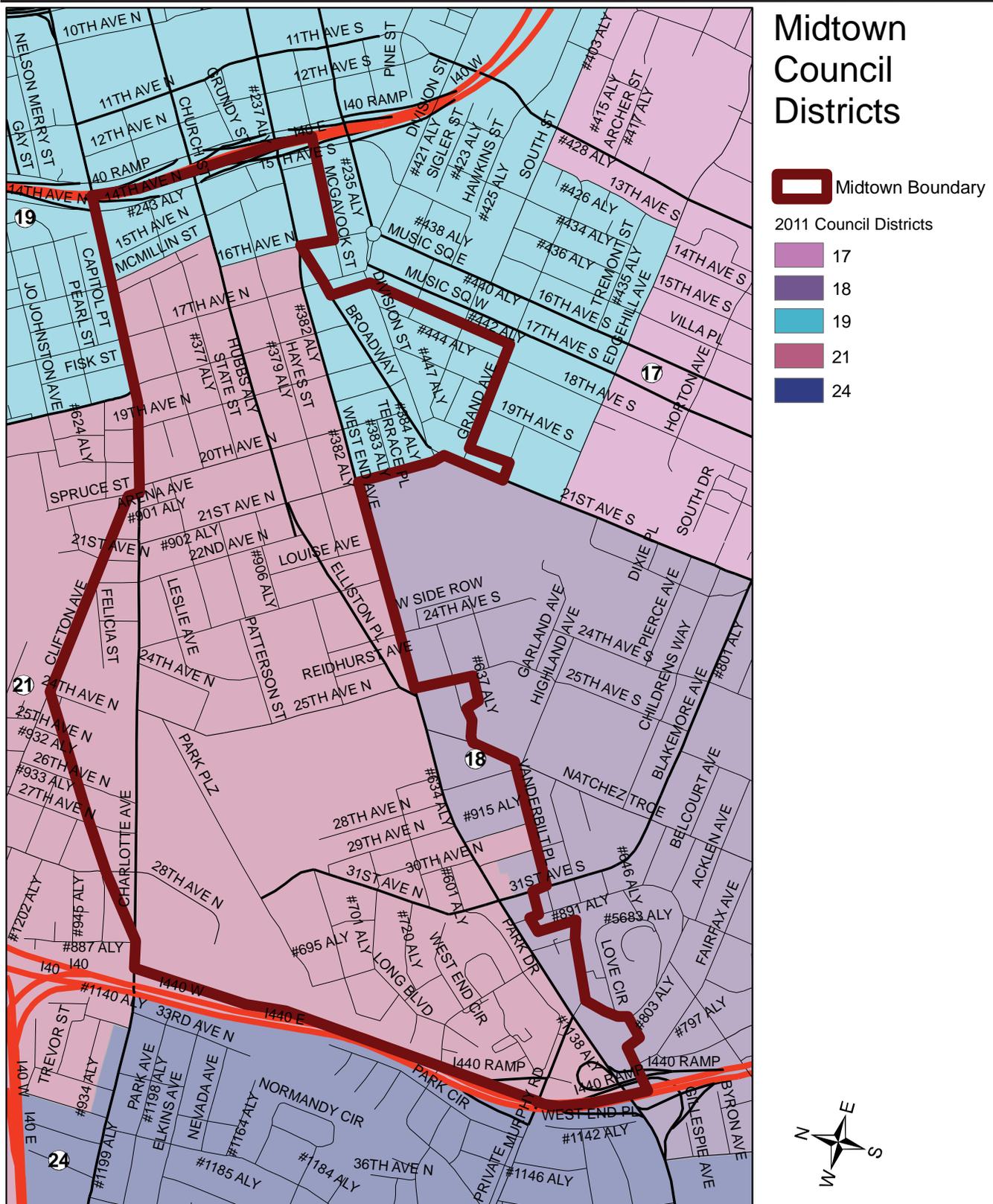


Proposed Major and Collector Street Plan Amendment

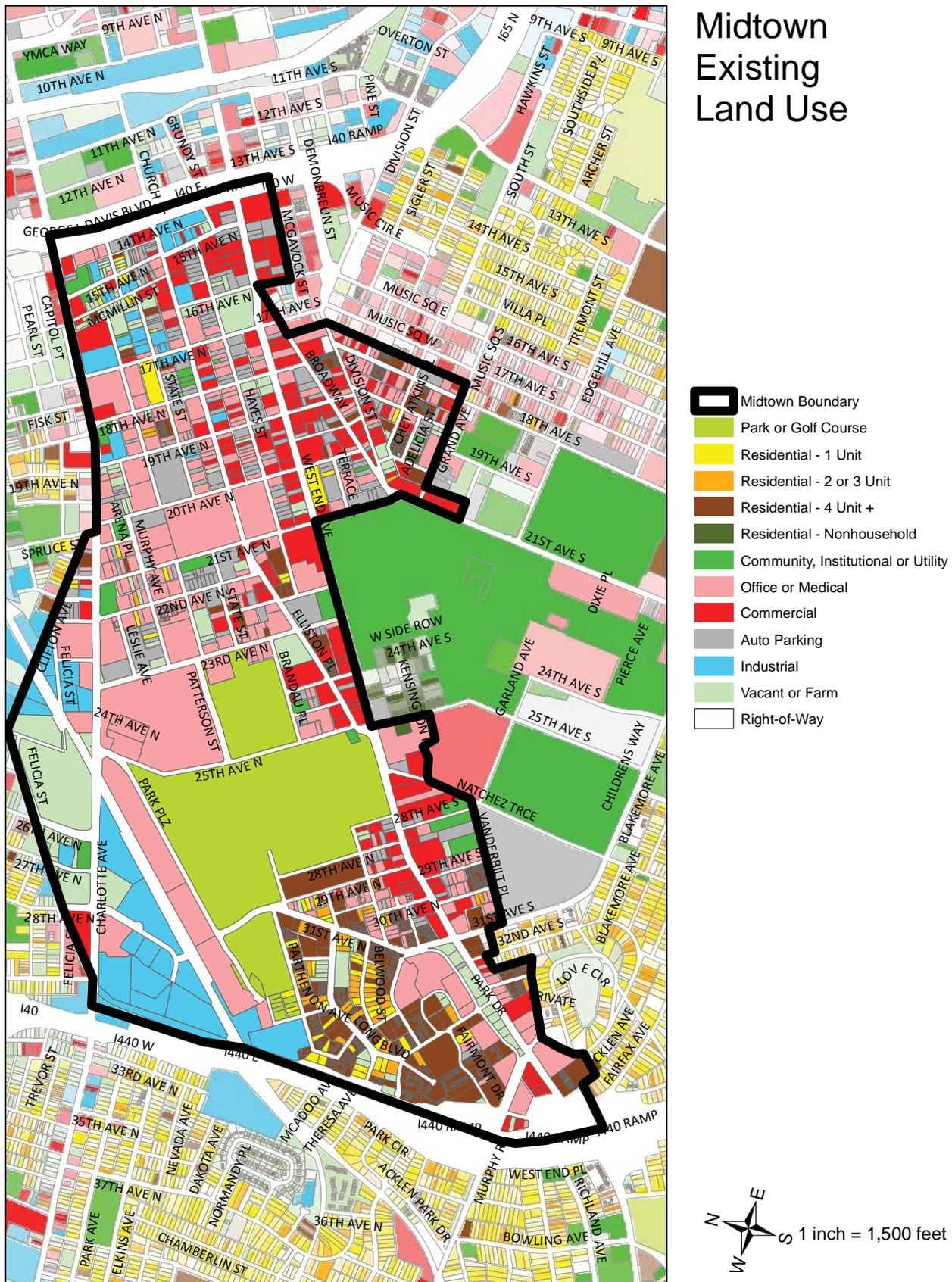
The Major and Collector Street Plan (MCSP) is a comprehensive plan and implementation tool for guiding public and private investment in major streets that make up the backbone of the city's transportation network. As part of the Midtown Plan, five local streets in Midtown are proposed to be added to the MCSP as collectors, to recognize their importance in the area transportation network: 15th Avenue, 17th Avenue, 19th Avenue, 22nd Avenue and 23rd Avenue. The importance of these streets will increase as development increases and warrants their reclassification as collectors.

There are also two designations changes: 1) Elliston Place from West End to 25th Avenue was a T5-M-AB3 and is now a T5-M-AB4, and 2) 25th Avenue from Park Plaza to Charlotte was a T4-M-CA2 and is now T4-M-CA5.

Appendix: Inventory of Existing Conditions



Appendix: Inventory and Analysis of Existing Land Use



Appendix: Inventory and Analysis of Existing Land Use

Inventory and Analysis of Existing Land Use

The Midtown Community's existing generalized land use is presented in the accompanying table. Meanwhile, the previous map shows land uses for each property in the Midtown Community. Generalized land use summarizes numerous individual uses into broad groups such as residential, commercial or industrial. The individual land use codes are assigned to properties by the Metro Tax Assessor's Office and are reflected in the countywide Land Information System (LIS) database.

Non-Residential Uses

This category of land uses includes offices, medical uses, commercial, industrial, parking and community services. Overall, non-residential uses account for 71.83 percent of the community. Specific uses within the non-residential category are detailed below.

- Office uses account for 162.89 acres or 21.35 percent of the community.
- Clinic or Hospital uses account for 39.95 acres or 5.24 percent of the community.
- Commercial - uses account for 78.84 acres or 10.19 percent of the community.
- Industrial - uses account for 65.41 acres or 8.57 percent of the community.
- Civic and Public Benefit - uses account for 137.13 acres or 17.97 percent of the community.
- Parking – Parking accounts for 64.91 acres or 8.51 percent of the community.

Residential Uses

Residential uses comprise approximately 20.96 percent of the community. All household residential development (single-family, two-family and multifamily) averaged 19.39 units per acre. The vast majority of residential units, 94 percent, are located in 3+ unit structures.

Vacant Land

Vacant land accounts for 57.13 acres or 7.49 percent of the community.

MIDTOWN GENERALIZED EXISTING LAND USE AUGUST 2011					
RESIDENTIAL USES	ACRES	% OF TOTAL PARCEL ACRES	TOTAL DWELLING UNITS	% OF TOTAL UNITS	UNITS PER ACRE
Single Family Detached Subtotal	13.76	1.80	60	1.93	4.36
Townhomes and Multifamily Subtotal	122.40	16.04	3,001	96.78	24.52
Two-Family Units	7.20	0.94	86	2.77	11.94
3+ Unit Structures	115.2	15.10	2,915	94.00	25.30
Household Residential on Nonresidentially Coded Parcels Subtotal	22.76	2.98	59	1.90	2.59
HOUSEHOLD RESIDENTIAL TOTAL	158.92	20.83	3,061	98.71	19.26
NONHOUSEHOLD RESIDENTIAL TOTAL	0.97	0.13	40	1.29	41.24
RESIDENTIAL GRAND TOTAL	159.89	20.96	3,101	100.00	19.39
NONRESIDENTIAL USES	ACRES	% OF TOTAL PARCEL ACRES	TOTAL FLOORSPACE (SQ. FT.)	% OF SUBTOTAL	FLOOR/ AREA RATIO
Office, Commercial & Industrial Subtotal	345.99	45.35	14,419,872	100.00	0.96
Office, Non-medical	113.62	14.89	7,652,984	53.07	1.55
Office, Medical	49.27	6.46	1,260,245	8.74	0.59
Clinic or Hospital	39.95	5.24	2,704,189	18.75	1.55
Commercial: Retail	68.82	9.02	1,558,948	10.81	0.52
Commercial: Other	8.92	1.17	230,929	1.60	0.59
Industrial	65.41	8.57	1,012,577	7.02	0.36
Auto Parking (principal use) Subtotal	64.91	8.51	n/a	100.00	n/a
Civic & Public Benefit Uses Subtotal	137.13	17.97	n/a	100.00	n/a
Community Facilities	14.65	1.92	n/a	10.68	n/a
Parks, Golf Courses & Other Open Space	122.48	16.05	n/a	89.32	n/a
NONRESIDENTIAL USES TOTAL	548.03	71.83	14,419,872	100.00	n/a
VACANT AND FARMLAND					
Vacant/Farm Residential Codes	4.49	0.59	n/a	n/a	n/a
Vacant Commercial Code	42.54	5.58	n/a	n/a	n/a
Vacant Industrial Code	10.1	1.32	n/a	n/a	n/a
VACANT LAND TOTAL	57.13	7.49	n/a	n/a	n/a
TOTAL PARCEL ACRES	762.93				
Estimated Right-of-Way Total	189		n/a	n/a	n/a
COMMUNITY GRAND TOTAL AREA	952				

Source: Metropolitan Planning Commission, August 2011

¹All household residential acreage figures include accessory parcels with residential land use codes and no dwelling units;

²"Unit Structures" includes parcels with residential units in two or more residential use codes

³Includes condominium common area that is not parceled land

⁴Includes uses such as dormitories, rooming units and other group quarters

⁵Ratio of floor area divided by land area

Note: this table does not include land use information related to any property leaseholds in the community; nor does it include residential development on parcels in other land use codes, except as noted in footnotes 2 and 3.

Appendix: Inventory and Analysis of Existing Zoning

Inventory and Analysis of Existing Zoning

Both the current base zoning districts and the overlay zoning districts are addressed in this section. An understanding of the existing zoning is crucial because the CCP is primarily implemented through zone changes. The guidance of the CCP does not apply to properties that develop within their zoning (i.e. properties that seek building permits within their current zoning). Rather, when a property owner requests a zone change, subdivision request, special exception, or other change in their development opportunities, then the proposal is judged for its conformance with the CCP. If the current zoning is permissive toward development, there will be little need or incentive to rezone to follow the CCP. Therefore, within the CCP there are proposals for tradeoffs in development rights to provide incentives to property owners to seek rezoning and be subject to the guidance of the CCP.

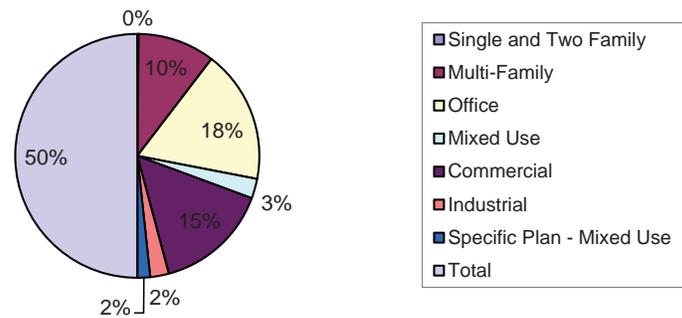
Base Zoning Districts

Existing zoning districts within the Midtown area include commercial, mixed use, office, industrial and residential districts. The zoning districts that exist within the area are: Core Frame (CF), Commercial Limited (CL), Commercial Service (CS), Industrial Restrictive (IR), Industrial Warehousing/Distribution (IWD), Mixed Use General (MUG), Mixed Use Intensive (MUI), Mixed Use Limited (MUL), Office General (OG), Office/Residential – 20 dwelling units per acre (OR20), Office/Residential – 40 dwelling units per acre (OR40), Office/Residential Intensive (ORI), One and Two-Family Residential – minimum lot size 6,000 square feet (R6), Multi-family Residential – 20 dwelling units per acre (RM20), Multi-family Residential – 40 dwelling units per acre (RM40), Single-Family Districts RS7.5 and Specific Plan.

Midtown East – the area between I-40 and Centennial Park – is largely zoned Core Frame (CF) and Office/Residential Intensive (ORI). The designs of new projects in Midtown East have been in conflict with the existing zoning. In order to accommodate new projects, the developers have needed to rezone their properties to different zoning districts or seek variances and special exceptions from the Board of Zoning Appeals (BZA).

Midtown West – the area between Centennial Park and I-440 – is a mix of several zoning districts including commercial, mixed-use, office-focused, and residential-only zoning districts. Zone changes have been less prevalent in this area, largely due to the 31st Avenue & Long Boulevard Urban Design Overlay (UDO) which dictates development in the West End Park neighborhood. There are pressures, however, in this area for additional density while maintaining the neighborhood scale and form.

Zoning District Categories		
Type	Acres	%
Single and Two Family	3.27	0.34
Multi-Family	194.51	20.45
Office	335.75	35.29
Mixed Use	49.62	5.22
Commercial	289.16	30.39
Industrial	46.69	4.91
Specific Plan - Mixed Use	32.38	3.40
Total	951.38	100



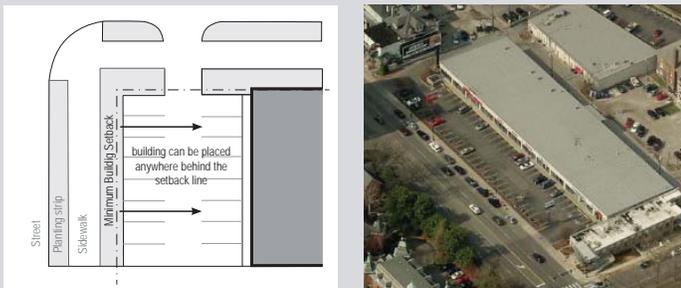
Appendix: Inventory and Analysis of Existing Zoning

Zoning determines the “bulk standards” of new development by setting standards for setbacks, height, height control plane, and density (units per acre) or intensity (square footage based on property size). All standards vary from zoning district to zoning district, and occasionally from street type to street type. In Midtown, new development often needs a reduction to the setbacks, an increase in height, a removal of the height control plane, or greater density and intensity. When a developer seeks these changes, Planning staff turns to planning policies to determine if the request is appropriate. In recent years, the requests from developers have been increasing in scale and are nearing the “top end” of planning policies. The policies were created in 2005 and need to be updated.

In summary, new development in Midtown East continues to need flexibility in the height, setbacks, and size of buildings while maintaining similar densities. Concurrently, new development in Midtown West generally needs no changes to building form, but continues to show interest in additional density.

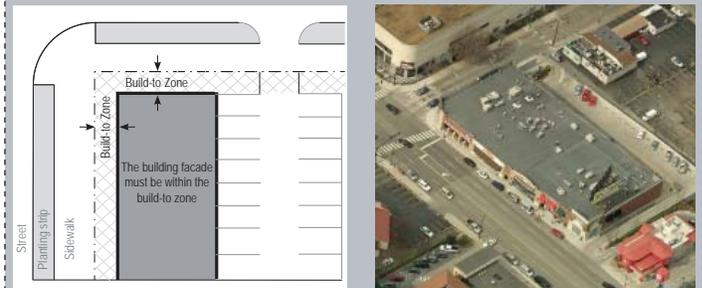
Challenges with the Existing Zoning and Proposed Solution

Existing Zoning Building Setbacks



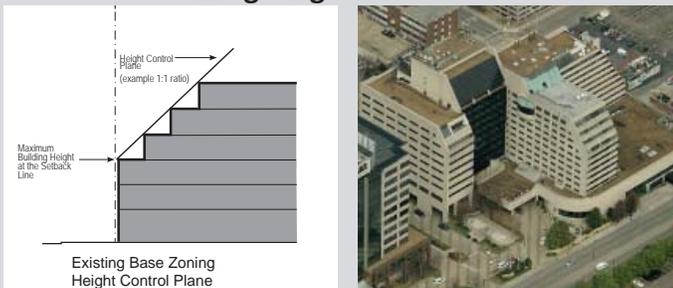
The existing zoning specifies a “minimum setback” or line behind which a building must be located. This means that the building may be behind that line and pushed behind several rows of parking. This creates an environment that prioritizes vehicles rather than creating an environment that balances transit, pedestrians, bicycles and vehicles.

Desired Build-to Line



In the above example, the front facade of the building is required to be located within a specified zone, typically within 5 to 15 feet of the front property line. This creates an environment that is oriented to pedestrians, which is desirable for creating the transit ridership. Vehicles are still accommodated, typically at the rear of the building or in structured parking.

Existing Height Control Plane



The existing zoning specifies a maximum height at the setback and then a “height control plane” ratio. The above example is a 1:1 ratio meaning that for each foot away from the setback an additional foot in height is granted. This creates irregular and inefficient floor plans.

Desired Height with Step-back



More desirable is a maximum height at the build-to zone and then another maximum height at the “step back,” which is a distance behind the build-to zone. This allows for all floors to be the same size.

Appendix: Inventory and Analysis of Existing Zoning

Specific Plan Districts

In October 2005, the Metropolitan Council adopted a resolution establishing "Specific Plan District," generally known as "SP," zoning. SP is a base zoning district, not an overlay, which is not subject to traditional zoning districts' development standards. Under an SP zoning, design standards are established for that specific development and are written into the zone change ordinance. Developers who use SP zoning must still follow historic and redevelopment guidelines, subdivision and stormwater regulations, and the goals and objectives of the General Plan. There are four Specific Plan Districts within the Midtown Study Area:

West End Summit (2006SP-114U-10) is located on the 3.93 acre block bounded by West End, 16th Avenue, Hayes Streets and 17th Avenue. The SP was used to establish a maximum height and build-to lines that varied from the previous CF zoning. In the CF zoning district, the allowable building height is 65 feet at the setback line with a 1.5 to 1 slope of height control plane (meaning that the height can be increased 1.5 feet vertically for every 1 foot it is stepped back from the property line). A building height of 400 feet can be achieved if the building were to be located in the center of the site. To fit the urban location, the program was split into two towers with a maximum height of 400 feet at the "build-to" line.

1800 West End Mixed Use Development (2008SP-021U-10) is located at the corner of West End Avenue, 18th Avenue and Hayes Street. It is approved for the development of an 8-story building containing 190,033 square feet of hotel, restaurant and financial institution. The property was zoned CF prior to rezoning and the allowable building height of 65 feet at the setback line with a 1.5 to 1 slope of height control plane did not meet the desired building envelope. The SP allowed for a building of 115 feet at the street edge while meeting all other standards of the CF zoning district.

2400 West End (2010SP-021-001) is 1.37 acres located at 2400, 2402 and 2404 West End. The site is approved to permit the development of a 7 story structure containing hotel, retail, and restaurant uses with 2 levels of underground parking. The project will contain 192 hotel rooms and will be 174,110 square feet. This property was previously zoned CS, commercial service which only allows a maximum height of 3-stories and did not accommodate the desired development intensity and form.

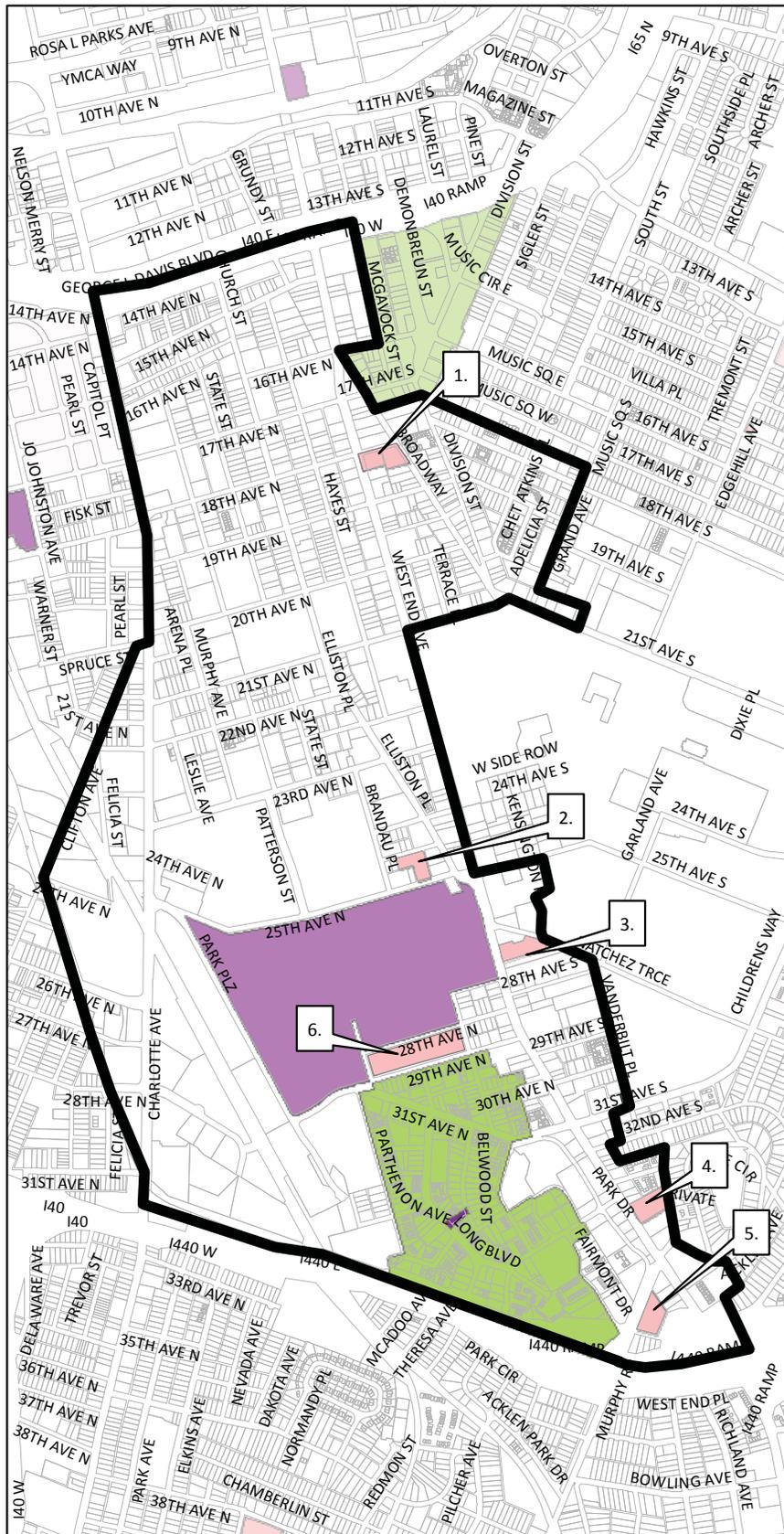
ONEC1TY (2011SP-009-001) The campus plan of ONEC1TY consists of a 20 acre, mixed-use neighborhood, with pre-certification as a LEED Neighborhood Development and an occupancy strategy that will provide a center for activity and commerce in the healthcare and technology industries. The development proposes eight buildings with a mix a variety of health and wellness retail concepts, and office and residential towers of varying heights providing character to the overall campus massing. Buildings will be a maximum height of twelve stories that includes structured parking. Approximately 7 acres of the site is designed as outdoor public spaces, including trails surrounding creeks and reservoirs that double as storm water systems. The goal is to establish Nashville as a center for the emerging health care information tech sector by connecting companies, universities, suppliers and service providers in a collaborative, interactive campus near the center of Nashville's urban core. The property was previously zoned IR and ORI. The SP has an approved FAR of 5.0 which was not accommodated within the previous zoning districts.



The Specific Plan District has become a useful tool for recent developments wishing flexibility to build forms not accommodated within the existing zoning districts. Both West End Summit, shown left, and 2400 West End, shown below, required additional height above what their previous zoning districts allowed.



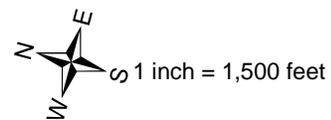
Appendix: Inventory and Analysis of Existing Zoning



Midtown Existing Design-Oriented Zoning Overlays

- Midtown Boundary
- Planned Unit Developments
- Historic Landmark District
- Urban Design Overlay
- Hist Bed and Breakfast Homestay

1. 136-84-U: Palmer Plaza
2. 2006P-003U-10: Kobe Steak House
3. 2005P-035U-10: J. Alexander's
4. 97P-041U: Extended Stay Hotel
5. 2001P-005U-10: Fifth Third Bank
6. Unnumbered: MDHA residential high-rise



Overlay Zoning Districts

Overlay districts are used to address specific aspects of land use control or development design beyond base zoning district provisions. Within the boundary of the Midtown study there are a variety of overlays for a variety of purposes. They are presented in two categories – Design Overlay Districts and Use Control Overlay Districts. The Design Overlay Districts do not attempt to address land use, but rather the design of development while Use Control Overlay Districts generally focus on aspects of land use control while not attempting to vary the development controls of the base zoning district.

Design Overlay Districts

31st and Long Urban Design Overlay was adopted in 2004 after a year long public participatory process. The area had been rezoned in the 1970s to allow for 20 residential units per acre and was experiencing a transformation from the once grand neighborhood of large single-family homes and stately apartment buildings to a haphazard character of randomly placed new apartments, condominiums, and offices, with suburban character, as well as the conversion of large single-family homes into multiple student apartments. Mounting development pressures and rezoning requests led the Planning Commission to request that staff study the area. The UDO was developed through a public design process that included property owners, residents and members of the development community. The process identified the issues affecting the area and recommended solutions into a plan form that was ultimately adopted as the UDO.

The intent of the 31st and Long Urban Design Overlay District is to:

- Encourage and maintain a pedestrian friendly environment while minimizing the impact of the automobile.
- Encourage an appropriate mix of compatible uses consistent with the location, access and amenity characteristics of the area in relation to the West End Corridor.
- Maintain and enhance the current public spaces and provide new public spaces for recreational use by area residents.
- Encourage an appropriate mix of compatible housing types that work together to create a harmonious streetscape.
-

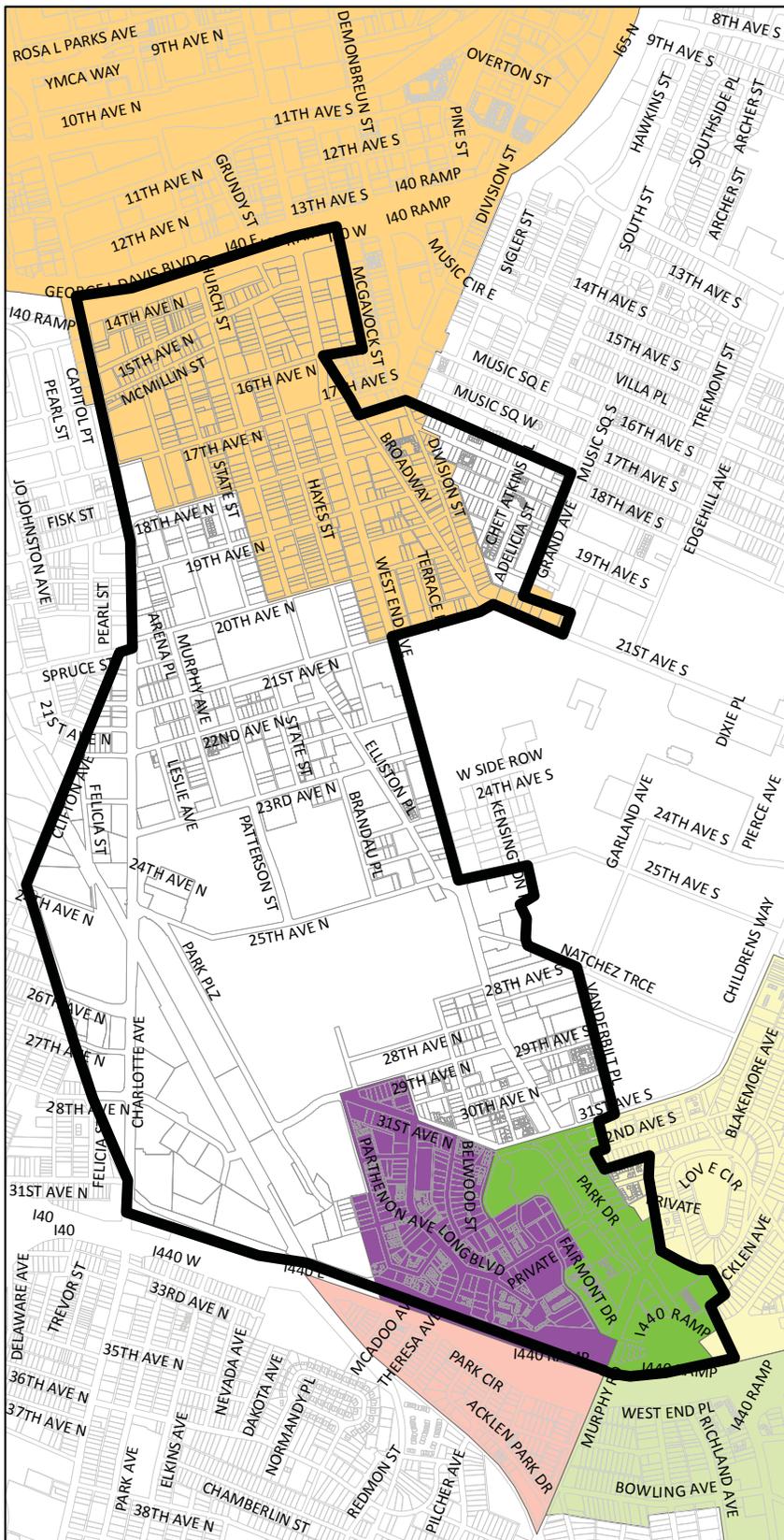
Since the UDO has been adopted, 272 residential units have been constructed and 244 more are approved, but not built as of the adoption of this document.

Planned Unit Developments (PUD) The PUD is an older form of design based zoning that has been superseded by the Urban Design Overlay (UDO) and the Specific Plan (SP) base zoning district. Although the option still exists in the zoning code, new PUDs are rarely established and are not anticipated or recommended in the study area in the future. The use of the more flexible and updated UDO and SP tools is preferred.

Centennial Park Historic Landmark District is located at 2600 West End Avenue. The Parthenon and Centennial Park comprise the historic landmark district. The first Parthenon replica in Nashville was constructed to serve as the fine arts pavilion and centerpiece for the Tennessee Centennial and International Exposition in 1897. The replica was allowed to remain after the close of the exposition due to its popularity with the citizens of Nashville. The Parthenon was rebuilt between 1921 and 1931 using reinforced concrete and was repaired and restored again during the 1990s.

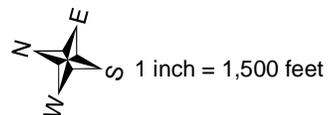
Historic Bed and Breakfast Homestay The property at 3137 Long Boulevard is a historic bed and breakfast. To be eligible for the Historic Bed and Breakfast Homestay a property must be listed or eligible for listing in the National Register of Historic Places or be worth of consideration based on historical events at the location, or a building style representative of designation. Properties are restricted to three or fewer furnished guest rooms for pay. Meals may be provided to guests and the maximum stay for any quest is 14 consecutive days.

Appendix: Inventory and Analysis of Existing Zoning



Midtown Adult Entertainment and I-440 Impact Zoning Overlays

-  Midtown Boundary
-  Adult Entertainment Overlay
- I-440 Impact Overlay**
- IMPACT ZONE**
-  1-B
-  1-C
-  1-D
-  1-E



Use Control Overlay Districts

I-440 Impact Area 1

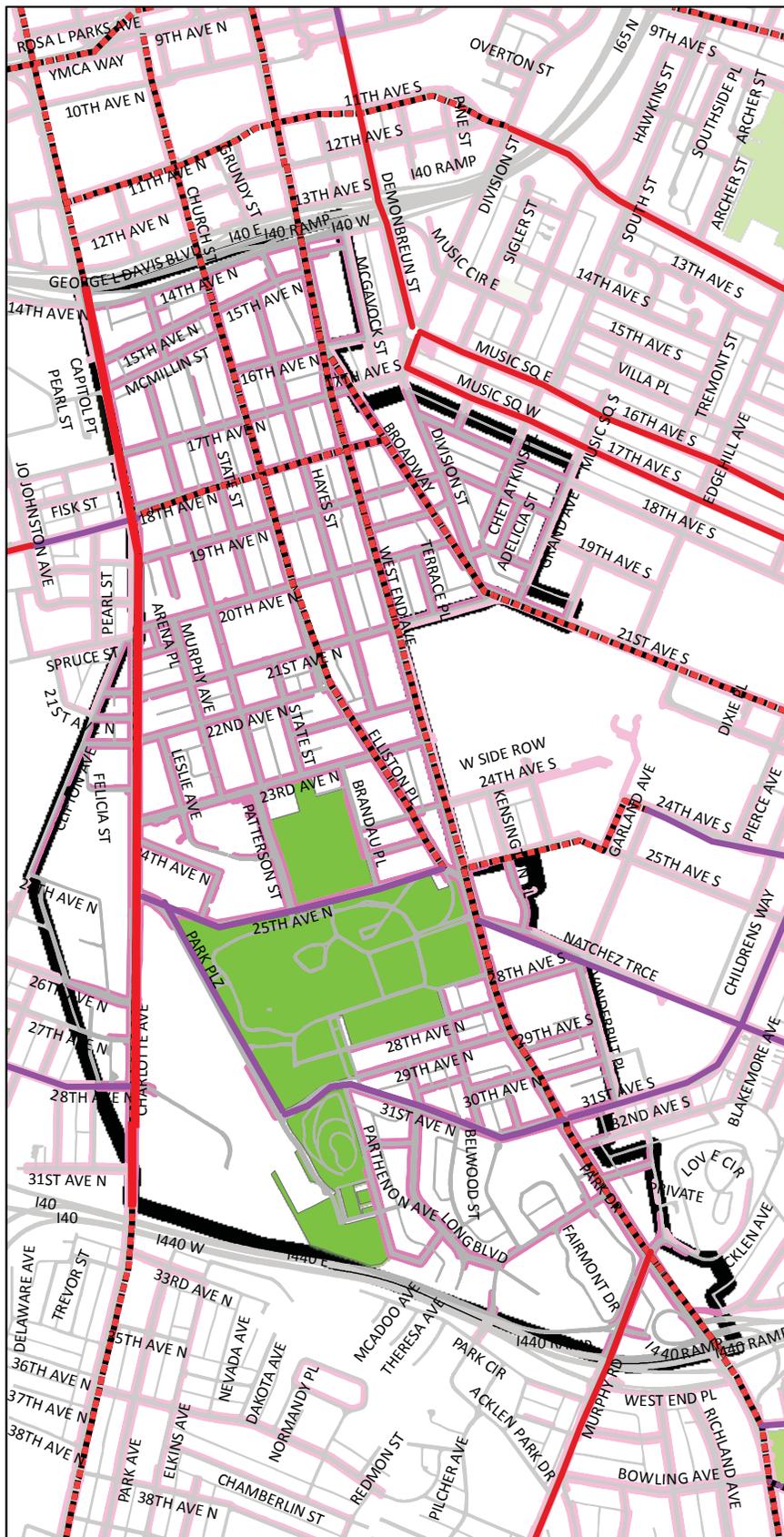
The I-440 Impact Overlay Districts were adopted in 1997 to deal with the impact of the construction of Interstate 440. The zoning policy was crafted to preserve and protect the existing housing and neighborhoods adjoining the I-440 corridor.

Impact Area 1-B Nonresidential zoning changes should be limited to ON or OL zoning only for minor boundary adjustments, where appropriate, along existing ORI and ON or OL district boundaries. Higher density residential zoning is not appropriate unless accessibility is substantially improved to major arterial streets other than West End Avenue, such as Charlotte Pike, and traffic studies conducted by the metropolitan planning commission and metropolitan traffic and parking commission determine that satisfactory levels of traffic service can be maintained with the higher densities in this subarea.

Impact Area 1-C For portions of the subarea presently zoned ORI, any changes to any base or overlay zone districts which permits a broader range of nonresidential land uses is inappropriate. Limited expansion of nonresidential zoning into Subarea 1-B or 1-F to facilitate good site design for office development fronting along West End Avenue is appropriate only when it is consistent with the policies for the affected subarea and does not materially deteriorate traffic conditions on West End Avenue.

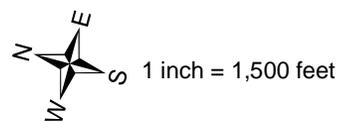
Adult Entertainment Overlay District

The adult entertainment overlay district is intended to provide adequate locational opportunities for adult entertainment establishments within and around the downtown area of Nashville and Davidson County while reasonably directing such uses to locations that minimize disruption both to the general community and specific land uses. All adult entertainment establishments shall be located within a contiguous adult entertainment overlay district. Within the overlay district, no adult entertainment establishment shall be located within five hundred feet of a religious institution, a facility engaged primarily in community education, a day care center or day care home, a college or university, or a park. No establishment classified as adult entertainment shall locate within one hundred fifty feet of any other adult entertainment establishment.



Midtown Existing Street and Sidewalk Network with Planned Bikeways

- Existing Bike Lane
- Planned Bike Lane
- Existing Bike Route
- Pavement
- Sidewalks
- Parks
- Midtown Boundary



Appendix: Inventory and Analysis of Existing Systems

Street Network

The Midtown study area has a street system that serves auto and bus traffic, as well as bike and pedestrian traffic. It is largely established and unlikely to significantly expand from its existing framework. The established system is based on grids, though the grid is broken and irregular in places. The primary east-west arteries through the study area into Downtown are Broadway/West End, Ellison Place/Church Street and Charlotte Avenue. The primary north-south connections are 17th, 20th and 21st (a one-way couplet), 25th and 31st Avenues. Many local streets and alleys complete the network and play an important role in traffic dispersion and access.

Bicycle and Pedestrian Systems

Midtown has an extensive sidewalk network. In many places the sidewalks are in disrepair or lacking street trees, but they are present. The bicycle network is just beginning to be developed. There are several bike routes, where bicyclists share the vehicular travel lane. An extensive bike lane on Charlotte Avenue from I-40 to I-440 was recently completed.

28th/31st Avenue Connector

The 28th/31st Avenue Connector is a new street project being undertaken by Metro that will unite parts of West End with North Nashville, bridging neighborhoods while creating a better route of travel from Metro General Hospital, Meharry Medical College and TSU to Centennial Medical Center, HCA and Vanderbilt. The Connector is designed to be a "Complete Street," and will accommodate alternatives to car trips including new transit service, separate bike paths and wide sidewalks. The multimodal boulevard will also include a public art component, and will run from Park Plaza to the north side of the Nashville and Western Railroad tracks.

The Connector will provide alternative transportation routes for interstate access to I-40, I-65 and other major state routes such as Clarksville Pike, Rosa Parks Boulevard, and ultimately Downtown Nashville. It will also provide important connectivity for Nashville's network of streets by completing the Metro Center, 28th, 31st, Blakemore/Wedgewood, 8th/Rosa Parks "Loop."



The infrastructure in some areas of Midtown is in need of replacement.

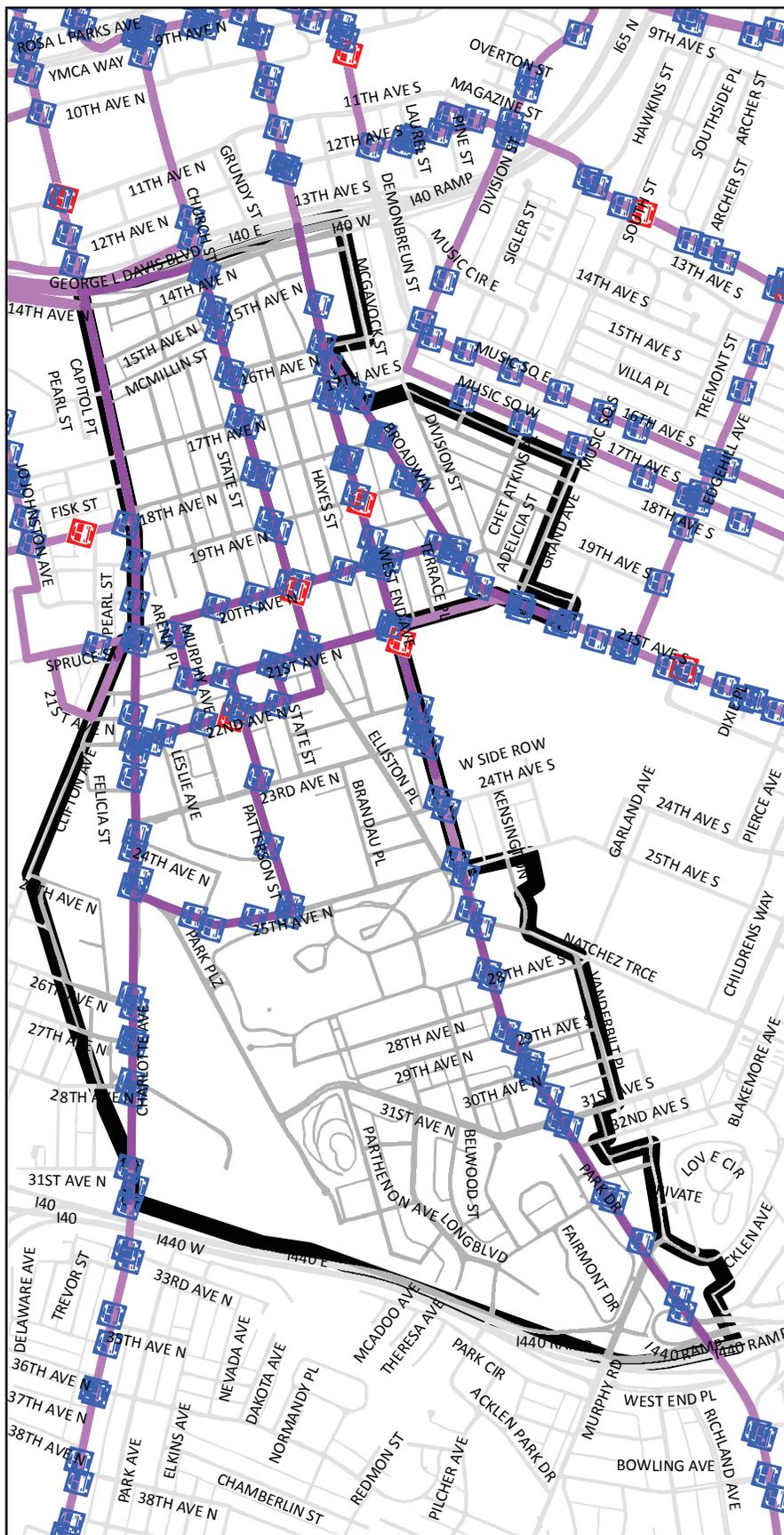


West End Avenue is a heavily travelled corridor, serving multiple modes of travel.



The 28th/31st Avenue Connector will provide a connection between N. Nashville and West End Avenue for bikes and pedestrians as well as vehicles.

Appendix: Inventory and Analysis of Existing Systems



Midtown Existing MTA Routes

MTA Stops

Shelter



Stop



Shelter

Midtown MTA Routes

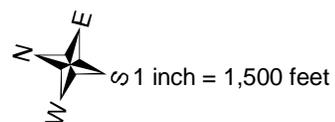
Street Centerlines

MTA Routes

Pavement

Pavement

Midtown Boundary



Appendix: Inventory and Analysis of Existing Systems

Existing Transit in Nashville and the Midtown Community

The Nashville MTA provides public transportation services, local and express routes, to citizens and visitors within the Metropolitan Nashville area and is a component unit of the Metropolitan Government of Nashville & Davidson County. MTA operates 36 bus routes throughout Metro-Davidson County, and many of these routes provide transit in the Midtown area as show on the accompanying map. Nashville MTA reached a milestone in ridership by providing 9.4 million rides in fiscal year 2008. Average rides per weekday are 30,000. Nashville also has contracts with the Regional Transportation Authority (RTA) to provide management services for the RTA and to run bus service to Murfreesboro and the Music City Star bus shuttles. In addition, the Nashville MTA provides special door-to-door paratransit services (AccessRide) for seniors and people with disabilities that are unable to ride the larger buses on the fixed routes.

MTA has formed several unique EasyRide transit partnerships with organizations which pay for their employees transit commute to and from work and school. Many employers located in the Midtown area such as Vanderbilt University and Medical Center, Belmont University, and area hotels such as Holiday Inn Select Vanderbilt, participate in the Easy Ride program.

Modeling cited in MTA's 2009 Strategic Master Plan indicates that the corridor between downtown Nashville and the Vanderbilt Medical Center area is a significant employment center. The Plan recommended improving transit to the Vanderbilt area—perhaps by increasing service between downtown and Vanderbilt. In the plan, the idea of extending the proposed Route 26 BRT service beyond Music City Central to Vanderbilt was suggested. This idea has evolved into the East/West Connector Study that was discussed earlier in the document.

A major challenge for the MTA in Davidson County and for transit in the greater Middle Tennessee region is that the population density is much lower than for similar regions. An analysis of households and employment compared to MTA service in Davidson County shows that the current service is in close physical proximity to a majority of current households, employers and other key destinations. In total, around 60 percent of households are within a half mile of MTA routes and 80 percent of employers and employees are within a half mile. Industry standards would say that an area should have a density equivalent to 5000 persons per square mile to justify fixed route service, and in Davidson County, most of the census block-groups with densities greater than 5000 persons per square mile have some MTA route within a half mile of the current system. Density of households and attractions is important in transit, because

most customers walk to transit, and the more customers within walking distance, the more successful a system can be in attracting ridership.

Despite the challenges due to a low population density, the Nashville MTA has been improving service and growing ridership. MTA ridership has been growing steadily since 2002, reaching 9.4 million riders in Fiscal 2008, however, ridership has receded somewhat with the current economic slowdown. The MTA has also been providing service effectively. In fact service effectiveness (as measured by passengers per hour) has been growing constantly over this decade—and that improvement can be seen in MTA corridor routes, neighborhood routes and commuter routes alike.

Existing Stormwater Management in the Midtown Community

Today Midtown is largely paved with minimal or no stormwater management features and many sites do not meet current tree planting or tree density unit (TDU) requirements. Midtown is located within the Combined Sewer System, which is wastewater collection systems that combine sanitary sewage with storm water from rainfall and surface water into one pipe that flows to a treatment facility.

As redevelopment takes place, properties are required to meet Metro Stormwater standards to handle and treat stormwater runoff and to meet current standards for tree planting.



As population density increases in the Midtown area, so will the need for additional transit opportunities.

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*The Midtown Plan Update Team would like to thank the Midtown Stakeholders for their input and participation, and the fellow Metro Departments for their collaboration during this process.
A special thanks to the Cathedral of the Incarnation for hosting the community meetings.*

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

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