WEDGEWOOD-HOUSTON & CHESTNUT HILL PLANNING STUDY

ADOPTED 24 OCTOBER 2019

Planning Department

Metropolitan Government of Nashville and Davidson County

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PART 1: THE SETTING

The *Wedgewood-Houston Chestnut Hill (WHCH) Planning Study* is a supplement to and a part of the *South Nashville Community Plan of NashvilleNext*. It addresses land use, transportation, and community design at the neighborhood scale.

Beginning in April 2018, the Metropolitan Planning Department staff engaged residents, property owners, business owners, and other stakeholders in Wedgewood-Houston and Chestnut Hill. This planning study developed during that engagement process will guide future growth for these neighborhoods.

Prior to the community engagement related to updating the land use policy for the two neighborhoods, Planning staff collaborated on a project in partnership with Locate Arts (formerly known as SeedSpace), funded by the National Endowment for the Arts (NEA) in the form of an Our Town Grant. Planning staff and Locate Arts selected Indie writer Erica Ciccarone, who created the WeHome Podcast as the initial social practice art project for the Wedgewood-Houston and Chestnut Hill neighborhoods. The WeHome Podcast intended to "get strangers talking in the rapidly changing Nashville neighborhoods of Wedgewood-Houston and Chestnut Hill." Over nine episodes, Ciccarone paired neighbors of different backgrounds together to have a conversation and learn from each other. Each episode included an original illustration by Lauren Cierzan and music by Tony Youngblood.

When the season wrapped, visual artists Alysha Malo, Xavier Payne and Jana Harper created artwork inspired by the podcast and in collaboration with other members of the community. The work was displayed during "WeHome Day" on April 14, 2018, at Track One, located at 1201 4th Avenue S. In addition to presenting the work created by the artists, WeHome Day served as a kick off to community planning work for the two neighborhoods. The community had the opportunity to listen to the podcast, interact with the visual artists, and provide feedback to Planning staff. This feedback was used to prepare for a week-long workshop, or charrette, which took place April 29 – May 2, 2019, at Trevecca Nazarene University.

The input from WeHome Day, the week long workshop in late April/early May, interviews with stakeholders, a market study, and the Wedgewood-Houston/Chestnut Hill Task Force shaped the recommendations in this document.

What is a Planning Study?

The WHCH Planning Study is a **small area plan** produced by the Metropolitan (Metro) Planning Department. Small area plans illustrate the vision for an area. On a parcel-by-parcel basis, these plans steer the appropriate land use, development character, and design intent guided by goals established by community stakeholders.

These plans are developed through a participatory process that involves Planning Department staff working with community stakeholders to establish a clear vision and provide detailed information and solutions to guide the future physical and regulatory characteristics for particular neighborhoods of the city.

Small area plans are commonly used by the community, Planning staff, the Planning Commission, and Metro Council members as a starting point for discussing public and private investment in a designated area, including proposed zone changes, subdivisions, and public infrastructure investments. Once adopted, the small area plan serves as the primary guide for the neighborhoods future development.

The plan products most important to neighbors and business owners interested in redevelopment is the **character area and subdistrict guidance**. Together, these serve as Supplemental Policies within the overall Community Plan for the area. Tailored to meet the needs of each individual area studied, the character areas and subdistricts describe the appropriate building types and intensity for development within each part of the study area and provide detailed guidance for zoning and design.

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

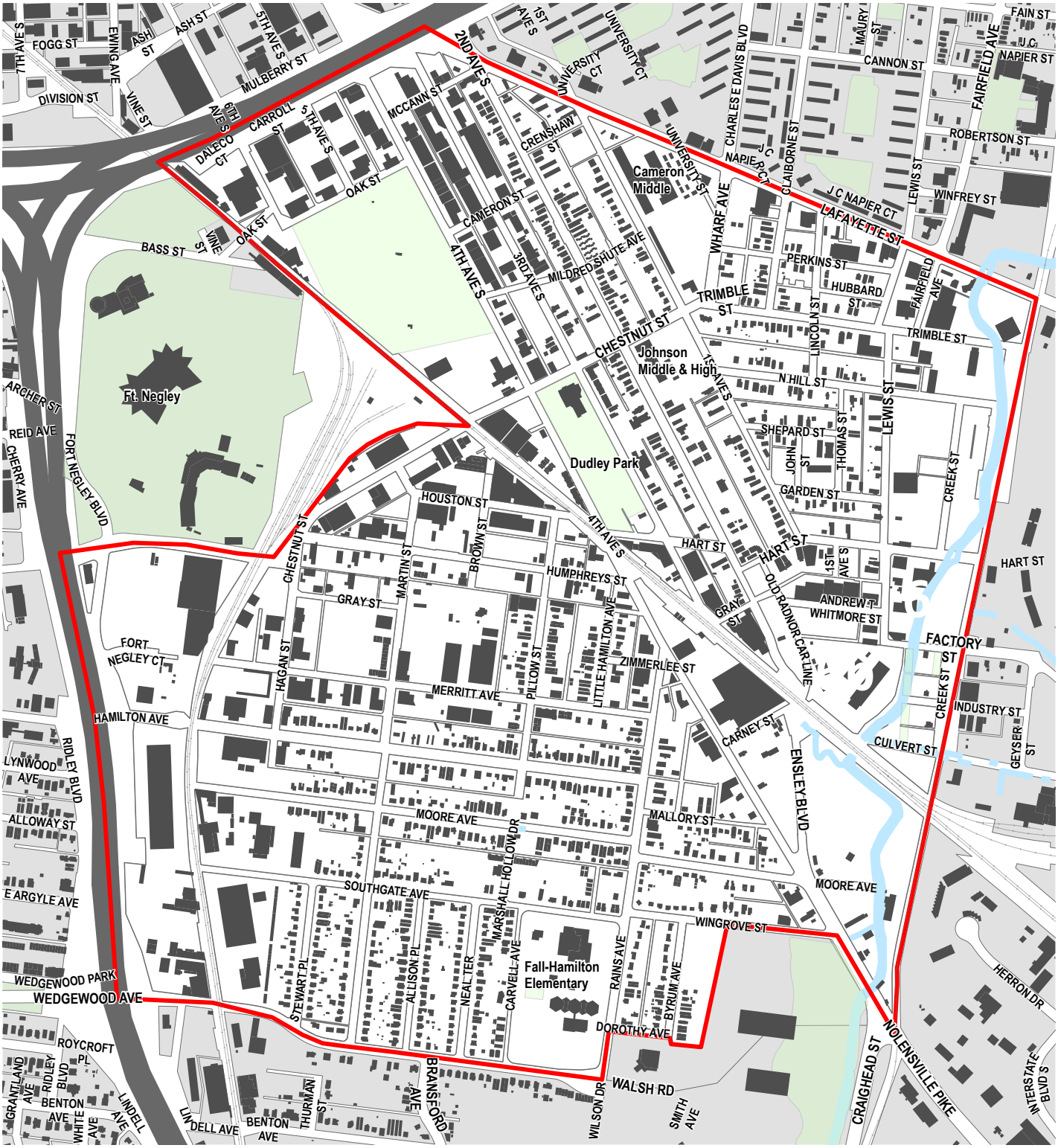
STUDY AREA

Located just south of downtown Nashville, the WHCH study area is bounded by I-40, Lafayette Street/Murfreesboro Pike, Browns Creek, Wedgewood Avenue, and I-65, as shown in **Figure 1**. The planning area is composed of two neighborhoods, Wedgewood-Houston and Chestnut Hill. The neighborhoods are divided by the 2nd and 4th Avenue couplet, as well as an active railroad line. These dividing lines, along with their outer and northern boundaries are the primary commercial and industrial areas.

The neighborhoods are bordered by high-profile sites and institutions. These include, starting due north and going around the planning area clockwise:

- Downtown and the SoBro area, directly north of the planning area, separated by I-40. SoBro is undergoing rapid development and reinvestment, including a planned southern transit terminal. Developers are beginning to look immediately south of I-40 within the planning area for tall, dense development.
- The Sudekum and Napier public housing complexes are northeast of Chestnut Hill, across Lafayette Avenue. The *Envision Napier and Sudekum Transformation Plan* is in the implementation process. The plan calls for a mixed-use and mixed-income neighborhood.
- Lafeyette Avenue/Murfreesboro Pike is already a major bus rapid transit lite corridor. Work will begin shortly to create Nashville's first transit signal prioritization bus route along Murfressboro Pike.
- Trevecca Nazarene University is due east of Chestnut Hill, across Browns Creek.
- The Fairgrounds forms the south boundary of Wedgewood-Houston. New expo buildings have recently been constructed. Fair Park includes a large dog park, soccer fields, and a greenway trail. An MLS soccer stadium is planned to be surrounded by mixed use development.
- Fort Negley lies across the northwest boundary of Wedgewood-Houston. Metro Parks is working on plans for enhancements to Fort Negley Park.

Figure 1: Study Area for Wedgewood-Houstonand Chestnut Hill Planning Study



HISTORY

The Wedgewood-Houston and Chestnut Hill neighborhoods have played a significant role in the development history of Nashville. The area's proximity to downtown has made it attractive for residential development, while connectivity – both with roads and rail – have made it attractive to industrial development.

Wedgewood-Houston

Captain John Rains is considered the first resident of Wedgewood-Houston. In 1784, he purchased a 640-acre farm and built his home at the corner of Rains Avenue and Merritt Street. Today, Merritt Mansion on Houston Street is the oldest building remaining in Wedgewood-Houston, built around 1840.

The majority of the older homes in Wedgewood-Houston today are modestly scaled, built following World War II. During the latest housing boom, a number of changes have taken place in the neighborhood. The northern portion of Wedgewood-Houstonhas seen significant investment, including adaptive reuse of many of the industrial buildings into artist-related uses. New housing is being built at a higher density, resulting in two taller homes on a lot where one previously stood, changing the character of the neighborhood.

Chestnut Hill

Originally known as Trimble Bottoms, Chestnut Hill sits on land once owned by the Trimble family at a geographical low point in the city prone to flooding. Beginning in the 1820s, Trimble Bottoms has historically been a neighborhood with a high African American population. Thanks to investments in education, as well as the skilled tradesmen drawn to the area for protection during the Civil War, a number of black-owned businesses developed along with schools in the area, supporting black working and middle class families. The neighborhood was home to Central Tennessee College, which was the first home of Meharry Medical College, in 1878.

Chestnut Hill today is primarily residential with industrial and commercial uses around its edges. The community is proud of its significance in the history of the city, especially its significance to black Nashvillians. Residents in the community have worked to manage the balance of industrial with residential and to encourage more affordable homes for purchase. Because it is adjacent to Browns Creek, the neighborhood has fought to address flooding of properties near its bank.

Fort Negley

Located just outside the study area, Fort Negley is an important landmark in Nashville. During the Civil War, the city was captured by the Union Army in February of 1862, and construction began on the fort in August. It soon became the center of the Federal Army's defensive line. With the passage of the Second Confiscation Act, the army was given the authority to recruit (or take) slaves owned by Confederates and put them to work on Union projects. As a result, the African American population of Nashville exploded during this time as both free and enslaved blacks moved to Nashville for protection and employment. On November 5, 1862, Fort Negley was attacked; black laborers at the site picked up tools to aid in the battle which took place in the area known as Trimble Bottoms. Metro Nashville purchased the property in 1928. In 1936, the fort was reconstructed by the Works Progress Administration. Today, Fort Negley is a Metro-owned park, with a visitors center, interpretive panels, and a master plan that includes remediation of the Greer Stadium site.

Transportation

The convergence of rail lines south of downtown led to the location of several industrial uses in the area. The Nashville & Chattanooga Railroad completed its main line in 1854, cutting a path along the west side of the City Cemetery. The corner of 4th Avenue South and Chestnut Street became the location of the Nashville and Decatur Railroad Depot in 1868, until the Nashville Cotton Oil Mill moved into the building. The abundance of transportation infrastructure is one of the reasons the city was not destroyed during the Civil War; train lines carried supplies for both armies at points during the war.

The Interstate Highway System divided many communities in the United States. In the 1960s, the construction of the Interstate network, particularly through Nashville, created a major barrier, isolating Wedgewood-Houston and Chestnut Hill from other parts of town, such as the Edgehill neighborhood and Downtown.

Origins of community groups

Wedgewood-Houston is the home of South Nashville Action People, or SNAP, which recently celebrated its 40th anniversary. The organization formed to get rid of a nuisance property in the neighborhood – a beer hall – and ended up using the hall as its headquarters. Since then, the building has provided a place to gather. SNAP provides affordable housing at several locations in the neighborhood.

Chestnut Hill is served by the Trimble Action Group, or TAG. The group organized in 1997, as a way for the community to express their concerns and take action. The group has fought zoning changes that were believed to have a negative impact on the neighborhood, completed "neighborhood audits" to help with Codes enforcement in the area, and partnered with MDHA to plan for the use of $500,000 in federal community development (CDBG) funds. After a few years of inactivity, TAG is in a period of rebirth, with a blend of new and long term residents on the leadership team.

View from Chestnut Hill Neighborhood toward Downtown.
Credit: Brian Nock

Participants in WeHome Day look at images from the community

BACKGROUND RESEARCH

In May 2018, Planning staff completed a Community Snapshot (see appendix) for the study area. This document served to provide a common resource for planners and community members to understand the current state of the Wedgewood-Houston and Chestnut Hill neighborhoods.

Community Snapshot

The Community Snapshot contains information on:

- Population, demographics, and economy of the study area
- Key information from previous plans, including those from other organizations
- Policy, zoning, and history of land use
- Infrastructure (sidewalks, stormwater systems, etc.)
- Maker and industrial uses

The primary goal for staff is to "seek to ensure the sustainability of these neighborhoods' existing communities in the midst of an aggressively appreciating housing market, while also allowing new artisan and small-scale manufacturing and studio, gallery, and performance spaces.

Community Engagement

Every successful plan requires robust community engagement and coordination with stakeholders. As previously stated, the community engagement for this small area study began with an Our Town Grant from the NEA. For full details on the community engagement process, please see the *Wedgewood-Houston and Chestnut Hill Planning Study: Engagement Report*. The timeline provides a summary of key events and dates.

Timeline of Engagement

DATE	ACTIVITY
9/2017	Launch of WeHome Podcast
4/14/18	WeHome Day and launch of online survey
8/27/18	Kickoff Task Force Meeting
2/28/19	Task Force Meeting
3/25/19	Task Force Meeting
4/2/19	Real Estate and Developer Focus Group
4/5/19	Meeting with Metro Water Services
4/19/19	Task Force Meeting
4/23/19	Meeting with WeGo/MTA
4/29 – 5/2/19	Charrette Week
4/30/19	Task Force Meeting
6/1/19	Chestnut Hill Focus Group
7/25/19	Meeting with TDOT
8/7/19	Maker/Artisan Space Needs Focus Group
9/4/19	Task Force Meeting
9/17/19	Community Draft Review
10/4/19	Task Force Meeting

SEED SPACE & METRO PLANNING DEPT.
PRESENT
WEHOME DAY
WEHOME DAY WILL CELEBRATE WEHOME PODCAST'S PARTICIPANTS & THE COMMUNITIES OF SOUTH NASHVILLE
1-4 PM
SATURDAY APRIL 14, 2018
TRACK ONE
1211 4TH AVE. S
WITH INTERACTIVE ART FROM JANA HARPER, XAVIER PAYNE & ALYSHA IRISARI MALO
COME SHARE YOUR VISION OF WEDGEWOOD-HOUSTON & CHESTNUT HILL WITH NEIGHBORS & METRO PLANNING DEPT.
seedspace
ART WORKS.
National Endowment for the Arts
arts.gov
NASHVILLE PLANNING
METROPOLITAN PLANNING
A GREAT CITY
DEPARTMENT

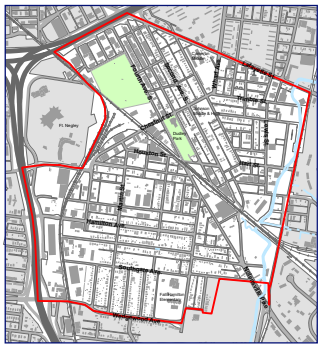
Wedgewood Houston & Chestnut Hill

Four-day community visioning session begins Monday April 29!

All meitings will be held at the
Tarter Student Activities Center, Trevecca University
333 Murfreesboro Rd, 37210

Join the Metro Nashville Planning Department in a community conversation about:

- The current vision for the area
- Light industrial jobs in the urban core
- Artisan/Maker uses
- Transit readiness
- Affordability



Community Workshop

Come share your thoughts with others through discussion and interactive activities

Monday, 4/29
5:30 pm
Doors Open at 5:00 pm

Open Design Studios

Watch planning staff at work, analyzing input from Monday's workshop

Tuesday 4/30
1:30 - 3:30 pm

Wednesday 5/1
10:00 am - Noon

Work-in-progress Presentation

Discuss the week's products, gather feedback and additional thoughts

Thursday, 5/2
5:30 pm

For more info: visit www.whchstudy.nashville.gov (and take our survey!)
or contact Stephanie McCullough: phone: 615-880-3239
email: stephanie.mccullough@nashville.gov

Market Study findings and recommendations

The Planning Department commissioned a market study of light industrial and maker uses (referred to jointly as urban industrial) within the study area, partly funded by the NEA Our Town grant. The study, conducted by economist Randall Gross, characterized the current market and space uses of light industrial and artisan uses, identified industrial trends in the central business district and study area, and made recommendations.

Gross found that the study area had 2.2 million square feet of industrial uses in 2018, with a vacancy rate of 2.3%. Such a low vacancy rate reflects the high level of demand for industrial space this close to downtown, compared with the supply. Between 2006 and 2018, the area lost 123,700 square feet of industrial space. Table 1 shows the primary industrial clusters in the study area. Construction, information, and machinery, tools, and equipment were the largest users of industrial space. Most industrial producers operated at production scale, in contrast to maker, craft, artisan, or small-batch production. However, within the Wedgewood-Houston part of the study area, there were slightly more craft businesses.

Looking to the future, jewelry manufacturing, wood products, food and beverage production, and medical equipment manufacturing are fast growing industrial sectors in Davidson County. These sectors are expected to continue growing. On the other hand, printing, textile, computer manufacturing, and paper production were declining industries within the County.

Industrial users provide services to the rest of the economy. Many of them create uniquely Nashville products. Industrial and artisan manufacturing companies also provide higher wage employment, particularly for semi-skilled labor, making them an important element in Nashville's urban economy.

Gross calculated that the study area could be expanded to sustain an additional 140,000 to 160,000 square feet of industrial space if supported by low rents.

Table 1: Industrial clusters within the study area

INDUSTRIAL CLUSTERS, STUDY AREA, 2019			
INDUSTRY CLUSTER	NUMBER	SQ. FT.	INDUSTRIES
CONSTRUCTION	**45**	**770,796**	
Building Supplies	13	305,084	Plumbing, Doors & Windows, Bolts
Construction Services	15	112,877	Contractors, Construction Mgt
Lighting/Electrical	8	130,257	Lighting Equipment Supply, Design
Non-Metallic Minerals	5	129,653	Granite, Stone
Paint	1	81,935	Paints and Coloring
Signs, Decals, etc	3	10,990	Signage, Wall Decals, etc.
TRANSPORTATION	**30**	**213,577**	
Trucking	5	44,533	Trucking Services, Terminals
Automotive	25	169,044	Part Suppliers, Repair Services
INFORMATION	**26**	**392,312**	
Printing & Publishing	14	251,497	Silk Screen, Publishing, Printing, Stamps
Recording & Broadcasting	10	134,275	Recording Studios, Pressing, Broadcasting
Information Services	2	6,540	Data Processing, Web Services
ART & DESIGN	**19**	**72,327**	
Visual Artists, Designers	18	66,603	Artists, Jewelers, Architects, Photo, Costume
Musical Instruments	1	5,724	Musical Instruments
MACHINERY, TOOLS & EQUIP	**13**	**323,448**	
Machinery & Equipment	10	311,185	Engines, Motors, Office Equip, Equip Svc
Tools	3	12,263	Tools, Tool & Die Shops
FOOD & BEVERAGES	**13**	**189,402**	
Beverages	7	87,418	Distilleries, Breweries, Distributors
Food	6	101,984	Bakeries, Chili, Catering, Distributors
WOOD & FURNITURE	**6**	**76,753**	
Wood Products	4	66,880	Lumber, Wood Refurbishment
Furniture	2	9,873	Furniture, Furnishings

Sources: Metro Nashville Assessor, Businesses, and Randall Gross / Development Economics.

KEY ISSUES

Throughout the planning process a number of key issues continued to rise to the surface. While the recommendations of this plan, which is primarily a land use policy plan, cannot directly address all identified issues, this plan can enable solutions to issues identified through best practices of land use planning and design. The following is a summary of those key issues:

- **Affordability and displacement** – the rising cost of housing displacing lower and moderate income residents within the study area is a concern. With the loss of housing affordability, many see it negatively affecting the diversity of Wedgewood-Houston and Chestnut Hill through the displacment of long-time residents.
- **Industrial and maker uses** – conversion of industrial and maker uses to residential and mixed use is reducing the supply of affordable space for these users. Wedgewood-Houston, in particular, has traditionally been home to affordable warehouse space for artists, makers, and light industrial users. As the area has become more desirable these users are being priced out.
- **Community character** – there is concern about new development being out of character with the existing built environment of the neighborhoods. Recent residential infill is often of a greater height and density than that of the surrounding neighborhood and in a different built form to that of the existing homes. This, many fear, is changing the character and appearance of the neighborhoods.
- **Traffic** – traffic congestion along the major streets is a current concern and a fear for worsening conditions in the future in light of recently approved development and anticipated future growth. Cut-through traffic along local streets, in particular truck traffic from Hamilton and Martin to Wedgewood, is also a concern for Wedgewood-Houston residents.
- **Walkability** – Chestnut Hill has a well-connected sidewalk network, in contrast to residential portion of Wedgewood Houston, which lacks sidewalks in much of the neighborhood. A lack of crosswalks and incomplete sidewalk network makes moving through the study area and between the neighborhoods as a pedestrian difficult and hazardous. Complicating matters, streets without sidewalks generally lack curb and gutter, leading to issues with stormwater runoff.
- **Connectivity** – the at-grade railroad crossing on 4th Avenue, where the train often stops for periods of time, significantly disrupts connectivity in and through the study area. Additional street connections particularly in the far eastern (over Browns Creek) and far western (to Wedgewood Avenue and to the Interstate) portions of the study area are desired by the community to enhance circulation and the urban street grid.

Combined Sewer System

The sewer system in Nashville dates back to the late 1800s and originally consisted of a combined sewer system – a single set of pipes that conveys both sanitary sewage and stormwater. Metro Water Services began an aggressive program of infrastructure improvements in 1990 to reduce the number of combined sewers. In 2011, Metro's Long Term Control Plan was updated for the combined sewer system area and provides a plan to reduce the occurrence and impact of overflows into the Cumberland River during wet weather events. The study area lies within the Driftwood combined sewer system.

For more information please visit https://www.nashville.gov/Water-Services.aspx

- **Crime and safety** – crime and safety concerns were raised by the community. In particular, illegal dumping along Browns Creek and drug and prostitution activity in the alleys and by the creek in Chestnut Hill.
- **Flooding and water quality** - Residents in the Chestnut Hill neighborhood expressed concerns with the area along Browns Creek, which has been known to flood homes located within its floodway and floodplain. A portion of Browns Creek in the southeastern part of the study area is buried and culverted. The area is also the location of a number of industrial businesses that have historically contributed to pollution of the creek. Additionally, the study areas are within the Combined Sewer System (see sidebar on page 18).

Dumping along Browns Creek

Relevance of prior plans

Both neighborhoods have had substantial planning activities over the prior two decades. One goal of this process was to begin with prior plans by confirming whether their vision for the future is still relevant to current stakeholders given changes in Nashville.

Neighborhood Plans

- *Chestnut Hill Neighborhood Study* (2005), Nashville Civic Design Center
- *Wedgewood-Houston Neighborhood Study* (2008) Nashville Civic Design Center
- *Place Making through Infill and Corridor Redevelopment* (2010), Urban Land Institute
- *SNAP Affordability Strategy* (2014), Neighborhood Council on Affordable Living
- *South Nashville Community Plan* (1993, 2007, 2015), Metro Planning Commission
- *Cameron Trimble Neighborhood Plan* (1999), Metro Planning Commission
- *Fairgrounds Evaluation and Site Improvements Study* (2016), Nashville Fairgrounds

County Plans

- NashvilleNext (2015)
- nMotion (2016)
- Plan to Play (2017)
- Walk n Bike (2017)

Summaries of the findings of these plans can be found in the Community Snapshot, in the appendix.

PART 2 – THE PLAN

SUMMARY OF PARTS

Based on input described in Part 1: The Setting and in the Engagement Report (appendix), Part 2: The Plan presents the Study Vision Statement and goals and objectives for this study and details the policy and supplemental policies included with this plan.

Part 2 presents and details the following:

- Study Vision Statement
- Goals & Objectives
- Community Character Policy
- Character Areas & Subdistricts
- Mobility Plan
- Parks & Open Space Plan

STUDY VISION STATEMENT

The study vision statement was developed during the charrette with direction from the Task Force and input from the community. It represents the community's common goals and expectations for future development through this plan.

Chestnut Hill and Wedgewood-Houston are neighborhoods diverse in people, buildings, and uses, each with their unique characters and histories. Surrounded by Nashville landmarks with long pasts and exciting futures – from Downtown to the Fairgrounds, Napier and Sudekum to Fort Negley – neighbors here have often faced similar challenges while divided by thoroughfares and railroads.

This plan intends to retain the distinctiveness of the people, homes, religious institutions, industry, and commerce here. It encourages changes in the physical form of the neighborhood to restore and sustain a sense of community among residents, workers, and visitors. Neighbors and developers work together to ensure the heritage of Chestnut Hill and Wedgewood-Houston are integrated through new development to sustain the area's vibrancy and embrace surrounding neighbors.

GOALS AND OBJECTIVES

The goals and objectives of this planning study describe the vision statement in more detail. They were created during charrette week and refined at follow up meetings.

GOAL:
Retain long-time residents and connections to the neighborhoods' historical communities

Objectives:

- Allow for a variety of housing type choices in order to maintain socioeconomic diversity
- Incentivize affordable and workforce housing in the neighborhoods
- Provide affordable work spaces for artists and makers
- Encourage live/work opportunities in more portions of the neighborhoods

GOAL:
Understanding the character of the neighborhoods, older uses are balanced with the need for new investment in the area

Objectives:

- Celebrate and respect the histories of Chestnut Hill and Wedgewood-Houston
- Encourage more walkable, neighborhood-scaled businesses in appropriate locations within both neighborhoods
- Provide balance between new development and historical assets
- Encourage design that is informed by and is respectful of the existing character of the neighborhoods

GOAL:
Improve the safety of neighborhood streets and public spaces

Objectives:

- Improve pedestrian safety through the provision of ample crosswalks and sidewalks and other traffic calming methods
- Enhance streetscaping to make neighborhood streets safer and more inviting
- Manange urban runoff through the use of green infrastructure such as permeable surfaces and other innovative techniques
- Encourage a balance of uses that meet the needs of the entire community
- Ensure all transit stops are safe and easily accessible

GOAL:
Expand access to and activation of parks and open space

Objectives:

- Provide safe and easy access to existing and proposed greenways and open spaces
- Create a framework for increasing tree planting and tree preservation
- Improve Browns Creek greenway including adding programming along the creek

Community Character Policy

Applied to each property within Davidson County, Community Character Policies establish the appropriate form and character of development — massing, orientation and scale of buildings, setbacks and spacing, location of access and parking, etc. The overarching concept behind each policy is its location within the Transect, a system for categorizing, understanding, and guiding the various development patterns of a region, from the most natural and rural to the most urban. The policies provide guidance for four community elements within each transect category – Open Space, Neighborhoods, Centers, and Corridors.

Community Character Policies have two main functions: to explain the vision of the community for its future growth, development, and preservation and to provide direction for implementation tools such as zoning. Future zone change requests are judged for their conformance with the Community Character Policies in the Community Plan.

COMMUNITY CHARACTER POLICY

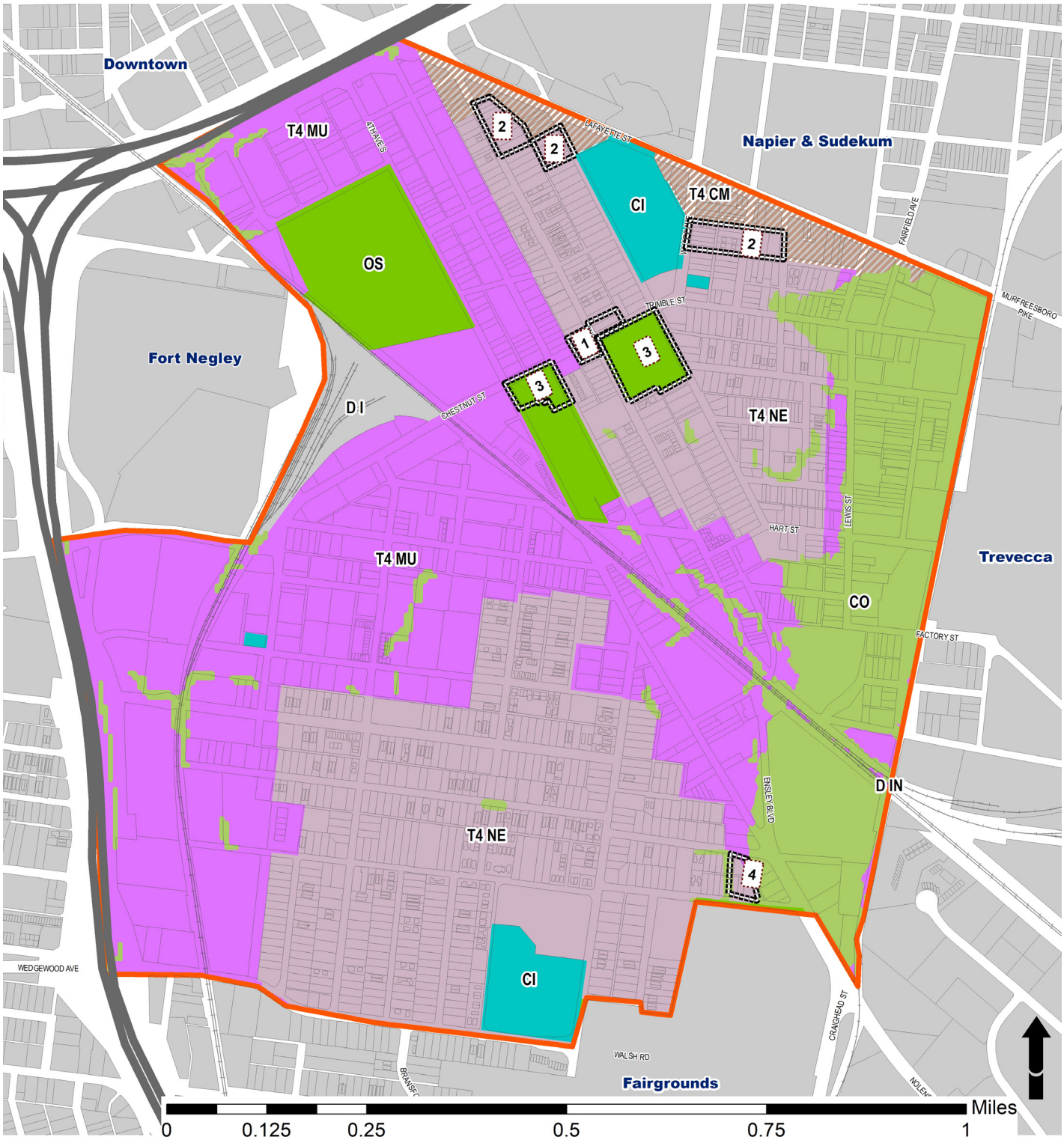
With the adoption of this Planning Study, the recommendations for the Community Character Policy, summarized in the table below, are adopted into the South Nashville Community Plan. Figure 2 is a map of the specific changes recommended by this study.

Policy Amendments

See Figure 2

	ORIGINAL POLICY	RECOMMENDED POLICY	RATIONALE
1	T4 NE Urban Neighborhood Evolving	T4 NC Urban Neighborhood Center	Application of T4 NC policy better reflects the community's desire for these properties to evolve from a residential focus toward a mix of commercial, office, and mixed uses that serve the Chestnut Hill neighborhood.
2	T4 NE Urban Neighborhood Evolving	T4 CM Urban Mixed Use Corridor	Application of T4 CM policy to a greater depth off Lafayette Avenue better reflects the community's desire for a greater mix of commercial uses along this corridor and enhances the development potential of parcels along an arterial boulevard.
3	OS Open Space	CI Civic	Application of Civic policy better reflects the current and long range future needs of Johnson High School and Head Start at Dudley Park.
4	T4 NE Urban Neighborhood Evolving	T4 MU Urban Mixed Use Neighborhood	Application of T4 MU to a greater depth off 4th Avenue S enhances the development potential of parcels along this arterial boulevard for a mix of uses.

Figure 2: Community Character Policy Amendments



SUPPLEMENTAL POLICY

Supplemental policies provide an additional level of guidance beyond that provided by the Community Character Manual (CCM). Supplemental policies address unique features of the area and expand upon standard guidance of CCM in order to tailor policy to the needs of the study area. Alone, the CCM policies applied to the study area do not provide the level of detail necessary to guide new development that is desired by community stakeholders.

The WHCH Supplemental Policy incorporates the following components, each of which is described in detail in the following pages:

- **Character Area and Subdistrict Guidance:** identifies six distinct character areas and 14 subdistricts. Guidance tailored to the unique circumstances and community vision for each subdistrict provided is represented by a:
    - Character Area and Subdistrict map (Figure 3);
    - Building Types and Heights (Table 2);
    - Appropriate & Maximum Zoning Districts (Table 3).
    - Building Typology
- **Urban Industrial Uses:** Additional context for how the Subdistrict guidance supports urban industrial uses.
- **Housing Affordability:** Additional context for how the Subdistrict guidance supports long-term housing affordability.
- **Mobility Plan:** identifies MCSP amendments, transit improvements, traffic calming recommendations, and pedestrian, bikeway and greenway connections and enhancements (Figure 11 & Figure 12)
- **Parks and Open Space Plan:** identifies opportunities for additional greenway connections, improvements to existing parks and open space, and stormwater best practices for low-impact development (Figure 14).

Where conflicts exist between the Supplemental Policy and the underlying CCM policy, the Supplemental Policy serves as appropriate guidance. Where the Supplemental Policy is silent, the underlying CCM policy provides the appropriate guidance. For the transition areas on the subdistrict map the Transitioning policy language within CCM applies.

CHARACTER AREA & SUBDISTRICT GUIDANCE

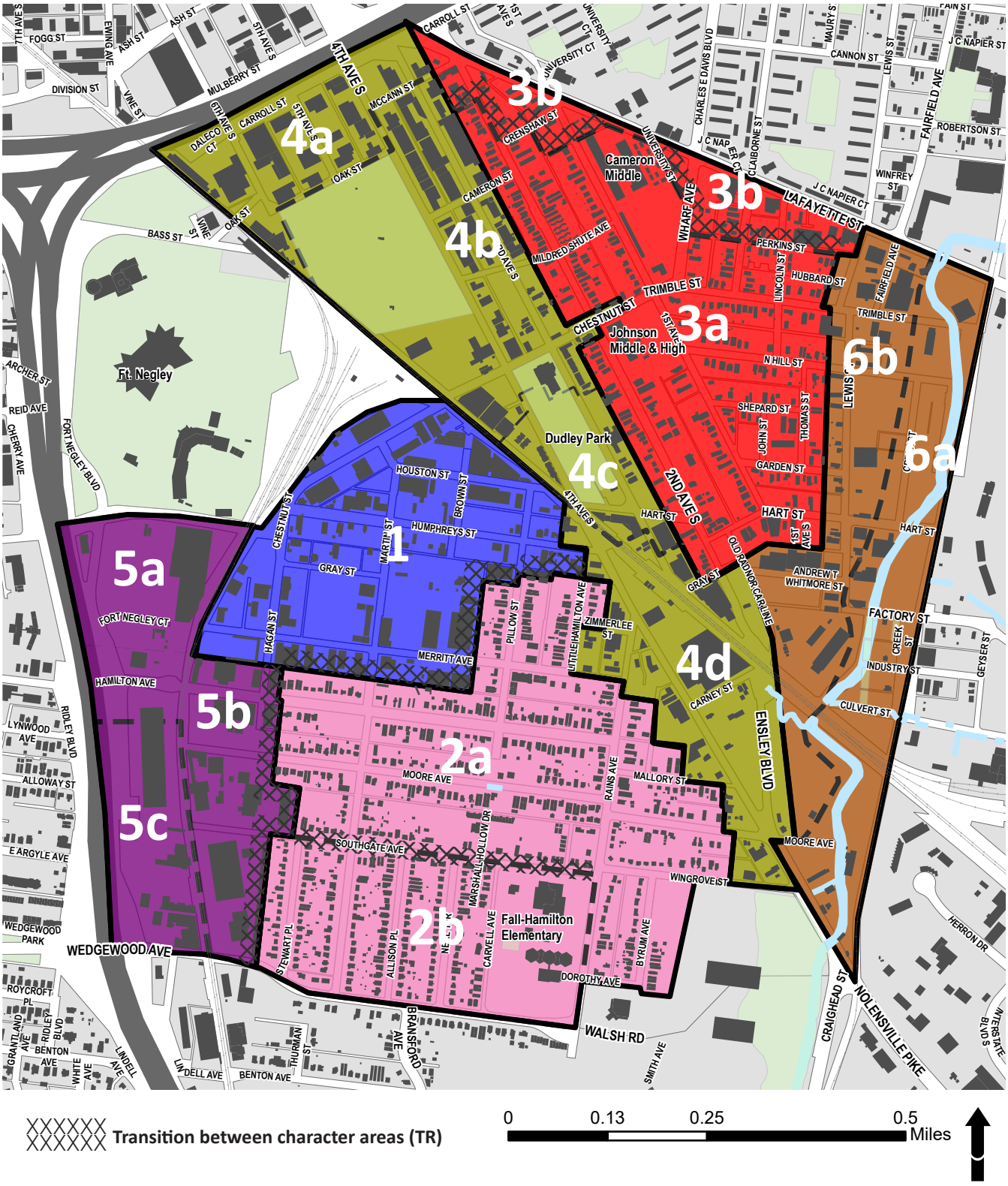
Character Areas for WHCH were developed and refined based on community-driven visioning and priorities, existing conditions, and potential capacity of each area for development. The character area descriptions and maps (see Figure 3) represent a vision for the future development of WHCH. Most character areas include subdistricts that describe the land use mix, building form, and scale found in or desired for each area. These three variables – use, form, and scale – comprise the context of each subdistrict and express the vision for development in each.

The subdistricts strive to provide enough detail for one to envision the future built environment and mixes of activity or land use. They also set the stage for appropriate zoning revisions. They are not proposed new zoning districts; instead, the overarching intent of each subdistrict is to narrate the community's vision by describing the distinct characteristics of each. The subdistricts are described on the following pages and summarized in Tables 2 and 3.

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

Dudley Park
Credit: Brian Nock

Figure 3: Character Area & Subdistrict Map



A collaborative approach

For future development in Wedgewood-Houston and Chestnut Hill, property owners, developers, architects, and other stakeholders are encouraged to connect with the neighborhood associations of Wedgewood-Houston (SNAP; South Nashville Action People) and Chestnut Hill (TAG; Trimble Action Group). These neighborhood associations have long histories in the neighborhood, can provide context and background on neighborhood activities and needs, and their input will contribute to the success of your project. The Boards of these associations can connect you with neighbors who have been successful in adding to the fabric of the neighborhood in a meaningful and welcome manner. To contact these neighborhood associations, visit snaptn.org and chestnuthill.info.

How to use this supplemental policy

Character Areas and Subdistricts guide the types of development that are generally appropriate for an area. Each Character Area and Subdistrict includes a narrative that briefly describes the area's current character and preferred future character. In some, the preferred future character goes beyond what can be regulated to provide additional guidance for property owners. Alongside each narrative is a map showing where the area is located. In some cases, these maps also show transition areas, where one subdistrict transitions to another subdistrict.

Some areas include additional recommendations to guide more intense development:

- Where more intense development patterns could occur within a subdistrict (drawing from a list of potential zoning districts)
- When more intense development (than what is included in those potential zoning districts) should be considered and what makes additional intensity potentially recommendable.

After the maps and narratives for each Subdistrict, Tables 2 and 3 provide guidance for recommended building types, heights, and zoning districts.

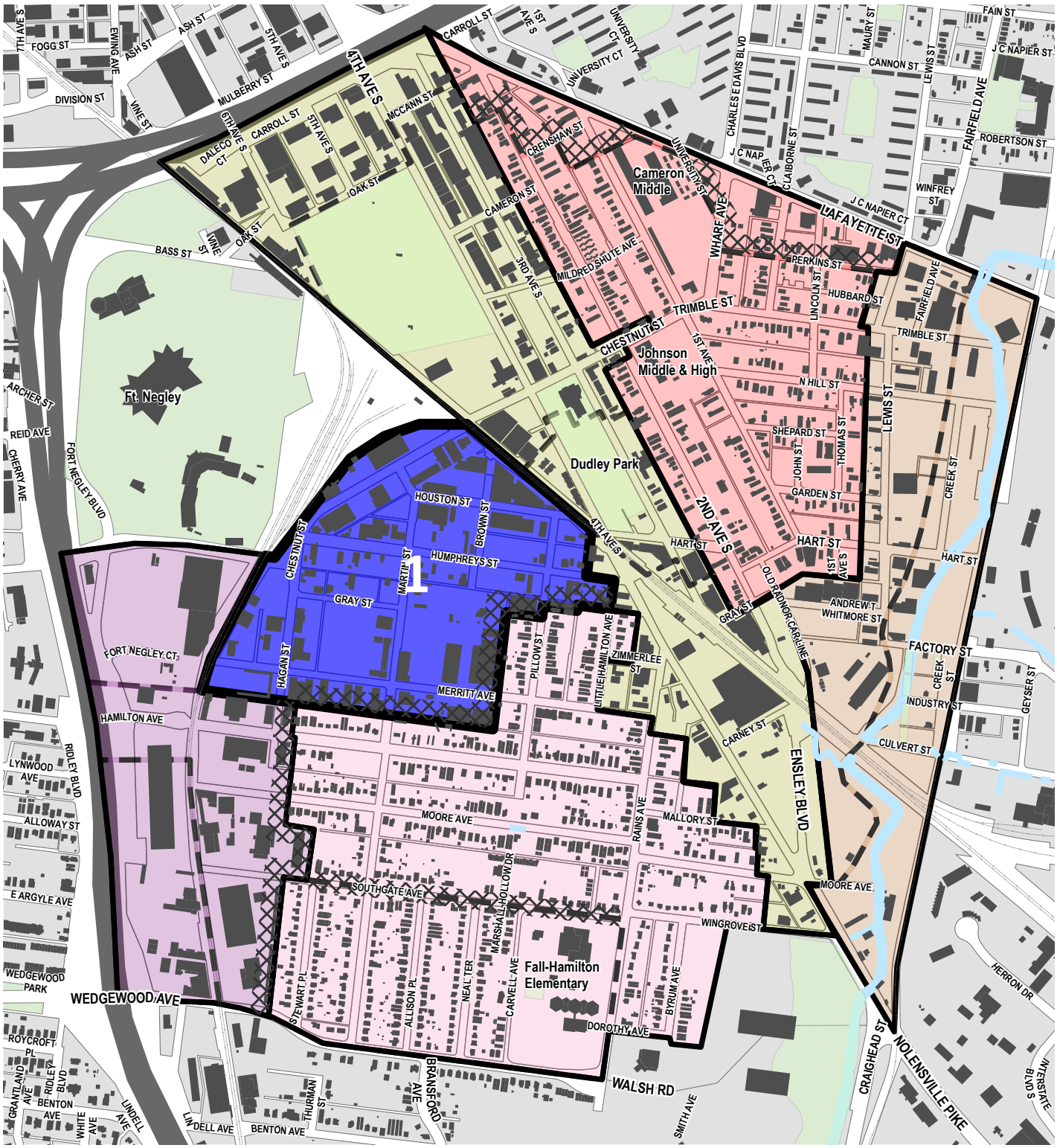
- Table 2: Building Types by District: This table shows the types of buildings recommended for each Subdistrict, as well as recommended heights for each type of building.
- Table 3: Character Area and Subdistrict Zoning Guidance: This table shows appropriate zoning districts for each Character Area and Subdistrict. It also highlights the maximum recommended zoning district

This is intended as general guidance. No zone change is guaranteed. Exceptional circumstances may warrant different zoning districts, which may be more or less intense than indicated.

The sections on Urban Industrial Uses and Housing Affordability provide additional context for how those two issues are addressed by the Character Areas and Subdistricts.

This section also includes building types, for general use and for urban industrial uses. These are provided to give examples of form, scale, and functioning. The general building types may be used to develop an Urban Design Overlay, as recommended by this plan. The urban industrial building types explore how those uses can be incorporated into a mixed use setting and identify issues that should be addressed when doing so.

Figure 4: Character Area 1– North Wedgewood-Houston



XXXXXXX
XXXXXXX **Transition between character areas (TR)**

0 0.13 0.25 0.5 Miles

Character Area 1 - North Wedgewood-Houston

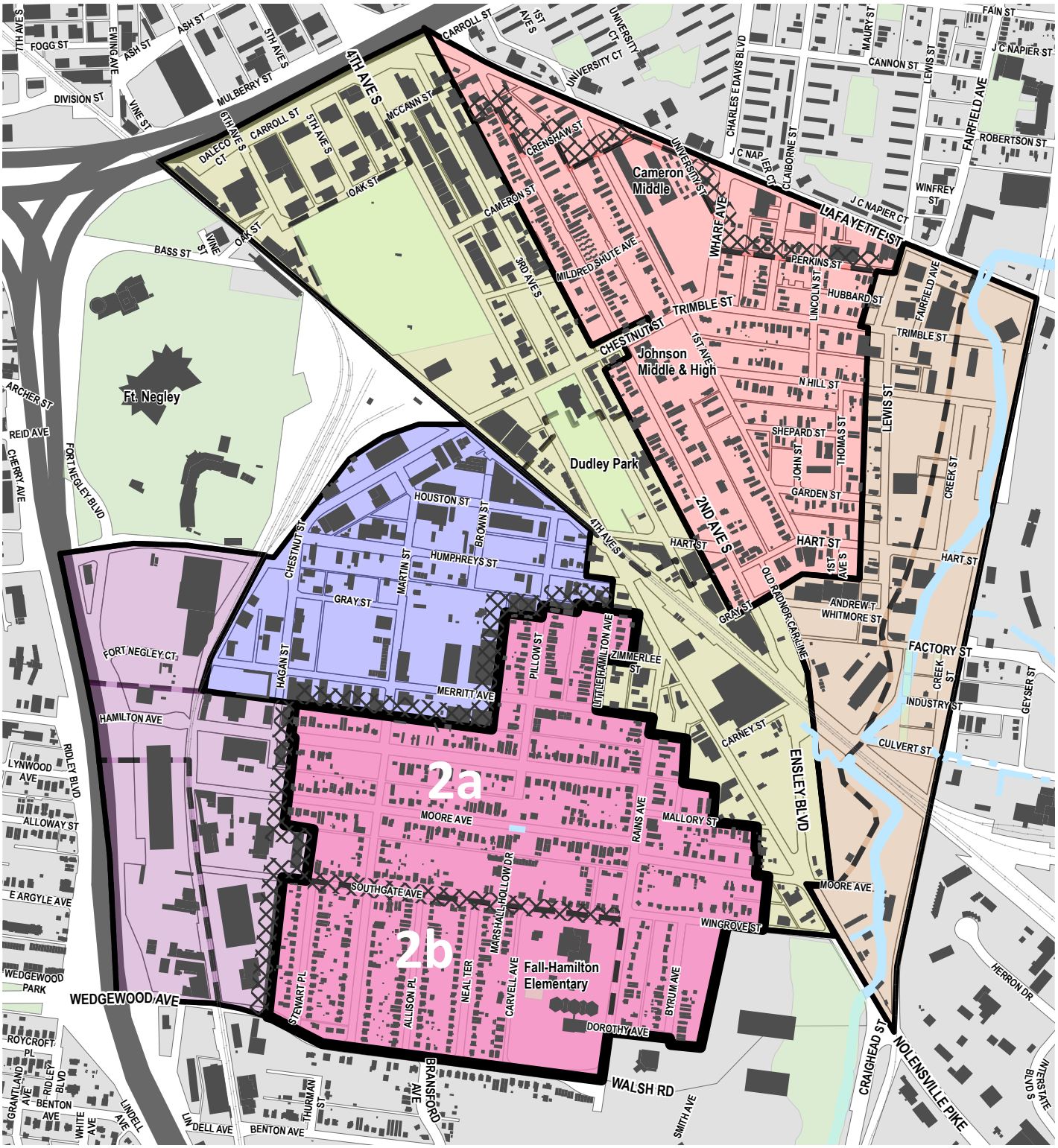
The North Wedgewood-Houston Character Area contains a wide variety of commercial and small-scale light industrial uses. In line with the neighborhood's long-time vision, this area is home to a rising number of homes and small and larger scale artisan and maker uses. With its studios, art galleries and art walks and emerging retail and restaurants, this area is of broader community and countywide interest. Some of the old, predominantly two and three-story, light industrial buildings have been converted into lofts, work spaces, and restaurants, bringing residents, employees, and visitors to the area. The urban grid, variety of uses, and new dense housing create a vibrant walkable commercial neighborhood that adds services to the broader community.

Adaptive reuse is encouraged. When adaptive reuse is not possible, new construction should reflect and respond to the surrounding industrial buildings.

Increased height beyond that identified in Table 2 may be appropriate when:

1. Providing active uses and enhanced streetscaping
2. Combined with adaptive reuse of other parts of the site
3. Accompanied by urban industrial uses
4. Located in lower lying areas

Figure 5: Character Area 2 – South Wedgewood-Houston



Character Area 2 - South Wedgewood-Houston

The South Wedgewood-Houston Character Area is the residential core of the Wedgewood-Houston neighborhood, built on an urban street grid. Residential infill development has added a mixture of housing types to the existing predominantly one- and two-family neighborhood.

The form of future development is guided by Subdistricts 2a and 2b. Recommended zoning districts in Table 3 provide a guide to the density of new development. However, the form of new development is the focus of this plan, with density following. Therefore, an Urban Design Overlay is recommended for this Character Area (see page 95).

Neighborhood-scale retail that complements the surrounding homes could be appropriate at a small number of prominent corners (see the Design Scenario – Neighborhood Center on pages 34-35). A plan amendment and rezoning would be required for the implementation of neighborhood retail in this Character Area.

Stakeholders expressed an interest in allowing some expansion of home occupations in this Character Area (see page 96).

Subdistrict 2a

This Subdistrict has experienced a significant amount of infill residential development over the last decade. In many cases one-story single family homes are being demolished and two, taller homes are built in their place. Infill on larger parcels is frequently in the form of townhomes or courtyard developments. This area should continue to evolve to allow flexibility in housing types to address affordability. Neighborhood-scale retail could be appropriate at prominent corners.

More intense zoning districts are appropriate in this subdistrict:

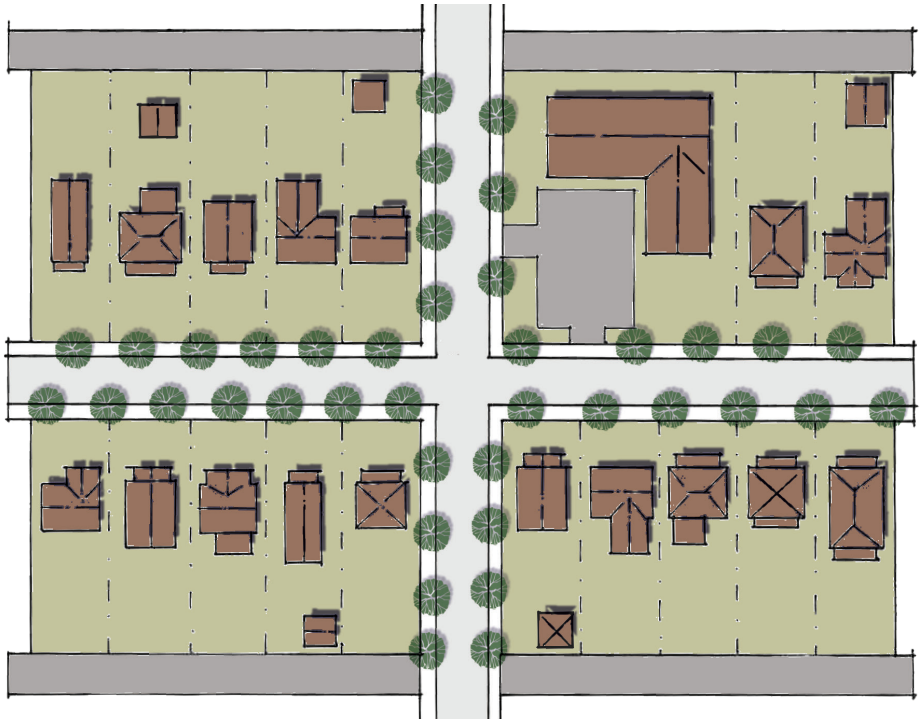
1. Close to 4th Avenue S/Nolensville Pike
2. When storm sewers are present
3. When alleys are present or an alley network can be started
4. At prominent intersections
5. When accompanied by infrastructure improvements, such as improved sidewalk connectivity, reduced curb cuts, roadway improvements, connected alleyways or storm sewers, or other needed improvement. This may require substantial lot frontage to make sufficient improvements, such as 200'.

Subdistrict 2b

This Subdistrict has seen less residential infill than Subdistrict 2a, but it is beginning to come in the form of two houses on one lot. The intent of this Subdistrict is to preserve the existing housing stock and scale of housing that is primarily intact while allowing for additional units. Additional units that are compatible and complementary to the character of this subdistrict are encouraged. This will ensure that new development enhances, rather than detracts, from the urban residential environment, protecting the character that defines the streets in this subdistrict.

A transition zone along Southgate Avenue should create harmonious development on both sides of the street.

Before



This design scenario shows how a neighborhood center could evolve at a prominent intersection through a mix of adaptive reuse of existing buildings and new buildings that transition from the corner to the setbacks and scale of surrounding homes.

Legend

- Existing Building
- New Building
- Parking
- Green Space
- Adaptive Reuse

After

Design Scenario – Neighborhood Center

Neighborhood centers offer opportunities within the interior of neighborhoods for diverse housing types, goods, and services to provide a local benefit to the neighborhood. Generally, these small nodes of concentrated activity are situated along well trafficked collector streets or at significant cross roads within a neighborhood setting. While neighborhood centers may be appropriate at certain intersections within subdistrict 2a, they should be sensitive to characteristics found in the immediate surroundings such as scale, setback, roof form, proximity, and height.

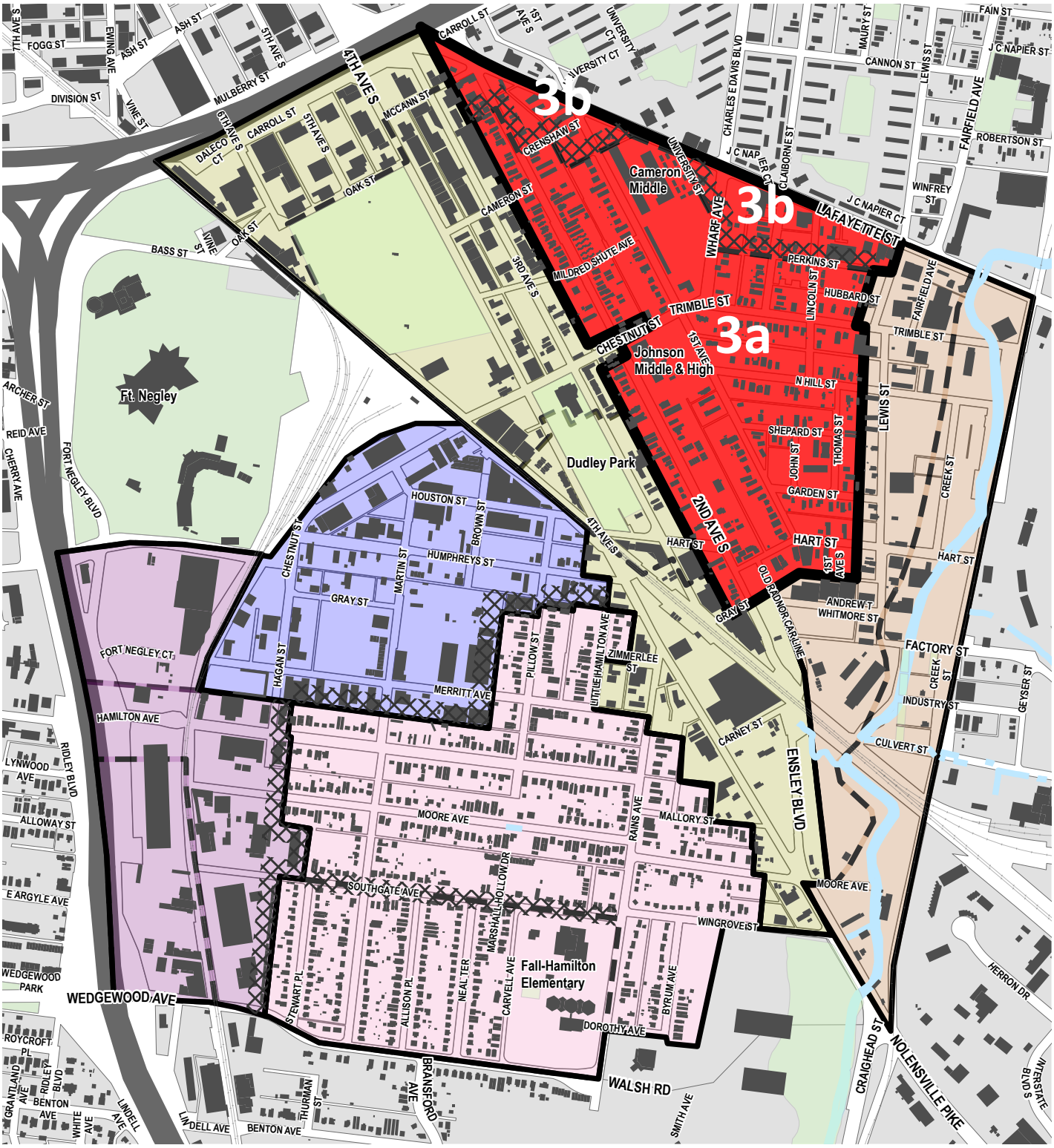
Commercial buildings may be located closer to the street and contain a shallower setback so that storefronts have a presence at the street.

Retail and restaurant buildings may be setback with a wider sidewalk to allow for a frontage condition with signage and outdoor seating areas.

Some existing structures may offer opportunity for adaptive reuse.

More compact development, such as attached houses or residential above retail along the ground floor, may be appropriate within proximity to a neighborhood center.

Figure 6: Character Area 3 – Chestnut Hill



XXXXXX XXXXXX **Transition between character areas (TR)**

0 0.13 0.25 0.5 Miles

Character Area 3 - Chestnut Hill

The Chestnut Hill Character Area contains a mix of single family, multifamily, and vacant properties with small-scale commercial uses along Lafayette Street. There has been substantial residential infill development along 2nd Avenue South of a significantly different character to the rest of the area. Lafayette Street has seen very little development activity. This is anticipated to change with the redevelopment of MDHA's Napier and Sudekum public housing properties. The existing housing stock should be preserved while allowing for infill residential and mixed use in appropriate areas.

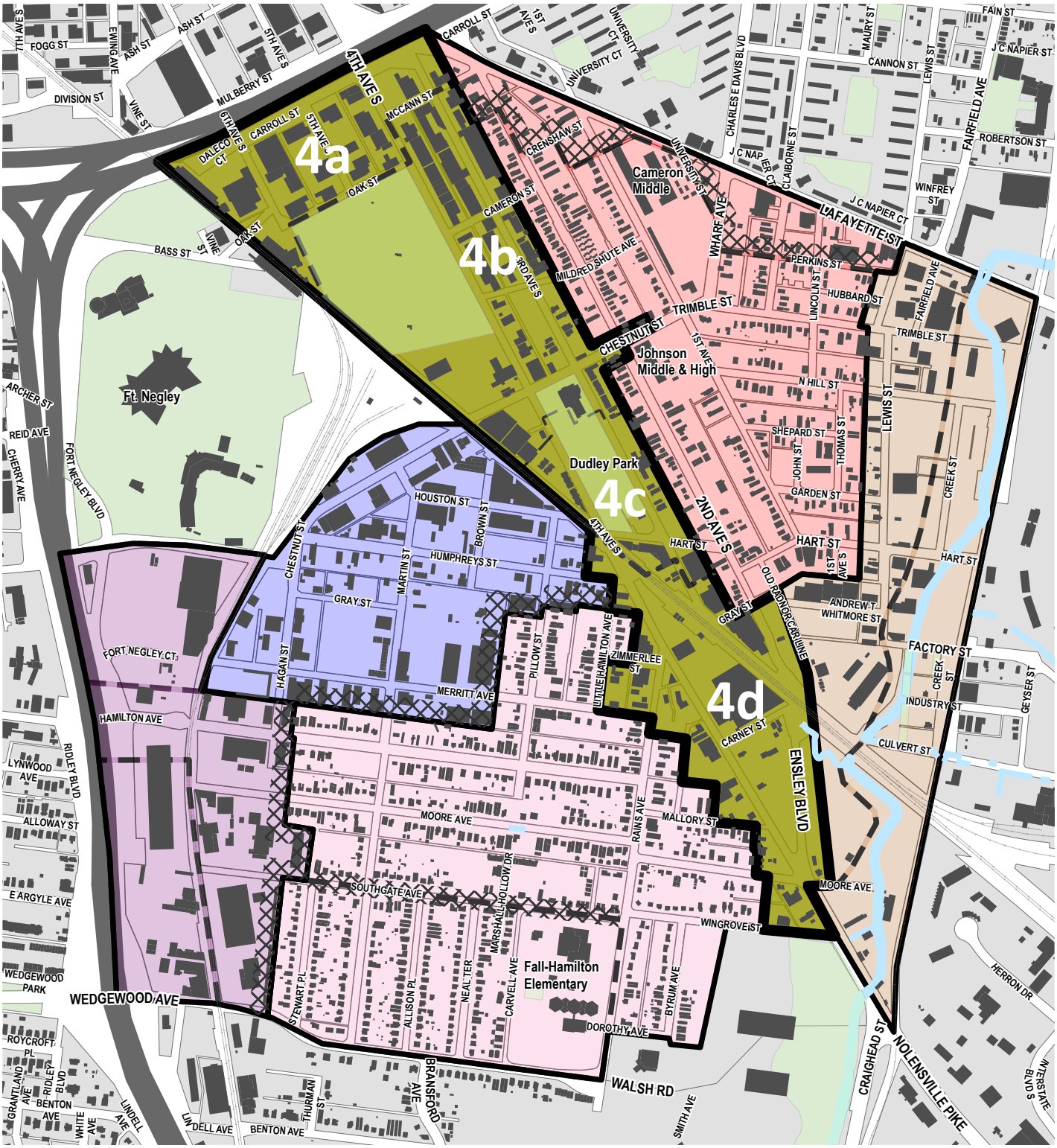
Subdistrict 3a

This subdistrict includes the residential core of Chestnut Hill and 2nd Avenue South. 2nd Avenue South is seeing a significant amount of residential infill in the form of two-houses on one lot, townhomes, and courtyard developments. The intent of this subdistrict is to preserve the existing housing stock and scale of housing while allowing flexibility for additional units. Additional units that are compatible and complementary to the character of this subdistrict are encouraged. This will ensure that new development enhances, rather than detracts, from the urban residential environment, protecting the character that defines the streets in this subdistrict. Along 2nd Avenue S and Chestnut Street higher density and a mixture of housing types is appropriate, including house courts, townhomes and flats.

Subdistrict 3b

This subdistrict includes the Lafayette Street corridor that is composed of small-scale, auto-oriented commercial uses. Lafeyette Street should redevelop with a higher density mixture of uses to complement the character envisioned for MDHA's Napier and Sudekum properties. Off the corridor, new development should transition in form and scale to Chestnut Hill's residential interior.

Figure 7: Character Area 4 – 4th Avenue South/Nolensville Pike



XXXXXX XXXXXX **Transition between character areas (TR)**

0 0.13 0.25 0.5 Miles

Character Area 4 - 4th Avenue S./Nolensville Pike

The 4th Avenue S/Nolensville Pike Character Area encompasses the length of 4th Avenue S/Nolensville Pike through the study area. A major thoroughfare, coupled with the railroad, it splits the two neighborhoods of Wedgewood-Houston and Chestnut Hill. Typical development in this Character Area is small-scale light industrial strip uses, such as auto repair, equipment rental, and building supply companies. This area should redevelop with a mixture of uses based on the subdistrict guidance. Development should be sensitive to Dudley Park and the Nashville City Cemetery which are important green spaces in this area.

Subdistrict 4a

This subdistrict has significant topography and is bounded on the north by the interstate and the south by the Nashville City Cemetery. Increased height is appropriate along the interstate as a transition from Downtown, but should step down in height to the cemetery. A mixture of uses is appropriate throughout the subdistrict.

Increased heights may be appropriate with:

- Exceptional design with enhanced streetscaping and active uses along 2nd, 4th, and 6th Aves and Oak St
- Urban industrial uses on service roads, alleys, or other internal streets.

Subdistrict 4b

This subdistrict contains a variety of one-story industrial and small-scale commercial uses and has seen very little development activity in recent years. In the near term, it is intended to retain its low slung character and industrial uses, adding maker and artisan manufacturing over time. Properties with uninterrupted head-in parking access from 4th Avenue should relocate parking behind buildings so that streetscaping along 4th Avenue can be improved. ADA-compliant sidewalks and understory trees should be added to improve transitions from downtown and to complement the adjacent Nashville City Cemetery. Opportunities to convert a travel lane for dedicated high capacity transit, pedestrian refuge islands, and/or on-street parking exist to further enhance walkability and protection from the vehicular, one-way southbound traffic.

Longer term, this subdistrict should evolve into a mixed use district that supports transit and walkable access to downtown. Because the current form of this district are one story buildings built to the property line on narrow lots, lot by lot redevelopment will generally not be appropriate. As the transition to more dense development begins to happen, redevelopment may be appropriate when it:

- Improves a substantial portion of a block,
- Reduces curb cuts,
- Is close to future transit stops,
- Incorporates urban industrial or artisan spaces, generally on alleys or local streets, and
- Provides a mix of uses within a building.

Particular attention will be given for projects to provide additional crosswalks, access management, and stop controls where appropriate as a means to facilitate safer pedestrian crossings from east to west as properties redevelop. Neighborhood-scale commercial and mixed-use centers are appropriate at the prominent intersections of 4th and Chestnut and 2nd and Chestnut.

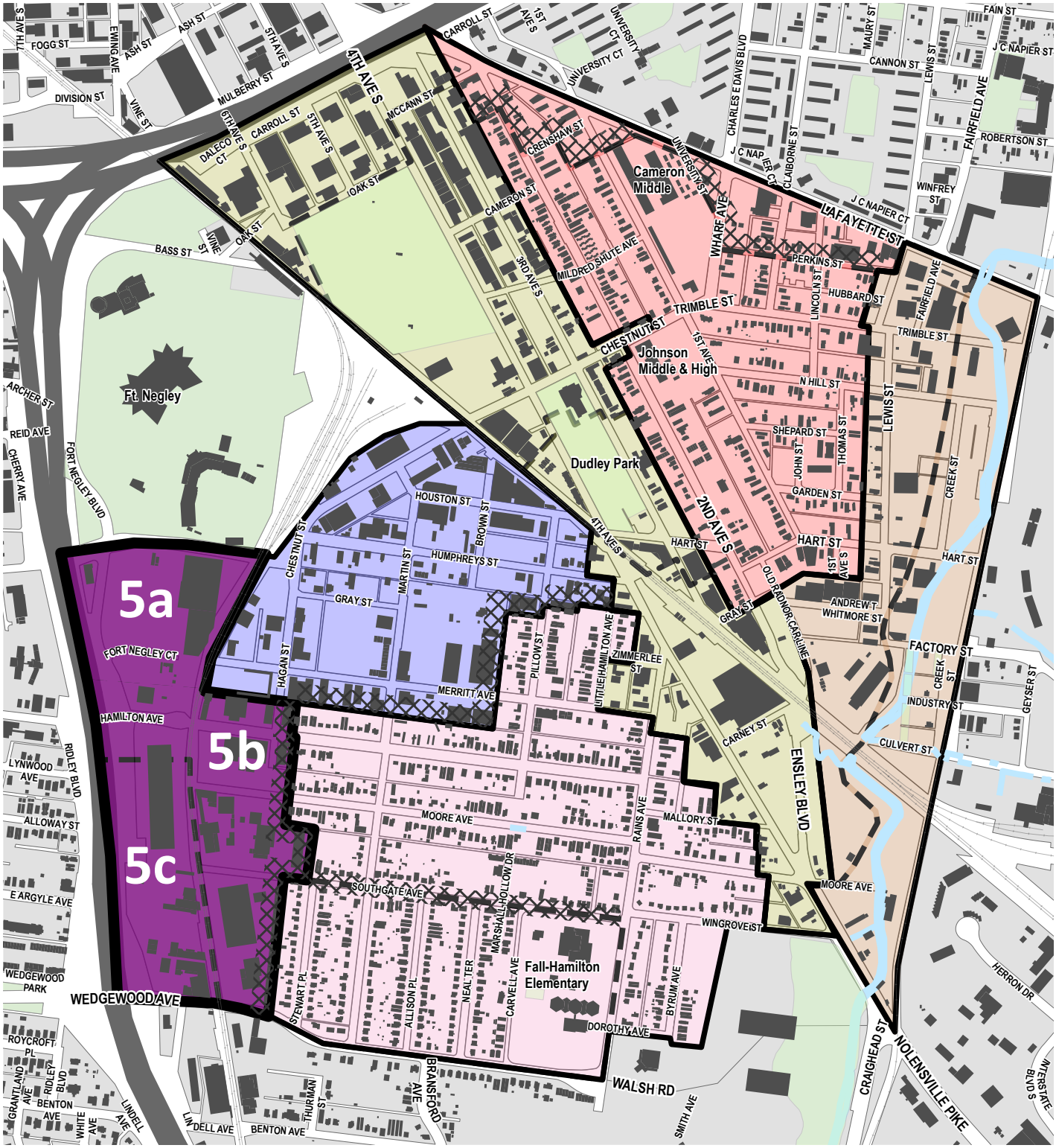
Subdistrict 4c

This subdistrict includes the area around Dudley Park and currently contains a mixture of housing types, with higher density housing along the railroad. This area is intended to continue to develop with a mixture of housing types that address the park by activating the edges through building design and articulation.

Subdistrict 4d

This subdistrict includes the southern portion of 4th Ave S/Nolensville within the study area. It currently contains a mix of commercial and light industrial uses and is intended to continue to develop with those types of uses. Higher density residential, mixed-use and live-work could also be appropriate along 4th Avenue S/Nolensville Pike.

Figure 8: Character Area 5 – Industrial West Wedgewood-Houston



XXXXXX XXXXXX **Transition between character areas (TR)**

0 0.13 0.25 0.5 Miles

Character Area 5 - Industrial West Wedgewood-Houston

The Industrial West Wedgewood-Houston Character Area has traditionally been home to large-scale light industrial uses, such as warehousing and distribution. Primarily due to its proximity to the interstate and railroad and large parcel sizes. While the location has benefits, the street grid is disrupted by both the railroad and the large parcel sizes needed for the light industrial uses. Overall connectivity to the neighborhood and Interstate should be improved. A number of the parcels in this area are vacant or used primarily as parking lots. This area is appropriate for a higher density mix of uses.

Subdistrict 5a

This subdistrict is dominated by a large parking lot and two large light industrial buildings. The northern portion fronts onto Chestnut Street and Fort Negley Park. It is intended to develop with higher density residential, commercial, and institutional uses that address the new park at Fort Negley and provide a connection across the interstate. Furthermore, the South Corridor Study, initiated by the Greater Nashville Regional Council (GNRC) in the spring of 2019, is intended to identify potential routes for regional transit and the locations of stations. The South Corridor Study area includes the parcels which front Chestnut Street in proximity to Fort Negley and I-65. Should the South Corridor Study recommend a transit station within subdistrict 5a, new transit-supportive uses that promote walkability, design that is centered around station platforms, placemaking, open space which pays homage to Fort Negley, and innovative parking solutions would be appropriate for properties redeveloping within subdistrict 5a.

The Character Area and Subdistrict Guidance (Table 3) recommends appropriate height and intensity for this subdistrict. Additional height may be appropriate if:

- A nearby site is determined to be appropriate for a high capacity transit stop by the South Corridor Study. However, any rezoning is recommended to take into account the likely timeline to implement the South Corridor Study.
- Redevelopment improves the streetscape facing Fort Negley Park.
- Redevelopment incorporates urban industrial uses along Fort Negley Blvd or on new internal service roads or alleys.

Subdistrict 5b

This subdistrict contains a range of light industrial uses and is adjacent to the residential core of Wedgewood-Houston. It is intended for this subdistrict to develop with lower density neighborhood-scaled light industrial, maker, and live-work uses that transition appropriately to the single-family neighborhood to the east. The scale of industrial sites off Hamilton Avenue is recommended to be preserved for industrial or maker uses.

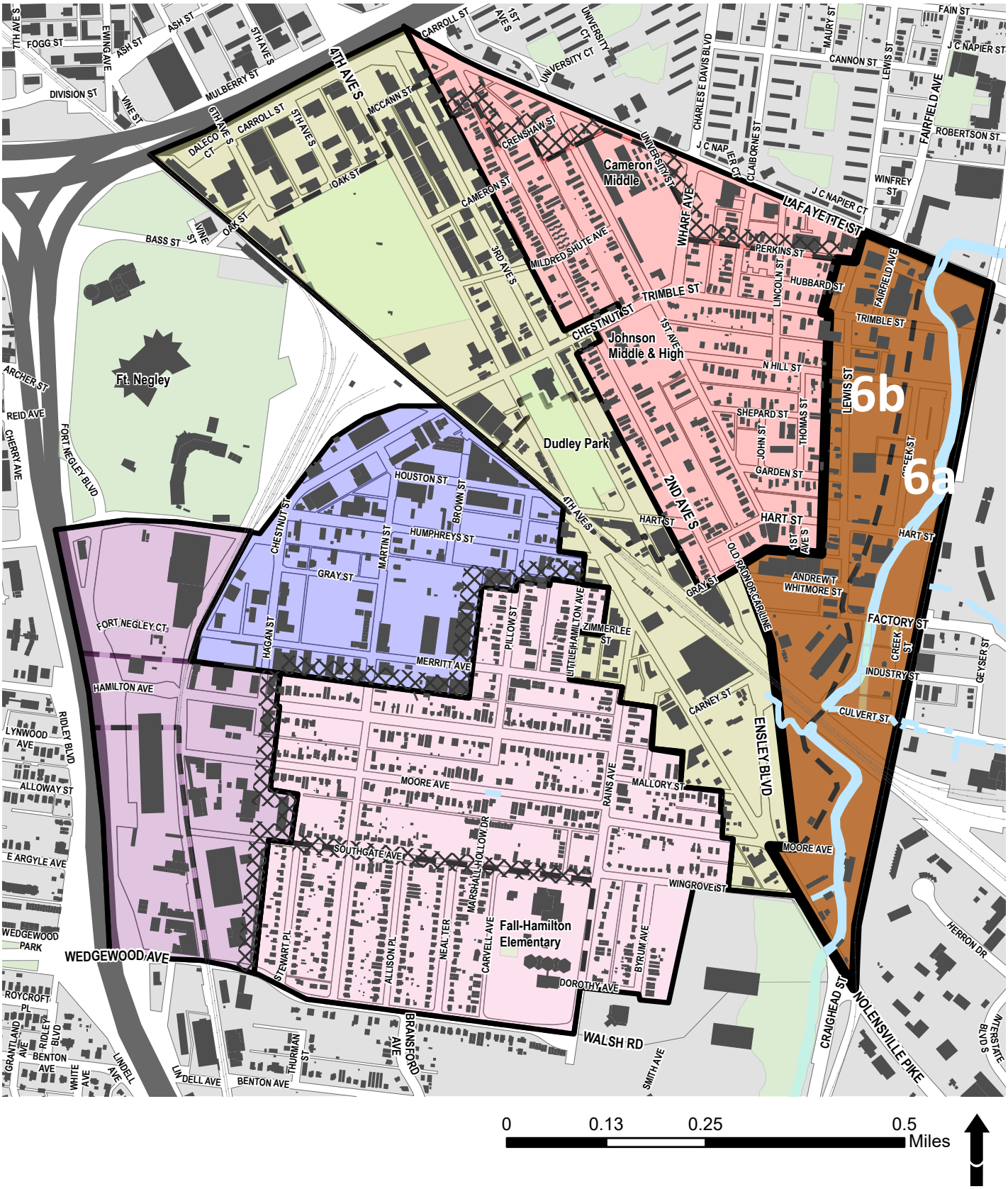
Subdistrict 5c

This subdistrict includes light industrial properties between the interstate and the railroad. The only access to this area is from Hamilton Ave to the north. As a result of limited connectivity and accessibility between the subdistrict and the surrounding area, as well as the placement of existing signalized intersections, vehicular traffic (often large trucks) bound for Interstate 65 is funneled through local predominantly residential streets within Character Area 2. Additionally, the South Corridor Study also includes the Wedgewood Avenue and Interstate 65 junction area as a potential station location for regional transit connectivity. Should multimodal connectivity and accessibility issues be addressed through the use of new streets, pedestrian walkways, and/or alleys, this area is appropriate for higher density mixed-use.

The Character Area and Subdistrict Guidance (Table 3) recommends appropriate height and intensity for this subdistrict. Additional height may be appropriate if:

- A nearby site is determined to be appropriate for a high capacity transit stop by the South Corridor Study. However, any rezoning is recommended to take into account the likely timeline to implement the South Corridor Study.
- Additional connectivity to Wedgewood Avenue is found to be feasible.
- Redevelopment incorporates urban industrial uses along Fort Negley Blvd or in new internal service roads or alleys.

Figure 9: Character Area 6 – Browns Creek



Character Area 6 - Browns Creek

The Browns Creek Character Area encompasses the floodway and floodplain of Browns Creek. Very prone to flooding, this area contains a large number of vacant lots and light industrial uses and is constrained by both the Creek and the railroad. Browns Creek is a 303d listed stream, meaning it is on the list of the State's impaired streams due to high levels of pollutants. This character area is intended to be redeveloped over time in a manner that makes Browns Creek a focal point and the planned greenway a public asset.

Subdistrict 6a

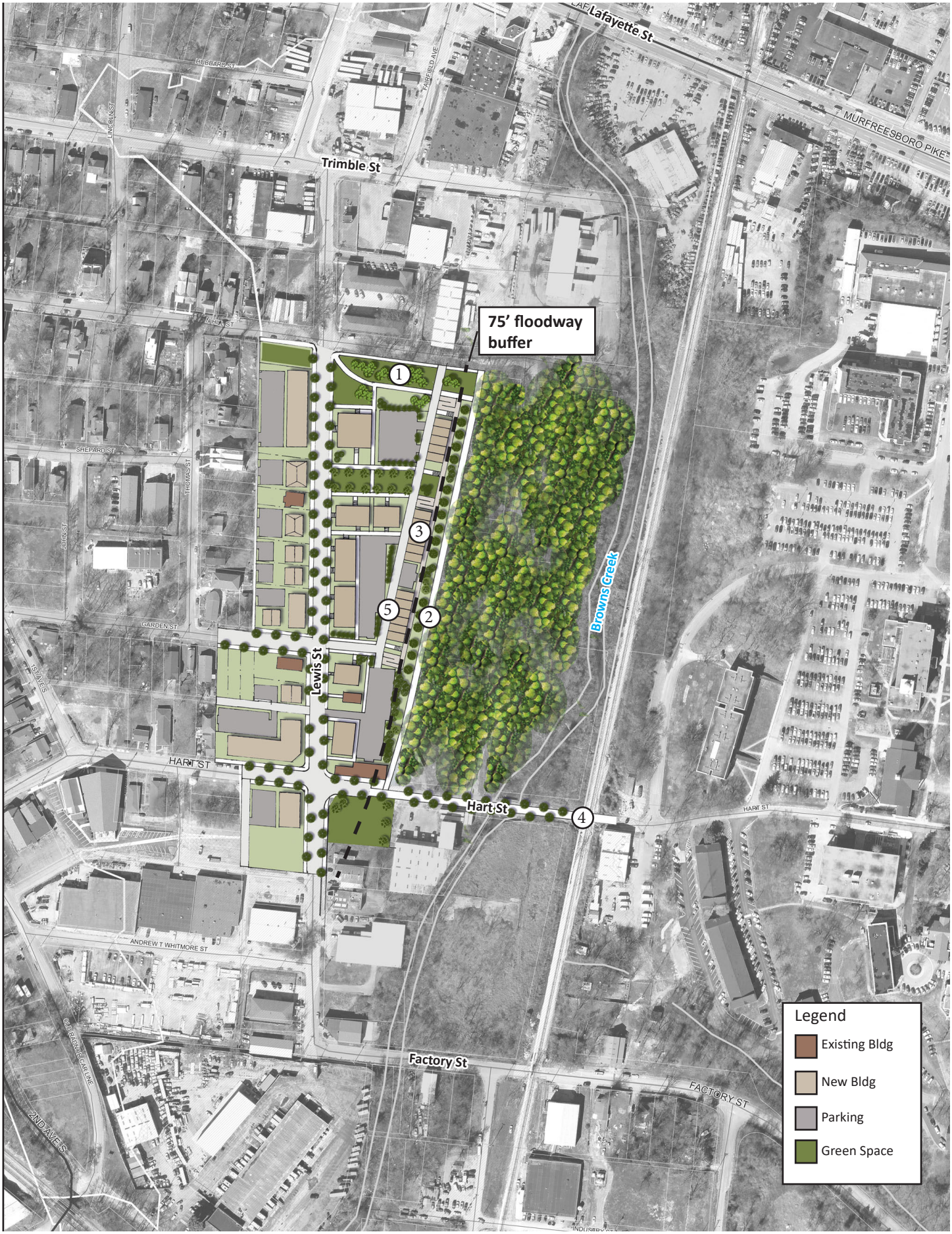
This subdistrict is the floodway of Browns Creek. The focus here should be on preservation and remediation of the floodway. There are a number of programs and organizations that assist with watershed improvements and stream restoration projects including the Tennessee Stream Mitigation Program and the Cumberland River Compact.

New development within the floodway is very difficult under current stormwater regulations and is discouraged by this plan. Those areas in the floodway that are currently developed are recommended to transition over time to passive open spaces. Development that requires variances to stormwater regulations should seek to achieve the goals of Character Area 6. Greenway dedication and construction is encouraged through coordination with development in subdistrict 6b.

Subdistrict 6b

This subdistrict is within the floodplain of Browns Creek. This area could be appropriate for a mixture of commercial, mixed-use, and live-work buildings that are oriented to streets and the planned greenway to create activity along the greenway. Residential development could be appropriate on the east side of Lewis Street with a raised foundation or on upper floors and on the west side of Lewis Street. All development should be sensitive to the flooding of the creek. Pockets of open space should be encouraged that connect the neighborhood to the greenway and park space. Tuck under parking is appropriate where the floodplain requires substantial elevation.

Where possible, rezoning requests in 6b should seek to preserve the floodway in 6a and provide an easement for the greenway, if necessary, to ensure public access for the greenway between the proposed development and the creek. New development and significant redevelopment sites are required to meet stormwater requirements for water quality buffers along the Creek.


Lafayette St
MURFREESBORO PIKE
HUBBARD ST
LINCOLN ST
FAIRFIELD AVE
Trimble St
NIHILL ST
75' floodway buffer
SHEPARD ST
THOMAS ST
JOHN ST
GARDEN ST
ISAACS
Lewis St
HART ST
Hart St
Browns Creek
ANDREW T WHITMORE ST
OLD FARMER'S CAR LINE
2ND AVE S
Factory St
FACTORY ST
1
2
3
4
5
Legend
Existing Bldg
New Bldg
Parking
Green Space

Design Scenario – Browns Creek

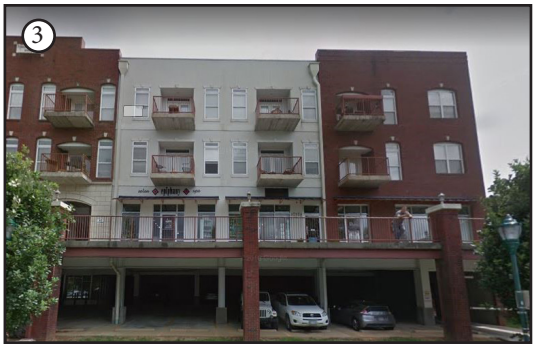
The design scenario illustrates one possibility of how development could occur in Subdistrict 6b while preserving the floodway in Subdistrict 6a. Development is located outside of the required 75 foot floodway buffer and oriented towards streets, open space or the greenway. Development is primarily residential with surface parking and small-scale commercial uses oriented toward the greenway. The greenway is located within the last 25 feet of the floodway buffer with access points approximately 1,000 feet apart. The following images illustrate specific aspects of the design scenario.

The design scenario is intended to demonstrate how the greenway and active uses work together to:

- Improve safety by preserving the floodway
- Improve health by creating accessible open spaces
- Improve community by creating gathering spaces
- Reduce crime by adding eyes on the street, parks, and greenway
- Increase access by supporting a comprehensive central city greenway

Rain gardens for stormwater treatment

Development facing onto greenway



"Tuck under" parking only on the ground floor

Bridge connecting portions of a greenway

Permeable paving to allow stormwater to seep into the ground

BUILDING AND ZONING GUIDANCE

Tables 2 and 3 specify the types and scale of development that is generally appropriate for each subdistrict. They also provide a means of guiding the intensity of development intended within each subdistrict. Most Community Character Policy categories allow for a range of intensities and generally describe instances where higher or lower levels of intensity are appropriate. Character Area and Subdistrict guidance allows a community to identify more specific desired outcomes.

Building types, heights, and zoning districts reflect recommendations for scale and intensity of uses in each area. Applicants interested in working in the study area should consult Table 2 to determine the appropriate building types and heights by subdistrict. Table 3 shows appropriate and maximum zoning districts. The building typology pages that follow provide additional guidance by building type.

Table 2: Building Types by District

CHARACTER AREAS & SUBDISTRICTS	BUILDING TYPOLOGIES									
	SINGLE-FAM / DADU	SINGLE/ TWO - FAM / DADU	PLEX OR MANOR	HOUSE COURT	TOWN-HOUSE	FLATS	LIVE/ WORK	MIXED USE	INDUSTRIAL	OFFICE
1			3 (TR)	3 (TR)	3 (TR)	3-4*	3-4*	3-4*	3	
2A	3	3	3	3	3	3-4	3-4 (NC)	3-4 (NC)		
2B	2	2	2							
3A	2	2	2	3 (2nd & Chestnut)	3 (2nd & Chestnut)	3 (2nd & Chestnut)				
3B				3 (TR)	3 (TR)	5-7				
4A						5-7*		5-7*	3	5-7*
4B							3*	3*	3	
4C	3	3	3	3	3	3-4	3-4	3-4		
4D						3-4	3-4	3-4	3	
5A						5-7*	5-7*	5-7*	3	
5B					3-4 (TR) 5-7	3-4 (TR) 5-7	3-4 (TR) 5-7	3-4 (TR) 5-7	3	
5C								5-7*	3	5-7*
6A	Preserve the floodway. No development is appropriate									
6B	3	3	3	3	3	3-4	3-4	3-4		

number = max height ranges (stories). Appropriate height within the range to be determined based on locational characteristics.

*** see subdistrict descriptions for conditions for when higher heights may be appropriate**

TR = within a transitional area

NC = within a Neighborhood Center

Table 3: Character Area and Subdistrict Zoning Guidance

CHARACTER AREAS & SUBDISTRICTS	APPROPRIATE ZONING DISTRICTS		RECOMMENDED MAXIMUM ZONING
1	MUN-A MUL-A	OR20-A OR40-A RM9-A to RM40-A	MUL-A Design-based zoning
2A	R6-A RM15-A**	RM20-A** RM40-A**	RM40-A** MUN-A for T4 NC
2B	R6-A	RM20-A**	RM20-A** MUN-A for T4 NC
3A	R6-A RM20-A**	RM20-A ***	RM20-A** RM20-A ***
3B	RM20-A RM40-A MUL-A	MUG-A OR20-A OR40-A	MUL-A* MUG-A
4A	MUN-A MUL-A OR20-A	R40-A RM9-A to RM40-A	MUG-A OR40-A CF Design-based zoning
4B	IWD		IWD Design-based zoning
4C	R6-A RM9-A to RM20-A	MUN-A	RM20-A MUN-A
4D	MUN-A MUL-A OR20-A	R40-A RM9-A to RM40-A	MUL-A
5A	MUL-A MUG-A OR20-A	RM20-A RM40-A	MUG-A Design-based zoning
5B	MUL-A* MUG-A OR20-A	RM20-A RM40-A	MUL-A* MUG-A
5C	MUG-A ORI-A		MUG-A ORI-A Design-based zoning
6A	N/A		N/A
6B	MUL-A RM9-A to RM20-A		MUL-A RM20-A

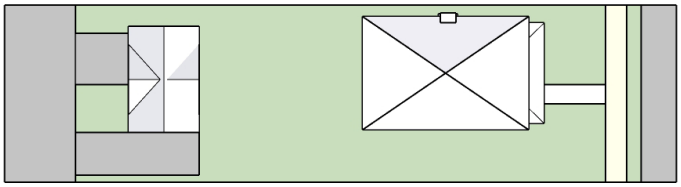
*** in Transition**
**** with contextual infill UDO**
***** for 2nd and Chestnut**

This table provides general guidance for alignment between each Character Area and Subdistrict and appropriate zoning districts. No zone change is guaranteed. Exceptional circumstances may warrant different zoning districts, which may be less intense than indicated or which may warrant more intensity than the Maximum Recommended Zoning. Refer to each district's description for detailed guidance.

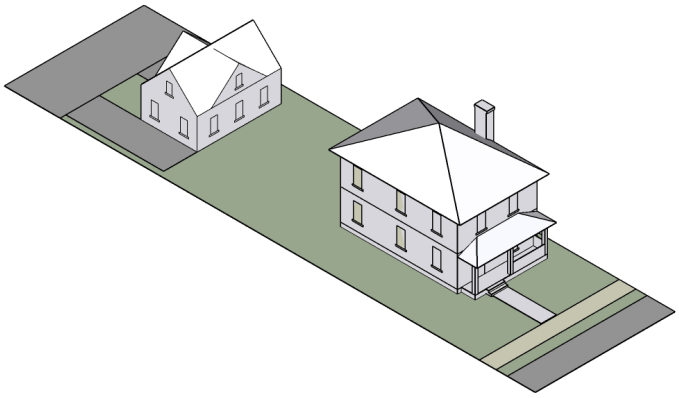
BUILDING TYPOLOGIES – RESIDENTIAL BUILDING TYPES

Detached Accessory Dwelling Unit (DADU)

Image



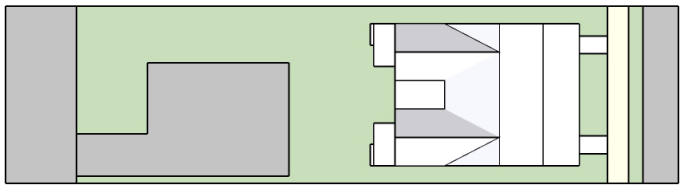
Site Plan



Perspective

Two-Family

Image



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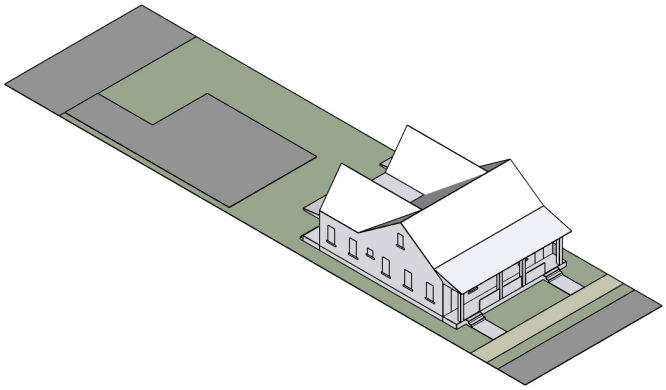
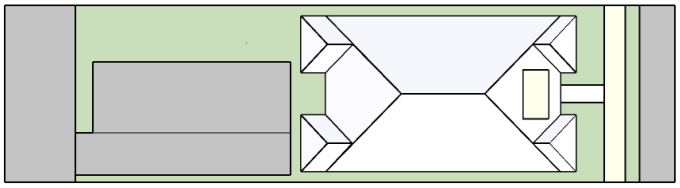


Perspective

Residential Building Types

Plex House or Manor House

Image



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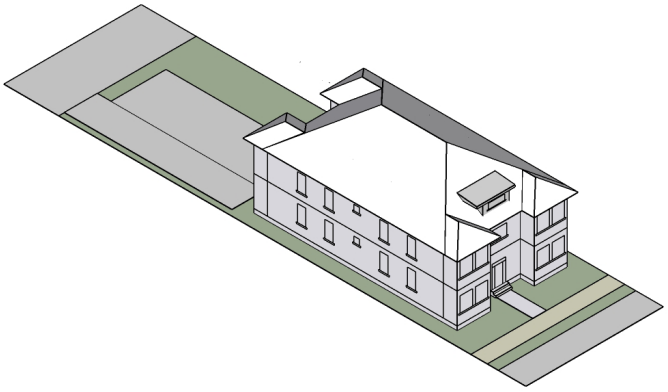
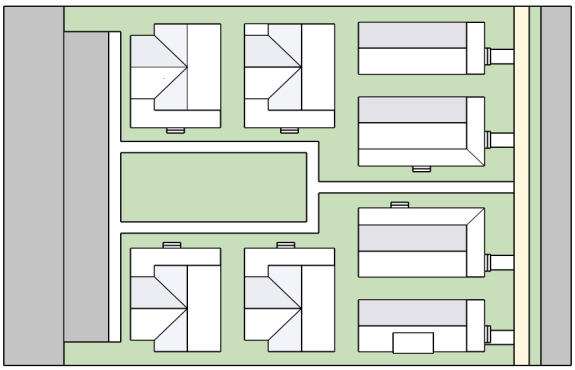


Perspective

House Court

Image



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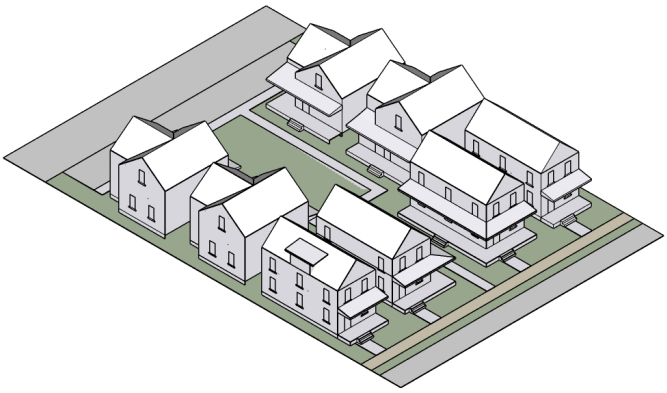
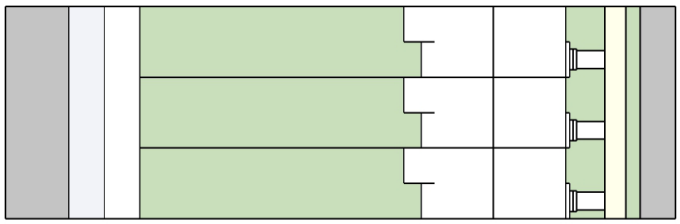


Perspective

Residential Building Types

Townhouse

Image



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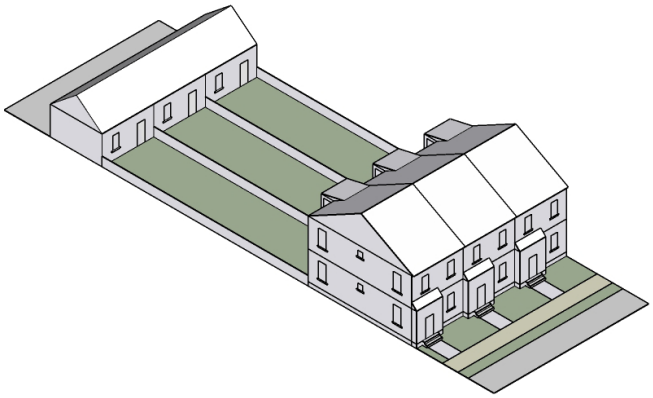
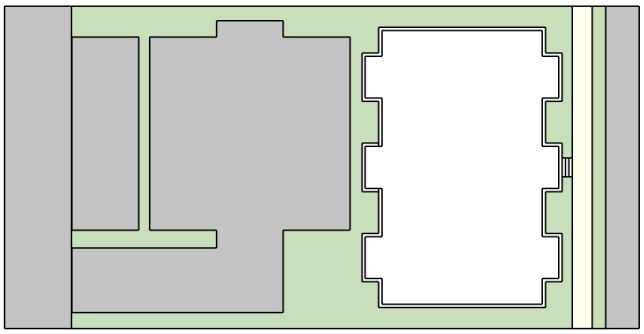


Perspective

Flats

Image



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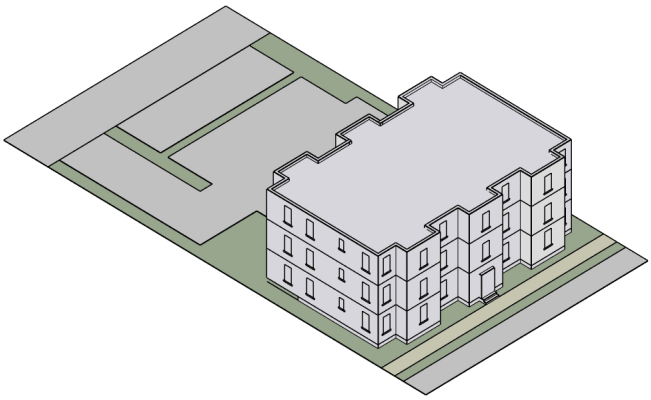
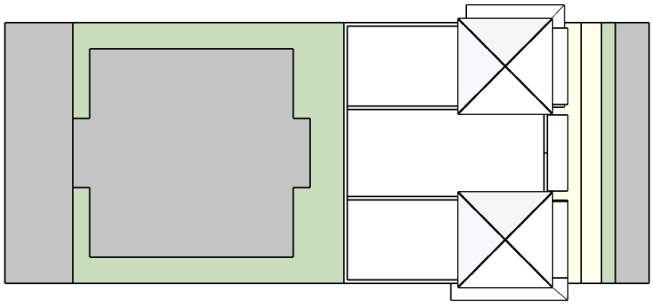


Perspective

BUILDING TYPOLOGIES – MIXED-USE BUILDING TYPES

Live / Work



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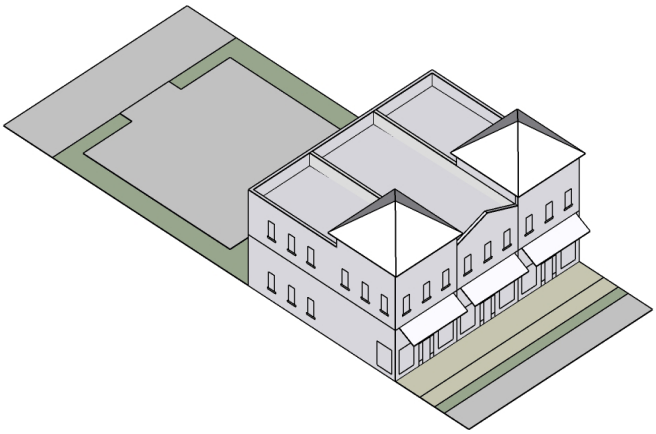
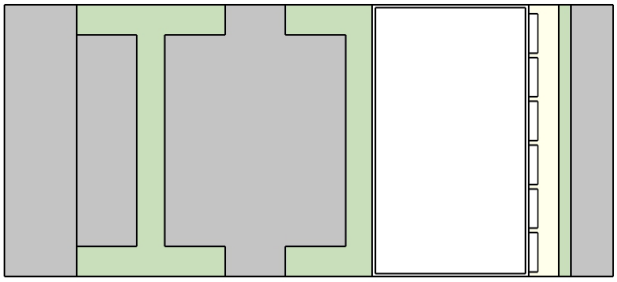


Perspective

Mixed-Use



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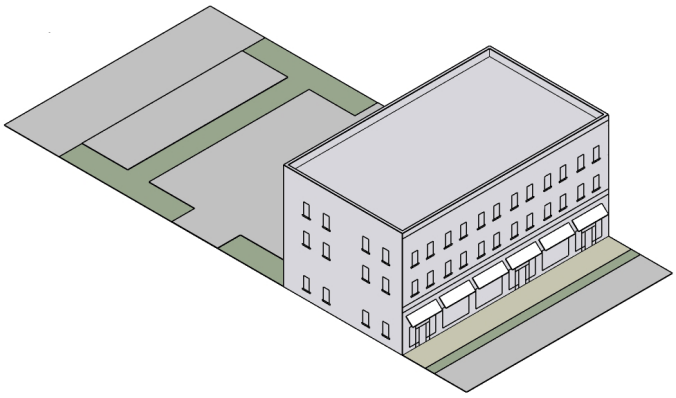
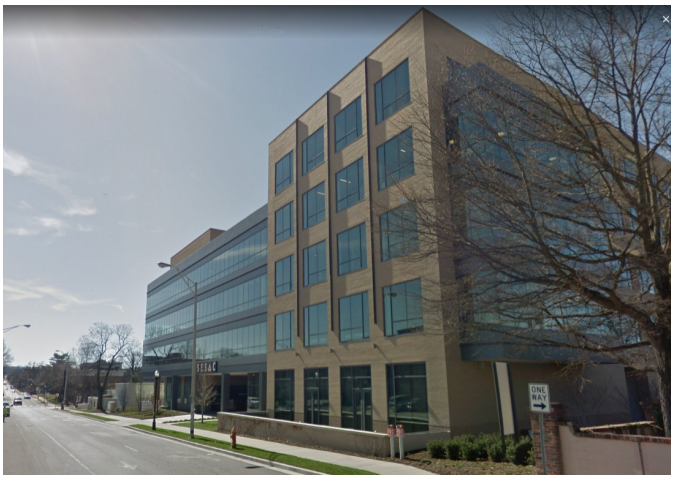


Perspective

BUILDING TYPOLOGIES – OTHER BUILDING TYPES

Office



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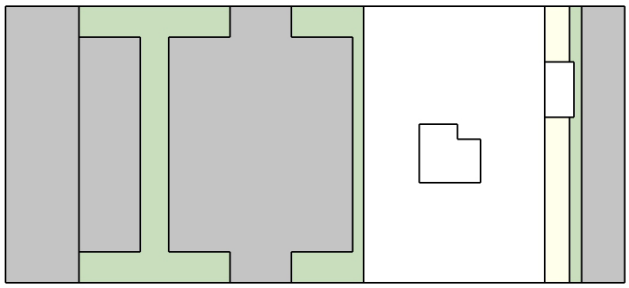

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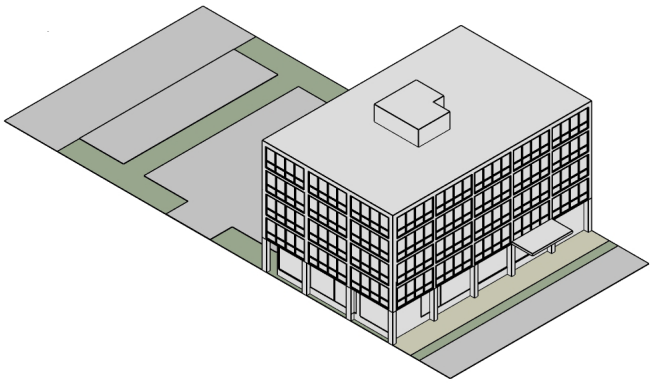
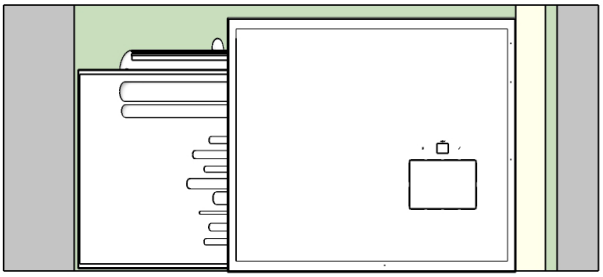


Perspective

Industrial

Image



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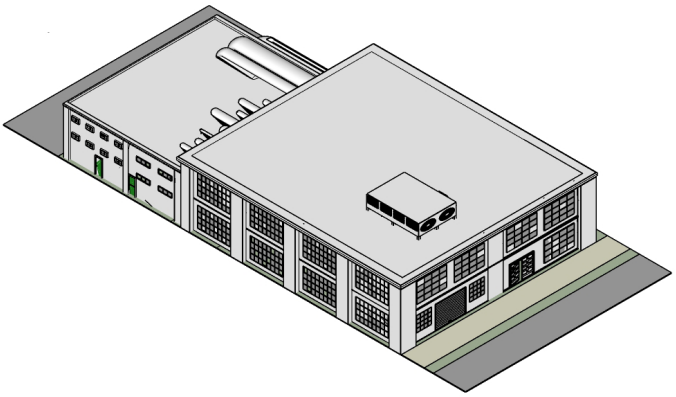


Perspective

URBAN INDUSTRIAL USES

Industrial uses have played an important role in Wedgewood-Houston and Chestnut Hill. They have contributed to the area's employment base and neighborhood identity. They have also served as a source of neighborhood concern around which both neighborhoods have at times organized.

The neighborhoods have long included large-scale industrial facilities manufacturing socks (May Hosiery Mill), chili (Vietti Foods), and records (United Record Pressing), among others. Some of these date to the late 1800s. Numerous smaller-scale industrial and commercial facilities filled in around Lafayette, 4th Avenue, Browns Creek, and the interstates. Late in the twentieth century, many larger facilities began closing or relocating away from downtown.

In Wedgewood-Houston, vacancies in these older, larger buildings came to be prized for artist workspaces. Galleries soon followed, along with a monthly art walk. Industry has begun to revive in both neighborhoods as demand for in-town industrial space increased. Small-scale artisan manufacturing thrives as the industrial spaces combine with artists drawn to the area.

The success of the community's artists brought early notice in Nashville's development boom in the 2010s, increasing property values, home values, and rents, and threatening the industrial jobs, artists, and neighborhood character that once shaped both neighborhoods.

Current policy and zoning guidance

Nashville's long-time approach to industrial uses was to focus them into strictly defined areas, supported by industrial-only zoning districts. Over time, industrial uses would slowly expand into other use districts, usually marked by high levels of renters and high vacancies. Focused industrial districts served two primary purposes: reducing conflicts with other uses (particularly residential uses, though less consistently in minority neighborhoods) and reducing price competition for industrial uses, which typically need lower rents than residential, office, or commercial uses.

Since the turn of the century, this trend has reversed in the urban core, as industrial land is converted to mixed use or residential developments, putting pressure on industrial space in and near Downtown. One of the policies in the Community Character Manual, Urban Mixed Use Neighborhood (T4 MU), generally functions as a transitional district for industrial uses, reflecting a mix of industrial, residential, and commercial uses, usually as neighborhoods transition away from industrial.

In 2015, NashvilleNext recommended flexibility in mixed use districts to accommodate light industrial in non-T4 MU areas, such as mixed use corridors or community centers. At the same time, a new use classification was introduced into the zoning code. “Manufacturing, artisan” is “the shared or individual use of hand-tools, mechanical tools and electronic tools for the manufacture of finished products or parts including design, processing, fabrication, assembly, treatment, and packaging of products; as well as the incidental storage, sales and distribution of such products.” These uses are allowed with conditions in most mixed use districts and intense commercial districts. Additionally, they allow some flexibility for including residences that are accessory to the artisan manufacturing use.

Figure 10 shows where policy and zoning relate to allow or suggest industrial or maker uses within the study area.

Industrial and maker uses fall into a variety of zoning uses. Table 4 shows general alignment between the potential targeted economic sectors from the market study and zoning uses, along with potential maker buildings that would be appropriate for each. The table is not intended as a guarantee that a particular instance of a use will fit with a particular zoning designation or zoning district.

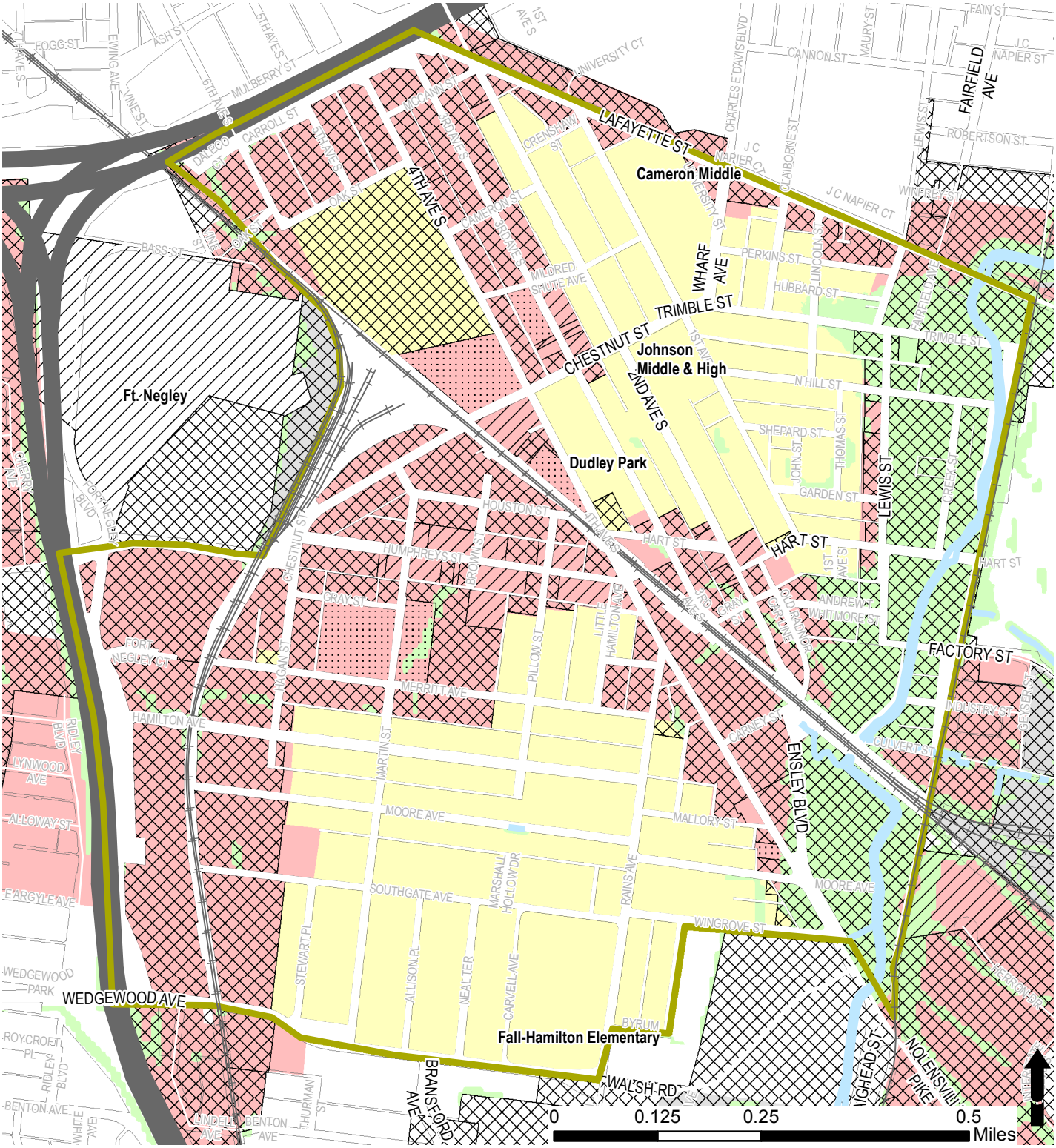
Urban Industrial Space Needs

Urban industrial uses combine traditional industrial development needs, such as compatibility issues or high ceilings, with fine-grained urban form, which may mingle different uses close together. The list below is intended as guidance for developing or adapting new urban industrial space. Not every factor will be appropriate in every scenario.

- Flexibility in space:
  - Individual makers vary considerably. It is not unusual for a maker to begin by working from home or leasing a table within a maker space. As they start up as a company, their needs may be modest, at less than a 1,000 square feet, with some ranging from 250 - 500 square feet. As they grow, they may need between 1,000 to 5,000 square feet.
  - Many individual makers need a small amount of space, but maker spaces as a whole need larger spaces with the ability to subdivide for individual users. 10,000 square feet is typical.
- High ceilings: Generally 12 to 16 feet, with some users needing as high as 28 feet. First floor uses equipped for manufacturing should have higher ceilings.
- Second floor uses: Generally, contemporary industrial operations operate from a single floor due to the expense of transporting material vertically. However, there may be some opportunity for second floor artisan uses, especially those that align with first-floor uses. For example, a graphic design or print-making company on a second floor is a good companion above a first floor print shop.
  - First floor: Industrial, manufacturing, or production
  - Second floor: Reserve for creative spaces that align with industrial facilities
- Loading spaces,such as garage doors or docks, along with truck access
- Separate ventilation systems, if combined with other uses. HVAC systems help to manage dust and fumes, in addition to temperature.
- Higher electrical demands.

When developing design-based zoning, space for urban industrial uses should prohibit other uses, such as commercial or office.

Figure 10: Policy and Zoning that permits Light Industrial/Artisan uses



Policies that do not support light industrial

- Residential, commercial, and other
- CO Conservation

Policies that support some light industrial

- District policies
- T4 Urban policies

Light Industrial permitted by right

- IG; IR; IWD; CS; CF; CS-A

Artisan Manufacturing permitted with conditions

- IG; IR; IWD; CS; CF; CS-A; MUG; MUG-A; MUI; MUI-A; MUL; MUL-A
- SP: Base zoning supports artisan manufacturing with conditions

Table 4: Target Markets and Zoning Uses

TARGET MARKETS & ZONING USES	ZONING USES										BUILDING TYPES			
	Nano brewery / Artisan Distillery (Commercial uses)	Microbrewery / Tasting Room	Manufacturing, artisan	Manufacturing, light	Manufacturing, medium	Manufacturing, heavy	Building contractor supply	Distributive business / wholesale	Heavy equipment sales / service	Warehouse	Horizontal mixed use	Vertical mixed use (non-residential)	Vertical mixed use (residential)	Live / Work
SMALL-BATCH PRODUCTION														
Specialty food production and distribution			*	*							*	*	*	
Breweries, distilleries	*	*			*						*			
Clothing accessories & jewelry (design & production)			*	*							*	*	*	*
Cut & sew operations											*	*	*	*
OTHER PRODUCTION														
Medical equipment manufacturing					*	*					*	*		
CONSTRUCTION														
Specialty contractors							*				*			
Wood products					*	*					*			
Building materials supply							*				*			
Cut stone production (e.g., marble)						*					*			
LOCAL & REGIONAL SUPPLY & SERVICES														
Wholesale trade								*			*	*		
Electronic shopping support & warehousing								*		*	*			
Trucking & logistics									*		*			
Supply & service to F&B, hospitality industries														

Industrial compatibility issues

Traditionally, compatibility issues have been addressed through separating industrial activity from other uses, particularly residences. Often, separation is accomplished through landscaped buffering. In mixed use settings, compatibility should be addressed through building design and careful arrangement where uses share frontage, and through soundproofing, ventilation systems, and tenant selection.

Compatibility issues include:

- Noise
- Dust
- Truck access
- Visitor parking
- Fumes/Odor
- Vibration
- Glare and heat
- Aesthetics

Urban Industrial Building types

Urban Industrial uses can be accommodated in a variety of building types besides standalone industrial buildings, including accessory studios, horizontal mixed use, vertical mixed use (non-residential), vertical mixed use (residential) and live/work. The Building Typology pages that follow illustrate these types and provide specific guidance on the appropriate subdistrict and use. The pages also provide design guidance to help in addressing the compatibility issues listed previously.

Table 5: Methods for incorporating maker uses in some Character Areas.

CHARACTER AREA/ SUBDISTRICT	APPROACHES
AREA 1 **NORTH WEDGEWOOD-HOUSTON**	*Preserve remaining industrial buildings.* In the near term, retain high-quality, existing industrial buildings as industrial. Flexibility in design to allow infill around existing buildings may help address rising property values. Adaptive re-use of these buildings is also appropriate. *Cross-subsidize customer-facing maker users.* New development in this area should continue to seek to incorporate maker and artisan spaces as redevelopment occurs. The presence of these spaces has contributed to the current value and character of this district, making redevelopment possible.
SUBDISTRICT 4B **CHESTNUT HILL MAKER DISTRICT**	*Retain low-slung industrial character.* In the near term, retain the low-slung industrial character, particularly along 4th Avenue South. Over time, these properties are likely to transition to maker and service oriented businesses. As this happens, consider converting head-in parking to sidewalks with parallel parking and consolidating the remainder of parking off-site or behind these buildings.
SUBDISTRICTS 4A, 5B, 5C **INTERSTATE ADJACENT**	*Preserve remaining industrial buildings.* In the near term, industrial uses are appropriate in these areas. *Cross-subsidize maker/light industrial on service roads through height bonuses.* As redevelopment is proposed, providing space for maker and light industrial uses is one of a small number of options to increase height through a Specific Plan zoning district.
SUBDISTRICTS 2A & 2B **WEDGEWOOD-HOUSTON RESIDENTIAL AREA**	*Provide flexibility for home occupations.* Explore creating a regulatory framework to allow flexibility in select locations for home occupations, through number of employees, customer visits, parking, etc. to allow accessory studios for artisans, makers, musicians, and other low-impact businesses.
SUBDISTRICT 4D	*Preserve remaining industrial buildings.* In the near term, retain high-quality, existing industrial buildings as industrial. Flexibility in design to allow infill around existing buildings may help address rising property values. Adaptive re-use of these buildings is also appropriate.
SUBDISTRICT 6B **BROWNS CREEK**	*Live/work and customer facing spaces along greenway.* While the floodway along Browns Creek should be preserved, creating a public face along the greenway is encouraged. This could include uses elevated above the floodplain, such as live/work units, small-scale retail, and other customer-facing shops. An elevated boardwalk can provide customer access between shops and the greenway.

Recommendations for the Future

This study identifies multiple ways to incorporate maker uses into Wedgewood-Houston and Chestnut Hill. These approaches combine recommendations from the market study with input from the community at WeHome Day and at the charrette. These approaches seek to balance retaining industrial and maker uses within different contexts (primarily residential neighborhoods, mixed use districts, and major employment centers), while appropriately managing compatibility issues.

URBAN INDUSTRIAL BUILDING TYPE: ACCESSORY STUDIO

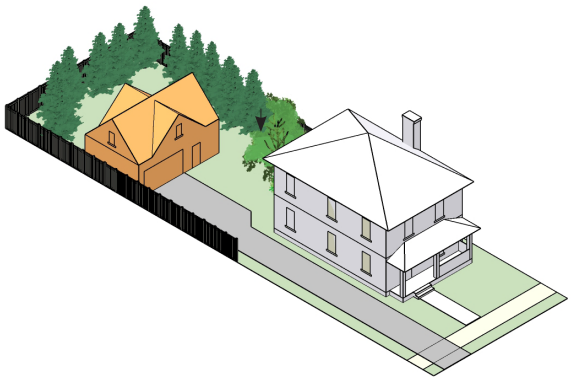
Allowed in the 2a, 2b, and 6b subdistricts.

Appropriate uses: Home Occupation

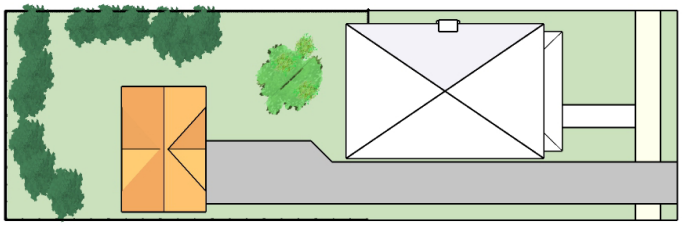
Design Guidelines

- Accessory Studio shall be subordinate in size, scale, and massing to the principal unit.
- Where alleys are present, rear access shall be required.
- Landscaping / Fences shall be required as a buffer from adjacent residential properties.
- Lighting that minimizes light tresspass, pollution and uplighting shall be utilized. All site lighting shall be shielded so that all directly emitted light falls within the property line.

FRONT LOADED

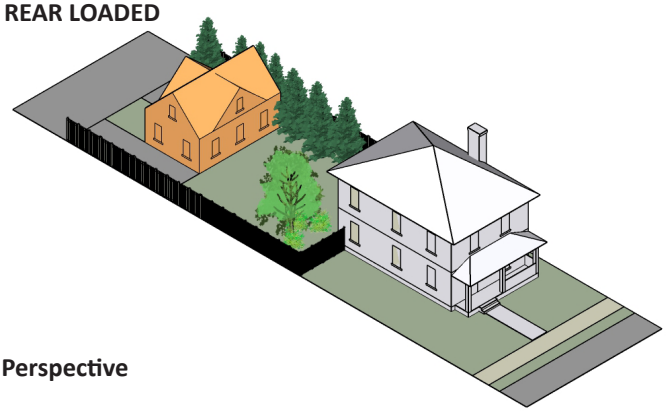


Perspective



Site Plan

REAR LOADED



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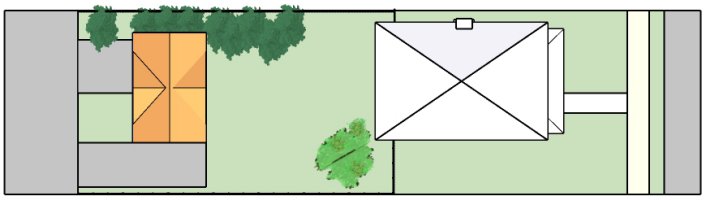


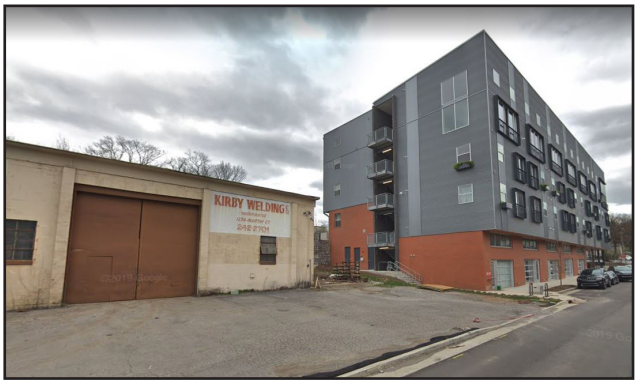
Site Plan

URBAN INDUSTRIAL BUILDING TYPE: HORIZONTAL MIXED USE

Allowed in the 1, 3b, 4a, 4b, 4d, 5a, 5b, 5c and 6b subdistricts.

Appropriate uses: Artisan manufacturing, Artisan distillery, Nanobrewery, Light manufacturing, Microbrewery, Tasting Room.

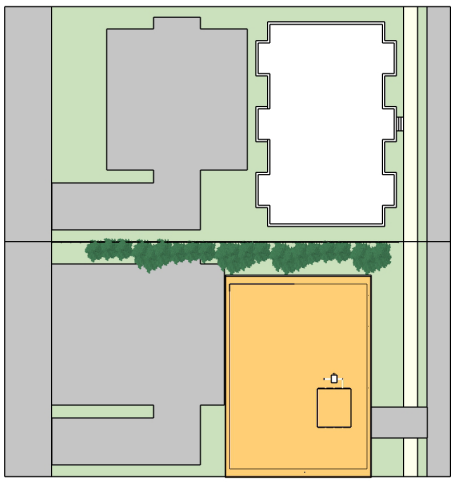
***Medium Manufacturing and Distributive Business Wholesale only appropriate in 4a, 5b and 5c.**



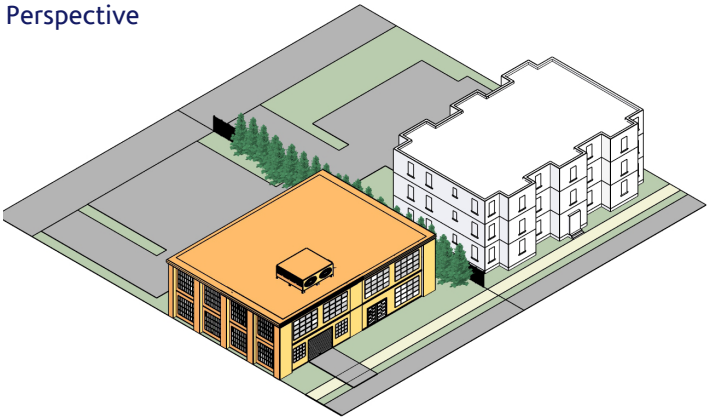
Design Guidelines

- Landscaping / Fences shall be required as a buffer from adjacent residential properties. If attached, it should be buffered with other uses or circulation.
- Where alleys are present, rear access shall be required.
- Delivery and loading shall be accessed from the side or rear of site when possible and away from adjacent residential uses.
- Parking and loading areas shall be paved to reduce dust.
- When possible orient industrial use and residential use towards different streets or alleys.
- Lighting that minimizes light tresspass, pollution and uplighting shall be utilized. All site lighting shall be shielded so that all directly emitted light falls within the property line.
- Industrial uses shall be ventilated separately from other uses and away from adjacent residential.
- Additional guidelines for Medium Manufacturing and Distributive Business Wholesale may be determined at time of development based on specific compatibility within the project and neighboring properties.

Site Plan



Perspective



URBAN INDUSTRIAL BUILDING TYPE: VERTICAL MIXED USE (NON RESIDENTIAL)

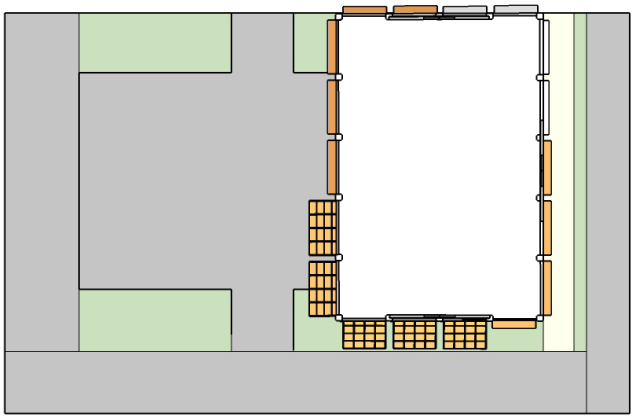
Allowed in the 1, 3b, 4a, 4b, 4d, 5a, 5b, 5c and 6b subdistricts.

Appropriate uses: Artisan manufacturing, Artisan distillery, Nanobrewery, Light manufacturing, Microbrewery, Tasting Room.

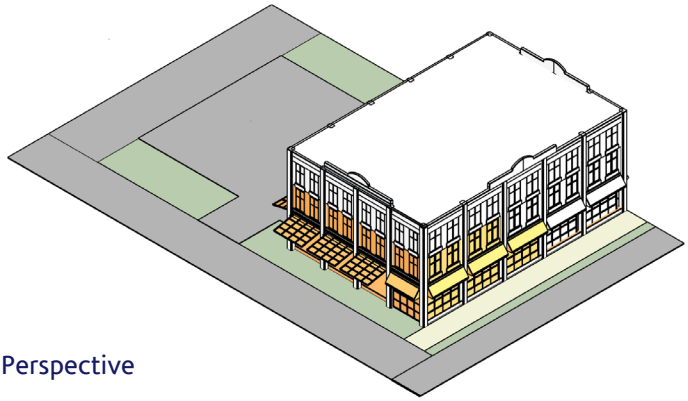
***Medium Manufacturing and Distributive Business Wholesale only appropriate in 4a, 5b and 5c.**

Design Guidelines

- Where alleys are present, rear access shall be required.
- Provide separate delivery and loading for industrial uses. Delivery and loading shall be accessed from the side or rear of site when possible.
- Parking and loading areas shall be paved to reduce dust.
- Evaluate shared parking between uses.
- Provide sound insulation between uses.
- Minimum ground floor height should be 15'-18'
- Integrate service doors into building design if street facing.
- Lighting that minimizes light tresspass, pollution and uplighting shall be utilized. All site lighting shall be shielded so that all directly emitted light falls within the property line.
- Industrial uses shall be ventilated separately from other uses.
- Less intense uses are appropriate on 2nd Floors.
- Additional guidelines for Medium Manufacturing and Distributive Business Wholesale may be determined at time of development based on specific compatibility within the project and neighboring properties.



Site Plan



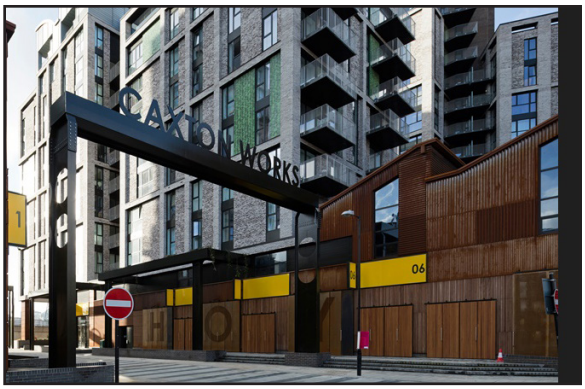
Perspective

URBAN INDUSTRIAL BUILDING TYPE: VERTICAL MIXED USE (RESIDENTIAL)

Allowed in the 1, 3b, 4a, 4d, 5a, 5b and 6b subdistricts.

Appropriate uses: Artisan manufacturing, Artisan distillery, Nanobrewery, Light manufacturing, Microbrewery, Tasting Room.

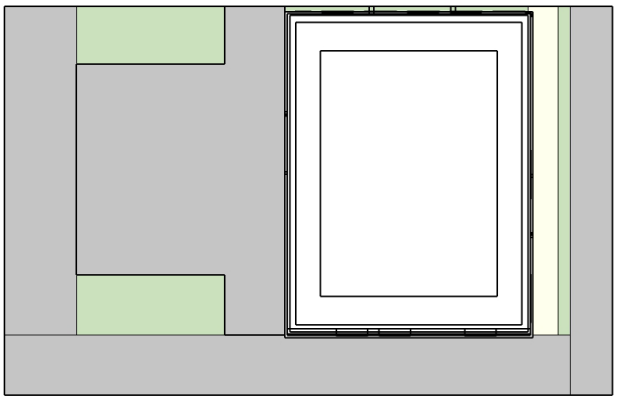
***Medium Manufacturing and Distributive Business Wholesale only appropriate in 4a, 5b and 5c.**



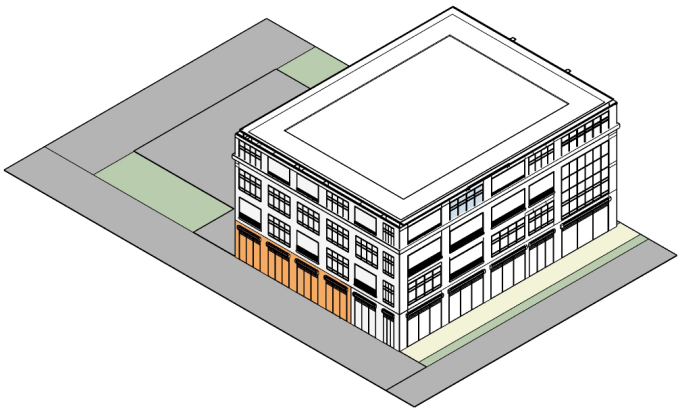
Design Guidelines

- Where alleys are present, rear access shall be required.
- Provide separate delivery and loading for industrial uses. Delivery and loading shall be accessed from the side or rear of site when possible.
- Parking and loading areas shall be paved to reduce dust.
- Evaluate shared parking between uses.
- When possible orient industrial use and residential use entrances towards different streets or alleys.
- Locate industrial and residential on separate floors.
- Provide sound insulation between uses.
- Minimum ground floor height should be 15'-18'
- Integrate service doors into building design if street facing.
- Lighting that minimizes light tresspass, pollution and uplighting shall be utilized. All site lighting shall be shielded so that all directly emitted light falls within the property line.
- Industrial uses shall be ventilated separately from other uses.
- Consider hours of operation for industrial uses.
- Additional guidelines for Medium Manufacturing and Distributive Business Wholesale may be determined at time of development based on specific compatibility within the project and neighboring properties.

Site Plan



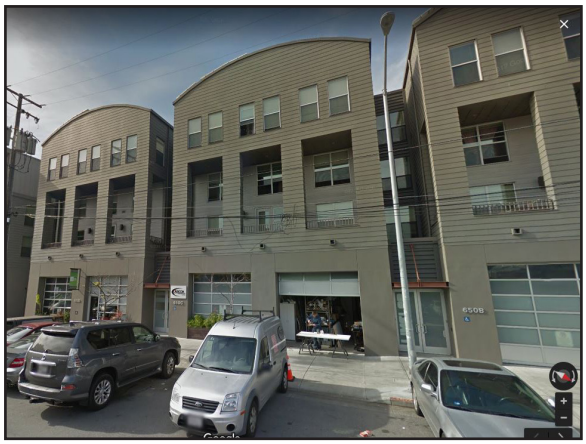
Perspective



URBAN INDUSTRIAL BUILDING TYPE: LIVE / WORK

Allowed in the 1, 3b, 4c, 4d, 5a, 5b and 6b subdistricts. 2a in Neighborhood Center.

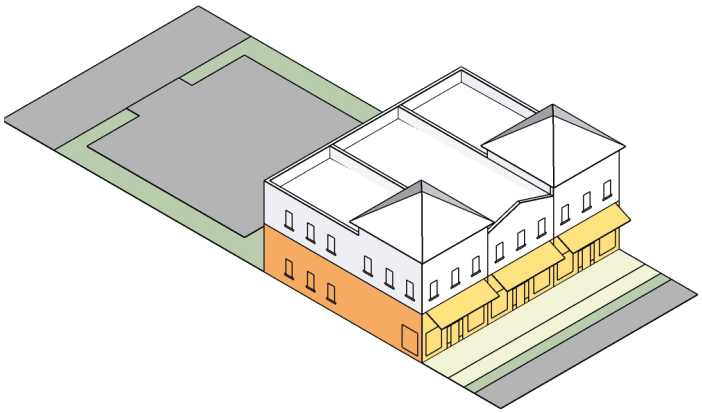
Appropriate uses: Artisan manufacturing



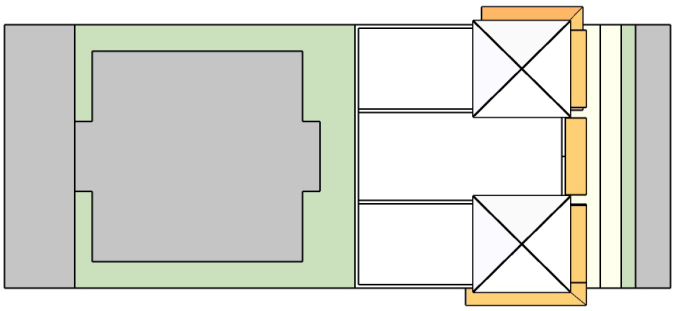
Design Guidelines

- Where alleys are present, rear access shall be required.
- When possible orient industrial use and residential use entrances towards different streets or alleys.
- Provide sound insulation between uses.
- Minimum ground floor height should be 15'-18'
- Integrate service doors into building design if street facing.

Perspective



Site Plan



HOUSING AFFORDABILITY

The Planning Department's primary tool for addressing housing affordability is by allowing the market to balance demand for housing with the supply of homes. This balancing goes beyond the number of households matching to the number of housing units and includes preferences for the size, character, and location of homes, all within the context of overall affordability of housing compared with household incomes.

NashvilleNext is the county's guide for where and how to grow through 2040. Affordable housing is a major factor in that growth – we need to provide housing for all income levels. NashvilleNext describes four basic strategies as the central theme of the plan:

- Create more walkable centers
- Create opportunity through abundant housing
- Build a high capacity transit system
- Increase the community's resiliency

Planning's primary approach is to encourage diverse housing types in appropriate locations, guided by NashvilleNext and sound planning principles. Diverse housing types allow smaller housing units that are more affordable either through lower housing costs or lower land costs per unit. Locating diverse housing types wisely can further reduce the cost burden by making walking, cycling, or transit viable for commuting or other routine trips, such as to the grocery store.

In Tennessee, Metro cannot regulate the cost of housing, such as through rent control. A program to allow rezonings that increase development entitlements in exchange for preserving some of the additional units as affordable is also prohibited. Metro retains the ability to make agreements for affordability when funding or providing another subsidy. These subsidies, such as State or Federal funding, the Barnes Fund, or direct Metro funding are not directed by the Planning Department.

Metro continues to explore opportunities to provide affordable housing throughout Davidson County. As new tools are developed or regulations are changed, their use in Wedgewood-Houston and Chestnut Hill should be explored.

Recommendations for the future

This study identifies several approaches to providing diverse housing types to support housing affordability in the study area. These are listed in Table 6.

Table 6: Methods for providing diverse housing types by Character Area

APPROACHES	CHARACTER AREA/SUBDISTRICTS
Allow greater density in mixed use settings	Area 1 (North Wedgewood-Houston) Area 5a, 5b, and 5c (West Wedgewood-Houston) Area 3b (Chestnut Hill - Lafayette corridor) Area 4a (4th Avenue - near Downtown)
Allow greater flexibility in housing types for new construction, generally taking the form of larger homes, small stacked flats, and townhomes	Area 2a (South Wedgewood-Houston - north and east) Area 3a (Chestnut Hill - along Second Avenue South only)
Preserve the scale of housing, with modest increases in size and allowing for additional units through conversion or detached accessory dwelling units	Area 2b (South Wedgewood-Houston - south of Southgate) Area 3a (Chestnut Hill)

Resources for Affordable Housing

In addition to zoning and policy, Metro has a number of other tools to fund, build, preserve or maintain affordable housing in Nashville and Davidson County. Metro agencies such as the Metro Homelessness Commission, Metro Development and Housing Authority (MDHA), and the Mayor's Office manage many of the resources available to residents. State organizations and nonprofit agencies also have a role to play in increasing affordable housing.

The Tennessee Housing and Development Agency and MDHA manage and distribute state and federal funds from the U.S. Department of Housing and Urban Development (HUD). There are grants, loans and tax incentives that are available for construction of housing to meet the needs of those whose income is less than 80% of the Area Median Income. MDHA also uses federal funds to support home rehabs for low-income households.

The Metro Trustees Office administers the state's Tax Relief Program, Tax Deferral Program, and the Tax Freeze Program. Tax Relief is available for low-income elderly and/or disabled homeowners, as well as disabled veteran homeowners. The Tax Freeze Program is available to homeowners age 65 and older.

A number of nonprofit organizations and community groups address affordability as part of their missions. Groups like Rebuilding Together work to repair homes and increase energy efficiency as a way to manage costs. Nonprofit developers construct or preserve housing, and sometimes apply for funds from the Barnes Fund to build homes on Metro owned property. The Housing Fund, an affordable housing non-profit, operates Nashville's Community Land Trust, which sells affordable homes to low-income households, while retaining ownership of the land to preserve affordability for future generations. South Nashville Action People (SNAP), the neighborhood association for Wedgewood-Houston, also has five units of affordable housing. Other organizations build upon their ability to negotiate with developers to create community benefits agreements. This is a collaborative agreement between a neighborhood (or community organization) and a builder or developer that provides services or amenities for the larger community.

MOBILITY PLAN

The Mobility Plan (Figure 12) serves several purposes. In addition to identifying priorities, identifying existing important connections, and improvements included in adopted plans such as NashvilleNext, nMotion, and Walk-n-Bike (e.g. high capacity transit corridors and general station locations), it addresses the following:

- Identifies MCSP amendments;
- Outlines transit improvements
- Makes traffic calming recommendations
- Identifies pedestrian, bikeway, and greenway connections and enhancements

Major and Collector Street Plan (MCSP)

Neighbors within Wedgewood-Houston and Chestnut Hill, despite being directly adjacent to one another, are cut off as a result of the placement of Nolensville Pike/2nd Avenue/4th Avenue and the railroad. The historic alignment of streets further limits crossings; angled intersections are common throughout the Study Area. Indeed, Chestnut Street is the only corridor which effectively traverses both neighborhoods. Multimodal connectivity is at a premium.

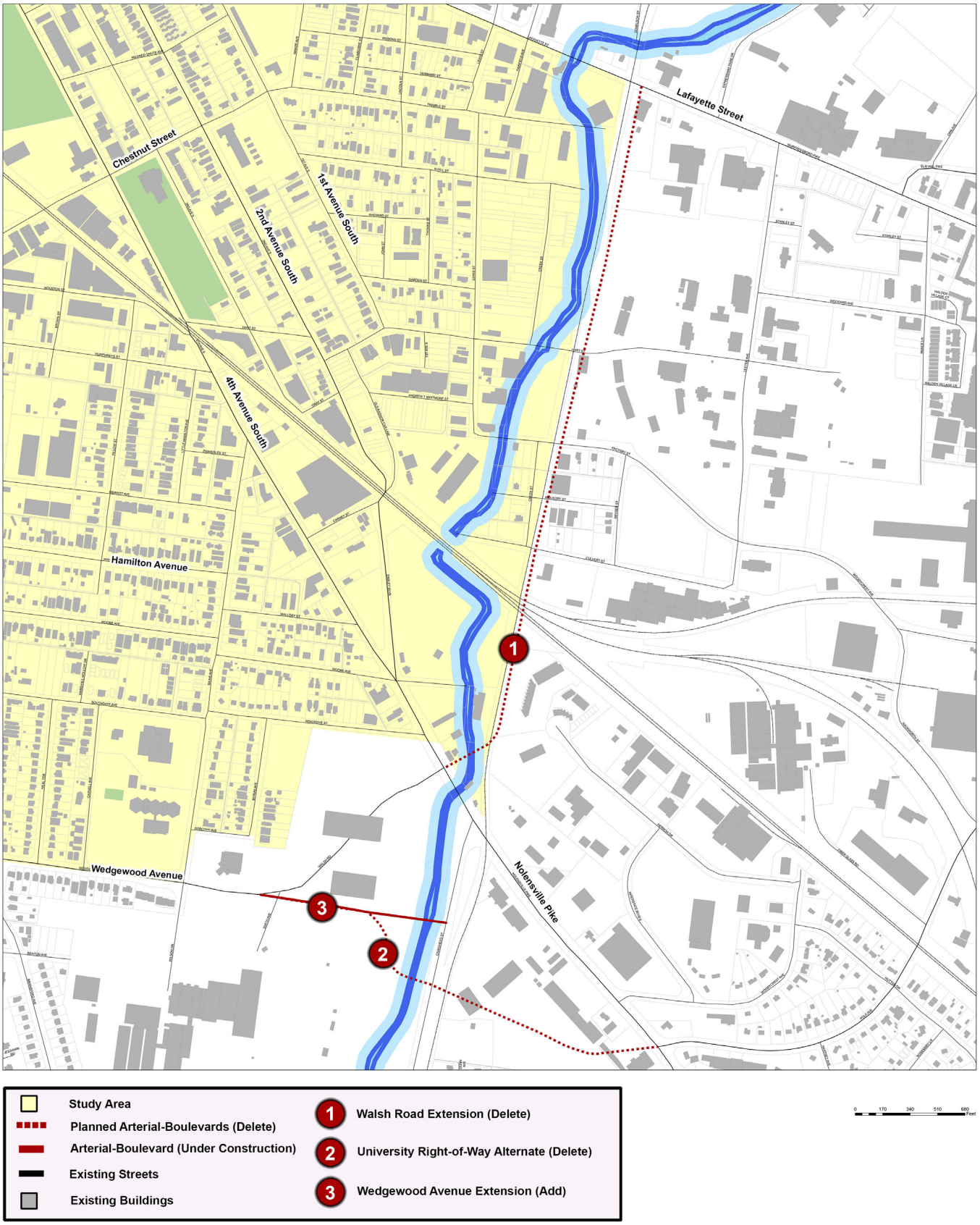
Currently, the Major and Collector Street Plan includes two alternative routes to connect Nolensville Pike and Murfreesboro Pike (see Figure 11).

1. The "Walsh Road Extension" would have extended Walsh Road from its intersection with Nolensville Pike to Murfreesboro Pike parallel to the CSX railroad.

2. The "University Right-of-Way Alternate" would have run from Wedgewood Avenue to Polk Avenue.

These two proposed routes are recommended to be removed from consideration. The design of both planned arterial boulevards hinged on the redevelopment of the Fairgrounds and industrial properties adjacent to the University. However, in concert with the extension of Wedgewood Avenue to Craighead Avenue as part of the Fairgrounds update (identified as #3 in Figure 11) and the prioritization of the future right-of-way for the Browns Creek Greenway, construction of each planned arterial boulevard is no longer feasible.

Figure 11: MCSP alternative routes



A smaller connection, the "Lewis Street Extension," is recommended as an alternative connectivity improvement. Metro Planning discussions dating back to 1999 (Subarea 11 Plan) have included enhanced connectivity throughout the neighborhoods, with a previous focus on extending Hart Street to Old Radnor Car Line and Factory Street. Given the growing consensus between the neighborhoods and Metro departments with regards to abandoning the existing configuration of Old Radnor Car Line, the following projects are recommended:

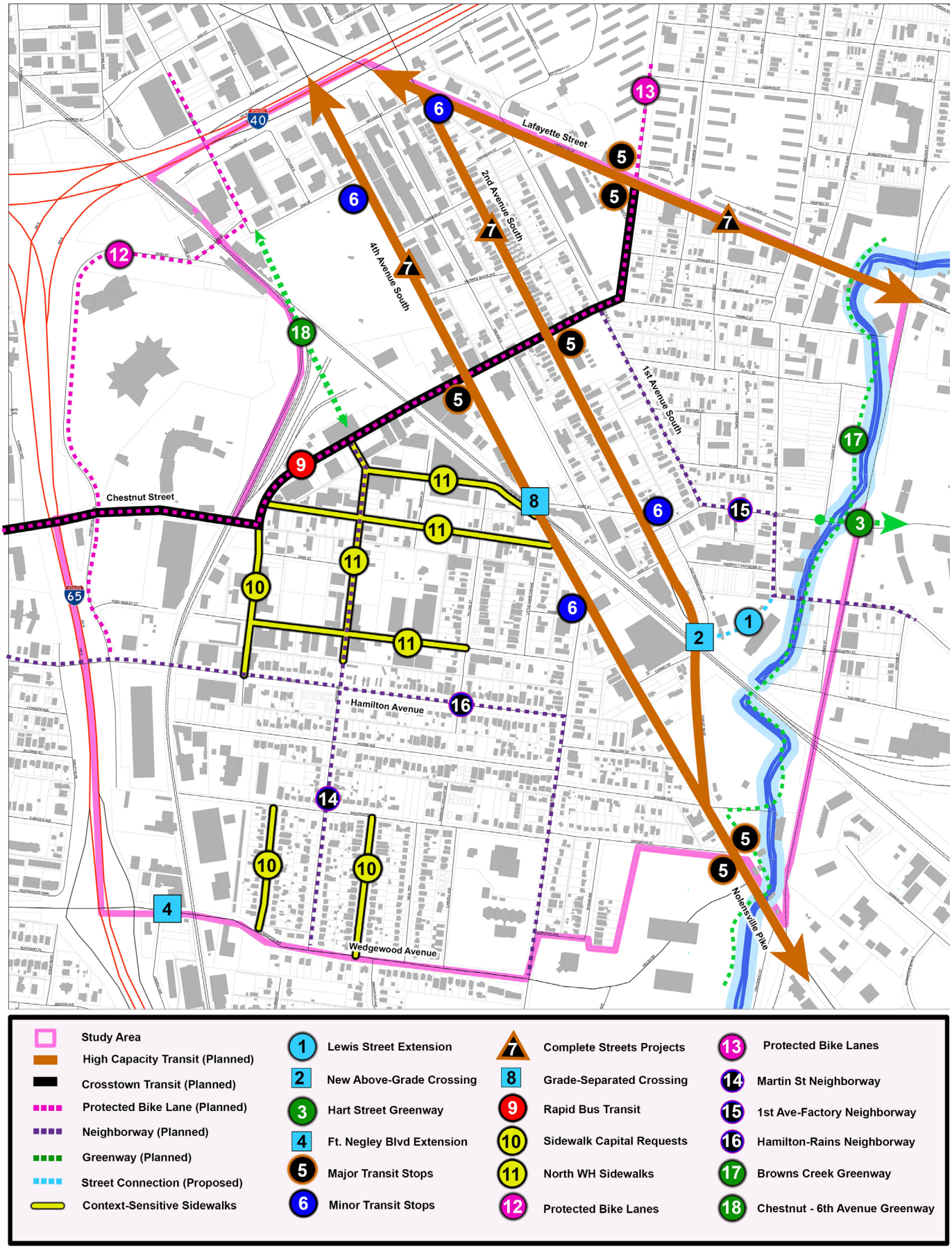
- a connection from Carney Street to Lewis Street (Mobility Project #1) is proposed to occur in conjunction with
- the potential replacement of the above-grade rail line bridge (Mobility Project #2).

A connection between Carney Street and Factory Street is more conducive to long range institutional planning efforts between Metro and Trevecca Nazarene University, rather than the unbuilt extension of Hart Street across the CSX railroad, east of Browns Creek. As such, this segment of Hart Street from Creek Street to Dunning Drive is proposed to be built as a potential greenway connection in support of the overall Browns Creek Greenway network (Mobility Project #3).

A connection from the terminus of Fort Negley Boulevard to Lindell Avenue is proposed as a means to divert industrial truck traffic and new multimodal traffic generating from redevelopments within the block away from the residential neighborhoods to the east within Character Area 2. While traffic calming infrastructure related to neighborway construction is recommended for Martin Street, Hamilton Avenue, and Rains Avenue in the short term, extension of Fort Negley Boulevard would route freight, auto, and potential future regional transit traffic in a more efficient manner to the Wedgewood Avenue Interstate 65 interchange (Mobility Project #4). Enhanced multimodal connectivity may be leveraged as a result of future development associated with industrial properties repurposed for mixed use and to accommodate new housing in close proximity to a regional transit hub and the Interstate 65 junction. As future redevelopment plans are discussed, a traffic study should explore enhanced multimodal connectivity.

The existing above-grade railroad crossing currently prevents the construction of sidewalks and limits multimodal neighborhood connectivity

Figure 12: Mobility Plan



Complete Streets

Finally, creating a street network that promotes safer multimodal travel and enhances equity amongst the neighborhoods of Chestnut Hill and Wedgewood Houston is a critical component of the small area plan. Regardless of their trip mode, whether it be by foot, bicycle, transit, freight truck, carpooling, or driving in a single occupant auto, it is imperative that all streets within the study area serve the needs of all Nashvillians. Complete Streets, a guiding principle of Access Nashville 2040 within Nashville Next, guides Metro's decision-making to consider all users of the roadway, with regards to upgrades to existing streets and the construction of new ones.

In addition to opportunities such as safer pedestrian crossings at strategic locations and potential areas for on-street parking, it is recommended that the arterials of Lafayette Street, 2nd Avenue South, and 4th Avenue South be redesigned under respective context-sensitive approaches. Furthermore, the current iteration of the MCSP identifies the specific allocation of public right-of-way space for dedicated transit lanes along the three corridors, pursuant to recommendations further outlined in nMotion.

Forthcoming improvements to Lafayette Street include a TDOT resurfacing project in 2021 and the installation of signal prioritization technology for transit vehicles. Given the upcoming expansion of Napier Place and Sudekum Apartments as part of the Envision Napier Sudekum MDHA project, as well as redeveloping mixed use properties along the route, it is critical that upcoming projects along Lafayette Street take into account higher active transportation volumes and incorporate safer crossings. Indeed, between 2013 and 2017, 27 of all 30 pedestrian and bicyclist crashes along arterials and collectors within the Wedgewood Houston-Chestnut Hill study area occurred along Lafayette Street. As recently as July 2, 2019, a 53-year old woman was struck and killed while walking across the street at the Claiborne Street intersection. In addition to further analysis of Lafayette Street for dedicated transit lanes, implementing safer crossings to meet complete streets goals is a priority.

Prior to the Wedgewood Houston-Chestnut Hill Study, it was anticipated that the current three lane configuration of 2nd Avenue South be widened to accommodate an additional lane for WeGo Public Transit routes. Upon

further review, expansion of the curb-to-curb space which would impact residential property, businesses, and open space along the stretch of the one-way street is inappropriate. Presently, on-street parking is permitted along both sides of 2nd Avenue South from Chestnut Street to Hart Street at all times, while being permitted along the eastern-most lane during off-peak hours from Chestnut Street to Lafayette Street. Serving as an outbound counterpart to 2nd Avenue South, 4th Avenue South was previously identified to be expanded to accommodate an additional transit lane. Such an arrangement would potentially affect historic resources such as the Nashville City Cemetery, in addition to urban industrial businesses that front the corridor. Strategic traffic improvements such as the placement of new crosswalks and stop controls which ensure safer vehicular turning movements must also be taken into consideration.

As such, it is recommended that the western-most lane of 4th Avenue South and the eastern-most lane of 2nd Avenue South be converted to accommodate temporary short-term on-street parking. Long-term, each respective on-street parking lane will be converted to a dedicated lane for frequent, high capacity transit and for right turning traffic following study of traffic patterns in the future.

Historic and current traffic volumes do not warrant the use of three lanes of travel along each respective road and the current composition of the road design encourages vehicular speeding outside of peak hour. As specified within Part 3 of the Study and in partnership with TDOT, a short term recommendation for 2nd Avenue South from Chestnut Street to Lafayette Street is to convert a travel lane to a dedicated on-street parking lane, with that space being repurposed for transit-only and right turns-only usage in the long term. The cross sections for the MCSP along each applicable segment for 2nd Avenue South and 4th Avenue South are proposed to be updated with this Study, to be implemented following review of traffic, access management, and walking patterns.

Transit

As a result of its location, Wedgewood-Houston and Chestnut Hill function as a crossroads for trips occurring between downtown Nashville, Edgehill, 8th Avenue, the Fairgrounds, Nolensville Pike, and Napier-Sudekum. The Study Area has two frequent transit routes running through it with the #52 – Nolensville Pike BRT Lite and #55 – Murfreesboro Pike BRT Lite providing rapid bus service. It also hosts four local service routes. Ongoing improvements to local service routes as well as planned improvements for high capacity transit will further support internal neighborhood connectivity and connectivity to the greater region. Major transit stops are identified on the Mobility Plan with black circular symbols, minor transit stops are identified with blue circular symbols. The mobility plan shows transit stops:

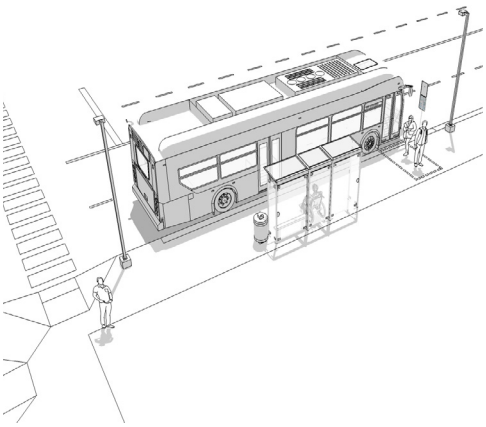
5 Major stops (Mobility Project #5)

6 Minor stops (Mobility Project #6)

High Capacity Transit

WeGo Public Transit has begun installing new transit shelters for the #52 – Nolensville Pike route in accordance with their recently released Transit Design Guidelines manual. These locations are noted as Major Stops along 2nd Avenue, 4th Avenue, and Nolensville Pike. As a means to improve the quality and reliability of service for route #52, the stops will be upgraded to adopt Rapid Bus best practices including level boarding platforms, placemaking at individual stations, enhanced connectivity with pedestrian and bicyclist infrastructure, and branding distinct from local service routes.

Likewise, WeGo will undertake efforts to replicate the success of the route #52 station upgrades for #55 – Murfreesboro Pike. Planned improvements for Wharf Station are included with future designs for both inbound and outbound service. These steps are interim solutions prior to the eventual construction of dedicated transit lanes to further increase the speed and reliability of transit service. Collectively, both routes are identified on the Mobility Plan in accordance with the implementation of high capacity transit service as outlined in nMotion (Mobility Project #7).



Rapid Bus infrastructure outlined within WeGo Public Transit Design Guidelines

A key obstacle that reduces the frequency of existing transit along Nolensville Pike, in addition to delays which affect other transportation modes, is the presence of an at-grade rail crossing at the 4th Avenue South and Hart Street intersection. Due to the routine operation of freight traffic which interferes with southbound movement and a lack of street connectivity, a new grade-separated facility is proposed at this location. Replacing the existing crossing with a grade-separated facility is a priority to ensure the speed and reliability of future dedicated transit (Mobility Project #8).

Local Service Transit

Additionally, WeGo will continue to provide Local Service throughout the Study Area, providing connectivity to surrounding neighborhoods and activity centers. As part of its recent fare and service updates, WeGo is changing the following routes within the Wedgewood-Houston and Chestnut Hill neighborhoods:

- Route 1 (100 Oaks): Route between WeGo Central and 100 Oaks Mall will be eliminated however, Route 21 will be shifted onto Wedgewood Avenue and Bransford Avenue to replace service.
- Route 15 (Murfreesboro Pike): Route from WeGo Central to Hickory Hollow will be consolidated with Route 55 and will be rebranded as Rapid Bus service as a means to replicate the successful Nolensville Pike Rapid Bus model.
- Route 18 (Airport): Route between WeGo Central and Nashville International Airport will have no changes which affect the Study Area. The only modification is associated with the removal of the Mariott Hotel loop area.
- Route 21 (University Connector): Route extended into the Study Area along Wedgewood Ave and Bransford Ave to replace lost 100 Oaks route
- Route 25 (Midtown): Route originally designed as a circulator connecting the Study Area with Vanderbilt University, Tennessee State University, Meharry Medical, Fisk University, and WeGo Central. However, there are no changes proposed within the Study Area as the modified route will be extended to Bordeaux rather than run through downtown.

Pursuant to a dedicated source of funding for transit, the nMotion Plan calls for new crosstown Rapid Bus service along Chestnut Street from Lafayette Street to Charlotte Pike, which ultimately would serve as a

downtown bypass transit connection linking neighborhoods in West Nashville, Midtown, and the Wedgewood-Houston and Chestnut Hill Study Area (Mobility Project #9).

South Corridor Study

The Greater Nashville Regional Council (GNRC) is currently leading a study to identify a preferred local alternative route and transit mode between Columbia and downtown Nashville, traversing Maury, Williamson, and Davidson Counties. While not currently displayed on the Mobility Plan, a station is under consideration for the Wedgewood-Houston and Chestnut Hill Study Area. Preliminary assessments by the GNRC study team have identified Wedgewood Avenue as being a likely candidate for a regional transit hub however, further research and community engagement is needed prior to the creation of future Metro policy recommendations. Should the Study recommend a specific station location following the review of potential alternatives, Metro will examine the opportunities available from transit orientated redevelopment as they pertain to infrastructure, multimodal connectivity, housing, and the catalyzation of projects which support transit.

A dedicated transit lane is planned along 2nd Avenue South in conjunction with on-street parking where appropriate

Sidewalks

Prior to the 1963 consolidation of the City of Nashville with Davidson County, the provision of sidewalks was customary throughout the former municipal boundaries which included Chestnut Hill, Fort Negley, Napier Sudekum, and the 8th Avenue South corridor. As such, sidewalks can be found throughout the majority of the Study Area however, gaps continue to remain within the north and southern portions of Wedgewood-Houston. Currently, the 4' furnishing zone and 5' sidewalk requirement applies along Local Streets within the Study Area while arterial and collector roads such as Lafayette Street generally have wider sidewalks and furnishing zone space to accommodate higher amounts of foot traffic and curbside infrastructure.

Recognizing the need for a connected pedestrian network in residential neighborhoods and in close proximity to transit and activity centers, several sidewalk projects are currently identified within the Capital Improvements Budget (CIB). Future sidewalks identified within the CIB include projects along Allison Place (19DS0030), Stewart Place (19DS0039), and Hagan Street (19DS0063). Altogether, the three projects are displayed on the Mobility Plan as Mobility Project #10.

Existing conflicts with pedestrian infrastructure along 4th Avenue South

New sidewalk construction along Hagan Street with utilities and trees located within the furnishing zone

Sidewalks in Character Area 1

As aforementioned within the Character Area and Subdistrict Guidance, the North Wedgewood-Houston Character Area is experiencing an acceleration in the amount of mixed use development and adaptive reuse of former industrial edifices for new multi-family units, offices, and creative maker spaces. Due to the historic reduced block lengths, grid pattern, and proximity to activity centers, the Character Area features qualities which promote walkability and a comfortable pedestrian environment.

Currently within the Character Area, the Major and Collector Street Plan solely provides guidance for the width of sidewalks and furnishing zones for 4th Avenue South and Chestnut Street, which are classified as an Arterial-Boulevard and Collector-Avenue, respectively. While several recently approved SP rezonings have built the required infrastructure in relation to 4th Avenue South and Chestnut Street, new sidewalks of varied widths have been built or will be built along the remaining frontages of classified Local Streets.

As of right now, developments are required to construct, at a minimum, a 4' furnishing zone area and a 5' sidewalk along Local Streets frontages. Given the context of the adjacent land uses which are in the process of absorbing additional mixed use intensity, narrow sidewalk widths are inappropriate within the North Wedgewood-Houston Character Area. In anticipation of future redevelopments and the importance of having a consistent streetscape and sidewalk pattern, it is proposed that the following streets as identified on the Mobility Plan be added to the Major and Collector Street Plan as Local Streets (Mobility Project #11):

- Houston Street (from Chestnut Street to 4th Avenue South)
- Humphreys Street (from Chestnut Street to 4th Avenue South)
- Merritt Avenue (from Hagan Street to Pillow Street)
- Hagan Street (from Chestnut Street to Hamilton Avenue)
- Martin Street (from Chestnut Street to Alley #1805)

As identified on the applicable cross sections, the Local Streets are proposed to feature 4' furnishing zone space for the planting of street trees, bicycle racks, street lighting, and street furniture. Ultimately, the installation of a minimum of 8' wide sidewalks is proposed to provide ample space for the accommodation of heavier pedestrian traffic, access to high frequency transit, comfortable walking paths adjacent to retail, art galleries, and eateries, and waiting areas for rideshare users.

Bikeways

Given its central location, the Wedgewood-Houston and Chestnut Hill area is a major crossroads for the overall Nashville bicycle network and implementing several routes outlined within the WalknBike Plan further provides opportunities for neighbors to travel by bicycle for commuting and recreation.

Protected Bicycle Lanes

Echoing recommendations within WalknBike, bicycle lanes with physical barriers which separate people biking and people driving are called for on 6th Avenue South (Mobility Project #12), Chestnut Street, and Wharf Avenue (Mobility Project #13). Additionally, existing low stress bikeways, routes with higher levels of comfort for bicycling such as low speed streets and/or that are separated from auto traffic, along Fort Negley are proposed to be protected from 6th Avenue South to Chestnut Street.

The Chestnut Street/Wharf Avenue bicycle lane project was presented at WeHome Day as well as during the charrette. Neighbors and business owners have expressed support of the project and identified their preferences for new potential pedestrian crossings, on-street parking, street trees, and placemaking opportunities. Construction of the protected bicycle lanes along Chestnut Street/Wharf Avenue from Lafayette Street to Fort Negley Boulevard is expected to occur in 2020.

Protected bikeways that are currently planned to be installed along 4th Avenue South, 2nd Avenue South, and Lafayette Street will require further analysis, in relation to planned high capacity transit. A major separated bikeway facility along Wedgewood Avenue from Martin Street to Nolensville Pike is also identified per WalknBike.

Neighborways

Classified as "bike boulevards" within WalknBike, neighborways are streets which facilitate the safe, comfortable movement of people bicycling and walking through traffic calming infrastructure instead of striped or protected bike lanes. Metro has previously used a combination of traffic circles, chicanes, speed cushions, on-street parking, and raised crosswalks in conjunction with signage and pavement markings for recent projects. The Mobility Plan identifies neighborways to be installed along Martin Street from Chestnut Street to Wedgewood Avenue (Mobility Project #14), and along 1st Avenue South/Hart Street/Lewis Street/Factory Street from

The opportunity to use traffic calming infrastructure similar to the new traffic circle at 15th Avenue and Elmwood Avenue exists for future neighborway routes (Source: TURBO Nashville)

Chestnut Street to the future Browns Creek Greenway, consistent with WalknBike (Mobility Project #15). These neighborways were originally conceived to serve as local street connections tying protected bicycle lanes and greenways with each other. Several neighborhood residents have reiterated that speeding freight vehicles from Character Area 5 are an ongoing problem along Martin Street, specifically.

Additional neighborways, which are not listed on WalknBike, are recommended along Hamilton Avenue from Fort Negley Boulevard to Rains Avenue, and along Rains Avenue from Hamilton Avenue to Wedgewood Avenue. These connections are proposed to be utilized in conjunction with overall neighborhood strategies to mitigate and divert the amount of higher speed vehicular traffic to the Fairgrounds from impacting local residential streets while also serving as routes for people walking and biking to 8th Avenue and Midtown (Mobility Project #16).

Greenways

In partnership with Metro Parks, off-street greenways are recommended in addition to existing routes recognized in Plan to Play. Greenways and trails are the safest, most comfortable bicycle facilities used by communities throughout the US for users of all ages and abilities. While Nashville's greenway system has traditionally been used as a scenic and recreational amenity, Metro Parks has shifted its strategy to expand the network into urban and downtown settings as a means to facilitate equitable access to open space, as well as provide alternative commuting options for residential job access.

Plan to Play, Metro Parks' strategic plan for long-term investment in greenways and open space, identifies a greenway to be built parallel to Browns Creek within the floodway, in support of the Central City Greenway (Mobility Project #17). Similar to other greenways located within flood-prone areas, the Browns Creek Greenway is planned to be sited on properties notated as being within a conservation easement or those eligible for the Metro flood buyout program. Greenways throughout Nashville-Davidson County are typically constructed segment by segment due to financial constraints and complexities related to land acquisition and/or engineering. Private and public build-out of the Browns Creek Greenway meets the development goals of the greenway corridor as they pertain to the strengthening of connections to active transportation

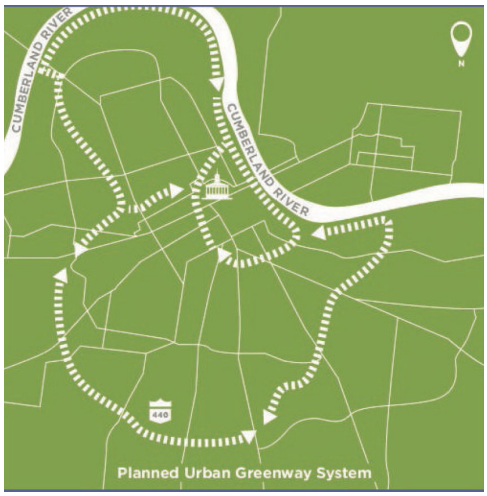
networks, linking park areas such as Fair Park and Riverfront Park together, enhancing the quality of waterways, and providing opportunities to enhance equity and public health in urban neighborhoods.

Central City Greenway

Portions of the Browns Creek Greenway have been built or are in the process of being constructed through recent rezonings (Fair Park and Ensley Boulevard SP). The multi-use trail will eventually serve as a vital link between the 440 and Cumberland River Greenways completing the eastern end of the City Center Greenway which will encircle neighborhoods in downtown, North Nashville, Midtown, and South Nashville. Given the difficulty of extending the Greenway from the Ensley Boulevard SP due to the presence of the above-grade CSX railroad crossing, it is recommended that the Greenway be shifted to run parallel with Ensley Boulevard/2nd Avenue South as part of a future reconstruction of the bridge and the Carney Street/Lewis Street extension.

Plan to Play also identifies a future greenway connection from 6th Avenue South to the Chestnut Street. Residents and stakeholders have reiterated the need for additional off-street connectivity for people walking and biking from the Study Area to the downtown core. Although represented as a dotted green segment on the Mobility Plan, its specific location through Fort Negley, the CSX railroad, and/or the Nashville City Cemetery has yet to be determined but is intended to serve as an alternate off-street north to south route (Mobility Project #18).

Figure 13: Central City Greenway



PARKS & OPEN SPACE PLAN

The Parks and Open Space Plan identifies existing open space resources, planned improvements, and future opportunities.

The Wedgewood-Houston and Chestnut Hill neighborhoods have and are surrounded by a number of parks and open spaces that are significant to the larger region. Most of the study area is within one half-mile of a park, but access can be difficult. This section describes the parks in and around the Wedgewood-Houston and Chestnut Hill neighborhoods, and the types of amenities available.

Existing Parks

Dudley Park
Credit: Brian Nock

Dudley Park

Louise and Rebecca Dudley Park is a neighborhood park purchased by the city in 1913. It is named for the daughters of Park Commissioner Robert M. Dudley, who were killed in a car accident in 1914. Currently six acres, the park features a multipurpose field, playground, walking track, and picnic pavilions. A community center was built in the 1920s and updated in the 1930s as part of work in the city by the Works Progress Administration (WPA). The facility included a pool and bathhouse; the site also included a bandstand and baseball diamond. The Dudley Head Start Center is now located on the site of the community center.

Nashville City Cemetery

Nashville City Cemetery

The Nashville City Cemetery is located north of the Wedgewood-Houston neighborhood, adjacent to Fort Negley. Opened in 1822, it is the city's oldest continuously operating public cemetery. Originally four acres in size, the city made eight additional land purchases to reach a maximum size of 27 acres. It is currently 19 acres, and is estimated to have over 21,000 internments. Its location has been perilous since the 1850s, as the city grew outward and rail lines were built to connect Nashville to the larger region. The intersecting rail lines made the area desirable for industrial uses, causing some families to relocate loved ones to other, more rural (or pastoral) locations. The construction of Fort Negley and subsequent use of the cemetery for burial of both Union and Confederate soldiers, led to years of upheaval and disrepair. The most recent restoration efforts began in 2006, with a commitment of $3 Million from Mayor Bill Purcell and the Metro Council. Additional funding followed in 2009. The area is a designated arboretum and was listed on the National Register of Historic Places in 1972.

Future Park space/ Greenways

The Plan to Play Master Plan from Metro Parks provides a ten-year vision and tools to sustainably meet the community's needs, with recommendations in the following categories: **land**, **facilities**, **programs**, and **operations**.

Land

- Expand park land by over 4500 acres
- Expand greenway land by 130 acres
- Prioritize expanding parks equally across communities where growth is high and service limited

Facilities

- Expand investment in park facilities within existing parks as well as new parks
- Expand outdoor aquatic facilities by 125,000 sq ft
- Expand community centers by 481,000 square feet
- Improve other key facilities such as historic sites, community gardens, blueways, park cafes, golf facilities and Wave Country
- Expand the greenway trail network by adding 53 miles of paved and 50 miles of unpaved trails

Programs

- Improve access to programs
- Prioritize program offerings
- Expand environmental education
- Develop innovative and new programming in urban parks
- Program historic sites systematically
- Establish volunteerism as a formal program

Operations

- Conduct a program assessment
- Cultivate and nurture partnerships
- Track data and performance department wide
- Implement a Natural Area Management Plan

Fort Negley

Built on top of what is known as St. Cloud Hill, Fort Negley is the largest inland stone fortification built during the Civil War. Built in 1862 by more than 2700 runaway slaves and free Blacks, it was the center of the Union army's fortification south of downtown. The total area is 57 acres. After the war, the area fell into disrepair. It was purchased by the city in 1928, and was reconstructed in 1936 as part of the WPA work in the area. The Fort was closed to the public in the 1960s, but received renewed interested in the 1990s, and was listed as a priority in the Parks and Greenways Master Plan. In 2002 the city appropriated funds for restoration and construction of a visitors' center. Fort Negley reopened to the public in December 2004, on the 140th Anniversary of the Battle of Nashville.

Greer Stadium, located south of the fort in the area where two baseball fields were built as part of the WPA renovations, opened in 1978 as the home of the Nashville Sounds. In 2015, the Nashville Sounds left Greer Stadium, for their new stadium north of Downtown Nashville. An archaeological study in preparation for development of the Greer site determined the location of historical remains in the area. As a result, development plans have been cancelled, and the site will be converted into lawn.

Fair Park

Fair Park is located on the southern edge of the Fairgrounds, at the intersection of Craighead Street and Bransford Avenue. The 46 acre community park opened in April 2019 and features eight multipurpose fields, a one-acre dog park and will include 1.55 miles of paved multiuse trails. It will eventually connect to the Browns Creek Greenway, when established.

Schools and Open Space

Fall-Hamilton Enhanced Option School, a Nashville public school, is located on 8.3 acres at 510 Wedgewood Avenue. The school includes a playground and walking trail available to the community after school hours.

Cameron College Prep, at 1034 First Avenue South, is a charter school in the LEAD Public Schools Network. The school is on 7.8 acres and has a Historic Landmark Overlay. The building, built in 1939, parking and portable classrooms occupy half of the site, while the other half has a sports field with stands/bleachers and a track. These facilities are not currently open to the public.

Johnson School/Johnson Alternative Learning Center, 1200 Second Avenue South. The four acre site has three street frontages: Second Avenue South, First Avenue South, and Chestnut Street. There is a large field that faces residences along First Avenue South, and the Chestnut Community garden is on the Corner of First Avenue South and Chestnut Street. Johnson School, a Nashville public school, serves the needs of students who have been removed from other schools for disciplinary reasons, providing another chance to succeed.

Community Gardens

Both neighborhoods have at least one community garden. In an area known as a food desert, these spaces provide opportunities to grow healthy food as well as work together with neighbors.

Chestnut Hill Community Garden at Johnson School. The 0.19 acre site has 30 raised beds that are available to neighbors for a small fee. This garden is supported by Trap Garden, a nonprofit organization whose mission is "to help build, sustain, and empower low-income communities by assisting in the creation of community gardens and the promotion of healthy eating."

Chestnut Hill Community Garden, 33 North Hill Street. This 0.14 acre site includes 26 plots, a greenhouse and storage shed. The garden was established between 2011 and 2013 with support from Trevecca University, who owns the land. Neighbors can rent a bed for the season for $10 or use one of the community beds for free.

Wedgewood Urban Garden, 613 Wedgewood Avenue. Established by a private resident in 2005, the garden is nearly a half-acre and has been supported by the Nashville Food Project since 2011. Gardeners of all ages and backgrounds grow produce and flowers, as well as tend beehives and chickens.

Public space in private developments

Neighbors in the Wedgewood-Houston neighborhood have had success collaborating with developers to get amenities needed by the neighborhood, such as open space. Public space with art and other features have been planned with the community for two large projects in the Character Area 1, located at Humphreys and Martin Streets, as well as at Hagan and Merritt.

The developers of Bento Box, which recently opened at 1267 3rd Avenue South, have agreed to fund updates to Dudley Park, which serves as a front yard for the development.

Recommendations

The Parks and Open Space Plan highlights the following recommendations:

Create a greenway along Browns Creek

Browns Creek flows from the City of Oak Hill to the Cumberland River, and passes along the eastern edge of Chestnut Hill along the way. The creek has a history of flooding, damaging homes and businesses along the way. Residents living near the creek experience flooding regularly and after the 2010 Flood, Metro Government purchased several properties by the creek. The land acquired could be used to repair damage to the creek and provide open space to the community in the form of active recreation spaces as well as passive open space. A large number of industrial uses are along the creek, some of which pollute the water with runoff from their property or dumping. The creek is currently listed on the US EPA's 303(d) list, which identifies impaired streams under the Clean Water Act.

Recommendations include:

- Repair of the banks and brownfield remediation.
- Support partnerships for watershed improvement and restoration. Groups doing such work include the Cumberland River Compact and

the Tennessee Stream Mitigation Program.

- Browns Creek running along the eastern side of the site is currently a hidden gem. It has the potential to become both a landscape amenity and the catalyst for the redevelopment of the vacant industrial parcels adjacent to it. These parcels could be either active or passive recreation areas, and could be one large space or a number of smaller spaces.
- A connection between Browns Creek and Fair Park is important to the Central City Greenway, making a vital link between the 440 and Cumberland River Greenways.

Provide access to recreation space on school grounds after hours

The Cameron School Campus includes a sports field and track that could be opened to the community after hours. A partnership with the school could open this resource to the community. Community members requested after hours access to the Cameron School's sports field and track. Additionally, the community partnership with the Johnson School that supports the Chestnut Hill Community Garden could be expanded to allow the addition of recreation or exercise equipment.

Increase the Tree Canopy

A healthy tree canopy can provide several benefits to communities. Trees clean the air and water, keep city streets cool, and can help conserve energy.

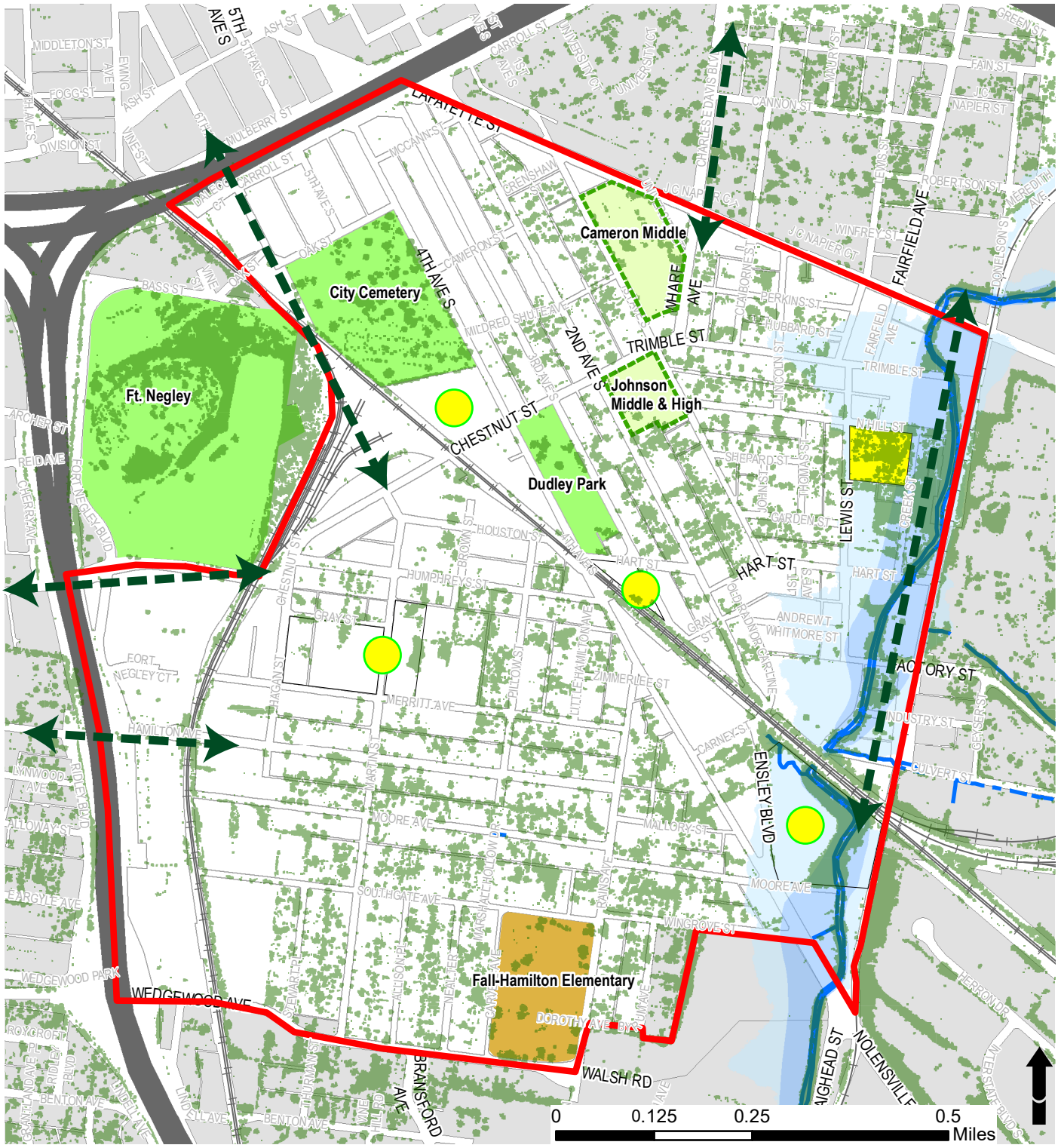
CHARACTER AREA/ SUBDISTRICT	APPROACHES
Areas 4 and 5	Improve air quality from areas adjacent to high traffic areas or Interstates
Area 6b	Improve water quality and remediate the areas near Browns Creek
All Areas	Improve stormwater retention on site and reduce flooding onto other properties by planting trees, rain gardens, and other stormwater remediation techniques
Area 4	Use for traffic calming and to promote pedestrian safety and physical health.

Improve access to parks and open space with better connectivity

An increase in mobility options along Chestnut Street provides opportunities to visit Fort Negley and the City Cemetery as well as Reservoir Park and Rose Park to the west. Each has amenities (tennis and basketball courts for example) that are not available in other nearby parks. E.S. Rose Park, located in the historic Edgehill neighborhood, is a 24-acre facility with baseball, softball, and soccer fields, a basketball court, a walking track, and NCAA Division 1 training facility used by Belmont University. Reservoir Park has additional basketball courts and a playground area as well as tennis courts.

The Mobility Plan on page 72 illustrates crosstown transit and protected bikeways along Chestnut Street; this connection is important as it ties together many significant parks and open spaces for both the study area as well as the larger community.

Figure 14: Parks and Open Space Plan



Parks

Proposed school access

School Access

Potential Open Space

Urban Tree Canopy (2016)

Private Development with Public Space

FEMA Floodplain and Floodway

100-Year Floodplain

Floodway

Study Area

Active transportation connections

PART 3: IMPLEMENTATION

Part 3 lists actions to be taken with adoption of the plan by the Planning Commission. It also documents follow-up activities necessary to make the recommendations of Part 2 a reality, while implementing the plans vision statement and goals established during the public engagement process.

NashvilleNext Amendments

South Nashville Community Plan Community Character Policy

With the adoption of this study, the recommendations for the Community Character Policy, presented in Figure 2, to reflect recommendations described in Part 2 of this plan are adopted into the South Nashville Community Plan. This includes adoption of Supplemental Policies, also in Part 2. Specifically, the adoption incorporates the following into the community plan:

- Community Character Policy Amendments (Figure 2)
- WHCH Supplemental Policy, including the following, and any accompanying tables and Figures:
    - Character Area and Subdistrict Guidance (page 27)
    - Mobility Plan (Figure 12)
    - Parks and Open Space Plan (Figure 14)

Major & Collector Street Plan (MCSP)

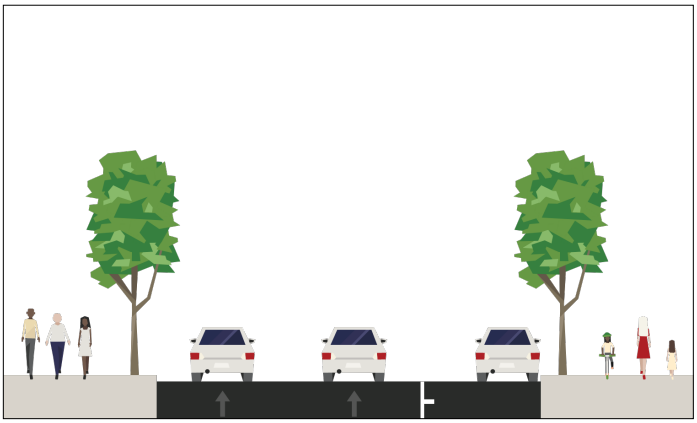
With the adoption of this study, the recommendations described in the Mobility Plan are also reflected in recommended updates to street classifications in the MCSP. Major & Collector Street Plan amendments adopted with adoption of the WHCH Study include:

TYPE OF CHANGE	STREET	CLASSIFICATION
Addition to MCSP	Lewis Street / Carney Street extension	T4-M-PCA2
	Houston Street	T4-M-LS2
	Humphreys Street	T4-M-LS2
	Martin Street	T4-M-LS2
	Hagan Street	T4-M-LS2
	Merritt Street	T4-M-LS2
Remove from MCSP	Walsh Road extension	
	University Right-of-Way alternate	
Change cross-section	Second Avenue South	T4-R-AB3-IM
	Fourth Avenue South	T4-M-AB3-IM

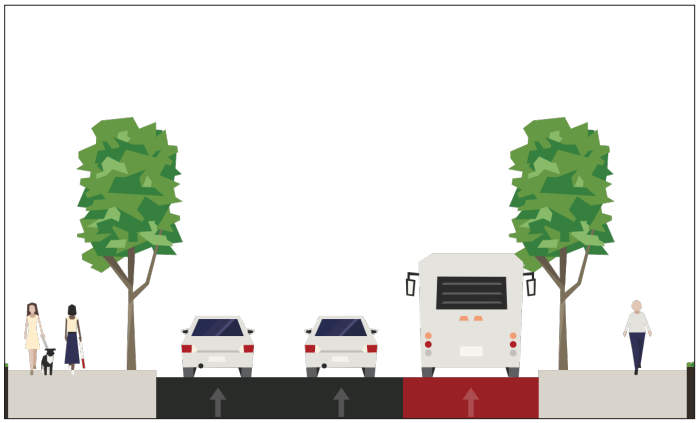
Cross sections identifying targeted infrastructure improvements for 2nd Avenue South as specified within the Mobility Plan are outlined below. On-street parking is proposed to be formalized along the eastern-most lane north of Chestnut Street eventually to transition to a dedicated lane for high capacity transit service. Meanwhile, the existing configuration of on-street parking south of Chestnut Street is proposed to remain with the eastern on-street parking area to transition to a dedicated transit lane.

2nd Avenue South (Lafayette Street to Chestnut Street)

Short-Term Design
ROW: 59' (existing 48'-60')
Curb-to-Curb: 31' (existing)

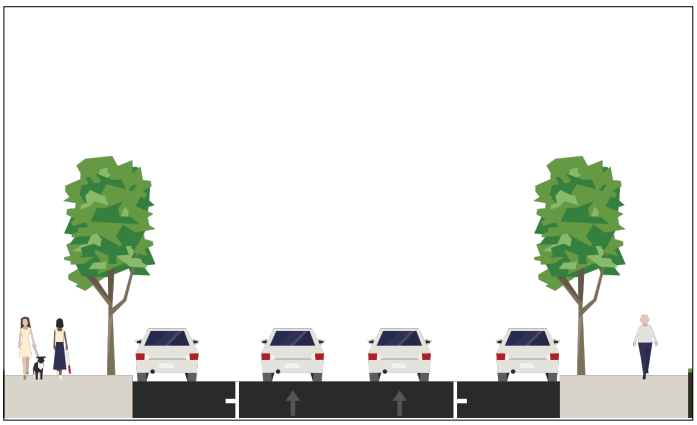


Long-Term Design
ROW: 59'
Curb-to-Curb: 31'

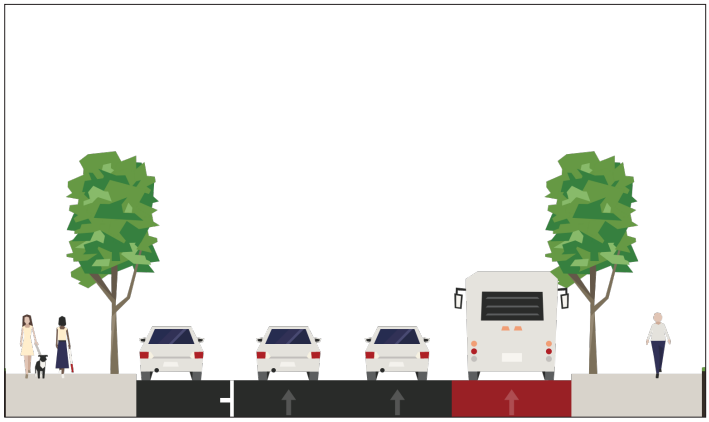


2nd Avenue South (Chestnut Street to Hart Street)

Short-TermDesign
ROW: 68' (existing 54'-60')
Curb-to-Curb: 42' (Existing)



Long-Term Design
ROW: 68'
Curb-to-Curb: 42'

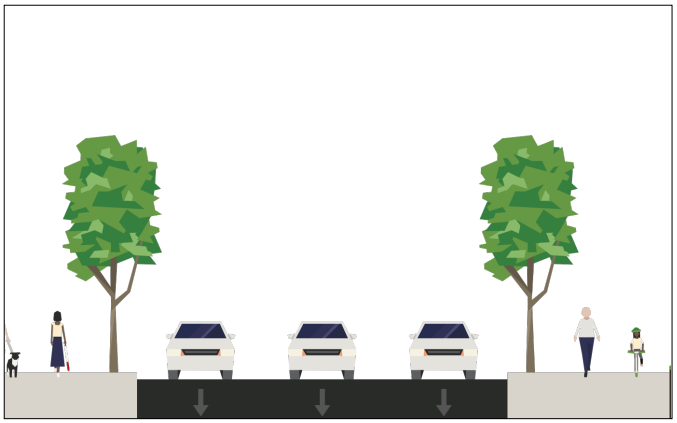


Images generated by: Streetmix http://streetmix.net

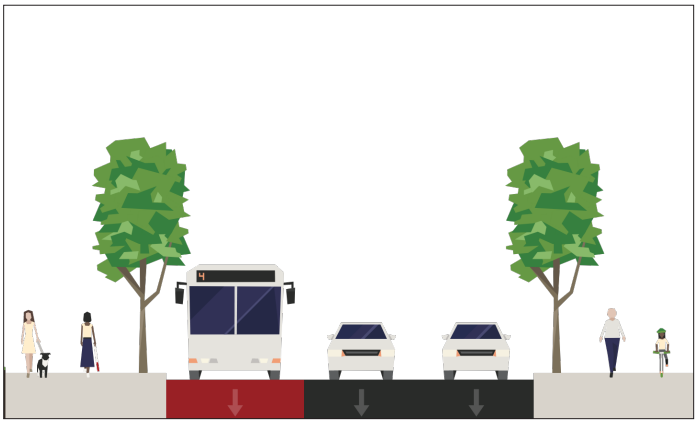
Similarly, cross sections identifying future improvements for 4th Avenue South are shown below. In conjunction with redevelopment and streetscape projects, head-in parking is proposed to be redesigned as optional parallel on-street parking with vegetated bulb outs, where appropriate. In partnership with the 2nd Avenue South one-way pair, a dedicated lane for high capacity transit is proposed for the western-most travel lane.

4th Avenue South (Interstate 40 to Oak Street; 224' south of Mildred Shute Avenue to Mallory Street)

Short-Term Design
ROW: 60' (existing 49'-62')
Curb-to-Curb: 32'

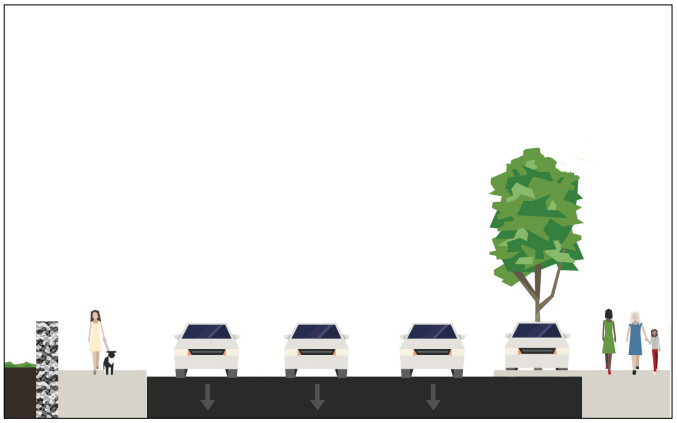


Long-Term Design
ROW: 60'
Curb-to-Curb: 32'

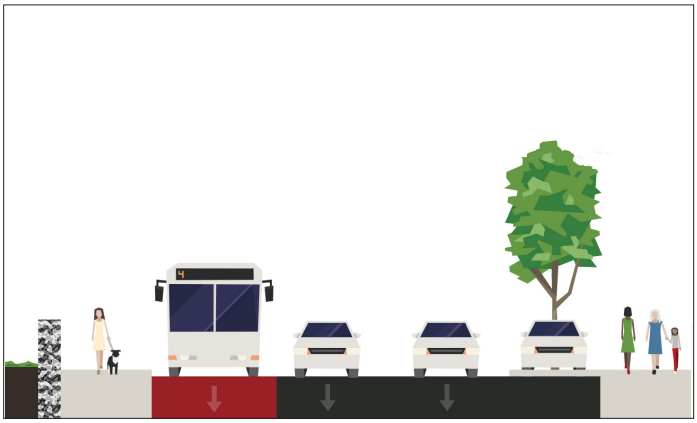


4th Avenue South (City Cemetery frontage)

Short-Term Design
ROW: 64' (53' existing)
Curb-to-Curb: 32'



Long-Term Design
ROW: 64'
Curb-to-Curb: 32'



RECOMMENDATIONS

Walk-n-Bike

WalknBike, Metro's sidewalk and bikeways plan adopted in 2017, seeks to improve walking and biking in Nashville, connecting people to opportunity on a network of high-quality, comfortable, and safe sidewalks and bikeways. It details the short and long term strategies related to improving connectivity for people walking and bicycling and provides priority assignment for future sidewalk and bike route construction. WalknBike Plan amendments recommended with adoption of the WHCH Study include:

TYPE OF CHANGE	STREET	FINAL CLASSIFICATION
Addition to WalknBike	Wharf Avenue	Major Separated Bikeway
	Hamilton Avenue	Neighborway
	Rains Avenue	Neighborway
	Fort Negley Boulevard	Major Separated Bikeway

Plan-to-Play

Those that participated in the community planning process expressed a need for more connections between open spaces and enhanced access to Browns Creek. Opportunity exists to meet this need in several locations by means of creating walking and biking routes to Fair Park and future trailheads along Browns Creek which protects the floodplain. There was an expressed desire to improve the water quality of the Creek by reducing stormwater runoff, expanding permeable surfaces in the floodplain, and planting additional trees.

Additionally, Fort Negley Park and the Nashville City Cemetery are both classified as Historic Sites in Plan-to-Play, with each functioning as a Community Park and Specialty Park, respectively. Due to the historic significance of each green space and the need to establish greater access, a new greenway connection is proposed within Fort Negley Park and/or the Nashville City Cemetery. While Metro Parks is currently in the process of establishing a new Master Plan for Fort Negley Park, it is recommended that a greenway route is included to provide a walking and biking path from 6th Avenue South and Oak Street to Chestnut Street. Such a connection would provide an alternate comfortable route to access each respective open space while also providing enhanced active connectivity to downtown.

Capital Improvements Budget (CIB)

The Capital Improvements Budget (CIB) is Metro Nashville/Davidson County Government's listing of proposed publically 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 next 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, allowing more efficiency and cost savings; and to develop a financial plan for funding projects. The Planning Commission presents a recommendation for capital improvement projects to the Mayor, who proposes a CIB and CSP. Adoption authority for CIB and CSP lies with Metro Council.

Advanced Warning System for Railroad Crossings

Numerous railroad crossings can be found throughout the study area with several being at-grade with surface streets, which impede the flow of multimodal traffic. While freight rail crossings are common in any community, trains occasionally idle at street junctions creating traffic backups, most notably at 4th Avenue South and Chestnut Street. Opportunities are available to implement advanced warning mechanisms for commuters approaching upcoming train crossings as well the installation of appropriate deotur routing signage.

IMPLEMENTATION OPPORTUNITIES

Zoning Recommendations

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. Planning Department staff will use this plan whenever a zone change is made within the study area. When these applications are made by the private property owners, they are reviewed by the Metro Planning Department and several other Metro Departments involved in the development process.

Staff reviews the proposed zone change to determine how well it conforms to the guidance of the Community Character Manual, the South Nashville Community Plan and the WHCH Study, the latter describing any supplemental policies that are applied in addition to language in the community plan. Planning Department staff provides a recommendation to the Planning Commission – a ten-member board of volunteers appointed by the Mayor and confirmed by Metro Council – 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 achieve desired objectives. Zoning determines "bulk standards" of new development, 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.

Table 3 includes appropriate zoning districts for each Character Area and Subdistrict. Where appropriate, guidance on when more intense zoning districts should be used is included. Base zoning districts recommended by each character area and subdistrict provide guidance on the scale and intensity of new development. Some Character Areas and Subdistricts include guidance on when design-based or Specific Plan zoning should be used to achieve more specific planning goals. Zone changes, including design-based zone changes to achieve these specific planning goals, will be evaluated based on their ability to achieve the envisioned future character, level of change proposed, extent of community support and benefit, and the particular characteristics of the property being rezoned.

Metro Stormwater Regulations

Conventional approaches to stormwater management often use practices to quickly and efficiently convey water away from developed areas. This results in larger volumes of runoff flowing directly to streams, rivers and combined sewer systems. In contrast, LID (Low Impact Development) utilizes a system of source controls and small-scale, decentralized treatment practices to allow water to infiltrate, evaporate or be reused onsite. Conservation of open space, reduction of impervious surfaces, and the use of green roofs, are just a few of the LID practices. The LID Manual describes how treatment practices should be selected, and contains a series of focused and concise fact sheets for each type of design. It is an addition to Metro's Stormwater Management Manual.

The Green Infrastructure Master Plan describes twelve of the most common green infrastructure practices, provides technical analysis of green infrastructure, provides a brief overview of design concepts for six green infrastructure projects and summarizes potential incentives and financing.

Contextual Infill Urban Design Overlay

Establishing a design-based zoning district is recommended for Character Areas 2 and 3 (the primarily residential portions of the study area). Base zoning districts are not recommended to change in Subdistricts 2b and 3a until a design-based zoning district is established. An Urban Design Overlay (UDO) is recommended here, but another design-based zoning district that achieves the goals of the UDO may be used as well.

The UDO will incorporate buiding types from this plan and guidance from the Character Areas and Subdistricts to provide more detailed guidelines for redevelopment.

The goals of the Contextual Infill UDO are as follows:

- **Subdistrict 2a**
  This subdistrict has established a new form of larger structurers with greater lot coverage. The UDO should encourage this to continue, but allow flexibility in the number of units and form of redevelopment, while maintaining the emerging bulk and urban form. In particular, the UDO should establish a townhome form and small-scale stacked flats at key locations. In other areas, plex and manor homes should mimic the bulk and scale of larger single-family homes and duplexes. Accessory dwelling units should also be allowed.
- **Subdistrict 2b and 3a**
  These subdistricts have maintained more of their original character. The UDO should retain the scale of smaller homes fronting the street with modest spacing between them, but allow expansion of building footprints through rear additions or accessory units. Current or expanded buildings may be converted to plex or manor homes to allow for more homes within this subdistrict while keeping the current neighborhood pattern at the street intact.

To be effective, these UDOs should be paired with rezonings to increase entitlements in appropriate locations to achieve the mix of housing units envisioned by these character areas and subdistricts.

Home Occupations

Many artisans and small businesses have gotten their start by working out of their homes, either directly as businesses or as hobbies that grew. The zoning code allows Home Occupations as an accessory to residential uses subject to a number of conditions (17.16.250 (D)):

- No clients may be served; only one full- or part-time employee is allowed.
- Size is no more than 20% of floor area, with a maximum of 500 square feet.
- Only equipment that would be used for household purposes with no visual, auditory or olfactory impacts beyond the home.
- Materials may be stored on site within the home occupation area (subject to the space limits described above) completely inside and in compliance with the fire code.
- No offensive noise, vibration, smoke, dust, particulate matter, odor, heat, humidity, glare, or other effects.
- Auto repair is not allowed.

A number of stakeholders requested that standards for home occupations should be changed to allow more home occupations, in light of Wedgewood-Houston's tradition of home occupations, increasing acceptance of working from home, and the diversity of small-scale production. Prior attempts to expand home occupations countywide have been met with skepticism.

This plan recommends that new standards be explored as a potential tool to allow expanded home occupations in Character Area 2 or other parts of the study area that welcome them, without allowing them to intrude into areas that do not. Such standards should be applied broadly within the appropriate areas, rather than on a site-by-site basis.

Other Tools

TORD

Another potential implementation option administered by MDHA is the Transit Oriented Redevelopment District (TORD), a tool made available to Metro by the Tennessee General Assembly in 2017. This legislation allows housing authorities to create TORDs in transit-deficient areas, such as the 2nd Ave/4thAve/Nolensville and Lafayette/Murfreesboro corridors. A transit-deficient area is an area where facilities for high capacity transit are necessary to promote the elimination of traffic hazards, the implementation of regional solutions to traffic congestion, and the improvement of traffic facilities in order to protect the safety, health, morals and welfare of the community.

The plan associated with a TORD sets a 30 year transit-oriented redevelopment period, establishes tax increment financing (TIF) capacity, grants MDHA land acquisition authority for public purposes, creates a design review process, and provides land use controls. The associated TIF may be used to fund infrastructure, affordable housing, and economic development activities.

Business Improvement District (BID)

A business improvement district (BID) is a defined area within which businesses are required to pay an additional tax (or levy) in order to fund projects within the district's boundaries. The BID is often funded primarily through the levy, but can also draw on other public and private funding streams. These districts typically fund services which are perceived by some businesses as being inadequately performed by government with its existing tax revenues, such as cleaning streets, providing security, making capital improvements, construction of pedestrian and streetscape enhancements, and marketing the area. The services provided by BIDs are supplemental to those already provided by the municipality. Most BIDs are supported at least in part by assessments on businesses in the area. Locally there are currently two BIDs: Nashville District Management Corp. (a.k.a. Central Business Improvement District) and Gulch BID.

Opportunity zones

The Wedgewood-Houston/Chestnut Hill study area is located entirely within a Qualified Opportunity Zone. Qualified Opportunity Zones are federally designated Census tracts that receive tax incentives for investment beginning in 2019. These incentives are structured to reward investment by the end of 2019, with those incentives declining in later years.

While not a Metro or Planning program, Opportunity Zones are expected to drive development activity in the coming years. This plan represents the community's vision for the form and function for all future development within its boundaries.

IMPLEMENTATION TABLE

RECOMMENDATIONS	TIMEFRAME	RESPONSIBLE PARTY
Adopt plan • Establish supplemental policy (Part II) • Modify Community Character Policy of the South Nashville Community Plan (page 25) • Modify Major and Collector Streets Plan (pages 70 and 72)	Upon adoption by Planning Commission	Planning Commission
Amend Walk n Bike Sidewalk and Bikeway Master Plan (page 72)	Near term	Planning Commission
Develop and adopt Urban Design Overlay for Subdistricts 2a, 2b, and 3a (page 95)	Near term	Planning Commission
Rezone properties comprehensively in 2b and 3a and strategically with 2a with adoption of Urban Design Overlay (page 95)	Near term	Planning Commission
Establish standards for major pedestrian streets in Character Area 1 within the Major and Collector Street Plan (page 70).		
Determine the appropriateness of restriping to establish permanent parking zones along 2nd Avenue South	Near term	Public Works, TDOT
Construct bikeway connection on Chestnut Street and Wharf Avenue	Near term	Public Works
Recommend addition to Plan to Play Master Plan for 6th-Chestnut greenway connection (page 72)	Near term	Parks Department
Explore redesign of I-40 access ramps during TDOT's upcoming I-40 study	Near term	Public Works, Planning, TDOT
Identify funding opportunities and strategies to implement railroad advanced warning and detour signage	Near term	Public Works, Planning, TDOT
Establish storm sewers in areas lacking them as part of water or sewer upgrades.	Mid term	Metro Water Services
Install transit shelters at major and minor stops	Mid term	WeGo
Evaluate a capital project to establish sidewalks and street trees on 4th Avenue S across from the City Cemetery (Part III, page 91)	Mid term	Public Works
Assess feasibility of extending Fort Negley Blvd south to Wedgewood Ave at Lindell to coordinate with redevelopment	Mid term	Public Works
Construct enhanced pedestrian crossings on 2nd Avenue S	Mid term	Public Works
Identify opportunities to expand stormwater facilities to facilitate appropriate infill development	Ongoing	Planning, Metro Water Services
Acquire greenway access and construct Browns Creek greenway, trailheads, and park space in line with the Central City Greenway	Long term	Parks Department
Explore road improvements along rail crossings as part of major transit system expansion: Grade-separate 4th Avenue S from rail crossing Straighten 2nd Avenue S to improve visibility	Long term	Public Works, WeGo, TDOT