



METROPOLITAN PLANNING COMMISSION

DRAFT MINUTES

September 25, 2025
4:00 pm Regular Meeting

700 President Ronald Reagan Way
(Between Lindsley Avenue and Middleton Street)
Howard Office Building, Sonny West Conference Center (1st Floor)

MISSION STATEMENT

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

Greg Adkins, Chair
Jessica Farr, Vice-Chair

Commissioners Present:
Greg Adkins, Chair
Jessica Farr, Vice Chair
Kathy Leslie
Dennie Marshall
Edward Henley
Asia Allen
Leah Dundon
Matt Smith
Councilmember Rollin Horton

Commissioners Absent:
Stewart Clifton

Staff Present:
Lisa Milligan, Deputy Director
Bob Leeman, Assistant Director of Land Development
Hannah Zeitlin, Legal Counsel
Richel Albright, Chief of Staff
Andrea Dorlester, Planning Manager II
Greg Claxton, Planning Manager II
Abbie Rickoff, Planning Manager I
Amelia Gardner, Planning Manager I
Dustin Shane, Planner III
Madalyn Welch, Planner II
Savannah Garland, Planner II

Lucy Alden Kempf
Secretary and Executive Director, Metro Planning Commission

Metro Planning Department of Nashville and Davidson County
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Notice to Public

Please remember to turn off your cell phones.

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

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

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

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

Writing to the Commission

Comments on any agenda item can be mailed, hand-delivered, faxed, or emailed to the Planning Department by 3pm on the Tuesday prior to the meeting day. Written comments can also be brought to the Planning Commission meeting and distributed during the public hearing. Please provide 15 copies of any correspondence brought to the meeting.

Mailing Address: Metro Planning Department, 800 President Ronald Reagan Way, P.O. Box 196300, Nashville, TN 37219-6300

Fax: (615) 862-7130

E-mail: planning.commissioners@nashville.gov

Speaking to the Commission

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

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

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

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

Meetings are conducted in accordance with the Commission's Rules and Procedures.

Legal Notice

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



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MEETING AGENDA

A: CALL TO ORDER

The meeting was called to order at 4:10 p.m.

B: ADOPTION OF AGENDA

Mr. Marshall moved, and Ms. Dundon seconded the motion to adopt the agenda. (8-0)

C: APPROVAL OF SEPTEMBER 11, 2025 MINUTES

Ms. Henley moved, and Ms. Allen seconded the motion to approve the meeting Minutes September 11, 2025. (8-0)

Mr. Smith joined the meeting.

D: RECOGNITION OF COUNCILMEMBERS

Councilmember Gamble spoke in favor of Item 3.

Councilmember Druffel spoke in favor of Item 1.

Councilmember Benedict spoke in favor of Item 1 and Item 15.

E: ITEMS FOR DEFERRAL / WITHDRAWAL: 4, 5, 6, 8, 10, 11, 12, 16

Ms. Dundon moved, and Ms. Leslie seconded the motion to approve the Deferred and Withdrawn items. (9-0)

F: CONSENT AGENDA ITEMS: 22, 26

Mr. Smith moved, and Mr. Horton seconded the motion to approve the Consent Agenda. (9-0)

Tentative Consent Item: Items noted below as On Consent: Tentative will be read aloud at the beginning of the meeting by a member of the Planning Staff to determine if there is opposition present. If there is opposition present, the items will be heard by the Planning Commission in the order in which they are listed on the agenda. If no opposition is present, the item will be placed on the consent agenda.

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

G: ITEMS TO BE CONSIDERED

1. 2025Z-009TX-001

HOUSING & INFRASTRUCTURE RN & RL ZONING DISTRICTS

BL2025-1005

Council District: Countywide

Staff Reviewer: Gregory Claxton

A request to amend Title 17 of the Metropolitan Code of Laws, the Zoning Ordinance of the Metropolitan Government of Nashville and Davidson County, to modify Title 17 relative to the creation of two new zoning districts called "Residential Neighborhood" (RN) and "Residential Limited" (RL).

Staff Recommendation: Approve a substitute ordinance.

APPLICANT REQUEST

Establish Residential Neighborhood and Residential Limited Zoning Districts.

PROPOSED AMENDMENTS TO TITLE 17

The bill as filed adds two new zoning districts, Residential Neighborhood (RN) and Residential Limited (RL), along with Supplemental Building Type Standards and Frontage Types to Chapter 17.12 and incorporates references to RN and RL as needed throughout Title 17.

Proposed changes in the bill address:

- Building types in RN.1
- Contextual setback guidance in RN
- Rules for non-residential uses
- Changes to façade zones in RN.2 and RL
- Height clarifications
- Reducing ground floor residential / active space
- Reducing front and side street parking setbacks in RN.2, RL.2, and RL.3
- Providing an alternative set-aside for the Voluntary Attainable Housing Incentive for 60% of area median income.
- Modifying the maximum width of a townhouse run in suburban contexts.
- Relocating the Administration and Design sites section from 17.12.120 to 17.12.110 and adding language addressing:
 - Setbacks for irregular lots
 - Encroachments into setbacks
 - Requirements for design sites and variances
 - Determining minimum lot sizes with dedications

The full details of proposed changes are included at the end of this staff report.

BACKGROUND

Resolution RS2024-288, approved on third reading March 19, 2024, by the Metro Council, requested the Planning Department and other agencies to address the following questions:

- Do current regulations and Code provisions negatively affect housing supply, affordability, and equity?
- What are the costs to deliver the housing products that will address Nashville's existing and long-term affordability needs?
- Can our current infrastructure (transportation, water, etc.) support the anticipated growth over the next ten years?
- Does Metro need additional funding to ensure planned infrastructure improvements are built?

The Housing and Infrastructure Study was initiated in response to this resolution. This ongoing study has produced two key documents that form the basis for this text amendment:

- Phase 1: Initial Findings and Preliminary Recommendations (March 2025)
<https://publicinput.com/Customer/File/Full/77ddef52-7976-4ef3-98c9-cf3bc98affa2>
- Phase 2: Draft Recommendations Memo (June 2025)
<https://publicinput.com/Customer/File/Full/4ba212fb-8e17-4fdd-9cfe-04161ef3fbfb>

Phase 3 (Infrastructure Assessment) is currently underway and will initiate a final round of community engagement focused on proposed zone changes.

Substantive guidance for the Housing & Infrastructure Study also comes from the Planning Department's Unified Housing Strategy (UHS), a comprehensive look at housing needs in Nashville across multiple Metro agencies, led by the Housing Division. Strategy C of the UHS is to "Create a range of new and affordable housing choices for all Nashvillians as appropriate across the county." As part of that strategy, the UHS also includes Action 13, to "Evaluate and adjust zoning and land use policies to unlock development opportunities, expand housing types, and increase annual housing production."

RS2024-288 and the UHS also connect to NashvilleNext's goals for managing growth thoughtfully while striving to be a welcoming and accessible place for Nashvillians.

ANALYSIS

Since 2010, Nashville has seen rapid employment, population, and household growth. Alongside that, Nashville has had a large uptick in residential construction. Despite this, vacancy rates and housing costs suggest that there is an unmet demand to live in Nashville that has resulted in the city no longer being relatively affordable. This rising unaffordability has many impacts. Most directly, households may become cost burdened, reducing their ability to meet other critical needs. This can lead to housing and financial instability and mobility, reducing ties to communities, disrupting the education of children, and for some may ultimately result in homelessness. Short of

that, people who otherwise wish to live in Davidson County may seek more affordable homes outside of Davidson County. This results in more people traveling further by car, adding to congestion and air pollution for everyone.

The UHS developed estimates for future growth based on national economic trends applied to Nashville's economy and role in the region. These estimates suggest that Nashville should anticipate demand for 90,000 additional housing units over the next ten years. As documented in the *Preliminary Findings*, Nashville will likely have difficulty meeting this demand with our current zoning code and zoning map. (It is anticipated that changes to the zoning map will follow in Phase 3, later this year.) The current zoning code is complex and ambiguous, allowing unexpectedly large and out-of-scale buildings in existing neighborhoods with little flexibility in the number of new homes created. With high demand for living in Nashville, this means existing neighborhoods have a one-way ratchet of larger homes and higher prices, locking many people out of home ownership opportunities. Meanwhile, multifamily districts have few requirements for design, creating uncertainty whether a rezoning will produce modestly scaled townhomes or block-long apartment buildings.

This uncertainty pushes many neighborhoods to seek the certainty provided by specialized, design-focused tools like Urban Design Overlays and Specific Plan zoning. However, these tools are costly to create (Specific Plan zoning) or create slower review processes (in the case of overlays). In their absence, many owners seeking to redevelop their property build what is easiest, which is large, out-of-scale/character, expensive homes, one or two at a time, depending on the existing zoning.

This limitation makes it difficult to build a scale of development that was historically common, but which has become increasingly rare. The majority of homes added in Nashville over the last ten years has been either single family homes (primarily detached, but also with a significant number of attached homes) or very large apartment buildings, with more than 50 units. In between, middle housing, such as three- and four-plexes and small-scale apartment buildings, most commonly found today in Nashville's older, historic neighborhoods, have been almost entirely absent from Nashville's recent building boom.

These middle-scale buildings can help address Nashville's housing issues, because they use lower cost construction types (more similar to houses) while also using land more efficiently (more similar to large apartment buildings). Moreover, these building types, historically built in walkable, urban neighborhoods, match well with Nashville's overall strategy of aligning growth with walkable centers and corridors, as a strategy to reduce development pressure on neighborhood interiors and time spent alone in cars.

NashvilleNext's Housing element addresses this strategy and middle housing directly:

Missing middle housing can achieve multiple goals in Nashville's housing market. It can be used to create transitions—in height, scale and density—between higher density centers and corridors and single-family neighborhoods. When located by prominent corridors or commercial centers, missing middle housing allows more residents near transit, services, retail, and other amenities. Finally, missing middle housing can provide new housing options and meet the market demand for smaller units with less maintenance in walkable settings. (Volume 2, page 200)

Housing policy 2.1 directs Planning to "Create real housing choices in rural, suburban, and urban areas that respect the rural, suburban, and urban development patterns" (Volume 2, page 205). NashvilleNext recommends the following action to implement this policy: "Amend the zoning code and subdivision regulations as needed to provide increased opportunities for innovative housing types including, but not limited to, accessory dwelling units, alley houses, cottage developments, triplexes, quads, manor houses and courtyard flats, multi-generational housing, and single occupancy units. Consider the appropriateness of each housing type in rural, suburban, and urban settings to ensure that the infill development is sensitive to its context" (Volume 4, page 63).

Housing & Infrastructure's *Phase 2 Recommendations* identifies the need to address middle housing:

The Housing & Infrastructure Study recommends the creation of two new zoning districts, which use a form-based approach to enable gentle density to transition from corridors to neighborhoods through middle housing. Including these districts in the code is a necessary first step, adding another zoning option in the code. Like any other district, these districts would still need to be applied to the zoning map through a rezoning process to take effect.

Based on NashvilleNext, the UHS, and earlier work within Housing & Infrastructure, opportunities in the zoning code tailored to middle scale housing but with strong design requirements, was an important missing element in Nashville's existing housing toolbox.

PURPOSE OF THE NEW DISTRICTS

Residential Neighborhood (RN) and Residential Limited (RL) are proposed to be added to the zoning code in Section 17.08.010.B (Multifamily Districts). The following sections define the purpose of these districts within the Code:

Residential Neighborhood: Intended for residential development, generally in the form of houses or townhouses, with private or shared open space. This district is appropriate for providing lower levels of density at strategic locations in urban and suburban areas—such as in transition zones near corridors, close to community amenities like parks and schools, or in areas with good access to arterial streets. Preference is given to locations with mass transit service.

Residential Limited: Intended for residential development, generally in the form of houses, townhouses, or small apartment buildings, with private or shared open space. This district is appropriate for providing moderate levels of density at strategic locations close to transit corridors.

The districts are intended for areas that have or are expected to have a high level of walkability to services and transit, and where the form matches the surrounding character, while transitioning to built-up areas close to transit.

PROPOSED DISTRICTS

The new districts are added to the zoning code in four sections, with various other additions to fully integrate them with other provisions of the code:

- **Section 17.12.110.A and 17.12.110.B.** These sections guide building types, building size and placement, lot requirements, parking, and other dimensional standards for these zoning districts. These include context-based subdistricts, referring back to the character transects that organize NashvilleNext's Community Character Manual (CCM).
 - **17.12.110.A – Residential Neighborhood (RN)**
 - **Suburban context: RN.1**
 - **Urban context: RN.2**
 - **17.12.110.B – Residential Limited (RL)**
 - **Suburban context: RL.1**
 - **Urban context: RL.2**
 - **Center context: RL.3**

17.12.110.B (Residential Limited) also includes provisions for the Voluntary Attainable Housing Incentive.

- **Section 17.12.120.** This section provides building type standards within RN and RL districts. These building types are permitted with conditions in the District Land Use Table (17.08.030; see next bullet).
 - 17.12.120.F – Single family and two family
 - 17.12.120.G – Single-family attached housing
 - 17.12.120.H – House court
 - 17.12.120.I – Attached housing court
 - 17.12.120.J – Plex house
 - 17.12.120.K – Manor house
 - 17.12.120.L – Multiplex
 - 17.12.120.M – Courtyard flats
 - 17.12.120.N – Low-rise flats

In addition to providing the conditions that must be met to construct these building types, this section also creates a design site process (for accommodating multiple building types on large properties) and the modification process.

- **17.08.030 (District Land Use Table):** This section adds Residential Neighborhood and Residential Limited to the Residential Zoning Districts section in this table, and the following building types as new residential uses: Single-family attached housing, house court, attached housing court, plex house, manor house, multiplex, courtyard flats, and low-rise flats. RN and RL generally reflect uses allowed within R districts, with the following changes:
 - Residential Neighborhood:
 - Permitted with conditions: Single-family, two-family, single-family attached housing, house court, attached housing court, plex house, manor house.
 - Residential Limited:
 - Permitted with conditions: Single-family, two-family, single-family attached housing, house court, attached housing court, plex house, manor house, multiplex, courtyard flats, low-rise flats.
- **17.12.130.** This section creates standards for frontage types that guide how new construction with RN and RL districts faces the public realm or common space to define transitions from public and common space to building interiors. Five frontages are defined:
 - 17.12.130.D – Porch projecting
 - 17.12.130.E – Porch engaged
 - 17.12.130.F – Dooryard

- 17.12.130.G – Stoop
- 17.12.130.H – Terrace

In addition to these changes, the following sections are modified to reflect the two new districts:

- 17.04.060 (General Definitions): adding definition of “half-story.”
- 17.08.010.B (Zoning Districts Established): adding Residential Neighborhood and Residential Limited as multifamily districts.
- 17.08.020.B (Zoning Districts Described): Adding Residential Neighborhood and Residential Limited with their intent statements.
- 17.12.040.E.1.a (Setbacks for accessory buildings): removing application of this section from RN and RL, which have separate standards.
- 17.12.060.A (Building height controls): adding applicability to RN and RL.
- 17.12.060.B and 17.12.060.C (Building height controls, for single-family and two-family dwellings): Removing applicability to RN and RL, which have separate standards.
- 17.12.100 (Cottage developments): Removing applicability to RN and RL, which have separate standards.
- 17.16.030.G.2 (Residential use standards, lot area for detached accessory dwelling units): Referring to RN and RL for further standards.
- 17.16.030.G.4 (Residential use standards, setbacks for detached accessory dwelling units): Referring to RN and RL for further standards.
- 17.16.030.G.7.d and 17.16.030.G.7.e (Residential use standards, bulk standards for detached accessory dwelling units): Removing applicability to RN and RL, which have separate standards.
- 17.20.020 (Parking loading and access, general provisions): Referring to RN and RL for further standards.
- 17.24.230 (Table of landscape buffer yard requirements): Incorporating RN and RL.
- 17.40.340.B (Jurisdiction for the Board of Zoning Appeals): Incorporating RN and RL.

ZONING ADMINISTRATOR RECOMMENDATION

No exception taken.

FISCAL IMPACT RECOMMENDATION

There is no fiscal impact identified with this rezoning.

COUNCIL

The proposed amendment passed first reading at the September 2, 2025, Council meeting. It is scheduled for public hearing at Council on October 9, 2025. (NOTE: This has changed since the August 28, 2025 staff report; the Council meeting scheduled for October 7, 2025, has been rescheduled for October 9, due to a special election on October 7.)

MPC RULES AND PROCEDURES / TEXT AMENDMENT REVIEW PROCESS

The Planning Commission adopted amended Rules and Procedures (Section VIII. D) on October 24, 2024, requiring zoning text amendments to go through a two-step process at the Planning Commission to allow a public hearing at the first meeting where it is considered, then a deferral of two regularly scheduled meetings (four weeks), and then final consideration at a second meeting.

Following a public hearing at the August 28, 2025, meeting, this item was deferred to the September 25, 2025, Planning Commission meeting. At the August 28 MPC meeting, no members of the public spoke on this amendment, and the Commission asked clarifying questions of Planning staff. Commissioners questions included:

- Would manufactured housing or small homes would be allowed in the districts? The standards only dictate the form of structures on site. Other laws complicate manufactured housing in some cases.
- Will property owners be able to seek rezonings to the new districts? Yes, they would function as any other base zoning district, such as RS20 or RM15.
- Will we track what is being built in these districts? Yes, Planning has proposed to closely track what is built and how different parts of the standards are performing, to inform a round of clean up on the standards in two years.

In addition to the Commission’s questions, the public submitted a wide range of comments during office hours, by email, and through an online survey. A document with these comments, organized around common topics with a response for each topic, will be posted to the project website. Some comments were narrow and technical, but many more were broad commentary on the districts in general. The most common comments dealt with more general concerns about public engagement and the overall process, density, current neighborhood contexts, infrastructure, and where the districts could be used. The most frequent comments on the standards themselves are:

- Placement of setbacks: Most commenters sought deeper, more suburban setbacks or maintaining the contextual setback standard. Some commenters sought to keep shallower setbacks to ensure the viability of redevelopment when properties are rezoned.

- Lower incomes within the attainability bonus: A number of commenters asked that the attainability bonus promote housing affordable below the initial standard of 80% of AMI.
- Density, especially in suburban neighborhoods: Commenters expressed concern about the level of density available through different building types, the overall density being proposed, or the difficulty of translating these districts into a simple unit-per-acre metric, similar to the RM districts.
- Building materials: Some commenters expressed a general concern with aesthetics or building materials.
- Specific comments about individual standards: These include parking setbacks that would make tuck under parking more difficult, between aligning the width of townhome runs with the number of townhomes permitted, and difficulties with the façade zone requirement.

In addition to responding to these comments, the changes recommended in the next section also include technical clean-ups such as those on building standards for permitted non-residential uses and the Administration section.

CHANGES IN SUBSTITUTE

Staff recommends the following changes to RN, RL, and the Building Type standards. Page numbers reference the posted draft linked above. With the changes below, a substitute ordinance for Exhibit A was needed and is included at the end of this report.

- Change the contextual setback guidance for RN (page 2):
 - Change current statement to: "Build-to shall align with the contextual setback (see section 17.12.030.c(3)) when (1) the lot depth beyond the contextual setback is equal to or greater than the minimum lot depth required of the district or (2) the contextual setback is less than the build-to zone maximum. Otherwise, the build-to zone maximum is used."
- Remove Manor House (allowing 6-10 units) from RN.1 (suburban)
- Specify rules for non-residential uses. Add phrase to RN (page 1) and RL (page 5):
 - "Such institutional and low-impact commercial uses as are permitted per Table 17.08.030 are subject to the same form-based bulk and massing standards governing residential uses contained herein."
 - The list of non-residential uses allowed within RN and RL, which have not changed, are based on uses within R districts.
- Façade zones (what percentage of the build-to zone should be defined by the main building; page 2 and page 6)
 - Reduce RN2 and RL to 50% in front and 30% in side to match RN1.
- Heights in RN (page 3) and RL (page 7)
 - Add statement: "Height shall be measured from the average grade plane post-development."
 - Update illustration of floor-to-floor heights – diagram illustrates floor to ceiling heights.
- Ground floor residential / active space (page 3 and 7)
 - Reduce the minimum for RN and RL from 20' to 10'.
- Parking setbacks (page 4 and page 8)
 - Reduce front setback for RN.2, RL.2, and RL.3 from 60' from the right of way to 10' behind the front of the building. This better matches the space set aside for active frontage within the building.
 - Reduce side street parking setback for RN.2, RL.2, and RL.3 from 40' to 10' behind the side of the building.
- Voluntary Attainable Housing Incentive / RL: Change the attainability option for RL as follows:
 - Correct program name (Voluntary Attainable Housing Incentive; page 5)
 - Offer 5% at 60% AMI option (page 7); see updated table below.

Attainable housing requirements			
		Option 1	Option 2
Set aside	Percentage of units within the building	10%	5%
	Maximum % of AMI of residents	80%	60%

- Townhouse building type (page 23)
 - Modify maximum width per run in suburban areas from 80' to 90'. (Other standards: 5 townhomes per run, minimum 18'. At minimum width, 5 townhomes need 90'.)

Changes to Administration (page 9)

- Relocate Administration and Design Sites illustration to 17.12.110.C (so that Administration appears with the district standards and not the building types).
- Setbacks for irregular lots. Add the language below:

- Add “Setbacks for Irregular-Shaped Lots. Wherever a lot is of such irregular shape that the setback provisions cannot be readily applied, the zoning administrator shall interpret the application of the setback provisions.”
- Encroachments into setbacks. Add the following paragraph:
 - “The zoning administrator may allow necessary adjustments to the build-to zone when existing utilities or utility easements are within the build-to zone and unusual circumstances require that the utilities cannot be relocated or easements reduced. Upon allowing an adjustment to the build-to zone, the zoning administrator may also allow adjustments to the rear setback and landscape buffer yard as authorized by Table 17.24.230, to provide for a necessary building area. The zoning administrator may allow necessary adjustments to the build-to zone, rear setback and landscape buffer yard based on the nature of the existing and future land uses and site conditions in the general vicinity after receiving a written recommendation from the planning department and any relevant department or agency.”
- Design sites process. Add the following paragraph:
 - “Application for a design site shall be made with the Planning Department before submitting a final site plan to the Codes Department. Such application shall include a plan showing building, lot, and open space layouts, any public dedications and reservations as required by the Major and Collector Street Plan, and the provisions of the base zoning requirements requested to be modified.”
- Add new “Dedication” section below:
 - “When a right-of-way dedication is required for an existing lot or parcel along an existing street, the minimum lot area shall be considered to be the area prior to the dedication. Sidewalks shall be constructed to the standard of the Major and Collector Street Plan or, if on a local street, to local street standards.”
- Modifications. Add the following paragraph:
 - “Application for a modification to the standards shall be made with the Planning Department before submitting a final site plan to the Codes Department. Such application shall include a plan showing building, lot, and open space layouts, any public dedications and reservations as required by the Major and Collector Street Plan, and the provisions of the base zoning requirements requested to be modified.”

FURTHER WORK

Following adoption of the RN and RL zoning districts, Planning staff will prepare legislation to add material standards for primary structures to RN and RL. This legislation will state that building facades shall be constructed of brick, brick veneer, stone, cast stone, cementitious siding, and glass, or materials substantially similar in form and function. To comply with state law, this will include two ordinances: a change to the RN and RL districts and an accompanying ordinance to enact the material requirements.

STAFF RECOMMENDATION

Staff recommends approval of substitute.

PROPOSED ORDINANCE

An ordinance to amend Title 17 of the Metropolitan Code of Laws, the Zoning Ordinance of the Metropolitan Government of Nashville and Davidson County, to modify Title 17 relative to the creation of two new zoning districts called “Residential Neighborhood” (RN) and “Residential Limited” (RL), all of which is more particularly described herein (Proposal No. 2025Z-009TX-001).

WHEREAS, the Metropolitan Government of Nashville and Davidson County is committed to expanding housing opportunities that serve a full spectrum of residents at all stages of life and income levels; and

WHEREAS, the development of new zoning districts provides a mechanism for aligning land use regulations with the NashvilleNext goals of promoting a more inclusive, diverse, and economically resilient city; and

WHEREAS, current zoning regulations may not sufficiently allow for the range of housing types needed to accommodate anticipated growth and changing household demographics; and

WHEREAS, the creation of new zoning districts can increase predictability and clarity for property owners, residents, and developers by clearly identifying areas where a variety of housing types may be appropriate and compatible with the surrounding context; and

WHEREAS, housing provision must be accompanied by appropriate design standards and compatibility considerations to ensure that new development matches neighborhood context while still meeting broader citywide goals for affordability, sustainability, and infrastructure efficiency; and

WHEREAS, public feedback and interdepartmental coordination have informed the development of new zoning districts that provide context-sensitive designs for producing more attainable housing; and

WHEREAS, the establishment of these new zoning districts represents a critical step toward implementing a comprehensive housing strategy that reflects Nashville's values of livability, inclusivity, and transparency;

NOW, THEREFORE, BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. Modify the Metro Zoning Code as shown in Exhibits A, B, C, D, and E.

Section 2. That this Ordinance shall take effect immediately after its passage and such change be published in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

SPONSORED BY:

Jennifer Gamble
Member of Council

SUBSTITUTE EXHIBIT A

Chapter 17.04: General Provisions and Definitions

Table of Contents

1. **Insert** on Table of Contents, Section 17.12.110.A in numerical order and name it "Residential Neighborhood."
2. **Insert** on Table of Contents, Section 17.12.110.B in numerical order and name it "Residential Limited."
3. **Insert** on Table of Contents, Section 17.12.120 in numerical order and name it "Building Type Supplemental Standards."
4. **Insert** on Table of Contents, Section 17.12.130 in numerical order and name it "Frontage Type Standards."

Definitions of General Terms: Section 17.04.060

5. **Insert** the following definition:

- **"Story, Half" (Syn. Attic Story). A conditioned space that rests primarily underneath the slope of the roof, usually having dormer windows. The half story is identified by the ".5" in the description of maximum height (Example: 2.5). This space shall be considered a full story when its top wall plates, on at least two opposite exterior walls, are greater than four (4) feet above the floor of such story.**

Chapter 17.08: Zoning District and Land Uses

Zoning Districts Established: Section 17.08.10.B

6. **Insert** under "3. Multi-Family Districts" as follows, and revise the other sections respectively:

- a. RN (houses, townhouses)
- b. RL (houses, townhouses, small apartment buildings)

Zoning Districts Described: Section 17.08.020.B

7. **Insert** under "3. Multifamily (RM) Districts" as follows, and revise the other sections respectively:

- a. RN Districts. Intended for residential development, generally in the form of houses or townhouses, with private or shared open space. This district is appropriate for providing lower levels of density at strategic locations in urban and suburban areas—such as in transition zones near corridors, close to community amenities like parks and schools, or in areas with good access to arterial streets. Preference is given to locations with mass transit service.
- b. RL Districts. Intended for residential development, generally in the form of houses, townhouses, or small apartment buildings, with private or shared open space. This district is appropriate for providing moderate levels of density at strategic locations close to transit corridors.

Zoning District Land Use Table: Section 17.08.030.D

8. **Insert** after "MHP" and before "SP**" the column headings "RN" and "RL," as shown in Exhibit B. Insert use permissions as shown in Exhibit B.

9. **Insert** after "Multi-Family" and before "Elderly Housing" the row headings "Single-Family – Attached Housing," "House Court," "Attached Housing Court," "Plex House," "Manor House," "Multiplex," "Courtyard Flats," and "Low-Rise Flats," as shown in Exhibit B. Insert zoning district permissions as shown in Exhibit B.

Chapter 17.12: District Bulk Regulations

District Bulk Tables: Section 17.12.020

10. **Insert** “E. Sections 17.12.110 through 17.12.130 establish the bulk requirements, permitted setback encroachments, building height controls, lot coverage, and building forms for all structures in the Residential Neighborhood and Residential Limited zoning districts.”

Other Setbacks: Section 17.12.040

11. **Insert** in Section 17.12.040.E.1.a after “Accessory buildings” “outside of the RN and RL zoning districts.”

Building Height Controls: Section 17.12.060

12. **Insert** in Section 17.12.060.A after “this section” “or as permitted within the RN or RL zoning districts.”
13. **Insert** in Section 17.12.060.B after the first sentence “Standards not applicable in RN and RL zones.”
14. **Insert** in Section 17.12.060.C after the first sentence “Standards not applicable in RN and RL zones.”

Single-Family Cottage Developments: Section 17.12.100

15. **Insert** in Section 17.12.100.A after the last sentence “See Sections 17.12.110 through 17.12.130 for cottage development standards within the RN and RL zoning districts.”

Residential Neighborhood, Residential Limited, and Administration: Sections 17.12.110.A, 17.12.110.B, and 17.12.110.C

16. **Delete** Section 17.12.110 in its entirety and insert Exhibit C as “Section 17.12.110.A Residential Neighborhood,” “Section 17.12.110.B Residential Limited,” and “Section 17.12.110.C Administration” with the following language:

“Section 17.12.110.A Residential Neighborhood, Section 17.12.110.B Residential Limited, and Section 17.12.110.C Administration adopted

The metropolitan government adopts Section 17.12.110.A, Section 17.12.110.B, and Section 17.12.110.C to be applicable throughout the metropolitan government. A copy of such standards is attached to the ordinance codified in this section and made a part hereof, the same as if copied verbatim herein.”

Building Type Supplemental Standards: Section 17.12.120

17. **Insert** Exhibit D as “Section 17.12.120 Building Type Supplemental Standards” with the following language:

“Section 17.12.120 Building Type Supplemental Standards adopted

The metropolitan government adopts Section 17.12.120 to be applicable throughout the metropolitan government. A copy of such standards is attached to the ordinance codified in this section and made a part hereof, the same as if copied verbatim herein.”

Frontage Type Standards: Section 17.12.130

18. **Insert** Exhibit E as “Section 17.12.130 Frontage Type Standards” with the following language:

“Section 17.12.130 Frontage Type Standards adopted

The metropolitan government adopts Section 17.12.130 to be applicable throughout the metropolitan government. A copy of such standards is attached to the ordinance codified in this section and made a part hereof, the same as if copied verbatim herein.”

Chapter 17.16: Land Use Development Standards

Residential Uses: Section 17.16.030

19. **Insert** in Section 17.16.030.G.2 at the end of the sentence “or Section 17.12.110, as applicable.”
20. **Insert** in Section 17.16.030.G.4 at the end of the sentence “or Section 17.12.110, as applicable.”
21. **Insert** in Section 17.16.030.G.7.d after the last sentence “Within the RN and RL zoning districts, the standards of Section 17.12.110 shall control height.”
22. **Insert** in Section 17.16.030.G.7.e after the last sentence “Within the RN and RL zoning districts, the standards of Section 17.12.110 shall control height.”

Chapter 17.20: Parking Loading and Access

Article I. General Provisions

23. **Insert** in section 17.20.020 (Applicability) “D. For properties zoned RN or RL district, see Section 17.12.110 for additional parking dimensional standards.”

Chapter 17.24: Landscaping, Buffering and Tree Requirements

Table of Landscape Buffer Yard Requirements: Section 17.24.230

24. **Insert** “RN²” after CN-A-NS but before MUN within column 4.
25. **Insert** “RL²” after CS-A-NS but before MUL within column 5.
26. **Insert** “RN²” after CN-A-NS but before MUN within row 4.
27. **Insert** “RL²” after CS-A-NS but before MUL within row 5.
28. **Insert** in the notes to the table “**Note 2:** per district standards, these apply only to Townhouse Court, Manor House, Multiplex, Low-rise Courtyard, and Low-rise Flats”

Chapter 17.40: Administration and Procedures

Limits to Jurisdiction: Section 17.40.340.B

29. **Insert** under "Zoning Districts":

"RN"

"RL"

Hannah Davis reviewed the 2021 Affordable Housing Task Force Priority Recommendations and the 2025 Unified Housing Strategy.

Mr. Claxton presented the staff report with the recommendation to approve with a substitute.

Mr. Henley stated his recusal for Items 1, 14, and 15.

Ms. Allen moved, and Ms. Dundon seconded the motion to reopen the Public Hearing.

Councilmember Gamble spoke in favor of the application.

Doug Sloan, spoke in favor of the application.

Josh Hasten, spoke in favor of the application.

Mannon Hall, spoke in favor of the application.

Marymount Mafasley, spoke in favor of the application.

Michael Cole, spoke in opposition to the application.

Melissa Lockheart, spoke in opposition to the application.

Wayne Underhill, spoke in opposition to the application.

Lindy Ferris, spoke in opposition to the application.

Susette Crutchfield, spoke in opposition to the application.

Antonette Olison, spoke in opposition to the application.

Chris Rimkkey, spoke in opposition to the application.

No name given, spoke in opposition to the application.

No name given, spoke in opposition to the application.

Rachel Gladstone, spoke in opposition to the application.

Councilmember Druffel spoke in opposition to the application.

Councilmember Gamble spoke in rebuttal.

Chair Adkins closed the Public Hearing.

Vice Chair Farr thanked the staff for their work on this project. She stated she is in support of this application. Vice Chair Farr requested that Mr. Claxton go over next steps.

Mr. Claxton explained the framework, next steps, and future opportunities for community engagement.

Ms. Kempf suggested that it would be helpful to gather advice and structure from Council, who would ultimately be making the mapping decisions.

Vice Chair Farr stated she fully supports staff recommendation.

Ms. Dundon stated she believes it's a good thing there will be more steps involved before everyone decides where this applies.

Vice Chair Farr moved, and Mr. Marshall seconded the motion to approve with a substitute ordinance. (8-0-1)

Resolution No. RS2025-212

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-009TX-001 is approved with a substitute ordinance. (8-0-1)

**2. 2025Z-006TX-001
COMMERCIAL COMPATIBILITY OVERLAY
BL2025-909
Council District: Countywide
Staff Reviewer: Dustin Shane**

A request to amend Chapters 17.08, 17.36, and 17.40 of the Metropolitan Code pertaining to creating a Commercial Compatibility Overlay district.

Staff Recommendation: Disapprove the bill as filed and approve a substitute ordinance.

APPLICANT REQUEST

Amend the Zoning Code to create a Commercial Compatibility Overlay District.

PROPOSED AMENDMENTS TO TITLE 17

The bill as filed would amend Title 17 of the Metropolitan Code of Laws by creating a Commercial Compatibility Overlay (CCO) district. The overlay district excludes certain uses and adds conditions to several automobile- and nightlife-related uses to ensure operational and aesthetic compatibility between these commercial uses and adjacent residential uses. Staff is recommending approval of a substitute to permit the uses listed as prohibited in the original bill with conditions and to modify the proposed standards. The substitute retains commercial vitality by permitting a fuller range of corridor uses while still addressing residential compatibility through spacing, screening, and more limited operational restrictions.

The proposed changes of the original bill as filed are shown below (new text in underline):

Section 1. That the Zoning District Land Use Table in Section 17.08.030 is amended as shown in Exhibit A.

Section 2. That Chapter 17.36 of the Metropolitan Code is hereby amended by creating Article XVIII – Commercial Compatibility Overlay, and adding the following Section 17.36.740 (Purpose and intent):

The commercial compatibility overlay district provides prohibitions and regulations on certain non-residential uses in close proximity to residential lots to create a commercial development pattern that is compatible and harmonious with adjacent residential neighborhoods.

Section 3. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.750 (Overlay designation):

A commercial compatibility overlay district shall be created according to the procedures of Chapter 17.40, Article III and depicted as a geographical area on the official zoning map.

Section 4. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.760 (Permitted land uses):

The range of land uses permitted within a commercial compatibility overlay district shall be those permitted by the underlying zoning district(s) as established by the zoning district land use table of Section 17.08.030 with the exception that alternative financial services, automobile repair, beer and cigarette market, car wash, and liquor sales uses shall be prohibited.

Section 5. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.770 (Variation of conventional land use development standards):

Variations to the conventional land use development standards are:

A. Automobile convenience uses are subject to the following conditions:

1. All standards and conditions of Section 17.16.070, Subsection D shall apply except for Subsections D.3 and D.5.

2. There shall be no more than four gasoline pumps per establishment

3. No car wash shall be permitted.

4. No equipment rental shall be permitted.

5. No automobile convenience use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM.

B. Automobile parking uses are subject to the following conditions:

1. Chain link fence, barbed wire, razor wire or similar fencing shall be prohibited.

2. No inoperable vehicles shall be stored on the premises overnight.

3. The parking area shall be fully screened from adjacent parcels zoned RS, R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.

C. Automobile service uses are subject to the following conditions:

1. Chain link fence, barbed wire, razor wire or similar fencing shall be prohibited.

2. Outdoor storage or outdoor display of product shall be prohibited.

3. Service doors shall be oriented away from any parcel that contains a residential dwelling unit.

4. No vehicles (operable or inoperable) shall be stored on the premises overnight.

5. No automobile service use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM.

D. Bar or nightclub uses are subject to the following conditions:

1. All standards and conditions of Section 17.16.070, Subsection G shall apply.

2. No outdoor service or seating areas shall be permitted. All functions of the use shall be fully contained within a building.

3. No outdoor sound amplification shall be permitted.

4. Operation of the establishment shall be prohibited between the hours of twelve a.m. and nine a.m.

5. No bar or night club use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM.

E. Club uses are subject to the following conditions:

1. Establishments shall be limited to two thousand five hundred square feet of gross floor area per establishment, with no more than one establishment per lot.

2. No outdoor service or seating areas shall be permitted. All functions of the use shall be fully contained within a building.

3. No outdoor sound amplification shall be permitted.

4. Operation of the establishment shall be prohibited between the hours of twelve a.m. and nine a.m.

5. No club use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM.

Section 6. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.780 (Commercial compatibility overlay district):

A. Application of the Commercial Compatibility Overlay District. Lots and parcels included in a district must be contiguous and located within one hundred feet of a lot or parcel zoned RS, R, or RM.

B. Eligible Zoning Districts. commercial compatibility overlay districts shall only be applicable in mixed use, office, commercial, and shopping center zoning districts.

C. Planning Commission Recommendation. The planning commission shall review a proposed commercial compatibility overlay district application for conformance with the General Plan. The planning commission shall act to recommend approval, approval with conditions, or disapproval of the application. Within ten working days of an action, the commission's resolution shall be transmitted in writing to the applicant, the metropolitan clerk, the zoning administrator, and all other appropriate governmental departments.

D. Council Consideration. The metropolitan council shall consider an ordinance establishing a commercial compatibility overlay district according to the procedures of Article III of Chapter 17.40 (Amendments). All property owners within and proximate to a proposed Commercial Compatibility Overlay district shall be notified according to the procedures of Article XV of Chapter 17.40.

E. Changes to a Commercial Compatibility Overlay District Boundary. A proposed change in the geographic boundary of a commercial compatibility overlay district on the official zoning map shall be considered by the Council according to the procedures of Article III of Chapter 17.40 (Amendments).

Section 7. Section 17.40.740.C.3 is hereby amended by deleting in its entirety and replacing with the following:

Applying the urban design overlay district, historic preservation district, neighborhood conservation district, urban zoning overlay district, contextual overlay district, corridor design overlay district, residential accessory structure overlay district, two-story residential overlay district, ~~or~~ detached accessory dwelling unit overlay district, or commercial compatibility overlay district as provided in Chapter 17.36;

ORIGINALLY FILED BILL

The proposed bill as originally filed creates a new overlay district, the Commercial Compatibility Overlay (CCO). The proposed overlay district is intended to provide prohibitions and regulations on certain non-residential uses in close proximity to residential properties to create a commercial development pattern that is compatible and harmonious with adjacent residential neighborhoods. The following uses would be prohibited in the overlay: alternative financial services, automobile repair, beer and cigarette market, car wash, and liquor sales. Other uses including clubs, bars, nightclubs, automobile services, and convenience uses would be permitted only with conditions on the hours of operation, outdoor activity, fencing, buffering, and orientation of service areas. The proposed overlay would prohibit automobile convenience, automobile service, bar or nightclub, and club uses from locating adjacent to any parcel zoned Single-Family Residential (RS), One- and Two-Family Residential (R), or Multi-Family Residential (RM).

HISTORY

The original bill passed first reading at the July 1, 2025, Council meeting. Second reading and public hearing is scheduled for October 7, 2025.

This ordinance was discussed at the Planning Commission public hearing on August 28, 2025, where it was deferred for two meetings per the MPC Rules and Procedures. The Planning Commission discussed possible amendments to the bill with Councilmember Taylor that would better accomplish the intent of the proposed overlay. Those changes have been analyzed by staff and incorporated into an updated substitute as detailed below. They include:

- Alternative financial services and beer and cigarette markets being prohibited land uses from the overlay in line with the originally proposed bill;
- Clarification added on newly required screening not conflicting with access points;
- Distance requirements added from outdoor seating to all other adjacent properties;
- Commercial amusement, inside added to the list of uses with new conditions inside the overlay;
- Downtown Code (DTC) zoning being excluded from eligibility for the new overlay; and
- Updates to applicability language that ensure the overlay can function as intended (e.g., that the distance requirements between uses are measured from any such uses existing outside the overlay as well).

ANALYSIS AND SUBSTITUTE

While the stated intent of the original ordinance to minimize conflicts between commercial and residential uses is clear, some of its particulars raise significant concerns. It prohibits entire categories of use—including alternative financial services, automobile repair, beer and cigarette markets, car washes, and liquor sales—that are otherwise permitted in commercial zoning districts. This amounts to outright elimination rather than impact mitigation. Eliminating most of these uses undermines the purpose of commercial corridors, which are intended to accommodate such uses in appropriate areas and prevent commercial encroachment into neighborhoods, as outlined in NashvilleNext.

In addition, the ordinance imposes strict conditions on bars, nightclubs, and clubs: prohibiting adjacency to residential zoning, banning outdoor seating and sound amplification, and limiting operating hours to midnight. Taken together, these requirements make it nearly impossible for such establishments to operate in many corridor settings. This conflicts with the role of bars and nightclubs in contributing to corridor vibrancy and economic activity.

Staff is recommending disapproval of the bill as filed and approval with a substitute ordinance that addresses these issues by refining the regulatory approach, resulting in a more balanced framework. The proposed substitute does this by shifting by and large from categorical elimination to context-sensitive regulation. Rather than prohibiting most of the specified uses, it introduces a 2,640-foot spacing requirement for automobile repair, car washes, and liquor sales. This is twice the typical separation distance required for similar uses outside the proposed overlay.

This ensures that such uses do not become over-concentrated while still allowing them to locate on corridors where they are intended to be located. The prohibitions on alternative financial services and beer and cigarette markets, however, are preserved with the updated substitute after discussions with Councilmember Taylor. In certain cases prohibiting certain uses that have predictably deleterious effects on neighboring properties can align with planning goals, such as in the Downtown Code (DTC) zoning district, where alternative financial services and automobile convenience uses are not permitted. As the scope of the proposed overlay is limited and only applicable to small areas of the county—specifically, smaller commercial nodes on non-arterial streets adjacent to residential areas—prohibiting these two uses within this overlay, which seeks to reduce conflicts between such commercial areas and their adjacent neighborhoods, aligns with the goals of many of the NashvilleNext policy areas that apply to these areas, such as T4 Urban Mixed Use Corridor (T4 CM). It should be noted, however, that the application of overlays that prohibit certain uses does not cancel existing instances of those uses. The existing uses are considered “existing non-conforming” uses under state law, which confers certain rights of continuance for the use even if it ceases operation for a few years.

Automobile convenience uses currently have conditions applied to them in all zoning districts. The conditions for automobile convenience include having a minimum street frontage, the location of gasoline pumps, restrictions on automatic car washes, mini-marts, outdoor speakers, trash, and vehicle sales or storage. The added conditions of this use within the proposed overlay would still apply, with the exception of some, as the proposed standards in the overlay limit certain aspects beyond the original conditions in the code today. This includes the number of gasoline pumps and prohibiting car wash, equipment rental, and automobile convenience uses; and it prohibits the use adjacent to residentially zoned properties. The proposed substitute would permit the use adjacent to residentially zoned properties with landscaping and fencing required and it would permit up to eight gasoline pumps where the filed ordinance permits four gasoline pumps.

Automobile parking and automobile service uses do not have conditions applied to them currently in the code. The proposed overlay would prohibit certain types of fencing, place prohibitions on outdoor displays, and add orientation standards for service doors. It also prohibits automobile service uses adjacent to residentially zoned parcels. Staff takes no issue with the aesthetic conditions as proposed and the substitute does not modify these. The proposed substitute does remove the prohibition of automobile service uses adjacent to residentially zoned properties and replaces it with buffer yard and screening standards. With the updates made to the substitute since the public hearing, this screening will not apply to necessary access points. The substitute also removes the condition that no vehicles (operable or inoperable) shall be stored on the premises overnight. As staff understands the intent of this use is to repair inoperable vehicles, and the current code definition of this use states that no abandoned vehicles are to be stored on the premises and includes a forty-five day maximum for serviced vehicles to remain on the premises.

For bars and nightclubs, the substitute provides more workable conditions. As proposed, no outdoor seating or service or sound amplification would be permitted, nor would bar or nightclub uses be permitted to be located on a parcel adjacent to a parcel zoned RS, R, or RM. The proposed substitute would still permit these uses adjacent to residentially zoned parcels and outdoor seating would be permitted if located at least 100 feet from residential properties and, with the updates to the substitute formulated with input from Councilmember Taylor, at least 10 feet from all other properties. Outdoor sound amplification is allowed, except between 9 p.m. and 10 a.m. These adjustments recognize the importance of outdoor activity associated with bar and nightclub uses, and supporting corridor vitality while providing meaningful protection for adjacent neighborhoods. Buffer and screening requirements further reinforce this compatibility, with enhanced buffering replacing the proposed adjacency prohibitions in the filed legislation. The proposed regulations on bars and nightclubs, and specifically regarding the prohibition of outdoor sound amplification, could be perceived as an over-regulation of live music. Providing more regulations surrounding live music and potentially to independent music venues conflicts with the recommendations provided in the Nashville Independent Venues Study to use planning and regulatory tools to support independent music venues, not hinder them.

The filed legislation also included the same prohibitions on club uses. Per discussions with the Zoning Administrator, club uses include such uses as a Moose Lodge, VFW, and the American Legion, or similar clubs. It does not include sex clubs which are a separate land use in the zoning code. Staff has concerns about prohibiting these types of third place spaces for residents. The proposed substitute applies similar limitations to the bar and nightclub uses as outlined above.

With the updates to the substitute suggested by Councilmember Taylor, commercial amusement, inside uses are added to the list of uses permitted with conditions. The conditions imposed are identical to those proposed for clubs above. The intent behind adding this use to the list of uses regulated by the overlay is to reduce conflicts between this use, which includes spaces such as wedding venues, and any adjacent one- or two-family residential uses.

Finally, the substitute limits the scope of the overlay itself, applying it only to parcels along collector avenues as identified in the Major and Collector Street Plan (MCSP) or local streets, with a maximum of 50 total acres. This road designation and acreage cap ensure that the tool is applied narrowly and in appropriate contexts where smaller-scale neighborhood commercial nodes are adjacent to residential neighborhoods, thus preventing broad or

unintended application. The updated substitute also clarifies that the overlay cannot be used within the Downtown Code (DTC) zoning district, where a much more intense mixed use environment is permitted that would be incompatible with the strict controls proposed by this overlay.

ZONING ADMINISTRATOR RECOMMENDATION

No exception taken.

FISCAL IMPACT RECOMMENDATION

There is no fiscal impact identified with this rezoning.

COUNCIL

The proposed amendment passed first reading at the July 1, 2025, Council meeting. The Council sponsor deferred the Council public hearing to the October 7, 2025, meeting, in order to receive the Planning Commission's recommendation prior to the public hearing.

MPC RULES AND PROCEDURES/TEXT AMENDMENT REVIEW PROCESS

The Planning Commission adopted amended Rules and Procedures (Section VIII. D) on October 24, 2024, requiring zoning text amendments to go through a two-step process at the Planning Commission to allow a public hearing at the first meeting where it is considered, then a deferral of two regularly scheduled meetings (four weeks), and then final consideration at a second meeting.

This item was deferred to the September 25, 2025, Planning Commission meeting per MPC Rules and Procedures following a public hearing at the August 28, 2025, meeting. At that meeting, no members of the public spoke on this amendment, and the Commission asked clarifying questions of staff. Councilmember Taylor, the sponsor of the legislation, provided additional comments at that meeting and to staff afterwards that resulted in updates to the substitute, which are reflected below. Additional changes were also made to some of the standards after conversations with the Zoning Administrator to ensure that the overlay would function as intended.

STAFF RECOMMENDATION

Staff recommends disapproval of the bill as filed and recommends approval with a substitute ordinance.

SUBSTITUTE ORDINANCE NO. BL2025-909

An ordinance amending Chapters 17.08, 17.36, and 17.40 of the Metropolitan Code pertaining to creating a Commercial Compatibility Overlay district (Proposal No. 2025Z-006TX-001).

NOW, THEREFORE, BE IT ENACTED BY THE COUNTY OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That the Zoning District Land Use Table in Section 17.08.030 is amended as shown in Exhibit A.

Section 2. That Chapter 17.36 of the Metropolitan Code is hereby amended by creating Article XVIII – Commercial Compatibility Overlay, and adding the following Section 17.36.740 (Purpose and intent):

The commercial compatibility overlay district provides prohibitions and regulations on certain non-residential uses along collector and local streets in close proximity to residential lots to create a commercial development pattern that is compatible and harmonious with adjacent residential neighborhoods.

Section 3. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.750 (Overlay designation):

A commercial compatibility overlay district shall be created according to the procedures of Chapter 17.40, Article III and depicted as a geographical area on the official zoning map.

Section 4. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.760 (Permitted land uses):

The range of land uses permitted within a commercial compatibility overlay district shall be those permitted by the underlying zoning district(s) as established by the zoning district land use table of Section 17.08.030 with the exception that alternative financial services, ~~automobile repair, and~~ beer and cigarette market, ~~car wash, and liquor sales~~ uses shall be prohibited. The locations of automobile repair, car wash, and liquor sales shall be subject to a 2,640-linear foot distance requirement from the property line of any other property upon which the same use is located. Such uses newly proposed in a commercial compatibility overlay district shall be subject to the above distance requirements from any such uses currently existing both inside and outside of a commercial compatibility overlay.

Section 5. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.770 (Variation of conventional land use development standards):

Variations to the conventional land use development standards are:

A. Automobile convenience uses are subject to the following conditions:

1. All standards and conditions of Section 17.16.070, Subsection D shall apply except for Subsections D.3 and D.5.
2. There shall be no more than ~~four~~ eight gasoline pumps per establishment
3. No car wash shall be permitted.
4. No equipment rental shall be permitted.
5. ~~No automobile convenience use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM. Except for access points, the use shall be fully screened from adjacent parcels zoned RS, R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.~~

B. Automobile parking uses are subject to the following conditions:

1. Chain link fence, barbed wire, razor wire or similar fencing shall be prohibited.
2. No inoperable vehicles shall be stored on the premises overnight.
3. ~~Except for access points, the~~ parking area shall be fully screened from adjacent parcels zoned RS, R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.

C. Automobile service uses are subject to the following conditions:

1. Chain link fence, barbed wire, razor wire or similar fencing shall be prohibited.
2. Outdoor storage or outdoor display of product shall be prohibited.
3. Service doors shall be oriented away from any parcel that contains a residential dwelling unit.
4. ~~No vehicles (operable or inoperable) shall be stored on the premises overnight.~~
5. ~~No automobile service use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM. Except for access points, the use shall be fully screened from adjacent parcels zoned RS, R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.~~

D. Bar or nightclub uses are subject to the following conditions:

1. All standards and conditions of Section 17.16.070, Subsection G shall apply.
2. ~~No outdoor service or seating areas shall be permitted. All functions of the use shall be fully contained within a building. Outdoor service or seating areas must be at least 100 feet from the nearest property line of any parcel that contains a residential use zoned RS or R and 10 feet from the nearest property line of any other parcel.~~
3. ~~No outdoor sound amplification shall be permitted.~~ Outdoor sound amplification is not permitted between the hours of nine p.m. and ten a.m.
4. Operation of the establishment shall be prohibited between the hours of twelve a.m. and nine a.m.
5. ~~No bar or night club use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM. Except for access points, the use shall be fully screened from adjacent parcels zoned RS, R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.~~

E. Club uses are subject to the following conditions:

1. ~~Establishments shall be limited to two thousand five hundred square feet of gross floor area per establishment, with no more than one establishment is permitted per lot.~~
2. ~~No outdoor service or seating areas shall be permitted. All functions of the use shall be fully contained within a building. Outdoor service or seating areas must be at least 100 feet from the nearest property line of any parcel that contains a residential use zoned RS or R and 10 feet from the nearest property line of any other parcel.~~

~~3.No outdoor sound amplification shall be permitted.~~ Outdoor sound amplification is not permitted between the hours of nine p.m. and ten a.m.

4.Operation of the establishment shall be prohibited between the hours of twelve a.m. and nine a.m.

~~5.No club use shall be located on a parcel adjacent to a parcel zoned RS, R, or RM. Except for access points, the use shall be fully screened from adjacent parcels zoned RS, or R, or RM by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.~~

F.Commercial amusement, inside uses are subject to the following conditions:

1.No more than one establishment is permitted per lot.

2.Outdoor service or seating areas must be at least 100 feet from the nearest property line of any parcel zoned RS or R and 10 feet from the nearest property line of any other parcel.

3.Outdoor sound amplification is not permitted between the hours of nine p.m. and ten a.m.

4.Operation of the establishment shall be prohibited between the hours of twelve a.m. and nine a.m.

5.Except for access points, the use shall be fully screened from adjacent parcels zoned RS or R by an appropriate buffer yard as determined by Table 17.24.230 and an eight-foot tall opaque fence or masonry wall.

Section 6. That Chapter 17.36 of the Metropolitan Code is hereby amended by adding the following Section 17.36.780 (Commercial compatibility overlay district):

A.Application of the Commercial Compatibility Overlay District. Lots and parcels included in a district must have some portion of their frontage along one or more collector avenues as identified in the Major and Collector Street Plan or along one or more local streets, be contiguous, and be located within one hundred feet of a lot or parcel zoned RS, R, or RM. Each district shall consist of no more than fifty total acres.

B.Eligible Zoning Districts. Commercial compatibility overlay districts shall only be applicable in mixed use, office, commercial, and shopping center zoning districts. Commercial compatibility overlay districts shall not be applicable to the DTC zoning district.

C.Planning Commission Recommendation. The planning commission shall review a proposed commercial compatibility overlay district application for conformance with the General Plan. The planning commission shall act to recommend approval, approval with conditions, or disapproval of the application. Within ten working days of an action, the commission's resolution shall be transmitted in writing to the applicant, the metropolitan clerk, the zoning administrator, and all other appropriate governmental departments.

D.Council Consideration. The metropolitan council shall consider an ordinance establishing a commercial compatibility overlay district according to the procedures of Article III of Chapter 17.40 (Amendments). All property owners within and proximate to a proposed Commercial Compatibility Overlay district shall be notified according to the procedures of Article XV of Chapter 17.40.

E.Changes to a Commercial Compatibility Overlay District Boundary. A proposed change in the geographic boundary of a commercial compatibility overlay district on the official zoning map shall be considered by the Council according to the procedures of Article III of Chapter 17.40 (Amendments).

Section 7. Section 17.40.740.C.3 is hereby amended by deleting in its entirety and replacing with the following:

Applying the urban design overlay district, historic preservation district, neighborhood conservation district, urban zoning overlay district, contextual overlay district, corridor design overlay district, residential accessory structure overlay district, two-story residential overlay district, detached accessory dwelling unit overlay district, or commercial compatibility overlay district as provided in Chapter 17.36;

Section 8. The Metropolitan Clerk is directed to publish a notice announcing such change in a newspaper of general circulation within five days following final passage.

Section 9. This Ordinance shall take effect upon publication of above said notice announcing such change in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

Disapprove the bill as filed and approve a substitute ordinance. (9-0)

Resolution No. RS2025-213

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-006TX-001 is disapproved as the bill is filed and approved with a substitute ordinance. (9-0)

3. 2025Z-008TX-001
ELECTRIC VEHICLE CHARGING STATIONS
BL2025-958
Council District: Countywide
Staff Reviewer: Dustin Shane

A request to amend Title 17 of the Metropolitan Code of Laws, to add a new “Electric Vehicle Charging Facility” use and related definitions and conditions to the Zoning Code.

Staff Recommendation: Approve.

APPLICANT REQUEST

Amend the Zoning Code pertaining to electric vehicle charging facilities.

PROPOSED AMENDMENT TO TITLE 17

The bill, as filed, would amend Title 17 of the Metropolitan Code of Laws to add “Electric Vehicle Charging Facility” as a use defined by Code and permit the use with conditions in certain zoning districts. It would also add definitions to Chapter 17.04 of various terms related to electric vehicle (EV) charging facilities.

Currently, Title 17 of the Code (Zoning) does not define EV charging stations or make reference to them as a use permitted within any zoning district. EV charging infrastructure is, however, mentioned in Title 12 of the Code (Traffic and Parking), wherein parking spaces that feature charging infrastructure are mentioned. This is only in reference to such charging infrastructure being installed within an “Automobile Parking” use, which is a defined use in Title 17. The proposed amendment concerns EV charging stations as a standalone use, with their appurtenant infrastructure and site design needs, rather than the incidental charging equipment customarily found within an Automobile Parking use.

ANALYSIS

The proposed text amendment would define and regulate “Electric Vehicle Charging Facilities” (EVCFs) as a land use within Title 17. The amendment includes new definitions for “Electric Vehicle,” “Electric Vehicle Charging Facility,” and “Electric Vehicle Supply Equipment;” establishes zoning districts in which the use is permitted with conditions; and outlines screening and lighting standards to mitigate potential impacts near residentially zoned properties.

This amendment supports the goals of the NashvilleNext General Plan, including the advancement of sustainable transportation infrastructure and the accommodation of emerging technologies in a way that is sensitive to surrounding residential development. The proposed ordinance promotes these goals through the following mechanisms:

- Vehicle class limitation: the definition of an EV limits eligible vehicles to those no larger than Class 2 per the Federal Highway Administration. This restriction effectively excludes larger commercial trucks and ensures that the intended use remains consistent with private and light-duty fleet charging. By excluding heavy-duty vehicles, the amendment reduces the potential for traffic, noise, and visual impacts that may be incompatible with surrounding land uses, particularly in mixed-use or corridor-adjacent areas.
- Clear use definition: the proposed definition of an EVCF provides clarity and predictability by delineating the specific components permitted within such a facility, including allowable infrastructure, circulation areas, and accessory uses. It also explicitly excludes more intensive or unrelated uses such as car washes, automobile repair, or service stations. This distinction helps avoid unintended land use conflicts and preserves the integrity of zoning categories and their intended character.
- Appropriate zoning and location context: the amendment permits EVCFs with conditions in a range of commercial and industrial zoning districts—specifically Commercial Service (CS), Commercial Attraction (CA), Commercial Core Frame (CF), Shopping Center Community (SCC), Shopping Center Regional (SCR), Industrial Warehousing/Distribution (IWD), Industrial Restrictive (IR), and Industrial General (IG). These zoning districts are primarily located along commercial corridors and within employment centers, aligning with planning policies that encourage the provision of services (such as EV charging) to be located in highly accessible areas. This siting approach ensures that EVCFs are integrated into the transportation network where demand is highest while minimizing impacts to lower-intensity residential neighborhoods.
- Context-sensitive site standards: the proposed screening and lighting standards are appropriately scaled to the facility’s proximity to residential zoning. Where an EVCF is adjacent to a residential district, enhanced screening is required, consisting of a D-5 landscape buffer. A six-foot-tall opaque fence or wall is required for facilities within 100 feet of residentially zoned properties. Lighting must comply with general lighting standards and be directed away from nearby residences when located within 100 feet of a residential district. These performance-based conditions are intended to protect residential character while allowing complementary non-residential uses development nearby.

Overall, the proposed text amendment provides a balanced regulatory framework that enables the expansion of EV infrastructure while safeguarding residential areas and clarifying permissible uses. Staff finds that the amendment is consistent with NashvilleNext and recommends approval.

FISCAL IMPACT RECOMMENDATION

There is no fiscal impact identified with this rezoning.

COUNCIL

The proposed amendment passed first reading at the August 5, 2025, Council meeting. The Council sponsor deferred the Council public hearing to the October 7, 2025, meeting, in order to receive the Planning Commission's recommendation prior to the public hearing at council.

MPC RULES AND PROCEDURES/TEXT AMENDMENT REVIEW PROCESS

The Planning Commission adopted amended Rules and Procedures (Section VIII. D) on October 24, 2024, requiring zoning text amendments to go through a two-step process at the Planning Commission to allow a public hearing at the first meeting where it is considered, then a deferral of two regularly scheduled meetings (four weeks), and then final consideration at a second meeting.

This item was deferred to the September 25, 2025, Planning Commission meeting per MPC Rules and Procedures following a public hearing at the August 28, 2025, meeting. At that meeting, no members of the public spoke on this amendment, and the Commission asked clarifying questions of staff. The discussion mainly addressed current EV charging as an accessory use to a stand alone parking lot and how this text amendment would change this. Staff explained that charging infrastructure is currently permitted as an accessory use within the Automobile Parking use, and that this text amendment will not change or affect that practice. Rather, EV charging stations as a standalone use will now be regulated by the Code.

STAFF RECOMMENDATION

Staff recommends approval of the bill as filed.

ORDINANCE NO. BL2025-958

An ordinance amending Title 17 of the Metropolitan Code of Laws, to add a new “Electric Vehicle Charging Facility” use and related definitions and conditions to the Zoning Code (Proposal No. 2025-008TX-001).

BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That Section 17.04.060 of the Metropolitan Code is hereby amended by adding the following new definitions:

"Electric vehicle" or "EV" means an automotive-type vehicle for on-road use that is no larger than a Class 2 vehicle according to the Federal Highway Administration, such as passenger automobiles, trucks, vans, neighborhood electric vehicles, and electric motorcycles, primarily powered by an electric motor that draws current from a rechargeable storage battery, fuel cell, photovoltaic array, or other source of electric current. Plug-in hybrid electric vehicles (PHEV) are electric vehicles having a second source of motive power. It does not include golf carts, electric scooters, electric bicycles, or other micromobility devices.

"Electric Vehicle Charging Facility" means a site or facility whose principal use is the charging of electric vehicles (EVs). This use may include:

1. Electric vehicle supply equipment (EVSE) for Electric Vehicles
2. Associated infrastructure such as transformers, switchgear, utility interconnection equipment, and battery energy storage systems;
3. Queuing areas, drive aisles, and circulation space for vehicles;
4. Accessory buildings used solely for staff support, such as restrooms, utility closets, and break areas;
5. Fencing, lighting, and security infrastructure;
6. Optional integration of renewable energy systems such as solar canopies and batteries;
7. Continuous operations; 24 hours a day, seven days a week.

This shall not include the following uses: “automobile repair,” “automobile service,” “automobile convenience,” and “car wash.”

"Electric Vehicle Supply Equipment" or "EVSE" means the device or system designed and used for transferring electric energy to a plug-in electric vehicle, including all components such as connectors, conductors, enclosures, associated equipment, and related infrastructure that delivers electricity from the source to the vehicle.

Section 2. That Section 17.08.030 of the Metropolitan Code is hereby amended by adding "Electric Vehicle Charging Facility" as a commercial use permitted with conditions (PC) in the CS, CA, CF, SCC, SCR, IWD, IR, and IG zoning districts.

Section 3. That Section 17.16.070 of the Metropolitan Code is hereby amended by adding the following as a new Subsection M and redesignating the existing Subsection M and subsequent subsections:

M. Electric Vehicle Charging Facility.

1. Screening. Where such facilities are located on a lot adjacent to a residential zone district, there shall be screening in the form of a landscape buffer yard Standard D-5 applied along common property lines. If located within 100 feet of a residential zone district, there shall be screening with an opaque fence or wall a minimum of six feet in height.
2. Lighting. Exterior lighting shall comply with the standards set forth in Section 17.28.100. In addition, if located within 100 feet of a residential zone district, exterior lighting shall be directed away from adjacent properties.

Section 4. The Metropolitan Clerk is directed to publish a notice announcing such change in a newspaper of general circulation within five days following final passage.

Section 5. This Ordinance shall take effect upon publication of the above said notice, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

INTRODUCED BY:

Jennifer Gamble
Sean Parker
Members of Council

Approve. (9-0)

Resolution No. RS2025-214

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-008TX-001 is approved. (9-0)

- 4. 2025SP-009-001**
1004 & 1104 CASS STREET
Council District: 02 (Kyonzté Toombs)
Staff Reviewer: Jeremiah Commey

A request to rezone from R6 to SP zoning for properties located at 1004 and 1104 Cass Street, at the northwest corner of Cass Street and Owen Street, (0.38 acres), to permit eight multi-family residential units, requested by Dale & Associates, applicant; Ludie Lou Holdings, LLC and Charles Carney, owners.

Staff Recommendation: Defer indefinitely.

The Metropolitan Planning Commission deferred 2025SP-009-001 indefinitely. (9-0)

- 5. 2025SP-036-001**
14768 OLD HICKORY BLVD
Council District: 31 (John Rutherford)
Staff Reviewer: Savannah Garland

A request to rezone from AR2a to SP for property located at 14768 Old Hickory Blvd, approximately 3,275 ft south of Bell Rd, (20.24 acres), to permit 135 multi-family residential units, requested by Dale & Associates, applicant; Linda Pratt, owner.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2025SP-036-001 to the October 23, 2025, Planning Commission meeting. (9-0)

6. 2024S-139-001
SHULAR CLARKSVILLE HIGHWAY
Council District: 01 (Joy Kimbrough)
Staff Reviewer: Laszlo Marton

A request for concept plan approval to create 80 residential lots on property located at Clarksville Pike (unnumbered) approximately 575 feet south of Lloyd Road, zoned RS15 (34.83 acres) and located in the Whites Creek at Lloyd Road Urban Design Overlay District, requested by Fulmer Lucas Engineering, applicant; Shular Tennessee Holding Company, LLC, owner.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2024S-139-001 to the October 23, 2025, Planning Commission meeting. (9-0)

7. 2025S-146-001
LOT 3, CLINTON SUBDIVISION
Council District: 20 (Rollin Horton)
Staff Reviewer: Savannah Garland

A request to amend a previously recorded plat to remove setbacks on property located at 600 A Croley Drive, at the corner of Ivy Street and Croley Drive, zoned R8 (0.19 acres), requested by Progressive Development LLC, applicant; Midtown Realty, LLC, owner.

Staff Recommendation: Approve with conditions.

APPLICANT REQUEST

Request for plat amendment to remove previously platted setbacks.

Plat Amendment

A request to amend a previously recorded plat to remove setbacks on property located at 600 A Croley Drive, at the corner of Ivy Street and Croley Drive, zoned One and Two-Family residential (R8) (0.19 acres).

SITE DATA AND CONTEXT

Location: The site consists of one lot located on the corner of Croley Drive and Ivy Street, approximately 558 feet west of Charlotte Park.

Street Type: The site has frontage on Croley Drive and Ivy Street, both of which are local streets.

Approximate Acreage: 0.19 acres or approximately 8,677 square feet.

Parcel/Site History: The site consists of one existing lot, Lot 3 Clinton Subdivision, platted in 1980 (Book 5190, Page 451).

Zoning History: The property has been One and Two-Family Residential (R8) since 1974.

Existing Land Use: The lot has been developed with a single-family residence.

Surrounding Land Use and Zoning:

- North: One and Two-Family Residential (R8), Specific Plan (SP), Multi-Family Residential (RM20 and RM15-A)
- South: One and Two-Family Residential (R8 and R10)
- East: One and Two-Family Residential (R8), Specific Plan (SP), Charlotte Park
- West: One and Two-Family Residential (R8 and R10)

Zoning: One and Two-Family Residential (R8)

Minimum lot size: 8,000

Maximum Building coverage: 0.45

Minimum rear setback: 20 feet

Minimum side setback: 5 feet

Maximum height: 3 stories

Minimum street setback: Contextual per Code on Croley Drive. 10 feet on Ivy Street

PROPOSAL DETAILS

The amendment proposes to remove the previously platted setbacks along both streets. With the original plat, a setback line of 20 feet was shown along Croley Drive and a setback line of 20 feet was shown along Ivy Street. This amendment would remove the platted setbacks on both streets. With the removal of the platted setbacks, setback determinations will be made by Codes at the time of building permit. If Codes were to use the standard setback of the Zoning Code, it would be 10 feet on Ivy Street and the contextual setback on Croley Drive.

HISTORY

This case was presented at the September 11, 2025, Planning Commission meeting where a public hearing was held and closed. Issues discussed were related to sight distance and traffic safety concerns. The case was deferred to give the applicant an opportunity to engage with their neighbors.

PLANNING STAFF COMMENTS

The application for a subdivision plat amendment includes the requirement to provide letters from adjacent property owners indicating their approval of the proposed amendment. In cases where these letters have not been provided, the applicant may seek approval from the Planning Commission, which is why this application is appearing before the Commission.

The amendment proposes to remove the existing setback lines on the previously recorded plat. Setbacks are typically defined in the bulk standards for each zoning district; however, it is not uncommon for older plats to have platted setbacks. Today, Planning does not typically plat setbacks unless there is a unique circumstance. Setbacks will typically be determined by the Codes department at the time of building permit.

On the property, which is zoned R8, a minimum 20-foot front setback would be required. However, for single- and two-family developments, Metro Codes will typically apply what is referred to as a contextual setback. This is calculated by taking the average of the four nearest single-family or two-family houses on the same block face oriented to same street. On Croley Drive, the contextual setback would be about 33 feet. Today the building is set back 28 feet from Croley Drive. Because this is a corner lot, the R8 required 20-foot setback would also be applied to the frontage on Ivy Drive. This frontage would not be required to meet the contextual setback as it is not considered the front of the property. It is permitted to reduce the setback by half of the required Zoning Code standard, resulting in a 10-foot required setback on Ivy Street.

With any future building permits, Metro Codes and other agencies would determine compliance with setbacks and the other Code requirements such as bulk standards, Impervious Surface Ratio (ISR), and any other development standards. Nashville Department of Transportation (NDOT) will also review sight distance and driveway locations once building permits are pulled. Planning staff finds no issue with the removal of the platted setback lines as shown on the exhibit.

COMMENTS FROM OTHER REVIEWING AGENCIES

FIRE MARSHAL RECOMMENDATION

Approve

STORMWATER RECOMMENDATION

Approve

NASHVILLE DOT RECOMMENDATION

Approve

TRAFFIC AND PARKING RECOMMENDATION

Approve

WATER SERVICES RECOMMENDATION

Approve

STAFF RECOMMENDATION

Staff recommends approval with conditions.

CONDITIONS

1. The exhibit must be recorded by the applicant at the Register of Deeds prior to issuance of building permits.
2. This application is for an amendment and does not void and vacate any previous recordings.

Approve with conditions. (9-0)

Resolution No. RS2025-215

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025S-146-001 is approved with conditions. (9-0)

CONDITIONS

1. The exhibit must be recorded by the applicant at the Register of Deeds prior to issuance of building permits.
2. This application is for an amendment and does not void and vacate any previous recordings.

8. 154-73P-001

THIENEMAN TOWNHOMES (AMENDMENT)

Council District: 12 (Erin Evans)

Staff Reviewer: Matt Schenk

A request to amend a portion of a Planned Unit Development Overlay District on property located at Old Hickory Boulevard (unnumbered), at the southwest corner of Rockwood Drive and Hermitage Woods Drive, zoned RM9 (3.32 acres), to permit 14 multi-family residential units, requested by Ingram Civil Engineering, applicant; Gordon McCammon, owner.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 154-73P-001 to the October 23, 2025, Planning Commission meeting. (9-0)

9. 2025DTC-015-001

319 PEABODY ST

Council District: 19 (Jacob Kupin)

Staff Reviewer: Emily Lange

A request for an overall height modification approval to permit 53 story hotel and condominium tower on property located at 319 Peabody Street, approximately 471 feet north of Lea Avenue, zoned DTC (0.35 acres), within the Rutledge Hill Redevelopment District, requested by 319 Peabody LLC, applicant; Spencer Wang, owner.

Staff Recommendation: Approve with conditions or defer without all conditions.

APPLICANT REQUEST

Modification of overall height standards of the DTC, Lafayette Subdistrict, to allow fifty-three stories of building height where eight are permitted by-right and eighteen are allowed with bonus height.

DTC Overall Height Modification

A request for an overall height modification approval to permit 53 story hotel and condominium tower on property located at 319 Peabody Street, approximately 471 feet north of Lea Avenue, zoned DTC, within the Rutledge Hill Redevelopment District (0.35 acres).

Existing Zoning

Downtown Code (DTC) is the underlying base zoning and is designed for a broad range of residential and non-residential activities associated with an economically healthy, socially vibrant, and sustainable Downtown.

PROJECT OVERVIEW

This project is located south of Peabody Street, with 4th Avenue South to the west, Almond Street to the east, and Alley #131 to the south. The proposal is for a mixed-use development consisting of 104 condominium units, 405 hotel rooms, 10,910 square feet of retail/restaurant space, and 400 parking spaces across five levels of underground parking. A covered pedestrian arcade connects 4th Avenue South and Almond Street through the middle of the site.

PLAN DETAILS

The project site has frontage on three streets, 4th Avenue South (primary street), Peabody Street (tertiary street) and Almond Street (tertiary street). Pedestrian entrances to the hotel and residences are located on 4th Avenue South, Peabody Street, and the arcade, while entrances to the retail spaces are located on both sides of the arcade with one entrance facing Almond Street. The building's underground parking is accessed from Alley #131, and the loading dock entrance is located on Almond Street. Frontage on Peabody Street includes a porte cochere, which handles the drop-off sequence for the hotel and residences.

OVERALL HEIGHT MODIFICATION PROCESS

The process for an Overall Height Modification is outlined in the DTC as follows:

- 1) The Executive Director of the Planning Department shall determine whether the development has made reasonable efforts to pursue all appropriate bonuses available in the Bonus Height Program.*
- 2) The applicant shall hold a community meeting providing notices to all property owners within 300 feet.*
- 3) The Planning Commission shall review the modification request and may grant additional height for exceptional design, including but not limited to unique architecture, exceptionally strong streetscape, contribution to the skyline, improvement of the project's relationship to surrounding properties, and improvement to the character of the neighborhood. In some instances, consideration may be given where a project results in implementation of significant community improvements (e.g. quality open space, upgrading public infrastructure, or others determined by the policies of Metro departments) and/or contributes to the implementation of community improvements determined by the policies of Metro departments.*

OVERALL HEIGHT MODIFICATION ANALYSIS

Bonus Height Program

A Determination Letter, signed by the Executive Director of the Planning Department, is attached to this staff report, and states the development has made reasonable efforts to use all appropriate bonuses available in the Bonus Height Program. Two stories of bonus height are being earned by pursuing LEED Gold level building certification. Additional bonuses being utilized include Underground Parking (151,562 sf total) and Pervious Surface (22,408 sf total). The development also includes a 5,000 sf Civil Support Space (grocery store), though this development did not receive bonus height for Civil Support Space as the bonus height maximum was already reached through the other options.

Community Meeting

The applicant held a community meeting on Tuesday, July 15, 2025, at 6:00 P.M. and sent notices to property owners within 300 feet. No members of the public attended the event.

Metropolitan Development and Housing Agency Design Review Committee Meeting

The Metropolitan Development and Housing Agency (MDHA) Design Review Committee convened on August 18, 2025, to review the concept plan for this project. The Committee voted (with two abstentions from Metro Planning staff (4-0-2) to grant the project concept-level approval before it proceeds to Planning Commission for the OHM request, with the following conditions:

1. The tower will need more refinement, specifically regarding the articulation and massing.
2. Due to its prominence on the Nashville skyline, the Design Review Committee strongly recommends that the project design team continue with its commitment to exceptional design.
3. Hotel lobby entrance and retail pedestrian entrances need to be added along 4th Avenue.

The applicant resubmitted plans after this meeting that complied with all MDHA conditions.

Exceptional Design

The proposed tower utilizes high quality materials, such as metal fins and faceted spandrel glass, addressing all sides of the building, to execute a simplified form that culminates in an illuminated crown. The podium introduces a variety of other architectural elements and materials, such as decorative perforated metal panel fins, an extruded wood paneling soffit, stone cladding, and metal framing.

The tower exhibits an exceptionally strong streetscape. The inclusion of programmed space adjacent to the street will create opportunities for interaction with the site at a pedestrian scale. Lush plantings are proposed for furnishing zones and intrusions of the automobile into the pedestrian realm are minimized. Previous site plans have included a layby lane along Fourth Avenue. The Nashville Department of Transportation (NDOT) has rejected this location and proposed alternate approaches elsewhere on site, which is exhibited in this submission.

Community Improvements

A 5,000 sq ft ground-floor retail space will operate as a grocery store, as defined under Title 17 of the Metro Code. It will provide fresh and prepared foods and daily convenience items for residents of the SoBro neighborhood and will support the continued growth of the Lafayette subdistrict.

A covered pedestrian arcade will connect 4th Avenue South and Almond Street through the middle of the site, offering a new mid-block connection. This arcade will be accessible 24 hours a day, contributing to a well-lit public space activated with retail frontage, visually interesting landscape and architectural features, and various seating configurations.

NASHVILLE DOT RECOMMENDATION

Approve with the following conditions:

NDOT Traffic and Parking

1. As identified in the MMTA and other transportation planning studies, a traffic signal is planned and warranted at the intersection of 4th Ave S and Peabody Street. The applicant shall construct the signal at this intersection, incorporating protected pedestrian phasing across all four approaches. Signal improvements shall include integration with the downtown signal system and installation of modern ITS monitoring appurtenances. Additional geometric modifications will be required to enhance safety and operational efficiency for pedestrians, buses, and vehicles in and around the intersection. These improvements shall include, but are not limited to, modifications to the northeast corner of the intersection.
2. The applicant shall replace or restripe any deficient pedestrian infrastructure at the following intersections: 4th Ave S & Lea Ave, Peabody St & Almond St, and 3rd Ave S & Peabody St.
3. The applicant shall dedicate ROW along all public frontages to align with the MCSP. This includes the dedication necessary to meet the alley half-section requirement for Alley 131. Any proposed encroachments into the future public ROW (whether aerial or below grade) are not approved as part of this site plan. If applicable, such encroachments will require separate approval through a mandatory referral process.
4. Truck turning exhibits for the anticipated truck class at the loading docks and back-of-house delivery areas shall be submitted with the final site plan. Additional coordination with NDOT will be required to implement appropriate safety measures at garage and loading dock access points to improve pedestrian interactions. These measures may include, but are not limited to: electronic signage, audible alarms, convex mirrors, transitional lighting, and high-visibility paint. Off-peak loading and deliveries should be prioritized to minimize impacts on traffic operations.
5. The applicant's final construction drawings shall comply with the design regulations established by the Nashville Department of Transportation that are in effect at the time of approval of the preliminary development plan, final development plan, or building permit, as applicable. Final design may vary based on field conditions.

NDOT Roads

1. Final construction plans shall comply with the design regulations established by NDOT. Final design and improvements may vary based on actual field conditions.
2. The following are general approval comments and conditions:
 - a. All public commercial ramps should meet code spacing requirements. Any public access point (ramps, drives) should meet AASHTO sight distance requirements. Provide sight triangles for reference.
 - b. Provide call outs and dimensions for any MCSP requirements that were coordinated with metro planning.
 - c. With any MCSP requirements, call out and dimension any ROW dedications that are needed to accommodate MCSP.
 - d. In general, any proposed roadway half-sections, pavement widening, ramps, driveways, sidewalks, curb & gutter, etc. shall be designed and called out per NDOT standard details.
 - e. A mandatory referral approval will be required for any proposed abandonments of existing ROW and/or encroachments into existing ROW. Provide plan view showing any proposed aerial and/or underground encroachments into existing/new property line.
 - f. There should be no earthen retaining walls installed in the public ROW.
 - g. There should be no vertical obstructions on new public sidewalks and the removal, or relocation, of utilities will be required to accommodate new public sidewalks.
 - h. Note: A private hauler will be required for waste/recycle disposal. Contact Metro Water services for waste disposal requirement (solidwastereview@nashville.gov).
 - i. Additional 1-1/2' mill and overlay may be required to cover full extents of utility, and/or road widening, work in the public ROW.
 - j. Provide truck loading and general turning exhibits for proposed site access points off ROW.
 - k. Comply w/ NDOT traffic comments/conditions of approval.

STAFF RECOMMENDATION

The project aligns with the goals and objectives of the Downtown Code. Staff recommendation is to approve with conditions or defer without all conditions.

CONDITIONS

1. The proposed arcade shall be a well-lit space that is publicly accessible 24 hours a day, seven days a week and that is activated by retail.
2. The applicant shall continue to refine the pedestrian circulation of the porte cochere, particularly the pedestrian connection from the residential entrance to Peabody Street through differentiation in paver material and exploring a break in the screening element/planting strip adjacent to the porte cochere. Applicant shall also explore incorporating a pedestrian path from the residential to hotel entrance, all to be approved with final site plan submission.

3. The applicant shall explore and propose data-driven methods of reducing bird strikes with glazed areas within the first 50' of façade height from grade to be reviewed by Planning Staff and approved as a condition of final site plan approval.
4. The neighborhood grocery store façade facing the 4th Avenue South right-of-way shall be designed with a high-level of glazing to maintain visual connection with the interior of the space from the right-of-way.
5. The applicant shall design planters, retaining walls, and knee walls along all frontages with high quality materials that provide texture and visual interest as shown in the renderings on pages 35-42 of the project submission to be approved by Planning Staff with final site plan submittal.
6. Prior to building permit approval, all bonus height actions identified in this application must be approved, including those that require a deed or restrictive covenant.
7. The applicant shall comply with NDOT's recommendations and with any proposed traffic improvements that result from the project MMTA.
8. If implementation of final MMTA recommendations has a substantial effect on the building or site design, revisions to these plans shall be reviewed by the MDHA DRC.
9. Any encroachments shall be reviewed and approved by the Metropolitan Council through the mandatory referral process.

The project site has frontage on three streets, 4th Avenue South (primary street), Peabody Street (tertiary street) and Almond Street (tertiary street). Pedestrian entrances to the hotel and residences are located on 4th Avenue South, Peabody Street, and the arcade, while entrances to the retail spaces are located on both sides of the arcade with one entrance facing Almond Street. The building's underground parking is accessed from Alley #131, and the loading dock entrance is located on Almond Street. Frontage on Peabody Street includes a porte cochere, which handles the drop-off sequence for the hotel and residences.

Approve with conditions or defer without all conditions, including conditions in memo. (9-0)

Resolution No. RS2025-216

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025DTC-015-001 is approved with conditions or deferred without all conditions, including conditions in memo. (9-0)

CONDITIONS

1. The proposed arcade shall be a well-lit space that is publicly accessible 24 hours a day, seven days a week and that is activated by retail.
2. The applicant shall continue to refine the pedestrian circulation of the porte cochere, particularly the pedestrian connection from the residential entrance to Peabody Street through differentiation in paver material and exploring a break in the screening element/planting strip adjacent to the porte cochere. Applicant shall also explore incorporating a pedestrian path from the residential to hotel entrance, all to be approved with final site plan submission.
3. The applicant shall explore and propose data-driven methods of reducing bird strikes with glazed areas within the first 50' of façade height from grade to be reviewed by Planning Staff and approved as a condition of final site plan approval.
4. The neighborhood grocery store façade facing the 4th Avenue South right-of-way shall be designed with a high-level of glazing to maintain visual connection with the interior of the space from the right-of-way.
5. The applicant shall design planters, retaining walls, and knee walls along all frontages with high quality materials that provide texture and visual interest as shown in the renderings on pages 35-42 of the project submission to be approved by Planning Staff with final site plan submittal.
6. Prior to building permit approval, all bonus height actions identified in this application must be approved, including those that require a deed or restrictive covenant.
7. The applicant shall comply with NDOT's recommendations and with any proposed traffic improvements that result from the project MMTA.
8. If implementation of final MMTA recommendations has a substantial effect on the building or site design, revisions to these plans shall be reviewed by the MDHA DRC.
9. Any encroachments shall be reviewed and approved by the Metropolitan Council through the mandatory referral process.

10. 2025Z-016PR-001

Council District: 33 (Antoinette Lee)
Staff Reviewer: Celina Konigstein

A request to rezone from AR2A to RM9-NS zoning for property located at 13302 Old Hickory Boulevard, approximately 1,014 feet west of Twin Oaks Lane (6.3 acres), requested by; TTL, Inc., applicant; David & Marcie Matheny, owners.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2025Z-016PR-001 to the October 23, 2025, Planning Commission meeting. (9-0)

11. 2025Z-061PR-001

Council District: 09 (Tonya Hancock)
Staff Reviewer: Jeremiah Commey

A request to rezone from RS7.5 to RM20-A-NS zoning for the properties located at 515 Anderson Lane and Anderson Lane (unnumbered), approximately 450 feet east of Snow Avenue and approximately 615 feet west of Pierce Road (3.93 acres), requested by Dale and Associates, applicant; Belle Meade Title and Escrow, owners.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2025Z-061PR-001 to the October 23, 2025, Planning Commission meeting. (9-0)

12. 2025Z-076PR-001

Council District: 16 (Ginny Welsch)
Staff Reviewer: Celina Konigstein

A request to rezone from RS7.5 to RM15-A-NS zoning for the properties located at 3208, 3210, 3212, 3214, and 3218 Glenduff Road, at the northeast corner of Glenduff Road and Antioch Pike (7.61 acres), requested by Ronnie Lee Booth III, applicant; Shelby Watkins & Shelby Lowrie, William Weeks, Georgia Community Investment LLC, Billy Prince, and Charles Walker, owners.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2025Z-076PR-001 to the October 23, 2025, Planning Commission meeting. (9-0)

13. 2025CP-013-001

ANTIOCH CANE RIDGE COMMUNITY PLAN AMENDMENT

Council District: 32 (Joy Styles)
Staff Reviewer: Andrea Barbour

A request to amend the Antioch-Priest Lake Community Plan by changing the community character policies from District Industrial (D IN) and Suburban Community Center (T3 CC) policies to District Industrial (D IN), Suburban Community Center (T3 CC), and Suburban Neighborhood Evolving (T3 NE) policies, with Conservation (CO) policy to remain, for property located at 3839 Murfreesboro Pike (65.1 acres), requested by Kimley-Horn, applicant; Hobson Pike Land, LLC, owner.

Staff Recommendation: Approve.

APPLICANT REQUEST

Amend the Antioch – Priest Lake Community Plan to change the policy.

Major Plan Amendment

A request to amend the Antioch-Priest Lake Community Plan by changing the community character policies from District Industrial (D IN) and Suburban Community Center (T3 CC) policies to District Industrial (D IN), Suburban

Community Center (T3 CC), and Suburban Neighborhood Evolving (T3 NE) policies, with Conservation (CO) policy to remain, for property located at 3839 Murfreesboro Pike (65.1 acres).

ANTIOCH – PRIEST LAKE COMMUNITY PLAN

Current Policies

Suburban Community Center (T3 CC) policy is intended to create and enhance suburban community centers encouraging their development or redevelopment as intense mixed-use areas that are compatible with the general character of suburban neighborhoods as characterized by the service area, development pattern, building form, land use, and associated public realm.

District Industrial (D IN) policy is intended to maintain, enhance, and create districts that are dominated by one or more industrial activities, so that they are strategically located and thoughtfully designed to serve the overall community or region, but not at the expense of the immediate neighbors.

Conservation (CO) policy is intended to preserve, remediate, and enhance environmentally sensitive land. CO policy identifies land with sensitive environmental features, including, but not limited to, stream corridors, steep slopes, floodway/floodplains, rare or special plant or animal habitats, wetlands, and unstable or problem soils. CO policy at this site recognizes a stream. CO policy will remain in place.

Additional Requested Policy (Note: Conservation policy to remain in place.)

Suburban Neighborhood Evolving (T3 NE) policy is intended to create and enhance suburban neighborhoods with the best qualities of classic suburban neighborhoods, greater housing choice, improved connectivity, and more creative, innovative, and environmentally sensitive development techniques.

BACKGROUND

The study area consists of a 65.1-acre parcel located at 3839 Murfreesboro Pike in the Antioch – Priest Lake community planning area. The study area has frontage along Hobson Pike on the west and Murfreesboro Pike on the east. The study area is the former home of Starwood Amphitheater, an outdoor entertainment venue that closed in 2006. The study area is currently vacant.

Community Plans staff conducted a policy review for the study area to determine whether a mix of mixed-use, industrial, and residential policies is appropriate. The subject area is currently guided by District Industrial (D IN) and Suburban Community Center (T3 CC) policies. Conservation (CO) policy related to streams and stream buffers is present along the southern and northwestern boundaries of the site. The site is bordered by D IN, T3 CC, and Suburban Neighborhood Maintenance (T3 NM) policies. Civic (CI) and Suburban Neighborhood Evolving (T3 NE) policies are present east of Murfreesboro Pike. The surrounding area exhibits a suburban development pattern along with industrial uses. Significant residential development has occurred along the Hobson Pike corridor in recent years, perhaps warranting a reduction of industrial policy in the area.

The community plan amendment request would change land use policy to a mix of Suburban Community Center (T3 CC), District Industrial (D IN), and Suburban Neighborhood Evolving (T3 NE) with Conservation (CO) policy remaining in place. The community has expressed long-standing interest in the Starwood site's redevelopment into a project that provides a mix of uses and community benefits. The proposed community plan amendment would support a mix of residential, commercial, and industrial uses. The applicant has applied for Specific Plan (SP) zoning for the subject property; the proposed SP will be presented at a future Planning Commission meeting.

COMMUNITY PARTICIPATION

This policy amendment is considered a major amendment to the Antioch – Priest Lake Community Plan. A community meeting was held on August 28, 2025, at the Southeast Community Center (5260 Hickory Hollow Parkway, Antioch, TN 37013), in conjunction with district Councilmember Joy Styles' monthly District 32 meeting. Approximately eleven residents attended in person, and twenty-one participated virtually.

Attendees' questions and comments focused primarily on the site's development proposal—not the proposed policy changes—and included:

- Comparison of the proposed development to other projects in the Antioch – Priest Lake and Southeast Community Plan areas especially concerning quality building materials, placemaking, and amenities;
- Questions regarding project phasing;
- Desire for a live–work–play style development;
- Support for additional residential density;
- Interest in a range of housing types; and
- Questions about proposed community amenities

Community members were encouraged to submit comments to Planning staff and the Planning Commission. At the time of staff report publication, no written comments had been received.

ANALYSIS

Planning staff analyzed the approximately 65.1-acre study area to evaluate the appropriateness of revising the boundaries of the existing Suburban Community Center (T3 CC) and District Industrial (D IN) policies and adding Suburban Neighborhood Evolving (T3 NE) policy. Analysis included parcel-level data, such as lot size, configuration, and development patterns, as well as recent policy and zoning trends in the area. Staff determined that boundary revisions and additional policy are appropriate, as these changes would support a mix of uses and additional housing options in the area.

Growth & Preservation Concept Map

NashvilleNext's Growth and Preservation Concept Map is a countywide visioning tool designed to guide where and how new development should occur. New development should align with community values and enhance overall quality of life. The Growth and Preservation Concept Map helps shape long-term planning decisions by identifying broad land use categories and emphasizing the balance between growth and conservation.

As shown in the following image, the Growth and Preservation Concept Map identifies the study area as Neighborhood, bordered on the south by Special Impact areas. Neighborhood areas are intended to support a mix of housing types, smaller-scale civic and employment uses, and neighborhood centers, in forms ranging from rural to suburban to urban. Special Impact Areas include large-scale land uses such as industrial zones, airports, and landfills. These areas typically generate impacts such as noise and traffic and are planned to remain physically separated from residential neighborhoods. The proposed policy change would not alter the site's Neighborhood designation on the Concept Map. Adding T3 NE policy aligns with the Concept Map's vision for maintaining suburban development patterns while supporting neighborhood-scale growth.

Community Character Policy Application

There are 14 Community Plans that provide the development vision and policy guidance for neighborhoods and communities across Davidson County. These plans utilize the Community Character Manual (CCM), which defines a framework of policy types that help guide appropriate land use, development patterns, and community form.

The Antioch – Priest Lake Community Plan applies these community character policy elements to ensure that growth and change occur in a manner consistent with the area's vision and values. Through this approach, the plan reinforces the preservation of existing neighborhood character while allowing for context-sensitive development that aligns with community expectations.

The application of T3 CC policy along Murfreesboro Pike remains appropriate as the study area is part of a larger center area around Hobson Pike. The proposed policy amendment would slightly reduce the size of the T3 CC policy area, limiting the T3 CC policy to the Murfreesboro Pike frontage. The current D IN policy area was drawn in conjunction with a previous development plan; however, the size of the D IN area concerned residents especially as the number of homes in the adjacent area has grown. The proposed policy amendment would greatly reduce the size of the D IN policy area and shift it away from the Hobson Pike frontage. The proposed introduction of T3 NE on the eastern half of the study area would support additional housing choice and neighborhood-scale infill while retaining suburban character. CO policy would remain in place and continue to protect natural features on the site. Together, these policies balance suburban residential growth with commercial and industrial uses, providing flexibility while ensuring compatibility with surrounding policy areas, which include residential and mixed-use areas.

Natural Features

Streams are located along the southern border and near the northwestern corner of the study area. CO policy applies to these areas; no changes to CO policy are proposed with this amendment. The study area does not contain any floodplains or steep slopes.

Current Land Uses and Zoning

The study area is the former Starwood Amphitheater property, which has remained vacant since its closure. The study area has been zoned Specific Plan (SP) since 2018; the approved SP (BL2018-1155) permits 200 single-family residential units, 350 multi-family residential units, and 421,500 square feet of non-residential uses. Existing surrounding land uses include multi-family housing, commercial businesses, and industrial operations. A broad mix of zoning districts is present in the area surrounding the subject site. Adjacent zoning districts include Commercial (CS, CN), Agricultural (AR2a), and Specific Plan (SP). Mixed-use (MUL), Industrial (IWD, IR), and One and Two-Family Residential (R8) districts are also present in close proximity to the study area. The land uses supported by the proposed T3 CC, D IN, and T3 NE policies are generally consistent with the broad mix of land use and zoning patterns found near the study area. The map below shows current zoning for the study area and surrounding properties.

Mobility and Connectivity

T3 NE areas are typically underdeveloped or suitable for infill and redevelopment at higher densities with greater housing variety. These areas require expanded infrastructure and improved connectivity to support growth.

The study area's mobility network and Major and Collector Street Plan (MCSP) designations include:

- Hobson Pike, classified as a scenic arterial boulevard;
- Old Hickory Boulevard, classified as a collector avenue; and
- Murfreesboro Pike, classified as an arterial boulevard.

Local street connections are limited, which contributes to traffic congestion. While sidewalks exist in many subdivisions, overall pedestrian connectivity is poor with an inconsistent sidewalk network even along Murfreesboro Pike in this area. The study area currently lies outside the WeGo bus service line, with transit currently terminating to the north at Bell Road along Murfreesboro Pike. However, as shown in the image below, Choose How You Move (CHYM)—the transportation initiative approved by voters in 2024—will lead to expanded transit service along Murfreesboro Pike and Hobson Pike, adjacent to the study area. The future transit route envisioned in CHYM is identified as a connector route, giving passengers from the study area access to a future transit hub at Global Mall; from the transit hub, passengers will be able to travel to various points throughout the county. Additional multimodal improvements such as sidewalks, multi-use paths, and greenway connections are needed to improve mobility and access in this area and support future growth.

Analysis Summary

The proposed policy amendment responds to long-standing community interest in redevelopment of the former Starwood site. Staff's analysis indicates that adding T3 NE along portions of the site supports residential growth and neighborhood-scale development consistent with surrounding suburban character. Maintaining T3 CC along Murfreesboro Pike and D IN adjacent to industrial properties ensures continued compatibility with existing commercial and industrial uses, while CO continues to protect natural features. The combination of policies provides a balanced framework for redevelopment that aligns with the Growth and Preservation Concept Map, the Antioch – Priest Lake Community Plan, the Community Character Manual, and available and planned infrastructure—including transit expansion—in the area.

STAFF RECOMMENDATION

Staff recommends approval of the requested policy change from District Industrial (D IN) and Suburban Community Center (T3 CC) to a combination of Suburban Community Center (T3 CC), District Industrial (D IN), and Suburban Neighborhood Evolving (T3 NE) with Conservation (CO) policy to remain in place.

Approve. (9-0)

Resolution No. RS2025-217

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025CP-013-001 is approved. (9-0)

14. 2025Z-010TX-001

H&I R/RS TWO-FAMILY CHANGES

BL2025-1006

Council District: Countywide
Staff Reviewer: Dustin Shane

A request to amend Chapters 17.12 and 17.16 of the Metropolitan Code to amend the regulations pertaining to height within the Single-Family Residential (RS) and One- and Two-Family Residential (R) zoning districts and to change the conditions by which two-family dwellings may be permitted in the AG, AR2a, R80, R40, R30, R20, R15, R10, R8, R8-A, R6, and R6-A zoning districts.

Staff Recommendation: Approve.

APPLICANT REQUEST

Amend the Single-Family Residential and One- and Two-Family Residential Zoning Districts.

PROPOSED AMENDMENTS TO TITLE 17

The bill as filed amends regulations related to height within the Single-Family Residential (RS) and One- and Two-Family Residential (R) zoning districts and simplifies the conditions under which a two-family use is permitted.

BACKGROUND

Resolution RS2024-288, approved on third reading March 19, 2024, by the Metro Council, requested the Planning Department and other agencies to address the following questions:

- Do current regulations and Code provisions negatively affect housing supply, affordability, and equity?
- What are the costs to deliver the housing products that will address Nashville's existing and long-term affordability needs?

- Can our current infrastructure (transportation, water, etc.) support the anticipated growth over the next ten years?
- Does Metro need additional funding to ensure planned infrastructure improvements are built?

The Housing and Infrastructure Study was initiated in response to this resolution. This ongoing study has produced two key documents that form the basis for this text amendment:

- Phase 1: Initial Findings and Preliminary Recommendations (March 2025)
<https://publicinput.com/Customer/File/Full/77ddef52-7976-4ef3-98c9-cf3bc98affa2>
- Phase 2: Draft Recommendations Memo (June 2025)
<https://publicinput.com/Customer/File/Full/4ba212fb-8e17-4fdd-9cfe-04161ef3fbfb>

Phase 3 (Infrastructure Assessment) is currently underway and will initiate a final round of community engagement focused on proposed zone changes.

Substantive guidance for the Housing & Infrastructure (H&I) Study also comes from the Planning Department's Unified Housing Strategy (UHS), a comprehensive look at housing needs in Nashville across multiple Metro agencies, led by the Housing Division. Strategy C of the UHS is to "Create a range of new and affordable housing choices for all Nashvillians as appropriate across the county." As part of that strategy, the UHS also includes Action 13, to "Evaluate and adjust zoning and land use policies to unlock development opportunities, expand housing types, and increase annual housing production."

RS2024-288 and the UHS also connect to NashvilleNext's goals for managing growth thoughtfully while striving to be a welcoming and accessible place for Nashvillians.

SUMMARY

The existing Metro Zoning Code permits single-family and two-family dwellings in R and RS zoning districts with a maximum height of three stories and accessory structures are allowed one story in 16 feet on smaller lots and up to two stories in 24 feet on larger lots.

The proposed amendments reduce the maximum dwelling height of principal structures in R/RS districts to 2.5 stories, with an added definition for "half story." Additional changes to the height standard, including a maximum height of 24 feet to the eave/parapet and 35 feet to the roof ridge line are proposed. Accessory structure standards are clarified, with explicit exclusions for detached accessory dwelling units (DADUs) which are regulated by the DADU provisions in the code, which will now allow two-story DADUs where contextually appropriate.

Currently, two-family dwellings are permitted only under a limited set of historical conditions, primarily tied to subdivisions created or approved before the mid-1980s, or capped at 25 percent of created lots in more recent subdivisions. Finally, two-family dwellings would be permitted by right on any lot meeting the minimum lot size requirements of the zoning district, without the historical or percentage-based restrictions.

The existing regulations are contrasted with the proposed changes of the amendment in the table below.

Current Code (Section No. in Parentheses)	Proposed Amendment
A half-story is defined for the purposes of the Contextual Overlay. However, the general definitions of the Code do not include this term, and so for most contexts, it is not defined. For the Contextual Overlay it is defined as having wall plates on at least two exterior walls that are not more than four feet tall. A dormer cannot be more than 50 percent of its area, and its floor area cannot exceed 3/4 of the floor area of the floor immediately below it. If it includes an independent dwelling unit or accessory apartment, it is classified as a full story (17.36.470).	Add a definition of what a half-story is to the general definitions applicable to the entire zoning code (17.04.060). A half-story becomes a full story when the top plate (the horizontal component on top of a wall's vertical studs) is on at least two opposite exterior walls are taller than four feet. This is a simpler version of the existing definition within the Contextual Overlay.
Zoning districts RS30/R30 through RS3.75/RS3.75-A have maximum height at three stories, with no limit in feet specified. How height is measured is explained in Section 17.12.060. Outside the Urban Zoning Overlay (UZO), there is no limit besides the number of stories, which could theoretically allow an unexpectedly tall structure. Within the UZO, height is limited to three stories in 45 feet. This is measured from finished grade (average elevation of the four most exterior corners) to the eave or roof deck, with the allowance of up to seven feet of exposed basement. Adding seven feet of exposed	Reduce maximum heights in zoning districts RS30/R30 through RS3.75/RS3.75A to 2.5 stories, with notes explaining that maximum height to the eave/parapet is 24 feet and maximum height to the roof line is 35 feet (excluding elevator or stair bulkheads, chimneys, and flutes, as is currently measured in other zoning districts). It is further specified that height is measured from the average grade plane post-development. Larger-lot residential (R/RS40 and R/RS80) and agricultural zoning districts maintain the previous standard of a maximum height of three stories.

basement, plus the height of the roof itself (since height is measured to eave or roof deck), allows heights to be much taller than expected (17.12.020A).	There is less pressure for out of scale heights in these zoning districts, and larger lots are less overwhelmed by taller structures.
In addition to the issues identified with height limits and measurements cited above, outside the UZO, two-story accessory structures, including DADUs on lots of less than 40,000 square feet are not permitted. Where permitted, all accessory structures are limited to 16 feet and one story. Lots over 40,000 square feet are permitted a two-story, 24-foot-tall accessory structure if the full side and rear setbacks are provided. It is similar in the UZO, except that on lots less than 40,000 square feet, the height cap is less restrictive: the vertical walls of the accessory structure (including DADUs) can only be 16 feet tall, but the gable sides of the building are allowed to go higher than that, as long as the roof pitch of the accessory building is not steeper than that of the primary structure. On lots over 40,000 square feet, the vertical walls are allowed to be 24 feet tall, with the same allowances for the gable sides, provided the full side and rear setbacks of the district are provided. The accessory building cannot be taller than the principal structure (17.12.060).	Remove DADUs from these limits to accessory structure size. DADU height would be regulated by 17.16.030.G (the conditions governing DADUs): 10 feet to the eave line for a single-story DADU and 17 feet to the eave line for a two-story DADU. The roof ridge line has a hard cap of 27 feet, as long as that height is shorter than the height of the roof ridge line of the primary structure.
Several conditions affect whether a One- and Two-Family (R)-zoned property can have a two-family use. Two-family uses are only allowed if the R-zoned lot legally existed before 1984 and is being subdivided into no more than 3 lots, or two-family uses are limited to 25 percent of lots in later subdivisions with four or more lots if specified on the plat (17.16.030.D).	Permit a two-family use if the lot is zoned for two-family uses and it meets the minimum lot size of the zoning district.

ANALYSIS

The proposed amendments to the R/RS zoning districts, including changes to height standards and two-family use conditions, significantly advance the H&I study's goals of reducing Zoning Code complexity and providing abundant and affordable housing that respects neighborhood context:

- Introducing the half-story definition and reducing the maximum from three stories to 2.5 stories provides more predictable scale and compatibility in residential areas. This can reduce the visual impact of new development and infill while still allowing meaningful density increases.
- The eave/roofline height caps provide clear guardrails on bulk and massing, addressing concerns about current loopholes that allow unexpectedly large new structures in established neighborhoods. This balance could improve public acceptability of housing expansion.
- Removing the lot size-based restrictions on DADU number of stories allows for housing types for more flexible applications. The remaining regulations that require DADUs to be smaller than, shorter than, and proportional to the main structure prevent DADUs that are out of scale with the context.
- Removing outdated and confusing restrictions on two-family uses allows this housing type on any conforming AG, AR2a, and R-zoned lot. While only affecting a small percentage of R-zoned properties within the county (nine percent), this increases potential housing units on qualifying lots, providing streamlined opportunities for "missing middle" housing primarily in R-zoned neighborhoods.
- Eliminating outdated subdivision-based restrictions simplifies administration and reduces barriers to permitting, lowering soft costs for builders and making smaller-scale development more feasible.

Overall, the proposed amendments create a more straightforward and predictable framework that allows incremental housing growth while preserving neighborhood form. This supports Metro's goals as expressed in the H&I Study and NashvilleNext of abundant and affordable housing by broadening two-family opportunities, improving regulatory clarity, and lowering the barriers to small-scale development.

ZONING ADMINISTRATOR RECOMMENDATION

No exception taken.

FISCAL IMPACT RECOMMENDATION

There is no fiscal impact identified with this rezoning.

COUNCIL

The proposed amendment passed on first reading at the September 2, 2025, Council meeting, and the public hearing was deferred to the November 4, 2025, Council meeting.

MPC RULES AND PROCEDURES / TEXT AMENDMENT REVIEW PROCESS

The Planning Commission adopted amended Rules and Procedures (Section VIII. D) on October 24, 2024, requiring zoning text amendments to go through a two-step process at the Planning Commission to allow a public hearing at the first meeting where it is considered, then a deferral of two regularly scheduled meetings (four weeks), and then final consideration at a second meeting.

The Planning Commission public hearing is scheduled for September 25, 2025. This item will then need to be deferred to the October 23, 2025, Planning Commission meeting for consideration.

STAFF RECOMMENDATION

Staff recommends approval.

PROPOSED ORDINANCE BL2025-1006

An ordinance amending Chapters 17.04, 17.12, and 17.16 of the Metropolitan Code to amend the regulations pertaining to height within the Single-Family Residential (RS) and One- and Two-Family Residential (R) zoning districts and to simplify the conditions by which two-family dwellings may be permitted in the AG, AR2a, R80, R40, R30, R20, R15, R10, R8, R8-A, R6, and R6-A zoning districts (Proposal No. 2025Z-010TX-001).

WHEREAS, the ongoing work related to the Housing and Infrastructure Study is resulting in numerous initiatives that will create opportunities for housing within Nashville and Davidson County; and

WHEREAS, paired with the pressing need for a strong housing policy are goals for neighborhood design quality; and

WHEREAS, One- and Two-Family Residential (R) districts include a series of conditions based on when a parcel was zoned to allow two-family residences, when the parcel was created, and its manner of subdivision, which are difficult and time-consuming to administer; and

WHEREAS, both simplifying the conditions by which two-family dwellings may be permitted within One- and Two-Family Residential Districts and setting reasonable height limitations within single-family and one- and two-family residential districts can simultaneously reduce barriers to housing while better ensuring infill development respects the existing height characteristics of much of Nashville and Davidson County's built environment;

NOW, THEREFORE, BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That Section 17.04.060 of the Metropolitan Code is amended by inserting the following definition:

- "Story, Half" (Syn. Attic Story). A conditioned space that rests primarily underneath the slope of the roof, usually having dormer windows. The half story is identified by the ".5" in the description of maximum height (Example: 2.5). This space shall be considered a full story when its top wall plates, on at least two opposite exterior walls, are greater than four (4) feet above the floor of such story.

Section 2. That Section 17.12.020 of the Metropolitan Code is amended by changing portions of Table 17.12.020A as shown in Exhibit A.

Section 3. That Section 17.12.060 of the Metropolitan Code is hereby amended by deleting Subsection B in its entirety and replacing it with the following:

- B. Special Height Regulations for Accessory Structures outside of an Accessory Structure Overlay District.
1. On all lots with a lot size less than forty thousand square feet, accessory structures other than detached accessory dwelling units shall not exceed one story or sixteen feet in height.
 2. On all lots with a lot size of at least forty thousand square feet, accessory structures other than detached accessory dwelling units located to the rear of the principal dwelling may be two stories or twenty-four feet in height provided that the full side and rear setbacks required by the applicable district are provided.
 3. If not established in historic overlay districts, the zoning administrator shall establish height regulations based upon the recommendation of the historic zoning commission.

Section 4. That Section 17.12.060 of the Metropolitan Code is hereby amended by deleting Subsection C in its entirety and replacing it with the following:

- C. Special Height Regulations for Accessory Structures Within the Urban Zoning Overlay District.
1. On all lots with a size less than forty thousand square feet, an accessory structure other than a detached accessory dwelling unit located to the rear of the principal dwelling may have vertical walls rising no higher than sixteen feet from the side and rear setback lines. The roof on the structure shall rise from the side walls at a roof pitch no steeper than the predominant roof pitch of the principal dwelling, except that the vertical walls may extend to the underside of the roof at the gable end of a gabled roof. The top elevation of an accessory structure shall not exceed the top elevation of the principal dwelling.
 2. On all lots with a lot size of at least forty thousand square feet, an accessory structure other than a detached accessory dwelling unit located to the rear of the principal dwelling may have vertical walls rising no higher than twenty-four feet in height exclusive of a pitched roof, provided that the full side and rear setbacks required by the applicable district are provided. The top elevation of an accessory structure shall not exceed the top elevation of the principal dwelling.
 3. If not established by the design standards of an historic overlay district, the zoning administrator shall establish height regulations based upon the recommendation of the historic zoning commission.

Section 5. That Section 17.16.030, subsection D, of the Metropolitan Code of Laws be deleted in its entirety and replaced with the following:

- D. Two-Family Dwellings. In the AG, AR2a, R80, R40, R30, R20, R15, R10, R8 and R8-A, and R6 and R6-A districts, two-family dwellings may be permitted on any lot legally created as prescribed by state law or within an approved subdivision final plat provided the lot meets the minimum lot size standard of the district.

Section 6. The Metropolitan Clerk is directed to publish a notice announcing such change in a newspaper of general circulation within five days following final passage.

Section 7. This Ordinance shall take effect upon publication of above said notice announcing such change in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

SPONSORED BY:

Jennifer Gamble
Member of Council

Mr. Shane presented the staff report with the recommendation to defer to the October 23, 2025, Planning Commission meeting per MPC Rules and Procedures, following the public hearing.

Councilmember Gamble spoke in favor of the application.

Mannon Hall, spoke in favor of the application.

Josh Hasten, spoke in favor of the application.

Chris Rimkkey, spoke in opposition to the application.

Susette Crutchfield, spoke in opposition to the application.

Antonette Olison, spoke in opposition to the application.

Councilmember Gamble spoke in rebuttal.

Chair Adkins closed the Public Hearing.

Ms. Milligan explained the history of tall and skinny housing.

Mr. Marshall requested clarification on how residents were notified about this proposal.

Ms. Milligan explained the different avenues staff took to get the word out about this proposal.

Ms. Milligan explained land use for RS.

Mr. Smith stated that he sympathizes with the residents but that this is the first step in a long process. He explained that residents can sign up for newsletters and alerts to be more informed about zoning changes.

Ms. Albright went over the different ways to stay informed about upcoming projects.

Ms. Dundon requested staff perspective regarding infrastructure.

Ms. Milligan explained the infrastructure review process within different departments.

Mr. Smith moved, and Ms. Leslie seconded the motion to defer to the October 23, 2025, Planning Commission meeting. (8-0-1)

Mr. Smith left the meeting.

15. 2025Z-011TX-001

H&I DADU EXPANSION

BL2025-1007

Council District: Countywide

Staff Reviewer: Dustin Shane

A request to amend Chapters 17.04, 17.08, 17.12, 17.16, and 17.36 of the Metropolitan Code, to amend the regulations pertaining to detached accessory dwelling units and the Detached Accessory Dwelling Unit Overlay District.

Staff Recommendation: Approve.

APPLICANT REQUEST

Modify Detached Accessory Dwelling Units standards.

PROPOSED AMENDMENTS TO TITLE 17

The bill as filed would permit detached accessory dwelling units (DADUs) with conditions throughout the Urban Services District (USD) and within Detached Accessory Dwelling Unit (DADU) Overlay districts within the General Services District (GSD). Permitted DADU footprints and heights are increased, with the limitation remaining that DADU size and height be subordinate to and smaller than the principal structure.

BACKGROUND

Resolution RS2024-288, approved on March 19, 2024, by the Metro Council, requested the Planning Department and other agencies to address the following questions:

- Do current regulations and Code provisions negatively affect housing supply, affordability, and equity?
- What are the costs to deliver the housing products that will address Nashville's existing and long-term affordability needs?
- Can our current infrastructure (transportation, water, etc.) support the anticipated growth over the next ten years?
- Does Metro need additional funding to ensure planned infrastructure improvements are built?

The Housing and Infrastructure Study was initiated in response to this resolution. This ongoing study has produced two key documents that form the basis for this text amendment:

- Phase 1: Initial Findings and Preliminary Recommendations (March 2025)
<https://publicinput.com/Customer/File/Full/77ddef52-7976-4ef3-98c9-cf3bc98affa2>
- Phase 2: Draft Recommendations Memo (June 2025)
<https://publicinput.com/Customer/File/Full/4ba212fb-8e17-4fdd-9cfe-04161ef3fbfb>

Phase 3 (Infrastructure Assessment) is currently underway and will initiate a final round of community engagement focused on proposed zone changes.

Substantive guidance for the Housing & Infrastructure (H&I) Study also comes from the Planning Department's Unified Housing Strategy (UHS), a comprehensive look at housing needs in Nashville across multiple Metro agencies, led by the Housing Division. Strategy C of the UHS is to "Create a range of new and affordable housing choices for all Nashvillians as appropriate across the county." As part of that strategy, the UHS also includes Action 13, to "Evaluate and adjust zoning and land use policies to unlock development opportunities, expand housing types, and increase annual housing production."

RS2024-288 and the UHS also connect to NashvilleNext's goals for managing growth thoughtfully while striving to be a welcoming and accessible place for Nashvillians.

SUMMARY

The current Metro Code defines DADUs as limited to lots meeting specific conditions, such as being within a DADU or historic overlay and having alley access. Bulk and massing are heavily limited, including a maximum living space of 700 square feet. One DADU per lot is allowed, with restrictive covenants requiring owner occupancy.

The proposed changes broaden eligibility by allowing a DADU on any lot with a principal single-family dwelling within the USD. Living space is no longer capped but is controlled by other bulk regulations, such as height, footprint, and proportionality to the principal structure. The DADU Overlay is permitted to be applied within the GSD. Owner-occupancy and restrictive covenant provisions remain, and one owner-occupied short-term rental use for DADUs within the USD is permitted. Properties with a two-family use, however, are not permitted a DADU, which is possible for a small number of properties today.

The existing regulations are contrasted with the proposed changes of the amendment in the table below.

Current Code (Section No. in Parentheses)	Proposed Amendment
A DADU is defined as only being permissible in a historic overlay district or a DADU overlay, on lots with improved alleys, and on a lot over 15,000 square feet in size (17.04.060).	Allow DADUs throughout the USD and within an adopted DADU overlay within the GSD.
DADUs are not permitted in Agricultural (AG), Agricultural/Residential (AR2a), and Single-Family Residential (RS) zones (17.08.030).	Permit DADUs with conditions in these zoning districts (DADUs are never permitted without conditions).
DADUs and all accessory buildings with a footprint of 750 square feet or less are only required to provide side setbacks equal to half that required by the zoning district, but not less than 3 feet. Minimum rear setbacks can be 3 feet except when garage doors or carport openings face an alley directly—in that case, the rear setback must be 10 feet. If the DADU or accessory building has a footprint more than 750 square feet, it has to provide the full setbacks of the zoning district (17.12.040E.1.a).	Increase the footprint limit to 850 square feet for DADUs and all accessory structures.
If the DADU or accessory structure is on a lot smaller than 40,000 square feet, the building coverage of the accessory structure has to comply with the setbacks of the district and be limited to 750 square feet or 50 percent of the building coverage of the main house (whichever is greater), with a maximum of 2,500 square feet of building coverage (i.e., footprint) (17.12.050).	Exempt DADUs from this section and increase the 750-square foot limitation to 850 square feet for other accessory buildings, with the same stipulations otherwise still in place. This will have the effect of making DADU size no longer dependent on whether the lot meets the 40,000-square foot threshold. There are other parameters that limit DADU size, so this simplifies how DADU size is calculated. Those limits, proposed for Section 17.16.030.G, include the number of stories, the height of stories, the size in comparison to the principal structure, and a footprint limitation based on a 10,000-square foot lot size threshold.
Living space of DADUs is limited to 700 square feet. On lots smaller than 10,000 square feet, the DADU's footprint is limited to 750 square feet, and on lots of 10,000 square feet or more, the footprint is limited to 1,000 square feet. In addition to these limits, the DADU must be proportional to and no taller than the principal structure. The eave line also cannot be taller than that of the principal structure. Existing height limits are set for story heights for DADUs: 10 feet to the eave line for a single-story DADU and 17 feet to the eave line for a two-story DADU. The ridge roof line is limited to 27 feet, as long as that is shorter than that of the primary structure (17.16.030.G).	No longer limit DADUs to only 700 square feet of living space. Instead, the living space is indirectly limited by other regulations, primarily by footprint size. On lots smaller than 10,000 square feet, the footprint of a DADU can be no larger than 850 square feet, and on lots 10,000 square feet or larger, the footprint is limited to 1,200 square feet. In either case, the footprint still cannot exceed the footprint of the principal structure. The existing limits to DADU size relative to the principal structure and the height limits to eave and roof ridge line height remain and are not changing.
An owner-occupied Short Term Rental (STR) is not allowed for new DADUs in a DADU overlay (17.16.030.G).	Allow a STR use for new DADUs in the USD, as long as it is owner-occupied.
The DADU Overlay is only permitted within the Urban Zoning Overlay (UZO) and the Highland Heights Study Area (17.36.680–730).	Permit application of the DADU Overlay within the General Services District (GSD). The overlays within the USD will continue until the Council cancels them as they are no longer needed because DADUs will be a by-right option in the USD.
A DADU overlay can only be applied to RS/RS-A-zoned	Allow a DADU overlay to be applied to AR2a, AG,

properties or properties where a DADU is legally permitted prior to the establishment of the overlay. It must consist of a minimum of 30 contiguous lots, and the lots within it cannot share lot lines with single-family residential properties that are not in the overlay district (17.36.680–17.36.730).	and R/R-A-zoned properties, with all the other conditions still applying. However, now DADUs will not be allowed on a lot that already includes a two-family use.
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ANALYSIS

The proposed amendments to the provisions around DADUs significantly advance the H&I study's goals of providing abundant and affordable housing and reducing Zoning Code complexity:

- Removing restrictions that limit DADUs only to large, alley-access lots within overlay districts broadens the number of households who can add small secondary dwellings. This allows more gradual, neighborhood-compatible growth in housing supply.
- Removing the maximum living space limit and instead controlling DADU size via footprint, height, and proportionality requirements introduces flexibility and simplifies standards while still maintaining reasonable bulk controls. Increasing the maximum footprint from 700 and 1,000 square feet (depending on lot size) to 850 and 1,200 square feet and permitting DADUs to add a second story when subordinate to a taller principal structure provides space for more functional two- and three-bedroom units, which increases options for families, seniors, or small households while keeping scale subordinate to the primary home.
- By-right authorization of DADUs across a broader geography encourages incremental housing investment by homeowners, creating naturally affordable units without heavy subsidy.
- Height caps (maximum eave height of 10 feet for single-story and 17 feet for two-story, with a maximum ridge height of 27 feet) and requirements for architectural similarity maintain visual compatibility while allowing for added density through DADUs.
- Simplifying the definition and requirements makes it easier for property owners and builders to pursue DADUs, reducing administrative costs and uncertainty.

Overall, the amendments unlock significant additional “missing middle” housing capacity, empower homeowners to participate in addressing housing needs, and do so in a way designed to preserve neighborhood character, in line with the recommendations of the H&I Study and the goals of NashvilleNext.

ZONING ADMINISTRATOR RECOMMENDATION

No exception taken.

FISCAL IMPACT RECOMMENDATION

There is no fiscal impact identified with this rezoning.

COUNCIL

The proposed amendment passed on first reading at the September 2, 2025, Council meeting, and the public hearing was deferred to the November 4, 2025, Council meeting.

MPC RULES AND PROCEDURES / TEXT AMENDMENT REVIEW PROCESS

The Planning Commission adopted amended Rules and Procedures (Section VIII. D) on October 24, 2024, requiring zoning text amendments to go through a two-step process at the Planning Commission to allow a public hearing at the first meeting where it is considered, then a deferral of two regularly scheduled meetings (four weeks), and then final consideration at a second meeting.

The Planning Commission public hearing is scheduled for September 25, 2025. This item will then need to be deferred to the October 23, 2025, Planning Commission meeting for consideration.

STAFF RECOMMENDATION

Staff recommends approval.

PROPOSED ORDINANCE BL2025-1007

An ordinance amending Chapters 17.04, 17.08, 17.12, 17.16, and 17.36 of the Metropolitan Code, to amend the regulations pertaining to detached accessory dwelling units and the Detached Accessory Dwelling Unit Overlay District (Proposal No. 2025Z-011TX-001).

WHEREAS, providing more opportunities for detached accessory dwelling units (DADUs) within the Urban Services District (USD) will provide diverse housing opportunities in this part of the city;

WHEREAS, providing diverse housing opportunities for DADUs within the USD and within residential districts will allow for a gentle increase in allowable housing through context-sensitive infill;

WHEREAS, revising the Metropolitan Zoning Code for Detached Accessory Dwelling Units to allow this use as a base code allowance, rather than an overlay, simplifies, clarifies and consolidates the standards so as to make it easier to administer permits for DADUs and provide parity among property entitlements in the county; and

WHEREAS, many homeowners in the General Services District desire the option to have a Detached Accessory Dwelling Unit but are unable to under current rules, and since there will no longer be a need for the DADU Overlay to apply to only the Urban Zoning Overlay area of the County, revising the Metropolitan Zoning Code to permit the DADU Overlay to be applied to properties within the General Services District (GSD) gives these homeowners a zoning option;

BE IT ENACTED BY THE COUNCIL OF THE METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY:

Section 1. That Section 17.04.060 of the Metropolitan Code is hereby amended by deleting the definition for "Detached accessory dwelling unit" in its entirety and replacing it with the following:

"Detached accessory dwelling unit" means a detached dwelling unit separate from the principal single-family structure on any lot, or within any urban design overlay with development standards for detached accessory dwelling units. The dwelling shall be clearly subordinate in size, height, and purpose to the principal structure, it shall be located on the same lot as the principal structure and is detached from the principal structure. A detached accessory dwelling unit can be an independent structure, it can be a dwelling unit above a garage, or it can be attached to a workshop or other accessory structure on the same lot as the principal structure.

Section 2. That Section 17.08.030 of the Metropolitan Code is amended by changing the zoning district land use table as shown in Exhibit A.

Section 3. That Section 17.12.040E.1.a of the Metropolitan Code is hereby amended by deleting it in its entirety and replacing it with the following:

E. Permitted Setback Obstructions. The following structures or building components may be located within required setbacks. Except for screening walls, fences and hedges, the following features shall not be permitted within a required landscape buffer yard.

1. Accessory buildings.

- a. Accessory buildings with a footprint of eight hundred fifty (850) square feet or less and located to the rear of a principal structure shall provide a minimum side setback equal to one-half of that required for the zoning district, but not less than three feet, and a minimum rear setback of at least three feet, except when garage doors or carport openings face or open directly to an alley, in which case the minimum rear setback shall be ten feet. Accessory buildings with a footprint of more than eight hundred fifty (850) square feet shall provide the full setbacks of the zoning district;

Section 4. That Section 17.12.050 of the Metropolitan Code is hereby amended by deleting the section in its entirety and replacing it with the following:

A. On all lots with a size of less than forty thousand square feet, the building coverage of an accessory structure other than a detached accessory dwelling unit located to the rear of the principal dwelling and complying with the district setbacks shall be limited to eight hundred fifty (850) square feet or fifty percent of the building coverage of the principal dwelling, whichever is greater, but in no case shall exceed two-thousand five-hundred (2,500) square feet. For regulations pertaining to detached accessory dwelling units, see section 17.16.030.G.

B. These floor area controls shall not apply to accessory structures proposed on lots where agricultural activities and domestic animals/wildlife are permitted.

Section 5. That Section 17.16.030 of the Metropolitan Code is amended by deleting Subsection G in its entirety and replacing it with the following:

- G. Detached Accessory Dwelling Unit. A detached self-sufficient dwelling unit shall be allowed accessory to a principal structure subject to the following standards:
1. Applicability.
 - a. While the following conditions listed below apply to a detached accessory dwelling unit, they do not counteract or override the applicable life safety standards found in the code editions adopted by the Metropolitan Government of Nashville.
 - b. No other accessory structure shall exceed two hundred square feet when there is a detached accessory dwelling unit on the lot.
 2. Lot Area. The lot area on which the detached accessory dwelling unit is to be placed shall comply with Table 17.12.020A.
 3. Ownership.
 - a. No more than one detached accessory dwelling unit shall be permitted on a single lot in conjunction with the principal structure.
 - b. The detached accessory dwelling unit cannot be divided from the property ownership of the principal dwelling.
 - c. Only one detached accessory dwelling unit shall be permitted and only when one single-family principal structure is present. When two principal structures are present, then no detached accessory dwelling unit is permitted.
 - d. The detached accessory dwelling unit shall be owned by the same person, or entity, as the principal structure and one of the two dwellings shall be owner-occupied.
 4. Setbacks. The setbacks for a detached accessory dwelling unit shall meet the setbacks found in Section 17.12.040.E. for accessory buildings.
 5. Site Requirements. A detached accessory dwelling unit may only be located behind the principal structure in the rear buildable area of the lot.
 6. Driveway Access.
 - a. On lots with no alley access, the lot shall have no more than one curb-cut from any public street for driveway access to the principal structure as well as the detached accessory dwelling unit.
 - b. On lots with alley access, any additional access shall be from the alley and no new curb cuts shall be provided from public streets.
 - c. Parking accessed from any public street shall be limited to one driveway for the lot with a maximum width of twelve feet.
 7. Bulk and Massing.
 - a. The footprint of a detached accessory dwelling unit shall not exceed eight hundred fifty (850) square feet for lots less than ten thousand square feet, or one thousand two hundred (1,200) square feet for lots ten thousand square feet or greater and shall not exceed the size of the principal structure.
 - b. The detached accessory dwelling unit shall maintain a proportional mass, size, and height to ensure it is not taller and/or larger than the principal structure on the lot. The detached accessory dwelling unit height shall not exceed the height of the principal structure as measured to the eave line, with a maximum eave height of ten feet for single-story and seventeen feet for two-story detached accessory dwelling units.
 - c. The roof ridge line of the detached accessory dwelling unit must be less than the primary structure and shall not exceed twenty-seven feet in height.

8. Design Standards.

- a. The detached accessory dwelling unit shall be of similar style, design and material color as used for the principal structure and shall use similar architectural characteristics, including roof form and pitch, to the existing principal structure.
- b. The detached accessory dwelling unit may have dormers that relate to the style and proportion of windows on the detached accessory dwelling unit and shall be subordinate to the roofslope by covering no more than fifty percent of the roof.
- c. Detached accessory dwelling units may have dormers that are setback a minimum of two feet from the exterior wall.

9. Historic Properties.

- a. Metro Historic Zoning Commission Action. Any existing or proposed detached accessory dwelling unit in a historic overlay district shall comply with the adopted regulations and guidelines of the applicable historic overlay.
- b. Detached accessory dwelling units with a second story dwelling unit shall enclose the stairs interior to the structure and properly fire rate them per the applicable life safety standards found in the code editions adopted by the Metropolitan Government of Nashville.

10. Restrictive Covenant. Prior to the issuance of a permit, an instrument shall be prepared and recorded with the register's office covenanting that the detached accessory dwelling unit is being established accessory to a principal structure and may only be used under the conditions listed in 17.16.030.G.

11. Location. Detached accessory dwelling units shall only be permitted within the Urban Services District, within a Detached Accessory Dwelling Unit overlay district within the General Services District, or as otherwise permitted through a Specific Plan.

12. Short Term Rental Property (STRP). Upon enactment of this section, one STRP - owner-occupied is permitted as an accessory use to a principal structure.

13. Utilities. The detached accessory dwelling unit may be served by separate utility meter(s).

Section 6. That Section 17.36.680 (Purpose and intent.) of the Metropolitan Code is deleted in its entirety and replaced with the following language:

The Detached Accessory Dwelling Unit (DADU) overlay district provides additional housing options in the General Services District (GSD). Any DADU Overlays previously adopted that are located outside of the GSD may remain in effect until the Metropolitan Council adopts an ordinance canceling all or part of such DADU overlay district.

Section 7. That Section 17.36.690 (Overlay designation.) of the Metropolitan Code is deleted in its entirety and replaced with the following language:

A DADU overlay district shall only be created within the GSD, according to the procedures of [Chapter 17.40](#), Article III and depicted as a geographical area on the official zoning map. Any DADU Overlay previously adopted outside of the GSD may remain in effect until the Metropolitan Council adopts an ordinance canceling all or part of such DADU overlay district.

Section 8. That Section 17.36.710 (Permitted Land uses) of the Metropolitan Code is deleted in its entirety and replaced with the following language:

The range of land uses permitted within a DADU overlay district shall be those permitted by the underlying zoning district(s) as established by the zoning district land use table of Section 17.08.030 and detached accessory dwelling unit. On any lot where a new detached accessory dwelling unit is built, or on any lot where a new detached accessory dwelling unit is established via conversion of an existing accessory structure, short term rental property—owner occupied, is not a permitted use in the accessory dwelling unit.

Section 9. That Section 17.36.730.A.1 (Detached Accessory Dwelling Unit Overlay District) of the Metropolitan Code is deleted in its entirety and replaced with the following language:

A. Application of a DADU overlay.

1. A DADU overlay may be applied to properties zoned AR2a, AG, R/R-A, RS/RS-A or properties where a DADU is a legally permitted use prior to the establishment of the overlay.

Section 10. The Metropolitan Clerk is directed to publish a notice announcing such change in a newspaper of general circulation within five days following final passage.

Section 11. This Ordinance shall take effect upon publication of above said notice announcing such change in a newspaper of general circulation, the welfare of The Metropolitan Government of Nashville and Davidson County requiring it.

SPONSORED BY:

Jennifer Gamble
Member of Council

Mr. Shane presented the staff report with the recommendation to defer to the October 23, 2025, Planning Commission meeting per MPC Rules and Procedures, following the public hearing.

Councilmember Gamble spoke in favor of the application.

Mannon Hall, spoke in favor of the application.

Josh Hasten, spoke in favor of the application.

Antonette Olison, spoke in opposition to the application.

Susette Crutchfield, spoke in opposition to the application.

Bob Cooper, spoke in opposition to the application.

Chris Rimkkey, spoke in opposition to the application.

Councilmember Gamble spoke in rebuttal.

Chair Adkins closed the Public Hearing.

Ms. Allen requested clarification on size limitations.

Mr. Shane explained that the DADU has to be behind the structure at a certain size, meet the setbacks of the zoning district, and the footprints are increasing slightly based on lot size. He also explained height limitations.

Mr. Marshall stated he supports this proposal but wondered about problems with housing development loans and financing.

Ms. Kempf stated that they can seek legal counsel and codes within the deferral time to determine.

Ms. Leslie questioned the distinction between selling and renting DADUs.

Ms. Milligan explained DADU codes, regulations, and limitations.

Vice Chair Farr agreed that it would be a good idea to look into mortgages and financing like Mr. Marshall stated. She stated she likes the idea of expanding this countywide but that she does recognize that not all streets are created equal and there may be some areas where it doesn't make sense. Vice Chair Farr questioned whether there are any other requirements that need to be in place to make sure the area is ready to take on additional units.

Ms. Milligan explained DADU overlays and requirements/limitations.

Ms. Kempf stated that staff is happy to look into Vice Chair Farr's concerns within the deferral period.

Chair Adkins questioned what other cities have experienced with permitted DADUs.

Ms. Milligan explained that there is permit data to show how many have been built.

Ms. Dundon questioned if there is an occupancy limit.

Ms. Milligan explained Title 16 in the Zoning Code in regard to occupancy limits.

Mr. Horton moved, and Mr. Marshall seconded the motion to defer to the October 23, 2025, Planning Commission meeting. (7-0-1)

16. 2016SP-014-003

7435 OLD HICKORY BLVD

Council District: 03 (Jennifer Gamble)

Staff Reviewer: Laszlo Marton

A request to amend an SP and rezone property from AR2a to SP for property located at 7435 Old Hickory Boulevard, located approximately 632 feet west of Blevins Road (34.74 acres), to permit 250,000 square feet of office and warehouse uses, requested by Thomas & Hutton, applicant; Anchor Property Holding, LLC, owner.

Staff Recommendation: Defer to the October 23, 2025, Planning Commission meeting.

The Metropolitan Planning Commission deferred 2016SP-014-003 to the October 23, 2025, Planning Commission meeting. (9-0)

17. 2025SP-031-001

400 & 408 MAPLE ST

Council District: 09 (Tonya Hancock)

Staff Reviewer: Madalyn Welch

A request to rezone from RS5 to SP zoning for properties located at 400 and 408 Maple Street, at the southeast corner of Maple Street and 4th Avenue, (0.5 Acres), to permit three residential units, requested by Williams & Associates Engineering, Inc., applicant; Fed Development, LLC, owner.

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

APPLICANT REQUEST

Rezone from RS5 to SP to permit three residential units.

Preliminary SP

A request to rezone from Single-Family Residential (RS5) to Specific Plan (SP) zoning for properties located at 400 and 408 Maple Street, at the southeast corner of Maple Street and 4th Avenue, to permit three residential units (0.5 acres).

Existing Zoning

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 8.71 dwelling units per acre. *Based on acreage alone, RS5 would permit a maximum of 4 units. This does not account for compliance with the Metro Subdivision Regulations and compliance with these regulations may result in fewer lots.*

Proposed Zoning

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

MADISON COMMUNITY PLAN

T4 Urban Neighborhood Maintenance (T4 NM) is intended to maintain the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle, and vehicular connectivity.

SITE CONTEXT AND PLAN DETAILS

The subject site consists of two parcels totaling 0.5 acres, located at the southeast corner of Maple Street and 4th Avenue. Both properties have been zoned Single-Family Residential (RS5) since 1998 and both lots are developed with a single-family residence. Adjacent zoning consists of Single-Family Residential (RS5) to the north, south, east, and west. The surrounding uses include primarily single-family residential uses with some two-family

residential uses located across the street, north of Maple Street. The property directly to the south is developed with a residential unit that fronts 4th Avenue. The site is located one block south of Old Hickory Boulevard, which is classified as a collector avenue in the Major and Collector Street Plan (MCSP). The site is currently accessed from Maple Street which is identified as a local street and the frontage is approximately 92.4 feet. The property has approximately 220 feet of frontage along 4th Avenue.

The application proposes a Specific Plan zoning district that permits three total residential units, including two existing single-family homes that would remain, and one new dwelling unit at the rear of the site. The proposed dwelling unit would orient towards 4th Avenue, similar to the neighboring lot to the south. The proposed unit would be accessed by 4th Avenue, a local street, via a 16-foot-wide driveway that will run on the north side of the proposed structure, widening to 20 feet beyond the street setback. This neighborhood does not include an existing sidewalk network, so no sidewalks are proposed with this plan; however, a small area of right-of-way is proposed to be dedicated along 4th Avenue to meet the 25-foot half of standard right-of-way width requirement for local streets. Owner-occupied and not owner-occupied short term rentals are prohibited. The site is served by Madison Suburban Utility District for Water.

ANALYSIS

The site is located within the T4 Neighborhood Maintenance (T4 NM) policy area. T4 NM policy is intended to maintain the existing character of the residential area. When changes occur within this policy, efforts should be made to retain the existing character of the neighborhood. The development pattern of T4 NM areas consist of moderate- to high-density development with consistent lot sizes and building placements as well as high levels of connectivity. The subject site's surrounding neighborhood has an established development pattern with regards to building footprint, moderate building setbacks, and includes one- and two-story single-family homes.

This SP is situated at a unique location where the block face contains previously developed lots along 4th Avenue in an area that is defined by deeper lots along Maple and Elm Street, where an additional unit along 4th Avenue may be appropriate, if scaled to be in keeping with the surrounding pattern. While 4th Avenue serves as a side street for some of the lots along Maple Street and Elm Street, it also serves as the primary frontage for some existing lots in the area where the block faces contain deeper lots. The composition of 4th Avenue for this block face includes an adjacent property that fronts 4th Avenue to the south, and a property across the street that fronts 4th Avenue to the southwest. This pattern was considered in staff's evaluation of the proposal.

The lot directly to the south was considered when evaluating if the proposed unit would be appropriate at this site, as it was important to ensure the additional unit was consistent with the mass, scale and setbacks to the surrounding area given its location within the Neighborhood Maintenance policy. The unit type and context of the surrounding vicinity was used in determining the appropriate height, scale and setbacks. The proposed unit includes a similarly sized footprint as the existing unit to the south along 4th Avenue, and the SP limits the overall height to two stories and 30 feet with a pitched roof. The height measurement is calculated to the top of the pitch, which will retain the existing character of the homes within the neighborhood. The plan also proposes increased side and street setbacks of 25 feet to be more in keeping with the setbacks of existing adjacent structures. These design standards limit the bulk and massing to be consistent with the surrounding area.

The proposed plan meets the goals and is generally consistent with the T4 NM policy at this location. The composition of the block face at this location allows for a design that provides appropriate building type, massing, orientation, and height as it relates to the surrounding neighborhood. For these reasons, staff recommends approval with conditions and disapproval without all conditions.

FIRE MARSHAL RECOMMENDATION

Approve with conditions

- Overhead utility lines along 4th Ave frontage. Height limited to 30 feet unless requirements for aerial fire apparatus access are met.

STORMWATER RECOMMENDATION

Approve with conditions

- Approved as a Preliminary review only. Must comply with all regulations in the Stormwater Management Manual at the time of final submittal for approval.
- Developer to redefine ditches along this development site to ensure positive drainage (as necessary) prior to building permit application approval.

NASHVILLE DOT RECOMMENDATION

Approve with conditions

- Final constructions plans shall comply with the design regulations established by NDOT. Final design and improvements may vary based on actual field conditions.
- Any proposed roadway sections, ramps, sidewalks, curb & gutter, etc. shall be designed and called out per NDOT detail standards.

- Contact Metro Water services for waste disposal requirement (solidwastereview@nashville.gov).
- Additional 1-1/2' mill and overlay may be required to cover full extents of utility work in public ROW.

TRAFFIC & PARKING RECOMMENDATION

Approve with conditions

- See roads comments.

MADISON SUBURBAN UTILITY DISTRICT

Approve (Water)

METRO WATER SERVICES RECOMMENDATION

Approve with conditions

- Approved as a Preliminary SP only. Public water and/or sanitary sewer construction plans must be submitted and approved prior to Final SP approval. The approved construction plans must match the Final Site Plan/SP plans.
- A Capacity Study must take place and the required capacity reserved by confirmation of capacity fee payment prior to Final Site Plan/SP approval. (Sewer Capacity Fee Permit No's. T2025004382).
- Unless and until 100% of capacity charge has been paid, no water/sewer capacity is guaranteed.
- Water provided by MSUD.

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.5	8.71 F	4 U	54	8	5

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.5	-	3U	54	8	5

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+0	+0	+0

METRO SCHOOL BOARD REPORT

Projected student generation existing R8 district: 0 Elementary 0 Middle 0 High

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

The proposed SP zoning district is not anticipated to generate any additional students than what would be generated under the current RS5 zoning district. Students would attend Stratton Elementary School, Madison Middle School, and Hunters Lane High School. Stratton Elementary School is identified as being at capacity, Madison Middle School is identified as being exceedingly under capacity, and Hunters Lane High School is under capacity. This information is based upon the 2024-2025 MNPS School Enrollment and Utilization report provided by Metro Schools.

STAFF RECOMMENDATION

Approve with conditions and disapprove without all conditions.

CONDITIONS

1. Permitted uses shall be limited to a maximum of three detached residential units. Short-Term Rental Property (STRP) owner-occupied and non-owner-occupied shall be prohibited.
2. On the corrected copy, update standard for driveway width in the site data table to "Max. driveway width within the street setback"
3. Building elevations shall be provided with final site plan. Elevations shall comply with all architectural standards outlined on the preliminary SP for review and approval.

4. Comply with all conditions and requirements of Metro Reviewing Agencies.
5. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with the final site plan application.
6. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations, and requirements of the RS5 zoning district as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
7. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
8. No master permit/HPR shall be recorded prior to final SP approval.
9. Final plat may be required prior to permitting.
10. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council, that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any of any building permits.

Approve with conditions and disapprove without all conditions. (9-0)

Resolution No. RS2025-218

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025SP-031-001 is approved with conditions and disapproved without all conditions. (9-0)

CONDITIONS

1. Permitted uses shall be limited to a maximum of three detached residential units. Short-Term Rental Property (STRP) owner-occupied and non-owner-occupied shall be prohibited.
2. On the corrected copy, update standard for driveway width in the site data table to "Max. driveway width within the street setback"
3. Building elevations shall be provided with final site plan. Elevations shall comply with all architectural standards outlined on the preliminary SP for review and approval.
4. Comply with all conditions and requirements of Metro Reviewing Agencies.
5. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with the final site plan application.
6. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations, and requirements of the RS5 zoning district as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
7. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
8. No master permit/HPR shall be recorded prior to final SP approval.
9. Final plat may be required prior to permitting.
10. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council, that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
11. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any of any building permits.

18. 2025S-141-001

1917 OLD HICKORY PLAT

Council District: 34 (Sandy Ewing)

Staff Reviewer: Celina Konigstein

A request for final plat approval to create two lots on property located at Old Hickory Boulevard (unnumbered), at the corner of Old Hickory Boulevard and Noel Drive (3.76 acres), zoned R40, requested by Blue Ridge Surveying Services, applicant; Chandler Ventures, LLC, owner.

Staff Recommendation: Approve with conditions, including an exception to Section 3-5.2.d.2. for lot area.

APPLICANT REQUEST

Request for final plat approval to create two lots.

Final Plat

A request for final plat approval to create two lots on property located at Old Hickory Boulevard (unnumbered), at the corner of Old Hickory Boulevard and Noel Drive (3.76 acres), zoned One and Two-Family Residential (R40).

SITE DATA AND CONTEXT

Location: The site consists of one parcel located at the southeastern corner of Old Hickory Boulevard and Noel Drive.

Street Type: The site has frontage on Old Hickory Boulevard, which is classified as a scenic arterial boulevard and Noel Drive, a local road.

Approximate Acreage: 3.76 acres or approximately 163,817 square feet.

Parcel/Site History: This parcel was originally platted as Lot 1 on the Final Plat Resubdivision of Lot 14 & Reserved Parcel "A" Section Two Wildwood Valley Estates (Instrument #202302270013798) in 2023.

Zoning History: The site has been zoned R40 since 1974.

Existing land use and configuration: The parcel is currently vacant.

Surrounding Zoning and Land Use:

- North: Satellite City/Single Family Residential
- South: R40/Single Family Residential
- East: R40/Single Family Residential
- West: R40/Single Family Residential

Zoning: One and Two-Family Residential (R40)

Min. lot size: 40,000 square feet

Max. building coverage: 0.25

Min. rear setback: 20 feet

Min. side setback: 15 feet

Max. height: 3 stories

Min. street setback: Per Zoning Code

PROPOSAL DETAILS

Number of lots: 2

Lot sizes: Proposed Lot 1 is approximately 1.88 acres (81,908 square feet) and proposed Lot 2 is approximately 1.88 acres (81,909 square feet).

Access: Proposed Lot 1 has frontage on Old Hickory Boulevard and proposed Lot 2 has frontage along Old Hickory Boulevard and Noel Drive. Access locations will be determined by NDOT at the time of building permit.

Subdivision Variances or Exceptions Requested: An exception is required for the compatibility criteria of both lots as they do not meet the requirement for minimum lot size.

APPLICABLE SUBDIVISION REGULATIONS

Volume III of NashvilleNext, the General Plan for Nashville and Davidson County, contains the Community Character Manual (CCM) which establishes land use policies for all properties across the county. The land use policies established in CCM are based on a planning tool called the Transect, which describes a range of development patterns from most to least developed.

Prior versions of Subdivision Regulations for Nashville and Davidson County contained a uniform set of standards that were applied Metro-wide. This did not take into account the diverse character that exists across the County. In order to achieve harmonious development within the diversity of development patterns that exist in Nashville and Davidson County, the Planning Commission has adopted the current Subdivision Regulations. The Subdivision Regulations incorporate the General Plan policies by including rules or standards for each specific transect. This allows policies of the General Plan to be followed through application of the varying Subdivision Regulations to reflect the unique characteristics found in the different transects. The site is located within the Suburban Neighborhood Maintenance (T3 NM) policy. In order to achieve harmonious development, the Planning Commission has adopted Subdivision Regulations that include standards for specific transects. For sites within the T3 Suburban transect, the regulations found in Chapter 3 are utilized.

3-1 General Requirements

The proposal meets the requirements of 3-1.

3-2 Monument Requirements

Permanent monuments, in accordance with this section of the regulations, shall be placed in all subdivisions when new streets are to be constructed. The proposal does not propose any new streets.

3-3 Suitability of the Land

There are no known sensitive or environmental features on the site.

3-4 Lot Requirements

The proposed lots comply with the minimum standards of the Zoning Code. Any development proposed on the resulting lots will be required to meet the bulk standards and all other applicable regulations of R40. All proposed lots are greater than 40,000 square feet and have frontage on public streets, Old Hickory Boulevard and Noel Drive.

3-5 Infill Subdivisions

In order to ensure compatibility with the General Plan, the Commission has adopted specific regulations applicable to infill subdivisions, defined as residential lots resulting from a proposed subdivision within the R, R-A, RS, and RS-A zoning districts on an existing street. If a proposed infill subdivision meets all of the adopted applicable regulations, then the subdivision is found to be harmonious and compatible with the goals of the General Plan. An exception to the compatibility criteria may be granted by the Planning Commission for a SP, UDO or cluster lot subdivision by approval of the rezoning or concept plan.

3-5.2 Criteria for Determining Compatibility for policy areas designated in the General Plan as Neighborhood Maintenance, except where a Special Policy and/or a Designated Historic District exists:

a. All minimum standards of the zoning code are met.

Complies. All lots meet the minimum standards of the zoning code.

b. Each lot has street frontage or meets the requirements of Section 3-4.2.b for fronting onto an open space or meets the requirements of Sections 4-6.3 or 5-3.1 fronting onto an open space.

Complies. Both lots have frontage on public streets. Lot 1 has frontage on Old Hickory Boulevard and Lot 2 has frontage on Noel Drive and Old Hickory Boulevard.

c. The resulting density of lots does not exceed the prescribed densities of the policies for the area.

The T3 NM policy that applies to the site does not specifically identify an appropriate density; however, the policy supports the underlying R40 zoning district and its prescribed density.

d. The proposed lots are consistent with the community character of surrounding parcels as determined below:

1. Lot frontage is either equal to or greater than 70% of the average frontage of surrounding parcels or equal to or greater than the surrounding lot with the least amount of frontage, whichever is greater.

Lots 1 and 2 comply. A minimum of 204 feet is required. Lot 1 complies with a proposed frontage of 246 feet and Lot 2 complies with a frontage of 220.5 feet.

2. Lot size is either equal to or greater than 70% of the lot size of the average size of surrounding parcels or equal to or larger than the smallest surrounding lot, whichever is greater.

Neither lot complies with the lot size requirements. The minimum required lot size is 84,004 square feet. Lot 1 is approximately 81,908 square feet and Lot 2 is 81,909 square feet.

Per Section 3-5.2, in cases where lots do not meet the required minimum lot frontage, the Planning Commission may grant an exception to the compatibility requirement by considering a larger area to evaluate general compatibility. More information is provided in the Variance/Exceptions Analysis section below.

3. Where the minimum required street setback is less than the average of the street setback of the two parcels abutting either side of the lot proposed to be subdivided, a minimum building setback line shall be included on the proposed lots at the average setback. When one of the abutting parcels is vacant, the next developed parcel shall be used. For a corner lot, both block faces shall be used; and

Based on preliminary calculations, the required contextual setback per Code would be greater than the setbacks calculated per the Subdivision Regulations, therefore staff did not plat a setback.

4. Orientation of proposed lots shall be consistent with the surrounding parcels. For a corner lot, both block faces shall be evaluated.

Complies. Lot 1 is oriented toward Old Hickory Boulevard, consistent with lots to the west. Lot 2 is a corner lot with frontages along both streets. Any future development on the property will likely be oriented toward Old Hickory Boulevard as this is the shorter of the two frontages, which Codes typically considers the front property line.

e. The current standards of all reviewing agencies are met.

All agencies have recommended approval or approval with conditions.

f. If the proposed subdivision meets subsections a, b, c and e of this section but fails to meet subsection d, the Planning Commission, following a public hearing in accordance with the Planning Commission Rules and Procedures, may consider whether the subdivision can provide for the harmonious development of the community by otherwise meeting the provisions of TCA 13-4-303(a). In considering whether the proposed subdivision meets this threshold, the Commission shall specifically consider the development pattern of the area, any unique geographic, topographic and environmental factors, and other relevant information. The Commission may place reasonable conditions, as outlined in Section 3-5.6, necessary to ensure that the development of the subdivision addresses any particular issues present in an infill subdivision and necessary to achieve the objectives as stated in TCA 13-4-303(a).

The proposed lot does not meet the compatibility requirement for minimum lot area. The Planning Commission may grant an exception to the compatibility criteria by considering a larger area to evaluate general compatibility. The following section discusses the exceptions for lot area.

Variances/Exceptions Analysis

This request requires exceptions from Section 3-5.2 pertaining to lot area.

Lot Area

The proposed lot sizes for Lots 1 and 2, 81,908 square feet and 81,909 square feet, are below the minimum lot size of 84,004 square feet required by the compatibility standards for surrounding parcels. The lots used to calculate compatibility were the five to the west of the subject site. All of these lots were over 84,000 square feet with the largest being 215,243 square feet. The removal of the largest parcel from the compatibility calculations did not affect the required lot area as the minimum lot area of the five surveyed was larger than 70 percent of the average. As the smallest parcel is still greater than 70 percent of the average, it is the number used in the compatibility requirements.

Considering the larger area, the lots to the south with frontage along Shamrock Drive have a more consistent lot pattern with the proposed subdivision. Lot sizes range from approximately 33,200 square feet to 49,200 square feet. The proposed lots have areas within the range of the surrounding lots.

Staff finds that the proposed lot areas are comparable to parcels in the surrounding area and are not substantially different from the required amounts determined by compatibility, and that the proposed subdivision can provide for harmonious development. Given this information, staff finds the proposed lots to be consistent with the larger area and that an exception to compatibility requirements may be appropriate.

3-6 Blocks

Not applicable. No new blocks are being created.

3-7 Improvements

No public infrastructure or improvements are required with this subdivision. Construction plans for any required private improvements (private stormwater, water and sewer lines and connections) will be reviewed at the time of building permit.

3-8 Requirements for Sidewalks and Related Pedestrian and Bicycle Facilities

For subdivisions, sidewalks are not required along existing streets. Per a recent court case, the section of the Zoning Code that requires sidewalks along existing streets has been voided.

3-9 Requirements for Streets

Not applicable. No new streets are proposed.

3-10 Requirements for Dedication, Reservations, or Improvements

No additional right-of-way is required as both street frontages meet the minimum requirements.

3-11 Inspections During Construction

This section is applicable at the time of construction, which for this proposed subdivision, will occur only after issuance of a building permit approved by Metro Codes and all other reviewing agencies.

3-12 Street Name, Regulatory and Warning Signs for Public Streets

Not applicable. No new streets are proposed.

3-13 Street Names, Regulatory and Warning Signs for Private Streets

Not applicable. No private streets are proposed.

3-14 Drainage and Storm Sewers

Drainage and storm sewer requirements are reviewed by Metro Stormwater. Metro Stormwater has reviewed the proposed final plat and found it to comply with all applicable standards of this section. Stormwater recommends approval.

3-15 Public Water Facilities

Metro Water Services has reviewed this proposed final plat for water and has recommended approval.

3-16 Sewerage Facilities

Metro Water Services has reviewed this proposed final plat for sewer and has recommended approval.

3-17 Underground Utilities

There are no new utilities proposed.

PLANNING STAFF COMMENTS

With the exception for the minimum lot area requirement of the compatibility requirements, the proposed lots meet the standards of the Metro Subdivision Regulations and Metro Zoning Code. Future development will be required to meet the standards of the Metro Zoning Code regarding setbacks, building heights, etc. Staff recommends approval with conditions based on a finding that the proposal can provide for harmonious development.

POLICY CONSIDERATIONS

A recent appeals court decision (Hudson et al v. Metro) upheld a lower court decision which outlined that the Planning Commission has the authority to determine whether a subdivision complies with the adopted General Plan (NashvilleNext). Per the Court, the Planning Commission may not evaluate each subdivision to determine whether it is harmonious generally but may consider policy. Policy information is provided below for consideration.

NashvilleNext includes a Community Character Manual (CCM) which established character areas for each property within Metro Nashville. The community character policy applied to this property is T3 Suburban Neighborhood Maintenance. The intent of T3 NM policy is to create and enhance neighborhoods—to include greater housing choice, improved connectivity, and more creative, innovative, and environmentally sensitive development techniques. The proposed subdivision maintains the residential land use, meets the minimum standards of the zoning district, and has frontage along an existing local street and scenic arterial boulevard.

If the Commission can find that the proposed final plat is meeting the intent of the T3 NM policy, the Commission could place greater weight to this portion of the adopted General Plan (Nashville Next), and the Commission may approve the subdivision with the requested exceptions.

COMMENTS FROM OTHER REVIEWING AGENCIES

FIRE MARSHAL RECOMMENDATION

Approve

STORMWATER RECOMMENDATION

Approve

NASHVILLE DOT RECOMMENDATION

Approve

TRAFFIC AND PARKING RECOMMENDATION

Approve with conditions

- Traffic conditions to be set at the time of final site plan or building permit approval for individual lots. (Traffic studies, driveway distances, access sight triangles, etc.)

WATER SERVICES RECOMMENDATION

Approve with conditions

- Attached is a copy of the above-referenced subdivision (uploaded by planning on July 21, 2025) on which we recommend approval. The W&S Capacity fees must be paid prior to service connections. (See W&S Capacity fee Permit #'s T2025057362 & T2025057386).

STAFF RECOMMENDATION

Approve with conditions, including exceptions to Section 3-5.2.d.2. for lot area.

CONDITIONS

1. On the mylar copy, revise the scenic easement to include the full 75-foot dimension from the centerline. Add a label stating, "See note #20."

2. On the mylar copy, the existing drive on Lot 2 is to be updated with a label stating, "See note on plat Instrument number 20230227-0013798."
3. Comply with all conditions and requirements of Metro reviewing agencies.
4. Pursuant to 2-4.7 of the Metro Subdivision Regulations, the approval shall expire if the plat is not recorded with the Register of Deeds within one year of the Planning Commission's approval.

RECOMMENDED ACTION

Motion to approve proposed subdivision Case No. 2025S-141-001 with conditions including an exception to 3-5.2.d.2 for lot area based upon finding that the subdivision complies with the applicable standards of the Metro Subdivision Regulations, Metro Zoning Code, and other applicable laws, ordinances and resolutions as noted in the staff report, subject to all of the staff recommended conditions.

Approve with conditions, including an exception to Section 3-5.2.d.2 for lot area and including the conditions in the memo. (9-0)

Resolution No. RS2025-219

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025S-141-001 is approved with conditions, including an exception to Section 3-5.2.d.2 for lot area and including the conditions in the memo. (9-0)

CONDITIONS

1. On the mylar copy, revise the scenic easement to include the full 75-foot dimension from the centerline. Add a label stating, "See note #20."
2. On the mylar copy, the existing drive on Lot 2 is to be updated with a label stating, "See note on plat Instrument number 20230227-0013798."
3. Comply with all conditions and requirements of Metro reviewing agencies.
4. Pursuant to 2-4.7 of the Metro Subdivision Regulations, the approval shall expire if the plat is not recorded with the Register of Deeds within one year of the Planning Commission's approval.

19. 2025Z-068PR-001

Council District: 16 (Ginny Welsch)
Staff Reviewer: Drishya Dhital

A request to rezone from RS7.5 to R6-A zoning for property located at 510 High Street, located approximately 275 feet east of Meade Ave (0.18 acres), requested by Ethan Hall, applicant; Ethan Hall and Anthony Hall, owners.

Staff Recommendation: Approve.

APPLICANT REQUEST

Zone change from RS7.5 to R6-A.

Zone Change

A request to rezone from Single-Family Residential (RS7.5) to One and Two-Family Residential Alternative (R6-A) for property located at 510 High Street, approximately 275 feet east of Meade Ave (0.18 acres).

Existing Zoning

Single-Family Residential (RS7.5) requires a minimum 7,500 square foot lot and is intended for single-family dwellings at a density of 5.81 dwelling units per acre. *Based on acreage alone, RS7.5 would permit a maximum of one unit. This does not account for compliance with the Metro Subdivision Regulations.*

Proposed Zoning

One and Two-Family Residential (R6-Alternative) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.26 dwelling units per acre, including 25 percent duplex lots, and is designed to create walkable neighborhoods through appropriate building placement and bulk standards. *Based on acreage alone, R6-A would permit a maximum of one duplex lot for a total of two units. Metro Codes provides final determinations on duplex eligibility.*

SOUTH NASHVILLE COMMUNITY PLAN

T4 Urban Neighborhood Maintenance (T4 NM) is intended to maintain the general character of existing urban residential neighborhoods. T4 NM areas will experience some change over time, primarily when buildings are expanded or replaced. When this occurs, efforts should be made to retain the existing character of the neighborhood. T4 NM areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways, and existing or planned mass transit. Enhancements may be made to improve pedestrian, bicycle, and vehicular connectivity.

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

ANALYSIS

The subject property consists of one parcel totaling 0.18 acres located at 510 High Street, approximately 275 feet east of Meade Avenue. This property has been zoned Single-Family Residential (RS7.5) since 2004. The property was previously zoned One and Two-Family Residential (R8). The property is located within the Urban Zoning Overlay (UZO). The site has been developed with a single-story, single-family residential structure. The surrounding land uses are predominantly single-family residential and one- and two-family residential, with some vacant lots. The property has frontage along High Street, which is a local street. The subject property is approximately a quarter mile from Nolensville Pike and approximately two blocks from Elgin Street, which are both classified as arterial boulevards in the Major and Collector Street Plan (MCSP).

The property is located within the Urban Neighborhood Maintenance (T4 NM) policy area, which is intended to create moderate to high-density residential development patterns, building forms/types, setbacks, and building rhythms along the street. There are already one- and two-family uses established in this area, which aligns with the policy to provide moderate levels of density. The subject site is located approximately 1,400 feet from Nolensville Pike, where two WeGo bus stops are located. The subject site is identified as a neighborhood in the Nashville Next Plan. The Nashville Next Plan recognizes that neighborhoods serve as the backbone of the community by providing homes for residents at all stages of life, situated near corridors, centers, and open spaces. These policies promote a carefully integrated, well-designed mix of housing types that reflect both the existing and envisioned character of the neighborhood. Importantly, the focus is on building form to maintain, enhance, or create the intended neighborhood character. The subject site's proximity to the Nolensville Pike corridor supports the Nashville Next objectives, making it suitable for appropriately-scaled residential growth that aligns with the community plan.

The site is also within the Conservation (CO) policy area due to slopes on the property. This feature does not substantially affect the buildable area of the subject property. In contrast, the adjacent parcels to the east are more significantly impacted by the steep slope conservation feature, likely limiting the development potential on those properties.

Given the location of the site in an existing urban neighborhood and that the development pattern is varied with one- and two-family residential uses, the proposed zone change to R6-A aligns with policy goals by maintaining the existing residential character, while accommodating new growth that fits within the character of the existing neighborhood. The proposed Alternative (-A) standards would ensure that future development on the site has an urban form, consistent with policy guidance. The proposed R6-A district increases density modestly and aligns with the goals of the land use policy. Therefore, staff recommends approval of the requested R6-A zoning district.

FIRE RECOMMENDATION

Approve

Maximum Uses in Existing Zoning District: **RS7.5**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.18	5.8 F	1 U	15	5	1

Maximum Uses in Proposed Zoning District: **R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
One and Two- Family Residential* (210)	0.18	12.81 F	2 U	28	7	2

*Based on two-family lots

Traffic changes between maximum: **RS7.5 and R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+13	+2	+1

METRO SCHOOL BOARD REPORT

Projected student generation existing RS7.5 districts: 0 elementary 0 Middle 0 High

Projected student generation proposed R6-A district: 0 elementary 0 Middle 0 high

The proposed zoning is not expected to generate any additional students than the existing RS7.5 zoning district. Students would attend Glencliff Elementary School, Wright Middle School and Glencliff High School. Glencliff Elementary School is identified as being at overcapacity. Wright Middle School is identified as being exceedingly under capacity. Glencliff High School is identified as being at capacity. This information is based upon the 2024-2025 MNPS School Enrollment and Utilization report provided by Metro Schools.

STAFF RECOMMENDATION

Staff recommends approval.

Approve. (9-0)

Resolution No. RS2025-220

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-068PR-001 is approved. (9-0)

20. 2025Z-079PR-001

Council District: 21 (Brandon Taylor)

Staff Reviewer: Drishya Dhital

A request to rezone from RS5 to R6-A zoning for property located at 1641 11th Avenue North, located on the corner of 11th Avenue North and Wheless Street (0.17 acres), within the Detached Accessory Dwelling Unit Overlay district, requested by Assurance Development, Inc., applicant; Assurance Restoration & Roofing, Inc., owner.

Staff Recommendation: Approve.

APPLICANT REQUEST

Zone change from RS5 to R6-A.

Zone Change

A request to rezone from Single-Family Residential (RS5) to One and Two-Family Residential Alternative (R6-A) for property located at 1641 11th Avenue North, located on the corner of 11th Avenue North and Wheless Street within the Detached Accessory Dwelling Unit Overlay District (0.17) acres.

Existing Zoning

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 8.71 dwelling units per acre. *Based on acreage alone, RS5 would permit a maximum of one unit. This does not account for compliance with the Metro Subdivision Regulations.*

Detached Accessory Dwelling Unit (DADU) Overlay permits a detached, self-sufficient dwelling unit accessory to a principal structure. The overlay permits DADUs subject to existing standards for detached accessory dwelling units in Section 17.16.030.G of the Zoning Code, which includes requirements for, but not limited to, ownership, lot area, setbacks, bulk and massing, design, and access.

Proposed Zoning

One and Two-Family Residential (R6-Alternative) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.26 dwelling units per acre, including 25 percent duplex lots, and is designed to create walkable neighborhoods through appropriate building placement and bulk standards. *Based on acreage alone, R6-A would permit a maximum of one duplex lot for a total of two units. This does not account for compliance with the Metro Subdivision regulations. Metro Codes provides final determinations on duplex eligibility.*

NORTH NASHVILLE COMMUNITY PLAN

T4 Urban Neighborhood Evolving (T4 NE) is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle, and vehicular connectivity, and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. T4 NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. T4 NE policy may be applied either to undeveloped or substantially under-developed “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods needs to take into account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

ANALYSIS

The subject site consists of one parcel totaling 0.17 acres located at 1641 11th Avenue North, located at the southern intersection of 11th Avenue North and Wheless Street, both of which are local streets. This site has been zoned Single-Family Residential (RS5) since 1998. The site was previously zoned One and Two-family Residential (R6) and is located within the Urban Zoning Overlay (UZO) and Detached Accessory Dwelling Unit (DADU) overlay. The subject parcel is vacant, with an improved alley, Alley #539, along the rear of the parcel. The surrounding land uses are single-family residential, one and two-family residential, and vacant property.

The site is located within the Urban Neighborhood Evolving (T4 NE) policy area, which is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle, and vehicular connectivity, and moderate to high-density development patterns. T4 NE policy places greater emphasis on establishing a more diverse mix of housing and a higher level of connectivity. There have been recent rezonings in the surrounding area between 2019-2025, reflecting a trend toward moderately increasing density in the area. The property is located less than a quarter mile from Buchanan Street, which is located within the Urban Mixed-Use Corridor (T4 CM) policy area, where four WeGo bus stops are located. Additionally, the site is located across the street from Elizabeth Park.

The property is located in an existing urban neighborhood with a mix of one- and two-family residential uses and is in proximity to the mixed-use corridor. The proposed zone change to R6-A aligns with policy goals by maintaining the existing residential character, while accommodating new growth. The proposed Alternative (-A) standards would ensure that future development on the site has an urban form, consistent with policy guidance. There is an improved alley to the rear of the site that would be required to be utilized for access to the site to meet the Alternative (-A) standards. The proposed R6-A district increases density modestly and aligns with the goals of the land use policy. Therefore, the staff recommends approval of the requested R6-A zoning district.

FIRE RECOMMENDATION

Approve

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.17	8.71 F	1 U	15	5	1

Maximum Uses in Proposed Zoning District: **R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
One and Two- Family Residential* (210)	0.17	13.1 F	2 U	28	7	2

*Based on two-family lots

Traffic changes between maximum: **RS5 and R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+13	+2	+1

METRO SCHOOL BOARD REPORT

Projected student generation existing RS5 districts: 0 elementary 0 Middle 0 High

Projected student generation proposed R6-A district: 0 elementary 0 Middle 0 high

The proposed zoning is not expected to generate any additional students than the existing RS5 zoning district. Students would attend Robert Churchwell Elementary School, John Early Middle School, and Pearl-Cohn High School. Robert Churchwell Elementary School is identified as undercapacity. John Early Middle School is identified as exceedingly under capacity. Pearl-Cohn High School is identified as exceedingly under capacity. This information is based upon the 2024-2025 MNPS School Enrollment and Utilization report provided by Metro Schools.

STAFF RECOMMENDATION

Staff recommends approval.

Approve. (9-0)

Resolution No. RS2025-221

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-079PR-001 is approved. (9-0)

21. 2025Z-080PR-001

Council District: 21 (Brandon Taylor)

Staff Reviewer: Drishya Dhital

A request to rezone from RS5 to R6-A zoning for the property located at 1704 Arthur Avenue, approximately 100 feet northeast of Jane Street (0.17 acres), within the Detached Accessory Dwelling Unit Overlay district, requested by Assurance Development Inc., applicant; Frank Vukelich, owner.

Staff Recommendation: Approve.

APPLICANT REQUEST

Zone change from RS5 to R6-A.

Zone Change

A request to rezone from Single-Family residential (RS5) to One and Two-Family Residential Alternative (R6-A) for property located at 1704 Arthur Avenue, approximately 100 feet northeast of Jane Street within the Detached Accessory Dwelling Unit Overlay District (0.17 acres).

Existing Zoning

Single-Family Residential (RS5) requires a minimum 5,000 square foot lot and is intended for single-family dwellings at a density of 8.71 dwelling units per acre. *Based on acreage alone, RS5 would permit a maximum of one unit. This does not account for compliance with the Metro Subdivision Regulations.*

Detached Accessory Dwelling Unit (DADU) Overlay permits a detached, self-sufficient dwelling unit accessory to a principal structure. The overlay permits DADUs subject to existing standards for detached accessory dwelling units in Section 17.16.030.G of the Zoning Code, which includes requirements for, but not limited to, ownership, lot area, setbacks, bulk and massing, design, and access.

Proposed Zoning

One and Two-Family Residential (R6-Alternative) requires a minimum 6,000 square foot lot and is intended for single-family dwellings and duplexes at an overall density of 7.26 dwelling units per acre, including 25 percent duplex lots, and is designed to create walkable neighborhoods through appropriate building placement and bulk standards. *Based on acreage alone, R6-A would permit a maximum of one duplex lot for a total of two units. This does not account for compliance with the Metro Subdivision regulations. Metro Codes provides final determinations on duplex eligibility.*

NORTH NASHVILLE COMMUNITY PLAN

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

account considerations such as timing and some elements of the existing developed character, such as the street network and block structure and proximity to centers and corridors.

ANALYSIS

The subject site consists of one parcel totaling 0.17 acres located at 1704 Arthur Avenue, which is a local street, approximately 100 feet northeast of Jane Street. This site has been zoned Single-Family Residential (RS5) since 1998. The site was previously zoned One and Two-family Residential (R6) and is located within the Urban Zoning Overlay (UZO) and the Detached Accessory Dwelling Unit (DADU) overlay. The subject parcel is vacant, and an improved alley, Alley #537, is located along the rear of the parcel. The surrounding land uses are single-family residential, one and two-family residential, and vacant property.

The site is located within the Urban Neighborhood Evolving (T4 NE) policy area, which is intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle, and vehicular connectivity, and moderate to high-density development patterns. The T4 NE policy places greater emphasis on establishing a more diverse mix of housing and a higher level of connectivity. There have been recent rezonings in the surrounding area between 2019-2025, reflecting a trend toward moderately increasing density in the area. The property is less than a quarter mile from Buchanan Street, which is located within the Urban Mixed-Use Corridor (T4 CM) policy area, where four WeGo bus stops are located. Additionally, the site is located across the street from Elizabeth Park.

The property is located in an existing urban neighborhood with a mix of one- and two-family residential uses and is in proximity to the mixed-use corridor. The proposed zone change to R6-A aligns with policy goals by maintaining the existing residential character, while accommodating new growth. The proposed Alternative (-A) standards would ensure that future development on the site has an urban form, consistent with policy guidance. There is an improved alley to the rear of the property that would be required to be utilized for access to the site to meet the Alternative (-A) standards. The proposed R6-A district increases density modestly and aligns with the goals of the land use policy. Therefore, the staff recommends approval of the requested R6-A zoning district.

FIRE RECOMMENDATION

Approve

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

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Single-Family Residential (210)	0.17	8.71 F	1 U	15	5	1

Maximum Uses in Proposed Zoning District: **R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
One and Two-Family Residential* (210)	0.17	13.1 F	2 U	28	7	2

*Based on two-family lots

Traffic changes between maximum: **RS5 and R6-A**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
-	-	-	-	+13	+2	+1

METRO SCHOOL BOARD REPORT

Projected student generation existing RS5 districts: 0 elementary 0 Middle 0 High

Projected student generation proposed R6-A district: 0 elementary 0 Middle 0 high

The proposed zoning is not expected to generate any additional students than the existing RS5 zoning district. Students would attend Robert Churchwell Elementary School, John Early Middle School, and Pearl-Cohn High School. Robert Churchwell Elementary School is identified as undercapacity. John Early Middle School is identified

as exceedingly under capacity. Pearl-Cohn High School is identified as exceedingly under capacity. This information is based upon the 2024-2025 MNPS School Enrollment and Utilization report provided by Metro Schools.

STAFF RECOMMENDATION

Staff recommends approval.

Approve. (9-0)

Resolution No. RS2025-222

"BE IT RESOLVED by The Metropolitan Planning Commission that 2025Z-080PR-001 is approved. (9-0)

H: OTHER BUSINESS

22. Bonus Height Certification for Nashville Edition Hotel and Residences 1100 Porter Street

Resolution No. RS2025-223

"BE IT RESOLVED by The Metropolitan Planning Commission that the Bonus Height Certification for Nashville Edition Hotel and Residences 1100 Porter Street is approved. (9-0)

23. Historic Zoning Commission Report

24. Board of Parks and Recreation Report

25. Executive Committee Report

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

Resolution No. RS2025-224

"BE IT RESOLVED by The Metropolitan Planning Commission that the Director's Report is approved. (9-0)

27. Legislative Update

I: MPC CALENDAR OF UPCOMING EVENTS

October 23, 2025

MPC Meeting

4 pm, 700 President Ronald Reagan Way, Howard Office Building, Sonny West Conference Center

November 13, 2025

MPC Meeting

4 pm, 700 President Ronald Reagan Way, Howard Office Building, Sonny West Conference Center

December 11, 2025

MPC Meeting

4 pm, 700 President Ronald Reagan Way, Howard Office Building, Sonny West Conference Center

J: ADJOURNMENT

The meeting adjourned at 6:48 p.m.