



HIGHLAND HEIGHTS STUDY

Planning Commission Draft for Adoption

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APPENDIX — CHARRETTE REPORT

What is a Small Area Plan?

The Highland Heights Study is a small area plan produced by the Metropolitan (Metro) Planning Department. Small Area Plans illustrate the vision for designated land within Nashville's 14 Community Plan areas. On a parcel-by-parcel basis, these plans steer the appropriate land use, development character, and design intent guided by goals established by neighborhood stakeholders. Like community plans, small area plans are developed through a participatory process that involves Planning Department staff (staff) working with neighborhood stakeholders.

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

The plan product most important to neighbors and business owners interested in redevelopment, is the Building Regulating Plan that serves as a Supplemental Policy within the overall Community Plan for the area. Tailored to meet the needs of each individual area studied, the Building Regulating Plan describes the appropriate building type and intensity for development within designated subdistricts and provides detailed guidance on the vision for zoning and design.

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

For the most current information on the Community Character Manual and the Community Plans: www.nashville.gov/Planning-Department/Community-Planning-Design.aspx

History of the Planning Process

In 1988, the Planning Department began creating “community plans” as a means of fine tuning the countywide general plan. These community plans examined specific issues and needs, projected growth, development, and preservation in fourteen communities.

The Metropolitan Planning Commission (MPC) first adopted the East Nashville Community Plan in 1994, which includes Highland Heights. Later, in 1997, the MPC adopted the Highland Heights Neighborhood Plan, which addressed an array of topics at the neighborhood scale. While this neighborhood plan has not previously been updated, other efforts at the neighborhood scale have occurred. This includes the Dickerson Pike Commercial Area Plan adopted by MPC in 2000, the Skyline Redevelopment Plan adopted by MDHA in 2007, and an Urban Design Overlay adopted by Metro Council that addresses signage for Dickerson Pike.

Since the initial iteration in 1994, MPC has adopted several major updates to the East Nashville Community Plan via participatory planning processes facilitated by staff, each emphasizing the needs identified by the community at the time of adoption. MPC adopted the first community plan update in 2006. While the update created detailed plans for East Nashville neighborhoods, including Cleveland Park and McFerrin Park located to the south of Highland Heights, the 2006 update relied on land use policies adopted at the community level rather than creating a detailed plan for Highland Heights.

In 2013, East Nashville's community plan policies were translated to their closest equivalents in, what was then, the relatively new Community Character Manual (CCM). Updates to East Nashville, along with all 14 community plans, accompanied MPC's adoption of NashvilleNext in 2015 and again with an update in 2017.

For additional information regarding Community Plans, please refer to:

www.nashville.gov/Planning-Department/Community-Planning-Design.aspx

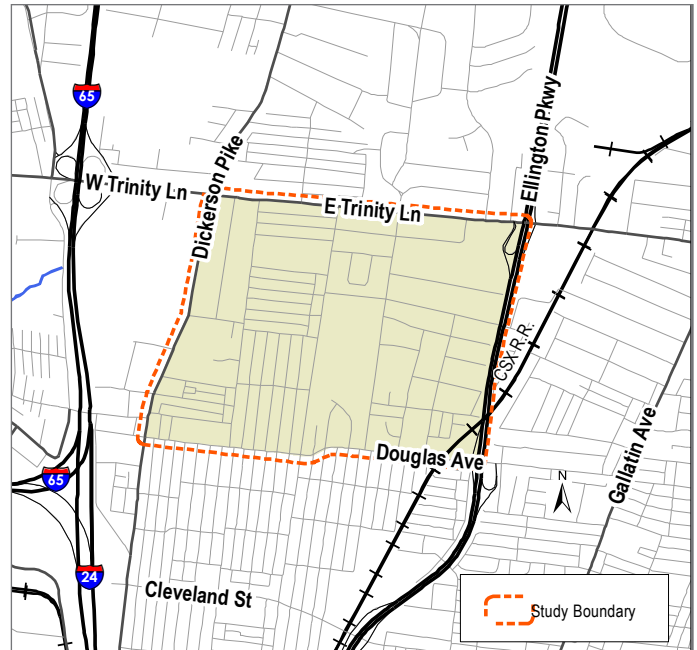


Fig. 1: Highland Heights Study Boundary



Participant at Visioning Session indicates an area where growth and change was desired

HIGHLAND HEIGHTS STUDY

PART 1: SET UP

The Highland Heights Study is a supplement to and a part of the East Nashville Community Plan. It addresses land use, transportation, and community design at the neighborhood scale. In January 2018, the Metropolitan (Metro) Planning Commission instructed Planning Department staff to engage residents, property owners, business owners, and other stakeholders in Highland Heights in an effort to develop a small area plan designed to guide the area's future growth. This instruction followed a three-year period that included more than 40 development proposals presented at Planning Commission and approved by the Metro Council.

Study Area

Located two miles northeast of downtown Nashville, the Highland Heights study area is bounded by Dickerson Pike, Ellington Parkway, Douglas Avenue, and East Trinity Lane, as shown in Fig. 1.

History Summary

The study area's urban history began in the 1900s when streetcar access made such development outside the city core possible. The area's longest-standing land use, however, is that of a garden and greenhouse. What began in 1854 as Lischey Floral Company located central to the neighborhood is now operated on approximately 40 acres by Holtkamp Greenhouses — one of the world's largest African violet producers — under the brand Optimara.

Evidence of urban development, according to *Tennessean* archives, began in 1913 with advertisement of lots for sale on Meridian Street, Stainback Avenue, Pennock Avenue, and Lischey Street. By this time, Nashville city limits had reached as far north as Douglas Avenue, the southern border of the study area. The Highland Heights area remained unincorporated until 1960. Its annexation by the city followed an unsuccessful referendum to create metropolitan government. On second try in 1963, Davidson County voters approved metropolitan government, and included the study area within the Urban Services District.

Meanwhile, construction of I-24/I-65 and Ellington Parkway began in the 1960s. Ellington Parkway reduced connectivity to neighborhoods east of the study area, while I-24/I-65 separated the area from Haynes Trinity to the west.



Neighborhood gateway sign



Participants receive instructions from staff prior to beginning small group discussions during Charrette Week's Visioning Session

Development Pattern Summary

A T4 Urban Transect community, the study area's development pattern is primarily urban with automobile-oriented commercial uses along East Trinity Lane and Dickerson Pike and neighborhood-scale centers at intersections along Douglas Avenue. A large residential core with a mix of residential building types, though primarily single and two-family residential, occupies the central study area, only interrupted by the 40-acre Holtkamp Greenhouses. The residential core consists of small cottages, craftsman houses, and a few early 20th Century mansions on large lots, as well as more modern houses.

Recent Development Activity Summary

A development boom has been changing the landscape of Highland Heights in dramatic fashion over the last 10 years. *NashvilleNext* recognized the area's potential to support some of the anticipated citywide growth over the next 25 years. *NashvilleNext's* Growth & Preservation Concept Map identified the northwest corner of the study area as a Tier Two Center. It prioritizes using public-private partnerships as redevelopment occurs to build out infrastructure needed to support population and employment growth within these areas. It is notably a lower priority than Tier One Centers such as those designated in Downtown and Midtown. *NashvilleNext* also identified Dickerson Pike as an Immediate Need High Capacity Corridor. These designations occurred in the midst of population and housing unit growth — 9% and 5% respectively — within Census Tract 113 between 2010 and 2016. Census Tract 113, with a total estimated population of 5,620, encompasses most of the study area in addition to points west of Dickerson Pike to I-65/I-24 and several residential blocks north of East Trinity Lane.

More than 70% of existing structures in the study area were constructed prior to 1961, while 5% were constructed from 2009 to 2017. Meanwhile, 59% of the study area's parcels are occupied by single family uses, 7% are two-to-four family residential uses, 11% are vacant/undeveloped uses, and 14% are commercial uses. Commercial uses include the 40-acre Holtkamp property. Of the 11% of the area identified as vacant, much has been approved for new development since 2016. In fact, Metro Council approved more than 40 rezoning requests from 2013 to March 2018. These approvals include 14 Specific Plan approvals with a potential yield of 484 new residential units and 16 rezones from single-family or industrial districts to multifamily districts (primarily RM20-A). Offering further evidence of a neighborhood experiencing widespread redevelopment, from 2013 to March 2018 almost \$20 million of investment — as reported by building permits issued by Metro — has occurred with new construction



Open Design Studio participants view a summary of Visioning Session input



Work-in-Progress participants review preliminary recommendations

[Learn more about socioeconomic characteristics and development activity in Highland Heights in the Appendix: Charrette Report.](#)

(\$16 million), additions (\$806,000), and rehabilitation of existing structures (\$3.1 million). This represents 188 new units. Metro Council has approved additional development entitlements over the last two years that would bring several hundred additional units.

Process Summary

Every successful plan requires robust community engagement and coordination with stakeholders. The process initiated with selection of an Advisory Committee to steer community engagement and development of a plan for Highland Heights. The public process kicked off with a week-long Charrette in March 2018. Charrette Week included multiple opportunities for public input, including facilitated small group discussions during the Visioning Session, presentation of work underway during two Open Design Studio sessions, and a presentation of preliminary recommendations during a Work-in-Progress session that closed out the week. All information presented at the Work-in-Progress session was available on the project website for review following Charrette Week.

Staff continued working with the Advisory Committee in the weeks following Charrette Week. The committee reviewed multiple iterations of the draft document prior to staff presenting the plan to the Planning Commission. In addition, staff coordinated with multiple Metro departments and agencies throughout the process to ensure alignment with other Metro plans and studies occurred. Appendix A, the Highland Heights Charrette Report, presents a detailed, comprehensive review of the planning process.

Issues Summary

Community engagement activities associated with this process provided a forum for stakeholders to identify many local concerns related to city living. While the recommendations of this plan, which is primarily a land use policy plan, cannot directly address all identified issues, this plan can enable solutions to issues identified through best practices of land use planning and design. This plan addresses these concerns by identifying where growth should occur and how it should be designed to create a high-quality environment that complements the neighborhood's existing character. Recommendations presented in Parts 2 and 3 describe proposed Community Character Policy changes, the introduction of supplemental policies, and an action plan. Meanwhile, the Charrette Report in Appendix A presents a detailed, comprehensive review of the issues summarized in this section.



Work-in-Progress participants discuss preliminary recommendations with Planning Department staff



Summary of Community Resource input participants described during Visioning Session



Example of incompatibility of new infill housing that many participants identified during Charrette Week

Table 1: Cherokee Avenue Summary of Potential Residential Yield

Existing Units (2017)	19
Units possible with current (2017) zoning	67
Units possible with rezoning remaining non-residential property to RM9-A	207
Units possible with rezoning remaining non-residential property to RM15-A	345
Units possible with rezoning remaining non-residential property to RM20-A	460

Land Use and Development

Policy and zoning — A plan amendment adopted by MPC in 2016 changed a large swath of T4 Neighborhood Maintenance (T4 NM) policy to T4 Neighborhood Evolving (T4 NE) policy in the predominantly single-family core of the study area. Over time, as new development has occurred, several current new and long-time residents have expressed discomfort with this policy change, believing application of T4 NE policy has primed the neighborhood for a level of potential development intensities that they find troubling. Many expressed a desire to concentrate higher intensity uses with taller building heights adjacent to the corridors that form the study area boundary. They also sought the more compatible design described in Parts 2 and 3 of this plan.

Speed and intensity of change — Many participants believe that development pressure impacting the study area, as previously described, has resulted in an unnerving pace and type of growth that current new and long-time residents find alarming. They feel that new development in the neighborhood core is too dense and incompatibly designed. As a result, they say, it is changing the face of the neighborhood for the worse. Instead, many expressed a desire for placing the most intense development along the corridors, with these edges of new growth being designed and shaped such that transitions to the neighborhood are clear and predictable. This is to be coupled with compatibly designed infill in the single-family core.

Incompatible development — Many expressed that new infill housing is out of character with the built environment. This stands in contrast with their desire to preserve the historic single-family character of the core comprised predominantly of small cottage, Tudor, craftsman, and 1920s mansion housing styles.

Cherokee Avenue — A prime example of the concern expressed regarding the speed and density of change is playing out on Cherokee Avenue, a dead-end street located in the northeast corner of the study area. Cherokee Avenue currently contains a mix of industrial, warehouse, commercial, and residential uses. A change included with MPC's adoption of *NashvilleNext* in 2015, changed policy on the street from T4 NM and T4 Neighborhood Center (T4 NC) to T4 Mixed Use Neighborhood (T4 MU) based on the anticipated evolution of new residential uses mixed in with existing uses. It was intended to provide better design guidance for mixed use redevelopment. Since mid-2015, MPC has processed a number of rezoning requests, generally with requests for increased residential unit yield. In 2017, planning staff completed a residential unit yield analysis to

better understand the overall effect of continued rezoning requests along Cherokee Avenue for increased residential capacity. A summary of staff's analysis of potential residential yield is provided in Table 1. The currently permitted and potential number of future residential units, in conjunction with the lack of access, connectivity, and adequate infrastructure along Cherokee Avenue has many residents concerned.

Lack of walkable, desirable mixed use — Many participants expressed that much of the existing commercial uses — particularly along Dickerson Pike and East Trinity Lane — do not meet the residents' desire for more neighborhood businesses and services. Current commercial uses are predominantly auto-oriented with a regional customer base, rather than providing the kind of walkable mixed use centers they seek, particularly at key intersections along East Trinity Lane and Douglas Avenue.

Legal lots of record — Meridian Street, Stainback Avenue, Pennock Avenue, and Lischey Avenue, shown in Fig. 2, contain a system of legal lot lines that have existed since their original platting in the early 1900s. These now grandfathered, 25-by-100 small lots were originally offered to buyers with the intention of combining two or more small lots to form one tax lot (i.e. parcel), meaning that today redevelopment can legally occur on lots that do not meet the minimum lot size requirements for the base zoning district. This provides an incentive to remove an existing home, which may have been built on two or more original lots, in order to build multiple "skinny" houses. A significant amount of this type of development is occurring where these legal lots of record exist in Highland Heights.

Mobility

Lack of sidewalks and bikeways — Low-stress bikeways – bicycle facilities considered to be low-stress for the average person – are identified only along Douglas Avenue by the Walk-n-Bike strategic plan for bicycle and pedestrian improvements.

Incomplete network of sidewalks — Sidewalks currently serve many of the north-south streets such as Meridian Street, Pennock Avenue, Stainback Avenue, Lischey Avenue, and Jones Avenue; however, comparatively fewer east-west streets have sidewalks. Of those in place running east-west, none provide a completed cross-neighborhood link. Further, aside from Douglas Avenue and East Trinity Lane, there are currently no sidewalks at all east of Jones Avenue within the study area. Complicating matters, streets without sidewalks generally lack curb and gutter, meaning new sidewalk construction must also include major investments in stormwater infrastructure.

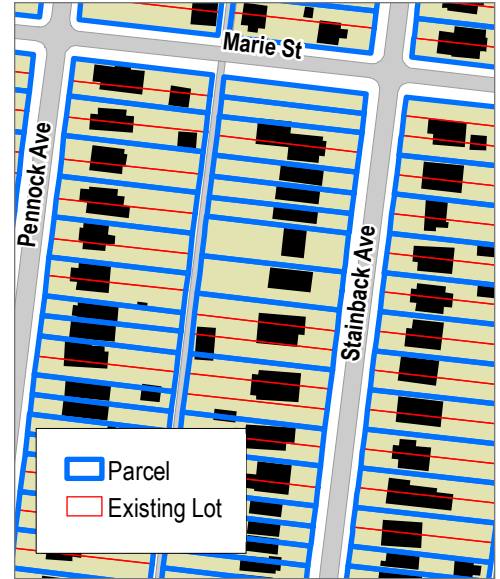


Fig. 2: Legal lots of record shown in red, parcels shown in blue



Gatewood Avenue is one of many study area streets without sidewalks



Example of new infill development in Highland Heights



Historic home fronting Lischey Avenue



Tom Joy Park playground

Existing and potential future traffic congestion — Concerns expressed by participants related primarily to traffic congestion along major streets and cut-through traffic along local streets. Many viewed this as a problem they fear will worsen in light of newly approved development.

Circulation and the street grid — Many expressed a desire to see increased connectivity. This is particularly true regarding a desire for additional street connections in the northeast corner of the neighborhood to connect Chickasaw Avenue to East Trinity Lane. A grade-separated CSX railroad crossing on the eastern edge along Douglas Avenue is also desired.

Housing

Decreasing supply of affordable housing — The rising cost of housing is displacing lower-income residents within the study area and throughout Nashville, and this was identified as a concern.

Fading neighborhood identity and diversity — With the loss of housing affordability, many see it negatively affecting the celebrated socioeconomic diversity of Highland Heights and displacing long-time residents.

Preservation of historic homes — Throughout the neighborhood, there are historic homes that are either designated Worthy of Conservation or National Register Eligible. These designations lack demolition protection as demand for new development increases.

Community Facilities and Services

Greenspace — The neighborhood's lone public open space, Tom Joy Park, is too small and lacks a number of facilities residents wish to see. There is a desire for additional programming at the park including picnic tables, additional garbage cans and grills, and the addition of more trees. Many expressed a need for more open space within the study area and for a community center facility.

Infrastructure

Infrastructure — Much of the existing infrastructure is viewed as inadequate, overburdened, and in need of maintenance.

Stormwater removal infrastructure — Multiple ponding and drainage issues were identified by stakeholders, especially in the southwest portion of the study area.

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PART 2: THE PLAN

Vision Statement

The study vision statement, presented to the right, was developed during the charrette with direction from stakeholder groups and the Advisory Committee and input from the community. It is intended to represent the community's common goals and expectations for the future.

Goals

Residential character of neighborhood core. Protect existing single family character of the core while concentrating intensity into small nodes.

Transit-supportive mixed-use corridors. Enhance and create vertically mixed use building types along Dickerson Pike and the western portion of East Trinity Lane.

Adequate infrastructure. Enhance stormwater infrastructure with improvements that serve existing and future neighborhood stakeholders.

Neighborhood centers. Enhance the character of small, walkable, mixed-use development nodes at important intersections.

Prepare for redevelopment of Holtkamp greenhouse property. Plan for the potential long-term redevelopment of the property.

Compatible infill. Infill development should contribute to the established development pattern in terms of massing, height, and placement.

More and better open space. Enhance Tom Joy Park and look for additional public open space opportunities, as well as including usable open space with new private development.

Housing choice and diversity. Allow for a variety of housing type choices in order to maintain socioeconomic diversity.

Connected and walkable. New development must connect to and enhance the public street and sidewalk network.

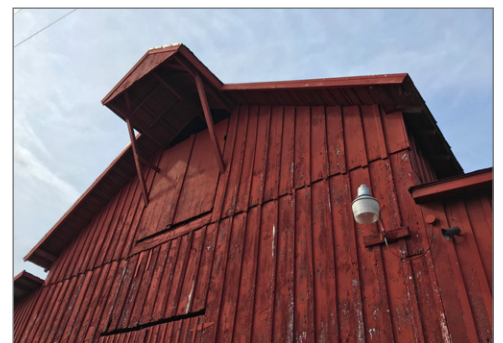
Historic homes and adaptive reuse. Maintain residential structures and districts within the study area. In addition, eligible historic structures offer opportunities for adaptive reuse in order for property owners to fund long-term maintenance of the structures.

HIGHLAND HEIGHTS VISION STATEMENT

Highland Heights is a Nashville neighborhood with a unique character and story.

As we welcome new neighbors to our community, we will strive to keep the diversity and identity of our close knit, urban, mixed-use neighborhood.

We will reclaim and protect the character of our neighborhood fabric through sensitive design, guide change and growth along our corridors, and enhance our neighborhood centers.



Historic barn on the Holtkamp greenhouse campus

Community Character Policy

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

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

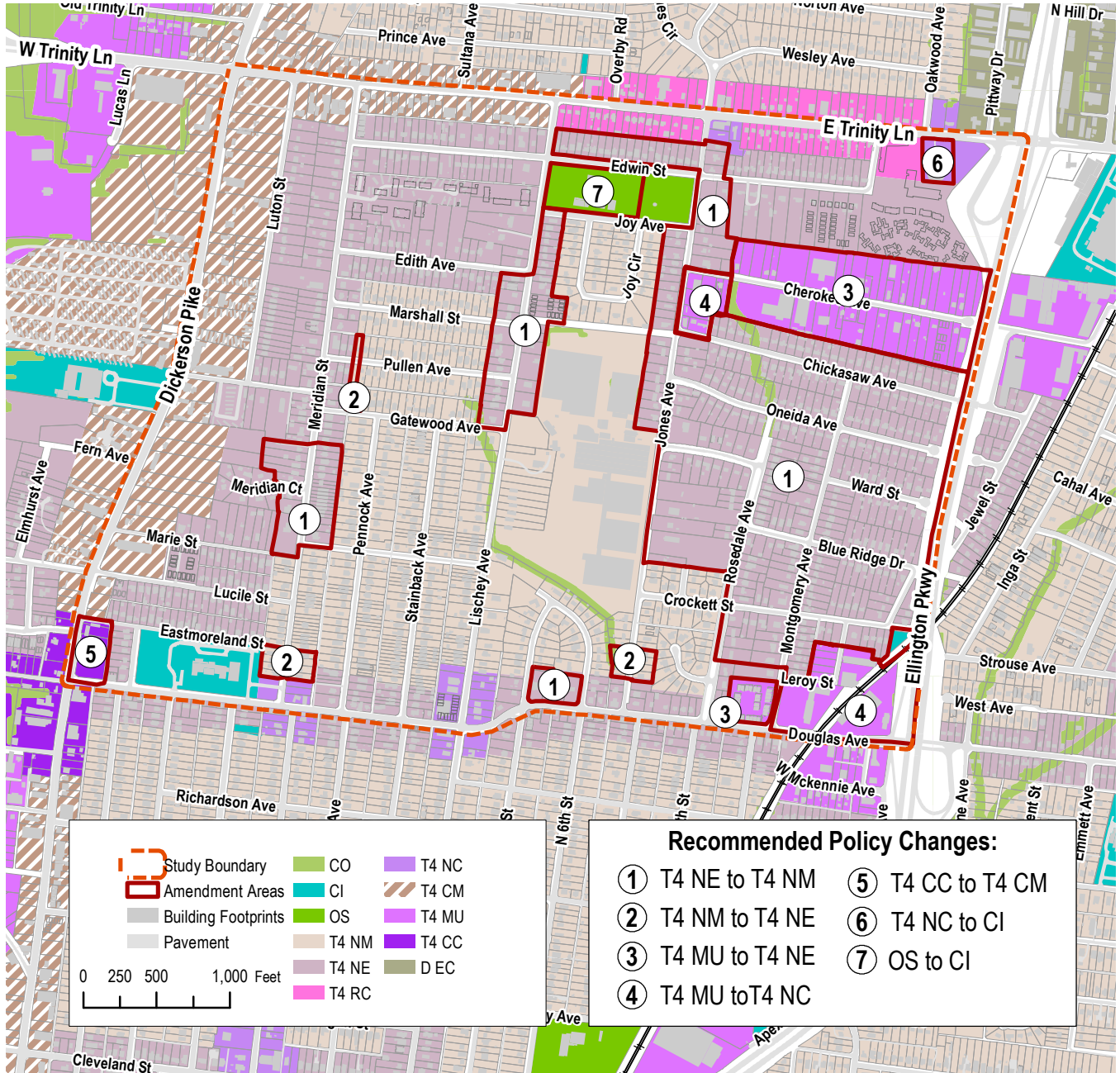
Discover detailed guidance for each policy area in the Community Character Manual, online at: <http://www.nashville.gov/Planning-Department/Community-Planning-Design/CCM.aspx>

Community Character Policy

The recommended Community Character Policy shows the application of different policies to properties within the study area. Each policy is described in the Community Character Manual (CCM), a component of *NashvilleNext*. Fig. 3 highlights the specific changes recommended by this study, each of which is described below.

- ① **T4 Neighborhood Evolving (T4 NE) to T4 Neighborhood Maintenance (T4 NM):** Application of T4 NM policy to the four identified areas, in association with Supplemental Policies, better reflects the community's desire to preserve the character of the neighborhood core. T4 NE policy had previously been applied to encourage redevelopment with a mix of housing types.
- ② **T4 Neighborhood Maintenance (T4 NM) to T4 Neighborhood Evolving (T4 NE):** Application of T4 NE policy in the three identified areas reflects the community's desire to provide appropriate transitions from single-family character of the neighborhood core to mixed use centers and transit corridors.
- ③ **T4 Mixed Use Neighborhood (T4 MU) to T4 Neighborhood Evolving (T4 NE):** Application of T4 NE policy better reflects the community's desire for two locations, including Cherokee Avenue, a dead-end street with an existing mix of industrial, warehouse, commercial, and residential uses, to evolve into a residential street with a mix of building types that discourages new non-residential uses.
- ④ **T4 Mixed Use Neighborhood (T4 MU) to T4 Neighborhood Center (T4 NC):** Application of T4 NC policy to these two areas more accurately reflects the community's desire for these properties to evolve from an industrial focus toward a mix of residential, commercial, and institutional uses that serve the neighborhood.
- ⑤ **T4 Community Center (T4 CC) to T4 Mixed Use Corridor (T4 CM):** Application of T4 CM policy at one location better reflects the development potential of shallow parcels along an arterial boulevard.
- ⑥ **T4 Neighborhood Center (T4 NC) to Civic (CI):** Application of Civic better reflects the current and long-range future needs of Water Services.

Fig. 3: Community Character Policy Amendments



⑦ **Open Space (OS) to Civic (CI):** Application of Civic better reflects the current and long-range future needs of the head start facility.

Supplemental Policy

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



Downtown skyline forms the background of homes fronting Crockett Street

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

- **Building Regulating Plan:** Identifies nine distinct subdistricts. Guidance tailored to the unique circumstances and community vision for each subdistrict provided is represented by a Building Regulating Plan map (Fig. 4); appropriate building types (Table 2); intent and appropriate zoning districts (Table 3); and associated Building Type standards (Figs. 5-13).
- **Mobility Plan:** Identifies street hierarchy types and future road connections (Fig. 14) and associated cross sections for each street type (Figs. 15-20).

In addition, two separate Supplemental Policies Areas (SPAs) are established to further explain future growth expectations for two locations: Holtkamp greenhouse site and Cherokee Avenue, each designated as follows:

- **SPA 05-T4-NM-01 — Greenhouse Site:** Identifies 40-acre Holtkamp greenhouse site, in conjunction with the M3 subdistrict of the Building Regulating Plan, and includes further guidance related to adaptive reuse of historic structures, building type explanations, connectivity, open space and conservation, building height, and appropriate zoning districts (Fig. 21).
- **SPA 05-T4-NE-01 — Cherokee Avenue:** Identifies properties fronting Cherokee Avenue, in conjunction with the R5 subdistrict of the Building Regulating Plan, and includes further guidance related to connectivity, access, building form and site design, and appropriate zoning districts (Fig. 22).

Where conflicts exist between the Supplemental Policy and underlying CCM policy, the Supplemental Policy serves as the appropriate guidance. Where the Supplemental Policy is silent, the underlying CCM policy (Fig. 3) provides the appropriate guidance.

Building Regulating Plan

Building regulating plans specify the types and scale of development that are generally appropriate for subdistricts within the study boundary. It also provides a means of guiding the intensity of development intended within each subdistrict. Most CCM policy categories allow for a range of intensities and generally describe instances where higher or lower levels of intensity are appropriate. Building regulating plans allow a community to identify more specific desired outcomes.

The Building Regulating Plan, shown in Fig. 4, establishes nine subdistricts intended to create areas with specific design characteristics in order to achieve the overall vision of the community. This plan promotes growth that results in coordinated and compatible design features throughout the subdistricts. Where appropriate, specific design standards have been developed for each subdistrict by building type (Tables 2-3 and Figs. 5-13). If used accordingly, the Building Regulating Plan will make development within each subdistrict predictable.

Developers interested in working in the study area should consult the Building Regulating Plan to determine the appropriate building type, building height, design principles, and development intensity (i.e. appropriate zoning districts) by subdistrict. A site plan or zoning application such as a Specific Plan will be important in demonstrating that the design intent of the Building Regulating Plan has been achieved.

The subdistricts listed below are described in Tables 2 and 3. Note that the CI and OS subdistricts are not represented in Tables 2 or 3. For each, guidance can be found within the CI and OS policy descriptions in CCM. The Highland Heights Building Regulating Plan subdistricts are as follows:

- R1 Subdistrict
- R2 Subdistrict
- R3 Subdistrict
- R4 Subdistrict
- R5 Subdistrict
- R6 Subdistrict
- M1 Subdistrict
- M2 Subdistrict
- M3 Subdistrict



New construction in progress on Stainback Avenue

Fig. 4: Building Regulating Plan

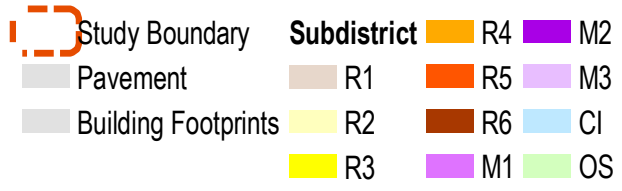
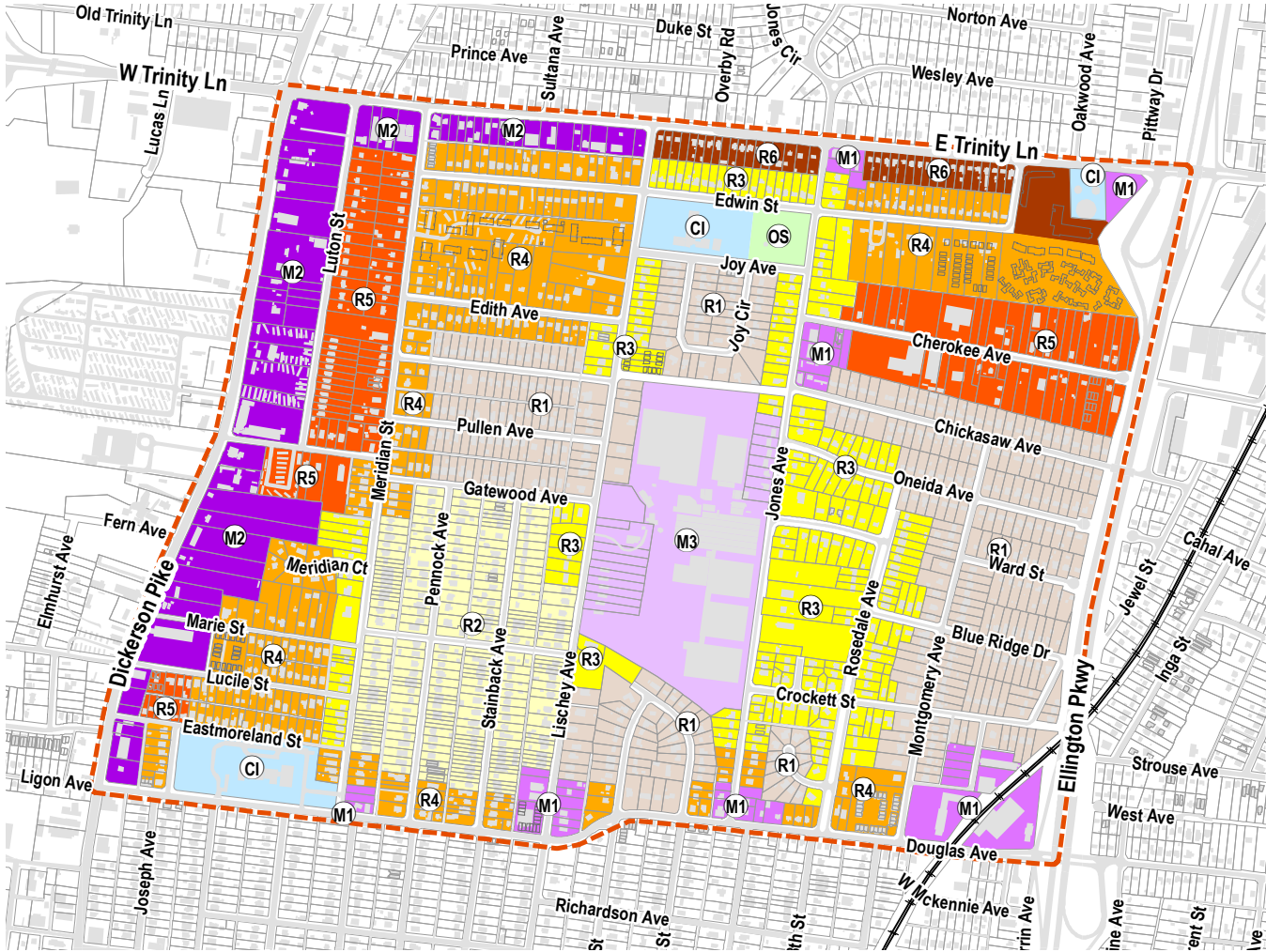


Table 2: Building Regulating Plan Appropriate Building Type By Subdistricts

Sub-district	House (1 unit) & Detached Accessory Dwelling Unit	House (2 unit) & Detached Accessory Dwelling Unit	Plex House or Manor House	House Court	Low-Rise Townhouse	Courtyard Flat, Low-Rise Flat or Mid-Rise Flat	Low-Rise Mixed Use or Mid-Rise Mixed Use
R1							
R2							
R3			Only appropriate — for up to 4 units — on corner lots at intersections of Primary/ Secondary Blvd., Primary Ave., and North-South/ East-West Conn. streets identified by Mobility Plan (Fig. 14).				
R4							
R5							
R6							
M1						Courtyard and Low-Rise only	Low-Rise only
M2							
M3							Adaptive reuse of historic structures only

Table 3: Building Regulating Plan Intent, Design Principles & Standards, and Appropriate Zoning by Subdistrict

Sub-district	Intent	Building Types	Design Principles & Standards	Appropriate Zoning District
R1	Maintain existing low-to-moderate-density, predominantly single-family residential development pattern, building form/types, setbacks, and building rhythm along the street.	Table 2	Figs. 5-13	Design-based zoning
R2	Differentiated by its underlying lot pattern, maintain moderate-density, predominantly single-family residential development pattern, building form/types, setbacks, and building rhythm along the street for these areas.	Table 2	Figs. 5-13	Design-based zoning
R3	Maintain existing moderate-density, predominantly single-family residential development pattern, building form/types, setbacks, and building rhythm along the street, while allowing for slightly higher (than R1 and R2) intensities at intersections of significant streets.	Table 2	Figs. 5-13	RS5-A R6-A RM9-A* Design-based zoning * Appropriate only for corner lots at intersections of Primary/Secondary Blvd., Primary Ave., and North-South/East-West Conn., as identified by Mobility Plan (Fig. 14).
R4	Create and enhance neighborhoods with greater housing choice, improved connectivity, and more creative, innovative, and environmentally sensitive development techniques. Improve existing street, sidewalk, bikeway, and stormwater infrastructure to T4 Urban Transect standards through new private-sector development.	Table 2	Figs. 5-13	R6-A RM9-A RM15-A RM20-A Design-based zoning
R5	Create and enhance neighborhoods — to include greater housing choice, improved connectivity, and more creative, innovative, and environmentally sensitive development techniques that form a transition from Dickerson Pk.'s higher density mixed use. Improve existing street, sidewalk, bikeway, and stormwater infrastructure to T4 Urban Transect standards through new private-sector development. Specific to Cherokee Ave., establish a framework of public infrastructure that would accommodate the increased capacity of residential units over time. The policy anticipates that an additional means of access, increased connectivity, and a more specific and certain built environment can improve the quality of life of neighborhood residents.	Table 2	Figs. 5-13	RM9-A RM15-A* ** RM20-A* ** RM40-A* Design-based zoning *Appropriate only for Luton St. and Gatewood Ave. ** Appropriate for Cherokee Ave. following or in conjunction with provision of new access to E. Trinity Ln. and/or to Chickasaw Ave., as shown in Mobility Plan (Fig. 14) and defined by SPA 05-T4-NE-01).

Sub-district	Intent	Building Types	Design Principles & Standards	Appropriate Zoning District
R6	Encourage market-based redevelopment of E. Trinity Ln. frontage in order for the corridor to evolve into a higher-density residential development pattern that transitions appropriately to adjacent subdistricts. Building form created with new development is in character with a T4 Urban development pattern in terms of its mass, orientation, and placement. Building form also complements adjacent neighborhoods and is sufficiently served by the infrastructure to which it has access.	Table 2	Figs. 5-13	RM9-A RM15-A RM20-A Design-based zoning
M1	Enhance and create urban neighborhood centers that provide daily needs and services for surrounding urban neighborhoods. Centers are situated to serve an urban neighborhood, and their intensification is supported by surrounding existing or planned residential development, adequate infrastructure, and adequate access, such as the intersection of a local and collector-avenue street. These areas are envisioned to occur as neighborhood-scale centers.	Table 2	Figs. 5-13	RM9-A RM15-A RM20-A OR20-A MUN-A MUL-A* Design-based zoning *Appropriate only for E. Trinity Ln.
M2	<p>Evolve toward a balanced mixture of residential and commercial land uses along the corridor that provides an opportunity for a varied development pattern in regard to the size, scale, and density.</p> <p>Specifically for Dickerson Pk. and E. Trinity Ln. (from Dickerson Pk. to Lischey Ave.), enhance corridors by encouraging a greater mix of higher-density residential and mixed use development.</p> <p>Specifically for E. Trinity Ln. between Meridian St. and Lischey Ave., the intent is for slightly less intense development than for remainder of M2.</p>	Table 2	Figs. 5-13	RM20-A RM40-A MUN-A MUL-A MUG-A* OR40-A* ORI-A* Design-based zoning *Not appropriate for E. Trinity Ln. from Meridian St. to Lischey Ave.
M3	In the event that the property owner seeks to redevelop the Holtkamp greenhouse site at a future date, ensure redevelopment occurs in a manner that appropriately responds to the envisioned character of the immediately surrounding context.	Table 2	Figs. 5-13	Design-based zoning See SPA 05-T4-NM-01 See Design Scenario (Fig. 23)

Fig. 5: Building Type: House — One Unit

Allowed in R1, R2, R3, R4, M3 subdistricts.

Generally, the development standards for primary residence are as follows:

R1

A	Front Setback	35-50 ft.
B	Side Setback (min)	10-30 ft.
C	Rear Setback (min)	40 ft.
D	Building Height (max)	2-1/2 stories

R2

A	Front Setback	30-50 ft.
B	Side Setback (min)	5 ft.
C	Rear Setback (min)	30 ft.
D	Building Height (max)	3 stories

R3, R4, M3

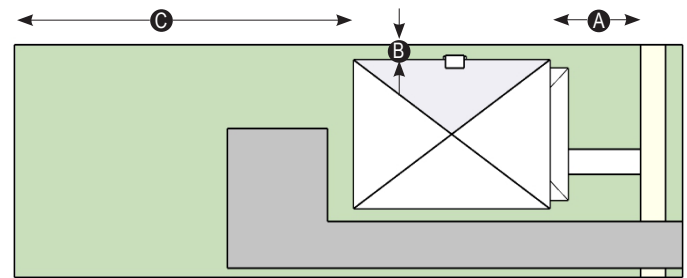
A	Front Setback	20-40 ft.
B	Side Setback (min)	5-15 ft.
C	Rear Setback (min)	20 ft.
D	Building Height (max)	3 stories

Standards shown above for front and side setbacks represent the predominant character found within the subdistricts, while rear setbacks and building heights represent the maximum allowable to maintain compatible character. However, deviations are expected and permitted based upon the situational context from street-to-street and block-to-block.

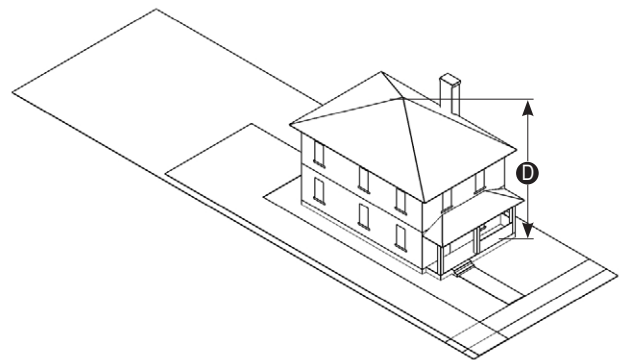
All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in and maintain the rhythm of the street, block pattern, and building orientation in R1 and R2.

Within R3, R4, and M3, future development patterns may also inform context appropriate setbacks, in addition to the contextual guidance described above.

Where alleys are present, rear access shall be required.



Site Plan



Perspective

Fig. 6: Building Type: House — One Unit (narrow lot)

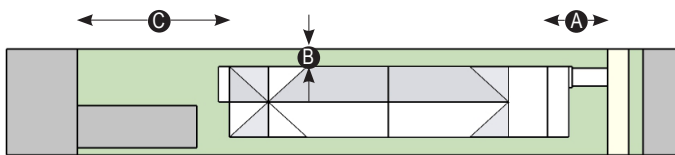


Allowed in the R2, R3, R4, M3 subdistricts.

Generally, the development standards are as follows:

A	Front Setback	20-40 ft.
B	Side Setback (min)	5-15 ft.
C	Rear Setback (min)	20 ft.
D	Building Height (max)	3 stories

Standards shown above for front and side setbacks represent the predominant character found within the subdistricts, while rear setbacks and building heights represent the maximum allowable to maintain compatible character. However, deviations are expected and permitted based upon the situational context from street-to-street and block-to-block.

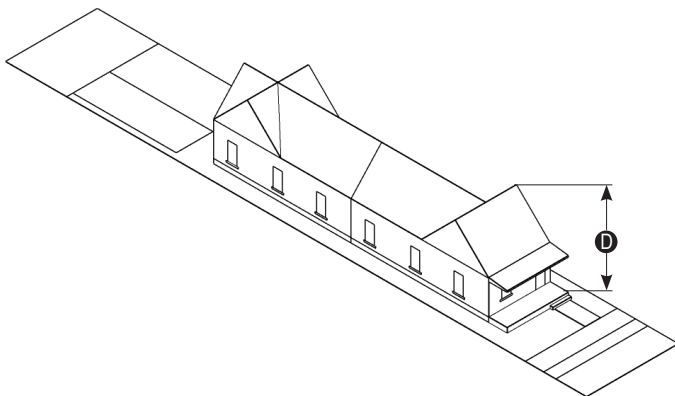


Site Plan

All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in and maintain the rhythm of the street, block pattern, and building orientation in the R2 districts.

Within R3, R4, and M3, future development patterns may also inform context appropriate setbacks, in addition to the contextual guidance described above.

Where alleys are present, rear access shall be required.



Perspective

Fig. 7: Building Type: House — Two Unit

Allowed in the R3, R4, R5, M3 subdistricts.

Generally, the development standards are as follows:

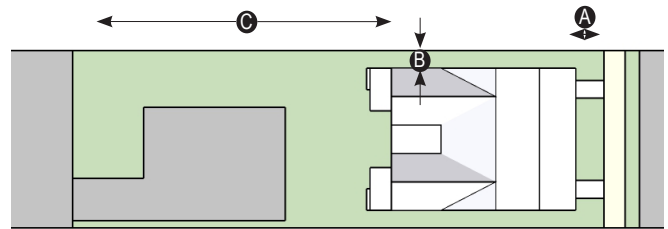
Ⓐ	Front Setback	20-40 ft.
Ⓑ	Side Setback (min)	5-15 ft.
Ⓒ	Rear Setback (min)	20 ft.
Ⓓ	Building Height (max)	3 stories

Standards shown above for front and side setbacks represent the predominant character found within the subdistricts, while rear setbacks and building heights represent the maximum allowable to maintain compatible character. However, deviations are expected and permitted based upon the situational context from street-to-street and block-to-block.

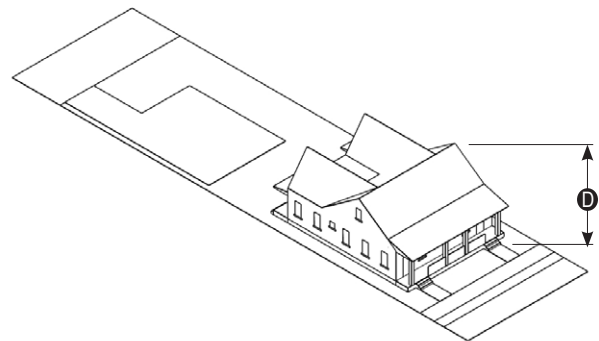
All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the street, block pattern, and building orientation.

Future development patterns may also inform context appropriate setbacks.

Where alleys are present, rear access shall be required.



Site Plan



Perspective

Fig. 8: Building Type: Detached Accessory Dwelling Unit (DADU)



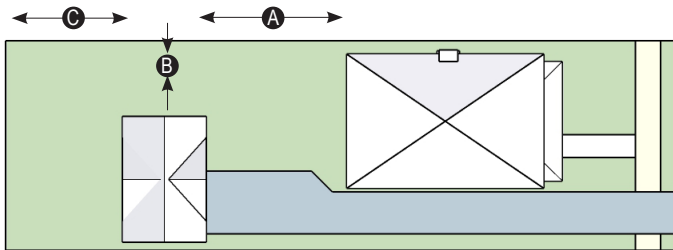
Allowed in the R1, R2, R3, R4, R5, M3 subdistricts.

Generally, the development standards are as follows:

Ⓐ	Building Setback	15 ft. minimum from rear facade of principal unit
Ⓑ	Side Setback (min)	5 ft.
Ⓒ	Rear Setback (min)	5-20 ft.
Ⓓ	Building Height (max)	2 stories, and at least 6 ft. lower than height of principal unit

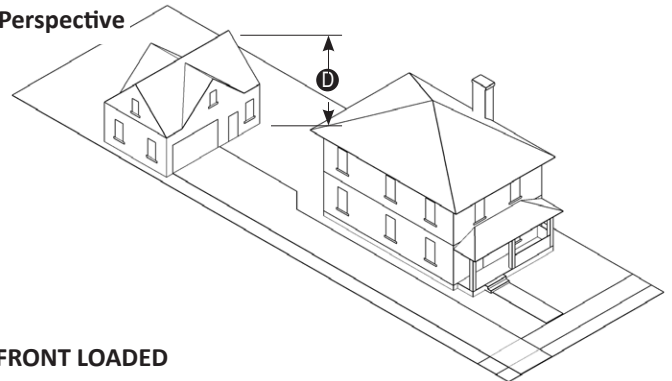
- DADUs shall be subordinate in size, scale, and massing to the principal unit.
- Where alleys are present, rear access shall be required.
- For attached accessory dwelling units, facades shall be setback at least 15 ft. from the front facade of the principal unit.

Site Plan

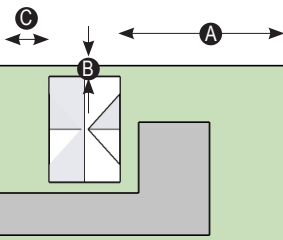


FRONT LOADED

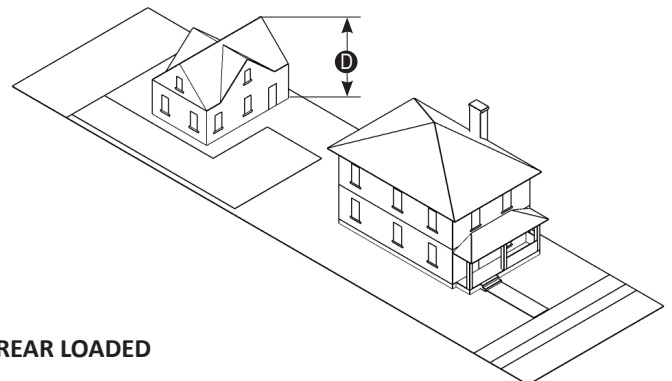
Perspective



FRONT LOADED



REAR LOADED



REAR LOADED

Fig. 9: Building Type: Plex House or Manor House

Allowed in the R3, R4, R5, R6, M1, M2, M3 subdistricts.

Generally, the development standards are as follows:

A	Front Setback	20-40 ft.
B	Side Setback (min)	5-15 ft.
C	Rear Setback (min)	20 ft.
D	Building Height (max)	3 stories

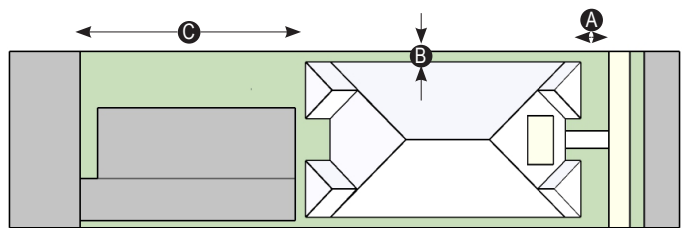
Standards shown above for front and side setbacks represent the predominant character of residential building types found within the subdistricts, while rear setbacks and building heights represent the maximum allowable to maintain compatible character. However, deviations are expected and permitted based upon the situational context from street-to-street and block-to-block.

All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the street, block pattern, and building orientation.

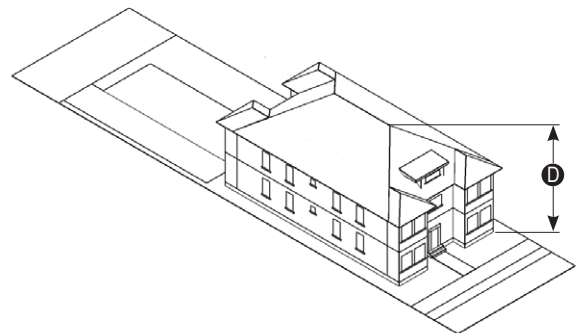
Future development patterns may also inform context appropriate setbacks and massing.

Within R3, Plex House or Manor House are only appropriate at corners at intersections of streets identified by the Mobility Plan (Fig. 14).

Where alleys are present, rear access shall be required.

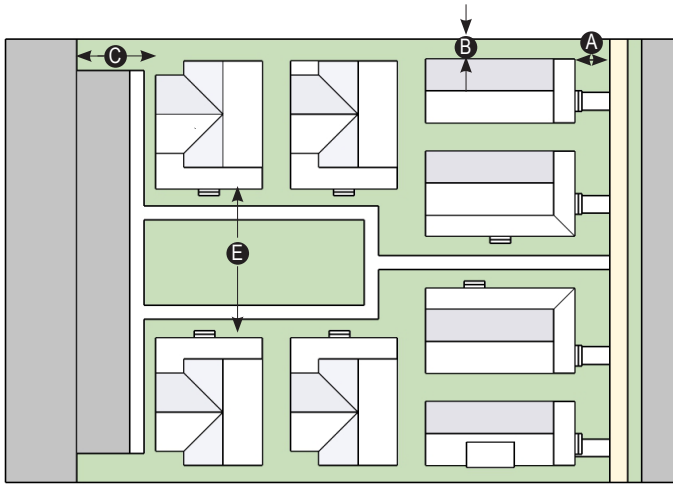


Site Plan

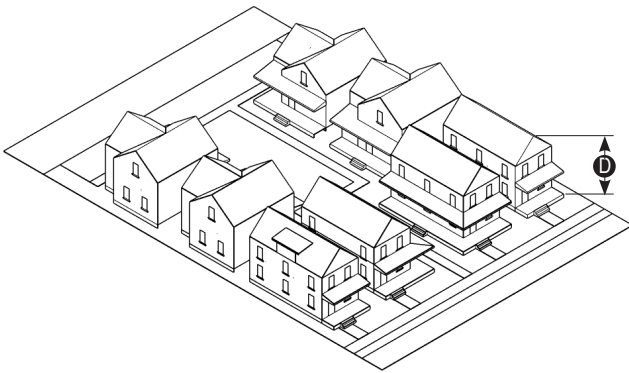


Perspective

Fig. 10: Building Type: House Court



Site Plan



Perspective

Allowed in the R4, R5, R6, M3 subdistricts.

Generally, the development standards are as follows:

A	Front Setback	20-40 ft.
B	Side Setback (min)	5-15 ft.
C	Rear Setback (min)	5 ft. if abutting a rear street, 20 ft. if abutting another property
D	Building Height (max)	3 stories
E	Courtyard Spacing	1.5 times the height of the tallest adjacent unit, typically measured from peak of roof

All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the street, block pattern, and building orientation.

Future development patterns may also inform context appropriate setbacks and massing.

Where alleys are present, rear access shall be required.

Fig. 11: Building Type: Low-Rise Townhouse

Allowed in the R4, R5, R6, M1, M2, M3 subdistricts.

Generally, the development standards are as follows:

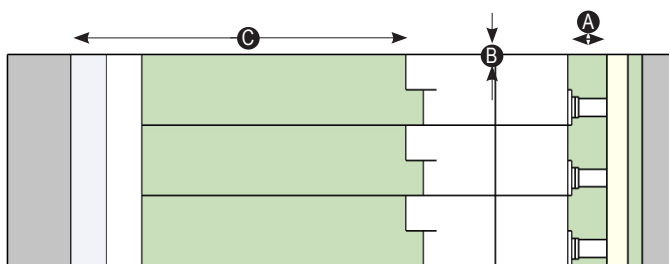
A	Front Setback	10-20 ft.
B	Side Setback (min)	0 ft., 10 ft. for end units
C	Rear Setback (min)	20 ft./5 ft. minimum or greater than 15 ft. for garage
D	Building Height (max)	3 stories



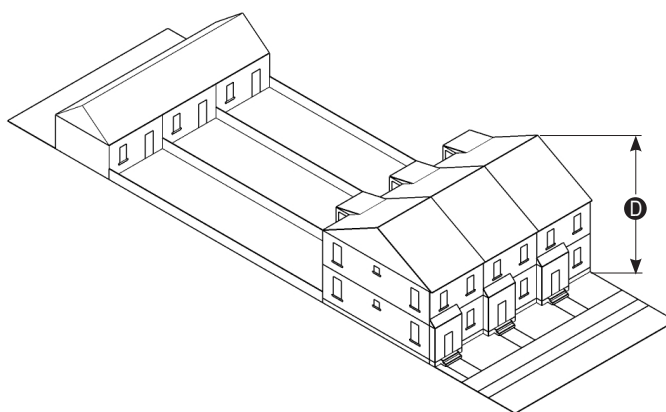
All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the street, block pattern, and building orientation.

Future development patterns may also inform context appropriate setbacks and massing.

Where alleys are present, rear access shall be required.



Site Plan



Perspective

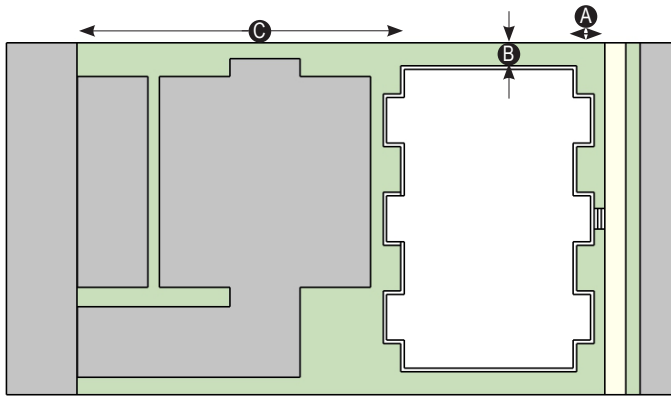
Fig. 12: Building Type: Courtyard Flat, Low-Rise Flat and Mid-Rise Flat



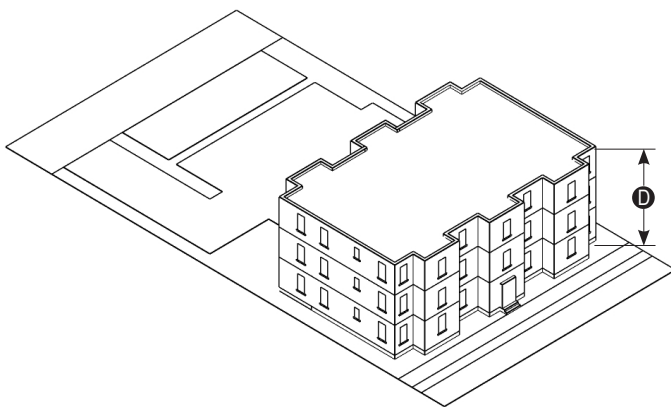
Allowed in the R5, R6, M1, M2 subdistricts.

Generally, the development standards are as follows:

A	Front Setback	10-20 ft.
B	Side Setback (min)	R5, M1: 5-15 ft. R6, M2: 10-20 ft.
C	Rear Setback (min)	20 ft.
D	Building Height (max)	R5, M1: 1-3 stories (low-rise)
		R6, M2: 6 stories (mid-rise)



Site Plan



Perspective

All development should consider the context of adjacent and surrounding properties in designing their project both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the future street, block pattern, and building orientation.

Future development patterns may also inform context appropriate setbacks and massing.

Within the M1, only courtyard or low-rise stacked flats are appropriate.

There should be direct pedestrian access from the units to the street. Stoops and porches may encroach into the front setback area.

Where alleys are present, rear access shall be required.

Fig. 13: Building Type: Low-Rise or Mid-Rise Mixed-Use

Allowed in the M1, M2, M3 subdistricts. Generally, the development standards are as follows:

A	Front Setback	5-15 ft.
B	Side Setback (min)	0-10 ft.
C	Rear Setback (min)	20 ft.
D	Building Height (max)	M1: 3 stories (low-rise)
		M2: 6 stories (mid-rise)



All development should look to their immediate context of adjacent and surrounding properties for context appropriate setbacks both within the recommended standards, and with potential deviations from them. The intent is for new development to blend in with the rhythm of the street, block pattern, and building orientation.

Future development patterns may also inform context appropriate setbacks and massing.

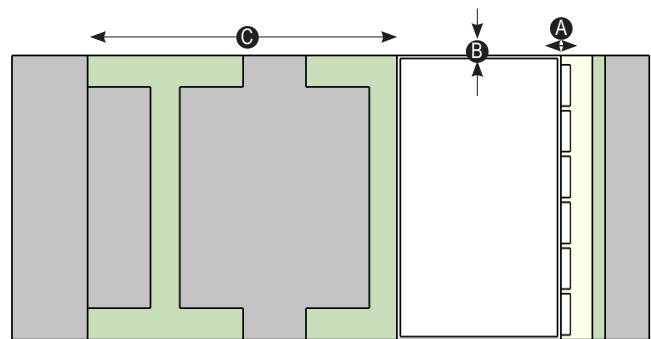
Within M1, only low-rise mixed-use buildings are appropriate.

Additional height may be permitted at the intersection of Primary Boulevards, Secondary Boulevards, and Primary Avenues, as shown in the Mobility Plan (Fig. 14).

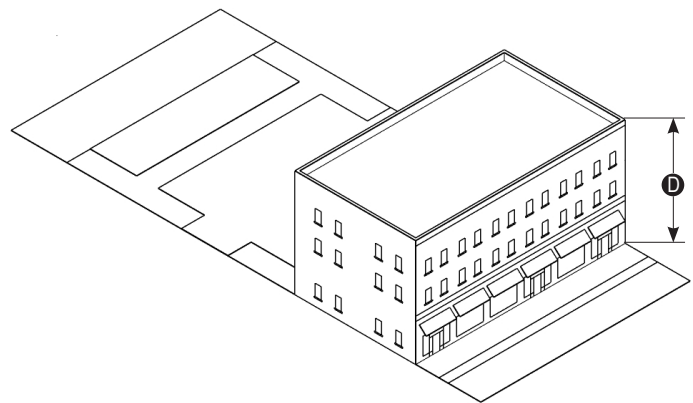
Within M3, mixed-use is only allowed through the adaptive reuse of historic structures (refer to Supplemental Policy Area 05-T4-NM-01).

Mixed-use buildings should provide an active use on the ground floor.

Where alleys are present, rear access shall be required.



Site Plan



Perspective

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Mobility Plan

A common mobility goal of increased connectivity within the study area emerged from community input. As shown in Fig. 14, the Mobility Plan establishes a neighborhood-scale street hierarchy typology and cross sections, identifies new public street connections, and identifies new public alley infrastructure. Each component, with adoption of this plan, becomes part of the *NashvilleNext/Access Nashville* Major and Collector Street Plan (MCSP).

Street Hierarchy

Refer to Figs. 15-20 for each street hierarchy type cross section.

- **Primary Boulevard and Future Bus Rapid Transit:** Represented by Dickerson Pike with BRT stations at Douglas Avenue, Gatewood Avenue, and East Trinity Lane.
- **Secondary Boulevard:** Represented by East Trinity Lane
- **Primary Avenue:** Represented by Douglas Avenue
- **North-South (N-S) Connectors:** Meridian Street, Lischey Avenue, Jones Avenue, and Montgomery Avenue
- **East-West (E-W) Connectors:** Edwin Street, Marshall Street/Chickasaw Avenue, Gatewood Street, and Marie Street.

Public Alleys

- New public alleys within new development and within existing alley right-of-way

Public Street Connections

- ① Marshall Street Extensions as Future E-W Connectors
- ② Gatewood Street Extensions as Future E-W Connectors
- ③ 5th Street North Extension as Future E-W Connector
- ④ Edwin Street to Chickasaw Avenue as Future N-S Connector
- ⑤ Dickerson Pike to Meridian Street as Future Local Connection
- ⑥ Crockett Court Extension as Future Local Connection
- ⑦ Marie Street to Gatewood Street as Future Local Connection

Fig. 14: Mobility Plan

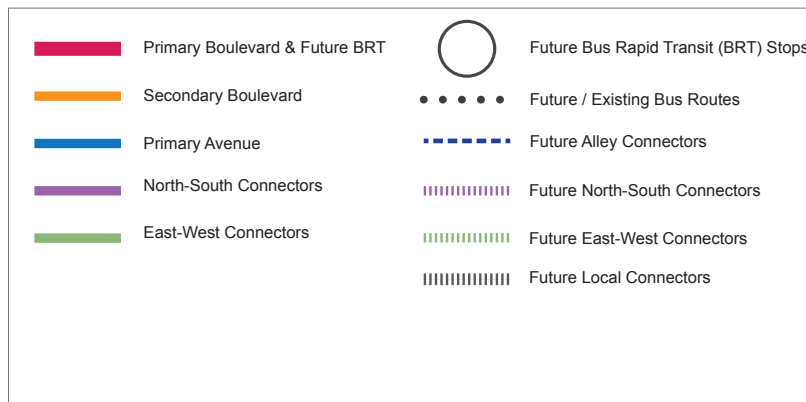
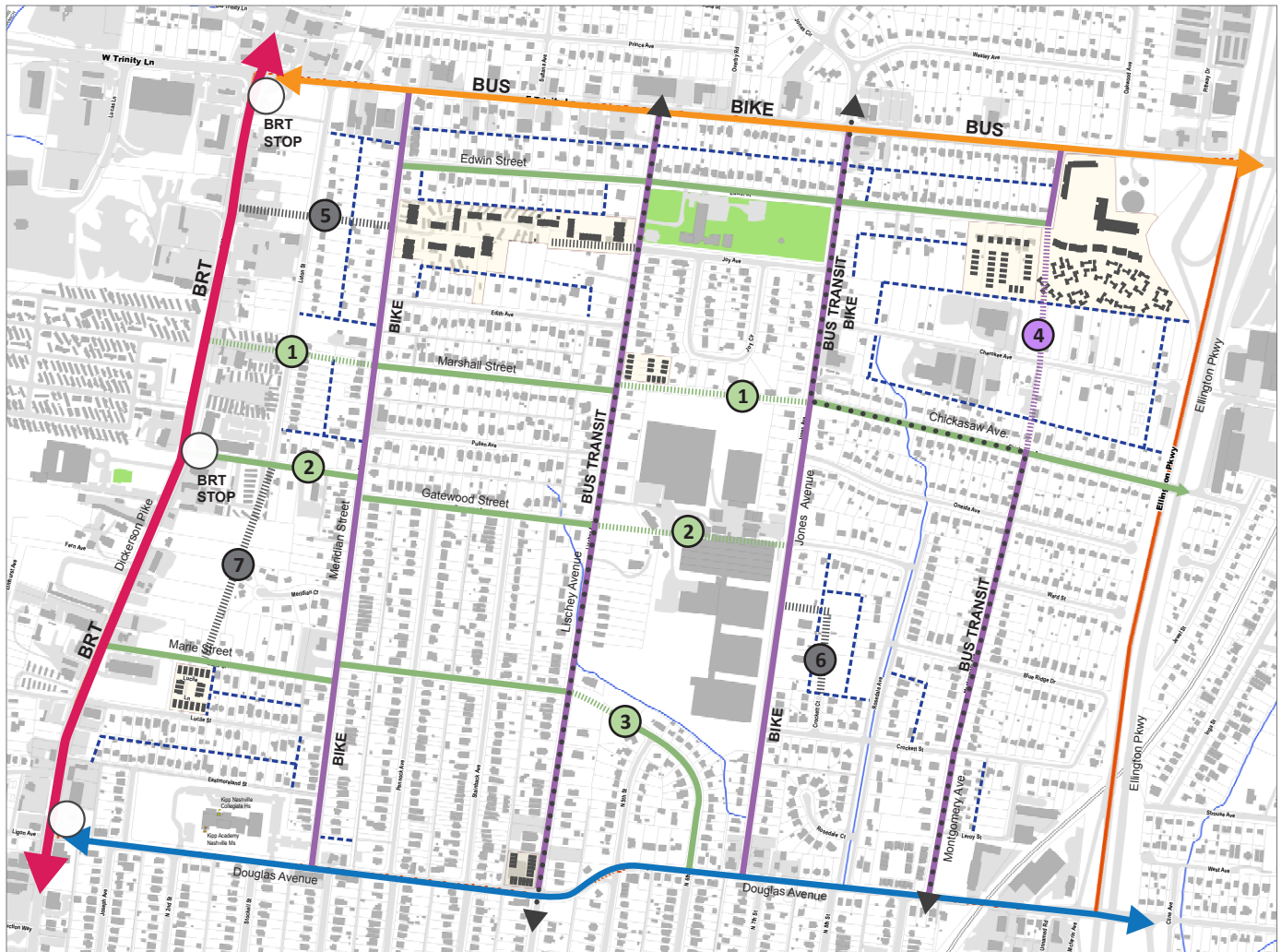


Fig. 15: Primary Boulevard — Dickerson Pike Transit cross section

* Right-of-way width may vary. See MCSP.

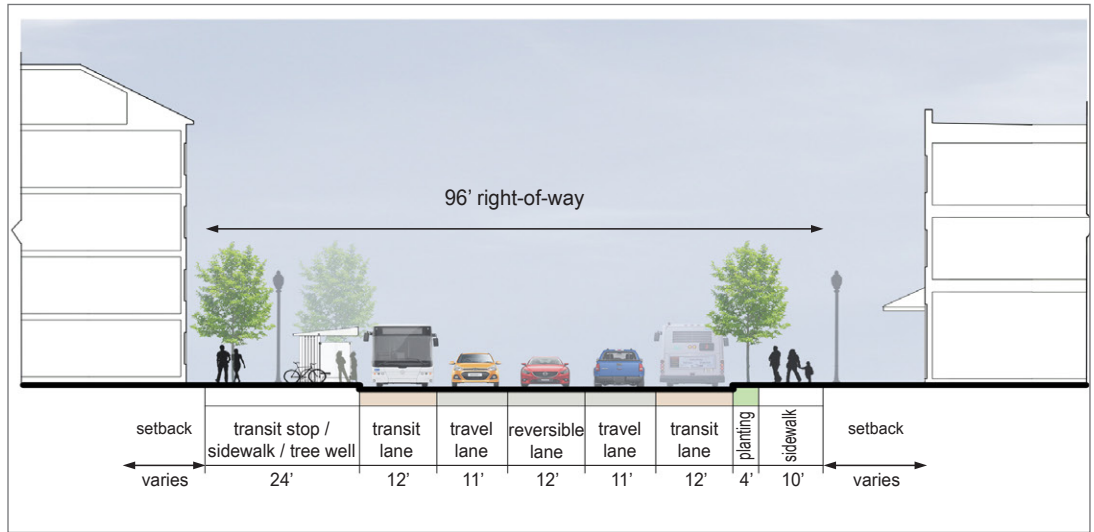


Fig. 16: Primary Boulevard — Dickerson Pike

* Right-of-way width may vary. See MCSP.

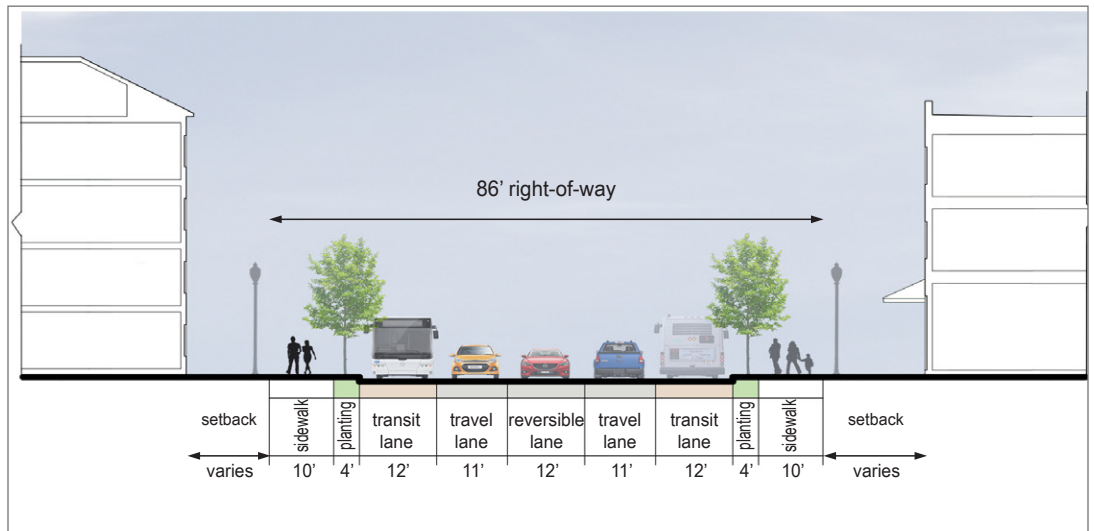
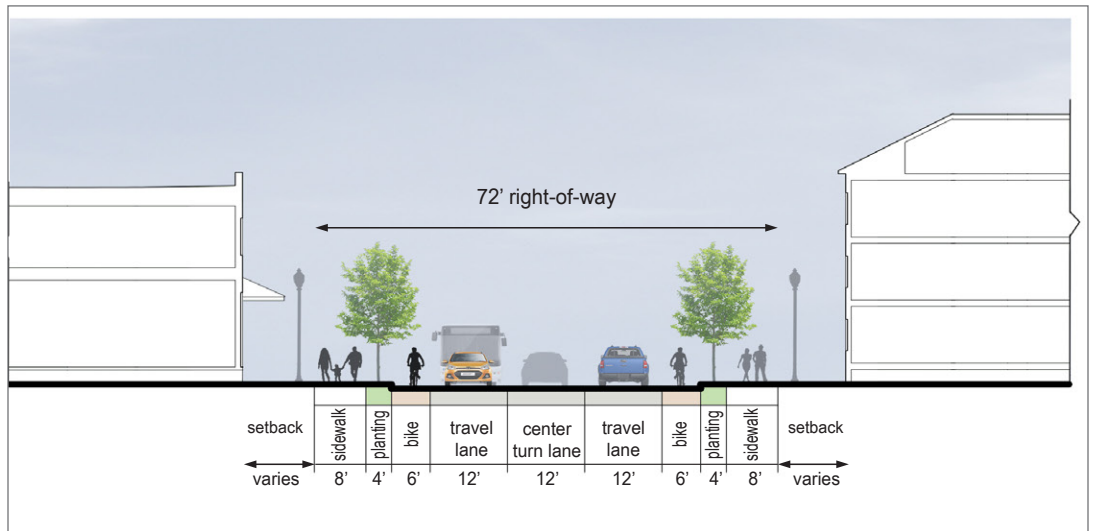


Fig. 17: Secondary Boulevard — East Trinity Lane

* Right-of-way width may vary. See MCSP.

**Travel lanes could be reduced to 10' or 11' to accommodate space for major separated bikeways.



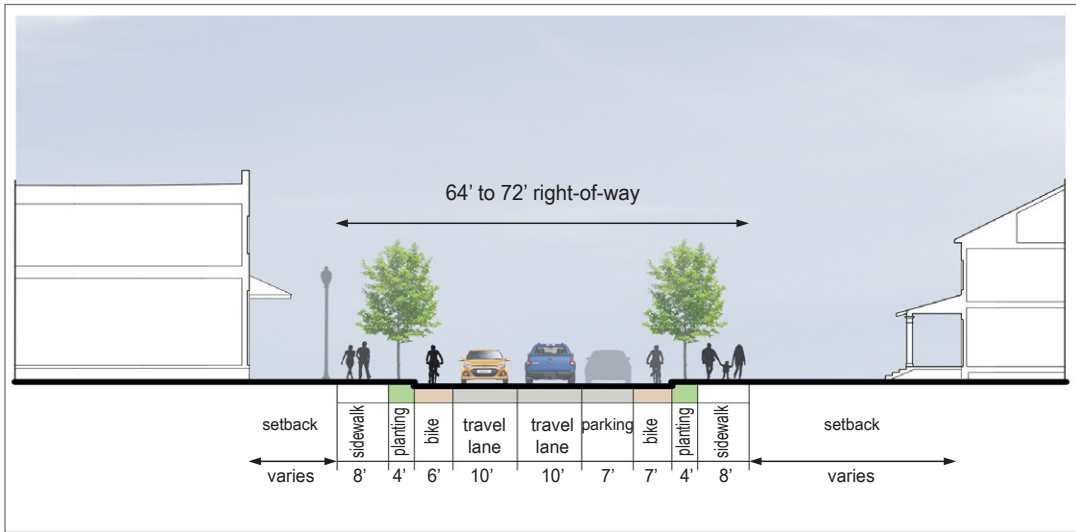


Fig. 18: Primary Avenue — Douglas Avenue

* Right-of-way width may vary. See MCSP.

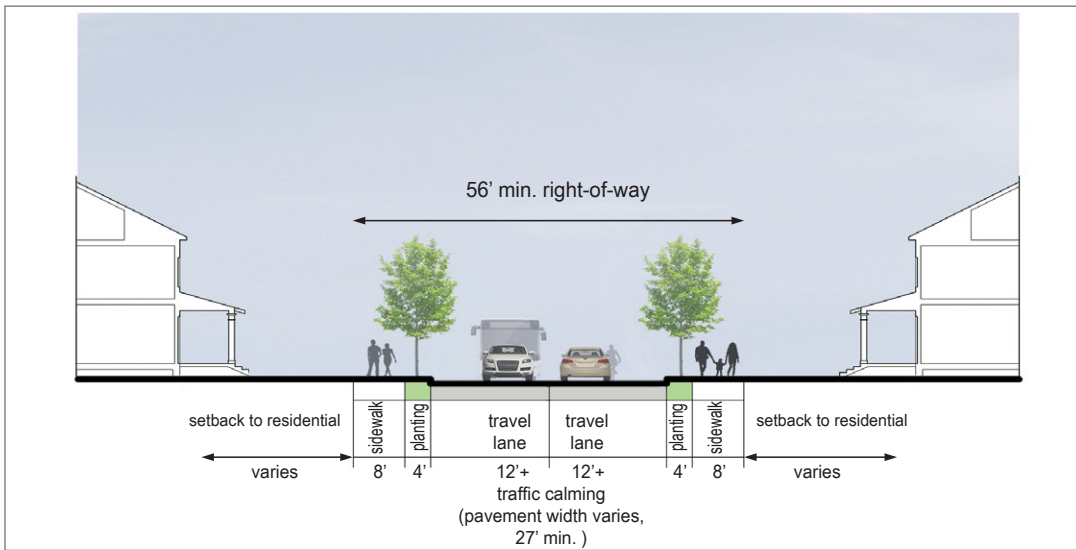


Fig. 19: North-South Connector

* Right-of-way width may vary. See MCSP.

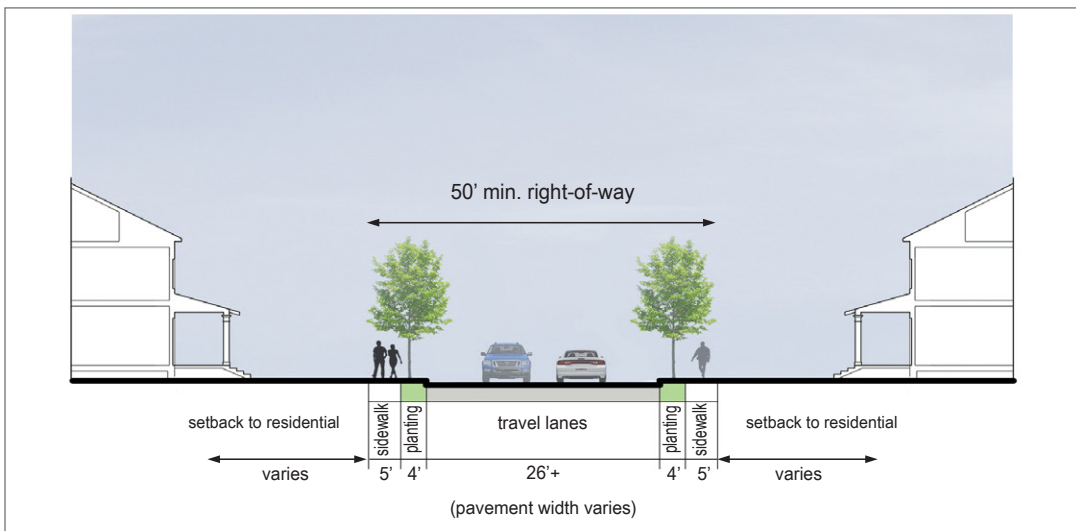


Fig. 20: East-West Connector

* Right-of-way width may vary. See MCSP.

SPA 05-T4-NM-01 — Greenhouse Site

For more than 40 years, the Holtkamp family has been revolutionizing the flower industry on their nearly 40-acre site, under the brand name Optimara. Not only are the Holtkamp greenhouses the center of the African Violet universe, they are also at the center of the neighborhood. This subdistrict provides guidance.

SPA 05-T4-NM-01

- Building height and setback guidance is provided in Figs. 5-13.
- Building types are established in Table 2, but also refer to "appropriate building types" on this page for additional guidance.
- An example of how the this site might redevelop under the guidance of this SPA is provided in the Greenhouse Site Development Scenario (Fig. 23) on page 41.

Intent: In the event that the property owner seeks to redevelop the Holtkamp greenhouse site, shown in Fig. 21, at a future date, ensure redevelopment occurs in a manner that appropriately responds to the envisioned character of the immediately surrounding context.

Appropriate Land Uses

- Provide the opportunity for additional uses that are compatible with adaptively reused historic buildings in the heart of the site to provide a transition from the non-residential uses to surrounding residential uses on the site. These uses might include live/work, small-scale office, and small multi-family buildings.
- Consider adapting any historic buildings that currently lack direct frontage on existing public streets for neighborhood-serving, non-residential uses.

Appropriate Building Types

- See Table 2. In addition, apply the following building type guidance:
 - Blend the development into the surrounding neighborhood by matching building types, massing, and setbacks of adjacent policy areas along Lischey Avenue and Jones Avenue.
 - Provide a mixture of housing types on the site to meet a range of housing needs; however, detached single-family homes (a.k.a. House - One Unit) should remain the predominate housing type within the overall development.
 - Plex House and Manor House are appropriate within the core of the site, but their placement along North-South Connectors, as designated by the Mobility Plan (See Fig. 14), is limited to corner lots at street intersections.

Connectivity

- Incorporate a grid of public streets, creating blocks that complement the pattern of blocks within the surrounding neighborhood.
- Extend Marshall Street and Gatewood Street through the property.

- Create a network of rear laneways and alleys to minimize curb cuts, driveways, and vehicles parked off of streets and in front of buildings.
- Preserve any permanent, historic buildings on the site, and incorporate those buildings into the new network of streets and blocks.

Open Space and Conservation

- Preserve and/or naturalize any areas of natural drainage as amenities within the site.
- Create a system of small publicly-visible and accessible open spaces within the development.

Design Principles/Building Heights:

- 3 stories

Appropriate Zoning Districts

- Design-based zoning



Fig. 21: Supplemental Policy Area 05-T4-NM-01

SPA 05-T4-NE-01 — Cherokee Avenue

Intent: Specific to Cherokee Avenue's portion of the R5 subdistrict (of the Building Regulating Plan), establish a framework of public infrastructure that would accommodate the increased capacity of residential units over time. The policy anticipates that an additional means of access, increased connectivity, and a more specific and certain built environment can improve the quality of life of neighborhood residents.

SPA 05-T4-NE-01

- Building height and setback guidance is provided in Figs. 5-13.
- Building types are established in Table 2.
- An example of how the this site might redevelop under the guidance of this SPA is provided in the Cherokee Avenue Development Scenario (Fig. 24) on page 42.

Connectivity

Rezoning requests should adhere to the policy guidance outlined below:

- Additional means of access to this SPA should occur from the surrounding context including, but not limited to, East Trinity Lane, and/or Chickasaw Avenue, as shown in the Mobility Plan (See Fig. 14).
- Proposed development should incorporate a network of public alleys for improved access and connectivity among properties (See Fig. 14).
- Joint access and cross access should be provided so as to minimize impacts of excessive curb cuts along Cherokee Avenue and allow for movement.
- Driveways should be spaced a minimum of 100 feet apart so as to minimize impact of curb cuts and mitigate conflict between pedestrians and vehicular traffic.
- Design of street should accommodate the future needs of pedestrians, bicyclists, in addition to various modes of transit and be compatible with an urban neighborhood. This should include a minimum 8-foot clear sidewalk with a minimum 4-foot planting strip with street trees.

Access

- Access by alleys is preferred. Development on larger streets has consolidated access, preferably by side street or alley. Where alleys are absent, the policy's expectation is that new development will construct and dedicate alleys.

Building Form and Site Design

- Proposed development along Cherokee Avenue should provide a transition in scale and massing toward the rear of the lot to the single family detached structures along Chickasaw Avenue.

Appropriate Zoning Districts

- RM9-A
- RM15-A*
- RM20-A*,
- Design-based zoning

*Only appropriate in the event that new access is provided north to East Trinity Lane and/or south to Chickasaw Avenue.

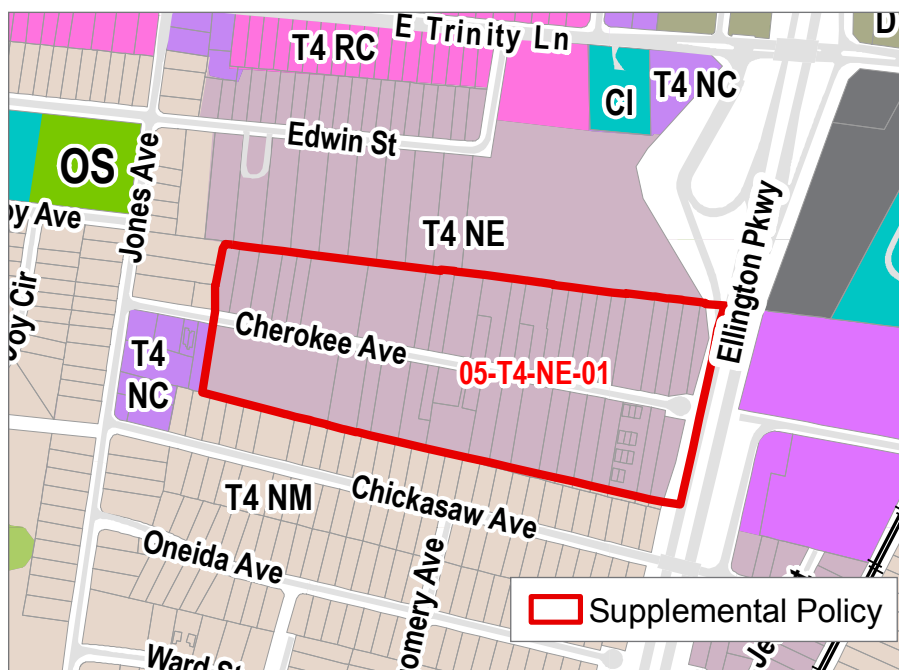


Fig. 22: Supplemental Policy Area 05-T4-NE-01

Development Scenarios

Development Scenarios graphically illustrate how three locations within the study area may develop based on the design principles and land use polices described by the study area's Community Character Policy and Supplemental Policies. This plan should be used as a guide for the character of development in the future. Development scenarios represent examples and illustrations of what land use policies applied to the area would support. While they are helpful to explain the vision for new development, they only represent one of many design interpretations that could be consistent with policy.

Fig. 23: Greenhouse Site Development Scenario



- ① The center of the site could accommodate some mixed-use development by adaptively reusing the existing buildings (in black) with the addition of small scale retail.
- ② The northern portion of the site should start to transition to the surrounding neighborhood with one- and two-unit houses and detached accessory dwelling units. Development along the southern edge of Marshall St. should be designed to appropriately respond to the double frontage condition across the street by orienting buildings to north-south streets and open spaces.
- ③ The southern portion of the site could accommodate a mixture of housing including, but not limited to, townhouses, house courts, and plex houses, transitioning to one- and two-unit houses along Jones Ave.
- ④ The area along the creek should be used for open space with pedestrian connections between Jones Ave. and Lischey Ave.
- ⑤ The open space at Gatewood Ave. and Lischey Ave. and surrounding the historic building could act as a gateway into the site. This area should take into consideration the existing natural features, including preserving the mature trees.
- ⑥ Marshall St. should be realigned at Lischey Ave.

Fig. 24: Cherokee Avenue Development Scenario



- ① Cherokee Avenue should be well connected with a network of public and private streets and alleyways.
- ② Access should be consolidated along Cherokee Avenue so that excessive curb cuts are limited in order to promote a walkable environment; cross and joint-access should be used to provide a complete network to facilitate vehicular flow.
- ③ The area north of Cherokee Avenue may accommodate a higher intensity of development with more compact building forms, if a north-south connection to East Trinity Lane occurs.
- ④ The area south of Cherokee Avenue should accommodate a lesser intensity of development and provide a transition of height, scale, massing, and amount of open space to the adjacent properties along Chickasaw Avenue.
- ⑤ Development along Cherokee Avenue should consist of a variety of dwelling units including, but not limited to: single and two-family, detached accessory dwelling units, plex houses, house courts, townhouses, and manor houses.

Fig. 25: Dickerson Pike at East Trinity Lane Development Scenario



The design scenario for the Dickerson Pike and Trinity Lane intersection shows greater density and mix of commercial and residential along the corridors, transitioning to a mix of housing types and then single and two-family residential as development gets into the neighborhood.

- ① The area along Dickerson Pk. could accommodate higher intensity mixed-use development with central parking decks.
- ② The area along E. Trinity Ln. could accommodate smaller scale commercial development with surface parking lots accessed off of an alley.
- ③ The area along Luton St. could accommodate a mixture of higher intensity residential building types including, but not limited to, courtyard and low-rise flats, townhouses, and house plexes with access and parking located off of alleys.
- ④ The area along Meridian St. should start to transition into the neighborhood with residential development including, but not limited to, townhouses, house courts, plex house, and manor houses along the west side of Meridian St., transitioning to one and two-unit houses and detached accessory dwelling units, with manor houses at intersections on the east side of Meridian St. and as development gets further south into the neighborhood.

PART 3: ACTION PLAN

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

NashvilleNext's Growth & Preservation Concept Map places Center areas into one of three tiers:

- **Tier One:** These centers are the focus of coordinated investments to shape growth and support transit service in the next ten years.
- **Tier Two:** These centers receive some investments to manage growth, though less than Tier One centers.
- **Tier Three:** These areas are not designated to receive coordinated investments in the next ten-year period to shape demand. Rather, investments may be made to support their current functions, and Metro will work with the private sector to ensure new development and redevelopment support Nashvillians' vision for centers.

The Charrette Report provides additional detail regarding the Growth & Preservation Concept Map

NashvilleNext Amendments

Growth & Preservation Concept Map

NashvilleNext's Growth & Preservation Concept Map presents a county-wide vision and serves as tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life so that new development and redevelopment align with community values. The next annual update of *NashvilleNext* should upgrade the study area's Tier Two Center, as shown in the Growth & Preservation Concept Map, to a Tier One Center. This change will raise the priority for public sector investment within this center. See the Growth & Preservation Concept sidebar to the left for a summary of each center type. The Charrette Report provides a more detailed description.

East Nashville Community Plan CCM Policy

With adoption of this study, the recommendations for Community Character Policy, presented in Fig. 3, to reflect recommendations described in Part 2 of this plan are adopted into the East Nashville Community Plan. This also includes adoption of Supplemental Policies, also in Part 2. Specifically, adoption incorporates the following into the East Nashville Community Plan:

- Community Character Policy Amendments (Fig. 3)
- Highland Heights Supplemental Policy, including both of the following, including any accompanying tables and Figs.:
 - Building Regulating Plan (Figs. 4-13)(Tables 1 and 2)
 - Mobility Plan (Figs. 14-20)
- SPA 05-T4-NM-01 — Greenhouse (Fig. 21)
- SPA 05-T4-NE-01 — Cherokee Avenue (Fig. 22)

HIGHLAND HEIGHTS STUDY

Access Nashville/Major & Collector Street Plan

With adoption of this study, the recommendations described in the Mobility Plan are also reflected in recommended updates to street classifications in the Major & Collector Street Plan (MCSP). The Mobility Plan is a component of the Supplemental Policies. Major & Collector Street Plan amendments adopted with adoption of the Highland Heights Study include:

- Change the designation of East Trinity Lane (Lischey Avenue to Ellington Parkway) from a mix of T4-M-AB3-LM and T4-R-AB3-LM to T4-M-AB3-LM.
- Add the following North-South Connectors to the MCSP as Local Streets: Meridian Street, Jones Avenue, Montgomery Avenue, and a small portion of Edwin Street to East Trinity Lane.
- Add the following East-West Connectors to the MCSP as Local Streets: Edwin Street, Marshall Street/Chickasaw Avenue, Gatewood Street, and Marie Street.
- Add the following Public Street Connections to the MCSP as Local Streets:
 - New east-west street linking Dickerson Pike to Meridian Street between Edwin Street and Marshall Street
 - Marshall Street extensions from Dickerson Pike to Meridian Street and from Lischey Avenue to Jones Avenue
 - 5th Street North extension to Lischey Avenue
 - Crockett Court extension northwest to Jones Avenue
 - New north-south street linking Edwin Street to Chickasaw Avenue
 - New north-south street linking Marie Street to Gatewood Street

No other changes to the MCSP are proposed involving Dickerson Pike or Douglas Avenue. Constrained Street Rights-of-Way have been developed for those corridors which incorporate future Bus Rapid Transit, as envisioned by *nMotion*, with wide sidewalks along Dickerson Pike and wider sidewalks along Douglas Avenue. These Constrained Rights-of-Way are still relevant and tend to widen and narrow in size based on potential future transit station locations and/or the street's pavement width.

Discover more about countywide plans, referenced in the Part 3, online for each of the following:

nMotion:

<https://nmotion.info/the-plan-document/nmotion-transit-plan/>

WalknBike

<http://www.nashville.gov/Public-Works/WalknBike.aspx>

Plan To Play:

<http://www.nashville.gov/Parks-and-Recreation/Plan-To-Play.aspx>

Access Nashville (including MCSP)

<http://www.nashville.gov/Government/NashvilleNext/The-NashvilleNext-Plan.aspx> (search for Vol. V)

MCSP classification of streets:

<https://maps.nashville.gov/MCSP>

Additional information for each plan is also provided in the Charrette Report.

Capital Improvements Budget

- Consideration of improvements to Tom Joy Park, as described below in *Plan-to-Play*, should be considered for inclusion in future Capital Improvement Budget (CIB) recommendations. This project does not become part of the CIB with adoption of this plan.

Functional Plan Amendments

Walk-n-Bike

Update the *Walk-n-Bike* strategic plan for sidewalks and bikeways to reflect recommended changes described in the Mobility Plan.

- Add **Chickasaw Avenue Sidewalk** as a priority sidewalk project, as it provides a pedestrian connection from Highland Heights to East Hill on the east side of Ellington Parkway.

Plan-to-Play

Tom Joy Park, the study area's only existing open space maintained by Metro Parks, is classified as a neighborhood park by *Plan-to-Play*, though the park currently does not meet the minimum acreage *Plan-to-Play* establishes for the neighborhood park classification. Establishing additional publicly accessible open space was an expressed desire of the community during public engagement. There may also be opportunities to expand the public portion of the block shared with Head Start to include a larger area. Additionally, there was an expressed desire to improve programming at Tom Joy Park, including picnic tables, additional garbage cans and grills, and the planting of more trees.

- **Expand Tom Joy Park.** Community leaders should work with Metro Parks to more specifically identify opportunities to expand the size of the Tom Joy Park to meet neighborhood park size criteria.
- **Improve programming at Tom Joy Park.** This includes the addition of picnic tables, additional garbage cans and grills, and the planting of more trees.

Implementation Opportunities

Appropriate Zoning Districts

Community Plans are primarily implemented as private property owners make the decision to rezone, subdivide, seek an exception to zoning rules, or develop their property. Planning Department staff (staff) will use the Highland Heights Small Area Plan whenever a zone change or subdivision

request is made within the study area. When these applications are made by the private property owners, they are reviewed by staff and several other Metro departments involved in the development process.

Staff reviews the proposed zone change or subdivision request to determine how well it conforms to the guidance of the Community Character Manual, the East Nashville Community Plan, and the Highland Heights Study, the latter describing any supplemental policies that are applied in addition to language in the community plan. Staff provides a recommendation to the Planning Commission — a 10-member board of volunteers appointed by the Mayor and confirmed by Metro Council — on subdivision requests, and the Planning Commission makes the final decision on subdivisions. The staff provides a recommendation to the Planning Commission on zone change requests and the Commission makes a recommendation to the Metropolitan Council, which makes the final decision on zone changes.

To ensure that the design objectives associated with the Community Character Policies are realized through new development, rezoning is needed to achieve desired objectives. Zoning determines “bulk standards” of new development, setting standards for setbacks, height, height control plane, and density (units per acre) or intensity (square footage based on property size). These standards vary from zoning district to zoning district.

- Refer to the Building Regulating Plan and Supplemental Policy Areas 05-T4-NM-01 and 05-T4-NE-01 for zoning guidance within the study area.

Establishing a design-based zoning district to implement Part 2 of this plan is a high priority action intended to follow adoption. The intent is for staff to continue to coordinate with the District 5 Councilmember and the community in order to establish either a Specific Plan district or an Urban Design Overlay. Base zoning districts described as appropriate for each subdistrict (Table 3) of the Building Regulating Plan, are appropriate until such time that the design-based zoning is adopted and in effect.

Specific Plan Zoning District

A Specific Plan District, generally known as SP zoning, refers to a type of base zoning district, not an overlay, which is not subject to traditional zoning districts' development standards. SP zoning was created as developers and neighborhood leaders throughout Nashville-Davidson County sought additional flexibility to create developments that meet market demands, address neighborhood concerns and are suitable to the surroundings. SP zoning is considered a "design-based zoning" district by the Building Regulating Plan and Supplemental Policy Area guidance, as well as the Community Character Manual.

Under SP zoning, design standards established for that specific development are written into the zone change ordinance. Developers who use SP zoning must still follow historic and redevelopment guidelines, subdivision and stormwater regulations, and the goals and objectives of *NashvilleNext*. SP zoning could serve as an implementation tool within the study area in two significant ways.

Discover more about Urban Design Overlays in Nashville:
<https://www.nashville.gov/Planning-Department/Rezoning-Subdivision/Urban-Design-Overlay.aspx>

- **Establish Detached Accessory Dwelling Units (DADU) SP:** This SP would allow DADUs as a permitted use within areas where zoning currently allows for only single-family residential (e.g. RS5). A SP with this intent was adopted by Metro Council for the Cleveland Park and McFerrin Park neighborhoods of East Nashville. A SP for Highland Heights to permit DADUs would implement the intent of Subdistricts R1 and R2 (see Fig. 4). In this case, the SP would supplement, rather than replace, the underlying zoning districts.
- **Explore establishing a study area-wide SP.** This SP would be designed to implement the development standards and cross sections identified by the Building Regulating Plan, Mobility Plan and Supplemental Policy Areas established in Part 2. In this case, the SP would replace existing zoning districts.

Urban Design Overlay

An Urban Design Overlay, or UDO, is a zoning tool that requires specific design standards for development in a designated area. A UDO is used to either protect the pre-existing character of the area or to create a character that would not otherwise be ensured by the development standards in the base zoning district. UDOs overlay the current base zoning and allow for development standards above and beyond those in the base zoning.

The existing Dickerson Pike UDO, as adopted by Metro Council in 2008, currently only addresses signage design. This should be expanded to include more comprehensive design standards that would bring the corridor more in line with T4 Urban Mixed Use Corridor policy.

In addition to a SP Zoning District, the UDO offers another tool to implement the plan by establishing the Building Regulating Plan and Mobility Plan as the design criteria for the district.

- **Enhance Dickerson Pike UDO.** Enhance existing UDO to include additional design standards sufficient to implement T4 Mixed Use Neighborhood policy and subdistrict M2, as identified by the Building Regulating Plan and Mobility Plan established in Part 2.
- **Explore establishing study area-wide UDO.** This UDO would be designed to implement the development standards and cross sections identified by the Building Regulating Plan, Mobility Plan and Supplemental Policy Areas established in Part 2.

View Urban Zoning Overlay District Map:
<http://maps.nashville.gov/webimages/MapGallery/PDFMaps/Urban%20Zoning%20District.pdf>

Other Zoning Options

Absent adoption of a design-based zoning district, other opportunities exist that may also help implement the recommendations of the plan, including expansion of the Urban Zoning Overlay, and a Contextual Zoning Overlay. Each is described below.

Urban Zoning Overlay

Highland Heights sits adjacent to the existing northern boundary of the Urban Zoning Overlay (UZO), a district adopted by Metro Council in 2000 applied to a large portion of the urban core, initially loosely based on the 1956 boundary of the City of Nashville. Additional areas such as Riverside Village and the Nations have been amended into the UZO since its original adoption.

The intent of the UZO is to preserve and enhance existing development patterns of areas developed prior to the mid-1950s to ensure the compatibility of new development in those older portions of the city. The UZO promotes reinvestment within its boundary by modifying development standards that could add unnecessary expense without improving the safety or compatibility of resulting new development. The UZO also implements provisions of adopted plans that call for particular areas to evolve to a development pattern characterized predominantly by lot sizes, street patterns, and alley systems commonly used before the mid-1950s.

Discover more about Contextual
Overlays in Nashville:
[http://www.nashville.gov/Planning-
Department/Rezoning-Subdivision/
Contextual-Overlays.aspx](http://www.nashville.gov/Planning-Department/Rezoning-Subdivision/Contextual-Overlays.aspx)

Discover more about Skyline
Redevelopment District online at:
[http://www.nashville-mdha.org/
redevelopment-districts/](http://www.nashville-mdha.org/redevelopment-districts/)

As a zoning overlay, the UZO's application does not change the base zoning or existing entitlements on any property. The standards vary by zoning district, but generally address the placement and size of buildings, amount and location of parking, and landscaping. The UZO is also among the criteria considered when determining sidewalk requirements for new development on streets designated as local by the Major and Collector Street Plan (e.g. Jones Avenue and Montgomery Avenue).

Highland Heights is a contiguous area adjacent to the existing boundary of the UZO. A majority of the study area was platted or developed prior to the mid-1950s and has an established development pattern of small to moderately sized lots with connected streets.

- **Explore expanding the UZO to encompass the study area.** With such expansion, as redevelopment or infill development occurs, the standards of the UZO will support a development form that is coherent and connected with what exists today. Application of the UZO will help to achieve a wide range of goals identified during the Charrette, including:
 - Enhanced pedestrian connectivity;
 - Activation of the streetscape in centers and along corridors; and
 - Support for existing and future transit service.

Contextual Zoning Overlay

The Contextual Overlay is a zoning tool that can be applied to residential neighborhoods in order to apply design standards necessary to maintain and reinforce established form or character of residential development in a particular area. A Contextual Overlay must apply throughout the residential portion of a complete block face, and a Contextual Overlay cannot be applied in an adopted historic overlay district. This tool is available for areas in Highland Heights within T4 Neighborhood Maintenance policy.

- **Explore establishing Contextual Zoning Overlays.** These overlays would be designed to implement T4 NM policy and subdistricts R1 and R2 as identified by the Building Regulating Plan, Mobility Plan established in Part 2.

Redevelopment Plans

Skyline Redevelopment District

Nashville’s redevelopment districts are established to ensure the use and long-term viability of the urban areas that they encompass. Metropolitan Development and Housing Authority's (MDHA) administration of the districts aims to strategically reverse disinvestment and blight and promote redevelopment that is sustainable from economic, environmental, aesthetic, public safety, and historic preservationist perspectives.

The Skyline Redevelopment District, which is mapped in the Charrette Report, includes a small portion of the study area located on the northeast corner of Dickerson Pike at Douglas Avenue. The redevelopment plan restricts land uses, provides requirements for landscape treatment, buffering, exterior design, off-street parking, signs, temporary structures/ interim uses, vehicular accommodation and service areas, and demolition. New development within the district must gain design approval from MDHA. The plan is in effect until December 31, 2037.

- **Expand Skyline Redevelopment District northward.** Consider expanding this district northward to include the remainder of Highland Heights’ portion of Dickerson Pike corridor frontage.

Transit Oriented Redevelopment District

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

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

High capacity transit, as defined for TORDs, means a form of mass transit that carries more people or provides more frequent service than a local bus service with the goal of providing faster, more convenient, and more reliable service for a larger number of passengers; and includes subway, monorail, heavy rail, commuter rail, light rail, streetcar, and bus rapid transit.

The purpose of a potential TORD for Dickerson Pike would be to work towards addressing transit deficiencies, as well as to assist in the implementation of the adopted Dickerson Pike UDO, or replace or update the UDO to incorporate additional design criteria that advances the goals and vision of the Highland Heights Study. Primary actions for such a plan could include creating better transit connections; additional retail spaces, including small-scale, local retail businesses; and housing that attracts new residents with a mixture of incomes, including workforce and affordable units. New streetscapes, infrastructure, and public facilities should be created.

- **Explore creating a Dickerson Pike TORD.** Consider developing a plan for a TORD for Dickerson Pike that would help meet the vision and goals of the Highland Heights Study.