

GULCH LAND USE AND URBAN DESIGN

Overview and General Intent

The Gulch Neighborhood is bounded to the north by the northern property line of lots fronting on the north side of Charlotte Avenue, I-40 to the west and south and the CSX rail line to the east. The detailed land use policies for the Gulch are found on the accompanying Detailed Land Use Plan map. The numbers on this map reference special policies described below. The Gulch Neighborhood contains one subdistrict as shown on the Building Regulating Plan map and described below.

The Gulch is less dense than the Core and is intended to accommodate a mix of uses in chiefly mid-rise buildings. There is an emphasis on residential lofts and condominiums and on renovated historic buildings blended with new architecture.

In the Gulch, the street pattern is interrupted by the rail line to the northeast and the interstate to the south and west. The area along Eleventh and Twelfth Avenues from Broadway to Division Street is characterized by small city blocks of 300 to 400 feet bisected by alleys. The area north of Division Street to the rail line is characterized by a small and somewhat irregular street grid with disjointed alleys.

The area south of Division Street to the interstate is characterized by deep lots with frontage only on Division Street. A new alley adjacent to the interstate is proposed here to provide access to properties with fewer curb cuts from Division.

The area east of Eleventh Avenue to the rail line is characterized by large irregularly shaped lots

fronting primarily onto Eleventh Avenue. Two new streets are proposed here including a street to connect Pine Street to Gleaves Street.

Given the unique street pattern and topography, three prominent intersections have been identified where distinctive development is appropriate to mark important entry points into the Gulch. The three intersections are marked on the accompanying *Key Intersections and Focal Points* map and include:

- Demonbreun Street at Twelfth Avenue South,
- Division Street at Twelfth Avenue South, and
- Division Street and Eighth Avenue South.

At these intersections, additional building height at the street may be appropriate. "Tower" buildings at these intersections may be considered in order to enhance the urban fabric by marking important locations with tall buildings provided that a positive pedestrian environment is maintained.

The dramatic topography and irregular street pattern in the Gulch also create important focal points that provide opportunities to mark the termination of vistas with noteworthy architectural features. These features may be, but are not limited to, grand entrances, detailed façade articulation, tower/spire forms, public art, plazas, or fountains. The focal points are shown on the *Key Intersections and Focal Points* map below.

A park is proposed at Ninth Avenue South between Gleaves Street and Division Street and a greenway or pedestrian path along the rail line or Eleventh Avenue South connecting this proposed park with Bicentennial Mall. Efforts should be made to acquire the necessary

casements to create the greenway to promote additional pedestrian and bicycle connections in and through Downtown.

Two of the proposed convention center locations lie within the Gulch neighborhood. Special policies to address the addition of a convention center are found in the Special Policy for Integrating a New Convention Center into Downtown at the beginning of Chapter V.

Special Policies for the Gulch

Special policies are noted, by number, on the Detailed Land Use Policy map for the neighborhood.

Special Policy Area 1: This special policy applies to the proposed pedestrian path linking the Gulch to Bicentennial Mall and to the proposed park between Gleaves Street, Division Street, Ninth Avenue South, and Alley #231. The current policy is Parks Reserves and Other Open Space. The alternate policy is Mixed Use. If the proposed park property is not secured for public open space, redevelopment should include an open space feature such as a hard-scaped plaza or a pocket park adjacent to a street.

Special Policy Area 2: This special policy applies to the proposed convention center Demonbreun/Eighth and Church Street Sites. See also special policies for integrating a new convention center into Downtown at the beginning of Chapter V.

Goals and Objectives for the Gulch Neighborhood Subdistrict

Each of the goals and objectives below are related to a numbered subdistrict within the neighborhood. The subdistricts are noted on the Building Regulating Plan map for this neighborhood.

Comment [12]: Boundary Amendments

Comment [13]: Boundary Amendment

Comment [11]: Boundary Amendment

Comment [14]: Boundary Amendment

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The Street Designation Maps showing the “A”, “B”, “C”, and “D” streets and streets where active first floor uses are required can be found at the end of Chapter V.

Goal 1. Mixed Use Subdistrict: To develop a balanced, low- to mid-rise, mixed use neighborhood within Gulch Subdistrict 1 that will:

- Contribute to the economic vitality of Downtown Nashville by emphasizing residential and entertainment uses.
- Include a mixture of uses within each block and within structures.
- Create a pedestrian-friendly streetscape by using urban design practices that complement the neighboring cultural/entertainment and open space uses.
- Preserve historic structures, as shown on Historic Structures map in Chapter III and the Historic Structures Appendix, support their adaptive reuse, and ensure that new development complements the character of existing development within the subdistrict from an urban design standpoint.
- Encourage environmentally sustainable, energy efficient development.
- Include a new alley at the rear of the properties along South Division Street to provide vehicular access.
- Take advantage of the deep lots along South Division Street to require upper-level garage liners.
- Support ridership on potential light rail and commuter rail lines.

Objectives:

11/6/2009

1.1 In most locations within the subdistrict, building heights are limited to low-rise.

1.2 Mid-rise building heights are permitted on Church, Broadway and Demonbreun Streets.

1.3 Consideration may be given to additional height at the intersections of Demonbreun Street and Twelfth Avenue, Division Street and Twelfth Avenue, and Division Street and Eighth Avenue provided that the buildings are sensitively designed to enhance the pedestrian experience and the urban fabric by marking important locations. The total height may not exceed the low end of the high-rise range.

1.4 Consideration may be given to additional height on Gleaves Street, due to the tall retaining wall between the street and the rail line, provided that the buildings are sensitively designed to enhance the pedestrian experience.

~~1.5 The floor area ratio shall not exceed 5.0.~~

1.5 Building heights shall be a minimum of 25 feet at the street. Sites in this subdistrict may also be considered for additional height in exchange for public benefits provided by the development, so long as the overall intent of the goals and objectives for the subdistrict and neighborhood are met.

1.6 The height shall be measured from the median height along the property line of the highest order (“A”, “B”, “C”, or “D”) street on the subject property.

1.7 In order to achieve more environmentally sustainable and energy efficient design, new development is encouraged to, at a minimum, achieve Leadership in Environmental and Energy Design (LEED) certification.

1.8 Preservation and adaptive reuse of existing historic and cultural structures within Subdistrict 1 is encouraged.

1.9 New development adjacent to historic structures shall complement those structures and not threaten the integrity of the property and its environment.

1.10 Focal points identified on the *Key Intersections and Focal Points* map should be emphasized with special architectural features.

1.11 In order to achieve a pedestrian-friendly, active streetscape, all buildings on Charlotte Avenue, Church Street, Hynes Street, Broadway, Demonbreun Street, Division Street, Twelfth Avenue, Eleventh Avenue North between Charlotte Avenue and approximately 150 feet north of Church Street, Eleventh Avenue South between approximately 200 feet south of Demonbreun Street and the interstate, Fogg Street, and Eighth Avenue shall have active retail or high volume office uses with direct street access doors on the first floor, as well as transparent windows on the first floor. All buildings on other streets are encouraged to have active retail or high volume office uses with direct street access on the first floor, as well as transparent windows on the first floor.

~~1.12 Parking that is provided within this subdistrict shall be located in structures, underground, or behind buildings.~~

~~1.12 Parking structures shall be lined with residential, retail or office space on Broadway, Demonbreun Street, Eighth Avenue, Eleventh Avenue, Twelfth Avenue, and Division Street.~~

1.13 When locating entrances to parking, proposed developments shall accommodate vehicular accessibility without sacrificing pedestrian safety, comfort and accessibility Alley

Comment [15]: Garage Liner Amendment

Comment [17]: Height Amendments

Comment [18]: FAR Amendment

Comment [110]: Garage Liner Amendment

Comment [19]: Height and Height Bonus Amendments

Comment [111]: Housekeeping Amendment

Comment [112]: Garage Liner Amendment

Comment [16]: Boundary Amendment

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access to parking is strongly preferred. It is the intent of this objective to provide the most pedestrian-friendly environment possible on streets in this subdistrict while still permitting access to properties.

1.14 Parking entrances shall be designed to minimize the impact on the quality of the pedestrian environment.

1.15 New construction shall provide a sidewalk as described in Chapter 5, Walkable Subdivisions, of the *Subdivision Regulations* and streetscape amenities as described in the *Downtown Streetscape Elements Design Guidelines*.

1.16 Buildings shall be constructed to the property line except that recesses may be permitted for widening sidewalks, outdoor dining, courtyards and architectural arcades.

1.17 Efforts should be made by Metropolitan Government to secure the use of the site located on Ninth Avenue between Gleaves Street and Division Street for the use of a park or other civic use.

1.18 Efforts should be made to secure a historic or cultural designation, for the Station Inn, at the intersection of Eleventh and Twelfth Avenues South, to protect this cultural treasure.

1.19 The identified gateway entrances into Downtown at Broadway, Charlotte Avenue, Demonbreun Street, Eighth Avenue South and Division Street at Twelfth Avenue South should redevelop into grand entrances in accordance with the recommendations set forth in the special policies on Entrances at the beginning of Chapter V.

1.20 Once constructed, access to parking for properties on South Division shall be from the

new alley located at the rear of the properties adjacent to the interstate.

1.21 Parking may be located on the rail line side of properties that are adjacent to it to serve as a buffer to the rail-line. Shared parking with potential commuter parking is encouraged.

1.22 Efforts should be made by Metropolitan Government to secure the use of the land adjacent to the rail line or along Eleventh Avenue South for a portion of pedestrian path that would connect the proposed park located on Ninth Avenue between Gleaves Street and Division Street to the Bicentennial Mall.

1.23 Buildings abutting the Broadway, Church Street, and Demonbreun Street viaducts, if tall enough, shall have a pedestrian entrance on their respective abutting viaducts. Pedestrian entrances shall also be provided on Eleventh Avenue North and Twelfth Avenue North to improve the pedestrian environment at the street.

NORTH GULCH LAND USE AND URBAN DESIGN

Overview and General Intent

The North Gulch neighborhood is located between Herman Street to the north, Eighth Avenue North and the railroad tracks to the east, the rear property lines of properties fronting on the north side of Charlotte Avenue to the south, and the interstate to the west. The detailed land use policies for the North Gulch neighborhood are found on the accompanying Detailed Land Use Plan map. The numbers on this map reference special policies described below. The neighborhood contains two subdistricts as shown on the Building Regulating Plan map and described below.

The North Gulch neighborhood is currently a primarily industrial environment with strong connections to the Gulch, Capitol Hill, and Hope Gardens neighborhoods and the North Nashville Community to the west. It is notable in part for a substantial wooded area in the eastern portion of the neighborhood and interesting railroad underpasses as its east-west streets.

Much like the Gulch neighborhood to the south, the area is intended to accommodate a mix of residential, office, and commercial uses in chiefly mid-rise buildings. Its evolution from an industrial environment is expected to begin later in the planning period covered by this plan (five to seven years). The neighborhood is also intended to include a greenway from the planned park in the southern part of the Gulch Neighborhood to the Bicentennial Mall State Park and Farmers Market.

Comment [113]: Entrances to Parking Amendment

Comment [116]: Boundary Amendment

Comment [115]: Boundary Amendments

Comment [114]: Boundary Amendment

A portion of one of the proposed convention center locations lies within the North Gulch neighborhood. Special policies to address the addition of a convention center are found in the Special Policy for Integrating a New Convention Center into Downtown at the beginning of Chapter V.

Special Policies for the North Gulch

Special policies are noted, by number, on the Detailed Land Use Policy map for the neighborhood.

Special Policy Area 1: This special policy applies to the proposed greenway along the railroad tracks. The current policy is Parks Reserves and Other Open Space. The alternative policy is Mixed Use.

Special Policy Area 2: This special policy applies to the proposed convention center North Gulch site. See also the Special Policy for Integrating a New Convention Center into Downtown at the beginning of Chapter V.

Goals and Objectives for the North Gulch Neighborhood Subdistricts

Each of the goals and objectives below are related to a numbered subdistrict within the neighborhood. The subdistricts are noted on the Building Regulating Plan map for this neighborhood.

The Street Designation Maps showing the “A”, “B”, “C”, and “D” streets and streets where active first floor uses are required can be found at the end of Chapter V.

Goal 1. Mixed Use Subdistrict: To develop a mixed use neighborhood that provides opportunities for living, working, dining, and shopping at a scale that is welcoming to

pedestrians and encourages environmentally sustainable, energy efficient development.

Objectives:

1.1 To ensure the preservation of views of Capitol Hill, building heights shall be a minimum of 25 feet at the street, but shall not exceed an overall elevation height of 560 feet (the base of the capitol building). See Figure 4.

1.2 To aid in providing a transition to the lower-intensity Hope Gardens neighborhood to the north, building heights for properties abutting Herman Street shall be limited to 4 stories. All buildings on Herman Street shall provide a transition, in scale and massing, into the residential scale of the Hope Gardens Neighborhood.

1.3 Building heights shall be a minimum of 25 feet at the street. This area, with the exception of properties fronting onto Herman Street, may also be considered for additional height in exchange for public benefits provided by the development, so long as the overall intent of the goals and objectives for the subdistrict and neighborhood are met, particularly with regard to preserving the views of the State Capitol.

1.4 The height shall be measured from the median height along the property line of the highest order (“A”, “B”, “C”, “D”) street on the subject property.

1.5 In order to achieve more environmentally sustainable and energy efficient design, new development is encouraged to, at a minimum, achieve Leadership in Environmental and Energy Design (LEED) certification.

1.6 Preservation and adaptive reuse of existing historic and cultural structures within Subdistrict 1 is encouraged.

1.7 New development adjacent to historic structures shall complement those structures and not threaten the integrity of the property and its environment.

1.8 Buildings on 10th Avenue North, 11th Avenue North, Herman Street, Clinton Street, and Jo Johnston Avenue shall have active retail, restaurants or office uses with direct street access doors on the first floor, as well as transparent windows on the first floor. All buildings on other streets are encouraged to have active retail, restaurant, or office uses at the direct street access doors on the first floor, as well as transparent windows on the first floor.

1.10 Buildings abutting the Church Street viaduct, if tall enough, shall have a pedestrian entrance on Church Street. Pedestrian entrances shall also be provided on Eleventh Avenue North and Twelfth Avenue North to improve the pedestrian environment at the street.

1.9 Parking that is provided within this subdistrict shall be located in structures, underground, or behind buildings.

1.12 Structured parking on Charlotte Avenue shall be lined with residential, retail or office space.

1.10 When locating entrances to parking, proposed developments shall accommodate vehicular accessibility without sacrificing pedestrian safety, comfort and accessibility. Alley access to parking is strongly preferred. It is the intent of this objective to provide the most pedestrian-friendly environment possible on streets in this subdistrict while still permitting access to properties.

Comment [117]: Boundary Amendment

Comment [121]: Garage Liner Amendment

Comment [118]: Boundary Amendment

Comment [122]: Boundary Amendment

Comment [120]: Height and Height Bonus Amendments

Comment [123]: Housekeeping Amendment

Comment [124]: Garage Liner Amendment

Comment [119]: Garage Liner Amendment

Comment [125]: Entrances to Parking Amendment

1.11 Parking entrances shall be designed to minimize the impact on the quality of the pedestrian environment.

1.12 Buildings shall be constructed to the property line except that recesses may be permitted for widening sidewalks, outdoor dining, courtyards and architectural arcades.

1.13 New construction shall provide a sidewalk as described in Chapter 5, Walkable Subdivisions, of the *Subdivision Regulations* and, as this area develops, the Contemporary Subdistrict of the *Downtown Streetscape Elements Design Guidelines*.

1.17 The identified gateway entrances into Downtown at Charlotte Avenue and Church Street should redevelop into grand entrances in accordance with the recommendations set forth in the Special Policy on Entrances at the beginning of Chapter V.

Goal 2. Eighth Avenue North Corridor Subdistrict: To create an intense mixed-use center of activity along Eighth Avenue North that:

- Serves as a gateway corridor into the Downtown Community.
- Is welcoming to pedestrians.
- Accommodates all modes of travel.
- Maintains strong design and functional connections with the adjacent North Nashville Community.

Objectives:

2.1 Redevelop properties within North Gulch Subdistrict 2 with a mixture of retail, office, and residential uses that are appropriately scaled for these heavily traveled streets.

2.2 To ensure the preservation of views of Capitol Hill, building heights shall not exceed an overall elevation height of no more than 560 feet (the base of the capitol building). See Figure 4.

2.3 Building heights shall be a minimum of 25 feet at the street. This area may also be considered for additional height in exchange for public benefits provided by the development, so long as the overall intent of the goals and objectives for the subdistrict and neighborhood are met.

2.4 Construct buildings that contain predominantly commercial and mixed-use development with offices and/or residential above ground level retail shops. Larger retail uses, such as grocery stores, large sit-down restaurants, pharmacies, office supply stores, department stores, etc. are appropriate in these locations. Residential uses on the upper floors that provide opportunities to live and work in the same area are appropriate.

2.5 In order to achieve more environmentally sustainable and energy efficient design, new development is encouraged to, at a minimum, achieve Leadership in Environmental and Energy Design (LEED) certification.

2.6 Preservation and adaptive reuse of existing historic and cultural structures within Subdistrict 2 is encouraged.

2.7 New development adjacent to historic structures shall complement those structures and not threaten the integrity of the property and its environment.

2.8 In order to achieve a pedestrian-friendly, active streetscape, all buildings shall have active retail, restaurants, or office uses with direct street access doors on the first floor, as well as transparent windows on the first floor.

2.9 Residential development within this subdistrict that is not above retail or offices should be higher intensity townhouses and multi-family housing. Stand-alone office buildings should also be relatively intense.

2.10 Locate residential buildings back slightly from Eighth Avenue North to provide some distinction between the public realm of the sidewalk and the private realm of the residence.

2.11 Parking shall be underground, behind or beside the primary structure.

2.12 New construction shall provide a sidewalk as described in Chapter 5, Walkable Subdivisions, of the *Subdivision Regulations* and the Contemporary Subdistrict of the *Downtown Streetscape Elements Design Guidelines*.

Comment [127]: Height Amendments and Height Bonus Amendment

Comment [126]: Boundary Amendment