



Project No. 2015CP-000-001
Project Name *NashvilleNext, a General Plan for Nashville and Davidson County*
Council District Countywide
School Districts Countywide
Requested by Metro Planning Department
Associated Cases
Staff Reviewer **Carlat**
Staff Recommendation *Approve, with amendments.*

REVISED 6/15/2015
Page 29, Amendments to Static Draft #4 and #9 were revised.

APPLICANT REQUEST

A request to adopt the NashvilleNext Comprehensive Plan Update (The Plan).

A request to amend *Concept 2010, A General Plan for Nashville and Davidson County* and its component parts through the adoption of *NashvilleNext, A General Plan for Nashville and Davidson County* and its component parts. The NashvilleNext Plan includes: Volume I, Vision, Trends and Strategy; Volume II, Elements of the Plan; Volume III Communities, including the Community Character Manual and updates to the 14 community plans; Volume IV, Actions; and Volume V, Access Nashville 2040, including updates to the Major and Collector Street Plan. The Plan encompasses the entire Metropolitan Nashville-Davidson County area. It is requested by the Metro Planning Commission, applicant. In effect, the NashvilleNext Plan will replace *Concept 2010* and its component parts.

SCOPE OF REQUEST

The request involves the amendment of *Concept 2010, A General Plan for Nashville and Davidson County* and its component parts in totality and includes the complete updating of the following plans and elements.

- A. Concept 2010: A General Plan for Nashville and Davidson County
- B. Community Character Manual
- C. Mobility 2030
- D. Implementing Complete Streets: Major and Collector Street Plan of Metropolitan Nashville
- E. Housing Plan: 1995-2015
- F. Economic Development Functional Plan
- G. Then and Now: Historic Preservation Functional Plan
- H. To Protect and Serve: A Public Safety Plan for Nashville and Davidson County
- I. Community Plans
 - 1. Antioch-Priest Lake Community Plan
 - 2. Bellevue Community Plan
 - 3. Bordeaux-Whites Creek Community Plan
 - 4. Donelson-Hermitage-Old Hickory Community Plan
 - 5. Downtown Community Plan
 - 6. East Nashville Community Plan
 - 7. Green Hills-Midtown Community Plan
 - 8. Joelton Community Plan
 - 9. Madison Community Plan
 - 10. North Nashville Community Plan



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11. Parkwood-Union Hill Community Plan
12. South Nashville Community Plan
13. Southeast Community Plan
14. West Nashville Community Plan

The request includes replacing *Concept 2010, A General Plan for Nashville and Davidson County* and its component parts through the adoption of *NashvilleNext, A General Plan for Nashville and Davidson County* and its component parts as the General Plan for Nashville-Davidson County.

POWERS AND ROLE OF THE PLAN

The General Plan is authorized by State law “with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development, and identify areas where there are inadequate or nonexistent publicly or privately owned and maintained services and facilities when the planning commission has determined the services are necessary in order for development to occur” (Tenn. Code Ann. § 13-4-203).

The Metro Charter gives the Metro Planning Commission the power to “Make, amend and add to the master or general plan for the physical development of the entire metropolitan government area,” (Metro Nashville Charter, chapter 5, sec. 11.504 (c)).

On May 22, 2012, Mayor Karl Dean announced that the General Plan for Nashville would be updated, assigning the task to the Metro Planning Department (see Attachment 1). Metro Council allocated \$266,230 for an engagement consultant to assist with public outreach and involvement.

STRUCTURE OF THE PLAN

The adoption of the NashvilleNext plan includes the following Plans, Components and Elements.

- A. Volume I, Vision, Trends and Strategy
- B. Volume II, Elements of the Plan
 - a. Land Use, Transportation & Infrastructure
 - b. Arts, Culture and Creativity
 - c. Economic & Workforce Development
 - d. Education & Youth
 - e. Health, Livability and the Built Environment
 - f. Housing
 - g. Natural Resources and Hazard Adaption
- C. Volume III, Communities
 - a. Community Plans
 - i. Antioch-Priest Lake Community Plan
 - ii. Bellevue Community Plan
 - iii. Bordeaux-Whites Creek Community Plan
 - iv. Donelson-Hermitage-Old Hickory Community Plan
 - v. Downtown Community Plan
 - vi. East Nashville Community Plan
 - vii. Green Hills-Midtown Community Plan
 - viii. Joelton Community Plan
 - ix. Madison Community Plan



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- x. North Nashville Community Plan
- xi. Parkwood-Union Hill Community Plan
- xii. South Nashville Community Plan
- xiii. Southeast Community Plan
- xiv. West Nashville Community Plan
- b. Community Character Manual
- D. Volume IV, Action Plan
- E. Volume V, Access Nashville 2040
 - a. Implementing Complete Streets: Major and Collector Street Plan of Metropolitan Nashville as amended.

PLAN DEVELOPMENT PROCESS

Reports & studies

In summer 2012, Planning staff enlisted topical experts from Nashville to prepare background reports on 18 topics important to shaping Nashville's future. Each report was intended to describe the state of the art for the topic, provide an update on conditions in Nashville, and provide recommendations for the community to consider as NashvilleNext progressed. The following 18 topics were addressed:

- Adaptation and Sustainability
- Arts & Culture
- Children & Youth
- Demographic Change & Population Growth
- Economic and Community Development
- Education
- Equity and Inclusion
- Health, Livability & the Built Environment
- Historic Preservation
- Homelessness
- Housing
- Infrastructure
- Libraries
- Natural Resources & Green Spaces
- Poverty
- Regionalism
- Safety
- Transportation

These background reports were released for public review and discussion in early 2013, alongside a speaker series that brought 7 nationally recognized speakers to Nashville to discuss related topics:

- Gov. Parris Glendening—Opportunities for Cities to Lead Tomorrow's World
- Dr. Mitchell Silver—Demographics, Equity, & Inclusion: "Changing Faces of America: The Opportunities and Challenges of 21st Century Demographics"
- Dr. Henry Cisneros—Prosperity: "Modern Cities as Engines of Economic Development and Social Progress"
- Doug Farr—Environment: "Sustainable Urbanism and Community Livability"



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- Ellen Dunham-Jones—Livability and Healthy Communities: “Retrofitting Suburbia”
- William Fulton, AICP—Infrastructure and Smart Growth: “The High Cost of America’s Inefficient Development Patterns”
- Amy Liu—Regionalism: “Regional Partnerships to Achieve Local Viability”

Throughout the process, additional research and studies were commissioned to provide more in-depth understanding of emerging issues shaping Nashville’s future and Nashville-specific data and case studies:

- “Greater Nashville: Trends, Preferences, and Opportunities,” Dr. Arthur Nelson discussing Nashville’s housing stock today, demographic changes impacting housing market preferences in the future and projections of what housing stock would be needed in the future.
- “Local Solutions for a Regional Vision,” Joe Minicozzi comparing various locations, densities and mixtures of land uses to see each development type’s impact on property and sales tax.
- “Fiscal impact analysis of three development scenarios in Nashville-Davidson County, TN;” Smart Growth America comparing three standard residential development types in Nashville/Davidson County to compare the long-term costs and revenues of each to the city.
- “Equitable Development: Promising Practices to Maximize Affordability and Minimize Displacement in Nashville’s Urban Core;” Amie Thurber, Jyoti Gupta, Dr. James Fraser, Dr. Doug Perkins
- “Jefferson Street: Revitalization Strategies in Historic Black Business Districts,” Dr. Karl Jones, Dr. David Padgett, Dr. Doug Perkins
- “Retrofitting Suburbia,” University of Tennessee College of Architecture and Design, and the Georgia Institute of Technology Urban Design Program discussing techniques to redesign suburban development to make it more walkable and more attractive to current market preferences and applying these techniques to sites in Nashville.
- “Underserved Retail Districts,” Ben Fuller-Googins considering which areas of Nashville are currently underserved by retail.

The studies and background reports framed key issues facing Nashville/Davidson County in the future. The studies and background reports helped inform community engagement, the creation of each Plan Element, and the Plan’s overall strategy. A broad summary of key topics are included in Volume I (“Trends and Key Issues” section). Across all topics, four issues in particular stand out as shaping current concerns and future challenges for Nashville. These are discussed below.

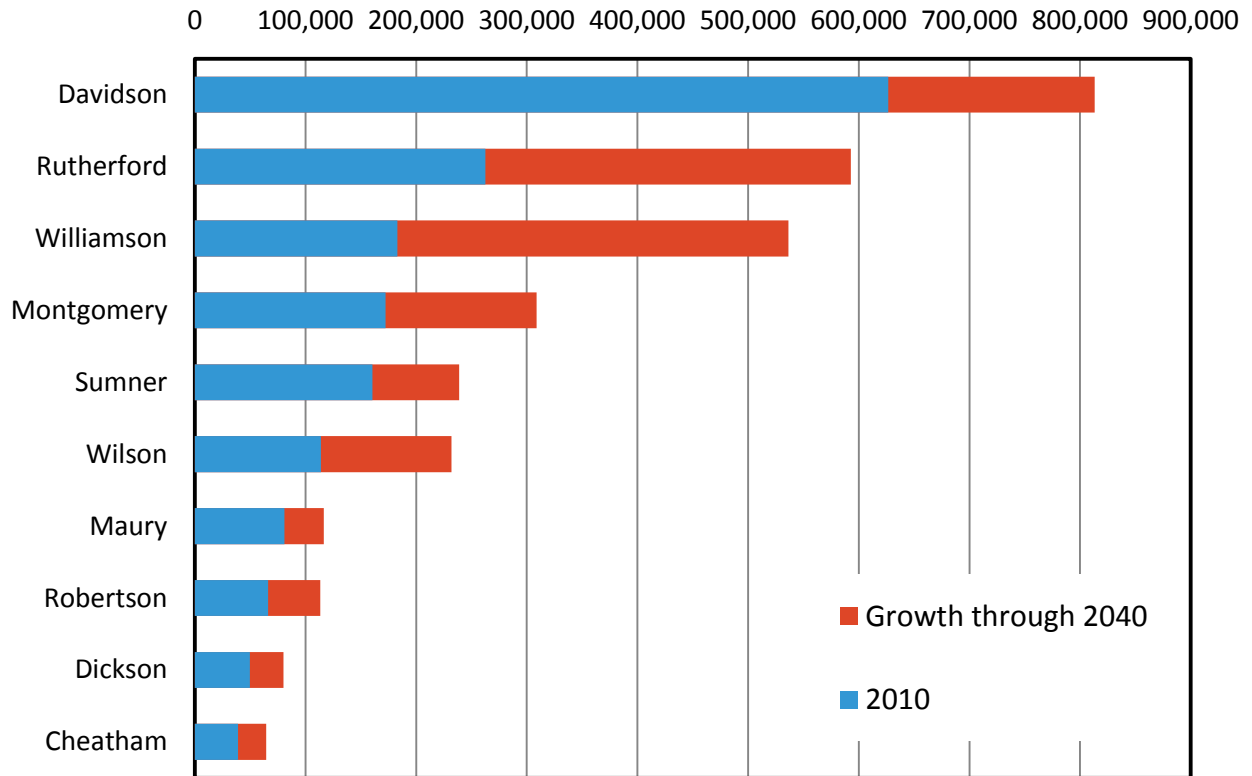
Population growth

Nashville is at the center of a fast-growing region. Through 2040, Middle Tennessee is expected to grow by more than one million people (see Figure 1). Of those, 185,000 are expected to settle in Nashville; an additional 326,000 jobs are expected to be created in the county during that time period. Managing that growth and the opportunities and challenges it poses for Nashville’s built and natural environments, infrastructure, and quality of life are critical to NashvilleNext.



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Figure 1: Population growth in Middle Tennessee counties



For more information, see *Greater Nashville: Trends, Preferences, and Opportunities* (Nelson, 2013) and *Demographic Change & Population Growth* background report.

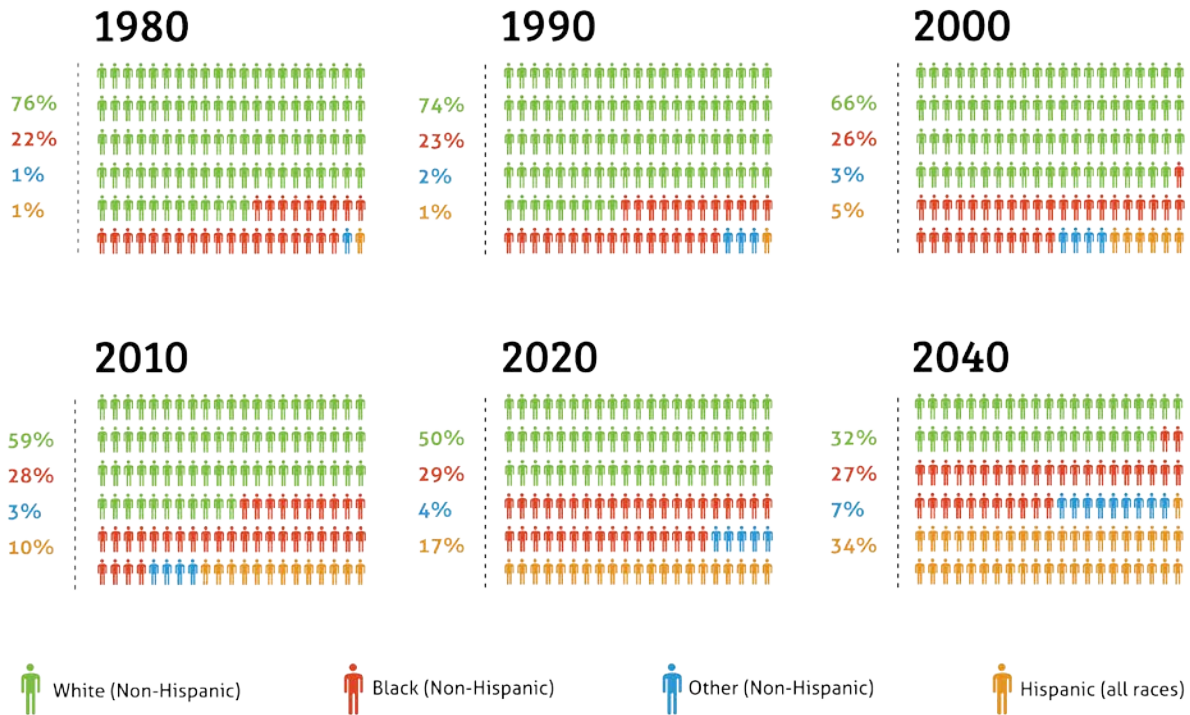


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Changing demographics

Even as Nashville is growing, its population is changing as well. By 2040, Nashville is projected to have no majority race or ethnicity.

Figure 2: Population diversity in Nashville, 1980 – 2040

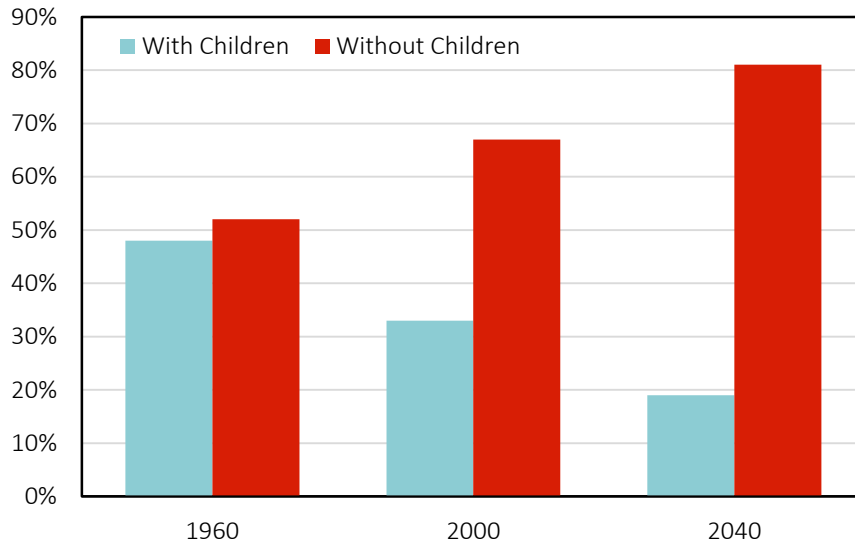


At the same time, Nashville’s age structure is changing. The number of older adults is expected to grow dramatically as the large Baby Boomer cohort ages. Meanwhile, younger adults are waiting longer to form families and have children. These trends combine to suggest that in 2040, Nashvillians will be living in smaller households; the fastest growing household type over the coming 25 years will be people living alone.



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Figure 3: Change in household composition: Households with and without children, 1960 - 2040



Source: Nelson, A. (2013), "Greater Nashville: Trends, Preferences, and Opportunities"

For more information, see *Greater Nashville: Trends, Preferences, and Opportunities* (Nelson, 2013) and the *Demographic Change & Population Growth* background report.

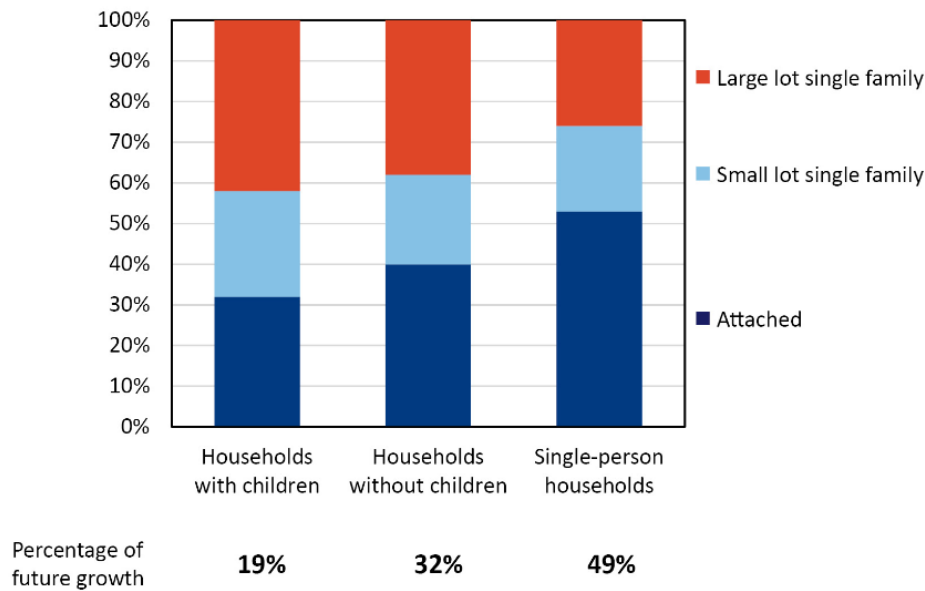
Housing market change

Nashville's changing demographics, combined with other trends in the price of gasoline, the ease or difficulty of getting mortgages, and changes in preference and the relative attractiveness of cities across the country, has a profound effect on Nashville's housing market. These combine in two key ways. First, more Nashvillians will likely seek to rent rather than own their homes. Second, more households will prefer homes with smaller lots in walkable, urban neighborhoods. These trends are already affecting Nashville's housing market, with the price of homes in urban neighborhoods rising steadily while the price of homes in older suburban parts of the county are softening. One result of this trend is the gentrification of older, in-town neighborhoods that have been home to minority and/or lower-income households and the suburbanization of poverty, meaning that households of lesser means move to suburban settings where housing is more affordable, but where access to employment and services is more difficult.



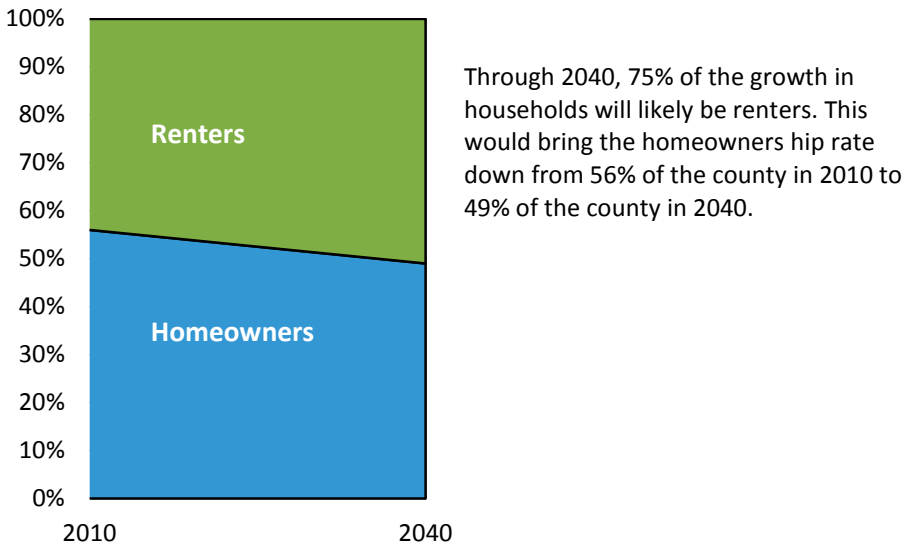
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Figure 4: Housing type preferences



Source: Nelson, A. (2013). *Greater Nashville: Trends, Preferences and Opportunities 2010 to 2025 and to 2040*.

Figure 5: Change in homeownership rate, 2010 to 2040



Source: Nelson, A. (2013), "Greater Nashville: Trends, Preferences, and Opportunities"

For more information, see *Greater Nashville: Trends, Preferences, and Opportunities* (Nelson, 2013), the *Health, Livability & the Built Environment* background report, and *Equitable Development: Promising Practices to Maximize Affordability and Minimize Displacement in Nashville's Urban Core* (Thurber, Gupta, Fraser, Perkins, 2014).



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Fiscal responsibility

How Nashville is built and how it grows are important to responsibly managing the County's finances. First, through investments and regulations, Nashville can expand or limit its tax base. A higher tax base allows the City to offer a lower tax rate, more city services, or a combination of the two. Second, spreading homes and jobs further apart costs the County more to provide services. When infrastructure like water pipes, roads, or sidewalks is spread out to serve low density homes and jobs, the total cost to build and maintain this development pattern increases. Similarly, a more compact development pattern is more efficient to serve. A study of three Nashville neighborhoods found that dense, mixed use development had a higher payback from its tax base, despite higher operating costs.

For more information, see *Fiscal impact analysis of three development scenarios in Nashville-Davidson County, TN* (Smart Growth America, 2013) and *Local Solutions for a Regional Vision* (Minicozzi, 2013).

Community preservation

Preserving Nashville's unique character was a constant theme during the NashvilleNext process. Nashville's character is defined by its natural landscapes, bustling urban centers, and neighborhoods with rural, suburban and urban character. Nashville's character is also defined by its residents, businesses, neighborhoods and institutions and how these change over time.

In the future, Nashville's character will be defined by the affordability of our neighborhoods, the strength of our economy and opportunities for employment, the access to parks and other amenities, and how well people can get around the county. Nashville's character is preserved by meeting the needs of current residents. Doing so requires the city to respond to a growing and diverse population. Over the next 25 years, equitable and inclusive decision making will be critical in preserving what makes Nashville unique while addressing the community's critical needs.

Preservation of community character and equitable development are addressed throughout NashvilleNext. The NashvilleNext plan includes goals, policies and actions that seek to preserve community character while accommodating future growth. See Volume II, Elements; Volume III, Community Plans; and Volume IV, Action Plan to find goals, policies and actions addressing community character and equitable development in various topic areas.



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STAFF AND COMMITTEES

The Metropolitan Planning Department administered the NashvilleNext process, along with Community Engagement Consultants led by McNeely Piggott & Fox Public Relations. Together, this team created and administered a community engagement process with the goals of engaging all Nashvillians in the process. As part of the community engagement process, there were several committees that consisted of countywide organizations and community members: the Steering Committee, Engagement Committee, and Resource Teams.

Steering Committee

In summer 2012, the Planning Department began assembling a Steering Committee to oversee the plan development process. The Committee was structured around four pillars, with an organization recruited to ensure each pillar was addressed by the process and the plan:

- Opportunity & inclusion: Nashville For All of Us
- Healthy environment: The Land Trust for Tennessee
- Prosperous economy: The Nashville Area Chamber of Commerce
- Efficient government: Metro Planning Commission

Other Steering Committee members also represent these pillars and include a broad representation from across Nashville as well as regional interests. The Steering Committee met monthly throughout the process, reviewing public engagement efforts, research for NashvilleNext, and public input; drafting plan materials including the Guiding Principles; and reviewing draft plan materials. The Steering Committee worked to ensure that the input of the community, the research conducted for NashvilleNext and the input of the Resource Teams was included in the NashvilleNext Plan.

Community Engagement Committee

The Community Engagement Committee served as community engagement advisors for the Nashville General Plan process, and guardians of the public engagement process to make sure that the goals of the public engagement process were being met and that the process reached all Nashvillians, with special attention paid to those that are often under-represented in civic processes (i.e. minorities, youth, non-English speakers, lower-socioeconomic residents and seniors).

The Community Engagement Committee is comprised of community leaders that reflect the diversity of Nashvillians—geographic diversity; age, race, ethnic and gender diversity; etc. The committee included representatives from neighborhood and business organizations. Members of the committee also represented targeted socio-economic and demographic groups; groups that based on demographic trends would consume a large share of future population growth, making their input critical to this planning process, and groups that are traditionally underrepresented in planning processes:

- Minorities— i.e., traditionally African-Americans and Latinos
- Immigrants and foreign-born/non-English speaking residents
- Youth/teens/Millennials
- Low-income households
- Families with small children
- Small-business owners
- Rural residents
- Seniors
- People with disabilities
- Veterans



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Resource Teams

Each Plan Element was drafted by an accompanying Resource Team composed of Nashvillians with topical expertise representing the private sector, non-profits and the public sector. The Resource Teams supported the public process and assist Planning staff by applying their topical expertise to develop policy options for the public to consider, guided by the public's vision for Nashville's future.

The Resource Teams worked in three rounds. They began by identifying key trends shaping Nashville's future. These were the issues that they felt Nashville/Davidson County must respond to in the coming 25 years to ensure the community's success, well-being and prosperity. Next, the Resource Teams developed overarching Goals and Policies, which were reviewed by the public in summer 2014. During this time, they also assisted in the development of Alternate Futures—different options for how Nashville/Davidson County could grow and be preserved in the coming 25 years. The Resource Teams reviewed and assessed the Alternate Futures in light of their Plan Element. i.e. asking how did future B impact housing affordability or workforce development. Finally, the Resource Teams refined those Goals and Policies and developed an action plan to implement each Element.

COMMUNITY ENGAGEMENT PROCESS

A robust and inclusive community engagement process was planned and implemented. Over the course of three years, the process captured community input through multiple, in-person events, community meetings and speaking engagements; traditional media and social media; online tools; focus groups; and traditional surveys. In all, over 18,000 stakeholders were involved in the NashvilleNext Process.

Community Engagement Plan

In 2013, a Community Engagement Plan was created with the engagement consultant team and Community Engagement Committee. It identified three goals for the engagement process, as well as tools and approaches to achieve those goals.

- *Goal 1: Educate*—Educate residents about the NashvilleNext process and the long range issues, challenges, and opportunities facing Nashville and the community, enabling them to make informed decisions about the future;
- *Goal 2: Engage*—Attract Nashvillians from all walks of life to the process, hold their attention; and
- *Goal 3: Empower*—Create an engagement process and a General Plan that reflect the ideals and vision of Nashville constituents, thus empowering residents to use the NashvilleNext Plan moving forward.

Community survey

In 2012, nearly 100 in-depth interviews with community leaders and a 1,000-person telephone survey with Nashville/Davidson County residents were conducted to get a sense of what issues were important to Nashville/Davidson County residents as NashvilleNext began as well as general perceptions related to comprehensive planning. The survey respondents were chosen to reflect the 2010 U.S. Census for race/ethnicity and income in Davidson County and to include residents in each of the major geographic areas of Nashville.



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Visioning

NashvilleNext began by asking the public to provide their vision for Nashville's future, based on three questions:

- What do you love about Nashville (what are the things to preserve or enhance)?
- What needs to be improved (what are our weaknesses to be overcome)?
- What do you want for the future of Nashville in 2040?

In addition to these specific questions, the public was also engaged through a speaker series of seven nationally recognized experts in planning issues, and through the release of 18 background reports written by local experts. Planners also presented information on key trends and the NashvilleNext process at community meetings and online, through documents and videos.

Vision priorities

In summer 2013, community members reviewed the results from community visioning and worked together to merge the many different ideas into a list of priorities for the future. At the end of this phase, the Steering Committee worked with the public's priorities to establish a set of Guiding Principles that shaped the remainder of the process.

Guiding Principles

The Guiding Principles were released for review as part of a survey in fall 2013. The survey allowed participants to review each section of the draft Guiding Principles and rate them, as well as provide additional comment.

Growth & Preservation mapping

Three intensive "Plan, Nashville!" public meetings focused on a growth and preservation mapping exercise, in which participants worked in teams of 3 to 8 people to use chips representing different kinds of places (such as urban mixed use, suburban residential, or downtown employment) to allocate Nashville's anticipated growth of 200,000 new residents and 300,000 new jobs over the next 25 years. Each team also identified areas and kinds of places to preserve from development (such as floodplains or historic districts).

Paper and online surveys allowed people unable to attend these meetings to rate different kinds of areas as appropriate for new housing or employment growth or more appropriate for preservation.

Alternate Futures

Summer 2014 was a pivotal point in NashvilleNext. The "Pick Your Nashville" community input campaign began in June, as planning staff, the Community Engagement Committee, and Steering Committee distributed the survey online, on MTA bus ads, through hundreds of fliers at businesses across the city, and with paper surveys issued at more than 40 public events—25 of which were special gatherings across the county known as NashvilleNext Lounges.

The three futures—Business as Usual, Centers with Adjacent Infill, and Downtown and Pikes—showed different ways Nashville could grow in the future by looking at how and where new homes and jobs could be accommodated, as well as the infrastructure and transportation system needed to support that growth. These three potential futures reflected the input gathered in the previous Growth and Preservation mapping phase, when participants described what to preserve or protect, and where growth should be focused. Each future was assessed based on how it addressed 12 issues, or outcomes, that represent the values of the public. The outcomes were tied to quantitative results from the future models, which were then reviewed by the NashvilleNext Resource Teams.



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The results from Pick Your Nashville were consistent with earlier NashvilleNext results. They are also consistent with the in-depth discussions held with seven focus groups, organized by the Tennessee Council on Developmental Disabilities, The Contributor, Safe Haven, Nashville International Center for Empowerment, FUTURO, the Tennessee Latin American Chamber of Commerce, and Catholic Charities.

Draft goals and policies

The Alternate Futures compared and contrasted physical ways that Nashville/Davidson County could grow and be preserved in the future. There are aspects to growth and change, however, that cannot be mapped, but are still important to Nashvillians. The Resource Teams drafted goals and policies that complemented the Alternate Futures. For example, while the Alternate Futures showed where new employment sites could be located, the Economic and Workforce Development Resource Team created goals and policies to help move more Nashvillians out of poverty through workforce training.

The draft goals and policies were provided for review alongside the Alternate Futures in summer 2014. They were also available online and in self-hosted meetings of community groups.

Community conversations

The community was also invited to attend four in-depth conversations on the topics of Housing Affordability, Culture and Placemaking, Transportation, and Economic Development. These were hosted through summer 2014, to gather additional information on topics of particular interest to the community. In all, more than 500 Nashvillians attended the four events. The Housing Affordability Community Conversation alone attracted 300 people.

Preferred Future

In the fall of 2014, the Preferred Future was released for community comment along with information on how the 14 Community Plans were proposed to be amended to align with it. The Preferred Future was created through review of the existing, adopted Community Plans and community input on the Alternate Futures.

During the community comment period on the Preferred Future, participants attended one of five public meetings (one downtown and one in each quadrant of the county) or reviewed the Preferred Future online. In addition to reviewing the 14 Community Plans, participants also ranked value statements about various portions of the Preferred Future, so that planners could test whether the Preferred Future captured the public's key preferences in the Alternative Futures.

Draft plan review

The draft NashvilleNext Plan was released in March 2015, with comments from the public due April 30. The plan received extensive coverage in media. Since mid-March, the Plan's website had more than 30,000 pageviews. Four plan review open houses were held; comments were accepted online and through an online map. Copies of the plan were also available at all Nashville Public Libraries.

Planning staff received over 700 comments on 277 different issues. Most comments addressed community plans (272 comments) or land use and transportation proposals (214 comments).



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Overall participation levels

The table below shows the number of participants in each phase of NashvilleNext, through the method of participation.

	Count
Issues Survey	1,093
Community survey	1,001
In-depth interviews	92
Visioning	2,712
Meetings	1,334
Online	630
Events/Exhibits	748
Vision priorities	4,954
Meetings	382
Online	2,595
Paper	1,977
Growth & Preservation Mapping / Guiding Principles	1,605
Meetings	308
Online	568
Paper	729
Alternate Futures, Goals and Policies, Community Conversations	4,723
Meeting/events	1,069
Online	3,238
Cell phone	346
Meetings-To-Go	70
Preferred Future	2,297
Meeting/events	288
Online	1,505
Book-a-Planner	426
Briefing	74
Draft Plan Review	1,178
Open houses	407
Briefings	510
Individual comments (email, map, etc.)	261
Total Participants across all phases	18,562

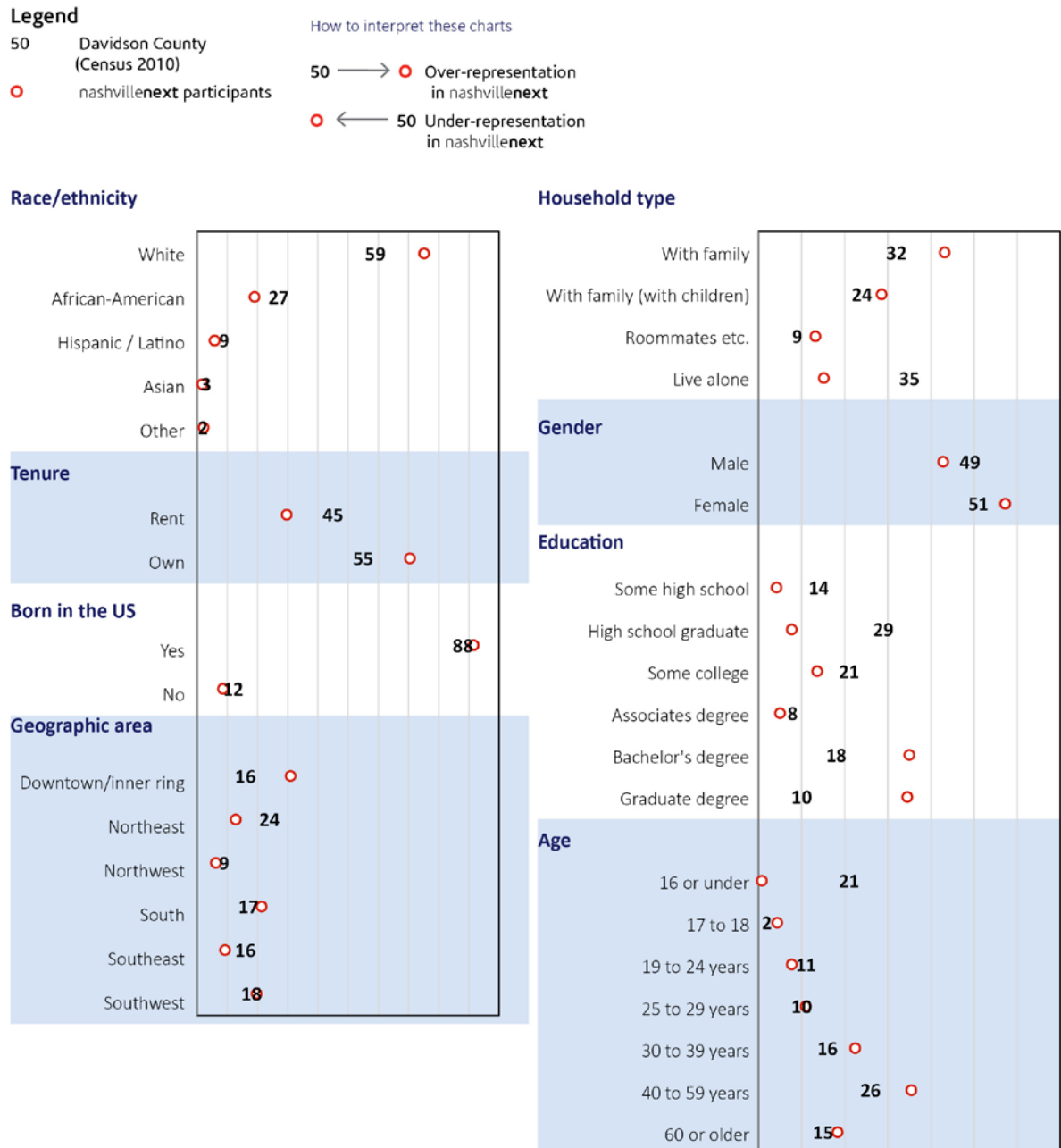


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Overall participation demographics

Whenever possible during the NashvilleNext process, participants were asked for demographic information. This was used to assess who was participating and where gaps existed in the participation of specific demographic cohorts, for example, under-representation by low-income individuals. Below, participation across all phases of NashvilleNext is compared with Davidson County demographics from Census 2010 or the American Community Survey (1-year estimate, 2010). Note that in some rounds of engagement, the tools used to engage under-represented communities were small meetings or focus groups. These allowed quality, detailed input, but were not in numbers large enough to change overall participation levels.

Figure 6: Demographics of NashvilleNext participants





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Traditional Media and Social Media

To help publicize meetings, and provide information to stakeholders that could not attend community meetings, Planning staff utilized email, traditional media (television, radio, and print), and social media (Facebook, Twitter, YouTube) to keep stakeholders informed throughout the process. Media coverage and social media traffic as of June 3, 2015 is summarized below:

- 112,327 visits to the NashvilleNext Webpage:
 - 68,702 on the front page
 - 6,172 on the Speaker Series page
 - 4,351 on the “Pick Your Nashville!” page discussing Alternate Futures
 - 3,919 on Community Plans
 - 2,362 on Resource Teams
- 5,128 Stakeholders on the NashvilleNext Mailing list
- 2,258 Followers / Likes on Facebook
- 2,918 Followers on Twitter
- 83 YouTube Videos (footage of stakeholders during community meetings) – total 24,151 views
- More than 100 articles in the news media



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GROWTH AND PRESERVATION CONCEPT MAP

The Growth & Preservation Concept Map (Concept Map) reflects Nashvillians' desires for how Nashville should grow in the future. The Concept Map is also the tool for aligning spending, regulations, and Metro programs to shape improvements in quality of life, so that new development and redevelopment aligns with community values.

There are six main components shown on the Concept Map: the green network, neighborhoods, infill and transitions, centers, special impact areas and high capacity transit corridors.



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Figure 7: Growth and Preservation Concept Map



- | | | | |
|----------------|----------------------|-----------------------|--|
| Centers | Green network | Neighborhood | High capacity transit corridors |
| ● Tier One | ● Open space anchor | ● Transition | — Immediate need |
| ● Tier Two | ● Missing an anchor | ● Special impact area | — Long-term need |
| ● Tier Three | | | ← Regional connection |



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Green Network

On the Growth and Preservation Concept Map, the Green Network shows large, countywide natural resources and environmental features. It includes parks, rural areas, floodplains, and steep slopes. It also shows key water features: the Cumberland, South Harpeth, and Stones Rivers; Old Hickory, Radnor, and Percy Priest Lakes; and Browns, Mansker, Mill, Richland, Seven Mile, and Whites Creeks. NashvilleNext proposes to protect these areas for their beauty and because they mark this part of the country as unique; and because they offer opportunities for recreation and respite and aid in water and air quality.

The Green Network identifies what parts of the county should remain natural or rural. The Open Space Network maps (found in each Community Plan in Volume III of NashvilleNext) show a more detailed breakdown of these features. These areas are incorporated into Community Character Maps through Conservation (CO) Policy and through T2 Rural policies.

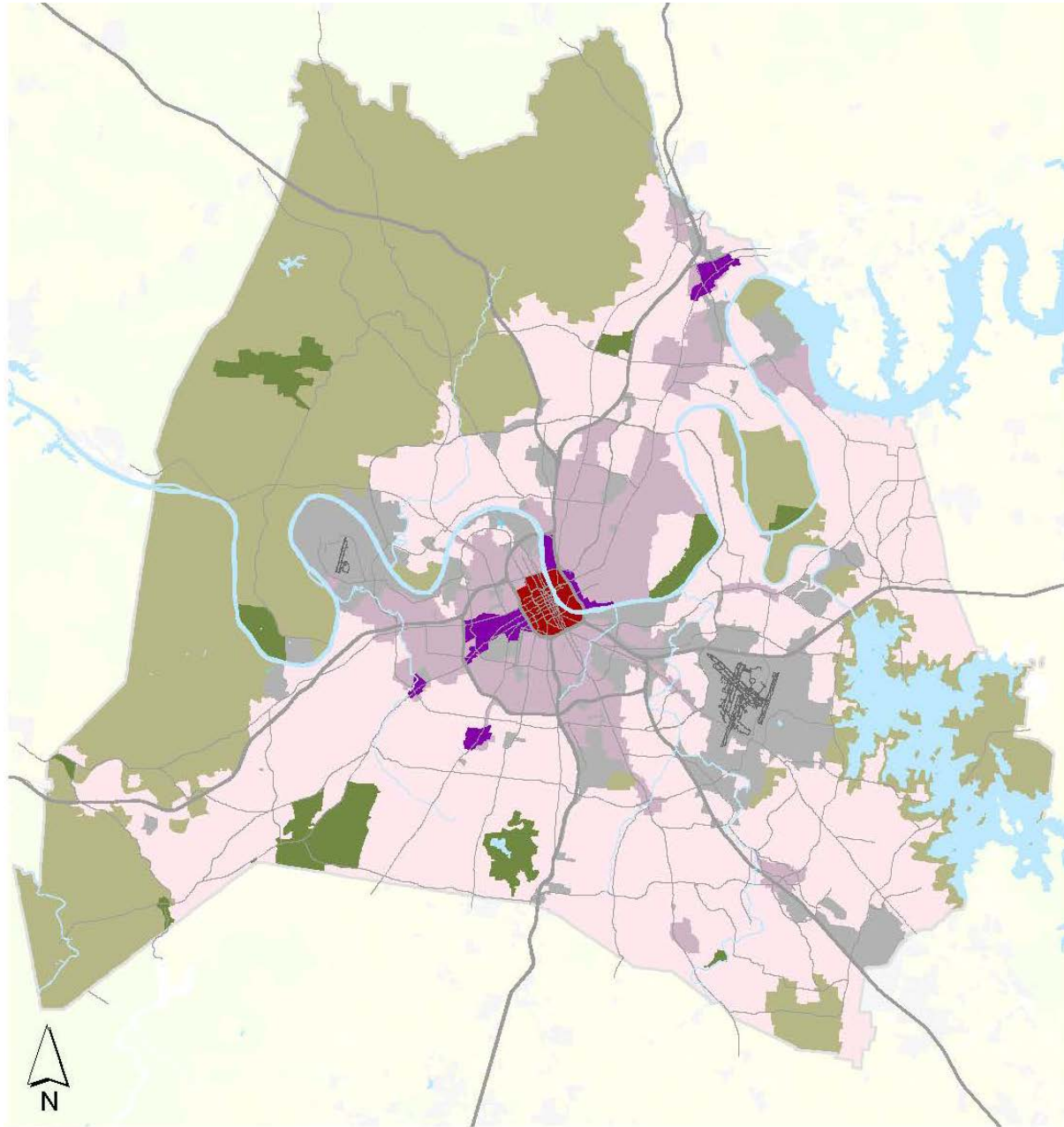
Neighborhoods

Unlike most cities, Nashville has a diversity of neighborhoods ranging from rural areas to suburban communities to urban and downtown neighborhoods. This range of neighborhood types is shown on the Transect Map below. This diversity of neighborhood types is very dear to Nashvillians and they are very interested in preserving this diversity and the unique characteristics of various neighborhoods. The Concept Map outlines generally where neighborhoods exist, but it is within the Community Plans where the distinctive characteristics of neighborhoods are discussed. Community Character Policies are applied in each neighborhood to define community character—rural, suburban, and urban—and how to preserve that diversity.







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Figure 8: Transect Map



Transects

- | | |
|---|---|
|  T1 Natural |  T5 Center |
|  T2 Rural |  T6 Downtown |
|  T3 Suburban |  D District |
|  T4 Urban |  W Water |



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Nashvillians cherish their neighborhoods, and wish to see what they love about them preserved. However, a growing population with cultural, social, and demographic differences and increasingly diverse preferences poses a challenge. Even without changing the buildings, a neighborhood can change substantially over time. Small homes that once held families may become attractive to young workers, alone or with roommates, or to downsizing Baby Boomers who do not need as large a house. Finding tools that allow neighborhoods to accommodate these changes without losing their essential character continues to be a key goal for Nashville. It is discussed in greater detail in the Housing and Healthy, Livability and the Built Environment Elements in Volume II of NashvilleNext.

Transition and Infill

Transition and Infill areas are shown on the Growth and Preservation Concept Map around the centers and along the high capacity transit corridors. The transition and infill areas addresses input received from the community while accomplishing two policy goals; preserving the character of neighborhoods and providing a diversity of housing to meet changing housing demand.

Infill along corridors and within commercial centers as shown on the Growth and Preservation Concept Map accomplishes several things. First, redevelopment typically increases the amount of development on the land, making use of existing infrastructure and services more efficient. It also increases people and jobs close to transit service, increasing the frequency of transit service and or the ability for residents to walk or bike to meet some of their daily needs. When infill development occurs in neighborhoods close to corridors and centers, the effect is the same. The location of housing near the corridor or center places people closer to jobs and services. This results in less daily use of cars, which over time reduces daily traffic woes.

The transition and infill areas also serve as locations for missing middle housing – housing types that offer a wider variety by looking beyond single-family homes and mixed use or stacked flats developments.

Within these transition and infill areas, missing middle housing can be used to create contextually sensitive transitions—in height, scale and density—between higher density centers and corridors and, single family neighborhoods. When located by prominent corridors or commercial centers, missing middle housing allows more residents near transit, services, retail and other amenities. Finally, missing middle housing can provide new housing options and meet the market demand for smaller units with less maintenance in walkable settings.

On the Concept Map, transition and infill areas are applied broadly near the centers and along the high capacity transit corridors. The Concept Map shows these areas in a generalized fashion, however, the Community Plans—where Community Character Policies are applied to each property to guide future rezonings—discuss the transition on a particular site in greater detail.



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Centers

The Concept Map identifies activity centers throughout the county that have diverse assets as well as diverse needs. These centers are currently, or are envisioned to be, pedestrian-friendly areas with frequent transit service that contain a dense mix of homes, shops, jobs, and parks, as well as services, schools, and cultural amenities.

To achieve this future, most centers will need investments—ranging from capital improvements to rezoning to development incentives, etc. Some need capital improvements to make them ready for investment. Others need assistance for safety, health, or stability to maintain and support existing residents. Programs and approaches should be coordinated over time to make these Centers a reality that improves quality of life for all Nashvillians. This idea of coordinated investments is identified on the Concept Map through the Tiered Centers.

Tier One Centers are the most appropriate places to encourage development in the next ten years, based on demand and access to transit. Tier Two Centers are locations where planning and implementation efforts should prepare for investments after the next ten years. Tier Three Centers should be prepared to respond to new opportunities in the private sector.

To determine what coordinated investments are needed, it is proposed that:

- Brief, intensive charrettes should be conducted for each center and surrounding neighborhood to identify community and business priorities for improvements.
- Investments and programs should be identified to meet the needs of each center. These investments should focus on common, public parts of neighborhoods:
 - streets and infrastructure to support daily life
 - parks, schools, libraries, and other public buildings that anchor and are integrated into mixed use areas
 - plantings that provide shade and help manage stormwater
 - public art and creative approaches to revitalizing commercial areas
 - streetscapes that connect individual buildings to sidewalks and roads.
- A portion of the capital improvements budget should be dedicated each year to focus on improvements to one to three centers.

Generally, these programs should address three goals. Some create investment-ready places, to spur the private market to build new homes and businesses. Some promote neighborhood stability, within the center or in nearby neighborhoods. Finally, some use Metro's existing community building efforts to build relationships between new and existing residents.



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Transportation

High-capacity transit network

The high-capacity transit corridors shown on the Growth & Preservation Concept Map are a long-term solution. Because transit ridership is closely tied to density and land use patterns, many of the routes on the Concept Map will not support frequent transit in the near-term. Increasing density in appropriate locations along these routes will, in the long run, provide riders that make transit feasible in these places.

Routes that currently support frequent transit service are identified as priority routes. These routes are planned to have the greatest improvements to transit capacity in the next ten years. Priority routes connect the densest locations of homes and jobs. They also serve as connections to key regional destinations. Matching dense locations in Nashville with regional priorities allows Middle Tennessee to successfully compete for state and federal spending and allows Nashville and the region to work together to manage transportation for Nashvillians and the residents of surrounding counties alike. Developments that support transit along these routes accommodate more homes, shops, and businesses for Nashvillians. However, they also give regional commuters more options for making their trips into and out of the county more useful.

Major and collector streets

Looking to the future, the street network will continue to be a vital asset for Nashville. However, it will be increasingly important to adapt it to better support users in addition to drivers: pedestrians, bicyclists, and transit riders. The Major and Collector Street Plan (part of Access Nashville 2040, Volume V) advances the city's thoroughfare system to provide safe and effective access for all users while addressing streetscape design in context with the existing or envisioned character of the community. Context and character of a street are important, so the transportation facility fits its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility. The Street Plan helps tie transportation to land use. Complete Streets and Context Sensitive Solutions (detailed in Access Nashville 2040) also advance environmental sustainability and community health.

Bikeways and sidewalks

The bikeways map shows how the greenway system provides cross-county bicycling routes. The sidewalks map shows streets with and without sidewalks.



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COMMUNITY CHARACTER PLANNING

Translation to the Community Character Manual

In 2008, the Metro Planning Department reorganized its approach to community plans. The guiding document for plans prior to 2008, the Land Use Policy Application, delineated land uses and density characteristics, but was unable to capture nuances in the character of different parts of the county. These nuances were often central to residents' concerns about new development. In key areas, they were addressed through Detailed Neighborhood Design Plans. The new approach focused on the current and proposed character of different parts of the county and lessened the focus on density. It was based on a new tool called the Community Character Manual, adopted by Planning Commission in 2008. At the start of NashvilleNext, six plans had been updated with the Community Character Manual. In 2013, the seven plans created under the older Land Use Policy Application process were updated to the newer Community Character Policies. Three review workshops were held in March 2013; an online map of the prior and proposed policies was also available for review. The revised map was adopted by Planning Commission in June 2013.

Role in Alternate Futures and Preferred Future

The translated Character Policies were used as a common starting point for the Alternate Futures reviewed by the public (discussed above) in 2014. Each Future strategically changed Character Policies to emphasize a different approach to growth. When developing the Preferred Future, Planning staff again returned to the adopted Community Character Policies. When the Preferred Future was released for public review in October 2014, proposed changes for each Community Plan's Community Character Policy Map were also released. The review of the Preferred Future allowed participants to comment on both the broad, county-wide direction of the Preferred Future, as well as detailed, community-specific recommendations.

Updated Community Plans

All 14 Community Plans are updated and incorporated into Volume III of NashvilleNext based on the Growth and Preservation Concept Map and feedback obtained on the Community Plans presented in October 2014. The release of the draft NashvilleNext plan in March 2015 included an ongoing opportunity to review proposed changes against the revised policy plans adopted in June 2013.

Community Plans

Nashville's fourteen Community Plans have guided development decisions since 1988. These plans were the starting point for the NashvilleNext process and the Growth & Preservation Concept Map.

All fourteen plans have been updated alongside the creation of NashvilleNext. The 2015 updates bring all plans into a consistent format that more fully relies on the guidance of the Community Character Manual. The Community Character Policy Maps have each been updated to align with NashvilleNext.

In updating these plans, planners sought to adhere to community input from each plan's last update. Planners also incorporated feedback from each community in response to re-zoning and plan amendment requests. Finally, throughout NashvilleNext, community members have provided input on proposed changes.



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The Growth & Preservation Concept Map and the Community Plans have different roles. The Concept Map guides decisions over the course of 25 years and beyond. The Community Plans have shorter planning horizons, looking ahead only five to ten years. Because of this, they need not incorporate all growth that could occur through 2040. Regular Community Plan updates can provide better guidance for development as it plays out in the coming decades.

PLAN IMPLEMENTATION

Most of the work of shaping Nashville's future will be done by our residents, businesses, and nonprofits; however, Metro Government has a key role to play through these implementation tools:

- Regulations (particularly the land development code)
- Capital spending
- Programs and staffing
- Partnerships

NashvilleNext proposes an annual report to Planning Commission, Metro Council, and the Mayor. The report will track progress in implementing the plan and allow for minor updates to ensure the plan remains relevant.

Using the Plan Components in Implementation

Each part of the plan has a role to play. Some parts are broad and visionary, while others are specific and detailed. This section helps users of the plan understand how the parts fit together and support one another. No part of the plan is intended to stand alone; each can only be understood as working together with the rest of the plan.

Guiding Principles

The Guiding Principles present the long-term view of what Nashvillians want for their future. Throughout the process, they guided more detailed work, helping to ensure all key topics were addressed by the plan. Once adopted, they provide long-range context for why individual goals and policies are included the plan. As the plan gets minor amendments and major updates over time, the Guiding Principles should be changed the least, barring a substantial change in situation or public sentiment. The Guiding Principles include:

- Be Nashville
- Ensure Opportunity for All
- Foster Strong Neighborhoods
- Expand Accessibility
- Create Economic Prosperity
- Advance Education
- Champion the Environment



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Elements

The seven plan elements are the major topics for the plan to address. Their policy direction takes two forms: goals and policies. Specific actions associated with each element, and its goals and policies, carry implementation forward in the seven topic areas.

- Goals set broad direction for the plan by applying the Guiding Principles to NashvilleNext's seven plan elements. They identify, for each element, what NashvilleNext is trying to achieve.
- Policies extend goals by providing more detail. They give more direct guidance on community decision making, without specifying which tools to use. As implementation occurs, if one particular tool is rejected by the public, the policy guidance remains.
- Actions provide very specific tasks for Metro departments and non-Metro partners to undertake, within a recommended timeframe. An initial action plan is included as Volume IV, but will be maintained online to provide up-to-date reports on progress. Actions are intended to be updated regularly, as they are completed. If an action is found to be the wrong tool to accomplish a policy, the policy guidance still holds; a new approach should be identified.

Growth and Preservation Map, Community Character Manual, Community Plans

The Growth and Preservation Concept Map provides a county-wide vision for land use and transportation and serves as the center Policy Map. The Growth and Preservation Map provides the high level view of how NashvilleNext's different elements come together. Other maps provide further detail. The Community Character Manual and the Community Plans provide more specific guidance for land use, transportation, and community character for Nashville's 14 distinct communities.

Nashville's Community Plans—originally attached as amendments to Concept 2010—are incorporated into NashvilleNext as Volume III, replacing all previously adopted versions. They provide history and context for Nashville's 14 Community Planning Areas, along with community-specific issues, strategies, and sketches of how different places in the community could change over time. Finally, detailed Community Character Maps link the broad, county-wide Growth & Preservation Concept Map to character policies that guide zoning and development decisions.

Community Character Maps give geographic guidance for decision-making. If Policies say what should happen, the Community Character Maps say where it should or should not happen. They help to coordinate investments (such as priorities for transit or new greenways) and reflect community expectations for the future of an area. In particular, Community Character Maps (included in each Community Plan in Volume III) give more detailed land use guidance for zoning and subdivision decisions.

The Community Character Manual, also in Volume III, provides detailed explanations of the character policies used in the Community Character Maps.



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Access Nashville 2040

Volume V is the overarching vision of how transportation works under NashvilleNext. It contains three more detailed plans that address key components of Nashville's transportation system.

First, the Major & Collector Street Plan guides how Metro manages its transportation rights-of-way—the land it has the right to use for the transportation system. The Major & Collector Street Plan identifies how much land is needed for different kinds of roadways in the county, as well as how different travel modes (auto traffic, transit, bikes, and pedestrians) are accommodated in each roadway.

Second, the Strategic Plan for Sidewalks and Bikeways enables Metro to effectively plan and implement facilities that improve safety, enhance mobility, and promote a higher quality of life. The plan provides Metro with a blueprint for making walking and bicycling attractive, safe, and practical transportation options for citizens throughout Nashville and Davidson County.

Finally, the MTA Transit Master Plan guides transit operations and improvements in the near term (5 years), as well as with an eye toward the long-term system Nashvillians need.



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RECOMMENDATION

Staff recommends approval of NashvilleNext and its component parts with the following amendments to the Static Draft:

AMENDMENTS TO THE STATIC DRAFT

Planning staff posted the static draft NashvilleNext Plan between May 13 and May 19 and indicated to community stakeholders that while comments and suggestions were still welcome, no changes would be made to that document until changes were proposed at the Planning Commission Public Hearing in June. Staff has found that posting a “static” draft prior to Planning Commission Public Hearing is helpful to the community because everyone is responding to the same document.

During the time that the static version of the draft plan was posted, community comments and new information from stakeholders has prompted the following changes. These changes have been added as recommendations for the Planning Commission to consider.

1. Authorize Planning staff to make edits to NashvilleNext correct errors, add explanatory content and photos, improve clarity (including updating maps for clarity), and add up-to-date, non-policy content. Examples of planned edits include:
 - a. Example of up-to-date, non-policy content – request that the Donelson-Hermitage-Old Hickory Community Plan list the Grand Ole Opry among its historic sites. The Grand Ole Opry was recently listed on the National Historic Register.
 - b. Example of explanatory content – request by MDHA that the East Nashville Plan include more description of the public housing sites in East Nashville.
 - c. Example of explanatory content – request by Metro Planning staff to add a graphic from the Joe Minicozzi work to the section in the Downtown Community Plan where his findings are discussed.
 - d. Example of improving clarity – request by Metro Planning staff, working with Parks staff, to add language in each Community Plan, under “Enhancements to Open Space” that explains more clearly that the Parks Master Plan will be updated soon and specific parks requests should be made during that process.
2. Add action item to Natural Resources and Hazard Adaptation (NRHA) and cross reference in Land Use, Transportation, and Infrastructure (LUTI). Action Item - “Design and initiate a process to review old undeveloped or partially developed PUDs and SPs that impact environmentally sensitive features. Implementers – Metro Planning Department. Timeframe – Near term.”
3. Amend the Land Use, Transportation, and Infrastructure (LUTI) Element and Action Items in the following manner:
 - a. Add to the Element a sidebar on Smart Cities leveraging new technology and data sources to improve the functioning of the city.
 - b. Add to the action items - "Create a Smart Cities Advisory Council to assess opportunities to connect infrastructure through emerging technologies, so data can be analyzed to make smarter decisions, improve efficiency, and provide better services. Team members may consist of elected officials, government, non-profit, and private sector to bridge between Metro departments, other municipalities, state agencies, and other major stakeholders. Areas that could be addressed include transportation, water management, public safety, energy, buildings, and IT and connectivity. Implementers – Mayor’s Office, Metro Council, Relevant Metro Departments and Agencies. Timeframe – Near term.”



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4. Delete T2 Rural Neighborhood Maintenance (T2NM) and T2 Rural Neighborhood Evolving (T2NE) policies in their entirety from the Community Character Manual (CCM) and replace them with T2 Rural Maintenance.
5. Amend the NashvilleNext Growth and Preservation Concept Map to show two additional anchor parks: a) the newly-secured anchor park in Antioch-Priest Lake and b) Stones River Bend Park.
6. Amend the Bellevue Community Plan to reword the text for Special Policy Area 06-T2-RN-01 to reflect the addition of T2 Rural Neighborhood Policy in the Community Character Manual and remove references to T2 Rural Neighborhood Maintenance Policy and T2 Rural Neighborhood Evolving Policy.
7. Amend the Antioch-Priest Lake Community Plan in the following manner:
 - a. Amend the Community Character Policy Map to change the Community Character Policy on the land Metro has secured for a new park (at I-24 Crossings Boulevard) from T3 Suburban Neighborhood Maintenance, T3 Suburban Mixed Use Corridor, and District Employment Center to T3 Suburban Open Space.
 - b. Add language in the Community Plan referencing the new park land.
8. Add content on Green Hills-Midtown Community Plan describing the African-American history, identity, and continuing contributions of the Edgehill neighborhood.
9. Amend the North Nashville Community Plan by removing the special policy from Andrew Jackson Court and Cheatham Place.



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SUPPORTING DOCUMENTS

Supporting documents can be found at NashvilleNext.net and in hard copy at the Metropolitan Planning Department located at 800 Second Avenue South, PO Box 196300, Nashville, TN 37219-6300.

- NashvilleNext plan (<http://www.nashville.gov/Government/NashvilleNext.aspx>)
 - Major and Collector Street Plan change summary
- Background reports & studies (<http://www.nashville.gov/Government/NashvilleNext/Background-Reports.aspx>)
 - Adaptation and Sustainability Background reports
 - Arts & Culture Background reports
 - Children & Youth Background reports
 - Demographic Change & Population Growth Background reports
 - Economic and Community Development Background reports
 - Education Background reports
 - Equity and Inclusion Background reports
 - Health, Livability & the Built Environment Background reports
 - Historic Preservation Background reports
 - Homelessness Background reports
 - Housing Background reports
 - Infrastructure Background reports
 - Libraries Background reports
 - Natural Resources & Green Spaces Background reports
 - Poverty Background reports
 - Regionalism Background reports
 - Safety Background reports
 - Transportation Background reports
 - “Greater Nashville: Trends, Preferences, and Opportunities,” Dr. Arthur Nelson.
 - “Local Solutions for a Regional Vision,” Joe Minicozzi.
 - “Fiscal impact analysis of three development scenarios in Nashville-Davidson County, TN;” Smart Growth America.
 - “Equitable Development: Promising Practices to Maximize Affordability and Minimize Displacement in Nashville’s Urban Core;” Amie Thurber, Jyoti Gupta, Dr. James Fraser, Dr. Doug Perkins.
 - “Jefferson Street: Revitalization Strategies in Historic Black Business Districts,” Dr. Karl Jones, Dr. David Padgett, Dr. Doug Perkins
 - “Retrofitting Suburbia,” University of Tennessee College of Architecture and Design, and the Georgia Institute of Technology Urban Design Program.
 - “Underserved Retail Districts,” Ben Fuller-Googins.



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- Engagement activities (<http://www.nashville.gov/Government/NashvilleNext/Community-Outreach.aspx>)
 - Engagement Plan
 - Media coverage of NashvilleNext
 - *Community Issues Survey* (Collective Strength, 2012)
 - Phase 1 results
 - Phase 1 engagement report
 - Phase 2 results
 - Phase 2 engagement report
 - Phase 3 growth and preservation meeting information boards
 - Phase 3 results (Guiding Principles & Growth and Preservation)
 - 2013 summary
 - Phase 4 survey
 - Phase 4 results
 - Phase 4.5 results
 - Phases 3, 4, and 4.5 engagement report
 - Phase 5 comments & responses
 - Meeting report
 - Meetings by Council District and Community Planning area
- Resource Teams (<http://www.nashville.gov/Government/NashvilleNext/NashvilleNext-Resource-Teams.aspx>)
 - Driving forces reports
- Comments from the Static Draft period (available on Friday, June 12)



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ATTACHMENT

These attachments provide greater detail on information presented above.

1. Mayor's announcement of General Plan update



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY

Karl F. Dean
Mayor

OFFICE OF THE MAYOR
METROPOLITAN COURTHOUSE
NASHVILLE, TENNESSEE 37201

FOR IMMEDIATE RELEASE
March 22, 2012

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Mayor Announces Launch of New Nashville General Plan *Planning's Bernhardt Takes on Additional Duties to Update Plan,* *Attorney Sloan Moves to Planning*

NASHVILLE, Tenn. – Mayor Karl Dean today announced that the Nashville General Plan, which was developed in 1992 as *Concept 2010*, will be updated to create a 25-year vision for Nashville's growth and development. Rick Bernhardt, Executive Director of the Metro Planning Department for 12 years, will take on additional duties as Project Manager in charge of the General Plan.

On Wednesday, the Metro Planning Commission's Executive Committee voted to renew Bernhardt's contract as planning director and allow him to focus on the General Plan. Metro attorney Doug Sloan, who has served as legal advisor to the Metro Planning Department, will move to the Planning Department to assist with the day-to-day management as Interim Planning Assistant Executive Director.

"Rick has extensive experience at all levels of planning and has our city's best interest at heart when it comes to land use," Dean said. "Updating the Nashville General Plan is critical to providing a strategic path for our city and identifying ways for our community to grow and prosper while preserving the natural and cultural features that make Nashville special."

"Additionally, I am pleased that Doug will assist in managing the Planning Department in the interim," Dean said. "I first worked with Doug when I was Legal Director and again now as Mayor. He is a practical, sensible lawyer and stands out as being a problem solver. He understands the important function of the department in providing design guidance and shaping public policy related to growth and development."

Bernhardt has worked 42 years in planning and land use, and he plans to retire when the project concludes. The new General Plan is expected to be completed in three years.

"Bringing the General Plan up to date is important to the Planning Commission as we look to how Nashville will develop in the future," said Jim McLean, chairman of the Planning Commission. "When Rick informed us of his plans to retire, we felt his expertise and institutional knowledge was crucial in developing our next General Plan. Also, by assigning the task in-house, we avoid spending taxpayer funds to hire a contractor to do the work."

-more-

Page 2, Mayor Announces Launch of New Nashville General Plan

The General Plan will include significant community input as it develops a citywide vision to support economic development; expand education, housing and employment opportunities for residents; expand the application of environmentally-sound and sustainable development practices; and increase neighborhood livability.

“I am very excited about the commitment of the Mayor and Commission to update our General Plan for the first time since 1992,” Bernhardt said. “It is a great honor and privilege to be able to personally focus my time and energy directly on the development of a consensus community vision and roadmap to achieve that vision for my hometown.”

Bernhardt started his career as a planning assistant and senior planner for Metro. He later served as director of the Hopkinsville-Christian County, Ky., Planning Commission and as planning manager in Gainesville, Fla. He served as director of planning and development in Orlando, Fla., and as a town planner for the EDAW Inc. planning and design consulting firm before returning to Nashville as executive director of the Metro Planning Department in 2000. He has a master’s degree in city planning from Ohio State University and a bachelor’s degree in economics from Auburn University.

Sloan first joined Metro’s Department of Law in 1996. In addition to serving as legal advisor for the Planning Department, he has advised the Planning Commission, Board of Zoning Appeals, the Department of Codes and Building Safety and several other Metro departments. He has a law degree from the Nashville School of Law and a bachelor’s degree in political science from Middle Tennessee State University.

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