

A General Plan for Nashville & Davidson County

Adopted June 22, 2015
Amended August 24, 2017

**Volume I:
Vision,
Trends &
Strategy**



**METROPOLITAN PLANNING COMMISSION
OF NASHVILLE AND DAVIDSON COUNTY, TENNESSEE**

Resolution No. RS2015-256

"BE IT RESOLVED by The Metropolitan Planning Commission that NashvilleNext is approved in accordance with the staff report and recommendations in the staff report with the following amendments: 2; 3; 4; 5; 14; 15; 16; 18; 20; 22a; 22c; 23; 24; 25; 31; 32; and the deferral of 11 areas identified in the Whites Creek area until the August 13, 2015 Planning Commission meeting with the Public Hearing closed. (9-0)"

Resolution No. RS2015-256

WHEREAS, Section 13-4-203 of the Tennessee Code, Annotated, authorizes a General Plan "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;" and

WHEREAS, Chapter 5, section 11.504 (c) of the Metro Nashville 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;" and

WHEREAS, Section 18.02 of the Charter of the Metropolitan Government of Nashville and Davidson County requires that zoning regulations be enacted by the Council "only on the basis of a comprehensive plan prepared by the Metropolitan Planning Commission;" and

WHEREAS, the last General Plan, *Concept 2010, A General Plan for Nashville/Davidson County* was adopted in 1992; and

WHEREAS, Mayor Karl Dean, seeing fit to update the General Plan, announced on May 22, 2012 that the General Plan would be updated, assigning the task to the Metro Planning Department; and

WHEREAS, under the leadership of the *NashvilleNext* Steering Committee and the Community Engagement Committee, the staff of the Metropolitan Planning Commission worked with stakeholders in Nashville/Davidson County, holding over 420 public meetings and events and soliciting input through online forums, engaging over 18,500 participants in providing public input to update the General Plan;

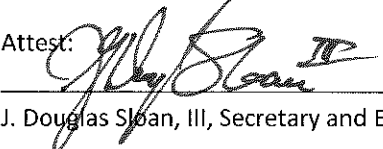
WHEREAS, the Metropolitan Planning Commission, empowered under state statute and the Charter of the Metropolitan Government of Nashville and Davidson County to adopt master or general plans for smaller areas of the county, finds that the process followed to develop the *NashvilleNext* General Plan included diverse, widespread, and meaningful community participation and substantial research and analysis and therefore finds that replacing the *Concept 2010* General Plan with the *NashvilleNext* General Plan is warranted; and

NOW, THEREFORE, BE IT RESOLVED that the Metropolitan Planning Commission hereby ADOPTS *NashvilleNext, A General Plan for Nashville/Davidson County* in accordance with sections 11.504 (e), (j), and 18.02 of the charter of the Metropolitan Government of Nashville, and Davidson County as the basis for the Commission's development decisions in the county.


James McLean, Chairman

Adoption Date: June 22, 2015

Attest:


J. Douglas Sloan, III, Secretary and Executive Director

PARTS OF THE PLAN

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.

I Vision, Trends & Strategy

Volume I presents the role and powers of the Plan, key trends and issues that the plan addresses, a summary of the plan's strategy and approach to the future, and implementation goals and policies.

Guiding Principles

- » Ensure opportunity for all
- » Expand accessibility
- » Create economic prosperity
- » Foster strong neighborhoods
- » Advance education
- » Champion the environment
- » Be Nashville

The Guiding Principles present the long-term view of what Nashvillians want for their future. Throughout the process, the Principles directed 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 in the plan. As the plan gets minor amendments and major updates over time, the Principles should be changed the least, barring a substantial change in situation or public sentiment.

II Elements

Volume II presents the seven plan elements.

- » Land Use, Transportation & Infrastructure
- » Arts, Culture & Creativity
- » Economic & Workforce Development
- » Education & Youth
- » Health, Livability & the Built Environment
- » Housing
- » Natural Resources & Hazard Adaptation

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. The Policies are implemented by Actions (Volume IV).

The **Growth & Preservation Concept Map** shows how growth and preservation occur throughout the county.

III 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. Detailed Community Character Maps link the broad, countywide Growth & Preservation Concept Map to character policies that guide zoning and development decisions.

Community Character Manual

The Community Character Manual provides detailed explanations of the character policies used in the Community Plans.

IV Actions

Specific tasks for Metro departments and 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. The actions are guided by Policies for each Element in Volume II.

V Access Nashville 2040

Volume V is the overarching vision of how transportation works under NashvilleNext.

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Earth Day Festival (2013)
Mayor's Field Day (2013)
Nashville Pride Festival (2013)
Tomato Art Festival (2014)
Live on the Green (2014)
Musicians Corner (2014)
Global Mall at the Crossings
Dollar General
Kroger
Walmart
Panera Bread

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INTRODUCTION

In 2015, Nashville/Davidson County enjoys success and prosperity with a healthy economy, vibrant neighborhoods, an ever-expanding and beloved park and greenway network, strengthening schools, low cost of living compared to its peers, and a spirit of community, opportunity, and hope. Today's Nashville has reaped the benefits of strategic, and often difficult, decisions in growth, development, preservation, and governance.

It is in this spirit of pride for who we are, hope for the future, and commitment to making decisions that benefit our city today and in the future, that as a community, we have created NashvilleNext—a plan created by Nashvillians for Nashville's prosperity and well-being for the coming 25 years.

NashvilleNext began with the premise that the plan should have four foundational pillars—opportunity and inclusion, economic prosperity, environmental stewardship, and responsive, efficient government—and the understanding that all of these pillars act within the diverse and inter-connected regional framework of Middle Tennessee. Representatives of these four pillars and others comprise the NashvilleNext Steering Committee.

Through the NashvilleNext process, the community has discussed the opportunities and challenges the future brings, with increased population; a population that is more diverse in terms of race, ethnicity, age, and country of origin; an evolving educational system and economy; and an increasing awareness of the beauty, protection, and economic advantages that our open space and natural features provide to our community. We have learned how the entire Middle Tennessee region has benefited from intentional regional cooperation.

NashvilleNext presents a community derived vision of the future we want. The plan provides the framework to harness the tools at Metro Nashville/Davidson County's disposal—regulations and policies, the Capital Improvements Budget, programming, partnerships, and the bully pulpit—to achieve that vision.

The vision proposed in NashvilleNext was created with over 17,000 participants offering input in a variety of forums created by the NashvilleNext Community Engagement Committee. The community input was supplemented by the insight of local, topical experts forming Resource Teams on issues ranging from Natural Resources and the Built Environment, to Housing, to Arts, Culture and Creativity, to Economic and Workforce Development and others. Finally, the overall creation of NashvilleNext was guided by the work of the Steering Committee, comprising Nashvillians committed to Nashville's future success and well-being.

The NashvilleNext process has provided the community with the opportunity to establish a vision and outline the decisions needed to make that vision a reality. The plan outlines the policies and decisions needed to engage the many skills and talents of our growing and diverse population to address our goals..

Together, we have identified our path and can now move forward to secure our bright future.

*Rick Bernhardt, FAICP, CNU
Executive Director*

Metro Nashville/Davidson County Planning Department

Efficient Government



Friends:

Nashville continues to be one of the most thriving and vibrant cities in Tennessee and, for that matter, the United States. It offers a diverse culture, a strong economy and safe streets. Our challenge as leaders is to ensure that our progress continues, and that is why the NashvilleNext process has been so important to our city's future.

The NashvilleNext process has given all Nashvillians a chance to participate in the planning of our great city. This inclusive approach has unearthed opportunities and challenges for the city's future:

- » Increasing population.
- » Changes in housing demand.
- » Evolving economic growth.
- » Increasing ethnic diversity.

We have explored the importance of compact and walkable communities and of public investment in strategic locations such as downtown. We also know from our research and from past development patterns that some public resources are being used to support less efficient living choices for all. And we know that continued unsustainable development patterns will undermine our future by making public infrastructure and services unnecessarily—and in some cases, unmanageably—expensive.

In order to capitalize on the real economic opportunity for Nashville, the NashvilleNext process identified several critical issues that must be addressed:

- » A complete and realistic transit system is the most critical public infrastructure issue we face.
- » We must ensure that our education system addresses diversity issues, early childhood education, workforce education, and adult education.



- » The increasing battle over our individual health and related issues demands that our development decisions consider this cost in the design of communities where there are opportunities for exercise, open space, and a public realm that is inviting and welcoming.
- » Public safety remains the most important factor in the attractiveness of a city. This is one area where we cannot let down our focus.

Regional collaboration is critical to ensure our success. It is imperative that we engage our regional partners, our business community, and our citizens to efficiently and effectively share this vision.

NashvilleNext outlines the policies and decisions needed to address our future needs—and, in particular, the most critical issues of ensuring appropriate education for all, expanding the supply and availability of affordable housing, and implementing an efficient and meaningful transit system.

Together, we have identified our path. Now, we can move forward to ensure that tomorrow’s public infrastructure, services, and facilities will support our community’s economic foundation and neighborhood environment—and provide the framework for our actions as we continue to become an even more diverse, more economically sound, and an even stronger, friendlier, and more progressive Nashville and Davidson County.

Karl F. Dean
Mayor



Opportunity & Inclusion



Nashville has a rich history as the home of a civil rights movement that brought a new vision of equality and inclusion to our nation. Today, Nashville is home to a host of groundbreaking initiatives that promote these values in innovative ways, encompassing issues of race, religion, nationality, ethnicity, sexual orientation, disability, gender, age, and wealth. Nashville is poised to enter the next 25 years as a city worthy of emulation in many ways. Indeed, our city’s steadfast commitment to being a welcoming community has fueled much of its recent success.



However, Nashville’s work to achieve equity and inclusion for all its residents must always remain on the forefront. Disparities persist in access to opportunity, infrastructure, and services. As Nashville thrives, the mandate to ensure that all Nashvillians share in and have meaningful access to the benefits of its growth is even more compelling. Nashville’s strength as a city depends upon shared opportunity and the participation of all community members in decisionmaking for its future.

As Nashville looks to its development over the next 25 years, we must affirm that the values of shared opportunity and inclusion are central tenets of its prosperity. The NashvilleNext process has shown the strength and creativity that voices often not at the table can bring to community decisionmaking. It has also shown the necessity of evaluating measurable benchmarks to ensure that inequities are not created or perpetuated by policymaking. Continuing processes like these will ensure that Nashville makes its commitment to equity and inclusion a reality for all Nashvillians, today and tomorrow.

The responsibility to ensure that opportunity and inclusion are hallmarks of Nashville’s future does not fall only to its government—although government can and should set the example. We will live up to our ideals only if we engage in deliberate collaborations across Nashville’s many communities to achieve this goal. All sectors of our city—government, business, nonprofits, educational institutions, faith communities, and more—must take on this challenge together. In 2040, we will know we have stayed true to our welcoming values if all Nashville’s residents have access to affordable, safe housing; efficient transportation to get to work, school, and all the city has to offer; high-quality public education; and the opportunity and encouragement to participate fully in civic life.

NashvilleNext is just the beginning. Together, we can create a just and welcoming Nashville for all of us.

*Renata Soto
Executive Director
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Nashville For All Of Us*

Prosperous Economy



Hello!

Nashville and Middle Tennessee are hot—we are a driver of Tennessee’s economy and, as a strong region, a driver of the national and global economies. We are a city and region in which people consciously choose to live, work, and invest because the opportunity for individual and business prosperity exists.

The NashvilleNext process is providing all of us a unique chance to better understand our position as a city and region and participate in guiding our future—one that keeps Nashville/Davidson County strong as the core county and city within the region, and one that understands the symbiotic relationship between us and the other counties in our area.

The Nashville Area Chamber of Commerce is pleased to be part of the NashvilleNext process. We are represented on the Steering Committee and, in that role, are glad to provide insight into the importance of economic development as a process and cornerstone theme of a plan that will guide our physical growth over the next several decades.

For the NashvilleNext process, it is important to agree on the definition of economic development. The International Economic Development Council’s definition is clear and concise: “Economic development is improving the economic well-being of a community through efforts that entail job creation, job retention, tax base enhancements, and quality of life.”

For the Chamber, it’s all about how we “mind the ‘spread’” that results in higher levels of disposable income for those who live and work here—a key contributor to our growth (left).



Increasing relative income levels

(currently 115 percent of the national average)

+

Favorable relative cost-of-living levels

(currently 88.9 percent of the national average)

+

Favorable relative tax burden levels

=

Higher levels of disposable income

We know this from the NashvilleNext process:

The community strengths businesses look for when they choose to relocate, expand, or start their companies in Nashville:

- » Our accessible and strategic location
- » Our diverse and thriving economy
- » Our talent
- » Our reputation as a creative magnet
- » Our quality of place

The trends in economic development that will affect us in the future:

- » The emergence of information technology
- » The next focus of the health care industry
- » The growth of the music and entertainment industry
- » The growth of the creative industries
- » The growth of the younger workforce
- » The importance of multi-modal transportation accessibility

The types of companies that are attracted to Nashville in our downtown and suburban areas:

- » Corporate headquarters
- » Shared services, financial services, call centers
- » Home-based or remote access
- » Light manufacturing, food manufacturing, automotive suppliers, and distribution/wholesale

The challenges that result in barriers to our growth and often business investment:

- » Workforce/talent shortages and skills gaps
- » Lack of real estate options (land and existing structures)
- » Lack of multi-modal transportation options
- » Lack of adequate housing at various price points
- » The quality of K-12 public education
- » Post-secondary attainment
- » Ensuring the continuation of our quality-of-place investments

We know this as well: people and businesses will stay or relocate where they can be prosperous. Successful cities and regions strategically and purposely frame and implement economic development plans that focus on job creation and community livability. They will continually build on their strengths and provide solutions that address barriers to growth.

We've learned much from the NashvilleNext process. If we plan well and understand that prosperity guides everything we do, our city and region will thrive. Neglected, unsupported, or unguided, the city and region will suffer.

*Ralph Schulz
President/CEO
Nashville Area Chamber of Commerce*

Healthy Environment



Nashville is magnetic! Over the next 25 years, Nashville will include 100,000 new homes, 300,000 more jobs, and 200,000 more residents. As millennials, families, and retirees choose to make our city their home, the demand for land grows. But we cannot grow any more land.

We welcome the benefits and opportunities that growth provides to our residents. Our innovative businesses and creative industries are attracting hard workers and problem solvers. Our local economy is growing rapidly and providing new job opportunities. Nashville's urban center is thriving.

But we must responsibly accommodate this growth. Without our plentiful natural resources, it is simply impossible to support this success and our continued growth while keeping the beloved character and culture of Nashville.

A vibrant economy, the health and safety of our families, and the very spirit of our communities rely on the preservation of our precious environmental assets.

As demand for our open spaces and natural resources grows, it is more important than ever that we have plans in place to protect the air we breathe, the water we drink, the farmlands that sustain us, and the outdoor spaces our families enjoy.

Growth is a product of having clean and abundant water sources, a healthy and safe environment, a growing parks and greenways system that weaves through the county, walkable neighborhoods, fertile soils for local farms and rolling countrysides a short drive from downtown Nashville. These irreplaceable characteristics of our city must be valued and protected as we plan for the future.

As we work toward building a sustainable Nashville with green spaces, scenic landscapes, and growing public parks, we must strike a balance that cultivates progress without compromising the needs of generations to come.

The Land Trust for Tennessee represents the Environmental Pillar on the NashvilleNext Steering Committee. We represent a united group of organizations and individuals who are taking the responsibility and

opportunity to ensure that Nashville's environment is valued and prioritized in our growth plan. We have heard the call from our citizens to plan and support conservation at the same level we invest in plans for development. We are all recognizing this voice and bringing it to the forefront of our city's plans for the future.

Through this process, we are responding to this resounding call. You asked to keep our city from going the way of others where unbalanced development has decimated the character of neighborhoods, congested roads, air and waterways, and blocked the growth of parks and greenspaces. We are listening and taking this mission to the heart of Nashville's leaders.

We must be bold in acknowledging that some places should remain in their natural state forever, or minimally developed. We can all agree that growth should be supported with better methods of transportation and connections to adjacent neighborhoods. We believe that the best future for Nashville is one where everyone can walk or take public transit to their grocery store, a park, or to work. We believe in working to protect clean water sources, places to grow and buy local food, and greenspaces where children and adults alike can play outside to support their emotional and physical health.

This future will be unattainable if we don't make substantial investments in our environment, chart the course, and commit to balancing development by following through with the proposed actions to support our vision.

The consequence of growth—without planning for the perseveration of our vital natural resources—has dangerous repercussions for our city. Families, business owners, and local developers alike have a stake in getting this balance correct: We all share this home, and we all want to protect the qualities we know and love.

Our community wants to maintain our identity while welcoming newcomers and embracing welcomed economic prosperity. Our charge is to:

- » Conserve land, especially our floodplain and forests, to protect our character, ensure agriculture remains a growing part of our economy, and make us more resilient to weather extremes.
- » Invest in our park and greenway system, adding acres to existing parks, creating urban and neighborhood parks, and building trails, to keep pace with our population growth.
- » Understand that our physical and mental health is tied to our natural environment and enact policies to conserve water, promote local food production, establish parks in underserved areas, and increase our urban tree canopy.
- » Use sustainable development practices including efficient transportation, walkable neighborhoods, and natural treatment of rainwater water, and connect our streets.
- » Permanently conserve lands for private and public recreation, flood mitigation, and preservation of our cultural identity.

As the Environmental Pillar, we stand united with a strong community of economic and environmental organizations and citizens that believe in this plan. It plants the seed for a future we can be proud of. It is our hope that you will join us in helping ensure this vision grows and prospers.

Jeanie Nelson
President and CEO
The Land Trust for Tennessee

THE NASHVILLENEXT APPROACH

Efficient government, economic prosperity, opportunity and inclusion, and a healthy environment. These pillars set forth a challenge to planners and the community. Built through extensive community engagement and detailed through collaboration with a diverse set of local stakeholders and experts, NashvilleNext is the response to that challenge.

NashvilleNext reports on trends shaping Nashville's present and future. It provides a countywide vision for growth and preservation. Goals and policies expand on that vision to guide decision-making in the future. It updates Nashville's 14 community plans, which shape private development, and Nashville's transportation plan, which informs development decisions. It concludes with an action plan to begin the work of achieving the public's vision for the future.

Thousands of participants told planners their vision for Nashville's future. Through online surveys, public meetings, open houses, and community meetings and events, they shaped and refined NashvilleNext. Their vision for the future has been consistent throughout the NashvilleNext process and Nashville's 25-year community planning program.

Nashvillians cherish the diversity of places in Davidson County. They want their neighborhoods to support well-being and community. They want a prosperous community that allows everyone to share in the city's success.

NashvilleNext recommends strongly coordinating regulations and resources to achieve this vision. In particular, NashvilleNext seeks to:

- » Protect Davidson County's remaining natural and rural areas
- » Restore degraded natural features to health
- » Ensure that everyone in the county has access to green places
- » Encourage new development in walkable centers and corridors
- » Deconcentrate poverty by minimizing displacement in redeveloping areas and building new homes for a diverse population in high opportunity areas
- » Create a high capacity transit network that is competitive with car travel to sustain high ridership

Today's children will inherit the county we leave and that we prepare them to lead. The city we hand over to them should grow as we grow and change as we change, without losing sight of what makes it Nashville.

A general plan guides the physical development of the entire county. It is enabled by State law and required by the Metro charter.

Four Pillars of Nashville Next



Guiding Principles

- » Ensure opportunity for all
- » Expand accessibility
- » Create economic prosperity
- » Foster strong neighborhoods
- » Advance education
- » Champion the environment
- » Be Nashville

How do we know what the community's vision is?

Throughout NashvilleNext, the vision was created with input from the community, supplemented by insight from topical experts, and guided by the Steering Committee.

See Community engagement on page 35.

About planning

Cities and communities make decisions about the future every day, in response to new opportunities or unexpected problems. A General Plan like NashvilleNext is one tool for helping to make these decisions, with four distinctive features:

- » It is long-range, looking ahead 10, 20, or 25 years.
- » It is comprehensive, looking across many different facets of what a city does.
- » It is broad, looking throughout the county and region.
- » It is deliberative, looking within to understand the needs and desires of all of the communities that care about the city.

The physical structure of the city—our roads and parks, pipes and sewers, buildings and sidewalks—is the primary focus of NashvilleNext. However, the physical city does not exist isolated from the rest of daily life. It shapes our health, work, and well-being and how we relate to one another in and across communities. NashvilleNext must consider all of these contexts as it plans the future of the city.

Implementation

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

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

Partnerships may be the most important tool NashvilleNext has. Metro Government is just one partner among many, public and private, that shape Nashville’s future. A shared vision that unites government with the private sector, nonprofits, and communities across the county is our most powerful tool.

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.

The demographic changes we anticipate will mean a larger, more diverse population. Those changes give us an opportunity to rebuild and reinvent the county in critical places. Doing so will give people more choice in where to live, where to work, and how to get around, lowering the cost of living and the affordability of housing. Better access to safe, healthy neighborhoods improves the quality of life for Nashvillians. Strategically adding new homes, businesses, and services can sustain and enhance the character of the neighborhoods that Nashvillians cherish.

Creating a high-capacity transit network is critical to managing this change. Re-imagining and rebuilding our key corridors and commercial centers supports a balanced approach to transportation that improves streets for pedestrians, cyclists, transit riders, and drivers. The transit network becomes the framework for where and how places in Nashville become more dense and vibrant.

Giving priority to infill development allows us to preserve more of Nashville’s remaining natural and rural areas. Reducing development on sensitive features like steep slopes and floodplains minimizes hazards to life and property.

We also seek to grow our economy by ensuring a ready supply of places for all kinds and sizes of businesses to locate and expand. We prepare for Nashville’s future economy by investing in our workforce through lifelong learning and access to educational opportunities.

Our vibrant economy and talented workforce play the biggest role in growing Davidson County’s tax base. But NashvilleNext also recognizes that growing in a compact way maximizes the value of existing infrastructure, reduces extending infrastructure to unserved areas, and provides services more efficiently.

Last, NashvilleNext recognizes that Nashville is not an island, cut off from the rest of the world. We are embedded in a broader region, whose fortunes rise and fall with our own. We are also tied to global changes, from a worldwide economy to a changing climate.

The foundation of this approach is to ensure that the plan remains relevant to Nashvillians. The plan’s implementation policies provide a platform for ongoing reporting on the plan’s progress. They also recommend regularly updating the plan to ensure it stays relevant to decision-makers.

Our Town portraits

In 2013, Bryce McCloud (behind) and a team of artists went to every corner of Nashville, inviting Nashvillians to create self-portraits using only a collection of stamps. Taken together, they form a community self-portrait of all Nashvillians.



PURPOSE & AUTHORITY

NashvilleNext is the General Plan for the Metropolitan Government of Nashville and Davidson County. The process to create the plan engaged the community to develop and establish community aspirations for the future, and goals for public policy and community development. It updates previous planning documents including *The General Plan for Nashville, 1980–2000*, and *Concept 2010*. NashvilleNext is a coordinated plan which guides future development across the county. It provides direction and policy guidance on the physical structure of the county—the things we build, how and where we build them, as well as the places we preserve. It includes:

- » Homes, shops, and workplaces
- » Roads, greenways, sidewalks, and transit
- » Electrical and communications lines, water and sewer connections, and solid waste facilities
- » Schools, parks, gardens, and farmland
- » Historic sites, forests, lakes, rivers, and creeks

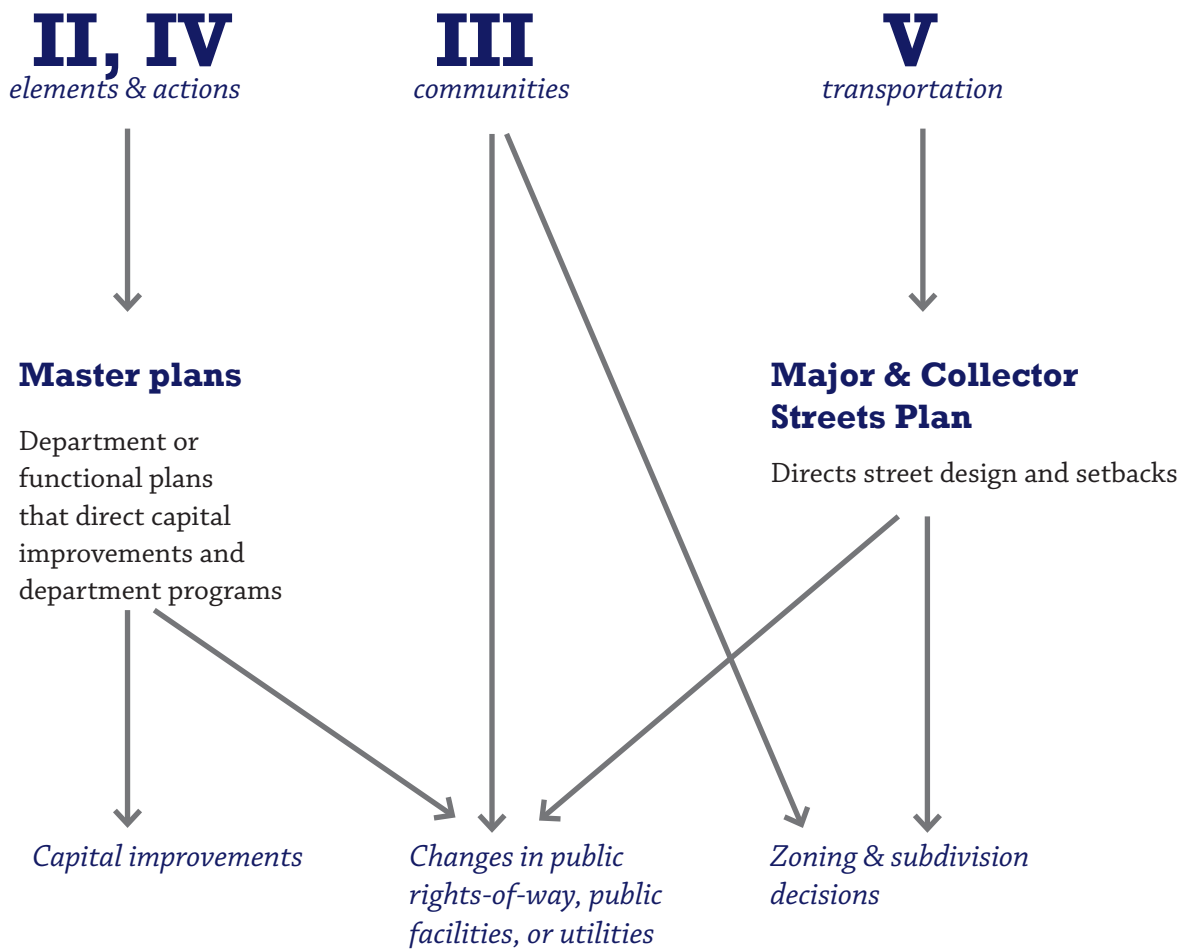
These have a few things in common. They are inter-related—they influence each other. Where homes are affects where shops go, and vice versa. Similarly, a new subdivision may add a sewer line connecting the new homes to sewer service. Once that line is built, however, it encourages other new subdivisions to locate nearby. Those new subdivisions, in turn, may require building a new school.

These things are also jointly decided. No one group—a single government, a set of developers, or private homebuyers—is entirely responsible for making decisions. This is especially so when considering the entire county. Many different people play a role.

These things also affect more than just the city’s physical structure. Where jobs are in relation to homes and the transportation that connects them shapes the opportunities residents have for employment. Downtown and other areas nearby are increasingly home to high skill, high paying jobs, while outer suburbs and surrounding counties are increasingly home to low and medium skill jobs. This can result in a gap between the skills workers have and the skills employers need. Some of these jobs are also incompatible with where people live, because of noise, pollution, or something else.

How NashvilleNext gets implemented

Each part of the plan guides tools the Planning Commission uses to shape Nashville’s built environment: zoning, subdivision rules, and other land development decisions; mandatory referrals to review changes in public rights-of-way, facilities, or utilities; and capital improvements. Other plans, including other Departments’ Master Plans, provide more detailed guidance on these decisions. Each volume can also be used to align with other partners.



Depending on how they are spread throughout the county, these things can also build up or break down different communities. Throughout the last century, poor and minority communities received fewer amenities and more unwanted land uses than wealthier and whiter parts of the county. These communities experienced worse health outcomes, worse educational outcomes, and greater poverty. These communities were prevented from building wealth to pass from generation to generation.

Last, how we build the city can affect how we interact. Public spaces like parks and safe streets are a kind of infrastructure for neighborliness. They create places to come together across communities and provide meaningful access to community resources. A neighborhood park creates a place for neighbors—families with children, college students, or older adults—to meet and come together. Riverfront Park will soon be a shared place for all Nashvillians. Similarly, a new street connection like the 28th Avenue/31st Avenue Connector linked neighborhoods that had historically been separated.

The community's vision for its future should guide how the physical parts of the city work together. NashvilleNext lays out how Metro should harness the tools at its disposal to achieve this vision. Regulations that promote development, redevelopment, or preservation; investments in parks, buildings, and infrastructure; and programs and partnerships in Nashville and throughout the region can all play a role.

NashvilleNext guides decisions to achieve a future that is:

- » Responsive to what the public wants, while balancing the needs and desires of different groups
- » Reasonable and possible to achieve, with specific action steps
- » Realistic in grappling with trends that are underway or likely to occur
- » Far-sighted with a view toward long-term trends
- » Broad in terms of thinking about the needs of the entire county and region
- » Comprehensive, drawing the insight of different fields, departments, or organizations

Plan of Nashville

What about The Plan Of Nashville? Completed by the Nashville Civic Design Center in 2005, *The Plan Of Nashville* provided a vision for revitalizing Nashville's downtown and urban core. While not formally adopted, its vision and 10 principles shaped community discussion and priorities in the Downtown and East Nashville Community Plans and in NashvilleNext. Subsequent work from the Civic Design Center, including *Shaping Healthy Communities* and *Moving Tennessee Forward*, have provided similar visionary work for health and transportation throughout all of Davidson County and the region.

The Ten Principles

1. Respect Nashville's natural and built environment.
2. Treat the Cumberland River as central to Nashville's identity—an asset to be treasured and enjoyed.
3. Re-establish the streets as the principal public space of community and connectivity.
4. Develop a convenient and efficient transportation infrastructure.
5. Provide for a comprehensive, interconnected greenway and park system.
6. Develop an economically viable downtown district as the heart of the region.
7. Raise the quality of the public realm with civic structures and spaces.
8. Integrate public art into the design of the city, its buildings, public works, and parks.
9. Strengthen the unique identity of neighborhoods.
10. Infuse visual order into the city by strengthening sightlines to and from civic landmarks and natural features.

NashvilleNext begins by considering how a changing population impacts the county's physical structure, such as the location and type of housing and the transportation system. (See below for a look at demographic trends.) It goes beyond that to understanding the implications those changes have for other areas, such as education, workforce development, and culture.

General plans have historically had two primary tools for turning their visions into reality. Land development regulations (like the zoning code and subdivision regulations) guide private development decisions. The city builds and maintains physical infrastructure like sewers, roads, and parks. As the scope of general plans have expanded, other tools are increasingly important. For example, art in public spaces can create places and neighborhoods that Nashvillians treasure. Often, Metro Arts commissions the art. It may also be contributed by individual artists, neighborhoods, or developers. The Planning Department is usually not involved at all. This means that County programs, staffing, and partnerships are increasingly used to help the general plan guide community development. (See below for a discussion of implementation tools.)

Davidson County's last general plan (*Concept 2010*) was written in the early 1990s and was in effect until replaced by this plan. NashvilleNext will be Nashville's third general plan since city-county consolidation. Each general plan has been a product of its time. *The General Plan for Nashville, 1980–2000*, was focused on how to handle a population that was expanding outward. *Concept 2010* was a broader, strategic plan that relied on the newly created community planning program to provide land use guidance. *Concept 2010* also provided more balance between outward expansion, environmental preservation, and urban and downtown revitalization. NashvilleNext will differ from these prior plans because circumstances have changed. (See "Why Make a Plan?" below.)

Legal authority

In Nashville, a general plan has two sources of authority. First, State law enables municipalities to create a general plan to guide development. Second, the Metro Charter requires that Nashville adopt a General Plan for use by the Planning Commission in its work. Traditionally in Nashville, General and Community Plans are adopted by the Planning Commission and accepted by the Metro Council. Councilmembers have been engaged routinely throughout NashvilleNext, both as representatives of their constituents and as a leader to engage people across the county.

Metro Charter

**a General Plan
for the physical development of the
entire metropolitan government area**



The Metro Charter requires that Nashville have a General Plan “for the physical development of the entire metropolitan government area.”

(Metro Nashville Charter, chapter 5, sec. 11.504 (c))

The Metro Planning Commission is charged to:

- » Make, amend and add to the master or general plan for the physical development of the entire metropolitan government area.
- » Make and adopt a zoning plan and recommend or disapprove proposed changes in such plan.
- » Make and adopt plans for the replanning, conservation, improvements and renewal of neighborhoods, planning units and communities within the metropolitan government area.
- » Submit annually to the mayor, not less than sixty (60) days prior to the beginning of the budget year, a list of recommended capital improvements.
- » Approve the use and construction of public rights of way, streets, buildings, utilities, or parks.

(Metro Nashville Charter, chapter 5, sec. 11.504 (c))

Tennessee Code

**in accordance with existing and future
needs to best promote public health,
safety, morals, order, convenience,
prosperity and the general welfare**



Tennessee State Law requires that a general plan “shall be made 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).

Why make a plan?

Governments, communities, and businesses create plans for many different reasons. At their core, all plans are about managing change to create a better future.

To set priorities and use public money wisely

Nashville is a \$66 billion asset.¹ This is the value of the places and buildings in Nashville—downtown offices, urban and suburban neighborhoods, places to shop, farmland, and all other properties in the county.

Through its regulations and investments, Metro Nashville/Davidson County is closely involved in managing the value of that asset. Our regulations can allow the value of that asset to increase in some areas, while limiting how it grows in others. Our investments—such as roads, sewers, transit, or parks—can make places more or less attractive to the private market.

Because property taxes are Metro’s primary source of revenue, this asset—our tax base—is also the core source of funding for Metro’s services and programs. Metro’s tax rate extracts value from that asset to fund its operations. These tie together in three ways:

- » The overall value of the tax base is the value of property, plus retail spending within the county.
- » The tax rate is how much value Metro extracts to run its operations
- » The level of services Metro provides is the amount of operations Metro can conduct, given the tax rate applied to the tax base.

When preparing each year’s budget, the Mayor, Councilmembers, and the public discuss how much we tax and how much we spend, given current needs and the value of the tax base. To balance its finances, Metro can levy higher or lower tax rates, or provide more or fewer services.

The General Plan aids this discussion by identifying long-range, county-wide priorities for infrastructure, programs, and services. It shows how different parts of the county play different roles in the tax base and in using Metro services, now and in the future. This context helps the Planning Commission, Metro Council, and Mayor weigh competing objectives.

¹ Minicozzi, J. & Barnes, J. (2013). *Nashville-Davidson: Local Solutions for a Regional Vision*.

See more about Metro finances on page 109.

With a long-term perspective, Metro can also work to increase, stabilize, or reduce the value of its tax base. How Metro invests and regulates land uses can allow or encourage the private market to add value to the tax base in appropriate locations. It can also develop and redevelop the way the county is built to make it more efficient to provide city and county services. In a compact city, heavy utilities like roads, sidewalks, and storm sewers are cheaper to build and maintain. The Fire Department has lower operating costs in a compact city, although narrow streets and congestion can push costs in the other direction.

To adapt to anticipated future growth

Nashville adopted its last plan, *Concept 2010*, in 1992. Since then, Nashville has undergone significant changes. *Concept 2010*'s goal of revitalizing downtown while invigorating neighborhood planning has largely succeeded. Nashville has been fortunate in the intervening 20 years: a growing population, lower crime rate, increasing educational attainment, greenways built and parks dedicated, new investments throughout the county, and an expanding transit system.

But these successes bring challenges. Our physical infrastructure has to keep pace. This infrastructure reflects and reacts to where and how people choose to live. It can also influence those decisions. Similarly, the private market, and our regulations that guide it, also reacts to and shapes where and how people choose to live. A general plan is our opportunity to ask if the city we are building is what Nashvillians want for the future.

To maintain our quality of life by deciding where and how we grow

Nashvillians' preferences for their homes and neighborhoods, workplaces and shops, natural places and downtown differ. These differences come to the fore when a particular project is proposed. In recent years, Nashvillians have debated the growth and development of Bells Bend, the Fairgrounds, the Convention Center, and new mixed use buildings in many neighborhoods.

Nashville has been changing for decades, but the past 10 years have been especially fast-paced. Rising interest in older, urban neighborhoods has challenged Nashville's approach to building the city. The ensuing development and redevelopment is changing neighborhoods and commercial centers across the county. Some neighbors welcome these changes, but others are wary.

By 2040, Nashville is expected to add 185,000 more people and 326,000 more jobs.

See more about demographic changes facing Nashville on page 55.

Intense debates over the location and nature of growth are not unusual. Decisions on development, roads, parking, and the like matter because they affect our quality of life. They shape our health and welfare, the ability to look after children or parents, the character of our neighborhoods, and how we live our lives each day.

A general plan is our opportunity to step back from individual development proposals and determine what we agree on, and make some big decisions. It cannot end disagreement, but it can highlight where we agree and what our overall goals are. Creating the plan can provide opportunities for all to be heard when we do disagree.

To create communities that we love

Nashvillians love communities across the county for their neighborliness, grit, and hospitality. People move here, fall in love, and stay because of our vibrant economy and quality of life. The built environment shapes daily life in Nashville: where our public spaces are, how we get around, how much time we spend in the car, and how much we see our neighbors. These things support a high quality of life for Nashvillians. Our neighborhoods—whether they are peaceful and secluded or vibrant and active—shape our enjoyment of our homes. They are also places we cherish for their special qualities that let us know we are in this place and not another place.

More and more research over the past 20 years shows the importance of community, neighborliness, and casual acquaintances. Over that time, Nashvillians, like the rest of America, have less time for our local communities. Longer work hours, tougher schedules, more television, more time spent in cars, and the Internet all nudge us away from our neighbors.

This sort of neighborliness isn't for everyone at all times. Some people value the solitude of Joelton or Whites Creek, or the space to stretch out that a larger lot allows. But more and more people are looking to reconnect to their local communities. The places in Nashville that support that lifestyle are increasingly in demand. However, because there is a limited supply, they are rapidly becoming unaffordable. A general plan allows us to identify where and how to add more of these places in a way that improves life for nearby residents and manages countywide transportation and economic issues.

Community engagement

How NashvilleNext was made

With nearly 25 years of experience in community planning built around community engagement, the Metro Planning Department has built trust in communities throughout the county. Neighborhoods and communities know that, while they may not always agree with Metro Planning's guidance or recommendations, the community's thoughts and insight will always be heard and considered. The Planning Department engages the public when creating community plans, as well as when considering changes to a community plan. Development scenarios help people visualize changes in their communities. Urban design overlays provide detailed regulations to achieve the public's vision for key areas in the county.

The challenge for NashvilleNext was to continue to meet these standards, while working at a much larger scale. NashvilleNext sought to remain as thoughtful and inclusive as Nashville's traditional community planning efforts, while using new and innovative tools to meet the varied needs and preferences of a broader swath of Nashvillians. NashvilleNext encouraged engagement of all Nashville/Davidson County constituents, while at the same time focusing on specific and hard-to-reach groups in order to bring them into the process.

Steering Committee

The Steering Committee ensured **that** the plan **would** reflect the ideals of the broader public and addresses the four pillars of this process: Efficient Government, Economic Development, Environmental Stewardship, and Opportunity and Inclusion.

Community Engagement Committee

The Community Engagement Committee served as community engagement advisers for the NashvilleNext process and as "guardians" of the engagement process to ensure that the goals of the engagement process are being met. The Engagement Committee provided guidance on best practices in reaching hard-to-reach constituents, reviewing community engagement reports, and making recommendations as needed. The Engagement Committee also participated in the process via online engagement and attendance at community meetings and events, and provided regular updates to the Steering Committee.

Who's a Nashvillian?

Throughout this plan, we refer to Nashvillians as having a choice of safe, affordable neighborhoods, as looking out for one another, supporting children and families, and equitably participating in work and civic life. But occasionally we are asked, who counts as a Nashvillian?

This plan is written in the spirit that anyone who loves Nashville and Davidson County is a Nashvillian.

Anyone who lives or works here. Anyone who's visited and fallen in love with the city. Anyone born here who moved away or who was born somewhere else but got here as fast as they could. Everyone here, whether they're making it big or scraping by. Anyone who shaped Nashville's past or might shape its future.

This plan is for Nashvillians, now and in the future.

Plan Elements



**Land Use, Transportation
& Infrastructure**



**Arts, Culture
& Creativity**



**Economic & Workforce
Development**



Education & Youth



Housing



**Health, Livability & the
Built Environment**



**Natural Resources &
Hazard Adaptation**

Resource Teams

Each plan element had an accompanying Resource Team composed of topical experts. The Resource Teams supported the public process and assisted Planning staff by developing policy options for the public to consider, guided by the public's vision for Nashville's future.

Departments

To ensure the plan is feasible and implementable, Metro Council, other Metro departments, and partner agencies were consulted and invited to comment throughout the process.

The public

NashvilleNext constituents include anyone who cares about Nashville. Their involvement in the process may range from intense (knowledgeable, participating in every possible activity) to casual (may only participate in one or two brief opportunities).

Tools and successes

NashvilleNext recognizes that the traditional tools used to engage the public do not meet the needs and preferences of all Nashvillians. Public meetings and hearings reward the loudest voices, and skew older, more highly educated, and whiter. Instead, far from welcoming people into the process, these traditional tools cause many people to *not* participate. Therefore, NashvilleNext incorporated many different tools.

Public meetings were used to foster deliberation and dialogue. Other tools sought to take planners into communities across the county. Online tools allowed participants from all walks of life to participate at their convenience.

Community engagement goals

Goal 1: Educate—Educate residents about the NashvilleNext process and the long range issues, challenges, and opportunities facing Nashville and its community, enabling them to make informed decisions about the future.

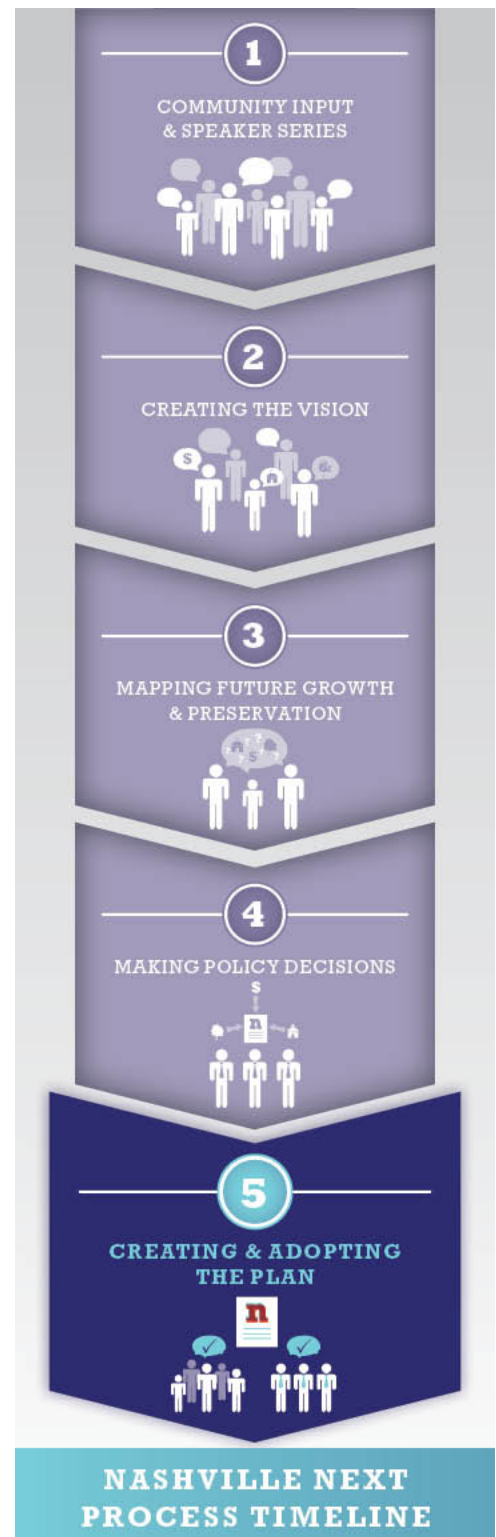
- » Provide constituents with materials that explain the process, such as why their input is needed, when, where, and how to provide their input, the project timeline, and who is involved.
- » Ensure supporting documents and data are easily accessible and understandable.
- » Make the connection among NashvilleNext, community and functional plans, capital spending, and zoning as clear as possible.

Goal 2: Engage—Attract Nashvillians from all walks of life to the process, hold their attention, and move them to action, providing input and mobilizing others to be involved too.

- » Create exciting and informative meetings and events that offer opportunities to join the process and provide comments.
- » Set a clear purpose for all meetings and events, answering specific questions that align with each phase of the NashvilleNext process and its anticipated outcome.
- » Provide specific opportunities for engaging targeted communities, while using innovative tools like social media and participatory meeting activities that appeal to all demographic groups.
- » Track participation in order to make adjustments to the process, where needed, to reach Nashvillians whose voices were not being heard.

Goal 3: Empower—Create an engagement process and plan that reflect the ideals and vision of Nashville constituents, thus empowering residents to use the plan moving forward.

- » Create a method that tracks community input and explains how it was incorporated into the NashvilleNext plan.
- » Clearly define the implementation roles of the community, the Planning Department, other Metro departments, and other NashvilleNext partners.
- » Create presentations, materials, and messaging that are layperson-friendly so that information not only is understood, but can be communicated from one layperson to another.





Community Issues

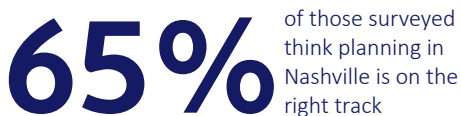
In 2012, over 100 in-depth interviews with community leaders and a large 1,000 person general public telephone poll were conducted to shape the start of NashvilleNext.

The poll was calibrated to the 2010 U.S. Census for race/ethnicity and income. It was further calibrated to represent an even number of calls in each of the major geographic areas of Nashville.

The poll was designed to understand perceptions and emotions that are related to comprehensive planning.

Take-aways from the community survey

- » Nashville loves Nashville—Positives are almost off the charts
- » The two highest priorities for the future are education and jobs
- » High degree of consensus around potential fixes for K-12 problems
- » Affordability is bigger priority for the general public than community leaders may realize
- » Small business and entrepreneurs need more support
- » Multiculturalism is generally seen as a plus—but more linkages are needed
- » Potential demand for transit is high but it is not seen by the public as a top priority—yet
- » Sustainability is a key factor—and Nashville may have created its own definition
- » Decision-making is perceived as balanced with no one group or type of group dominating decisions
- » Leaders hope the 2040 plan will be actionable, pragmatic, and inclusive



Background reports & studies

NashvilleNext began by commissioning more than 20 background reports and studies by local and national experts to identify key trends shaping Nashville's future:

Background report topics

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

Studies

- » "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



Speaker Series Topics

Nationally recognized speakers spoke to hundreds of Nashvillians about major national trends and how they relate to Nashville:

- » 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”
- » 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”
- » Joe Minicozzi—Revenue: “The Math of Smart Growth: Why We Can’t Afford To Keep Building the Same Way”
- » Dr. Arthur C. Nelson—Development Patterns: “Nashville Trends Preferences, and Opportunities”
- » Gabe Klein—Transportation and Mobility



Dr. Henry Cisneros speaking to a NashvilleNext audience at the Nashville Children’s Theatre.



Mitchell Silver, then-President of the American Planning Association, speaks to the crowd at Scarritt-Bennett Center as part of the NashvilleNext Speaker Series.



Gabe Klein speaking at the Transportation and Mobility Community Conversation, August 2014.



Ellen Dunham-Jones, author of “Retrofitting Suburbia.”

Phase II: Creating the Vision

Constituents reviewed the results from community visioning in Phase I and worked together to merge the many different ideas into a small 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 shape the remainder of the process.

Be the Next Mayor

Nashvillians attending one of the six community meetings in July 2013 or at one of four high school sessions in August 2013 played a game called "Be the NEXT Mayor of Nashville." Working in groups randomly assigned as they arrived at the meeting, participants worked together to select five priority visioning ideas. They then crafted three statements, called "campaign planks," to represent their group's platform for Nashville's future.

Online and paper surveys brought the prioritization exercise to thousands more Nashvillians and allowed staff to organize issue priorities by demographic group and ensure Nashville's diverse population was represented.

Social media provided Nashvillians with a convenient way to keep up with daily updates from NashvilleNext. In Phase II, NashvilleNext's Facebook presence grew 50 percent, and its Twitter presence grew more than 75 percent. NashvilleNext.net was a repository for updates, community resources, and upcoming events, and has expanded to include more videos and a page dedicated to Nashville's large Kurdish community.

Campaign planks from Madison, table 3

We take care of our own: *Establish and preserve neighborhoods that are safe and welcoming, with a high quality of life and a strong sense of community, that celebrates a connected and diverse Nashville that is equitable for all.*

We connect our own: *Plan for and build adequate infrastructure (roads, water, sewer, power, sidewalks) that improve pedestrian friendliness and accessibility that promotes transit ridership for all!*

We sustain our own: *Restore the local-serving agriculture by sustaining market for local foods with a major focus on access to healthy, fresh food for ALL of Nashville.*



Phase II Participation

80+ NashvilleNext events held or attended

4,600 surveys collected

Three givens & vision issues

The three statements below were considered priorities based on overwhelming support in Phase I and the community survey. The public's support for the remaining 34 vision issues is shown on the previous page.

Safe communities: All of our residents are safe to go about their lives in their neighborhoods, parks, and shopping areas, because we look out for each other.

Strong public schools: Nashville public schools give all Nashvillians the start they need to succeed in life. Our schools draw new residents to the city.

Efficient government: Metro Government serves its people well, giving great customer service, serving as the steward of the public interest, and providing good value for the taxes we pay.



Vision Issues from Phase II - Creating the Vision

Participants picked five priorities from the list below. The number of people selecting each issue is shown in parentheses.

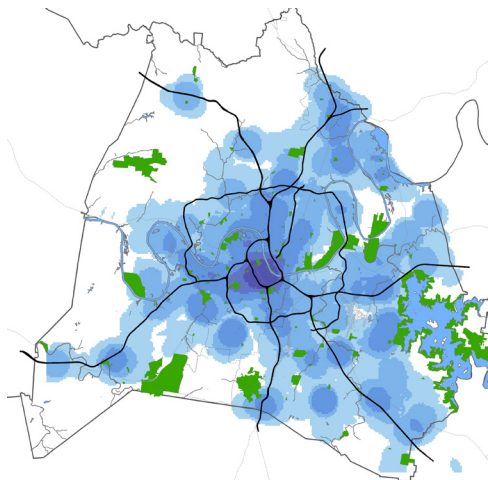
- Affordable living (1,847)
- Transit (1,793)
- Growing economy (1,412)
- Walkable neighborhoods (1,360)
- Strong neighborhoods (1,143)
- Friendly culture (1,108)
- Green living (1,035)
- Reduce homelessness (1,023)
- Music (1,018)
- Local food and agriculture (998)
- Adequate infrastructure (983)
- Youth opportunities (887)
- Natural resources (870)
- Preserve history (852)
- Open space (780)
- Community equity (763)
- Local businesses (749)
- Community diversity (715)
- Arts and creativity (659)
- Automobiles (658)
- Wellness and health care (654)
- Workforce training (644)
- Housing choices (625)
- Community support (621)
- Family entertainment (617)
- Active living (593)
- Sports (604)
- Colleges and universities (524)
- Urban living (492)
- Senior opportunities (458)
- Bicycling (432)
- Investment in older neighborhoods (372)
- Rural preservation (352)
- Suburban living (131)

Phase III: Mapping Future Growth and Preservation; establishing the guiding principles

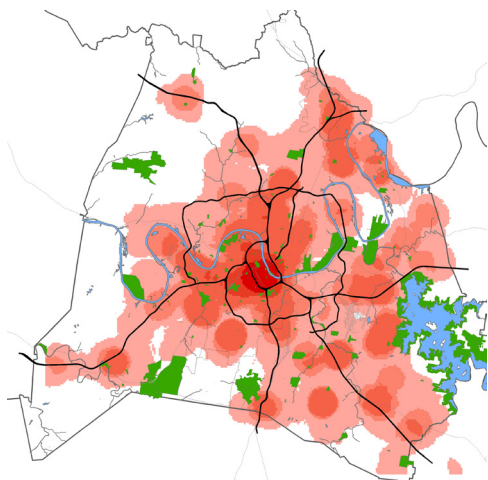
Population & Employment from Plan, Nashville! Meetings

The maps below show where participants directed growth of people and jobs.

Population by location



Employment by location



Public participation in Phase III of NashvilleNext was built around three activities. Each allowed participants to review and comment on the draft Guiding Principles, as well as say where Nashville should grow in the future and what kinds of places should be preserved from growth.

Plan, Nashville! meetings

Three intensive “Plan, Nashville!” public meetings focused on a growth and preservation mapping exercise, in which participants worked in teams of three to eight 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).

Growth & preservation survey

Paper and online surveys that invited respondents to rate different kinds of areas as more appropriate for new housing or employment growth or more appropriate for preservation. Respondents also reviewed and rated the seven draft Guiding Principles.

In the online growth and preservation survey, in addition to rating kinds of areas as appropriate for preservation or growth, respondents were also able to add points to a map of Davidson County, identifying specific areas as appropriate for preservation or growth. Respondents were invited to place equal numbers of growth and preservation points. In addition, when placing a point, respondents were prompted to explain why they placed the point where they did (out of 3,779 points, 935 included explanations).

Dot boards

Dot maps, provided at Book-a-Planner presentations, allowed groups to jointly identify areas to grow and preserve.

Key lessons from mapping

Through intensive mapping meetings and online surveying, planning staff identified several key lessons for how Nashville grows over the next 25 years:

- » Strong support for protection of northwest Davidson County: Most tables and surveys supported protecting steep slopes; few chip maps placed any significant growth in relatively undeveloped areas in the northeast (in Joelton or Bells Bend, for example).
- » Strong support for continuing downtown development and intensification: All tables endorsed continuing growth in and around downtown.
- » Support for mixing uses in proximity: All tables endorsed the importance of mixing uses, especially when contemplating adding density.
- » Continued support for transit.
- » Support for areas identified by community plans for activity centers and mixed use corridors.
- » Nuanced and often polarized approach to infill.



Phase III Participation

308 Attendees at the three Plan, Nashville! meetings

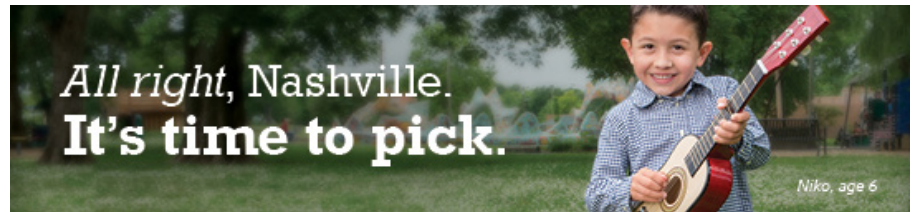
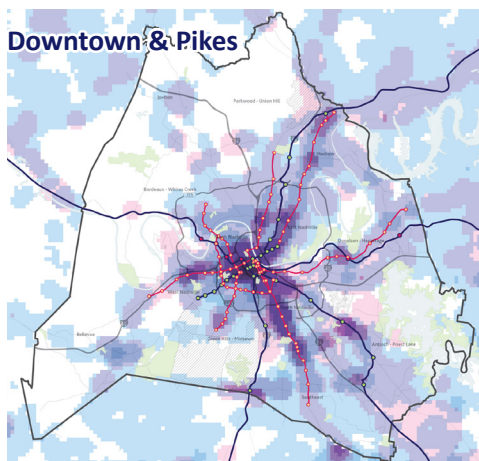
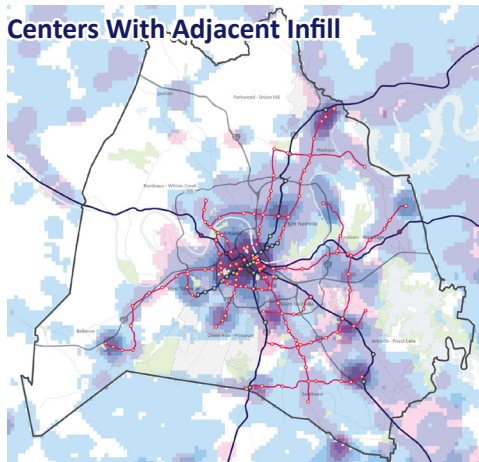
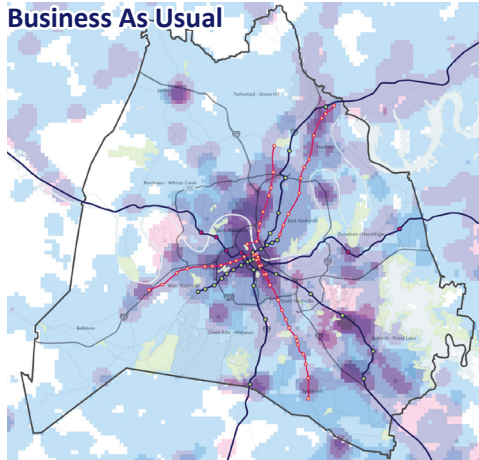
568 People used the Online Mapping Tool

729 Completed Online Surveys



Phase IV: Making Policy Decisions, Alternate Future

The Alternate Future maps showed how each Future placed jobs (in pink), homes (in blue), or both (purple) as well as transit improvements.



Pick Your Nashville Campaign image from Summer, 2014

Summer 2014 was a pivotal point in NashvilleNext. The public was asked to work with two major parts of the plan, Alternate Futures and drafts of the Goals and Policies as developed by the Resource Teams. The “Pick Your Nashville” community input campaign began in June, as Planning staff, 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.

Community Conversations

The community was also invited to attend four in-depth conversations on the topics of Housing Affordability, Culture & Placemaking, Transportation, and Economic Development. These were hosted through the fall, 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, more than double the anticipated attendance.

Event Topic	Date
Equitable Development	June 30, 2014
Culture & Placemaking	July 10, 2014
Transportation	August 5, 2014
Economic Development	September 29, 2014

Alternate Futures

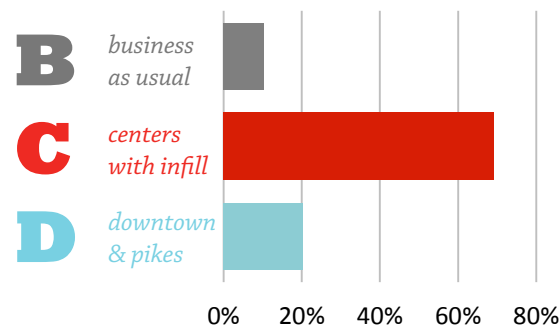
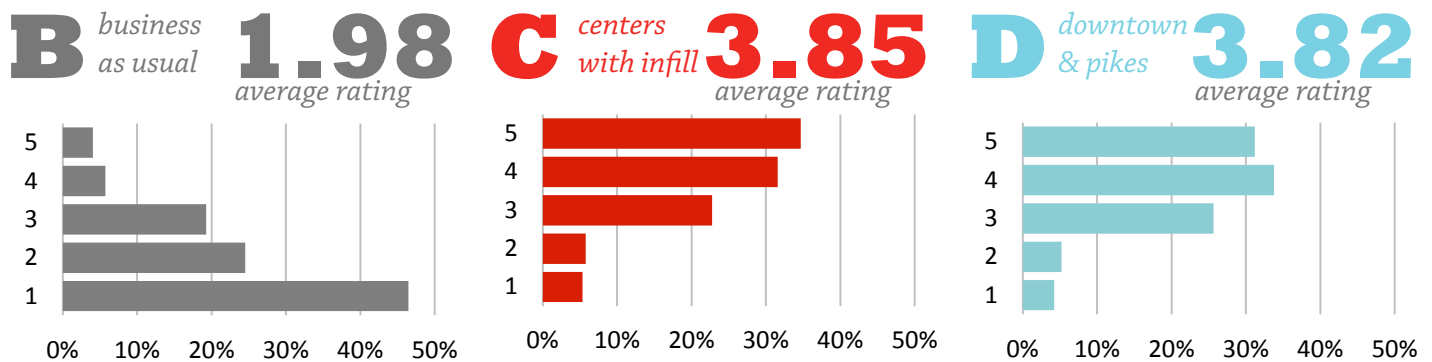
The three futures—Business as Usual, Centers With Adjacent Infill, and Downtown & Pikes—showed different ways Nashville could grow in the future by looking at how and where new homes and jobs could be accommodated, as well as the infrastructure and transportation system needed to support that growth. These three potential futures reflected the input gathered in the previous 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 are tied to quantitative results from the future models, which were then reviewed by the NashvilleNext Resource Teams. For example, each future’s rating for Housing Affordability was informed by the percentage of homes that were multifamily, but ultimately determined by the Housing Resource Team, based on their expertise and the overall approach to residential development in each future.

These results are consistent with earlier NashvilleNext results. They are also consistent with the in-depth discussions the 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 & Policies

NashvilleNext’s draft Goals & Policies complemented the Alternate Futures by proposing how to address the many different areas related to how we approach the future that Nashvillians care about, but which cannot be incorporated into the futures. For example, improving access to local food could be accomplished reasonably well in any of the futures.

How did Nashvillians rate the three Futures?



Above, Nashvillians rated all three scenarios on a scale of 1 (poor) to 5 (excellent). Business As Usual rated poorly, but Centers With Infill and Downtown & Pikes were rated equally well. However, when asked to pick only one (left), participants overwhelmingly chose Centers With Infill.

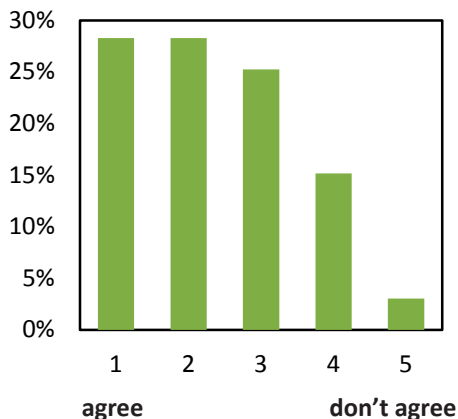
2,624 participants in Preferred Future phase

Phase IV, part two: Preferred Future & Community Plan revisions

In the fall of 2014, planning staff went back out to the community to release the Preferred Future, and show how the 14 Community Plans could be amended to align with the Preferred Future.

Preferred Future ratings

How participants rated the Preferred Future overall.



Participants attended one of five public meetings: one downtown and one in each quadrant of the county. These meetings allowed participants to rank values statements about various portions of the Preferred Future, so that planners could obtain answers to their core question: Did we get it right?

After the meetings, NashvilleNext also introduced an online version of the poll. More than 2,600 Nashvillians participated in some way in this follow-up to Phase IV.

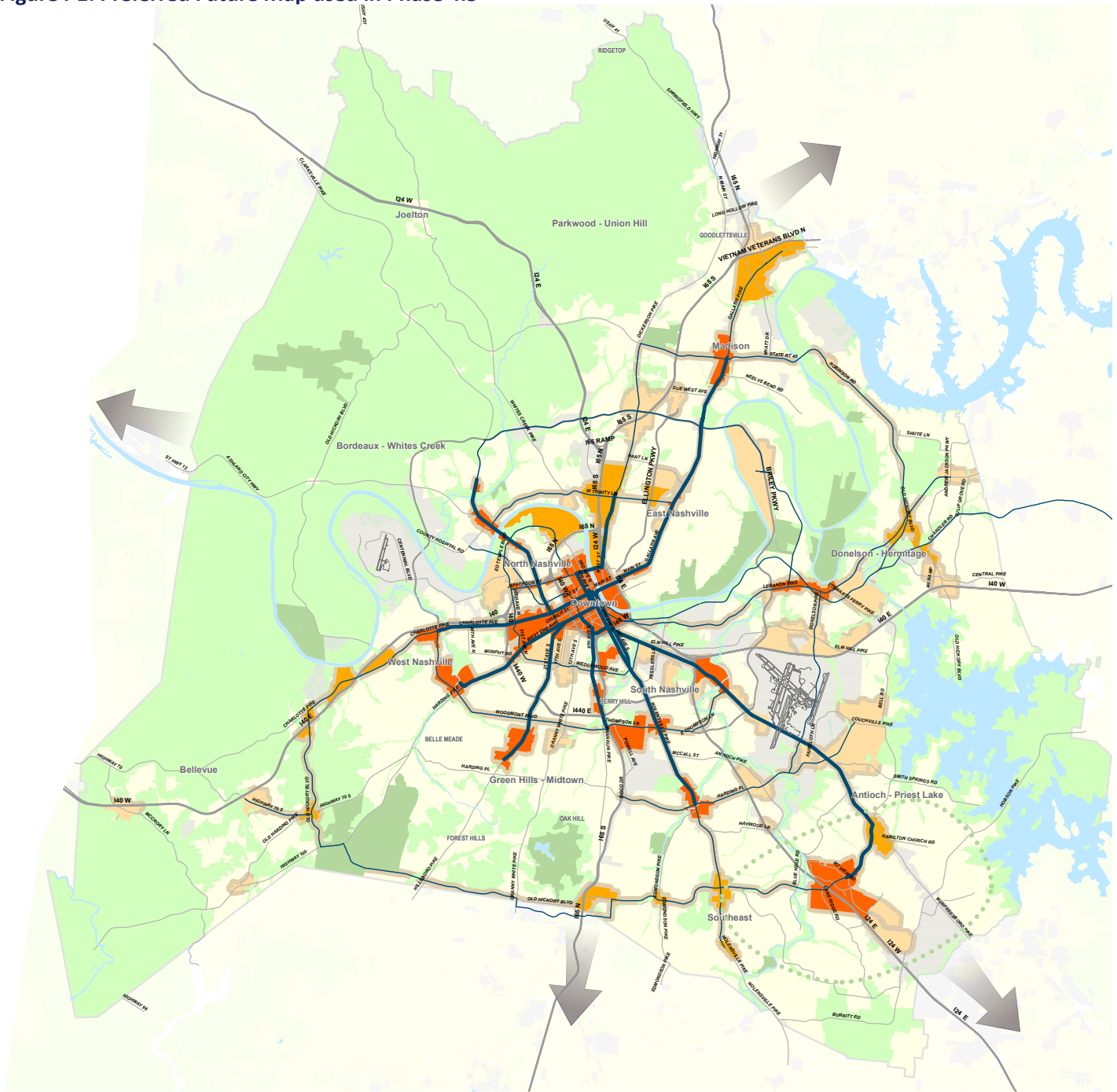


Materials used during Phase 4.5 of NashvilleNext.

What's in a name?

The Preferred Future was a proposal for how Nashville should grow in the future in response to public input throughout the process. Once incorporated into the plan, it became the Growth & Preservation Concept Map. Why the name change? To reflect how the map was created and reviewed, as well as how it will be used as the plan is implemented.

Figure I-1: Preferred Future Map used in Phase 4.5



- | | | | |
|----------------|----------------------|-----------------------|--|
| 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 |

Demographics of NashvilleNext participants

Whenever possible, NashvilleNext participants were asked demographic information. This allowed the planning team to see who participated, so that gaps in participation could be addressed.

Throughout each phase of NashvilleNext, the Community Engagement Committee, staff, and consultants monitored progress in reaching all Nashvillians.

As gaps in participation and problems in outreach were identified, these groups worked to find new ways of connecting to these communities to bring them into the process.

For example, seeing that renters and people with less than a college education were under-represented in Phase I, the team devised a “street team” strategy to survey at grocery stores and convenience stores in less well-off parts of the county.

Focus groups were also held with especially hard to reach groups. These allowed staff to hear from these communities directly. Their numbers are small compared to all participants, but provided detailed, in-depth comments. While some gaps remain, overall, NashvilleNext saw improved participation across phases.

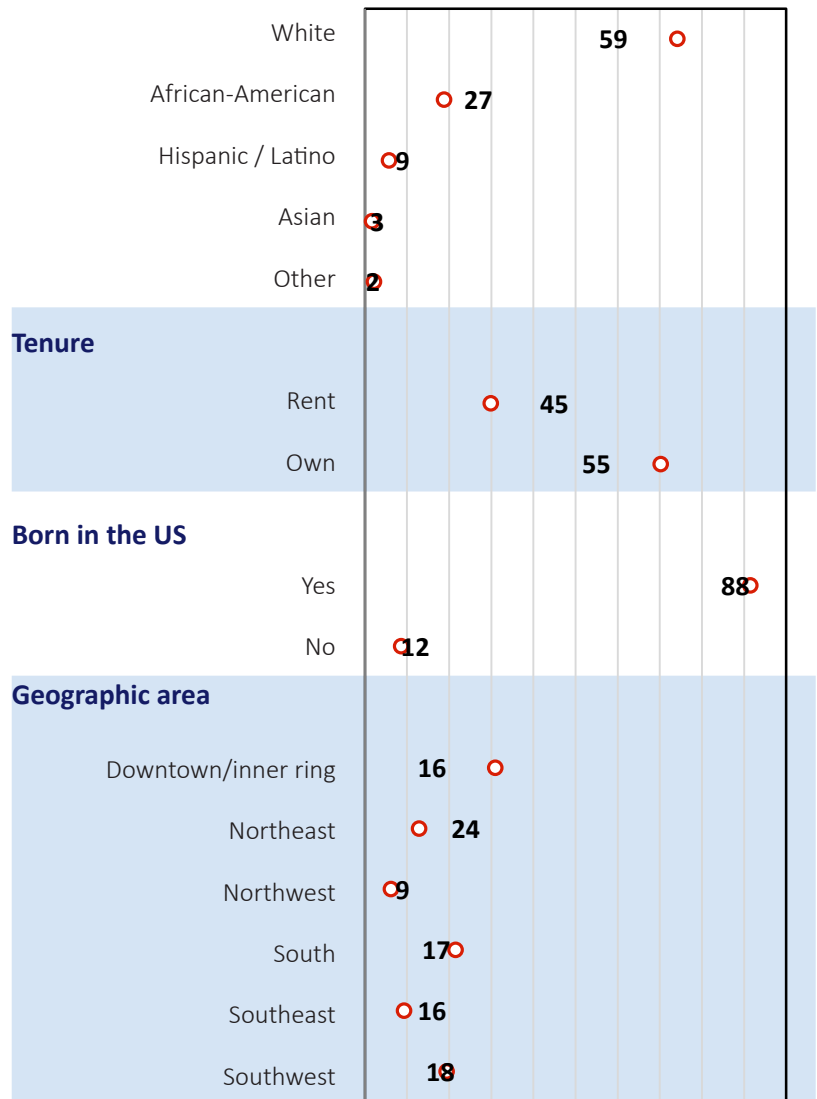
Legend

- 50 Davidson County (Census 2010)
- nashvillenext participants

How to interpret these charts

- 50 → ○ Over-representation in nashvillenext
- ← 50 Under-representation in nashvillenext

Race/ethnicity



Demographics of NashvilleNext participants (continued)



Above, Somali men record their thoughts on Nashville's future during a Book-a-Planner session at the Al Farooq mosque.

Below, a Street Team explains NashvilleNext to a shopper and invites her to complete a survey.



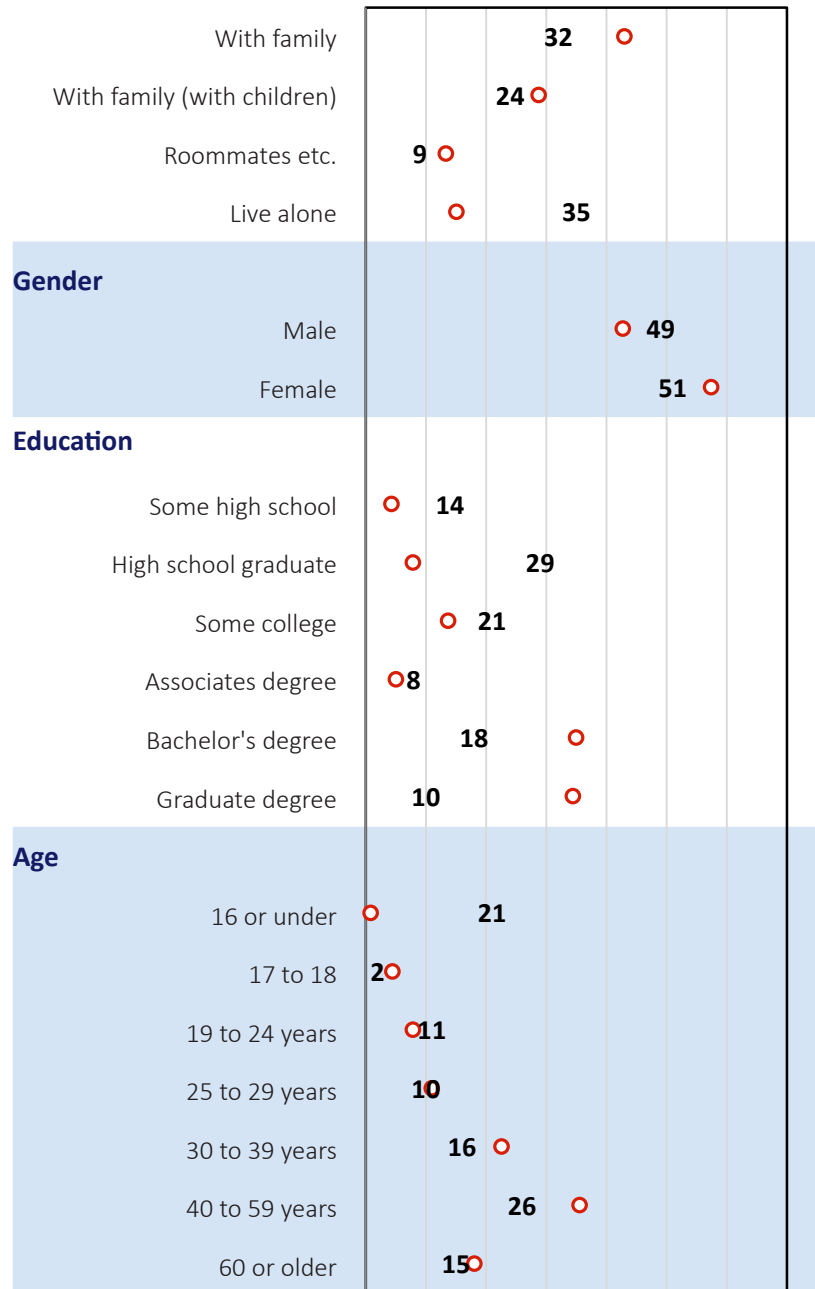
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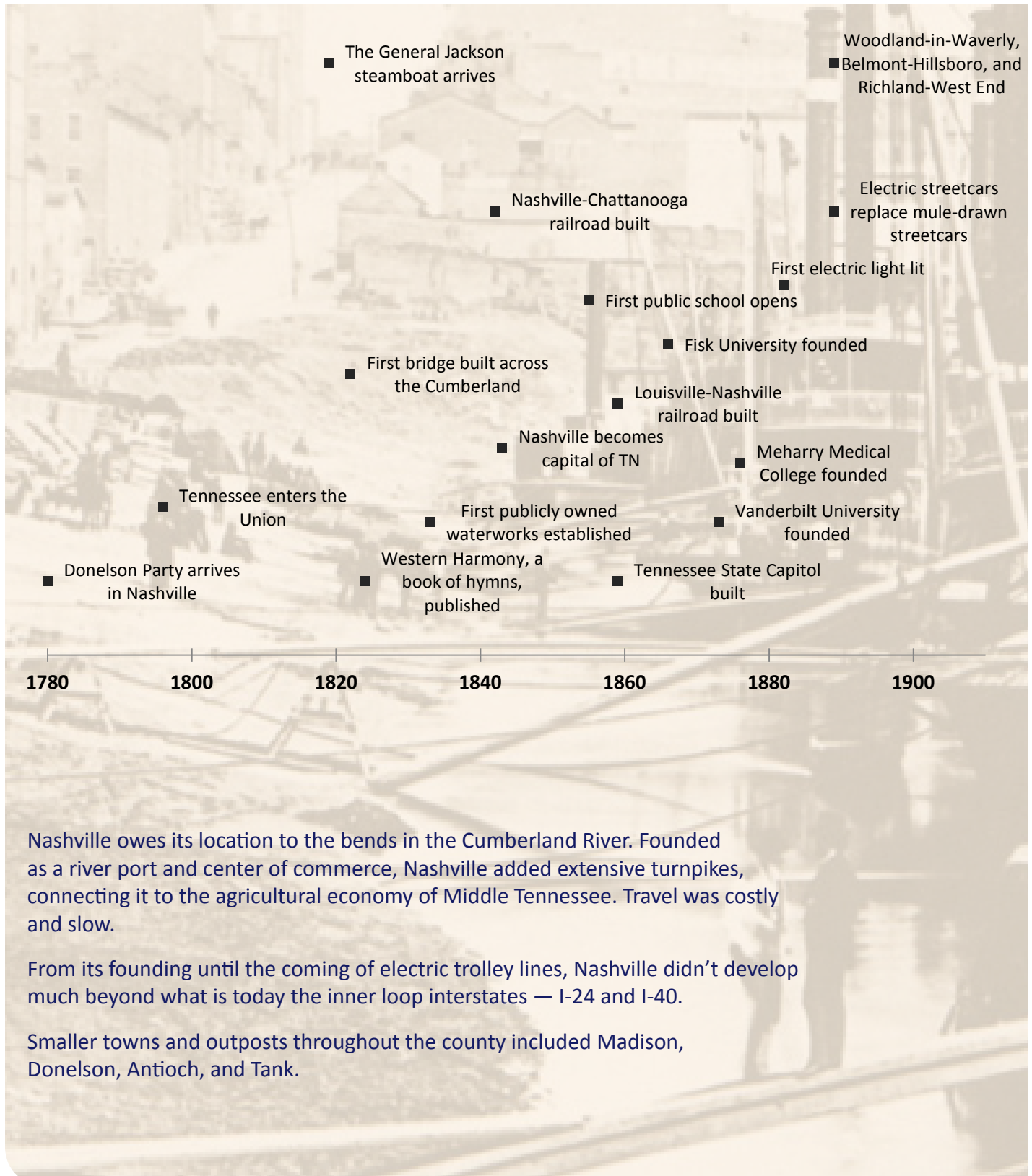
- 50 → ○ Over-representation in nashvillext
- ← 50 Under-representation in nashvillext

Household type



Nashville History

Rivers and pikes

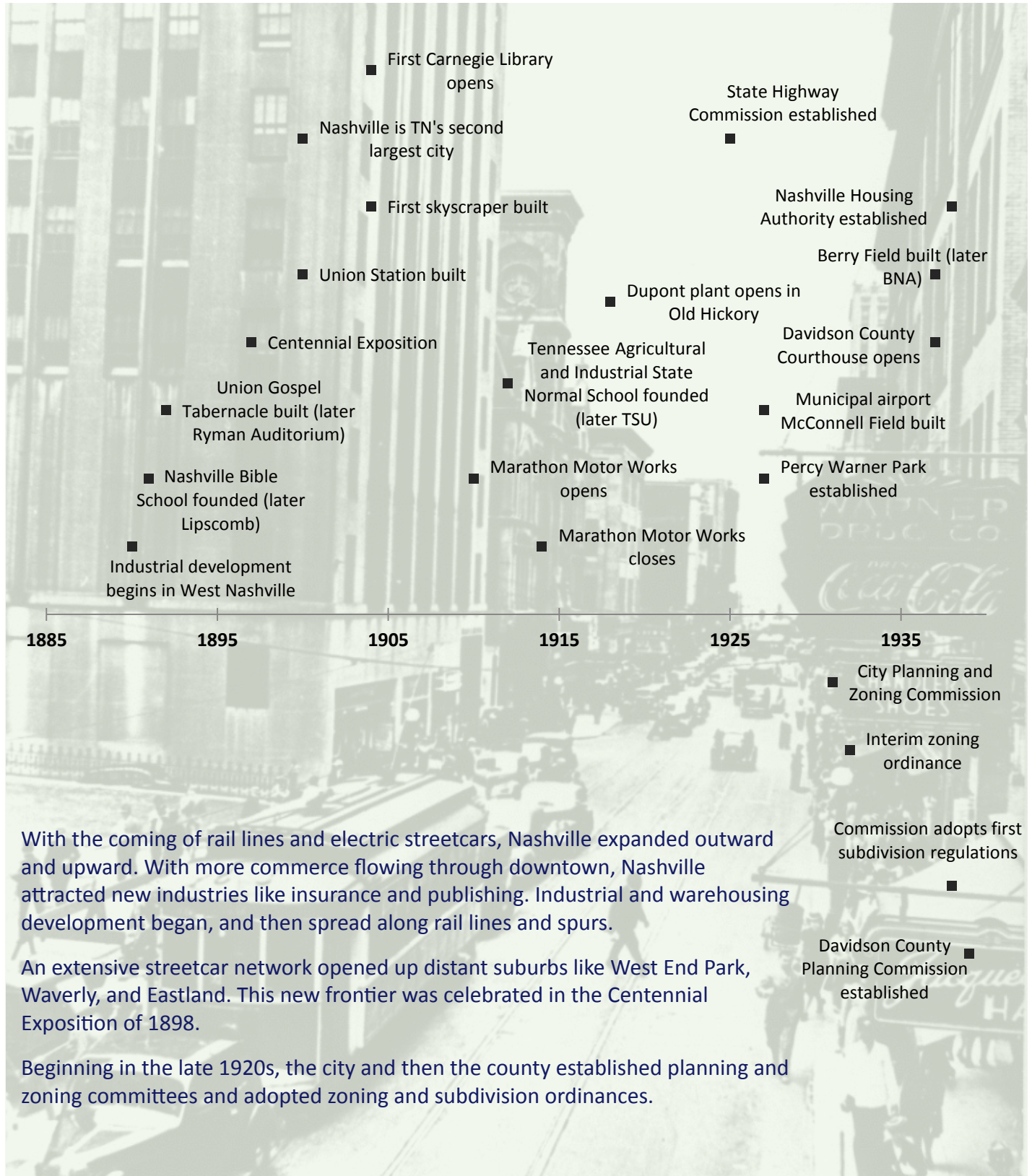


Nashville owes its location to the bends in the Cumberland River. Founded as a river port and center of commerce, Nashville added extensive turnpikes, connecting it to the agricultural economy of Middle Tennessee. Travel was costly and slow.

From its founding until the coming of electric trolley lines, Nashville didn't develop much beyond what is today the inner loop interstates — I-24 and I-40.

Smaller towns and outposts throughout the county included Madison, Donelson, Antioch, and Tank.

Rails



With the coming of rail lines and electric streetcars, Nashville expanded outward and upward. With more commerce flowing through downtown, Nashville attracted new industries like insurance and publishing. Industrial and warehousing development began, and then spread along rail lines and spurs.

An extensive streetcar network opened up distant suburbs like West End Park, Waverly, and Eastland. This new frontier was celebrated in the Centennial Exposition of 1898.

Beginning in the late 1920s, the city and then the county established planning and zoning committees and adopted zoning and subdivision ordinances.

Roads

Accommodations for cars began in the 1930s. Following World War II, widespread auto ownership and demand for suburban living transformed Davidson County. Historic towns grew rapidly as interstates reduced travel times between downtown and the edge of the county.

Beginning in the 1950s, urban development targeted poor neighborhoods downtown. As development pressure turned inward, a new sense of preservation arose, with neighborhood and historic preservation groups resisting the expansion of businesses and universities.

