

MURFREESBORO 2035

Our Future Begins Now

Introduction

Land can be viewed as a shared natural resource, much like air and water, that should be conserved, cared for, and utilized with due regard to its effect on public health, safety and welfare. Including a land use element within the City's Comprehensive Plan makes subsequent zoning and other land use decisions more transparent by helping to illustrate the reasons why a particular decision was made. It can decrease the level of uncertainty in business decisions, while increasing the level of confidence for businesses and residents to understand how and why decisions are made that concern land use.¹ Indeed, more than any other section of the Comprehensive Plan, the implementation of Chapter 4, *Land Use and Character*, will have a visible effect on the future of the City. By implementing a plan, decisions are more credible, defensible and fair.

Although this land use element and its associated Map 4.2, *Future Land Use* (hereafter referred to as the *Future Land Use Map*) represent only one component of the Comprehensive Plan, together they can be considered the centerpiece of the entire Plan. The future land use element is the expression of the community's intent regarding its future land use patterns. The land use element serves as a guide for the character and intensity of development throughout the City. It identifies land



TOPIC: DOWNTOWN REVITALIZATION

“Downtown needs to be developed with more of an urban mindset. Dense development needs to be encouraged and zoning rules need to be changed to encourage more mixed use development.”

areas in the City that are suitable for various types of activities, such as residential, retail, commercial, industrial, institutional, recreation and open spaces. It also defines the densities and intensities of these activities or use categories. A community's future land use element usually includes text and maps - the text identifies policies that need to be applied in order to bring about the desirable combination of land uses in the City, while the maps illustrate the spatial application of these policies.

¹ 2005, Center for Land Use Education. Land Use Resource Guide: A Guide to preparing the Land Use Element of a Local comprehensive Plan. University of Wisconsin-Stevens Point/Extension.

Land use planning enables a community to choose the right amount of land in a variety of locations for real estate development, economic growth, and open space preservation requirements projected for a future population. The purposes of the land use chapter are to describe the existing land use patterns in Murfreesboro; to recommend land use policies for future development which are compatible with the character of the community; and to propose mechanisms for the implementation of these policies.

The chapter first describes the current land use patterns and policies, including present land use, zoning, and vacant land in Murfreesboro. It then presents issues, goals and recommendations for future land use decisions in order to preserve and enhance the character and economic vitality of Murfreesboro, including modifications to the City's current land development regulations; identification of vacant and underutilized land; proposals to encourage and facilitate its beneficial development and redevelopment; and better coordination with Rutherford County's planning policies. The *Future Land Use Map*, which serves as the basis for the City's official zoning map, is then presented and the implementation tools available to the City, described.

4.1 Prologue

What is Land Use Planning?

Land-use planning is the systematic assessment of land and water potential; alternatives for land use; and economic and social conditions; in order to select and adopt the best land-use options. Its purpose is to select and implement those land uses that will best meet the needs of the people while safeguarding resources for the future. The driving force in planning is the need for change, the need for improved management, and/or the need for a quite different pattern of land use dictated by changing circumstances.

Land-use planning aims to make the best use of limited resources by:

- ▶ assessing present and future needs and systematically evaluating the land's capacity to supply them;
- ▶ identifying and resolving conflicts between competing uses, between the needs of individuals and those of the community, and between the needs of the present generation and those of future generations;
- ▶ seeking sustainable options and choosing those that best meet identified needs;

In comprehensive planning social, economic, aesthetic, and other issues are explored and discussed. In land use planning the physical and spatial aspects of a community become the focus of discussion.

- ▶ planning to bring about desired changes; and
- ▶ learning from experience.

There can be no blueprint for change. The whole process of planning is iterative and continuous. At every stage, as better information is obtained, the Plan may have to be changed to take account of it.

4.2 Existing Conditions

Planning for land use is the process of making choices and understanding the trade-offs from those choices from a variety of perspectives - fiscal, economic, aesthetic, environmental, and others. By taking into account multiple perspectives, decision makers and others can make better decisions regarding the health of their community. This chapter of the Comprehensive Plan recognizes the changes that have taken place in the City and the challenges that lie ahead.

Issues and Challenges

The following are a sampling of the significant land use issues addressed in Chapter 4, *Land Use and Character*:

DEVELOPMENT PATTERN

- ▶ Housing and employment uses have traditionally not been well-integrated. The pattern of land use in Murfreesboro reflects a distinct separation among large areas of residential and non-residential uses. This separation of housing and employment further burdens the roadway system as people must commute long distances between home and work.
- ▶ While most of Murfreesboro's arterial thoroughfares function efficiently in moving people and goods throughout the City, and provide convenient access to residential and non-residential land uses, some corridors in gateway locations, such as NW Broad Street and S. Church Street, have become over-developed for commercial use, and, in many cases, are lined with under-performing, marginal strip retail and services; creating both the need and opportunity for vibrant, new mixed-use redevelopment.

- ▶ In the past, some utility extensions and subsequent annexation have led to sprawling and leapfrog development patterns in some areas of the City.
- ▶ Most Murfreesboro residents live in neighborhoods where jobs, goods, services, and recreation are not walkable or bikeable, even if these resources are close by, due to the lack of integration and connectivity between uses.
- ▶ As outlined in Chapter 5, *Housing and Neighborhoods*, growth, changing demographics, and an evolving economic base require a greater diversity of housing choices in both infill locations and in new neighborhoods.
- ▶ There have been cases where increased development density and intensity in infill locations and near established neighborhoods has raised issues of land use incompatibility.
- ▶ As development continues to radiate outward from Murfreesboro's core area, travel times become longer, and thoroughfares become more congested. The City must strive to strike a balance between centralized and decentralized growth and development.
- ▶ As discussed in Chapter 2, *Growth Capacity and Infrastructure*, and later within this chapter, there are several significant environmental constraints that will make conventional 'Greenfield' development within the Planning Area more difficult. As depicted in Figure 2.10, *Impervious Cover Versus Population Density*, as the City continues to grow and develop, the amount of impervious cover will increase, which, in turn, will result in greater quantities of stormwater run-off, which may increase flooding in flood-



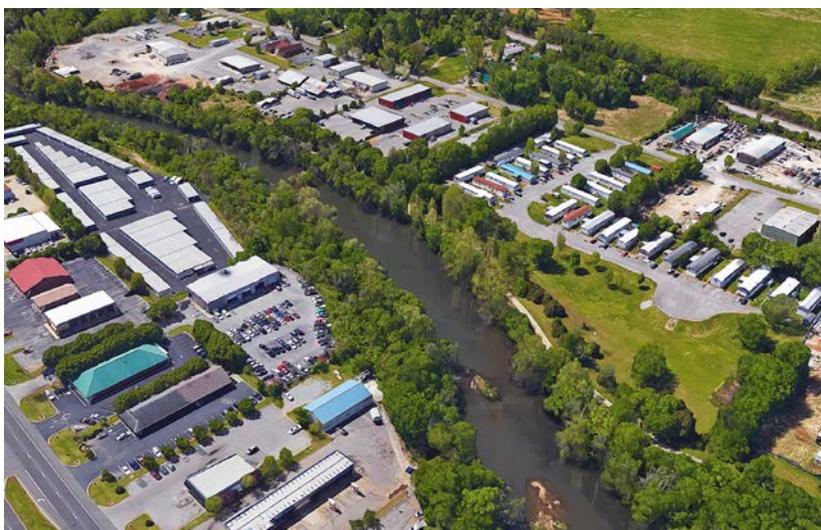
Lack of adequate landscaped bufferyards between residential areas of varying densities may result in perceived incompatibility and compromised community character. (Image courtesy of Google Earth)

prone areas. Fortunately, the City's policy requiring annexation prior to utilities extension is a formidable tool through which to guide and ensure contiguous and compatible development.

- ▶ With land use planning comes the challenge of balancing property rights and local reactions to what may be perceived as undesirable land uses. An associated challenge, particularly in more rural areas, is dealing with landowners who believe they should be able to do what they want with their land. People's sense of private property rights often drives these reactions. Providing people with opportunities to expand their awareness and education of particular issues may assist in reducing negative reactions to proposed land uses and regulations.²
- ▶ Some of the future growth in the greater Murfreesboro area is going to be outside the corporate limits of the City, within the Urban Growth Boundary (UGB), in areas for which land use decisions will be made by Rutherford County. The nature and extent of this growth will inevitably impact the City. The County's future land use plan is characterized within Chapter 2, *Growth Capacity and Infrastructure*. The County's 2013 Zoning Map reflects the preferred development character outlined within its Comprehensive Plan, and has zoned practically all of the land within the UGB as Medium Density Residential.

To accommodate future growth and development, a more efficient and economical land use pattern is clearly needed. By bringing together jobs and housing in an attractive, harmonious manner, the opportunity will be created to reduce commuting in both time and distance. Not only will this tend to lessen the burden on a roadway system in need of significant expansion, but it will also lessen the stress of metropolitan living

² 2005, Center for Land Use Education. Land Use Resource Guide: A Guide to preparing the Land Use Element of a Local comprehensive Plan. University of Wisconsin-Steven Point/Extension.



Strip retail and mini-storage facilities along NW Broad Street screens from view the West Fork of the Stones River. Light industrial and warehousing businesses interspersed with manufactured home parks flank West College Street. Are there other, more compatible land uses that may celebrate the river as a cherished community amenity? (Image courtesy of Google Earth)



and provide more time for family and leisure pursuits. These are factors crucial to maintaining a high quality of life. As discussed in Chapter 3, *Mobility*, if an improved land use pattern does not emerge, the transportation system will become increasingly overloaded, creating long range implications for the City’s ability to attract high-quality development.

DEVELOPMENT CAPACITY

Development capacity analyzes undeveloped areas within the City, and its suitability to be urbanized, in order to calculate the amount of different types of land uses that can be accommodated within a land use plan. The analysis is made by preparing a projection of the future land use requirements within the City of Murfreesboro and based on that summary, calculating the “capacity” of the vacant and under-developed lands to accommodate future development. In preparing this chapter of the Comprehensive Plan and the *Future Land Use Map* for the City, this analysis is required in order to determine if the proposed Plan will enable the projected land use demands to be met. The development capacity calculations are made through a process that focuses on 1) quantifying the amount of vacant, undeveloped and under-developed land within the Planning Area by geographic location through an analysis of what lands have already developed; and then; 2) determining the development suitability of the vacant, undeveloped lands to support and sustain an urban environment.

Guiding Principles

How communities use land within their boundaries is referred to as land use policy. Land use policy establishes the basic type and intensity of uses permitted by the Comprehensive Plan for each land use category, including varying densities for residential development and maximum intensities of development for commercial and industrial uses. Effective land use policy must adapt to changing environmental, social and economic conditions. Since all policy areas, whether housing, employment or the environment, achieve physical realization through the *Future Land Use Map*, the development and implementation of sound and consistent land use principles is critical to the realization of City goals.

- ▶ **Guiding Principle 1: Inter-jurisdictional Cooperation.** At the regional scale, encourage cooperative growth management to facilitate more contiguous, compact development patterns, which will, in turn, protect farmland and open space from urban sprawl.

- ▶ **Guiding Principle 2: Growth Management.** Enhance Murfreesboro’s small-town atmosphere with strong growth management policies that balance infill development areas with greenfield development, while stimulating economic development opportunities.
- ▶ **Guiding Principle 3: Fiscally Responsible Development.** Effectively manage future growth to achieve a compact urban form and a fiscally responsible pattern of development. Preferably, development should occur on vacant infill areas and/or areas contiguous to existing development and then span sequentially outward as adequate facilities become available. New development or redevelopment on vacant parcels in an existing neighborhood or district should maintain compatibility with existing uses and the prevailing character of the area.
- ▶ **Guiding Principle 4: Ensure Equity.** The goals and policies of this Plan should ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups. Land use, transportation, and urban form decisions should facilitate equitable access and distribution of resources.³ Encourage land use decisions that reduce existing disparities, minimize burdens, extend benefits, and improve socio-economic opportunities for underserved and under-represented populations.
- ▶ **Guiding Principle 5: Adhere to Systems’ Capacity.** Encourage new development and significant redevelopment where adequate public services and utility capacity are already in place or projected for improvement.
- ▶ **Guiding Principle 6: Respect Environmental Constraints.** Plan around the physical characteristics of the land, including slope, soil types, shallow depth to karst geological formations and sinkholes, and other environmental characteristics, floodplains, and wetlands.
- ▶ **Guiding Principle 7: Resilience.** Encourage land use decisions that improve the ability of individuals, communities, economic systems, and the natural and built environment to recover from natural and human-made disasters, and economic shifts.
- ▶ **Guiding Principle 8: Preserve Resources.** To the extent possible, preserve active agricultural land uses. Consider their value to future generations. —Consider their value to the community in case of a

³ Godschalk, David, FAICP and Willima R. Anderson, FAICP, 2012. *Sustaining Places: The Role of the Comprehensive Plan*. American Planning Association, Planning Advisory Service Report No. 567.



Barn in Winter.

Extant cultural resources such as this barn significantly contribute to Murfreesboro's agricultural heritage and sense of place.

Source: MB

national emergency threatening the integrity of the food supply. And think of their value as open space.

- ▶ **Guiding Principle 9: Mix of Uses.** Promote mixed land use at different scales. Locate retail, office, residential, institutional, and recreational uses within walking distance of each other in compact neighborhoods with pedestrian-oriented streets. Land use diversity will:
 - protect existing investments while providing opportunities for individual initiative and choice;
 - promote independence of movement, especially for the young and the elderly;
 - safety in commercial areas, through around-the-clock presence of people; and
 - reduce the need for automobile use by enabling shorter trips.
- ▶ **Guiding Principle 10: Avoid Linear Land Use Patterns.** Create districts approaching a square, as opposed to long oblongs.
- ▶ **Guiding Principle 11: Ensure Adequate Transitions.** Encourage development patterns that provide appropriate transitions and buffering between differing land use intensities. Where developments of incompatible intensities abut, there should be adequate buffering (landscaping and screening) to separate them.
- ▶ **Guiding Principle 12: Provide Housing Choice.** Include a variety of housing types and sizes to accommodate the needs of existing and prospective residents. This includes, but is not limited to, youth, college students, single professionals, families, empty nesters, seniors, and those of varying economic ability. Ensure there are options for convenient, affordable and dignified places to live.
- ▶ **Guiding Principle 13: Ensure Compatibility.** Develop multi-family housing at a density and scale that is compatible with surrounding neighborhoods, available utilities, and roadway capacity. Larger multi-family developments should be located on sites with adequate space for off-street parking, accessory structures, adequate landscaped buffers, and recreational activity.
- ▶ **Guiding Principle 14: Enhance Entrances to the City.** Prioritize community gateway enhancements along Murfreesboro's most visible and heavily used corridors.
- ▶ **Guiding Principle 15: Engender a Sense of Place.** Maintain and enhance Murfreesboro's natural, cultural, scenic and heritage assets in accordance with preservation guidelines and development standards.



Land Use Goals

The goals presented in this section provide guidance for an appropriate pattern and pace of development. The goals indicate how this development should relate to the existing and future community. They also provide a logical framework for land-use decision-making at a conceptual level as well as on an area-wide and site-specific basis. Uniform application of these goals and subsequent policies should result in a balanced and harmonious community where a high quality of life can be maintained. This land use chapter and its corresponding *Future Land Use Map* advance the following goals:

Goal 1: Areas of community focus are established, which contain a mixture of compatible land uses providing for housing, commercial, institutional/public services, and recreation and leisure activities.

Goal 2: Individual property rights are balanced with community interests and goals.

Goal 3: Land uses, densities and regulations promote efficient development patterns which, in turn, reduce municipal, state governmental and utility costs.

Goal 4: Land use patterns are established which increase transportation efficiency, encourage transit use and decrease automobile dependency.

Goal 5: Community identity is enhanced through adherence to and enforcement of specific design standards, which revitalize municipal districts, neighborhoods and corridors; and establish City gateways and entryways to special districts.

Goal 6: Open space is preserved in the outlying areas of the Urban Growth Boundary, in order to accommodate future growth (beyond the 20-year horizon of the Plan) and create a defined boundary and sense of arrival to the community. Murfreesboro maintains the character and semblance of a free-standing community.

4.4 Description of Use and Character

Character Designations

Character designations, classifications and categories focus on design relationships, such as the intensity of development and the relationship between buildings,

growth is inevitable and desirable, but destruction of community character is not. The question is not whether your part of the world is going to change. The question is how.

- Edward T. McMahon, The Conservation Fund

spaces, and landscapes. Different aspects of these physical relationships determine the character of an area and control or limit human interactions. Differences in these design elements facilitate or limit opportunities for social interaction and economic activity. As will be discussed later in this chapter, different character types provide for different lifestyles.

The three principal community designations of rural, sub-urban, and urban have always had very different functions in sustaining life: *rural* as the area where food and fiber is produced, *urban* as a place of trade and commerce, and *suburban* initially as a place of escape from the city. Land use functions within each classification assumed a very different physical form and character, and as a result, impacted the lifestyle of inhabitants within each. In contemporary communities, land use functions have become mixed. Commercial and employment centers have moved to the suburbs and beyond; and the distinctions between character classifications have become less clear.

This chapter uses four broad classifications to characterize and guide the growth and redevelopment of Murfreesboro: *rural*; *sub-urban*; *auto-urban*; and *urban*.

RURAL DESIGNATION

In rural environments, space dominates to the point that it appears to be infinite, extending to the horizon and beyond. The built environment is minimized and relegated to the background. The Rural designation represents less populated, peripheral lands throughout the Planning Area, in places where urban growth and development is not anticipated within the 20-year planning horizon of this Comprehensive Plan. The Rural classification is used to describe lands that are primarily used for agricultural purposes, including both tilled ground and open pasture land. Agricultural land is typically located on soils of prime or statewide

importance. Residential and other farm-related uses are incidental to the agricultural land use. This land use classification could be compatible with low-density residential (greater than five acre lot sizes) or clustered housing with committed open space. This designation also includes land with significant environmental constraints, such as wetlands and areas with steep slopes, that may not have the capacity to support development.

SUB-URBAN DESIGNATION

The sub-urban designation is based on a shift to a different, non-urban, spatial relationship between buildings and open space. Its character is a garden-like quality, in contrast to architectural space. While suburbs contain many buildings, architectural enclosure is undesirable because open space creates the desired natural character.⁴

AUTO-URBAN DESIGNATION

The auto-urban designation evolved in response to the need to accommodate automobiles, rather than as a result of active planning. The ability to park in front of a use greatly influenced the development pattern,

scale and manner in which retail and services-oriented businesses operate. Auto-urban environments are characterized by land where automobiles, parking, and roads consume more land than do buildings. The building massing differs from traditional urban areas by largely being one-story, often free-standing uses surrounded by large expanses of parking - often termed grayfields. The combination of streets and at-grade, surface parking lots completely alters the character of the auto-urban environment: building coverage, is reduced; spaces are devoted to parking cars; use intensities are lowered; and walking time is significantly increased.

The auto-urban designation is less efficient than its urban counterpart, using three or more times the amount of land for the same use.

URBAN DESIGNATION

Urban classification is generally for areas that should have a very intense level of development activity. Areas classified as urban tend to have a strong sense of enclosure and an enjoyable pedestrian precinct. The structuring of the activity centers is a critical element of urban environments, and it influences the design of buildings and spaces.

⁴ Kendig, Lane and Bret Keast, 2010. *Community Character: Principles for Design and Planning*. Island Press, Washington, DC.



Surrounded by suburbia, Kentlands puts the car back in the garage and the people back on its streets. Located 11 miles northwest of the Washington D.C. beltway, in the City of Gaithersburg, MD., the 352-acre neotraditional development district seamlessly combines its parts --residential (six neighborhoods), office, civic, cultural and retail uses-- into a working whole that is within walking distance of all residences. As Peter Katz wrote in *The New Urbanism*, "Kentlands is the first application of the traditional neighborhood development principles to a real, year-round, working community." Now, more than 25 years after its inception, the mature Kentlands continues to prove itself as one of the best-conceived, best-executed traditional neighborhood developments (TNDs) in the nation.

Jason Miller
"Walking in Kentlands"
(Traditional Neighborhood Design)

Land Use Designations

This chapter uses six broad land use designations to characterize and guide the growth and redevelopment of Murfreesboro:

- ▶ residential
- ▶ commercial / office
- ▶ industrial
- ▶ public / institutional
- ▶ parks / open space
- ▶ undeveloped

The character classification (e.g., rural, sub-urban, auto-urban, urban) of each land use designation will influence the land use category.

RESIDENTIAL LAND USE DESIGNATION

Housing plays an essential role in fulfilling the vision for the future of Murfreesboro. The character of the housing stock shapes the quality of life in Murfreesboro. As discussed in Chapter 2, *Growth Capacity and Infrastructure*, more land area is allocated to housing (67 percent) than any other type of non-residential land use, combined (33 percent).

Housing provides the foundation for economic growth. Business growth requires employees. Employees require housing. People living in Murfreesboro provide the demand for goods and services. Housing provides the customer base needed to support business retention and expansion.

Housing Typologies

As discussed within Chapter 5, *Housing and Neighborhoods*, the Comprehensive Plan recommends

a diverse housing stock that enables people to live in Murfreesboro for their entire life. Each stage of life produces different housing demands. Young adults seeking to locate to (or remain in) Murfreesboro often face challenges in purchasing a home, let alone finding a home that suits their lifestyle. At this stage in life, the amount of income and assets may pose barriers to home ownership. As a result, this age group depends on apartments and other forms of rental housing. As age, economic status and family size increase, people often seek a shift to owned housing. To a large degree, the smaller and older homes in Murfreesboro can fill the role of starter home. Townhomes can also provide a more affordable form of entry level owned housing. Families may “move up” to larger homes over a life time. This transition reflects the need for more space and the capacity to support additional housing expense. As people age and children leave home, housing needs change. “Empty nesters” may seek to downsize with smaller homes and less maintenance. Other older residents may need housing that includes varying levels of support services. There are several variations of conventional housing:

- ▶ **Single Family Detached:** This housing style is characterized by several features. There is a one-to-one relationship between house and parcel of land. The housing unit is located on a single parcel. The house is not physically attached to another housing unit. The housing is designed for occupancy by a single family unit.
- ▶ **Single Family Attached:** Single family attached housing comes in many forms. Duplexes, quads and townhomes are common examples of this housing style. Although the specific form changes, there are several common characteristics. Each housing unit is designed for occupancy by an individual or a single family. The housing units are physically attached to each other generally in a horizontal orientation. There is not a single pattern of organization for single family attached housing and parcels. The same physical structure may have different parcel configurations. For example, a duplex (two units attached) typically sits on a single parcel. The same structure can straddle two lots and be called a “twin home.”
- ▶ **Multiple Family:** In Murfreesboro, multi-family dwellings are structures of two or more stories containing four or more housing units. Units available for rent are called “apartments.” Owned housing is typically referred to as “condominiums” or “cooperatives.”



New high-density, mixed-use residential development close to Murfreesboro's medical center campus reflects a housing typology reminiscent of 19th century Brownstones. (Image courtesy of KKC)



The Avenue Murfreesboro, an 810,000 square-foot open-air lifestyle retail center along Medical Center Parkway provides a compelling gateway-in to the City from Interstate 24 and exemplifies the high-quality, mixed-use type development that the City aspires to attract
(Image courtesy of John _____)

COMMERCIAL / OFFICE LAND USE DESIGNATION

Several economic factors play a role in land use planning. From an economic perspective, commercial land use provides the community with goods and services, jobs, and a tax base. Commerce is an integral part of Murfreesboro's vision for the future. Aside from offering the most complete array of housing, jobs, shopping, health care, religious, and recreation opportunities - all of which make an important contribution to citizens' quality of life. Indeed, all of these factors influence the creation and the implementation of the Comprehensive Plan. Murfreesboro also works to be the best place to do business. Achieving this vision requires strong commercial districts.

Business Types

Commercial businesses are not a single, uniform commodity. Commercial land uses typically fall into two broad categories:

- ▶ **Retail.** These businesses provide for the sale of goods and commodities to the public. The interaction between the business and the customer (shopping) is an essential factor in this type of commercial land use. Retail uses typically produce the highest amount of vehicle trips among commercial land uses. Traffic, access and visibility are important variables which influence the location of retail uses.
- ▶ **Services.** Service-oriented businesses provide a wide range of professional services. Examples of professional service businesses include law, health

care, banking, consulting, accounting and real estate. Services typically entail less business/customer interaction than retail. Many services can be obtained without visiting the premises of the business. The nature of the interaction with the customer influences the location for service businesses.

Planning for Commercial Development

Commercial land uses can be organized in a spatial hierarchy similar to residential uses: *parcel*, *strip*, *downtown*, and *district*. Each element of this commercial hierarchy caters to a specific type of consumer, and as a result, impacts the spatial character of the built environment.

- ▶ **Parcel:** Many commercial development issues occur at the parcel level. Murfreesboro is largely a collection of individual businesses. The nature of these businesses makes the individual parcel



Typical Parcel-type commercial development in Murfreesboro.
(Image courtesy of Google Earth)

a primary focus of commercial land use. Several important considerations guide the development of a parcel for commercial use.

- The building should be oriented to the street and provide access to the customer, whether on foot or in an automobile.
- The layout of the parcel must address both character and function. An ample supply of parking makes it convenient to obtain the goods and services.
- Building materials, facades and signage combine with the public streetscape to create an attractive, legible setting.
- Consideration must be given on how to define the edges of commercial areas and provide separation between the commercial parcel and adjacent residential uses.



Typical Strip commercial development in Murfreesboro. (Image courtesy of Google Earth)

The “pad” pattern is based on individual parcels and businesses. In this pattern, each lot contains a single building and each building contains a single business. All elements of the development pattern (building orientation, parking, street access) are driven by the needs of each parcel and business. In this pattern, pedestrian movement occurs at the street and from parking lot to store entrance. Pedestrian movement between businesses is difficult to encourage in a pad level of configuration, as compared to an attached, strip level of organization.

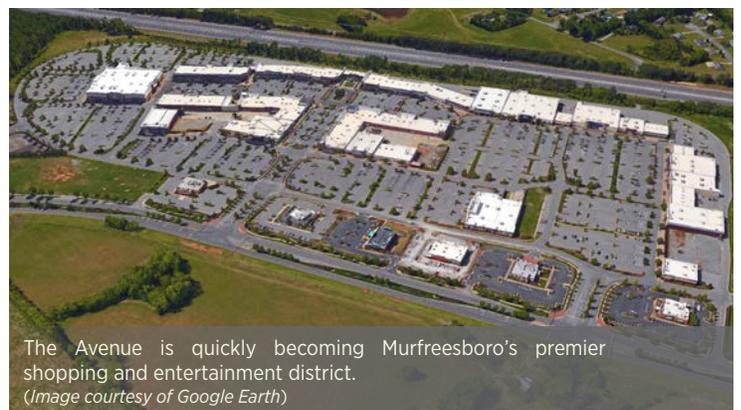
- ▶ **Strip:** The “strip” pattern contains a series of businesses linked together in a common structure. The strip commercial use typically occurs on a single parcel and provides shared parking. The strip may have a single, consistent facade or contain connected, but individual storefronts. The use of shared parking can reduce the number of spaces and the total paved



Murfreesboro's Downtown Central Business District is centered around the Rutherford County Courthouse. (Image courtesy of Google Earth)

area of the lot. The strip also allows for fewer curb cuts (street access points) and a more coordinated approach to traffic circulation.

- ▶ **Downtown:** The “downtown” pattern combines elements of both pad and strip to create a vibrant environment full of commercial and entertainment activity. The downtown is a collection of individual businesses (pad) joined together (strip) with minimal setbacks from the street and virtually no side setbacks. This pattern orients the storefront directly onto the sidewalk and street, unlike the previous patterns that typically rely on parking between building and street. This pattern creates a strong relationship between pedestrian and vehicle activities.
- ▶ **District:** Commercial districts are shaped and defined by several factors:
 - Businesses cluster together to take advantage of a common customer base. For example, service stations, lodging and restaurants oriented around an interchange seek to capture market from the highway.
 - Districts enhance the ability to coordinate land uses, especially the relationship between commercial and residential.



The Avenue is quickly becoming Murfreesboro's premier shopping and entertainment district. (Image courtesy of Google Earth)

- A district approach creates the potential to share parking and reduce the amount of paved surface.

The Comprehensive Plan uses three types of commercial land use categories to guide development: Suburban (Neighborhood) Commercial, Auto-Urban (General) Commercial, and Urban Commercial /Mixed-Use. The differences between these categories is based on the market, location, scale and size, infrastructure capacity/support characteristics, and the character of adjacent development. The Comprehensive Plan seeks to provide an adequate supply of each category in locations that support the overall principles and objectives of the Plan.⁵

INDUSTRIAL LAND USE DESIGNATION

Industrial areas are important elements of Murfreesboro's identity and its future. Because of its regional geographic location Murfreesboro is a major employment center in Middle Tennessee. Building on this foundation is a key aspect of the community's vision. The employment created by local industry brings people to live in Murfreesboro. These people create the demand for housing and provide the market for commercial development. Industry is also a market driver for local commercial businesses. Industry creates tax base to finance local government operations and infrastructure. Planning for industrial land uses focuses on several factors, including:

- ▶ the ability for existing businesses to expand their operational footprint;
- ▶ minimizing environmental impacts (e.g., noise, odor, particulate emissions and traffic conflicts with nonindustrial land uses);
- ▶ providing transportation access for employees; as well as for highway, rail and air transportation

⁵ 2004, Hoisington Koegler Group, Inc., *Comprehensive Plan*, City of Worthington, Minnesota.



Small-scale industrial development along the CSX Railroad and Middle Tennessee Boulevard. (Image courtesy of Google Earth)

in order to ship products and receive materials for processing; and

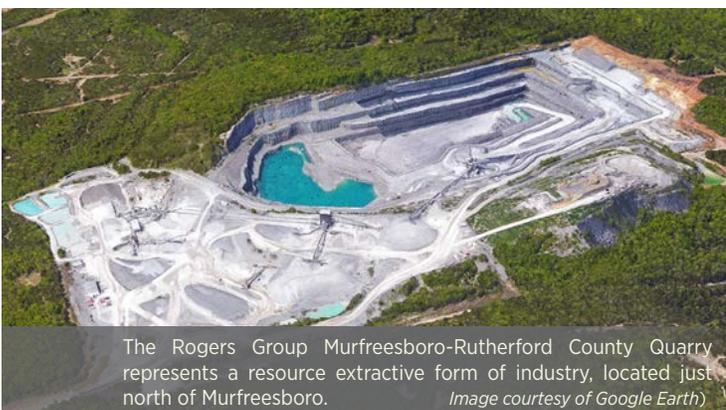
- ▶ the supply, quality and reliability of municipal utilities needed to support operations.

The Comprehensive Plan places emphasis on the success and expansion of existing industries. These businesses and the City share an interest in the future prosperity of the community. As discussed in Chapter 7, *Economic Development*, with knowledge and acceptance of the community, growing these businesses should be easier than attracting new businesses. A related strategy is promoting the creation of new businesses that may spin-off of existing industries or seek a location close to these industries. A recent industrial development trend, the development of *eco-industrial parks*, spatially co-locates industries whereby the waste stream of one industry becomes the feedstock of another industry.

Heavy Industrial land use classification covers the majority of industrial resource extraction, production and manufacturing land uses in Murfreesboro; while Light Industrial is used to classify land uses that are primarily associated with some product assembly, warehousing and distribution. Industrial areas are located along major highway and railroad corridors to help facilitate industrial commerce activities. As with Murfreesboro's current zoning map, significant heavy industrial and light industrial expansion is planned on the southern side of the City with the growing availability of water, sanitary sewer, highway, and rail access. This area also poses the least amount of residential land use conflicts; although there is much land that is within the 100-year floodplain.

PUBLIC / INSTITUTIONAL LAND USE DESIGNATION

Institutional uses, such as governmental buildings, schools, libraries, and places of public assembly (e.g., churches) can be part of the neighborhood environment.



The Rogers Group Murfreesboro-Rutherford County Quarry represents a resource extractive form of industry, located just north of Murfreesboro. (Image courtesy of Google Earth)



Predominantly infrastructural land uses such as the Stones River Wastewater Treatment Plant are classified as Public / Institutional. (Image courtesy of Google Earth)

Churches can be found in many Murfreesboro neighborhoods. The Comprehensive Plan identifies large churches as an institutional land use; while smaller, perhaps more transient churches are categorized as a residential use. New churches can be allowed in residential areas under certain conditions. Criteria for locating a church in a residential land use area include:

- ▶ **Size:** Large church buildings and site areas can disrupt neighborhood cohesiveness. Churches in low density residential areas should not be more than 80-100,000 square feet in lot area.
- ▶ **Parking:** Without adequate on-site facilities, parking may spill on to neighborhood streets.
- ▶ **Traffic:** Traffic increases during peak use times. These times may not be limited to specific days of worship as churches are often used for a variety of types of community assembly. Churches should be oriented to and accessed by way of collector or arterial streets.
- ▶ **Lighting and Signage:** Site lighting and signage needs may resemble commercial uses. These site factors should be managed to fit the character of the surrounding residential development.

For the purposes of the *Future Land Use Map*, uses that might otherwise be considered “special uses,” such as water towers, wastewater treatment plants, solid waste landfills, airports, and electric transmission substations, are also classified as Public / Institutional.

PARK / OPEN SPACE LAND USE DESIGNATION

As discussed in Chapter 6, *Parks, Recreation, and Open Space*, the adequate provision of parkland and open space for a growing population is critical and should be factored-in to all new development as so much necessary infrastructure. The Parks / Open Space designation has been utilized to identify existing parks and proposed greenway corridors. The future location of proposed parks has not been disclosed on the *Future Land Use Map*.

RURAL UNDEVELOPED LAND USE DESIGNATION

The “Undeveloped” land use designation refers to all lands within the Planning Area that are outside the five-year growth areas designated on Map 4.1, Growth Sequencing Program; and are therefore considered outside the 20-year horizon of the Plan. Based on the Rutherford County Zoning Map (2013), most if not all of the land designated as Undeveloped is zoned Medium Density Residential (RM).

Character Classifications

A character-based approach to community planning looks beyond the basic use of land (residential, commercial, industrial, public / institutional, etc.) to consider the scale, placement and design of buildings and the associated planning of sites, as well as of entire neighborhoods, districts, and corridors. Whether new development or redevelopment, and whether private or public construction, the pattern of land use – including its intensity, appearance, and physical arrangement on the landscape – will determine the character and will ultimately contribute to the image of the entire community over the long term.

As discussed, in the community character spectrum, the four main character designations are Rural, Suburban, Auto-Urban, and Urban. These are common terms that should bring immediate images to mind as one thinks of traveling from the city center to the outskirts of a typical community. Over the years, and particularly since the advent of widespread automobile ownership in the 1920s-1930s, sizable portions of many communities have developed in an “Auto-Urban” pattern, which falls in the range between Urban and Suburban.

Community character accounts for the physical traits one can see in an area which contribute to its “look and feel.” A character-based approach to land use planning focuses on key variables, including development intensity, which encompasses the density and layout of residential development; the scale and form of non-residential development; and the amount of building and pavement coverage (impervious cover) relative to the extent of open space and natural vegetation or landscaping. How the automobile is accommodated is a key factor in distinguishing character types, including street design, parking, and the resulting arrangement of buildings on sites.

It is this combination of basic land use and the characteristics of the use that more accurately

determines the real compatibility and quality of development, as opposed to land use alone. Aesthetic enhancements such as the design of buildings, landscaping and screening, sign control, and site amenities also contribute to enhanced community character.

Murfreesboro has expressed its desire to become an economically balanced, highly attractive, family-oriented, and well-maintained urban community composed of a variety of neighborhoods that support a blend of housing types which support all stages of life. To implement this vision, a means of converting this statement of future intent into land use policies and development regulations must be formed. A community character analysis was used to characterize existing development within the Planning Area and to document the land use patterns and design elements that form the character of individual developments and the community as a whole. This approach allows the formulation of standards to achieve the desired community character.

CHARACTER THEMES

Each of the following community character types described below is present within the Planning Area with varying degrees of significance. The more readily identifiable character categories include:

- ▶ Urban character in Downtown, around the Court House square;
- ▶ Auto-urban (general) commercial character of commercial development along Old Fort Parkway, Medical Center Parkway, and other arterial routes;
- ▶ Industrial character along Butler Drive and the railroad, as well as along Joe B. Jackson Parkway;
- ▶ Auto-urban residential areas containing an abundance of small single-family lots, townhouses, and apartment complexes; such as adjacent to the MTSU campus and throughout West Murfreesboro;
- ▶ Suburban character of neighborhoods throughout the community;
- ▶ Scattered areas of suburban estate residential, with lots exceeding one acre, such as along Wilkinson Pike and areas within the Urban Growth Boundary; and
- ▶ Undeveloped, rural agricultural character largely outside of the City Limits, within the Urban Growth Boundary.

The range of community character categories and their functions are as follows:

CLASS: RURAL

- ▶ Rural Undeveloped (RU)

CLASS: SUBURBAN

- ▶ Suburban Estate Character (SE)
- ▶ Suburban Residential Character (SR)
- ▶ Suburban (Neighborhood) Commercial Character (NC)
- ▶ Business Park Character (BP)

CLASS: NEIGHBORHOOD CONSERVATION (NC)

CLASS: AUTO URBAN

- ▶ Auto-Urban (General) Residential Character (AUR)
- ▶ Auto-Urban Multi-Family Residential Character (MF)
- ▶ Auto-Urban (General) Commercial Character (GC)

CLASS: URBAN

- ▶ Central Business District Character (CBD)
- ▶ Urban Commercial / Mixed-Use Character (UC)

CLASS: INDUSTRIAL (I)

- ▶ Light Industrial Character (LI)
- ▶ Heavy Industrial Character (HI)

CLASS: PUBLIC / INSTITUTIONAL (PI)

CLASS: PARK / OPEN SPACE (P)

Land Uses

In the following several pages, each land use classification and character category is described in detail, with respect to development types, predominant characteristics, applicability of current zoning districts (as defined within the 2015 Zoning Ordinance), and proposed residential development densities and intensities. This classification system has been applied to each parcel within the Planning Area. In some cases, though seldom, a large parcel may have more than one recommended land use. Together, these land use classifications and categories compose the *Future Land Use Map* (Map 4.2, *Future Land Use*).



RURAL UNDEVELOPED CHARACTER (RU)

The Rural Undeveloped character category consists of lands that are sparsely developed, the primary uses of which consist of mainly agricultural and semi-wilderness forested lands interspersed with very low-density residential (homes are customarily an accessory to agriculture). The landscape is accented by a few farmsteads, outbuildings, and gently rolling hills, which contribute to its rural character. This category provides its residents with the choice of seclusion within the countryside, and away from a more developed setting.

Landscapes possessing Rural Undeveloped character are primarily found outside the City limits, within the Urban Growth Boundary. It is unusual to find rural character within the City limits, with the exception of areas with particular environmental constraints (e.g., steep slopes, wetlands and other water bodies, shallow depth to bedrock, and sinkholes).

The Rural Undeveloped character classification within the Planning Area also indicates lands that are not intended to be developed within the next 20 years, primarily due to environmental constraints and the lack of utilities and transportation infrastructure.

Methods that other communities have employed to help protect and preserve agricultural land while protecting a landowner's economic investment include the Purchase of Development Rights (PDR), Transfer of Development Rights (TDR), clustering requirements for nonagricultural uses, and tax breaks or incentives for continuing agricultural use. As discussed within Chapter 2, *Growth Capacity and Infrastructure*, it is recommended that these alternatives be investigated for possible application within the Urban Growth Boundary as a way to balance economic rights with agricultural preservation goals.

Development Types:

- ▶ Residential homesteads;
- ▶ Planned development to accommodate conservation and cluster designs;

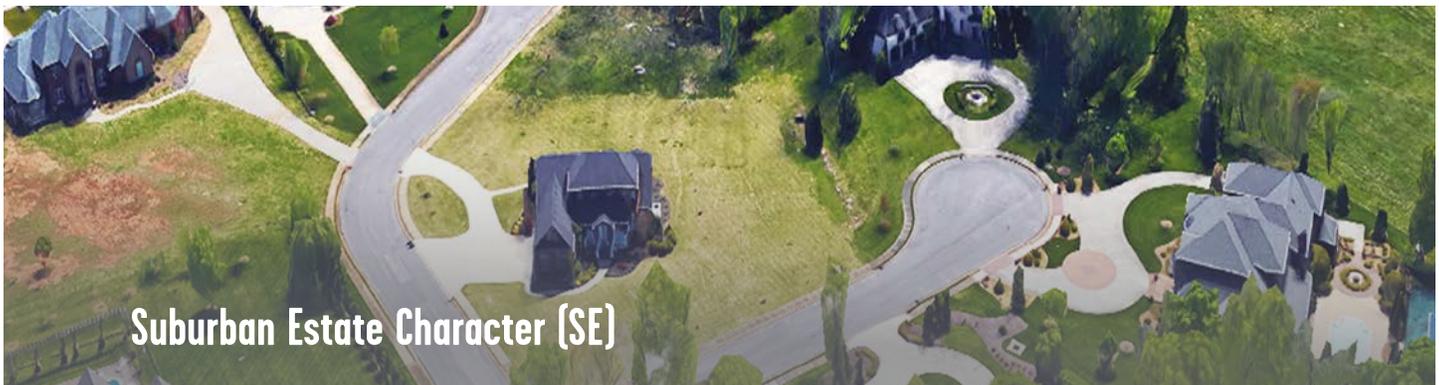
- ▶ Agriculture-focused commercial retail;
- ▶ Agricultural storage and support uses, e.g., barns and related outbuildings.
- ▶ large lot, single family detached;
- ▶ Outbuildings associated with small-scale, intensive agriculture;
- ▶ rural hamlets or villages;

Characteristics:

- ▶ Rural character resulting from wide open landscapes, with minimal sense of enclosure and views to the horizon unbroken by buildings in most places;
- ▶ Scattered residential development on relatively large acreages, resulting in very high open space ratios and very low site coverage (sometimes with residential "estate" areas providing a transition from rural to suburban densities, with estate lots typically being three to 10+ acres);
- ▶ Typically no centralized water or sanitary sewer service available; thus requiring the utilization of on-site septic (STEP) systems. Also, much greater reliance on natural drainage systems, except where altered significantly by agricultural operations;
- ▶ Potential for conservation developments that further concentrate the overall development footprint through cluster designs, with increased open space set-aside to maintain the overall Rural character and buffer adjacent properties (may also make alternative community wastewater treatment methods feasible to eliminate the need for individual on-site septic [STEP] systems).

City Zoning Districts:

- ▶ Not Applicable



Suburban Estate Character (SE)

SUBURBAN ESTATE CHARACTER (SE)

Development of suburban character can be found throughout Murfreesboro, and within the Urban Growth Boundary. A Suburban Estate (SE) character exhibits low-density development on larger properties, thereby producing a visual openness. As a result of larger lot sizes, open space and vegetation are intended to be the more dominant views. The buildings remain the most apparent, dominant forms, with the landscape assuming a designed and apparent, yet secondary role. Depending on the size of the home and its percent of coverage and location on the lot, the Suburban Estate character category may more closely resemble a larger version of the typical suburban character. To achieve a Suburban Estate character, the design of these subdivisions must actively seek to imitate more rural areas through the use of rural street cross sections without sidewalks, significant open space throughout the development, the use of rural fence types and/or hedgerows to divide properties, the preservation or planting of native vegetation along property boundaries, and generous building setbacks on all sides.

As in other cities, Murfreesboro has fringe areas that have developed with residential intensities that are not appropriate to the location or level of public services available, which is why these areas still fall within the Suburban Estate character classification on the *Future Land Use Map*.

Development Types:

- ▶ Palatial residential dwellings set back from rural roads;
- ▶ Outbuildings are for leisure activities (e.g., pool houses, cabanas, recreational vehicle and boats storage) and landscape maintenance (lawn mowers).
- ▶ Ornamental landscape enhancements and manicured lawn areas;

Characteristics:

- ▶ Planned and coherent residential development on relatively large acreages, resulting in very high open

space ratios and very low site coverage (sometimes with residential “estate” areas providing a transition from rural to suburban densities, with estate lots typically being one to three acres).

- ▶ The automobile is often celebrated as the driveway is a dominant element in the composition of the manicured landscape. Garages are often free-standing and situated to the side or rear of the main dwelling.

Density / Height Guidelines:

- ▶ 1.0 to .35 dwelling units per acre (DU/ac).

City Zoning Districts:

- ▶ Not Applicable



SUBURBAN RESIDENTIAL CHARACTER (SR)

This community character classification is very different from the Urban and Auto-Urban (General) residential character categories. As new development continues around the City's periphery, a lower density Suburban Residential (SR) development will help to transition rural and urban development. This character type includes small acreages or large lot estate development, or may also be smaller lots clustered around common open space.

As in the case of many neighborhoods in Murfreesboro, particularly those in West Murfreesboro, or those that currently abut vacant land, the adjacent views that contribute to a semi-rural character are temporary, rather than permanent. The natural open space and views of the landscape are "borrowed" from the adjoining land. Consequently, as additional development occurs abutting these existing neighborhoods, the character will change. This is an important consideration as to the design of new subdivisions and whether they use the adjacent land or incorporate permanent open space into the development to sustain its original character. One means of achieving this character is by clustering development, thereby maintaining an equal or higher density while preserving permanent open space.

Development Types:

- ▶ Detached residential dwellings.
- ▶ Planned developments to provide other housing types (e.g., Auto-Urban attached residential) but with increased open space to preserve a suburban character setting.

Characteristics:

- ▶ Similar to Auto-Urban (General) Residential category, there is noticeable accommodation of the automobile on sites. Garages are typically integrated into the front facade of the dwelling with driveways on the side of homes or occupying a portion of the front yard space.

- ▶ Development options can be established which allow for smaller lot sizes in exchange for greater open space, with the additional open space devoted to maintaining the Suburban character and buffering adjacent properties and roads.

Density / Height Guidelines:

- ▶ 2.0 to 3.54 dwelling units per acre (DU/ac).

City Zoning Districts:

- ▶ Single Family Residential Districts:
 - RS-15
 - RS-12
 - RS-10



Suburban (Neighborhood) Commercial Character (SC)

SUBURBAN (NEIGHBORHOOD) COMMERCIAL CHARACTER (SC)

Outside of Murfreesboro's Downtown, there are commercial and office nodes that are automobile-oriented but designed at a neighborhood scale and cater to pedestrians in Neighborhood Commercial configurations. Rather than designing linear strips, these neighborhood commercial centers occupy much smaller building footprints than typical businesses found on major arterial corridors and provide neighborhood conveniences such as drug stores, professional services, and boutique retail uses. Small food markets are often accompanied by convenience stores and personal service establishments such as banks, dry cleaners, and small-scale drug stores. The Neighborhood Commercial category also includes residences that have been converted into professional offices. Proposed locations include smaller commercial centers adjacent to and surrounded by neighborhoods and at principal intersections of community collector streets.

Most neighborhood commercial centers are between 50,000 and 70,000 square feet in total area, which includes a supermarket. The depth of a center's inline retailers ranges from 30 to 80 feet, with most of the tenants requiring 1,200 square feet of gross land area. A 20-foot-wide-by-60-foot-deep module is the most commonly used store dimension.

Except for dense urban centers, the economics of most suburban neighborhood centers presently require surface parking with an overall blended ratio of 4.0 to 4.5 cars per 1,000 square feet of the entire center's gross building area.

Development Types:

- ▶ Professional offices, convenience stores, dry cleaners, post offices, coffee shops, and drug stores.

Characteristics:

- ▶ Non-residential development should be small-scale, low-intensity land uses, generally about the same

scale and intensity level (building size, shape, and footprint) as residential development within the Suburban Estate (SE) or Suburban Residential (SR) character categories; and clustered at intersections of community collector thoroughfares.

- ▶ Together with parking areas, buildings consume 50-60 percent of the site (floor to area [FAR] ratio is greater than its Auto-Urban (General) Commercial counterpart and is no more than 0.5 to 0.75). Landscaped areas consume 40-50 percent of the sites and assume a residential character. Buildings often have a residential appearance.
- ▶ Parking is often screened by garden walls and ornamental hedges.
- ▶ Service vehicles must be smaller in size than a conventional semi-trailer to accommodate deliveries in confined neighborhood areas.
- ▶ Signage is significantly reduced in size.

Intensity / Height Guidelines:

Neighborhood shopping areas are designed to serve a localized trade area within a community. The neighborhood shopping areas serve a radius about one-half mile and a population of 2,500 to 4,000 people.

- ▶ FAR = 0.50 / up to two (2) stories

City Zoning Districts:

- ▶ Local Commercial District (CL)
- ▶ Commercial Fringe District (CF)
- ▶ Medical District Residential (CM-R)
- ▶ Medical District - Commercial (CM)
- ▶ Medical District Residential Single Family (CM-RS-8)



Business Park Character (BP)

BUSINESS (OFFICE) PARK CHARACTER (BP)

The purpose of the Business Park [BP] land use classification for this Comprehensive Plan's *Future Land Use Map*, is to foster stability and growth of high-quality office and office/distribution, technology, research and development, and similar industries that are enhanced by access transportation networks and that provide desirable employment opportunities for the general welfare of the community. Business Parks are suburban in character, are typically developed in a campus-style setting that features reduced site coverage and increased open space; and may include offices and associated administrative, executive professional uses, and specified institutional and limited commercial uses.

Development Types:

Many businesses located in an office setting provide professional services. From a land use planning perspective, it is important to distinguish office uses from other commercial activities. The "pure" office uses entail minimal amounts of interaction with customers. Employees are the primary activity generators for offices.

- ▶ Primarily office, medical, and technology/research uses;
- ▶ higher-density auto urban (general) residential (20-30 percent of total area max.);
- ▶ Public/institutional; and
- ▶ Common green spaces.

Characteristics:

- ▶ Typically a minimum Landscape Surface Ratio (lot coverage) of 20 to 30 percent, which allows for sizable building footprints since most developments involve large sites.
- ▶ Extensive landscaping of business park perimeter, and special streetscape and design treatments at entries, key intersections, and internal focal points.
- ▶ Development outcomes often controlled by private covenants and restrictions that exceed City ordinances and development standards.

- ▶ Intended to create a highly attractive business investment environment.
- ▶ Site operations are conducted indoors with no outdoor storage or display.

Siting Criteria:

Programmatic and locational criteria for light industrial/business park development include the following considerations:

1. Encourage the formation of new unified business park corridors (e.g., Veterans Parkway) or the development of individual parcels as part of business parks by focusing new growth in a more clustered pattern, as opposed to isolated parcels along strips of non-residential land uses lining thoroughfares.
2. Sufficient acreage, either on one parcel or through assembling multiple parcels, to ensure that current and future expansion needs are satisfied. The estimated size of park should be 50-250 acres.
3. Configuration: Square or rectangular sites are preferred as they offer the greatest flexibility and satisfy most uses.
4. Shovel-ready sites: In-place infrastructure (e.g., utilities, accessibility, rail, etc.) increases speed-to-market, decreases construction / implementation costs, and minimizes risk (e.g., a proposed access road or interchange may not be constructed when planned).

Intensity / Height Guidelines:

- ▶ 0.35 FAR; intensities above 0.35 FAR and up to 1.0 FAR may be permitted with measures for highly sustainable development best practices, to be specified within zoning ordinance or precise plan standards / up to eight (8) stories.

City Zoning Districts:

- ▶ General Office District (OG)
- ▶ General Office District - Residential (OG-R)
- ▶ Medical District - Commercial (CM)



Neighborhood Conservation Class (NC)

CLASS: NEIGHBORHOOD CONSERVATION (NC)

The Neighborhood Conservation (NC) designation is applied to established neighborhoods that are largely built-out and stable, and where no significant change in development type or pattern is expected or desired. To implement the intent and policies of Chapter 4, *Land Use and Character*, the current zoning designations for these NC areas may warrant repurposing, and their uses and standards may require recalibration, to achieve certain, desired development outcomes. In this way, all existing, stable neighborhoods would transition from their current zoning designation to an “NC” designation, which results in a series of NC subdistricts (i.e., NC-1, NC-2, etc.), each of which is customized for a particular area, density and intensity of development. Essentially, this would “lock in” standards for each area that reflect and reinforce how the neighborhood originally developed, or has evolved over time, and the existing, prevailing character. This recommended approach to the zoning of existing neighborhoods allows for compatible building additions and site improvements, whereas typical zoning designations may cause such positive actions to require variances or worse, be labeled as “nonconformities.”

As a result, desired reinvestment is promoted while ensuring that existing neighborhood character is maintained even with redevelopment or infill activity (although changes in stable neighborhoods generally come from incremental expansion and modification of existing homes over time, and not due to large-scale redevelopment). The Neighborhood Conservation district designation can be further divided into sub-districts to preserve the character of specific neighborhoods.

Development Types:

(Depending on neighborhood-specific standards):

- ▶ Detached residential dwellings;
- ▶ Attached residential and multi-family dwellings;

- ▶ Public/institutional;
- ▶ Parks and public spaces.

Characteristics:

- ▶ Integrity of older, intact neighborhoods protected through customized Neighborhood Conservation zoning with standards that ensure no significant change in the development type or pattern and reinforce existing physical conditions (e.g., lot sizes, building setbacks, etc.).
- ▶ Designed to preserve existing housing stock (and avoid excessive nonconformities and variance requests) and parcel sizes, and also to govern periodic infill and/or redevelopment activity within a neighborhood to ensure compatibility.
- ▶ Depending on the particular neighborhood, the customized zoning may recognize and embrace small-scale office or retail/service uses that have always been part of the area’s fabric. Such uses could also be allowed to expand within certain limits, or a particular Neighborhood Conservation sub-district could provide for new uses of this type to occur on vacant sites at the edge of the neighborhood or other appropriate locations. This can be especially important to neighborhood integrity when older homes are falling into disrepair or are no longer marketable, and conversion to other uses is best for all — but when done compatibly under the Neighborhood Conservation standards.

City Zoning Districts:

- ▶ Not Applicable



Auto-Urban (General) Residential Character (AUR)

AUTO-URBAN (GENERAL) RESIDENTIAL CHARACTER (AUR)

This designation pertains to current and future residential development and includes detached residential dwellings; attached housing types (subject to compatibility and open space standards, e.g., duplexes, triplexes, townhomes, patio homes); planned developments (with a potential mix of housing types and varying densities, subject to compatibility and open space standards), etc.

Development Types:

- ▶ Detached residential
- ▶ Attached residential

Characteristics:

- ▶ Less openness and separation between dwellings compared to suburban character areas, due to size of parcel and proportion of building footprint to parcel;
- ▶ Automobile significantly influences the design and character of the dwelling. Front yard is consumed by the driveway and off-street parking.
- ▶ Landscape enhancements remain subordinate to the structure.

Density / Height Guidelines:

3.54 to 8.64 dwelling units per acre (DU/ac).

City Zoning Districts:

- ▶ Single Family Residential Districts:
 - RS-10
 - RS-8
 - RS-4
- ▶ Duplex Residential District (R-D)
- ▶ Residential Zero Lot Line District (RZ)
- ▶ Planned Residential Development (PRD)



Auto-Urban Multi-Family Character (MF)

AUTO-URBAN MULTI-FAMILY CHARACTER (MF)

Higher density residential uses such as attached and multiple-family housing (up to three stories in height), and manufactured home communities also have this character due to their density, limited open space, relative amount of impervious surface devoted to buildings and parking lots, and increased building enclosure. Multi-family residential developments are typically setback from road frontages, with buildings surrounded by surface parking lots and oriented inward toward recreational / social amenities, such as swimming pools, cabanas, etc.

Development Types:

- ▶ Complexes of often several, multi-story (two-three) multi-family buildings, interspersed with parking lots and open spaces areas.

Characteristics:

- ▶ Gated automobile and pedestrian entrances;
- ▶ Internal orientation;
- ▶ Designated recreational areas, often with pool house and pool;
- ▶ Shared stair wells and elevators, depending on the number of stories;
- ▶ Perimeter buildings heights are typically reduced compared to internal buildings.
- ▶ Surface parking lots.

Density / Height Guidelines:

- ▶ 19.93 dwelling units per acre (DU/ac).

City Zoning Districts:

- ▶ Residential Multi-family District (RM)
 - RM-12
 - RM-16
 - RM-22
 - PUD
 - PRD



Auto-Urban (General) Commercial Character (GC)

AUTO-URBAN (GENERAL) COMMERCIAL CHARACTER (GC)

The Auto-Urban Commercial category of development has become commonplace across the nation since the mid-20th Century, and is characterized by roads, driveways, and at-grade parking areas that commonly exceed the area of the building(s) as a percent of ground cover. The dominance of buildings and surface parking relative to landscaped or unimproved areas is what distinguishes Auto-Urban development from Suburban development character, placing it closer to the urban end of the character spectrum. This character type is most commonly associated with a highway-oriented commercial or business strip. Fast food restaurants, gas stations, and strip shopping centers like those found along Old Fort Parkway (TN SR 96), Medical Center Parkway, S. Church Street/Shelbyville Highway (TN SR 10) and NW Broad Street (US Highway 70S/41) are the dominant commercial images of an Auto-Urban character.

The primary difference in Urban and Auto-Urban character categories is the role of the automobile in its site design. Rather than buildings oriented to the street, as in an urban setting, such as what is found in Downtown, Auto-Urban environments are characterized by large parking lots surrounding the buildings.

Auto-Urban Commercial uses include high intensity commercial businesses that have a trade area outside of Murfreesboro and/or require a large amount of land for their operations. Uses like auto and recreational vehicle sales, farm implement dealers, motels, nurseries and other outdoor sales, gas stations, restaurants, and “big box” retailers. Due to the potential for these uses to generate high traffic volumes, their location should be on or with adequate access to arterial roadways.

Auto-Urban uses require a significant amount of space for high levels of automobile dependent interaction, i.e. large surface parking lots with multiple points of ingress/egress. As a result, buildings are constructed at the back of the site nearest neighboring uses and away from their roadway frontage. Auto-Urban uses also have a greater

reliance on site access, thereby adding to the number of driveways and access points. The result is expansive parking areas that dominate the front setback and, thus, the character of the development.

Development Types:

- ▶ “Strip” commercial centers along major roadways, with a range of uses, including those on high-profile “pad” sites along the roadway frontage;
- ▶ Automobile service-related enterprises (e.g., gas / service stations, auto parts, car washes);
- ▶ Restaurant chains (e.g., fast food, other);
- ▶ “Big-box” commercial stores (e.g., grocery, appliances, Wal-Marts, clothing, etc.); and
- ▶ Hotels and motels.

Characteristics:

- ▶ Significant portions of development sites devoted to vehicular access drives, circulation routes, surface parking, and loading/delivery areas, making pavement the most prominent visual feature;
- ▶ Buildings typically set back toward rear of site to accommodate expansive parking areas in front, closest to passing traffic;
- ▶ Less emphasis on architectural design in many cases, with building façades often lacking articulation and having large banks of single-pane windows;
- ▶ Development desire to maximize signage (number, size) to capitalize on site visibility to passing traffic;
- ▶ Often not conducive for access or on-site circulation by pedestrians or cyclists.
- ▶ Required Landscape Surface Ratio of 10 to 15 percent.

Intensity / Height Guidelines:

- ▶ 0.35 to 0.50 FAR / up to two (2) stories

City Zoning Districts:

- ▶ Highway Commercial District (CH)
- ▶ Gateway Design Overlay District (GDO)
- ▶ Planned Commercial District (PCD)



Urban Commercial / Mixed-Use Character (UC)

URBAN COMMERCIAL / MIXED-USE (UC)

Downtown typifies what is envisioned for the density and intensity of development within the Urban Commercial / Mixed-Use land use classification. The Downtown retains the historic fabric and design of a traditional mixed-use, central business district. This urban environment is characterized by taller, larger buildings that occupy most if not all of the site and are set at the street edge with parking largely on-street and in structures, with reduced common surface parking lots. Sidewalks are scaled for pedestrian rather than automobile use, and original buildings with historic or design significance have been mostly well-preserved.

This Comprehensive Plan strongly recommends the preparation and adoption of design and architectural standards for developments in the UC category so that there is continuity in the overall character of the area.

Characteristics:

- ▶ Streets and other public spaces framed by buildings with zero/minimal front setbacks, creating “architectural enclosure.”
- ▶ Greatest site coverage. Multi-story structures encouraged.
- ▶ Most conducive for pedestrian activity and interaction, with public plazas and pocket parks providing green space amid an urban environment, and a place to gather and host community events.
- ▶ Structured and on-street parking.
- ▶ Low-density residential uses, and industrial uses should not be permitted within the UC land use classification.

Allowed Uses:

Intensive, urban character with a multiplicity of uses, including multi-family residential, entertainment, restaurants, department stores and other retail, general and professional offices, hotels.

1. Development Type: Mixed-Use, Lifestyle Center

Promotes regional pedestrian-oriented, mixed-use centers with integrated, complementary uses; with

convention/assembly and/or parks and public spaces that draw visitors from surrounding neighborhoods and communities within the region.

Density / Height Guidelines:

These permitted development densities and intensities are recommended so that innovative and flexible site design can provide density to encourage neotraditional planning concepts.

- ▶ Ranges from 2.0 - 4.0 FAR (approx. 70 DU/acre or 60-150 residents/acre), of which up to 0.75 FAR can be office or commercial / up to eight (8) stories.

2. Downtown Mixed-Use Central Business District

Applies to the area around Downtown. It includes an active mix and concentration of uses and public gathering / event spaces in a main street setting, including professional offices, government services and entertainment venues.

Intensity / Height Guidelines:

Ranges from 2.0 - 4.0 FAR / from 3 to 8 stories, as determined by the Downtown Special Area Plan (to be developed).

3. Mixed-Use Corridor

Allows a broad range of commercial, office and high-density residential uses and public spaces serving surrounding neighborhoods, commercial / professional business parks and visitors from nearby communities.

Intensity / Height Guidelines:

1.85 FAR (approximately 60 DU/ac or 50-130 residents/acre), of which up to 0.50 FAR can be office or commercial; on N. Broad Street intensities above 2.0 FAR may be permitted at key locations with significant public benefits and amenities specified within special area plan standards / up to four stories.

City Zoning Districts:

- ▶ Central Business District (CBD)
- ▶ Mixed Use District (MU)
- ▶ Planned Unit Development (PUD)



LIGHT INDUSTRIAL CHARACTER (L-I)

Murfreesboro should provide attractive sites for future industrial (light and heavy) development to provide additional employment opportunities to those who reside in the City as well as for residents who live in the surrounding area. The intent of the L-1 light industrial land use classification is to provide facilities for design, assembly, finishing, packaging, and storing of products or materials that have usually been processed at least once. These activities are characterized as “clean”, since they produce a relatively small amount of environmental outputs, including, but not limited to smoke, gas, odor, dust, noise, vibration of earth, soot or lighting; to a degree that is offensive when measured at the property line of subject property.

Light industries include facilities for administration, research, assembly, storage, warehousing, and shipping. Examples are electronics firms, trucking companies, small textile mills, and auto assembly plants. Characteristic features may include the nature of the buildings, parking and shipping arrangements, the presence of outdoor storage facilities, trailer trucks, loading docks, rail lines, and power sources. Development standards for light industrial industries include the minimum necessary to assure safe, functional, efficient and environmentally sound development, and may have to conform to certain requirements regarding enclosure, screening and minimum distance from residential districts.

Development Types:

- ▶ Light manufacturing and assembly;
- ▶ distribution, and warehousing;
- ▶ uses involving handling, storage, or shipping;
- ▶ laboratories for research and development.
- ▶ food production clusters (e.g., breweries, cookie, cracker and pasta manufacturing);
- ▶ arts and crafts manufacturing cluster (e.g., commercial screen printing, pottery product

manufacturing, ornamental and architectural metalwork manufacturing).

Characteristics:

Murfreesboro’s industrial developments are predominantly characterized by large parking and storage yards and minimal greenspace. Required 10-15 percent landscape surface ratio, equivalent to City’s Bufferyard E composition along all edges of property.

Siting Criteria:

1. Light industrial, warehousing and distribution uses that are well-screened and in buildings with upgraded facade treatments;
2. Shovel-ready sites: In-place infrastructure (e.g., utilities, accessibility, rail, etc.) increases speed-to-market, decreases construction / implementation costs, and minimizes risk (e.g., a proposed access road or interchange may not be constructed when planned).
3. Ensure adequate truck loading and maneuvering areas within a building or in a side or rear yard, in such a way that all storage, standing and maneuvering of trucks will take place solely on private property and is well-screened from all public thoroughfares.
4. Light industrial land uses and industrial parks shall be located near freeways with adequate access provided by thoroughfares. Access to rail is desirable where possible.
5. Sufficient street frontage to accommodate structures, parking, and access while in character with adjacent non-industrial properties.

Intensity / Height Guidelines:

- ▶ 0.25 to 0.50 FAR for uses with a limited number of employees and customers, such as warehouses / up to three (3) stories.

City Zoning Districts:

- ▶ Light Industrial (LI)



CLASS: HEAVY INDUSTRIAL (I)

Having an area that can accommodate more traditional, heavy industry can be an important component of a successful economic development strategy. The Industrial use classification combines activities of both light and heavy industry. Uses such as office / warehouse, wholesale, product assembly, and light manufacturing are included with heavier uses that often include outdoor storage, display and work activity.

Development Types:

- ▶ Heavy and light industrial;
- ▶ Heavy commercial (i.e., retail sales involving larger merchandise or vehicles, often with significant outdoor display areas, such as a large home improvements store or lumber supply yard);
- ▶ Office uses accessory to a primary industrial use.

Characteristics:

- ▶ Typically auto-oriented character, although master-planned industrial park developments may feature more open space and landscaping, regulated signage, screening, building design standards, etc.;
- ▶ Outdoor activity and storage, which should be screened where visible from public ways and residential areas;
- ▶ May involve significant truck traffic or direct rail service;
- ▶ On-site presence of large-scale moving equipment in some cases;
- ▶ Potential for environmental impacts that may affect the proximity and type of adjacent uses, including particulate emissions, noise, vibrations, smells, etc., plus the risk of fire or explosion depending on the materials handled or processed;
- ▶ Certain intensive publicly-owned uses (e.g., public works facilities, fleet maintenance, treatment plants, fire training) are best sited within Industrial areas.

- ▶ Required 10-15 percent landscape surface ratio, equivalent to City's Bufferyard E composition along all edges of property.

Siting Criteria:

1. Availability of Utilities Infrastructure, e.g., the ancillary services required in the operation of any production process.
2. Industrial uses should have access to major roadways and rail spurs, and cost-saving infrastructure such as dedicated water supplies, waste systems and electric power systems.

Intensity / Height Guidelines:

0.25 to 0.50 FAR for uses with a limited number of employees and customers, such as warehouses / up to three (3) stories.

City Zoning Districts:

- ▶ Heavy Industrial District (H-I)
- ▶ Planned Industrial District (PID)



CLASS: PUBLIC INSTITUTIONAL (PI)

Institutional land uses include improved parcels and facilities that are held in the public interest and are usually exempt from real property taxation plus any service drives or roads inside the actual parcel. This category encompasses major City-owned facilities, plus other public and private buildings and sites with an institutional nature. This classification is also for development that supports municipal / regional special uses and functions, and may include utilities and transportation-related infrastructure; and for uses that may require a special zoning overlay district, such as the Murfreesboro Municipal Airport, which includes Air Installation Compatible Use Zone (AICUZ) aviation easements that are designed to ensure awareness that locations within the Airport's flight paths are subject to impacts such as significant noise and potential safety risk. With these latter uses there may be some incompatibility with adjacent uses due to environmental factors (e.g., odor, emissions) or safety-related issues. Therefore, the Comprehensive Plan does not specify height standards for Public/Institutional designations, as these uses typically have a range of unique needs. Specific height standards for these designations may be specified by applicable zoning or special area plan standards.

Development Types:

- ▶ Municipal and other government buildings;
- ▶ Public safety facilities (police, fire);
- ▶ Schools, colleges and universities;
- ▶ Hospitals and medical centers;
- ▶ Cemeteries;
- ▶ Murfreesboro Municipal Airport;
- ▶ Middle Point Landfill;
- ▶ Sinking Creek Wastewater Treatment Plant;
- ▶ Water Towers;
- ▶ Rutherford County Jail.

Characteristics:

- ▶ High degree of visitation and/or pedestrian activity in some cases, with people coming and going throughout the day;
- ▶ Institutional functions may require multiple buildings, arranged in a campus-like setting;
- ▶ Facilities may have special parking and passenger drop-off requirements;
- ▶ Buildings are sometimes set back from the road to provide more prominence, with large amounts of open spaces surrounding the buildings.

Intensity / Height Guidelines:

- ▶ 1.0 to 1.25 FAR for schools and city facilities.

City Zoning Districts:

- ▶ College and University District (CU)
- ▶ Planned Institutional Development (PND)
- ▶ Airport Overlay District (AOD)



Park / Open Space Class (P)

CLASS: PARK / OPEN SPACE (P)

This use category includes all existing municipal public parks, outdoor recreation areas and open spaces that have been committed to public or private enjoyment and recreational pursuits.

Development Types:

- ▶ Public parks and open space;
- ▶ Public greenways and recreational trails;
- ▶ Public recreation areas (e.g., public golf courses);
- ▶ Public or private lands within floodplain or storm water management areas that are generally unsuitable for development.

Characteristics:

- ▶ Public parkland theoretically will remain so in perpetuity compared to other public property, such as buildings, that can transition to private ownership at some point;
- ▶ Park design, intensity of development, and planned uses/activities should match area character (e.g., public squares/plazas in Urban downtowns; athletic fields/courts and play equipment in large community parks located and designed for intensive use; and nature parks for passive recreation in Suburban, Estate and Rural areas).

City Zoning Districts:

- ▶ Park District (P)

On Land Use and Development Regulations

Land development in Murfreesboro is regulated by zoning regulations, building codes, health regulations and subdivision control ordinances, among others. Land use regulation is intended to restrict or curtail development in areas where there are limitations in either the natural resource base (for example, soil and slope conditions with severe erosion potential or poor drainage) or the public utility base (for example, inadequate water supply or sewage disposal capabilities).

APPENDIX A, ZONING

Zoning is the way governments control the physical development of land and the kinds of uses which may be developed on each individual property. Zoning laws typically specify the areas in which residential, industrial, recreational or commercial activities may take place. For example, an RS-15 residential zone might allow only single-family detached homes as opposed to duplexes or apartment complexes. On the other hand, a CBD commercial zone might be zoned to permit a certain type or character of commercial land use in one jurisdiction, but permit a mix of housing and businesses in another jurisdiction. Besides restricting the uses of land and buildings, zoning laws also may regulate the dimensional requirements for lots and for buildings on property located within the city, the density of development, and whether one can raise chickens or cultivate urban gardens. Some zoning ordinances may regulate the extraction of natural resources from land within the zoned area, while others provide space for hospitals, parks, schools, and open space; and still others protect places of historical significance within the community.

There are 31 base zoning districts and six overlay districts established in the City's Appendix A, *Zoning Code*. A list of each of these districts and the area authorized for each district in the City is provided in Table 4.1, *Zoning Districts*. The City's Zoning Map delineates the locations and extent of each zoning district within the City Limits (refer to Figure, 4.1, *City of Murfreesboro Zoning Map*).

TABLE 4.1, ZONING DISTRICTS

Abbrev.	Districts	Acreage	Percent of Total	No. of Parcels
RS-15	Residential Single-Family	9,763.65	25.00%	7,492
RS-12	Residential Single-Family	2,642.35	6.77%	4,842
RS-10	Residential Single-Family	3,538.51	9.06%	6,778
RS-8	Residential Single-Family	489.93	1.25%	1,234
RS-4	Residential Single-Family	48.48	0.12%	238
RZ	Residential Zero Lot Line	501.09	1.28%	1,988
R-MO	Residential Mobile Home	60.45	0.15%	7
RD	Residential Duplex	366.61	0.94	1,057
RM-22	Residential Multi-Family	29.56	0.08%	
RM-16	Residential Multi-Family	1,899.81	4.86%	991
RM-12	Residential Multi-Family	522.00	1.34%	884
PRD	Planned Residential Development	2,562.48	6.56%	4,242
PUD	Planned Unit Development	3,495.15	8.95%	2,033
OG-R	Residential General Office	119.62	0.31%	151
CM-R	Commercial Medical, Residential	74.83	0.19%	111
CM-RS-8	Commercial Medical, Residential Single Family	4.37	0.01%	10
MU	Mixed Use	487.82	1.25%	52
CH	Commercial Highway	3,870.44	9.91%	1,366
CF	Commercial Fringe	338.63	0.87%	100
CL	Commercial Local	149.74	0.38%	119
CM	Commercial Medical	59.21	0.15%	8
CP	Commercial, Planned	74.73	0.19%	8
CBD	Central Business District	45.98	0.12%	147
PCD	Planned Commercial Development	477.11	1.22%	85
OG	General Office	151.67	0.39%	33
L-I	Light Industrial	1,470.73	3.77%	251
H-I	Heavy Industrial	2,383.41	6.10%	419
PID	Planned Industrial District	152.89	0.39%	4
CU	College and University	631.99	1.62%	22
PID	Planned Institutional District			
P	Park	946.07	2.42%	16
AOD	Airport Overlay District			
	Battlefield Protection Overlay			
	City Core Overlay District			
GDO	Gateway Design Overlay District			
	Planned Signage Overlay District			
H-1	Historic District			

Murfreesboro City Code, Appendix A, Zoning, March 13, 2014 Edition
 City of Murfreesboro Zoning Map, January 23, 2014

LAND DEVELOPMENT REGULATIONS: GOALS, STRATEGIES AND RECOMMENDATIONS

To advance the emerging policies and directions of this Comprehensive Plan, in particular, the proposed land use classifications within this chapter and the *Future Land Use Map*, will require an examination of the “closeness of fit” between the Plan and the structure, organization, and content of the City’s existing land development regulations, in particular, Appendix A, *Zoning*; and opportunities to:

- ▶ Align (or realign) the type, pattern, and character of development with the intended outcomes expressed through the community vision and plan principles, policies, and recommendations;
- ▶ Streamline the development process and improve administrative efficiency;
- ▶ Address and resolve gaps, overlaps, and conflicts between disparate ordinances; and to
- ▶ Identify ways to improve public access, user friendliness, and the function and form of the development ordinances.

Goals for amending the City’s development ordinances include:

Goal 1: Reconcile the City’s plans, policies, and practices with the Murfreesboro 2035 Comprehensive Plan.

Goal 2: Provide for predictability and improved certainty of the process and outcomes.

Goal 3: Integrate flexibility by providing for multiple paths to “yes” – write the Code to express what can (rather than what can’t) be done.

Goal 4: Use the carrot versus the stick via bonuses and incentives.

Goal 5: Infuse best practices provisions, e.g. clustering and cultural and environmental resource protection.

Goal 6: Eliminate unnecessary process, e.g., neighborhood conservation in lieu of variances, limited instead of conditional approvals, etc.

Goal 7: Clearly articulate the development standards and expectations.

Goal 8: Simplify and streamline the development process, e.g., more clearly articulated standards and more administrative approvals.

Goal 9: Protect and preserve the community’s most valued assets.

The following administrative, procedural, and regulatory strategies and recommendations should be considered:

STRATEGY 4.4.1: Consider amending *Appendix A, Zoning Section 4, Comprehensive Plan and Procedure to establish means for consistency between the Comprehensive Plan and Zoning and Land Development Regulations (i.e., Tennessee Code, Annotated Title 13).*

ACTIONS AND INITIATIVES

1. Reinforce the purpose of the Comprehensive Plan as the official statement of public policy;
2. Strengthen the relationship and desired consistency between the plan and the development regulations;
 - Consider requiring consistency between the *Future Land Use Map* and Zoning Map
 - Integrate plan amendments as part of zoning map amendment process, as warranted

STRATEGY 4.4.2: Consider amending *Appendix A, Zoning, Section 9, Standards for Special Permit Uses to administratively streamlining development review and approval procedures.*

ACTIONS AND INITIATIVES

1. Establish provisions for “limited uses,” which are uses with substantially known operating characteristics; that may be approved by the Zoning Administrator subject to well articulated standards. This will require:
 - Establishing a list of limited-administrative uses to reduce special uses; and drafting limited-administrative use standards; and
 - Creating options for City staff to forward, or applicant to appeal, to the Planning Commission for a final decision.
2. Consider consolidating similar uses based on operational characteristics (e.g., church or group assembly, or clothing store and department or discount store).
3. Consider renaming “Special Uses” as “Special Exception Uses” to be consistent with Tenn. Code Ann. § 13-7-109.
4. Consider grouping or cross-referencing similar standards applicable to all special exception uses, e.g. parking, access, lighting, etc.
5. Establish standards, criteria, and procedures to give the zoning administrator (e.g., Planning Director) latitude to vary zoning standards without requiring variances or rezoning.

Strategy 4.4.3: Consider clarifying different types of variances (*height and area, sign, floodplain, avigation,*

etc.) and the applicable matters subject to a variance, procedures, and approval and decision criterion.

ACTIONS AND INITIATIVES

1. Specify which variance are and are not within the jurisdiction of the Board of Zoning Appeals (BZA), such as:
 - Building code variances;
 - Variances of conditions of approval;
 - Those allowing a prohibited use;
 - Variances modifying special use requirements
 - Those contrary to other ordinances, requirements, or laws.
2. Specify variances that are prohibited, such as those:
 - Allowing any use or development that is not permitted as of right;
 - That would allow creation of a lot that cannot be developed;
 - Are intended as a temporary measure;
 - That are greater than the minimum variance necessary to relieve the practical difficulty.
3. Subject to legal viability, consider elaborating on the approval criteria, to include:
 - Undue and unnecessary hardship;
 - Adverse impacts on the land or character of surrounding properties;
 - Materially injurious to enjoyment, use, development, or value of the property or vicinity.

Strategy 4.4.4: *Reorient regulations to be more design-based.*

ACTIONS AND INITIATIVES

1. Restructure zoning districts to orient development by its character and design rather than solely by land use and lot size. In this context, the term “character” -
 - Is based on density, open space, and design;
 - Relates to the physical design (lot width, street design, on-lot/common space);
 - Allows flexibility to respond to market demands;
 - Does not require planned development; and
 - Is more definitive as to outcomes.
2. Infuse form-based elements. Integrate form standards where relevant and practical, e.g., CBD, mixed-use centers.

- Focus on building frontage;
- Link building form and street design
- Provide civic space, etc.

Strategy 4.4.5: *Provide for good land stewardship, environmental management, and responsible development practices.*

ACTIONS AND INITIATIVES

1. Provide flexible regulations and incentives to better accommodate resource protection.
2. As discussed in Chapter 2, *Growth Capacity and Infrastructure*, consider creating procedural and regulatory incentives for development clustering.
3. Embed minimum open space (residential) and landscape surface (non-residential) ratios in districts.
4. Identify allowed uses in open space areas.
5. Integrate zoning, land development, and environmental standards through consolidating stormwater, floodplain, grading, erosion, and stream protection regulations.

Strategy 4.4.6: *Defend and boost the integrity and value of existing development with infill and redevelopment strategies and standards.*

ACTIONS AND INITIATIVES

1. Convert currently zoned and developed neighborhoods to Neighborhood Conservation (NC) districts and standards.

Neighborhood Conservation districts and standards help to conserve and sustain the character of stable neighborhoods. Neighborhood Conservation district designation would apply to developed lots; development of vacant; platted lots; development of vacant tracts less than five acres; and expansion or redevelopment of existing buildings in platted neighborhoods. All buildings and structures lawfully built are “conforming” except: buildings constructed without permits or in violation of permit requirements; buildings constructed on substandard lots; and buildings constructed as single-family detached dwellings and later converted to multi-family units or boarding homes. Lot and area standards would remain, although alternate standards would be created to allow reasonable variations without necessitating variances.

- Implement infill development standards;



- Establish average rather than minimum lot sizes for infill development.
2. Consider converting neighborhoods in need of municipal intervention to Neighborhood Restoration (NR) districts.
 - Consider density incentives for transitioning areas;
 - Allow alternative housing types on replatted narrow lots;
 - Consider providing incentives for assembling and consolidating lots; and
 - For non-residential uses in NR districts, provide incentives to encourage revitalization; such as floor to area ratio (FAR) bonuses for non-residential, mixed-use, development and redevelopment, etc.

Strategy 4.4.7: Broaden the palette of available and affordable housing options and living choices to meet market demands.

ACTIONS AND INITIATIVES

1. Consider adopting a housing palette. The palette sets out the minimum lot area and width, building setback, maximum height, and building coverage ratio for each of several alternative housing types.
 - Outline housing types permitted in each district and neighborhood type;
 - Establish minimum housing types to maximum density; and
 - Specify dimensional standards for each housing type.
2. Allow for mixed housing neighborhoods by-right.

Strategy 4.4.8: *In lieu of individual planned development districts, consider them as a by-right development option within the base districts, which would be subject to definitive standards.*

ACTIONS AND INITIATIVES

Establish definitive standards dependent upon the intended character (Rural, Suburban, or Urban) of development.

3. As a by-right development option, quality, innovative development may occur without an exceptional process; and as a result, the development process and outcomes are more predictable and are of less risk.
 - Standards should contribute to deliberate

development character rather than being negotiable.

Strategy 4.4.9: *Consider revising Appendix A, Zoning Ordinance, Section 23, Special Purpose Districts, by converting the CU, College and University District and the P, Park District to a Public and Institutional (PI) District, with applicable standards for each.*

The applicable uses and standards for each of the current special purpose districts would be spelled out as part of the PI District.

Strategy 4.4.10: *Consider revising Appendix A, Zoning Ordinance, Section 24, Overlay District Regulations, to expand Article 1, Airport Overlay District provisions to include an option for avigation easements.*

It is advisable to link the purpose statement to 2010 Tennessee Code; Title 42, Aeronautics; Chapter 6, Airport Zoning, specifically 42-6-102, Control of airport hazards as a public purpose.

ACTIONS AND INITIATIVES

1. Consider adding the following additional provisions:
 - Jurisdiction and authority to clarify the applicable jurisdiction and to set out the authorities for the administration and enforcement of the airport zoning regulations;
 - Interpretations relating to the applicable requirements of 14 CFR § 77;
 - A disclaimer regarding the liability on behalf of the City related to aircraft hazards outside the zones.
2. Consider provisions to require an avigation easement when determined necessary to prevent or mitigate environmental impacts or hazards to navigation, including the conditioning of development approvals, and requiring recording an avigation easement over a parcel proposed for development stating:
 - flight operations are permitted;
 - release of aircraft operator, airport owners and operators, and City from liability or responsibility;
 - recognition of the right of aircraft operators to create noise, prohibit electrical interference, light and glare;
 - noise mitigation techniques may be required;
 - require annotations on development approvals acknowledging AOD district;

- for all real estate transactions, require full disclosure of potential environmental impacts and navigational hazards associated with airport operations; and
- recommended sound attenuation construction practices.

Reinforcement of Community Identity

Murfreesboro's residents would like to portray a positive first impression on those who visit or pass through the community. The City's principal entrances offer opportunities to establish an image, communicate community values, and attract attention to local attractions and tourist destinations. Murfreesboro should insure a high level of design quality for its major community corridors, allowing them to serve as attractive gateways into the city and thus enhance positive business and community environments. Formal points of entry – or gateways – define a City's boundaries so as to distinguish it from other jurisdictions. These visual cues stimulate the sense of arrival at a distinguishable place that is notable in more ways than a City Limit sign.

GATEWAY ENTRANCE ENHANCEMENTS: GUIDING PRINCIPLES

In an effort to assist in the design of gateway entrances, the following principles may serve as a starting point to guide citizens and officials in the design process. Other principles may be added to further define the desired design of the entrances.

Guiding Principle 1: As each entry point is unique, gateway designs should also be unique. No one design will work for each entry.

Guiding Principle 2: Size and scale of gateway entrance is important in comparison to road size.



Proposed Gateway Entrance Feature No. 4 along New Salem Pike northbound at Sterling Farmer Lake. The site offers ample room for an interactive welcome area, complete with vehicular pull-off / rest area with access to the City's Greenway system. (Image courtesy of Google Earth)



Proposed Gateway Entrance Feature No. 3 along NW Broad Street southbound at West Fork of Stones River (Image courtesy of Google Earth)

Guiding Principle 3: Branding should be consistent for all gateways into Murfreesboro.

Guiding Principle 4: Landscape plantings should be low- or no-maintenance.

Guiding Principle 5: Lighting is encouraged to maintain nighttime visibility. Inclusion of a solar power source is encouraged.

SITING CRITERIA

Selection of locations around Murfreesboro for proposed gateway enhancement features was based on five major criteria. Additional factors such as existing development, land availability, and safety were also considered.

1. Average Daily Traffic (ADT) Counts

When selecting roadways for gateway enhancements, only roads with greater than 5,000 average daily trips (ADT) were considered. Roadways with lower counts, as seen on many of the pikes outside of the Murfreesboro City Limits, were not considered.

2. Natural Features

Murfreesboro has lush vegetation, waterways, and tree coverage. Taking into consideration these features, locations were chosen which would display these features with only minor modifications, such as entry signage.

3. City/Public-Owned Land

Land and/or properties which are currently owned by the City of Murfreesboro were given priority consideration, as this would reduce capital expenses.

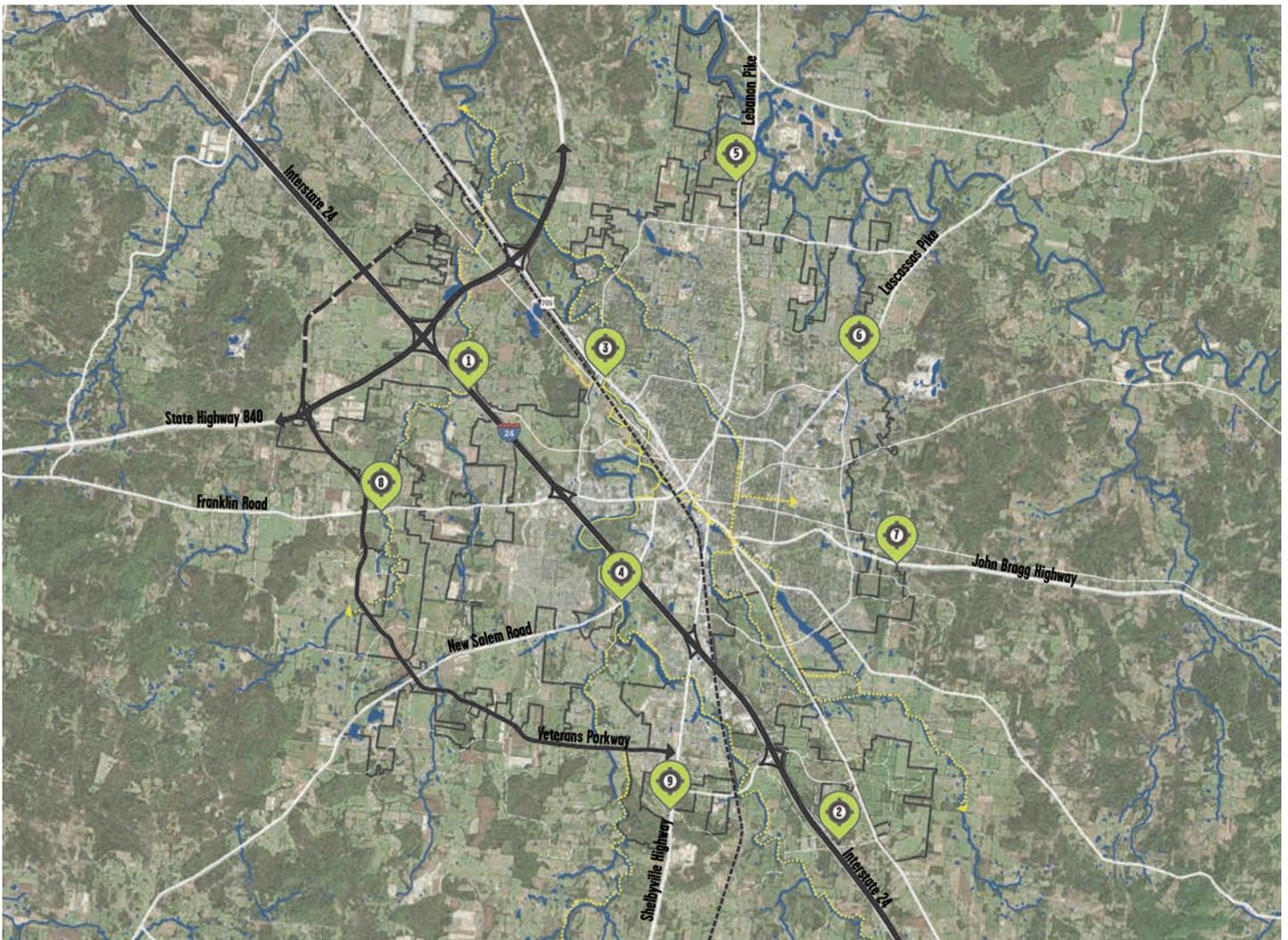
4. Pedestrian Access

Areas along roadways which could serve as points of interest, had access to a recreational amenity or trail, or other pedestrian accessible features. Interactive gateway entrances and enhancements can improve visitor experience in Murfreesboro. Interactive gateways

TABLE 4.2, PROPOSED GATEWAY ENHANCEMENT CORRIDORS

Rank	Gateway	Roadway Cross Section	ADT Counts	Availability of Electricity	Improvement Type
1	Interstate 24 south of State Highway 840	10-lane, Divided	~ 82,000	Yes	3
2	Interstate 24 just north of Elam Road	4-lane, Divided	~ 40,000	Yes	3
3	NW Broad Street @ West Fork of Stones River, just south of N. Thompson Lane	4-lane, Divided	~ 25,000	Yes	1
4	New Salem Road @ Sterling Farmer Lake	2-lane	~ 24,000	Yes	1
5	Labanon Pike @ Cherry Lane	2-lane, with Turning and Shoulders	~ 16,000	Yes	3
6	Lascassas Pike @ Twin Oak Drive	2-lane, with Shoulders	~ 13,500	Yes	3
7	John Bragg Highway west of Double Springs Road	4-lane, Divided	~ 12,500	Yes	3
8	Franklin Road @ Overall Creek	2-lane	~ 15,000	Yes	3
9	Shelbyville Highway @ Volunteer Road	4-lane, Divided	~ 23,500	Yes	3

FIGURE 4.2, LOCATION OF PROPOSED GATEWAY ENHANCEMENTS



can be described as sited locations with pedestrian amenities including – but not limited to – walking trails, natural features, fountains, etc., where pedestrians can safely venture around the gateway enhancement away from free flowing traffic.

5. Proximity to City Limits

As these entrances would be utilized by visitors driving into Murfreesboro, locations as close as possible to existing City Limits were considered.

GATEWAY IMPROVEMENT TYPES

Gateway improvements have been broken down into three types to serve as a guide for the development of gateway entrances. As outlined in Table 4.X, *Proposed Gateway Enhancement Corridors*, some corridors will have different types of enhancements and none will be identical.

Type 1: Interactive Welcome. A place where visitors can stop, exit their vehicles, and interact with the amenities available at the gateway entrance. This is considered a highly visible improvement.

- ▶ Large monument signage constructed of stone, brick, or similar materials (>100 square feet);
- ▶ Branding/symbology;
- ▶ Incorporation of artistic elements;
- ▶ Lighting (safety, ornamental, landscape);
- ▶ Native landscaping treatments; and
- ▶ Parking for pedestrian access to trails, creeks, rivers, and other amenities (if available).

Type 2 – Welcome Message

Signage that welcomes visitors to Murfreesboro and enables pedestrian access if amenities are available. Smaller than an interactive welcome, still considered highly visible.

- ▶ Medium monument signage constructed of stone, brick, or similar materials (>50 square feet);
- ▶ Branding/symbology;
- ▶ Incorporation of artistic elements;
- ▶ Lighting (safety, ornamental, landscape);
- ▶ Native landscaping treatments; and
- ▶ Parking for pedestrian access to amenities (if available).

Type 3 – Viewing Only Welcome

To be viewed from a passing vehicle. The location of this type of improvement is not conducive to accommodate



pedestrian traffic, pedestrian amenities are not available, but the gateway is well traveled.

- ▶ Small monument signage or pillar signage constructed of stone, brick, or similar materials (<50 square feet);
- ▶ Branding/symbology;
- ▶ Lighting (safety, ornamental, landscape);
- ▶ Limited native landscaping treatments.

RANKING OF GATEWAY ENTRANCES

Just as roadways differ in functional classification and number of travelers, the gateway enhancements cannot be a “one size fits all” type of improvement. Priority should be given to entrances which receive the most traffic and have the highest visibility and potential amenities. Listed are the proposed gateway corridors with their rank, based on the abovementioned criteria, and their proposed improvement type. Improvement types are described in Table 4.2, *Proposed Gateway Enhancement Corridors*.

Additionally, there are several potential entrances to the City off of Interstate 24 that should be considered for enhanced gateway / entrance treatment, including:

- ▶ Interstate 24 / Medical Center Parkway interchange;
- ▶ I-24 / Old Fort Parkway (TN SR 96) interchange;
- ▶ I-24 / New Salem Highway (TN SR 99) interchange;
- ▶ I-24 / Shelbyville Highway (US Highway 231) / S. Church Street interchange;

The entrances in these areas require better definition through infrastructure enhancements and design elements that denote a formal entry. Enhancements may include landscaped medians, preservation of natural features and vegetation, and special pavement treatments; significant entry monuments; liberal open space and well-designed streetscape treatments; upgraded lighting standards; way-finding signage; integration of public art, fountains, and monuments; and well-maintained and attractive adjacent properties.

Strategy 4.4.11: *Consider developing a demonstration gateway entrance feature for the Interstate 24 / New Salem Highway (TN SR 99) interchange and corridor redevelopment program for New Salem Highway, Old Salem Road and Middle Tennessee Boulevard.*

ACTIONS AND INITIATIVES

1. Prepare corridor and small area enhancement plans. Simultaneously, amend the zoning ordinance to include special district design standards relating to building height and scale, building form

(articulation, fenestration, etc.), signage, landscape and streetscape treatment, and, optionally, an architectural theme or palette.

2. Identify and acquire open space areas and/or linear corridors within the Urban Growth Boundary that will buffer future growth from adjoining jurisdictions. Providing permanent open space at City entrances, wherever possible, will enhance the image as a freestanding community, rather than as an anonymous component of contiguous development southward from Nashville and Lavergne, as growth continues in future decades.

4.5 Future Land Use Map

The essence of comprehensive planning is a recognition that Murfreesboro does not have to wait and react to growth and development. Rather, it can determine where growth will occur and what character this new development will reflect. Through active community support, this plan will ensure that development meets certain standards and, thus, contributes to achieving the desired community character.

The purpose of the *Future Land Use Map* and associated policies is to guide zoning, ensure the efficient and predictable use of land capacity, guide growth and development, protect public and private property investments from incompatible land uses, and efficiently coordinate land use and infrastructure needs. The *Future Land Use Map* shall be used in conjunction with the Comprehensive Plan policies to evaluate zoning consistency including proposed zoning map amendments and zoning text changes.

The *Future Land Use Map* (Map 4.2, *Future Land Use*, which follows Map 4.1, *Growth Sequencing Program*) is not the community's official zoning map, but it shall be considered along with the City's *Appendix A, Zoning*, when development is proposed. It is a guide for establishing future land use patterns. The *Future Land Use Map* shows how land uses are assigned to each parcel of land in the Planning Area.

The provisions of Chapter 4, *Land Use and Character*, including its policies and recommendations, as well as other elements of the Comprehensive Plan are implemented primarily through development regulations (zoning and subdivision ordinances) or through programs that fulfill other policy objectives, such as capital improvement priorities, and plans to raise revenues for financing public facilities and services. *Appendix A, Zoning*, and accompanying zoning

map (refer to Figure 4.1, *City of Murfreesboro Zoning Map, 2014*) determine which specific development requirements apply to a particular property.

As a guide for development and public improvements, the *Future Land Use Map* is intended to provide an overall framework for guiding the actions of the different entities responsible for determining Murfreesboro's future. It will be important that the *Future Land Use Map* be used on a daily basis in order for the City to enjoy the benefits of coordinated development over the next 20 years. This is significant since the findings and recommendations contained in this plan provide the basis for the City's development ordinances as the primary tools used to implement the plan.

Growth Sequencing Program

With the assistance and input from the City Manager's Office, and department heads from the City's Planning, Transportation, and Water and Sewer Departments, Map 4.1, *Growth Sequencing Program* (following this page) was produced to depict areas projected to be developed within the Planning Area over the 20 year time horizon of this Comprehensive Plan. The timeframe was then broken into four, five-year periods. The first period (2015-2020) includes all of the areas where PUDs, PRDs, and construction projects are currently permitted. The second period, termed "Primary Growth Areas," includes those lands projected to be developed between 2020 and 2025. The third period, termed "Secondary Growth Areas," includes those lands projected to be developed between 2025 and 2030. The last period, termed "Tertiary Growth Areas," includes those lands projected to be developed between 2030 and 2035. These areas became the primary focus of the *Future Land Use Map*. Table 4.3, *Growth Sequencing and Demographic Projections* (page 4.48) compares Base Year (BY) 2015 land use percentages with subsequent five year growth periods. Over the next 20 years the population within the Planning Area will grow from 176,665 persons to 362,388 persons; which equates to **160,248** additional persons. Based on the *Future Land Use Map*, the residential land use allocation will accommodate a projected **304,411** persons, which equates to an additional 144,163 persons above the 20-year demographic projection.

Land Use Policies

The land use policies are the key integrating force behind this chapter and the *Future Land Use Map*. They

establish a general statement of intent for the future growth and development within the Planning Area and serve as the policy basis for the more specific growth area designations, land use recommendations, and future thoroughfare designations. They will be used as a guide for future land use and infrastructure decisions and for considering future requests to amend the Comprehensive Plan. The growth principles, policies and recommendations outlined within the chapters of the Plan, the 2040 *Major Transportation Plan* (MTP), and depicted on the *Future Land Use Map* should be used to establish the general pattern of development within the Planning Area. This pattern of development should be implemented through the community's land development regulations. To ensure contiguous and fiscally sustainable development it should be the overarching regulatory policy of the City to encourage growth in areas that either possess the requisite utilities and transportation infrastructure system capacities, or can support infrastructure expansion in the future.

As discussed within Chapter 8, *Implementation and Intergovernmental Cooperation*, an interlocal agreement should be executed between the City and Rutherford County requiring that all new development outside of the City Limits, within the Urban Growth Boundary, adheres to the following development policies:

Policy 4.1: Strive to accommodate a projected year 2035 population of 362,388 persons in a fiscally responsible and environmentally sensitive manner.

Policy 4.2: Promote a compact urban area by directing development into areas within or in proximity to existing infrastructure-served areas. Guide development into locations where the land use is most cost-effectively served by municipal services (i.e., accessible to water, sewer, and the urban road network).

Policy 4.3: Where practicable, all development, including transportation facilities, should avoid significant penetration impacts to large stands of existing forest cover. Thoroughfares and structures should be aligned and constructed to remain along or just within forest edges only.

Policy 4.4: Encourage regional and state highway planning for roadway improvements consistent with desired growth patterns and the 2040 Major Transportation Plan.

Policy 4.5: Continue to support the revitalization and redevelopment of Murfreesboro's Downtown.

Policy 4.6: Promote compatible, mixed-use developments within existing urban areas.

Policy 4.7: Create mixed-use centers which enhance the sense of community and reduce the need to travel long distances for employment and/or services. Maintain the integrity of mixed-use centers and neighboring residential communities.

Policy 4.8: Plan areas for a variety of residential housing types and densities, as described in Chapter 5, *Housing and Neighborhoods* within this Comprehensive Plan.

Policy 4.9: Design residential developments adjacent to the City's parks and greenways system to facilitate public access to and use of its park and recreational facilities, while minimizing potential conflicts between park users and residents of the neighborhood. Consider issues of community character, compatibility of land use, residents' security and safety, and efficient service provision in reviewing development proposals.

Policy 4.10: Encourage land aggregation and/or master planning in instances where development of an individual parcel is constrained due to its size or shape. This should be considered where necessary to conform to land use regulations, achieve land use compatibility or transition or provide adequate transportation improvements.

Policy 4.11: Use planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses that may have a negative impact on a residential living environment.

Policy 4.12: Establish a neighborhood-planning program for targeted portions of the City's core area, in order to address such issues as land use compatibility, parking and circulation, connectivity, recreational improvements, and neighborhood restoration.

Policy 4.13: Create a Neighborhood Conservation overlay district in order to not create nonconformities, and more closely monitor and discourage inappropriate conversions of housing as needed for neighborhood stabilization.

Policy 4.14: Encourage new high density and age-targeted developments to be located in community and regional mixed use areas, or in proximity to supporting office and commercial services.

Policy 4.15: Provide incentives for encouraging the development of affordable housing.

Policy 4.16: Utilize attached single family and multi-family housing as a transition between intensive commercial/retail and office uses and single-family residential neighborhoods.

Policy 4.17: Encourage the development of a mixed-use, "student village" housing district designed for MTSU student occupancy in an area suitable for high-intensity uses.



Policy 4.18: Encourage housing designed for university student occupancy in areas suitable for high intensity uses.

Policy 4.19: With regard to accommodating selected uses based on locational criteria independent of the *Future Land Use Map*: Nodes of Suburban (Neighborhood) Commercial (SC); Public-Institutional (P/I), e.g., places of public assembly, schools); and Parks/Open Space land use categories, may be considered based on their merits in accordance with the following guidelines and criteria:

- ▶ Development proposals should conform to the intensity policies and size criteria for retail uses that apply to the land use category.
- ▶ The site should be suitable for the proposed use based on its physical site characteristics. Sites that are steeply sloping, prone to flooding, or contain other sensitive environmental features, should be considered inappropriate.
- ▶ The site should be of sufficient size and suitable shape to satisfactorily accommodate the proposed use and achieve an acceptable design relationship with the adjoining uses. The proposal should meet all design standards and policies presented in this Plan.
- ▶ The site should be located on the edge of a neighborhood or residential subdivision, and not cause additional through traffic generation.

Policy 4.20: When Suburban (Neighborhood) Commercial uses are deemed appropriate, such service should be located at the edge of the neighborhood, preferably at the intersection of adjacent collector streets. Likewise, public institutions, such as schools and churches, when an integral part of the neighborhood, must be located on major thoroughfares or near the intersection of major thoroughfares. Both the

neighborhood commercial center and the church will serve a larger area than the immediate neighborhood, and both involve periods of heavy traffic and parking concentrations, which, unless properly accommodated, can adversely affect the adjacent residential areas.

Policy 4.21: Explore and encourage opportunities for both on and off-street bicycle and pedestrian facilities for commuting to work, schools, shopping, between neighborhoods, and/or other destinations by bicycle or walking.

Policy 4.22: Development Integration. Encourage new development designs to accommodate pedestrian and vehicular interconnectivity with similar existing and future developments, provided that existing developments are not adversely impacted.

Policy 4.23: Evaluate non-residential development proposals according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate services to these uses.

Policy 4.24: Establish design standards and guidelines for development within areas that are planned for non-residential uses, mixed-uses, and multi-family uses to ensure high quality, compatible design within these areas. Standards and guidelines should address elements including, but not limited to, minimum lot size, building scale, building setbacks, lighting, landscaping, facade treatment, screening and fencing, signage, internal circulation, and building materials.

Policy 4.25: Ensure that planned industrial areas are of sufficient size, and are appropriately located, to support the community's economic development goals and strategies.

Policy 4.26: Direct environmentally responsible industrial growth onto land that is highly suited for industrial development and is in proximity to adequate transportation corridors.

Policy 4.27: Protect suitable industrial land from residential conversion or encroachment by:

- ▶ Identifying and rezoning it to an industrial zoning classification;
- ▶ Critically reviewing rezoning requests for conversion of industrial land to non-industrial uses; and
- ▶ Assessing the appropriateness and impact of incompatible land uses adjacent to industrial lands.

Policy 4.28: Encourage district heating in industrial parks and urban manufacturing districts, wherever a centrally located heating/cooling system can handle several companies' energy needs effectively and more efficiently.

Policy 4.29: Promote greater utilization of public transit services to support employment opportunities.

Policy 4.30: As outlined within the City's *Greenways, Blueways, and Bikeways Master Plan* (2013), and the *General Development Plan for the Blackman Community* (2000), advance the development of greenways along key riverine corridors within the Planning Area.

Policy 4.31: Periodically evaluate zoning and site development review and approval processes, and revise as needed to ensure the following: (1) adequate opportunity is provided for public input in appropriate development projects; (2) consistency and predictability are maximized for all parties involved in the process; and (3) the process helps to achieve the goals and implement the policies of the Comprehensive Plan.

Policy 4.32: Ensure that rezoning requests (or other development approvals) for land uses that are not consistent with *Future Land Use Map*, except for previously established land uses, are not approved until the Comprehensive Plan has been amended. Approve amendments to the *Future Land Use Map* only when they meet the spirit and intent of the goals, objectives, and policies stated within the Comprehensive Plan, and when they are in the community's best interest. Thereafter, rezoning proposals for inconsistent land uses should not be considered until the goals and objectives of the Comprehensive Plan have been amended to achieve consistency. In those cases, the City should process rezoning requests and *Future Land Use Map* amendments concurrently.



Industrial land use siting criteria includes ensuring efficient proximity and access to transportation systems (interstate / rail), maintaining adequate buffering from adjacent incompatible uses (e.g., residential subdivisions), and enabling room to grow. (Image courtesy of Google Earth)

Policy 4.33: More intensive uses that generate high volumes of traffic should be located at the intersections of major thoroughfares where sufficient roadway capacity can be provided.

LAND USE, GROWTH SEQUENCING AND DEMOGRAPHIC PROJECTIONS

In addition to the existing land use pattern analysis, there are five basic elements that serve to form the basis for future land use recommendations: future population projections, future land use requirements, land use intensity, land use quantity, and land use compatibility. An assumption regarding land use requirements that has been found to be valid in most communities throughout the country is that the ratio or percentage of land use acres consumed relative to the population is often generally the same in the future as it currently exists. Table 4.3, *Growth Sequencing and Demographic Projections*, on the following page, illustrates how existing “Base Year” land uses (Column 1) have been projected into the future based on the Growth Sequencing Program, and associated Current (2015-2020), Primary (2020-2025), Secondary (2025-2030) and Tertiary (2030-2035) Growth Areas (Columns 2-5), depicted on Map 4.1, *Growth Sequencing Program*. In developing the *Future Land Use Map* the principal objectives include:

1. accommodating the 2035 demographic projection land development and open space requirements; and
2. projecting forward, to the degree possible, the general percentages of land uses existing within Base Year (2015).

As identified within Chapter 1, *Planning Context*, Figure 1.16, *Population Growth (1980-2040)*, it is estimated that by 2035, the population within the Planning Area will grow to 362,388 persons, as depicted in Row 2 of Table 4.3. The projected population increase per five-year Development Horizon is indicated in Row 3.

The acreage available to accommodate residential and non-residential growth is provided in Rows 5-9. While the total Planning Area (City limits plus Urban Growth Boundary) acreage is 115,045 (Row 5), the lands identified within the Growth Sequencing Acreage (Row 9) amounts to 31,758 acres, or 27.6 percent of the undeveloped lands within the Planning Area. The lands outside of the Growth Sequencing Program (and this Plan’s 20-year time horizon) amount to 29,611 acres and is classified as Rural Undeveloped, RU (Row 8), and primarily consist of undeveloped, agricultural lands, as described on page 4.14.

Residential and Non-Residential land use classifications and projected area requirements are indicated within Rows 10-24. Beginning with Column 1, Base Year (2015), the land requirements associated with each consecutive Development Horizon (Columns 2-5) is calculated. Residential land use projections of varying densities are depicted in Rows 10-14, beginning with the least dense, proposed Suburban Estate (SE), and its existing counterpart NC1 (Row 10); extending to the most dense, Auto-Urban Multi-Family (MF), and its existing counterpart NC4 (Row 13). As indicated in Row 14, although Residential acreage increased by 22,380 acres (Row 14, Column 6), the percentage of Residential acreage remains relatively constant.

With respect to Non-Residential land use area estimates (Rows 15-24), the following general conditions should be noted. As described, Suburban (Neighborhood) Commercial (SC) land use classification is intended to promote small-scale retail establishments adjacent to residential neighborhoods so as to reduce drive times and increase walkability. These uses are typically one to three acres (max.) in size and will typically be located at the intersection of a Local street and a Community Collector. Neighborhood Commercial land uses will typically be difficult to retrofit into existing residential environments though the use should be planned for within new residential subdivisions (refer to Land Use Policies 4.19 and 4.20). Because new residential development is being proposed in essentially undeveloped, “green grass” areas, the supporting transportation infrastructure is not present; so it is difficult to locate on the *Future Land Use Map* the full complement of Neighborhood Commercial uses envisioned to serve the Planning Area’s future population. It is recommended within the Neighborhood Enhancement Strategies (page 4.45) that new residential subdivisions identify the locations of Neighborhood Commercial uses as part of the plan submittal, review and permitting process.

On the *Future Land Use Map* there are areas proposed for Urban Commercial / Mixed-Use (UC) land use classification that occur outside of the Growth Sequencing Program Areas, and are associated with areas recommended for redevelopment; as described within the *Growth Areas: Neighborhood, District and Corridor* section of this chapter (page 4.44). Consequently, because this land use classification does not exist within Murfreesboro, the area requirements to accommodate the Urban Commercial / Mixed-Use category have been included within the Base Year (2015) category (Line 15, Column 1).

Certain land uses have deliberately not been included on the *Future Land Use Map*, including future Public

TABLE 4.3, GROWTH SEQUENCING AND DEMOGRAPHIC PROJECTIONS

		1	2	3	4	5	6
1	Development Horizon	2015	2020	2025	2030	2035	2040
2	Demographic Projection: Planning Area ¹	202,140	233,164	268,917	315,277	362,388	404,772
	City:	124,745	145,259	168,403	194,208	228,090	259,292
	Urban Growth Boundary:	77,395	87,905	100,514	121,069	134,298	145,480
3	Population Increase per 5-year Increment		31,024	35,753	46,360	47,111	42,384
4	TOTAL Population Growth in Planning Area (City Limits + UGB)					160,248	

	Period	Base Year (2015)	Current (2015-2020)	Primary Growth Areas (2020-2025)	Secondary Growth Areas (2025-2030)	Tertiary Growth Areas (2030-2035)	TOTAL
5	Planning Area Acreage (City Limits + UGB)						115,045
6	Roadway Rights-of-Way (ROW):	4,940					4.2%
7	Total Developed Acreage (City Limits + UGB)	48,934					42.5%
8	Rural Undeveloped (RU)	29,611					25.7%
9	Growth Sequencing Acreage	31,758	13,050	4,180	10,820	3,708	27.6%

Residential Land Use Acreages

10	Suburban Estate (SE) / NC1 Density: 1.0 DU/acre: Population: 2.73 persons/unit: ³ Acres: Percent of Area:	6,291	12.9%	89 (242) 89	560 (1,529) 560	1,759 (4,802) 1,759	0.0 (0.0) 0.0	2,408 (6,572) 2,408	7.6%
11	Suburban Residential (SR) / NC2 Density: 2.42 DU/acre: Population: 2.73 persons/unit: ³ Acres: Percent of Area:	21,398	43.7%	8,872 (24,221) 3,666	3,771 (10,294) 1,558	15,014 (40,987) 6,204	6,495 (17,730) 2,684	34,151 (93,232) 14,112	44.4%
12	Auto-Urban (General) Residential (AUR) / NC3 Density: 4.4 DU/acre: Population: 2.25 persons/unit: Acres: Percent of Area:	252	0.5%	16,522 (37,174) 3,755	1,602 (3,604) 364	2,675 (6,018) 608	643 (1,447) 146	21,442 (48,243) 4,873	6.0%
13	Auto-Urban Multi-Family (AUMF) / NC4 Density: 20.0 DU/acre: Population: 2.0 persons/unit: Acres: Percent of Area:	872	13.9%	11,248 (22,496) 562	813 (1,626) 41	6,706 (13,412) 335	990 (1,980) 49	19,757 (39,513) 988.0	3.1%
14	Total Residential Acreage (not incl. UC District):	28,813	71%	8,072	2,523	8,906	2,879	22,380	70.0%

Non-Residential Land Use Acreages

15	Suburban (Neighborhood) Commercial (SC):	407	0.8%	193	1	49	0	243	0.7%
16	Auto-Urban (General) Commercial (GC):	3,737	7.6%	1,405	385	279	58	2,127	6.7%
17	Central Business District (CBD):	95	.19%	0	0	0	0	95	0.3%
18	Urban Commercial / Mixed-Use (UC): ⁴ Density: 20.0 DU/acre: Population: 2.0 persons/unit: Acres:	23,020 46,040 1,151	2.3%	15,938 (31,877) 1,594	2,787 (5,573) 279	8,983 (17,966) 898	7,417 14,833 742	35,125 (70,249) 3,512	11.0%
19	Business Park (BP):	1,660	3.4%	769	265	28	0	1,063	3.3%
20	Heavy Industrial (HI):	3,089	6.3%	0	514	0	0	514	1.6%
21	Light Industrial (LI):	1,544	3.1%	459	156	498	0	1,113	3.5%
22	Public / Institutional (PI): ^{5, 6} (needed, not currently provided)	4,905	10%	227	10	14	0	MCS: 225 RCSD: 800	3.2%
23	Park / Open Space (P): (not currently provided)	1,100	2.2%	TBD	TBD	TBD	TBD	TBD	XX
24	Total Nonresidential Acreage	16,558	35.9%					9,692	30.0%
25	TOTAL Estimated Population Accommodated by Proposed Future Residential Land Uses:	46,040		116,010	23,186	83,185	35,990	304,411	

NOTES

- Five-year demographic projections taken from Chapter 1, Planning Context, Figure 1.16, Population Growth (1980-2040).
- Existing land use acreages within the growth sequencing areas make-up 60 percent of land area and have been included within Base year (2015) Column No. 1.
- Persons per Household extrapolated from 2010 US Census Bureau American FactFinder data for Rutherford County, TN.
- Urban Commercial / Mixed Use areas outside of the growth sequencing areas represent areas recommended for redevelopment as outlined in this Plan; and are factored-in to the Base Year (2015) acreage calculation.
- Projected number of MCS and RCSD schools and area requirements from Chapter 2, Growth Capacity and Infrastructure, Section 2.11, Education
- Public facilities (e.g.: police and fire stations) were not factored into PI growth numbers.

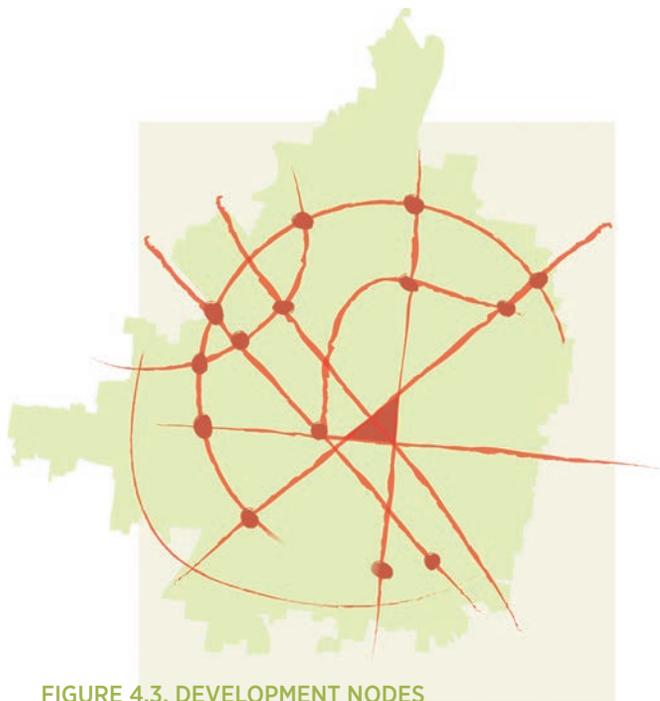


FIGURE 4.3, DEVELOPMENT NODES

/ Institutional (PI) land uses (Row 22); and future Park / Open Space (P) land uses (Row 23). For future PI uses, the projected number of Murfreesboro City Schools (MCS) and Rutherford County School District (RCSD) schools and area requirements were identified in Chapter 2, *Growth Capacity and Infrastructure*, Section 2.11, *Education*. Likewise, the area requirements for future parks, while estimated in Chapter 6, *Parks, Recreation and Open Space*, will not be fully determined until the City commences with a Parks and Recreation Master Plan.

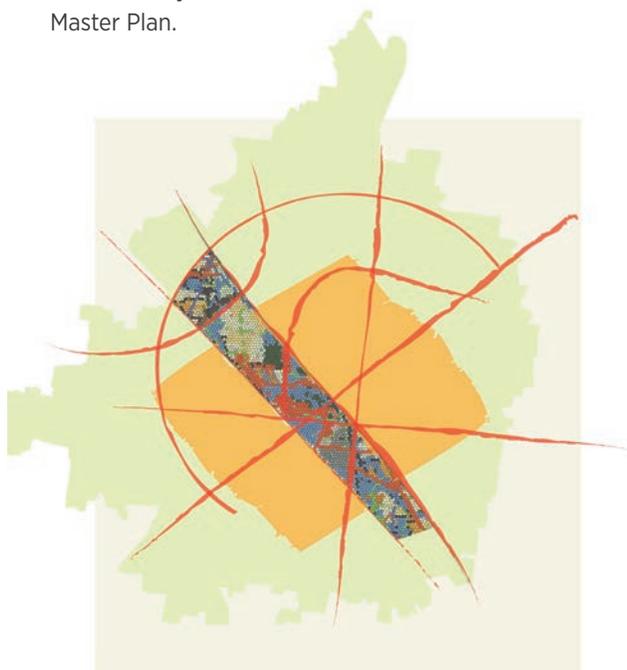


FIGURE 4.4, CENTRALIZING NON-RESIDENTIAL DEVELOPMENT

4.6 Future Development Pattern

Development Pattern: Key Concepts

ON TRANSIT-ORIENTED DEVELOPMENT

The Nashville Area MPO *2035 Regional Transportation Plan* describes an array of mass transit options to decrease the number of automobiles on the street, thereby reducing traffic and congestion, accidents and fatalities, drive times and emissions. Mass transit options include:

- ▶ **Commuter Transit:** This service would mainly be operated during the periods of day when commuting is at its heaviest levels (e.g., morning and evening rush hours) and serves to connect regional employment centers with suburban residential areas.
- ▶ **Rapid Transit:** This service is intended to move large numbers of people along well-defined corridors to a variety of employment, retail, and recreational destinations throughout day, not just the peak commuting periods. Rapid transit operates in fixed-guideway or exclusive lanes with limited stops at designated stations. Examples of technologies used to provide rapid transit include heavy rail, light rail, and bus rapid transit.
- ▶ **Urban Fixed-Route Transit:** Large- and medium-sized buses use the existing road network to carry from 30 to 50 passengers on shorter trips on scheduled routes, usually with unlimited stops, although sometimes offering express service.
- ▶ **Suburban or Community Circulators:** Circulator services primarily focus on connecting neighborhoods or job centers to other primary destinations including connections to other transit service. They are operated using a variety of methods including buses, shuttles, vans and in some cases can be offered as door-to-door services or flexibly routed services within individual communities, as well as in low-density, rural areas.
- ▶ **Demand-Response/ Paratransit:** Shared ride/door to door/flexibly routed services are van or small bus-based services that generally operate in lower density areas (with fewer residences per square mile).

Determining which type(s) of mass transit will serve the Murfreesboro-Nashville area will largely be determined

upon cost, alignment, and constructibility. This Plan assumes that within its 20-year time horizon some sort of mass transit will be implemented between Murfreesboro and Nashville. It is envisioned that transit-oriented development will occur at key transit stations, including the proposed transit center within the Murfreesboro Bottoms area and at the TN SR 840 / Interstate 24 interchange, as delineated on the *Future Land Use Map*.

ON DEVELOPMENT NODES

As with many cities, Murfreesboro has grown outward along a radial pattern of thoroughfares which emanate from its core. Several roadways, including Middle Tennessee Boulevard, S./N. Rutherford Boulevard, and Veterans Parkway form incomplete concentric rings around Murfreesboro's Downtown and connect the radiating arterials. As discussed within Chapter 2, *Growth*

Capacity and Infrastructure, to maximize the highest and best use of available land within the Planning Area, this Plan encourages balancing contiguous, greenfield development extending outward from its core, with infill and redevelopment opportunities. As discussed within Chapter 3, *Mobility*, this plan also encourages provision of multi-modal transportation options, including increased active transportation and reduced vehicular travel times resulting from more compact and proximal development.

As illustrated in Figure 4.3, *Development Nodes*, mixed-use, commercial/retail land uses are proposed to be concentrated at the interchanges of key arterial thoroughfares; thus providing more convenient access to non-residential support services for a greater number of Murfreesboro's citizens.

ON CENTRALIZING NON-RESIDENTIAL DEVELOPMENT

Extending from the northwest to the southeast, the City of Murfreesboro is bisected by a significant multi-modal transportation corridor, consisting primarily of Interstate 24, NW Broad Street, Old Nashville Highway and the CSX Rail line. As a result, as illustrated in Figure 4.4, *Centralizing Non-residential Development*, this approximately two-mile wide corridor is predominantly composed of non-residential development, including commercial/retail, office, light (distribution/warehousing) and heavy industrial land uses. Residential development of varying densities flanks both sides of this corridor.

While on the one hand, this Plan, and its *Future Land Use Map*, attempts to decentralize non-residential land uses by focusing on development nodes, it also concentrates and centralizes non-residential land uses between I-24 and NW Broad Street, in order to take full advantage of multi-modal transportation access within the corridor, and minimize travel times from residential areas.

Growth Areas: Neighborhood, District and Corridor

The following proposed redevelopment scenarios are used to illustrate, at ground level, the goals and policies, as described within this chapter and depicted in the *Future Land Use Map*, for redeveloping several subareas of the City worthy of intervention. Each sub-area, whether a neighborhood, district, or corridor, will

BRING IN MORE RETAIL, UPSCALE RESTAURANTS, AND MIXED-USE.

Murfreesboro needs to invest in bringing in more mixed-use buildings particularly downtown. Downtown seems frozen in time about 25 years behind other peer cities (Chattanooga, Asheville, Huntsville, etc.) Height restrictions need to be relaxed downtown in order to bring in apartments, condos, and headquarters; it's time to go vertical. The City should also limit sprawl by focusing on higher density developments similar to Gateway Village, Hill Center (Green Hills), and various other projects. The City has the services, quality of life, and schools, but lacks the adequate infrastructure to ease traffic congestion. I'd like to see Murfreesboro become more walkable/bikeable with sidewalks on major corridors such as Clark/Middle Tenn Boulevard, Greenland Drive, Memorial Boulevard etc. I'd like to see decentralized commercial development. For example, it does not make sense to for residents to drive across town to Old Fort Parkway or Medical Center to shop and dine.

require some level of investment on the part of the City to stimulate private sector participation. This may be in the form of a special taxation district, as described in Chapter 2, *Growth Capacity and Infrastructure*, or it may include the provision of upgraded utilities infrastructure; or it may be assistance with land assembly. To advance these concepts, each sub-area will require the formulation of a site redevelopment program, illustrative plans and perspectives and order of magnitude costs in order to gain public support, test market feasibility and evaluate general constructibility. Additionally, each sub-area will require regulating plans and a full suite of design guidelines and performance standards to regulate form and intensity, and ensure predictable, high-quality redevelopment.

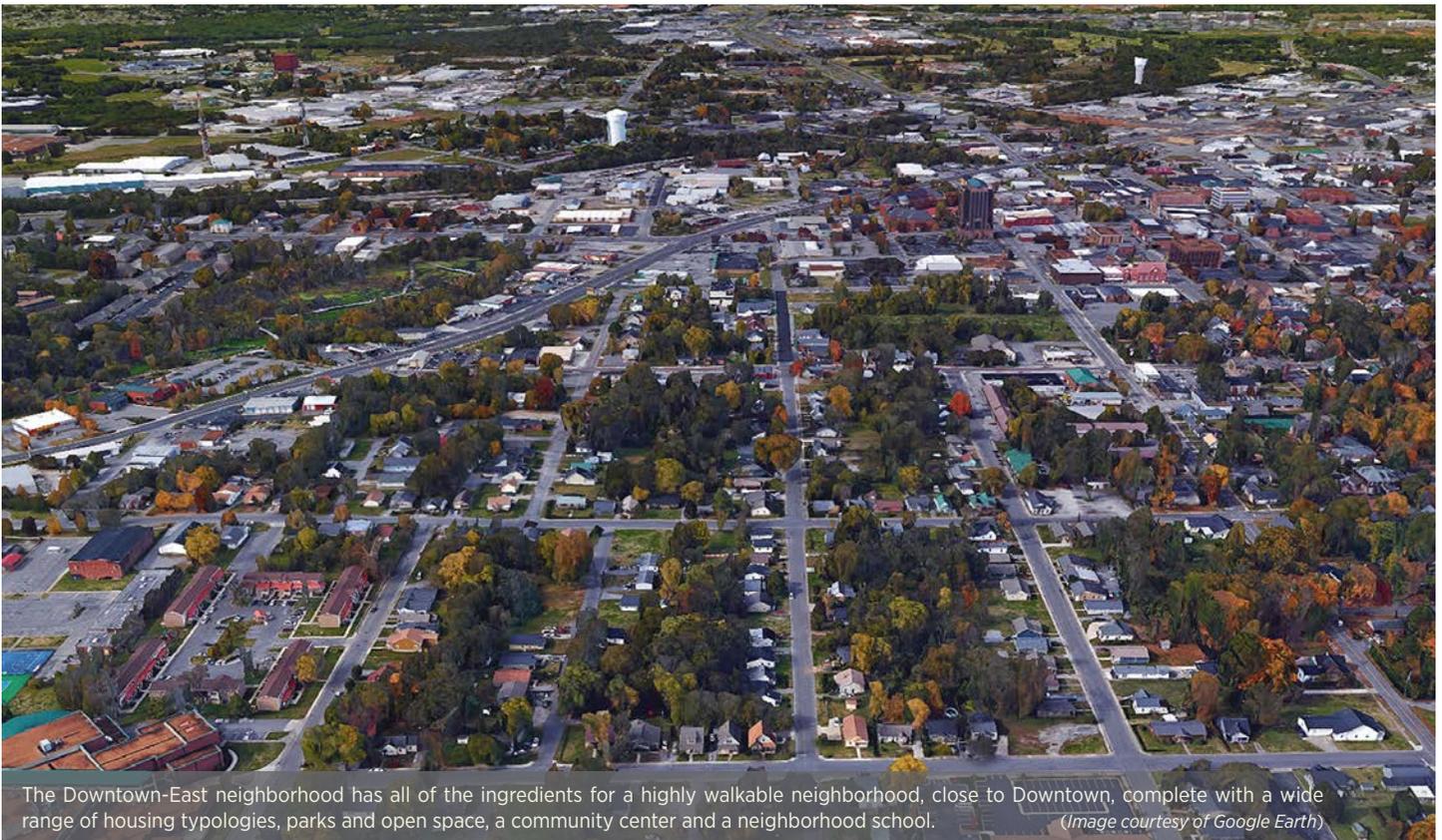
Neighborhoods

DOWNTOWN-EAST NEIGHBORHOOD

As described in Chapter 5, *Housing and Neighborhoods* and illustrated in corresponding Map 5.2, *Neighborhood Analysis*, the neighborhoods immediately south and north of the E. Main Street Historic District, while possessing several appealing and distinctive qualities, faces several challenges that threaten its viability. There

are numerous run-down and blighted structures and vacant lots. Crime is fairly pervasive and somewhat concentrated in this area (refer to www.crimemapping.com). Several streets lack adequate lighting. Because residential parcels are typically around 5,000 square feet on average, parking is relegated to the street, which, in many cases, is difficult to accommodate because many streets are too narrow to adequately support two-way traffic.

However, this is a very compact and walkable neighborhood. There is a healthy mix of retail, in the form of corner grocery stores, restaurants, and other neighborhood services. Many streets have sidewalks. The Patterson Park Community Center and Bradley Academy flank the southern edge of the neighborhood and Rutherford County School District's Central Magnet School flanks the northern border of this neighborhood. Incenting reinvestment in this neighborhood, however, will remain a challenge without some form of municipal and non-governmental organization (NGO) intervention, (hence the land use classification of Neighborhood Restoration). As identified in Chapter 5, *Housing and Neighborhoods*, compact and energy efficient housing prototypes need to be identified that will fit on small parcels, and enhance and perpetuate neighborhood



The Downtown-East neighborhood has all of the ingredients for a highly walkable neighborhood, close to Downtown, complete with a wide range of housing typologies, parks and open space, a community center and a neighborhood school. *(Image courtesy of Google Earth)*

FIGURE 4.5, DOWNTOWN-EAST NEIGHBORHOOD

character while providing people with a dignified and viable living environment.

BOTTOMS NEIGHBORHOOD

Another residential neighborhood that has been classified Neighborhood Restoration is just west of the area referred to as the Murfreesboro Bottoms and south of Old Fort Parkway. Located within this neighborhood is the Rutherford County School District's McFadden School of Excellence, the abandoned Franklin Heights public housing project, several industrial and light industrial land uses (including distribution and warehousing facilities, a brickyard, a reclaimed lumber yard, the Mayday Brewing Company, and a recycling center), the MWSD water tower, a fairly substantial electrical transmission transfer station, and a small park. Residential blocks are rectangular in configuration. Some streets have sidewalks. Of the residential housing, most single family detached units are modest but well-kept. There is a large proportion of duplexes flanking W. Main Street and immediately adjacent to restaurants on the south side of Old Fort Parkway. There are several vacant lots.

While in close proximity to Downtown, this neighborhood is sandwiched in between industrial uses and appears to be losing its integrity due to the previously mentioned

land uses, most of which are incompatible to a residential neighborhood environment.

As with the Downtown-East neighborhood, the Bottoms neighborhood requires reinvestment in the form of significant buffering between incompatible land uses, streetscape treatment (e.g., street trees, and street lighting), residential infill and redevelopment,

NEIGHBORHOOD ENHANCEMENT STRATEGIES

STRATEGY 4.6.1: *Cultivate redevelopment partnerships.*

ACTIONS AND INITIATIVES

1. The City should meet with non-profit organizations and community development corporations, including the Murfreesboro Housing Authority, to identify strategies and techniques for revitalizing this neighborhood.
2. Convene neighborhood meetings to determine citizen concerns and barriers to redevelopment.

STRATEGY 4.6.2: *Remove barriers to redevelopment.*

ACTIONS AND INITIATIVES

1. Analyze utilities infrastructure condition and capacity and repair in conjunction with building restoration and new construction.



The street layout, block size and the size of residential parcels is conducive to the development of a highly walkable neighborhood in close proximity to Murfreesboro's Downtown.
(Image courtesy of Google Earth)

FIGURE 4.6, BOTTOMS NEIGHBORHOOD

STRATEGY 4.6.3: *Participate in a neighborhood demonstration redevelopment project.*

The City should consider participating in developing a demonstration redevelopment project for this neighborhood.

ACTIONS AND INITIATIVES

1. Consider partnering with the Murfreesboro Housing Authority to assemble parcels directly adjacent to the abandoned Franklin Heights public housing project (including along Kenslo Avenue and Industrial Drive) and redevelop based on a mixed-use, compact residential development program.

STRATEGY 4.6.4: Encourage the development of Neighborhood Commercial land uses within established neighborhoods requiring intervention.

ACTIONS AND INITIATIVES

1. Consider revising the City's land development regulations to allow home-based businesses.

Districts

For the purposes of describing future land use recommendations, certain districts of Murfreesboro have been identified as planning districts to illustrate the character of certain areas in need of redevelopment consideration. These districts are subareas of the community that exemplify particular social and economic issues and (re)development challenges; and



as a result, are being used within this chapter to illustrate proposed remedial redevelopment applications and the inclusion of complementary land uses.

DOWNTOWN (CENTRAL BUSINESS DISTRICT)

Murfreesboro's Central Business District endures as a viable commercial center. Long ago, outlying highway- and arterial-oriented commercial areas, such as the Stones River Mall, The Gateway, and "big-box" clusters eclipsed the stature of the Downtown as the City's dominant shopping area. As discussed in Chapter 2, *Growth Capacity and Infrastructure*, in order to remain viable, the area must continue to transform itself into a specialized retail, entertainment, business and governmental center. The City must commit to ensuring its Downtown's long-term sustainability by taking decisive steps toward securing its long-term future role as a destination; and will need to make significant investments that strengthen its economic sustainability, and eventually re-establish its prominence as a symbol of Murfreesboro's quality of life and economic well being.

Existing Conditions

The City's current Downtown is generally bounded by Broad Street to the southwest, Front Street to the west, mid-block between Lytle Street and College Street to the north, and S. Academy Street to the east. The Downtown is predominantly zoned Central Business District (CBD) and is comprised of 45.98 acres (147 parcels) of mixed-use commercial/retail, office, residential, and institutional land uses. Block sizes are typically 330 feet square. A significant portion of this district is composed of surface parking as the only structured parking area is part of the City Hall-Linebaugh Public Library complex.

The Downtown Central Business District is surrounded on three sides by lands zoned Commercial Local (CL) and on the fourth side, Residential General Office (OG-

IDEA TITLE: DOWNTOWN REVITALIZATION

I would like to see some of the older and historic buildings on the square improved. Many property owners have unused space on the second floor due to zoning ordinances surrounding sprinkler systems. The cost is prohibitive for them to upgrade their buildings to accommodate second floor tenants. I have heard ideas of grants for these business and property owners. I think a partnership with the city to improve buildings would help create better downtown (Square) business and retail space, as well as improve the overall aesthetics of the Square.

R) districts. To the south and west, development beyond Broad Street, in the area known as the Murfreesboro Bottoms, is zoned Heavy Industrial (H-I) and consists of equipment and material warehousing, metal working, and scrap metal and salvage; generally associated with rail spurs off of the CSX Railroad line. Further west of the CSX line is the previously-mentioned Bottoms West neighborhood, beyond which is a mixture of marginal uses, including a subsidized housing complex, a manufactured home park, and more H-I warehousing; the Rutherford County Jail; culminating in the Heritage Farms Dairy, Johnson Controls, and other businesses, located to take advantage of convenient access to the New Salem Road interchange on to Interstate 24.

Spanning to the northwest of Downtown, the compact urban character of the Court House Square gradually erodes into predominantly Auto-Urban (General) Commercial enterprises composed of one-story buildings and surface parking lots; culminating in a large strip center flanking Memorial Boulevard.

All in all, there is a significant amount of extremely marginal land uses haphazardly located around the Downtown area; the majority of which is ripe for redevelopment. In the near future it is predicted that land values will eclipse the marginal values of existing improvements. Much of the commercial and warehousing land uses around the intersection of Broad Street and Old Fort Parkway - the payday lending businesses, check cashing stores, tattoo parlors - represent an era of Murfreesboro that is long past.

Recommended Future Land Uses

As depicted on the *Future Land Use Map*, it is recommended that the mixed-use, Urban Commercial / Mixed-Use (UC) character of the Downtown CBD be significantly expanded from its current footprint and extended to the southwest - toward the intersection of New Salem Highway (TN SR 99) and Interstate 24, and to the northwest, beyond Old Fort Parkway, along NW Broad Street.

Recommended Character

The character of development within this Downtown expansion area would include a concentrated mix of complementary uses housed in three to 10 story buildings with little to no setbacks from the property lines, and surrounded by an expansive pedestrian realm with wide sidewalks, outdoor seating and dining. Parking would be accommodated in structured parking decks that would be factored-in to the overall floor-to-area ratio (FAR) requirement. This development

character would be bordered by a band of Auto-Urban (General) Commercial uses along Old Fort Parkway. The street grid would need to be realigned in several key areas in order to apply more rigorous Urban Commercial / Mixed-Use (UC) design standards, in keeping with an urban environment. The Downtown expansion area would be defined to the southwest by Salem Highway (TN SR 99), Middle Tennessee Boulevard; and Old Salem Road, which would be redeveloped to provide direct access to the City Hall and its parking garage. To the northwest, the Downtown expansion area would be defined in part by the CSX Railroad line, Medical Center Parkway, though extending northward on both sides of NW Broad Street / Old Nashville Highway.

The Bottoms Neighborhood Restoration district would gradually be redeveloped into an urban village containing small-lot, executive urban style (General Residential) housing, oriented around a central urban plaza or open space area.

BLACKMAN COMMUNITY

The *General Development Plan for the Blackman Community* was produced in 2000 and lays out a comprehensive vision for directing and managing growth and development within the Blackman community over a 20 year timeframe (Future Year 2020). The study area of this plan encompasses much of northwestern Murfreesboro, is bounded to the east by Interstate 24, and is comprised of approximately 7,500 acres. From east to west, the study area is generally bisected by Manson Pike, TN SR 840 and TN SR 96 (Franklin Road). Significant north-south corridors include Veterans Highway (formerly Beesley Road), Fortress Boulevard, and Brinkley Road. Since the development of this plan, interchanges have been constructed at Interstate 24 and TN SR 840, and Veterans Parkway and TN SR 840. Additionally, the Blackman School Campus (elementary, middle and high) has also been completed and provides a civic hub for the community. The confluence of Puckett Creek and Overall Creek occurs just north of the school campus.

Several land use policy statements, the result of significant community engagement and input associated with the drafting of the *General Development Plan for the Blackman Community*, have been adapted and made part of this Comprehensive Plan so as to inform and reinforce the land use classifications proposed for the Blackman sub-area on the *Future Land Use Map*, including the following (refer to Figure 4.7, *Blackman Future Land Use Map, 2000*, following page):

1. General Residential Policies

Policy 1A: Pattern of Development. Appropriate infilling of develop-able vacant land should be encouraged and promoted in order to achieve greater utilization of municipal services and facilities, to reduce the need for the costly extension of services. New residential development should be encouraged and supported in areas contiguous to existing development, where extension of municipal services can be accomplished in an orderly and efficient manner.

Policy 1B: Land Carrying Capacity. The intensity of residential development should be appropriately related to the ability of the land to accommodate that development without jeopardizing the health and safety of future occupants.

Policy 1C: Cluster Development / Traditional Neighborhood Design Principles Encouraged. Within all residential areas, the principles of cluster development

and Traditional Neighborhood Design (TND) are encouraged by this Plan. These design philosophies and tools permit the development of unified and harmonious neighborhoods in which sensitive natural areas are protected and a sense of place and connection to the community are fostered.

The following sub-principles shall constitute the framework of design guidelines and site design regulations to be utilized for developments occurring in the Blackman area:

AVOID:

- ▶ Disturbing areas adjacent to stream buffer areas or wetlands.
- ▶ Developing on steep slopes or building on hilltops when the development may be highly visible from adjacent properties.

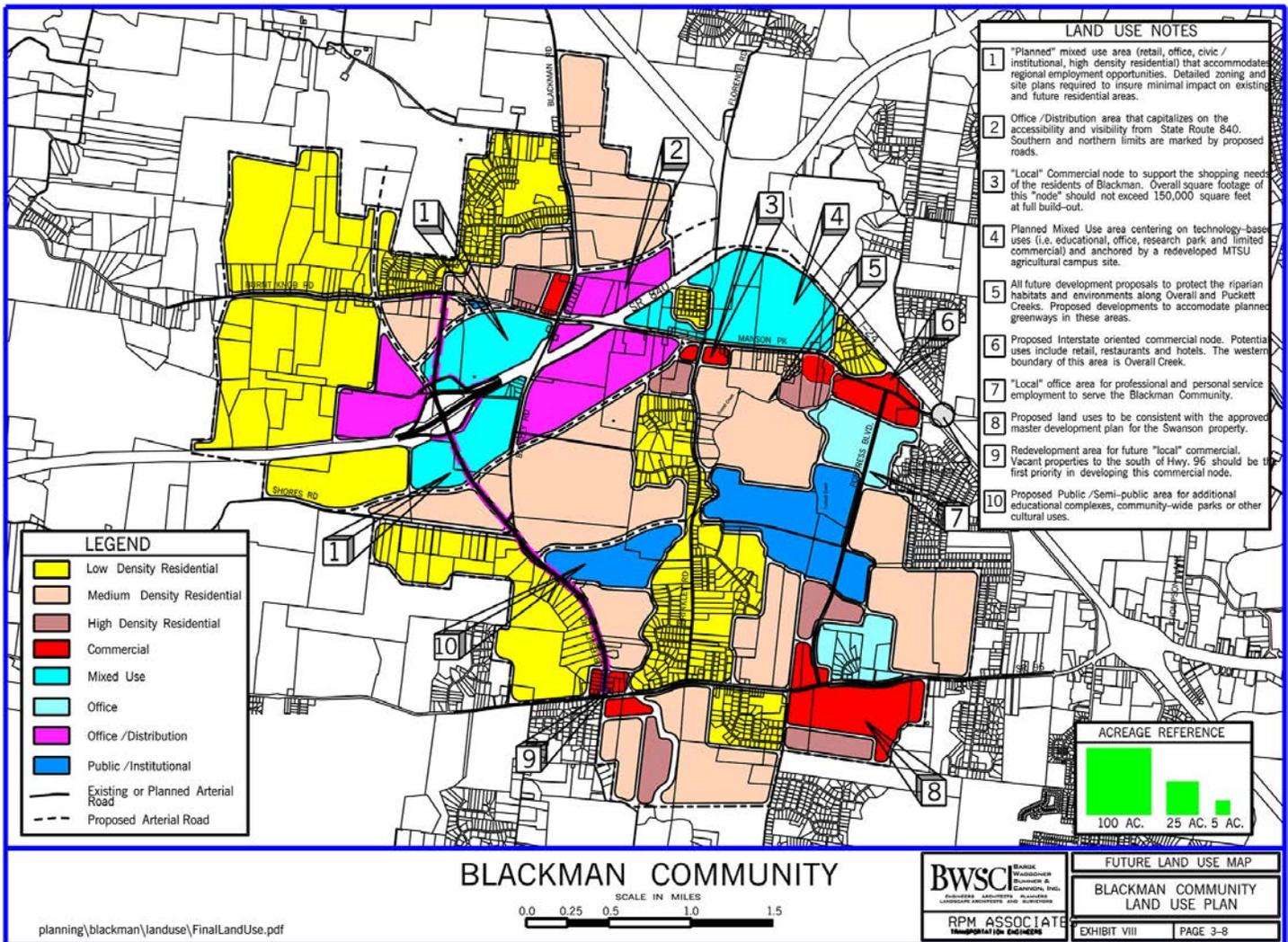


FIGURE 4.7, BLACKMAN FUTURE LAND USE MAP, 2000

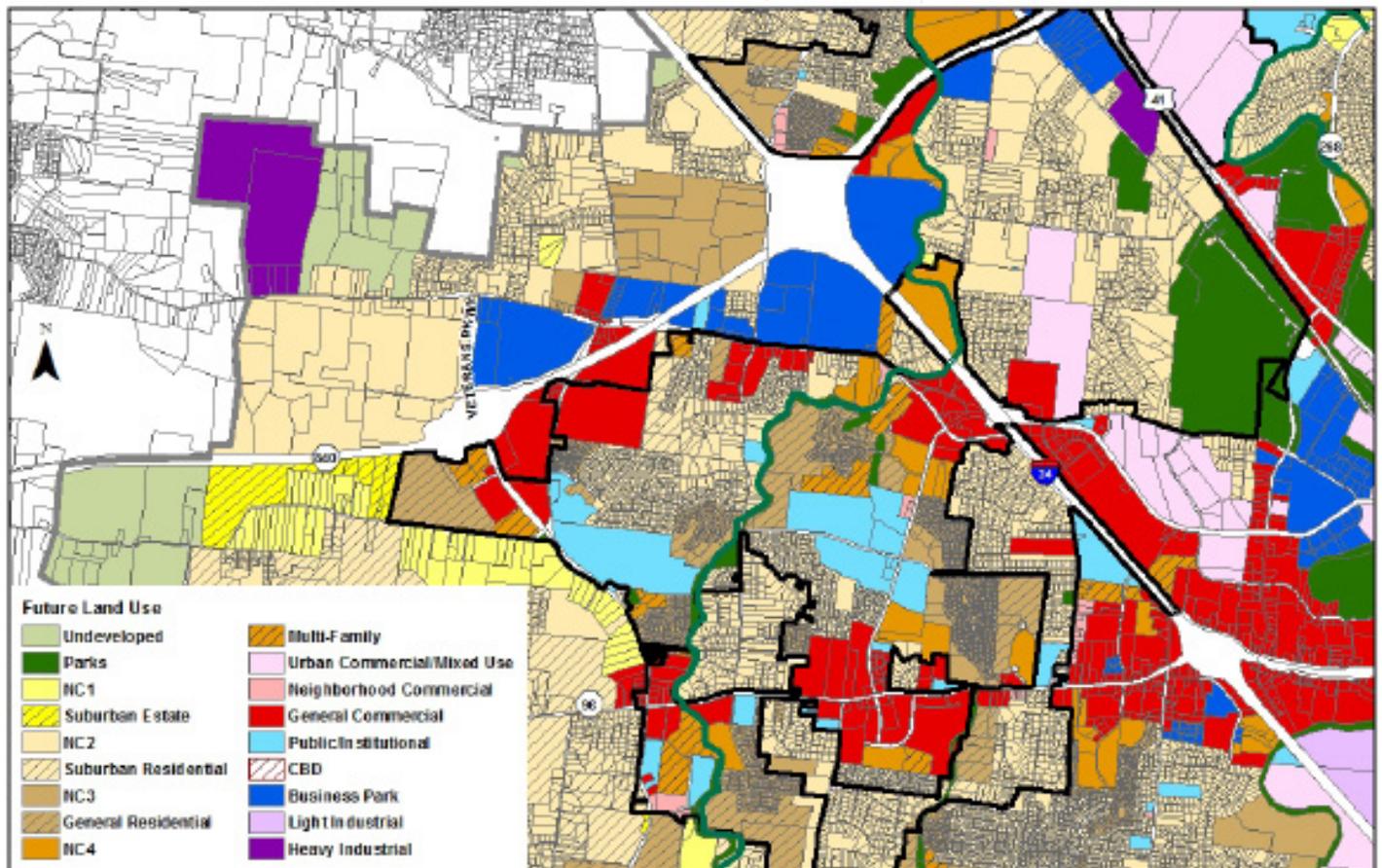


FIGURE 4.8, FLU MAP ENLARGEMENT OF BLACKMAN COMMUNITY

- ▶ Placing numerous houses with access drives along collector and arterial roads (interior lotting patterns required of new developments).
- ▶ Backing houses directly or visibly onto collector and arterial roads (utilize landscaped bufferyards to screen and protect these uses).
- ▶ Destroying existing tree stands or hedgerows, especially along rights-of-way and between adjacent properties.

ENCOURAGE AND INCENT:

- ▶ Substantial buffering and screening for development near all public rights-of-way on collectors and arterials.
- ▶ Preservation and enhancement of existing hedgerows and wooded areas.
- ▶ Appropriate setbacks and buffering between housing and existing or proposed active agricultural areas (or historic sites).
- ▶ Homeowner-managed recreation areas and common spaces within larger clusters of housing inside individual developments.

- ▶ Covenants or easements to permanently protect the undeveloped open space areas that remain after clustering is accomplished (refer to Chapter 2, *Growth Capacity and Infrastructure*, Strategy 2.1.1, Action 9).
- ▶ Flexibility in bulk regulations to provide for designs that use long and narrow lots to create traditional neighborhood layouts.
- ▶ Refinement of road and street design to better protect existing topography and landscape features such as streams and drainage patterns.
- ▶ Architectural match of house size and design to terrain, lot size, and scale of subdivision as a whole.
- ▶ Community design details and common outdoor environment through street tree plantings, location of green space, focal points, and landmarks.
- ▶ Adaptive reuse of historic structures within appropriate historic conservation plan.

Policy 1D: Large Scale Development Considerations (Ensuring Flexibility by Design). Often, large scale residential projects are done in phases based on a “concept” plan for the entire development. Two factors

which should be carefully considered in approval of large-scale projects include:

- ▶ The relationship between the overall site master plan and the land use plan for the larger area; and
- ▶ Alternative development patterns that would be appropriate for later phases of the development in response to change in market conditions or other factors which affect the overall site master plan.

These alternatives should be clearly expressed on the overall site master plan.

2. Policies Related to Public/Institutional Land Use Classification

Policy 2A: Appropriate Uses: Areas designated as P/I are existing and proposed areas of major institutional or educational uses, active and/or passive recreational use, areas containing environmentally sensitive or significant areas, and major public facilities.

Policy 2B: Intergovernmental Coordination and Development of P/I Areas. The City should coordinate with other state and local government agencies or bodies in order to develop public facilities and/or service centers in areas which contain existing public uses in order to create a “civic hub” for Blackman.

3. Provision of Greenway and Bikeway Connectors by Private Developments

As with the *General Development Plan for the Blackman Community*, and as discussed within Chapter 3, *Mobility*, this Plan strongly encourages the continued development of a regional greenway/bikeway network within Rutherford County. To provide the Blackman community’s contribution to this effort, this Plan recommends that all new developments incorporate the proposed greenway network into their development plans. Furthermore, private developments should be encouraged to dedicate the land, integrate the design, and construct the proposed greenway or bikeway (per current city/county standards) for that portion of proposed greenway on their property.

As discussed in Chapter 7, *Economic Development*, it is envisioned that the TN SR 840 / Interstate 24 interchange would be developed into a mixed-use, research / technology business park. A business park in this area would likely draw upon professionals living within the Nashville metropolitan area in addition to those living in Murfreesboro. The business park would incorporate the Middle Tennessee State University (MTSU) lands south of the interchange and would be



A sub-district of the Downtown (CBD) Expansion program, the Murfreesboro Bottoms Redevelopment program envisions daylighting Town Creek and developing a pedestrian promenade which would connect Old Canonsburgh Village and the Lytle Creek Trailhead with the Murfree Spring Discovery Center. (Image courtesy of Google Earth)

FIGURE 4.9, MURFREESBORO BOTTOMS REDEVELOPMENT PROGRAM AREA

flanked by Manson Pike to the south, Blackman Road to the west, and Overall Creek to the east. General Residential (GR) and General Commercial (GC) land uses immediately adjacent to the business park would provide convenient living accommodations for young professionals. As discussed in Chapter 2, Growth Capacity and Infrastructure, development to the west of the I-24 / TN SR 840 interchange would need to address significant drainage issues due to complex karst drainage basins in proximity to Burnt Knob and Shores Road.

MURFREESBORO BOTTOMS REDEVELOPMENT PROGRAM

As discussed in Chapter 2, *Growth Capacity and Infrastructure*; and depicted in Chapter 6, *Parks, Recreation, and Open Space* (Figure 6.6, *Lytle Creek Greenway Extension*), with the construction of the Bridge over Broad Street and the new Transit Center on W. Main Street and Bridge Street; and the proposed daylighting of Town Creek, from the Old Cannonsburgh Village to the Discovery Center; the area referred to as Murfreesboro Bottoms represents a significant redevelopment opportunity for the City (refer to Figure

4.9, *Murfreesboro Bottoms Redevelopment Program Area*, previous page).

Recommended Character

It is envisioned that the street pattern within the Murfreesboro Bottoms would be realigned to work with the new Town Creek pedestrian promenade and Old Cannonsburgh Village and accommodate a more formal, orthogonal street grid.

MTSU STUDENT VILLAGE

As discussed within Chapter 5, *Housing and Neighborhoods*, one of the issues facing MTSU is that it remains essentially a commuter campus, where students leave the campus (and community) on the weekends to return home to Nashville and elsewhere. This is the result of several factors, one of which is that there is not a commercial district associated with the MTSU campus, as with many colleges and universities. The campus is located on the eastern edge of the city, tucked away from Downtown and other commercial centers. In addition to developing a stronger connection between Downtown Murfreesboro and MTSU, establishing a commercial area that would cater to students' social life



FIGURE 4.10, PROPOSED MTSU STUDENT VILLAGE

would help retain students within the community, not only during their academic tenure, but hopefully for the longer term, as they seek professional occupations in and around the region.

As depicted in Figure 4.10, *Proposed MTSU Student Village* (previous page), the area north of MTSU that is bisected in part by Old Lascassas Highway and New Lascassas Highway (TN SR 96) is primarily composed of student and multi-family housing. As these residential developments decline and are deemed worthy of redevelopment, they should be redeveloped according to an overarching master plan for the district, that includes a larger proportion of retail, entertainment and recreational activities; to enable students to maintain a social life within a concentrated and contained semi-urban environment in immediate proximity to the MTSU campus.

STRATEGY 4.6.5: *The City should consider working with MTSU campus planners to develop a multi-phased MTSU Village Master Plan that can accommodate student residential, commercial/retail and social needs, within walking distance of the campus.*

STRATEGY 4.6.6: *Relocate and integrate the Rover transit stop into new Student Village.*

NEW SALEM HIGHWAY COMMERCIAL / MIXED-USE DEVELOPMENT DISTRICT

Based on 2010 annual average daily traffic (AADT) counts, an estimated 24,000 cars travel New Salem Highway (TN SR 99). Additional residential development to the west of Murfreesboro will only increase the demand for commercial/retail land uses, and in turn, will increase trip generation.

In 2001, a land use plan was produced for New Salem Highway, the study area of which extended from Old Salem Road eastward to Interstate 24 (a distance of approximately six and one-half miles); and extending generally northward to Franklin Road (TN SR 96) - an area of approximately 8,400 acres, or 13 square miles.

The *Salem Pike Land Use Plan* (refer to Figure 4.12, *New Salem Pike Future Land Use Map, 2001*) identified six overarching goals which have been closely adhered to in the development of this Plan's *Future Land Use Map*, beyond considerations involving New Salem Highway, including the following:

Goal 1: Maintain Openness of New Salem Highway. Cluster commercial uses within activity nodes at key interchanges, as opposed to strip development along the corridor. Increase building setbacks from

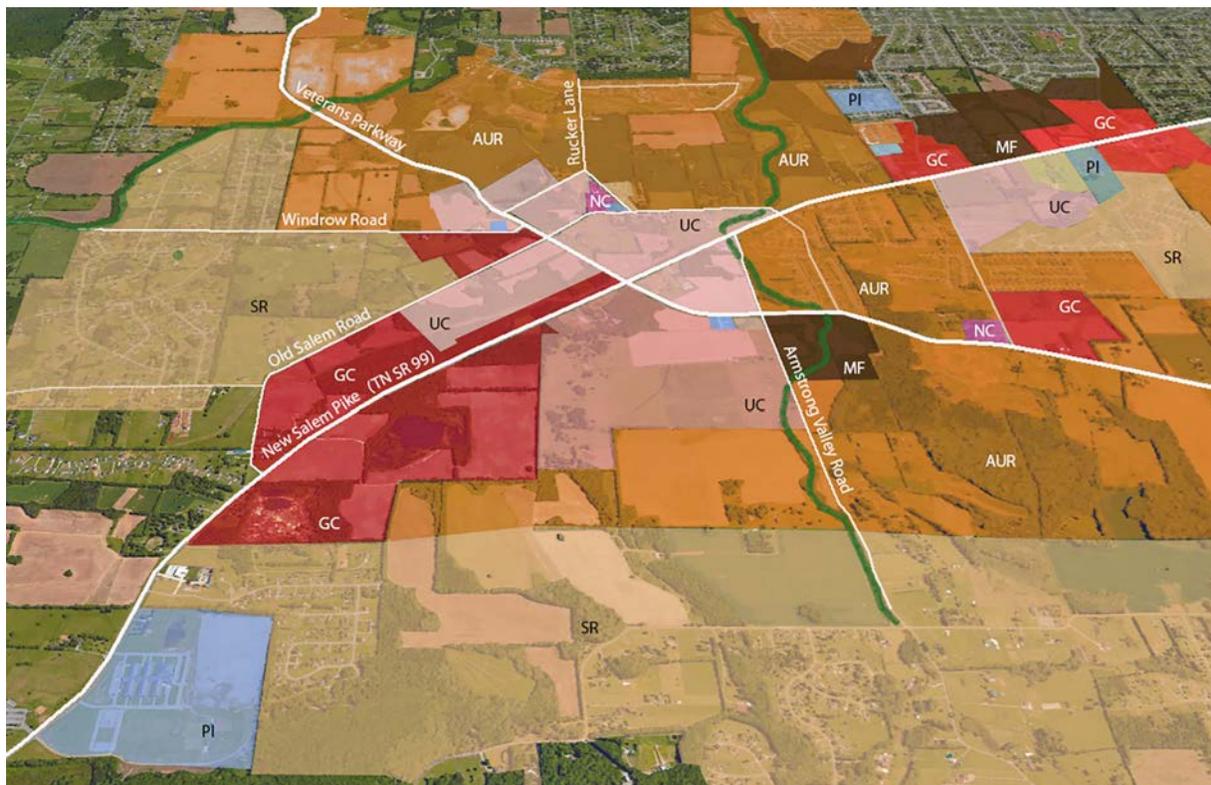


FIGURE 4.11, NEW SALEM HIGHWAY COMMERCIAL / MIXED-USE DEVELOPMENT DISTRICT

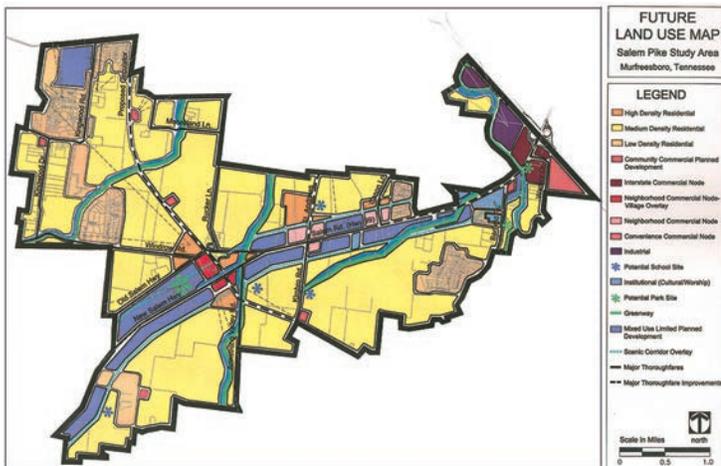


FIGURE 4.12, NEW SALEM PIKE FUTURE LAND USE MAP, 2001

Rutherford County's zoning ordinance (minimum of 35 feet) to adhere to a series of character-based corridor segments; which would require an 80 foot setback from the western edge of the study area boundary to generally Rucker Lane (Pastoral segment); followed by a 60 foot setback from Rucker Lane to Cason Lane (Transitional segment); to a 42 foot setback from Cason Lane to Interstate 24 (Urban segment).

Goal 2: Provide a Unified Appearance for New Salem Highway. As a principal corridor into Murfreesboro, employ development guidelines that would reduce the impact of signage and ensure architectural continuity. Establish a gateway identifier at one or more transition points within the corridor.

Goal 3: Provide a Mixture of Uses. To create a pedestrian-scale development pattern that incorporates alternative housing choices, commercial, institutional and recreational uses in an integrated arrangement and in convenient proximity.

Goal 4: Enhance Connectivity: Provide alternative mobility arrangements that enhance connectivity among uses within the area. Provide supporting commercial in convenient proximity to residential uses. Provide an area-wide sidewalk, bicycle, and public transit system that is connected to other mobility arrangements.

Goal 5: Ensure Environmental Friendliness. Ensure development compatibility with ecological systems. Protect, manage, and enhance riparian corridors, vegetation and woodland resources.

Goal 6: Ensure Orderly Development. Ensure that provision of utilities infrastructure is provided in a timely manner that guides development and is concurrent with annexation (This goal was updated to remain relevant and in keeping with current municipal and state annexation policies). To ensure that plan

recommendations are coordinated with the public policies and investments of adjoining entities.

The *Salem Pike Land Use Plan* also identifies several "Community Framework" locational factors and development policies geared toward maintaining the remaining character and original sense of identity associated with the Salem community; which have been advanced with the *Future Land Use Map*, including:

1. Locate future land uses along each side of Salem Pike using increased building setbacks and grouped vehicular access (access management).
2. Locate industrial-related uses and other major employment centers in close proximity to the Interstate 24 and Salem Pike interchange.
3. Encourage continuation of agricultural use. As a significant entrance into the City of Murfreesboro, the New Salem Highway corridor is intended to be maintained as open and pastoral; with proposed land uses to remain primarily suburban and general residential, with concentrations of commercial land uses at principal interchanges (nodes), including St. Andrews Road, north of New Salem Highway; Cason Lane; and Warrior Drive. Residential development that would front New Salem Highway would adhere to a 100 foot setback off of the road edge and utilize a Type E buffer zone (minimum width) as specified within Section 27 of Appendix A, *Zoning*.

As depicted on the *Future Land Use Map*, in conjunction with proposed residential development of varying densities immediately adjacent to New Salem Highway (TN SR 99), a mixed-use, residential / commercial development district is proposed for the intersection of New Salem Highway and Veterans Parkway; and would be generally bounded by Old Salem Road to the north, Armstrong Valley Road to the east and south, and tied-in to Rucker Lane.

As depicted in Figure 4.2, *Location of Proposed Gateway Enhancements*, a gateway entrance feature (No. 4) is proposed to be located at the intersection of New Salem Highway and the West Fork of the Stones River, on the south side of the highway, at the outfall of Sterling Farmer Lake. At this location there is ample room for a potential rest area or pull-off, with pedestrian access to the Greenway System.



FIGURE 4.13, WEST COLLEGE STREET MIXED-USE REDEVELOPMENT PROGRAM

Corridors

As discussed in Chapter 3, *Mobility* and illustrated on Map 3.1, *Thoroughfare Plan*, an efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting shopping, institutional, employment, recreational, and cultural centers. It is essential, therefore, that land use location, design and development remain consistent with the objectives of preserving the capacity, safety, and efficiency of the arterial street and highway system and of effectively utilizing the existing systems.

WEST COLLEGE STREET MIXED-USE REDEVELOPMENT PROGRAM

As depicted in Figure 4.13, *West College Street Mixed-Use Redevelopment Program*, just north of Medical Center Parkway, immediately west of the Stones River and east of the CSX Railroad line, and bisected by West College Drive is a large area (approximately 111 acres) composed of a smattering of marginal development, including a small residential subdivision of modest homes, manufactured home parks filled with substandard units, construction materials storage, machine shops and other light manufacturing operations, with some warehousing and storage. The Stones River Greenway recreational trail hugs the west bank of the Stones River

in this area. Immediately west of this area is the Medical Center complex (St. Thomas Rutherford Hospital and associated medical offices).

There is a significant opportunity to redevelop this area into a mixed-use, high-density, high-end, executive residential development, interspersed with retail, restaurant and entertainment venues (Urban Commercial Mixed-Use [UC] land use classification), all fronting the greenway system and Stones River. Access to the Medical Center would be by way of West College Drive, which connects with Medical Center Parkway to the south. To the north, West College Drive travels under the CSX Railroad line and connects with Thompson Lane. If the CSX Railroad line is perceived as a potential detriment to development (e.g., safety, sound) a sound-attenuating wall could be constructed immediately to the east of the rail line.

NW BROAD STREET / NASHVILLE HIGHWAY (US HIGHWAY 41/70S) MIXED-USE REDEVELOPMENT PROGRAM

As depicted in Figure 4.14, *NW Broad Street / Nashville Highway Mixed-use Redevelopment Program*, there exists a significant redevelopment opportunity to repurpose the lands between NW Broad Street / Nashville Highway (US Highway 70S/41) and the West



A RIVERFRONT RESTAURANT CORRIDOR

This city has access to a wonderful resource: the Stones River. While many other cities across the nation have taken advantage of their river frontage, this city appears to missed the boat. . . The city needs to find a new route to gain tax revenue. Through proper planning, a “River District” may help benefit restaurants who promote certain qualities of the District (such as, keeping our water clean, etc.). I am tired of the car lots, vacant lots, dilapidated buildings, auto-repair, etc. along the river. We have this wonderful resource we can use, but it is tucked away.

Fork of the Stones River, from Medical Center Parkway to N. Thompson Lane, a distance of approximately 2.33 miles; an area of approximately 96 acres. North of its intersection with Medical Center Parkway, NW Broad Street becomes a four-lane divided highway (functional classification: major arterial). NW Broad Street / Nashville Highway passes through a variety and concentration of marginal commercial uses. On the southwest side of the highway there are individual automotive supply stores, dry cleaners, fast food restaurants, consignment shops, pawn shops, paint stores, auto sales, tobacco shops, car rental agencies, a storage facility, etc., (each with their own access onto the highway). The northeast side

of the highway consists of large-scale auto malls, two large commercial strip malls, Stones River Plaza, which includes a department store anchor, and Georgetown Square, which contains a grocery store, and several restaurants. To the north of Georgetown Square is the Stones River Country Club, which includes a golf course.

Consistent with the previously discussed West College Street redevelopment program, the NW Broad Street corridor should be redeveloped to include multi-family and townhome residential development interspersed with commercial restaurant and entertainment venues (Urban Commercial Mixed-Use [UC] land use classification) oriented along the Stones River and



FIGURE 4.14, NW BROAD STREET / NASHVILLE HIGHWAY MIXED-USE REDEVELOPMENT PROGRAM



FURTHER CORPORATE DEVELOPMENT IN THE GATEWAY AREA

We have an amazing geographical location, we have the land to build on, we have a great city full of good people with good leaders, we have a great school system, we need to further entice corporations to want to build their headquarters in our Class A business park. I realize this has all been said already but I truly feel this will be the “game changer” for our great city to prosper in the future.

connected by recreational trails, parks and open space. This mixed-use residential development would provide convenient vehicular and bicycle access to the Medical Center complex (St. Thomas Rutherford Hospital and associated medical offices), Downtown Murfreesboro, and MTSU by way of Northfield Boulevard.

STRATEGY 4.6.7: The City should take the lead on formulating a robust, mixed-use redevelopment program for West College Street and the NW Broad Street / Nashville Highway corridors.

ACTIONS AND INITIATIVES

1. Determine the feasibility of creating a special taxation (TIF) district for the West College Street / NW Broad Street corridor area.
2. Develop a corridor redevelopment program focused on mixed-use, high-density, multi-family and townhouse residential development. The program should contain the following elements:
 - land acquisition program
 - circulation plan
 - schematic site plan with renderings
 - regulating plan
 - design guidelines
3. Develop Public Private Partnerships with private developers whereby the City may assist with land assembly, demolition services and utilities infrastructure improvements.
4. Develop an access management plan for both sides of NW Broad Street, the entire length of the corridor.

VETERANS PARKWAY

With the committed southern expansion of Veterans Parkway, generally between Shelbyville Highway and New Salem Highway, as well as the proposed northern alignment from TN SR 840 to I-24 and beyond, to connect with the committed expansion of Cherry Lane, the City has taken great strides in completing a major arterial corridor that will circumnavigate the Downtown area and connect almost all of the arterials radiating from its core. As discussed in the Key Concepts section of this chapter, and depicted in Figure 4.3, *Development Nodes*, in contrast with a conventional linear (strip) development pattern along principal thoroughfares, nodes of commercial/retail, office and mixed-use development are proposed at key arterial and expressway interchanges.

CHERRY LANE

Funds have been committed to extend Cherry Lane from the Memorial Boulevard area to NW Broad Street, with an interchange at TN SR 840. This thoroughfare will provide additional access to new mixed-use, office and residential development in immediate proximity to TN SR 840 and I-24.

JOE B. JACKSON PARKWAY

Within the next 10 years utilities infrastructure will be accessible for large areas of land, just south of the Joe B. Jackson Parkway / Interstate 24 interchange. It is envisioned that large light industrial, warehousing and distribution-related businesses (Business Park [BP] land use category) will continue to locate in proximity to this strategic intersection, within suburban-style business park campuses. As the Joe B. Jackson Parkway is gradually expanded to the northeast additional areas will open for employee housing and commercial support services. Additional industrial extraction and manufacturing uses are proposed further south, in conjunction with the existing rock quarrying operations and the CSX Railroad line.

CONCLUSION

As previously discussed, at the core of any land use planning program is a recognition that a community does not have to wait and react to growth and development. Rather, it can determine where growth will occur and what character this new development will reflect. With active community support, this plan can ensure that development meets certain standards and will contribute to achieving the desired community character.

The underlying theme of this Comprehensive Plan is the importance of the unique and special qualities of the City of Murfreesboro and the surrounding area. Land use is one of the most visible means through which the City can ensure these qualities are maintained and enhanced. This chapter is a guide by which the City and the development community can base decisions consistent with achieving these ideals. To be effective, the recommendations must be implemented through a variety of means including policies, regulations, and administrative processes.