



MURFREESBORO 2035

Our Future Begins Now



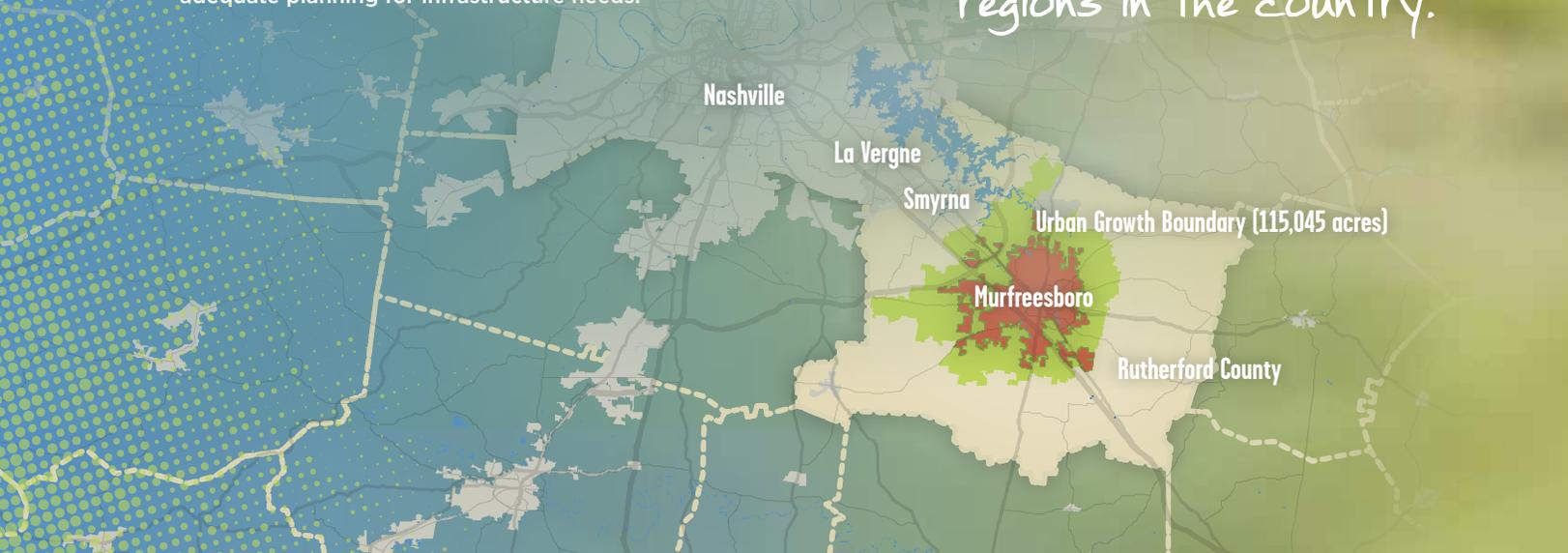
OUR FUTURE BEGINS NOW

Over a two-year planning process, Murfreesboro residents worked together to develop the City's first Comprehensive Plan since 1989. This strategic planning process and final report, titled Murfreesboro 2035, will serve as the City's blueprint for growth and development over the next 20 years.

Comprehensive planning refers to the all-inclusive approach and process to addressing the complexities of future growth and change within a community. The final product of this process is a comprehensive plan document, which can become legally binding once adopted by the City Council. The document is then used as a policy guide regarding decisions about the development and enhancement of the community.

Comprehensive plans are sometimes referred to as land use plans, because in many cases they are dealing with spatial issues related to the appropriate uses of land. They address a range of compatibility issues between various uses of land, such as the management of parks and the preservation of natural resources, identification and preservation of historically significant lands and structures, and adequate planning for infrastructure needs.

Murfreesboro and Rutherford County are among the fastest growing regions in the country.





Vision Statement

The City of Murfreesboro seeks sustainable growth that provides a vibrant economy, safety, affordability and upward mobility for all its citizens while preserving our values, heritage and environment.



Executive Summary

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Planning Context

Chapter 1, *Planning Context*, provides a compilation of Murfreesboro’s history, indicators, and existing conditions, and focuses on key influences that will shape the community’s future. The background information provides the appropriate context and assumptions to support the needs assessment and long-range planning decisions throughout the comprehensive planning process.

In 2014, the City of Murfreesboro embarked upon a bold planning initiative; the objective of which was to develop a roadmap to guide and direct the character of growth and development within the City’s Urban Growth Boundary.

The two-year planning process used to inform this Plan places the City squarely in the driver’s seat, ready to anticipate and manage the next generation of growth and development. This Plan brings into focus the 20-year outlook, the underlying premise of which is to leverage the success of the community’s past planning and implementation achievements; what makes Murfreesboro, Murfreesboro, and how can that unique identity evolve into a more cohesive community “signature.”

Despite the breadth of these strategies, comprehensive plans are limited in scope. Of necessity, vision and policy documents must remain relatively general in order to set a framework for future decision-making. While the plan will not address every community challenge in detail, it is meant to identify the overall strategy and end goals. It is written for a diverse audience, including residents, business and land owners, major institutions, civic groups, elected and appointed officials, and City staff. Lastly, this document is designed as a “work in progress” – to be updated and amended as the community experiences unforeseen changes and new opportunities.

Project Approach

01 02 03 04 05 06

25.6 mins.
median
commute time



39.2%
homes built
1980-1999

46.2%
↑ school
enrollment in
25 years



This plan evaluates trends to determine changes in a community over time, in order to help fulfill the needs of current and prospective residents.



As Murfreesboro anticipates significant population growth in the near- and long-term, the Comprehensive Plan will serve as a living document that prepares the community for future development, redevelopment, and enhancement within the Planning Area, which includes the lands within the City's municipal limits and its urban growth boundary (UGB), an area of approximately 115,045 acres. Both the planning process and adopted Plan have the end result of:

-  Unifying the City's vision and associated goals regarding the future growth and enhancement of the community
-  Strengthening partnerships, communication channels, and sense of unified direction across all community stakeholders
-  Engaging widespread citizen involvement in the identification and prioritization of leading community issues and opportunities
-  Guiding regulatory strategies to ensure community values and desired outcomes are managed and promoted
-  Providing greater predictability for residents, land owners, developers, and potential investors
-  Fulfilling the statutory requirements necessary to establish land use controls (e.g., zoning ordinance, subdivision regulations)

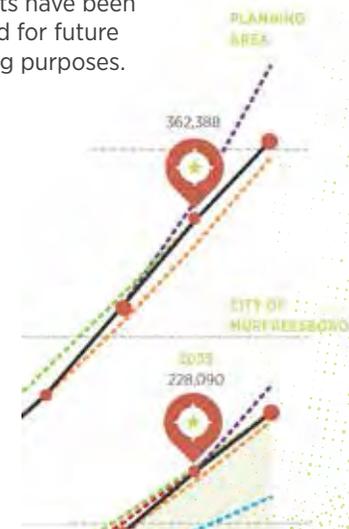
Plan Outcomes

While this Plan sets the stage for a community vision, it also presents next steps in the form of concrete and actionable recommendations. City officials and staff must make decisions that reflect the best interest and political will of the community. The Comprehensive Plan articulates this road map in the form of:

- ▶ Targeted programs and expenditures prioritized through the City's annual budget process, including routine but essential functions such as code enforcement;
- ▶ Major public improvements and land acquisition financed through the City's capital improvement program and related bond initiatives;
- ▶ New and amended City ordinances and regulations closely linked to the Comprehensive Plan objectives (and associated review and approval procedures in the case of land development, subdivisions, and zoning matters);
- ▶ Departmental work plans and staffing in key areas;
- ▶ Ongoing planning and studies that will further clarify needs, costs, benefits, and strategies;
- ▶ Pursuit of external grant funding to supplement local budgets and/or expedite certain projects; and
- ▶ Initiatives pursued in conjunction with other public and private partners to leverage resources and achieve successes neither could accomplish on their own.

Anticipating the Future

Multiple sources were used to determine the midpoint projections for the City, Planning Area, and Rutherford County. The midpoint 2035 population forecasts of 228,090 City residents and 362,388 Planning Area residents have been selected for future planning purposes.



- Comprehensive Plan Historic or Midpoint Projection
- - - Tennessee State Data Center / Step Down (2013)
- Woods and Paole (2014)
- Hizen and Sawyer (2017)
- City Planning Department High (2015)
- City Planning Department Low (2015)



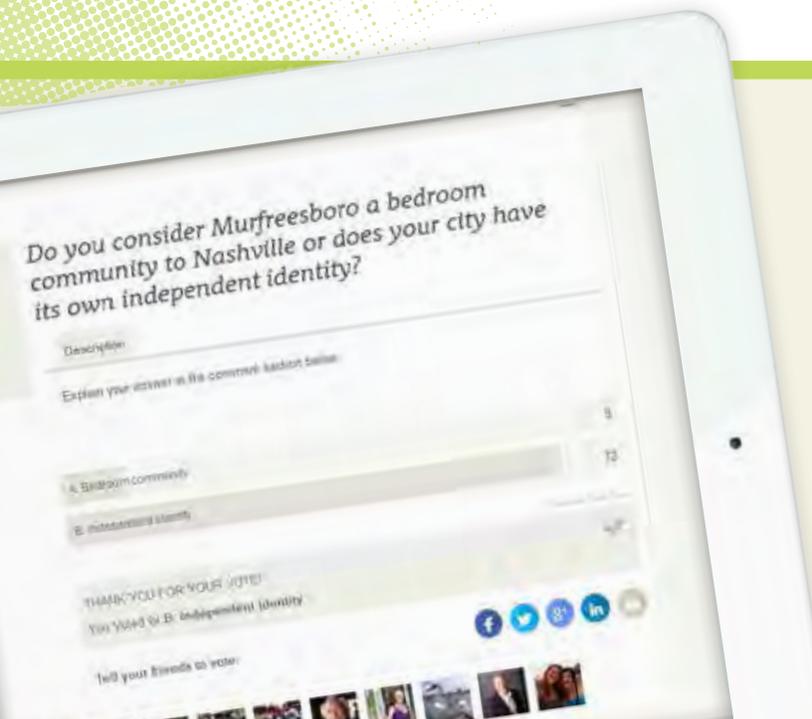
Community Engagement

The overall community outreach approach for developing this Plan relied on a combination of “high-touch” and “high-tech” strategies to foster meaningful, early, and often citizen input. Over a two-year period between July 2014 and December 2016, the engagement program included a wide variety of meeting formats, locations, and times to accommodate the needs of all ages, interests, and abilities of the Murfreesboro community.

The meetings and workshops targeted a broad cross-section of residents and business owners – both those that hold traditional leadership positions such as elected and appointed officials – as well as everyday citizens that are less likely to attend community events. In addition to

hosting plan-related activities in small, medium-, and large-group settings, the project team also coordinated with City staff to plan and facilitate a series of outreach activities intended to engage the community’s public and private leadership, as well as residents, business owners, property owners, local organizations, and others interested in setting strategic priorities for the community’s future. Coordination with other external agencies and organizations was initiated early on and throughout the process to take advantage of all possible resources.

The outreach program was designed to increase awareness of the planning process, provide opportunities to offer input and ideas, and react to content and proposals as the Plan was being



24/7 DIALOGUE

www.murfreesboro2035.com

The Online Discussion Forum generated thoughtful responses that were integrated into the findings and recommendations of this plan.



City Council Directive:

“This community engagement process should be empowering for the public, engaging people in the process, and maintaining their continued participation. The [project team] should embolden the community to think beyond the status quo, fostering an environment of cooperation in working together for Murfreesboro’s future. The methods of public outreach and involvement should be advanced and inventive in manners that encourage residents to connect within the community to bring value to the Plan.”

developed. Consistent with the goals and expectations of the City Council and Planning Commission, this approach helped to foster consensus and ensure that the final Plan reflected community values and priorities.

Each component of the planning process - both online and offline - served distinct purposes. The offline strategies helped to build trust, one-on-one relationships, and a constituency of support that will ultimately be required for implementing the plan. The online strategies provided opportunities to engender greater understanding, forge deeper relationships, create larger networks, and interact in ways that are convenient for the participant - leading to more frequent and routine engagement.

Outreach Events

- ▶ **Listening Sessions** were useful in identifying preliminary issues and opportunities at the beginning of plan development. Approximately 90 individuals representing a wide variety of community interests participated in small group discussions at the beginning of the process.
- ▶ **Comprehensive Plan Task Force Meetings** provided immediate feedback on the emerging plan content. Participants represented a diversity of community interests and areas of professional expertise, effectively serving as the “eyes and ears” of the community. The group met 10 times in independent and joint workshop settings to engage in visioning, mapping, ranking, and discussion exercises.
- ▶ **Joint Workshops** were essential to broadening the planning conversation and building consensus among community leaders. At the beginning and end of the planning process, the City Council, Planning Commission, and Task Force met together to identify issues and needs, evaluate policies, and prioritize implementation strategies.
- ▶ **Community Workshops** were hosted at convenient times and locations geographically dispersed throughout the City to optimize public input. Three rounds of workshops were scheduled at the beginning, middle, and end of the planning process to obtain input and feedback at key project milestones.
- ▶ **Outreach Presentations** were given to six regularly scheduled community organization meetings to educate community stakeholders on the plan development process, garner additional plan insights on specific topic areas, and encourage participants to attend plan-related meetings and workshops and engage with the online outreach tools.
- ▶ As the final step in the process, the project team led a **Leadership Training Workshop** with the City Council, Planning Commission, and City department heads to train them on plan implementation. The meeting was used to help define a first-year work program in conjunction with the annual budget, capital improvements program, and individual department work plans.

MURFREESBORO: MEET ME IN THE MIDDLE

As the geographic center of Tennessee, Murfreesboro is a natural hub within the state. That’s why we host events like TSSAA tournaments. And with the expansion of the Gateway District and the addition of more conference capacity, we are poised to expand our role as a meeting place for statewide events.



Growth Capacity

This chapter examines the City of Murfreesboro’s prospective growth patterns, and identifies tools and policies through which the City can pro-actively guide growth in a fiscally responsible manner. Growth policies and recommendations have been developed for 11 interdependent focus areas, or measures of community capacity. The community capacity evaluations include strategies and actions the City can utilize to prepare itself for future growth.

The concept of “growth management” is multi-faceted and involves the City’s ability to provide adequate public infrastructure and municipal services to support existing development while programming the capital needs for continuing growth. More specifically, it also involves the formulation of policy regarding the direction and amount of future development to support the projected growth during the horizon of this Comprehensive Plan. Also of importance is the City’s capacity to provide public services such as police and fire protection and collection / disposal of municipal solid waste in a fiscally responsible manner. Lastly, of significant consideration for this community is the best long-term interests and capacity of the area within the defined Urban Growth Boundary to accommodate the type, pattern, and extent of ongoing future development. Through this Plan the City must position itself to *proactively* respond to impending development to ensure growth occurs in a logical and responsible manner. New development

is best accommodated and most economically served where transportation, utility, and other public services are already existing or readily available. Given their cost efficiency, development of areas already within or contiguous to the City limits and closer to existing infrastructure and services is more suitable than development which occurs in outlying areas. Costs associated with the provision of both capital and social infrastructure are much higher than they are for a compact pattern of development. Research has shown that compact (versus sporadic) developments result in:

- ▶ 25 percent lower road costs;
- ▶ 50 to 75 percent reduction in road length; and
- ▶ 20 to 40 percent lower costs of sewer and water hookups.

The cost of public service provision is also reduced by a compact development pattern. For fire and police services, outward development requires greater travel distance from police and fire stations to emergency sites. This increased distance results in greater response times, which, in turn, may compromise life and

- 
- ▶ Manage Growth
 - ▶ Balance infill and redevelopment opportunities
 - ▶ develop internal redevelopment organizational capacity
 - ▶ employ special taxation districts and policies (TIF, BID, PILOT)
 - ▶ Treated Effluent
 - ▶ Expand Re-purified Water Infrastructure
 - ▶ Utilize Utilities Infrastructure to direct growth and development and ensure contiguous growth patterns
 - ▶ Solid Waste

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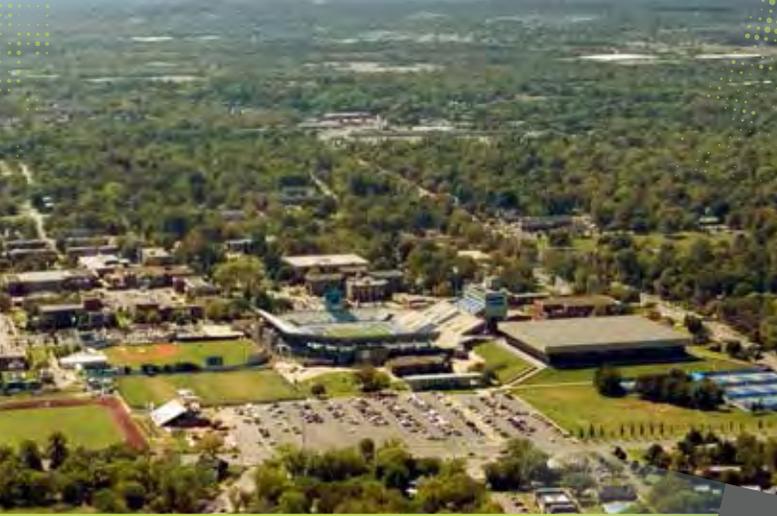
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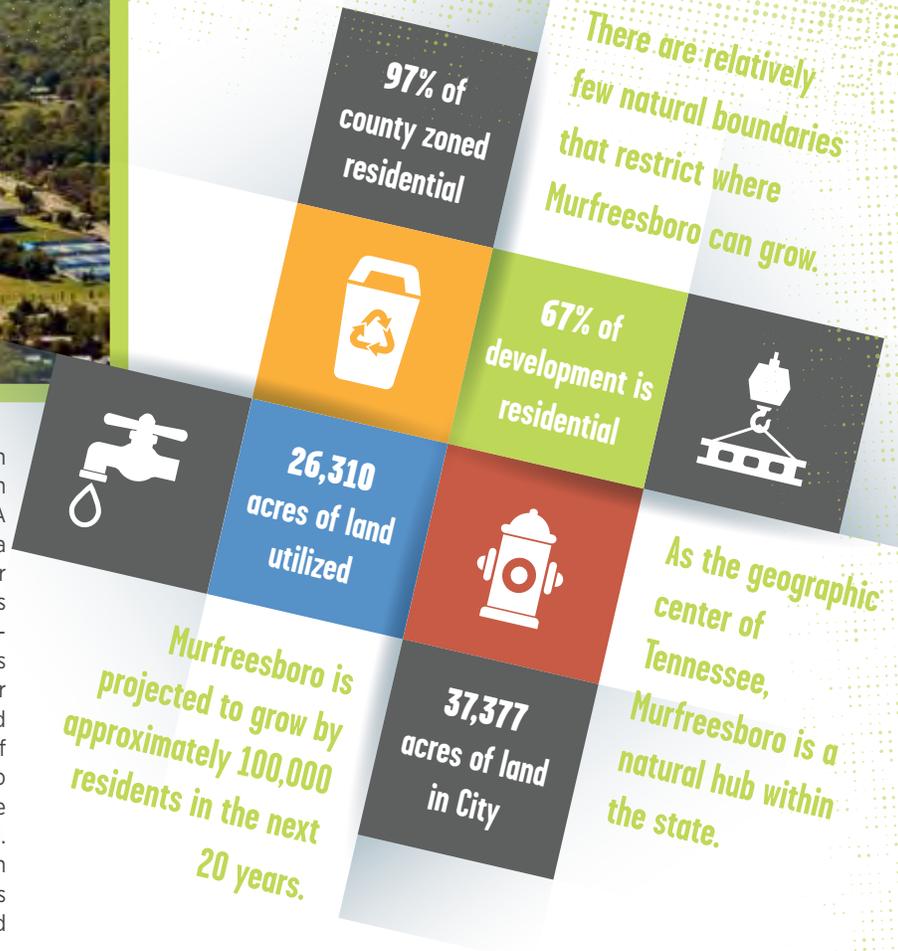


Growth Policy

If growth is not carefully planned, the elements that first attracted new residents to the community (e.g., community livability, quality schools, economic diversity, etc.) will be slowly eroded by poor quality development. The integrity of public fiscal resources may also be compromised because quality and subsequent cost of new development may not contribute sufficient revenues to cover the costs of the services it demands. Growth management involves a combination of techniques to proactively direct the pattern of growth with infrastructure provision, leading to better, long-term, economic sustainability. It is a combination of regulatory, capital investment, and financing methods that influence growth and development patterns and protect the community’s long-term interests. The overall goal for Murfreesboro’s growth to ensure fiscally responsible and carefully managed development aligned with growth expectations and in concert with the ability to deliver infrastructure and services in a safe, timely, and effective manner.



structure. Additionally, it influences the City's ISO rating, which in turn, can affect local insurance rates. Clearly, the pattern and timing of development is important on many fronts. A new future land use plan for growth within the planning area (City limits and Urban Growth Boundary) will provide a basis for coordinating a range of other community-building investments by the City (and others), particularly through the City's multi-year capital improvements planning and programming. This will help to ensure that the thoroughfare network and other infrastructure and public facilities are extended and located consistent with anticipated directions, types, and intensities of new development. Additionally, coordination with Murfreesboro City Schools, the Rutherford County School District, and Middle Tennessee State University on future facility siting is essential. This can provide opportunities for joint City parkland acquisition and development in conjunction with new public facilities, as well as advance planning for area trail linkages as residential and nonresidential development plans take shape.



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Annexation

Murfreesboro's increase in population and corresponding employment growth is a positive indicator of the City's economic competitiveness and stability. While attracting and sustaining economic development is a primary goal, the community must also consider ways to maximize the fiscal benefits associated with additional development. The physical growth pattern of the City and the efficient provision of City services are key factors in this consideration. Since the 1980s, however, the predominant development pattern has become less contiguous and more scattered. Continuation of this growth pattern will become increasingly more expensive due to the challenges associated with providing cost-efficient City services and infrastructure to expanding areas. The City should use reliable, sophisticated cost/benefit analysis methods to evaluate the anticipated revenues and up-front and ongoing costs to the City of all proposed annexations; and the options through which to ensure equity and fairness with considerations as to the appropriateness and feasibility of annexation.

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Infill and Redevelopment

While new development has typically occurred at the City's outskirts on larger swaths of undeveloped land, infill development will occur closer to the city center. These areas are less costly to serve and hence, more efficient as they are already serviced by roads, water and sewer lines, public safety, solid waste collection, and existing parks and schools. The City currently has several vacant or underutilized lots that could be candidates for significant, mixed-use infill development. There are several tools cities use to influence where growth occurs within their jurisdictional authority. Delineating special financing districts within which to promote and incent redevelopment can be effective tools within the City's urban core. Evaluate establishing a Redevelopment Commission and Community Redevelopment Officer City staff position within the City' Planning Department, to administer TIF and PILOT programs, sponsor and fund redevelopment studies and municipal grant programs that may reduce the financial impact of front-end redevelopment costs.



Utility Infrastructure

There remain several challenges the City must overcome in order to ensure continued efficient operation of its utilities infrastructure to enable continued growth and development. The City will need to determine whether it should pursue a centralized or decentralized wastewater disposal system; although the former system may afford the City the greatest benefit; as it creates a commodity (e.g., highly treated effluent) that can be redistributed for irrigation, can offset potable water demands; can be utilized for industrial water (heating / cooling) purposes; and in the not too distant future, can be blended with raw water from the river/lake as a supplement to the potable water supply. The Sinking Creek WWTP is currently being expanded, but additional expansion requiring intricate permitting will be required. Options for disposal and reuse of treated effluent will drive growth management decisions. Murfreesboro's repurified water system has been wildly successful and is now the largest of its kind in Tennessee by alleviating demands upon the potable water systems and reducing discharge of treated effluent.



Public Safety

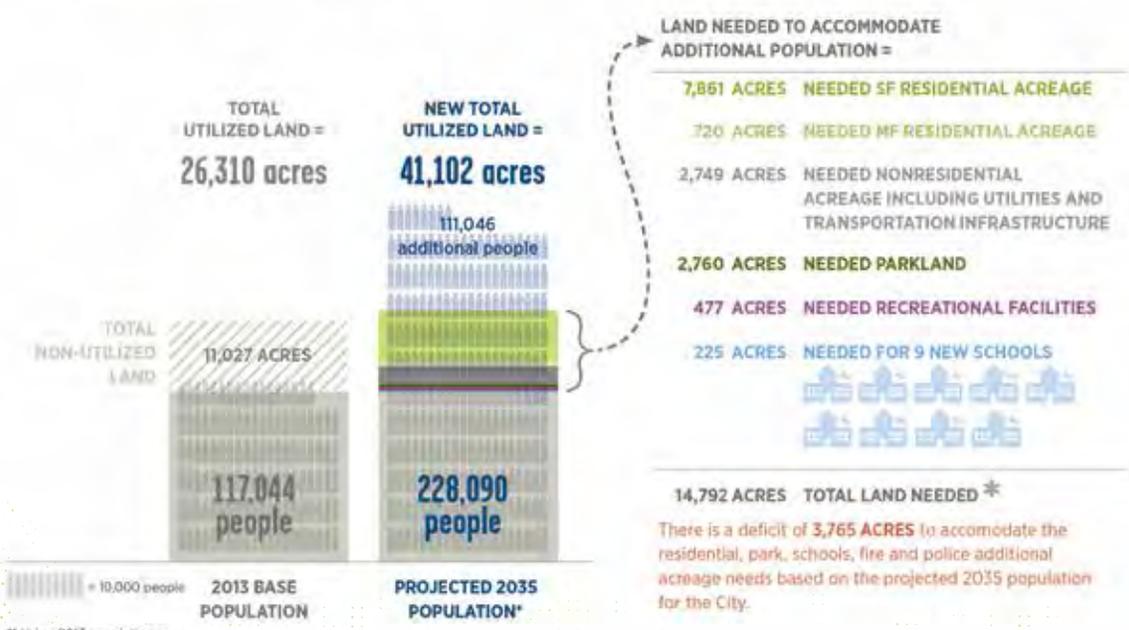
The Murfreesboro Police Department (MPD) must anticipate and plan to accommodate ongoing staffing, training, equipment, and communications needs to ensure adequate protection of the City's projected population. The MPD should work with the Rutherford County Sheriff's Office and the Tennessee Corrections Institute to address overcrowding in the Rutherford County's Detention Center and develop a proposed program, schedule, budget and location for a new detention center. In addition to hiring and training staff for both Station No. 10 and the planned Station No. 11, the Murfreesboro Fire and Rescue Department (MFRD) estimates that three additional fire stations will be required over the next 20 years. It is the MFRD's goal is to add advanced life support medical services in the next seven to nine years; which will require hiring additional paramedics. As the primary Advanced Life Support (ALS) provider, the Rutherford County EMS is committed to maintaining a ratio of one ambulance response station per 14,000 person population increase, which could amount to an additional 11 stations.



WHAT DO THE POPULATION INCREASES FOR THE CITY LOOK LIKE IN TERMS OF LAND AREA NEEDS?

Murfreesboro City Limits

TOTAL LAND =
37,337 acres



* Using 2013 population as base comparison population.



Additional Highlights

In 2035, 22 percent of the population will be composed of children up to 17 years in age. This equates to an estimated 36,948 future students enrolled in both Murfreesboro City Schools (MCS) and Rutherford County School District (RCSD) schools. The MCS district will grow by approximately 475 students per year; a demand which equates to constructing at least nine new schools within the 20 year planning horizon; a land area requirement of approximately 225 acres; and a staffing requirement of over 475 additional teachers. It is estimated that RCSD schools will need to construct an additional four elementary schools (100 acres), nine middle schools (360 acres), and four high schools (420 acres) for students within the Planning Area. The City must ensure effective coordination with the development community to ensure that mixed-use and residential developments preserve land for future school sites.

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Lands within the UGB

(EXCLUDING MURFREESBORO CITY LIMITS)

TOTAL LAND =
77,708 acres

LAND NEEDED TO ACCOMMODATE
ADDITIONAL POPULATION =

TOTAL
UTILIZED LAND =
20,070 acres

NEW TOTAL
UTILIZED LAND =
28,742 acres

- 4,696 ACRES** NEEDED RESIDENTIAL ACREAGE
- 1,408 ACRES** NEEDED NONRESIDENTIAL ACREAGE INCLUDING UTILITIES AND TRANSPORTATION INFRASTRUCTURE
- 873 ACRES** NEEDED PARKLAND, *RESPONSIBILITY?*
- 815 ACRES** NEEDED RECREATIONAL FACILITIES****
- 880 ACRES** NEEDED FOR 19 NEW SCHOOLS:
 - 4 ELEMENTARY (100 AC)
 - 9 MIDDLE SCHOOLS (360 AC)
 - 6 HIGH SCHOOLS (420 AC)

TOTAL
NON-UTILIZED
LAND

57,638 ACRES

49,781 ACRES

10,000 PEOPLE

77,395
people

56,903
additional people

134,298
people

2015 BASE
POPULATION

PROJECTED 2035
POPULATION**

8,672 ACRES TOTAL LAND NEEDED *

There is **48,966 ACRES** remaining to accommodate the residential, park, schools, and any fire and police additional acreage needs based on the projected 2035 population for the Planning Area.

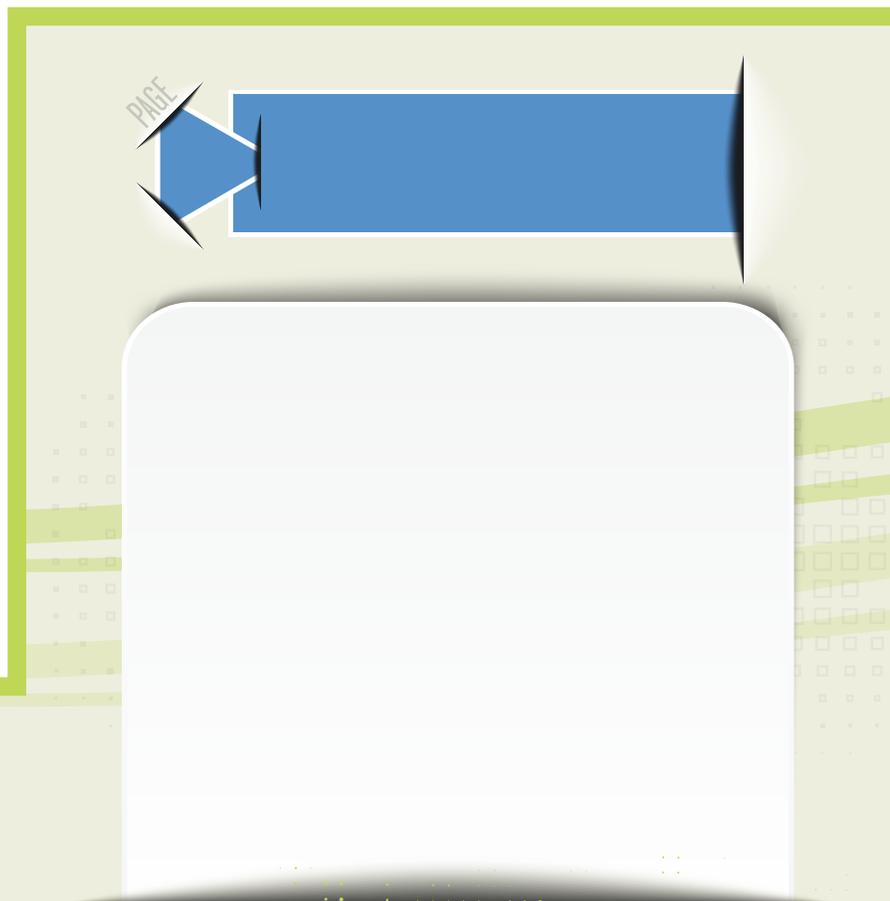
**** Total acreage needs for recreational facilities is based on an assumption that there are zero facilities existing in the Planning Area.

*** Using 2015 population as base comparison population

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Mobility

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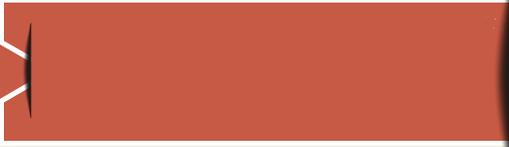
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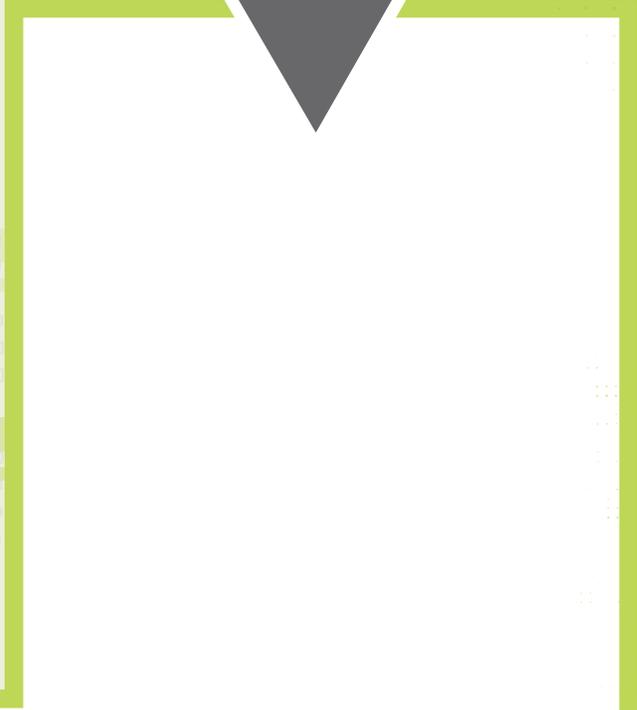
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Additional
Highlights



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Chapter 3

Map

Chapter 3

Map

4 Land Use and Character

The Comprehensive Plan's future land use element is the expression of the community's intent regarding its future land use patterns and serves as a guide for the character and intensity of development throughout the City. It identifies land 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 and proposes mechanisms for the implementation of these policies.

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; including the distinct separation of residential and nonresidential land uses and the burden placed upon the community's thoroughfare system as people commute long distances between home and work; the sprawling and leapfrog development patterns in some areas of the City; and the lack of housing choices in both infill locations and in new neighborhoods. 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. The goals presented in this chapter provide guidance at a conceptual level as well as on an area-wide and site-specific basis, for an appropriate pattern and sequence of growth and development; and provide a logical framework for land-use decision-making. Guiding principles focus on establishing mixed-use, interconnected community nodes around the perimeter of the City; ensuring efficient, fiscally sustainable development patterns; promoting multi-modal transportation efficiency with an emphasis on walkability; enhancing community identity; respecting environmental constraints; and balancing development with the preservation of open space, particularly in

- 
- ▶ Develop mixed-use nodes to serve suburban communities while centralizing development within key north-south corridors.
 - ▶ Promote mixed-use redevelopment in underutilized portions of the City.
 - ▶ Redevelop key transportation corridors.
 - ▶ Develop master plan for MTSU Student Village.
 - ▶ Reduce vehicle trips and promote walkability by integrating neighborhood commercial land uses into residential communities.

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Community Character

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. Four broad land use classifications and five land use designations are used to characterize development densities and intensities in Murfreesboro.



the outlying, undeveloped portions of the Planning Area. The chapter characterizes current land use patterns, percentages, and policies, and evaluates the implications of the City's current zoning districts on urban form. The chapter then provides goals, strategies, recommended land use policies, and proposed modifications to land development regulations in order to preserve and enhance the character and economic vitality of Murfreesboro; ensure more integrated land uses; redevelopment of underutilized land; and incentives to ensure predictable, high-quality development and redevelopment; all of which will require engendering better coordination with Rutherford County's planning policies so as to influence land development within the Planning Area.

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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. 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. Mixed-use land uses are proposed to be concentrated at the interchanges of key arterial thoroughfares; to provide more convenient access to nonresidential support services for a greater number of Murfreesboro's citizens.

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Growth Sequencing

Five elements 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. In most communities throughout the country, the ratio or percentage of land use acres consumed relative to the population is generally the same in the future as it currently exists. In developing the *Future Land Use Map* the principal objectives include:

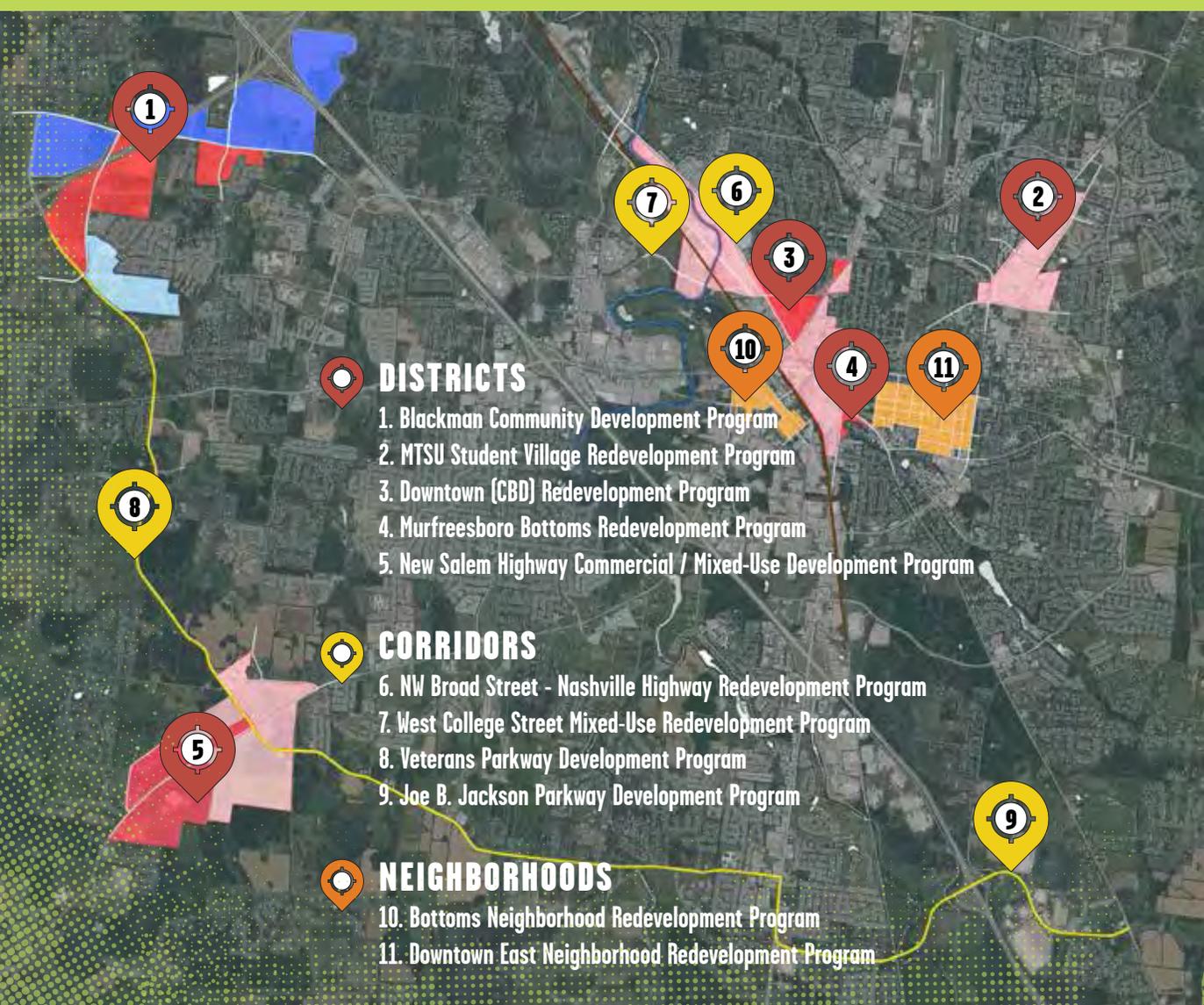
- ▶ accommodating the 2035 demographic projection land development and open space requirements; and
- ▶ projecting forward to Future Year 2035, to the degree possible, the general percentages of land uses existing within Base Year (2015).



While the Downtown-East Neighborhood, and the Bottoms Neighborhood possess several appealing and distinctive qualities, they both face several significant challenges that threaten their viability. Characteristics endemic to both neighborhoods include numerous run-down and blighted structures and vacant lots; inadequate street lighting; and a high crime rate. However, both neighborhoods are compact, organized according to a strong grid system of streets, possess solid utilities infrastructure, and are within walking distance to Downtown. Incenting reinvestment in these neighborhoods will likely remain a challenge without some form of municipal and non-governmental organization (NGO) intervention in order to stimulate reinvestment in the form of buffering incompatible land uses; streetscape treatment (e.g., street trees, and street lighting); and residential infill and redevelopment.



Several redevelopment scenarios have been proposed to illustrate, at ground level, the goals and policies outlined within this chapter and depicted in the *Future Land Use Map*, for redeveloping subareas of the City worthy of intervention. Each sub-area, whether a neighborhood, district, or corridor, will require some level of investment on the part of the City to stimulate private sector participation. To advance these bold concepts, each sub-area will require the formulation of a site redevelopment program, regulating plans, illustrative plans and perspectives, and order of magnitude costs in order to gain public support, test market feasibility and evaluate general constructability. Additionally, each sub-area will require and a full suite of design guidelines and performance standards to regulate form and intensity, and ensure predictable, high-quality redevelopment.





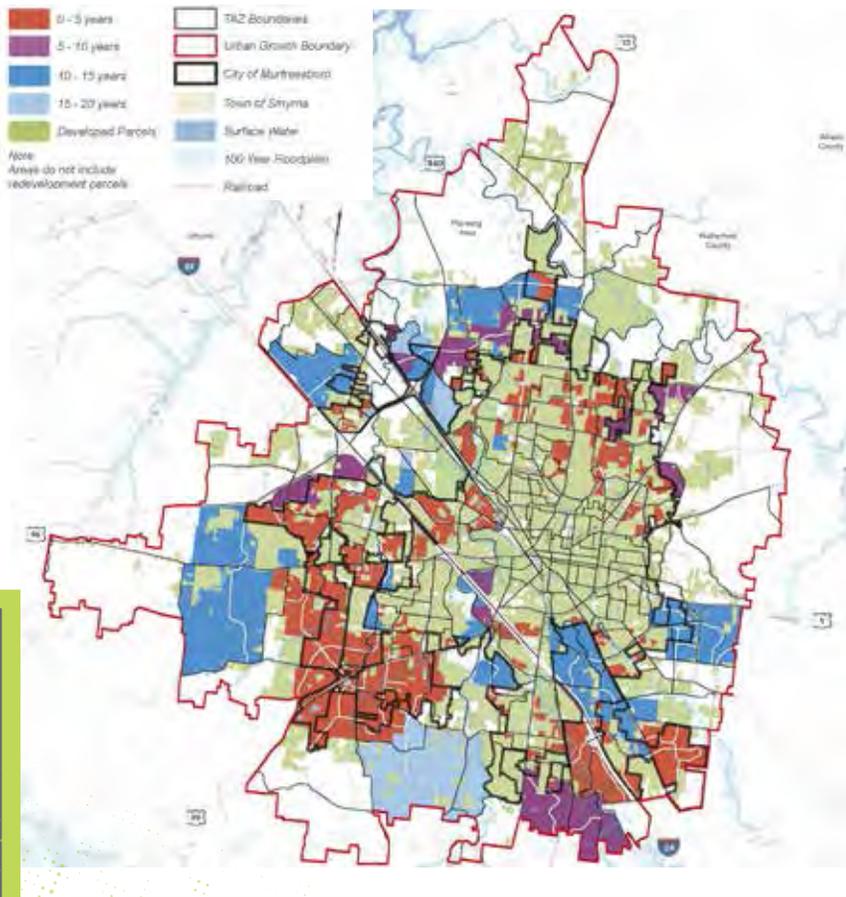
Additional Highlights

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 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. There is a significant opportunity to redevelop the West College Street corridor and the NW Broad street corridor into high-profile and attractive, mixed-use, high-density, residential development, interspersed with retail, restaurant and entertainment venues, all fronting the greenway system and Stones River.

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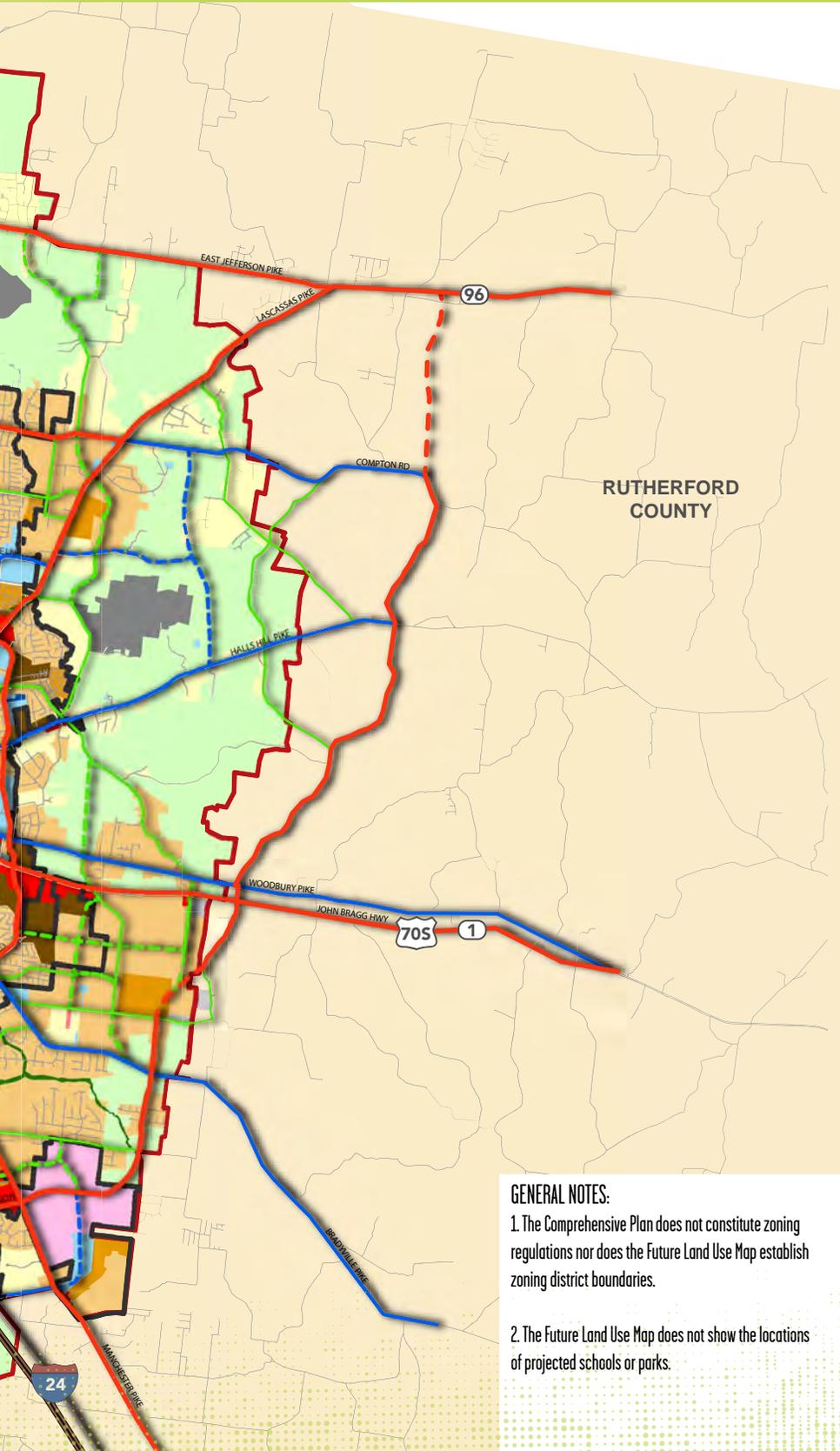
Growth Sequencing

With the assistance and input from the City staff, a Growth Sequencing Program 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 consecutive, 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; and so on. 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.



Future Land Use Plan

The purpose of the Future Land Use Map and associated policies is to guide the judicious use of zoning and other land development regulations, to ensure the efficient and predictable use of land to accommodate growth and development; to protect public and private property investments from incompatible land uses; and to efficiently coordinate land use and infrastructure needs. The Future Land Use Map reinforces a coherent future land use patterns and should be considered along with the City's Appendix A, Zoning, when development is proposed. The Future Land Use Map illustrates how land uses are assigned to each parcel of land in the Planning Area.



Proposed Land Uses

- Undeveloped
- Parks
- Suburban Estate
- Suburban Residential
- Auto Urban Residential
- Multi Family
- General Commercial
- Neighborhood Commercial
- Urban Commercial / Mixed Use
- Central Business District
- Business Park
- Light Industrial
- Heavy Industrial
- Public / Institutional

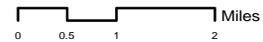
ROADWAY CLASSIFICATION

Proposed	Existing	Classification
		Expressway
		Major Arterial
		Funded Improvements
		Minor Arterial
		Collector
		Street

LEGEND

- Urban Growth Boundary
- City of Murfreesboro
- Town of Smyrna
- Rutherford County
- Railroad
- Transit-Oriented Development Area
- Proposed Interchange
- Existing Grade Separated
- Existing Bridge Overpass

MAP SCALE : 1" = 2 Miles



GENERAL NOTES:

1. The Comprehensive Plan does not constitute zoning regulations nor does the Future Land Use Map establish zoning district boundaries.
2. The Future Land Use Map does not show the locations of projected schools or parks.

Client: City of Murfreesboro

Consultants: Kendig Keast Collaborative; Neel-Schaffer, Inc.; Smith Seckman Reid, Inc.

Primary Data Sources: City of Murfreesboro; Rutherford County; Tennessee Landforms.us; ESRI; FEMA; FWS; NRCS; USGS; NRCS.

Disclaimer: This map is provided for reference purposes only and is not suitable for legal, engineering or surveying purposes. The City makes no warranty concerning this information, including but not limited to its accuracy and/or completeness, and the data is subject to revisions at any time without notice. Users of this information should independently review or consult the primary data and information sources to ascertain the sufficiency of this information. For confirmation or additional information, please contact the Murfreesboro Planning Department at (616) 893-6441 or ask for assistance from the Planning Staff.

Housing and Neighborhoods

The purpose of this chapter is to identify strategies and potential solutions to ensure that the community meets its existing and future housing needs through the provision of safe, quality, and affordable housing within livable, attractive neighborhood environments.

Murfreesboro's long-term future as a community is inextricably tied to the condition and availability of its housing resources. Housing is central to almost any discussion about City affairs, no matter whether the focus is on economic development opportunities, student enrollment trends at MTSU, or the ability to simply walk from one neighborhood to another. As Murfreesboro positions itself as an attractive, suburban living alternative to Nashville, Franklin and Smyrna, the quality, affordability, and selection of housing options will directly influence the City's ability to recruit and retain residents and employers.

Having a diverse stock of housing - new and old, large and small - is instrumental in offering choice and providing for the individual needs of all households, regardless of economic stature.

In addition to housing price and location, another consideration is the design of neighborhoods. The suburban development that occurred in the latter part of the 20th century departed from the established town settlement pattern near the core of the city. National trends, however, reflect a growing demand for new housing developments to engender neighborhood-style patterns that are once again integrated into the existing fabric of the community, are located near other uses, for ease of access, offering multi-modal transportation options, and preserving natural resources through innovative subdivision design. Murfreesboro residents wish to enjoy quality housing and the positive impact that well-designed neighborhoods can have on the image and wellbeing of the community.

An enduring housing strategy should focus on increasing affordability through expanded housing choice; establishing

- 
- ▶ Lack of Housing Diversity
 - ▶ Life-Cycle Housing
 - ▶ Affordability
 - ▶ Cost and Transportation Overburden
 - ▶ Neighborhoods are auto-centric in organization
 - ▶ No connectivity, little walkability
 - ▶ No mixed-use
 - ▶ No neighborhood commercial

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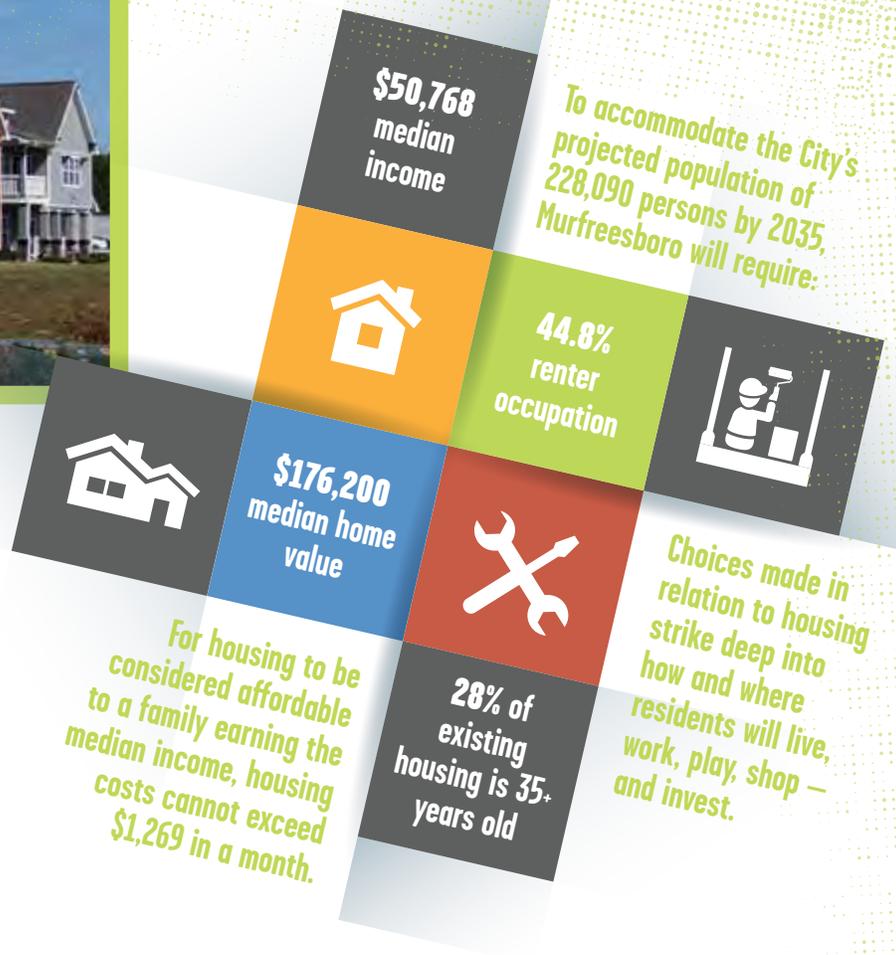


Housing
Affordability

In 2014, the purchase of a single family detached home, in the \$176-200,000 range was considered "affordable," based on a median household income of \$50,768. While the demand for homes within this price range remains extremely high, the supply, or inventory, has not been able to keep pace with the demand. As property becomes increasingly scarce, its value increases, and consequently, so too does the value of new homes. Based on recent housing absorption reports, homes within the \$251-300,000 range makeup the greatest percentage (22.3 percent) of homes sold, year to date. As a result, almost 30 percent of homeowners and over 50 percent of renters in Murfreesboro are cost-burdened. Developers should be encouraged to vary the affordability, type and size of units and parcels in new housing developments to foster the development of more inclusive communities.



opportunities for site and community transition; promoting context-sensitive manufactured housing; building “living environments” such as neighborhoods and villages, rather than subdivisions and strip lots; and developing the majority of housing near employment centers. Concurrent with employment and population growth, Murfreesboro will require approximately 88,415 viable housing units by 2035 and – assuming a variety of housing types are provided – to maintain a sound, balanced housing market. This will require the addition of nearly 42,958 additional housing units by 2035. This figure is conservative as 28 percent, or 12,728 existing housing units, are over 35 years old, and will be soon be in need of replacement. Based on current ownership patterns, of the projected 42,958 new units, 22,456 (49 percent) will be owner-occupied, with the remaining 20,502 units (43 percent) renter-occupied.



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Multi-family Developments

Multi-family developments serve an important function in Murfreesboro. They function as housing for young professionals not ready to buy a home; corporate housing; housing for MTSU students and retirees; and affordable housing for those who cannot meet the expense of home ownership. While the City of Murfreesboro recognizes the importance of multi-family residential housing, greater attention should be given to how and where it is developed. Specific architectural design guidelines and location parameters should dictate multi-family development compatibility, density, intensity and bulk standards. Multi-family developments should not be located in large, high-density concentrations and clusters, but rather dispersed in small groupings around the City in a balanced manner that provides a mix of uses and densities.

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Neighborhood Design

As new residential developments emerge west and south of town, the City of Murfreesboro is presented with opportunities to guide neighborhood design. The City's Planning Department should consider establishing a neighborhood planning program where it could work with and incent residential developers to create more intense, mixed-use neighborhoods of varying densities, and ensure that new suburban neighborhoods incorporate affordable housing and low-income housing prototypes into the neighborhood mix; and that neighborhoods are developed utilizing a network of interconnected streets that include sidewalks and bike lanes to ensure multi-modal transportation options; and the development of open spaces, parks and greenways that link neighborhoods to schools, parks, commercial areas, and other uses, to ensure walkability and reduce the length of vehicle trips.



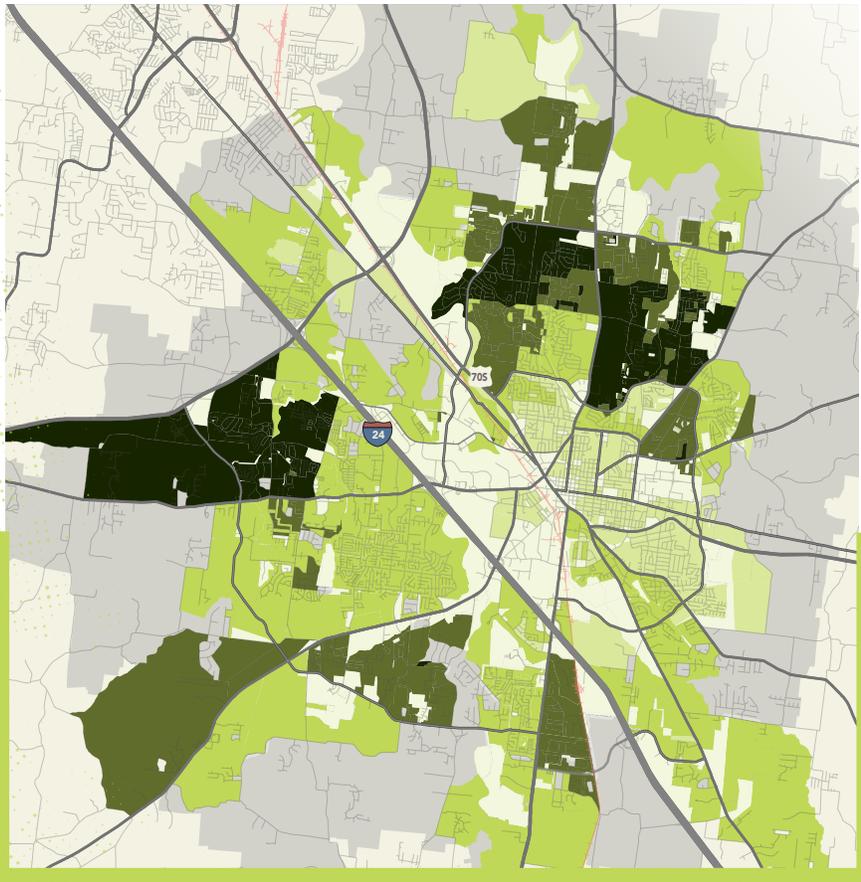
Neighborhood Preservation

The City's economic health relies, in part, on its ability to preserve its well-established neighborhoods while planning for the development of new living environments that meet the physical, social, and economic needs of its residents. While the impacts of history, neglect due to poverty, and inappropriate surrounding land uses may make recovery difficult for some neighborhoods, most offer an opportunity for renewal and long-term viability. Murfreesboro residents wish to enjoy quality housing and the positive impact that well-designed neighborhoods can have on the image and wellbeing of the community. Indeed, neighborhoods are the foundation of any community as they are places where residents live, recreate, interact, and call home. Sustainable, diverse, attractive, and vibrant neighborhoods enhance economic development, improve livability, and maintain property values and the City's tax base.



Housing and Transportation

While the search for affordable housing drives some households to move farther away from employment centers to cheaper, largely unimproved, rural land; recent studies show that much of the "affordability" of this more distant housing is offset by increased transportation costs. When transportation costs are added to the affordability equation, both Murfreesboro and Rutherford County exceed the Housing and Transportation (H+T) Affordability Index; with combined H+T costs consuming 48.47 percent for a typical household in Murfreesboro and 52.29 percent for a household in Rutherford County. Although the presence of Rover transit service has enabled the City to provide alternate transportation options, Rover routes and schedule are limited. The City should encourage a variety of housing types at a range of price points and rents that fit the character of Murfreesboro while providing options for all residents.



Median Home Value

- \$0 - \$50,000
- \$50,000 - \$133,333
- \$133,333 - \$189,286
- \$189,588 - \$239,286
- \$239,286 - \$375,000

"In their search for lower cost housing, working families often locate far from their place of work, dramatically increasing their transportation costs and commute times. Indeed, for many such families, their transportation costs exceed their housing costs."

- Center for Housing Policy. *A Heavy Load: The Combined Housing and Transportation Burdens of Working Families.*

Source: ESRI Featured Content: 2014 Median Home Value in United States, 2014 Median Household Income

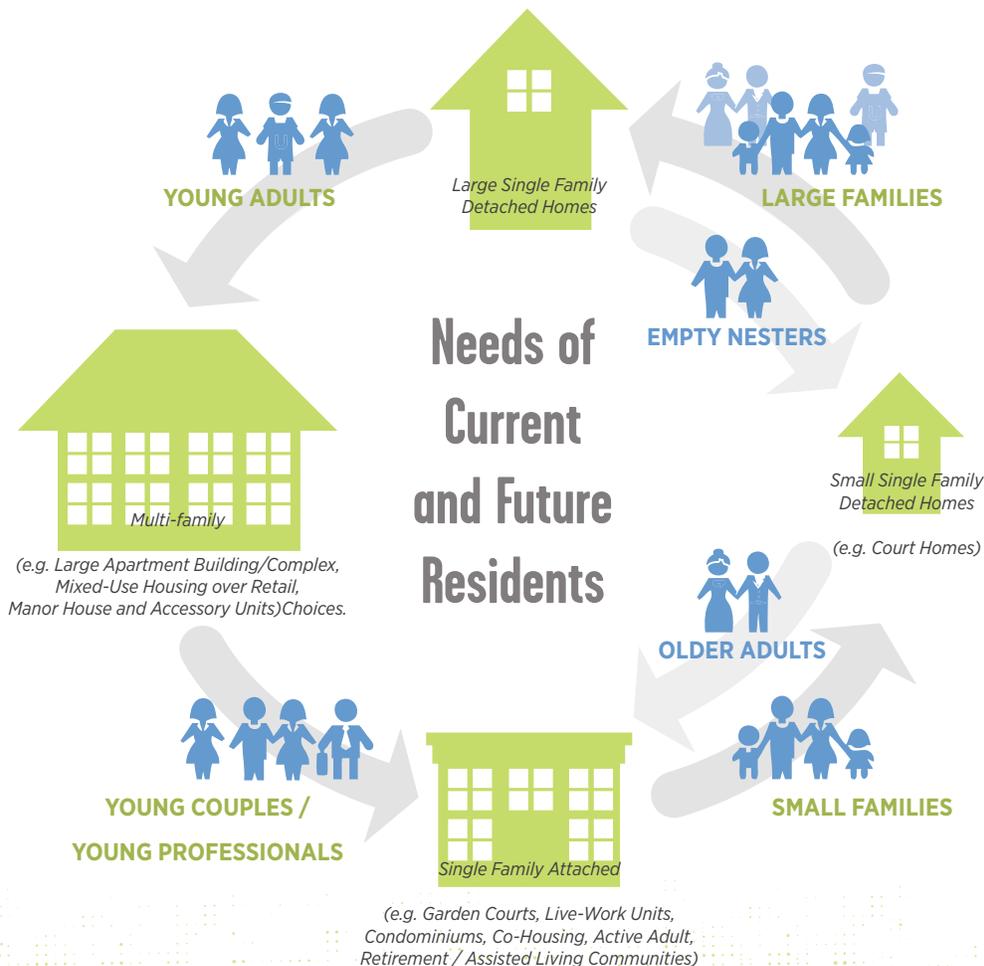


Life-Cycle Housing

Given the diversity and age distribution of the City's population, it is essential to have a balanced housing stock that supports a "life-cycle" housing philosophy. A wide range of housing types, styles, and price ranges should be available so that residents can readily make lifestyle transitions within their own community as they age. Senior housing options are especially important in that the nation is still at the front end of the Baby Boomer retirement wave of the next several decades. Otherwise individuals young and old may be forced to move elsewhere to find the type of housing they need or can afford at a particular stage of life. By working toward a housing market and development pattern and mix that is attuned to life-cycle needs, a community can also be better positioned to respond to the special needs of various niche groups within the marketplace.

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- Guiding Principles.....5.2
- Residential Zoning.....5.5
- Housing: By the Numbers.....5.8
- Murfreesboro Housing Trends..... 5.10
- Housing Unit Supply and Demand 5.11
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A housing life-cycle perspective provides helpful context as it emphasizes the importance of considering both the needs of current residents as they change over time as well as the needs of future residents who may live in the unit.

Parks, Recreation & Open Space

The network of parks and trails, natural and cultural resources and amenities that compose Murfreesboro's parks and recreation program, while impressive, must continue to grow in order to accommodate the anticipated programmatic needs associated with an increasingly diverse and rapidly expanding population. Indeed, while there are multiple opportunities through which to add breadth and depth to its parks system, significant challenges must be overcome. Three important themes weave throughout this chapter, including the use of parks as economic development strategies; spaces to improve citizen's health outcomes; and green infrastructure and ecosystem services to improve stormwater management and provide environmental benefits.

Parks were, for a long time, thought of simply as places for recreation, preservation of open space and social gatherings. City parks and recreation programs are dynamic institutions that play a vital though not fully appreciated or understood role in the social, economic, and physical well-being of America's cities and residents. The role of parks in cities and urban metropolitan areas has become much greater as the scope and impact of parks increasingly influences quality of life, economic development, health, and many other aspects of urban living. As cities across the country find that populations are being attracted back into more urbanized areas, revitalized park systems and recreation facilities are becoming central themes of this urban renaissance. Both planners and park professionals see the broader benefits that open, green spaces provide to cities, and

recognize those resources are increasingly being used to revitalize communities, not just entertain residents. There is also a need to better plan for how parks and public spaces fit into a city's overall plan. As cities work on solutions in terms of economic development, health and the provisions of infrastructure, collaboration is a critical component going forward. If city leaders work together, parks - and public space as a whole - can be agents of positive change. Agencies can work across departmental boundaries in order to share capital and other resources, so as to achieve more holistic goals. Designing places for active living aims to get people moving so as to improve health and well-being. Exercise has been shown to relieve stress, anxiety, and mild depression. Research shows that living near parks and recreation facilities

- 
- ▶ **Parks and Facilities: Meeting the Demand**
 - ▶ **Need for a Parks and Recreation Master Plan**
 - ▶ **Planning for Parks and Recreation**
 - ▶ **Financing Parkland Development**
 - ▶ **Natural Resources and Green Infrastructure**
 - ▶ **Greenways Program Expansion**
 - ▶ **Promotion and Preservation of Cultural and Historical Resources**
 - ▶ **Parks and Recreation as Economic Development Strategy**

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**Meeting Park
Demand**

Based on NRPA parkland standards and the City's 2014 population of 118,676, Murfreesboro has a significant deficit of neighborhood, community and regional park amenities. In the absence of a Parks and Recreation Master Plan, NRPA "back-of-the-napkin" estimates, based on the 2035 projected population of 228,090, is 2,760 acres, a 280 percent increase in park space supply. As the Parks Department focuses on maintaining current facilities and meeting future demand, there should be particular focus on the development of neighborhood parks throughout the City to provide more distribution, and therefore more access to the parks and recreation system by all residents. In conjunction with developing a parks and Recreation Master Plan, the City's Parks Department should work with City departments and homeowners associations to identify small parcels of unimproved land within existing service areas that may be utilized for parks.



leads to higher levels of physical activity. Communities designed for active living feature public places such as greenways, multi-use trails, playgrounds, pools, athletic fields, and other recreation facilities that encourage physical exercise. The network of parks and trails, natural and cultural resources and amenities that compose Murfreesboro's parks and recreation program, while impressive, must continue to grow in order to accommodate the anticipated programmatic needs associated with an increasingly diverse and rapidly expanding population. Indeed, while there are multiple opportunities through which to add breadth and depth to the City's parks system, significant challenges must be overcome. The City of Murfreesboro needs to develop a Parks and Recreation Master Plan.

Core to the mission of public parks and recreation is the preservation of natural resources and the promotion of good conservation and stewardship practices.

- \$2,262 est. premium for homes near parks
- 1,110 total acres of parkland
- 11.7% residents likely road bike
- \$150 million in total public park system assets
- There is approximately 550 acres of available land within the City and County school districts to accommodate the additional park acreage needs.
- The Murfreesboro Greenway System consists of the Stones River and Lytle Creek trails and 11 trailheads, including five miles of riverside trails.

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Financing Parkland Development

Murfreesboro must equip itself with the regulatory tools and needed capital to provide the necessary resources, both physical and fiscal, to ensure that the quality of life of the City's residents remains a top priority. Beyond utilizing the more traditional methods of financing parkland acquisition and development, the City should consider requiring capital assistance from the development community in the form of parkland dedication, fees-in-lieu, and park development. Based on the park acreage deficit that the City is currently facing, as well as the projected population increase of roughly 160,000 additional residents within the Planning Area, the establishment of a new means of generating capital for funding the development, operation and maintenance of parks and recreational facilities is essential to maintaining quality of life for all residents in the face of growth.

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Natural Resources and Green Infrastructure

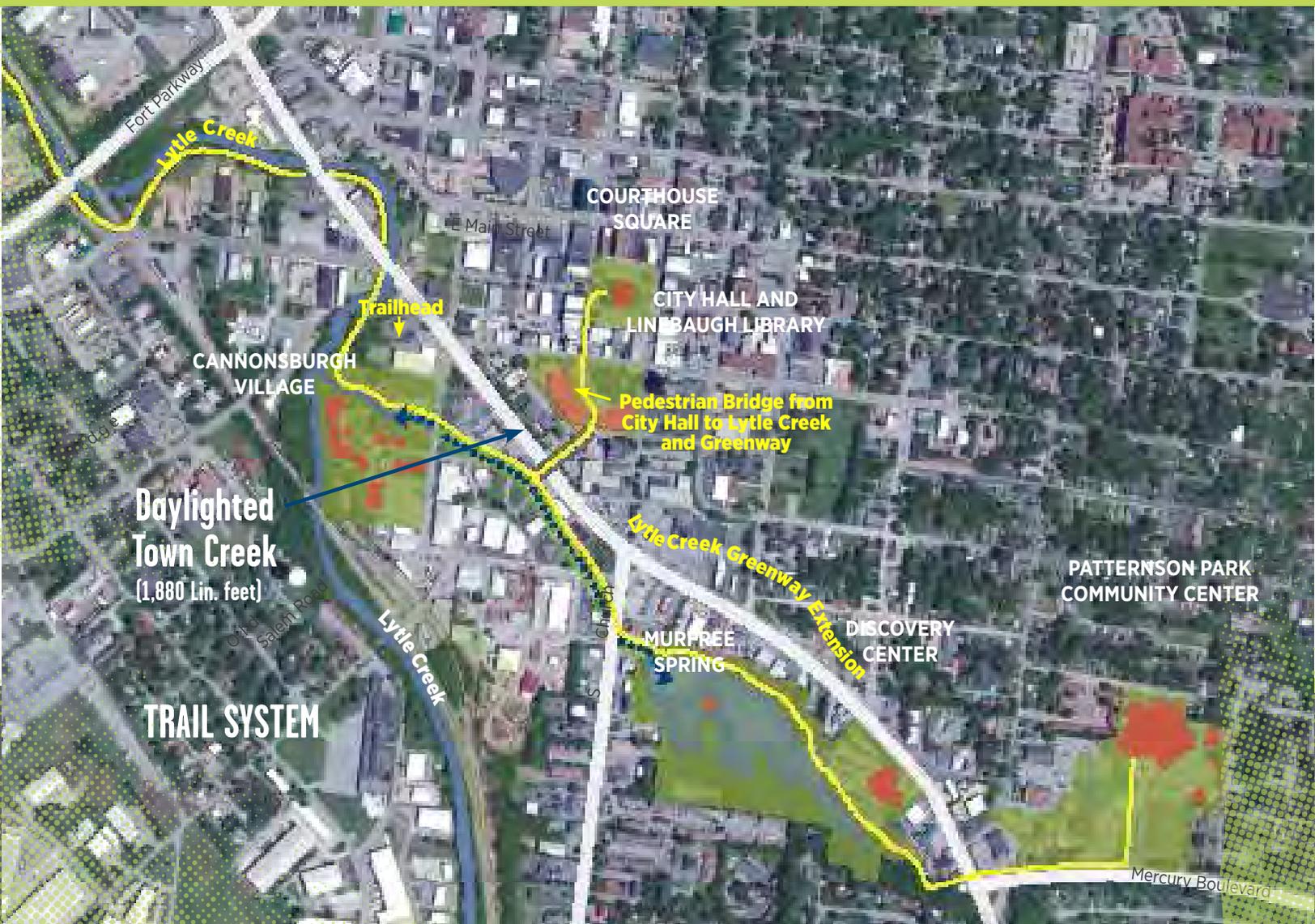
The simultaneous, sustainable and multi-functional benefits of green infrastructure cannot be underestimated. Beyond being potentially more cost-effective and capable of meeting environmental, social and economic objectives than conventional 'gray' infrastructure; green infrastructure, as a natural, ecosystem service-providing infrastructure, can help raise the adaptive capacity and urban resilience of our regions, communities, neighborhoods and individuals. Green infrastructure, as embodied in a community's parks, gathering places and open space networks enhances a city's form, sense of place and identity; and provides a system of spaces and places through which people can connect with nature. Green Infrastructure should be strategically preserved, planned, designed and managed at a range of spatial scales to provide useable space while supporting natural and ecological processes.



The Murfreesboro Greenway System consists of the Stones River and Lytle Creek trails. The Greenway System connects historical sites, parks, neighborhoods, and businesses; it also serves as a conservation corridor to preserve precious natural and cultural resources. A total of 67 miles of off-road trails and 24 new trailheads have been recommended for development over the next 25 years. With the need to reconstruct the 1,880 foot long Town Creek box culvert, which runs roughly parallel to Broad Street, there is an opportunity to daylight Town Creek, from Murfree's Spring to Lytle Creek, and create a pedestrian promenade from Cannonsburgh Village, thus continuing the Lytle Creek Greenway to the Murfree's Spring Discovery Center and beyond to Patterson Park Community Center.



Preserving and promoting the historical and cultural resources of Murfreesboro benefits the community and region because it attracts tourists and helps to retain qualities that contribute to Murfreesboro's unique sense of place. Continue to promote Murfreesboro history by providing historical displays, programs, and interpretative signage. Protect historic sites' context from adjacent growth pressures and incompatible development. Continue to partner with the Stones River National Battlefield and the Friends of Stones River National Battlefield to promote and protect the heritage and landscape of the battlefield. Provide connectivity to the park trails to the City Greenway system, as the growing population will require more greenspace; consider alignment with development design guidelines that are compatible with resource protection goals.





Improving Health

According to the Centers for Disease Control (CDC), in 2009, Tennessee adults had the third highest incidence of obesity in the United States (32.8 percent). 69 percent of adults in Tennessee were overweight or obese. 39 percent of our children ages 10 to 17 were overweight or obese, with the number approaching 52 percent in some counties. The importance of determining the equitable distribution of the City's parks, facilities, and asses is to ensure that the City's park and recreation system is being used to promote health and wellbeing. Providing access to recreational facilities is a critical strategy for helping people of all ages become more active by increasing the distribution and access to park space. Increase opportunities and access to physical activity and healthy foods for persons of all ages and abilities.

Additional Highlights

- Themes and Guiding Principles 6.4
- Park Types and Acreage Standards 6.6
- CAPRA Accreditation Standards 6.13
- Murfreesboro Athletic Leagues 6.15
- Parks and Recreation as Economic Development Strategies 6.18
- Parks and Recreation Needs 6.21
- Murfreesboro's Natural Resources 6.38
- Promotion and Preservation of Cultural and Historical Resources 6.52
- Promotion and Enhancement of Artistic and Civic Resources 6.58
- Health 6.65
- Equity and Park Access.....6.72

Park Land: Supply and Demand



"Murfreesboro has a wonderful park system, greenway trails and events, farmers markets and affordable recreation centers. I believe it is educating people about all these great resources available to them that most cities do not offer. Murfreesboro is unique in this respect."

- RESIDENT

Economic Development

This Chapter discusses policies and programs to grow and diversify the City's economy. It includes specific recommendations intended to expand the tax base, promote new capital investment, grow jobs, increase household wealth, and support the attraction and formation of new businesses. The recommendations are made with the understanding that Murfreesboro's economy is a part of a much larger regional economic system, the overall performance of which will directly affect the City's local economy.

The strongest and most sustainable economic programs attempt to leverage distinctive local assets or advantages. These can consist of a combination of geographic location, climate, and natural resources, as well as defined industry clusters, unique infrastructure, wealthy civic-minded citizens or institutional assets that have accrued over long periods of time. A Place-Based Economy is an economic development strategy which utilizes a community's natural, cultural, scenic and heritage-related amenities to foster economic development activity. The strategy focuses on features unique to the place, builds on existing assets, and uses the assets as a means of attracting new investments and strengthening existing businesses. Although the City has done a fine job in harnessing

"backbone" companies involved in the essentials of making and moving things, City leaders now seek to diversify the local economy and to reposition it for more high-wage, knowledge-based industries – the types of industries more befitting an emerging "Eds and Meds" community on the fringe of a fast-growing metro area. This type of transition will require a deliberate effort to move beyond reactionary, single-project economic development efforts toward softer, longer-term efforts to enhance the City's overall place-quality and its economic dynamism. Despite its many opportunities, Murfreesboro is also presented with a number of potential concerns and challenges. These include: increased traffic congestion both locally and regionally; an increased reliance on logistics and distribution facilities (which are land and infrastructure intensive and relatively job-poor); and a

- 
- ▶ Engage MTSU
 - ▶ Invest Downtown
 - ▶ Incent/Market Class A Office Space
 - ▶ Position For Modern Manufacturing
 - ▶ Embrace Entrepreneurship
 - ▶ Pursue "Opportunity Economics"
 - ▶ Build Local economic development capacity
 - ▶ Program-Backed Marketing

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Engage Middle TN
State University

Maximizing this advantage however essentially boils down to two major must-dos: (1) increase the integration/decentralization of the campus within the City; and (2) expand the technology development/tech-transfer capacity and apparatus of MTSU. The City should also partner with MTSU to either create or spin-off university "flagged" facilities that would be better situated off-campus such as a future MTSU business incubator, graduate and/or married student housing; a technology park, campus bookstores or various-arts venues. All of these initiatives will incrementally help de-isolate the university and infuse more vibrancy into the rest of the city. The City should work with both MTSU and developers to expand off-campus student housing options. The goal is to establish an identifiable off-campus student "scene" and drive more university-related activity into the wider city.



retail landscape dominated (and being siphoned-off) by generic national franchises. Meanwhile, residential development is occurring or is being proposed in areas better slated for business development such as the I-24/TN SR 840 interchange area. Although Murfreesboro is a proudly independent city, its future success will greatly depend on its ability to capitalize on global economic forces. Such forces coalesce geographically at the larger metropolitan or regional scale – areas that represent larger collections of resources and markets than any one municipality itself can represent. The goal is to place Murfreesboro on a larger stage through its connection with a dynamic, fast-growing Nashville that enjoys a growing international reputation as a center of music, arts and American culture.

0.47 ratio of employees to residents

One of the most important economic development strategies for the City is to retain its existing employers.

Manufacturing is the largest industry at 22.2%

MTSU employs 2,205 workers

24.4% of residents have an undergraduate degree

Rutherford County has consistently had lower unemployment rates than the state and has typically performed better than the nation.

MTSU's enrollment has almost quadrupled in the past 43 years from 6,779 students in 1968 to 26,442 in fall 2011.

PAGE 7.18  **Invest in Downtown**

A well-functioning downtown offers varied housing and employment options; opportunities to plug-into local arts and entrepreneurship scenes; the celebration of local flavor; and most importantly, the preeminence of people over cars. More than any other part of the City, Downtown needs to serve as both the City's living room and its main guest room. Given these multiple roles, Downtown easily warrants the highest public investment per square-block of any other area of the City. Since the retail focus has moved to the primary corridors as well as the Gateway district, Downtown must create a new identity that is solely unique to the community and region. There are great opportunities to position Downtown more as a destination and niche market with an orientation toward culture, entertainment, and community gathering, with a healthy compliment of local shops and eateries.

PAGE 7.26  **Modern Manufacturing**

Although the City's stated economic priority is to attract more professional white-collar jobs, well-paying manufacturing jobs have been a long-standing staple of a healthy, well-diversified economy. Increasingly clean, lean, automated and well-paying, today's advanced manufacturing jobs require highly skilled workers with some post-secondary technical education and analytical, problem-solving skills. The City should aggressively implement and expand the Chamber of Commerce's multi-pronged economic strategy to develop the talent pipeline for Rutherford County's increasingly skill-needy manufacturers. Murfreesboro should position itself to attract modern, sophisticated manufacturing facilities in well-designed master-planned, "green" business parks. A new business park in Murfreesboro could be positioned as a supplier-park for the automotive or aerospace industries.



Embrace Entrepreneurship

Murfreesboro should establish itself as a place that is supportive of new enterprises by offering a full array of financial and programmatic resources to new businesses. One of the City's main advantages in becoming a regional center of entrepreneurial activity is the presence of MTSU; the resources of which could be marshalled to position the City as a genuine, "start-up city," drawing-in and nurturing entrepreneurs from around the region. Reaching this position however will involve the City and its economic development partners providing access to physical space and increasing the availability of risk capital and business coaching. The City could support this initiative by incenting and/or developing incubator space, contributing to and helping to manage various loan funds, and acting as an important catalyst bringing the lead players together. It could also offer-up matchable, first-in resources including challenge grants.



Build Local ED Capacity

Seeking to diversify the local economy and reposition it for more high-wage, knowledge-based industries, will require a deliberate effort on behalf of the City to move beyond reactionary, single-project economic development efforts toward softer, longer-term efforts to enhance the City's overall place-quality and its economic dynamism. Making this turn will require dedicated and versatile economic development staff, an economic development budget, and myriad volunteer and in-kind resources. An internal economic development staff would work in a partnership with the Chamber on Murfreesboro-specific projects that may require local incentives, land assembly, the coordination of local entitlements, permitting and public services, and/or community outreach. Local staff must be much more involved in the physical aspects of community economic development, particularly redevelopment. Local staff can help package and serve-up (re)development deals that might not otherwise happen without direct public involvement.



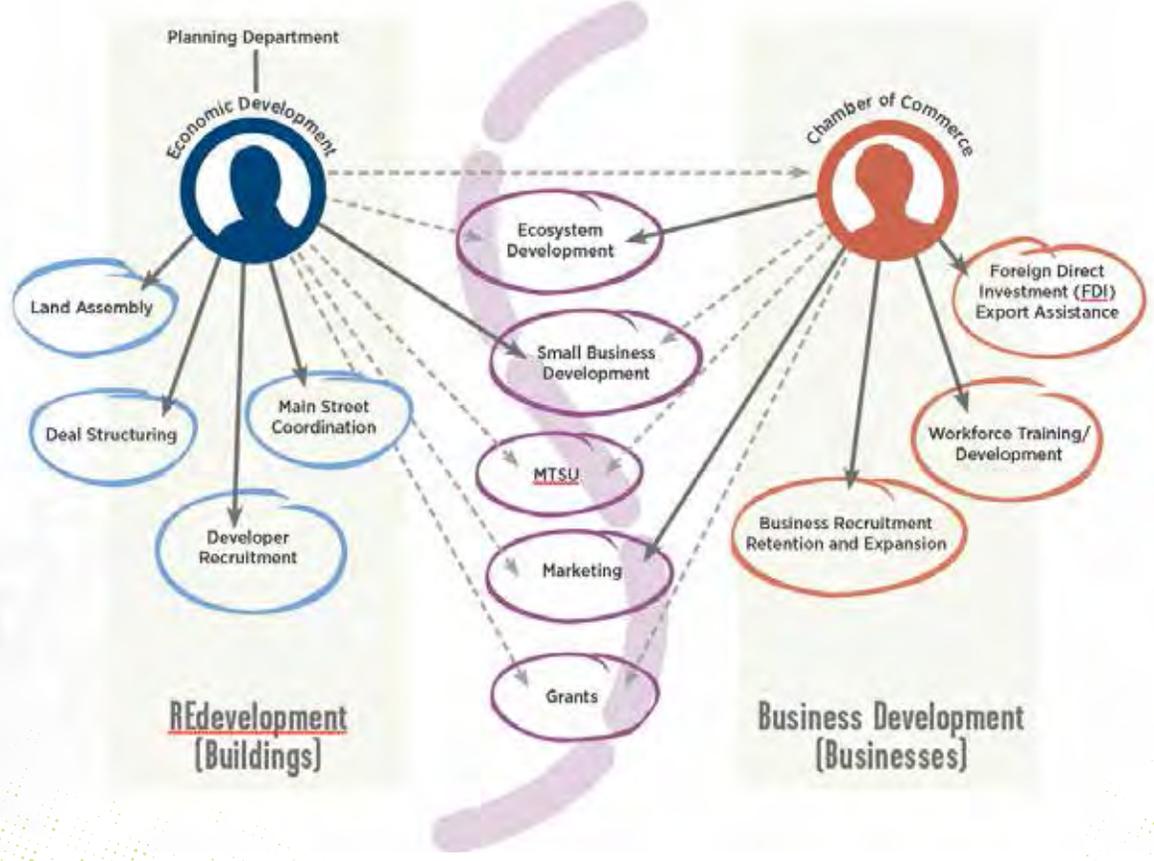


Program-Backed Marketing

City marketing and branding should cap-off a city's economic development program. It should also be targeted to a well-defined audience. The logical audiences for a Murfreesboro-specific marketing campaign should mostly be internal to the region. They include companies and residents already residing in the region who may be considering relocating for: cost, lifestyle, location or education reasons; real estate brokers and developers looking for opportunities to develop and lease/sell property to the former; and current Murfreesboro residents to help "validate" their city and compel them to communicate its value proposition to all of the above. The City's marketing or branding message should be memorable, authentic and somewhat aspirational. It should succinctly capture the essence of the City and the opportunities it offers; such as Murfreesboro's classic city-in-the-country feel and its emerging college-town identity. Another is the City's existing medical/health/recreation focus and its potential lifestyle appeal to so-minded individuals and households.

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New Economic Development Roles

8 Implementation

Chapter 8, *Implementation and Intergovernmental Coordination*, provides a roadmap and action plan regarding how the Comprehensive Plan should be administered and amended over its 20-year time horizon; as well as how its strategies and initiatives should be refined and implemented.

The Murfreesboro 2035 Comprehensive Plan is a very bold, far-reaching, robust plan. Implementation will require leadership, organization, deliberation, and “beyond-the-box” thinking. A business-as-usual approach will simply not cut it. Now that the implications of growth are more fully understood the City must think anew and act anew. This however, should not be a problem. As outlined in Chapter 1, *Planning Context*, the City has a track record of stepping up to the plate and successfully implementing large-scale, high-profile projects to accommodate growth, enhance the quality of life and improve the economic wellbeing of its citizenry. Indeed, the City left the comforts / confines of the proverbial box when it advertised the Request for Proposals to develop an updated Comprehensive Plan and 2040 Major Transportation Plan. Therefore, during the Comprehensive Plan kick-off meeting, it was not surprising that the City requested of its project team to develop a plan that would make the City stretch “beyond its comfort level.”

No single entity will be able to implement the Plan in its entirety. Implementation of Plan recommendations will require the knowledge, expertise and capital resources of multiple entities spanning federal, state and local levels of jurisdiction, within public, quasi-public, and private sectors.

As caretaker of the Plan it is of utmost importance that the City of Murfreesboro develop the requisite internal capacity to administer, manage, and implement the Plan. This will require augmenting the City’s organizational structure, including, for example, expanding the authorities and capacities of its Planning Department to embrace spatial and policy planning, economic development and redevelopment capabilities within multiple timeframes, at a range of spatial scales. A Plan Administrator should be hired or appointed to refine Plan provisions, track progress, and provide annual reports to the Planning Commission and City Council.

Special projects or initiatives may include initiating or adjusting existing City programs; entering into interlocal agreements; expanding citizen participation programs; providing training; and other types of special projects.

Some community initiatives identified in the Comprehensive Plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of potential private and non-profit partners to advance the community’s implementation action program should not be underestimated.

Land development regulations and engineering standards are fundamentals for plan implementation. It is plain—but often under appreciated—that private investment decisions account for the vast majority of any City’s physical form. Consequently, zoning and subdivision regulations and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character and quality of development reflect the City’s planning objectives.

Development Regulations and Engineering Standards



Policy-Based Decisions



Land use and development decisions should be made based on the policies that are set out in this Comprehensive Plan. In some measure, the adoption of new or amended land development regulations (e.g., zoning, subdivision, landscaping, sign controls, etc.) will establish a specific framework for evaluating private development proposals against the City’s articulated policies. However, decisions regarding annexation, infrastructure investment, and right-of-way acquisitions are generally left to the broad discretion of the City Council.

Additional Highlights

There are several areas where additional planning work is warranted, at a “finer grain,” on the ground level of detail than what is appropriate in a Comprehensive Plan. As such, some parts of this plan will be implemented only after some additional planning or special study, or detailed design, and the development of construction documentation and specifications.

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Implementation Action Plan	8.28
Short-Term Implementation (Years 1-3)	8.42

As new development or redevelopment plans are proposed, staff and the City’s advisory boards, together with the Planning Commission and City Council, must take the policies and recommendations of this plan into consideration. The text of this prioritization of programs, and projects within this chapter, coupled with economic development-related initiatives outlined within Chapter 7, *Economic Development*, the *Future Land Use Map* and the proposed *Thoroughfare Plan*, should weigh heavily in future decisions by City officials, residents and other stakeholders in achieving the shared community vision.



Coordination and Partnerships



Special Projects, Programs, and Initiatives



Specific Plans and Studies



Formation of New Policies



Capital Improvements Programming

Plan Implementation Methods

As discussed within the Project Definition section, Plan strategies and actions must be refined into tangible, actionable projects, complete with well-formulated and realistic programs, implementation schedules and multi-phased budgets. Project planning and programming must be factored-in to the City’s capital improvement program and annual budgeting cycle. Strategies and actions have been categorized regarding those that will involve capital investments, new programs and initiatives, amended regulations and standards, partnerships and coordination, and additional targeted planning/study. Most capital projects will also require, to varying degrees, additional feasibility analysis, construction documentation, specifications, and detailed cost estimates.

A capital improvements program, or “CIP,” is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater and drainage facilities; open space, trails and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this Comprehensive Plan. Decisions regarding the prioritization of proposed capital improvements should take into account the policy and management directives of this Plan.

The 97 recommended actions in the plan were prioritized by members of the City Council, Planning Commission, Comp Plan Task Force, and members of the community who attended the July 21, 2016 Open House. The actions that received a score of 21 and above, of which there were 12, were categorized as Primary Actions, and were placed within the 1-3 Year timeframe. It is recommended that every two to three years, the actions will be re-prioritized to be accomplished in the near term.

Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	Action Leaders
Initiate			Action Type					

Priority Recommended Actions

Strategy 6.2.8: Continue the Lytle Creek Greenway from Cannonsburgh Village to the Discovery Center at Murrfree's Spring and beyond to the Patterson Park Community Center.

Seek capital and technical partnerships with the U.S. National Park Service' Rivers, Trails and Conservation Assistance program, the Rutherford County Convention and Visitors Bureau, and local private foundations to prepare a comprehensive, mixed-use redevelopment program for the entire historic Bottoms area, utilizing the restored Town Creek and adjacent promenade as a central amenity.	Chapter 6, <i>Parks, Recreation, and Open Space</i> (p. 6.52)	57		X			X	X	MPRD, MED, MPZD, CM
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STRATEGY 4.6.6: The City should take the lead on formulating a robust, mixed-use redevelopment program for the historic Bottoms area.

Evaluate the use of a special taxation or business improvement district through which to finance a major mixed-use redevelopment program for the historic Bottoms area. The program should contain the following elements: <ul style="list-style-type: none"> - land acquisition program - circulation plan - schematic site plan w/ renderings - regulating plan - design guidelines 	Chapter 4, <i>Land Use and Character</i> (p. 4-46)	46					X	X	MPZD, MLD, CM
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STRATEGY 2.4.4: Reduce the limits of sinkhole flooding and consequent contamination of groundwater.

Prepare, implement, and periodically update a plan to identify, preserve, and track environmentally sensitive lands, including, but not limited to: wildlife habitats, wetlands, marsh lands, and floodplains associated with streams and sinkholes.	Chapter 2, <i>Growth Capacity and Infrastructure</i> (p. 2-49)	44						X	MUED, MPZD
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STRATEGY 5.2.1: Work with developers to build livable and sustainable neighborhoods.

Make existing and new suburban neighborhoods pedestrian- and bicycle-friendly by developing interconnected street networks that include sidewalks and bike lanes.	Chapter 5, <i>Housing and Neighborhoods</i> (p. 5.74)	41				X			MPZD, MTD
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Strategy 5.1.10: Improve property maintenance of housing units, especially rental properties and eliminate substandard housing conditions.

Consider implementing a phased Mandatory Rental Inspection Program, beginning with rental properties that have been repeatedly cited for recurring code violations, to enforce property maintenance standards. The Building and Codes Department should schedule required inspections and follow up visits to ensure that all noted code violations and deficiencies found are properly corrected in a timely manner.	Chapter 5, <i>Housing and Neighborhoods</i> (p. 5.37)	35			X				MBCD, MCD
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STRATEGY 7.1.1: Expand the activity-sphere of MTSU within the City. Create opportunities for MTSU to site ancillary facilities and programs off-campus.

Engage MTSU, the Rutherford County Chamber of Commerce and private developers to establish an MTSU-flagged business incubator Downtown. Consider having the City take a significant investor/operator role in such a facility.	Chapter 7, <i>Economic Development</i> (p. 7.12)	33		X			X	X	CM, MPZD
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Abbreviations:

CM	Office of the City Manager
MBCD	Murf. Building and Codes Dept.
MCD	Murf. Community Development Dept.
MED	Murf. Engineering Dept.
MLD	Murf. Legal Dept.
MWSD	Murf. Water and Sewer Dept.
MPRD	Murf. Parks and Recreation Dept.
MPZD	Murf. Planning and Zoning Dept.
MTD	Murf. Transportation Dept.
MUED	Murf. Urban Environmental Dept.

Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	Action Leaders
Initiate			Action Type					

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.*

<p>Develop a corridor redevelopment program focused on mixed-use, high-density, multi-family and townhouse residential development. The program should contain the following elements:</p> <ul style="list-style-type: none"> - land acquisition program - circulation plan - schematic site plan w/ renderings - regulating plan - design guidelines 	Chapter 4, <i>Land Use and Character</i> (p. 4-56)	32					X	X	MPZD, MTD, CM
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STRATEGY 2.3.6: *Re-establish the traditional urban character of Downtown.*

<p>Prepare a Downtown master plan that is of sufficient detail to result in a regulating plan that illustrates the intended arrangement and form of development. This would include general lot and block arrangements, typical building footprints to reflect general character and scale, public spaces, the location of parking areas, and contextual relationship with existing uses and adjacent properties.</p>	Chapter 2, <i>Growth Capacity and Infrastructure</i> (p. 2-35)	29						X	MPZD, MUED
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Strategy 2.11.1: *Program educational facilities into all new development / redevelopment programs and projects.*

<p>Design future residential subdivisions so there are ample sidewalks and recreational trails that link elementary, middle and high schools within walking or biking distance of neighborhoods.</p>	Chapter 2, <i>Growth Capacity and Infrastructure</i> (p. 2-121)	29					X		MTD, MPZD, MPRD, CM
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STRATEGY 2.1.1: *Develop the tools to identify and monitor land use demands based on projected population growth.*

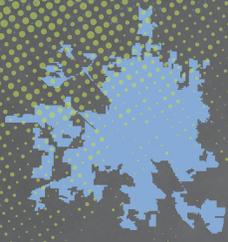
<p><i>Traffic Impact Analyses.</i> Protect road capacity and safety by strengthening requirements for traffic impact analyses when proposed developments exceed a designated size or projected trip generation. Provisions for analysis and potential mitigation should be extended to significant single-family residential developments.</p>	Chapter 2, <i>Growth Capacity and Infrastructure</i> (p. 2-16)	27					X		MTD, MLD, MPZD, CM
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STRATEGY 2.3.7: *Improve connections to, through and within Downtown and its surrounding neighborhoods.*

<p>Improve the pedestrian experience Downtown with active storefront displays; informational and interactive kiosks; public seating, including the use of parklets; pedestrian-scaled ornamental street lighting; landscaped planters; public art displays; sidewalk displays; and interpretive signage focused on Murfreesboro's collective heritage.</p>	Chapter 2, <i>Growth Capacity and Infrastructure</i> (p. 2-36)	25						X	MPZD, MUED, CM
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Strategy 5.1.14: *Increase supply of housing for senior citizens, both rental and owner-occupied and enhance services for seniors.*

<p>Consider establishing a Senior Citizen Rent Increase Exemption (SCRIE) program, which would protect eligible seniors from rent increases. The program would be administered by the City's Community Development Department, which would establish income eligibility criteria.</p>	Chapter 5, <i>Housing and Neighborhoods</i> (p. 5.45)	23					X		MCD, MLD
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City Mission Statement

The City of Murfreesboro strives to provide a safe, progressive, and healthy community for its citizens by employing dedicated individuals who work together to ensure the highest possible quality of life. Your city is committed to creating a better quality of life and making Murfreesboro a great city in which to live, work, and play.

City Vision Statement

Looking ahead to the Year 2035 and beyond, our vision is to manage growth in a manner that results in predictable development of exceptional quality, diverse professional, commercial and educational activity; achieve an efficient and compatible pattern of land use that sustains property values, encourages sustainability, and supports a blend of housing types for all stages of life and income levels; revitalize downtown as a true city center and community gathering place while preserving Murfreesboro's rich history and unique character; improve local and regional transportation efficiency and choices including increased opportunities for walking and bicycling; enhance safe and convenient access to parks and recreation facilities for citizens of all ages, to enable healthy and active lifestyles; protect valued open spaces and conserve natural resources, for the benefit and integrity of our environment, and community appearance; efficient use of community facilities and public infrastructure and their adequate provision concurrent with new development; and an attractive and well-maintained community for which we, the Citizens of Murfreesboro, are proud to call home.

Acknowledgments

General thank you note to all other staff and residents that assisted in development of the Plan by attending public meetings, presentations, workshops, joining the conversation on social media, or participated in any other way in the development of this Plan.

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Vice President Beth Duffield

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