MURFREESBORO 2035

Our Future Begins Now

Introduction

Plans are never intended to simply exist as a binder that is forever sitting on the shelf. These are collaborative works that involve many different contributors and include directions for many aspects of City development. Indeed, a great many people put time and effort into chronicling 'the next step' for the City of Murfreesboro. At the same time, experience dictates that plans become unused and reduced to so much shelf clutter. The addition of this Implementation chapter is intended to avoid that near term fate. Using this Plan on a frequent basis for policy, planning, regulatory, and capital decisions will lead to its commonplace acceptance and reference. This is the goal of this chapter and moreover, this Comprehensive Plan as a whole.

The *Murfreesboro 2035* Comprehensive Plan should be a "living document" that is responsive to ongoing change. That is, a document that is frequently referenced for guidance in community decision-making. Its key planning considerations, goals, and action strategies must also be revisited periodically to ensure that the Plan is providing clear and reliable direction on a range of matters, including land development issues and public investments in infrastructure and services.

ECONOMIC AND SUSTAINABLE DEVELOPMENT

Murfreesboro has long cultivated its educational system, stimulated economic growth and development, developed it's Sense of Place as a highly desirable community, encourages wellness through education, public interests, and recreation, and so many more to categorize. The necessary components already exist.

Why this Final Plan Section is Important for Murfreesboro:

- Emphasizes the importance of not only creating a plan, but translating it into real action and tangible, beneficial results.
- Adds a short-term strategic perspective and component to what is otherwise intended as a guide to Murfreesboro's long-term enhancement over the next 20 years.
- Includes an Implementation Action Plan for the City and other plan implementation partners to focus on during the next several years after plan adoption.
- Underscores the need to keep the plan fresh and relevant through annual review and reporting procedures and periodic updates.
- Advocates ongoing community engagement asthe plan is implemented.

Implementation is not just about a list of action items. It is a challenging process that will require the commitment of the City's elected and appointed officials, staff, residents, business owners, major institutions, foundations, other levels of government, and other organizations and individuals who will serve as champions of the Plan and its particular direction and strategies. Among its purposes, this final chapter highlights specific roles, responsibilities, and methods of implementation to execute priority Plan recommendations. Equally important are formalized procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, and new opportunities and challenges that have emerged since Plan adoption. This is in addition to any other change in circumstances, which may require rethinking of Plan priorities. Scheduled Plan evaluations and updates, as described later in this section, will help maintain its relevance and credibility as an overarching policy guide.

Guiding Principles

The following principles will inform the development of recommended strategies, initiatives and actions for implementing this Plan.

- **Guiding Principle 1: Be Bold:** The scope and breadth of the *Murfreesboro 2035* Comprehensive Plan are transformational. Bold steps will be necessary to implement it.
- **Guiding Principle 2: Flexible Approach.** Use a flexible approach to implementation. The Comprehensive Plan's flexibility allows for further improvements as new information is obtained or updated and individual projects are further refined. The Plan does not provide all the answers; as no plan could. It does, however, encourage an adaptive assessment strategy that includes a process for monitoring and amending plan elements and strategies to remain abreast of changing conditions, and as new information becomes available.
- **Guiding Principle 3: Ensure responsible use of fiscal resources.** Implementation of the Comprehensive Plan represents a substantial financial investment by all levels of government. Because of the expansive size of the Planning Area and the range of issues and challenges therein, the Plan's recommended strategies and actions, by design, are largely broad and conceptual in nature. More detailed technical studies and designs are warranted to ensure that each project is designed to achieve its intended purpose and that the project is shown to be a sound investment. The City will need to ensure that fiscal resources are used efficiently and effectively.
- **Guiding Principle 4: Stakeholder Involvement.** Continue to involve stakeholders and the public. Public outreach and engagement have been an integral part of the development of the Comprehensive Plan. Continue to seek public input throughout implementation and future amendments to the Plan.
- **Guiding Principle 5: Partnership and Collaboration.** No single organization can implement the *Murfreesboro 2035* Comprehensive Plan on its own, and the Plan cannot be legislated or regulated into reality. Successful implementation will depend on partnerships and collaboration across governments and across sectors.
- **Guiding Principle 6: Interlocal Cooperation.** The City should promote interlocal cooperation agreements between its departments and their corresponding counterparts within Rutherford County; so as to establish consistent policies regarding engineering standards and development, and code enforcement throughout the Planning Area (lands within the City limits and Urban Growth Boundary). An ongoing

system of consultation and cooperation should be established between the City's and County's planning jurisdictions.

- **Guiding Principle 7: Remain Adaptable to Opportunity.** While every effort has been made to anticipate the needs of the future in developing the Comprehensive Plan, it is important to remain adaptable to changing conditions and circumstances. The Plan must be viewed as a living document, and the approach to implementation must allow it to change course should the need arise.
- **Guiding Principle 8: Accountability.** The City is directly accountable for the ongoing administration and implementation of the Comprehensive Plan. A successfule, working system is one in which clear targets for construction and implementation are set, performance is managed, and people can trust that their interests are being served. Toward that end, the City should provide regular reporting on progress towards the achievement of Plan goals and objectives.

Plan Implementation Methods

PLAN INFLUENCE

Simply setting out an implementation framework in this chapter is not enough to ensure that the action items of this Plan will be carried out and the community's vision and goals ultimately achieved. The policies and action priorities in this plan should be consulted frequently and should be widely used by decision-makers as a basis for judgments regarding:

- the timing and availability of infrastructure improvements;
- proposed development and redevelopment applications;
- landowner-requested annexations;
- zone change requests and other zoning-related actions;
- expansion of public facilities, services and programs;
- annual capital budgeting;
- potential redrafting and amendments to the City's Zoning Ordinance and related code elements;
- intergovernmental coordination and agreements; and
- operations, capital improvements, and programming related to individual City departments.

There are seven general methods for plan implementation:

1. policy-based decisions;
2. land development regulations and engineering standards;
3. coordination and partnerships;
4. special projects, programs, and initiatives;
5. specific plans and studies;
6. formation of new policies; and
7. capital improvements programming.

1. 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. Moreover, administering *Future Land Use Map* amendments is typically the responsibility of the Planning Commission. This plan provides the common policy threads that should connect those decisions.

2. LAND DEVELOPMENT REGULATIONS AND ENGINEERING STANDARDS

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.

These ordinances should reflect the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan goals and policies.

3. COORDINATION AND PARTNERSHIPS

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. This may occur through cooperative efforts, volunteer activities and in-kind services (which can count toward the local match requirements for various grant opportunities), and public/private financing of community improvements. Indeed, the role of committees, commissions and organizations in the successful and sustainable implementation of the Plan cannot be understated.

4. SPECIAL PROJECTS, PROGRAMS AND INITIATIVES

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.

5. SPECIFIC PLANS AND STUDIES

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.

6. FORMATION OF NEW POLICIES

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.

7. CAPITAL IMPROVEMENTS PROGRAMMING

A capital improvements program, or "CIP," is a multi-year plan (typically five years) that identifies budgeted

Why Program Improvements?

- *To take into account the community's long-range needs during annual budgeting.*
- *To avoid overlooking large, critically needed projects.*
- *To help make the development of major facilities consistent with the community's goals and objectives, anticipated growth, and financial capabilities.*
- *To ensure the highest priority projects are constructed or acquired first.*
- *To balance the needs of different sectors of the community with those of the entire community.*
- *To allow ample time to explore alternative funding sources.*
- *To encourage citizen interest and constructive participation in community affairs.*
- *To facilitate intergovernmental coordination by keeping other municipal departments, governments and agencies informed of the local governing body's construction intentions.*
- *To help reduce some of the risk in private development by adhering carefully to a well-publicized schedule for constructing community improvements.*
- *To improve the development and maintenance of public facilities by requiring local officials to analyze and forecast their future needs.*
- *To adopt a more business-like and responsible approach to solving community problems, thereby discouraging piecemeal, uncoordinated, "brush fire" approaches.*
- *To improve financial management, debt administration, and use and allocation of limited public resources, and thereby help qualify the City for better borrowing terms and bond ratings.*

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.

A capital improvements program and budget also boosts accountability by identifying all the anticipated costs associated with a project, and how those costs might be spread over multiple phases and budget cycles. This is especially important if the City will be dependent on an external grant to finance a project, or might be pursuing the project in coordination with another public entity or with a private or non-profit partner.

Project Definition

Perhaps the most basic question is how does a capital project go from being only a general concept in the Comprehensive Plan to a built and tangible result on the ground? Capital improvements planning and programming becomes another component of the City's annual budgeting cycle. It can involve a similar process of City staff generating potential project needs and priorities based on their knowledge of community infrastructure, facilities and operations, as well as requirements imposed on the City externally, balanced with opportunities on the horizon. Meanwhile, elected officials and their constituents may be identifying priorities of their own, often from a less technical position but with a lay person's perception of need.

The range of activities to incorporate into a CIP goes well beyond street, drainage and utility infrastructure projects and includes parks and trails, City buildings, land and right-of-way/easement assembly and acquisition, major vehicle and equipment purchases, soft costs including the planning and design studies that are often a precursor to significant initiatives and expenditures, aesthetic or tourism-related enhancements, such as community gateway treatments, streetscape upgrades along corridors, and installation of wayfinding signage - all qualify as capital projects.

PROJECT BREAKDOWN AND PHASING

As with any complex activity, an advisable next step is to break down a potential capital project into smaller parts,

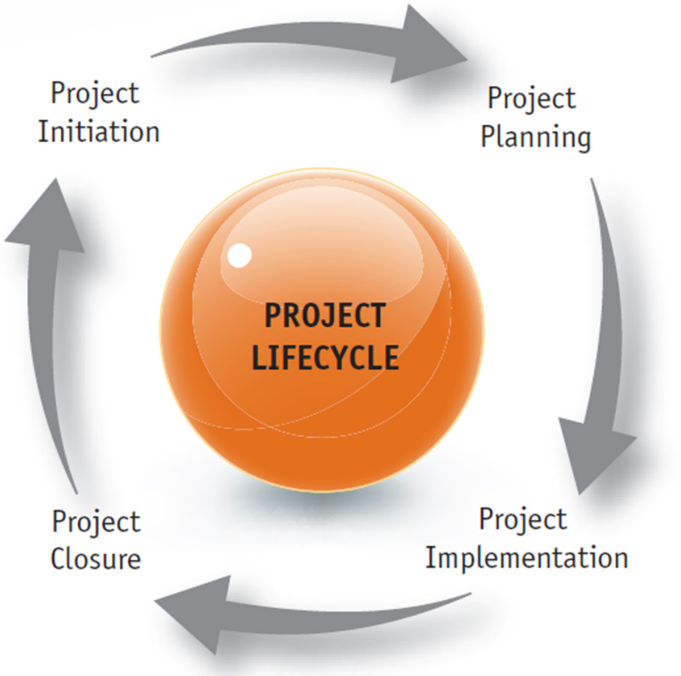


FIGURE 8.1, PROJECT LIFECYCLE[1]

as generally depicted in Figure 8.1, *Project Lifecycle*. This is especially important to determine interim steps and a particular sequence of activities that may need to occur along the way toward attaining an ultimate outcome. For example, a major infrastructure project can involve the following components, some of which obviously must occur as a prerequisite for others:

- Arranging funding, whether through City sources (general fund, capital budget), grant opportunities, cost-sharing with public and/or private partners, or a combination of some or all of these;
- Hiring new or reassigning existing technical or oversight staff;
- Securing consultant support, as needed;
  - Consultant selection (prior to design);
- Environmental assessment and required documentation;
- Design (prior to bid/award);
  - Preliminary schematics;
  - Detailed engineering design;
- Bid/award (prior to construction);
- Property, right-of-way, or easement acquisition;
- Necessary permit approvals;
- Project bidding, award and contracting; and

1. CARE USA, 2007. *The Basics of Project Implementation: A Guide for Project Managers*. Cooperative for Assistance and Relief Everywhere, Inc.

- Finalizing intergovernmental or public/private agreements, as needed, to finance and/or execute a project.

Considering the array of projects that might be included in a CIP, this "chunking" of bigger projects is a way to move multiple initiatives forward simultaneously as the timing and cost of interim steps will vary across projects. Another essential reason for breaking down a complex project into its component parts is to separate out aspects that might be eligible for grant funding (e.g., environmental remediation) versus elements that in all likelihood will be the full responsibility of the City to finance, such as operational costs and project maintenance. Steps that require greater lead time will also stand out, such as necessary state or federal permitting.

PROJECT COST

An initial brainstorming step at this point is to attempt to identify and list every conceivable cost that might be associated with a project. This may include the cost of a capital improvement to include design, legal fees, land, construction, operating equipment, furniture, and any other expenditure that is necessary to put the asset into service. As with any budgeting exercise, not every specific cost factor might be anticipated, or they may be under or overestimated. This is why capital budgets include "contingency" line items or percentages of the total project cost, especially as labor, materials and other costs could vary significantly by the time a particular project actually proceeds into construction.

This point in the CIP process is another good time to "compare notes" with other area cities and public agencies that may be implementing comparable projects, or operate in a similar cost environment and with similar terrain and climate conditions.

Another critical aspect of capital project budgeting is to account for ongoing "O & M" (operations and maintenance) costs. In essence, if the city build its, can the city also afford to run and maintain it, and for how long? Additionally, depending on the nature of the project, there are often identifiable and predictable future milestone points where a cost spike will again occur, such as when critical parts exceed their useful life and must be replaced.

PROJECT PRIORITIZATION

As with any priority-setting process, various criteria could potentially be applied. For municipal governments, perhaps the most fundamental ranking consideration is

Questions to Consider -

An old reference entitled, *Municipal Finance Administration* suggests answering the following questions when starting project prioritization:

- *How is the candidate project related to the progress of the entire community?*
- *Is the project part of a larger program or objective, and how are they interrelated?*
- *How many citizens will be helped by the project? How many will be harmed or inconvenienced if the project does not happen?*
- *How will the project add value to the surrounding area?*
- *Will the project lead to more efficient performance of a City service? Will it reduce the ongoing costs of a service or facility?*
- *Will the project provide an outcome or service necessary to the community's economic development? What improvements would be of most value for retaining or attracting commercial and industrial firms?*
- *Is the project required to complete or make fully usable a major public improvement?*
- *Will growth and development in the area of the proposed project increase the costs of land acquisition and/or construction if the project is deferred?*
- *Is the project well defined and understandable to the public, and will it appeal to voters?*

public health, safety and welfare. Some projects and improvements the City cannot avoid doing, or cannot put off, as they are mandated by the state or federal governments, or are a condition of a permit (e.g., water and wastewater system compliance with water quality standards).

Once a set of candidate projects has been identified, reasons for placing certain projects ahead of others can include:

- "Low-Hanging Fruit:" Projects that are relatively easy and quick for the City to accomplish. This is a common way to build momentum, illustrate capabilities, and to show and celebrate early results.
- "Bang for the Buck:" Basic cost/benefit considerations may make some projects immediately more attractive than others. City managers often favor this ranking criterion.
- Tangible Results: Visible outcomes may be especially important, to demonstrate meaningful results from the targeted investment of public funds. Elected officials often favor this ranking criterion, along with wanting to have results they can point to relatively soon given election cycles.
- "Chip-Away" Projects: These are interim steps toward an ultimate, longer-term objective. As noted elsewhere, the principle of "chunking" helps to break down more complex projects. Steps along the way may not yield tangible results, but the eventual outcome will be highly beneficial to the community over the long term.
- "Money in the Bank:" Some projects have an obvious funding source, such as a dedicated enterprise fund, and can be implemented sooner than later. In some cases, a project that might not otherwise rank highly as a community priority may quickly move to the top of the list when a new grant opportunity comes along at the regional, state or federal level.

As noted earlier, the *Murfreesboro 2035* Comprehensive Plan highlights a variety of potential projects for the City to pursue, either in the near term or over the decades ahead. Various other specialized plans and studies sponsored by the City also identify needs and priorities related to economic development, transportation, utility infrastructure, parks and trails, housing and neighborhoods, community facilities, and other physical "building blocks." In reality, some projects are true "needs" while others are only "wants." So, the types of criteria highlighted in this section can be helpful for sorting out which projects should move forward first.

Some cities start the process by having each City department place its own identified projects in a suggested rank order, for eventual compilation and consideration across all departments and functions. In the end, however, setting project priorities in the public sector cannot be an entirely technical process. Taxpayer funds are involved at some point, so elected officials must consider equity, and also show results to their constituents. Geographic and/or socioeconomic fairness may require that beneficial projects occur in various parts of the community – including across most or all City Council districts, and not be concentrated in only certain parts of the city.

Some cities assemble a citizens advisory committee to help with project vetting and recommend priorities. Other cities embrace the political aspect by starting the annual CIP process with district-level public meetings hosted by individual City Council members, with support from City staff. Technical and financial staff then weigh in to highlight reasons certain projects must be fast-tracked (e.g., mandated improvements) while others will require more time (e.g., sheer cost, right-of-way acquisition, etc.). Inter-departmental working groups, as well as subcommittees of City Council, the Planning Commission, or other City boards/commissions may also play a role.

8.1 Plan Administration

During the development of this Plan, representatives of government, business, community groups, and others came together to inform the planning process. These community leaders – and new ones who will emerge over the horizon of this plan – must maintain their commitment to the ongoing implementation and updating of the Plan's goals, strategies, and actions.

Education

Comprehensive plans are relatively general in nature, but they are still complex policy documents that account for interrelationships among various community issues and potential courses of action. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning Commission, and City department heads should all be "on the same page" with regard to priorities, responsibilities, and interpretations.

Consequently, an education initiative should begin immediately after plan adoption, and should include the following activities:

- a discussion of the individual roles and responsibilities of the City Council, Planning Commission (and other advisory bodies), and individual staff members;
- a thorough overview of the entire Comprehensive Plan, with emphasis on the parts of the plan that relate to each individual group;
- implementation tasking and priority setting, which should lead to each group establishing a one year and three-year implementation agenda;
- facilitation of a mock meeting in which the use of the Plan and its policies and recommendations is illustrated; and
- an in-depth question and answer session, with support from key staff.

Definition of Roles

As the community's elected officials, the City Council should assume the lead role in the implementation of the Plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which actions will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the City Manager, Council members must also help to ensure effective coordination among the various groups that are responsible for carrying out the plan's action strategies.

Adaptive Management

Most commonly used by natural resource managers, adaptive management is an iterative process of improving management practices and decision making by learning from the outcomes of previous practices and decisions. Applied to a policy instrument like a comprehensive plan, this basic concept can be used to periodically recalibrate an implementation program by assessing the results of past actions and aligning future actions with new knowledge of the trends that will shape a community's future.

- Godschalk and Anderson, 2012
Sustaining Places: the Role of the Comprehensive Plan
Planning Advisory Service Report No. 567

CITY COUNCIL

The City Council will take the lead in the following general areas:

- Adopting the Plan and ratifying Plan amendments, after recommendation by the Planning Commission.
- Acting as the "champion" of the Plan.
- Establishing the overall implementation priorities and timeframes by which action strategies in the Plan will be initiated and completed.
- Considering and approving the funding commitments that will be required.
- Adopting new or amended land development regulations to implement the Plan.
- Approving intergovernmental and development agreements that will advance implementation of the plan.
- Offering final approval of projects and activities and their associated costs during the budget process, keeping in mind the need for consistency with the plan.

- Providing policy direction to the Planning Commission, other appointed City boards and commissions, and City staff.

PLANNING COMMISSION

The Planning Commission will take the lead in the following general areas:

- Hosting the education initiative previously described.
- Periodically obtaining public input to keep the Plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods.
- Ensuring that recommendations forwarded to the City Council are reflective of the plan goals, priorities, and action strategies.
- After holding one or more public hearings to discuss new or evolving community issues and needs, adopting plan updates and amendments making recommendations to the City Council regarding ratifying Commission recommendations and adoptions.
- Preparation of annual reports to City Council regarding progress in Plan implementation.

CITY STAFF

City Staff will take the lead in the following general areas:

- Managing day-to-day implementation of the Plan, including coordination through an interdepartmental Plan Implementation Committee.
- Supporting and carrying out capital improvement planning efforts.
- Managing the drafting of new or amended land development regulations.
- Conducting studies and developing additional plans.
- Reviewing applications for consistency with the Comprehensive Plan as required by the City's land development regulations.
- Negotiating the specifics of intergovernmental and development agreements.
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners.
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

> Planning for sustainability is the defining challenge of the twenty-first century. Overcoming deeply ingrained economic and cultural patterns that result in resource depletion, climate instability, and economic and social stress requires holistic problem solving that blends the best scientific understanding of existing conditions and available technologies with the public resolve to act. Planning processes allow communities to look past immediate concerns, evaluate options for how best to proceed, and move toward a better future.
>
> - Godschalk and Anderson, 2012
> *Sustaining Places: the Role of the Comprehensive Plan*
> Planning Advisory Service Report No. 567

Monitoring the Plan

As discussed in the following section, a successful comprehensive plan is used and updated on an ongoing basis. An effective monitoring program, including periodic checkups and tracking of indicators to measure implementation progress, is essential. Given the 20-year time horizon of the *Murfreesboro 2035* Comprehensive Plan and the difficulty of anticipating and projecting future conditions in an era of uncertainty and constant change, implementation must be flexible enough to allow decision makers to adapt to new and unforeseen circumstances.[1] Moreover, in the years following plan adoption many questions may emerge relating to the Plan's efficacy and ability to produce the desired results:

- *Have staff and governmental officials been acting consistently with the policy guidance of the Plan?*
- *Has any significant progress been made in achieving the overall goals and objectives of the Plan?*
- *Have there been any significant shifts in the data and trends that informed the original drafting of the Plan? For example, has population growth been in line with projections? Has the economic base of the community changed with the unexpected arrival or departure of a major industry?*

To answer these questions as well as maintain both the relevance and credibility of the Plan requires appropriate

1 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.

Types of Amendments

Two types of revisions to the Comprehensive Plan may occur: (1) minor amendments and (2) major updates.

- ***Minor Amendments:***

  This type of amendment may be proposed at any time, such as specific adjustments to the Future Land Use and Character Map related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, be documented and compiled for a more holistic evaluation through an annual plan review process. This is also how and when the results of another specialized plan or study should be incorporated into relevant sections of the plan.

- ***Major Updates:***

  More significant plan modifications and updates should occur no more than every five years. Major updates involve reviewing the base conditions and anticipated growth trends; re-evaluating the guiding principles and recommendations in the plan—and formulating new ones as necessary; and adding, revising, or removing action statements in the plan based on implementation progress.

monitoring mechanisms, utilizing tools such as the following:

- *Baseline Data*: In order to monitor progress, it is necessary to establish baselines or starting points for each indicator, including the date when the baseline was established, its data source, and expected methods of updating it. When available, officially recognized data sources, such as the U.S. Census, or to a lesser extent, GIS-based data such as ESRI's Business Analyst, can facilitate baseline setting.
- *Data Book*. As found within Chapter 1, *Planning Context*, most comprehensive planning processes begin with a data inventory, trend analysis, and community audit. Periodically updating the data can verify whether the trends identified at the time the Plan was crafted are still relevant. Given the work involved and the fact that trends do not reverse overnight, revisions to demographic data should be performed every three to five years, rather than annually.[2]

Plan Amendment Process

Comprehensive plans must be updated on a regular basis in order to stay abreast of changing conditions and needs. The *Murfreesboro 2035* Comprehensive Plan is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, plus other unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As Murfreesboro evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant over time, the Plan must be revisited on a regular basis to confirm that its elements are still on point and the associated goals and action strategies are still appropriate.

Revisions to the Comprehensive Plan are two-fold, with minor plan amendments occurring at least every other year and more significant updates and modifications occurring every five years. As an example, a minor amendment could include revisions to certain elements of the Plan as a result of the adoption of another specialized plan. Major updates will involve: reviewing the base conditions and anticipated growth trends, re-evaluating Plan findings and formulating new ones as necessary, and adding, revising, or removing action strategies in the plan based on implementation progress.

2 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.

Annual Progress Report

The Planning Commission, with the assistance of staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the Plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of consistency between the Plan and the City's implementing regulations should be an essential part of this effort.

- The Annual Progress Report should include and highlight the following:
- Significant actions and accomplishments during the last year, including the status of implementation for each major programmed task in the Comprehensive Plan.
- Obstacles or problems in the implementation of the Plan.
- Proposed content amendments that have come forward during the course of the year.
- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's proposed CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

Bi-annual Amendment Process

Plan amendments should occur on at least a bi-annual (every two year) basis, allowing for proposed changes to be considered concurrently so that the cumulative effects may be understood. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the goals and action strategies set forth in the Plan.
- Potential effects on infrastructure provision including water, wastewater, drainage, and the transportation network.
- Potential effects on the City's ability to provide, fund, and maintain services.
- Potential effects on environmentally sensitive and natural areas.
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan vision and goals, and as reflected in ongoing public input.

Five-Year Update / Evaluation and Appraisal Report

An evaluation and appraisal report to City Council should be prepared every five years. This report should be prepared by City staff with input from City departments, the Planning Commission, and other boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify the successes and shortcomings of the Plan, look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unaddressed major action strategies. The evaluation report and process should result in an amended Comprehensive Plan, including identification of new or revised information that may lead to updated goals and action strategies.

More specifically, the report should identify and evaluate the following:

1. Summary of major actions and interim plan amendments undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends, and base studies data, including the following:
   - The rate at which growth and development is occurring relative to the projections put forward in the Plan.
   - Shifts in demographics and other growth trends.
   - City-wide attitudes, and whether apparent shifts, if significant, necessitate amendments to the stated goals or action strategies of the Plan.
   - Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
4. Ability of the Plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
   - Individual sections and statements within the Plan must be reviewed and revised, as necessary, to ensure that the Plan provides sufficient information and direction to achieve the intended outcome.

- Conflicts between goals and action strategies that have been discovered in the implementation and administration of the Plan must be pointed out and resolved.
- The list of priority actions must be reviewed and major accomplishments highlighted. Those not completed by a specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.
- As conditions change, the timeframes for implementing major actions in the Plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- Based upon organizational and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's action strategies.
- Changes in laws, procedures, and missions may impact the community's ability to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.

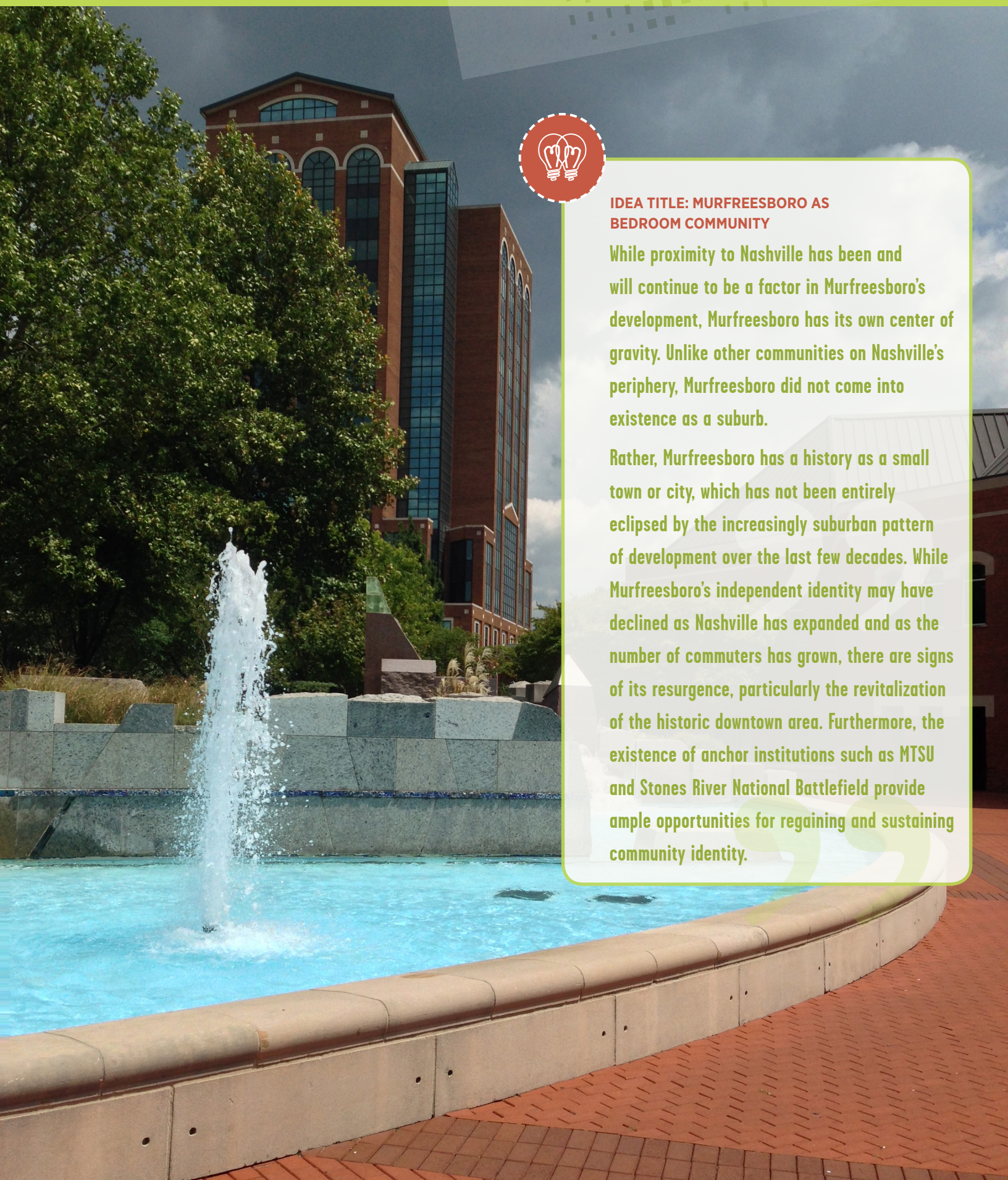
Ongoing Community Outreach and Engagement

All review processes and updates related to this Comprehensive Plan should emphasize and incorporate ongoing public input and engagement. During the course of plan development, the City sponsored multiple venues and opportunities to involve it citizens and solicit input, including community workshops and presentations, listening sessions with special interest groups, convening regular Comp Plan Task Force meetings and briefings, posting plan information on the City's project website, and sponsoring the MindMixer (My Sidewalk) virtual town hall, social media platform (that received well over 14,000 hits and more than 500 active participants). The City should, however, strive to identify, target, and include members of the community who were not fully represented or involved during the Plan development process, including area youth, MTSU students, disenfranchised at-risk populations, minority neighborhoods, single parents, etc.

Performance Measures and Indicators

The annual and continual plan evaluation and reporting processes should also incorporate specific performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and citizens in a "report card" fashion. Examples might include:

- Number of new residents living within the City limits.
- Acres of land annexed into the City at the request of area landowners.
- Acres of new development (plus number of residential units and square footage of commercial and industrial space) approved and constructed in conformance with this Plan and the City's development regulations.
- Various measures of service capacity (gallons per day, etc.) added to the City's major utility infrastructure systems – and the number of dollars allocated to fund the necessary capital projects.
- Linear feet of purple pipe installed for the City's repurified water system.
- New and expanded businesses, added jobs, and associated tax revenue gains through economic development initiatives.
- Lane miles of new road, plus bike, pedestrian, and transit improvements (including linear feet of new sidewalks), added to the local transportation system to increase mobility options.
- Number of new trees planted.
- Acres of parkland and open space added to the City's inventory, and miles of greenway / recreational trail developed or improved.
- Indicators of the benefits from redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units, and retail and office spaces in urban mixed-use settings, etc.).
- Number of new residences available in the Downtown area.
- The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to Comprehensive Plan implementation and periodic review and updating, as outlined in this section.



IDEA TITLE: MURFREESBORO AS BEDROOM COMMUNITY

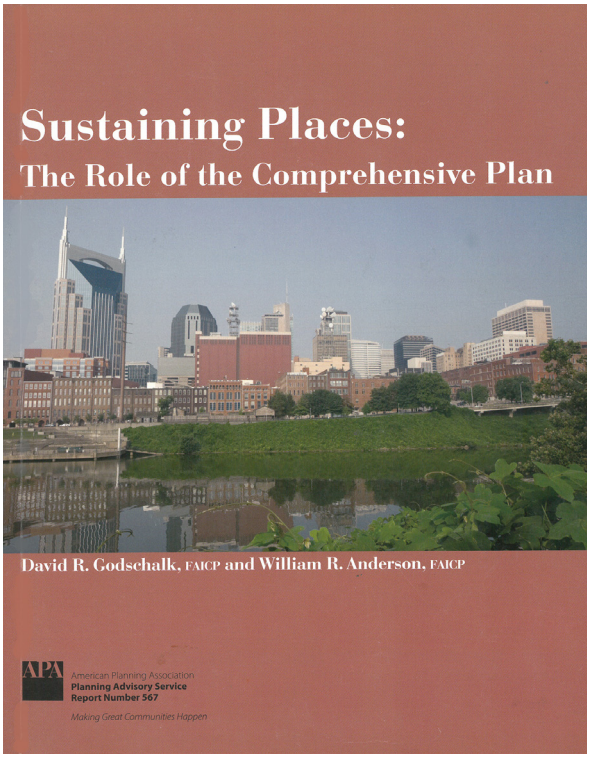
While proximity to Nashville has been and will continue to be a factor in Murfreesboro's development, Murfreesboro has its own center of gravity. Unlike other communities on Nashville's periphery, Murfreesboro did not come into existence as a suburb.

Rather, Murfreesboro has a history as a small town or city, which has not been entirely eclipsed by the increasingly suburban pattern of development over the last few decades. While Murfreesboro's independent identity may have declined as Nashville has expanded and as the number of commuters has grown, there are signs of its resurgence, particularly the revitalization of the historic downtown area. Furthermore, the existence of anchor institutions such as MTSU and Stones River National Battlefield provide ample opportunities for regaining and sustaining community identity.

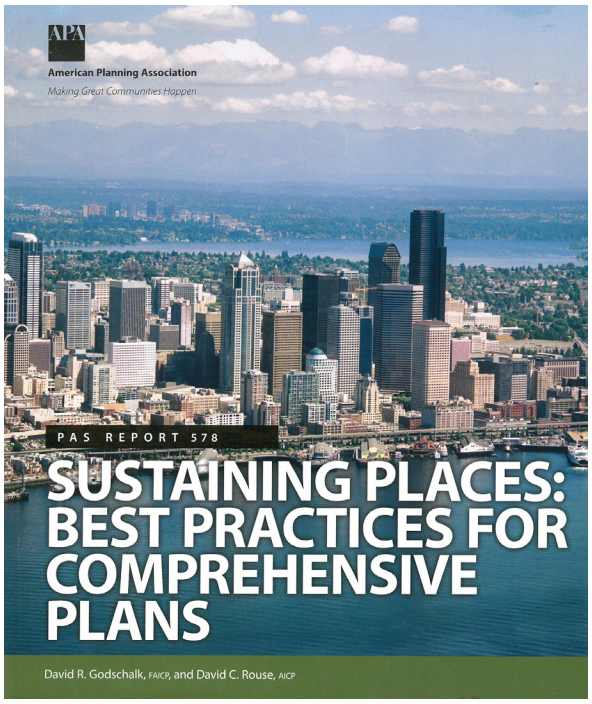
8.2 Comprehensive Plan Evaluation

Comprehensive Plan Standards for Sustaining Places

As a compendium to Planning Advisory Service (PAS) Report No. 567, *Sustaining Places: The Role of the Comprehensive Plan*, written by David Godschalk and Bill Anderson, the American Planning Association's (APA) Sustaining Places Working Group was tasked with developing a set of standards that would capture the many aspects of sustainability that communities should strive to incorporate into their comprehensive plans. The culmination of this effort resulted in the publication of PAS Report No. 578, *Sustaining Places: Best Practices for Comprehensive Plans*, which summarizes the leading principles, processes and attributes, and corresponding best practices extrapolated from contemporary plans and professional reports. For the purposes of PAS No. 578, *principles* are defined as normative statements of intent that underlie a plan's overall strategy, including its goals,



PAS Report 567, *Sustaining Places: The Role of the Comprehensive Plan (2012)*



PAS Report 578, *Sustaining Places: Best Practices Comprehensive Plans (2015)*

objectives, polices, maps, and other content; *processes* are planning activities that take place during the preparation of the comprehensive plan and define how it will be carried out; *attributes* are plan-making design standards that shape the content and characteristics of comprehensive plans; and *best practices* are the plan action tools employed by communities to activate the desired principles, processes, and attributes of their comprehensive plans.[3] The *Murfreesboro 2035* Comprehensive Plan was evaluated based on these standards to determine whether there were outstanding implementation strategies and actions that should be identified and included within this chapter. Table 8.1, *Plan Scoring Matrix*, is organized according to the six planning principles, the two planning process, and the two planning attributes, as discussed within PAS Report No. 578, including the following:

PRINCIPLES

1. Livable Built Environment
2. Harmony with nature
3. Resilient Economy
4. Interwoven Equity
5. Healthy Community
6. Responsible Regionalism

3 David Godschalk and David Rouse, 2015. *Sustaining Places: Best Practices for Comprehensive Plans*, PAS No. 578. American Planning Association. Page 15.

PROGRESS + COMMUNITY

Murfreesboro continues to be one of the fastest growing cities in the nation while continuing to maintain a small town feel. Progress plus a community feel is hard to accomplish and we are doing just that!

PROCESSES

7. Authentic Participation
8. Accountable Implementation

ATTRIBUTES

9. Consistent Content
10. Coordinated Characteristics

Following each principle, process, and attribute within Table 8.1 is a description of the associated best practices. The degree to which the best practice has been included in the Comprehensive Plan is identified in Table 8.1 using the PAS Report's scoring criteria for principles, processes and attributes, outlined below:

SCORING CRITERIA:

Best Practices for Principles:

- Not Applicable (N/A): assigned only if it can be demonstrtaed that community conditions or legal constraints prevent the use of the practice.
- Not Present (0 points): assigned if the practice is applicable but not referenced or included in the plan.
- Low (1 point): assigned if the practice is mentioned in the plan at a basic level, but is not carried further.
- Medium (2 points): assigned if the practice is discussed in the narrative, goals, and policies of the plan, but is not carried forward to implementation steps.
- High (3 points): assigned if the practice is defined and addressed through data, analysis, and support, and included in goals, policies, and implementation actions of the plan.

Best Practices for Processes:

- Not Applicable (N/A): unlikely to be assigned for process evaluation since all plans must address participation and implementation.
- Not Present (0 points): assigned if the process practice is not addressed in the Plan.
- Low (1 point): assigned if the process practice is mentioned in the Plan, with no supporting data, analysis, or other documentation provided.
- Medium (2 points): assigned if the process practice is discussed to some degree in the Plan, with minimal supporting data, analysis, or other documentation provided.
- High (3 points): assigned if the process practice is fully addressed and completely defined in the plan, with supporting data, analysis, or other documentation provided.

Best Practices for Attributes:

- Not Applicable (N/A): unlikely to be assigned for attribute evaluation since all plans must address the basic content and characteristic practices.
- Not Present (0 points): assigned if the attribute practice is not addressed in the Plan;
- Low (1 point): assigned if the attribute practice is minimally addressed in the Plan, based on data, analysis, written and graphic communication, or other demonstrable form of support.
- Medium (2 points): assigned if the atribute practice is moderatly addressed in the Plan.
- High (3 points): assigned if the attribute practice is fully addressed in the Plan.[4]

Also included in Table 8.1, under the "Source" column are specific references regarding where the principles, process, attribute and/or best practices can be located within the Murfreesboro 2035 Comprehensive Plan. As discussed in PAS Report No. 578, comprehensive plans should endeavor to incorporate the full slate of best practices while allowing for each community's unique context, environment and issues. The framework of required components is aimed at setting standards for preparing and revising comprehensive plans that seek to create, sustain, and enhance unique community places. It can also be used to evaluate existing plans and to serve as an outline for dialog with citizens, planning boards, and elected officials about the ingredients of community sustainability. By addressing and implementing all possible best practices, a community can set a path towards achieving a high level of sustainability.

The evaluation results are thern tabulated in Table 8.2. *Evaluation Results*.

4 David Godschalk and David Rouse, 2015. *Sustaining Places: Best Practices for Comprehensive Plans*, PAS No. 578. American Planning Association. Page 15.

Table 8.1, Plan Scoring Matrix

	BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
1.0	**LIVABLE BUILT ENVIRONMENT** - Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.						
1.1	Plan for multimodal transportation.					■	Chapter 3, *Mobility, 2040 MTP* (to be developed)
1.2	Plan for transit-oriented development.			■			Chapter 3, *Mobility, 2040 MTP* (to be developed)
1.3	Coordinate regional transportation investments with job clusters.					■	Chapter 3, *Mobility, 2040 MTP* (to be developed)
1.4	Provide complete streets serving multiple functions.				■		Chapter 3, *Mobility, 2040 MTP* (to be developed)
1.5	Plan for mixed land use patterns that are walkable and bikeable.					■	Strategy 2.3.7 (p. 2.36)
1.6	Plan for infill development.					■	Strategy 2.3.2 (p. 2.30)
1.7	Encourage design standards appropriate to the community context.				■		Strategy 2.3.6 (p. 2.34)
1.8	Provide accessible public facilities and spaces.				■		Strategy 6.26 (p. 6.62)
1.9	Conserve and reuse historic resources.			■			Strategy 2.3.5 (p. 2.32); 5.1.29 (p. 5.78); 6.25 (p. 6.58)
1.10	Implement green building design and energy conservation.				■		Strategy 2.1.3 (p. 2.17); sidebar (p. 2.19)
1.11	Discourage development in hazard zones.					■	Strategy 2.4.3 (p. 2.48)
	TOTAL SCORE: 1. LIVABLE BUILT ENVIRONMENT			2	8	15	
2.0	**HARMONY WITH NATURE** - Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.						
2.1	Restore, connect, and protect natural habitats and sensitive lands.			■			Strategy 6.19 (p. 6.44); Wetlands sidebar (p. 6.45)
2.2	Plan for the provision and protection of green infrastructure.					■	Strategy: 2.4.2 (p. 2.48); 2.4.3 (p. 2.48); 2.44 (p. 2.49); LID sidebar (p. 2.50); GI sidebar (p. 6.40-41)
2.3	Encourage development that respects natural topography.				■		
2.4	Enact policies to reduce carbon footprints.		■				
2.5	Comply with state and local air quality standards.		■				
2.6	Encourage climate change adaptation.		■				
2.7	Provide for renewable energy use.			■			Strategy 5.1.11 (p. 5.38)
2.8	Provide for solid waste reduction.				■		Strategy 2.9.1 (p. 2.100); 2.9.2 (p. 2.100);
2.9	Encourage water conservation and plan for lasting water supply.				■		Strategy 2.5.1 (p. 2.71); 2.5.2 (p. 2.71); 2.5.3 (p. 2.72)
2.10	Protect and manage streams, watersheds, and floodplains.					■	Strategy 2.4.4 (p. 2.49); 2.4.5 (p. 2.52); 2.6.1 (p. 2.86);
	TOTAL SCORE: 2. HARMONY WITH NATURE			2	6	6	

(Note: Table 8.1 will be completed upon the drafting of Chapter 3, *Mobility*)

BEST PRACTICES FOR PLAN PRINCIPLES

1.0 LIVABLE BUILT ENVIRONMENT - *Ensure that all elements of the built environment, including land use, transportation, housing, energy, and infrastructure, work together to provide sustainable, green places for living, working, and recreation, with a high quality of life.*

1.1 Plan for multimodal transportation. A multimodal transportation system reduces dependence on automobiles and encourages more active forms of personal transportation, improving health outcomes and increasing the mobility of those who are unable or unwilling to drive. Fewer cars on the road also translates to reduced air pollution and greenhouse gas emissions with associated health and environmental benefits.

1.2 Plan for transit-oriented development. Transit-oriented development (TOD) is charcterized by a concentration of high-density, mixed-use development around transit stations and along transit lines, such that the location and the design of the development encourage transit use and pedestrian activity.

1.3 Coordinate regional transportation investments with job clusters. Coordination of regional transportation systems and areas of high employment densities can foster both transportation efficiency and economic development.

1.4 Provide complete streets serving multiple functions. Complete streets are streets that are designed and operated with all users in mind - including motorists, pedestrians, bicyclists, and public transit riders of all ages and abilities - to support a multimodal transportation system.

1.5 Plan for mixed land use patterns that are walkable and bikeable. Mixed land use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increse walking and biking and reduce the need to make trips by automobile.

1.6 Plan for infill development. Infill development is characterized by development or redevelopment of undeveloped parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services.

1.7 Encourage design standards appropriate to the community context. Design standards are specific criteria and requirements for the form and appearance of development within a neighborhood. corridor, special district, or jurisdiction as a whole. These standards serve to improve or protect both the function and aesthetic appeal of a community.

1.8 Provide accessible public facilities and spaces. Public facilities play an important role in communities and they should be able to accommodate persons of all ages and abiities. Public facilities and spaces should be equitably distributed throughout the community.

1.9 Conserve and reuse historic resources. It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community's sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).

1.10 Implement green building design and energy conservation. Green building designs that meet the standards of the US Green Building Council's Leadership in Energy and Environmental Design (LEED™) or similar rating system are energy and resource efficient, reduce waste and pollution, and improve occupant health and productivity. They can be implemented through strategies such as code requirements, regulatory incentives, and investment programs (e.g., grants to homeowners for home weatherization).

1.11 Discourage development in hazard zones. A hazard zone is an area with a high potential for natural events, such as floods, high winds, landslides, earthquakes, and wildfires. Plans should discourage development in hazard zones, including any construction or site disturbance within an area of high risk relative to other areas within a jurisdiction.

2.0 HARMONY WITH NATURE - *Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.*

2.1 Restore, connect, and protect natural habitats and sensitive lands. Natural habitats and sensitive lands contain natural features that are environmentally significant and easily disturbed by human activity. Restoring degraded habitat can reestablish natural diversity and associated ecosystem services.

2.2 Plan for the provision and protection of green infrastructure. Green infrastructure (GI) is a strategically planned and managed network of green open spaces, including parks, greenways, and protected lands. Green infrastructure may also be defined as features that use natural means such as vegetation to capture, store, and infiltrate stormwater runoff, often in urban settings. GI provides a range of critical functions and ecosystem services to communities, such as wildlife habitat, stormwater management, and recreational opportunities.

2.3 Encourage development that respects natural topography. Taking natural topography into account in planning for private development and public infrastructure can reduce construction costs, minimize natural hazard risks from flooding or landslides, and mitigate the impacts of construction on natural resources, including soils, vegetation, and water systems.

2.4 Enact policies to reduce carbon footprints. The term, "carbon footprint" is used to describe the amount of carbon dioxide and other greenhouse gasses emitted by a given entity in a certain time frame. It provides a measure of the environmental impact of a particular lifestyle or operation, and encompasses both the direct consumption of fossil fuels as well as indirct emissions associated with the manufacture and transport of all goods and services an entity consumes.

2.5 Comply with state and local air quality standards. Air quality standards are limits on the quantity of pollutants in the air during a given period in a defined area. Pollutants may come from mobile sources (e.g., cars and trucks), area sources (e.g. small businesses), or point sources (e.g., power plants).

2.6 Encourage climate change adaptation. Adapting to climate change involves adjusting natural and human systems to accommodate projected impacts such as sea level rise and increased frquencies of storm events as well as long-term shifts in precipitation levels, growing season length, and native vegetation and wildlife populations. Succesful adaptation strategies reduce community vulnerability and minimize adverse effects on the environment, economy, and public health.

2.7 Provide for renewable energy use. Use of renewable energy resources reduces reliance on coal-fired energy plants and other sourcs of fossil fuels.

2.8 Provide for solid waste reduction. Solid waste is garbage or refuse resulting from human activities. Many common solid waste items - such as glass, aluminum and other metals, paper and cardboard, certain plastics, and food scraps and other organic materials - can be diverted from the waste stream and recycled into new products or composted.

2.9 Encourage water conservation and plan for lasting water supply. Reducing water use by buildings and landscapes through water conservation and planning for a lasting water supply are critical to a community's long-term sustainability. Access to ground or surface water sources sufficient for anticipated future water use demands, and a well-maintained supply system to deliver this water to end users, are important to ensure.

2.10 Protect and manage streams, watersheds, and floodplains. Streams, watersheds, and floodplains have typically been extensively altered in urban environments - for example, by replacing streams with underground culverts, or constructing buildings in the floodplain - negatively affecting the natural and beneficial functions they provide. Watershed management is important to protecting water supply, water quality, drainage, stormwater runoff and other functions at a watershed scale.

Table 8.1, Plan Scoring Matrix

	BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
3.0	**RESILIENT ECONOMY** - Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainale developent and redevelopment strategies that foster green business growth and build reliance on local assets.						
3.1	Provide the physical capacity for economic growth.					■	Strategy 7.4.1 (p. 7.27); Strategy 7.5.1 (p. 7.30)
3.2	Plan for a balanced land use mix for fiscal sustainability.					■	
3.3	Plan for transportation access to employment centers.					■	Chapter 3, *Mobility* (to be developed); sidebar 9p.
3.4	Promote green businesses and jobs.			■			
3.5	Encourage community-based economic development and revitalization.					■	
3.6	Provide and maintain infrastructure capacity in line with growth or decline demands.					■	
3.7	Plan for post-disaster economic recovery.		■				
	TOTAL SCORE: 3. RESILIENT ECONOMY			1		15	
4.0	**INTERWOVEN EQUITY** - Ensure fairness and equity in providing for the housing, services, health, safety, and livlihood needs of all citizens and groups.						
4.1	Provide a range of housing types.					■	Strategy 5.1.7 (p. 5.36); 5.1.12 (p. 5.40)
4.2	Plan for a jobs-housing balance.				■		Strategy 5.1.5 (p. 5.28); 5.1.6 (p. 5.29)
4.3	Plan for the physical, environmental, and economic improvement of ar-risk, distressed, and disadvantaged neighborhoods.			■			Strategy 5.19 (p. 5.70); 5.20 (p. 5.71); 5.21 (p. 5.71); 5.24 (p. 5.72)
4.4	Plan for improved health and safety for at-risk populations.		■				Strategy 5.1.2 (p. 5.17); CPTED sidebar, p. 5.76)
4.5	Provide accessible, quality public services, facilities, and health care to minority and low-income populations.		■				
4.6	Upgrade infrastructure and facilities in older and substandard areas.			■			
4.7	Plan for workforce diversity and development.				■		Strategy 7.3 (p. 7.24)
4.8	Protect vulnerable populations from natural hazards.		■				
4.9	Promote environmental justice.		■				
	TOTAL SCORE: 4. INTERWOVEN EQUITY			2	4	3	

(Note: Table 8.1 will be completed upon the drafting of Chapter 3, *Mobility*)

BEST PRACTICES FOR PLAN PRINCIPLES

3.0 RESILIENT ECONOMY - *Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainale developent and redevelopment strategies that foster green business growth and build reliance on local assets.*

3.1 Provide the physical capacity for economic growth. Economic growth is characterized by an increase in the amounts of goods and services that an economy is able to produce over time. Providing the physical capacity for economic growth means ensuring that adequate space will be available for commercial and industrial development and redevelopment for nonresidential land uses. communities need to plan for the necessary amount of land and structures appropriately built, sized, and located to support existing and future production of goods and services based on current and projected economic conditions.

3.2 Plan for a balanced land use mix for fiscal sustainability. A balanced land use mix for fiscal sustainability is characterized by a pattern that includes both residential and nonresidential uses, such that the long-term cost of providing a desirable level of public services to residents, business owners, and visitors is closely matched to the tax or user-fee revenue generated by those uses.

3.3 Plan for transportation access to employment centers. Plans should ensure that areas with high job density are accessible to employees via one or more travel modes (automobile, transit, bicycling, walking). More transportation modes serving the employment center offer employees a wider range of commuting options. This is important for improving access to employment opportunities, particularly among populations that may not have personal vehicles.

3.4 Promote green businesses and jobs. A green business is any business offering environmentally-friendly products and services through sustainable business models and practices. Green jobs are provided by agricultural, manufacturing, research and development, administrative, service, or other business activities that contribute substantially to preserving and restoring environmental quality. Green businesses and jobs may include, but are not limited to, those associated with indiustrial processes with closed loop systems in which the wastes of one industry are the raw materials, or feedstock for another.

3.5 Encourage community-based economic development and revitalization. Community-based economic development is development that promotes, supports, and invests in businesses that serve local needs and are compatible with the vision, character, and cultural values of the community. This approach encourages using local resources in ways that enhance economic opportunities while improving social conditions and supporting locally owned and produced goods and services. These activities foster connections and a sense of place, reduce the need for imports, and stimulate the local economy.

3.6 Provide and maintain infrastructure capacity in line with growth or decline demands. Keeping infrastructure capacity in line with demand involves ensuring that structures and networks are appropriately sized to adequately serve existing and future development. This is important in balancing quality of service provision with costs to local government.

3.7 Plan for post-disaster economic recovery. Planning for post-disaster economic recovery before a disaster happens helps communities resume economic activities following damage or destruction by a natural or human-made disaster. Plans for post-disaster recovery are characterized by officially adopted policies and implementation tools put in place before or after an event to direct recovery after a disaster event has occurred.

4.0 INTERWOVEN EQUITY - *Ensure fairness and equity in providing for the housing, services, health, safety, and livlihood needs of all citizens and groups.*

4.1 Provide a range of housing types. A range of housing types is characterized by the presence of residential units of differing sizes, configurations, tenures, and price points located in buildings of different sizes, configurations, ages, and ownership structures. Providing a range of housing types accommodates varying lifestyle choices and affordability needs and makes it possible for households of different sizes and income levels to live in close proximity to one another.

4.2 Plan for a jobs-housing balance. A jobs/housing balance is characterized by a roughly equal number of jobs and housing units (households) within a communter shed. A strong jobs/housing balance can also result in jobs that are better matched to the labor force living in the commuter shed, resulting in lower vehicle-miles traveled, improved worker productivity, and higher overall quality of life. When coordinated with multimodal transportation investments, it improves access to employment opportunities for disadvantaged populations.

4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods. At-risk and distressed neighborhoods suffer from disinvestment, falling property values, high real estate foreclosure rates, rapid depopulation and physical deterioration for many reasons, including (but not limited to) the existance of cheap land on the urban fringe, the financial burdens of maintaining an aging building stock, economic restructuring, land speculation, and the dissolution or relocation of anchor institutions. A disadvantaged neighborhood is a neighborhood in which residents have reduced access to resources and capital due to factors such as high levels of poverty and unemployment and low levels of educational attainment.

4.4 Plan for improved health and safety for at-risk populations. an at-risk population is characterized by vulnerability to health and safety impacts through factors such as race or ethnicity, socio-economic status, geography, gender, age, behavior, or disability status.

4.5 Provide accessible, quality public services, facilities, and health care to minority and low-income populations. Public services, facilities, and health care should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision.

4.6 Upgrade infrastructure and facilities in older and substandard areas. Infrastructure (e.g., water mains, storm and sanitary sewers, electrical grids, telecommunications facilities, etc.) comprises the physical systems that enables societies and economies to function. A substandard area is a neighborhood, district, or corridor with infrastructure that fails to meet established standards. Targeting infrastructure in older and substandard areas provides a foundation for further community revitalization efforts and improves quality of life for residents in these neighborhoods.

4.7 Plan for workforce diversity and development. Promoting workforce diversity and development is a vital piece of economic development efforts, making areas attractive to employers and enabling residents to find employment in their communities.

4.8 Protect vulnerable populations from natural hazards. Vulnerable populations face higher risks than others when disaster events occur and may require special interventions to weather those events. A population may be vulnerable for a variety of reasons, including location, socio-economic status or access to resources, lack of leadership and organization, and lack of planning.

4.9 Promote environmental justice. The goal of environmental justice is to provide all communities and persons across the nation with the same degree of protection from environmental and health hazards and equal access to decision making processes. this results in healthy environments for all in which to live, lear, and work.

Table 8.1, Plan Scoring Matrix

	BEST PRACTICES FOR PLAN PRINCIPLES	N/A	0	1	2	3	Source
5.0	**HEALTHY COMMUNITY** - Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.						
5.1	Reduce exposure to toxins and pollutants in the natural and built environments.	■					
5.2	Plan for increased public safety through the reduction of crime and injuries.				■		Strategy 5.1.2 (p. 5.17); CPTED sidebar, p. 5.76)
5.3	Plan for the mitigation and redevelopment of brownfields for productive uses.	■					
5.4	Plan for physical activities and healthy lifestyles.					■	Healthy Communities sidebar (p. 6.67); Strategy 6.31 and 6.32 (p. 6.68); Health sidebar (p. 6.70)
5.5	Provide for accessible parks, recreation facilities, greenways, and open space near all neighborhoods.					■	Strategy 6.8, 6.9, and 6.10 (p.6.28) Strategy 6.33, 6.34, and 6.35 (p. 6.72)
5.6	Plan for access to healthy, locally grown foods for all neighborhoods.			■			Strategy 6.31 (p. 6.68)
5.7	Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities.				■		
	TOTAL SCORE: 5. HEALTHY COMMUNITY			1	4	6	
6.0	**RESPONSIBLE REGIONALISM** - Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.						
6.1	Coordinate local land use plans with regional transportation investments.					■	
6.2	Coordinate local and regional housing plan goals.	■					Regional housing plan does not exist.
6.3	Coordinate local open space plans with regional green infrastructure plans.	■					Regional green infrastructure plans only cover site-specific low impact development (LID) applications.
6.4	Delineate designated growth areas that are served by transit.				■		Map 4.1, *Growth Sequencing Program*
6.5	Promote regional cooperation and sharing of resources.				■		
6.6	Enhance connections between local activity centers and regional destinations.				■		
6.7	Coordinate local and regional population and economic projections.					■	
6.8	Include regional development visions and plans in local planning scenarios.			■			
6.9	Encourage consistency between local capital improvement programs and regional infrastructure priorities.					■	
	TOTAL SCORE: 6. RESPONSIBLE REGIONALISM			1	6	9	

(Note: Table 8.1 will be completed upon the drafting of Chapter 3, *Mobility*)

BEST PRACTICES FOR PLAN PRINCIPLES

5.0 HEALTHY COMMUNITY - *Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.*

5.1 Reduce exposure to toxins and pollutants in the natural and built environments. Reducing exposure to toxins and pollutants improves the health of individuals and communities, with concomitant improvements in quality of life and health care cost savings.

5.2 Plan for increased public safety through the reduction of crime and injuries. Public safety involves prevention of and protection from events such as crimes or disasters that could bring danger, injury, or damage to the general public. Although addressing crime is typically considered a governmental responsibility (police, fire and emergency services), it can also be reduced through environmental design using crime prevention through applying environmental design (CPTED) principles.

5.3 Plan for the mitigation and redevelopment of brownfields for productive uses. Redevelopment of brownfields sites requires an environmental assessment to determine the extent of contamination and to develop remediation strategies. The feasibility of site cleanup, market forces, and other factors may help to define appropriate reuse options, which range from open space to mixed use development. Reusing brownfield sites returns underutilized land to productive use and reduces pressure to develop greenfield sites.

5.4 Plan for physical activities and healthy lifestyles. A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and wellbeing. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.

5.5 Provide for accessible parks, recreation facilities, greenways, and open space near all neighborhoods. Parks, recreational facilities, greenways and open space offer a range of benefits to residents, including opportunities for increased physical activity. The proximity of parks to neighborhoods supports increased physical activity among residents; however, social and environmental impediments such as crime, unsafe pedestrianh conditions, and noxious land uses may decrease accessibility and subsequent use of these facilities. Plans should ensure that the type of park and its function and design are appropriate for its locational context.

5.6 Plan for access to healthy, locally grown foods for all neighborhoods. A lack of access to fresh, healthy foods contributes to obesity and negative health outcomes. Healthy foods include those that are fresh or minimally processed, naturally dense in nutrients, and low in fat, sodium, and cholestrol. Locally grown goods are those produced in close proximity to consumers in terms of both geographic distance and the supply chain. Though there is no standard definition of locally grown, sources can range from backyards and community gardens to farms within the region or state.

5.7 Plan for equitable access to health care providers, schools, public safety facilities, and artsand cultural facilities. Equitable access ensures services and facilities are reachable by all persons, regardless of social or economic background. Healthcare providers are those individuals, institutions, or agencies that provide healthcare services to consumers. Schools are institutions that provide education or instruction. Public safety facilities provide safety and emergency services to a community, including police and fire protection. Arts and cultural facilites provide programs and activities related to the arts and culture, including performing arts centers, concert halls, museums, galleries, and other related facilities.

6.0 RESPONSIBLE REGIONALISM - *Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.*

6.1 Coordinate local land use plans with regional transportation investments. Coordinating local land use plans with transportation investments ensures that local land use decisions take advantage of regional transportation networks where possible to improve mobility and access for residents.

6.2 Coordinate local and regional housing plan goals. Regional housing plans typically include state-mandated regional "fair share" plans establishing target affordable housing unit allocations among constituent jurisdictions. Local communities should provide for affordablke housing in a manner consistent with the needs and targets defined in regional housing plans.

6.3 Coordinate local open space plans with regional green infrastructure plans. Coordinating local open space plans with regional green infrastructure plans can maximize both the ecological and public benefits that green infrastructure provides and can help leverage investment in parks, greenways, trails, and other green infrastructure projects.

6.4 Delineate designated growth areas that are served by transit. A designated growth area is an area delineated in an officially adopted local or regional comprehensive plan where higher density development is permitted or encouraged and urban services - including public transportation (where feasible) - are (or are scheduled to be) available. The purpose of a designated growth area is to accommodate and focus projected future growth (typically over a 20-year timeframe) within a municipality, county, or region through a compact, resource-efficient pattern of development. Ensuring that new growth areas are served by transit improves residents' access and mobility and helps reduce dependence on personal automobiles for travel throughout the region.

6.5 Promote regional cooperation and sharing of resources. Regional cooperation and sharing of resources covers any situation where multiple jurisdictions coordinate the provision of public services and facilities. Exploring opportunities for regional cooperation may allow for improved efficiency and cost savings in local governmental operations.

6.6 Enhance connections between local activity centers and regional destinations. A local activity center is a node containing a high concentration of employment and commerce. A regional destination is a location that is responsible for a high proportion of trip ends within a regional transportation network, such as a job cluster, a major shopping center or cultural center or district, or a major park or recreational facility. Enhancing connections makes it easier for residents to move throughout the region to access employment opportunities, services, and recreational amenities.

6.7 Coordinate local and regional population and economic projections. Coordinating local and regional projections minimizes the risk of planning cross purposes as the result of inconsistent data.

6.8 Include regional development visions and plans in local planning scenarios. Considering regional development visions and plans may introduce new opportunities for local development or intergovernmental collaboration.

6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities. Coordinating between local capital improvement programs and regional infrastructure priorities helps ensure that local investments are in line with regional visions and mobility goals.

Table 8.1, Plan Scoring Matrix

	BEST PRACTICES FOR PLAN PROCESSES	N/A	0	1	2	3	Source
7.0	**AUTHENTIC PARTICIPATION** - Ensure that the planning process atively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.						
7.1	Engage stakeholders at all stages of the planning process.					■	
7.2	Seek diverse participation in the planning process.				■		
7.3	Promote leadership development in disadvantaged communities through the planning process.			■			
7.4	Develop alternative scenarios of the future.	■					Comp Plan development was not scoped to include alternative scenario formulation.
7.5	Provide ongoing and understandable information for all participants.					■	
7.6	Use a variety of communication channels to inform and involve the community.					■	Community workshops, website, eNewsletters, My Sidewalk social media site, Murfreesboro TV
7.7	Continue to engage the public after the comprehensive plan is adopted.				■		
	TOTAL SCORE: 7. AUTHENTIC PARTICPATION			1	4	9	
8.0	**ACCOUNTABLE IMPLEMENTATION** - Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.						
8.1	Indicate specific actions for implementation.					■	Table 8.3, Implementation Action Plan (pp. 8.29-8.41)
8.2	Connect plan implementation to the capital planning process.			■			Strategy 8.25 (p. 8.27)
8.3	Connect plan implementation to the annual budgeting process.			■			Strategy 8.25 (p. 8.27)
8.4	Establish interagency and organizational cooperation.				■		
8.5	Identify funding sources for plan implementation.	■					Comp Plan development was not scoped to include the identification of federal, state and local funding sources.
8.6	Establish implementation benchmarks, indicators, and targets.					■	
8.7	Regularly evaluate and report on implementation progress.					■	
8.8	Adjust plan as necessary based on evaluation.			■			
	TOTAL SCORE: 8. ACCOUNTABLE IMPLEMENTATION			3	2	9	

(Note: Table 8.1 will be completed upon the drafting of Chapter 3, *Mobility*)

BEST PRACTICES FOR PLAN PROCESSES

7.0 AUTHENTIC PARTICIPATION - *Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.*

7.1 Engage stakeholders at all stages of the planning process. Engaging stakeholders throughout the planning process - from creating a community vision to defining goals, principles, objectives, and action steps, as well as in implementation and evaluation - is important to ensure the Plan accurately reflects communty values and addresses community priority and needs. In addition, engagement builds public understanding and ownership of the adopted plan, leading to more effective implementation.

7.2 Seek diverse participation in the planning process. A robust comprehensive planning process engages a wide range of participants across generations, ethnic groups, and income ranges. Especially important is reaching out to groups that might not always have a voice in community governance, including representatives of disadvantaged and minority communities.

7.3 Promote leadership development in disadvantaged communities through the planning process. Leaders and respected members of disadvantaged communities can act as important contacts and liaisons for planners in order to engage and empower community members throughout the planning process. Participation in the process can encourage development of emerging leaders, especially from within communities that may not have participated in planning previously.

7.4 Develop alternative scenarios of the future. Scenario planning is a technique in which alternative visions of the future are developed based upon different policy frameworks and development patterns, allowing communities to envision the consequences of "business as usual" compared to changed development strategies. Comparing scenarios helps to frame choices and informs community decision making during the planning process.

7.5 Provide ongoing and understandable information for all participants. Information available in multiple, easily accessible formats and languages is key to communicating with all constituents, including non-English speakers. Such communication may involve translating professional terms into more common lay vocabulary.

7.6 Use a variety of communication channels to inform and involve the community. Communications channels that can be used throughout the planning process include traditional media, social media, and Internet-based platforms. Different constituencies may prefer to engage through different channels.

7.7 Continue to engage the public after the comprehensive plan is adopted. Stakeholder engagement should not end with the adoption of the comprehensive plan. An effective planning process continues to engage stakeholders during the implementation, updating, and amending of the plan, so that the public remains involved with ongoing proposals and decisions.

8.0 ACCOUNTABLE IMPLEMENTATION - *Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.*

8.1 Indicate specific actions for implementation. Accoutable implementation begins with identifiaction of recommended policy, regulatory, investment, and programmatic actions that indicate the responsible agency, recommended timeframe, and possible sources of funding. These actions are often provided in a matrix or similar format in the implementation section of the comprehensive plan.

8.2 Connect plan implementation to the capital planning process. Capital improvement plans guide and prioritize investments in facilities and infrastructure. A comprehensive plan can be connected to the capital planning process by ensuring that comprehensive plan goals and recommended action strategies align with capital improvement plan priorities and programs.

8.3 Connect plan implementtion to the annual budgeting process. Plan objectives linked to budget categories and the timeframe of the community's annual budgeting process facilitates decision making by elected and appointed officials concerning desired planning outcomes.

8.4 Establish interagency and organizational cooperation. Coordinating the activities and schedules of internal departments and external agencies and organizations increases implementation effectiveness and can leverage resources for achieving local and regional planning goals.

8.5 Identify funding sources for plan implementation. Coordinating public and private funding sources - including federal, state, and foundation grant programs - facilitates implementation of priority plan items. A comprehensive plan that has consistent, clearly presented goals, objectives, and action priorities, backed by demonstrated community support, puts the community in a strong position to secure external funding for implementation.

8.6 Establish implementation benchmarks, indicators, and targets. Indicators allow quantitative measurement of achievement of social, environmental, and economic goals and objectives. benchmarks are measurements of existing conditions against which progress towards plan goals can be measured. Targets are aspirational levels of achievement for a specific goal or objective often tied to a specific timeframe. Establishing these metrics allow for the monitoring of progress in plan implementation.

8.7 Regularly evaluate and report on implementation progress. A process for evaluating and reporting plan implementation status and progress to both the public and elected officials following adoption ensures accountability and keeps the community informed about plan implementation progress. Such evaluation is typically done on an annual basis.

8.8 Adjust plan as necessary based on evaluation. A process for adjusting plan goals, strategies, and priorities over time as conditions change or targets are not met keeps the plan current and in line with present conditions. This process should be tied to evaluation of and reporting on implementation progress.

Table 8.1, Plan Scoring Matrix

	BEST PRACTICES FOR PLAN ATTRIBUTES	N/A	0	1	2	3	Source
9.0	**CONSISTENT CONTENT** - Ensure that the plan contains a consistent set of vision, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.						
9.1	Assess strengths, weakneses, opportunities, and threats.					■	Chapter 1, *Planning Context*
9.2	Establish a fact base.					■	Chapter 1, *Planning Context*
9.3	Develop a vision for the future.					■	Vision (p.1.11)
9.4	Set goals in support of the vision.					■	
9.5	Set objectives in support of the goals.					■	
9.6	Set policies to guide decision-making.					■	Land Use Policies 4.1-4.33 (pp. 4.37-4.40)
9.7	Define actions to carry out the plan.					■	
9.8	Use clear and compelling features to present the plan.					■	
	TOTAL SCORE: 9. CONSISTENT CONTENT					24	
10.0	**COORDINATED CHARACTERISTICS** - Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.						
10.1	Be comprehensive in the plan's coverage.					■	
10.2	Integrate the plan with other local plans and programs.				■		Rutherford County Comp Plan (pp. 2.22-2.23); *General Development Plan for the Blackman Community (p. 4.47); Salem Pike Land Use Plan* (p. 4.52); NAMPO TAZs in Chapter 3, *Mobility*
10.3	Be innovative in the plan's approach.					■	
10.4	Be persuasive in the plan's communications.					■	
10.5	Be consistent across plan components.					■	
10.6	Coordinate with the plans of other jurisdictions and levels of government.				■		
10.7	Comply with applicable laws and mandates.				■		
10.8	Be transparent in the plan's substance.					■	
10.9	Use plan formats that go beyond paper.					■	www.Murfreesboro2035.com
	TOTAL SCORE: 10. COORDINATED CHARACTERISTICS				6	18	

(Note: Table 8.1 will be completed upon the drafting of Chapter 3, *Mobility*)

BEST PRACTICES FOR PLAN ATTRIBUTES

9.0 CONSISTENT CONTENT - *Ensure that the plan contains a consistent set of vision, goals, policies, objectives, and actions that are based on evidence about community conditions, major issues, and impacts.*

9.1 Assess strengths, weakneses, opportunities, and threats. A technique developed for strategic planning processes, a strengths, weaknesses, opportunities, and threats (SWOT) analysis allows for the identification of the major issues facing the community internally (strengths and weaknesses) and externally (opportunities and threats). A SWOT analysis can inform community discussions and assessment of the impacts of forecasted changes, their planning implications, and appropriate responses.

9.2 Establish a fact base. Comprehensive planning should rest on a base of facts - an evidence-based description and analysis of current conditions and the best possible projection of future trends, such as land use, development, environmental factors, the economy, and population changes.

9.3 Develop a vision for the future. A vision is a statement and image of the community's desired future in terms of its physical, social, and economic conditions. Typically covering a 20-year timeframe, the vision sets the overall framework for the plan's goals, objectives, and policies and informs stakeholders of what the plan seeks to achieve.

9.4 Set goals in support of the vision. Goals are statements of community aspirations for achieving the vision. They are implemented through public programs, investments, and initiatives.

9.5 Set objectives in support of the goals. Objectives are measurable targets and strategies to be met through community action in carrying out the goals.

9.6 Set policies to guide decision-making. Policies are the specification of principles guiding public and private actions to achieve the goals and objectives presented in the plan.

9.7 Define actions to carry out the plan. The implementation section of the plan identifies commitments to carry out the plan, including actions, timeframes, responsibilities, funding sources, and provisions for plan monitoring and updating.

9.8 Use clear and compelling features to present the plan. Maps, tables, graphics, and summaries should be used in addition to text to convey the information, intent, and relationships in the plan. They are important in communicating the key features ogf the plan and making the ideas contained therein interesting and engaging to residents.

10.0 COORDINATED CHARACTERISTICS - *Ensure that the plan includes creative and innovative strategies and recommendations and coordinates them internally with each other, vertically with federal and state requirements, and horizontally with plans of adjacent jurisdictions.*

10.1 Be comprehensive in the plan's coverage. Comprehensive means covering a range of traditional planning topics (e.g., land use, transportation, housing, natural resources, economic development, parks, community facilities, infrastructure, natural hazards), as well as topics that address contemporary planning needs (e.g., public health, climate change, social equity, local food, green infrastructure, energy). It is important to address the interrelationships among these various topics.

10.2 Integrate the plan with other local plans and programs. An integrated plan includes recommendations from related functional plans and programs (e.g., hazard mitigation, climate adaptation, housing, transportation). It serves as the umbrella for coordinating recommendations from standalone plans into a systems perspective.

10.3 Be innovative in the plan's approach. An innovative plan contains creative strategies for dealing with community change, uncertainty, and development needs. It is open to proposing new approaches and solutions to community problems.

10.4 Be persuasive in the plan's communications. A persuasive plan communicates key principles and ideas in a readable and attractive manner in order to inspire, inform, and engage readers. It uses up-to-date visual imagery to highlight and support its recommendations.

10.5 Be consistent across plan components. A consistent plan frames proposals as sets of mutually reinforcing actions in a systems approach linking the plan with public programs and regulations.

10.6 Coordinate with the plans of other jurisdictions and levels of government. A coordinated plan integrates horizontally with plans and forecasts of adjacent jurisdictions and vertically with federal, state, and regional plans.

10.7 Comply with applicable laws and mandates. A compliant plan meets the requirements of mandates and laws concerning preparing, adopting, and implementing comprehensive plans.

10.8 Be transparent in the plan's substance. A transparent plan clearly articulates the rationale for all goals, objectives, policies, actions, and key plan maps. It explains the "what, how, and why" of each recommendation.

10.9 Use plan formats that go beyond paper. A plan that goes beyond paper is produced in a web-based format and/or other accessible, user-friendly formats in addition to a standard printed document. Planning websites can be used both to engage and inform citizens and different constituencies about the plan.

Table 8.2, Evaluation Results

	TOTAL SCORES		NOTES
	PRINCIPLES		
1	LIVABLE BUILT ENVIRONMENT		
2	HARMONY WITH NATURE		
3	RESILIENT ECONOMY		
4	INTERWOVEN EQUITY		
5	HEALTHY COMMUNITY		
6	RESPONSIBLE REGIONALISM		
I.	**TOTAL PRINCIPLES SCORE** (ADD 1-6)		
	PROCESSES		
7	AUTHENTIC PARTICIPATION		
8	ACCOUNTABLE IMPLEMENTATION		
II.	**TOTAL PROCESSES SCORE** (ADD 7 AND 8)		
	ATTRIBUTES		
9	CONSISTENT CONTENT		
10	COORDINATED CHARACTERISTICS		
III.	**TOTAL ATTRIBUTES SCORE (ADD 9 AND 10)**		
	TOTAL PLAN SCORE (ADD I, II, III)		
	TOTAL POINTS AVAILABLE		
	PLAN SCORE PERCENTAGE		

Level of Achievement (based on Plan Score Percentage)	
Designated: 70-79%	
Silver: 80-89%	
Gold: 90-100%	

(Note: Table 8.2 will be completed after the drafting of Chapter 3, *Mobility*)

Strategies, Actions and Initiatives

Based on the Comprehensive Plan evaluation and the subsequent scoring within Table 8.1, *Plan Scoring Matrix*, and Table 8.2, *Evaluation Results*, the following strategies and actions were developed to advance program initiatives that were either not originally scoped during the development of this Comprehensive Plan, or not adequately covered to receive a satisfactory scoring.

Strategy 8.2.1: *Identify and evaluate the range of projected environmental impacts of climate change on the City of Murfreesboro.*

Investigate likely climate change-related impacts; identify contributing factors; evaluate likely environmental, social, and economic impacts, and recommend climate mitigation and adaptation strategies to ensure that Murfreesboro remains resilient in the face of potential dramatic natural and human-induced changes to the regional climate and environment.

ACTIONS AND INITIATIVES

1. Consider convening a task force composed of MTSU faculty and qualified citizens to investigate likely environmental, economic, and health-related impacts, resulting from climate change, to Murfreesboro and the surrounding area.
2. Identify developed areas and populations within the community who may be vulnerable to sudden, severe environment events (e.g., weather-related, flooding, periods of extreme drought) and develop emergency preparedness / relief plans to ensure long-term protection of health, safety and welfare.
3. Develop projections regarding future energy demand and consider under what conditions alternative, renewable energy options may be provided to the citizens of Murfreesboro.

Strategy 8.2.2: *Participate in the development regional economic resiliency plans to ensure continued prosperity.*

ACTIONS AND INITIATIVES

1. Analyze the economic health of the region's principal industrial / business sectors and develop economic resiliency plans to ensure the City can weather local and/or regional economic downturns.

Strategy 8.2.3: *Increase community resiliency through the implementation of a comprehensive green infrastructure program.*

ACTIONS AND INITIATIVES

1. Partner with the US Department of Housing and Urban Development, the Conservation Fund, and the Metropolitan Government of Nashville and Davidson County to advance the development a regional green infrastructure program, consisting of greenways, open space areas, and the application of low-impact development (LID) / micro-detention strategies, tools and techniques.

Strategy 8.2.4: *Authentic Participation - Ensure that the planning process actively involves all segments of the community in analyzing issues, generating visions, developing plans, and monitoring outcomes.*

ACTIONS AND INITIATIVES

1. Promote leadership development in disadvantaged communities through the planning process.
2. Ensure that there is active public engagement throughout the plan implementation process. Strive to involve disadvantaged, at-risk populations, area youth, MTSU students and other groups who may not have been fully represented during the plan development process.

Strategy 8.2.5: *Accountable Implementation - Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.*

ACTIONS AND INITIATIVES

1. Identify federal, state, and local, public, quasi-public and private sources of funding to assist in plan implementation.
2. Establish quantifiable implementation benchmarks, indicators, and targets through which to evaluate plan implementation progress.
3. Connect plan implementation to the capital planning process.
4. Connect plan implementation to the annual budgeting process.
5. In scoping the next Comprehensive Plan amendment planning process consider developing alternative scenarios of the future to illustrate a range of outcomes based on a set of critical economic, environmental, social, and regulatory variables.

8.3 Implementation Action Plan

Table 8.3, *Implementation Action Plan*, includes a prioritized list of action recommendations derived from the various plan elements of the *Murfreesboro 2035* Comprehensive Plan update. The synthesized table does not include every action recommendation found throughout the Plan. As configured, the *Implementation Action Plan* details the "to do" list of priority action items showing the general time frame for initial implementation and who is responsible for initiating, administering and participating in the implementation process.

Additionally, action strategies have been categorized regarding those that will involve: (1) capital investments, (2) programs and initiatives, (3) regulations and standards, (4) partnerships and coordination, and (5) targeted planning/study. Most capital projects will also require, to varying degrees, additional feasibility analysis, construction documentation, specifications, and detailed cost estimates.

A guide to acronyms used appears in the upper righthand corner of the table.

As mentioned, Table 8.3, *Implementation Action Plan*, provides a starting point for determining immediate, near-term, and longer term task priorities. This is an important first step toward Plan implementation and should occur in conjunction with the City's annual budget process, during Capital Improvements Program (CIP) preparation, and in support of departmental work planning. Then, the City staff member designated as the Comprehensive Plan Administrator should initiate a first-year work program in conjunction with City management, other departments, and other public and private implementation partners.

The near-term action priorities should be revisited by City officials and staff annually to recognize accomplishments, highlight areas where further attention and effort are needed, and determine whether some items have moved up or down on the priority list given changing circumstances and emerging needs. It should be kept in mind that early implementation of certain items, while perhaps not the uppermost priorities, may be expedited by the availability of related grant opportunities, by a state or federal mandate, or by the eagerness of one or more partners to pursue an initiative with the City. On the other hand, some high-priority items may prove difficult to tackle in the near term due to budget constraints, the lack of an obvious lead entity or individual to carry the initiative forward, or by the community's readiness to take on a potentially controversial new program.

Progress on the Year 1-3 items, in particular, should be the focus of the first annual review and report a year after Comprehensive Plan adoption, as described earlier in this chapter. Then, similar to multi-year capital improvements programming, the entire action agenda list in Table 8.3—and all other action items dispersed throughout the Plan chapters—should be revisited annually to decide if any additional items are ready to move into the next near-term action timeframe, and what the priority should be.

Table 8.3, Implementation Action Plan

- Primary Action Type
- Secondary Action Type
- Tertiary Action Type
- Priority

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 amd Zoning Dept.
MTD	Murf. Transportation Dept.
MUED	Murf. Urban Environmental Dept.

		Initiate			Action Type					Action Leaders
		Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	
Growth Capacity and Infrastructure										
STRATEGY 2.1.1: *Develop the tools to identify and monitor land use demands based on projected population growth.*										
Revise / Amend the Murfreesboro Zoning Ordinance (Appendix A) Section 4, *Comprehensive Plan and Procedure* (Subsection C: *Effect*): Consider strengthening Comp Plan from an advisory document to require consistency. This would mean that proposed development that is inconsistent with the growth management or land use plans would require a plan amendment before rezoning or development is considered.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-15)						X			MPZD, MLD, CM
Traffic Impact Analyses. 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.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-16)						X			MTD, MLD, MPZD, CM
County Coordination. Coordinate with Rutherford County to achieve uniform development standards for future growth in the Urban Growth Boundary.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-17)						X			MPZD, MLD, CM
STRATEGY 2.1.5: *Identify and implement growth management techniques for areas within the Urban Growth Boundary.*										
Interlocal Cooperation. In anticipation of future municipal annexations within the Urban Growth Boundary, pursue interlocal cooperation agreements with Rutherford County in order to address coordination of subdivision review, thoroughfare planning and construction, floodplain management, signage, utilities infrastructure and other service provision, among other matters of mutual interest.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-19)							X		MPZD, MLD, CM
STRATEGY 2.2.1: *When considering annexation, utilize the growth management policies of this Comprehensive Plan to develop strategies through which to accommodate future growth and development and protect surrounding areas.*										
Revise / Amend the Murfreesboro *Zoning Ordinance* (Appendix A) as follows: Section 17, *Annexed Land:* Revise the code so that newly annexed land will be zoned in accordance with the City's *Future Land Use Map*.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-25)						X			MPZD, MLD, CM
STRATEGY 2.3.1: *Utilize administrative, regulatory and financial mechanisms to stimulate public and private investment into redevelopment-related activities within the City limits.*										
Revise / Amend the Murfreesboro *Zoning Ordinance* (Appendix A), *Central Business District* (CBD) regulations to enable building heights greater than 75 feet.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-29)						X			MPZD, MLD, CM
Evaluate establishing a Redevelopment Commission, 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.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-30)					X				CM, MLD, MPZD

Table 8.3, Implementation Action Plan

- Primary Action Type
- Secondary Action Type
- Tertiary Action Type
- Priority

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 amd Zoning Dept.
MTD	Murf. Transportation Dept.
MUED	Murf. Urban Environmental Dept.

		Initiate			Action Type					Action Leaders
		Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	
Growth Capacity and Infrastructure										
STRATEGY 2.3.1: *Utilize administrative, regulatory and financial mechanisms to stimulate public and private investment into redevelopment-related activities within the City limits.*										
Evaluate the utility of a Community Redevelopment Officer staff position within the City's Planning Department. The Officer would work with the RCCC's IDB, the City's Redevelopment Commission, and developers to identify infill development and redevelopment opportunities, administer incentive programs, and manage consultant studies.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-30)					X				CM, MPZD, MLD
Consider establishing a Land Bank Program. In 2012, the General Assembly created the Tennessee Local Land Bank Pilot Program (Tennessee Code Annotated Title 13, Chapter 30), authorizing the creation of land bank corporations with broad powers to acquire, hold, improve, and convey any interest in real property.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-30)					X				CM, MLD
STRATEGY 2.3.2: *Develop policies and incentives that encourage and promote infill development and redevelopment.*										
Develop policies and incentives to promote infill development and redevelopment. Identify the areas that are most conducive for infill development and either pre-zone them or develop interim zoning regulations to ensure that development conforms to the future intent of the area and is compatible with the scale and character of adjacent development.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-32)					X				MPZD, MLD, CM
Zoning in Support of Redevelopment. Apply targeted zoning strategies and performance standards to designated redevelopment zones. Options may include items such as reduced setbacks, waiver to height limitations, increased density, reduced parking standards, and reduced impact fees.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-25)					X				MPZD, MLD, CM
Establish "green-light" procedures to streamline approval of applications that comply with the City's established infill development standards, including expedited review and permitting, waiving permit fees, etc.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-32)					X				MPZD, MLD, CM
STRATEGY 2.3.3: *Analyze areas within the City of Murfreesboro that may be worthy of redevelopment.*										
Define areas that warrant redevelopment and designate them as a redevelopment district. Prepare a redevelopment plan to determine the type and general form of development, which may serve as a basis for design and implementation.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-32)					X				MPZD, MLD, CM

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		Initiate			Action Type					Action Leaders
		Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	
Growth Capacity and Infrastructure										
STRATEGY 2.3.5: *Position Downtown as a unique local and regional destination and viable place to conduct business.*										
Evaluate the current boundaries of the Central Business District (CBD) and the Main Street Downtown District to determine whether the district should be enlarged to include areas now on the periphery that could be developed into an urban character.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-34)					X				CM, MPZD, MLD
Establish a Business Improvement District in the Downtown area. A central business improvement district (CBID) is an area of significant commercial activity designated to receive special improvements, projects, and management services funded through a special assessment of commercial property owners.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-34)					X				CM, MPZD, MLD
Prepare a multi-year implementation program to initiate the recommended strategies and improvements stemming from market research, branding and urban design studies. The program should outline implementation authorities and responsibilities, specific timelines, and the methods and means of funding for individual projects.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-34)					X				CM, MPZD
STRATEGY 2.3.6: *Re-establish the traditional urban character of Downtown.*										
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.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-35)								X	MPZD, MUED
Integrate into the CBD floor area ratio (FAR) bonuses for vertical mixed use buildings, shared and/or structured parking, and USGBC LEED™ certified buildings. Also consider allowances and incentives for first floor retail and entertainment uses with upper floor office, institutional and residential uses.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-35)						X			CM, MLD, MPZD
Conduct a Downtown parking study to evaluate existing and planned use types and their respective space requirements. Utilize the findings to determine options to provide adequate parking. Study the alternatives and feasibility of public vs. private and surface vs. structured parking schemes.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-35)								X	CM, MPZD

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Growth Capacity and Infrastructure										
STRATEGY 2.3.7: *Improve connections to, through and within Downtown and its surrounding neighborhoods.*										
Use street trees, building canopies and awnings, covered walkways, and other design treatments as not only pedestrian shelter from inclement weather but to announce entrance into the Downtown Central Business District (CBD).	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-36)								X	MPZD, MUED, CM
Identify commercial and residential properties that are experiencing, or at risk of experiencing, disinvestment and decline, and evaluate the potential for redevelopment. Special emphasis should be placed on corridors and entrances to Downtown.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-36)								X	MPZD, MCD, MBCD, CM
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.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-36)								X	MPZD, MUED, CM
STRATEGY 2.4.2: *Reduce the effects of imperviousness resulting from development.*										
Reduce the amount of impervious areas in new development by incorporating low impact development (LID) and green infrastructure techniques to slow stormwater runoff and enable micro-detention and infiltration into pervious areas.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-48)									MUED, MPZD, CM
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, *Growth Capacity and Infrastructure* (p. 2-49)								X	MUED, MPZD
Revise Chapter 27-1/2 of the City code to require a 25 foot concentric waterway natural area buffer around sinkhole throats.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-49)						X			MPZD, MLD, MUED
STRATEGY 2.5.2: *Reduce Non-Revenue Water.*										
Implement automatic meter reading (AMR), automated metering infrastructure (AMI) and leak detection technologies to improve accounting of delivered water and identify significant leaks within the distribution system.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-49)					X				MWSD, CM
Strategy 2.5.3: *Evaluate alternative sources of water.*										
Evaluate conservation activities as a means of reducing the necessity for expanded water source availability. Develop a campaign to educate citizens and community groups on the ways to reduce water consumption and waste, including do-it-yourself, low-cost measures such as residential water catchment and water-efficient fixtures.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-72)					X				MWSD, CM

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Growth Capacity and Infrastructure										
STRATEGY 2.6.1: *Evaluate alternative effluent discharge strategies.*										
Finalize investigations of alternative outfall locations on the East Fork Stones River and further downstream West Fork Stones River to determine potential assimilative capacities and begin permitting activities through TDEC.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-86)								X	MWSD, MED, CM
Investigate potential for utilization of effluent as a source water for treatment through either indirect potable reuse (IPR) or direct potable reuse (DPR).	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-86)								X	MWSD, MED, CM
STRATEGY 2.6.2: *Reduce extraneous infiltration and inflow (I/I) from wastewater collection system.*										
Maintain annual budget associated with both in-house and contracted rehabilitation efforts that allows MWSD to replace/ repair approximately two percent of the collection system annually.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-91)					X				MWSD, MED, CM
STRATEGY 2.7.1: *Increase distribution of repurified water.*										
Consider working with City Council to enact codes requiring repurified water system installations in commercial buildings and multi-family housing for non-potable applications such as toilet flushing.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-91)					X				MWSD, MED, MLD, CM
STRATEGY 2.8.1: *Vision for the Future Plan.*										
Update 201 Facilities Plan for establishing sanitary sewer system to serve the City's entire Urban Growth Boundary area.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-93)					X				MWSD, MED, CM
Implement water conservation requirements in zoning and building codes.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-93)						X			MWSD, MPZD, MED, MLD
Strategy 2.11.1: *Program educational facilities into all new development / redevelopment programs and projects.*										
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.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-121)						X			MTD, MPZD, MPRD, CM
Coordinate the location of future school sites with the *Future Land Use Map*, *Parks and Recreation Master Plan*, and *Greenways, Blueways, and Bikeways Master Plan*.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-121)						X			MPZD, MPRD, CM, Murf. City Schools
STRATEGY 2.11.5: *Improve the form and quality of off-campus student living, including housing and mixed-use, commercial / retail developments.*										
In partnership with MTSU, and private sector developers, developing an off-campus, high-density, mixed-use student housing "academic village" development program in proximity to the MTSU campus; with transit linkages via an expanded Rover route.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-122)								X	MPZD, MED, CM

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Growth Capacity and Infrastructure										
STRATEGY 2.11.6: *Develop a stronger mobility link (active transportation and public transit) between MTSU and the City's Central Business District and Court House Square.*										
Evaluate the feasibility of an extending the Campus' east-west pedestrian spine further westward along one of three thoroughfares – E. Bell Street, E. Lytle Street, or E. Main Street. Additional pedestrian and streetscape amenities would include a widened pedestrian sidewalk, special paving, ornamental street lighting, street trees, benches, bollards, waste receptacles; enhanced bus stops, etc.	Chapter 2, *Growth Capacity and Infrastructure* (p. 2-124)								X	MPZD, CM
Land Use and Character										
STRATEGY 4.4.1: *Encourage the Rutherford County Planning Department to adopt Future land Use Map recommendations for lands within the Urban Growth Boundary.*										
Work with the RC Planning Department to amend the County's Land Use and Zoning Maps to ensure that the lands within the UGB conform with the City's adopted ***Future Land Use Map***.	Chapter 4, *Land Use and Character* (p. 4-30)							X	X	CM, MPZD
STRATEGY 4.6.3: *Participate in a neighborhood redevelopment demonstration project.*										
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.	Chapter 4, *Land Use and Character* (p. 4-46)							X	X	CM, MPZD, MCD
STRATEGY 4.6.4: *Encourage the development of Neighborhood Commercial land uses within established neighborhoods requiring intervention.*										
Consider revising the City's land development regulations to allow home-based businesses.	Chapter 4, *Land Use and Character* (p. 4-46)						X			MPZD, MLD
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: – land acquisition program – circulation plan – schematic site plan w/ renderings – regulating plan – design guidelines	Chapter 4, *Land Use and Character* (p. 4-52)							X	X	MPZD, MLD, CM
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.*										
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 w/ renderings – regulating plan – design guidelines	Chapter 4, *Land Use and Character* (p. 4-56)							X	X	MPZD, MTD, CM

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Housing and Neighborhoods										
STRATEGY 5.1.1: *Analyze the City's zoning ordinance to ensure that adequate avenues exist for the development of affordable housing; and revise as appropriate.*										
Consider amending the zoning ordinance to incent the development of affordable housing through the provision of density bonuses.	Chapter 5, *Housing and Neighborhoods* (p. 5.17)						X			MCD, MPZD, MLD, CM
STRATEGY 5.1.2: *Consider formulating and implementing an affordable housing strategy.*										
In addition to developing goals for percentages of affordable housing units, consider access to critical community services, including transit. – Promote affordable housing close to transit (¼ mile from high frequency bus corridor). – Ensure that committed affordable rental units have access to transportation options consistent with the 2040 Transportation Plan.	Chapter 5, *Housing and Neighborhoods* (p. 5.18)					X			X	MCD, MPZD, MLD, CM
Consider administering an affordable housing investment fund (AHIF). Develop a revolving loan fund that provides gap financing to developers that preserve or build committed affordable housing units in the City.	Chapter 5, *Housing and Neighborhoods* (p. 5.18)					X				MCD, MPZD, MLD, CM
STRATEGY 5.1.4: *Analyze which locations within the City of Murfreesboro that would be best served by extended service hours on the Rover routes.*										
Coordinate with major employers that employ workers with nontraditional hours to understand the need of their staff for public transportation access.	Chapter 5, *Housing and Neighborhoods* (p. 5.26)					X		X		MCD, MTD, CM
Utilize census data to track which neighborhoods are most cost burdened based on housing and transportation costs.	Chapter 5, *Housing and Neighborhoods* (p. 5.26)								X	MCD, MPZD, CM
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, *Housing and Neighborhoods* (p. 5.37)					X				MBCD, MCD
Consider performing a periodic inventory of housing conditions, as permitted by funding and staffing, on a neighborhood by neighborhood basis, to identify units suitable for concentrated code enforcement, rehabilitation, demolition, or other actions to achieve a viable residential environment.	Chapter 5, *Housing and Neighborhoods* (p. 5.26)					X				MBCD, MCD
Strategy 5.1.13: *Coordinate policies that can help older adults continue to live in their own homes as they age.*										
Connect residents to social services through expansion of the Home and Community-Based Services Medicaid waiver program to make supportive housing a more affordable option.	Chapter 5, *Housing and Neighborhoods* (p. 5.45)					X				MCD

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Housing and Neighborhoods										
Strategy 5.1.14: *Increase supply of housing for senior citizens, both rental and owner-occupied and enhance services for seniors.*										
Propose amendments to the Zoning Ordinance to reduce requirements for parking (which often goes unused by senior housing residents).	Chapter 5, *Housing and Neighborhoods* (p. 5.45)						X			MCD, MLD
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.	Chapter 5, *Housing and Neighborhoods* (p. 5.45)					X				MCD, MLD
Strategy 5.1.17: *End veteran homelessness.*										
Work to implement programs such as the US Department of Housing and Urban Development's (HUD) Veterans Affairs Supportive Housing (VASH); the US Department of Veteran's Affairs' Supportive Services for Veterans and their Families (SSVF), and Grant per Diem (GPD) program.	Chapter 5, *Housing and Neighborhoods* (p. 5.48)					X				MCD, MLD, CM
Strategy 5.1.18: *Increase Critical Needs and Homeless Housing.*										
Consider developing a pilot micro-unit development designed for workforce and critical needs housing. Explore the use of progressive Single Room Occupancy (SRO) dwellings, which, as defined by HUD, provides living and sleeping space for the exclusive use of the occupant, but requires the occupant to share sanitary and/or food preparation facilities.	Chapter 5, *Housing and Neighborhoods* (p. 5.48)					X				MCD, MPZD, CM
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, *Housing and Neighborhoods* (p. 5.74)						X			MPZD, MTD
Incent more intensive, mixed-use developments to locate in activity centers and be connected to residential areas.	Chapter 5, *Housing and Neighborhoods* (p. 5.74)					X				MPZD
To reduce automobile trips, locate mixed-use, commercial areas within 1/4 to 1/2 mile radius of neighborhood edges.	Chapter 5, *Housing and Neighborhoods* (p. 5.75)						X			MPZD
STRATEGY 5.2.2: *Create mixed-use neighborhoods with local small retail businesses and basic services within walking distance of housing.*										
Consider amending the Murfreesboro Zoning Ordinance (Appendix A), Commercial Fringe (CF) district to incorporate guidelines to enable small-scale (one to three acre parcels) neighborhood commercial/retail development within and/or adjacent to residential neighborhoods.	Chapter 5, *Housing and Neighborhoods* (p. 5.75)						X			MPZD, MLD

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Housing and Neighborhoods										
Strategy 5.2.5: *Create Neighborhood Conservation Districts for Established Neighborhoods.*										
Consider revising / amending the Murfreesboro Zoning Ordinance (Appendix A) to incorporate Neighborhood Conservation districts for established neighborhoods which are not anticipated to undergo significant gentrification.	Chapter 5, *Housing and Neighborhoods* (p. 5.76)						X			MPZD, MLD
STRATEGY 5.2.6: *Promote opportunities for neighborhood improvements and housing stock rehabilitation.*										
Form a target-area capital investment program focused on infrastructure improvements within at-risk neighborhoods. The purpose of this program is to provide a dedicated source of annual funding for use in making improvements and leveraging private reinvestment through rehabilitation, redevelopment, building additions, and/or infill development.	Chapter 5, *Housing and Neighborhoods* (p. 5.77)					X				MCD, MPZD, MED, CM
Pursue alternative code enforcement methods in an effort to be more proactive and ensure positive outcomes. Consider use of an advocacy program to aid in code compliance rather than citing non-compliant property owners. A key element may be the cross-training of enforcement advocacy officers in conflict management/resolution.	Chapter 5, *Housing and Neighborhoods* (p. 5.77)					X				MBCD, MCD
STRATEGY 5.2.11: *Identify the properties currently zoned for a Planned Development in order to determine the parcels of property that have not vested pursuant to T.C.A. 13-4-310.*										
The Planning Department should consider reviewing each area within its municipal City limits that is zoned either PCD, PID, PND, PRD, or PUD to determine which parcels of property have vested pursuant to TCA 13-4-310 and which parcels have not. Consultation with the City Attorney may be required to complete this task.	Chapter 5, *Housing and Neighborhoods* (p. 5.82)						X			MPZD, MLD
Consider rezoning these unvested properties to a zone that provides for a larger number of development options, which would enable the opportunity for varying densities. These development options would increase the chances of property being built upon within the municipal limits instead of having more property developed in the unincorporated areas of Rutherford County.	Chapter 5, *Housing and Neighborhoods* (p. 5.82)						X			MPZD, MLD
For those areas of the City that have vested, the City should consider working with these property developers to determine whether a change to a new zoning district would entice building to commence in a much quicker fashion; or whether additional incentives may enable a developer to include affordable housing, or more diverse housing typologies.	Chapter 5, *Housing and Neighborhoods* (p. 5.82)						X			MPZD, MLD

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Parks, Recreation and Open Space										
Strategy 6.1.1: *Continue to execute joint-use agreements with Rutherford County School District and Murfreesboro City Schools.*										
The Parks and Recreation Department should continue engaging in formal joint facility use agreements with Rutherford County School District, for those RCSD schools within the planning area.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.13)							X		MPRD, MLD
Strategy 6.1.2: *The City's Parks and Recreation Department should continue to aggressively pursue CAPRA agency accreditation.*										
Based on review of CAPRA accreditation standards, develop a realistic schedule and plan of priority action items based on a determination of which Fundamental Standards remain to be completed and which remaining Standards the Parks and Recreation Department plans to fulfill.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.14)					X				MPRD
Strategy 6.1.5: *Retrofit existing, under-utilized parks to support sporting events and sports tourism-related activities.*										
Strategically enhance new and existing parks and facilities to support tournament hosting.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.21)				X				X	MPRD
Strategy 6.1.6: *Continue to develop targeted performance measures through which to quantify increases in sports tourism-related activities and subsequent economic impact.*										
Consider the utility of employing the Sports Tourism Economic Assessment Model (STEAM) as a standard post event reporting and analysis, incorporating event performance indicators, visitor metrics and economic benefits capacity.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.21)					X	X			MPRD
Strategy 6.1.7: *Provide parks and recreation facilities that meet - or exceed - the established local standards and provide for both the present and future needs of the community.*										
Continue to identify available properties within the City limits to establish new neighborhood and community parks in areas of need.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.28)				X				X	MPRD, MPZD, MBCD, CM
Continue to work with the Rutherford County Planning Department, Parks and Recreation Department, and Tax Assessor's Office to identify available property within the Urban Growth Boundary (UGB) to identify appropriate locations for new neighborhood and community parks in areas of need.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.28)							X	X	MPRD, MPZD, CM
Strategy 6.1.8: *Accommodate the current and future needs of residents by providing a system of mini-parks and neighborhood play areas.*										
The City's Parks and Recreation Department should continue to work with Murfreesboro Sewer and Water Department (MSWD), the Engineering Department, the Planning and Zoning Department, homeowners associations and other neighborhood groups to identify small parcels of unimproved land within existing neighborhoods that may be utilized for mini, or pocket parks. There may be portions of land within utilities easements or right-of-way that may be available.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.28)				X			X	X	MPRD, MWSD, MED, MPZD

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Parks, Recreation and Open Space										
Strategy 6.1.11: *Consider amending the Murfreesboro City Code, Appendix A to include a Parkland Dedication Ordinance that includes provisions for Fees-in-Lieu and Development Fees.*										
Consider amending the Murfreesboro City Code, Appendix A to include a Parkland Dedication Ordinance that includes provisions for Fees-in-Lieu and Development Fees.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.34)						X			MPRD, MPZD, MLD, CM
Strategy 6.1.15: *Develop an updated Parks and Recreation Master Plan.*										
Within the City's Capital Improvement Program (CIP), allocate funding for the Parks and Recreation Master Plan.	Chapter 6, *Parks, Recreation, and Open Space* (p. 6.								X	MPRD, CM
Strategy 6.2.8: *Continue the Lytle Creek Greenway from Cannonsburgh Village to the Discovery Center at Murfree'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, *Parks, Recreation, and Open Space* (p. 6.52)				X			X	X	MPRD, MED, MPZD, CM
Economic Development										
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 the MTSU administration on opportunities to relocate spin-off campus programs and facilities in/near Downtown and the historic 'Bottoms' area. The City's approach to MTSU should be as a possible coinvestor in such facilities.	Chapter 7, *Economic Development* (p. 7.12)					X		X		CM, MPZD
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, *Economic Development* (p. 7.12)				X			X	X	CM, MPZD
STRATEGY 7.2.1: *Prepare/update the Master Plan for Downtown and the historic 'Bottoms' area, then "work" the plan.*										
Consider establishing and filling an economic development coordinator position within the Planning Department.	Chapter 7, *Economic Development* (p. 7.22)				X	X			X	CM, MPZD
Consider developing and funding a façade-grant program (including rear facades) and work with Main Street Murfreesboro / Rutherford County, Inc. to provide design guidance.	Chapter 7, *Economic Development* (p. 7.22)				X	X		X	X	CM, MPZD
As recommended in Chapter 2, *Growth Capacity and Infrastructure*, evaluate and map a Downtown TIF district. Activate the district when a lead project is brought forth.	Chapter 7, *Economic Development* (p. 7.22)					X			X	CM, MPZD

Table 8.3, Implementation Action Plan

Primary Action Type
Secondary Action Type
Tertiary Action Type
Priority

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 amd Zoning Dept.
MTD Murf. Transportation Dept.
MUED Murf. Urban Environmental Dept.

		Initiate			Action Type					Action Leaders
		Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	
Economic Development										
Explore National Register of Historic Places district designation for Downtown square to facilitate access to historic rehabilitation tax credits.	Chapter 7, *Economic Development* (p. 7.22)					X		X	X	CM, MPZD, MLD
STRATEGY 7.3.1: *Work to expand professional employment and office development opportunities.*										
Conduct a commercial office market study to understand current and projected supply/ demand factors; optimal office sites and configurations; and target tenant profiles.	Chapter 7, *Economic Development* (p. 7.24)							X	X	CM, MLD
Convene a commercial brokers roundtable to discuss commercial office market trends and ways to improve Murfreesboro's competitiveness for new Class A office space.	Chapter 7, *Economic Development* (p. 7.25)							X	X	CM
STRATEGY 7.4.1: *Support the efforts of Rutherford Works by identifying locations for future master-planned business park(s). Implement special design standards through zoning and/or development covenants.*										
Seek "shovel-ready" certifications of key sites through pre-extensions of infrastructure and utilities, completed entitlements, environmental studies/approvals, updated surveys and basic site-prep work.	Chapter 7, *Economic Development* (p. 7.27)					X		X	X	CM
STRATEGY 7.5.1: *Energize the entrepreneurial environment in Murfreesboro.*										
Incent the re/development of flex-space buildings, live-work units, office condos, maker-spaces and collaborative co-working environments.	Chapter 7, *Economic Development* (p. 7.30)					X		X	X	CM
Consider implementing an official, "local sourcing" directive favoring local and regional suppliers in City procurement of supplies and services.	Chapter 7, *Economic Development* (p. 7.30)					X		X	X	CM
Work with area businesses and the Main Street Murfreesboro / Rutherford County, Inc. to launch a "buy local" campaign.	Chapter 7, *Economic Development* (p. 7.30)							X	X	CM
Facilitate the creation of an entrepreneurs/ mentors network that hosts multiple events throughout the year.	Chapter 7, *Economic Development* (p. 7.30)							X	X	CM
Consider establishing a City revolving loan (gap) fund or loan guarantee program for new or expanding businesses. Enlist local banks to contribute both capital and management expertise. Identify permanent capitalization sources (i.e., foundations, pooled bank funds, grants, general funds, CDBD grants etc).	Chapter 7, *Economic Development* (p. 7.31)				X				X	CM, MLD
Enlist City, business and education leaders to lead development efforts for an angel (equity) fund for potential high-growth businesses. Funders may include area foundations and wealthy individuals.	Chapter 7, *Economic Development* (p. 7.31)				X			X		CM, MLD

Table 8.3, Implementation Action Plan

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		Initiate			Action Type					Action Leaders
		Year 1-3	Years 3-10	10+ Years	Capital Projects	Policies and Programs	Regulations and Standards	Partnerships and Coordination	More Targeted Planning	
Economic Development										
Team with Main Street Murfreesboro / Rutherford County, Inc. and SCORE to offer one-on-one business checkups with local (especially Downtown) small businesses. Work with the tech college system to provide basic marketing, accounting, business planning and social media instruction under a new "virtual business accelerator" program.	Chapter 7, *Economic Development* (p. 7.31)							X		CM
STRATEGY 7.7.1: *Initiate a scalable, "starter" economic development function at the city level.*										
Consider empaneling an Economic Development Commission consisting of leaders from the business, academic and real estate fields as well as elected officials.	Chapter 7, *Economic Development* (p. 7.45)					X		X		CM, MLD
Develop economic development coordinator job description and employment solicitation. Position should focus heavily on redevelopment, small business/entrepreneurship and community development.	Chapter 7, *Economic Development* (p. 7.45)				X	X				CM, MLD
STRATEGY 7.8: *Develop an authentic city brand and internal marketing strategy as a follow-on activity to the programs listed previously.*										
Create and regularly update a new economic development website. Develop specific, routinely refreshed collateral on City economic incentive programs and real estate opportunities.	Chapter 7, *Economic Development* (p. 7.48)				X	X				CM
Use social media to develop the brand and to transmit news on City successes and activities.	Chapter 7, *Economic Development* (p. 7.48)					X		X	X	CM
Implementation and Intergovernmental Coordination										
Strategy 8.2.5: *Accountable Implementation - Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.*										
Identify federal, state, and local, public, quasi-public and private sources of funding to assist in Plan implementation.	Chapter 8, *Implementation and Intergovernmental Coordination* (p. 8.24)					X		X		CM
Establish quantifiable implementation benchmarks, indicators, and targets through which to evaluate plan implementation progress.	Chapter 8, *Implementation and Intergovernmental Coordination* (p. 8.24)								X	CM, MPZD
Connect plan implementation to the capital planning process.	Chapter 8, *Implementation and Intergovernmental Coordination* (p. 8.24)					X			X	CM, MPZD, MLD
Connect plan implementation to the annual budgeting process.	Chapter 8, *Implementation and Intergovernmental Coordination* (p. 8.24)					X			X	CM, MLD

Short-term Implementation Actions (Years 1-3)

Based on the results of the prioritization exercise during the joint workshop involving the Murfreesboro Planning Commission and City Council, the following Table 8.4, Short-term Implementation Actions, idenifies what implementation activities should take place during the next three years.