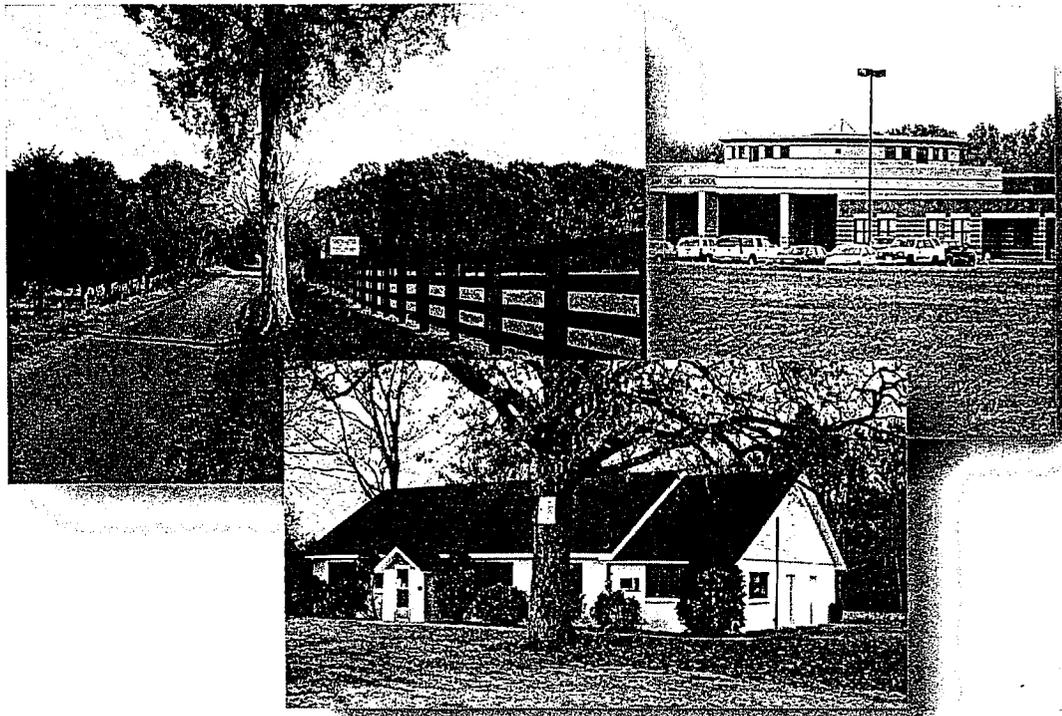


GENERAL DEVELOPMENT PLAN FOR THE BLACKMAN COMMUNITY



PRESENTED TO THE CITY OF
MURFREESBORO
DECEMBER 1, 2000

BWSC | BARGE
WAGGONER
SUMNER &
CANNON, INC.

IN ASSOCIATION WITH
RPM Associates
TRANSPORTATION ENGINEERS

ACKNOWLEDGMENTS

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*We are all grateful to the
Blackman Community Center
for the use of the facility.*

**GENERAL DEVELOPMENT PLAN
FOR
THE BLACKMAN COMMUNITY
CITY OF MURFREESBORO, TENNESSEE**

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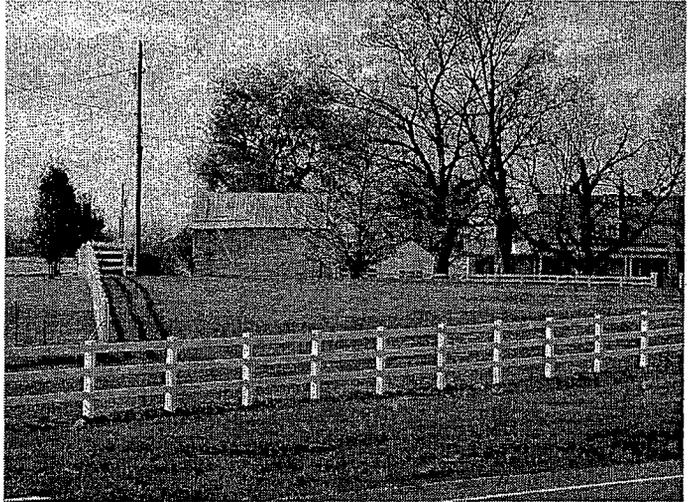
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CHAPTER ONE - INTRODUCTION

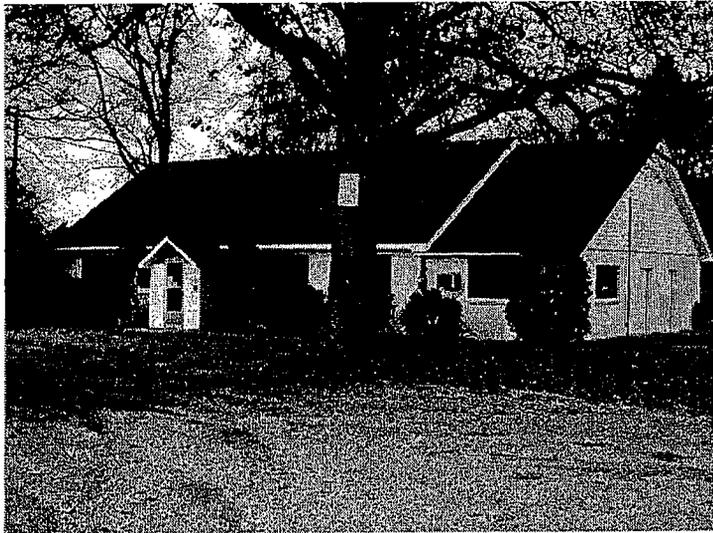
1.1 Background

Since its beginnings in the early nineteenth century, the Blackman community has confronted change in a variety of forms. For almost one hundred fifty years, the fertile fields of Blackman helped feed Rutherford County, and there was no finer, agricultural land in all of the midstate. But as the U.S. economy continued to grow and evolve, the forces shaping Blackman's farms began to exert new pressures for change. A new model of agrarian economics came to be, and the farms of Blackman changed with it. Fields were converted to ranges, with herds of cattle, sheep and all other husbandry now constituting the primary means of economic



vitality for the community. And now, at the advent of the 21st century, more change confronts Blackman. New highways, the growing urbanization of the County and the region, and an influx of new residents into the area challenge Blackman to further define and re-define what they want their future to hold. Blackman is no longer just large farms along country roads, but it seeks to be something more than just a collection of new residential subdivisions strewn along five lane streets.

In the midst of these changes, the real Blackman "community," its people, came to know and



Blackman Community Center

appreciate the community they had built. Blackman wasn't just the farms and the rolling lands or the new large homes on large lots. It was also the gatherings held at the Blackman Community Center; it was sharing a Coke with your neighbors at the Blackman Grocery; and it was the annual Blackman Barbecue festival. Through these changes, the community has endured. Blackman residents have come to know what quality of life is, and more importantly, they trust their neighbors to share in this perspective and to protect their community in the midst of all of these changes.

Over the last few years, the forces impacting the future of Blackman have been tremendous. The construction of a new 215 acre school complex, the planning and construction of State Route 840 and the Beesley Road interchange, and the reconstruction and widening of State Route 96 will have dramatic effects on the future of Blackman. It is now the responsibility of this generation of Blackman leaders and residents to provide a new vision and plan for the community as it enters the new millennium. New challenges are to be met and unforeseen opportunities will arise. It is for these reasons that this Plan seeks to provide the guidance, certainty and vision needed by the community, the City, and the County as Blackman confronts the unpredictable and exciting times which lie ahead. As residents of the "old" and "new" Blackman understand, change is inevitable and can not be prevented, but what this Plan provides is a common vision for the community as it faces these challenges. With this Plan, Blackman can achieve a future that preserves the best of its past merged with the opportunities and hopes for its future.

Finally, this Plan is not intended to be a *blueprint* for prescribing Blackman's future. Decisions will continue to be made on a day-to-day, month-to-month and year-to-year basis utilizing the best information and data available at the time. Instead, this Plan is intended to be a *guide* in decision-making by providing goals, policies and maps which identify a vision, and then set forth tools that can be used to implement this vision. To this end, both the Plan and the process utilized to create it emphasized four key planning ideals:

- Progress and Preservation: To create a vision for the community that is viewed as a dynamic instrument for guiding development decisions, while at the same time, protecting the unique and livable character of Blackman;
- Public Involvement: To promote a thorough understanding of the planning and decision-making process for all participants, ensuring that public participation in the process was meaningful and informed;
- Economic Development Opportunities: To promote and provide a consistent and fair process for developers, homeowners and city leaders to implement the conclusions of the Plan in order that Blackman can continue to prosper and be a positive economic and social influence on the rest of the County;
- Predictability: To promote a Plan that provides a degree of certainty about the public planning decisions which may impact the future of Blackman, thus protecting both existing and future landowners in the community in their private decision-making processes.

1.2 How to Use the General Development Plan for the Blackman Community

The Planning process used to develop this Plan was designed to provide the community with a document which assists in day-to-day decision making and provides direction for the long-range development of Blackman. Through input at several public meetings, task force meetings, and review by City staff members, areas of problems and opportunities were identified and a set of goals were established to reflect a common vision for the area's future. The goals are accompanied by policies which define actions to be taken to achieve these goals. The goals and

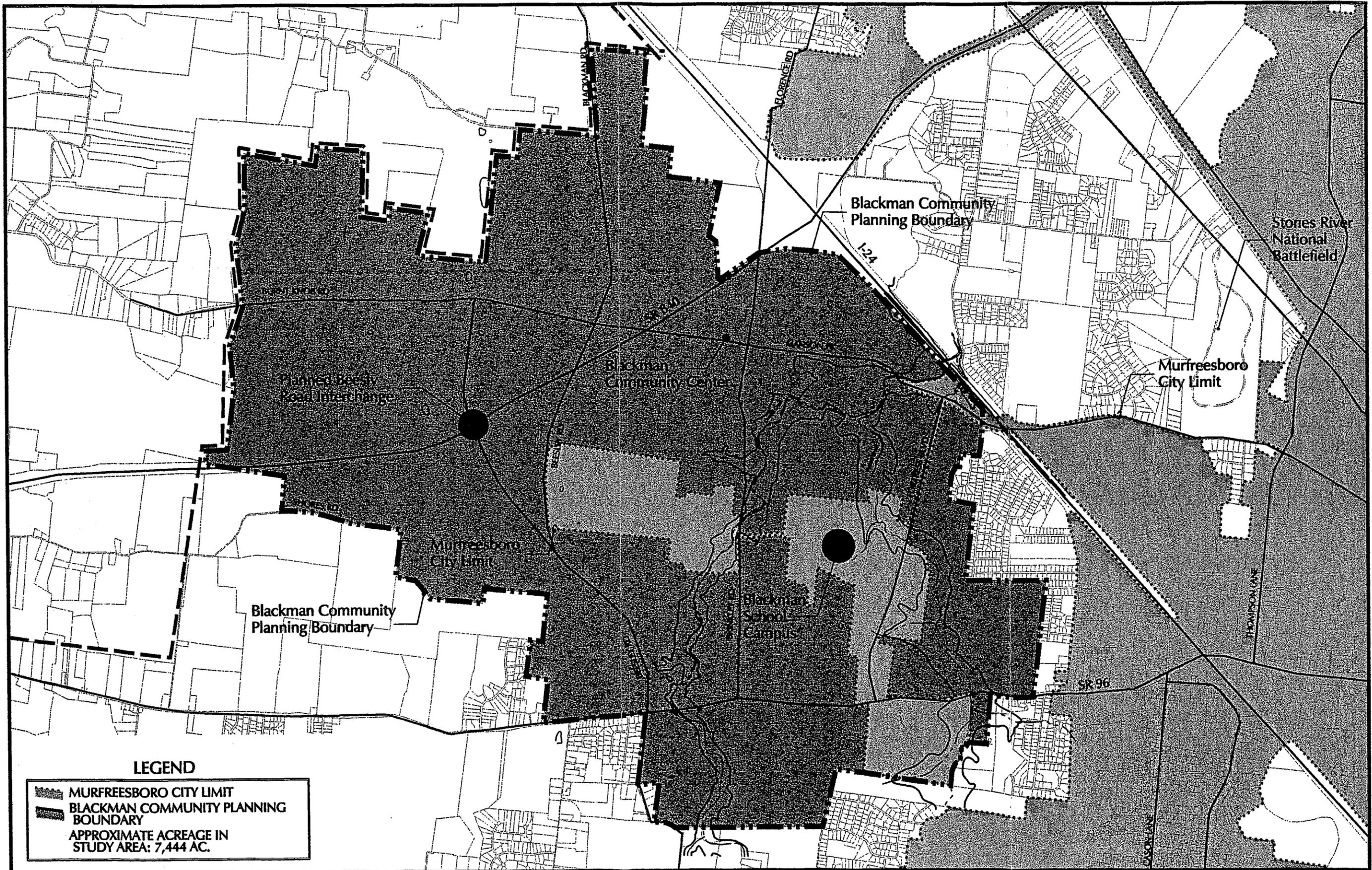
policies will provide direction to the community when considering:

- Adoption and administration of land use laws (zoning and subdivision ordinances);
- Coordination between public and semi-public agencies; and
- Investment of public and private funds through decisions regarding land use, transportation, and community facilities and activities.

For example, when an application is made for a zoning change within the study area, the Plan should be consulted to determine the proposal's compliance with the Plan's long-range goals and policies that affect the subject property. The applicant's property should be generally located on the Future Land Use Map to determine the policies initially applicable in reviewing the request. Due to the nature of the request, more specific policies may also apply in making a decision on the requested zoning change. By utilizing this framework, the Plan begins to act as an evaluation tool for the Planning Commission and the City Council. To this end, each proposal is afforded a fair and consistent method to be judged according to the individual merits of the proposal. In addition to zoning decisions, coordination between City departments and other public and semi-public agencies can be facilitated through reference to the Plan. The desirability to use public school property to meet neighborhood-based public park/recreation needs is an example of joint public agency actions supported by the Plan.

1.3 Study Area

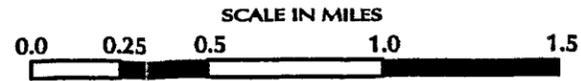
Exhibit I on Page 1-4 illustrates the general outline of the study area utilized in the planning process, as well as certain key facilities, roadways or other features which are found within the plan area/ Recognizing that Blackman is part of the overall City of Murfreesboro PC1101 urban growth boundary region, many of the analyses attempt to structure the area's "fit" in the entire County. The majority of the Plan's elements, however, concentrate solely on land within these study area boundaries. Exhibit II depicts the study area's relationship to the broader Murfreesboro PC1101 planning boundary and current city limits lines.



LEGEND

 MURFREESBORO CITY LIMIT
 BLACKMAN COMMUNITY PLANNING BOUNDARY
 APPROXIMATE ACREAGE IN STUDY AREA: 7,444 AC.

BLACKMAN COMMUNITY



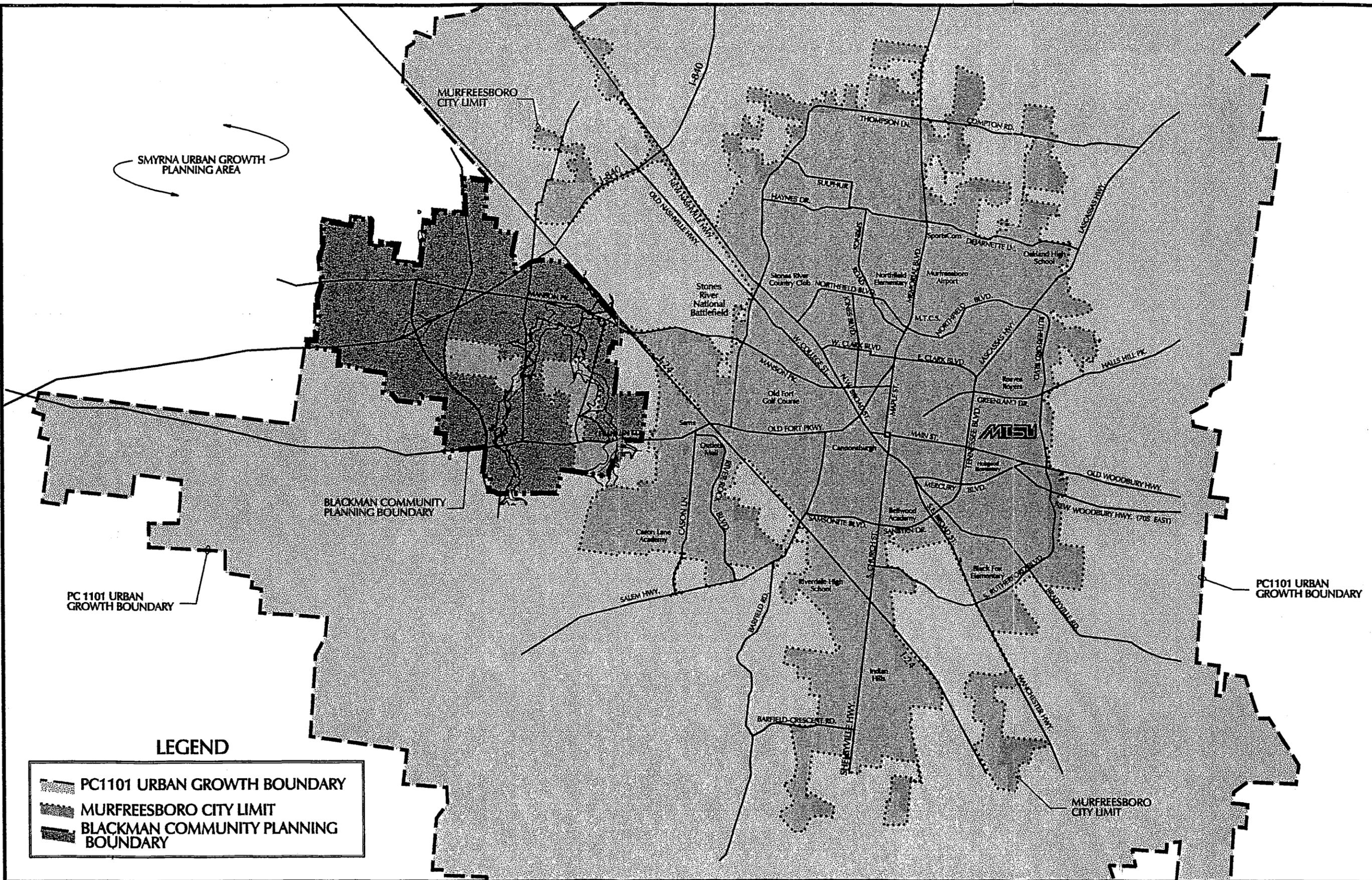
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 LANDSCAPE ARCHITECTS AND SURVEYORS

RPM Associates
 TRANSPORTATION ENGINEERS

STUDY AREA

**BLACKMAN COMMUNITY
 LAND USE PLAN**

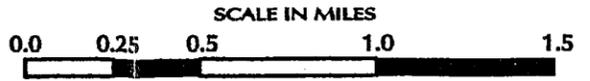
EXHIBIT I | PAGE 1-4



LEGEND

-  PC1101 URBAN GROWTH BOUNDARY
-  MURFREESBORO CITY LIMIT
-  BLACKMAN COMMUNITY PLANNING BOUNDARY

BLACKMAN COMMUNITY



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BUNNER &
GANNON, INC.
BUSINESS ARCHITECTS PLANNERS
LANDSCAPE ARCHITECTS AND SURVEYORS

RPM Associates
TRANSPORTATION ENGINEERS

PLANNING CONTEXT

**BLACKMAN COMMUNITY
LAND USE PLAN**

EXHIBIT II PAGE 1-5

1.4 Organization of this Document

The Blackman Community Land Use Plan document is divided into four sections. **Section One - Introduction** contains the background of the study and an introduction to the plan document and planning process. **Section Two - Inventory and Analyses** includes data and analyses concerning the critical issues affecting the Blackman community and the land use potential of the area. The process followed to identify these issues and preliminary determinations of land use approaches to resolve key issues are also presented in this section. **Section Three - Recommended Plan** presents the culmination of the planning effort by providing day-to-day guidelines for the community's use in making land use and infrastructure decisions in the form of goals statements, land use and infrastructure plans and maps, and planning policies. **Section Four - Implementation Strategies** provides the recommendations for new zoning ordinances, further studies and miscellaneous strategies to bring the Blackman vision to reality. Finally, **Section Five - Appendices** includes background data and analyses which support the conclusions contained within the main body of this report.

Finally, the Plan is presented in a format that emphasizes its day-to-day importance as a policy and implementation tool for the community over its importance in reporting all of the findings and analyses conducted during its creation. To this end, an exhaustive reporting of all findings is not presented herein, but instead a summary statement of critical findings is documented. These findings demonstrate the need and justification for the policies and actions recommended herein. Additionally, it is important that this Plan be viewed as a "framework" for future decisions. This framework is built upon the following tenants of the Plan:

- It is "long range" in that it projects physical development patterns to accommodate several years of economic growth
- It is "comprehensive" since it is based on an analysis of a wide variety of man-made and natural factors
- It is "general" in that it forms a policy guide for future development by proposing general rather than specific locations and sizes of elements;
- It is "usable" in that it permits the City and County to relate specific projects, development proposals, and zoning matters to a coordinated program of development for the Blackman Community.

CHAPTER TWO INVENTORY AND ANALYSIS

A review and analysis of the demographic and physical issues which are present within the Blackman community is needed before a coherent and effective plan for future growth can be formulated. Accordingly, the purpose of this chapter is to review these variables as they relate to current and future land use and transportation planning and development in the community. Once the key issues are identified and the factors which impact them are known and agreed upon by all interested parties, then the community can move to provide acceptable solutions for its citizens.

This chapter summarizes the data collection efforts utilized in the formation of this Plan. By no means does this chapter include all the data collected by the consulting team. Instead, key socioeconomic, demographic, and geographic variables are reviewed to provide: (1) a portrait of the community as it exists today; and (2) an analysis of these trends to assist in forecasting future issues and opportunities laying ahead for Blackman.

2.1 Public Input and Planning Methodology

Public Input

The plans and policies found in this report are the direct result of a coordinated planning process conducted by the Planning Team and initiated by the City. Prior to commencing full-scale planning efforts, the consulting team concurred with the City's request for the planning process to include ample opportunities for meaningful public input. Accordingly, the consultant suggested that a citizens task force be formed that could assist the consulting team in defining the key issues and identifying possible solutions for the Blackman community. Furthermore, the consultant also identified three opportunities for public input: (1) task force meetings held at the Blackman Community Center; (2) Public meetings and a Visioning Charette held at the Blackman Community Center; and (3) presentations of the plan's progress and study updates to the City and County Planning Commissions. The consulting team outlined a process that included seven task force meetings, three public meetings and three presentations to the Planning Commissions in order to ensure that all parties were informed of the plan's goals and contents and all interested persons had a meaningful opportunity to provide input into the plan.

Based on the City's adoption of this proposed process, the consulting team identified a list of persons that should be included on the task force. Specific persons were not suggested, but instead, a listing of persons whose interest in the project might be enhanced due to their residency in the planning area, their knowledge of planning and engineering issues in the area and the City and their knowledge of the local real estate and development markets. The City then assembled a proposed Blackman Community Citizens' Advisory Committee (CAC) made up of six landowners/residents of the area, three members of the engineering industry and one representative from the building industry, the real estate/development industry and local manufacturing industry. This CAC provided excellent guidance and input throughout the planning process, and when combined with the rest of the planning team (the City of Murfreesboro Planning Commission, City of Murfreesboro planning staff, and the Consultants), the process to gain meaningful community input throughout the study preparation was successfully achieved. It was through this process that the citizens of Blackman and surrounding areas were able to be active participants in the planning program. Ten separate and

open meetings were held throughout the project to discuss the status and direction of the planning effort; and at each opportunity, the residents of Blackman provided valuable input to the planning team.

Planning Methodology

Outlined below is the four-phase planning program and methodology which has concluded in the production of this report.

- **Phase I - Study Area Reconnaissance**

This phase included a comprehensive inventory of the study area which identified and documented all aspects of the study area's physical, demographic, and economic conditions. While this data was collected throughout the life of the project, the bulk of the data was received and analyzed in the first few months of the project (May - August 2000). This information provided the platform from which key issues and planning details were launched and alternative solutions formulated.

- **Phase II - Visioning Sessions**

The purpose of Phase II was to establish the general guidelines for a coordinated planning program for the future. The team accomplished this task primarily through means two visionary sessions with the CAC and an all-day public visioning charette in the Blackman Community. The workshop and public meetings helped define critical issues for both present and future planning programs, as well as provide overall direction to the team in terms of general land use strategies and growth development projections. Alternative land use 'visions' resulted from this phase of services and assisted the Team to focus their efforts on alternative Plans which could meet the demand of these 'visions.'

- **Phase III - Alternative Concept Plans**

Several preliminary land use alternatives were prepared for this phase of the planning process. The concepts for future development patterns were presented to the CAC and to the public, thus insuring a means by which public comment could be received. The alternatives sparked lively debate in all forums at which they were presented, and this public debate provided valuable input for the selection of a final land use and transportation plan concept.

- **Phase IV - Final Plan and Project Wrap-Up**

The final phase of the program centered on the presentation of a draft General Development Plan document to the CAC and to the general public. A draft text of the policies and programs of the Plan was presented, as well as graphic representations of the various land use classifications and strategies. Public input was received and appropriate revisions were made. Finally, the planning team presented a final Plan to the City of Murfreesboro Planning Commission for review and adoption.

2.2 Demographic and Economic Analysis

his portion of the Plan presents the important socioeconomic characteristics of the study area so that a composite profile of the Blackman area can be formulated. This section is formatted into four major areas: (1) a regional analysis is presented which describes Blackman's "fit" in the broader metropolitan Nashville region; (2) a socioeconomic profile of Blackman is reviewed; (3) an economic profile of the City is reviewed; and (4) final concluding remarks are presented along with a synopsis of the consensus planning issues identified in the research.

It is important to note that the socioeconomic data sources available for the Blackman study area are not readily available, and consequently, many of the analyses included in this section are interpolated from City of Murfreesboro or Rutherford County data sources. The lack of a significant population base within the study area during past census efforts has caused the community to be included in a geographically and socioeconomically broad census group. Our knowledge of the area indicates that this census group data may not present a current picture of Blackman, thus we have chosen to use City and County data as a more accurate measurement of Blackman's socioeconomic profile.

2.2.1 Regional Analysis

One of the most important issues emanating from the research and data collection efforts was the realization that the Blackman study area must be viewed in a "regional" and "local" context. Illustration 2.1 on page 2-5 indicates that, due to the continued urbanization of the metro Nashville region (especially along Interstate 24 to Murfreesboro) and the planning and construction of State Route 840 (connecting Blackman to Interstate 40 and Interstate 65), the planning area is increasingly being viewed as a part of the broader Murfreesboro area.

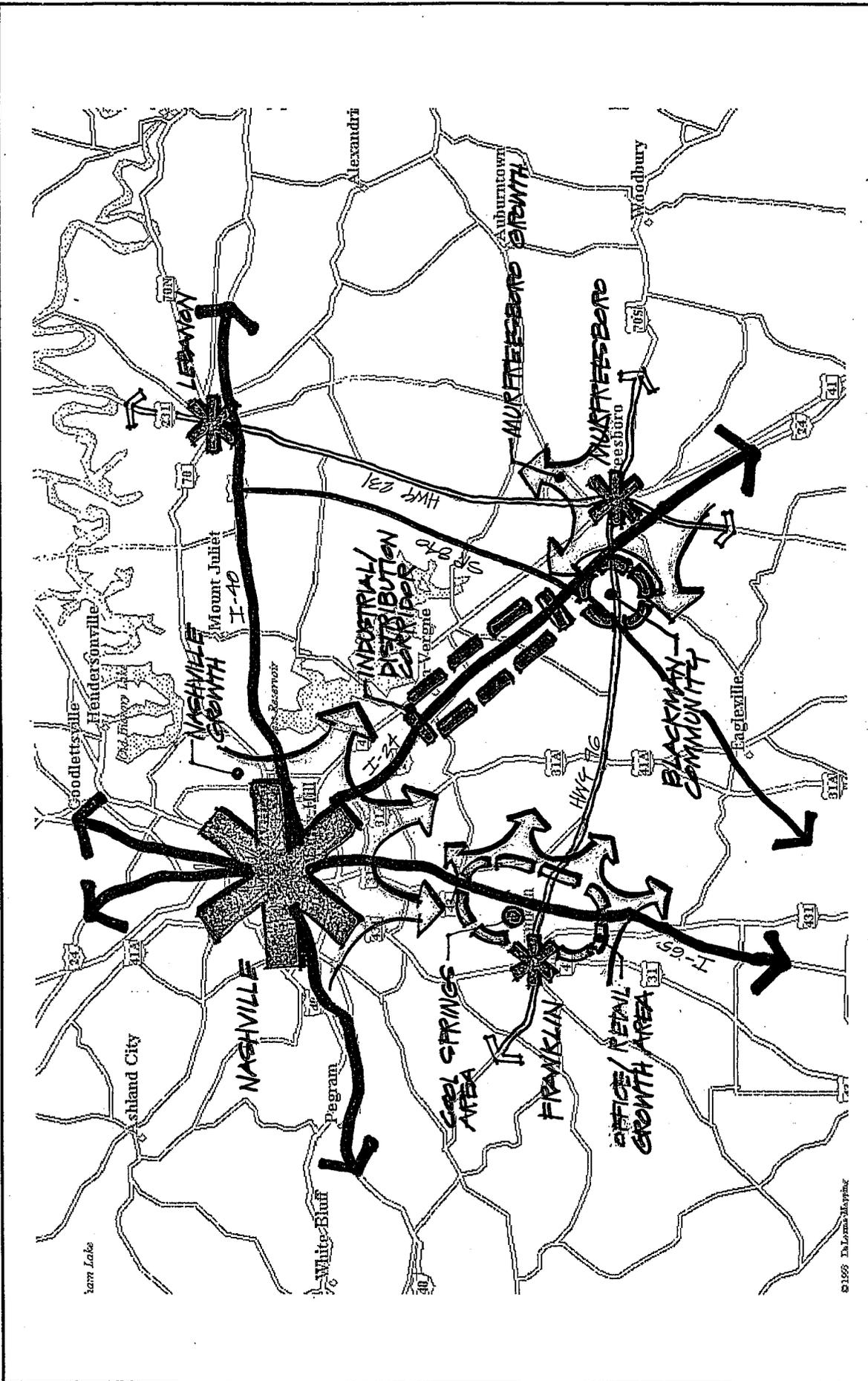
The planned interstate interchanges within the community, Manson Pike @ I-24 and Beesley Road @ SR 840, will provide efficient regional access to the Blackman community and development will likely follow. This access and visibility from these major roadways could support new land use patterns which are based on the area's ability to accommodate regional employment opportunities and local commercial and residential needs. Appendix A indicates that the development community understands the "regional" dynamic which is occurring in Blackman, and this Plan must recognize that these development pressures will exist at this location.

Furthermore, a review of the land use patterns and market potential at current interstate interchange areas yielded several interesting conclusions to the planning team:

- A. **Continuing Influence of Warehouse/Industrial Uses:** The interstate interchange and corridor development patterns in the northern portion of the County continue to be dominated by Industrial and Warehousing uses. LaVergne and Smyrna interchanges (with the exception of Sam Ridley Boulevard exit) have been developed with these uses almost exclusively and this trend will likely continue at these locations. A review of market data compiled by the Rutherford County Chamber of Commerce indicates that a significant supply of industrially-zoned land is available

within the County to meet future demands of this market segment. Representatives of the Chamber's industrial recruiting team confirmed that the County's efforts to recruit industry and warehousing to the LaVergne area will likely remain intact over the planning period. The City has established a pattern of manufacturing and industry land uses at the Highway 231 interchange, and this area will be the focal point for the industrial recruiting effort for the City.

- B. Lack of Mixed Use Development Areas:** The research revealed very little, planned mixed use development projects in the area that could provide a new market segment for the Rutherford County area. Although there are several areas that have commercial use adjacent to residential, there appear to be no planned developments center on the harmonious mixture of places to live and work in one setting. One might expect this type of development at existing interchanges due to the availability of access and visibility, but as of yet, this market has not produced this project type.
- C. Sub-regional Commercial Uses:** The SR 96 interchange includes a variety of commercial uses that serve the broader Rutherford County area and portions of adjacent counties. In the short term, this corridor will provide sufficient commercial services and outlets for the growing Rutherford County market, but as this area continues to grow, "regional" commercial services may be required.
- D. Lack of Speculative Office Space:** Perhaps the single most evident shortcoming in the real estate market in the Rutherford County area is the lack of speculative office space and general office uses. Rutherford County's history of being a "blue collar" community, full of industrial and manufacturing work but little or no office employment, has contributed to this shortcoming. Appendix A indicates that real estate professionals across the Nashville region are beginning to view the Murfreesboro area as a possible location for the development of a new office market.



2.2.2 Socioeconomic Profile of Blackman

Blackman's historical position in the overall Rutherford County and Murfreesboro community continues to impact Blackman's future within the region. The aforementioned analyses indicate, however, that Blackman's stature in the region has the potential to grow if its strengths can be enhanced and the community can accept a larger role in the regional picture. This section of the Plan provides information regarding the City's current demographic profile and its forecasts for the future. Figures examining the current population trends and forecasts will be examined first, since these estimates form the foundation of future land use area needs.

A. Population

A key component of any land use planning program is a thorough examination of the trends affecting the study area's population base. Plans and policies must be based on realistic forecasts of future residential and non-residential growth based on the demand generated for these land use types by the community's population base and other market factors. Table 2.1 provides a summary examination of the population trends and forecasts for the study area, the City, County and the State of Tennessee over the period 1970 to 2020.

Table 2.1
Population Trends and Projections (000's)

	1970	1980	1990	2000	2005	2010	2020	% Increase 1970-2000	% Increase 2000-2020
Blackman	N/A	N/A	N/A	2.3	3.0	6.1	12.5	N/A	443.5%
Murfreesboro	28.4	32.8	44.9	62.5	70.2	89.9	126.8	120.1%	102.9%
Rutherford Co	59.5	84.1	118.6	170.8	193.0	250.4	387.1	187.1%	126.6%
Tennessee	3,926.0	4,591.1	4,877.2	5,689.3	6,039.0	6,373.0	6,978.0	44.9%	22.7%

Sources: U.S. Census Bureau; UT CBER

The City and County have experienced tremendous population growth over the past several decades (doubling over the past twenty years), and with the introduction of SR 840, this growth is forecast to continue. As indicated in Table 2.1, the Blackman population base is forecast to double approximately every ten years over the planning period, while the City and County population base doubles on or about year 2020. It is likely that Blackman's contribution to this population growth will increase as this Plan begins to be implemented, and the planning area will be one of the fastest growing areas in the City and County in terms of population.

The most critical issue resulting from this data is the realization that these growth projections, while realistic and achievable, require the City, the County and the Blackman community to be vigilant about managing this growth. The infrastructure and community facilities improvements needed to adequately support this growth are substantial. This Plan must and will address these concerns.

B. Economic Profile of Blackman

The Blackman community, the City and the County have a proud history of economic success and prosperity. Since its beginnings as the "breadbasket of Rutherford County," the Blackman community has endured economic change. A review of key economic indicators revealed that the future of Blackman, the City and the County will be tied to the area's ability to remain responsive to the changing job markets within the greater Nashville region. Three important employment trends were identified.

First, although the impact of commuter traffic on the existing and planned roadway network in the study area should not be overlooked, Rutherford County residents are exhibiting a greater tendency to "tend to stay near at home for work and shopping opportunities" (1998 Travel Behavior Study for the Nashville Area, Nashville MPO). According to Tables 2.2 and 2.3 (below), County and City residents are more likely to live and work in same locale than other residents within the Nashville region (other than Davidson County residents). These figures point to the City's success in developing an autonomous local economy, while still being viewed as an acceptable and desirable "suburban" community in the greater Nashville region.

Cross-County Travel for Work

Live in/	Work in Davidson	Work in Rutherford	Work in Sumner	Work in Williamson	Work in Wilson	Other	Total
Davidson	87.1%	2.3%	0.9%	6.5%	0.6%	2.6%	100.0%
Rutherford	25.9%	66.8%	0.0%	2.9%	1.0%	3.5%	100.1%
Sumner	44.4%	1.1%	47.6%	2.0%	0.3%	4.6%	100.0%
Williamson	42.1%	2.0%	0.0%	48.2%	0.5%	7.1%	99.9%
Wilson	77.4%	1.9%	1.1%	1.7%	16.8%	1.1%	100.0%

Cross-County Travel for Shopping

Live in/	Shop in Davidson	Shop in Rutherford	Shop in Sumner	Shop in Williamson	Shop in Wilson	Other	Total
Davidson	91.0%	2.0%	0.4%	4.3%	0.1%	2.2%	100.0%
Rutherford	13.3%	81.0%	0.0%	2.4%	0.7%	2.7%	100.1%
Sumner	28.9%	0.2%	64.7%	1.8%	0.3%	4.1%	100.0%
Williamson	23.7%	0.8%	0.0%	70.4%	0.0%	5.0%	99.9%
Wilson	68.2%	0.6%	0.6%	1.2%	27.4%	2.1%	100.1%

On the other hand, this data indicates that over one third of all County workers commute to work, thus adding a tremendous traffic load on area roadways. This Plan must address the possibility that a significant proportion of the residential growth within Blackman will generate commuters to other areas within the region, thus imposing a significant impact on future roadways in the study area. The Plan should include policies which promote mixed use developments in the area that can provide both living and work environments in close proximity. Additionally, the Plan should include roadways which accommodate the commuter traffic traveling through Blackman on their way to places of work and leisure.

Second, the forecast for future employment growth remains positive. As indicated below, Rutherford County prospered during the last 20 years with a substantial increase in employment (9.7% average annual increase). Estimates by local and state planning agencies forecast future employment growth in the Nashville region to be strong, with the City and County continuing to gain their share of these new jobs. Although the job growth projections for the region and the County are not as high as the preceding decades, the City's history as a pro-business environment and its location along the existing and planned regional roadways will position it to accommodate this new growth. The Plan should

evaluate what industry segment or job type of this future employment growth is desired in Blackman and then accommodate this growth in a manner that compliments the

**Table 2.4
Covered Employment Trends and Projections (000's)**

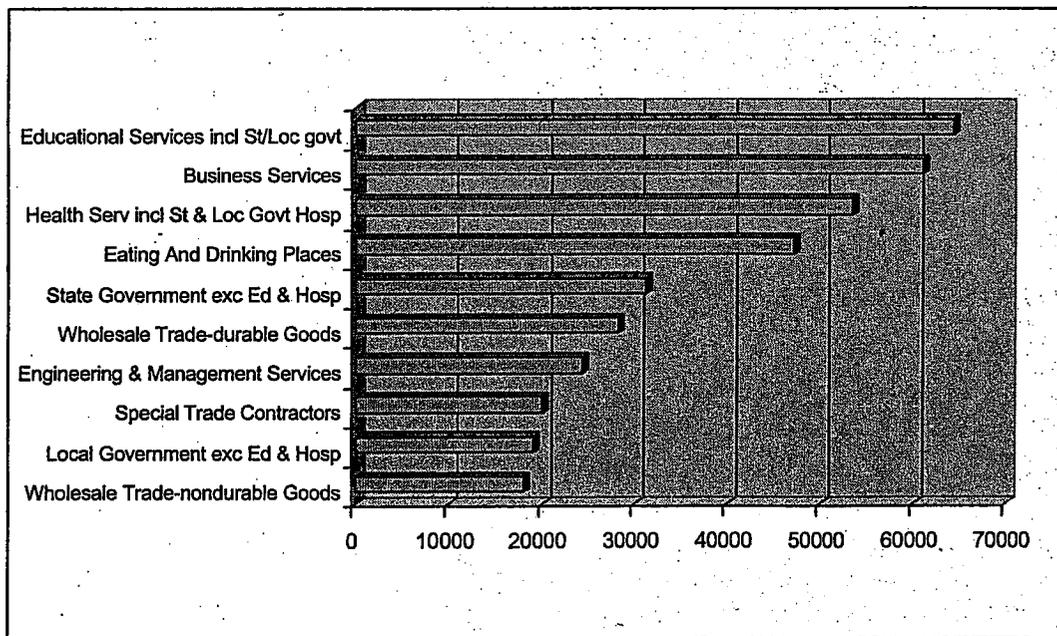
	1980	1990	2000	2005	2010	2020
Rutherford County	38.6	44.1	76.2	92.7	107.5	144.5
Nashville MSA	382.4	503.6	651.1	718.9	799.2	933.5
Tennessee	1,914.9	2,355.1	2,628.6	2,902.2	3,204.3	3,830.1

Sources: Tennessee Department of Employment Security; U.S. Census Bureau; BWSC

planned residential areas.

Finally, the distribution of employment in the City and County will change as the regional, national and global economies restructure. Table 2.4 indicates that job growth in the County (and thereby the City) will continue to be strong over the planning period, and Illustration 2.2 (below) projects the top ten industries in the Nashville labor region by the end of the next decade.

Top 10 Industries in LWIA 9 Ranked By Projected Employment for the Year 2008



By the year 2008, the Tennessee Department of Labor and Workforce Development projects that more than 85 percent of all employment and 90 percent of new jobs in the Nashville region (LWIA 9) will be in the service-producing sectors of: (1) transportation, communication, and utilities; (2) finance, insurance and real estate; (3) services; and (4) government. Clearly, these employment projections are skewed by the strong presence of state and local government jobs in Davidson County, but their relevance to the Murfreesboro area should not be underestimated. The trend toward distribution and service sector employment becomes increasingly important as these new businesses will require new and different zoning standards, design environments and access points. **This Plan must recognize the changing needs of new distribution and service sector employment businesses and accommodate these needs within the City's existing and future land use and transportation networks. Blackman's role in this network and business environment must also be clearly identified within this plan.**

2.3 Physical Inventory and Analysis

An assessment of the physical conditions of the study area is critical for an accurate and effective planning program. Communities must recognize "what they are" before they can determine "what they want to be." This section of the Plan presents an overview of the land uses, existing zoning patterns, transportation systems, natural and man-made elements, and community facilities in the Blackman area. The analysis of these factors will provide a framework within which critical planning issues can be identified.

2.3.1 Existing Land Uses

The planning team assembled extensive data on the generalized land uses in the planning area via several methods. The most effective data gathering technique proved to be a

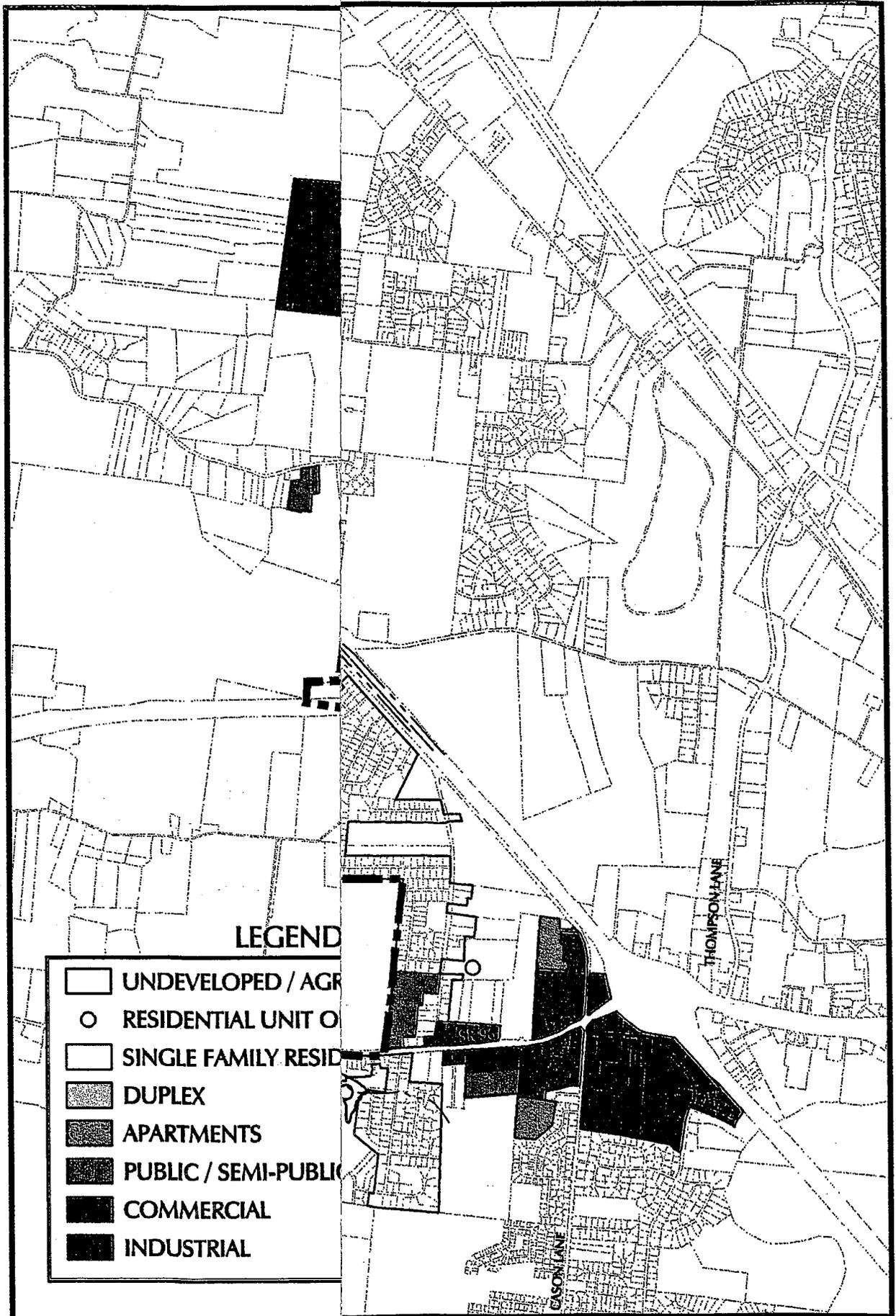
Table 2.5
Land Use Inventory

Land Use Type	Acreage	Percent of Developed Area	Percent of Total Area
Undeveloped / Agricultural	5,797	N/A	77.9%
Residential - Single Family	1,213	73.6%	16.3%
Residential - Duplex	8	0.5%	0.1%
Public - Semi Public	382	23.2%	5.1%
Industrial	44	2.7%	0.6%
Total Study Area	7,444	N/A	N/A

"windshield survey" of the entire study area to identify existing land uses. Additional methods (i.e., reviewing tax records, aerial photography, etc.) were utilized to cross check the results of the windshield survey. Table 2.5

summarizes the status of existing land uses in the Blackman area as of Summer, 2000. A review of Exhibit III and this data/field inspections indicate several issues for the planning effort:

- **Availability of Large Tracts of Land:** Almost 80% of the overall planning area acreage is composed of large tracts of relatively undeveloped land. Most of these properties contain a single residential unit and are presently in some form of agricultural production. These large tracts present significant opportunities for the development of large, master-planned communities in the future.
- **Established Residential Patterns along Major Roads:** Exhibit III also depicts the presence of concentrated residential development in certain portions of the community, primarily occurring along major roadways. These areas must be protected from incompatible land uses in the planning document.
- **Presence of a Community Anchor - Blackman School Complex:** The new school campus, and the associated public uses proposed in the area, is beginning to establish itself as a new focal point within the Blackman community. This modern campus will clearly be an enticement for future home buyers, and it presents an opportunity for the development of a concentrated community and civic "hub" at this location.



LEGEND

- UNDEVELOPED / AGR
- RESIDENTIAL UNIT ○
- SINGLE FAMILY RESID
- DUPLEX
- APARTMENTS
- PUBLIC / SEMI-PUBLIC
- COMMERCIAL
- INDUSTRIAL

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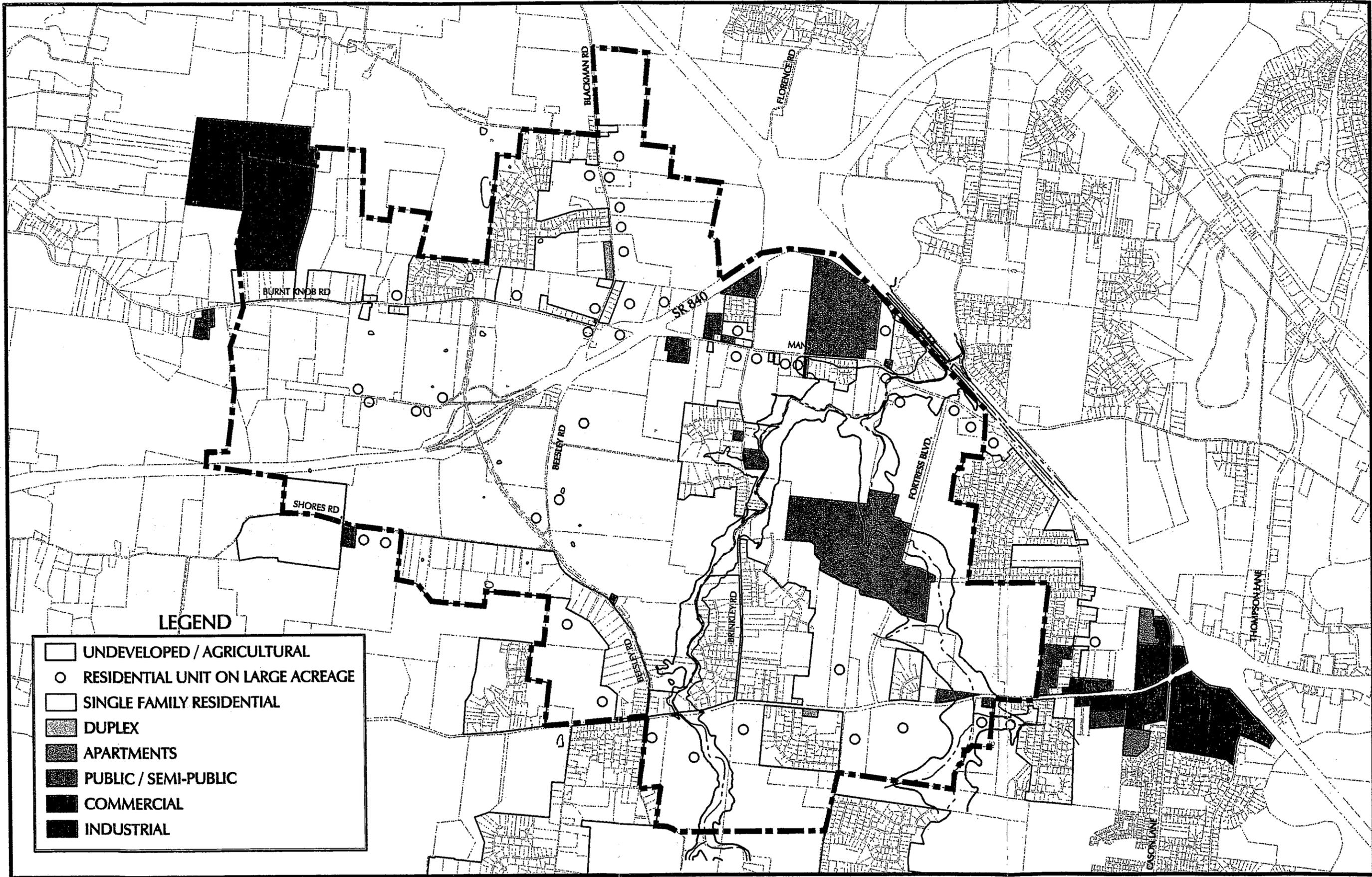
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 TRANSPORTATION ENGINEERS

EXISTING LAND USES

**BLACKMAN COMMUNITY
 LAND USE PLAN**

EXHIBIT III

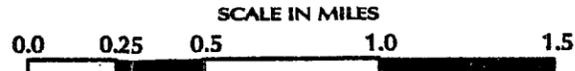
PAGE 2-11



LEGEND

- UNDEVELOPED / AGRICULTURAL
- RESIDENTIAL UNIT ON LARGE ACREAGE
- SINGLE FAMILY RESIDENTIAL
- DUPLEX
- APARTMENTS
- PUBLIC / SEMI-PUBLIC
- COMMERCIAL
- INDUSTRIAL

BLACKMAN COMMUNITY



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EXISTING LAND USES

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 LAND USE PLAN**

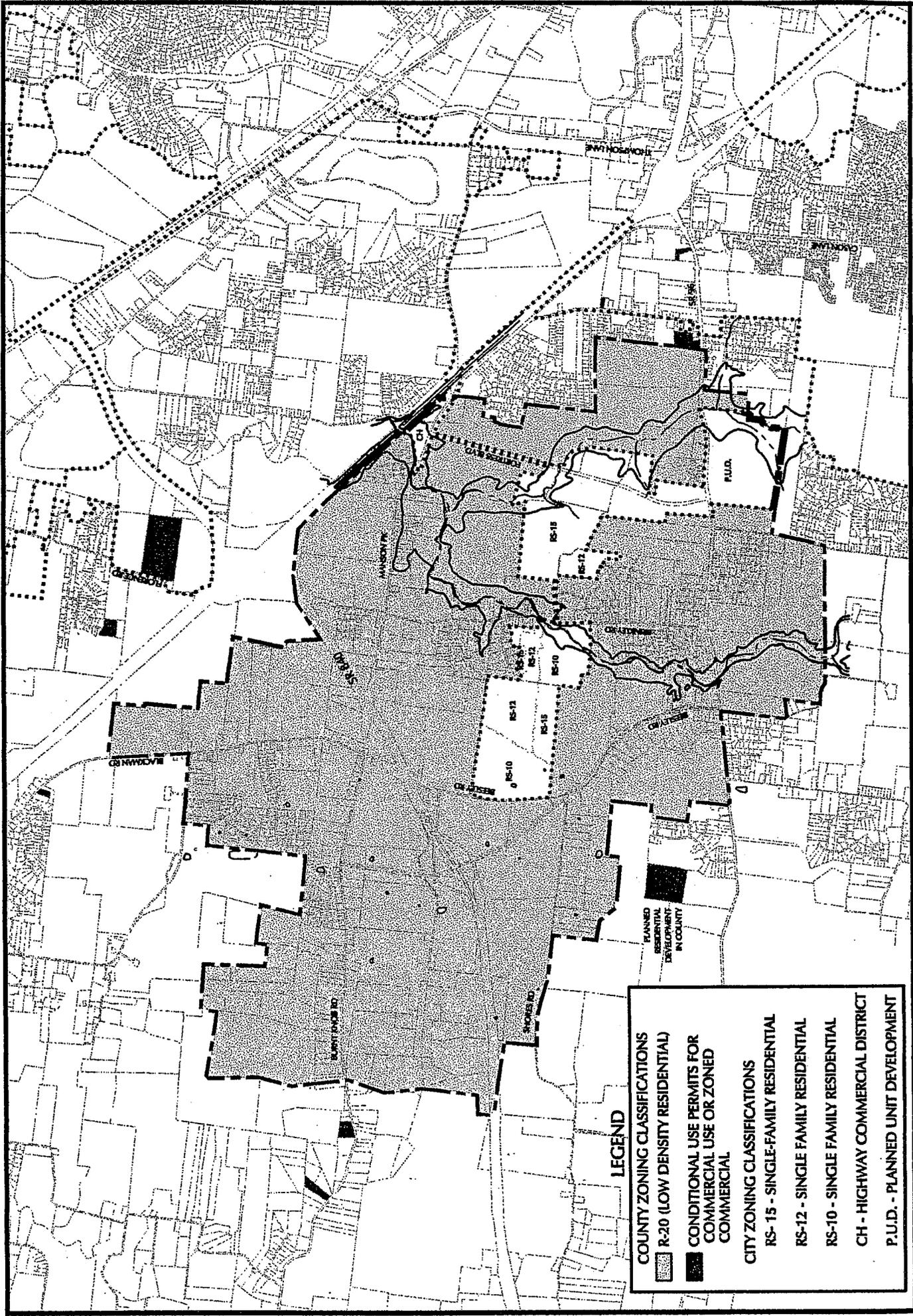
EXHIBIT III | PAGE 2-11

2.3.1 Existing Zoning Patterns

Exhibit IV, on the next page, identifies the existing zoning patterns in the study area. The majority of the area is located in the unincorporated portion of Rutherford County and is classified as the R-20 zoning district which accommodate low density, single family residential uses. There are several non-residential uses in the area of which the County has chosen to designate with Conditional Use permits, rather than zoning these properties for commercial or industrial uses. The location of these conditional use properties do not fit any particular zoning or land use pattern.

The City of Murfreesboro has begun to annex properties in the study area to accommodate proposed development plans and owner's requests. Generally, these properties have been zoned residential to accommodate the specific land use plans, but two non-residential zonings have been established that will impact the future land use plan. First, the City has zoned a parcel of land near the Manson Pike overpass at Interstate 24 for commercial uses. The Commercial Highway (CH) zoning permits a number of uses, and this zoning does establish a commercial zoning precedent in this interstate corridor area. Second, the City rezoned a planned mixed use development at State Route 96 and Fortress Boulevard. This rezoning, commonly known as the Swanson property, includes a mixture of single and multiple family residential uses and office and commercial uses in a planned environment. The rezoning process used on this property set a valuable precedent for the meaningful involvement of the neighborhoods surrounding the development. The City requested that the development plans clearly identify uses, design standards, access points and other key site elements in order that the nature, layout and intensity of the development was adequately understood by the interested parties. Because of the process used in this rezoning, the Swanson tract can provide lessons for future development proposals in the area.

Finally, the other residential zonings in the area are primarily centered on the new Blackman school and propose relatively low density residential densities and housing types. These zonings establish a density precedent in the area that is consistent with current densities, but may need to be re-evaluated to accommodate potential future residential zonings at or near the proposed interchange areas and near the school.

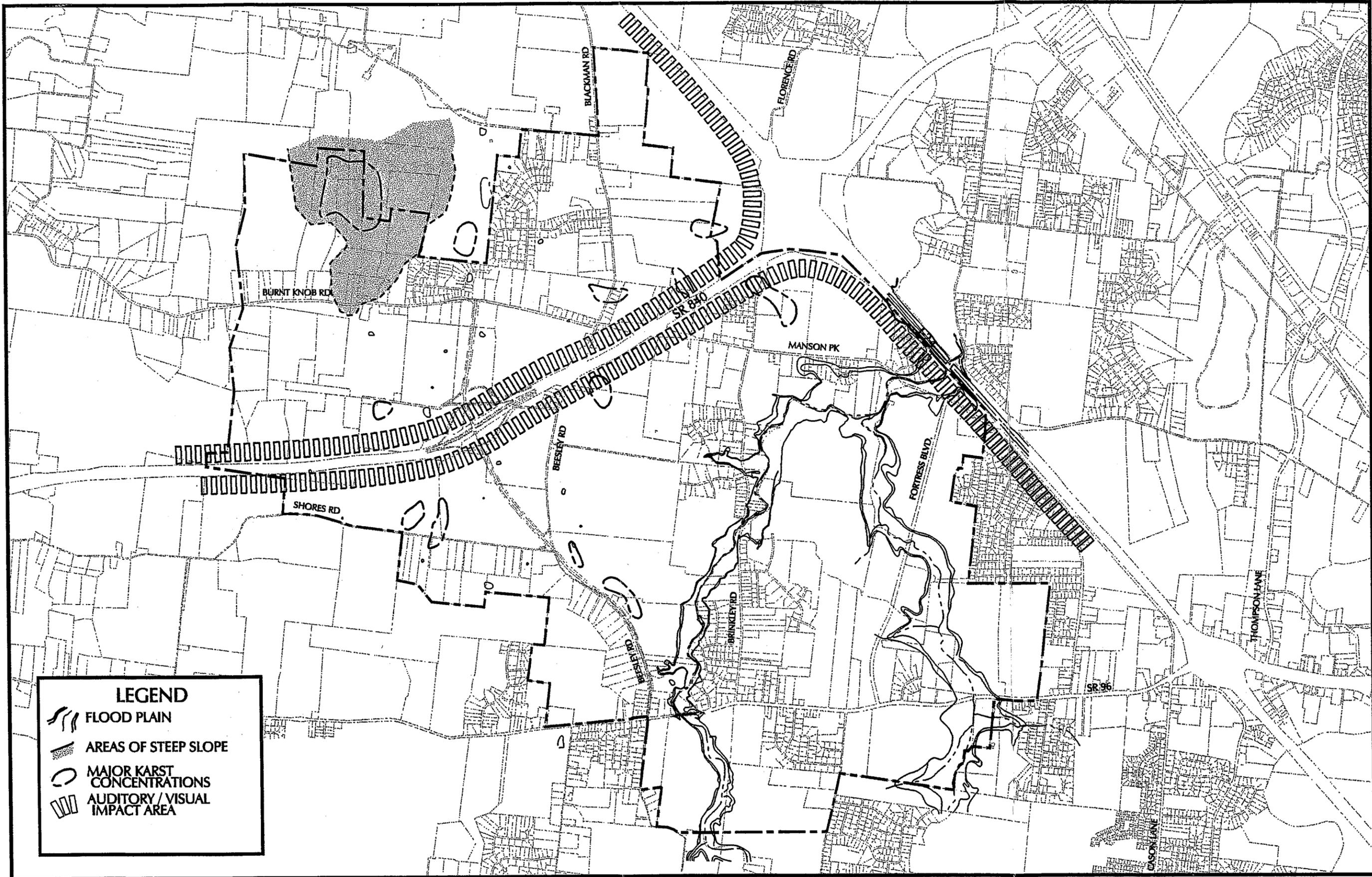


2.4 Natural Constraints to Development

Exhibit V depicts a composite view of the natural constraints to development within the Blackman community planning area. Data was collected on floor protection zones, soils, topography, and other constraints to determine their impact on future growth patterns. Generally, the soils and topography of the study area do not significantly impair sensitive site development. With the exception of a few selected areas of difficult terrain in the northwestern portions of the community (north of Burnt Knob Road at the existing quarry site), most areas exhibit little or no constraints in terms of topographic relief. The karst topography in the area may require additional engineering and geotechnical investigations, however, before these areas are permitted to begin development.

Flood prone areas within the central portions of the study area are the chief natural obstacles to future development. The flood plain associated with Overall and Puckett Creeks warrant that these several hundred acres be designated as environmentally-sensitive areas. Due to the abundance of flat, developable land within the area and the community's desire to preserve the riparian habitats along these drainageways, this Plan should provide additional regulatory mechanisms which control the redevelopment and/or development of these flood-prone areas. Similarly, the Plan should seek to control development in the emerging growth areas lying adjacent to these flood-prone creeks.

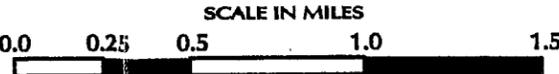
Finally, although the visual/noise impact areas along I-24 and SR 840 are caused by man-made features, the impact of these roadways on adjacent lands is substantial and must be addressed. Large sections of the newly-constructed SR 840 are situated at the same grade as adjacent, developable tracts of land. The sight and sound impacts at these particular locations should be carefully reviewed and proper visual/noise attenuation buffers and measures should be designed in future developments.



LEGEND

-  FLOOD PLAIN
-  AREAS OF STEEP SLOPE
-  MAJOR KARST CONCENTRATIONS
-  AUDITORY / VISUAL IMPACT AREA

BLACKMAN COMMUNITY



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NATURAL CONSTRAINTS

**BLACKMAN COMMUNITY
 LAND USE PLAN**

EXHIBIT V PAGE 2-15

2.5 Municipal Services Inventory

No community can grow or attempt to grow without sufficient public services and facilities in place or planned. This section of the report presents a brief review of various services provided in the area, as well as a description of the planning issues or conclusions resulting from this research.

2.5.1 Fire Protection Services

Currently, the principal means available to protect the Blackman community from injuries and damage due to fire is a the Salem-Blackman Volunteer Fire department and force located in a facility just south of State Route 96 at the southeastern edge of the study area. A review of the department's capabilities indicates that the manpower, facilities and equipment are capable of providing adequate service to a predominantly rural community. The current capabilities of this department generate an ISO rating of 7 - 10 for the majority of the study area. The City of Murfreesboro currently operates the Cason Lane Fire Station (just south of the study area) and will soon complete construction of a new Florence Road Fire Station (just north of the study area). These facilities and manpower will be available to service existing and new developments in Blackman at a much greater service level than presently exists. Currently, the City's ISO rating across their service area is 3, and the City's commitment to service newly annexed areas with the same level of service that presently exists within the City limits insures that Blackman will receive adequate fire protection services as the area develops.

2.5.2 Solid Waste Services

Currently, the Blackman area has very limited solid waste services available to its residents and these services are rural in nature. With the anticipated annexations that will occur to implement the Plan, the City's solid waste services would provide street-side pickup for residents consistent with the level of service provided in other parts of the City.

2.5.3 Police Protection Services

Currently, the County Sheriff's Department provides only limited patrols of the area, and although the frequency of these patrols would increase as development occurs, it is unlikely that this Department could provide the manpower to adequately service the safety needs of a developing Blackman community. The City's Police Department would possess the necessary manpower and resources to provide for an urban level of police service that will be required by the anticipated development types and patterns in Blackman. Conversations with the Department indicate that a new precinct may be needed, but until the patterns of development are firmly established, the Department will provide service from their central facility.

2.5.4 Recreation Services

Currently, the recreational opportunities are limited in the area. The Community Center playground and other privately owned facilities provide the sole options. The new school complex will add new opportunities, but most residents utilize City-sponsored facilities.

2.5.5 Water and Sanitary Sewer Services

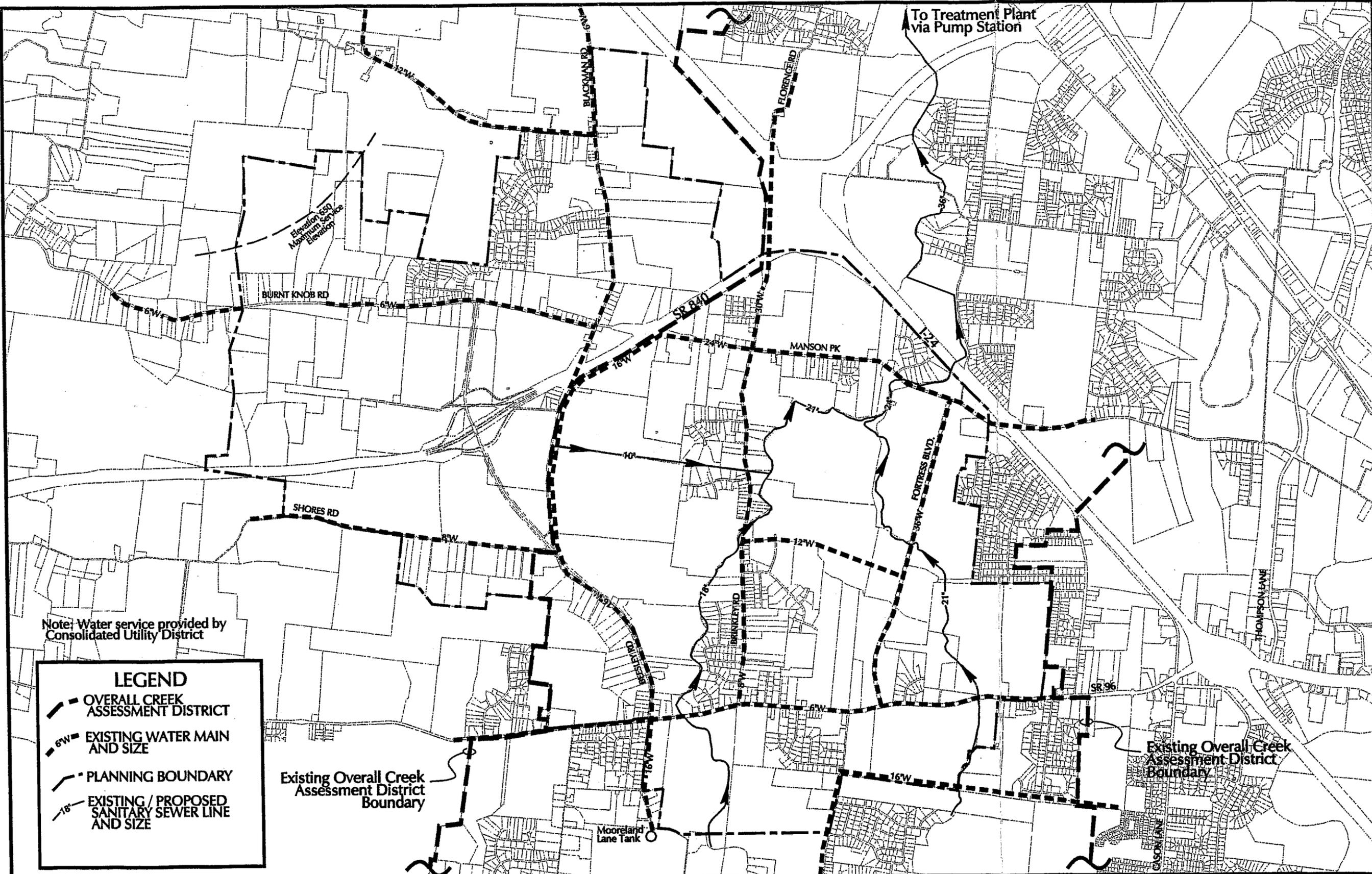
Exhibit VI illustrates the general scope and location of existing water and sewer facilities in the study area. The map indicates, for the most part, the developed and newly developing areas of the study area are provided with adequate utility services. In terms of water service, Blackman is served by the Consolidated Utility District (CUD). Due to the fact that Blackman is located near the CUD treatment plant, several large diameter mains (up to 36") are located throughout the area. These mains provide excellent volume, as well as good residual pressure, during peak demand periods. With the exception of the extreme northwest corner of the study area, in elevations above 650 MSL, the entire service area is within the same pressure zone.

In terms of sanitary sewer, the City of Murfreesboro is completing the construction of new sewer trunk lines along Overall and Puckett Creeks. These lines are located adjacent to these creeks and provide sanitary sewer service for 75% of the study area located within the existing Overall Creek Sewer Assessment District. The lines run northward, crossing under I-24 near the SR 840 interchange area, and then continue to the new pump station (5 MGD) and then to the City's treatment plant. Additionally, a proposed 10" line is to run due westward from Overall Creek to the Beesley Road area to service these areas of potential development. Finally, the most pressing issue for the areas lies in those areas west of Beesley Road and north of SR 840. These areas are characterized by very karst topography and do not have clearly established drainage patterns that would permit the economical use of gravity sewers. These areas will likely require pump stations and force mains to be installed to provide service for future development.

2.5.6 Conclusions Regarding Municipal Services

With the exception of the newly-installed water and sewer lines, the Blackman community lacks the municipal services required to support future growth. Water and sewer services have been adequately planned and built to handle future growth, but there appears to be little or no capital funds or plans in place to support the police, fire, solid waste, recreation and other associated services that will be needed by Blackman residents.

The City of Murfreesboro's history of providing excellent municipal services across the entire corporate boundaries provides a safety net for the area as growth begins to take place. The City's policy on annexation mandates that City services be provided to all properties within the corporate limits, and that, no services will be extended to properties outside the City unless an annexation request is made. As a result of these policies, the developing portions of the Blackman area will begin to receive the level of municipal services required to maintain and enhance the area's quality of life.



Note: Water service provided by Consolidated Utility District

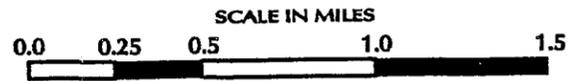
LEGEND

- OVERALL CREEK ASSESSMENT DISTRICT
- EXISTING WATER MAIN AND SIZE
- PLANNING BOUNDARY
- EXISTING / PROPOSED SANITARY SEWER LINE AND SIZE

Existing Overall Creek Assessment District Boundary

Existing Overall Creek Assessment District Boundary

BLACKMAN COMMUNITY



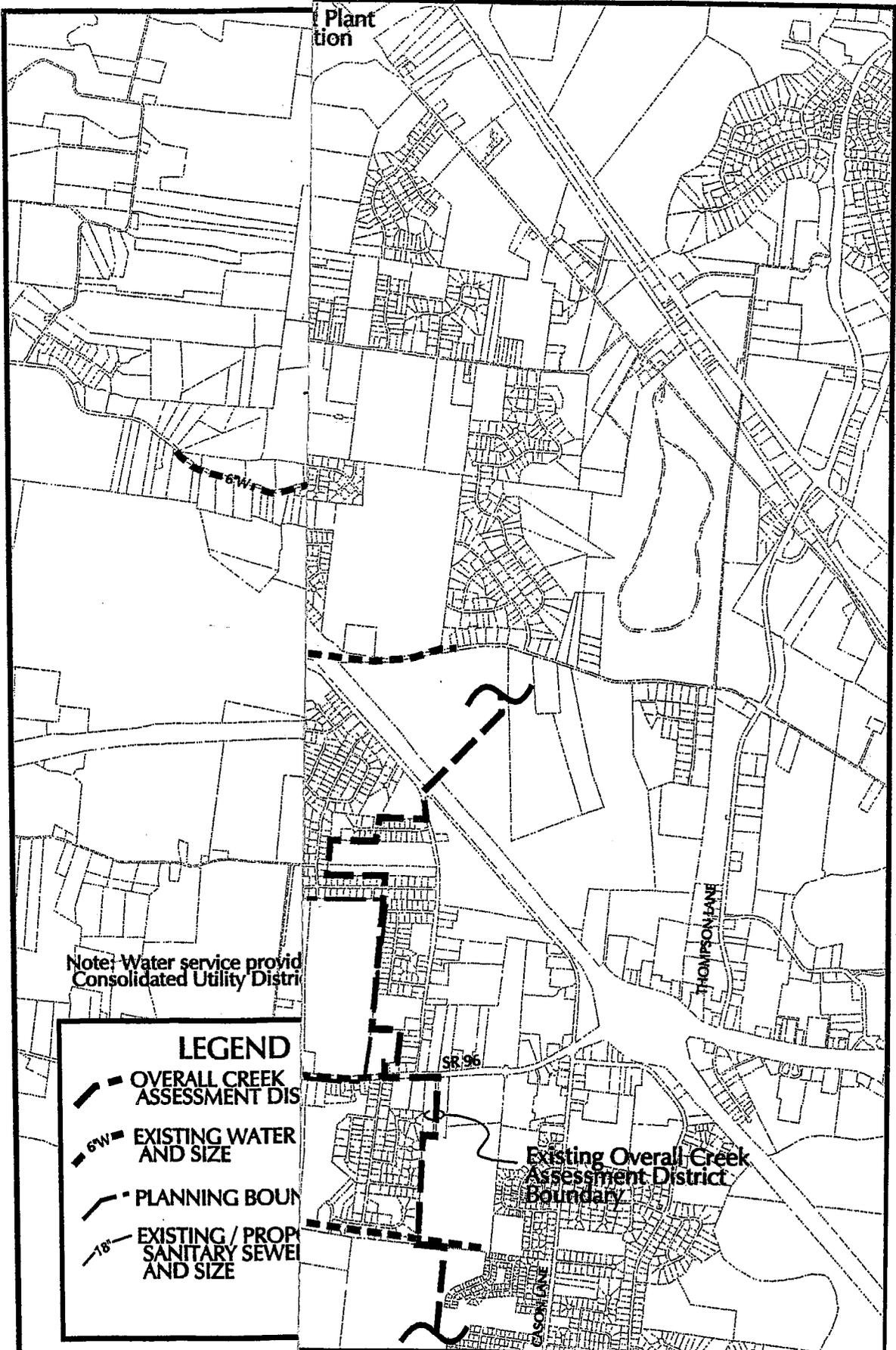
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EXISTING INFRASTRUCTURE

**BLACKMAN COMMUNITY
 LAND USE PLAN**

EXHIBIT VI PAGE 2-18



Note: Water service provided by Consolidated Utility District

LEGEND

-  OVERALL CREEK ASSESSMENT DISTRICT BOUNDARY
- EXISTING WATER AND SIZE
-  PLANNING BOUNDARY
- EXISTING / PROPOSED SANITARY SEWER AND SIZE

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EXISTING INFRASTRUCTURE

BLACKMAN COMMUNITY LAND USE PLAN

EXHIBIT VI | PAGE 2-18

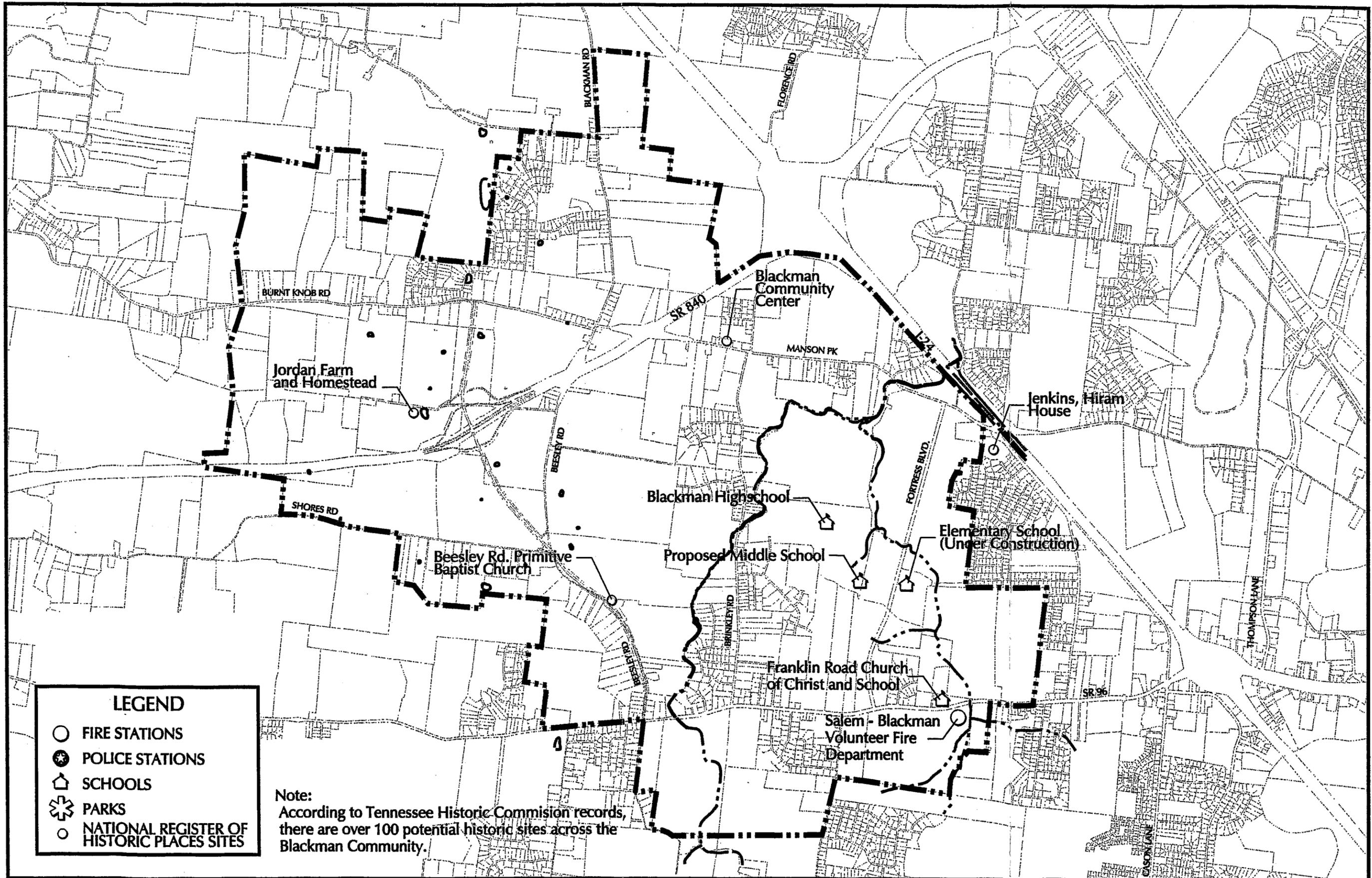
2.5.7 Community Facilities

Exhibit VII illustrates the existing community facilities in the Blackman area. Since the study area has only recently been the focus of new residential development pressures, the nature and quantity of facilities is limited. Exhibit VI does, however, raise several key issues:

- **Opportunities at Blackman School Campus:** The master planned environment at this comprehensive educational facility is a tremendous asset for the community. The additional land near the school campus provides an opportunity to create a "civic hub" at this location.
- **Presence of Historic Sites:** According to existing records at the Tennessee Historic Commission, the planning area contains two sites on the National Register of Historic Places. Exhibit VII depicts the location of the two sites, the Jenkins, Hiram House (Stones River Mansion) and the Beesley Church (Beesley Road). The Historic Commission data also indicated over 100 other structures or sites that are eligible for designation, but only one application for designation has occurred (the Historic Jordan Farm and Homestead). Public input has indicated that these sites should be preserved and protected from encroaching, non-compatible uses.
- **Overall and Puckett Creek Greenway Opportunities:** These two creeks provide a greenbelt "ribbon" through the heart of the Blackman study area. The introduction of greenway trails and facilities in the area would provide both recreational and transportation infrastructure facilities for the community.

2.5.8 The Role of Agriculture in the Blackman Community

Although it is not usually listed as a "community facility" in most land use plans, the presence and role of agricultural lands and attitudes should not be overlooked in this inventory. Agriculture has played an important role in shaping the community, once from an economic point of view and now, increasingly, from a quality of life point of view. From the discussions encountered at the public meetings and CAC workshops, it is clear that the rolling agricultural fields of Blackman provide a reassuring and desired ambience to the community for its residents. This Plan should recognize that the community understands that growth and development are inevitable in Blackman, but the preservation of the "feel" of Blackman should be encouraged in the planning documents. Although no clear definition of "feel" was agreed upon during the planning process, the rolling landscape of agricultural fields and fences help to preserve the Blackman heritage that so many of its residents remembered and sought to retain.

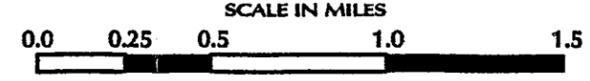


LEGEND

- FIRE STATIONS
- POLICE STATIONS
- ⌂ SCHOOLS
- ✳ PARKS
- NATIONAL REGISTER OF HISTORIC PLACES SITES

Note:
According to Tennessee Historic Commission records, there are over 100 potential historic sites across the Blackman Community.

BLACKMAN COMMUNITY



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EXISTING COMMUNITY FACILITIES

**BLACKMAN COMMUNITY
LAND USE PLAN**

EXHIBIT VII PAGE 2-20

2.6 Transportation Infrastructure

2.6.1 Roadway Characteristics

A variety of roadways provide regional and local access to the Blackman Community. The major roadways are classified according to the Long Range Transportation Plan for Rutherford County. Roadway classifications include freeways, major arterials, minor arterials, and collectors. The primary purpose of freeways is to provide efficient and uninterrupted travel between and across states and large metropolitan areas. This uninterrupted flow is accomplished by using grade-separated interchanges to provide controlled access. At-grade intersections are not utilized in freeway design. Freeways are designed to provide high-speed access to high volumes of traffic. Freeways in the vicinity of the Blackman Community include State Route 840 and Interstate 24.

Arterials are intended to efficiently accommodate relatively high volumes. The major arterial system serves the highest volume corridors including significant intra-area and travel between major suburban centers. The primary purpose of major arterials is to provide efficient access between major streets. For major arterials, access to abutting properties is subordinate to providing efficient service to major traffic movements.

The minor arterial street system serves as an interconnection between major arterials. Minor arterials generally provide continuity within the community while ideally avoiding the bisection of identifiable neighborhoods. Often, minor arterial streets provide primary access to a variety of land uses.

Collector roadways serve to facilitate traffic circulation and provide access between arterial roadways and neighborhoods. These roads collect the traffic from local streets in residential neighborhoods and channel it onto the arterial system. A secondary function is to provide access to abutting land uses.

Local roads are typically all those roads not classified as an arterial or collector. The local roads are not specifically identified in the Long Range Transportation Plan. The primary purpose of local roads is to serve abutting land uses. Local roads typically provide access to neighborhoods and offer the lowest level of mobility. Through traffic is intended to be minimal on local roads.

2.6.2 Existing Roadway Inventory

An inventory of general roadway characteristics was developed for the roadways within the Blackman study area. These characteristics are summarized in Table 2.6. Brief descriptions of the roadways considered in this study are as follows:

- **Highway 96** is a two-lane roadway that runs generally in an east-west direction connecting the City of Franklin and the City of Murfreesboro. This roadway is classified as a major arterial on the Long Range Transportation Plan for Rutherford

**TABLE 2.6
BLACKMAN AREA ROADWAY INVENTORY**

ROADWAY	FROM	TO	TOTAL NUMBER OF LANES	ROADWAY WIDTH (Feet)	SHOULDER WIDTH (Feet)	SPEED LIMIT (mph)
Beesley Road	Highway 96	Manson Pk./Burnt Knob Rd.	2	19-20	0	35
Blackman Road	Manson Pk./Burnt Knob Rd.	North Study Boundary	2	19-20	0	Not Posted
Brinkley Road	Highway 96	Manson Pike	2	22	0	40
Burnt Knob Road	Beesley Rd./Blackman Rd.	Hudson Road	2	20	0-2	35
Florence Road	Manson Pike	North Study Boundary	2	21	0	45
Highway 96	Kingwood Lane	Gresham Lane	2	20	0	45
Manson Pike	Brookwood Lane	Beesley Rd./Blackman Rd.	2	22	0-6	45
Mooreland Lane	Highway 96	Rucker Lane	2	17-19	0	Not Posted
Rucker Lane	Highway 96	Mooreland Lane	2	19	0-2	40
Shores Road	Beesley Road	West Study Boundary	2	20	0	Not Posted
Vaughn Road	Beesley Road	End of 2-Lane Road	2	20	0-2	Not Posted
Vaughn Road	End of 2-Lane Road	Terminus	1	11	0	Not Posted

County. Within the study area, the speed limit on Highway 96 is posted at 45 mph. The section of Highway 96 within the study area is currently being widened to a five-lane cross-section.

- **Manson Pike** is two-lane major arterial roadway that generally travels in an east-west direction. Manson Pike forms a connection between Broad Street and Beesley Road/Blackman Road. West of Beesley Road/Blackman Road, Manson Pike changes to Burnt Knob Road. Within the study area, the speed limit on Manson Pike is posted at 45 mph.
- **Burnt Knob Road** is a two-lane roadway that generally travels in an east-west direction. Burnt Knob Road is classified as a major arterial roadway on the Long Range Transportation Plan for Rutherford County. This roadway forms a connection between Beesley Road/Blackman Road and Alnaville Road. Burnt Knob Road changes to Manson Pike east of Beesley Road/Blackman Road. The speed limit on Burnt Knob Road is posted at 35 mph.
- **Beesley Road** is a two-lane minor arterial roadway that generally travels in a north-south direction. Beesley Road forms a connection between Highway 96 and Manson Pike/Burnt Knob Road. Beesley Road changes to Blackman Road north of Manson Pike/Burnt Knob Road. Mooreland Lane intersects Highway 96 directly opposite Beesley Road. The speed limit on Beesley Road is posted at 35 mph.
- **Brinkley Road** is currently classified as a two-lane minor arterial roadway that generally travels in a north-south direction. Brinkley Road connects Highway 96 and Manson Pike. North of Manson Pike, Brinkley Road changes to Florence Road. The speed limit on Brinkley Road is posted as 40 mph.
- **Fortress Boulevard** travels in a north-south direction and connects Highway 96 to Manson Pike. Between Highway 96 and Wilkerson Crossing, Fortress Boulevard has a five-lane cross-section. A three-lane cross-section exists between Wilkerson Crossing and Manson Pike. The speed limit of Fortress Boulevard is posted at 40 mph.
- **Wilkerson Crossing** travels in an east-west direction between Fortress Boulevard and Brinkley Road. Between Fortress Boulevard and the access to Blackman High School, Wilkerson Crossing has a three-lane cross-section. West of the high school access, Wilkerson Crossing has a two-lane cross-section. A 40 mph speed limit is posted for Wilkerson Crossing. A 15 mph school speed limit exists in the vicinity of the school.
- **Blackman Road** is a two-lane collector roadway that generally travels in a north-south direction. Blackman Road forms a connection between Burnt Knob Road/Manson Pike and Baker Road. Within the study area, the speed limit is not posted on Blackman Road.
- **Florence Road** is a two-lane roadway that generally travels in a north-south direction. Florence Road is classified as a minor arterial on the Long Range Transportation Plan

for Rutherford County. South of Manson Pike, Florence Road changes to Brinkley Road. The speed limit on Florence Road is posted at 45 mph.

- **Shores Road** is a two-lane local roadway that generally travels in an east-west direction and provides a connection between Beesley Road and Almaville Road. The speed limit on Shores Road is not posted.
- **Mooreland Lane** is a two-lane local roadway that forms a connection between Highway 96 and Rucker Lane. At the intersection with Highway 96, Mooreland Lane travels in a north-south direction. At the intersection with Rucker Lane, Mooreland Lane travels in an east-west direction. The speed limit on Mooreland Lane is not posted.
- **Rucker Lane** is a two-lane local roadway that generally travels in a north-south direction and forms a connection between Highway 96 and New Salem Road. The speed limit on Rucker Lane is posted at 40 mph.

2.6.3 Existing Traffic Conditions

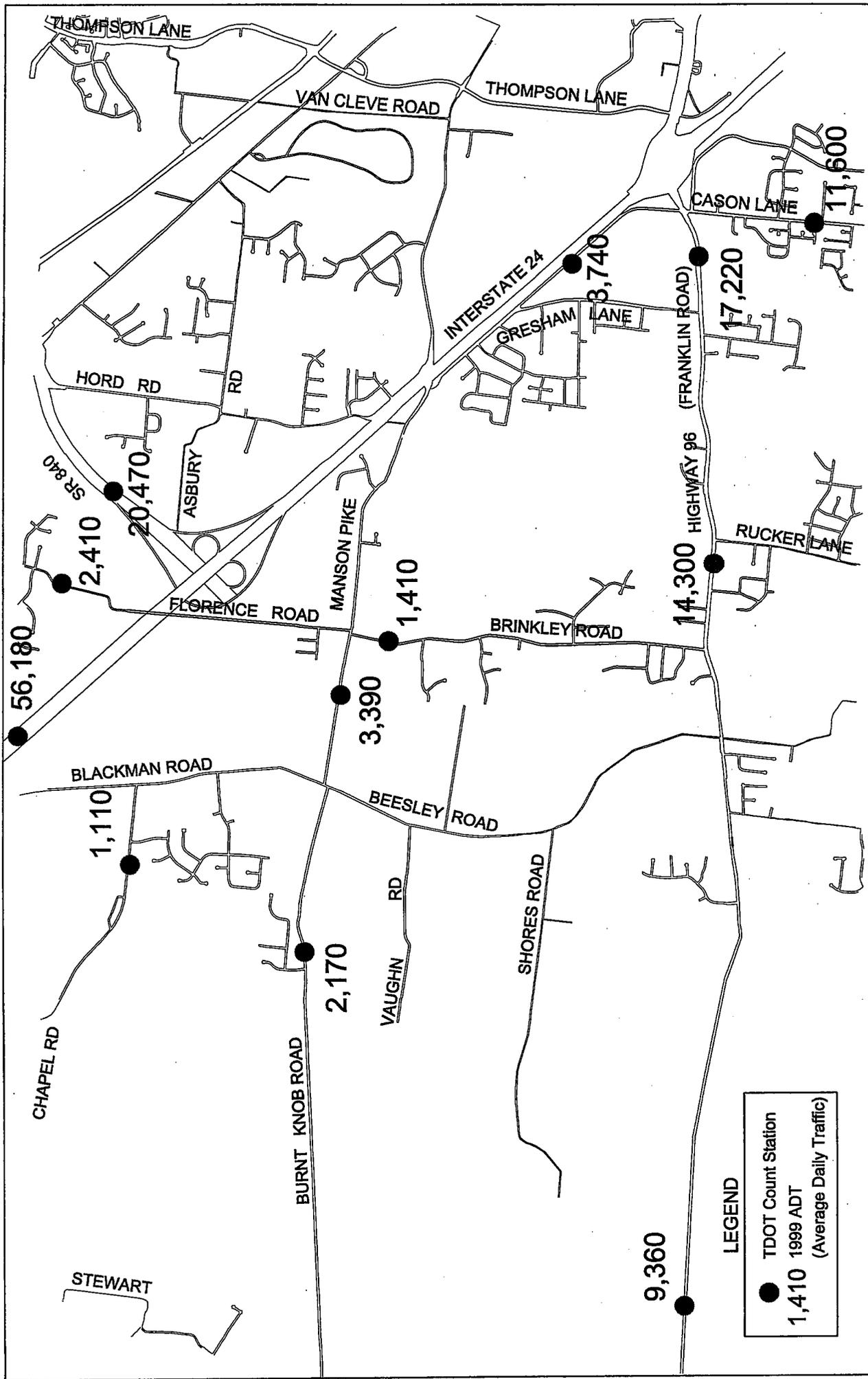
Existing average daily traffic (ADT) counts were obtained for the year 1999 from the Tennessee Department of Transportation (TDOT) for 12 separate locations in or near the study area. These existing ADT counts, which are shown in Illustration 2.3, are collected at the same locations each year as part of TDOT's annual coverage count program.

The segments of roadways where ADT counts are available were analyzed to determine the capacity and level of operation for the roadway. The capacity calculations were performed according to the methods outlined in the Highway Capacity Manual, TRB Special Report 209. The capacity analyses are used to determine a Level of Service (LOS) for the roadway segments studied. The LOS is a concept used to describe how well an intersection or roadway operates. LOS A is the best, while LOS F is the worst. LOS D is typically considered as the minimum acceptable LOS for an urbanized area. Table 2.7 presents the general descriptions for each LOS, while Illustration 2.4 shows the existing LOS for the roadways in the study area.

2.6.4 Analysis of Historical Traffic Data

Historical traffic counts were obtained from TDOT for the annual count stations located in or near the study area. These counts include data for the years 1990 to 1999. An analysis of these counts was performed to determine the traffic growth on the major roadways within the study area. The historical traffic growth trend analysis is shown in Table 2.8.

The results from Table 2.8 show that between 1990 and 1999, the annual growth rates for the roadways studied range from 0.3% to 53.0%. It should be noted that the highest annual growth rate of 53.0% occurs on SR 840 north of I-24. This is the newest count station of those studied. This count station was added to the annual count program when SR 840 was constructed and connected with I-24. The high growth rates associated with this location are primarily due to the fact that it is a new roadway facility.



EXISTING ADT VOLUMES
 BLACKMAN COMMUNITY
 TRANSPORTATION PLAN
 ILLUSTRATION 2.3 | PAGE 2-25



BLACKMAN COMMUNITY
 SCALE IN MILES
 0.0 0.25 0.5 1.0 1.5

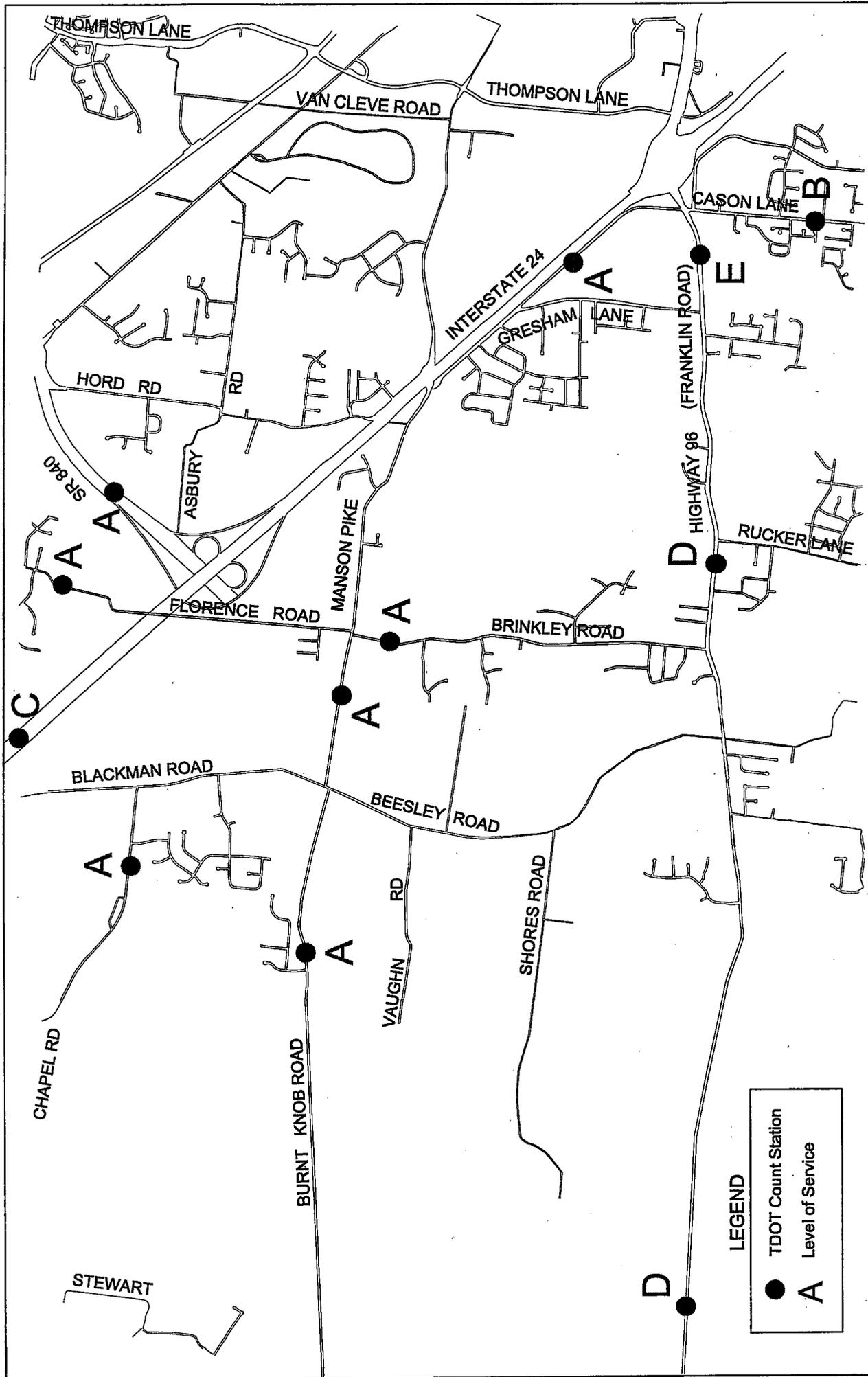
LEGEND
 ● TDOT Count Station
 1,410 1999 ADT
 (Average Daily Traffic)

TABLE 2.7

GENERAL DESCRIPTIONS OF LEVELS OF SERVICE

LEVEL OF SERVICE	DESCRIPTION
A	Represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high.
B	Within the range of stable flow, but the presence of others in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver within the traffic stream from LOS A.
C	Within the range of stable flow, but LOS C marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream.
D	LOS D represents high-density, but stable flow. Speed and freedom to maneuver are severely restricted, and the driver experiences a generally poor level of comfort and convenience.
E	LOS E represents operating conditions at or near capacity levels. Freedom to maneuver within the traffic stream is extremely difficult. Comfort and convenience levels are extremely poor, and driver frustration is generally high.
F	LOS F is used to define forced or breakdown flow. This condition exists when the amount of traffic approaching a point exceeds the amount which can traverse the point.

Source: Highway Capacity Manual, TRB Special Report 209



LEGEND

- TDOT Count Station
- A Level of Service

EXISTING LEVEL OF SERVICE
 BLACKMAN COMMUNITY
 TRANSPORTATION PLAN
 ILLUSTRATION 2.4 PAGE 2-27



BLACKMAN COMMUNITY
 SCALE IN MILES
 0.0 0.25 0.5 1.0 1.5

TABLE 2.8
HISTORICAL TRAFFIC GROWTH ANALYSIS
BLACKMAN AREA

Roadway	TDOT Station	Average Daily Traffic Volumes/% Per Year Growth													Avg. Growth Per Year						
		1990	1991	1992	1993	1994	1995	1996	1997	1998	1999										
Highway 96 West of Puckett Road	51	5,560	5,330	5,710	5,580	6,960	7,100	7,570	7,920	8,970	9,360	-4.1%	7.1%	-2.3%	24.7%	2.0%	6.6%	4.6%	13.3%	4.3%	7.6%
Florence Road North of I-24	86	1,390	1,650	1,630	1,740	1,780	2,080	2,220	2,300	2,350	2,410	18.7%	-1.2%	6.7%	2.3%	16.9%	6.7%	3.6%	2.2%	2.6%	8.2%
SR 840 North of I-24	251							7,900	13,330	15,870	20,470						68.7%	19.1%	29.0%	53.0%	
I-24 West of SR 840	255	35,550	41,220	41,720	47,500	55,160	52,000	58,130	51,240	51,240	56,180			13.9%	16.1%	-5.7%	11.8%	-11.9%	0.0%	9.6%	6.4%
John Rice Boulevard North of Highway 96	245					2,880	2,550	3,820	3,050	2,880	3,740					-11.5%	49.8%	-20.2%	-5.6%	29.9%	6.0%
Highway 96 between Gresham Ln. and Cason Ln.	141	12,120	12,700	14,270	12,530	14,830	13,980	16,760	15,960	16,970	17,220	4.8%	12.4%	-12.2%	18.4%	-5.7%	19.9%	-4.8%	6.3%	1.5%	4.7%
Cason Lane South of Highway 96	247							4,670	7,170	8,100	11,600						53.5%	-4.0%	17.7%	43.2%	37.1%
Highway 96 between Rucker Ln. and Brinkley Rd.	191	10,070	9,600	10,050	11,340	11,120	10,880	11,000	12,370	13,800	14,300				-1.9%	-2.2%	1.1%	12.5%	11.6%	3.6%	4.7%
Brinkley Road South of Manson Pike	192	680	770	1,060	1,190	1,130	1,070	1,030	1,030	1,670	1,410	13.2%	37.7%	12.3%	-5.0%	-5.3%	-3.7%	0.0%	62.1%	-15.6%	11.9%
Burnt Knob Road East of Beesley Road	193	770	700	1,060	980	1,800	1,940	2,010	2,020	2,030	2,170	-9.1%	51.4%	-7.5%	83.7%	7.8%	3.6%	0.5%	0.5%	6.9%	20.2%
Baker Road East of Blackman Road	194	1,080	990	960	980	1,400	1,080	970	1,000	1,330	1,110	-8.3%	-3.0%	2.1%	42.9%	-22.9%	-10.2%	3.1%	33.0%	-16.5%	0.3%
Manson Pike East of Beesley Road	138	2030	1970	2,020	2,220	3,120	3,660	3,100	3,100	3,590	3,390	-3.0%	2.5%	9.9%	40.5%	17.3%	-15.3%	0.0%	15.8%	-5.6%	7.4%

2.6.5 Planned Roadway Improvement Projects

There are several roadway improvement projects that are planned within the study area. These projects include the TDOT project to widen Highway 96, the extension of SR 840, the addition of an interchange on SR 840 at Beesley Road, the improvement of Manson Pike, and the addition of an interchange at Interstate 24 and Manson Pike. These projects are described below.

- Design plans have been developed by TDOT for the widening of Highway 96 to five lanes from I-24 to Overall Creek. This project is currently under construction. Also, as a separate project, TDOT plans to widen Highway 96 to five lanes between Overall Creek and SR 840. Construction plans are being finalized for this project.
- The section of SR-840 between I-24 and Nolensville Road was recently completed by TDOT. An interchange will be provided at SR 840 and Beesley Road. Beesley Road will be realigned and improved as part of the interchange project. These improvements are scheduled for completion by the end of the year 2003. Construction has begun on the section of SR 840 between Nolensville Road and I-65 in Williamson County. However, the construction is currently on hold due to a lawsuit regarding the environmental impacts of SR 840.
- The City of Murfreesboro plans to improve Manson Pike to include a three-lane cross-section from Thompson Lane to I-24. This improvement project is scheduled for completion by the end of the year 2003. The City also plans to improve Manson Pike from the I-24 interchange to Beesley Road. The completion of this project is expected to occur in the fall of 2003.
- An interchange justification study was prepared and submitted to the Federal Highway Administration for the addition of an interchange at I-24 and Manson Pike. This interchange is currently under design. The interchange was included in the Metropolitan Planning Organization's (MPO) Long Range Transportation Plan (LRTP) Update.

2.7 Community Interview Research and Public Participation

An important aspect of the planning process was the continual involvement of the community leaders and the general public in the formation, review and adoption of the Plan and its key elements. This section of the report provides a summary of the comments offered by the public and the issues generated from their input. The participatory planning process for this study included community interviews, Citizens Advisory Committee meetings and workshops, Planning Commission presentations and public meetings/visioning charettes. A summary of the key conclusions from each of these techniques is included below.

2.7.1 Community Interview Research

The community interview process involved the personal interview of over 15 key stakeholders in the Murfreesboro and Blackman area. These individuals included real estate professionals, Blackman residents, engineers, community/neighborhood leaders, and business and government officials. Interviews were conducted using a standard survey format (see Appendix B) in order to assess goals, opinions, and attitudes toward the future development of Blackman. Outlined below is a sample of the key conclusions reached in these interviews:

- Blackman is recognized as a rural, close-knit community that is isolated and undefined.
- The design and construction of State Route 840 offers a link to Williamson County and the overall region that Blackman could take advantage of. This regional link could create new demand for new land uses in the Blackman area.
- There was no consensus on the general land use framework that should be employed, however, most interviewees indicated that the increased visibility from the regional roadways may promote higher-end non-residential uses (i.e. office, research and development, etc. vs. Industrial). Most people desired a "balanced" land use plan, and one interviewee desired that Blackman become "almost a small city."
- The plan should include a mixture of housing types and densities, with the higher density uses near the new school campus.

2.7.2 Community/Public Meetings

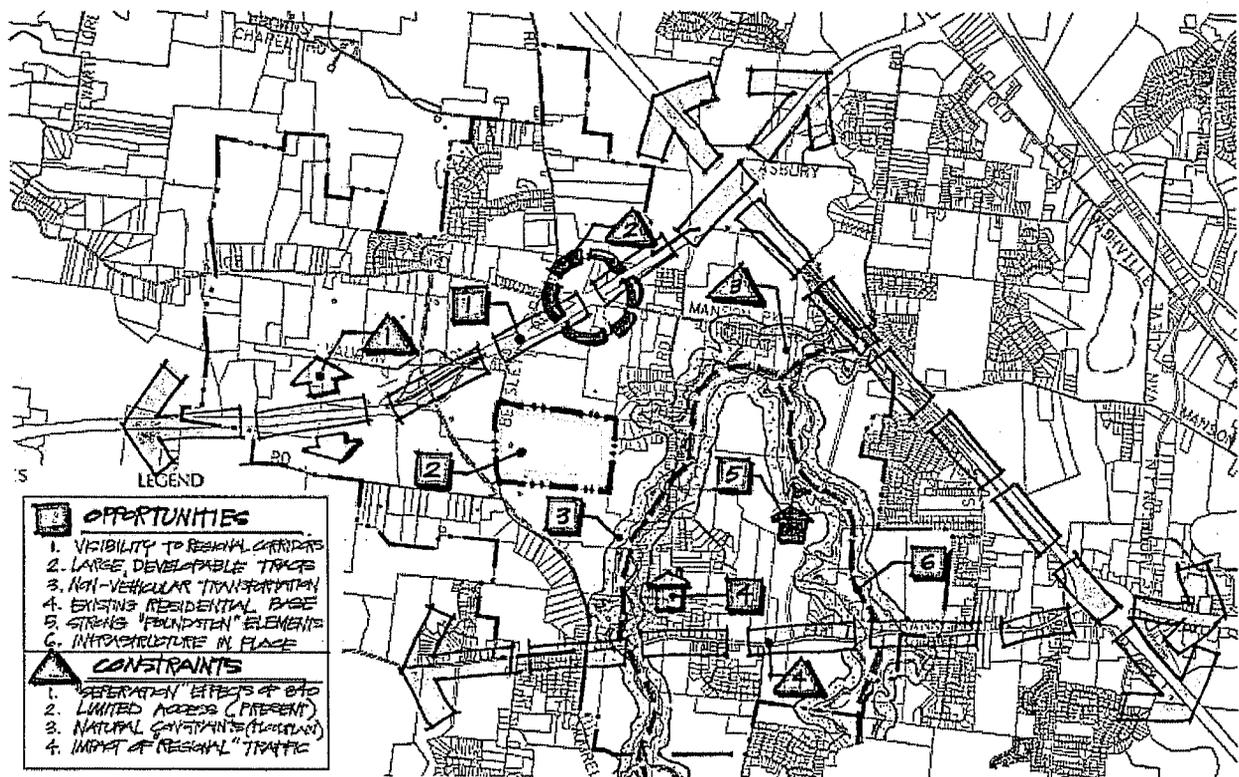
Furthermore, extensive public meetings were conducted throughout the planning program, including a day-long visioning charette at the Blackman Community Center. Four separate public meetings were held so that individuals from the community could find easy access to the planning process. The general topics discussed in each meeting included: (1) review of data collection and analysis efforts and their impact on the plan; (2) visioning charette to conceptualize a land use vision and framework of regulations to guide development of Blackman; (3) presentation of alternative land use plans and policies to determine the

public review and comment. In addition, two presentations to the Murfreesboro Planning Commission were made to update them to progress of the planning effort.

2.8 Summary Conclusions - Opportunities and Constraints

Illustration 2.5 depicts in graphic form the key opportunities and constraints impacting the development of a land use plan for the Blackman community. In general, the opportunities revolve around the increased visibility and access afforded the community due to the planned infrastructure elements in the area. With SR 840 opening during the planning process and new interchanges planned at I-24; with large, developable properties available; with strong community "foundation" elements in place (i.e. school); and with planned infrastructure (sewer) and a beautiful natural environment, Blackman will feel the pressure to grow from the development industry. These growth plans must also balance the "constraints" which exist and may be intensified by this growth, including: (1) impact of increased traffic in the area; (2) "separation" effects of SR 840 on the community; and (3) the sensitivity of flood-prone areas to development.

Illustration 2.5



2.9 Alternative Concept Plans

The previous sections of this chapter have focused on the analysis of important factors which impact the development of a successful future land use plan for the Blackman area. This sections summarizes the alternative concept plans prepared by the planning team to address these concerns. Before reviewing each alternative plan, it is important to note the key issues that the CAC, the general public and the planning team struggled with during the creation of these alternatives. These major issues are outlined below:

Nature, Extent and Location of Commercial Activities: Perhaps the most controversial issue in the Blackman community was the nature of new commercial and/or non-residential developments. Many citizens desired little or no commercial growth, fearing that this growth will produce significant negative impacts on the livability of the community. Another group of citizens and City and County leaders desired a significant non-residential land use component in the Plan, believing that the Blackman area represented the City's and County's best opportunity for new and exciting growth for all of Rutherford County.

Style and Location of Residential Growth: A diversity of housing types was desired by all participants, but the specific location and nature of this housing was debated.

Planned and Proposed Interstate Interchanges: Many within the community questioned the need and validity of the planned and proposed Beesley Road and Manson Pike interchanges. Their fear centered on the eventuality that these new roadways would introduce regional traffic into the Blackman community and thus harm the quality of life. The alternative view was also presented that held that the Blackman community belonged to all of Rutherford County, and that this area can not and should not abdicate its responsibility to provide locations for future employment, regional transportation and other community infrastructure and facilities that are necessary to make all of the County a good place to live and work.

With these major issues as a background, the community began the land use planning effort. Outlined next is the planning efforts composed by the CAC, the Visioning Charette and two plans by the planning team's consultants. Each plan is briefly described and a list of the major public comments are provided.

2.9.1 Citizen's Advisory Committee's Initial Plan

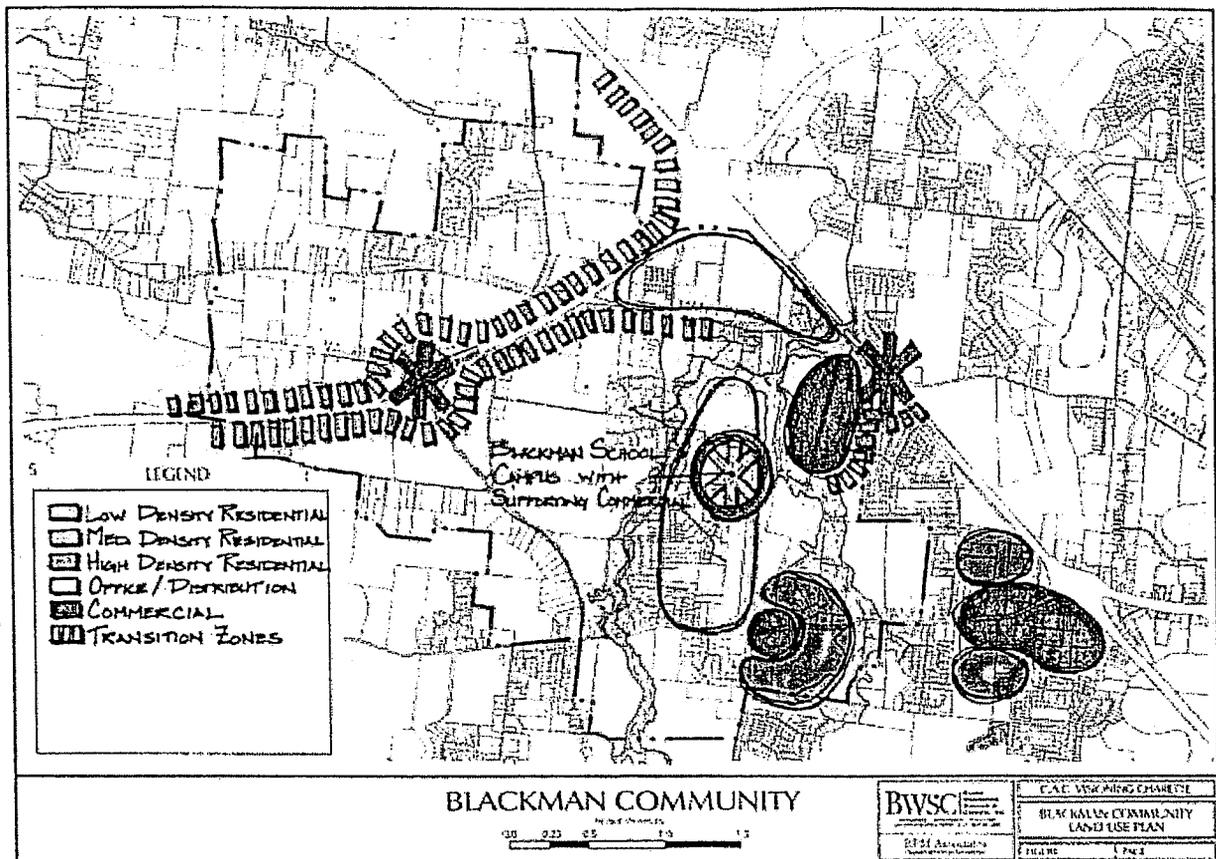
Prior to the initiation of land use visioning with the general public, the CAC met in a workshop to create a land use concept based on the information they had assembled to date. Illustration 2.6 depicts their initial planning effort.

The plan included the two new interchanges and the Blackman school campus as fundamental elements of the land use and infrastructure framework. These elements were used as focal points for new commercial areas (Manson Pike and near the school) and a new office/distribution area at the SR 840/I-24 interchange area. An additional mixed use area of commercial and high density residential uses was targeted for the Fortress Blvd./SR 96 intersection. Medium density residential uses were targeted near the school campus based on the desire to have more dense housing near the school and other potential civic land use

areas and facilities. Finally, the remainder of the study area was dedicated to low density residential uses in order that Blackman remain predominantly a suburban residential neighborhood.

There was significant discussion that this alternative plan did not include enough non-residential uses and that the low density residential was too widespread. The CAC's first attempt at a land use vision was later revised significantly by them in subsequent workshops.

Illustration 2.6



2.9.2 Visioning Charette Alternative Plans

On May 6, 2000, the planning team held a day-long visioning charette for Blackman area residents. The consultants presented the findings of the research and analysis phase of work and then opened the dialogue to community residents. What quickly emerged were two alternative land use plans for the community. Illustrations 2.7 and 2.8 on the next two pages depict these alternative land use themes. A narrative description of each alternative is presented below.

Visioning Charette - Alternative Plan "A"

The first plan created in the visioning charette was a future Blackman community composed almost entirely of low density residential neighborhoods. The school campus was a focal point for the community, and the two proposed interchanges (SR 840 and I-24) were considered "givens" under this vision. High density residential was targeted for areas where the zoning for such uses already existed. The commercial component of the plan centered on the desire for "nodal developments" and "local uses." Commercial areas were only for the services needed by the Blackman community. No regional uses or were envisioned in this alternative.

Public Comments to Visioning Plan "A": Several residents objected to the low density nature of this plan. They recognized that suburban neighborhoods are an inevitable part of Blackman's future, but they objected to this being the predominant nature of Blackman's future. The need and demand for more regional opportunities and uses is warranted. The idea of a "ribbon" of greenways throughout the community was desired, and transition zones around high intensity land uses was preferred.

Visioning Charette - Alternative Plan "B"

The afternoon session of the visioning charette created a more intensely developed land use theme centering the notion of providing additional areas for non-residential at the interstates. Areas for office and office/distribution uses were identified, along with additional commercial uses at the Beesley Road interchange area. Additionally, the residential development patterns were intensified, with medium density residential areas targeted near the school and other areas near the major roadways. Regional employment opportunities will be available to Blackman and this alternative seeks to accommodate this demand.

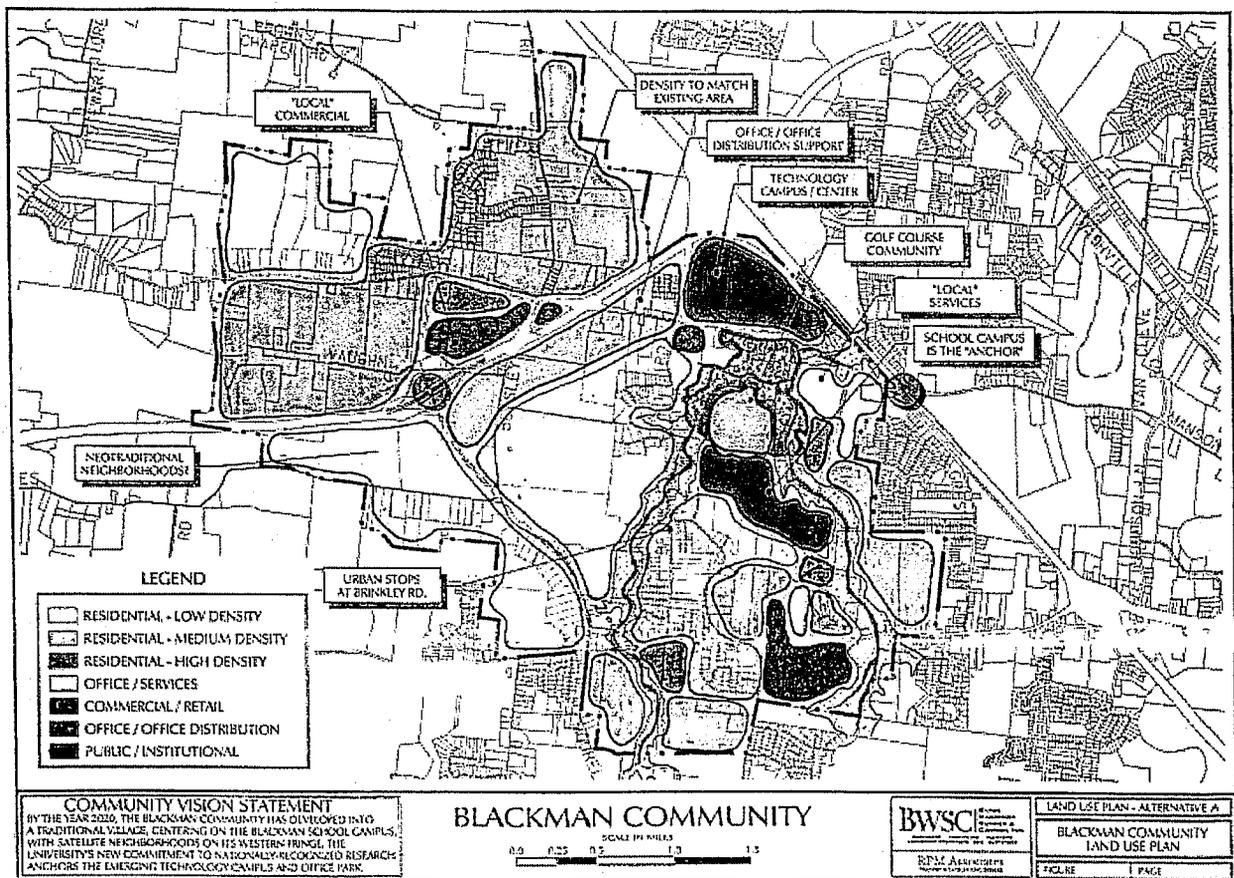
Public Comments to Visioning Plan "B": As was expected, several residents objected to the density and nature of some of the land use areas, especially the commercial areas. The discussion then turned to the notion that these areas may not be so objectionable if: (1) appropriate design standards were in place for new development; and (2) regional uses and traffic were oriented towards the roadways from whence they originate and discouraged from entering the heart of the Blackman residential areas.

2.9.3 Alternative Plans Created by the Consultants

Utilizing the information provided by the CAC, the visioning charette and the City planning and engineering staff, the consultant team created two alternative plans for review by the CAC and the public. Both of these plans adopted the more intense uses included in the Visioning Charette - Plan B. It was the planning team and CAC's belief that the regional uses and opportunities available in the Blackman area could not be overlooked in the planning effort. The adoption of design policies and standards and a critical look at key roadways that separate regional and local traffic will enable these uses to co-exist with the residential character desired by the community. Since each plan is relatively self explained in the illustrations, the major comments to each by the CAC and public are included in this section.

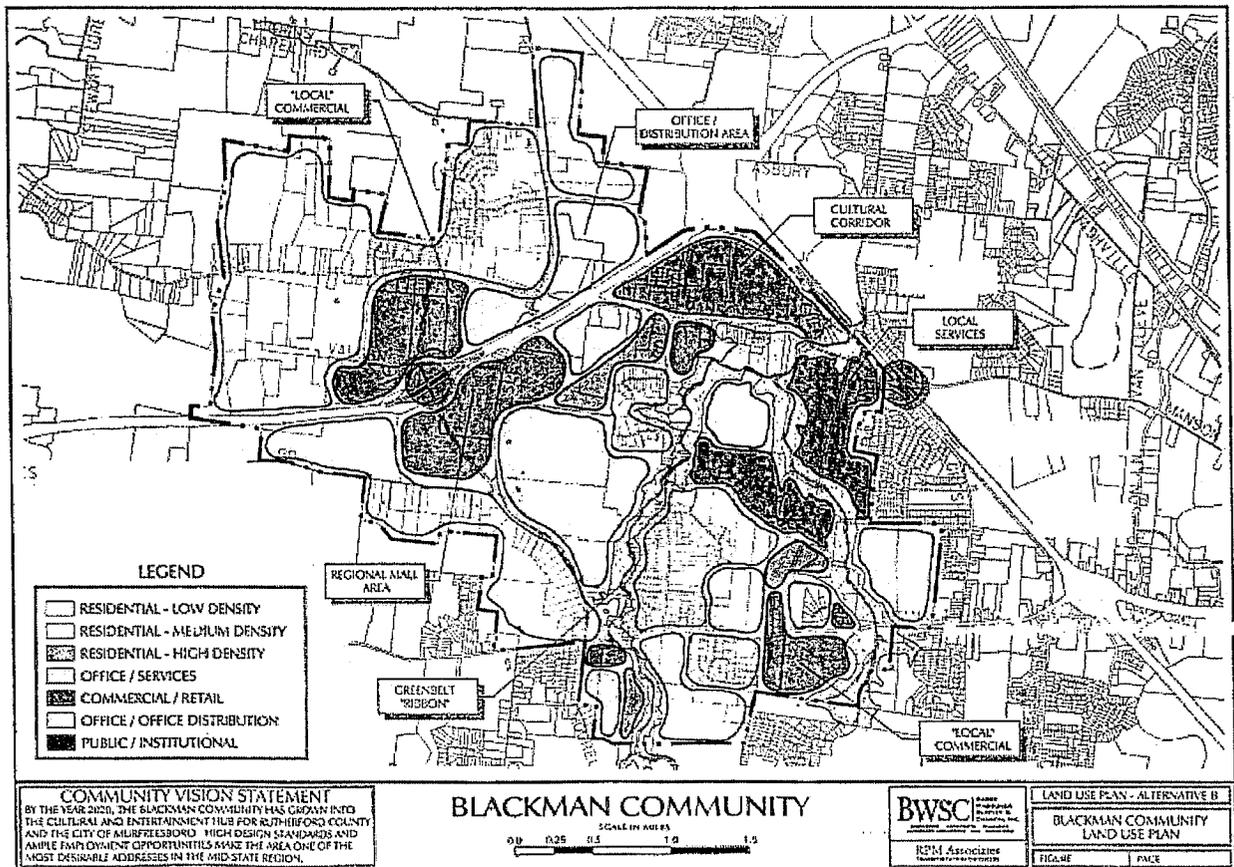
Public/CAC Comments to Alternative Plan "A": Generally, the comments centered on the desire for more commercial uses at the proposed interchanges. The technology campus was favored by many, and there was a strong sentiment for more medium density residential south of SR 840. The concept of regional uses was still objectionable to some residents.

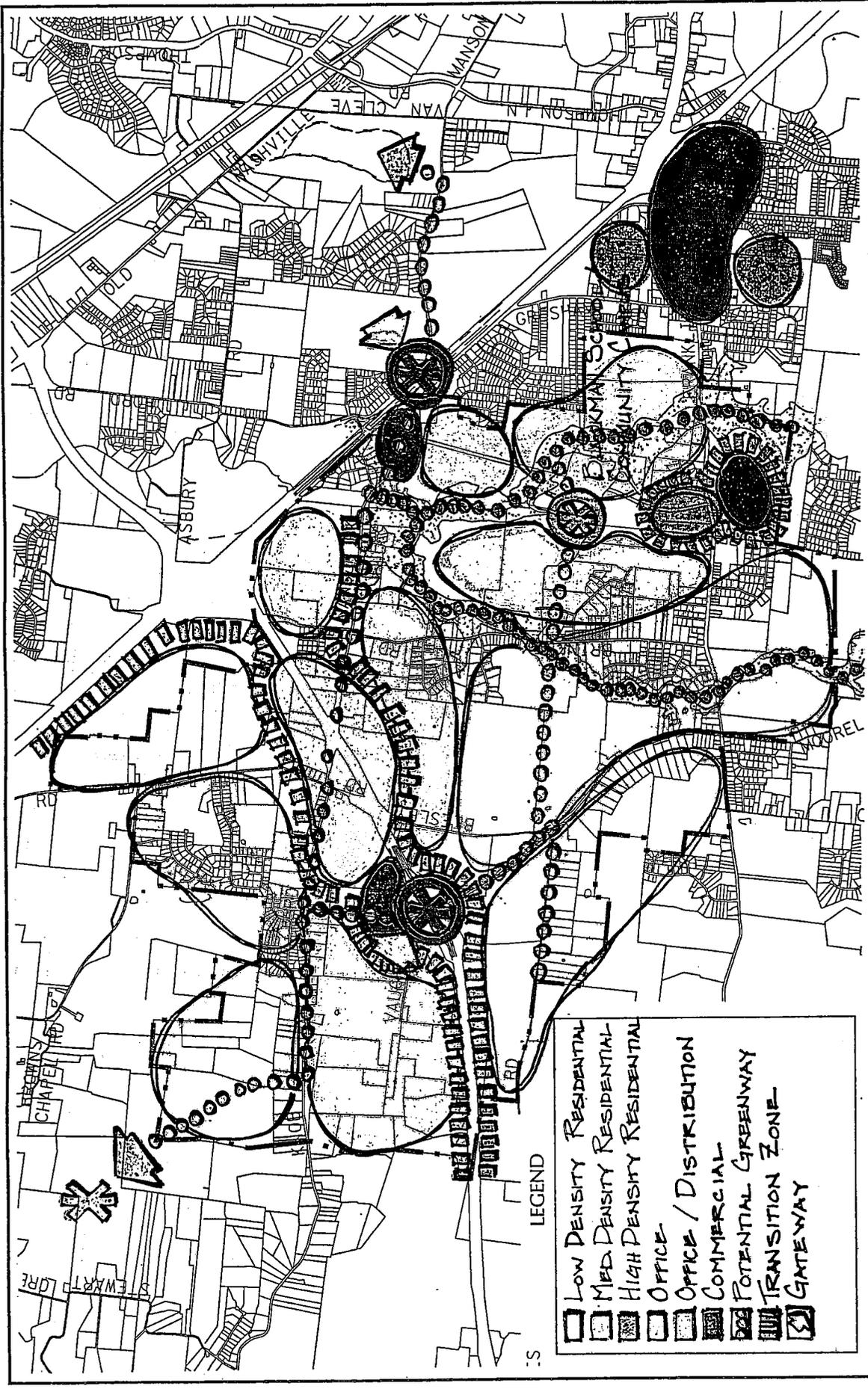
Illustration 2.9



Public/CAC Comments to Alternative Plan "B": Although many on the CAC liked the increased commercialization of the Beesley Road interchange area, there was vocal opposition within the CAC and the public to the concept of a "regional mall." It was presented that this particular use represented a potential destruction of the history and fabric of Blackman and it should not be included in the plan. The residential patterns were more agreeable to most viewers in this alternative, compared to Plan "A." Finally, although they thought the concept of a "cultural corridor" was admirable, the CAC was concerned about the nature and extent of the uses that could be permitted in this area.

Illustration 2.10

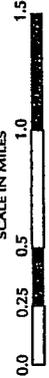




LEGEND

- Low Density Residential
- Med Density Residential
- High Density Residential
- OFFICE
- OFFICE / DISTRIBUTION
- COMMERCIAL
- POTENTIAL GREENWAY
- TRANSITION ZONE
- GATEWAY

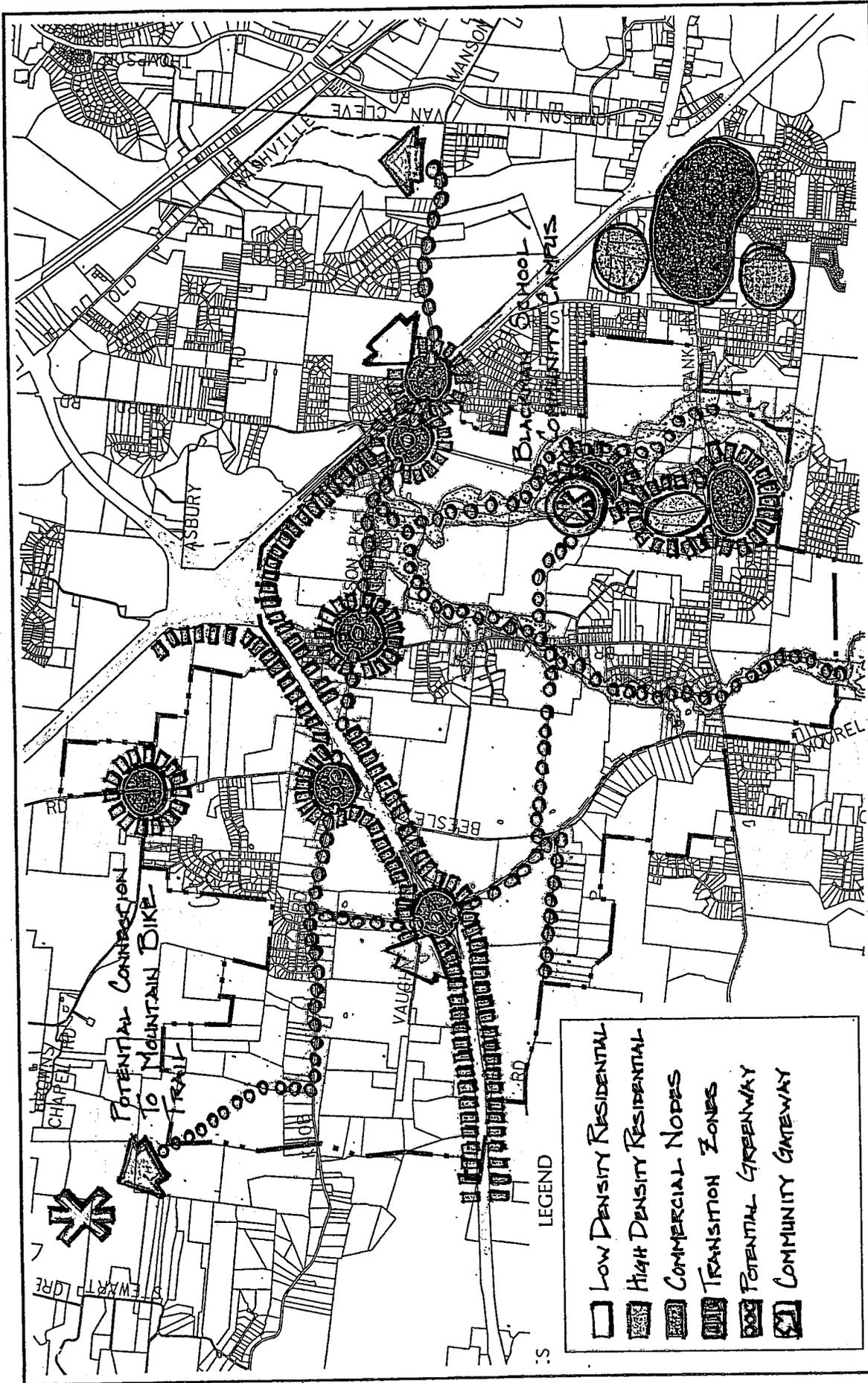
BLACKMAN COMMUNITY



VISIONING CHARTER: ALT. B
 BLACKMAN COMMUNITY
 LAND USE PLAN
 ILLUSTRATION 2.8 | PAGE 2-36

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- LEGEND
- LOW DENSITY RESIDENTIAL
 - ▨ HIGH DENSITY RESIDENTIAL
 - ▩ COMMERCIAL NODES
 - ▧ TRANSITION ZONES
 - ▤ POTENTIAL GREENWAY
 - ▣ COMMUNITY GATEWAY

BLACKMAN COMMUNITY

VISIONING CHARTER: ALT. A
 BLACKMAN COMMUNITY
 LAND USE PLAN
 ILLUSTRATION 2.7 PAGE 2-35

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CHAPTER THREE - GENERAL DEVELOPMENT PLAN FOR THE BLACKMAN COMMUNITY

3.1 Introduction

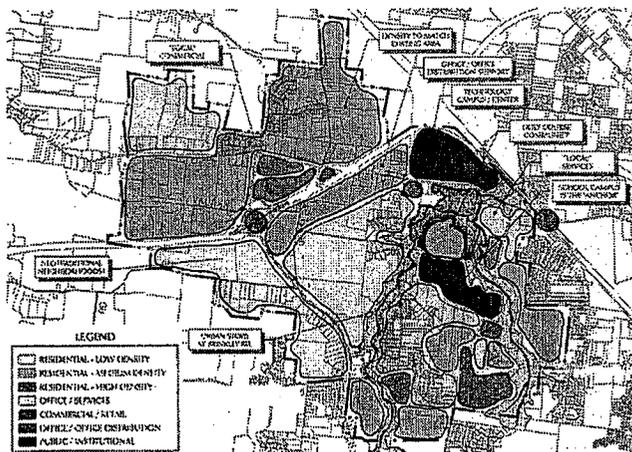
In many ways, this is a plan of transition for the Blackman community. The economic forces that shaped a prosperous, agrarian community over the last hundred years have been altered dramatically, and Blackman residents, landowners, the City and the County must be ready to make the transition to a Blackman shaped by its location within the broader Nashville region. The land use makeup of the community is also in a state of transition. Over the last few years, there have been more changes to the Blackman landscape (i.e. new subdivisions, schools, roads, etc.) than the last several decades. With new regional transportation improvements proposed and the economic strength of the City, County, and region undeterred, there is little doubt that these changes will have an impact on the Blackman community and its future.



Blackman High School

The General Development Plan for the Blackman Community (the "Plan") outlined in this chapter is not intended as a "blueprint" of what Blackman is to become over the next 20 years. The complexities of the future would render any attempt at such a "blueprint" useless. The Plan does,

however, outline a new land use vision for the community as it enters the 21st century and provides alternative strategies to manage the implementation of this vision. The next few sections of this document present the final policies and maps contained in the General Development Plan for the Blackman Community. The Plan was formulated through a consensus-building approach involving community input (through various public meetings), Task Force workshops and discussions, Planning Commission and staff comments, and the final revisions recommended by the Planning Commission.



The Plan seeks to provide a unified direction or "vision" for the general mix and patterns of development in the planning area and outline the major public facilities and services that will be required to support this development. To accomplish this goal, **graphic depictions of this vision** (i.e., land use maps, transportation plans, etc.) and **narrative descriptions of the guidelines** (i.e., land use policies, implementation tools, etc.) are provided to help interpret the overall intent of the Plan. When used together, the maps and policy statements provide a measure of certainty and a definitive basis for day-to-day decision making when the "vision" of the Plan must be interpreted by the City, the developers or the broader Blackman community.

The Plan is formatted as follows. First, the goals of the overall planning effort are presented. Second, a brief explanation of how this Plan should be used to review proposed developments is provided and guidelines for accommodating new developments are outlined. Second, an overview and description of the Future Land Use Map is presented and the "vision" for Blackman is described. Third, specific land use policies governing each land use category shown on the Future Land Use Map are outlined. These policies assist in defining the general nature and characteristics of each land use category and provide development standards and options available for properties located within these areas. Fourth, miscellaneous land use policies are identified and explained. These policies outline the City's guidelines for decisions impacting infrastructure, sensitive natural areas, historic preservation guidelines, and other similar conditions which are not covered in the previous sections. Next, the transportation planning element of the General Development Plan is presented. The Transportation Plan provides both graphic and narrative descriptions and guidelines for the development of an efficient and effective transportation network within the community. This network will promote the success of the Plan by providing the framework within which new roads and greenways can service the land use areas shown on the Future Land Use Map. Finally, the various visual enhancement and design guidelines of the General Development Plan are presented. These guidelines will govern the standards of development expected of all proposals within the study area. The broad framework of design guidelines are presented as the basis for adopting more specific zoning ordinance amendments which can institute these design standards in the future.

3.2 Goal Statements

The challenge of this plan is to provide a clear direction for Blackman as it enters a new phase of development and change. The process of defining this direction involves the establishment and agreement on a common set of goals for the Plan. These goal statements describe the positive elements that the Plan seeks to achieve over the planning period while also addressing the land use conflicts that may be present. This Plan is not meant to be static; rather, it is designed to accommodate change. Goal statements serve as a foundation and a benchmark for evaluating progress toward achieving a shared direction and measuring the effects of proposed land use changes.

3.2.1 Land Use And Development Goals

- A.** Promote the orderly growth and development of the Blackman area by providing ample development opportunities to achieve growth expectations
- B.** Reserve sufficient land areas, in appropriate locations, for the residential and non-residential growth and development that is forecast in this Plan. These areas of new growth should be located where the necessary infrastructure is available or can be economically provided, and in areas where there would be the least amount of conflict between existing and proposed land uses. Annexation is encouraged as required to implement the major land use and community infrastructure elements of this Plan.
- C.** Foster and encourage a balance of housing opportunities which are responsive to diverse market preferences and needs, and which stress quality design and development through fair, objective standards and regulations.
- D.** Maximize conservation of existing housing and preservation of established neighborhood character and quality.
- E.** Encourage the stabilization of existing commercial areas adjacent to the study area and the development of new commercial nodes within the area in locations which have (1) good vehicular access to local residential market areas and/or regional market areas; and (2) minimal conflict or encroachment with either existing or newly developing residential land use areas in the vicinity.
- F.** Encourage development of office and office distribution land use areas in locations offering maximum potential for development but compatible with surrounding land uses and transportation facilities.
- G.** Foster compatibility and stability of land uses and development densities with adjoining municipalities and/or the County at the City's corporate boundaries.
- H.** Enhance the visual appearance and living environment of the community through effective design, landscaping and control of visual clutter.

3.2.2 Environmental/Unique Features Goals

- A.** Promote the preservation of sensitive natural areas within the study area, including areas prone to flooding and areas containing karst features and topography, through the effective use of site plan review of proposed developments.
- B.** Promote the preservation of historically significant structures, roadways, trails, etc., within the community.
- C.** Promote the control and regulation of the adverse effects of development and/or uses, such as noise, light, odor, etc., within the study area.

3.2.3 Infrastructure/Services

- A. Promote the provision of adequate infrastructure (as identified in this Plan and to the level of service provided by the City) to all existing and planned developments which are in compliance with this Plan.
- B. Promote the provision of parks, community facilities, and other public services based on adopted standards and commensurate with existing and projected needs.

3.2.4 Implementation

- A. Provide for future development of the community through a regulatory framework which, when implemented, promotes a fair and consistent process for land use decisions and development approvals.
- B. Maintain and enhance the protection of the general public interest by providing opportunities for meaningful public input into land use decisions.
- C. Provide, secure and control the necessary land areas to successfully implement the land use and transportation elements of this Plan. Annexation of unincorporated areas is promoted to meet the goals of this Plan.

3.3 General Guidelines and Criteria Governing the Review of New Development Proposals And/or Plan Amendments

The implementation of this Plan would be easy and efficient if the world was static and the future of Blackman developed precisely as anticipated in this Plan. Over the planning period, however, the City, County and the Blackman community will be faced with development proposals which are inconsistent in one or more ways with the adopted land use map and associated policy documents and programs. Accommodating these development proposals may be possible and may be beneficial; however, the diversion of public resources may be necessary. The following policies should govern the review of new development proposals within the study area, including those that may not follow the exact tenants of this Plan:

3.3.1 Policy on Plan Amendments.

It is extremely important to view new developments in terms of their impact on the broader community. Development proposals should be evaluated not only in terms of their impact on surrounding properties, but also on the basis of their potential impact on the land use and infrastructure plans of the overall Blackman community. New developments which are determined to be beneficial for the community, and which have a significant impact on the development pattern of infrastructure systems and land uses, should prompt a general review and amendment of the Plan and accompanying support documents rather than just a rezoning to the desired residential or commercial district. The impact of a potential development may be felt well beyond the surrounding properties, and this Plan should be revised and adjusted accordingly to incorporate these impacts.

3.3.2 Early Coordination with the City and County is Required.

Promoters of new development proposals should be directed to work with the regulatory agencies of the City and County government at the earliest stages of the formulation of a development proposal, thereby reconciling serious differences that may exist between the views of the public agencies and the community and those of the developers.

3.3.3 Public Input into the Proposed Plan Change is Required.

Development proposals whose approval would prompt major changes to the approved Plan shall be given a thorough review by the Planning Commission and Council and should be considered in public hearing. Also, other levels of state, regional and local government should be involved in the review and evaluation of an unanticipated large scale development when it has regional development implications.

3.3.4 Evaluation Measures to be Used for Proposed Plan Changes.

The evaluation of a proposal's impacts on individual elements of this Plan should be prepared by the appropriate City departments. These evaluations should reflect the proposal's consistency or deviation from the goals, objectives, policies, and map elements contained in the General Development Plan. The broad impact categories to be examined include:

- Land use compatibility with adjacent and nearby properties.
- Transportation and traffic impacts.
- Sanitary sewer and water demands.
- Encroachment on the natural environment and design of the built environment.
- Overall environmental impact on adjacent properties, including auditory/visual impacts, obnoxious odors, impact on future land use patterns of area, stormwater runoff, etc.
- Potential stormwater runoff hazards.
- Impacts on community facilities
- Potential and implied responsibility of the City regarding the above elements and the anticipated public cost.

3.3.5 General Annexation Policies

To implement the goals and objectives of this Plan, the City will be required to annex properties into the municipal boundaries. To this end, the following policies shall apply to annexations:

- The City will annex all land whose Owner's request annexation as a condition of receiving municipal services. These services will be provided to annexed properties at a level equal to all other areas within the City.
- The City will annex all land necessary to implement this Plan.
- The City will annex land necessary to accomplish annexation of land requested for annexation.

3.3.6 Policies Related to Agricultural Land Uses.

While this Plan addresses the anticipated urbanization of the Blackman community over the planning period, in no way should the goals, objectives or policies of this Plan be interpreted to undermine the continued productive use of agricultural land in the Blackman area. This Plan supports and seeks to protect these uses through the use of design standards for new developments. These standards help to mitigate the potentially negative impacts of new developments on agricultural lands.

3.3.7 Adoption Policies for Plan Amendments.

New development proposals which initially did not comply with this Plan, but upon review by the City have been approved by the Planning Commission, should follow the general procedure outlined below for incorporation into the General Development Plan.

- All approved developments should be accommodated within a specific, existing or recommended land use classification, which clearly identifies the nature of the development and the guidelines for development within this land use category
- All approved developments should be made an appendix to this Plan. Such appendix should include a description of the land use policy change, a summary of supporting justification for the change, and a list of all conditions on which the changes are predicated.
- A change of Future Land Use Map of the General Development Plan denoting the new development should be made only when all conditions of the approval of the change have been met. Until final acceptance of an approved development plan occurs, through denotation on the Future Land Use Map, all such developments shall have a status of being conditionally approved.

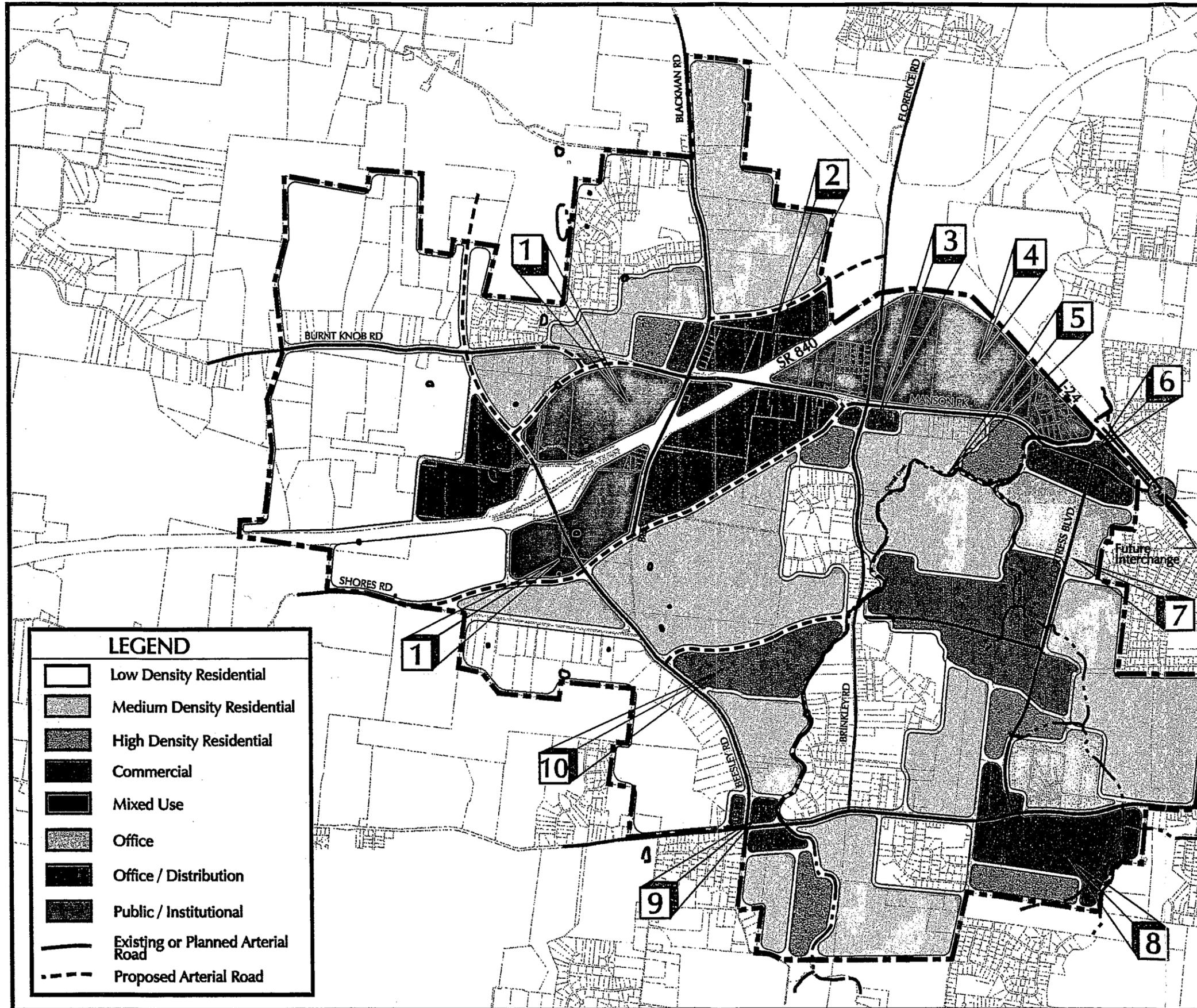
This Plan recognizes and supports the local legislative body's authority and privilege to amend the zoning ordinance of the City. This authority extends to development proposals which may or may not be consistent with this Plan. This Plan also recognizes and asserts the Planning Commission's authority and duty to provide sound legal and logical planning advice to the local legislative body. The Planning Commission shall determine the applicability of all development proposals to this Plan, and upon review, offer their advisory opinion to the local legislative body on the merits of both a Plan amendment and zoning ordinance amendment.

3.4 Overview of the Future Land Use Map and Description of the Vision

The Future Land Use Map of the General Development Plan for the Blackman Community, is illustrated as Exhibit VIII. The features illustrated on this map provide a graphic representation of the community's development plan for the next 20 years and include the following features:

- **Rendered Land Use Areas.** The land use categories described in the General Development Plan are represented by separate color areas on the Future Land Use Map. The land use policies for these categories are detailed in the next portion of this chapter
- **Note References.** These are references about particular areas or circumstances within the planning area to which special attention should be applied. The notes appear as graphic "reminders" for the community on the Future Land Use Map.

The small scale of this map is necessary due to the format of this document. A graphic scale is included on the maps, and the maps are at an approximate scale of 1 inch = 2,600 feet. The land use designations should be used in conjunction with the map graphics to interpret the overall intent of the maps. The City Planning Department should be consulted to make any final interpretations of the maps prior to making any final land use decisions.



LAND USE NOTES

- 1 "Planned" mixed use area (retail, office, civic / institutional, high density residential) that accommodates regional employment opportunities. Detailed zoning and site plans required to insure minimal impact on existing and future residential areas.
- 2 Office / Distribution area that capitalizes on the accessibility and visibility from State Route 840. Southern and northern limits are marked by proposed roads.
- 3 "Local" Commercial node to support the shopping needs of the residents of Blackman. Overall square footage of this "node" should not exceed 150,000 square feet at full build-out.
- 4 Planned Mixed Use area centering on technology-based uses (i.e. educational, office, research park and limited commercial) and anchored by a redeveloped MTSU agricultural campus site.
- 5 All future development proposals to protect the riparian habitats and environments along Overall and Puckett Creeks. Proposed developments to accommodate planned greenways in these areas.
- 6 Proposed Interstate oriented commercial node. Potential uses include retail, restaurants and hotels. The western boundary of this area is Overall Creek.
- 7 "Local" office area for professional and personal service employment to serve the Blackman Community.
- 8 Proposed land uses to be consistent with the approved master development plan for the Swanson property.
- 9 Redevelopment area for future "local" commercial. Vacant properties to the south of Hwy. 96 should be the first priority in developing this commercial node.
- 10 Proposed Public / Semi-public area for additional educational complexes, community-wide parks or other cultural uses.

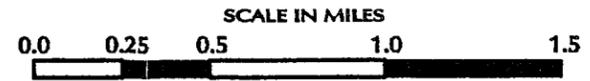
LEGEND

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Mixed Use
- Office
- Office / Distribution
- Public / Institutional
- Existing or Planned Arterial Road
- Proposed Arterial Road

ACREAGE REFERENCE

100 AC. 25 AC. 5 AC.

BLACKMAN COMMUNITY



BWSC BARDI WASSNER SUMNER & GANNON, INC.
 ENGINEERS ARCHITECTS PLANNERS
 LANDSCAPE ARCHITECTS AND SURVEYORS

RPM Associates
 TRANSPORTATION ENGINEERS

FUTURE LAND USE MAP

BLACKMAN COMMUNITY LAND USE PLAN

EXHIBIT VIII PAGE 3-8

3.4.1 The Vision for Blackman's Future

The following vision statement summarizes the intent of the Plan as conceived by the directions provided by community leaders, the Blackman Community Citizens Advisory Committee, and a large contingent of Blackman residents whom participated in the public input process.

In our vision of the year 2020, the Blackman community is widely recognized for its high quality of life, business and employment opportunities, and continued prosperity. Our children have inherited a livable and sustainable community, because we have not forgotten that Blackman's quality of life depends on continued success in the economic marketplace, as well as an on-going commitment to the conservation of those natural resources which define our heritage and enhance our community's attractiveness as a place to live and work.

Community residents share a sense of place and take great pride in their established and emerging neighborhoods. The established neighborhoods, along Brinkley and Beesley Roads, continue to enjoy a high quality of life, due in large part to the design standards, bufferyards and additional design criteria imposed on new developments since that time. The emerging residential areas are no longer viewed as subdivisions, but instead as interconnected neighborhoods interwoven with the preservation of natural resources, accessible parks, and public facilities and open spaces that preserve the heritage of natural beauty in the Blackman community. Precise zoning and site development/design regulations have enabled this mixture of new homes to develop in an efficient and harmonious manner. Every neighborhood is a safe and healthy place to live.

Similarly, our business community has become one of the strongest assets of the community. Regional office, office distribution and mixed use developments center on the key economic arteries of the community, State Route 840 and Interstate 24. Selected commercial destinations throughout the area provide convenient shopping for Blackman residents and "strip commercial" is no longer a fear among area homeowners. Our new research park at Manson Pike offers nationally-recognized high tech education and research and development services for businesses and persons across the globe. Both near and far, Blackman is seen as a premier place to live and work.

Finally, a comprehensive, multi-modal transportation system serves the Blackman community. The roadway network is anchored by a grid system that disperses local traffic through well-designed and pleasant street environments; whereas regional traffic into the heart of Blackman is discouraged through design. Blackman continues the City's recognition as a leader in alternative transportation systems. Comprehensive bikeway and greenway networks link neighborhoods to area facilities and sites, as well as to newly established regional networks and urban transit stations. Within Blackman, residents no longer have to rely on the automobile as the sole means of transportation to and from places of work and leisure.

Our vision for Blackman is nothing less than the best of the past merged with the promising future, creating a community where all residents can grow and prosper.

3.5 General Description and Application of Land Use Classifications on the Future Land Use Map

Exhibit VIII depicts eight broad categories of land uses for the community's use in organizing the future land use patterns in Blackman and then interpreting a prospective development's adherence to the vision created for Blackman. For each of the land use classifications shown in Exhibit VIII, the following is provided: (1) a description of the general nature and characteristics of the land use; (2) a review of the overriding goals and policies regarding each classification; and (3) overview of the areas within Blackman which are targeted for that particular land use type.

3.5.1 Residential Areas - Description and Application on the Future Land Use Map

To facilitate the realization and development of new residential areas needed to accommodate the anticipated population growth, four residential land use classifications are proposed. Table 3.1, on the next page, outlines the general characteristics related to each classification and the application of each land use category on the Future Land Use Map is described below.

Application of Residential Land Use Classifications

The Future Land Use Map identifies four residential land use classifications. **Low Density Residential** is targeted for four primary areas. With the exception of the Burnt Knob Road area, these locations have existing residential development patterns that are very low density and the lowest density residential category was utilized to buffer these areas from possible intrusion of higher densities and dissimilar residential land use types. **Medium Density Residential** is the predominant residential land use forecast across the community. Generally, these uses are targeted for areas that: (1) have good access to the regional roadway network; (2) have large acreage tracts available for development; (3) are proximate to existing utility infrastructure capable of supporting these densities; and (4) possess existing/ planned natural or manmade features which can be used as "buffers" to adjacent uses. **High Density Residential** is planned for six locations, two of which have already been zoned for apartment uses. The new locations are located along major roadways (Manson Pike, SR 96) with convenient access to existing or planned interstate interchanges. Finally, the residential portions of the **Mixed Use** classification are planned for highly visible and accessible areas of the community. It is envisioned that these developments would include a residential component that is high density in nature. Convenient access and prominent and visible locations within the community dictated the **Mixed Use** areas.

Table 3.1 Residential Land Use Classifications

General Characteristics	Land Use Classifications			
	Low Density Residential	Medium Density Residential	High Density Residential	Mixed Use (Residential portion)
General Nature of Classification	Single family neighborhoods	Planned areas of single family homes and attached or zero lot line units	Primarily Multi-family apartment dwellings or attached condos	Apartments or condos in planned setting with non-residential uses
Permitted Density Range	1.0 to 4.0 units per acre	4.0 to 8.0 units per acre	8.0 to 16.0 units per acre	10.0 to 20.0 units per acre
Appropriate Zoning Districts	RS-15 RS-12 RS-10	PRD (Planned Residential Development)	PRD (Planned Residential Development)	PRD (Planned Residential Development)
Additional Provisions	As densities approach the upper end of permitted range, careful review to be exercised to ensure proposed development's conformance with intent of this Plan.	Planned Residential District zoning encouraged to ensure sensitive development and high design standards consistent with this Plan	Planned Residential District zoning encouraged to ensure sensitive development and high design standards consistent with this Plan	Planned Unit Development zoning encouraged to ensure sensitive development and high design standards consistent with this Plan

3.5.2 Non-residential Areas - Description and Application on the Future Land Use Map

To provide sufficient land area and locational choice for the community's future non-residential land use and development needs, five non-residential land use classifications are proposed. Table 3.2, on page 3-14, outlines the general characteristics related to the Non-residential Land Use classifications, and outlined below is a description of how these land use areas are applied on the Future Land Use Map.

Application of Non-residential Land Use Classifications

The Future Land Use Map provides five non-residential land use categories, **Commercial, Mixed Use, Office, Office/Distribution, and Public/Institutional**. Outlined below is a description of each land use type's application on the Future Land Map:

- **Commercial:** The principal aspects of the **Commercial** land use areas are: (1) strong support for "nodal" commercial development patterns centered on major street intersections; (2) limiting the uses permitted in these areas to retail and personal services which are required by the local Blackman community; and (3) limiting linear commercial development to where it already exists. Consequently, five nodes of **Commercial** land use areas are identified at major intersections along SR 96 and Manson Pike. The node proposed at the future Manson Pike interchange should permit interstate-related uses (i.e. hotels, restaurants, etc.), but all other locations should encourage uses that primarily attract consumers from the local surroundings.
- **Mixed Use:** The primary focus of **Mixed Use** land use areas within this Plan is the designation of transitional land use areas that are available for market forces to shape their non-residential use. Consequently, the Land Use Map shows three primary areas, all of which are located next to planned interstate interchanges, thus enabling these areas to be prime locations for regional employment opportunities. Visibility and accessibility are required of this land use type. These locations provide the best opportunities within the community to "transition" from the regional uses (near the interstates) to the more "local" uses targeted deeper into the Blackman area. Existing property ownership (i.e. MTSU) in these areas may promote institutional uses in certain **Mixed Use** areas, and this classification supports the potential for these institutional facilities as compatible with the intent and nature of land use category and its anticipated uses. Additionally, the **Mixed Use** category provides for office uses and it is anticipated that these uses will occur near the planned Beesley Road interchange.
- **Office:** Similar to the **Commercial** land use classification, the **Office** land use category is targeted for uses which cater to the local market of Blackman. Consequently, two primary areas were identified on the Map, both of which are located at the major entryways into the Blackman community (Manson Pike @ I-24 and SR 96 @ I-24).
- **Office/Distribution:** The **Office/Distribution** classification is envisioned as a planned business environment incorporating office uses, office/distribution, research and development, and similar industries in a campus-like setting. Effective access to major

transportation networks is a pre-requisite for siting these planned areas. Two primary areas are targeted for Office/Distribution uses: (1) a large tract is located at the northwest quadrant of the planned Beesley Road interchange; and (2) several large tracts that border SR 840 at the Manson Pike overpass. It is important to note that this overpass, and the accessibility it affords these tracts, is a critical determinant in these areas being designated **Office/Distribution**. Without this access, these sites may be too remote to be viable properties.

- **Public/Institutional:** In addition to the generally-recognized residential and non-residential land use classifications described previously, Exhibit VIII illustrates a **Public/Institutional** land use classification, which will assist the community in the planning and development of its future. Overall, the concept for this land use category is to maintain and enhance existing public and institutional uses and facilities and provide additional uses and facilities based on anticipated needs. Appropriate uses in this category include churches, schools, major institutional uses, cemeteries, etc. It is the intent of this Plan that these uses continue throughout the planning period.

The Future Land Use Map indicates the major existing and planned **Public/Institutional** land use areas in the community. Three sites are indicated: (1) the existing and planned Blackman School complex at Fortress Boulevard; (2) a proposed institutional area extending from Brinkley Road to Beesley Road which forms a "cultural corridor" through the heart of the study area; and (3) a small (2 acre) site shown at Burnt Knob Road that is envisioned as a "Blackman Recognition Park" that memorializes the history of the area and welcomes visitors and residents to the Blackman community. Additionally, not shown on the Future Land Use Map, but envisioned as a part of this concept, are several new **Public/Institutional** uses required to meet anticipated needs. This plan recommends that these areas and facilities be provided, as needed, in conjunction with population growth and service demand.

Table 3.2 Non-residential Land Use Classifications

General Characteristics	Land Use Classifications				
	Mixed Use	Office	Commercial	Office Distribution	Public Institutional
General Nature of Classification	Retail, commercial and office providing regional employment	General office and professional services for local residents	General retail, restaurants and personal services for local residents	Office and distribution flex space in well-planned setting	Parks, schools, civic centers, and other public uses
Permitted Uses	Wide range of non-residential uses permitted, application and approval of a detailed PUD plan required	General office uses and professional services (doctor, lawyer, etc.) to serve Blackman residents	Commercial and retail services (gas station, drug store, grocery, restaurants, etc.) to serve local residents	office showroom, distribution facilities, ancillary retail	park facilities, churches, school complex, cemetery, civic and recreation centers
Appropriate Base Zoning Districts	New zoning district required	O-G OG-R	C-L C-H CF	New zoning district required	NA
Additional Provisions	Neotraditional site planning is strongly encouraged. New Mixed Use PUD district recommended to identify full extent of uses, densities, and design standards	Office uses to be "local" in nature in order to support "regional" office center on east side of Interstate 24.	PCD (planned commercial district) zoning should be used to ensure uses and design. Enhanced landscaping, signage and access control measures.	New zoning needed to define specific uses and design standards. Industrial uses are not recommended.	Location of new public uses at existing activity centers encouraged to create "civic hub" that can serve as focal point for a new Blackman.

3.6 Land Use Policy Statements

Land use is one aspect of Blackman's growth which the community and the City have the opportunity to control. Decisions regarding land uses have an impact on both the economic development of the community as well as the quality of life. The following policies have been defined to help the City's decision makers, public and private, interpret the colors and notes on the Future Land Use Map and achieve the "vision" for future development of the community as identified in this General Development Plan.

The policies have been divided into the various categories to help in their identification and application. In general, the major land use categories are represented with both general and specific policies dealing with the issues in these areas. In addition, specific, special policies regarding public services, parks, design standards, etc., are provided for further guidance in evaluating land use proposals.

3.6.1 General Residential Development Policies

- A. Pattern of Development:** An overall goal of this Plan is the orderly, efficient development of the Blackman community, and, to this end, the following policies are recommended:
1. Appropriate "infilling" of developable vacant land should be encouraged and promoted in order to achieve greater utilization of existing municipal services and facilities, to reduce the need for the costly extension of services, and to increase the feasibility of providing services which presently do not exist in predominantly developed areas
 2. New residential development should be encouraged and supported in areas contiguous to existing development, where extension of municipal services can be accomplished in an orderly and efficient manner.
 3. New residential development, which is not contiguous to existing urban areas should be permitted in areas which can reasonably be expected to be served with adequate public infrastructure (highways, water, sewers, and drainage facilities) within 10 years.
- B. Land Carrying Capacity:** The intensity of residential development should be appropriately related to the ability of the land to accommodate that development without jeopardizing the health or safety of future occupants, and without adversely affecting the surrounding built and natural environments.
- C. Planned Development Zoning Approach Encouraged:** Due to the densities anticipated in this Plan and the mixture of land use types in proximity to each other, all proposed developments in the study area should be required to submit a master development plan prior to rezoning and/or a final site plan prior to issuance of building or grading permits.
- D. Cluster Development/Traditional Neighborhood Design Principles Encouraged:** Within all residential areas, the principles of cluster development and Traditional

Neighborhood Design (TND) are encouraged by this Plan. These design philosophies and tools permit the development of unified and harmonious neighborhoods in which sensitive natural areas are protected and a sense of place and connection to the community are fostered. The following principles shall constitute the framework of design guidelines and site development regulations to be utilized for developments occurring in the Blackman area:

AVOID:

- Disturbing areas adjacent to floodplains, stream buffer areas or wetlands.
- Developing on steep slopes or building on hilltops when the development may be highly visible on adjacent properties.
- Placing numerous houses with access drives along collector and arterial roads (interior lotting patterns required of new developments)
- Backing houses directly or visibly onto collector and arterial roads (utilize landscaped bufferyards to screen and protect these uses)
- Destroying existing tree stands or hedgerows, especially along rights-of-way and between adjacent properties.

PERMIT and ENCOURAGE:

- Substantial buffering and screening for development near all public rights-of-way on collectors and arterials.
- Preservation or enhancement of existing hedgerows and wooded areas
- Appropriate setbacks and buffering between housing and existing or proposed active agricultural areas (or historical sites).
- Homeowner-managed recreation areas and common spaces within larger clusters of housing inside individual developments
- Covenants or easements to permanently protect the undeveloped open space areas that remain after clustering is accomplished.
- Flexibility in bulk regulations to provide for designs that use long and narrow lots to create traditional neighborhood layouts
- Refinement of road and street design to better protect existing topography and landscape features such as streams and drainage patterns; measures include narrower road sections, steeper grades, reduced curve radii, no curbs, etc.
- Architectural match of house size and design to terrain, lot size, and scale of subdivision as a whole. Also, develop criteria for parking, location and design of garages and other accessory uses, etc.
- Community design details and common outdoor environment through street tree plantings, location of greenspace, focal points, and landmarks
- Adaptive reuse of historic structures within appropriate historic conservation plan.

- E. Large Scale Development Considerations:** Often, large scale residential projects are done in phases based on a "concept" plan for the entire development. Two factors which should be carefully considered in approval of large scale projects include: (a) the relationship between the overall site master plan and the land use plan for the larger area, and (b) the alternative development patterns that would be appropriate for later phases of the development in response to change in market conditions or other factors which affect the overall site master plan. These alternatives should be clearly expressed on the overall site master plan.
- F. Density Increases beyond Recommended Levels:** Within the three residential land use classifications (Low, Medium and High Density Residential), density increases (above the recommended level defined in Table 3.1) are discouraged, unless a specific, identifiable trend can be established towards the densification of the surrounding area. A detailed study, which evaluates existing development patterns and justifications for density increases, should be prepared prior to exceptions to the density ranges proposed. If proper evidence of a growing demand is demonstrated, density increases should be provided at a neighborhood or area-wide level, rather than on a specific "site" basis.
- G. Conservation and Development of Existing and Developing Residential Areas:** Several goals of this Plan center on encouraging a balance of housing opportunities through the preservation of existing housing areas and the development of other areas. The policies listed below deal with residential development within the study area, based on the current status of the immediate area
- 1. Existing, Stable Residential Areas:** The general objective is to continue to protect and preserve the existing stable residential areas of the community. Stable residential areas exhibit a high level of maintenance and consist of a compatible mixture of land uses and housing types. The following policies are recommended:
- Stable residential areas will be protected from disruptive uses such as incompatible higher density residential structures and encroaching commercial uses.
 - Routine maintenance by private property owners is encouraged. When necessary, the City shall utilize strict Codes enforcement to protect and preserve stable residential areas.
 - Densities of new residential development shall be compatible with surrounding residential areas and a buffer will be provided when there is a significant difference in densities.
 - Proposed residential development which has a significantly different size, height, or mass from adjacent existing development will be discouraged if the proposed differences detract from the use and privacy of the adjacent development.
 - Special care should be taken to protect existing historical areas and promote the preservation of Blackman's unique historical assets
 - Maintenance and improvements to the public infrastructure should receive attention necessary to help maintain the stable areas.

2. Developing Residential Areas: A large portion of the planning area has been planned for future residential growth and this Plan encourages a wide variety of residential dwelling types to meet the diverse needs of the current and future population of the City. The following policies are recommended for developing residential areas:

- Property owners proposing to amend this Plan, change the zoning classification of their property, or secure approval of a planned development site plan or subdivision plat will have their proposed plans reviewed by the Planning Commission to determine the proposal's conformance with this Plan.
- Residential areas should be designed, to the extent practical, as neighborhood units. The design and organization of the neighborhood units are encouraged to provide amenities for permanent residents including park/recreation facilities (see Section 3.7 of this Plan for additional policies related to neighborhood design).
- Developing residential areas will be protected from disruptive uses such as incompatible residential structures, encroaching commercial uses and other uses not consistent with this Plan.
- Densities of new residential development should be compatible with existing adjoining residential areas and a buffer will be provided when there is a significant difference in densities.
- New development which has a significantly different size, height, or mass from adjacent existing development will be avoided if the differences detract from the use and privacy of the existing adjoining development.

3.6.2 Policies Related to the Mixed Use and Office/Distribution Land Use Classifications Policies Related to Mixed Use Areas

The purpose of the **Mixed Use (MU)** land use classification is to provide for a flexible land use classification at key portions of the study area. It is envisioned that developments within these land use areas provide a mixture of residential and non-residential uses in a planned environment. This purpose is intended to be carried out through: (1) the reliance on a market-driven approach to the appropriate uses in the various **MU** locations; (2) the requirement of a "planned development" approach to the zoning and development of the properties to insure that the uses proposed and design standards used within the development are in concert with the overall vision of this Plan; and (3) the encouraging of new development practices, such as neotraditional site planning or traditional neighborhood development planning, that place an emphasis on pedestrian-friendly designs, integration and mixture of residential and commercial uses, and sensitive site planning and design which creates a sense of place within the development. It is envisioned that **MU** land use areas target relatively large, contiguous land areas that can be developed according to a unified plan in a high-quality, master-planned setting rather than on a lot-by-lot basis. The uses and standards in this category are intended to promote flexibility and innovation in site design

and enhance the environmental quality and attractiveness of the area, enhance the natural or scenic qualities of the environment and protect the public health and safety.

- A. Appropriate Uses:** The MU category is intended for the following principal uses: single-family residential; multiple-family residential; general and personal offices; commercial and retail services, and institutional/public uses. Low Density Residential uses, Office/Distribution, and Industrial uses are not recommended.
- B. Density:** Since the MU classification permits a mixture of permitted uses within a master-planned environment, the following densities are recommended:
- Single-Family Residential = range between 4 and 7 units per gross acre
 - Multiple-Family Residential = maximum of 20 units per gross acre
 - Institutional/Office Uses = maximum F.A.R. of 0.70 (0.70 square feet of building floor area to every one square foot of site area)
 - Commercial/Retail Uses = maximum F.A.R. of 0.50 (0.50 square feet of building floor area to every one square foot of site area)

These permissive densities are recommended so that innovative and flexible site design can provide density to encourage neotraditional planning concepts, while at the same time, preserve natural features on remaining land which can act as land use buffers or public open spaces for sites within the area or between MU and adjacent uses.

- C. Planned Environment:** This plan strongly recommends the preparation and adoption of design and architectural standards for developments in the MU category so that the overall character of the area is enhanced.

Policies Related to Office/Distribution Areas

The purpose of the **Office/Distribution (OD)** land use category is to foster stability and growth in high quality office and office/distribution, research and development, and similar industries that are enhanced by access to transportation networks and that provide desirable employment opportunities for the general welfare of the community. It is envisioned that **Office/Distribution** land use areas target relatively large, contiguous land areas that can be developed according to a unified plan in a high-quality, campus-like setting rather than on a lot-by-lot basis. The uses and standards in this category are intended to promote flexibility and innovation in site design and enhance the environmental quality and attractiveness of business parks in the community, enhance the natural or scenic qualities of the environment and protect the public health and safety.

- A. Appropriate Uses:** The OD category is intended for the following general categories of uses: office/distribution, showroom/distribution, office uses, research and development, and related personal and professional services primarily intended to serve the employees and visitors of the OD area

- B. Density:** Since the **OD** category is targeted to be a planned environment, the total floor area-ratio of the **OD** area, and any individual site within the area, should not exceed 0.5 (0.50 square feet of building floor area to every one square foot of site area). This density, combined with strict site design standards and zoning regulations (i.e. setbacks, building heights, landscaping requirements, etc) will permit the uses desired
- C. Recommended Zoning District/Planned Environment:** In the absence of an appropriate zoning district, this plan strongly recommends the preparation and adoption of a new zoning district and design and architectural standards for the **OD** category so that the overall character of the area matches the uses and development vision included in this Plan. The new district should include standards which ensure that the proposed development incorporates the use, bulk, and site design standards applicable to a modern, integrated planned business environment. The site plan should include provisions for land use buffers, compatibility of adjacent uses, and an overall landscaping and architectural unity plan.

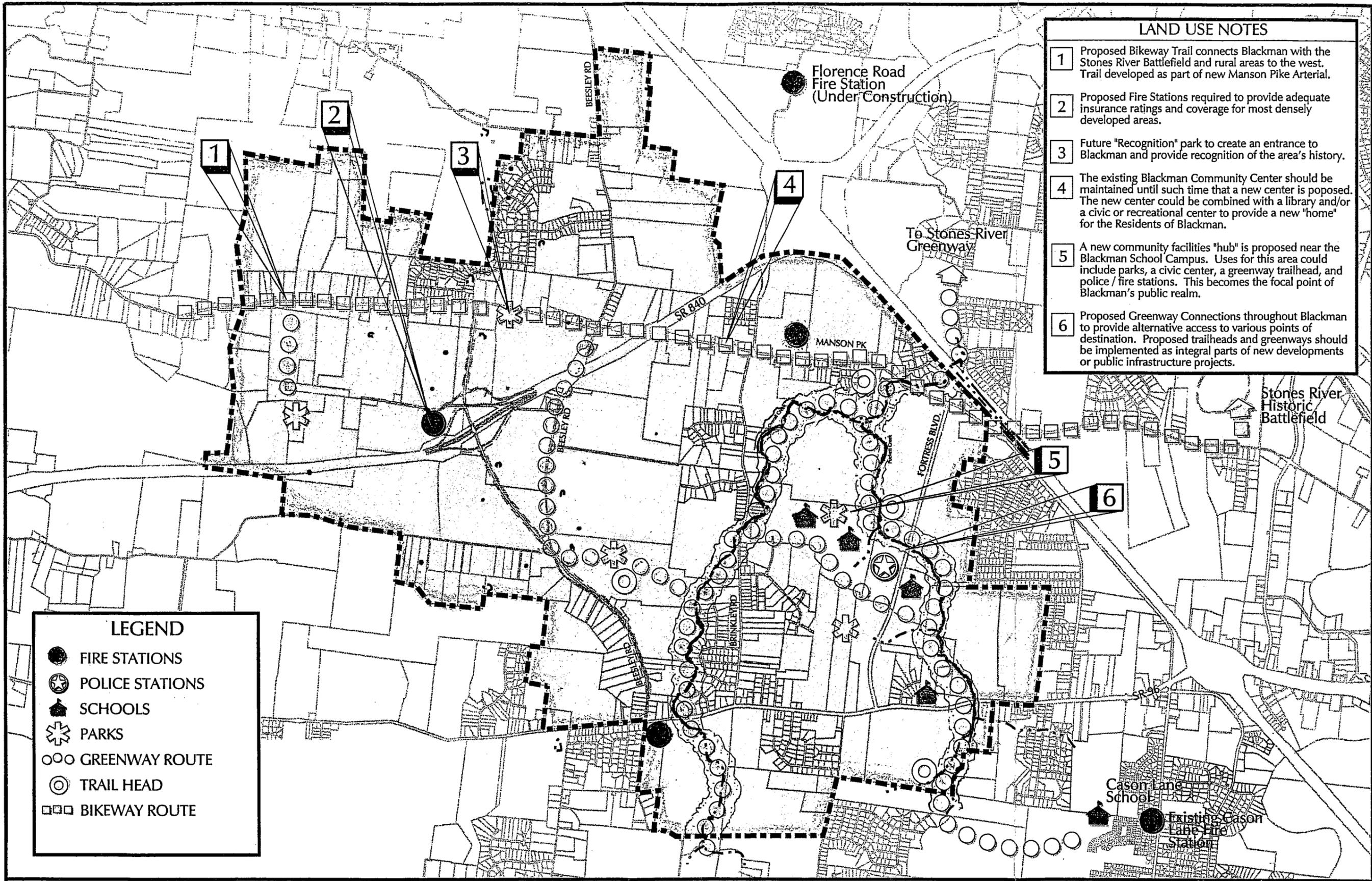
3.6.3 Policies Related to Infrastructure and Community Facilities

In addition to outlining the general land use vision for Blackman's future, this Plan also recommends policies concerning community infrastructure and facilities for the area. Outlined below are several policy statements that help guide the land use and development decisions over the planning period.

- A. Policies Related to the Public/Institutional Land Use Classification:** This Plan recognizes the importance of providing adequate public, institutional, open space and recreational opportunities for the current and future population of the Blackman community. The continuation of existing public and institutional uses and facilities is assumed in this Plan. New developments in the **Public/Institutional (P/I)** category should be guided by the following
- **Appropriate Uses:** Areas designated as **P/I** are existing and proposed areas of major institutional or educational uses, active and/or passive recreational use, areas containing environmentally sensitive or significant areas, and major public facilities. The use of these areas for other than recreation-related activities, permanent open space, or existing public uses is not recommended
 - **Suitability of Activities:** The suitability of proposed activities with the potential for a high degree of impact on support services and/or the surrounding area should be evaluated and determined on a case-by-case basis, based on the ability to satisfactorily resolve the undesirable impacts of the proposed uses.
 - **Intergovernmental Coordination and Development of P/I Areas:** The City should coordinate with other state and local government agencies or bodies in order to develop public facilities and/or service centers in areas which contain existing public uses in order to create a "Civic Hub" for Blackman. Through this coordinated planning effort the creation of a critical mass of civic or public uses in one area can occur, thus helping to develop a cultural and civic "heart" for Blackman.

- **Locational Criteria and Adequacy of Services:** It is the express policy of this Plan to provide services and facilities under the P/I category commensurate with the current and future demands of the community's population. Exhibit IX, on the next page, indicates both existing and proposed community facilities in the area (as of October 2000). This exhibit will assist the City in determining the most appropriate locations for future facilities and thus enable the potential purchase, dedication, and/or construction of suitable sites concurrent with proposed private developments.

B. Provision of Greenway and Bikeway Connectors by Private Developments: This Plan strongly encourages the continued development of a regional greenway/bikeway network within Rutherford County. To provide the Blackman community's contribution to this effort, this Plan recommends that all new developments incorporate the proposed greenway network (shown on Exhibit IX) into their development plans. Furthermore, private developments should be encouraged to dedicate the land, integrate the design and construct the proposed greenway or bikeway (per current City/County standards) for that portion of the proposed greenway on their property.

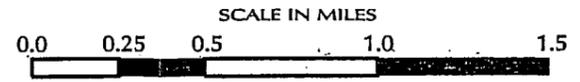


- ### LAND USE NOTES
- Proposed Bikeway Trail connects Blackman with the Stones River Battlefield and rural areas to the west. Trail developed as part of new Manson Pike Arterial.
 - Proposed Fire Stations required to provide adequate insurance ratings and coverage for most densely developed areas.
 - Future "Recognition" park to create an entrance to Blackman and provide recognition of the area's history.
 - The existing Blackman Community Center should be maintained until such time that a new center is proposed. The new center could be combined with a library and/or a civic or recreational center to provide a new "home" for the Residents of Blackman.
 - A new community facilities "hub" is proposed near the Blackman School Campus. Uses for this area could include parks, a civic center, a greenway trailhead, and police / fire stations. This becomes the focal point of Blackman's public realm.
 - Proposed Greenway Connections throughout Blackman to provide alternative access to various points of destination. Proposed trailheads and greenways should be implemented as integral parts of new developments or public infrastructure projects.

LEGEND

- FIRE STATIONS
- POLICE STATIONS
- SCHOOLS
- PARKS
- GREENWAY ROUTE
- TRAIL HEAD
- BIKEWAY ROUTE

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COMMUNITY FACILITIES

BLACKMAN COMMUNITY LAND USE PLAN

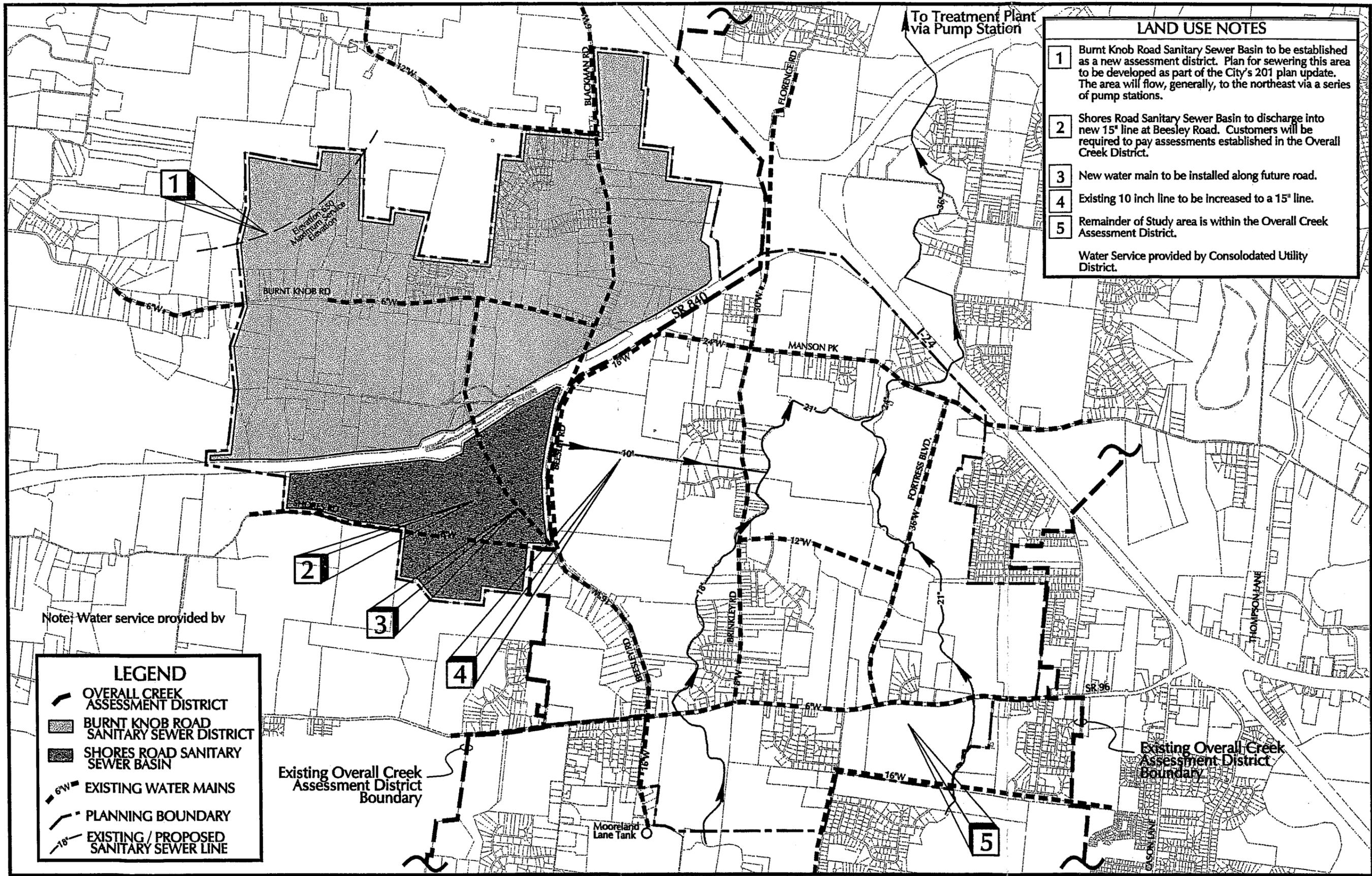
EXHIBIT IX | PAGE 3-22

C. Provision of Essential Infrastructure Concurrent with Development: Within the planning area, all essential public facilities, services and utilities should be provided prior to or concurrent with development occurring. Essential infrastructure items include: roadway access (both local roads and facilities serving the development), public water for both domestic use and fire protection, sanitary sewers, and storm drainage facilities. Exhibit X, on the next page, identifies the key "regional" infrastructure items needed in the area to provide adequate service for the anticipated growth and land uses. In the provision of this infrastructure, the following policies would apply.

- The responsibility for the provision of essential services is shared by the private and public sectors. Very large "regional" facilities are clearly a public responsibility. Localized facilities benefitting primarily individual developments are a private responsibility. Sometimes, "localized" facilities should be designed to serve a sizable area (beyond the scope of the initial site) in the vicinity of a particular development. In such cases, joint public-private participation should be encouraged to assure proper initial facility design. In all cases, however, this Plan strongly recommends that the required right-of-way (as indicated on this Plan or the City/County Official Transportation Plan) of any public street be dedicated by a proposed development prior to its approval
- All proposed developments, which involve the provision of new public or private roads, should be required to provide sanitary sewers, public water facilities adequate for urban fire protection, and storm drainage facilities
- In new growth areas, where existing sanitary sewers are not reasonably accessible or extensions would be required, compliance with the requirement of sewers should be achieved by the developer. If the extension benefits adjacent properties or upsizing of the line is required to provide capacity for additional acreage, the City should provide the developer with a means to recapture the investment made which is above and beyond the facilities needed to serve the developer's property
- In many predominantly rural areas recommended for eventual urbanization, pressure often occurs for development along existing public roads where required sanitary sewers and water are not available at urban standards. In such situations, low density development should be accommodated based on the following criteria: (a) such development will not adversely affect water service to existing development; (b) lot design and site development are conducive to easy resubdivision of the property to increase densities after sewers become available. Such development should also be permitted according to the above criteria where the extension of an existing water line is necessary.

D. Stormwater Management Policies: The potential urbanization of the City's fringe could produce significant effects on properties which are located adjacent to rivers, streams, or waterways within the area. The City has had a successful history of coordinating stormwater measures throughout the community and limiting the impact of stormwater runoff in developing areas. This stormwater program should be extended into the Blackman area. At the same time, this Plan encourages the periodic review of current stormwater management measures in the City and the provision of revisions, where necessary, to ensure the mitigation of potential negative effects due to increased urbanization in the Blackman area. In general, the following policies should be reviewed for their applicability to proposed developments within the study area:

- All proposed development or redevelopment sites shall be required to meet current NPDES requirements regarding stormwater runoff and stormwater quality management practices.
- Stormwater quality management practices should be proportionate to the land use, pollutant discharge potential and proximity to regional stormwater management facilities and practices for each site. The Plan encourages the use of Best Management Practices to limit the discharge of stormwater pollutants offsite to pre-development levels to the maximum extent practicable.



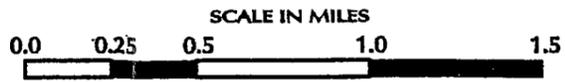
- LAND USE NOTES**
- 1 Burnt Knob Road Sanitary Sewer Basin to be established as a new assessment district. Plan for sewerage this area to be developed as part of the City's 201 plan update. The area will flow, generally, to the northeast via a series of pump stations.
 - 2 Shores Road Sanitary Sewer Basin to discharge into new 15" line at Beesley Road. Customers will be required to pay assessments established in the Overall Creek District.
 - 3 New water main to be installed along future road.
 - 4 Existing 10 inch line to be increased to a 15" line.
 - 5 Remainder of Study area is within the Overall Creek Assessment District.
- Water Service provided by Consolidated Utility District.

Note: Water service provided by

- LEGEND**
- OVERALL CREEK ASSESSMENT DISTRICT
 - BURNT KNOB ROAD SANITARY SEWER DISTRICT
 - SHORES ROAD SANITARY SEWER BASIN
 - EXISTING WATER MAINS
 - PLANNING BOUNDARY
 - EXISTING / PROPOSED SANITARY SEWER LINE

Existing Overall Creek Assessment District Boundary

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LAND USE PLAN

EXHIBIT X PAGE 3-25

3.7 Miscellaneous Land Use Policies

In addition to the general and specific land use policies that correspond to the land use areas designated on the Future Land Use Map, this Plan also includes several "special" policies dealing with various aspects of overall development throughout the land use categories. These policies are identified below.

3.7.1 Policies for Areas and Sites with Historic Significance

This plan supports the protection and preservation of historic features within the Blackman area. Historically significant areas or sites shall be defined as sites, structures, or areas identified on the National Register of Historic Places or any other comparable state or local register of historic places. The following policies apply to areas and sites which are historically significant:

- A. Emphasis should be given to the upkeep and enhancement of publicly owned historic features.
- B. Owners of private property that contain historic features should be encouraged to preserve those features in conjunction with any proposed development of the site and work closely with any public and private historical commissions in the City of Murfreesboro, the Rutherford County area, or State of Tennessee.
- C. The potential impacts of proposed developments adjacent to historic sites or areas should be carefully considered, and appropriate measures should be required of the proposed developer to mitigate any adverse impacts of the proposed development on the historic site.

3.7.2 Policies for Nonconforming Activities

The following policies shall apply to existing development that is not in conformance with the policies and other provisions covered under this Plan.

- A. The territorial expansion or on-site intensification of existing activities that are not in conformance with the land use policies outlined in this report is not recommended
- B. Existing activities that already exceed the specified intensities for the area should not be further intensified.
- C. Proposals which would result in the termination of an existing nonconformity and move toward conformity with the policies for the area should be considered on their merits. Changes in use that would not reduce the degree of policy nonconformity are inappropriate.

3.7.3 Policies for Accommodating Selected Uses Based on Locational Criteria Independent of the Future Land Use Map

Consideration may be given to accommodating small-scale offices for transitional purposes and convenience retail activities based on the locational and other criteria contained in this section. Conformance of these uses with the Future Land Use Map is not required; however, the applicable criteria for each specific proposal are as follows.

A. Small-Scale Transitional Offices: Small-scale office activities used principally for transition and buffering between residential uses and incompatible non-residential activities may be considered on their merits in accordance with the following guidelines and criteria.

- The proposal should conform to the land use and intensity policies of the **Office** land use category
- The requirements of this plan regarding support services should be met.
- Some measure of hardship (i.e. the proposed site should be subject to adverse impacts of an existing, adjoining, incompatible, non-residential land use that cannot be reasonably mitigated through landscaping, fencing, screening, or similar methods of buffering) or economic necessity (i.e. market study indicating a demand for additional office space in the area).
- The site should be suitable for the proposed use based on its physical site characteristics. Sites that are steeply sloping, prone to flooding, or contain other sensitive environmental features, are inappropriate.
- The site should be of sufficient size and suitable shape to satisfactorily accommodate the proposed use and achieve an acceptable design relationship with the adjoining uses and include suitable landscaping and buffering
- Access to the site should be from the adjoining non-residential area or a side street that leads directly into the non-residential area, and safe ingress/egress should be assured. To the extent practicable, transitional office sites with double frontage should be avoided. Where double frontage is necessary for adequate site size, access should be provided that has the least adverse impact on the residential area.

B. Nodes of Convenience Retail Uses: Nodes of convenience retail activities may be considered based on their merits in accordance with the following guidelines and criteria.

- The proposal should conform to the land use and intensity policies and size criteria for retail uses that apply to the **Commercial** land use category.
- The requirements of this plan regarding support services should be met.
- The site should be suitable for the proposed use based on its physical site characteristics. Sites that are steeply sloping, prone to flooding, or contain other sensitive environmental features, are inappropriate.

- The site should be of sufficient size and suitable shape to satisfactorily accommodate the proposed use and achieve an acceptable design relationship with the adjoining uses. The proposal should meet all design standards and policies presented in this Plan.
- The site should be at or near the intersection of two streets that are either both arterials, or one is an arterial and the other is a collector.
- The need for such uses should be supported by a market analysis/study.

3.7.4 Environmental Sustainability Policies

The purpose of these policies is to protect environmentally sensitive areas from unplanned, environmentally negligent development. All proposed development sites located in an "Environmental Overlay Area" shall be required to submit a site plan for review and approval by the City prior to zoning or building permit issuance. These site plan review provisions shall insure that sensitive natural areas are protected from harmful development.

The Future Land Use Map does not indicate the specific areas to be considered Environmental Corridor Overlay areas. Generally, the category applies to areas within the 100-year flood plain along major streams and rivers, and to areas with steeply sloping sites, and to areas with significant karst features. In areas subject to flooding that are already developed, solutions to alleviate the flooding problems are intended. In areas subject to flooding that are underdeveloped, the intent is that they be preserved to the greatest extent possible and/or developed in a planned/innovative approach that minimizes flood plain reclamation and includes an appropriate amount of floodplain displacement. For areas with steep slopes (15+%), it is the intent of this Plan that the natural land form be preserved (a) to maintain the scenic beauty it provides within the community, (b) to minimize the adverse impacts associated with the significant alteration of the land form, and (c) to minimize the normally higher development costs that accompany significant alteration of the land form and/or engineering techniques employed to overcome the constraints imposed by these natural conditions. In general, the removal or significant of hills or bluffs within the planning area is not encouraged. Due to the presence of karst features throughout the planning area, septic tanks and on-site disposal systems are not permitted and strongly discouraged due to their potential negative impact on the surrounding environment.

If development is proposed in an area in which an **Environmental Overlay (EO)** occurs, the following policies apply:

- To discourage alteration and development of environmentally sensitive areas, the corresponding density of the land use category is recommended to be transferred to the buildable portion of the site (outside the EO area).
- Low intensity non-structural recreational uses that offer some beneficial use of these areas without altering them or creating impedances to flood waters may be considered on their merits, subject to the provision of adequate access, necessary services, and compatibility with the adjoining, existing or planned uses as specified on the Future Land

Use Map

- To insure that the provisions of this section and other applicable sections of this Plan are upheld in proposed developments in the Environmental Overlay category, any proposed development or reuse of existing sites or structures within the EO category shall be required to submit a site plan for review and approval prior to final acceptance.

3.8 Policies Related to Community Design Standards

Several key elements of this General Development Plan propose new and untested land use classifications, strategies, and “visions” for the future of the community and the City. The purpose of this section of the Plan is to translate these new strategies and visions into an uncomplicated, feasible framework of design standards and policies upon which future development proposals will be based.

The purpose of these standards is not to impose a single design character for the community that promotes exclusionary or “elitist” practices. To the contrary, these standards seek to:

- Promote economically-sustainable and environmentally-sensitive development practices that prevent the erosion of the community’s economic, social, and aesthetic well-being;
- Ensure the preservation and protection of both public and private investments already occurring within the community by regulating the design and operational standards of developments located at the critical interfaces within the community (i.e., residential uses adjacent to non-residential uses, etc.);
- Preserve the historic and environmentally-sensitive qualities of the community which assist in defining the community’s heritage and character.

The following design standards shall be considered the guiding “vision” for the overall framework of site development regulations. These guidelines define the intent of the community; the land use and design ordinances created as a result of this Plan shall be the implementation tools to codify this intent. Generally, the design policies center on three broad categories of community design elements, **Entryway Enhancement Policies**, **Site Design Policies** and **Architectural Design Policies**. Each of these major themes are addressed in this section.

3.8.1 Entryway Enhancement Policies

Due to its location at the northern edge of the City of Murfreesboro’s planning and city limits boundaries, the planned and proposed interstate interchanges and roadways in the Blackman community will serve as a major gateways into the area. The development which occurs along these new roadways will set the tone and standard for both public and private efforts to provide quality design and an aesthetically-pleasing landscape for the new Blackman. To this end, the following policies are recommended.

- A. Design Standards for New “Gateways”:** The following design standards are recommended for all planned or proposed roadways, identified as an “Arterial” on the Transportation Plan within the Blackman community:

1. **Street Section and Design:** All new arterial streets should be designed with a landscaped median, sidewalks, underground drainage systems, streetscape plantings and access control measures which are consistent with the policies included in Section 3.7 of this Plan. These standards may be varied for new streets proposed in previously-developed areas, such that the landscaped medians may be waived, and instead, additional streetscape plantings could be installed to provide a buffer between existing uses and the impacts of adjacent uses and the traffic carried by the proposed street.

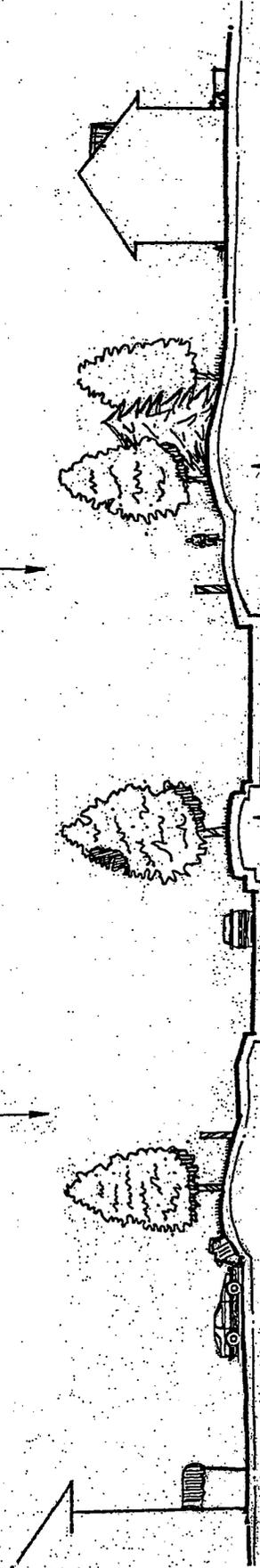
2. **Development Standards at the Public Edge:** In many areas of the City, developers and the City have recognized the importance of streetscape design in setting the design tone for the area. To build on this emerging and strengthening trend within the City, the Plan encourages all proposed developments, occurring on the proposed "gateway" streets into Blackman, should include generous setbacks and foundation design elements that provide a consistent streetscape image that includes a "look and feel" of the old Blackman. Exhibit XI indicates a few design guidelines that accomplish this desired streetscape aesthetic, including:

- **generous building and site improvement setbacks** which provide a streetscape that is uncluttered at its edge, includes complimentary community infrastructure (bikeways, greenways, sidewalks), and provides a consistent public design element (fence, stone wall, etc.) which unifies the individual developments along the streetscape;
- **street trees and parking lot hedge screening** which provide a natural buffer against the creation of "seas of asphalt" along the roadway; and
- **special signage standards** for these gateways to permit travelers and residents to identify and locate their destinations but discourage the use of signage for advertising.

B. Public-Sponsored Entryway Landscaping: The City should evaluate the potential for public landscaping improvements at selected locations to enhance the entryways to the Blackman community. New design standards for future developments will begin to alter the aesthetic appeal of emerging development areas, and these new public improvements could then be the catalyst for enhanced efforts on the part of private development. Additionally, the planned and proposed freeway interchanges offer the opportunity for the creation of landscaped gateways into the community. Arrangements with the Tennessee Department of Transportation could permit the installation of trees, shrubs, and flower plantings within the existing and proposed rights-of-way. Several large areas could be seeded in wild flowers to give a pleasant foreground view as one enters the community. Specific plant materials could be utilized to insure low maintenance costs for the City.

Streetscape includes generous setback and fencing detail to provide consistent Blackman "feel"

Bikeway / Greenway trails incorporated into the development of streetscapes

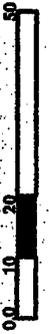


Hedge screening and street trees "soften" commercial edge

Arterial Roadway design standard to include landscaped median

Streetscape includes residential buffer, fencing, and landscaping to provide consistency throughout community

BLACKMAN COMMUNITY



3.8.2 Site Design Policies

This section includes site design and performance standards and policies applicable to new development proposals within the study area.

A. Design Guidelines for Mitigating Incompatibility Between Land Uses

Three broad areas of site development design can be used to help mitigate the adverse impacts occurring at the interface of incompatible, adjacent land uses. The following transitional bufferyard guidelines, landscape screening guidelines, and operational standards are to be utilized to diminish the impact of higher intensity land uses (i.e., Commercial, High Density Residential, etc.) on lower intensity uses (Low Density Residential, Public/Semi-Public, etc.). Presently, the City's newly-adopted landscape ordinance is requiring much of the landscaping requirements outlined below. These policies are proposed to assist all parties in understanding the overall intent and need for these landscaping standards.

1. General Transitional Bufferyard Policies: While the Future Land Use Map designates general areas appropriate for varying land uses, it does not illustrate the need for buffering between potentially conflicting land activities, such as office/distribution or commercial uses adjacent to residential areas or residential uses of differing densities. Decisions concerning the buffering between conflicting land uses should be guided by the following policies.

- **Necessity of Buffer Areas:** Buffers should be provided when a proposed development could result in a land use conflict with adjacent activities. Generally, the burden of providing adequate buffers should be with the more intense development.
- **Physical Barriers as Buffers:** Existing physical barriers should be used to separate and buffer incompatible land uses, where possible. These physical barriers include natural features, such as ridges, steep breaks in topography, rivers, streams, lakes, and flood plains; or man-made barriers, such as streets, alleys, rail lines, utility or scenic easements, tree lines, shrub lines, and fences or screens.
- **Land Use Activities as Buffer Boundaries:** In many cases, particular land use activities can serve as an effective transition between incompatible activities. Land use activities intended as buffers should be used primarily to protect residential areas from the adverse impact of high intensity commercial and non-residential activities. Buffer land uses include low-rise offices, surface parking facilities, and limited impact community services, such as churches. High intensity residential uses may be appropriate, provided they are also afforded the protection required to ensure privacy and freedom from nuisances of non-residential development. Additionally, open space areas, such as cemeteries, parks, and natural areas, should serve as buffers, where convenient and appropriate.

2. Buffer Policies for Areas Where No Natural or Man-Made Features Occur:

The policies in this section are intended to apply along the interfaces of abutting land use categories in which the boundary between the land use categories does not follow an existing natural or man-made feature that forms and provides an effective barrier and separation between the adjoining land use categories.

- **Landscaped Bufferyard Policy:** Effective landscape screening and the provision of maintained open space or bufferyards can provide effective transitions between adjacent land uses which may be in conflict. Bufferyards are required wherever proposed developments interface with areas in which the existing land use classification or zoning district varies significantly from the permitted uses, densities, or standards of an adjacent land use classification or zoning district. In general, the City's existing landscape bufferyard ordinances provide for the development of new bufferyards where land use conflicts occur. This Plan strongly encourages the implementation of these bufferyard policies for all new developments in the study area as an effective tool for creating high quality residential and commercial neighborhoods in Blackman.

3. Landscape Screening Policies: Landscape and/or visual screening shall be provided in all new developments to ensure that incompatible uses are separated and obnoxious and offensive views are diminished. Screening should be provided when a physical and visual separation between conflicting uses is required. Screening guidelines and transitional bufferyard standards shall be used in tandem to mitigate potential conflict areas. The following design criteria shall be utilized in the design of adequate screening:

- Existing vegetation and/or natural screens (i.e., topography) shall be preserved to the greatest extent possible and utilized as screening measures.
- Screening measures shall not block or obscure pedestrian and/or vehicular vision at the intersection of streets or private drives.
- Screening measures shall not alter or impede the natural flow of stormwater runoff.
- Screening measures shall create a minimum six foot high opaque barrier between incompatible uses or at obnoxious/offensive views. Flexibility in attaining the required height is encouraged, with earthen berms, opaque landscaping, masonry walls, or combination thereof being the preferred options to achieve screening.
- Screening criteria may be relaxed when the offensive area to be screened is located so as to diminish its impact on adjacent existing or proposed developments or roadways.

B. Operational Standards and Policies

The unique nature and operation of various developments can have significant impact on adjacent properties. Accordingly, the level of lighting, signage, noise, and odor are regulated by this Plan. The following general criteria will be utilized in the review of all site development proposals:

Lighting

- Lighting shall be directed away from less intense adjacent uses and the intensity shall be the minimum required to maintain adequate levels of pedestrian and vehicular safety.
- Fixtures and poles shall be compatible and proportional in style, height, and size to adjacent and/or associated buildings. In no case shall site or parking area lighting cast illumination beyond property boundaries.

Signage

- Signage shall not detract from the continuity and/or identity of the community's streetscape.
- Signage shall be used for identifying properties or projects, not for advertising. Accordingly, the general policy for size, locations and setbacks of proposed signs shall be consistent with those adopted in the Battlefield Protection overlay district. Furthermore, Appendix C indicates additional signage standards that can provide the City with an outline of more restrictive signage regulations for Blackman.
- Signage shall be permitted for on-site businesses only.
- Temporary signage shall be permitted only as a last resort, and the temporary sign use period shall not extend beyond 90 days.

Noise--Noise levels of uses occurring adjacent to residential uses shall not exceed 70 dB without appropriate auditory screening provided.

Odors

- Site development and layout design shall account for the prevailing wind patterns in their design so as to minimize offensive odors being transferred to adjacent properties.
- Mechanical devices or structures shall be used by businesses to eliminate the migration of offensive odors into adjacent residential areas.

Design Guidelines for Site Improvements

Four broad areas of site improvement design guidelines are proposed to ensure the development of high quality, environmentally-sensitive and aesthetically-pleasing projects. Exhibit XII provides a framework for site development guidelines to be utilized in the review of proposed developments.

- 1. Site Layout and Grading and Access Control Guidelines:** Site layout grading and access control guidelines are promulgated to ensure that: (a) proposed development respect the existing natural environment at the property; (b) private property improvements do not adversely affect public rights-of-way or adjacent private properties; and potentially offensive and incompatible uses are situated on the property to lessen their impact on adjacent properties. The following general design criteria will be utilized in the review of all site development proposals:

Site Layout

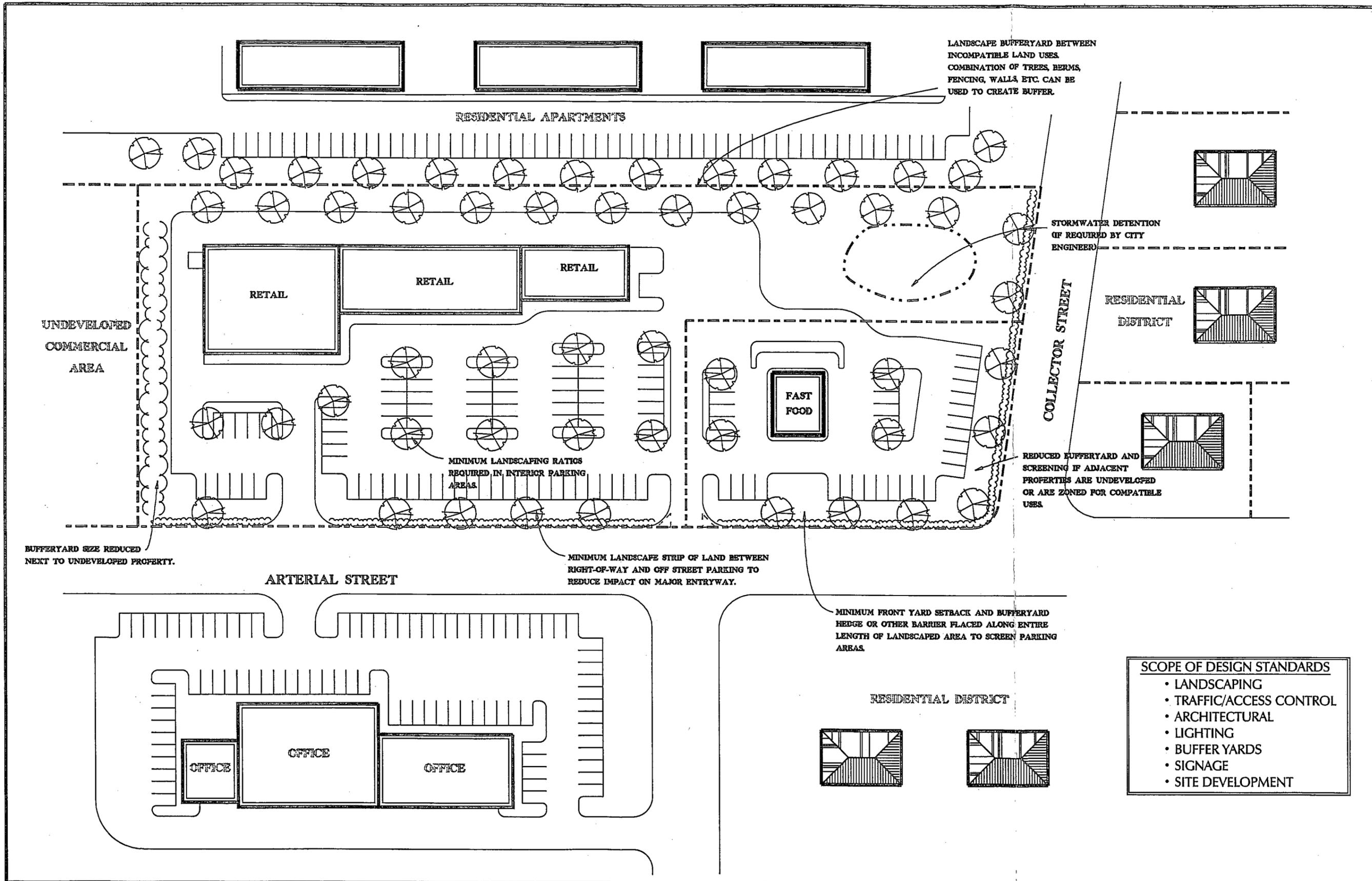
- Site coverage (i.e., building, parking, and walk/drive areas) for all sites should not exceed 80 percent of the total site area.
- Offensive site elements shall be located on the site so as to minimize their adverse impacts on adjacent properties.
- All developments occurring along arterial or collector streets shall include public sidewalks across their entire road frontage(s).

Site Grading

- Proposed site grading shall minimize the disturbance of existing topography and maximize the preservation of existing vegetation.
- Stormwater detention areas shall be designed to ensure that peak post development stormwater runoff at site boundaries do not increase significantly from pre-development rates. Detention areas shall be designed to become a viable and maintained landscape element of the property. Unkept, overgrown detention areas are not acceptable.
- Artificially-created slopes shall not exceed 3:1 (horizontal to vertical) without proper engineering practices utilized to ensure the integrity and visual appearance of the slope.

Access Control

- Entries to private properties from public streets shall be designed by professional engineers and shall be kept to a minimum. Private access shall not endanger or reduce the carrying capacity or safety of public streets.
- See Section 3.9 for additional access control policies.



- SCOPE OF DESIGN STANDARDS**
- LANDSCAPING
 - TRAFFIC/ACCESS CONTROL
 - ARCHITECTURAL
 - LIGHTING
 - BUFFER YARDS
 - SIGNAGE
 - SITE DEVELOPMENT

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NON-RESIDENTIAL DESIGN GUIDELINES

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Site Landscaping

- Landscaping shall be required to screen parking areas from adjacent public rights-of-way and loading areas from adjacent uses.
- The use of native plant materials is encouraged. The planting heights and sizes of various materials shall be sufficient to ensure their sense of presence and mitigate the micro climate impacts caused by the proposed development.
- All landscaping elements shall be installed and maintained in good order by the developer and shall conform to the species and size of species criteria outlined in the American Standard for Nursery Stock developed by the American Association of Nurserymen, Inc.

2. Guidelines for the Preservation of Natural and Built Environment: The rich history of the Blackman area contributes significantly to the community's quality of life and sense of place. The preservation of these historical features, both natural and manmade, shall be required of all site development proposals.

- **Design Guidelines for Historic Structures--**Because this plan supports the protection and preservation of historic features, the following policies apply to areas and sites which are historically significant. Historically significant areas or sites shall be defined as sites, structures, or areas identified on the National Register of Historic Places or any other comparable state or local register of historic places. See Section 3.7 for policies related to historic preservation.
- **Design Guidelines for the Preservation of Existing Trees and Vegetation--**To the greatest extent practicable, proposed development plans should seek to retain healthy, mature trees and vegetation on the site. To this end, the ground elevation should not be altered and disturbance of the ground surface should be minimized within the drip line of mature trees.

3.8.3 Guidelines for Architectural Character

The character of the community is largely formed by the appearance of its major roadways, business areas, and residential neighborhoods. Architectural guidelines ensure that the public and private elements of each project relate to each other and provide a consistent and high quality sense of order and development in the community. The following design criteria are to be utilized in the development of new projects within the Blackman area:

A. Compatibility with Surroundings: In most cases, buildings are not viewed in isolation, but instead, in the context of other buildings and the site surroundings. To this end, the following guidelines are proposed:

- Building forms should be tailored to fit within the existing topography and site features as much as possible.
- While architectural style may vary, buildings of a proposed development should be

compatible with surrounding buildings with regard to massing, scale, proportion of openings, roof types, types of glazed openings, and degree of detail.

- The use of materials and colors compatible with buildings adjacent to a site is encouraged.
- The use of certain facade materials and colors for buildings along arterial streets is discouraged. These materials are exposed or painted metal siding or roofing, painted concrete block, and artificial stone. Full chrome colors are also discouraged, except as accents.

B. Adapting Prototypical Designs to Particular Sites: National "standard" designs should be adapted to reflect the Blackman community context, by careful siting, use of compatible materials, and landscaping of the site so that it blends with its surroundings.

C. Relationship to Streets: The "curb appeal" of the community's major entryways help define the character of Blackman. To this end, the following guidelines are proposed:

- Buildings should be oriented such that their main entrances are visible from streets and these entrances relate to the setback policies included in Section 3.8.1.
- Facades along streets should be treated in a manner which enhances interest. Displays or windows with active interior uses are encouraged; blank or undifferentiated facades are discouraged.
- "Stage-set" facades on the street are not acceptable. The materials and colors of the street face should continue on the sides and rear of structures.
- Building service areas or loading areas shall not be visible from public streets; they should be located away from streets and/or adequately screened.
- Mechanical equipment on roofs or sides of buildings shall not be visible from streets. Adequate screening must be provided.

D. Materials: To ensure a consistent and high quality design throughout the community, stone and/or brick materials shall be used as the exterior facade materials in all developments, except single-family residential. Breeko block and standard masonry concrete block materials are not considered stone/brick materials and their use is discouraged.

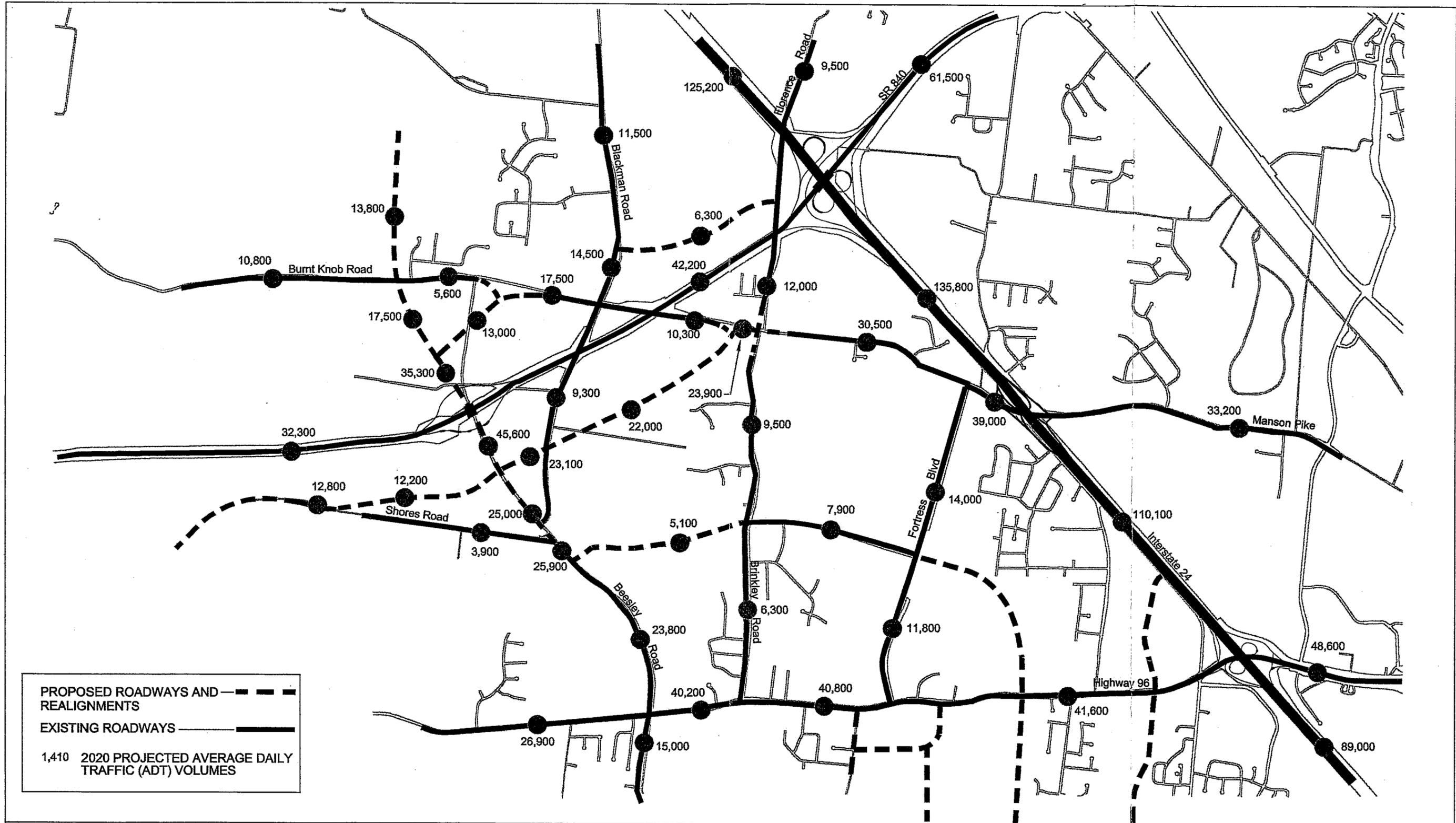
3.9 Recommended Transportation Plan

3.9.1 Introduction of Plan

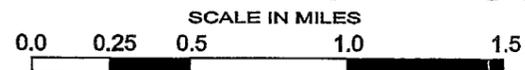
The Blackman Community Transportation Plan presents recommendations for a future transportation roadway system based on the projected growth identified in the land use plan. The goal of the transportation plan is to establish a comprehensive future roadway network that will ensure the availability of adequate infrastructure capacity for the Blackman area. The transportation plan outlines a network of roadways designed to accommodate the traffic that will be generated by the land uses and intensities projected for the Blackman area. To develop the transportation plan, projected traffic volumes were determined for the roadway system within the study area. A growth rate was applied to the existing volumes in order to develop the year 2020 background volumes. Then, the land uses within the study area were categorized into sites. Trip generation rates were applied to each site according to the typical densities identified in the Blackman Land-Use Plan. The expected trips generated by each site were added to the background traffic and distributed to the roadway network. The sum of the background traffic and the site-generated traffic yields the projected 2020 ADT volumes. These projected ADT volumes for each roadway segment are shown in Exhibit XIII.

Capacity analyses of the projected 2020 traffic volumes were conducted to ensure that the recommended roadway system will accommodate the future traffic. The analyses were used to determine the roadway cross-sections that would be required to provide at least LOS D operation for each roadway. The projected 2020 LOS that were determined for each roadway segment are shown in Exhibit XIV.

The intent of this transportation plan is to identify the roadway improvement projects that will be required to adequately serve the vehicular transportation needs of the community over the next 20 years. Also, a balanced transportation system that provides alternative modes of transportation such as bicycling, walking, and transit is an important component of the plan for the Blackman area. Bikeways and sidewalks are important elements of a balanced transportation plan and these facilities should be implemented in order to enhance mobility within the study area.



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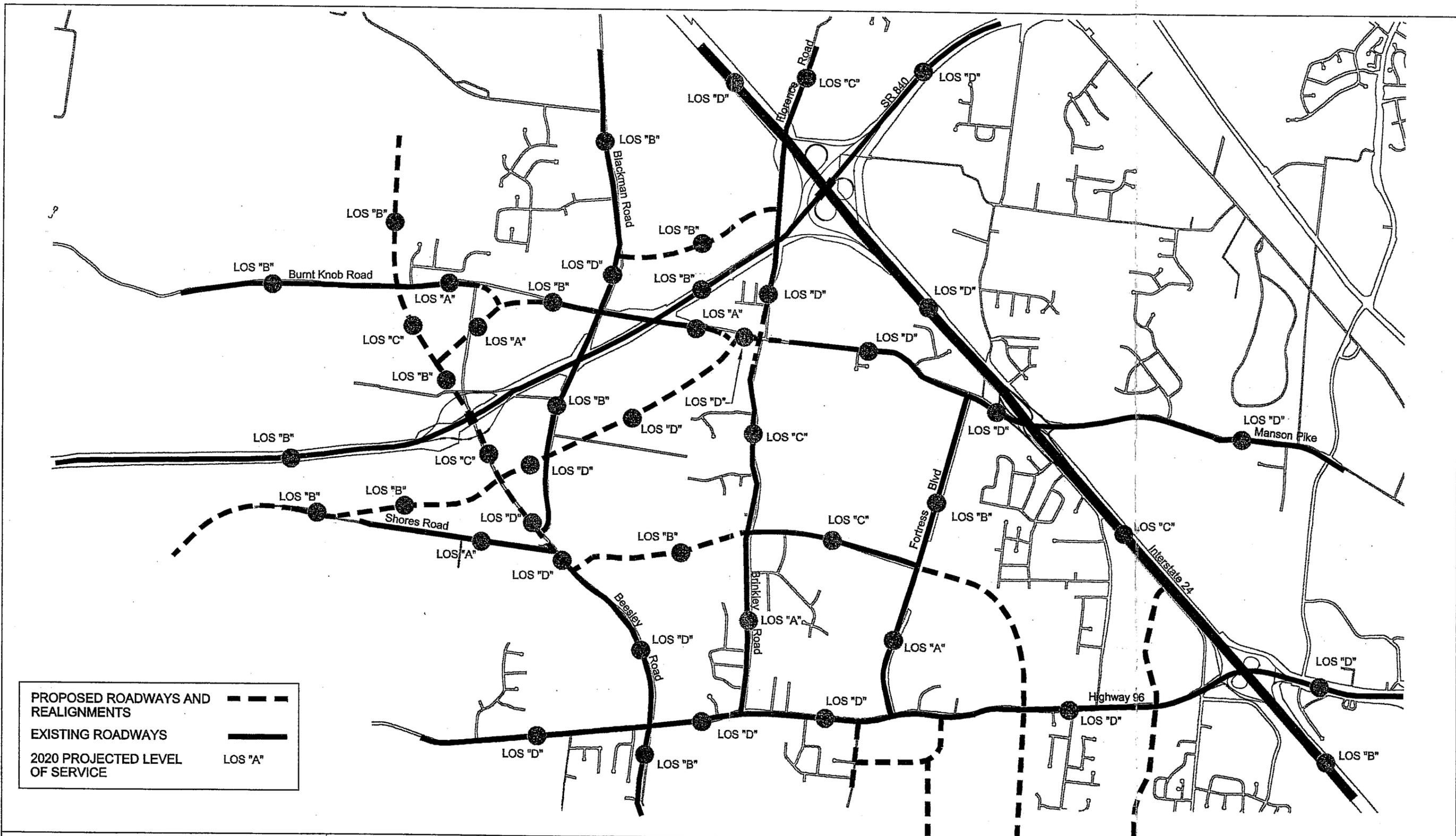
BWSC
BLANKENHORN WARDEN & GARDNER, INC.
ENGINEERS ARCHITECTS PLANNERS
LANDSCAPE ARCHITECTS AND SURVEYORS

RPM Associates
 TRANSPORTATION ENGINEERS

PROJECTED 2020 ADT VOLUMES

BLACKMAN COMMUNITY
 TRANSPORTATION PLAN

EXHIBIT XIII | PAGE 3-40



PROPOSED ROADWAYS AND REALIGNMENTS
 EXISTING ROADWAYS
 2020 PROJECTED LEVEL OF SERVICE LOS "A"

BLACKMAN COMMUNITY



BWSC
BRANNON WASHINGTON & CLANNON, INC.
TRANSPORTATION ENGINEERS
RPM Associates
TRANSPORTATION ENGINEERS

PROJECTED 2020 LEVEL OF SERVICE
BLACKMAN COMMUNITY
TRANSPORTATION PLAN
 EXHIBIT XIV PAGE 3-41

3.9.2 Accessibility Policies

The following policies are recommended to enhance mobility, accessibility, safety, and quality of life in the Blackman community.

- The Blackman Transportation Plan should be reevaluated on a regular basis to ensure that adequate transportation infrastructure is maintained for the study area. As new development occurs in the future, the traffic impacts will need to be evaluated to address future impacts on the transportation system. The Planning Commission should require developers of major projects to submit a traffic impact study that identifies the expected impacts of the project. Any necessary modifications to the Blackman Transportation Plan should be identified by the traffic impact study. Also, the traffic impact study should address specific design issues such as signalization, roadway cross-section, turning lanes, and the need for alternative transportation measures.
- The Blackman Transportation Plan has been developed to provide at least LOS D operation for the roadways within the study area. The future LOS for these roadways should not be diminished below LOS D by a proposed development. This will ensure that acceptable mobility and traffic operations will be maintained. If indications are that a specific proposed development will result in roadways operating below LOS D, then appropriate mitigation should be implemented in conjunction with the development.
 - Providing medians in arterial roadways can improve capacity, enhance aesthetics, improve pedestrian crossing capabilities, and help control access. Therefore, consideration should be given to including medians in the new arterial roadways that are proposed in the Blackman Transportation Plan. However, medians can have some negative consequences, such as limitations on access, increased U-turns, and higher maintenance costs. Therefore, the advantages and disadvantages should be evaluated before median divided roadways are constructed.
- Access control will be necessary to provide safe and efficient travel on arterial roadways. Wherever possible, commercial driveways on undivided arterial roadways should be separated by approximately 200 feet. On undivided roadways, access on both sides of the roadway should be aligned. Where this is not possible, the driveways should be offset by at least 150 feet.
- Driveway design is an important component of good access control. The maximum width of a driveway opening at the property line along an arterial or collector street should be no greater than 40 feet and minimum driveway radii of 15 feet should be provided. Joint-use driveways should be encouraged. Wherever possible, the throat length for a commercial driveway on an arterial roadway should be a minimum of 75 feet. Wherever possible, the minimum throat length for a commercial driveway on a collector roadway should be 50 feet. Throat length is the distance measured from the radius return of the driveway to the first parking aisle or driveway. There may be situations where these throat lengths conflict with the minimum setback lines that are established in the Zoning Ordinance. The throat length recommendations presented

for the Blackman area are not intended to supercede the setback lines that are allowed in the Zoning Ordinance.

- The spacing of signalized intersections has a direct effect on traffic operations along arterial and collector roadways. In order to ensure good signal progression, wherever possible, a minimum spacing of approximately 1,250 feet should be maintained between signalized intersections.
- The connectivity of streets within the Blackman community is an integral part of the Transportation Plan. In order to avoid overburdening the arterial roadways, wherever possible, street connections between adjacent neighborhoods should be made. Connections between adjacent commercial developments are also desirable and access easements between adjacent properties should be encouraged. In addition, bikeway and pedestrian connections between neighborhoods and developments should be provided.
- Local street connections should be constructed to promote mobility and "smart growth" policies. Although local streets were not emphasized in the recommended roadway network for Blackman, design considerations still apply. The purpose of local streets is to provide access to property in a manner appropriate for the type and density of the anticipated development. These local streets should be designed to provide connectivity, but discourage "cut-through" traffic between higher volume collector and arterial roadways. In order to keep travel speeds low, local streets should have design speeds of 20 – 30 mph and should not have excessive widths.
- As development occurs, bikeways, greenways, sidewalks, and trails should be included in the Blackman community. These facilities will provide alternative transportation corridors for area residents and will connect area recreation, open space, and other popular destinations together. Also, new roadways that are constructed should be designed to be bicycle and pedestrian friendly.

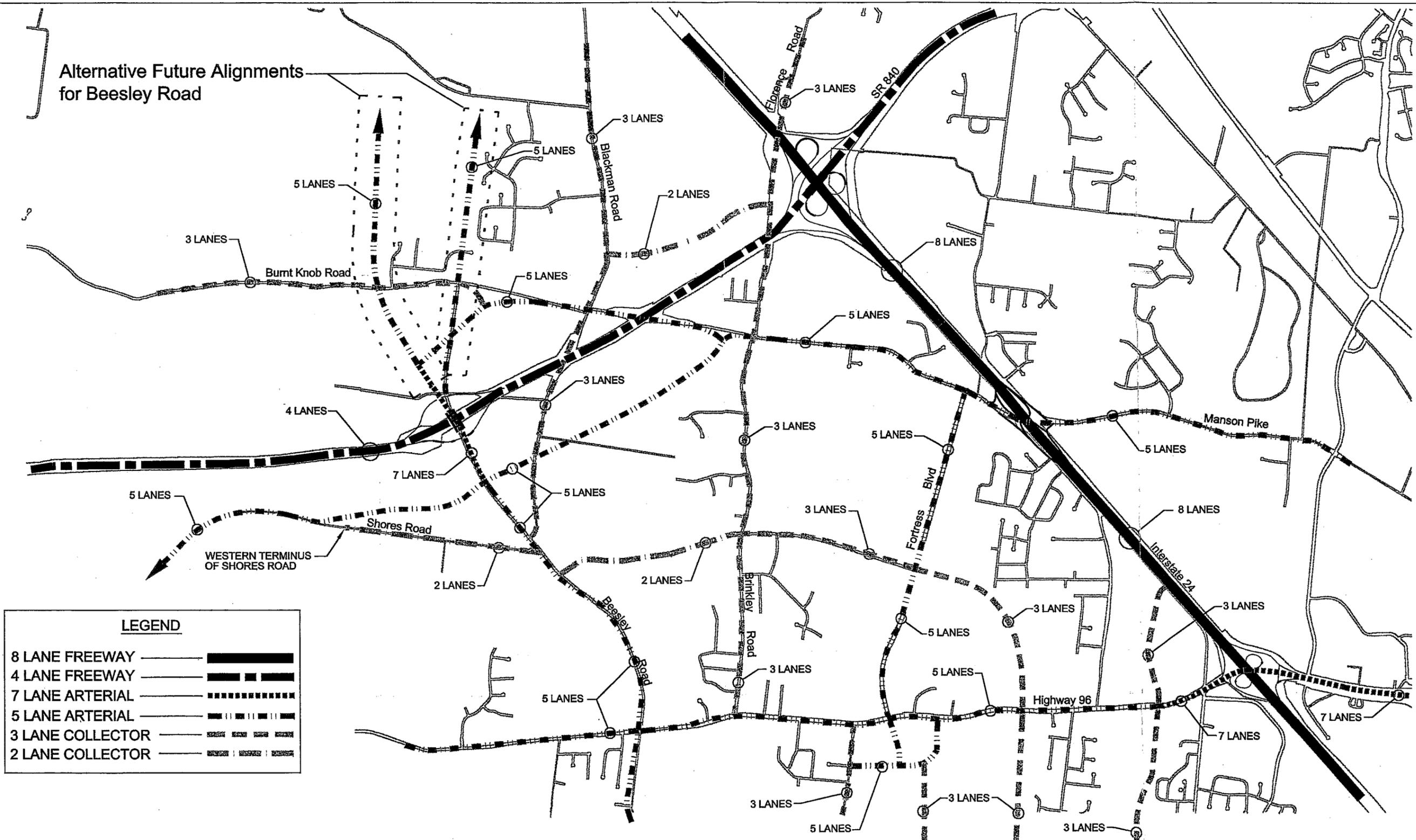
3.9.3 Transportation Network Concept Plan

The roadways within the Blackman study area were evaluated based on the projected ADT anticipated along each segment. Capacity analyses were conducted to determine the number of lanes required for each roadway that would result in an appropriate LOS. The evaluations were used to determine a recommended classification and width (number of lanes) for each roadway. The recommended roadway concept plan is shown in Exhibit XV.

The transportation plan shown in Exhibit XV identifies freeways, arterials and collectors. These roadways will form the major components of the street network. However, it is envisioned that an extensive, interconnected local roadway network will also be an integral part of the transportation network. In the future, new local roadways will be constructed as properties are developed. In order to enhance mobility and livability, it is important that the future local roadways be located and designed in a manner that provides connectivity between adjacent neighborhoods, but limits extensive through traffic volumes.

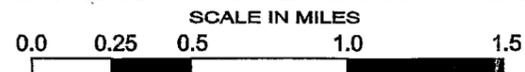
The recommended plan recognizes that a new section of Beesley Road will be constructed north of the planned interchange at SR 840. This new section of roadway, which will connect the interchange to Burnt Knob Road, will be constructed in conjunction with the interchange. The analyses conducted for this plan indicate that an extension of Beesley Road north of Burnt Knob Road would be very desirable. Therefore, the plan also includes a future extension of this new Beesley Road to the north of Burnt Knob Road. The important feature of this extension is to provide a continuous connection between the SR 840 interchange and the property north of Burnt Knob Road. Two alternative alignments of this northern extension are shown. Either alignment will provide the needed transportation connections envisioned for this plan.

Alternative Future Alignments
for Beesley Road



LEGEND	
8 LANE FREEWAY	
4 LANE FREEWAY	
7 LANE ARTERIAL	
5 LANE ARTERIAL	
3 LANE COLLECTOR	
2 LANE COLLECTOR	

BLACKMAN COMMUNITY



 BUREAU OF WATER SUPPLY BLACKMAN & COMPANY, INC. ENGINEERS ARCHITECTS PLANNERS LANDSCAPE ARCHITECTS AND INTERIORS RPM Associates TRANSPORTATION ENGINEERS	RECOMMENDED CONCEPT
	BLACKMAN COMMUNITY TRANSPORTATION PLAN
	EXHIBIT XV PAGE 3-45



CHAPTER FOUR - IMPLEMENTATION STRATEGIES

4.1 Introduction

This Plan offers a new vision for the future development of Blackman. The Plan is a public document composed of narrative and maps which set out guidelines to be used ultimately for the construction and/or reconstruction of the community's existing and future parts. The Plan is not a law in that it prescribes precise restrictions; rather, it is a document that influences land use law and regulations in the area because its recommendations have been reviewed and supported by the citizens of the community.

In implementing the policies established in the Plan, the Blackman community and the Town of Murfreesboro have several alternatives. First, the Town may choose to prescribe and define new land use regulations (zoning ordinance and subdivision regulations) which effectively translate the policies of the Plan into law. Second, the Town may make commitments to further study the policies recommended in the Plan so that new and more exact land use regulations can be formulated, reviewed, and eventually adopted. This chapter outlines the implementation strategies proposed for this Plan. The chapter has been structured to include each of the alternative methods described above. A brief commentary on each action is included so that the specific policies implemented by the action can be identified.

4.2 Zoning Ordinance Amendments

Throughout the planning process, the plan for a new Blackman clearly pointed to a need for new zoning districts and land use regulations to implement the vision. Without these new standards, the clarity of the vision would be lost and the Plan's guidelines for decision-making may prove to be insufficient in certain cases. As a result, the Plan recommends three broad categories of land use regulations be created and adopted by the Town of Murfreesboro Planning Department:

- New Zoning Districts for New Land Use Classifications
- New Regulations for Community Design Standards
- New Administrative Standards for the Review of Development Proposals

4.2.1 New Zoning Districts for the Mixed Use and Office Distribution Land Use Areas

The current zoning ordinances of the Town of Murfreesboro or Rutherford County do not contain zoning districts which correspond to the land use, density and 'vision' created in the **MU** and **OD** land use classifications found on the Future Land Use Map. Although some sections of the existing zoning ordinance accommodate various portions of this vision, there is no single zoning district that best encapsulates the framework of a comprehensive **MU** or **OD** zoning district. Consequently, this Plan recommends the drafting, review and adoption of new zoning districts which will correspond to the uses, densities and standards anticipated in the **Mixed Use** and **Office/Distribution** land use classifications. Appendices D and E present a starting point for the Town in regards to possible district use, bulk and design standards.

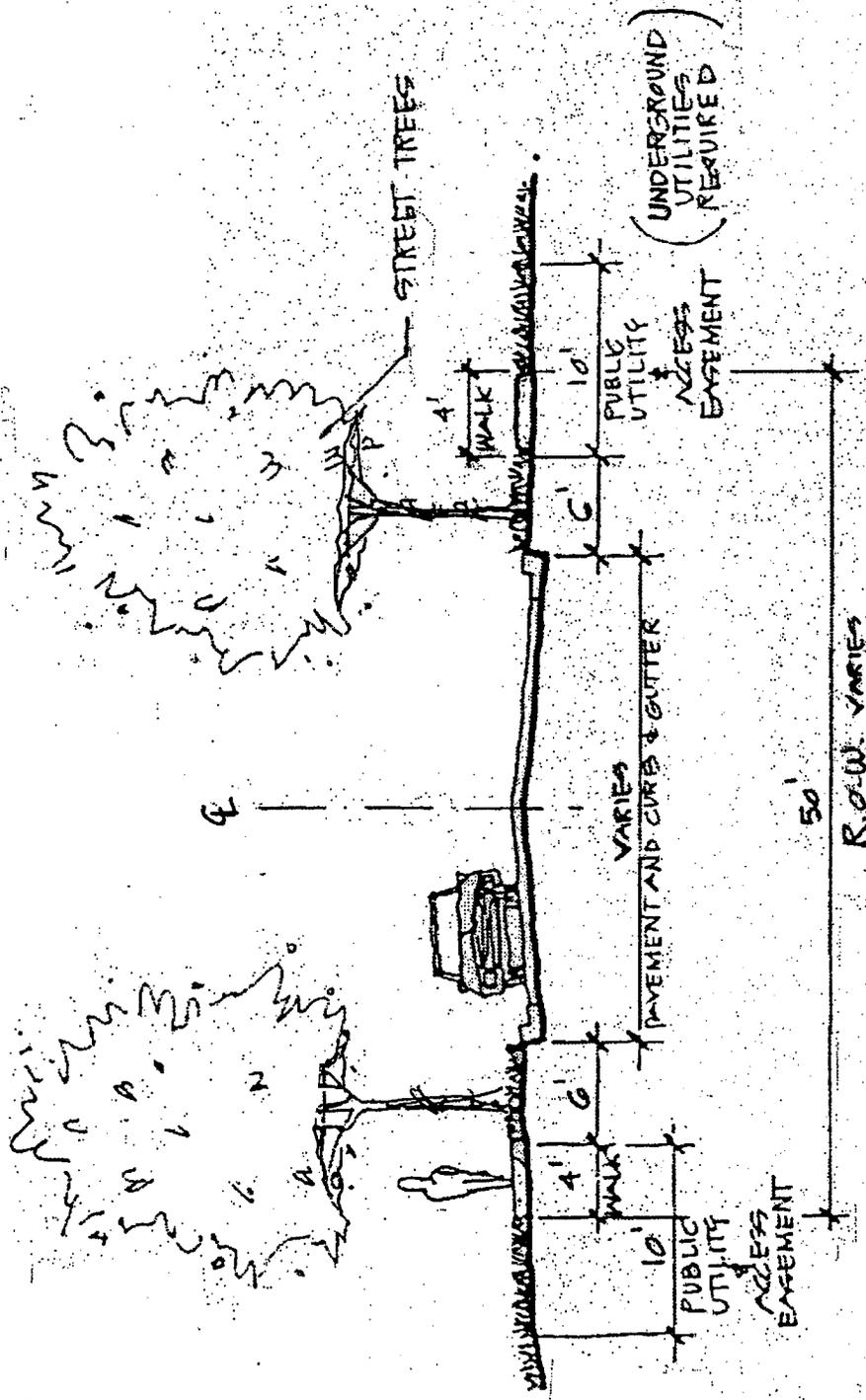
4.2.2 New Regulations for Community Design Standards

In addition to the need for new zoning districts to accommodate new land uses, the planning process also emphasized the desire for a well-designed and harmonious new Blackman. To this end, the Plan includes various policy statements regarding design standards and community design components. To aid in implementing these standards across the entire community and fairly for all new development, the following recommendations are proposed.

- A. **Design Guidelines Manual:** The general framework of design policies and standards included in Section 3.8 of the Plan should be reviewed and its most important elements documented in a proposed "Design Guidelines Manual." This manual should provide further graphic and narrative depictions of how these policies are to be implemented throughout the study area. If necessary, the manual could codify the standards in order that the recommendations of this Plan can become regulations for future development.
- B. **Infrastructure Standards Manual:** Chapter 3 included design policies and standards that recommended enhanced design standards for certain infrastructure elements, primarily those centering on street sections. More detailed review of potential street sections should be prepared and the appropriate revisions to the subdivision regulations be made to incorporate these design standards into future developments in Blackman. These revisions should include minimum right-of-way widths, landscaped median standards, access control regulations, street tree standards and underground utility requirements. Illustration 4.1, on the next page, indicates a possible framework for residential street design standards.

4.2.3 New Administrative Standards for Future Development Proposals:

A key tool in ensuring that the specifics of any given development proposal meet the expectations of the overall 'vision' of this plan is the development of new administrative procedures and development regulations. A consistent theme among the Task Force discussions and community meetings was the desire to identify the specifics of a proposed development rather than granting a 'blanket' zoning that could accommodate a variety of uses and densities which may or may not be consistent with the goals of the Plan. Accordingly, this Plan recommends that the Town and County strongly encourage that a Planned Development zoning approach be used by developers in the development of their proposals. The Town's current planned development and site plan regulations represent valuable tools for use in implementing this approach. These zoning tools will require new development proposals to clearly identify (with site plans and other data) uses, densities, design standards and other key site plan elements which demonstrate the project's overall conformance to this Plan.



BLACKMAN COMMUNITY



4.3 Implementation Methods Requiring Further Study

The proposed land use ordinance amendments will provide immediate help implementing the policies and accomplishing the goals set forth in the Plan. This part of the implementation section suggests actions for implementing some of the more advanced and progressive policies of the Plan. The suggestions contained in this section may not require immediate attention, but they should be considered 'short term' goals for the community to achieve and implement. The continued development of the community will necessitate the adoption and use of these proposed strategies.

4.3.1 Infrastructure Study - Sewer Master Plan and Assessment District for Burnt Knob Road Area

The area north of State Route 840 is currently under review in the Town of Murfreesboro's 201 Facilities Plan update (being conducted by Water and Sewer Department). This area is characterized with very karst topography and will require a series of sewer pump stations to provide adequate sanitary sewer service. Due to the potential area-wide facilities that will be required to be constructed (i.e. pump stations and lines which are sized for the entire area, not just one development site), the update of the Facilities Plan should evaluate this area in detail to determine if another Assessment District should be created to help extend service to this area of the Blackman community.

4.3.2 Infrastructure Study - Water Master Plan for Beesley Road Interchange Area

On the whole, Consolidated Utility District's water distribution network provides a solid foundation for future growth in the Blackman area. In addition to the smaller distribution lines that will be installed during development, a new main will be required at or near Beesley Road to provide service to the new development areas near the planned Beesley Road interchange. Since the overall system is looped with large diameter mains, the size of this line will be determined by the land uses proposed for the immediate interchange area.

4.3.3 Infrastructure Study - Sewer Master Plan for the Shores Road Basin

Exhibit X indicated a proposed Shores Road sewer basin that would require additional study. The Plan recommends that a detailed study of this basin be performed (based on more data regarding potential or pending development plans) to determine the potential flow to be discharged into the planned line at existing Beesley Road. Independent of the preferred service option, this area should be included in the existing Overall Creek Assessment District in order that the Town can be reimbursed for the sewer lines previously installed. The study should determine if gravity sewer is the most feasible means to service the area, or if pump stations are more efficient. Either way, it is important that a master service plan is created and implemented so that future developments will plan, design and construct public sewer facilities which benefit themselves and the broader community.

4.3.4 Infrastructure Study - Recapture Provisions for Developers

The areas within the Overall Creek Assessment District should be well served by the existing lines that have been installed by the Town. Currently, the Town's policy regarding sewer service to each property is that each development is required to extend collector lines to the trunk lines at their own cost. This policy will accommodate much of the anticipated growth within the study area, but for properties that are required to install collector lines across their property for future upstream users to tap onto, additional policies may be needed.

For each development proposal, the Town should develop an evaluation process and procedure that determines if upstream properties will need to be served in the area of the proposed development. If so, and if these properties will benefit from the proposed collector lines being installed by another development, the Town should require the developing property's sewer lines to be oversized to accommodate future flows. To provide an incentive for the developers to provide these oversized lines, an **oversize reimbursement policy and regulation** (see Appendix F for example) should be created to compensate these developing properties for upsizing collector lines across their property. Additionally, another policy or regulation that should be reviewed is a **Protection Policy and Regulation** (see Appendix F for example) that would allow developing properties to recuperate that portion of their sewer costs associated with extending the collector lines across their property and thereby creating value or increasing the value of upstream properties. The basis of the "protection" provision should be that as upstream properties develop, they are assessed a fee for tapping into a collector line at their property which has been installed and paid for by the downstream development. This fee is then returned to the downstream developer as his "protected" interest in extending sewer lines beyond what would have been required of his development otherwise.

4.3.5 Community Facilities - Greenway and Bikeway Design Plan for Blackman

Community infrastructure does not just include roads and utilities. The City and County have made tremendous strides in providing needed recreational and community facility infrastructure elements across the area, and this Plan recommends that these two entities combine to plan, design and develop an extension of the Stones River Greenway network into the Blackman area. This Greenway Design Plan should provide detailed design solutions for the area and provide regulations and construction standards that can be used by the City when new develops are proposed. The Greenway Plan should clearly identify the greenway network as integral parts of the urban infrastructure in Blackman and require new developments to install this infrastructure.

4.3.6 Community Design - Design Standards for Implementing Neotraditional Planning Techniques in the Blackman Community

Over the past several years, the concept of neotraditional planning has come of age in many communities across the United States, and some members of the Advisory Committee strongly encouraged the use of this planning tool. Although many locations within suburban settings, such as Murfreesboro, do not particularly accommodate or foster these planning techniques, the Blackman area represents one of the best opportunities within Rutherford County to implement these provisions. The Blackman area has the advantages of a good number of large tracts of relatively level land and the proximity and presence of key community infrastructure elements (i.e. roadways, utilities, schools, etc.), and both of these factors can play important roles in the successful planning of neotraditional developments. The combination of large, accessible tracts of land, little or no natural constraints to development and the Town's current planned development zoning regulations may permit developers to adopt this mode of development, if they so choose. This Plan stops short of recommending that new developments be required to implement neotraditional site planning standards, but the Plan does encourage the Town to evaluate the necessity or desirability of these techniques applied across the Blackman community.

APPENDIX A

Article from the
Nashville Business Journal

What's Next?
Experts pin down trends in Nashville

COMMERCIAL REAL ESTATE

SEPTEMBER 15-21, 2000

NASHVILLE
BUSINESS JOURNAL 39

What's next?

Experts pin down trends in Nashville



Pomeroy



Lewis



Emery

PHOTOS BY TODD STINGER

Nashville Business Journal recently brought together a roundtable discussion on Nashville's commercial real estate markets with some of the area's leaders in the industry.

Participating in the Aug. 31 discussion were: Carl Storey, president of Carl Storey Co., president of Greater Nashville Association of Realtors, Commercial Industrial Division; Pat Emery, vice president of Crescent Resources, president Nashville chapter of National Association of Industrial and Office Properties;

Lesite Pomeroy, broker with NAI Mathews Partners; GNAR, CID 2000 Realtor of the Year; Bill Lewis, Nashville Business Journal editor, and Bush Bernard, real estate writer for the paper, moderated.

Retail space

Storey: Just in talking to some retail leasing agents around town and getting their take, it appears the current vacancy county-wide is about 6 1/2 percent. And it seems that's fairly stable and not likely to fluctuate too much. It appears to me that most of the retail construction is

occurring in Cool Springs, and also that most of that development that's occurring is preleased. There's not too much speculative retail development going on anywhere. One reason that vacancy should hang in there at 6 1/2 percent is there is a need now for the retail market to absorb quite a few vacant properties.

We know that Catmike (Cinemas) just closed, and I don't think there's anything more difficult to lease than a empty theater. It's just something about that sloping floor

See ROUNDTABLE, page 47

Tech tumble buoys REIT stocks

By Bush Bernard

When it comes to the stock market, technology companies' losses have been real estate investment trusts' gains.

As stock prices for technology companies began to tumble this spring, REITs saw their stocks increase, breaking out of a two-year tumble that hit bottom in December.

"People basically took money out of

the technology sector and put it in other sectors of the market," says Louis Taylor, a senior real estate analyst with Prudential Securities.

REITs were just beginning to rebound when the technology market grew shaky, recalls Ann Melnick, a real estate analyst with A.G. Edwards & Sons.

"Some people decided they wanted more stability in their portfolio," Mel-

nick says.

Three REITs with a large presence in Nashville hit their highest point in the past 12 months in August after low points in December. A fourth hit its 52-week low point in March, just before the market soured on technology stocks.

Indianapolis-based Duke-Weeks

See STOCKS, page 41

'People basically took money out of the technology sector and put it in other sectors of the market.'

Louis Taylor
Prudential Securities

Roundtable: vacancy undiminished

Continued from page 39

and other aspects of construction in a theater that just make it a tough commodity to lease. And there's a whole bunch of those around that are going to need to be absorbed.

Of course, Uptons closed all of their stores in this market and those buildings need to be leased. And there's still a lot of empty Wal-Mart stores sitting around in this region. So, with all of those properties being vacant, I think we're not going to see vacancy factors diminish much, if any.

Bernard: Is that a good figure or bad figure, that vacancy rate?

Storey: From our point of view it's a good figure. Leasing brokers tell me things are kind of slowing down a little bit in the retail area. But they're saying that there's evidence of some caution on the part of merchants, that it's taking deals a little longer to work through the pipeline; it's taking longer to get a tenant commitment, and tenants are more picky, cautious and selective about where they're going.

Old Navy has been on a really aggressive expansion for three years, and now they're sort of slowing down a little bit and being more selective in their site selection.

As far as absorbing all of these buildings that I mentioned, I think that, you know, our market is so strong, I think that

absorption should occur in six to 12 months, something like that. It's not going to be an albatross hanging around a long time.

Finally, on retail, I think the acquisition of a commitment from Rouse and Nordstrom was a brilliant maneuver — if it works. They have a tough, tough uphill battle. The opposition is well organized and well financed. Of course, Cool Springs Galleria has joined forces with the neighbors who feel that they're negatively affected by this project. The opposition is pretty formidable. But, the reason I said it's a brilliant maneuver, it's the first time I've ever seen the city of Brentwood on the same side of the table as the developer. It seems like it usually works the other way.

Bernard: The empty Wal-Marts, the empty Uptons, who do you see coming into those spaces?

Storey: Well, it remains to be seen. There have been a lot of efforts and a lot of attempts nationwide to figure out what to do with empty Wal-Mart stores. And so far, I haven't seen that magic combination. The ceiling is too low for a good warehouse and it's not the right configuration for office space.

Pomeroy: Locations are not conducive to Class A.

Storey: Location's frequently wrong. **Pomeroy:** They don't have the ambiance of the neighborhood.

Storey: It's kind of a big unknown



'(Empty Wal-Mart stores) are like dead dinosaurs. What are you going to do with them?'

Leslie Pomeroy
NAI Mathews Partners

hanging out there that big developers have struggled with trying to solve for a long time, and there're still just hundreds of those big, old empty boxes sitting around.

Pomeroy: They're like dead dinosaurs, I guess. That's what they remind me of. What are you going to do with them?

Storey: That's right. I saw one that had been converted into a skating rink. People kept running into the columns. They've got them well padded, but it was hilarious to watch these kids skating around crashing into columns.

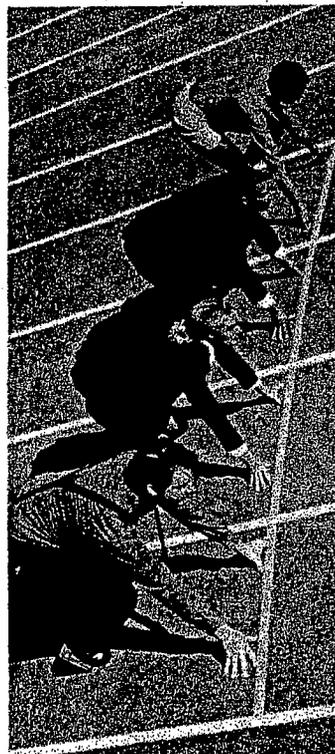
Pomeroy: There was one on Dickerson Road, I don't know if it was Wal-Mart, but it was that huge warehouse that was turned into like a film center, near the exit there. I think they've done a

pretty good job with that.

Storey: One thing that the marketplace is finally realizing is that a big box retail building is a rather specialized piece of real estate.

In my judgment, when those things are built — if you're really astute in your analysis you ought to put in a lot of economic obsolescence or functional obsolescence on the front end. Like say, a 20-year lease but after 20 years, it's dead, it's gone. I might as well just bulldoze it. Because you're not going to have a lot of residual value after the lease term. And frequently your value doesn't even last until the end of the last term the way the tenants move out. I think retail properties

See ROUNDTABLE, page 48



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Roundtable: distribution growing

Continued from page 47

have a much shorter economic life than office properties. And, again, it's location, location, location.

Office space

Emery: We're looking at three things right now that are affecting this market: the economy; national and local government, both in the regulations, their impact fees and their taxes; and then State Route 840.

Overall, the economy is slowing. We

can feel that. We can read about it. So, is it going to affect the whole market or segments of the market? Right now, the best thought is that it will affect segments of the market. It may not affect Middle Tennessee, but it might affect certain parts of the city.

Right now we think downtown has some opportunities. J. C. Bradford being bought, with the new (Commerce Center) building going up and tenants moving in there creating some vacancies, and then some of the larger law firms moving from downtown to West End to the new 2525

project by Vanderbilt So, downtown is going to have some opportunities to work with.

The airport has had a lot of space. You've got the land areas and the new lease project. I think there is an opportunity there to fill up and do some things. But there won't be much new development at the airport or downtown.

Brentwood is out of land. They built the last real project in Brentwood. Highwoods (Properties) announced the Seven Springs project, which they took or bought from Wes Lamoureux, for the three-story office buildings.

You look at the north, not much is going to happen. The new Dollar General

headquarters is opened. There's some projects there. MetroCenter. I think it's getting close to being built out. It just leaves Cool Springs. You know, that just sounds like a good place to be.

Storay: You own half the land in Cool Springs, by coincidence.

Bernard: The tech center out on I-24.

Emery: Technology Park is more of an industrial project. We have 260-acres where we're going to build warehouses with some retail, and, hopefully, some sit-down restaurants for the neighborhood.

That's something, as we went through the zoning and annexation process, the neighbors told us that they really wanted. LaVergne does not have liquor by the drink yet, but Smyrna has passed it, so you can see the restaurants are starting to come into Smyrna now. They're bypassing LaVergne.

Bernard: But you see that still to be an industrial area? You don't see any office involvement there?

Emery: We've tried to figure out how office would work there. The formula for us is to look at the amenities, look at the housing stock, look at the education, look at the access. With all of these things, Williamson County has so much more of

LaVergne and I-24 corridor really have the industrial. They've got the work force, they've got the flatter land, they've got the I-24 corridor which goes to Atlanta — a major distribution point. I-65 goes to Birmingham and Kentucky, which aren't as right on the way to the big distribution markets. And then 840 can go anywhere now out of LaVergne, if it gets connected to I-40 this year, if Williamson County doesn't stop it in the courts.

Bernard: What about Murfreesboro? There's still some talk about doing a Maryland Farms type project in Murfreesboro.

Emery: Murfreesboro I think is prime for it, because they've got the university, and they've got a larger population. They've got more of the amenities and I think at that location at 840 might be a good spot.

Then you ask the question, "OK, who's going to move there and what's their criteria going to be to start office development?"

Nashville is at the center of all of this and has the labor force and the professionals, support staff, the technical people and all of the support services that these companies need. You go to Murfreesboro, you're isolated from that.

I think it will be a gradual process. The first entry in the market may not be the big buildings, but they might start office, develop the professionals, develop more work forces, and I think over time it will happen. But I don't think they can put out the anchors, slow the ship and call it Maryland Farms.

Bernard: Until then, is Cool Springs the place to be?

Emery: Well, it seems to be.

Pomeroy: According to him.

Emery: We've put up five buildings, 750,000 square feet, and all we have vacant right now is 717 square feet on the ground floor next to a loading dock. (Corporate Centre) Six is going up



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Roundtable: metro more attractive

Continued from page 48

early in December. It's 50 percent committed. We've started Seven. Highwoods has started Cool Springs Two. Number One is all leased, and Duke-Weeks is leasing up at a good pace.

Storey: Do you see surrounding communities, like Murfreesboro and Franklin, and surrounding counties, as they're getting more and more development, the climate for development tightening up any? Or do you see these surrounding committees getting more like Metro has been for years in terms of impact fees and entitlements and the environment?

Emery: You can compare and contrast Franklin to Murfreesboro. Franklin has passed increased road impact fees, design standards, and have tightened the whole process that you go through. In contrast, Murfreesboro has their arms wide open to doing an office development.

Storey: Wilson County, they're begging for an office development. Just begging.

Emery: Wilson County would love to see it as well. So, I think we'll start seeing maybe some movement, especially if you can get a foothold in Murfreesboro and start an office development, get some professionals in there, make it an acceptable location, you might find that movement, especially if it gets too tough and too expensive, because at some point if you can no longer lease at \$19 in Cool Springs and it goes to \$21, which is comparable to West End, you know, Murfreesboro at \$18, \$19 then becomes attractive enough for people to move because then you have real incentive to get somebody to move. And that's two to three dollars a square foot per year on a lot of space.

Storey: So, as the growth occurs you begin to get more of a level playing field between all of these communities and you start looking at infill opportunities at Nashville or Metro Nashville area, perhaps. And I guess we've seen that with Hines project and others, like the Harris Teeter grocery. We've seen some infill opportunities. And maybe the new Green Hills development plan may create some opportunities in that area to infill.

Emery: As it gets more expensive further out it then becomes more practical to tear older buildings down or renew buildings, come in with new uses because then the cost factors have a tendency to balance out. That's one reason a lot of people can't come downtown, because land sells at about \$100 a foot, \$50 a foot, somewhere in between, depending on which site you're looking at. If you go to Cool Springs it's \$6 a foot. If you go over to Murfreesboro it's probably a dollar or two dollars a foot. So, those economics tend to start balancing.

Storey: How does the climate for development compare in, say, Middle Tennessee to, say, some of our competitive cities that we butt heads with for major tenants?

Emery: Currently, I'm in Kansas City, Chicago, Indianapolis, Cincinnati and St. Louis looking for sites, and I haven't found one as good or as economically priced as you can find in Middle

Tennessee. They're typically more expensive. The bigger cities, Chicago, the impact fees and the cost of the land has gone way above what we even contemplate here. Kansas City out west is a little bit more reasonable.

Storey: I understand that there is cheap land in Alabama. You just don't get much for your money in Alabama.

Lewis: When you're talking about price, is Nashville competing solely on price for projects or for expansions, for the people, the prospective tenants? What

are the other factors that are going into those decisions?

Emery: You've got a long, long list of factors, and you compete nationally on most of these. Labor force, price, availability, quality of life, transportation, air, automobile, training or education, training and education. Each of those all have subsets.

Lewis: Where do you think we fit in some of those categories? Start out with price, but I'd like to hear your point of view on do we have a trained work force and trainable work force? What are the other factors when you're selling space?

Storey: Apparently, people where it

counts think that Nashville is the place to be when they look at all of these factors. Dell and Hewlett Packer and Dover Downs, and all of those things that are happening here, in my mind they're affirming that this is a bargain spot.

Lewis: Bargain spot?

Storey: In terms of amenities and cost versus cost ratio it seems like everybody wants to be in Nashville, which is wonderful.

Pomeroy: I think the lack of a state income tax is a definite attraction, and the fact that wages generally are lower here

See ROUNDTABLE, page 50

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Roundtable: growth guaranteed

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than they are other places, and so, when Dell comes in, if you look at their labor force, how much of it is managerial, how much of it is hourly employees, I don't know the percentages, but I know it enters into it.

Emery: The real opportunity is for us to take the next level of industry and replace those lower paying jobs with higher paying jobs. And that's where I think lot of these companies see the opportunity.

But, at the same time, all ships are going to rise, it's going to get a little bit more expensive. We're going to come more in line with national trends.

But when businesses come here, compared to what they pay in other parts of the country, it's a bargain. So, they come in and pay more. I think as you look at these relocations, you're going to see the businesses come in paying a little bit more than the existing wage rates, but they're still paying less than what they would if they stayed where they were.

People don't move just to move. They

move for competitive advantages. And a lot of that is cost.

Lewis: And a lot of that is up-front cost for a new project.

Emery: Yes. That's some of the biggest one-time costs, the big numbers.

Storey: Quality of life continues to rank real high for prospective home purchasers. And we still view Nashville as having very affordable housing, and that's attractive to these industries.

Lewis: Are we about to be victims of our own success when it comes to attracting new development, new residents in Nashville? You know, you can't turn on the television or read anything without hearing about urban sprawl. We're talk-

ing about bargain space out in Murfreesboro in this conversation. And, I mean, is that a factor that you're hearing from your clients?

Emery: We're guaranteed growth. If you track population alone, we're living longer, the birth rate's actually starting to go up a little bit, immigration from other countries and other parts of the world is up. The percentages of Hispanic and Asian is off the charts compared to other segments of the population. So, we're going to grow regardless.

So, the growth and the smart growth is and legitimate discussions say, how are we going to deal with it? Is density the right answer? Do we need to put more people where they can walk and not drive? You know, the American dream is to own a house and as many cars as you want on your acre, so how are you going to change that mentality?

The discussion we're having about smart growth isn't about necessarily our success, because you can go to any other city of comparable size, they're having the same success. Hopefully, we handle it better. And I think that's the end result we want out of this discussion, is that we do a better job for our children and their children, and we don't use up our natural resources, and we do the right thing. So, nobody's got the answer here.

Storey: The goal is to achieve or maintain choice and affordability in housing, without compromising the qualities of life. And we may find that affordability and quality of life together is an oxymoron. I hope it isn't. I hope there is a balance in the middle where we can achieve both. So, it's not pro-development, it's not anti-development, it's pro-community, pro for the people who are going to live in it.

Downtown area

Pomeroy: People say, what is your specialty? Mine is more — as John Gilbert says, I'm the queen of eclectic buildings, because I don't deal so much with national tenants or corporations, I focus more on local owners in the downtown area and anything within the loop.

From my perspective, there is no slow down at all. I mean, I've just had none. But, the economy is good and these local owners have money. You know, the money is just in their pockets. And when a downtown building goes up, that's smaller, I mean, it's almost like there are people in line to take it. You know, it's just incredible.

Lewis: This is for Class A space?
Pomeroy: No, I'm talking about older, make-me-over, really neglected buildings. I'm not talking about Class A office buildings. I'm talking about your local owner/user, that market. Because the banks are really looking for people they can loan money to. I mean, (Lenders) are just calling us all the time about sending information.

Lewis: So they have money to lend right now? Are they offering any sort of incentives as far as rates?

Pomeroy: No, they're pretty competitive with the rates. I've even seen some — for some people — they will give you an interest rate below prime, depending upon who it is.

Lewis: What areas of downtown are these buildings concentrated in?



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Roundtable: Gulch rebounding

Continued from page 50

Pomeroy: Generally on the south side.
Lewis: South side of Broadway?
Pomeroy: South side of the river, but going east also. The spill over from the stadium. It's pretty significant going to east Nashville. Along Woodland Street it's really coming alive, especially with Five Points and that concentration.
Lewis: So, these would have to be relatively small users.
Pomeroy: Small. I'm not talking about 50,000 feet or anything like that.
Lewis: So, small businesses.
Pomeroy: Small businesses, right.

The Gulch

Bernard: One area I've been a little interested in the last couple of weeks is the gulch. You have some property over there or in the area. What are your thoughts on the area?
Pomeroy: I think it's wonderful. I think it's terrific what (Steve) Armistead, (Bill) Barkley, (Stephen) Turner are doing. They're turning it around. And the owners I represent are smack dab in the middle, and so those developers approached them numerous times about selling.
Bernard: What kind of potential is there for other development like that?
Pomeroy: I see it as another Hillsboro Village, myself. You know, it's kind of got that old funky feel to it. It's close to downtown and it's close to Music Row.

The Music Row people really like the area lot. It's not as expensive, the accessibility is good. It's got that old bar right down there, and people identify that area with that.

Lewis: What sort of development do you think is going to eventually be appropriate for the gulch? And do you have a timetable?
Pomeroy: I can see office, some housing. I can see some retail. All those elements would be part of that.

Lewis: Carl, any thoughts on the gulch?
Storey: Not just on the gulch but on older buildings that you are describing in general. I do a lot of reappraisal and consulting work, and a very significant concept in the appraisal business is highest and best use. I think one reason that there's so much demand for a lot of these little old, as you called them funky buildings — I think that's a good description — is that they represent real estate that is not being utilized at its highest and best use. As long as that condition exists, there is an opportunity for investment capital to flow into that property.

So, you have people — I'm sure it's the need for space to occupy as a driving force as you described. But also just generally, you find an old building and upgrade its use to its highest and best use or even tear it down and build a new building, there's a profit potential there.

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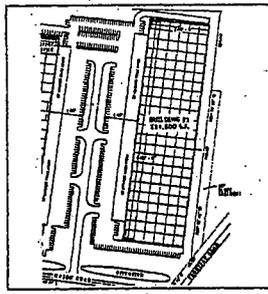
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Roundtable: *government impact*

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Pomeroy: And, a lot of people are attracted to the old (buildings) because they have a special personality, special characteristics that you'll never have in a Class A office building. It's just got a lot of personality.

I've got two old houses — 9,000 square-foot — on Rutledge Hill for sale, and they are connected and there's a warehouse in the back. And Rutledge Hill is really coming around. And so, this is about the last one that needs to be made over. And there has been some pretty good interest in it, but the cost of restoring these two old houses is going to be significant. It's going to be actually more than the value that the owners put on it. But I've had a proposal from somebody to buy it.

This struck me as so funny. This house is a hundred years old. In one of the dining rooms there is wallpaper that's been taken off but you can see it's probably the original wallpaper. So, this photographer from Atlanta has made an offer on this property. And he went in it last week, brought all his family, and he said, you know, this wallpaper is so bad it's cool and I'm going to keep it. But that's — that's — I thought that was wonderful.

Storey: Cool buildings do sell well.

Pomeroy: Yes, they do.

Emery: In the early '90s, I put together a group called the Gulch Group, which included Henry Sender, NES, CSX — we had all the owners from the gulch together

working on plans: What could really happen there? What was the vision? Where was everybody going? The Methodist re-do and the Baptist additions, and everything that you can fill in.

There's some great plans out there. I guess we updated some of what Earl Swenson had done when they proposed the baseball stadium. Before that there's a city that is actually built over the tracks. There's a plan for the city to go in and just concrete box over the tracks, put the city on top of it. It was the original proposal for the convention center at that time, for the site for it. So, there are a number of plans out there for this area.

Lewis: That was when Mayor Fulton wanted it where it is, and dug the hole to make sure that's where it went. That's the story.

Emery: That's right.

Lewis: Speaking of the city, what role should MDHA or City Hall play in developing use of the gulch, as an example? MDHA is a huge property owner and they play a big role in Nashville's development. What role do you think they should play?

Emery: I think they cannot only plan on MDHA, but the mayor's office, new planning commission director, the planning commission staff with the zoning ordinances.

The city can do so much if they choose to focus on that area, if that becomes the area that in the bigger master plan is the next area that should be worked on. And there's some discussions whether that is



'If the city would create a climate that encourages private capital to do (developments), I think private capital would do some of them.'

Carl Storey
Carl Storey Co.

the area or whether SoBro, really the southern part of Broadway around the arena with the new Country Music Hall of Fame should be the next area. So — your area up Rutledge Hill.

Pomeroy: Rolling Mill Hill.

Emery: Rolling Mill Hill. Then to do Franklin Street corridor, which now will stop at 10th Avenue.

Lewis: It won't go over the gulch?

Emery: That's right, which it shouldn't, in my opinion.

Storey: You mentioned a key point. That is it remains to be seen how aggressive our new mayor and the new council, the new planning commission. All of that team can have, as he said, tremendous impact on the future of our city. And it remains to be seen whether that team is as aggressive as Mayor Bredeesen was.

Bredeesen was a deal maker. And he, in my judgment, is almost single-handedly responsible for a lot of things happening around here, not all good.

Lewis: Well, the arena sparked SoBro, Adelphia Coliseum, the east bank renovation. The city, though, doesn't have a tremendous amount of bonding capacity left for large projects, so, what role would you like to see city hall play?

Pomeroy: Just more of a hands off and let the growth occur. But, I do think MDHA has done a terrific job. I really admire it. And I think with its support the city has grown in so many areas, and I'm sure it worked very close by with Mayor Bredeesen.

Storey: I totally agree that if the city

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Roundtable: cost of impact fees

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would create a climate that encourages private capital to do these things, I think private capital would do some of them.

Lewis: Do you think that climate exists right now?

Storey: I think we have, compared to other cities, a reasonably good climate to encourage an entrepreneurialship. But it's too bad that no matter where you go that you run into archaic zoning rules and regulations.

Lewis: But Nashville just redid the subarea zone just two years ago.

Storey: We have a new guy at the planning commission that apparently is very savvy and is going to be more insightful than some of the past, maybe.

For example we have a lot of pretty well located land in the flood plain in this town. Great possibilities for certain infill if you could utilize the flood plain. But, I mean, for a while we had a flood plain policy, and the planning commission, even the engineering firms couldn't understand it. And (metro) finally had to change it.

Just the management of your flood plain in a city like Nashville can open up, create lots of opportunities. And a zoning climate that encourages private capital to take on new development.

Pomeroy: Maybe private capital could move the Thermal Plant. What an eyesore. Between Second and Rutledge.

Lewis: Is the thermal plant a stumbling block to Rolling Mill Hills redevelopment?

Pomeroy: I'm speaking personally and as an environmentalist too. But, yeah, it is. Get up on Rutledge Hill and you look down and see all of this development going on, and there's the beautiful new stadium and there's the arena, there's the Hilton, there's the Country Music, and there's this block.

Pomeroy: Belching smoke.
Storey: Belching into the river that you can't swim or fish in.

Pomeroy: I mean, how progressive is that?

Lewis: But they have to pay off the bonds that they issued to rehab the place.

Pomeroy: Well, just from a resident of the city who works downtown every day, and just looking at it from all the development that's going on in Nashville. I mean, you think about what's going on downtown, what's opening up, the new library, the Frist Center for the Arts, the Country Music Hall of Fame all within one month next year. I mean, it's astounding. It really is.

Emery: It's all just part of evolution. When thermal was opened it was the answer to the environmentalists. It was going to take space out of the landfills, and we're going to create energy which would service the downtown buildings.

As we evolved in this city, those things and those ideas, and it's this whole smart growth discussion. I think what you're going to hear our new planning director talk about is the new urbanism, and we're going to all start thinking a little differently about our cities and how we grow and where things can go and how we can put different uses together instead of having one zone that says this is office, this

is warehouse, this is retail.

When we can mix and combine some of those uses to do Rutledge Hill where we create environments, and Thermal will resolve and leave one day. It's going to be a heck of a site whoever gets it.

Lewis: I wonder kind of environmental surprises will be on the site?

Emery: What all these buildings have to do to come in with new HVAC systems. I mean, because you're going to take 18-plus buildings off of thermal when you shut that down, and all of the underground piping and all the steam and everything's centered right for that site. You're going to figure out where you're going to put your chillers and boilers and how to redo your systems based on the piping that's coming from the street. So, it's all evolution. We've got to figure it out. We're all getting smarter, hopefully.

Lewis: You know, it's interesting, it is an evolution. We're in a city that years ago almost wrote off downtown. There was an argument that the convention center should not be in the core downtown because it wasn't a safe or an attractive place. And so it was OK to put Thermal on First Avenue. It was OK to put the new juvenile justice system on the east side of the river, and now what a wonderful welcome it is to people when they go to the Titans game to drive past the juvenile jail.

So, the question is how does Nashville foresee? I mean, I suppose it's unfair really to look back 15 years, or whatever, and say, well, they should have known. But how do we look ahead so that people in 2015 or 20 aren't making that same complaint about us.

Emery: You do the best job you can every day, and when something changes you change. I think you look at change differently, you accept new, you try, but nobody's got the answer. Nobody has it, because if the economy turns today and all this space goes vacant, it's another discussion on why did we go out so far or why didn't we do this or why didn't we do that.

I wake up every day in my life and I think what am I doing to the environment, what's government costing me, how's my quality of life and what am I going to leave, and can I make a living.

Is there a business environment that goes with all of this? So, you've got to process and plan the best you can and you think about other things than, does this get a ten and a half percent NOI and I cap that at nine.

Cost of government

Lewis: What does government cost? Regulation, zoning.

Emery: It costs whatever we ask them to do. I think, as citizens, we ask government every day to take care of more of our problems. Our social issues, our housing issues, our crime, our cleanup, we just ask them to do everything so we can go and play golf and do the things we like to do.

Government costs more. I mean, and commercial businesses pay a disproportionate share of those taxes and fees. So, the impact on the residential component of our economy doesn't bear the full bur-

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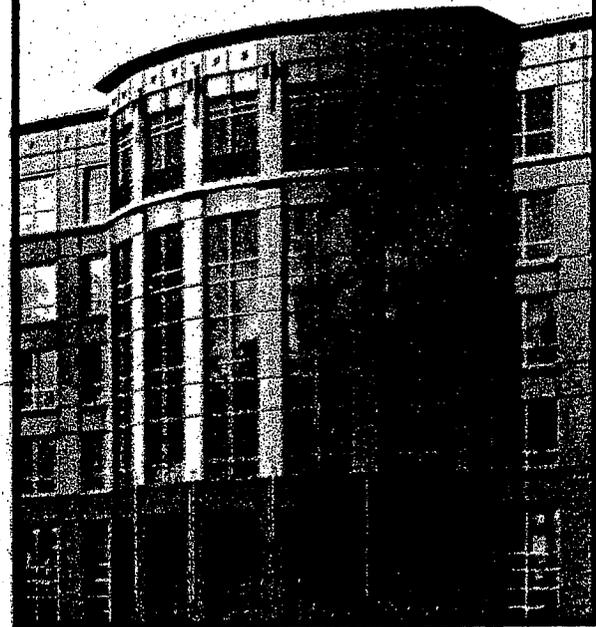
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Roundtable: 840 controversy

Continued from page 53.

den of that.

We've all gone down the aisle together saying, "That's OK. That's an OK way of doing business," because we need the people here for the businesses, and the people need the businesses here to work. We're all in the same boat.

But if you look — and we have been graphing a number of governments at their cost per capita in 1980, and their cost per capita in 2000, there's some pretty dramatic growth rates in there.

Lewis: In cost per capita?

Emery: Cost per capita. You know, how much that government is spending per person to do its job. But we all have to remember we've asked them to do this in most cases. We've given them more issues to solve. So it's our burden as well. We're not blameless in what they've chosen to do. We've asked for more trails, more bike paths, we've asked for more parks, we've asked for all of these things. And we're now paying for them. Not to say it's wrong. But, it's an interesting graph that enters into it. Take any government and look at

that based on its population.

Lewis: So, you can graph out where parts of Middle Tennessee are?

Emery: Well, we did it to try to understand what Williamson County was doing with the increase in the road impact fees, what Williamson County was doing with the increase in the privilege taxes, so we wanted to understand why it was, because the government came to us and said we need more money. We don't have enough money for schools, and that's what they were telling the people. So, we had to understand. But look at what the growth rate of the economy is, what the growth rate of business has been, what the growth

rate of spending has been.

So, we have a tendency to look and dig in, like you would to those types of issues to really understand it. And I was amazed. We probably wouldn't realize that right now with all the things going on, by the way.

Lewis: Have you guys talked about Cheatham County at all? I just want to throw that out. They apparently have managed to stop almost all development in their county through impact fees, which you mentioned, very high impact fees, at least in relation to the other costs of doing business or living in that county. What are your thoughts on impact fees in general? Are they a good idea, and what are their limits? How much will the market bear for an impact fee?

Storey: Cheatham County has to be the prime example for overkill on impact fees. If you look at if their goal was to restrict growth, well, they did that just perfect. And that means pretty soon no money for infrastructure, for new homes, no money for schools or teachers. I mean, you just go down the line. It's going to be hinterlands down there, and I'm sure there's certain interests down there who that's their goal. They want to keep it like it is. And maybe we're seeing a little bit of that over in Leiper's Fork in Williamson County. Some people that say just go away and leave us alone, we don't want any highways.

State Road 840

Lewis: The 840 controversy.

Storey: But that's a little different.

Lewis: I wonder, 840 — it's sort of changing the subject — would that open up a lot of areas for development? We've talked about urban sprawl earlier. Should a road like that be built with the idea behind it being to create room for new development?

Storey: I think the road should be built. And as far as development, development is going to occur wherever the infrastructure is created. Right now there isn't any infrastructure much on 840. A little bit down where — Murfreesboro, Franklin, somewhere out that way, Lebanon. But, I think it's unfortunate that TDOT — they should have the prize for —

Pomeroy: The worse public relations disaster in the state.

Storey: Not just the public relations, it's just some of the goofy things they do. Heavy-handed stuff that —

Lewis: You mean with dealing with property owners?

Storey: Like out in Leiper's Fork area. I mean, they didn't have to have a face off with the property owner with a shotgun standing in his front yard and all of that kind of thing. I mean, they let things escalate. TDOT lets things escalate to the point where it becomes a big crisis in the mind of the public.

Storey: Well, TDOT, they literally sleep wherever they want to sleep around the house, like a 400 pound gorilla.

Pomeroy: I think that their eyes have been opened certainly in the last year because of all of the criticism that has been directed, thank goodness. Because you think about all of the construction in Nashville. What a disaster. It was like there was no planning whatsoever. And they just put this construction up, because



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Roundtable: commercial lending

Continued from page 54

they've got the money and they've got to put it somewhere.

Storey: Of course, yet one of their bridges fell down. And, I mean, that's a fairly new bridge, isn't it?

Emery: I can empathize with TDOT. If you're out front on a lot of this stuff that's out there creating change, a lot of people get upset with you. When you introduce these new concrete structures into people's lives they're not always happy, whether they look good and your intentions were good and whether they were needed or not. I understand what they have to go through. But I agree with Leslie, they don't always handle it right.

Storey: Let me give you a quick and dirty solution for TDOT's problem with all the Williamson County people down there, and the Kelly Creek watershed, all the tree huggers that congregate in that southern part of the county. TDOT, this is where our 840 is going, and the environmentalists immediately saw that if you're going to destroy the watershed of some 4,000 or 5,000 acres of pristine wilderness and creeks and water sources there where there were a lot of not endangered species but very, very rare species.

They ran the road pretty much on Tennessee Ridge, which is the high point out there. Tennessee Ridge sort of crosses over the interstate. But they ran it just on the Williamson County side of the ridge so that all of the construction mess and

drainage and all this goes down into this pristine area.

If they'd put the road on the other side of the ridge then all of that watershed would have gone into the Duck River watershed instead of the Cumberland River watershed. And if you go toward Duck River, well, there's just not many people down there to get excited, and it's not a pristine wilderness area, kind of a lot of worn-out farms over that way. I ought to be a highway engineer.

Pomeroy: It's kind of like come in and just do it and the hell with what everybody else thinks. But I've admired the job that Harris Teeter has done on 21st. What a different way. I mean, those are two, I think, classic examples of the way to handle PR when you're trying to develop something. They went in very gingerly, calming. "We're going to meet with you, this is what we want to do, we want to get your input." I mean, they handled it just so well.

Local banking and development

Lewis: Can I move back toward a question about capital? Because it's interesting that Nashville — Nashville's financial industry has been in the news for more than a year now and have had the acquisition of our last large local bank by a Birmingham bank. Then with J. C. Bradford, then, of course, with First Union deciding to, in a large degree, to leave the market, and Firststar stepping in, all of these changes, does that create any uncertainty?



'And between the 1980s and the 1990s, there has been a big change in who's borrowing money. I don't know how many local developers can you name.'

Pat Emery
Crescent Resources

I know you all have said the banks have money available to lend. I'd like to follow up on that, though. Who's lending? Does this create any uncertainty on the part of people coming in who would want to get a big commercial loan, where they're going to get it? Or are those loans of such that the ownership of your local bank isn't really a factor?

Because people are obviously concerned that we're losing control of our financial industry. Is it or is it not a factor?

Emery: I think you first look at the depth of your community that uses the funds. And between the 1980s and the 1990s, there has been a big change in who's borrowing money. I don't know how many local developers can you name.

Lewis: So, you are talking about the mergers within the development commu-

nity?
Emery: Not only the mergers, but people that have decided not to do it anymore because they didn't like the roller coasters. If you look at, Highwoods is the major office owner/developer in this city. We'd probably be close in the top three. Duke-Weeks, Major Industrial, Panatoni. ProLogis. We do have Ozburn-Hessey as a good, strong local developer. Southeast Ventures is doing a little. Armistead, Barkley. You know, the list starts getting a little shorter.

So, there is a large demand for these financial institutions to put out the money, but there's not a large market for it to serve because there's a lot of people in this market that don't use that type of capital.

See ROUNDTABLE, page 56



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Roundtable: political maneuvers

Continued from page 56

start working together.

When you've got a good symphony, good ballet, you've got great parks, you've got activities, vibrant downtown, the rest of it works. If you leave that part of it out, I don't know of a city that works when you don't have all of those pieces, which includes good airports, good transportation, schools. All of it works together.

There's not one thing you can isolate on that makes or breaks it. But if you don't have it, it sure shows up, because we compare ourselves to the other cities, and so does everybody that looks to Nashville to move to. If you have a void in that category, you get an X. But if all of these categories line up, you go to the next step. And that's really what you need.

I think if you don't have it, it questions everything else you have. Professional sports, when you add that to your list, what does that do to your city? Besides, when we did NFL, you knew the big thing was this town is really going to talk about sports. You knew, it's going to be the conversation in the elevator. But, everybody was going, "No way is everybody going to talk about football in this city." That's all you can talk about now. It took us to another level.

Lewis: It doesn't hurt when your team goes to the Super Bowl.

Storey: I remember that we had to have a citywide referendum, and it was kind of close actually. I mean, not real close, but

it was scary. We almost didn't.

Renegotiate the Dell deal

Lewis: Let me raise something up. Because the referendum settled, at least legally, whether Adelphia Coliseum could be built, and that brought the Titans. We also had council action at Mayor Bredehen's behest to bring Dell in and offer an incentive package.

It seems to me there's a cadre of council people who continue to — there's no other way to say it — they keep sticking their fingers in Dell's eyes. This company's invested millions of dollars here, and demanding that we renegotiate the deal.

Cooler heads have prevailed so far. But, of course, that's what people talk about, you know, Dell this and Dell that, or incentive this or incentive that. What signal does that send when this group of council people does that?

Pomeroy: Frankly, I think it's good. I think the different perspectives are valuable. And I think it's good that those people are heard. But I certainly don't want to have a 'Yes' council that just automatically stamps approval to everything. So, I welcome the different viewpoint.

Emery: I think it sends a negative signal, because you're retrading the deal, basically. That deal is done. It's been approved, they've lived up to their side of the bargain. Let's go down the road, because this council will have their choice to make about those kind of decisions in the future.

We shouldn't waste a lot of time and energy trying to say whether the deal was good or bad. We've committed to it. And the one thing I don't want this city to do is have the reputation that they don't live by their word. Whether it was another administration or not, they're going to have plenty of chances to say whether the next Dell gets a deal like that or not. Their predecessor's made that decision. I think we abide by it.

Pomeroy: I don't think there's any way legally that we can renegotiate, from what I understand. I'm not saying that we should renegotiate. I just think viewpoints are valuable.

Lewis: In looking ahead, it's obviously a value from your point of view to discuss these things.

Pomeroy: I think it is.

Emery: I agree with Leslie, because we have to have the open discussion, we have to be able to talk about all of this, good and bad, I don't want to ever stop that. I think that discussion is healthy. I think we all learn from it.

Lewis: Carl, what do you think?

Storey: Well, I'm not a student of council politics. But I think if you did an in-depth study of that opposition group, that each one of them had their own hidden agenda that they are working from. And I wouldn't be a bit surprised if that maybe a large number of that group could be anti-Dell because of their union sympathy. The union elects somebody to the council and then says we want you to go get this guy over here. He doesn't have much choice, just a function of serving his constituents.

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APPENDIX B

**Community Interview Form
and
List of People Interviewed**

Community Interview Summary

Blackman Area Land Use Plan
Community Interview

1. What do you think of when you think of "The Blackman Community"?
2. Why do you think the Blackman area will grow in the next 10 years?(3 reasons)
3. What impact do you think SR840 will have on the area?
4. What types of land uses (i.e. residential, commercial, industrial, etc.) do you think are needed in the area?
5. What impact do you think the Blackman multi-school campus will have on the area?
6. What future housing types will the "market" encourage in the area?
7. How would this area best serve the future growth of Murfreesboro and Rutherford County?
8. List three future goals for the Blackman Area.

**LIST OF INTERVIEW CANDIDATES
FOR
BLACKMAN LAND USE STUDY**

Chamber of Commerce Representatives

Mr. Randy Brewer

Mr. Steve Benefield

Realtors; Commercial

Mr. Johnny Jones

Realtors; Residential

Ms. Courtney Yates Erickson

Developers:

Mr. Howard Wall

Mr. James Rowland

Neighborhood Residents not on CAC:

Mrs. Mildred McDonald Hayes

Mr. Larry McDonald

Dr. C. Tolbert Home

County Commissioner:

Mr. Trey Gooch

Mr. Steve Sandlin

City Council

Mr. Ron Washington

County Planning

Mr. Bruce Gentry

Utility Providers:

Mr. Larry McElroy, Consolidated Utility District

Mr. Joe Kirchner, Murfreesboro Water and Sewer Department

Blackman Area Land Use Plan Community Interview Summary

1. What do you think of when you think of "The Blackman Community"?

A rural, close-knit community that is currently isolated and undefined.

2. Why do you think the Blackman area will grow in the next 10 years?(3 reasons)

- **Proposed 3-school campus**
- **Transportation Corridors (840 and Hwy. 96)**
- **Community Facilities (Churches, Parks, Etc.)**

3. What impact do you think SR840 will have on the area?

SR 840 will have a great impact on the Blackman area. The key link is the connection to Williamson County that 840 will offer. The interchange at I-24 could also create new land use "market" interests.

4. What types of land uses (i.e. residential, commercial, industrial, etc.) do you think are needed in the area?

Predominately residential uses are needed to accommodate the demand created by the Blackman school campus, but general community services should also be provided in the form of neighborhood scale commercial centers, small office complexes and community recreation facilities.

5. What impact do you think the Blackman multi-school campus will have on the area?

The school campus will have perhaps the most significant impact on the growth of this area, especially the residential market.

6. What future housing types will the "market" encourage in the area?

A "reasonable" range of housing types should be offered to create a mix of income level opportunities, but strong community design guidelines will be a key necessity.

7. How would this area best serve the future growth of Murfreesboro and Rutherford County?

This area would probably best serve the overall City and County as mostly residential and related service uses to accommodate the growth of Murfreesboro, with a slight mix of uses to provide tax stability.

8. List three future goals for the Blackman Area.

- **Provide a mix of uses to maintain a "Sense of Community"**
- **Provide adequate community facilities for parks and recreation uses.**
- **Create a transportation system that will allow the community to function properly.**

APPENDIX C

Development Signage Regulations

PERMANENT ON-PREMISES SIGNS

- A. Sign Types Allowed. A permanent on-premises sign may be permitted as a ground or building sign subject to the restrictions imposed by this section and other relevant restrictions imposed by this title.
- B. Setback and Height Restrictions. The maximum height and street setback requirements for signs in nonresidential and mixed-use districts shall be as established in Figure 8.7.1.
- C. Guidance for the Use of Signs.
1. An on-premises sign is for the purpose of conveying information in clear, concise, safe, and compatible units to general motorists and pedestrians on travelways and within each site.

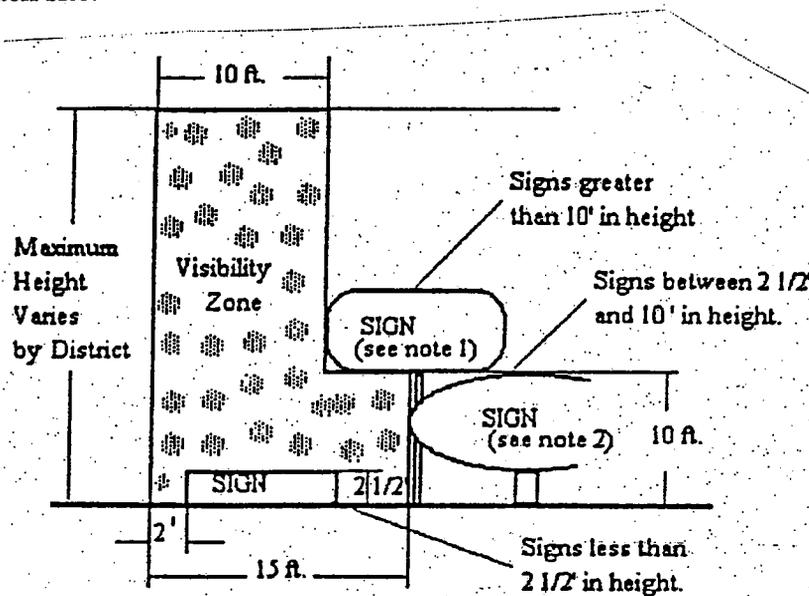


FIGURE 1

NOTES:

1. There is a minimum 10 foot setback for signs with more than 10 feet of ground clearance in all districts which require a front setback.
 2. There is a minimum 15 foot setback for signs with more than 2-1/2 feet but less than 10 feet of ground clearance in all districts require a front setback.
2. On-premises building signs shall not extend above the roof line of the structure. On-premises wall signs shall not extend above the top of the wall or parapet more than twenty-five percent (25%) of the height of such sign, to a maximum of eighteen (18) inches for a solid panel sign, or fifty percent (50%) of the height of the letter for individual mounted letters.

3. No permanent on-premises ground sign may be located in a required rear setback.
4. A single tenant or multi-tenant sign may be considered an on-premises sign when located within the boundaries of the same approved site plan authorized by this Ordinance.
5. **Material and Style**
 - a. Signs shall not have light reflecting backgrounds but may use light reflecting lettering.
 - b. The various parts of a sign shall be compatible.
 - c. Any multifaced sign shall have the same name and same message on all used faces.
 - d. All signs shall be of standard geometric shapes.
6. **Illumination**
 - a. All electrical service to ground-mounted signs shall be placed underground. Electrical service to all other signs shall be concealed from public view.
 - b. If illuminated, signs shall be illuminated only by the following means:
 - (1) A white, steady, stationary light of reasonable intensity shielded and directed solely at the sign;
 - (2) Light sources to illuminate signs shall be shielded from all adjacent buildings and streets and shall not be of such brightness so as to cause glare hazardous to pedestrians or vehicle drivers or so as to create a nuisance to adjacent residential districts; and
 - (3) Internal illumination, steady, and stationary through translucent materials.
7. **Maintenance.** All signs shall be maintained in good condition at all times. Signs which are obsolete in information, defaced, missing some or all illumination, and whose finishes are chipping, peeling, or cracking shall be deemed in disrepair by the zoning administrator. The City shall give thirty (30) days written notice for the owner to comply with maintenance requirements. Should the owner and/or property occupant fail to comply within the prescribed period, the City may remove (or cause to be removed) the sign with the cost of removal charged to the owner.

PERMISSIBLE NUMBER, AREA, AND HEIGHT OF ON-PREMISES SIGNS IN RESIDENTIAL DISTRICTS

Permanent on-premises ground and on-premises building signs that serve the specific function of identifying a residential development are permitted subject to the following restrictions:

- A. Each residential development containing three (3) through fifteen (15) dwelling units and approved under one (1) plat shall be permitted one (1) on-premises identification sign,

with a maximum size of fifteen (15) square feet, at the development entry from a public street. The provisions of subsection B, items 4, 5, 6, and 7 shall apply.

- B. Each residential development containing at least sixteen (16) units and approved under one plat shall be permitted up to thirty-two (32) square feet per development entry, to a maximum of three (3), from a public street.

The on-premises signage at each development entry may be one of the following:

1. A double-sided sign located perpendicular to the public street and containing up to thirty-two (32) square feet for the one (1) sign face;
 2. A single-sided sign located parallel to the public street and containing up to thirty-two (32) square feet for the one (1) sign face. Displaying a sign on the opposite face, if the total number permits, will be counted as one (2) additional sign;
 3. A flared wall, or similar, to which two (2) single-sided signs are attached or imbedded and each sign does not exceed sixteen (16) square feet;
 4. The leading edge or face of the sign or any building or other structure to which the sign is attached must be set back from the public right-of-way a minimum of fifteen (15) feet;
 5. No residential identification sign may exceed six (6) feet in height;
 6. All residential identification signs may be illuminated by direct and steady means only.
 7. Each residential identification sign shall be maintained perpetually by the developer, sign owner, owner's association, or some other person who is legally accountable under an approved maintenance agreement. Signs that are not maintained shall be removed by the developer or owner.
- C. One flat mounted on-premises building sign of a maximum of thirty-two (32) square feet in area, for each street frontage, may be placed on the street facing facade of a building that contains a minimum of sixteen (16) units, provided that it is:
1. Illuminated by direct and steady means only;
 2. Does not extend more than six (6) inches from the facade of the building.

COMMUNITY FACILITY ON-PREMISES SIGNS

- A. Signs for community facilities located in residential districts shall conform to the following provisions:

Each service/institution/public facility use shall be permitted one (1) on-premise sign. The sign shall not exceed sixty (60) square feet in area, equally divided between not more than two (2) sign faces.

The maximum height of a ground sign shall be eight (8) feet; the minimum street setback

shall be fifteen (15) feet; they shall not encroach required side setbacks of the district; and only one such ground sign shall be permitted per street frontage.

- B. All Other Districts. Community facilities shall be permitted the signage of the district occupied by the community facility.

PERMISSIBLE NUMBER, AREA, SPACING, AND HEIGHT OF ON-PREMISES SIGNS IN THE NON-RESIDENTIAL DISTRICTS

- A. Free-Standing, Wall-Mounted, and Window Signages for Large Commercial Developments. The following standards apply to the signage permitted in planned shopping centers and other retail/service developments which contain more than one hundred thousand (100,000) square feet of heated floor space and are open to the public:

1. Free-Standing Signs: One free-standing sign shall be permitted per entrance to the development from a public right-of-way, but in no case shall more than two free-standing identification signs be permitted for any development along a single public right-of-way. Said signs shall not have more than an aggregate of four hundred forty (440) square feet of sign face. No single sign face shall exceed three hundred (300) square feet.

Furthermore, permitted free-standing signs on any premises shall be spaced at minimum two hundred (200) feet intervals along each public way which views the premises. In the event that less than two hundred (200) feet of any premises is visible from any one public way, only one (1) sign shall be permitted along that public way, notwithstanding that a greater number of signs which may be permitted by this Chapter.

2. Wall-Mounted Signs: The following standards shall apply to the various independent businesses or uses to be found in large commercial developments:
 - a. Retail Uses--Wall-mounted signs for each retail business shall not exceed one and one-half (1.5) square feet per linear foot of the front face of a single occupancy building or in the case of a multi-occupancy facility, the exterior wall surface of each establishment where principal customer access is provided. No single sign shall exceed one hundred twenty (120) square feet with a total signage limitation of one permitted sign for each retail business found in large commercial developments. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Notwithstanding the provisions of this section, each retail use or multiple retail uses sharing a common entrance shall be allowed to have at least one (1) wall sign not to exceed thirty (30) square feet. Signs shall be mounted in a flat fashion.

b. Office Uses

- (1) One (1) Story Buildings--Wall-mounted signs for office buildings that are one (1) story shall not exceed one (1) square foot of signage per linear foot of the front face of the office space leased or used in the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.
- (2) Multi-Story Buildings with Single Tenants--Any multi-story office building with a single tenant shall be permitted one (1) square foot of wall signage per linear foot of the front face of the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.
- (3) Multi-Story Buildings with Multiple Tenants--Multi-story office buildings with more than one (1) tenant shall be permitted to have a total of forty (40) square feet of wall signage for building identification with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

- c. Community Activity Uses--Wall-mounted signs for community facility developments shall not exceed sixty (60) square feet with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

3. Window Graphics

Window graphics, which otherwise comply with this Article, may be displayed provided no more than twenty-five percent (25%) of the area of a window may be occupied by signage.

- B. Free-Standing, Wall-Mounted, and Window Signages for Mid-Size Commercial Developments. The following standards apply to the signage permitted in planned shopping centers and other retail/service developments which contain less than one hundred thousand (100,000) square feet but more than ten thousand (10,000) square feet of heated floor space and are open to the public:

1. Free-Standing Signs: One free-standing sign shall be permitted per entrance to the development from a public right-of-way, but in no case shall more than two free-

standing identification signs be permitted for any development along a single public right-of-way. Said signs shall not have more than an aggregate of two hundred forty (240) square feet of sign face. No single sign face shall exceed one hundred sixty (160) square feet.

Furthermore, permitted free-standing signs on any premises shall be spaced at minimum two hundred (200) feet intervals along each public way which views the premises. In the event that less than two hundred (200) feet of any premises is visible from any one public way, only one (1) sign shall be permitted along that public way, notwithstanding that a greater number of signs which may be permitted by this Chapter.

2. Wall-Mounted Signs: The following standards shall apply to the various independent businesses or uses to be found in mid-size commercial developments:

- a. Retail Uses--Wall-mounted signs for each retail use shall not exceed one (1) square foot per linear foot of the front face of a single occupancy building or in the case of a multi-occupancy facility, the exterior wall surface of each establishment where principal customer access is provided. No single sign shall exceed sixty (60) square feet with a total signage limitation of one permitted sign for each retail business found in mid-size commercial developments. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Notwithstanding the provisions of this section, each retail use or multiple retail uses sharing a common entrance shall be allowed to have at least one (1) wall sign not to exceed twenty-five (25) square feet. Signs shall be mounted in a flat fashion.
- b. Office Uses
 - (1) One (1) Story Buildings--Wall-mounted signs for office buildings that are one (1) story shall not exceed one (1) square foot of signage per linear foot of the front face of the office space leased or used in the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.
 - (2) Multi-Story Buildings with Single Tenants--Any multi-story office building with a single tenant shall be permitted one (1) square foot of wall signage per linear foot of the front face of the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally

illuminated.

- (3) Multi-Story Buildings with Multiple Tenants--Multi-story office buildings with more than one (1) tenant shall be permitted to have a total of forty (40) square feet of wall signage for building identification with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

- c. Community Activity Uses--Wall-mounted signs for community facility developments shall not exceed sixty (60) square feet with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

3. Window Graphics: Window graphics, which otherwise comply with this Article, may be displayed provided no more than twenty-five percent (25%) of the area of a window may be occupied by signage.

C. Free-Standing, Wall-Mounted, and Window Signages for Small Commercial Developments. The following standards apply to the signage permitted in planned shopping centers and other retail/service developments which contain more less than ten thousand (10,000) square feet of heated floor space and are open to the public:

1. Free-Standing Signs: One free-standing sign shall be permitted to the development from a public right-of-way for any development along a single public right-of-way. This sign shall not have more than one hundred (100) square feet of sign face.
2. Wall-Mounted Signs: The following standards shall apply to the various independent businesses or uses to be found in small commercial developments:
 - a. Retail Uses--Wall-mounted signs for each retail use shall not exceed three-quarters (0.75) square foot per linear foot of the front face of a single occupancy building or in the case of a multi-occupancy facility, the exterior wall surface of each establishment where principal customer access is provided. No single sign shall exceed eight (80) square feet with a total signage limitation of one permitted sign for each retail business found in the commercial center. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Notwithstanding the provisions of this section, each retail use or multiple retail uses sharing a common entrance shall be allowed to have at least one (1) wall sign not to exceed eighteen (18) square feet. Signs shall be mounted in a flat fashion.
 - b. Office Uses
 - (1) One (1) Story Buildings--Wall signs for office buildings that are

one (1) story shall not exceed one (1) square foot of signage per linear foot of the front face of the office space leased or used in the building provided that no single sign shall exceed eighty (80) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

(2) Multi-Story Buildings with Single Tenants--Any multi-story office building with a single tenant shall be permitted one (1) square foot of wall signage per linear foot of the front face of the building provided that no single sign shall exceed eighty (80) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

(3) Multi-Story Buildings with Multiple Tenants--Multi-story office buildings with more than one (1) tenant shall be permitted to have a total of forty (40) square feet of wall signage for building identification with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

c. Community Facility Uses--Wall signs for community facility uses in developments shall not exceed sixty (60) square feet with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

3. Window Graphics

Window graphics, which otherwise comply with this Article, may be displayed provided no more than twenty-five percent (25%) of the area of a window may be occupied by signage.

D. Free-Standing and Wall-Mounted Signage for Mixed Use and Office Developments.
The following standards apply to the signage permitted in Mixed Use and Office Developments:

1. Free-Standing Signs: One free-standing sign shall be permitted along a public right-of-way for mixed use and office developments. Said sign shall not have more than one hundred twenty (120) square feet of sign face.

For such signs which are set back from the public right-of-way by a minimum of one hundred (100) feet, the one hundred twenty (120) square feet limitation may be increased up to two hundred (200) square feet. When a single sign structure is used, the maximum width of the entire structure may be up to forty (40) feet.

2. Wall-Mounted Signs: The following standards shall apply to the following uses to be found in Office and Mixed Use developments:

a. Office Uses:

(1) One (1) Story Buildings--Wall signs for office buildings that are one (1) story shall not exceed one (1) square foot of signage per linear foot of the front face of the office space leased or used in the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

(2) Multi-Story Buildings with Single Tenants--Any multi-story office building with a single tenant shall be permitted one (1) square foot of wall signage per linear foot of the front face of the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

(3) Multi-Story Buildings with Multiple Tenants--Multi-story office buildings with more than one (1) tenant shall be permitted to have a total of forty (40) square feet of wall signage for building identification with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

c. Community Facility Uses--Wall signs for community facility uses in developments shall not exceed sixty (60) square feet with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

E. Free-Standing and Wall-Mounted Signs for Planned Business and Industrial Developments: The following standards apply to the signage permitted in Planned Business and Industrial Developments:

1. Free-Standing Signs: One free-standing sign shall be permitted per entrance to the development from a public right-of-way, but in no case shall more than two free-standing identification signs be permitted for any development along a single public right-of-way. Said signs shall not have more than two hundred forty (240) square feet of sign face.

Free-standing signs on any premises shall be spaced at minimum two hundred (200) feet intervals along each public way which views the premises. In the event that less than two hundred (200) feet of any premises is visible from any one public way, only one (1) sign shall be permitted along that public way, notwithstanding that a greater number of signs which may be permitted by this Chapter.

2. Wall-Mounted Signs: The following standards shall apply to the various uses to be found in large commercial developments:

- a. Retail Uses--Wall signs for each retail use shall not exceed one (1) square foot per linear foot of the front face of a single occupancy building or in the case of a multi-occupancy facility, the exterior wall surface of each establishment where principal customer access is provided. No single sign shall exceed ninety (90) square feet with a total signage limitation of one permitted sign for each retail business in the development. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Notwithstanding the provisions of this section, each retail use or multiple retail uses sharing a common entrance shall be allowed to have at least one (1) wall sign not to exceed forty (40) square feet. Signs shall be mounted in a flat fashion.

- b. Office, Business and Industrial Uses

- (1) One (1) Story Buildings--Wall signs for buildings that are one (1) story shall not exceed one (1) square foot of signage per linear foot of the front face of the heated space leased or used in the building provided that no single sign shall exceed sixty (60) square feet with a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

- (2) Multi-Story Buildings with Single Tenants--Any multi-story building with a single tenant shall be permitted one (1) square foot of wall signage per linear foot of the front face of the building provided that no single sign shall exceed sixty (60) square feet with

a total signage limitation of three (3) signs and one hundred eighty (180) square feet. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

- (3) Multi-Story Buildings with Multiple Tenants--Multi-story buildings with more than one (1) tenant shall be permitted to have a total of forty (40) square feet of wall signage for building identification with a total limitation of three (3) wall signs. Signage on any one facade shall not occupy more than ten percent (10%) of that facade. Signs shall be mounted in a flat fashion. Such signs shall not be internally illuminated.

APPENDIX D

Mixed Use Zoning District

MIXED USE (MU) DISTRICT

49-101 Intent

The purpose of the **Mixed Use (MU)** land use classification is to provide for a long-term mixture of residential and non-residential uses in portions of the community adjacent to major transportation routes. This purpose is intended to be carried out through: (1) the reliance on a market-driven approach to the appropriate uses in the various **MU** locations; and (2) a flexible zoning technique that permits a market-driven approach but requires a master plan for each **MU** project site or location.

It is envisioned that **MU** land use areas target relatively large, contiguous land areas that can be developed according to a unified plan in a high-quality, master-planned setting rather than on a lot-by-lot basis. The uses and standards in this category are intended to promote flexibility and innovation in site design and enhance the environmental quality and attractiveness of the area, enhance the natural or scenic qualities of the environment and protect the public health and safety.

49-102 Uses and Structures

Within the Mixed Use District, as shown on the Murfreesboro Zoning Map and as delineated below and as described in Article _____, Chapter _____, the following activities are permitted:

Activity

(1) Residential Activities

- Dwelling Single Family
- Dwelling Attached
- Dwelling Multi-Family

(2) Community Facility Activities

- See original text of zoning ordinance for uses permitted in the RM-16 district.

(3) Commercial Activities

- Financial, Consulting, and Administrative Office
- Research Service
- General Residential Sales and Service
- Convenience Retail Sales and Service
- Medical Office/Service
- Food Service, Restaurants

49-102.2 Permitted Accessory Uses and Standards

49-102.201 Accessory off-street parking and loading facilities as required in Chapter _____ of this Article;

49-102.202 Private swimming pools, tennis courts, and other recreational facilities exclusively for the use of the occupants of a residential activity;

49-102.203 Accessory facilities and buildings customarily incidental and appurtenant to a permitted use provided that such are carried out on the same zone lot and are not otherwise

prohibited.

49-102.3 Conditional Uses

- (1) Residential Activities
 - Dwelling One Family Detached
- (2) Community Facilities
 - See original text of the RM-16 zoning district.
- (3) Commercial Activities
 - Restaurants/Food Service (if incidental to permitted use)
 - Drug Store (if incidental to permitted use)

49-103 Site Development Regulations

49-103.1 Residential Site Development Regulations. Permitted residential activities and developments in the MU District shall be designed and developed in accordance with the regulations of Article, Chapter (RM-16, Residential Multi-Family Zoning District).

49-103.2 Non-Residential Site Development Regulations

<u>Regulator</u>	<u>Requirement</u>
Minimum site size (entire development)	10.0 acres
Minimum lot area (within development)	1.0 acre
Minimum lot width (measured at front property line)	100 feet
Maximum floor area ratio	0.35
Maximum building height	35 feet
Off-street parking	<u>See Article</u> , <u>Chapter</u>
Minimum Building Setbacks:	
Front yard (Arterial Street)	100 feet
Front yard (Collector Street)	75 feet
Side yard (along intervening street)	60 feet
Side yard (abutting commercial district)	25 feet
Interior side yard (within site)	15 feet*
Rear yard (abutting residential "planned" or zoned district)	60 feet
Rear yard (abutting commercial "planned" or zoned district)	15 feet
 *NOTE: Minimum distance between any two buildings within a site	 30 feet

49-103.3 Additional Site Development Regulations

49-103.301 Master Development Plan Required: The "MU" Mixed Use District shall be established only upon application, after public hearing as specified in the zoning procedures of Article, Chapter, and shall require an approved master development plan as required by Article, Chapter (Master Plan Review and Approval Process).

49-103.302 Minimum size of MU Development: The minimum overall size of any development proposed for a MU district shall be 5 acres.

49-103.303 Additional Site Design Standards: All developments occurring within a MU district shall be designed and developed to comply with the policies included in Chapter 3 of the General Development Plan.

49-104 Adoption of a MU District: The following steps shall constitute the process by which a MU district is established.

49-104.1 Adoption of a Mixed Use District: The following steps shall constitute the process by which a Mixed Use District is adopted:

- (1) The Planning Commission shall study the master development plan and supporting data and may make suggestions for changes and adjustments. Upon review and discussion, the Commission shall recommend approval or disapproval of the master development plan and submit this recommendation with a brief report to the City Council

The Board of Mayor and Aldermen shall review and discuss the proposed master development plan and approve or disapprove the proposal with or without conditions. The Board of Mayor and Aldermen's actions shall comply with Article IX, Chapter 7, of this Ordinance and shall constitute the final action required of a proposal for approval. Whenever the Board of Mayor and Aldermen approves the master development plan and supporting material, one copy shall be filed in the office of the Commission and one copy shall be given to the Owner.

Upon receipt of the approved master development plan, the Owner may proceed with final plans and specifications for all or for any portion of the project that is agreed upon. The final plans and specifications shall be reviewed and approved by the Commission. Upon approval by the Planning Commission, one copy shall be filed in the Planning Commission office. No building permit shall be issued until a final plat of the proposed development, or portion thereof, is approved, filed, and recorded.

- (2) Modifications to the Master Development Plan: The Planning Commission or the Board of Mayor and Aldermen may require modification of a master development plan as a prerequisite for approval. Required modifications may be more restrictive than district and/or supplementary regulations and may include, but not be limited to, provision for additional bufferyards, landscaping and screening, installation of erosion control measures, improvement to access and circulation systems, rearrangement of structures or uses within the site, and location and character of signs and other modifications deemed necessary to ensure compatibility with the surrounding environment and to protect public health, safety, and welfare.
- (3) Revisions to Master Development Plan Approval: The Planning Commission may approve an application for revisions to a previously approved master development plan if it is determined that the revision does not affect findings relating to the criteria

described herein, leading to the original approval. The Planning Commission shall issue a written report outlining any proposed revisions to a Plan and submit the report to the governing authority for their review according to the guidelines of Section _____ of this Chapter.

- (4) New Applications Following Denial or Revocation: No application for approval of the same or substantially the same site may be filed within one (1) year of the date of denial of a master development plan review by the Planning Commission. The Owner may petition the Board of Mayor and Aldermen to grant a new review of the site if undue hardship or new facts concerning the site and/or application can be demonstrated.
- (5) Approval to Run with the Land: A master development plan approval pursuant to these provisions shall run with the land and shall continue to be valid upon change of ownership of the site or structure that was the subject of the application.

49-104.2 Final Approval of the Planning Commission of a Proposed Mixed Use District. The Board of Mayor and Aldermen's approval of a master development plan of a Mixed Use District shall authorize and form the basis for the Planning Commission's final approval of said development. The final approval of the Planning Commission of the Mixed Use District shall be subject to the following procedures and requirements:

- (1) Application for Final Site Development Plan Approval. After the approval of a master development plan of a Mixed Use District, the landowner may make application to the Planning Commission for final approval of the Mixed Use District or portion thereof provided that the proposed final site development plan is in substantial conformance with the substance of the master development approval by the City Council. The final site development plan shall include all information contained in the preliminary site development plan receiving preliminary approval plus the following: the location of water, sewerage, and storm water drainage facilities; detailed building and landscape plans; plans for street improvements, and grading and earth moving plans showing existing and proposed topography at 2-foot contour intervals. The final site development plan shall be sufficiently detailed to indicate fully the ultimate operation and appearance of the development. Also, the proposed final site development plan shall follow all applicable procedures and requirements governing the subdivision of land, and no building permit shall be issued for the project until a final plat of the proposed development, or portion thereof, is approved, filed, and recorded.

49-104.3 Lapse of Approval: Any project lawfully approved under the provisions of a Mixed Use District (of this or any other government entity) is hereby approved under their original conditions and are hereby made an overlay of the zoning map of Murfreesboro as a part of this Ordinance for a period not to exceed two years from the date of the enactment of this Ordinance. If no final site plan approval or building permit issuance is requested on the subject property at the end of this period, the Planning Commission shall review its previous recommendation actions on the subject property and provide to the governing authority a recommendation to: (1) extend the current approval of the subject tract for a period not to exceed two years; (2) revise the current approval to revise the use, bulk, and/or design

standards required of the current approval; or (3) cancel the current approval and impose a new base zoning district on the subject project.

Furthermore, a master development and/or final site development plan approval shall become void two (2) years after the date on which the approval became effective unless the applicant: (1) receives a final site development plan approval (for previously-approved master development plans) or a building permit (for previously-approved final site plans); and/or (2) diligently carries out construction prior to expiration of that period. If no final site plan approval or building permit issuance is requested on the subject property at the end of this period, the Planning Commission shall review its previous recommendation actions on the subject property and provide to the governing authority a recommendation to: (1) extend the current approval of the subject tract for a period not to exceed two years; (2) revise the current approval in regard to the use, bulk, and/or design standards required of the current approval; or (3) cancel the current approval and impose a new base zoning district on the subject project.

Finally, for all previously approved Mixed Use Districts (or portions thereof), which have not received final site plan approval prior to the enactment of this Ordinance, the design standards and regulations contained in this Article and Article _____ shall be applied and required of these developments. A revised master development plan indicating the proposal's conformance with the new design standards contained herein shall be submitted and approved prior to the review and approval of a final site plan for the proposed development or any portion thereof.

49-104.4 Procedures to Amend a Mixed Use District. Major amendments to the master development plan must be submitted to the Planning Commission for review and recommendations and approved by the City Council. Major amendments shall include, but not be limited to:

- (1) An increase in the density of the development;
- (2) Substantial changes in circulation or access;
- (3) Substantial changes in the mix of dwelling unit types included in the project;
- (4) Substantial changes in grading or utility provision;
- (5) Substantial changes in the mixture of land uses;
- (6) Reduction in approved open space, landscaping, and bufferyards;
- (7) Substantial changes in architectural or site design features of the development; and
- (8) Any other change that the planning director finds is a major divergence from the approved master development plan.

All other changes in the site development plan shall be considered revisions to the approved plan and may be approved in accordance with the provisions of Section 49-104.1(3) of this Chapter.

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APPENDIX E

Office/Distribution Zoning District

CITY OF MURFREESBORO, TENNESSEE
OFFICE DISTRIBUTION ZONING DISTRICT

Chapter ____ ODP Planned Office Distribution District

The purpose of the Planned Office Distribution District is to foster stability and growth in office, warehouse and distribution and research/development, and similar industries that are enhanced by access to transportation networks and that provide desirable employment opportunities for the general welfare of the community. The Planned Office Distribution District targets relatively large contiguous land areas that can be developed according to a unified plan in a high-quality, campus-like setting rather than on a lot-by-lot basis. The uses and standards in this district are intended to promote flexibility and innovation in site design and enhance the environmental quality and attractiveness of business parks in the community, enhance the natural or scenic qualities of the environment, and protect the public health and safety.

(1) Areas eligible for ODP District Designation: Any land area of twenty (20) or more contiguous acres within the City's boundaries and/or planning boundary shall be eligible for designation as a Planned Office Distribution District by the governing authority in accordance with the procedures set forth in this Section.

(2) Permitted Uses:

a. A Planned Office/Distribution Park, occupied by any combination of the following uses:

- (1) Educational, Research Facilities;
- (2) Merchandise showrooms, indoor;
- (3) Offices, but not single use developments which can be located in other zoning classifications;
- (4) Public buildings;
- (5) Research laboratories, but not outdoor testing facilities;
- (6) Utility structures providing services within the park, including telephone switching centers, electric transmission lines, gas piping, water pumping stations, and other necessary structures;
- (7) Vocational school or technical college;
- (8) Warehouses, but not single use developments which can be located in other zoning classifications, and not including dead vehicle storage, trucking companies, and moving storage companies;
- (9) Wholesale distribution centers.

b. Any of the following accessory uses within any building within a Planned Office/Distribution Park, and primarily intended to serve employees and visitors of the park:

- (1) Cafeterias or restaurants;

- (2) Banks or similar financial institutions;
 - (3) Day care centers, subject to the following additional standards:
 - (i) The property is located on a arterial or collector street or private drive that serves only nonresidential uses or zoning districts, or on a local street within 100 feet of an intersecting arterial or collector street.
 - (ii) Screening of the play and parking areas from adjacent properties may be required.
 - (iii) The maximum number of children to be accommodated on a site shall be specified.
 - (iv) The following minimum areas shall be provided per child: 30 square feet of indoor play area, exclusive of restrooms, hallways, kitchen, or office space; 30 square feet of indoor rest area; and 50 square feet of usable outdoor play area.
 - (v) State and local health, education, and/or fire regulations may reduce but shall not increase the number of students permitted to be enrolled.
 - (4) Living quarters for custodian, caretaker, or watchman;
 - (5) Personal service establishments, including health and fitness centers, exclusively intended to serve occupants of business an research uses allowed in the ODP District.
- (3) **Minimum Standards:** All development proposed within the Planned Office Distribution District shall comply with the following specific standards:
- 1. **Minimum Area Requirements**
 - a. ODP District: Ten (10) contiguous acres under common ownership. Measurement of acreage shall apply to land which is contiguous or would be contiguous except for separation by a public right-of-way or a railroad right-of-way.
 - b. Individual lot or building site within ODP District: 3 acres.
 - 2. **Minimum Yard Requirements**--Except for allowable accessory uses, no building or structure shall be located within the following minimum yards:
 - a. Minimum front yard abutting public right-of-way: 70 feet.
 - b. Minimum front yard abutting driveway or internal street: 35 feet.
 - c. Minimum side and rear yard abutting property zoned or used for residential purpose: 100 feet.
 - d. Minimum side and rear yard abutting property zoned or used for nonresidential purpose: 30 feet.
 - e. Minimum frontage on public right-of-way for ODP District: 400 feet.
 - 3. **Height Limits**
 - a. Except as provided in Subsection b. of this Section: 45 feet.

- b. The maximum height limitations in Subsection a. of this Section shall not apply to heating and ventilation equipment, communication towers, or utility structures, except that no structure exceeding 45 feet shall be located within 200 feet of any property zoned or used for residential purposes.
4. **Maximum Floor Area Ratio (FAR)**--The total FAR of all buildings within a ODP District shall not exceed: 0.50.
 5. **Common Open Space Requirements**
 - a. A minimum of 20 percent of the gross land area within a ODP District shall be set aside as common open space to provide for the recreational needs of employees and visitors of the office park.
 - b. "Gross land area" shall not include parking areas, driveways, or other impervious surfaces that are not usable for the activities described in Subsection c. below.
 - c. Required open space shall be usable for active recreational activities, such as jogging, golf, or tennis; or passive recreation uses, such as sitting, scenic viewing, or lunch breaks. Open space areas shall be attractively landscaped and may contain water features, park benches, gardens, planting strips, trails, tennis courts, or other recreational or landscaping amenities.
 6. **Ownership and Maintenance of Common Elements**
 - a. Common elements, such as undedicated streets or drives, recreational and parking facilities, open space, and sanitary and storm sewers, shall be either:
 - (1) Maintained by the owner of the Planned Office/Distribution Park, pursuant to a maintenance agreement approved by the City Attorney; or
 - (2) Conveyed to and maintained by a common owner or property owners' association, pursuant to covenants or a maintenance agreement approved by the City Attorney; or
 - (3) Conveyed to a public body if such public body agrees to accept conveyance and to maintain the open space and any buildings, structures, or improvements located within it.
 - b. If common elements are to be maintained by a property owners' association, the developer shall establish restrictive covenants for the entire project area. The restrictive covenants must be submitted to show compliance with these district regulations, but will not be reviewed as to form, legality, or methods of enforcement. Those covenants must, at a minimum:
 - (1) Create a property owners' association;
 - (2) Provide for the maintenance of individual sites, common areas, open spaces, and private streets; and
 - (3) Provide for minimum development and operational standards for each site which require adherence to local ordinances and establish uniform landscaping,

signage, site design, parking, and loading standards. The covenants may include additional restrictions or requirements at the discretion of the developer.

7. Off-Street Parking and Loading Space Requirements

- a. Minimum Number of Spaces. Off-street parking facilities must conform to City standards set out in Article _____, Chapter _____, of this Zoning Ordinance, or in lieu of such standards, to requirements established by the Planning Commission or governing authority.
- b. Location of Parking Areas: Off-street parking areas shall be conveniently accessible to uses within a Planned Office/Distribution Park. Parking areas are strongly discouraged within front yards or setbacks adjacent to major streets.

8. **Outdoor Storage**--Outdoor storage areas may be permitted as an accessory use on an individual lot within a Planned Office/Distribution Park provided that such storage is completely screened from adjoining uses within and outside the park as well as from public rights-of-way in accordance with Article VI, ~~Chapter _____, and _____~~ (Bufferyards and Bufferyard Screening). Access through the screening for vehicles is permitted, but is limited to one 30-foot wide location per street frontage. No outside storage areas shall be permitted within any required setback or yard. In no event may the amount of land area devoted to outside storage exceed 15 percent of an individual lot area.

9. Landscaping Screening and Bufferyard Requirements

- a. Landscaping, Screening, and Bufferyard Requirements. All developments within a ODP District shall comply with the regulations and standards required in Article VI (Supplemental District Standards).

10. **Undergrounding of Utility Lines**--All utility lines, such as electric, telephone, CATV, or other similar lines must be installed underground. This requirement applies to lines serving individual sites as well as to security and street lighting within the park. However, distribution lines which service the entire site may be located above ground. All utility boxes, transformers, meters, and similar structures must be screened from public view.

11. Access and Traffic Considerations

- a. Planned Office/Distribution Parks should be accessible from one or more arterial roads as designated in the General Development Plan. Planned Office/Distribution Parks should provide at least one distinctive main gateway entrance to the park. Access to the park shall be designed to discourage outside through traffic.
- b. All developments within a ODP district shall be designed and developed in accordance with Article VI, Chapter ___ (Access Management and Traffic Control).

12. **Circulation System Requirements**--Separate circulation systems shall be provided for pedestrians, automobiles, and delivery trucks.

- a. Pedestrian Circulation. Sidewalks shall be provided along any roadways that are

served by bus or vanpool service, and between buildings or to parking areas or transit stops. The pedestrian circulation system and its related walkways shall be separated, whenever feasible, from the vehicular street system in order to protect the public safety and provide safe and convenient pedestrian routes. Except where topography makes it impracticable, sidewalks shall be appropriately designed, graded, constructed, and surfaced to be readily usable by individuals in wheelchairs. Curb ramps shall be installed at all intersections and driveways to aid in wheelchair access.

- b. Automobile Circulation: The street circulation system serving a Planned Office/Distribution park shall be internally oriented.
- c. Delivery Truck Circulation: Truck traffic and its related circulation system shall be separated, whenever feasible from automobile and pedestrian circulation systems. Separate delivery entrances and circulation routes shall be clearly identified with appropriate signage.
- d. Emergency Vehicles. The street circulation system within a Planned Office/Distribution park should be designed to ensure easy access for and maneuvering of emergency vehicles.

13. Sign Regulations

- a. All developments within a ODP district shall be designed and developed in accordance with Article ____, Chapter ____ (Sign Regulations).

14. Architectural Design Guidelines

- a. Buildings within a ODP district should conform to a uniform architectural style and comply with all requirements of Article VI, Chapter ____ (Architectural Design Standards).
- b. Metal "shed" type warehouse buildings or brick veneer buildings are strongly discouraged. Natural materials, such as concrete, brick, granite, or wood are more compatible with the purposes and character of the ODP district.
- c. The entrance or entrances to a park should receive special emphasis in design and construction. It should set the tone for the development within and should create an identity for the project at the project street frontage. Special attention should be paid to signage, landscaping, street configuration, future transit potential, and traffic circulation. At a minimum, a divided street entrance must be used at the principal entrance to the site.

(4) Adoption of a Planned Office Distribution District: The following steps shall constitute the process by which a Planned Office Distribution District is adopted:

- (1) The Planning Commission shall study the master development plan and supporting data and may make suggestions for changes and adjustments. Upon review and discussion, the Commission shall recommend approval or disapproval of the master development plan and submit this recommendation with a brief report to the City Council.

The City Council shall review and discuss the proposed preliminary site plan and approve

or disapprove the proposal with or without conditions. The City Council's actions shall comply with Article IX, Chapter 7, of this Ordinance and shall constitute the final action required of a proposal for approval. Whenever the City Council approves the master development plan and supporting material, one copy shall be filed in the office of the Commission and one copy shall be given to the Owner.

Upon receipt of the approved master development plan, the Owner may proceed with final plans and specifications for all or for any portion of the project that is agreed upon. The final plans and specifications shall be reviewed and approved by the Commission. Upon approval by the Planning Commission, one copy shall be filed in the Planning Commission office. No building permit shall be issued until a final plat of the proposed development, or portion thereof, is approved, filed, and recorded.

- (2) Modification of Master Development Plan: The Planning Commission or the City Council may require modification of a master development plan as a prerequisite for approval. Required modifications may be more restrictive than district and/or supplementary regulations and may include, but not be limited to, provision for additional bufferyards, landscaping and screening, installation of erosion control measures, improvement to access and circulation systems, rearrangement of structures or uses within the site, and location and character of signs and other modifications deemed necessary to ensure compatibility with the surrounding environment and to protect public health, safety, and welfare.
- (3) Lapse of Approval: A master development and/or final site development plan approval shall become void two (2) years after the date on which the approval became effective unless the applicant: (1) receives a final site development plan approval (for preliminary site plans) or a building permit (for final site plans); and/or (2) diligently carries out construction prior to expiration of that period. If no final site plan approval or building permit issuance is requested on the subject property at the end of this period, the Planning Commission shall review its previous recommendations and actions on the subject property and provide to the governing authority a recommendation to: (1) extend the current approval of the subject tract for a period not to exceed two years; (2) revise the current approval to revise the use, bulk, and/or design standards required of the current approval; or (3) cancel the current approval and impose a new base zoning district on the subject project.
- (4) Revisions to Master Development Plan Approval: The Planning Commission may approve an application for revisions to a previously approved master development plan if it is determined that the revision does not affect findings relating to the criteria described herein, leading to the original approval. The Planning Commission shall issue a written report outlining any proposed revisions to a plan and submit the report to the governing authority for their review according to the guidelines of Paragraph (4)f. of this Chapter.

- (5) New Applications Following Denial or Revocation: No application for approval of the same or substantially the same site may be filed within one (1) year of the date of denial of a master development plan review by the Planning Commission. The Owner may petition the City Council to grant a new review of the site if undue hardship or new facts concerning the site and/or application can be demonstrated.
- (6) Approval to Run with the Land: A master development plan approval pursuant to these provisions shall run with the land and shall continue to be valid upon change of ownership of the site or structure that was the subject of the application.
- (d) Final Approval of the Planning Commission of a Proposed Planned Office/Distribution. The City Council's approval of a master development plan of a Planned Office/Distribution shall authorize and form the basis for the Planning Commission's final approval of said development. The final approval of the Planning Commission of the Planned Office/Distribution shall be subject to the following procedures and requirements:
- (1) Application for Final Site Development Plan Approval. After the approval of a master development plan of a Planned Office/Distribution, the landowner may make application to the Planning Commission for final approval of the Planned Residential District or portion thereof provided that the proposed final site development plan is in substantial conformance with the substance of the master development approval by the City Council. The final site development plan shall include all information contained in the master development plan receiving preliminary approval plus the following: the location of water, sewerage, and storm water drainage facilities; detailed building and landscape plans; plans for street improvements, and grading and earth moving plans showing existing and proposed topography at 2-foot contour intervals. The final site development plan shall be sufficiently detailed to indicate fully the ultimate operation and appearance of the development. Also, the proposed final site development plan shall follow all applicable procedures and requirements governing the subdivision of land, and no building permit shall be issued for the project until a final plat of the proposed development, or portion thereof, is approved, filed, and recorded.
- (e) Final Planning Commission Action. Upon receipt of an application for final approval of a Planned Office/Distribution, the Planning Commission shall examine the final site development plan and determine whether it substantially conforms to all applicable criteria and standards, and whether it substantially conforms in all respects to the previously approved master development plan. The Planning Commission may impose such conditions of approval as are in its judgement necessary to ensure conformity to the applicable criteria and standards.

(f) Procedures to Amend a Planned Office/Distribution. Major amendments to the master development plan must be submitted to the Planning Commission for review and recommendations and approved by the City Council. Major amendments shall include, but not be limited to:

- (1) An increase in the density of the development;
- (2) Substantial changes in circulation or access;
- (3) Substantial changes in the mix of uses included in the project;
- (4) Substantial changes in grading or utility provision;
- (5) Substantial changes in the mixture of land uses;
- (6) Reduction in approved open space, landscaping, and bufferyards;
- (7) Substantial changes in architectural or site design features of the development; and
- (8) Any other change that the planning director finds is a major divergence from the approved master development plan.

All other changes in the site development plan shall be considered revisions to the approved plan and may be approved in accordance with the provisions of Paragraph A.7(c)4 of this Chapter.

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APPENDIX F

Protection
and
Oversize Reimbursement Policy

1.0 PROTECTION PROCEDURES

1.01 ELIGIBILITY

An individual or firm that must provide water and/or sanitary sewer improvements to properties other than those owned by the individual or firm is eligible for protection.

Protection shall apply to any property which directly benefits by the installation of a sewer and/or water main and does not participate in the cost of the improvement.

1.02 ESTABLISHMENT

Protection fees shall be established by resolution by the City Council upon recommendation of the Water and Sewer Department.

This fee shall be based on a front footage. For the establishment of protection, as outlined in this Section only, "front footage" shall be the footage of sanitary and/or water main installed along or through a directly benefitted property.

1. Preliminary Request -- A preliminary request to establish protection shall be submitted in accordance with the following steps:
 - a. A form letter requesting preliminary protection shall be submitted to the City Council, in care of the Director of Engineering, City of Murfreesboro, P.O.Box 1477, Murfreesboro, TN 37133.

This letter shall be submitted prior to plan approval by the City.
 - b. Attached to the letter of request shall be a detailed unit price cost estimate prepared by the design engineer, a property map(s) showing the property dimensions of all directly benefitted properties, estimated engineering fees, appropriate inspection fees and TDEC fees.
2. Amount -- The amount of protection will be based on the following items:
 - a. Construction cost of improvement.
 - b. Easement costs for improvement; final easement payments must be justified as to reasonableness by submission of an appropriate appraisal.
 - c. Engineering fees (design staking and as-builts).
 - d. Inspection fees (by permit).

- e. TDEC Fees -- (Plan Review, Permit to Install Application and Fee).

The front footage cost will be computed as follows:

$$\frac{\text{Amount of Protection (Dollars)}}{\text{Front Footage of All Benefitted Properties (Linear Feet) -}} \\ 2 \text{ (represents both sides of main)} = \$ \frac{\text{Protection Cost}}{\text{Front Footage}}$$

3. Final Request -- A final request to establish protection shall be submitted in accordance with the following steps:
- a. A letter requesting the establishment of protection shall be submitted to the City Council in care of the Director of Engineering, City of Murfreesboro, P.O.Box 1477, Murfreesboro, TN 37133.

This letter shall be submitted within thirty (30) days of the 80% Bond and/or Letter of Credit release and contain the exact name and address with whom the protection shall be established and payment made.
 - b. Attached to the letter of request shall be a copy of the construction contract to verify the actual unit prices, and proof of payment thereof, as-built quantities from the design engineer, a notarized statement from the design engineer to verify his fees and payment of those fees, receipt of payments for any easements and appropriate justification of costs, a copy of the permit to document the inspection fees and receipts or proof of payment of any TDEC fees for the improvement.
 - c. Upon receipt, review of and agreement to documentation, the Water and Sewer Department will prepare their resolution of recommendation to the City Council for establishment of the protection.

1.03 COLLECTION

Once the City Council passes the resolution establishing the protection fees, the Water and Sewer Department will collect these fees at the time of issuance of any applicable permitted connections by those directly benefitted properties as established.

1.04 REIMBURSEMENT

Any protection fees collected by the Water and Sewer Department will be reimbursed in accordance with the appropriate resolution of establishment.

1.05 TERM

The protection shall be in effect for a ten- (10) year period from the date stated in the resolution of establishment passed by the City Council.

1.06 RIGHTS

Protection rights are non-transferable and shall apply to only the individual or firm with whom they are established.

1.07 DISCLAIMER

The Water and Sewer Department accepts no liability for collection of protection monies nor policing of the improvement due to error.

2.0 OVERSIZE REIMBURSEMENT PROCEDURES

2.01 ELIGIBILITY

An individual or firm that must install sanitary sewer and/or waterlines in a larger diameter than required to properly serve his development is eligible for reimbursement with the following exception:

1. Oversize reimbursement for sanitary sewer lines will only be authorized when the sanitary sewer line will now, or in the future, eliminate an existing sewage pumping station.

2.02 ESTABLISHMENT

A total figure of cost participation by the Water and Sewer Department shall be agreed upon in writing prior to formal plan approval by the City Council.

1. Oversize waterlines shall be determined from the latest approved master plan. The reimbursement shall be based on the unit price schedule for lineal feet of pipe and number of valves.

2. Oversize sanitary sewer lines shall be determined by the latest master plan. The cost participation, when applicable, shall be in accordance with the latest unit price schedule for lineal feet of pipe at various depths with or without gravel backfill.

2.03 PAYMENT

A letter requesting reimbursement shall be submitted to the City Council, in care of the Director of Engineering, City of Murfreesboro, P.O.Box 1477, Murfreesboro, TN 37133.

1. The letter shall be submitted within thirty (30) days after installation of the sanitary sewer and/or waterlines that meet the eligibility requirements (Section 1.01).
2. Upon receipt of the formal request, it will be checked by the Water and Sewer Department for accuracy and, if acceptable, a resolution will be prepared and sent to the City Council for adoption authorizing payment.
3. With the City Council approval, the resolution will be passed. The City clerk will then send an executed copy to the Water and Sewer Department. The secretaries at the Water and Sewer Department will then disperse a copy each to the Permit Section, and the individual or firm making the request.
4. Upon receipt of the executed resolution, the Water and Sewer Department will prepare a voucher and forward it to the City clerk who will, in turn, issue a warrant and send a check for payment to the individual or firm.

