

CCM Update

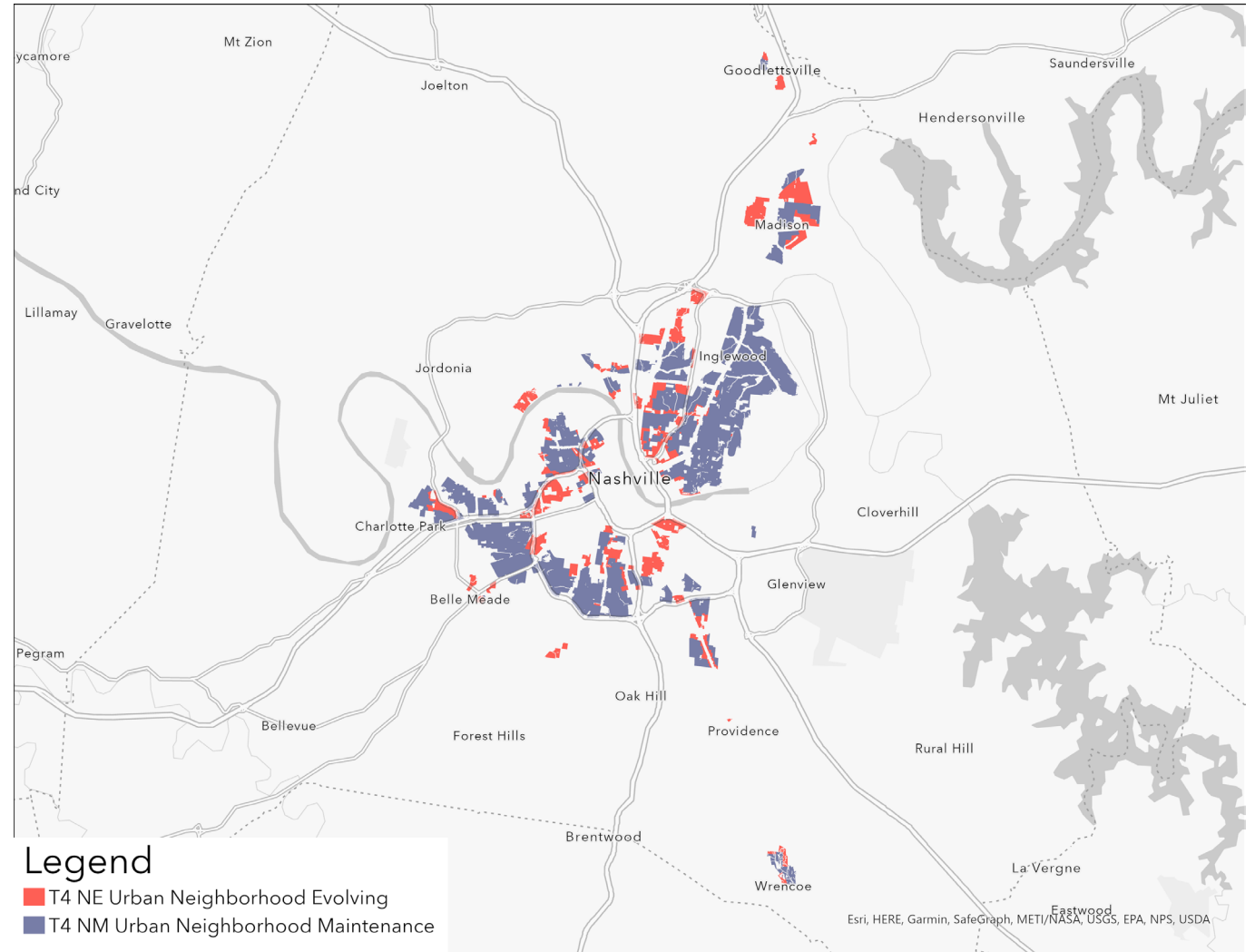
T4 NM & NE in Review

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September 2023



What are T4 NE & NM?

- Both are the urban residential (only) policies
- Each property in the city has a policy (launched by NashvilleNext in 2015).
- Determine appropriate rezonings and subdivision regulations
- T4 NE = Urban Neighborhood Evolving
- T4 NM = Urban Neighborhood Maintenance





takeaways

- Demographic factors are better indicators of T4 NE application than the existing built environment.
- T4 NE application factors are indicators of blight.
- Pro-growth policy applied to minority and/or low-income neighborhoods, rather than white majority neighborhoods.
- Differ in number of projects but yield similar densities.
- Not resulting in rezonings that can create urban neighborhoods – walkable, amenity rich.



agenda

1. Why now?
2. Policy application
3. Policy intersection with racial, ethnic, & socioeconomic factors
4. Policy implementation
5. Takeaways
6. Revision proposals



Why review T4 NM & NE now?

- 2021 equity report (Amelia, Anna & Logan)
- Need for housing choice
- *NashvilleNext*'s guiding principles and time-sensitive actions
- Lack of objective guidance for when an area has evolved



Policy Application

What are the differences in T4 NM & NE's built environments?



Factors in CCM for considering **T4 NM application**:

- Expressed interested in maintain existing developed condition
- Condition is believed to be stable and sustainable over time



2021 Equity Report stated:

Factors in CCM for considering T4 NE application are **mostly indicators of blight:**

- expressed interest in redevelopment
- high proportion of vacant or underdeveloped land
- no established lot pattern



Can you distinguish between
T4 NE & NM?



T4 NM – the Nations



T4 NM - Inglewood



T4 NE – Robertson Neighborhood



T4 NE - Madison



T4 NE – Wedgewood Houston



T4 NM – McFerrin Park



T4 NE – Maxwell Heights



These photos demonstrate that it can be difficult to distinguish between T4 NE & NM application areas.

Both contain:

- Mix of older and newer builds
- Varied architecture— ranch, bungalow, tall skinnies, etc.
- Setbacks of varying distances
- Front driveways or alley access
- Gridded or suburban streets
- Sidewalks or no sidewalks

Since there's **no clear built environment** criteria for why these policies were applied, let's look at where they were applied and how their application relates to **race and socioeconomic** factors.

Policy Intersection with Racial, Ethnic, & Socioeconomic Factors

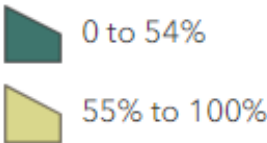
Are there ways in which NE is applied inequitably?



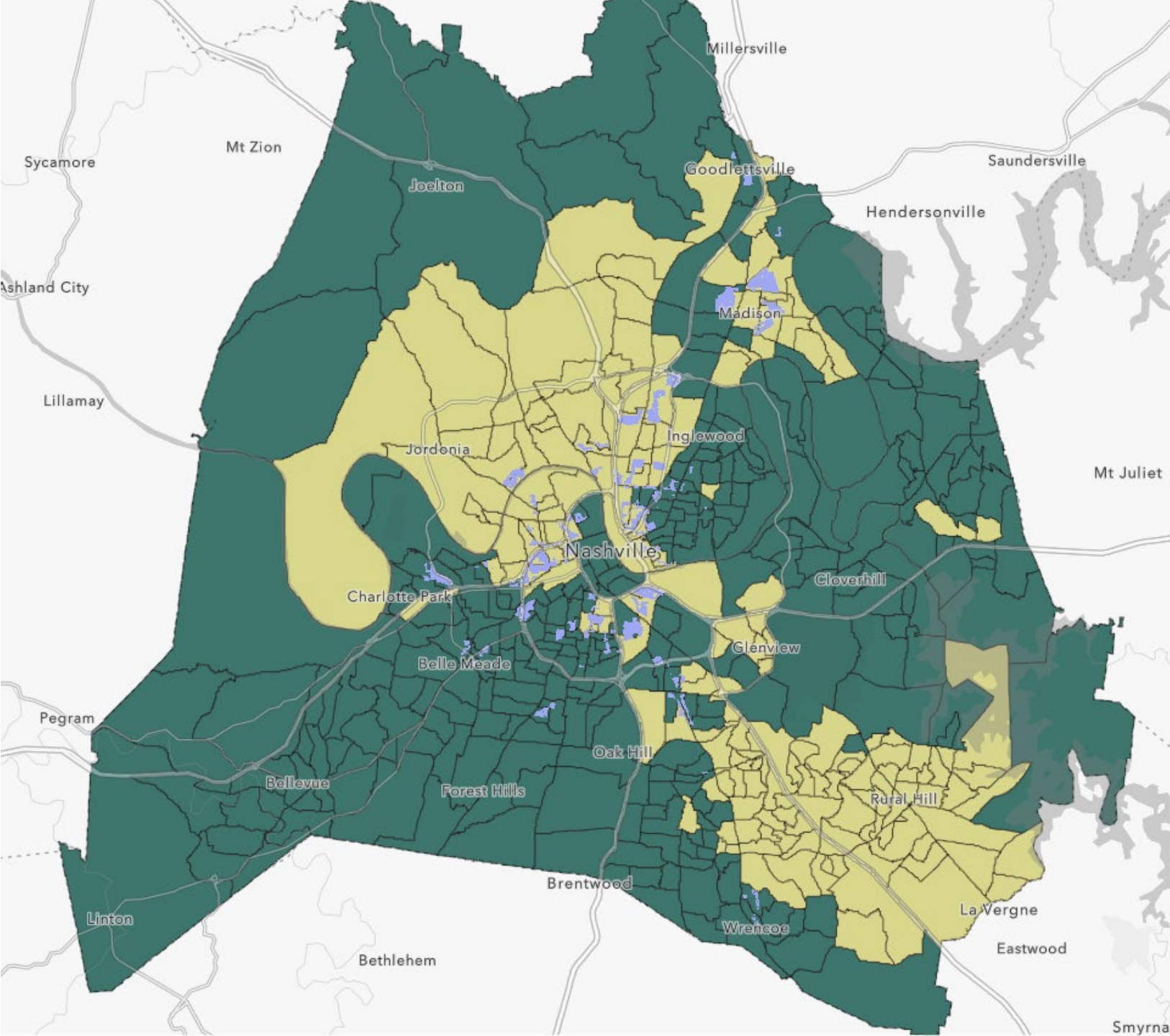
Minority Populations & T4 NE

2020 Census Tracts Percent Minority

Percent Minority



T4 Neighborhood Evolving

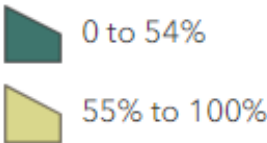




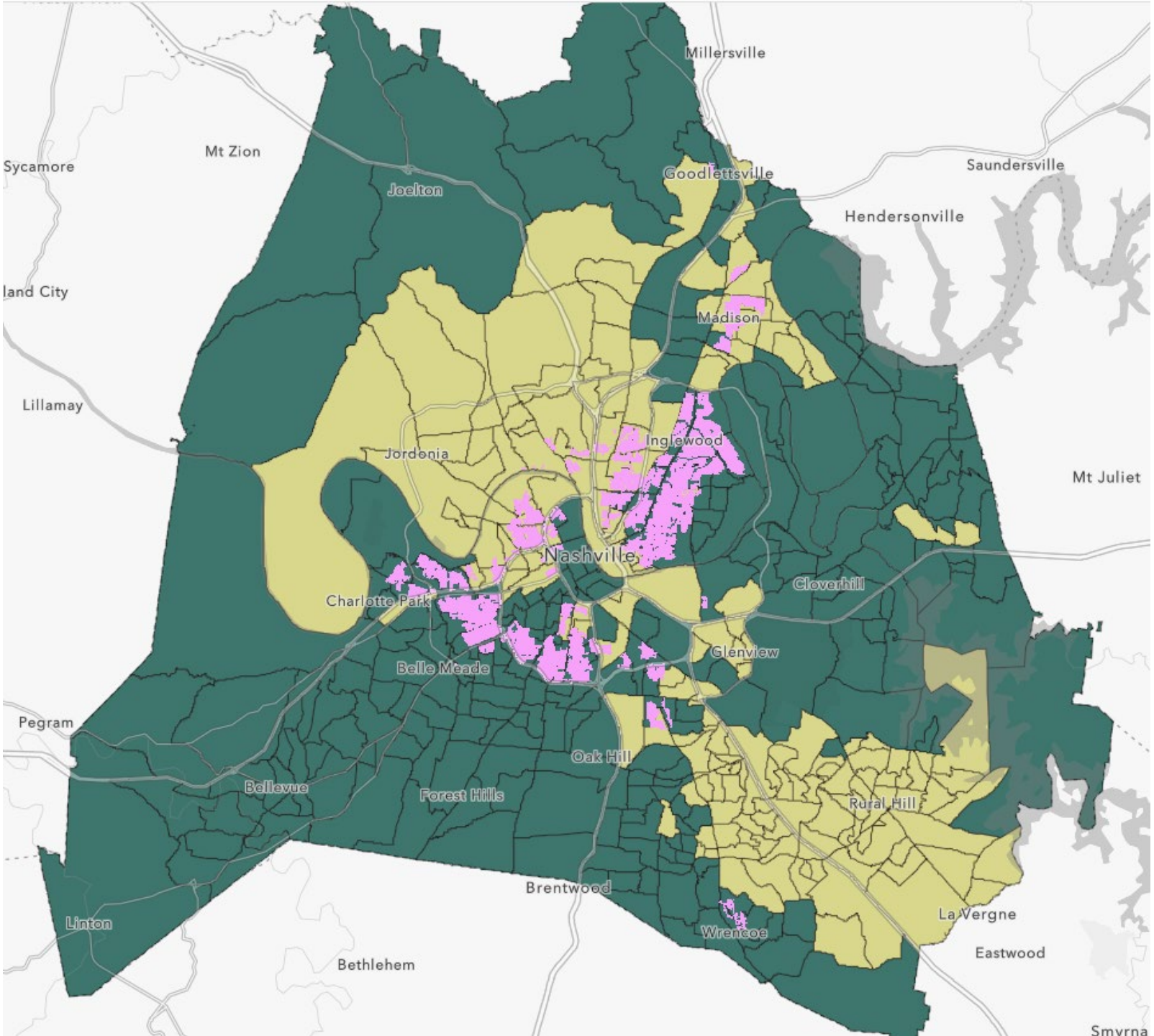
Minority Populations & T4 NM

2020 Census Tracts Percent Minority

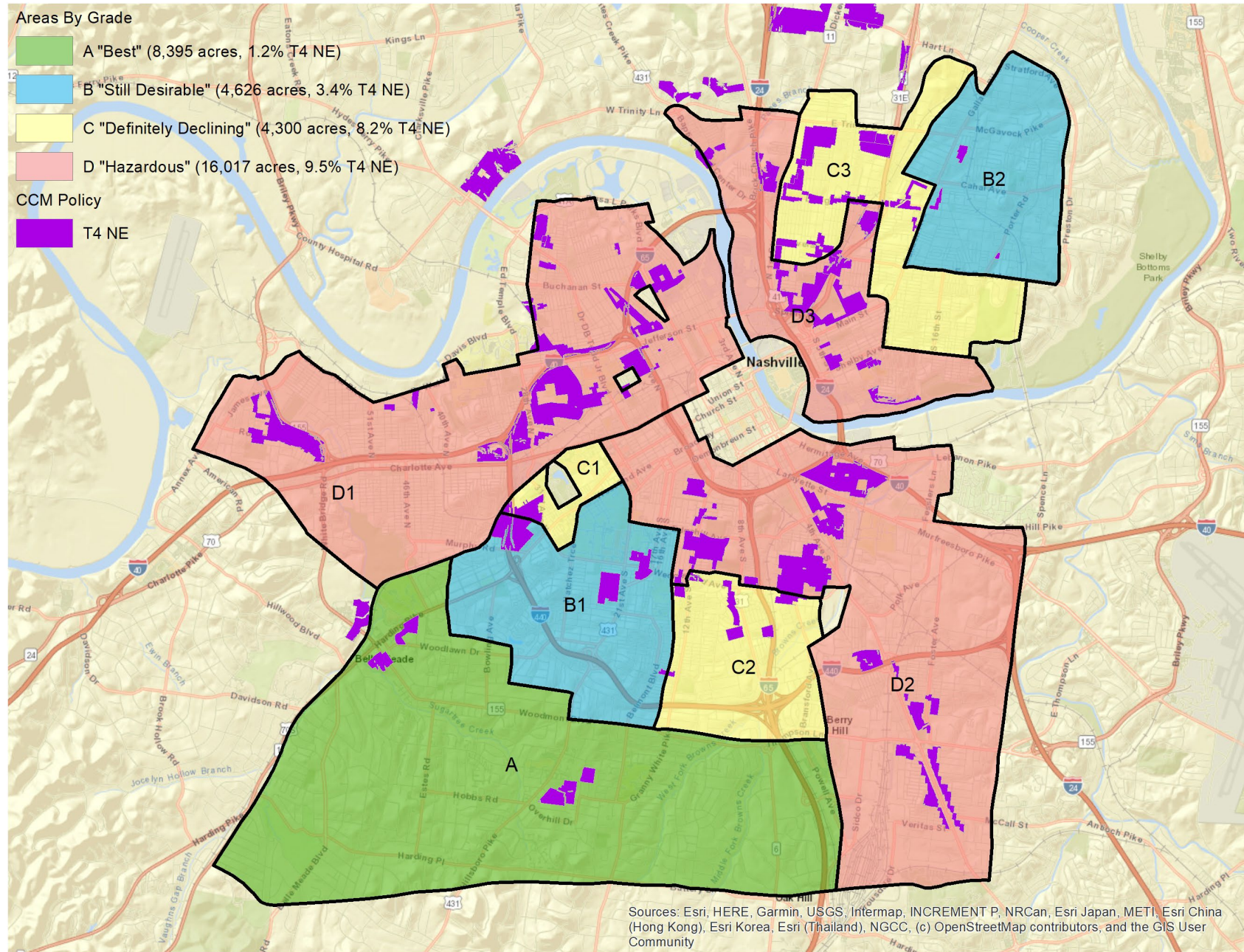
Percent Minority



T4 Neighborhood Maintenance



T4 NE & REDLINING





T4 NE & NM Demographics

- Based on 2020 Census blocks
- Blocks don't perfectly match policy
- T4 NE contains majority-minority population
- T4 NM contains majority non-Hispanic white
- T4 NM becoming more white
- Census blocks that contain both policies are also majority-minority

2010

T4 NE	T4 NM	T4 NM & NE	Nashville
45% Black 13,721	32% Black 26,718	45% Black 16,723	28% Black 169,272
40% White 12,116	58% White 49,565	42% White 15,463	56% White 338,782
9% Hispanic 2,761	6% Hispanic 5,350	8% Hispanic 2,923	10% Hispanic 60,390
3% Asian 1,039	2% Asian 1,371	2% Asian 831	3% Asian 18,497
2% Other 698	2% Other 1,829	3% Other 934	2% Other 12,863

2020

T4 NE	T4 NM	T4 NM & NE	Nashville
36% Black 11,991	21% Black 19,512	39% Black 14,370	24% Black 167,795
43% White 14,274	63% White 57,794	45% White 16,448	53% White 367,397
13% Hispanic 4,207	9% Hispanic 8,193	10% Hispanic 3,498	14% Hispanic 96,349
4% Asian 1,219	2% Asian 1,893	3% Asian 930	4% Asian 27,172
4% Other 1,375	5% Other 4,555	4% Other 1,293	4% Other 29,203

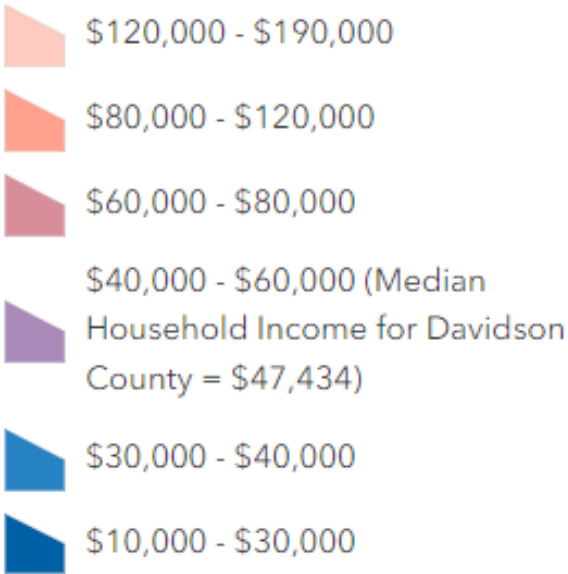
“Looking at the map of where T4 NE is currently applied it appears to disproportionately include a number of historically African-American neighborhoods within and around the urban core that experienced disinvestment and interstate construction and subsequently declined. This adds to the perception that T4 NE is applied to blighted areas and to neighborhoods Metro wants to see ‘changed’, which has often meant gentrified to the displacement of communities of color.”



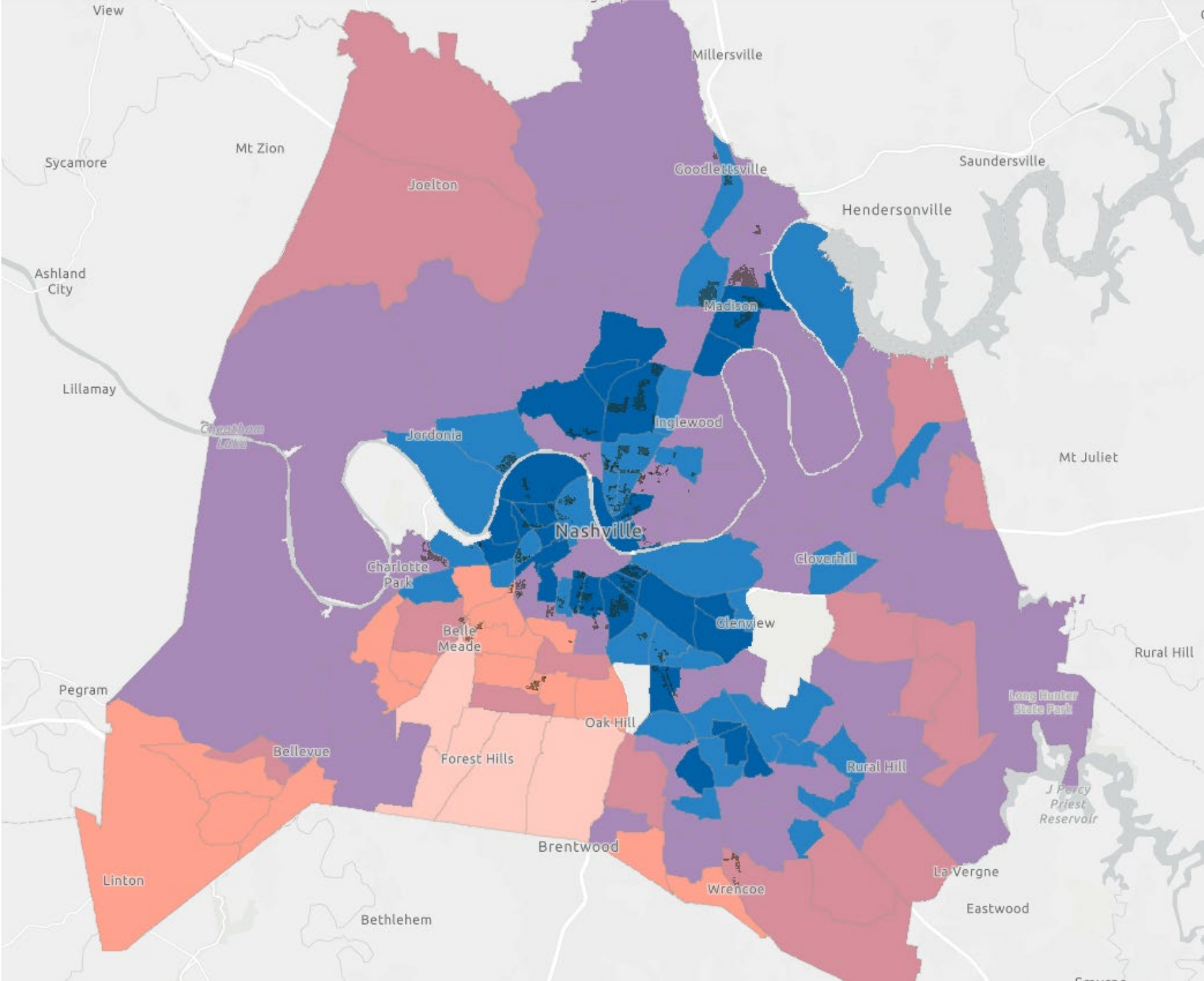
2010-2014 ACS Population and Housing Basics - Boundaries

Tract

Median Household Income in past 12 months (inflation-adjusted dollars to last year of 5-year range)



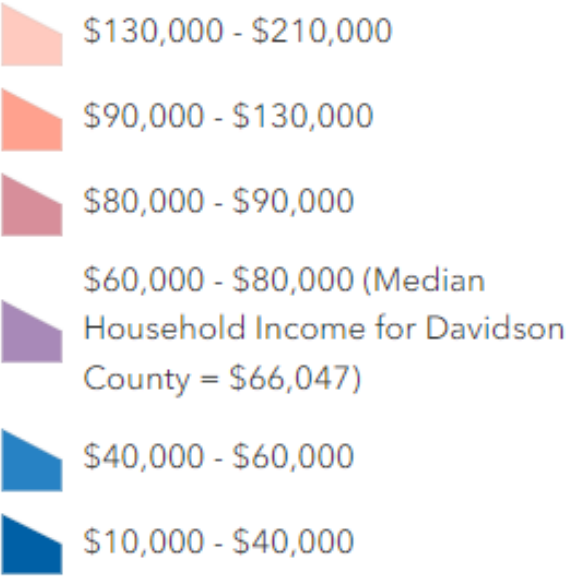
T4 Neighborhood Evolving Policy



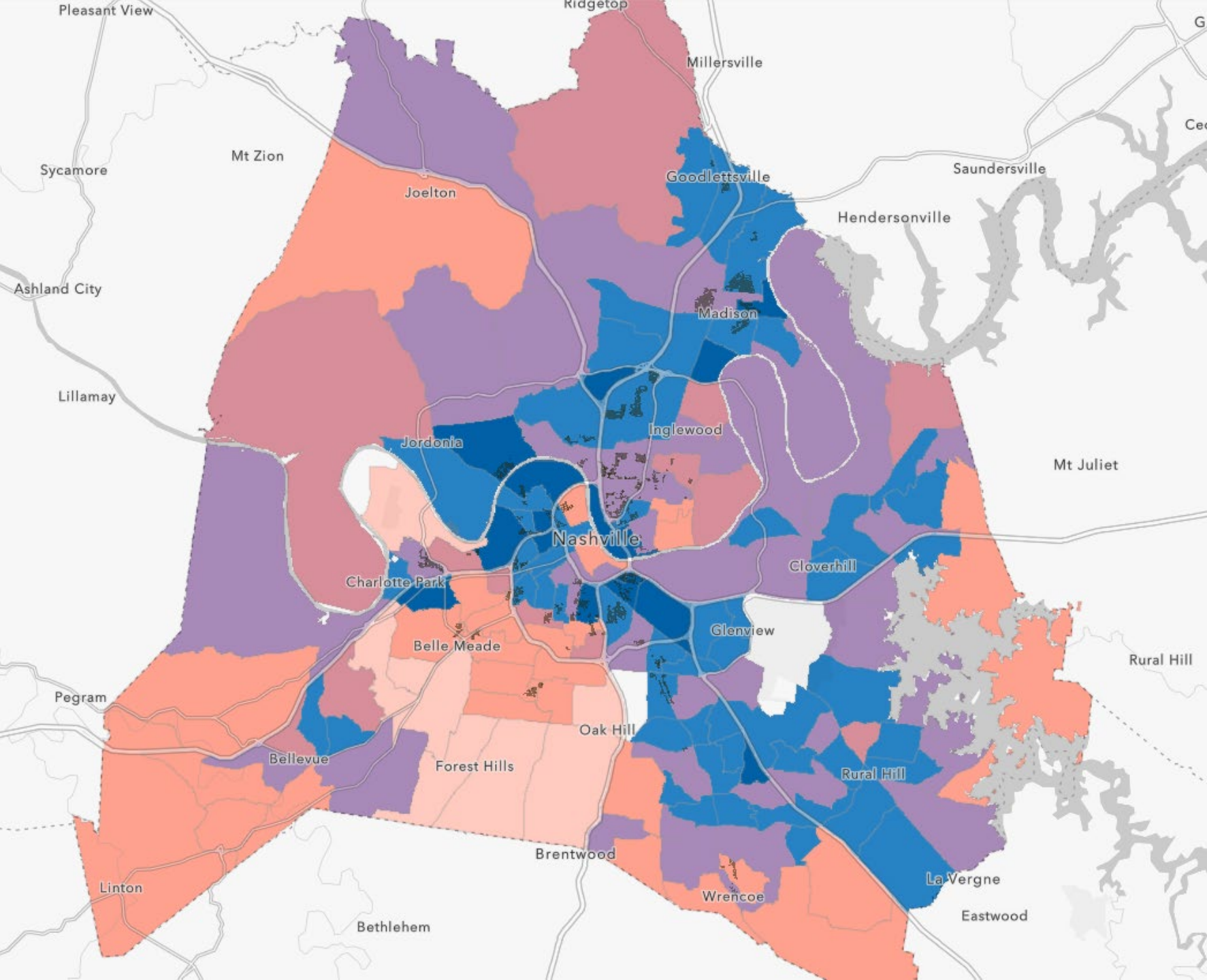
2017-2021 ACS Population and Housing Basics - Boundaries

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T4 Neighborhood Evolving Policy

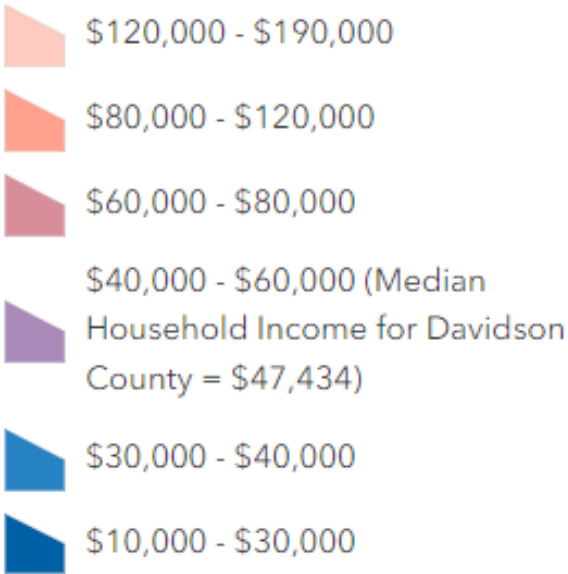




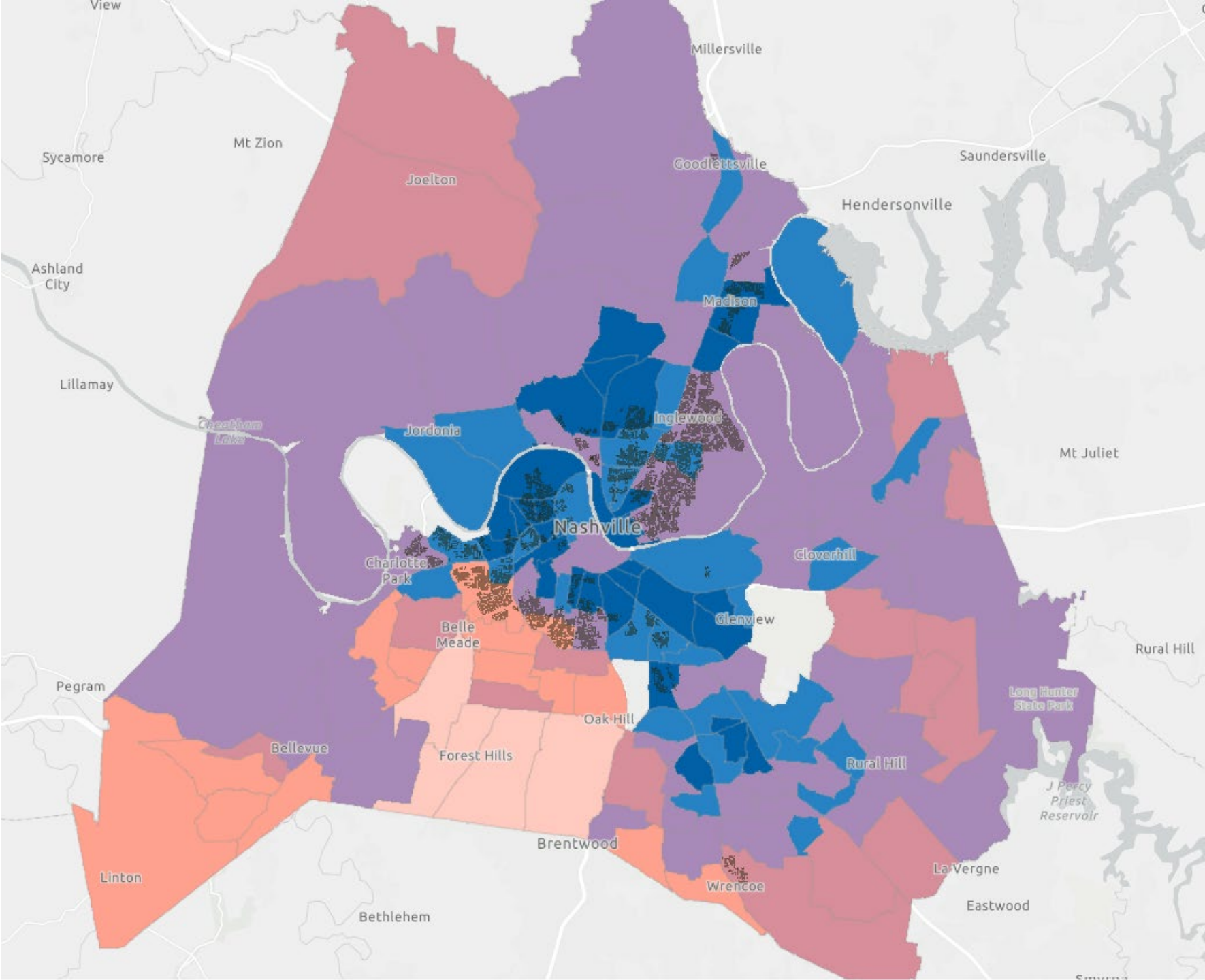
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T4 Neighborhood Maintenance

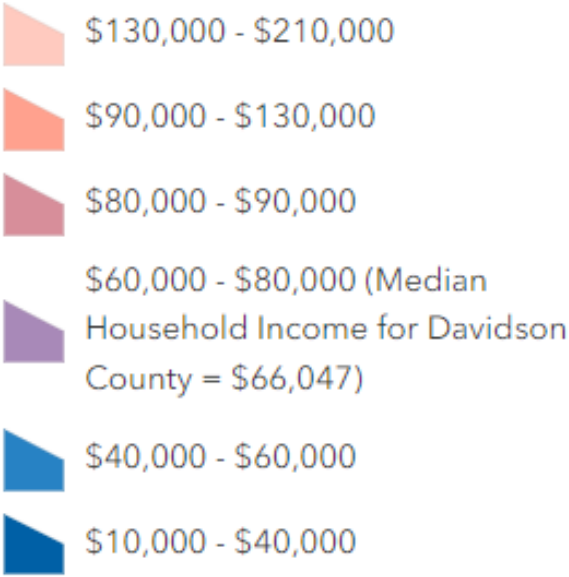




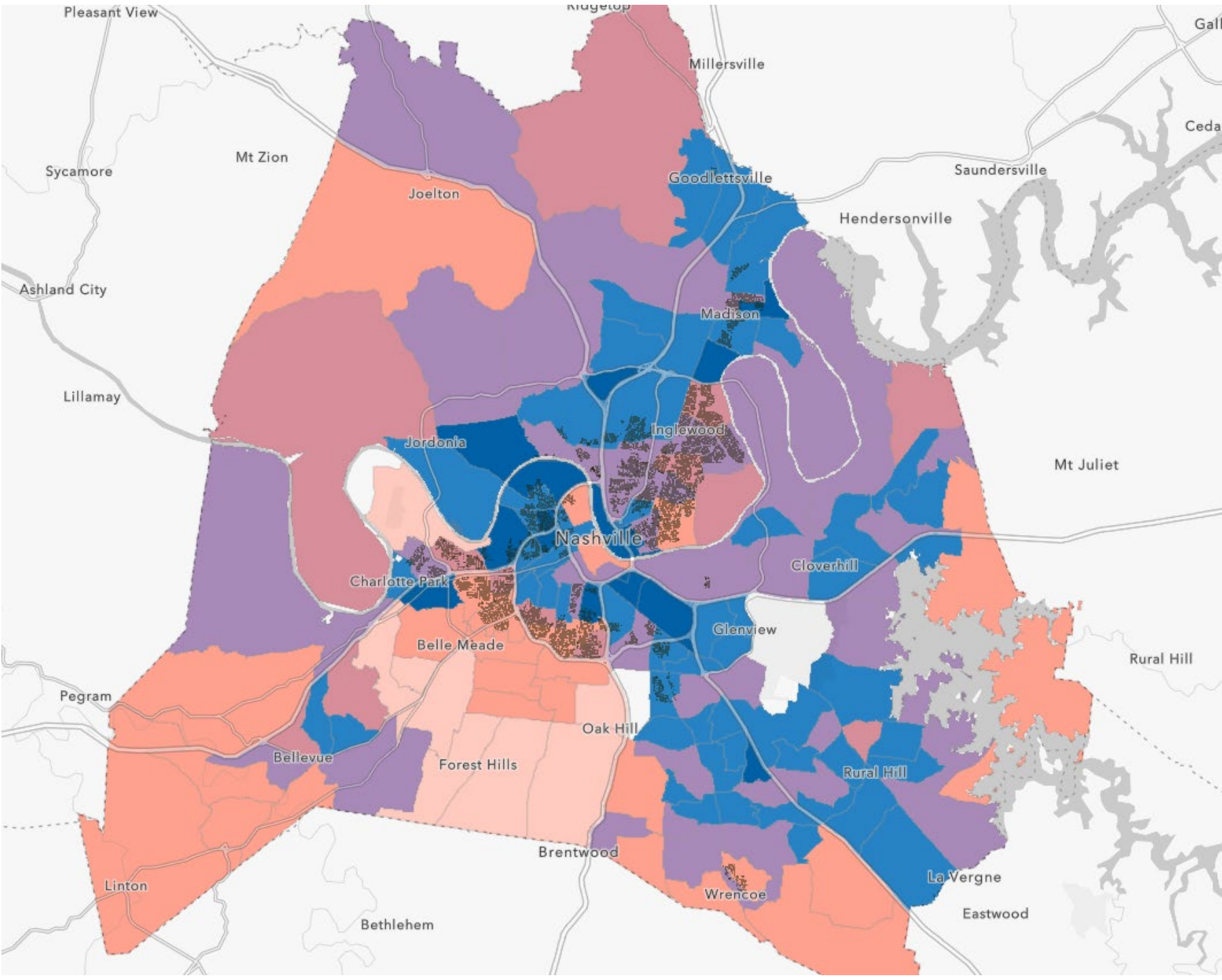
2017-2021 ACS Population and Housing Basics - Boundaries

Tract

Median Household Income in past 12 months (inflation-adjusted dollars to last year of 5-year range)



T4 Neighborhood Maintenance





Policy Intersection with Race, Ethnicity, & Income Conclusions

- T4 NE is more likely to be found in minority-majority areas.
- T4 NM overrepresents Nashville's non-Hispanic, white population.
- T4 NM is likely to be found in all types of communities, while T4 NE is more likely to be found in minority-majority areas and lower to moderate income census blocks.



Policy Implementation

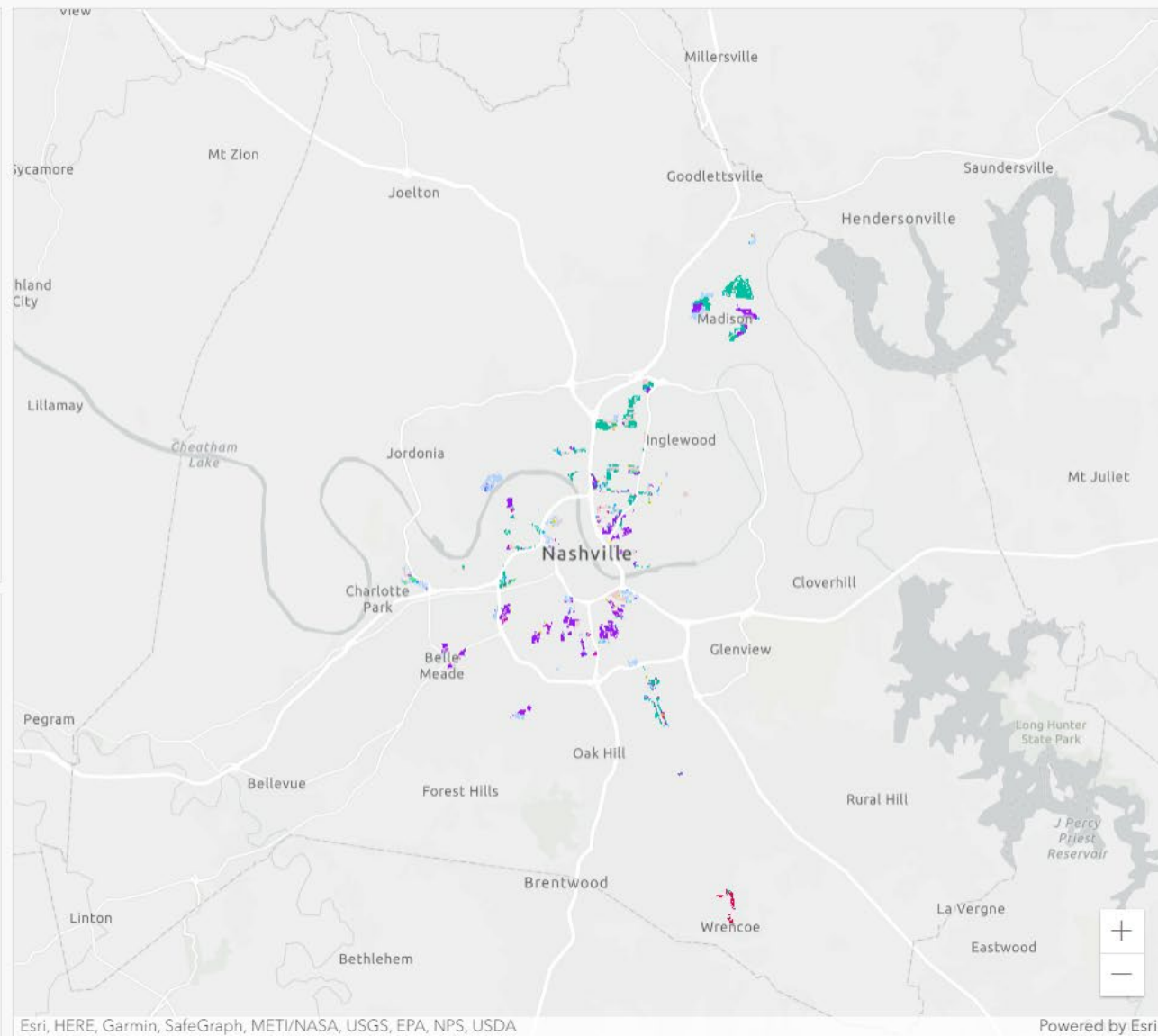
How are these policies implemented?

T4 Urban Neighborhood Evolving Zoning

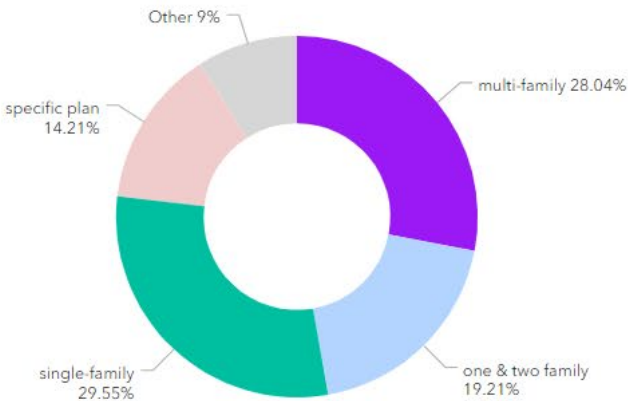
T4 Neighborhood Evolving

- agricultural
- commercial & DTC
- industrial
- mixed-use
- multi-family
- office
- office & residential
- one & two family residential
- single-family
- specific plan

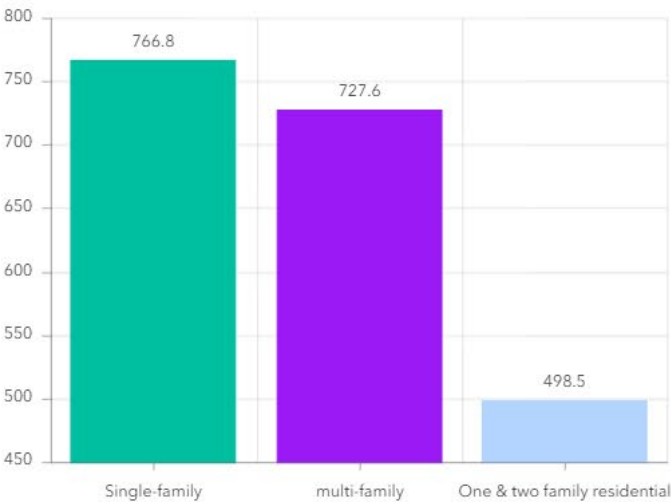
T4 NE Total Acreage
2.6k



Zoning Breakdown for T4 NE



Acreage by Residential Zoning Type



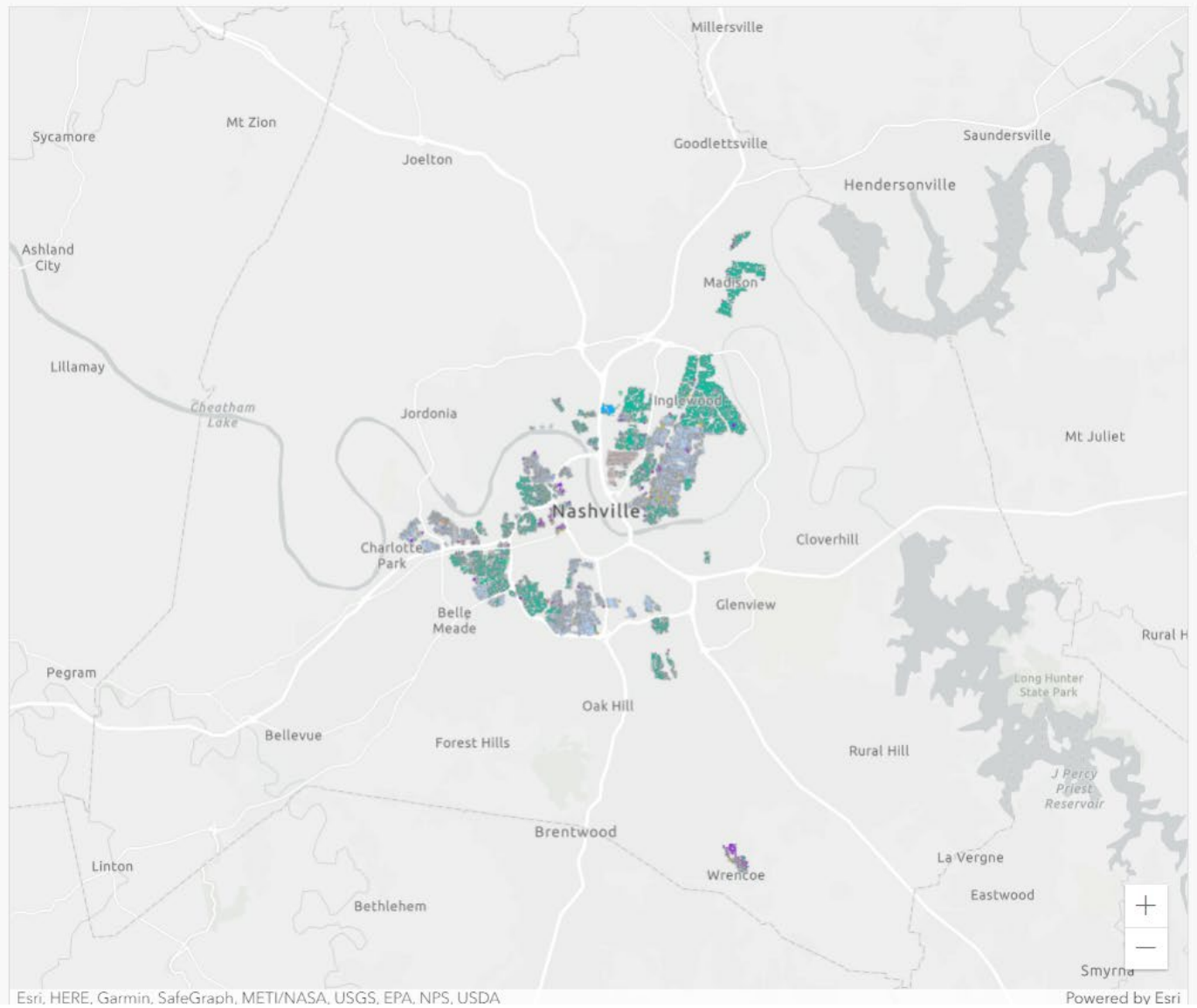
T4 Urban Neighborhood Maintenance Zoning

T4 Neighborhood Maintenance

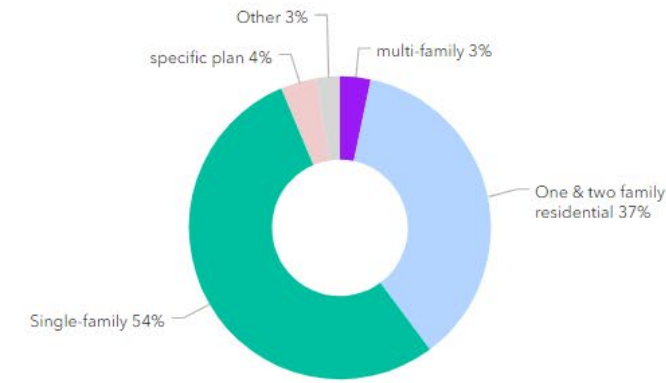
- agricultural
- commercial & DTC
- industrial
- mixed-use
- multi-family
- office
- office & residential
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- single-family
- specific plan

T4 NM Total Acreage

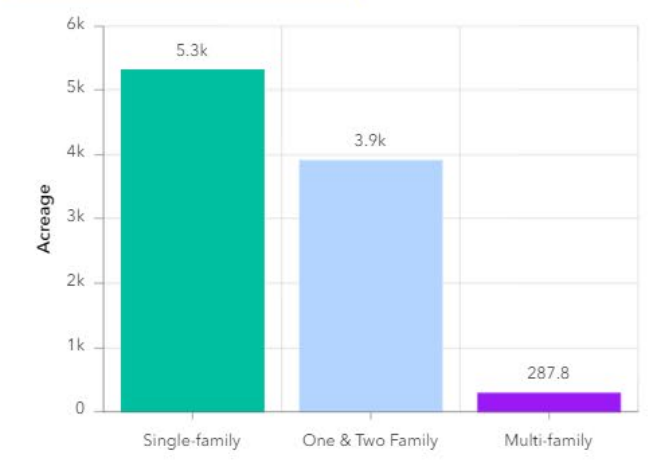
8.1k



Zoning Breakdown for T4 NM



Acreage by Residential Zoning Type



T4 NM

92 cases

9 cases/1,000 acres

85 acres approved for
rezoning or SP

1% of T4 NM acreage
impacted by rezoning or SP

T4 NE

193 cases

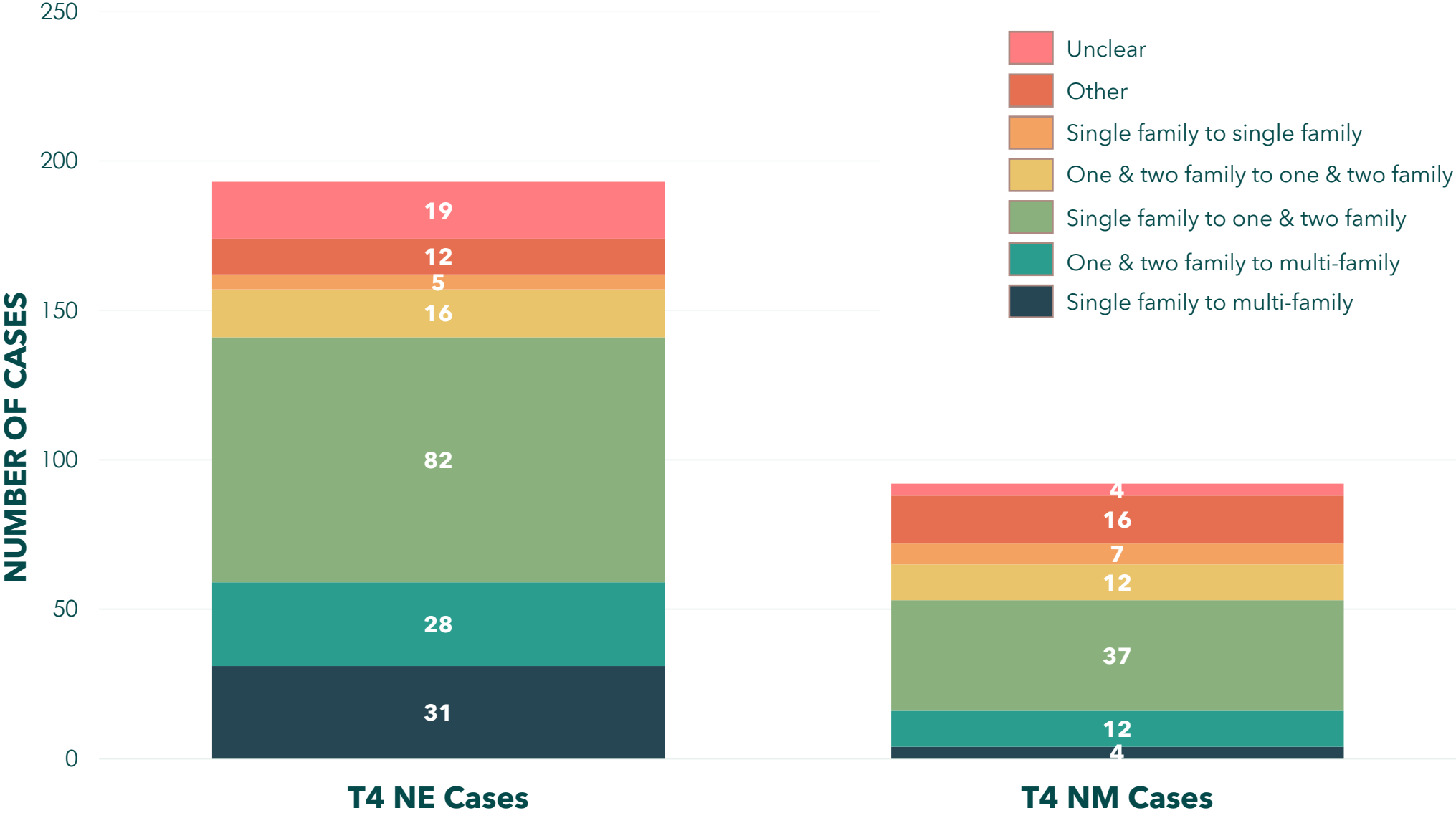
53 cases/1,000 acres

278 acres approved
for rezoning or SP

8% of T4 NE acreage
impacted by rezoning or SP

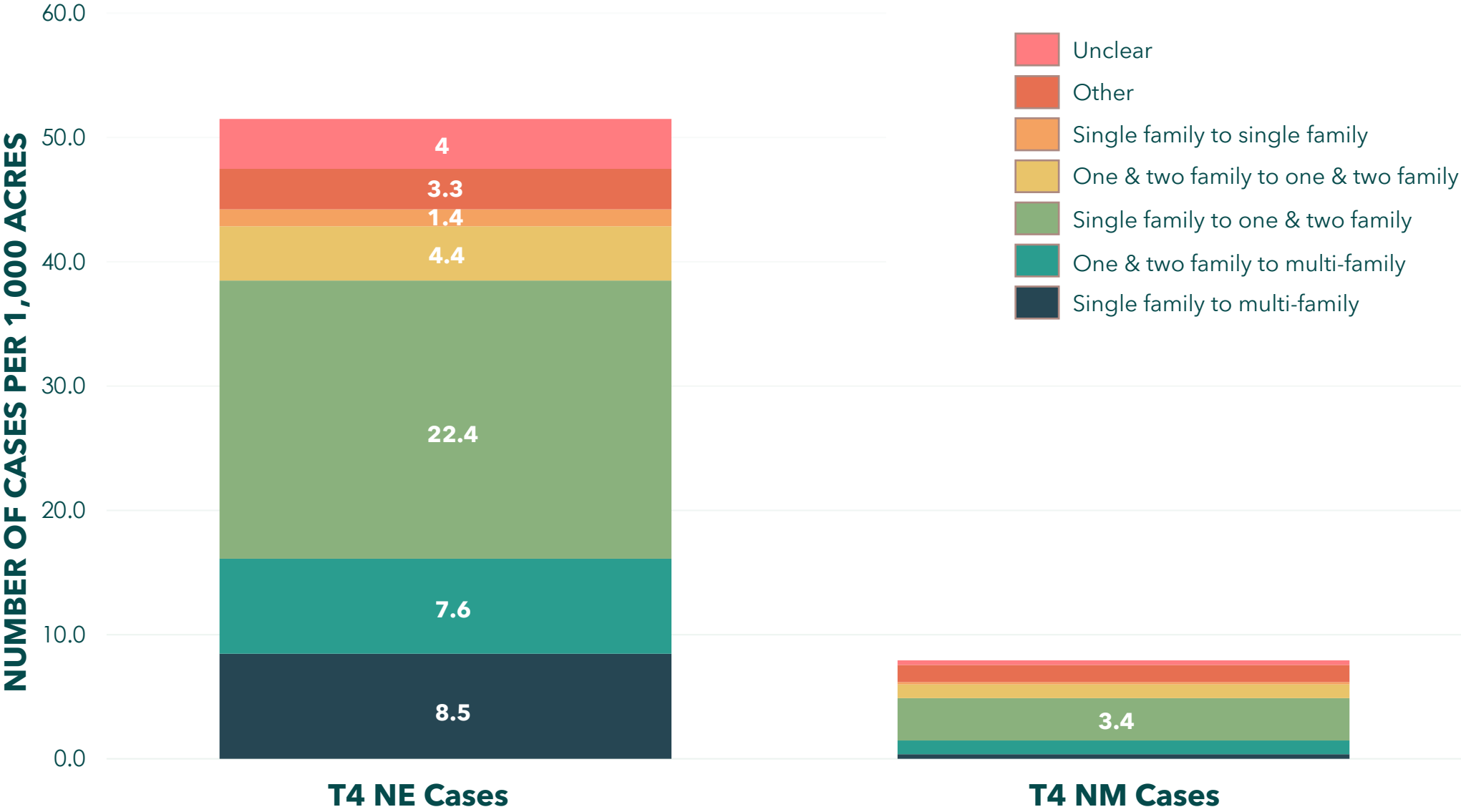


Rezoning & Specific Plan Cases by Type Sept 2015 - April 2023





Rezoning & Specific Plan Cases by Type Sept 2015 - April 2023





Policy Application Conclusions

- 6 times as many cases were approved in T4 NE than T4 NM (after adjusting for acreage).
- Most cases in T4 NM & NE were moderate rezonings from **single-family to one-and-two family, single-family to single-family, and one-and-two family to one-and-two family**.
- Cases occurring within T4 NM & NE are primarily used to accommodate minor changes in density under 15 units/acre (16 units/acre typical density needed to support local amenities).
- Since 2015, 16 cases within T4 NM policy area and 59 cases within T4 NE policy area “upzoned” from single and one-and-two family to multifamily.



takeaways

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- Pro-growth policy applied to minority and/or low-income neighborhoods, rather than white majority neighborhoods.
- Differ in number of projects but yield similar densities.
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Revision Proposals

How should we move forward?

Proposal 1: Create a unified urban neighborhood policy

- Single urban, residential category (Urban Neighborhood Residential or T4 NR)
- Additional supportive language for infill and middle housing (wherever NR is applied).
- Design guidelines for middle housing (per NashvilleNext Action Plan goals).
- Intensity (mid-rise) based off proximity to amenities and city resources (retail, restaurants, schools, parks, etc.) in order to support complete communities (NashvilleNext Guiding Principle)
- “Some growth everywhere” strategy while focusing additional intensity in highly-resourced neighborhoods.
- Only requires CCM Revisions **(lighter lift)**



Proposal 2: Revise T4 NM & NE Policy

- Middle housing everywhere, neighborhood-scale infill: T4 NM
- Mid-rise, multi-family: T4 NE
- T4 NE application criteria: near high-opportunity areas and city resources
- Requires CCM revisions & reapplication of policies based on new criteria (**heavy lift**)

Questions?

How do you explain NM & NE?

What is the intent of neighborhoods (to grow, change, remain the same?)