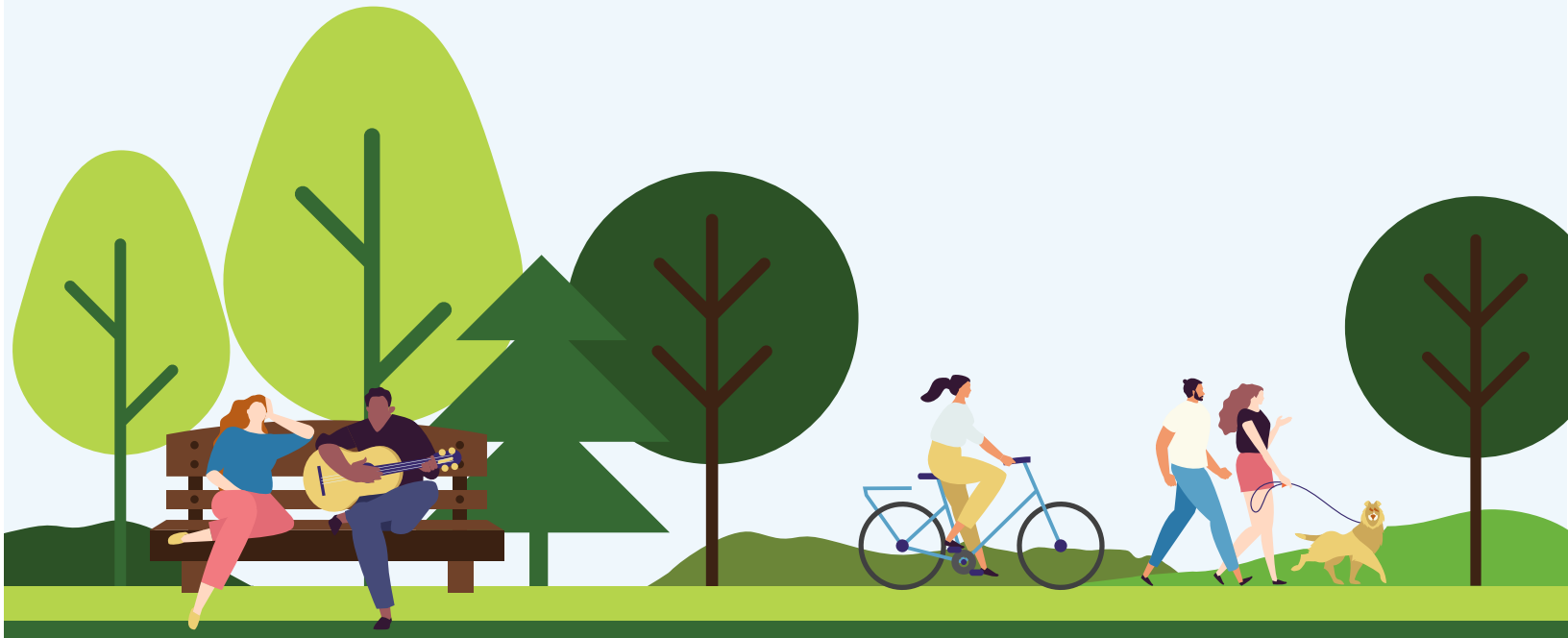
METRO PARKS NASHVILLE

PLAN TO play

PARKS FOR EVERYONE

2026 UPDATE



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Adopted by the Metropolitan Board of Parks & Recreation on June 2, 2026

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PLAN TO PLAY 2026 — ROADMAP FORWARD

Nashville has changed in big ways since 2017, when the Plan to Play was initially issued, and our parks system has been evolving right alongside it. This 2026 update to the city's Parks and Greenways Master Plan captures where we've made meaningful progress, where demand has outpaced supply, and, most importantly, where we're headed next. The plan will guide priorities and investments from 2026 through 2031, ensuring that our parks system continues to grow with the people it serves.

This work builds on a strong foundation. The original 2017 Plan to Play (P2P 2017) was shaped by community voices and bold ideas, and that input still matters today. Metro Parks has stayed true to that vision while bringing in new data, updated trends, and fresh public feedback to respond to the realities of a faster-growing, more dynamic Nashville.

Nashville Water Lantern Festival (2024)

Plan to Play 2017 — Progress Highlights:

This snapshot spotlights key investments, system expansions, and community impact across Nashville's parks and greenways. It summarizes major accomplishments including new parks and trails, enhanced facilities, and expanded programming, while also acknowledging the challenges created by rapid population growth and rising demand. Together, these highlights provide a clear, at-a-glance understanding of how the system has evolved, creating context for future priorities outlined in the updated plan.

Plan to Play 2017 — Successes and Status:

Since 2017, Metro Parks has delivered real, measurable progress. At the same time, growth has brought new pressures. This section examines recommendations from P2P 2017 in the broad categories of Land, Facilities, Greenways, Programs, Operations, and Funding, giving a clear-eyed look at what has been accomplished and where constraints or priorities have limited implementation. It creates a shared understanding of today's parks system and sets the stage for smarter, more targeted action moving forward.

Demands and Needs:

Across Nashville, one message is clear: Parks matter more than ever. As the city grows, so does citizen demand for accessible green space, quality facilities, connected greenways, and expanded programs. This section brings together insights across the same six categories of Land, Facilities, Greenways, Programs, Operations, and Funding. It defines what's needed now using updated inventories, per capita Level of Service (LOS) standards, demographic trends, comparisons to peer communities, and community and stakeholder input. Together, these metrics and perspectives create a data-driven snapshot of where the system stands today, where gaps are emerging, and recommendations to strategically meet the needs of a growing city.

Action Plan:

Tier-By-Tier Recommendations

To meet these needs, P2P 2026 introduces a practical, flexible framework for action, outlined in the Tier-By-Tier Recommendations, that brings together deferred maintenance, LOS targets, operational capacity, and future growth into a unified, systemwide approach. Organized into three (3) sequential, yet overlapping tiers, it creates a clear pathway for decision-making — allowing the city to prioritize investments and adjust timing based on funding, staffing, partnerships, and changing conditions. Rather than a one-size-fits-all solution, this framework functions as a scalable roadmap, ensuring that foundational needs are addressed first while still allowing for both incremental improvements and transformative investments over time.

Five-Year Funding Needs

Building on the Tier-By-Tier Recommendations framework, the Five-Year Funding Needs translates strategy into a focused, five (5)-year plan through 2031, organizing priorities by category and tying them directly to Metro's budgeting process — both the annual Operating Budget and Capital Spending Plans (CSPs). At its core, this approach emphasizes not only the funding needs, but the action steps required to maintain momentum while ensuring that progress is visible, resources are aligned, and Nashville continues building a parks system that responds to growth and meets the needs of its residents.

A Snapshot of What We've Achieved Together

Since the adoption of Nashville's P2P 2017, Metro Parks and its partners have made meaningful, visible progress across Davidson County. Even as Nashville has grown and demand for parks and park amenities has increased, the system has expanded, improved, and reached more residents than ever before.

Expanding Access to Parks and Greenways

- 16 new parks have opened or are in development, bringing green space closer to more neighborhoods.
- 14 new greenway segments have been added, expanding the network to over 110 miles.
- Nearly 570 acres of new park land have been acquired.
- Today, more neighborhoods have access to quality parks and outdoor space, with notable progress in historically underserved areas.

Investing in Facilities and Amenities

- More than $270 million in capital improvements has been invested in park facilities.
- 36+ miles of new trails (paved and natural surface) have been added.
- 21 new playgrounds were built and 27 replaced, improving safety and experience for families.
- Six (6) new dog parks and expanded recreation amenities have been added, including athletic courts and fitness areas.
- Major community assets have opened, notably the Bellevue and Old Hickory regional community centers and Mill Ridge and Ravenwood regional parks.

Growing Programs and Community Impact

- Summer and after-school programs now serve 3,000+ youth, with participation increasing 30% since 2017.
- Expanded hours at community centers have supported the growth of visual and performing arts, senior, fitness and wellness programs across the system.
- The disABILITIES program has grown rapidly, nearly doubling participation in recent years.
- Nature-based and environmental education programs are reaching more communities than ever before.

Revitalizing and Preserving Nashville's Landmark Parks

- Major improvements are complete or well underway at Centennial Park, Warner Parks, and Sevier Park. Historic preservation efforts have restored iconic spaces such as Sunnyside Mansion and Two Rivers Mansion, and enhanced the Parthenon and Centennial Park experience with the renovation of the Centennial Bandshell and adaptive reuse of the historic Croquet Clubhouse as a cafe.
- Investments bring new life to historic assets while protecting Nashville's cultural legacy, including major preservation efforts at Fort Negley and safeguarding sites such as Aaittafama' Archaeological Park.

Strengthening Partnerships and Community Support

- Nonprofit "Friends" groups and partners have contributed $28+ million since 2021.
- Expanded partnerships have helped deliver programs, activate parks, and extend Metro Parks' reach.
- Volunteerism and community engagement continue to play a vital role in maintaining and improving parks.

Demand is Outpacing System Growth

- Nashville's population has grown by more than 5%, and park usage continues to rise amid an unprecedented period shaped by rapid growth, historically high recreation participation rates, growing diversity in recreation interests, natural disasters, inflation, and Metro budget and hiring constraints, all of which have made it increasingly difficult for the system to keep pace with demand.
- Despite these challenges, Metro Parks has expanded access, improved facilities, and increased programming, keeping parks central to quality of life in Nashville.

Looking Ahead

While progress since 2017 has been significant, demand has outpaced resources in key areas, and the system is feeling that strain. As Nashville's population continues to rise, maintaining our parks and their facilities in a state of good repair is just as critical as building new ones. Aging infrastructure and deferred maintenance are increasingly affecting day-to-day operations and the quality of visitor experiences, from fields and trails, to community centers and basic infrastructure.

At the same time, per capita LOS lags behind rising demand for open space and some facilities across the city. While staffing levels have increased in some key areas such as community centers, park police, and much of maintenance, capital funding for new land and facilities has not kept up with the city's growth.

Addressing these challenges will require sustained investment to protect and maintain our existing assets and to ensure that Metro Parks can continue to deliver safe, high-quality experiences for all Nashvillians in a rapidly growing city.

Plan to Play 2017 — Successes and Status

Adopted by the Metro Park Board in March 2017, Plan to Play: The Nashville Parks and Greenways Master Plan *proposed a range of actions and initiatives that are designed to produce sustainable and equitable growth of Nashville's park system through 2027. This chapter details successes born from those recommendations as of July 2025. A comprehensive report on all recommendations made in P2P 2017 may be found in Appendix I - 2017 Recommendations Update.*

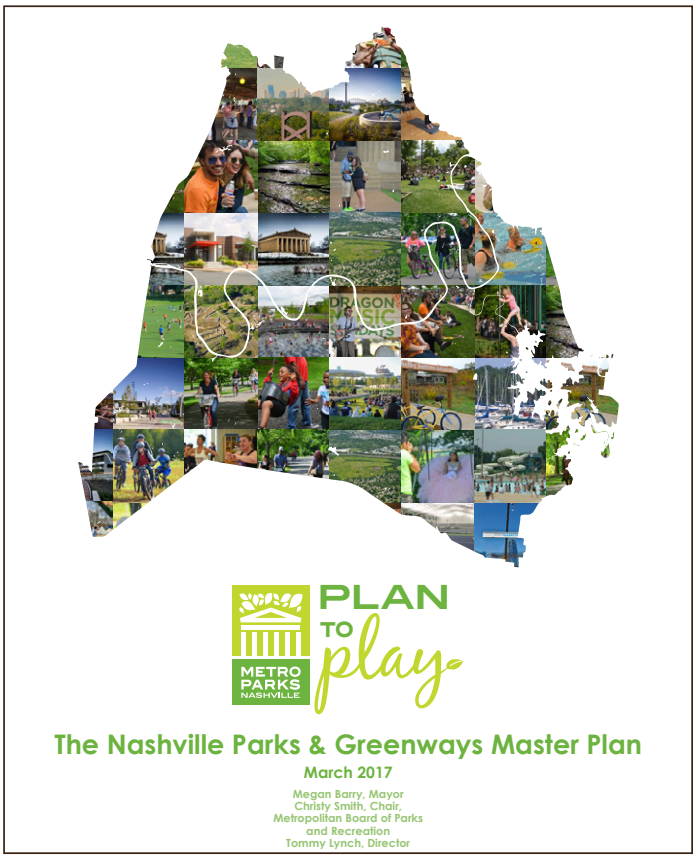
Recommendations of Plan to Play 2017 were organized into five (5) categories:

LAND **FACILITIES** **PROGRAMS** **OPERATIONS** **FUNDING**

GREENWAYS

P2P 2017 greenway-related recommendations were integrated into the above categories. The following pages use this icon (left) to easily identify greenway-related topics.

Downtown Nashville



Cover of Plan to Play (2017)

The P2P 2026 update does not replace P2P 2017. Rather, it builds upon it. Accordingly, an essential initial exercise is to assess the state of the original recommendations. This assessment summarizes the extent to which each recommendation from P2P 2017 has been implemented. Where possible, comparisons of 2017 to 2025 are represented in infographics and tables.

Land

Land is the fundamental building block of a park system. For the first time in Nashville, P2P 2017 recommended Level of Service (LOS) standards for acres of park land per capita, defined a range of park typologies, and established geographic service distances or watersheds for open space. Additional land projects and their statuses can be found in Appendix I: 2017 Recommendations Update.

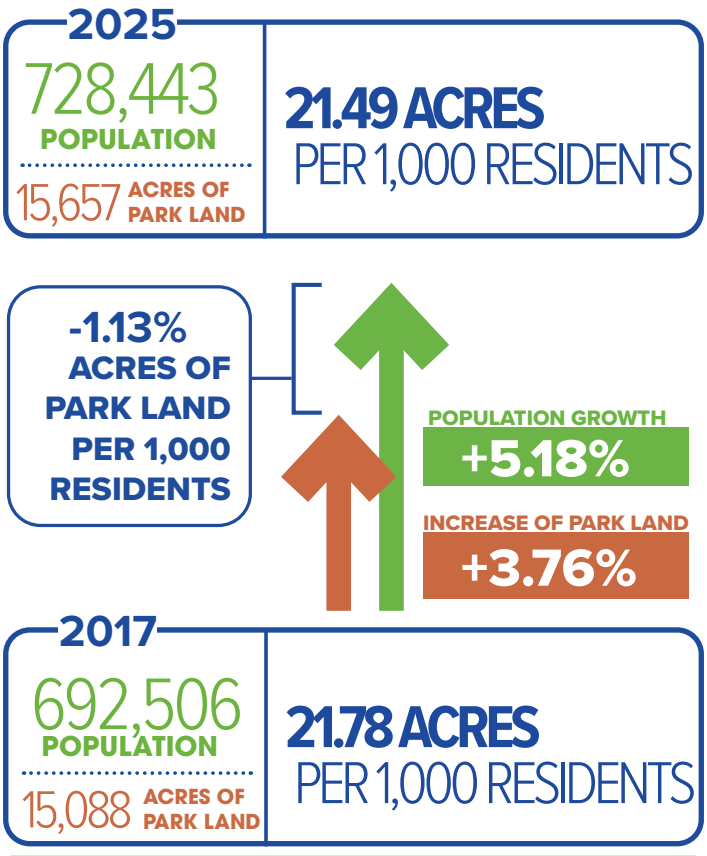
IN PROGRESS

Recommendations 7.2.3 and 7.2.4

Expand Park and Greenway Land by 4,500+ acres

Since 2017, Metro Parks has acquired 568.78 new acres of land. This does not keep up with Nashville's population growth, nor achieve the recommended acreage level of service for 2027. P2P 2017 estimated the cost to acquire the recommended 4,540 acres at $534 million. Since then, a total of $12.8 million has been allocated from Metro sources for park land acquisition. See Funding Recommendation 7.6.2 for more information.

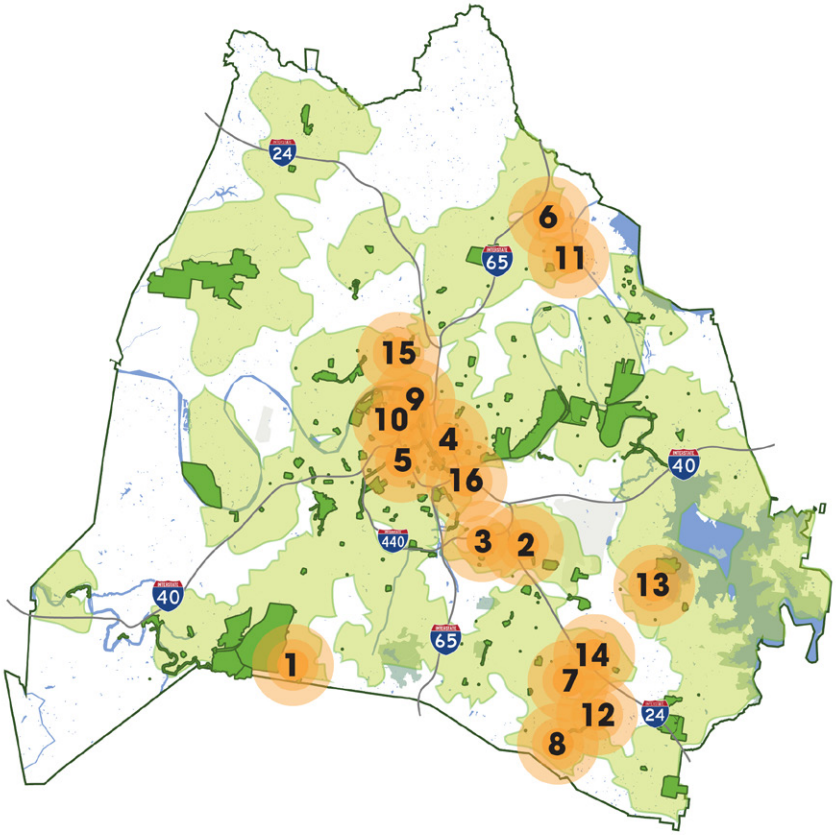
Acreage Level of Service Comparison 2017 to 2025



Population Source: Boyd Center for Business and Economic Research, University of Tennessee, Knoxville. Inventory of Metro Parks Land as of August 2025

Parks Added Since P2P 2017

1. *Aaittafama Archaeological Park*
2. *Azafran Park*
3. *Fair Park*
4. *Frankie Pierce Park*
5. *Kossie Gardner Sr. Park*
6. *Mansker Creek Park*
7. *Mariposa Park (under construction)*
8. *Mill Ridge Park*
9. *Morgan Dog Park*
10. *Salemtown Spraypad*
11. *One Mile Park*
12. *Orchard Bend Park*
13. *Smith Springs Park*
14. *Southeast Park*
15. *Trinity Hills Park (planned)*
16. *Wharf Park (planned)*



Areas of Davidson County within three miles of a park (2017)

Metro parks opened or planned 2018-2026

Recommendation 7.2.5b

Land Acquisition Efforts Should Consider Equitable Access, Viewshed and Habitat Protection, and Programmatic Potential

16 new Metro parks and 13 greenway segments will have opened to the public by June 2026. Several of these sites help achieve access goals for underserved areas, low-income communities, and growth centers/corridors targeted for densification. Acquisition of 309 acres near Beaman Park is in process at the time of this printing.

Parks Added Since P2P 2017

Aaittafama Archaeological Park

Azafran Park

Fair Park

Frankie Pierce Park

Kossie Gardner Sr. Park

Mansker Creek Park

Mariposa Park (planned)

Mill Ridge Park

Morgan Dog Park

Salemtown Sprayground

One Mile Park

Orchard Bend Park

Smith Springs Park

Southeast Park

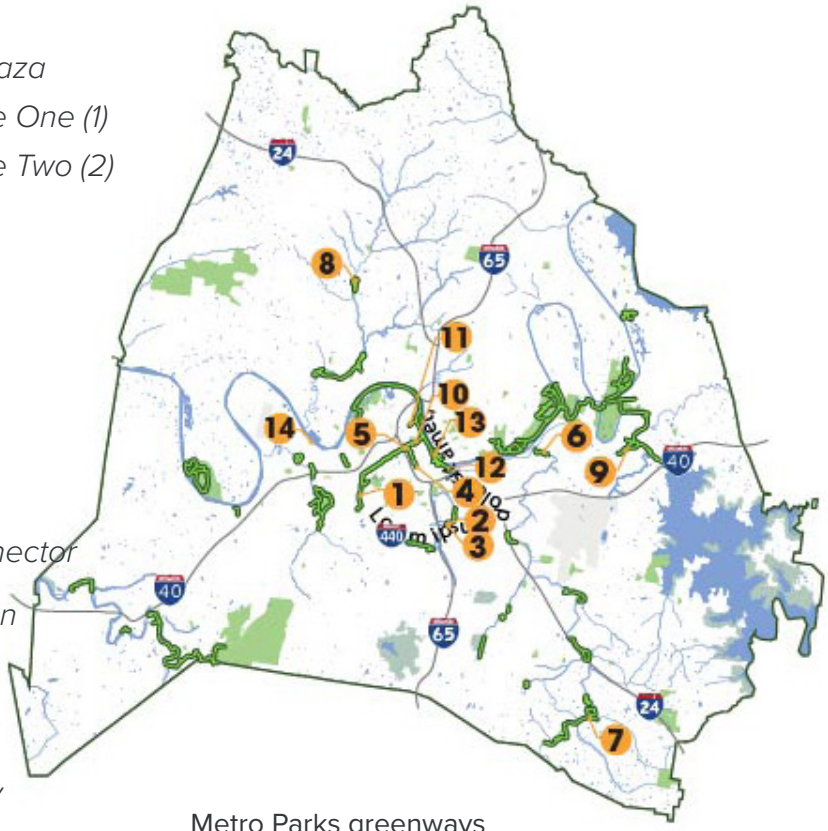
Trinity Hills Park (planned)

Wharf Park (planned)

Wharf Park Rendering: Agency Landscape + Planning

Greenways Added Since P2P 2017

1. *440 Greenway Elmington Park to Park Plaza*
2. *Browns Creek Greenway Fair Park Phase One (1)*
3. *Browns Creek Greenway Fair Park Phase Two (2)*
4. *Gulch Greenway Church Street Bridge to Broadway Bridge*
5. *Gulch Greenway MLK Jr. Blvd to Frankie Pierce Park*
6. *Mill Creek Greenways Donelson Hills*
7. *Mill Creek Greenway Orchard Bend Park*
8. *Whites Creek Greenway Fontanel*
9. *Stones River Greenway Hickory Hill Connector*
10. *Cumberland River Greenway First Horizon Park*
11. *Cumberland River Greenway Modera Germantown*
12. *Cumberland River Greenway at Peabody Union*
13. *Cumberland River Greenway 1st Avenue*
14. *Cumberland River Greenway at Modera Nations*



Metro Parks greenways opened or in-development 2018-2025

First Horizon Park Greenway Opening

Facilities

Facilities are the physical amenities and built capital assets that accommodate the full range of recreational activities and experiences expected from the park system. Facilities range from community centers to hiking trails, from soccer fields to historic sites, and from dog parks to art studios. As with park land acres, P2P 2017 established LOS standards or per capita goals for a range of key facility types. Facilities LOS is one of several quantifiable measures of a parks system's performance tracked by most cities in the U.S. P2P 2017 estimated the cost to build all recommended facilities at $667 million. Since 2017, Metro capital allocations total approximately $273 million. See Funding Recommendation 7.6.3 for more information. Additional facilities and their statuses can be found in Appendix I: 2017 Recommendations Update.

Level of Service for Selected Facility Types

	2017		2025		
Facility	**Count**	**Level of Service** *Pop. 692,506*	**Count**	**Level of Service** *Pop. 728,443*	**Notes**
Paved Multi Use Trails	102 miles	0.15 per 1,000	133.61	0.18 miles per 1,000 ↑	Inclusive of 101.66 greenway miles
Unpaved Hiking Trails	66 miles	0.09 per 1,000	84.31	0.12 miles per 1,000 ↑	Inclusive of 8.49 greenway miles
Outdoor Pools	4	1 per 173,127	4	1 per 182,111 ↓	
Playgrounds*	156	1 per 4,439	161	1 per 4,524 ↓	21 new playgrounds built 27 playgrounds replaced Discrepancy is due to 2017 overcount and transfer of playgrounds to MNPS.
Dog Parks	7	1 per 98,929	13	1 per 56,034 ↑	
Basketball Courts	61	1 per 11,353	75	1 per 9,713 ↑	
Tennis Courts	147	1 per 4,711	164	1 per 4,422 ↑	Tennis and pickleball courts combined.
Baseball Fields	86	1 per 8,052	80	1 per 9,106 ↓	
Community Centers	870,069 sf	1.26 sf per capita	910,069 sf	1.25 sf per capita ↓	

LOS Comparison Table of 2017 to 2025 from Inventory of Metro Parks Facilities as of August 2025

IN PROGRESS

Recommendation 7.3.1 and 7.3.2

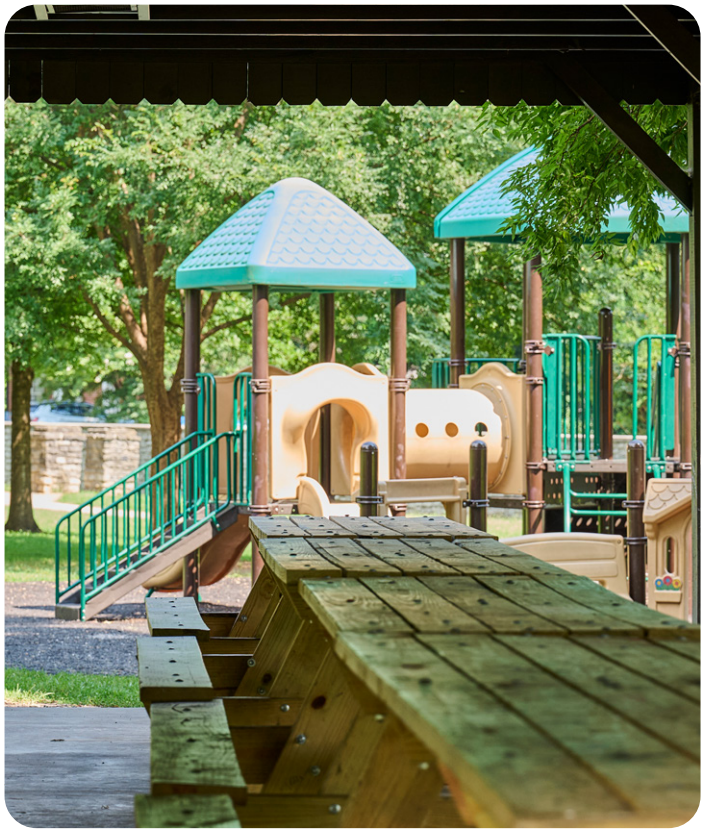
Add 53 Miles of Paved Multiuse Greenway Trails and 50 Miles of Unpaved Trails

Since 2017, 17 miles of paved, multiuse trails have been added, 6.66 miles of which are part of the greenway system, and 20 miles of unpaved hiking trails have been added. This more than meets the LOS goals identified in Tiers One and Two of the Action Plan, which begins on page 97.

Recommendation 7.3.3

Add 17 Large Picnic Shelters

P2P 2017 considered reservable picnic shelters only. In this updated plan, all shelters are counted, including first-come-first-serve shelters. Since 2017, 15 new picnic shelters have been added.



Sevier Park

Old Hickory Community Center in Construction

Recommendation 7.3.4

Add 481,00 SF of Community Centers

The square footage recommended in 2017 corresponds to specific new or expanded community centers. Bellevue Regional Community Center opened in 2017, Madison and Smith Springs regional centers were added in 2018, and Old Hickory Regional Community Center opened in early 2026. The first three replace smaller neighborhood centers. Design funding has been allocated by Metro Council to replace the West Park Neighborhood Community Center with a new regional center that will be approximately 30,000 square feet.

P2P 2017 also recommended a new Mega Center classification, which would co-locate major additional facilities (sports complexes, competition pools, splash pads, theaters) at some regional centers, primarily in suburban locations. This approach maximizes staffing and operational efficiency. While no such centers have yet been developed, the strategy remains a potent and viable one.

Recommendation 7.3.6

Add 65 Playgrounds

21 new playgrounds have been built since 2017, and 27 have been replaced at existing locations. Playgrounds on MNPS and Metropolitan Development and Housing Agency properties that are not built or maintained by Metro Parks are not reflected in LOS or inventory, although they often functionally serve as public playgrounds.

New playgrounds at Mill Ridge Park and Ravenwood Park fulfill 2017 recommendations related to regional playgrounds: large, destination play spaces that feature unique elements and serve a much larger service watershed than a typical neighborhood playground. A playground expansion at Mill Ridge is currently under construction.

Recommendation 7.3.7

Add Eight (8) Dog Parks

Since 2017, six (6) new dog parks have been built, improving level of service per capita. (Any dog park location with separate areas for large and small dogs is counted twice, since all features must be duplicated.)

Recommendation 7.3.8

Enrich Historic Sites

Adaptively reuse historic buildings in Centennial Park, Sevier Park, and Mill Ridge Park

Metro Parks and Centennial Park Conservancy have partnered on restoration and adaptive reuse of historic buildings and structures. New exterior lighting at the Parthenon was added as part of the *Centennial Park Master Plan* in 2021. The Bandshell was renovated and reopened for events and performances in 2024. Phase Three of the Centennial Park Master Plan, which is in progress, includes adaptive reuse of the Croquet Clubhouse as a café. Planning is underway to restore the picnic shelter near West End Avenue.

In 2024, Sunnyside Mansion in Sevier Park reopened after extensive rehabilitation, including renovation of the main mansion, adaptive reuse of the rear ell, reconstruction of the carriage house, and preservation of other outbuildings. In 2026, the Metro Historical Foundation reconstructed the historic gazebo.

In 2025, Metro Parks and the Friends of Mill Ridge Park initiated preservation work on the Moore Farm residence and historic outbuildings.

Fair Park Dog Park

Recommendation 7.3.11

Bring Park Cafes and Concessionaires to Parks

Adaptive reuse project of the Croquet Clubhouse in Centennial Park will include a full-service cafe operated by Centennial Park Conservancy.

The Carriage House at Sunnyside Mansion in Sevier Park was reconstructed in 2024 to function as a cafe. Selection of a food vendor is underway.

Recommendation 7.3.14

Add 25 Tennis Courts

There are fewer tennis courts now than there were in 2017. Some have closed due to condition, and others have been converted to pickleball courts. Pickleball was not identified in P2P 2017, and unprecedented demand since has led to the addition of 69 pickleball courts.

Sportsplex

Recommendation 7.3.27

Implement Key Existing Park Master Plans

Notable progress has been made since 2017 toward fulfilling some previously created master plans, including:

Beaman Park (2003)

The Laurel Woods Trail opened in 2023, adding 12.5 miles to the trail system and inviting hikers into previously inaccessible areas. The Henry Hollow bridge was replaced in 2023.

Fannie Mae Dees Park (2012)

In 2017, Sea Serpent, also known as the Dragon, was restored with the generous support of the Hillsboro-West End Neighborhood Association. In 2024, the original Lily's Garden, an accessible play area, was replaced with a more expansive playground reflecting current best practices in inclusive design.

Shelby Park (2009)

A walking trail loop around Lake Sevier was completed in 2019, in partnership with Friends of Shelby Park and Bottoms. Shelby Golf Course tees and greens were renovated and clubhouse remodeled in 2024.

Warner Parks (2018)

In 2018, in collaboration with Metro Parks, Friends of Warner Parks compiled multiple prior Warner Parks planning documents, assessed relevance and status of recommendations, and generated a consolidated plan. Capital projects have included restoration of the historic Belle Meade entrance gates and Allée, trails rehabilitation, replacing picnic shelters, development of the Burch Reserve, and land acquisition.

Woodmont Park (2009)

This plan is largely complete, thanks to the Friends of Woodmont Park. Improvements since 2017 include resurfacing the tennis court and replacing the half-basketball court with a full court.

Programs

P2P 2017 defined "programs" as events, activities, classes, and experiences that are staffed, guided or facilitated by Metro Parks. Programs include everything from ballet classes, kayak trips, after-school programs and festivals to boot camps, birdwatching, hikes, team sports and art shows. Additional programs and their statuses can be found in Appendix I: 2017 Recommendations Update.

IN PROGRESS

Recommendation 7.4.1

Improve Access to Programs

Expand hours at staffed facilities, especially on weekends

Saturday hours of operation have increased at all community centers as a result of additional operational funding. Nature center hours have expanded slightly. Hours of operation at arts centers have not increased.

Since 2017, operation hours have been reduced at golf courses and at Centennial Sportsplex aquatic and ice centers. Customer volume has required an increase in the number of staff members needed to safely and successfully serve the public during operating hours. Since staffing levels have not increased, operating hours have been reduced.

Musicians Corner, Centennial Park

Recommendation 7.4.2

Prioritize Program Offerings

In 2017, the wide range of Metro Parks programs were highly regarded and consistent with national best practices. The public simply wanted more.

Nature-based outdoor recreation

The outdoor recreation program has made progress on 2017 recommendations, including:

- Outreach to diverse communities, such as alliances with Nashville Black Wellness Collective and Tennessee Aquatic Project
- Integrating environmental education
- Expanding partnerships to extend programs
- Improving alignment with community center programs
- Expanding programs on greenways

An operating agreement for the east and west riverfront docks downtown has improved public access for motorized watercraft, reduced departmental operating costs, and generated new income

Exercise and fitness

Fitness programs and classes have been expanded at all regional and neighborhood community centers. Rollout of point-of-sale technology to neighborhood centers is underway to support new class offerings.

Overall participation in admissions, memberships, and programs at Centennial Sportsplex has increased by about 8% since 2017, even as operating hours at the aquatics and ice centers have decreased.

Since 2017, there has been an increase in the number of permits issued to personal and small group trainers. (Permits to outside service providers expand park offerings and supplement programs offered directly by the department.)

Summer enrichment

The Summer Enrichment Program has expanded to three (3) new regional community centers and the Cleveland Park Neighborhood Community Center. Since 2017, participation countywide has increased from 2,420 to 3,200. Even so, more than 700 families were turned away in 2024 due to lack of capacity.

Some summer day camp programs have expanded at Warner Parks in partnership with Friends of Warner Parks and at Centennial Sportsplex, thanks, in part, to Metro's POWER Youth summer employment program.

After-school programs

After-school programs have been expanded to three new regional community centers and the Cleveland Neighborhood Community Center

STEAM programs have expanded systemwide. NAZA (Nashville After Zone Alliance), a partnership among Nashville Public Library, Metro Nashville Public Schools, and the Mayor's Office that supports Nashville youth outside of school hours, has expanded to seven additional sites. Since 2017, the number of participants countywide has increased from 1,500 to 2,000, and demand continues to exceed capacity.

Senior citizens

Senior programs have been expanded systemwide since 2017, with a focus on special events such as Senior Olympics, Lip Sync Battle, and the popular Valentine's Dance. Community centers at Elizabeth, East, and Hadley Parks, which include dedicated senior spaces, have increased attendance and offerings.

Visual and performing arts

Visual arts programming has expanded throughout the community centers system, thanks in part to a partnership with Creative Parks Nashville. Performing and visual arts workshops, classes, and exhibits have increased at the Centennial Performing Arts Studios and Centennial Art Center, and the new Bellevue and Old Hickory community centers include ceramics studios. Countywide, demand continues to exceed capacity.

Visitation to The Parthenon continues to increase and has more than recovered its pre-pandemic numbers: 380,304 people visited the Parthenon in 2024, up from 300,260 in 2017. The Parthenon hosted 11,028 tours in 2024, up from 3,348 in 2017.

disABILITIES program

This program has expanded from its home base at Centennial Sportsplex to four additional sites: Madison, Bellevue, Coleman, and Cleveland community centers, in partnership with Friends of Metro disABILITIES Program. Annual program attendance has increased from 11,706 in FY22 to 19,470 in FY25. Demand continues to exceed capacity.

Health and wellness

Health and wellness programs have expanded to teaching kitchen programs throughout the community centers system, including new Junior Chef classes. In 2024, a new after-school meal program served daily meals to 600 children at nine community centers. Parent/child health programming continues, in partnership with Nashville Collaborative, and preschool programs offer active play opportunities.

Recommendation 7.4.4

Improve Programming in Downtown Parks

Develop downtown park programming partnerships and third-party providers

Metro Parks and the Nashville Downtown Partnership have entered into multi-year operating agreements to expand programming in Riverfront, Walk of Fame and Church Street parks.

Anti-Bullying Event at Hadley-Lillard Park

Operations

By 2017, Metro Parks had substantially increased the park system's land and facilities, thanks to a preceding era of significant capital investments. The department's operating budget, however,had not kept up with that growth. Nashville is not alone in facing a backlog of deferred maintenance at its parks properties — a number of cities have found themselves in the same situation since the Great Recession of the late oughts. The Operations section of P2P 2017 identified the operating needs necessary to support the existing system, as well as land, facilities, and programs recommended for the future. Several Operations and Funding recommendations reflect a diversification of business practices to improve efficiency and service. Additional operations projects and their statuses can be found in Appendix I: 2017 Recommendations Update.

IN PROGRESS

Recommendation 7.5.1

Track Data and Performance to Measure Impact and Inform Resource Allocation

Monthly usership of space and amenities

Monthly tracking of participation in some programs began in 2021. This data can be extrapolated to measure usership of some spaces and amenities, such as golf courses. Since 2020, performance measures are reported monthly for these key program functions:

Activity	2021	2022	2023	2024	2021-2024 Change
Attendance in afterschool, summer enrichment, aquatics and sports	60,279	104,690	193,924	230,386	+282%
Permitted special events	514	734	620	662	+28%
Attendance at special events	718,252	972,732	844,802	695,097	-8%
Nature center program participants	55,809	67,800	95,348	94,276	+69%
Nine-hole golf rounds	376,469	374,206	415,473	406,640	+8%
Admissions at Centennial Sportsplex, Parthenon and Wave Country	294,279	401,736	428,685	457,072	+55%
Number of on-line public interactions	184,891	399,874	389,552	439,272	+137%

Notes: Inventory of Metro Parks Usership Inventory as of August 2025. Staffing levels at community centers and other parks facilities have been adjusted so at least two employees are on site during operating hours. However, without adding additional FTEs to cover the increased staffing demand, this goal is currently achieved by reducing a facility's overall operating hours. This has a trickledown limiting effect on program participation and expansion.

The point-of-sale system (credit cards) currently being expanded systemwide offers improved but still imperfect functionality to track usership of spaces, amenities, and programs.

Revenue

Revenue is tracked in Metro's R12 financial system and biweekly departmental revenue reports.

Customer feedback and satisfaction

Practices related to measuring customer feedback and satisfaction are determined at the initiative of staff and vary among facilities and division as need and capacity permits. Currently, there are no department-wide uniform practices or protocols. At revenue-producing facilities such as Centennial Sportsplex and the Parthenon, customer surveys are promoted via on-site feedback stations and on social media. Independent online reviews also are monitored. Community centers regularly employ online survey platforms and on-site paper feedback surveys.

HUB Nashville, the citywide public portal for reporting non-emergency needs, went live in late 2017. Parks-related customer requests are directed to the department and distributed to the appropriate division for response. All HUB submissions are tracked to verify follow-up. In addition to reporting immediate needs, HUB requests may inform longer-term operational decisions. In 2025, HUB was integrated with the Maintenance Division's internal work order system, which streamlines reporting back to the public.

Volunteer hours

There is no centralized system to manage or track volunteer hours. Some tracking is conducted by site or project at staff initiative, including at golf courses and nature centers, and several Friends groups track their own volunteer hours. For example, in 2024, Friends of Shelby Park and Bottoms and the Centennial Park Conservancy contributed nearly 5,000 volunteer hours each.

Since 2017, the Parthenon Museum Docents program has more than doubled the volunteer hours served.

In 2024, volunteers donated 2,088 hours to the Sportsplex disABILITIES program. See Programs Recommendation 7.4.7 for more information.

Recommendation 7.5.7

Expand Strategic Partnerships with Public and Private Groups

P2P 2017 included overlapping recommendations related to scaling up strategic partnerships to help Metro Parks achieve programming, operational and funding goals, and to better serve the community. Reporting on most partnership efforts is summarized here, with cross-references to related sections where appropriate. See Programs Recommendation 7.4.6 for more information on urban agriculture-related partnerships.

Friends Groups: Devote more resources to partnering with them and ensuring their success

Sixteen nonprofit organizations, formally sanctioned by the Metro Park Board, provide significant philanthropic resources to Nashville's park system, including capital project funding, programming, maintenance and operations, volunteer and contracted stewardship, and many other benefits.

In addition, community and corporate partnerships cultivated by these groups exponentially extend the life-enriching benefits of parks to a larger audience. To fully appreciate the impact of these important partners, please explore their websites, which are linked on the following page.

While not every benefit is quantified and tracked, philanthropic gifts from Friends groups and other partners have totaled more than $28 million since FY21. In addition, Friends organizations have increasingly taken on facility management roles.

$28 million+

FRIENDS GROUPS AND OTHER PHILANTHROPIC PARTNERS HAVE CONTRIBUTED MORE THAN $28 MILLION TO METRO PARKS AND GREENWAYS SINCE FISCAL YEAR 2021.

Metro Parks Friends Organizations 2025

Centennial Park Conservancy	Friends of Metro disABLITIES and Magic Program
Creative Parks Nashville	Friends of Mill Ridge Park
Friends of Beaman Park	Friends of Sevier Park
Friends of Bells Bend Park	Friends of Shelby Park
Friends of Fort Nashborough	Friends of Two Rivers
Friends of Fort Negley Park	Friends of Warner Parks
Friends of Green Hills Park	Friends of Woodmont Park
Friends of Hadley Park Tennis Program	Greenways for Nashville
Friends of Lockeland Springs Park	Nashville Parks Foundation
Friends of MetroDance	

Memoranda of Understanding (MOUs) have recently been completed for all Friends groups articulating roles, authority, responsibilities, and other terms. Each Friends group is assigned an assistant director from the department to serve as point of contact. In 2024, a senior staff position was created to, among other responsibilities, develop MOUs and monitor reporting by Friends groups and other partners.

The Park Board monitors compliance, activities, and fundraising efforts that benefit the park system. Each Friends group submits a financial statement to the Park Board annually, including IRS Form 990 or 990N, balance sheet, and income statement. (The department is not, however, responsible for the success of Friends groups.) The department also now tracks the value of any office space provided to partners to verify return on investment. An additional recommendation to create three (3)-to-five(5)-year work plans to facilitate coordination has not yet been enacted.

Other Not-for-Profit Partners: Scale up partnerships to provide, expand or improve services, and execute MOU as needed

Collaboration with a wide range of partner entities remains a key service delivery strategy. Most growth in this category has occurred at community centers.

Pen Pals

Department-wide program partners as of 2025 include:

- American Red Cross
- American Institute of Architects, Middle Tennessee Chapter
- Barnard-Seyfert Astronomical Society
- Belmont University
- Belmont University Biology Department
- Bird Safe Nashville
- Boy Scouts of America
- City Cemetery Association
- Cumberland River Compact
- First Tee of Middle Tennessee
- Garden Club of Nashville
- Girl Scouts of Middle Tennessee
- Harpeth-Cumberland Audubon Society
- Harpeth Conservancy
- Herb Society of Nashville
- Inland Bird Banding Association
- Invasive Plant Control, Inc.
- Lipscomb University Biology Department
- Lipscomb University IDEAL Program
- Living Future.org Nashville Chapter
- Master Gardeners of Davidson County
- Meharry Medical Center
- Metro Arts Commission
- Metro Mayor's Office of Youth Safety
- Metro Nashville Public Schools
- Metro Public Health Department
- Metro Public Libraries
- Monroe Carrell Jr. Vanderbilt Children's Hospital
- Metro Water Services Flood Buyout Programs
- Nashville Astronomy Club
- Nashville Civic Design Center
- National Museum of African American Music
- Nashville Soccer Club
- Nashville Sports Authority
- Nashville Zoo at Grassmere
- National Basketball Association: Junior NBA Youth Basketball
- POWER Youth Nashville
- Private Development Companies
- Purple Martin Conservation Association
- Second Sunday Gardeners
- Southeastern Cave Conservancy
- Swan Conservation Trust
- Tennessee Bluebird Society
- Tennessee Chapter of the Nature Conservancy
- Tennessee Department of Transportation
- Tennessee Environmental Council
- Tennessee Naturalist Program
- Tennessee Ornithological Society — Nashville Chapter
- Tennessee State University
- Tennessee State University Colleges of Agriculture and Urban Forestry
- Tennessee Titans
- Tennessee Wildlife Federation
- TennGreen Land Conservancy
- The American Battlefield Trust
- The Chestnut Group
- The Habitat Connection
- The Land Trust for Tennessee
- United States Tennis Association
- University of Tennessee, Chattanooga
- University School of Nashville
- Urban Bird Treaty Program/ USFWS
- Urban Green Lab
- Vanderbilt University
- Vanderbilt University Biology and Geology Departments
- Verizon
- Wild Ones of Middle Tennessee
- Xerses Society

Public-Public Partnerships: Engage with other public agencies to share resources and collaborate on mutually beneficial initiatives

Metro Parks has long partnered with Metro Water Services (MWS) on a range of initiatives, including greenway development on flood buyout properties. In 2022 and 2024, MOUs were executed related to maintenance of two public parks built by MWS on properties in Salemtown. MWS has also partnered with Parks on stormwater quality interventions in dog parks.

Metro Parks maintains Fair Park through an MOU with the Fair Board.

Coordinate with MNPS, libraries and others to co-locate facilities

The most recent co-location projects (Southeast Park, Regional Community Center and Library, and the Bellevue Regional Community Center and Ford Ice Center) were developed before 2017. A Housing and Infrastructure Study, currently underway at the Metro Planning Department, may reveal new opportunities to co-locate parks and affordable housing.

Expand partnerships with businesses and outfitters as service providers

Some programs are provided or supplemented through annual permits to recreational service providers such as kayak outfitters, sports leagues, and food vendors. Most growth since 2017 has been via longer-term agreements awarded to vendors/private service providers through competitive bidding processes. These are key strategies to provide, improve, and expand services.

DisAblities Program and Coleman Park Community Center

Recreational Service Provider Permits 2025

- 12 South Farmers Market
- Armada Futbol Club
- Belmont-Hillsboro Neighbors Inc.
- Big Willie's Action Sports
- Bike the Greenway Inc.
- Cane Ridge Community Club
- Charlotte Park Dixie Youth Baseball
- Crieve Hall Youth Athletic Association
- Cult2Vate Community Garden
- Cumberland Kayak
- East Nashville Athletics
- Fairfield Church Community Garden
- Farmer's Market Bellevue
- GNASH Hockey
- Grow Enrichment
- Hermitage Seahawks Youth Sports
- Joelton Community Club
- Lakewood Community Youth Athletics
- McCabe Park Little League
- Metro Nashville Public Schools
- Metropolitan Action Commission
- Mid-State Sports League
- Middle Tennessee Pony Club
- Music City BMX
- Music City Disc Golf
- Music City Queen
- Nashville Amateur Radio Operators
- Nashville Aquatic Club
- Nashville Chew Crew
- Nashville Cricket Association
- Nashville Old timers Baseball Association
- Nashville Paddle Company
- Nashville Predators
- Nashville Rowing Club
- Nashville Skating Academy
- Nashville Sports Leagues
- Nashville Youth Hockey League
- Nashville Youth Soccer Association
- Note for Notes
- Percy Priest Yacht Club
- RBI (Reviving Baseball in the Inner City) Nashville
- Richland Park Farmers Market
- River Queen Voyages
- SailNashville
- Sandlott Sports
- SORBA (Southern Off-Road Bicycle Association of Middle Tennessee)
- Stones River Women's Club
- Swim America
- Swim Strong
- Tennessee Soccer Club
- The Nature Conservancy
- Una Recreation Center Inc.
- West Nashville Sports League

Water Aerobics Class at Coleman Park Community Center

Land and Property Leases: Expand use of lease agreements with partners and third-party service providers to expand services, transfer maintenance obligations, reduce costs, and generate income

Some long-term leases or similar agreements predate P2P 2017. These include the Belmont University lease at E.S. Rose Park, the Adventure Science Center at Fort Negley Historical Park, the Nashville Zoo at Grassmere, First Tee of Middle Tennessee at Shelby Park, and several sports leagues.

New multiyear leases, operating agreements and similar contractual relationships entered into since 2017 include:

- Commerce Center Park
- Croquet Cafe with the Centennial Park Conservancy (in process)
- Mill Ridge Park Urban Agriculture with the Nashville Food Project
- Nashville Downtown Partnership at Riverfront, Walk of Fame and Church Street parks
- Nashville Steam Preservation Society Locomotive No. 576
- Riverfront and Wasioto park docks with Lock One Marina LLC
- Riverfront Park/Ascend Amphitheater with Ryman Entertainment
- Sevier Carriage House café (in process)

No revenue from these leases or other agreements is retained directly by Metro Parks.

Recommendation 7.5.15

Expand the Urban Tree Canopy

Strategically plant trees to help reach tree canopy target in adopted Metro tree plan

Since 2017, more than 6,300 trees have been planted in parks across Davidson County, many via the Root Nashville program.

Produce park tree inventories for management purposes

More than 23,000 park trees have been inventoried, informing land management uses including the Emerald Ash Borer crisis. Since 2022, more than 8,000 dead and hazardous trees have been removed from park property — an estimated 6,000 of them removed in the aftermath of Winter Storm Fern in 2026 alone, with more than a third of those in the Warner Parks.

Two Rivers Mansion

Funding

This section summarizes the estimated costs associated with all P2P 2017 recommendations — land acquisition, capital projects, and operations. While the plan includes some aspirational goals, the bulk of the recommended actions and associated costs would modestly improve service levels as Nashville's population grows. Also addressed is lack of diversity in the funding streams that support Nashville's parks. Additional funding recommendations and their statuses can be found in Appendix I: 2017 Recommendations Update, along with a menu of potential funding strategies.

IN PROGRESS

Recommendation 7.6.2

Capital Investment Summary

The primary funding source for acquiring park land, developing facilities, and addressing deferred maintenance is Metro's Capital Spending Plan (CSP), typically compiled annually. Capital funds are invested in the system's built infrastructure, real estate, and other assets. The graphic below compares recommended and actual capital funding allocations since 2017.

"Deferred maintenance" refers to repairs and other maintenance activities that have been postponed due to budgetary constraints. Deferring routine maintenance typically shortens the lifespan of capital assets, costing more in the long run. It can create safety issues, and it reduces the overall quality of park visitors' experience.

Wasioto Park

LAND

2017

$534 million

TOTAL ESTIMATED COST TO ACQUIRE RECOMMENDED LAND

2025

$12.8 million

TOTAL METRO CAPITAL ALLOCATIONS FOR LAND ACQUISITION SINCE 2017

2.2% of recommended funding for land acquisition allocated 2017 to 2025

Note: Excludes donations of land or funding for land acquisition from private sources and grants. See Operations Recommendation 7.5.7 for more information.

FACILITIES GREENWAYS

2017

$611 million

TOTAL ESTIMATED COST TO IMPLEMENT ALL RECOMMENDED FACILITIES

2025

$190 million

TOTAL METRO CAPITAL ALLOCATIONS FOR FACILITIES

31.0% of recommended funding for facilities capital projects allocated 2017 to 2025

Note: Excludes donations and grants for facility development. See Operations Recommendation 7.5.7 for more information.

FACILITIES GREENWAYS

2017

$56 million

TOTAL ESTIMATE OF DEFERRED MAINTENANCE COST

2025

$70 million

TOTAL METRO CAPITAL ALLOCATIONS FOR DEFERRED MAINTENANCE SINCE 2017

Note: Excludes donations and grants for deferred maintenance. See Operations Recommendation 7.5.7 for more information.

125% of recommended funding for deferred maintenance 2017 to 2025

$127.6 million Updated estimate of Deferred Maintenance Backlog as of July 2025

Recommendation 7.6.3

Operational Investment Summary

Operating costs include salaries and benefits, administration, equipment, materials, utilities, most routine maintenance, and other needs of Metro Parks.

Metro Operating Budget Allocations FY17-FY24

Year	Actual/Final
2016-2017	38,381,900
2017-2018	39,964,900
2018-2019	40,216,700
2019-2020	42,442,000
2020-2021	43,321,200
2021-2022	48,638,500
2022-2023	55,296,600
2023-2024	63,683,500

Operating cost estimate to maintain recommended new parks and facilities

The total annual estimated maintenance and maintenance staffing cost of all recommended additional land and facilities (system growth) was $42.8 million, on top of the operating costs associated with existing parks.

Additional administrative staffing needs to support plan recommendations

Fourteen new administrative positions were recommended to support system growth, at an annual estimated cost of $958,400. (Note that some of these functions are currently performed by existing personnel.)

Achieve minimum staffing levels

P2P 2017 noted that Metro Parks was severely understaffed. To prioritize and set achievable goals, critical immediate staffing needs were identified to serve the existing system. A complete staffing assessment was recommended to more thoroughly determine staffing needs as the plan is implemented and the park system grows, but this assessment has not yet been conducted.

Community center staffing

2017 Recommendation: 15.5 additional FTEs

Funded by FY25: 37.7 additional FTEs

Maintenance staffing

2017 Recommendation: 35 additional FTEs

Funded by FY25: 31 additional FTEs

Best practice is one (1) FTE per 18-25 designed acres (excluding natural or undeveloped acres). In 2017, Metro Parks was at one (1) FTE per 37 designed acres. P2P 2017 recommended an additional 35 maintenance FTEs to achieve an interim goal of one (1) FTE/30 designed acres.

Planning staffing

2017 Recommendation: Two (2) additional FTEs

Funded by FY25: Three (3) additional FTEs

Park Police staffing

2017 Recommendation: Five (5) additional FTEs

Funded by FY25: Thirteen additional FTEs

After years of funding cuts, Metro Parks set an internal goal of bringing Park Police FTEs back up to 2006 levels, which would require an additional five FTEs to manage parkland acreage that had increased by approximately 50% since 2006. This goal has been surpasses, although recruitment remains a challenge.

Additional staffing progress since 2017

Additional FTEs have been added to address known needs and priorities as identified by department leadership. See Operations Recommendation 7.5.2 for more information. The new positions funded since 2017 represent a 14.1% increase in staffing department-wide.

What is an FTE?

FTE (Full-Time Equivalent) is a standardize measure of staffing that represents one (1) full-time employee. For example, 1.0 FTE equals one (1) full-time worker, while 0.5 FTE represents half of a full-time position.

2017 Recommended Additional Staffing Status

Department Division		2017 Additional FTEs Recommendation	Additional FTEs Funded Since 2017
Administration, Finance and Planning Staff	Planning	2 FTEs	+3 FTEs
	Business Development	2 FTEs	-
	Data Management	1 FTE	-
	Written Media	1 FTE	+1 FTE
	Social Media	1 FTE	
	Image and Website	1 FTE	
	Press and Communications	1 FTE	
	Volunteer Management	2 FTEs	-
	Partnerships Oversight	1 FTE	+1 FTE
	Grants	1 FTE	-
	Program Registration	1 FTE	-
	Performance Management	1 FTE	-
	GIS Manager	1 FTE	-
	Other	-	+7 FTEs
Wellness, Community Recreation and Cultural Arts (Community Centers)		15.5 FTEs	+34.7 FTEs
Maintenance Staffing		35 FTEs	+31.0 FTEs
Park Police		5 FTEs	+13 FTEs
Revenue Producing Positions		-	-28.22 FTEs
Greenways Division		-	+6.0 FTEs
Outdoor Recreation and Special Events		-	-8.79 FTEs*
TOTAL		+71.5 FTEs	+59.69 FTEs

FTE Funded positions Fiscal Year 2017 to Fiscal Year 2025

Note: Excludes grant and gift-funded FTEs. Cultural Arts staff was moved to the Community Recreation Division, which accounts for FTE losses in the Outdoor Recreation division.

** Loss represent Cultural Arts positions moved to the Wellness and Community Recreation Division*

Demands and Needs

The findings of the Demands and Needs chapter are organized by six (6) categories: Land, Facilities, Greenways, Programs, Operations, and Funding. Within each category you will find key takeaways related to updated inventory, guiding documents, demographics, benchmarking, peer and trend analysis, and input from public engagement. This information is used to inform the concluding recommendations.

Our Process

Inventory and Level-of-Service Analysis

The first step in establishing updated demands and needs for Metro Parks was a review of guiding documents and inventory of parks, greenways, facilities, operations, and funding information, updated as of July 2025. Building on the status review of P2P 2017's recommendations, we used the data documenting current inventories to forecast future level of service (LOS) measurements, identifying projected needs for parkland and facilities.

Demographics

Demographic data, including population growth, race and ethnicity, age, and income, was used to identify trends. Population growth in Davidson County has been steady and continues to diversify. By 2031, the county's population is projected to reach 770,173 — an increase of nearly 6% since 2025. Demographic data also informs equity goals, responsive program development, and other objectives.

Benchmarking and Trend Analysis

Comparative benchmarking and assessments are diagnostic tools that allow park systems to assess their performance relative to peer cities, national park industry standards, and the Trust for Public Land's (TPL) ParkScore framework. This methodology uses demographic, operational, and financial datasets, along with park inventories, fiscal year budgets, and staffing allocations to evaluate system performance.

Public and Stakeholder Engagement

Effective public, staff, and stakeholder engagement was crucial to ensure that the updated plan reflects current community needs and values. An online survey conducted May-July 2025 received 2,550 responses, identifying community needs, concerns, ideas, and priorities. An interactive mapping tool invited the public to provide site-specific comments and share ideas.

Five (5) public open house meetings across Davidson County allowed in-person opportunities to provide feedback through a variety of methods. Dedicated meetings with Friends groups and key stakeholders, including community organizations, boards and commissions, ensured that diverse perspectives were included.

Open House 2025

Land

Metro Parks' mission statement is a good place to ground forward-looking discussion of open space and land acquisition: It is the mission of the Metropolitan Board of Parks and Recreation to provide every citizen of Nashville and Davidson County with an equal opportunity for safe recreational and cultural activities within a network of parks and greenways that preserves and protects the region's natural resources.

With nearly 16,000 acres, Metro Parks owns and stewards more public land in Davidson County than any other single entity. These properties range from developed parks that accommodate active sports and large events to natural areas that are managed primarily for conservation and passive recreation.

This plan adopts a broad definition of "open space" as land that meets at least one of these criteria:

- Owned by deed
- Secured via legal instrument such as easement or license
- Assigned or leased to Metro Parks
- Operated by Metro Parks through MOU or other agreement

In other words, all park and greenway land is open space.

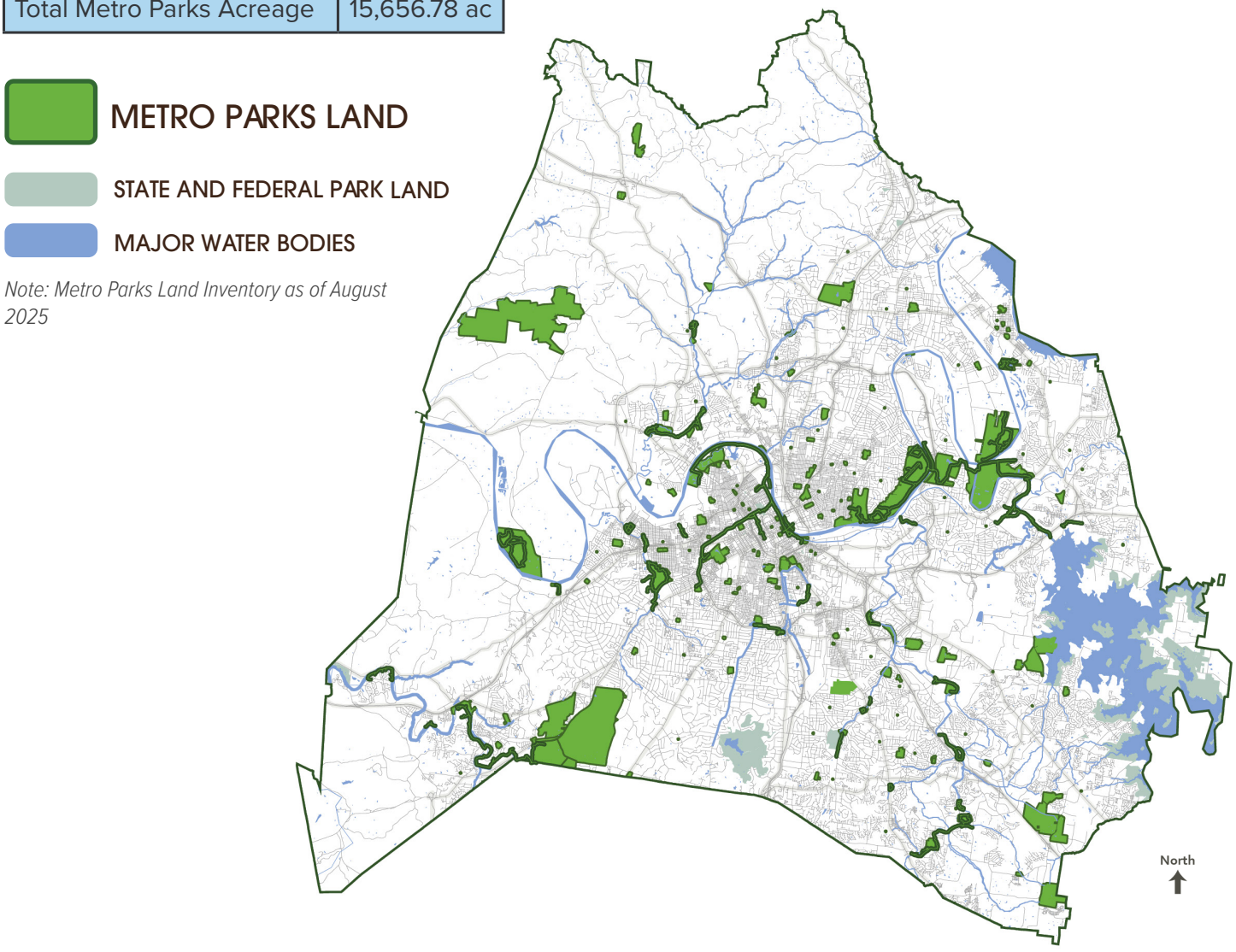
Land: Inventory

Park Land Classification	Acreage
Pocket Parks	46.89 ac
Neighborhood Parks	559.13 ac
Community Parks	1,020.83 ac
Regional Parks	11,435.07 ac
Signature Parks	175.81 ac
Specialty Parks	791.60 ac
Greenways	1,220.86 ac
Landbank	406.59 ac
Total Metro Parks Acreage	15,656.78 ac

NEARLY **16,000 ACRES** PROVIDED BY METRO PARKS

Some parks and natural areas, like Shelby Bottoms and Edwin Warner Park, contain greenway trails. Such acreage is assigned to its park classification. The Greenway classification captures only greenway land outside of other parks.

Landbanked park land does not currently offer public access because it has not yet been developed. This includes, for example, noncontiguous small tracts that must be aggregated before greenway trail development is possible.



Note: Metro Parks Land Inventory as of August 2025

Land: Level of Service (LOS)

Level of service (LOS) is a high-level measure of acres of park land per capita. More than 500 acres have been added to Nashville's park system since 2017. These are impactful new public spaces. Still, because of significant population growth, Nashville's current land LOS is actually lower than it was in 2017. Acreage LOS has decreased from 21.79 acres of park land per 1,000 residents to 21.49 acres per 1,000 residents. **If parkland acquisition does not at least keep pace with population growth, acreage LOS will continue to decrease.**

Projected Level of Service Future Scenarios

	Acreage	Population	Level of Service
2025 Acreage LOS	**15,657 ac**	*Population:* **728,443**	**21.49** *acres per 1,000 residents*

	Added Parkland	Population	Level of Service
2031 Acreage LOS no additional land acquisitions	**none**	*Projected Population:* **770,173**	**20.33** *acres per 1,000 residents*
2031 Acreage LOS maintaining 2025 level of service	**+897 acres**		**21.49** *acres per 1,000 residents*
2031 Acreage LOS meeting recommended 2027 enhanced level of service	**+2,288 acres**		**23.30** *acres per 1,000 residents*

Note: Population Source is from Boyd Center for Business and Economic Research, University of Tennessee, Knoxville. Inventory of Metro Parks Land as of August 2025

Providing Equitable Park Access

It is a goal of Metro Parks to provide nearby and equitable access to parks and greenways for all residents. In 2017, a service area, or watershed, was assigned to each park based on type and surrounding land use patterns or density. This exercise helped identify underserved areas of the county that, accordingly, warrant priority attention for new parks and greenways. As recommended in 2017, additional criteria may be used to identify priority areas, including social vulnerability metrics such as poverty and health disparities, and climate factors including air quality and urban heat islands.

The map on the following page shows parks, service watersheds and resulting underserved areas as of 2017, overlaid with parks that have been added since then. While all the new sites are important additions, some succeed better than others in improving geographic access.

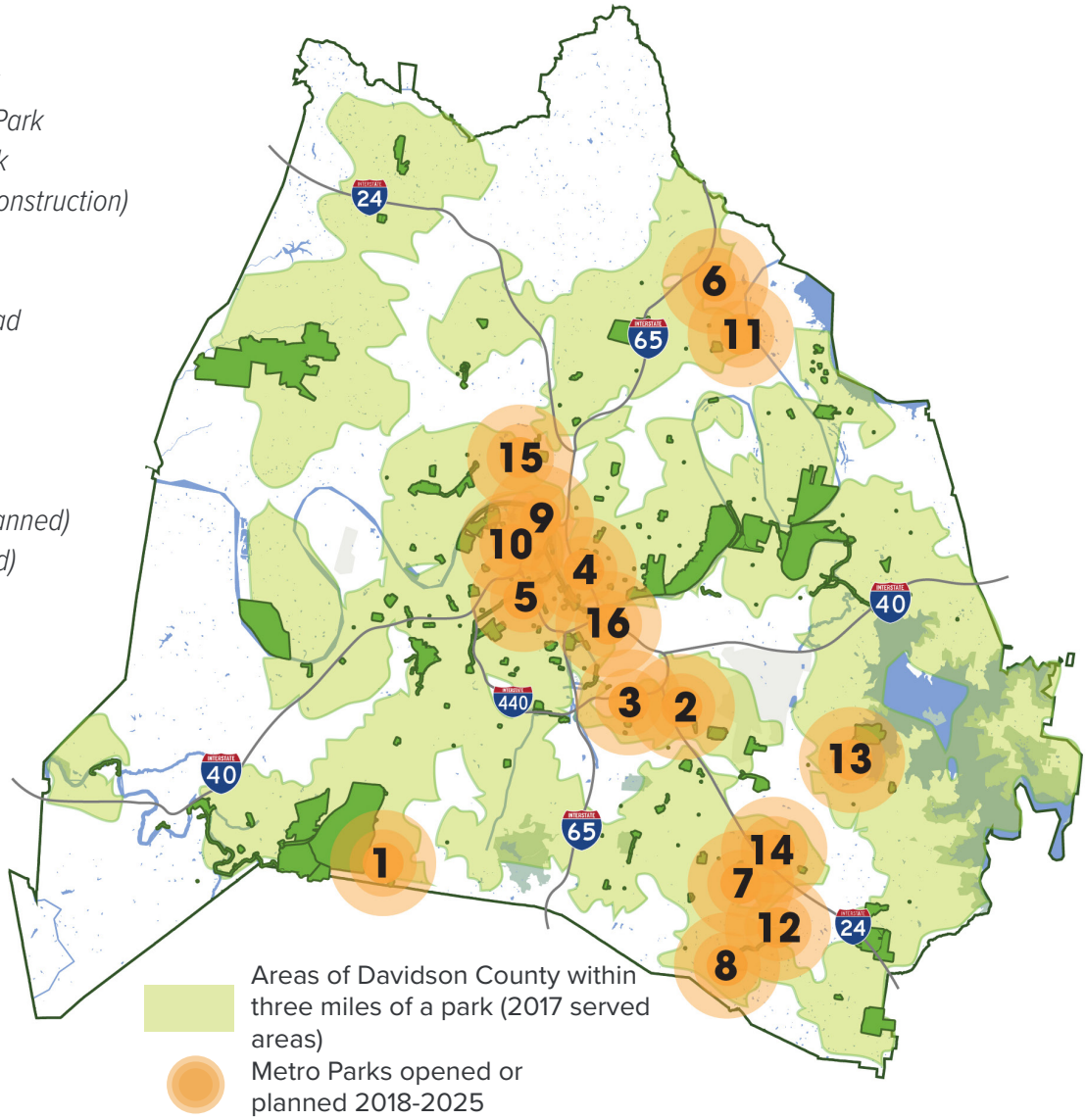
Various other park service maps have recently been produced outside the scope of this plan update, including the Metro Planning Department's Housing and Infrastructure Study and the Trust for Public Land's annual ParkScore. Each is useful, but land acquisition is opportunistic by nature and not always as surgical as any gap map may suggest is possible — particularly when allocations for direct purchase are scarce.

Partnerships with real estate developers represent a notable area of growth since 2017. Incentives and other ordinance-related tools have become a common way to secure and develop new parks and greenways, particularly in high-demand areas where land values are high and direct purchase may be cost-prohibitive. As zoning and land use policies evolve, areas targeted for increased density will also be important targets for new open space, especially along transit corridors. Opportunities may also emerge for master-planned sites controlled by Metro that co-locate parks, affordable housing, or other civic infrastructure.

Beaman Park

Parks Added Since P2P 2017

1. *Aaittafama Archaeological Park*
2. *Azafran Park*
3. *Fair Park*
4. *Frankie Pierce Park*
5. *Kossie Gardner Sr. Park*
6. *Mansker Creek Park*
7. *Mariposa Park (in construction)*
8. *Mill Ridge Park*
9. *Morgan Dog Park*
10. *Salemtown Spraypad*
11. *One Mile Park*
12. *Orchard Bend Park*
13. *Smith Springs Park*
14. *Southeast Park*
15. *Trinity Hills Park (planned)*
16. *Wharf Park (planned)*



Land: National and Peer Benchmarking

Comparison of park systems is not always straightforward. Variations in definitions of parkland, accessibility, funding, and local political structure are some of the conditions that can influence data reporting. For our purpose, communities with similar municipal and geographic characteristics to Metro Nashville Davidson County were identified as peers. The table below compares Nashville's land acreage LOS to its peer cities.

Community	Acreage			
	2025 Population	Parks #	Park Land (Acreage)	Park Acreage LOS
Louisville/Jefferson County, KY	770,242	171	13,166	17.09
Charlotte/Mecklenburg County, NC	1,198,460	386	22,552	18.82
Indianapolis/Marion County, IN	957,946	214	11,254	11.75
Jacksonville/Duval County, FL	1,000,243	405	36,831	36.82
Denver, CO (City/County)	737,383	290	20,222	27.42
Peer Averages	911,623	293	20,805	22.38
Metro Nashville-Davidson County	**728,443**	**189**	**15,657**	**21.49**
Metro Nashville-Davidson County % to Peer Averages	**78.1%**	**64.5%**	**75.3%**	**96.0%**

Note: Metro Parks Inventory as of July 2025

Trust for Public Land (ParkScore) Benchmarking

The Trust for Public Land's ParkScore is a national benchmarking tool that evaluates park systems in the 100 largest U.S. cities. It produces a composite score (0–100) based on five (5) weighted factors:

Acreage (20 points): Measures median individual park acreage

Access (40 points): Assesses the share of residents living within a 10-minute walk of a park

Investment (20 points): Calculates per capita spending on parks and recreation, including capital and operating expenditures

Amenities (10 points): Evaluates presence of features such as basketball hoops, playgrounds, dog parks, restrooms, and splash pads

Equity (10 points): Analyzes park access and quality across neighborhoods by race/ethnicity and income

ParkScore's metrics are instructive for Nashville up to a point. Our large, regional parks like Warner, Beaman, and Mill Ridge contribute to a median park size (the Acreage column, below) well above its peers. However, those same large parks - which are often in more rural areas on the edges of the county and managed as natural areas - also contribute to lower Access and Amenities scores. Furthermore, Davidson County is considered low-density compared to most of its peers and most U.S. cities. Nashville's existing park system reflects the values of the community in preserving natural spaces. We possess unique opportunities to continue this tradition while also finding ways to get better at building greenways and smaller parks closer to population centers.

Community	TPL Park Score					
	TPL Park Score (2025)	Acreage (100 pts)	Access (100 pts)	Investment (100 pts)	Amenities (100 pts)	Equity (100 pts)
Louisville/Jefferson County, KY	36.2	52	14	19	56	41
Charlotte/Mecklenburg County, NC	37.5	63	15	31	34	45
Indianapolis/Marion County, IN	n/a	n/a	n/a	n/a	n/a	n/a
Jacksonville/Duval County, FL	47.9	75	10	38	73	44
Denver, CO (City/County)	75.1	53	95	83	74	71
Peer Averages	49.2	60.8	33.5	42.8	59.3	50.3
Metro Nashville-Davidson County	**44.0**	**80**	**22**	**33**	**40**	**46**
Metro Nashville-Davidson County % to Peer Averages	**89.5%**	**131.7%**	**65.7%**	**77.2%**	**67.5%**	**91.5%**

Note: The Acreage score reflects median individual park size rather than total system acreage.

Land: Public and Stakeholder Engagement

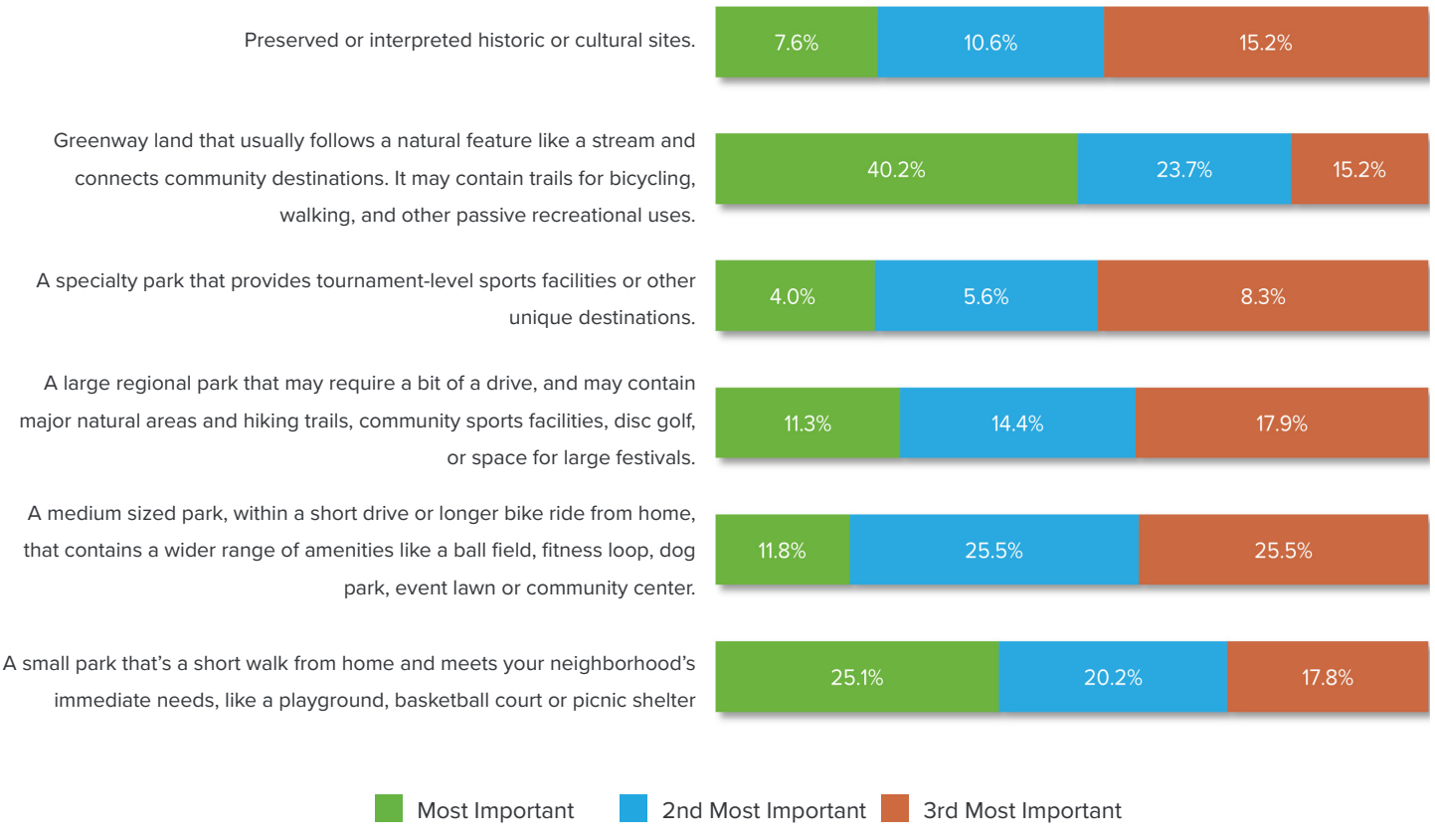
Reference Appendix F for complete summary of all public and stakeholder engagement

Online Survey Result Highlights

- **Percy and Edwin Warner Park, Shelby Bottoms Greenway, Centennial and Bicentennial (state-owned) parks are system anchors that drive use.**
- **Additional natural areas and land for trails are a high priority to residents, to improve access.**
- **"Lack of parity" in other parts of the city, as compared to the concentration of park properties near the urban core and in East Nashville, is a frustration.**

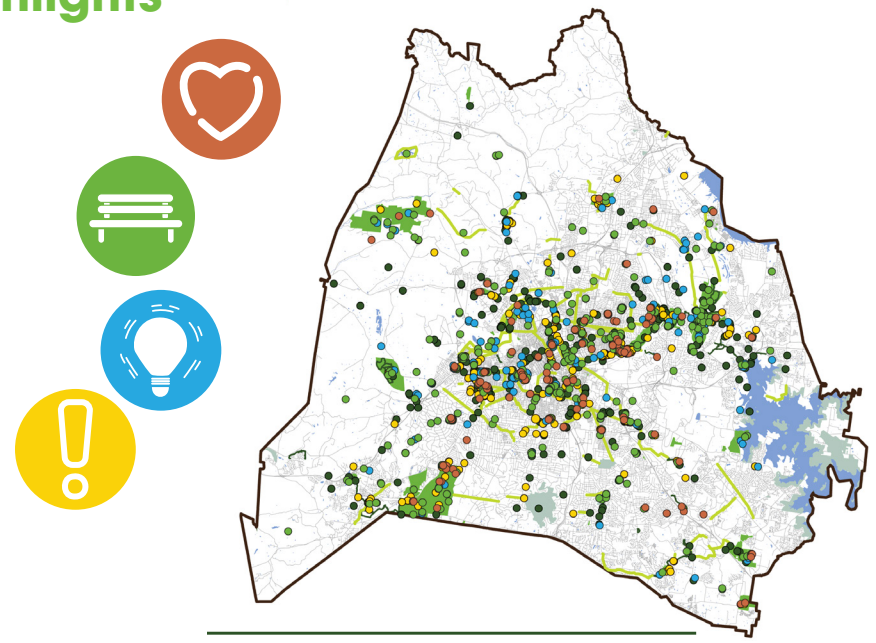
2,550 TOTAL RESPONSES

Q: Which types of spaces are most important to you or your household?



Interactive Map Highlights

Respondents want expanded park land across Nashville, including a playground downtown and more park space in West Nashville, Sylvan Park, and West Meade. They also emphasized adding green space through tree planting, forest park expansion, land acquisition, and converting underused golf courses and baseball fields into park land and soccer fields.



Interactive Map Comments (1,539 comments)

Friends Group Priorities

- Acquire land for future parks and greenway expansion.
- Develop park land to support expanded and diversified recreation programming.
- Improve nearby access to parks and open spaces.
- Compete strategically with developers for key parcels.
- Prioritize land acquisition that protects access to the park and trails system and future connections.

Friends groups were also asked, understanding that funding is limited, what should be the balance between adding more passive recreation/natural areas/greenway corridors and adding urban parks/ smaller/walk-to/active recreation lands?

- There are parks that are poorly maintained. Prioritize maintaining current parks over adding new parks.
- Land acquisition is very important. The natural accessible parks are getting very crowded. Maintaining natural areas will improve protection of natural resources, animals, and flora and fauna.
- More space is needed for facilities. Expanded programming is being hindered by the size of the infrastructure.
- Connecting longer contiguous greenway segments will improve access and connectivity, which will also reduce the need for parking.
- The land that has been acquired so far represents just a fraction of what was recommended in 2017.
- We're in a land race with developers. Land next to parks is more valuable
- Improve connectivity of parks to people.

Land: Natural Areas

Davidson County's Natural Landscapes

All parks provide access to the outdoors, natural beauty, and varying degrees of ecological function. However, a designed, developed park space provides a very different experience than a relatively untouched natural area. While a designed park can be created on nearly any site, access to wildlands is achieved primarily by acquiring and conserving land that already possesses those natural characteristics.

Public input in 2017 and in 2025 indicates that Nashvillians highly value natural areas. In P2P 2017, this desire informed LOS goals for open space, greenways and trails, and other recommendations.

The Trust for Public Land's ParkScore classifies Nashville as a low-density city, compared with the 100 most populous cities in the U.S. Nashville's relative abundance of forested, still-rural areas created the opportunities for our unusually high number of large parks. Building on the legacy of parks like Edwin and Percy Warner, Nashville embarked on an era of strategic land acquisition in the 1990s that added Shelby Bottoms, Beaman, Bells Bend, Ravenwood, and Mill Ridge parks, which range from 600 to 3,000+ acres. All are managed in part or entirely as natural areas that offer passive recreational opportunities. And there are still extraordinary opportunities to secure natural area parks in Davidson County — an opportunity available to few other city governments.

Shelby Bottoms Park

Metro Parks Natural Areas Program and Designation Policy

Metro Parks is currently developing policy that will formally establish designated natural areas (DNAs) within the Metro Parks system. P2P 2017 noted that most sites in Nashville that are managed in practice as natural areas are not formally protected as such. (Some are state-designated natural areas or are protected with conservation easements.) The policy will be submitted to the Park Board for adoption into the Metropolitan Board of Parks and Recreation Policy Manual.

The policy will include:

- Natural area definitions, broken into three levels
- Criteria for designation
- General standards for management and use of natural areas, including restrictions
- Procedure for designation by the Park Board
- An initial list of nominated sites

A DNA's boundary may differ from the larger boundaries of the park in which it is located. A DNA's program or "use" is as habitat and as a passive recreation facility as appropriate, which may include greenways and trails.

The purpose of designation is to formally declare that certain areas within the Metro Park system possess exceptional and irreplaceable ecological or scenic value, offer unique nature-based recreational opportunities, and are worthy of conservation. Protective measures will be applied to DNAs to ensure that they are managed and used in ways consistent with best stewardship practices.

This protection will be self-imposed by the Park Board. Should the Board wish to delist a site to lift development restrictions (or for any other reason), the policy will ensure a transparent and deliberative process with opportunity for public comment.

Subsequent to designation, a management plan should be developed for each site to establish goals, protocols, strategies, and guidelines for conservation and appropriate recreation. Some sites already have management plans.

6,500+ ACRES
OF NATURAL AREAS
IN METRO PARKS

Metro Planning Department's Conservation Strategy

A countywide conservation strategy is currently in development by the Metro Planning Commission (MPC). The project will include:

- An evaluation of Metro's ecosystems, natural features, communities and green infrastructure
- Identification of conservation, environmental resilience and equity needs
- A conservation toolkit with a menu of strategies which may include land acquisition, tax abatement, easements, policy and zoning, design guidelines and other best practices
- An implementation and phasing strategy
- A Highland Rim Forest case study investigation

The MPC plan and Plan to Play and will cover some similar territory and complement each other. The study may have implications for the Parks Department, but the scope of the project is from a Metrowide perspective and will also likely include action items outside the functions of Metro Parks.

Hartman Park

Land: Other Open Space Providers

The majority of open space in Davidson County is Metro Parks land, but there are other providers. Collectively, park land and protected open space in Davidson County totals more than 24,300 acres, or 33.37+ acres per 1,000 residents. Other land holders include:

- U.S. federal government
- Tennessee state government
- Other municipalities within Davidson County
- Metro Development and Housing Agency
- Metro Nashville Public Schools
- Metro Water Services

While this plan focuses on Metro Parks, it also acknowledges the significant contributions made by these other providers of parks and open space.

DAVIDSON COUNTY ENJOYS AN ESTIMATED:

24,300+ ACRES

OF PARKS AND OPEN SPACE
FROM ALL PROVIDERS

Long Hunter State Park

Land: Goals and Recommendations

1. Next Steps for Designated Natural Area (DNA) Policy

Given the high value Nashvillians place on natural lands for ecological function, human wellbeing, and passive recreation, Metro Parks should initiate a practice of inventorying and tracking acres of DNA.

Nature Area Percentage Target

The level of service (LOS) benchmarks used to measure park acres and key facility types are useful precedents here. However, the best practice for establishing DNA goals is to identify a target percentage of total park land to be designated as natural area. Existing park land that is functionally managed as natural area is estimated at 6,600 acres. This represents 42% of total Metro Parks acreage. Once the DNA program is firmly established and a formal count can be conducted, a target percentage of DNA acres should be established.

DNA Service Areas and Equitable Access

Important pockets of potential DNA land exist throughout the county, including floodplains and water corridors, but much remaining undeveloped land is concentrated on the edges of the county, such as the steep, forested slopes of the Highland Rim in west and northwest Davidson County. These areas tend to be relatively remote, at a distance from population centers. Because opportunities to provide DNAs will generally be greater in these low-density areas, the service watershed for DNAs should have a regional reach.

A Metro DNA Ordinance

Greater protection for natural areas could be achieved by the adoption of a Metro Natural Areas ordinance by the Metro Council. This would institutionalize natural areas and provide legislative backing for protections.

WHAT ARE NATURAL AREAS?

DNAs are tracts of park land possessing scenic, ecological, geological, historical, archaeological, or recreational value which provide significant habitat for native plants and animals, provide land and open space for passive recreational opportunities and are worthy of restoration, protection and preservation. Natural areas also offer substantial educational, interpretive, and research opportunities. A natural area may be a defined subarea within a park.

2. Adopt Criteria for Prioritizing Land Acquisition

Nashville has diverse park land needs, and limited resources to secure new land. This requires Metro Parks to be strategic in prioritizing land acquisition decisions that are sometimes in competition. The below criteria, presented as queries, are recommended for adoption as a methodology to help evaluate candidate properties. These criteria are intended to ensure a balanced and equitable approach to expanding the park system.

Equity and Access

- Is the site in an area currently underserved by Parks?
- Is the site in an area of comparatively high population density?
- Is the surrounding population disproportionately affected by poverty, health disparities, historical oppression, or climate impacts like poor air quality or urban heat?

Site Characteristics + Circumstances

- Is the site contiguous with existing park land? Acquiring adjacent land may prevent incompatible land uses, protect view sheds, secure inholdings, improve public access, expand unbroken natural habitat and/or allow an advantageous concentration of recreational features.
- Is the site on a greenway corridor or does it provide a key connection in the larger greenway network?
- Does the site possess other specific characteristics that help Metro Parks achieve strategic goals? These may include:
    - *Suitability to develop priority recreational facilities (e.g., a large, flat site for sports fields)*
    - *Habitat or ecological function*
    - *Natural beauty or scenic views*
    - *Water access*
    - *Historic or cultural resources*
    - *Existing facilities easily adaptable for mission-central park purposes*
- Does the site represent a unique opportunity to enhance the Metro Parks system?
- What are the liabilities associated with the site, including environmental concerns?
- Is the site at risk for development and/or is acquisition time-sensitive?

Partnership Opportunities

- Are there public, private, or philanthropic partners willing to be financial participants, reducing the funding burden on Metro Parks?
- Is the site being offered as a donation, bargain sale, or at below market value?
- If Metro is being asked to match private funds, will doing so divert public funding that could otherwise be allocated more equitably?
- Does the site align with the mission and strategic goals of multiple Metro departments and present a shared-funding opportunity, for example, affordable housing, watershed protection, or active transportation?

3. Establish a Reliable Funding Stream

In recent history, Metro's land acquisition actions have been reactive to specific opportunities as they have emerged. A commitment to a reliable, predictable funding stream would allow Metro Parks to institutionalize a land acquisition program, applying a more methodical approach that prioritizes strategic goals. The existing Greenways Ordinance contains language establishing a Conservation Assistance program that is currently underfunded.

4. Optimize Partnerships and Expand the Toolbox of Strategies

Particularly as land values in Davidson County increase, strategies other than direct purchase of land will be necessary to achieve LOS targets for land, greenways, and open space. A multi-pronged strategy that continues to expand partnerships across public-public, public-private, and public-nonprofit sectors will allow Metro Parks to expand its capital impact.

The preceding land acquisition criteria are wide-ranging and fall into three broad areas of Metro Parks strategic focus:

1. *Improving geographic access and equity of access to parks and greenways (parks close to home)*
2. *Adding parkland acreage dedicated to conservation and appropriate passive recreation (access to wild places)*
3. *Identifying opportunities to collaborate, achieve shared objectives, and improve delivery with partners*

The following recommended actions may be viewed through the lens of each of the three areas of focus, resulting in a custom toolkit of partnership opportunities, regulatory instruments, policy applications, and funding strategies tailored to each. Note that some of these strategies are equally relevant to addressing facility and greenway development, maintenance, operations, and programming.

Strengthen Philanthropic Partnerships

- Explore possibilities to expand opportunities with donors and the nonprofit sector to secure land and deliver parks and greenways.

Audit and Analyze Existing Metro Regulatory Tools

- In coordination with relevant Metro departments, evaluate existing local regulatory tools related to greenways and open space, including the Greenways Ordinance, Downtown Code, SP zoning regulations, floodplain regulations, and others, to assess effectiveness, loopholes, and outcomes.

Identify Best Practices Nationally

- Survey existing, successful open space ordinances and other regulatory tools nationally to identify models suitable for adaptation and application in Nashville.

Align with Choose How You Move

- Identify opportunities to achieve shared goals, including integrating open space at transit hubs, and connecting greenways to the transit network.
- Explore funding synergies.

Continue Partnership with Metro Water Services in Riparian Corridors

- Identify alignments between updated greenways master plan, priority corridors and updated floodplain buyout planning.

Achieve Multiple Community Objectives Through Coordinated Planning

- Explore opportunities via Metro Planning's Unified Housing Strategy and Housing & Infrastructure Study to co-locate housing, open space and greenway connections on new sites.
- Coordinate with appropriate agencies to identify other co-location opportunities, including libraries, schools, and other civic infrastructure.
- Establish a policy that avoids repurposing existing park land for non-park purposes.

Coordinate with the Metro Planning Department on Neighborhood and Small Area Plans

- Explore how to reconcile greenway and open space opportunities through greater collaboration on community planning and the development review process.

Pursue opportunities presented by the Metro Planning Department's Ecological Conservation Strategy

- Identify areas of overlapping strategic objectives.
- Map areas of high conservation value, ecological function, and climate/green infrastructure goals.
- Interface with Metro Parks' land acquisition prioritization criteria and recreational programmatic objectives.
- Identify collaborative partnership opportunities to optimize effectiveness.
- Explore and expand philanthropic partnerships to achieve strategic land acquisition goals.

Mapping as a Tool to Identify Priority Acquisition Areas: An Example

The figure to the right illustrates the value of data-driven mapping to inform specific land acquisition priorities. This particular map layers critical data sets to identify priority areas to help achieve park equity and access goals, specifically a map intended to identify land with high conservation value or ecological function would be based on different data sets and would look very different, as would a map identifying areas in which multiple interdepartmental Metro plans and projects overlap.

The data sets used to generate this access and equity map are:

a. Areas without 10-minute walking access to a park

b. Population density

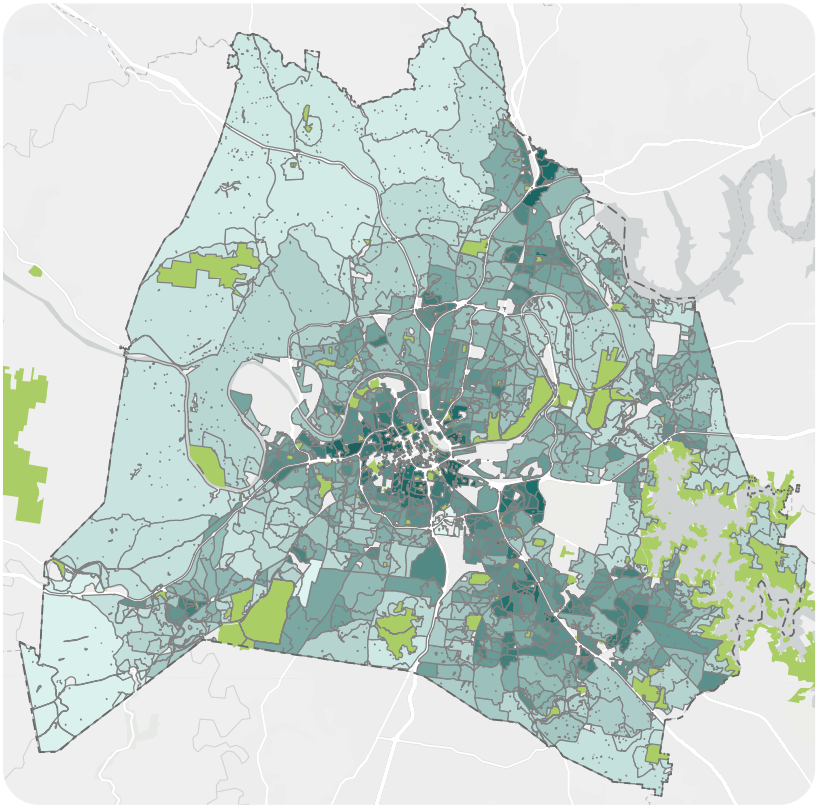
c. Density of low-income households

d. Density of people of color

e. Density of health disparities

f. Air pollution

g. Urban heat island



Data from Trust for Public Land (TPL) and ParkServe

Peeler Park

Facilities

Facilities are the physical amenities and built assets that support the full spectrum of recreational opportunities offered by the park system. These assets, which range from community centers, athletic fields, and trails to historic sites, dog parks, and cultural facilities, shape how residents and visitors experience our parks.

This section examines Metro Parks' existing portfolio of facilities, including a comprehensive review of deferred maintenance needs as of July 2025. It evaluates facilities, incorporates community and stakeholder perspectives, and establishes clear goals and recommendations to guide future investment, modernization, and stewardship of park facilities.

Ascend Dog Park | HDLA

Facilities: Inventory

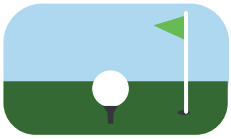
Metro Parks Facilities by the Numbers

13 DOG PARKS
132 PICNIC SHELTERS
161 PLAYGROUNDS

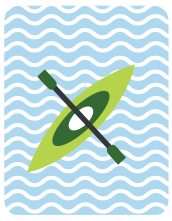
84 MILES OF HIKING TRAILS INCLUSIVE OF GREENWAYS
39 MILES OF MOUNTAIN BIKING TRAILS
134 MILES OF PAVED TRAILS INCLUSIVE OF GREENWAYS

25 HISTORIC SITES
8 COMMUNITY GARDENS

114 MULTIPURPOSE FIELDS
80 BALL FIELDS (YOUTH AND ADULT)
75 BASKETBALL COURTS
8 SAND VOLLEYBALL COURTS
95 TENNIS COURTS
69 PICKLEBALL COURTS



7 GOLF COURSES
7 DISC GOLF COURSES



1 SAILBOAT MARINA
20 WATER ACCESS POINTS
8 SPLASH PADS
12 SWIMMING POOLS
8 indoor & 4 outdoor pools

16 NEIGHBORHOOD COMMUNITY CENTERS
11 REGIONAL COMMUNITY CENTERS
5 CULTURAL ARTS FACILITIES
4 NATURE CENTERS
1 CENTENNIAL SPORTSPLEX

Note: Metro Parks' Facility Inventory as of July 2025

Deferred Maintenance

Starting in 2023, Metro Parks adopted a practice of routine condition assessments for land and facilities throughout the park system. Tracked asset types include pavement and sidewalks, roofs, HVAC systems, vehicular bridges, greenway bridges and others. These assessments are an essential management tool to protect community assets, maintain existing commitments, ensure public safety, and meet community expectations for quality and care.

The average age of a Metro Parks-owned indoor facility such as a community center is 48 years. The average maintenance cost for all such facilities is $1.82 per square foot, equivalent to $1.91 million in annual maintenance cost for all one million square feet of Metro Parks' indoor facilities. The current estimate of maintenance needs across the park system is $127.5 million and counting.

Deferred Maintenance	2025
Indoor Facilities	$47,863,861
Deferred Paving	$8,256,332
Deferred Roofing	$3,931,263
Deferred Lighting	$6,487,500
Deferred Greenways	$40,602,653
Deferred Painting	$1,089,714
Deferred Playgrounds	$9,081,837
Deferred Misc.	$10,275,000
Total Estimate of Deferred Maintenance	**$127,588,161**

WHAT IS THE DIFFERENCE: DEFERRED MAINTENANCE VS. LIFECYCLE COST?

Lifecycle costs refer to predictable, routine reinvestment in existing capital assets to maintain them in a state of good repair, and are not reflected in the estimates above. Most cities manage lifecycle costs as a percentage of their annual budgets. Deferred maintenance refers to backlogged maintenance activities, such as repairs and upkeep, that have been postponed due to budget constraints.

Facilities: Level of Service (LOS)

Facility	Existing 2025 LOS *Pop. 728,443*		2031 Projected LOS *Projected Pop. 770,173*		
	Count	Facility LOS	2031 Facility LOS no additional facilities	2031 Facility LOS additional facilities to maintain 2025 LOS	2031 Facility LOS additional facilities to meet recommended 2027 enhanced LOS
Paved Multi-Use Trails Inclusive of 101.6 greenway miles	133.61	0.18 miles per 1,000	0.17 miles per 1,000	+7.65 miles	+20.42 miles
Unpaved Hiking Trails Inclusive of 8.49 greenway miles	84.31	0.12 miles per 1,000	0.11 miles per 1,000	+4.83 miles	+31.21 miles
Outdoor Pools*	4	1 per 182,111	1 per 192,543	+1	+1
Playgrounds	161	1 per 4,524	1 per 4,784	+9	+32
Dog Parks	13	1 per 56,034	1 per 59,244	+1	+2
Multipurpose Fields	114	1 per 6,390	1 per 6,756	+7	+14
Basketball Courts	75	1 per 9,713	1 per 10,269	+4	+35
Tennis + Pickleball Courts	164	1 per 4,442	1 per 4,696	+9	0
Baseball Fields^	80	1 per 9,106	1 per 9,627	+5	+6
Community Centers	910,069 sf	1.25 sf per capita	1.18 sf per capita	+52,135 sf	+245,191 sf

Notes:

Population Source: Boyd Center for Business and Economic Research, University of Tennessee, Knoxville.

Inventory of Metro Parks Land as of August 2025.

See Facilities Recommendations #4 on page 52 for proposed 2026 LOS adjustments.

**Outdoor Pools - 2027 LOS goal adjusted from 1:50,000 to 1:155,000 to align with NRPA benchmark and Indoor Pool LOS added at 2025 level of service. Pool units combined for outdoor/indoor.*

^Baseball Fields - 2027 LOS goal adjusted from 1:6,000 to 1:9,000 to align with trends

Facilities: Public and Stakeholder Engagement

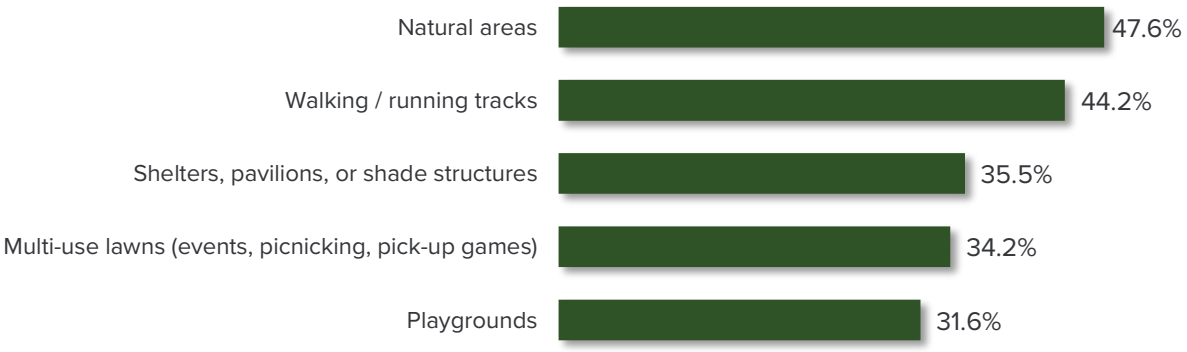
Reference Appendix F for complete summary of all public and stakeholder engagement

Online Survey Result Highlights

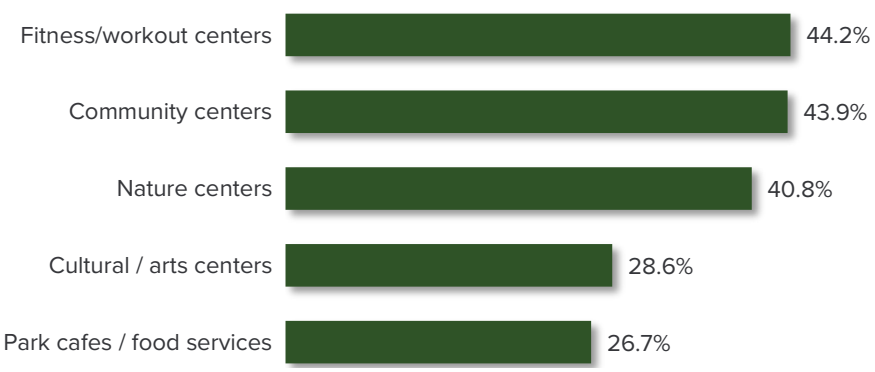
- **Interest in multi-use fields, pickleball, paved trails, and modern fitness-focused amenities.**
- **Most respondents reported being satisfied with the quality of facilities, services, and experiences.**
- **Natural areas and walking/running tracks are the greatest outdoor need for residents.**
- **Fitness/workout centers and community centers are the greatest indoor need for residents.**

85.5% OF RESPONDENTS HAVE BEEN RESIDENTS OF DAVIDSON COUNTY FOR FIVE OR MORE YEARS.

Q: Which types of outdoor park facilities and amenities do you have the greatest need?



Q: Which types of indoor facilities or amenities do you have the greatest need?

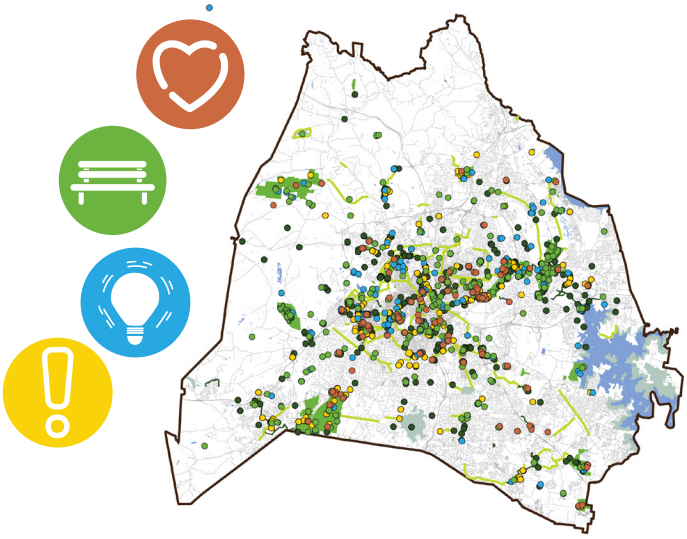


Interactive Map Highlights

Community members most frequently cited Mill Ridge Park, Eastland Park, McCabe Golf Course, Warner Park, and Cane Ridge Park as valued facilities.

Community feedback reflects strong demand for facility enhancements, including regular cleanup, improved restrooms, interactive water features, safer environments, community event spaces, and more efficient reservation systems.

Frequently mentioned parks include Shelby Park, Naval Hill, Wasioto Park, Richland Creek Greenway, and Centennial Park, reflecting the need for repairing amenities, updating structures, enhancing safety, ADA compliance, and adding community resources.



Interactive Map Comments (1,539 comments)

Friends Group Priorities

- Make proactive decisions and address deferred maintenance.
- Balance aging facility needs with demand for new amenities.
- Develop sufficient maintenance planning for all new investments.

Two Rivers Mansion

Facilities: Goals and Recommendations

1. Implement a Reinvestment-First Approach Emphasizing Maintenance and Lifecycle Replacement

Industry guidance for public infrastructure management emphasizes sequencing — bringing existing assets to a stable, reliable condition before pursuing additional growth. For systems with a substantial maintenance backlog, this means focusing resources on restoring and sustaining current facilities so they can perform as intended over time.

Nashville is not alone in facing these challenges. Many peer cities have grappled with similar backlogs in the years following the Great Recession, often after prolonged periods where expansion outpaced reinvestment.

Recentering the capital program around asset health by directing a clear majority of funding toward renewal and deferred maintenance provides a practical path to regaining equilibrium. This approach allows Metro Parks to methodically reduce its backlog while improving overall system conditions, rather than continuing a cycle where new assets add to long-term obligations. Specific guidance on recommended percentages and potential funding strategies may be found in the Funding Goals and Recommendations section on page 91.

2. Complete Existing Commitment Projects Before Adding New

It is common for higher-cost capital projects to be broken into funding phases as part of Metro's capital spending process. Through 2031, priority for capital allocations should go to existing commitments that have already been partially funded or are otherwise an existing commitment.

Should additional capital funding emerge, new facilities should be added based on level of service goals. Adding some such facilities will require new parkland per the criteria in Land Recommendation #2 on page 41. Existing parks have limited capacity to accommodate added facilities and, often, an area underserved by a particular facility type is so because it is also underserved by parkland.

3. Where Appropriate, Increase Capacity of Existing Facilities Before Building New Ones

Metro Parks should prioritize strategies that maximize performance and productivity of existing assets before pursuing expansion. As population increases and usage demands intensify, the instinct to acquire additional land and construct new facilities can significantly expand capital and long-term operating obligations. Strategic efficiencies at existing facilities can moderate this.

As an example, converting high-demand natural grass fields to synthetic turf can triple playable hours and reduce weather-related closures without adding new facilities. Lighting and turf conversions typically range $1.2–$1.8 million per field. By contrast, acquiring land and constructing a new field complex can cost $3 million or more per field.

Beyond capital costs, new sports complexes generate their own ongoing obligations for staffing, utilities, maintenance, and lifecycle replacement. New facility additions should be considered in cases where LOS deficits remain after optimization strategies are implemented, or when improving access to existing facilities is not possible.

4. Adjust Some 2017 Level of Service Standards

Recreation demands evolve over time, and facility ratios should periodically be re-calibrated to remain relevant, fiscally responsible, and aligned with actual use. Since adoption of P2P 2017, participation patterns in certain sports and recreational activities have shifted. While most facility needs have not changed significantly since 2017, some adjustments are recommended to reflect current priorities and strategic adjustments:

- Prioritize year-round indoor pools rather than seasonal outdoor pools.
- Prioritize improvements to existing sports fields (such as lighting and artificial turf to extend playable hours and improve conditions) before adding new sports fields.
- Adjust LOS standard for baseball fields to one (1) field per 9,000 residents to match current demand trends and participation rates.
- Adjust LOS standard for outdoor pools to one (1) pool per 155,000 residents to match NRPA 2025 benchmark.
- Add LOS standard for indoor pools to match 2025 level of service of one (1) pool per 125,000 residents

This approach would not reduce service levels. Rather, it modernizes LOS assumptions to match actual trends in participation rates since 2017.

5. Optimize Partnerships and Expand the Toolbox of Strategies

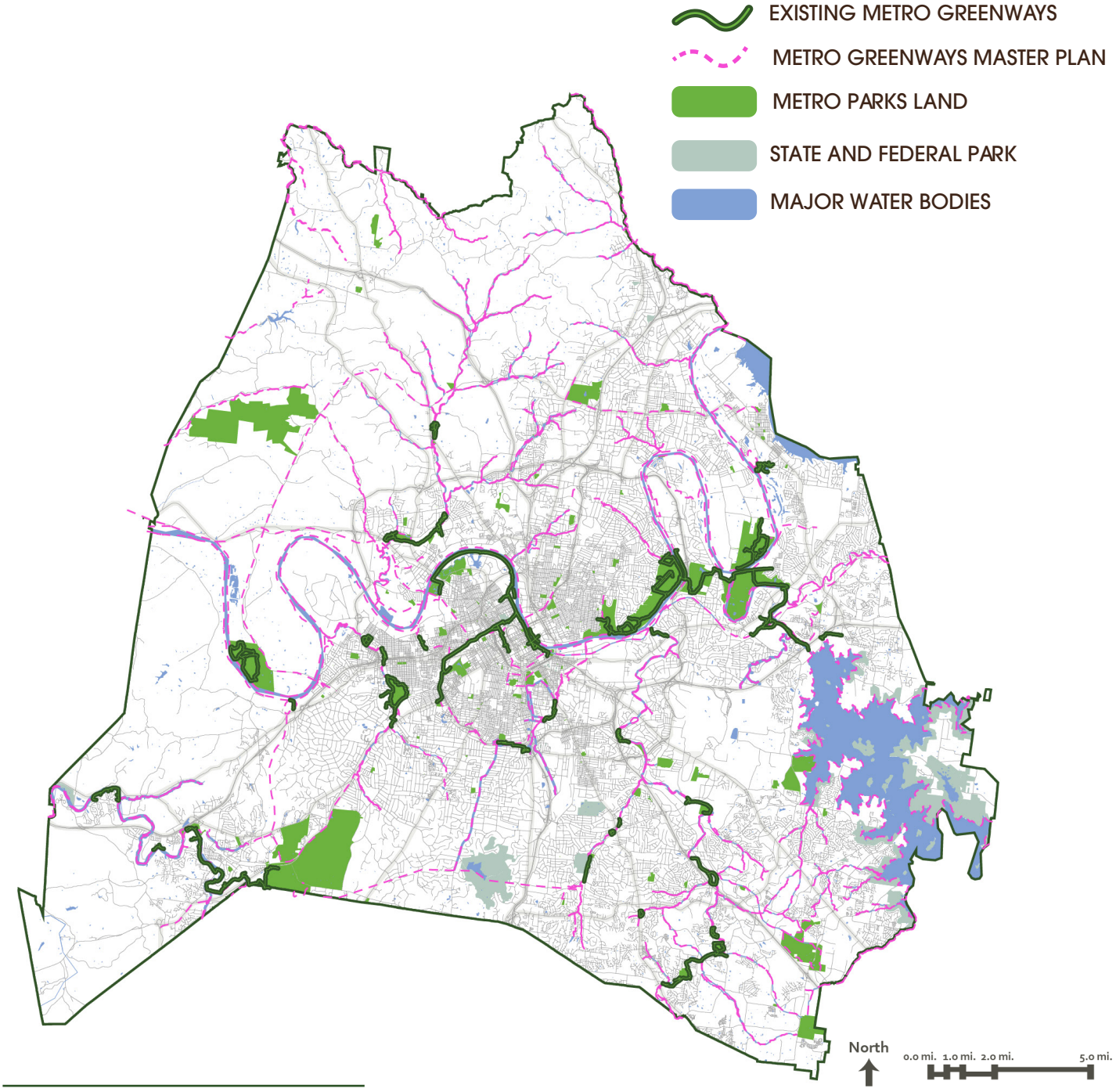
Recommendation #4 on page 42 of this document outlines a range of actions to advance Metro's toolbox of policy, funding, delivery, and regulatory strategies for land acquisition. Many of those recommendations, including a menu of collaborative partnership options with public, private, and nonprofit partners, may apply equally to the delivery of new facilities.

Greenways

This section establishes the foundation for understanding Metro Nashville's greenway system, its existing network, users, design standards, partnerships, and current plans. Informed by data, best practices from peer communities, and national benchmarks, the discussion emphasizes opportunities to strengthen and expand the system. Public input plays a central role in shaping this understanding, ensuring the greenway system responds to community needs and priorities.

Shelby Bottoms Greenway

Greenways: Inventory



Metro Parks Greenway Map as of August 2025

WHAT IS A GREENWAY?

Greenways are linear parks that connect communities with a network of trails providing passive recreation, habitat conservation and active transportation. Greenways are often located along natural features such as waterways and ridges or along built features such as rail or utility corridors.

110 MILES OF GREENWAYS

1.76 mi	440 Greenway
4.53 mi (includes 4.31 mi unpaved)	Bells Bend Greenway
1.80 mi	Browns Creek Greenway
0.44 mi	Cedar Hill Park
1.02 mi	Centennial Park
13.76 mi (includes 0.50 mi unpaved)	Cumberland River Greenway
0.80 mi	Gulch Greenway
9.37mi	Harpeth River Greenway
11.68 mi (includes 0.08 mi unpaved)	Mill Creek Greenway
4.10 mi	Peeler Park Greenway
23.43 mi	Percy and Edwin Warner Parks
6.40 mi	Richland Creek Greenway
1.55 mi (includes 0.76 mi unpaved)	Seven Mile Creek Greenway
10.47 mi	Shelby Bottoms Greenway
11.53 mi (includes 0.27 mi unpaved)	Stones River Greenway
6.31 mi (includes 1.77 mi unpaved)	Whites Creek Greenway
1.20 mi (includes 0.80 mi unpaved)	Old Hickory Dam Greenway

101.6 miles paved + 8.49 miles unpaved

Centennial Park

Greenway Users

Greenway users range in age from infants to seniors and include walkers, hikers, runners, dog walkers, families with strollers, cyclists, and skaters.

A user count completed across three days in Fall 2024 measured greenway trail use. Richland Greenway averaged more than 1,000 users per day, and Shelby Bottoms Greenway averaged nearly 2,000 users per day. Reference Appendix A for more information on user counts.

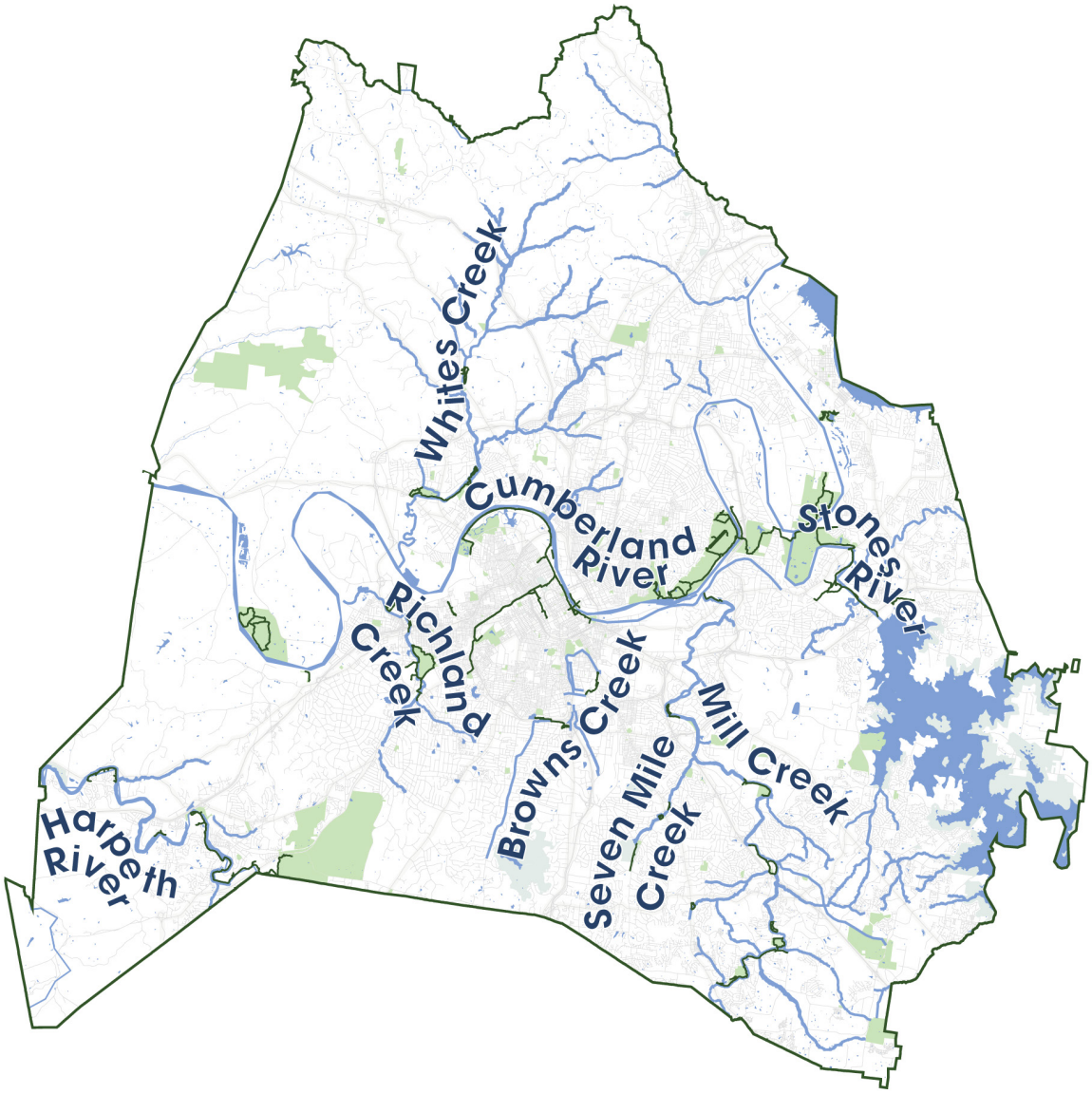
17,000+
GREENWAY USERS ON ANY GIVEN FAIR WEATHER FRIDAY TO SUNDAY

22% CYCLISTS

78% PEDESTRIANS

Note: User count included locations at: Richland Creek Greenway, Stones River Greenway, Shelby Bottoms Greenway, Cumberland Greenway, Whites Creek Greenway, Brown's Creek Greenway, Mill Creek Greenway, 440 Greenway, and Harpeth River Greenways

Greenways Along Water Corridors



Cumberland River Greenway

Gulch Greenway

Stones River Greenway

Greenway Planning Coordination

The Greenways and Open Space Division of Metro Parks consults on and benefits from collaboration across Metro initiatives. In recent years, projects and initiatives where greenways have supported countywide efforts include:

Metro Planning East Bank Study	Metro Water Services Clean Water Nashville Projects	Metro Water Services Tree Canopy Planning and Planting Projects	Bike and Pedestrian Advisory Commission	NDOT Streets and Pathways Lighting Manual
Metro Planning Belle Meade Highlands Design and Mobility Study	Metro Stormwater Water Master Plan Advisory Committee	Mayor's Transit Improvement Plan Technical Advisory Committee	Metro Legal and Metro Public Property Open Space Acquisitions	NDOT Bike Share Plan
Metro Planning GIS Mapping Coordination	Metro Water Services Volunteer Flood Buyout Property	10-Minute Walk Initiative	NDOT Connect Downtown Technical Advisory Committee	TDOT Broadway Bridge Rebuild Stakeholder Group
Metro Stormwater Management Commission Variance Applications Related to Planned Greenways	Metro Water Services Omohundro Water Treatment Plant Stream Mitigation Project	Mayor's Sustainability Technical Advisory Committee	NDOT Multimodal Traffic Impact Study	TDOT Excess Land Committee Greenway Planning

Greenways and Metro Planning Documents

Nashville's existing and planned greenways are primarily based along major water corridors, as well as built features including railroad corridors and scenic byways. As such, in addition to providing valuable green space for conservation and recreation, our greenways represent an important alternative transportation network connecting neighborhoods to schools, parks, transportation, shopping, and work.

Peeler Park Greenway

City Central Greenway Master Plan:

This plan focuses on a 35-mile urban loop connecting downtown Nashville residents, workers, and visitors. Key feasibility studies completed to date include the Charlotte Corridor Rail-with-Greenway Study, the 440 Greenway Master Plan, and the Fort Negley to Browns Creek Greenway Feasibility Study.

An opportunities-and-constraints analysis was completed for the I-440 and Brown's Creek segments. These are among the most challenging of the as-yet-undeveloped CCG segments, due to limited right-of-way, complex topography, major roadway crossings, and other physical or environmental constraints.

Successfully implementing the full CCG will require strategic land acquisition, funding, and policy tools, along with coordinated partnerships with city departments, developers, and regional agencies. This includes alignment and coordination to ensure that ongoing and future transportation initiatives will support the CCG and create seamless connections into the greenway.

EXISTING GREENWAY

IN-DEVELOPMENT GREENWAY

CITY CENTRAL GREENWAY MASTER PLAN

Connect Downtown Action Plan (2024):

Intended to transform mobility in Nashville amid rapid urban growth, and focusing on safety, expanded travel options, and climate goals, this plan emphasizes accessible, multimodal transportation. It also outlines new downtown greenway trails, building on P2P 2017.

The NashvilleNext Plan (2017):

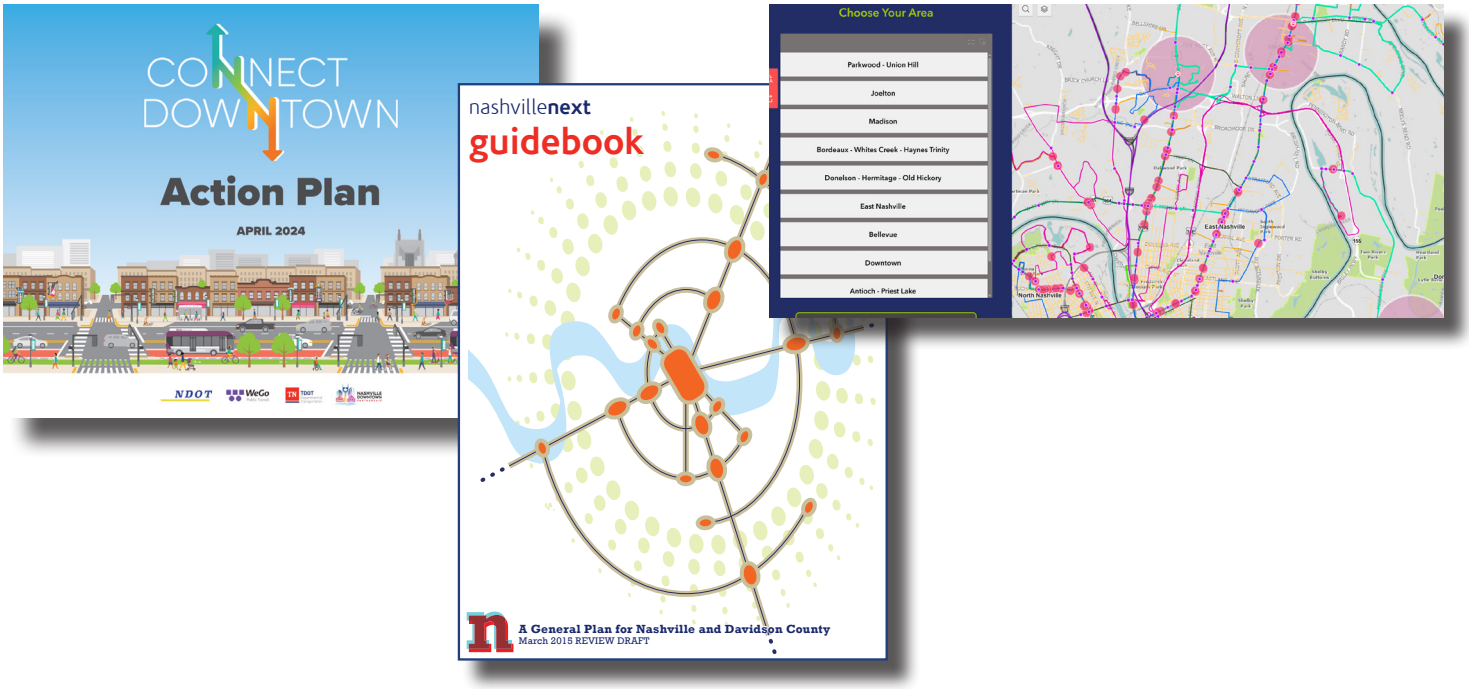
NashvilleNext is Metro Nashville's long-range comprehensive plan guiding land use and development through 2040. The plan establishes citywide priorities for accessibility, strong and connected neighborhoods, environmental sustainability, and planning and development of new parks, recreation facilities, and greenways across Davidson County.

WalknBike (2022):

This initiative from the Nashville Department of Transportation (NDOT) was established in 2017 and updated in 2022. Project delivery is organized around four action items: policy, program management, design, and implementation.

Choose How You Move (2024):

This transportation initiative was created in response to the WalknBike initiative. Choose How You Move identifies hundreds of goals, construction projects, and transportation infrastructure improvements.



Cover of Connect Downtown Action Plan (2024) , Cover of NashvilleNext Plan (2015), Choose How You Move Online Interactive Map (2025)

Greenways: National and Peer Benchmarking

Paved Trails Benchmarking

Community	2025 Paved Trails	
	Paved Trails (miles)	LF per 1K Pop.
Louisville/Jefferson County, KY	76.00	505.47
Charlotte/Mecklenburg County, NC	115.70	506.43
Indianapolis/Marion County, IN	153.00	984.64
Jacksonville/Duval County, FL	77.65	406.54
Denver, CO (City/County)	152.00	1,100.88
Peer Averages	115	674.46
Metro Nashville-Davidson County	133.61	988.02
Metro Nashville-Davidson County % to Peer Averages	116.2%	146.5%

Note: Metro Parks Inventory as of July 2025

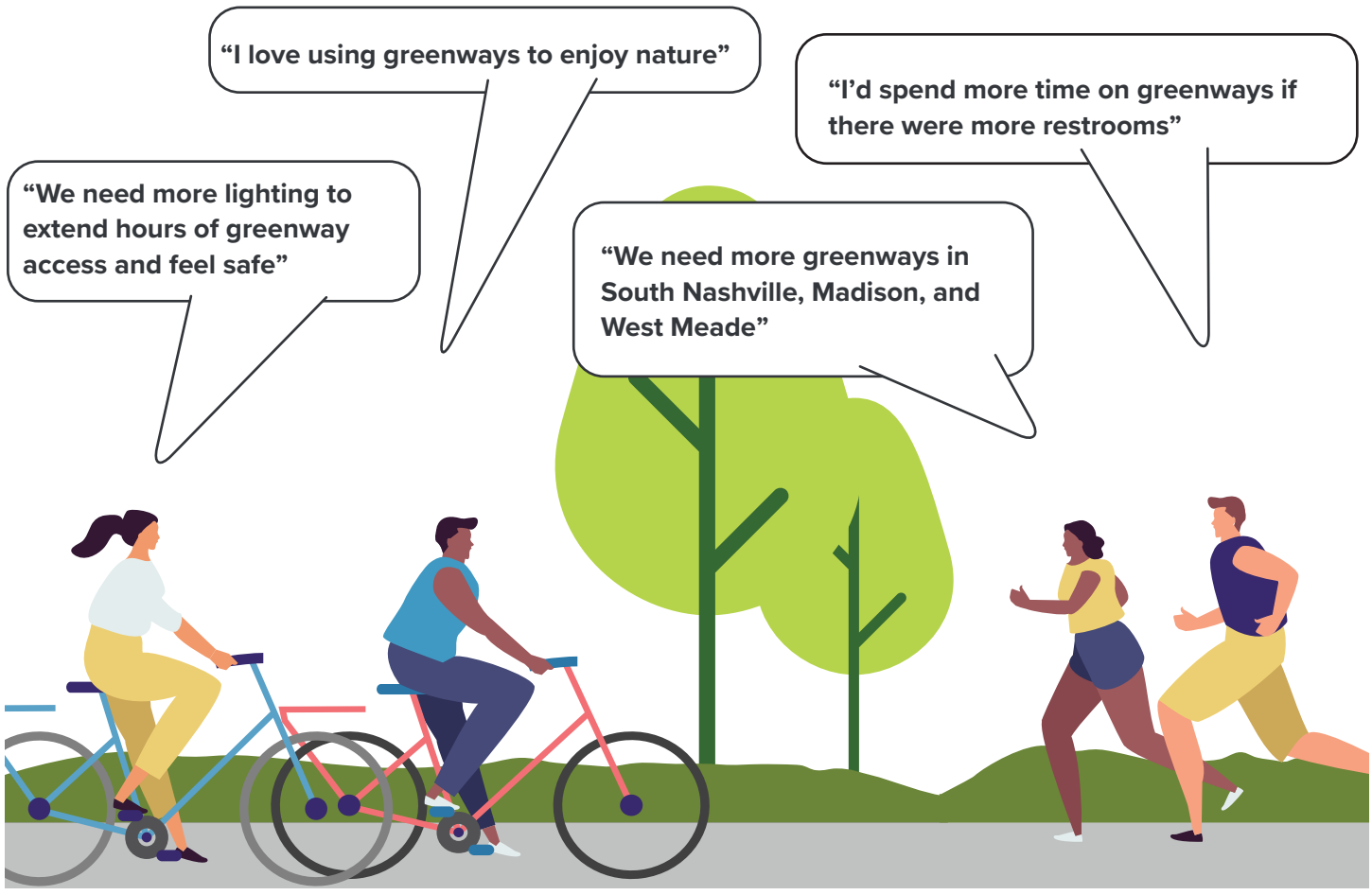
Greenways: Public and Stakeholder Engagement

Reference Appendix F for complete summary of all public and stakeholder engagement

Online Survey Result Highlights

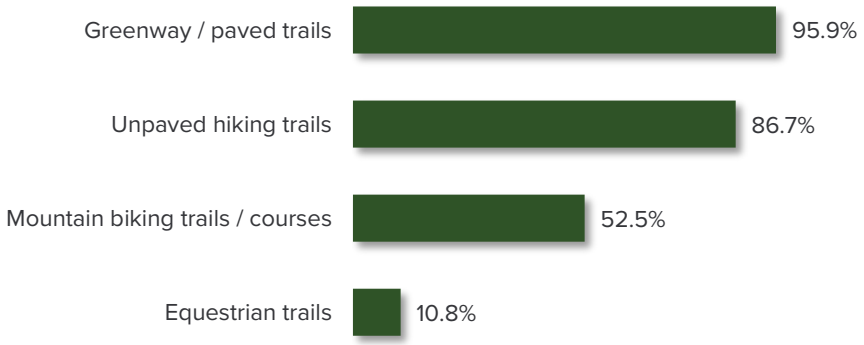
- **Strong need for closer, more evenly distributed recreation opportunities.**
- **Most respondents reported needing more greenways/paved trails.**
- **Building more greenways near neighborhoods would increase use.**
- **Most respondents reported wanting drinking fountains added to greenways.**

3,125+ WRITE-IN COMMENTS

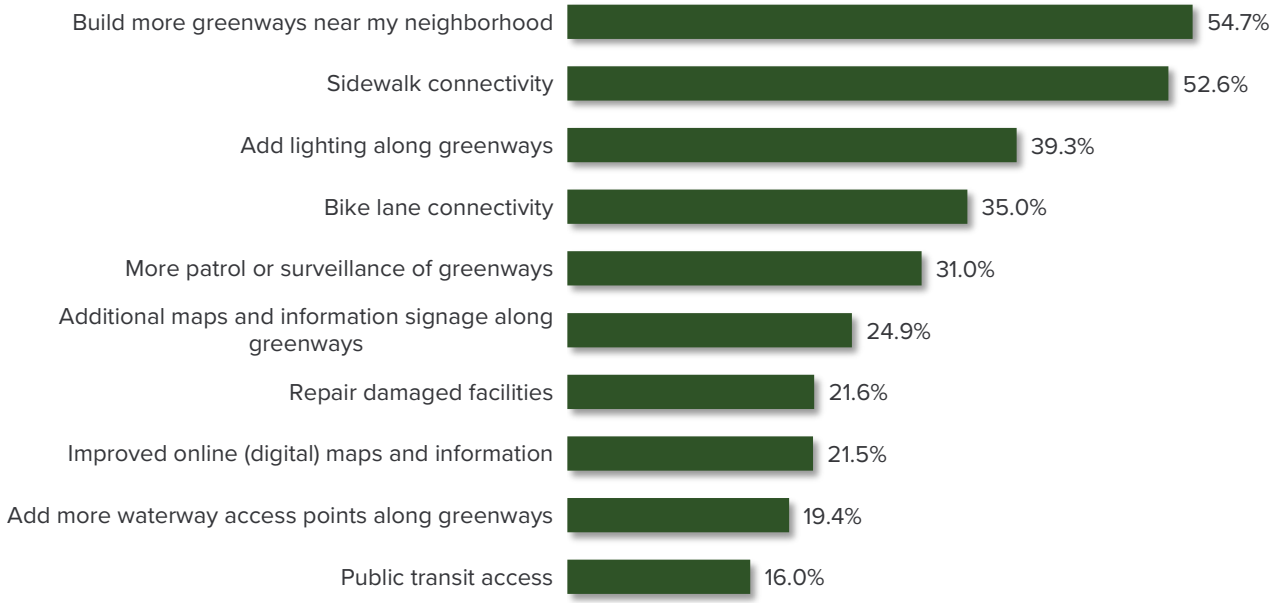


Quotes from online survey participants

Q: Which types of trails do you have the greatest need?

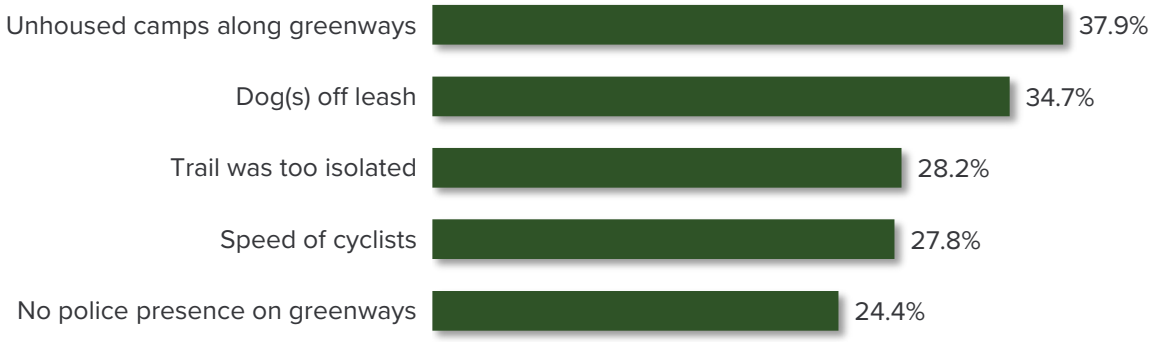


Q: Which of the following improvements would increase your use of greenways?

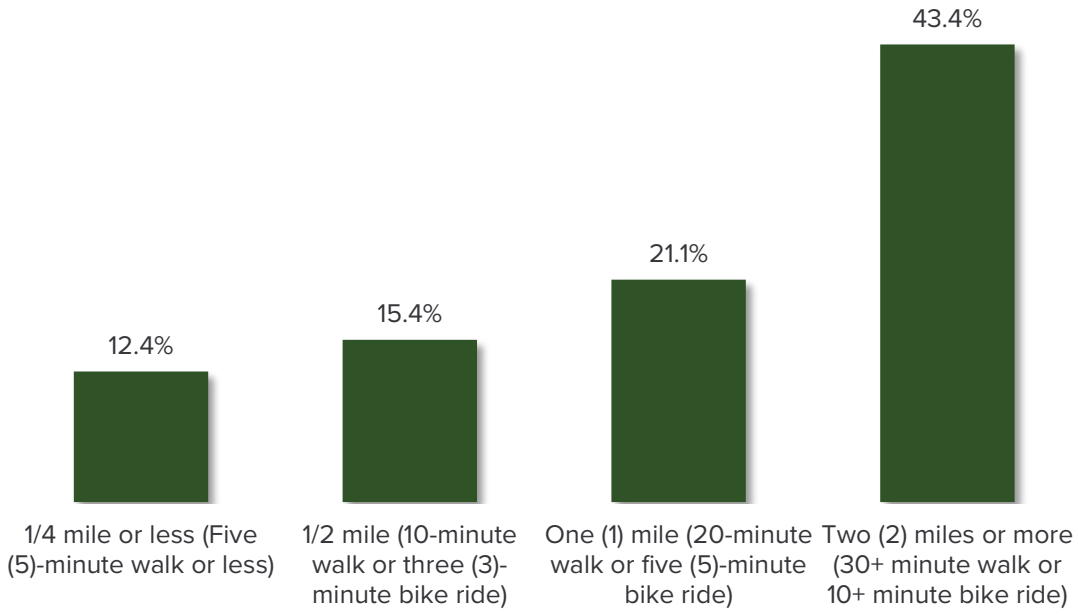


Q: Which amenities would you like to see added to greenways?

Q: If you felt unsafe on a greenway, which of the following best describe the reason(s) you felt unsafe?



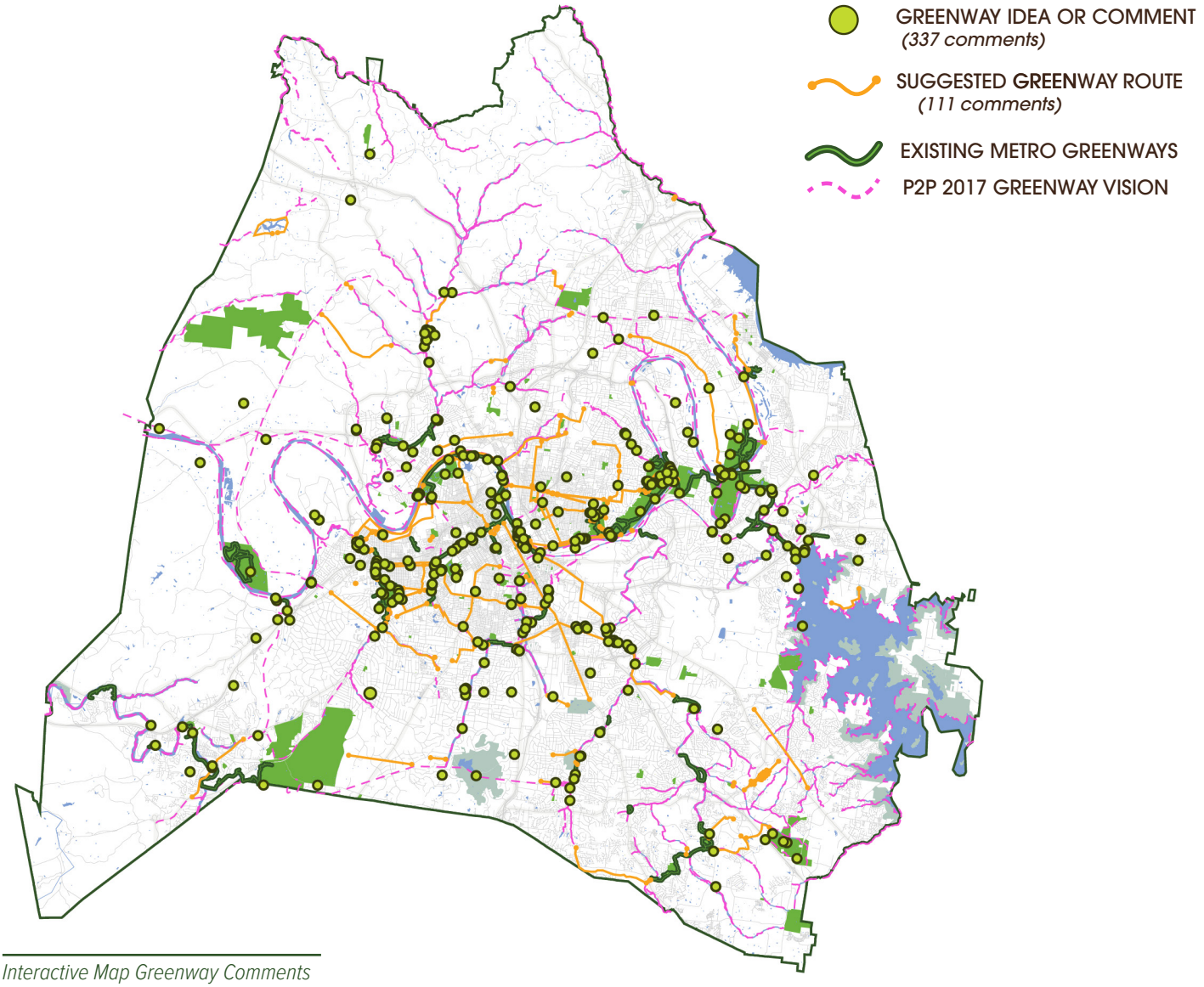
Q: How far do you travel to your nearest greenway trailhead or access point?



Interactive Map Highlights

The community wants park enhancements and improved greenway connectivity. Key themes include better greenways, pedestrian bridges, bike lanes, updated amenities, improved safety and accessibility, community spaces, and environmental improvements. Most frequently mentioned were the Shelby Bottoms, Richland Creek, Peeler, Mill Creek, and Browns Creek greenways.

There is strong demand for better greenway connectivity. Key themes include dedicated bike and pedestrian lanes, greenway loops, and connections between greenways. Enhanced access through sidewalks and trails is crucial in areas such as Davidson Street, Bells Bend, and Madison. Frequently mentioned greenways include Davidson Street, Richland Creek, Shelby Bottoms, Bells to Beaman, and the Gulch, highlighting the focus on safer travel routes and better recreational access.



Interactive Map Greenway Comments

Greenways: Goals and Recommendations

1. Maintain Our Growing Greenway System

Greenways are linear infrastructure assets, similar to streets or sidewalks, with predictable replacement cycles for paving, lighting, signage, and other structural components. If funding does not keep pace with expansion, deferred maintenance accumulates quickly and becomes exponentially more expensive to address.

This is a familiar challenge for systems that have grown quickly. Many communities have expanded trail mileage over the past decade, only to see maintenance needs catch up when reinvestment doesn't keep pace. Putting more emphasis on resurfacing, repairs, and overall corridor upkeep helps protect past investments and maintain user experience, while avoiding larger costs down the line.

2. Complete Existing Commitment Projects Before Adding New

It is common for higher-cost capital projects like some greenways to be broken into funding phases as part of Metro's capital spending process. Thru 2031, priority for capital allocations should go to existing projects that have already been partially funded or are otherwise an existing commitment. Currently, almost ten miles of trails are partially or fully funded. Prioritizing these existing commitments will more than keep pace with the level of service (LOS) target outlined in Tier Two of the Action Plan.

Should additional capital funding emerge, next priorities projects should be identified based on long-range planning. Some corridors will require new parkland per the criteria in Land recommendation.

3. Adopt New Greenway Design Standards

Concurrent with the development of P2P 2026, updated greenway design standards have been developed for use by Metro Parks, consulting planners and designers, and partner entities developing greenways through regulatory obligation or other mechanism.

Design guidelines ensure consistent, high-quality planning, construction, and maintenance of greenway facilities. Standardizing materials, color palettes, planting strategies, products, maintenance protocols, and construction methods strengthens system identity and reduces long-term maintenance variability.

A cohesive design framework improves wayfinding, enhances user experience, and reinforces the greenway network as a recognizable and unified public asset. Including a range of typical greenway cross-sections within the guidelines further supports context-sensitive design across urban, suburban, and natural settings.

4. Update and Expand the Greenways Master Plan

As development patterns evolve and new corridors emerge, the Greenways Master Plan map must be re-calibrated to guide long-range strategic planning with clarity and consistency. Expanding the Master Plan will help align greenway investments with transportation planning, enhance multimodal mobility, improve access to jobs and schools, and support public health outcomes.

Together, these strategies leverage existing waterways and transportation corridors to create a cohesive, high-impact network, rather than isolated, unconnected trail segments.

The Greenways Master Plan update should take into consideration public input received in 2025 and coordinated with partner Metro agencies. The revised plan will serve as the guiding framework for updated capital prioritization, land acquisition strategy, and partnership coordination with public, private and nonprofit partners (as detailed below in Funding Recommendation #3).

5. Optimize Partnerships and Expand the Toolbox of Strategies

Land Recommendation #4 on page 42 of this document outlines a range of actions to advance Metro's toolbox of policy, funding, delivery, and regulatory strategies for land acquisition. Most of those recommendations, including a menu of collaborative partnership options with public, private and nonprofit partners apply equally greenways and Nashville's goals to accelerate system expansion.

6. Develop and Implement a Master Plan for Blueways

Any conversation about greenways in Nashville would be incomplete if it did not also address water corridors, or blueways, because many of Nashville's water-based recreation access points are located on or adjacent to greenways. Blueways support non-motorized paddle sports including kayaking, canoeing and paddleboarding. Blueways adds water-based recreation capacity with comparatively modest land acquisition needs, strengthens tourism potential, and increases environmental education opportunities. Access promotes awareness of Nashville's waterways as an asset, supporting their function as ecological resources and promoting floodplain and water quality protection.

Parallel to the update of the Greenways Master Plan map, a Blueways Master Plan should be developed to expand Nashville's water-based passive recreational opportunities.

Programs

Programs are the staff-driven classes, activities, events, and experiences provided primarily in community centers, nature centers, and at revenue-producing facilities such as golf courses and Centennial Sportsplex. From arts and cultural experiences to outdoor recreation, youth development, and fitness opportunities, programs reflect the diverse interests, abilities, and needs of Nashville's residents. This section considers programming in the context of best practices, community input, and evolving national trends, and positions programs as key drivers of engagement, equity, and quality of life.

Grand Opening of Old Hickory Community Center

Programs: Inventory

To focus discussion, it's useful first to identify the primary program areas under which most program offerings are provided. Assessing primary program areas helps the department and policymakers allocate resources and services responsively. A program area is considered primary if it meets a majority of the following criteria:

- It has been provided for a long period of time (more than four years) and/or is expected by the community.
- It consumes 5% or more of the agency's overall budget.
- It is offered during at least three seasons per year.
- It has wide demographic appeal.
- It includes tiered levels of skill development.
- There is full-time staff responsible for it.
- There are facilities designed specifically to support it.
- The agency controls at least 20% of the local market.

Across and within each of the primary program areas are program types that are designed to meet current and emerging needs of Nashville residents. Metro Parks' Primary Programming Areas align well with Davidson County's current demographic characteristics. These should continue to be monitored regularly to ensure program distribution continues to match evolving demographics.

Primary Program Areas

Centennial Sportsplex Aquatics	Golf
Centennial Sportsplex Ice	Hamilton Creek Park
Centennial Sportsplex Sports and Fitness	Historical Programs
Community Centers	Nature Centers
Cultural Arts Programming	Outdoor Recreation
disABILITIES	Parthenon

Programs: Classifications

With finite resources available to support them, classifying programs by their level of strategic importance and community benefit is a crucial first step toward making funding decisions, including developing cost-analysis rubrics and fee schedules.

Program classifications are based on the degree to which the program provides a public benefit versus a private benefit. That classification is then used to inform fee schedule development. Program classifications are:

Essential Programs the Department Must Provide

A program is deemed "essential" when it is expected and supported, provides a broad public benefit and will create a negative impact if not provided. These are foundational program experiences that are expected from any city parks department and are central to Metro Parks' mission. Essential programs are often heavily or entirely subsidized. Examples include access to gymnasiums, and environmental education.

Important Programs the Department Should Provide

These are programs that expand or enhance core services, provide more individualized benefits, and need moderate subsidy to provide. Examples include fitness classes and golf.

Value-Added Programs the Department Could Provide

These programs add value to the community, can be provided without undermining essential or important programs, are primarily of private benefit, and may provide revenue generation opportunities. They require little or no subsidy. Examples include wedding venues and private film permits.

disABILITIES Program

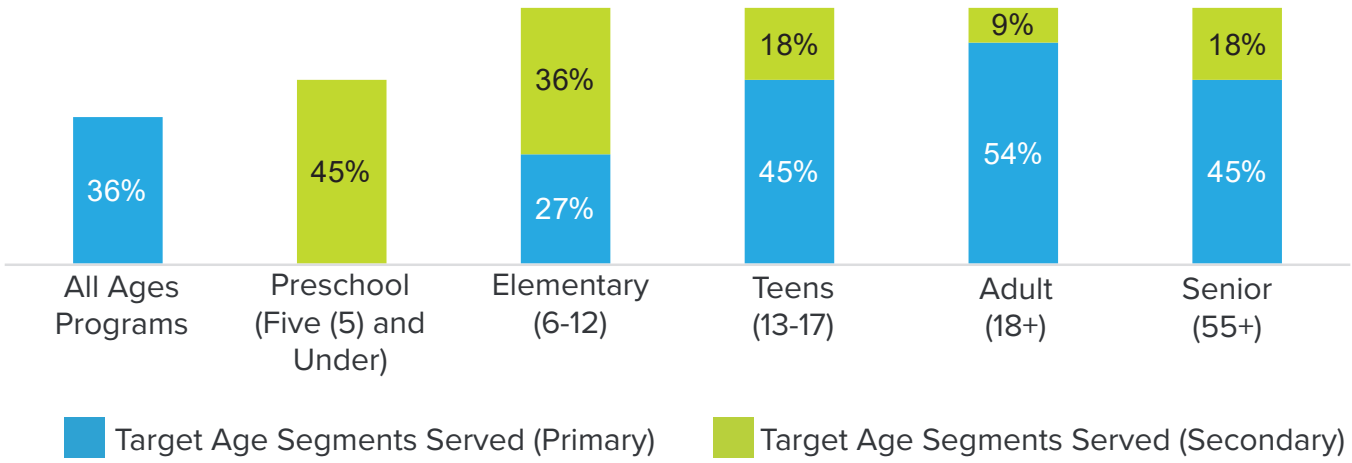
Program Participation

Activity	2021	2022	2023	2024	2021-2024 Change
Attendance in afterschool, summer enrichment, aquatics and sports	60,279	104,690	193,924	230,386	+282%
Permitted special events	514	734	620	662	+28%
Attendance at special events	718,252	972,732	844,802	695,097	-8%
Nature center program participants	55,809	67,800	95,348	94,276	+69%
Nine-hole golf rounds	376,469	374,206	415,473	406,640	+8%
Admissions at Centennial Sportsplex, Parthenon and Wave Country	294,279	401,736	428,685	457,072	+55%
Number of on-line public interactions	184,891	399,874	389,552	439,272	+137%

Notes: Inventory of Metro Parks Usership Inventory as of August 2025. Staffing levels at community centers and other parks facilities have been adjusted so at least two employees are on site during operating hours. However, without adding additional FTEs to cover the increased staffing demand, this goal is currently achieved by reducing a facility's overall operating hours. This has a trickledown limiting effect on program participation and expansion.

Age Segment Analysis

A demographic study determined that Metro Parks' existing programs align well with Nashville's community, providing all age segments with dedicated programming. Every age segment except for preschool has at least three different primary program areas that serve as a primary demographic, with most having four (4) or more.



Distribution of Ages served by 2025 Metro Parks Programming - PROS

Programs: National Trends and Benchmarking

National Recreation Trends

GENERAL SPORTS

Note: The statistics of this graphic refer to the number of participants nationally.

BASKETBALL *31.9 million*
GOLF *28.0 million*
TENNIS *25.7 million*
PICKLEBALL *19.8 million*
GOLF VENUE *19.1 million*

OUTDOOR/ACTIVE RECREATION

DAY HIKING *63.1 million*
FRESHWATER FISHING *13.1 million*
ROAD CYCLING *12.1 million*
CAMPING *40.2 million*
WILDLIFE VIEWING *21.8 million*

WATER SPORTS/ACTIVITIES

RECREATIONAL KAYAKING *15.1 million*
CANOEING *10.1 million*
SNORKELING *7.6 million*
JET SKIING *5.9 million*
STAND-UP PADDLING *4.4 million*

AQUATICS

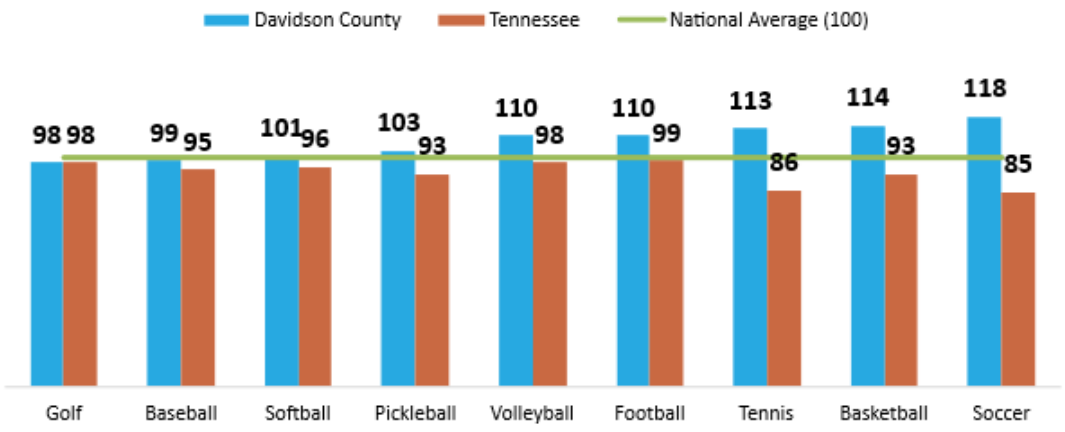
FITNESS *29.4 million*
AQUATIC EXERCISE *11.7 million*
SWIMMING ON A TEAM *3.4 million*

Note: Reference Appendix D to learn about the Sports & Fitness Industry Association's (SFIA) Sports, Fitness & Leisure Activities Topline Participation Report 2025, on which these findings are based.

Market Potential for Sports and Leisure

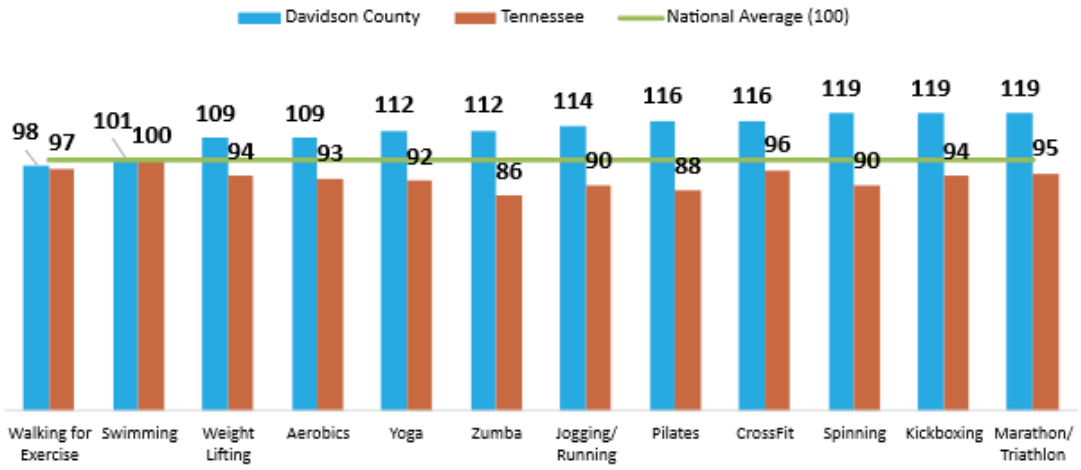
The following charts show sport and leisure market potential data for Davidson County residents, as provided by ESRI. Market Potential Index (MPI) measures the probable demand for a product or service within a defined service area and indicates the likelihood that an adult resident will participate in certain activities, as compared to the U.S. national average.

General Sports MPI

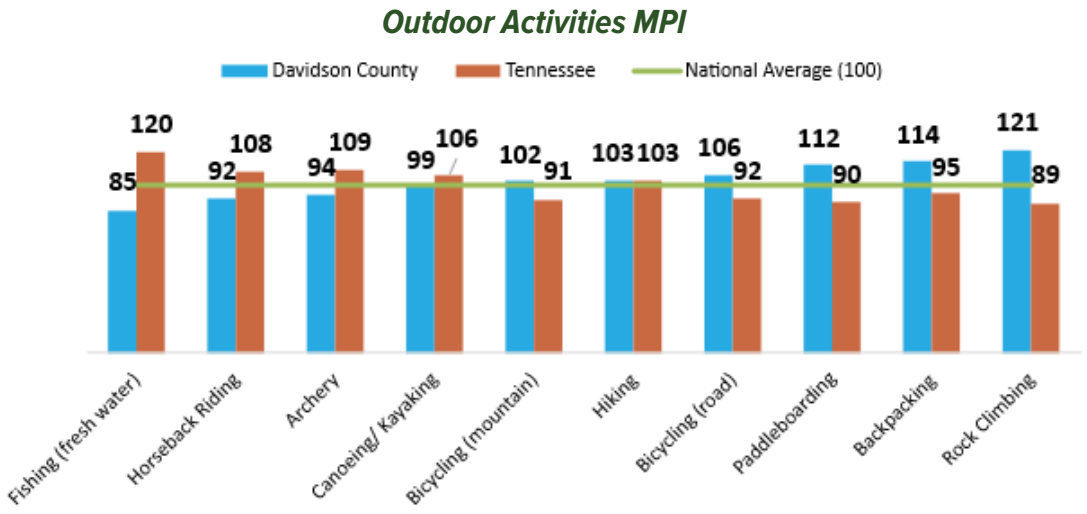


In Davidson County, most recorded general sports have an above-average MPI compared to the national average, indicating a high demand for and participation in these activities.

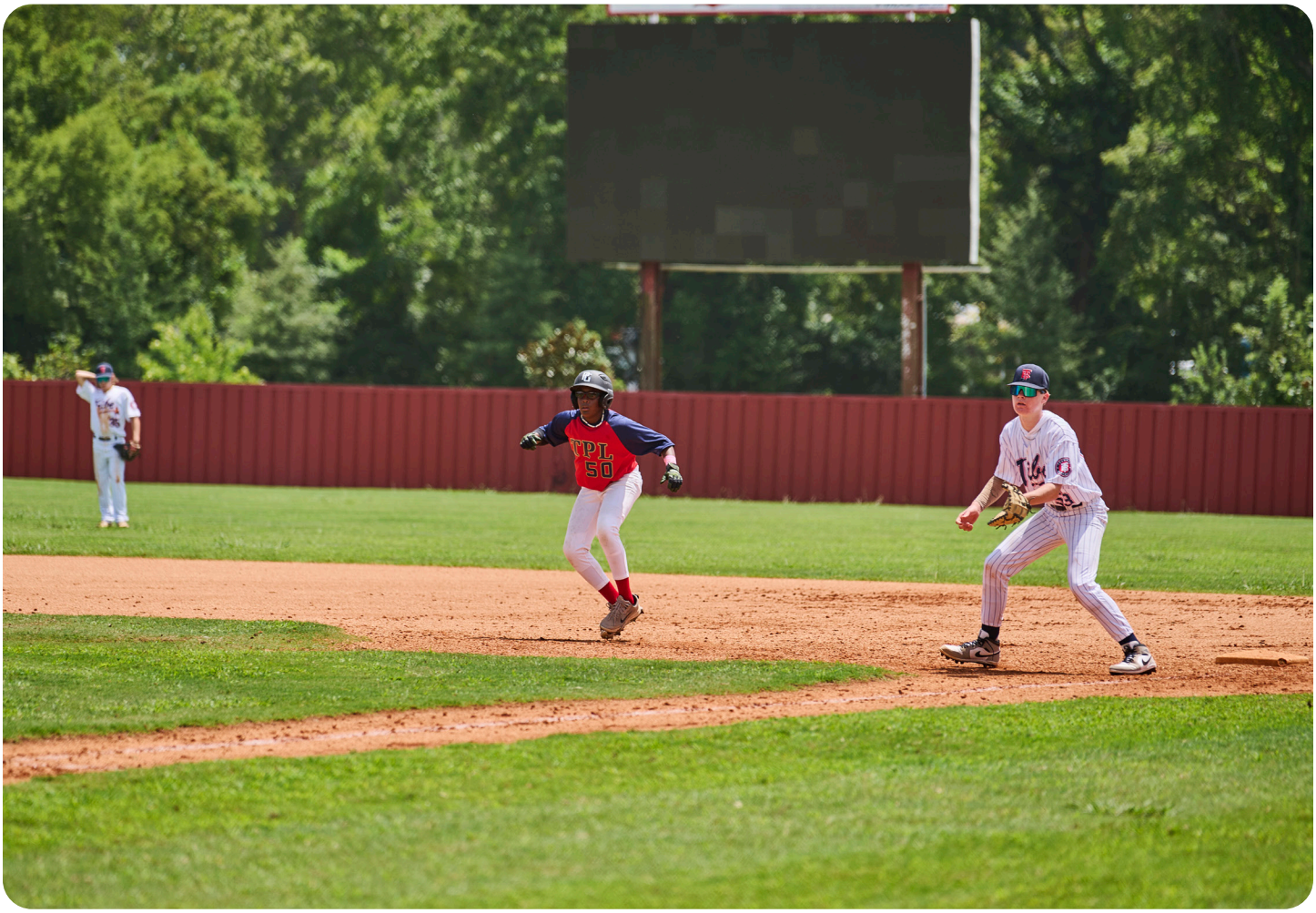
Fitness MPI



Among fitness activities, Marathon/Triathlon, Kickboxing, and Spinning took the top spots, while Walking for Exercise, Swimming, and Weightlifting scored the lowest. Walking for Exercise was the only activity to score below the U.S. average, though all activities scored above Tennessee averages. Also, despite this data point, Walking for Exercise is consistently identified as a top priority by Metro Parks users.



In outdoor activities, Davidson County outperforms the national average in six of nine assessed activities. While Davidson County surpasses national averages in most activities, it exceeds Tennessee state averages in four (4) of the nine (9) assessed activities.



Baseball Game at Shelby Park

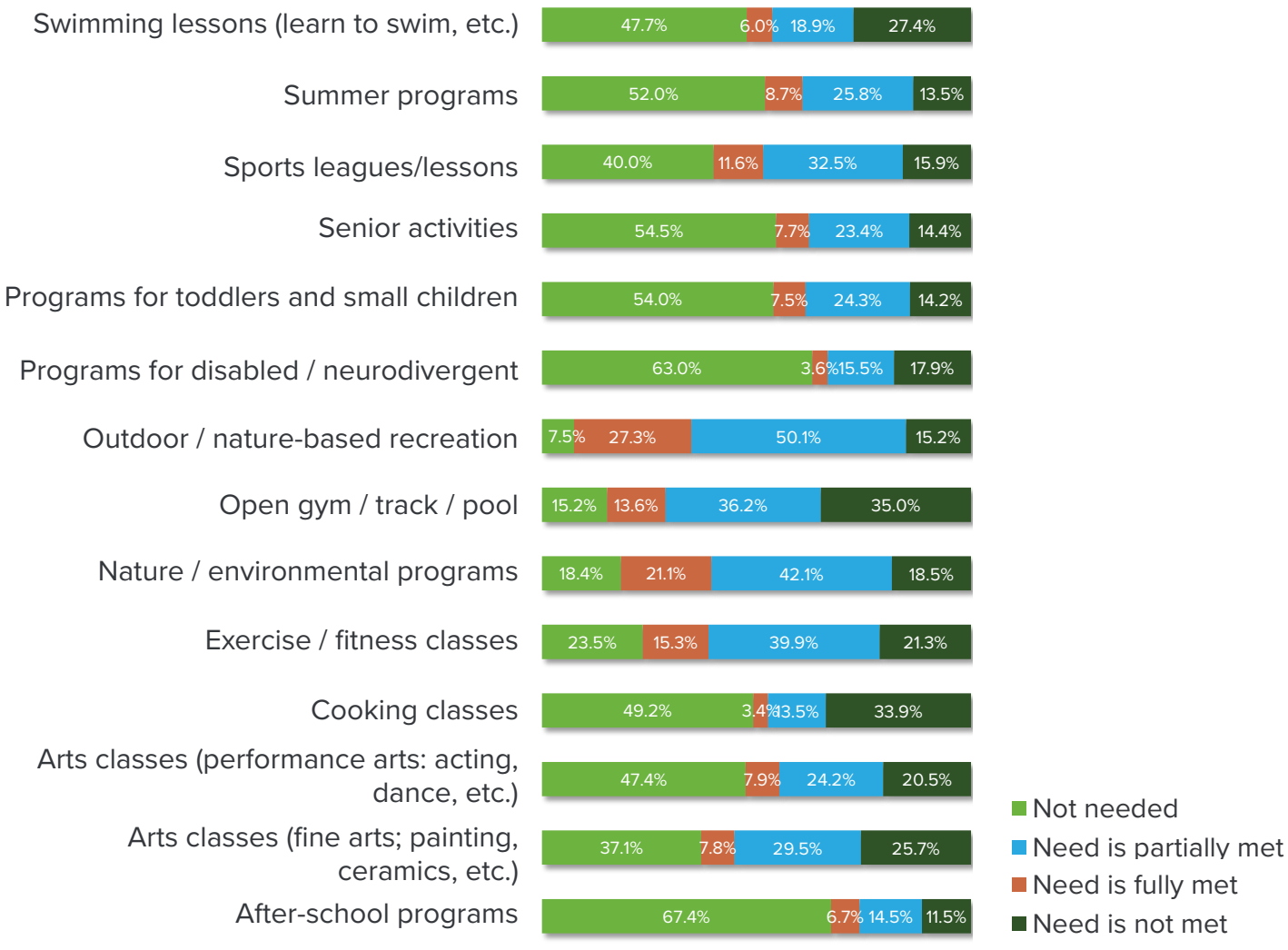
Programs: Public and Stakeholder Engagement

Reference Appendix F for complete summary of all public and stakeholder engagement

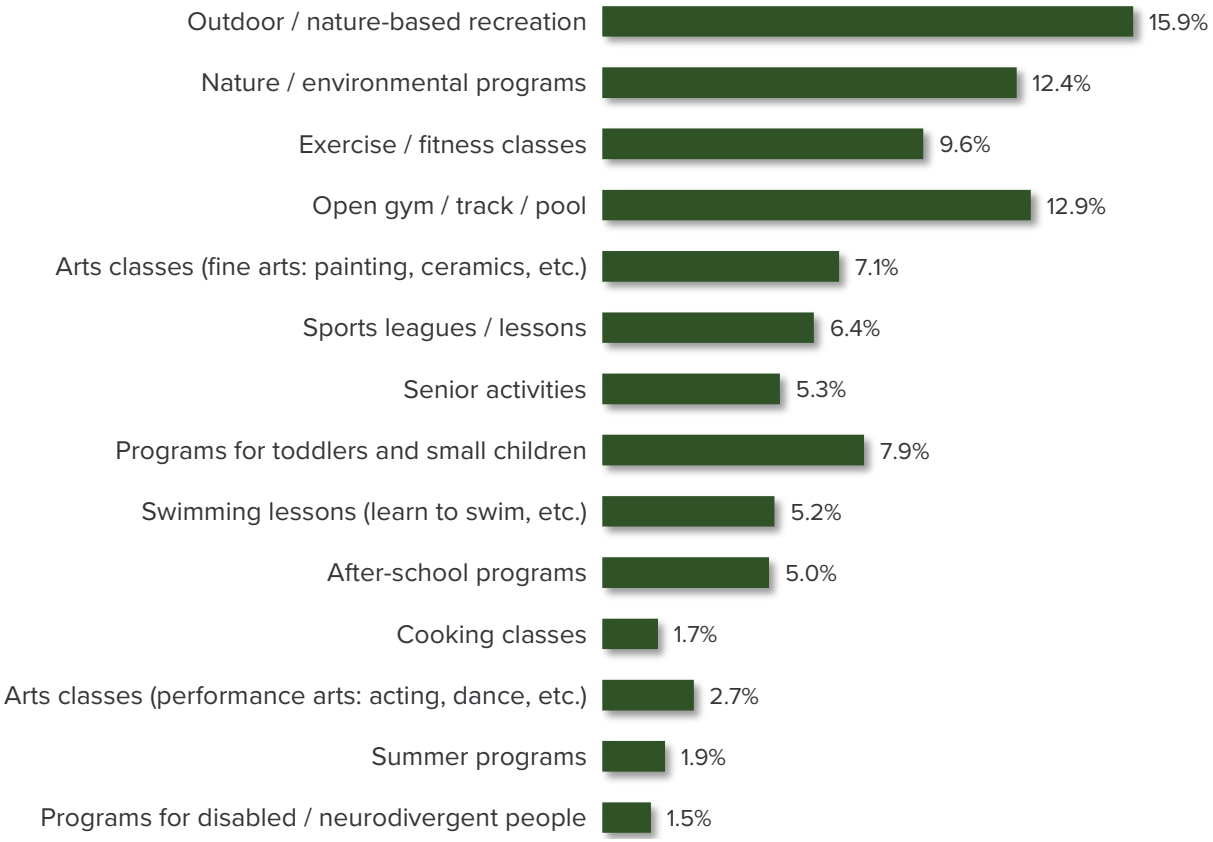
Online Survey Result Highlights

36% OF RESPONDENTS REPRESENTED HOUSEHOLDS WITH CHILDREN UNDER AGE 18

Q: Are your needs for the following programs being met by Metro Parks?



Q: Which types of programs are most important to you or your household?



Friends Group Priorities

- Address limited resources and staff capacity.
- Expand accessible, inclusive, and equitable programming.
- Build and strengthen strategic partnerships.
- Increase community awareness of parks and programs.

Cherry Blossom Festival 2024, Public Square Park

Programs: Goals and Recommendations

1. Implement a Program Evaluation and Performance Management Framework

Metro Parks has the opportunity to institutionalize a structured, data-driven evaluation process that ensures programs remain aligned with community demand, fiscal responsibility, and mission priorities.

The rise in popularity of pickleball since 2017 is an example of why regular program review is critical. Pickleball was not an appreciable percentage of the recreation landscape in 2017, and P2P 2017 recommended adding tennis-related programming and facilities. By tracking and monitoring demographic trends and interest, Metro Parks has been able to pivot as needed, developing new pickleball programming and facilities.

An evaluation framework should assess program performance based on participation, cost recovery, public benefit, lifecycle considerations, and demographic trends. Utilizing business plans, decision-making matrices, and performance indicators will ensure consistent and transparent program review. This approach supports strategic expansion of high-performing programs while allowing underperforming or declining programs to be adjusted or phased out.

Metro Parks could begin by developing and adopting a standardized annual or seasonal program evaluation cycle, requiring each primary program area to complete a structured business plan review and apply a department-wide decision-making matrix.

Next, organizational performance indicators can be established and reported regularly through an integrated dashboard tied to registration and new point-of-sale (POS) and registration systems. Program continuation, expansion, pricing adjustments, and sunset decisions can be guided by documented evaluation outcomes to help ensure disciplined and strategic program management.

Primary Program Area Business Plans

- **A. Name of Program/Area**
- **B. Program/Area Overview**
  - Desired outcomes/ participants and community benefits
  - General program description(s)
  - Target participation or enrollment levels
  - Length of program offerings (session duration)
  - Frequency of programs (reoccurring, one-time, seasonal, etc.)
- **C. Target Audience**
  - Age(s) or other unique demographic identifiers
  - Program location(s)
- **D. Marketing/Communications**
  - Methods of promotion
  - Frequency of promotions
- **E. Financial Performance**
  - Estimated Cost-of-Service
  - Target cost recovery
  - Estimated cost to user(s)
- **F. Lifecycle Management**
  - Schedule of evaluation
  - Additional performance measures

Organizational Key Performance Indicators

Facility Reservations
$ of rentals income
Number of rentals
Memberships/Day Passes
Income from total memberships
Number of new & renewed annual
Annual renewal rate percentage
Number of new and renewed 3 month
3 month renewal rate percentage
Total number of active memberships YTD
Number of 1 month memberships
Income from 1 month memberships
Renew active participants
Renew active revenue
Income from day passes
Number of day passes
Facility Totals
Total revenue
Total expenses (including overhead)
Percentage of cost recovery
Number of facility surveys turned in
Average facility score percentage
Percentage of surveys cleanliness
Total dollar amount of scholarships given

Facility Visit Numbers
Number of total visits per quarter
Retail sales
Income from goods sold
Programs
Percentage of classes that make
Numer of total participants
Percentage of class roster spots filled
Number of new programs offered
Percentage of new programs that make
Number of program surveys returned
Income from program revenue
Total program expenses
Leagues
Percentage of leagues that make
Number of total participants
Number of league surveys returned
Income from league revenue
Total league expenses

2. Align Program Staffing Increases with Priorities

Any additional operating budget allocations should first prioritize reaching full staffing levels at existing facilities. (This is in line with the priority placed on addressing deferred maintenance to existing facilities before adding new ones.) Adding staff at nature centers and at revenue-producing facilities such as golf courses and the Sportsplex would permit full-time operation. For some golf courses, this would likely pay for itself in increased revenue.

The next priority should be to ensure that as new facilities come on-line, they sufficiently staffed to enable full program offerings, safe operation, and full-time operating hours.

The third priority should be to add staff in response to oversubscribed and waitlisted programs — primarily afterschool and summer programs at community centers countywide. In 2024, more than 700 families were turned away from summer enrichment programs due to lack of capacity.

Whitland Avenue 4th of July Celebration

Frankie Pierce Park

Operations

Substantial recommendations were identified in 2017 for Metro Parks to improve the overall efficacy and resilience of the department's operations. These include recommendations related to staffing levels in strategic areas of focus, improving integration of technology for public interaction and for system management, business and revenue planning, and program development. There has been progress in some areas of these recommendations, but opportunities for improvement remain.

Volunteers at Spring Cleaning Event in Smith Springs Park

Operations: Inventory

Metro Parks Staffing Levels

Department Division		2017 Additional FTEs Recommendation	Additional FTEs Funded Since 2017
Administration, Finance and Planning Staff	Planning	2 FTEs	+3 FTEs
	Business Development	2 FTEs	-
	Data Management	1 FTE	-
	Written Media	1 FTE	+1 FTE
	Social Media	1 FTE	
	Image and Website	1 FTE	
	Press and Communications	1 FTE	
	Volunteer Management	2 FTEs	-
	Partnerships Oversight	1 FTE	+1 FTE
	Grants	1 FTE	-
	Program Registration	1 FTE	-
	Performance Management	1 FTE	-
	GIS Manager	1 FTE	-
	Other	-	+7 FTEs
Wellness, Community Recreation and Cultural Arts (Community Centers)		15.5 FTEs	+34.7 FTEs
Maintenance Staffing		35 FTEs	+31.0 FTEs
Park Police		5 FTEs	+13 FTEs
Revenue Producing Positions		-	-28.22 FTEs
Greenways Division		-	+6.0 FTEs
Outdoor Recreation and Special Events		-	-8.79 FTEs*
TOTAL		+71.5 FTEs	+59.69 FTEs

What's an FTE?

Staffing for Metro Parks, as at many municipal entities, is measured by "full-time equivalent" positions, or FTEs. A full-time position is represented by one (1) FTE; a part-time position may equal half of an FTE (0.5). Because Metro Parks includes seasonal staff positions, measuring by FTE rather than positions allows us to understand staff needs by necessary hours rather than individual positions.

Operations: Public and Stakeholder Engagement

Reference Appendix F for complete summary of all public and stakeholder engagement

Online Survey Highlights

13.8% OF RESPONDENTS REPRESENTED HOUSEHOLDS WITH A DISABLED MEMBER

High Priority Community-Level Facilities that Require Additional Metro Parks Staff

- **Regional Community Centers**
- **Aquatics**
- **Athletic Assets**
- **Community Programming**

Friends Group Priorities

Q: How can Metro Parks better support success in operations?

- Better maintenance — more staffers, more mowers, etc.
- Continued attention to community input
- Maintenance and beautification funds. Private dollars fund maintenance during certain months
- Increased security/park ranger presence, especially for night classes and in parking lots
- Volunteering and training for volunteers
- Private donor coordination

Hamilton Creek Marina

Operations: Goals and Recommendations

1. Support Park System and Growth with Appropriate Staffing

Staffing priorities related to program offerings are detailed in Program Recommendation #2 on page 77.

The top staffing priority should be to fill all vacant existing Park Police positions to improve systemwide public safety. Recruitment is challenging and training is demanding. Therefore, salary parity with non-Parks police is recommended to incentivize recruitment.

Adding park acreage and new facilities has direct implications for the department's day-to-day operations that go beyond the initial capital investment. To properly maintain and steward park assets, and to responsibly address public safety needs in these most public of public spaces, Maintenance and Park Police staffing levels should increase in tandem with park system expansion.

2. Use Technology to Improve Service and Reallocate Staff Resources

Despite recent changes across Metro government, current technology platforms for making reservations and point-of-sale services function at a level below the standard customer experience in the private sector and the reasonable expectations of the general public. For example, the department currently requires three FTEs dedicated to managing picnic shelter reservations from April to October every year. Better technology and systems would allow more efficient allocation of staffing resources across the department.

Point-of-Sale and Registration Systems

Metro Parks functions as a public service provider, managing high volumes of registrations, memberships, rentals, permits, and program transactions each year. In this environment, a point-of-sale (POS) and online registration system is not a convenience upgrade, it is core operational infrastructure typical for many agencies as diverse as Metro.

Residents increasingly decide whether to participate in a given activity based on convenience. NRPA surveys consistently identify scheduling and ease of registration as the top participation factors. This means that the ability to register and pay for an event or service instantly, at the moment of interest, directly affects participation levels. Without a unified system, too much staff time is consumed by manual registrations, phone calls, and scheduling, reducing overall program capacity and frustrating customers. For high-demand programs such as Summer Enrichment, it's not uncommon for parents to arrive well before dawn to wait in line to register their children.

A better reservation and POS system will also support fiscal responsibility and data-driven planning. Online registration improves conversion rates, enables waitlists and program add-ons, and captures participation that would otherwise be missed outside office hours.

A POS platform provides audit trails, automated reconciliation, and financial transparency, reducing risk associated with cash handling and permitting disputes. Equally important, participation data generated through online registration becomes the foundation for future planning, helping identify demand, improve pricing decisions, guide facility investments, and evaluate equitable access across neighborhoods.

3. Continue to Institutionalize Asset Maintenance Best Practices

In 2023, the Maintenance Division launched systemwide condition assessment studies that address paving, roofing, HVAC systems, bridges, playgrounds, courts, and other infrastructure. These ongoing assessments have identified a substantial deferred maintenance backlog and continued future lifecycle reinvestment needs. They have also informed funding decisions, improved asset stewardship practices, improved public safety, and the quality of the visitor experience.

By nature, condition monitoring is a moving target that changes with the passage of time, system expansion of land and facilities, and external factors such as extreme weather events. It is recommended that perpetual annual funding be secured to allow Metro Parks to institutionalize and expand practices related to condition tracking and asset management.

With adequate funding, the deferred maintenance backlog can be incrementally addressed, lifecycle replacement needs can be forecast and set on a sustainable trajectory, and new investment can be based on measurable outcomes such as condition index scores.

Since 2023, Metro Parks has established a positive precedent, but it will require an ongoing funding commitment to sustain and expand.

4. Adopt Maintenance Service Level Standards

As resources allow, Metro Parks should continue developing a formal maintenance service-level system, supported by industry best practices.

Tiered maintenance standards acknowledge the wide range of park types across the system and their varying maintenance needs, from wilderness areas that may contain only hiking trails to highly designed signature parks with landscaped gardens, large event spaces, and public buildings.

A service level system would establish staffing needs per acre of land and square foot of facility, equipment needs, and differing levels of wear and tear. Formalizing these practices would assist in budgeting, strategic allocation of resources and managing public expectations.

Funding

Funding is the heart of everything that is discussed, explored, and recommended in these pages. Good ideas and groundbreaking program plans are just the start, and they will remain purely hypothetical if there is not sufficient money to pay for and support them.

P2P 2026 examines fiscal trends over the prior ten-year period from 2015-2025 to identify patterns and developments in government revenues, expenditures, and deficits, creating a more complete picture of today's financial landscape. Metro Parks' distribution of funding sources is summarized here, along with review of expenditure and revenue trends, considering such factors as inflation and population growth.

Funding: Inventory

FISCAL YEAR 2025 FINANCIAL SNAPSHOT

$29,431,000	CAPITAL FUNDING
$66,103,600	OPERATING FUNDING
$5,350,000	4% APPROPRIATIONS
$17,638,854	REVENUE
$2,084,207	PHILANTHROPIC GIFTS
$4,870,072	GRANTS

Capital Budget Trends

Nashville's Mayor and Metro Council approve Capital Spending Plans (CPS) periodically, often on an annual basis. Historical allocations, itemized by category of funding, are shown below:

Metro Capital Spending Plans FY 2017 - FY 2025				
YEAR	**Total Appropriation**	**New Capital Projects**	**Deferred Maintenance**	**Land Acquisition**
FY18	$31,900,000	$29,900,000	$2,000,000	$0
FY19	$42,000,000	$34,000,000	$8,000,000	$0
FY20	$8,201,700	$5,301,700	$2,900,000	$0
FY21	$31,617,173	$22,404,143	$7,213,030	$2,000,000
FY22	$50,340,000	$38,890,000	$3,650,000	$7,800,000
FY23	$41,175,000	$33,175,000	$5,000,000	$3,000,000
FY24	$37,848,000	$20,448,000	$17,400,000	$0
FY25	$29,431,000	$5,481,000	$23,950,000	$0
TOTAL	$272,512,873	$189,599,843	$70,113,030	$12,800,000
		70% of Total	26% of Total	4% of Total

Note: Includes Participatory Budgeting funds. Excludes non-Parks allocations (e.g., zoo)

Centennial Sportsplex Fitness Center

Funding: Operating Budget Trends

Two significant factors affecting Metro Parks' ability to fund continued operations and maintenance are inflation and population growth — responsible for a combined 44.3% increase in costs for Metro Parks alone. The last column of the tables below take these two primary considerations into account, resulting in a relative picture of the change in financial trends for Metro Parks.

Metro Parks' revenues have also increased since 2015 (71.42%). Tentatively, Metro Parks has 26.2% cost recovery (revenues/expenditures). However, revenues generated by park programs, events and most facilities currently are returned to Metro's GSD General Fund.

Expenditures and Revenue

Expenditures (with transfers)	FY 2015* (actual)	FY 2025* (actual)	Nominal % Change	% Change (minus inflation and population growth**)
GSD General Fund	$32,941,319	$66,103,600	100.67%	56.37%
Special Purpose Fund	$3,253,086	$5,234,500	60.91%	16.61%
Total Expenditures	$36,194,405	$67,218,900	85.72%	41.42%

Revenues (with transfers)	FY 2015* (actual)	FY 2025* (actual)	Nominal % Change	% Change (minus inflation and population growth**)
Program Revenue	$9,088,314	$16,493,986	81.49%	37.19%
Non-Program Revenue	$346,504	$493,780	42.50%	-1.80%
Transfers from Other Funds	$855,275	$651,018	-23.88%	-68.18%
Total Revenues	$10,290,093	$17,638,784	71.42%	27.12%

Notes:

** FY 2015 and FY 2025 actual figures provided by Metro Parks.*

*** Inflation adjustments are based on the U.S. Department of Labor, Bureau of Labor Statistics CPI estimate between July 2015 and August 2025 (35.8%); Population figures for 2015 and 2025 were provided by Boyd Center for Business and Economic Research, University of Tennessee, Knoxville (+8.5% growth).*

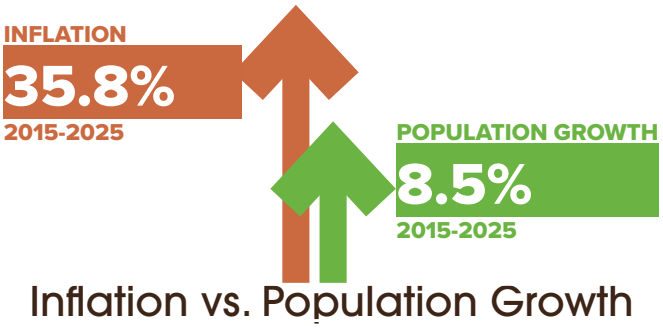
GSD General Fund: The primary operating fund used to pay for basic government services such as police, fire, parks, and administration.

Special Purpose Fund: A fund for specific activities or projects that may only be used toward its designated purpose.

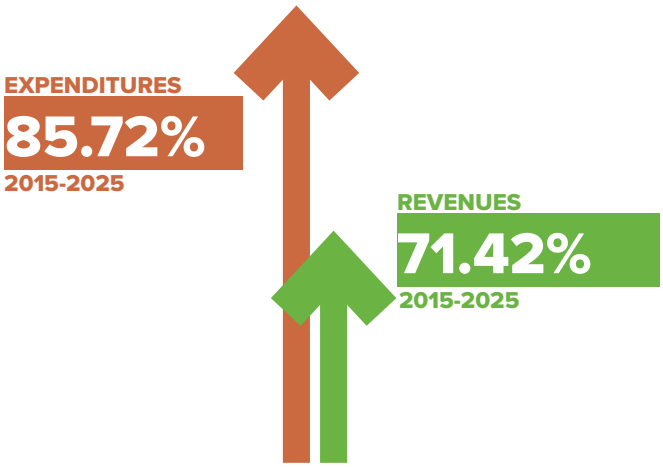
Program Revenue: Revenue generated directly by specific programs or services, such as fees, registrations, or ticket sales.

Non-Program Revenue: Income received that is not tied to a specific program, such as general taxes, grants, or interest earnings.

Transfers from Other Funds: Money moved from one government fund to another to help support operations or specific projects.



Inflation vs. Population Growth



Revenues + Expenditures
Including transfers

Harpeth River Greenway

Funding: National and Peer Benchmarking

A number of external factors can influence funding levels for an area's parks system, including variations in how parkland is defined, the types of facilities that are offered, and local political conditions (cost recovery and retention policies, etc.). For P2P 2026, communities with similar characteristics to Metro Nashville and Davidson County — population, geographical size, density, number of parks, and acres of parkland — were identified as peers. The table below focuses on comparison of expenditures and revenues per capital and per acre.

	Expenditures			Revenue		
Community	**Expenditures** (2025)	**Expenditures per Capita**	**Expenditures per Acre**	**Revenue** (User fees, permits, rentals, etc.)	**Revenue per Capita**	**Revenue/ Expenditures** (Cost Recovery)
Louisville/Jefferson County, KY	$43,440,200	$56.40	$3,299.42	$39,846,700	$51.73	91.73%
Charlotte/Mecklenberg County, NC	$80,619,345	$67.27	$3,574.82	$16,099,409	$13.43	19.97%
Indianapolis/Marion County, IN	$53,796,088	$56.16	$4,780.17	$5,587,961	$5.83	10.39%
Jacksonville/Duval County, FL	$58,332,909	$58.32	$1,583.80	$3,983,665	$3.98	6.83%
Denver, CO (City/County)	$97,302,788	$131.96	$4,811.73	$24,410,198	$33.10	25.09%
Peer Averages	$66,698,266	$74.02	$3,609.99	$17,985,587	$21.62	30.80%
Metro Nashville-Davidson County	$67,218,900	$92.28	$4,293.49	$19,357,000	$26.57	28.80%
Metro Nashville-Davidson County % to Peer Averages	100.8%	124.7%	118.9%	107.6%	122.9%	93.5%
NRPA National Medians (2025)		$103.13	$8,577.00		$28.63	27.20%
Metro Nashville-Davidson County % to Peer Averages		89.5%	50.1%		92.8%	105.9%

NRPA national medians are self-reported and include a high proportion of smaller municipalities that may have separate but overlapping city and county parks departments that report separately.

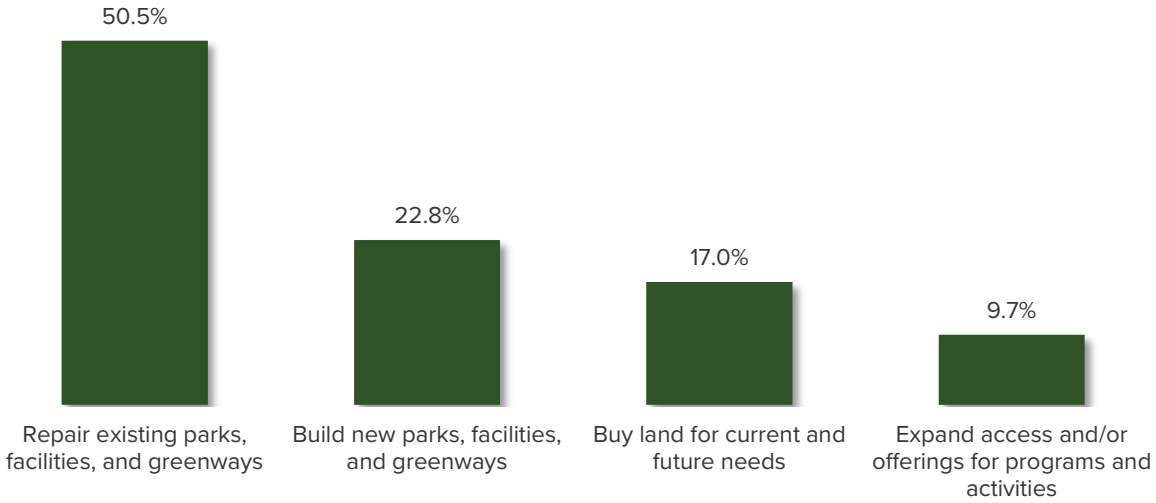
Funding: Public and Stakeholder Engagement

Reference Appendix F for complete summary of all public and stakeholder engagement

Online Survey Result Highlights

63% OF RESPONDENTS WERE BETWEEN THE AGES 25-54

Q: Metro Parks is facing a growing deferred maintenance backlog of over $127.6 million, growing demand from increase in population and changing trends, and continued increases in operational costs. How would you rank the level of importance of the follow four priorities?



Friends Group Priorities

Friends groups were asked which of the funding strategies identified in P2P 2017 still offer opportunities for progress. They identified:

- Revenue being retained by Metro Parks
- Larger Friends groups can help support smaller Friends groups
- Impact development fees that leverage money from developers
- Sales tax to help fund libraries/parks and special local option sales tax to fund specific projects
- Specificity in fundraising. Requesting money for a particular project returns better results than do general “support this organization” requests.

Funding: Goals and Recommendations

1. Maintenance: Implement a Reinvestment-First Approach and Lifecycle Funding Strategy

As has been detailed throughout this report, a primary need today is for Metro Parks to stabilize its existing assets and prevent the recurrence of deferred maintenance backlogs through disciplined, policy-based capital allocation. Combining a reinvestment-heavy strategy with dedicated lifecycle funding ensures that, overall, infrastructure condition will improve over time, rather than cycling between expansion and backlog accumulation.

When an agency is targeting backlog reduction, industry best practice for public infrastructure recommends that 60–80% of annual capital spending go toward renewal and deferred maintenance on existing properties and assets before expanding the system. Metro Parks has historically allocated approximately 33% toward maintenance funding, meaning expansion has outpaced reinvestment for many years. Near-term, aggressively increasing the percentage allocated to deferred maintenance and asset reinvestment is reasonable and provides a transitional strategy that aligns with best practice principles.

That initial funding recommendation is not permanent, and the percentage will decrease over time. It should be treated as a performance-based threshold and tied to measurable outcomes (facility condition index targets, reduction in backlog, or achievement of lifecycle funding levels).

As the maintenance backlog decreases and assets are returned to optimal condition, the reinvestment share can be adjusted toward a more sustainable lifecycle model. That, in turn, will allow Metro Parks to adopt a more balanced split between asset protection and system growth.

Elmington Park

2. Continue to Expand and Diversify Funding Streams and Service Delivery Models

While Metro Parks' primary source of funding will always be the Metro budget, Nashville's parks are unusually dependent on this single source, when compared with peer cities and best practices. P2P 2017 recommended diversifying Metro Parks' funding streams and presented a menu of potential strategies in common use elsewhere in the country. (Detailed explanation of each strategy may be found in Recommendation 7.6.4 in Appendix I: 2017 Recommendations Update). They include:

- Earned income
- Open-space ordinance
- Business improvement districts
- Sponsorships
- Enterprise funds
- Special-event impact fees
- Parking fees
- Tax increment financing
- General obligation funds
- Land and property leases, and programming by outside partners
- Hotel tax

3. Expand Strategic Grants and Multisector Partnerships

Metro Parks' ability to leverage external funding and partnerships to accelerate park, greenway, and facility projects while reducing reliance on Metro capital allocations is a key opportunity for the next five (5) years.

Continuing to expand partnerships across public-public, public-private, and public-nonprofit sectors would allow Metro Parks to multiply its capital impact. Public-public partnerships (coordination with Metro Planning, NDOT, Water Services, MNPS, and state/federal agencies) can align infrastructure investments and share costs. Public-private partnerships can support facility sponsorships, capital donations, and development agreements that integrate park amenities. Public-nonprofit collaborations with land trusts, environmental groups, and philanthropic organizations can advance conservation, stewardship, and programming goals at lower cost. These and other policy, regulatory, and delivery strategies are outlined in detail in Land Recommendation #4 on page 42 of this document.

Metro Parks should form an internal Grant Review Committee composed of Metro leadership and division representatives to evaluate grant opportunities, assess matching fund requirements, ensure alignment with priorities, and manage risk exposure. Additionally, to ensure sustained capacity, consider establishing dedicated staff responsible for grant research, writing, administration, reporting, and partnership coordination.

4. Increase Maintenance and Park Police Staffing Levels with System Growth

Adding park acreage and new facilities has direct implications for the department's day-to-day operations that go beyond the initial capital investment. To properly maintain and steward park assets, and to responsibly address public safety needs in these most public of public spaces, Maintenance and Park Police staffing levels should increase in tandem with park system expansion.

5. Align Program Staffing Increases with Priorities

additional personnel funding should prioritize reaching full staffing levels at existing facilities. This is in line with the priority placed on addressing deferred maintenance to existing facilities before adding new ones. Adding staff at nature centers and at revenue-producing facilities such as golf courses and the Sportsplex would permit full-time operation. For some golf courses, this would likely pay for itself in increased revenue.

The next priority should be to ensure that any added facilities, especially community centers, be sufficiently staffed to enable full program offerings, safe operation, and full-time operating hours.

The third priority should be to add staff in response to oversubscribed and waitlisted programs — primarily afterschool and summer programs at community centers countywide. In 2024, more than 700 families were turned away from summer enrichment programs due to lack of capacity.

6. Conduct Regular Cost of Service and Cost Recovery Analysis

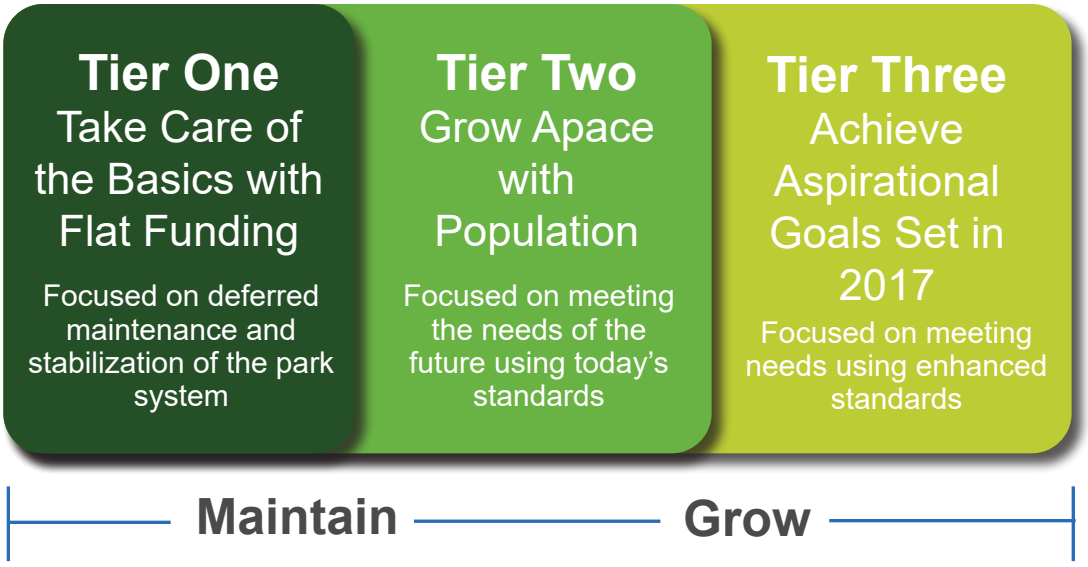
Making programs broadly accessible is central to Metro Parks' mission. For some programs and services, however, fees are necessary, appropriate, and serve the public interest. One existing obligation of the Park Board is to approve a new fee schedule every few years. Adopting a standardized program classification methodology such as the one outlined on page 69 is recommended to provide a more intentional basis for fee schedule development, rooted in the department's mission and priorities

Bordeaux Gardens Park

Action Plan

Tier-by-Tier Recommendations

Metro Parks' 2026 Plan to Play Update (P2P 2026) proposes a systemwide implementation strategy that integrates deferred maintenance needs, Level of Service (LOS) targets for facilities and parkland, operational capacity requirements, and projected growth annually through 2031. The implementation framework **organizes recommendations into three (3) tiers,** with each tier representing a different funding scenario, each with its own implications for Metro Parks' level of service to the community and other key performance measures. Each tier includes a proposed year-by-year work plan.



Three-Tier Implementation Approach

The Action Plan's three tiers represent a funding-driven recommended order of priority. Each tier builds on the accomplishments of the previous level, and so progress should be sequential, with Tier One implemented before Tier Two, and Tier Two before Tier Three.

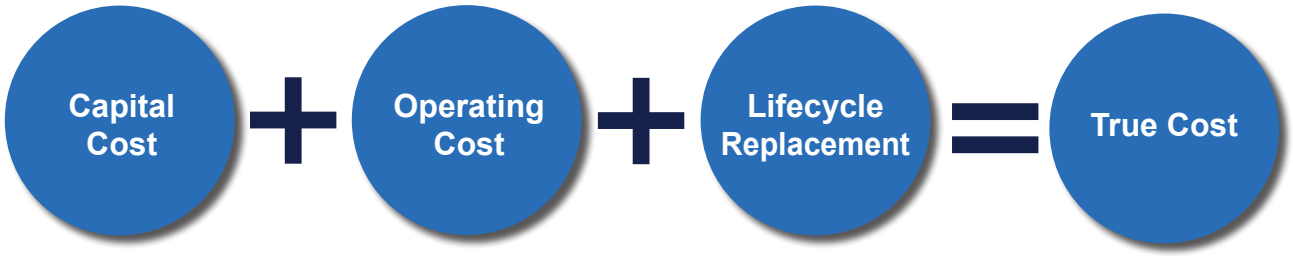
All cost estimates are high-level and sensitive to inflation, volatility, and other economic conditions. Delaying reinvestment increases long-term costs and operational risk, reinforcing the importance of executing Tier One improvements first while Metro evaluates funding strategies for Tier Two and Tier Three.

This approach creates a framework to evaluate the impact and trade-offs of any funding decision and creates a flexible pathway to maintain and improve the entire park system. Comprehensively, this plan allows Metro Parks to adjust scopes of work and project timelines based on funding, partnerships, staffing, and external conditions, while maintaining a clear connection to community needs and LOS targets.

Establishing Tier Costs

The cost estimates in P2P 2026 evaluate recommendations by combining capital spending, operations, and lifecycle replacement into a single planning model, rather than considering project costs in isolation. Each recommendation is assessed not only for upfront capital costs but also for ongoing staffing, maintenance, and eventual renewal needs.

Estimates incorporate land acquisition cost, updated facility unit costs, projected operating expenses, and long-term lifecycle replacement needs to calculate the true total cost. This approach provides a defensible basis for decision-making by helping ensure that new investments are financially sustainable and do not unintentionally contribute to maintenance backlogs or unfunded operational commitments.



Not all recommendations are funding-dependent. Many actions address long-range planning, interdepartmental coordination, policy, and other priorities. Some initiatives rely more on organizational alignment and staffing redistribution than on new capital dollars, allowing them to advance regardless of funding levels.

How This Approach Enables Flexibility

The tiered implementation framework provides a reference and tool for annual budgetary planning by Metro Parks, the Mayor's Office, and Metro Council. By packaging recommendations into three (3) prioritized tiers, the approach provides:

- A **structured yet flexible roadmap** adaptable to changing fiscal or political conditions
- A **transparent basis for assessing** the benefits and tradeoffs of different funding levels
- A **unified platform for planning** short-term stabilization and long-term expansion
- A **clear connection** between investments and LOS, access, safety, and community outcomes

Tier-by-Tier Overview

The following section summarizes the implementation recommendations by tier to identify the sequence and purpose of investments over the next five (5) years.

Tier One — Take Care of the Basics with Flat Funding

Tier One is about being good stewards of what we already have.

This tier concentrates on **stabilizing the system** and **sets the groundwork** for future improvements. **Deferred maintenance at existing facilities is assertively prioritized** while new facilities are selectively added. Critical operational needs such as outdated technology systems are addressed before adding new programs.

The citywide priority for more, better, and better-connected greenways is a potent example of why this tier is so important. Even as we add new miles to the greenway system, some older sections have reached or passed age-related maintenance benchmarks. To meet needs and expectations of greenway users, all sections of the system must be maintained in a state of good repair.

Tier One reflects funding allocations based on historical capital spending plans, 4% allocations and the Fiscal Year (FY) 26 operating budget. **Tier One is the most realistic and least aspirational scenario, due to its focus on stabilizing the existing park system.**

Priority Themes

- Assume flat capital spending and operations funding based on historical allocations
- Prioritize deferred maintenance backlog
- Implement existing capital funding commitments
- Implement technology modernization to reduce inefficiencies
- Expand coordination with other Metro agencies
- Pursue and prioritize public-private partnerships
- Deepen collaborative relationships with nonprofit partners
- May result in some lower levels of service as population increases

Addressing Deferred Maintenance Backlog and Lifecycle Funding

Best-practice asset management for large park systems with significant backlog is to allocate 60–80% of annual capital funding toward renewal and deferred maintenance until asset conditions stabilize. Under Tier One, Metro Parks advances toward this standard by directing approximately $40.1 million (21%) to backlog reduction and $89.4 million (48%) to lifecycle reinvestment over five years, with combined funding within the middle of the recommended best-practice range.

While this represents a substantial increase from Metro's historic reinvestment level of roughly 33% of capital spending, prior funding allowed system expansion to outpace upkeep and contributed to current backlog conditions. Without additional funding, this strategy delivers a slower but durable reduction in backlog, stabilizes asset conditions over time, and ensures that lifecycle needs are funded to prevent the backlog from growing as the system continues to expand.

Tier One Recommendations Summary

RECOMMENDATIONS SUMMARY		
TIER ONE		
Action #	**Action**	**Description**
T1-LFG	**Land, Facilities, and Greenways Capital Investments**	
T1-LFG.1	Address deferred maintenance backlog	Address high-priority deferred maintenance backlog to address critical needs
T1-LFG.2	Complete funded land acquisition projects	309 acres near Beaman Park (private fundraising ongoing at time of publication)
T1-LFG.3	Pursue transfer of Riverfront Park ownership	Coordinate with federal partners to transfer ownership of Riverfront Park back to Metro
T1-LFG.4	Acquire new park, greenway and open space land	Acquire approximately 82 acres of new land for parks, greenways and open space per historical spending levels
T1-LFG.5	Complete fully funded park projects	• Trinity Hills Park • Mill Ridge Park - Phase II • Centennial Phase III • Lytle Bend Park • Ted Rhodes Golf Course • Fort Negley - Phase One
T1-LFG.6	Fund and complete partially funded park projects	• West Park Community Center • Cedar Hill Miracle League Complex
T1-LFG.7	Complete fully funded greenways projects	• 440/Park Plaza to Centennial Park • 440/Sevier Park to Browns Creek Park • Seven Mile/Extension to Oakley Dr. • Opry Mills Connector • Cumberland/Pennington Mills • Cumberland/Pennington Bend • Cumberland/Modera Nations • Cumberland/River North + Oracle • Richland Creek/White Bridge to St. Thomas • Richland/Belle Meade Plaza • Richland/Novel Development • Harpeth River Greenway at Ariza • Osage Arbor at Broadmoor

RECOMMENDATIONS SUMMARY		
TIER ONE		
Action #	**Action**	**Description**
T1-LFG	**Land, Facilities, and Greenways Capital Investments - Continued**	
T1-LFG.8	Fund and complete partially funded greenway projects	• Whites Creek Greenway – Hartman to Buena Vista segment • Charlotte Rail Corridor - Phase One (1)
T1-LFG.9	Implement solar installations	Madison, Smith Springs, and Old Hickory community centers; maintenance/office facilities in Centennial and Two Rivers parks
T1-LMP	**Land Management Policies**	
T1-LMP.1	Develop policy establishing a target percentage of total park acreage that is designated as natural area	Used to inform land acquisition priorities and strengthen conservation commitment
T1-LMP.2	Develop a policy that avoids repurposing parkland for other uses	Protect parkland from conversion to non-park uses
T1-LMP.3	Develop natural resource management plans for each Designated Natural Area (DNA)	For long-term conservation stewardship, including invasive species control and resource protection
T1-LMP.4	Explore an ordinance-level Designated Natural Areas (DNA) program	To strengthen DNA protections
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	To expand urban tree canopy and assistance with management
T1-PC	**Partnerships and Collaborations**	
	Other Metro Departments	
T1-PC.1	Expand coordination with other Metro agencies to achieve strategic park and greenway goals while supporting Metro-wide initiatives	Relevant initiatives relate to transportation, housing, civic infrastructure and other planning and development actions
T1-PC.2	Audit and evaluate existing local regulatory tools related to greenways and open space to assess effectiveness, loopholes, and outcomes	Includes Greenways Ordinance, Downtown Code, SP zoning regulations, floodplain regulations and others
T1-PC.3	Align with Choose How You Move to identify open space opportunities, greenway connectivity and funding synergies	Leverage funding synergies to support mobility and park system goals
T1-PC.4	Coordinate Greenways Master Plan with relevant NDOT plans	Includes Walk N Bike, Connect Downtown and others
T1-PC.5	Identify alignments with Metro Planning's Unified Housing Strategy and Housing & Infrastructure Study	Explore opportunities to co-locate housing, open space and greenway connections on new sites
T1-PC.6	Coordinate with appropriate Metro agencies to explore co-location opportunities	Includes schools, libraries and other civic infrastructure
T1-PC.7	Deepen collaborative practices to expand park and greenway opportunities through Small Area and Community plans, and the development review process	Identify and advance park and greenway opportunities as part of growth and redevelopment

RECOMMENDATIONS SUMMARY
TIER ONE

Action #	Action	Description
T1-PC	**Partnerships and Collaborations - Continued**	
	Other Metro Departments	
T1-PC.8	Engage with Metro Planning on the Conservation Strategy and Metro Parks' land acquisition, environmental and programmatic goals	To ensuring a coordinated approach to resource protection and system expansion
T1-PC.9	Consider strategies to address the unique complexities and opportunities in the urban core	Includes greenway and park development, intersecting land development goals, urban design and funding
T1-PC.10	Explore a memorandum of understanding with Metro Nashville Public Schools	Formalize terms of public access to open space
T1-PC.11	Update the greenways master plan, taking into consideration related planning documents and public input	Reconcile with other Metro planning efforts, public input, and system priorities
T1-PC	**Partnerships and Collaborations**	
	Public/Private Partners	
T1-PC.12	Survey existing, successful open space ordinances and other regulatory tools nationally	Identify models suitable for adaptation and application in Nashville
T1-PC.13	Continue to pursue partnerships with private developers through regulatory processes	Lean in on partnerships tied to redevelopment
T1-PC	**Partnerships and Collaborations**	
	Public/Nonprofit Partners	
T1-PC.14	Grow philanthropic partnerships to add land, develop greenways and facilities, and expand programs	Deepen and expand philanthropic opportunities to leveraging external funding
T1-PC.15	Survey and evaluate successful, collaborative, management models nationally to fund and deliver large-scale, multi-objective, complex, greenway and open space initiatives	Identify models that may be potentially suitable for adaptation and application in Nashville
T1-PC.16	Deepen collaborative relationships with community organizations, agencies and other partners to enhance services, programs, and resource-sharing	Partnerships should align with Metro Parks values including community access, affordability, and public interest
T1-PO	**Programs and Operations**	
T1-PO.1	Fill all vacant Park Police positions	Prioritize strategies to fill funded positions
T1-PO.2	Add staff to support the new West Park Regional Community Center	Fund positions to ensure fulltime operating hours and full program offerings at new facility
T1-PO.3	Fully implement point-of-sale and online registration system	Provide expected customer services common to other sectors
T1-PO.4	Continue facility condition assessments and develop tracker dashboard	Continue and expand practices and adoption of tools to support maintenance planning and asset protection

RECOMMENDATIONS SUMMARY
TIER ONE

Action #	Action	Description
T1-PO	**Programs and Operations - Continued**	
T1-PO.5	Adopt an annual maintenance lifecycle cost/ reinvestment policy	Continue and expand practices and adoption of tools to support maintenance planning and asset protection
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	Continue and expand practices and adoption of tools to support maintenance planning and asset protection
T1-PO.7	Continue to track and improve performance metrics	Includes building space utilization/productivity, traffic/ visitation/usership of spaces and facilities, true cost per experience, customer feedback, and others
T1-PO.8	Continue to explore internal operational efficiencies to expand programs where possible	Includes staffing, scheduling, and facility-use tactics to increase program offerings without increasing operating costs
T1-PO.9	Conduct program analysis as basis for fee schedule update	Conduct a comprehensive program analysis to evaluate cost recovery, market conditions, and service levels, providing a data-driven basis for updating the fee schedule
T1-FI	**Funding Initiatives**	
T1-FI.1	Secure capital and 4% funding to address all recommended Tier One land, facility, greenway and maintenance projects	To achieve priority system expansion
T1-FI.2	Secure maintenance lifecycle cost funding annually	Arrive at sustainable annual funding practices to ensure asset protection
T1-FI.3	Secure funding for staff and other operating costs to support land, facilities and greenways recommended in Tier One	To support system expansion
T1-FI.4	Develop a cost recovery and revenue retention policy	Develop a model based on best practices to revenue for direct reinvest into park system and diversify funding streams
T1-FI.5	Establish an internal grant review committee	A cross-division committee to standardized application processes
T1-FI.6	Pursue opportunities to diversify and increase funding streams	Continue to explore the menu of funding strategies recommended in 2017 and other best practices as they emerge

Tier One — Capital Spending Summary

The following section summarizes capital costs for the preceding recommendations, and outlines a five (5)-year work plan and associated funding needs.

A primary emphasis of Tier One is funding and delivering backlog reduction of deferred maintenance to resolve life-safety issues, failing infrastructure, and service disruptions. Also included is modernization of operational systems, such as updated point-of-sale (POS) and registration software, along with targeted land acquisition tied to immediate LOS needs and strategic opportunities.

Supporting these efforts, additional asset audits, a deferred maintenance tracking system, and natural resource management plans establishes a stronger foundation for long-term asset management. Tier One further advances completion of existing capital park and greenway commitments, including the West Park Community Center replacement and expansion, Cedar Hill Miracle League improvements, Trinity Hills Park, Mill Ridge Park Phase Two (2), Centennial Phase Three (3), Lytle Bend Park, Ted Rhodes Golf Course improvements, Fort Negley Phase One (1), Whites Creek Greenway – Hartman to Buena Vista segment, and the Charlotte Rail Greenway, ensuring prior investments are realized and commitments to the community are fulfilled.

How Tier One Advances Level of Service Goals

While Tier One is primarily focused on system stabilization, it also advances level of service goals by bringing previously funded and partially funded projects online and adding new park and recreation assets over the next five (5) years. Through these investments, Tier One expands the system with greenways, additional parkland, and new community center space, while also delivering new amenities that improve access and recreational choice.

Tier One additions include:

- 19.05 miles of paved and unpaved greenways
- Four (4) additional playgrounds
- One (1) additional baseball field
- One (1) additional fitness station
- One (1) additional sprayground
- Seven (7) additional shelters
- 390 acres of additional parkland
- Replace West Park Community Center (additional 18K SF)

Capital Costs: Investment Projections

Tier One Capital Investment Costs:

Category / Action	Description	Estimated Capital Cost (2026 $)
T1-LFG.1: Priority Deferred Maintenance Backlog	Address high-priority repairs and replacements to stabilize assets and reduce risk	$40.17M
T1-LFG.2: Land Acquisition (Committed)	Complete 309 acres of previously approved acquisitions near Beaman Park (private fundraising ongoing at time of publication)	Funded
T1-LFG.3: Transfer of Riverfront Park	Pursue transfer of Riverfront Park ownership	$300,000
T1-LFG.4: New Land Acquisition	Acquire an estimated 82 acres of additional park, greenway, and open space land	$8M
T1-LFG.5: Fully Funded Park Projects	Deliver committed park projects	Funded
T1-LFG.6: Partially Funded Park Projects	Complete priority park developments, including West Park Community Center and Cedar Hill Miracle League Complex	$34.0M
T1-LFG.7: Fully Funded Greenway Projects	Advance multiple funded greenway segments across the system	Funded
T1-LFG.8: Partially Funded Greenway Projects	Complete key gaps, including Whites Creek Greenway and Charlotte Rail Corridor Phase One	$11.2M
T1-LFG.9: Solar Installations	Install solar infrastructure at select parks and facilities	Funded
T1-LMP.3: Natural Resource Management Plans	Prepare external management plans for each Designated Natural Area (DNA)	$100,000/year or $500,000 total
T1-PO.3: POS & Registration System	Implement modernized point-of-sale, reservations, and asset management systems	$4.0M
T1-PO.4: Facility Condition Assessments	Conduct audits and establish asset management and reinvestment planning tools	$250,000/year; or $1.25M total

Tier One recommendations represent a capital investment of approximately **$99.4 million** over five years, focused on stabilizing the deferred maintenance backlog, fulfilling partially funded prior commitments, and establishing the systems and resources needed for sustainable long-term management.

Capital Costs: Lifecycle Projections

Deferred maintenance and lifecycle renewal are distinct but interdependent funding needs. Deferred maintenance reflects past underinvestment and repairs that should have already been made, while lifecycle costs represent ongoing, predictable replacements for assets such as roofs, HVAC systems, and other infrastructure. Best practice is to fund annual lifecycle needs at approximately 3–4% of total asset value while also investing in backlog reduction.

Failing to regularly address lifecycle issues creates the backlog of deferred maintenance issues. If Metro Parks does not address both issues simultaneously, the department will never catch up. Building regular lifecycle replacement into the overall plan while also aggressively prioritizing the maintenance backlog will, eventually, eliminate the backlog. That, in turn, will allow Metro Parks to shift a larger percentage of funding to new projects over time, as maintenance costs stabilize and become more predictable.

For P2P 2026, this approach begins with Step One (1): estimate the lifecycle replacement costs of existing park system assets, followed by Step Two (2): identify additional lifecycle costs associated with Tier One investments to fully understand ongoing lifecycle funding needs.

Step One (1): Updated Existing System Value and Lifecycle Costs

To estimate the current system value and annual lifecycle funding needs, the 2017 baseline was adjusted for inflation and expanded to include system growth.

1. Adjust 2017 System Value for Inflation:

- $680.0M (2017 estimate) × 1.38 (inflation multiplier) = $938.4M

2. Add System Growth Since 2017:

- Added facilities: $85.67M
- Land acquisition: 568 acres × $207,535.80 (blended ac. rate) = $117.88M

3. Total Estimated 2026 System Value:

- $938.4M (prior to 2017) + [$85.67M + $117.88M] (additions since 2017) = $1,141.95M

4. Estimate Existing Systemwide Annual Lifecycle Costs:

- Depreciable assets: $1,141.95M × 0.60 (60% replacement) = $685.17M
- Annual existing replacement costs (40-year cycle): $685.17M ÷ 40 years = $17.13M/year

Step Two (2): Tier One Additional Lifecycle Costs

Additional facilities and land in Tier One contribute to increasing Metro Parks' annual needs for lifecycle costs. These include the following estimates:

1. Estimate Tier One Additions:

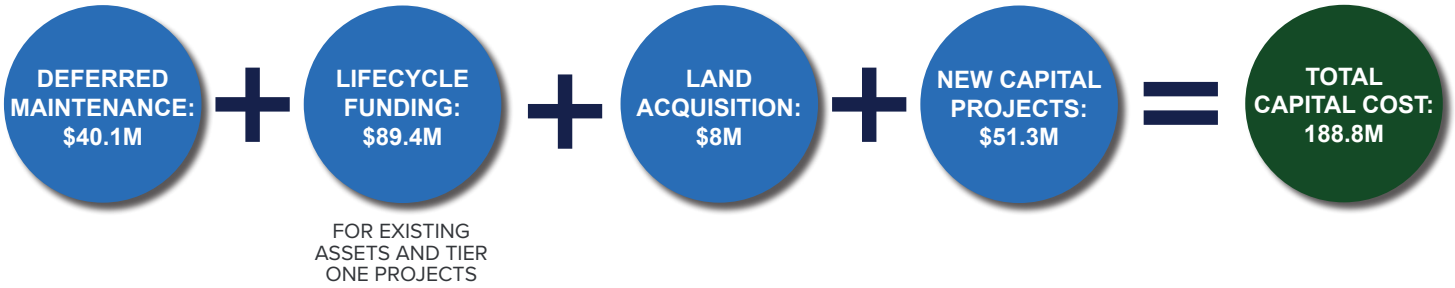
- Additional capital improvement/facilities total = $49.2M
- Additional parkland costs = $8.1M
- Depreciable assets: $49.2M × 0.60 (60% replacement) + ($8.1M x 0.10 (10% capital stewardship) = $30.3M

2. Estimated Annual Lifecycle Needs:

- Annual Tier One replacement costs (40-year cycle): $30.3M ÷ 40 years = $0.76M/year

Based on the updated estimates, Metro Parks should plan approximately **$17.9M annually for lifecycle funding, or $89.4M over the five (5)-year horizon of Tier One.** This represents approximately 47.4% of annual capital spending, aligning with the recommended 40–60% reinvestment range to sustainably maintain the system and prevent future deferred maintenance.

Capital Costs: Total Tier One Projections



Tier One — Staffing Needs and Operations Costs

P2P 2026 assumes a flat operational baseline for Tier One, holding funding at the FY 2026 level of $76.98M and maintaining existing staffing levels at 723.11 FTEs. However, as Tier One capital projects are completed, additional staff and operational resources will be required to support them. In total, these commitments are projected to require nearly **13.6 new FTEs**, to support maintenance of new expanded parkland, facilities, and trails; staff for a new regional community center, provide park police, and reduce deferred maintenance backlog.

Staffing Needs: (Additional FTEs Required)

- Park police: +390 acres / 1 FTE per 400 acres = 0.98 FTE
- Park maintenance (developed parkland): +82 acres / 1 FTE per 25 acres = 3.28 FTEs
- Park maintenance (natural parkland): +308 acres / 1 FTE per 150 acres = 2.05 FTEs
- Facility maintenance: +18,000 SF / 8,000 SF per 1 FTE = 2.25 FTEs
- Greenway/trail maintenance: +19.05 miles / 1 FTE per 20 miles = 0.95 FTE
- Replacement and expanded West Park Community Center operations: 4.11 FTEs

Annual Operations Costs: (inclusive of personnel costs, utilities, and other operating expenses above FY 2026)

- Annual additional operations costs would increase incrementally from $1,031,805 in the first year of implementation to a total of $3.2M annually by year five.
- Total estimated five (5)-year phased additional operations costs = $11,141,696
- Annual additional operational costs upon full implementation would consist of the following:
  - $1,606,200/year for +390 acres of parkland
  - $1,092,250/year for additional recreation facilities
  - $279,125/year for additional trails
  - $150,00/year for POS software licensing

What is an FTE?

FTE (Full-Time Equivalent) is a standardized measure of staffing that represents one (1) full-time employee. For example, 1.0 FTE equals one (1) full-time worker, while 0.5 FTE represents half of a full-time position.

Tier One — Five (5)-year Work Plan and Funding Needs

This section translates Tier One recommendations into a year-by-year work plan for 2027-2031, with associated cost estimates.

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation** (Above historical annual allocation of $77M)
FY 2027			
T1-LFG.4	Acquire an estimated 16.4+/- acres of parkland	$1,600,000	$191,880
T1-LMP.2	Adopt a policy that avoids repurposing parkland for other uses	N/A	Current staff resources
T1-LMP.3	Develop natural resource management plans for DNAs	$100,000	Current staff resources
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	N/A	Current staff resources
T1-LFG.3	Transfer ownership of Riverfront Park back to Nashville	$300,000	Current staff resources
T1-LFG.1	Address deferred maintenance backlog: life safety & closure risks; greenways	$14,130,000	Current staff resources
T1-FI.2	Secure maintenance lifecycle cost funding annually (Existing + Tier One)	$17,888,203	Current staff resources
T1-LFG.9	Implement funded solar installations	N/A	Current staff resources
T1-PO.4	Implement asset management, technology upgrades, facility condition assessments (annually)	$250,000	Current staff resources
T1-LFG.2	Complete fully funded land acquisition projects (Beaman Park - 309 ac.)	N/A	$646,800
T1-LFG.5	Complete 100% funded (as of 2026) facilities capital projects (ongoing)	N/A	$92,583
T1-LFG.7	Complete 100% funded (as of 2026) greenway capital projects (ongoing)	N/A	$78,042
T1-LFG.8	Complete existing commitments: Whites - Hartman to Buena Vista Pike	$3,500,000	$22,500
T1-PC.11	Update Greenways Master Plan	N/A	Current staff resources
T1-PC.1	Develop timeline for implementation of partnership strategies by new Greenways AD	N/A	Current staff resources
T1-PO.1	Fill half of funded vacant Park Police positions	N/A	Currently funded

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M)**
FY 2027 - Continued			
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	N/A	Current staff resources
T1-PO.7	Continue to track and improve performance metrics	N/A	Current staff resources
T1-PO.8	Continue to explore operational efficiencies to expand programs	N/A	Current staff resources
T1-FI.3	Add 2.13 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T1-LFG.4 and T1-LFG.2
T1-FI.5	Establish an internal grant review committee	N/A	Current staff resources
T1-FI.6	Pursue opportunities to diversify and increase funding streams	N/A	Current staff resources
	TOTALS	**$37,768,203**	**$1,031,805**
FY 2028			
T1-LFG.4	Acquire an estimated 16.4+/- acres of parkland	$1,600,000	$191,880
T1-LMP.1	Develop policy establishing a target percentage of total park acreage that is designated as natural area	N/A	Current staff resources
T1-LMP.3	Develop natural resource management plans for DNAs	$100,000	Current staff resources
T1-LMP.4	Explore a Designated Natural Areas (DNA) ordinance	N/A	Current staff resources
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	N/A	Current staff resources
T1-LFG.5	Complete 100% funded (as of 2026) facilities capital projects (ongoing)	N/A	$92,583
T1-LFG.7	Complete 100% funded (as of 2026) greenway capital projects (ongoing)	N/A	$78,042
T1-LFG.1	Address deferred maintenance backlog: priority building systems and greenways	$2,440,000	Current staff resources
T1-FI.2	Secure maintenance lifecycle cost funding annually (Existing + Tier One)	$17,888,203	Current staff resources
T1-LFG.6	Complete existing commitments: West Park Community Center	$12,500,000	Included in FY2029
T1-PO.4	Implement asset management, technology upgrades, facility condition assessments (annually)	$250,000	Current staff resources

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M)**
FY 2028 - Continued			
T1-PC.1	Implement partnership strategies per timeline determined in 2027	N/A	Current staff resources
T1-PO.8	Continue to explore operational efficiencies to expand programs	N/A	Current staff resources
T1-PO.3	Implement POS/registration system (Phase One (1))	$3,000,000	Current staff resources
T1-PO.1	Fill remaining half of funded Park Police positions	N/A	Currently funded
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	N/A	Current staff resources
T1-PO.7	Continue to track and improve performance metrics	N/A	Current staff resources
T1-FI.9	Conduct program analysis as basis for fee schedule update	N/A	Current staff resources
T1-FI.3	Add 2.13 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T1-LFG.4 and T1-LFG.2
T1-FI.6	Develop a cost recovery and revenue retention policy	N/A	Current staff resources
T1-FI.6	Pursue opportunities to diversify and increase funding streams	N/A	Current staff resources
	Cumulative Operating Costs - Previous Years		**$1,031,805**
	TOTALS	**$37,778,203**	**$1,394,309**
FY 2029			
T1-LFG.4	Acquire an estimated 16.4+/- acres of parkland	$1,600,000	$191,880
T1-LMP.3	Develop natural resource management plans for DNAs	$100,000	Current staff resources
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	N/A	Current staff resources
T1-LFG.5	Complete 100% funded (as of 2026) facilities capital projects (ongoing)	N/A	$92,583
T1-LFG.7	Complete 100% funded (as of 2026) greenway capital projects (ongoing)	N/A	$78,042
T1-LFG.6	Complete existing commitments: West Park Community Center	$12,500,000	$765,000
T1-LFG.1	Address deferred maintenance backlog: priority building systems and greenways	$4,440,000	Current staff resources

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M)**
FY 2029 - Continued			
T1-FI.2	Secure maintenance lifecycle cost funding annually (Existing + Tier One)	$17,888,203	Current staff resources
T1-PO.4	Implement asset management, technology upgrades, facility condition assessments (annually)	$250,000	Current staff resources
T1-PC.1	Implement partnership strategies per timeline determined in 2027	N/A	Current staff resources
T1-PO.2	Add eight (8) FTE positions to support new West Park Community Center	Included in T1-LFG.6	
T1-FI.3	Add 1 FTE Park Police to support system growth	N/A	Included in T1-LFG.4 and T1-LFG.2
T1-FI.3	Add 2.13 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	
T1-PO.3	Implement POS/registration system (Phase Two (2)); and first year licensing	$1,000,000	$150,000
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	N/A	Current staff resources
T1-PO.7	Continue to track and improve performance metrics	N/A	Current staff resources
T1-FI.9	Continue to explore operational efficiencies to expand programs	N/A	Current staff resources
T1-FI.6	Pursue opportunities to diversify and increase funding streams	N/A	Current staff resources
	Cumulative Operating Costs - Previous Years		**$1,394,309**
	TOTALS	**$37,778,203**	**$2,671,814**
FY 2030			
T1-LFG.4	Acquire an estimated 16.4+/- acres of parkland	$1,600,000	$191,880
T1-LMP.3	Develop natural resource management plans for DNAs	$100,000	Current staff resources
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	N/A	Current staff resources
T1-LFG.1	Address deferred maintenance backlog: interior, envelope, roofing, and lighting	$10,230,000	Current staff resources
T1-FI.2	Secure maintenance lifecycle cost funding annually (Existing + Tier One)	$17,888,000	Current staff resources
T1-PO.4	Implement asset management, technology upgrades, facility condition assessments (annually)	$250,000	Current staff resources

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M)**
FY 2030 - Continued			
T1-PC.1	Implement partnership strategies per timeline determined in 2027	N/A	Current staff resources
T1-LFG.8	Existing commitments: Charlotte Rail Corridor - Phase One	$7,700,000	$22,500
T1-FI.9	Continue to explore operational efficiencies to expand programs	N/A	Current staff resources
T1-PO.3	Licensing POS/registration system (annually)	N/A	$150,000
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	N/A	Current staff resources
T1-PO.7	Continue to track and improve performance metrics	N/A	Current staff resources
T1-FI.3	Add 2.13 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T1-LFG.4 and T1-LFG.2
T1-FI.6	Pursue opportunities to diversify and increase funding streams	N/A	Current staff resources
	Cumulative Operating Costs - Previous Years		**$2,671,814**
	TOTALS	**$37,768,203**	**$2,866,194**
FY 2031			
T1-LFG.4	Acquire an estimated 16.4+/- acres of parkland	$1,600,000	$191,880
T1-LMP.3	Develop natural resource management plans for DNAs	$100,000	Current staff resources
T1-LMP.5	Continue to expand urban tree canopy and maintain tree inventories	N/A	Current staff resources
T1-LFG.1	Address deferred maintenance backlog: interior, envelope, roofing, greenways	$8,930,000	Current staff resources
T1-FI.2	Secure maintenance lifecycle cost funding annually (Existing + Tier One)	$17,888,203	Current staff resources
T1-PO.4	Implement asset management, technology upgrades, facility condition assessments (annually)	$250,000	Current staff resources
T1-LFG.6	Complete existing commitments: Cedar Hill Miracle League	$9,000,000	$79,500
T1-PC.1	Implement partnership strategies per timeline determined in 2027	N/A	Current staff resources
T1-PO.3	Licensing POS/registration system (annually)	N/A	$150,000

Tier One			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M)**
FY 2031 - Continued			
T1-PO.6	As resources allow, continue to develop maintenance service-level system and other best maintenance practices	N/A	Current staff resources
T1-PO.7	Continue to track and improve performance metrics	N/A	Current staff resources
T1-FI.9	Continue to explore operational efficiencies to expand programs	N/A	Current staff resources
T1-FI.3	Add 2.13 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T1-LFG.4, T1-LFG.2, and T1-LFG.6
T1-FI.6	Pursue opportunities to diversify and increase funding streams	N/A	Current staff resources
	Cumulative Operating Costs - Previous Years		**$2,886,194**
	TOTALS	**$37,768,203**	**$3,157,574**
Tier One	**GRAND TOTALS**	**$188,861,015**	**$11,141,696**

Tier Two — Grow Apace with Population

Tier Two builds on the progress made in Tier One by adding new land and facilities that keep up with population growth and accelerating the pace of maintenance backlog reduction.

Tier Two builds on a stabilized system, **matching expansion to population growth.** It prioritizes **fulfilling existing capital commitments,** such as developing Madison Station Park, the Two Rivers Mansion Event Pavilion and several greenway segments, and **fully staffing** high-demand facilities and programs.

Recommendations in this tier would require funding above historical levels to align park system expansion with population growth. This tier provides the investments required to maintain facility levels of service 2025, including greenway miles, playgrounds, fitness stations, pools and spraygrounds. With regard to land, Tier Two preserves the 2017 acreage LOS of 21.49 acres per 1,000 residents by adding approximately 507 acres to the system.

Priority Themes

- Maintain levels of service for land and facilities as population grows
- Implement prior capital funding commitments
- Increase staffing to match system growth (park police, maintenance, etc.)
- Increase staffing at nature centers and existing revenue-producing facilities to restore full-time operating hours
- Grow capacity and offerings of high-priority programs with wait lists (after-school, summer enrichment, etc.)

Tier Two Recommendations Summary

RECOMMENDATIONS SUMMARY		
TIER TWO		
Action #	**Action**	**Description**
T2-LFG	**Land, Facilities, and Greenways Capital Investments**	
T2-LFG.1	Address remaining deferred maintenance backlog	Address high-priority deferred maintenance backlog to address critical needs
T2-LFG.2	Acquire land in tandem with population growth to maintain 2017 per capita acreage level of service	Acquire approximately 507 acres of new land for parks, greenways and open space to maintain LOS of 21.49 acres per 1,000 residents
T2-LFG.3	Fund and complete partially funded park projects	• Madison Station • Two Rivers Mansion Events Pavilion

RECOMMENDATIONS SUMMARY		
TIER TWO		
Action #	**Action**	**Description**
T2-LFG	**Land, Facilities, and Greenways Capital Investments - Continued**	
T2-LFG.4	Add facilities in tandem with population growth to maintain levels of service	• Tier Two LOS targets achieved in Tier One for unpaved hiking trails, shelters, and disc golf • Indoor Pool: Add one (1) • Playgrounds: Add three (3) • Dog Parks: Add one (1) • Multipurpose Fields: Add lighting and turf at seven (7) existing fields • Basketball Courts: Add two (2) • Baseball Fields: Add lighting and turf at four (4) existing fields • Sand Volleyball: Add based on demand at individual sites/communities • Fitness Stations: Add two (2) • Tennis/Pickleball Courts: Add nine (9) • Skateparks: Add based on demand at individual sites/communities
T2-LFG.5	Fund and complete partially funded greenway projects	• Tier Two LOS targets achieved in Tier One for greenway trail miles • Harpeth River Greenway – Frist Property Segment • Cumberland River Greenway – Oracle Bridge to Modera segment
T2-LFG.6	Complete parking and mobility study for Centennial Park	To evaluate access, circulation, and demand, identifying strategies to improve connectivity, efficiency, and visitor experience
T2-LFG.7	Complete park master plans	• Ted Rhodes/Buena Vista/Looby park complex • Hamilton Creek Park
T2-LFG.8	Develop and begin implementing countywide blueway plan	Develop a countywide system of water-based recreation access points, signage, and safety improvements
T2-LFG.9	Add features to Wave Country	To sustain revenue generation and enhance visitor experience
T2-LFG.10	Develop Downtown maintenance facility	To improve response times and operational support

RECOMMENDATIONS SUMMARY		
TIER TWO		
Action #	**Action**	**Description**
T2-PO	**Programs and Operations**	
T2-PO.1	Add staff at existing nature centers	Achieves full-time operating hours at nature centers and expansion of environmental programs at community centers
T2.PO.2	Add staff at revenue-producing facilities	Restores full-time operating hours at revenue-producing facilities like golf courses and Sportsplex
T2-PO.3	Grow wait-listed programs at community centers	Add staff at 50% of community centers to expand oversubscribed programs (afterschool, summer enrichment, etc.)
T2-PO.4	Develop independent website for better customer service	Improves public interface and access to information, registrations, reservations, and services
T2-FI	**Funding Initiatives**	
T2.FI.1	Secure maintenance lifecycle cost funding annually	Continue commitment to sustainable annual funding practices to ensure asset protection
T2-FI.2	Secure capital and 4% funding to address all recommended Tier Two land, facility, greenway and maintenance projects	To achieve priority system expansion
T2-FI.3	Secure funding for staff and other operating costs to support land, facilities and greenways recommended in Tier Two	Grow staff in tandem with park system expansion

Tier Two — Capital Spending Summary

Capital planning in Tier Two supports strategic growth, adding new facilities where needed to maintain per capita levels of service as the population grows and evolves. At the same time, this tier maintains a strong commitment to sustainable lifecycle funding, ensuring that both new and existing assets are maintained in good condition over the long term.

Importantly, greenway projects carried over from Tier One combined with Tier Two existing commitment projects will deliver 11.45 miles of new paved trails, surpassing Tier Two LOS targets for greenways and trails. As a result, further greenway expansion is moved to Tier Three, allowing resources to remain focused on a balanced, sustainable pace of system growth.

The primary focus of Tier Two is responsible growth, sustaining existing per capita levels of service even as the population grows. Tier Two adds 1.6 miles of greenways, 507 acres of additional parkland, and approximately 135 full-time equivalent (FTE) positions.

How Tier Two Advances Level of Service Goals

Tier Two is focused on responsible system growth, maintaining existing per capita levels of service as the population increases while strategically expanding access to parks, recreation, and greenway infrastructure.

Through these investments, Tier Two expands the system with the following:

- 1.6 miles of paved greenways
- Five (5) additional playgrounds
- One (1) indoor pool (+20K SF)
- Seven (7) multipurpose fields (turf/lighting conversion)
- Four (4) baseball fields (turf/lighting conversion)
- Three (3) additional basketball courts
- Nine (9) additional tennis/pickleball courts
- One (1) dog park
- Two (2) shelters
- One (1) additional fitness stations/zones
- Blueway water access points
- One (1) events pavilion
- 507 acres of additional parkland

Capital Costs: Investment Projections

Tier Two Capital Investment Costs:

Category / Action	Description	Estimated Capital Cost (2026 $)
T2-LFG.1: Priority Deferred Maintenance Backlog	Address remaining deferred maintenance backlog repairs and replacements to stabilize assets and reduce risk	$87.5M
T2-LFG.2: New Land Acquisition	Acquire 507 acres of additional park, greenway, and open space land	$105.2M
T2-LFG.3: Partially Funded Park Projects	Deliver partially funded park projects: Madison Station, and Two Rivers Mansion Event Pavilion	$15M
T2-LFG.4: Add facilities in tandem to growth	Deliver additional recreation facilities in tandem to population growth to maintain levels of service	$31.4M
T2-LFG.5: Partially Funded Greenway Projects	Complete partially funded greenway projects: Harpeth River Greenway – First Property Segement; Cumberland River Greenway – Oracle Bridge to Modera segment	$8.7M
T2-LFG.6: Centennial Park parking study	Complete a parking and mobility study for Centennial Park	$200,000
T2-LFG.7: Complete park master plans	Complete park master plans for Ted Rhodes/Buena Vista/Lobby park complex and Hamilton Creek Park	$700,000
T2-LFG.8: Implement blueway plan	Develop a countywide blueway plan and begin implementation	$1.7M
T2-LFG.9: Add features to Wave Country	Update and expand amenities to Wave Country	$3M
T2-LFG.10: Develop Downtown maintenance facility	Construct a maintenance facility at Wharf Park	$4M
T2-PO.1-3: Programming expansion	Provide minor equipment for expanded environmental programming, and additional wait-listed programs at community centers	$3M
T2-PO.4: Website development	Develop dedicated Metro Parks website	$200,000

Tier Two recommendations represent a capital investment of approximately **$260.6 million over five (5) years**, focused on addressing remaining deferred maintenance backlog, fulfilling partially funded prior commitments, keeping in tandem with population growth, and establishing the systems and resources needed for sustainable long-term management.

Capital Costs: Lifecycle Projections

Tier Two Additional Lifecycle Costs

Additional facilities and land in Tier Two contribute to increasing Metro Park's annual needs for lifecycle costs. These include the following estimates:

1. Estimate Tier Two Additions:

- Additional capital improvement/facilities total = $62.125M
- Additional parkland costs = $105.2M
- Depreciable assets: $62.125M × 0.60 (60% replacement) + $105.2M x 0.10 (10% capital stewardship) = $47.8M

2. Estimated Tier Two Additional Annual Lifecycle Costs:

- Annual Tier Two replacement costs (40-year cycle): $47.8M ÷ 40 years = $1.2M/year

Based on the estimated value of all new land and facilities added in Tier Two, Metro Parks should plan approximately **$1.2M annually in additional lifecycle replacement costs, or $6M over the five (5) year horizon.**

Capital Costs: Total Tier Two Projections

Tier Two — Staffing Needs and Operations Costs

As Tier Two capital projects are completed, additional staff and operational resources will be needed to support ongoing functions. Tier Two projections include the need for approximately **135.8 additional FTEs** to fully staff existing facilities, support added park acreage and facilities maintenance, park police, and continued reduction in remaining deferred maintenance backlog while maintaining the existing park system.

Staffing Needs: (Additional FTEs Required)

- Eight (8) FTEs for nature centers full operations and expanded environmental programming
- 11 FTEs for revenue-producing facilities full-time operations
- 78 FTEs for wait-listed community center programs expansion (50% implementation)
- 22.8 FTEs to address remaining deferred maintenance backlog
- 16 FTEs tied to system growth:
  - Park police: +507 acres / 1 FTE per 400 acres = 1.3 FTEs
  - Park maintenance (developed parkland): +127 acres / 1 FTE per 25 acres = Five (5) FTEs
  - Park maintenance (natural parkland): +380 acres / 1 FTE per 150 acres = 2.5 FTEs
  - Greenway/trail maintenance: +1.6 miles / 1 FTE per 20 miles = 0.1 FTE
  - Facilities maintenance: 8K SF/ 1 FTE = 2.5 FTEs
  - Facilities operations (new indoor pool): +20K SF / 8 FTEs per 35K SF = 4.6 FTEs

Annual Operations Costs: (inclusive of personnel costs, utilities, and other operating expensive above existing FY 2026)

- Annual additional operations costs would increase incrementally from $5.8M in the first year of implementation of Tier Two to a total of $15.67M annually by year five (5).
- Total estimated five (5)-year phased additional operations costs = $54,848,750
- Annual additional operating costs upon full implementation would consist of the following:
  - $7,400,000/year for additional staffing for expanded community center programming
  - $2,625,000/year for additional staffing to address remaining deferred maintenance backlog
  - $2,281,500/year for maintenance of additional 507 acres of parkland
  - $1,291,000/year for additional recreation facilities maintenance and operations (existing capital spending commitments and new LOS needs)
  - $1,140,000/year for additional 11 FTEs for revenue-producing facilities full operations
  - $760,000/year for additional eight (8) FTEs for nature center full operations and environmental programming
  - $150,000/year for hosting/licensing of new website
  - $36,000/year for additional maintenance of greenways (existing capital spending commitments)

Tier Two — Five (5)-year Work Plan and Funding Needs

This section translates Tier Two recommendations into a year-by-year work plan for 2027-2031, with associated cost estimates.

Tier Two			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M and Tier One allocation)**
FY 2027			
T2-LFG.1	Address remaining deferred maintenance backlog	$17,497,230	$2,625,000
T2-LFG.2	Acquire an estimated 101.4+/- acres of parkland	$21,044,130	$456,300
T2.FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two)	$18,890,379	Current staff resources
T2-LFG.3	Existing Commitments: Madison Station Park	$5,000,000	$44,500
T2-LFG.4	Add new facilities to maintain system levels of service	$3,685,000	$88,600
T2-LFG.6	Complete Centennial Park Parking and mobility study	$200,000	Current staff resources
T2-LFG.5	Existing Commitments: Harpeth River Greenway - First Property	$5,850,000	$33,750
T2-PO.1	Add four (4) FTEs to expand operating hours at nature centers	$600,000	$380,000
T2.PO.2	Add six (6) FTEs to expand hours at revenue producing facilities		$570,000
T2-PO.3	Add 15.6 FTEs to expand wait-listed community center programs		$1,480,000
T2-FI.3	Add 1.54 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T2-LFG.2
T2-PO.4	Develop independent website (plus annual hosting/licensing)	$200,000	$150,000
	TOTALS	**$72,966,739**	**$5,828,150**
FY 2028			
T2-LFG.1	Maintenance lifecycle costs: remaining five (5)-year high priority backlog	$17,497,230	$2,625,000
T2-LFG.2	Acquire an estimated 101.4+/- acres of parkland	$21,044,130	$456,300
T2.FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two)	$18,890,379	Current staff resources
T2-LFG.4	Add new facilities to maintain system levels of service	$3,685,000	$88,600
T2-LFG.3	Complete existing commitments: Two Rivers Mansion Events Pavilion	$10,000,000	$30,000

Tier Two			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation** (Above historical annual allocation of $77M and Tier One allocation)
FY 2028 - Continued			
T2-LFG.7	Develop Ted Rhodes/Buena Vista/Looby park complex master plan	$300,000	Current staff resources
T2-LFG.9	Add feature(s) at Wave Country	$3,000,000	$245,000
T2-LFG.6	Existing Commitments: Cumberland - Oracle Bridge to Modera	$2,850,000	$2,250
T2-PO.1	Add four (4) FTEs to permit full-time operating hours at all nature centers and program expansion at community centers	$600,000	$380,000
T2.PO.2	Add five (5) FTEs to permit full-time operating hours at all revenue-producing facilities		$570,000
T2-PO.3	Add 15.6 FTEs to expand wait-listed community center programs		$1,480,000
T2-FI.3	Add two (2) Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T2-LFG.2
T2-PO.4	Develop independent website (plus annual hosting/licensing)	N/A	$150,000
	Cumulative Operating Costs - Previous Years		**$5,828,150**
	TOTALS	**$77,866,739**	**$9,080,300**
FY 2029			
T2-LFG.1	Maintenance lifecycle costs: remaining five (5)-year high-priority backlog	$17,497,230	$2,625,000
T2-LFG.2	Acquire an estimated 101.4+/- acres of parkland	$21,044,130	$456,300
T2.FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two)	$18,890,379	Current staff resources
T2-LFG.4	Add new facilities to maintain system levels of service	$3,685,000	$88,600
T2-LFG.8	Develop Blueways Master Plan	$200,000	Current staff resources
T2-PO.3	Add 15.6 FTEs to expand wait-listed community center programs	$600,000	$1,480,000
T2-FI.3	Add 1.54 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T2-LFG.2
T2-PO.4	Develop independent website (plus annual hosting/licensing)	N/A	$150,000
	Cumulative Operating Costs - Previous Years		**$9,080,300**
	TOTALS	**$61,916,739**	**$11,105,200**
FY 2030			
T2-LFG.2	Acquire an estimated 101.4+/- acres of parkland	$21,044,130	$456,300
T2-LFG.1	Maintenance lifecycle costs: remaining five (5)-year high priority backlog	$17,497,230	$2,625,000

Tier Two			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M and Tier One allocation)**
FY 2030 - Continued			
T2.FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two)	$18,890,379	Current staff resources
T2-LFG.4	Add new facilities to maintain system levels of service	$3,685,000	$88,600
T2-LFG.10	Develop Downtown maintenance facility	$4,000,000	$30,000
T2-LFG.8	Complete blueways implementation - Phase One (1)	$750,000	Current staff resources
T2-PO.3	Add 15.6 FTEs to expand wait-listed community center programs	$600,000	$1,480,000
T2-FI.3	Add one (1) Park Police FTE to support system growth	N/A	Included in T2-LFG.2
T2-FI.3	Add 1.54 Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	
T2-PO.4	Develop independent website (plus annual hosting/licensing)	N/A	$150,000
	Cumulative Operating Costs - Previous Years		**$11,105,200**
	TOTALS	**$66,466,739**	**$13,160,100**
FY 2031			
T2-LFG.1	Maintenance lifecycle costs: remaining five (5)-year high priority backlog	$17,497,230	$2,625,000
T2-LFG.2	Acquire an estimated 101.4+/- acres of parkland	$21,044,130	$456,300
T2.FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two)	$18,890,379	Current staff resources
T2-LFG.4	Add new facilities to maintain system levels of service	$3,685,000	$88,600
T2-LFG.4	Add one (1) indoor pool	$13,000,000	$490,000
T2-LFG.7	Develop Hamilton Creek Park Master Plan	$400,000	Current staff resources
T2-LFG.8	Complete Blueways Implementation - Phase Two (2)	$750,000	Current staff resources
T2-PO.3	Add 15.6 FTEs to expand wait-listed community center programs	$600,000	$1,480,000
T2-FI.3	Add four (4) Park/Facilities/Greenway Maintenance FTE positions to support system growth	N/A	Included in T2-LFG.2 and T2-LFG.4
T2-FI.3	Add 4.6 facilities operations FTEs for new indoor pool	N/A	Included in T2-LFG.4
T2-PO.4	Develop independent website (plus annual hosting/licensing)	N/A	$150,000
	Cumulative Operating Costs - Previous Years		**$13,160,100**
	TOTALS	**$75,866,739**	**$15,675,000**
Tier Two	**GRAND TOTALS**	**$355,083,695**	**$54,848,750**

Tier Three — Achieve Aspirational Goals Set in 2017

Tier Three is about going beyond the basics and making Metro Parks a national model.

This tier looks purposefully toward the future, getting ahead of projected population growth by aggressively expanding the parks system. Consistent with the original end goals set in P2P 2017 for 2027, **these recommendations would grow the system at a slightly faster pace than projected population growth.** As a result, levels of service would improve across the board.

Tier Three prioritizes access to open space for more Nashvillians, fulfilling the original long-term aspirational goals of Plan to Play with comprehensive, systemwide transformation. It accomplishes this through facility expansions such as regional recreation hubs, and systemwide enhancements to programming, cultural services, and a wider range of recreational experiences. It also significantly expands the greenways system, in line with accelerated LOS targets and community demand.

To reach the elevated LOS acreage goal (23.30 acres per 1,000 residents) in this tier, Metro Parks assumes a similarly higher levels of investment, calling to add approximately 1,391 acres on top of the Tier One and Tier Two additions. The need for increased funding to achieve this tier creates strong opportunities for public-private partnerships.

Note: P2P Regional Park Acreage LOS goal for 2027 was corrected due to data error. Corrected Acreage LOS goal for 2027 for all parkland is 23.30 acres per 1,000 residents.

Priority Themes

- Achieve an enhanced acreage LOS of 23.30 acres per 1,000 residents and enhanced facility LOS levels
- Become a national model in sustainability and accessibility
- Implement prior capital funding commitments
- Implement recommended mega-centers and major facility transformations
- Continue to grow capacity and offerings of high-priority programs with wait lists (afterschool, summer enrichment, etc.)
- Increase staffing to match system growth (park police, maintenance, etc.)
- Sustain commitment to maintenance lifecycle funding

Tier Three Recommendations Summary

RECOMMENDATIONS SUMMARY		
TIER THREE		
Action #	**Action**	**Description**
T2-LFG	**Land, Facilities, and Greenways Capital Investments**	
T3-LFG.1	Acquire land to achieve per capita acreage level of service goal established in 2017	Acquire approximately 1,391 acres of new land for parks, greenways and open space to achieve LOS of 23.30 acres per 1,000 residents
T3-LFG.2	Fund and complete partially funded park projects	Wharf Phase 1 design and construction
T3-LFG.3	Add facilities to achieve per capital LOS goals established in 2017 for 2027	• Paved Trails: Add nine (9) mi • Unpaved Hiking Trails: Add 22 mi • Picnic Shelters: Add 14 • Outdoor Pools: Add four (4) • Playgrounds: Add 23 • Dog Parks: Add one (1) • Multipurpose Fields: Add lighting and turf at seven (7) existing fields • Basketball Courts: Add 32 • Tennis or Pickleball Courts: LOS achieved • Baseball Fields: Add one (1) • MTB Trails: Add 2.2 miles • Community Centers: Add 380K SF per 2017 location recommendations • Sand Volleyball: Add based on demand at individual sites/communities • Disc Golf: LOS goal achieved in Tier One • Fitness Stations: Add five (5) • Spraygrounds: Add two (2)
T3-LFG.4	Fund and complete priority greenway projects	• 440 Greenway – Elmington Park to Sevier Park segment • Harpeth River Greenway – Soccer Park to HWY 70 segment • Whites Creek Greenway – Fontanel area segment

RECOMMENDATIONS SUMMARY		
TIER THREE		
Action #	**Action**	**Description**
T3-PO	**Programs and Operations**	
T3-PO.1	Grow programs proportionate with system growth	Increase staffing as new community centers come on line
T3-PO.2	Grow wait-listed programs at community centers	Add staff at remaining 50% of community centers to expand oversubscribed programs (afterschool, summer enrichment, etc.)
T3-PO.3	Expand and coordinate historic site management and interpretation	Consider expanded collaboration with Metro Historical Commission
T3-FI	**Funding Initiatives**	
T3-FI.1	Secure maintenance lifecycle cost funding annually	Continue commitment to sustainable annual funding practices to ensure asset protection
T3-FI.2	Secure capital and 4% funding to address all recommended Tier Three land, facility, greenway and maintenance projects	To achieve priority system expansion
T3-FI.3	Secure funding for staff and other operating costs to support land, facilities, and greenways recommended in Tier Three	Grow staff in tandem with park system expansion

Tier Three — Capital Spending Summary

Tier Three delivers the full, aspirational Plan to Play program, adjusted to 2031. This includes achieving an enhanced Acreage LOS goal of 23.30 acres per 1,000 people, implementing master plans for individual parks, and completing remaining deferred maintenance backlog. It sets Nashville up as a national model for park systems, adding community centers throughout the county, as well as playgrounds, sports courts and other facilities. Tier Three also prioritizes adding miles to the greenway system, in line with enhanced LOS targets.

Tier Three also advances key project commitments in strategic locations, including Wharf Park Phase One (1), the 440 Greenway – Elmington segment, the Harpeth River Greenway – Soccer Park to Highway 70 segment, and the Whites Creek Greenway – Fontanel segment. Together, these investments position Metro Parks to exceed future level of service goals by expanding system capacity, improving access, and delivering a coordinated, equitable, and high-performing parks and recreation system.

How Tier Three Advances Level of Service

Tier Three significantly expands the park, greenway, and recreation system to achieve a higher standard of service and increased growth. Investments are focused on broad system expansion, increased geographic equity, and positioning Metro Parks as a national model for access, quality, and diversity of recreational opportunities.

Tier Three expands the system with the following:

- 1,391 acres of new parks, greenways, and open space
- Nine (9) miles of paved trails, 22 miles of unpaved hiking trails, and 2.2 miles of mountain biking trails
- 23 additional playgrounds
- 14 picnic shelters
- One (1) dog park
- Seven (7) multipurpose field (turf/lighting conversion)
- 32 additional basketball courts
- Five (5) additional fitness stations/zones
- One (1) baseball field (turf/lighting conversion)
- Four (4) pools
- Two (2) spraygrounds
- Four (4) new regional community centers and four (4) expanded mega community centers (+380,000 SF)

Together with completion of prior commitments, these investments position Metro Parks meet future level of service goals, and provide a high-performing park and recreation system.

Capital Costs: Investment Projections

Tier Three Capital Investment Costs:

Category / Action	Description	Estimated Capital Cost (2026 $)
T3-LFG.1: New Land Acquisition	Acquire 1,842+/- acres of additional park, greenway, and open space land	$288.75M
T3-LFG.2: Partially Funded Park Projects	Deliver partially funded park projects: Wharf Phase One (1)	$53M
T3-LFG.3: Add facilities to achieve per capita level of service goals	Deliver additional recreation facilities in tandem to population growth to maintain levels of service	$339.9M
T3-LFG.4: Partially Funded Greenway Projects	Complete partially funded greenway projects: 440 Greenway Elmington Park to Sevier Park segment; Harpeth River Greenway – Soccer Park to Hwy 70 segment; Whites Creek Greenway – Fontanel area segment	$19.35M
T3-PO.1-2: Programming expansion	Provide minor equipment for increased programming tied to new parks and facilities and additional wait-listed programs at community centers	$3M

Tier Three recommendations represent a capital investment of approximately **$704 million over five (5) years**, focused on fulfilling partially funded prior commitments, outpacing population growth, and enhancing level of services.

Capital Costs: Lifecycle Projections

Tier Three Additional Lifecycle Costs

Additional facilities and land in Tier Three contribute to increasing Metro Park's annual needs for lifecycle costs. These include the following estimates:

1. Estimate Tier Three Additions:

- Additional capital improvement/facilities total = $412.3M
- Additional parkland costs = $288.75M
- Depreciable assets: $412.3M × 0.60 (60% replacement) + $288.75M x 0.10 (10% capital stewardship) = $276.3M

2. Estimated Tier Three Additional Annual Lifecycle Costs:

- Annual Tier Three replacement costs (40-year cycle): $276.3M ÷ 40 years = $6.9M/year

Based on the estimated value of all new land and facilities added in Tier Three, Metro Parks should plan approximately **$6.9M annually in additional lifecycle replacement costs, or $34.5M over the five (5) year horizon.**

Capital Costs: Total Tier Three Projections

Tier Three — Staffing Needs and Operations Costs

As Tier Three new capital projects are completed, additional staff and operational resources will be required to support ongoing functions. Tier Three projections include the need for approximately **280 additional FTEs** to support expanded environmental park acreage and new facilities maintenance, park police, and new programming, while maintaining the existing park system.

Staffing Needs: (Additional FTEs Required)

- Additional 84 FTEs for wait-listed community center programs expansion (remaining 50% implementation)
- Additional one (1) FTE for expand and coordinate historic site management and interpretation
- Additional 195.1 FTEs tied to system growth:
  - Park police: +1,391 acres / 1 FTE per 400 acres = 3.5 FTEs
  - Park maintenance (developed parkland): +348 acres / 1 FTE per 25 acres = 13.9 FTEs
  - Park maintenance (natural parkland): +1,043 acres / 1 FTE per 150 acres = 7 FTEs
  - Wharf Phase One (1): +11.75 FTEs for park maintenance for committed project
  - Facility maintenance: +444,000 SF / 8,000 SF per 1 FTE = 55.5 FTEs
  - Greenway/trail maintenance: +39.0 miles / 1 FTE per 20 miles = 1.95 FTE
  - New indoor facility operations: 8 FTEs per 35K SF = 101.5 FTEs

Annual Operations Costs: (inclusive of personnel costs, utilities, and other operating expensive above existing FY 2026)

- Annual additional operations costs would increase incrementally from $3.32M in the first year of implementation of Tier Three to a total of $35.36M annually by year five (5).
- **Total estimated five (5)-year phased additional operations costs = $82.5M**
- Annual additional operations costs upon full implementation consist of the following:
  - $20,318,500/year for facility maintenance and operations staff for new indoor community centers
  - $8,200,000/year for additional staffing for expanded community center programming
  - $6,260,940/year for maintenance of an additional 1,391 acres of parkland
  - $483,750/year for maintenance of additional trails
  - $115,000/year for expanded historic site management and interpretation

Tier Three — Five (5)-year Work Plan and Funding Needs

This section translates Tier Three recommendations into a year-by-year work plan for 2027-2031, with associated cost estimates.

Tier Three			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M and Tier One and Tier Two allocations)**
FY 2027			
T3-LFG.1	Acquire an estimated 278.3+/- acres of parkland	$57,749,742	$1,252,188
T3-FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two + Tier Three)	$25,989,276	Current staff resources
T3-LFG.2	Complete Wharf Park - Phase One	$26,500,000	Included in FY 2028
T3-LFG.3	Add new facilities and greenways to maintain system levels of service	$9,247,000	$248,600
T3-LFG.4	Complete existing commitments: 440 Greenway – Elmington Park to Sevier Park segment	$17,500,000	$90,000
T3-PO.2	Add 16.8 FTEs to fully staff wait-listed community center programs	$600,000	$1,640,000
T3-FI.3	Add 0.7 Park Police to support system growth	N/A	Included in T3-LFG.1, T3-LFG.2 and T3-LFG.3
T3-FI.3	Add 4.5 Park/Facilities/Greenways Maintenance FTE positions to support system growth	N/A	
T3-PO.3	Add one (1) FTE to expand and coordinate historic site management and interpretation	N/A	$95,000
	TOTALS	**$137,586,018**	**$3,325,788**

FY 2028			
T3-LFG.1	Acquire an estimated 278.3+/- acres of parkland	$57,749,742	$1,252,188
T3-FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two + Tier Three)	$25,989,276	Current staff resources
T3-LFG.3	Add new facilities and greenways to maintain system levels of service	$9,247,000	$248,600
T3-LFG.2	Complete Wharf Park - Phase Two	$26,500,000	$1,350,000
T3-LFG.4	Complete existing commitments: Whites Creek Greenway – Fontanel area segment	$1,000,000	$22,500
T3-PO.2	Add 16.8 FTEs to fully staff wait-listed community center programs	$600,000	$1,640,000

Tier Three			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation** (Above historical annual allocation of $77M and Tier One and Tier Two allocations)
FY 2028 - Continued			
T3-FI.3	Add 0.7 Park Police to support system growth	N/A	Included in T3-LFG.1, T3-LFG.2, and T3-LFG.3
T3-FI.3	Add 16.3 Park/Facilities/Greenways Maintenance FTE positions to support system growth	N/A	
	Cumulative Operating Costs - Previous Years		**$3,325,788**
	TOTALS	**$121,068,018**	**$7,839,076**
FY 2029			
T3-LFG.1	Acquire an estimated 278.3+/- acres of parkland	$57,749,742	$1,252,188
T3-FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One + Tier Two + Tier Three)	$25,989,276	Current staff resources
T3-LFG.3	Add new facilities and greenways to maintain system levels of service	$9,247,000	$249,100
T3-LFG.3	Add one (1) sprayground	$2,625,000	$183,750
T3-LFG.4	Complete existing commitments: Harpeth River Greenway – Soccer Park to Highway 70 segment	$850,000	$11,250
T3-LFG.3	Add two (2) outdoor pools	$20,800,000	$784,000
T3-LFG.3	Add two (2) new regional community centers (35K SF each)	$45,500,000	$2,975,000
T3-FI.3	Add 23.3 facilities operations FTE positions to support system growth	Included in T3-LFG.3	
T3-FI.3	Add 1.3 Park Police to support system growth	N/A	Included in T3-LFG.1, T3-LFG.2, and T3-LFG.3
T3-FI.3	Add 17.3 Park/Facilities/Greenways Maintenance FTE positions to support system growth	N/A	
T3-PO.2	Add 16.8 FTEs to fully staff wait-listed community center programs	$600,000	$1,640,000
	Cumulative Operating Costs - Previous Years		**$7,839,076**
	TOTALS	**$163,361,018**	**$14,933,864**
FY 2030			
T3-LFG.1	Acquire an estimated 278.3+/- acres of parkland	$57,749,742	$1,252,188
T3-FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One+Tier Two + Tier Three)	$25,989,276	Current staff resources
T3-LFG.3	Add new facilities and greenways to maintain system levels of service	$9,247,000	$248,600
T3-LFG.3	Add two (2) new regional community centers (35K SF each)	$45,500,000	$2,975,000

Tier Three			
Action	**Project**	**Capital Investment / Allocation**	**Annual Operating Allocation (Above historical annual allocation of $77M and Tier One and Tier Two allocations)**
FY 2030 - Continued			
T3-FI.3	Add 16 FTEs facility operations staff for new community centers	Included in T3-LFG.3	
T3-FI.3	Add 0.7 Park Police to support system growth	N/A	Included in T3-LFG.1, T3-LFG.2, and T3-LFG.3
T3-FI.3	Add 13.3 Park/Facilities/Greenways Maintenance FTE positions to support system growth	N/A	
T3-PO.2	Add 16.8 FTEs to fully staff wait-listed community center programs	$600,000	$1,640,000
	Cumulative Operating Costs - Previous Years		**$14,933,864**
	TOTALS	**$139,068,018**	**$21,049,652**
FY 2031			
T3-LFG.1	Acquire an estimated 278.3+/- acres of parkland	$57,749,742	$1,252,188
T3-FI.1	Secure maintenance lifecycle cost funding annually (Existing + Tier One+Tier Two + Tier Three)	$25,989,276	Current staff resources
T3-LFG.3	Add new facilities and greenways to maintain system levels of service	$9,247,000	$248,600
T3-LFG.3	Add two (2) outdoor pools	$20,800,000	$784,000
T3-LFG.3	Add one (1) sprayground	$2,625,000	$183,750
T3-LFG.3	Expand four (4) regional recreation centers to mega centers (60K SF each)	$156,000,000	$10,200,000
T3-FI.3	Add 62.2 facilities operations FTE positions to support system growth	Included in T3-LFG.3	
T3-PO.2	Add 16.8 FTEs to fully staff wait-listed community center programs	$600,000	$1,640,000
T3-FI.3	Add 0.7 Park Police to support system growth	N/A	Included in T3-LFG.1, T3-LFG.2, and T3-LFG.3
T3-FI.3	Add 38.6 Park/Facilities/Greenways Maintenance FTE positions to support system growth	N/A	
	Cumulative Operating Costs - Previous Years		**$21,049,652**
	TOTALS	**$273,011,018**	**$35,358,190**
Tier Three	**GRAND TOTALS**	**$834,130,090**	**$82,506,570**