



# *Envision* Cayce

## Master Plan For Revitalization of Cayce Place

Prepared for Metropolitan Development and Housing Agency  
Prepared by EJP Consulting Group, LLC  
July 2014



# Credits

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## Thanks to

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**MDHA Staff**, in particular Jim Harbison, Executive Director, Jim Thiltgen, Deputy Executive Director, Kaitlin Dastugue, Envision Cayce Project Manager and Phil Ryan, former Executive Director.

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# Contents

Executive Summary .....	ii
Planning Process.....	2
Existing Conditions.....	16
Proposed Plan.....	38
Implementation Approach and Assumptions.....	77
Appendices .....	93







# Executive Summary

Cayce Place today is Metropolitan Development and Housing Agency's (MDHA) largest remaining family development site. It is surrounded by two assisted housing communities – Edgefield Manor senior and disabled public housing site and CWA, a Section 8 development being acquired by MDHA. Cayce Place is also surrounded by several unassisted and affordable residential properties including Lenore Gardens, Roberts Park Apartments, and Fatherland Flats. The residential community surrounding the site is home to predominantly single-family homes with high rates of owner-occupancy. The neighborhood is considered a food desert, and the only retail opportunity in the neighborhood is a recently opened Family Dollar, which offers low cost items. The existing elementary school – Kirkpatrick – is among the city's lowest performing schools.

There are many community assets – not least of which are engaged residents who are committed to a successful redevelopment with minimal displacement. This is the context in which this 12-month planning process evolved.

In February 2013, MDHA procured EJP Consulting Group to assist the agency with developing a revitalization plan for Cayce Place Homes. While the primary focus of the study was the MDHA-owned Cayce Place public housing site, it became evident early in the planning process that the long-term viability of any redevelopment plan for Cayce Place hinges on what happens in the broader community. Cayce Place is immediately surrounded by four significant residential properties, all housing low or very low income families. Consequently, the focus of the revitalization plan was expanded and includes Cayce Place, Lenore Gardens, Roberts Park apartments, CWA properties, Kirkpatrick Park, and other Metro-Nashville properties including the Sheriff's office and Public Works facilities.

This master plan was developed with input from residents who live at Cayce and adjacent properties; residents and other stakeholders who live in the broader neighborhood and East Nashville; a group of community advisors representing a wide cross section of interests, MDHA, the mayor's office and surrounding landowners. The Plan is also informed

by a market and economic study as well as MDHA's long-term strategic plan goals to provide quality affordable housing. The Plan is ambitious in both scope and scale. It extends beyond MDHA-controlled land to incorporate the broadest vision for the neighborhood and seeks to create a vibrant urban neighborhood in close proximity to downtown, Five Points and areas beyond.

Over the next 10-15 years, the Plan seeks to transform this neighborhood into a mixed-income, mixed use community that welcomes, supports and improves opportunities for new and long-term residents, while stimulating private investment in the neighborhood. It will achieve this goal through a mix of strategies:

- It replaces the existing deeply subsidized public housing and Section 8 units on a one-for-one basis, while simultaneously introducing additional affordable housing and market rate opportunities. The Plan calls for 2,390 new homes and apartments. About 42% of these units will be affordable to low-income families, 15% to



# EXECUTIVE SUMMARY

moderate income families and another 43% for households able to afford market rates. Original residents will be offered an exclusive right of first opportunity to new housing created under the Plan.

- The Plan seeks to create over 200,000 square feet of commercial and institutional space, including a new health center. New office and retail amenities, including a new grocery store and pharmacy, and other community-serving retail will provide access to healthy foods while also creating new employment opportunities. New commercial and institutional space will be integrated with existing uses that are being retained. MDHA's Section 3 plan will ensure that at least 30% of new jobs created will be filled by Section 3-eligible individuals and 10% of construction contracts are held by Section 3 eligible businesses.
- New and repositioned green space and parks will provide a healthier and safer environment for children and families, as well as for diverse groups of neighborhood residents to interact and engage with each other. The Plan seeks to create a central park with a range of amenities, and introduces a hiker/biker connection to the

planned greenway along the Cumberland River. The Plan also embraces green and sustainable practices for a healthier community.

- The Plan introduces new educational opportunities including potentially a new early learning facility and library. It is assumed that the new educational opportunities, coupled with a repositioning of the existing Kirkpatrick Elementary

School, along with a range of supportive services (including health and wellness and employment), will serve as a focal point of the new community, providing high quality education and supportive services to residents in the community.

The report is organized as follows:

1	PLANNING PROCESS	Provides a summary of the process and efforts to engage impacted residents, the broader community and stakeholders in the development of a redevelopment plan (the Plan).
2	EXISTING CONDITIONS	Summarizes the existing conditions that informed the planning process.
3	PROPOSED PLAN	Outlines a series of alternatives considered followed by a recommended plan. The alternatives presented incorporate comments, concerns and feedback from residents and stakeholders at public meetings, design charette, community advisory meetings and a resident survey.
4	IMPLEMENTATION APPROACH AND ASSUMPTIONS	Outlines an action plan for implementation of the recommended plan and suggestions for public/private partnerships, potential funding sources and an action plan to guide the early start period - the next 1-2 years. The Plan framework is inherently flexible and it is assumed that the Plan will be refined over time.



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# Planning Process

<b>Community Engagement .....</b>	<b>3</b>
CAG Membership & Meetings	
Resident Meetings & Focus Groups	
Community Input	
Design Charette	
<b>Survey of Public Housing Residents .....</b>	<b>9</b>
<b>Planning Timeline.....</b>	<b>14</b>



# COMMUNITY ENGAGEMENT

Envision Cayce was a 12-month planning process to develop a master plan for the revitalization of the Cayce Place community, a 716-unit public housing development situated on 63 acres in East Nashville and the largest public housing community owned and managed by MDHA.

From the onset, the planning process was community-driven where the planning team engaged interested residents, community stakeholders and various Metro Nashville departments. A resident survey, public meetings, focus group meetings, and one-on-one interviews helped shape the Plan and its approach. The Plan will guide the revitalization of Cayce Place and the transformation of this segment of East Nashville in a manner that will be the least disruptive to Cayce residents and the most cost-effective for MDHA and the City of Nashville.

The planning process involved four essential rounds of meetings that engaged Cayce residents, a Community Advisory Group and the general public.

## ESSENTIAL MEETINGS

**Round 1:** Understanding the Planning Process and Setting Expectations

**Round 2:** Presentation of Existing Conditions and Facilitation of Design Charette

**Round 3:** Presentation of Resident Survey/Needs Assessment Findings and Preliminary Revitalization Options and Alternatives

**Round 4:** Overview of the Recommended Plan and Implementation Approach



Exhibit 1-1: Public Meeting / Design Charette

## COMMUNITY ENGAGEMENT CAG MEMBERSHIP & MEETINGS

MDHA assembled an 18-member Community Advisory Group (CAG) consisting of Cayce residents, area service providers, nearby landowners and residents, local business owners, city staff, and MDHA representatives. The CAG represented varied interests in the creation of a redevelopment strategy for Cayce Place, and CAG meetings presented the opportunity for stakeholders to come together around a common goal of improving the Cayce Place

community, which made for thought-provoking dialogue and vital feedback throughout the planning process.

In addition to being a key resource in assuring all voices were heard, the CAG members were charged with sharing information from the planning process with those stakeholders they represented. Information provided during the CAG meetings was in the

form of dialogue, which proved to be vital to the success of the master planning process and ultimately its future implementation. The CAG meetings were typically held following Cayce resident-only meetings and the public/community meetings with a very similar meeting format.

### COMMUNITY ADVISORY GROUP MEMBERS

- |   |  |   |
|---|--|---|
| <ul style="list-style-type: none"> <li>▪ <b>Peter Westerholm</b><br/>District 6<br/>Metro Councilman</li> <li>▪ <b>Melvin Black</b><br/>MDHA Board of Commissioners<br/>Housing Committee Chair</li> <li>▪ <b>Mary Bufwack</b><br/>United Neighborhood Health<br/>Services<br/>CEO</li> <li>▪ <b>Judith Byrd</b><br/>Historic Edgefield Resident</li> <li>▪ <b>Tomeka Drake</b><br/>Cayce Place Resident</li> <li>▪ <b>Marsha Edwards</b><br/>Martha O'Bryan Center<br/>Executive Director</li> </ul> | <ul style="list-style-type: none"> <li>▪ <b>Gary Gaston</b><br/>Nashville Civic Design Center<br/>Design Director</li> <li>▪ <b>Randall Gilbert</b><br/>Cayce Place Revitalization Foundation<br/>President</li> <li>▪ <b>Tam Gordon</b><br/>Office of the Mayor</li> <li>▪ <b>Jimmy Granbery</b><br/>MDHA Board of Commissioners<br/>Development Committee Chair</li> <li>▪ <b>Wayne Harnack</b><br/>PSI</li> <li>▪ <b>Quanasa Horton</b><br/>Cayce Place Resident</li> </ul> | <ul style="list-style-type: none"> <li>▪ <b>Rich McCoy</b><br/>ReDiscover East Board Member</li> <li>▪ <b>Vernell McHenry</b><br/>Cayce Place Resident</li> <li>▪ <b>Ralph Mosley</b><br/>MDHA Board of Commissioners<br/>Chair</li> <li>▪ <b>Les Neely</b><br/>Tameco Property Management<br/>(CWA)</li> <li>▪ <b>Loretta Owen</b><br/>The Housing Fund<br/>Executive Director</li> <li>▪ <b>John Zirker</b><br/>Cayce Place Resident Association<br/>President</li> </ul> |
|---|--|---|



Table 1-1: CAG Members



## COMMUNITY ENGAGEMENT RESIDENT MEETINGS & FOCUS GROUPS



### Cayce Place

It was very important to the planning team and MDHA that Cayce residents were engaged throughout the planning process and were active participants in planning for a “new” Cayce Place. As such, a concerted effort was taken to ensure that interested residents’ voices were heard. For instance, in addition to residents serving as members of the CAG, resident-only meetings were held solely for Cayce residents, which were scheduled in the early afternoon as the optimal time of the day when the majority of Cayce residents would be available to participate in the planning process. The meetings averaged approximately 50 attendees. The same meeting format was held in the evening for the general public and many Cayce residents were in attendance.

In addition to the resident-only meetings, the planning team held a focus group meeting with Cayce residents. The focus group meetings presented an opportunity for dialogue with the Cayce residents on specific questions: If you could design a “new” Cayce Place, what would be different? What would be the same? The feedback from the focus group meeting was instrumental in understanding what was important to Cayce residents as they envisioned a “new” Cayce Place. The resident-only meetings were held at Martha O’Bryan Center, and the focus

group meetings were held at MDHA’s Gerald Nicely Building.

### Lenore Gardens

MDHA requested that a special meeting be held with Lenore Gardens residents. Lenore Gardens is a 75-unit apartment complex owned by MDHA adjacent to Cayce Place. The units are unassisted, though Voucher holders are accepted. Lenore Gardens residents expressed interest in what would be involved in planning and developing the “new” Cayce Place. The planning team utilized this opportunity to dispel myths and to hear from nearby non-Cayce residents about what would be beneficial to them in the larger neighborhood. Many of the desires and concerns expressed by Lenore Gardens residents coincided with those of Cayce residents.

## COMMUNITY ENGAGEMENT

### COMMUNITY INPUT

#### Larger Nashville Community

The planning team and MDHA anticipated the Cayce Place revitalization strategy would be of interest to the East Nashville neighborhoods and the larger Nashville community, including the public and non-profit organizations serving Cayce residents. As such, four public meetings were held in the exact format as the resident-only meetings. These public meetings averaged nearly 120 attendees including Cayce and neighborhood residents, East Nashville residents and businesses, CAG members, elected and appointed officials, MDHA staff and some from the larger Nashville community. Participants representing a variety of interests clearly demonstrated the support for a successful redevelopment of Cayce Place.

#### Resource Fair

On July 18, 2013, MDHA held a Cayce Community Resident Fair, which took place at the Resident Association building on-site at Cayce Place. The planning team along with other service providers was on hand to answer questions from Cayce residents. The fair provided an additional avenue to disseminate information about the master planning process and to obtain valuable feedback from Cayce residents.

#### Stakeholder Interviews & Meetings

Over twenty interviews were held with nearby landowners, managers of adjacent properties and community service providers near Cayce Place. These stakeholders included Metro Government, nonprofit organizations, businesses and real estate developers. The one-on-one interviews were key in establishing the initial preliminary revitalization alternatives that ultimately led to the proposed redevelopment plan. The planning team utilized these interviews to better understand the roles the nearby landowners and community providers could play during the implementation and in the “new” Cayce Place community. For instance, Metro Parks discovered critical information about the current use of Kirkpatrick Park and as a result, the new Cayce plan includes the reconfiguration and programming of the park to better integrate its offerings into the larger redevelopment plan for Cayce Place.





## COMMUNITY ENGAGEMENT DESIGN CHARETTE

The planning team hosted a public meeting and design charrette at Kirkpatrick Elementary School to gather input from community residents and stakeholders. The goal was to receive specific community input on the vision for a revitalized Cayce Place. The meeting was broken into two parts, a formal presentation and a group visioning exercise. The formal presentation included a summary of what the planning team had learned and heard so far and examples of successful redevelopment projects across the country in order to jumpstart the creative process. The participants were then broken into groups at random in order to create a healthy dialogue about the Plan. Attendants were asked the following questions to help facilitate the table dialogue:

### QUESTIONS TO BE CONSIDERED

- What uses should be included in the Plan?
- How can we improve access, transportation and connectivity?
- What amenities/services/community facilities should be provided or improved?

Fourteen different community plans emerged from the charrette, many with common objectives, themes, and ideas.

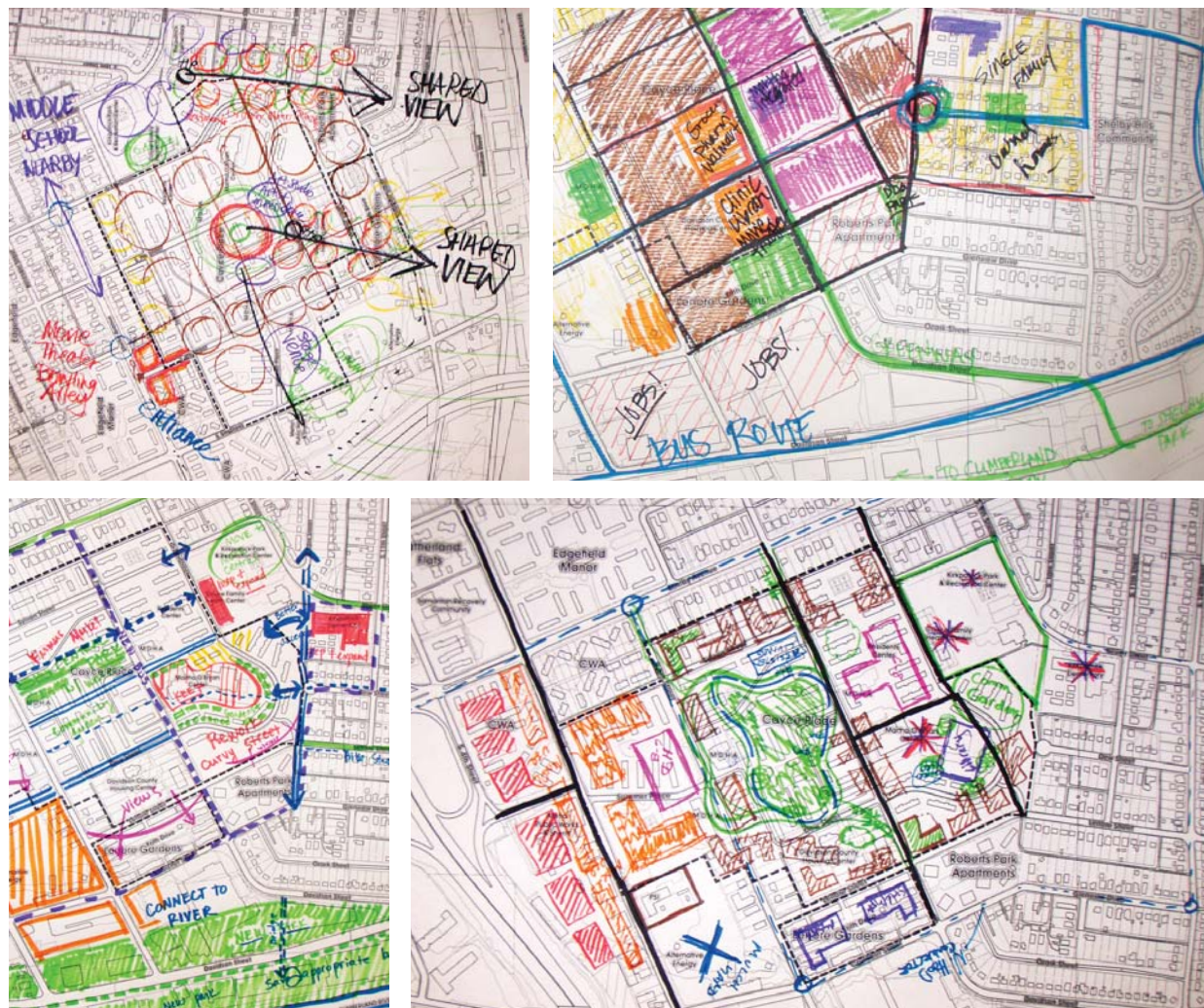


Exhibit 1-2: Community Plans from Table Exercise

# COMMUNITY ENGAGEMENT DESIGN CHARETTE

## CHARETTE COMMON THEMES

- Keep existing assets (such as Cayce Family Health Center, Martha O'Bryan Center and Kirkpatrick Elementary School) in the neighborhood
- Develop a mixture of housing types, affordability options and density ranges
- Provide more commercial services (Grocery, Pharmacy, Restaurants, etc.)
- Create more street connections/reconnect the neighborhood street grid
- Improve common areas/open space, play areas, community garden and adult recreation opportunities
- Provide safer streets (sidewalks, crosswalks, etc.)
- Expand parking options
- Support expanding study area
- Create stronger connections to downtown, the river, and Shelby Park





# SURVEY OF PUBLIC HOUSING RESIDENTS

As part of the Envision Cayce planning process, EJP Consulting Group developed and conducted a survey of the families currently living in Cayce Place, with the assistance of key partners: the Martha O'Bryan Center, Urban Blueprint, and MDHA. The survey was conducted by a combination of Cayce Place residents and community members during a 3-week period in May and June 2013. Survey question topics included employment; neighborhood safety, resources, and services; transportation; children and youth; health; housing preferences for future redevelopment; and community involvement. The survey data was supplemented by MDHA administrative demographic data for Cayce Place households (as of

**The response rate for the survey was 77% (554 out of 716 households)**

January 2013), as well as an excerpt of data from a Promise Neighborhood Community Survey conducted by the Martha O'Bryan Center in 2012. Unless otherwise noted, all data in the remainder of this section is from the Resident Survey.

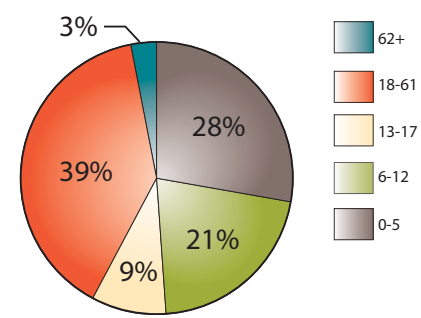
## Household Characteristics

As of July 2013, there were 709 families living in Cayce Place, an occupancy rate of 99 percent. On average, families had lived in East Nashville for 18.3 years. These families are comprised of 1,992 household members, for an average household size of 2.8. Ninety-three percent of households are female

headed, 87 percent of household members are Black, and less than one percent are Hispanic. Seventy-six percent of households have at least one child, 5 percent of those households are grand-families (seniors caring for dependent children and/or grandchildren), and 58 percent of the population is less than 18 years of age.

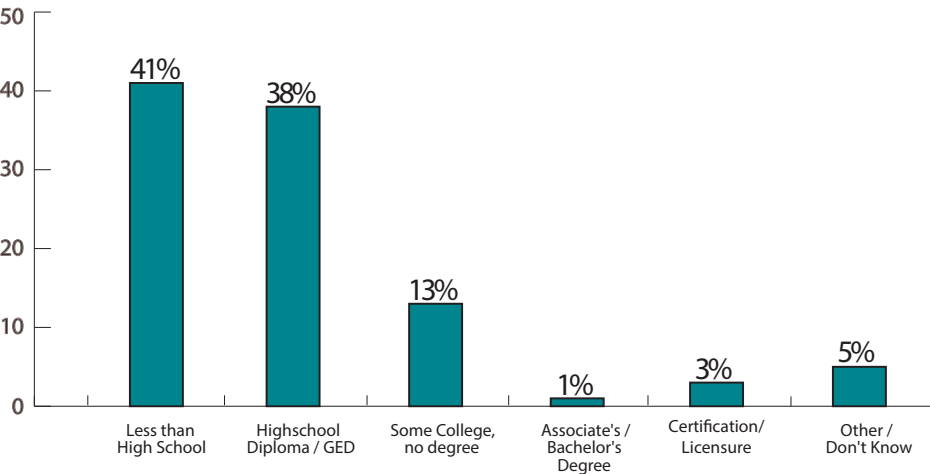
Overall, educational attainment among adult household members is low: 41 percent have less than a high school degree; 38 percent have a high school diploma or GED only.

Resident Age Distribution



<sup>1</sup> Source: MDHA Administrative Data

Educational Attainment



# SURVEY OF PUBLIC HOUSING RESIDENTS

## Income and Employment

Among Cayce Place households, MDHA administrative data shows an average household income of \$5,482, with 36 percent earning wage income.

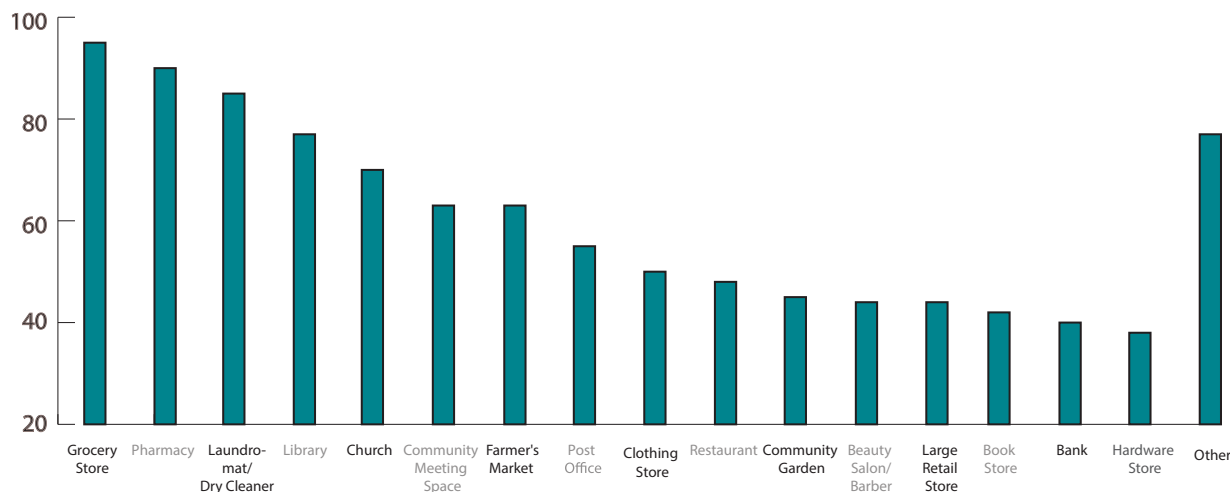
Survey data indicates that 33 percent of households have at least one person who is employed. Of those employed, a majority (61 percent) worked 30 or fewer hours per

**Average household income among Cayce Place residents is about 1/12 that of their neighbors in East Nashville.**

week. Among those employed, the most common industries are restaurant/food service (35 percent), hotel/hospitality (21 percent), health care/social services (16 percent), retail/sales (16 percent), child care (14 percent), and maintenance/janitorial (13 percent). Residents expressed the most interest in future work in the child care (10 percent) and health care/social services (8 percent) industries.

Residents indicated a variety of barriers to work, including affordable child care (19 percent), transportation (17 percent), and a disability (15 percent), though 40 percent indicated no barriers to finding and/or maintaining work.

"Very Needed" in the Neighborhood

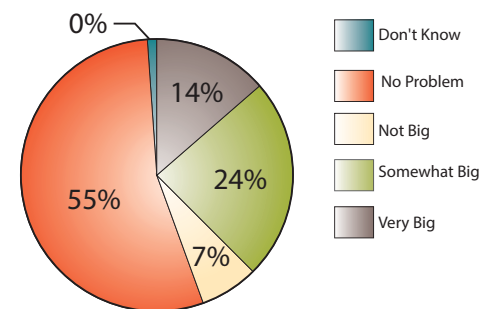


## Mobility & Transportation

Cayce Place survey respondents indicated their primary mode of transportation was their own car or truck (38 percent), the bus (35 percent), and a ride from family or friends (21 percent). Thirty-eight percent of respondents said transportation was a very big or somewhat big barrier to carrying out daily activities (a majority of whom used the bus as their primary mode of transportation).

Sixty-two percent of households do not have a car and 13 percent indicated public transportation is inadequate to get where they need to go. The average number of cars per household is 0.39. Among those who are employed, 71 percent indicated it took 30 minutes or less to work.

Transportation Barrier





# SURVEY OF PUBLIC HOUSING RESIDENTS

## Neighborhood Resources

Community residents expressed a great need for improved neighborhood resources. When asked about which amenities are most needed in the Cayce Place neighborhood, almost all respondents reported that a grocery store or supermarket was very needed (95 percent), followed by a pharmacy or drug store (89 percent), a laundromat or dry cleaner (86 percent), and a library (79 percent).

Survey findings indicate a need for additional computer and internet access for Cayce Place residents:

69%	Indicated they currently have access to the internet; 70 percent access the internet through their smart phones
39%	Have computer or computing devices other than a phone in their household
25%	Indicated they would be very or somewhat likely to use a neighborhood computer center if one were built in the Cayce Place neighborhood

42% indicated their neighborhood rarely or almost never helps them fulfill their needs.

-Promise Neighborhood Community Survey

## Supportive Services

Seventy-eight percent of respondents indicated using at least one type of supportive service in the past 12 months, with food or meal assistance (66 percent) and health care services (52 percent) as the most common. Respondents were generally satisfied with the services they receive.

The most common services that respondents indicated they need right now are job training (59 percent), computer training (47 percent), college prep (45 percent), youth programs (44 percent), credit repair (43 percent), and GED prep and testing (42 percent). A majority (69 percent) of respondents do not have trouble accessing the services that are available to them; the most common barrier cited (18 percent) was not knowing about the services available.

Only three percent of the Cayce Place population are seniors (62 or older), 23 percent of households include someone with either a physical (15 percent) or mental (12 percent) disability. Respondents indicated the services that would best assist disabled persons to manage their daily activities are: better transportation (11 percent), accessible housing units (8 percent), and mental health counseling (7 percent).

## Civic Engagement/Sense of Community

Eighty-four percent of respondents are not currently participating in an association or organization in their community or neighborhood, though 51 percent indicated they are very or somewhat likely to participate in one in the future. Sixty-nine percent are registered voters; 65 percent have voted at least once in the last four years.

While current engagement levels are low, about 1/5 of respondents expressed interest in participating in advisory groups for the Cayce redevelopment planning process.

While respondents indicated strong relationships with their neighbors, the sense of trust and community among neighbors appears limited. For example:

- 28% of respondents have a family member living in another unit within Cayce Place.
- A majority (63%) of respondents agreed or strongly agreed that they have good relationships with others in their community.
- On the other hand, 75% of respondents disagreed or strongly disagreed that people in their community could be trusted; and
- 63% disagreed or strongly disagreed that people in their community share the same values.

# SURVEY OF PUBLIC HOUSING RESIDENTS

## Health

While a majority of Cayce Place residents have a primary care provider (80 percent), access to medical services in the neighborhood appear limited, or in need of improvement or expansion. Only fifteen percent of residents use the United Neighborhood Health Services (UNHS) Cayce Family Clinic in the neighborhood, and 65 percent use another primary care doctor. However,

**Two-thirds of residents reported being in excellent or good health.**

**-Promise Neighborhood Community Survey**

17 percent reported they go to an emergency room when sick or in need of health advice. Twenty-nine percent indicated that there are not medical services in the neighborhood they can use, and 47 percent described the medical services that are in the neighborhood as average, poor or very poor.

The most frequently cited barriers to accessing quality, affordable care are cost (18 percent), transportation (17 percent), and eligibility (13 percent), though 65 percent indicated no barriers at all. The most common unmet health care needs are dental services (48 percent) and vision care services (39 percent).

## Children, Youth, & Education

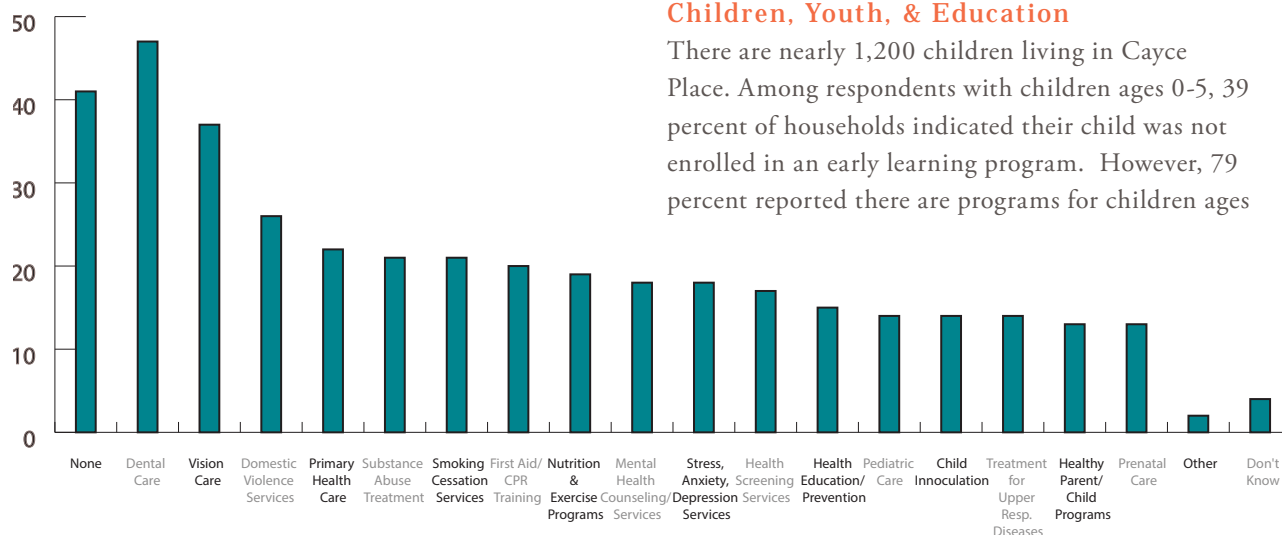
There are nearly 1,200 children living in Cayce Place. Among respondents with children ages 0-5, 39 percent of households indicated their child was not enrolled in an early learning program. However, 79 percent reported there are programs for children ages

0 to 5 in the neighborhood and 71 percent said those programs are of good or excellent quality.

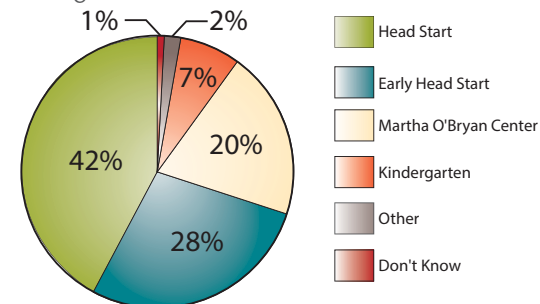
School-aged children attend more than 20 different schools, but a majority attend Kirkpatrick Elementary School (37 percent), Stratford High School (23 percent), Warner Elementary School (19 percent), and Bailey Middle School (17 percent). Overall, 78 percent of residents believe the quality of their children's education is excellent or good.

Most survey respondents indicated they feel their children are very or somewhat safe both at school (72 percent) and traveling to and from school (88 percent). However, almost half (47 percent) disagree or strongly disagree with the statement that they are comfortable taking their children to parks and playgrounds in the neighborhood.

Unmet Health Care Needs



Early Learning Program Enrollment Among Those Enrolled



<sup>1</sup> Note: the 2012 Nashville Schools Report Card shows at all four schools a majority of children attending perform below the district average in student achievement: <http://www.scorecard.mnps.org/page93333.aspx> Accessed June 21, 2013.



# SURVEY OF PUBLIC HOUSING RESIDENTS

## Public Safety

Survey respondents expressed safety concerns about their neighborhood. The most common types of crimes that respondents have experienced include: hearing gun shots (79 percent), teenage fighting (57 percent), and sale of drugs (46 percent).

Respondents indicated that many different types of public safety strategies were needed to make the Cayce Place neighborhood safer, with the most support for better security systems (86 percent), better street lighting (81 percent), anti-gang initiatives (80 percent), and youth violence and crime prevention programs (80 percent).

## New / Replacement Housing

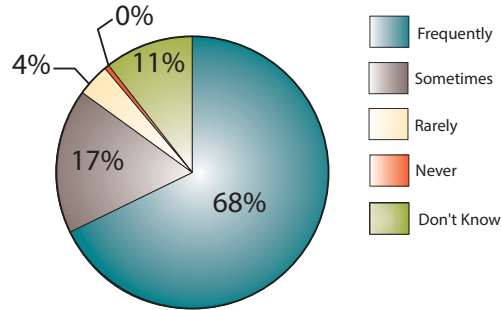
Respondents were supportive of all types of proposed physical improvements in the redeveloped units, with the most support for larger units (92 percent), private back and front yards (90 percent for both), and more parking (86 percent). Ten percent (60) indicated they would need a physically accessible unit, 3 percent (18) indicated they would need a visual accessible unit, and one percent (7) indicated they would need a hearing accessible unit.

Seventy-eight percent of respondents indicated they would like to live in one of the new replacement units, if Cayce Place is redeveloped.

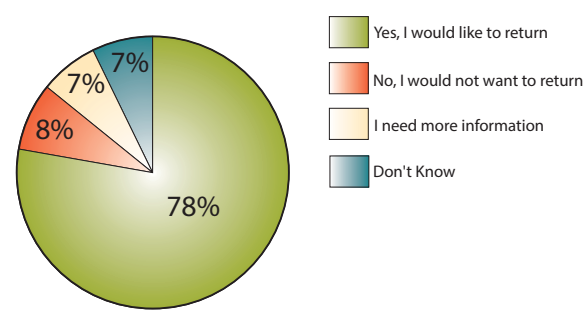
Perception of Crime

68%	Think crime occurs frequently in the neighborhood
39%	Feel somewhat or very unsafe in their neighborhood during the day, 61 percent at night
25%	Feel somewhat or very unsafe in the unit they live in

Perceived Frequency of Crime



Relocation Preferences



# PLANNING TIMELINE

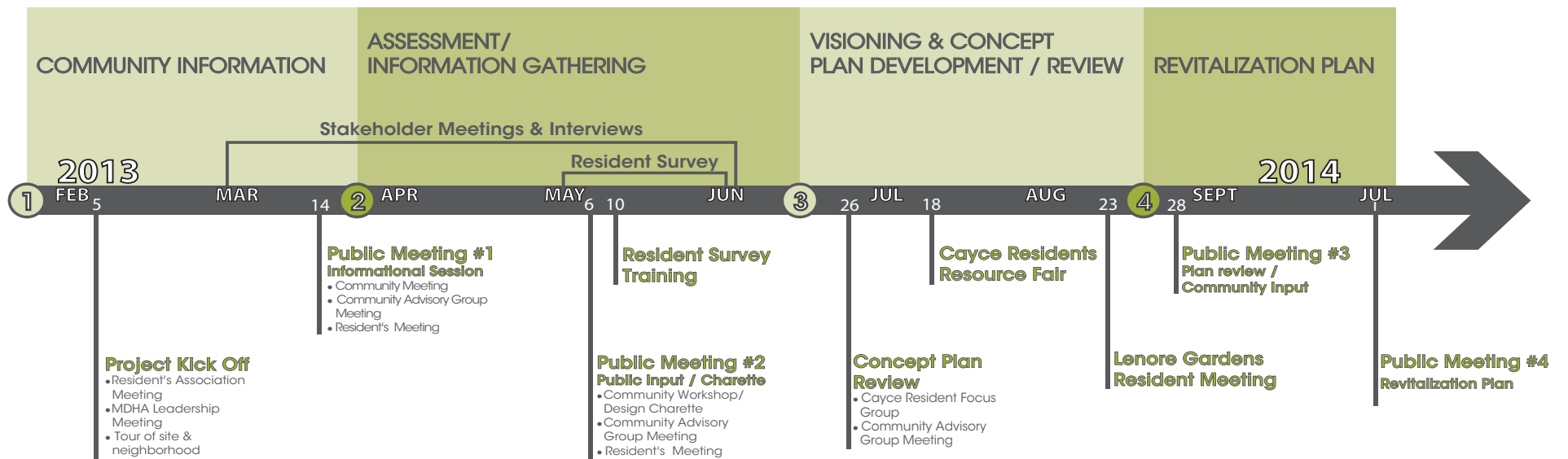


Exhibit 1-3: Project Timeline





Historic  
East End

Historic  
Edgefield

Fatherland  
Flats

Edgefield  
Manor

CWA

Samaritan Recovery  
Community

CWA

CWA

Cayce Place

Residents  
Center

MDHA

Marjorie O'Bryan  
Center

Cayce Family  
Health Center

Kirkpatrick  
Elementary

Shelby Hills  
Community

Shelby Park

Roberts Park  
Apartments

Lenore Gardens

Metro  
Public Works  
& Sheriff

PSI

Alternative  
Energy

Davidson County  
Housing Center

Dew Street

Lenore Street

Electric Avenue

Fulton Street

Court Street

Boswell Street

Lillian Street

S. 14th Street

S. 15th Street

S. 16th Street

S. 17th Street

S. 18th Street

S. 19th Street

S. 20th Street

S. 21st Street

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S. 98th Street

S. 99th Street

S. 100th Street



# Existing Conditions

<b>Profile of Cayce Place .....</b>	<b>17</b>
Community Profile	
Site Profile	
History	
<b>Profile of Neighborhood .....</b>	<b>21</b>
Revitalization Plan Study Area	
Land Uses & Assets	
Neighborhood Context	
Cayce Place Building & Unit Information	
Location & Market	
Zoning	
Transportation & Access	
Open Space, Parks, & Recreation	
Site Conditions	
Existing Infrastructure	
<b>Consistency &amp; Alignment with Other Plans .....</b>	<b>36</b>



## PROFILE OF CAYCE PLACE

### COMMUNITY PROFILE



Exhibit 2-1: Location Map

The 63-acre Cayce Place community, consisting of 716 public family housing units, is located in a densely populated urban area within a mile of downtown Nashville. The site is centrally located and contains stunning views of downtown with direct access to the interstate system. Cayce Place lies near one of the major gateways into East Nashville, a popular urban neighborhood. East Nashville has experienced significant growth in recent years with the addition of new housing, rehabilitation of historic housing and new commercial investment. The “Five Points area” of East Nashville, a popular commercial destination, is conveniently located within a mile of Cayce. The rapid commercial investment and increased housing values in the area has reduced the quantity of affordable and workforce housing options in the community

## PROFILE OF CAYCE PLACE

### SITE PROFILE

Cayce Place is surrounded by residential uses and isolated from essential service retail including grocery stores and access to healthy foods. Only one retailer, the Family Dollar, is within close proximity of Cayce Place at the corner of Shelby Ave. and S. 6th Street. Other commercial areas are nearly a mile away, including Main Street, Five Points, and Martin Corner where the closest grocery store is located.

Several MDHA facilities serving both the Cayce community and the greater Nashville community are located within Cayce Place, including MDHA's main administrative offices (Gerald Nicely Building), their city-wide Section 8 office, construction administration office, informational technology office and vehicle fleet maintenance facility.

Internal open space is integrated throughout the development including several playgrounds, basketball courts and sitting areas. While sparsely activated and programmed, open spaces, plazas, and park courts are situated between housing units throughout the site.



Exhibit 2-2: Existing Conditions Map



## PROFILE OF CAYCE PLACE HISTORY

### Cayce Place

In 1938, the nation was in a housing crisis and MDHA was created to help house Nashville's working poor and provide new construction jobs. The Housing Authority immediately began working on the first of two low rent housing projects, Boscobel Heights (Cayce Place) and J.C. Napier Homes. Envisioned as a place for the future, Boscobel Heights was part of the Urban Renewal movement that strived to build a better quality of life for city residents, which included the clustering of dense housing around open spaces and playgrounds.

Boscobel College for Young Ladies operated on the site from 1889 to 1914. Boscobel, which means "beautiful grove", was the name given to the mansion on the grounds by the original property owner and one of Nashville's prominent residents, John Shelby.

When Boscobel College closed its doors in 1914, the property was then occupied by the National Baptist Seminary until 1931. A large portion of the site was damaged in the Great fire of 1916 which left very few structures in tact within the area. The site comprised of 10 acres and stretched several city blocks from South 7th Street to South 5th Street and from Shelby Avenue to Lenore Street. The college site was



Exhibit 2-3: Original Community Building



Exhibit 2-4: Boscobel Mansion



Exhibit 2-5: Boscobel Heights Plan



## PROFILE OF CAYCE PLACE HISTORY

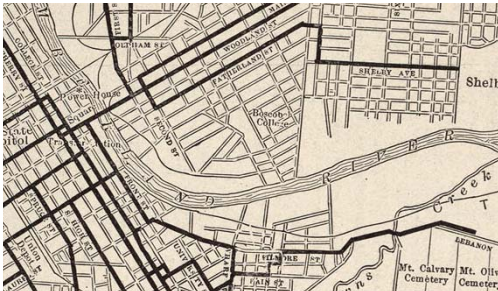


Exhibit 2-6: Historic Trolley Lines



Exhibit 2-7: Boscobel Heights (Cayce-1950's)

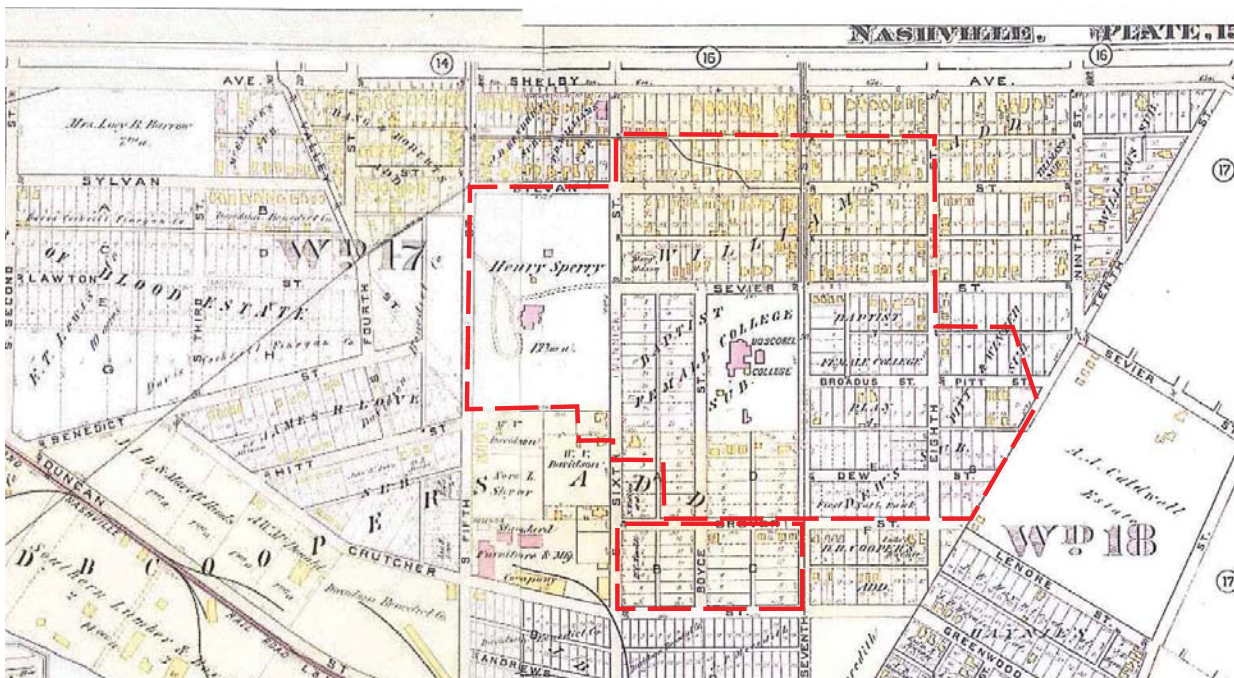


Exhibit 2-8: Historic Map (Pre-Boscobel Heights) - 1908

considered a “haven” for pupils and a respite from the busy city life. Graced with significant hardwood tree cover and rolling hills, the site was very bucolic and scenic.

The historic Shelby Williams Mansion, along with forty other structures that formed Boscobel College, was demolished with the construction of Boscobel Heights, today known as Cayce Place. James A. Cayce, chairman of the Nashville Housing Authority Board, died in 1940 during the planning of the urban renewal project and the development was instead named in his honor. Cayce was a prominent Nashville businessman who had many successful business enterprises and civic roles including serving as President of the B.H. Stief Jewelry Co., founding member of the Rotary Club of Nashville in 1913 and chair of the Nashville Fair Board. Construction of the project was stretched into three phases starting in 1941 and continuing through 1956.

From the start, the community was largely isolated from downtown and surrounding residential neighborhoods by the Cumberland River and adjacent industrial uses. In 1964, Interstate 65 was built adjacent to the site further isolating the community.



# PROFILE OF NEIGHBORHOOD REVITALIZATION PLAN STUDY AREA

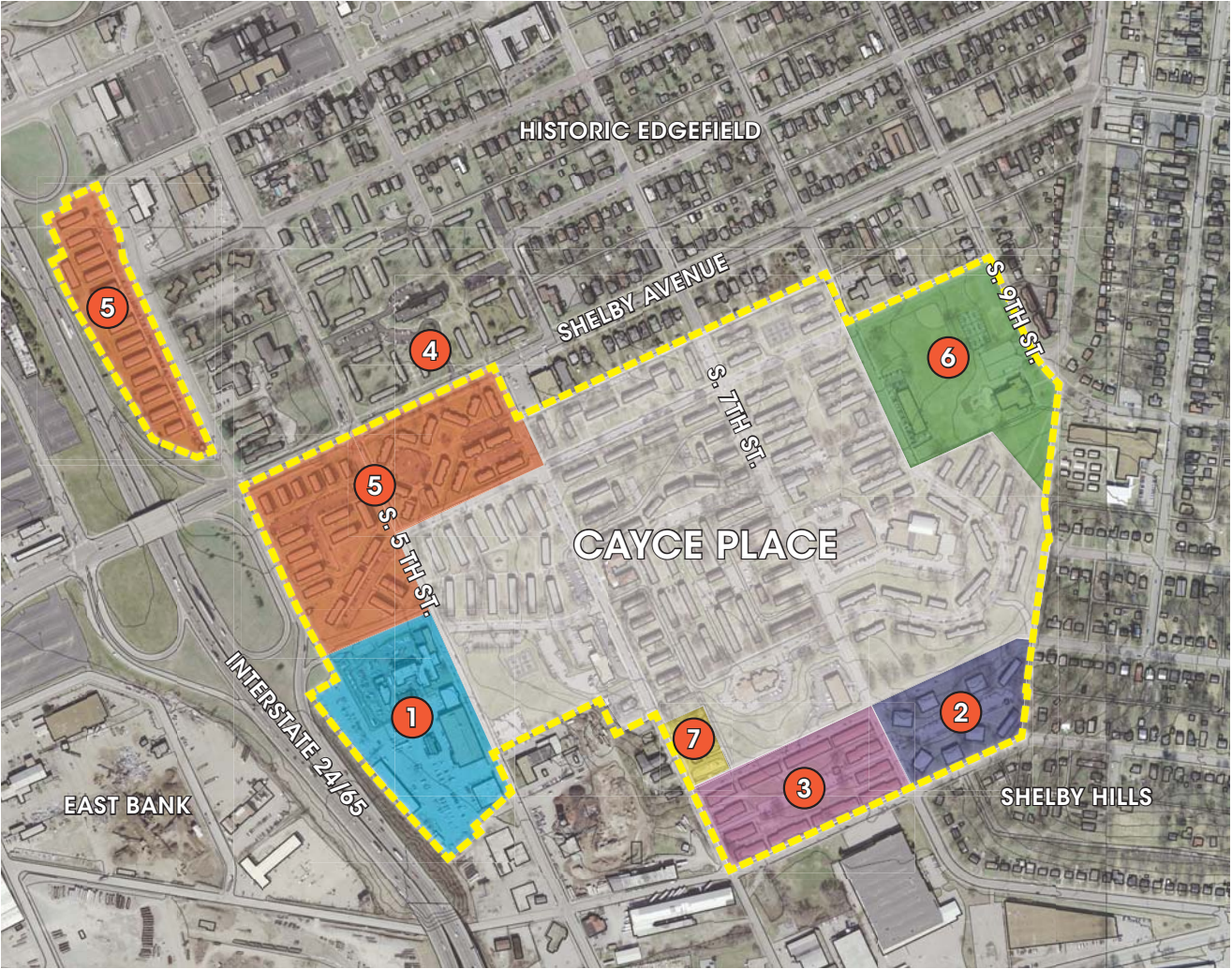


Exhibit 2-9: Envision Cayce Revitalization Plan - Ownership

- 1 Public Works + Sheriff's Office (Metro)
- 2 Roberts Park Apartments (Private)
- 3 Lenore Gardens (MDHA)
- 4 Edgefield Manor (MDHA)
- 5 Communication Workers of America
- 6 Kirkpatrick Park+Comm. Center (Metro)
- 7 Private Property

COMMUNITY	UNITS	TYPE
Cayce Place	716	Public housing
Roberts Park	74	Private unassisted housing
Lenore Gardens	75	Public unassisted housing
Edgefield Manor	220	Public housing designated elderly / disabled
CWA	252	Section 8 project based



## PROFILE OF NEIGHBORHOOD REVITALIZATION PLAN STUDY AREA

MDHA owns and operates three existing properties in the community - Cayce Place, Lenore Gardens and Edgefield Manor. Cayce Place consists of 63 acres of land and Lenore Gardens adds an additional 5.49 acres. Edgefield Manor is home to 220 senior housing units within one main apartment tower and several, newly renovated stand-alone 1-story structures. The study area expands beyond Cayce's borders to include strategic properties directly connected to Cayce Place including CWA which MDHA is currently in the process of purchasing. The expanded study area is surrounded by industrial uses and single family housing, with a high concentration of owner-occupied units.

The historic Shelby Hills neighborhood is situated to the east of Cayce containing a mixture of historic single family bungalows and cottages. The Historic Edgefield community is located to the north of Cayce and consists of some of the oldest single family homes in Nashville comprised of many architectural styles. The Cumberland River is located two blocks South of Cayce separated by industrial uses.



Exhibit 2-10: Aerial View of Cayce Place

## PROFILE OF NEIGHBORHOOD LAND USES & ASSETS



Exhibit 2-11: Existing Land Use Map



## PROFILE OF NEIGHBORHOOD LAND USES & ASSETS

Cayce Place is home to many community resources ranging from primary education to outreach and service providers. The Martha O'Bryan Center is a local non-profit organization that empowers children youth and adults in poverty to transform their lives through work, education, employment and fellowship. The Martha O'Bryan Center operates from within the Cayce community and is a vital resource for the residents. The center focuses on outreach, education and employment opportunities for families in need. The facilities includes a youth day care, gym, outreach center, and classrooms.

Kirkpatrick Community Center and Park are located adjacent to Cayce Place on approximately seven acres of land fronting S. 9th Street. The Kirkpatrick Community Center administers many after-school programs and activities for neighborhood youth and contains a full gym, work out facility, playground, and athletic fields. The park and community center facility are largely fenced off from the Cayce community creating a barrier to residents' use of the facilities.

There are over a dozen churches in the area that offer fellowship and community services to many Cayce residents (See Exhibit 2-12).

Kirkpatrick Elementary School is located adjacent to Kirkpatrick Community Center on South 9th Street and is the primary K-4 school serving the community. It is part of the "Stratford Cluster" within the Metropolitan Nashville Public School network. Kirkpatrick Elementary has a strong relationship with the Cayce community including being a PENCIL community partner through the Martha O'Bryan Center.

Cayce Family Health Center is owned and operated by United Neighborhood Health Services and specializes in preventative care and behavioral health. The Clinic is located at 617 South 8th Street directly adjacent to the Kirkpatrick Community Center and Park.

Perhaps the site's primary asset beyond location and community facilities is the healthy mature tree canopy. In addition to trees planted during the construction of Cayce, existing trees were preserved creating one of the most heavily treed areas in urban Nashville today.





## PROFILE OF NEIGHBORHOOD NEIGHBORHOOD CONTEXT

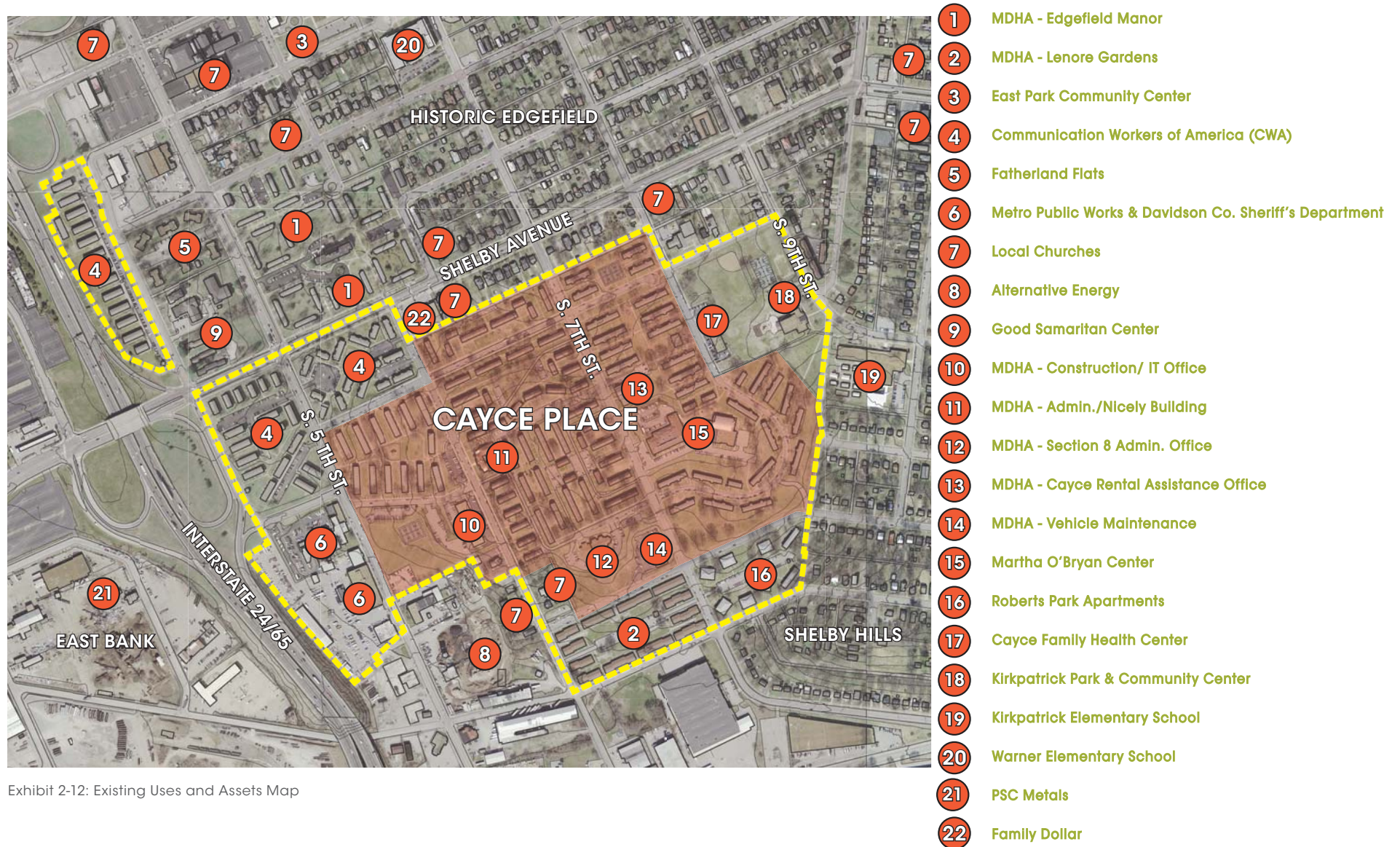
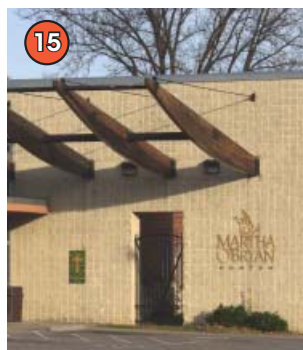


Exhibit 2-12: Existing Uses and Assets Map



# PROFILE OF NEIGHBORHOOD NEIGHBORHOOD CONTEXT





## PROFILE OF NEIGHBORHOOD CAYCE PLACE BUILDING & UNIT INFORMATION

Cayce Place housing units consist of two story town-house buildings and two story multifamily walk up units. The typical individual unit consists of a small living space at the entry joined with a ground floor bathroom and kitchen. Upstairs contains bedrooms and a single bathroom. There are many bedroom configurations available within the units ranging from 1 bedroom accessible units to 5 bedroom units. See Table 2-2 for more Resident profile information.

The site contains 91 residential buildings (615,000 +/- sq. ft.) and 9 management and maintenance buildings (76,000 +/- sq. ft.) for a total of 100 buildings (691,000 +/- sq. ft.).



Interior Unit - Kitchen



Cayce Place Interior Court



Cayce Place Front Courtyard



Cayce Place Streetscape

BEDROOM TYPE	NO. OF UNITS
1-BR	130
2-BR	344
3-BR	190
4-BR	44
5-BR	8
	716 Units Total in 91 Garden-style Buildings on 63 Acres

Table 2-1: Cayce Place Housing Bedroom Distribution

CAYCE PLACE RESIDENT PROFILE		
Population	709 households 1,992 people Avg Household Size: 2.8	
Age	830 Adults - 54 Seniors (62+) (3%)  1,162 Children (58%) - 550 0-5 Year Olds (28%) - 425 6-12 Year Olds (21%) - 187 13-17 Year Olds (9%)	
Sex	65% Female 35% Male	
Race / Ethnicity (Heads of Households)	87% Black 13% White 99% Non-Hispanic	

Table 2-2: Cayce Place Resident Profile



## PROFILE OF NEIGHBORHOOD LOCATION & MARKET

A site analysis was conducted to assess a number of factors impacting the overall marketability of the site(s) for housing and commercial uses, including location, transportation accessibility, visibility, physical attributes, surrounding uses and neighborhoods, marketing image, perceptions of crime, historical context, and others. Key findings are summarized below and detailed in the Market Assessment report available upon request.

Cayce Place is situated on the site of the former Boscobel College, but unfortunately little of this school's historic campus remains today. The site offers stunning views of Downtown Nashville through a mature canopy of trees and gently rolling topography characteristic of Middle Tennessee. The Cayce Place site is centrally-located for attracting market support for a variety of uses including housing and retail/commercial.

The site is accessible to I-24, and the "inner loop" of highways that provides access to a regional market, to Shelby Avenue and to neighborhood streets that link the site with other parts of a growing East Nashville community. Downtown Nashville, with its large and growing number of performance venues, museums, restaurants, and other amenities, is practically located in walking distance across the river.

Shelby Park, East Park, Cumberland Park and other public amenities are located nearby.

Surrounding neighborhoods in East Nashville are experiencing a renaissance and significant economic development. Nearby, Downtown and other inner-city neighborhoods are attracting housing development for an increasingly affluent market. High rental occupancies approaching 98% are contributing to an escalation in rents throughout much of the city. Thus, an effort to establish a strong, mixed-income community at Cayce Place that preserves and increases opportunities for affordable housing will become even more important in the future.

The expanded study area increases exposure to a regional market and enhances opportunities for establishing a new, mixed-income and mixed-use community. This market exposure is pivotal for attracting market-rate housing buyers, tenants and shoppers to the site. Ultimately, such exposure allows the site to reverse the "leakage" of income from the community and attract jobs and income to East Nashville and Cayce Place.



Martin Corner



Single Family



Five Points

## PROFILE OF NEIGHBORHOOD ZONING

### PUD / RM20

Cayce Place and the majority of the Revitalization Plan properties are currently zoned RM20 with a Planned Unit Development (PUD) overlay. The RM20 zoning district classification is intended for moderately high intensity multifamily structures of 20 units / acre and less. This zoning district encourages more intense residential development to meet the policy goals of encouraging transit and walkable communities, preserving open space and environmental features and providing a mix of housing types.

### CS - Commercial Services

The Public Works and Sheriff's Office site is zoned as Commercial Service (CS). The CS zoning category provides opportunities for a wide range of commercial services.

### OR20 - Office/Residential

A small portion of MDHA property on S. 6th St. is zoned Office/Residential (20 units/acre) or OR20. The OR20 zoning district is intended for a mixture of compatible office and multifamily residential uses at medium to high levels of density.

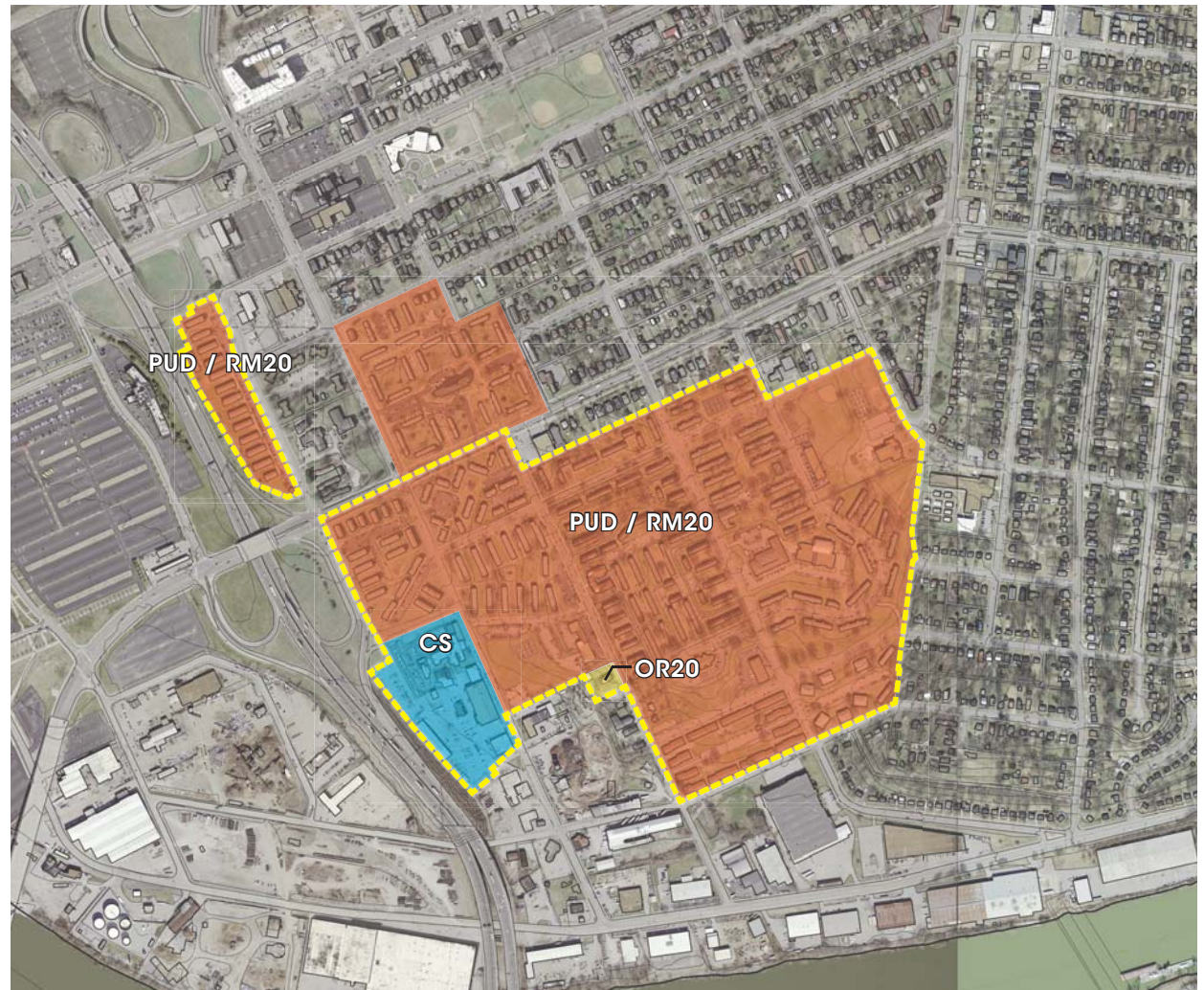


Exhibit 2-13: Zoning Map



## PROFILE OF NEIGHBORHOOD TRANSPORTATION & ACCESS

The neighborhood is primarily accessed via automobile from the I-65/I-24 interchange at the intersection of Shelby Avenue. Shelby Avenue is a major gateway connecting East Nashville to downtown and the interstate. It serves as the main access arterial for Cayce residents. MDHA is in the process of purchasing CWA apartments which will give Cayce direct frontage on Shelby Avenue.

The site is situated on several large “super blocks” with a healthy network of tree-lined neighborhood streets. Several street connections are blocked from adjacent neighborhoods to prevent “cross through” traffic. This compromises the inter-connectivity of residents to the surrounding community.

One of Cayce residents’ primary modes of transportation is via the city’s bus system. The bus system is, for many Cayce residents, a lifeline to critical services, jobs and medical care. Neighborhood residents are primarily served by the number 4 bus that travels inbound along Shelby Avenue to 5th Avenue South, terminating at the downtown bus station, Music City Central. The outbound route travels along Shelby Avenue to the heart of East Nashville and near many retail destinations. Based on a survey of Cayce Place households (77% response rate), only 38% of households own their own vehicle.



Exhibit 2-14: Transportation Plan

## PROFILE OF NEIGHBORHOOD OPEN SPACE, PARKS & RECREATION

In addition to Kirkpatrick Park and Community Center, which are located in the neighborhood, there are many recreational opportunities in the greater area including Shelby Park/Greenway (1.75 miles away), East Park (3/4 miles away) and Cumberland Park (1.20 miles away). Shelby Park is the largest of the three and contains a nature center, picnic shelters, ball fields, a golf course, walking trails and boat access to the Cumberland River. The trailhead to the extensive East Greenway system is located within Shelby Park. The greenway is over 12 miles in length extending from Shelby Park to the Percy Priest Reservoir with many amenities along the way.

East Park is located on Woodland Street within easy walking distance of Cayce and contains a larger regional community center with full gym, indoor pool and workout facilities. Cumberland Park is Nashville's newest park situated on the bluffs of the Cumberland River across from downtown Nashville. The world class park contains walking trails, a water park, and an outdoor amphitheater.

The Music City Bikeway is a 26 mile bike route that runs through the entire Nashville community. The bikeway is located on Davidson Street only two blocks away from Cayce Place connecting downtown to Shelby Park and extending along the Shelby Bottoms Greenway. Additional bike lanes exist along both sides of Shelby Avenue near Cayce Place.



Shelby Bottoms Greenway / Music City Bikeway



East Park Community Center



Shelby Park



East Park



Cumberland Park



Shelby Park Master Plan



## PROFILE OF NEIGHBORHOOD OPEN SPACE, PARKS & RECREATION

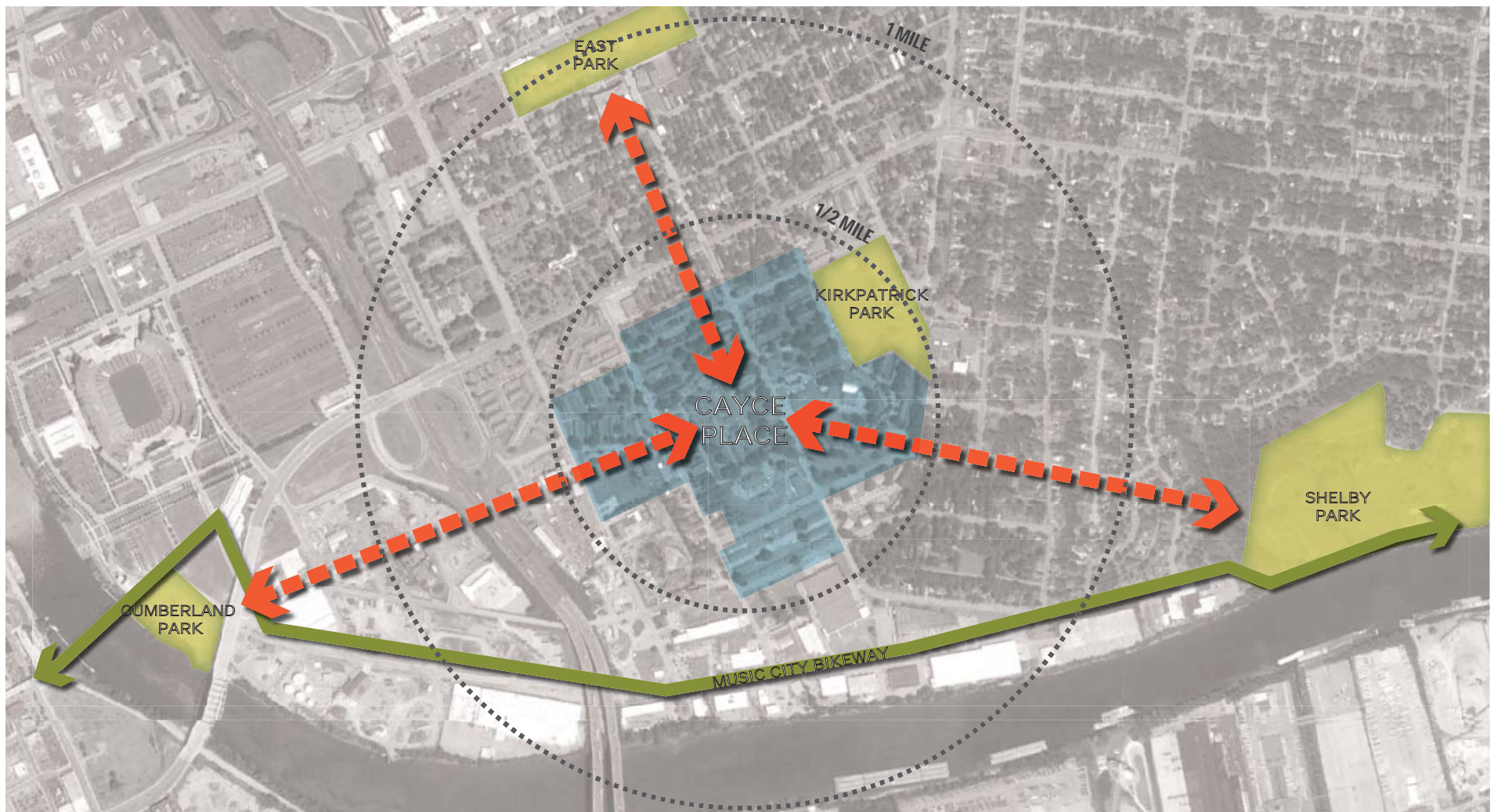


Exhibit 2-15: Proximity to Surrounding Parks

## PROFILE OF NEIGHBORHOOD SITE CONDITIONS

### Site Topography

Within the Cayce Place property, there is over 90 feet of elevation change across the site. The high point is situated along South 7th Street directly in front of the Martha O'Bryan Center at an elevation of 510 feet. The low point is located at the corner of Crutcher Street and South 6th Street at an elevation of 417 feet. The low point is the portion of the site closest to the Cumberland River and it is within the flood plain. The site predominantly slopes gently from East to West and slopes greatest between Dew Street and Lenore Street. Many retaining walls exist between existing buildings and paved areas throughout the site.

### Floodplain

A tiny portion of the site (extreme southwesterly corner at the intersection of South 6th Street and Crutcher Street) is located in Zone AE as shown on Flood Insurance Rate Map 47037C0217F with an Effective Date of April 20, 2001 (see Exhibit 2-16). The Base Flood Elevation (BFE) is 417.0 NGVD. New development within this area will have to be elevated to 4 feet above BFE for residential, or 1 foot above BFE for non-residential in order to meet the local regulations. In addition, compensatory cut is required in accordance with the local regulations. Since there are no other locations on site which are

currently in the floodplain that would be suitable for compensatory cut, a modified design in the small corner area or a variance would likely be required.

An area behind the Public Works complex lies within Zone X (500 year flood plain). Zone X is not regulated for new construction by either Metro or FEMA. There are no issues related to the regulatory flood-way along the Cumberland River or Metro regulated Water Quality Buffers.

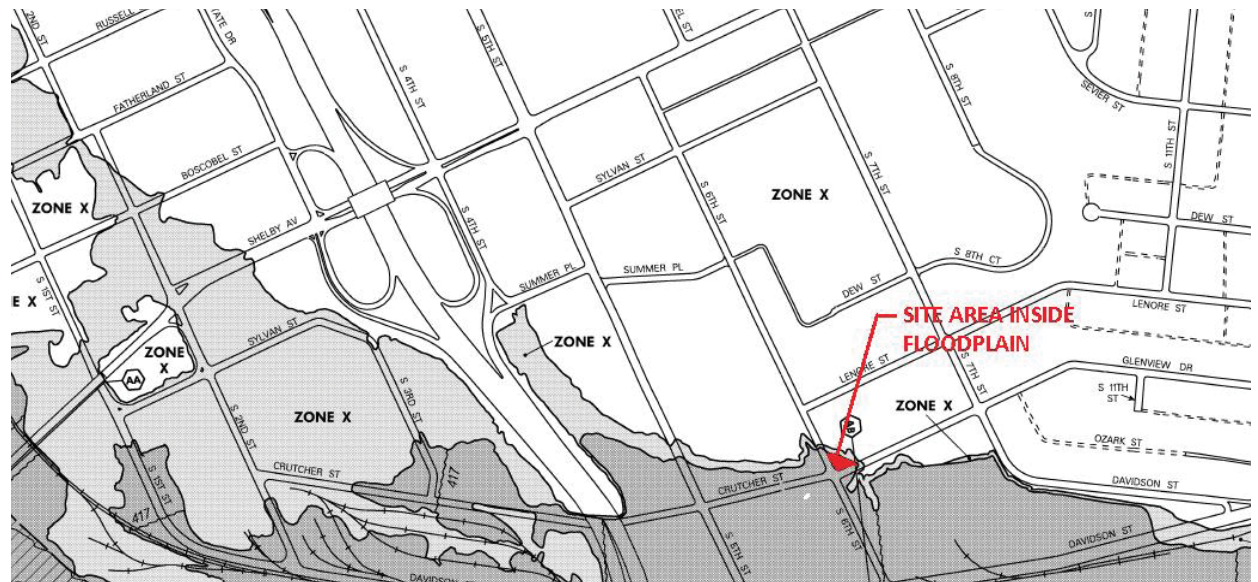


Exhibit 2-16: Flood Plain Area



## PROFILE OF NEIGHBORHOOD EXISTING INFRASTRUCTURE

### Sanitary Sewer

The northern half of the project site lies within the Benedict & Crutcher Combined Sewer System (CSS) basin. The south half of the site is outside the CSS and is served by dedicated public sanitary sewer lines (See Exhibit 2-17). As part of the redevelopment effort, all storm and sanitary sewers will need to be separated on the project site as a fundamental requirement.

Clean Water Nashville (CWN) is currently in the process of addressing combined sewer overflows in multiple CSS basins throughout the City. There are basically two possible alternatives within the Benedict & Crutcher basin; 1) installation of pumping station and equalization basin to detain peak flows before they overflow into the river, and 2) install new sanitary sewers within the basin, thereby separating the flows and eliminating the CSS altogether. Both alternatives are discussed in the Long Term Control Plan produced by CWN.

The detention alternative currently preferred by CWN is shown in Exhibit 2-17 and would consist of a 72" interceptor sewer upstream of the Interstate, a pumping station and an above ground equalization basin as shown. This alternative would obviously impact the design strategies within the westernmost blocks.

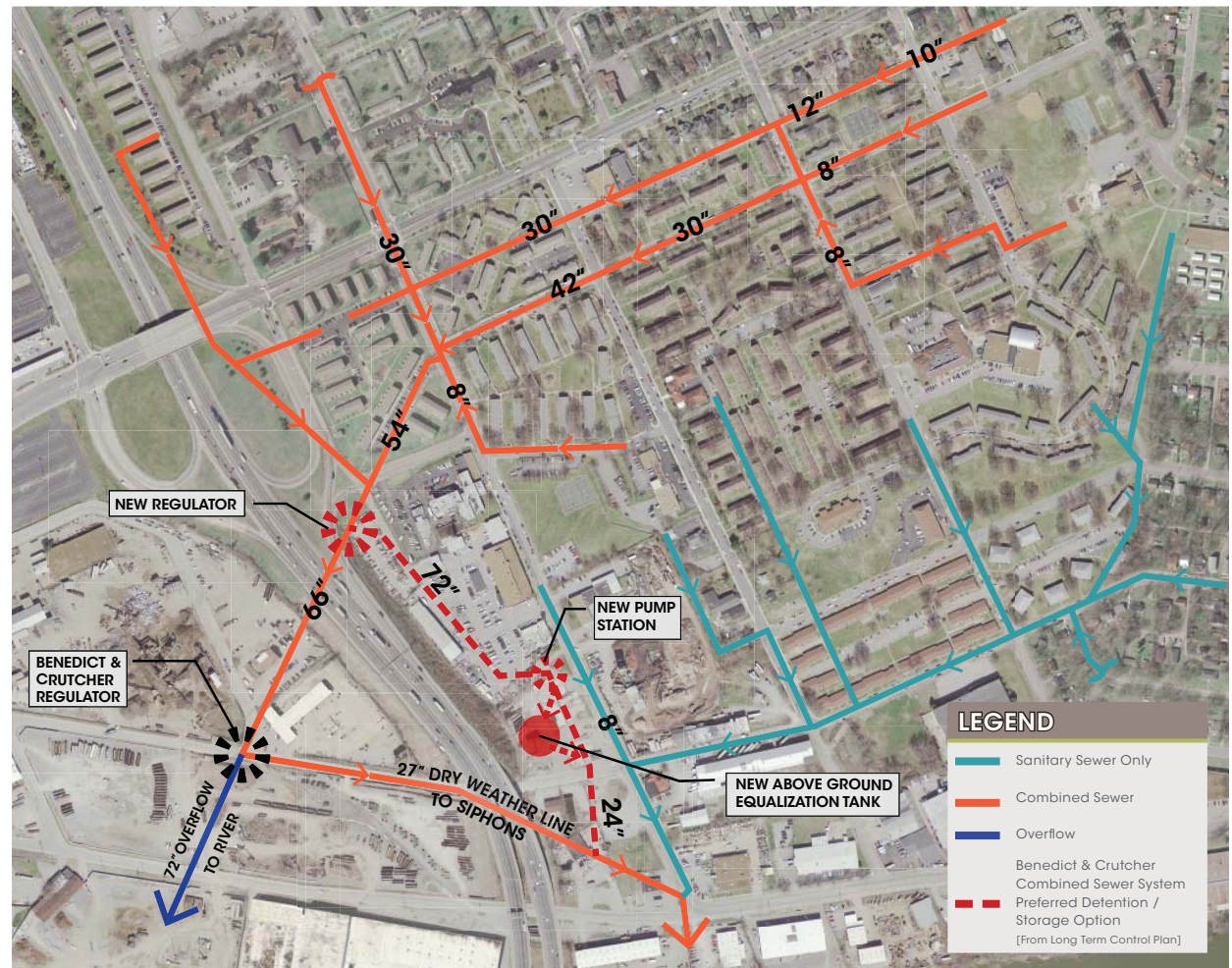


Exhibit 2-17: Sanitary Sewer Alternatives

## PROFILE OF NEIGHBORHOOD EXISTING INFRASTRUCTURE

The other alternative, which has definite long term benefits, is the full separation of the CSS basin. Of the 248 acres within the basin, the Cayce redevelopment would be addressing roughly one third of the area which would help to justify the separation alternative.

There are many factors involved in selecting alternatives, costs, schedules etc. There have been preliminary discussions with CWN regarding the proposed plans, but additional and more specific discussions will be required as the design progresses.

### Storm Sewer

The storm sewer outfall for the northern half of the site is through the existing 54"/66" combined sewer that drains to the Benedict & Crutcher regulator. The southerly half of the site drains generally toward the river with most of the existing pipe network located along Glenview Drive. The new systems on-site will be designed for the 10 year storm event in accordance with the design standards. In cases where flows exceed 100 cubic feet per second, the design criteria increases to the 100 year flow rate.

### Natural Gas

Natural gas is currently available in the existing streets throughout the development. All existing units on the site currently have natural gas furnaces. The buildings are currently served by private gas lines throughout the site with regulators and master meters at the street for each block.

### Stormwater Quality

Metropolitan Nashville Davidson County regulations require the implementation of post-construction Best Management Practices (BMPs) to enhance the quality of stormwater runoff. This is typically provided in urban areas by the installation of stormwater quality treatment units that are placed in series between site runoff and the outfall to public storm sewers. A portion of the site location falls inside the combined sewer watershed, therefore total suspended solids removal requirement is reduced from 80% to 50% and the installation of a single treatment unit should be sufficient to address this component. The southerly half will require full treatment to 80% TSS removal.

In the event that the entire site is removed from the CSS by a full separation project within the Benedict & Crutcher basin, the 80% removal requirement will apply universally. In addition to the treatment unit,

other BMPs will also be evaluated and utilized as appropriate. These may include pervious concrete, bioswales, rain gardens etc.

As individual development sites become available for detailed design, an evaluation will be made to determine if Low Impact Design procedures can be incorporated in accordance with Metro Stormwater's Volume 5 procedures.

### Stormwater Quantity

Based on the site location in the watershed, detention for increased impervious areas in the non-CSS basin may not be required due to the proximity to the river. This will be determined during design development. If the northerly portion remains in the CSS, quantity based detention will be required. Given the density being proposed for the site, it is anticipated that much of the quantity based detention will be installed underground.

### Public Water

Public water lines are located in the existing streets. Due to their age and the number of taps to be closed and created, it is recommended that all public water lines be completely replaced with new lines. These will be 8" in size for the most part with some 12" possibly being required depending upon the final design.



## CONSISTENCY & ALIGNMENT WITH OTHER PLANS



Exhibit 2-18: Riverfront Master Plan

The Master Plan for the Revitalization of Cayce Place was not developed in isolation. The planning process took into consideration plans completed and/or underway understanding the impact existing plans or studies would have on the vision for Cayce Place. A number of the plans reviewed by the planning team include:

- Metropolitan Nashville/Davidson County Consolidated Plan: 2013-2018 (MDHA, updated June 2013) – Identifies the community's affordable housing, community development and economic development needs and outlines a comprehensive and coordinated strategy.
- Five Points and East Bank Redevelopment Plans (MDHA, 1991 and 1992, respectively) – Design guidelines and land use plans for redevelopment activities associated with Five Points and the East Bank of the Cumberland River.
- The Amp (Metro Transit Authority, underway) – Proposed Bus-Rapid Transit (BRT) system along a 7.5-mile corridor from Five Points in East Nashville to White Bridge Road in West Nashville.
- NashvilleNext (Metro Planning, underway) – Community-driven process to update the countywide Plan, which will guide Metro Nashville through 2040.
- Plan of Nashville (Nashville Civic Design Center, 2005) – A community-based vision of how the urban core of Nashville should look and work in the 21st century.
- East Nashville Community Plan (Metro Planning, 2006) – Nashville/Davidson County is divided into 14 areas and community plans are developed for each and updated every 7 to 10 years. The community plans are used to guide future development in the community.
- Riverfront Master Plan (Nashville Civic Design Center/Metro Parks/U.S. Army Corps of Engineers, 2007) – A 20-year, \$340M vision for 3 miles of the Cumberland riverfront including both the East Bank of the river and downtown.
- East Nashville R/UDAT (AIA-1999) – A revitalization plan prepared for the community by the American Institute of Architects following the May 1998 tornados.







# Proposed Plan

<b>Overall Goals.....</b>	<b>39</b>
<b>The Proposed Plan .....</b>	<b>40</b>
Overall Plan & Framework	
Proposed Land Uses	
Density Framework	
Sustainability	
Housing Vision	
Housing Typology	
Commercial	
Civic / Institutional	
Open Space	
Block and Street Network	
<b>Alternative Plan Concepts Explored .....</b>	<b>73</b>
Concept A: Lower Density	
Concept B: Moderate Density	
Concept C: Higher Density	

## OVERALL GOALS

During the extensive planning process, a strong community desire was voiced to accomplish several strategic goals. The goals were established based on direct input from the community, MDHA, other stakeholders at public meetings and through the resident survey.

The goals of the community aided in the creation of three initial concept plans. The intensity of development varied with each concept, but each included a greater diversity of housing choices as well as the reorganization of opens spaces, block network and neighborhood amenities.

GOAL 1	Accomplish a One-for-One replacement of all assisted units on site; minimize disruption to residents during construction
GOAL 2	Maintain economic & cultural diversity of East Nashville
GOAL 3	Create a healthy mix of housing choices for many income levels
GOAL 4	Create a green, sustainable & financially viable development
GOAL 5	Connect with & leverage other local initiatives and stakeholders
GOAL 6	Maintain and expand support services and community assets
GOAL 7	Improve neighborhood amenities <ul style="list-style-type: none"><li>• Promote walking &amp; use of public spaces</li><li>• Improve transportation access</li><li>• Improve public safety</li><li>• Create a high quality aesthetic appeal</li><li>• Retain, but improve park and open space</li></ul>
GOAL 8	Address need for access to healthy foods
GOAL 9	Reconnect & integrate Cayce Place into community ; Leverage nearby opportunities





## THE PROPOSED PLAN

### OVERALL PLAN & FRAMEWORK

The proposed redevelopment plan for Cayce Place envisions a mixed-income, mixed-use walkable community that provides social, economic and physical benefit to all residents-existing and new.

The Plan creates a place that encourages neighbors to bond, enhances the quality of life and instills an intangible sense of belonging and community pride in residents. It incorporates the best elements from the three initial concepts and embodies the goals and vision of the community in creating a viable, sustainable mixed income development.



# THE PROPOSED PLAN

## OVERALL PLAN & FRAMEWORK

### THE PLAN

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>Accomplishes a One-for-One Replacement of existing public housing units and Section 8 while infusing the development with new workforce, other affordable and market rate housing.</li> </ul> | <ul style="list-style-type: none"> <li>Maintains existing support services and provides additional services, educational facilities and expanded opportunities.</li> </ul>  |
| <ul style="list-style-type: none"> <li>Includes a diversity of housing options meeting the needs of current and future residents while respecting the context of adjacent land uses.</li> </ul>                                      | <ul style="list-style-type: none"> <li>Improves neighborhood amenities by providing new public infrastructure through the addition of new parks, recreation opportunities, street connections, transportation options and sidewalks.</li> </ul> |
| <ul style="list-style-type: none"> <li>Increases development footprint to maximize economic development opportunity in creating a sustainable, financially viable plan.</li> </ul>   | <ul style="list-style-type: none"> <li>Provides a development site for a potential neighborhood grocery and expanded retail options.</li> </ul>   |
| <ul style="list-style-type: none"> <li>Complements the city's long term vision for redevelopment and community investment.</li> </ul>  | <ul style="list-style-type: none"> <li>Reconnects and integrates Cayce Place into the surrounding community.</li> </ul>   |
| <ul style="list-style-type: none"> <li>Leverages opportunities available by partnering with adjacent property owners and community resource providers.</li> </ul>  | <ul style="list-style-type: none"> <li>Provides economic, social and physical benefit to residents through the creation of jobs, expanded community resources and recreational opportunities.</li> </ul>  |





## THE PROPOSED PLAN OVERALL PLAN & FRAMEWORK



Exhibit 3-1: Envision Cayce Revitalization Plan



## THE PROPOSED PLAN PROPOSED LAND USES

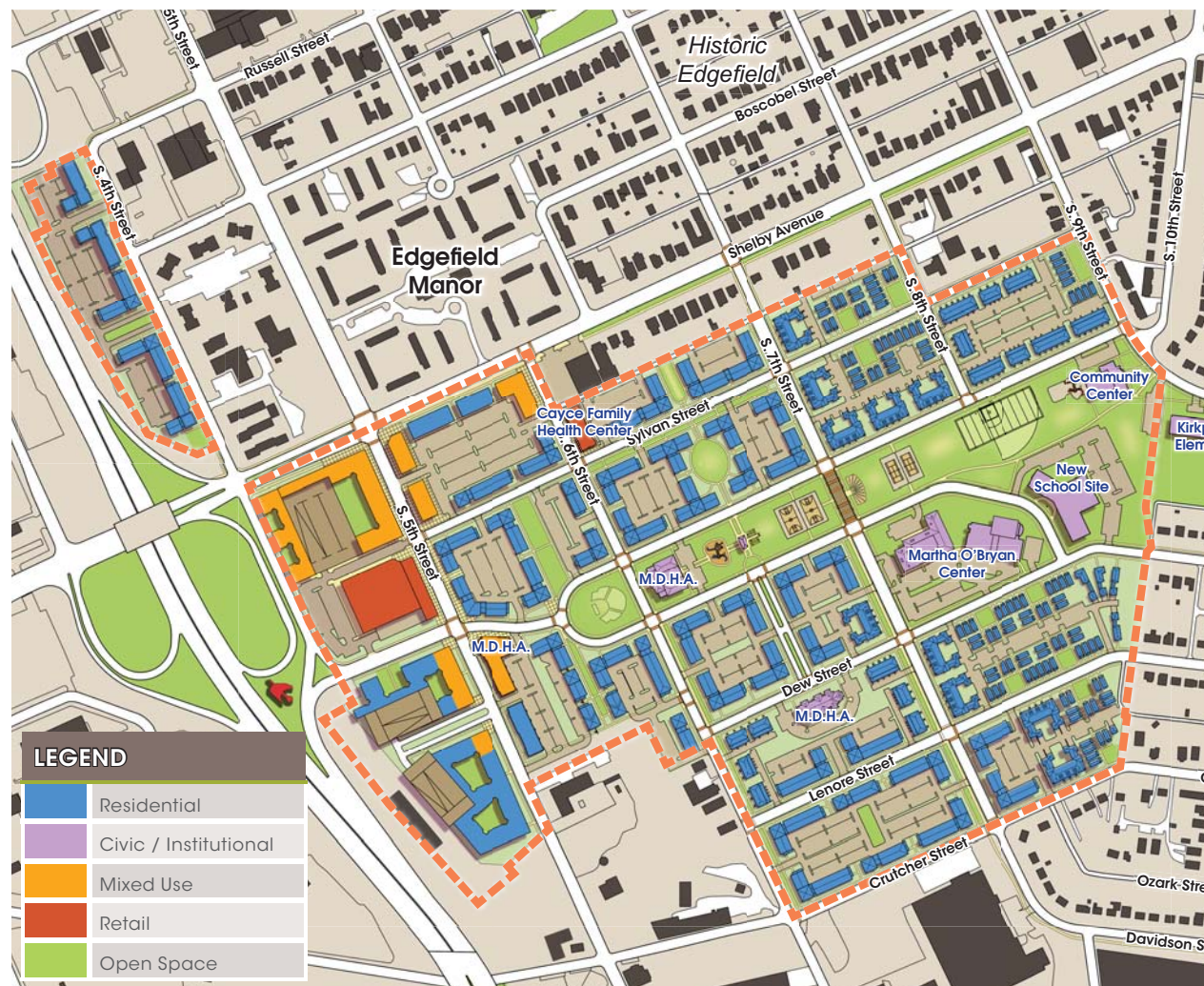


Exhibit 3-2: Proposed Land Use Plan

The primary land use within the Plan consists of 2,390 residential units within a variety of building types ranging from medium density multi-family to single family cottages (See Exhibit 3-2).

A new urban center and new commercial development on Shelby Avenue provides 127,000 SF +/- of retail opportunity. The commercial center contains a development site for a new grocery store and many mixed use retail buildings.

Many of the existing community resources and institutional uses will remain including the Martha O'Bryan Center, Kirkpatrick Community Center, Kirkpatrick Elementary School, the MDHA Nicely Building and the Section 8 Administration Office. The Cayce Family Health Center remains within the community but is relocated to a more prominent location in the commercial center. Other potential institutional uses include a community library and an additional educational facility. The combination of new and existing institutional uses to remain totals approximately 161,000 SF.

The Plan includes a network of open spaces with a variety of programming that provides over 11 acres of new open space to the community.



## THE PROPOSED PLAN

### DENSITY FRAMEWORK

The site plan consists of a variety of development intensities that respect the contextual character of the greater community while focusing intense development along major corridors and the commercial center. The intensity of development is highest near the interstate within the commercial center and along the Shelby Avenue corridor consisting of higher density residential and mixed use development. The intensity scales down across the site with single family cottage and townhouse development adjacent to the Shelby Hills community. Small scale single family and townhouse units are more contextually compatible with homes within the existing Shelby Hills Neighborhood.

The higher density in the plan allows for the greatest number of replacement units to maximize the number of original families who can continue to benefit from this prime location near downtown. The density allows for a range of housing types and leverages substantial investment in new infrastructure maximizing the tax base for the city.



Exhibit 3-3: Density Framework Plan



## THE PROPOSED PLAN

### SUSTAINABILITY

The Plan incorporates sustainable design principles in all aspects of physical design and community culture. Carefully considering the fundamental roles and values of both natural systems and built environments, the plan will create long term physical, social and economic value for all residents. The plan envisions an urban environment that increases connectivity, provides a healthy mix of uses and creates a variety of housing choices creating an place where people can live, work, learn and play based on their choice of lifestyles.

The incorporation of green building practices creates a healthier environment, reduces energy consumption, water consumption and reduces costs while increasing value and building performance. Sustain-

able site development includes incorporating low impact stormwater development, reusing developed land, creating density, providing housing diversity, minimizing site disturbance and the preservation of existing trees, where feasible. The management of stormwater systems through use of impervious surfaces and infiltration infrastructure drastically reduces harmful stormwater runoff to the Cumberland River and recharges the ground water table. The implementation of a balanced multi-modal transit network for pedestrians, vehicles and cyclist will have positive impacts on the environment, the economy and community. The combination of these elements provide the foundation for an exceptional use today and will create a lasting legacy for generations to come.





## THE PROPOSED PLAN SUSTAINABILITY





## THE PROPOSED PLAN

### HOUSING VISION

The Plan incorporates a diverse mixture of housing options ranging from urban loft style units to single family cottages. A mixture of housing types that vary in scale, size and affordability provides opportunities for families to remain within the community as their housing needs change. This also allows residents the opportunity to move up as they advance in their careers and possibly move down as they reach their senior years. The variety of housing options will help make Cayce home to people of a wide range of incomes, ages and backgrounds; creating a diverse and distinctive community.

The housing will include a variety of architectural styles from modern to more traditional styles. Residential buildings have small setbacks and prominently address the street creating a strong relationship to the public realm. Building placement is used to define streets and public spaces as places of shared use. This creates an added level of security by adding more activity to the public realm and creating “eyes on the street”.





## THE PROPOSED PLAN

### HOUSING TYPOLOGY

The Plan proposes that subsidized and affordable rental units are indistinguishable from market rate units and all unit types will be distributed across the site to ensure full housing integration. Housing units will be designed to meet or exceed local and/or federal accessibility requirements.

#### Overall Housing Mix

Based on an analysis of MDHA's wait list data, there are 668 households on the Cayce Place wait list and nearly 11,000 on Section 8 wait list. Further, the market study confirms that there is demand for nearly 3,000 unassisted housing units, in addition to affordable and replacement units proposed. New housing units can be absorbed through 2023.

The following tables show the overall housing mix by building type, tenure and bedroom type. The proposed housing mix assumes 40% of the units will be replacement units for Cayce Place and CWA; another 15% of the units will be affordable to moderate income households (those earning up to 60% of the Area Median Income) and 45% will be affordable to families who can afford market rate.

UNIT TYPE	NUMBER	%
Replacement Units	968	40%
Affordable/Workforce Units	358	15%
Market-Rate Units	1,064	45%
<b>TOTAL</b>	<b>2,390</b>	<b>100%</b>

Table 3-1: Unit Type

UNIT SIZE	NUMBER	%
1 Bedroom	663	28%
2 Bedroom	1,035	43%
3 Bedroom	640	27%
4 Bedroom	52	2%
<b>TOTAL</b>	<b>2,390</b>	<b>100%</b>

Table 3-2: Bedroom Distribution

# THE PROPOSED PLAN

## HOUSING TYPOLOGY



Exhibit 3-4: Housing Typology Plan

HOUSING PROGRAM		
	HOUSING TYPE	UNITS
	Single Family Detached Units	114
	Townhome Units	112
	Multi-family (walk-up units) 3 Stories	561
	Multi-family (elevator units) 4-5 Stories	930
	Multi-family Wrap Units 4-6 Stories	673
	<b>TOTAL</b>	<b>2,390</b>

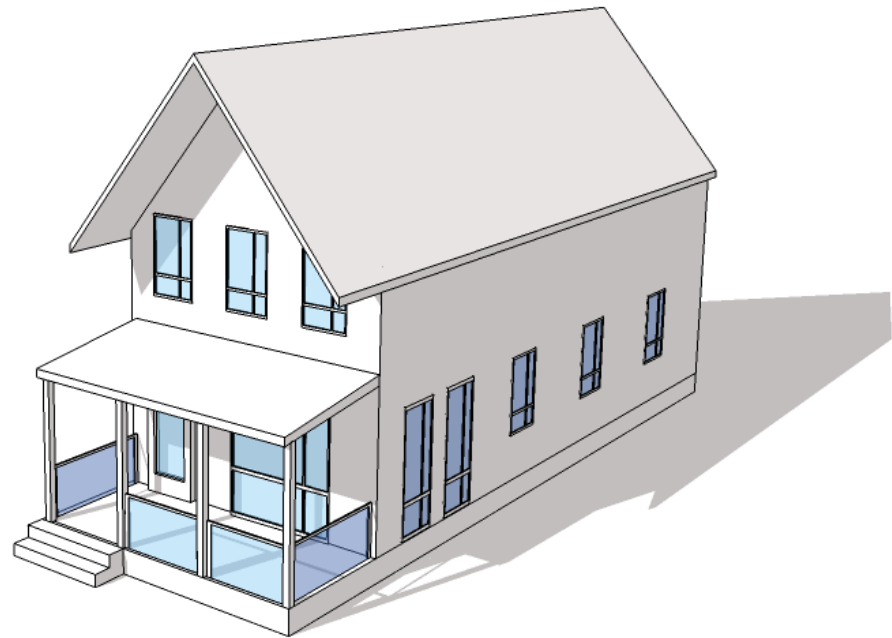
Table 3-3: Residential Unit Mix



## THE PROPOSED PLAN HOUSING TYPOLOGY

### Single Family Homes

If included, Single family housing within the community will consist of detached structures one to three stories in height in a variety of architectural styles. Parking access and service will be provided in a rear alley. Many homes will have front porches providing shelter from the elements and an opportunity for social interaction. Homes shall prominently address the street with small front setbacks on narrow lots. Additionally, the Plan includes cottage courtyard development with a group of cottages organized around a central communal green space.



## THE PROPOSED PLAN HOUSING TYPOLOGY

### Townhomes

Townhome development within the community will consist of attached structures two to three and one-half stories in height with a variety of architectural styles. Parking access and service will be provided in a rear alley. While townhomes may come in a variety of configurations, there are two types of townhomes illustrated: courtyard units with a connected garage or parking court in the rear with a small outdoor courtyard; and a “tuck under” unit that will provide parking within the unit on the ground level. Townhomes will have a variety of entry configurations of porches and covered stoops.





## THE PROPOSED PLAN

### HOUSING TYPOLOGY

#### Multi-family Homes - Surface Parking

Multi-family housing is intended to provide opportunity for a variety of unit types and configurations within a single three to five story structure. “Walk up” units will be three stories in height and contain central stairways for access to units on the upper floors. “Elevator” units will consist of any structure greater than three stories in height that requires an elevator to meet the needs of the buildings residents. Parking for multi-family units may be provided through a combination of “tuck under” garages on the ground level of the building and surface parking lots located in the interior of the building block. Additionally, ground floor retail or community uses may be provided within some structures at certain locations within the community.



## THE PROPOSED PLAN

### HOUSING TYPOLOGY

#### Multi-family Homes - Structured Parking

Higher density multi-family units consist of residential units wrapped around an internal, structured parking garage or over a parking podium with units fronting the street and may include units around a central green amenity space. The Plan provides a variety of unit configurations within a single four to six story structure. Taller, “mid-rise” buildings may incorporate a “podium” style parking garage beneath residential units. Some multi-family buildings may contain retail on the ground floor. Retail may consist of just one corner of the building or may extend the full length of the street facing facade along a major corridor or within the commercial center.





## THE PROPOSED PLAN

### COMMERCIAL

A new mixed use urban center at South 5th Street and Shelby Avenue will serve as the central market place for residents and new gateway to East Nashville. South 5th Street is transformed into a new “Main Street” with ground floor retail and pedestrian friendly streetscape amenities. The urban center will provide new amenities and services for residents as well as jobs and housing opportunities. More intense residential development is provided within the center above ground floor retail in mixed use buildings.

The urban center will consist of smaller, neighborhood scaled retail and office establishments such as restaurants, cafes, dry-cleaners, and more. The Plan includes the opportunity for a new grocery store within the commercial center serving the Cayce community as well as surrounding neighborhoods.

The market assessment confirms that with exposure to Shelby Avenue and I-24, the demand and viability of a range of retail becomes more viable. The broader exposure and access generates more demand for retail uses including a supermarket and pharmacy. This high exposure generates a retail program that appeals to a broader and more affluent segment of the market, not just those who live in the neighborhood. Overall, nearly 200,000 square feet of





## THE PROPOSED PLAN COMMERCIAL



Exhibit 3-5: Urban Center Zone

retail demand could be supported in the Plan. The Plan also assumes opportunities for shopper's goods, convenience uses, and dining and entertainment. The market study also confirms demand for personal services space that can be captured in the Plan.

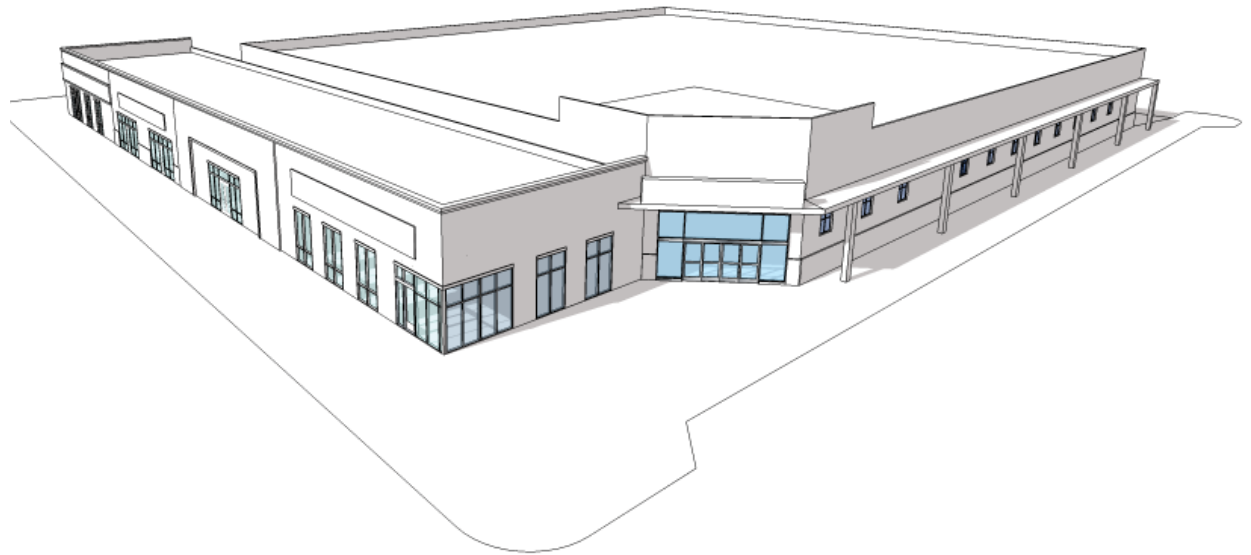
The previous Downtown Market Analysis and strategic recommendations for MDHA have suggested 1-2 blocks of commercial/mixed use development along Shelby Avenue within the inner loop (on the west side of I-24, between the interstate and the river). Commercial investment in this area can help create a more urban and walkable environment, buffer views of the large metal recycling facility, support sports and entertainment-related activities at LP Field, and establish a gateway outbound to East Nashville. The concept for retail uses within this area focused on destination sporting goods, dining, and entertainment (e.g., nightclub). Such commercial development can also help create a stronger linkage between Downtown and the Cayce Place Redevelopment Plan.



## THE PROPOSED PLAN COMMERCIAL

### Grocery Typology

The proposed grocery development parcel provides a 45,000 square foot grocery facility with service area easily accessible from the interstate. The grocery will have a prominent front entry addressing S. 5th street with the opportunity for liner retail along S. 5th providing spaces for smaller supporting retailers. A surface parking lot is provided for customers to the rear of the building with additional overflow parking available in adjacent structured parking garages. The expanded Cayce community is the intended primary market for the grocer and will be supported by regional use by the larger East Nashville and Downtown markets. The site is located within walking distance for Cayce residents and is easily accessible via car for the larger market area especially for afternoon commuter users.



## THE PROPOSED PLAN COMMERCIAL

### Shelby Avenue

The intersection of S. 5th Street and Shelby Avenue will become an important gateway to Cayce Place and will serve as the hub of the urban commercial center with active retail on the ground floor and residential uses above. The new development will activate the streetscape and create a new transit hub for residents of Cayce and become a destination for East Nashville residents.



Existing Shelby Avenue



Proposed Shelby Avenue



## THE PROPOSED PLAN

### CIVIC / INSTITUTIONAL

New institutional buildings will be designed with prominence and serve as focal points of the community. The Plan consolidates MDHA facilities and may preserve some existing facilities based on the needs of MDHA at the time of redevelopment.

A new office building is provided in the urban center serving MHDA needs including a rental assistance center, administration and executive offices. It is assumed that the Gerald Nicely Building will be preserved and the ground floor will be repurposed as a community meeting space with office spaces on the second floor for MDHA staff. The Section 8 assistance office is currently planned to remain in its existing location on Dew Street.

The Martha O'Bryan center will remain in its existing location with direct access to the central park providing better access for residents. Kirkpatrick Community Center and Kirkpatrick Elementary School will remain within the newly reconfigured Kirkpatrick Park. The Cayce Family Health Center will be relocated within the urban center. The new location gives the clinic better presence in the community being within the urban center and close to Shelby Avenue. The Plan assumes that some retail and institutional uses may be interchangeable; however, it assumes that significant retail is clustered along the Shelby/interstate connection.





## THE PROPOSED PLAN CIVIC / INSTITUTIONAL

- ① New Administrative Building  
(MDHA or other administrative uses)
- ② Nicely Building - Resident Center (MDHA-Existing)
- ③ Cayce Family Health Center (Relocated)
- ④ Section 8 Administrative Bldg. (MDHA-Existing)
- ⑤ Martha O'Bryan Center (Existing)
- ⑥ Community Pavilion / Farmer's Market
- ⑦ New Education Facility / Library
- ⑧ Kirkpatrick Community Center (Existing)
- ⑨ Kirkpatrick Elementary (Existing)

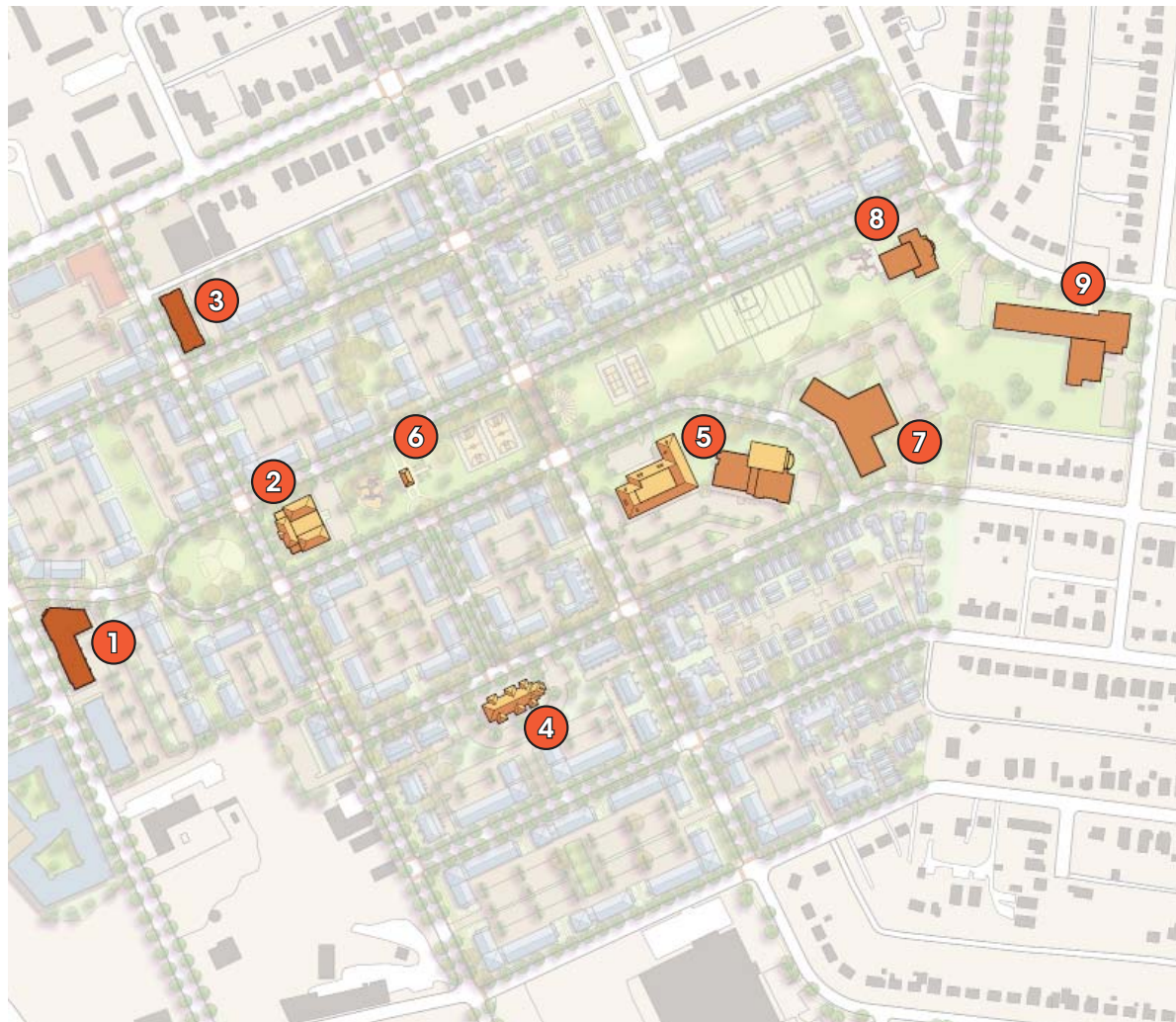


Exhibit 3-6: Civic / Institutional Uses



## THE PROPOSED PLAN

### CIVIC / INSTITUTIONAL

#### Education

To supplement and expand the existing educational resources within the community, a new educational facility site is proposed between the existing Martha O'Bryan center and Kirkpatrick Elementary, with close proximity to the existing Kirkpatrick Community Center (See Exhibit 3-6). This configuration creates an education campus concept, focusing on a continuum of high quality educational opportunities for children. This education and services hub can also incorporate a new branch library. Given that the existing elementary school has been marred by consistent underperformance, the Plan assumes that an ambitious educational initiative will be developed and implemented in collaboration with Nashville Public Schools.

The education initiative should be aimed at ensuring that the success of neighborhood children from birth through high school and beyond. The Plan assumes that additional early learning opportunities are introduced as part of the expanded high quality education strategy, creating a Pre-K through 8th Grade continuum in the community. While the Plan identifies a dedicated education facility, additional planning will need to be completed to create a transformative educational strategy.

Ultimately, the long-term success of the Plan is intricately linked with having a high-performing elementary and early learning school in the neighborhood.





## THE PROPOSED PLAN

### OPEN SPACE

A sense of community is achieved through a high quality open space network. The network of neighborhood parks, common meeting places and streetscapes creates a sense of connection between neighbors and the community. The most significant amenity is the new central park that is a short walk from all residences. The Plan redistributes the disconnected and underutilized Kirkpatrick Park to a new central park providing a gathering place for residents and a central place to access community resources and recreational amenities. The central park takes advantage of the sweeping views of downtown and the gently rolling landscape of the surrounding city.

The Plan includes a network of open spaces with a variety of programming that provides over 11 acres of new open space to the community. The Plan assumes the new park will include a combination of active and passive uses to meet the needs of a diverse community.





## THE PROPOSED PLAN

### OPEN SPACE

- ① Central Park & Green Boulevard
- ② Pocket Park (typical)
- ③ Cottage Court (typical)
- ④ Multi-family Courtyard (typical)  
(Internal to development)
- ⑤ Hillside Amphitheater & Arts Pavilion
- ⑥ Multi use Trail / Bike Path  
(connect to Greenway along Cumberland River)
- ⑦ Playground
- ⑧ Produce Market, Community Garden & Pavilion
- ⑨ Nicely Building  
(re-purposed as community resource center on ground floor)
- ⑩ Tennis Courts
- ⑪ Basketball Courts
- ⑫ Kirkpatrick Community Center
- ⑬ Baseball / Soccer / Football Fields
- ⑭ Community Art  
(throughout development)



Exhibit 3-7: Open Space Plan

## THE PROPOSED PLAN

### OPEN SPACE

The central park is intensely programmed including an informal hillside amphitheater for neighborhood functions and the re-purposing of the historic Nicely building as a new meeting center for residents. A new playground and community pavilion are provided behind the Nicely building. Due to the limited access to quality foods in the area, the community pavilion could serve as a facility for a seasonal produce market. Also, a community garden is provided near the pavilion that includes many small garden plots for residents to grow their own fruits and vegetables. Several facilities are provided in the park for physical activity including basketball courts, tennis courts, and a combination baseball/football/soccer field adjacent to Kirkpatrick Community Center. The existing Kirkpatrick Park has

been reconfigured into the new central park space providing more convenient and better access for all Cayce Place residents. The existing Kirkpatrick Park contains approximately 7 acres of public open space. The proposed central park is comprised of approximately 11 acres of new public open space for a net increase of 4 acres of new public open space.

Connected by a network of sidewalks and multi-use paths, the 11 acres of new open space provides opportunities for everyone; playgrounds, park benches, plazas, pocket parks, play fields and courts will accommodate the needs of all residents.

Perhaps the most valuable asset of the existing site is the large quantity of healthy hardwood trees includ-

ing large oaks, maples, sycamores and other species. The intent is to preserve as many existing trees as practicable and utilize the trees as an amenity for the community. The preserved trees will be strategically incorporated in key locations of the community's open space and street network.

The Music City Bikeway is located adjacent to Cayce along the river on Davidson Street. The Music City Bikeway is a 26 mile bicycle route that runs through the entire city of Nashville. The Plan takes advantage of this asset by connecting a multi-use trail down S. 7th Street from the new central park to Davidson Street providing better access to the Music City Bikeway, Cumberland Park and Shelby Park.





## THE PROPOSED PLAN OPEN SPACE





## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### New Connections

An interconnected network of streets and blocks is provided in the new plan to reconnect Cayce Place to the surrounding neighborhoods. The compact, urban block network will provide better connectivity and balance the needs of automobiles, pedestrians and bicycles while providing critical city services, utilities and emergency access. All streets are designed to be pedestrian friendly and encourage walking within the community. Narrow street sections, on-street parking, sidewalks and street trees all combine to create a safe and efficient street network.

Residential parking is primarily provided in off-street spaces located internal to the residential blocks. Some parking may be provided within tuck-under garages on the ground floor of multifamily buildings. Parking is provided within a combination of internal surface parking lots and structured parking lots for the multifamily and commercial uses. On-street convenience parking is provided for both residential and non-residential development.





## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK



Exhibit 3-8: Block Street Network Plan

## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### Transit

Access to quality transportation choices was a primary concern of Cayce Place residents since many utilize Nashville's public transit system as their primary mode of transportation for access to jobs and daily needs. The #4 Shelby bus route serves Cayce Place following S.5th St. from downtown and continuing on Shelby Avenue outbound to East Nashville. The route does not connect centrally to meet the access needs of most Cayce residents. With the increased density and commercial investment the Plan envisions, the need for better access to transit is vital. The Plan recommends re-routing the #4 route to extend into the new commercial center along S. 5th Street and loop through the heart of Cayce before reconnecting with the existing route at S. 7th Street. New bus shelters will be provided at strategic locations within the commercial center and residential core.

Currently, the transit authority is planning a new bus rapid transit route "The Amp". The Amp is a 7.1 mile route connecting East Nashville to West Nashville a needed cross town connector providing residents direct access to major employment centers in West Nashville. A new bus shelter and transfer station is recommended where the #4 route intersects the proposed AMP route (See Exhibit 3-9).

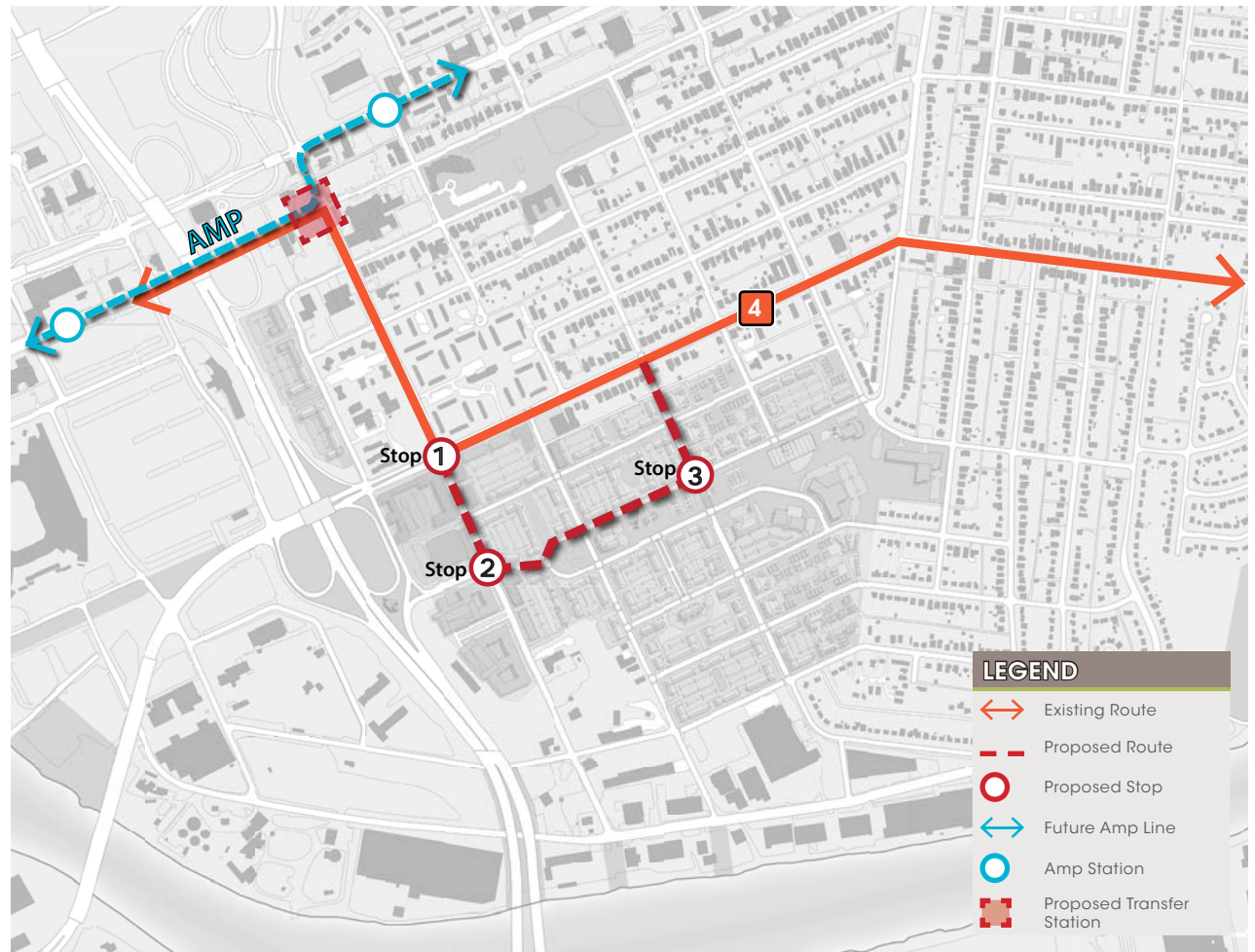


Exhibit 3-9: Transit Improvement Plan



## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### Central Park & Boulevard

The streets around the Central Park are designed to accommodate moderate traffic volumes and parking demand. The section includes wide sidewalks within the park space and smaller residentially scaled sidewalks in front of the family housing. Street trees will be provided on both sides of the street with benches and other amenities in the park space.

The Park Boulevard is the main connector from the

Central Park to Dew Street terminating both the community pavilion and the Section 8 administration office. A center tree-lined median will provide added value to the street and create a unique experience for residents and visitors. On-street parking adjacent to housing will accommodate guests to the community. The boulevard is intended for lower residential traffic volumes and will contain wide sidewalks with vegetated planting strips and street trees.



Exhibit 3-10: Central Park Cross Section

## THE PROPOSED PLAN BLOCK AND STREET NETWORK

### Urban Center

The streets in the urban center are designed for higher traffic volumes and parking demand with wider streets and on-street parking. Striped on-street parking on both sides of the commercial street will calm traffic for pedestrians and provide convenience parking for commercial tenants within the center. Paver crosswalks at intersections combined with street trees, café seating and streetscape amenities within the wide sidewalk space will create a high quality pedestrian environment in the heart of Cayce.



Exhibit 3-11: Typical Commercial Street Section





## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### Shelby Avenue

Shelby Avenue is the primary street within the community serving as the gateway to Cayce Place and East Nashville. The existing travel lanes will largely remain the same as today, but will be repaved when new traffic signals will be installed. New commercial development along the corridor will create a more pedestrian friendly environment with the addition of new crosswalks, lighting, street trees, café seating and streetscape amenities within a wide sidewalk space.

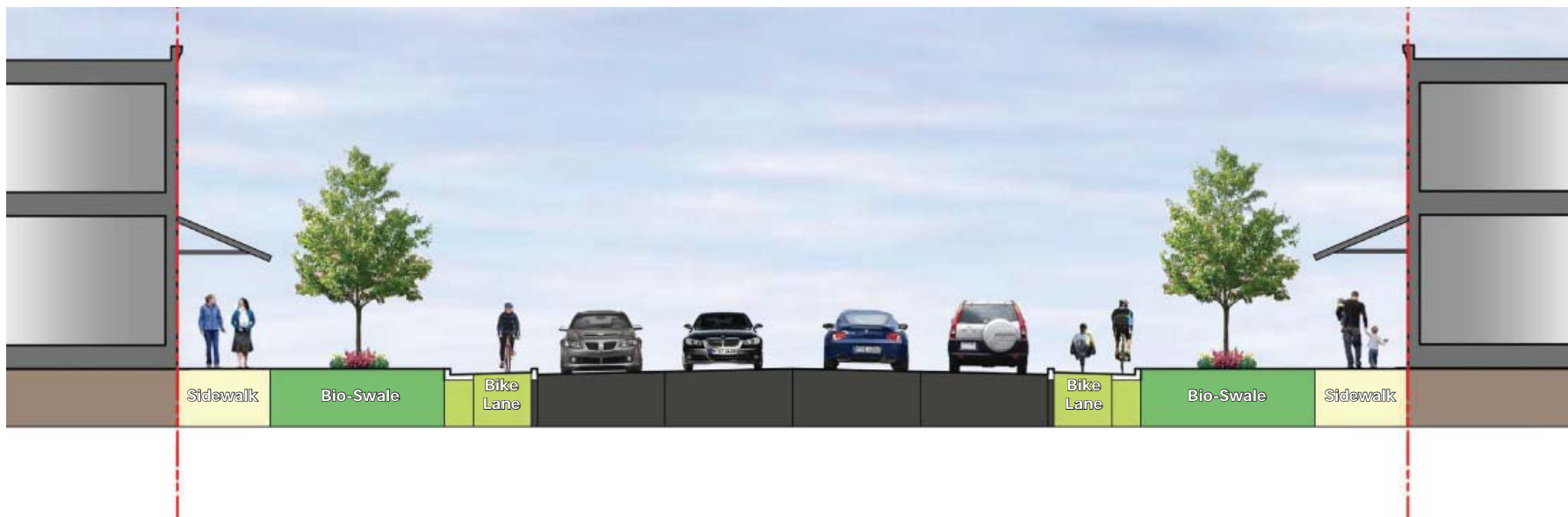


Exhibit 3-12: Shelby Avenue Cross Section

## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### Residential Streets

Residential streets facilitate circulation throughout the community. Streets will have on-street parking adjacent to housing to accommodate guests to the community. These streets are intended for lower residential traffic volumes and connect residents to the multiple open space amenities and community resources within the community. They will contain wide sidewalks with vegetated planting strips and street trees. Some lower volume residential streets may be narrower to discourage high speeds and excessive through traffic.



Exhibit 3-13: Typical Residential Street Cross Section





## THE PROPOSED PLAN

### BLOCK AND STREET NETWORK

#### Parking

Parking is a primary driving force behind housing density and commercial intensity. The residential parking demand in the area will be below market demand with affordable housing options and many residents utilizing public transportation as their primary mode of transportation. The parking plan needs to provide an adequate amount of parking to meet appropriate demands of varying unit types and resident profiles. Parking is provided within surface lots for the majority of residential and commercial uses.

Within the commercial center, structured parking is provided within mixed use buildings for the residents of the building and extra parking will be provided to support the commercial needs.

On-street parking is provided in the plan to supplement parking needs for the community and provide additional guest parking. Typically, single family residential units will have dedicated parking within garages attached to the structures or on parking pads behind individual units.

Surface parking should be primarily located to the side or rear of buildings and properly screened from public view with the combination of landscaping, fencing and walls. Shade producing trees are encouraged within surface parking lots.

Structured parking is encouraged to be lined with development on the ground floors of buildings facing public streets.



Parking Buffer / Screen



Rear Lot & Tuck Under Garages



Rear Lot



Structured Parking

## ALTERNATIVE PLAN CONCEPTS EXPLORED

### CONCEPT A: LOWER DENSITY

Concept A focused on developing a viable plan on MDHA controlled land, utilizing existing infrastructure as much as practicable. This posed a challenge in creating a healthy mix of incomes and diversity of housing types with the given land area. Concept A included the redevelopment of Lenore Gardens an unassisted housing community owned by MDHA.

Concept A provided the fewest housing units with minimal plan changes through the addition of a new street and open space network. By utilizing existing infrastructure, development cost could be kept low and investment could be made elsewhere on the site.

The plan proposed a small mixed use center along S. 6th street at Shelby Avenue containing ground floor retail with residential and MDHA office facilities above. Additionally, a great opportunity exists to create a direct connection of Cayce Place to Shelby Avenue by activating both sides of the street with commercial uses. With the redevelopment of a portion of Edgefield Manor as new mixed use development, the community would have a new front door and be better connected to the surrounding community. New development included ground floor retail with residential units above and could include a new location for the Cayce Family Health Center.

The Martha O'Bryan Center and Kirkpatrick Elementary School remained in their existing locations. New streets were introduced to reconnect the community to adjacent neighborhoods creating a more compact, walkable block network.

The plan proposed many new open space opportunities through the addition of new parks and better connectivity to existing recreational uses. Additionally, a new connection to the Cumberland River was proposed with new streetscape improvements along South 6th and 5th streets terminating on two new

riverfront park spaces with direct views of the river.

The intensity of new residential development was focused near the new activity center and adjacent to the industrial uses along the river. The intensity would be reduced along the property boundary to respect the scale and character of adjacent residential neighborhoods. Retail opportunities are limited in this Concept, given the need to maximize replacement housing and lack of access to Shelby Avenue and visibility from the interstate.



Exhibit 3-14: Alternative Concept A



## ALTERNATIVE PLAN CONCEPTS EXPLORED

### CONCEPT B: MODERATE DENSITY

In addition to properties owned by MDHA, Concept B explored adding properties owned by Metro Nashville including the Davidson County Sheriff's office, the Department of Public Works and Kirkpatrick Park and Community Center.

The Sheriff's Office and Public Works could possibly be relocated to a location in the county that better suits their needs. The addition of these properties increases the development footprint creating a more diverse project with a better mixture of housing choices. The additional property is located on South 5th Street and has direct frontage to the interstate. These sites are excellent for higher density product that could take advantage of the downtown views. The addition of these properties would facilitate creating a "Gateway" entry to the development accessed from interstate ramp into the site. Opportunities exist for retail and mixed use at the entry in the form of a new retail center serving the Cayce community as well as commuter traffic exiting the interstate.

By incorporating Kirkpatrick Park and Community Center into the study area, there is more opportunity for additional housing and re-allocation of the park and community center to a central, more prominent location within the community.

A new central "spine" created a new direct connec-

tion from the interstate through the Cayce community and beyond. The new gateway connection would become an alternative to Shelby Avenue for access to East Nashville creating more activity within the heart of the Cayce community. A new central park is proposed at the heart of Cayce providing a gathering place for residents and a central place to access community resources and amenities.

The Martha O'Bryan Center, the Cayce Family Health Center and some MDHA administrative

functions remain in their current locations and would connect directly to the new park. A new office facility placed MDHA administrative uses in a more consolidated footprint. Higher intensity residential development was focused within the town center and around the central park allowing for a transition to lower intensity development along the property boundary respecting the character of adjacent residential neighborhoods. Similar to Concept A, this concept provided new open space connections to the Cumberland River.



Exhibit 3-15: Alternative Concept B

## ALTERNATIVE PLAN CONCEPTS EXPLORED

### CONCEPT C: HIGHER DENSITY

Concept C explored maximizing the possibilities of the site and leveraging opportunities outside of the MDHA and Metro Nashville controlled properties. This includes the integration of properties currently owned by Communications Workers of America (CWA) and The Good Samaritan Recovery Center on Shelby Avenue, Roberts Park apartments and several other parcels.

Additionally, the plan explored bridging the interstate “gap” by proposing new mixed use development on Metro owned property around LP Field within the East Bank. The East Bank which consists of underutilized industrial land and surface parking lots has great potential for redevelopment.

Concept C included the reconfiguration of the interstate off ramps to create a more compact interstate footprint reducing the divide between Cayce, the East Bank and Downtown. A new interstate overpass included new commercial development directly on the bridge structure in the form of liner buildings. New development on the bridge would activate the street and create a seamless, uninterrupted active streetscape spanning from Cayce to the East Bank.

The inclusion of new properties created the opportunity to control both sides of Shelby Avenue forming a new gateway commercial center into East Nashville

and Cayce Place. The retail center would contain a mixture of intense residential and commercial development possibly including the relocation of the Cayce Family Health Center.

A network of open spaces was proposed for the site including a large central green boulevard connecting Kirkpatrick Park and other Cayce resources. The green boulevard terraces from the highpoint near Kirkpatrick Park toward the East Bank with excellent views of downtown in the distance. Some

MDHA facilities would remain in their current locations within the Nicely Building and the rental office on South 7th Street and would be incorporated into the new green boulevard.

The intensity of development was focused in the retail center area and around the central green space transitioning to lower intensity along the property boundary respecting the character of adjacent residential neighborhoods.



Exhibit 3-16: Alternative Concept C







# Implementation Approach and Assumptions

<b>Implementation .....</b>	<b>78</b>
Relocation & Right of Return	
Planned Programs	
<b>Financial Plan.....</b>	<b>80</b>
Project Budget	
Potential Sources of Funding	
<b>Phasing .....</b>	<b>85</b>
<b>Long-Term Affordability.....</b>	<b>88</b>
<b>Public Housing &amp; Technical Redevelopment Issues .....</b>	<b>89</b>
<b>Implementation Schedule.....</b>	<b>91</b>
<b>Summary of Major Assumptions .....</b>	<b>92</b>



# IMPLEMENTATION

Implementation of the Plan will produce a mixed-income, mixed-use community with dwelling units affordable to households at various income tiers (including market-rate units). Non-residential (institutional and commercial) uses are also anticipated. The implementation of the Plan will require substantial development resources and technical expertise and will need to be phased over a 10-15 year period. This section outlines key assumptions and provides guidance on development phasing, relocation, demolition, financing, acquisition and the HUD process.

Cayce Place and all the developments subject to this Plan are currently fully occupied and as a result, relocation and transition services to existing households will be one of the most critical components of the Plan. Relocation will need to be accomplished in a sensitive and responsible manner in order to minimize the disruption to families' lives. MDHA will complete relocation in accordance with the Uniform Relocation Act (URA) or Section 18, depending on the sources of financing and other considerations. The relocation plan will be guided by a key assumption that households who choose to stay, will be relocated within the neighborhood. MDHA will develop a detailed relocation plan in consultation with residents.

The relocation plan will incorporate the following commitments made by MDHA during the planning process with residents:

RELOCATION PLAN	
<ul style="list-style-type: none"><li>▪ Assisted units will be replaced on a one-for-one basis.</li><li>▪ Any household living at Cayce Place on the date HUD approves the Plan is eligible to return and MDHA will provide relocation benefits and assistance to residents who are formally on the lease.</li><li>▪ MDHA will pay for relocation costs if a household is required to move.</li><li>▪ Relocation benefits will be available to eligible Cayce Place residents, as required by the URA, and will include a comparable housing unit that meets the family's need (# of bedrooms, accessibility, etc.) / right size unit; moving expenses; security and utility deposit, if required by private landlord at the time of relocation; and Replacement Housing Payments, if necessary.</li></ul>	<ul style="list-style-type: none"><li>▪ MDHA will provide relocation counseling and supports prior to, during and after relocation to ensure families are stably housed.</li><li>▪ Residents who are living at the site at the time HUD approves the revitalization plan will be considered an Original Resident and will have First Priority for a redeveloped unit. First Priority means that replacement units will be marketed to Original Families first. If after the initial occupancy period the replacement units are not filled, only then will MDHA offer these units to other eligible families.</li><li>▪ Residents must be on the MDHA lease to be considered an Original Resident and they must remain lease compliant with MDHA or private landlord.</li><li>▪ Original Residents will not be subject to any new screening criteria in order to return to a newly redeveloped unit.</li></ul>

## IMPLEMENTATION PLANNED PROGRAMS

### Residential Program

The Plan will replace 716 public housing units on the Cayce Homes site with a combination of Rental Assistance Demonstration (RAD) program project-based voucher units and public housing units. The 252 project-based Section 8 voucher units at CWA will also be replaced as project-based Section 8 voucher units dispersed in the proposed development. The Plan includes an additional 1,442 units that will be a combination of Low-Income Housing Tax Credit units (358) and market rate units (1,064). The distribution of these units is supported by current housing market conditions; however, it should be clear that the distribution should remain flexible and subject to evolving market conditions and financing as the plan will be developed over many years. Overall, market rate housing represents 45% of all new units and replacement and other affordable units represent 55% of the housing program.

### Non-Residential Program

The Plan includes a variety of neighborhood improvements that may include new and reconstructed streets and parks, new and renovated administrative buildings for MDHA, a new community health center, a new school and commercial/retail developments. Details on the nonresidential phases, including the school, are still under discussion.

RESIDENTIAL PROGRAM SUMMARY			
	UNIT TYPE	UNITS	%
Replacement Units for Cayce Place & CWA	PH / PBV Rental	968	40%
Tax Credits Only Units (60% AMI and below)	LIHTC Rental	358	15%
Unrestricted Units (Market Rate)	Market-Rate	1,064	45%
	<b>TOTAL</b>	<b>2,390</b>	<b>100%</b>

Table 4-1: Residential Program Summary

EXISTING UNITS				
UNIT SIZE	CAYCE PLACE	LENORE GARDENS	CWA	ROBERT'S PARK
	Public Housing	Unassisted	Project Based Section 8	Unassisted
1-BR	130	0	0	0
2-BR	344	0	0	24
3-BR	190	75	252	50
4-BR	44	0	0	0
5-BR	8	0	0	0
<b>ALL</b>	<b>716</b>	<b>75</b>	<b>252</b>	<b>74</b>

Table 4-2: Existing Units



## FINANCIAL PLAN

### PROJECT BUDGET

Overall, the Plan assumes a budget estimate of approximately \$602 million. The funding model assumes MDHA purchases the CWA property. For other privately-held properties such as Robert's Park, the model assumes owners remain as developer partners and the acquisition costs exclude any outright acquisition. For Metro-owned land, it is assumed these properties are donated by the City to MDHA for the implementation of the Envision Cayce plan.

#### Housing Development

Housing development will proceed in multiple phases. It is anticipated that the projects will be closed between 2015 and 2027, but the time frame may be shortened or expanded depending upon availability of funds and RAD. The first phase will be a 60-unit development that MDHA is currently planning. This will be a 100% public housing development for which construction is targeted to begin before the end of 2014. The second phase will be an 88-unit development which could be submitted for a 2015/2016 9% LIHTC application for reservation of \$1.10 million in annual tax credits. Future phases are determined based on securing funding.

The Plan tested a 330-unit homeownership option which was not preferred by MDHA. If included in the future, the homeownership option assumes

that for sale units could sell for, on average, approximately \$238,000. A preliminary market study conducted for the master planning exercise indicates that market conditions support production and sale of market rate homeownership units in the Envision Cayce plan.

#### Non-Residential Improvements

Non-Residential Improvements will include a variety of projects including 127,000 square feet of retail space, new and renovated MDHA offices, new parks, streets and other infrastructure improvements.

RENTAL PROGRAM	
FUNDING USES	
Acquisition	\$ 14,213,060
Site Work	\$ 14,146,346
Off Street Parking	\$ 22,451,194
Residential Hard Costs	\$ 308,252,459
Soft Costs	\$ 56,402,300
Developer Fees	\$ 58,075,000
	<b>\$ 473,540,360</b>

Table 4-3: Rental Program

NON-RESIDENTIAL			
PROGRAM COMPONENTS		UNITS	BUDGET
Institutional	117,600	SF	\$26,434,769
Retail	127,000	SF	\$34,198,095
Infrastructure	25,575	LF Road	\$33,226,501
Parks and Open Space	11	Acres	\$3,748,119
<b>TOTAL</b>			<b>\$97,607,484</b>

Table 4-4: Non-Residential Program

PROJECT SUMMARY			
PROGRAM COMPONENTS		UNITS	BUDGET
Housing	2,390	DU	\$ 473,540,360
Institutional	117,600	SF	\$26,434,769
Retail	127,000	SF	\$ 34,198,095
Infrastructure	25,575	Linear Ft. Road	\$ 33,226,501
Parks and Open Space	11	Acres	\$ 3,748,119
Demolition			\$ 6,020,854
Relocation and Supportive Services			\$ 8,000,000
Administration and Professional Service (HUD Maximum)			\$ 17,134,435
<b>TOTAL</b>			<b>\$ 602,303,133</b>

Table 4-5: Project Summary



## FINANCIAL PLAN

### POTENTIAL SOURCES OF FUNDING

A project of this scale and complexity will require a variety of funding sources to be feasible. It is assumed that the HUD program vehicle for implementing the plan will be the Rental Assistance Demonstration (RAD) program. MDHA applied for RAD designation in December 2013 and is awaiting HUD approval. If approved, replacement units would be RAD project-based voucher units (with the exception of Phase I), and the rental assistance and tenant payments from these units would support debt.

The following outlines typical funding sources that may be pursued in support of this project. Many of these sources, with the exception of MDHA-owned funds, are competitive and not guaranteed.

#### 1. **Tax Credit Equity**

LIHTC equity is expected to be a primary source of funding for all residential development phases. It is anticipated that more than 50% of the funding for 9% LIHTC projects will be tax credit equity and at least 25% of 4% LIHTC projects will be equity. Maximizing the number of developments produced with 9% credits would reduce the need for other funding sources and subsidies to fully implement the Plan. The deeper funding subsidies provided by 9% credits imply that the implementation team must aggressively pursue

the competitive credits. In the financial projections prepared for the Plan, the development team assumed that MDHA would successfully obtain 9% credits on a biennial basis. Nine percent credits are competitive and require applications to the Tennessee Housing Development Agency (THDA). Currently, MDHA may not qualify for 9 points under Sponsor Characteristics per the 2014 Qualified Application Plan. However, there is a public housing set aside which MDHA may apply for as the developer or sponsor.

#### 2. **MDHA Funds - Public Housing Capital and Replacement Housing Factor Funds**

MDHA expects to commit approximately \$7 million of its public housing funds to developing the Cayce Place replacement units. These funds can only be used to develop public housing units and it is anticipated that these funds will be available for Phase I.

#### 3. **Choice Neighborhoods Initiative Funds**

Based on the 2013 CNI NOFA, a successful CNI Implementation Grant application would provide up to \$30 million (maximum award) toward implementation of the Plan. The HUD budget for 2014 includes \$90 million for the CNI program (compared to \$120 million in 2013) and it is currently unclear whether funding will be available

for future CNI implementation grants. The President's 2015 proposed budget included \$400 million in the budget for CNI: a base request of \$120 million in direct appropriations and a supplement to the budget – called the Opportunity, Growth and Security Initiative – includes an additional \$280 million in proposed funding for CNI.

#### 4. **Conventional Debt**

All phases of the Plan, with the exception of Phase 1, will be capable of supporting debt, including conventional debt and FHA mortgage. It is anticipated that taxable and tax-exempt debt will be the second most important source of financing for the rental housing developments after tax credit equity. The preliminary analysis (based on assumptions about interest rates, underwriting terms and anticipated project-based voucher rents) indicates that the projects should leverage between \$124 million and \$148 million in conventional debt for the homeownership and non-homeownership option respectively.

#### 5. **TIF (Tax Increment Financing)**

TIF is expected to be an important source of financing for the Plan. The State permits redevelopment TIF plans to have a term of up to 30 years (longer terms must be pre-approved by the State). For the analysis, it was assumed that because land

## FINANCIAL PLAN

### POTENTIAL SOURCES OF FUNDING

for rental projects would be owned by MDHA, MDHA's PILOTs (Payment in Lieu of Taxes) would apply to the developments. If included, homeownership units would receive no tax preferences. It was also assumed that increment will be generated only on properties redeveloped as part of this Plan. Given these assumptions, the TIF district should be created as soon as possible to allow the increment to be generated early and be available to finance future phases.

#### 6. **Federal Home Loan Bank (FHLB) Affordable Housing Program (AHP)**

Each of the 12 regional Federal Home Loan Banks administer an AHP program funded with 10% of their annual net income. Applicants must submit an application to one of the regional banks via a member financial institution. Though FHLBs focus on their own region, they are allowed to provide AHP funding for projects submitted by a member institution outside their jurisdiction. The amount of funding available per project varies substantially by FHLB. For example, in 2013, Cincinnati FHLB (which covers Tennessee) limited grants to \$50,000 per rental unit with a limit of the lesser of \$1,000,000 per project or 75 percent of total development costs. Ideally, the developer will work with a FHLB member institution with which there is a well-es-

tablished business relationship to submit an application.

#### 7. **New Markets Tax Credits (NMTC)**

It is anticipated that NMTC may be used for the retail developments in the Plan. The federal NMTC program provides capital markets funding (equity and/or debt at below market terms) for economic development projects in low-income communities. NMTC funding can be used for commercial projects and for rental housing (though operating income from housing in a NMTC transaction cannot exceed 80%). NMTC cannot be combined with LIHTC, though these financing structures can be side-by-side as separate condominiums in a development. The NMTC program is currently authorized until 2013, but, as in the past, it may be extended by Congress in future appropriations. For 2013, the commercial and residential developments are in NMTC-eligible census tracts.

#### 8. **Reinvested Developer Fee**

MDHA has elected to act as its own developer for this project. As developer, MDHA will receive developer fees for planned residential and non-residential development projects. The Plan assumes that MDHA will re-invest developer fees received to finance future phases. In addition, it

may be necessary to defer some developer fees to post-construction completion so that such fee is paid from operating cash flow.

#### 9. **CDBG Grants and HOME Funding**

MDHA may be able to use Nashville/Davidson allocation of CDBG and HOME funds to support the Envision Cayce Plan, depending on funds availability and approval of Envision Cayce plan activities as part of the city's Consolidated Plan. It is important to note that the ability to fund the Plan with CDBG is currently limited because substantial CDBG allocation is committed to servicing an existing Section 108 loan. CDBG funds are for activities that benefit low- and moderate-income persons. The activities must benefit low- and moderate-income persons, prevention or elimination of slums or blight, or address community needs for which other funding is not available. HOME funds can be used to provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; build or rehabilitate housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing," including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses.



## FINANCIAL PLAN

### POTENTIAL SOURCES OF FUNDING

#### 10. CIP (Capital Improvement Program)

The City of Nashville may be able to include funding for all or some of the proposed improvements to parks and infrastructure in its Capital Improvement Program (CIP) budget. Funding for the Plan can be incorporated over multiple years in the CIP.

#### 11. Community Investment Tax Credit

Banks may obtain a credit against the sum total of taxes imposed by the Franchise and Excise Tax Laws when qualified loans, qualified investments, grants or contributions are extended to eligible housing entities for engaging in eligible low income housing activities. The amount of the credit is applied one time and based on the total amount of the loan, investment, grant, or contribution; or the credit may be applied annually for qualified loans and qualified low rate loans and based on the unpaid principal balance of the loan. The amount of the credit is as follows:

- Five percent (5%) of a qualified loan or qualified long term-term investment; OR three percent (3%) annually of the unpaid principal balance of a qualified loan as of December 31 of each year for the life of the loan, OR fifteen (15) years, whichever is earlier..

- Ten percent (10%) of a qualified low rate loan, grant, or contribution; OR five percent (5%) annually of the unpaid principal balance of a qualified low rate loan as of December 31 of each year for the life of the loan, OR fifteen (15) years, whichever is earlier.

#### 12. Other Funding Sources

Other funding sources may become available over the course of implementation of the Plan and the implementation team should aggressively pursue opportunities that arise. These may include federal grant or tax credit programs, energy conservation-related funding, private grants and state or local funding programs. It is also assumed that MDHA will explore potential partnerships with local or national foundations in support of the Plan.

FUNDING USES	2014	2013
Nashville/Davidson CDBG Allocation:	\$4,606,281	\$4,694,678
Nashville/Davidson HOME Allocation:	\$1,933,490	\$1,855,995

## PHASING

The financing model assumes the Plan will be implemented between 2015 and 2027 and consist of more than 20 separate development phases. This phasing plan is driven by the low-income housing tax credit funding rules, a key source of financing for affordable units, as well as relocation and rehousing considerations to accommodate existing residents. Should other unrestricted funding become available, the phasing plan can be adjusted.

Demolition and relocation will also be phased in response to the availability of relocation resources, funding and market demand. While all original residents impacted by approved redevelopment action have first priority for a unit at the redeveloped site, per MDHA's Administrative Plan, Cayce residents are also able to move to the top of MDHA's Section 8 waitlist, which becomes a relocation resource. Based on findings from the needs assessment, up to 20% of families may utilize this relocation resource, if Section 8 vouchers become available.

PHASING PROGRAM CHART		
Phase	Demolition & Relocation	Potential Units
Phase 1	0	60
Phase 2	64	88
Phase 3	52	102
Phase 4	90	172
Phase 5	58	82
Phase 6	50	136
Phase 7	50	80
Phase 8	50	133
Phase 9	50	140
Phase 10	50	82
Phase 11	50	82
Phase 12	0	173
Phase 13	90	112
Phase 14	60	74
Phase 15	0	77
Phase 15a	57	52
Phase 16	76	138
Phase 17	74	84
Phase 17a	0	155
Phase 18	0	115
Phase 19	0	130
Phase 19a	50	123
Open Space	167	0
Education Facility	108	0
<b>TOTAL UNITS</b>	<b>1,138</b>	<b>2,390</b>

Table 4-6: Phasing Chart



PHASING



Exhibit 4-1: Phasing Plan

# PHASING

## Phase I

MDHA is planning on a 60-unit 100% public housing development, utilizing time-sensitive Replacement Housing Factor funds that would serve as the first phase of the redevelopment program. This phase will be completed before any relocation is necessary, thereby creating a relocation resource for the second phase.

## Phase II

In order to get started with mixed-income development, this second phase has been identified, with more detailed assumptions shown below.

The model includes a financing plan for a first mixed-income rental housing development phase. The objective for this phase is to define a phase that could be undertaken with minimal disruption to residents (such as relocation) where construction could proceed with as few obstacles as possible, and preferably on a ready-to-build site. The 88-unit phase would be located on a portion of Kirkpatrick Park and Cayce Place. The development team could submit a 2015 or 2016 9% LIHTC application for the project, in February of that year, given precedent from previous years.

### THE PHASING STRATEGY IS INFORMED BY THE FOLLOWING STEPS:

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>Build initially on vacant land and on Kirkpatrick Park land to take advantage of minimal relocation requirements. This requires the completion of a land swap between MDHA and Metro Park.</li> </ul> | <ul style="list-style-type: none"> <li>Build higher density housing closer to Shelby Avenue and along the western edge of the site to take advantage of height opportunities and views of downtown.</li> </ul> |
| <ul style="list-style-type: none"> <li>Minimize relocation needs and maximize replacement housing opportunities on-site for current residents.</li> </ul>  | <ul style="list-style-type: none"> <li>Build market rate rental opportunities closest to the downtown corridor.</li> </ul>   |
| <ul style="list-style-type: none"> <li>Start with the development of affordable housing in Phase 1 and Phase 2 to create replacement housing opportunities, but ensure all phases have a mix of housing opportunities.</li> </ul>            | <ul style="list-style-type: none"> <li>Position retail along the Shelby Avenue corridor and closest to the interstate to take advantage of visibility from the highway.</li> </ul>                             |
| <ul style="list-style-type: none"> <li>Build lower density housing closer to the Shelby Hills neighborhood which currently has a concentration of single-family homes.</li> </ul>  |  |

Phase II consists of 61 replacement units and 23 market rate units. The estimated \$18.2 million budget for this phase is anticipated to be funded by approximately \$9.9 million in LIHTC equity, a \$4.7 million first mortgage, and \$3.6 million made up of a combination of other funds such as deferred devel-

oper fee, FHLB, AHP, CDBG, HOME, etc.

The Plan assumes that the health center will be temporarily relocated to a residential unit or trailer to accommodate construction of this first phase. Alternately, the health center may elect to operate out of its nearby center in Five Points.



## LONG-TERM AFFORDABILITY

Use and income restrictions assuring long-term affordability for all project-based voucher, and tax credit units will be secured through recorded declaration of restrictive covenants and land use restrictions that run with the land. It is anticipated that the restrictions will have a minimum term of 30 years.

Budgets will include reserves that will be available to fund operating deficits and shortfalls in federal rental assistance funding. Conservative underwriting standards will be used in sizing the debt to assure that the project will not be unduly burdened with debt and can withstand economic shocks.

For similar reasons, the Plan will also seek to maximize soft debt. Project budgets will include Operating Reserves and may include Subsidy Reserves to ensure that there is a source to fund expenses during extended periods where income is diminished for project-based voucher units due to vacancies, late payment of or reductions in rental subsidies. In an environment of reduced public assistance, if necessary, these reserves will allow time for units to be filled by higher income tenants that qualify for affordable units as vacancies arise, so that the project's dependence on subsidies is moderated while long-term affordability is maintained.

## PUBLIC HOUSING & TECHNICAL REDEVELOPMENT ISSUES

Various federal regulations will guide certain aspects of any public housing redevelopment effort, adding an additional layer of complexity to the implementation plan. Specific regulations and policies that have to be addressed and incorporated into the implementation plan include:

- **Rental Assistance Demonstrations (RAD)** program project-based voucher units - The plan assumes that redevelopment would proceed using HUD's RAD program and replacement units would be RAD project-based voucher units. MDHA submitted a portfolio RAD application before the end of 2013, which included the units at Cayce Homes. While the application did not make the cut-off for the 66,000 units approved by Congress for RAD, MDHA's application is on the waiting list and may still be approved for RAD within the current cap of units if projects ahead of MDHA fall off the list for any reason, such that MDHA's application falls under the 66,000 cap. Outside of the cap, there are 52,601 units queued ahead of MDHA's RAD application on the waiting list. It is uncertain whether Congress will approve ongoing attempts by the Administration to expand and extend the RAD program.
- **Demolition and Disposition of Cayce Place Units**

and Land – MDHA will need to secure HUD's approval through the Special Assistance Center (SAC) in order to dispose of and redevelop public housing land, either via a long-term ground lease, sale or land swap. No redevelopment can occur without HUD's approval. If the demolition and disposition application can demonstrate that according to HUD regulations, Cayce Place is obsolete, it will be possible to get HUD authorization to demolish Cayce structures, dispose of the project site, lift existing public housing-related declaration of restrictive covenants and undertake the redevelopment proposed by the Cayce master plan. Current regulations for demolition and disposition (24 CFR 970) require that rehabilitation costs necessary to bring existing public housing structures to good condition exceed 57.14% of Total Development Cost (TDC) for all structures (except elevator buildings for which costs must exceed 62.5% of TDC) in order to demonstrate obsolescence. If HUD disposition approval is based on a finding of obsolescence, MDHA will be permitted to dispose of the property for redevelopment that does not need to include public housing units. Given the multi-year and multi-phase timeline, the Plan assumes that MDHA will submit multiple demolition and disposition applications to HUD on a phased basis. Note

that if RAD is approved, certain demolition and disposition requirements may be waived and/or simplified.

- **Development/Mixed-Finance Proposal – RAD** approval allows MDHA flexibility in financing replacement units and waives certain other HUD approvals including the need for separate demolition and disposition plans. Absent RAD, MDHA may seek HUD approval via the mixed-finance program. With HUD approval, this allows MDHA to mix public, private and other funds to develop and operate a variety of housing types. MDHA would need to submit a development/mixed-finance proposal for phases that include public housing units. As part of this process, HUD approves a set of evidentiary documents including an amended and restated ACC Amendment and a Declaration of Restrictive Covenants. Phases with project-based voucher units would also be subject to HUD's site and neighborhood standards review as well as subsidy layering review and approval.
- **Resident Relocation, Re-occupancy and Right of Return –** With input from residents, and HUD's approval, MDHA will develop a detailed relocation and Right of Return Plan that outlines the specific policies and procedures that will govern



## PUBLIC HOUSING & TECHNICAL REDEVELOPMENT ISSUES

any relocation and return of original families.

- Land Acquisition and Assembly – Several parcels of land need to be assembled, as outlined below. HUD approval may be necessary if MDHA acquires these parcels with public housing funds.
- The Plan assumes that MDHA will negotiate an agreement with CWA and Roberts Park to redevelop their land as part of the overall master plan.
- Additional parcels including the nearby church or land along Shelby Avenue should be purchased by MDHA as they become available.
- Role of MDHA – Through the HOPE VI program, MDHA has successfully repositioned four public housing developments into mixed income communities (John Henry Hale, Sam Levy, Preston Taylor and Vine Hill). MDHA has also developed other affordable housing units via the LIHTC program. MDHA acted as its own developer for these previous projects. However, the scope and scale of the Envision Cayce Plan is significantly greater than these previous projects, and includes a combination of residential and non-residential elements. While the Plan assumes MDHA will serve as developer, given the varying elements and complexity of the Plan, it would be advantageous that MDHA expand its team to add extensive experience financing and developing mixed-income and mixed use projects, including a grocery store and new school.
- Property Management – The Plan, with the introduction of market-rate units, assumes that the redeveloped site will be managed in accordance with high quality private property management standards. Equity investors may also require private market property management and experience managing tax credit properties and meeting these tax credit compliance requirements.
- LIHTC PILOT Legislation – TCA Section 13-20-104(f) needs to be amended to permit Davidson county to use PILOTs in lieu of paying full ad valorem property taxes on LIHTC partnerships. Davidson County is the only county in the state that does not have this ability, which has significant negative tax implications for any tax credit partnerships. The Plan assumes that MDHA will work toward amending this provision within the next year.
- State Historical Preservation/Section 106 Review – MDHA will need to secure approval from Tennessee Historical Commission before demolition/disposition and redevelopment can proceed.

## NEXT STEPS

The following table outlines key steps and critical path items that MDHA will need to complete within the next two years to start the implementation of the Plan. Build out of the entire plan will take approximately 10-15 years, depending on market absorption and financing.

### 2014 - 2017

- HUD approval of RAD application
- Finalize acquisition of CWA
- Engage experienced mixed-finance counsel and implementation team
- Finalize land swap with Metro Park
- Finalize agreement with Cayce Clinic
- Finalize agreement with Metro Government re-transfer of metro-owned land to MDHA
- Work with the Mayor and Metro Government to secure infrastructure funding
- Submit Demolition/Disposition Proposal to HUD, if needed
- Submit Acquisition Proposal for HUD review
- Prepare Relocation plan
- Complete application for Redevelopment Area
- Initiate TIF process
- Complete site engineering and geotechnical studies for initial phase
- Initiate Re-zoning (Specific Plan Process-SP)
- Finalize strategy with Clean Water Nashville for future overflow abatement projects
- Finalize agreement with Metro Water Services regarding capacity fees
- Secure LIHTC PILOT Legislation approval
- Refine Phase 1 plan and begin construction
- Develop Education and Supportive Services Plan
- Submit tax credit funding application for Phase 2



## SUMMARY OF MAJOR ASSUMPTIONS

The following is a summary of key assumptions discussed throughout the document:

1. There is no net loss of affordable units. Cayce Place and CWA units are replaced on a one-for-one basis, and additional affordable units are planned.
2. Residents will be accommodated and relocated within the neighborhood, to the greatest extent feasible, and will have the First Right of Return if displaced from their current unit.
3. Development will be phased to accommodate the needs of families and minimize relocation. Where possible, original families will move only once and into a newly developed unit.
4. The project is subject to HUD review and approval. RAD is presumed to be the vehicle through which the plan is implemented. If RAD is not approved, MDHA may elect to redevelop through HUD's mixed-finance process.
5. The project will likely take more than a decade to implement, depending on financing and market conditions.
6. Multiple sources of financing will be necessary, including public and private sources. Tax credits are the key funding vehicle for affordable units.
7. The Plan does not specifically address education or supportive services needs of families. However, both are critical to the long-term viability of the Plan. It is recommended that MDHA work with other stakeholders to develop a comprehensive education and human services strategy that integrates with, and complements the physical plan.
8. The TIF redevelopment district will be established within the first 5 years of project start, allowing the accumulation of increment to finance implementation.
9. MDHA will retain ownership of the land and convey the land via long-term ground lease for development purposes.
10. The Plan is a concept and is flexible and scalable. The Plan can be adjusted to reflect changing market conditions and other local factors.







# Appendices

Appendix A : Community Plans From Charette .....	94
Exhibits & Tables Index .....	97

## APPENDIX A : COMMUNITY PLANS FROM CHARETTE







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## EXHIBITS & TABLES INDEX

Exhibit 1-1: Public Meeting / Design Charette.....	3	Exhibit 3-12: Shelby Avenue Cross Section .....	70
Exhibit 1-2: Community Plans from Table Exercise .....	7	Exhibit 3-13: Typical Residential Street Cross Section.....	71
Exhibit 1-3: Project Timeline .....	14	Exhibit 3-14: Alternative Concept A .....	73
Exhibit 2-1: Location Map .....	17	Exhibit 3-15: Alternative Concept B.....	74
Exhibit 2-2: Existing Conditions Map .....	18	Exhibit 3-16: Alternative Concept C .....	75
Exhibit 2-3: Original Community Building .....	19	Exhibit 4-1: Phasing Plan .....	86
Exhibit 2-5: Boscobel Heights Plan .....	19		
Exhibit 2-4: Boscobel Mansion .....	19	Table 1-1: CAG Members .....	4
Exhibit 2-6: Historic Trolley Lines .....	20	Table 2-1: Cayce Place Housing Bedroom Distribution.....	27
Exhibit 2-8: Historic Map (Pre-Boscobel Heights) - 1908.....	20	Table 2-2: Cayce Place Resident Profile.....	27
Exhibit 2-7: Boscobel Heights (Cayce-1950's) .....	20	Table 3-1: Unit Type .....	48
Exhibit 2-9: Envision Cayce Revitalization Plan - Ownership .....	21	Table 3-2: Bedroom Distribution .....	48
Exhibit 2-10: Aerial View of Cayce Place .....	22	Table 3-3: Residential Unit Mix.....	49
Exhibit 2-11: Existing Land Use Map.....	23	Table 4-1: Residential Program Summary .....	79
Exhibit 2-12: Existing Uses and Assets Map .....	25	Table 4-2: Existing Units.....	79
Exhibit 2-13: Zoning Map .....	29	Table 4-3: Rental Program .....	81
Exhibit 2-14: Transportation Plan .....	30	Table 4-4: Non-Residential Program .....	81
Exhibit 2-15: Proximity to Surrounding Parks.....	32	Table 4-5: Project Summary .....	81
Exhibit 2-16: Flood Plain Area .....	33	Table 4-6: Phasing Chart.....	85
Exhibit 2-17: Sanitary Sewer Alternatives .....	34		
Exhibit 2-18: Riverfront Master Plan .....	36		
Exhibit 3-1: Envision Cayce Revitalization Plan .....	42		
Exhibit 3-2: Proposed Land Use Plan .....	43		
Exhibit 3-3: Density Framework Plan.....	44		
Exhibit 3-4: Housing Typology Plan .....	49		
Exhibit 3-5: Urban Center Zone .....	55		
Exhibit 3-6: Civic / Institutional Uses .....	59		
Exhibit 3-7: Open Space Plan.....	62		
Exhibit 3-8: Block Street Network Plan.....	66		
Exhibit 3-9: Transit Improvement Plan .....	67		
Exhibit 3-10: Central Park Cross Section .....	68		
Exhibit 3-11: Typical Commercial Street Section.....	69		