



# ENVISION NAPIER AND SUDEKUM TRANSFORMATION PLAN

Choice Neighborhood Planning Grant  
June 2018



# ACKNOWLEDGMENTS

## THANKS TO

The planning team explicitly acknowledges the following individuals for their contribution to the planning process

### **MDHA Board of Commissioners:**

Ralph Moseley, Chair, Melvin Black, Jimmy Grandberry, Emily Thaden, Miniimah Basheer, Antoinette Batts and Charles Robert Bone

**MDHA Staff**, in particular Jim Harbison, Executive Director, and the Envision Planning Staff of Jeff Hall, Executive Program Manager, Janet King, Community Engagement Manager, and Curtis Thomas, Urban Planning Manager

**Martha O'Bryan Center**, for serving as co-applicant for the planning grant, and lead of the People Work Group

**Dr. Raymond Kinzounza**, Branch Manager of Nashville Public Library Pruitt Branch who provided the library as a community based meeting space throughout the planning process for meetings, community design charrettes and community engagement events

**Vanderbilt University**, for assisting with the development and data analysis of the comprehensive needs assessment

**Councilman Freddie O'Connell**, District 19 Councilman

**Kathy Buggs**, Office Director for United States Congressman Jim Cooper

## PREPARED BY

### **Moody Nolan**

*Prime Contractor and Architecture*

### **Kimley Horn**

*Engineering, Landscape Architecture and Cost Estimating*

### **Lord Aeck Sargent**

*Master Planning Services*

### **Randall Gross Development Economics**

*Housing Market and Economic Analysis*

## **The Survey Team**

Consisting of Napier Place and Sudekum Apartments residents

**Judith Bassette**

**Angelica Brown**

**Angela Cole**

**Chitimeka Gooch**

**Margaret Gregory**

**Donna Higgins**

**Chasity King**

**Pamela McKissack**

**Royce Sisk**

**Jessica Stadelbauer**

**Natalie Vaughn**

**Barbara Webb**

**Sandra Webster**

**Ricky Williamson**

**Kamita Wilson**

## **The Work Group Leadership**

Consisting of Napier Place and Sudekum Apartments residents, and Community Partners

**Angela Cole**, Sudekum Resident, Education Chair

**Rob McRay**, Youth Encouragement Services, Education Co-Chair

**Vickeeta Coleman**, Martha O'Bryan Center, People Chair

**Sheronda Wilson**, MDHA Social Services, People Co-Chair

**Jessica Stadelbauer**, Napier Resident, Housing Chair

**Pastor Judy Quarles**, Abigail Ministries, Housing Co-Chair

**Varnella Edmiston**, Napier Resident, Neighborhood Chair

**Beverly Hall**, Community Business Owner, Neighborhood Co-Chair

## **Community Advisory Group**

**Napier Place Resident Association**

**Tony Sudekum Apartments Resident Association**

**Martha O'Bryan Center**

**Neighborhood Health Napier Clinic**

**Pruitt's Discount Pharmacy**

**Express Employment Professionals**

**Hylton Elite Marketing**

**Beverly Hall, local business owner**

**Harvest Hands Community Development Corporation**

**Nashville Public Library – Pruitt Branch**

**Trevecca Nazarene University**

**JobsPlus Nashville**

**Church of the Messiah**

**Mt. Aarat Baptist Church**

**Youth Encouragement Services**

**Wayne Reed Christian Childcare Center**

**Dudley Head Start/Metro Action Commission**

**Napier Elementary School**

**Napier Family Resource Center**

**Napier Community Achieves**

**Seay Hubbard United Methodist Church/Hubbard House**

**American Job Center**

**Nashville Career Advancement Center**

**Metro Nashville Mayor's Office**

**Metro Nashville Planning Office**

**Metro Nashville Public Health**

**Metro Nashville Police Department – Hermitage Precinct**

**Metro Nashville Parks Department**

**Metro Nashville Arts Commission**

**Metro Nashville Public Works**

**Metro Water Services**

**Nashville Electric Services**

**Davidson County Juvenile Court**

# TABLE OF CONTENTS

- 1. Executive Summary..... 08**
  
- 2. Plan Overview / Planning Context.....18**
  - Introduction
  - Planning Focus Areas
  - Why Envision Napier and Sudekum Now?
  - Nashville Planning Context
  - Community Context
    - i. Overall ENS Planning Area
    - ii. Napier & Sudekum Profiles
  
- 3. The Planning Process.....36**
  - Team Organization / Planning Structure
  - Comprehensive Needs Assessment / Resident Survey
  - Capacity Building (Focus Groups and Events)
  
- 4. Our Vision.....52**
  - Neighborhood Plan
  - Housing Plan
  
- 5. Uplifting People.....78**
  - People Plan
  
- 6. Implementation Plan.....104**
  - Organizational Structure for Implementation
  - Phasing Plan
  - Project Budget
  - Financing Strategies

**7. Appendix.....116**  
Existing Condition Assessment Maps  
Environmental Review - Napier and Sudekum  
Resident and Community Needs Assessment Survey Analysis  
Market Study  
On-Site Development Plan Option

01





# 1 EXECUTIVE SUMMARY

In July 2016, Nashville was one of ten cities awarded a Choice Neighborhoods Planning Grant by the U.S. Department of Housing and Urban Development (HUD). The Metropolitan Development and Housing Agency (MDHA) served as the lead grantee and the Martha O'Bryan Center (MOBC) as the co-grantee. MOBC was also responsible for leading the People planning component of the Transformation Plan. MDHA engaged a Design Team to help lead the Neighborhood and Housing components. As outlined by HUD, the Choice Neighborhoods Initiative supports robust community planning to address struggling neighborhoods with distressed public housing. This Plan will be implemented through a comprehensive approach of channeling public and private investments into services, educational programming, crime prevention, transportation and infrastructure with the specific requirement of improving affordable housing.

The \$500,000 grant funded a comprehensive neighborhood Transformation Plan to revitalize JC Napier Place (Napier) and Tony Sudekum Apartments (Sudekum) as well as the surrounding neighborhoods. The target neighborhood is larger than the footprint of Napier and Sudekum and is located less than one mile south of downtown Nashville. The boundaries of the target neighborhood are defined by Interstate 40 to the north and east, the railroad to the south and 4th Avenue to the west. By leveraging support from public, private and non-profit partners throughout the community, the vision of the Choice Neighborhoods Planning Grant for Napier and Sudekum is to provide a framework to accomplish the following:

- Ensure there is a 1 for 1 replacement of the 821 existing federally subsidized units, which are broken down to 443 units at Sudekum and 378 units at Napier
- Prioritize a resident and community-driven planning process
- Establish a mixed-income, mixed-use community that will welcome, support and improve opportunities for new and existing residents
- Enhance and improve the economic and cultural diversity of South Nashville
- Ensure green, sustainable and financially feasible development
- Connect with and leverage other local initiatives

## Planning Focus Areas

**People:** Support positive outcomes for families who live in the target developments and the surrounding target area, particularly outcomes related to residents' health, safety, employment, mobility and education.

**Education:** Support the ongoing development of and access to comprehensive educational initiatives that impact all families that reside within the target area, with focus ranging from early childhood education and grade school programming, to high schools, colleges and adult education.

**Housing:** Transform distressed public and assisted housing into energy efficient, mixed-income housing that is physically and financially viable over the long-term.

**Neighborhoods:** Transform neighborhoods of poverty into viable, mixed-income neighborhoods with access to well-functioning services, high quality public schools and education programs, public assets, public transportation and improved access to jobs.

## PLANNING CONTEXT

Nashville is a fast growing and rapidly diversifying city. The urban core neighborhoods have become progressively more attractive to new development with significant property value increases over the last few years. This has put a lot of pressure on the adjoining neighborhoods to redevelop and create needed affordable housing. The Envision Napier and Sudekum (ENS) Choice Neighborhood target area is facing similar challenges. The distressed public housing sites of Napier and Sudekum, along with all the existing vacant and underutilized properties, provide a huge opportunity to direct some of the growth towards South Nashville. Other major challenges include safety, connectivity and lack of proper amenities and services.

Metro Nashville and Davidson County have continuously been recognized as leaders in community planning efforts and by using multiple studies have helped develop a comprehensive growth strategy for Nashville which includes:

- NashvilleNext
- nMotion

- Let's Move Nashville
- Nashville Green and "Complete Streets" Plan and Guidelines
- Nashville Promise Zone

The main objective of the ENS planning effort was to build upon the past and existing plans to develop a community-driven Vision, addressing the challenges and needs of the residents and community, and to create a Plan to implement the Vision.

## PLANNING PROCESS OVERVIEW

Launched in November 2016, the Choice Neighborhoods Envision Napier and Sudekum planning process consisted of 20 months of intense, community driven efforts to revitalize and redevelop South Nashville. Multiple committees and Work Groups were formed to ensure maximum participation and engagement of the community leaders, stakeholders and residents. MDHA and the Design Team offered various opportunities for community involvement during the process and utilized multiple interactive charrettes and events to encourage residents to become part of the planning. To date the process included, 9 Community Advisory Groups (CAG) Meetings, 7 Resident-only Meetings, 7 Town Hall Meetings, 34 Work Group Sessions and 3 Community Charrettes.

## OUR VISION

### Neighborhood Plan

The vision for the Neighborhood Plan was to build upon the existing neighborhood assets to create a cohesive, connected, safe and diverse community of choice and improve the quality of life for the community. The main outcome of the Neighborhood Plan was the creation of a Neighborhood Framework which would help guide the redevelopment of the area to achieve the community vision. The community partners and residents worked hand in hand to develop the overall framework illustrated in Figure 1. The Framework Plan strategies focused on:

- Integrating Napier and Sudekum with the overall neighborhood to create a cohesive community.
- Creating a connected street network and identify priority roads for improvements.

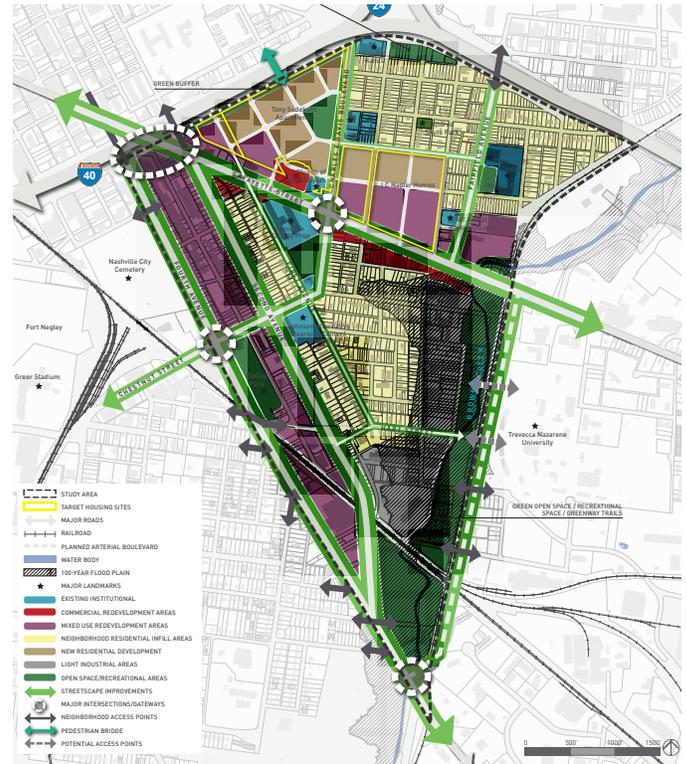


Figure 1. Neighborhood Framework Plan

- Creating a network of multiple recreational and green open spaces, including a linear park along Browns Creek and the proposed new Central Park at the heart of the new redeveloped Napier Sudekum community.
- Establishing transit improvements along Lafayette Street based on the recommendations of nMotion and Let's Move Nashville, with a potential transit stop at the intersection of Charles E. Davis Boulevard and Lafayette Street and a transit hub at the junction of Fourth Avenue and Lafayette Street based on the new transit routes.
- Adding more retail and commercial services with the proposed mixed-use blocks and creating a community service hub by placing the Napier Community Center next to the Pruitt Library and creating a regional destination.
- Incorporating mixed-use and a mix of housing typologies.
- Preserving and improving the existing residential neighborhoods.
- Identifying gateway improvements to enhance neighborhood identity.
- Incorporating sustainability measures and energy efficient design elements, including Leadership in Energy and Environmental Design (LEED) for the Neighborhood Development (LEED ND) Program and Homes certification.



Figure 2. Conceptual Site Development Plan

## Housing Plan

The vision for the Housing Plan was to ensure a safe and quality built environment for the current and future residents that creates a stronger sense of pride and offers diverse housing choices. The main outcome was the preferred Site Plan for the new Napier and Sudekum assumes the acquisition of the Lafayette Street frontage and plans for approximately 1,900 – 2,100 housing units with housing choices ranging from one-bedroom to five-bedroom units and including a 1:1 replacement of the 821 existing affordable apartments. The remaining units are workforce housing for households earning moderate incomes and market-rate apartments for households that can afford market rate. The overall target is 40% affordable, 20% workforce and 40% market-rate housing.

The Site Plan explores a mix of uses and housing typologies, with denser mixed-use blocks located along

Lafayette Street, transitioning to townhomes that will be more compatible with the surrounding residential neighborhood. There will be an opportunity to acquire and develop some of the vacant sites within the overall target neighborhood as single family infill residential. The recommended housing mix also includes garden apartments and urban apartment buildings with enclosed corridors.

A variety of infrastructure improvements such as transportation and utility upgrades are needed to support housing developments. The ENS Plan proposes the integration of a Complete Streets framework throughout the new Napier and Sudekum community to provide pedestrian and vehicular travel to and through the community. Incorporation of sidewalks and crosswalks are also critical to ensure a safe pedestrian environment. Specific Complete Streets improvements for Charles E. Davis Boulevard, Cannon Street and Lafayette Street have been developed as part of the ENS Plan.



Figure 3. Rendering of the New Redevelopment at Napier and Sudekum

As safety is one of the prime concerns of the residents, Crime Prevention Through Environmental Design (CPTED) principles was incorporated in the Site Plan and housing design.

## People Plan

The vision for the People Plan was to make certain every individual within the new community has the ability and undeterred access to economic prosperity and preparedness; a safe and welcoming environment; a healthy living and lifestyle; and opportunities for continued education and development.

A People Work Group, made up of service providers, residents and community members, was established to evaluate the needs and wants of the community within the areas of crime, employment, healthcare and social/supportive services. It was determined at the beginning of planning that a separate and distinct Education

Work Group, made of service providers, public school representatives, residents and community members should be formed in order to better evaluate the cradle to grave educational needs of the community. Through the resident Needs Assessment both Work Groups were able to establish baseline metrics and identify gaps and needs in services across their respective focus areas. As planning continued, Work Groups evolved into task forces focused on topic-based goals and strategies and the format gave way to targeted meetings led by community identified implementation partners. The strategies and implementation projects created within the People component of ENS are organized under the topic-specific categories of:

## Economic Self-Sufficiency

1. Establish a “One-Stop Shop” in order to facilitate a pathway to success for education, development and employment

- a. Establish an Employment and Economic Self-Sufficiency One-Stop Shop
  - b. Establish a database of employers willing to work with second chance employees
  - c. Partner with local employment-related service providers to establish a comprehensive and replicable job training curriculum
  - d. Establish a comprehensive mentor program to assist with job readiness, training/shadowing and placement services
  - e. Establish a centralized career mapping tool
2. Establish a Community Coalition of services to provide outreach and awareness for currently established providers in the community
    - a. Develop and distribute a survey to all community agencies/non-profit providers to catalog available services
    - b. Establish a comprehensive communication strategy to advertise available services throughout the community
    - c. Establish a centralized hub to serve as the destination location for information on available resources and services
    - d. Create and fund a Staffing Plan dedicated to the administration of the coalition and serving as a point of contact within the community for residents and partners

### Crime and Community Safety

1. Establish a comprehensive Community Safety Initiative
  - a. Establish a Neighborhood Watch Program
  - b. Establish intentional community policing opportunities
  - c. Incorporate Defensible Design Principles within community design guidelines
  - d. Establish an area Merchants Association
  - e. Partner with neighborhood and resident associations to establish elements of advocacy and enforcement within lease agreements and association by-laws

### Community Health and Wellness

1. Seek public-private partnerships and development opportunities to address community health and wellness

- a. Partner with existing healthcare providers to expand the capacity of a clinic to incorporate new specialties
- b. Establish comprehensive pharmacy services within the target community
- c. Establish a community based urban garden/farmer's market
- d. Establish a full-service grocery store within the community
- e. Establish a comprehensive health and recreation facility within the community
- f. Establish a healthy living educational campaign targeting youth and adults
- g. Incorporate design elements within the Development Plan that will promote healthy and safe living

### Educational Development and Training

1. Increase quality of and access to early education programming
  - a. Utilize an annual survey to gauge current and projected capacity of existing childcare providers
  - b. Partner with local institutions (e.g., churches, community center, library) to incorporate early education within their programming services at existing facilities
  - c. Establish an in-home childcare training program
  - d. Build a new, comprehensive Early Learning Center
2. Expand after school and summer programming
  - a. Partner with Metro Nashville Transit Authority (MTA), Metro Nashville Public Schools (MNPS) and local service providers to establish new transportation routes and schedules to enhance access to resources outside of the target area
  - b. Partner with local institutions (e.g., churches, community center, library) and existing youth development providers to incorporate and/or expand early education within their programming services at existing facilities
  - c. Attract new youth development providers to the community
3. Increase parent and community engagement
  - a. Establish partnerships between MTA and MNPS to expand transportation services

- b. Establish a comprehensive communication strategy
  - c. Establish satellite meeting location and information hubs
4. Promote technology access and digital literacy training for all ages
- a. Incorporate digital literacy training within youth development and job training curriculum
  - b. Partner with internet providers to expand affordable internet access

## IMPLEMENTATION PLAN

Successful implementation of a plan this comprehensive could take several years of continued investment by public and private partners. It is critical to build a governance structure of key partners who are deeply engaged, can provide long-term investment and can measure change to ensure accountability and success. With this structure in place, the partnerships will have a framework to make decisions, allocate resources, guarantee accountability, communicate with the public and sustain citizen and resident engagement. As part of this structure, the CAG will continue to guide and promote the multi-faceted elements of the Transformation Plan. It will work closely with the Napier and Sudekum Neighborhood Implementation Group, comprised of lead entities of each of the Plan components: Neighborhood (Metro Nashville, Metro Council, Mayor’s Office and MDHA), People (Martha O’Bryan Center), Principal Education Partner (Metro Nashville Public Schools/Napier Elementary and MDHA) and Housing (MDHA).

The proposed new development of this size, with a commitment to minimizing resident disruption, will be built in multiple phases over the course of 15-20 years. The Phasing Plan will evolve with the availability of funds, off-site relocation opportunities and on-site improvements. It will be complemented with the development of the Relocation/Re-occupancy Plan.

MDHA has identified multiple funding sources and will continue to work with local, state and federal agencies, non-profit partners, philanthropic organizations, businesses, and other community stakeholders to assemble and leverage the resources required to realize Envision Napier and Sudekum.

Various early action projects are already underway as a result of the community partnerships and include:

- Community Events and Capacity Building Initiatives, including:
  1. Street Fest
  2. Nashville Night Out Against Crime
  3. Bridging the Gap Resource Fair
- Land-banking (ongoing)
- In 2017, MDHA agreed to fund \$100,000 in dedicated Metro Nashville Police Department (MNPD)-Hermitage Precinct police overtime focused specifically on community-policing measures for one year.
- Starting in 2016, MDHA allocated up to \$250,000 to install over 200 surveillance cameras throughout Napier and Sudekum, in partnership with Metro Nashville and MNPD.
- In 2017, Metro Nashville authorized the funds to hire 77 new police offers, with 22 officers dedicated to community policing efforts throughout the city.
- Starting in fall 2017, the Church of the Messiah launched a capital campaign to fund rehabilitation costs in order to repurpose portions of their existing building to accommodate a new childcare facility, with the focus on providing after-hours childcare services. Planning and fundraising is ongoing, with the goal to initiate services in 2018.
- In November 2017, the ConnectHome Initiative, in partnerships with JobsPlus Nashville and Comcast, facilitated an event for residents to remove barriers to affordable internet access. While hosting this community event, the initiative provided a venue for residents to request forgiveness of debt older than 12 months, clear collections/charge offs with the Credit Bureau, set up new accounts, set up installation appointments and receive 3 months of free internet service. Moving forward, the ConnectHome Initiative is looking to facilitate this initiative on a reoccurring basis within the community.
- Starting in 2018, Neighborhood Health will offer enhanced inoculation services, pediatric services and enhanced female reproductive services.

- Starting in April 2018, through partnerships between Neighborhood Health and Pruitt Discount Pharmacy, with assistance from MDHA, pharmacy services will be offered at the Napier Clinic – becoming the only physical pharmacy within the target area.

2018-2020

- Receive HUD approval on Transformation Plan
- Initiate land acquisition strategy or establish private-public-partnerships for key parcels along Lafayette frontage and identified for the centralized hub
- Complete Infrastructure Study\*
- Initiate Community Plan amendment process
- Initiate Re-zoning (Specific Plan-SP)\*
- Develop Design Guidelines\*
- Identify and establish either a Transit Oriented Development District or Redevelopment District, based on which works best for the community
- Seek HUD approval to designate the Choice Neighborhoods Planning target area as a Neighborhood Revitalization Strategy Area, which allows for flexibility in the use of Community Development Block Grant (CDBG) funds for the implementation of

## ENS Strategic Recommendations and 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 15-20 years, depending on market absorption and financing. Key steps and critical path items are listed in order of priority or required sequencing, with notations (\*) included for items that include a cost for completion.



Figure 4. Potential Street Improvements for Charles E. Davis Boulevard

innovative programs to address economic development, housing, and public service needs

- Finalize agreement with Metro Parks for new community center and management of new park
- Finalize agreement with People Plan Implementation Partners
- Work with the Mayor and Metro Government to secure infrastructure funding
- Refine Phasing Plan based on infrastructure study and other relevant site surveys
- Prepare Relocation Plan
- Refine Phase I project and initiate construction



Figure 5. Conceptual Street Section for Charles E. Davis Boulevard



02





**P** **O**

# 2 PLANNING OVERVIEW

## INTRODUCTION

In July 2016, Nashville was one of ten cities awarded a Choice Neighborhoods Planning Grant by the U.S. Department of Housing and Urban Development (HUD). The Metropolitan Development and Housing Agency (MDHA) served as the lead grantee and the Martha O’Bryan Center (MOBC) as the co-grantee. MOBC was also responsible for leading the People planning component of the Transformation Plan. As outlined by HUD, the Choice Neighborhoods Initiative is a competitive grant program designed to address struggling neighborhoods with distressed public housing through a comprehensive approach of channeling public and private investments into services, educational programming, crime prevention, transportation and infrastructure with the specific requirement of preserving affordable housing.

The \$500,000 grant funded a comprehensive neighborhood revitalization plan for JC Napier Place (Napier) and

Tony Sudekum Apartments (Sudekum), as well as the surrounding neighborhood. The target neighborhood is larger than the footprint of Napier and Sudekum and is located less than one mile south of downtown Nashville (Figure 6). The boundaries of the target neighborhood are defined by Interstate 40 to the north and east, the railroad to the south, and 4th Avenue to the west. By leveraging support from public, private and non-profit partners throughout the community, the vision of the Choice Neighborhoods Planning Grant for Napier and Sudekum is to provide a framework to accomplish the following:

- Ensure there is a 1 for 1 replacement of the 821 existing federally subsidized units, which are broken down to 443 units at Sudekum and 378 units at Napier
- Prioritize resident and community-driven planning process
- Establish a mixed-income, mixed-use community

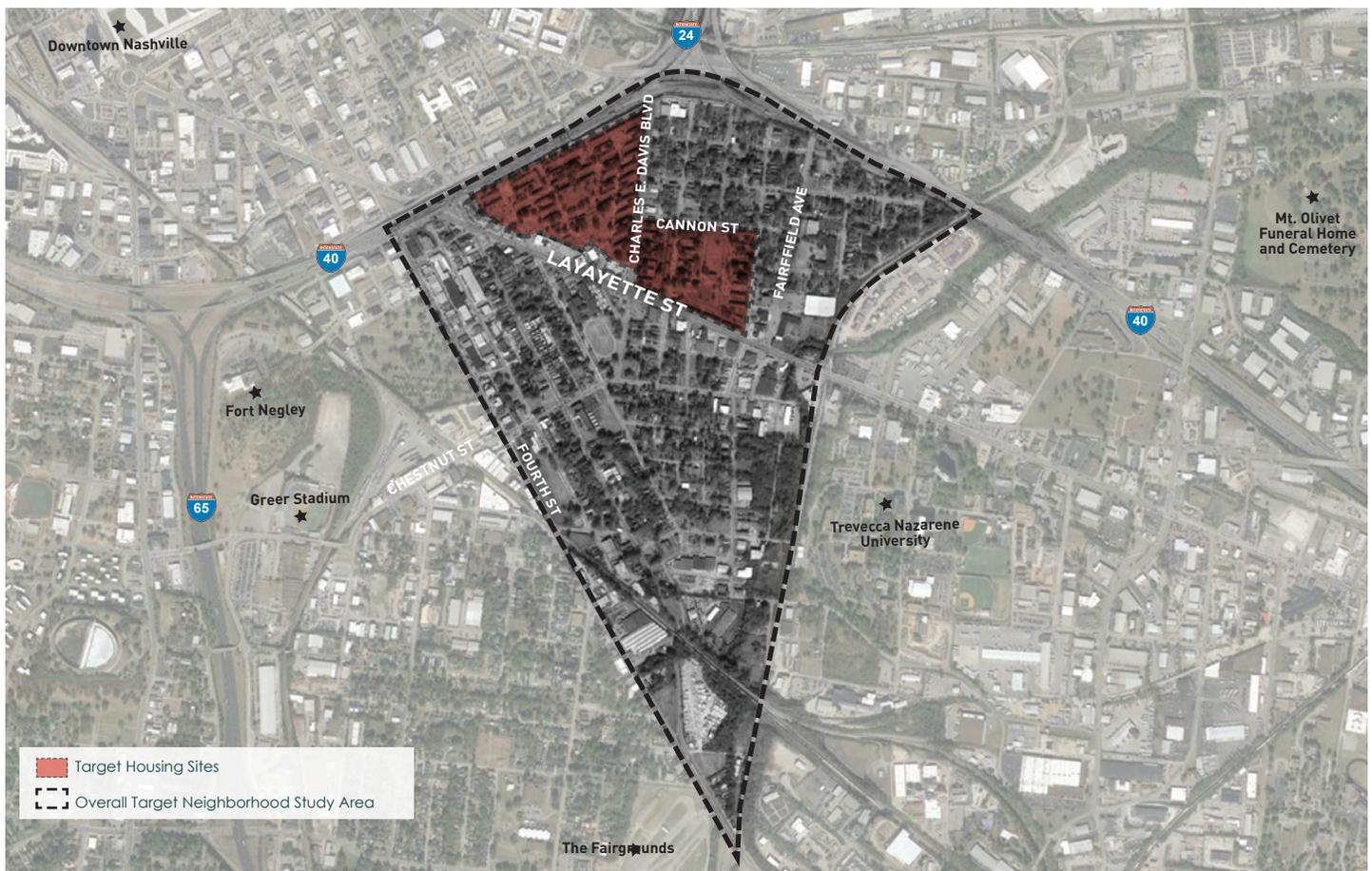


Figure 6. Map showing the overall Envision Napier and Sudekum Choice Neighborhood target area



Figure 7. JC Napier Place

that will welcome, support and improve opportunities for new and existing residents.

- Enhance and improve the economic and cultural diversity of South Nashville
- Ensure green, sustainable and financially feasible development
- Connect with and leverage other local initiatives

## PLANNING FOCUS AREAS

HUD built the Choice Neighborhoods Initiative to focus on three core goals: people, neighborhood and housing. In some instances, HUD works with local Choice Neighborhoods Planning grantees to add additional core goals. In consultation with HUD staff after initial evaluation of target area conditions and following their site visit on November 18, 2016, the education component of the People core goal was elevated to be a free-standing core goal.

That addition led Envision Napier and Sudekum (ENS) to be structured around four core goals, which are as follows:

**People:** Support positive outcomes for families who live in the target developments and the surrounding target



Figure 8. Tony Sudekum Apartments

area, particularly outcomes related to residents' health, safety, employment, mobility and education.

**Education:** Support the ongoing development of and access to comprehensive educational initiatives that impact all families that reside within the target area, with focus ranging from early childhood education and grade school programming, to high schools, colleges and adult education.

**Housing:** Transform distressed public and assisted housing into energy efficient, mixed-income housing that is physically and financially viable over the long-term.

**Neighborhood:** Transform neighborhoods of poverty into viable, mixed-income neighborhoods with access to well-functioning services, high quality public schools and education programs, public assets, public transportation and improved access to jobs.

## WHY ENVISION NAPIER AND SUDEKUM NOW?

Nashville is a fast-growing and rapidly diversifying population, with over one million new residents expected in the Nashville region within the next 25 years. As a part of that growth, the urban core neighborhoods of Nashville have become increasingly attractive to new development.

These changes in the housing market are making Nashville less affordable, particularly for renters and low-income households. The number of households burdened by high housing costs (defined as spending 30% or more of gross income on rent or mortgage) has increased over the past 10 years, affecting 86,000 households in 2013. Declining affordability has affected both renters and owners, 16% of households were severely cost burdened (spending more than 50% on rent or mortgage) in 2007–2011.

Neighborhoods within the ENS target area, to the south of Napier and Sudekum such as Wedgewood-Houston and Chestnut Hill, have seen significant new development and price increases in the last five years. That development has largely been driven by the attractive location, with its proximity to downtown, and combination of appealing housing stock and developable vacant lots.

Both Napier and Sudekum public housing developments meet the definition of severe physical distress. The total estimated current rehabilitation cost for all units is \$114,121,688. Structurally, buildings within Napier and Sudekum require significant rehabilitation and retrofit to render the structures safe and sanitary for housing. Regarding design deficiencies, the target sites include inappropriate building design, site layout and street connectivity. The construction of Napier (1941) and Sudekum (1953) dramatically changed the neighborhood and disrupted the character and street grid of the former single-family home community. The construction of Interstate 40, which forms the north and east boundaries of the target neighborhood, further eroded connectivity to the rest of the city and created both physical and psychological barriers to downtown Nashville. In addition, the area housing includes fundamental design deficiencies with regards to inadequate room size and unit configurations. Finally, the public housing developments are not properly fitted in order to provide accessibility for people with disabilities in individual units, entranceways and common areas.

Envision Napier and Sudekum has resulted in a community-led vision for the redevelopment of Napier and Sudekum as a mixed-income community that increases affordable housing availability and stimulates other neighborhood improvements that support positive outcomes for residents from all sectors of the community. The plans seek to address not only the physical design needs of the

community but also the social, economic and educational needs of the neighborhood by taking a comprehensive approach to building a cohesive community.

## NASHVILLE PLANNING CONTEXT

Metro Nashville-Davidson County have for many years been recognized as a leader in community planning efforts, focusing on strong community engagement and leadership in the planning process. Nashville has adopted a planning model that utilizes a master planning guide called the Community Character Manual, which provides direction and alignment for Community Plans in fourteen distinct planning communities. These Community Plans are future planning documents adopted by the Metropolitan Planning Commission that describe the role each community plays in realizing the overall vision of the County (i.e., what residential, commercial, office and open space each community will house for the County). These plans are updated every 5-10 years and can also be amended as necessary with input from community members, private investors, local institutions and other Metro agencies. The process for updating community plans is open to the public and includes significant community participation.

### i. NashvilleNext

Adopted by the Metro Planning Commission on June 20, 2015, NashvilleNext (<https://www.nashville.gov/Government/NashvilleNext.aspx>) is a plan created by Nashvillians to guide how and where the city grows over the next 25 years. NashvilleNext was awarded the 2016 Daniel Burnham Award for a Comprehensive Plan in the American Planning Association's National Planning Excellence Awards.

The creation of NashvilleNext encompassed three years of community engagement and involved over 18,500 participants. Built on the community's goals and vision the plan intends to build on the unique strengths of the city and Nashvillians. The NashvilleNext plan focuses on creating opportunities for all, expanding accessibility, creating economic prosperity, fostering strong neighborhoods, improving education, championing the environment and being Nashville.

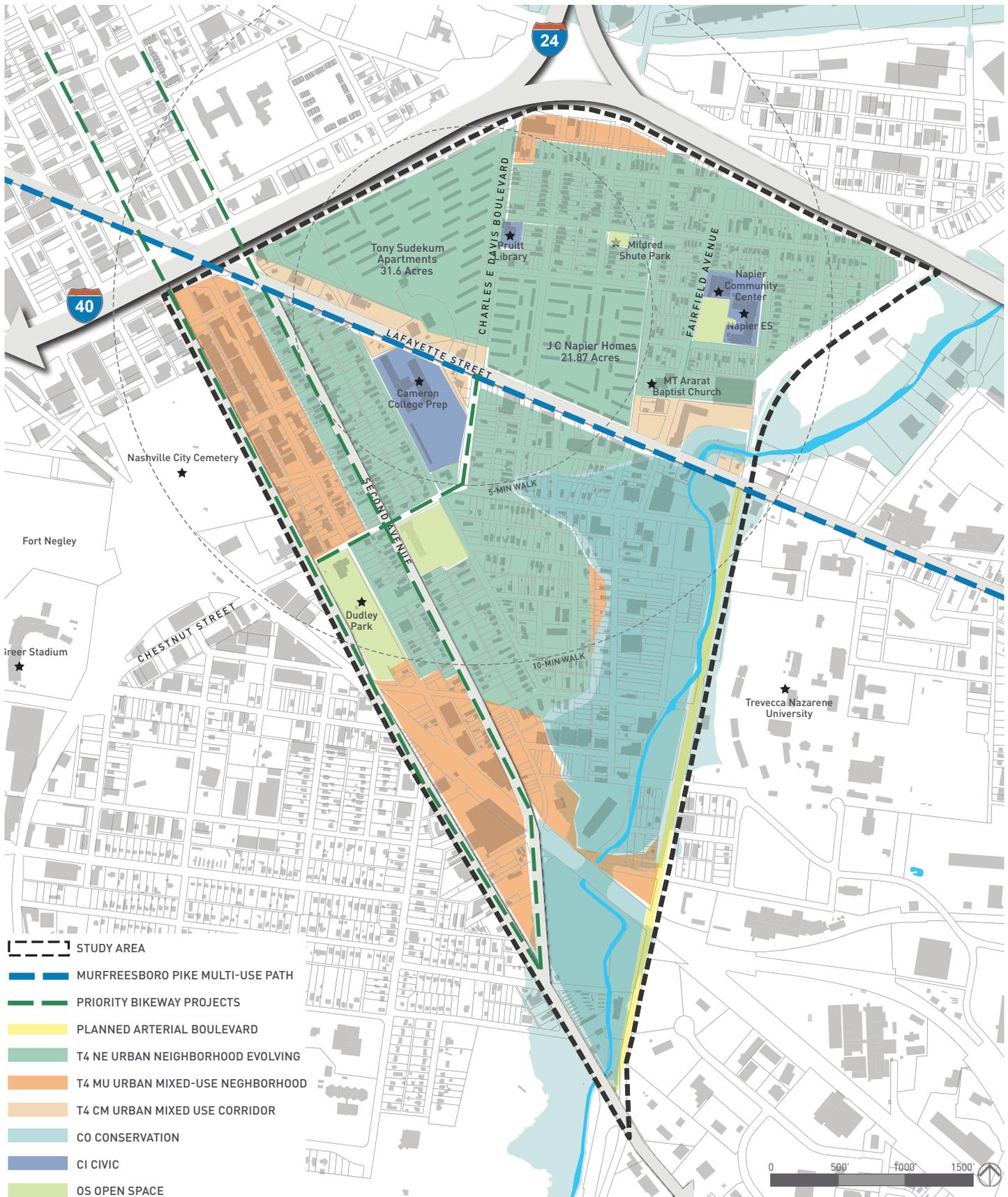


Figure 9. NashvilleNext Opportunity Zones and Other Proposed Improvements

This planning work was done in conjunction with the fourteen Community Planning Communities, and served as an update to their existing plans, resulting in a new, coordinated comprehensive plan for Davidson County. Some of the most pressing issues identified by the community in the NashvilleNext process include:

- Preserving neighborhoods while building housing close to transit and jobs
- Protecting rural character and natural resources
- Creating walkable centers with jobs, housing and services in suburban and urban areas
- Expanding walking, biking and transit
- Making the city affordable for all Nashvillians

The target area for Envision Napier and Sudekum was primarily identified as three opportunity zone types in the South Nashville Community Plan for NashvilleNext:

- Urban Neighborhood Evolving (NE) – Intended to create and enhance urban residential neighborhoods that provide more housing choices, improved pedestrian, bicycle and vehicular connectivity and moderate to high density development patterns with shallow setbacks and minimal spacing between buildings. NE areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit. NE policy may be applied either to undeveloped or substantially underdeveloped “greenfield” areas or to developed areas where redevelopment and infill produce a different character that includes increased housing diversity and connectivity. Successful infill and redevelopment in existing neighborhoods need to consider factors such as timing and elements of the existing developed character, such as the street network, block structure and proximity to centers and corridors.
- Urban Mixed Use Neighborhood (MU) – Intended to preserve, enhance and create urban mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed use commercial, institutional and even light industrial development. MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit.

- Urban Mixed Use Corridor (CM) – Intended to enhance urban mixed use corridors by encouraging a greater mix of higher density residential and mixed use development along the corridor and placing commercial uses at intersections with residential uses between intersections. Creating buildings that are compatible with the general character of urban neighborhoods and a street design that moves vehicular traffic efficiently while accommodating sidewalks, bikeways and mass transit.

## ii. Other Planning Initiatives

- Nashville Green and Complete Streets Plan and Guidelines (<http://www.nashville.gov/Public-Works/Getting-Around-Nashville/Complete-Streets.aspx>) Metro Nashville government has adopted a series of plans and policies to outline a comprehensive complete streets strategy that is inclusive of green infrastructure elements. The intent of these documents is to guide Metro departments on the construction and maintenance of public streets to improve environmental quality and enable safe access for people of all ages and abilities, regardless of their mode of transportation.
- Metro Public Works Traffic Signal Optimization Project (<http://www.nashville.gov/News-Media/News-Article/ID/4773/Metro-Public-Works-Implementing-New-Signal-Timing-and-Traffic-Management-System.aspx>) The project consists of the implementation of signal prioritization for transit vehicles along corridors to include Murfreesboro Pike and Nolensville Pike within the ENS target area footprint.
- Nashville Promise Zone (<https://portal.hud.gov/hudportal/documents/huddoc?id=NashvilleZone3rd.pdf>) The Nashville Promise Zone comprises 46-square miles, including the neighborhoods just south, east and north of Nashville’s central business district. MDHA serves as the lead organization and has public housing developments throughout the Promise Zone. MDHA is working in partnership with the Mayor’s office, six implementation partners and more than 100 supporting partners from the government, local institutions, nonprofits and community organizations.

MDHA and its partners have identified six goals to improve the quality of life and accelerate revitalization within the Promise Zone:

- o Increase Access to Quality Affordable Housing
- o Create Jobs
- o Spur Economic Activity
- o Improve Educational Opportunities
- o Improve Community Infrastructure
- o Reduce Violent Crime

The Napier and Sudekum target area is part of Promise Zone Subzone 3.

- **Let's Move Nashville: Metro's Transportation Solution\*** (<http://letsmovevashville.com/plan/>) Lets Move Nashville is Metro's in-depth plan for a multi-modal system of interconnected bus, light rail, driving, biking and walking options. The nMotion planning process confirmed a collective desire to incorporate rail, which led to Metro engaging a team of renowned transit experts from around the country to bring the best practices and technologies to the Nashville region and develop this Plan:

- Launches a Frequent Transit Network, which provides service 20 hours each day with unmatched frequency and convenience on the city's busiest bus routes, as well as four new crosstown routes.
- Brings more convenient and reliable service to existing local routes and upgrades four routes to rapid bus service, making trips faster.
- Introduces highly-efficient light rail transit to Nashville, with four new lines running in and out of downtown, including to the airport, and a fifth that uses an existing but underutilized freight rail track along the northwest corridor.
- Uses on-demand technology to connect neighborhoods with transit stops and provides more and better transportation options to our elderly, disabled, youth, and disadvantaged citizens.
- Creates Neighborhood Transit Centers across the city, community hubs offering everyone easy access to the entire system.

This plan identifies Murfreesboro Pike and Nolensville Pike as potential light rail transit corridors.

\*The tax increase to pay for Let's Move Nashville was not approved by the voters in May 2018 Referendum, but this plan accommodates any future transportation improvements.

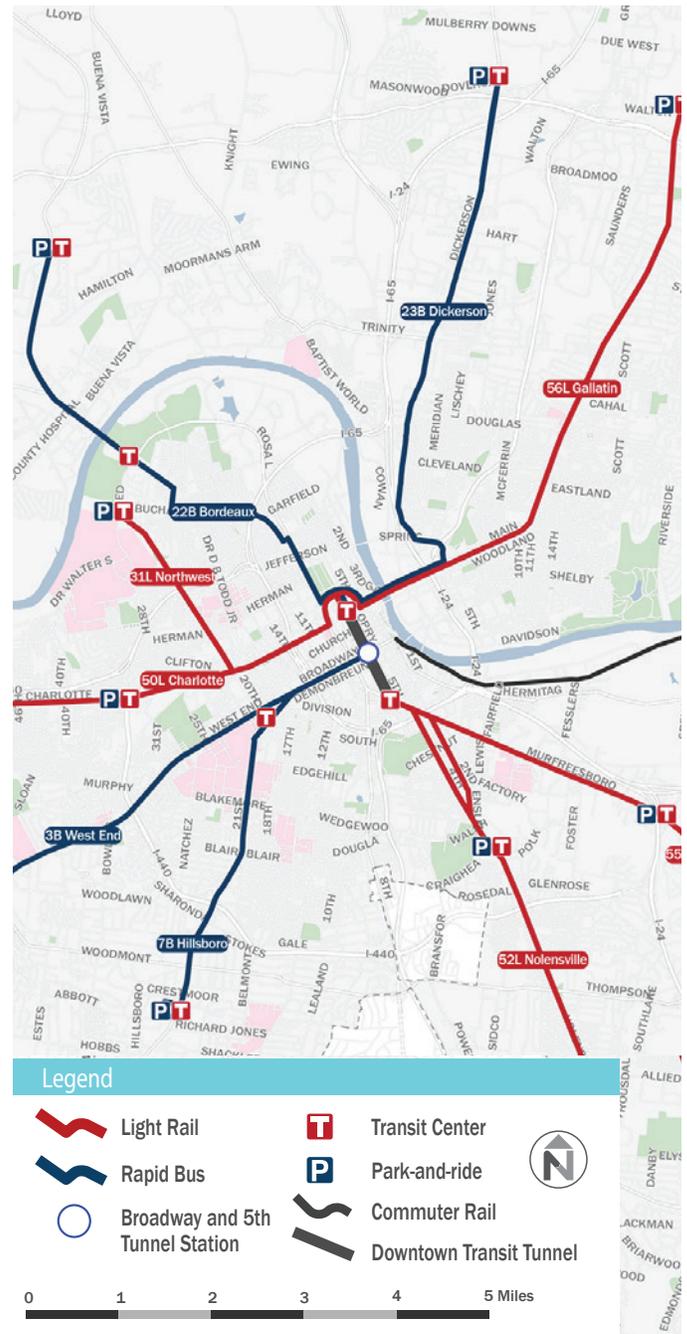


Figure 10. Light Rail and Bus Rapid Transit Concept of Let's Move Nashville. Source: Transit Improvement Program, December 13, 2017

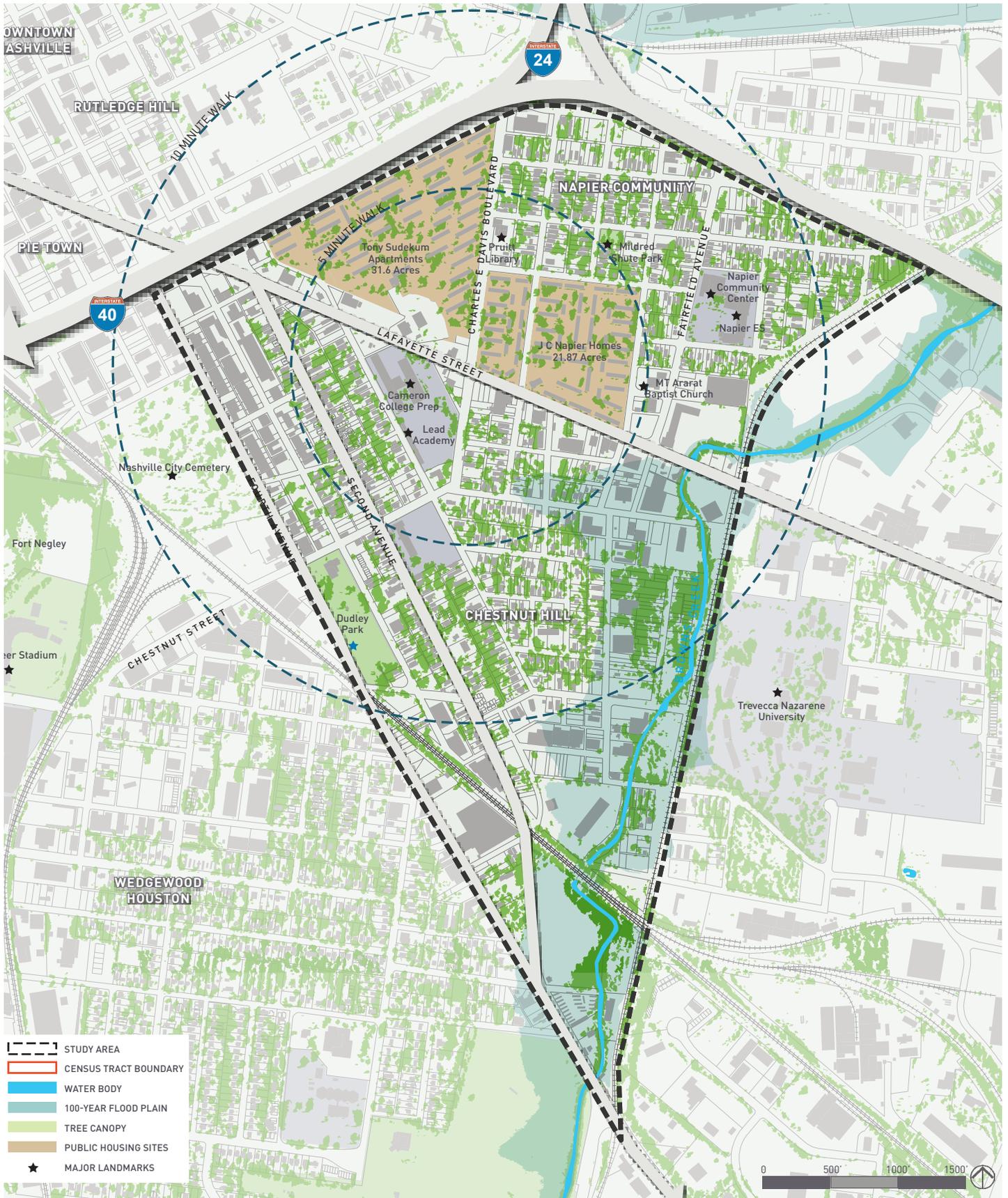


Figure 11. Neighborhood Context

## COMMUNITY CONTEXT

The Envision Napier and Sudekum target area is located in a convenient, central location on the southern edge of downtown Nashville. It has immediate access to Interstates 24 and 40 and other major transportation corridors. The boundaries of the target neighborhood are defined as Interstate 40 to the north and east, the railroad to the south, and 4th Avenue to the west, as illustrated in Figure 11 on Page 24.

Neighborhood assets include the United Neighborhood Health Clinic (the only comprehensive health clinic within a 10-minute walk of the target area), Napier Elementary School, Cameron College Prep/Lead Academy, Pruitt Library, Harvest Hands Community Development Corporation (providing after-school services), Napier Community Center, several churches (including Church of the Messiah, St Luke, Mt Ararat, and Claiborne Family of Faith), Youth Encouragement Services/Wayne Reed Christian Childcare, Safe Haven Family Shelter, Trevecca Nazarene University, work force development programs (though Maximus and Jobs Plus) and the Martha O'Bryan Center (co-grantee).

The larger target area housing is mostly comprised of single family, duplex, triplex, quadplex and condos, with Napier and Sudekum being the only multifamily apartment developments. The target area is bordered to the east by largely industrial areas and to the west by the primary commercial corridor – Lafayette Street. The area is a Federally designated food desert, with limited food service options and limited availability of fresh food and produce. There is only one healthcare clinic within a 10-minute walk of the target area and there are no banks within this area.

### i. Overall Envision Napier and Sudekum Planning Area

#### History of the Area

The Envision Napier and Sudekum target area is located within the broader South Nashville community. In addition to Napier and Sudekum, South Nashville contains neighborhoods such as Chestnut Hill, Wedgewood-Houston and the Fairgrounds. The target area's close proximity to downtown has ensured that it is a fixture in Nashville's history.

Native American groups valued this location for its rich hunting grounds. Between the earliest settlements and into the 1800s, much of the area was used as farmland. The City Cemetery was established in 1822 just along the western boundary of the target planning area. The cemetery contains the graves of many early Nashville civic leaders, including the late Governor William Carroll, Nashville's founder James Robertson and his wife Charlotte.

The overall neighborhood was a critical location during the Civil War. Fort Negley, located immediately adjacent to the target area, was the largest inland stone fortification constructed during the Civil War and is one of the most important fortifications built by Union forces after Nashville fell in 1862. Fort Negley was partially built by African Americans, a combination of runaway slaves, free and local conscripted labor, many of whom are believed to be buried on site. Purchased by the city in 1928, Fort Negley is now a public park that includes a Visitors Center that provides historical education services.

The South Nashville Community is also important in Nashville's African-American history. Shortly after the Civil War, the area known as Trimble Bottom (now Chestnut Hill) developed as a community of African-Americans. Chestnut Hill is rich in African-American educational history, including the development of Central Tennessee College and Walden University. This area was also home to the original campus of Meharry Medical College. The Hubbard House on First Avenue South is the last remaining building of the original Meharry campus and is listed in the National Register of Historic Places.

The evolution of transportation in Nashville heavily influenced the development of South Nashville and its



Figure 12. Historical image of JC Napier Place Extension, 1941

neighborhoods. The impact of railroad development in South Nashville is extremely important to the community's history and current development pattern, as railroads became natural barriers between neighborhoods. The development of railroads also drove much of the early housing development in the southern section of this plan's target area, as that development created the need for new worker housing and related services.

Before mass car ownership, Fourth Ave/Lafayette Street/Nolensville Pike was a major transportation corridor. It began as a stagecoach line, which operated until 1910 and eventually hosted a streetcar line that ran from the late 1890s until 1941. The early development of three major historic turnpikes—Lebanon Pike, Murfreesboro Pike and Nolensville Pike—brought vehicular traffic and commercial development to the area. By the mid-1900s car ownership dramatically changed these neighborhoods, shifting major corridors to become regional commercial nodes.

The construction of the Interstate network in Nashville created a major barrier, isolating the community from other parts of town. The Interstate accelerated suburban development patterns, which pulled the growing population and resources away from inner-city communities.

### Neighborhood Demographics

Today within the larger target area, poverty is extensive at 72.24%. Furthermore, vacancy rates hover around 5.58. The median age is 21.6, with 62% female and 38% male. Per the 2015 American Community Survey (ACS), 95% of residents report as African-American. The median household income in the area is \$11,548, with 94% of residents reporting household income under \$50,000. The poverty rate of the area is 80.5%, which is four times the rate of Nashville-Davidson County (18.6%).

### Neighborhood Conditions

The target neighborhood is comprised of diverse land uses. The majority of the residential areas are located in the northern and western parts of the target area. Light industrial properties are primarily located on the southeastern side, following Browns Creek, while commercial areas are located mostly along Lafayette Street and the northern side of Fourth Avenue. There

is a substantial amount of vacant properties within the industrial zone, along with residential vacant parcels more evenly spread throughout the neighborhood, as illustrated in Figure 13

Napier Place and Sudekum Apartments house most of the multi-family apartments in the target area and are in distressed condition. Single-family homes account for the majority of the remaining housing stock, with some duplex, triplex, quadplex and condos spread throughout. The southwestern areas of the neighborhood have experienced a lot of new residential infill development and investment in the last five years, incorporating a newer and more modern housing style within the existing neighborhood fabric.

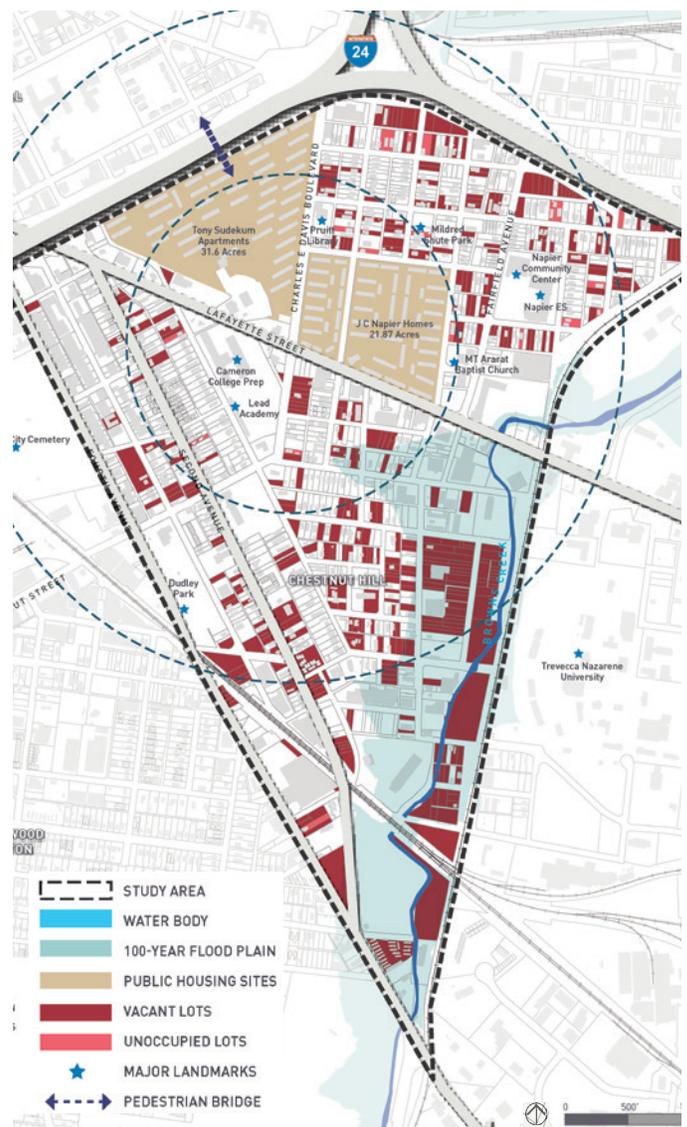


Figure 13. Vacant and Unoccupied properties

## Existing Residential Character

The target area neighborhood contains various architectural styles, specifically along Second and Third Avenues. Late 1800's Victorian homes are mixed with new development. The modern homes are predominantly abstract in nature in their box shapes and use of materials and tend to be row house development to add density.



Figure 14. Image Illustrating Existing Neighborhood Architectural Character



Figure 15. Image Illustrating New Development Character within the Neighborhood

## Commercial Services

Most of the commercial services are located along Lafayette Street, running east/west, providing the residents with a commercial corridor with fast food restaurants, convenience stores and some retail. In addition, Fourth Avenue also has some retail and commercial properties. The residents and community members have expressed a strong need for additional services such as access to fresh food and grocery, child care centers and pharmacies.

## Education Services

Sixty-two schools serve the children (ages 5-18) within the target neighborhood, with a large majority of students attending Napier Elementary Enhanced Option. Napier has been identified as a low-performing priority school due to low Tennessee Comprehensive Assessment Program test scores. During the 2014-2015 school year, the majority of Napier Elementary students demonstrated basic or below basic proficiency in Math (76.9%), Reading Language Arts (86.9%) and Science (82.7%).

## Community Services

The neighborhood has a strong presence of religious institutions, with around eighteen churches spread throughout the area. There is one clinic, Neighborhood Health, that caters to the community but additional health



Figure 16. Commercial along Lafayette Street

services would be valuable. Harvest Hands Community Development is located a few blocks away from the target housing sites and provides services such as healthy living, education, spiritual formation and economic development. Napier and Sudekum is also served by the MOBC, which offers assistance to the residential youth and adults through work, education, employment and fellowship. In addition, the Nashville Public Library Pruitt Branch is located between Napier Place and Sudekum Apartments, along Charles E. Davis Boulevard and serves as a major anchor in the community.

### Parks & Recreation

Dudley Park is the largest park in this neighborhood, located on the southwestern side along Fourth Avenue. It features a walking trail circling an open field, a small playground area and picnic tables. The closest park to Napier and Sudekum is Mildred Shute Park, a small corner park that includes a playground and benches. Browns Creek running along the eastern side of the site is currently a hidden asset for the target area. It has the potential to become both a landscape amenity and the catalyst for the redevelopment of the vacant industrial parcels adjacent to it.

### Cultural Resources, Historic Assets, & Amenities

The neighborhood also has multiple historically significant buildings located within the target area. The target neighborhood area was the original site of Meharry Medical College. The Hubbard House, built in 1921, was owned by the founder of Meharry, Dr. George Hubbard, who headed the school for 44 years. It was designed by the prominent African American architect, Moses McKissack, and listed on the National Register of Historic Places in 1973. Additionally, the area is dotted with Victorian style homes owned by former Meharry physicians. More information is available in the Appendix.

Other buildings in the target area listed on the National Register of Historic Places include:

- Cameron School which was constructed as part of the New Deal
- St. Patrick’s Church, an 1890’s Second Empire style building, which is one of two remaining buildings of this style in Nashville.

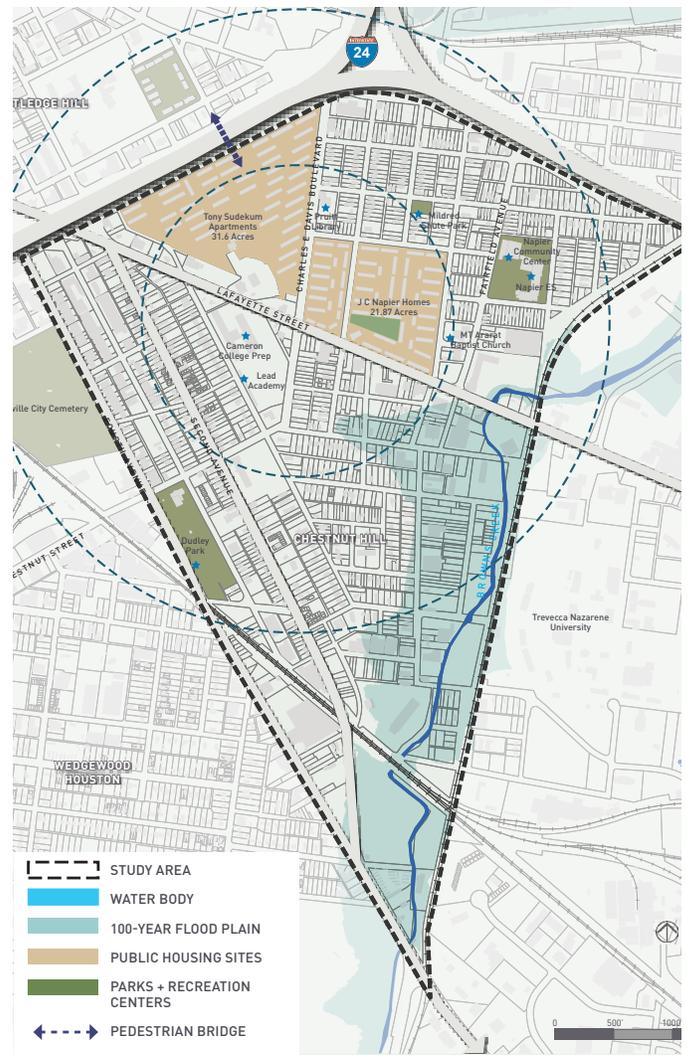


Figure 17. Neighborhood Recreational Assets



Figure 18. Historical Asset - St. Patrick's Catholic Church

## Street/Transit/Pedestrian/Bicycle Infrastructure

The bones of Nashville’s street grid network are apparent in the target area. There are opportunities to provide better connectivity by adding street connections within larger contiguous parcels such as the Sudekum and Napier properties as well as some of the Chestnut Hill properties adjacent to Second Avenue. Lafayette Street serves as a major East-West connector while Second and Fourth Avenues (both one-way) serve as the primary North-South connections into downtown Nashville. The interstates (I-24, I-40, and I-65) carry large traffic volumes regionally; however, they also serve as major barriers for this neighborhood in regards to the local traffic network. The dead-end streets within the target area, as well as the at-grade railroad crossings in the southern portion of the target area further sever the vehicular connectivity opportunities.

Public transportation within the target area consists of several bus routes – 15, 18, 25, and 55. The majority of these run along Lafayette Street which connects the target area to Music City Central (the downtown transit station) where transfers can be made to other bus routes. Route 25 Midtown is the outlier and reaches into the residential

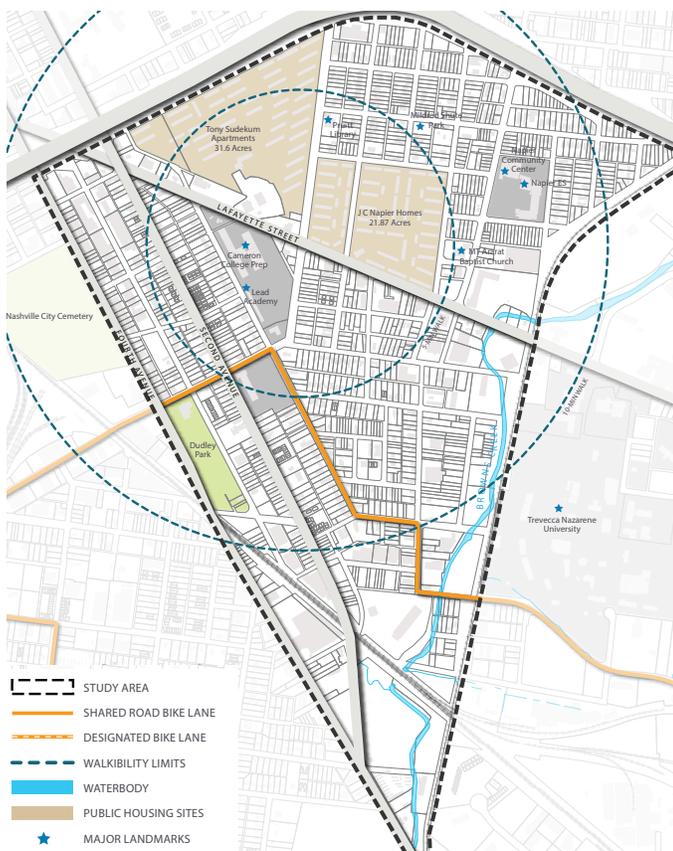


Figure 19. Walkability and Bike Network Connections

areas and assists in making the difficult connection northeast of the target area under the interstate barrier. Construction will begin soon for the current Lafayette Street / Murfreesboro Pike service routes to be upgraded to a bus rapid transit (BRT) facility with transit signal priority. This will provide more frequent and more reliable service as well as improved stop facilities for riders.

Although the target area is an appropriate size for walkability where most destinations are within a 10-minute walk, the infrastructure and existing conditions do not support a pedestrian-friendly environment. The street grid is dominated by vehicular traffic that is not sufficiently lit at night, thus pedestrians do not feel safe using the existing sidewalks. A sidewalk network exists within most of the target area but is directly behind the curb with no separation from vehicular lanes. It needs to be upgraded, widened and include additional streetscape elements such as pedestrian-scaled lighting, shade trees, trash cans and benches. In the southern portion of the target area, the City’s Strategic Plan for Sidewalks and Bikeways proposes additional sidewalks as a long-term priority.

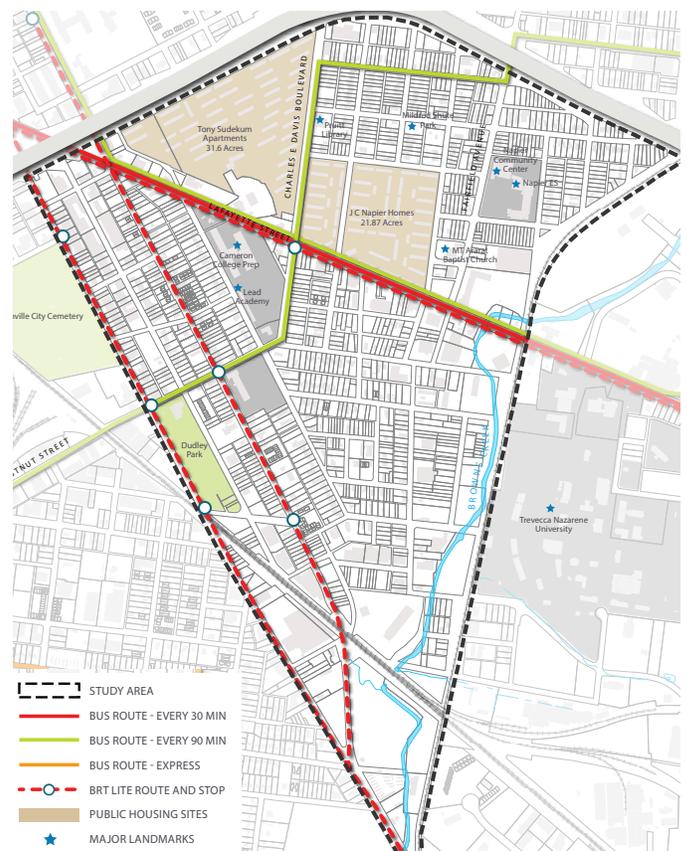


Figure 20. Transit Connections

The bicycle network in the target area is currently substandard. There is only one existing, non-dedicated, bicycle facility. As a part of the City’s Strategic Plan for Sidewalks and Bikeways, there are several proposed facilities including greenways, separated bikeways and bike boulevards that would increase and improve the bike network.

### Safety & Security

The Choice Neighborhoods target area includes the target housing sites of Napier and Sudekum and the adjacent Napier community, consistently experiences extremely high violent crime rates. Despite targeted efforts to deter criminal activity and improve public safety and security, violent crimes continue to rise throughout the target housing sites, with the area being labeled as one of the most unsafe neighborhoods within Metro Nashville. As noted in the Resident Needs Assessment, 55% of residents reported hearing gunshots, with 91% of residents reporting violence as a problem within the neighborhood (MDHA Resident Needs Assessment).

Currently, MDHA, in partnership with Metro Nashville Police Department, dedicates significant resources and

effort to combat crime in the area. Since 2016, over 240 cameras have been installed throughout both Napier and Sudekum to improve safety on site. The cameras have successfully recorded criminal activity, which has assisted MNPD in successful prosecutions in State and Federal Court. Furthermore, MDHA funds a Task Force of six MNPD officers who are permanently assigned to MDHA’s 21 properties. Due to high crime rates, despite their wide coverage area, the Task Force has dedicated approximately 25% of their time to the targeted housing site over the past year.

Regardless of current efforts, the target area continues to report crime rates at levels three to four times the crime rates experienced by the rest of the county. As of December 2017, the target area has experienced over 193 incidents of Uniform Crime Reporting (UCR) Part 1 violent crimes (e.g. aggravated assault, rape, murder and robbery) (per 1,000 persons). The three-year average (2014-2016) for Uniform Crime Reporting (UCR) Part 1 violent crimes is 44.09 within the target area. Comparatively, the rest of the county experiences a rate of 11.17.

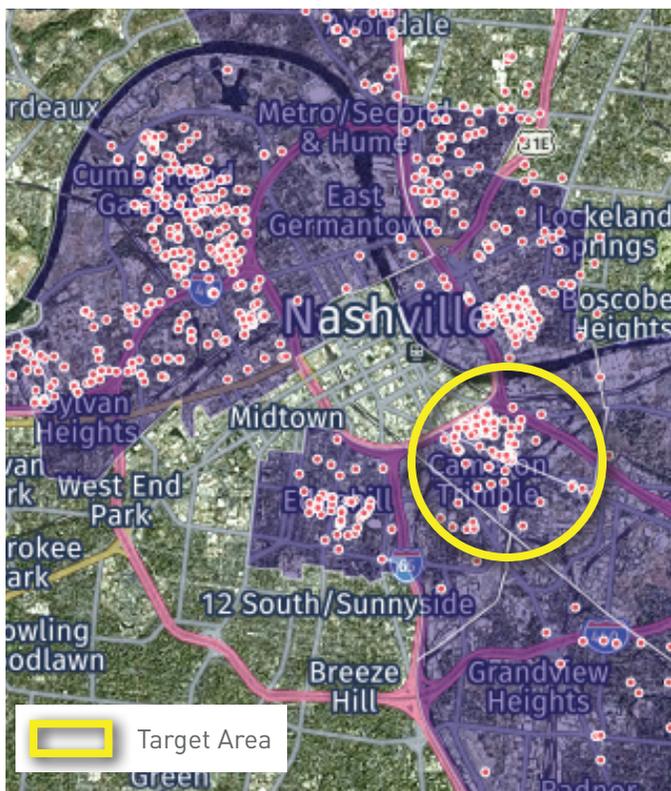


Figure 21. Map showing concentration of violent crimes



Figure 22. Map showing the Violent Offenses within ENS area

## Needs Assessment Summary

A comprehensive needs assessment/resident survey was developed and conducted to obtain maximum input from the residents. The Vanderbilt University Department for Human and Organizational Behavior analyzed the results and information received. For more information on the survey process please refer to Chapter 3, Page 42.

## Housing Market Assessment

A housing market analysis was conducted to forecast the potential for various types of housing at the Napier and Sudekum Site. As an inherent part of this analysis, the need for affordable housing that could be captured at this site was quantified. Existing housing market conditions and trends throughout the area and within South Nashville were analyzed. The primary housing market area was defined, and demographics assessed for niches in specific geographic source markets. Market area housing demand was forecasted based in part on these demographic assessments. The competitive framework for housing was then analyzed, and the site's capture of overall market-area demand was determined. Ultimately, a mix of housing projects by tenure and type, number of units, and price range is recommended based on the site potentials. The summary of the findings has been included in Chapter 4, Page 60.

### ii. Napier & Sudekum Profiles

#### Property History

Together, Napier and Sudekum make the largest and some of the oldest public housing buildings in MDHA's portfolio. Historically, the target neighborhood was the original site of Meharry Medical College, a Historically African-American College and University and the first facility for training African-American doctors in the South, a thriving and predominantly African-American neighborhood of doctors, nurses and professors flourished. Its relocation to North Nashville in 1931 and the construction of Napier (1941) and Sudekum (1953) dramatically changed the neighborhood.

Historically, Napier and Sudekum were divided along racial lines. Today, Charles E. Davis Boulevard serves as that physical and psychological border between the two communities and serves as a focus area for



Figure 23. Unused Green Spaces



Figure 24. Obsolete Housing Conditions

bringing the neighborhoods together through this Choice Neighborhoods planning process.

#### Property Conditions

The homes at Napier and Sudekum, constructed in 1941 and 1953 respectively, are predominantly brick veneer, with minimal siding. The concrete block structure is exposed inside the units. The buildings have been well-maintained, but are obsolete by today's standards. Units are small and buildings are too densely configured. One large green space exists at Napier but is not programmed and as a result, not utilized. Both sites feature mature trees which should be preserved to the greatest extent possible.

Throughout the Sudekum and Napier sites, there is 66' of elevation change overall from northwest to southeast. The highest elevation (498) is in the northwest corner of the Sudekum site with the lowest (432) being in the southeast corner of the Napier site adjacent to the Mt. Ararat Baptist Church. In general, the land slopes downward from the corner of Lafayette Street/Second Avenue southeasterly and parallel to Lafayette Street down to the corner of Lafayette Street/Lewis Street.

## Water

Public water lines are located within most streets of the target area and some are located off-street within the Sudekum and Napier sites.

The main collector water line feeds along Charles E. Davis Boulevard and is a 36" line. Most other streets consist of 6" water lines with some 8" lines, some 3" and 4" lines. It is recommended that all existing 6" water lines be replaced with new 8" water lines to serve current fire demand for new construction. In addition, most of these water lines are likely nearing the end of their service life and should



Figure 25. Water Utility Network

be replaced concurrently with major rehabilitation or reconstruction projects in this target area.

## Sanitary Sewer

A large majority of the target area lies within the Driftwood Combined Sewer System (CSS) basin. This CSS basin also stretches beyond the target area to the southwest.

Currently, the combined wastewater flow is collected throughout the CSS basin and conveyed toward the Cumberland River via a 102" Lewis Street Tunnel. The tunnel then outfalls into the Driftwood Detention basin. During dry weather conditions, the flow is passed through the 48" diameter pipe and into the First Avenue Tunnel that leads to the Wastewater Treatment Plant. During wet weather conditions, the flow tops multiple series of weirs within the detention basin and into larger detention compartments. During severe wet weather events, both detention compartments fill and excess flow overtops the final weir and outfalls the combined sewer into the river.

It is recommended that as each phase of redevelopment occurs throughout the target area that the combined sewers are separated into their own dedicated stormwater and sanitary sewer pipe systems.

## Storm Sewer

Stormwater systems are mostly combined with sanitary sewer pipes throughout the development and the target area. There are three main drainage basins within the overall Driftwood CSS basin each with their own diversion structure that connects to the 102" Lewis Street Tunnel and ultimately conveys the flow to the Driftwood Detention Basin.

## Gas

Natural gas service is currently available throughout the existing Sudekum and Napier developments. All existing units on site currently feature natural gas furnaces.

## Stormwater Quantity

Based on the proximity of the site to the Cumberland River, detention may not be required. In the areas that lie outside of the Driftwood CSS, a 100-year conveyance pipe can be installed to the river to alleviate the need for

detention on site. If detention is chosen as the preferred method, it will have to meet current Metro Nashville Stormwater requirements and detain the 2 – 100-year storm events.

In the areas within the Driftwood CSS basin, detention will be required in order to attenuate the flows into the sanitary sewer system and to not increase overflows into the river. Detention systems will either take up a large amount of land and thus limit developable building area or will need to be installed underground. If this basin is separated into its own dedicated stormwater and sanitary sewer piping systems, detention can be avoided by piping the flows directly to the river as explained for the areas outside of the Driftwood CSS. Another option would be to install a 100-year stormwater conveyance pipe from this area to the river and bypass the combined system and existing detention basin.

If a 100-year conveyance system is installed for the target area or even for Sudekum and Napier, it could reduce flows into the Driftwood Detention basin enough to eliminate the need for additional storage volume and possibly eliminate or reduce future overflows into the river.

## Stormwater Quality

Metro Nashville Stormwater requires the use of Low Impact Design for the water quality treatment of new development. Kimley-Horn recommends using decentralized Low Impact Development strategies, designed on a site-by-site basis, to satisfy water quality requirements. When considered as a whole, the project qualifies for both the redevelopment and the combined sewer water quality credits, minimizing the required runoff reduction requirement from 80% to 40%. For master planning purposes, approximately 1,100 square feet per acre of the impervious area should be reserved for bio-retention areas. This area may be reduced if permeable pavement is used in parking areas.

## Environmental Site Assessment and Historical Review

HUD requires that all properties that participate in or being proposed for use in HUD programs complete a Phase I Environmental Site Assessment (ESA) in order to determine what potential hazardous materials or

adverse conditionals exist that could impact health and safety or the intended use of the property. Furthermore, for properties that are over 45 years old, HUD requires a Section 106 review from the State Historic Preservation Office (SHPO) in order to identify historic properties, access project impacts on such properties, and avoid, minimize or mitigate any potential adverse effects. In April 2016 and again in September 2016, MDHA completed the Phase I ESA and SHPO review for both Napier Place and Sudekum Apartments in conjunction with the Choice Neighborhoods grant application and the Rental Assistance Demonstration conversion process. The ESA for both properties identified two primary hazards that would need to be addressed in conjunction with renovation or demolition: the presence of lead and asbestos. While the ESA found that Napier Place has already received considerably abatement of both lead and asbestos, further testing and the potential for further abatement could be needed. Regarding the SHPO review, no adverse effects were found. However, both the Phase I ESA and the SHPO review will be required at each phase of the project as Envision Napier and Sudekum is implemented and demolition is proposed.

## Unit mix

Napier has 378, 1 to 3-bedroom units in 42 townhome style buildings on 23 acres. Construction was completed for Napier in 1941 and it has a unit mix of 120, 1-bedroom, 193, 2-bedroom, and 65, 3-bedroom units. Second, Sudekum has 443 units in 40 garden style buildings on 34 acres. Construction was completed for Sudekum in 1953, and it has a unit mix of 235, 2-bedroom, 146, 3-bedroom, 52, 4-bedroom, and 10, 5-bedroom units.

## Demographics

At Napier, 65% of residents are female, 35% are male and the median income is \$6,710. Similarly at Sudekum, 65% of residents are female and 35% are male and the median income \$6,016. The combined racial make-up of the properties are African-American (Napier 93%) (Sudekum 95%), Caucasian (Napier 6%) (Sudekum 5%), and Other (Napier 1%) (Sudekum 1%). Approximately half of the residents are children ages 0-17 (Napier 49%) (Sudekum 60%). At both properties, all residents are low-income, with majority (93%) classified as extremely low income with incomes 30% or below the area median income level.

03





# 3 PLANNING PROCESS

Officially launched in November 2016, the Choice Neighborhoods Envision Napier and Sudekum (ENS) planning process consisted of 20 months of intense, community-driven efforts to revitalize and redevelop South Nashville. Multiple committees and working groups were formed to ensure maximum participation

and engagement of the community leaders, stakeholders and residents.

Starting with representatives from 26 local, non-profit and civic organizations that supported our initial Choice Neighborhoods application, a Community Advisory Group

TIER 1: MDHA / COMMUNITY ADVISORY GROUP (CAG)				
TIER 2: WORKING GROUPS				
RESIDENTS & STAKEHOLDERS	 <b>NEIGHBORHOOD</b>	 <b>HOUSING</b>	 <b>PEOPLE</b>	 <b>EDUCATION</b>
EXPERTS & PROFESSIONALS	<ul style="list-style-type: none"> <li>Commercial / Retail Plan</li> <li>Transportation Plan</li> <li>Infrastructure Plan</li> <li>Safety Plan</li> <li>Recreation Plan</li> </ul>	<ul style="list-style-type: none"> <li>Physical Plan</li> <li>Financing Plan</li> <li>Coordination with City / Utilities / Planning</li> <li>Sustainability Plan Development</li> <li>Site Acquisition Plan Development</li> </ul>	<ul style="list-style-type: none"> <li>Resident Needs Assessment</li> <li>People Plan Development</li> <li>Partnership Development and Relationships</li> <li>Education</li> <li>Employment Training</li> </ul>	<ul style="list-style-type: none"> <li>Identify Schools Attended by Children</li> <li>Analyze Schools Performances</li> <li>Education Needs Assessment</li> <li>Cradle to College Education Plan</li> </ul>

Figure 26. Team Organization and Planning Structure

(CAG) was formed and charged with guiding the flow and implementation of the planning process. As meetings occurred, additional civic, community organizations, churches and resident leaders were recruited and added to the CAG, with its total membership rising to 62 active members. CAG meetings took place every other month throughout the process to ensure all partners were

well-informed on the progress of the planning grant and could assist in shaping the direction and vision of ENS. To ensure a location that would be central for all parties involved in the process, yet still accessible to encourage full resident participation, all CAG meetings were held at the JC Napier Place Community Room.

## KEY PARTNERS

TONY SUDEKUM APARTMENTS RESIDENTS	TREVECCA NAZARENE UNIVERSITY	NASHVILLE METRO COUNCILMAN FREDDIE O'CONNELL	NASHVILLE METRO PUBLIC WORKS
JC NAPIER PLACE RESIDENTS	CROSS BRIDGE, INC.	NASHVILLE MAYOR'S OFFICE	UNITED NEIGHBORHOOD HEALTH CENTER/NAPIER CLINIC
CLAIBORNE FAMILY OF FAITH	DOLLAR GENERAL STORE	METRO DAVIDSON COUNTY JUVENILE COURT	MIDTOWN FELLOWSHIP CHURCH
THE FIND DESIGN, INC.	ELIJAH'S HEART	METRO NASHVILLE PUBLIC SCHOOLS	T AND T DISTRIBUTION
HYLTON ELITE MARKETING AGENCY	JOBSPLUS NASHVILLE	METRO ACTION COMMISSION	AMERICAN JOB CENTER
EXPRESS EMPLOYMENT PROFESSIONALS	CHURCH OF THE MESSIAH	URBAN HOUSING SOLUTIONS	NASHVILLE CAREER ADVANCEMENT CENTER
BIG BROTHERS BIG SISTERS OF MIDDLE TENNESSEE	ST LUKE'S PRIMITIVE BAPTIST CHURCH	NAPIER ELEMENTARY	WORKFORCE ESSENTIALS
METRO WATER SERVICES	MT ARARAT BAPTIST CHURCH	NAPIER FAMILY RESOURCE CENTER	MAXIMUS/HUMAN SERVICES NORTH AMERICA
NASHVILLE RISE	ELECTRONIC CAREGIVER	NAPIER COMMUNITY ACHIEVES	MARTHA O'BRYAN CENTER CHAPTER 2
METRO NASHVILLE POLICE DEPARTMENT/HERMITAGE PRECINCT	ADT HOME SECURITY SERVICES	NASHVILLE METRO TRANSIT AUTHORITY	TENNESSEE DEPARTMENT OF CORRECTION
GRACE M. EATON CHILDCARE CENTER	WELLCARE HEALTH PLANS	SEAY HUBBARD UNITED METHODIST CHURCH/HUBBARD HOUSE	TENNESSEE DEPARTMENT OF MILITARY/TN VOLUNTEER CHALLENGE ACADEMY
FINANCIAL EMPOWERMENT CENTER	METRO PARKS AND RECREATION/NAPIER COMMUNITY CENTER	SILVER STAR/ PAUL'S BARBER SHOP/CONVENIENT MARKET	FRUITT DISCOUNT PHARMACY
METRO NASHVILLE PUBLIC HEALTH DEPARTMENT	A VOICE FOR THE REDUCTION OF POVERTY	NEW LIFE OUTREACH MINISTRIES	DAVIDSON COUNTY SHERIFF'S OFFICE
HARVEST HANDS COMMUNITY DEVELOPMENT CORPORATION	METRO PUBLIC ARTS COMMISSION	NASHVILLE METRO PLANNING OFFICE	PROJECT RETURN
NASHVILLE PUBLIC LIBRARY/ FRUITT BRANCH	NES POWER		VOCATIONAL REHAB
	WAYNE REED CHRISTIAN CHILDCARE CENTER		DAVIDSON COUNTY CRIMINAL COURT CLERK
	YOUTH ENCOURAGEMENT SERVICES (Y.E.S.)		

Figure 27. Key Partners

## TEAM ORGANIZATION / PLANNING STRUCTURE

Starting at the November 2016 CAG meeting and continuing during their January 2017 meeting, CAG members self-identified preferred Work Groups in which they intended to participate. Many members chose more than one Work Group to join. In addition, members of the Choice Neighborhoods team actively recruited additional residents and other community partners throughout the process to attend Work Group meetings. Work Groups met every other month until September 2017 and then increased to occur monthly in order to best refine the vision, goals and strategies within the Work Groups and develop implementation methods. At times throughout the process the Housing and Neighborhood Work Groups were combined in order to maximize efficiency and benefit from the Design-Team facilitated workshops. These combined meetings were particularly centered around the existing conditions assessments, asset mapping, target housing site development and design review. Work Group meetings were divided between the two management office community rooms, with the People and Education Work Groups located in Sudekum and the Housing and Neighborhood Work Groups held in Napier. This was done in order to ensure a location that would be accessible for all involved in the process, yet still fairly distributed between the two distinct properties in Napier and Sudekum. As joint meetings occurred, the Nashville Public Library – Pruitt Branch, a stalwart partner throughout the process, provided auditorium space to allow for larger and more interactive workshops.

To guarantee a collaborative effort between community partners and resident leaders throughout the planning process, Work Group leaders were elected and charged with assisting planning staff with the facilitation of each meeting.

While resident recruitment was an ongoing effort from the beginning, specific Resident-Only meetings were held so residents unable to participate in the ongoing Work Group efforts could still remain informed, and for those who may have felt intimidated in the larger Town Hall meetings, have a voice in the direction and vision of the planning process. Resident-Only meetings were held on the same day as CAG meetings. While initially held at either Sudekum Apartments or JC Napier Place,

Resident-Only meetings were moved to the Nashville Public Library – Pruitt Branch in order to provide a centralized location convenient to both properties. In addition to general updates, Resident-Only meetings were also used as mini charrettes, providing opportunities for the Design Team to get focused feedback on conditions and design options prior to the community-wide charrette workshops.

To ensure overall community input throughout the process, public Town Hall meetings were held at key junctures throughout the planning process, with most on the same day as CAG meetings. During these meetings, community partners, community members and citizens from the greater Nashville area were welcome to attend for updates on the planning process and a facilitated Q&A. Public Town Hall meetings were held at the Church of the Messiah, which is a centralized location within the target area that allows for open access between all parties.



Figure 28. Participants developing a site plan with blocks at the Neighborhood and Housing Work Group Meeting



Figure 29. Participants giving their input at the Community Design Charrettes

## COMMUNITY ADVISORY GROUP, RESIDENT-ONLY MEETINGS



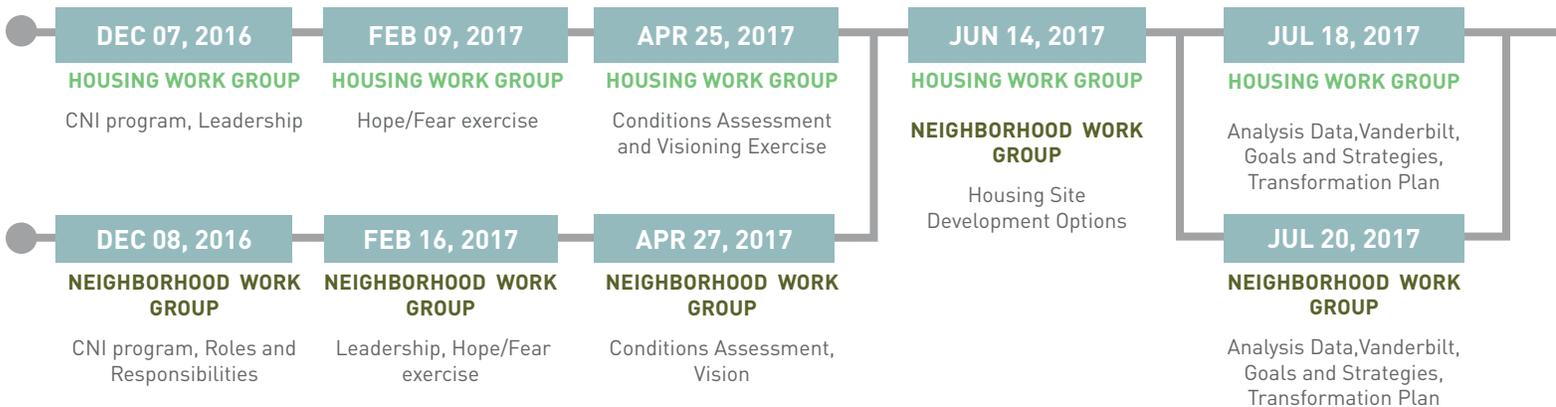
## PEOPLE WORK GROUP



## EDUCATION WORK GROUP



## HOUSING WORK GROUP, NEIGHBORHOOD WORK GROUP

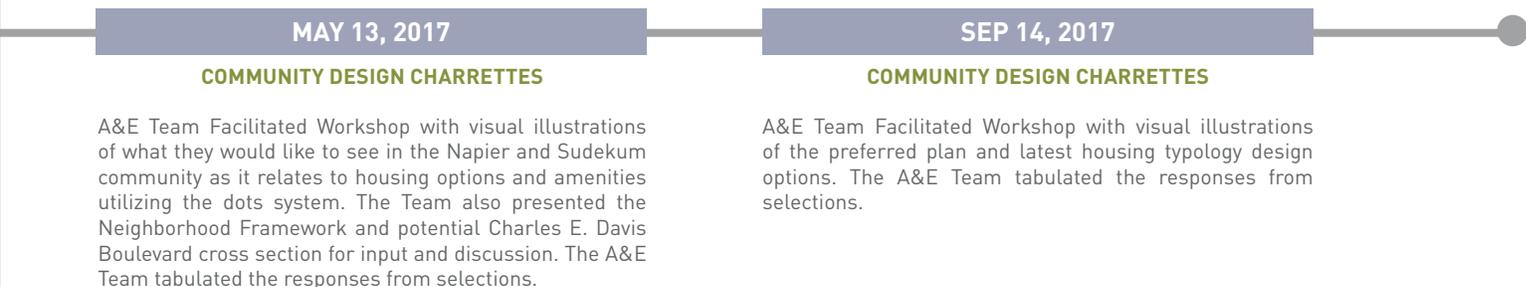
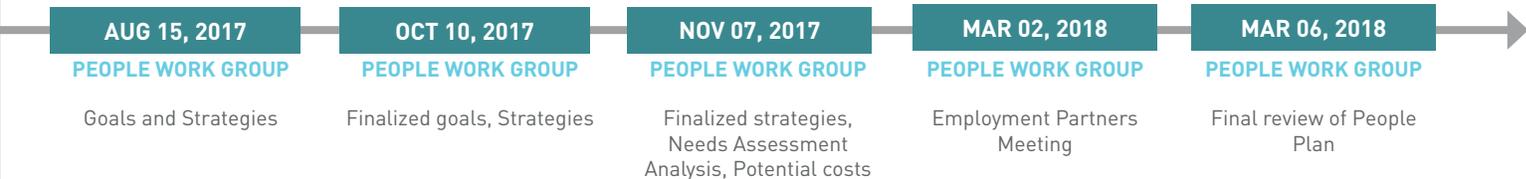


## COMMUNITY DESIGN CHARRETTE



The goal of the Street Fest was to celebrate and engage residents and neighbors in the Envision Napier and Sudekum (ENS) Planning Process. The Architecture and Engineering (A&E) Team facilitated the resident input portion gathering feedback from the housing and amenities options gathered over the last few months during our ENS Work Group meetings. The Street Fest included giveaways, live entertainment (to include performances by MNPS Napier Elementary School, talent from neighborhood churches and community members), games and activities for all ages including bingo, face painting and a rock climbing wall. This event was successful in bringing community members together.

# TOWN HALL MEETINGS



## COMPREHENSIVE NEEDS ASSESSMENT/RESIDENT SURVEY

In the spring of 2017 stakeholders from the Napier and Sudekum target area came together to create and implement a comprehensive Needs Assessment to inform the planning work of ENS. These stakeholders include participants such as MDHA property residents, residents of the surrounding neighborhoods, local business owners, faith leaders, elected officials, educators and government agencies. Those stakeholders helped to generate a Needs Assessment Survey that included questions about income and employment, transportation, neighborhood resources, supportive services, safety, health, as well as children, youth, and education.

The process to design the Needs Assessment was conducted during February-April through meetings of the People and Education Work Groups, and was coordinated by the co-grantee the Martha O’Bryan Center (MOBC). The design of the survey tool took place in three phases:

1. The Work Groups evaluated the Needs Assessment questions developed by MDHA and MOBC for use in a similar planning project, which was based on the Choice Neighborhoods model. The Work Groups decided to use that instrument as a starting point, edited and refined it to meet the planning needs for Envision Napier and Sudekum.
2. The revised survey was shared with subject matter expert partners such as Nashville Metro Public Health, Nashville Metro Art Commission and Vanderbilt University for review and edit. For example, Metro Public Health used the Health Equity Impact Tool to evaluate and suggest changes in the Needs Assessment (that tool’s first use in Nashville).
3. The Work Groups made a final review of the revised survey so that all relevant questions were being asked and that they were asked in a way that would be most easily understood by community members as they completed the survey.

When it came time to administer the Needs Assessment throughout the community. MOBC, in its role as co-grantee

and Needs Assessment coordinator, hired 16 residents from both Napier and Sudekum to serve as survey proctors. Proctors completed three training sessions on facilitation, problem-solving, planning talking points and the survey instrument itself. Beginning in late April and lasting throughout May, the survey proctors collected surveys in three ways:

- Survey collection was kicked off on April 28 with a large survey pop-up event throughout the neighborhood, with survey tents at six locations including Martha O’Bryan Southside Center, the Dollar General Store, the Nashville Public Library-Pruitt Branch, the Napier Community Center and both the Sudekum and Napier management offices.
- During May, teams of survey proctors went door-to-door to every residence and business throughout the target area at least once to administer the survey. If no one was available at home, proctors left calling cards with information about the Planning Process and how to schedule a return visit to take the survey. Community members were also given the choice to complete a paper survey in their own time, which proctors returned to collect when complete.
- Finally, proctors were stationed at three major neighborhood events to complete the surveying process – the South Nashville Street Fest (sponsored by Choice Neighborhoods).

In total, 383 surveys were completed. Of those, 18 respondents live in the greater Napier community, and 365 ( 44% of 821) are residents of Napier or Sudekum. At the end of the data collection process, survey proctors entered the data into a survey database and the raw data was provided to Vanderbilt University Department for Human and Organizational Behavior for analysis. Key findings from the Needs Assessment are outlined here in areas of health, education and economic self-sufficiency. Additionally, this section summarizes resident responses related to services in the neighborhood including their satisfaction with those services, the accessibility of services, and desires for new and improved services in the future.

## Health

According to the American Community Survey 2015 5-year Census, the majority (89%) of Napier and Sudekum target area residents have health insurance. Based on the 2017 Needs Assessment, approximately two-thirds (69%) of residents report having a place of healthcare where they regularly go, other than an emergency room when they are sick or need advice about their health, and 12% indicate they use the Napier and Sudekum Clinic, a Federally Qualified Health Center. Twenty-three percent (23%) of households include someone with either a physical (17%) or mental (13%) disability. Respondents indicate that better transportation (11%), accessible housing units (8%), and mental health counseling (8%) are the most needed services to assist disabled persons to manage their daily activities.

## Education

The Napier and Sudekum Choice Neighborhood target area has a great need for quality schools and rigorous out-of-school-time resources considering local schools rank among the lowest performing in the city, dropout rates are high, college access rates are low and college graduation rates are lower still. Zoned elementary and middle schools scored D's or F's in Reading, Math, Science and Social Studies, according to Tennessee Comprehensive Assessment Program results (TN Department of Education, 2015). This trend continues at the neighborhood's zoned high school, where more than 39% of students demonstrated basic or below basic proficiency in Algebra I and 32% in English I. As a result, approximately 22% of McGavock students will drop out before graduation (TN Department of Education Report Card, 2015). Additionally, 30% of parents do not attend events such as performance, Parent Teacher Association (PTA) meetings, etc. at their children's school. The most cited reason for that is a lack of transportation (25%).

## Economic Self-Sufficiency

While more than half of residents in Napier and Sudekum report zero income, half (American Community Survey 2015 5-year Census) of those in the workforce are employed with a median household income of \$11,578; compared to the average income of \$28,318 for the larger Choice Neighborhood target area (Census Tracts

148, 160). According to the Needs Assessment, 37% of target residents between the ages of 18-64 receive wage income. In the resident Needs Assessment, job training (29%) and computer training (10%) were listed as the two most needed services for the neighborhood. Adding to these barriers, only 47% of residents in Napier and Sudekum have vehicles and 34% of respondents indicate insufficient public transit is an employment barrier.

## Resident satisfaction and accessibility of services

A majority (76%) of respondents agree or strongly agree that they have good relationships with others in the community. The ENS Needs Assessment indicates that 80% of respondents have used at least one type of supportive service in the past year. The most common services were meal assistance (36%) and job training (8%). Of those households that access youth programs, 33% of residents are very satisfied with their quality, while 45% are not satisfied with these programs. 58% of residents are not satisfied with the quality and selection of food at the local market. In terms of accessibility of services and barriers to access, knowledge of programs was the top barrier with 12% of respondents indicating that there were unaware of existing services. The other most identified barrier is lack of childcare (53%).

## Resident preferences for improved and new services

Through the Needs Assessment, residents identified opportunities for new and improved services in two categories:

1. Commercial services
2. Social / Civic services

*For commercial services, respondents indicated that the following are very needed: grocery store (75%), and affordable childcare (53%).*

*For social/civic services, residents identified that the following are very needed: parks and play areas (42%), job training (29%), computer training (10%), expanded youth programs (11%), and college prep classes (8%). This need was consistent across all age groups.*

## CAPACITY BUILDING (FOCUS GROUPS AND EVENTS)

### Focus Groups

Connected to but separate from ongoing Resident-Only meetings, resident-based Focus Groups were held to extract information on topics not yet covered or not fully fleshed out within Work Group meetings and to build resident capacity. Held primarily at the Nashville Public Library – Pruitt Branch, Focus Group meetings included topics on needs and wants within the community, potential recreation options and green spaces, opportunities for public art and input for early action activities. Residents were also engaged in four field trips to local sites to assist in broadening their outlook on what was possible within the community. Field trips included visits to Harvest Hands Community Development Corporation to learn about after-school programming, youth athletic leagues and social entrepreneurship programming; Centennial Sportsplex to see the full potential of how community recreation centers could be expanded; and finally to the Napier Community Center to discuss both the positives of its ongoing work within the neighborhood and its potential to expand its services through the implementation of a regional center.

### Focus Group Meetings

**Meeting 1** *A community conversation about the Planning Process*

**Meeting 2** *Developed vision, goals and strategies and identified components of the Education portion of the Needs Assessment.*

### Resident Engagement and Training

In addition to resident focus groups, capacity building meetings looked to incorporate art as a way to engage residents around the concepts of identity, culture and community naming. Recognizing the need to preserve the history and culture of the neighborhood while planning for its future, MDHA partnered with Nashville Metro Arts Commission to facilitate a community art studio. Designed as a way to engage residents of all ages throughout the great Napier area, two local artists were identified through Metro Arts to facilitate workshops on individual identity culture in October 2017. Artist LeXander Bryant utilized photography as a way for youth to capture the community through their eyes, with pictures showing their residences, as well as community assets like the Pruitt Library. Artist Stephanie Pruitt engaged the community through both physical creation and poetry. Through individually-designed identity masks, poetry writing exercises and a designed 3D replica of an existing unit at Napier Place, over 60 residents expressed their individual identity and community culture through this art residency project. Moving forward, using the individual identity projects as a spring board, the artist residency program will look towards broader community identity and naming as a way to facilitate conversations around what the new community should be called with a focus on preserving history while looking towards the future.

Once residents were engaged through both focus groups and artist facilitated activities, the desire and need for



Figure 30. Envision Academy # 1 Meeting

opportunities for capacity building and training were evident. Starting in February 2018, the Envision Academy was launched, providing three interactive workshops on three topics that repeatedly arose through the planning process – transitioning to mixed-income communities, community safety, and establishing a neighborhood association.

- Envision Academy #1: Transitioning to a Mixed-Income Community: On February 24, 2018, consultant, and former Public Housing Authority (PHA) resident leader from New Orleans, Jocquelyn Marshall facilitated a three-pronged training for over 50 residents of Napier and Sudekum and the surrounding area. To start the day, Ms. Marshall facilitated a working lunch with resident association leadership from Napier Place and Sudekum Apartments outlining both best practices that could and should be implemented now as a traditional resident association as well as steps that could be taken to begin the transition into a joint neighborhood association. Following the luncheon, the event was opened up to the entire community for a presentation from Ms. Marshall on her experiences leading residents through a transition from public housing into mixed-income communities following Hurricane Katrina. Residents had opportunities to interject and ask questions throughout the presentation, with many questions leading directly into four break-out sessions that allowed participants to comment on various goals of the transformation plan.

- Envision Academy #2: Crime and Safety: On April 21, 2018, MDHA, Metro Nashville Public Schools and Express Employment Professionals Nashville North (a key employment partner for Envision Napier and Sudekum) sponsored a three-pronged capacity building opportunity for the entire community centered around crime and community safety. To start the day, a panel discussion was facilitated by Napier Elementary principal Dr. Watechia Lawless, with questions centering on both current crime prevention efforts and opportunities for enhanced or additional community driven crime prevention efforts. Panelists included Tennessee State Representative Herald Love, Jr.; Nashville Public Library-Pruitt Branch Director Dr. Raymond Kinzounza; Napier Business Owner Beverly Hall; MNPD Lt. Charles Beasley; MNPD Field Training Officer Justin Chisholm; Congressman Jim Cooper’s Director of Office and Community Services Kathy Floyd-Buggs; Davidson County Juvenile Court Chief Probation Officer Raymond Jenkins, Jr.; Davidson County Juvenile Court Administrator Kathryn Sinback; and Bishop Marcus Campbell. Following the panel discussion, all participants were invited to comment on the Community Safety Plan developed through Envision Napier and Sudekum, which included the establishment of a neighborhood watch initiative, the increase in community policing activities, the use of Crime Prevention Through Environmental Design (CPTED) in new construction, and the establishment of a merchants association. Finally, noting that the



Figure 31. Panel discussion on crime prevention efforts and opportunities for enhanced community driven crime prevention efforts



Figure 32. Participants commenting on the Community Safety Plan developed through Envision Napier and Sudekum

lack of and barriers to employment have been major factors in the rate of crime within the community, Davidson County Criminal Court Clerk Harold Gentry facilitated an expungement clinic with driver's license reinstatement, voter restoration and registration, and a job fair also provided on-site.

- Envision Academy #3: Establishing a Neighborhood Association: On June 9, 2018, capacity building was brought full circle as consultant Jocquelyn Marshall was brought back to engage resident associations and community stakeholders on intense leadership training with the intent to kick start the formation of a Napier Neighborhood Association. Intended to be the first of many technical assistance trainings provided to this community, resident leaders called for the return of Ms. Marshall for this training opportunity. With the underlying focus of the training centering on community building and skill development, Ms. Marshall guided participants through several exercises that included team building, goal setting, meeting logistics and operational best practices, stakeholder outreach, problem solving and strategic planning. While just the first of many capacity building training opportunities that will be needed over the next year for the successful transition and sustainability of the neighborhood association, this training continues

to break the historic divide between Napier and Sudekum and establish clear lines of communication and inclusion with community stakeholders.

## Events

Capacity building throughout the planning process was rounded out by three primary events initiated by Envision Napier and Sudekum with the intent for these events to continue annually even post planning. The events included the Bridging the Gap Resource Fair; the South Nashville Street Fest Coming Together Day; and the South Nashville Night Out Against Crime.

- Bridging the Gap Resource Fair: Taking place in November of each year, this event targets specific resources and service providers outlined as strategic needs within the People Plan. Providers span areas that include employment and employment readiness, social services, healthcare and pharmacy services, and education providers. Recognizing the holiday season, the past events capped off with a food giveaway, emphasizing opportunities for families to get all the fixings needed to make holiday meals. The event has grown over the first two years, with over 600 attendees in 2016 and over 900 attendees in 2017.



Figure 33. Crime and Safety Panelists consisting of local, state, and federal providers, elected officials and staff.



Figure 34. Bridging the Gap Resource Fair

- South Nashville Street Fest Coming Together Day: Taking place in May each year coinciding with area high school graduations and Mother’s Day activities, this event addresses the history of this community with the historic and physical divide of Napier Place and Sudekum Apartments. The event takes place directly on Charles E. Davis Boulevard, the physical divide of the community, and provides a venue to celebrate and engage residents from the entire community. Each Street Fest has included live entertainment from Napier Elementary as well as neighborhood churches and community members, games and activities for all ages, and service providers and community organizations that have become committed partners throughout the planning process. The 2017 Street Fest served as a public kicking off point for the physical planning process. The 2018 Street Fest was designed to celebrate the completion of the planning process and transition towards implementation.

- South Nashville Night Out Against Crime: Taking place in August each year in conjunction with the national efforts, this event brings residents together from Napier and Sudekum and the surrounding community in order to strengthen neighborhood spirit and build strong ties with local law enforcement. With crime being one of the biggest barriers to self-sufficiency in this community, the event provides opportunities to interact with targeted service providers; engage in fellowship with local law enforcement; and provide critical engagement with the ongoing efforts to establish a comprehensive community safety plan within South Nashville. The 2017 event had over a 1,000 individuals in attendance, with 2018 set to see even more engagement.



Figure 35. South Nashville Street Fest Coming Together Day



Figure 36. South Nashville Night Out Against Crime

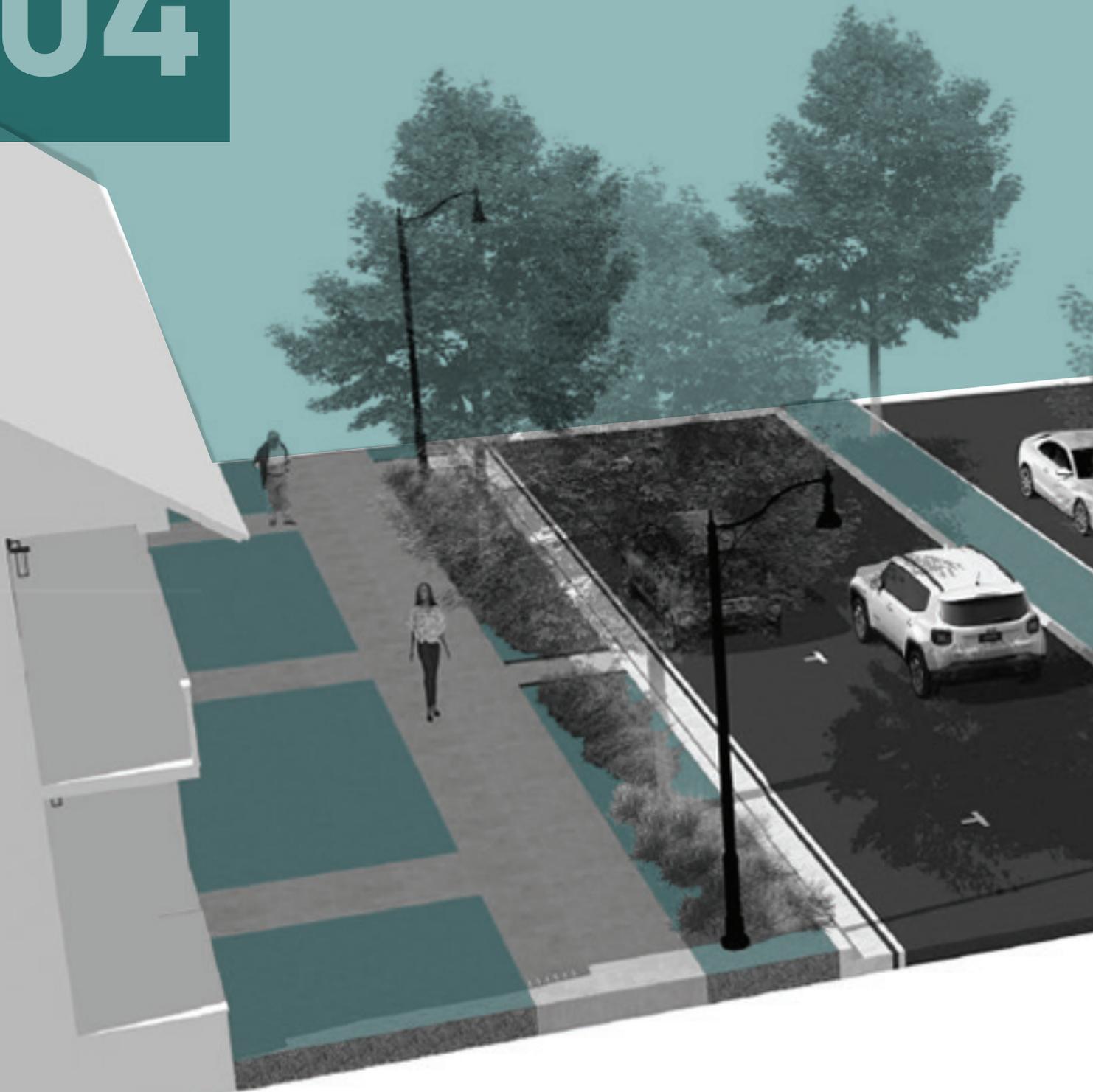




Figure 37. Vision Tree

Planning Process

04





OV

# 4 OUR VISION



## A. VISION

**“To build upon the existing neighborhood assets to create a cohesive, connected, safe and diverse community of choice, and improve the quality of life for the community.”**

The neighborhood component of the Envision Napier and Sudekum (ENS) Plan was developed in collaboration with the work established through other city-wide planning efforts such as, NashvilleNext, nMotion, Let’s Move Nashville, etc. Through the resident Needs Assessment Survey and multiple work sessions with the Neighborhood and Housing Work Groups, issues and opportunities were identified and overall goals were developed to address the community needs. The groups worked with the Design Team to identify two primary strategies to implement the goals.

### GOALS

**Integrate Napier and Sudekum with the overall neighborhood to create a cohesive community**

**Establish better connectivity and accessibility**

**Establish a network of functional green open spaces**

**Enhance neighborhood identity**

**Expand community facilities and retail services**

Strategy

## 1 Create a Neighborhood Framework

Based on an Existing Conditions Assessment and input received from the residents and community through Work Group sessions and Community Charrettes, the Design Team created a Development Opportunities map which highlighted all the areas which had potential to develop or redevelop, based on being vacant or underutilized. It also acknowledged the major road connections, access points and gateway nodes. This formed the basis of the Neighborhood Framework Plan (Figure 39). To support the vision and goals of the Neighborhood Plan, a variety of urban planning and design strategies were identified. These strategies are aimed at developing a framework that will provide the foundation needed to move the Napier and Sudekum target area closer to its expressed goal of establishing a mixed-income, mixed-use community that will welcome, support, and improve opportunities for new and existing residents. These strategies focus on the

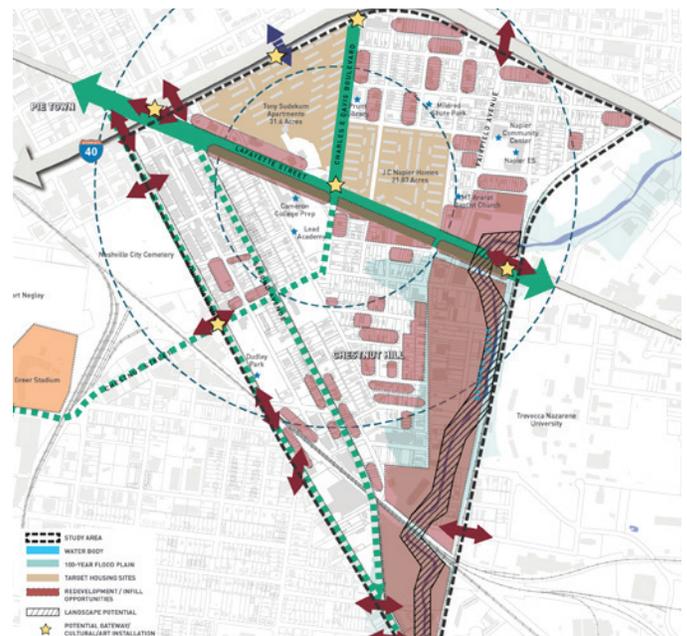


Figure 38. Development Opportunities

following realms:

- Street Network
- Open and Green Space Network
- Transit Improvements
- Community Services
- Mixed Land Uses
- Neighborhood Preservation
- Gateway Improvements and Enhancements

## Street Network

The bones of Nashville’s street grid network are apparent in the target area, but there are opportunities to provide better connectivity by adding street connections within larger contiguous parcels, such as the Napier and Sudekum properties and some of the Chestnut Hill properties adjacent to Second Avenue. These connections will provide options not only for vehicular traffic within the target neighborhood area, but also increase multi-modal functionality for the community.

The Framework identifies major corridors for streetscape improvements and pedestrian enhancements. It includes Lafayette Street, Fourth and Second Avenue as the primary corridors; Charles E. Davis Boulevard, Fairfield Avenue and Chestnut Street as secondary corridors and Cannon Street, First Avenue and Hart Street as important neighborhood streets. Cannon Street (existing and extended) connects multiple neighborhood resources such as the Public Library, Health Clinic, Napier Community Center, Napier Elementary School and pedestrian bridge. First Avenue connects multiple historic and institutional assets and Hart Street connects the southern residential neighborhood to the new road proposed along Trevecca Nazarene University and recreational open space to the east.

Enhancing the area’s connectivity includes not only establishing new connections within the community, but also creating context-sensitive “Complete Streets” where possible. Complete Streets in the target area will feature a strong pedestrian realm and include wide sidewalks, planting strips, streetscape furnishings, bike facilities and other traffic calming elements. Specific Complete

Streets elements are addressed in the Infrastructure Improvements section of the Housing Plan and include improvements to Charles E. Davis Boulevard, Cannon and Lafayette Streets.

## Open and Green Space Network

Open and green spaces are valued assets in a community. These spaces provide community gathering and recreational opportunities that are essential to a neighborhood’s identity and vitality. Ensuring that the Napier and Sudekum community has a network of recreational and communal spaces is a highlight of the ENS Plan. To accomplish this, the Plan includes shared small and large scale green spaces for the community, which currently has limited green space, served only by Dudley Park and small pocket parks.

The land along Browns Creek is currently vacant and underutilized but creates a large opportunity to be developed as a linear park and recreational area that the residents have identified as one of their needs. The new road proposed on the western edge of Trevecca Nazarene University would front this linear park and make it safer for accessibility and visibility purposes. A potential greenway could follow along the creek and also connect to the southern and northern communities. This new opportunity also aligns with the Nashville Parks & Greenways Master Plan and its recommendations.

The cornerstone of the ENS Plan is the new Central Park, which will be the community’s central green space. The amenities featured in the park were designed through community input. Residents used a priority planning technique to identify the recreational facilities they would most like to see in the new park. Based on this input, Central Park will feature a pavilion, a playground, a splash pad (near the HUB) and basketball courts. The community also expressed a desire for a community garden area, but this priority will be addressed with Harvest Hands’ proposed new urban farm, just north of the Napier and Sudekum properties, so it is not included in the Central Park Plan.

Central Park will also serve to protect some of the large existing canopy trees in the Napier and Sudekum neighborhood while also providing a buffer for the community from the adjacent interstate. The Park will mitigate traffic noise and also serve as an aesthetic

buffer for residents. An additional landscaping buffer is proposed along the interstate for the potential housing that would be adjacent to it. There are opportunities for a greenway and walking trails through this linear park, along which public art installations can provide additional aesthetic community enhancements.

Sidewalks are another key component to the Central Park Plan, both within the park as walking paths, as well as via pedestrian-safe crossings connecting to the HUB. These pedestrian facilities, enhanced with special pavement treatments, will provide connectivity to a hardscape plaza between the new neighborhood health clinic and existing Napier library. Additional park facilities include hardscape plazas. In warmer months, the community will have access to a hardscape plaza in front of the proposed community center, which will feature an urban-style splash pad. During colder months, the splash pad will be turned off while providing space for performances, outdoor classroom activities or other community events.

In addition to Central Park, the Napier and Sudekum sites will have opportunities for smaller-scale green spaces that provide a more intimate outdoor setting for residents. These courtyards will feature community-building amenities such as fire pits, grills, outdoor eating facilities, playground equipment and an open space that can serve to host movie watching and other programmed events. Near individual units, these green spaces will provide neighborhood children a place for regular play close to their home so that a trip to Central Park is not always needed for recreation.

## Transit Improvements

Transit services are very important to Napier and Sudekum residents to conduct everyday business, such as work, school, grocery shopping, etc. The ENS Plan prioritized multi-modal functionality within the neighborhood when envisioning the community's future to ensure adequate access to these services. In addition to the Complete Streets design features discussed in the Street Network section, the ENS Plan proposes the development of a major transit stop at the intersection of Lafayette Street and Charles E. Davis Boulevard, two of the neighborhood's most important corridors.

This transit stop will be supported by additional transit improvements along Lafayette Street, which in the

near future include the deployment of Bus Rapid Transit (BRT) service and corresponding facilities. Long-term improvements include the conversion to light rail technology and corresponding amenities and enhancements. In addition to bus shelters, wayfinding and other necessary transit details, improving walkability throughout the target area with sidewalks, crosswalks and other pedestrian-oriented facilities will further enable transit travel in the Napier and Sudekum communities.

## Community Services

There have been discussions for relocating the existing Napier Community Center closer to the Pruitt Public Library and creating a "HUB" of community services that cater to the larger neighborhood. The potential uses, in addition to the existing public library and health clinic could include a regional community center with a comprehensive fitness center, studio spaces, etc. Consolidating all these services along Charles E. Davis Boulevard, across from the Central Park, makes this area an important destination for the larger community and adds to the identity of the target area.

## Mixed Land Uses

The Framework Plan also focuses on the land use recommendations to establish and guide development and redevelopment opportunities within the Choice Neighborhood area. The recommendations to encourage mixed land uses that are complementary to each other, were based on the input received from the residents, community, and market study. It also aligns with the NashvilleNext recommendations.

The proposed transit improvements planned along Lafayette Street and Fourth and Second Avenue creates an opportunity to redevelop these corridors to denser mixed-use developments. The properties south of Lafayette Street need to be rehabilitated with improvements to enhance the pedestrian experience. Given the constrained depth of those properties, they could continue to function as retail/commercial area's.

The Framework Plan acknowledges the existing residential areas as the heart of the neighborhood and the vacant and underutilized properties as opportunities for residential infill development. The community has also expressed the need for code enforcement to ensure the upkeep of the existing buildings in the neighborhood.

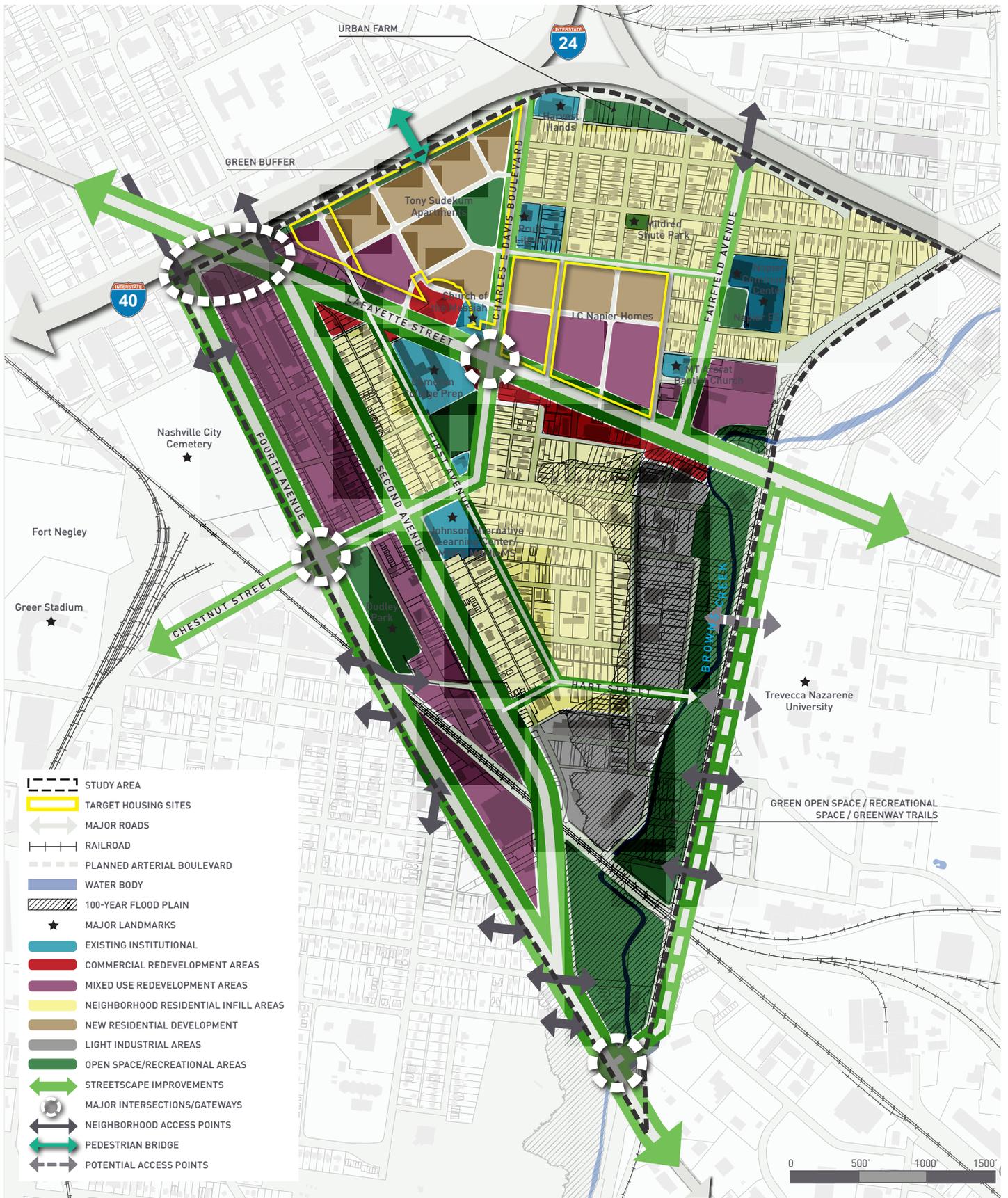


Figure 39. Neighborhood Framework Plan

The redevelopment of Napier and Sudekum provides an opportunity to act as the catalyst for new multi-family development, adding more residents to the choice neighborhood area

The existing light industrial and institutional areas add diversity and are considered anchors within the neighborhood. These areas would need infrastructure and streetscape improvements for better connectivity and safer pedestrian experience.

## Neighborhood Preservation

The community articulated a vision to preserve and enhance the existing residential neighborhoods surrounding Napier and Sudekum. Neighborhoods such as Chestnut Hill are already experiencing a hot single-family housing market with median home values approaching twice that of Metro Nashville's. The Greater Napier neighborhood is beginning to experience pricing pressure due to investor activity, which is expected to increase over time.

To address these concerns the community has crafted a strategy in alignment with NashvilleNext's approach to housing market equity known as "Fund It, Build It, Preserve It, Retain It" (NashvilleNext, Volume II: Housing). This strategy expands and enhances programs to preserve existing housing that serves low- and moderate- income households, while incentivizing the creation of new affordable homeownership units.

**Preserve Existing Housing:** This strategy addresses the need to preserve existing homes in the neighborhood that are owned by low- and moderate- income families, who are at risk of pressure to sell their homes in the face of needed repairs they cannot afford. This will be accomplished by utilizing MDHA's Homeowner Rehabilitation Program, which helps to preserve existing affordable housing units for households with incomes at or below 80% area median income (AMI). The program addresses health and safety concerns, brings homes up to Code, and makes accessibility improvements. As a result of this planning effort, Metro Nashville's HUD Consolidated Plan FY18-19 Annual Action Plan has allocated \$213,017.92 to this repair program for targeting homeowners in the Choice Neighborhood planning area, which will serve a minimum of 11 households. The Consolidated Plan

calls for that level of targeted funding to continue for the following four years if Federal Entitlement funding levels remain constant.

## Incent Creation of New Affordable Homeownership

**Units:** This component of the community's vision calls for the creation of new affordable homes through both construction of new homes on infill lots, and the renovation of existing vacant units for homeownership. This strategy will be achieved by offering incentives to nonprofit developers to build and renovate homes in the target area. As an active partner in this planning process, Metro Nashville's affordable housing fund (the Barnes Housing Trust Fund) has committed to offer bonus points to funding applications seeking to develop affordable homeownership units in the neighborhood surrounding Napier and Sudekum. Additionally, there are nonprofit housing developers already active in the neighborhood, such as Community Housing Development Organizations, that can use federal HOME dollars to create new affordable housing units in the areas identified for preservation.

## Gateway Improvements and Enhancements

The Neighborhood Framework identifies major intersections and gateways for improvements to enhance the identity of the neighborhood. The proposed Nashville Metropolitan Transit Authority and the Regional Transportation Authority of Middle Tennessee (MTA/RTA) Transit Plan "nMotion" identifies Murfreesboro Pike (Lafayette Street) and Nolensville Pike (Fourth Street) as potential transit corridors, making the junction of Second Avenue, Fourth Avenue and Lafayette Street, along I-40 critical to serve as a major transit hub and gateway to the neighborhood. Redeveloping this area would also help with accessibility to and from the interstate and connectivity issues, as identified by the community.

The intersection of Lafayette Street and Charles E. Davis Boulevard would serve as an important gateway to the new development and the intersection of Chestnut Street and Fourth Avenue as a gateway to the proposed mixed-use development along Fourth and Second Avenue. The intersection of Fourth Avenue and the new proposed road on the western edge of Trevecca Nazarene University would also become a key node for accessing the University and proposed new recreation open space to the north and the redeveloped Fairgrounds to the south.

## 2 Incorporate Sustainable Development

The Leadership in Energy and Environmental Design – Neighborhood Development (LEED-ND) program sets prerequisites for a development program’s ability to be constructed using sustainable materials and methods. It also places priority on a site’s existing assets such as proximity to public transit, schools, parks and nearby goods and services. An initial pass at the LEED-ND Project Scorecard was completed for Napier Place and Sudekum Apartments. Given the two adjacent sites’, they are scored as one contiguous development site. The LEED-ND Scorecard is comprised of the following five sections:

**Smart Location and Linkages** – The target sites received several points for being a previously developed site within an urban context, being close to jobs, and for not negatively impacting habitat. Additional points are possible for increasing connectivity, especially by the proposed transit opportunities within this neighborhood.

**Neighborhood Pattern and Design** - The compact nature and density of the project, the availability of mixed housing, access to neighborhood amenities and services, and continued outreach and involvement of the community helped achieve numerous points in this category. Multiple

points are in the “Maybe” category, such as tree-lined streets, specific parking requirements and traffic calming measures. The Site Plan is not far enough along yet to be sure that these “Maybe” credits will be earned.

**Green Infrastructure and Buildings** - There are a great number of points in the “Maybe” section for this category too. The Site Plan is not far enough along yet to award points for the design and construction. Five points were awarded based on the assumption that the site will include certified green buildings and another point was awarded for the previously developed nature of the site.

**Innovation and Design Process** - This section remains to be determined as there are multiple credits which could be pursued for exemplary performance.

**Regional Priority Credit** – This set of potential credits is determined on a state and local basis given the areas that are the highest priority for them. One point will be awarded for community outreach and involvement as long as the project continues to interact as it has with the neighborhood.

Yes	?	No				
11	4	0	<b>Smart Location &amp; Linkage</b>			<b>28</b>
Y			Prereq	Smart Location	Required	
Y			Prereq	Imperiled Species and Ecological Communities	Required	
Y			Prereq	Wetland and Water Body Conservation	Required	
Y			Prereq	Agricultural Land Conservation	Required	
Y			Prereq	Floodplain Avoidance	Required	
6	1		Credit	Preferred Locations	10	
			Credit	Brownfield Remediation	2	
2			Credit	Access to Quality Transit	7	
1			Credit	Bicycle Facilities	2	
1			Credit	Housing and Jobs Proximity	3	
	1		Credit	Steep Slope Protection	1	
1			Credit	Site Design for Habitat or Wetland and Water Body Conservation	1	
	1		Credit	Restoration of Habitat or Wetlands and Water Bodies	1	
	1		Credit	Long-Term Conservation Management of Habitat or Wetlands and Water Bodies	1	
17	7	0	<b>Neighborhood Pattern &amp; Design</b>			<b>41</b>
Y			Prereq	Walkable Streets	Required	
Y			Prereq	Compact Development	Required	
Y			Prereq	Connected and Open Community	Required	
4	3		Credit	Walkable Streets	9	
1			Credit	Compact Development	6	
2			Credit	Mixed-Use Neighborhoods	4	
1			Credit	Housing Types and Affordability	7	
1			Credit	Reduced Parking Footprint	1	
1			Credit	Connected and Open Community	2	
1			Credit	Transit Facilities	1	
1			Credit	Transportation Demand Management	2	
1			Credit	Access to Civic & Public Space	1	
1			Credit	Access to Recreation Facilities	1	
	1		Credit	Visitability and Universal Design	1	
2			Credit	Community Outreach and Involvement	2	
	1		Credit	Local Food Production	1	
	2		Credit	Tree-Lined and Shaded Streetscapes	2	
1			Credit	Neighborhood Schools	1	

Yes	?	No				
11	9	0	<b>Green Infrastructure &amp; Buildings</b>			<b>31</b>
Y			Prereq	Certified Green Building	Required	
Y			Prereq	Minimum Building Energy Performance	Required	
Y			Prereq	Indoor Water Use Reduction	Required	
Y			Prereq	Construction Activity Pollution Prevention	Required	
5			Credit	Certified Green Buildings	5	
	1		Credit	Optimize Building Energy Performance	2	
	1		Credit	Indoor Water Use Reduction	1	
	1		Credit	Outdoor Water Use Reduction	2	
1			Credit	Building Reuse	1	
	1		Credit	Historic Resource Preservation and Adaptive Reuse	2	
1			Credit	Minimized Site Disturbance	1	
	1		Credit	Rainwater Management	4	
	1		Credit	Heat Island Reduction	1	
1	1		Credit	Solar Orientation	1	
	1		Credit	Renewable Energy Production	3	
	1		Credit	District Heating and Cooling	2	
	1		Credit	Infrastructure Energy Efficiency	1	
1			Credit	Wastewater Management	2	
1			Credit	Recycled and Reused Infrastructure	1	
1			Credit	Solid Waste Management	1	
	1		Credit	Light Pollution Reduction	1	
1	2	0	<b>Innovation &amp; Design Process</b>			<b>6</b>
0	2		Credit	Innovation	5	
1			Credit	LEED® Accredited Professional	1	
1	0	0	<b>Regional Priority Credits</b>			<b>4</b>
1			Credit	Regional Priority Credit: Region Defined	1	
			Credit	Regional Priority Credit: Region Defined	1	
			Credit	Regional Priority Credit: Region Defined	1	
			Credit	Regional Priority Credit: Region Defined	1	
41	22	0	<b>PROJECT TOTALS (Certification estimates)</b>			<b>110</b>

Certified: 40-49 points, Silver: 50-59 points, Gold: 60-79 points, Platinum: 80+ points





## B. VISION

**“To ensure a safe and quality built environment for the current and future residents that creates a stronger sense of pride and offers diverse housing choices.”**

The redevelopment of the Napier and Sudekum public housing sites into a mixed-income and mixed-use walkable community has been identified as the key catalyst for creating a vibrant neighborhood that will transform not only the target public housing units, but the surrounding neighborhood as well. Several discussions and work sessions were conducted with the Neighborhood and Housing Work Groups and the overall community to ensure the Design Team developed a plan which addressed the needs of the residents and community. This was implemented with multiple community charrettes held throughout the planning process. Based on the input received during Needs Assessment Survey and Housing Market Study, goals and objectives were identified and three primary strategies were developed to implement the desired outcomes.

### GOALS

- Transform Napier and Sudekum from distressed public housing to a safe and secure mixed-income and mixed-use walkable community**
- Create high-quality and energy efficient housing that meets resident and community needs for affordability and a healthy living environment**
- Integrate a mix of housing options for choice**
- Establish the new redevelopment as a catalyst to promote further improvements in the greater community**
- Conform to Housing and Urban Development (HUD) regulations for one-to-one replacement and right-of-return of displaced residents through a relocation and re-occupancy plan**

Strategy

## 1 Create a sustainable Site Plan for the new redevelopment

The Design Team coordinated with the Work Groups and the community to develop Site Development Framework Alternatives based on the following critical elements:

- Walkable blocks
- Street layout and connectivity
- Mix of uses
- Mix of housing choices
- Density compatible to the surrounding neighborhood and aligning with the overall Choice Neighborhood Framework Plan and NashvilleNext recommendations
- Community amenities and open spaces
- Complete streetscapes encouraging multi-modal transportation

## Conceptual Site Development Framework Option 1

This option focused on the MDHA-owned properties only. The street grid matches the block size of the surrounding neighborhood and reconnects to the existing grid wherever possible. Charles E. Davis Boulevard and Cannon Street were identified as the main connecting streets for streetscape improvements and enhancing the pedestrian environment. Multiple open spaces are scattered within the target area. The approximate housing count for this option is 1,300 – 1,600 units. Mixed-use mid-density buildings are located in the Napier side along Lafayette Street, with the low density housing forming a buffer to the surrounding neighborhoods. Mid-density housing is located in Sudekum along the interstate. A senior facility is located along Charles E. Davis Boulevard, just across from the Public Library.



Figure 40. Conceptual Site Development Framework Option 1

## Option 2

This option includes the Lafayette Street frontage left of the existing Martha O'Bryan Center. The street grid was extended to divide the existing superblocks and match the block size of the surrounding neighborhood. Charles E. Davis Boulevard and Cannon Street were identified as the main connecting streets for streetscape improvements and enhancing the pedestrian environment. One of the open spaces is located in front of the existing pedestrian bridge and the second one is located along Lafayette Street. The approximate housing count for this option is 1,450 – 1,750 units. Mixed-use high-density buildings are located along Lafayette Street, with the density gradually reducing as you move towards the single family neighborhood. A senior facility is located next to one of the open spaces and closer to the other commercial amenities.



Figure 41. Conceptual Site Development Framework Option 2

## Option 3

This was the high-density option and includes the Lafayette Street frontage, including the Martha O'Bryan Center and The Dollar General. The street grid was extended to divide the existing superblocks and match the block size of the surrounding neighborhood. Charles E. Davis Boulevard and Cannon Street were identified as the main connecting streets for streetscape improvements and enhancing the pedestrian environment. A large open space is located across from the Public Library. There is



Figure 42. Conceptual Site Development Framework Option 3

an additional open space in between the blocks on the Napier side and a green buffer along the interstate. The approximate housing count for this option is 1,850 – 2,150 units. Mixed-use high-density buildings are located along Lafayette Street, with the density gradually reducing as you move towards the single family neighborhood. The senior facility is located north of the central park closer to the residential neighborhood.

### Housing and Retail Market Analysis

A housing market analysis was conducted to forecast the potential for various types of housing at the Napier and Sudekum site. Existing housing market conditions and trends throughout the area and within South Nashville were analyzed and ultimately, a mix of housing products by tenure and type, number of units, and price range was recommended based on the site potentials.

The South Nashville area has about 7,800 total housing units 42.8% of which are single family detached homes. The Napier and Sudekum properties have 821 units of multi-family housing. The overall trend of housing units in South Nashville has decreased by 3.3% since 2000. Current housing tenure by age cohort was also analyzed in South Nashville. As in most markets, younger people are more likely to rent and as people age, they are more likely to engage in homeownership.

According to rental data supplied by the study, rental apartments, home value and list prices have all increased rapidly over the last few years. This shift can be detrimental to existing rental tenants, unable to compensate for the increased rent or homeowners, unable to manage the increased property taxes.

Demand for housing at the Napier and Sudekum site will be generated by households’ within the Primary Housing Market Area (PHMA) and is forecasted for mix of rental housing (4,190 units) and “For-sale” housing (2,940 units).

It was determined that the Napier and Sudekum site could capture demand for 630 to 1,080 rental housing units within the next five to seven years. This capture includes about 140 to 280 “job-induced” units, demand for which would depend on Nashville’s continued job growth and the competitiveness of downtown to attract jobs. The Site Potentials would include 420 market rate units, with rents likely in the \$800 to \$1,500+ range. There are certain pre-

conditions that would need to be met in order to maximize market-rate demand. Such requirements are discussed later in this report. The Potentials also include 380 to 440 subsidized units, with rents generally below \$700 per month. This potential is summarized in Table 1.

In addition the Napier and Sudekum site could capture demand for 200 to 350 for-sale housing within the next five to seven years. Demand for about 80 to 140 of these units would be “induced” through downtown-area employment growth. Potentials include demand for about 100 to 205 market-rate units, priced in the \$250,000 to \$500,000+ range. As noted previously, certain pre-conditions would need to be met in order for the site to maximize this market-rate potential. These requirements are discussed later in this report. The site could also capture demand for at least 95 to 145 subsidized for-sale units priced below \$300,000, including 50 to 60 for those earning more than 30% of AMI and another 45 to 85 workforce units for those earning 80 < 120 % AMI.

There would be a correlation between price and demand, such that the more affordably-priced the units, the higher

RENTAL HOUSING POTENTIALS, NAPIER & SUDEKUM, 2017-2022			
Rent Range	Area Capture		Market Rate
	Moderate	High	
\$ 300	187	233	-
\$ 500	84	91	-
\$ 600	73	118	
\$ 700	53	95	
\$ 800	52	99	75
\$ 1,100	24	49	36
\$ 1,200	21	52	37
\$ 1,500	18	59	39
<b>Sub-Total</b>	<b>492</b>	<b>796</b>	<b>187</b>
<i>ELI</i>	<i>251</i>	<i>325</i>	
<i>Workforce</i>	<i>126</i>	<i>213</i>	
<b>Job Induced</b>	<b>141</b>	<b>281</b>	<b>231</b>
<b>TOTAL</b>	<b>632</b>	<b>1,077</b>	<b>417</b>
<b>Sources:</b>	U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.		

Table 1: Rental Housing Potentials



FOR-SALE HOUSING POTENTIALS, NAPIER & SUDEKUM, 2017-2022			
Price Point	Area Capture		Market Rate
	Moderate	High	
\$ 108,250	49	61	-
\$ 158,250	22	31	-
\$ 218,750	21	53	-
\$ 247,500	15	30	22
\$ 288,750	10	20	15
\$ 367,500	8	19	14
<b>Sub-Total</b>	<b>125</b>	<b>215</b>	<b>51</b>
<b>ELI</b>	<b>49</b>	<b>61</b>	
<b>Job-Induced</b>	<b>82</b>	<b>136</b>	<b>122</b>
<b>TOTAL</b>	<b>207</b>	<b>351</b>	<b>174</b>
<b>Sources:</b>	U.S. Bureau of the Census; Claritas; and Randall Gross / Development Economics.		

Table 2: For-Sale Housing Potentials

the demand volumes that could be captured on site. There are ways to expand access to housing for lower-income households through down payment assistance, credit clearance, and other homeownership development programs that are often sponsored by local governments but are not available as yet in Nashville.

A retail market analysis was conducted to determine the potential for retail and mixed-use development at the Napier and Sudekum site. The existing community has expressed a desire for more diverse and appropriate retail to serve their needs, and a key issue is the potential for retail that would serve those needs while also appealing to potential new housing residents. The potential for retail uses in the corridor was forecasted within the competitive market, and a prospective business mix was recommended based on those market findings.

Two scenarios were created to test the potential for retail/commercial and mixed-use development at the Napier and Sudekum site and adjoining portions of Lafayette Street.

In the “Lafayette Destination District” scenario, the SoBro portion of Lafayette Street would see upgraded infrastructure and streetscaping investment. Pro-active master planning and facilitation with property owners would brand and orient the area towards development of a walk-able and attractive regional destination shopping district. In this scenario, the Site could capture potential demand for 150,000 to 220,000 square feet by 2022. The recommended tenant mix would be:

- Expanded grocery
- Pharmacy / health care
- Specialty food store
- Hobby / toy / games
- Sporting goods
- Restaurants
- Personal services
- Coffee shop / entertainment
- Apparel & accessories
- Office supply, stationary
- Home furnishings

A “Local Demand” scenario modeled the potential for retail in the absence of such as destination marketing and development strategy for Lafayette Street. In this local demand scenario, there would be no pro-actively marketed district for attracting destination shoppers. In this scenario there would be new potential for about 20,000 to 50,000 square feet of retail/commercial use and the recommended tenant mix would be the following:

- Health care
- Sports/apparel
- Personal services
- Coffee / limited service (e.g., Transit Oriented Development (TOD))

## Preferred Site Plan

The residents and community were asked to compare and rank the different alternatives and their elements to help develop the hybrid Preferred Plan. Figure 43 illustrates the Preferred Conceptual Site Development Plan for Napier and Sudekum and assumes the acquisition of the Lafayette Street frontage. The acquisition was critical to create a cohesive vision for the neighborhood and enhance the visibility and marketability of the new development. Market Study findings indicated that without redevelopment of the Lafayette frontage, market numbers may not fully support the private market-rate housing to as great of an extent. This is due to limited commercial amenity value, poor marketing image and unchanged frontage and limited visibility into the site. The Plan proposes 1,900 -2,100 units and would be a mix of affordable, market rate and workforce housing. The overall target is 40% affordable, 20% workforce and 40% market-rate housing (the ratio is subject to the requirements of funding mechanisms, specifically as it relates to the split between workforce and market rate units).

An alternative plan focusing on only the MDHA properties was also created to compare and serve as Plan B if there were any issues with acquisition. This Option has been attached in Appendix for reference.

### i. Housing Mix

The Preferred Conceptual Site Development Plan explores a mix of uses and housing typologies, with denser mixed-use blocks located along Lafayette Street and transitioning to townhomes and less dense housing typologies to be compatible with the surrounding residential neighborhood. This Plan also assumes there is an opportunity to acquire and develop some of the vacant sites within the overall target neighborhood as single family infill residential development. The housing mix also consists of garden apartments and urban apartment buildings with enclosed corridors. The community preferred to integrate senior housing units within the rest of the mix, so a dedicated facility isn't illustrated.



Figure 43. Conceptual Site Development Plan



## ii. Infrastructure Improvements

A variety of infrastructure, transportation and utility based improvements are needed to support the housing developments. The ENS Plan proposes the integration of a street grid throughout the Napier and Sudekum communities to provide pedestrian and vehicular travel to and through the community. Incorporation of sidewalks and crosswalks are also critical to provide a safe pedestrian environment. Specific Complete Streets improvements for Charles E. Davis Boulevard, Cannon Street and Lafayette Street follow.

**Charles E. Davis Boulevard** will serve as the main spine of the Napier and Sudekum communities, running north and south through the neighborhood. This thoroughfare will feature typical boulevard amenities, such as

plantings to increase aesthetics, slower traffic and a defined sense of place achieved by streetscape details. To enhance pedestrian safety along this corridor, Charles E. Davis Boulevard will provide pedestrian crossings at intersections with visible crosswalk areas. A special pavement treatment will be implemented at the existing Napier Library block, which will become home to the new “HUB” for the community. This “HUB” will be a compound of public services and facilities, such as a new Community Center, plaza space and Clinic.



Figure 44. Potential Street Improvements for Charles E. Davis Boulevard



Figure 45. Conceptual Street Section for Charles E. Davis Boulevard



**Cannon Street** becomes the east and west connector through the new ENS development. Leveraging the existing pedestrian bridge over the interstate, Cannon Street provides access to the new green open space and Napier Elementary School. Cannon Street is considered the main pedestrian connection through Napier and Sudekum, providing east/west pedestrian access in the community and for the community to travel via non-vehicular means outside of the neighborhood. To provide for a safe realm for students and other residents, Cannon Street enhancements feature a greenway to provide a park-like setting for bicycle travel.



Figure 46. Potential Street Improvements for Cannon Street



Figure 47. Cannon Street Before Improvements



**Lafayette Street** is designated as a future major transit corridor for Nashville. To implement this, additional right-of-way is needed to enable the development of future light rail stations. In the interim, the Nashville Metropolitan Transit Authority will begin using Bus Rapid Transit (BRT) along Lafayette Street. A successful BRT corridor along Lafayette Street will rely on the development of Complete Streets amenities, which will include bike lanes, widened sidewalks, street trees, transit facilities and other important streetscape furnishings. These details will provide a more inviting walkable environment along Lafayette Street and improve multi-modal access within the community.



Figure 48. Potential view at the intersection of Lafayette Street and Second Avenue



Figure 49. Potential Street Improvements for Lafayette Street



Figure 50. Conceptual Street Section for Lafayette Street



BEFORE

AFTER

### iii. Utilities

To account for future increased density development and the subsequent increased residential base envisioned in the Napier and Sudekum community, more and upgraded utility services are needed in the target area. The existing waterlines are aging and nearing their end of service life, rendering them obsolete for future use. As major rehabilitation or reconstruction projects, such as those proposed in the ENS Plan, occur in the target area, existing service lines should be replaced and/or upgraded to support the Plan.

A major utility replacement needs to be addressed for the community’s combined sewer system. This network needs to be separated into dedicated stormwater and sanitary sewer pipe systems. To attenuate the flows into

the sanitary system, without increased overflows into the Cumberland River, detention facilities (which may take up a lot of space) or a conveyance system may be required.

### iv. Stormwater Quality

To satisfy Metro Nashville’s Low Impact Design (LID) requirements for water quality treatment in new developments, the ENS Plan recommends implementing decentralized LID strategies in the target areas. These strategies will be designed on a case-by-case basis to appropriately address water quality issues and requirements. For master planning level purposes, approximately 1,100 square feet per acre of impervious area in the Napier and Sudekum developments should be reserved for bioretention areas to provide for appropriate stormwater quality management.



Figure 51. New Central Park.

## v. Green and Open Spaces

Providing ample green space and tree canopy are vital to the quality of life in any community and Napier and Sudekum is no exception. The ENS Plan strives to maintain existing trees when possible, while expanding the community's green space opportunities. The Plan proposes a large community park, "Central Park", that provides easy access for residents throughout the target area. In addition to the active and passive park elements proposed in the Plan, Central Park will also provide pedestrian connections to the community's new HUB, which will feature a neighborhood community center, health clinic and public library.

For smaller-scale green spaces near residents homes, the ENS Plan recognizes that front yards and porches

are important to the area's residents (especially for the townhome housing typology) —providing buffer from the street to front doors—and encourages the incorporation of front yards into future plans. These spaces also provide residents with their own, individual recreational site within the greater urban context.

## vi. Community Spaces

In between buildings and units, courtyard areas will serve to provide residents with smaller, shared community spaces and may feature fire pits, grills and other community-building facilities. These areas function as both gathering and recreational spaces, making them important outdoor amenity spaces for market-rate units as well.

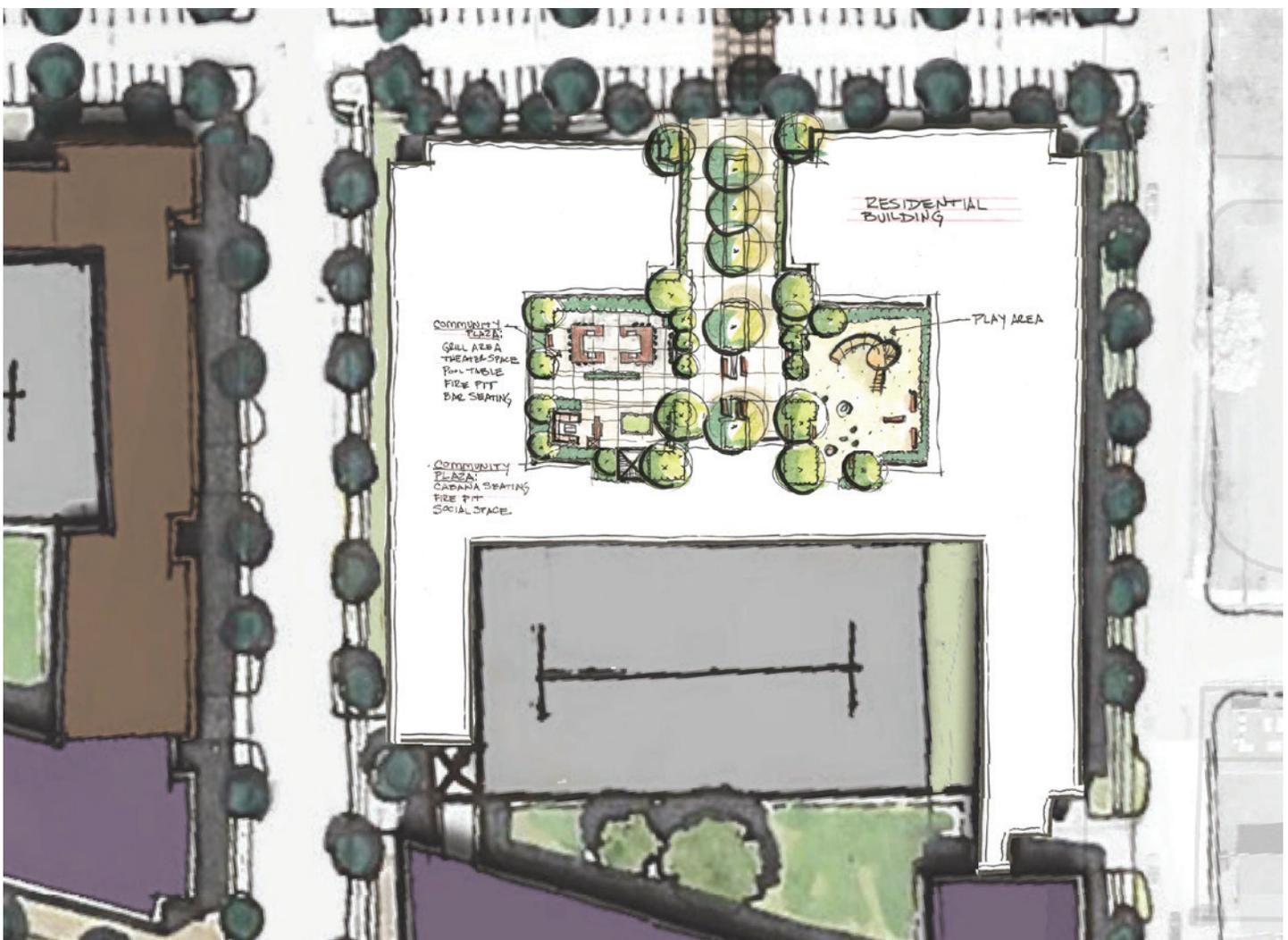


Figure 52. New community green space: Courtyard Concept

### HOUSING DESIGN

Housing in the Proposed Plan is diverse to accommodate the need for affordable, workforce and market rate housing. Housing choices range from one-bedroom to five-bedroom units, and include a 1:1 replacement of the 821 existing affordable apartments in Napier and Sudekum. The remaining units are workforce housing and market-rate apartments. The mix of apartment types are scattered throughout the four typologies, ensuring a wide variety of choices and compliance with dispersion requirements of the Fair Housing Act and International Building Code.

Additionally, the apartments will be designed to be accessible, and will comply with the requirements of American National Standards Institute (ANSI) 117.1 Accessible and Usable Buildings and Facilities, which is adopted by the local codes authority. Each building will contain the required number of Type A, Type B, and Type C (Visitable) units as required by the current edition of the International Building Code, for Group R-2 occupancy.

Aesthetically, the residents did not prefer a particular architectural style, but instead value was placed on windows, balconies, color and texture in the façade. Proposed housing should incorporate a connection to the outdoors and to the residents themselves, by means of windows and balconies, as well as architectural interest on the façade through color and varied textures. This is much different than the repetitive nature of the homes that comprise Napier and Sudekum today.

Residents expressed concern with security, specifically in the larger apartment buildings, with the interior corridors and perceived notion that there is only one way in and out of each apartment. These buildings should be designed to incorporate security measures, for example, keycard access at doors.

During the envisioning process, residents considered various amenities, both inside and outside the units. Existing apartments on the two properties are outdated in terms of size, natural light and basic amenities. The

Envision Napier and Sudekum- Proposed Unit Counts			
Conceptual Site Development Plan			
Typology	Proposed Unit Counts	1:1 Replacement Numbers	Number Available for Workforce & Market Rate
<b>1 Bedroom</b>			
Townhomes/ Flats	30		
Garden Apartments	84		
2/3/4 Story Apartments	269		
Mixed-Use	124		
<b>Total 1 Bedroom Units</b>	<b>507</b>	<b>120</b>	<b>387</b>
<b>2 Bedroom</b>			
Townhomes/ Flats	48		
Garden Apartments	72		
2/3/4 Story Apartments	677		
Mixed-Use	332		
<b>Total 2 Bedroom Units</b>	<b>1129</b>	<b>428</b>	<b>701</b>
<b>3 Bedroom</b>			
Townhomes/ Flats	78		
Garden Apartments	50		
2/3/4 Story Apartments	132		
Mixed-Use	36		
<b>Total 3 Bedroom Units</b>	<b>296</b>	<b>211</b>	<b>85</b>
<b>4 Bedroom</b>			
Townhomes/ Flats	0		
Garden Apartments	6		
2/3/4 Story Apartments	14		
Mixed-Use	40		
<b>Total 4 Bedroom Units</b>	<b>60</b>	<b>52</b>	<b>8</b>
<b>5 Bedroom</b>			
Townhomes/ Flats	6		
Garden Apartments	4		
2/3/4 Story Apartments	0		
Mixed-Use	0		
<b>Total 5 Bedroom Units</b>	<b>10</b>	<b>10</b>	<b>0</b>
<b>Total Units</b>	<b>2002</b>	<b>821</b>	<b>1181</b>

Table 3: Proposed Unit Counts

apartment interior design should include ample storage, easily cleanable materials, washer and dryer connections and central heat and air. Natural sunlight should be emphasized and the concern for sound transmission between apartments needs to be addressed in the design.

The exterior of the Proposed Plan is designed for ample parking and semi-private outdoor space, such as balconies, stoops and patios should be included as part of the building design. While all buildings have access to the Central Park, the large apartment buildings and mixed use buildings are planned to have pocket parks, consisting of community patios and play areas. The existing porches on the Napier property are important to the residents, as a place for informal “porch meetings”. To foster that sense of community, these pocket parks adjacent to the apartments include places to gather for meetings and play areas for children, where parents can comfortably watch.

## SUSTAINABLE BUILDING DESIGN PRINCIPLES

The following sustainable design principles can be incorporated into the design of the homes:

Exterior:

- Cool roofing products to reduce the heat island effect found in urban climates
- Rapidly renewable insulation in the exterior wall cavity
- Flashcoat of spray-foam insulation at the backside of the exterior sheathing, which reduces the amount of air infiltration from the exterior
- Thermally insulated, double paned windows with a low solar heat gain coefficient
- Durable exterior material selections, which may include masonry, cement-fiber siding, and metal panels
- Sunshades and canopies to appropriately respond to the buildings’ solar orientation

Interior:

- Energy-efficient Heating Ventilation and Air Conditioning (HVAC) systems
- ENERGY STAR rated appliances and lighting
- Low-flow plumbing fixtures



Figure 53. Community patios are an important amenity to the residents.

- Formaldehyde-free insulation
- Low - Volatile Organic Compound (VOC) paint and interior finishes
- Interior walk-off mats reduce the amount of contaminants tracked into the living space
- Rapidly renewable flooring tile
- Tile flooring, carpet and drywall to have high recycled content
- Mold resistant drywall in wet areas
- Tile flooring adjacent to exterior doors
- Durable structural systems, such as concrete and steel framing, in lieu of wood construction
- Sealants to control fire, sound, and provide an air tight barrier between each dwelling unit

Additionally, education for all parties involved is paramount to a sustainable design project. Suggested educational opportunities, borrowed from the LEED for Homes Rating System, are as follows:

- Sustainable Design Charrette, in which all stakeholders in the project design participate in. A sustainable design expert facilitates the discussion, which includes the design of the principles noted above.
- Trades Training Day, in which a sustainable design expert conducts a learning session with the contractor and their subcontractors. The intent is to review the best-practice sustainable building principles that have been incorporated into the design of the building.
- Building Manager and Tenant Manuals, specifically catered to sustainable design education. These manuals provide helpful information to both the facility managers and tenants, particularly explaining best practices for operating systems in each apartment.



Figure 54. 2-3 Story Townhomes and Flats Potential Exterior Elevation



Figure 55. 2-3 Story Townhomes and Flats



Figure 56. 3 Story Garden Apartments Potential Exterior Elevation



Figure 57. 3 Story Garden Apartments



Figure 58. 3 - 4 Story Apartments Potential Exterior Elevation



Figure 59. 3 - 4 Story Apartments



Figure 60. 4-5 Story Mixed-Use Potential Exterior Elevation



Figure 61. 4-5 Story Mixed-Use Apartments

## PROPOSED HOUSING TYPOLOGIES

### 2-3 Story Townhomes and Flats

The townhome is a multilevel residence having access to each unit through an exterior private entrance. Typically, the living spaces are on the first level, with bedrooms on the upper levels. The flat is a private residence that is contained to a single, private floor. In the proposed plan, 3-bedroom townhomes are two stories and the 5-bedroom model is a full three stories. Some of the three-story buildings contain a 1-bedroom flat at the bottom and a townhome above. Parking is behind the buildings and accessed by an alley. Each unit has either a ground level patio or second floor balcony. Shared amenities, such as a community room, gym and fitness center will be provided in the nearby HUB.

### 3 Story Garden Apartments

The garden style apartment is three levels with units contained to a single and private floor. Access to each apartment is through an interior or exterior common stairwell that bisects the building. In the proposed Plan, a parking lot is located between the buildings and accessed from the street. Shared amenities, such as a community room, gym and fitness center will be provided in the nearby HUB.

### 3-4 Story Apartments

The four story apartment building has multiple levels. Access to each apartment is through a corridor connected to a central location containing a lobby, elevator and stairs. Each apartment is a single and private floor. In the proposed Plan, parking is in either a surface parking lot or parking garage behind each building. These apartment buildings are planned for 5,000 SF of shared amenity space.

### 4-5 Story Mixed-Use

The mixed-use apartment building is multiple levels, with the first level used primarily as retail space. Each apartment is a single and private floor. In the proposed Plan, access to the apartments in the building is through a central location, with an elevator and stairs, adjacent to parking. These apartment buildings are planned for 5,000 SF of shared amenity space.

Strategy

3

**Incorporate best practices to create a safer community**

Safety was one of the prime concerns of the residents so Crime Prevention Through Environmental Design (CPTED) principles were incorporated to the Site Plan and housing design:

- Natural surveillance has been integrated into the site and housing design by creating “eyes” on the front of the building with windows, porches and balconies facing the street. Avoiding defensible areas. All open spaces are located along main streets, with buildings facing it, enhancing its visibility and making it safer.
- Clear delineation of public (sidewalks, open spaces, etc.) and private (driveways, porches, etc.) areas by using different materials reinforces the difference in the spaces and guide people and vehicles to and from the proper entrances.
- Including adequate streetscaping and lighting along all streets and public spaces.
- Proper maintenance of landscaping, lighting and other features is vital to ensuring that CPTED elements serve their intended purpose.



Figure 62. Potential Development along Lafayette Street

05





UP

# 5 UPLIFTING PEOPLE



## VISION

**“To ensure a comprehensive, welcoming South Nashville neighborhood in which every individual within the community has the ability and undeterred access to economic prosperity and preparedness; a safe and welcoming environment; a healthy living and lifestyle; and opportunities for continued education and development.”**

The people component of the plan models and attempts to address many of the pressing issues identified through the community driven **NashvilleNext** process – preserving neighborhoods while creating affordable housing opportunities near jobs and transit; and creating pedestrian friendly centers that provide access to jobs, housing and services.

A People Work Group, made up of service providers, residents and community members, was established to evaluate the needs and wants of the community within the areas of crime, employment, healthcare and social/supportive services. At the onsite of planning, unlike many other Choice Neighborhoods planning processes, it was determined that a separate and distinct Education Work Group, made of service providers, public school representatives, residents and community members, should be formed in order to more intentionally evaluate the cradle to grave education needs of the community.

Through the resident needs assessment, which surveyed residents through Napier Place and Sudekum Apartments as well as community members in the adjacent Napier neighborhood, both Work Groups were able to establish baseline metrics and identify gaps and needs in services across their respective focus areas. As planning continued following the completion of the resident needs assessment, Work Groups evolved into task forces focused on topic-based goals and strategies, further identifying potential gaps as well as working to consolidate areas of overlap between the two Work Groups. As implementation goals and strategies were finalized, the Work Group format gave way to targeted meetings led by community identified implementation partners. The strategies and implementation projects created within the People component of Envision Napier and Sudekum (ENS) are organized under four topic-specific categories of Economic Self-Sufficiency, Crime and Community Safety, Community Health and Wellness, and Educational Development and Training.



Figure 63. Community children participating in Community Arts Studio

## SECTION A: ECONOMIC SELF-SUFFICIENCY

Substantial barriers exist for residents within the target area that hinder families' ability to achieve self-sufficiency and progress towards sustainable prosperity. Barriers include lack of necessary training located within the community needed to obtain and maintain living wage employment, and limited supportive services programs needed to ensure holistic self-sufficiency, such as programs to assist with transportation, childcare, health and nutrition and job training. While MDHA does facilitate the Residential Opportunities and Self-Sufficiency (ROSS) Social Services Grant, JobsPlus Nashville and the ROSS Social Service Coordinator Grant (also known as TALK – Taking a Leap Forward program) within Napier Place and Sudekum Apartments as ways to address self-sufficiency, resident engagement indicated that programs were not as widely used as they needed to be to effect change, and that there were not enough known or widely utilized service providers within the community to make a substantial impact within this area.

According to the 2015 5-year census, census tract 148, which encompasses Napier and Sudekum as well as the greater Napier neighborhood, indicated 80.5% of residents currently live below the poverty, as compared to the rate of 18.6% found in Metro Nashville. Furthermore, the census report found that the target area carried a median household income of only \$11,548, as compared to the median household income of \$47,621 throughout Metro Nashville.

Acknowledging the need to address barriers to employment while working to increase the median household income within the target area, the resident needs assessment was used to identify the types of training they felt would be most beneficial. Respondents indicated job training (28.76%) and Computer Training (9.80%) being areas of most need, with Youth Programs (10.78%) and Credit Repair (10.13%) also strongly identified.

MDHA residents were definitive in their recognition that job training was necessary. While 64% of respondents from the resident needs assessment acknowledged that job training opportunities were available, only 44% of respondents indicated that they took advantage of such opportunities. Residents of Napier Place and Sudekum Apartments have access to the JobPlus Nashville

program, a HUD-funded grant program that includes job training, digital literacy and career coaching. While over 300 residents to date have participated in at least portions of the program through the Martha O'Bryan Center (MOBC), opportunities persist in expanding awareness to existing programs and expanding programming to other providers.

With many employment and other self-sufficiency programs providing online access to resources and tools, the need for computer access and literacy is obvious. On average, only 47% of respondents indicated they owned a computer or computing device outside their cell phone, with only 45% indicating they had home internet access other than through their cell phone. From job training programs to job applications and online employment, accessing these resources are greatly hindered by cell-phone only internet access. MDHA, in partnership with Comcast and Google Fiber, offers the ConnectHome Initiative, providing digital literacy training along with access to free-to-discounted home internet and a laptop. In addition, Metro Nashville Public Library – Pruitt Branch offers free digital literacy classes, access to their computer lab, as well as free public broadband access, both of which though are limited to operational hours of the library.

Finally, transportation was consistently reported as the biggest barrier to economic self-sufficiency. On average 34% of residents indicated within the needs assessment that transportation was the biggest barrier to finding and keeping employment. While 41% responded that they owned their own car, the large majority indicated relying on public transportation (34%), walking (10%), or paying friends and family (6%) as their method of transportation. While the Lafayette corridor is a main artery into downtown Nashville, the public transportation bus network does not currently provide route times to accommodate later shifts, and due to its wheel-and-spoke network, creates undue burdens for individuals seeking transportation to training or employment outside the city core.

Providing expanded, more centralized resources, the following strategies look to address economic self-sufficiency through increased access to services.

## Goals

**Households are stable and self-sufficient**

**Individuals have access to jobs with living wages**

**Self-sufficiency programs are available to residents despite transportation or affordability barriers**

**Individuals, regardless of potential barriers to employment, have access to employment opportunities**

Strategy **1** **Establish a One-Stop Shop in order to facilitate a pathway to success for education, development and employment.**

Throughout community meetings and highlighted within the resident needs assessment, several barriers to employment were identified, which centered on the areas of access, awareness and preparedness. While many employment related service providers serve the community – such as Project Return, Martha O’Bryan Center, American Job Center, and Maximus - most are located outside the target area or are limited to the scope, mission and capacity of their current facility. Furthermore, while resources like a database of second-chance employment opportunities or career counseling services are available to residents through specific providers, community meetings found that such resources were either not effectively marketed to the community, thus resulting in lower awareness of services, or not shared amongst providers in order to broaden its potential impact. In order to better centralize these resources as well as broaden their awareness and accessibility, the desired outcomes of this strategic initiative would be greatly enhanced through the creation of a One-Stop Shop dedicated specifically to employment and economic self-sufficiency. To be located within the proposed HUB, the facility would be incorporated as a component of the proposed regional community center. The following implementation strategies outline the central functions of the proposed One-Stop-Shop, as well as the long-term objectives of achieving economic self-sufficiency through

the physical presence of an organization dedicated towards supportive services.

**Metric: Average Household income within the target area**

- Current: \$11,548
- 5-Year Goal: \$15,012 (30% increase)

**Metric: Percent of MDHA residents taking advantage of job training opportunities**

- Current: 44%
- 5-Year Gal: 60% (25% increase)

**Metric: Percent of residents in target neighborhood employed**

- Current: 45%
- 5-Year Goal: 60% (25% increase)

## Implementation Strategies

### A.1.1 Establish an Employment and Economic Self-Sufficiency One-Stop Shop

A One-Stop Shop specifically programmed towards employment access, awareness and preparedness would be located at the proposed Envision Center and would provide service coordination, case management and career counseling, job placement and training. Partnering with established providers within the industry, the space would serve initially as a part-time satellite office, with long-term aspirations as a full service location. The model would provide a structure for resident intake and evaluation in order to then pair with a specific counselor for further training, counseling and placement. Partner organizations in the community, such as Nashville Career Advancement Center, Vocational Rehab, Project Return and JobsPlus Nashville, would provide coordinated, supplementary workshops. Furthermore, services would be available for all residents within the target area, including multigenerational and those seeking second chance employments. In addition to direct service, the Envision Center, in partnership and collaboration with other support services provided by MDHA Social Services staff, would serve as an information hub, connecting residents with training, employment opportunities and self-sufficiency services (e.g. TALF, SNAP, Financial Empowerment) provided by partner organizations – whether in or outside of the target area.

**Implementation Leads:**

MDHA and American Job Center

**Implementation Partners:**

Martha O'Bryan Center, JobsPlus Nashville, Nashville Career Advancement Center

**Leverage Resources:**

Capitalize on services offered through implementation partners to create a network of resources. Using the facility as a hub of services, provide a venue for rotating workshops focused on employment with American Job Center serving as central lead for coordination of services. Partner with American Job Center to locate a satellite office within the community with long-term goal of expanded hours and services.

**Needed Resources:**

Funding for short-term facility space with American Job Center and for the One-Stop Shop to be housed in the proposed Envision Center.

**Implementation Leads:**

American Job Center and Project Return

**Implementation Partners:**

Martha O'Bryan Center, MDHA, T and T

**Leverage Resources:**

Utilize the existing database as a starting point to establishing a centralized, open resource for employment listings for all residents, regardless of potential barriers to employment.

**Needed Resources:**

Establish a process, funding and infrastructure to house the database.

### A.1.3 Partner with local employment-related service providers to establish a comprehensive, replicable job training curriculum.

This project is designed to establish a comprehensive job training curriculum that could be administered through the Envision Center but also available as a best practice guide that can be replicated across the job training industry. In order to assist residents in preparedness for obtaining and maintaining employment, the curriculum would at minimum include the following general topics in addition to trade or employment specific training:

- Customer Service
- Professionalism
- Financial Literacy
- Conflict Resolution
- Digital Literacy

**Implementation Leads:**

American Job Center and JobsPlus Nashville

**Implementation Partners:**

Nashville Career Advancement Center, Financial Empowerment Center, Martha O'Bryan Center, Project Return, Hylton Elite Marketing Agency

**Needed Resources:**

Ability of each partner to dedicate time and resources to evaluate current programming curriculum and create new curriculum.

### A.1.2 Establish a database of employers willing to work with second chance employees.

While 20% of respondents in the resident needs assessment stated they had no barriers to employment, resident engagement events and the people Work Group found that in many cases individuals were hindered in finding permanent employment due to various second chance related factors (e.g. credit repair, expungement services, criminal record). Even once such barriers were resolved, residents experienced difficulty in locating resources that could identify potential employers open to hiring second chance employees. Through partner meetings, a database for potential employers was identified; however, it was confirmed that such database is not widely available to all employment related service providers nor consistently updated to reflect open employment opportunities. To be administered through the Envision Center and made available for access to all employment related providers, a database would be established to provide residents with the most up-to-date lists of employers with targeted focus on employers who willingly work with second-chance employees.

#### A.1.4 Establish a comprehensive mentor program to assist with job readiness, training/shadowing and placement services

Administered through the Envision Center as the next step following initial intake and training, this project looks to match residents with professionals in the community. Serving as mentors, the project would allow residents to experience various professions and professional environments while expanding their networking and receiving real-time employment coaching.

##### Implementation Leads:

American Job Center and Big Brothers Big Sisters of Middle Tennessee

##### Implementation Partner:

JobsPlus Nashville, Martha O'Bryan Center

##### Leveraged Resources:

Utilize the case management structure and business networks at both JobsPlus Nashville and American Job Center to create a working list of potential mentors. Utilize the proven mentor recruitment and sustainability programming in place at Big Brothers Big Sisters to extend mentoring opportunities to our youth.

##### Needed Resources:

Volunteers within various professional settings will be recruited to serve as mentors. A structure will need to be created to provide mentor training, tracking and accountability measures.

#### A.1.5 Establish a centralized career mapping tool

This project will serve as the foundation of the intake and case management processes within the one-stop shop. Providing a path for a resident to identify interests and potential barriers, explore various professional opportunities, get directed towards necessary training, receive help with placement and maintain connections with ongoing mentoring, this career mapping tool will serve as a mutual resource between the resident and provider to create an individualized plan towards employment and self-sufficiency.

##### Implementation Leads:

American Job Center and JobsPlus Nashville

##### Leveraged Resources:

Partner with JobsPlus Nashville to align the checklist already in place and determine what partners are needed to expand accessibility to that resource.

## COMMUNITY SPOTLIGHT



**JAMEKA USHER**

*Jameka Usher moved to Nashville in 2000 as a resident in Sudekum Apartments community during which time she immediately became involved in a variety of community programs. Ms. Usher prides herself as a parent and has become very involved in community organized efforts overall. In 2015, Usher became employed as the Community Coach with JobsPlus Nashville, a grant focused on employment in the Napier and Sudekum community, Ms. Usher represented Nashville in two HUD conferences in Washington D.C. Ms. Usher's leadership, commitment and involvement has led hundreds of residents to take advantage of not only Jobs Plus Nashville but other resources that could lead them on a pathway to success. Ms. Usher was not only recognized as a driving force in leading residents to JobsPlus Nashville, but was also recognized as an "Envision Hero" leading residents toward change.*

***"I understand change can be scary but this change is for the best. This time change is good."***

Strategy

A.2

## Establish a Community Coalition of services to provide outreach and awareness for currently established providers in the community.

Economic Self-Sufficiency extends beyond the need to obtain and maintain employment. In many cases, the need of supportive services can be the biggest barriers to self-sufficiency. Whether transportation, health, educational or nutrition, services exist throughout the community that are designed to support the entire family, and without these services, the ability to achieve self-sufficiency would not be possible. Based on the resident needs assessment, respondents indicated that food bank/SNAP services, job training, computer training, adult education and rental assistance were the areas of supportive services most utilized. However, respondents also stated that job training, computer training, college prep and youth programs were areas of most need related to support services. Identified through community meetings and resident engagement, it was found that while many services existed that address these areas of need, gaps were evident in awareness of programs and variety of programs available. In order to be more in tune to the evolving needs of the community, the people work group determined a coalition of partners should be established to 1) better determine what services exist within the community, and 2) provide a centralized venue to evaluate what gaps in services within the community and determine how those gaps can be addressed – whether through existing providers or recruiting new providers. Implementation strategies provided here provide a structure to create this coalition as well as initial work functions of the coalition from initial creation as an ad hoc community group meeting monthly to a formally established non-profit entity within the community.

### Metric: Percent of residents in target neighborhood utilizing supportive services

- Current: 37%
- 5-Year Goal: 45% (20% goal)

## Implementation Strategies

### A.2.1 Develop and distribute a survey to all community agencies/non-profit providers to catalog available services

This project would be the foundation of the coalition's creation as well as an annual assessment tool. Anecdotally, one of the biggest barriers to services is simply providing enough awareness to the community that such services exist and are available. This survey, completed annually, would serve dual purpose in being able to catalog existing services, while also serving as an annual recruiting tool to bring new services into the coalition. Additionally, based on the data received in the survey, the coalition would determine areas of missed opportunity or gaps in services. For initial launch, MDHA would facilitate the survey in order to then establish the coalition. After the first year, the assessment tool would be a product of the coalition's work.

**Implementation Leads:** MDHA

**Implementation Partners:**

Martha O'Bryan Center, Napier Family Resource Center

**Leveraged Resources:**

The partner network already in place at both Napier and Sudekum through MDHA Social Services, as well as at the Napier Family Resource Center.

**Needed Resources:**

Resources associated with staff and infrastructure for initial surveying and data analysis

### A.2.2 Establish comprehensive communication strategy to advertise available services throughout the community

This project establishes the mission of the coalition, to identify and market services throughout the community. While not in itself a direct service organization, the coalition would serve as the facilitator to connect residents to available services. With an established, consistent communication strategy in place, once established, the coalition would shift its efforts within the first year from internal formation to community outreach.

**Implementation Lead:**

MDHA

### A.2.3 Establish a centralized hub to serve as the destination location for information on available resources and services

This project represents a long-term goal of this strategy, to create physical space within the community to better produce and market the work of the coalition. To be eventually housed in the proposed Envision Center in the community center, the Nashville Public Library - Pruitt Branch would serve as the initial location, providing space to house resource flyers, contact information and informational workshops on available services.

**Implementation Lead:**

MDHA and Councilmember Freddie O’Connell

**Implementation Partner:**

Pruitt Library

**Leverage Resources:**

Partnering with Pruitt Library to continue serving as the central location of the community for information and resources.

**Needed Resources:**

Resources to assist with physical build out of the office to be located in conjunction with the economic One-Stop Shop.

### A.2.4 Create and fund a staffing plan dedicated to the administration of the coalition and serving as a point of contact within the community for residents and partners

This project outlines the end goal of the coalition, to build programming and resources to a point whereas the coalition evolves into its own formal organization, with appropriate staff. Though a long-term goal, the people Work Group determined that in order to ensure the longevity of this strategy, a focus on formality and staffing would be needed.

**Implementation Lead:**

MDHA



Figure 64. Resident Outreach

## COMMUNITY SPOTLIGHT



**ROYCE SISK**

Royce Sisk, born and raised in Philadelphia, PA, has lived in 6 cities and considers Nashville his second favorite city. He has worked with the National Council on Aging in Middle Tennessee where he served as the community engagement navigator which was a senior community service employment program providing job training and benefits assistance to folks 55 and above. He comes from a single-parent household where his mother volunteered with an United Way Agency and worked her way up to Executive Director with three daughters and two sons. So Royce is no stranger to community leadership and involvement, he states, **“It is in my DNA!”** Being brought up in this environment helped him to realize the importance of his participation and as a result of his commitment to the process, he was recognized as an “Envision Hero.”

**“Being that I am always actively engaged in my community, I immediately got involved in the Resident Association when I moved to Nashville, which led to my involvement with Envision Napier and Sudekum.”**

# SECTION B: CRIME AND COMMUNITY SAFETY

Public safety is the biggest barrier to area transformation. The target area represents one of the most dangerous areas of Metro Nashville. Carrying a Uniform Crime Reporting Part I Violent Crimes rate of 44.06 from 2014-2016, the area experiences crime at 2-3 times the rate of the rest of the metropolitan area. Expounding upon that data, relations between residents and law enforcement have been strained over 2017. While incidents occurred outside the target area, police-involved shootings have impacted the overall perception of law enforcement within this area.

According to the resident needs assessment, only 54% of respondents indicated they felt safe within their homes. Outside of the home, only 15% of respondents indicated feeling safe within the neighborhood at night, with less than half (38%) feeling safe within the neighborhood during the day. Adding the residents' perception of safety, only 22% of respondents felt police responded to emergency calls immediately. Furthermore, on average only 26% of residents felt they had positive interactions with police outside of emergency situations.

With violence (91%), gang activity (86%), bullying (82%) and substance abuse (84%) all reported as problems within the neighborhood from the resident needs assessment, a multi-faceted approach to community safety is needed. MDHA maintains a strong partnership with Metropolitan Nashville Police Department (MNPd) to provide coverage specifically for MDHA properties, and has looked to expand that partnership through onsite security cameras. With that said, residents reported desires to see increased security systems (39%) and anti-gang initiatives (19%) as the public safety strategies they would like to see in the neighborhood to promote safety.

Taking a comprehensive approach to community safety, the following strategies look to address crime through prevention, enforcement and partnerships.

**Goals**

- Residents feel safe within their neighborhood**
- Residents create and maintain positive partnerships with local law enforcement**
- Public safety is a community-focused, resident-led collaborative effort**

Strategy  
**B. 1** **Establish a comprehensive Community Safety Initiative**

As evident throughout the resident needs assessment and consistently in every community meeting and resident engagement event, crime and community safety is a critical element that must be addressed if true transformation is to occur within this target area. Through the work of the People Work Group, as well as in separate planning meetings with MNPd and various community organizations, it was evident that a comprehensive approach that incorporates education, prevention, enforcement and community-wide participation would be necessary in order to evoke change. While substantial resources are already in place, such as MDHA's effort to fund additional police presence throughout the neighborhood through its Task Force, as well as community efforts with St. Luke's Primitive Baptist Church's monthly meeting with MNPd, the resident needs assessment identified gaps that should be addressed, including the desire for more community policing, an opportunity to engage merchants, and the need for greater engagement and advocacy on behalf of resident and community associations. Implementation strategies here attempt to address all angles of community safety, from prevention and enforcement to improved defensible designs and increased partnerships between the community and MNPd.

**Metrics: Three-year average UCR Part I Violent Crimes Rate**

- Current: 44.09
- 5-Year Goal: 35.23 (20% decrease)

**Metrics: Percent of residents who report positive relationships with police outside emergency situations**

- Current: 26%
- 5-Year Goal: 40%

## Implementation Strategies

### B.1.1 Establish a Neighborhood Watch Program

This project presents perhaps one of the more difficult strategies to implement, but potentially one of the more impactful prevention strategies that could be implemented. The target area represents four distinct areas or communities: Napier Place, Sudekum Apartments, the Napier community and the Chestnut Hill community. Napier Place, Sudekum Apartments and the Napier community are generally co-located within the same area. Under this strategy, a singular Neighborhood Watch would be formed to support and address Napier Place, Sudekum Apartments and the Napier community – areas as noted within the crime map as areas of most reoccurring crime. Supported by MNPDP Hermitage Precinct and expanding on the work already being done through St Luke’s Primitive Baptist Church, this project would require residents from each community to assemble, establish a formalized structure, and most importantly, commit to following the best practices provided by MNPDP. Consistent crime reporting and cooperation are current gaps in community safety. With an established Neighborhood Watch in place, all residents would have a clear venue to report crimes and evoke resident-led, peer-influenced expectations of cooperation with local law enforcement to ensure crime subsidies.

**Implementation Leads:** MDHA and MNPDP

**Implementation Partners:**

St. Luke’s, Napier Community Center/Metro Parks, Napier Elementary

**Leverage Resources:**

Partnering with the work already being done with St. Luke’s and MNPDP and utilizing the resident networks available through the community center and neighborhood elementary school

### B.1.2 Establish intentional community policing opportunities

Documented in the resident needs assessment, only 26% of respondents felt they had positive interactions with police within the community outside of emergency issues. Furthermore, 39% of respondents felt increased

security and community policing were areas of desired improvements needed for the community to address crime. While MDHA has partnered with MNPDP to increase police presence in the community through the MDHA Task Force, specialized gang units and increased security cameras throughout the two properties, intentional community policing has been identified through resident engagement and the people Work Group as an area of real need. This project calls for MDHA and MNPDP to identify opportunities to incorporate community-policing tactics in addition to the enforcement measures already in place in order to strengthen community-police trust and allow for more open communications surrounding criminal concerns, issues and reporting.

**Implementation Leads:** MDHA and MNPDP

**Leverage Resources:**

Expanding the partnership already in place between MDHA and MNPDP

### Early Action Activities:

- In 2017, MDHA agreed to fund up to \$100,000 in dedicated MNPDP-Hermitage Precinct police overtime work focused specifically on community policing measures. Pending year one results, partnership will continue on annual basis.
- Starting in 2016, MDHA obligated up to \$250,000 to install over 200 surveillance cameras throughout Napier and Sudekum, in partnership with Metro Nashville and MNPDP.
- In 2017, Metro Nashville government approved funding for 22 new police officers dedicated to community policing throughout Metro Nashville, with officers to be dedicated to the Hermitage precinct.

### B.1.3 Incorporate Defensible Design Principles within community design guidelines

This project underlines the focus of the design process for the target-housing site, to ensure all elements of the plan from resident and commercial space to proposed parks and street connections ensure safety. Crime prevention through environmental design (CPTED) is an approach to community design that promotes crime prevention through strategies such as orienting buildings in a way

that promotes eyes on the streets as well as orienting landscaping in ways that promote, not restrict, sight lines. The orientation of current buildings with Napier Place and Sudekum Apartments are oriented in a way that provides pockets of isolation, limited lighting and disconnected street grids, promoting crime. According to MNP, the majority of crime that takes place within the target area is a result of individuals who do not live within the target housing site; either committing crime within the target area or attempting to flee law enforcement through the target area due to the limited eyes on the street and pockets of isolation. This project, while a long-term goal for full completion due to the phasing structure of the development, will look to fully incorporate CPTED throughout the entire target housing site.

**Implementation Leads:** MDHA

**Implementation Partners:**  
Selected A&E firms hired via a competitive process for each phase of implementation

### B.1.4 Establish an area Merchants Association

As an innovative approach to crime prevention, this project calls for a formalized, established partnership between merchants within the target area, with specific focus along the Lafayette Street corridor. Being a major traffic corridor already, and with the potential of enhanced transportation infrastructure in the future, the Lafayette Street corridor represents a main artery into downtown Nashville that runs directly through the center of the target area and affronts the target housing site. While a variety of

industries are present along the corridor, particularly as you head further outside the downtown core, the sections that affronts the target housing site presents a larger concentration of convenience related stores. With such, while not directly attributed to the businesses or their actions themselves, reoccurring criminal activity has been found to occur along this corridor. According to resident engagement meetings, such activity has included both drug-related activity as well as gang related activity. With the formation of a Merchants Association as it relates to crime prevention, the People Work Group identified an opportunity for businesses along the corridor to come together and 1) establish expectations of acceptable business activity along the corridor, as well as 2) assist in partnering with law enforcement and the proposed area Neighborhood Watch program to assist in reporting criminal activity.

**Implementation Leads:**  
MDHA, MNP and Ms. Beverly Hall (community business owner)

**Implementation Partners:**  
Dickerson Road Merchants Association, Jefferson Street United Merchant Partnership

**Leveraged Resources:**  
Partner with Dickerson Road Merchants Association and the Jefferson Street United Merchant Partnership to replicate structure and processes in formation of Lafayette corridor association.

**Needed Resources:** To be determined

## COMMUNITY SPOTLIGHT



**BEVERLY HALL**

*Beverly C. Hall, born and raised in Nashville, TN. She graduated from Tennessee State University, and worked 43 years with Parks and Recreation. She has led the efforts of reaching out to the local businesses along the Murfreesboro Road corridor to involve them in the planning process. She will lead the efforts in establishing the Merchants Association for this area. She is a second-generation business owner. Continuing the family business Silver Star from her parents, she is working with her children and grandchildren to bring Silver Star to the next generation as a trustworthy, respectable and successful family business in the ENS neighborhood.*

*“I’m so delighted to work with the very diverse group of people to help better the Napier Sudekum community. I’m thrilled to be involved with a project that involves the community and wants input from the people living in the neighborhood to help make this project a success. I am very excited to be a part of a project that will educate and help a community grow and move forward for a higher quality of living and maximize the community’s potential to exceed in all future endeavors.”*

### **B.1.5 Partner with neighborhood and resident associations to establish elements of advocacy and enforcement within lease agreements and association by-laws**

This project represents a resident-led crime prevention strategy. Through the People Work Group and resident engagement efforts, many residents identified the need for increased advocacy and enforcement as it relates to resident behavior and signed lease agreements. Through resident training and capacity building, this project presents opportunities for the associations to take more formal roles in communicating resident expectations with new residents via new resident orientations, establishing a formal accountability structure to assist in reporting and enforcing lease violations, and creating a formalized process to advocate on behalf of residents with property

management in the event lease terms need to be adjusted in order to more effectively address real or perceived lease violations and/or criminal activity. To further assist in resident capacity building, structure and organization, this project also calls for enhanced social services and case management staff on site to assist through the transition and throughout implementation.

#### **Implementation Leads:**

MDHA and Napier and Sudekum Resident Associations

#### **Leveraged Resources:**

Partner with resident association leadership to identify opportunities for increased capacity building

## **SECTION C: COMMUNITY HEALTH AND WELLNESS**

Health and wellness is an area that presents some of the most pressing needs within the community. On many fronts, the target area serves as a microcosm of the issues faced by many cities across the state of the Tennessee, and potentially in other states, as well, from unhealthy eating habits and activity levels to increasingly high rates of obesity, smoking and substance abuse. Designated by the United States Department of Agriculture (USDA) as a food desert, and by Metro Nashville Office of Public Health as a pharmacy desert, the target also represents many cases in which the resources needed to address these societal ailments are not found within the bounds of the community.

While the resident needs assessment indicated that on average 79% of respondents felt their health was good or very good, respondents overwhelming indicated that obesity (68%), smoking (80%), and substance abuse (84%) were problems within the neighborhood. Many of these issues are compounded by the lack of quality fresh fruits and vegetables within the community. Currently, only one full-service grocery store exists within a ten-minute walk radius of the target area, with residents reporting in community meetings and resident engagement activities that the store does not consistently provide the best quality and often expired or variety of food. In addition, according to the 2017 Napier and Sudekum Market Study,

the commercial presence within the community primarily consists of limited convenience retail, offering typically less healthy food options and greater access to cigarettes and alcohol. According to the resident needs assessment, 35% of respondents on average indicated the local Dollar General as the location in which they currently obtain food. However, 75% of respondents indicated a desire to obtain food from a grocery store if such were available.

In addition to combating these ailments through nutrition, increased activity levels were also identified as an opportunity to improve community wellness. While a community center exists within the neighborhood, services do not include opportunities for physical fitness outside of basketball and swimming (dependent on the reasonable availability). With such, on average only 23% of respondents stated children had 30-60 minutes of physical activity. Providing expanded services or new programming to assist individuals of all ages would be impactful within this community.

Finally, the ability to treat physical and mental health concerns is limited. The Neighborhood Health Napier Clinic is the only medical facility within the ten-minute walk radius of the target area. While the clinic does offer general care, dental care and behavioral counseling services, specialist services like pediatrics, after-hour

services and a full-service pharmacy are not currently available – limiting the ability to serve residents who may work or are in need of care after hours that may not necessitate the emergency room. According to the resident needs assessment, on average on 49% of respondents indicated having a primary care physician, with 25% of respondents utilizing the emergency room when in need of care. Outside of no barriers to healthcare, 31% of respondents indicated cost and transportation as the biggest barriers to affordable healthcare; anecdotally so is the need of having to travel outside the target area to receive needed medical services. In addition to the expressed need for pharmacy services, respondents indicated that vision care (21%), dental care (17%) and domestic violence services (14%) were the biggest needs within the community.

Seeking to address the physical and mental aspect of healthcare, the following strategies look to address community health and wellness through healthcare, nutrition, physical activity and education.

**Goals**

- All individuals, regardless of age, are physically and mentally healthy**
- Residents have unencumbered access to health food options**
- Residents have access to comprehensive medical care within the community**



Figure 65: Napier Clinic

**Strategy 1 Seek public-private partnerships and development opportunities to address community health and wellness**

A comprehensive approach to community health and wellness is needed to ensure the holistic transformation of this community. This multi-faceted strategy looks to address health across areas of nutrition, fitness and healthcare. With only one medical clinic located within the target area, an aging, limited community center, severely underrepresented opportunities for fruits and vegetables, and limited health-related educational services, opportunities exist to address all areas of community health. Implementation projects within this strategy will center on establishing and promoting partnerships among existing providers, as well as seeking development opportunities for new providers to establish services within the community.

**Metric: Percent of residents who describe their health as “good or very good.”**

- Current: 79%
- 5-Year Goal: 90%

**Metric: Percent of residents who describe neighborhood healthcare as “very good.”**

- Current: 26%
- 5-Year Goal: 35%

**Metric: Percent of residents with a primary care physician**

- Current: 49%
- 5-Year Goal: 60%

**Metric: Percent of residents who describe quality and variety of fresh fruits and vegetables within the community as “good or very good”**

- Current: 36%
- 5-Year Goal: 45%

**Metric: Percent of residents who describe parks and recreation facilities within the neighborhood as “good or very good”**

- Current: 29%
- 5-Year Goal: 40%

## Implementation Strategies

### C.1.1 Partner with existing healthcare providers to expand capacity in order to incorporate new medical specialties

The resident needs assessment indicated desires to have general pediatric and dental services offered within the neighborhood. The Neighborhood Health Napier Clinic, a Federally Qualified Health Center, currently provides medical and dental services, however, through resident engagement, it was identified that additional capacity and/or hours would be beneficial to better serve the community. Furthermore, no pediatric care exists within the target area outside of temporary, rotating medical services offered by Vanderbilt University School of Medicine and Meharry Medical School. This project looks to partner with Neighborhood Health to evaluate the potential for increased capacity and specialties in order to expand and address community need through an existing neighborhood provider. Furthermore, this project calls for increased satellite clinic options from Vanderbilt and Meharry to assist with annual healthcare needs, like physicals, inoculations, cessation services and dental care.

**Implementation Lead:**

Neighborhood Health Napier Clinic

**Implementation Partners:**

Vanderbilt and Meharry

**Leveraged Resources:**

Partnering amongst providers to maximize services offered

**Needed Resources:**

Funds necessary to bring on new providers

#### Early Action Activity

- Starting in spring 2018, Neighborhood Health Napier Clinic will offer pediatric services, as well as expanded availability for inoculation services, female reproductive services and cessation services.

### C.1.2 Establish comprehensive pharmacy services within the target community.

Identified by Metro Nashville Office of Public Health as a “pharmacy desert,” this project calls for a pharmacy to be located within the community. Currently, no pharmacy exists within the 20-minute walking radius of the community. With transportation being the biggest barrier to healthcare, as identified within the resident needs assessment, locating a pharmacy within the community will provide direct access to the necessary medications needed by current residents to sustain and improve their well-being.

**Implementation Leads:**

MDHA and Neighborhood Health Napier Clinic

**Implementation Partner:**

Pruitt Discount Pharmacy

**Leveraged Resources:**

Leverage Neighborhood Health’s experience operating a pharmacy through their downtown location while partnering with a new provider, Pruitt Discount Pharmacy, to co-locate within the Napier Clinic location.

**Needed Resources:**

In the short-term, funds must be obtained to retrofit portions of the Neighborhood Health Napier Clinic to accommodate a general access pharmacy dispensary. In the long-term, an expanded location for the pharmacy will be needed in order to offer comprehensive services.

#### Early Action Activity

- Starting in April 2018, in a partnership between the Neighborhood Health Napier Clinic and Pruitt Discount Pharmacy, with assistance from MDHA, pharmacy services will be offered within the Napier Clinic.



### C.1.3 Establish a community-based urban garden/farmer’s market

As an USDA labeled food desert, fresh fruit and vegetables are limited within the target area. With only one existing but limited grocery option, this project calls for a community-based urban garden to assist in provided access to fresh food. Partnering with Harvest Hands Community Development Corporation’s social entrepreneurship program and Trevecca Nazarene University’s urban garden program, the project calls for land within the target area to be designed for gardening with opportunities for residents to participate in growing, maintenance and upkeep.

**Implementation Leads:**

Harvest Hands CDC and Trevecca Nazarene University

**Implementation Partners:**

MDHA and Midtown Fellowship

**Leveraged Resources:**

Trevecca Nazarene University’s experience operating their urban farm, providing structure and advisory resources

**Needed Resources:**

Funds for land acquisition and garden start-up

### C.1.4 Establish a full-service grocery store within the community

Over 75% of respondents from the resident needs assessment expressed that a grocery store was the preferred place in which they would like to obtain food. With only one full service grocery within the neighborhood and a few limited grocery-type convenience stores, access to fresh food and groceries is one of the largest gaps in services within the community, and a desire expressed at every community meeting and resident engagement event. This project, while potentially long-term in scope, calls for a full-service grocery store to be located within the community.

**Implementation Leads:**

MDHA

**Needed Resources:**

To be determined

### C.1.5 Establish a comprehensive health and recreation facility within the community

With less than 30% of respondents from the resident needs assessment describing current recreation facilities within the neighborhood as good or very good, the People Work Group identified the need for a new community center to be located within the target area. The current Napier Community Center was built in the 1970’s. While it continues to serve as an asset in the community through its presence as a food bank location, implementation of summer youth programming and general outlet for recreation and community programs, it does present required capital updates to its physical building. Furthermore, with no fitness facility and limited class/studio space, it presents restrictions to achieving its full potential as a comprehensive health resource. This project calls for a new health and recreation facility that would provide fitness, health education and youth and adult programming. Furthermore, this project calls for the new center to be located within proposed civic space along with the public library and Napier Clinic.

**Implementation Leads:**

MDHA and Metro Parks

**Leveraged Resources:** To be determined

**Needed Resources:**

Land acquisition for new center, along with funds for development of new center.



Figure 66. Inauguration of the Pruitt Discount Pharmacy

### C.1.6 Establish a healthy living educational campaign targeting youth and adults

Knowing health goes beyond physical fitness and healthcare, this project calls for the creation of a healthy living campaign that can bring education and training to residents on the following topics:

- Healthy eating habits
- Substance abuse and counseling
- Cessation services
- Active living coaching
- Mental health

**Implementation Leads:**  
MDHA and Neighborhood Health Napier Clinic

**Implementation Partners:**  
Vanderbilt and Meharry

**Needed Resources:**  
To be determined

### C.1.7 Incorporate design elements within the development plan that will promote healthy and safe living

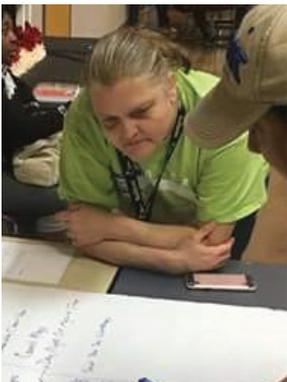
This project utilizes the design process to promote healthy living. Establishing environments that promote active living, the project will look to incorporate design guidelines that can better ensure pedestrian safety while providing additional opportunities for activity for all residents regardless of age or ability. Elements of this project will include, but are not limited to, expanded street design to incorporate walking and biking, safe sidewalk designs, comprehensive play grounds and designated pathways to and from residential and commercial/civic buildings.

**Implementation Lead:**  
MDHA

**Implementation Partners:**  
Walk/Bike Nashville and Metro Parks

**Needed Resources:**  
To be determined

## COMMUNITY SPOTLIGHT



**KAREN PENLEY**

*Karen Penley has lived in Nashville for 29 years and she has lived in the Sudekum community for 7 years. She formerly served as the President of Sudekum Apartments Resident Association and has remained committed as a member. Karen says, she wishes everyone would participate in the planning efforts in order to make it a better community and she appreciated housing including residents into the planning process. Karen introduced a true asset to the community in that of Dr. Shawn Pruitt with Pruitt Discount Pharmacy.*

*“It helped me to feel valued as a resident and it encouraged me to speak up about the things that are important to me. I was really excited when the planning team listened to my recommendation of getting Pruitt Discount Pharmacy to move into the neighborhood to service this area.” I surely knew my voice in the community was heard and that I had value.”*

## SECTION D: EDUCATION DEVELOPMENT AND TRAINING

Establishing a cradle to grave education plan was one of the more challenging components of the planning process. Students within the target area attend over 62 different schools that spread through Metro Nashville. While the largest amount of students do attend the nearby Napier Elementary School, the zoned middle and high schools for the target area are located outside the target area completely. At the onset of the planning process, test scores were heavily evaluated to determine focus areas for the Education Work Group. According to the 2015 Tennessee Comprehensive Assessment Program (most recent data available), the zoned elementary and middle schools scored D's or F's in several subject areas, including reading, math and science. Furthermore, the resident needs assessment found that only 55% of respondents described the quality of education received by their children as good. The neighborhood elementary school has experienced dramatic progress over the past year with the appointment of a new principal, Dr. Lawless. While new test scores are not yet available, Dr. Lawless has energized the faculty, stressed parental and community involvement and incorporated new after-school and enrichment opportunities. Instituting the "Leader in Me" program, Napier has increased student emotional and social support through the implementation of restorative conflict resolution process, access to counseling and social services, and comprehensive programming to address culture, academics and life skills. Knowing community change is also driven by reputation, identity and branding, Dr. Lawless is also seeking approval from the school district to rename and rebrand the school as well as institute new dress codes to further energize both the student base as well as the community. According to Dr. Lawless, these efforts have already sparked progress within test scores since 2016, with a 30% increase in overall literacy skills with on average 50% of students reading at or above grade level. With a need to improve students' achievements while overcoming the issue of proximity to schools, the education Work Group took a broader scope, working with Metro Nashville Public School (MNPS) and education service providers to evaluate the ability to improve student scores through expanded early education, after-school/summer programming and parental engagement.

Looking towards adult learning, the Education Work Group identified technology as the biggest barrier to life-long development. With no community college or adult specific learning center within the target area, residents are limited in their abilities to obtain education outside of the job training services offered by providers in the community. Through expanding digital literacy and Science, Technology, Engineering and Math (STEM) programming, the Education Work Group felt that more adults could obtain access to necessary training, as well as seek self-sufficiency and employment resources.

Seeking to address quantity, access and quality, these strategies look to address cradle to grave educational needs through early education, after-school/summer programming, parental engagement and digital literacy.

### Goals:

**All children ages 0-5 have access to comprehensive early learning**

**All children 5-18 have access to enrichment programming**

**All residents are computer literate and have affordable internet access**

Strategy

D. 1

**Increase quality and access of early education programming**

Providing holistic early learning opportunities are critical for the ongoing development of children ages 0-5. Within the target area, though, only two early learning providers current operate – Dudley Head Start and Wayne Reed Child Care, with Napier Elementary and Wayne Reed also offering combined five Pre-K classes. With combined capacities of on average 200 children, substantial gaps remain in serving the existing community, with over 400 children in residence below the age of 6, not to mention the inability to provide care for the projected increases in population through the redevelopment of Napier and Sudekum. According to the resident needs assessment, only 19% of respondents felt the community provided

adequate childcare, and of those, only on average 33% felt the childcare that is provided could be described as good or very good. Other, non-traditional providers have been established in both Napier Place and Sudekum Apartments through at-home childcare services. In response, JobsPlus Nashville has established training for these individuals to ensure they meet and adhere to state requirements. Furthermore, local religious anchor, the Church of the Messiah, has recently initiated plans to renovate portions of their current building to accommodate after hours childcare, as well as summer youth programming. With that said, needs persist for additional child care centers. Implementation strategies outlined here will provide a variety of tactics targeted towards increasing access to childcare, including incorporation of childcare within existing facilities, increased capacity at existing providers and the development of new childcare centers.

## Implementation Strategies

### D.1.1 Utilize an annual survey to gauge current and projected capacity of existing childcare providers

This project serves as the foundational base of this strategy. Within the first year, the project would provide a clear baseline as to how many children are currently being served as well as any projected vacancies or additions to the capacity of existing providers. Moving forward, as new providers begin to serve the community, the survey would provide an annual resource to determine potential gaps in services or location, as well as begin to address any curriculum changes found with kindergarten readiness.

**Metric: Percent of residents who feel there is adequate childcare in the community**

- *Current: 19%*
- *5-Year Goal: 40%*

**Metric: Percent of residents who describe quality of childcare as good or very good.**

- *Current: 34%*
- *5-Year Goal: 50%*

**Implementation Leads:**  
MNPS and Family Resource Center

**Implementation Partners:**  
Wayne Reed and Dudley Head Start

**Leverage Resources:**  
To be determined

**Needed Resources:**  
Human capital and data collection infrastructure will be needed from an implementation lead to facilitate the surveying process and maintain data over time.

## COMMUNITY SPOTLIGHT



**AMY JACKSON**

*Amy Jackson, a local artist in the neighborhood between Sudekum and Napier, has been involved in the planning process from its inception and has been instrumental in recruiting residents from the surrounding community to join the planning process. She led the community art project engaging youth in envisioning the revitalized community by way of canvas art paintings for the 1st Annual South Nashville Street Fest “Coming Together Day” that is now display in the Pruitt Library which has been the hub for community-wide events.*

*“I believe the transformation process is an enlightened one. The community and civic leaders are involved all along the way, in changing our current environment to a more harmonious and beautiful community.”*

### D.1.2 Partner with local institutions (e.g., churches, community center and library) to incorporate early education within their programming services at existing facilities

This project is positioned as a short-term objective to expand childcare capacity without necessarily accruing the major expenses needed to build new facilities. From area churches like the Church of the Messiah, Seay Hubbard Methodist Church and Mt. Ararat Baptist Church, to civic spaces like Napier Community Center, Pruitt Library and Napier Elementary School, under-utilized facilities exist within the community that could support the addition of childcare within existing programming. While some expense may be necessary to ensure all code requirements are met, this project would provide interim measures until such time more expansive facilities could be built.

#### Implementation Leads:

Wayne Reed Childcare Center and Youth Encourage Services

#### Implementation Partners:

Church of the Messiah, MNPS and Family Resource Center

#### Needed Resources:

Structure and costs associated with childcare codes requirements to refit existing facilities

#### Early Action Activity

- Starting in fall 2017, the Church of the Messiah launched a capital campaign to fund the expenses needed to retrofit portions of their existing building to accommodate childcare, with focus on providing after hours childcare services. Planning is ongoing, with a goal to initiate services in 2018.

### D.1.3 Establish an in-home childcare training program

As expressed in several community meetings and resident engagement activities, many residents have found their only option for childcare is through friends or neighborhoods that provide in-home childcare services out of their apartments or home. While these services greatly assist families in obtaining childcare, in many

cases, the Education Work Group found that these in-home services were not properly trained or accredited; presenting potentially missed opportunities for resources and accountability for the provider. In response to such, JobsPlus Nashville in 2017 rolled out an in-home provider training. While still new, the education work group determined that training like this should be expanded and formalized; ensuring in-home services can continue to be a resource for families while providing childcare providers with the training and resources needed to ensure effectiveness.

#### Implementation Leads:

Martha O'Bryan Center and JobsPlus Nashville

#### Implementation Partners:

MDHA

#### Leverage Resources:

Partnering with the programming already created by JobsPlus

#### Needed Resources:

Ability to expand programming to reach residents outside of JobsPlus' coverage areas as well as identify lead to take over training at end of JobsPlus Nashville's grant term (year 2020)

### D.1.4 Build a new, comprehensive Early Learning Center

While a long-term objective, the community determined that a new early learning center would be necessary in order to serve the number of children within the community. While other short-term strategies address capacity through existing providers or facilities, this project calls for a new early learning center within the community, with community preference for land to be earmarked for such within the new development.

#### Implementation Lead:

MDHA

#### Implementation Partners:

To be determined

#### Needed Resources:

To be determined

## Expand after-school and summer programming

With the zoned public middle and high schools that service the target area being outside the ten-minute walking radius (Two Rivers Middle School and McGavock High School both 8 miles away), the ability for community youth to engage in meaningful after-school programming is greatly hindered. On average, approximately 60% of respondents from the resident needs assessment felt the community did not provide enough after-school programming for children ages 5-18. Of the providers that do exist within the neighborhood, many already operate at capacity. Youth Encouragement Services provides after-school programming, including homework assistance, with transportation services, but is limited to approximately 70 children. Harvest Hands CDC provides expansive after-school programming, including enrichment and homework assistance for younger children and social entrepreneurship opportunities for high school students. Trevecca Nazarene Community Church provides their Kid Power and Youth Power programming for elementary and middle school students, reaching capacity at approximately 70 children. Napier Elementary's LEAD after-school program, funded by 21st century funding, services 60 children from Napier and the community. Children participate in enrichment activities such as band, cheerleading, chess, African drumming, drama and a STEAM (science, technology, engineering, arts and math) club. Once summer arrives, opportunities for programming remain limited. For instance, the Napier Community Center operates a summer program for kids, but reaches facility capacity at approximately 120 children. Napier Elementary offers a Read to Be Ready program through grant funding. Starting in 2018, the program will serve 20 rising first through third grade students needing intentional reading support. Furthermore, in partnership with William Morris, a valued Napier partner, the school will host a school-wide summer camp for Napier Elementary students over three weekends in July. Knowing quality after-school and summer programming can increase a child's affinity towards academic pursuits as well as address chronic issues like truancy and drop-out rates, the Education Work Group determined that focusing on opportunities outside the classroom

would be most impactful. With over 700 children below the age of 18 within the target area, there is substantial need to expand existing programming and create new programming in order to provide meaningful enrichment experiences after school and during the summer months. The following implementation strategies look to address this need through transportation partnerships, expanded capacity options, and new providers.

### Metric: Percent of residents who feel the community offers adequate after-school programming

- *Current: 17%*
- *5-Year Goal: 40%*

### Metric: Percent of zoned high schools who drop out prior to graduation

- *Current: 22%*
- *5-Year Goal: 15%*

## Implementation Strategies

### D.2.1 Partner with Metro Nashville Transit Authority(MTA), Metro Nashville Public Schools (MNPS) and local service providers to establish new transportation routes and schedules to enhance access to resources outside of the target area

This project looks to address the transportation barriers experienced by middle and high school students. With much after-school and extracurricular programming offered at the schools themselves, providing dedicated transit options for students would allow them to take advantage of these opportunities. Furthermore, this project calls for collaboration between MTA, MNPS and service providers to determine if additional stops are feasible that could transport students from school directly to and/or near after-school providers.

#### Implementation Leads:

MTA, MNPS

#### Implementation Partners:

MDHA, Youth Encouragement Services

#### Needed Resources:

To be determined

**D.2.2 Partner with local institutions (e.g., churches, community center and library) and existing youth development providers to incorporate and/or expand early education within their programming services at existing facilities**

This project presents a path that could increase the capacity of after-school and summer programming through partnering with existing community resources. Facilities like the Pruitt Library and Napier Community Center already provide de-facto after-school and summer programming to youth due to their location and operational hours within the community. In partnering with these institutions, as well as local churches, more formalized programming could be incorporated into these facilities and operated either by these institutions themselves or by other, youth-focused agencies in need of facilities. Furthermore, this project calls on existing youth-focused providers, like Harvest Hands CDC, Trevecca Nazarene Church, Napier Elementary, Napier Community Center and Youth Encouragement Services to evaluate their potential to expand capacity and service additional youth above and beyond the amount currently served.

**Implementation Leads:**

Youth Encouragement Services

**Implementation Partners:**

Pruitt Library, Family Resource Center

**Needed Resources:**

To be determined

**Early Action Activity**

- In 2018, Napier Elementary will offer the Read to be Ready Program, offering intentional reading support to 20 rising first through third graders.
- Starting in summer 2018, in partnership with William Morris, Napier Elementary will offer a school-wide summer camp for Napier students over three weekends in July.

**D.2.3 Attract new youth development providers to the community that complement and enhance existing providers**

While exhausting the potential to maximize the capacity of existing providers, attracting new providers will be necessary to ensure all students can have opportunities to participate in after-school and summer programming. Partnering with the Community Achieves Program and the Napier Family Resource Center, this project looks to leverage the existing partner network within the community to solicit and attract new providers to serve the community. The Education Work Group found that once identified, the new development should earmark land or space within the mixed-use or civic developments to incorporate after-school and summer programming.

**Implementation Leads:**

Community Achieves and Family Resource Center

**Implementation Partner:**

MDHA

**Needed Resources:**

To be determined



Figure 67. Art Collages by Kids



Figure 68. Encouraging various different types of interests

## Increase parent and community engagement

Research has shown that the lack of parental engagement in a child's education can critically impact their achievement levels (U.S. Department of Education, 1994). With low test scores, as of the available 2015 Census data, and drop-out rates for the zoned public high school averaging 22%: anecdotally, one could derive that increased parental engagement levels are needed throughout the target area. Currently, according to the resident needs assessment, on average only 63% of parents stated they communicated with teachers on at least a monthly basis. Furthermore, only 49% of respondents stated they attended events at their children's school, with only 25% stating they volunteered at such schools. Substantial barriers are in place that hinders parental involvement. On average 46% of respondents stated that both work and transportation prevented their involvement with schools. Furthermore, on average only 46% of respondents reported having access to at least one drivable car. With, at times, limited public transportation options and having the zoned public middle and high schools for the target area being over 8 miles away, creative parental engagement strategies are necessary to address this gap in supporting student achievement. Napier Elementary School has established a commitment to enhancing family engagement. Implementing a plan to transition families from involvement to engagement and eventually advocacy, Napier Elementary School has initiated a three-pronged plan that includes, 1) two-way parent/school communication, 2) regular parent interactions through weekly meetings and monthly suppers, and 3) supporting the entire family through the Family Resource Center and Community Achieves program – both located at the school. While Napier Elementary demonstrates school-based parental engagement, gaps remain in how to engage parents with students who attend other schools, particularly those attending the zoned middle and high schools. Communication with parents can often prove to be difficult due to changing phone numbers and higher mobility rates. According to Community Achieves, parents express a desire to participate but sometimes are not aware of events or opportunities due to these barriers. The implementation strategies listed here provide

comprehensive parental engagement strategies that incorporate communication tools, adapted engagement opportunities and expanded transportation options.

### Metric: High School drop-out rate

- Current: 22%
- 5-Year Goal: 18%

### Metric: Percent of parents engaged with child/children's school

- Current: 49%
- 5-Year Goal: 60%

## Implementation Strategies

### D.3.1 Establish partnerships between MTA and MNPS to expand transportation services

This project looks to identify ways to address the transportation barrier that prevents many parents from attending events, meetings and engagement opportunities held at schools. Seeking partnerships with MTA and MNPS, the objective would be to identify ways in which bus services could be extended on certain days to allow for targeted transportation for parents and students to and from schools in order to attend events, such as parent/teacher conferences, extracurricular activities, tutoring and homework assistance and school events.

#### Implementation Lead:

MNPS

#### Implementation Partners:

MTA and MDHA

#### Needed Resources:

Dedicated funds to cover additional expenses necessary for after-hours transportation services

### D.3.2 Establish a comprehensive communication strategy

Since many parents are unable to attend school events and face barriers with consistent communication with teachers, this project looks to establish a communication strategy that will identify several methods to connect schools and parents. Currently, Napier Elementary

operates Possip, a text-message based system used to communicate updates and reminders to parents. However, it is only housed at Napier Elementary, preventing the ability to expand to parents of children who attend other schools. Establishing a comprehensive strategy to communicate with parents across the district would be impactful. Options to be considered within this communication strategy include a consistent newsletter, evaluating the potential of enhanced online communications through apps and social media and seeking partnerships within the community to post school-related information in areas that more accessible to residents.

**Implementation Lead:**

MNPS

**Implementation Partner:**

Family Resource Center and Community Achieves

**Leveraged Resources:**

Maximizing the abilities and impact of the Community Liaison Coordinators already in place through MNPS, as well as expanding the Possip program outside of Napier Elementary

**Needed Resources:**

Support and resources for communication systems through the district

**D.3.3 Expand and establish school- and community-based parent clubs**

Creating opportunities to engage parents outside the academic environment allows schools to support the whole family while also increasing parental engagement and participation. Napier Elementary has established a parents’ club that provides resources and support to parents whose children attend the school. While again restricted to Napier, this provides a structure to replicate for other schools. This implementation structure looks to leverage the structure in place at Napier while looking to either establish school-based parents clubs at other neighborhood schools – like Cameron Prep and Lead Academy charter schools or the zoned middle and high schools – or consider a community-wide parent club that each school can feed into and support.

**Implementation Leads:**

Napier Elementary and MNPS

**Implementation Partner:**

Family Resource Center and MDHA

**Leverage Resources:**

Structure currently used for Napier parents’ club

**Needed Resources:**

Support and incentives to assist in establishing other school-based clubs or a community-based club

**COMMUNITY SPOTLIGHT**



**ANGELA COLE**

Angela Cole is the Treasurer of Sudekum Apartments Resident Association and also served as Chair-Person of the Education Work Group throughout the planning process. She served as a committed Survey Proctor in collecting the needed information from residents in the Napier Place community and has been in the forefront of sharing the valuable information on services that are available within the Napier Place and Sudekum Apartments communities. Her role as a parent is her #1 priority and she felt she could lead the Education Work Group and ensure that children whose parents cannot be as involved as she could were considered as we sought to fill gaps in services.

*“The transformation of our community will be good for the overall neighborhood and communitive activism.”*

### D.3.4 Establish satellite meeting location and information hubs

With students within the target area attending 62 different schools, and the zoned middle and high schools being located outside the target area, parents already face obstacles in attending meetings and events due to proximity, without taking into account further barriers faced with transportation. Acknowledging these obstacles, the Education Work Group identified the need to partner with MNPS to establish satellite meetings. Working with the MNPS Community Liaison Coordinator, this project looks to bring those critical school meetings to the residents, as opposed to attempting to get residents to the schools. Utilizing neighborhood institutions, like the public library and neighborhood community center, as hubs of information for students and parents, the liaison would work to host quarterly meetings for the zoned public schools as well as utilize these locations to post flyers and provide critical updates and reminders that may be missed if only hosted and/or posted at the school.

**Implementation Lead:**

MNPS

**Implementation Partners:**

Pruitt Library, Napier Community Center and Family Resource Center

**Needed Resources:** To be determined



Figure 69. Pruitt Library is one of the institutions to serve as hub of information for students and parents

Strategy

D. **4**

### Promote technology access and digital literacy training for all ages

Technology access and digital literacy are critical skills needed in today's society, regardless of age. From completing homework assignments to engaging in adult learning and job training programs to apply for jobs, the ability to access the internet and the knowledge of how to operate computer systems are prerequisites for success across all ages. While most schools have incorporated digital access and STEM programming, computer access is not wide spread throughout the community. According the residents needs assessment, only 47% of respondents stated they had access to a computer, with only 45% of residents having access to the internet outside of a cell phone. MDHA, in partnership with JobsPlus Nashville, offers digital literacy programming for adults. In addition, the ConnectHome initiative provides digital literacy training and access to computing devices. Through partnerships with local internet service providers, ConnectHome Nashville offers free to \$9.95 home Internet service, access to a free refurbished laptop and digital literacy training. In addition, institutional spaces in the community, like Pruitt Library, offer a computer lab and public broadband access. However, gaps remain in providing comprehensive digital literacy training to residents of all ages, and facilitating access to computers and affordable internet. This strategy provides mutil-generational projects to assist in addressing these gaps and partnering with self-sufficiency goals listed in Section A.

**Metric: Percent of residents with a computing device other than a cell phone**

- Current: 47%
- 5-Year Goal: 60%

**Metric: Percent of residents with access to affordable internet, other than through a cell phone**

- Current: 45%
- 5-Year Goal: 60%



## Implementation Strategies

### D.4.1 Incorporate digital literacy training within youth development and job training curriculum

This project calls for a partnership among community providers to incorporate digital literacy training with their current programming. From youth development providers, to job training and self-sufficiency, opportunities for digital literacy and computer access can be found across all spectrums. Through a partnership with the proposed coalition of providers, this topic would be evaluated for potential inclusion within all curriculum provided within the community.

**Implementation Lead:**

MDHA

**Implementation Partner:**

Martha O'Bryan Center, Pruitt Library, ConnectHome Nashville

**Needed Resources:**

To be determined

### D.4.2 Partner with internet providers to expand access to affordable internet access

This project looks to establish partnerships with internet providers to expand access and marketing of affordable internet packages to residents within the target area. Many providers are moving towards offering affordable internet packages, though awareness is limited. This project would look to partner these services with community providers to broaden awareness and access.

**Implementation Lead:** MDHA

**Implementation Partner:** Martha O'Bryan Center

**Needed Resources:** To be determined

### Early Action Activity

- In November 2017, the ConnectHome Initiative, in partnership with JobsPlus Nashville and Comcast, established an initiative to remove barriers to accessing internet. Hosting a community event, the initiative provided a venue for residents to request forgiveness of debt older than 12 months, clear collections/charge offs with the Credit Bureau, set up new accounts, set up installation appointments and receive 3 months of free internet service.



Figure 70. Envision Heroes



06





LAFAYETTE ST

I P

# 6 IMPLEMENTATION PLAN

The Transformation Planning process promoted an inclusive and collaborative approach by involving various community stakeholders and including their input to develop a vision for the Napier and Sudekum neighborhood and to commit to action strategies that will advance the implementation of the plan. Various early action projects are already underway as a result of these partnerships. Successful implementation of a plan this comprehensive is expected to take 15 to 20 years of continued investment by public and private partners. Therefore, it is critical to build a governance structure of key partners who are deeply engaged, represent the range of the Plan’s contents and can ensure accountability and success. This chapter states the organizational structure for implementation, summarizes the phasing plan and early action projects, highlights financing strategies, and includes performance measures which could be used for tracking the success of the Transformation Plan.

## ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION

As identified on the organization chart, MDHA led by the Executive Director Mr. James Harbison, will lead all efforts in the coordination and implementation of Envision Napier and Sudekum. The Co-lead in these efforts will be Metro Nashville led by the Mayor’s Office. For the purposes of the organizational chart, Metro Nashville includes the Metro departments as they pertain to the transformation of the target neighborhood to include Public Schools, Nashville Electric Services, Water, Planning, and Public Works. In addition, Metro Nashville Public Schools will serve as the Principal Education Partner, with Napier Elementary facilitating those efforts.

MDHA has created a dedicated Recapitalization Team to execute the redevelopment of Napier and Sudekum. The

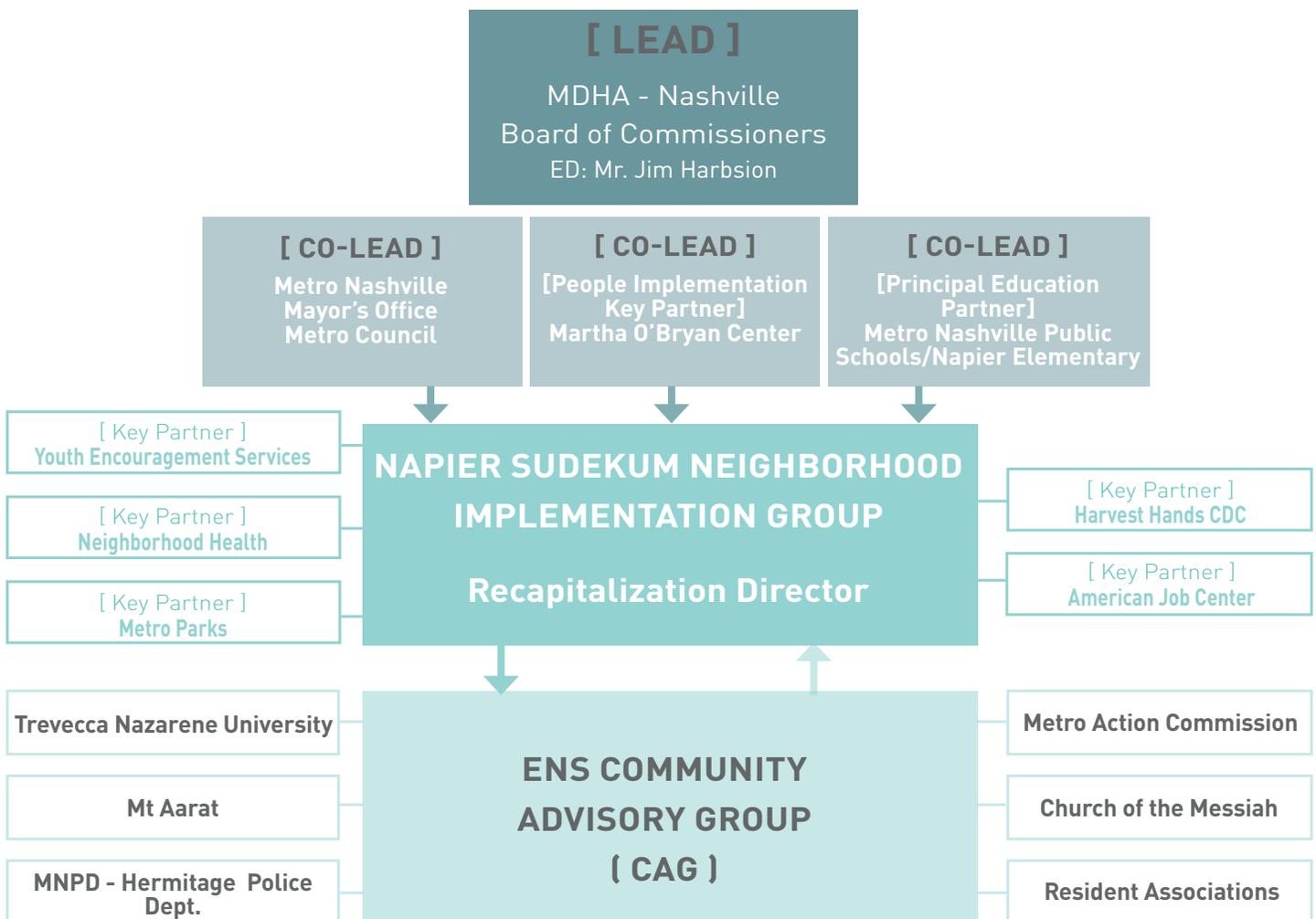


Figure 71. Napier - Sudekum Choice Neighborhood Organizational Framework for Implementation

Team consists of: 1) a Director of Recapitalization who manages and oversees all facets of the planning and execution of the community revitalization projects; 2) an Executive Program Manager who oversees the Napier and Sudekum Transformation Plan and all its strategies; and 3) two Project Managers (PM) and; 4) a Community Engagement Manager who handles public relations with an emphasis on community engagement and resident notification. Upon the initiation of implementation, a team will be assembled to coordinate on-site relocation of residents and their pursuit of life self-sufficiency goals. This Case Management staff will consist of one supervisor and up to three case managers. The Case Managers will provide comprehensive community and supportive services to Napier and Sudekum residents through in-house case management and coordination with community social service providers. The community and supportive services strategy focuses on strengthening connections between residents and existing community services, thereby creating a sustainable service delivery and referral system. Specific services include: childcare, relocation counseling, homeownership and financial

counseling as well as others. MOBC, serving as the People Plan lead, will assist with case management, working as the point of contact to the Director of Recapitalization.

MDHA's Director of Recapitalization will be fully dedicated to the oversight and execution of the Transformation Plan, and subsequent recapitalization efforts. This will include oversight related to design, finance, procurement, construction, and public and tenant relations, as well as supervision of MDHA staff and coordination of contracted professionals to ensure that all phases of the Napier and Sudekum Transformation Plan are executed and completed in the most effective and timely manner possible. The Executive Program Manager will facilitate the Napier and Sudekum Neighborhood Implementation Group (CNIG) and will be responsible for effective collaboration between partners. The Director will assist senior MDHA leadership in holding partners accountable with their agreements and commitments. In cases, where significant long-term and critical tasks must be completed to include the exchange of resources, a Memorandum of Understanding (MOU) has been developed between key

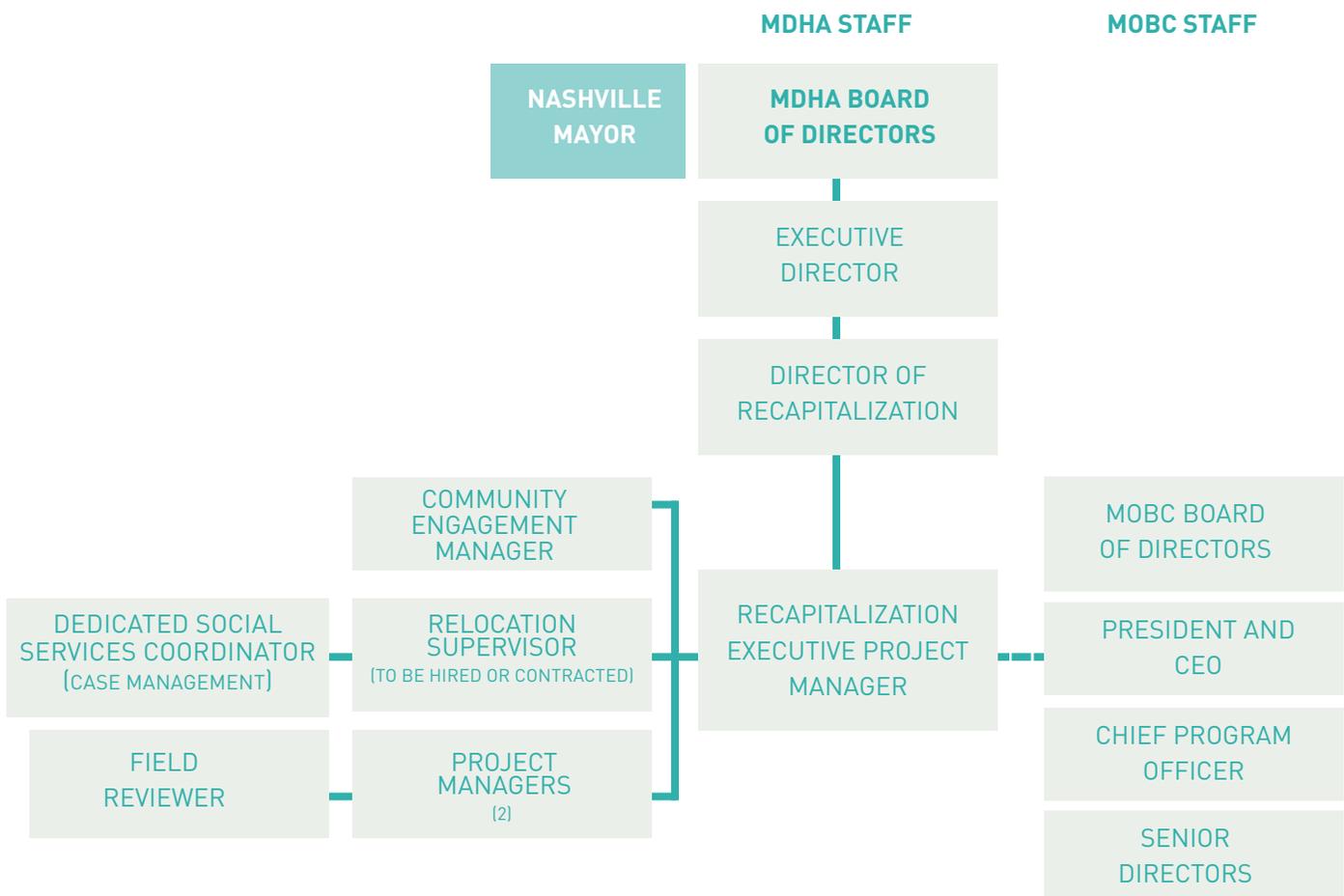


Figure 72. Staffing Organization Chart for the Napier - Sudekum Transformation Plan

partners and MDHA. In the case of implementation with organizations that do not have a current MOU with MDHA, enforcement of task completion is managed through the Executive Program Manager. The MDHA Executive Director and Mayor (with key staff) meet bi-weekly to discuss and track MDHA-Metro Nashville cooperation to include the Napier and Sudekum Neighborhood Transformation Plan.

The Napier and Sudekum Community Advisory Group (CAG) provides resident and community feedback to the CNIG and executive leadership in their implementation of the Transformation Plan. This organized and active group meets quarterly with MDHA and monitors progress, provides input for decisions and ensures prior commitments are achieved.

MDHA commits to working with the City and all Key Partners within the proposed governance structure to ensure successful implementation of the Transformation Plan. MDHA recognizes that not everyone will always agree. Ultimately, MDHA will prioritize actions that will be the least disruptive to current residents, supports its commitments to the residents, and the most cost-effective for MDHA and the city of Nashville.

## PHASING PLAN

The proposed new development will be built in multiple phases over the course of several years. The Phasing Plan will evolve with the availability of funds, off-site relocation opportunities and on-site improvements. Figure 73 illustrates a Phasing Strategy that highlights the potential phases by blocks.



Figure 73. Phasing Strategy

## Strategic Recommendations to Implement the Physical Plan:

- Lafayette Street frontage acquisition or work with the property owners for possible partnerships.
- Rezone the properties to Specific Plan District (SP) working with Metro Planning. Per the Metro Nashville Zoning Code, “a “Specific Plan District,” generally known as “SP” zoning, refers to a new type of base zoning district, not an overlay, which is not subject to traditional zoning districts’ development standards. Under SP zoning, design standards established for that specific development are written into the zone change ordinance.” To achieve SP zoning, MDHA must apply for a Preliminary SP and provide documentation related to boundary, density, height and allowable uses. Other requirements can be provided or can be referenced through “fall-back” zoning categories. This process will entail community meetings and public hearings at both Planning Commission and City Council before the Plan would be adopted and deemed effective.
- Establish a redevelopment district for this area and develop Design Guidelines within this district. These design guidelines would have much more detail than the SP on items such as building materials, screening, massing, and other more aesthetic architectural and site related items.
- Conduct an Infrastructure Feasibility Study. The existing utility infrastructure in this area is aging and also has environmental issues associated with it due to the combination sewer system. It is recommended that MDHA contract with an engineering firm to evaluate the infrastructure needs in this area on a more detailed level to determine the best solution to achieve full build out of this Transformation Plan. This study should consist of stormwater quantity, stormwater quality, sanitary sewer, water, electrical and franchise utilities, and also transportation. This will help the community to make more informed decisions on phasing and funding as the project evolves into implementation for this project.
- Finalize the phasing sequence.
- Prepare Relocation and Re-occupancy Plan

## Relocation and Re-occupancy Plan

Building off lesson learned from the relocation process established during Envision Cayce, MDHA’s first comprehensive mixed-income master planning process , and adhering to the requirements set within the Rental Assistance Demonstration (RAD) conversion that has already taken place, the Housing Plan calls for a strict one-for-one replacement of the 821 apartments located in both Napier Place and Sudekum Apartments. In order to minimize displacement of residents, demolition and construction will occur in multiple phases to allow for onsite, temporary relocation. As outlined within the Phasing Plan, phases that contain more open land or that will result in a substantially greater number of new units, as compared to existing units will be targeted first. The development can then minimize the disruptive impacts of relocation by requiring fewer moves. While a single move from an existing unit within Napier and Sudekum to a new unit within Napier and Sudekum will be the preferred goal, residents could see up to two moves within the current property depending on when phases occur and what unit types will be required to accommodate each phase. In this instance, MDHA property management staff will work with residents to relocate them on the property and vacate units that won’t be directly impacted by the next phase of implementation. By ensuring temporary relocations on-site, the Relocation Plan will avoid having to utilize the Housing Choice Voucher Program, which in the Nashville market, has on average carried only a 50% placement rate. Prior to the start of redevelopment and at least six months prior to actual relocation, a complete Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970-compliant Relocation Plan will be developed by MDHA in conjunction with community engagement. In summary, the Relocation Plan will include the following:

- Development will be completed in phases, minimizing disruption of current residents
- Projects will be prioritized in order to build first on open spaces, either acquired or owned, on the edge of the property and relocate residents from the core of the property to mixed-income new construction
- As much as possible, residents will be relocated within the current Napier and Sudekum property, either directly from an existing unit to a newly built unit (preferred course) or temporarily from an

existing unit to another existing unit. The Plan could result in multiple moves within the property based on phasing; with the preferred goal being one move per household

As new units are built, priority will be given to current Napier and Sudekum residents that are in good standing with their current lease agreements. Furthermore, residents that reside within the next phase of development will be prioritized for relocation into new units. If units remain available after that, they will then be available to any residents within existing units at Napier and Sudekum and with priority given based on seniority of residency. Residents will be given at least a ninety-day notice of relocation and a meeting with a relocation counselor during that time to prepare for their respective move. As development occurs, meetings with the Community Advisory Group (CAG), Resident Only and Public Town Hall will continue to ensure information is properly conveyed and resident concerns are properly addressed.

Marketing and leasing efforts will be initiated for each phase at least six months prior to construction completion for the workforce and market-rate units of the mixed-income development.

## PROJECT BUDGET

Housing development will proceed in multiple phases. It is anticipated that the projects will be closed over the next 15-20 years, but the time frame may be shortened or expanded depending upon availability of funds. Housing Development budget includes demolition of the existing units, parking structures and areas and new construction. Parking costs have been integrated within the “Housing” component costs below.

The Park Design and Roadway Infrastructure budget includes the Central Park area, the HUB Plaza, twelve courtyards within the proposed buildings, and a multi-use trail. The estimate includes a wide range of site amenities and applications but does not include site-prep work, utilities, and a few other optional site components. An estimate for road infrastructure is also included, and this entails pavement surface, curb, and construction materials for all roadways within the target area.

PROJECT ESTIMATED BUDGET SUMMARY			
PROGRAM COMPONENTS		UNITS	BUDGET
Housing	2,002	DU	\$ 490,000,000
Institutional	40,000	SF	\$ 12,000,000
Retail	110,000	SF	\$ 42,050,000
Collector and Local Roadways			\$ 8,000,000
Sidewalks and Multi-Use Path			\$ 3,500,000
Infrastructure			TBD*
Parks and Open Space			\$ 3,000,000
Building Demolition			\$ 3,000,000
<b>TOTAL</b>			<b>\$ 561,550,000</b>
* Infrastructure study/pricing is underway			

Table 4: Estimated Project Budget



## FINANCING STRATEGIES

A project of this scale and complexity will require a variety of funding sources to be feasible. MDHA has and will continue to work with local, state and federal agencies, nonprofit partners, philanthropic organizations, businesses, and other community stakeholders to assemble and leverage the resources required to realize Envision Napier and Sudekum.

At the core of MDHA's ability to implement Envision Napier and Sudekum is the conversion of those properties under the HUD program known as Rental Assistance Demonstration (RAD). Authorized by Congress under the FY12 HUD appropriations act, RAD permits public housing agencies such as MDHA to convert units from their original HUD Section 9 Public Housing funding to project-based Section 8 contracts. The key benefit of RAD is that properties converted under this program are allowed to take on debt and equity from private sources, which is prohibited for traditionally funded public housing developments. The conversion also enables the redeveloped site to contain mixed-income and mixed-use tenants. Their rent payments joined with the Section 8 contract payments will support the debt required for implementation.

In Accordance with HUD guidelines the important things to know about RAD include:

- In RAD, units move to a Section 8 platform with a long-term contract that, by law, must be renewed. This ensures that the units remain permanently affordable to low-income households.
- Residents continue to pay 30% of their income towards their rent and they maintain the same basic rights that they possess in the public housing program.
- RAD maintains the public stewardship of the converted property through clear rules for ongoing ownership and use.
- The RAD program is cost-neutral and does not increase HUD's budget. This program simply shifts units from the Public Housing program to the Section 8 program so that providers may leverage the private capital markets to make capital improvements.

These factors combine to affirm RAD was specifically designed to create long-term stability for converted properties, which in turn creates certainty for potential lenders and investors. MDHA applied for RAD designation in December 2013 and the conversion of Napier and Sudekum was completed in May 2017. This conversion will serve as the foundation that allows a variety of funding sources to be used in the implementation of Envision Napier and Sudekum.

The following lists 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

Low-Income Housing Tax Credit (LIHTC) equity is expected to be a primary source of funding for all residential development phases. It is anticipated that 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 greater equity provided by 9% credits imply that the implementation team must aggressively pursue the competitive credits. Nine percent credits are competitive and require application to the Tennessee Housing Development Agency (THDA).

### 2. Conventional Debt

All phases of the Plan have been designed to be capable of supporting debt. 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. Types of debt could include HUD and Federal Housing Administration (FHA) financing products such as 221(d)(4) loans, private bank loans, bond financing, etc.

### 3. TIF (Tax Increment Financing)

TIF is expected to be an important source of financing for the Plan. The State permits the creation of redevelopment districts with design guidelines and TIF capacity to support redevelopment activities. The TIF associated with redevelopment districts typically have a term of up to 30 years (longer terms must be pre-approved by the State).

#### 4. 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 2016, 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% of total development costs.

#### 5. 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 incomes 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 December 2019 but, as in the past, it may be extended by Congress in future appropriations. For 2017, the commercial and residential developments proposed in this Transformation Plan are in NMTC-eligible census tracts.

#### 6. 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 a fee is paid from operating cash flow.

#### 7. CDBG Grants and HOME Funding

MDHA may be able to use Nashville/Davidson allocation of CDBG and HOME fund to support the Envision Napier and Sudekum Plan, depending on fund availability and the approval of Plan activities as part of the city's Consolidated Plan. CDBG funds are for activities that benefit low- and moderate-income persons, prevention of 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 or rent or homeownership; 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.

#### 8. CIB (Capital Improvement Budget)

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 Budget (CIB). Funding for the Plan could be incorporated over multiple years in the CIB.

#### 9. Community Investment Tax Credit (CITC)

Banks may obtain a credit against the sum total of taxes imposed by the Tennessee Franchise and Excise Tax 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 of a qualified loan or qualified long-term investment; OR three percent 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 of a qualified low rate loan, grant, or contribution; OR five percent 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 years, whichever is earlier.

## 10. 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 government funding programs. It is also anticipated that MDHA will explore partnerships with local or national foundations in support of the Plan.

## ENS STRATEGIC RECOMMENDATIONS AND 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 15-20 years, depending on market absorption and financing. Key steps and critical path items are listed in order of priority or required sequencing, with notations (\*) included for items that include a cost for completion.

2018-2020

- Receive HUD approval on Transformation Plan
- Initiate land acquisition strategy or establish private-public-partnerships for key parcels along Lafayette frontage and identified for the HUB\*
- Complete Infrastructure Study\*
- Initiate Community Plan amendment process
- Initiate Re-zoning (Specific Plan-SP)\*
- Develop Design Guidelines\*
- Identify and establish either a Transit Oriented Development District or Redevelopment District, based on which works best for the community
- Seek HUD approval to designate the Choice Neighborhoods Planning target area as a Neighborhood Revitalization Strategy Area, which allows for flexibility in the use of CDBG funds for the implementation of innovative programs to address economic development, housing, and public service needs
- Finalize MOU with Metro Parks for new community center and management of new park
- Finalize MOUs with People Plan Implementation Partners
- Work with the Mayor and Metro Government to secure infrastructure funding
- Refine Phasing Plan based on infrastructure study and other relevant site surveys
- Prepare Relocation Plan
- Refine Phase I project and initiate construction









**AP**