

ENVISION  
EDGEHILL  
APARTMENTS

# ENVISION EDGEHILL APARTMENTS

TRANSFORMATION PLAN

Metropolitan Development  
and Housing Agency



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Curiosity. Creativity. Community

  
BuildingsGreened

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Metro Nashville Arts Commission

Metro Nashville Electric Services

Metro Nashville General Hospital

Metro Nashville Mayor's Office

Metro Nashville Parks Department-Easley Community Center

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Walk Bike Nashville

Watson Grove Missionary Baptist Church

# SECTION 1: EXECUTIVE SUMMARY



## SECTION 1

# Executive Summary

### 1.1 PURPOSE AND VISION

Launched in July 2017, Envision Edgehill Apartments (EEA) is a planning process focused on revitalizing Edgehill Apartments. While engaging MDHA residents at both Edgehill Apartments and Gernert Studio Apartments, the planning process seeks to incorporate participation and feedback from MDHA leadership, community partners, public and private institutions, philanthropic organizations and local and state offices to create a master plan that reflects the needs of the community.

The master plan developed through this resident-led, community supported process will result in a mixed income, mixed use community, ensuring a strict one for one replacement of the existing 380 subsidized housing units, while adding both new workforce and market-rate rental apartments. In addition, the planning process evaluated the potential for new green space and desired amenities, as well as utilized a market study to determine the potential for commercial and retail services.

By leveraging support from public, private and nonprofit partners throughout the community, EEA articulates a vision that will provide a framework to accomplish the following:

- Ensure there is a 1 for 1 replacement of the 380 existing federally subsidized units at Edgehill Apartments.
- 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 the greater Edgehill community.
- Ensure 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.

**Housing:** Transform outdated subsidized 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.



Figure 1.1 The properties making up Edgehill Apartments, shown in blue, are the primary focus of the Envision Edgehill Master Plan efforts.

## PROCESS AND TIMELINE

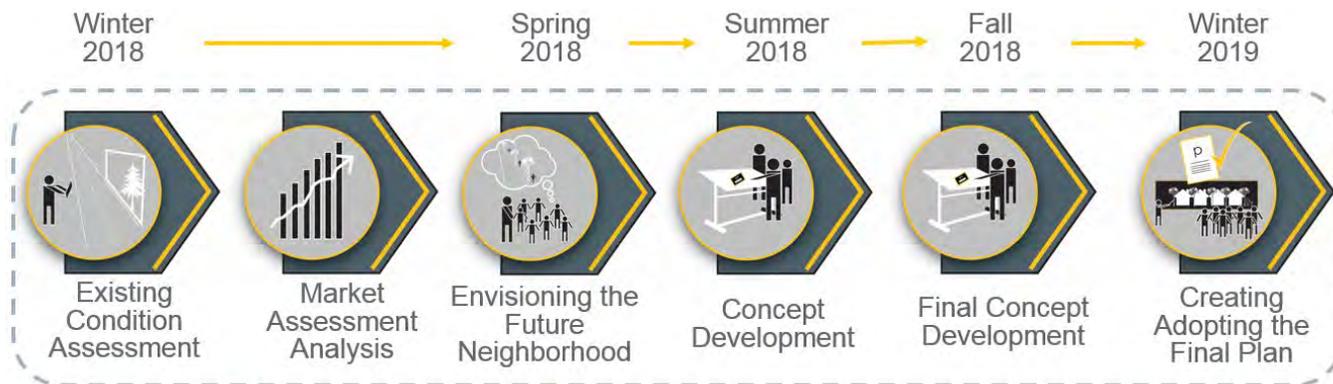


Figure 1.2 The steps involved in the master planning process.

### 1.2 THE 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 in recent years. This has put significant development pressure on neighborhoods and increased the needed to preserve and enhance affordable housing. The EEA target area is facing similar challenges.

A neighborhood study and report conducted in 2016 conveyed that the Edgehill community is in “a state of emergency” due to its rapid escalation in home prices and the high rate of property transactions. The average property sale since 2010 is above \$450,000, compared to \$330,000 from 2000 to 2009, and \$224,000 in throughout the 1990s. That drastic increase is accompanied by 900 properties sold in Edgehill since 2010, according to the report, compared to around 450 from 2000 to 2009. This volume of transactions and pace of building has created some tension within the community and apprehension related to development.

Other major challenges include safety, connectivity and lack of proper amenities and services. Within the target area there are no commercial uses and no thoroughfares or nodes with significant amenities or features to act as destinations. This leads to little or no organic generation of the energy and activity that comes from congregation and interaction.

Metro Nashville and Davidson County have a history of community planning efforts and have recently undertaken multiple studies to develop a comprehensive growth strategy to address some of the concerns across Nashville, which includes:

- NashvilleNext
- nMotion
- Walk’n Bike
- Plan to Play
- Metro Arts Plan
- Nashville Public Library Master Plan
- Nashville Promise Zone

### 1.3 PLANNING PROCESS OVERVIEW

Launched in July 2017, the Envision Edgehill Apartments planning process consisted of 20 months of resident-driven, community-supported efforts to plan for a holistic revitalization for the target site. The People, Neighborhood and Housing Work Groups were formed to ensure maximum participation and engagement of community leaders, stakeholders and residents. MDHA and the planning team collaborated with resident leaders to cultivate various opportunities for community involvement during the process and utilized multiple interactive charrettes and events to encourage residents to become part of the planning. During planning the process included, 8 Community Advisory Groups (CAG) Meetings, 8 Resident-only Meetings, 8 Town Hall Meetings, 19 Work Group Sessions and 9 Community Charrettes/Events.



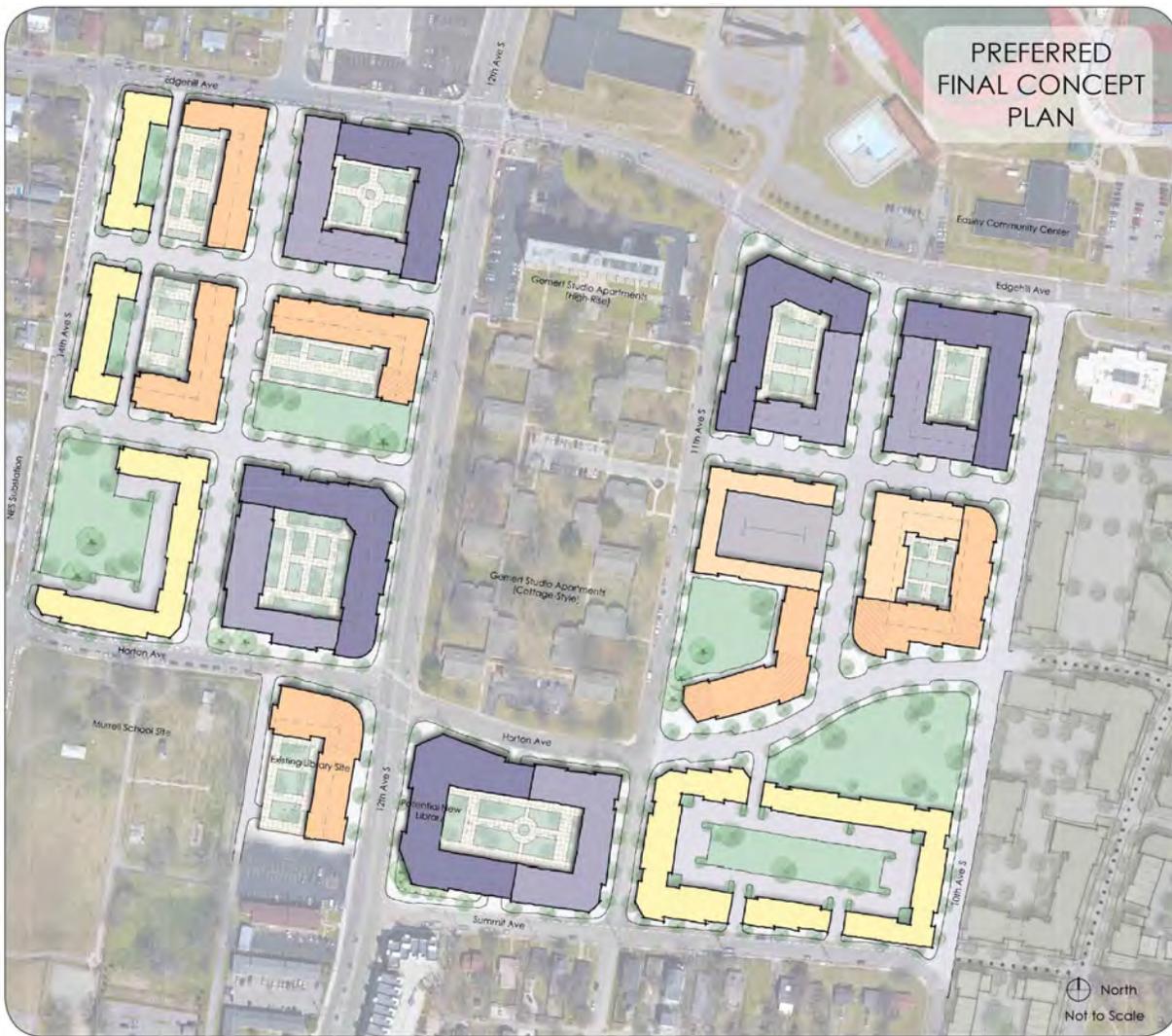
Figure 1.3 Rendering of the possibilities for the future Envision Edgehill Apartments in the context of the coming development to the east and the existing development to the south and west.

## 1.4 OUR VISION

The vision for the physical site plan was to build upon the desires of the community to create a cohesive, connected, safe and diverse community of choice and improve quality of life for the residents. The Preferred Final Concept Plan will help guide the redevelopment of the area to achieve the community's vision. The engaged residents developed the following goals to guide the plan, and well as the vision statement to the right:

- Enhanced quality of life for all neighbors.
- Design compatibility with the surrounding community while maintaining Edgehill's uniqueness.
- A neighborhood celebrated for its diversity.
- A safe environment
- Access to greater opportunities that can be sustained by residents

*The vision is vibrant and sustainable; and ensures that while the neighborhood experiences growth, so do all neighbors through access to opportunities that lead to a healthy, connected and safe community.*



**LEGEND**

<p><b>Development Summary:</b>          Up to 1,400 - 1,500 units          Up to 160,000 sq ft of Commercial/Non-housing          Open Space: 12% minimum</p>	<p>Elevated Courtyard    Parking Garage    Parking Garage Below    Proposed Green Space    Existing Trees    Proposed Trees</p>	
<p>Proposed Mixed Use (4-6 stories)          Commercial/Office on ground floor with residential above</p>	<p>Proposed Stacked-Flats with limited mixed use on the ground floor (3-5 stories)</p>	<p>Proposed Townhomes (2-3 stories)</p>
<p>Proposed Mixed Use (4-6 stories)          Commercial/Office on some of the ground floor with residential above</p>	<p>Proposed Stacked-Flats (3-5 stories)</p>	

	<p>2/18/2019  <b>ENVISION EDGEHILL APARTMENTS // Final Concept</b></p>	
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Figure 1-4 The Envision Edgehill Apartments Preferred Final Concept Plan



Figure 1-5 Rendering of what 12<sup>th</sup> Avenue South and Edgehill Avenue could look like in the future.

**a. Housing Mix**

The Preferred Final Concept Plan represents a variety of different housing types – 4-6 story Mixed Use, 3-4 story Stacked-Flats and 2-3 story Townhomes. It has the capacity for up to 1,400-1,500 residential units, the majority of which will be apartments contained within the Mixed Use and Stacked-Flats buildings. The plan locates the denser mixed-use buildings along the higher trafficked intersections of 12th Avenue and Edgehill Avenue, with the stacked-flats serving as a transitional height and density as the plan moves closer to the surrounding neighborhood. At this neighborhood edge, the majority of the housing represented is townhomes. Along 10th Avenue, the housing mix mirrors that planned for The Reservoir development just across the street.

**b. Housing Design**

As a plan centered on residents, EEA began with a strict 1-for-1 replacement of the existing 380 subsidized housing units that are currently within Edgehill Apartments.

The vision goes on to propose a mix of several housing types, unit sizes and lease rates to meet the diverse requirements of the project and needs of current and prospective residents.



Figure 1-6 Potential relocation of the Edgehill Branch Library into a new mixed-use building shows the potential to collaborative increase community assets.

### c. Neighborhood Design

Essential to the design of the neighborhood is the mix of uses. Throughout the engagement process, the feedback has been that having places close by to work, shop and play are just as important as having a good place to live. Therefore, the site plan strategically locates key nonresidential and commercial uses in areas that have high visibility, taking into consideration the best and highest use of any space. This not only benefits the viability and attractiveness of retail locations, but also allows this portion of 12th Avenue and Edgehill to act as a gateway and have a sense of place all its own.

As 12th Avenue is a very wide and often highly used street at certain times of the day, it can be difficult to see Edgehill Apartments transformed into a walkable neighborhood when it is divided by such a corridor. Emphasis should be placed on the opportunity to establish internal walkability and encourage people to traverse 12th Avenue safely to destinations throughout the reimaged community.

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.

### d. Community Space

Communal spaces bring significant benefits to developments, and communities at large. An understanding of the value of these types of uses and the opportunity to have them programmed and placed strategically will help create a strong community and maximizing the equitable use of those spaces provides a large and continual return on investment – both financially and socially..

Community space is more than the larger green spaces depicted in the plan, it is also smaller shared spaces, that allow residents to get outside their individual dwelling unit and interface with the rest of the community. It can take the form of fire pits, grills and small playgrounds or flexible rooms for meetings or parties.

### e. Connectivity

New street connections can have the largest positive impact on improving connectivity for this area. By adding new streets, as shown on the plan, the residents will have better access to the surrounding community but also new retail, service and employment opportunities within the new Edgehill Apartments. Studies show that smaller blocks are better in disbursing traffic than larger blocks

## MARKET ANALYSIS

*While the community engagement to create the conceptual master plan was underway, a market assessment was also taking place to that sound decision making in the planning process could be made about uses and densities included in the plan.*

*The key findings of this analysis helped set the direction of the plan and are listed below. More detail about the considerations can be found in Section 4.*

### *Residential Opportunities*

- *Create and Sustain Affordability*
- *Creative Unit Mix*

### *Retail and Office Opportunities*

- *Consideration of More Office Space*
- *Act as an Innovation District*
- *Create Dedicated Use or Programming of Spaces to Activate Retail*
- *Marketing and Recruitment Based on Proximity*

### *Amenity, Open Space and Mobility Opportunities*

- *Incorporating the Edgehill Branch Library into Envision Edgehill's Master Plan*
- *Creation and Programming of Amenities and Open Space*
- *Embracing and Facilitating Multi-modal Transportation*

because there are more opportunities to take alternate routes. Having smaller blocks is even more important for pedestrians and can increase the number of those choosing to walk to a nearby destination rather than drive. Other reasons to provide these new connections include providing improved emergency access and shorter blocks increases the opportunity for social encounters among pedestrians.

The street network has been designed in a context-sensitive “Complete Streets” approach. The Complete Streets in the study area include a strong pedestrian realm with wide sidewalks, planting strips, streetscape furnishings, bike facilities and other design features to slow vehicular traffic and prioritized pedestrian travel. Horton Avenue and the new 10<sup>th</sup> Avenue South have been designed as a collector street with bike lanes. All other new streets will be local streets where speeds are slower, and bicycles share the lane with vehicles.

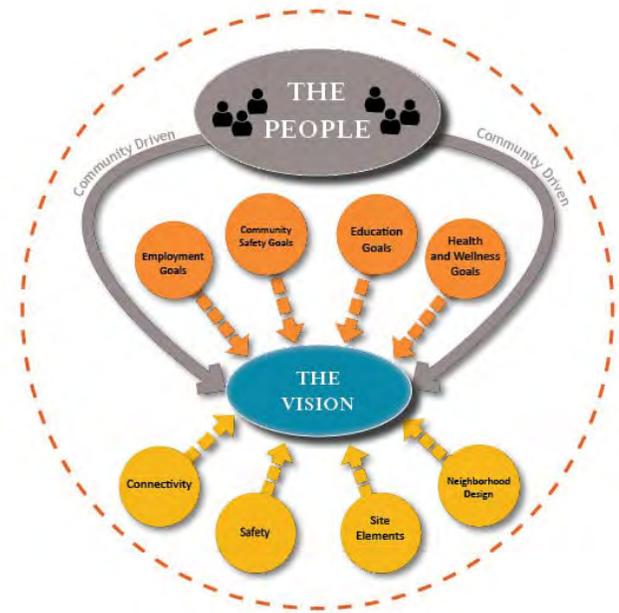
### f. Sustainability

The vision for Envision Edgehill includes a commitment to a green, sustainable, and financially feasible development. Sustainability is the idea of balancing the needs of today with those of tomorrow. A convenient measure of the sustainability of a project is how well it balances the economic, environmental, and social needs of a community. For Envision Edgehill, economic needs include the costs of new construction and the desire for more jobs for community members. Environmental needs include the desire for durable buildings that use natural resources efficiently. Social needs included a desire for healthcare, daycare, and food options available in a safe, walkable community. To achieve the vision, a Sustainability Assessment was developed as a guide for design, construction, and operational decisions through the multiple phases of the redevelopment. To develop the Assessment, the team reflected on the community's input, MDHA's experience with its existing buildings and tenants, and leading standards for sustainable development to establish a set of "must have" and "nice to have" metrics for future designers to meet.

The Community Friendly Construction Metric is shown on page 1-10, and more are found in Section 4 and further detailed in the Appendix.

## 1.5 PEOPLE PLAN

A primary area of focus for residents in the creation of this People Plan was to on how the community can become a place that better supports families on a path to economic self-sufficiency. Substantial barriers exist for residents within the target area that hinder families’ ability to achieve sustainable prosperity. Barriers include lack 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's social service coordinator does facilitate programming within Edgehill Apartments and Gernert Studio as a way to address self-sufficiency, those programs are limited in scope, and there are not enough services within the community to meet the full variety of needs related to self-sufficiency.

Through the resident Needs Assessment participants were able to establish baseline metrics and identify gaps and needs in services across their respective focus areas. The strategies and implementation projects created within the People component of EEA are organized under the topic-specific categories of:

### a. Economic Self-Sufficiency

1. Establish a one-stop shop in order to locally house services that provide a pathway to success for education, development and employment.
  - 1.1 Establish an Employment and Economic Self-Sufficiency One-Stop Shop
  - 1.2 Partner with local employment-related service providers to establish a comprehensive job training curriculum that addresses general job readiness needs as well

as preparedness for job opportunities created by EEA implementation.

- 1.3 Establish a comprehensive entrepreneurship program.
2. Establish a consortium of services to provide outreach and awareness for currently established providers in the community
  - 2.1 Develop and distribute a survey to all community agencies/non-profit providers to catalog available services
  - 2.2 Establish comprehensive communication strategy to advertise available services throughout the community
  - 2.3 Establish a process to facilitate referrals between Consortium partners

### **b. Community Safety**

1. Build a comprehensive Community Safety Initiative
  - 1.1. Establish intentional community policing opportunities
  - 1.2. Incorporate Defensible Design Principles within community design guidelines
  - 1.3. Partner with resident associations to establish a program on rights and responsibilities related to lease agreements

### **c. Community Health and Wellness**

1. Seek public-private partnerships and development opportunities to address community health and wellness
  - 1.1. Partner with existing healthcare providers to expand capacity for direct service in the community
  - 1.2. Support the growth of existing the community-based urban garden and explore complementary alternative food access strategies
  - 1.3. Establish a full-service grocery store within the community
  - 1.4. Establish a healthy living educational campaign targeting youth and adults
  - 1.5. Incorporate design elements within the development plan that will promote healthy and safe living

### **d. Education and Training**

1. Increase quality and access of early education programming
  - 1.1. Utilize an annual survey to gauge current and projected capacity of existing childcare providers
  - 1.2. Partner with local institutions to offer early education at existing facilities
  - 1.3. Establish an in-home childcare training program
  - 1.4. Build an early learning center
2. Expand after school and summer programming
  - 2.1. 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
  - 2.2. Attract new youth program providers to the community that complement existing providers
3. Expand programing that supports adult learning
  - 3.1. Expand digital literacy training within youth development and job training curriculum
  - 3.2. Partner with internet providers to expand access to affordable internet access
  - 3.3. Partner with local employment-related service providers to establish a comprehensive job training curriculum that addresses general job readiness needs as well as preparedness for job opportunities created by EEA implementation.
  - 3.4. Establish a comprehensive higher education and career preparation program.



Figure 1-7 The Edgehill Community coming together to complete the James Threkill mural at the community unveiling

## I AM EDGEHILL

*"Edgehill has a lot of wonderful beauty about the community, the people, and just the iconic things that make up this community like the Polar Bears. I would hope that my artwork could encourage and inspire people to continue to work together to make the community a welcoming community that benefits everybody."*

*"I am encouraged about the wonderful growth and the phenomenal history of this community. I am Edgehill."*

- **James Threkill, world renowned artist who grew up in Edgehill**



Figure 1-8 James Threkill addressing the Edgehill community at the Edgehill Envisioned mural unveiling.

## 1.6 IMPLEMENTATION PLAN

The planning process to create Envision Edgehill Apartments promoted a collaborative approach that was inclusive of various community stakeholders, centered on the needs of MDHA residents. Participants were not only asked to provide input into the development of a vision for the Edgehill Apartments community, but also to commit to action strategies that will advance the implementation of the plan. Early action projects are already underway as a result of these partnerships.

Successful implementation of a comprehensive plan like EEA is will require several years of continued investment by public and private partners. For that reason, it is vital that a sound structure for implementation be built that includes key partners who are deeply engaged, represent the range of the Plan’s stakeholders. 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 EEA Plan.

A proposed development of this size, with a commitment to minimizing resident disruption, will need to be built in multiple phases over the course of 15-20 years. The Phasing Plan will evolve with the availability of funds, and required infrastructure 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, nonprofit partners, philanthropic organizations,

businesses, and other community stakeholders to assemble and leverage the resources required to implement Envision Edgehill Apartments.

SUSTAINABILITY ASSESSMENT			
COMMUNITY FRIENDLY CONSTRUCTION MANAGEMENT	METRIC	MUST HAVE ✓	NICE TO HAVE + ✓
	Implementation efforts to support training and workforce readiness of MDHA residents	Coordinate outreach to MDHA residents to facilitate direct employment in implementation activities	Coordinate training for MDHA residents to prepare for jobs created by implementation activities
	Redevelop in a way that creates relationships between residents and builders	Utilize MDHA's Project Manager and Resident Only Meetings to communicate and mitigate impacts from construction activity	Include a community relationship management plan as a criterion in selecting construction vendor

Throughout implementation the CAG and Resident-Only meetings will create opportunities for resident and community participation and feedback in the process. These active partner groups meet quarterly with MDHA and monitor progress, and provide input f decision making.

## I AM EDGEHILL

*"Envision Edgehill is an amazing once in a generation opportunity for residents of Edgehill to shape the future of the community; this is a historic, amazing community with a lot of great stories to tell and Envision Edgehill is a great way to tell that story."*

*"I want Nashville to see Edgehill as a whole as a vibrant, amazing, and diverse community and as an example of what we can do throughout the city."*

- Colby Sledge, District 17 Councilman



Figure 1-9 Councilmember Sledge participating in the Salama Kids Charrette to create a vision for Edgehill Apartments.

## a. EEA Strategic Recommendations and Next Steps

The following list outlines key steps and critical path items that MDHA will need to complete within the next two years to begin implementation of the Plan. Completion 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.

### **2019-2021**

- Complete Infrastructure Study\*
- Initiate Community Plan amendment process\*
- Initiate Re-zoning\*
- 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
- Define Phase I project and initiate construction

# SECTION 2: SITE AND COMMUNITY CONTEXT



## SECTION 2

# Plan Context & Overview

## 2.1 INTRODUCTION

In 2013 the Metropolitan Development and Housing Agency (MDHA) Board of Directors set the Agency on a path to create revitalization plans for the six legacy public housing sites in Nashville. The Board directed that it should be guided by the following principles:

- Cultivate resident leadership and community support in the planning process
- Ensure a 1 for 1 replacement of the existing federally subsidized units at each site
- Deconcentrate poverty by planning for the new development to be mixed-income, with the addition of workforce and market-rate housing
- Provide economic opportunities and access to goods and services by including a mix of uses
- Look beyond a physical plan and use the process as an opportunity to work with partners to address the human needs of the community such as education, community safety, health and wellness, and economic success
- Plan for a sustainable and financially feasible development
- Construction should occur in a phased approach to minimize resident disruption during implementation
- Connect with and leverage other local initiatives

To that end MDHA crafted a planning model called “Envision”, which is based on the Choice Neighborhoods Initiative established by the U.S. Department of Housing and Urban Development (HUD). As outlined by HUD, the Choice Neighborhoods Initiative is a 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 focus of preserving affordable housing. This model was selected for two reasons. First, it is a holistic planning model based on best practices; second, by following a HUD model the resulting

plan is best positioned for potential federal grants to assist in implementation.

Using that model, MDHA launched Envision Edgehill Apartments (EEA) to create a comprehensive neighborhood revitalization plan for Edgehill Apartments and Gernert Studio Apartments in July 2017. In light of recent renovations at Gernert Studio Apartments, this plan does not propose physical redevelopment of the Gernert portion of the site; rather it focuses on the surrounding Edgehill Apartments and how to connect the sites through design of public spaces. To ensure a holistic plan that accounted for human capital, EEA was more broadly focused to address the needs of residents at both Edgehill Apartments and Gernert Studio Apartments.

The target site for EEA is located just over one mile from downtown Nashville, and even closer to major institutions such as Belmont and Vanderbilt Universities. The boundaries of the site are Edgehill Ave. to the north, 14<sup>th</sup> Ave. South to west, Horton Ave. and Summit Ave. to the south, and a pedestrian walkway that was formerly 10<sup>th</sup> Avenue to the east.



Figure 2.1 Gernert Studio Main Entrance

## 2.2 PLANNING FOCUS AREAS

The Envision planning model follows the structure seen in HUD's Choice Neighborhoods Initiatives focusing on three core areas: People, Housing and Neighborhood, which are described as follows:

**People:** Improve outcomes of households living in the target housing related to employment and income, health, safety and education.

**Housing:** Replace distressed public and assisted housing with high-quality, mixed-income housing that is physically and financially viable over the long-term.

**Neighborhood:** Transform neighborhoods of poverty into viable, mixed-income neighborhoods that offer the kinds of amenities and assets including safety, good schools and commercial activity that are important to families' success.

## 2.3 WHY ENVISION EDGEHILL APARTMENTS 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. Neighborhoods surrounding the EEA target area have seen significant new development and price increases in the last ten years. That development has largely been driven by the community's attractive location, with its proximity to downtown and combination of appealing housing stock and parcels capable of redevelopment with increased density.

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 percent or more of gross income on rent or mortgage) has increased over the past ten years, affecting 102,382 households in 2017. Declining affordability has affected both renters and owners – 19.8 percent of households were severely cost burdened (spending more than 50 percent on rent or mortgage) in 2017.

In the target area, Edgehill Apartments subsidized housing development is significantly outdated and a renovation would not address its most critical short comings. Structurally, buildings within Edgehill Apartments require significant rehabilitation and retrofit to meet modern standards for safe and sanitary housing. Regarding design



Figure 2.2 Courtyard at Edgehill Apartments.



Figure 2.3 Playground at Edgehill Apartments.

deficiencies, the target site includes inflexible building design, site layout and street connectivity. In addition, the target area housing includes fundamental design deficiencies with regards to inadequate room size and unit configurations. Finally, the subsidized housing development is not readily adaptable to provide accessibility for people with disabilities in individual units, entranceways, and common areas.

EEA has resulted in a resident-led vision for the redevelopment of the target site as a mixed-income, mixed-use community that increases affordable housing availability and stimulates other neighborhood improvements that support positive outcomes for residents from all sectors of the community. The plan does this by addressing not only the built environment, but also the social, economic, and educational needs of the neighborhood by taking a holistic approach to uplifting community.

## 2.4 NASHVILLE PLANNING CONTEXT

Metropolitan Nashville and Davidson County Government has long 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 can 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. EEA was designed to complement and align with these larger planning efforts.

### a. NashvilleNext

Adopted by the Metro Planning Commission on June 20, 2015, *NashvilleNext* (source: <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

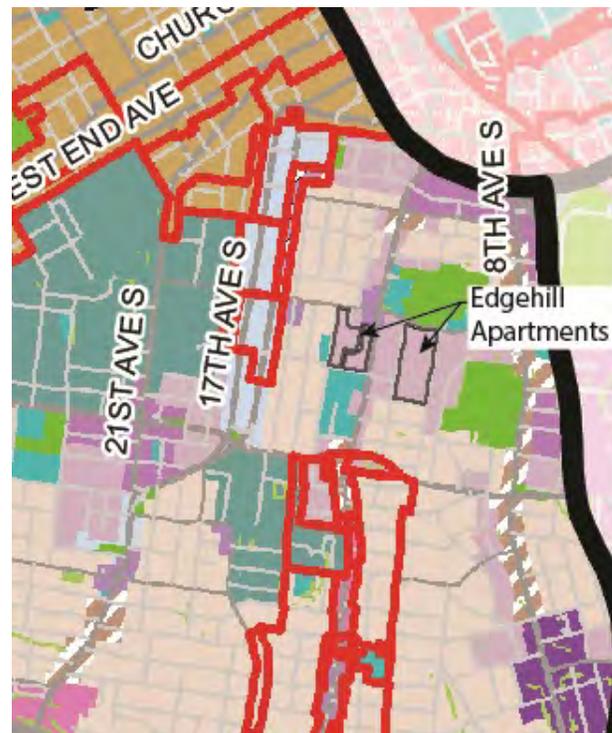


Figure 2.4 Community Plan Policy for the EEA Study Area and Surrounding Neighborhood.

neighborhoods, improving education, championing the environment and being Nashville.

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 identifies 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 urban and suburban areas
- Expanding walking, biking and transit
- Making Nashville affordable for all Nashvillians

The EEA study area boundaries contain two different NashvilleNext community character policies:

**Urban Neighborhood Center (T4 NC)** – Intended to maintain, enhance, and create urban neighborhood centers that provide daily needs and services for surrounding urban neighborhoods. Centers are generally at the intersection of two prominent roads and include infrastructure for pedestrians and bicyclists. Urban

Neighborhood Center areas have high levels of connectivity and complete street networks with sidewalks, bikeways, and existing or planned transit. Where transportation infrastructure is insufficient or not present, enhancements may be necessary to improve pedestrian, bicycle, and vehicular connectivity. Uses included commercial, mixed use, residential, and institutional land uses that provide services to meet the daily needs of residents within a five- to ten-minute walk. Intensity is generally placed within edges, not exceeding the four corners of an intersection of prominent urban streets. Buildings are regularly spaced and built to the back edge of the sidewalk with minimal spacing between buildings. Parking is located behind or beside the buildings and generally accessed by side streets or alleys. Clearly distinguishable boundaries identified by land uses, building types, building placement, and block structure.

**Urban Neighborhood Evolving (T4 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 needs 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.

**b. Elmington Capital, The Reservoir Specific Plan**

As the EEA Master Plan process was in the early stages, the property immediately to the east was working through a process of its own to redevelop the 290-unit low-income tax credit apartment property known as Park at Hillside. The new development will be called *The Reservoir* and could include as many as 1,200 residential units and 600,000 square feet of non-residential uses. The plan calls for mixed-use buildings as tall as 11 stories oriented to the intersection of Edgehill Avenue and 8<sup>th</sup> Avenue, tapering down to 5, 4 and finally 3 story residential buildings flanking the shared property line with Edgehill Apartments. The development plan intends to provide a



Figure 2.5 Height plan for the adjacent planned development, *The Reservoir*. Source: Metro Planning Department, Kimley-Horn and Elmington Capital Group

variety of housing price points and types from single-family to townhouses and various scales of multifamily to accommodate the housing needs of a diverse population.

**c. nMotion**

The Metro Transit Authority (MTA), now known as WeGo, and the Regional Transportation Authority (RTA) adopted a strategic plan for transit for Davidson County and the region. According to the adopted *nMotion* plan, the transit route along 12th Avenue is envisioned as one of the nine major routes in Nashville to be upgraded to Bus Rapid Transit (BRT) service without dedicated bus lanes or only limited bus lanes. It can also be considered as a more full-featured version of MTA’s existing BRT lite service." Given the lack of dedicated funding for the many improvements envisioned in this plan, it is unlikely that significant improvements will occur to transit service over the next 5- to 10-years.

The existing bus serviced on 12th is the 17 route, which operates through the study area on 12th connecting riders north to the downtown station and south to 100 Oaks. Along the route as it passes through the Edgehill

Apartment sites, there are two bus shelters, both on the west side. One is located near Edgemoor Avenue and the other is south of Horton Street.

**d. WalknBike Plan**

This strategic plan is the 2017 update to *the 2008 Strategic Plan for Sidewalks and Bikeways*. The *WalknBike Plan* aims to improve walking and biking in Nashville, connecting people to opportunity on a network of high-quality, comfortable, and safe sidewalks and bikeways. The plan was the result of several months of extensive stakeholder and public involvement. It is comprehensive in nature, addressing sidewalk and bikeway infrastructure needs, programs, and policies. The plan presents a comprehensive long-term vision for a countywide network of sidewalks and bikeways.

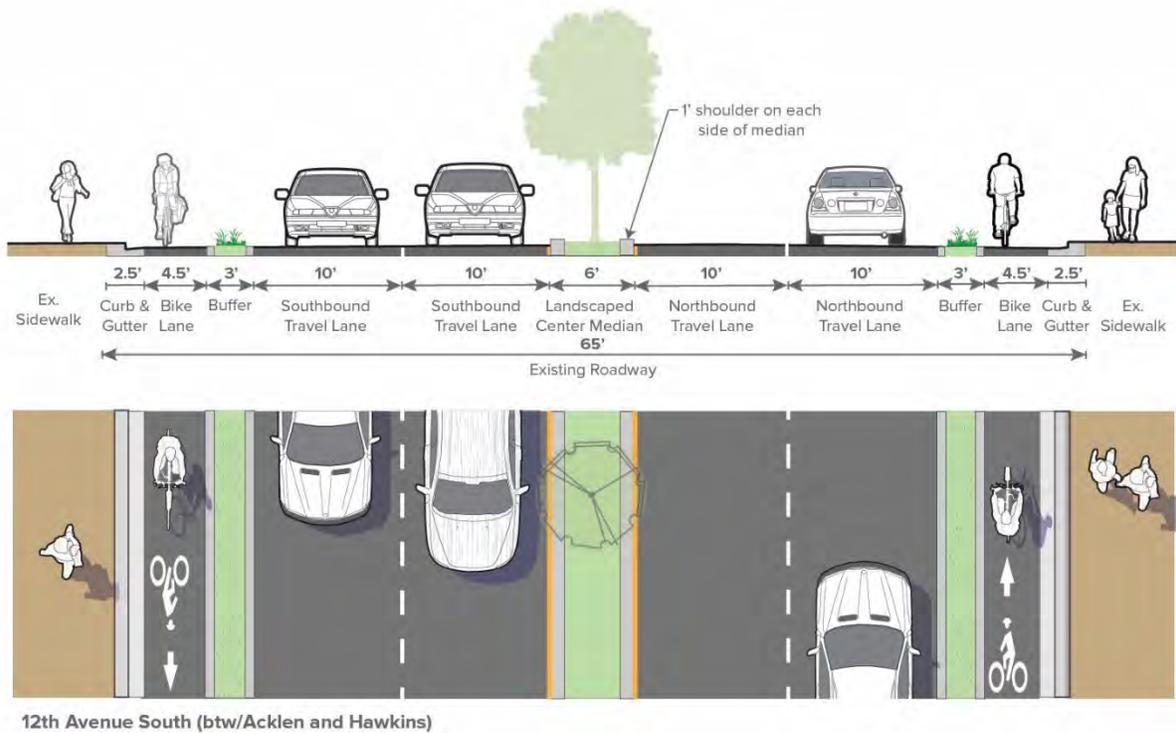
During the planning phase of EEA, Metro Nashville Planning and Public Works led a complete and green street project for 12<sup>th</sup> Avenue South, from Division Street to



Figure 2.6 "After" view of 12<sup>th</sup> Avenue South to Edgemoor. Image provided by the Metropolitan Planning Department.

Ashwood Avenue. Of all the recommended projects in the *WalknBike Plan*, Nashville's bicycle and pedestrian master plan, this project for 12<sup>th</sup> Avenue South was the number one priority.

In addition to providing a safe and intuitive bike



**12th Avenue South Bikeway**  
October 2018



Figure 2.7 Proposed Green and Complete Street Transformation of 12<sup>th</sup> Avenue South. Image provided by the Metropolitan Planning Department.

connection between the Gulch and 12 South, it will also add a substantial number of trees, improve bus stops, and add more crosswalks to the street.

**e. Plan to Play: The Parks and Greenways Master Plan**

Adopted on March 7, 2017 by the Metropolitan Board of Parks and Recreation, this plan sets out the vision for the Nashville Parks and Greenways system for the next ten years. The recommendations propose not just what and where new parks and facilities should be located, but how the system can be sustainably operated and financed. This path forward allows the system to grow in scale, services, equity, and quality while making the operational changes and investments to support that growth. The plan highlights a need for acquiring and developing smaller urban parks pointing out that as the city continues to densify, urban parks will become increasingly critical to ensuring a high quality of life, walkable access, and equitable benefits for all residents. The EEA study area is in an area considered to have a high level of service due to the proximity to parks such as Rose Park, Easley Center and Reservoir Park within walking distance.

**f. Metro Arts Plan**

Metro Nashville Arts Commission or “Metro Arts” is the office of Arts & Culture for the city of Nashville and Davidson County. They believe that arts drive a more vibrant and equitable community. They work to ensure that all Nashvillians have access to a creative life through community investments, artist and organizational training, public art and creative placemaking coordination and direct programs that involve residents in all forms of arts and culture. During the planning process resident Agnes L. Scott applied for and was chosen for a competitive “THRIVE” grant. THRIVE is a program designed to build, strengthen and cultivate communities in Nashville and



Figure 2.8 The Edgehill Library Branch is a central feature of the community.

Davidson County by supporting artist-led projects that encourage artistic and cultural experiences, community investment and neighborhood transformation.

**g. Nashville Public Library Master Plan**

A link to the Nashville Public Library Facilities Master Plan 2015-2040 can be found here: <https://library.nashville.org/sites/default/files/field/page/file/npl-facilities-master-plan-dec2016.pdf>. This Facilities Master Plan develops a methodology and foundation for the Nashville Public Library (NPL) to construct and maintain world-class library facilities that provide services consistent with the needs of the community, based on standards, usage, peer comparisons and library trends. The existing Edgehill Branch library was constructed in 1967 and is 4,451 square feet and is the smallest independent building in the NPL system. The recommendation of the plan is to expand the Edgehill Branch on its current lot. The plan proposes to refresh interior finishes in FY2021 and the construction of a new Edgehill Branch in FY2033.

**I AM EDGEHILL**

*I am Edgehill because, its rich yesteryears beckon me to continue the legacy, i.e., to shape a formidable sustainable present history for future generations.*

**-Agnes Scott, Proctor and Gernert Resident Association President**



Figure 2.9 Agnes L. Scott at the unveiling of the “Edgehill Envisioned” mural during Open Streets Nashville

## h. Nashville Promise Zone

The Nashville Promise Zone comprises 46-square miles, including the neighborhoods just south, east, and north of Nashville's central business district. EEA is in Subzone 2. 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:

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

## 2.5 EDGEHILL COMMUNITY CONTEXT

### a. History of the Area

Edgehill is one of the oldest neighborhoods in Nashville, and one that has been predominantly occupied by Black or African American people since the later part of the 19<sup>th</sup> century. Historically, the neighborhood has been home to educators, entrepreneurs, social and political figures and various other professions and to people of varying means and affiliations.

During the 1940s and 1950s the community attracted many African American professionals. The neighborhood has its own doctors, dentist, and lawyers. Commercial, professional, and civic establishments for African Americans continued to develop along 12<sup>th</sup> Avenue South, from denominational publishing, to labor organizations, physicians, restaurants and public meeting halls near downtown to retail businesses further out on 12<sup>th</sup> Avenue South in the heart of the neighborhood.

Some touring African American musicians, barred from segregated hotels downtown, stayed in a rooming house in West Edgehill. The Negro Travellers Green Book, a national guidebook for automobile tourism published from 1938 to 1964, listed a beauty parlor on Hawkins Street, a hotel on 8<sup>th</sup> Ave South and a Drive-In on 12<sup>th</sup> Ave South as offering services for African Americans during the period of Jim Crow segregation. During the Civil Rights movement, Edgehill resident M.G. Blakemore, who was serving in the

Tennessee House of Representatives, and the Edgehill United Methodist Church and its pastor, Bill Barnes, were important advocates. The neighborhood remained culturally and economically vibrant into the 1950s. Although outsiders owned many businesses in Edgehill, it had its share of locally-owned African American businesses. The 1950 Nashville City Directory lists Zema Hill Funeral Home at 1306 South Street, Walter L. Hicks Grocery at 1104 South Street, and Cotton Brothers Restaurant and Clemons Drug Store on 12<sup>th</sup> Avenue South. In the 1940s, Reverend Hill, who lived at 1408 Edgehill Avenue, purchased four white concrete polar bear sculptures formerly used as roadside advertisements for the two Polar Bear Frozen Custard shops in Nashville. Reverend Hill installed two on his front lawn and two in front of his funeral home. In 1952 Hill sold his funeral home to Patton Brothers, formerly in business on 8<sup>th</sup> Avenue South, and the polar bears out front soon disappeared.

The area flourished in the early 20<sup>th</sup> century as it developed into a residential and commercial center that boasted numerous dwellings, retail, and entertainment services of all sorts. The neighborhood was later bound on its western border as what would come to be known as Music Row began to establish itself. During the mid-20<sup>th</sup> century, the Edgehill neighborhood was altered significantly from its trajectory under the controversial Urban Renewal Program, an initiative that resulted in displacement and disparity at a national level. For Edgehill, this meant a landscape forever altered to benefit the population commuting through the area rather than those living there.

Thirty-three million dollars of federal funding was approved for the Edgehill project in 1965. Urban Renewal sought to build parks and schools, widen streets, update stormwater and sewage lines, clear land for Belmont, and eliminate "incompatible land uses and obsolete structures." The first public housing built in Edgehill, Edgehill Homes at the corner of 12<sup>th</sup> Avenue South and Edgehill Avenue, was completed in 1954. The design of Edgehill Homes deviated from the "traditional design of the neighborhood and eliminated commercial space along 12<sup>th</sup> Avenue, the neighborhood's historic spine." Wedgewood Avenue cut through the southern part of the neighborhood, separating it from Belmont campus. I-65 blocked off the Eastern boundary and the rezoning of Music Row cut Edgehill off to the West. The northern portion of Edgehill would be rezoned and sold for commercial use, effectively isolating the neighborhood from the rest of Nashville and concentrating residents into a progressively smaller area.

Despite the challenges brought by the Urban Renewal Program, the neighborhood retains memories and reverence of past influential figures, as well as several historical structures. Edgehill holds great importance in the racial, religious, cultural and collective story of Nashville. The rich history of this community is apparent, abundant, and significant – something to be preserved, shared and honored for present and future generations.

### b. Population Characteristics

The area is made up of several key groups in addition to the residential neighborhood surrounding Edgehill Apartments including:

- Current Residents of Edgehill and Gernert
- Student body of surrounding Universities
- Employees and owners of local businesses of all sizes (varying income levels), leading to an attractiveness from recent graduates, young professionals, mid-career, and senior/executive level persons.

Demographic data obtained from the U.S. Census Bureau 2013-2017 American Community Survey 5-Year Estimates for Tracts 162 and 163 combined, shows a population density of 4,791.5 per square mile, which is slightly down from the 2010 when it was 4,848 per square mile.

The median age is 32.2 and 26.9 for tracts 162 and 163 respectively. The total number of households is 2,213 with a median household income of \$24,850 for Tract 162 and \$32,100 for Tract 163.

### c. Market Context

In recent years, the neighborhood has been part of another major storyline in Nashville. The current affordability and displacement crisis that is facing the city is on full display here. A neighborhood study and report conducted in 2016 conveyed that the Edgehill community is in “a state of

*The average property sale since 2010 is above \$450,000, compared to \$330,000 from 2000 to 2009, and \$224,000 throughout the 1990s.*

*That drastic increase is accompanied by some 900 properties sold in Edgehill since 2010, according to the report, compared to around 450 from 2000 to 2009.*

emergency” due to its rapid escalation in home prices and the high rate of property transactions. This volume of transactions and pace of building has created some tension within the community and apprehension related to development.

While the housing and affordability challenges are of the utmost significance to the city and this area, another very real and very evident problem is crime and residents’ sense, or seeming lack, of safety. According to Metro

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### I AM EDGEHILL

*I am Edgehill because I feel safe. I’ve been here in this building for 19 years and I’ve never had a problem with anyone; they see me out and they speak.*

- **Isabel Acevedo, Gernert Resident and Envision Edgehill Apartments Participant**



Figure 2.10 Resident Isabel Acevedo participating in a discussion during the Envision Edgehill Apartments planning process.

Nashville Police data, crime rates have increased in nearly every category for the neighborhood, and while statistics may not tell the whole story, many residents affirm that it is clearly worse than in years past. While strides are being made collectively and in a variety of ways to address these struggles, there are changes afoot and opportunities arising to positively impact the area.

Specifically, on the property controlled by MDHA, excluding Gernert Studio Apartments, there is low density, low-rise, one and two-story residential. Within this area there are no commercial uses and no thoroughfares or nodes with significant amenities or features to act as destinations. This leads to little or no organic generation of energy and activity that comes from congregation and interaction. Improving this and creating places that are better oriented for people to see into and traverse across the property will work to not only provide a sense of safety but will foster a welcoming and inviting atmosphere.

Outside the property controlled by MDHA, in seemingly every direction, there is activity. As mentioned before, the amount of residential transactions is high, as is the associated renovation and building. Commercially, the growth has not been as strong in Edgehill, but the retail that has appeared is more aligned with affluent patrons who are now living in and commuting to the area. While there is revitalization and creation of structures and atmospheres anew just minutes away from Edgehill Apartments, the residents are not able to recognize a

benefit. The combination of disbanding businesses that once provided convenience and affordability, along with stagnation of new and accessible retail offerings in immediate proximity highlights a lack of vibrancy for this community and creates or amplifies the feeling of seclusion and exclusion.

The current state of Edgehill Apartments and the surrounding blocks has created a sense of this section of the 12th Avenue Corridor and Edgehill Ave as a passthrough for those who are not residents – those who attend the churches or work at the schools or organizations in the community. Residents feel this is an unacceptable state for an area with so much to offer; with its rich history, amazing people and organizations, as well as its potential for the future.

### ***Community Identity***

~ (Re)cultivating a sense of community ~

Since the beginning of the EEA planning process, one thing was very evident; the people in this area have a strong belief that the community could be so much more.



*Figure 2.11 Edgehill Apartments is ideally located to become a mixed-use, mixed-income community.*

Edgehill has been a vibrant and prosperous area before; in fact, many of its residents can recount those times quite vividly and it is well documented. Presently, the neighborhood has strong character, deep roots, engaged citizens, and a wealth of experience and talent; however, the built environment of Edgehill Apartments and its immediate surroundings is not conducive to facilitating and displaying all that there is to celebrate in the community.

### Weaknesses

- Criminal activity and a sensitivity towards general public safety
- Challenges with pedestrian convenience and safety due to inadequate accommodations for maximizing walkability, as well as poor scale, aesthetic design, and lighting for delivering a welcoming environment and one that carries into nightfall.
- Non-existent retail along the corridor
- Outdated structures

### Opportunities

~Branding or Placemaking~

- Homage to the broad and deep history of the neighborhood
- Provide educational, employment, and entrepreneurial opportunities, as well as job skills training leads to creating a district that has creatives, educators and collaborative work spaces at its core – this is a modern day version of Edgehill's past
- Create an atmosphere that fosters sharing of time, exchanging of knowledge, and displaying talents and techniques.
- Consider an Early Action Project to signify an impending change, and, if done well, will serve the community and be a beacon for positive changes to come.
- Identify opportunities to partner and emphasize technology, media and various forms of the arts and activities.



Figure 2.12 The Edgehill Community already has a strong identity that is recognizable across the city.



Figure 2.13 The Edgehill Community already has a strong identity that is recognizable across the city.

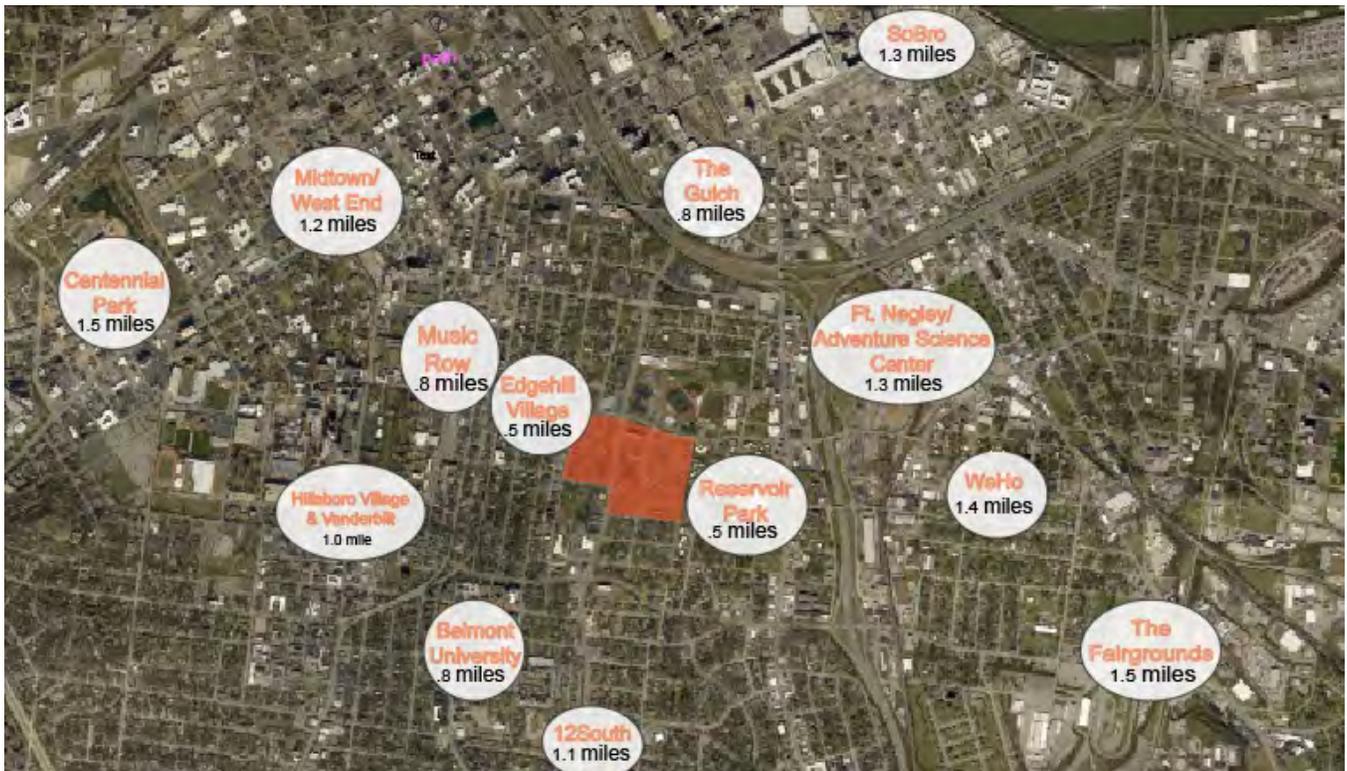


Figure 2.14 Edgehill Apartments is in proximity to downtown and many neighborhood nodes and amenities.

**Proximity**

~ Location, Location, Location ~

As mentioned in Identity, the Edgehill community is uniquely positioned in the city. Several major activity centers and nodes are within an approximate 1.5-mile radius, which can be traversed in a 25-30 minute walk at a comfortable pace. Inclusive in those desirable and walkable locations are several of the city's urban parks and open spaces as well as lively and blossoming neighborhoods.

To the West

- 0.5 miles      Edgehill Village
- 0.8 miles      Music Row
- 1.0 mile       Hillsboro Village/Vanderbilt University & Medical Center
- 1.2 miles      Midtown/West End
- 1.5 miles      Centennial Park

To the North

- 0.8 miles      Gulch
- 1.3 miles      SoBro (South of Broadway) District -
- 1.5 miles      Music City Center/Bridgestone Arena/Frist Center

To the East

- 0.5 miles      Rose Park
- 0.5 miles      Reservoir Park
- 1.3 miles      Adventure Science Center
- 1.4 miles      WeHo (Wedgewood-Houston) Neighborhood
- 1.5 miles      Fairgrounds

To the South

- 0.8 miles      Belmont University
- 1.1 miles      12<sup>th</sup> South Neighborhood

**Opportunity:**

~ Marketing of Central Location ~

Identify this very information and show the value of the location to current and future tenants, as Nashville progresses in these areas and growth along certain corridors is projected.

### c. Existing Character

As one of Nashville's oldest neighborhoods Edgehill has been continually reshaped over the years, and the current context reflects a general mix of great variety of building types and styles. The historic residential character of the neighborhood includes smaller one- to two-story single-family residences of various architectural styles, including Bungalow, Craftsman, Cottage, and Victorian. Urban renewal in the mid-19<sup>th</sup> century greatly impacted the historic character of the neighborhood and is evidenced in the larger mid-century modern and brutalist style residential developments in which this envisioning process has focused. Moving beyond, more recent development has spot-infilled, and in some cases, completely replaced streetscapes with a general residential mix of all styles. The commercial context within the neighborhood shares much of the same history – many of the historic neighborhood commercial buildings were raised as part of urban renewal projects, but some small examples remain like the White Way Cleaners building. There also currently exists a diversity of other non-residential building types like churches, schools, libraries, and more contemporary box retail.

### e. Commercial Services

Existing businesses are located relatively close to Edgehill Apartments in the nearby locations of Edgehill Village, The Gulch, Midtown, Hillsboro Village, 12<sup>th</sup> Avenue South and Downtown. Based on survey data current Edgehill Apartments residents consider that these businesses, while geographically close, have price points that are not economically feasible and a broad-enough offering is not available to service all needs.

The Edgehill community is very limited in offerings of office space; it primarily serves the market on the edges of Music Row and along its major corridors as faith-based and nonprofit organizations operate in single-use or joint-interest tenant structures. This area is increasingly desirable for offices, and speculative developments are in the mix. This is largely due to the proximity to Downtown and the continued success of The Gulch and Music Row in their low vacancies and higher-than-average asking rates that are near the top for office space across all classes.

Throughout the process, residents and community members have expressed that there is a strong need for access to services and fresh food, grocery stores, restaurants, pharmacies, employment and child care centers within walking distance.



Figure 2.15 Image of the one-story bungalows and the restored iconic Edgehill Bears.



Figure 2.16 New infill development has changed the streetscape.



Figure 2.17 The former White Way Cleaners has been transformed into a retail and restaurant destination.

**f. Education Services**

Forty-five schools serve the children (ages 5-18) within the target neighborhood. A large portion of students attend their zoned schools of Eakin Elementary, Waverly-Belmont Elementary, and Carter Lawrence Elementary, J.T. Moore Middle, West End Middle and Hillsboro High Schools. Feedback from the residents indicated that they are generally satisfied with school options available to them.

**g. Community Services**

There are many health and educational institutions providing services to residents including: WIC Nutritional Programs, Metro Health Department. Nashville Career Advancement Center, Express Employment Professionals, TSU School of Nursing, Belmont University, Integrity Dental Care, UT Extension, University School, Lipscomb University, Top Ladies of Distinction, Jefferson Street United Merchants Association, Essence Day Spa and American Senior Benefits.

The neighborhood has a strong presence of religious instructions such as, City of Grace/Friendship Baptist Church, Church of the Redeemer, But God Ministries, Watson Grove M.B.C., Lake Providence M.B.C. are involved in Edgehill Apartments. Salama Urban Ministries provides after school and summer youth programming.

The Edgehill Branch library located on the corner of 12<sup>th</sup> Avenue and Horton Avenue serves as a major anchor in the community. Also nearby is the Easley Community Center, operated by Metro Parks which also provides recreation activities as well as after school programming.

**h. Existing Amenity and Open Space Inventory**

The inclusion of amenities and open spaces within developments provides benefits not only to residents within the developments, but also the community at large. Existing facilities that can be considered amenities, including open and green spaces, in close proximity (approximately a 10 minute walk or .6 miles) to Edgehill Apartments include:

**Edgehill Library --- 0.2 miles**

Located at 1409 12<sup>th</sup> Avenue South. It provides the ability for or access to then following: Black & White Photocopier, Black & White Printing, Color Photocopier, Fax Machine, Meeting Rooms, Public Computers, Seed Exchange, Wi-Fi, Wireless Printing.

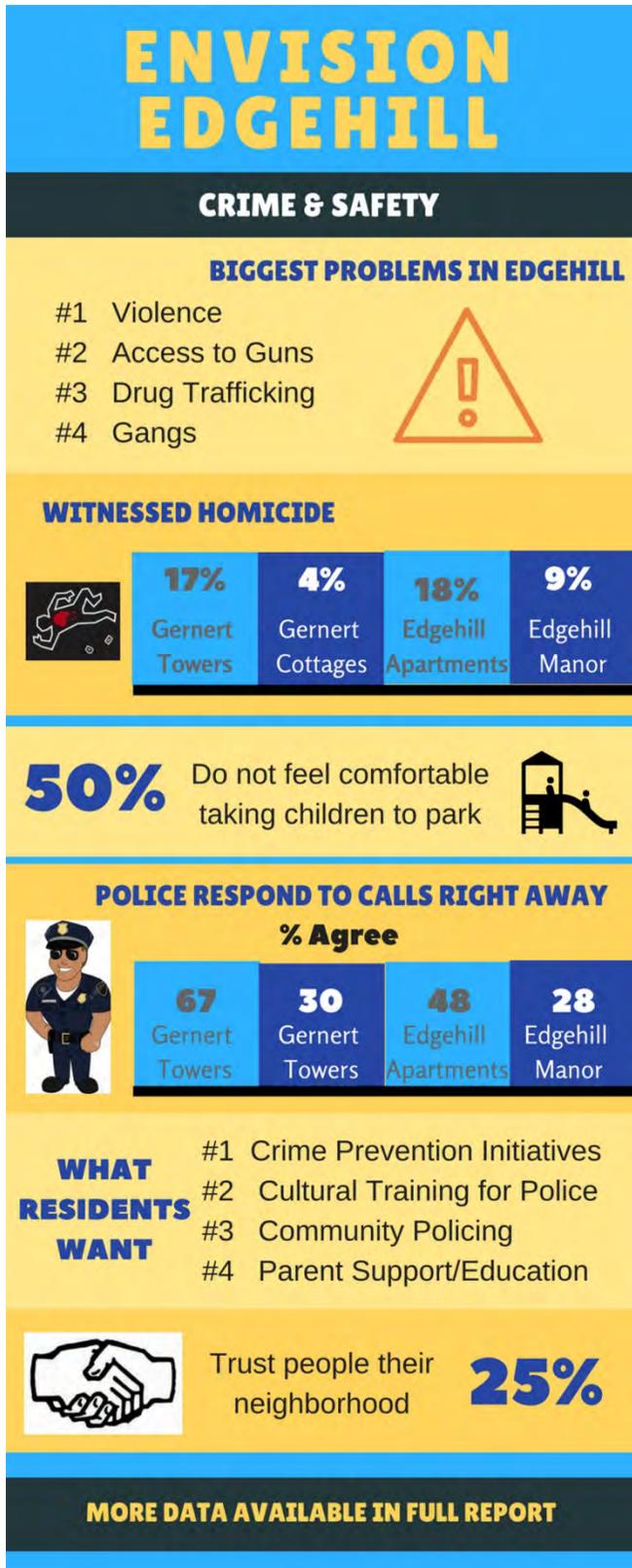


Figure 2.18 Results from the Resident Survey, image prepared by Vanderbilt

### ***Edgehill Community Memorial Garden --- 0.2 miles***

Expanded community garden(s), playgrounds, and this area is also where folk art sculptor William Edmondson lived in the early 1900s and is valued by the community for its historic significance.

### ***E.S. Rose Park --- 0.4 miles***

E.S. Rose Park Athletic Fields include: a 750-seat synthetic turf baseball field, a 250-seat natural grass softball field, a new 300-seat track, soccer facilities with synthetic turf for safety and speed, relocated basketball courts, a single-story 5,150 square foot center providing public restrooms and concession stand and a new playground with canopy and safety cushions.

### ***Easley Community Center --- 0.4 miles***

The Easley Community Center provides after school programming, youth sports, open gym time for adults and senior programming and contains a gymnasium, game room, exercise equipment, multi-purpose rooms, playground and gathering area. The multi-purpose room is available for neighborhood meetings and celebrations.

### ***Midtown Hills Police Precinct --- 0.4 miles***

Located at 1443 12<sup>th</sup> Avenue South, the Midtown Hills Precinct is home to 125 police personnel. They serve a 47.2 square mile area, which includes the communities of Edgehill, Green Hills, Forest Hills, Oak Hill, and Crieve Hall, as well as Vanderbilt, Belmont, and Lipscomb Universities. The precinct itself is 23,000 square feet in size and contains a 2,000 square foot community room to host neighborhood meetings and celebrations.

### ***Reservoir Park --- 0.6 miles***

Reservoir Park includes basketball courts, covered areas, playground, tennis court and a walking trail.

## **i. Street/Transit/Pedestrian/Bicycle Infrastructure**

The historic grid structure of the community is still evident though streets have been closed or removed over time. There are opportunities to reopen streets with the redevelopment of Edgehill Apartments and nearby, The Reservoir. The two developments are currently separated by a sidewalk that is fenced on both sides, the redevelopment of both sites will allow 10<sup>th</sup> Avenue to be reopened and Horton Avenue to be extended through to allow for improved circulation in the larger community.

Public transportation within the study area consists of several bus routes – the 2, 17, 25, 89,91 and 93. The majority of these run along 12<sup>th</sup> Avenue with the exception of the 25 which travels on Edgehill Avenue. These routes provide access to Green Hills Mall, the 12<sup>th</sup> Avenue South Community, Vanderbilt, Lipscomb, and Belmont Universities, as well as the medical centers in Midtown and Metro General Hospital.

As seen on the figure 2.19, there are not many destinations located within the 5-minute walk circle provide services for daily living. The sidewalk network is more complete than in other neighborhoods within Nashville; however, they are not very wide and are directly behind the curb, without separation. Additionally, the streets are very wide and difficult to cross safely within the signal cycles. Sidewalks should be widened and additional pedestrian friendly elements such as pedestrian-scaled lighting, shade trees, benches and trash cans should be included with redevelopment.

The bicycle network is also substandard at this time, however, Nashville Davidson County is currently in design for the development of protected bike lanes along 12<sup>th</sup> Avenue, as detailed in Figures 2.6 and 2.7 earlier in this chapter.

## **j. Safety and Security**

The EEA target area consistently experiences crime at a rate higher than Nashville as a whole. Despite efforts to deter criminal activity and improve public safety and security, the target area has been labeled as one of the most unsafe neighborhoods within Metro Nashville. As noted in the Resident Needs Assessment, 92% of residents reported hearing gunshots, with 88% of residents reporting violence as a problem within the neighborhood (MDHA Resident Needs Assessment).

Currently, MDHA, in partnership with Metro Nashville Police Department (MNPd), dedicates significant resources and effort to combat crime in the area. In 2018, over 120 cameras were installed throughout both Edgehill Apartments and Gernert Studio Apartments to improve safety on site. Furthermore, MDHA funds a Task Force of six MNPd officers who are permanently assigned to MDHA's 21 properties.

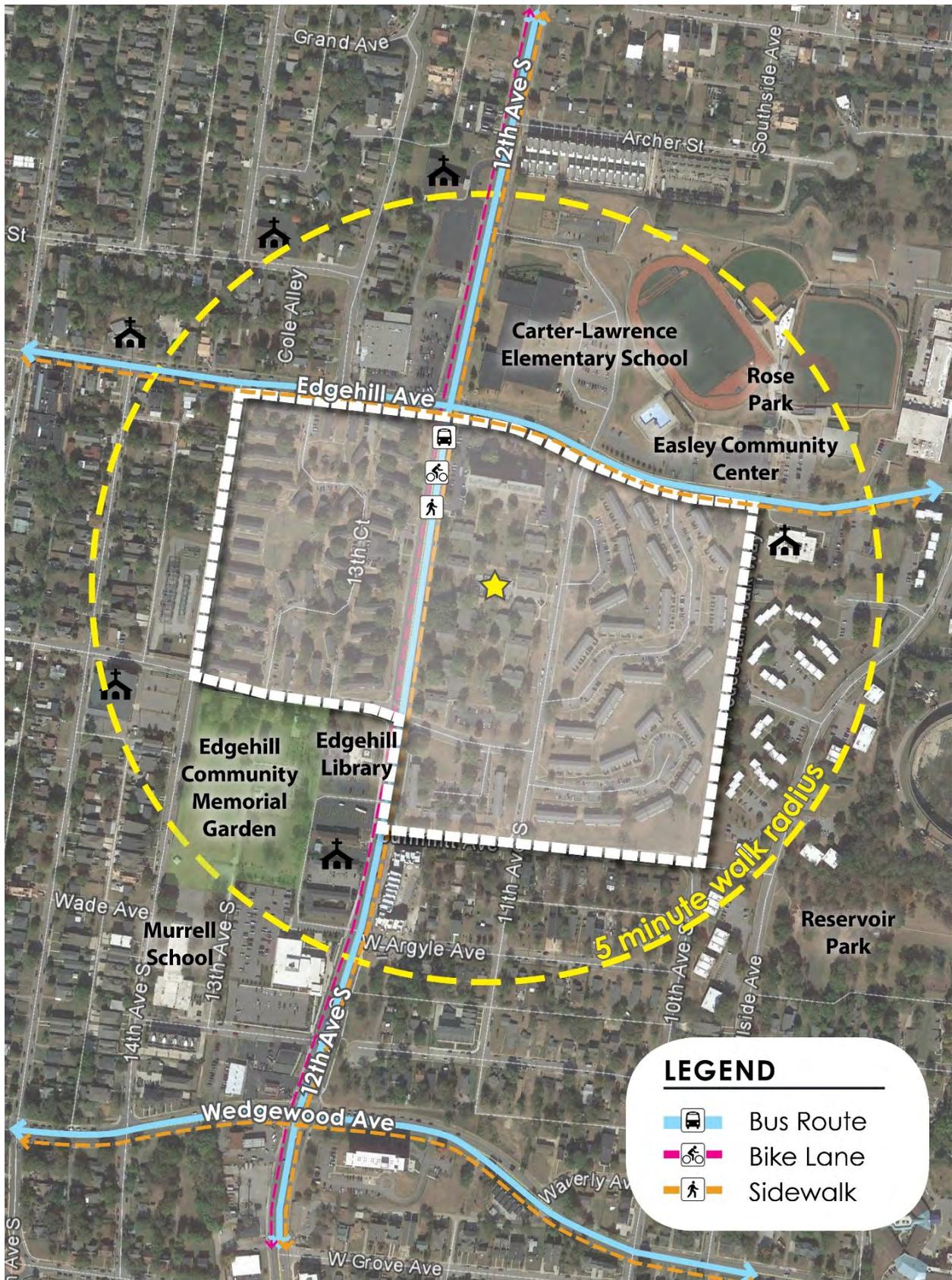


Figure 2.19: Existing Conditions Walk, Bike and Transit Map

Even with those efforts, the target area continues to report 23% more violent crime than the rest of the Metro Nashville. From 2017 to 2018, the target area experienced a 48% increase in Uniform Crime Reporting (UCR) Part 1 violent crimes (e.g. aggravated assault, rape, murder, and robbery). Additionally, the target area experienced 30% more aggravated assaults and twice as many robberies from 2017 to 2018.

## 2.6 NEEDS ASSESSMENT SUMMARY

A comprehensive needs assessment was developed through a collaborative process with residents and other stakeholders as well as guidance from the Vanderbilt University Department for Human and Organizational Behavior. That assessment was designed to be administered as a resident survey and conducted to obtain maximum input from the residents. The Vanderbilt team also worked with planning participants to analyze and interpret the results for use in planning activities. For more information on the survey process please refer to Chapter 3, Pages 3-4.

## 2.7 EDGEHILL APARTMENTS & GERNERT STUDIO APARTMENTS PROFILE

### a. Property History

With a combined 556 units on 42 acres, Edgehill Apartments and Gernert Studio Apartments make up one of the largest public housing sites in the MDHA portfolio. The development was built on a site that was demolished under the Federal government's Urban Renew Program in 1965. That program had a profound impact on the street grid and character of this section of the community, particularly to the west of the target site in the area around Reservoir Park. Between 1965 and 1970 Edgehill Apartments and Gernert Studio Apartments were constructed on a portion of the land that resulted from that program.

### b. Property Conditions and Topography

The homes at Edgehill Apartments, 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 Edgehill, but the equipment is in such disrepair that it is not well utilized.



Figure 2.20 Gernert Studio Apartments, 176 Units, built in 1965, lightly renovated in 2009.



Figure 2.21 Gernert Cottages, 72 units, built in 1965, renovated in 2014.



Figure 2.22 Edgehill Apartments, 380 units, built in 1950s- 1970s, never renovated.

The property features mature trees which should be preserved to the greatest extent possible.

On the west side of Edgehill Apartments, there is 18' of elevation change overall from southeast to northwest. The highest elevation (574) is in the southeast corner at 12<sup>th</sup> Avenue South and Horton Avenue. On the east side of Edgehill Apartments there is 28' of elevation change overall from the highest point at the corner of Edgehill Avenue at the Pedestrian Walkway (612) to the lowest (582) being in the southwest corner at the intersection of Horton Avenue and 12<sup>th</sup> Avenue South. In general, the land slopes downward from the west side of the site southeasterly down to 14<sup>th</sup> Avenue.

### c. Existing Utilities

Below is a summary of existing utilities and information on the stormwater quantity and quality for the site.

#### *Water*

Public water lines are located within most streets of the target area and some are located off-street within the Edgehill and Gernert sites. The main collector water line feeds are located along Edgehill Avenue and the Pedestrian Walkway and are 24" lines. Most other streets consist of 6" water 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 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 Kerrigan Combined Sewer System (CSS) basin. This CSS basin also stretches beyond the target area to the northwest. 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. The drainage basin is within the Kerrigan Combined Sewer System (CSS) basin, just at the southern limits. The Kerrigan basin incorporates most of downtown and

portions of North Nashville and West Nashville and is the largest basin in the city with a drainage area of approximately 3,390 acres. The goal of any stormwater infrastructure on the site would be to intercept stormwater runoff from this site through the installation of Green Infrastructure measures in order to lessen the stormwater runoff that flows into the CSS.

#### *Gas*

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

#### *Stormwater Quantity*

Detention will be required in order to attenuate the flows into the sanitary sewer system and to not increase overflows into the Cumberland River or cause overflows onto adjacent properties. Detention systems will either take up a large amount of land and thus limit developable building area or will need to be installed underground, or a combination. Additional infrastructure may be required to create separate dedicated stormwater and sanitary sewer piping systems.

#### *Stormwater Quality*

Metro Nashville Stormwater requires the use of Low Impact Design (LID) for the water quality treatment of new development. Current development patterns and traditional storm water management techniques have resulted in large amounts of impervious surfaces in cities across the country – including Metro Nashville. Conventional development approaches to stormwater management often use practices to quickly and efficiently convey water away from developed areas. This results in larger volumes of runoff flowing directly to streams, rivers and combined sewer systems as well as any pollutants contained in the runoff. In contrast, LID utilizes a system of source controls and small-scale, decentralized treatment practices to help maintain the hydrologic function of the landscape by allowing water to infiltrate, evapotranspire, or be reused onsite. The conservation of open space, the reduction of impervious surfaces, and the use of small-scale storm water controls, such as green roofs, are just a few of the LID practices that can help maintain predevelopment conditions and keep greater volumes of runoff from routing to the stormwater system. It is recommended that decentralized LID strategies be

employed, and designed on a site-by-site basis to satisfy water quality requirements.

#### **d. Environmental Site Assessment and Historical Review**

HUD requires that all properties that participate in or are being proposed for use in HUD programs complete an 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 November 2015, MDHA completed the Phase I ESA and SHPO review for both Edgehill Apartments and Gernert Studio Apartments in conjunction with the Rental Assistance Demonstration conversion process. The ESA for both properties identified two potential hazards that would need to be addressed in conjunction with renovation or demolition: the presence of lead and asbestos. While the ESA found that Edgehill Apartments 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 EEA is implemented and demolition is proposed.

#### **e. Current Demographics**

At Edgehill Apartments, 64% of residents are female, 36% are male, and 62% of residents are under the age of 18. The average income for Edgehill Apartment residents is \$9,749. For Gernert Studio Apartments, 49% of residents are female, 51% are male, and the average income is \$12,114. The combined racial make-up of the properties is: African American 91%, Caucasian 8%, and Other 1%. At both properties, all residents are low-income according to HUD Area Median Income standards, with the majority (85%) classified as extremely low income with incomes 30% or below the area median income level.

#### **f. Existing Unit Mix**

Edgehill Apartments consists of 380 1- to 5-bedroom units in 62 townhome style buildings, which sit on 32.8 acres.

Construction of Edgehill Apartments was completed in two phases, one in 1952 and a second in 1970, and its 380 units are comprised of 46 one-bedroom units, 155 two-bedroom units, 126 three-bedroom units, 37 four-bedroom units, and 16 five-bedroom units. Gernert Studio Apartments is made up of 176 units (75 studio units, 100 one-bedroom units, and one three-bedroom unit) that are located in one 10-story apartment building and 18 one-story cottage-style buildings, sitting on 9.4 acres. Construction of Gernert Studio Apartments was completed in 1965, and the property was substantially renovated in 2009 (Gernert Tower) and 2014 (Gernert Cottages).

# SECTION 3: PLANNING PROCESS THROUGH ENGAGEMENT



SECTION 3

# The Planning Process

Launched in July 2017, the planning process for Envision Edgehill Apartments consisted of 20 months of intensive resident-driven work to develop a holistic revitalization strategy for the Edgehill Apartments and Gernert Studio Apartments community. To ensure maximum engagement of residents and other stakeholders, multiple committees and working groups were formed. Beginning with resident leaders and representatives from 29 local, non-profit and civic organizations active in the target area, a Community Advisory Group (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. CAG meetings took place every other month throughout the process to ensure all partners were well-informed on the progress of the planning process and could assist in shaping the direction and vision of EEA. 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 Gernert Studio Apartments Community Room.

MDHA/COMMUNITY ADVISORY GROUP (CAG)			
WORKING GROUPS			
	People	Neighborhood	Housing
Residents and Stakeholders			
Experts and Professionals	<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> <li>Health Services</li> </ul>	<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> </ul>

Figure 3.1 Team Organization and Planning Structure

## COMMUNITY ADVISORY GROUP MEMBERS

American Job Centers of Nashville  
Belmont University  
Edgehill Apartments Resident Association  
Edgehill Neighbors  
Edgehill Village Neighborhood Association  
Express Employment Professionals  
Gernert Resident Association  
Hylton Elite Marketing  
Metro Nashville Arts Commission  
Metro Nashville Electric Services  
Metro Nashville General Hospital  
Metro Nashville Mayor's Office  
Metro Nashville Parks Department  
-Easley Community Center  
Metro Nashville Planning Department  
Metro Nashville Police Department  
-Midtown Hills Precinct  
Metro Nashville Public Schools  
Metro Nashville Public Works  
Metro Nashville Transit Authority  
Metro Nashville Water Services  
Nashville Career Advancement Center (NCAC)  
Salama Urban Ministries, Inc.  
Nashville Public Library – Edgehill Branch  
NeighborH.O.O.D.  
Operation Stand Down  
Progressive Missionary Baptist Church  
Organized Neighbors of Edgehill (O.N.E.)  
Salama Urban Ministries  
Tennessee Department of Human Services-  
Vocational Rehabilitation  
Walk Bike Nashville  
Watson Grove Missionary Baptist Church

### 3.1 TEAM ORGANIZATION / PLANNING STRUCTURE

Beginning at the July 2017 Kickoff Meeting and during the August 2017 community meetings, stakeholders 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 planning team actively recruited additional residents and other community partners throughout the process to attend Work Group meetings. Work Groups met every other month until January 2019 in order to develop and 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

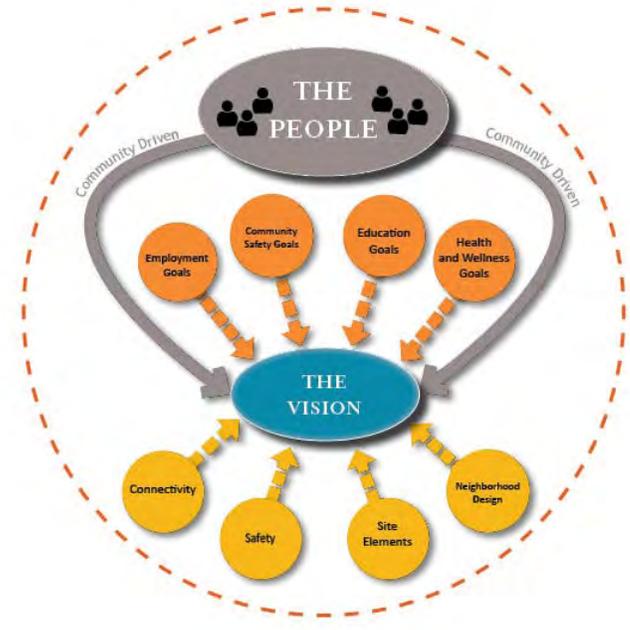
centered around the existing conditions assessments, asset mapping, target housing site development and design review. Work Group meetings were typically held in the community room at Gernert because that was the largest space available in the target area. Two early Work Group meetings were held in the Edgehill Apartments management office community room; however, it was quickly outgrown. At that point meetings were centralized to the Gernert community room because of its larger capacity and more central location for all residents of the target area.

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 remain informed and provide input to the direction and vision of the planning process. In addition to

## GUIDING PRINCIPLES

*FIVE PRINCIPLES WRITTEN BY RESIDENTS GUIDED THE ENGAGEMENT PROCESS FOR ENVISION EDGEHILL APARTMENTS:*

- 1. We increase resident engagement by providing a space for collaborative knowledge sharing and information gathering, emphasize the importance of community leadership and community-led activities, and provide effective and ongoing communication. It is our role to go beyond general engagement but to co-create an opportunity for joint investment during the process and long after its completion.*
- 2. We assess the past history to understand the previously defined cultural integrity of the community and work to integrate its social and cultural fabric into the future.*
- 3. We use data, market assessment, and metrics to provide a foundation for our understanding of the work. However, we work alongside people and receive a variety of perspectives to shape the outcome. We seek the best outcome based on what is best for the people versus the best industry standard.*
- 4. We exercise adaptability in our process, providing an allowance to address current community dynamics.*
- 5. We offer a sustainable approach that aims to build people's capacity to thrive in a redeveloped community, and we develop a standard for the physical infrastructure and its use for the people of the community.*



as mini charrettes, providing opportunities for the Design Team to get focused resident 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, 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 Watson Grover Missionary Baptist Church, which is adjacent to the target area.



Figure 3.2 Director Harbison speaking at a CAG Meeting held at Gernert Tower.

### 3.2 COMPREHENSIVE NEEDS ASSESSMENT / RESIDENT SURVEY

In the spring of 2018 stakeholders from the Edgehill Apartments and Gernert Studio Apartments target area came together to create and implement a comprehensive Needs Assessment to inform the planning work of EEA. 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. Working with guidance from a team of academics and students from the Vanderbilt University Department for Human and Organizational Behavior, 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. Once the Needs Assessment was completed the Vanderbilt team worked with planning participants to analyze and interpret the results for use in planning activities.

The process to design the Needs Assessment was conducted during September-November 2018 through meetings of the People, Housing, and Neighborhood Work Groups, and was coordinated with nonprofit partner Salma Urban Ministries. The design of the survey tool took place in three phases:

1. The Work Groups evaluated the Needs Assessment questions developed by MDHA and Vanderbilt 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 EEA.
2. The revised survey was shared with subject matter expert partners such as Metro Nashville Public Health and American Jobs Center for review and suggestions. For example, Metro Public Health used a Health Equity Impact Tool to evaluate and suggest changes in the Needs Assessment.
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 clear and accessible way for all residents.



Figure 3.3 Survey Proctor, Agnes Scott administering a survey to a resident.

#### CONSISTING OF GERNERT STUDIO APARTMENTS RESIDENTS

- Erin Boddy
- Sherie Clark
- Pat Hall
- Senora Russell
- Agnes Scott
- Jacqueline Thomas
- Shirley Trotter



When it came time to administer the Needs Assessment throughout the area Salama, in its role as People Planning lead and Needs Assessment coordinator, hired seven residents from both Edgehill Apartments and Gernert to serve as survey proctors. Proctors completed two training sessions on facilitation, community engagement, customer service, planning process overview, and the survey instrument itself. Beginning on October 15, 2018 and lasting through November 18, 2018, the survey proctors collected surveys in four ways:

- During the month between October 15 and November 15 proctors went door-to-door in teams of two on rotating shifts between the following times: 10:00 – 12:00 pm, 1:00-3:00 pm, and 4:00-6:00 pm. If no one was home or the time was inconvenient, 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.
- Proctors also staffed Needs Assessment collection hours in the management offices for Edgehill Apartments and Gernert Studio Apartments during that period.
- On November 13 the planning team hosted a community bar-b-que in the large field at Edgehill Apartments where proctors worked a Needs Assessment tent.
- On November 18 the survey proctors collected survey responses during a community Thanksgiving Dinner at Gernert, which was sponsored by EEA.

In total, 312 surveys were completed. Of those, 203 (65% of 312) are residents of Edgehill Apartments, and 109 (35% of 312) are residents of Gernert Studio Apartments. 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. The Vanderbilt team then brought that analysis back to the Work Groups to collaboratively interpret the results, reviewing the results by segments such as age, gender, and property. 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.

### a. Health

According to the Needs Assessment, the majority (86%) of target area residents have health insurance. Eighty-two percent (82%) of residents report having a primary care physician, however twenty-nine (29%) of residents said the first place they seek healthcare is the emergency room. Transportation was the most frequently cited barrier to accessing healthcare at twenty-seven percent (27%). Twenty-three percent (36%) of households include someone with either a physical or mental disability. Respondents indicate that better transportation (72%), accessible housing units (28%), and physical therapy (42%) are the most needed services to assist disabled persons to manage their daily activities.

### b. Education

The EEA target area is located in the Hillsboro Cluster of Metro Nashville Public School (MNPS). According to the Tennessee Department of Education's State Education Report Card, the elementary and middle schools' students have a success rate in line with the rest of MNPS students. The cluster's high school, Hillsboro High School, however, underperforms the rest of the school system. In responses to the Needs Assessment parents were largely positive on the quality of their children's education, with 86% of elementary, 83% of middle, and 80% of high school parents rating quality of education as good or better. Outside of those perceptions, in discussions parents identified after-school and summer programs for enrichment and tutoring as critical for their children's success. Thirty-five percent (35%) of elementary school parents indicated that availability was a barrier to accessing those programs, as well as 29% of middle-school parents. Additionally, 34% of parents do not attend or rarely attend events such as performance, or Parent Teacher Association (PTA) meetings at their children's school. The most cited reason for that is a lack of transportation (33%).

### c. Economic Self-Sufficiency

According to the Needs Assessment twenty-three percent (23%) of residents are employed. Of those that are not employed at the time of the survey, 36% were retired, 34% were disabled and 10% were looking for work. Of those employed 86% have one job, 8% have two jobs, 3% have three jobs and 4% reported 4 or more jobs. The most cited barriers to employment were transportation (31%), health issues (21%), and childcare (14%). Computer training (22%), job placement assistance (15%) and job training (14%) were the most needed services identified by residents to obtain employment.

### c. Resident Satisfaction and Accessibility of Services

Sixty-eight percent (68%) of respondents agree or strongly agree that they have positive relationships with people in community outside of the MDHA property. The ENS Needs Assessment indicates that 75% of respondents have used at least one type of supportive service in the past year. The most common services were meal assistance (59%), computer training (13%) and job training (8%). 67% 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 9% of respondents indicating that there were unaware of existing services. The other most identified barrier is lack of childcare (43%).

### e. 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

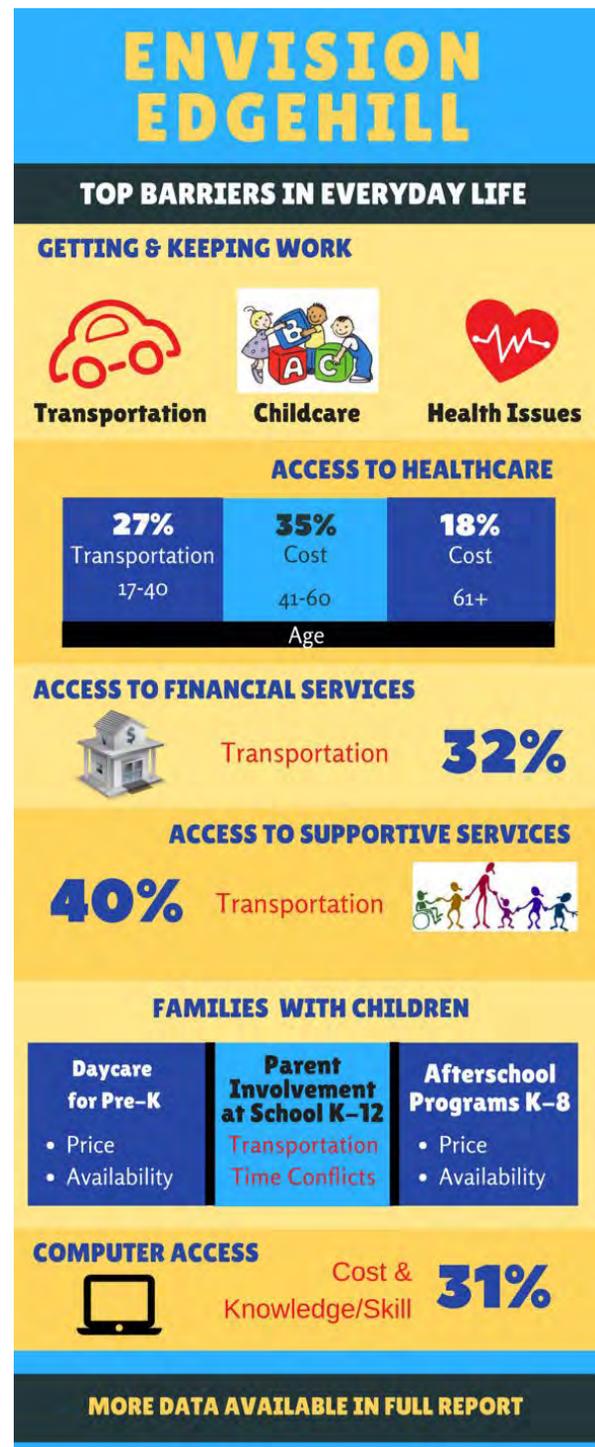


Figure 3.4 Results from the Resident Survey, image prepared by Vanderbilt

### 3.3 CAPACITY BUILDING (FOCUS GROUPS AND EVENTS)

#### a. Resident Engagement and Training

To build resident capacity, EEA incorporated art to engage residents around the concepts of identity, culture and community. Recognizing the need to elevate resident concerns about the now and future of the neighborhood while planning for its future, MDHA partnered with Nashville Metro Arts Commission solicit artist proposals to use creative art projects in order to engage residents and community members in the planning process. Artist Ashley Mintz’s proposal for a project called “Creating Edgehill: Using Art to Build a Better Community” was selected from that call to artists. The project included four workshops and a final presentation for participants to perform or show their art at the neighborhood National Night Out Against Crime. Two workshops focused on painting and two focused on writing (spoken word poetry and storytelling). The artist’s intention with this project was to create an environment where everyone’s uniqueness and contribution to making their community great would be celebrated. One thought stated by one of the residents at the presentation was “there is no wrong way to create a piece of art because everyone is different. The things that make us different and unique, also are what actually makes us similar and human.”

Once residents were engaged through artist facilitated activities, the desire and need for opportunities for capacity building and training were evident. In June 2018, Resident Association Officers from Edgehill Apartments and Gernert Studio Apartments participated in a training



Figure 3.5 Resident-created work from the artist led community engagement activities.



Figure 3.6 Additional resident-created work from the artist led community engagement activities.

session about the resident-leader’s role in the transition from a traditional public housing to a mixed-income community. That workshop was led by Jocquelyn Marshall, a former resident and Resident Association President of

#### I AM EDGEHILL

*"I am Edgehill because Good, Bad, & Ugly, Edgehill is a part of me". I have been in Edgehill since I was in middle school, when something bad happens it affected me when something ugly happened it affected me when something good happened it affected me. Those experiences are why I am Edgehill. I believe we have a choice to how we express those experiences and we can choose to use them to help improve the community.*

- **Michael Farr, Edgehill Apartments resident**

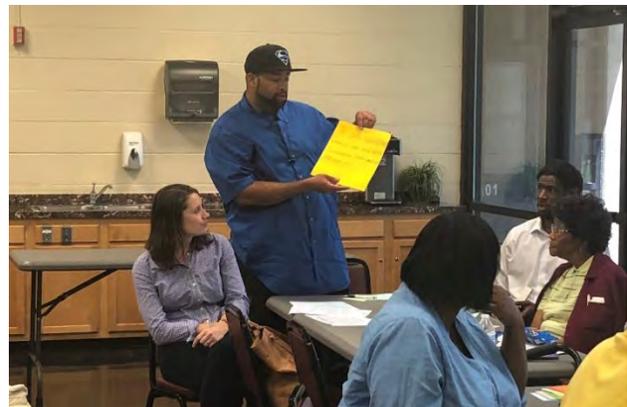


Figure 3.7 Resident Michael Farr participating in a CAG meeting.

C.J. Peete Public Housing in New Orleans, who spoke about her experience in the transition from a traditional public housing to a mixed-income community with an organized Neighborhood Association. The training included a question and answer session and a team building exercise.

### b. Events

Throughout the planning process resident capacity training was complemented by EEA collaborating with residents and organizations in the target area on new and established community-wide events. By participating in well-established community events and collaborating on new, complementary activities EEA could maximize outreach and engagement opportunities for residents and community members in the planning process. To that goal, EEA participated in these events: The Thanksgiving Community Dinner, The Red & White Affair, The Bless Fest, Community Day, The Envision Academy Training, Open Streets Nashville Mural Unveiling: "Edgehill Envisioned". and The Metro Arts THRIVE Community Book Club.

- The Thanksgiving Community Dinner – In November 2017, EEA and Salama Urban Ministries, Inc. hosted a community Thanksgiving Community Dinner designed to bring both Gernert Studio Apartments and Edgehill Apartments together for an evening of fellowship over a meal, music, and dancing. This event was hosted at Gernert Studio Apartments and served approximately 500 residents and community Partners. It was a great opportunity to not only bring community together, but it was an opportunity for the Survey Proctors to take advantage of a great number of residents being in one place and collect additional Resident Needs Assessment responses. There were also opportunities to enroll in Senior Tech Academy training and to sign up for MTA training ride-along opportunities and/or Access Ride. Each resident who completed a Needs Assessment also was given an EEA t-shirt.
- The Red & White Affair – In February 2018, EEA partnered with the MDHA Social Services Coordinator at Gernert Studio Apartments to host a Valentine's Day Open House for Edgehill



Figure 3.8 The Thanksgiving Community Dinner brought residents together to kick off the EEA Master Planning Process.



Figure 3.9 Residents participating in the "Family Feud", a game based on the results from the Resident Needs Assessment.



Figure 3.10 Winners of the Give-A-Way at the Red and White Affair.

Apartments and Gernert Studio Apartments residents, along with community partners to learn about the results of the Resident Needs Assessment in a fun, interactive way. Patterned after the popular TV Game Show “Family Feud”, participants form teams to compete with questions based on the results of the resident survey. The event was remarkably popular and attracted approximately 200 residents.

- The Southside Bless Fest – In June 2018, EEA joined the collaboration for this community-wide event with a number of community partners such as: Carter Lawrence Elementary, OneGenAway, STBC Resource Trailer, Salama Urban Ministries, Metro Nashville Police Midtown Hills Precinct and Metro Fire Department, MDHA, Belmont Pharmacy, Kayne Avenue, Greater Bethel, Strong Tower Bible Church and the Mobile Dental Clinic. This event was designed to provide resources to the Edgehill community such as food, clothes, health checks and dental services, free hair-cuts and manicures, and fun activities for the kids. EEA utilized this event to get input from the broader community on concept plan options and amenities that had emerged from earlier planning work in the community. The resident survey proctors took a leadership role in recruiting and walking participants through the input exercise.
- “Community Day” – This July 2018 event was hosted by Progressive Missionary Baptist Church and focused on building a broader sense of community amongst neighbors. The desire was to create an atmosphere that was welcoming to the surrounding neighbors, provide available resources that existed in the community and ensure a safe environment for children to play. Twenty-seven vendors participated, including music, arts, and crafts. The Vanderbilt football team also played football with neighborhood children. The event attracted approximately 300 attendees. This was another great opportunity for EEA to solicit community input on site plan options and amenities that were emerging from the planning process.



Figure 3.11 The EEA Team partnered with The Southside Bless Fest to gain input from the broader community on the site plan options.



Figure 3.12 Residents of Edgehill, both past and present, came out to the Edgehill Envisioned mural unveiling.



Figure 3.13 The Open Streets Nashville Event transformed 12<sup>th</sup> Avenue into a car-free zone for Terry Key and members of the Edgehill Bike Club to enjoy.

- Mural Unveiling: "Edgehill Envisioned" – In October 2018 the EEA partnered with WalkBike Nashville and NeighborH.O.O.D. for the 5th Annual Open Streets Nashville event. WalkBike Nashville designed this event to "flip the script" on road use for a day, transforming 12<sup>th</sup> Avenue into a car-free space that encourages neighborhood exploration in a pedestrian and bicycle friendly environment. In alignment with this event, Ms. Agnes Scott, the RA President of Gernert Studio Apartments and the Executive Director and Founder of NeighborH.O.O.D., received a Metro Arts THRIVE grant to produce and present to the community a mural, which featured iconic figures that were once a part of the Edgehill community. Her vision for this event was ideal, because the community had an opportunity to learn about these important historical figures that were once a part of this community-showing its rich heritage. The renowned artist, James Threkill completed the mural depicting a rendering of iconic images passing the baton to future generations that we would like to see in the future Edgehill community. EEA not supported this event, but also had a booth to share about the planning process and get additional input.
- Metro Arts THRIVE project Book Club- In October 2018 Ms. Agnes Scott, RA President for Gernert Studio Apartments organized a Community Book Club. Partners were as follows:  
NeighborH.O.O.D., Lipscomb University, MDHA

Social Services Department and the EEA Planning Team. EEA sponsored an artist to attend each meeting and gage the pulse and temperature in the room throughout the discussions and present illustrations of the social impact beyond a traditional audience experience. The project encouraged conversation regarding Edgehill's changing community as it relates to race and racism. The book *Why Are All the Black Kids Sitting Together in the Cafeteria?* was the club's focus of sessions led by the Director of Service Learning at Lipscomb University, Christin Shatzer. Freshman Lipscomb students enrolled in the Service Learning class and community members participated in the sessions and were given a complimentary book and snacks. An Edgehill Apartments resident, Michael Farr, was the artist chosen to attend the sessions and gage the temperature of each session and create illustrations depicting the impact of the discussions.

## I AM EDGEHILL

*Edgehill is the place where there are still people from the neighborhood that connect with each other. The human touch is not a block away. That's what God wants us to realize. He made only ONE EARTH for all to enjoy, TOGETHER.*

- **Sherie Clark, Gernert Resident and Proctor**



Figure 3.14 Survey Proctor, Sherie Clark, preparing concessions for the Edgehill Envisioned event.

# ENVISION EDGEHILL APARTMENTS TIMELINE

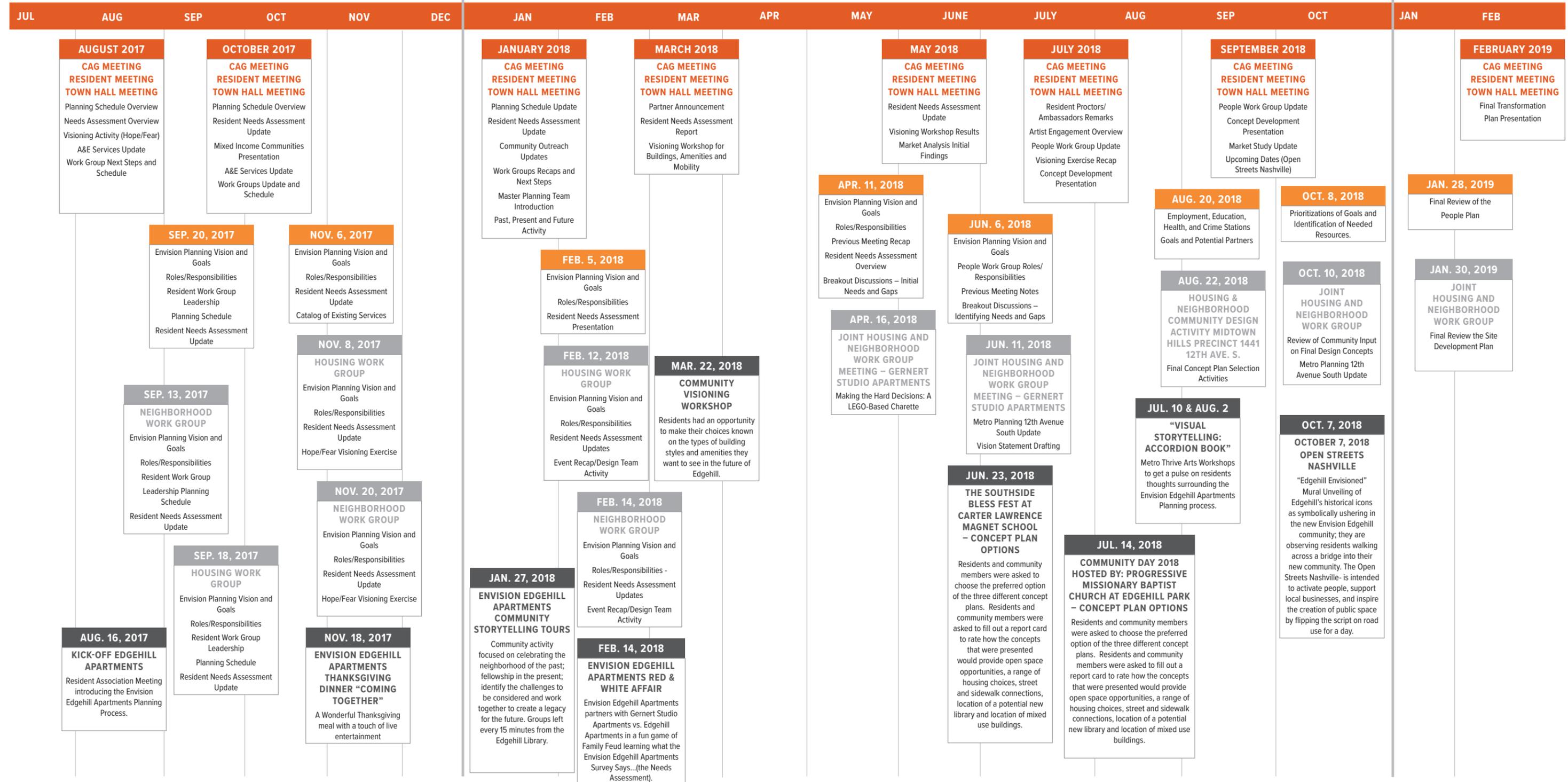
● **COMMUNITY ADVISORY GROUP, RESIDENT-ONLY MEETINGS, TOWN HALL MEETINGS**  
 Resident Only Meetings occurred on Tuesdays and the CAG and Town Hall followed on Thursdays

● **PEOPLE WORK GROUP**  
 ● **NEIGHBORHOOD WORK GROUP, HOUSING WORK GROUP**  
 ● **COMMUNITY ENGAGEMENT EVENTS**

## 2017

## 2018

## 2019



# SECTION 4: OUR PLAN



## SECTION 4

# Our Vision

As discussed in the last chapter, the information gathered during the planning outreach process is vital to developing a vision that is supported by the residents and the community. In this chapter, the statements, thoughts, and ideas from the input section along with the research are both combined to create the bold new vision for Edgehill Apartments.

### 4.1 VISION STATEMENT

The vision statement was developed by Edgehill Apartments residents throughout the engagement process.

*The vision is vibrant and sustainable; and ensures that while the neighborhood experiences growth, so do all neighbors through access to opportunities that lead to a healthy, connected and safe community.*

As part of the vision statement, the engaged residents also developed and approved a list of goals through several visioning sessions:

### 4.2 GOALS

- Strong neighborhood identity that honors the past while moving into the future.
- Enhanced quality of life for all neighbors.
- Design compatibility with the surrounding community while maintaining Edgehill's uniqueness.
- A neighborhood celebrated for its diversity.
- A safe environment.
- Access to greater opportunities that can be sustained by residents.



Figure 4.1 Participants were asked to share on word that embodied their intentions for the EEA Master Planning Process.

### 4.3 CONCEPTUAL SITE DESIGN PROCESS

#### a. The Story Telling Tour

On a cold, rainy, Sunday in January, the community came together to share stories of the past, present and future with the EEA planning team. The community shared stories of the neighborhood of yesterday, where they could walk to grocery stores, hardware stores, bakeries, pharmacies and the White Way Laundry that was a large employer for many years. They shared problems with the present, that 12<sup>th</sup> Avenue South is too wide, busy and unpleasant to enjoy walking and biking on. Many shared



Figure 4.2 The EEA Master Plan work began with a bus tour of the neighborhood where community members were invited to share their stories of the past, present and future.

harrowing experiences of near misses crossing this busy street and demonstrated the need for pedestrian amenities. They shared their desires for the future of a pedestrian friendly environment with necessary infrastructure in place to allow a pleasant walk to destinations such as a grocery store, health services, restaurants, pharmacies, banks and clothing stores.

**b. Visioning Workshops**

Visioning Workshops were held on March 20 and 22, 2018 to provide residents and community members with opportunities to vote for their preferences for Buildings, Amenities and Mobility and to share their vision for the community at a “Your Vision” station. These activities were designed to assess preference for the scale and style of buildings, and also what types of details that the community would like to include in the design of the

master plan.

A summary of the results is below:

<b>Buildings – Style</b>	<b>Votes</b>
Traditional	39
Transitional	14
Contemporary	13

<b>Buildings – Scale and Height</b>	<b>Votes</b>
2-3 Stories Residential	53
2-6 Stories Mixed-Use	36
3-6 Stories Residential	19
7+ Stories Mixed-Use	10

<b>Top 5 Amenities – Overall</b>	<b>Votes</b>
Grocery Store	37
Farmers Market	26
Playground – Toddler Oriented	20
Large Library	19
Restaurants	16

<b>Top 5 Mobility</b>	<b>Votes</b>
Bus Shelter	26
Slower Automobile Speed	25
Midblock Crossing	23
Street Trees	21
Decorative Crosswalk	15

The community expressed strong desire for both traditional building styles and buildings with 2-3 story scale, but also a desire for mixed-use buildings as well as for amenities like a grocery store, restaurant, pharmacy, daycare or a larger library, which could be accommodated in mixed-use buildings of 2-6 stories where appropriate. These results were used to inform the building block and site amenity templates used in the Lego Based Charettes.



Figure 4.3 Residents selected images that most closely fit their vision for architectural style and massing of future buildings.



Figure 4.4 Residents choose the amenities they would like to see included in the EEA Master Plan.

### c. Making the Hard Decisions: A Lego Based Charette

Edgehill Apartments residents and community members of all ages got a chance to be architects for a day! They participated in a block exercise, designing the future of Edgehill as they would like to see it. Two opportunities were given on April 16, 2018 to participate in the Lego Based Charette – one in the afternoon and one in the evening. A later charette was held with the students in the after-school program at Salama Urban Ministries.

The groups were given the guidance to include replacements for the existing 380 existing Edgehill Apartments units, and to add residential units to provide options for workforce and market rate housing to design a mixed-income community. The groups were asked to determine the best locations for commercial or civic opportunities, new streets, recreational facilities and parking.

The thirteen different “neighborhoods” designed by the groups were analyzed for common themes around the design considerations of Legacy, Massing, Scale, Land Use, Edges, Open Space, Amenities and Connections. Some of the themes identified included:

- a desire for a new, larger library to be included in the plan and re-imagined into a mixed-use building;
- the need for additional civic space to be added to house job training, computer labs, social service, and an entrepreneurial center;
- meaningful open space to be distributed across the site;
- larger buildings to be located on 12th Avenue and Edgehill Avenue, or against the new 10th Avenue (adjacent to Park at Hillside), and
- smaller footprint buildings to be located adjacent to the existing neighboring single-family houses.

### d. Concept Plan

The common themes apparent in the “neighborhood designs” created during the Lego Charrette were then translated into three different Concept Plan Options. Residents and community members were invited to select between three different options of potential layouts for the EEA Master Plan. At three different events, residents and community members were asked to grade the options using a “report card” to rate how the concepts that were presented would provide open space opportunities, a range of housing choices, street and sidewalk connections,



Figure 4.5 Attendees used Lego blocks to model their preferred neighborhood visions.



Figure 4.6 Attendees reported out to other attendees about the important points of their neighborhood visions.



Figure 4.7 School children were also given the opportunity to share their preferred neighborhood vision.

location of a potential new library, and location of mixed-use buildings.

**Option 1**

This option created the most opportunities for mixed-use buildings and apartments, lining 12<sup>th</sup> Avenue South and Edgehill Avenue with these multistory buildings. This option has the smallest block structure on the western side 12<sup>th</sup> Avenue South of the three options. A pedestrian connection through Gernert and across 12<sup>th</sup> Avenue South is proposed to allow more opportunities for pedestrians crossing 12<sup>th</sup> Avenue South, and to connect both sides of the development. All options reintroduce 10<sup>th</sup> Avenue South and Horton Avenue extension to provide a seamless connection to the adjacent development, The Reservoir. Townhouse style buildings are located at the interface with single family houses at the edges. This option also contained the most open space, with four large green spaces distributed across the site. A new Edgehill Branch Library is proposed in a mixed-use building at the corner of Horton and 12<sup>th</sup> Avenue South, opposite its current location.

Summary of the mix of uses by percent of land:

- 35% mixed use
- 32% apartments
- 21% townhouses
- 12% park space



Figure 4.8 Residents study different concept plan options before voting for their most preferred option.

**Option 2**

This option provides a slightly less mixed-use concentration than Option 1, but creates more opportunities for apartment buildings and townhouse style buildings. This option provides a larger block structure on the western side 12<sup>th</sup> Avenue South. This option also reintroduces a new 10<sup>th</sup> Avenue South and Horton Avenue extension to provide a seamless connection to the adjacent development, The Reservoir. A traffic circle or round-about is proposed to slow traffic within the community, instead of a traditional 4-way stop. Open space is consolidated into two spaces on the western and

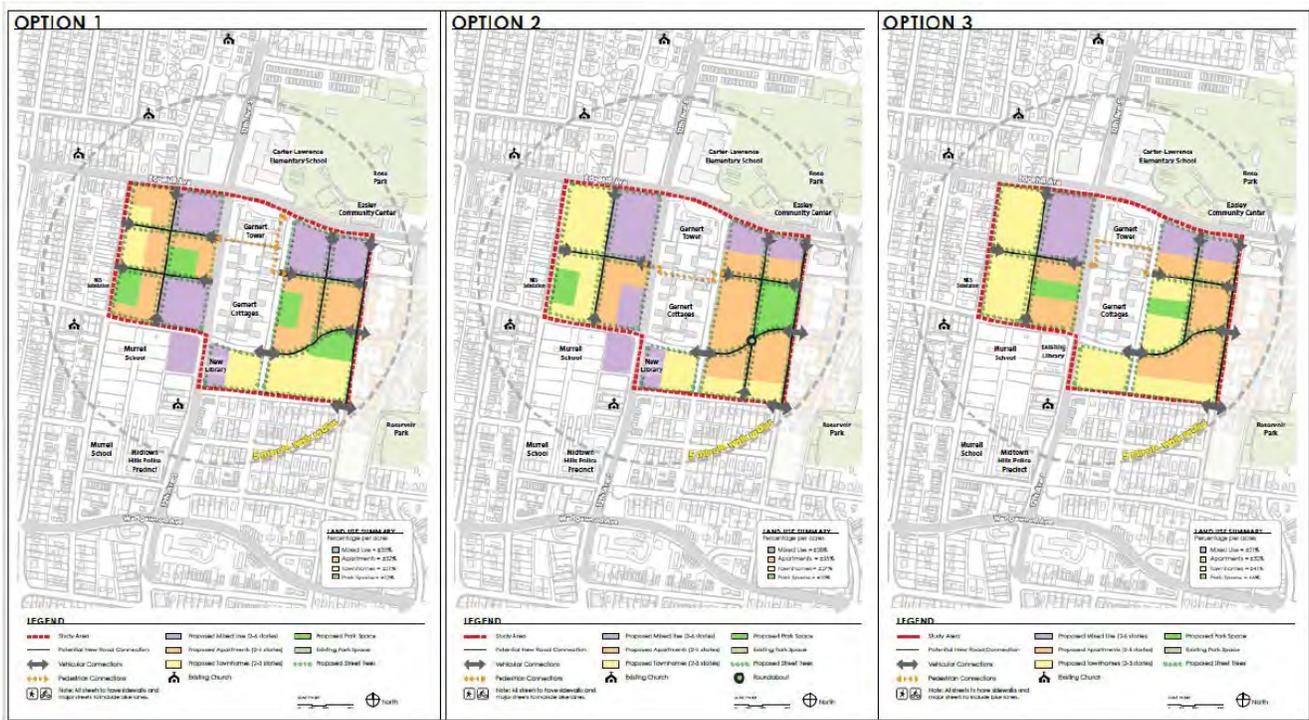


Figure - 4.9 Concept Plan Options.

eastern edges of the community.

Summary of the mix of uses by percent of land:

- 28% mixed use
- 35% apartments
- 27% townhouses
- 10% park space

### Option 3

This was the site concept with the lowest intensity, having the most townhouses-style buildings. Mixed-use buildings are greatly reduced, but still located at the northwest corner of Edgehill Avenue and 12<sup>th</sup> Avenue South and along the frontage of Edgehill Avenue. Option 3 contained the least amount of open space, given that the townhouses and surface parking lots take up more of a footprint than the same number of units contained within a multi-story building that utilizes structured parking. Less land was also designed as mixed-use providing an option for those who wanted to maintain a primarily residential community. The block structure was similar to Options 1 and 2, with connections to the adjacent development but contained larger blocks on the west side of 12 Avenue South.

Summary of the mix of uses by percent of land: –

- 21% mixed use
- 32% apartments
- 41% townhouses
- 6% park space

### e. Concept Plan Preferences

The results of the concept plan preference survey yielded an overall majority support for Option 1. Two-thirds of respondents chose Option 1, giving Green spaces and Mixed-Use Buildings high ratings. During the engagement process, some individuals expressed concern about multi-story buildings and that they had a preference for townhouse style building forms and surface parking; however, these concerns did not align with the feedback from the majority of participants in this engagement process. With approximately 66% support for Option 1, the planning team moved forward with an option that melded the top scoring ideas from both Option 1 and 2.



Figure- 4.10 Feedback on the Concept Plan Options being collected at the Bless Fest on June 23, 2018.

#### Question –

I would feel a sense of community if these things were included in the design:

#### Responses -

- Grocery store, or store
- Job training
- Better park design, dog park
- Sidewalks and cycling
- Pharmacy and clinic
- Security lighting
- Don't like the round about

*"Dog park, skate park, a water splash pad, shaded trails, outdoor amphitheater, reoccurring events for the community, event space, sliding scale rent, work-out gym, community garden, shared co-work space, whole foods. I would love to move back to Edgehill. TO have an appealing living, thriving community w/ diversity and economic success would appeal to many natives."*

*- Envision Edgehill Apartments Participant*

## 4.4 SUSTAINABILITY

The community vision for EEA included a commitment to a green, sustainable, and financially feasible development. Sustainability is the idea of balancing the needs of today with those of tomorrow. A convenient measure of the sustainability of a project is how well it balances the economic, environmental and social needs of a community.

For EEA, economic needs included the costs of new construction and the desire for more jobs for community members. Environmental needs included the desire for durable buildings that use natural resources efficiently. Social needs included a desire for healthcare, daycare and grocery options available in a safe, walkable community. To achieve that vision, a Sustainability Assessment was developed as a guide for design, construction and operational decisions through the multiple phases of the redevelopment. To develop the Assessment, the planning team reflected on the community's input, MDHA's experience with its existing buildings and tenants, and leading standards for sustainable development to establish a set of "must have" and "nice to have" metrics for future designers to meet.

The Renewables and Efficient Building Sustainability Metrics are show to the right. Additional Metrics can be found throughout this report and are further detailed in the Appendix.

SUSTAINABILITY ASSESSMENT			
	METRIC	MUST HAVE 	NICE TO HAVE 
RENEWABLES	Achieve passive solar access by preserving same % of dwelling units that are within 15 degrees of South	100%	100%
	Provide infrastructure for roof or building-integrated photovoltaics	Design buildings to support future solar arrays to serve common area electricity needs using Energy Star's Renewable Energy Ready Homes Specification.	Plan for advances in PV efficiency and placement (e.g. BIPV).
EFFICIENT BUILDINGS	Dwelling units shall have modeled or certified energy efficiency	Design should be modeled to use 10% less energy than current code	Homes achieve ENERGY STAR Certification
	Follow WaterSense guidelines for indoor and outdoor water consumption	Install fixtures with WaterSense labels (or equivalent efficiency) and design landscape using EPA Water Budget Tool.	100% WaterSense New Homes

## 4.5 MARKET ANALYSIS

While the community engagement to create the conceptual master plan was underway, a market assessment was also taking place. A market assessment is a study done to gather information on an area (a market) so that planning and sound decision making can take place.

*Areas of focus in a market analysis are typically related to:*

- *Demographics (Information about the people in the area)*
- *Property Value (Cost or estimated cost of land, homes, and other types of real estate)*
- *Transit Volume and Options (How many people move throughout an area and how)*
- *Community Feedback (Impressions and responses from stakeholders in the area)*
- *Development Activity (What type(s) of development is happening in or around the area)*
- *Trends in each of those categories (Critical to understanding the past, present, and future of a Market)*

The Market Assessment provided an opportunity to develop an appropriate strategy for EEA, with consideration to balancing the needs and wants of the current stakeholders and anticipating the desires of those to come. Leveraging the surrounding areas and their energy to provide the best mix of offerings to future residents is a main objective, and the area is perfectly suited for it. Highlighting the distinct benefits of the local districts and the area's current and upcoming activity, prominent market trends illuminate the foundation in which the following recommendations are based.

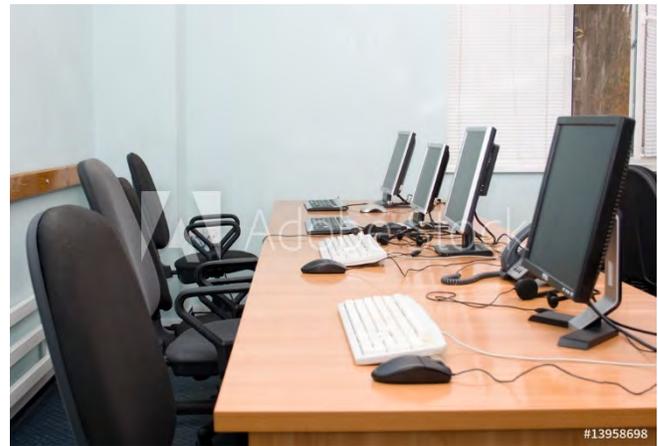


Figure- 4.11 Flexible spaces for co-working or training were indicated as a need by residents.

### a. Residential Opportunities

#### *Create and Sustain Affordability*

The 5.3% increase in median household income, in contrast with the 42.8% increase in the median home price is driving more individuals and households to experience a challenge when finding affordable and adequate living conditions. Nashville has proven to be a place where people want to be, and is a location where people want to buy homes. As millennials age and are starting families, they are seeking enough space to house children and more items as they cohabitate. Providing an alternative to suburban living and long commutes, as well as home buying in a challenging market, is an opportunity that can be recognized in EEA.

#### *Creative Unit Mix*

Consider 3+ bedroom unit in addition to existing units that will be replaced in the 1:1 replacement. These sizes are less available in even work force and market rate developments and far fewer are under construction. Consider students and their housing needs. Take advantage of the nearby universities and their student and faculty populations looking for rental housing.

### b. Retail and Office Opportunities

#### *Consideration of More Office Space*

The presence of retail, the mix of uses, and support to the community impacts the marketability, and thusly, the attractiveness and demand for housing in the neighborhood and rental rates for all uses. In addition, a



Figure- 4.12 Active gathering spaces and dedicated programming for them create pedestrian traffic that supports retail businesses with mixed-use developments.

presence of office space provides more viability to an economic center with a denser population in the area during hours when residents are away at work. This maximizes the ability for the retail tenant to capture business.

### **Creation and Programming of Entrepreneurial and Coworking Space**

Resident and community member feedback indicates a need for entrepreneurial or coworking space opportunities. The commercial product of coworking space(s) has been very successful in the Nashville market; the concept would work well and would not have many nearby competitors in the Edgehill target area. It would also support the entrepreneurial services as a launching and/or collaborative work center.

Coworking spaces in downtown Nashville make up 2% of the downtown office inventory, yet they are the 2nd largest employer, behind the State of TN. There are currently 14 coworking office spaces in downtown, with 2,982 employees and 820 businesses.

### **Act as an Innovation District**

As a collaborative district, efforts are encouraged to continue growth generated by creating a themed or branded destination and facilitating a community vision through collective planning and action. This process includes an assessment of market trends, stakeholder input, strategic communications, and outreach to potential tenants and investors that are aligned with this concept and its mission. While any district's goals should be

intrinsic to that community and its desires, there are several models to study and the Edgehill community possesses many of the key factors that others have deemed as important and effective in success.

### **RETAIL SPACE USE NEEDS**

GROCERY	S.F.	S.F.
LARGE STORE	35,000	42,500
URBAN MARKET	11,000	15,000
CONVENIENCE STORE	8,000	15,000
LIBRARY *	7,000	9,000
WELLNESS CENTER	2,000	4,500
DAY CARE/CHILD CARE CENTER (FOR 40-100)	2,000	6,000
PHARMACY/CLINIC/EYE CARE CENTER	1,500	3,800
CAFÉ/RESTAURANT/DELI (WITH SEATING)	2,000	4,500
OTHER USES: OFFICE, AND OPERATIONAL SERVICES	2,000	15,000

\*Library size is based on Metro NPL Master Plan current size of Edgehill Library and the approximate sizing shown would double the Library's useable space but note that new (since 1993) libraries in the Metro NPL system have been much larger, with the smallest being Pruitt (built in 1993) at 12,210 square feet. Note: Square footages are gross to support systems, storage, and circulation.

### **Create Dedicated Use or Programming of Spaces to Activate Retail**

Commercially active streets bring more pedestrian traffic, increased safety, and economic viability to the public realm. This will be best done using design methods and construction that create suitable pathways and spaces along the street to house retail and become inviting/welcoming to residents and patrons.

### **Marketing and Recruitment Based on Proximity**

There are a multitude of areas across the City capturing the attention of residents and tenants alike by their branding. Marketing and recruitment for Edgehill can highlight its own adjacent, burgeoning areas. There are several distinct neighborhoods surrounding the EEA campus: Edgehill Village, Hillsboro Village, 12<sup>th</sup> South and The Gulch are some of Nashville's "hottest" neighborhoods. Edgehill is an exciting opportunity to live within minutes of them all.

Planning and design	Project marketing	Project completion	Operations and maintenance (O&M)
<ul style="list-style-type: none"> <li>• Stronger support for proposed developments through early community engagement on open-space components</li> <li>• Increased buy-in from influential stakeholders, including public officials and investors</li> <li>• Faster zoning approvals and entitlements from local jurisdictions, lowering project costs</li> <li>• Increased development size or density in localities with park/open-space zoning incentives</li> <li>• Enhanced likelihood of winning RFPs to develop projects because of civic contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Ability to capture strong market demand for parks and open space</li> <li>• Increased marketability due to project differentiation</li> <li>• Ability to enhance project branding or burnish a firm's reputation through high-quality design</li> <li>• Opportunities for public recognition through sponsored public events, awards, or iconic features</li> <li>• Increased project visibility because of foot traffic</li> </ul>	<ul style="list-style-type: none"> <li>• Accelerated market absorption rates</li> <li>• Enhanced asset value through higher rent premiums, lower vacancy rates, or faster lease-ups</li> <li>• Ability to command sales or rental rates above comparable projects that lack open space</li> <li>• Economic development that supports project value through <ul style="list-style-type: none"> <li>– Job creation and business relocation and attraction</li> <li>– Complementary neighborhood development/synergistic uses</li> </ul> </li> <li>• Equitable development opportunities through partnerships on workforce development, small business retention, and affordable housing</li> </ul>	<ul style="list-style-type: none"> <li>• Increased net operating income</li> <li>• New sources of revenue streams from vendors, concessions, or events to offset O&amp;M costs</li> <li>• Long-term cost savings through resilience-promoting amenities</li> <li>• Better mortgage insurance rates from debt providers</li> <li>• Sustained value/future-proofing</li> <li>• Increased business for retail tenants, reducing vacancy and tenant turnover</li> <li>• Increased residential tenant retention</li> <li>• Long-term real estate value appreciation</li> <li>• Project resilience during economic downturns</li> </ul>

Figure- 4.13 Figure from *The Case for Open Space: Why the Real Estate Industry Should Invest in Parks and Open Spaces*.

### c. Amenity, Open Space, and Mobility Opportunities

#### *Incorporating the Edgehill Branch Library into Envision Edgehill Apartments' Master Plan*

A community-driven idea, MDHA and Metro Nashville Public Library (NPL) should explore the details of a new space, reuse of the land where the existing library sits, as well as timeline and amounts of funding required. Other than the ability for two entities to benefit from collaborating, it could also save NPL resources and provide EEA with the potential of more land for residential phasing and development. While the NPL Facilities Master Plan calls for a refresh to interiors in FY2021 and a new branch or expansion in 2033, incorporating a new library into EEA could accelerate that timeline, it would prevent the Edgehill branch from closing due to demolition and construction on the current site. This would reduce the period of time the Edgehill branch is unavailable to residents and patrons. .

#### *Creation and Programming of Amenities and Open Space*

Capitalize on the urban tree canopy efforts of the city and several very well-established local nonprofits and their dedicated funding. This can facilitate great open-air and educational activities that will assist in planting trees and educating residents, as well as creating a sense of community and branding around an initiative that will



Figure- 4.14: With the addition of mixed use development in the future, Edgehill has the potential to become a multi-modal hub in the future due to its location at the intersection of two busy streets.



Figure- 4.15: Strategically located open spaces can be used as an amenity for residents and commercial uses.

likely be in place for many years. Planting and preserving trees in Edgehill is in alignment with *Root Nashville* - a public-private campaign, led by Metro Nashville and The Cumberland River Compact in association with other non-profits such as Hands On Nashville and Nashville Tree Foundation. It is very important to design open civic spaces with appropriate tree canopy to provide shade and cooling to make the areas more enjoyable and well utilized.

### **Embracing and Facilitating Multi-Modal Transportation**

Proximity and central location have been identified as strengths in the EEA Master Plan, but to truly maximize these strengths the area needs to be well connected, easily accessible, and welcoming to multitudes of people. This has been proven to be desired by residents, and in terms of income/financial considerations, the removal or minimization of automobile dependency is enormous. While not expressly incorporated into the master plan, as progression of development occurs, Edgehill Apartments has an opportunity to become a multi-modal hub or transit center. Its location along to two high volume corridors, the increasing density of the community, the ability to gather people at/from multiple intersections and give them an active and walkable “campus” to traverse if needed is a recipe for success. As projects in the neighborhood continue to evaluate and provide better means of transportation for its residents, MDHA can play a key role in increasing the ability of residents and transients to move about using varying forms of transportation and reap the rewards of doing so.



Figure- 4.16 With the addition of mixed-use development in the future, Edgehill has the potential to become a multi-modal hub in the future due to its location at the intersection of two busy streets.



Figure- 4.17 The integration of bicycle amenities into a multi-modal plan is important for including last mile of travel methods, to reach final destinations, and that boost transit ridership.

### **I AM EDGEHILL**

*"I am Edgehill because I have lived here over forty years, raised three wonderful sons, and attended New Hope Baptist Church for over forty years, and it's a great neighborhood to be a part of."*

**- Donzetta Turner, former First Lady of New Hope Baptist Church**



Figure- 4.18: Donzetta Turner, in the floral jacket, takes part in the Edgehill Envisioned event.

## 4.6 PREFERRED SITE PLAN

Building off the preferred Option 1 Concept Plan, two refined options, Option A and Option B, were prepared. The two options are very similar; however, Option B contained slightly more townhouse style buildings to respond to comments in the previous rounds that some residents preferred townhouse style structures and surface parking lots. Option A contained more mixed-use development, including a location for the Edgehill Branch Library or other service providers, opposite the current library site. Options A and B were vetted by residents and the surrounding community during engagement in the early fall 2018. Engagement on the programming of the open space and amenities was also conducted to understand preferred amenities and their locations. Concepts for mobility to add more detail to the ways pedestrians, bicycles, cars and transit interact in the proposed Options was also reviewed at that time. Option

A was the selected as the Preferred Final Concept Plan.

### a. Housing Mix

The Preferred Final Concept Plan represents a variety of different housing types – 4-6 story Mixed Use, 3-4 story Stacked-Flats and 2-3 story Townhomes. It includes up to 1,400-1,500 residential units, the vast majority of which will be apartments contained within the Mixed-Use and Stacked-Flats buildings. The plan locates the denser Mixed-Use buildings along the higher trafficked intersections of 12th Avenue and Edgehill Avenue, with the Stacked-Flats serving as a transitional height and density as the plan moves closer to the surrounding neighborhood. At this neighborhood condition, the majority of the housing represented is Townhomes along 10th Avenue, the housing mix mirrors that planned for The Reservoir development just across the street.

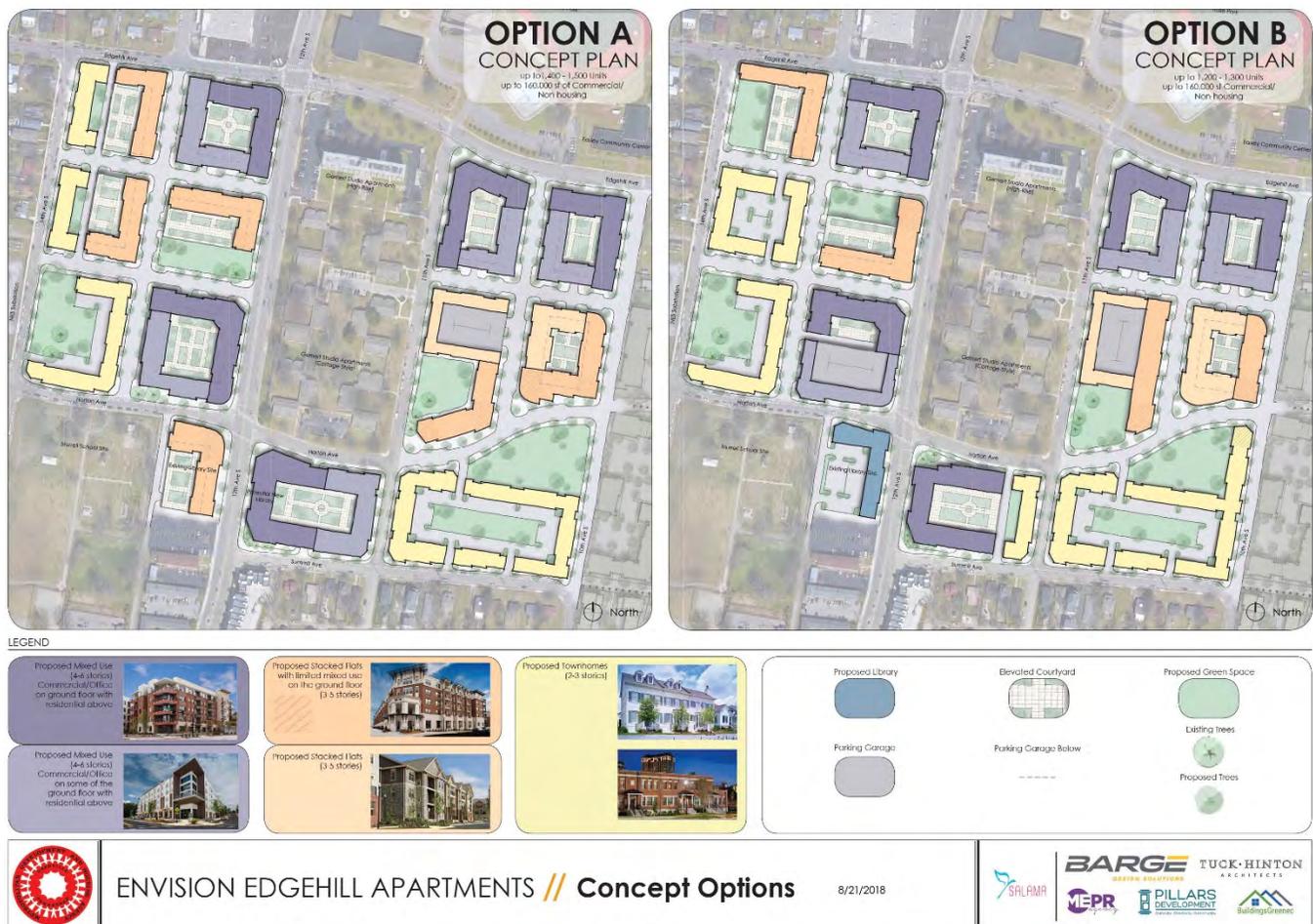
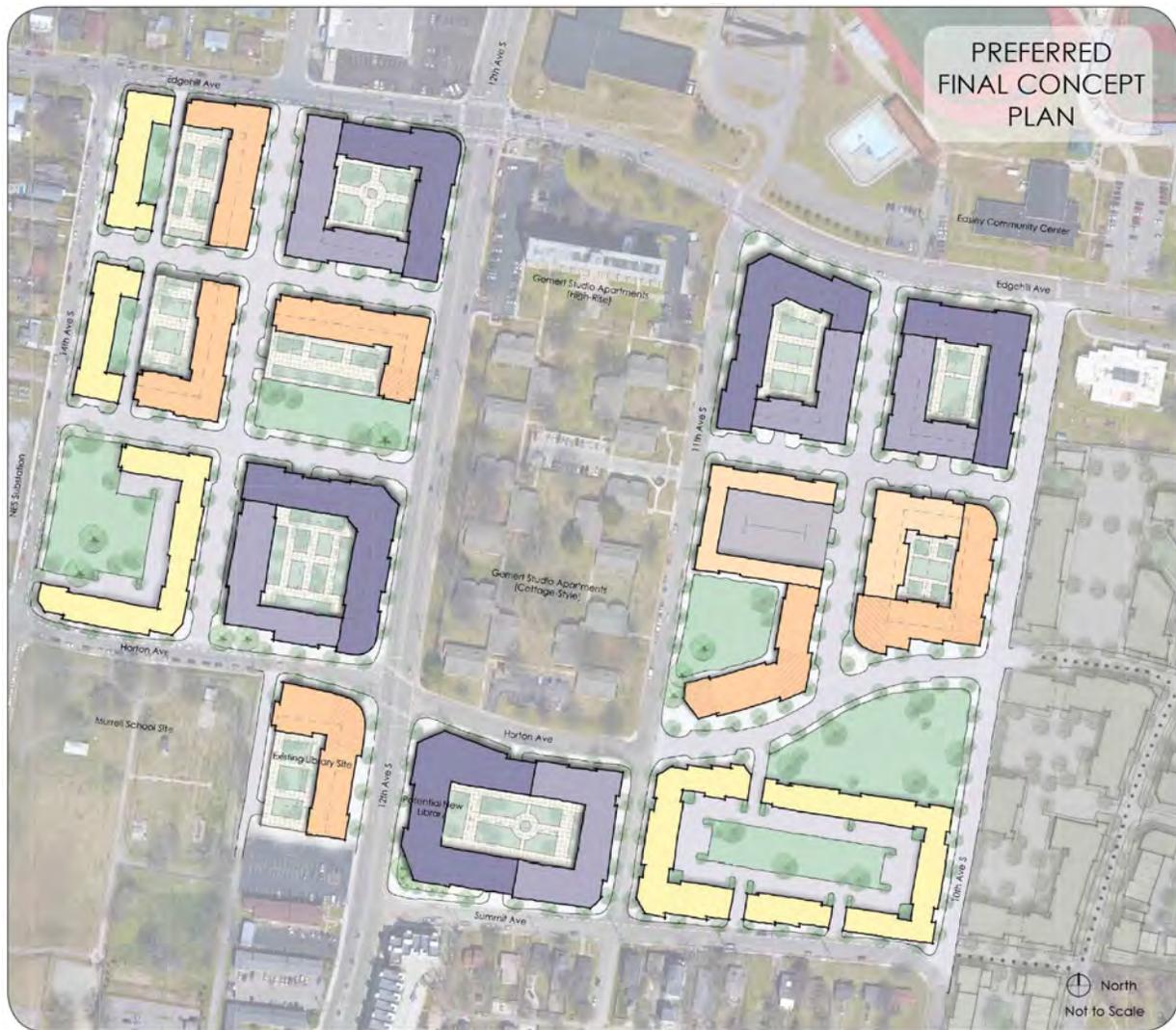


Figure - 4.19 Concept Plan Options A and B.



**LEGEND**

<p><b>Development Summary:</b>          Up to 1,400 - 1,500 units          Up to 160,000 sq ft of Commercial/Non-housing          Open Space: 12% minimum</p>	<table border="0"> <tr> <td>Elevated Courtyard </td> <td>Parking Garage </td> <td>Parking Garage Below </td> <td>Proposed Green Space </td> <td>Existing Trees </td> <td>Proposed Trees </td> </tr> </table>	Elevated Courtyard 	Parking Garage 	Parking Garage Below 	Proposed Green Space 	Existing Trees 	Proposed Trees 
Elevated Courtyard 	Parking Garage 	Parking Garage Below 	Proposed Green Space 	Existing Trees 	Proposed Trees 		
<p>Proposed Mixed Use (4-6 stories)          Commercial/Office on ground floor with residential above</p> 	<p>Proposed Stacked-Flats with limited mixed use on the ground floor (3-5 stories)</p> 	<p>Proposed Townhomes (2-3 stories)</p>  					
<p>Proposed Mixed Use (4-6 stories)          Commercial/Office on some of the ground floor with residential above</p> 	<p>Proposed Stacked-Flats (3-5 stories)</p> 						
	<p>2/18/2019  <b>ENVISION EDGEHILL APARTMENTS // Final Concept</b></p>	<p><b>BARGE</b> TUCK-HINTON          DESIGN SOLUTIONS ARCHITECTURE &amp; DESIGN     </p>					

Figure- 4.20 The Preferred Final Concept Plan.

## b. Housing Design

The vision proposes a mix of several housing types, unit sizes and lease rates to meet the diverse requirements of the project and needs of current and prospective residents. Building typologies range from 4-6 story Mixed Use, 3-5 story Stacked-Flats to 2-3 story Townhomes – all including a mix of unit sizes ranging from one to five bedrooms. The plan includes a 1:1 replacement of the existing 380 affordable units currently present within Edgehill Apartments. Choices will also be available throughout to meet the needs of affordable, workforce and market-rate housing. In addition to the mix of unit sizes, each individual building will include the required number of units accessible to residents with physical, visual and hearing needs. All public spaces will be designed to meet accessibility needs in accordance with the American National Standards Institute and Accessible and Usable Buildings and Facilities.

The general aesthetic for new buildings will rely heavily on the input gathered from the community engagement process. Over the course of several workshops, resident preference for architectural style was somewhat distributed between traditional, transitional and contemporary, but aggregated mainly around traditional styles. Resident preferences tended towards building imagery that included gabled or sloped roof forms, regular punched window openings, and use of masonry materials. Imagery that included porch elements or private balconies were highly favored. Also, when given the choice of building heights, residents had a much higher preference towards 1-2 & 3-6 story buildings. Finally, there was also a strong desire to reincorporate the commercial amenities that were historically present within the community.

Resident security is a universal concern and it was also prioritized during the community engagement process. Best practices such as Crime Prevention Through Environmental Design principles will be incorporated into both the community and building design. Related to the building design, the interior and exterior should be well lit, and visibility into and out from public spaces should be a priority. Interior corridors and stairwells should maintain clear sightlines. Public and private space should be clearly differentiated. These principles should also be applied to

SUSTAINABILITY ASSESSMENT			
MIXED-USE NEIGHBORHOOD	METRIC	MUST HAVE ✓	NICE TO HAVE + ✓
	Locate within 1/4 mile walking distance of additional community uses	21% more community services	Maintain % throughout implementation
	Increase variety of community services	3 New Use Types (Grocery, etc. added)	Maintain % throughout implementation

SMART LOCATION	Avoid Greenfield Sites	Avoided	Maintain throughout implementation
	Avoid floodplains and wetlands	Avoided	Maintain throughout implementation
	Redevelop of lots with existing services already nearby	Water, sewer, stormwater and electric present	Maintain throughout implementation

areas of the building that are intended to service only the residents of the building, such as parking, green space and amenity spaces.

The intended longevity for these buildings also places a high importance on sustainable design, not only related to energy and environmental concerns, but also durability and maintenance. Building elements will be made from high quality durable materials throughout and building systems should be user friendly and relatively low maintenance. Natural daylighting strategies and solar shading strategies should be incorporated throughout. New construction should incorporate high performance building envelopes (e.g., walls, windows, and roofs). Fixtures and appliances should be utility conscience and appropriate environmental ratings. Interior materials, sealants and coatings should contain low VOC's and promote healthy indoor air quality.

### c. Building typologies

The vision includes a variety of building types and heights, the following being the primary characteristics consistent with each:

#### **2-3 Story Townhomes or Flats**

- Primarily located adjacent to surrounding neighborhood streets
- Parking is on grade at rear of units
- Units access from a private exterior entrance
- Mix of multi-level 1 to 5-bedroom units with full kitchen and living spaces
- Rhythm created with ins and outs between individual units
- Gabled, hip and shed roof forms with dormers
- Stoop and porch elements that engage street
- Brick/stone and wood/cement siding articulated with human scale detailing
- Regular window openings that reflect daylighting and privacy needs of spaces within

#### **3-5 Story Stacked-Flats/Apartment Building**

- Primarily located in transitional areas between surrounding neighborhood streets and arterial streets
- Parking located within an internal garage
- Units accessed from an internal corridor connected to shared elevators, stairs, and lobby
- Mix of single level 1- to 5-bedroom units with full kitchen and living spaces
- Shared amenity and office/maintenance spaces
- Building height broken up into base, middle, and top architectural elements
- Rhythm created with ins and outs in façade created bays
- Gabled, hip and shed roof forms with dormers – parapet roof conditions also appropriate
- Stoop and awning elements that engage street – upper floors include balcony elements
- Brick/stone and wood/cement siding articulated with human scale detailing
- Regular window openings that reflect daylighting and privacy needs of spaces within



Figure 4.21 Example of a Townhouse Building Typology.



Figure 1.22 Example of a Townhouse Building Typology



Figure 4.23 Example of a Stacked-Flats or Apartment Building Typology

#### 4-6 Story Mixed Use

- Primarily located along arterial streets
- Parking located within an internal garage
- Units accessed from an internal corridor connected to shared elevators, stairs and lobby
- Mix of single level 1- to 5-bedroom units with full kitchen and living spaces
- Shared amenity and office/maintenance spaces
- Building height broken up into base, middle, and top architectural elements
- Rhythm created with ins and outs in façade created bays
- Gabled, hip and shed roof forms with dormers – parapet roof conditions also appropriate
- Taller first floor storefront frontage with awning elements that engage street – upper floors include balcony elements
- Brick/stone and wood/cement siding, articulated with human scale detailing
- Regular window openings that reflect daylighting and privacy needs of spaces within

#### The Edgehill Branch Library

If the integration of a new Edgehill library is to become part of a future phase of EEA, there will need to be discussion on the needs and desired services from the Edgehill Branch. The current nonresidential space allocated in the EEA Master Plan could accommodate considerate growth of the library if deemed necessary.



Figure 4.24 Potential relocation of the Edgehill Branch Library into a new mixed-use building could allow the site to be redeveloped with more apartment units.



Figure 4.25 Example of a Stacked-Flats or Apartment Building Typology



Figure 4.26 Example of a Mixed-Use Building Typology



Figure 4.27 Example of a Mixed-Use Building Typology

#### d. Neighborhood Design

Essential to the design of the neighborhood is the mix of uses. Throughout the engagement process, the feedback was that having places close by to work, shop and play are just as important as having a good place to live. Therefore, the site plan strategically locates key nonresidential and commercial uses in areas that have high visibility, taking into consideration the best and highest use of any space. This not only benefits the viability and attractiveness of retail locations, but also allows this portion of 12th Avenue and Edgehill to act as a gateway and have a sense of place all its own.

As the plan moves into construction, continued work with residents and the community will be key to identify and implement a strategy for the most complementary and well-received commercial uses for the prioritized residential mix. Successful models include convenience, food services, and health or personal care on the ground floor and potential second floor and auxiliary spaces.

MDHA should work with the tenants, local property owners, and partner organizations for ongoing input as it relates to commercial offerings once the new buildings are constructed. Content and discussions would be similar to a merchant's group, as the area/corridor seemingly lacks a cohesive voice in this sector. It would also benefit MDHA as one of the largest land owners with a desire for an increase in commercial activity.

It is important to develop and implement a strong marketing and recruitment strategy with the goal of capturing businesses that will help fulfill the objectives set forth in the EEA plan.

This active solicitation and recruitment of retail and service provider tenants will be key in the successful delivery of a mix of uses and offerings that provide a complete community with an identity and an economic vitality that meets the needs and serves the expressed desires of stakeholders.

As 12th Avenue is a very wide and often highly used street at certain times of the day, it can be difficult to see Edgehill Apartments transformed into a walkable neighborhood when it is divided by such a corridor. Emphasis should be placed on the opportunity to establish internal walkability and encourage people to traverse 12th Avenue safely to destinations throughout the reimaged community.

SUSTAINABILITY ASSESSMENT			
	METRIC	MUST HAVE 	NICE TO HAVE 
	<b>Walkable Neighborhood</b>	At least 90% of new buildings have a functional entry onto public space	100% improvement from existing
At least 90% of block length has continuous sidewalks along both sides		100% improvement from existing	Maintain % throughout implementation
Redevelop with more walkable blocks ("large city blocks become small blocks")		209% improvement from existing	Maintain % throughout implementation
<b>Reduced Parking</b>	Less than 20% of land is used for off-street surface parking	<20%	<10%
	Balance future increased and decreased demand for parking	Maximum parking developed = code minimum	Review parking needs with Metro Planning and Public Works per phase designed to capture effect of changing technologies and parking code



Figure- 4.28 The Preferred Final Concept Plan in three dimensions. The proposed building scales are consistent with the proposed The Reservoir development on the east.

### e. Community Space

Benefits are brought to developments, and communities at large, as a result of creating amenities, utilizing open spaces, and dedicated places for the benefit of their residents as well as understanding and maximizing the mobility for residents and visitors. An understanding of the value of these types of uses and the opportunity to have them programmed and placed strategically will help provide information for the most effective planning and design. Strengthening the community and maximizing the equitable use of the space in a way that provides a large and continual return on investment – even though the use of the spaces may not be traditional to a residential or commercial tenant.

Community space is more than the larger green spaces depicted in the plan, it is also smaller shared spaces that allow residents to get outside their individual dwelling unit and interface with the rest of the community. It can take the form of fire pits, grills, and small playgrounds or flexible rooms for meetings or parties.

### f. Operational Space

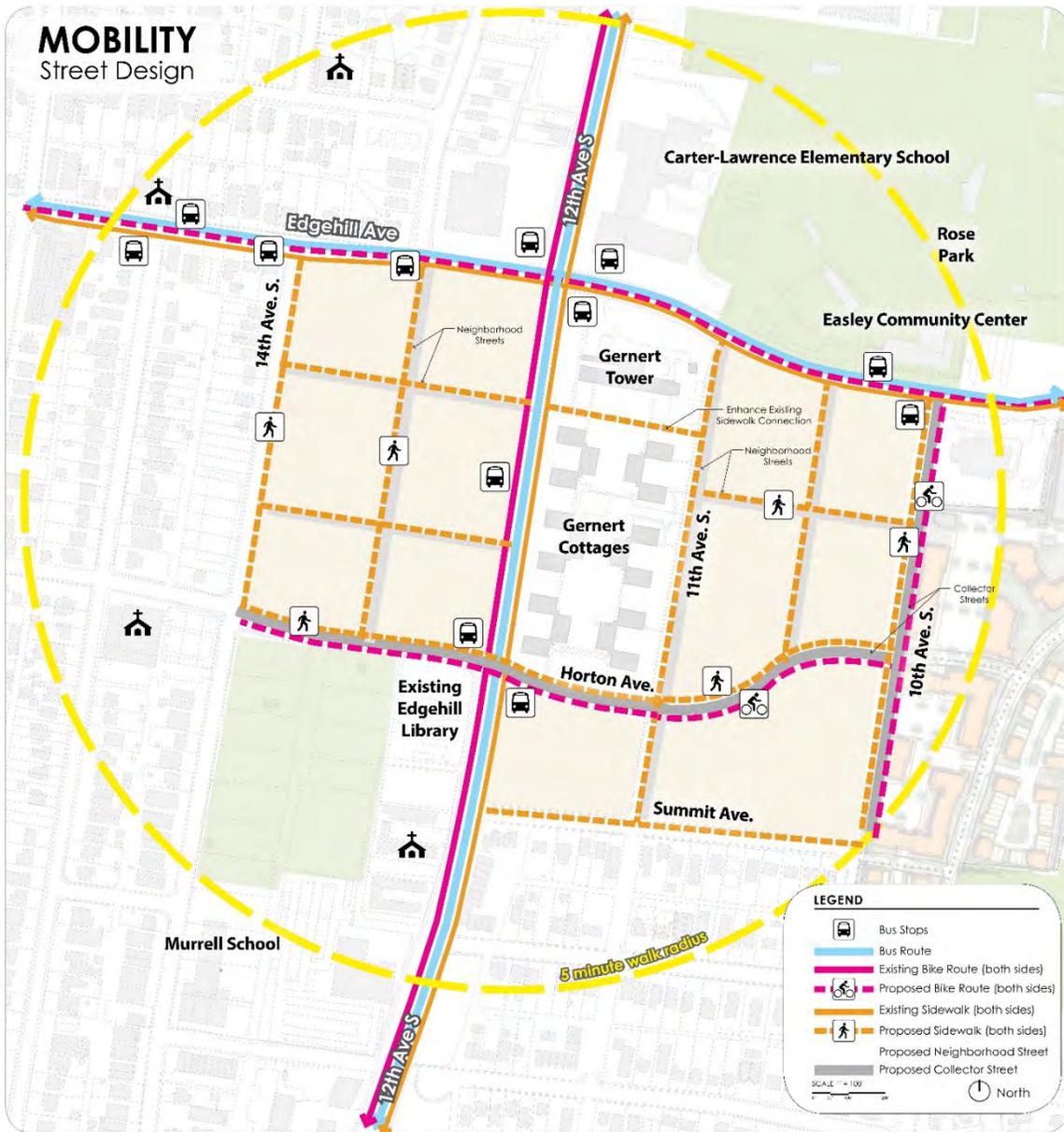
Service areas such as mechanical, IT, janitorial and maintenance/facility services should be strategically

located to maximize accessibility and efficiency. However, not allowing these areas to occupy locations that are highly trafficked or that would be desirable for other uses should be contemplated carefully so as not to miss an opportunity for commercial income or create a nuisance for tenants.

Other non-housing and non-leased spaces, such as administrative offices, dedicated community rooms, or activity spaces, should be located thoughtfully and equitably (not necessarily centrally) for the best or most synergistic outcomes.

### g. Connectivity

Edgehill Apartments originally was designed in a time when the design thought was to turn developments inward, disconnecting them from neighbors and surrounding developments. This in turn, has caused Edgehill Apartments to become disconnected from the surrounding community. The overarching goal of the EEA process and this design, is to integrate the MDHA property back into the surrounding community, reconnect the street and sidewalks network and create a center of activity along the frontages of 12<sup>th</sup> Avenue South and Edgehill Avenues.



2/18/2019

ENVISION EDGEHILL APARTMENTS // **Mobility**

SALAMA

BARGE DESIGN SOLUTIONS

TUCK-HINTON ARCHITECTURE & DESIGN

MEPR

PILLARS DEVELOPMENT

BuildingsGreened

Figure- 4.29 The Mobility Plan illustrates the new street connections.

## h. Street Connections

New street connections can have the largest positive impact on improving connectivity for this area. By adding new streets, as shown on the plan, the residents will have better access to the surrounding community and new retail, service and employment opportunities within the new Edgehill Apartments. Studies show that smaller blocks better disburse traffic than larger blocks because there are more opportunities to take alternate routes. Having smaller blocks is even more important for pedestrians and can increase the number of those choosing to walk to a nearby destination rather than drive. Other reasons to provide these new connections include providing improved emergency access and shorter blocks increase the opportunity for social encounters among pedestrians.

The street network has been designed in a context-sensitive “Complete Streets” approach. The Complete Streets in the study area include a strong pedestrian realm with wide sidewalks, planting strips, streetscape furnishings, bike facilities and other design features to slow vehicular traffic and prioritized pedestrian travel. Horton Avenue and the new 10<sup>th</sup> Avenue South have been designed as a collector street with bike lanes. All other new streets will be local streets where speeds are slower and bicycles share the lane with vehicles.

## i. Street Amenities

### Transit

The existing bus service on 12<sup>th</sup> Avenue is primarily the 17 route, which operates through the study area on 12<sup>th</sup> Avenue South, connecting riders north to the downtown station and south to 100 Oaks.

As noted in Section 2, there are two bus shelters on 12<sup>th</sup> that are near the Edgehill Apartments, both on the west side. One is located near Edgehill Avenue and the other is south of Horton Street. New shelters should be added on the west side - one on the north side of Horton and one north of Edgehill Avenue on the Operation Stand Down site. Additional locations may need to be added as new connections are provided to break-up the long blocks between these two shelters and to further support the use of transit as Edgehill becomes more of a destination.



Figure 4.30 New transit shelters, perhaps branded to EEA, are key to supporting transit use.



Figure 4.31 A new mid-lock crossing on 12<sup>th</sup> Avenue South, like this one on Nolensville Pike, may be an enhancement to help pedestrians safely cross 12<sup>th</sup> Avenue South.



Figure 4.32 Clearly marked cross walks and pedestrian refuge islands are important for pedestrian safety and vehicular awareness of pedestrians.



Figure 4.33 An image of what 12<sup>th</sup> Avenue South at Edgehill Avenue could look like in the future with a new mixed use building at the corner and trees planted at the sidewalk.

### Walking and Biking

The new street connections and destinations that will be part of this plan also provide new opportunities for pedestrian and bicycle travel. Much discussion during the planning process focused on ways to make 12<sup>th</sup> Avenue South safer to cross. A mid-block crossing (See Figure 4-31 on the previous page) like the one installed on Nolensville Road in South Nashville could raise awareness among drivers to slow down because pedestrians are crossing the road. The new block structure and introduction of activity generators in the mixed-use buildings lining 12<sup>th</sup> Avenue South may warrant further discussion about additional traffic signals or the mid-block crossing. All new streets will be outfitted with wide sidewalks. Street trees are an integral part of new sidewalks, creating shade and protection for the pedestrians traveling on them.

### Site Elements/Furnishings

Site elements and furnishings are used to create a sense of place and their design and placement takes into account aesthetics, visual identity, function, pedestrian mobility

SUSTAINABILITY ASSESSMENT			
ACTIVE STREETSCAPE	METRIC	MUST HAVE ✓	NICE TO HAVE + ✓
	Add street trees, planters, landscape elements, and artistic installations	Add at regular intervals along 75% of the total block length	Where possible increase "permeability" of non-residential façades to increase human activity on sidewalks

and road safety. Street furnishings create the settings for resting, sitting and eating, and social encounters with others. Such settings may be of great importance to the elderly, those with limited mobility, and adults who have small children; but in addition to their functional aspect, items of urban furniture such as benches and tables in

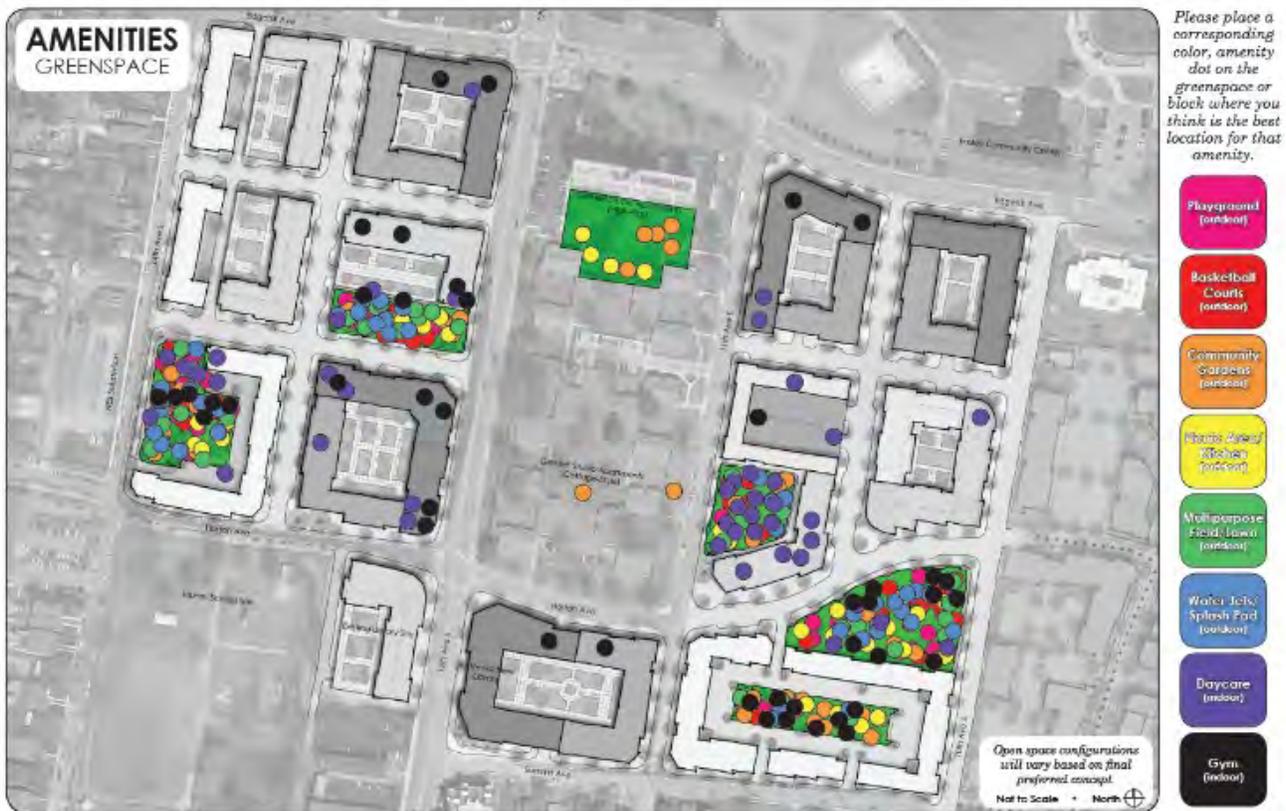


Figure 4.34 Community engagement results on programming of greenspaces and amenity locations. Individual category results can be found in the appendix.

parks and squares can also be socially significant, as they give these sites a comforting and appealing air and draw people in together. In addition to their functional and symbolic roles, items of street furnishings may also set standards and expectations of quality for the development of the areas where they are found.

Seating facilities, such as benches, should be integrated within where people wait, meet, or socialize; they should be coherent with other elements such as bollards, light poles, waste receptacles, water fountains, and signage.

#### j. Utilities

To provide service for the increased development envisioned by this plan, additional and upgraded utility service will be needed to support it. The existing water and sewer lines are aging and should be replaced and/or upgraded to support the Master Plan.

Another utility that will need to be addressed with new development is the community's combined sewer system. With new development projects, the network is required to

be separated into dedicated stormwater and sanitary sewer pipe systems.

#### k. Stormwater

To minimize adverse stormwater quantity and quality impacts, all new developments must be evaluated for adverse impacts on downstream properties. In addition to detaining stormwater on site, Metro Nashville also has enacted Low Impact Design (LID) requirements for water quality treatment in new development. A decentralized LID strategy is recommended as these strategies will be designed on a case-by-case basis to appropriately address water quality issues and requirements as development phases are undertaken over time.

#### l. Open Space Green Infrastructure

Providing ample green space and tree canopy are vital to the quality of life in any community. The Plan proposes four new, larger community green spaces equitably located, that provided easy access for residents

		SUSTAINABILITY ASSESSMENT		
FOSTER NATIVE SPECIES	METRIC	MUST HAVE ✓	NICE TO HAVE + ✓	
	Align with recommended species preservation goals	Per phase, follow arborist's review as close as possible to preserve signature trees. Replant based on arborist's species recommendations.	Maintain throughout implementation	
	Landscape only with native or adapted, drought-tolerant species.	100% native or adapted and drought-tolerant species in landscape.	Maintain % throughout implementation	

throughout the target area. The plan also proposes tying the existing open space area behind Gernert Tower into the larger development by strengthening the pedestrian connections to the new development phases. Resident feedback indicated that passive park features are preferred for the area at Gernert, like gardens, multipurpose fields, and areas to grill and picnic areas. Those uses are preferred over features like baseball courts and playgrounds that will be more heavily used by families with small children. Designated walking routes, with mileage markers, should be a part of sidewalk planning surrounding greenspaces to encourage residents to set mileage goals.

The EEA Plan strives to maintain existing trees when possible, while expanding the community's green space opportunities. As each phase of development is being planned, existing trees should be evaluated for feasibility of preservation. Where they cannot be preserved, native species should be used as a replacement due to their adaptability to Nashville's climate.

For smaller-scale green spaces near residents' homes, the EEA Plan recognizes that front yards, porches and balconies are important to the area's residents by providing buffer from the street to front doors. The design of future phases should incorporate these front yard elements to help define the transition from public to private space. These spaces also provide residents with



Figure 4.35 Multipurpose fields provide for flexibility of use for games or events.

their own, individual recreational site within the greater urban context.



Figure 4.36 Walking paths with mile markers can encourage exercise.



Figure 4.37 Informal open spaces encourage community building through casual interactions.

### m. Safety and Security

Safety was a concern expressed by residents throughout the master planning process. A sense of safety is one of the most critical factors in the daily lives of residents. The sense or feeling of being safe in one’s environment is an essential human need. The discussion around envisioning a safer community and the steps to create it was the focus of many conversations.

Residents and community members shared their views on what leads to an unsafe environment, as well as some desired solutions to remedy these issues.

Perceived causes and factors impacting the safety of residents summarized into broader context include:

- A growing need for resources in an already underserved community
- A community in transition and the changes seemingly not to the benefit those most in need
- People of limited resources increasingly having affluent things near, further confining their options
- Few opportunities for people to focus their effort and energy on bettering themselves and little access to pathways of gainful employment
- The lack of deterrents in the community both in human resources and those that are part of the built environment

These items are not unique to Edgehill and the sentiments not solely those of the MDHA residents. As was mentioned in housing design through the planning process, the design team worked with residents to incorporate Crime Prevention Through Environmental Design (CPTED) principles into the design. These principles were also incorporated into the Site Plan. As the plans are further developed in the future, these principles should stay at the forefront of design considerations:

- Enhance natural surveillance, which 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. All open spaces are located along main streets with buildings facing it to enhance visibility and make them safer.
- Clear delineation of the transition from public space (sidewalks, open spaces, etc.) to private space (driveways, porches, etc.). This transition can be accomplished by demarking areas by using different materials or design features and landscaping that reinforces the difference in the

spaces and guides people and vehicles to and from the proper entrances.

- Include adequate streetscaping and lighting along all streets and public spaces.
- Properly maintain landscaping, lighting and other features to ensuring that CPTED elements serve their intended purpose.

In addition to the concern about criminal activity, residents may feel unsafe when it is difficult for them to move from place to place. Universal design should be a lens for the future design phases, to make EEA accessible to all people, regardless of age, disability or other factors. For example, curb cuts or sidewalk ramps are essential for people in wheelchairs but are also used by all. Thought should be given to smooth, ground level entrances without stairs, wide doorways, and other details that make the development “visitable” by people of all abilities.

SUSTAINABILITY ASSESSMENT			
ACCESSIBLE DESIGN	METRIC	MUST HAVE 	NICE TO HAVE 
	Increase unobstructed and intentional outdoor recreation space	105% improvement from existing	Maintain % throughout implementation
	Target 10+ square feet of gardening space per dwelling unit	Partner with existing community garden to meet demand; Develop new space for Gernert on their lawns	Maintain % throughout implementation
	Dwelling units are welcoming to visitors and residents with mobility challenges	Design all units to be Visitable for guests with mobility challenges; 5% of new units fully Accessible	Add Universal Design features beyond ADA as feasible; increase number of Accessible units by 10%

# SECTION 5: UPLIFTING PEOPLE



## SECTION 5

# Uplifting People

### VISION:

*Edgehill Apartments is vibrant and sustainable; and ensures that while the neighborhood experiences growth, so do all neighbors through access to opportunities that lead to a healthy, connected, and safe community.*

The community focused on the idea that it was essential to look beyond planning for the built environment and to address human needs outside of physical structures. The influence of the built environment on those needs has been previously 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. The people component of the EEA plan takes the next step in that process, looking at the role that programs, services, education, and social activities can play in strengthening and expanding a community that supports its members' growth and success.

To that end a People Work Group was established to evaluate the needs and wants of the community within the areas of crime, education, employment, healthcare and social/supportive services. This work group consisted of residents, community members, nonprofit service providers, and government agency representatives. Through the resident needs assessment, which surveyed residents throughout Edgehill Apartments and Gernert Studios, the people work group established baseline metrics for the areas of deepest concern to residents. As planning continued following the completion of the resident needs assessment, the People Work Group collaborated with partners to obtain other data sources that assisted in interpreting the results of the needs assessment. This included information such as a survey of service providers working in the community and data on the schools attended by children living in Edgehill Apartments. Together with the needs assessment, this information enabled the people work group to identify those areas where needs were either unmet or where services do not have the capacity to meet existing or projected demand.

The people work group facilitated deep-dive breakout sessions to evaluate the information it had collected, focus on topic-based goals and strategies, further identify potential gaps as well as work to consolidate areas of overlap between the topics. As implementation goals and strategies were finalized, the work group shifted its focus to the prioritization of those goals and the identification of potential implementation partners. The strategies and implementation activities created within the People component of EEA are organized under the topic-specific categories of Economic Self-Sufficiency, Community Safety, Health and Wellness, and Education and Training.

### 5.1 ECONOMIC SELF-SUFFICIENCY

A primary area of focus for residents in the creation of this People Plan was on how the community can become a place that better supports families on a path to economic self-sufficiency. Substantial barriers exist for residents within the target area that hinder families' ability to achieve 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's Social Service Coordinator does facilitate programming within Edgehill Apartments and Gernert Studio as a way to address self-sufficiency, those programs are limited in scope, and there are not enough services within the community to meet the full variety of needs related to self-sufficiency.

According to the 2017 American Community Survey 5-year estimates, Census Tracts 162/163, which encompass Edgehill Apartments and Gernert Studio Apartments, as well as portions of the Edgehill neighborhood, indicated 40.1% of residents currently live in poverty, as compared to the rate of 17.2% found in Metro Nashville. Furthermore, the MDHA data shows that the planning target area has a median household income of \$13,496, as compared to the median household income of \$52,858 throughout Metro Nashville.

The resident needs assessment identified a number of barriers to employment and financial success for residents. For young adults between the ages of 17-40, the most common barriers were transportation (34%), childcare (25%), and equally identified at 15% each education level, health issues, criminal record, and lack of government ID. For those aged 41-60, the most common barriers to getting and keeping work were transportation (29%), health issues (21%), and education level (11%). For those over 61 and not retired, the two most commonly identified barriers were health issues (14%) and transportation (12%).

The needs assessment was also used to identify the types of training residents felt would be most beneficial to help find and keep work. The most common resident needs were computer training (30% of 41-60 year-olds), job training programs (25% of 41-60 year-olds), and job placement services (20% of 17-40 year-olds, and 19% of 41-60 year olds). Additionally, 71% of residents indicated that financial literacy education was either important or very important to them. Through work group meetings, MDHA residents were clear in their belief that job training was necessary. While 27% of respondents acknowledged that job training opportunities were available, only 8% of respondents indicated that they took advantage of such opportunities. Work group participants widely cited many of the same barriers accessing programs such as childcare, health, and transportation. Additionally, discussion in those planning sessions suggested that alternative marketing strategies of those services could broaden their reach.

While many employment and other self-sufficiency programs provide online access to resources and tools, the need for computer access and literacy is significant. On average, only 59% of respondents indicated they owned a computer or computing device outside their cell phone, with only 62% indicating they had home internet access other than through their cell phone. From job training programs to completing job applications and online employment, accessing these resources are greatly hindered by cell-phone only internet access. MDHA, in partnership with Comcast offered 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's Edgehill Branch offers access to their computer lab, as well as free public Wi-Fi; however, both are limited to operational hours of the library.

Finally, transportation was consistently reported as the biggest barrier to economic self-sufficiency. On average

31% of residents indicated that transportation was the biggest barrier to finding and keeping employment. While 39% responded that they owned a car, the large majority indicated public transportation (30%), getting free rides from friends and family (10%), paying friends and family (9%), or walking (5%) as their primary method of transportation. While the 12<sup>th</sup> Avenue 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.

The following strategies look to address economic self-sufficiency through increased access to services.

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

- Current: \$13,496
- 5-Year Goal: \$16,195 (20% increase)

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

- Current: 8%
- 5-Year Goal: 20%

**Metric: Percent of residents in target neighborhood ages 17-60 employed**

- Current: 36%
- 5-Year Goal: 45% (25% increase)

**Goals:**

- Households are stable and self-sufficient
- Individuals have access to jobs with living wages in the community
- Increase awareness of existing self-sufficiency programs, and grow to include new programs and services that address gaps
- Individuals, regardless of potential barriers to employment, have access to employment opportunities

***Strategy 1.0: Establish a one-stop shop to locally house services that provide a pathway to success for education, development, and employment***

Throughout the planning process community members reinforced needs assessment results – that the key to addressing barriers for employment is job readiness, and access and awareness to programming that addresses that need. While there are employment related services available in the community, such as programs hosted at the Edgehill Library, most are located outside the target area or are limited to the scope, mission, and capacity of their current facility. Additionally, there are resources such as a database of second-chance employment opportunities or career counseling services that are available to residents through specific providers. However, discussions in community meetings and results from the needs assessment found that those resources were not being effectively used by the community, either because they were not effectively marketed to them, or service providers were unaware of each others respective services and missed referral opportunities. The strategy to create a centralized location where these services could co-locate in the community was developed in reaction to these barriers to accessing self-sufficiency services. The community-suggested location for such a one-stop-shop is either as an independent space within the mixed-use portion of the revitalized Edgehill Apartments, or as a part of the future expanded Edgehill Library.

This one-stop-shop is intended to host a variety of different activities, focused on employment and economic self-sufficiency. While the space should be capable of housing permanent offices for service providers, it should also be designed to host a rotating ensemble of providers – to allow partners located outside of the community to establish a regular schedule to bring their services into the Edgehill community, eliminating the transportation barrier. 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 work of a consortium of service providers.

### ***Implementation Strategies***

#### **1.1 Establish an employment and economic self-sufficiency one-stop shop**

Locate a one-stop-shop that hosts programming targeted towards employment access, awareness, and preparedness within the site to provide service coordination, case management and career counseling, as well as job placement and training. Through partnerships with established providers within the industry, the space would serve initially as a part-time satellite office with

long-term aspirations as a fulltime service location. The model would provide a structure for resident intake and evaluation in order to then pair with appropriate services for further training, counseling, and placement. Additionally, partner organizations in the community, such as Nashville Career Advancement Center and Vocational Rehab, would provide coordinated workshops. Furthermore, services would be available for all residents, including multigenerational and those seeking second chance employments. In addition to direct service, the one-stop shop, 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., Taking a Leap Forward, SNAP, Financial Empowerment Center) provided by partner organizations –whether inside or outside of the target area. A specific focus of the MDHA Social Services staff's work with the information hub should be to forecast upcoming job opportunities generated by the implementation of EEA and to connect residents to the resources they need to successfully pursue those opportunities.

*Implementation Leads: MDHA and American Job Center*

*Implementation Partners: Nashville Career Advancement Center, Metro Nashville Public Library*

*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 funding for the one-stop shop.*

- 1.2 Partner with local employment-related service providers to establish a comprehensive job training curriculum that addresses general job readiness needs as well as preparedness for job opportunities created by EEA implementation.

This curriculum project is designed to establish a comprehensive job training curriculum that could be administered through the one-stop shop. 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

In addition to this general job readiness curriculum, these partners should coordinate with MDHA to forecast the jobs created by Envision implementation and offer an added layer of training that is designed to prepare residents for those job opportunities. These jobs could range from those created during construction to those in the businesses and other entities that locate in the new commercial spaces of the mixed-use development.

Implementation Leads: MDHA and American Job Center

Implementation Partners: Nashville Career Advancement Center, Financial Empowerment 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.

1.3 Establish a comprehensive entrepreneurship program.

The EEA planning process exposed the wide range of incredible talent in this community, and showed that many residents are either interested in or are already on a path to self-employment. In order to meet the needs of those residents wishing to start or expand their own business, this project would create a companion program to the comprehensive job training curriculum at the one-stop-shop. The program would include several activities:

- Identify participants that are interested in owning their own business or who are already operating informal businesses
- Host seminars and classes dedicated to entrepreneurship
- Connect participants to entrepreneur mentorship programs and incubators as appropriate
- Maintain a database of resident-owned businesses

**Metrics: Percent of residents in target neighborhood utilizing supportive services**

- Current: 30%
- 5-Year Goal: 40%

## I AM EDGEHILL

*"Envision Edgehill means that the entire community has an opportunity to come together and give input as well as to pour their hearts into what this new community will look like once it's complete.*

*"My vision is that the community of Edgehill will be vibrant, it will continue to be exciting, it will continue to be cutting edge, and that every person who lives here, works here, or passes through here will know how exciting this community is.*

*"I am Edgehill because I am welcomed, I am hopeful, and I am excited about what Edgehill is to become."*

- **Dawana Wade, Executive Director of Salama Urban Ministries**



Figure 5.1 Dawana Wade leading discussion during an Envision Edgehill People Work Group

This program should also be closely aligned with the work of MDHA Social Services staff in Implementation Strategy. 1.4. As those team members track opportunities generated by implementation of EEA, they will use the database of resident-owned business to connect them with contracting prospects.

*Implementation Leads: MDHA and NeighborH.O.O.D., Inc.*

*Implementation Partners: Pathway Women's Business Center, Nashville Entrepreneur Center, Nashville Business Incubation Center*

*Leveraged Resources: Utilize the case management structure and business network at the one-stop-shop to identify and connect participants. Utilize the proven entrepreneurship programing from established organizations.*

*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.*

**Strategy 2.0: Establish a consortium of service providers to coordinate outreach and drive awareness for existing services in the community.**

Finding a job is not the total solution for a family's economic self-sufficiency. Rather, the success on the path to self-sufficiency requires additional supports. In many cases, the need for supportive services is the biggest barrier to self-sufficiency. These services address the range of barriers to success such as transportation, health, education/training, and nutrition, and for many 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, childcare, and youth programs were areas of most need related to support services.

Identified through community meetings and resident engagement, it was found that many of these services are available in the community but are not being accessed by residents. Reasons cited include hours of operation, lack of childcare, and most frequently lack of awareness of the service. In order to better serve the needs of the community, the People Work Group determined that a consortium of service providers should be established to 1) coordinate marketing and outreach of available services,

and 2) develop a mechanism for referring clients between agencies to holistically meet the needs of their clients. The following implementation strategies provide a structure to create this consortium as well as initial functions of the consortium.

**Implementation Strategies**

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

This survey project would be the foundation of the consortium's creation as well as an annual assessment tool. This annual survey, completed annually, would catalog existing services, while also serving as an annual recruiting tool to bring new services into the consortium. Additionally, based on the data received in the survey, the consortium would determine areas of missed opportunity or gaps in services. For initial launch, MDHA would facilitate the survey in order to then establish the consortium. After the first year, the assessment tool would be a product of the consortium's work.

*Implementation Leads: MDHA*

*Implementation Partners: Salama, MDHA Social Services*

*Leveraged Resources: The partner network already assembled by MDHA Social Services staff.*

*Needed Resources: Resources associated with staff and infrastructure for initial surveying and data analysis*

- 2.2 Establish comprehensive communication strategy to advertise available services throughout the community

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

*Implementation Lead: MDHA*

*Implementation Partners: Salama, MDHA Social Services, consortium partners*

### 2.3 Establish a process to facilitate referrals between Consortium partners

This consortium strategy represents a goal for Consortium partners to create a process to facilitate systematic referrals for clients between agencies. Acknowledging that lack of awareness of available services is one of the major barriers residents identified through the planning process, this strategy will help ensure that no matter which door a person enters they will be connected with the resources they need. This will advance beyond the communication plan developed in implementation strategy 2.2, using information collected in the consortium's annual assessment to create a database of available services and program requirements. When faced with a client whose needs are outside of a provider's scope of work, that database can be used as a screening tool by the provider to find the best place to connect the client.

While this program will be physically distributed among the locations of service provider partners, it could also be available through MDHA Social Service staff at the one-stop-shop, as well as through the Edgehill Library.

*Implementation Lead: MDHA Social Service staff and Consortium partners*

*Leverage Resources: Partnering with Edgehill Library to continue serving as the central location of the community for information and resources.*

## 5.2 COMMUNITY SAFETY

Residents have identified community safety as one of the most important areas to address in order to positively transform the Edgehill Apartments community into a mixed-income community of choice that supports residents' success. As indicated, the target area experiences crime at a higher than rate that Metro Nashville as a whole. With a Uniform Crime Reporting Part I Violent Crimes rate of 31.00 from 2016-2018, residents in the target area are 23 times more likely to experience a violent crime than the average across all of Nashville.

In the EEA target area residents identified issues in the public realm as those most concerning in discussions of community safety. According to the needs assessment, 81% of respondents feel safe in their home, while only 29% feel safe walking around the neighborhood at night. Nighttime was of a particular concern for residents, 82% of which indicated that improved street lighting was either

important or very important as a strategy to improve community safety.

With respect to interactions with police, the planning process showed a more complex story. The needs assessment was largely positive on questions related to policing, with 47% of respondents feeling police responded

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

- Current: 31.00
- 5-Year Goal: 23.25 (25% decrease)

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

- Current: 63%
- 5-Year Goal: 76%

to emergency calls immediately, and 67% said that they feel comfortable reporting problems to the authorities. Furthermore, 63% of residents felt they had positive interactions with police outside of emergency situations. At the same time 68% of residents feel that police profiling is a problem for community safety. Beyond the data, discussions in planning sessions and work group meetings indicated that relations between residents and law enforcement have been strained in recent years, the result of mutual mistrust, national perceptions of law enforcement, and lack of positive communication with younger residents. These discussions centered on policing as a whole, however discussions of the neighborhood police precinct were largely positive, as supported in the needs assessment results.

With violence (89%), drug activity (79%), gang activity (79%), and juvenile delinquency (75%) 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 worked to expand that partnership through onsite security cameras, which 88% of residents requested in the needs assessment. With that said, residents reported desires to see a community policing model (89%) coupled with a neighborhood watch (82%), increased security systems (86%), and anti-gang

initiatives (81%) as the public safety strategies they would like to see in the neighborhood that could promote safety. Taking a comprehensive approach to community safety, the strategies proposed in this plan seek to address crime through prevention, enforcement, and partnerships.

### Desired Outcomes:

- 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: Build a Comprehensive Community Safety Initiative

Throughout the EEA planning process, in the resident needs assessment and consistently in every community meeting and resident engagement event, community safety was steadily cited by residents as a critical element to address for true transformation to occur within this target area. Through the work of the People Work Group, as well as in planning meetings with Metro Nashville Police Department and other community organizations, it was evident that a comprehensive approach that incorporates education, prevention, and enforcement – all centered on deep community participation – is necessary in order to promote 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 engagement efforts by the Midtown Hills Police Precinct, the resident needs assessment identified gaps that should be addressed,

including the desire for more community policing, and the need for greater engagement and advocacy on behalf of resident and community associations. Implementation strategies here attempt to address multiple angles of community safety, from prevention and enforcement to improved defensible designs and increased partnerships between the community and MNPd.

### Implementation Strategies

- 1.1 Establish intentional community policing opportunities

As noted previously, 63% of residents felt they had positive interactions with police outside of emergency situations, yet much of the discussion in community meetings centered on how to bridge the gap of mistrust of police that has emerged in the national consciousness. While residents and community members largely said that they were pleased with the activities of the local police precinct, they put significant work into considering ways to address community safety through deliberate collaborations of community and police. While MDHA has partnered with MNPd to increase police presence in the community through the MDHA Task Force, specialized gang units and increased security cameras throughout the property, 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 MNPd 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

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## I AM EDGEHILL

*"[Through this process] I've started to see more police officers. You can see them playing ball with the kids and communicating with them. It makes me feel like when I was a little girl growing up in Napier and the officers would walk the neighborhood. This feels more like back then and that would keep us out of crime when we know that they are out there and are participating with the kids. It puts a smile on my face.*

*"I am Edgehill because I feel safe and I like the communication [with the officers and college students]."*

- **Mona Murray, Edgehill Apartments Resident**



Figure 5.2 Envision Edgehill Apartments Resident Mona Murray participating in a Resident-Only Meeting.

communications surrounding criminal concerns, issues, and reporting.

Implementation Leads: MDHA and MNP

Leverage Resources: Expanding the partnership already in place between MDHA and MNP

#### Early Action Activities:

- In late 2018, MDHA and MNP-Midtown Hills Precinct signed a one-year MOU where MDHA would fund up to \$70,000 in dedicated police overtime work focused specifically on community policing measures. Pending year one results, partnership will continue on annual basis.
- In 2018, MDHA spent \$280,000.00 to install cameras throughout Edgehill Apartments and Gernert, in partnership with MNP.

#### 1.2 Incorporate Defensible Design Principles within community design guidelines

It is well documented that the design of public spaces has a huge impact on either encouraging or discouraging criminal activity. 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 current design of the Edgehill Apartments community is the opposite – the current buildings within Edgehill Apartments are oriented in a way that actually promotes crime by providing pockets of isolation, limited lighting, and disconnecting street grids. 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 strategy calls for the integration of CPTED best practices within the design guidelines that will shape the redevelopment of the target site, to ensure all elements of the plan from resident and commercial space to proposed parks and street connects ensure safety. By incorporating those elements into the design guidelines, each implementation phase of EEA will be held to those standards.

Implementation Leads: MDHA with MNP consultation

Implementation Partners: Selected architecture and engineering firms selected for each phase of implementation

Needs assessment results surfaced resident concerns about youth crime – 75% of respondents said that juvenile delinquency was a major problem for community safety. At the same time respondents also identified anti-gang initiatives (81%), and youth and adult crime prevention programs (92%) as needed solutions to that concern. Discussions about those needs assessment results during work groups and planning sessions allowed the community to further unpack them and to explore potential strategies and interventions to promote healthy and productive lives for the community's youth. The conversation kept returning to one thing: that there are simply not enough youth programming opportunities available in the community; there are programs available, but not enough to fully meet the need in Edgehill. Due to the lack of constructive, engaging, and fun programs many youth have been left aimless, to occupy their free time without structure. This strategy calls for the intentional recruitment of new services to the area, as well as expansion by existing partners where appropriate. This work will be coordinated with the service provider consortium that the Self-Sufficiency section of this People Plan calls for, with the potential to use the one-stop-shop as a space for outreach and recruitment for programs.

Implementation Leads: Service Provider Consortium, Salama

Implementation Partners: Big Brothers and Big Sisters of Middle Tennessee, Boys and Girls Club, Edgehill Library, Local churches

Needed Resources: To be determined

#### 1.3 Partner with resident associations to establish a program on rights and responsibilities related to lease agreements

This strategy is a resident-led crime prevention project that emerged from discussions in the People Work Group and in other resident engagement efforts that focused on members of the community's ability to hold each other accountable. Specifically, residents talked about negative behaviors in the community that are violations of the leases that everyone living in the current and new communities must sign. While some lease violations discussed are willfully breaking rules, many of the activities

pointed out during planning are unintentional and done without consideration of the impact on neighbors. Residents identified this as an opportunity to build capacity to educate each other on not only the responsibilities of lease holders, but also on the rights of being a member of this community. Through resident association 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.

*Implementation Leads: MDHA and Edgehill Apartments and Gernert Resident Associations*

*Leveraged Resources: Partner with resident association leadership to identify opportunities for increased capacity building*

### 5.3 COMMUNITY HEALTH AND WELLNESS

Health and wellness is an area that encompasses some of the needs most foundational to a thriving community. In many respects the target area for this community plan is a case study for the issues faced by many underserved communities across the nation – lack of access to healthy foods, increasingly high rates of obesity, high rates of smoking, and substance abuse challenges are all cited by residents as some of the most pressing needs to be addressed. On average 55% of respondents to the needs assessment felt their health was excellent, very good, or good, yet the discussion in community meetings indicated a strong awareness in the community that obesity, smoking, and substance abuse were problems within the neighborhood. Many of these issues are compounded by the barriers of access to medical services such as transportation (26%) and cost (28%). Additionally, lack of access to quality fresh fruits and vegetables within the community is seen as a critical problem by residents. At the start of planning residents reported that transportation was a major barrier in obtaining quality foods, a fact that was worsened by the closing of the only grocery store within a ten-minute walk radius of the target area during planning. In addition to addressing health needs through nutrition, increased activity levels were also identified as an opportunity to improve community wellness. While a

community center exists within the neighborhood, residents and community members cite a need for more opportunities for outdoor physical activities, and increased availability of classes and programs for exercise.

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

- Current: 55%
- 5-Year Goal: 80%

**Metric: Percent of residents who go to a primary care physician with health concerns**

- Current: 57%
- 5-Year Goal: 80%

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

- Current: 30%
- 5-Year Goal: 45%

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

- Current: 57%
- 5-Year Goal: 80%



Figure 5.3 Ribbon Cutting Ceremony of the Nashville General Medical Clinic located in Gernert Tower. The clinic is available to all Edgehill Apartments residents as well as the larger community.

Finally, the ability to treat physical and mental health concerns in the neighborhood is limited. Only 46% of residents reported being aware of medical services, doctors or healthcare clinics in the neighborhood, and only 38% of residents are satisfied with the quality of those services. Additionally, 29% of residents say that the emergency room is the first place they turn when in need of routine medical care. The conversation around access to care consistently turned to strategies to increase the number and types of services available in the community, including pharmacy, dental, pediatric, primary care and vision services.

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.

#### Desired Outcomes:

- All individuals can access the resources needed to support their physical and mental health
- Healthy food options are easily accessible to residents

- Neighborhood design and amenities support a healthy and active lifestyle

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

The outcomes desired for improving health and wellness opportunities in the community cannot be done by any organization alone. Rather, a comprehensive approach to community health and wellness that engages many stakeholders is needed to ensure the holistic transformation of this community. This strategy is built around that idea – that by leveraging the resources and expertise of a wide range of partners, change can be made across areas of nutrition, fitness, and healthcare. With limited medical services in the immediate area, severely constrained 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.

### **Implementation Strategies**

#### **1.1 Partner with existing healthcare providers to expand capacity for direct service in the community**

The resident needs assessment showed that the major barriers to the use of a primary care provider are transportation and cost; taking the path of least resistance, 29% of residents rely on the emergency room as their primary care resource. Through work groups and other community discussions the strategy of establishing a new, affordable provider location inside the community was identified as an important step to address those barriers to access. Specifically, the strategy calls for partnering with established providers such as Vanderbilt, Nashville General, and Meharry to open a satellite clinic. Further, it would be possible to partner with clinical education programs such as those at Vanderbilt, Meharry, and Belmont to connect their students to medical service opportunities in the satellite clinic. For an initial location MDHA has identified an underutilized space that was designed as a clinic at Gernert Tower that could be made available.

Implementation Lead: MDHA, clinic partner

Implementation Partners: Nashville General, Meharry Medical, or Vanderbilt Medical

Leveraged Resources: Partnering amongst providers to maximize services offered

Needed Resources: Funds necessary to open a clinic

### **Early Action Activity**

- In early 2019, Nashville General opened a primary care clinic in the ground floor of Gernert Tower
- #### **1.2 Support the growth of existing the community-based urban garden and explore complementary alternative food access strategies**

The USDA has identified this target community as a food desert, and the associated impacts of that have only worsened with the closing of the only grocery store in the immediate area. Consequently, fresh fruit and vegetables are limited within the target area. Community members recognized that, while a new full-service grocery store is a part of the solution, there are a multitude of other

activities that can be part of the solution for food access. This project calls for a partnership with the existing Edgehill Community Garden to expand participation in the program, while also working with partners to establish a community farmers market or host a fresh produce food truck on a regular schedule in the neighborhood.

Implementation Leads: Edgehill Community Garden and the neighborhood association

Implementation Partners: MDHA, Trap Garden, community churches

Needed Resources: Funds for farmers market startup or an established produce food truck vendor

#### **1.3 Establish a full-service grocery store within the community**

Over 96% of respondents from the resident needs assessment said that a grocery store was critical for successful revitalization implementation in Edgehill Apartments. With no full service grocery within the neighborhood and 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

#### **1.4 Establish a healthy living educational campaign targeting youth and adults**

Knowing health goes beyond 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 and healthy home cooking
- Exercise classes and active living coaching
- Substance abuse and counseling
- Smoking cessation
- Life goal planning and self-esteem boosting programs

Implementation Leads: MDHA, Edgehill Library, and Metro Parks

*Needed Resources: Partners with experience to provide education and training, related funding*

1.5 Incorporate design elements within the development plan that will promote healthy and safe living

One of the next steps after the completion of this transformation plan is the creation of design guidelines that will memorialize the community vision of the plan in the zoning for the target area. This project will integrate standards in those guidelines that are designed to build an environment that promotes healthy living. In order to accomplish that goal, these standards will be based on best practices that are known to do things such as ensure better pedestrian safety while providing additional opportunities for safe physical activity for all residents regardless of age or ability. Elements of this project will include, but are not limited to, complete streets designed to incorporate walking and biking, highly functional recreational open spaces, etc.

*Implementation Lead: MDHA*

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

*Needed Resources: To be determined*

## 5.4 EDUCATION AND TRAINING

Throughout the planning process some of the most engaging and animated discussions were on topics of education. Community members were passionate in outlining how educational opportunities are foundational to our youth, be it early learning programs, cultural enrichment, after school activities, or those in the classroom. For adults there was excitement in talking about how digital literacy, adult literacy, financial literacy, job training, and opportunities for non-traditional students in higher education could help transform the lives of members in the community. Through work group meetings and community engagement events the vision for a continuum of programs, services, and opportunities that support life-long learning and development emerged.

The resident needs assessment showed that parents are largely pleased with the quality of education their children are receiving in school, with most rating it as good, very good, or excellent (83% for elementary school, 84% for middle school, and 80% for high school). What emerged in the conversation in work group meetings was a lack of afterschool and enrichment programs for when kids are

**Metric: Percent of residents with children 0-5 whose children attend childcare in the neighborhood**

- Current: 26%
- 5-Year Goal: 31%

**Metric: Percent of residents who describe price of childcare as a barrier to access.**

- Current: 56%
- 5-Year Goal: 44%

not at school. The results of the needs assessment reinforce that view. For example, only 40% of elementary school students participate in those programs, and only 46% of those programs are located in Edgehill. Parents of elementary age children that do not participate in these programs cited price and availability as the biggest barriers to their use. For older children participation is even lower – 28% for middle school students and only 15% for high school students. Again, availability in Edgehill was cited as one of the major reasons these students miss out on these programs. For those children below school age early education and childcare were cited as a critical need by 85% of residents. 57% of households with children between 0-5 reported that they did not use childcare services, citing price (30%), availability (18%), and location (18%) as the biggest barriers to access.

When considering adult learning the conversation focused on education opportunities for technology, finances, literacy, job training, entrepreneurship, and college prep programs – this focus was driven by a desire for these programs to support economic success. The needs assessment echoed that, with computer training (30% of 41-60 year-olds) and job training programs (25% of 41-60 year-olds) most requested, along with 71% of residents indicating that financial literacy education was either important or very important to them. Early education and daycare services were also important factors for adult education – 27% of resident needs assessment respondents with children between 0-5 reported that they attend school. Lack of childcare was identified as a major barrier for adults in pursuing education and employment training.

Seeking to address quantity, access and quality, these strategies seek to develop a system of life-long learning

through early education, after-school and summer programming, and adult education and training.

### Desired Outcomes:

- All children ages 0-5 have access to comprehensive early learning
- All children 5-18 have access to out of school and enrichment programming
- Adults have access to educational and training programs that support their personal development

### Strategy 1.0: Increase quality and access of early education programming

Providing holistic early learning opportunities are critical for the on-going development of children ages 0-5. Within the target area, residents primarily use two early learning providers – Dudley Head Start and the Pre-K program at Carter-Lawrence Elementary. These programs have a combined capacity of less than 200 children, leaving a substantial gap for the number of children in the target area. Edgehill Apartments alone has over 200 children below the age of 6, and that does not account for the additional residents projected for the renewed development, nor the growth in the surrounding neighborhood. While parents were generally pleased with the quality of available programs, only 20% chose them for their quality, and discussion in community meetings frequently turned to making sure that new programming was of a high quality. Many residents noted that they use family and neighbors in the community for at-home childcare – this presents the opportunity to establish a

training and certification program for those providers, with 11% of residents saying they would like to work in childcare. With that said, there is need for additional childcare providers. 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

- 1.1 Utilize an annual survey to gauge current and projected capacity of existing childcare providers

This survey project will provide the data necessary to implement this strategy. Within the first year, the project would provide a baseline of how many children are currently being served as well as any projected changes 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. This annual survey should be aligned with and a part of the annual service provider census proposed in the Economic Self-Sufficiency section of this plan.

Implementation Leads: MNPS and provider consortium

Implementation Partners: Dudley Head Start, Carter-Lawrence Elementary Pre-K

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.

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## I AM EDGEHILL

*I am Edgehill because I went to Carter Lawrence in the 70's, I was six years old, and I remember wanting to continue to be a part of the community because I grew up here, I went to school here. I envision that we'll leave a legacy and get more involved with the children.*

- **Wendy Johnson, former resident and artist featured in Edgehill Envisioned**



Figure 5.4 Artist Wendy Johnson at the Edgehill Envisioned event, showing a childhood image of herself.

1.2 Partner with local institutions to offer early education at existing facilities

To address near-term needs for early learning this project seeks to make use of under-programmed facilities in the community. There are a number of locations such as churches and nonprofit organizations that offer a great deal of evening and weekend programs, but remain unused during peak child care/early learning service hours. This presents the opportunity for those organizations to begin offering this service, or to partner with established providers that are seeking new locations. While some expense may be necessary to ensure all code requirements are met, this project would provide an expedited path to growing early learning capacity in the neighborhood.

Implementation Leads: MDHA

Implementation Partners: Neighborhood organizations with available space

Needed Resources: Structure and costs associated with childcare codes requirements to refit existing

1.3 Establish an in-home childcare training program

In community meetings and resident engagement activities, many residents noted that they use family and neighbors in the community for at-home childcare – this presents the opportunity to establish a training and certification program for those providers. This would not only address the gap in available childcare services, but would also create economic opportunity for residents, as one in ten residents said they are interested in a career in childcare. While these opportunities help address childcare needs, the People Work Group worried that these in-home services were not properly trained or accredited; presenting potentially missed opportunities for resources and accountability for the provider. This prompted the idea for an in-home provider training program. The work group reviewed a similar program offered by Jobs Plus operating in another Nashville community and has endorsed replication of a similar program in Edgehill.

Implementation Leads: MDHA Social Services

Implementation Partners: A training program partner; potentially contract with Jobs Plus to offer technical assistance

Needed Resources: Ability to expand programming to reach residents outside of Jobs Plus’ coverage areas as well as

identify lead to take over training at end of Jobs Plus Nashville’s grant term (year 2020)

1.4 Build a new early learning center

The community determined that construction of a new early learning center would be necessary in order to serve the existing and projected number of children in the community. This project calls for a new early learning center to be built within the mixed-use space to be developed in the course of implementing EEA.

Implementation Lead: MDHA

Implementation Partners: To be determined

Needed Resources: To be determined

**Strategy 2.0: Expand after school and summer programming**

Residents clearly communicated that there is a shortage of

**Metric:** 25% increase in the capacity of after school and summer youth programs.

- Current: 350
- 5-Year Goal: 440

programming available to school-age children outside of the traditional school day. An incredible 95% of respondents to the resident needs assessment said that neighborhood-based youth programs were important to have for a successful community. Further, the needs assessment results document the impact low-neighborhood access has on participation in these programs. For example, only 40% of elementary school students participate in those programs, and only 46% of those programs are located in Edgehill. Parents of elementary age children that do not participate in these programs cited price and availability as the biggest barriers to their use. For older children participation is even lower – 28% for middle school students and only 15% for high school students. Again, availability in Edgehill was cited as one of the major reasons these students miss out on these programs. While Carter-Lawrence offers after-school programs, only 35% of elementary school age children in Edgehill Apartments attend the school and are eligible for those programs. Transportation is also a barrier for older students – 71% of high school students attend Hillsboro

High, which is 4 miles away. That may not sound very far away, yet it creates a huge barrier for students who rely on bus transportation to participate in clubs, sports, and other after-school programs. Outside of programs housed in public schools, organizations such as Salama and Easley Community Center do provide very popular programs. However, the capacity of those programs is not sufficient to meet the demand for all students in Edgehill, particularly among older children. With over 600 children below the age of 18 within the target area, there is a 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 expanded capacity options and new providers.

### **Implementation Strategies**

2.1 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

Aligned with the strategy to partner with neighborhood organization to maximize use of existing facilities for early learning, this project explores using those resources to quickly increase the community's capacity for after-school and summer programming. Facilities like the Edgehill Library and Easley 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. Further, this project calls on existing youth-focused providers, like Salama and Easley Community Center to consider expanding their capacity to service additional youth.

Implementation Leads: Salama, Metro Parks, MNPS

Implementation Partners: Edgehill Library, Easley Community Center, MNPS, Brighter Days, ENP

Needed Resources: Funding strategies to offer expanded services

2.2 Attract new youth program providers to the community that complement existing providers

The previous strategy is focused on maximizing the capacity of existing youth programs in the community. There will be a point, however, where they simply cannot expand any further due to space, staff capacity, or financial resources. This project seeks to leverage the existing partner network within Edgehill to solicit new after school and summer programming providers to the community – residents expressed a specific desire for programs that serve teenage students. The People Work Group suggested that new mixed use or civic developments in Edgehill should incorporate space for after-school and summer programming.

Implementation Leads: MDHA

Implementation Partner: Provider Consortium

Needed Resources: To be determined

### **Strategy 3.0: Expand programming that supports adult learning**

Education and training opportunities for adults are critical for creating successful life-long learning continuum. In work groups and other engagement activities the community focused on digital literacy and computer access, adult literacy, financial literacy, job training, and opportunities for non-traditional students in higher education. The resident needs assessment planted the seed for much of that conversation – respondents said that financial literacy classes (81%) and job training (96%) were important to success in the community, while 23% need computer training right now. As for opportunities to pursue college or technical training, 97% of residents said that college preparation classes are critical, and 96% expressed a desire for financial aid counseling services to help follow those goals. This strategy consists of projects designed to assist in addresses these gaps in the community, while closely aligning with the efforts surrounding the one-stop-shop and in the Economic Self-Sufficiency section of this plan.

### **Implementation Strategies**

3.1 Expand digital literacy training within youth development and job training curriculum

This digital literacy project calls for members of the proposed consortium of providers to incorporate digital literacy training with their current programming. Opportunities for digital literacy training and computer access can be found across many doors, from youth development providers, to job training and self-sufficiency providers. This project will use the foundation of

ConnectHome in Edgehill Apartments to expand programing within partner's established offerings.

Implementation Lead: MDHA

Implementation Partner: Edgehill Library, ConnectHome Nashville

Needed Resources: To be determined

3.2 Partner with internet providers to expand access to affordable internet access

This internet access project looks to establish partnerships with internet providers to expand access and marketing of affordable or free 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: ConnectHome, Internet Service Providers

Needed Resources: To be determined

3.3 Partner with local employment-related service providers to establish a comprehensive job training curriculum that addresses general job readiness needs as well as preparedness for job opportunities created by EEA implementation.

This curriculum project is identical to Strategy 1.2 in the Economic Self-Sufficiency section of this plan. See page 5-3 for additional details.

3.4 Establish a comprehensive higher education and career preparation program.

This education initiative seeks to develop a neighborhood-based infrastructure to support residents who wish to pursue higher education and new career paths. That preparation could be for traditional college degrees, trade school programs, industry-specific training programs, etc. The vision for this project is to establish partnerships with existing providers, which will have a rotating presence in the one-stop-shop to offer classes, or to recruit for their programs. Additionally, staff at the one-stop-shop would be trained to help navigate program applications, financial aid requests, and connect to resources that clients need to overcome barriers to attending those programs.

Implementation Lead: MDHA

**Metric:** Percent of residents using computer training classes

- Current: 13%
- 5-Year Goal: 20%

**Metric:** Percent of adult residents attending some form of school

- Current: 12%
- 5-Year Goal: 18%

Implementation Partner: MDHA Social Service Staff, consortium of providers

Needed Resources: To be determined

# SECTION 6: IMPLEMENTATION PLAN



## SECTION 6

# Implementation Plan

The planning process to create Envision Edgehill Apartments promoted a collaborative approach that was inclusive of various community stakeholders and centered on the needs of MDHA residents. Participants were not only asked to provide input into the development of a vision for the Edgehill Apartments community, but also to commit to action strategies that will advance the implementation of the plan. Early action projects are already underway as a result of these partnerships. Successful implementation of a comprehensive plan like EEA is expected to take 15 to 20 years of continued investment by public and private partners. For that reason, it is vital that a sound structure for implementation be built that includes key partners who are deeply engaged, represent the range of the Plan's contents and can ensure accountability and success. This Section outlines the organizational structure for implementation, summarizes the phasing planning methodology, highlights financing strategies and includes key next steps for successful implementation of the Transformation Plan.

## 6.1 ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION

MDHA has created a dedicated Recapitalization Team to execute the redevelopment of Edgehill Apartments. The 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 Edgehill Apartments Transformation Plan and all its strategies; and 3) 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 provide comprehensive community and supportive services to Edgehill Apartments 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.



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 Edgehill Apartments Transformation Plan are executed and completed in the most effective and timely manner possible. The Executive Program Manager will facilitate the Edgehill Apartments Neighborhood Implementation Group – consisting of the Community Advisory Group

(CAG) and Resident-Only Groups – 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) will be developed between key 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 regularly to discuss and track MDHA-Metro Nashville cooperation to include the Edgehill Apartments Neighborhood Transformation Plan.

The Edgehill Apartments Community Advisory Group (CAG) and Resident-Only Group provide resident and community feedback to executive leadership in their implementation of the Transformation Plan. These organized and active groups meet quarterly with MDHA and monitor progress, provide input for decisions and ensure prior commitments are achieved.

MDHA commits to working with the Metro 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 residents, and be the most cost effective for MDHA and the City of Nashville.

## 6.2 STRATEGIC RECOMMENDATIONS TO IMPLEMENT THE PHYSICAL PLAN:

- 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

### I AM EDGEHILL

*"The future of Edgehill is something to behold because in our new buildings you'll be able to go to the grocery store, hair salons, restaurants just all sort of good things that as of now Edgehill is lacking.*

*"Being that I'm from the South Nashville area, this (Envision Edgehill Apartments) process has helped me to be closer knitted. I like everything that I hear that's going to take place, and I'm looking forward to the day that it becomes real.*

*"Community to me is coming together – in love and unity.*

*"I am Edgehill because I was born and reared out here, this is where I became a student of Carter Lawrence, a student of Cameron; I just belong in South Nashville."*

- **Shirley Trotter, Resident & Survey Proctor**



Figure 6.1 Shirley Trotter participating in The Storytelling Tour.

both Planning Commission and City Council before the Plan can be adopted and implemented.

- 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 moves into implementation for the Transformation Plan.
- Finalize an implementation phasing plan based on those further studies
- Prepare Relocation and Re-occupancy Plan

### 6.3 PHASING PLAN METHODOLOGY

The construction of EEA will be accomplished in multiple phases over the course of an estimated 15-20 years. The Phasing Plan for implementing the Transformation Plan will be crafted using data and considerations that include, but are not limited to:

- Infrastructure improvement requirements – this will include taking into account the influence of stormwater, sanitary sewer, water, electrical, and franchise utilities upgrades have on the geographic sequencing of development projects
- Maximize use of current open spaces in early phases in order to develop units that require demolition of fewer existing units
- The timing required to create new units for resident relocation that enables future phases.

### 6.4 RELOCATION AND RE-OCCUPANCY PLAN

Utilizing experience from the relocation process established during implementation of 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 complete one-for-one replacement of the 380 apartments located in Edgehill Apartments. In order to minimize displacement of residents, demolition and construction will occur in multiple phases to allow for onsite relocation. As outlined within the Phasing Plan Methodology, 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 Edgehill Apartments to a new unit within Edgehill Apartments will be the preferred goal, residents could see multiple 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 will not be directly impacted by the next phase of implementation. By ensuring temporary relocations onsite, 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 Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970-compliant Relocation Plan will be developed by MDHA. In summary, the Relocation Plan will be developed to consider the following:

- Development will be completed in phases, minimizing disruption of current residents
- Infrastructure upgrade requirements will factor into the order of development phases
- Early projects that utilize open spaces will be prioritized in order to minimize disruption to current residents
- As much as possible residents will be relocated within the current Edgehill Apartments property, either directly from an existing unit to a newly built unit 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 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 Edgehill Apartments 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 the Public Town Hall will continue to ensure information is properly conveyed and resident concerns are addressed. Marketing and leasing efforts will be initiated for each phase at least three months prior to construction completion for the workforce and market-rate units of the mixed-income development.

## 6.5 FINANCING STRATEGIES

Implementing a project on the scale of EEA will require a complex collection of funding sources to be successful. MDHA has a strong track record of working with local, state and federal agencies, nonprofit partners, philanthropic organizations, businesses and other community stakeholders, and will leverage that history of success to assemble the resources necessary to bring EEA to fruition.

Key to MDHA's ability to implement EEA is 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 not permitted 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 important aspects of 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 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 private capital markets to make improvements.

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 Edgehill Apartments and Gernert Studio Apartments was completed in October 2017. This conversion will serve as the foundation that allows a variety of funding sources to be used in the implementation of EEA.

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.

### a. 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).

#### **b. 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 LIHTC 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.

#### **c. 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 2018, 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.

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

It is anticipated that NMTC may be used for retail developments in the Plan. The federal NMTC program provides capital markets funding (equity and/or debt 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 2019, the commercial and residential developments proposed in this Transformation Plan are in NMTC-eligible census tracts.

#### **e. Opportunity Zones**

Opportunity Zones are a new community development tool established by Congress in the Tax Cuts and Jobs Act of 2017. The program is designed to provide economic stimulus to disadvantaged areas by providing tax incentives for investors who re-invest their capital gains

into these areas. The incentive becomes more beneficial the longer they are held in an opportunity zone, with gains from the opportunity zone investment becoming tax-free after ten years. The ultimate goal for this program is to provide new jobs and economic growth for the communities that need them the most. The commercial and residential developments proposed in this Transformation Plan are in qualified Opportunity Zone census tracts.

#### **f. 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 assist with planning and developing 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.

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

MDHA may be able to use Nashville/Davidson's allocation of Community Development Block Grant (CDBG) and HOME funds to support the EEA 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 to 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.

#### **h. 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 CIB. Funding for the Plan could be incorporated over multiple years in the CIB.

### **i. 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 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 15 years, whichever is earlier.

### **j. 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.

## **6.6 EEA 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 begin implementation of the Plan. Completion 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.

### **2019-2021**

- Complete Infrastructure Study\*
- Initiate Community Plan amendment process\*
- Initiate Re-zoning\*
- 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
- Define Phase I project and initiate construction