

A vibrant night photograph of the Nashville skyline, featuring the prominent AT&T Building and other illuminated skyscrapers. The city lights are reflected in the waters of the river in the foreground. A large blue diagonal graphic element is overlaid on the left side of the image.

# Equitable Economic Development Fellowship

## Nashville

December 5<sup>th</sup> – 8<sup>th</sup> 2017





The **National League of Cities (NLC)** is dedicated to helping city leaders build stronger, equitable, sustainable and inclusive communities.



**PolicyLink** connects the work of people on the ground to the creation of sustainable communities of opportunity that allow everyone to participate and prosper.



The **Urban Land Institute (ULI)** has a mission to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

# The EED Fellowship is made possible with support from:

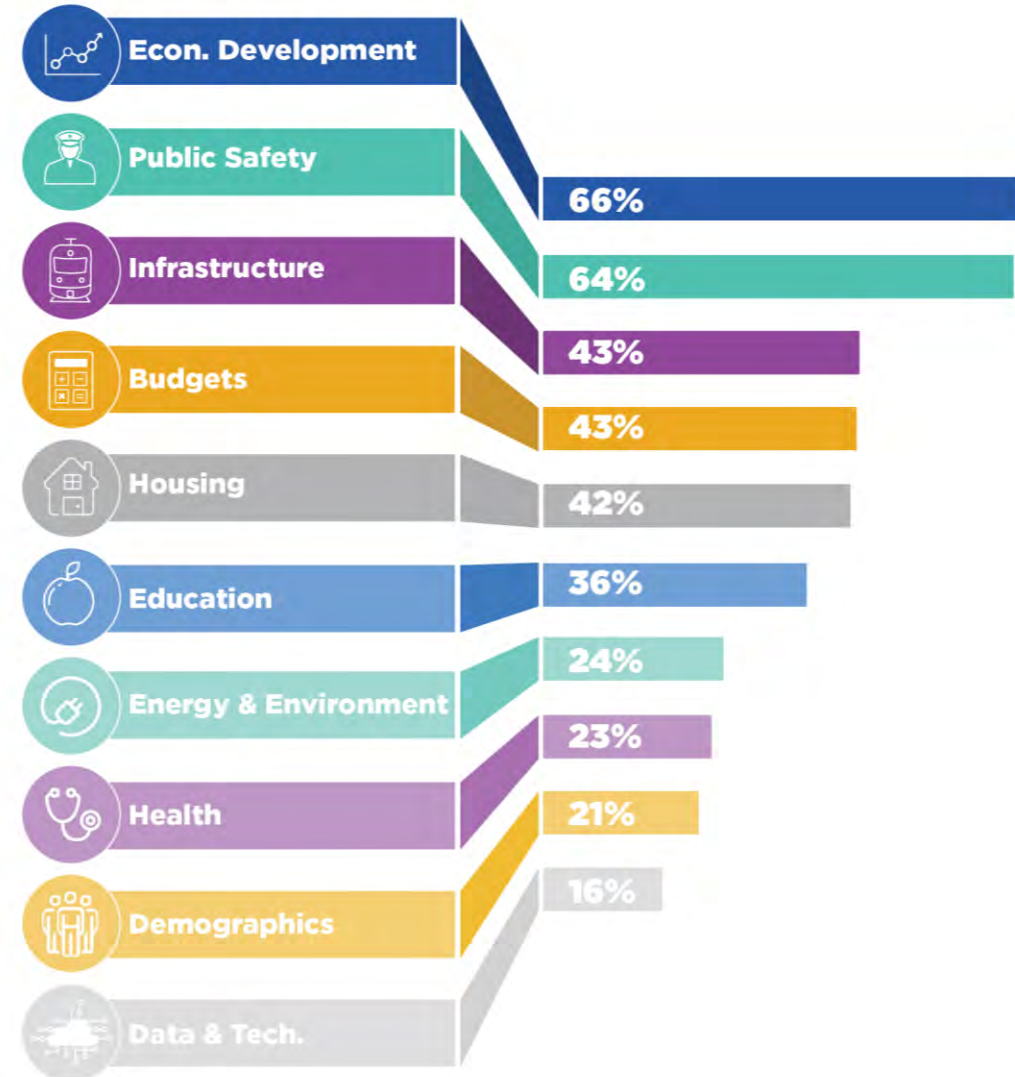


The **Surdna Foundation** seeks to foster sustainable communities in the United States - communities guided by principles of social justice and distinguished by healthy environments, strong local economies, and thriving cultures.

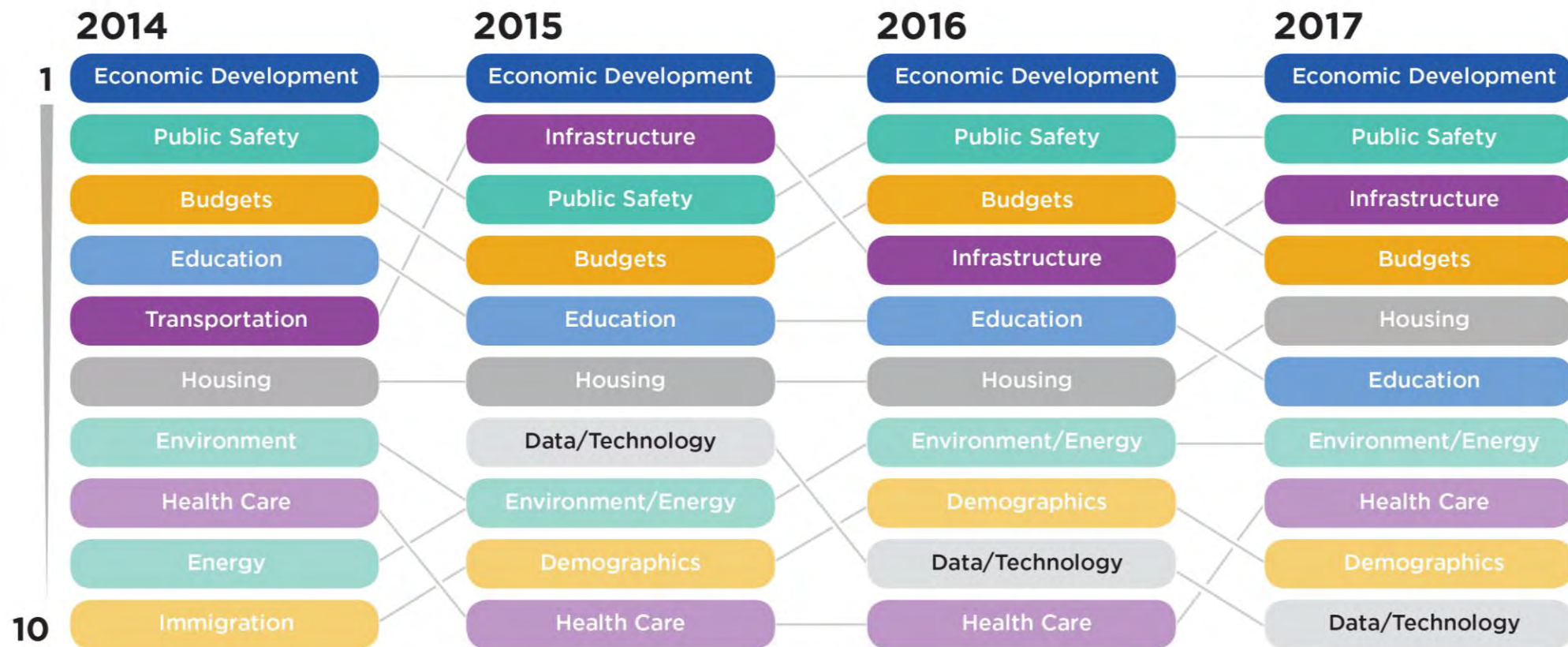


The Open Society Foundations work to build vibrant and tolerant societies whose governments are accountable and open to the participation of all people.

## Top TEN ISSUES



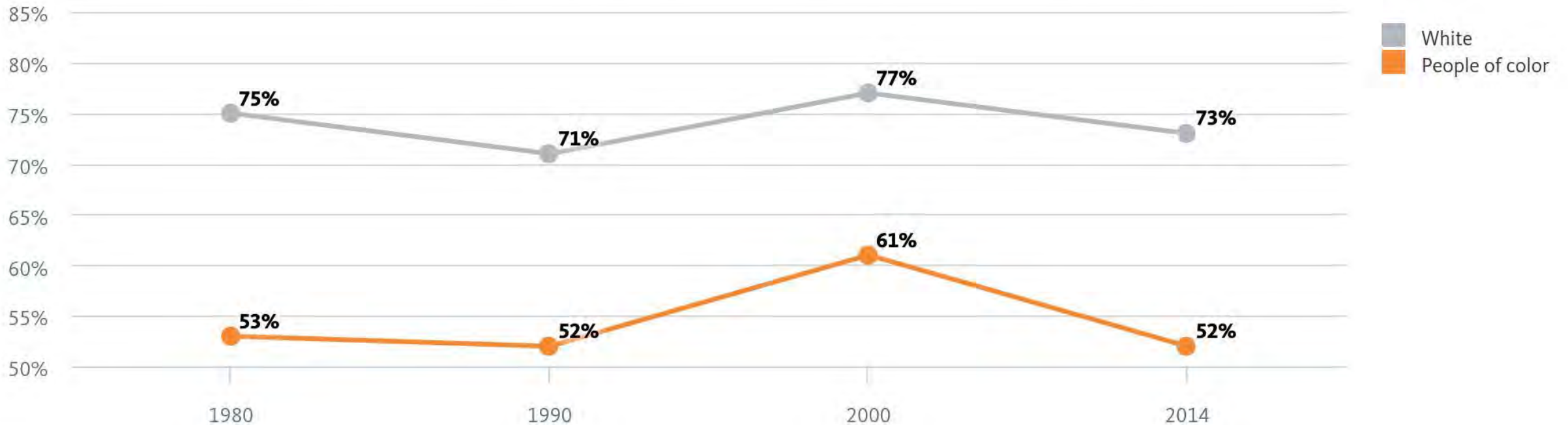
## Top 10 issues over the last four years





# Equitable Economy: The Challenge

Share of workers earning at least \$15/hour by race/ethnicity: Nashville-Davidson (balance), TN, 1980-2014

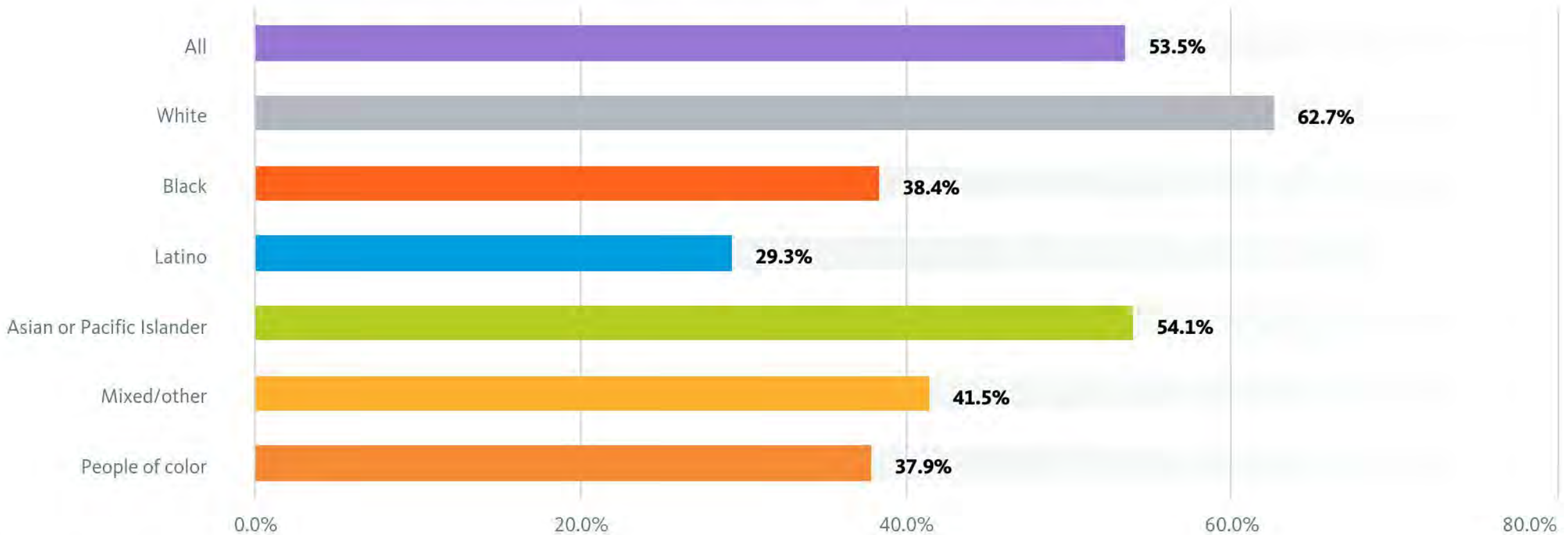


IPUMS

PolicyLink/PERE National Equity Atlas, [www.nationalequityatlas.org](http://www.nationalequityatlas.org)

# Equitable Economy: The Challenge

Percent owner-occupied households by race/ethnicity: Nashville-Davidson (balance), TN, 2014

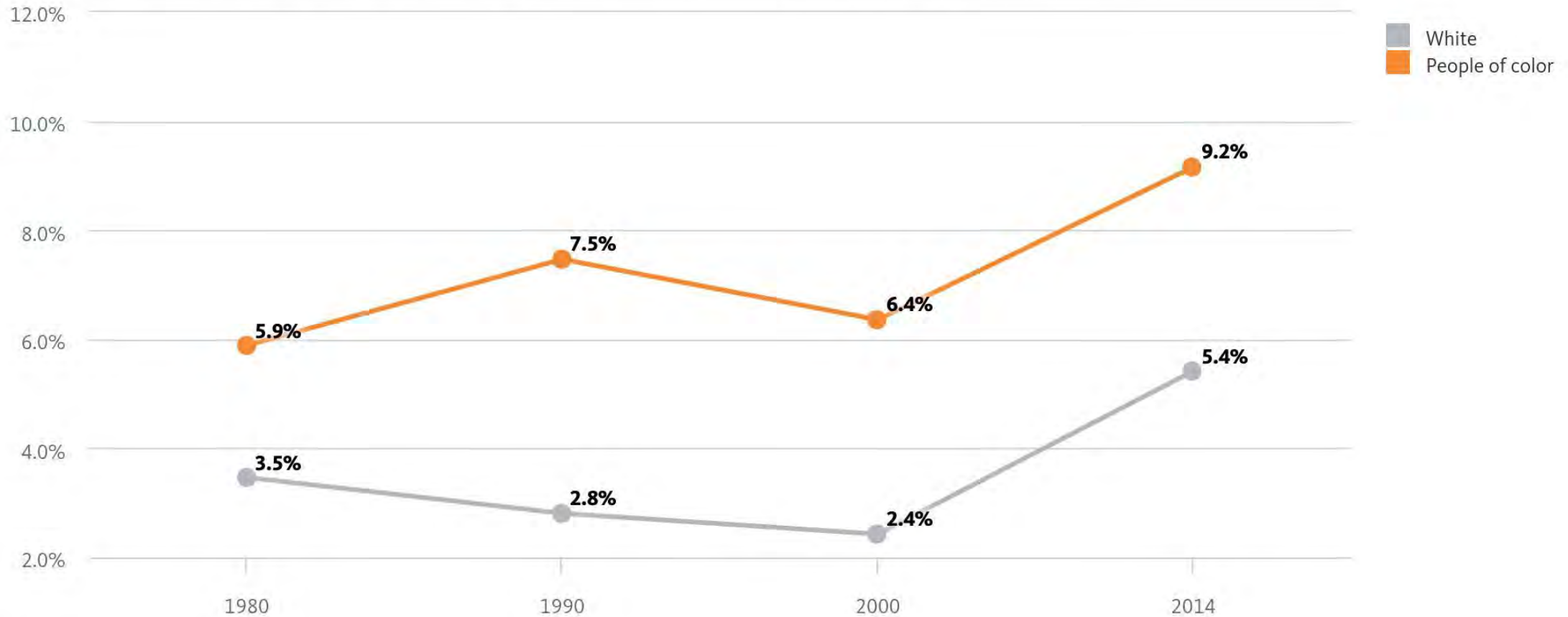


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# Equitable Economy: The Challenge

Unemployment rate by race/ethnicity: Nashville-Davidson (balance), TN, 1980-2014







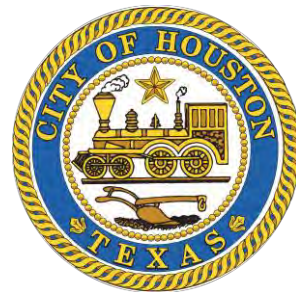
Equality

vs.



Equity













# What is Equitable Economic Development?

- Unlocks the full potential of the local economy by dismantling barriers and expanding opportunities for low-income people and communities of color.
- Through accountable public action and investment, it grows quality jobs and increases entrepreneurship, ownership, and wealth.
- The result is a stronger, more competitive city.

Definition developed by:  
the EED Fellows in 2016



# Problem Statement







# Problem Statement

How can the City develop and implement a people-centered strategy to:

- 1) Retain and grow urban manufacturing sector in the Promise Zone and;
- 2) Connect residents in the Promise Zone to economic opportunities





# The Panel

# The Panel

- **Nadine Fogarty**, Vice President / Principal, Strategic Economics, Berkeley, CA
- **Melissa Anguiano**, Economic Development Manager, City of Sacramento, CA
- **Bill Cole**, President & CEO, Baltimore Development Corporation, City of Baltimore, MD
- **Lori Collins**, Deputy Economic Development Director, City of Phoenix, AZ
- **James Crowder**, Senior Associate, PolicyLink, Oakland, CA
- **Delia Garza**, Council Member, City of Austin, TX
- **Mike Green**, Co-Founder, ScaleUp Partners LLC, Cleveland, OH
- **J. Jean Horstman**, CEO, Interise, Boston, MA
- **David Park**, Director, Resource Management, ULI, Washington, DC
- **Jerry Paytas**, VP Research and Analytics, Fourth Economy, Pittsburgh, PA
- **Katy Stanton**, Program Director, Urban Manufacturing Alliance, Madison, WI
- **Zen Trenholm**, Local Initiatives Organizer, Democracy at Work Institute, Oakland, CA





# Presentation Outline

1. **General Observations**
2. Equity Lens
3. Employment Opportunities
4. Equitable Use of Land and Public Investment
5. Capacity and Resources
6. Conclusions & Homework



# General Observations





# General Observations

- The Nashville economy is booming with unprecedented growth and private investment.
- The city's economic success has not translated into equitable opportunities for all Nashvillians. Now is the time to ensure that all share the benefits.
- City and state priorities are not always aligned.
- Nashville and surrounding regions are growing more diverse and leadership but government and civic sector could benefit from more diversity.
- Nashville's HUD Promise Zone includes a burgeoning, re-emerging industrial neighborhood with a variety of new small manufacturing businesses and coworking spaces.
- Nashvillians have a strong, positive commitment to buying local and supporting the arts. Makers and small businesses have played a vital role in Nashville's "It City" status.



# Challenges





# Challenges

- Small manufacturers are creating jobs, but many makers feel disconnected from each other and from anchor institutions, and excluded from Metro decision-making.
- Business owners are interested in hiring from diverse communities and New American populations. There is no effective pathway to connect residents with employers.
- There is no longer a city funded career and job training center located in South Nashville.
- The City is proposing several potentially transformative development projects in the Promise Zone, including the Let's Move transit plan, a soccer stadium, and the Fort Negley redevelopment project.
- Rising real estate values and rents are driving manufacturers out of core industrial neighborhoods. Wages are not tracking increases in cost-of-living.



# Strengths and Opportunities





# Strengths and Opportunities

- The City is proposing several potentially transformative development projects in the Promise Zone, including the Let's Move transit plan, a soccer stadium, and the Fort Negley redevelopment project.
- Mayor Barry has prioritized improved engagement with businesses and residents.
- There are several post secondary institutions in or near the Promise Zone:
  - Trevecca Nazarene University, Belmont University, University of Tennessee - Social Work Campus and Manufacturing Extension Partnership, Vanderbilt University and Lipscomb University.
- There is political support for mixed-income, mixed-use communities.
- Diverse and progressive city with a growing maker culture and mix of existing manufacturers.
- Tennessee Promise provides tuition free attendance at community and technical colleges.

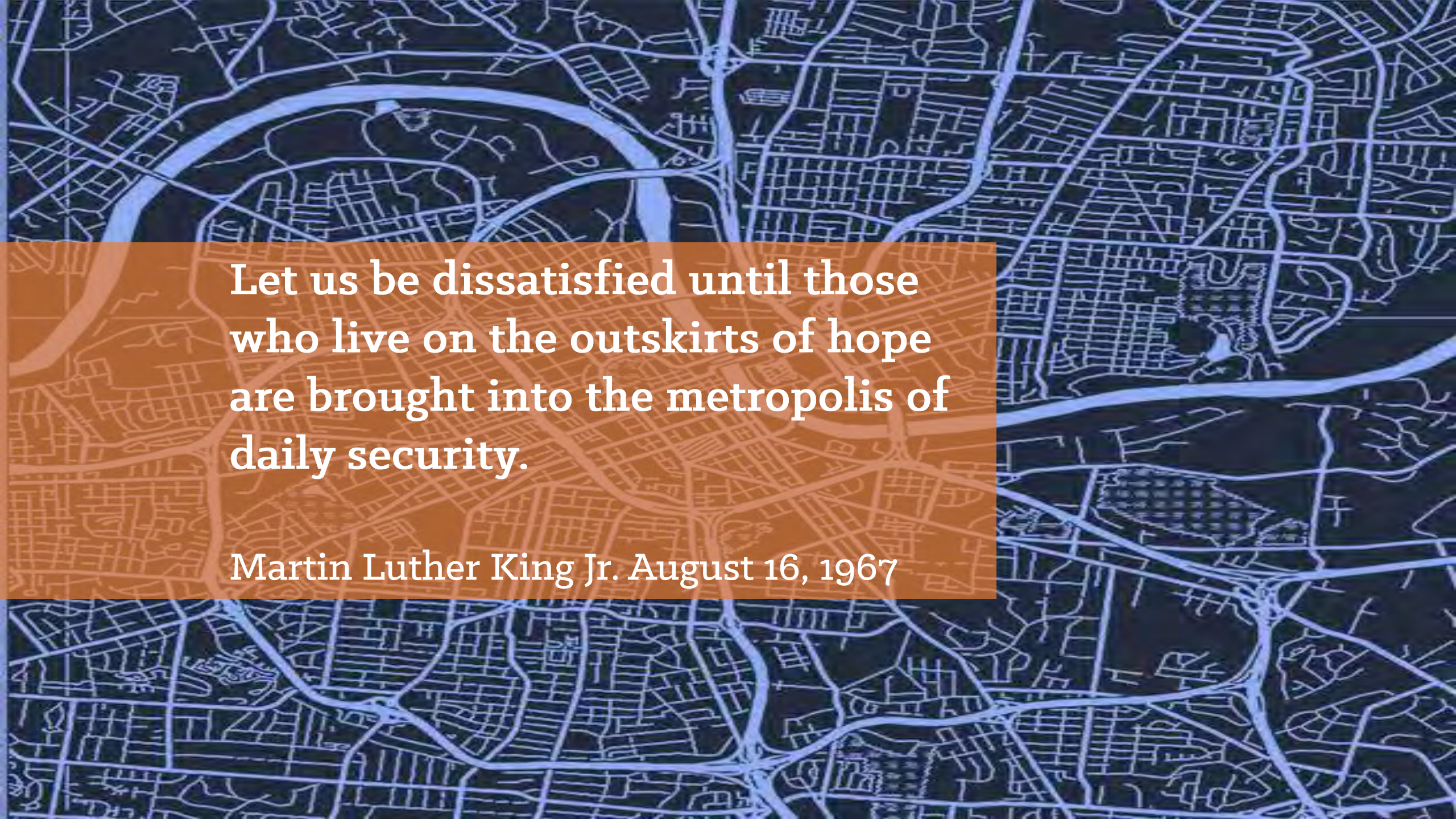




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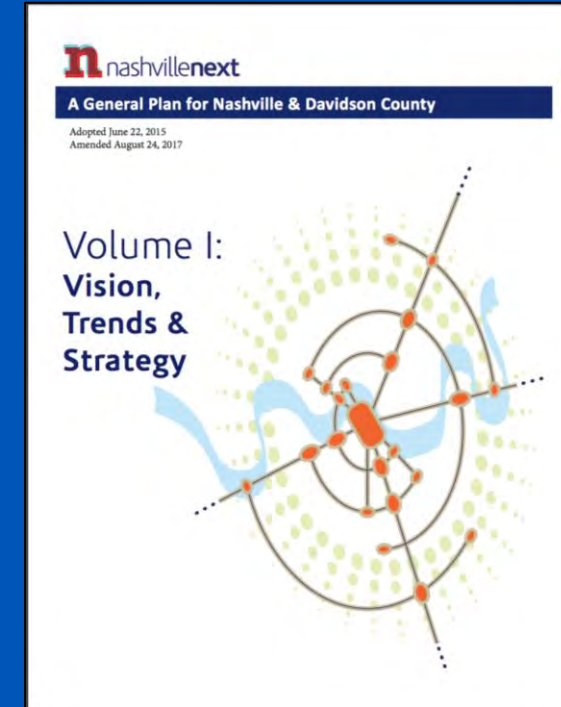
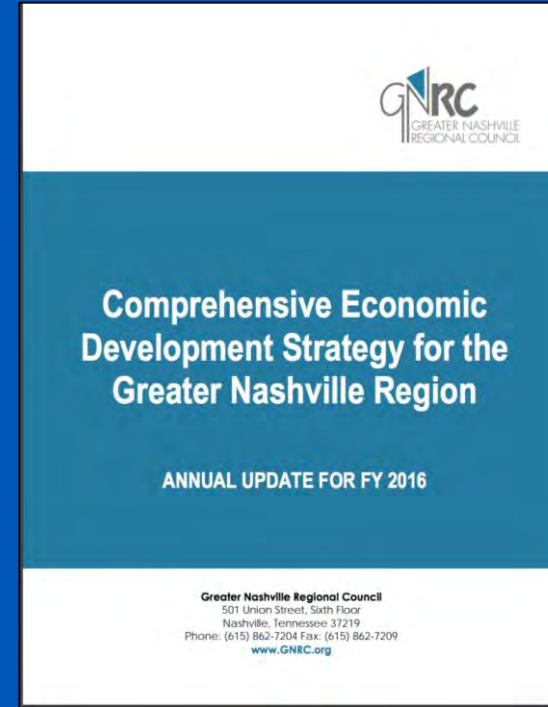
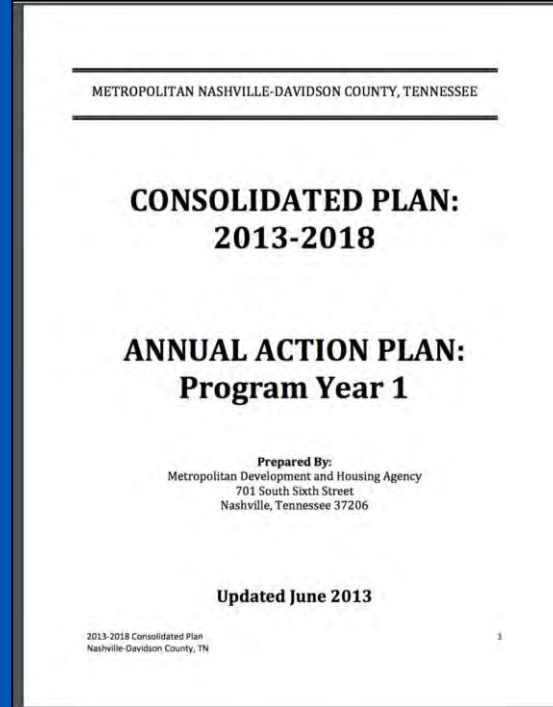
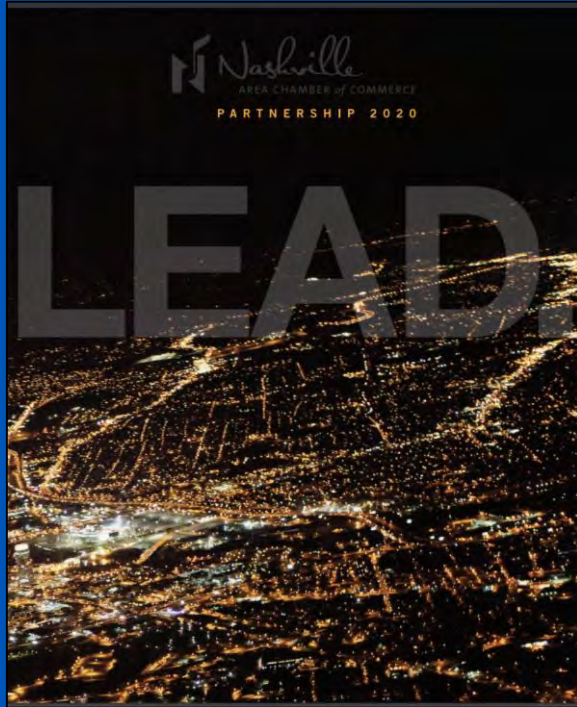


Let us be dissatisfied until those  
who live on the outskirts of hope  
are brought into the metropolis of  
daily security.

Martin Luther King Jr. August 16, 1967



# Strategic Planning





# Equity as a lens



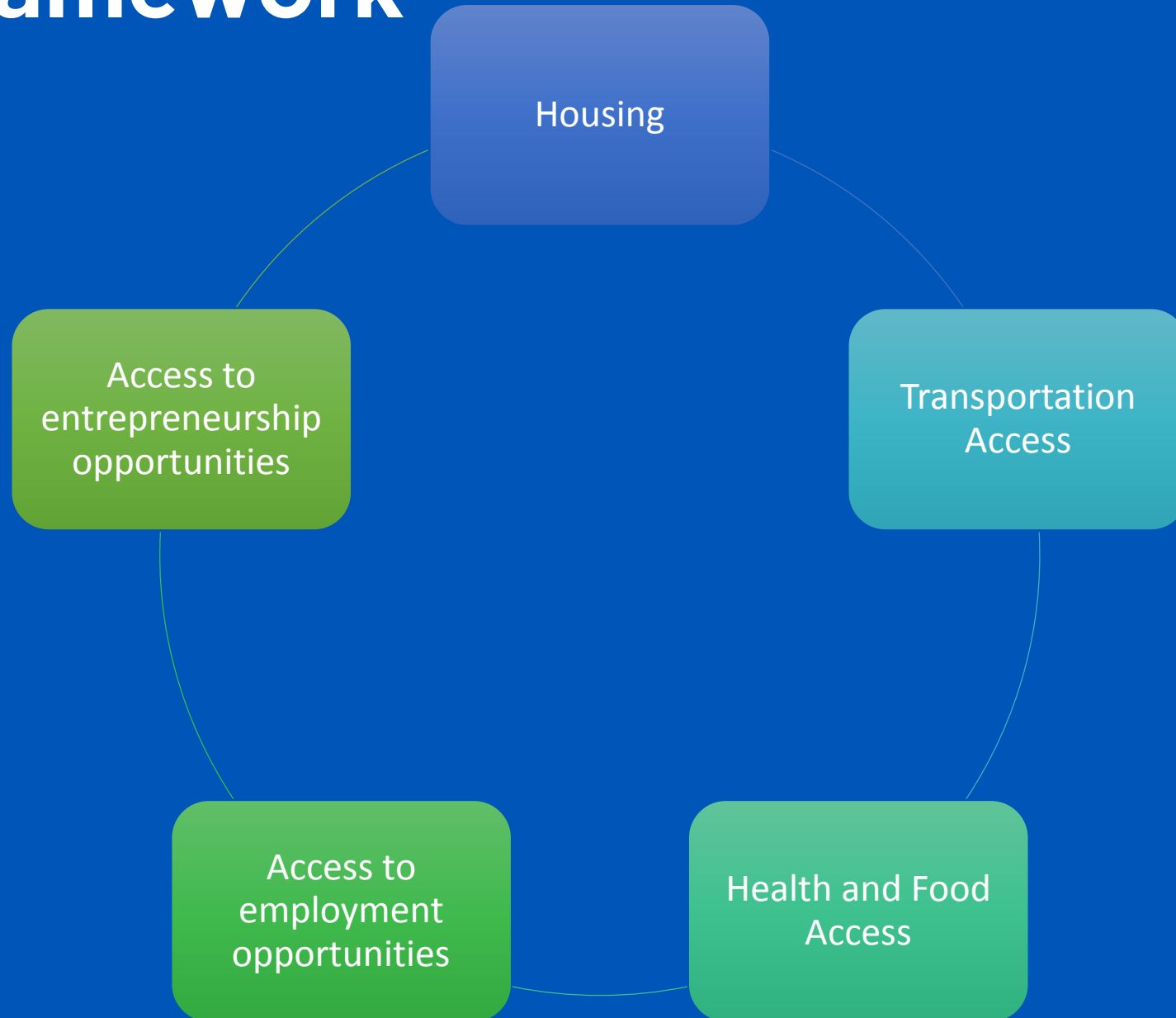


# Equity as a lens

- What is needed to tie these plans together?
- Equity as a lens
  - It sharpens the focus of existing community development and economic development strategic plans on equity.

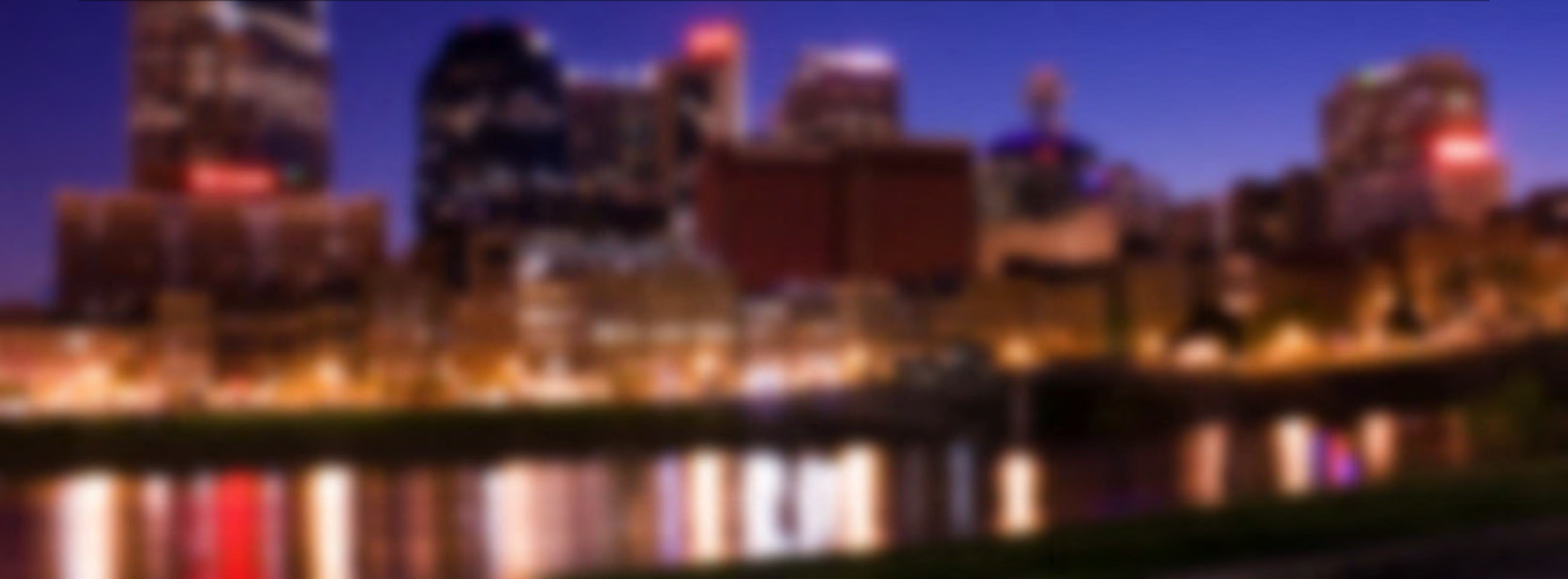


# Equity Framework





Form an Equity Leadership Council to sharpen the focus of existing strategic plans through an equity lens.







Commitment  
Candor  
Collaborative  
Clarity  
Conscientiousness



# Equity Leadership Council





# Equity Leadership Council

- Keys to success
  - Comprehensive representation of ecosystem stakeholders: Community, Education (HBCUs), Policy, Funding, Development, Industry, Entrepreneurs, and Communications.
  - Established authority and decision-making structure to make and approve recommendations.
  - Dedicated resources to effectively collect data and communicate with community stakeholders to ensure inclusion.



**EDUCATION**

K-12 Public Schools  
Charter / Private Schools  
Faith-based schools  
Vocational schools  
Community Colleges  
Universities

**COMMUNITY**

Social / Health orgs  
Community Development  
Housing / Residential  
Faith-based  
Non-government orgs  
Parent / Student groups  
Fraternities/Sororities  
Legacy Nonprofits

**POLICY**

Government  
Public-Private Alliances  
Foundations  
Professional Associations  
Elect/Appointed Officials  
Wealthy/Powerful  
Individuals

**FUNDING**

Government/Taxpayers  
Banks / Financial orgs  
Foundations  
Pensions  
Private Equity  
Venture Capital  
Angel Investors  
Crowdfunders

**DEVELOPMENT**

Economic Development  
Tech-Based Eco Dev  
Regional Development  
Orgs (CEDS Planning)  
Real Estate Development  
Public-Private Partners  
Faith-based Eco Dev  
Universities

**INDUSTRY**

Corporations  
Mature Large / Small Biz  
Successful Startups  
Gazelles  
Professional Associations  
Fraternities/Sororities

**ENTREPRENEURS**

Entrepreneurs  
Associations  
Incubators  
Accelerators  
Conference/Competitions  
Activities/Meetups  
Hackathons  
Startup Weekends

**COMMUNICATIONS**

Media  
PR / Marketing  
Corporations  
Government  
Foundations  
Policymakers  
Newsmakers/Pundits  
Columnists



# Data-Driven Equity Lens



# Data-Driven Equity Lens

The decisions of the taskforce must be data-driven and requires broad and deep research in the Promise Zones:

- Employer needs, demographics, and skill gaps
- Emerging, critical, and second-stage industries, including clusters and areas of job growth
- Housing trends and housing needs
- Transportation access needs
- Workforce development resources available and rates of utilization
- Entrepreneurial resources available and rates of utilization
- Access to healthy, affordable, and culturally appropriate foods
- Childcare and healthcare needs and obstacles



[illegible]



# Data-Driven Initiatives: Examples

## Examples of comprehensive data collection

- Portland Made in Portland, OR
  - Partnered with Portland State University to conduct a comprehensive survey of manufacturing sector.
- Fund 17 in New Orleans, LA
  - Deep grassroots data collection





# Equity Leadership Council Deliverables





# Equity Leadership Council Deliverables

- Promise Zone Census: An annual community-driven survey of homeowners, renters, and business owners in the target areas.
- Equity Leadership Council develops a report that's applied to the multiple strategic plans, identifying:
  - Where each strategic plan aligns with the equity vision including key action items and areas for collaboration.
  - What are the priority short term and long term options for inclusive workforce and entrepreneurship development.
  - What existing assets and resources can be deployed.
  - What success looks like including metrics and outcomes.





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# Employment Opportunities





# Employment Opportunities

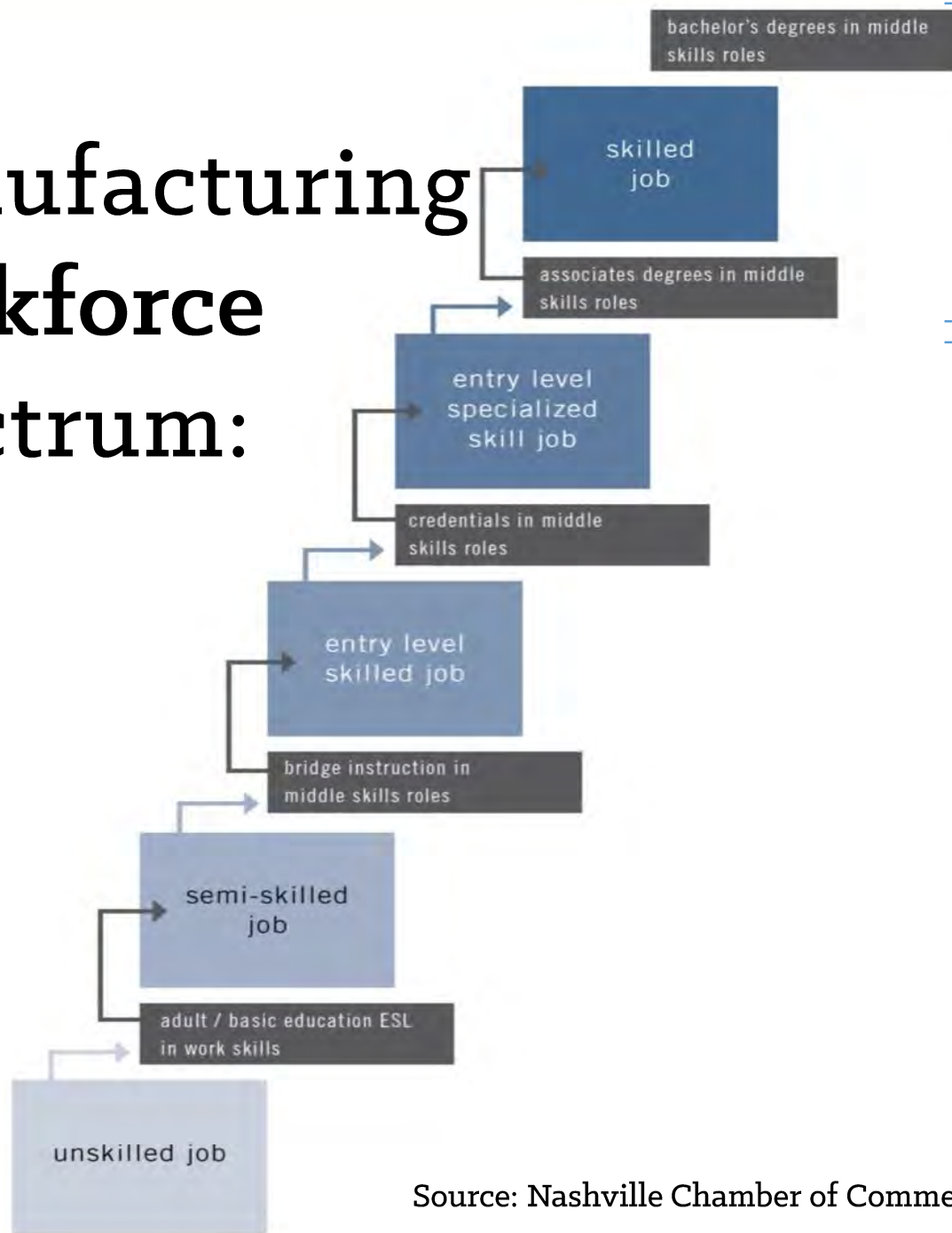
Aligning business  
growth with  
workforce  
development in the  
*Promise Zone*



Photo Credit: Able



# The Manufacturing Workforce Spectrum:



Source: Nashville Chamber of Commerce

## Small-Batch Producers aka “Makers”

- Under 10 employees
- Less than 3 years in business
- Need highly-skilled workers

## Second-Stage Producers

- Between 10-500 employees
- At least 3 years in business
- Needs a spectrum of workers, towards entry-level / skilled jobs

## At-Scale Producers

- At least 10 employees, w/ a management team
- Over 3 years in business
- Needs the full spectrum of workers



# Why Manufacturing as a Career Pathway?

## High-skill

**Occupation**

Industrial engineer

**Education requirement**

Bachelor's degree

**median hourly wage**

\$38.51

## Middle-skill

**Occupation**

Controlled machine tool programmer

**Education requirement**

High school diploma and long term on-the-job training

**median hourly wage**

\$24.62

## Entry-level

**Occupation**

Operator

**Education requirement**

High school diploma and moderate on-the-job training

**median hourly wage**

\$18.81

## Opportunities:

- Low-barriers to entry
- Sustainable wages

## Challenges:

- Identifying businesses
- Identifying employees
  - Building connections







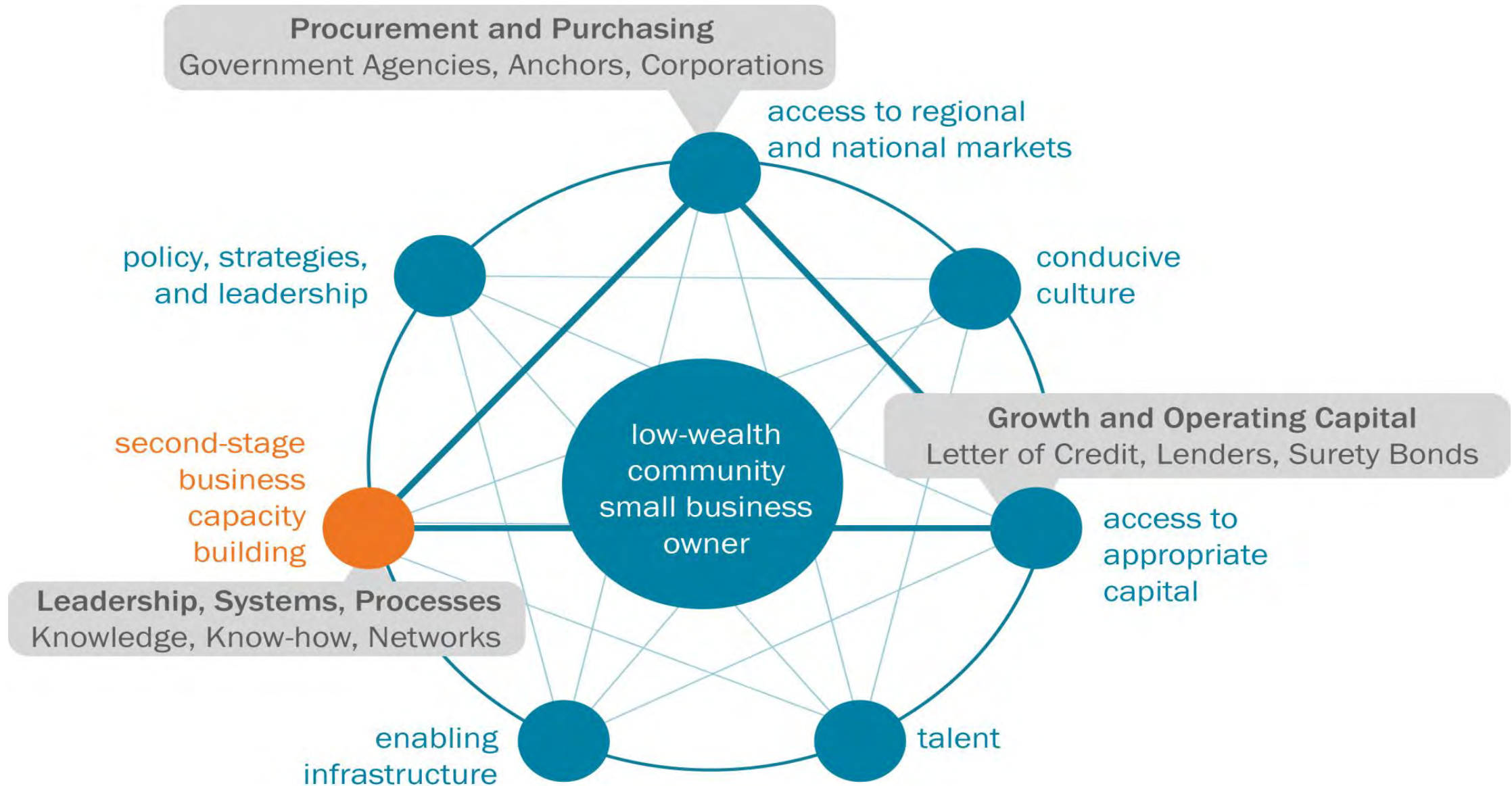


How to align business growth with workforce development in the Promise Zone?

*Create A Local Brand Platform*



# An Equitable and Inclusive Ecosystem





# What Is A Local Brand?





# What Is A Local Brand?

- **Brand:** a logo, name, term or design that creates a distinct place-based identity
- **Platform:** includes the brand and any programs, processes, strategies and organizations which promote and market the brand AND the manufacturers



Source: Urban Manufacturing Alliance; “How to Develop a Locally-Made Brand Platform”

# A Local Brand is?





# A Local Brand is .....

- A people-focused job creation and retention strategy through capacity building for firms & workforce development training for workers;
- A coordinating body that helps manufacturers connect to each other, sell more products, and access new markets;
- A champion for the city, boosting existing efforts to support urban manufacturers of all sizes and sub-industries and the economy; and
- A collaborative effort that creates a sense of community for local manufacturers, service providers, and other stakeholders.



# Nashville Made





# Nashville Made

- Listening tour
- Capacity building for mid-scale businesses
- Firm retention
- Industry-defined workforce training
- Pathways to entrepreneurship

# Listening Tour

## Understand Businesses. Identify Needs. Build Relationships

- Face-to-face conversations with mid-scale (10-500 employees) manufacturing companies in the Promise Zone to truly understand industry & submarket.
- Standardize a suite of questions including:
  - Immediate workforce needs?
  - Lease or own space? (can the real estate support industry growth?)
  - Do you want to scale?
- Collect data with intent of sharing the aggregate results.
- Voices will emerge! Convene a collaborative of employers, service providers and stakeholders.
- This will help build social capital and gain trust.







10. Using the terms listed below, think about how you would have described yourself at the time your business was started, and how you describe yourself today.

	(choose up to 3 per column)	
	At founding	Today
Manufacturer	<input type="checkbox"/>	<input type="checkbox"/>
Designer	<input type="checkbox"/>	<input type="checkbox"/>
Engineer	<input type="checkbox"/>	<input type="checkbox"/>
Artist	<input type="checkbox"/>	<input type="checkbox"/>
Artisan	<input type="checkbox"/>	<input type="checkbox"/>
Entrepreneur	<input type="checkbox"/>	<input type="checkbox"/>
Maker	<input type="checkbox"/>	<input type="checkbox"/>
Business Person	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

#### **Section2: Business Size & Growth Plans**

*Please note that all of your responses will be kept confidential. Results from this survey will be reported in the aggregate with NO individually identifiable information; your individual information will NEVER BE SHARED.*

11. What was your total revenue in 2016?

- ☐ Under \$25,000
- ☐ \$25,000 - \$49,999
- ☐ \$50,000 - \$99,999
- ☐ \$100,000 - \$499,999
- ☐ \$500,000 - \$999,999
- ☐ \$1M - \$4.9M
- ☐ \$5M - \$24.9M
- ☐ \$25M or over

### Possible Tool:

Urban Manufacturing Alliance – UMA  
State of Urban Manufacturing Report  
Survey Tool

# Short Term: Employer Capacity Building





# Short Term: Employer Capacity Building

Develop a capacity building program for second-stage employers in the Promise Zone, and abutting communities



## 2016 Annual Impact Report:

- 70% increased revenues by average of 43%
- 5.8 new FTEs created per business
- Average salary of \$52K

Interise's capacity-building program, the StreetWise 'MBA'<sup>™</sup>, is a peer-based model that provides established small business owners in low-wealth communities with the business knowledge, the management know-how, and network relationships they need for resilient growth.

# Mid-Term: Industry Defined Workforce



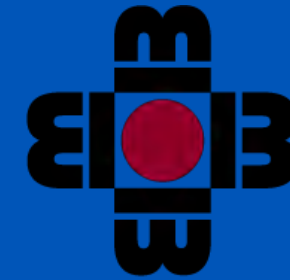


# Mid-Term: Industry Defined Workforce

Institutionalize industry-defined workforce training for Promise Zone residents.



- Prepare for success in 15 weeks or less.
- Advanced training while earning industry credentials, work experience and post-secondary education all while employed.



Bidwell Training Center

- At BTC, majors are related to employer needs
- work with leading local and national corporate partners to identify high-demand careers.
- These companies help us develop our majors and hire our graduates
- **Completion Rate: 71% - 89%**
- **Placement Rates: 78% - 91%**

# Med-Term: Retention Strategy





# Mid-Term: Retention Strategy

## City of Phoenix Economic Development

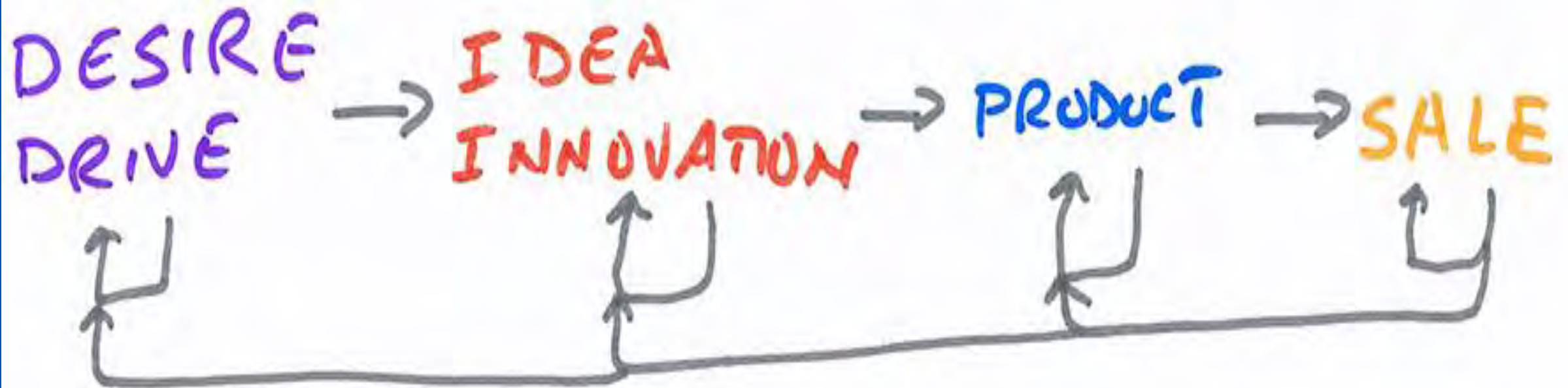
- Department Goal:
  - 500 Business Retention and Expansion (BR&E) visits each year

Aside from business intelligence and job expansions, outcomes include:

- Relationship with Arizona Manufacturing Partnership
- Sector-led identification of job specific skills training

# Long Term: Pathways to Entrepreneurship in Promise Zone

## ENTREPRENEUR PATH







# Long Term: Pathways to Entrepreneurship in Promise Zone

Create pathways to entrepreneurship for residents of the Promise Zone



Rising Tide Capital is a non-profit organization whose mission is to assist struggling individuals and communities to build strong businesses which transform lives, strengthen families, and build sustainable communities.

**RISING TIDE**   
ENTREPRENEURS HAVE AN  
**87%** SURVIVAL RATE BEYOND  
THE FIVE-YEAR MARK.

**WITHIN 2+ YEARS**  
**THEY ALSO SEE A 49%**  
**INCREASE**   
IN HOUSEHOLD INCOME.



# Presentation Outline

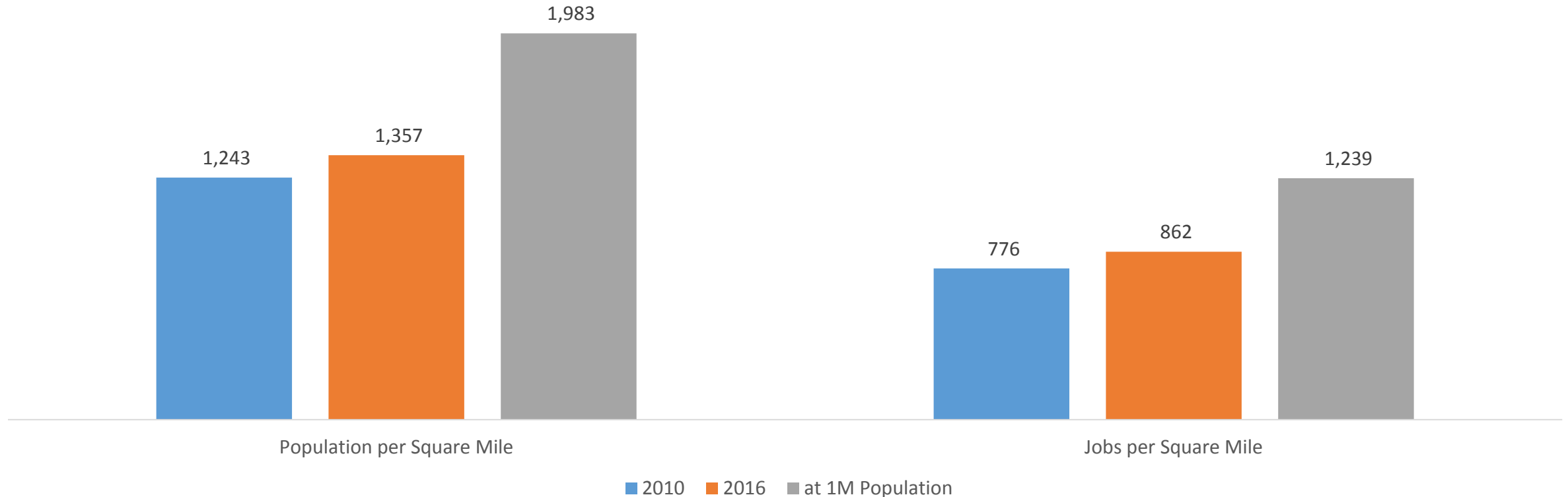
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# Density

## Nashville Will Need to Accommodate Additional Density as it Grows

+ 620 people per square mile and 380 jobs per square mile



# Equitable Use of Land

Absent intervention, this is the future of the Promise Zone:

- Manufacturing and industrial jobs will continue to move out.
- Residents will also be displaced.
- Businesses will have greater challenges recruiting low-skilled employees.
- Neighborhood culture and identity will change.
- Other planned investments will amplify current market direction:
  - Soccer stadium
  - Light rail line

Addressing this issues will require preserving industrial land, manufacturing space, and retaining affordable housing.



# Equitable Use of Land



# Equitable Use of Land

Special project zoning facilitates the change from manufacturing uses to residential

- Leads to unpredictable development
- Undermines any intentionality in trying to preserve manufacturing space
- Residential uses price out industrial and manufacturing uses in areas zoned for mixed use



# Equitable Use of Land

## Potential policy solutions

- Strategically site additional density
  - Identify community goals for jobs and housing within the Promise Zone.
  - Promote environmental justice.
  - Develop a reconciliation process for land use conflicts that doesn't displace industry.
- Solutions will need to be informed by analysis of land use needs.
  - Market study for artist space and manufacturing space.
  - Current RFP for inventory and market analysis for industrial space for South Nashville can be a first step.



# Who Creates Jobs?

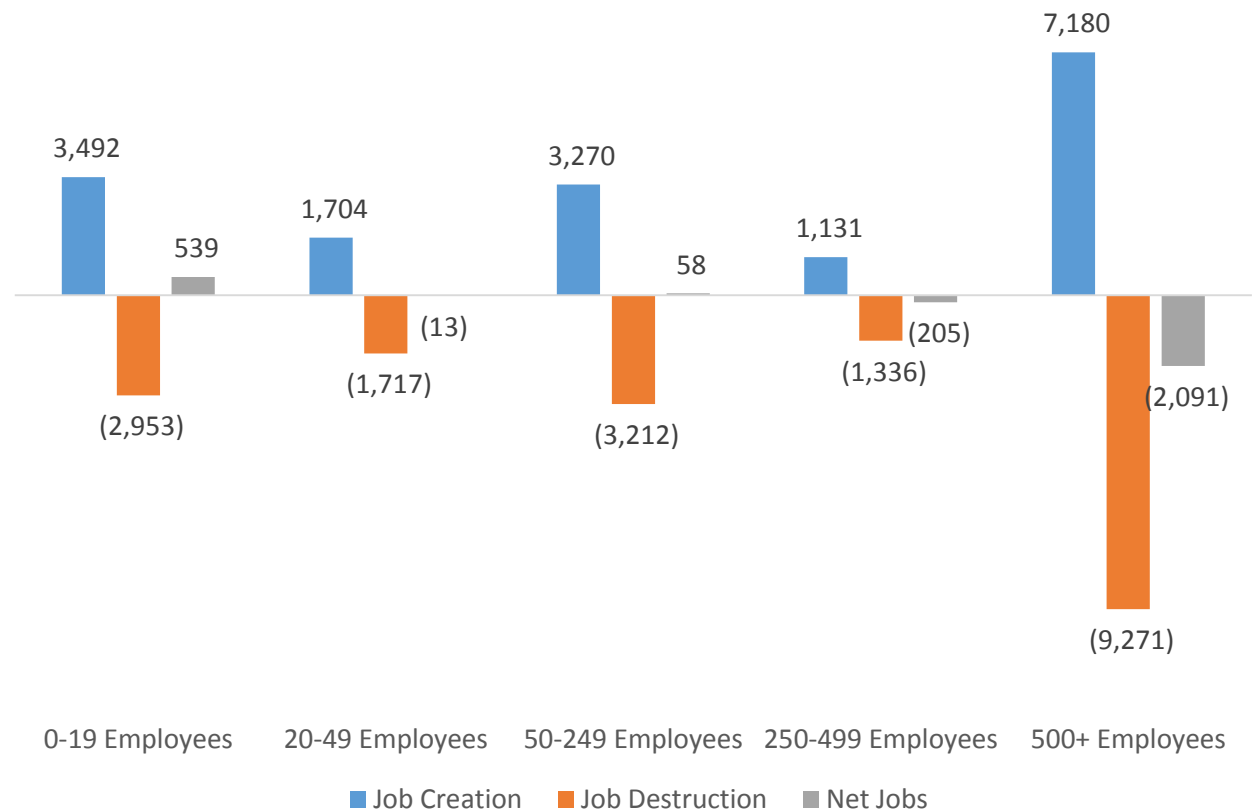




# Who Creates Jobs?

- Large manufacturers create and destroy large numbers of jobs
- Small manufacturers create 4 times as many jobs as large manufacturers

Davidson County Job Creation and Destruction in Manufacturing 1999-2016



# Public Investment





# Public Investment: Focus Incentives on Goals

Nashville has lost 7,000 manufacturing jobs over 10 years.

- Companies are either shutting down or moving to suburban locations where space is available and real estate is cheaper.
- 75% of the manufacturers employ less than 20 workers.

Focus incentives on goals:

- Need to create personal property tax exemption or reduction on equipment and fixtures for manufacturers.
- Focus on job creation tax credit in the targeted zone.
  - Numbers of jobs created should be low to open the benefit up to small, growing manufacturers.
  - Limit benefits to those jobs that provide family sustaining wages.
  - Provide extra incentives for companies that establish preference for local residents.
  - Focus or limit the incentives to targeted manufacturing industries.
  - Consider establishing an incentive matrix similar to Austin.
- Focus on upscaling existing workers using targeted workforce and training dollars in these zone to create career pathways for people.
  - Create incentives to businesses that get Promise Zone residents into training (regardless of where job is located).

# Public Investment: Be Selective & Intentional With Incentives

- PILOTs for renovation of industrial space for manufacturing purposes.
- Brownfields tax credits to clean up contaminated property and preserve industrial land.
- Focus existing incentives and PILOTs on smaller companies to create jobs in the areas where most needed.
  - Small business generate more jobs and tend to have a more significant local economic impact.
  - Nashville may not need large incentives to attract big employers given its tremendous growth, low tax rate, and educated workforce. Large incentive deals have not directly benefitted the Promise Zone or its existing employers.
  - Incentives should be used in neighborhoods and employment sectors where unemployment is higher than the metropolitan average.



# Public Investment: Incentives Support Quality Places

- Align transit, affordable housing and quality jobs.
  - Focus on retention of existing residents and employers.
  - Preserve existing land uses particularly for manufacturers near transit lines.
  - Review HUD Section 3 requirements for transit oriented development projects to ensure local residents are given maximum opportunities for work.
  - Tie preservation of jobs to transit expansion.
  - “Either locate the jobs where the people are – or locate the people where the jobs are”.

“Tax breaks and subsidies don’t lure employers, great places do.”

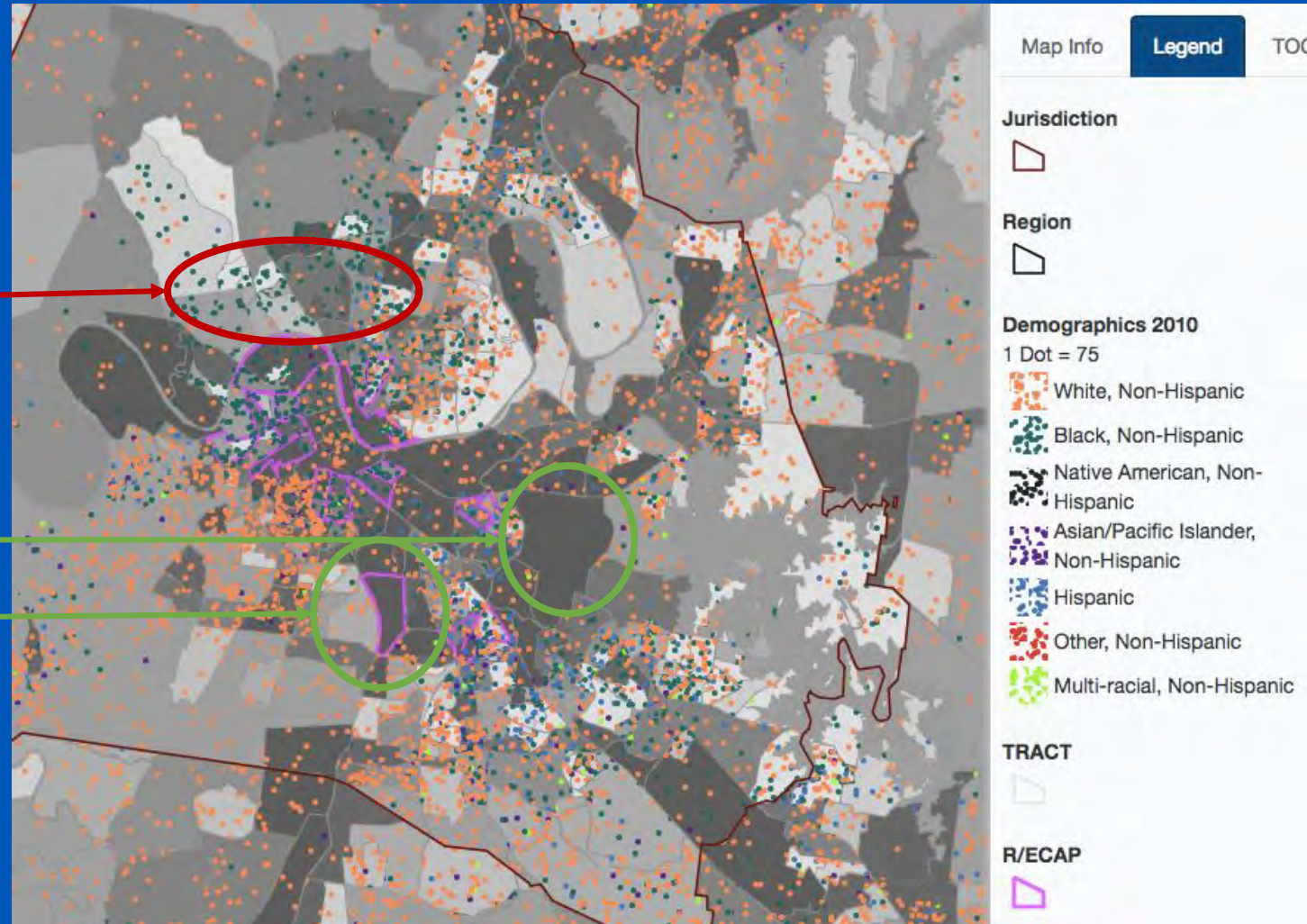
Smart Growth America

# TOD can include manufacturing

- Transit should link people and jobs
- Jobs should be located near housing and transit
- Housing should be located near jobs and transit

Need Jobs

Need Housing



Source: HUD Affirmatively Furthering Fair Housing, Map 8: Demographics and Job Proximity





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# Capacity and Resources





# Capacity and Resources

- Prioritize public funding to catalyze an equitable economic development program.
  - Racial Equity Toolkit in Seattle – assess policies, initiatives, programs, and budget issues.
- Partner with anchor institutions: Historically Black Colleges and Universities (HBCUs) and other universities.
  - Contract with local university – UT-Austin collecting data to develop common metrics for workforce development program performance that will guide budget decision-making.
  - Tap into business and technical expertise - Columbia University Harlem Small Business Development Center provides resources, mentorship, and programs.
  - Service learning and data collection – professor researching sustainable supply chain at Belmont State University.

# Capacity and Resources: Example



**INTERLOCAL COOPERATION CONTRACT  
BETWEEN  
THE CITY OF AUSTIN  
AND THE  
UNIVERSITY OF TEXAS AT AUSTIN'S RAY MARSHALL CENTER**

This Interlocal Cooperation Contract ("Contract") is entered into by and between the Contracting Parties shown below pursuant to authority granted in, and in compliance with, the *Interlocal Cooperation Act, Chapter 791, Texas Government Code*.

The City of Austin Economic Development Department (EDD) recognizes the need for a broader system of workforce development and equitable access to opportunities that span a continuum of services across the lifetime of an Austin resident. In furtherance of this need, the City seeks new data and exploration of both the adult workforce system as well as the youth talent pipeline.



Columbia University - Harlem SBDC





# Capacity and Resources



# Capacity and Resources

- Community Development Financial Institutions (CDFIs) – pool financial resources of communities of faith and other nonprofits.
  - Leverage deposits for lending.
  - Provide access to financial training and products.
  - Learn from existing programs:
    - White Rock Baptist Church, Philadelphia – congregation started credit union in underserved and underbanked neighborhood.
    - Northeastern University has partnered with LISC Boston and Kiva to provide microloans of \$1K to \$50K to small businesses.
    - Pathway Lending, Nashville - preservation of underserved small businesses, affordable housing, and sustainable communities.





**LISC**  
Boston

**kiva**

Loans that change lives



# Capacity and Resources



**Nashville Area Hispanic  
Chamber of Commerce**



# Capacity and Resources

## Nashville Area Chamber of Commerce

- Revise agreement and incorporate equitable development and inclusion goals of hiring workers and locating businesses within Promise Zone
- Contract with minority chambers such as the Nashville Black Chamber of Commerce and Nashville Area Hispanic Chamber of Commerce to ensure that all voices are at the table



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# Conclusions & Recommendations

- Nashville can build on its economic success by using a data-driven equity strategy to expand opportunity to disconnected communities and sectors.
- The untapped potential for living-wage, urban manufacturing job creation lies within second-stage companies and companies on the cusp of becoming second-stage businesses.
- Prioritize public funding and resources for equitable economic development.
- Target incentives to support smaller urban manufacturers and provide jobs for existing residents.
- Leverage partnerships with anchor and financial institutions, and the local chambers.
- Develop an intentional strategy to preserve affordable land and manufacturing space in the Promise Zone.
- Collaboratively map, develop and strengthen the Nashville small business ecosystem with its members.

# Homework – Next Steps

1. Identify representatives of the 8 communities of influence to participate in an Equity Leadership Council and set a time for a 1<sup>st</sup> convening.
2. Hold a social event to continue to build support for the Nashville Made Brand.
3. Use the suggested case studies to identify potential ways to increase connectivity between employer staffing needs and potential local employees through effective workforce development strategies.
4. Make 1<sup>st</sup> contact with university programs that could potentially help the City compile needed data. (eg. Inventory industrial land and businesses at risk due to pricing and other pressures)
5. Collect best practices of criteria for incentives that better target small manufacturers and businesses that create jobs for existing residents.

**Next Check-in:**

**Fellowship Mid-Term Retreat: Los Angeles | January 24-26, 2018**



# Thank You

# Equitable Economic Development Fellowship



## Thank you to the following people for assisting our panel:

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