

Thanks to the following people for their help and support in making this panel possible:

- The Honorable Karl Dean
- Deputy Mayor Greg Hinote
- Rick Bernhardt, Ann Hammond, Jennifer Carlat, Craig Owensby, Cynthia Wood, Hilary Kahnle of the Planning Department
- Bert Mathews, Mathews Development Company
- Alexia Poe, Director of the Mayor's Office of Community and Economic Development
- Rose Faeges-Easton, ULI Nashville District Council



Nashville, Tennessee

4th and 8th Avenue Corridors

A Rose Center Advisory Panel



**Urban Land
Institute**

Daniel Rose Center for Public Leadership in Land Use

What is the Urban Land Institute?

The Urban Land Institute (ULI) is a nonprofit research and education organization that focuses on issues of land use and real estate development.



ULI's Mission:

To promote leadership in the responsible use of land to create and sustain thriving communities worldwide



What is the Urban Land Institute?

With over 30,000 members worldwide, the heart of the ULI experience is an open exchange of ideas, networking opportunities, and the ability to work with the leaders of the land use industry.

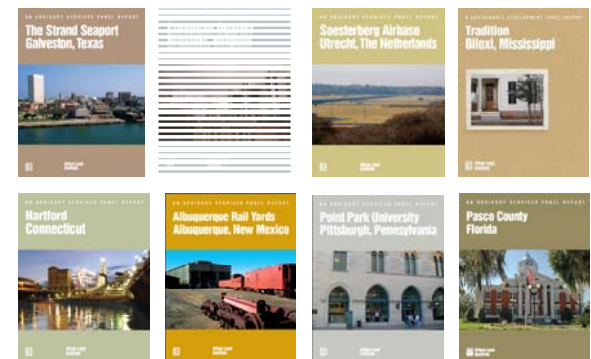
Members include:

- Developers
- Builders
- Engineers
- Attorneys
- Brokers
- Planners
- Market Analysts
- Investors, Bankers and Financiers
- Academics
- Architects and Designers
- Public officials



Advisory Services at ULI

- Panels since 1947
- 15-20 panels a year
- Panel provide independent, objective & candid advice to governments, private firms and non-profits.
- Panelists are volunteers; not paid
- Process
 - Review background materials
 - Receive a sponsor presentation & tour
 - Conduct stakeholder interviews
 - Consider data, frame issues and write recommendations
 - Make presentation
 - Produce a final report



ULI Daniel Rose Center for Public Leadership in Land Use

Mission Statement

“ . . . to encourage and support excellence in land use decision making. By providing public officials with access to information, best practices, peer networks and other resources, the Rose Center seeks to foster creative, efficient, practical, and sustainable land use policies.”

Rose Center Panels

- Four Cities: Nashville, Phoenix, Minneapolis & Philadelphia
- An integral part of the Rose Center Fellowships
- Focuses on a specific land use policy issues facing the Rose Center Fellowship Cities
- Involves the 4 Fellows from each City
- Combines the Rose Center Mission with the independent and objective advice of a ULI Advisory Services Panel.



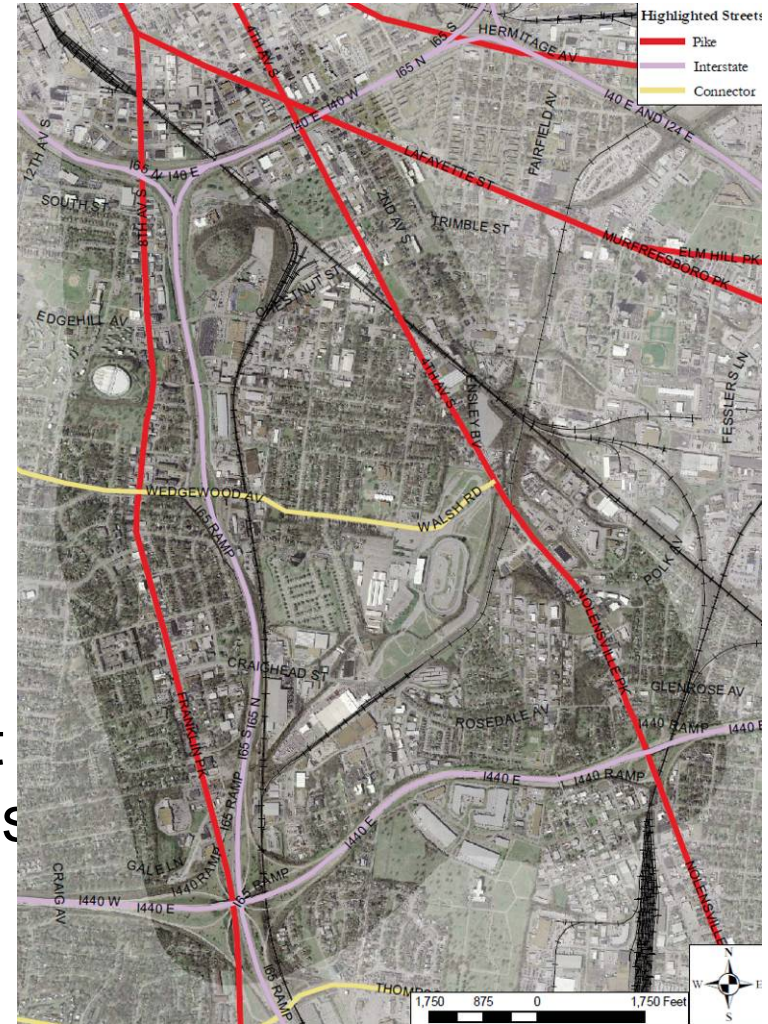
Panelists

- Chair: Mike Higbee, Jr., Managing Director, Strategic Capital Partners, Indianapolis
- Carlton Brown, CEO, Full Spectrum of New York
- Nando Micale, Principal, Wallace Roberts & Todd, Philadelphia
- Richard T. Reinhard, Deputy Executive Director, Downtown DC BID
- Christopher Stienon, Urban Matrix, Brooklyn, NY
- Richard Ward, VP Development Management, Zimmer Real Estate Services, St. Louis



Nashville Panel

- Panel Focus is on:
 - 4th Avenue South Corridor
 - 8th Avenue South Corridor
 - Fairgrounds
- Strategies and Tools for:
 - Addressing complete transportation options
 - Housing and services support for surrounding neighborhoods
 - Infill opportunities
 - Maximizing transit options



Rick Reinhard

Process

- Nashville/Davidson County losing market share rapidly to outlying areas
 - 2008-25: Davidson to grow 20%; outlying areas 67%
 - Davidson market share to decrease from 35% to 30%
- Propose commitment to growth parity—to create sustainability and smart growth



Nashville's Opportunity

- Young professionals seek urban walkable lifestyle
- Strong commitment to quality urban design
- Reinvestment has created value in Nashville neighborhoods
- Commercial corridors have not enjoyed same appreciation (underutilized & vacant properties)

Why Corridor Focus?

- New demand for neighborhood-scale services from adjacent community
- New demand for more transportation options
- Changing role: public utility for moving cars downtown to moving people and providing local retail & services



Strengths of Corridor Process

- Planning Dept. engaged public in visioning process
- New Urbanist principles captivating public imagination
- Creation of specific plans on corridors with implementation of urban design overlay zoning on some



Weaknesses of Process

- New regulations not sufficient to shape investment in weak-market corridors
- Concern over phasing grandfathered props
- Disconnect b/w form/use vision and market incentives
- Disconnect b/w form/use vision and street design, transit options



Process Suggestions

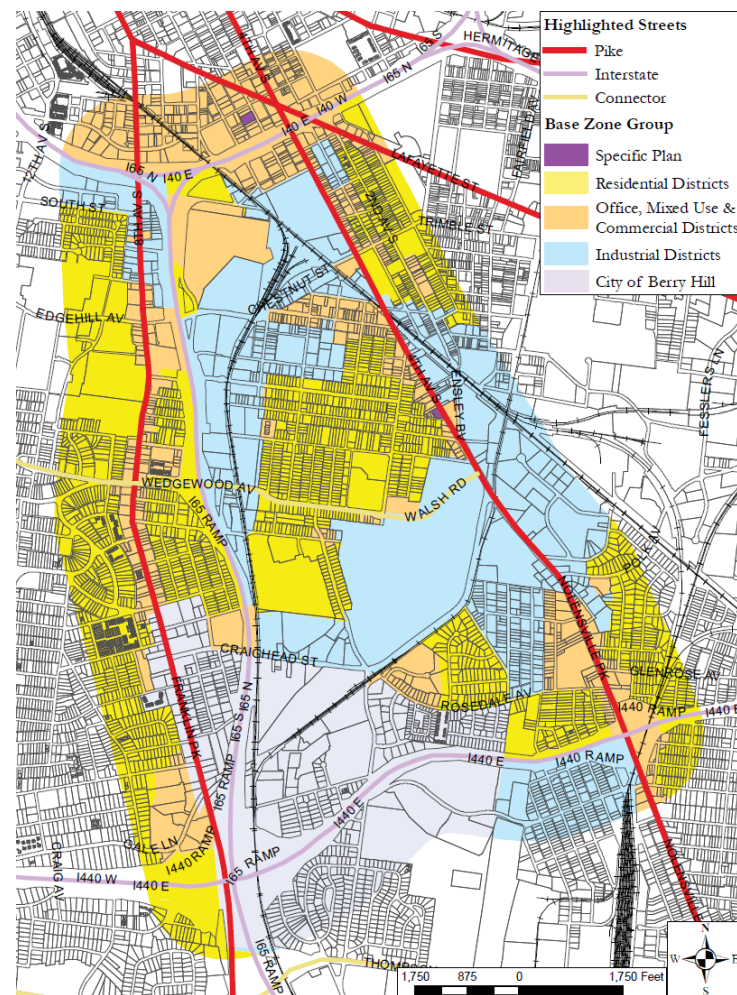
- More zoning flexibility needed to accommodate local market dynamics
- City needs to provide incentives through public infrastructure investment & economic assistance
- Interdisciplinary approach needed to implement vision

Define Public Roles & Responsibilities

- Land use regulation: Planning
- ROW design: PW, TDOT, Planning?
- Land assembly finance: MDHA?
- Transport funding: feds, state, MPO, Metro?
- Transit facilities/ops: MTA
- Economic development tools: MDHA?

4th & 8th Corridors

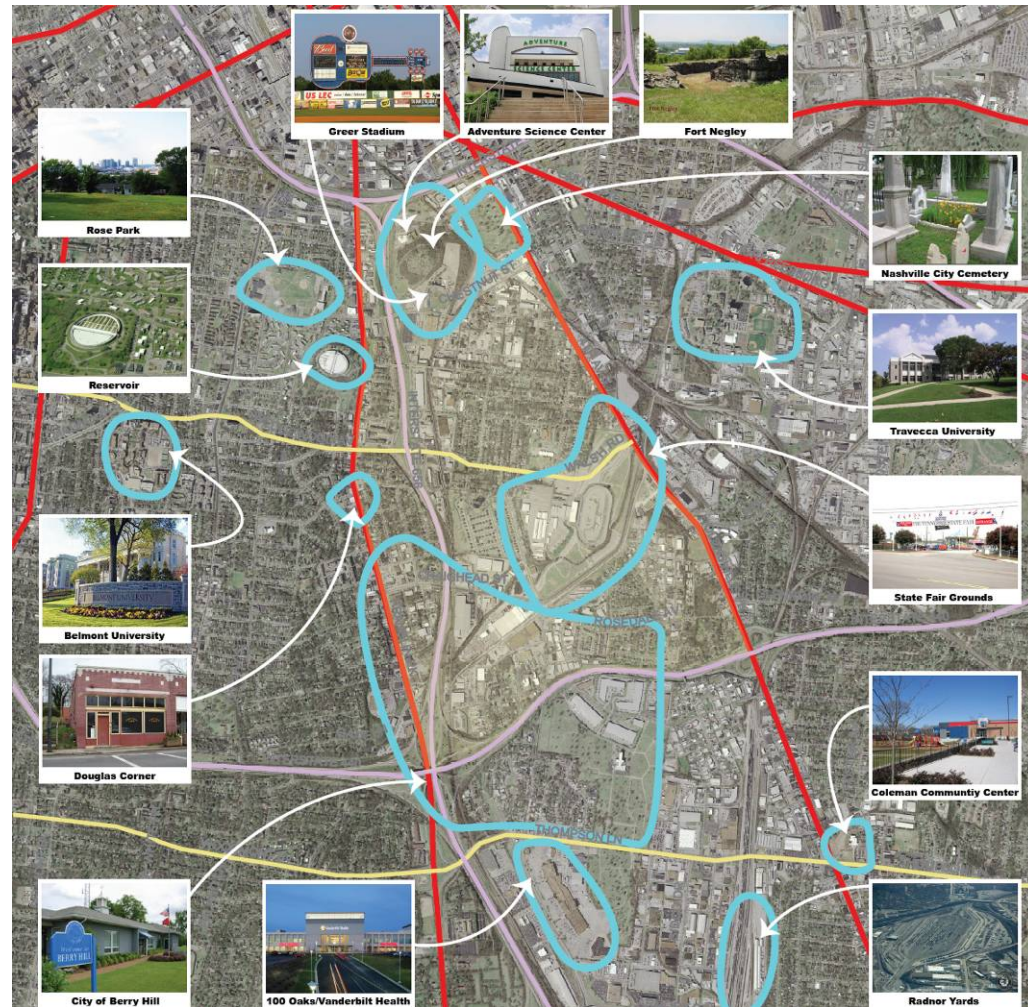
- Demonstration projects will stimulate
 - Big: Fairgrounds redevelopment
 - Small: Vacancies on corridors (bowling alley, Mercury dealership)
 - Infrastructure: public realm improvements



Richard Ward

Market Influences & Trends

- Demand for urban lifestyle
- Corporations in the urban core
- Health services, IT, music, state, higher education demand
- Vanderbilt, others' demand for housing, shopping
- Proximity to downtown
- Unique mix of uses, opportunity for long-term sustainability



Uses	Market Potential			Desirability		
	High	Med	Low	High	Med	Low
Residential Detached Single-Family Row/Townhome Multi-Family Condo Multi-Family Rental	 	 		 	 	
Retail General Merchandise Home Improvement Grocery Store Restaurants Entertainment		 	 	 	 	
Office Medical Office Corporate HQ Back Office/ Call Ctr.	 			 	 	
Industrial Self Storage Office/warehouse Light Manufacturing		 	 	 	 	

Residential Market

- 42% (2,175 units) owner occupied, most single-family
 - Demand shift toward condo, given rising prop values, land scarcity
 - Conservative est. 10% (220 units) growth by 2020
- 58% (3,035 units) multi-family rental
 - Relative proportion to persist
 - As economy improves, multi-family infill expected to continue
 - Conservative est. 15% (450 units) growth by 2020

Office Market

- Regional average build & absorb, 750k-1M SF per year
- Average downtown absorption 100k SF per year
- No significant supply in study area; could absorb 500k-1M SF by 2020
- One or more office campuses could be developed if land available (e.g., Fairgrounds)

Other Uses

- Significant opportunities for higher education & med institutions for support facilities, could replace underutilized industrial in study area
- Light industrial: some viable, others in decline; challenge to preserve jobs, foster new businesses

Development Capital

- Debt capital from conventional sources scarce, equity capital rates challenging
- Role of public capital elevated
- City must consider how to use public resources such as infrastructure

Fairgrounds Redevelopment Objectives

- Establish a vibrant focus for the community
- Create high quality jobs and community wealth
- Provide a unique community amenity
- Achieve attractive, well designed facilities, site and landscaping

Fairgrounds Redevelopment Options

- Public ownership/occupancy
 - Park/open space
 - Public institution, entertainment venue
- Non-profit cultural, educational or higher education institution
- Private commercial
 - Corporate offices
 - Retail shopping & entertainment
 - Mixed-use town center
- Affordable residential development

Nando Micale & Christopher Stienon

Existing Conditions and Opportunities

- 3 frameworks:
 - Natural systems
 - Connectivity
 - Land development
- Opportunity for mutual economic, environmental, connectivity benefits when these frameworks intersect



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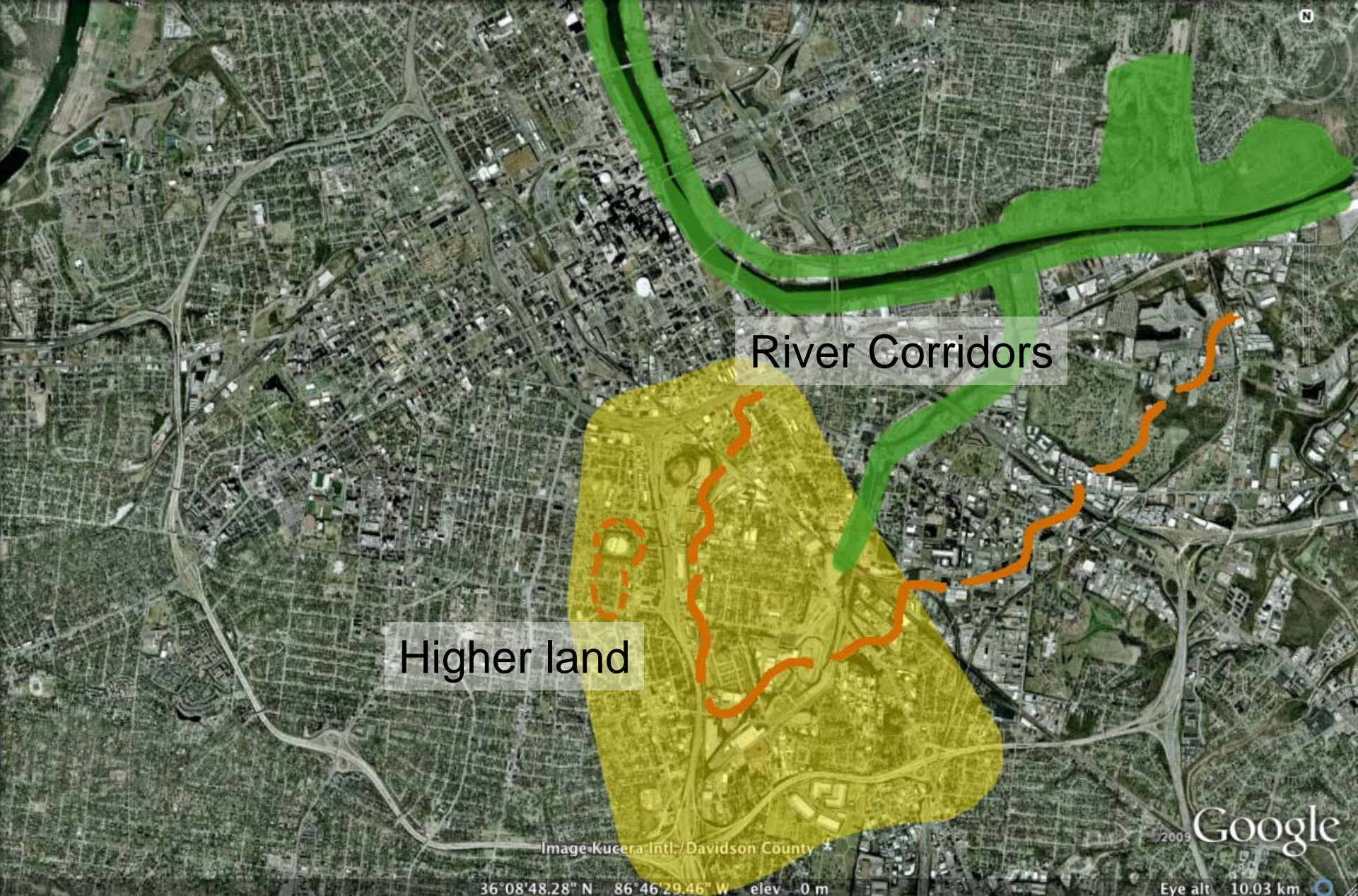
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River Corridors

Higher land



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Connectivity

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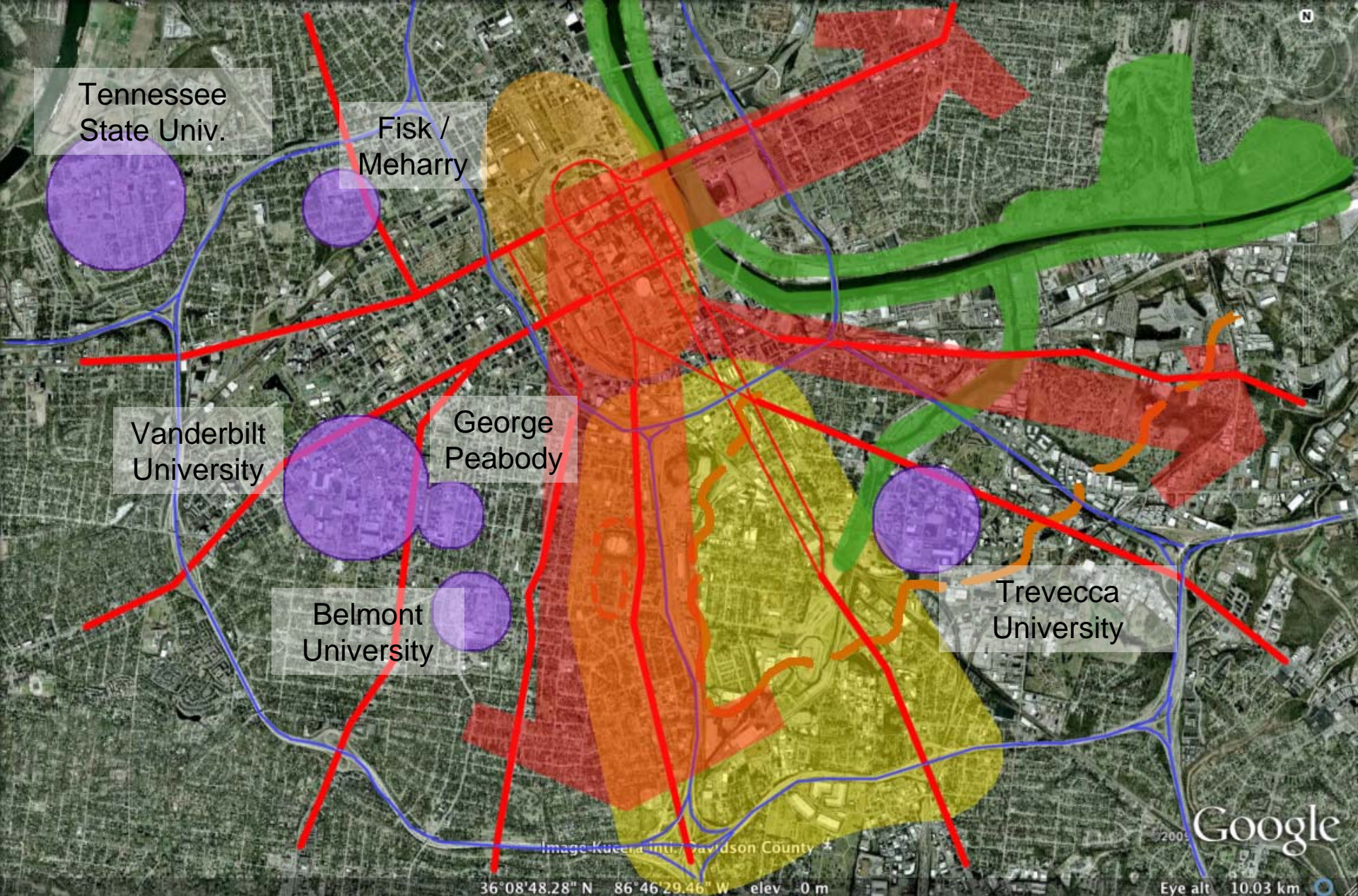


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Economics

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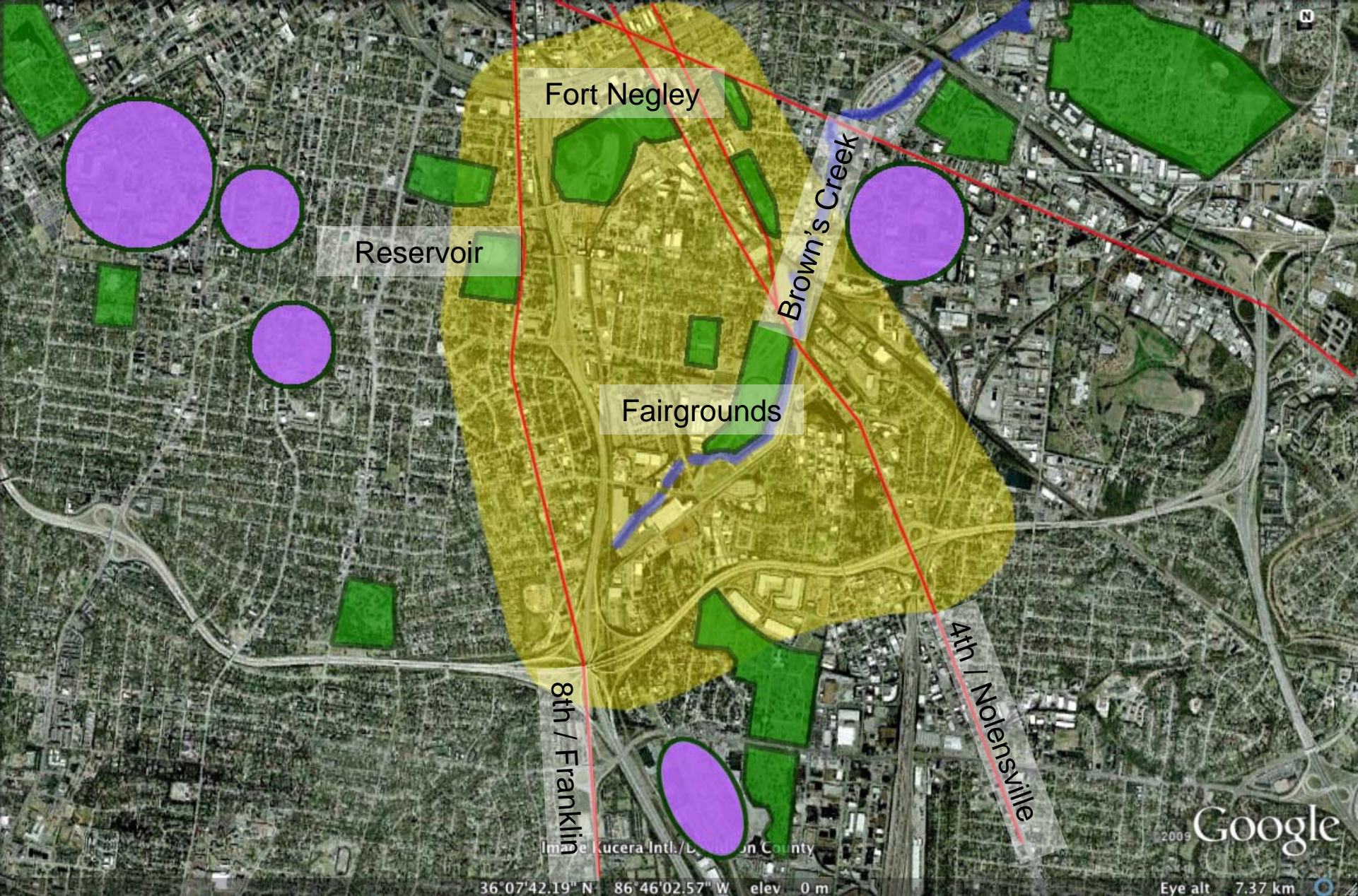




Economic Drivers

Natural Systems

- **Parks:** public parks, school grounds, The Hermitage, Fort Negley, and park areas of Fairgrounds
- **Cemeteries:** historic city cemetery on 4th significant cultural asset could be could be integrated into larger system
- **Brown's Creek:** proposed as greenway connecting to Fairgrounds, adds value



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Natural Systems

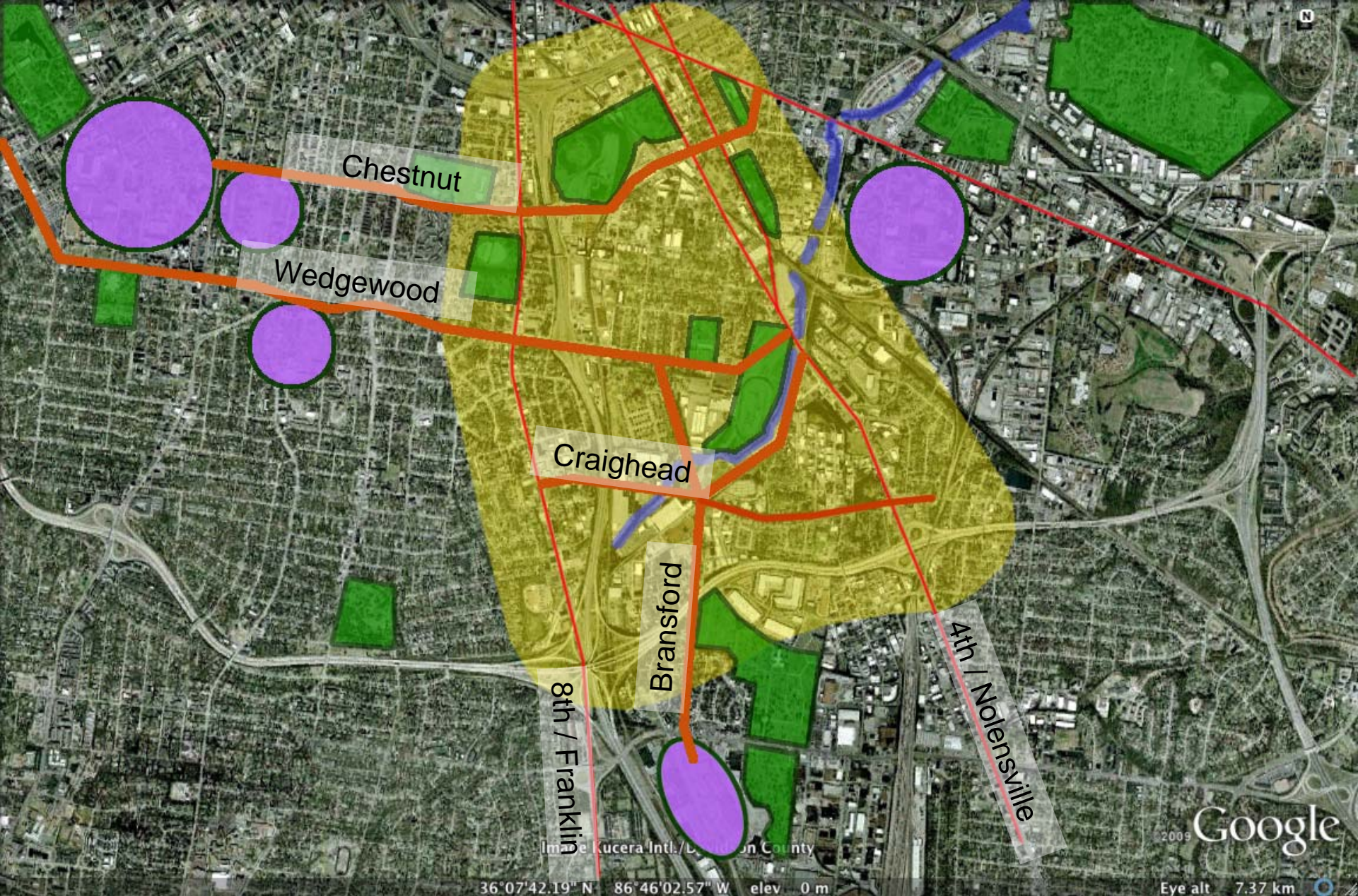
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Connectivity Elements

- **Street grid:** east-west fragmentation and no pedestrian/bike facilities
- **Transit service:** Route 12 on 4th, Route 8 on 8th, Route 25 on Chestnut/Edgehill, no direct service to 100 Oaks or along Wedgewood.
- **Highway access:** good regional access but has negative local impacts

Connectivity

- Challenges:
 - Conflicts with auto traffic and neighborhood character on 4th and 8th
 - Access management at Wedgewood interchange
 - At-grade freight rail crossings
- Opportunities
 - Integrate circulation systems with parks to create a pedestrian and bicycle network



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Connectivity

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Transportation Infrastructure

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Neighborhood Fragmentation

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Opportunities

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Land Development Challenges

- **Short-term:**
 - vacant & underutilized properties (e.g. Fairgrounds and along Chestnut)
- **Medium and longer term:**
 - focus development at key intersections
 - reposition industrial lands
 - balance auto & other modes
 - capture residential market demand



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Land Development

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Think Big!

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Public Realm Recommendations

- **Access Management Plan**
- **Complete Streets:** multimodal streets with green stormwater management, initial focus on 8th near Douglas-Wedgewood
- **4th/Nolensville Beautification**
- **Transit Improvements:** more frequent service, enhanced bus infrastructure, Wedgewood line, direct service to 100 Oaks
- **I-65 Interchange:** parallel road network to Hamilton/Chestnut



Public Realm Recommendations

- **Southwest Pkwy:** redesign Wedgewood/Walsh as pkwy & connection to universities to west
- **Freight Rail Access Study**
- **Parkway Extension:** convert rail corridor along Brown's Creek to extend parkway to Trevecca Nazarene College & other pikes
- **Fairgrounds Gateway Park:** 5 acres at Walsh/4th
- **Brown Creek Greenway:** Army Corps of Engineers restoration of 40-60 acres

Carlton Brown

Land Assembly Objectives

- Acquire underperforming assets for repositioning
- Assist in configuring developable parcels
- Stem blight
- Support density & multimodal transportation goals



Land Assembly Means

- Assign MDHA responsibility for assembly
- Provide financial incentives to stimulate private-sector developers
- Remove capital barriers in constrained financial markets

Land Assembly Tools

- Identify and Access corridor opportunities-create inventory
- Establish package of financial incentives including:
 - New Market Tax Credits
 - EDA grants
 - CDBG grants
 - Section 108 loans
 - Federal Home Loan Bank
 - TIFF & PILOT
- Float tax-exempt bonds
 - Subordinated debt:
 - Land acquisition
 - Tennant improvements

Reprogram Industrial Land

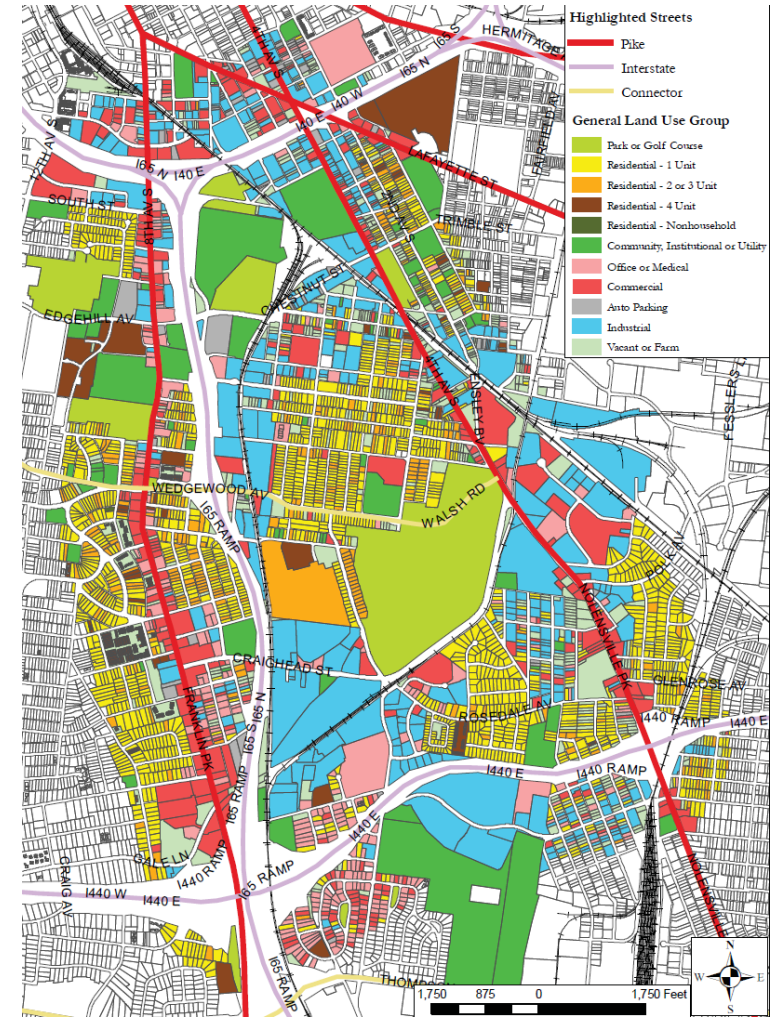


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Shrinking Industrial

- Shrinking industrial uses in the regional economy
- Shrinking industrial uses on the corridor
- Potential for blight expansion



Forge New Identity

- Undertake study to assess uses and utility of industrial building stock
- Define alternative uses
- Create specific place along the industrial corridor

Support Other Strong Economic Sectors

- Partnerships with music industry
- Partnerships with healthcare industry
- Encourage and provide financial incentives for partner light industry to relocate into existing stock



Support Emerging Corridor Sectors

- Identify and provide financial incentives to retail and commercial business that are appropriate for the corridor
- Evaluate market potential for relocating flea market from Fairgrounds to corridor

Richard Ward

Guiding Principles for Corridor Redevelopment

- Be Proactive / Not Reactive
- Anticipate evolution of the corridors
- Ignite the leadership, public and private
- Establish and concentrate on nodes
- Placemaking
 - Promote high quality public realm
 - Make a special effort to work with property owners and developers
- Engage with relevant agencies: TDOT, DPW, Other Agencies

Guiding Principles for Corridor Redevelopment

- Improve connectivity/balance access
- Explore and improve private/public financing opportunities
- Develop intimate relationships with developers and property owners
- Provide incentives for long term stakeholders and provide opportunities for new stakeholders
- Encourage higher density
 - Incentives
 - Contextual
 - Prescriptive
- Identify, program and complete several catalytic projects in the corridors

Mike Higbee

CORRIDOR REDEVELOPMENT INITIATIVE

BASIC STEPS IN CREATING AN EFFECTIVE PROCESS

Getting Started – First Steps

- What are the reasons that a corridor redevelopment initiative is being considered? Create a problem statement.
- Who are the key stakeholders that will be impacted if the redevelopment initiative is undertaken?
- What are the initial outcomes that are proposed? Define the finish line.
- What are the initial thoughts on how to accomplish these outcomes and over what period of time?

Corridor Redevelopment Process



Short Term Development Opportunities

- Once a strategy and implementation program has been defined it is important to identify several short term development opportunities (next 12-18 months)

Fairground Redevelopment Initiative

- Key objectives will include:
 - Job and tax base expansion
 - Open space and civic investment
 - Site and development plan which is compatible with surrounding land uses
 - Inclusion of sustainable and green practices which reduce impact on natural environment



Initial Steps

- Organize redevelopment process with key stakeholders, existing users and neighborhood
- Identify key development objectives
- Create redevelopment plan for fairground area
- Identify public sector role and initial redevelopment resources
- Prepare request for proposals document
- Create review committee
- Solicit and review proposals

Obstacles

- Identifying adequate talent and skill sets
- Engaging and informing public
- Addressing flood plain area
- Addressing adjacent properties that are poorly maintained and incompatible with new investment objectives
- Re-configuring adjacent property to organize gateway

Timing

- Engage and building working relationship with key stakeholders – months 1-6
- Prepare redevelopment process – concurrent with public engagement – months 1-9
- Prepare and issue request for proposals – months 12-16
- Interview and select development partner – months 16-18

Public Realm

- It is recommended that the City declare its intent to encourage reinvestment in the 4th and 8th Avenue areas by targeting public realm improvement opportunities

Public Realm Opportunities

- Wedgewood-Douglas improvements
- Nolensville Pike
- Fairgrounds Gateway Improvement

Initial Steps

- Assess if the above strategic areas or others best serve the short and long term objectives for development along the corridor
- Engage business and neighborhood stakeholders informing of opportunity and seeking input
- Assemble recommended improvements for the targeted areas
- Identify funding sources and desired sequencing of improvements
- Prepare design/engineering documents
- Initiate improvements

Obstacles

- Determining specific area to target with goal of generating positive impact and leveraging private investment
- Garnering support from key stakeholder groups
- Identifying funding sources that are able to contribute within short term time period – within next year

Timing

- Select targeted areas – months 1-2
- Inform and seek input from key stakeholders – months 2-4
- Preliminary budget/identify funding sources – months 3-6
- Design improvements – months 7-12
- Implement improvements – months 10-18

Consolidate Industrial/ Reprogram Land

- Over 23% (250+ acres) of the study area consists of industrial property
- A significant amount, but not all, is underutilized or vacant
- It is clear that an important opportunity exists to reprogram land for new investment over time

Initial Steps

- Inventory all industrial property
- Identify light industrial businesses that demonstrate potential
- Identify marginal and vacant industrial properties
- Identify areas that will support future light industrial investment and expansion
- Identify brownfield issues that exist in industrial areas

Obstacles

- Communicating with industrial businesses in manner that allows for accurate land use assessment
- Understanding potential brownfield issues
- Identifying alternative industrial site for relocated businesses

Timing

- Perform industrial inventory – months 1-6
- Identify viable industrial, marginal industrial and property to be transition to new land use – months 5-8
- Create strategy for working with industrial and new land use opportunities – months 9-12
- Implement program to address development opportunities – ongoing

Land Assembly

- Strategic acquisition program should be considered that makes it easier to accomplish specific corridor development objectives

Initial Steps

- Conduct inventory of underutilized and vacant land
- Determine which properties to target for acquisition
- Contact property owners to determine property disposition opportunity
- Create short and intermediate term strategy for targeted acquisition
- Create capacity for implementing acquisition strategy
- On-going evaluation acquisition opportunities

Timing

- Perform inventory – months 1-6
- Identify short and intermediate property acquisition opportunities – months 5-8
- Create strategy and implementation program for targeted property acquisition – months 9-12
- Implement program – ongoing

Tools

- There are several tools that should be considered to help advance corridor redevelopment programs

Critical Tool

- Transportation Improvement Program:
Propose 4th & 8th Aves to be included in
CIP for road improvements

Other Potential Tools

- Corridor Special TIF Legislation
- Investment tax credits
- Neighborhood commercial area business improvement districts (BID)

In Conclusion

- Foundation set
 - Community has identified significant opportunity – worth time and effort
 - Planning Department has successfully established vision and engaged community
 - Mayor and community leaders providing necessary leadership to assure focus and commitment from key public and private entities

In Conclusion

- Organize for Success
 - Define process going forward
 - Identify short term opportunities
 - Engage and secure commitment of key public and private players
 - Agree on work program and timing
 - Active on-going program to identify and secure needed resources

In Conclusion

- Study Area – Regional Opportunity
 - Strong opportunity for major place making
 - Strong opportunity to capture markets attention and offer unique live, work, and play environment
 - Strong opportunity to create true multi-modal environment



Opportunities

The following people took the time to discuss their perspectives with our panel:

Aaron White, Core Development | Bill Hostettler, AMD Homes | Bill Pratt, Southeast Chrysler-Jeep-Dodge | Cliff Joyner, Vanderbilt University | Councilmember Holleman, 24th District | Councilmember Jameson, 6th District | Councilmember Moore, 17th District | Freddie O'Connell, MTA & Walk/Bike Nashville | Gary Gaston, Nashville Civic Design Center | Greg Hinote, Deputy Mayor | Hunter Gee, Smith Gee Studio | Janet Miller, Chamber of Commerce | Jessica Farr, Woodbine Community Organization | Jimmy Granberry, H.G. Hill | Joe Cain, Metropolitan Development and Housing Authority | John Reynolds, Woodland-in-Waverly Neighborhood Association | Jonah Rabinowitz, W.O. Smith School | Kathleen Foster, Woodland-in-Waverly Neighborhood Association | Katy Varney, McNeely Pigott & Fox Public Relations & Fair Board | Keith Moorman, South Nashville Action People | Kim Hawkins, Hawkins Design | Loretta Owens, The Housing Fund | Luke Froeb, Vanderbilt University | Mark Deutschmann, Village Real Estate | Marty Helfin, M2H Partners | Ned Horton, Community Resident & Fair Board | Ralph Schulz, Chamber of Commerce | Rich Reibeling, Metro Finance | Scott Vaughn, Vanderbilt University | Steve Johnson, Gresham Smith and Partners | Yuri Cunza, Hispanic Chamber of Commerce