



JEFFERSON STREET MULTIMODAL CAP & CONNECTOR

2021 INFRA Application
Office of Mayor John Cooper
Metropolitan Government of Nashville & Davidson County

March 19, 2021

Keisha Gardner-Beard stands at the recently opened Kossie Gardner Sr. Park, named in honor of her grandfather.

Kossie Gardner was a Black entrepreneur, running trade schools, a dairy farm, a construction company, a developer, and a radio host, among other ventures. The park stands next to the site of his Jefferson Street funeral home.

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1860

1870

1880

1890

1900

1910

1920

1930

1940



1862-5 A camp for formerly enslaved people forms at Ft. Gilliam, bisecting the wagon road from Hadley Plantation to the Cumberland (later Jefferson St).



1873 Fisk Jubilee Singers perform for Queen Victoria.



1910 Jefferson St bridge is constructed over the Cumberland River.



1912 Tennessee Agricultural & Industrial State Normal School (later TSU) is chartered.

JEFFERSON ST:

HBCUs

JIM CROW

GOLDEN ERA

USA:

civil war

reconstruction

WWI

depression

By the **1920s & 30s**, the street had become a thriving cultural hub for Nashville's Black middle class.



1920s- Meharry Medical College moves to North Nashville.

1872 Fisk University is chartered.



1940s-60s, "Jeff Street" was a center for Rock n' Roll & Rhythm & Blues. Artists like Jimi Hendrix, Etta James, & Ray Charles played in clubs such as Maceo's & Del Morroco.

1950 1960 1970 1980 1990 2000 2010 2020 beyond



During the Civil Rights era, activists such as Diane Nash were supported by the Jefferson St. community as they planned protests & sit-ins.



1963 John Lewis leads HBCU students on a Freedom March to the state capitol.



1997 Lighting & sidewalk improvements are completed.



2016-Every Place Counts Design Challenge proposes cap project.

COVID-19 pandemic continues to disproportionately affect Black communities.

CIVIL RIGHTS I-40 DECLINE REVITALIZATION EFFORTS
WII urban renewal war on drugs 9/11 recession pandemic



1967-8 North Nashville citizens sue the state of TN to prevent the construction of I-40 through their community.

1960-70s Construction of I-40 displaces over 1400 residents & businesses.

1955 Nashville begins plans for an Interstate system through the city.

2008 JUMP receives federal grant for streetscape improvements.

2020 Metro Nashville Transportation Plan is adopted, including proposed cap project.



2020 March 9 tornado ravages North Nashville.



Our future, 2021 & beyond

I. Project Description

A Community-Driven Approach to the Jefferson Street Multimodal Cap

The Jefferson St Multimodal Cap & Connector (the Project) will dramatically improve mobility, access, and safety for goods and people while simultaneously beginning to heal a historic Black community in North Nashville that was deliberately bifurcated by the development of the Interstate System in the 1960s. The Project will stitch the community back together, reconnecting the north and south sides of Nashville and restoring Jefferson St as an anchor to the North Nashville community. It will shield North Nashvillians from the decades of air quality and noise impacts created by the Interstate System while improving traffic flow and making critical safety, ITS, and crash reduction improvements to intersections and ramps leading to the high-incident interchange known as Trucker’s Curve.

A key element of the Project includes a focused community-led design of North Nashville’s new community space above I-40, which will celebrate the rich history of Jefferson St, from its long-time role as an anchor to a thriving middle-class Black community with historic churches, residents, businesses, and three of Nashville’s Historically Black Colleges and Universities (HBCUs) to its prominence in the Black music and entertainment industry and the Civil Rights era. By rooting this new investment in community needs and by forging a link between North Nashville’s rich history and a future where Black Nashvillians can still call North Nashville home, a key goal of this Project is to work with the community to sustain and enhance what remains vital on Jefferson St while creating

new opportunities to thrive. This community-driven design process will provide a national model on how to re-establish community trust in planning and implementing projects. The Project will be implemented through an innovative and accelerated progressive design/build partnership between the Metropolitan Government of Nashville and Davidson County (Metro) and Tennessee Department of Transportation (TDOT).

"Metro Nashville is committed to undertaking a national model for community-driven design in the Jefferson Street Multimodal Cap, including our Equity By Design framework."

Mayor John Cooper

The Golden Era of Jefferson Street: Nashville’s Original Music Row

Beginning nearly 160 years ago, Jefferson St has a rich history as an anchor to the Black community in North Nashville. The city’s three HBCUs – Fisk University, Tennessee State University (TSU), and Meharry Medical College – were all established in the neighborhoods around Jefferson St by the 1930s, and some of the oldest Black church congregations in Nashville flourished in the area. In the Golden Age of Jefferson St from 1935-65, this affluent, middle-class community was a vibrant center of business, entertainment, and recreation. The area became a tight-knit community with dance halls, theaters, and beer joints where blues,

jazz, gospel, and R&B stars visited as they toured the nation. Muddy Waters, James Brown, Etta James, Ray Charles, Little Richard, B.B. King, and Jimi Hendrix had stints at clubs along Jefferson St. Residents patronized their local businesses and gathered to socialize in the thriving North Nashville community.

Interstate Bifurcation: A Community Divided

Decades later, and as a direct result of the redlining, urban renewal, and the development of the Interstate System, this once bustling thoroughfare and thriving Black community suffers from systemic inequities and barriers to equal opportunity. Neighborhoods were underinvested in, then targeted for demolition due to blight. The alignment of I-40 and I-265 (now I-65) was shifted into North Nashville from a more affluent, white neighborhood to the south. The final alignment resulted in a greater displacement of residents, businesses, churches, and other community assets than would have occurred with the alternative originally proposed. Construction of I-40 and I-65 demolished one hundred blocks of North Nashville, including sixteen blocks of stores along Jefferson St, and displaced 1,400 North Nashvillians. The interstates isolated and created both physical access and social barriers to equal opportunities for these historically-significant Black neighborhoods and businesses. This all occurred against the backdrop of the Civil Rights era, where the North Nashville community and its HBCUs played a prominent role in social protests, sit-ins, and freedom marches.

The I-40 alignment was not disclosed to the North Nashville community and was then pursued and advanced over the objection of North Nashville

JEFFERSON STREET'S STORY

Two recent documentaries tell the story of Jefferson Street's past and challenges:

- Facing North: Jefferson St, Nashville (Nashville Public Television)
<https://www.wnpt.org/jefferson-street/>
- Out North: 37208 Fights Back (Gideon's Army & fiverr)
<https://lp.fiverr.com/outnorthfilm/>



FHWA's original plan for capping I-40 adjacent to Jefferson St

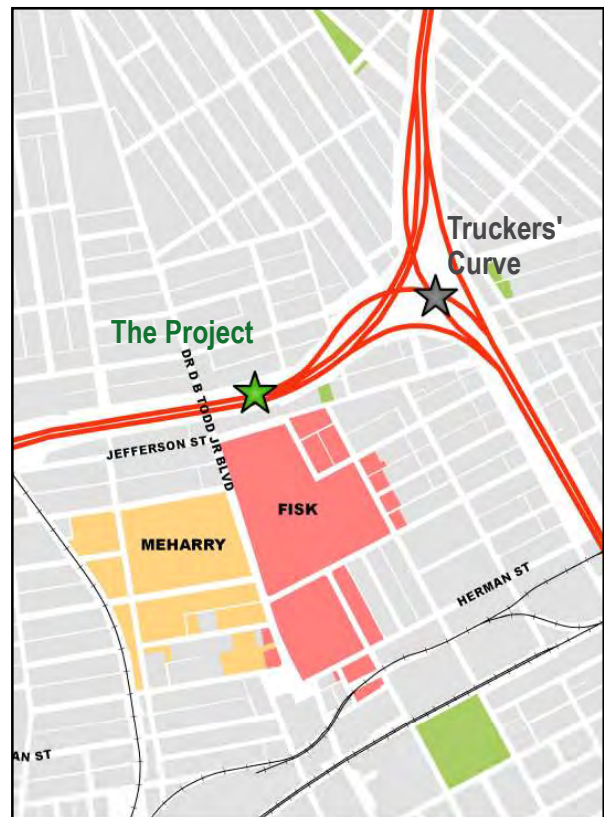
residents. In 1967, a predominately Black group of community members joined together to establish the I-40 Steering Committee to challenge I-40 in court, arguing that a flawed public hearing process prevented North Nashvillians from knowing the full impact of the chosen route. The I-40 Steering Committee asserted that the negative impacts of I-40 would place an undue burden on Nashville's Black community by displacing residents, shuttering businesses, and limiting access to schools and services. The I-40 Steering Committee appealed all the way to the U.S. Supreme Court, where the Court denied a review and effectively ended the legal battle. This was one of the first court cases arguing racial discrimination related to interstate construction.

FHWA administrators offered air rights over I-40 for a future plaza with parking, shopping, and social gathering spaces. Final design details were to be determined in collaboration with community members as part of President Lyndon Johnson's Model Cities program; however, the Project was never advanced in part due to tensions between community members and local government officials and resident distrust of federal agencies in the wake of urban renewal and the I-40 bifurcation.

Jefferson St Today: Gentrification, Tornado Recovery, and COVID-19

Today, the I-40/I-65 network cuts through Nashville, dividing North Nashville and isolating a group of historically Black neighborhoods along multiple dimensions. Most prominently, the culturally and historically prominent Black business district along Jefferson St was dissected twice, creating three segments divided by the interstate. North Nashville is still home to several historic educational institutions, including Fisk University, Meharry Medical

College, and TSU. A strong business alliance, the Jefferson St United Merchants Partnership (J.U.M.P.), advocates for the area's stabilization and growth. The community secured funding to enhance the interstate overpasses, 28th Ave N interchange, and Jefferson St through the Gateway to Heritage Project. This project included a public plaza honoring the area's history and improved the aesthetics of the overpass and interchange at 28th Ave N. Elsewhere, the 28th / 31st Connector road created a new linkage for the North Nashville neighborhoods to job sites and the wealthier communities to the south. A new park, funded by Metropolitan Development and Housing Authority (MDHA), through a community development grant, recently opened along Jefferson Street. The park was named after North Nashville entrepreneur Kossie Gardner Sr. and includes a civic space where Nashvillians can engage history, culture, and



Location of the Jefferson St Multimodal Cap & Connector

community—with a play area, plaza space, lawns, bio-retention pits, and a public-art mural wall.

However, North Nashville and Jefferson St still face multiple threats. Gentrification continues to displace long-time residents and threaten the historic connection between North Nashville and Black Nashvillians. Predominantly Black neighborhoods at the edge of North Nashville have already given way to wealthier white residents, while signs of change continue to emerge throughout the interior of the community. Long-time residents struggle to afford higher rents and property taxes increased by a growing demand for housing close to Nashville's downtown. This was exacerbated by the March 2020 tornado, which tore through North Nashville, displacing residents and destroying homes and businesses. That devastation, which occurred during the first month of the COVID-19 pandemic, quickly led to further gentrification pressures as outside investors sought to buy damaged or destroyed houses for cheap. The community organized to rebuild and retain its long-time residents. But throughout this past year as the North Nashville community was working to rebuild, the COVID-19 pandemic disproportionately impacted Nashville's minority communities, resulting in higher infection rates and deaths in the Black community and a major spike in unemployment in North Nashville (23% of the working age population filed for unemployment).

Still, the community continues to work to improve life for its residents, invest in its businesses and institutions, and retain its heritage. A proposal currently under review by Metro would revitalize underused right-of-way near the Jubilee Bridge with park space, public art and history, and improve pedestrian amenities on a critical connection between Fisk University, Meharry Medical College, and Nashville's Downtown and Midtown.

History of the Project

Interest in capping portions of I-40 through North Nashville pre-dated construction of the interstate, beginning with FHWA's air rights proposal. However, no funding was ever provided and the proposal was never realized. More recently, the Nashville Civic Design Center's visionary *Shaping the Healthy Community* plan identified and visualized several potential cap locations. Metro incorporated this work into its 2015 Every Place Counts proposal to USDOT, which was awarded with technical assistance and a two-day community charrette to engage North Nashvillians in opportunities and priorities in reconnecting the community across the interstate. Recommendations from the event included three potential cap locations, including the site of the Project.

In 2019, Mayor John Cooper joined 474 other U.S. mayors in committing to the Global Covenant of Mayors Agreement for climate leadership. In 2020, his appointed 50-member Sustainability Advisory Committee published a report of recommendations intended to help Nashville cut local carbon emissions by 80% by 2050. Included in the recommendations was a park cap over I-40 at Jefferson St. Their full report to the Mayor will serve as a repository of ideas for a forthcoming Climate Action and Adaptation Plan.

In 2020, Mayor Cooper's *Metro Nashville Transportation Plan* was adopted by the Metro Council to provide a framework for \$1.6 billion in investments to improve transportation and equity throughout Nashville. The Plan recommended construction of the Jefferson St Multimodal Cap & Connector. It also recommended an investment in affordable housing alongside major transportation investments (including the Project) to mitigate gentrification and sustain mixed income communities in high or increasing opportunity areas.



Visualization of the Jefferson St Multimodal Cap & Connector

INFRA Proposal: A Community-Driven Approach to the Multimodal Cap & Connector

The Jefferson St Multimodal Cap & Connector will dramatically improve mobility, access, and safety for goods and people. The Project includes critical safety, ITS, and crash reduction improvements to intersections and ramps leading to the high-incident interchange known as Trucker's Curve. Another key component of this project, the Dr DB Todd Jr Blvd bridge over I-40 (National Bridge ID: 19100400053), was built in 1967 and was last inspected in 2019. At that time, it was rated to be in fair and good condition, but qualifying for rehabilitation. The bridge's narrow, cracked sidewalks, unbuffered from narrow travel lanes with obstacles within the sidewalk, create a hostile pedestrian environment on this bridge and limit access between the north and south. The Project will foster increased access by replacing this bridge with a 180-foot by 825-foot (or 3.4 acre) interstate cap, stitching the north and south sides of Nashville back together, creating new public space, and providing the community with the opportunity to host other public amenities, such as a community

and wellness center. The Project will also support health improvements for residents and visitors by shielding the North Nashville community from air pollution and noise and reducing the heat island effect. The Project also includes improvements to traffic flow and connections along Dr DB Todd Jr Blvd and 16th Ave N to Jefferson St, Fisk University, and Meharry Medical College. Once completed, the Project will yield critical safety and placemaking benefits, generating economic and social value for the entire community.

The negative impacts of I-40 predicted by community members in the 1960s have been validated by numerous academic studies and local observations by professional planning staff in the years since I-40 was constructed through North Nashville. The Project will support Nashville in continuing to repair these negative impacts and begin to address the systemic inequities and barriers to equal opportunity in the North Nashville community. And given the history described above, a key feature of this Project will be the inclusion of the North Nashville community in the planning and use of the new space above I-40 that will be created by the cap. The project will begin with a community-driven

planning and concept design, which will expand from the community partners (listed in Project Parties, below) to allow everyone with an interest in the project to shape its future. The scope of engagement will include the following:

- Transportation improvements for the Project, as well as at critical intersections where Dr DB Todd Jr Blvd interfaces with the broader street/sidewalk network at Jefferson/Scovel
- Active transportation and open space features on the Project itself, to create a safe and welcoming pedestrian environment
- Public art and historical materials that pay homage to North Nashville's history and create a link to its future
- Future programming of a potential community and wellness center to be located on or along the Project
- Land use and design guidance for potential mixed use redevelopment along Jefferson St
- Recommendations for investments in affordable housing to mitigate the effects of gentrification from the Project itself

Following completion of planning and community engagement and design led by the City, the project will shift to TDOT as the design/construction partner in an **innovative and accelerated progressive design build**. Key elements of the final project will include the following:

- Providing a new open space, recreation, and cultural opportunities amenity, improved bike and pedestrian routes and amenities, and improved health benefits
- Improved pedestrian crossings at two high-incident intersections where Dr DB Todd Jr Blvd interfaces with street and pedestrian networks that feed into the Project
- Improved freight safety and traffic management technologies and tools for

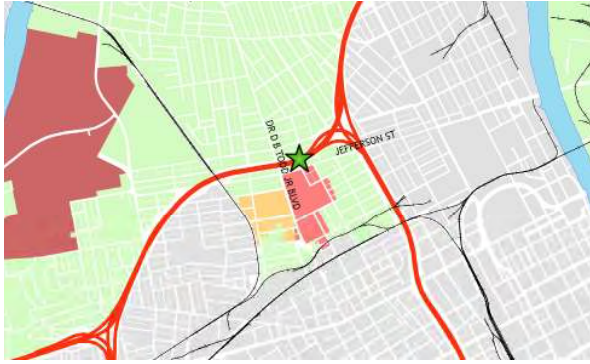
the ramps and interstate under the cap, which immediately leads into a high-incident interchange known as Trucker's Curve.

Using a community-driven process to advance the Project will be an important step in continuing to heal the deep divides that were physically cut into the community by I-40 and I-65. These divides have not healed in part due to a continued assault on the North Nashville community in the form of disinvestment, inequitable access to Nashville's recent economic expansion, gentrification, the March 2020 tornado, and now the ongoing COVID-19 pandemic.

II. Project Location

The Project is located in Nashville, Tennessee. The Project will include a 180' x 825' (3.4 acre) cap over I-40 through North Nashville, immediately west of the I-40 / I-65 interchange. The cap will be placed behind properties along Jefferson St, between the intersections of Dr DB Todd Jr Blvd and 17th Ave N. The Project includes improved freight safety and traffic management technologies and tools for the ramps and interstate below the cap, which immediately leads into a high-incident interchange known as **Trucker's Curve**. The Project is embedded within a multimodal grid network of streets, sidewalks, bike facilities, and transit service, interrupted by the triskelion interchange of I-40 and I-65. The Project is located within an **Opportunity Zone** and a **Promise Zone**.

Several future projects in the location are planned. The Central City Greenway, a 23-mile urban greenway circling Nashville's job-rich Downtown and Midtown and neighborhoods to the west and south, uses a rail corridor along the southern edge of Fisk and Meharry. A rapid bus line will serve these neighborhoods, running from Downtown to the north along Buchanan St.



The Project with Opportunity Zones (left, green) and Promise Zone (right, blue)

III. Project Parties

Project delivery will be accomplished through an innovative and accelerated progressive design/build partnership between the City and TDOT. Metro’s Department of Public Works will oversee initial planning and concept development, beginning with recently approved local funding for design and preliminary engineering. TDOT will assume responsibility to carry the Project through design and the National Environmental Policy Act (NEPA) process and to construction.

As part of the community-driven design approach, the Project will seek engagement of multiple community partners, including Fisk University, Meharry Medical College, Tennessee State University, the business district (Jefferson St Urban Merchants Partnership (J.U.M.P.)), community groups advocating for equity in North Nashville (Gideon’s Army and the Equity Alliance), and Nashville’s socially conscious design non-profit (Civic Design Center).

Additional public partners include the Metropolitan Development and Housing Authority, which oversees a redevelopment district along Jefferson St, and the Metro Nashville Metropolitan Transit Authority, which operates WeGo transit service throughout Nashville. Metro also anticipates the inclusion of several community and private partners, including a potential partnership with Amazon.

IV. Grant Funds, Sources, and Uses of All Project Funding

The estimated \$120 million Project will be funded through multi-year annual funding commitments from Metro totaling \$48 million matched with a requested INFRA Grant of \$72 million. Metro Council has approved an initial \$20.3 million from the Capital Spending Plan (CSP), which is the authorizing legislation for the issuance of General Obligation bonds. This includes \$5.8 million authorized specifically for the Project, as well as an additional \$14.5 million in funding set aside for partnership opportunities. The remaining \$27.7 million cash match is included in Metro’s six-year Capital Improvements Budget awaiting council approval to add to the CSP. Metro is also delivering the Project in partnership with TDOT using an innovative and

progressive design-build delivery approach. With the involvement of TDOT, this innovative delivery approach will reduce costs, which will leverage both the INFRA investment and Metro’s local funding commitments to the project.

In addition, the Project will reinforce and support previously-incurred expenses, including \$2.4 million in federal and local transportation investments into project-area-adjacent sections of Jefferson St. This previously-funded TIP project (TIP:2004-005, nashvillempo.org) included construction of intersection improvements along Jefferson St crosswalks, ADA ramps, a roundabout, turn lanes, and decorative traffic and pedestrian signals. These improvements are currently in the environmental phase, with meetings planned in Spring 2021 for discussions regarding construction.

Uses of Funds	Cost (in millions)	Percent of total
Project Development	\$10.5	9%
Right-of-Way	\$13.1	11%
Construction: Cap Bridge	\$29.0	24%
Construction: Roadway and Community Improvements	\$58.6	49%
Contingencies	\$8.8	7%
Total Project Costs	\$120.0	100%

Sources of funds	Revenue (in millions)	Percent of Total
Metro Capital Spending Plan*	\$48.0	40%
INFRA Grant	\$72.0	60%
Total Project Funding	\$120.0	100%
*Metro CSP requests over a multi-year period		

V. Merit Criteria

a. Key Program Objective #1: Supporting Economic Vitality

Jefferson St is a long-time center of Black life and culture in Nashville. The corridor connected residents from surrounding neighborhoods to businesses, churches, music, and education. Under segregation, residents and business owners built a thriving community, fighting for equal rights and their share of public facilities and private investment. The Black community fought for equitable and integrated schools and to preserve the educational institutions that shaped their community. They fought against redlining and private disinvestment. And they fought against the planned interstates, appealing to the U.S. Supreme Court to halt construction of I-40. Today, the community continues to battle disinvestment in long-time residents paired with a gentrifying flood of new investment for new residents. They have been battered by systemic inequality and institutional racism, exacerbated by the March 2020 tornado and the unequal impacts of the coronavirus pandemic.

In 2014, Metro commissioned a study of successfully-revitalized historic Black business districts from researchers at TSU and Vanderbilt. Using case studies of East Market St (Greensboro, NC), Auburn Ave

(Atlanta, GA), and Martin Luther King, Jr Dr (Winston-Salem, NC), the researchers recommended a four-fold strategy for revitalizing Jefferson St:

1. Partner with anchor institutions, most specifically the three HBCUs along Jefferson St.
2. Establish a lead organization to coordinate disparate interests and capacities.
3. Coordinate development at multiple scales, tying the corridor's vision to individual redevelopment decisions and public investments, to community goals, to regional economic development.
4. Enhance transportation for safety and mobility particularly in light of the damage done by past transportation decisions.

The Project represents a major step forward in pursuing these strategic directions. The Project will provide a broad array of economic benefits and will support nationally significant institutions as well as local economic development. The Project is part of a longer-term, multifaceted strategy to retain North Nashville as a vital, historic Black community.

Key benefits that will result from Project-specific elements include:

- Improved quality of life by providing new public space, that draws visitors to Jefferson St to support local economic development, reducing exposure to air pollution, and reducing the heat island effect.
- Improved safety and accident reduction for both users of the cap and for truck and other vehicular traffic.
- Celebration and commemoration of Jefferson Street's heritage in the public space and public art.

- Potential for pairing Project investment with affordable housing and other equitable development strategies to improve equity and mitigate the impacts of gentrification and to provide North Nashvillians with safe and stable housing.
- Potential for locating a community and wellness center at the Cap to further support health and wellness activities for the community and for students, faculty, and staff at Meharry and Fisk.
- Promoting communication and involvement with Jefferson Street's education anchor institutions, supporting their health and missions by improving the health of their surrounding communities.

Sustaining Nashville's Nationally Significant HBCUs

The Project supports the long-term growth and health of two of the corridor's anchor institutions: Fisk University (across Jefferson St from the Project site) and Meharry Medical College (located one block further south along Dr. D B Todd Jr Blvd, the Project's western boundary), as well as TSU. HBCUs play a critical role in the region's economic vitality, educating thousands of students each year. HBCUs also play a prominent national role, helping Black Americans take leadership roles in politics, business, medicine, science, and engineering.

Fisk University is home to the Fisk Jubilee Singers (one of the sources of Nashville's Music City moniker). Fisk students were central to local and national organizing during the Civil Rights Movement. Today, Fisk is critical to linking Black students to employment, with a job placement rate ahead of Vanderbilt University and the University of Tennessee.

Meharry Medical College is a major center for the education and training of source of Black doctors and dentists nationally, accounting for as many as 20% of Black dentists in the country. Meharry has played a key national, state, and local role in response to the coronavirus, shaping policy and outreach throughout the pandemic, conducting vaccination trials, and working to improve equity at all stages of response to the virus. I-40 bifurcated much of North Nashville from these key institutions. Rebuilding a safe connection at this vital location will reconnect the community. Moreover, a potential future addition to the cap, a recreation center to serve these two institutions and the broader community, will further help to reknit the community together by building a shared space to promote health and wellness.

Equitable Development for a Historically Black Business District

Beyond these two educational institutions, the Project will help revitalize a historically significant Black business district. Building on insights provided by a 2014 study of other successfully revitalized Black business districts, the Project will provide an enhanced physical environment in which to catalyze retail opportunities along the corridor. A shared Common concerns among businesses in the district is the performance of Jefferson St itself. Business owners feel that it is predominantly a way for people to pass through the community. Creating a destination that draws people in from the neighborhoods or gets people out of their cars can help to create the foot traffic that makes for an appealing place to start a business. Additionally, landing points for the connector on Scovel and especially on Jefferson St create opportunities to repair the community and bring public spaces, commerce, housing, health and educational opportunities back together.

Equitable Access to Nashville's Booming Economy

Nashville's Black community experiences unemployment at twice the rate of white, non-Hispanic Nashvillians. At the outset of the ongoing pandemic and recession, North Nashville saw a greater concentration of unemployment claims than the county as a whole. In the Census tract on the north side of the Project (across the interstate from Jefferson St, the HBCUs, and connections to Nashville's urban job centers). North Nashvillians also experience other intersecting factors, including discrimination in the labor market and less household wealth. The 37208 zip code within North Nashville was also highlighted in 2018 as having the highest incarceration rate in the country.

The Project will tie these neighborhoods more closely to the economic growth engines of Middle Tennessee in Downtown, Midtown, and the Vanderbilt/Belmont University areas. Prior to the pandemic, these areas experienced intense employment growth. Because of this, the relatively higher unemployment rate of North Nashville means that a nearby pool of able workers are available, given safer, improved connections. Metro is also working to create the Central City Greenway, a 23-mile urban loop connecting North Nashville with Downtown and the hospital and medical centers of Midtown. The Project connects to the planned loop through the 16th Ave N trail, which runs from Jefferson St to the rail line that forms the northern loop of the Central City Greenway. The 16th Ave North segment was recently funded as part of the same Council approval as preliminary planning for the Cap/Connector.

Improving a Critical Logistics Interchange

Nashville is a centrally located, growing logistics hub with 50% of the population of the United States lives within 650 miles of Nashville. Because of this, freight on Nashville's urban interstates play an important role in the region's economy. The Interstate segments that would be addressed by the project host 13,500 truck trips daily, or 5.1% of all trips. Through 2045, the truck share of trips is projected to grow to 5.7%

The location of the Project is at a particularly critical location. Heading east, the Cap location immediately precedes a complex interchange with I-65 known as Trucker's Curve, for its tipping potential. In 2019, Trucker's Curve experienced 24 truck-related crashes, or **nearly 1 in every 5 crashes on those segments.**

To improve safety and performance of this critical logistical and commuter interchange, the Project will integrate upgraded safety, warning, and ITS systems to ensure the tunnel under the Cap is safe and to improve the safety of the existing system. Key elements include:

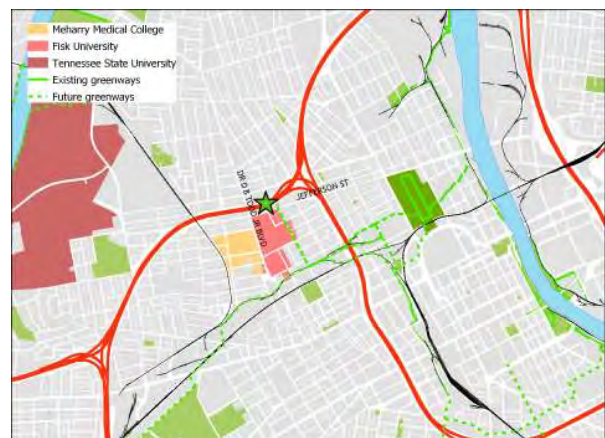
- Smoke detection within the tunnel
- Dynamic message signs to manage lanes under the cap deck
- CCTV camera systems to monitor traffic conditions and incidents
- Improved pavement markings, truck rollover signs and beacons, and dynamic messaging signs to improve clarity and guidance leading into this interchange

All dynamic components (signs and cameras) will be integrated into TDOT's SmartWay interstate management system.

Economic Growth and Vitality

While the benefit-cost analysis reflects quantifiable benefits, and the economic impact analysis reflects economic growth in a disadvantaged community, these tools are ultimately too limited in scope to reflect the full benefit to the community. Beyond its safety improvements, active mobility benefits, and better access to open space, this project attempts to make good on an offer from more than 50 years ago: to mitigate, at least somewhat, the deep damage done by the decision to realign the Interstates through North Nashville. The destruction of homes and businesses cannot be undone. But facing the deeper harm of all levels of government working together to disrupt a community in myriad ways, this project will take a critical step toward restorative work and the healing that North Nashvillians have long desired.

Relinking neighborhoods with one another, improving ties between neighborhoods and the businesses -- current and future -- on Jefferson St, and creating stronger ties between the historically Black community of North Nashville with the historically Black colleges and universities along Jefferson St can help sustain the community's hard-fought gains.



Project location in context of existing and planned multi-use greenway trails connecting North Nashville to Midtown and Downtown

The Interstates that cut through North Nashville were broad swaths that demolished blocks and displaced thousands at once, breaking the grid of streets that wove neighborhoods together. The logic of similarly sweeping reconstruction -- a grand plaza that spurs intense redevelopment, ultimately paid for by returns to Metro's tax base -- would create similar damage by reviving past wrongs of over-stepping the community and displacing existing residents. A small scale intervention, albeit with modest quantifiable benefits and only limited redevelopment potential, is the most appropriate choice. The Project will provide community space that stitches together neighborhoods, businesses, and educational institutions in a manner and through an approach that fits into the existing scale of the community. In doing so, **it will serve as a model for other disadvantaged communities throughout the country for whom redevelopment is a threat and not a solution.**

b. Key Program Objective #2: Climate Change and Environmental Justice Impacts

The unprecedented scale and scope of the global pandemic has put the design and structure of cities in the spotlight. Access to green and open space for physical and mental wellbeing is more important now than ever, and the impact of reducing vehicular traffic is reaping air quality benefits across the globe. Cities are confronting a unique opportunity to replan their public realm, rebalancing human health and equity with essential infrastructure. Many cities are faced with the decision of repairing or replacing old highways, which opens up opportunities for healthier and green infrastructure decisions, including capping and replacing elevated highways with parks and green space; healing neighborhoods bifurcated by highway

construction; rerouting and replanning with better shared accommodation for cars, bicycles, and pedestrians; and ways of sharing infrastructure costs and uses in public-private partnerships. Reimagining these highway landscapes is a critical planning element of urban cores and can be a blueprint for rebalancing their long-term health, equity, and economic vitality.

Urban Heat

Nashville, like other American cities, faces increasingly unbearable summers—however, the heat is not distributed equally. Low-income and minority neighborhoods like North Nashville can get significantly warmer than their surrounding areas due to the urban heat island effect. These areas typically lack trees and other cooling infrastructure that provide shade during the day, and stay uncomfortably warm at night as the heat absorbed by impervious surfaces escapes back into the air.

Since 2008, Nashville's tree canopy in the urban zone has fallen from 28% to 24%—far below comparable cities across the country. The Tennessee Division of Forestry estimates Nashville has lost approximately 9,000 trees per year for the last eight years. In 2018, Metro-Nashville Government launched a campaign to plant and care for 500,000 trees across Nashville by 2050 in collaboration with private, nonprofit, and philanthropic partners. The campaign is designed to increase the city's tree canopy and create a more equitable distribution of the health and sustainability benefits of urban trees across all neighborhoods.

The first wave of Root Nashville tree plantings is focused in the Project area and North Nashville where the addition of new trees could significantly improve public health, environmental quality, and

social equity outcomes. The Project will add significant green space and tree plantings at a site with high levels of pavement that contributes to North Nashville’s urban heat island effect. On extremely hot summer days, these trees will help people vulnerable to heat stress and exhaustion: outdoor workers, the unhoused, and our senior citizens. In this sense, access to shade can sometimes literally be a matter of life and death. The Project was recommended to address these concerns in the Mayor’s Sustainability Advisory Committee as part of a long list of recommendations that will feed into Nashville’s forthcoming Climate Action and Adaptation Plan. The Committee’s adaptation section also recommends a network of resilience hubs to protect vulnerable community members from the effects of increased heat and other effects of climate change. The Project will be designed to support the addition of a potential community and wellness center. This center would also serve as a resilience hub.

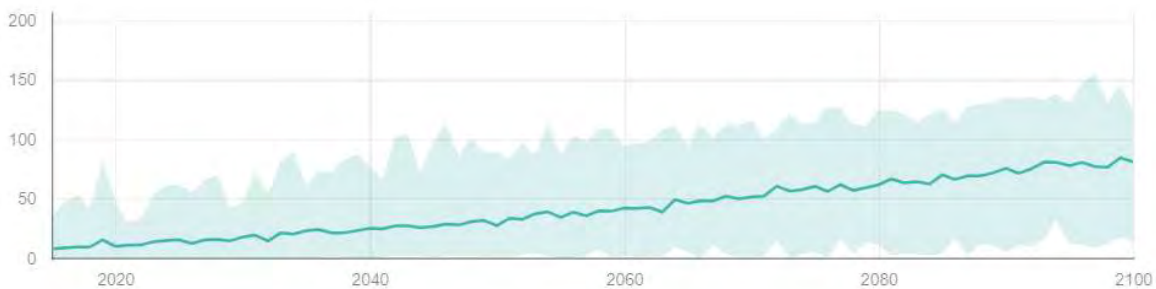
Stormwater

The Project will model its environmental features after other national, peer-city examples of successful park cap projects such as Klyde-Warren Park in Dallas which in 2014 was awarded LEED-Gold certification from the U.S. Green Building Council. By

constructing a park over an active interstate, Klyde-Warren Park sequesters an estimated 18,500 pounds of CO2 annually through newly planted trees, intercepts 64,000 gallons of stormwater runoff, and boasts a marked reduction in temperature (20-45 degrees in shaded areas), air pollution and noise. Like the Klyde-Warren precedent, cap park will feature a palette of regionally appropriate trees, shrubs, and ornamental plantings – a majority will be native or adaptive to the Middle Tennessee area, giving the Project a distinct sense of place in the community. These plantings will connect with ecological needs of the surrounding environment, stimulating species habitation and bridging a divide caused by I-40.

Planting beds, lawns, and gravel surfaces on the park cap will be majority permeable, compared to the 100% impermeable freeway it would cover. Design strategies and tactics will be put in place to manage fresh water as a sustainable resource. In addition to the trees and plantings that are included in the Project budget, Metro seeks to work with non-profit and private institutions to continue this type of investment for the long term.

Rain gardens, bio-swales, new trees, and landscaping atop and nearby the proposed cap park will allow Metro to use green infrastructure to reduce the urban heat



Forecast of annual extreme heat events through 2100 in Davidson County.
Source: temperate.io

island, create a comfortable environment for walking and biking, and locally detain polluted stormwater that currently runs into creeks and other waterways in the vicinity. More natural methods of stormwater management will help the city reduce runoff and its associated negative effects, like contamination of local fresh water. Urban Bioretention areas can offer up to 40% runoff volume reduction, according to the Metro Water Services Low Impact Development Manual. New trees and landscaping features atop the park cap will also contribute to cleaner air.

One major outcome of the 2016 USDOT Every Place Counts Design Challenge was the addition of a new pocket park on Jefferson St. A reflection of design and access to this new adjacent greenspace will be incorporated into the planning and design process. The Project will also address concerns over stormwater runoff and flooding on Jefferson St was discussed during the two-day Every Place Counts summit hosted by Metro and USDOT.

The Project will incorporate features similar to the new pocket park at 1606 Jefferson St. This project capitalizes on a 0.4-acre above-ground parcel for a stormwater detention site, owned by Metro Water Services, to detain



Daytime land and surface temperature

stormwater in underground cisterns, located in the heart of the corridor. The park, named after North Nashville entrepreneur Kossie Gardner Sr., has recently opened as a civic space where Nashvillians can engage history, culture and community—with a play area, plaza space, lawns, bio-retention pits, and a public-art mural wall.

c. Key Program Objective #3: Racial Equity and Barriers to Opportunity

As shown in the figure below, the Project is located in a highly impacted Environmental Justice (EJ) community at the intersection of two federally designated Opportunity Zone (Census Tracts 47037013900 and 47037014200) and within a federally designated Promise Zone (Nashville Promise Zone, subzone 5. See the map below.

The Project stitches back together access, investment, and entrepreneurship in the community to advance racial equity and reduce systemic barriers to opportunities in areas of concentrated poverty. The Cap/Connector will foster a vibrant revitalization to a neighborhood with diverse housing options that welcomes new infill development while protecting current residents, supporting local businesses and institutions, and encouraging new investment. Nashville will involve the community in defining a Project and cap area that celebrates local history and culture while harnessing new energy and opportunities in North Nashville.

Reducing Concentrated Poverty

North Nashville contains several neighborhoods that have long been mired in poverty. An assessment in 2015 found that most Census tracts in North Nashville were chronic high poverty tracts, from 1970

to 2010. A 2018 Brookings Institute study identified that residents in the Nashville zip code 37208 have the highest incarceration rate in the country. The 37208 committee formed out of an effort to understand the racial barriers and discussions of racial equity in the community. The lack of access to resources necessary for thriving—affordable housing, healthcare, education, access, career pathways and opportunities for wealth building, and so much more results in contact with the criminal legal system.

The deadly cycle of poverty and incarceration in 37208 is rooted in a long history, beginning at least 150 years ago with the racialized systems and practices that have shaped our country into what they are today. From slavery to the development of the prison system to Jim Crow to redlining, every neighborhood in the United States has been impacted by deliberate, systemic inequality and institutional racism.

The Project provides the opportunity to address the recommendations from the 37208 committee. The Project increases opportunities for and significantly increases investments in positive youth development, by increasing access to safe public space. It also provides community access to the anchor institutions in the area, rebuilding the link between North Nashville neighborhoods, Jefferson St businesses, and the HBCUs. Further, the potential addition of a recreation center and nearby affordable housing increases access to health and wellness throughout the community.

Equal Access To Public Spaces

The Project will energize Jefferson St and the broader North Nashville community by providing an infrastructure investment that leads to opportunity and resources for this historic area of Nashville. This

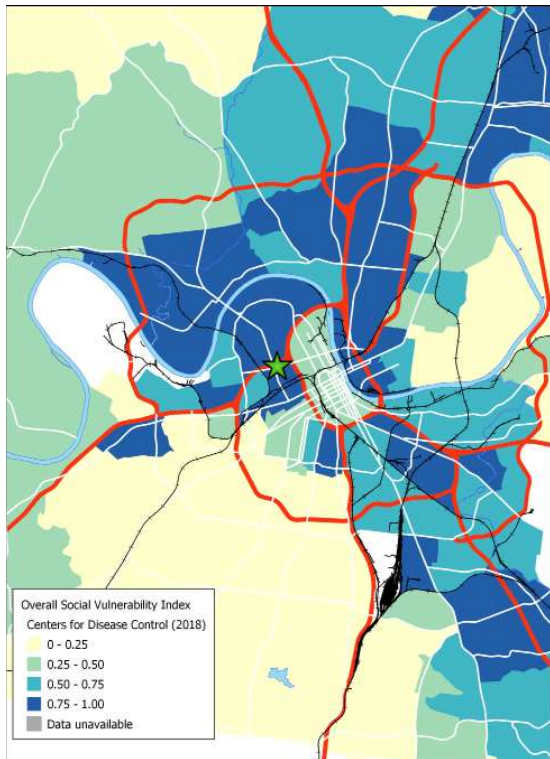
Project provides access, investment, and entrepreneurship. Barriers like unequal access to public space are addressed in this Project. Adding public space back to the community improves relationships and should be considered with recommendations on improving public safety.

Community Involvement

Metro has conducted extensive community engagement in North Nashville in recent decades. However, difficulties in acquiring funding or implementing plans have led to frustration and cynicism among North Nashville residents and stakeholders. Most recently, USDOT's Every Place Counts Design Challenge began to create a vision for transportation infrastructure through a two-day community charrette. The community looked to the challenge for help in improving connectivity, plan for aging infrastructure, connect past work with ongoing efforts, and to explore a cap of the highway. However, in the years since the Every Place Counts event, the lack of funding opportunities focused on healing the divides caused by past decisions means that the visionary work of Every Place Counts has been left unfulfilled.

Metro is partnering to fund preliminary planning and conceptual design of the Project. Community engagement will be a critical element in these early stages, to fully define the project's goals, outcomes, and benefits. However, without a strategy for fully funding the project, early engagement will face headwinds from decades of earned cynicism. **Our intent is to set a national standard for a community-driven design process working to heal the damage caused by past decisions.**

Metro will work with community partners to establish clear understanding of the project's



Environmental Justice communities in Nashville, according to the Centers for Disease Control's Social Vulnerability Index

parameters, and then engage widely to ensure that anyone in North Nashville with an interest in the Project is able to help shape the project's outcomes.

Equity By Design

Equity By Design is an explicit equity lens on infrastructure projects that was developed in Metro's Transportation Plan. Using Equity By Design, we are sharpening our aim toward a performance-driven transportation system that is efficient, effective and accountable in planning, design, and implementation. Equity in our system performance is well supported by including equity in the design of each project that makes up the system. Equity By Design prioritizes community input and is explicit about equity in the design process of projects. Equity By Design questions how

a project meets certain equitable criteria concerning accessibility, connectivity, populations of varying age, safety, outreach, and environmental throughout project design and implementation. This tool is intended to be broad, comprehensive, and open ended so that the design of each project will fully describe how that metric is being met.

Policy Changes Advancing Racial Equity

The Project will also be implemented by Metro and TDOT to foster opportunities for Minority and Women-Owned Business Enterprise (MWBE) inclusion efforts. Through procurement regulation changes underway, Nashville is implementing a race- and gender-neutral program that establishes a contract threshold, under which certain contracts become eligible for designation to only be bid on by small business in accordance with SBA guidelines. The program will also provide more time for prime contractors and subcontractors to plan for and prepare timely bids. This is to increase the ability for firms to form joint ventures or teaming arrangements and to obtain any needed support services. Metro is developing an enhanced communications plan for how it will better assist the W/MBE Business community in understanding its programs, implementations and how to prepare for future procurement opportunities.

d. Key Program Objective #4: Leveraging of Federal Funding

Metro intends to leverage the \$72 million INFRA grant requested in this application with \$48 million in multi-year local funding commitments, as described in previous sections of this application. Metro Council has approved an initial \$20.3 million from the Capital Spending Plan (CSP), which is

the authorizing legislation for the issuance of General Obligation bonds. This includes \$5.8 million authorized specifically for the Project as well as an additional \$14.5 million in funding set aside for partnership opportunities. The remaining \$27.7 million cash match is included in Metro's six-year Capital Improvements Budget awaiting council approval to add to the CSP.

The Project's financial plan does not include other federal funds that pass through TDOT, Metro, or others. Metro is also delivering the Project in partnership with TDOT using an innovative and progressive design-build delivery approach. As described below, this innovative delivery approach will reduce costs, which will leverage both the INFRA investment and Metro's local funding commitments to the project. Metro also anticipates the inclusion of several community and private partners, including a potential partnership with Amazon, that could further leverage the federal and local investment during the community-driven design phase of the Project.

The Project also builds on and leverages previous local, state, and federal participation in the USDOT's Every Place Counts program, referenced throughout this application. In addition, the Project will reinforce and support federal and local transportation investments into project-area-adjacent sections of Jefferson St that are identified in the MPO's FY20-23 TIP as Jefferson St Corridor Intersection Improvements (TIP Project #2004-005).

e. Key Program Objective #5: Innovation

Metro will partner with TDOT for the delivery of this project utilizing the "Progressive Design-Build" alternative contracting method.

Progressive Design-Build (PDB) facilitates involvement of the design-build team during the earliest stages of the owner's project development, ensuring they are part of the project team developing design solutions. This promotes the greatest amount of collaboration between the three key players in a construction contract – the owner, the designer and the contractor.

Compared with the traditional Design-Bid-Build project delivery method, PDB offers potential time and cost savings. The PDB projects combine the design and construction phases of a project into a single contract. This reduces costs without reducing quality, since construction can begin while the plans are still being developed. Since the Design-Builder is responsible for both design and construction activities, this reduces the potential for cost increases due to design errors, and/or for discrepancies between design plans and construction activities.

Design Build project delivery method that combines all or some portions of the design and construction phases of a project - including without limitations design, right-of-way acquisition, regulatory permit approvals, utility relocation, and construction – into a single contract. The Metro and TDOT will clearly define the standards and general specifications they expect for a project, and the design-builder works to satisfy those requirements.

A National Model for Community-Driven Design

The Project will serve as an important national model for communities across the country as they revisit the negative impacts created by the construction of the Interstate System in primarily Black communities.

Many communities continue to have a strong distrust in an infrastructure planning process that has historically excluded them. The Project proposes a community-driven approach to re-establish trust in planning and implementing projects. Additionally, **Metro will pair the Project with investments in affordable housing around the project site to mitigate likely increases in property values leading to gentrification and displacement.** This approach to mitigating gentrification was recommended by a 2018 Transit and Affordability Task Force and adopted as part of the 2020 *Metro Nashville Transportation Plan*.

Mitigating Gentrification

In Davidson County, Metropolitan Development and Housing Agency (MDHA) Redevelopment Districts have been used to help capture and reinvest revenues in a designated area into affordable housing units, transportation and other infrastructure, retail and office uses. With the use of tax increment financing (TIF), developers can receive financing through the MDHA to develop affordable and workforce housing and commercial space in developments near and adjacent to the Project. Community Benefits Agreements between MDHA, Metro, and neighborhoods would also be a desirable and available tool in MDHA Redevelopment Districts. These agreements can address:

- Affordable housing and related wrap-around services in North Nashville;
- Jobs and workforce development;
- Improvements to infrastructure in neighborhoods to interface well with the new I-40 cap park; and
- Neighborhood amenities (such as sidewalks, greenspace connections, parking, bike lanes, or community centers).

Metro and MDHA would work with neighbors and businesses to establish a TIF framework well in advance of constructing an I-40 cap park so that the market has ample opportunity to build MDHA incentives into market prices. This TIF framework would work seamlessly with Metro Planning's requirements for allowing builder-developers any increases in zoning and density entitlements. Other strategies and tactics Metro and MDHA would pursue to help preserve affordable housing and commercial space on and around the Jefferson St corridor, in advance of and as the cap project is being constructed, might include:

- Involving Community Development Financial Institutions (CDFI) and other alternative sources of capital to help finance affordable housing and commercial space.
- Thoroughly review all MDHA-TIF and PILOT program incentives to maximize their potential impact on both preservation and development of affordable housing and commercial space for small businesses.
- Establish a clear channel of communication between Metro Nashville and landlords and/or property owners to encourage stabilization of affordable rent for housing and commercial space on/ around Jefferson Street.
- Pilot an investment cooperative along the Jefferson Street corridor, where a private group could contribute funds to help purchase a building(s) and rent to local small businesses at reasonable rates.
- Align MDHA-TIF with the catalyzation of development projects that could deliver essential services to the community: daycare, physical and mental health clinics, groceries, coffee shops/3rd spaces, community centers, workforce training, other Metro services

(business licenses, social-service benefits, employment centers, financial counseling).

- Partner with MDHA to explore the use of Community Development Block Grant (CDBG) funding to support business development and employment growth efforts on/around Jefferson Street.
- Work with the Jefferson United Merchants Partnership (J.U.M.P.) to survey area small-business owners to solicit their feedback about their concerns, needs, and wants. Build a community team to address these concerns and to transparently share information about the I-40 cap project.
- Partner with resource agencies such as the Nashville Area Chamber of Commerce, Pathway Lending Women’s Business Center, the Nashville Business Incubation Center, the Nashville Area Black Chamber of Commerce, and the Nashville Entrepreneur Center to help develop a vision for small-business preservation and development along the Jefferson Street corridor.
- Engage local Community Development Financial Institutions and Community Development Corporations to serve as fiscal agents so that programmatic funding flows through resource-chains that are hyperlocal to the Jefferson Street and North Nashville community.
- Involve and fund nonprofit service providers, cultural organizations, and other community groups to assist with outreach and communication on the I-40 cap project; support these organizations’ existing and ongoing work in stabilization of market pressures on residential and commercial real estate along the Jefferson Street corridor.

f. Key Program Objective #6: Performance and Accountability

Performance

Once completed, the Project will become part of Metro and TDOT’s inventory of transportation assets. Metro and TDOT will track ongoing maintenance and management of the Project as a significant new transportation asset. Metro relies on G.O. bonds to fund maintenance and asset renewal of transportation projects and recreation facilities. Metro issues G.O. bonds in most years through a capital spending plan approved by the Metro Council. Road reconstruction, paving, bridge projects, and park maintenance are routinely included in these bond issuances. Specific maintenance projects are prioritized based on a regular cycle of condition assessments.

Accountability

Metro will work with TDOT and other Project partners to set performance objectives and metrics and a monitoring process to track if the Project is achieving the stated objectives. The monitoring process will include the following elements to assure the accountability of the implementing agencies:

- **Community Involvement:** Metro will implement a community involvement program and will monitor key performance measures including the number of community outreach events held, attendance, contacts and communications made through websites and social media, speaking engagements and speaker requests, and other associated measures. Metro will also monitor responsiveness to issues and concerns raised by the community.
- **Project Development Process:** Metro and TDOT will be implementing the

Project through an innovative progressive design-build process. Key measures will be monitored to assure that the Project advances in a manner consistent with key milestones established.

- **Monitoring and Evaluation:** Metro and TDOT will work with other project partners to develop a monitoring and evaluation plan to track Project progress toward advancing equity, economic development, employment opportunities, community health, access and mobility, and other related objectives. On-going data to be monitored will include pedestrian and bicycle use, traffic volumes, accidents, and noise and air quality readings.
- **Lifecycle:** Metro, through our Parks Department and partners like Greenways for Nashville, will be responsible for the on-going operations and maintenance of the Project, with TDOT continuing to maintain the interstate. This will assure that lifecycle needs of this important community asset will be addressed.

VI. Project Readiness

Metro, in coordination with partners at TDOT and the Nashville Civic Design Center, have assessed projects risks associated with technical feasibility, project schedule, environmental documentation and other approvals, and engagement of the community. The approval process for each, along with other potential risks related to timing for spending obligated funds, are explained and considered in this section. In summary, based on the risk assessment, this project is reasonably expected to begin construction within 18 months of receiving funds. While a range of mitigation strategies will be identified through preparation of environmental documents and other plans, previous work has addressed two major

factors: community engagement and technical feasibility.

Project Schedule

The detailed project schedule presented below identifies all major project milestones. It demonstrates that Metro, in partnership with TDOT, will complete all necessary activities in a timely manner to ensure that obligation of INFRA funds occurs sufficiently in advance of the September 30, 2024 statutory deadline. This schedule demonstrates that unexpected delays will not put funds at risk of expiring before they are obligated, that the project can begin construction quickly upon obligation of INFRA funds, and that the grant funds will be spent expeditiously once construction starts, and that all ROW acquisition will be completed in a timely manner, in accordance with 49 CFR part 24, 23 CFR part 710, and other applicable legal requirements.

Information about NEPA Status of the Project

NEPA work associated with this project is anticipated to begin in July 2021, made possible by Metro Council investment in the project with its adopted FY22 capital spending plan (and future FY spending plans) discussed elsewhere in this application. In preparation of this application, however, Metro has provided a high-level fatal flaw analysis regarding various NEPA-related milestones and reviews necessary to advance.

Action	Schedule
Implementation agreements	FY22-24
State Planning approvals (TIP/STIP)	FY22
Council approval of financing	FY22
Start NEPA	FY22
NEPA completion	FY22
Design completion	FY22
ROW acquisition	FY23
Approval of plans, specifications and estimates	FY23
Procurement	FY23
State and local approvals	FY22-FY23
Project partnership (TDOT Design / Construction innovative delivery, US DOT)	FY22
Construction start	FY22

Based on the information available at the current phase of the project, Metro and TDOT anticipate that the NEPA class of action for this project will be a D-List Categorical Exclusion based on minor ROW, and an ultimate decision of no significant environmental impacts. Regarding Section 4(f) use, this project assumes no adverse effect and Section 4(f) de minimis. If individual 4(f) evaluations are required, that could have schedule-timing implications and potential NEPA class of action implications. Lastly, maintenance of traffic will need to be addressed in the NEPA document, particularly with respect to potential I-40 disruptions. See sidebar entitled "Environmental Summary" for a summary of environmental and other related conclusions of prescreening.

Information on Reviews, Approvals, and Permits by Other Agencies

The proposed project will require reviews or approval actions by multiple agencies. The

D-List CE will need to be reviewed by TDOT and approved by FHWA. The supporting technical studies, if not done by TDOT, will need to be reviewed and approved by TDOT. A summary of the preliminary risk assessment conclusions is also presented in the sidebar entitled "Environmental Summary".

Engagement

While public engagement for the project occurred during *Metro Nashville Transportation Plan* and *Every Place Counts*, both of which are described elsewhere in this application, discussions of capping the interstate have been going on for much longer. While public engagement is not required for D-List CEs, it is anticipated that FHWA would require some form of public engagement for this project. In addition, Metro's public engagement for developing this project would include a wide range of activities and will follow the Equity by Design model described in the *Metro Nashville Transportation Plan*. The *Every Place Counts* report on Nashville cited as a lesson learned the need to ensure that all stakeholders are engaged throughout the process rather than only the beginning of project development or joining after major design decisions have been made when changes to design become more complicated to implement. Metro's use of its Equity by Design Tool will ensure robust engagement throughout project development.

Technical Feasibility

Technical feasibility of the project has been reviewed by TDOT and determined feasible. A previous feasibility study coordinated by the Nashville Civic Design Center for a nearby section of I-40 identified no fatal flaws related to technical feasibility. NCDC, in partnership with Vanderbilt University

ENVIRONMENTAL SUMMARY

- No streams or wetlands, protected or endangered species, floodway or floodplain farmland, or LCWF-funded recreational properties (Section 6(f)) present
- Anticipate no negative air quality impacts
- Anticipate (after construction) that noise levels will not increase and anticipate the cap will have noise-reduction benefits
- Anticipate the project will be identified as a Type 1 project
- Section 4(f)/Section 106 review for required properties, but anticipate historical resources review would return a finding of no adverse impact. Relevant properties include:
 - Kossie Gardner Sr. Park located at the terminus of 16th Ave N (to be enhanced with completion of project.
 - Fisk National Register District and contributing properties (1 NR and 1 NRE)
 - Jubilee Hall National Landmark (Fisk)
 - Metro Historical Commission staff previously identified 3 additional worthy of conservation properties nearby, .
- Anticipate no negative impacts to cultural and archaeological resources (environmental reviews for previous projects found no resources
- Anticipate Native American consultation
- EJ assessment anticipated to show presence of minority/low-income populations, but it is also anticipated that the project will not have disproportionately high and adverse impact on such populations.
- Hazardous Materials could be encountered due to gas stations, auto repair and dry-cleaning establishments no longer in business

engineering faculty and students, conducted a feasibility study for the area generally between Charlotte Ave and I-65. Within their analysis, the students and NCDC staff outlined the process of building the cap, and the opportunity it presented as a cornerstone public space project within Nashville. It is anticipated that further analysis as the project advances will show similar outcomes for the Project.

VII. Large/Small Project Requirements

Economic, Mobility, Safety Benefits

The Project is an investment to the North Nashville community. This investment provides a high-quality of life drawing visitors to Jefferson St to support local economic development. . Transportation improvements along the Project, as well as at critical intersections where Dr DB Todd Jr Blvd interfaces with the broader street and sidewalk network at Jefferson and Scovel. Active transportation and open space features on the Project itself, to create a safe and welcoming pedestrian environment. The Project itself improves quality of life by providing high-quality public space, drawing visitors to Jefferson St to support local economic development, reducing exposure to air pollution, and reducing the heat island effect. Metro intends to pair investment in the Project with an affordable housing investment and other equitable development strategies to mitigate gentrification caused by this major new amenity and to provide North Nashvillians with safe and stable housing. Metro may pursue locating a community and wellness center at the Project, to support health and wellness activities for the community and for students, faculty, and staff at Meharry and Fisk.

Benefit-Cost Analysis

From a public benefits perspective, the Cap is anticipated to minimize noise impacts created by the Interstate System, while improving traffic flow and making critical safety, ITS, and crash reduction

improvements to intersections and ramps leading to the high-incident interchange known as Trucker’s Curve. It also improves active transportation facilities in the area, providing a relatively less expensive and more equitable way for residents to connect to employment centers, educational facilities, religious institutions, grocery stores, community and public services, as well as other special attractors.

A table summarizing the changes expected from the project is provided below. Monetized and qualitative benefits are both presented. Note that existing USDOT guidance related to benefit-cost analysis does not provide an approved approach for some of the benefits included in this analysis, despite that they reflect the value of some of the most important features of this investment. As a result, the BCA model allows benefits to be toggled on and off in the “BCA” worksheet for USDOT’s evaluation.

The period of analysis used in the estimation of benefits and costs begins in 2019 and ends in 2044. Twenty years of benefits are included in the analysis, once the Cap is built and operational. The total (undiscounted) project costs are \$120 million in 2019.

A summary of the relevant data and calculations used to derive the benefits and costs of the project are provided in the BCA model and supplementary documentation that accompanies this application. Based on the economic analysis conducted, the project is expected to generate \$107.3 million in discounted net benefits and \$91.7 million in discounted costs, using a 7 percent real discount rate. **The Project is expected to generate a Net Present Value of \$15.6 million and a Benefit/Cost Ratio of 1.17.**

In addition to the public benefits that this project is expected to generate, there

is also an opportunity to generate jobs. The Estimates of Job Creation from the American Recovery and Reinvestment Act of 2009 study provided an estimate of the impact of the ARRA in terms of job-years. Specifically, the study suggests that it required approximately \$92,136 during the Obama Administration to create one job-year. Adjusting for inflation, our \$120 million project is estimated to support approximately 1,124 job-years. These jobs could be obtained by people across Metro Nashville, including the disadvantaged communities that were impacted by the original interstate construction.

Freight Movement and Economic Vitality

Nashville is centrally located, growing logistics hub--50 percent of the population of the United States lives within 650 miles of Nashville. Because of this, freight on Nashville’s urban interstates play an important role in the region’s economy. The interstate segments that would be addressed by the project host 13,500 truck trips daily, or 5.1% of all trips. Through 2045, the truck share of trips is projected to grow to 5.7%.

BASED ON 2020 DATA, NEARLY 82% OF THE PROJECT AREA POPULATION IS NON-WHITE, WITH MORE THAN 77% BLACK.

MEDIAN HOUSEHOLD INCOME IS \$23,742 WITHIN 1/4 -MILE OF THE PROPOSED CAP. IT IS MORE THAN TWICE THAT, \$51,583, 1 MILE AWAY.

U.S. Bureau of the Census

Preliminary Engineering

The project is not based on preliminary engineering. Previously incurred expenses along Jefferson Street intersection is in the environmental phase. Preliminary engineering for the cap/connector will be done by Metro's Public Works department.

Stable Funding Sources

The grant budget includes stable funding sources. At this time funding sources are INFRA and local funds. The allotted portion of Metro's match is currently in the CIB where Metro council will approve for CSP annually funds over a multi-year period. An initial \$5.8 million has been approved for funding.

Contingency Amounts

Contingency amounts are available and have been budgeted in the construction budget. Currently, Metro has budgeted for contingencies at 10% for a total of \$8.8 million.

Project Without INFRA Support

If INFRA is not awarded our project schedule would be delayed until funding from the CIB could be made available for allocation to the CSP. In light of COVID-19 recovery, this process could take up to seven years to achieve. The project cost of \$120 M would increase with inflation; our objective is for the project scope to remain unaffected.

Obligation Date: 12/2021

Assumes a 6/2021 award date.

Construction Start Date: 7/2022

Changes to Baseline / Alternatives	Type of Impacts	Population Affected by Impacts	Benefits	Summary of Results (millions of discounted \$2019)
Improve safety around Truckers Curve	Reduced risk of crashes	Local and through traffic	Supporting Economic Vitality by Improving Safety	\$32.4
Improve safety on Dr. DB Todd Bridge				\$1.4
Improved active transportation facilities associated with Cap	Reduced mortality benefits for new pedestrians & cyclists	Local and through walkers and cyclists	Climate Change & Environmental Justice Impacts	\$6.3
	Trip quality benefits for existing pedestrians & cyclists			\$0.6
	Reduced emissions due to modal shift from auto to active transportation	Members of the community, including disadvantaged populations		Not monetized [1]
Reduced noise impacts for neighborhoods near existing interstate	Noise reduction benefit	Members of the community, including disadvantaged populations	Racial Equity & Barriers to Opportunity	\$66.7
Park amenity benefits associated with Cap	Quality of life benefit			
Improved connectivity to special attractors	Better access to jobs, educational facilities, public services, etc.			Not monetized
Increased retail activity	Opportunity for job growth and improved quality of life			Not monetized

[1] Note that at this stage of project development, data were not readily available to understand what share of new cyclists and pedestrians would opt to walk or bike, rather than use their personal vehicle. Assumptions related to modal shift are further complicated as nearly 1/3 of households in zip code 37208 do not own a vehicle.

APPENDIX A

Letters of support

- Congressman Jim Cooper
- Senator Brenda Gilmore
- Representative Harold Love
- Tennessee Department of Transportation
- Greater Nashville Regional Council & Metropolitan Planning Organization
- Meharry Medical College
- Fisk University
- American Baptist College
- Amazon
- Magruder Center
- Citizens Trust Bank
- Metropolitan Transit Authority (WeGo Public Transit)
- Metropolitan Development and Housing Authority
- Urban Land Institute - Nashville
- Tennessee Department of Health
- National Organization of Minority Architects, Nashville Chapter
- Civic Design Center
- Reverend Napoleon Harris V, Paster of First Baptist Church South Inglewood
- Honorable Lonnell Matthews, Jr., Juvenile Court Clerk
- Erica Gilmore, Metropolitan Trustee
- Phillip & M. Simone Boyd
- New Level Community Development Corporation
- Matthew Walker Comprehensive Health Center
- Walk Bike Nashville
- Cumberland River Compact
- Moving Forward
- Transit Alliance of Middle Tennessee

Pending letter

- Gideon's Army

JIM COOPER
5TH DISTRICT, TENNESSEE
HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON STRATEGIC FORCES –
CHAIRMAN
SUBCOMMITTEE ON INTELLIGENCE, EMERGING
THREATS AND CAPABILITIES
SUBCOMMITTEE ON SEAPOWER AND PROJECTION
FORCES
COMMITTEE ON OVERSIGHT
AND REFORM
SUBCOMMITTEE ON NATIONAL SECURITY
COMMITTEE ON THE BUDGET

Congress of the United States
House of Representatives
Washington, DC 20515

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WASHINGTON OFFICE:
(202) 225-4311
FAX: (202) 226-1035
WEBSITE: cooper.house.gov

March 18, 2021

The Honorable Pete Buttigieg
Secretary
United States Department of Transportation
1200 New Jersey Avenue SE
Washington, DC 20590

RE: INFRA Grant Proposal for Interstate cap at I-40 in in Nashville, Tennessee

Dear Mr. Secretary,

I am writing to you once again, this time in support of Metro-Nashville's application to the Department's INFRA grant program to help construct an Interstate cap at I-40 in historic North Nashville. This project has strong support from the regional MPO, the Tennessee Department of Transportation, and the Federal Highway Administration—Tennessee Division.

In the mid-1940s, Jefferson Street and the surrounding neighborhoods in North Nashville became the central commercial hub for Nashville's middle-class African American community. But the construction of Interstates 40 and 65 in the late 1960s and early 1970s cut directly through North Nashville, displacing thousands of people and businesses and decimating the commercial, social, and cultural fabric of this historically black neighborhood.

The proposed cap over I-40 will allow Nashville to take major step forward in bringing the community back together and create increased prosperity in a historically significant neighborhood.

Thank you for your consideration of this project.

Sincerely,



Jim Cooper
Member of Congress



BRENDA GILMORE
STATE SENATOR, DISTRICT 19TH
DAVIDSON COUNTY

LEGISLATIVE OFFICE:
768 CORDELL HULL BUILDING
425 5TH AVENUE, NORTH
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FAX: (615) 253-0361
EMAIL: sen.brenda.gilmore@capitol.tn.gov

Tennessee State Senate

NASHVILLE

DEMOCRATIC FLOOR LEADER

MEMBER OF COMMITTEES

FINANCE
REVENUE SUB-COMMITTEE
PENSION & INSURANCE JOINT SUB-COMMITTEE
FISCAL REVIEW COMMITTEE
TRANSPORTATION
EXECUTIVE BOARD NATIONAL BLACK CAUCUS OF
STATE LEGISLATORS (NBCSL)
EXECUTIVE BOARD NATIONAL CAUCUS OF
ENVIRONMENTAL LEGISLATORS (NCEL)

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

I am pleased to provide this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville in District 19. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

Jefferson Street located in North Nashville is the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew three inspirations from Nashville's Jefferson Street. The area is home to three nationally renowned HBCUs, Fisk University, Meharry Medical College, and Tennessee State University with national alumni figure associations like Rep. John Lewis, Oprah Winfrey and Wilma Rudolph. The construction of Interstates 40 and 65 in the late 1960s and early 1970s, displaced and isolated 1400 North Nashvillians and razed businesses and cultural venues in this historically black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, and I support safe, comfortable places for walking and biking. I envision a beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings. This could go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

I am asking for additional thought and attention to be given to this area. Mayor John Cooper, in his newly-adopted transportation plan, has committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively mend the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed.

As the State Senator for District 19, I am prepared to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to help design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

The future of North Nashville is bright I humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink that reads "Brenda Gilmore". The signature is written in a cursive, flowing style with a large initial "B".

Brenda Gilmore State Senator, District 19br
District 19



HAROLD MOSES LOVE, JR., Ph.D.
STATE REPRESENTATIVE
58TH LEGISLATIVE DISTRICT
425 5th Avenue North
Cordell Hull Building – Suite 668
Nashville, Tennessee 37243
615-741-3831 (Office)
615-253-0323 (Fax)

EMAIL: rep.harold.love@capitol.tn.gov

HOUSE OF REPRESENTATIVES
STATE OF TENNESSEE
NASHVILLE

COMMITTEES
Education
Local Government

SUBCOMMITTEE
Education K-12
Elections and Campaign Finance

ASSISTANT DEMOCRATIC
LEADER

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

I am very pleased to provide this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

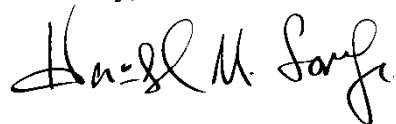
At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University. The construction of Interstates 40 and 65 in the late 1960s and early 1970s displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of this historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the “Gateway to Heritage” project. In 2016, this earlier community visioning work led Secretary Anthony Foxx’s Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation. With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America’s next “It City.” Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area’s rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively repair the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. I believe a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville’s larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA. I would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. I was born in North Nashville, currently live there and a major part of my Legislative District is North Nashville. The future of North Nashville is bright: I humbly request USDOT’s enthusiastic approval of Metro’s 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, reading "Harold M. Love, Jr." in a cursive script.

Harold M. Love, Jr., Ph.D.
State Representative District 58



**STATE OF TENNESSEE
DEPARTMENT OF TRANSPORTATION**

COMMISSIONER'S OFFICE
SUITE 700, JAMES K. POLK BUILDING
505 DEADERICK STREET
NASHVILLE, TENNESSEE 37243-1402
(615) 741-2848

CLAY BRIGHT
COMMISSIONER

BILL LEE
GOVERNOR

March 16, 2021

The Honorable Pete Buttigieg
Secretary, USDOT
1200 New Jersey Ave SE
Washington, DC 20290

Dear Secretary Buttigieg:

The Tennessee Department of Transportation (TDOT) is pleased to submit this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap on I-40 in Historic North Nashville.

As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project, which will cover or "cap" I-40 with a bridge (and roughly 825-foot tunnel) between Dr. DB Todd Jr. Boulevard and 17th Avenue with the top of the bridge being utilized as a public space. The project will also include safety and intelligent transportation system (ITS) components to improve safety at "Truckers Curve," an area of I-40 notorious for frequent trucking accidents, and interchange improvements.

As was the case in many states in the 1960s and 1970s, the construction of the interstate system in Tennessee displaced many residents, businesses, and cultural venues in the North Nashville area, isolating some historically significant neighborhoods. The cap project will reestablish the connectivity of the local road network and create green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service, along with new facilities where neighbors and organizations can host community meetings.

TDOT is pleased to work with USDOT, the Greater Nashville Regional Council, the Metropolitan Government of Nashville, and neighbors, churches, and businesses in the area on this project. Thank you for your consideration.

Sincerely,

A handwritten signature in black ink that reads "Clay Bright".

Clay Bright
Commissioner



March 15, 2021

The Honorable Pete Buttigieg
Secretary of Transportation
U.S. Dept. of Transportation
1200 New Jersey Ave SE
Washington DC 20290

Subject: Support for I-40 Interstate Capping Project in Downtown Nashville

Dear Secretary Buttigieg,

On behalf of Transportation Policy Board of the Greater Nashville Regional Council (GNRC) I would like to express support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. GNRC is recognized by as the Metropolitan Planning Organization (MPO) for the seven county Nashville metropolitan planning area which includes Davidson, Maury, Robertson, Sumner, Williamson, and Wilson counties.

As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project which is part of a larger vision for modernizing the 1960s era U.S. Interstate loop around downtown Nashville included in the region's adopted long-range transportation plan.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the uniquely disruptive nature of a controlled-access highway as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

Connecting Communities. Empowering People.

220 Athens Way, Suite 200 • Nashville, TN 37228 • GNRC.org

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Department of Transportation (TDOT) completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the “Gateway to Heritage” project. In 2016, this earlier community visioning work led Secretary Anthony Foxx’s Office to visit Nashville as part of the USDOT Every Place Counts Design Challenge, which specifically reached out to poor, minority communities subjected to bifurcation by Interstate highways.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America’s next “It City.” Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area’s rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

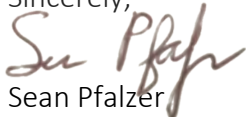
Additional thought and attention must be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the USDOT Every Place Counts Design Challenge for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.

Our organization agrees a bold, ambitious countermeasure is needed to remedy the 20th Century damage wrought by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service –along with new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings– would go a long way toward improving the health (human and environmental), livability, and prosperity of this historic gem of a community—situated only a few miles from the regional jobs and economic hub of downtown Nashville.

We would be thrilled to work with USDOT, TDOT, the Metropolitan Government of Nashville-Davidson County, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

GNRC supports Metro Nashville’s grant application and believes that implementation of the I-40 Interstate cap will serve as an important investment in Nashville, our region, and the State of Tennessee.

Sincerely,



Sean Pfalzer

Transportation Planning Manager

Cc: Members of the Nashville Area MPO Transportation Policy Board
Clay Bright, Commissioner, TDOT
Michael Skipper, Executive Director, GNRC



March 15, 2021

The Honorable Pete Buttigieg
Secretary
U.S. Dept. of Transportation
1200 New Jersey Ave SE
Washington DC 20290

Dear Secretary Buttigieg,

I am providing this letter of support for Metro-Nashville’s application to USDOT’s Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by the Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

The potential impact of the proposed Interstate cap cannot be overstated. I write in support of INFRA funding; and more accurately, in an appeal to support the first significant transportation project to redress the past atrocities that culminated in the decimation of a thriving black community when Interstate 40 ploughed through Jefferson Street, the main thoroughfare for black affluence. Jefferson Street, anchored by three Historically Black Colleges (Fisk founded in 1866; Meharry Medical College founded in 1876, and Tennessee A& I founded in 1912), was at that time central to black life and livelihood. By the end of the Second World War, the Jefferson Street area of North Nashville had become the commercial hub for Nashville’s middle-class African-American community—lined with stores, restaurants, and barbershops. The city’s oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville’s Jefferson Street.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s displaced 1400 North Nashvillians razed businesses and cultural venues, resulting in the isolation of these historically significant black neighborhoods. There is overwhelming evidence that the disruption caused by the interstate placement decimated the commercial, social, and cultural fabric of a historic black neighborhood, the effects of which we are still experiencing.

I proudly serve as the 12th President & CEO of Meharry Medical College where we remain a pillar along the Jefferson Street corridor and remain committed to illuminating the rich legacy of community. Meharry financially contributed to the “Gateway to Heritage” project that was the result of a 2012 Tennessee Dept. of Transportation community-engagement effort in partnership with Metro Government, an enclave of local businesses, and the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses. This community visioning work led to a 2016 visit to Nashville by Secretary Anthony Foxx’s Office as part of the *USDOT Every Place Counts Design Challenge*, which specifically focused on poor,

minority communities subjected to Interstate-highway bifurcation. These projects, though well intended, did not have the transformational potential that the current proposed project offers.

The city of Nashville has been transformed, in particular over the past twenty years. With the tremendous growth of Nashville, the increased density of residential and business development expanding well beyond the core downtown area, there has been renewed interest in the Jefferson Street corridor. The eastern blocks of Jefferson Street, closest to the river, have experienced tremendous economic development, while the blocks closest to Meharry, Fisk, and the intersection of Interstate 40 remain noticeably blighted—a stark reminder of the 1968 disruption. Likewise, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area’s rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

We are at a timely place in our national history to address the overlooked and forgotten spaces that remain strongly identifiable symbols of disparity in historically black neighborhoods. Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. I agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville’s larger greenway transportation system, new facilities for the enjoyment and reconnection of the community could have immediate and generational impact, improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT’s enthusiastic approval of Metro’s 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, appearing to read "James E.K. Hildreth", with a stylized flourish at the end.

James E.K. Hildreth, Ph.D., M.D.
President and CEO



FISK
UNIVERSITY

Office of the President

March 18, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

This letter is written in support of the Metropolitan Government of Nashville's application to USDOT's 2021 Infrastructure for Rebuilding America (INFRA) grant program to help plan, design and construct a multimodal cap park and connector atop Interstate 40 at Jefferson Street and DB Todd Blvd. in Historic North Nashville. Such an award will not only transform North Nashville neighborhoods and surrounding street network for the better but will also improve conditions all across the city.

If you should need additional detail, please feel free to give me a call at 615.329.8555.

Sincerely,

Vann R. Newkirk, Sr., PhD
President, Fisk University



March 18, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave. SE | Washington, DC 20290

Dear Secretary Buttigieg,

It is the social responsibility of American Baptist College, (ABC) to provide a support letter for a project that addresses decades-old injustices to the communities in North Nashville. This institution support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap park at I-40 in Historic North Nashville.

As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Department of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

Throughout the nearly 50 year period, from the end of the Second World War, in 1945, though the construction of I-40 in the late 1960s, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University. Though American Baptist College is not located in the Jefferson Street corridor, its students, faculty, staff and alumni were a part of this area, as residents, church membership and of course retail and entertainment participation.

Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of a historic black neighborhood. According to reports, more than 620 homes, 27 apartment houses, six churches were demolished and 50 local streets were dead-ended. As the late Reverend Dr. Kelly Miller Smith noted, the interstate was "a bitter thing which tore the community apart." Once a thriving residential, business, entertainment and recreational center within the African-American community, I-40 dissected and decimated Jefferson Street.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Department of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

1800 Baptist World Center Drive / Nashville, TN 37207 / 615.256.1463

ABCNASH.EDU

Letter to The Honorable Pete Buttigieg
Page Two of Two
March 18, 2021

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. D. B. Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

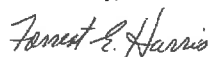
Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed.

American Baptist College agrees, a bold and ambitious countermeasure is needed to begin to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

As an institution that was a cradle of the Non-Violent activities in the Civil Rights activities of the 1960s and early 70s, we stand steadfast to support this project. With alumni such as the late Congressman John Lewis, who believed in getting into Good Trouble, and Rev. C. T. Vivian, who fought fiercely for voting rights, and both who received the highest civilian honor in the United States, the Medal of Freedom Award, have blazed paths for American Baptist College to stand boldly for this endeavor. We welcome the opportunity to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to begin the healing of 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to a historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,



Forrest E. Harris
President

FEH:mac



March 19, 2021

The Honorable Pete Buttigieg
Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

RE: Metropolitan Government of Nashville & Davidson County (Metro Nashville) INFRA Grant Application

Dear Secretary Buttigieg,

I write to express Amazon's support for Metro Nashville's application to the U.S. Department of Transportation's INFRA grant program. Metro Nashville's proposal to construct an I-40 Interstate Cap would help promote equitable and inclusive growth in historic North Nashville, benefitting the community, including those that work in downtown Nashville.

We understand that the proposed improvements will encourage the economic revitalization of historic Jefferson Street. We also understand that the project will create opportunities for public-private investments to address North Nashville's community needs, including housing affordability. We are supporting the city's efforts to mitigate any displacement due to this infrastructure project.

We ask that you give Metro Nashville's application full consideration. Please let us know if you have any questions.

Sincerely,

A handwritten signature in blue ink that reads "Ashleigh de la Torre". The signature is written in a cursive, flowing style.

Ashleigh de la Torre
Director, Public Policy

601 New Jersey Ave NW
Washington, DC 20001

Catholic
Charities
Diocese of Nashville

C.E. McGruder Family Resource Center
2013 25th Avenue North Nashville, TN 37208
Office 615-242-1554 cctenn.org

March 16, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

The C.E. McGruder Family Resource Center is providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As a community agency that works collaboratively with the members of the Metro-Nashville government, we understand the importance of connectedness and community building. Our local government has made allocations for the upcoming Fiscal Year 2021-22 Capital Spending Plan to support this proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

Prior to the construction of Interstates 40 and 65 in the late 1960s and early 1970s, the Jefferson Street area of North Nashville served as the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolph and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of these interstates displaced 1400 North Nashvillians and razed businesses and cultural venues therefore isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of a historic black neighborhood.

Community-engagement work has been conducted in partnership with Metro Government and a strong enclave of local businesses to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

Representation matters, and currently the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable

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C.E. McGruder Family Resource Center
2013 25th Avenue North Nashville, TN 37208
Office 615-242-1554 cctenn.org

places for walking, biking and experiencing the sights and sounds delivered by the community that is North Nashville.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. We agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

The C.E. McGruder Family Resource Center would be thrilled to partner with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,



Destini D. Burns
Director
McGruder Family Resource Center



March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. We agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, appearing to read "Jeff McGruder II". The signature is fluid and cursive, with the first name "Jeff" being the most prominent.

Jeff W. McGruder II
Chief Relationship Officer
Citizens Savings Bank & Trust Co.
1917 Heiman Street
Nashville, TN 37208



A Service of Nashville MTA

430 Myatt Drive
Nashville, TN 37115
WeGoTransit.com
615-862-5969

John Cooper
Mayor

Gail Carr Williams
Chair

Janet Miller
Vice Chair

Hannah Paramore Breen
Member

Walter Searcy, III
Member

Mary Griffin
Member

Stephen G. Bland
Chief Executive Officer

Edward W. Oliphant
Chief Financial Officer

Bill Miller
Chief Operating Officer

Rita Roberts-Turner
Chief Administrative Officer

Trey Walker
Chief Engineer

March 18, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville’s application to USDOT’s Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville.

WeGo Public Transit is the marketing name for public transportation services operated throughout Nashville and 7 additional counties in Middle Tennessee through FTA funded grantees – The Metropolitan Transit Authority of Nashville and Davidson County, and the Regional Transportation Authority of Middle Tennessee.

The location of the Interstate cap in this project proposal is in the middle of one of the richest areas of public transportation service concentration in Nashville, with 3 bus routes in easy walking distance of this location, and 2 routes crossing immediately adjacent to the project site at the intersection of Jefferson Street and Dr. D.B. Todd, Jr. Boulevard. The site will have direct transit access to Downtown Nashville and Tennessee State University via WeGo route 29 and direct service to the Vanderbilt/Midtown area and WeGo Public Transit’s new North Nashville Transit Center (currently in design) via WeGo route 25. The site is also adjacent to WeGo route 42, which serves the low-income neighborhoods of North Nashville. As such, community development opportunities facilitated by the cap would be easily accessible to a wide array of individuals throughout the city via public transportation; and any residential opportunities afforded by the cap would provide residents with easy access to the major employment, medical and commercial areas of the city.

Sincerely,

Stephen G. Bland
Chief Executive Officer

Metropolitan Development and Housing Agency

701 SOUTH SIXTH STREET * NASHVILLE, TENNESSEE 37206 * TELEPHONE (615) 252-8400
TELEPHONE DEVICE FOR DEAF (615) 252-8599

Saul Solomon
Interim Executive Director

Mailing Address: P. O. Box 846
Nashville, TN 37202

March 17, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville.

The Metropolitan Development and Housing Agency (MDHA) has a long history of supporting the Jefferson Street corridor and the surrounding community. In 2005, the Metro Council approved the Jefferson Street Redevelopment District authorizing Tax Increment Financing (TIF) in this corridor.

Since then, MDHA has assisted in the rejuvenation of the corridor through various programs including Community Development Block Grant (CDBG) Program, HOME Investment Partnerships Program (HOME) and Neighborhood Stabilization. The Agency also partnered in the U.S. Department of Transportation (USDOT) sponsored Gateway to Heritage Project.

Most recently, MDHA developed 10th & Jefferson, a 54-unit affordable and workforce housing development at 941 Jefferson St. in 2018. Last year, the Agency invested \$850,000 in CDBG funds for the development of the Kossie Gardner, Sr. Park at 1606 Jefferson St.

Today, MDHA has in excess of \$14 million of bonding capacity remaining in the district. These funds are restricted to the Jefferson Street corridor from 13th Avenue to 28th Avenue. Historically TIF has leveraged private investment 10 to one, which could spur \$140 million of total investment in this 15 block area.

We would be thrilled to once again work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has sustained dynamic economic growth for the last decade-plus: Increased social and environmental challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to a historically marginalized public. The future of North Nashville is bright; we humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,





March 12, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

On behalf of the Urban Land Institute(ULI) Nashville, I'm pleased to provide this enthusiastic letter of support for Metro Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville.

As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment out of a total \$28M local commitment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee. This letter represents equally robust support from the non-profit sector: ULI is a non-profit whose membership are dedicated to best practices in the use of land and in building sustainable, thriving, equitable cities.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr. and his colleagues, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College, where many of the civil rights/ anti-segregation activism was dreamed of and planned for. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

However, the construction of Interstates 40 and 65 in the late 1960s and early 1970s harshly displaced 1400 North Nashvillians, razed businesses and cultural venues, and tore apart these neighborhoods and the lives of their residents. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of this historic and once-vital black community.

Much of the impact of that decimation caused by transportation infrastructure continues on to this day: In 2012, the Tennessee Dept. of Transportation completed community-engagement work in partnership with local Metro Government, a strong enclave of local businesses, and the Jefferson United Merchants Partnership (J.U.M.P.) to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, as well as the thriving historic Germantown neighborhood and its north Nashville environs, the Jefferson Street corridor is experiencing tremendous market-driven pressures to

enhance livability, healthy places, equitable and affordable development and prosperity just as Nashville takes the spotlight as America's next "It City." Further, the existing Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 simply do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking. Finally, not only was the community severed by the freeway but there remains a dearth of safe, active and passive community open space to serve and to re-connect adjacent neighborhoods.

Nashville Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively re stitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. ULI Nashville agrees that a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the resident and environmental health, livability, and prosperity of this valued gem of a community in Music City USA.

The Urban Land Institute has a history of supporting and celebrating similar capping projects in other cities across the country that have served to enhance, stabilize and lift up the quality of life in historically disinvested in neighborhoods: ULI Nashville will certainly continue that practice in our own community.

ULI Nashville members represent all of the industries working in the use of land and development/ design. For several years, we have dedicated resources, study and engagement to enhancing building healthy places, including north Nashville. Capping this 'freeway-cavern' would be a monumental step forward in revitalizing this historic neighborhood through collaboration; helping re-establish it as a vital community once more.

ULI Nashville would welcome the opportunity to work with USDOT, and to continue our valued relationships with TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructure challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a meaningful beginning of bringing shared prosperity to historically marginalized citizens. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,



Rose Faeges-Easton
Sr. Director, ULI Nashville
615-497-2603



March 16, 2021
The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this enthusiastic letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville near the Jefferson Street corridor. The construction of Interstates 40 and 65 in the late 1960s and early 1970s displaced 1,400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant middle-class African-American neighborhoods. This resulted in devastating damage to the community's commercial, social, and cultural fabric that has persisted to this day.

With its proximity to Downtown, the Jefferson Street corridor is now experiencing tremendous market-driven pressures leading to new development and gentrification. Further, the Jefferson Street and Dr. D.B. Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking. We support this project as a bold and ambitious opportunity to remedy the damage rendered by high-speed, controlled-access highways.

Our environments are one of the most important influences on our health, and this project has the potential to heal this community and would serve as a powerful symbol of the city's and nation's commitment to equity and justice. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the physical, mental, and social health of this historic and significant community. We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and the North Nashville community to move this project forward. We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely, on behalf of the Tennessee Department of Health's Office of Primary Prevention,

A handwritten signature in black ink, appearing to read 'John W. Vick'.

John W. Vick, PhD, MS
Evaluation and Assessment Director
Office of Primary Prevention
Tennessee Department of Health

March 18, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

The Nashville Chapter of the National Organization of Minority Architects (NOMAnash) is providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

The proposed cap along the Historic Jefferson Street area of North Nashville is profoundly appropriate as this area was the central commercial, entertainment, higher education, and civil rights hub in Nashville's African-American community before the construction of I-40 which bisected the community and invariably cut off access and opportunity as a result.

NOMAnash's Gentrification Task Force Committee has studied the impact of the construction of I-40 in the 60s through North Nashville and this research supports that implications on the vitality of the community and the prosperity of its residents exists to this date. Our taskforce members are architects and designers, and many are Nashville natives who have experienced generational trauma in conjunction with the devastation to the North Nashville community which has made gentrification easy and displacement inevitable. Our research caused us to look back to October of 1967 when a 40-member citizen group, calling themselves the I-40 Steering Committee, began a legal battle against the proposed location of the new route of Interstate 40. The I-40 Steering Committee emphatically claimed that the construction of I-40 Tennessee A&I State University (now TSU), Fisk University, Meharry Medical College as well as drug stores, groceries, and cafes that were all within easy walking distance of the residents in the area would stop people from having direct access to these vital community assets. The roadway, the committee said, would isolate these African American-owned businesses from their clientele and financially devastate their community. The steering committee appealed to the U.S. Supreme Court, but they ultimately lost the battle. In 1968, the state resumed work on the project and now the Nashville community has witnessed the steering committee's predictions come to pass.

NOMAnash's Gentrification Task Force Committee is excited to support the interstate cap project requested in this grant proposal and is looking forward to any opportunity as minority architects and designers to contribute our knowledge and talents in working with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design to restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty, heal generational trauma, and rebuild equitable development that once thrived in this North Nashville predominantly African-American community.

Through an architectural lens, NOMAnash is witnessing unprecedented growth in the Nashville community over the past decade. Much of the development has caused the displacement of the North Nashville's indigenous African American community. The proposed cap over I-40 is an important project in this respect, as it addresses the goal of designing for the historical community that is in place and not for a community that will replace it. The future of North Nashville depends on the success of projects that are specifically designed with equitable development in mind. NOMAnash is in support of projects with these stated goals and we unanimously request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, reading "Valarie D. Franklin". The signature is fluid and cursive, with the first name "Valarie" being more prominent than the last name "Franklin".

Valarie D. Franklin, AIA, NOMA, NCARB
NOMAnash Immediate Past President
NOMAnash Gentrification Task Force – Committee Advisor



138 2nd Ave N, Suite 106
Nashville TN, 37201

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has robust support from the regional MPO, the Tennessee Dept. of Transportation, and the Federal Highway Administration – Tennessee Division.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the uniquely disruptive nature of a controlled-access highway as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

In 2002, our organization led an intensive community engagement planning process called *The Plan of Nashville* over the course of two years to ask residents of the central core of Nashville and surrounding neighborhoods what their vision was for the future of their communities. The resounding response from members of North Nashville was to try and undue the significant damage that was done by the construction of the interstates. And our *Plan* reflected that in its identification of ways to bridge over the interstate to help reconnect the neighborhoods that were shattered – to help rebuild connectivity. While this was a radical proposal at the time, we have never wavered in working towards implementing this vision to help restore the community – always working to keep the idea alive during planning processes being conducted by the city and state.

While much of the historic transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong collection of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate



138 2nd Ave N, Suite 106
Nashville TN, 37201

overpasses with the “Gateway to Heritage” project. In 2016, this earlier community visioning work led Secretary Anthony Foxx’s Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to bifurcation by Interstate highways – resulted in a plan to cap the interstate in the location that this request is seeking to fund.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America’s next “It City.” Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area’s rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively re stitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.

Our organization agrees a bold, ambitious countermeasure is needed to remedy the 20th Century damage wrought by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service –along with new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings– would go a *long* way toward improving the health (human and environmental), livability, and prosperity of this historic gem of a community—situated only a few miles from the *regional* jobs and economic hub of downtown Nashville.

We would be thrilled to work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has sustained dynamic economic growth for the last decade-plus: Increased social and environmental challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized community. The future of North Nashville, with focused efforts like this, will be bright. We humbly request USDOT’s enthusiastic approval of Metro’s 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, appearing to read "Gary Gaston".

Gary Gaston, Chief Executive Officer



Office of the Pastor

Rev. Napoleon J. Harris V
1515 Ann Street
Nashville, TN 37216
615-262-9020
napoleon.harris@gmail.com

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

*I-40 Interstate cap park – Metro-Nashville – letter of support
Page 1 of 2*



Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. We agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA.

We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,



Dr. Napoleon J. Harris, V, Pastor
First Baptist Church South Inglewood



METROPOLITAN GOVERNMENT OF NASHVILLE AND DAVIDSON COUNTY



LONNELL MATTHEWS, JR.
ASHFORD HUGHES, SR.
Co-Chairpersons

MY BROTHER'S KEEPER



Juvenile Justice Center
100 Woodland Street
NASHVILLE, TENNESSEE 37213

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively re stitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social cohesion North Nashville once enjoyed. We agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to Nashville's larger greenway transportation system, and new public meeting facilities where area HBCUs and neighbors can host gatherings, would go a long way toward improving the health (human and environmental), livability, and prosperity of this absolute gem of a community in Music City USA. We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in blue ink that reads "Lonell Matthews, Jr." The signature is fluid and cursive, with the first name "Lonell" and last name "Matthews" clearly legible.

The Honorable Lonell Matthews, Jr.
Davidson County Juvenile Court Clerk and MBK Nashville Co-Chairperson
(615) 862-7996
lonellmatthews@jnsnashville.gov

ERICA S. GILMORE
METROPOLITAN TRUSTEE



HOWARD OFFICE BUILDING
700 2ND AVENUE, SOUTH, SUITE 220
NASHVILLE, TENNESSEE 37210
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NASHVILLE, TENNESSEE 37239

NASHVILLE.GOV/TRUSTEE
@NASHTRUSTEE

March 16, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

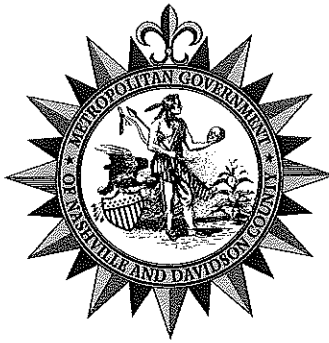
At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

ERICA S. GILMORE
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We would be thrilled to work with USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal 20th Century injustices rendered to a majority African-American community.

Nashville has sustained dynamic economic growth for the last decade-plus: Social, environmental, and infrastructural challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

Erica S. Gilmore
Metropolitan Trustee

ESG: nc

Phillip & M. Simone Boyd

Nashville, TN 37208
[571.243.6694](tel:571.243.6694)
boyd551@gmail.com

18 MARCH 2021

Secretary Pete Buttigieg, U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

Dear Secretary Buttigieg,

We are writing to express **strong support for the Interstate-40 Cap** along Historic Jefferson Street in Nashville, Tennessee. The destruction of our community due to the construction of the interstate in the 1960s lead to numerous social, environmental and economic ills.

50 years later, we still have not fully recovered.

Before the construction of the interstate, the fabric of our community was strong. Elders remember calling Black-owned funeral homes if they needed a ride to the doctor or hospital. Children walked miles to swim at Hadley Park or the Eldorado Motel without fear of harm. And Black-owned businesses--drycleaners, juke joints, record stores and restaurants-- thrived with the support of the surrounding community.

But all that was lost.

The proposed interstate cap combined with deep community listening and culturally relevant design would begin to repair historic harm to our community. Thank you for your consideration.

With Gratitude and Joy,

Phillip & M. Simone Boyd



March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville’s application to USDOT’s Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has robust support from the regional MPO, the Tennessee Dept. of Transportation, and the Federal Highway Administration – Tennessee Division.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville’s middle-class African American community—lined with stores, restaurants, and barbershops. The city’s oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville’s Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, razed hundreds of homes displacing families, destroyed over 80 businesses and cultural venues and isolated once thriving African American neighborhoods. The commercial, social and cultural fabric of this historic black community was decimated, as shown by overwhelming evidence.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the “Gateway to Heritage” project. In 2016, this earlier community visioning work led Secretary Anthony Foxx’s Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to bifurcation by Interstate highways.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity. Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area’s rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.



Our organization agrees an ambitious countermeasure is needed to remedy the 20th Century damage wrought by high-speed, controlled-access highways. A tree-lined green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service –along with new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings– would go a *long* way toward improving the health (human and environmental), livability, and prosperity of this historic community—situated only a few miles from the *regional* jobs and economic hub of downtown Nashville.

We would be pleased to work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has incurred dynamic economic growth for the last decade-plus. However, this growth has increased social and environmental challenges with many left behind. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT’s enthusiastic approval of Metro’s 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink that reads "Terri Skipper". The signature is fluid and cursive, with the first name being more prominent.

Terri Skipper, Executive Director
New Level Community Development Corporation



MATTHEW WALKER
Comprehensive Health Center, Inc.

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan, approved by Metro Council on March 2nd, the local government has put a \$6 million down payment on the proposed project and has robust support from the Tennessee Dept. of Transportation, the Greater Nashville Regional Council (MPO), and the Federal Highway Administration of Tennessee.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, displaced 1400 North Nashvillians and obliterated businesses and cultural venues, isolating this historically significant area. Overwhelming evidence points to the disruptive nature of the Interstate as having decimated the commercial, social, and cultural fabric of an historic black neighborhood. Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

In 2012 the Tennessee Department of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to Interstate-highway bifurcation.

Because of its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." However, there needs to be a united and significant investment in this area to make this occur. As a member of the business community, Matthew Walker Comprehensive Health Center, Inc. (MWCHC) serves as an employer and icon of the Jefferson Street area. MWCHC was founded during the height of the Civil Rights Era to provide health and employment to people of color, by people of color, in their community. Today, we still see this as our prominent purpose recognizing that health equity now crosses race and ethnicity and includes sexual orientation, socio economic factors, education and so much more. The Interstate Cap would enhance the opportunities for our neighbors – our patients to live in safe environments, gain employment in their community and ultimately achieve improved health outcomes.

We believe in Mayor John Cooper's newly adopted transportation plan that is committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate Cap. This plan will effectively **restitch** the access, investment, and entrepreneurship needed to reduce concentrated poverty and rebuild the social

Matthew Walker Comprehensive Health Center, Inc.

I-40 Interstate cap park – Metro-Nashville – letter of support
Page 1 of 2

cohesion North Nashville. We agree a bold and ambitious countermeasure is needed to remedy the damage rendered by high-speed, controlled-access highways. **Our community** should be afforded the same tree-lined green space with bicycle and pedestrian paths that are so easily provided in other Nashville communities with small minority populations.

Together, the USDOT, TDOT, the MPO, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street can design and construct an I-40 Interstate Cap that makes us equal to our neighboring communities, enhances our economic viability and improves our health. Therefore, we strongly support this application Metro Nashville's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in blue ink, appearing to read 'K. Beard', is written over the typed name and title.

Katina R. Beard
Chief Executive Officer



March 19, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has robust support from the regional MPO, the Tennessee Dept. of Transportation, and the Federal Highway Administration – Tennessee Division.

At the end of the Second World War, the Jefferson Street area of North Nashville became the central commercial hub for Nashville's middle-class African-American community—lined with stores, restaurants, and barbershops. The city's oldest black church congregations flourished here. Jefferson Street nightclubs hosted famous musicians like Jimi Hendrix, Ray Charles, Tina Turner, and Etta James. Civil rights activists, including Dr. Martin Luther King Jr, drew inspiration from Nashville's Jefferson Street. The area is home to two nationally renowned HBCUs, Fisk University and Meharry Medical College. National figures like Wilma Rudolf and Oprah Winfrey have alumni ties to another nearby HBCU, Tennessee State University.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the uniquely disruptive nature of a controlled-access highway as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to poor, minority communities subjected to bifurcation by Interstate highways.

With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City."



Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.

Walk Bike Nashville agrees a bold, ambitious countermeasure is needed to remedy the 20th Century damage wrought by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service –along with new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings– would go a *long* way toward improving the health (human and environmental), livability, and prosperity of this historic gem of a community—situated only a few miles from the *regional* jobs and economic hub of downtown Nashville.

We would be thrilled to work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has sustained dynamic economic growth for the last decade-plus: Increased social and environmental challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

Nora Kern
Executive Director
Walk Bike Nashville



CUMBERLAND RIVER COMPACT

OUR WATER. OUR FUTURE.

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

The Cumberland River Compact is providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has robust support from the regional MPO, the Tennessee Dept. of Transportation, and the Federal Highway Administration – Tennessee Division.

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The construction of Interstates 40 and 65 in the late 1960s and early 1970s, however, displaced 1400 North Nashvillians and razed businesses and cultural venues, isolating these historically significant neighborhoods. Overwhelming evidence points to the uniquely disruptive nature of a controlled-access highway as having decimated the commercial, social, and cultural fabric of an historic black neighborhood.

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With its proximity to Downtown, the Jefferson Street corridor is experiencing tremendous market-driven pressures to enhance livability and prosperity as Nashville takes the spotlight as America's next "It City." Further, the Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for walking and biking.

Additional thought and attention *must* be given to this area: Mayor John Cooper, in his newly-adopted transportation plan, committed to working with the community on a major design-revamp of I-40 infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively restitch the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.

Our organization agrees a bold, ambitious countermeasure is needed to remedy the 20th Century damage wrought by high-speed, controlled-access highways. A beautiful, tree-lined green space with bicycle and pedestrian paths that connect to the larger greenway-transportation network and transit service –along with new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings– would go a *long* way toward improving the health (human and environmental), livability, and prosperity of this historic gem of a community—situated only a few miles from the *regional* jobs and economic hub of downtown Nashville.

We would be thrilled to work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, and neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has sustained dynamic economic growth for the last decade-plus: Increased social and environmental challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to an historically marginalized public. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,



Mekayle Houghton
Executive Director



March 18, 2021
The Honorable Pete Buttigieg
Secretary, U.S. Department of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

Moving Forward is a volunteer-led initiative that provides business leaders a voice and opportunity to engage in critical transportation issues in Middle Tennessee. Moving Forward works to ensure the creation of a regional transportation solutions through a cohesive community effort and is grounded in the values of accountability, collaboration, equity, regionalism, and urgency.

Moving Forward is pleased to offer this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has support from the regional MPO, the Tennessee Department of Transportation, and the Federal Highway Administration – Tennessee Division.

The Jefferson Street area of North Nashville has been a historically significant area of Nashville and the continued focus and investment in this community remains important to the equitable growth and prosperity of our region. The vibrance of this area is not only significant to Nashville, but especially significant to the African American community, historically a hub for commercial, educational, and entertainment activities as well as being home to the city's oldest black church congregations.

The construction of Interstates 40 and 65 in the late 1960s and early 1970s had significant negative impacts on the North Nashville community that can still be seen today evidenced by the displacement of residents, businesses, and cultural venues, isolating these historically significant neighborhoods from the continued prosperity of the city and region.

The Jefferson Street and Dr. DB Todd Jr. Boulevard bridges over I-40 do not adequately reflect the area's rich historical and cultural roots, nor are these safe, comfortable places for connecting residents to the community and economic opportunity. Moving Forward supports measures that seek to remedy the damage experienced by the North Nashville community through providing an environment and infrastructure for the community to flourish and residents to prosper.

The Nashville area has experienced significant economic growth over the last decade and the opportunity for all Nashvillians to prosper from this economic growth is critical in the future success of our region. We believe that investment in mobility options that provide access for all Nashville residents

to get to jobs, education and amenities will help the city to grow stronger together. Moving Forward will continue to place emphasis on engaging and requesting input from the African American community and North Nashville neighborhoods, and will remain supportive of this community enhancing project while these engagement efforts are achieved.

For these reasons, Moving Forward respectfully requests USDOT's approval of Metro-Nashville's 2021 application for INFRA funds.

Sincerely,

A handwritten signature in black ink, appearing to read "Todd", followed by a long, sweeping horizontal flourish.

Todd Rolapp
Moving Forward Chair

A handwritten signature in black ink, appearing to read "Ashley", followed by a long, sweeping horizontal flourish.

Ashley Northington
Moving Forward Vice Chair

March 15, 2021

The Honorable Pete Buttigieg
Secretary, U.S. Dept. of Transportation
1200 New Jersey Ave SE | Washington DC 20290

Dear Secretary Buttigieg,

We are providing this letter of support for Metro-Nashville's application to USDOT's Infrastructure for Rebuilding America (INFRA) grant program to help construct an Interstate cap at I-40 in Historic North Nashville. As part of its Fiscal Year 2021-22 Capital Spending Plan approved by Metro Council on March 2nd, the municipality has put a \$6 million down payment (of a total \$28M local commitment) on the proposed project, and has robust support from the regional MPO, the Tennessee Dept. of Transportation, and the Federal Highway Administration – Tennessee Division.

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Construction of Interstates 40 and 65 in the late 1960s and early 1970s, displaced 1,400 North Nashvillians, razed businesses and cultural venues, and isolated historically significant neighborhoods. Overwhelming evidence points to the uniquely disruptive nature of a controlled-access highway as having decimated the commercial, social, and cultural fabric of this historic black neighborhood.

As much of that transportation legacy lives on to this day, in 2012 the Tennessee Dept. of Transportation completed community-engagement work in partnership with Metro Government and a strong enclave of local businesses, the Jefferson United Merchants Partnership (J.U.M.P.), to enhance Interstate overpasses with the "Gateway to Heritage" project. In 2016, this earlier community visioning work led Secretary Anthony Foxx's Office to visit Nashville as part of the *USDOT Every Place Counts Design Challenge*, which specifically reached out to minority communities subjected to bifurcation by Interstate highways.

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infrastructure, building on recommendations in the *USDOT Every Place Counts Design Challenge* for an Interstate cap to effectively reconnect the access, investment, and entrepreneurship needed to reduce concentrated poverty and reconstitute the social cohesion that North Nashvillians once enjoyed.

The Transit Alliance believes that individual freedom is directly tied to mobility and agrees that an ambitious and **people-centered** countermeasure is needed to begin the process of repairing damage caused by the high-speed, controlled-access highways that cut communities from economic prosperity.

Capping the interstate with a park-like green space with bicycle and pedestrian paths that safely connect to the city's existing greenway network, and transit service would be an essential therapeutic process toward healing the disconnection brought by the interstate. The Cap could be home to new public-meeting facilities where area HBCUs, NGOs, congregations, and neighbors can host communal gatherings. This is a vital step toward improving the health (human and environmental), livability, and prosperity of this historic community—situated only a few miles from the *regional* jobs and economic hub of downtown Nashville.

We would be thrilled to work with USDOT, the Greater Nashville Regional Council, the Tennessee Dept. of Transportation, the Metropolitan Government of Nashville, neighborhood organizations, as well as neighbors, churches, and businesses on and around Jefferson Street to design and construct an I-40 cap park intended to heal infrastructural injustices rendered to a majority African-American community.

Greater-Nashville has sustained dynamic economic growth for the last decade-plus: Increased social and environmental challenges accompany such success. The proposed cap over I-40 is an important project in this respect, offering a major step forward for bringing shared prosperity to historically marginalized residents. The future of North Nashville is bright: We humbly request USDOT's enthusiastic approval of Metro's 2021 application for INFRA funds.

Sincerely,

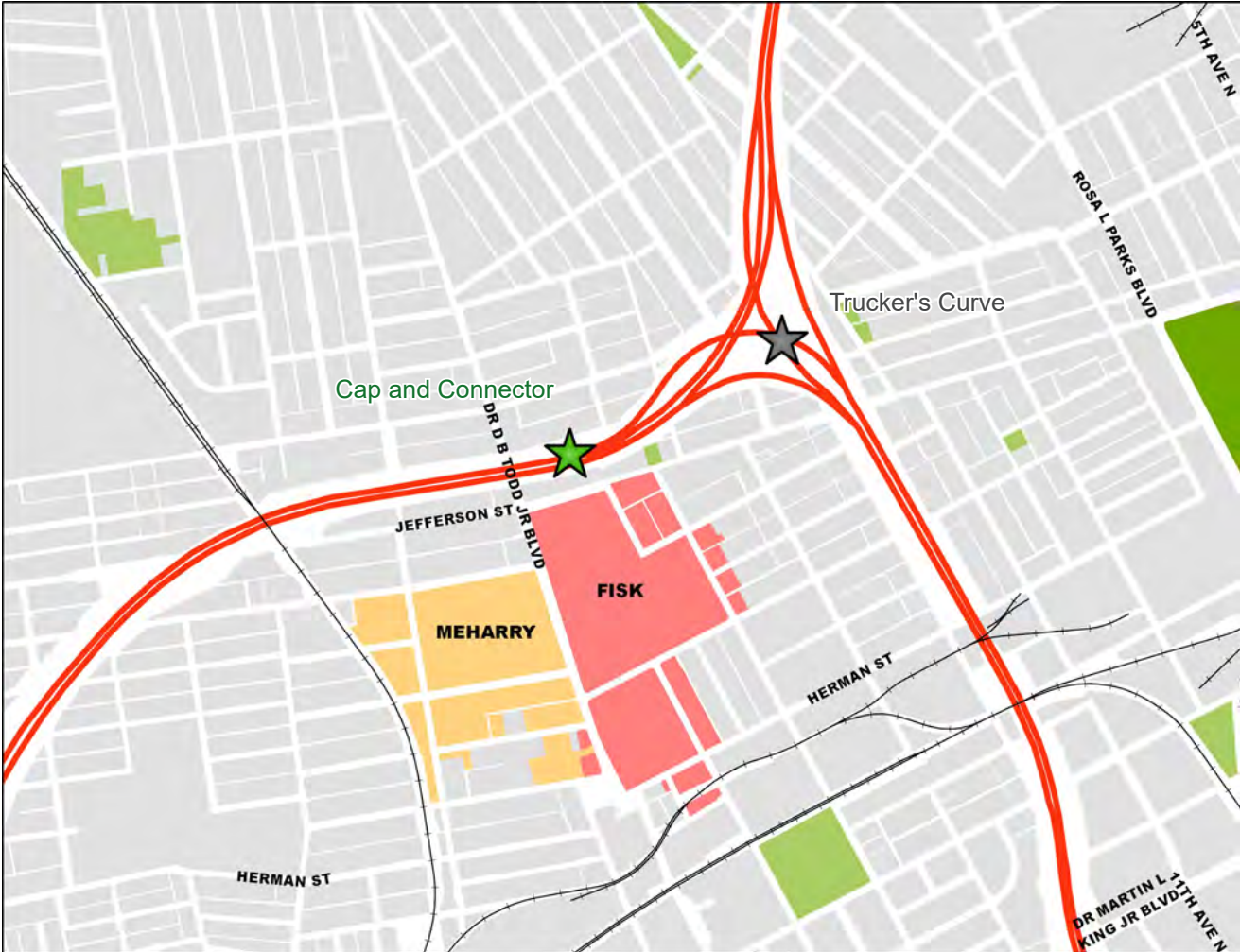


Jessica Dauphin, President and CEO
Transit Alliance of Middle Tennessee

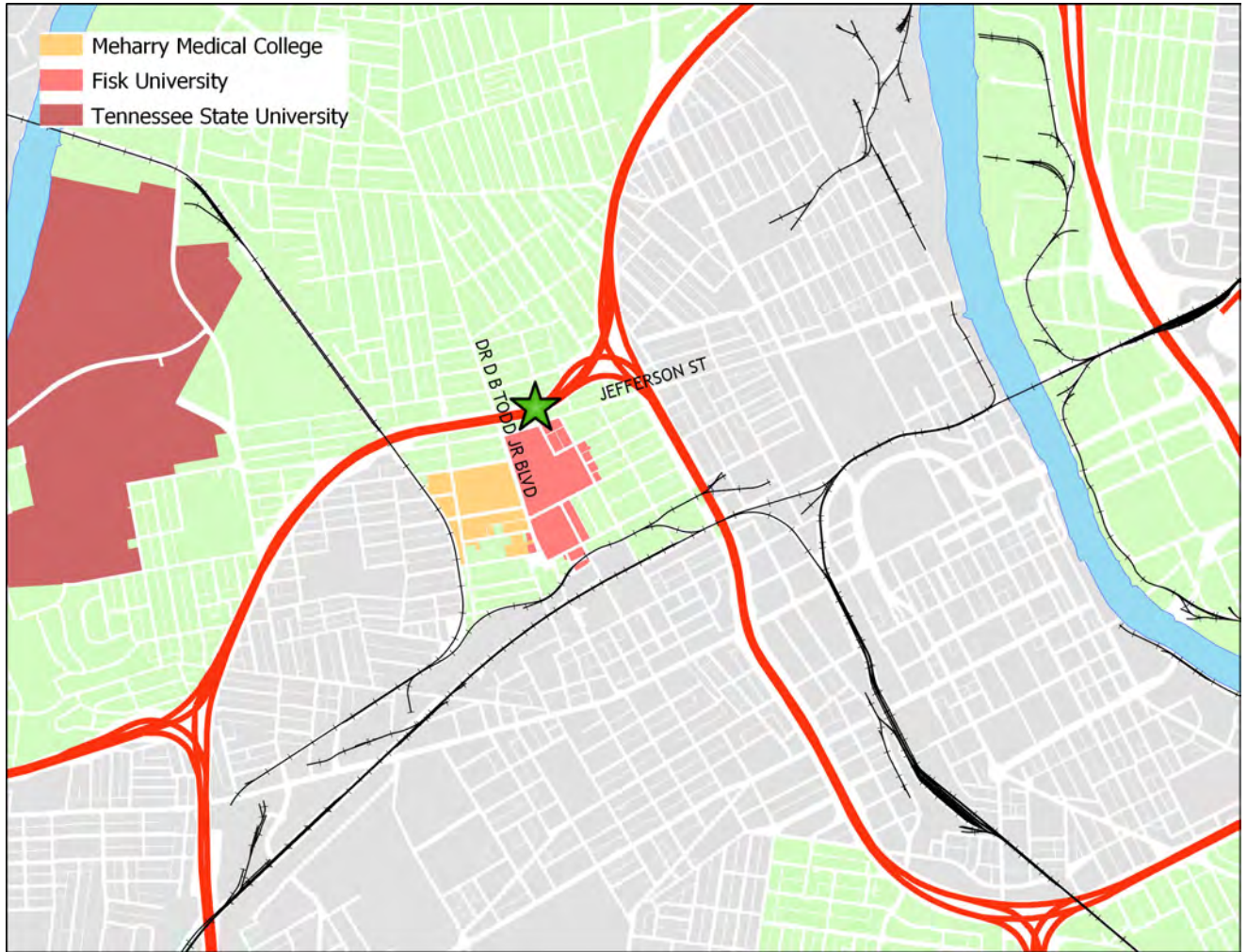
APPENDIX B

Maps

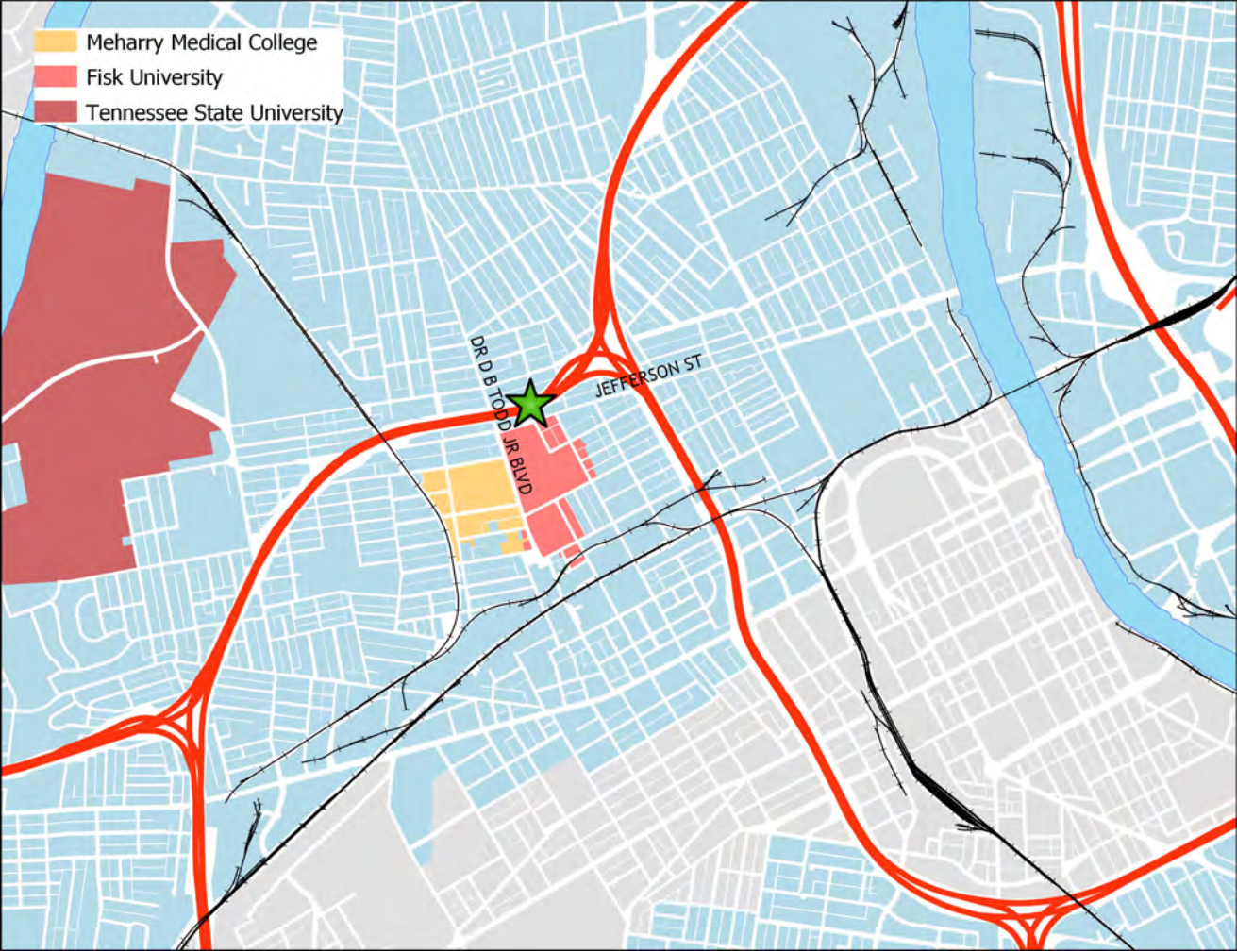
-
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- Daytime land surface temperatures in Nashville and Project location
- Social Vulnerability Index and Project location



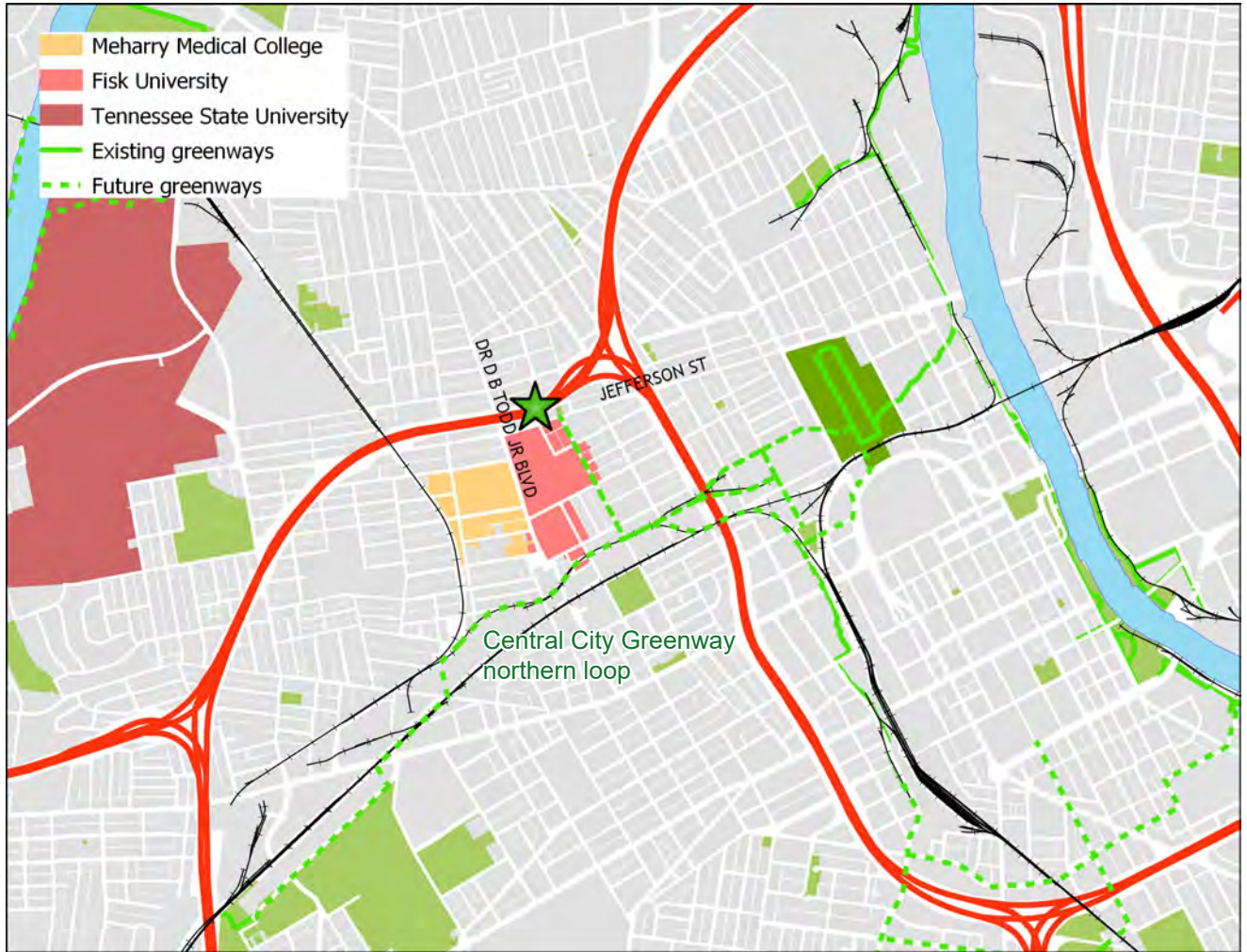
Street Multimodal Cap and Connector and nearby



Street Multimodal Cap and Connector and nearby Nashville Promise Zone

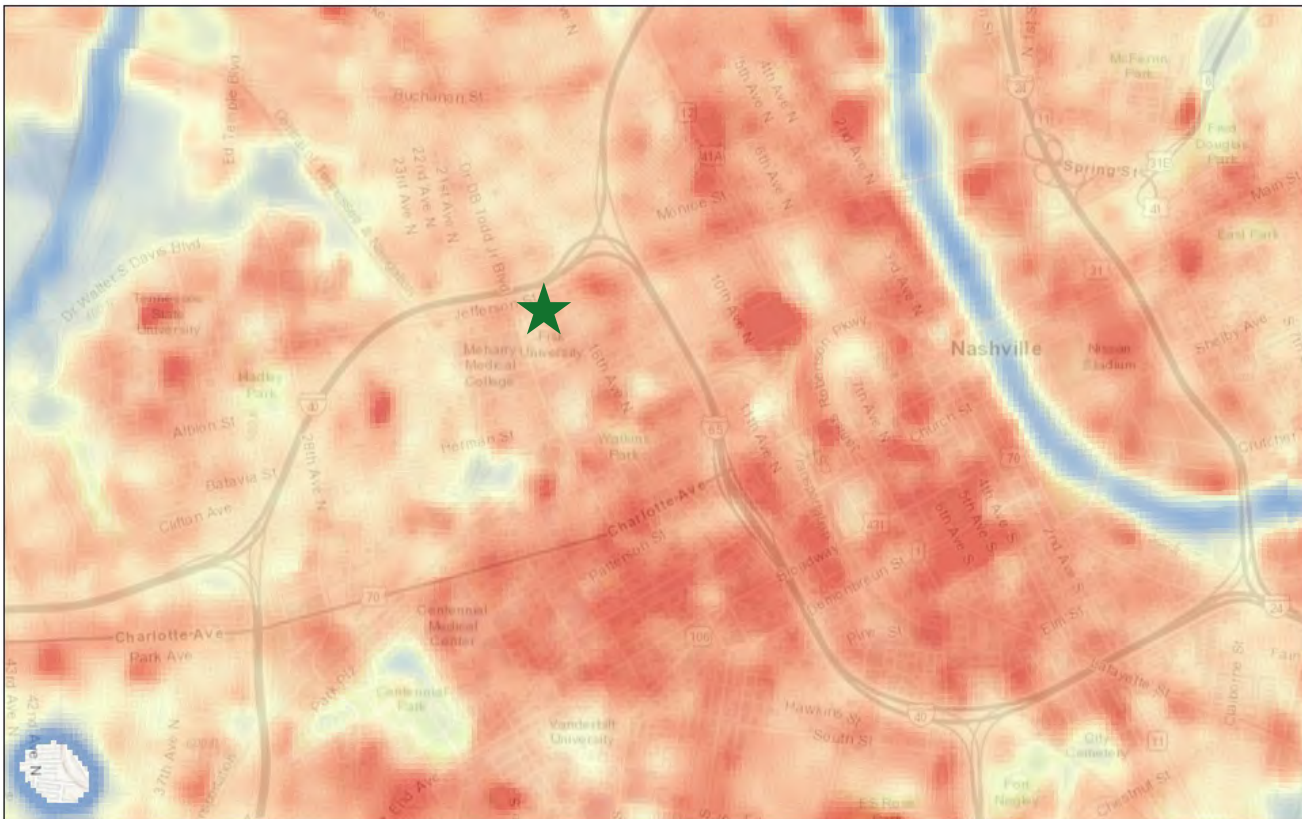


current planned greenways, including Central City Greenway



Daytime land surface temperatures in Nashville and Project location

Climate-Smart Cities Nashville



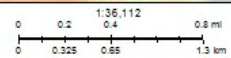
March 17, 2021

Study Area

Daytime Land Surface Temperature

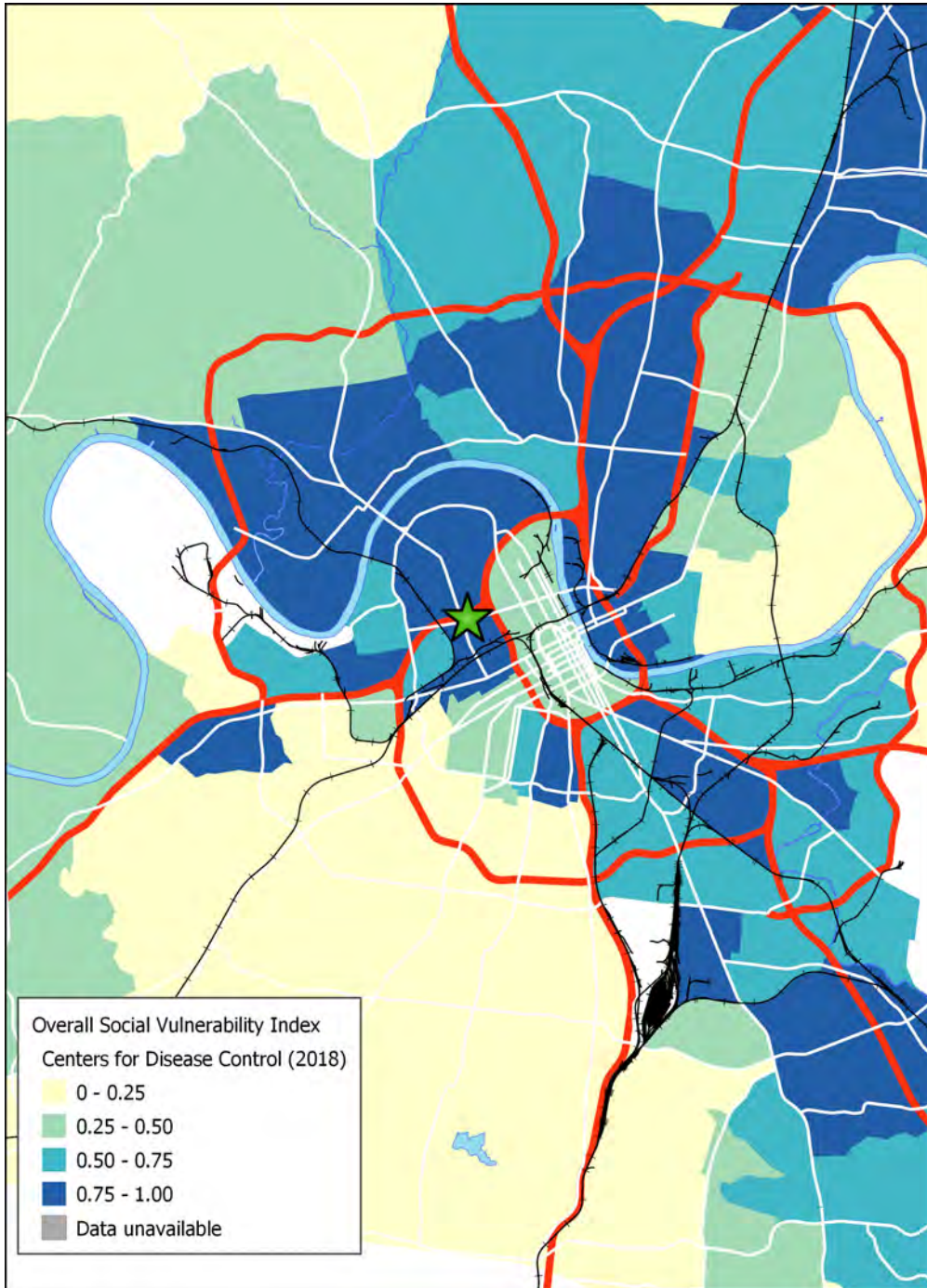
High : 121.157

Low : 70.0069



The Trust for Public Land
Copyright 2017

Social Vulnerability Index and Project location



APPENDIX C

Benefit-Cost Analysis Supplementary Documentation

**Benefit-Cost Analysis Supplementary
Documentation**

UDOT Infrastructure for Rebuilding America
(INFRA) Program

**Jefferson Street
Multimodal
Cap/Connector**

Metro Nashville

Nashville, TN

March 19, 2021

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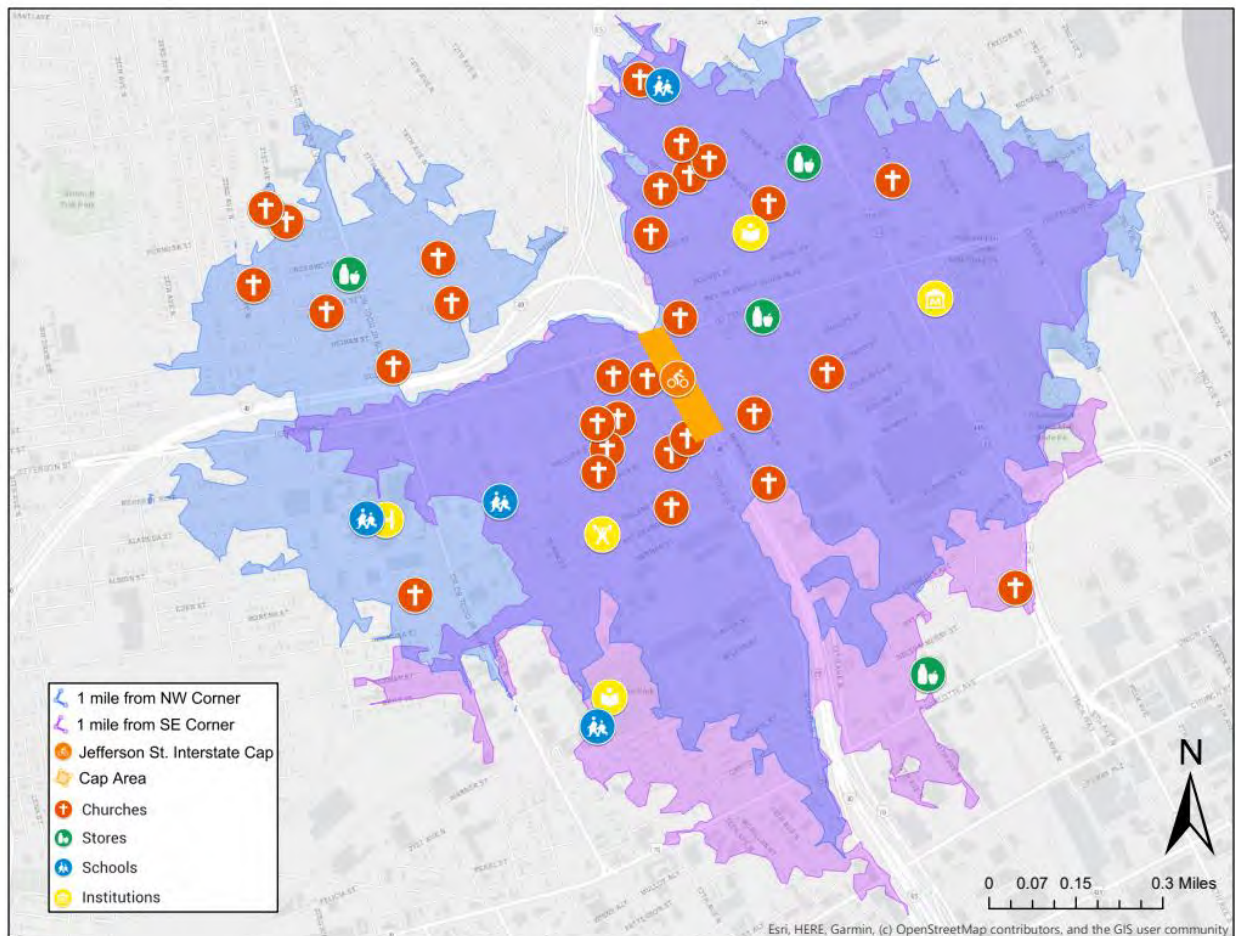
Benefit-Cost Analysis Supplementary Documentation

1. Executive Summary

The Jefferson Street Cap and Multimodal Connector Over Interstate-40 Project (the Project) is expected to improve mobility, access, and safety for goods and people, while simultaneously beginning to heal a historic Black community in North Nashville that was deliberately bifurcated by the development of the Interstate System in the 1960s. The Project will reconnect the north and south sides of Nashville and restore Jefferson Street as an anchor to the North Nashville community. It is also expected to improve safety by installing safety-promoting technologies on the Cap and making roadway safety improvements to the DB Todd Bridge.

From a public benefits perspective, the cap is anticipated to minimize noise impacts created by the Interstate System, while improving traffic flow and making critical safety, Intelligent Transportation Systems (ITS), and crash reduction improvements to intersections and ramps leading to the high-incident interchange known as Truckers Curve. It also improves active transportation facilities in the area, providing a relatively less expensive and more equitable way for residents to connect to employment centers, educational facilities, religious institutions, grocery stores, community and public services, as well as other special attractors.

Figure 1: Special Attractors within 1-mile of Jefferson Street Multimodal Cap/Connector





A table summarizing the changes expected from the project is provided below. Monetized and qualitative benefits are both presented. Note that existing USDOT guidance related to benefit-cost analysis (BCA) does not provide a methodological framework for all the benefits included in this analysis. The BCA model allows benefits to be toggled on and off in the “BCA” worksheet.

Table ES-1: Summary of Infrastructure Improvements and Associated Benefits

Changes to Baseline / Alternatives	Type of Impacts	Population Affected by Impacts	Benefits	Summary of Results (millions of discounted \$2019)	Page
Improve safety around Trucker’s Curve	Reduced risk of crashes	Local and through traffic	Supporting Economic Vitality by Improving Safety	\$32.4	p.11
Improve safety on DB Todd Bridge		Local and through traffic		\$1.4	
Improved active transportation facilities associated with Cap	Reduced mortality benefits for new pedestrians & cyclists	Local and through walkers and cyclists	Climate Change & Environmental Justice Impacts	\$6.3	p. 14
	Trip quality benefits for existing pedestrians & cyclists			\$0.6	
	Reduced emissions due to modal shift from auto to active transportation	Members of the community, including disadvantaged populations		Not monetized ¹	
Reduced noise impacts for neighborhoods near existing interstate	Noise reduction benefit	Members of the community, including disadvantaged populations	Racial Equity & Barriers to Opportunity	\$66.7	p.17
Park amenity benefits associated with Cap	Quality of life benefit	Members of the community, including disadvantaged populations			
Improved connectivity to special attractors	Better access to jobs, educational facilities, public services, etc.	Members of the community, including disadvantaged populations		Not monetized	
Increased retail activity	Opportunity for job growth and improved quality of life	Members of the community, including disadvantaged populations		Not monetized	

The period of analysis used in the estimation of benefits and costs begins in 2019 and ends in 2044. Twenty years of benefits are included in the analysis, once the Cap is built and operational.

¹ Note that at this stage of project development, data were not readily available to understand what share of new cyclists and pedestrians would opt to walk or bike, rather than use their personal vehicle. Assumptions related to modal shift are further complicated as nearly 1/3 of households in zip code 37208 (i.e., Project area) do not own a vehicle, based on US Bureau of the Census data.



The total (undiscounted) project costs are \$120 million in 2019 dollars according to the distribution shown in Table ES-2. The \$72 million INFRA grant funding request, in current day dollars, is approximately 60 percent of future project costs.

Table ES-2: Summary of Project Costs, 2019 Dollars

Cost Category	Undiscounted Project Cost (\$ Millions)	Percent of Undiscounted Project Capital Cost
Project Development	\$10.5	9%
Right-of-Way	\$13.1	11%
Construction: Cap Bridge	\$29.0	24%
Construction: Roadway & Community Improvements	\$58.6	49%
Contingencies	\$8.8	7%
Total Project Costs	\$120.0	100%
Sources of Funds	Revenue (\$ Millions)	Percent of Total
Metro Capital Spending Plan	\$48.0	40%
INFRA Grant	\$72.0	60%
Total Project Funding	\$120.0	100%


A summary of the relevant data and calculations used to derive the benefits and costs of the project are shown in the BCA model. Benefits and costs are quantified in 2019 dollars. Based on the analysis presented in the rest of this document, the project is expected to generate \$107.3 million in discounted net benefits and \$91.7 million in discounted costs, using a 7 percent real discount rate. The project is expected to generate a Net Present Value of \$15.6 million and a Benefit/Cost Ratio of 1.17.

Note that a significant benefit is realized in the first year of operation, reflecting the elimination of a negative noise impact to residents who live near the interstate. As a result, the discounted total net benefits are relatively large compared to the constant dollar value. This benefit can be toggled on and off in the accompanying BCA model, but it is included to reflect this Project's attempts to make good on an offer from more than 50 years ago: to mitigate, at least somewhat, the deep damage done by the decision to realign the Interstates through North Nashville.

Table ES-3: Summary of Project Net Benefits, 2019 Dollars

Project Evaluation Metric	Constant Dollars	7% Discount Rate
Total Net Benefits	\$118.7 million	\$107.3 million
Total Costs	\$120.0 million	\$91.7 million
Net Present Value (discounted @ 7%)	\$15.6	
Benefit / Cost Ratio	1.17	
Discounted Payback Period	13 years	

In addition to the public benefits that this project is expected to generate, there is also an opportunity to generate jobs. The *Estimates of Job Creation from the American Recovery and Reinvestment Act (ARRA) of 2009* study provided an estimate of the impact of the ARRA in terms of job-years. Specifically, the study suggests that it required approximately \$92,136 in public spending during the Obama Administration to create one job-year.² Adjusting for inflation, our \$120 million project is estimated to support approximately 1,124 job-years. These jobs could be obtained by people across Metro Nashville, including the disadvantaged communities that were impacted by the original interstate construction.



BASED ON 2020 DATA, NEARLY 82% OF THE PROJECT AREA POPULATION IS NON-WHITE, WITH MORE THAN 77% BLACK.

MEDIAN HOUSEHOLD INCOME IS \$23,742 WITHIN 1/4 -MILE OF THE PROPOSED CAP. IT IS MORE THAN TWICE THAT, \$51,583, 1-MILE AWAY.

US BUREAU OF THE CENSUS

² [Estimates of Job Creation from the American Recovery and Reinvestment Act of 2009 | The White House \(archives.gov\)](#)

2. Introduction

This document provides detailed technical information on the economic analyses conducted in support of the grant application for the Jefferson Street Multimodal Cap/Connector project.

Section 3, Methodological Framework, introduces the conceptual framework used in the BCA. *Section 4, Project Overview*, provides an overview of the project, including a brief description of existing conditions and proposed alternatives; a summary of cost estimates and schedule, and a description of the types of effects that the Project is expected to generate. *Section 5, General Assumptions*, discusses the general assumptions used in the estimation of project costs and benefits, while estimates of travel demand and traffic growth can be found in *Section 6, Demand Projections*. Specific data elements and assumptions pertaining to the long-term outcome selection criteria are presented in *Section 7*, along with associated benefit estimates. Estimates of the project's Net Present Value (NPV), its Benefit/Cost ratio (BCR) and other project evaluation metrics are introduced in *Section 8, Summary of Findings and BCA Outcomes*. Next, *Section 9, BCA Sensitivity Analysis*, provides the outcomes of the sensitivity analysis. Additional data tables are provided within the BCA model including annual estimates of benefits and costs to assist the U.S. Department of Transportation (USDOT) in its review of the application.³

3. Methodological Framework

The BCA conducted for this project includes the monetized benefits and costs measured using USDOT guidance and industry-accepted methodologies, as well as the quantitative and qualitative merits of the project. A BCA provides estimates of the benefits that are expected to accrue from a project over a specified period and compares them to the anticipated costs of the project. Estimated benefits are based on the projected impacts of the project on both users and non-users of the facility, valued in monetary terms.⁴

While BCA is just one of many tools that can be used in making decisions about infrastructure investments, USDOT believes that it provides a useful benchmark from which to evaluate and compare potential transportation investments.⁵

The specific methodology for this application was developed using the BCA guidance published by USDOT, industry-accepted methodologies, and is consistent with the INFRA program guidelines. In particular, the methodology involves:

- Establishing existing and future conditions under the “Build” and “No-Build” scenarios;
- Assessing benefits with respect to the criteria identified in the INFRA 2021 Notice of Funding Opportunity (NOFO);
- Measuring benefits in dollar terms, whenever possible, and expressing benefits and costs in a common unit of measurement;

³ While the models themselves do not accompany this appendix, they are provided separately as part of the application.

⁴ USDOT, Benefit-Cost Analysis Guidance for Discretionary Grant Programs, February 2021.

⁵ Ibid.

- Using USDOT guidance to estimate the value of safety benefits, and relying on industry best practice for other impacts;
- Discounting future benefits and costs with the real discount rate recommended by USDOT (7 percent); and
- Conducting a sensitivity analysis to assess the impacts of changes in key estimating assumptions.

4. Project Overview

The Jefferson Street Multimodal Cap and Connector Project is located in Nashville, Tennessee, and will include a 180' x 825' cap over I-40 through North Nashville, immediately west of the I-40 / I-65 interchange. The Cap will be placed behind properties along Jefferson Street, between the intersections of Dr. DB Todd Jr. Boulevard and 17th Avenue. The Project includes improved freight safety and traffic management technologies and tools for the ramps and interstate under the Cap and Connector, which immediately leads into a high-incident interchange known as Truckers Curve. The Project is embedded within a multimodal grid network of streets, sidewalks, bike facilities, and transit service, interrupted by the triskelion interchange of I-40 and I-65. The Project is located within an Opportunity Zone (Census Tracts 47037013900 and 47037014200) and a Promise Zone (Nashville Promise Zone, subzone 5, led by community partner The Urban League Middle Tennessee).

The proposed Project would:

- Construct transportation improvements along the Cap and Connector, as well as improved pedestrian crossings at high-incident intersections where Dr. DB Todd Jr. Boulevard interfaces with street and pedestrian networks that feed into the Project area
- Include active transportation and open space features on the Cap and Connector itself, to create a safe and welcoming pedestrian environment
- Improve freight safety and traffic management technology and tools for the ramps and interstate under the Cap and Connector, which immediately leads into a high-incident interchange known as Truckers Curve
- Program a potential community and wellness center to be located on or along the Cap and Connector and develop land use and design guidance for potential mixed-use redevelopment along Jefferson Street
- Recommend investments in affordable housing to mitigate the effects of gentrification from the Cap and Connector itself.

4.1 BASE CASE AND ALTERNATIVES

The No-Build Scenario would assume the status quo with minimal connections across I-40 in the proposed Project area. The Build Scenario would construct a Cap and Connector to better connect both sides of the interstate.



4.2 TYPES OF IMPACTS AND EFFECTS ON INFRA MERIT CRITERIA

The types of benefits anticipated from this Project are presented in the table below. Both monetized and qualitative benefits are described.

Table 1: Summary of Infrastructure Improvements and Associated Benefits

Changes to Baseline / Alternatives	Type of Impacts	Population Affected by Impacts	Benefits
Improve safety around Trucker's Curve	Reduced risk of crashes	Local and through traffic	Supporting Economic Vitality by Improving Safety
Improve safety on DB Todd Bridge			
Improved active transportation facilities associated with Cap	Reduced mortality benefits for new pedestrians & cyclists	Local and through walkers and cyclists	Climate Change & Environmental Justice Impacts ⁶
	Trip quality benefits for existing pedestrians & cyclists		
	Reduced emissions due to modal shift from auto to active transportation	Members of the community, including disadvantaged populations	
Reduced noise impacts for neighborhoods near existing interstate	Noise reduction benefit	Members of the community, including disadvantaged populations	Racial Equity & Barriers to Opportunity
Park amenity benefits associated with Cap	Quality of life benefit		
Improved connectivity to special attractors	Better access to jobs, educational facilities, public services, etc.		
Increased retail activity	Opportunity for job growth and improved quality of life		

4.3 PROJECT COST AND SCHEDULE

The period of analysis used in the estimation of benefits and costs begins in 2019 and ends in 2044. Twenty years of benefits are included in the analysis, once the Cap is built and operational. The total (undiscounted) project costs are \$120 million in 2019 dollars according to the distribution shown in the table below. The \$72 million INFRA grant funding request, in current day dollars, is approximately 60 percent of future project costs.

⁶ Note that at this stage of project development, data were not readily available to understand what share of new cyclists and pedestrians would opt to walk or bike, rather than use their personal vehicle. Assumptions related to modal shift are further complicated as nearly 1/3 of households in zip code 37208 do not own a vehicle.



Table 2: Summary of Project Costs, 2019 Dollars

Cost Category	Undiscounted Project Cost (\$ Millions)	Percent of Undiscounted Project Capital Cost
Project Development	\$10.5	9%
Right-of-Way	\$13.1	11%
Construction: Cap Bridge	\$29.0	24%
Construction: Roadway & Community Improvements	\$58.6	49%
Contingencies	\$8.8	7%
Total Project Costs	\$120.0	100%
Sources of Funds	Revenue (\$ Millions)	Percent of Total
Metro Capital Spending Plan *	\$48.0	40%
INFRA Grant	\$72.0	60%
Total Project Funding	\$120.0	100%

4.4 DISRUPTIONS DUE TO CONSTRUCTION

Disruptions due to construction are anticipated to be minimal. The timing of construction will be managed to minimize disruption.

5. General Assumptions

The BCA measures benefits against costs throughout a period of analysis beginning at the start of project development and including 20 years of operation. The monetized benefits and costs are estimated in 2019 dollars with future dollars discounted in compliance with INFRA requirements using a 7 percent real discount rate.

The methodology makes several important assumptions and seeks to avoid overestimation of benefits and underestimation of costs. Specifically:

- Input prices are expressed in 2019 dollars;
- The period of analysis begins in 2019 and ends in 2045. It includes project development and construction years (2019-2024) and 20 years of operations (2025-2044);
- A constant 7 percent real discount rate is assumed throughout the period of analysis; and
- Opening year demand is assumed to be fully realized in Year 1.

6. Demand Projections

Demand projections are a key driver of future benefits related to the active transportation improvements. For the project, active transportation demand is likely to increase, based on latent demand modeling conducted by the Greater Nashville Regional Council (GNRC).



6.1 METHODOLOGY

Bicycle and Pedestrian demand is based on existing bicycle and pedestrian activity on Jefferson Street at DB Todd and the estimates provided by the latent demand model, as shown below. It is assumed that pedestrian and cyclist activity will increase at a rate of 1.97 percent annually, based on Nashville population growth. The combination of this information was utilized to forecast bike and pedestrian growth in the Project area over the study period. “Bike Ped Demand” and “BikePed Counts” sheets, included in the BCA model, present detail related to the active transportation demand forecasts.

**Nashville Active Transportation Counts
(Jefferson Street @ DB Todd)**

	Pedestrians	Bike	Total
Annual trips	67,081	5,160	72,241
Daily Users	184	14	198

**Nashville Active Transportation Counts
(Latent Demand Model)**

	Pedestrians	Bike	Total
Annual trips	169,360	5,840	175,200
Daily Users	464	16	480

Source: Greater Nashville Regional Council

7. Benefits Measurement, Data and Assumptions

This section describes the approach used to estimate each benefit category identified above and provides an overview of the associated data, assumptions, and results.

7.1 SUPPORTING ECONOMIC VITALITY

The proposed project would contribute to supporting economic vitality by promoting safety through a reduction in vehicle crashes, including automobiles and trucks. There are two locations in the Project area where improvements are anticipated to support a reduction in crashes, the DB Todd Bridge and Truckers Curve along I-40.

Crash reduction is anticipated on DB Todd Bridge due to the addition of high visibility markings, leading pedestrian intervals, and active transportation improvements. For Trucker’s Curve, it is assumed that technological improvements and lighting mounted to the Cap will support a reduction in crashes.

7.1.1 METHODOLOGY

Crash data was obtained for 10-years for both the DB Todd Bridge and Truckers Curve areas. The former was provided by Metro Nashville Department of Public Works and the latter from the Tennessee Department of Transportation (TDOT). The No-Build Scenario was compared to a

Build Scenario where countermeasures are implemented, based on our current understanding of the Project components.

For the Trucker's Curve Build projections, the average number of crashes was calculated based on data for 2013 to 2019. Additional data were available, but 7-years of data was used, based on USDOT Benefit-Cost Analysis guidance. Volumes along the relevant roadway segment were obtained from GNRC and an average annual growth rate was calculated. Actual crash data was used when available for the first few years of the analysis. To estimate future crashes, the calculated average was assumed for the first forecast year and then the volume-based growth rate was applied each year to develop a time series. For the Build Scenario, crash modification factors for the proposed countermeasures were obtained, to estimate the potential crash reduction associated with the Cap improvements.

Figure 2: Trucker's Curve



To estimate crashes reduced due to the improvements on the DB Todd Bridge, the No-Build Scenario assumes an average number of crashes based on crash history between 2013 and 2019. It is assumed that each year in the No-Build Scenario is likely to experience 9.4 crashes on the DB Todd Bridge. For the Build Scenario, and in an effort to be conservative in the absence of growth rate information for this area, it is assumed that this average will be maintained until the Cap is built and becomes operational. Once operational, a crash reduction assumption is applied based on crash modification factors identified by Metro Nashville Department of Public Works (DPW).



The resulting projections are provided in the BCA model, sheets “Truckers Curve Crash Data,” “Crash Reduction Detail,” and “DB Todd Crash Data.”

7.1.2 PARAMETER ASSUMPTIONS

The parameter assumptions used in the estimation of safety benefits are summarized in the table below. These parameter assumptions were applied to the safety projections above to calculate safety benefits.

Accident cost parameter inputs are sourced from USDOT, *Benefit-Cost Analysis Guidance for Discretionary Grant Programs*, February 2021. Note that TDOT data and DPW data were provided in different formats; hence, the use of both sets of parameters.

Table 3: Accident Cost Parameter Assumptions

Accident Cost Parameter Inputs		
Cost of Fatality (K)	\$10,900,000	2019\$ / event
Cost of Incapacitating Injury (A)	\$521,300	
Cost of Non-Incapacitating Injury (B)	\$142,000	
Cost of Possible Injury (C)	\$72,500	
Cost of No Injury (O)	\$3,700	
Cost of Injury--Severity Unknown (U)	\$197,600	
Cost of Damaged Vehicle (PDO)	\$4,500	2019\$ / vehicle
MAIS 1 - Minor	\$32,700	2019\$ / event
MAIS 2 - Moderate	\$512,300	
MAIS 3 - Serious	\$1,144,500	
MAIS 4 - Severe	\$2,899,400	
MAIS 5 - Critical	\$6,463,700	
Fatal	\$10,900,000	

In addition, countermeasures will be implemented to address safety on the DB Todd Bridge and around Truckers Curve. Crash Modification Factors were used to estimate the potential reduction in crashes for both areas of the Project. TDOT identified the appropriate CMFs to use in the analysis of Truckers Curve and provided an aggregate CMF for use in the Build crash estimates.

The precise CMFs applicable to the DB Todd Bridge are not yet finalized at this point in Project development, but two CMFs were identified as probable reflections of the likely countermeasures to be implemented at this location.



Table 4: Crash Modification Factors

Crash Modification Factors (CMF) ID	CMF Description	CMF Value	Location
8797	Improve Street Lighting Illuminance Uniformity	0.977	Truckers Curve
73	Install Combination Horizontal Alignment/Advisory Speed Signs	0.87	Truckers Curve
10640	Install Wider Longitudinal Pavement Markings	0.877	Truckers Curve
4124	Install High Visibility Crosswalk	0.81	DB Todd Bridge
9913	Modify Signal Phasing (Implement a Leading Pedestrian Interval)	0.9	DB Todd Bridge

7.1.3 BENEFIT ESTIMATES

The table below shows that at a 7% discount rate the present value benefits of the Trucker’s Curve (i.e., I-40 Freight Technology Safety Benefits) is \$32.4 million and an additional \$1.4 million in safety benefits is estimated for the DB Todd Bridge (i.e., Cap Roadway) Safety Benefits, for a total \$33.8 million. It should be noted that according to TDOT, nearly 20 percent of all Truckers Curve crashes involve trucks.

Table 5: Estimates of Economic Vitality Benefits, 2019 Dollars

		Over the Project Lifecycle (\$ Millions)	
		In Constant Dollars	Discounted at 7 percent
Supporting Economic Vitality	I-40 Freight Technology Safety Benefits	\$86.5	\$32.4
	Cap Roadway Safety Benefits	\$3.7	\$1.4

7.2 CLIMATE CHANGE AND ENVIRONMENTAL JUSTICE IMPACTS

Although it is anticipated that the modal shift from personal automobile to active transportation will provide emissions reduction benefits, data were not available at this stage of project development to inform the estimation of these benefits. Nearly 1/3 of households in the Project area do not own a personal vehicle, further complicating the estimation of modal shift. Because this benefit is not included in the BCA model, the overall benefits of the project should be considered conservative.

Because the project is expected to improve active transportation facilities, which is considered to be a more equitable and affordable transportation option, two benefit categories were estimated based on Cal-B/C methodologies, Reduced Mortality Benefits for New Pedestrians and Cyclists and Trip Quality Benefits for Existing Pedestrians and Cyclists. USDOT BCA guidance does not provide an approach for monetizing these benefits, but conversations with USDOT economists in the past have suggested that the Cal-B/C approach is preferred over other methodologies.

7.2.1 METHODOLOGY

Increased physical activity—including increased cycling and walking activity—is generally considered to provide health benefits that accrue to individuals and to society. Societal benefits of increased physical activity come in many forms, including increased worker/student productivity, decreased absenteeism, and decreased health care costs. While various methodologies for monetizing these health benefits are published, this BCA adopts the methods of the Cal-B/C Active Transportation (AT) model, which monetizes increased active transportation activity (*i.e.*, walking and cycling) in the form of decreased mortality risk.⁷

Per the Cal-B/C AT User Guide:

Cal-B/C AT adapts the method and data applied in the WHO HEAT model to estimate benefits of reduced mortality. The HEAT approach determines benefits as a reduction in the relative risk of death for bike facility users due to improved health conditions. The estimated reduction in risk for cycling and walking activity has been parameterized in a simplified form that is based on the distance traveled by mode. For cycling, there is a 4.5% reduction in risk for every 365 miles traveled per year (equal also to a 1-mile travel distance per day, every day). For walking, the annual risk reduction per 365 miles traveled is 9%. In addition, risk reduction is maximized at 30% for cycling and 45% for walking.⁸

Consistent with the Cal-B/C AT methodology, this BCA references an individual annual mortality risk and decreases that risk proportionally as a result of increased cycling or walking activity. This decreased mortality risk applies to new cyclists and pedestrians who take up active transportation as a result of project improvements, according to the new cyclist and pedestrian count projections described previously and is scaled according to projected per-person annual cycling and walking mileage. Decreased mortality risk results in an expected reduction in annual fatalities, and this is monetized according to the Economic Value of a Statistical Life per USDOT BCA Guidance.

The Cal-B/C AT model also includes methods to further monetize the health benefits of increased physical activity in the form of reduced absenteeism. This BCA does not quantitatively consider this additional form of health benefit, conservatively understating the total health benefits of project improvements.

In addition to the health benefits that accrue from increased physical activity, this BCA leverages Cal-B/C AT methodology to quantitatively assess the value of improved journey quality for pedestrians and cyclists.

For pedestrians, journey quality benefits “are based on the results of stated preference surveys” and are monetized on a per-mile basis.⁹ Cal-B/C AT parameters include per-mile pedestrian benefits for seven distinct types of pedestrian amenities: “Street Lighting,” “Curb Level,”

⁷ The Cal-B/C AT model and user’s guide can be accessed at the following link: <https://dot.ca.gov/programs/transportation-planning/economics-data-management/transportation-economics>

⁸ Cal-B/C Active Transportation Version 7.1, *User’s Guide and Technical Documentation*; November 2019, p. 50.

⁹ Cal-B/C Active Transportation Version 7.1, *User’s Guide and Technical Documentation*; November 2019, p. 46.



“Crowding,” “Pavement Evenness,” “Information Panels,” “Benches,” and “Directional Signage.” This BCA combines the per-mile benefits of Street Lighting, Curb Level, and Pavement Evenness—consistent with the pedestrian infrastructure improvements anticipated to be provided by this project—and aggregates total benefit as the product of per-mile benefits and expected pedestrian walking mileage over the period of analysis. This aggregation conservatively only considers the mileage walked by pre-existing pedestrians, excluding the additional consumer surplus gained by new pedestrians who begin walking as a result of project improvements.

Journey quality benefits for cyclists “are driven primarily by revealed preference research on cyclist route [choice],” leveraging “values [that] capture the preference for a designated bike route in comparison with a basic roadway.”¹⁰ Cal-BC A/T parameters include cycling “Facility Preference Factors as function of distance by facility class.” For example, the Facility Preference Factor for Class I trails—consistent with the separated multi-use paths included in the project improvements—is 0.57, indicating that one mile travelled on a Class I trail is equivalent to 0.57 miles traveled on a standard roadway without bicycle facilities. Expressed another way, one mile of cyclist travel on a Class I trail is equivalent to a cyclist averting 0.43 miles of travel on a standard roadway. The mile-equivalent savings of improved cycling facilities is monetized according to average cyclist speed, per Cal-B/C AT parameters, and the per-hour valuation of cyclist time, per USDOT BCA Guidance. As is the case for pedestrian journey quality, cyclist journey quality in this BCA is only monetized for distance travelled by pre-existing cyclists, conservatively excluding additional consumer surplus gained by individuals that begin cycling as a result of project improvements.

7.2.1 PARAMETER ASSUMPTIONS

The assumptions used in the estimation of active transportation benefits are summarized in the table below.

Table 6: Active Transportation Parameter Assumptions

Variable Name	Unit	Value	Source
Value of Averted Fatality	Dollars per event	\$10,900,000	USDOT, <i>BCA Guidance for Discretionary Grant Programs</i> , February 2021
Mortality Rate - All Causes (Aged 20-64)	%	0.266%	Caltrans <i>Cal-B/C Active Transportation Model</i> Version 7.2; February 2020
Percentage Reduction in Mortality per 365 Annual Cycling Miles	%	4.5%	
Percentage Reduction in Mortality per 365 Annual Walking Miles	%	9.0%	
Average Cycling Speed	miles per hour	11.8	Monetary values adjusted to dollars of 2019 per USDOT guidance
Average Walking Speed	miles per hour	3.0	
Class I Bikeway Facility Preference Factor	marginal rate of substitution	0.57	

¹⁰ Cal-B/C Active Transportation Version 7.1, *User’s Guide and Technical Documentation*; November 2019, p. 44.



Variable Name	Unit	Value	Source
Pedestrian Value of Amenities: Total of Street Lighting, Curb Level, Crowding, and Pavement Evenness	\$ per mile	\$0.23	

7.2.2 BENEFIT ESTIMATES

Benefits to support environmental justice considerations that are generated by this Project are estimated to be \$6.9 million when discounted at seven percent. Reduced mortality risk from the health benefits associated with increased active transportation comprise the largest share of these benefits, or \$6.3 million when discounted at seven percent.

Table 7: Estimates of Benefits to Support Environmental Justice, 2019 Dollars

		Over the Project Lifecycle (\$ Millions)	
		In Constant Dollars	Discounted at 7 percent
Climate Change and Environmental Justice Impacts	Reduced Mortality Benefits: New Pedestrians and Cyclists	\$17.5	\$6.3
	Trip Quality Benefits: Existing Pedestrians and Cyclists	\$1.7	\$0.6

7.3 RACIAL EQUITY AND BARRIERS TO OPPORTUNITY

The USDOT Notice of Funding Opportunity for the 2021 INFRA program encourages racial equity in two areas:

- Planning and policies related to racial equity and barriers to opportunity; and
- Project investments that either proactively address racial equity and barriers to opportunity, including automobile dependence as a form of barrier, or redress prior inequities and barriers to opportunity.¹¹

Based on communications with USDOT, it is our understanding that the Department is continuing to research and assess new methodologies to improve benefit-cost analysis and encourages suggestions to help ensure that transportation projects are evaluated in a comprehensive manner.

While projects that support racial equity are encouraged in the NOFO, there is currently no approach included in the USDOT BCA guidance to explicitly measure project benefits to support this goal. Because a strength of this Project is the removal of a barrier between a disadvantaged and predominantly black community and broader Nashville, a literature review was conducted to identify potential approaches to monetizing benefits that could be included in the BCA to reflect the intent of the NOFO with respect to racial equity and barriers to opportunity. This monetized benefit is described below and can be toggled off in the BCA model that accompanies this documentation.

¹¹ https://www.transportation.gov/buildamerica/sites/buildamerica.dot.gov/files/2021-02/FY%202021%20INFRA%20NOFO_0.pdf

Two forms of project benefits that are attributed to the cap over I-40 can be measured from nearby property price effects. One of these benefits relates to how the cap mitigates a reduction in property prices associated with proximity to a freeway. The other benefit captures the improved value of properties that are in proximity to the park that would be created on top of the Cap. These two forms of value are additive because the Cap itself mitigates negative externalities of the freeway and the park created on the Cap is an amenity for the surrounding community. The rationale for and valuation of these property-based measures are discussed below.

7.3.1 METHODOLOGY

The benefit associated with highway proximity, and often measured as vehicular noise, has a well-documented undesirable impact on people that has been found in research to be reflected in a negative impact on property prices (USDOT BCA Guidance). While these research findings largely attribute declining property values to higher roadway noise (usually as a function of numbers of vehicles), this negative impact could also be inherently associated with the sheer physical division of a neighborhood by a highway. Physical separation would be a negative attribute to most affected properties because it limits the connectivity between neighborhoods to highway crossings. Moreover, since a neighborhood embodies a collective identity, a bifurcating freeway would destroy this desirable attribute to properties in that neighborhood.

This Cap project is a special case for infrastructure because it physically mitigates the negative impacts on property value caused by the freeway. Arguably, the Cap itself not only mitigates negative sound impacts, like a sound wall, but it also reestablishes physical connectivity within a neighborhood that existed prior to the highway's completion in 1968. In effect, the Cap can be considered to be the ultimate completion of the highway project that should have incorporated this type of mitigation for preventing losses to the existing community. Had the Cap been in place from the beginning, the neighborhood-scale impacts on property values would not have been incurred by affected owners.

This analysis accounts for the negative externality of combined noise and neighborhood-disconnection effects of the freeway since its completion in 1968. Past losses in value are discounted with the same rate as future losses. The No-Build Scenario reflects a condition that no Cap is constructed, and negative externalities simply continue over time. In the Build Scenario, the completed Cap mitigates future losses, but the legacy of negative externalities remains as an unaccounted-for-debt from the original project design. Benefits of the Cap project account for both the avoidance of future costs, as well as a notional repayment on the historical externality costs.

BASED ON 2020 DATA, NEARLY 82% OF THE PROJECT AREA POPULATION IS NON-WHITE, WITH MORE THAN 77% BLACK.

MEDIAN HOUSEHOLD INCOME IS \$23,742 WITHIN 1/4 -MILE OF THE PROPOSED CAP. IT IS MORE THAN TWICE THAT, \$51,583, 1-MILE AWAY.

US BUREAU OF THE CENSUS

The negative externality on noise impacts is valued using research findings¹² on property price impacts associated with proximity to a highway. In this research, properties within 300 meters of an urban freeway were found statistically to have a 3.54% reduction in property prices. Taking this percentage property price impact and multiplying it with the average annualized value of properties in the project area and the number of properties within 300 meters of the freeway, estimates the average annual externality cost. Note that the average annualized value of a property is computed as an annual owner cost, which is computed from a mortgage on the appraised property price over 30 years at a four percent rate. Note also that historical externality costs that occurred in the past are worth more in present value terms than if they happen in the future.

The second property value-based benefit of the project relates to the *enhanced* value of properties nearby the Cap because the Cap is transformed into a public park. This value is additive to the negative externality of the freeway discussed above because of the features for users on the Cap. In other words, the Cap not only provides reduced highway noise and connectivity between an original neighborhood, but the park on the Cap is a *destination*; that is, a new amenity for the neighborhood. The proximity to a park increases the prices of properties that are within a walking distance from it.

A summary of this research¹³ has concluded that property prices can be expected to increase at least by five percent for all properties within 500 feet of a park. Similar to the negative freeway externality impact on prices, the amenity benefits combine the annualized property value, amenity percentage price factor, and number of properties. The Build Scenario adds this value to the mitigated negative externality.

7.3.2 PARAMETER ASSUMPTIONS

The assumptions used in the estimation of these benefits are summarized in the table below.

Table 8: Racial Equity and Elimination of Barriers to Opportunity Parameter Assumptions

Variable Name	Unit	Value	Source
Percent Property Value Lost	%	3.54%	Levkovich, et al. (2015). "The effects of highway development on housing prices," https://link.springer.com/article/10.1007/s11116-015-9580-7
Percent Property Value Gained	%	5%	
Mortgage Rate	%	4%	HDR Assumption
Baseline Average Property Price Value	\$ Millions	\$0.199	US Bureau of the Census
Owner-occupied Units	units	315	US Bureau of the Census

¹² See: Levkovich, et al. (2015). "The effects of highway development on housing prices". [LINK](#)

¹³ Harnik and Welle (2009). Measuring the Economic Value of a City Park System. [LINK](#)



7.3.3 BENEFIT ESTIMATES

Benefits to support racial equity and the elimination of barriers to opportunity generated by this Project are estimated to be \$66.7 million when discounted at seven percent. This includes both the amenity benefit described above, as well as the noise impact mitigation benefit.

Table 9: Estimates of Benefits to Support Racial Equality and Barriers to Opportunity, 2019 Dollars

		Over the Project Lifecycle (\$ Millions) Discounted at 7 percent
Benefits to Support Racial Equity & Barriers to Opportunity	Noise & Amenity Benefits	\$66.7

8. Summary of Findings and BCA Outcomes

The tables below summarize the BCA findings. Annual costs and benefits are computed over the lifecycle of the. As stated earlier, construction is expected to be completed in 2024. Benefits accrue during the full operation of the project.

Table 10: Overall Results of the Benefit Cost Analysis, 2019 Dollars

Project Evaluation Metric	Constant Dollars	7% Discount Rate
Total Net Benefits	\$118.7 million	\$107.3 million
Total Costs	\$120.0 million	\$91.7 million
Net Present Value (discounted @ 7%)	\$15.6	
Benefit / Cost Ratio	1.17	
Discounted Payback Period	13 years	

With a 7 percent real discount rate, the \$120 million investment would result in \$107.3 million in net benefits and a Benefit/Cost ratio of 1.17.

Note that a significant benefit is realized in the first year of operation reflecting the elimination of a negative noise impact to residents who live near the interstate. As a result, the discounted total net benefits are relatively large compared to the constant dollar value. This benefit can be toggled on and off in the accompanying BCA model, but it is included to reflect this Project’s attempts to make good on an offer from more than 50 years ago: to mitigate, at least somewhat, the deep damage done by the decision to realign the Interstates through North Nashville.



Table 11: Benefit Estimates by Long-Term Outcome for the Full Build Alternative

INFRA Merit Criteria	Benefit Categories	Gross Benefits at 7% Discount Rate
Supporting Economic Vitality	I-40 Freight Technology Safety Benefits	\$32,401,098
	Cap Roadway Safety Benefits	\$1,399,249
Climate Change and Environmental Justice Impacts	Reduced Mortality Benefits: New Pedestrians and Cyclists	\$6,323,670
	Trip Quality Benefits: Existing Pedestrians and Cyclists	\$611,957
Racial Equity and Barriers to Opportunity	Noise and Park Amenity Impacts Benefits	\$66,707,873
Total Benefit Estimates		\$107,443,846



9. BCA Sensitivity Analysis

The BCA outcomes presented in the previous sections rely on assumptions and long-term projections, both of which are subject to considerable uncertainty.

The primary purpose of the sensitivity analysis is to help identify the variables and model parameters whose variations have the greatest impact on the BCA outcomes: the “critical variables.”

The sensitivity analysis can also be used to:

- Evaluate the impact of changes in individual critical variables – how much the final results would vary with reasonable departures from the “preferred” or most likely value for the variable; and
- Assess the robustness of the BCA and evaluate whether the conclusions reached under the “preferred” set of input values are significantly altered by reasonable departures from those values.

The outcomes of the sensitivity analysis for the Jefferson Street Multimodal Cap/Connector Project, using a 7 percent discount rate, are summarized in the table below. The table provides the project NPVs associated with variations in variables or parameters (listed in row), as indicated in the column headers. In addition, the BCA model that accompanies this supplementary documentation and INFRA application allows consideration of alternative assumptions and parameters for additional sensitivity tests.

Table 12: Quantitative Assessment of Sensitivity, Summary (\$ Millions)

Change in Parameter Value	NPV with no Change	New NPV	B/C Ratio with no change	New B/C Ratio
Noise & Park Amenity Impact Benefits toggled off	\$15.6	-\$51.1	1.17	0.44
Active Transportation Benefits toggled off	\$15.6	\$8.7	1.17	1.09
Crash Reduction changed to 10% for both DB Todd and Truckers Curve	\$15.6	-\$4.9	1.17	0.95
Annual O&M Costs doubled, \$15K to \$30K per year	\$15.6	\$15.5	1.17	1.17