

Creative Placemaking

Recommendations from and Impact of
Six Advisory Services Panels

A ULI Advisory Services Impact Report



 **Urban Land
Institute**

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Six Advisory Services Panels

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About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

The extraordinary impact that ULI makes on land use decision-making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2021 alone, more than 2,700 events, both virtual and in person, were held in cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

COVER PHOTO: *The ReefLine*, an artificial reef sculpture in Miami Beach. (Miami Beach Resilience Program)

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for an advisory panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, stakeholder interviews and a day of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials,

academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

For more information on ULI Advisory Services, visit americas.uli.org/programs/advisory-services/.

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Executive Summary

FOR NEARLY A QUARTER OF A CENTURY ULI has been tapping the deep skills and experience of its members to solve pressing urban land use challenges, such as climate resilience, revitalization of the urban core, brownfield redevelopment, and affordable housing shortages. ULI recruits an interdisciplinary team of highly qualified panelists with expertise in the real estate industry, including market analysts, economists, developers, architects, designers, engineers, environmentalists, academics, and public officials, to focus on a specific challenge presented by the sponsoring organization or organizations in the public, private, or nonprofit sectors.

ULI Advisory Services has seen a growing demand that creative placemaking be among the skill set of panel members. In recent years, nearly half the Advisory Services panels (ASPs) have included recommendations that leverage creative placemaking to address challenges presented by panel sponsors.

This report explores panel recommendations involving creative placemaking and their impact on achieving sponsor goals. The report is intended to serve as both a marketing tool that demonstrates the breadth of the ULI panel process capacity and an educational tool to highlight the social, environmental, and economic value of creative placemaking

and steps to optimal success in its implementation on real estate development projects.

Selection of the six ASPs featured in this report involved a rigorous process, which began with a review of 20 reports from ASPs convened during the past five years. Ten ASPs that featured prominent creative placemaking recommendations were selected from the 20. Next, various individuals associated with each panel were interviewed—first chairs of the selected 10 ASPs, then others recommended by panel chairs, including district council leaders, panel sponsors, and community and business leaders. The interviews solicited an understanding of what had occurred since the ASP: that is,

had the panel recommendations been acted on and, if so, which ones. ASPs with predominant creative placemaking recommendations prompted a deeper dive into secondary research, including related press and articles, websites, and other reports or studies.

The process led to the six ASPs featured in this report:

- **Downtown South, Raleigh, North Carolina**—a planned \$2 billion mixed-use residential, office, and retail complex eventually to be anchored by a 20,000-seat sports and entertainment center, situated one mile south of the central business district (CBD) of Raleigh. The project represents new development surrounded by two culturally rich neighborhoods to the south and east—one predominantly white, the other Black; a natural water feature that bisects the property; and burgeoning growth occurring at points north and west.
- **Second Avenue, Nashville, Tennessee**—site of a 2020 bombing resulting in the destruction of several historic buildings along this historic street, formerly known as Market Street, which was both a tragedy and an opportunity. Embracing the idea to “build back better,” the city had many ideas that had been incubating for some time, now mobilized into action by panel recommendations that mirrored city sentiment and vision.
- **Charity Hospital, New Orleans, Louisiana**—shuttered after the 2005 devastation of Hurricane Katrina, the over-six-decade-old hospital had served the citizens of New Orleans and still embodied treasured memories and bitterness from its loss. With two new hospitals having replaced Charity, the city sought to honor this sacred place, heal broken hearts, and spark an equitable, inclusive, and economically explosive revitalization.
- **Stormwater Management and Climate Adaptation, Miami Beach, Florida**—facing rising seawaters as a consequence of climate change, the city’s robust resilience plan calls for actions that would fortify the city, such as strategically placing not-so-aesthetically-pleasing water pumps in neighborhoods. A challenge confronting the city: how to deploy its robust resilience plan, avoid neighborhood pushback, and maintain its reputation as an art-filled, art-inspired place that attracts millions annually to its art-adorned streets.

- **Shaw University, Raleigh, North Carolina**—the first Historically Black College and University (HBCU) in the southern region and among the oldest HBCUs in the United States, established in 1865, in the heart of Raleigh’s CBD. Facing shrinking student enrollment and worn historic buildings, Shaw has prime real estate assets it sought to strategically leverage and regain its financial footing. Its fenced-in campus had been exclusively the terrain of its students in the past. Now, it aspires to benefit from the city’s rapid growth, open up the campus, and bring new life to the campus and more students to its door.
- **Christiansted, St. Croix, U.S. Virgin Islands**—St. Croix is part of an unincorporated territory of the United States about one-fifth the population and double the land area of Washington, D.C. Located between the Caribbean Sea and the North Atlantic Ocean, it is vulnerable to weather and suffered over a \$10 billion loss from two back-to-back category 5 storms in 2017. The larger of two towns on St. Croix, Christiansted, was the primary panel study area. How to rebuild for a resilient future and promote economic vibrancy, while preserving its history and culture were paramount concerns.

This report highlights the essence of each panel, spotlights recommendations that led with creative placemaking, and discusses post-panel impact of implemented recommendations. The stories that emerged from this research also illuminate how creative placemaking contributes to equitable development and aligns with ULI’s commitment to DEI—diversity, equity, and inclusion—in real estate.



Introduction

THE TERM “PLACEMAKING” IS WELL KNOWN IN ULI CIRCLES, probably dating to ULI’s beginnings in the 1930s, with projects like Country Club Plaza, an upscale shopping complex modeled after the great European city of Seville in Spain. Situated four miles outside downtown Kansas City, Missouri, Country Club Plaza demonstrated how identity and a sense of place, using strong design fundamentals, can be vital to a real estate development effort. The economic impact of placemaking can be deep and long lasting. Country Club Plaza remains relevant today, as eager shoppers continue to flock to its “doors.”

What Is Creative Placemaking?

“Creative placemaking” can be thought of as an innovation in placemaking that brings art and culture to the early design process of a real estate development project. Take for example Monroe Street Market (MSM) Art Walk in Washington, D.C., a \$250 million mixed-use, transit-oriented development project with 27 affordable artist studios on the ground floor of two of three multi-level buildings in the complex, an art walk, a dual-purpose fountain and stage, and a community art center. Developers Bozzuto Group and Abdo Development engaged a nonprofit arts organization, CulturalDC, which worked with the architectural team to



Monroe Street Market in Washington, D.C.

BOZZUTO GROUP

*This Introduction updates an essay by the author, initially part of the briefing book for the ULI Creative Placemaking Forum, June 5–6, 2019, conducted in Chicago.



CATE BRADSHAW AND STUART ALLEN

Confluence Park in San Antonio.

design affordable artist studios and later led the selection of the initial artists chosen to occupy the studios.

Another example is Confluence Park in San Antonio. This environmental park adjacent to the confluence of the San Antonio River and San Pedro Creek is designed to educate visitors on the value of green space. It includes a giant pavilion that serves as shade during intensely hot, sunny days and as cover from rain and severe weather. The BHP Pavilion captures rainwater and channels it to a reservoir below the park's surface, where it is recycled to serve most of the park's water needs. San Antonio River Foundation engaged an artist to work alongside the architect in the design of the pavilion.

In both the foregoing examples, art and cultural resources were engaged early in the design phase of the real estate development project—a nonprofit art organization for MSM and an artist in the case of Confluence Park. Indeed, this is a best practice of creative placemaking, that is, early engagement of art and cultural resources.

That art and culture contribute to creating a healthy community is well understood. Who can imagine a city or community without art and culture? Art and culture have the unique distinction of being both a component of a healthy community and a strategy to achieve it. Their role is particularly meaningful in creating equitable, inclusive communities where all participants—regardless of race, ethnicity, gender, age, sexual orientation, or economic status—have the opportunity to thrive. This latter point has grown in importance since the brutal 2020 murder of George

Floyd and as the real estate industry grapples with ways to rectify its complicity in the deep disparities of wealth, income, and education among white and Black and brown America that exist today.

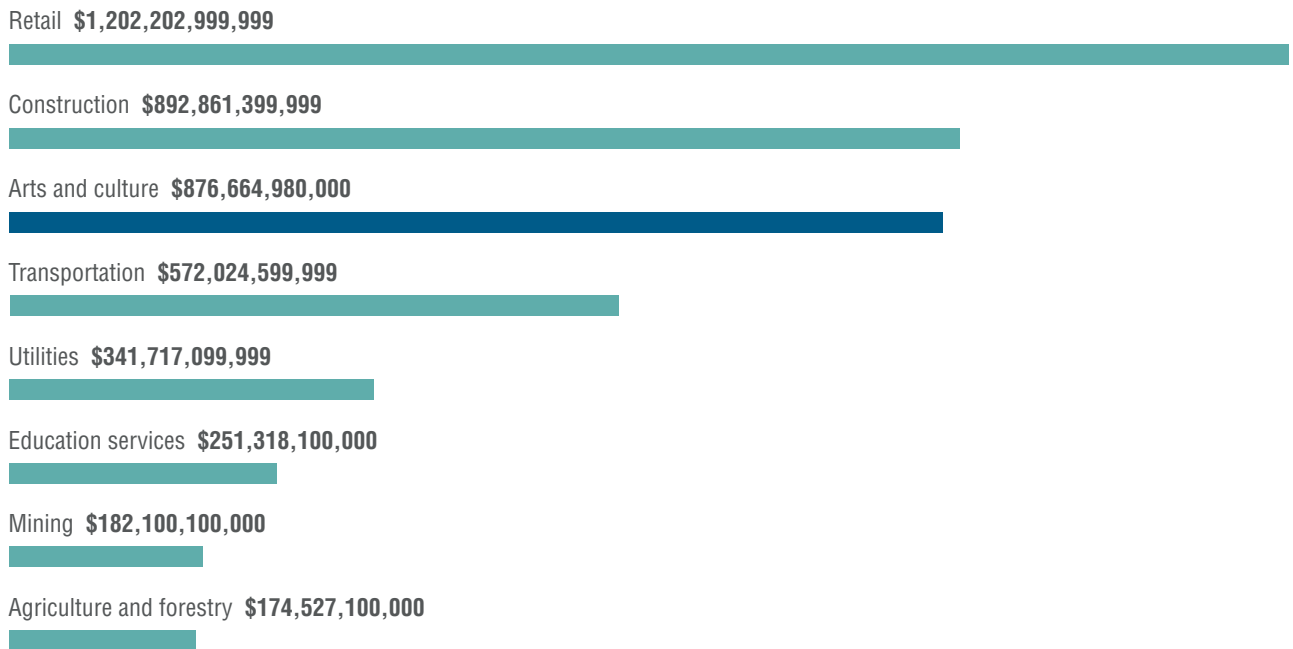
Creative placemaking is defined by the Kresge Foundation, the major funder for ULI's Creative Placemaking project launched in 2016, as the deliberate integration of arts and culture into efforts to revitalize America's most disinvested communities. But creative placemaking has no boundaries—it pertains to the entire built environment. In the context of real estate development, creative placemaking leverages art and culture early and throughout the real estate development process, along with proactive engagement with artists and the community, and strong design fundamentals. Together, these strategies can promote more equitable community outcomes and enhance the overall value of real estate projects across the built environment, ranging from infrastructure, parks, and public spaces to residential and commercial properties.

Why Creative Placemaking in Real Estate?

Americans for the Arts (AftA), a national nonprofit arts advocacy organization, has done some excellent research aimed at quantifying the economic value of art and culture. Every five years, AftA produces a report titled *Arts & Economic Prosperity*; the most recent version, *Arts & Economic Prosperity 5*, was produced in 2017 (using 2015 data). AftA updates some content more frequently, extracting data from the U.S. Bureau of Economic Analysis (BEA) and the National Endowment for the Arts. AftA's most recent analysis, dated 2020, shows the U.S. arts and culture (A&C) industry, which includes nonprofit, commercial, and education, represents \$876.7 billion or 4.2 percent of U.S. gross domestic product (GDP). While this is a 5.8 percent decrease, reflecting the first year of COVID, according to the BEA, A&C is a larger share of the U.S. economy than transportation, agriculture, and utilities. That BEA collects A&C data is a testament to the value of arts to the overall U.S. economy.

AftA's research reveals that arts drive tourism and revenue to businesses, enhancing the value of a real estate development investment. Attendees at arts events spend \$31.47 per

Arts and Culture Contribution to U.S. GDP

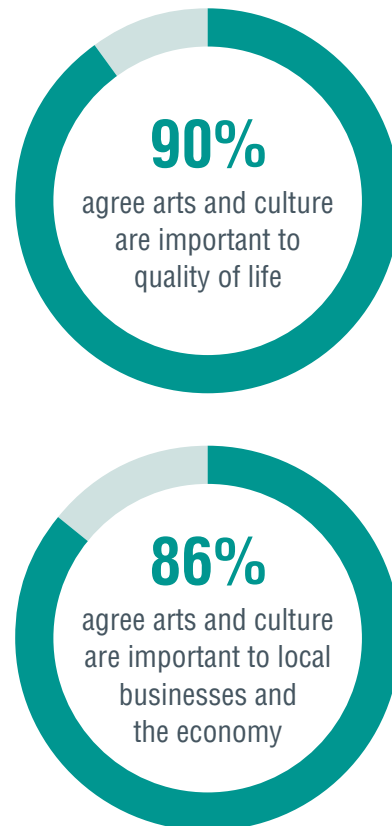


Source: National Assembly of State Arts Agencies, "Creative Economy State Profiles," https://nasaa-arts.org/nasaa_research/creative-economy-state-profiles/.
 Note: Arts and culture total is from Arts and Cultural Production Satellite Account, created by the National Endowment for the Arts and the U.S. Bureau of Economic Analysis.

person, per event, beyond the cost of admission, on items such as meals, parking, and babysitters—valuable commerce for local businesses. And while locals represent the largest share of event attendees, 34 percent of attendees are not local (i.e., live outside the county or area) and spend more, an estimated \$47.57 event-related spending. Arts travelers are ideal tourists, staying longer and spending more to seek out authentic cultural experiences.

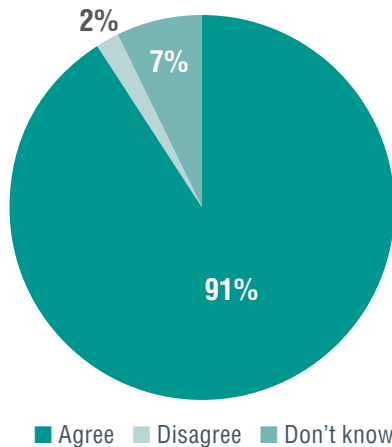
Americans agree that art is important to the economy and to quality of life. According to a 2018 AftA survey of more than 3,000 American adults, 86 percent believe arts and culture are important to local businesses and the economy, and 90 percent believe arts and culture are important to quality of life. Similarly, ULI members recognize the value of art and culture in real estate development. A survey of ULI members in 2016, largely developers, architects, and planners in the United States, revealed that 91 percent of members surveyed agree arts and culture add value to real estate development projects. Member respondents also cited the need for business case tools to better quantify this value.

The Arts Are Important



Source: Americans for the Arts, 2018 U.S. survey.

Creative Placemaking Adds Value to Real Estate



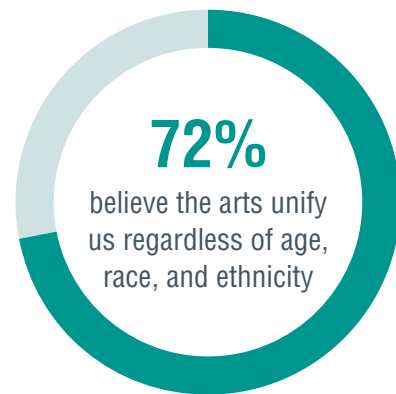
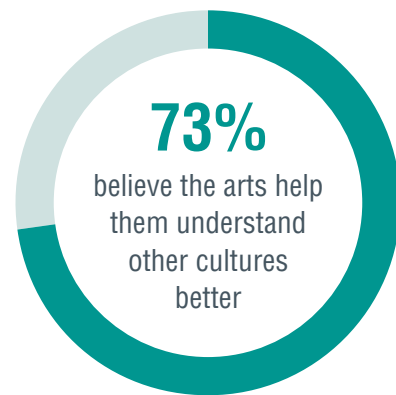
Source: ULI 2016 member survey.

Admittedly, business case tools would help make the case to investors and other stakeholders. Until these are forthcoming, anecdotal stories provide compelling evidence. One pre-COVID example is Reston Town Center in Northern Virginia. Reston Town Center has many art and culture features—including pedestrian-friendly public spaces, public art, galleries, theater, programming, and festivals. This made Reston Town Center one of the premier places to live, work, and play in the region. According to the broker who manages a 4 million-square-foot office space there, the town center experienced less than a 1 percent (0.05 percent) office vacancy rate in a region where the average office vacancy is 16 to 18 percent. The center achieved the highest average office rental rates in Fairfax County, Virginia, 50 percent higher than buildings just blocks away.

The arts improve image and identity of place. In 2016, seven in 10 Americans stated that the arts improved not only the quality and livability of their community, but also the image and identity. Development projects that incorporate the arts may attract a larger audience of residents, businesses, and visitors because of this perception. Analysis has shown that art and culture play an important “placekeeping” role. Recognizing that many new development sites are already “places” with rich cultural and historical significance, the task becomes “keeping” and lifting the history and culture of place versus “making” anew. It can be an equity-promoting practice for communities at risk of losing their history and culture, especially in urban areas that are rapidly changing due to gentrification.

Moreover, in the 2018 AftA survey previously referenced, art plays a role in promoting social cohesion. Of public surveyed, 72 percent agreed the arts unify communities, regardless of age, race, or ethnicity. And 73 percent said, “The arts help me understand other cultures in my community.” The findings cut across all social-economic strata. “Basically,” Randy Cohen, lead researcher for AftA who regularly presents to business leaders, remarks, “the data about the business value of art get me the invitation to the chambers of commerce, but it’s the unifying community benefits they are talking about on their way out.”

The Arts Unify Communities



Seven in 10 Americans believe the arts unify their communities, and two in five Americans have changed an opinion or perception based on an arts experience.

Source: Americans for the Arts, 2018 U.S. survey.

All Stakeholders Benefit from Creative Placemaking

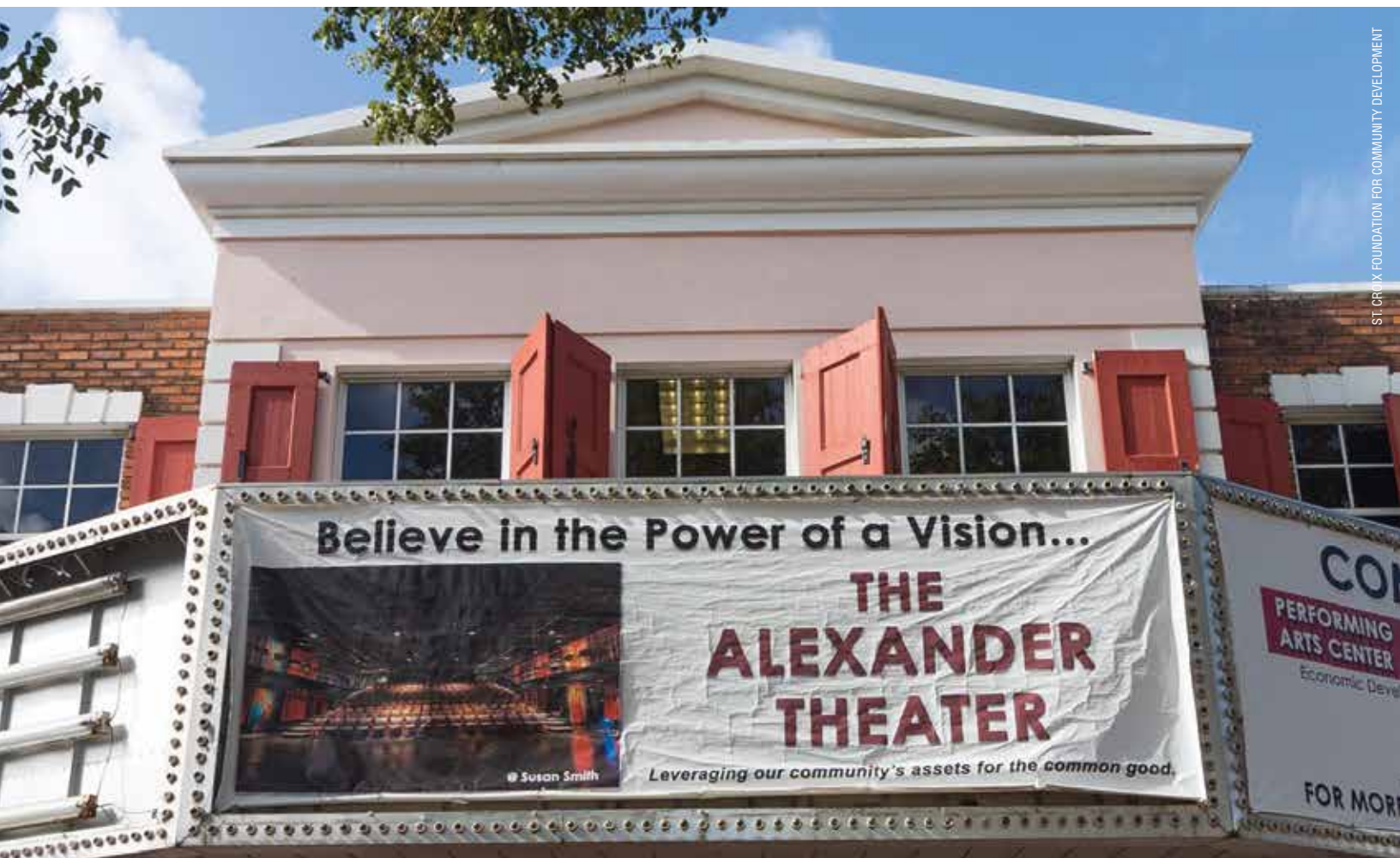


Turning to the workplace, the arts attract a talented workforce. In 2016, 49 percent of people with college degrees strongly considered the arts when moving to a new location for a job, and the number is higher, 52 percent, among millennials.

ULI's research during the first phase of its Creative Placemaking Project (2016–2017) revealed that all stakeholders—real estate professionals, local governments, and communities—can benefit from creative placemaking strategies. Community benefits include enhanced social cohesion, greater well-being, and safer neighborhoods. Economic benefits include increased patronage of local

businesses and increased tax revenues. The U.S. federal government, for example, receives \$27.5 billion in revenue annually as a result of the economic activity of nonprofit art organizations and their audiences. Bozzuto, the MSM developer discussed earlier, reported faster lease-ups, higher retention rates, and lower overall project costs as result of creative placemaking.

There is a dividend to be realized from creative placemaking. Ed McMahon, senior fellow for ULI, said it best, “People stay longer, come back more often, and spend more money in places that attract their affection.”



Case Studies/Advisory Services Panels

POST-PANEL RESEARCH OF SIX ADVISORY SERVICES PANELS, conducted between 2017 and 2021, illuminates the value of implemented creative placemaking recommendations in solving a range of tough land challenges presented by panel sponsors. Leveraging art and culture interventions provided out-of-box solutions to challenges ranging from climate resilience and disaster recovery to mixed-use development and urban core revitalization. For each ASP, this report provides context about the circumstances precipitating a call for a panel visit, summarizes panel recommendations, and reports on implemented recommendations relating to creative placemaking.



Downtown South, Raleigh, North Carolina

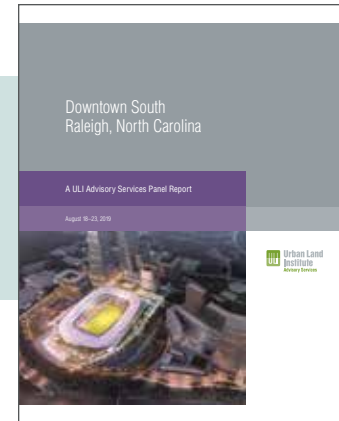
DOWNTOWN DEVELOPMENT

Conducted August 18–23, 2019

Kane Realty and land partner Steve Malik, owner of the North Carolina Football Club and the Carolina Courage, had a big idea—transform 55 acres of undeveloped land, one mile south of the CBD of North Carolina’s state capital, Raleigh, into a sprawling \$2 billion mixed-use complex of office, residential, and retail space, eventually to be anchored by a 20,000-seat sports and entertainment center. Future development phases might include up to 78 acres adjacent to and west of the initial site.

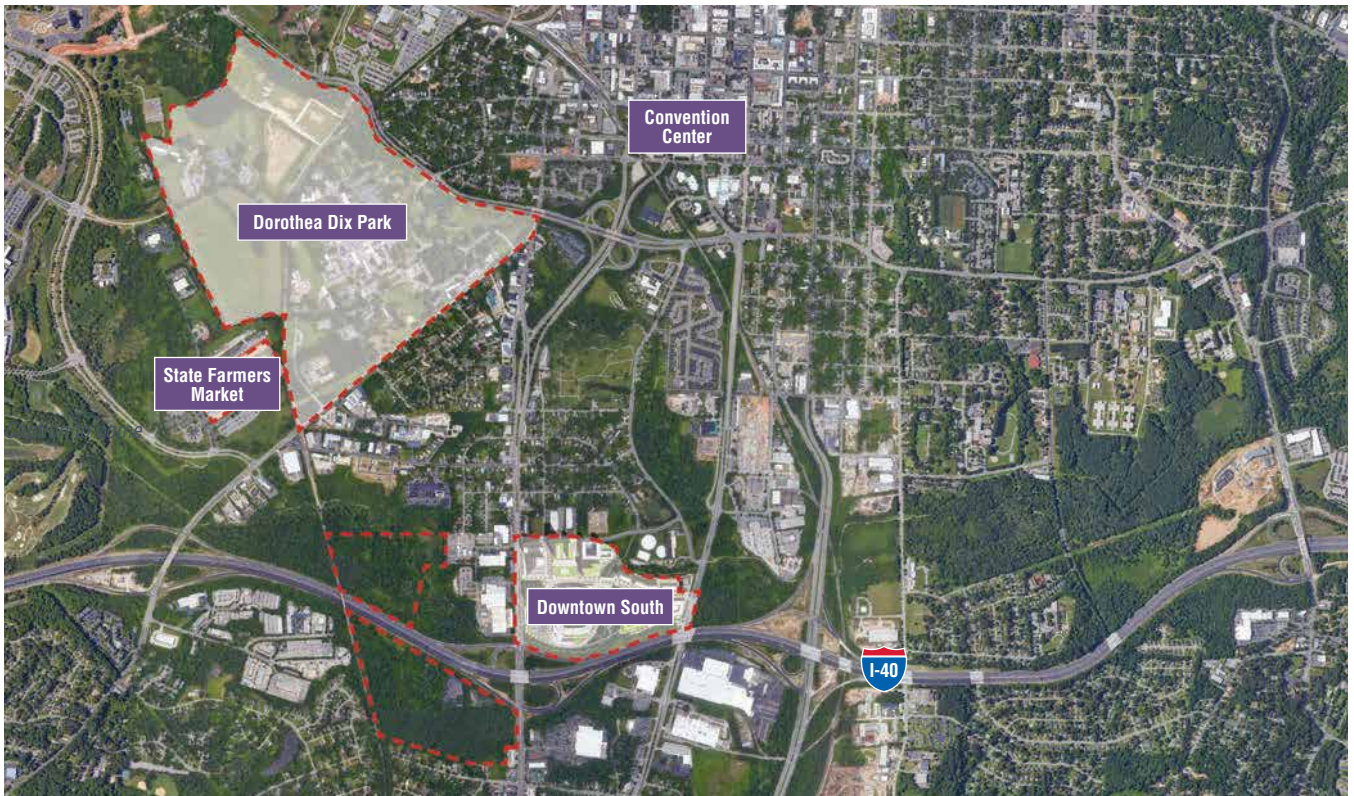
A ULI ASP was engaged to help the sponsors envision the possibilities of implementing this idea and offer strategic advice on finance, ownership, urban design, placemaking,

and neighborhood impact. The project, named Downtown South, has been imagined as an impressive southern gateway into the city. While Downtown South would be created on undeveloped land, it would be surrounded by established neighborhoods to its south and east—largely segregated, one predominantly white, the other Black, both embracing their unique cultural history. Bisecting the property is a natural water feature, Walnut Creek, offering a green amenity for locals and visitors. Other major points of interest nearby, Dorothea Dix Park—purportedly among the largest new urban parks under development in America—and the Farmers Market, could be easily accessible via a walkable, bikeable pedestrian path.



Aerial view of the future Downtown South.

KANE REALTY CORPORATION



This map shows the proximity of the Downtown South site to the Raleigh downtown, Dorothea Dix Park, the State Farmers Market, and I-40.

Summary of Panel Recommendations

The panel sponsors expressed a desire to thread together existing neighborhoods with 55 acres of high-density mixed-use new development anchored in entertainment experiences. The sponsors recognized the project represents a significant economic engine for the area, bringing needed jobs and amenities to South Raleigh, which has historically experienced only a fraction of the public and private investment as the rest of Raleigh. They were also interested in preserving culture and averting negative neighborhood impacts, such as creating unaffordability and displacement of locals due to rising property values. Citywide conversations on topics such as new zoning categories, public infrastructure, and affordable housing were well underway as the large Downtown South project entered the rezoning process.

The sponsors sought ASP advice about how to best fold in the new development to the existing South Raleigh neighborhoods, as well as on how to garner community and municipal support and what public financing options were applicable to the eventual addition of the multipurpose stadium. Panelists urged that any potential negative impacts of the developments on the neighboring properties might be averted with a more expansive vision that considered the

entire area, including both the 55-acre study area and the surrounding neighborhoods. This idea manifested in a set of recommendations that embraced the following elements:

- **Transformational development:** The project presented the opportunity to transform the city's entire southern portion, which unlike points west and north of the CBD, had seen little investment. The project could both create a vibrant gateway to the city and deliver significant benefits to all stakeholders, including the established neighborhoods, the city of Raleigh, and the developer and its partners.



Downtown South rendering.

KANE REALTY CORPORATION

- Community investment structure and communication and engagement plan:** To protect existing neighborhoods, the sponsors were encouraged to create a community investment structure that identified benefits that could be realized by South Raleigh neighborhoods. These included jobs, affordable housing, and improved local amenities such as health centers, food access, and art and culture assets. The panel recommended developing a comprehensive communications and engagement plan to combat community resistance to change and fears about new development. The plan would be aimed at ensuring neighborhoods are involved in shaping outcomes, helping build trust, and maintaining transparency throughout the development of Downtown South.
- Planning and design:** The panel encouraged placemaking activities that help preserve and uplift the rich history and culture of the neighborhoods, such as historical markers, artful wayfinding, public art, and a cultural heritage trail. Walnut Creek could be restored; a walkable and bikeable greenway created along its banks could connect to other paths and thereby enhance mobility and connectivity to downtown

and nearby sites of interest. During construction, existing vacant or underused buildings could be exploited for interim uses to raise project awareness and stimulate interest and excitement.

- Ownership and finance:** Recommendations included an ownership structure involving an authority to manage the sports complex and development of a comprehensive financing program. The financing program would include funds for neighborhood revitalization, transit, and connectivity, in addition to funds for site development. Financing could involve multiple sources, including private debt, owner equity, local state and federal sources for infrastructure, interlocal funds (city hotel and restaurant tax), and tax increment financing (TIF) or similar methods.

Implemented Creative Placemaking Recommendations

The panel sponsors have acted on many of the recommendations detailed in the report. Kane Realty, as developer, construction manager, and property manager for Phase 0 and Phase 1 of the project, has made deep



Downtown South rendering.

KANE REALTY CORPORATION



JIM SINK PHOTOGRAPHY

Hoops Playing Hoops (2015) by Chris Fennell—public art at the Halifax Park and Community Center in Raleigh.

commitments to the community. These commitments include enhancements to the area stormwater management to foster environmental justice, a setaside percentage of total housing construction for affordable housing, and connectivity enhancements—transit, foot paths, greenways—to facilitate “access for everyone.” Kane Realty has held many conversations with the community, inquiring “How can we partner?”

Kane Realty asserted it is committed to meeting the “quadruple bottom line,” which includes economic growth, cultural engagement, social equality, and environmental sustainability. Its chief executive officer (CEO), John Kane, remarked, “We want to create a district, not a development.” The distinction, intimated from Kane Realty literature, is that a development is somewhat inanimate, designed for a particular person and lifestyle, whereas a district is amorphous, “a living, breathing place” that changes, evolves, and grows with a city. Kane continues, “This is a district founded on the belief that we are better together.”

Putting talk into action and in response to panel recommendations, Kane Realty hired APCO Worldwide, a communication and advocacy firm, to meaningfully engage with the neighborhoods. The firm appointed Courtney Crowder, who is well regarded by the African American community in South Raleigh, where he grew up, and still has deep connections there. APCO and Crowder held several public and private meetings, conversations, and outreach efforts. Kane Realty’s relationship with APCO is currently

on hold as the community benefits agreement related to the stadium is paused by the city in favor of higher priorities. However, APCO, with Crowder’s presence, helped build confidence among community members that their voices would be heard.

Other commitments aimed at cultural engagement and social equality include cultural art installations that celebrate the rich neighborhood history and culture, managed through a city-led selection process. Locals can look forward to enhanced quality of living through public art, the Greenway system—providing access to downtown shopping, museums, galleries, restaurants, and other sites—and nature assets that promote a healthy lifestyle, represented by the restored Walnut Creek and the Greenway.



JACLYN BOWIE, NYSSA COLLINS, AND ANNA WAGNER

Temporary sculpture installation at Walnut Creek Wetland Park, Raleigh: Carolina Madtom (2020–2021), by Jaclyn Bowie, Nyssa Collins, and Anna Wagner.

Second Avenue, Nashville, Tennessee



URBAN CORE RESTORATION

Conducted March 22–25, 2021

The bombing on Second Avenue in downtown Nashville on December 25, 2020, was both a tragedy and an opportunity. It could have resulted in the tragic loss of many lives. Only one life was lost, that of the bomber, but one of Nashville's treasured neighborhoods suffered vast devastation. Sixty-five buildings were damaged, many with severe structural damage, four buildings lost their historic facades, one building was destroyed, and many businesses and residents were displaced. Amid the rubble emerged the possibility to reshape and rebuild in ways that some stakeholders had long dreamed about.

Once known as Market Street, renamed Second Avenue, the street had been central to the city's growth and development, dating to its beginning in the late 1700s. Strategically situated near vibrant Broadway and the Cumberland River, with its tree-lined streets and historic Victorian buildings, the street was a treasure in the minds of many reflecting upon its past. Not so long ago it was a bustling center of commerce with its buildings housing "hardware stores, bakeries, clothiers and local eateries." And while its tenants had changed, its neighborhood spirit and stunning building facades had not.

The ULI panel was brought in to help Nashville reimagine the devastated area—paying homage to its rich historical past and positioning for the rapid growth that the city is experiencing. The panel was asked to assess market conditions and opportunity, envision design possibilities, and fashion financial strategies that would enable implementation. Embracing the idea to "build back better," long-held ideas that had been incubating were activated by panel recommendations that paralleled these recurring visions and dreams.



Second Avenue after bombing.

MICHELLE SCOPEL



Second Avenue commercial district.

ANDREW JAMESON

Summary of Panel Recommendations

The panel was tasked with providing recommendations to restore the portion of Second Avenue devastated by the bombing. However, the panel recommended a broader “district” vision that included Second Avenue and the parallel streets, First Avenue and Third Avenue. The city’s Planning Department was drawing similar conclusions in its work that started in February 2020 and involved listening sessions with the community. These three streets, extending from Broadway to Union Street, were considered by some to be the “soul of the city.” Unless the city acted proactively, it risked losing the rich history and culture of this area and being subsumed by the rapidly expanding “honky-tonk” tourist area focused on nearby Broadway.

The panel suggested that the city create a Market District and restore the names of the streets to their past designations. Second Avenue would return to its original name, Market Street, a bustling center of commerce in the past. First Avenue, which faces the Cumberland River, would once again be named Front Street, and Third Avenue would return to College Street.

Some panel recommendations were aimed at enlivening the district and supporting its rich history and culture. This included reviewing the city’s historic district guidelines as

a step toward restoring the damaged Victorian buildings and returning them to their past splendor and using public art to celebrate the district’s history and culture. Several placemaking recommendations were identified to showcase the district, making it a place where “Nashvillians meet friends downtown” as well as “a place to show visitors what Nashville is really like.” This included outdoor dining, lighting, landscaping with trees and flowers, water taxis and entertainment, and celebrating Nashvillian creatives—its artists, artisans, and chefs.

Other recommendations focused on reimagining the connection between First and Second avenues and recapturing the waterfront along the Cumberland River. In the past, the buildings along First Avenue represented the back of commerce. Access to the buildings was used primarily to receive cargo arriving by ship. There were few storefronts and little commerce, except for a few long buildings that had frontage on Second Avenue and First Avenue, and little pedestrian interaction with the river. The panel urged the city to activate First Avenue and facilitate easy access and connection between the two streets and to the riverfront park.

The city was encouraged to commit to an equitable development approach that includes “housing for all” and “doing the right thing,” aimed at correcting past wrongs. As



Boarded-up buildings on Second Avenue after the Christmas 2020 bombing.

MICHELLE SCOPEL



HAWKINS PARTNERS INC.

Rendering of First Avenue.

in many cities experiencing rapid growth from investments, citizens were feeling the weight of rising property values and gentrification that forced the displacement of some businesses and residents. Many citizens, especially people of color, were feeling left behind, and as the city prospered, they were losing ground. The panel urged a focus on being intentional, addressing inequities, and providing access to affordable housing, services, and amenities for all citizens.

Finally, multiple financing options were recommended, including “state funding, general fund, hotel/motel tax revenue, general obligation bonds, and tax increment financing.”

Implemented Creative Placemaking Recommendations

Although the panel took place a little over a year ago (as of the writing of this report), progress has been swift. Within a few months following the ASP report, the city of Nashville allocated \$20 million in the Capital Spending Plan with an additional \$50 million to follow in the Capital Improvements



HAWKINS PARTNERS INC.

Rendering of Second Avenue.

Budget. This funding kick-started the project, focused initially on improvements to Second and First avenues. The city recognized that the implementation of creative placemaking strategies represented low-hanging fruit with high payoff as more long-term design-and-build options played out. The ULI recommendations breathed life into ideas already incubating, such as saving historic buildings, creating a place for locals (as well as tourists), and connecting to the river.



PHIL PONDER

Market Street, pen-and-watercolor painting by Phil Ponder.

NASHVILLE METROPOLITAN DEVELOPMENT AND HOUSING AGENCY



Rendering of AT&T wall mural, titled Market Street Too.



HAWKINS PARTNERS INC.

Rendering of passageway between First and Second avenues.

The most prominent near-term gain envisioned was transformation of the blank exterior wall of the AT&T utility building, at the site of the blast and directly across from the most heavily damaged buildings on Second Avenue, into a brilliant “canvas” that would help enliven the street and pay homage to its past. The idea was inspired by a pen-and-watercolor painting of the grand Victorian buildings on Second Avenue, created by local artist and former councilperson, Phil Ponder, long before that tragic December day. According to local newspaper *Main Street Nashville*, a massive aluminum etching mural on the AT&T wall, named *Market Street Too*, would commemorate the damaged or destroyed Second Avenue buildings. AT&T agreed to the concept and is integrating the art piece into its facade installation and privately funding this component.

Ron Gobbell, lead project manager for the response and recovery and proud owner of the original Ponder painting, asserted, “The unique mural will be transformational to the streetscape environment,” envisioning the sidewalk along the base of the mural to be activated, attracting locals and visitors. Activation includes First Avenue facing the river, Second Avenue, and other streets nearby. Driven by the impetus to

“build back better,” the new area design reflects widened sidewalks for quiet contemplation, sidewalk dining, and curated retail, while adding more shade to the tree-lined streets.

To facilitate connection to the river, as well as access between First and Second avenues, the owner of the one building destroyed by the bombing has committed to a plan to incorporate ULI’s suggestion and connect First and Second avenues. The owner’s plan incorporates as much of the remaining historic structure as possible to maintain its character and incorporates a passageway joining First and Second avenues, which will promote pedestrian flow to and from the river and these parallel streets. Restoring the building and creating this connector, 28 feet wide and 200 feet long, required changing the zoning and gaining approval by the Metro Historic Zoning Commission. When completed, the passageway will be activated by restaurants with outdoor dining and retail, and will center on the art mural, which will be visible from the passageway. Operations and ongoing programming, an important component, will be driven by the city rather than private owners. The building will feature a 140-room hotel above the passageway.

Charity Hospital, New Orleans, Louisiana



COMMUNITY REVITALIZATION Conducted November 5–10, 2017

In 2005, New Orleans was devastated on many levels by Hurricane Katrina. A profound disappointment for many of its residents was the shuttering of Charity Hospital. Founded in 1736, in its most recent transformation the hospital had served New Orleanians for over 66 years, dating to 1939, when the sixth Charity Hospital was rebuilt. It was the place where many residents were born, where their children were born, and where their parents and grandparents and brothers and sisters received care. It was the place where generations

of health care professionals gained essential skills to care for the sick and injured and nurture them back to health.

In the recovery and rebuilding following the hurricane, state officials decided to replace Charity with a new University Medical Center, and federal officials decided to replace the Veterans Affairs (VA) Hospital with a new facility. Both would be located about one mile to the west, leaving vacant two massive structures in the city's historic medical district.



Frontal view of Charity Hospital, 1935.

1532 TULANE PARTNERS



HJ PATTERSON

Tumor conference held in amphitheater, 1966.



CHANDRA MCCORMICK & KEITH CALHOUN

Amphitheater after Katrina.

The state’s decision extinguished any hopes of Charity’s resuscitation and further inflamed open wounds. Attendant on the closure of Charity Hospital was a great sense of loss and bitterness, although many medical professionals and the leadership of Louisiana State University (LSU) Health Sciences Center pushed aggressively for a more modern facility.

The Real Estate and Facilities Foundation and LSU Health Sciences Center engaged ULI Advisory Services to help them determine the best adaptive use of Charity Hospital and advise on how to realize the maximum benefit from outsourcing the redevelopment of the hospital to a private developer. Local leadership understood that the project had to go beyond simply meeting financial goals, a fact substantiated by the panel during stakeholder interviews.

The area comprising the two new hospitals, medical schools from both LSU and Tulane, Delgado Community College School of Nursing, Xavier University, the former VA hospital, and Charity Hospital had been designated as the BioDistrict. But the abandonment of the former VA hospital and Charity Hospital left the heart of the district abandoned and blighted. The sponsors pondered how to reinvent Charity Hospital while working synergistically to help create a robust and equitable innovation district within the BioDistrict. A vision for Charity Hospital would be incomplete without also addressing social concerns like workforce development, affordable housing, and improved public transit. In other words, a long-term

solution had to heal a community and create an equitable environment that enabled all actors—the hospitals, local residents, and businesses—to benefit and thrive.

Summary of Panel Recommendations

The redevelopment of Charity Hospital, the panel asserted, must include both the hospital and the surrounding area. The entire community must be lifted up. Anything less would fall short of meeting the sponsor’s and other stakeholders’ concerns. Andy Kopplin, CEO of the Greater New Orleans Foundation and the BioDistrict’s chairman, asserted,



ANDY STEPHENS

The Pythian Redevelopment near Charity Hospital at Loyola and Gravier streets.



The panel recommended an embrace of nine guiding principles, serving as a “North Star” for the redevelopment effort.

“Redevelopment of Charity Hospital will not be successful if the neighborhood is not successful.”

The panel recommended an embrace of guiding principles serving as a “North Star” for the redevelopment effort. A principle-centered approach must address present realities, such as income and health disparities between whites and Blacks, the noncooperative spirit among potential development partners, and the too frequent lack of transparency in decision-making.

The nine principles summarized were as follows: (1) Charity Hospital must remain in place and be a priority focus; (2) there must be transparency throughout the process from visioning and planning to execution; (3) the approach must be an equitable and inclusive one that leaves no one behind; (4) the financing strategy must be realistic and plans implemented only with solid financing; (5) there should be flexibility in plan development and implementation, allowing for change if new, better ideas are brought forward; (6) the Charity Hospital building should welcome all and include plans for public use and community benefit; (7) the site must have connectivity to the surrounding neighborhood; (8) there must be a collaborative approach among partners as well as accountability; (9) visions for Charity Hospital and the surrounding area must be translated into a strategic plan, demonstrating movement from vision to action.

With the guiding principles as foundational, the panel made several key recommendations:

- **Brand the area surrounding Charity Hospital as an innovation district.** Funding development of the innovation area would be realized by establishing it as a TIF district, or in city of New Orleans terms, an Economic Development District (EDD). The so-called Spirit of Charity Innovation and Economic Development District EDD/TIF would complement the economic development efforts of the BioDistrict and the city. The EDD/TIF would support a city goal to attract and grow software and technology anchors to this area.
- **Establish a coordinating body,** named the Charity District Coordinating Committee, to facilitate the revitalization goals of the EDD/TIF and lead development of a strategic plan.
- **Develop a strategic plan.** It should include plans to stabilize Charity Hospital, select a developer, and design the new Charity Hospital site, choosing from a range of possibilities, including design options proposed as part of the panel analyses. The design must consider the long and deep history of Charity Hospital. Art and design (or creative placemaking) should be part of the design effort. The design must provide welcoming public spaces, incorporate parking considerations, and connect to the surrounding neighborhood.

Implemented Creative Placemaking Recommendations

There was a shared commitment to keep Charity Hospital as the focus of the redevelopment effort. The building architecture followed an “H” format, adhering to the Jim Crow requirements of the 1930s when it was built. Each side mirrored the other, segregating facilities, staff, and patients, with whites on one side, and Blacks or people of color on the other.

Care must be taken, it was argued, to maintain the hospital's historic character. Its external art deco design with relief created by revered local artist, Enrique Alvarez, must remain intact, as well as the main lobby, second-floor auditorium, and other unique features that harken to its past. However, the remaining structure must be renovated to realize its full potential.

Many panel recommendations have been implemented or are on track to be. The contract to redevelop Charity Hospital was awarded to 1532 Tulane Partners in October 2019, about two years after the panel recommendations. Charity Hospital will be transformed into a \$300 million mixed-use project of residential, retail, office, research, and public spaces.

Creative placemaking activities include restoration of the famous Enrique Alvarez sculpture, *Louisiana at Work and Play*, a new medical-related museum inside the Charity Hospital site, and a landscaped plaza that invites ongoing art exhibitions.

A buzz of creative placemaking activities is also happening nearby:

- **Bell Artspace**—a former middle school has been repurposed into 79 affordable live/work artist units, plus 20 transitional housing units for the homeless.
- **Duncan Plaza**—the centerpiece of a complex of civic buildings, including City Hall and the Louisiana Supreme Court, that had fallen into disarray is being renovated. There are plans to include a children's play area, dog park, and flexible space to accommodate up to 5,000 people, as well as underground stormwater storage to minimize flooding in the area. Just a block from Charity Hospital and the most proximate open public space near Charity, Duncan Plaza is anticipated to catalyze community connections.
- **Prospect New Orleans**—an annual citywide exhibition lifts up artists of color and bolsters neighborhood pride. New Orleans just hosted Prospect 5, the fifth edition of this public arts program.



CHANDRA MCCORMICK & KEITH CALHOUN



1532 TULANE PARTNERS WITH RENDERINGS CREATED BY BNIM + WILLIAMS ARCHITECTS

Relief by artist Enrique Alvarez above Charity Hospital entryway (left) and rendering of main courtyard with Alvarez relief.

CHANDRA MCCORMICK & KEITH CALHOUN



1532 TULANE PARTNERS WITH RENDERINGS CREATED BY
BNIM + WILLIAMS ARCHITECTS

Rear courtyard shuttered (left) and a rendering of the courtyard with enclosed roof.

CHANDRA MCCORMICK & KEITH CALHOUN



1532 TULANE PARTNERS WITH RENDERINGS CREATED BY
BNIM + WILLIAMS ARCHITECTS

Front courtyard shuttered (left) and a rendering of the activated courtyard.



ANDY STEPHENS

Duncan Plaza near Charity Hospital.

Stormwater Management and Climate Adaptation, Miami Beach, Florida

CLIMATE RESILIENCE

Conducted April 16–19, 2018

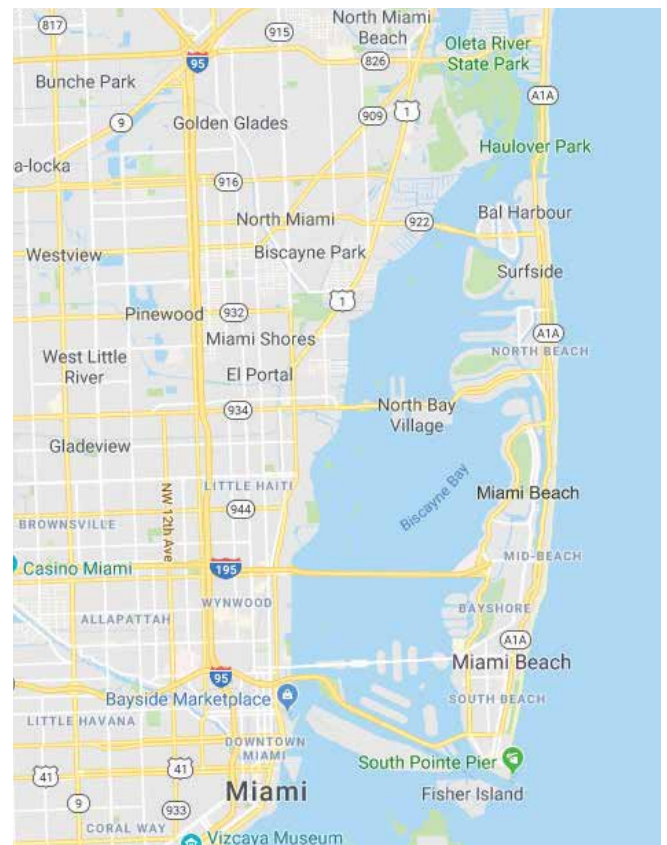
Miami Beach is a jewel at America's eastern southern tip, a barrier island surrounded by the Atlantic Ocean and Biscayne Bay. With a permanent population of nearly 90,000 on a seven-mile stretch of porous substrate land, the city hosts millions of visitors and part-time residents annually who flock there for its art and culture, art deco architecture, and warm turquoise waters. This popular tourist spot is also fraught with vulnerabilities framed by climate change—flooding due to rising coastal waters, increasingly violent storms, and rising groundwater. The city stepped up and fiercely committed to overcoming these challenges—at least being resilient in the face of them. The city developed a comprehensive resilience program and has funded the first \$200 million without the aid of state or federal dollars.

Its stormwater management plan includes many actions such as improving drainage systems, installing pumps with water treatment systems to replace aging gravity stormwater pipes, and elevating streets. The city has changed its regulations to increase seawall heights and includes urban forestry planting and green infrastructure as part of the integrated planning. While the city and many residents embrace these plans, they do not come without concern about the impact they will have on aesthetics and quality of life. Change is not easy and is often met with resistance.

ULI was called in to assess the efficacy of the city's stormwater-related resilience plans and make recommendations on improvement opportunities. The Advisory Services panel was sponsored by 100 Resilient Cities (100RC), a platform of knowledge and resources about climate adaptation and resilience available to network members, of which Miami Beach and ULI are both members. The panel, which met over three and a half days, made recommendations that addressed the city's resilience plan, as well as tangential—but essential—concerns, including placemaking, communications, and community engagement.



North Beach, as seen here in 2008, is considered a prime area for future development opportunities.



The city of Miami Beach is located on a barrier island off the southeast coast of Florida.

Summary of Panel Recommendations

The panel applauded the city of Miami Beach for having done a lot of good work in developing and executing elements of its initial bold actions. But it concluded opportunities existed to enhance the city's overall plan. The panel report made several recommendations, including the following:

- **Creating a comprehensive resilience strategy:**

The stormwater management plan was separate from the city's broader resilience strategy. The panel suggested that an integrated plan and strategy with these combined components would enable a more comprehensive and holistic plan for "living with water," a city mantra, inspired by its affiliation with the 100RC.

- **Increasing long-term financial and comprehensive protection:** A comprehensive resilience strategy would enable a more strategic overall approach to risk. This could provide both increased infrastructural and financial protection, enabling the city to leverage a range of funding sources.

- **Enhancing public trust, trusting the public, and increasing transparency:** Trust was a concern, precipitated by the city's approach in the early phases of executing its resilience program. In the city's urgency to launch its stormwater work in areas experiencing flooding, many public voices felt decisions were rushed and offered little opportunity for community input. There were loud citizen resistance and questions about the legitimacy of the program and the costs. The panel suggested a focus on public engagement, citizen involvement in decision-making, and increased transparency about the city's investments, costs, benefits, and timeline for the broader climate adaptation initiatives.
- **Elevating public aesthetics and function to perpetuate the city's cultural relevance:** Because the city is an internationally recognized art destination, sea-level-rise adaptation must not stand alone, but go hand in hand with aesthetic concerns. Residents expressed concern about the aesthetics of their neighborhoods being



Miami Beach street flooding on Fifth Street, before and after stormwater management plan work.



Miami Beach street flooding on 20th Street, before and after stormwater management plan work.

adversely affected by implementation of the stormwater work. There was insistence that implementation must consider residents' health and quality of life and build from the culture of arts, heritage, and placemaking.

- **Actively using green and open space:** A focus on “green” or plant life offers double value, both in addressing resilience issues, such as leveraging green as a natural water absorbent and promoting quality of life among Miami Beach residents. Attention to green and open space, the panel noted, is a win-win.
- **Embracing the resilience brand:** Miami Beach has the opportunity to be a recognized global leader in resilience and climate adaptation and therefore distinguish itself from other coastal leaders. The panel urged Miami Beach to proactively communicate its work locally and broadly.

Implemented Creative Placemaking Recommendations

Leaders of the stormwater program understood that resilience is multidimensional and interrelated. A resilience plan must incorporate actions that address climate resilience as well as financial, personal, and cultural resilience. To this end, the city has focused on stronger communications and awareness building. Its website, Miami Beach Rising Above, serves as an educational tool as well as an information- and knowledge-sharing tool. The site provides a layperson's description of the city's resilience program, as well as content about why the plans are important, what the benefits and risks are, and the role that residents can play in its execution.

The city has received initial funding for a resilience communications plan and caught attention with a campaign featuring eye-catching statements—“Sea Levels Are Rising and So Is Miami Beach”—attracting residents to become informed through its website and events. Home to Art Basel, the largest art fair in North America, attracting 60,000 visitors during the first week of December 2021 (91,000 pre-COVID in 2019), the Convention Center, where Art Basel is headquartered, plans to collect daily foot traffic counts of local residents and visitors. This effort, while in the early planning stages, promises to inform and engage residents and visitors in ways that advance the city's climate and cultural resilience goals.

The city implemented an artist-in-residence (AIR) program, with funding support from the Knight Foundation, that included an artist as a member of the resilience team. Its first



Aerial view of the Miami Beach Convention Center.



Artist Misael Soto's installation “Sand: Amphitheater, Theater, Arena” (middle) and a view of the amphitheater activated with people (above).

recruit was artist Misael Soto who was tasked with using sand in a public art installation, aimed at inspiring discussion about the long-term impacts of building a city on what was once a sandbar and mangrove swamp. What emerged was “Sand: Amphitheater, Theater, Arena.” Soto built an amphitheater made of several tons of sand bagged in 6,000 standard flood mitigation sandbags. The project was constructed engaging more than 500 residents and visitors over a month in fall 2018. It was a phenomenal undertaking that inspired and informed seated amphitheater residents and visitors in discussion about the city's past, present, and future resilience.

The city's AIR program was suspended during COVID-19, but it is expected to resume in the near future. Soto next moved on to lead the Department of Reflection, a nonprofit organization that uses climate change to facilitate "inquiry and exchange" between residents and employees of the city, especially on issues relating to climate resilience and placemaking.

The city has been substantially involved in creative placemaking through the integration of art and culture into its resilience work. In addition to the AIR program, other significant projects include the following:

- **Public art**—Miami Beach has a robust public art program called Art in Public Spaces that has run in parallel with its resilience program. The Miami Beach Convention Center renovation included \$7 million in art installations on the convention center campus, both inside and out. Collins Canal Park, for example, is a floodable park with a living shoreline situated between the Miami Beach Convention Center and the canal, and hosts "Humanoid," a series of sculptures designed by Dutch artist Joep van Lieshout. The sculptures explore the intimate human connection to nature and why we should protect it. The city's resilience work program has been inspired by the AIR program, and the panel's promotion to integrate art into its plans to address resident concerns about aesthetics may have helped. An example can be seen in a public art sculpture



The car sand sculpture Order of Importance by artist Leandro Erlich.

installed in the Sunset Harbour neighborhood. It is designed to camouflage the large pump tucked behind it and serves as a neighborhood marker, welcoming visitors and residents.

- **Pop-up art**—Temporary art installations attract visitors and heighten understanding about the importance of environmental protections to limit climate change impacts. The Argentinean artist Leandro Erlich's *Order of Importance* sand sculptures during Art Basel, shaped as hundreds of cars on the city's pristine beach, raised awareness about the negative impact of carbon on the environment.



An artist-designed sculpture camouflages a water pump in Sunset Harbour neighborhood.



MIAMI BEACH RESILIENCE PROGRAM

Artist-designed environmental solution and underwater sculpture.

- **Artist-designed environmental solutions**—Coral reefs, a natural barrier along coastal beaches, are dying because of rising seawater temperature. An artist-designed solution called *The ReefLine* is an artificial reef sculpture made of materials that foster coral growth, promote biodiversity, and enhance coastal resilience. Project leaders state: “*The ReefLine* is a unique initiative at the intersection of art, science, and education, drawing attention to the important themes of conservation and marine life.” When it is complete, underwater tourists will eventually enjoy seven miles of artificial reef along Miami Beach. The reef sculptures and snorkel trail are expected to be completely covered by restored coral over time.
- **Art and landscaping**—In this art-inspired destination, even the city’s dune system design along miles of the Beachwalk creates important community walking, jogging, and cycling spaces. It is also tied in with storm surge protection and ecosystem development.



MIAMI BEACH RESILIENCE PROGRAM

The ReefLine, an artist-designed underwater sculpture to restore dying coral.

Shaw University, Raleigh, North Carolina



UNIVERSITY REVITALIZATION

Conducted November 10–15, 2019

Shaw University is the first HBCU in the South and among the oldest HBCUs in the United States. Established in 1865, Shaw sits in the heart of Raleigh's CBD. It has a proud history of educating African Americans in arts, education, divinity, business, and sciences and holds many distinctions. Shaw was the first college in the United States to establish a four-year medical school in 1882. Nearly 400 students completed its medical program and became prominent physicians, including Aaron Moore, the first black doctor in Durham, before the school closed 36 years later. Shaw has been referred to as the mother of Black universities in North Carolina, as several of its students were founding presidents of other HBCUs in the state. It was the first HBCU to open its doors to women, and it was birthplace of the Student

Nonviolent Coordinating Committee, which was pivotal in gaining student commitment to the civil rights movement during the 1960s.

In present times, not unlike many small private academic institutions, Shaw was facing shrinking student enrollment, worn historic buildings, and insufficient endowment to meet its financial needs. Its fenced-in campus had been exclusively the terrain of its students, but the university wanted to open its campus. It aspires to benefit from the city's rapid growth, enliven its campus, and attract more students.

The university's president, Dr. Paulette R. Dillard, understood that the school's real estate and its location were among its greatest assets. Shaw's physical setting at the southern edge



Leonard Hall, site of a former medical school.

SHAW UNIVERSITY



SHAW UNIVERSITY

A view of some of Shaw University's historic buildings.

of Raleigh's CBD is close to the state capitol, the popular Dorothea Dix Park, and the campus of North Carolina State University. It is surrounded by residential neighborhoods as well as four other colleges and universities nearby its campus. In addition to its downtown campus, the institution owns several properties outside its core campus, both in Raleigh and in cities across North Carolina.

Shaw engaged ULI to help it sort out how to strategically leverage its real estate to regain its financial footing and develop a campus to attract and educate the 21st-century HBCU student.

Summary of Panel Recommendations

The panel recommendations focused on leveraging the university's real estate assets, rethinking its business model, and using placemaking interventions to uplift the university's celebrated history.

Recommendations fell into six categories:

- Non-real estate opportunities**—The panel recognized that Shaw had the opportunity to leverage many assets beyond its real estate. This included its unique brand, its relationship with the community, and its partnerships with local businesses and schools and universities. For example, the partnership between Shaw and Wake Tech enables students to spend two years at Wake Tech and two years at Shaw, thereby enriching their learning experience and preparation for success in the business world.
- Real estate opportunities**—Recognizing the urgency to restore the university's financial health, the panel advised Shaw to unlock the power of its real estate through a three-step approach termed, *survive, stabilize, and thrive*. **Survive:** identify "fringe" or non-strategic real estate assets and liquidate them to address immediate cash flow needs. **Stabilize:** hire a skilled real estate professional charged with stewardship of the university's real estate assets and the strategic management of these assets to contribute to the school's operation. **Thrive:** once stabilization has been achieved, "devise and execute a bold vision for realizing large opportunities and marketing large opportunities."
- Capital formation**—The university needed to tell a compelling story that both acknowledged its present financial situation and asserted its transformation plan to strategically deploy its real estate assets and other high-valued assets and intangibles, such as its brand and relationships.
- Placemaking strategy**—The university has an impressive academic history and many distinctions. It is a special place. However, its inward-focused posture does not project a positive and welcoming image. The panel encouraged Shaw to use placemaking interventions, especially art and culture, to create a sense of place as a downtown urban campus with deep historical roots, promote pride among faculty and students, and foster public buy-in and support.
- Branding and communications**—Shaw must communicate its transformation widely, clearly, and well, through messages tailored to each of its stakeholder groups. It must bolster its brand, conveying what the university stands for, its historical record of success, and its values and ongoing commitment to higher education. It should assign resources responsible for transparency, engagement, and consistent and comprehensive communications.
- Governance**—The panel asserted that governance was a critical success factor to realize the transformation Shaw desired. The university president must be empowered by a capable, committed, and supportive board of directors to lead its transformation, which involved addressing its short-term needs and achieving its long-term goals.



Students at Shaw commencement services.

SHAW UNIVERSITY



Shaw marching band at homecoming game.

SHAW UNIVERSITY



Students cheer at homecoming.

SHAW UNIVERSITY

Implemented Creative Placemaking Recommendations

Shaw has taken specific actions directly linked to panel recommendations. An early post-panel action was to hire Kevin Sullivan, vice president for real estate and strategic development, to oversee its real estate development and to establish partnerships with the community and corporations. Sullivan led an RFP effort to hire a best-in-class real estate advisory firm to assist with real estate development and placemaking. The selected firm, Hayat Brown, has a track record of success, for example having worked closely with Howard University, an HBCU in Washington, D.C., in successfully enhancing Howard's real estate portfolio.

Since formulation of this “duo real estate team,” Shaw has made significant headway. Shaw made a concerted effort to reach out to the nearby neighborhoods, business community, development community, and broader Triangle community to bring attention to its efforts and its history. Working with the city on strategic partnership opportunities and placemaking, Shaw worked to convince the city to change its original plans for a Strollway designed to connect Dorothea Dix Park and Chavis Park, running through the city, and locate the path of the Strollway along South Street, directly in front of Shaw's campus. Sullivan stated, “The Strollway would involve creating opportunities to talk and learn about Shaw's history. We hope to partner with the city on additional placemaking as we undertake land redevelopment to include historic markers,

a cultural heritage trail, a map of significant sites around campus, and creative art and sculpture.”

Sullivan’s remarks hint at another significant shift, the opening of Shaw’s campus to the public and moving from an inward, student-focused posture to an open, community-focused one. Shaw has proactively applied for grants to help address infrastructure and building improvement issues. The university was recently awarded a grant by the National Trust for Historic Preservation to develop a campuswide plan. The goal of the campuswide plan reflects many of the panel recommendations, including removing barriers (e.g., fences) to stitch the campus into the fabric of downtown Raleigh, adding a pathway and other placemaking interventions to

highlight and celebrate the historic core of the campus, and developing preservation plans for its historic buildings.

Shaw has adopted a Strategic Plan for Real Estate based on the priorities stated in its *University Strategic Plan Epic 2020+*. While its actions have been real estate focused—such as engaging legal counsel to assist with getting entitlements to allow for rezoning for maximum value and density on its real estate holdings, disposing of nonstrategic fringe and outlying properties, and acquiring strategic properties adjacent to the campus—placemaking involving art and culture, and partnerships has also been a significant part of its efforts.



SHAW UNIVERSITY

Future Strollway stop in front of Shaw.



SHAW UNIVERSITY

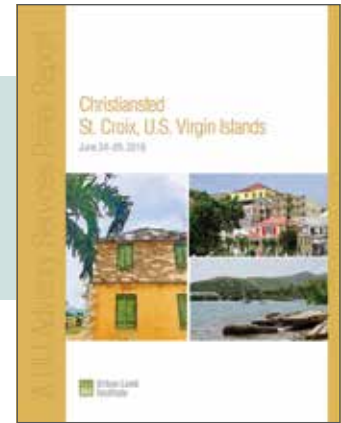
Blount Street mural.



SHAW UNIVERSITY

Historical marker.

Christiansted, St. Croix, U.S. Virgin Islands



CLIMATE RESILIENCE

Conducted June 24–27, 2018

The U.S. Virgin Islands (USVI) is an unincorporated territory of the United States about one-fifth the population and double the land area of Washington, D.C. Located between the Caribbean Sea and the North Atlantic Ocean, it is vulnerable to weather and suffered severe damage, an almost \$11 billion loss, from two back-to-back category 5 storms in 2017. Hurricanes Irma and Maria were devastating. For weeks, St. Croix airports and seaports were closed, and there was no clean water, no power, and public services were severely handicapped; schools were damaged—over 50 percent severely damaged; and over 85 percent of households reported housing damage.

Although most of the damage occurred elsewhere on the island of St. Croix, the town of Christiansted, the primary panel study area, was stunned by the vulnerabilities the storms exposed. Christiansted had long grappled with high unemployment, as once vibrant industries vacated the island; housing shortages and housing affordability; and gaping income, education, and health disparities rooted in a history of enslavement. Its people were proud and determined to survive in the face of crippling challenges. They fiercely held onto the positive aspects of their history and the rich culture that emerged from the blending of the Danish settlers and enslaved Africans who built the town, dating from 1733. How to rebuild for a resilient future and promote economic vibrancy while preserving this history and culture, were paramount concerns. Panel sponsors, the Virgin Islands Housing Authority (VIHA) and Virgin Islands Housing Finance Administration (VIHFA), reached out to ULI Advisory Services for help.



ULI BRIEFING BOOK

In 2017, St. Croix was severely damaged by hurricanes Irma and Maria. The most critical damage occurred in the northern areas of the island and Frederiksted, though the panel's study area of Christiansted continues to recover from the storms.



An aerial view of Christiansted.

Summary of Panel Recommendations

The town of Christiansted has many strengths it can leverage and build on, such as its tropical island climate, historic buildings in downtown Christiansted, waterfront infrastructure and boardwalk, and unique Crucian culture. Once capital of the Danish West Indies with a vibrant economic harbor, it is the largest of the two towns on St. Croix, situated on the largest of the three main islands that make up the USVI.

The people of Christiansted are proud of their heritage, which represents a history of rebellion and resilience. Yet panel interviews detected festering wounds and approached the panel’s work from two perspectives: “do no harm” and think holistically. In other words, respond both to the devastation caused by the storm and the deep disparities that exist, presumably from a history of enslavement and institutional racism. It is no coincidence, for example, that the largest refinery in the world (based on throughput) can be found on St. Croix, a small, remote island of predominantly Black residents in the Caribbean. Panel recommendations must include interventions that address environmental, as well as social, cultural, physical, and economic challenges. All said,



Downtown Christiansted street scene.

ST. CROIX FOUNDATION FOR COMMUNITY DEVELOPMENT

the panel focused its recommendations on five priority areas: equitable economic development, infrastructure, mobility, housing, and placekeeping.

- **Equitable economic development**—Favor smaller rather than larger “big idea” investments with a focus on equity, sustainability, scalability, and building human capacity. Christiansted must diversify its economy, the panel argued, pointing to the 2016 closure of the Hovensa oil refinery, resulting in the loss of nearly 2,000 jobs and millions of dollars in tax revenues.

The town should look elsewhere and not rely on the reopening of the oil refinery or other big companies to fill the void. New opportunities may be found in e-commerce and its growing small business and arts communities. The most important opportunity, the panel argued, exists in the town's most valued asset, its people. Christiansted must invest in its people and create opportunities for them.

- **Infrastructure**—Implement a resilient infrastructure strategy and plan, encompassing investments in renewable energy, privatization of utilities, efficient waste management, and improved water management systems. Christiansted's aging infrastructure was viewed as one of its most pressing challenges as well as one of the most promising opportunities to jump-start its economy if diligently and thoughtfully addressed.
- **Mobility**—Tap disaster recovery funds to enhance mobility systems and invest in different modes of transport, such as a bike-share system and motorized scooters.
- **Housing**—Engage the community and spark innovation in housing design and development through the pilot of a housing project, designed to create a new paradigm for housing affordability in the face of poverty and joblessness. The pilot will center on a proposed waterfront park.

- **Placekeeping**—Leverage creative placemaking, or art and culture interventions, to tell St. Croix's story and keep its history and vibrant culture alive; promote tourism and enhance residents' and tourists' experience in the public realm, including its parks, public spaces, and waterfront.

All five areas require financial investments that in total are substantial. St. Croix has a burgeoning territorial debt burden that encumbers financing. The panel advised smart use of federal and philanthropic funds to address both critical immediate needs and strategic long-term infrastructure investments, and attract additional foundations and corporate donors. This could put Christiansted on a positive growth trajectory. Examples of federal sources include Federal Emergency Management Agency recovery funds, U.S. federal tax credits (e.g., Historic Tax Credits, New Markets Tax Credits), and Opportunity Zones. Philanthropic funding could come from the St. Croix Foundation for Community Development (SCF), committed to community development for USVI citizens through grants and services; Global Giving, a global organization that connects nonprofits, donors, and companies; and TIDES Foundation, committed to accelerating social change and solving tough challenges in the areas of environmental sustainability, social equity, health, human rights, and economic empowerment.



A building devastated by the two back-to-back storms in 2017.

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Agricultural scene.

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Implemented Creative Placemaking Recommendations

Christiansted has acted on many of the panel recommendations and has focused on building a more resilient place. Under the leadership of SCF, nine “neighborhood resilience hubs” have been established across the island of St. Croix, targeting vulnerable populations, such as “those living in food deserts and in isolated neighborhoods,” and Christiansted has been a beneficiary. The hubs serve a variety of functions. They are solarized, which reduces fossil fuel dependency and energy costs, and they are training sites on solar installation, arming locals with skills to fill jobs in a growing market. These hubs support the SCF’s Farm Tienda program, designed to fortify farmers and enhance the island’s food security. SCF is making infrastructure investments, such as restoration of the historic Alexander Theater, which will double as both a theater seating 350 and a disaster shelter, housing up to 300 people.

A major focus of the town’s efforts is celebrating its rich heritage and telling its story by leveraging its art and culture. SCF is again taking the lead through an initiative called Healing Humanities, committed to “holistic Community Development [that] prioritizes PlaceKeeping, Preservation and Storytelling.” Following are three creative placemaking initiatives that are part of Healing Humanities:

Sunday Market Square is one of the oldest planned public squares under the U.S. flag. Established by Danish settlers in Christiansted as a center of commerce in 1733, this market was used by the enslaved on Sundays—their only day off from forced labor—to sell their goods and socialize with each other. The square remained a popular gathering place for centuries, until becoming inactive after the devastation of Hurricane Hugo in 1989. Preceded by decades of neglect, Hugo was the last blow.



Sunday Market Square: in the past (top); after 2017 storms (middle); and after renovation (above).

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The first phase of the square’s restoration, completed in 2005, includes a redesign of the Market Street Roadway and a refurbishment of several buildings. Phase two, underway since 2021, involves “an expanded Market Square” that includes community development, creative placekeeping, and social transformation through the arts. Deanna James, president of SCF, remarks, “Our blueprint calls for low/moderate income housing, nonprofit business incubators,

the re-development and stewardship of a creative space for culturally themed after-school programs, conference convening space, Afro-Caribbean community forums, and lifelong learning museums. We see Market Square, fully realized, as a social equity driver and income generator for our community.”

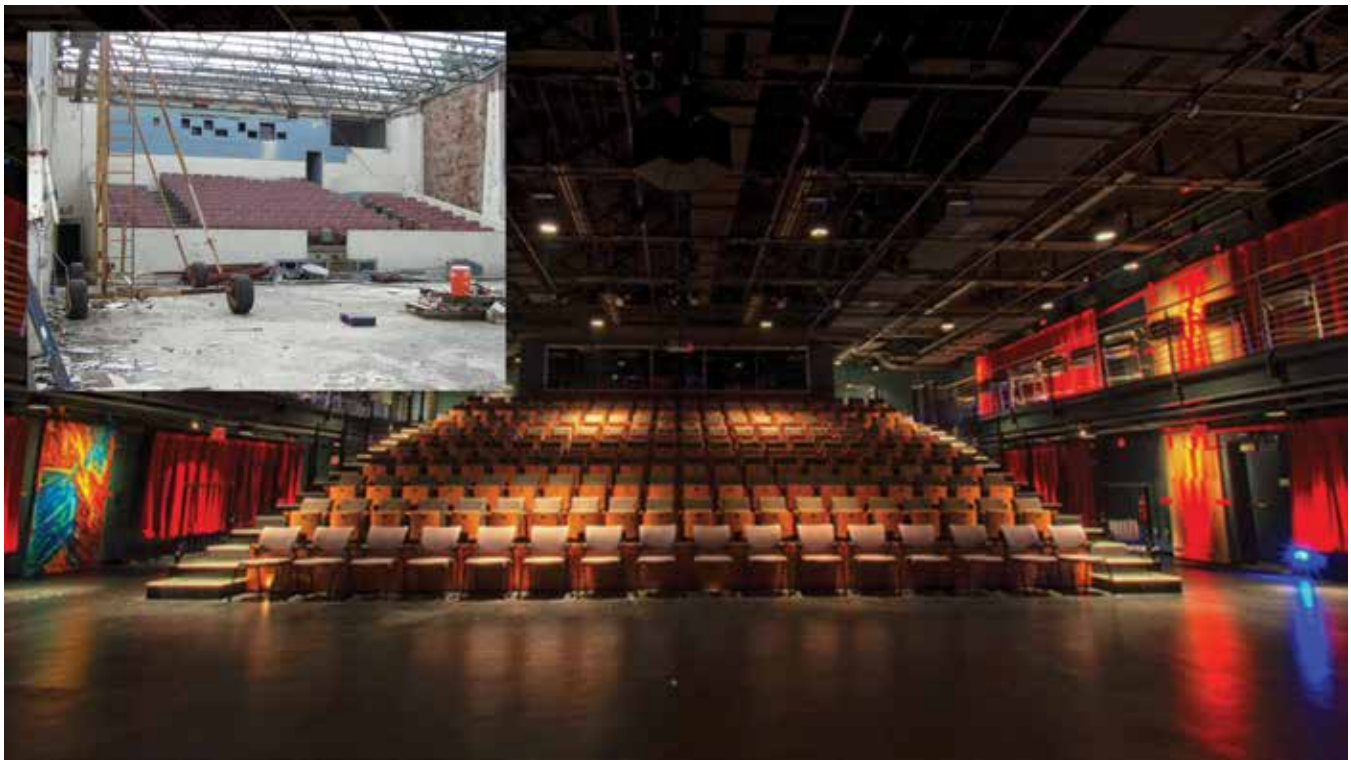
Alexander Theater is being reincarnated as a performing arts center. It was formerly a movie house, built in historic Market Square in 1954, its facade in the colonial revival style. Dilapidated after years of neglect, it is currently being transformed into the town’s first indoor performing arts space that will also serve as a convening and conference space (and as mentioned, a disaster shelter).

Crucian Conversations represents a partnership between SCF and the national nonprofit StoryCorps. StoryCorps’s mission is “to preserve and share humanity’s stories in order to build connections between people and create a more just and compassionate world.” Sponsored by SCF and the ULI Foundation, during three days in April 2019, StoryCorps engaged 30 Crucian residents, including medical doctors, chefs, musicians, and community activists. As an outcome,



Public art fair.

15 recordings by these “cultural bearers” discuss resilience, culture, and the power of the human spirit. These stories tell, preserve, and celebrate the story of Christiansted and the island of St. Croix and foster a deeper awareness and understanding about its rich cultural heritage through those who know it best, its people. The conversations will be shared through a multiplicity of programs, using both local, community-centered and global channels, such as National Public Radio.



A rendering of the future renovation of Alexander Theater, and the theater after back-to-back storms (inset).



PHOTO CREDIT

Impact of Implemented Creative Placemaking Panel Recommendations

IN THE INTRODUCTION TO THIS REPORT, analysis from AftA studies and research from ULI's Creative Placemaking project outline positive outcomes that have been realized from creative placemaking, often involving combining art and culture with design in real estate development. Post-panel research found effects in three primary areas from implementation of creative placemaking ASP recommendations: social, economic, and health and environmental. The six advisory panels selected for examination in this report took place over a span of nearly five years from the oldest, New Orleans's Charity Hospital in November 2017, to the most recent, Nashville's Second Avenue in March 2021. During this brief period most sponsors reported social impact, and over a longer time span anticipate large economic impact, as well as, in one instance, health and environmental impact.

Social Impact

Many social concerns surfaced during panel interviews. Some community members expressed concerns about the negative consequences of new real estate development projects on existing neighborhoods. Concerns were voiced, for example, about displacement, loss of the history and culture of a neighborhood or place, and widening disparities in areas of wealth, income, and education. The issue of distrust was pervasive, often stemming from past decisions that had adversely affected neighborhoods, especially neighborhoods of color.

Fresh wounds existed, for example, from the 2005 shuttering of Charity Hospital, which had served generations of New Orleanian families over many decades. African American residents in Nashville felt they were "losing ground" as the city made large investments in the restoration of Second Avenue after the bombing, and they felt neglect in their neighborhoods. Community members in both Christiansted, St. Croix, and in South Raleigh, North Carolina, feared the loss of history and culture of their neighborhoods as Christiansted sought recovery from the devastation of two back-to-back storms and South Raleigh watched the nearby

\$2 billion Downtown South mixed-use complex proceed. Tension within Shaw University, on one hand desiring to connect to and be identified with the rapid downtown growth, and on the other, not losing its special sense of place, especially among its students, was a concern.

Many of these social concerns were addressed by panel recommendations that leveraged art, history, and culture. Shaw University, for example, leveraged its rich history of academic excellence for African American students who, during Jim Crow, had few options to pursue a college education, and branded its campus redevelopment project as “The ShawU District,” in line with other districts in downtown Raleigh, such as the Warehouse, Capitol, and Fayetteville Street districts. Remarks Kevin Sullivan, “This name allows Shaw to fully establish its location in the minds of residents and visitors, and keeps a sense of place for our students and local community.” Shaw is acting on a panel recommendation to remove fencing that has separated it from downtown Raleigh.

The branding, along with the Strollway stop that will bring many new people to its doorsteps and the Shaw murals and



Art, culture, and creativity can be levers to spark conversation and build trust.

planned cultural heritage walk, will educate visitors about the history and impact of Shaw and important events that have taken place there over the years. Already Shaw’s reputation is growing larger and more noticeable in the community, facilitated by positive news coverage about its real estate activities. This, in turn, has raised student and faculty pride, garnered new philanthropic support, and positioned Shaw for future development and growth.



Marching band performance at Shaw University.

SHAW UNIVERSITY



Enrique Alvarez relief, Charity Hospital, New Orleans.

The commitment to maintain public space at Charity Hospital, including a courtyard and museum, was vital to restoring trust and helping heal old wounds. Locals will continue to be welcome—not shut out as some feared. Enrique Alvarez’s famous sculpture *Louisiana at Work and Play* will be protected in place and restored to greet residents and visitors as they enter the building. Restoration of this sculpture helped allay concerns that treasured memories about the hospital and the people who served and were served there will be lost.

Community trust levels increased with the mandate that a portion of the development funds for rebuilding Charity Hospital be spent with small, local, and disadvantaged businesses. In addition to building confidence that income from jobs going to locals will spur the local economy, small businesses and individuals will build company profiles and résumés and gain experience on large real estate projects, further promoting needed growth and development in the



The Charity Hospital rebuild is committed to engaging small, local, and disadvantaged businesses.

surrounding neighborhood. Healing and restored trust will not occur overnight, but these art interventions and business moves have jump-started the process.

A commitment to placekeeping, represented by restoration plans that lifted the history and culture of Market Square in Christiansted, St. Croix, and a commitment to a city-supported public art program that celebrates neighborhoods like South Raleigh in North Carolina near the Downtown South site reduced fears and bolstered project support. It also helped that Kane Realty launched community engagement sessions to ascertain community wants and needs early in the development of Downtown South.

Economic Impact

The city of Nashville and the town of Christiansted had at least two things in common. The first was the challenge of how to quickly recover from disaster, a bombing in a historic neighborhood and catastrophic damage from two back-to-back storms, respectively. The second was that both made the decision to lead with art to restore and activate the devastated areas.

Deanna James, CEO of the St. Croix Foundation, muses, “The creative placekeeping design will center arts, culture, and heritage in a mixed-use development model that draws upon the ways historic town centers such as Sunday Market Square were originally designed to operate. The cultural and economic benefits of the revitalization of Sunday Market Square are numerous.” The vision for the town center of Christiansted is to transform historic properties currently in a state of blight and disrepair into resilient commercial spaces, affordable rental housing, collaborative incubator and

convening spaces for nonprofits, and a thriving performing arts center. “Each of which,” James asserts, “will be economic drivers through employment, earned revenue, and local spending.”

Christiansted’s focus on art and culture is enabling it to shift, as the panel recommended, from externally introduced big corporate entities as a primary revenue source to small, locally grown and developed businesses. While climate resilience is a key concern, leveraging art and culture to promote new businesses and jobs, Crucians argue, will enhance individual resilience, another important concern. Closure of the oil refinery in 2016 that left thousands of Crucians jobless and worsened festering income disparities, powered the impetus to create jobs and foster growth from within.

The city of Nashville, in its desire to “build back better,” quickly acted on panel recommendations, already incubating in the city Planning Department. The large blank facade of the AT&T building, site of the bombing, had been seen as a latent opportunity for decades. “Through the creative placemaking process,” Ron Gobbell reflects, “the blank facade with the inventive use of the streetscape lighted [artist] mural,



Guardians of Culture Moko Jumbies, traditional stilt dancers in the U.S. Virgin Islands.

ST. CROIX FOUNDATION FOR COMMUNITY DEVELOPMENT



Renderings of First Avenue in Nashville with people and passageway.

HAWKINS PARTNERS INC.

provides a playful response to the restored buildings across Second Avenue throughout the day and evening and provides widened sidewalks at its base to allow for activated kiosks for dining and retail.” The mural’s location, opposite the planned passageway to First Avenue, allows this intersection to ground the street and district, serving as a hub. Kiosks in the hub may be used for startup businesses. Activation through retail kiosks, restaurants, music, performance, and other art and culture programming attracts locals and visitors who will spend money and promote the local economy.

The renovation of Charity Hospital created the opportunity to breathe new life into a long neglected but important historic site and surrounding neighborhood in New Orleans’s downtown. The first immediate financial impact will be professional services and construction-related opportunities for small and local businesses. Joseph Stebbins of 1532 Tulane Partners, developers for Charity, states, “Minimum goals have been set to utilize 35 percent disadvantaged business enterprises [DBE], 50 percent utilization of locally

owned and controlled businesses, 40 percent of all work hours completed by Louisiana workers and DBE participation among project ownership.”

Once completed with public space available to the community, Charity Hospital’s outdoor courtyard experience will be a draw. Stebbins goes on to say, “The courtyard will provide tree shade coverage, fixed bench seating, terraced lawns and a splash park to escape the blistering summer heat most often associated with New Orleans. The courtyard will also create a space that local artist can provide pop up shops to showcase and sell their artwork.”

Miami Beach leveraged art both to raise awareness about its resilience program and to spur the local economy. The \$7 million public art on display at the Miami Beach Convention Center is a daily attractor for visitors and residents. The Convention Center plans to collect daily foot traffic counts of local residents and visitors. This effort, while in the early planning stages, promises to inform and engage residents in new ways that advance the city’s climate and cultural resilience goals. The annual Art Basel in December, as well as local and tourist visits to the Convention Center to view the art, represents huge economic gains for local businesses.

Health and Environmental Impact

The resilience function for the city of Miami Beach was an unsuspecting champion for the arts. The city had three challenges that made creative placemaking attractive.

First was neighborhood pushback to the large water pumps that residents felt detracted from neighborhood aesthetics. Second, citizens lacked understanding of the challenges faced from rising seawaters, the urgency of a stormwater management and resilience plan, and the important role of ordinary citizens in fostering resilience. Third was the need for innovative, out-of-the-box solutions to tough problems precipitated by climate change.

ULI’s Urban Resilience program had the foresight to ensure panelists recruited for the ASP had creative placemaking skills. The Miami Beach Resilience team embraced panel recommendations to leverage creative placemaking and took their actions further. These actions resulted in heightened citizen awareness of resilience and commitment to act, reversal of some damaging effects of climate change, such as dying coral caused by rising seawater temperature, and



MIAMI BEACH RESILIENCE PROGRAM

“Humanoids” sculptures by Joep van Lieshout in Collins Canal Park at Miami Beach Convention Center.



MIAMI BEACH RESILIENCE PROGRAM

The ReefLine, part of an underwater sculpture park in Miami Beach, boosts coral growth.

a boost to the already vibrant art economy through, for example, visitors to the underwater coral reef sculpture and the resilience AIR-sponsored art exhibitions.

With limited resources, Christiansted nevertheless found ways to integrate art and resilience. Its 30-seat performing arts theater (Alexander Theater) will “triple” as a theater, convening space, and disaster shelter.

The developers of Raleigh’s Downtown South demonstrated concern about its impact on surrounding neighborhoods, making neighborhood “health” part of the panel’s work and hiring a community engagement firm to ascertain neighborhood wants and needs. In addition to its support of art as a placekeeping strategy, Downtown South committed to stormwater management actions that will enhance health and environmental equity.



ST. CROIX FOUNDATION FOR COMMUNITY DEVELOPMENT

Dancer at Music in Motion Dance Academy in the U.S. Virgin Islands.



Back to the Future: Conclusions and Next Steps

MARTY McFLY, the protagonist in the celebrated 1985 movie *Back to the Future*, teaches us the value of looking back to understand how we got to where we are and what adjustments we might make to chart a different future. Likewise, these six ASPs provide helpful insights as we consider steps going forward.

Lessons Learned

Several lessons emerged from this post-panel review:

Engage art and artist/creative resources early in the real estate development process. Early engagement in art is beneficial from both a design and a communications perspective. Stakeholders for the Second Avenue rebuild saw art, the mural project, as “low-hanging fruit.” It was a way to communicate that restoration of the treasured street was underway and to build interest and support as the longer-term construction cycle proceeded. Integrating art and culture with design early enhanced overall design and avoided costly redesign and change orders later in the development cycle. Research has shown that early engagement of art and cultural resources is a best practice. The use of temporary pop-ups is another way to activate and

build awareness. The Miami Beach sand sculpture raised awareness about the negative consequences of carbon emission. A pop-up theater created from 6,000 bags of sand served as a platform to connect people, exchange ideas, and educate the public on the city’s vulnerabilities and resilience to climate change.

Leverage art in community engagement activities. Trust issues between Miami Beach residents and the city were turned on their head when the resilience team expeditiously responded to citizens’ concerns about resilience actions that adversely affected neighborhood aesthetics. The city-funded sculpture that served as camouflage for the water pumps behind it, while welcoming visitors and residents back home, helped build trust and buy-in for the resilience program. Artists are often seen as trusted advisers by community members. They are often invited into neighborhoods,

10 BEST PRACTICES FOR CREATIVE PLACEMAKING

Through a two-year creative placemaking project funded by the Kresge Foundation, as part of ULI's Building Healthy Places Initiative, ULI's research identified 10 best practices for project success.

- 1. Begin with the end in mind.** Envision not only what you would like to see—such as artfully designed buildings, an inclusive community, gathering places that promote health—but also what you do not want to see, such as displacement of existing residents, a lack of diversity, or exclusionary housing. Set no limits on the possibilities for combining arts and culture with the built environment.
- 2. Bring in artists and the community early.** Timing is everything. Arts and culture need to be central and at the core of a project's design. Early engagement of the essential resources will facilitate an inclusive and well-designed project that meets the needs of the community.
- 3. “Mine” local art and cultural assets.** Understand which jewels exist in the community. Creative placemaking works best when it is used to amplify community assets, thereby fostering a sense of pride. Learn about the community's history and aspirations. Practice “radical listening.”
- 4. Engage local artists.** Find and recruit artists in the community, including visual artists, musicians, photographers, dancers, poets, writers, designers, chefs, media professionals, and other “cultural creatives.” Consult local arts organizations and city or county art commissions or councils to find local artists. Or work with an arts and culture curator who specializes in advising developers on how to integrate arts and culture within their projects.
- 5. Understand and articulate stakeholder benefits.** Explore how arts and culture can contribute to the social and economic vitality of the project. Be prepared to discuss benefits from various points of view. Focus not only on community-driven outcomes and what is meaningful to the community, but also on the hard facts needed to sell the project to investors and others.



JUANITA HARDY/ULI

Auditorium of Sugar Hill Children's Museum of Art & Storytelling, located inside an affordable housing building in Harlem, New York City.

- 6. Form cross-sector partnerships.** Include artists, community members, local government, foundations, and community organizations in project planning and development.
- 7. Identify the critical skills needed to deliver on project goals and outcomes.** Determine the skills needed in addition to those provided by designers, architects, and artists. Collaboration with the right skill mix is critical to the success of a project.
- 8. Look for early wins to generate excitement, visibility, and buy-in.** Use pop-up events or installations to draw people in, and use community gatherings to get people engaged.
- 9. Maintain a long view.** Don't stop when a project is built. Incorporate ongoing programming that keeps the community engaged and the place alive and exciting.
- 10. Pursue creative financing.** Where there's a will, there's a way. Money can come from unexpected places. If your vision is the right one, is conceived for the right reasons, and provides appropriate stakeholder benefits, the money will come. Persevere.

Juanita Hardy, “10 Best Practices for Creative Placemaking,” *Urban Land*, April 26, 2017, <https://urbanland.uli.org/planning-design/10-best-practices-creative-placemaking>.

whereas development team members may not. However, it is prudent to press on for engagement. Engaging the community, especially in the early stages of the development process, gives community members a sense of ownership and inclusion, especially when action results from their input, as in Miami Beach. Art with community engagement helped build trust and support with residents surrounding Charity Hospital, neighborhoods surrounding Downtown South, and community members in Christiansted.

Focus placemaking efforts on placekeeping. Community members often push back on the notion of placemaking because of the negative connotation it conjures up. Some see it as a code word for gentrification and displacement, meaning new people are coming in and the locals are about to be forced out. Unfortunately, this outcome has too often been associated with new development and has exacerbated trust issues among the community, developers, government, and other stakeholders. Christiansted teaches us the wisdom of leading with “placekeeping” as a strategy in placemaking efforts. The task of developers and their partners is to recognize that a place already exists and to lift up its history and culture rather than create anew.

Placekeeping is largely about telling stories and preserving and celebrating history and culture, such as what Christiansted is doing in its restoration of Market Square and in its capture of stories about locals using StoryCorps. Shaw University will use its existing murals combined with historical markers and a heritage cultural trail to tell its story. Stakeholders of Second Avenue will celebrate the history of Market Street and the surrounding areas through a lighted mural and surrounding

placemaking features inspired by it. Art and culture play an important placekeeping role by enabling tangible, meaningful ways to tell stories and preserve and celebrate culture. Placekeeping is an equity-promoting practice, especially for communities at risk of their history and culture being lost through gentrification.

Creative placemaking is an economic driver. AftA analysis and research from ULI’s Creative Placemaking project provided concrete facts about the value of art to the economy. A&C represent \$876.7 billion of U.S. GDP, a share greater than that of other leading industries, including transportation, agriculture, and utilities. Art as a strategy to boost the local economy was a consistent theme of the panels featured in this report. Deanna James of Christiansted said it best, that all of the Christiansted restoration efforts involving A&C are expected to be economic drivers for the local economy. Art attracts people, as visitors to Art Basel and the \$7 million public art collection at Miami Beach Convention Center demonstrate. The one week of Art Basel alone is estimated to deliver \$400 million to \$500 million in economic benefit to Miami Beach, fattening the coffers of local retail businesses, restaurants, and local government. The restored and activated Second Avenue with its mural centerpiece is expected to provide a big economic boom for the city of Nashville. It is wise to explore ways to leverage art, culture, and creativity in economic development goals associated with real estate development projects, especially disinvested areas often populated by people of color.

Creative placemaking is an equity-promoting strategy and tool. The opportunity to promote equity is usually present in a real estate development project. In all six ASPs featured, equity was a concern. The African American neighborhoods in Nashville were afraid of “being left behind” as investment dollars were prioritized to the rebuild of Second Avenue. Christiansted residents were afraid their rich history and culture would be lost during the restoration, as investment dollars and a new breed of residents flocked to the island. The citizens of South Raleigh feared Downtown South would threaten their neighborhoods and their longevity. Many expressed real and valid concerns about disparities between the white population and people of color.

Recognize the opportunity to use equity-promoting practices in real estate development and leverage creative placemaking. It is as an equity-promoting practice, especially in the preservation of the history and culture of place and in urban



ST. CROIX FOUNDATION FOR COMMUNITY DEVELOPMENT

Public school wall mural at Claude O. Markoe Elementary School, Frederiksted, St. Croix.

areas that are rapidly changing due to gentrification. The decision to provide public space that welcomes all to the transformed Charity Hospital is a diversity and inclusion move. Most disparities are rooted in a history of inequities and racist practices. It is helpful to understand history in order to discern the best path forward. Art can be used to acknowledge and celebrate history in compelling and inspiring ways, such as Market Square at Christiansted, the Enrique Alvarez relief sculpture at Charity Hospital, the murals at Shaw University, or the city-sponsored public art program in Raleigh. Consider ways to lead with art, for example, in averting displacement, creating jobs to tackle poverty, and addressing wealth disparity and environmental equity.

Creative placemaking inspires innovative solutions.

Miami Beach engaged an artist to design an underwater sculpture that resuscitates coral dying from rising seawater temperature. The city disguised a huge water pump by fronting it with a sculpture that enhances rather than defaces a neighborhood entrance, thereby fostering neighborhood pride. Artists working with architects and designers can take great design to new levels, as demonstrated by the impressive pavilions discussed earlier at Confluence Park in San Antonio. They double as cover from weather and channels to direct water to an underground reservoir where it is recycled for park use. Artists bring fresh eyes to problem solving. They are creators, innovators, placekeepers, people connectors, and more. Engage artists early in the design process and in solving tough land use challenges.

Going Forward

How can creative placemaking help solve tough land use challenges in your city or community? Here are some simple steps to get started:

First, do a deeper dive on the ASPs featured in this publication that align to your specific challenge or opportunity. Full reports can be accessed through ULI's Knowledge Finder, a vast repository of research, including reports, studies, articles, case studies, best practices, educational offerings, and more. Use Knowledge Finder, as appropriate, to find other ASPs that align to your needs.

Second, get grounded in the topic of creative placemaking and real estate development. The appendix lists helpful resources to assist your efforts. ULI's 2020 publication



The pavilions at Confluence Park, San Antonio.

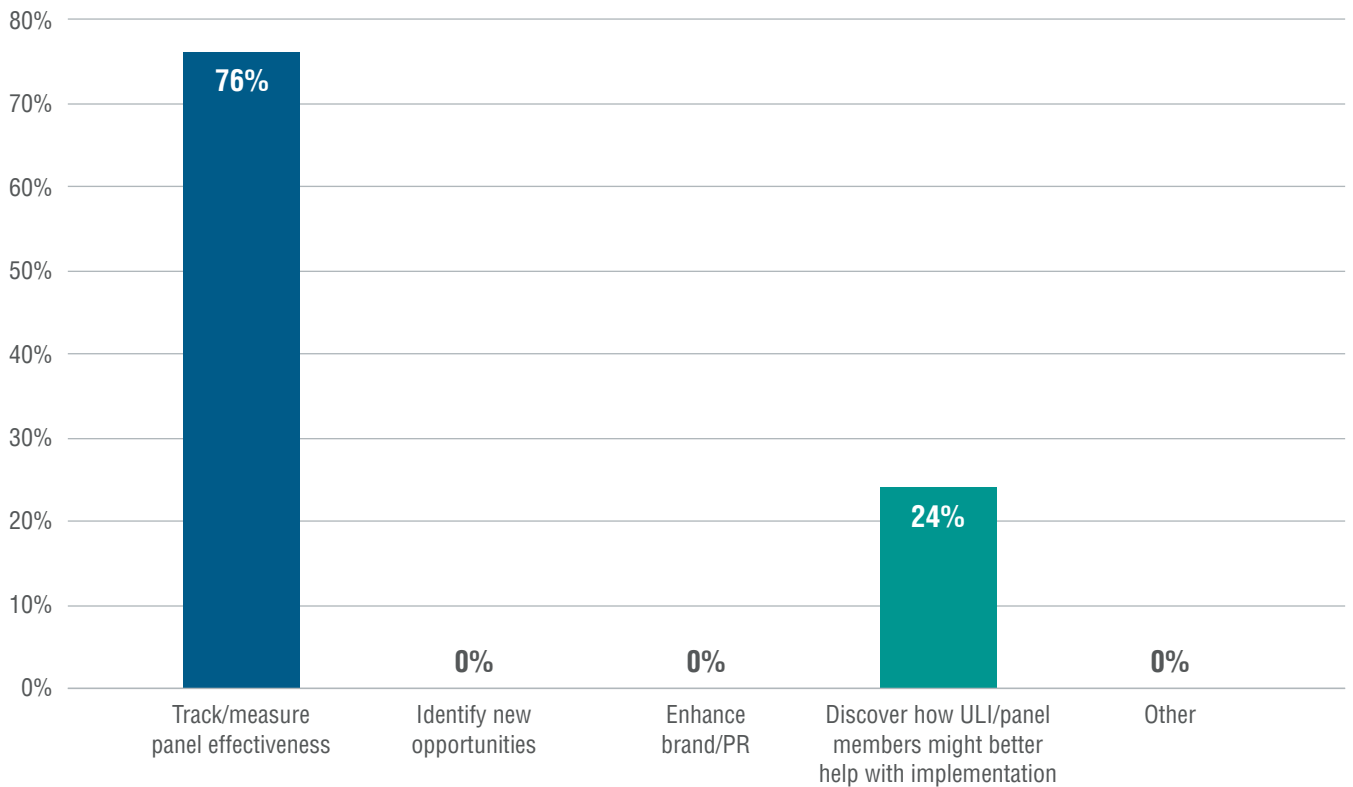
CATE BRADSHAW AND STUART ALLEN

Creative Placemaking: Sparking Development with Arts and Culture is a good starting point. It includes best practices in creative placemaking and 19 case studies about creative placemaking in real estate. ULI's Knowledge Finder can identify other relevant documents, such as *Urban Land* magazine articles on creative placemaking (some referenced in the appendix below). AftA's report *Arts and Economic Prosperity 5* provides detailed information about the contribution of art and culture to the U.S. economy, stratified by state, region, county, and city.

Third, with an eye toward equitable development, shore up your knowledge about why a focus on equity and inclusion is relevant and important in these times. ULI's 2022 publication *10 Principles for Embedding Racial Equity in Real Estate* will provide insights on equity-promoting practices. Richard Rothstein's book *The Color of Law* will provide an insightful historical context, chronicling the history of segregation in the United States that led to present-day disparities, and the chapter "The Solidarity Dividend" in Heather McGhee's book *The Sum of Us* makes a strong case for doing this work to the benefit of all, regardless of race, color, or creed.

Fourth, with a strong footing and focus, engage ULI Advisory Services to help solve a pressing land use challenge. A ULI Advisory Services panel will assemble a team of experts in real estate and land use to examine your problem or challenge and craft a set of recommendations over an intense five-day period. An effective and less intense alternative (one to three days) is a technical assistance panel (TAP), led by the local ULI district council serving your area. If you are convinced from this report and your document review,

What Is the Greatest Value in Tracking Post-Panel Activity and Impact?



Source: ULI 2022 panel chair survey.

request that creative placemaking be among panel skills, such as design, market analysis, finance, and others.

New ULI resources focused on art in real estate will soon be available. ULI recently launched a project called Art in Place with support from ULI member Michael Spies. This two-year effort is intended to foster artist-engaged partnerships and to facilitate learning and sharing about effective collaboration between real estate/land use leaders and artists. A key goal of the program is to connect artists, developers, and other stakeholders, leading to art-inspired projects that deliver benefits for individuals and communities.

In a second quarter 2022 survey of over 30 seasoned ULI members, nearly half of whom had served on 10 or more ASPs, over 76 percent felt that the greatest value in tracking post-panel activity is to measure panel effectiveness. In other words, are panel recommendations having an impact?

Another 24 percent felt the value of tracking could help ULI and panel members learn how to better help sponsors with implementation. This report represents a promising step toward a repeatable process to track the impact of panel recommendations on cities and places.

Our research focused on creative placemaking and spotlighted its positive impact in contributing to solving complex land use challenges ranging from climate resilience to urban core revitalization. But the creative placemaking recommendations discussed here were part of a larger whole. Other recommendations often intersected with creative placemaking, and taken together, they yielded greater impact, although reporting specifics is beyond the scope of this document. Nevertheless, it is the whole to aim for, with every part contributing to an optimized set of recommendations that help create healthy, thriving, sustainable, and equitable cities and places.

Appendix: Resources

Americans for the Arts. *Arts and Economic Prosperity 5*. Washington, DC: Americans for the Arts, 2017.

McCormick, Kathleen, Juanita Hardy, and Marilee Utter. *Creative Placemaking: Sparking Development with Arts and Culture*. Washington, DC: Urban Land Institute, 2020.

McGhee, Heather. *The Sum of Us: What Racism Costs Everyone and How We Can Prosper Together*. New York: One World, 2021.

Rothstein, Richard. *The Color of Law: A Forgotten History of How Our Government Segregated America*. New York: Liveright Publishing, 2017.

Schoder, Diana. *10 Principles for Embedding Racial Equity in Real Estate Development*. Washington, DC: Urban Land Institute, 2022.

Urban Land Institute. *Zooming in on the “S” in ESG: A road map for social value in real estate*. London: Urban Land Institute, 2021.

Urban Land magazine: five articles available at urbanland.uli.org/author/juanitahardy.

- “Growing Value through Creative Placemaking,” October 11, 2016
- “10 Best Practices for Creative Placemaking,” April 26, 2017
- “Five Steps toward Implementing Creative Placemaking,” October 19, 2017
- “The Business Case for Creative Placemaking,” October 5, 2018
- “Leveraging Creative Placemaking in Equitable Development,” November 4, 2020



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