

Jackson Center City Revitalization Project - District 1

City of Jackson, Tennessee
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Executive Summary

How This Report Relates to the *Community Redevelopment Act*

In April 2009 the City of Jackson established the Jackson Community Redevelopment Agency, a city agency empowered by the State of Tennessee's *Community Redevelopment Act* legislation, to aid private redevelopment efforts through a variety of development and financing tools. The actions of the Community Redevelopment Agency are substantiated by the findings of the Workable Program report, published February 2009, which found that conditions of slum, blight, and the lack of affordable housing and housing for the elderly exist throughout Jackson, and which outlined numerous strategies for revitalization of all areas of the city. As part of the state legislation, a detailed *Community Redevelopment Plan* must be prepared for each area of the City in which the Community Redevelopment Agency may act. This report is the first such plan and satisfies the requirements of the state legislation.

Recent Challenges and Previous Plans and Efforts

The City of Jackson has faced numerous challenges in recent years: disinvestment in established parts of the city, devastation from two tornadoes, relocation of displaced residents and businesses, changes in the economy, and growth in the suburban fringe of the city rather than inner-city neighborhoods. Studies such as the Urban Land Institute Advisory Services Panel Report and the Safe Neighborhoods Task Force Report, have recommended that a Community Redevelopment Agency be created to help address issues of public safety, redevelopment, land use/transportation policy, housing, and public spaces and recreation. While revitalization efforts are already underway in East Jackson and Downtown, additional challenges remain in nearby neighborhoods which, if left unchecked, will likely result in effects such as the deterioration of housing conditions, decline in property values, destabilization of the tax base, increase in crime, rising public health concerns and other social ills.

The Planning Process

This *Community Redevelopment Plan* addresses these issues in order to promote effective strategies for revitalization in the Center City District 1 planning area. A public input process was conducted to gauge the desires of the community. Coupled with a thorough analysis of the physical makeup of the study area, a master plan was derived. A series of revitalization principles, strategies and initiatives were developed to help guide the decision-making process and to identify particular tools and resources the Community Redevelopment Agency should make available to private enterprise in order to achieve the vision of the community. With this guide in hand, the Community Redevelopment Agency can now aid efforts to stabilize, enhance, revitalize, and make attractive a sustainable community for generations to come.

Guiding Principles and Strategies for Community Redevelopment

A set of Guiding Principles provide the basic directions for the CRA to conduct their activity, beginning with overall Principles to achieve which are broken down into specific Strategies for revitalization. The plan details the Principles, Strategies and Initiatives, which are the projects or programs which carry out the strategies of revitalization:

Principle: Create new development opportunities.

Strategies: Create a Land Bank for the acquisition/disposition of property. Support the expansion of Jackson Central Merry High School. Support Downtown as regional destination. Build upon the healthy living aspects near Downtown.

Principle: Establish the financial tools that are needed for revitalization.

Strategies: Utilize neighborhood stabilization programs to increase home ownership. Utilize Tax Increment Financing (TIF) tools to spur investment. Support local and small business participation. Pursue funding sources of all types.

Principle: Stop housing decline with maintenance and improvements.

Strategies: Continue code enforcement activities to bring housing conditions up to standard. Maintain and/or improve important landmark buildings. Pursue targeted demolition, if necessary, of structures beyond reasonable repair. Create homeowners assistance programs for recovery and rehabilitation of run-down housing. Create design guidelines and development standards for new construction to be compatible with community character. Support the creation of master plans for the major institutions in the area.

Principle: Promote safety and health through physical design features.

Strategies: Create new or improved gateways to the neighborhood at key visible locations. Make new connections into the neighborhood. Orient buildings towards public spaces to create “Eyes on the Street/ Park.” Screen views of parking and private areas from public locations.

Principle: Improve the community’s image through promotion and activities.

Strategies: Operate visible security patrols. Promote neighborhood pride through marketing, signage, and way-finding. Attract visitors with activities or festivals at various times throughout the year. Actively work to change real estate agent perceptions of the neighborhood. Target groups of people who may become new residents in the area.

Principle: Focus neighborhoods around central places and a mix of activities.

Strategy: Create clear centers and edges to each neighborhood.

Principle: Strengthen community assets by making clear and strong connections.

Strategies: Provide a continuous pedestrian network between destinations. Improve safety and community image through complete streetscapes.

Principle: Improve quality of life through parks and recreation.

Strategies: Improve existing parks & playgrounds. Create new parks & playgrounds where none are locally. Enhance natural features to become recreational opportunities.

Principle: Ensure there are housing options for all stages of life.

Strategy: Target a mix of housing options, both rental and for sale, in different densities/forms.

Initial Undertakings of the Community Redevelopment Agency

The Community Redevelopment Agency has an important role in making the Plan become reality; however, it is not the sole entity that can carry out the Plan. The reason why revitalization hasn't happened already is that Government cannot act alone, nor is private enterprise able to take on the risks and challenges alone. It is too difficult, risky and expensive; however, private enterprise can carry out much of the heavy lifting when provided with incentives and assistance from the CRA, City and others. The role for the Community Redevelopment Agency, therefore, should be to carry out the following activities as well as those to be identified in the future, in order to accomplish the Community Redevelopment according to this plan.

Recommended initial Community Redevelopment Agency undertakings, activities and projects include (additional items to be added in the future):

- Preparing the 17-acre Central Creek Redevelopment Area for development, including creek restoration, infrastructure work, street improvements, and site remediation. This would prepare the site for private development.
- Prepare to build up to 250 new homes on infill sites in the neighborhood. By acquiring tax-delinquent, vacant, unsafe, surrendered or underutilized properties, the CRA could make available a considerable number of new home sites for developers or homeowners. The 250 home sites would expect to take a number of years to be fully developed; however, proceeds from the sale of infill sites could go to replenish the acquisition fund.
- Help select a Master Developer for coordinating redevelopment efforts, such as the Central Creek Redevelopment site, infill housing sites, or other strategic private enterprise investments in the study area.
- Infrastructure improvements in key locations in the form of sidewalks, storm water drainage, curb and gutter, underground utilities, creek restoration, public parking, and street realignment. These improvements should be aimed toward areas ripe for redevelopment or reinvestment, preparing them for private-sector investment, or in highly visible locations critical to the image of the community.
- Streetscape improvements in key locations where development is likely to occur or where they are highly visible, turning about the image of the neighborhood. Also, certain areas where streets would act to make the area more pedestrian friendly and make parks and recreation areas more accessible.
- Create a Land Bank mechanism where the CRA can temporarily hold property to be later resold, or assembled into larger sites for development.
- Establish all the necessary funds, programs and financing tools that would enable CRA to provide development financing assistance, acquire and dispose of property, conduct housing rehabilitation/recovery/repair programs, etc. Examples include Tax Increment Financing (TIF) districts, funds from state and federal grant programs, and creating a consortium of banks and lenders willing to underwrite particular programs.

Summary

The *Community Redevelopment Plan* sets out to acquire as many as 250 vacant, tax delinquent or underutilized lots, promote the demolition and removal of structures which are structurally unsound or unfeasible to renovate, and to redevelop those lots for residential or other uses. Rehabilitation of certain housing units will be promoted where appropriate. The plan promotes the redevelopment of 185 acres of vacant or underutilized properties for residential, commercial, industrial, or mixed-use development. The plan calls for up to 38 miles of streetscape improvements (including sidewalks, curb and gutter, lighting, landscaping, etc.), 1.2 miles of new streets, 45 acres of new parks and recreation space with trails, restoration of creeks, and other public improvements. In certain large-scale redevelopment projects the CRA may make improvements to the site such as upgrading utility infrastructure, streetscape improvements, relocation of access or streets, grading, remediation, etc. in order to make the site suitable for redevelopment by private enterprise.

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Chapter One: Introduction

1

Background

In order to understand the reasons behind this document, and to clear any misconceptions regarding this plan, the establishment of the Jackson Community Redevelopment Agency, and the establishment of Center City District 1 planning area, it is worthwhile to recall the redevelopment plans and efforts already underway that have led up to this study.

This neighborhood revitalization plan has its basis in the redevelopment plan created shortly after a tornado struck Jackson in 2003 (see appendix H). The major focus of the redevelopment plan developed in 2004 (the year following the tornado) was the Downtown and East Jackson neighborhoods. Public meetings in the East Jackson community were held as part of a major planning initiative for East Jackson started in 2004. With the input from the community, that planning initiative established three major anchor projects:

- 1) Parkview Transformation – redevelopment of Parkview Courts and adjacent residential areas; and
- 2) Anderson Creek Mitigation Project – relocation of residents from flood plain areas and the creation of an expanded green space by expanding Centennial Park and establishing new walking trails; and
- 3) East Chester Commercial Corridor – a major streetscape project, including recruitment of neighborhood retail in an effort to attract more private investment.

Since the 2004 plan, the City and Jackson Housing Authority have remained committed to the plan and dedicated resources for its implementation. Single-family homes built along Phillips Street and Cartmell Street and the Centennial Pass elderly housing project represent the commitment made as they seek to carry out the Parkview Transformation project. The Anderson Creek Mitigation project is complete, and the Anderson Creek trail project has begun. The East Chester Streetscape project is currently in the design phase and expected to be let for bid in November 2009 with construction starting in spring 2010.

Along with the 2004 Redevelopment Plan was the establishment of a declared Redevelopment Area with a Redevelopment Authority. Its main focus, however, was primarily rebuilding structures and its efforts were focused on the areas directly affected by the 2003 tornado. As a consequence of the displacement of people and businesses impacted by the tornado, a new set of issues emerged which called for a new set of redevelopment tools – fashioned to address issues of economic development, code enforcement, and safety. Mayor Jerry Gist began the Safe Neighborhoods Initiative and from it came the impetus to establish the Jackson Community Redevelopment Agency. With the help of consultants, the City completed a broad city-wide neighborhood analysis to identify prevalent current issues and establish the tools needed to address them.

As focus is put on one area, established planning areas such as East Jackson will not be forgotten or left behind. From its inception the Jackson Community Redevelopment Agency has recognized its mission is not limited to one area or one neighborhood but rather the entire city; however, the Agency needed to select a starting place. Since the East Jackson initiative is already well underway, the Center City District 1 area (which includes Downtown, the Medical Center, Lambuth University, etc.) was chosen as the next logical area of emphasis. This area should not be seen to compete with other districts such as East Jackson (Center City District 2), nor does it take its place. This new planning district is a continuation of existing redevelopment efforts and its initiatives run concurrently with the East Jackson initiative. As redevelopment efforts expand across the City new areas for projects and emphasis will be established, each one building upon the success of

the others, never taking the place of another. Each area will bring its own set of issues, strategies and projects. The City of Jackson is a sum of its parts; the redevelopment efforts have been, is presently, and in the future will be dedicated to the betterment of the City as a whole.

Community Redevelopment Act

The 1998 Community Redevelopment Act (CRA Act) was created by the Legislature of the State of Tennessee to allow certain jurisdictions to create a municipal agency, called the Community Redevelopment Agency (CRA), with the purpose of addressing particular urban problems in a more nimble and effective manner than seen previously. The CRA Act expressly identifies conditions of slum, blight, and the lack of affordable or elderly housing as being detrimental to the sustainability of communities, and so allows a jurisdiction to convey certain powers with the CRA in order to combat negative effects in the community in which it is empowered. Recent changes in the CRA legislation expanded the number of communities in which a CRA could be established to include Jackson, Tennessee.

Role of the Community Redevelopment Agency

A Community Redevelopment Agency is used to redevelop and revitalize urban areas. The activities of a CRA are administered by a CRA Board created by the local government. The CRA board has authority to carry out the purposes of the agency. These include: executing contracts, acquiring real property, disposing of real property, establishing a redevelopment trust fund, establishing a Tax Increment Financing District, issuing revenue bonds with approval of governing body, and other powers necessary to carry out the purpose of the act and redevelopment plans approved by the governing body.

City Adopted Workable Program

Recent changes in the Tennessee's Community Redevelopment Act legislation has now made it possible for a Community Redevelopment Agency to be established in Jackson. To satisfy the CRA Act's requirements, certain findings of slum, blight and a shortage of affordable or elderly housing must be determined. These conditions were found to exist in Jackson, identified through demographic analysis and by direct observation of nearly every block of every street in the city. A Workable Program document, required by the CRA Act, was created and approved by the Jackson City Council on March 10, 2009. Based upon the documents findings, a Jackson Community Redevelopment Agency was created and given the mission to use a wide-range of programs and financial instruments to help stabilize, revitalize, and redevelop certain areas of the city. Furthermore, the report identifies where a likely first candidate area would be to begin, but also clearly shows that nearly all parts of Jackson can benefit from the activities the CRA can engage in. The Jackson Revitalization Strategy/ Community Redevelopment Act Workable Program is a public document and is available from the City of Jackson Planning Department.

Statement of Resolution

The City of Jackson City Council adopted resolutions with findings, as required by Section 8 (1) and (2) of the CRA Act. The Resolution Finding Conditions Necessary For Community Redevelopment was adopted March

10, 2009. The Resolution Declaring the Need for a Community Redevelopment Agency was adopted March 10, 2009. The Jackson Revitalization Strategy/Workable Program document was adopted March 10, 2009. The Ordinance establishing the Jackson Community Redevelopment Agency was adopted April 10, 2009. The City Appointed CRA Board members were appointed on May 5, 2009. The County Appointed CRA Board members were appointed on April 20, 2009.

Purpose of This Redevelopment Plan

The purpose of this Jackson Revitalization Strategy/Community Redevelopment Plan – Center City District 1 document is to create the required Community Redevelopment Plan satisfying the requirements of the CRA Act. Upon completion and approval of the Community Redevelopment Plan, the CRA will have a clear road map upon which to carry out activities in support of the community's vision for the Plan's study area. Subsequent CRA activities, programs and projects are evaluated against this Plan in order to determine the extent which the proposed action meets the Plan for the area. Likewise, the Plan is intended to ensure that the CRA works diligently in addressing the urban conditions of slum, blight, and the lack of affordable and elderly housing, and the health, safety and welfare of children and others in the community. In so doing, the Plan ensures that the actions of the CRA results in the stabilization and protection of the community, and its citizens.

Jackson Revitalization Plan: Planning Districts Defined	
Planning Districts	Census Tracts
Center City District 2	5, 9, 10, 11
Center City District 1	3, 6, 7, 8
Center City District 3	2
Center City District 4	1, 4
South District	13
North District 1	16.04, 16.05, 16.06, 16.10
North District 2	15.01, 16.03, 16.07
Census Tracts	Planning Districts
1	Center City District 4
2	Center City District 3
3	Center City District 1
4	Center City District 4
5	Center City District 2
6	Center City District 1
7	Center City District 1
8	Center City District 1
9	Center City District 2
10	Center City District 2
11	Center City District 2
13	South District
15.01	North District 2
16.03	North District 2
16.04	North District 1
16.05	North District 1
16.06	North District 1
16.07	North District 2
16.10	North District 1

Figure 1.1 City of Jackson - Census Tracts and Planning Districts

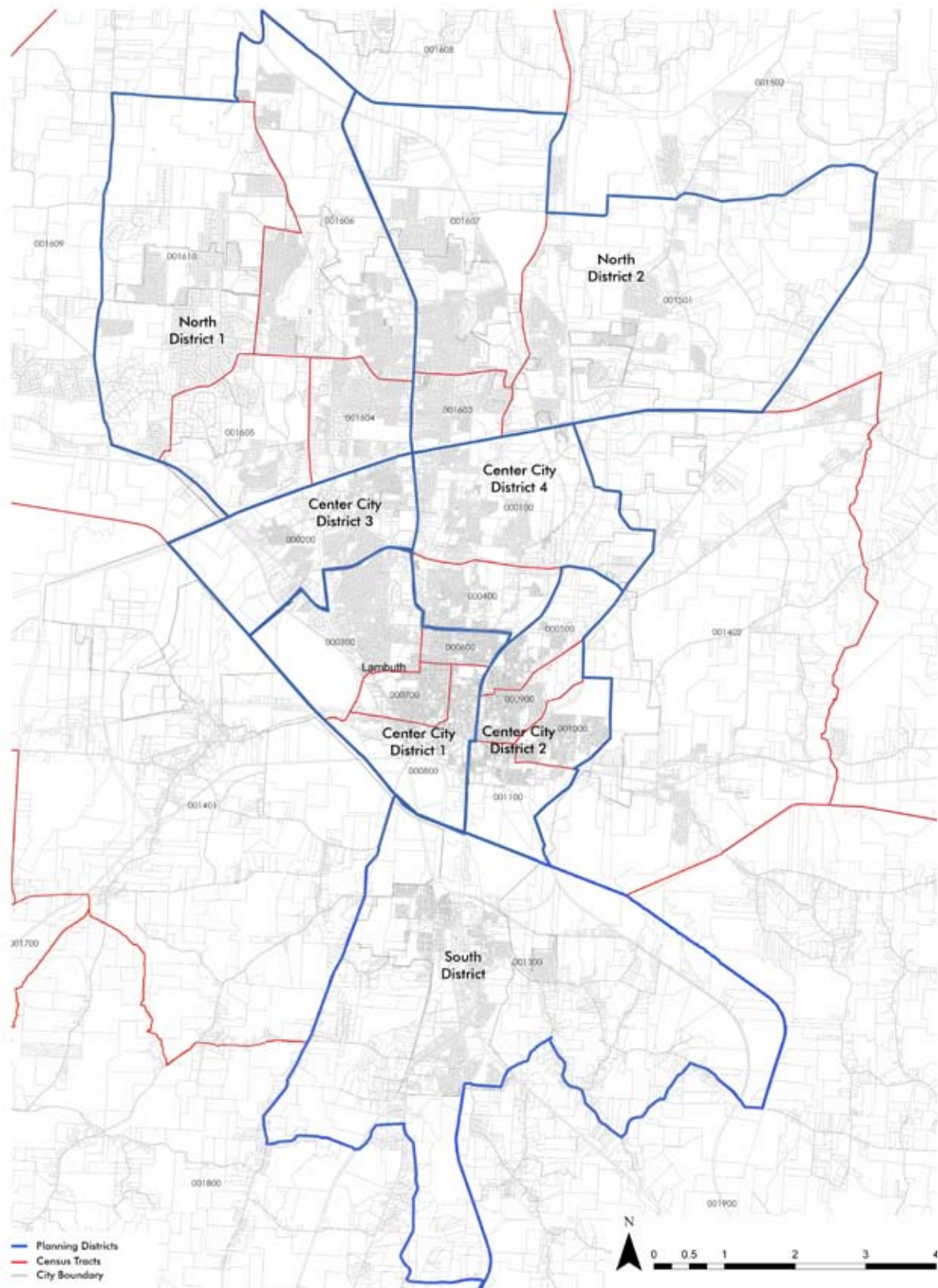


Figure 1.2 City of Jackson Map

Chapter Two: Description of the Redevelopment Area

2

Boundaries

The Center City District 1 planning area is located in the center of the City of Jackson. The boundaries of the district are: North Parkway and East Forest Avenue to the north, Royal Street to the East, and the Forked Deer River to the South and West (See Figure 2.1). The boundaries were created from the census tract boundaries. The area incorporates four Census Tracts: 3, 6, 7, and 8.

This district has been recognized by Jackson leadership as an integral neighborhood representing diversity in population, households, incomes, and family structures. Many prominent cultural and civic assets are within the district such as Jackson-Madison County General Hospital, Lambuth University, Jackson Central Merry High School, the downtown area and Carl Perkins Civic Center complex, historically significant structures (Captain H.P. Farrar House, Greyhound Bus Station, Jackson Free (Carnegie) Library, Madison County Courthouse, Murphy Hotel, New Southern Hotel, and more), and numerous educational institutions at the primary and secondary levels. Also, the district has been identified as a transitional neighborhood in the Workable Program. (CRA Act Section 14 (1))

Center City District 1 Planning District Legal Description

Beginning at the intersection of the U. S. Highway 45 By-Pass and North Parkway; thence south along the U. S. Highway 45 By-Pass to the centerline intersection of Hollywood Drive; thence northwest along the centerline of Hollywood Drive 2020 +/- feet to a point; thence southwest along the north line of Parcel 32.01 as shown on Madison County Tax Map 66, and continuing in a straight line projection to the center of the Forked Deer River; thence southeast along the center line of the Forked Deer River to the centerline of U. S. Highway 45 South; thence north along the centerline of U. S. Highway 45 South to the centerline intersection of Royal Street; thence north along the centerline of Royal Street to the centerline intersection of Chester Street; thence east along the centerline of Chester Street 440 +/- feet to the centerline of the Norfolk Southern Railroad right-of-way; thence north along the centerline of railroad 7735 +/- feet to the projected intersection of the eastern margin of Richmond Street; thence north along the eastern margin of Richmond Street to the centerline intersection of Highview Street; thence west along the centerline of Highview Street to the centerline of Royal Street; thence south along the centerline of Royal Street to the centerline intersection of Forest Avenue; thence west along the centerline of Forest Avenue to the centerline intersection of Lambuth Blvd.; thence north along the centerline of Lambuth Blvd to the centerline intersection of North Highland Ave. (U. S. Highway 45 North); thence north along the centerline of North Highland Ave to the centerline intersection of North Parkway; thence west along the centerline of North Parkway to the point of beginning and containing 4,493 acres more or less. (CRA Act Section 14 (1))

Existing Land Use

The Center City District 1 planning area is comprised of approximately 4,493 acres and was home to 12,935 people according to the year 2000 census. The area has most, if not all, of the land uses one typically finds in a long-established city including residential, commercial, retail, institutional, industrial, transportation infrastructure, and park space as well as agricultural and undeveloped property along the Forked Deer River.

Residential

Residential uses comprise the largest single use of the district. The neighborhoods here represent the oldest and most established in the city, having been established along with the founding of the city. The largest neighborhoods

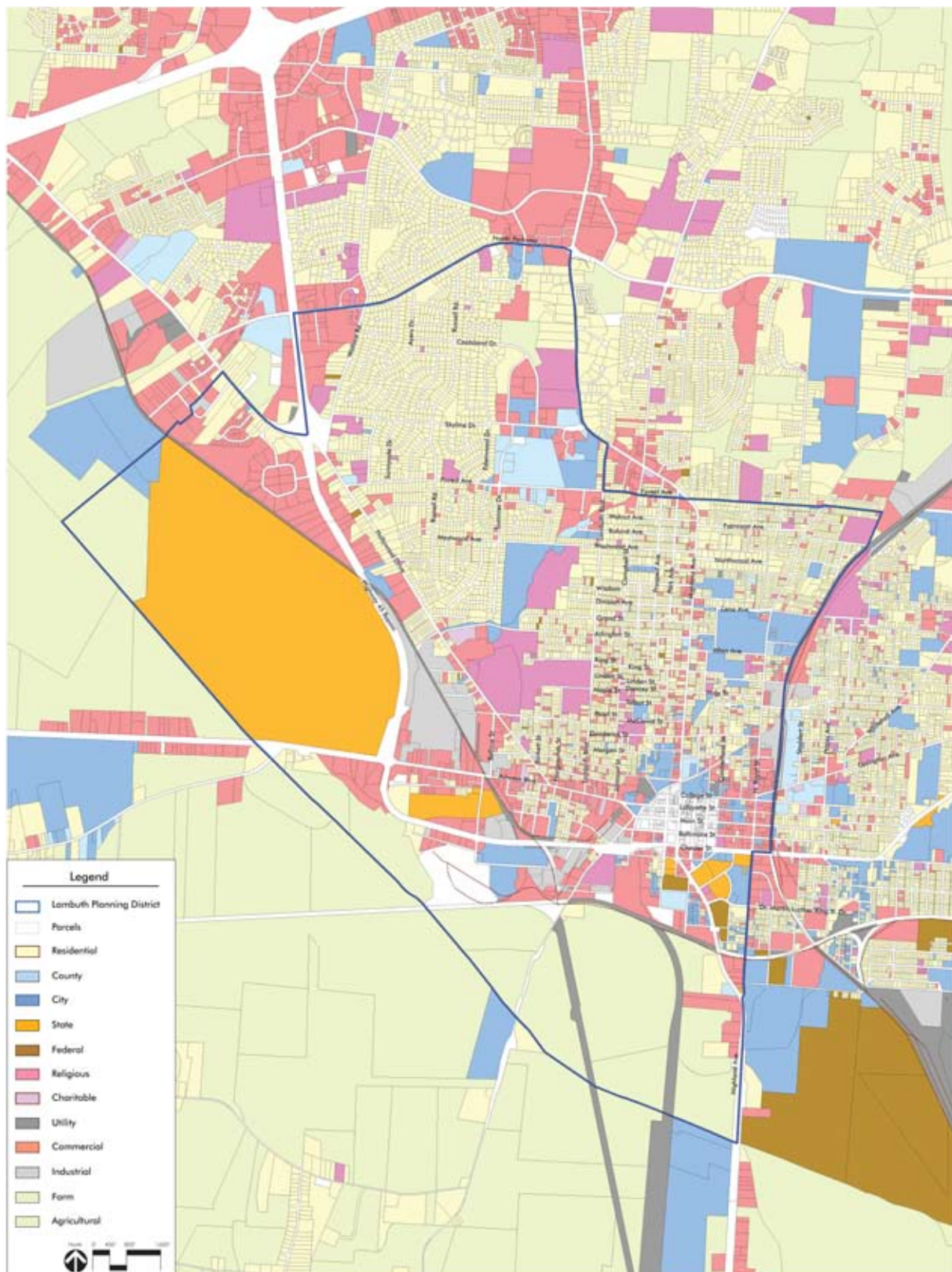


Figure 2.1 – Center City District 1 Land Use Map

are situated north of Downtown, both west and east of Highland Avenue. East of Highland Avenue is a portion of East Jackson, an older, established area which is predominately African-American and one of the poorest areas of the city. West of Highland Avenue is the Lambuth Area Neighborhood, a mixed-race and mixed-income area, similarly one of the oldest and most established parts of the city. Both of these neighborhoods are traditionally designed in that they have an interconnected grid of streets and blocks. As the oldest parts of the city, they are also home to the greatest concentration of deteriorating structures.

West of Lambuth Boulevard between Arlington Avenue and North Parkway are two residential areas which were established after World War II and typify the kind of suburban development of that era with winding streets and cul-de-sacs. Here the homes are newer and on larger lots than in the older, traditional parts of the city. Fewer condition problems are observed in this area.

Commercial

The planning area contains the Central Business District of the City of Jackson. The historic heart of Downtown is about 20 blocks in area, surrounded by several blocks of similar uses for an area about a half-mile square. Downtown is comprised mostly of government buildings, office, retail, dining and entertainment, public spaces, and parking.

Beyond Downtown several commercial areas exist with retail, commercial and other uses. South Highland Avenue (between Downtown and the Forked Deer River), Airways Boulevard, some sections of Hollywood Drive, some sections of North Highland Avenue, and several areas along the Highway 45 By-Pass are home to a wide variety of businesses, retail establishments, and commercial/industrial uses. These areas are typically auto-oriented and less dense than the Downtown business district. The Hicksville retail area on North Highland Avenue is located just outside the district, however this area was deemed critical to the district and so this plan makes several recommendations for that area.

Institutions

Several major institutions are located in or immediately adjacent to the planning district. Numerous churches are situated in the district (First Baptist Church, First Presbyterian Church, Skyline Church of Christ, Lambuth Memorial United Methodist Church, Zion Church, First United Methodist Church), as is Lambuth University, Lane College, the seats of government and courts for the City of Jackson and Madison County, the Jackson-Madison County General Hospital, as well as several schools (Arlington Elementary, Alexander Elementary, Tigrett Middle School, Jackson Central Merry High School, and Madison Academic Magnet High School). The Jackson Madison County Library, Ned R. McWherter West Tennessee Cultural Arts Center, Carl Perkins Civic Center and other facilities that are home to the arts and cultural centers of the community are also located within the district.

Industry

Similar too many cities Jackson was founded alongside a river, in this case the Forked Deer River, where railroads and industry were soon established and brought about the growth of the community. Railroad lines still exist between the Downtown and residential parts of the city and the River, and several industries still use the rail lines. Heavy and light industry is therefore concentrated south and west of Downtown, especially along Airways Boulevard, Hollywood Drive, and Highway 45 By-Pass near the Forked Deer River.

Transportation Infrastructure

Several US Highway routes converge in Jackson, connecting it with other community in West Tennessee. Highways 45 and 70 converge Downtown in the form of 4-lane elevated and divided highways that also serve as regional truck routes. Major local roads serve the area such as Highland Avenue, Airways Boulevard, Hollywood Drive, Forest Avenue, and North Parkway.

Agriculture/River Lands

Jackson began its history as an agricultural center for West Tennessee. A handful of agricultural fields remain along the Forked Deer River, most notably the West Tennessee Center for Agricultural Research. There are also considerable areas of land which are wooded or undeveloped, presumably as part of the flood plain of the Forked Deer River.

Existing Zoning

The existing zoning classifications currently in the Center City District 1 area are:

A-O Agriculture and Open Land District

“This district is intended to provide space for agricultural uses and to maintain as permanent open land certain areas subject to periodic inundation. The intent is to permit lands best suited for agriculture to be used for agricultural purposes and to impose only minimum restrictions on the use of land for such purposes. As the need and demand for additional open land suitable for urban development is determined by the Planning Commission, selected portions of this Agricultural and Open Land District may be rezoned for more intensive forms of development (*City of Jackson Zoning Ordinance*).”

RS Single Family Residential District

“This district is composed of certain lands and structures in the City having a low density single family residential character and additional open area where it is desirable and likely that such similar development will occur. Portions of these areas are not served by the full range of urban facilities such as sanitary sewers. Uses are limited to single family residences and such nonresidential uses as are intended primarily to provide service to the district (*City of Jackson Zoning Ordinance*).”

RS-1 Single Family Residential District

“This district is intended primarily to be a single family residential with low population density. Additional structures and uses required to serve governmental, educational, religious, noncommercial, recreational, and other immediate needs of such areas are permitted outright or are permissible as special exceptions within such districts, subject to restrictions and requirements intended to preserve and protect the character of the districts (*City of Jackson Zoning Ordinance*).”

RG-1 General Residential District

“This district is intended to be a single family and two family residential district providing low to medium population densities. Additional religious, noncommercial, recreational, educational, and other immediate needs of such areas are permitted outright or are permissible as special exceptions with such districts, subject to restrictions and requirements intended to preserve and protect the character of the districts (*City of Jackson Zoning Ordinance*).”



RG-2 General Residential District

“This district is intended to provide for medium to high population densities. Residential uses may range from single family to multiple family apartment uses. Recreational, religious, educational facilities and other related uses in keeping with the residential character of the district may be permitted outright or as a special exceptions (*City of Jackson Zoning Ordinance*).”

RG-3 General Residential District

“This district is intended to promote and encourage areas suitable for high density, multiple family dwellings. Densities will be regulated to ensure adequate sunlight, air, and open space. The intensity of land use should not be so great as to cause congestion of building or traffic or to preclude the amenities of good housing (*City of Jackson Zoning Ordinance*).”

B-1 Medical and Related Services District

“This district is intended primarily to provide a centralized location for major medical and related services to protect medical and related facilities in the area from adverse influences, and to promote the establishment of complementary facilities (*City of Jackson Zoning Ordinance*).”

B-2 Neighborhood Business District

“This district is established to provide areas in which to meet the needs of the immediate neighborhood. This is a restricted business district, limited to a narrow range of retail service and convenience goods and services. This district is designed for area where large business operations are undesirable (*City of Jackson Zoning Ordinance*).”

B-3 Central Business District

“This district, with complementary office, medical and civic areas form the central center of commercial, financial, professional, governmental, and cultural activities. The intent here is to protect and improve the Central Business District for the performance of its primary function (*City of Jackson Zoning Ordinance*).”

B-4 General Business District

“This district is intended for a wide range of general retail businesses. Districts in this category are intended to include area where commercial development has or is displacing residential development, or is moving in on vacant lands. Regulations are designed so as to discourage formation of future commercial slums, to preserve the carrying capacity of the streets, and to provide for adequate off-street parking. It is not the intent of this district to encourage the extension of strip commercial areas, but rather to provide concentrations of general commercial activities (*City of Jackson Zoning Ordinance*).”

B-5 Highway Business District

“This highway business district is established to provide areas in which the principal use of land is devoted to commercial establishments which cater specifically to the needs of motor vehicle oriented trade. The intent of this district is to provide appropriate space and sufficient depth from the street to satisfy the needs of modern commercial development where access is entirely dependent on motor vehicle trade; and to encourage the development of these locations with such uses and in such a manner as to minimize traffic hazards and interference with other uses (*City of Jackson Zoning Ordinance*).”

SC-1 Planned Unit Commercial Development District

“The purpose of this section is to allow for the development of shopping and commercial centers of integrated design of various sizes to service various areas of the community and region. Land use studies indicate more than ample area and frontage for present and future commercial needs along the major thoroughfares (*City of Jackson Zoning Ordinance*).”

I-O Wholesale and Warehouse District

“This district is intended primarily to provide areas in which the principal use of land is for warehousing, storage, wholesaling and distribution. The nature of these uses are such that will generally utilize a high percentage of the lot area on which they are located. In addition to their desirability to locate adjacent to major transportation arteries, they will usually be located near the main business areas of the community (*City of Jackson Zoning Ordinance*).”

I-2 Light Industrial District

“The purpose of this district is to provide for industrial uses with limited objectionable external effects in areas that are suitable for industrial development by reasons of location, topography, soil conditions and the availability of adequate utilities and transportation systems. The intent is to permit most manufacturing, wholesaling, and warehousing activities that can be operated in a clean and acceptable manner, subject only to those regulations necessary to prohibit congestion and for the protection of adjacent residential and business activities (*City of Jackson Zoning Ordinance*).”

I-3 General Industrial District

“The purpose of this district is to provide for industrial and other uses that by virtue of their external effects; noise, glare, fumes, smoke, dust, odors, truck and rail traffic, should be isolated from residential uses. These uses perform essential functions for the city and should be provided for in areas that are best suited for industrial development by reason of location, topography, soil conditions, and the availability of adequate utilities and transportation systems (*City of Jackson Zoning Ordinance*).”

O-C Office Center District

“This district is intended primarily to provide centralized locations for office and related services at locations within the city which are accessible to the local expressways and major highways of the region. This is a restricted business district and is designed for areas where large retail business operations are undesirable (*City of Jackson Zoning Ordinance*).”

O-R Office and Residential District

“This district is intended to promote and encourage the redevelopment of areas that are beginning to show signs of deterioration. All residential uses will be permitted. Offices and personal service uses may be conducted in existing residential structures and new offices may be constructed with certain limitations on size and intensity. All uses will be designed to maintain, as much as possible, the basic character of the existing neighborhood. All uses will be subject to any regulatory standards as are necessary to insure compatibility with the surrounding neighborhood (*City of Jackson Zoning Ordinance*).”

PRD Planned Residential Development District

“The purpose of this section is to provide for greater flexibility in the development of residential areas.

These areas would be characterized by a unified building plan and site development plan. They would have a program which takes into account the efficient and economical use of land while providing a harmonious variety of housing choices, a higher level of urban amenities, and would preserve the natural scenic quality. It is further intended that an economics in land development and maintenance, street systems, and utility networks will be achieved; while providing for building groupings for privacy, usable attractive open spaces, safe circulation patterns, and the general well being of residents (*City of Jackson Zoning Ordinance*).”

U University District

“This district is intended to be reserved for those uses associated with the operation of the colleges and universities located within the City of Jackson, TN, therefore, assuring the grouping of university-related uses to provide for a harmonious, efficient, and convenient educational center (*City of Jackson Zoning Ordinance*).”

Area Characteristics

The information below is referenced form the Workable Program and is intended to be the current area characteristics of the Center City District 1 planning area.

“This district has been recognized by Jackson leadership as an integral neighborhood representing diversity in population, households, incomes, and family structures. During the 1990’s the area experienced an increase in population in all census tracts but a decrease in the white population as well. The area around Lambuth University and south of Airways Boulevard both reflected increases in population during the 1990’s that are substantial, but this is likely due again to the undercount in 1990.

“The elderly population aged 65 years and [older] is significantly higher in the area adjoining Jackson-Madison County General Hospital but in the other tracts the percentage of elderly persons is less than the city overall and declining. This can be an indication of several trends that represent divergent patterns – families moving into the neighborhood replacing older households or rental units with younger population.

“The amount of change indicated in population and housing units do not correspond to known development activity in the area. For example, Census Tract 8 supposedly increased by nearly 500 housing units and there were no large scale residential developments that would indicate that magnitude of an increase.

“The overall housing vacancy rate is 9.7% but the relatively low rate in Census Tract 3 (6.9%) veils the larger rate in the other three districts that all range from 10.7% to 12.7%. This level of vacancy is 50% to 75% higher than the city-wide average as a whole and indicates the need for strengthening the market. The owner occupancy rates in Tracts 7 and 8 and well below the city average and are declining.

“The median income in the planning district has three census tracts that are below the city median. Census Tract 8 has the lowest median income in the city only amounting to \$12,027. Census Tract 7 also has a very low median income at \$21,896. The other two tracts are relatively close to the citywide median. Similarly the poverty rates in Census Tracts 7 and 8 are substantial at 21.4% and 43.8% respectively.

“The majority of neighborhoods within the Center City District 1 planning area were formed upon the principles of traditional neighborhoods. The houses are laid out following a grid-like street pattern. The developments within Census Tract 3 are an exception to this pattern. That area follows typical suburban development patterns, where the lots are laid out on cul-de-sacs and long winding roads that offer little connectivity to adjacent roads.

“While instances of neglect were observed in all four Census Tracts within the Center City District 1 planning area, the highest concentration of neglect appears to be in Census Tract 7. Census Tracts 6 and 8 also contain a number of neglected properties, although not as [numerous] as in Census Tract 7.

“Instances of neglect are widespread within Census Tract 7. There are also a number of observed cases of structural deficiencies and dilapidation. Observations of neglect include: worn paint, overgrown lawns, and garbage in yards. Most instances of decline were observed in the southern portion of the Census Tract, south of West King Street, in close proximity to deteriorating infrastructure, which could be contributing to the overall decline of the area. Broken curbs and sidewalks were observed on the following streets: North Fairgrounds Street, Lambuth Boulevard, Hatton Street, Linden Street, and Union Avenue.

“Census Tract 6 also has instances of neglect, although the majority are concentrated on either side of North Royal Street. There are also instances of structural deficiency and dilapidation. Observed instances of neglect include: deferred maintenance, worn paint, overgrown lawns, worn shingles, and litter. There are a number of streets within Census Tract 6 missing basic infrastructure including curbs and sidewalks, but the majority of the infrastructure that is intact appears to be well maintained, with the exception of the neighborhood east of North Royal Street. Curbs and sidewalks that are fragmented or overgrown are present on Hardee Street, Budde Street, and North Royal Street. Given the proximity of these streets to the pockets of decline within the Census Tract, the declining infrastructure appears to be contributing to the decline of surrounding areas.

“Within Census Tract 8, pockets of neglect occur in the north western portion, north of College Street, and in the north east portion of the Census Tract, south of Airways Boulevard. Observed instances of neglect include: deferred maintenance, unkempt lawns, worn paint, and litter. Instances of neglect, structural deficiency, and dilapidation within Census Tract 8 are situated close to areas of infrastructure decline. Overgrown and crumbling curbs and sidewalks were observed along Sterling Street, McCorry Street, East Orleans Street, Hurt Street, East Deadrick Street, Hale Street, and Lane Avenue.

“There are two pockets of neglect in the neighborhood around Hollywood Drive and Alexander Street and in the Carolane Lane neighborhood, within Census Tract 3. Remaining instances of neglect are scattered throughout the Census Tract. There were no observed structural deficiencies and there was only one observed instance of dilapidation. While a number of streets within this census tract were lacking sidewalks, this appears to be by design. The infrastructure that was intact appeared to be well-maintained and was not contributing to the decline of any particular area.” (*Jackson Revitalization Strategy/Community Redevelopment Act Workable Program*)

Low or Moderate Income Housing

The area characteristics documented above as well as the demographic profiles analyzed from Census and other data in the Jackson Revitalization Strategy/Community Redevelopment Act Workable Program provided clear indications of the quantity and location of low or moderate income housing in the Center City District 1 planning district. In particular, concentrations of low and moderate income housing were observed south of Lambuth University and north of Airways Boulevard, south of Airway Boulevard, in isolated areas along Hollywood Drive, and east of Highland Avenue from College Street north towards Lane Avenue. In these areas there were observed at least one public housing project (Allenton Heights), numerous small single-family homes, duplexes or small apartment buildings that are available for rent by low and moderate income families. Similarly, a number of modest homes are owner-occupied in this area, and Census information and property values indicate that these are affordable by those of lesser means, however the quality and upkeep of said properties are less than what one sees in stable, desirable neighborhoods. As such, within the study area there was clearly evidence of low and moderate income housing.

As development activities take place in the area, construction and redevelopment may impact those low and moderate income families living in the area. The extent of those effects and measures to mitigate their impact is discussed in further detail in Chapter 5, Neighborhood Impact Element.

Chapter Three: Community Redevelopment Plan



Redevelopment Plan Description

The Community Redevelopment Plan for Center City District 1 has many components, including residential, public open space, street improvements and infrastructure, and many opportunities for private enterprise investment. The plan calls for 100 new and 50 rehabilitated residential units in single-family and multi-family components (both for rent and for sale), the streetscape enhancements of 38 miles of existing city streets, the creation of 1.2 miles of new city streets, 45 acres of natural areas that could be used for passive recreation, and design guidelines and development regulations in order to accomplish the scope of the Redevelopment Plan. The property identified to be used as public open space, recreation areas, and streets include 282 acres.

In the following pages, the basis and specifics of the improvements included in the Redevelopment Plan will be explained in detail. For a more detailed list of streets, properties, and other components of the plan, please refer to Appendix A. (CRA Act Section 14 (2))

Publicly Funded Capital Projects

The public infrastructure conditions in the redevelopment area were documented in the first phase referred to as the Workable Program. Streets, sidewalks, streetlights, parks, and other public infrastructure were evaluated by a street by street conditions survey for the entire city. Conditions were recorded and mapped according to level of deterioration.

With the age of the infrastructure in this older portion of Jackson it is understandable that public infrastructure requires new investment. Investment in public infrastructure is not unlike other capital investments in that a one time investment must be accompanied by regular maintenance to maintain the proper condition of the investment. However, capital investments also reach a useful life and sometimes require removal and reconstruction to provide the level of service and quality desired. Both circumstances exist in the redevelopment area.

General Area Improvements

There are conditions that are present throughout the area that warrant upgrading without wholesale replacement and complete new construction. The plan proposes construction or renovation of 250 residential structures initially and hopefully at least double that number as the impact of the private and public sector investment in the area reverse the trend of decline. These units are on scattered locations where vacant or deteriorated properties are removed or renovated. It is important to also upgrade the public infrastructure that affects not only the functionality of the area but also the visible appearance for prospective property owners and investors.

Depending upon the availability of funds the plan calls for approximately 1.2 miles of city streets, 45 acres of new natural areas that could be used for passive recreation, and as much as 38 miles of upgraded streetscapes. There was also discussion of public school facility construction or renovation that would be funded from sources other than the redevelopment finance mechanisms.

Model Community

The Model Community is comprised of approximately 20 acres currently owned by the City of Jackson and is proposed as the catalyst project to anchor the redevelopment effort. The site as proposed will house 150 new multi-family units, up to 20,000 square feet of commercial development, and a health/fitness facility. The site is currently bisected by a major drainage facility and will also require significant upgrade of utility infrastructure to accommodate the proposed development.

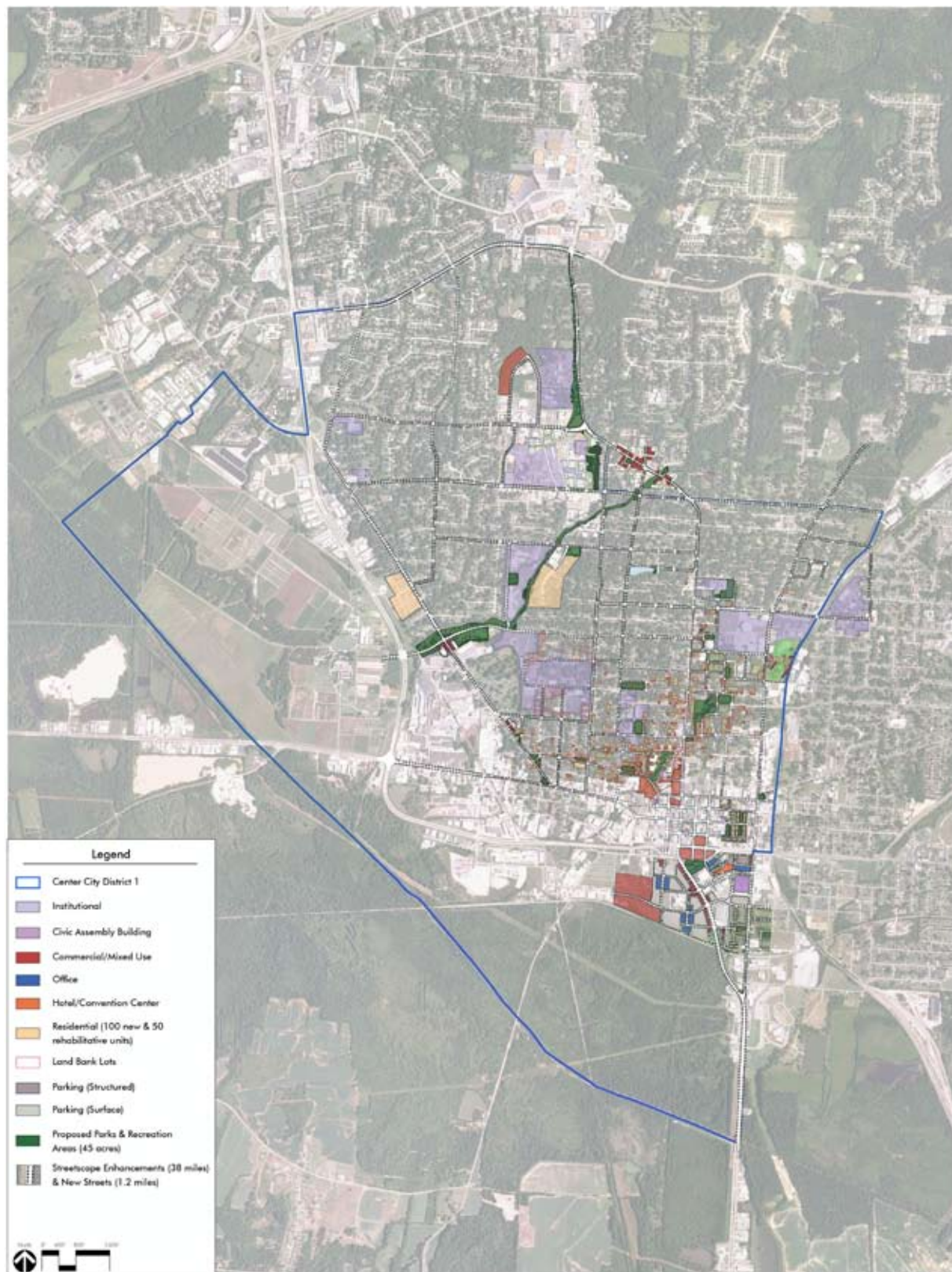


Figure 3.1 – Center City District 1 Neighborhood Master Plan

The estimated public infrastructure investment for this mixed use development is up to \$2.0 million. This included transforming the drainage course from an eyesore into a development feature. A grant has been applied for to assist in funding this model community infrastructure and the outcome is expected before year end.

Public Capital Projects Investment

In the forecasted sources and uses of funds described later, the public infrastructure investments are projected at \$6.0 million. Of course that projection is based upon the availability of funds from the redevelopment revenues and priorities will be established based upon the current conditions, the redevelopment potential, and development activity taking place at the time.

Implementation Safeguards

To ensure that the redevelopment plan is followed, there are a series of safeguards that have been structured. First the Community Redevelopment Agency will approve all plans for specific development in accordance with the plan. The CRA will also allocate funds for projects and infrastructure on a reimbursement basis so that the nature and quality of improvements is actually as planned.

Secondly the City is developing a Redevelopment Team that will provide oversight on a routine basis to verify that all local codes, ordinances and policies of the city are followed. Various code inspectors, planners, and other municipal staff will be focused on the redevelopment area and will observe any activity that is out of conformity with the plan. An Environmental Court has been established to expeditiously handle issues that arise that are violations of codes and ordinances. This includes zoning, housing codes, building codes, and other property maintenance standards.

Finally, the city has selected a Master Developer for the redevelopment project that is charged with overseeing and facilitating implementation of the redevelopment plan. Specific components of the scope of services for the Master Developer include representing the city in making sure that plans for both public and private investments are in accordance with the plan. The Master Developer agreement is in the form of a contract adopted by the CRA with review and approval by the city.

Retention of Controls for Land to be in Private Use

During the course of implementing the redevelopment project, the CRA or developers will acquire properties for reuse. Additionally, the City of Jackson and Madison County have acquired certain properties through tax delinquencies and other means related to public facilities, storm damaged areas, or public housing.

In cases where the plan calls for reusing these properties for private purposes, the CRA and the city will impose standards in contract language or restrictive covenants to accompany the transfer of properties and run with the land regardless of owner. Furthermore, the traditional methods of zoning, planned developments, and other local codes and ordinances will continue to apply to the reuse of the properties.

There may also be cases where the CRA solicit development proposals for properties either from the Master Developer or from other interested parties. In these cases, the CRA will require specific provisions in the proposals for regulating the control of land and will incorporate necessary controls in the agreements authorizing the transfer of property and redevelopment

Replacement Housing for Relocated Persons

As noted earlier in the report it is not anticipated that the issue of replacement housing on an involuntary basis will arise. The philosophy of the redevelopment project is that it is important to maintain the current social structure and neighborhood network that exists in the area today. This translates into the objective of not relocating families and individuals that have made this area their home for many years. Rather the objective is to enhance the quality of life and investment climate for the existing families by eliminating vacant lots, uninhabitable housing units, and create new housing on these properties.

There is not an intention to acquire properties by eminent domain unless a redevelopment opportunity arises that is currently unanticipated that is deemed vital to the overall effort. If this occasion arises, the eminent domain action will have to be approved by both the CRA and the City Council. Relocation assistance would be provided in accordance with the current standards for other programs of the city, in terms of compensation for moving expenses, just compensation for value of the property, and potentially even provision of alternate housing in the area through the new construction or renovation activity associated with the redevelopment program.

Residential Element

Large areas of the study area contain existing residential uses which range widely in size, value, and condition. Significant numbers of residential homes are currently occupied by low- and moderate-income families, however many of those are in declining condition brought about by economic distress compelling the homeowner to defer maintenance, depressed housing values which deter investments in the home, or by the neglect of the property owner who is renting the unit to the resident. Rental housing exists in substantial numbers and in high concentrations, more so than in many other parts of Jackson and a much higher percentage than average nationwide. In some cases the residential unit is not desirable as a place to raise a family, possibly unfit for habitation, in violation of City codes, or having a depressing effect on nearby property values. Where concentrations of deteriorated housing exist, crime and declining values are present.

A main part of the purpose of the Plan is to promote residential reinvestment, homeownership, redevelopment, or infill of new housing units (affordable and market-rate) on vacant or underutilized properties. This is accomplished through a variety of methods including concentrated redevelopment, homeowner-assistance, and the acquisition/disposition of vacant lots in a Land Bank for infill housing. The redevelopment of the Central Creek site on North Highland Avenue, and the possible redevelopment of Allenton Heights Public Housing Project will be coordinated with the Jackson Housing Authority (JHA) to ensure that adequate public, subsidized, low-income or affordable housing is accomplished in each development, or as part of infill development, to maintain or increase the residential options and quality of affordable and elderly housing. See also Chapter 5, Residential Impact Element, for information regarding the predicted impact on the existing residential population of executing the elements of the Plan. (CRA Act Section 14 (8) & Section 12 (b)(3))

Parks and Recreational Facilities

High among the comments gathered during the public input segment of the planning process was a clear unmet need for public parks and recreation in the study area. Participants noted that Jackson-Madison County General Hospital purchased the Highland Park School site for its expansion however Conger Park remains, that the playground between Arlington and Tigrett Schools is rather new but seemingly remote and unsupervised, that

few parks or recreation spaces exist in the study area, and that even small neighborhood parks are largely absent. Conger Park, Unity Park, and Rotary Park are the only three public parks that exist in Center City District 1

Clearly, the opportunities for children and families to walk just a few minutes to a neighborhood park to play, walk the dog, meet neighbors, or conduct community gatherings are limited. Children are left, therefore, with limited opportunities for healthy play and exercise, or to build essential social skills. Instead of participating in healthy and engaged activities, children are seen playing in the street, walking the neighborhood, or participating in disorganized groups which are often leading to mischief or ultimately crime.

The Community Redevelopment Plan, therefore, has placed great emphasis on finding locations and uses for more neighborhood park spaces, walking trails along creeks, and to improve connections among recreation spaces by improved streetscapes. Upgrades to existing or adding new playgrounds is suggested in several locations so as to provide adequate recreation within a few minutes walk of a greater number of families than ever before. (CRA Act Section 14 (f))

Financial Resources

General

The proposed redevelopment project includes a significant land area with neighborhoods that are in varying degrees of decline. A significant amount of public and private investment will be necessary to redirect the market forces and facilitate a new direction for this area. There are a variety of federal and state grants that either have or will be applied for, and local investment tools such as Tax Increment Financing that will comprise the bulk of the public sector investment.

The private sector will be investing the larger share of total redevelopment funds in the form of construction loans and mortgage financing. The private sector will experience more risk in this area due to decline, unproven depth of market, and unproven depth of the market and requires a stimulus to make the development occur.

There is a “Model Community” project proposed on the 20+ acre site currently owned by the local government. The proposed development includes multi-family units and commercial which could include retail, offices, fitness and other commercial uses.

Renovation and new construction of single family homes represent a key activity towards revitalization of the area. The single family development should take place on scattered sites and lots as well as potential smaller infill developments where multiple lots can be accumulated and assembled.

The West Tennessee Healthcare currently has under construction a medical office building and associated parking structure with the potential for additional facilities in the relatively near future depending upon the demand and overall economic outlook. These facilities are likely to be privately owned and potentially subject to ad valorem taxes.

Jackson, TN Tax Increment Analysis				
Annual Value at "Build Out"---Optimistic Estimate				
Development	Appraised Value	City Tax	County Tax	Annual
Single Family				
250 Units	\$ 20,000,000	\$ 105,000	\$ 115,500	\$ 220,500
Total	\$ 20,000,000	\$ 105,000	\$ 115,500	\$ 220,500
Multi-Family				
150 Units	\$ 13,500,000	\$ 70,875	\$ 77,963	\$ 148,838
Total	\$ 13,500,000	\$ 70,875	\$ 77,963	\$ 148,838
Commercial				
Cogdell Spencer Erdman Building + Parking Deck	\$ 23,000,000	\$ 120,750	\$ 132,825	\$ 253,575
The Jackson Clinic + Parking Deck	\$ 20,000,000	\$ 105,000	\$ 115,500	\$ 220,500
Model Community Commercial	\$ 4,000,000	\$ 21,000	\$ 23,100	\$ 44,100
Total	\$ 47,000,000	\$ 246,750	\$ 271,425	\$ 518,175
PILOTs Rolling Off				
Downtown PILOTs	\$ 4,000,000	\$ 21,000	\$ 23,100	\$ 44,100
Grand Total	\$ 84,500,000	\$ 443,625	\$ 487,988	\$ 931,613
** Multi-family may receive a PILOT for 10 years				

Jackson, TN Tax Increment Analysis				
Annual Value at "Build Out"---Low Estimate				
Development	Appraised Value	City Tax	County Tax	Annual
Single Family				
150 Units	\$ 12,000,000	\$ 63,000	\$ 69,300	\$ 132,300
Total	\$ 12,000,000	\$ 63,000	\$ 69,300	\$ 132,300
Multi-Family				
150 Units	\$ 13,500,000	\$ -	\$ -	\$ -
Total	\$ 13,500,000	\$ -	\$ -	\$ -
Commercial				
Cogdell Spencer Erdman Building + Parking Deck	\$ 23,000,000	\$ 120,750	\$ 132,825	\$ 253,575
The Jackson Clinic + Parking Deck	\$ -	\$ -	\$ -	\$ -
Model Community Commercial	\$ 2,000,000	\$ 10,500	\$ 11,550	\$ 22,050
Total	\$ 25,000,000	\$ 131,250	\$ 144,375	\$ 275,625
PILOTs Rolling Off				
Downtown PILOTs	\$ 3,000,000	\$ 15,750	\$ 17,325	\$ 33,075
Grand Total	\$ 53,500,000	\$ 210,000	\$ 231,000	\$ 441,000
** Multi-family may receive a PILOT for 10 years				

Figure 3.2 – Tax Increment Analysis

Grants

The condition of the area and the damage due to the tornados in 2003 and 2008 enhance the eligibility of the area for federal and state grants. The American Resource and Recovery Act, better known as the federal stimulus package, incorporates grant opportunities for which Jackson and this area are eligible.

The Jackson Housing Authority has already applied for \$975,000 in Neighborhood Stabilization Program (NSP) grants from the Tennessee Housing Development Agency. Approval is expected for this first grant and eligible activities include acquisition of properties that are vacant or dilapidated and renovation of these properties for primarily owner occupants. Additional NSP funding in the amount of \$2.0 million is also being sought for Jackson in a combined application in partnership with other Tennessee cities. The outcome of this application should be known before the end of the year.

Due to the declaration of a disaster area by the federal government resulting from the tornados, portions of the redevelopment area are also eligible for U. S. Department of Commerce, Economic Development Administration funding. These funds are typically for infrastructure development and are only for non-residential projects. A grant for between \$750,000 and \$1,000,000 is being applied for to cover infrastructure improvement needed for the model community site. The outcome of this application should be known before the end of the year.

Tax Increment Financing (TIF)

The local governments by the authority vested in the Community Redevelopment Agency are able to establish a Redevelopment District and employ Tax Increment Financing to facilitate private sector investment. Approval of the appropriate taxing jurisdictions is also required. The TIF would produce revenues as a result of the new private sector investment and increase in the tax base of the area. The increment of tax growth is placed in a Trust Fund that must be used for the benefit of the redevelopment area and for eligible uses specified in the Community Redevelopment Act of 1998.

The financial forecasts are more challenging at this stage since development has not even begun and the assumptions that were used to calculate the TIF revenues are outlined below.

The term of the TIF District is 25 years. The state legislation allows 30 years, but the lesser terms provides the opportunity for local governments to gain additional tax revenues earlier. The 25 year term is needed because if bonds are to be issued a 20 year bond term is preferred and there needs to be a predictable revenue stream before the bonds are issued.

- A period of five years is allotted to allow build out for Phase 1
- Tax rates at the current level since no prediction of increases over the life of the TIF
- Medical office buildings are taxable and one or two structures will be constructed
- PILOTs rolling off and coming onto the tax rolls will be included in the TIF revenues
- Multi-family development on the model community site may receive a PILOT but will be taxable after ten years
- Secondary or spin off development will occur but is unpredictable at this early stage of the project and therefore not included in the forecast

The attached spreadsheet provides forecasts of TIF revenues for two scenarios under varying assumptions for level of development that will occur. These two forecasts represent a relatively wide range of benefit since there are several very significant projects that are not assured and the tax status of these developments even if they

do occur are not certain. As development is initiated and the depth of the market is determined, these forecasts will be much more verifiable.

In the early years of the TIF and Trust Fund, the resources will be available on a “Direct Draw” basis. This means that the annual increment that is deposited in the Trust Fund will be available to execute components of the redevelopment plan. Obviously as development occurs and values increase the direct draw amount will also increase. An annual estimate of revenues should be prepared and funds allocated only after revenues have been deposited and are assured.

The revenue forecasts indicate that between \$441,000 and \$931,613. The range is relative large because at this point there are a number of unknowns that significantly affect the tax base generated.

The TIF forecast for the total 25 year period would yield between \$8.8 million and \$18.6 based upon the two scenarios outlined on the attached spreadsheet. This only represents between \$225,000 to \$450,000 annually by each government for making a very significant reinvestment in an area in which without intervention the tax base will decline significantly over the next few decades. Even if the optimistic forecast is achieved, all of the funding will be required due to the large redevelopment area and extended period of time for conducting significant redevelopment.

It is recommended that the CRA and local governments authorize a 25 year cap of \$20 million in expenditures from the TIF Trust Fund based upon the optimistic forecast with an additional amount of about 10% for

Jackson Redevelopment Plan		
Summary for Sources and Uses of Funds (Optimistic Scenario)		
Source of Funds	Amount	Comments/Observations
TIF Funds	\$ 18,632,260	Accumulated over 25 years, mid range between estimates for 20 yrs.
NH Stabilization Program	\$ 975,000	Housing and lot purchase
NH Stabilization Program 2	\$ 2,000,000	Housing and lot purchase and renovation
EDA Grant	\$ 750,000	Infrastructure only
Total	\$ 22,357,260	
Use of Funds	Amount	Comments/Observations
Infrastructure or public Facilities	\$ 6,000,000	Streets, utilities, drainage, lighting, parks, street trees, etc.
Lot Purchase	\$ 5,000,000	250 vacant and deteriorated properties
Housing Construction	\$ 7,500,000	300 houses at \$25k with balance from revolving loan pool
Downpayment Assistance	\$ 2,000,000	200 units at \$10,000 per unit
Planning, Administration & Contingenc	\$ 1,857,260	Staffing, legal and consulting fees, contingency
Total	\$ 22,357,260	

Figure 3.3 — Sources and Uses of Funds

secondary growth. Expenditures beyond that limit would have to be approved in a plan amendment approved by the CRA and two legislative bodies. If the lesser amount of revenue is generated, priorities will have to be set for public infrastructure and new housing or additional sources of funds will have to be identified to leverage TIF resources.

Bonds

The CRA has the authority to issue revenue bonds with the approval of the legislative bodies. However, in the current financial environment, the prospect of being able to issue bonds with favorable terms is not likely. Typically, a redevelopment agency will allow the revenue stream to build up as developments take place and then issue bonds based upon the more certain income.

If bonds are issued, a debt coverage ratio of at least 1.25 will be required. This means that annual TIF revenues would need to represent at least 125% of the debt service for the bonds. Also it would need to be a predictable revenue source for development has occurred not just predicted, with revenues proven to be stable for a few years. This suggests that if bonds are issued, it would likely be after the initial build out for phase 1 in about Year 6. That necessitates a 25 year term on the TIF for a 20 year bond issue.

Loans

It is not uncommon for the local governments to provide a loan to the CRA once the development stream is predictable. The potential for a local government loan facilitates the availability of funds while not presenting significant risk to the local governments for repayment from TIF proceeds.

If the loan is from proceeds of tax exempt bonds, the proceeds can not be used for private sector development on private property. It would allow improvements to public infrastructure or public facilities.

The CRA can also seek development loans from other sources such as local banks. With a predictable revenue stream local financial institutions with a commitment to revitalization may be willing to participate individually or in a collaborative fashion with other institutions.

The City of Jackson and West Tennessee Healthcare recently provided a loan for the purchase of properties owned by Lambuth University in the target area. The loan will be repaid by sales of properties after being renovated and also TIF and other revenues from the CRA.

A collaborative between local financial institutions such as commercial banks, savings and loans and credit unions should be pursued to provide construction and permanent mortgage lending for development in the district. This approach provides a source of funds needed for success and also 1) minimizes the risk for each institution, 2) provides Community Reinvestment Act credit, and 3) offers new banking relationships for the institutions. The loan pool can operate in several ways with each participating bank providing loans for a proportionate amount on a rotating basis or banks can deposit funds in a designated account with a Loan Pool Lending Committee represented by each bank making loan decisions based upon agreed upon criteria.

Sources and Uses of Funds

Based upon the financial forecast and the needs for funds in the redevelopment plan, an estimate of the sources and uses of funds was prepared summarizing the financial analysis for the duration of the project.

The spreadsheet includes grants and TIF revenues for the 25 year period of the project. A total of \$22,357,260 would be available under the most favorable conditions with TIF and grant revenues. An allocation of these funds are rough estimates for planning purposes at this point and a more definitive allocation can be made by the CRA each year as revenues and expenditure requirements are more certain.

It is also appropriate to prepare a cash flow statement for 25 years after more of the financial uncertainties are known. Uncertainties include grants obtained, status of medical office buildings, eligibility of development for PILOTs, quantities of development particularly commercial, development loans, and other financial resources that are required. Most of this information will be known with the first twelve months after the redevelopment district and TIF Trust fund are established.

Statement of Projected Costs

The projected costs for the redevelopment project are referenced in the description of financial resources. More specifically the sections on Tax Increment Finance, grants, loans, and sources and uses of funds describe the projected costs for Phase 1 of the redevelopment project.

The total projected counting all sources of funds from TIF revenues to grants is approximately \$22 million. This actually represents the public sector investment in public infrastructure and facilities as well as housing development that is prescribed in the plan. It can be expected that the private sector investment will reach. (CRA Act Section 14 (9))

Time Certain for Completion

The implementation of the redevelopment plan will take many years to capitalize on the availability of funds from grants and the redevelopment trust fund but also to construct new developments in accordance with market demand. This avoids extended periods between completion of development and sale and reuse of the funds. The Phase 1 plan is projected to take about five years to complete the Model Community and the additional 150-250 houses to be renovated or constructed.

Because the overall redevelopment plan is very ambitious, it can take as much as 25 years to complete it all. Consequently the trust fund is proposed for duration of this term to ensure that TIF revenues are available for any bond issue that is made after the initial five year Phase 1 period. (CRA Act Section 14 (10))

Conformance with Comprehensive Plan

The Jackson Revitalization Strategy/Community Redevelopment Plan – Center City District 1 has in its preparation referred to and incorporated elements of the comprehensive plans for the City of Jackson, including the Metropolitan Planning Organization Year 2035 Long Range Transportation Plan for Jackson/Madison County, the Urban land Institute Advisory Services Panel Report (August 2003), the Safe Neighborhoods Task Force Report (December 2007), the Jackson Revitalization Strategy/Community Redevelopment Act Workable Program, and other planning policies and documents as specified by the Jackson Planning Department. In so doing it is in conformance with the comprehensive plans of the City of Jackson. (CRA Act Section 12 (b)(2))

Conformance with Workable Program

The Jackson Revitalization Strategy/Community Redevelopment Plan – Center City District 1 conforms to the Jackson Revitalization Strategy/Community Redevelopment Act Workable Program document dated February 2009. The Center City District 1 redevelopment area satisfies the criteria for creating a redevelopment plan and establishing a redevelopment district as set out in the Workable Program. The criteria are finding sufficient presence of slum, blight, and a shortage of affordable housing/housing for the elderly. Within the Center City District 1 area there are areas of slum with a predominance of dilapidation, deterioration and obsolete buildings; inadequate open spaces; conditions which are conducive to ill health, juvenile delinquency and crime; and is detrimental to the public health, safety, morals and welfare. Conditions of blight are present with defective and inadequate street layout, faulty lot layout, deterioration of sites, and a substantial number of slum, deteriorated, and deteriorating structures and conditions which endanger life and property as well as the sound growth of the community and its health, safety, morals and welfare. Finally, an inadequate supply of safe and affordable housing for residents of low and moderate incomes and elderly populations is found within the area, insufficient to support the needs of the population within the area.

The Community Redevelopment Plan also specifically incorporates elements which build upon the recommendations from the Workable Program, including revitalization strategies such as code enforcement, infrastructure repair/completion, site acquisition for private redevelopment, creating development guidelines and adjusting neighborhood zoning, public safety initiatives, youth programming, community organizing, creating new housing development opportunities, and providing incentives for housing rehabilitation and redevelopment. In so doing, this Community Redevelopment Plan furthers the goals and strategies set out in the Workable Program.

Maximum Opportunity for Private Enterprise

Key to the implementation of the Community Redevelopment Plan is the participation of private enterprise in creating many of the elements of the plan. Private enterprise should be solicited to build infill housing on vacant lots, construct single-family and multi-family affordable housing and elderly housing, redevelop underutilized property for commercial or residential uses, promote child welfare by including parks, recreation and services within new projects, create and enhance small business with new retail and commercial opportunities. The Plan anticipates the creation of a Land Bank from which private enterprise can acquire properties for development. Also, the CRA can make financial incentives available to private individuals or developers to provide affordable housing, parks and recreation, or other elements in accordance with the recommendations of this Plan. The City of Jackson can also provide expedited approvals or increased development limits if projects by private enterprise activities are designed and constructed with this Plan. (CRA Act Section 4 (a))

Chapter Four: Neighborhood Plan



Community Redevelopment

In this chapter, we shall describe the specific projects and initiatives that the CRA may undertake as part of its own efforts, in partnership with others, or simply be in support of as a party interested in revitalization of the City of Jackson.

The planning process for the Community Redevelopment Plan was conducted over a four month period and included several meetings with key officials, stakeholders, and the public. What resulted was a “dream scenario” by the community, a wish-list of changes which could be done to improve the study area. It is clear that not all ideas generated during the public process is intended to be the responsibility of the CRA to execute, rather here we describe the full range of ideas as a reference to help aid future decision-making in evaluating proper projects or programs to administer in order to achieve the level of revitalization that the community desires. Following this description, the specific priorities that the CRA ought to establish in order to accomplish the vision will be detailed. (CRA Act Section 14 (1))

Planning Process

Following the adoption of the CRA Workable Program report, the design team began a public planning process which included several steps along the way from analysis, through understanding, to recommendations. Throughout the process key officials, stakeholders and the public were engaged to influence the final recommendations. The Community Redevelopment Plan reflects this involvement and builds upon the prior work undertaken before it.

The process began with a review of the existing conditions of the study area, analyzing the patterns of land use including a brief reconfirmation of the findings of the Workable Program report. This was in an effort more fully document the study area beyond the windshield survey process, taking photographs, researching specific sites, etc. From this the detailed neighborhood maps and analysis drawings were created from which the designs would later emerge. Several of those maps are shown here.

The team then conducted a two-day public workshop at Jackson City Hall, consisting of interviews with local officials and key stakeholders in the area (a full list of attendees is included in Appendix C) to solicit their particularly insightful input. Simultaneously, the design team completed their analysis work and began the master plan drawings. A public meeting was held where input was given to the design team.

Following this workshop the design team prepared a set of design principles, strategies and initiatives to help guide the design of the neighborhood master plan. The team returned to Jackson to present the guiding principles and master plan in draft form to the public. At that meeting we again received very insightful feedback from the public which allowed the team to refine the principles and master plan so as to prepare this document.

Analyses

Building up on the work completed in the CRA Workable Program, LRK extensively investigated the study area by taking photographs, documenting the location and use of buildings, property ownership, existing land uses, and noted the condition of the physical environment. From those observations a set of base maps and analysis drawings were created that enabled ourselves to understand the particular challenges and underlying structure of the neighborhood. The types of analysis maps created were: street network map, figure-ground map,

topographical map, institutions, government, and open space map, residential use map, and intersection study map (see Appendix E for maps).

Building upon prior studies and the analysis, the team could identify particular areas of strength and weakness, beginning to target possible development opportunities that work to eliminate problems while building upon the best assets. With this method the master plan is most likely to create the best atmosphere for revitalization in the places where it is needed the most.

Public Input

During the process stakeholders, community leaders, and members of the public were invited to provide their input as to the Community Redevelopment Plan for the study area. At the end of the second day of the Design Workshop, a public meeting was held and attracted over 45 participants. At that meeting the team presented its initial findings and engaged the participants in two exercises: an open comment session where all sorts of ideas were suggested, and a mapping exercise where participants placed red and green dots to represent the physical locations where community assets or issues were present. These exercises were very useful to the design team in that they directed our efforts to the right issues in the right locations.

Many of the comments received were in general agreement and focused on the following topics: improved streetscapes, new and improved parks and open spaces, safety, good community image, code enforcement, historic preservation, continued support and improvement to Downtown. (Please refer to Appendix C for a complete list of public comments.)

The mapping exercise was based around the public placing colored sticky dots on maps, red dots indicating areas of weaknesses or problems that need to be addressed, and green dots where community assets and strengths were located. This indicated a pattern wherein the strengths of the green areas should be expanded and linked together, overcoming the red areas with investment and focus. The key assets/strengths were identified with green dots. Some of these include: Jackson-Madison County General Hospital, Lane College, Lambuth University, Jackson Central Merry High School, Madison Academic Magnet School, Tigrett Middle School, Arlington Elementary, Downtown Jackson area, Carl Perkins Civic Center, Jackson Madison County Library, historic homes, Northwood Street, the Ned R. McWherter West Tennessee Cultural Arts Center, Lambuth Area neighborhood, and Campbell Lake. Problem areas or weaknesses were identified with red dots. Some of these include: Hollywood Drive, Hatton Street, industrial areas, neighborhoods east of Highland Avenue, and Alex J. Leech Criminal Justice Center. The results of the mapping exercise with red and green dots are shown in Figure 4.1 on the following page.

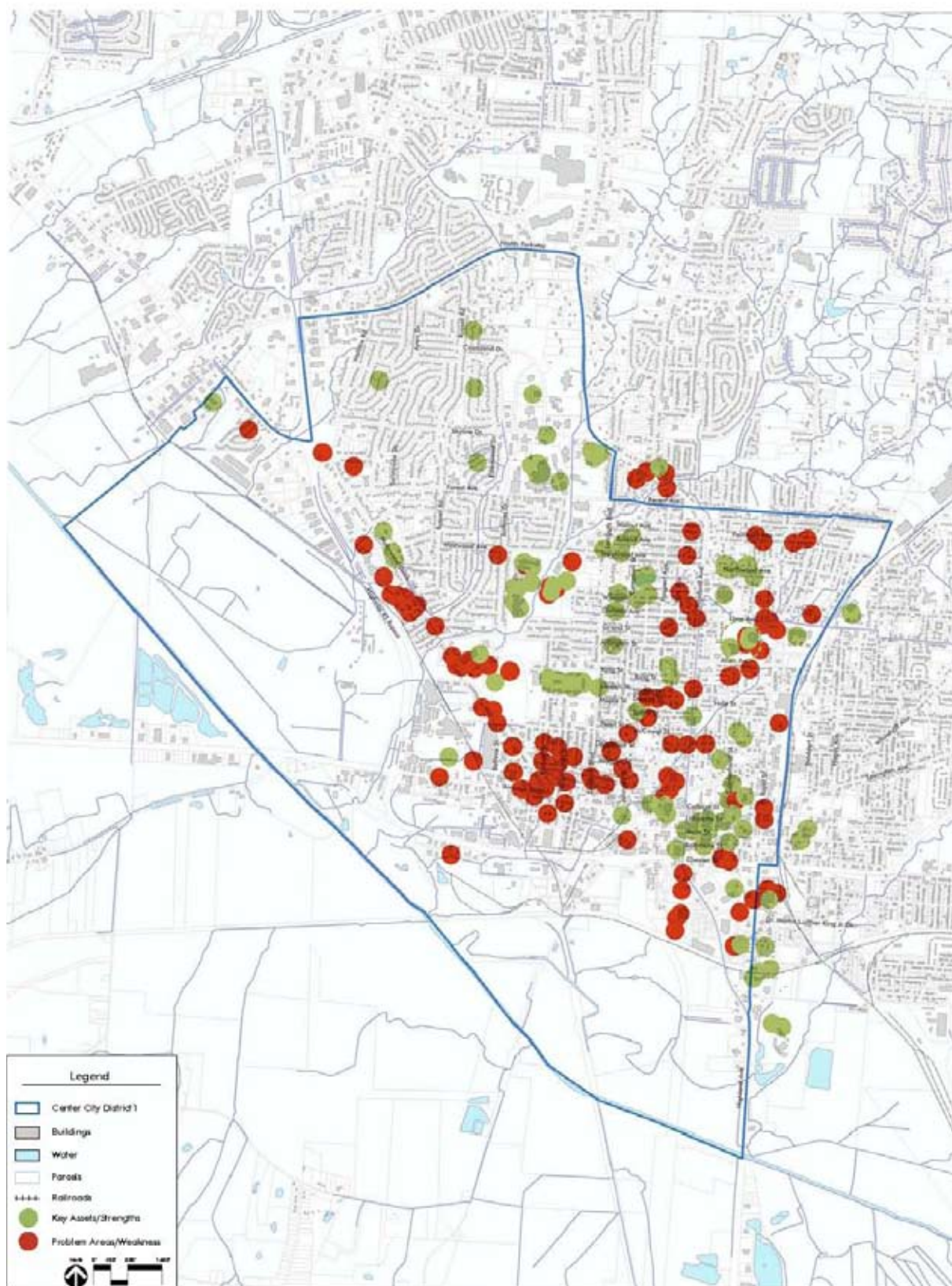


Figure 4.1 – Center City District 1 Public Input Dot Diagram

Foundation of the Community Redevelopment Plan

The Community Redevelopment Plan has not been based upon simply a collection of redevelopment projects without a broader goal or overarching idea. To effect real change in the neighborhood, each initiative should be based upon the ones that came before, a supporting role in a series of steps which result, in total, the revitalization of the community. As such, the team devised a set of Guiding Principles which, if followed, has a high likelihood of creating the kind of sustainable, vibrant, safe and desirable neighborhood that citizens spoke of. These principles are general in nature, spelling out the basic directions for the CRA to conduct their activity, but need to be spelled out in more specific strategies for revitalization – the manner in which one should act to achieve the principle. The third part of this revitalization structure is initiatives – specific action items which if accomplished will be part of a successful strategy to achieve the principles of healthy community building. On the maps we've identified the locations where these initiatives should be pursued in maximum effect. Therefore we present the Principles, supported by several Strategies, built of clearly identified Initiatives, which should be focused in particular areas.

Principles, Strategies, and Initiatives

The following represent certain considerations that should be made in the practice of development and used as measures of success of projects and proposals in meeting the desire of creating a quality neighborhood in the Center City District 1 planning area.

Principle: Create new development opportunities.

Strategy: Create a Land Bank for the acquisition/disposition of property.

In an effort to make redevelopment of underutilized properties easier, a Land Bank should be established to acquire vacant properties, properties with unfit structures, and tax-delinquent properties. The Land Bank should make available properties for redevelopment, housing rehabilitation and renovation, and for assembly with other key properties for more significant redevelopment projects. This Land Bank would be a revolving pool wherein proceeds from the sale of property would be available to acquire more property.

Strategy: Support the expansion of Jackson Central Merry High School.

The potential future expansion of Jackson Central Merry High School is feasible in several configurations around its current campus. The continued presence of the High School would benefit the neighborhood, as would suitable development nearby to help solidify its location within the community.

Strategy: Support Downtown as regional destination.

Downtown Jackson remains a central location for jobs, culture, entertainment, and unique dining and retail opportunities. Investments over several years have stabilized the CBD and investment efforts should continue to create new commercial, retail, civic and residential development opportunities within the Downtown area and nearby which capitalize on decades of progress.

Strategy: Build upon the healthy living aspects near Downtown.

Unique regional attractions, such as the Farmers Market and the nearby Central Creek Redevelopment Area, should be developed to bridge the gap between the Downtown core and the residential neighborhoods to the north using its unique qualities and highly visible location. This area seems natural as an early demonstration of the potential for positive redevelopment.

Principle: Establish the financial tools that are needed for revitalization.

Strategy: Utilize neighborhood stabilization programs to increase home ownership.

Key to the long-term sustainability of a residential neighborhood is a large and strong base of homeownership. Incentive programs and training can make home-ownership easier for first-time home owners, as would programs for the rehabilitation or recovery of homes that are currently disused, rental, or could be converted back to single family use from being subdivided for rent. Also, home buyer down payment assistance programs could provide loans (\$10,000, for example) to those needing help to make the down payment for buying a home.

Strategy: Utilize Tax Increment Financing (TIF) tools to spur investment.

As a tool used expertly in other cities, Tax Increment Financing (TIF) is a method that could be utilized to spur development of qualifying projects that otherwise might not occur. TIF funding mechanisms ought to be enabled to be used for specific projects which demonstrate a positive return to the community, through increased economic activity, increased property values, or stabilization of vulnerable neighborhoods. Both City and County support should be pursued to guarantee maximum effectiveness and success of the program.

Strategy: Local and small business participation.

Coupled with residential stability, the creation of new business and the retention of dollars in the local economy create a multiplying effect. Wherever sensible, participation by local and small business should be encouraged.

Strategy: Pursue funding sources of all types.

To the maximum extent possible, additional funding sources should be pursued to leverage existing funds and investments. Examples may include foundations, state and federal grant programs, corporate support, in-kind donations, and leveraging the private sector such as banks, insurance companies, and mortgage lenders such as: Federal Home Loan Bank of Cincinnati, Atlanta, and Dallas, United States Department of Housing and Urban Development, Economic Development Administration, and the United States Department of Energy.

Principle: Stop housing decline with maintenance and improvements.

Strategy: Continue code enforcement activities to bring housing conditions up to standard.

Efforts spearheaded by the Safe Neighborhoods Task Force (see Appendix: D for a list of streets involved in Neighborhood Sweeps) and the establishment of the Environmental Court are proving effective and should continue. Targeted enforcement of poor housing conditions should result in a rising of living standards for all.

Strategy: Maintain and/or improve important landmark buildings.

Aim to stabilize, improve and maintain some of the most visible buildings in the area, such as local churches, institutions, and community buildings such as Mother Liberty CME, St. Louis, First Methodist, Westwood Fire Station, and the Greyhound Terminal. Well-kept high profile buildings encourage maintenance in their surroundings.

Strategy: Pursue targeted demolition, if necessary, of structures beyond reasonable repair.

Where unfeasible to rehabilitate, the demolition of certain structures must be done. Burned, structurally deficient, or sub-standard construction of homes may require demolition to make way for redevelopment of the vacant parcel. Left alone, uninhabitable structures have a negative effect on the neighborhood, discouraging investment and encouraging crime. During the initial redevelopment the following streets will be targeted: Farrar Street, Wells Alley, Johnson Street, Hatton Street, Gordon Street, Morgan Street, Lambuth Boulevard, North

Liberty Street, East Deaderick Street, Hale Street, Cumberland Street, and Prince Edward Street.

Strategy: Create homeowners assistance programs for recovery and rehabilitation of run-down housing.

Look to programs from other cities for ideas for housing recovery, rehabilitation or renovation assistance. Maintenance of homes for low- and moderate-income families who cannot keep up with necessary repairs of older homes may also be necessary. Several local churches have expressed interest in helping homeowners maintain their property for the betterment of them and their neighbors.

Strategy: Create design guidelines and development standards for new construction to be compatible with community character.

Ensure that any new development is compatible with the character of the local area and its architecture, so that neighborhoods grow back to full strength, not be undermined by the introduction of inappropriate “standard” house plans, materials or “cheap” housing which are not compatible with the surroundings. Improper designs and development can inhibit the growth potential or values of many nearby lots, offsetting the impact of the development. Use appropriate regulations, guidelines and incentives to prevent negative reinvestment.

Strategy: Support the creation of master plans for the major institutions in the area.

The best laid plans of the neighborhood could be undermined by uncoordinated planning by the major institutions, and vice versa. Any planning should involve both the institutions (Jackson-Madison County General Hospital, Lane College, Lambuth University, Jackson-Madison County School System, First Baptist, First Presbyterian, Skyline Church of Christ, Zion Church, Lambuth Memorial United Methodist Church, City Hall, and Downtown) and the neighborhood with the aim of creating win-win situations.

Principle: Promote safety and health through physical design features.

Strategy: Create new or improved gateways to the neighborhood at key visible locations.

Gateways are the moments at which one recognizes that you’re entering into a new area, distinct and different from where you just came. These places of transition are the first impressions of the visitor and say a lot about the kind and quality of the community. One such location is along North Highland Avenue heading south at North Parkway – retail centers and commercial parking lots make way for towering trees and residences – and should express that one is entering Jackson’s historic neighborhoods and approaching Downtown. Continuing to head south at Hicksville (Highland Avenue between Forest Avenue and Lambuth Boulevard, just outside the study area but nonetheless important) one encounters the first small neighborhood center for the area. Along Airways Boulevard and Hollywood Drive, retail and industrial arteries passing through the neighborhood have a great impact on the perception of the area with their streetscapes, signage, condition and uses. Similarly, the approach to Downtown from South Highland Avenue and from the By-Pass provides for limited connections, and at those intersections there are few, if any, indications of the assets of the community. By improving these key gateways into the area through streetscape treatments, signage, landscaping, new buildings, reconfigured intersections, etc. can help promote the pedestrian, historic and positive qualities of the neighborhood.

Strategy: Make new connections into the neighborhood.

Where possible, new connections from adjacent neighborhoods or major arteries would be beneficial to the neighborhood by making it more accessible, decrease traffic congestion, and

provide opportunities for new and better entrances to the area. One such example is a possible extension of Arlington Avenue westward past Hollywood Drive to a new intersection at the US Hwy 45 By-Pass. This would accommodate a new, more direct, approach to Lambuth University – one of the area’s key assets. Likewise, this new intersection could be more pedestrian friendly to connect the area to the Forked Deer River area through new public parks, natural areas, and trails alongside the creek, reaching far back into the center of Jackson.

Strategy: Orient buildings towards public spaces to create “Eyes on the Street/Park.”

Wherever possible, public spaces and streets should have buildings facing onto the public areas. This strategy, sometimes called “eyes on the park” or “eyes on the street,” is used to promote passive security of public places by those who live or work nearby. The design of public and private buildings should orient them to the public space with windows and other features to provide the feeling of passive surveillance.

Strategy: Screen views of parking and private areas from public locations.

Similar to above, private yards, parking and service areas should be screened from public view. This will help promote a feeling of quality in the neighborhood, but also help prevent unwelcome visitors from easily accessing private or unwatched areas behind buildings, in open parking lots, or other areas where the public does not belong. Crime most often happens in semi-private areas which are unsecured or left unwatched, so screening and access control will help reduce the locations where crime could occur in the neighborhood.

Principle: Improve the community’s image through promotion and activities.

Strategy: Operate visible security patrols.

Perception is reality when it comes to community safety. To address feelings of unease in the community conduct regular security patrols in a friendly yet concerted effort. Bike patrols, neighborhood watch, or other less aggressive methods can promote safety and comfort without reinforcing an image that the neighborhood is not safe to begin with.

Strategy: Promote neighborhood pride through marketing, signage, and way-finding.

Use physical signs to display community pride and hospitality. Banners, signage and landscaping can reinforce positive community image. Clear and well-designed way-finding signage will assist visitors with navigating the area, such as newcomers to the Universities to visitors to the Medical Center. These measures will help ease anxiety by outsiders and make the area more accessible.

Strategy: Attract visitors with activities or festivals at various times throughout the year.

Continue to promote the area through regular events around the year, aimed for both residents as well as those from outside the neighborhood.

Strategy: Actively work to change real estate agent perceptions of the neighborhood.

Real estate agents are often the first local residents that newcomers meet when moving to town. Their perceptions often color the views of others and may discourage those who would otherwise find the area desirable. Host meetings or tours with agents who are in a position to promote a positive image of the community to those new to the area.

Strategy: Target groups of people who may become new residents in the area

Many inner-city neighborhoods have been found to be most appealing to those without the typical demographic profile. Target promotion and activities to those who have the greatest propensity to live in the area: young professionals, first-time home buyers, students, empty-nesters, and employees of local businesses such as the Hospital.

Principle: Focus neighborhoods around central places and a mix of activities.

Strategy: Create clear centers and edges to each neighborhood.

Most traditional neighborhoods have within them some central feature or place, such as a main street, civic building or park space, around which the residential areas are gathered. These central places are usually where a number of different activities take place near, all within about a 5-minutes walk of most residents. Existing central places should be reinforced and invigorated, with the densest development nearby and transitioning to the less intensity towards the edge of the neighborhood.

Principle: Strengthen community assets by making clear and strong connections.

Strategy: Provide a continuous pedestrian network between destinations.

Where present, repair broken sidewalks and install handicapped accessible ramps at crosswalks. Where missing and possible, install new sidewalks on both sides of the street to create a continuous network. Make pedestrian connections to creek-side trails, walking trails, paths in parks, etc.

Strategy: Improve safety and community image through complete streetscapes.

Install pedestrian-scaled lighting, benches, trash receptacles and landscaping/street trees to complete the pedestrian experience in key locations. Where appropriate, install curb and gutter to control drainage and create a clear distinction between street and yard. Utilize special paving or other markings at major intersections. Focus streetscape improvements first along major streets and the most visible minor neighborhood streets.

Principle: Improve quality of life through parks and recreation.

Strategy: Improve existing parks & playgrounds.

Capitalize upon and promote the use of existing recreation assets in the community. Existing public playgrounds such as the one between Tigrett Middle School and Arlington Elementary School, or in Conger Park should be improved to modern standards. Private yet accessible play areas, such as at Zion Church, should be improved and made available to the community wherever possible. Park spaces such as the Campbell Lake and Conger Park should be continued to be maintained or improved if needed. Improve accessibility to these existing areas within the neighborhood.

Strategy: Create new parks & playgrounds where none are locally.

In general, parks and play areas should be within a few minutes walk from the majority of the residential areas of a neighborhood. Small park spaces should be located within 2-minutes walk of many residences, and larger parks or civic squares should be within 5-minutes walk of most of the neighborhood. Proximity and easily walkable routes between the residents and the park spaces will promote use, healthy access, and often result in increased/stable property values.

Strategy: Enhance natural features to become recreational opportunities.

Recreation and park areas can also be located along major natural features, such as the many creeks which pass through the study area. These linear features could become accessible within a short distance from many parts of the community. Erosion control and banks stabilization programs should incorporate park-like features and paths so that the required investment pays dividends to the entire community as a public asset. A network of walking trails and sidewalks should be created to connect portions of the neighborhood with special places, such as the University of Tennessee Agricultural Extension lands, the Forked Deer River, and other areas, allowing residents to take advantage of the regions unique assets.

Principle: Ensure there are housing options for all stages of life.

Strategy: Target a mix of housing options, both rental and for sale, in different densities/forms.

Sustainable neighborhoods are created when there are opportunities for people in all stages of life to settle in the area. Housing opportunities should support all stages of life, including: the first apartments for students and young professionals; initial homeownership in the form of small condominiums, duplexes or townhouses; single-family homes for young couples or families; larger homes for growing families; accessory apartments or carriage houses for the aging live-in relative; and housing for the elderly including assisted living facilities. By providing a full range of housing options, it is possible for someone to find the right place for themselves without having to leave their community and neighbors behind. Aim to provide a range of housing options in each neighborhood.

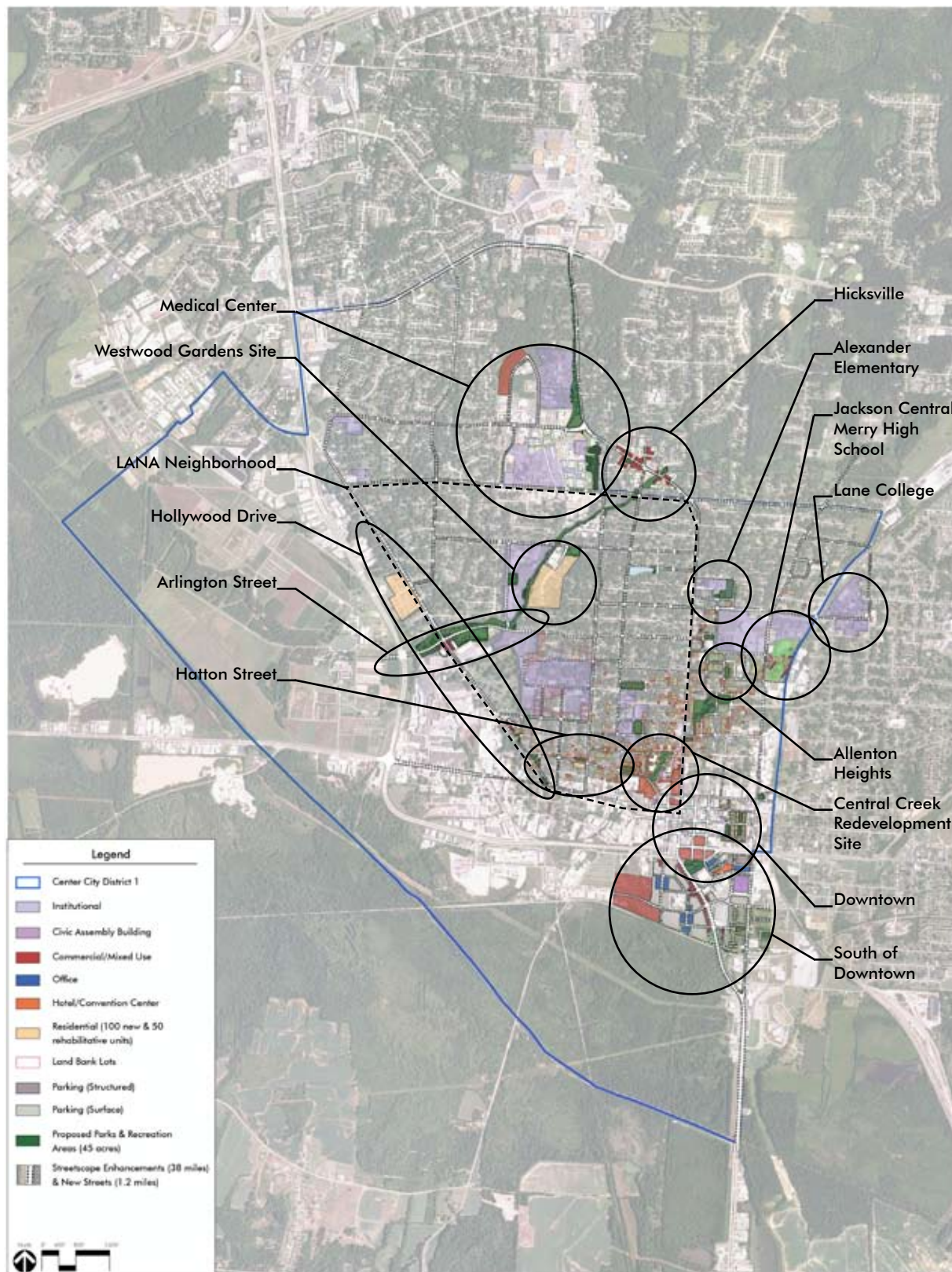


Figure 4.2 – Center City District 1 – Areas of Focus within Community Redevelopment Plan

Specifics of the Community Redevelopment Plan

Now that the principles, strategies and certain initiatives have been laid out, the recommendations of this Community Redevelopment Plan now must take physical form in the study area. In the following pages maps of various parts of the physical plan are laid out and described. We acknowledge that not all parts of these recommendations are within the purview of CRA, rather these images lay out the end result of the work of the CRA, the City, Jackson Housing Authority, private developers, homeowners, and others in working together to transform the area in partnership with each other. The CRA's role, therefore, is to identify the initiatives and projects described here which are in line with its purpose, and to help make the tools available to make these community enhancements real.

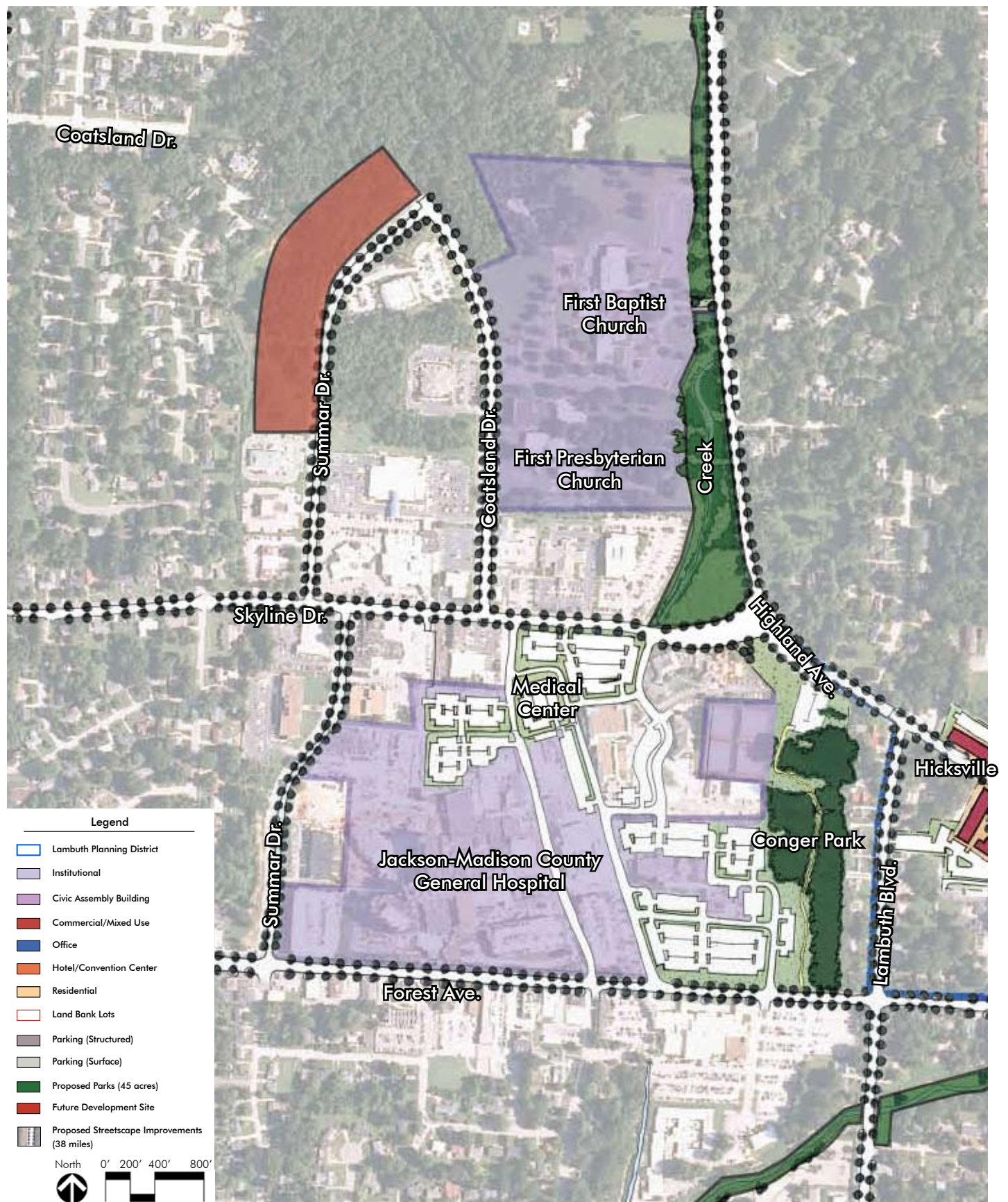


Figure 4.3 – Center City District 1 – Medical Center Area Plan

Midtown: Medical Center

In the northern reaches of the study area, the Medical Center, including the Jackson-Madison County General Hospital and adjacent medical offices, dominates as the largest employer in the region. The environment is dominated by large expanses of cars and parking with the smaller medical office buildings seemingly haphazardly placed in unconnected outparcels. In order to create a more pedestrian-friendly environment within the parking areas, organize parking into “parking rooms” where landscaping, sidewalks, and clearly organized access drives create an easier to navigate facility and provide shade and protection to employees parking in the farther reaches. Connect the hospital and medical offices better to Conger Park, so as to take advantage of the park as a healthy lunch-time destination just a short walk away for employees, or a place for family members to escape from stress and anxiety. Improved streetscapes (street trees, sidewalks, etc.) along the major roads – Highland Avenue, Skyline Drive, Forest Avenue, Lambuth Boulevard, as well as minor roads of Summar Drive and Coatsland Drive will make the entire Medical Center more easily accessible by foot from nearby neighborhoods, to Hicksville, and also by motorists passing through the area. Along the creek that follows Highland Avenue in front of First Baptist and First Presbyterian Churches, a linear greenway or park could be created to improve this prominent gateway into the center of Jackson.

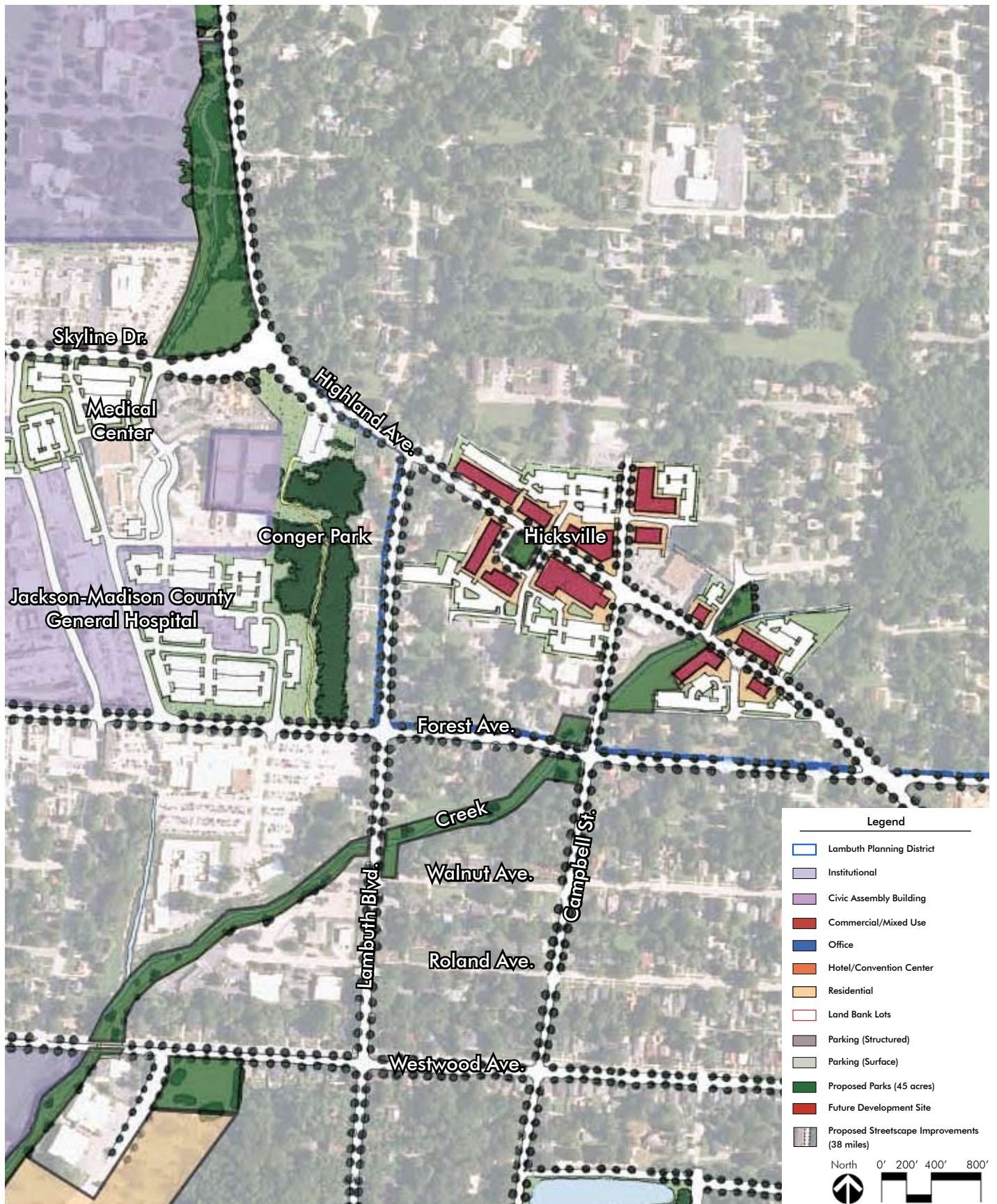


Figure 4.4 – Center City District 1 – Hicksville Area Plan

Midtown: Hicksville

Although technically outside the study area, the retail area known as Hicksville was deemed important to the Medical Center and neighborhoods that are within the study boundary. The potential of the Hicksville area is as a small neighborhood-oriented shopping, dining and entertainment area catering to residents, day-time workers and visitors to the Medical Center, and to the student populations at both Lane College and Lambuth University just a short distance away. In a manner, Hicksville is one of the most natural opportunities for a university-centric town center. Several of the existing buildings are not up to current retail standards and so redevelopment is likely (as evidenced by Walgreen's replacing their previous building with a new prototype). As redevelopment occurs, the result should be like a small town center, perhaps with a town square for events and gatherings, with buildings facing Highland Avenue and parking behind the buildings. On-street parking should be encouraged wherever possible. A stop light at Campbell Street may be needed in addition to the Lambuth Boulevard and Forest Avenue stops. Sidewalks should make walking from the Medical Center, neighborhoods or the campuses easy and comfortable, as would proper lighting, signage, landscaping and street furniture along major streets. The creek that flows through the Hicksville area should be stabilized and investigated to see if a linear park or trail system could be introduced alongside the creek.

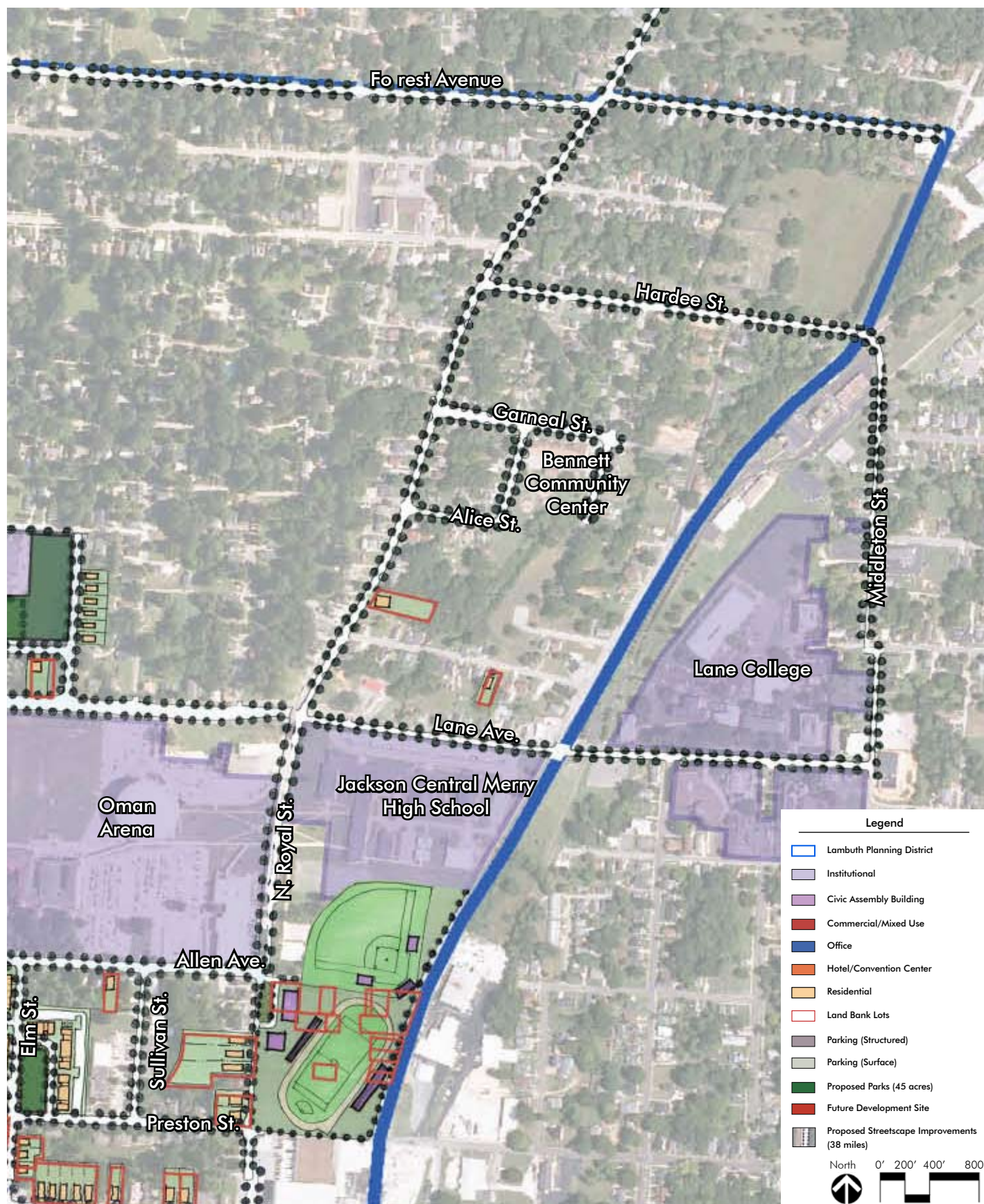


Figure 4.5 – Center City District 1 – Lane College & Jackson Central Merry High School Area Plan

East Jackson: Lane College & Jackson Central Merry High School

Lane College is experiencing growth amid enrollment increases and the desire to house more students closer to campus. While technically adjacent to the study area boundary, clear and easy connections to the campus area should be made with improved streetscapes along Lane Avenue, Middleton Street, and Hardee Street, as well as a system of branded way-finding signage around the campus, along major streets leading to the campus, as well as signs along Highland Avenue to Interstate 40 and the By-Pass. The campus itself should be clearly marked with landscaping, low walls, or other features which distinguish the institutions grounds from the surroundings. As Lane College continues to grow, the need for a coordinated master plan for the campus and nearby residential areas are critical to ensuring Lane can grow without detriment to the neighborhood, and that the nearby residents benefit from the presence of the college institution.

Around Jackson Central Merry High School, the potential does exist for expansion of that facility to bring it up to similar stature as other schools in the region, without having to relocate it to another part of the city. Several options exist to create athletic fields adjacent to the facility, including an expansion southward along North Royal Street to Preston Street where new football, track and baseball fields could be located along with other facilities. Other options include locating fields north between Lane Avenue and Garneal Street and connecting to Bennett Community Center at that location. The third option expands the facilities westward across Royal Street, replacing Oman Arena with sport fields connected by the existing walkway. This option requires the replacement of the Oman Arena with a similar facility elsewhere – perhaps in a location closer to Downtown.

The Jackson Housing Authority is also looking at the potential for rebuilding the neighborhood south of the JCM campus to provide needed affordable housing options.



Figure 4.6 – Center City District 1 – Jackson Central Merry High School Athletic Fields Option B Plan



Figure 4.7 – Center City District 1 – Jackson Central Merry High School Athletic Fields Option C Plan

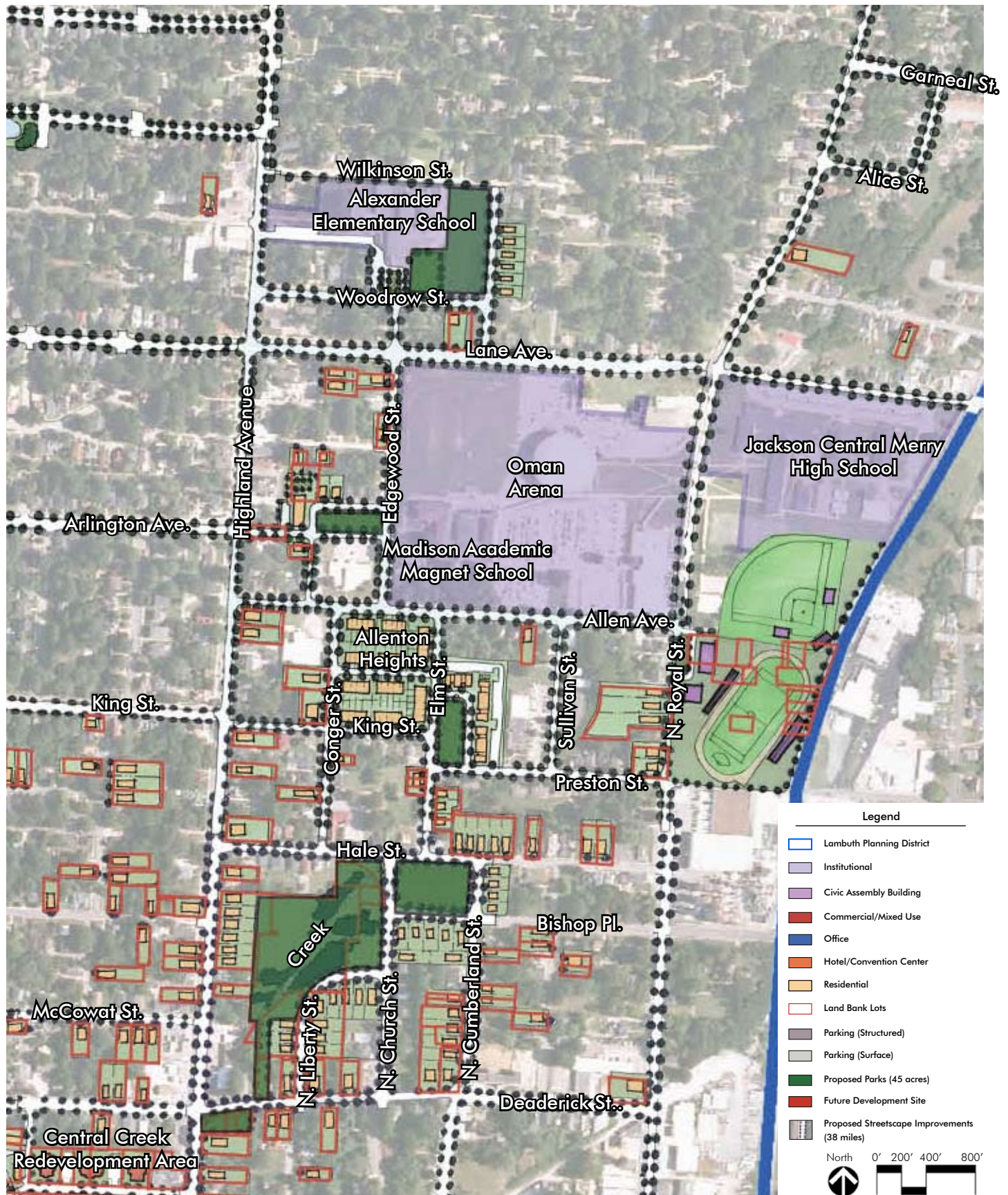


Figure 4.8 – Center City District 1 – Alexander Elementary and Allenton Heights Area Plan

East Jackson: Alexander Elementary & Allenton Heights

Alexander Elementary is conveniently located within the neighborhood however one-way drives and streets make it difficult to approach the front door. Woodrow Street should become two-way and Edgewood Street should terminate on the side entry of the school instead of being blocked by the playground area. Rather, Edgewood Street should terminate in a welcoming plaza or park space with the playground to its east. Several lots nearby are ripe for acquisition and should be redeveloped into school and park-facing homes. Signage acknowledging the presence of Alexander Elementary should be placed along Lane Avenue. Streetscape improvements in the area are also appropriate.

Immediately west of Oman Arena is the Allenton Heights public housing project. The units are old, not air-conditioned, and small (490 to 735 s.f. for 1 to 3 bedrooms). Replace existing housing development with new townhomes and apartments. Current thinking indicates that the site could be redeveloped into a mix of single-family attached and small apartment buildings, with units having features of more typical market-rate apartments like integral laundry and storage. Site design should also incorporate private rear yards, front porches, and on-street parking which are hallmarks of the traditional design of Jackson's neighborhoods. A small park space can be incorporated near King Street, creating a children's play area which is visible and safe. Elm Street should be extended through the site to Allen Avenue and former Madison Academic Magnet High School.

The first phase of the replacement of Allenton Heights will be the construction of new multifamily housing and single family housing by the Jackson Housing Authority utilizing low income tax credits. The multifamily component will be on the west side of North Royal, north of Preston Street. The single family component will be on scattered sites predominantly on the east side of North Royal, north of Preston Street.

South of Preston Street several infill residential lots could be made available for new single-family dwellings facing Preston Street or Hale Street. Those on Hale Street could join others facing a new park between Hale, Bishop, North Church, and North Cumberland Streets on a block where only a handful of buildings remain (one of which is a questionable retail store). This would create a community park space with "eyes on the park" and tie into park space and trails along the creek south of Hale Street. North Liberty Street could be made to connect with North Church Street and have residential development where several vacant and boarded up homes are today.

Several streets need upgrading of sidewalks, street trees, lighting and other streetscape elements, especially those which connect the various parks, schools and new developments together.

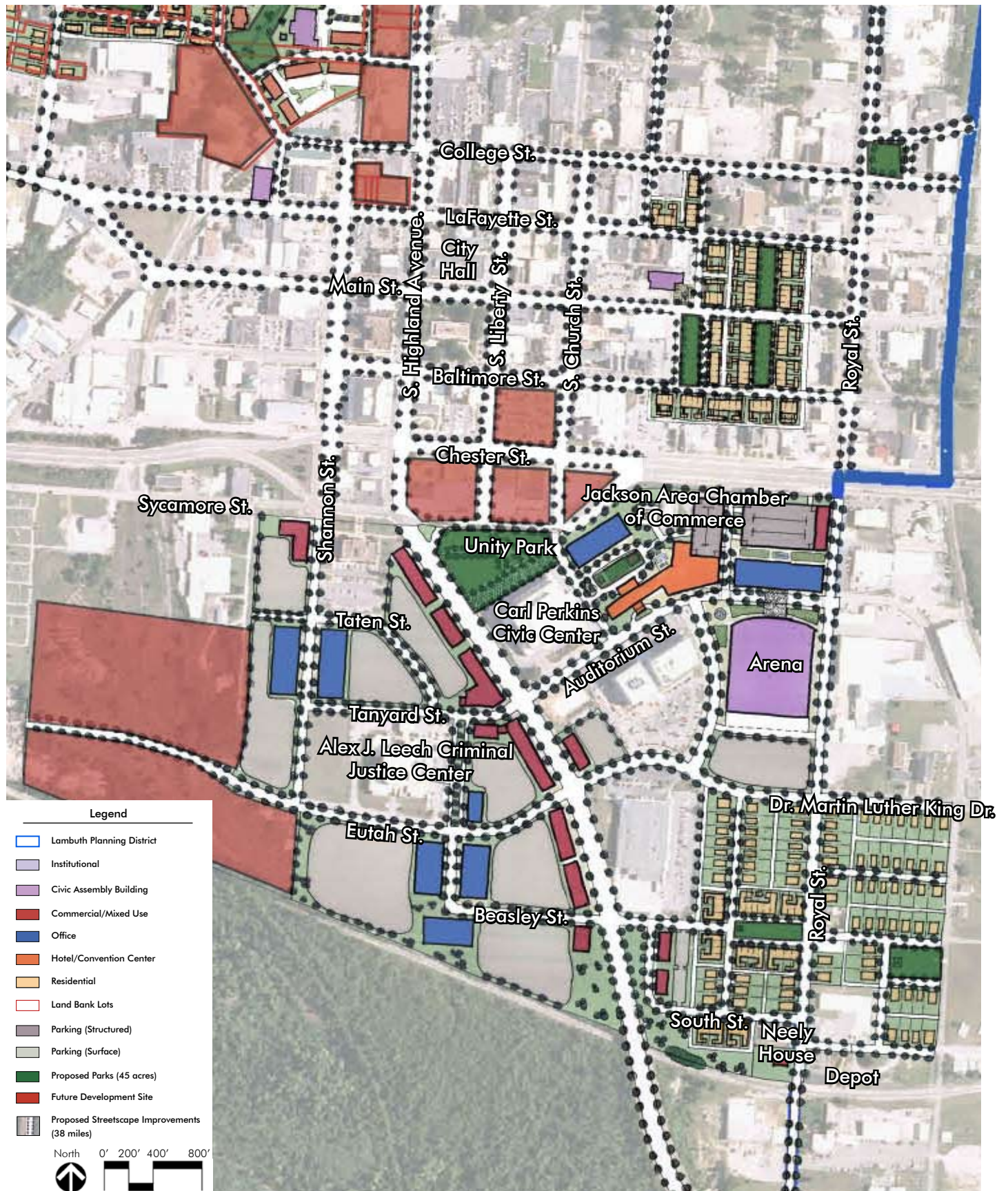


Figure 4.9 – Center City District 1 – Downtown and South of Downtown Area Plan

Downtown & South of Downtown

Downtown Jackson is the heart of the region, and an integral part of the success or failure of the neighborhoods which surround it. Efforts have been made for years to bolster Downtown's attractiveness, especially following damage from the tornadoes in 2003 and 2008. The Urban Land Institute study and subsequent efforts by the Jackson Downtown Development Corporation have made considerable headway. Continued effort should be made to provide incentives and reasons for businesses to move downtown from the fringes of the city. Development parcels, renovated spaces, public enhancements, parking, and adequate services must continue to be made in order to attract a critical mass of activity.

Downtown can also become more of a neighborhood unto itself just as many other cities have turned towards in order to create vitality 7-days a week. East of the core, between Church Street and Royal Street, several underutilized properties could become a downtown residential area with denser urban-style living choices such as attached townhomes, small condominium buildings, with parks and open spaces nearby. These urban residential options would be within a few minutes walk of downtown businesses, dining, entertainment and cultural facilities. Such an environment could appeal to urbanites from outside Jackson, young professionals, empty-nesters and others desiring to live a less car-dependent lifestyle. Streetscape enhancements in the core of Downtown should be extended to this new residential area if developed.

South of Chester Street is the Carl Perkins Civic Center area, an area of limited activity and seemingly distant from the core of Downtown, cut off by the Chester Street By-Pass and traffic from South Highland Avenue. Streets are wide, not pedestrian friendly, and many of the uses are industrial or service-oriented. Surface parking and a suburban pattern of development dominate. Improvements to the area could spur development if several streets and blocks were incorporated, reorganized and better utilized. Unity Park should be better connected to the Carl Perkins Civic Center, perhaps re-routing traffic from South Highland Avenue turning onto Highway 70 to the north side of the park, eliminating a barrier between the park and building. A hotel with conference/convention rooms could be located adjacent to the Carl Perkins Civic Center along with parking structures and new mixed office/retail buildings to create a center for business meetings, civic events and activities within close walking proximity to each other and Downtown dining and entertainment. Likewise, a replacement for the Oman Arena (proposed in one scheme for expanding Jackson Central Merry High School) could be located along Royal near the Carl Perkins Civic Center and share use of the parking areas which have been consolidated into garages. Within a short distance to the convention center/hotel, the new arena and a new entry to the Jackson Area Chamber of Commerce building could become part of a larger ensemble to attract regional events. Easy access to this area may require one or more intersections to be improved with crosswalks, stop lights and signage, along with pedestrian enhancements such as street trees for shade and sidewalks.

West of Highland Avenue is the Alex J. Leech Criminal Justice Center (CJC) surrounded by blocks of vacant or underutilized buildings. However attractive, the negative impact of barbed wire, fences, parking and prisoner transfer at all hours makes this area difficult to develop for residential or office development. It is more likely that city and county services displaced by development east of South Highland Avenue, along with industrial or warehousing uses be located here. To make the area more palatable for development, a regular series of streets and blocks, with connections back to South Highland Avenue at four-way intersections with stoplights would be needed. Easier and more obvious access to the Alex J. Leech Criminal Justice Center would be created with an interconnected network of streets, buildings facing the streets and parking located behind the buildings. Retail

development may be possible along South Highland Avenue whereas civic or industrial uses are appropriate along Shannon Street, Tanyard Street, and others. Ultimately an extension of Eutah Street should be made to the east and connect with Dr. Martin Luther King Jr. Drive.

South of Dr. Martin Luther King Jr. Dr. along Royal Street are several blocks that are currently vacant due to the damage incurred by the tornadoes. New residential development, from single-family homes to townhouses or apartments, would be possible if focused around the Depot and Neely House. Future extension of this residential eastward would be appropriate. Additional restaurants or neighborhood retail services would help support the residential area, as would a sensible pattern of streets, sidewalks, trees and other pedestrian facilities.

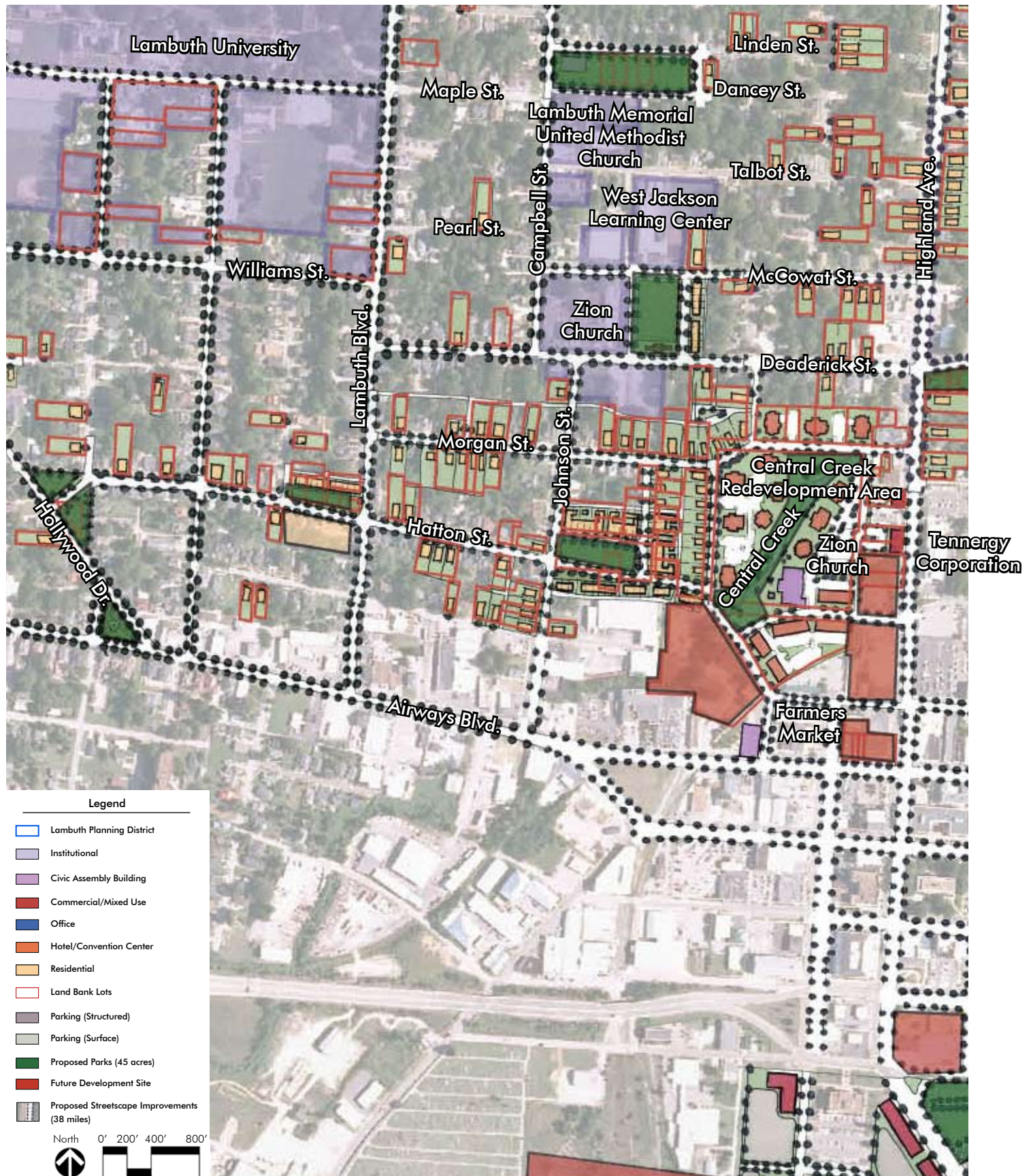


Figure 4.10 – Center City District 1 – Central Creek Redevelopment Site, Hatton Street, Hollywood Drive, and Lana Neighborhood Area Plan

West Jackson: Central Creek Redevelopment Area, Hatton Street, Hollywood Drive & LANA Neighborhood

Immediately northwest of Downtown is the so-called Central Creek Redevelopment Area. Located just north of the Farmers Market, this 17-acre area is currently vacant and an excellent opportunity for a high-impact development given its proximity to Downtown, frontage along Highland Avenue, and ability to tie into nearby successes like the Farmers Market, the Tennergy Corporation building, and the resurgence of Downtown. Possibilities include residential, retail, office and other neighborhood-related services. Improvements to local streets and infrastructure, restoration of the creek that crosses the site, as well as connections to adjacent infill residential development sites and the Farmers Market make development a substantial challenge but with significant rewards.

Many members of the public identified the Hatton Street area, south of Lambuth University, as a particularly troubled spot in the neighborhood. This area has a large concentration of rental housing, many in deteriorated condition, and obvious signs of neglect and deferred maintenance. Continued code enforcement is needed, as is targeted acquisition and demolition/redevelopment of infill residential lots, especially west of the Central Creek Redevelopment Area along Hatton Street, Morgan Street, and other streets. Several opportunities exist for new parks or recreation spaces alongside new development and streetscape improvements.

One anomaly that ought to be addressed is the large number of awkward angled intersections that intersect Hollywood Drive. At several locations streets meet Hollywood Drive at approximately 45 degrees creating a dangerous situation. These intersections could be reconfigured wherein two streets become one, turning the street to meet Hollywood Drive at a typical right angle, resulting in the opportunity for new development or gateway parks/green spaces. Similarly, the intersection of Hollywood Drive and Airways Boulevard is also dangerous and awkward. Here, a new gateway feature could be created by directing south-bound traffic on Hollywood Drive to Airways Boulevard along a right-angle, thereby creating a triangular space suitable for public art or signage.

In the vicinity of Lambuth University and northward to Forest Avenue is the area typically called LANA (Lambuth Area Neighborhood Association). This area has considerable housing that is mixed between homeownership and rental. Conditions vary from well-maintained historic structures, to those needing considerable renovation or updated maintenance. Financial assistance programs and services for converting rental properties into homeownership opportunities are likely to be effective in stabilizing the area. Infrastructure improvements such as replacement or new sidewalks where none exist or curb and gutter may also help stabilize property values. In one location, between Dancy Street and Linden Street at Campbell Street, the opportunity exists to create a new park where a small set of boarded-up homes exist, especially when one considers this is a half-block where the homes on the south side of Dancy Street are facing the falling-down garages on the north side. The chapel may remain. Additional improvements may include signage for way-finding, especially since most streets do not align in the east-west direction which results in frequent and disorienting required turning movements.

Several areas have been designated historic districts, and this plan acknowledges that those, and possibly others, are historic and significant and should be taken into account as revitalization proceeds. Undesignated areas that are worthy and contributing to the historic districts should be pursued for possible designation through the Jackson-Madison County Historic Zoning Commission.

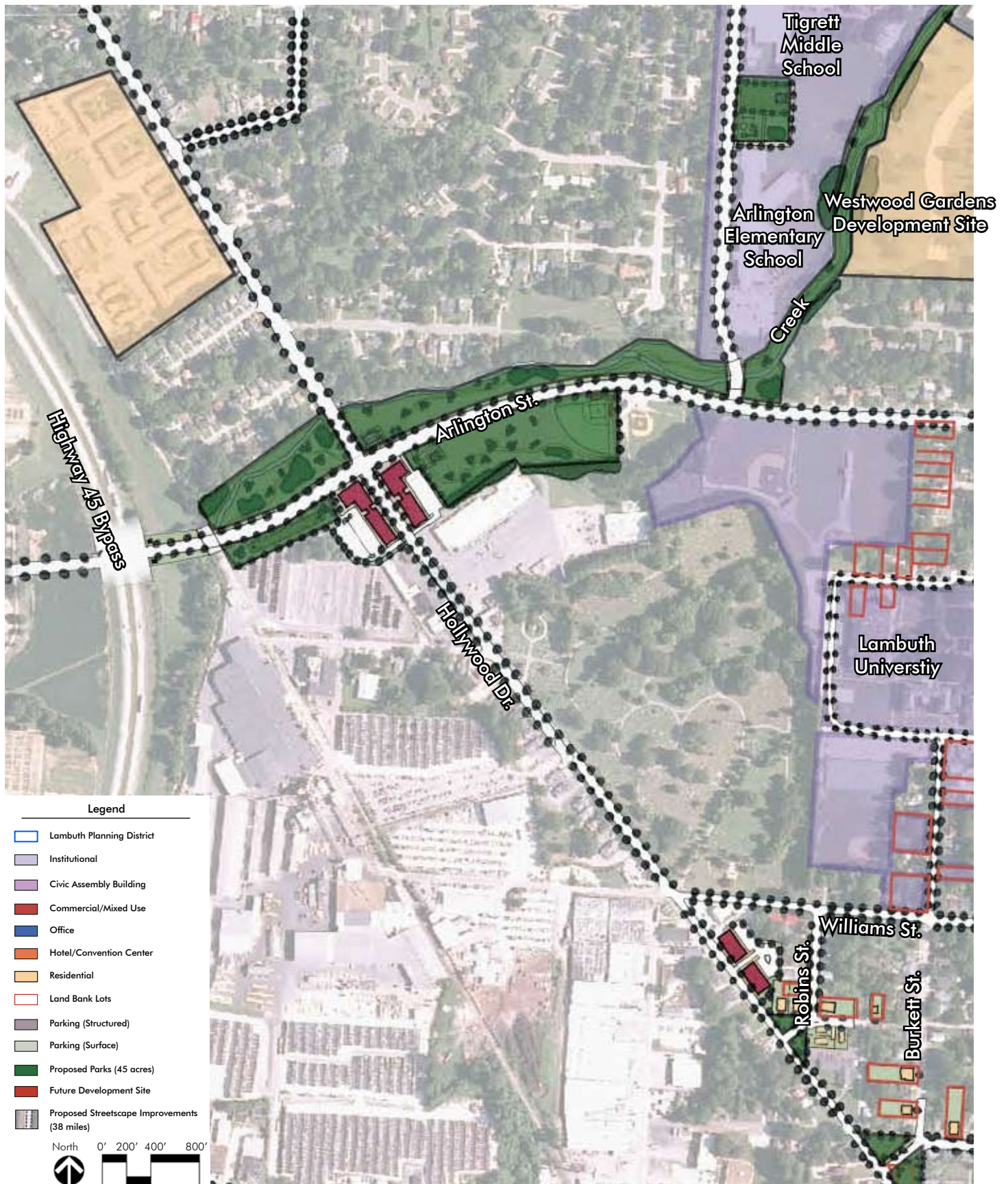


Figure 4.11 – Center City District 1 – Westwood Gardens Site, Arlington Avenue, and Hollywood Drive Area Plan

West Jackson: Westwood, Arlington and Hollywood Drive

During our public meetings, much was said about the Westwood Gardens development site just south of Westwood Avenue adjacent to the creek. A fire station and recreation complex are located here; however the site is now vacant, awaiting development. This site would be suitable for residential development, perhaps for multi-family or student-targeted rental development given its close proximity to Lambuth University, Lane College, the Medical Center and Hicksville. The presence of the creek could be turned into an advantage if the creek is restored and made accessible by trails which could connect the site to Hicksville and Muse Park and westward towards the Forked Deer River. Nearby, between Tigrett Middle School and Arlington Elementary School is a small existing playground which is suitable for expansion and updating to become a neighborhood amenity.

To the south, Arlington Street runs along the northern edge of the Lambuth University campus and its recreation fields, westward toward Hollywood Drive. Underutilized properties and the creek that runs alongside the street could make for additional programmed recreation space including softball or other activities. At the intersection of Arlington Street and Hollywood Drive new development could be constructed to serve as a retail gateway to the neighborhood. More ambitious but nonetheless compelling is the extension of Arlington Street west past Hollywood Drive, across the railroad tracks, to the Highway 45 By-pass to a new intersection. This would result in a new, direct connection from the well-traveled Highway 45 By-pass to the neighborhood along a new gateway to the neighborhood, close to Lambuth University. In this manner, Lambuth University and neighborhood now are much more accessible from Interstate 40 and points northward, creating a new and desirable impression when entering the neighborhood. It may even be possible to extend Arlington into the West Tennessee Center for Agricultural Research (possibly all the way to the Forked Deer River via a trail) creating a new front door for that facility, connecting it to the other higher-education facilities in the study area. Key to such an improved gateway would be the improvement or redevelopment of several troubled multi-family projects on Hollywood Drive into either new residential or other uses.

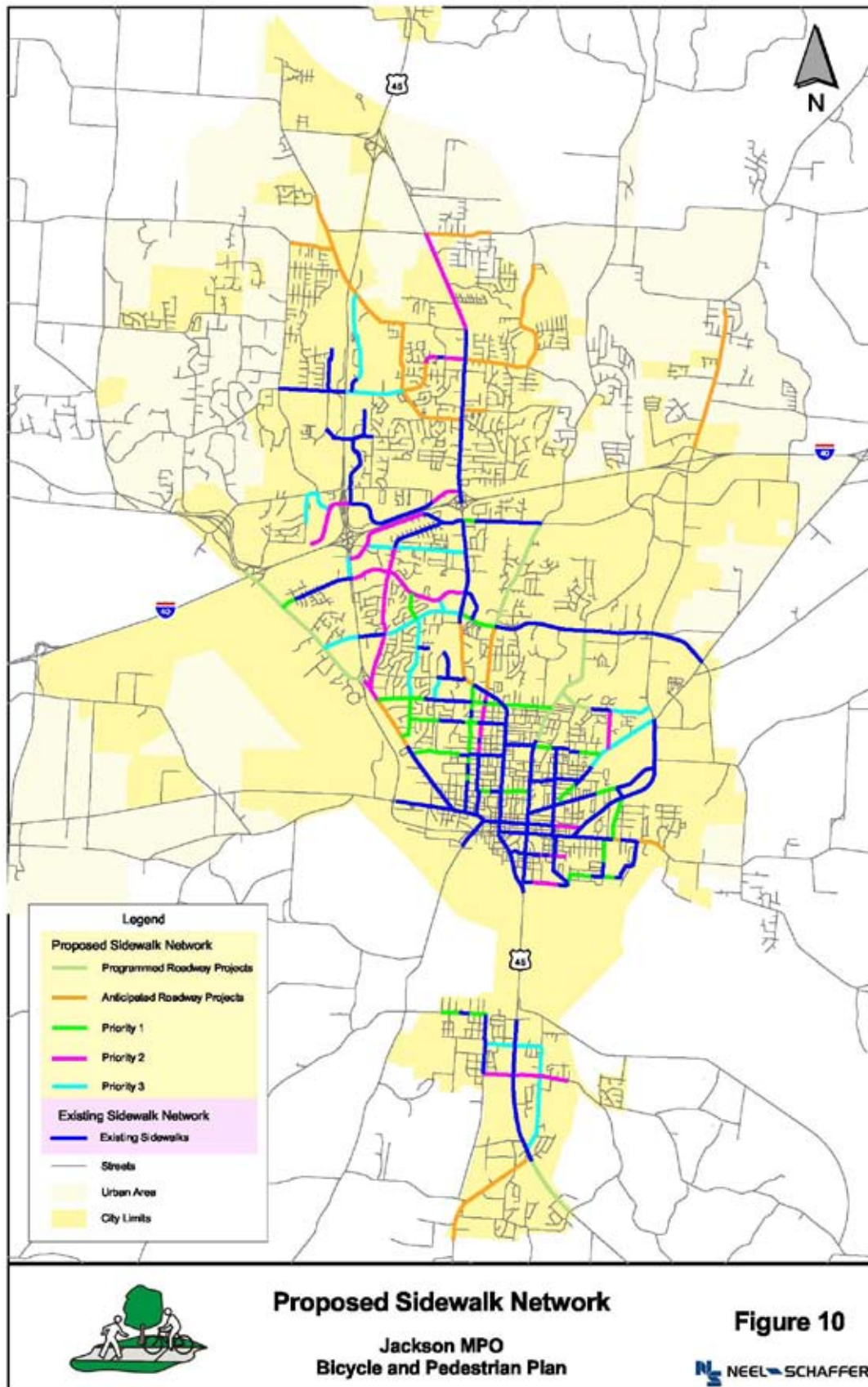


Figure 4.12 – City of Jackson MPO Proposed Sidewalk Network Plan

Streets

As noted throughout the map and description, streetscape improvements should be considered for all major streets and to some minor streets within the study area. This is to create the sense of quality and care by the residents to visitors to the area. This can include repairing worn sidewalks, constructing new sidewalks where missing, planting street trees, erecting way-finding and community signage, and placing appropriate street furniture (benches, trash receptacles) as needed. Also, we found that some street widths do not match their current traffic load and could be reduced in width, or parallel or angled parking could be introduced. A thorough study of the area streets which could benefit from enhancements is needed, building up on the work already completed by the City of Jackson Engineering Department.

Undertakings by the CRA or City

As noted above, not all the elements of the plan thus described are appropriate undertakings by the CRA or City of Jackson alone. Because the CRA is in its infancy yet, its in not yet clear what role the CRA will take in facilitating or executing the recommended improvements, however it is possible to suggest certain tasks be embarked upon immediately.

Those undertakings, activities or projects that the CRA or the City of Jackson can embark upon as part of a so-called Phase I are:

- Preparing the 17-acre Central Creek Redevelopment Area for development, including creek restoration, infrastructure work, street improvements, and site remediation. This would prepare the site for private development.
- Prepare to build up to 250 new homes on infill sites in the neighborhood. By acquiring tax-delinquent, vacant, unsafe, surrendered or underutilized properties, the CRA could make available a considerable number of new home sites for developers or homeowners. The 250 home sites would expect to take a number of years to be fully developed, however proceeds from the sale of infill sites could go to replenish the acquisition fund.
- Help select a Master Developer for coordinating redevelopment efforts, such as the Central Creek Redevelopment site, infill housing sites, or other strategic private enterprise investments in the study area.
- Infrastructure improvements in key locations in the form of sidewalks, stormwater drainage, curb and gutter, underground utilities, creek restoration, public parking, and street realignment. These improvements should be aimed toward areas ripe for redevelopment or reinvestment, preparing them for private-sector investment, or in highly visible locations critical to the image of the community.
- Streetscape improvements in key locations where development is likely to occur or where they are highly visible, turning about the image of the neighborhood. Also, certain areas where streets would act to make the area more pedestrian friendly and make parks and recreation areas more accessible.
- Create a Land Bank mechanism where the CRA can temporarily hold property to be later resold, or assembled into larger sites for development.
- Establish all the necessary funds, programs and financing tools that would enable CRA to provide development financing assistance, acquire and dispose of property, conduct housing rehabilitation/recovery/repair programs, etc. Examples include Tax Increment Financing (TIF) districts, funds from state and federal grant programs, and creating a consortium of banks and lenders willing to underwrite particular programs.

Summary of the Community Redevelopment

To summarize the recommendations above, the Community Redevelopment Plan sets out to acquire as many as 250 vacant, tax delinquent or underutilized lots, promote the demolition and removal of structures which

are structurally unsound or unfeasible to renovate, and to redevelop those lots for residential or other uses. The rehabilitation of certain housing units, either acquired by the CRA or with financial assistance to the homeowner by the CRA, will be promoted where appropriate. The plan also promotes the redevelopment of 185 acres of vacant or underutilized properties for residential, commercial, industrial, or mixed-use development in the Downtown, Airways Boulevard and Hollywood Drive areas.

Neighborhood improvements include 38 miles of streetscape improvements (including sidewalks, curb and gutter, lighting, landscaping, etc.), 1.2 miles of new streets, 45 acres of natural areas that could be used for passive recreation, restoration of creeks, and other public improvements. In certain large-scale redevelopment projects, it is anticipated that the CRA act to make improvements to the site such as upgrading utility infrastructure, streetscape improvements, relocation of access or streets, grading, remediation, etc. in order to make the site suitable for redevelopment by private enterprise.

At this time it is not anticipated that significant zoning or planning changes are required except perhaps on a case-by-case basis as the specifics of redevelopment projects become clear. The land uses proposed by the redevelopment plan are compatible with the existing uses of those particular sites or the areas surrounding those sites, so it is not intended that the proposed redevelopments be incompatible with adjacent uses. The maximum densities and bulk regulations/building requirements for residential or other uses proposed in the redevelopment plan are intended to be in accordance with the adopted land use zoning and subdivision regulations of the City of Jackson. Any proposed redevelopment project that does not conform to existing zoning and subdivision regulations for that site will be expected to follow the regular process of requesting rezoning, variances or zoning adjustment as required by the governing body and the community redevelopment plan does not allow a redevelopment project to by-pass any regulations or ordinances established by the governing body.

Accordance with CRA Workable Program

The Community Redevelopment Plan is in accordance with the CRA Workable Program in that it describes, in greater detail, the specific revitalization tactics recommended by the Workable Program and how those tactics can be employed within the study area to achieve community revitalization. The Community Redevelopment Plan also specifically describes certain areas and tactics to eliminate and prevent the conditions of slum, blight, and the lack of affordable housing and housing for the elderly within the study area. The specific tactics employed (as described in the Workable Program) include: Housing Development, Code Enforcement, Neighborhood Rezoning, Infill Development, Historic Designations, Commercial Development, Public Works, Public Safety, and Community Organizations.

Accordance with Community Redevelopment Act

The Community Redevelopment Plan is also in accordance with the powers granted the CRA through Section 17 of the CRA Act, specifically, by describing the acquisition of slum areas and blighted areas; demolition and removal of buildings and improvements; locations for the installation, construction or reconstruction of streets, utilities, parks, and playgrounds; disposition of property; repair and rehabilitation of buildings or other improvements; acquisition of property for the repair or rehabilitation for residential use; acquisition of property prevent the spread of blight; to work with other parties and government agencies for the services, construction, repair or maintenance of streets, roads, public utilities or other facilities; and to conduct those activities in accordance with any federal laws regarding federal financial assistance.

Chapter Five: Neighborhood Impact Element

5

Neighborhood Impact Element

If the redevelopment area contains low or moderate income housing, the redevelopment plan must contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.

The Center City District 1 planning area does contain low and moderate income housing, so in accordance with Section 14 (3) of the CRA Act, a description of the neighborhood impact is required. The impact of the proposed redevelopment as planned should maintain or improve the physical and social quality of the community, especially in regards to low and moderate income residents who would be most directly affected by several of the proposed redevelopments. Overall, the quality and living conditions in the redevelopment plan area should improve, and not continue to degrade, resulting in a positive impact for those residents.

Likewise, clear measures of a stabilizing and improving neighborhood should be seen, such as stabilizing property values, an increasing property tax base, increased incidence of homeownership, the steadying of the social infrastructure in the revitalizing area due to less deterioration and less residents moving away from their long-time neighborhood.

Relocation of existing homeowners and renters is expected to be minimal in the planning district with the exception for residents of the Allenton Heights public housing project. Newly constructed residential dwellings are planned on currently vacant lots or where structures are in poor physical condition, while vacant and underutilized residential buildings would be renovated. It is anticipated that no homeowner will be unwillingly displaced from their home as the residential program is intended to be focused on infill and vacant property. If relocation were unavoidable, appropriate measures will be undertaken to ensure that it be handled in an equitable and fair way. In the case of Allenton Heights public housing project, any redevelopment of that property will require adherence to government standards for relocation of public housing residents (Uniform Relocation Act, if applicable). Should Hope VI or other funding be used, the aim would be to return as many qualified residents of Allenton Heights to the site as possible and to provide appropriate support for the remaining residents, including vouchers or subsidy.

Traffic circulation within the study area will not be adversely affected; in fact no road closures or detours are anticipated outside of normal construction activities. In fact, the proposed streetscape improvements and road extensions (such as Arlington Avenue to the Highway 45 By-Pass) are expected to simultaneously improve the network of road facilities resulting in decreased traffic congestion as well as improve the safety of motorists and pedestrians on existing but improved roads. Before any major road project be conducted which would change or add to the area road network, a traffic study is recommended in order to fully gauge the impact of such projects on traffic patterns and safety and to determine what form said improvements should take (reduced lane widths, speeds, or added/reduced numbers of lanes, etc.).

Overall, the environmental quality of the planning district based upon the proposed redevelopments should be maintained or improved as a result of the redevelopment. Improved water quality, decreased stormwater runoff and decreased erosion along the creeks that cross the study area should result from redevelopment, bank

stabilization and park improvements projects. Air quality is not expected to be impacted significantly one way or another. Environmental remediation will be required on a case-by-case basis, if needed, and will be required if environmental conditions exist.

The community redevelopment plan recommends an increase of parks, recreation, walking trails, and play areas as part of the community facilities and services in the area. Similarly, improvements to local churches, convenience retail, and service providers will result in the maintenance or improvement of facilities and services for the community.

With the introduction of new housing, both infill residential and new development, the effect on the school population is expected to increase slightly but not enough to warrant new facilities. The demographics in the study area show an aging population with fewer school-aged children and families. The residential component envisioned may add as many as 100 infill homes in 8-10 years and up to 200 rental units in the study area. Given current demographic profiles the impact is expected to be minimal to the school system.

Other physical and social quality effects anticipated by this community redevelopment plan will be the stabilization of property values, increased safety and security, improved social health, and the end to decline and beginning of improvement of the conditions of the neighborhood. These will help stabilize families, improve living conditions, create a stable tax base for the City and County, and serve to stabilize the growth of the community through reinvestment in existing infrastructure and resources.

Chapter Six: Findings

6

Findings

A. Section 12 (f)

1. Relocation Method Exists

The redevelopment of property in the area is expected to be accomplished through the reuse of currently city owned property and acquisition of property that is unoccupied or without structures. There may be also circumstances where property owners that reside in structures seek the sale of property voluntarily. In these cases relocation services will not be required; however, through multiple listings and Realtors associated with the master develop, available properties in the area will be provided to enable

The CRA will not generally pursue properties for acquisition through condemnation except in cases where the property is deemed to be critical to a component of the development that is considered essential. In those cases, relocation assistance would be provided in accordance with the current standards for other programs of the city in terms of compensation for moving expenses, just compensation for value of the property, and potentially even provision of alternate housing in the area through the new construction or renovation activity associated with the redevelopment program. There are agencies that are versed in these procedures including the Jackson Housing Authority and advice and counsel from JHA would be sought.

2. Conformance of Community Redevelopment Plan

The Redevelopment Plan for Center City District 1 has been conducted in accordance with the Workable Program as well as the overall plans and policies for the City. The Jackson Planning Department, Jackson Housing Authority, and Jackson Downtown Development Corporation all participated in the preparation of this redevelopment plan and provided guidance to the planning team.

Plans and policies that were specifically incorporated in the development of the plan include: Metropolitan Planning Organization 2035 Long Range Transportation Plan, The Urban Land Institute Advisory Services Panel Report, the Safe Neighborhoods Task Force Report, the Jackson Revitalization Strategy/Community Redevelopment Act Workable Program, the Jackson Downtown Development Corporation policies, and other planning documents and policies provided.

Further the City of Jackson Planning Director provided documentation indicating that the Redevelopment Plan for Center City District 1 conformed to the long range plans and policies of the City of Jackson.

3. Provision of Adequate Park and Recreation Areas and Facilities

The provision of park and recreation facilities is considered an important component of neighborhood development and a healthy environment for families and residents to enjoy the quality of life in the neighborhood. During the course of interviews and analysis by the planning team, it was observed that there is a need for additional property and facilities in the redevelopment area.

The public input from citizens and stakeholders also noted the importance of providing quality park and recreation facilities as a part of the plan. The plan has provided for upgrades to existing parks, acquisition of property for new parks, and provision of walking trails and connectors linking residential

development with parks and open spaces. In total approximately 4 acres of new or upgraded park space is recommended.

4. Maximum Opportunity for Private Enterprise

The City of Jackson recognizes that a public private partnership is essential to carryout the redevelopment plan as envisioned. The City does not have adequate resources or expertise to implement all aspects of the plan particularly the private property development that is the crux of the objective for the plan. Accordingly, a Master Developer has been selected with extensive experience in urban revitalization, real estate development, construction, finance, and all aspects necessary to be successful.

The Master Developer will also solicit other private sector partners in follow-up planning and design for private projects and public infrastructure, for investing in and managing development projects, for providing development finance, and for ownership of projects. Further, the desired result of the initial planning and development projects is to stimulate additional private sector investment in properties not directly under the control of the City or the Master Developer.

B. Section 12 (g)

1. The Redevelopment Plan for District 1 calls for the acquisition of vacant and open land (see Potential Land Acquisition Map in Appendix F), either in whole or in part, by the City of Jackson and/or the Community Redevelopment Agency for residential uses in:

- a. That a shortage of housing of sound standards and design which is decent, safe, affordable to residents of low and moderate income, including the elderly, and sanitary exists in Jackson;
- b. That the need for housing accommodations has increased in the area;
- c. That the conditions of blight exist in the area and the shortage of decent, safe, affordable, and sanitary housing cause or contribute to an increase in and spread of disease and crime or constitute a menace to the public health, safety, morals, or welfare; and
- d. That the acquisition of certain areas for residential uses is an integral part of and is essential to the program of the City of Jackson.

2. The Redevelopment Plan for District 1 calls for the acquisition of vacant and open land (see Potential Land Acquisition Map in Appendix F), either in whole or in part, by the City of Jackson and/or the Community Redevelopment Agency for non-residential uses in:

- a. That such non-residential uses are necessary and appropriate to facilitate the proper growth and development of the community in accordance with sound planning standards and local community objectives, as requested by the community during the public design process which called for non-residential uses and development; and
- b. That acquisition may require the exercise of governmental action, as provided in this act, because of 1) defective, or unusual conditions of, title or diversity of ownership which prevents the free alienability of such land; 2) tax delinquency; 3) improper subdivision; 4) outmoded street patterns and inadequate street connections; 5) deterioration of the site; 6) economic disuse; 7) unsuitable topography or faulty lot layouts; 8) lack of connection between areas by streets and modern traffic requirements; and 9) any combination of such factors or other conditions which retard development of the area.