Jackson Center City Revitalization Project - District 2

City of Jackson, Tennessee

August 2010

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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 second 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, dramatic 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 Downtown and East Jackson, there remains significant challenges in these 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 2 planning area, East Jackson. 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. Specific recommendations for the implementation of the plan were also made. 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 group of six overarching themes to the plan were identified: Improve Housing and Neighborhood Conditions; Jobs and Economic Development; Infrastructure, Planning and Design; Retail and Neighborhood Services; Community Organization and Empowerment; and Funding the Plan. From these six themes actionable items were identified to provide the basic directions for the CRA to conduct their activity, beginning with overall Principles to achieve the plan which is further 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:

Improve Housing and Neighborhood Conditions

***Principle*: Eradicate Blight and Deterioration**

Strategies: Continue aggressive Code Enforcement; Rehabilitate deteriorated properties; Fill empty holes in the neighborhood; Pursue Targeted Demolition of Structures Beyond Reasonable Repair; and, Help Qualified Homeowners Who Need Help Maintaining Property.

***Principle*: Develop New and Existing Housing Sites**

Strategies: Attract New Homeowners with Diverse Choices; Redevelop Public Housing as Mixed-Income Communities; and, Create and Utilize a Land Bank for the Acquisition/Disposition of Property.

***Principle*: Shift the Balance of Housing Towards Life-long Home Ownership**

Strategy: Help Buyers Convert Rental Property to Home Ownership.

***Principle*: Enhance the Quality of Life in the Neighborhood**

Strategies: Ensure Residents are Safe and Secure; Make it Easy and Desirable to Live in the Neighborhood; Improve Existing Parks & Playgrounds; Create New Parks & Playgrounds Where None are Locally; and, Enhance natural features to become recreational opportunities.

Jobs and Economic Development

***Principle*: Create Career Opportunities and Economic Development**

Strategies: Increase Employment Opportunities through Job Creation; Help Develop Minority and Small Businesses; Create a Marketing and Branding Campaign; Education and Workforce Development; Target Un(der)developed Land and Buildings for Jobs; and, Incubate and Recruit Local Businesses.

Infrastructure, Planning and Design

***Principle*: Create new development opportunities.**

Strategies: Build upon the benefits of being located close to Downtown; Support the Continued Presence of Schools; and, Provide Assistance/Incentives for Development.

***Principle*: Maintain and Update Existing Infrastructure**

Strategies: Provide a Continuous Pedestrian and Street Network; Improve Safety and Community Image Through Streetscapes; and, Plan Continued Maintenance of Utility Infrastructure.

***Principle*: Map Out Strategies for Growing Institutions**

Strategy: Support the Master Planning by Major Institutions.

***Principle*: Promote Safety and Health Though Physical Design**

Strategy: Create New or Improved Gateways; and, Create "Eyes on the Street."

Retail and Neighborhood Services

***Principle*: Increase Neighborhood Retail and Services**

Strategies: Provide Opportunities for Neighborhood Retail; and, Target Retailers Lacking in the Area.

***Principle*: Support Families**

Strategies: Family-friendly entertainment for kids and families – movies, etc.; and, Support Working Families.

***Principle*: Promote Healthy Lifestyles**

Strategies: Recruit and Provide Access to Healthcare Services; Improve Community Recreation/ Education Facilities; and, Community and School-based Gardens.

***Principle*: Provide the Basis for Learning Life Skills**

Strategies: Promote Youth Empowerment; and, Promote Personal Financial Skills.

Community Organization and Empowerment

***Principle*: Create or Grow the Organizations to Get Work Done**

Strategies: Engage a Master Developer to Orchestrate Development; Create a Community Development Corporation; and, Create or Expand Business and Merchant Associations.

***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; and, Target groups of people who may become new residents in the area

Funding the Plan

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

Strategies: Utilize Tax Increment Financing (TIF) tools to spur investment; Pursue Grants from Government and Foundations; Utilize neighborhood stabilization programs to increase home ownership; and, Pursue funding sources of all types.

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 has occurred naturally 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 areas along East Chester Street, for retail development, including site acquisition, infrastructure work, site improvements, and site remediation. This would prepare the site for private development.

- Prepare to build up to 150 new homes and 150 multifamily units 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 300 units 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 East Chester Street retail 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 300 vacant, tax delinquent or underutilized units/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 442 acres of vacant or underutilized properties for residential, commercial, industrial, or mixed-use development. The plan calls for up to 39 miles of streetscape improvements (including sidewalks, curb and gutter, lighting, landscaping, etc.), 1.3 miles of new streets, 38 acres of new parks and recreation space with trails, the 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.

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 2 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 ongoing, and the Anderson Creek trail project has begun. The East Chester Streetscape project is currently under construction having begun in June 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 Task Force 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 by means of the Workable Program, a pre-requisite to establishing the Community Redevelopment Agency, which was created in 2009.

In 2009, immediately following the establishment of the Community Redevelopment Agency and with help of consultants, the City created a neighborhood revitalization plan for the Center City District 1 area (which includes Downtown, the Medical Center, Lambuth University). Upon adoption of the District 1 plan, also in 2009, focus was returned to the established planning area of East Jackson as a continuation of existing redevelopment efforts and initiatives already underway. This plan for Center City District 2, East Jackson, therefore is a logical and orderly procession of planning and neighborhood improvements implementation in the East Jackson area dating back to 2003.

In the future, as redevelopment efforts expand from Districts 1 and 2 across the City, new areas for projects and emphasis will be established with each one building upon the success of the plans which came before, and 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 2 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 Distrcit 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

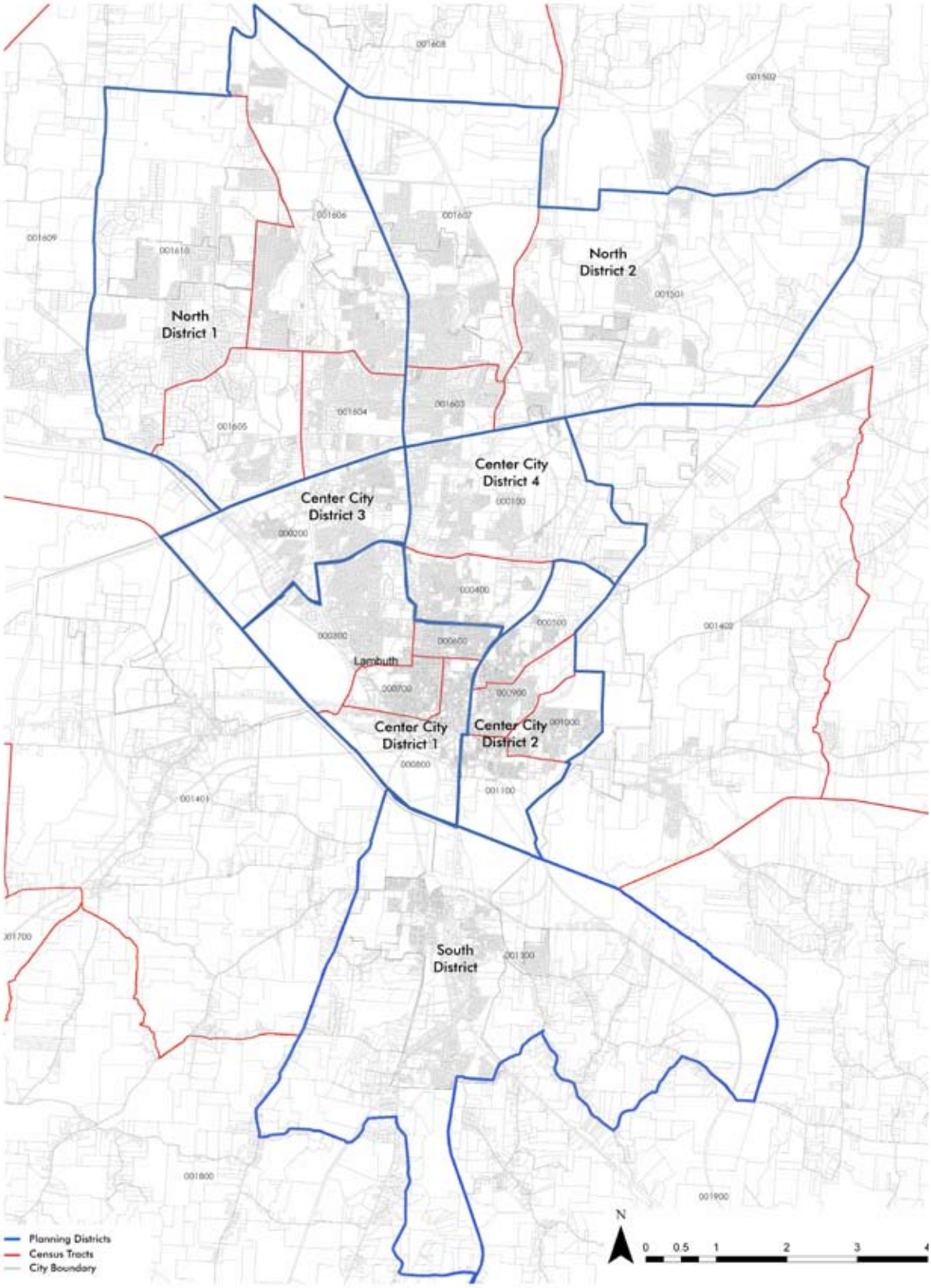


Figure 1.2 City of Jackson Map

Chapter Two: Description of the Redevelopment Area

2

Boundaries

The Center City District 2 planning area is located in the central east area of the City of Jackson. The boundaries of the district are: North Parkway to the north, Whitehall Street, Dr. F.E. Wright Drive and the City Limits to the East, Royal Street to the West, and the Forked Deer River to the South (See Figure 2.1). The boundaries were created from the census tract boundaries plus a secondary area east of Royal Street which incorporates Jackson Central Merry High School. The area includes four Census Tracts: 5, 9, 10, and 11.

This district has been recognized by Jackson leadership as an integral neighborhood representing the greatest concentration of disadvantage population, depressed housing values, high unemployment, and non-traditional family structures. Many prominent cultural and civic assets are within the district such as Lane College, T.R. White Sportsplex, Jackson State Community College and the Fairgrounds, and several educational institutions at the primary and secondary levels. Also, the district has been identified as a deteriorated neighborhood in the Workable Program. (CRA Act Section 14 (1))

Center City District 2 Planning District Legal Description

Beginning at the intersection of South Highland Avenue and the South Fork of the Forked Deer River; thence north along the centerline of South Highland Avenue to the point of intersection with South Royal Street; thence north along South Royal Street to the centerline intersection of Chester Street; thence east along the centerline of Chester Street 445 +/- feet to the centerline intersection of the Norfork Southern Railroad right-of-way; thence north along said railroad right-of-way to the centerline intersection of North Parkway (east of Bellcamp Rd); thence east along the centerline of North Parkway 3,170 +/- feet to a point; thence north at a right angle with the centerline of North Parkway 50 feet to a point on the north right-of-way of North Parkway, said point also being on the corporate boundary of the City Limits of Jackson, Tennessee; thence following along the existing corporate boundary (January 2010), north, east and south to it's point of intersection with the South Fork of the Forked Deer River; thence west along the centerline of said river to the point of beginning and containing 4,387 +/-acres. (CRA Act Section 14 (1))

Existing Land Use

The Center City District 2 planning area is comprised of approximately 4,387 acres and was home to 11,263 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 some of the oldest and most established in the city, some having been established alongside the founding of the city. The largest neighborhoods are situated northeast of Downtown, both north and south of Chester Avenue and Dr. F.E. Wright Boulevard (Hwy. 70). The entire area is often referred to as East Jackson, including portions of District 1 between Highland Avenue and Royal Avenue, and is an older, established area which is predominately African-American and contains some of the lowest household income areas of the city. The neighborhoods are traditionally designed in that they have an interconnected grid of streets and blocks.

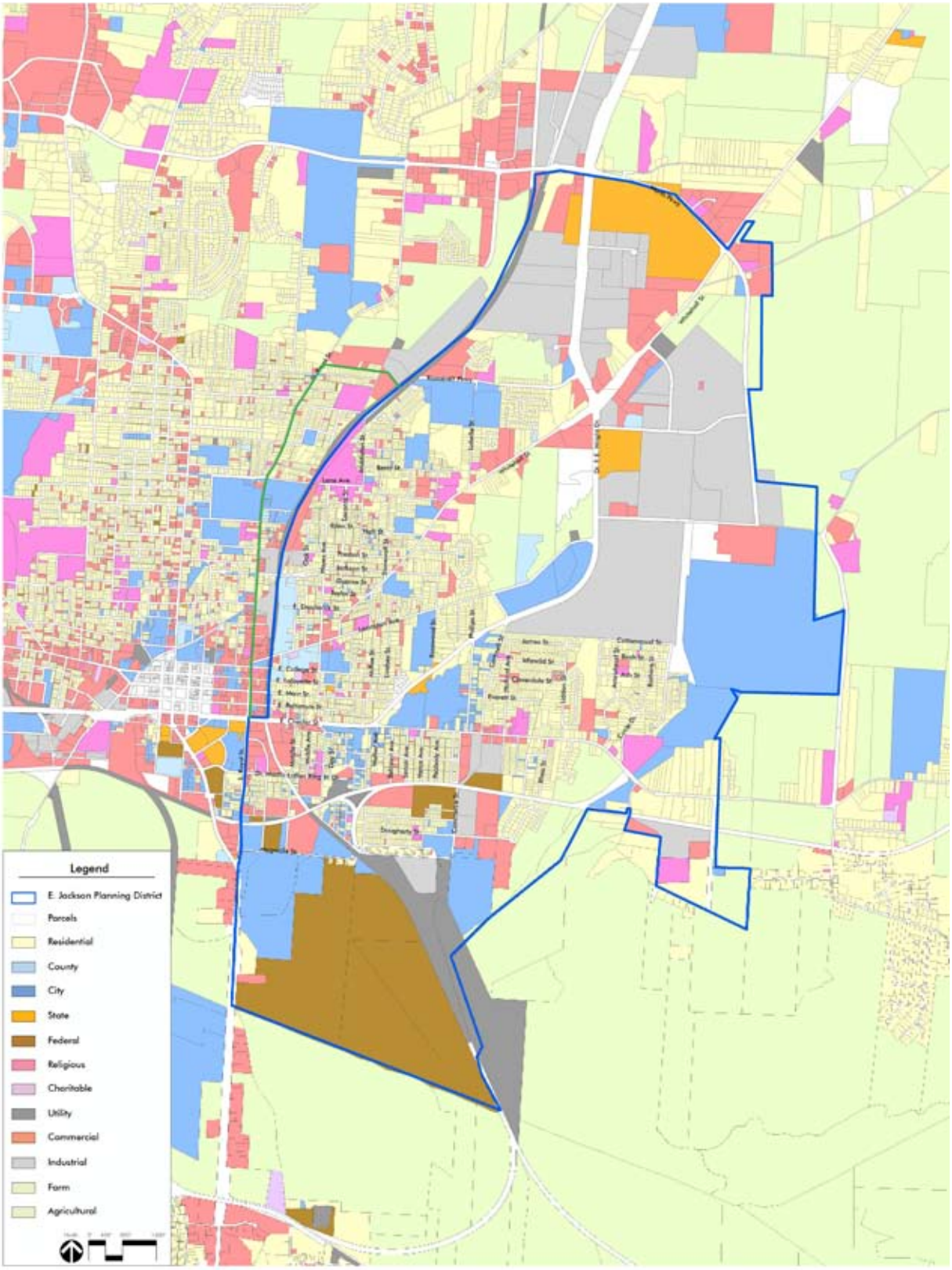


Figure 2.1 — Center City District 2 Land Use Map

As one of the oldest parts of the city, this area is also home to the greatest concentration of deteriorating structures. Several public housing projects are located within the district, including Lincoln Courts, Neff Street, and Douglas Circle.

Commercial
The planning area is located to the east of the Central Business District (CBD) of the City of Jackson. Close proximity of the CBD makes the centralized services and facilities in the downtown area fairly easy to access. Immediately west of the district boundary in District 1 between the CBD and District 2 is the Royal Street commercial corridor, part of a secondary planning area because of its central location serving residents of East Jackson living east of Highland Street in both Districts 1 and 2.

The East Chester Street area near Phillips and Cartmell Streets is another neighborhood commercial corridor with limited retail and a grocery store. Several smaller collections of neighborhood shops, service stations and convenience stores are located along Lexington Avenue and Whitehall Street serving the local neighborhood. Automobile-oriented commercial is located along Highway 70, Dr. F.E. Wright Drive, and North Parkway as small retail establishments serving commuters and nearby office and industrial workers.

Institutions
Several major institutions and government services are located in the planning district. Numerous churches are situated in the district (First Baptist Church, East Jackson Church of God, Central Church of God, Cumberland Baptist Church, and several small congregations), as is Lane College, Jackson State Community College, Madison County Juvenile Court, Madison County Sheriff's Office, as well as several schools (Jackson Central-Merry High School, Whitehall Enhanced Option Community Elementary School, Lincoln Magnet School for Mathematics and Science, Lane Technology Magnet Elementary School, Jackson Careers and Technology Magnet Intermediate School, and Parkview Montessori Magnet School). The West Tennessee School for the Deaf, the Boys and Girls Club, and T.R. White Sportsplex are also located in the district. The Fairgrounds Park is located south of the main part of the district, situated near the Forked Deer River.

Industry
As like many cities, Jackson was founded alongside its river, the Forked Deer River, where railroads and industry were soon established fueling the growth of the community. Railroad lines still operate along the western, southern and eastern portions of the district, and several industries still use the rail lines. Most heavy and light industry is situated either east of Highway 70 and Dr. F.E. Wright Drive, or south of East Chester Street closer to the Forked Deer River.

Transportation Infrastructure
Several US Highway routes converge in Jackson, connecting it with other community in West Tennessee. Highway 70 approaches Downtown through the center of the district in the form of a 4 to 5-lane divided highway that serves Downtown commuters and as a regional truck route between central Jackson and points south with Interstate 40 to the north. Major local roads serve the area such as East Chester Street, Whitehall Street, Dr. F.E. Wright Drive, and North Parkway.

Agriculture/River Lands
Jackson began its history as an agricultural center for West Tennessee. No agricultural fields remain in the area although there are several areas of wooded or undeveloped land including areas near Whitehall Street and near the Forked Deer River, the latter presumably as part of the flood plain of the Forked Deer River.

Existing Zoning

The existing zoning classifications currently in the Center City District 2 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-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-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-4 General Business District

"This district is intended for a wide range of general retail businesses. Districts in this category are

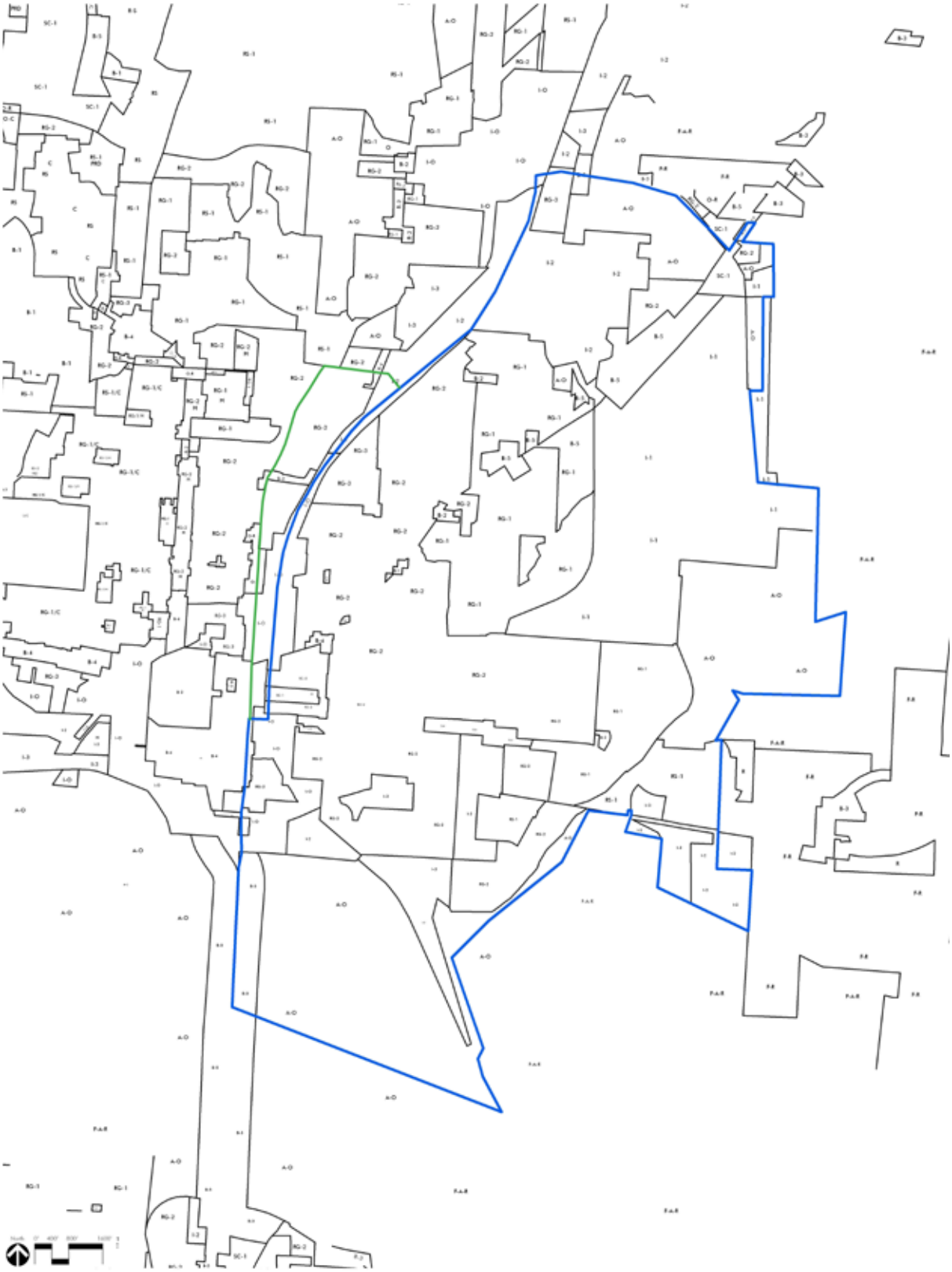


Figure 2.2 – Center City District 2 Zoning Map

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*)."

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-1 Planned Industrial Park District

"The purpose of this district is to allow development of industrial parks consisting of several buildings or groups of buildings of efficient and harmonious design, together with properly arranged traffic ways, parking and loading facilities and landscaping so arranged as to create an attractive project readily integrated with and having no adverse effect on adjoining or surrounding areas and developments. To these ends, development is limited to a low concentration: external effects are limited; and permitted uses are confined to administrative, wholesaling, manufacturing, and industrial type activities that can be carried on in an unobtrusive manner, and to certain facilities that are necessary to serve the employees of the district (*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*)."

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 2 planning area.

"The district has a distinct history in the city with many significant historic, cultural and educational institutions. Among the most prominent are Lane College, T.R. White Sportsplex, Jackson State Community College, and the Fairgrounds Park. There are also an abundance of historic residences with classic architectural design.

"Unfortunately East Jackson has taken the brunt of recent tornadoes when substantial damage was rendered. Over half of the city's public housing developments were damaged and the Jackson Housing Authority demolished nearly 600 units in the aftermath of the disasters. Additionally, a significant area in the floodplain had homes damaged that were subsequently demolished rather than reconstructed. The demolitions and housing losses were not accomplished in time to be reflected in the 2000 census and the therefore the declines in population and households are even more exacerbated by the storms.

"There was a loss of population in each of the four census tracts amounting to a loss of nearly a thousand persons during the decade. With the loss of housing units due to storm damage, this figure may reach a 15%-20% decline in population since 1990 to the present. The minority population predominates with nearly 90% of the persons being African American in 2000. The elderly population has declined in each census tract and therefore the planning district overall during the last decade. Again this can be due to combination of factors some of which can include reduction of elderly households, an influx of families, or increase in younger households with more rental units. Owner occupied units have declined slightly from 44.8% to 39.8% from 1990 to 2000.

"Median incomes in all four census tracts are about half of the city median income and all are less than $18,500 per year. This could be expected if the population had a higher percentage of elderly households on fixed incomes but this is not sufficient to explain the low median incomes in the case of East Jackson. The area was previously, and to a lesser degree now, the area where much of the low income population resided in Jackson. This included public housing residents and others with modest means.

"Many of the neighborhoods within the East Jackson Planning District follow principles of traditional neighborhoods, where houses front major streets, streets and alleys interconnect with each other frequently, and often times form a grid-like pattern. A number of these houses are accessed and serviced from a rear alley.

"Instances of neglect, structural deficiency, and dilapidation in the East Jackson Planning District are significant, frequent and widespread. Observed characteristics include deferred maintenance, unkempt lawns, litter, broken windows, fire damage, and boarded up homes.

"The majority of the neighborhoods within the East Jackson Planning District are missing either curbs or sidewalks. In some instances the existing infrastructure is deteriorating, which could be contributing to the decline of the surrounding neighborhoods. Curbs or sidewalks that are overgrown, fragmented, or missing completely were observed in the following locations: James Street, Idlewild Street, Cloverdale

Street, Peabody Avenue, Vance Avenue, Belmont Street, East Baltimore Street, East Lafayette Street, North Hayes Avenue, Gates Street, Lee Street, and Taylor Street.

"It is worth noting that there are a number of new homes recently completed along Phillips Avenue and along Regency Drive. Additionally, there are a few projects under construction in the area surrounding Lane College." (*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 2 planning district. In particular, concentrations of low and moderate income housing were observed in many areas: south of East Chester Street, near Holland Avenue between East Chester and Highway 70, the Hillcrest Circle neighborhood north of East Chester Street, along Lexington Avenue near Whitehall Street, and near Neff Street and Roosevelt Parkway. In these areas there were observed several public housing projects (Lincoln Courts, Neff Street, Douglas Circle), numerous small single-family homes, duplexes or small apartment buildings that are available for rent by low and moderate income families. Less than the majority of homes are owner-occupied in this area, and Census information and property values indicate that even 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 2 has many components, including residential, public open space, street improvements and infrastructure, and many opportunities for private enterprise investment. The Plan calls for 300 new and rehabilitated residential units in single-family and multi-family components (both for rent and for sale), the streetscape enhancements of up to 39 miles of existing city streets, the creation of 1.3 miles of new city streets, 38 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 23 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 300 residential structures in the next 20 years 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 1.3 miles of city streets, 38 acres of new natural areas that could be used for passive recreation, and as much as 39 miles of upgraded streetscapes.

Damaged during the tornadoes, Parkview Courts public housing project is currently being redeveloped as Parkview Terrace, a model community comprised of 48 units of senior residential and commercial space. Construction is currently underway. At the same time, over $2 million of streetscape improvements have been released to contractors for bid to improve the sidewalks, lighting, landscaping and other aspects of Each Chester Street. Regular Capital Improvements Projects are being executed or are planned for 2010 as part of the City of Jackson's normal CIP plan, including sidewalks on Hays Avenue and the street resurfacing of Whitehall Street. When combined with Jackson Housing Authority projects, street improvements, Anderson Creek mitigation and other projects, total investments planned or currently underway total over $34.8 million dollars.

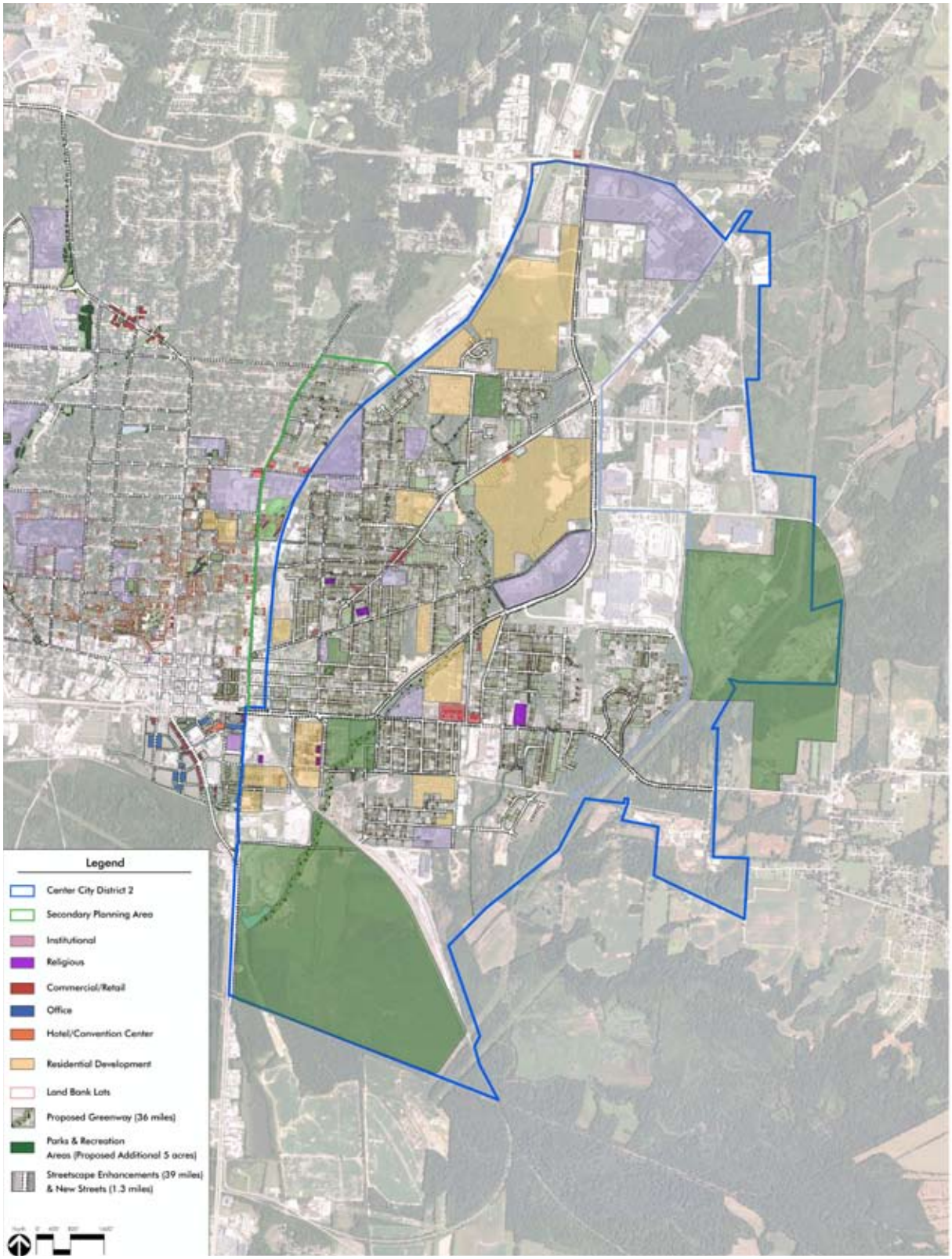


Figure 3.1 — Center City District 2 Neighborhood Master Plan

Public Capital Projects Investment
In the forecasted sources and uses of funds described later, the public infrastructure investments are projected at $5.0 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 is in the process of selecting a Master Developer for the redevelopment project that will be charged with overseeing and facilitating implementation of the Redevelopment Plan. Specific components of the scope of services for the Master Developer are intended to 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 will be 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 major 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 continued redevelopment of the Model Communities site on East Chester Street, and the possible redevelopment of Lincoln Courts, Neff Street, and Douglas Circle Public Housing Projects 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 although the Shirlene Mercer Walking Trail Park improvements in Centennial Park are progressing, few parks or recreation spaces exist in the study area and those are under-utilized, ill-equipped or remote, and that even small neighborhood parks are largely absent. Lincoln Park, Paradise Park, and Centennial Park/Shirlene Mercer Walking Trail Park are the only three public parks that exist in Center City District 2. T.R. White Sportsplex and Rothrock Field are the only two recreation facilities in the district which are aging facilities and not fully utilized.

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

Implementation of the revitalization plan for East Jackson requires significant funding due to the current level of blighted conditions including residential, commercial, and public infrastructure. A combination of funding sources will be required because there are no major projects that will generate significant revenues and the market conditions are somewhat weaker than in other areas of Jackson. Conventional mechanisms for generating revenues through the private sector will have to be combined with innovative alternatives not commonly practiced in the City of Jackson and Madison County. Truly a public private partnership among local, state, and federal governments, and private sector institutions, businesses and individuals will be required.

Fortunately East Jackson qualifies for a variety of grants at the state and federal level and the local government has already begun allocating funds for area improvements in the aftermath of the tornadoes and reconstruction efforts.

Tax Increment Financing (TIF)

One tool that has been employed in the Redevelopment Plan for District 1 is 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. This tool is perceived as a logical way to fund development projects because it relies on funds that would not otherwise be produced unless new development takes place and it does not supplant existing revenues from either city or county government.

A tax increment financing district established in East Jackson would be useful in generating revenues to promote new housing and business development without relying exclusively on appropriated funds. It would complement grants that are likely to be obtained as well as local capital improvement dollars. Unlike District 1, East Jackson does not currently have a major anchor project such as a hospital or industrial development valued in the $20 million to $30 million range. However, a combination of revenues from smaller projects will generate a sufficient amount of funding to significantly affect the neighborhood.

The table below provides a forecast of TIF funds that could be accumulated after ten years of the development implementation of the plan. This forecast represents a relatively conservative estimate based upon modest commercial and residential development. (See Figure 3.2) The total projected investment in residential and commercial development in the first 10 years amounts to $27 million phased in during that initial time period. The forecast estimates the annual tax increment realized after the initial ten years of development has occurred. This annual revenue stream from the incremental growth in tax revenue is the revenue stream that can be used to secure revenue bonds, if the CRA elects to issue bonds at that point.

East Jackson TIF Forecasts by Development Type

Annual Tax Increment After First 10 Years

Development	Appraised Value	City Tax	County Tax	Total
Single Family				
50 Units (Year 1-5)	$ 4,000,000	$ 21,000	$ 23,100	$ 44,100
100 Units (Year 6-10)	$ 8,000,000	$ 42,000	$ 46,200	$ 88,200
Total	**$ 12,000,000**	**$ 63,000**	**$ 69,300**	**$ 132,300**
Multi-Family				
150	$ 10,500,000	$ 88,200	$ 97,020	$ 185,220
Total	**$ 10,500,000**	**$ 88,200**	**$ 97,020**	**$ 185,220**
Commercial				
Strip Center (20,000 sq ft)	$ 2,000,000	$ 16,800	$ 18,480	$ 35,280
Expansions/Upgrades	$ 2,500,000	$ 21,000	$ 23,100	$ 44,100
Total	**$ 4,500,000**	**$ 37,800**	**$ 41,580**	**$ 79,380**
Grand Total	**$ 27,000,000**	**$ 189,000**	**$ 207,900**	**$ 396,900**

Figure 3.2 – Tax Increment Analysis - Projected Develompent

There are two potential forms of revenue that can be generated through a TIF District, cash flow annually and revenue bonds issued. The annual cash flow is generated each year when the TIF Trust Fund receives the tax increment from the Trustee's Office. This annual amount can be accumulated over a period of years or spent each year. It is possible to forecast both forms of revenue, cash flow and revenue bonds, for the 30 years life of the TIF. (See Figure 3.3) After a TIF is established and development begins, the cash flow from both City and County tax increment revenue would amount to approximately $2.5 million accumulated over the first 10 years of development. It should be understood that not all of the development during the initial ten years will happen at the beginning of the time period, rather it will occur as phased development is completed over a period years. As a result, the amounts of TIF revenues generated in any given period will be dependent on the amount of value of taxable development up to that period. For the sake of this forecast, we have assumed that the initial development will be phased evenly during two five year periods, valued at $19 million and $8 million in development.

According to State statute, the revenues from a TIF could be accumulated over a 30 year period and be used to pay debt service on revenue bonds issued in Year 10, a time at which the revenue stream will be predictable enough to issue bonds. The initial ten year cumulative cash flow of $2.5 million can therefore be combined with the approximate $3.97 million produced from a 20 years bond issue in Year 10 to produce a total of TIF revenues of $6.5 million, counting both cash flow and bond proceeds.

East Jackson TIF Forecasts

Cash Flow For Years 1-5, 6-10

		Average Annual Tax Revenue			
Time Period	**Development Value**	**City Tax**	**County Tax**	**City/County Total**	**Period Total**
Years 1-5 Average Annual Cash Flow on $19.0 mm of Development Built in Yrs 1-5	$ 9,500,000	$ 73,500	$ 80,850	$ 154,350	$ 771,750
Years 6-10 Annual Cash Flow on $19.0 mm of Development Built in Years 1-5	$ 19,000,000	$ 147,000	$ 161,700	$ 308,700	$ 1,543,500
Years 6-10 Average Annual Cash Flow on $8.0 million of Development Built in Yrs 6-10	$ 4,000,000	$ 21,000	$ 23,100	$ 44,100	$ 220,500
Cash Flow Years 1-10		**$ 241,500**	**$ 265,650**	**$ 507,150**	**$ 2,535,750**

Bond Issue in Year 10

		Average Annual Tax Revenue			20 Yr. Bond
	Development Value	**City Tax**	**County Tax**	**City/County Total**	**Proceeds**
Bonds Issues in Year 10	**$ 27,000,000**	**$ 189,000**	**$ 207,900**	**$ 396,900**	**$ 3,969,000**

Total TIF Revenues Years 1-30, Cash Flow and Bond Issue

		Average Annual Tax Revenue			20 Yr. Bond
	Development Value	**City Tax**	**County Tax**	**City/County Total**	**Proceeds**
Cash Flow Years 1-10		$ 241,500	$ 265,650	$ 507,150	$ 2,535,750
Bonds Issues in Year 10	$ 27,000,000	$ 189,000	$ 207,900	$ 396,900	$ 3,969,000
Total TIF Revenues Years 1-30					**$ 6,504,750**

Figure 3.3 – Tax Increment Analysis - Revenue Forecast

The approximate $6.5 million in TIF funds can be combined with other grants and local funding to generate approximately $14.0 million in total project funds. Of course this does not include private sector investment or public sector funding of programs such as education or job training. In total it is expected that in excess of $30 million would be invested in East Jackson by public and private sources to adequately implement the plan proposed.

The financial forecasts are more challenging at this stage since development has not yet begun in a significant way. The assumptions that were used to calculate the TIF revenues are outlined below.

- The term of the TIF District is 30 years. The 30 year term is needed because a substantial period is required to create a predictable revenue stream before a 20 year bond term can be issued. This is not expected to occur until Year 10.
- A period of ten years is allotted to allow build out for Phase 1 and create a predictable revenue stream.
- Initial development will occur evenly during each of two five year periods.
- No tax freezes were assumed to be granted for either multi-family or commercial developments.
- Tax rates would remain at the current level since there are currently no predicted tax increases over the life of the TIF.
- Secondary or spin off development will occur but was not included in the forecast because it is unpredictable at this early stage of the project.

Financial Analysis: 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 table below delineates the potential sources and uses of funds at a minimum investment level under the conservative scenario. (See Figure 3.4)

East Jackson Financial Analysis		
Estimated Sources and Uses of Funds (Years 1-30)		
Source of Funds	**Amount**	**Comments/Observations**
TIF Funds Cash Flow	$ 2,535,750	Taken annually as funds are available in TIF funds
TIF Funds Bond Proceeds	$ 3,969,000	Bonds sold in Year 10
NH Stabilization Program	$ 1,000,000	New grant applications
City 108 Loan	$ 1,500,000	Approved by City Council
City CIP	$ 5,000,000	Partially already allocated
Total	**$ 14,004,750**	
Use of Funds	**Amount**	**Comments/Observations**
Infrastructure	$ 7,354,750	Streets, utilities, street trees, paving, etc.
Lot Purchase	$ 750,000	50+ vacant and deteriorated properties
Housing Construction	$ 3,000,000	150 houses at $20k with balance from revolving loan pool
Downpayment Assistance	$ 500,000	100 units at $5,000 per unit
Commercial Development	$ 500,000	Strip Center and revitalization
Community Center	$ 1,400,000	To Renovate existing structure
Small Business Loan Pool	$ 500,000	Leverage 3:1 or 4:1 with private sector
Total	**$ 14,004,750**	

Figure 3.4 – Sources and Uses of Funds

The source of funds is a projection based upon the current commitments of the City, estimated TIF revenues generated with a modest level of development over ten years, and the expectation that additional grants from the state or federal governments will be applied for and secured. These funds are not adequate to fully fund the plan that is recommended. If additional funds can be acquired from outside sources or allocated by city government, they will be able to accelerate the rate of improvement in the neighborhood. TIF revenues for example could be produced by new industrial developments if they do not receive a payment-in-lieu of taxes and are within the boundaries of the district. All of the currently developed industrial area as well as the undeveloped industrial land in the planning boundary should certainly be included in the TIF district if one is established. In this case the planning projection for establishing the TIF district could then be increased to as much as $8.0 million rather than the $6.5 referenced here in order to anticipate growth in the industrial sector that is not accounted for at the present time.

The uses of funds noted above represents an allocation designed to concentrate activities in areas that will generate the largest positive change in the neighborhood. It must build in flexibility to recognize the market conditions and what it takes to incentivize a project. Whether a particular residential or commercial development materializes is also dependent upon the willingness of private investors to risk capital and to devote resources and talent to the projects. Attracting this type of willing investor and crafting a package to carry the deal forward are key roles of the Master Developer.

If additional funds are secured the top priorities for allocating additional funds to private projects would first be to housing including new construction as well as acquisition and demolition of severely deteriorated single family residential structures. Secondly, funds should be allocated to the multi-purpose center if additional funds are required. Thirdly, small business loans that facilitate commercial revitalization of key corridors.

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 30 years once more of the financial uncertainties are known. Uncertainties include grants obtained, quantities of development particularly commercial and industrial, 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.

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 may still be eligible for as those funds are disbursed.

In the past year, the Jackson Housing Authority has already applied for Neighborhood Stabilization Program (NSP) grants from the Tennessee Housing Development Agency. The funds received thus far 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 should also being sought for East Jackson as funding cycles present themselves over the coming years.

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 should be applied for to cover infrastructure improvement needed for the retail/commercial site developments proposed.

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 10. That necessitates a 30 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.

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.

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 $14.0 million over 30 years. 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 a figure considerably higher. (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 initial retail/commercial development and the additional 50 houses to be renovated or constructed.

Because the overall Redevelopment Plan is very ambitious, it can take as much as 30 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 2 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 2 conforms to the Jackson Revitalization Strategy/Community Redevelopment Act Workable Program document dated February 2009. The Center City District 2 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 2 area there 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 builds 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 supportive of as a party interested in revitalization of the City of Jackson.

The planning process for the Community Redevelopment Plan was conducted over a six month period and included a series of 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 are intended to be the responsibility of the CRA to execute; rather here we describe the full range of ideas as a guide to help aid future decision-making. 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, to 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 by reviewing the existing conditions of the study area, analyzing the patterns of land use, and reconfirming the findings of the Workable Program report. This was in an effort to more fully document the study area beyond the windshield survey process by taking photographs, researching specific sites, etc. From this, detailed neighborhood maps and analysis drawings were created from which the designs would later emerge (See Appendix E for maps).

The three major public meetings were held from February through April 2010 where 194 neighborhood residents and stakeholders provided their input as to the positive and negative aspects of the area, and their vision for the future. The first meeting was comprised of gathering input and listening to suggestions, including a mapping exercise. At the second meeting attendees were asked to prioritize the ideas generated thus far. In the third public meeting, the preliminary recommendations were presented and feedback gathered. A full list of attendees and comments are included in Appendix C.

The team also conducted a series of stakeholder interviews over two days at Jackson City Hall, consisting of interviews with 25 key stakeholders and local officials in the area (a list of which is included in Appendix C) to solicit their particularly insightful input. Throughout the process the team was heartened by the strong and interested participation of the public which was vital to preparing this document.

Analyses

Continuing 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, and 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. Over the course of the project, 219 members of the community provided input into the master planning process.

The first public meeting was held at East Chester Church of God on February 2, 2010 where 93 attendees heard about the planning process, the role of the CRA, and were asked to share their concerns in two ways: to share with the design team their observations, concerns and suggestions for the neighborhood; and to participate in a mapping exercise by placing 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: housing and neighborhood development, economic development and workforce development, improved streetscapes, new and improved parks and open spaces, public safety, good community image, code enforcement, historic preservation, continued support and improvement to East Jackson.

The mapping exercise illustrated with red dots areas of weaknesses or problems that need to be addressed, whereas green dots showed 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: Lane College, Jackson Central-Merry High School, Whitehall Enhanced Option Community Elementary School, Lincoln Magnet School for Mathematics and Science, Lane Technology Magnet Elementary School, Jackson Careers and Technology Magnet Intermediate School, Parkview Montessori Magnet School, and the Boys and Girls Club. Problem areas or weaknesses were identified with red dots. Some of these include: East Chester Street corridor, Hillcrest Circle neighborhood, Lincoln Courts public housing project, and other homes and streets dispersed throughout the district. The results of the mapping exercise with red and green dots are shown in Figure 4.1 on the following page.

A series of stakeholder interviews were conducted at City Hall over two days, February 18 and 19, 2010, wherein 25 key individuals were asked to provide specific input and ideas for the topics which they were most familiar with. Business leaders, City staff, public officials, and church and school leaders participated and provided valuable insight into the challenges and needs of the community.

On March 2, 2010 the second public meeting was held at the Cumberland Missionary Baptist Church where 32 attendees were updated on the progress of the plan, and were asked to prioritize the suggestions that had been gathered so far. In a non-scientific poll, the public placed their priorities on providing youth programs and diverse housing choices (10 votes), small business programs (9 votes), an improved community center (7 votes), as well as shopping choices, career/jobs training, minority participation rates, and promotion of

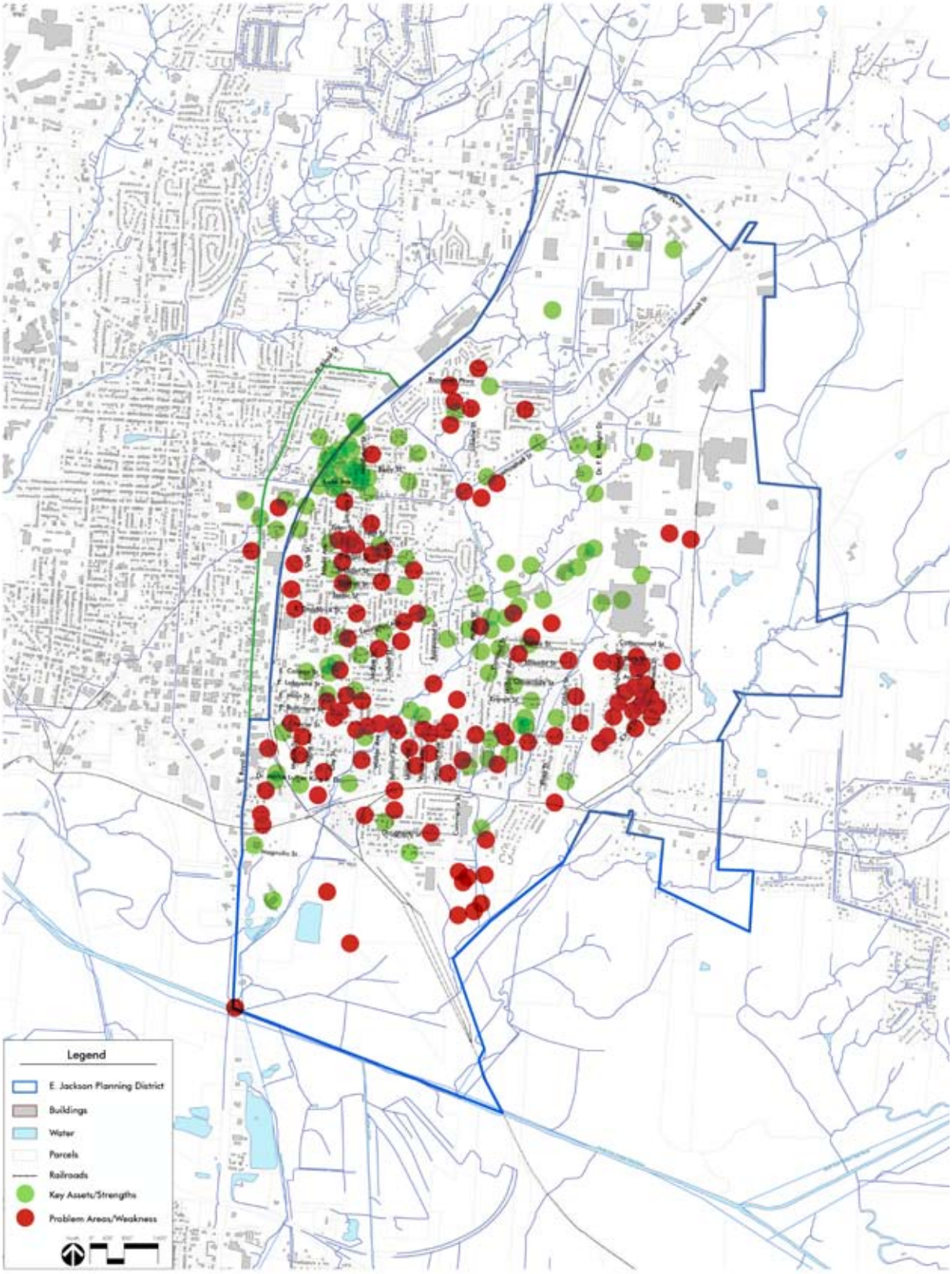


Figure 4.1 – Center City District 2 Public Input Dot Diagram

history and culture. This input helped reinforce the direction of the plan and emphasis on jobs and economic development and neighborhood services.

The third and final public meeting was conducted at Jackson Central Merry High School on April 20, 2010, wherein 69 citizens were informed of the input heard thus far, and presented the preliminary strategies and initiatives included in this plan. At that time there was general agreement with the direction and intent of the plan leaving the public primarily with questions as to the funding and implementation of the plan. To address those issues most directly, an additional section entitled Plan Implementation was added to this report.

Each of the three major public meetings was advertised with Public Notices in the *Jackson Sun* newspaper in the weeks leading up to each meeting.

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 affect 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 2 planning area. The Principles fall into six major categories: Improve Housing and Neighborhood Conditions; Jobs and Economic Development; Infrastructure, Planning and Design; Retail and Neighborhood Services; Community Organization and Empowerment; and, Funding the Plan.

Improve Housing and Neighborhood Conditions

Principle: Eradicate Blight and Deterioration

Strategy: Continue aggressive Code Enforcement

Continue Code Enforcement of properties through continued actions of the Safe Neighborhood Task Force and the Environmental Court. Hold property owners, including absentee landlords and banks holding foreclosure property, accountable for property conditions and maintenance.

Strategy: Rehabilitate deteriorated properties

Establish housing rehabilitation programs to assist current and prospective homeowners in improving and maintaining their properties to stem decline.

Strategy: Fill empty holes in the neighborhood

Construct infill housing on vacant lots, including tax delinquent or properties acquired through the Land Bank and other entities. Continue developing the Model Communities site adjacent to East Chester Street.

Strategy: Pursue Targeted Demolition 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.

Strategy: Help Qualified Homeowners Who Need Help Maintaining Property

For those capable of independent living yet unable to keep up with the maintenance of their structures, because of economic conditions, fixed income limitations, or hardship, establish an assistance program to fix or maintain property to ensure the decline of the property is stopped, if not improved.

Principle: Develop New and Existing Housing Sites

Strategy: Attract New Homeowners with Diverse Choices

Develop new residential products on sites where a critical mass of new construction can change the perception of living in the neighborhood. Concentrations of new residential may be possible near South Royal Street and Martin Luther King Boulevard, along Lexington Street east of Hays Avenue, and undeveloped land between Whitehall Street and Lexington Street. Opt for market-rate housing, whether rental or home-ownership, which is attractive to families, young professionals, seniors, or people who grew up in the neighborhood who wish to return.

Strategy: Redevelop Public Housing as Mixed-Income Communities

Redevelop public housing sites including Lincoln Courts, Douglas Circle, and Neff Street areas into mixed-income communities. In doing so the largest concentrations of low-income households can be made more safe, attractive, and integrated into the broader neighborhood.

Strategy: Create and Utilize a Land Bank for the Acquisition/Disposition of Property

In an effort to make redevelopment of underutilized properties easier, create and utilize a Land Bank 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.

Principle: Shift the Balance of Housing Towards Life-long Home Ownership

Strategy: Help Buyers Convert Rental Property to Home Ownership

Provide assistance, financial and technical, to prospective homeowners to purchase and convert rental properties into owner-occupied homes. Down payment assistance, credit counseling, homeownership training, etc. may be needed for first-time buyers unfamiliar with the responsibilities of home ownership.

Principle: Enhance the Quality of Life in the Neighborhood

Strategy: Ensure Residents are Safe and Secure

Maintain regular police patrols through the area utilizing both marked and unmarked patrol cars. Support and expand Neighborhood Watch efforts. Build development with a focus on keeping "eyes on the street" or public spaces to create natural, passive security through design.

Strategy: Make it Easy and Desirable to Live in the Neighborhood

Create opportunities for new retail and residential development. Improve parks and other common amenities. Celebrate the history, culture and residents of East Jackson regularly. Provide a wide variety of housing choices. Promote the advantages of the community to those who will listen – community, culture, history, location.

Strategy: Improve Existing Parks & Playgrounds

Capitalize upon and promote the use of existing recreation assets in the community. T.R. White Sportsplex, Lincoln Park, Centennial Park/Shirlene Mercer Walking Trail Park, Kate Campbell Robertson Memorial Park and Paradise Park should be maintained and improved. 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 Shirlene Mercer Walking Trail Park, the Forked Deer River, and other areas, allowing residents to take advantage of the regions unique assets.

Jobs and Economic Development

Principle: Create Career Opportunities and Economic Development

Strategy: Increase Employment Opportunities through Job Creation

Target growing and locally strong sectors, such as Manufacturing and Healthcare. Leverage connections to the state-designated Megasite recently established in Haywood County. Work with the Jackson Chamber of Commerce to create or expand industrial sites within the local East Jackson area. Establish programs for the creation of new and revitalization of existing commercial buildings.

Strategy: Help Develop Minority and Small Businesses

Coordinate minority business development with the African-American Chamber of Commerce. Utilize expertise through a Business Resource Center who offers technical assistance (with ties to SBA, TSBDC, Score, etc.). Draft and pass a Locally Owned Small Business (LOSB) policy or ordinance to promote local government doing business with local and East Jackson companies. Create a revolving pool of money to make Small Business Loans to assist businesses in expanding. Promote a "Buy East Jackson" campaign targeting both business-to-business and retail customers.

Strategy: Create a Marketing and Branding Campaign

Provide a regular stream of positive news stories for media outlets to cover, such as stories on East Jackson residents/businesses or accomplishments. Announce business expansions, ribbon cuttings, market festivals or street fairs/celebrations and their sponsors. Document and share the history and culture of East Jackson businesses. Create and implement consistent signage and area identification to make the area more accessible to outsiders. Continue the beautification of business corridors with streetscape improvements (such as East Chester Street project), code enforcement of commercial properties, and business clean up/fix up campaigns. A website promoting East Jackson businesses is also needed.

Strategy: Education and Workforce Development

Expand youth programs to include year-round schedules, including summertime, after-school and in-school time periods. Create links between optional/magnet schools with target sector employers to provide an avenue for youth towards careers. Seek a Workforce Investment Network (WIN) center in East Jackson to serve youth and adults in the neighborhood. Focus youth programs on school-to-career paths including dual enrollment with local colleges/universities built around target employment sectors. Consider a "one-stop shop" for jobs training and placement services. Work with local employers to establish full-time employment over temporary jobs.

Strategy: Target Un(der)developed Land and Buildings for Jobs

Target industrial and jobs development on undeveloped or underdeveloped property, including North Dr. F.E. Wright Drive, and smaller properties within the neighborhood along Royal Street, Hays Avenue, Lexington Avenue and Whitehall Street. One or more buildings could be adapted for use as a small business incubator with shared facilities for new businesses.

Strategy: Incubate and Recruit Local Businesses

Develop a strategy for creating or attracting local businesses to operate and grow in the district.

Creating and growing local jobs will help keep dollars within the neighborhood and provide a source of job growth for local residents.

Infrastructure, Planning and Design

Principle: Create new development opportunities.

Strategy: Build upon the benefits of being located close to Downtown.

Take advantage of development opportunities because of the proximity to unique regional attractions. Sites near Downtown, such as west of Centennial Park/Shirlene Mercer Walking Trail Park and near the Depot, should be developed to bridge the gap between the Downtown core and the residential neighborhoods to the east using it unique qualities and highly visible location.

Strategy: Support the Continued Presence of Schools

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. Similarly, the other schools in the district should be supported and maintained so as to provide desirable educational choices for families.

Strategy: Provide Assistance/Incentives for Development

To help the private sector take on the significant challenges of neighborhood revitalization, provide financial, technical or other incentives/assistance to help spur private investment. This may take the form of infrastructure investments/improvements, financial assistance, gap financing, etc. Similarly, regulatory changes may be needed to help develop on small urban lots, or provide the desired services/jobs on certain sites through changes in zoning regulations to promote development.

Principle: Maintain and Update Existing Infrastructure

Strategy: Provide a Continuous Pedestrian and Street Network

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, with priority areas where school-age children may be walking from home to school. Make pedestrian connections to creek-side trails, walking trails, paths in parks, etc. Repair and maintain streets to promote easy access to all parts of the neighborhood.

Strategy: Improve Safety and Community Image Through 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.

Strategy: Plan Continued Maintenance of Utility Infrastructure

Underground and overhead utilities must be maintained or improved to support future development and stabilization of the community. Stormwater management, sewer, water, electricity and

other utilities must be maintained, or replaced if aged and undersized, to support the existing neighborhood as well as future growth.

Principle: Map Out Strategies for Growing Institutions

Strategy: Support the Master Planning by Major Institutions

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 (Lane College, Jackson State Community College, Jackson-Madison County School System, and others) and the neighborhood with the aim of creating win-win situations.

Principle: Promote Safety and Health Though Physical Design

Strategy: Create New or Improved Gateways

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 East Chester Street at Highway 70 and should express that one is approaching a valuable part of the community, especially considering the significant streetscape investments being made in the area. Royal Street, Lexington Avenue and Whitehall Street also provide opportunities for gateway improvements to enhance the perception of the neighborhood. 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: Create "Eyes on the Street"

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.

Retail and Neighborhood Services

Principle: Increase Neighborhood Retail and Services

Strategy: Provide Opportunities for Neighborhood Retail

A top request of neighborhood residents were more and better retail options within the neighborhood. Create development opportunities for new neighborhood retail on vacant properties along East Chester Street and Highway 70 near Phillips Street and Cartmell Street. Also, rehabilitate existing commercial buildings while adding new space along the Royal Street corridor as well as Lexington Avenue, Whitehall Street, Lane Avenue, Dr. F.E. Wright Drive and North Parkway.

Strategy: Target Retailers Lacking in the Area

Actively pursue the services and retailers not currently in the neighborhood, such as a full-service bank branch, pharmacy, and places to eat which cater to neighborhood residents, college students, or commuters who pass through the area.

Principle: Support Families

Strategy: Family-friendly entertainment for kids and families – movies, etc.

Organize and recruit entertainment and activities suitable to families with children. Movies, recreation, dining, and other activities should be family-friendly and organized so as to attract parents wishing to raise their children in the neighborhood.

Strategy: Support Working Families

In order to permit working parents to provide for their families, coordinate child day care services (possibly joint programs with churches and other providers) and adult day care services so parents and family caregivers can engage in regular work while supporting their family.

Principle: Promote Healthy Lifestyles

Strategy: Recruit and Provide Access to Healthcare Services

In addition to the healthcare services in the neighborhood, recruit additional providers and provide ways for the mobility challenged to access the healthcare services. Transit to the doctor, dentist or pharmacy for the disabled or aged may be required in order to maintain health.

Strategy: Improve Community Recreation/Education Facilities

Upgrade existing, or create new, facilities to engage both youth and seniors in healthy and educational activities. If properly designed, both groups could be served from one facility, or provide separate facilities. T.R. White Sportsplex is one possible location, or within the local schools. Operate the facility beyond after-school hours including summer and weekends.

Strategy: Community and School-based Gardens

Promote healthy living in the community and schools by establishing community gardens and other programs in public parks, school yards, or other communal locations. By providing access to fresh food and teaching young people about food choices, better nutrition and better eating habits have resulted in other cities.

Principle: Provide the Basis for Learning Life Skills

Strategy: Promote Youth Empowerment

Either co-located with other community services or in a separate facility, provide a center for youth empowerment and life skills programs geared towards preparing youth and adults with the skills necessary to live full and responsible lives. Some groups propose a center be located nearby in Downtown Jackson, which may be suitable if access is easy to neighborhood residents.

Strategy: Promote Personal Financial Skills

In order to prepare for taking out a mortgage or saving money for college, people need to acquire good habits for establishing and maintaining a credit history, including maintaining a bank account, having utilities in their own name, and proper saving habits. In conjunction with local banks, provide training and programs to gain entry into the credit economy.

Community Organization and Empowerment

Principle: Create or Grow the Organizations to Get Work Done

Strategy: Engage a Master Developer to Orchestrate Development

Pursue a Master Developer who will oversee development in coordination with the redevelopment plan. Have them be a direct investor in certain projects in order to have a stake in the success of the neighborhood. Give consideration to paring local and minority groups who don't have the skills needed with those who have the expertise to build the capacity of local groups.

Strategy: Create a Community Development Corporation

Utilize a Community Development Corporation (CDC) to carry out many programs and advocacy. Create and implement a marketing and branding campaign to promote a better image of the community. Be a liason between the neighborhood and local/state government. Coordinate development activities with the Master Developer. Advocate for neighborhood improvements through regular investments and upkeep by the city and other agencies. Coordinate with neighborhood associations, businesses and non-profit groups to hold regular festivals, celebrations, block parties, etc. Help establish neighborhood watch programs throughout the area.

Strategy: Create or Expand Business and Merchant Associations

Utilize a Business or Merchants Association to be a liaison to local government on business issues. Form partnerships with the Jackson Chamber of Commerce and the African-American Chamber of Commerce to bring the gap between the neighborhood and these organizations. Work to help form or recruit new retailers and small businesses to the area. Form Business Watch programs in association with the Jackson Police Department to enhance the security of businesses and their customers.

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, gateway features 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 Lane College or Jackson State Community College. 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.

Funding the Plan

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

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: Pursue Grants from Government and Foundations

Seek funding from State agencies including NSP and THDA. Allocate resources from HCD and HUD's Community Development Block Grant (CDBG) program, and pursue HUD's recently-established Communities of Choice programs. Also pursue programs through the Federal government's new Sustainable Communities Initiative (a partnership between the Department of Transportation, Department of Housing and Urban Development, and the Environmental Protection Agency). Seek partner organizations to join forces in requesting and utilizing funds. Make systematic allocations for priority items through the City's Capital Improvements Program (CIP) funds in each year's budget. Request assistance or study from third-party organizations such as the Brookings Institute.

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: 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.

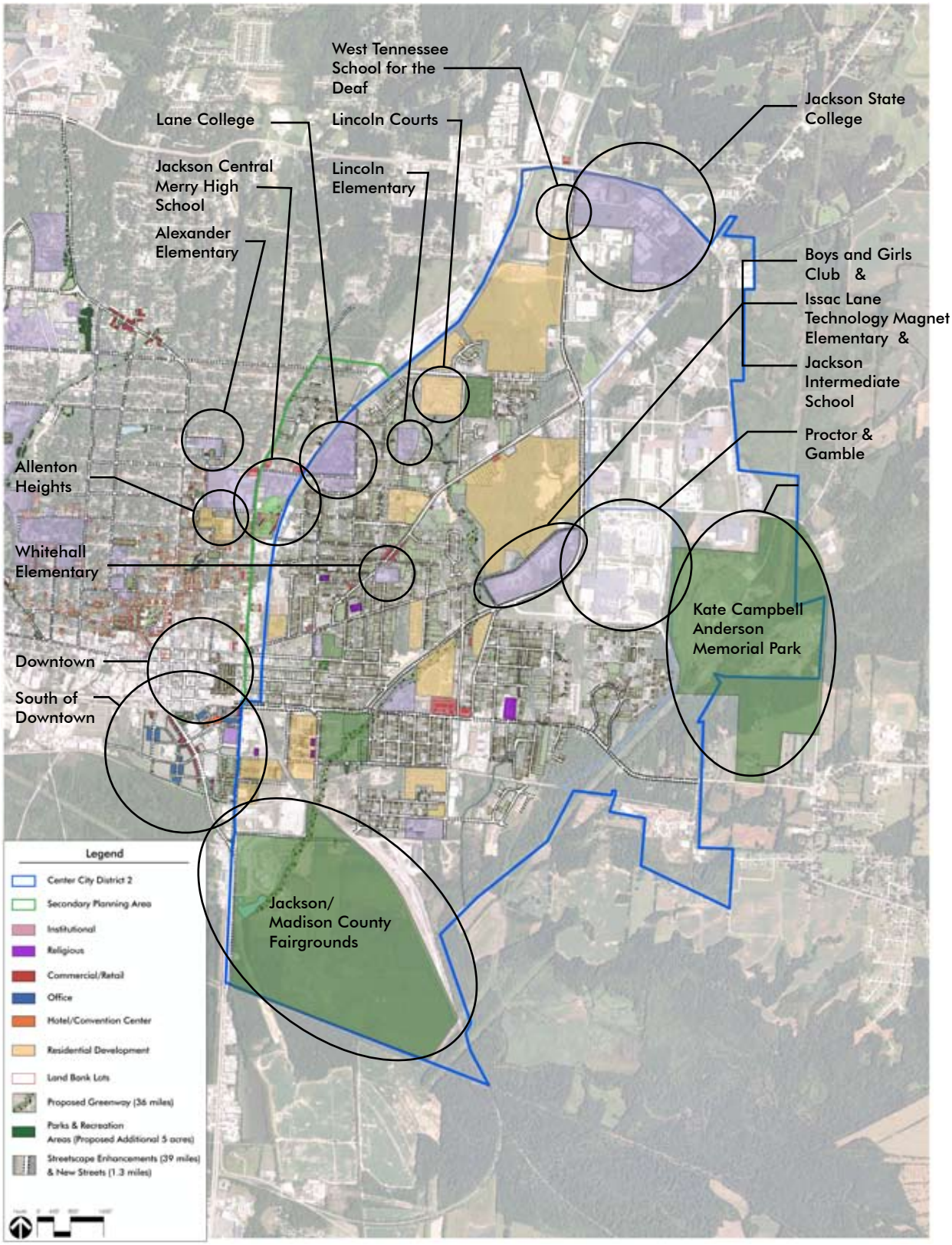


Figure 4.2 – Center City District 2 – Areas of Focus within Community Redevelopment Plan

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.

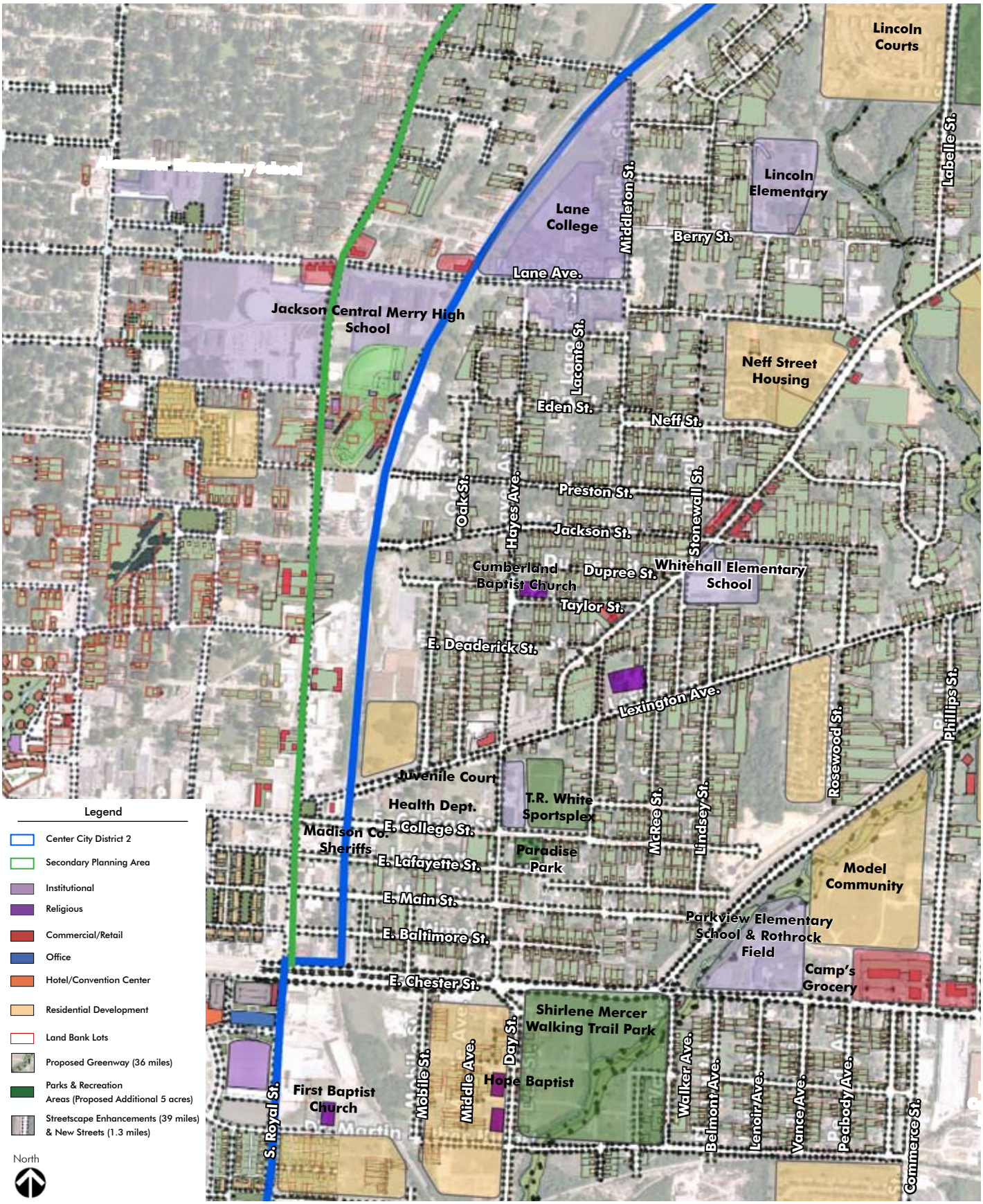


Figure 4.3 – Center City District 2 – Central East Jackson Area Plan

Central East Jackson Area: Hays Avenue, Main Street, Lexington Avenue and Whitehall Street

The heart of the District 2 area is the central part of East Jackson, located north of Highway 70/East Chester Street and south of Lane Avenue. This area is among the oldest in the City of Jackson and is typified by residential streets, and is home to several churches, schools, and institutions. Several public facilities are now located on the former Union University campus, at the heart of this area.

The plan calls for maintaining and upgrading, or replacing with new, recreation and community facilities. Improve the facilities at T.R. White Sportsplex, or consider creating a new facility. At T.R. White Sportsplex or a similar facility, co-locate career/educational resources to provide social services to the community. No matter where located, as a neighborhood anchor the proposed facility should be easily accessible by young and old, centrally located, and a safe place for people of all ages to utilize.

Public space improvements include improving existing parks (Paradise Park, Lincoln Park) and school playgrounds (Lincoln Elementary, Whitehall Elementary) with modern play equipment and surfaces. Create a large neighborhood park where Whitehall Street meets Lexington Avenue to the west of an extended Hamilton Street to East Deaderick Street. As a large, centrally located and highly visible park space it would serve as a powerful symbol of the transformation of East Jackson at a point where several streets come together. Surround the park with homes which face the park to establish a sense of inherent security. Also establish a gateway to the neighborhood by creating a small but well-designed park at the intersection of Lexington Avenue and College Street at Royal Street.

Residential upgrades are needed for many homes throughout the area, providing opportunity for the housing investment programs to help stabilize the area. The community should support the continued revitalization of the East Main Street Historic District homes to maintain the history of the area. As funds allow, pursue the redevelopment of the Lincoln Courts and Neff Street public housing projects into mixed-income residential development which better integrate into the community. Develop attractive market-rate residential development bounded by Lexington Avenue, Stoddert Street and the railroad as a cohesive single development at a highly visible location in the community and conveniently located near Royal Street and Downtown Jackson.

Commercial revitalization is needed in the form of improving the retail and commercial buildings providing neighborhood retail services and jobs to residents. Areas to focus on include Royal Street (just outside District 2) between Main Street and Lane Avenue, Lexington Avenue at Hays Avenue, Whitehall Street at Jackson Street, and both Hays Avenue and Lane Avenue near Lane College. Recruit or help incubate new businesses or established locally owned small businesses to provide better services, generate local jobs, and to keep the proceeds within the local community.

Numerous streets require sidewalk repairs or upgrades, curb repairs, stormwater collection, and minor street repairs. Focus capital improvements on major streets as funds become available.

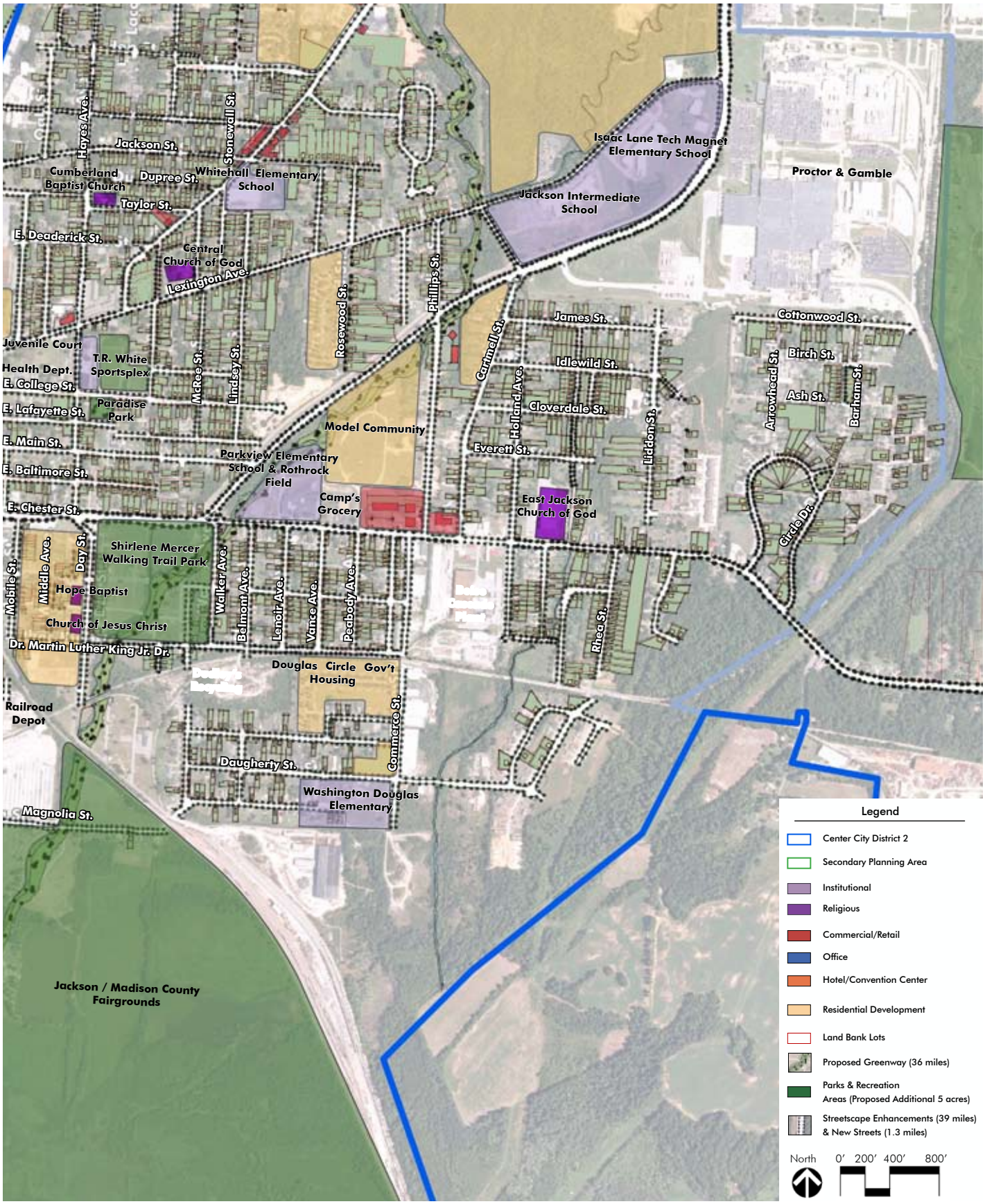


Figure 4.4 – Center City District 2 - Southern East Jackson Area Plan

Southern East Jackson: East Chester Avenue and East of Highway 70

The areas of the District located along and south of Highway 70 are among those hardest hit by repeat tornadoes in the last decade. This is also the area where the greatest focus of effort has been in repairing and improving the infrastructure, housing, and community amenities. The on-going investments such as upgrades to Centennial Park and Shirlene Mercer Walking Trail Park, streetscape improvements along East Chester Street, and the redevelopment of Parkview Courts as a Model Community seniors housing development, should be continued and efforts should build upon the momentum being generated in this area. Several residential pockets exist in the area separated from each other by topography, drainage, or railroads, while limited commercial services are available along East Chester Street.

An immediate opportunity exists with the potential to develop a multi-tenant retail commercial center along East Chester Street near Camp's Grocery Store at one or more sites near Phillips Street or Cartmell Street. Tenants recruited may include a bank, pharmacy, and restaurants, among other neighborhood services. Similarly, retail development at Phillips Street and Highway 70 on City-owned property should be investigated and pursued if sensible.

To help grow the neighborhood, develop new residential, single family or multifamily, in two locations – west of Centennial Park along Mobile Street, Middle Avenue and Day Street; and near the Depot on South Royal Street – so as to provide new market-rate residential products close to downtown, employment and the park but in a setting attractive to a new economic level of home-buyer for East Jackson. Also utilize state and federal funding to improve the Douglas Circle public housing project into a mixed-income development, tied into the adjoining neighborhood. Continued housing upgrades and repairs are needed in order to stabilize much of the remaining housing stock in the area.

Public space improvements to provide children's play areas and community pride include introducing a new park in the Hillcrest Circle neighborhood where Circle Drive meets Barham Street, and creating a new small park surrounded by new housing between Idlewild Street and Cloverdale Street by extending Webb Drive north from East Chester Street to James Street. Improve sections of Anderson Branch Creek between Highway 70 and the Forked Deer River to control erosion as well as a greenway trail extension of the Shirlene Mercer Walking Trail Park in Centennial Park northwards to Lincoln Park and southwards to the river. Create a well-designed new gateway to the East Chester Street commercial corridor at its intersection with Highway 70, welcoming visitors to a revitalized neighborhood.

Utilize the currently unoccupied Washington Douglas Elementary School so as not to lose a vital community asset. One or more of the recommended neighborhood programs could be housed here, although it is not centrally located to the neighborhood so access will be difficult at best for most citizens.

To bridge the gaps between disconnected neighborhoods, make street connections between dead-end streets and fragmented residential areas to make areas more navigable and less like an enclave, as well as make it easier for police to patrol. Extend Martin Luther King Drive to connect the dead-end portions of Walker Ave., Belmont Ave., Lenoir Ave., Vance Ave., Peabody Ave. and Commerce Street together alongside the railroad tracks into a network of regularly connected blocks. Similarly create a connection between the dead ends of Wisteria Street and Fox Street to Valley Avenue. Make new streetscape improvements as budget and time allows along major streets in the area.

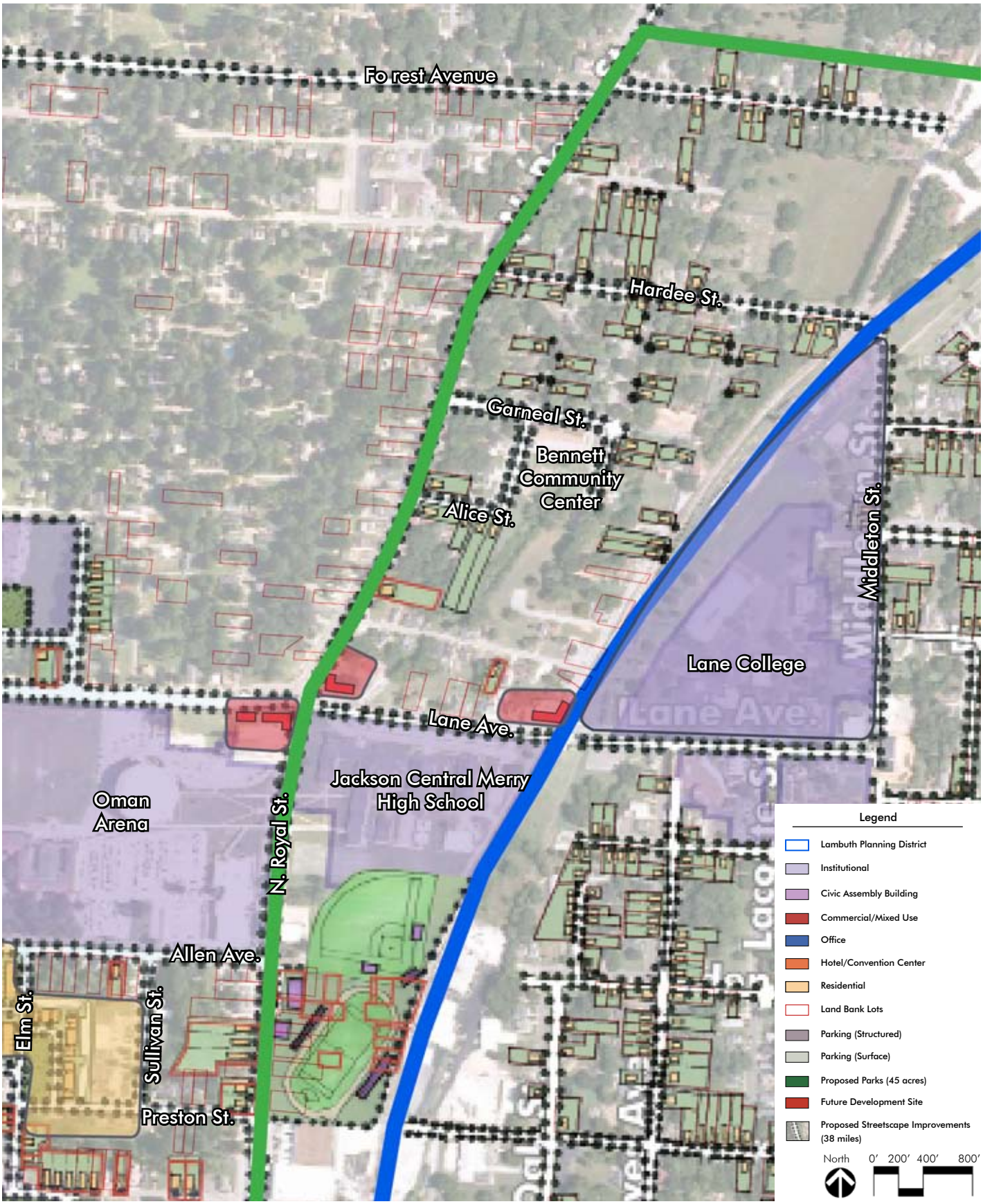


Figure 4.5 – Center City District 2 – Lane College & Jackson Central Merry High School Area Plan

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. 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.

Although technically outside Center City District 2, Jackson Central Merry High School is a critical asset to the district. As has been discussed by the public, 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.

Figure 4.6 – Center City District 2 – Jackson Central Merry High School Athletic Fields Option B Plan

Figure 4.7 – Center City District 2 – Jackson Central Merry HIgh School Athletic Fields Option C Plan

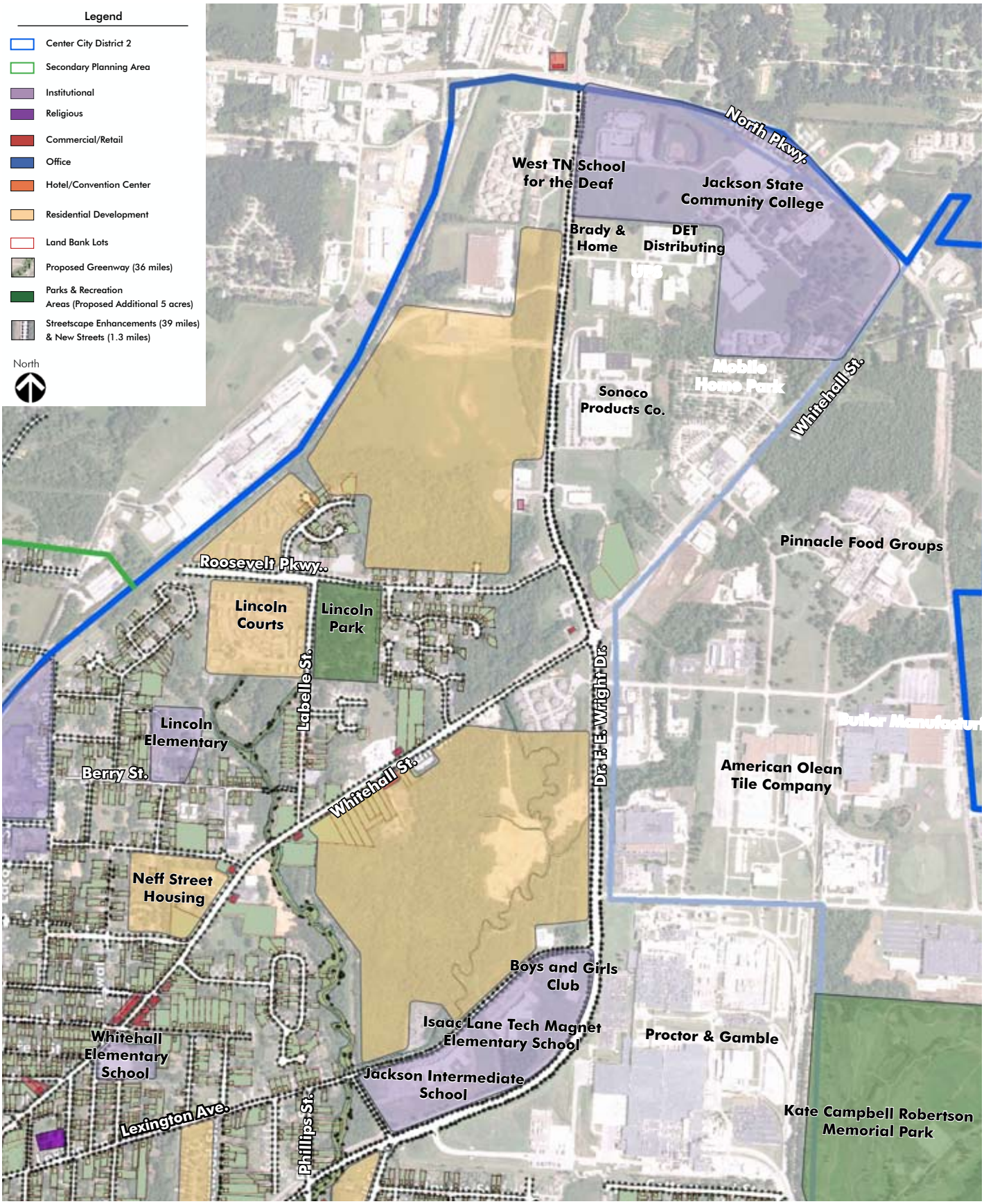


Figure 4.8 – Center City District 2 – Northern East Jackson Area Plan

Northern East Jackson: Highway 70, Dr. F.E. Wright Drive and North Parkway

The northern portions of the District is an area which contains not only residential development, but also industry, higher education and considerable areas of underutilized land. This area is in need of similar investment as other parts of the District, but also presents opportunities for considerable development.

Two large areas potentially available for redevelopment are located west of Dr. F.E. Wright Drive, including between Lexington Ave. and Whitehall St. and north of Roosevelt Parkway. Each tract has seen some development, residential to the south and industrial to the north, but represent significant opportunities for new development of either kind. A smaller parcel is also located east of Whitehall Street north of the Pinnacle Food Group site, and is suitable for industry. These areas, plus the residential infill elsewhere in the District, represent significant opportunities for growing tax revenue and jobs.

The presence of Lane Technology Magnet Elementary School, Jackson Careers and Technology Magnet Intermediate School, and the Boys and Girls Club are great assets to the area, although their location and access leave them disconnected from the neighborhood in that they are not within walkable distance of much of the surrounding residential. Where possible, make improvements to make them more accessible to residents.

Several of the most recent retail developments in the District have taken place along Dr. F.E. Wright Drive at Whitehall Street/Highway 70 and also at North Parkway. They are situated to serve commuters, employees of nearby industry, and students at Jackson State Community College, they do little to serve residents in the area who could also benefit from access to the food service, banking, and other retail services. As jobs increase and the community college grows, the need for additional services will also grow, and this area seems to have opportunities to support that need.

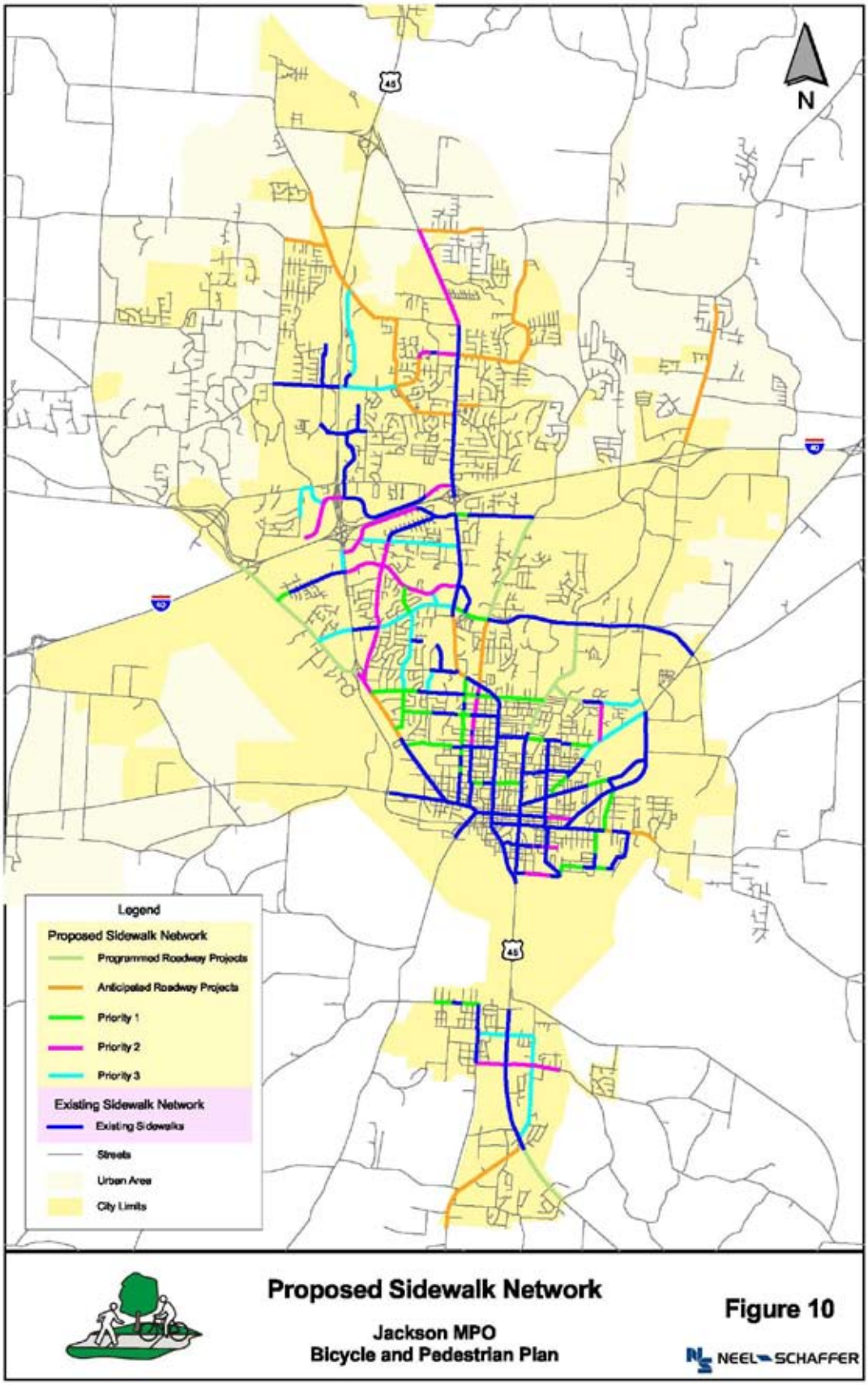
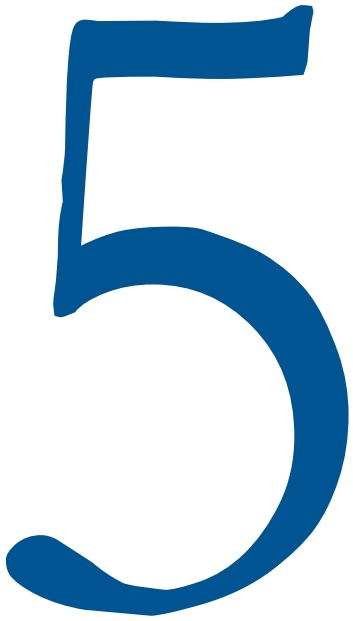


Figure 4.9 – City of Jackson MPO Proposed Sidewalk Network Plan

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.

Chapter Five: Plan Implementation



Plan Implementation

Neighborhood revitalization in East Jackson is a largely a combination of Community Development and Economic Development. Retail, restaurants, and professional offices are all dependent upon income in an area and according to census data, East Jackson is somewhat below the average income compared to the city and other neighborhoods. Consequently a focus of any revitalization strategy must include creating jobs, and building wealth and disposable income.

Business Development

The objective of increasing the retail and professional opportunities in East Jackson can be accelerated by capitalizing on the interest of area residents that have to form new businesses serving the area. Additionally, existing businesses must be supported to the extent possible to enable additional job opportunities and to set the example for other entrepreneurs.

There are several specific strategies to promote entrepreneurship and strengthen current businesses that have been successful in other markets. These strategies have all been articulated by area residents and businesses during public hearings.

Technical Assistance

During the planning process, numerous residents indicated a desire to promote business opportunities. Individuals that have developed a marketable skill or management expertise may have the essentials for success in a business but lack the knowledge of how to start. Any new business needs to effectively plan prior to launching and that includes three components: Business Plan, Marketing Plan, and Financial Plan. The expertise to complete these plans is not common to most professions and technical assistance from a professional business analyst is invaluable. The Small Business Administration and U. S. Department of Commerce provide resources to make these services available to states often through Small Business Development Centers. Tennessee has several offices in Nashville and Memphis and fortunately there is an office in Jackson housed in the Jackson Chamber of Commerce. It would be valuable to offer these technical assistance services on site in East Jackson in a multi-purpose facility also offering job training, small business loans, and associated services.

Locally Owned Small Business Program

Cities across the country have recognized the importance of using local resources to build local businesses that pay local taxes, hire local citizens, and buy local products and services. Referred to as Locally Owned Small Business Programs (LOSB) ordinances or purchasing policies have been formally adopted to give preference to local companies. Local companies can be defined as those within the City, County, or region as desired by the local government.

A small percentage preference is allowed for the LOSB to be within the low bid and still be awarded the contract. This recognizes the importance of building strong small businesses in a community; especially since small business typically create 80% of new jobs.

The LOSB Program is tailored to small businesses of any ownership structure and is race and gender neutral. Consequently, ordinances and policies that have been established in numerous other jurisdictions giving preference to local small businesses have been held to be legal.

Minority Business Development
Given the ethnic composition of East Jackson, it is also important to foster a strong minority business community. This means targeting services to Minority owned companies to build capacity and diversity in the serves offered by minority firms.

Typically, capacity and diversity of services and products offered are issues in expanding minority businesses. Early stage strategies include joint ventures with majority firms, subcontracting arrangements and technical assistance to build capacity in areas such as bonding, and insurance. Access to capital is also a significant issue to enable acquisition of equipment, facilities, and working capital necessary to handle larger more lucrative contracts.

The African American Chamber of Commerce has already undertaken a number of these efforts to promote minority business development. It needs to be supported by technical assistance, loan programs, and public and private purchasing policies to make its efforts more successful.

Small Business Loans
Most small businesses fail because they are undercapitalized. Access to capital at reasonable rates and terms is essential to small businesses. A small business revolving loan pool should be established in partnership with local bank to make available loans for equipment, inventory, and other working capital needs. Funds raised by local government through creative financing or other appropriations can and should be leveraged with local private resources. The local funds can be used to minimize the risks associated with small business loans and to enable somewhat relaxed loan criteria.

A loan committee comprised of local loan officers, city officials, and others familiar with business finance should be established to establish loan criteria and oversee the loan program. An initial loan pool of $500,000 from local public sources could potentially be leveraged to create a loan pool of $1.5-$2.0 million. At a maximum of $100,000 loans this could be expected to produce loans for up to 25 businesses in the area. These loans should be available for a broad variety of business types including retail, professional services, construction, and even light manufacturing.

Buy Jackson Campaign
Fortunately East Jackson has several well traveled major road corridors with significant daily traffic counts from commuters. This provides an opportunity to take advantage of daily purchases of necessities and services offered conveniently on the way to and from work. Additionally, there is a critical mass of East Jackson residents that make purchases of goods and services daily, many of which are likely outside of East Jackson.

As a means of strengthen the current business environment, a “Buy East Jackson” campaign should be launched to encourage local residents to frequent local neighborhood business. This will stimulate growth of these businesses creating new job opportunities as well as demonstrating the strength of the market for prospective new businesses. Expanding the retail and service offering in the high traffic corridors will benefit local residents but also the commuters. A discount or a coupon book offered by area merchants might be considered to build awareness of East Jackson businesses and also to stimulate buying in the neighborhood. Regardless, the “Buy East Jackson” campaign will build additional awareness of businesses and improve branding of the area.

Job Creation

As noted earlier, a component of the overall revitalization strategy is to create jobs and additional income for the residents. This will lead to increased opportunities for home ownership but also enhance the retail sales and services in the area. A multi-faceted approach carried out in partnership with lead agencies in the city will position East Jackson to take advantage of the growth opportunities. This multi-faceted approach includes business recruitment, existing business retention and expansion, education and workforce development, and marketing and branding.

Target Industries

The Jackson Area Chamber of Commerce has identified several sectors of the economy that Jackson has the best opportunity to attract for now and the near term. This is based upon past success but also emerging sectors that will likely develop based upon the assets of Jackson and the pattern of economic growth in the State of Tennessee.

East Jackson leadership should align with the Jackson Area Chamber of Commerce and the target sectors being recruited for the region. Jackson and Madison County have been successful in attracting manufacturing and developing the Life Sciences/Healthcare industry sectors.

Advanced manufacturing skills training such a programmable logic controllers, CNC operations, and other computer controlled equipment should be incorporated into the skills training for the area. In addition educators should consider adding this target sector in magnet or optional schools and promoted with students in school to career programs.

Megasite Development

Another key opportunity that is emerging in the region is the megasite in Haywood County. The megasites in Middle and East Tennessee have proven a successful strategy in attracting major employers. The West Tennessee site has been acquired by the State of Tennessee and is in the planning stages for development. One positive development is the construction of a major solar farm on the property. Not only will this enhance the potential for attracting a new company, but it also furthers the opportunity for specializing in “Green Jobs”. The projection nationally for green job growth is favorable and Tennessee has significant assets that are being leveraged. West Tennessee and Jackson are particularly poised to capitalize on this global trend.

In addition to the renewable energy and green jobs opportunity, automotive manufacturing and ag bio are also target sectors that should be monitored in conjunction with the Jackson Area Chamber. Further, job training should be tailored to these sectors if they materialize on the megasite or in Madison County.

Existing Business

Economic development officials also recognize that existing businesses create approximately 80% of new jobs. That means that the current employer base in Madison County will be the source of most of the new jobs. Strategies to link East Jackson to these existing companies should also be productive. The Workforce Investment Network is one of the entry points for those in East Jackson seeking positions in the current employment base.

Education and Workforce Development

There are essentially three major sectors of the workforce that should be addressed and strategies to reach them are different. The Emerging Workforce represents those currently in education or training programs that will be entering the workforce within 12-24 months. The second sector is the current workforce representing those employed even if they are underemployed. The third are those unemployed including those that are seeking positions and those not currently interested in a job.

Workforce Investment Network (WIN)

The WIN receives federal funding to provide services to those qualified under federal criteria. To some extent there is funding for all three categories of workforce participants described above. To enhance the connection between the WIN and East Jackson residents, it would be desirable to open a satellite office in East Jackson or at least offer services on a limited basis in a multipurpose facility if one becomes developed.

The WIN links to all of the following strategies that will be referenced in the subsequent sections. Individual Training Accounts to cover tuition reimbursement, on-the-job training, and customized training are all strategies that should be offered to prospective employers and employees.

Multipurpose Resource Center

Having a neighborhood presence that is easily accessible would significantly enhance the linkage for area residents with a range of social services to citizens and technical assistance to small businesses. Several proposals have been submitted as a location for this facility, and each should be evaluated against the criteria needed for the facility. Foremost in the criteria is a convenient location to residents within walking distance. Secondly, the size and quality of space should accommodate a variety of uses such as a career center for the Workforce Investment Network, a technical assistance center for business, a community space for neighborhood meetings and events, and preferably programming for youth and seniors. This would likely require approximately 30,000 square feet if all of these uses were accommodated to a reasonable extent. It could be either a public or private space, but should be generally accessible to neighborhood groups and not be restricted by any form of membership in an organization.

WIN Career Center

The Workforce Investment Network has reached out to East Jackson residents as eligible for various programs offered through the Career Center System. If possible, a satellite center should be considered in East Jackson to increase exposure of the programs and services available even if it is only on a part time basis initially to determine the location is warranted by volume of clients.

The WIN system serves youth, unemployed adults, underemployed adults, those receiving public assistance, and those recently displaced from jobs due to mass layout of company shutdown. It is an excellent resource for East Jackson residents and the services are at no cost to the clients. Ideally, a satellite could be established in the Multipurpose Resource Center.

School to Career

The Jackson-Madison County school district has made strides in linking students to career opportunities through its magnet or optional schools program. Nearly a third of the schools at varying levels are designated as magnet or optional schools focusing on a particular area of studies or career path. Jackson Central Merry is also being considered as a magnet school for healthcare. This aligns well with the target industry and potential for good paying jobs.

Most jobs being created today in the United States require some level of additional education or training after high school. Consequently a student that drops out with a high school degree is at risk of being unemployed or drastically reduced income in his lifetime.

Another component that has also been incorporated into the Jackson Madison County School System is dual enrollment. Dual enrollment involves a high school student taking courses at a community college or technical school, while in high school. Some remarkable students have actually received an associate degree and high school diploma simultaneously. But in either case it is a progressive approach to enhance the level of interest of a student in high school and also advance their education and career path by as much as a year or two.

Jackson State Community College and Tennessee Technology Center at Jackson are excellent resources for the transition from school to career and are producing solid results for graduates securing jobs. Nationally the dual enrollment approach is gaining traction in reducing the drop out rate and smoothing the transition from high school to post secondary education and jobs.

Expansion of this approach to post secondary education is very important and offers an excellent path for students not committed to a four year college track directly out of high school. It is important to recognize that a four year degree is desirable and statistics indicate that on average income is significantly higher for those with a four year degree.

However, a second path to a four year degree through a community college should be recognized as a viable approach for many students. Because of age and motivation, some students are not prepared to enter a four year program directly after high school. The dual enrollment approach can offer these students a lifelong learning strategy that includes a shorter path to work with the opportunity to continue educational attainment while working.

Some community colleges have had success in tailoring curricula to the interests of students that have not demonstrated an interest in general education but have interests in the technical aspects of careers. Accordingly, they have taken a two year curricula for an associate degree and offered the technical course first in Year 1 and delayed the typical general education courses until Year 2. This entices the students by offering learning in the area they are interested in first. At the conclusion of the first year the curricula can be structured so that the student receives a certificate in the particular field of study. For many jobs this qualifies a student for employment and is the starting point for investigating a career path. Many companies also provide tuition reimbursement enabling the student to continue the studies to an associate degree or a four year degree.

There are three essential prerequisites to this approach. First, it is important to have courses taken apply not only towards the two year associate degree, but also to the four year baccalaureate degree. This ensures that there are not obstacles to the students pursuing the full four year college degree.

Secondly, offering the technical and specialized courses in Year 1 rather than the core general education classes first. At risk students are sometimes disenchanted with these courses and offering the classes in the specialty area they are interested in enhances their likelihood of completing the curricula. Additional, as noted above, the first year coursework can be credited as a certificate in the area of specialization which will allow students to work with learning if there is a necessity of producing income prior to completing the associate degree.

Lastly, it is important that the curricula are vetted with employers in the areas of expertise to design a program of study that is relevant to the employers needs. This will aid students in getting placed in jobs and also familiarize employers with the programs of the college.

All of these three prerequisites are essential to attracting students and will need to be pursued at the state level for approval as well as support from local educators and education institutions.

Emerging Workforce (In School Students)
The middle and high school students are the workforce of the not too distant future. It has been observed that waiting until they have graduated from high school is too late to expose students to career paths and to inspire students to seek additional education after high school. The drop out rate in many urban school districts is in excess of thirty percent and often ranges higher in troubled systems. The school-to-career approaches described above are valid strategies to make the transition, but it is also imperative to start earlier than the junior and senior years to prepare students for the world of work and instill a culture of work and work ethics.

The desire to have youth programs in East Jackson was a common theme among residents at public meetings and in individual interviews. They are also essential components of an overall workforce development strategy. This includes summer youth programs as well as year round programs in school.

The WIN receives funds that are typically allowed to be used for youth programs and it should be a primary leader in reconfiguring any programs for the youth. There are federal eligibility restrictions for activities and the WIN staff is well versed in the opportunities and limitations. Other key partners need to include Jackson-Madison County School System, Jackson Area Chamber of Commerce, employers, faith based organizations, non-profits serving youth, and the City of Jackson officials.

Due to employer and labor law restrictions, 14-16 year old youths are typically not allowed in an actual workplace environment. Therefore these youth should have curricula that are comprised of work place readiness skills and career exploration. At this stage in their education and career planning they need to be presented with a variety of career paths to enable them to make valid choices about potential careers to pursue. A stipend should be built into the program for participation and completion of the curriculum.

For older high school students between ages of 17-19, a broader range of options is available if the partners can be enticed to participate on an ongoing basis. These students may be eligible for dual enrollment in college, internships, and co-op programs with local employers. An effective career ladder system can begin in school and link optional schools focusing on targeted high growth sectors, with in school opportunities for students for career exploration in early years, internships and co-op programs in higher grades, and dual enrollment in that same targeted industry curricula. Employers are much more likely to participate in programs that are clearly equipping their future employees with skills highly desired in their workforce.

Under certain federal funding sources year round program for youth are required. Year round programs that incorporate dual enrollment, internships, and co-op programs with employers are also desirable. They are more challenging to execute with sustained participation by the business so buy in with the business community is critical to success. Since these programs are also offered year round and involve in school students, the participation in all stages of developing the program by the school system is vital.

Adequate funding for programs of this nature is always a challenge but can include a board range of funding options including: Federal Department of Labor funds received through the state to local WIN; state education funding for dual enrollment tuition and/or text books; local foundations and non-profits; local government funding including TIF funds; and private employers that participate in the programs. The collective benefit in student achievement, reduction of the drop out rate, improvement in workforce effectiveness, and even reduction in juvenile delinquency will be measurable.

Marketing/Branding East Jackson

East Jackson has many favorable attributes as a neighborhood that offers a quality living environment, strong civic pride, cultural and historical diversity and acclaim, and a good value for investment. Unfortunately like many older neighborhoods in urban areas, it has been affected by the popularity of new neighborhoods on the fringe with abundant shopping and convenient access.

Further, East Jackson has experienced some less than positive media attention and often gets type cast as a neighborhood that is a high crime area with low income residents that are not able to support new businesses. Discussions with community leaders and businesses points out the positive aspects of East Jackson and they are certainly worthy of touting to all Jackson residents as well as prospective East Jackson residents and businesses.

A concerted effort is required to counteract prevailing attitudes of those that may not be aware of the East Jackson assets. This can be accomplished in several ways. First it is important to communicate the commitment of the City of Jackson to the area in terms of physical improvements to highly visible infrastructure such as East Chester, Whitehall, Lexington, Royal and other major corridors that have high traffic volumes. This will communicate new investment and a resolve to maintain high standards by the City.

Secondly, new developments that are recommended in this plan for retail and residential uses will signify the commitment of the City and the private sector to work together to rebuild the neighborhood after the severe damage from the storms.

Third, a marketing and branding strategy needs to be developed that can be implemented by the organizational structure that will hopefully be formed whether volunteer or with staff assistance. The strategy would be an internal and well as external campaign to build loyalty from current residents and businesses as well as to showcase East Jackson assets to the rest of Jackson and the region.

One of the first tasks is define the assets to communicate. These would include: 1) unique businesses in the area with high quality offering such as the meat market at Camps Grocery that is widely recognized; 2) current and former notable East Jackson residents, including East Jackson students and their achievements; 3) background of East Jackson historic structures; 4) other cultural amenities such as Lane College that create a positive image of East Jackson.

This asset inventory can serve as a data base of potential stories that can be released on a regular basis to local media and to residents in an East Jackson newsletter. A partnership with the Jackson Sun editorial and reporting staff would be invaluable. At least on a monthly basis there should be a press release with some positive news story about assets or current events in East Jackson.

In addition to the press releases, there are numerous other potential means of communicating a positive image of East Jackson. A systematic series of ribbon cuttings for new or expanding local businesses provides a photo opportunity and new story for both print and electronic media. An East Jackson Festival can be a good way to attract a large crowd to showcase local businesses and create a family atmosphere for celebration. This could include "A Taste of East Jackson" for local restaurants, "Family Reunion in the Park" to bring current and former family members together around one of the neighborhood's parks, or "Featured Business" with discounts offered to East Jackson residents for doing business with a featured business for the week or month.

Finally, with the extensive use of the internet to communicate in today's marketplace, it is advisable to create a neighborhood website that posts a community calendar, press releases, history, accomplishments, and other significant events and features of East Jackson.

Community Organization and Empowerment

To complement the increase in jobs and wealth through the economic development strategies recommended, local leadership and funding are also required to execute the revitalization plan. The following sections describe the various levels of public and private sector leadership required and an estimate of the financial resources that may be available from a variety of sources.

Sustained leadership is a critical component of a successful revitalization effort. Leadership is needed from all participants in the revitalization process including the City of Jackson, East Jackson neighborhoods, businesses and real estate developers/investors.

Fortunately, there is demonstrated support in the public sector from Mayor Gist, the City Administration, City Council, and the Community Redevelopment Agency. As evidenced from the participation at the public meetings, there is also a wealth of interested community stakeholders representing residents, the faith based community, and local businesses.

While there is certainly no lack of leadership at the present time, organizational structure is needed to ensure longevity and continuity in leadership. This need for formal structure includes the neighborhoods and residents but also businesses and merchants.

Following are potential structures and designated leadership roles to be considered for implementation of the plan.

Public Sector

The City Administration should designate a revitalization team ultimately led by the Mayor but operationally led by the Director of Planning and Development. Additionally each department should designate a single point of contact for the neighborhoods representatives and other leaders in the community to coordinate plans and communicate needs and results.

The Community Redevelopment Agency through the Board of Directors should monitor progress on the plan with no less than quarterly updates by City and neighborhood officials. This includes evaluation of funding and allocation of funds to the various elements of the plan. If adequate funds are not forthcoming, the CRA should contemplate securing grant writers to work with local government to secure grants and other funds available through federal and state government and national foundations.

Community Development Organizations

In communities with successful revitalization efforts, it is common to have strong partnership between the three sectors of our economy: public, private and non-profit. Each has a slightly different motivation and objectives, but in combination work very well to accomplish renewal.

The most challenging is the non-profit sector since they usually do not exist without concerted effort to establish them and it is a challenge to sustain them with leadership, staffing, and funding. It is generally preferable to start at a modest level and build support and expertise rather than forming a more complex and financially demanding structure at the outset of a revitalization effort unless there is a dedicated source of funding that is predictable and ongoing.

The following hierarchy of organizations is typical and can be categorized according to the functions, staffing, and general requirements for operation. Each increase in level of expertise and effort includes the activities at the lower level and therefore typically involves a progressive increase in professional staff, time, funding, and organizational structure.

Level 1: Communication

At the most rudimentary level, an association of neighborhood residents or businesses can come together in an informal fashion to serve as a voice for the area and to communicate issues and needs between the neighborhood and the local government.

Issue resolution is a component of this level of organization but volunteer staff and limited resources restrict the effort to a modest role in the development processes.

Level 2: Marketing/Branding

A second and slightly more advanced level, is the function of marketing and branding. This includes activities such as press releases, ribbon cuttings for new businesses, neighborhood celebrations and festivals, and websites touting the assets of the area. It requires professional expertise in these areas but can be accomplished to some extent with a dedicated volunteer team. Advocacy for neighborhood improvements at the city and private sector level is also an appropriate function if adequate volunteer assistance is available.

One activity that has promoted pride in the neighborhood and also enhanced the investment climate is pursuit of designation as a historical district. Documenting the historic nature of the structures and culture of the neighborhood builds an appreciation for the role of the neighborhood and its residents in the City of Jackson and the State of Tennessee.

Level 3: Business Development

Each increase in level of expertise and effort includes the activities at the lower level and therefore typically involves a progressive increase in professional staff, time, funding, and organizational structure.

To undertake business development effectively, staff with expertise is needed which typically means a retired executive or volunteer that is willing to devote at least 20 ours per week to the job.

Level 4: Development and Project Management

This is the most advanced level of community leadership and development and is highly unusual in all but the most sophisticated and well funded neighborhoods. The level of expertise required and financial risk is significant.

The table below illustrates a general summary of the various structures. (See Figure 5.1)

Community Orgainzational Hierarchy			
Structure	**Functions**	**Staffing**	**Requires**
Association	Communication; Liaison with Local Government	Volunteer	Informal
Association	Marketing and Branding	Volunteer	Board, By Laws, etc.
Community Development Corporation	Business Development (recruitment, matchmaking, etc.)	Part Time	Corporate Structure; 501c3 or 501c6
Community Development Corporation	Land Development, Construction, Project Management	Full time	Corporate Structure; 501c3 or 501c6

Figure 5.1 – Community Organizational Hierarchy

Master Developer

A Master Developer is necessary due in part to the level of expertise required and the duration of the requirement. Real estate development skills are very specialized, expensive to acquire, and are not financially supportable on a long term basis. Consequently, a master developer should be sought and selected to carryout the private sector components of the revitalization plan. Due to the demographic composition of East Jackson, it is also essential that the developer selected have a significant minority contingent as part of the team.

The scope of work for the master developer is comparable to that of the District 1 Community Redevelopment Plan adopted in 2009. The request for proposals and selection process can be carried out in a similar fashion to the first district.

It should be noted that the master developer not only will guide development on properties owned by the City or other entities, but also can be expected to invest in property and development as well. Consequently, it is essential to select a master developer with the ability to secure financing and to carryout multiple projects simultaneously. This dictates a management structure with several professional that can be devoted to the East Jackson project as required.

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 only a year old, it is 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 a site on East Chester Street for retail development, including site acquisition if not already under control, infrastructure work, site improvements, and site remediation. This would prepare the site for private development.

- Prepare to build up to 150 new homes on infill sites in the neighborhood, and 150 multifamily residential units in a concentrated area. By acquiring tax-delinquent, vacant, unsafe, surrendered or underutilized properties, the CRA could make available a considerable number of residential sites for developers or homeowners. The 150 home sites and multifamily areas would expect to take a number of years to be fully developed, however proceeds from the sale of residential sites could go to replenish the acquisition fund.

- Help select a Master Developer for coordinating redevelopment efforts, such as the East Chester Street retail 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.

- Utilize the Land Bank mechanism where the CRA can temporarily hold property to be later resold, or assembled into larger sites for development.

- Work in conjunction with the City to locate a new or expand and improve an existing community center for use as a multipurpose career/recreation center.

- 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 150 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 up to 442 acres of vacant or underutilized properties for residential, commercial, industrial, or mixed-use development.

Neighborhood improvements include 39 miles of streetscape improvements (including sidewalks, curb and gutter, lighting, landscaping, etc.), 1.3 miles of new streets, 38 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 Six: Neighborhood Impact Element

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 2 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 possible exception of residents of the Lincoln Courts, Neff Street and Douglas Circle public housing projects. 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 the public housing projects, 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 public housing projects to the original sites 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 Dr. Martin Luther King Drive to Commerce Street) 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 350 infill homes and rental units over the next 20 years 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 Seven: Findings

7

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 developer, available properties in the area will be provided to enable those voluntarily relocating to stay in the neighborhood.

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 thee 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 2 has been conducted in accordance with the Workable Program as well as the overall plans and policies for the City. The Jackson Planning Department and Jackson Housing Authority 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 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 2 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 5 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 Request for Qualifications process is currently being undertaken to select a Master Developer with extensive experience in urban revitalization, real estate development, construction, finance, and all aspects necessary to be successful.

The Master Developer, as part of its role, will 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 2 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 2 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.

Appendix

Appendix A: Targeted Redevelopment Areas

Street Improvements

North/South Streets:

Royal Street, Mobile Street, Oak Street, Stoddert Street, Gates Street, Hayes Street, Walden Street, High Street, Laconte Street, Middleton Street, Day Street, Hamiltion Street, Lexington Street, Mcree Street, Stonewall Street, Lindsey Street, Walker Ave, Eastview Avenue, Belmont Avenue, Lenoir Avenue, Vance Avenue, Peabody Avenue, Griffin Street, Commerce Street, Burton Street, Dempster Street, Bones Street, Rosewood Street, Carlos Street, Phillips Street, Cartmell Street, Holland Avenue, Fox Street, Valley Avenue, Rhea Street, Regency Street, Altamont Drive, Liddon Street, Circle Drive, Dr. F.E. Wright Drive, Lockwood Drive, Alpine Cove, Whitehall Street, Labelle Street, Carruthers Drive, Carnell Street, Gates Street, Rhone Street, Webster Street, Carver Street, Lincoln Street, Lincoln Circle, Booker Street

East/West Streets:

North Parkway, Roosevelt Parkway, Bronzewood Cove, Hackberry Lane, Wildleaf Cove, Rust Road, Lincoln Circle, Rivers Street, Payne Street, Lane Avenue, Orchard Street, Eden Street, Neff Street, Preston Street, Scallion Drive, Jackson Street, Taylor Street, Lee Street, Camden Street, E. College Street, E. Lafayette Street, E. Main Street, E. Baltimore Street, E. Chester Street, James Street, Idlewild Street, Cloverdale Street, Everette Street, Cottonwood Street, 1st Street, East End Street, Dr. Martin Luther King Jr. Drive, Washington Douglas Circle, Adams Street, Shelby Street, Beasley Street, Monroe Street, South Street, Southern Street, Daugherty Street, Magnolia Street, Iselin Street,

New Street Connections

- Extension of Dr. Martin Luther King Jr. Drive eastward to Commerce Street
- Construction of new east-west street connection to create park at Circle Drive and Dairy Street
- Relocation and construction of a new street parallel west to Barham Street at Birch Street to create a neighborhood park.
- Extension of Webb Drive north to James Street at Birch Street to create a neighborhood park.
- Construction of a new street parallel east to Webb Drive between Idlewild Street at Cloverdale Street to create a neighborhood park.
- Extension of McRee Street North to Whitehall Street
- Extension of Eden Street east to Fowler Street
- Extension of Berry Street east to Labelle Street

Approximate amount of dwelling units

The plan calls for approximately 300 rehabilitated residential units in single-family and multi-family components (both for rent and for sale).

Public property

Stan to provide a list of property to be used for public purposes (parks, recreation, streets, utilities, public improvements)

Appendix B: Conformance Letter

JERRY GIST, MAYOR

STANLEY T. PILANT
DIRECTOR OF PLANNING

July 23, 2010

Jackson City Council
109 East Main Street Suite 107
Jackson, Tennessee 38301

To Whom It May Concern:

The draft Jackson Center City Revitalization Project – District 2 Plan has been reviewed and found to conform to the comprehensive plan documents for the City of Jackson. The Jackson Center City Revitalization Project – District 2 Plan references the comprehensive plan documents, incorporates general and specific policies and principles commonly held as fundamental to the planning process, and furthers the established planning goals and objectives.

Respectfully,

Stan Pilant, AICP
Director of Planning

111 E. Main Street, Suite 201 Jackson, TN 38301 731-425-8286 Fax 731-425-8281

Appendix C: Public Meeting Attendees and Notes

Project: East Jackson **Project Number:** 01.09136.00 **Meeting Date:** 02.02.2010

Attendee List – Public Meeting – East Chester Church of God – February 2, 2010

Name	Address	E-mail	Phone
Travis Franklin	42 Hayworth Cove	tfranklin@ridcj7a.com	(731) 256-1477
Jacqueline Reeves	59 Regency Dr.	jreeves@jaxenergy.com	(731) 427-7292
Johnetta Black	1022 Prospect Avenue	johnettablack@msn.com	
Minor E. Reed III	495 N. Royal		(731) 427-6468
Selina Woods	522 Short	funflipfitness@peoplepc.com	(731) 424-3816
Chris Woods		funflipfitness@peoplepc.com	
		Selina529@rocketmail.com	
Ruth Jackson	42 Holland St.		(731) 424-5963
Billy Moore			(731) 226-6805
Angela Moore			(731) 256-4387
Pastor Leroy Hunt Jr.			(731) 217-8706
Bishop Nathaniel Bond		nathanielbond@charter.net	(731) 935-2904
Pastor Larry Mercer		mercerchurch@aol.com	(731) 664-8510
Ruth Hall	236 Hillcrest Circle		(731) 422-1186
Chester Williams	719 Baltmoren		(731) 424-3767
Johnny Dodd	214 Daugherty St.	jdodd@cityofjackson.net	(731) 616-6475
Harvey Buchanan	210 Orchard	hbuchanan@cityofjackson.net	(731) 425-8253
Ernest Brooks, II	122 Fairmont Ave.	ebrooks@cityofjackson.net	(731) 293-4187
Robert Hill	3155 Beech Bluff	trhill@hillboren.com	(731) 423-3300
Candy Campbell	550 S. Royal St.	candycane@yahoo.com	(731) 424-4282
Nathan Pride	27 Brookstone		(731) 422-6895
Katie Pace	75 Paddock Place	kpace@cityofjackson.net	(731) 427-7573
Jerry & Cassandra Epperson	122 Roosevelt Parkway		
Linda Fowlercohe	218 Mobile St.		(731) 421-2659
Melvin Ashley	52 Washington Douglas		(731) 313-1554
Richard Donnell	161 Pine St.		(731) 427-7885
Gladys Forrest	238 Jackson St.		(731) 928-3364
Lester Newman	545 Lane Avenue		(731) 426-7523
Melvin Meriweather	212 South Fairground Street, Apt. 304		
Ernest T. Brooks	153 Cheyenne Dr.	etbro@bellsouth.net	(731) 217-3276
Monique Meriweather	74-B Conalco Drive	mmerriweather@cityofjackson.net	(731) 425-8239
Lester Newman	545 Lane Avenue	lnewman@lanecollege.edu	
Tina Mercer	P.O. Box 306	infinitecg@hotmail.com	(731) 410-8600
Lovell C. Hayes	1461 E. Chester St.	eastjacksonprchr@bellsouth.net	(731) 427-5651
Florence Howard	351-C N. Royal	fhsecretshop@prodigy.net	(901) 827-0836
Elisa Gray	107 Belmont Avenue		
Marquitta Long	39 Sandy Drive	marquitalong37@yahoo.com	(731) 928-0995
Ruthie V. Whisnant	45 Charlotte Dr.	hartons.37331@bellsouth.net	(731) 422-4200
Hal Crocker	605 South Royal Street		
Jerry H. Truelove	J.P.D.		(731) 425-8315
George Gray			(731) 427-5322
Clarence D. Boone	26 Brooke Drive		(731) 424-3743
Nell Huntspon	10 Rust Road	flowerbox@bellsouth.net	(731) 422-3341
Marvin and Brenda Glenn	101 Vance Street		(731) 343-9794
Carol Carter-Estes	48 Hillcrest Circle Drive		(731) 424-2399
Cynthia Hunt	39 James Street		(731) 422-4389
Melvin Wright Sr.	72 Regency Drive	wrightmelvin@bellsouth.net	(731) 424-4862
Georgia A. Wright	72 Regency Drive	wrightmelvin@bellsouth.net	(731) 424-4862
Rhoda A. Johnson	71 Hillcrest Circle		(731) 554-3007

Samuel D. Johnson	71 Hillcrest Circle		(731) 554-3007
Jimmy Cole	100 Hillcrest Circle		(731) 217-2710
Kirmet Sykes, Sr.			(731) 424-3733
Jodie Replogle	166 Cartmell St.		(731) 427-5215
Brenda Douglas	24 Brownstone Cove	grannybfd@bellsouth.net	(731) 664-8732
Dorothy Lopson	425 N. Hays		(731) 423-0144
Walter Brooks	618 E. College		(731) 298-4503
Daphenie Allen	30 Regency Drive	dall2224@bellsouth.net	
John Ditson	143 Edgewood		(731) 422-5971
George and Barbara Steele	47 Sweetbay Dr.		(731) 427-0888
Samul Aleen	201 Chaple Ridge		
Blanks Branick	100 Bryant		(731) 423-4457
Elbon Kilpatrick	64 Elmwood Dr.	elbonkilpatrick@gmail.com	(731) 512-0045
Gordon L. Newsome, Sr.	1461 E. Chesters		
Sammy West	113 N. Liberty	swest@hfrdesign.com	(731) 421-8000
Katie Y. Brantley	P.O. Box 3059		(731) 422-2356
Helen Owens	116 Southwind Dr.	hjowens10@bellsouth.net	(731) 660-8105
Paul and Vickie Holliday, Sr.	86 Everette St.	pholl42651@aol.com	
Reverend Sabrina Tronsh New Greater Bethel AME	148 Cortmell Street	transous55@bellsouth.net	(731) 217-1588
Joe Northern	127 Barham St.		(731) 935-2042
Calhosw Smith	206 Iselin St.		(731) 267-5470
			(731) 424-7789
Corene Turner	29 Lewis T. Brantley Dr.		
Myrtiss Theus	9 Shadow Cove	m.theus@live.com	(731) 668-9473
James Theus	9 Shadow Cove	ratheus@live.com	(731) 928-7119
Norma R. Bundy	235 Daugherty St.		(731) 422-5368
Robert Richmond	33 Caelmilia Dr.		(731) 422-2775
Marty Smith	206 Iselin St.		(731) 424-7789
Annie Brown	1020 E. Chester		(731) 424-7789
Eronus Hoggood	98 Everett		(731) 298-1701
Lisa Dawson	206 E. Main, Suite 202	ahed@bellsouth.net	(731) 422-1366
Leon Davis	223 Birch St.		(731) 427-9789
Luke Stegan	1025 Martin		(731) 427-4452
Elmore Richmond	600 N. Hays		(731) 421-9066
Tony Black	1022 Prosper	tonyblack72@live.com	(731) 935-7373
Victor L. Clark	286 Tinker Hill	lifebasketballcamp@yahoo.com	(731) 293-9031
A. Pearson	228 Rhea St.		(731) 424-3193
Dennis Thomas	724 Airway	dennislthomas@bellsouth.net	(731) 697-7884
Timothy Pearson	228 Rhea Street		(731) 424-3193
Martha and Howard White	319 E. Forest Ave.		(731) 424-6295
Frederick Jones	671 N. Hays Ave.		(731) 427-9396
James Theus, Jr.	9 Shadow Cove SOCM	ratheus@live.com	(731) 668-9473(H) (731) 928-7119(C)

Comments:

- S. Royal as historic division in city.
- Jackson Central Merry touches border of E. Jackson. Needs to be encompassed into E. Jackson. Should encompass Royal Street and JCM.

Assets :

- People who are willing to move forward community (proud, ready and willing).
- People who have been here long staying.
- A lot of educators.
- A lot of residential neighborhoods.
- T.R. White and The Village, 4 parks
- "Communal" and too close to each other.
- Lots of strong schools, churches, industry, and colleges
- Would like to see pharmacies/places to get prescriptions
- TRY and Hayes and "The Village: are strengths; 1 dentist and 2 doctor offices
- Library
- Proximity to downtown
- Public transit within neighborhood
- East Jackson Medical Center
- Existing low crime
- More African American owned franchises
- Reopen health department (currently vacant) – bad
- Utilize local residents in local business
- Utilize youth (for employment)
- Need more parks or improve – need pools
- E. Jackson Medical Center
- Dentist/medical
- People proud ready and willing
- People drive thru the area

Drawbacks:

- No recreational center/entertainment/bowling/movie/skating
- Chester into "beach bluff?" looks bad and needs sidewalk
- Lexington St. sidewalk
- Improve infrastructure- streets, sidewalks, sewers
- What is going on with old city dump at commerce?
- Need homeless shelter
- Need for youth improvement
- Educate, tutor, after school, mentoring, recreation, become better people
- Bad traffic congestion on bypass
  Use local businesses to fix
- Recreation is not adequate.
- Make sure politicians are involved.
- Need diverse uses.
- Need multi-faceted senior (50+) center; must take a committed community – it does cost $
- Absentee landlords
- Need restaurants
- Vision-hold landlords accountable
- Fixed-income over 65 with rental properties – not absentee (investment)
- Youth need to know about out-of-area resources and/or add center over here.
- Grant or assistance for neighborhood investment properties.
- Need GED/job training maybe in a multi-purpose building.
- People just "drive-through" neighborhood and don't stop make it more attractive and give people a reason to stop.
- Need bus shelter for school buss.
- Better awareness of existing assistance programs, better communication.
- Need a diverse income neighborhood
- Look at the green clean energy economy. Is this a depressed community?
- Cartmell – students, lane college
- Townhouses for 62+ - 1 bedroom apartments on Phillips
- Got federal money to rebuild Parkview Courts but didn't per Anyelee and Billy Moore contact for more info.
- Health department moved out
- Only one dentist/doctors office
- Recreation/movies lacking
- Chester St. cleaned up, sidewalks
- Lexington St. sidewalks
- 3 parks need to be improved
- Infrastructure improvements
- Absentee landlords – accountability
- Lack of $ to invest in rental property

Project: East Jackson **Project Number:** 01.09136.00 **Meeting Date:** February 18-19, 2010

Attendee List – Stakeholder Meetings – Feburary 18-19, 2010

Businesses

Name	Address	E-mail	Phone
1. Tad Duncan	Kaye Food Market		(731) 609-5282

City Staff

Name	Address	E-mail	Phone
George Leforgee	180 Conalco	gleforgee@cityofjackson.net	(731) 425-8540
Tom Winbush	119 E. Main, Suite 208	twinbush@cityofjackson.net	
Gary Hardee	119 E. Main, Suite 208	ghardee@cityofjackson.net	(731) 425-8222
Tony Black	180 Conalco	tblack@cityofjackson.net	(731) 425-8203
Monique Merriweather	74-B Conalco Dr.	mmerriweather@cityofjackson.net	(731) 425-8239
Al Laffoon	101 E. Main	alaffoon@cityofjackson.net	
Keith Donaldson	111 East Main, Suite 201	kdonaldson@cityofjackson.net	(731) 425-8275
Scott Chandles	117 E. Main, Suite 206	schandles@cityofjackson.net	(731) 425-8201

Public Officials

Name	Address	E-mail	Phone
James W. Pearson	523 Lexington Ave.	jwpearson@eplus.net	(731) 423-1988
Jimmy Harris	100 E. Main	jharris@co.madison.tn.us	(731) 423.6020
Johnny Dodd	214 Daugherty	jdodd@cityofjackson.net	(731) 616.6475
Harvey Buchanan	210 Orchard	hbuchanan@cityofjackson.net	(731) 425-8253
Katie Y. Brantley	P.O. Box 3059; 65 Alpine Cv.		(731) 422-2356
Joe H. Mays	530 Berry St.		(731) 424-1050
Carol Carter-Estes	48 Hillcrest Circle Dr.		(731) 424-2399
			(731) 427-1103 Fax
Harrell Carter			
Mayor Gist			

Churches/Schools

Name	Address	E-mail	Phone
Lovell C. Hayes	1461 E. Chester St.	eastjacksonprchr@bellsouth.net	(731) 427-5651
Larry Mercer	1214 Cerro Gordo Rd.	mercerchurch@aol.com	(731) 422-4871
James Elliott	P.O. Box 2974	elliottjames@bellsouth.net	(731) 609-1930
Clarence D. Boone	26 Brooke Dr.		(731) 424-3743
Carol Carter-Estes	48 Hillcrest Circle Dr.		(731) 427-1103
Nancy Zambito	43 Maplecreek Ln.	zambitonancy@yahoo.com	(731) 664-2592
Dorothy A. Steele	28 Brooks Dr.	dabsteele@charter.net	(731) 427-6290

Attendee List – Public Meeting – Cumberland Missionary Baptist Church – March 2, 2010

Project: East Jackson **Project Number:** 01.09136.00 **Meeting Date:** 03.02.2010

Name	Address	E-mail	Phone
Melvin Merriweather	212 S. Fairgrounds		
Eladee Johnson	71 Hillcrest Cr.		(731) 554-3007
Samuel Johnson	71 Hillcrest Cr.		(731) 554-3007
Billy Moore	104 Dempster		(731) 226-6805
Florence Howard	351-C North Royal		(731) 424-2030
Lenora Wood	28 Northland (JMCAACC)		(731) 267-1104
Ruth Jackson	42 Holland (SOCM)		(731) 424-5963
Tammy Cherry	39 Old Denmark Rd.		(731) 424-3254
Denise Williams	77 Alpine Cove	dw4827@hotmail.com	(731) 225-3136
Sammy West	321 W. Forest	swest@hfrdesign.com	(731) 421-8000
Ernest T. Brooks	153 Cheyenne (NAACP)	etbro@bellsouth.net	(731) 217-3276
Sallie Jo Young	103 Woodruff St.		(731) 423-4406
Kelvin Streehorn	26 Sta – les Cv. (CMBC)		(731) 736-1989
Renee Key	238 North Fairground		(731) 427-9291
Marie Hill	101 Woodruff St.		(731) 423-0027
James F. Perry	15 Rainbow Cv.		(731) 928-6614
Linda Fowler Cole	218 Mobile		(731) 421-2659
Harvey Buchanan	210 Orchard		(731) 425-8253
Sharon C. Buchanan	210 Orchard		(731) 425-8253
Tammy and James Cherry	39 Old Denmark		(731) 422-2524
Ernest Brooks, II	122 Fairmont Ave.		(731) 293-4187
Nell Huntspun	351 N. Royal (JMC African American Chamber)		
Jamie Elliott	369 B. Preston		(731) 313-1682
Lester Newman	545 Lane Ave. (Lane College)	lnewman@lanecollege.edu	(731) 426-7552
Brenda K. Monroe Moses	332 Hale St. (Cumberland Hills Resident)		(731) 427-2387
Johnny Dodd	214 Daugherty	jdodd@cityofjackson.net	
Larry Mercer	501 Dr. MLK		(731) 234-5206
Harrell Carter	PO Box 354		(731) 499-1688
Katie Y. Brantley	PO Box 359		(731) 422-2356
Tina March	PO Box 506		(731) 410-8606
Billy Moore	104 Dempster		
Ruthie V. Whisnant	45 Charlotte Dr.	hartons37331@bellsouth.net	(731 422-4200

Comments:

The results of the voting exercise that was held on March 2nd during the second public meeting for the East Jackson revitalization plan is as follows. Top vote getters were:

10 = Youth Programs, Diverse Housing Choices
9 = Small Business Programs
7 = Community Center
6 = Career Center, Shopping near Lane College, Promote History/Culture
5 = Minority Participation, Job Training, Streets/Sidewalks, Shopping on E. Chester

Economic Development
Small Business Program .....9 votes
Intern/Apprenticeships .....3 votes
Minority Business Development.....2 votes
Minority Participation Percentage .....5 votes

Education & Workforce
Youth Programs.....10 votes
Job Training.....5 votes
Career Center.....6 votes
Career Path .....2 votes

Infrastructure (itself received 5 votes)
Traffic.....0 votes
Streets, Sidewalks, Lighting.....5 votes
Parks.....3 votes
Aquarium .....0 votes
Drainage Ditches.....3 votes
Close Some Alleys.....0 votes
Community Gardens .....3 votes
Educational Facilities .....0 votes
Water Feature .....4 votes

Public Safety
Neighborhood Watch .....3 votes
Visible Patrols.....1 vote

Shopping (itself received 1 vote)
New Center on East Chester.....5 votes
Near Lane College .....6 votes
Revitalize Vacant Space.....2 votes
Medical Services.....4 votes

Services
Senior Center.....2 votes
Day Care.....0 votes
Public Transportation.....0 votes
Family Activities.....2 votes
Community Center .....7 votes

Community Image
Spread Positive News.....1 vote
Promote History, Culture, Sites, Museum.....6 votes
Festivals, Celebrations .....0 votes
Signs and Gateway.....0 votes
Image with Jackson Sun and Real Estate Agents .....0 votes

Housing
Design Review and Quality Homes.....0 votes
Code Enforcement.....0 votes
Home Ownership Programs .....4 votes
Address Absentee Landlords .....0 votes
New Housing on Vacant and Small Lots .....1 vote
Diverse Choices, Gated Neighborhood.....10 votes
Lower Density, Combine Lots .....0 votes

Attendee List – Public Meeting – Jackson Central Merry High School – April 20, 2010

Project: East Jackson **Project Number:** 01.09136.00 **Meeting Date:** 04.20.2010

Jackson Madison County African American Chamber of Commerce

351-C North Royal Street • Jackson, TN 38301 • Telephone 731.424.2030 • Fax 731.427.7676
E-mail: aacc@bellsouth.net

Sign-in Sheet

	Name	Address	Group Name	Phone No.	E-mail	Are you willing to work on a committee?
1	Helen Godwin	38 Brongewood				
2	May Mecang	18 Brunzewood cv				
3	Denise Williams	77 Alpine W		731-225-3136	dw4827@hotmail.com	
4	Dale McClendon		CSA, INC.	901-652-2312	dmcclendon@csofam.com	
5	Ruthie V. Whisnant	45 Charlotte Dr	CAN	731-217-4368	fartons3733@bellsouth.net	YES
6	Rozena B. Norrell	36 Huckleberry Lane		" 424-3799		
7	Helen L. Hoter	111 McRee				
8	Ernie Morrow	14 Holland ave.	East Chester assoc.	731-427-0362		
9	Bill Mayer	200 N. Hays	VISTA	731-584-4972	wmaccary@hotmail	
10	Victor C. Brehler	315 Crescent Ave.	ABA Architects	731-421-4615	vic@aba-architects.net	
11	Jerry Gist	City Hall	City of Jackson	731-425-8240	jgist@city of jackson	
12	Eric T. Jones	25 Broadleaf Cove	Jackson Madison County School	731-424-2200	etjones@jmcss.org	
13	Sandra R. King	196 Skyridge Dr.	Delta Sigma Theta	731-661-0200	sking196@charter.net	Yes
14	Harold Cuiff	524 Magnolia				
15	Dorothy Edwards	524 Magnolia				
16	Martha White	319 E. Forest Ave	SOCM			

	Name	Address	Group Name	Phone No.	E-mail	Are you willing to work on a committee?
1	STAN PILANT		CITY			
2	SCOTT CHANDLER		CITY OF JACKSON	731-425-8201	schandler@cityofjackson.net	
3	Mary McCorkle	88 Rockwood Dr	" " "			
4	Byron Golden	401 Denmark-Jackson		731-225-5369	byrongolden@hotmail.com	
5	J.W. Gibson, II	4600 Cromwell	Memphis	901-346-9062		
6	Sharon C. Buchanan	210 Orchard St				
7	Harvey Buchanan					
8	Danielle Cooper	545 Lane Ave	" "	773-729-0476	cooperd.danielle@yahoo	
9	[illegible]	545 Lane	Lane College	731-410-6709	vcvump@lanecollege.edu	
10	[illegible]	332 [illegible]	citizen	731-427-2387		
11	Sallie Jo Young	103 Woodruff St	citizen	731 423 4406	NAACP	
12	Georgia Ann Wright	72 Legency Dr	Citizen	731-424-4862		
13	Dave Ralston	125 Preston	JHA	422-1671 x128	dralston@eplus.net	
14	Tina Mercer	PO Box 306		410-8600	tmercer@infinitecg.net	
15	Joe Northern	127 Barham St	CAN	935-2042		
16	Herman Rhodes	108 Barham	CAN	422-1377		

4/24/10 3

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E-mail: aacc@bellsouth.net

Sign-in Sheet

	Name	Address	Group Name	Phone No.	E-mail	Are you willing to work on a committee?
1	SAMMY WEST	321 W. FOREST	HPR	731 421-8000	swest@hfrdesign.com	
2	Annie Laws	331 Lane Ave	resident	731-424-1053		
3	FREDERICK JONES	671 N. HAYS		427 9396		
4	Billy Moore	104 Dempsteps		226-6805	Billy Moore now 4 hotmail.com	
5	Gwendolyn O Green	224 Hickory Lane		423-3936	gwendolyngreen@yahoo	
6	Donald Dinwiddie	63 Cottage		423-1578 267-1105		
7	Shirley Spry	163 Memphis Blvd.		668-9272	Auto Amanda Cafe.net	
8	Henry Poe	8 Robinhood Ln		664 1973		
9	Martha Poe	8 Robinhood Ln	+ wife	11		
10	Ernest Brooks	153 Cheyenne	Dr. 100 Black Men of	W.TN 217 3276	ebrooks@bellsouth.net	
11	Dan Parker	15 Fairmeadow		616-1110	danyparker@yahoo.com	
12	Minor Sadler	495 N. Royal	Royal Reeds	427 6468		
13	Linda Pride	27 Brookstone PL		664-0111		
14	Faye Ware	1640 Hollywood Dr.		731-664-6955	FA Onblessed@aol.com	
15	Harold Love	P. Nissan 754	NAACP			
16	Drew Hunter	351 N. Royal	AFRICAN AMER CHAMBER	731-422-3341		

	Name	Address	Group Name	Phone No.	E-mail	Are you willing to work on a committee?
1	Clarence Love	Brooks Dr.	NAACP			
2	Mary Smith	106 Regency Dr.	NAACP			
3	Joe Mays	530 Berry St		731 424-1050		Yes
4	Paul Nelson	140 Lexington St	NAACP	731-423-8913		
5	Johnny Dodd	214 Dougherty St	City Council	731-427-2534		
6	Marjorie Brown	160 Cotton Grove		935-7746		Yes
7	Kathey Bradley	P.O. Box 2059		422-2356		
8	Dorothy Topson	425 N. Hays		423 0144		
9	Glenda Baker	PO Box 160 Oakfield TN		935-9035		
10	Esther Bold	58 Crews Lane Jackson		421-1692	estherbold@bellsouth	yes
11	Tawanda Cole	58 crews LN		421-1692	" " "	yes
12	Marie Hill	101 Woodruff St		423-0027		
13	ELMORE RICHMOND	600 N HAYS AVE		421-9066	ERICHMOND7138@earthlink.net	
14	Ruth Jackson	42 Holland St		424-5963		
15	Daryl Hubbard	10 Winchester Cv		660-8873		yes
16	Cody Goodman	1		423 462-5021	Cgoodman@tfcd.org	

See Lowe Finney's office

4/20/10

5

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Sign-in Sheet

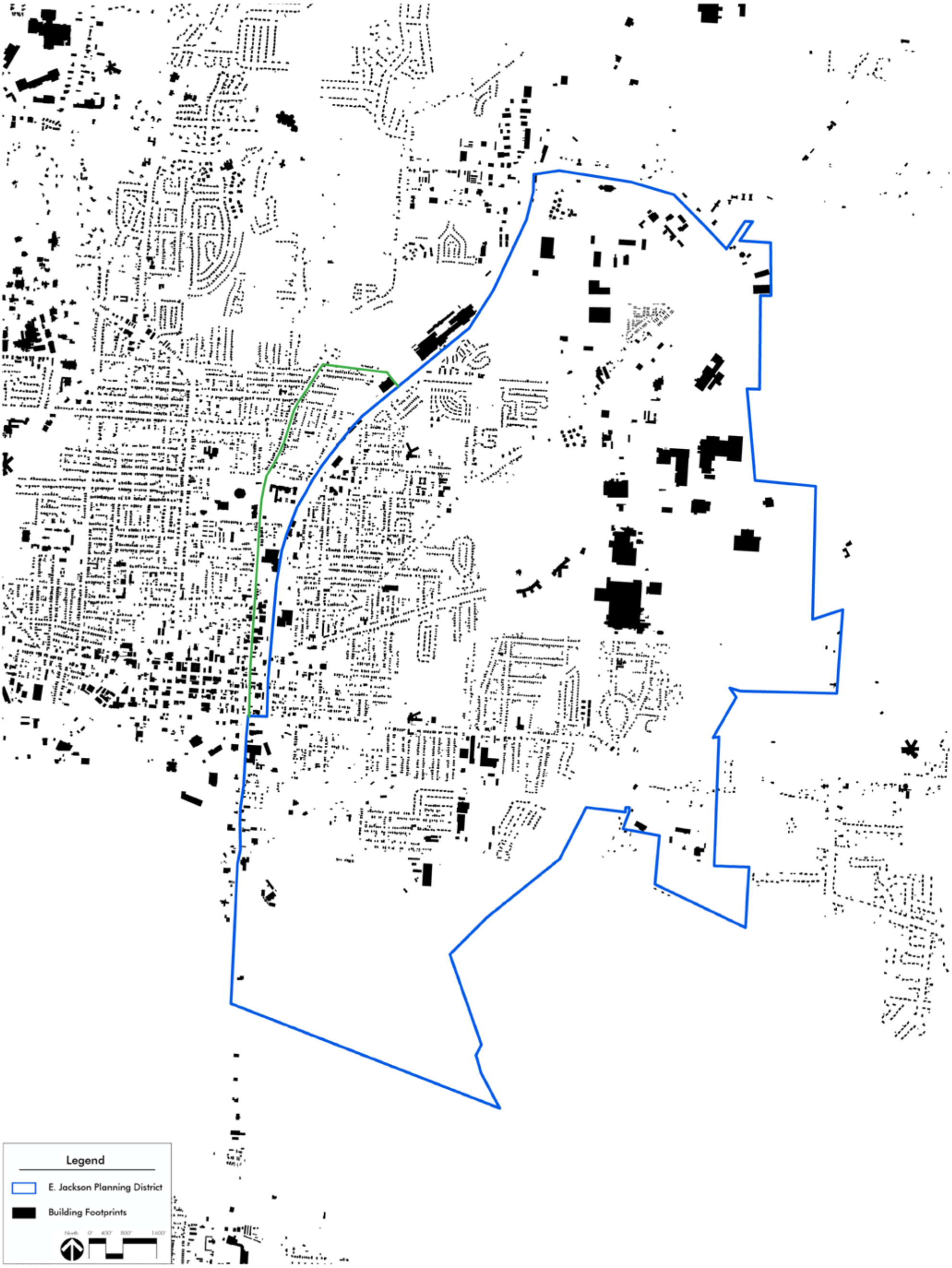
	Name	Address	Group Name	Phone No.	E-mail	Are you willing to work on a committee?
1	Ozell Taylor	307 Arrowhead		731-293	4449	
2	Melvin Wright Sr	72 Regency		731-424-4662	wrightmelvin@bellsouth.net	yes
3	Robert Richmond	33 Camellia Dr		731 422-2775	rrichm52@aol.com	
4	Hal Cycken	605 South Royal		427-9220		
5	Helen Owens	116 Southwind Dr		660-8105	howens@bellsouth.net	No
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						

Appendix D: Center City District 2 Streets Involved in Neighborhood Sweeps

Not Applicable - All streets in District 2 are targeted by Neighborhood Services and the Safe Neighborhoods Task Force.

Appendix E: Analysis Maps

Appendix E



CCD2 Community Redevelopment Plan (East Jackson)

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Figure Ground

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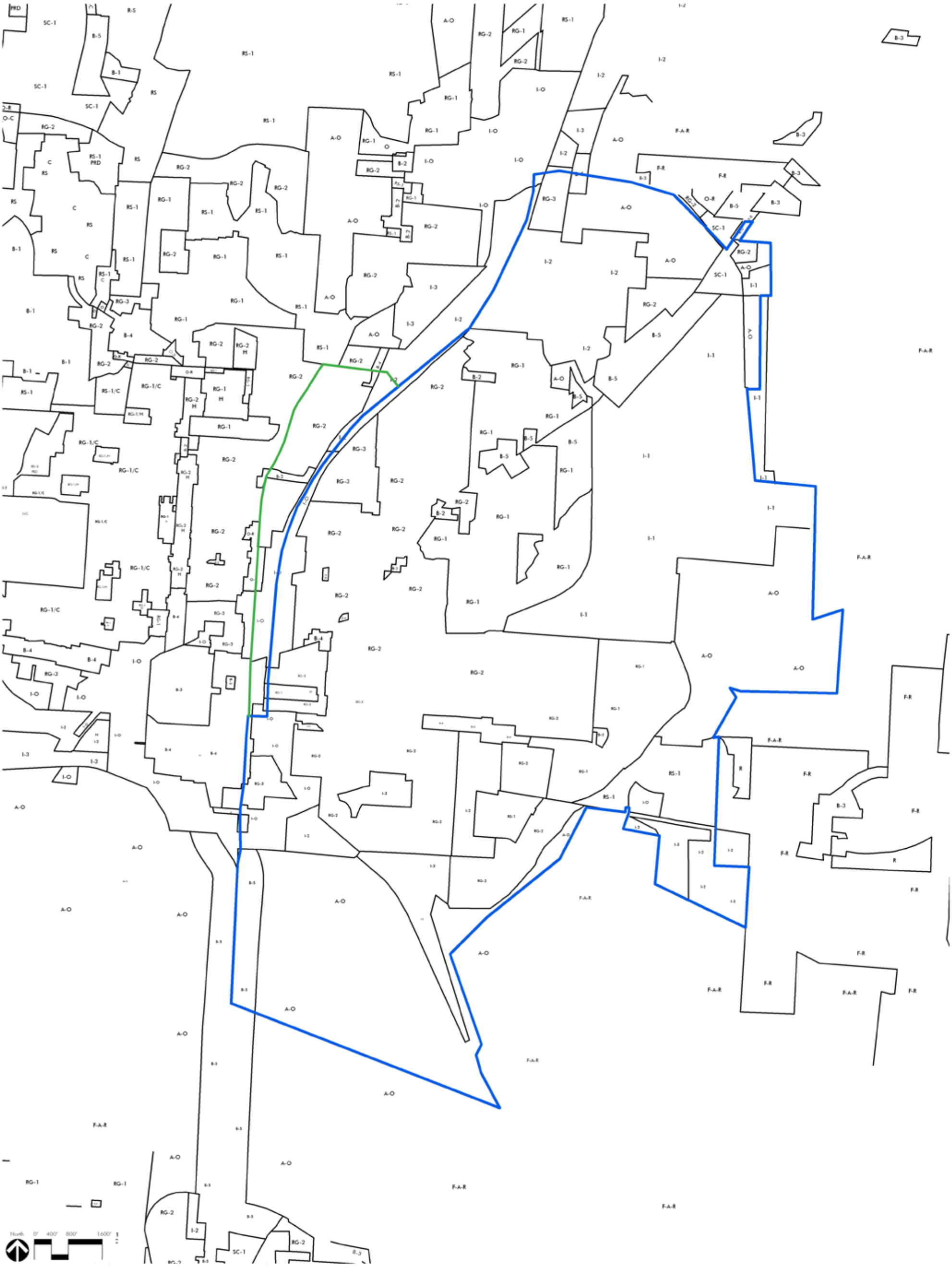

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Zoning

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Legend

- E. Jackson Planning District
- Parcels
- Residential
- County
- City
- State
- Federal
- Religious
- Charitable
- Utility
- Commercial
- Industrial
- Farm
- Agricultural

North 0' 400' 800' 1600'

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Land Use

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Legend

- E. Jackson Planning District
- Interstate
- Highway
- Major Street
- Minor Street
- Alley

North 0' 400' 800' 1600'

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Street Network

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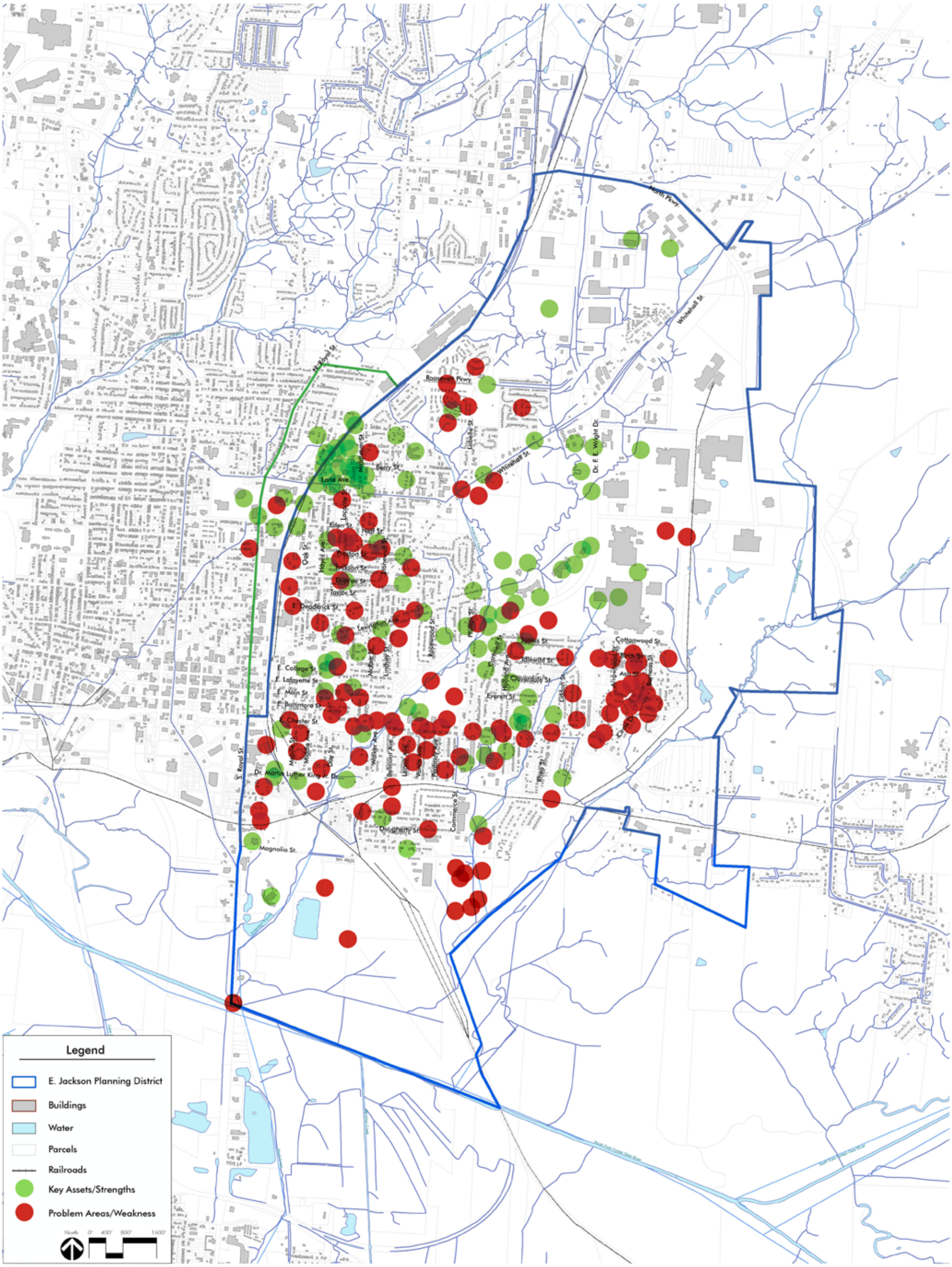

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Good\Bad Dot Study

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Legend

- E. Jackson Planning District
- Parcels
- Residential Land Uses
- Vacant
- Dilapidated
- Structurally Deficient
- Neglected
- Exemplary
- Under Construction
- New Construction

North 0' 400' 800' 1600'

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Residential Areas

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Legend

- E. Jackson Planning District
- Four Way Stop
- Three Way Stop
- Offset Intersection
- Cul de Sac/ Dead End

North 0' 400' 800' 1600'

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Intersection Study

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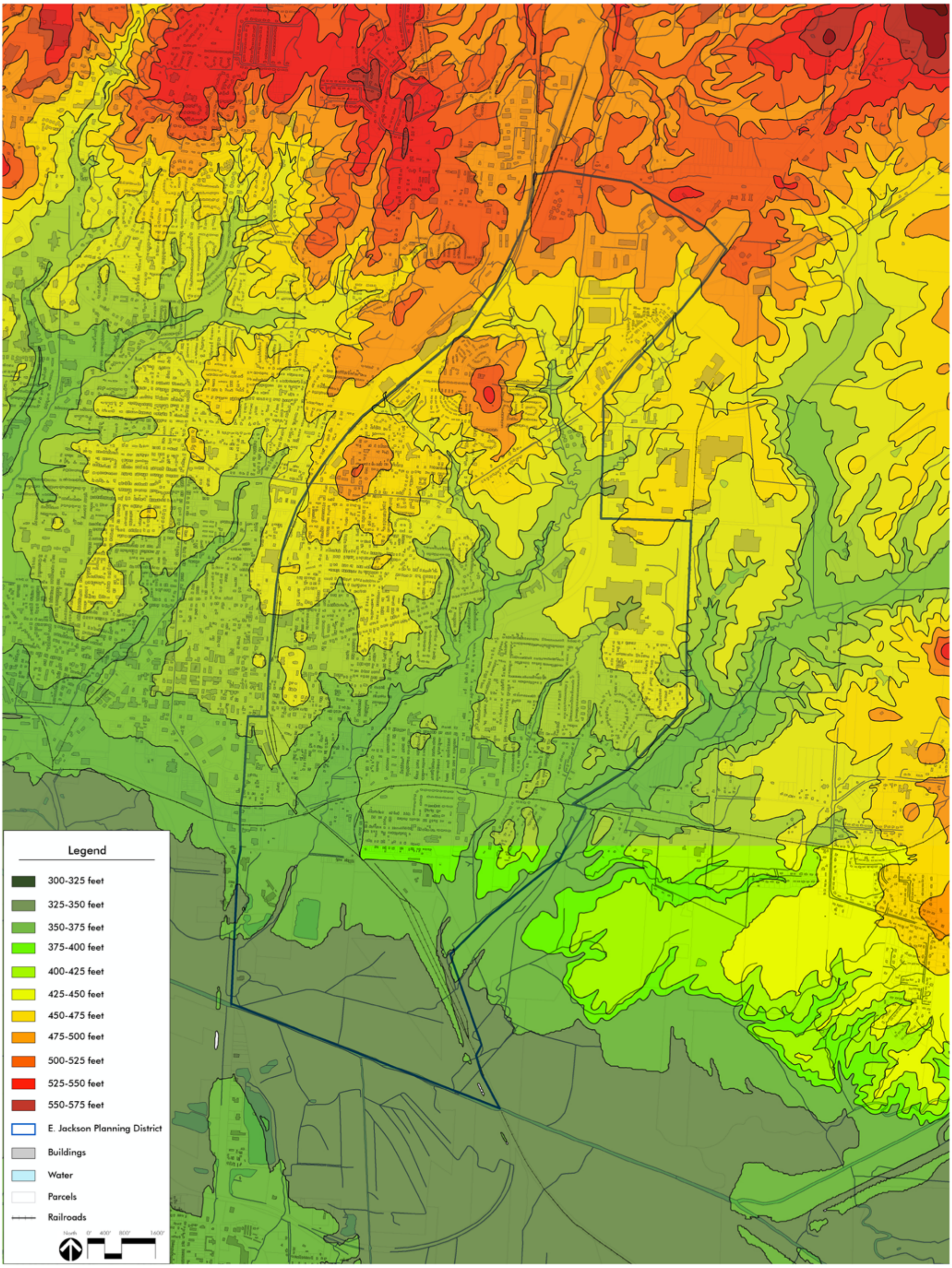

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Topography

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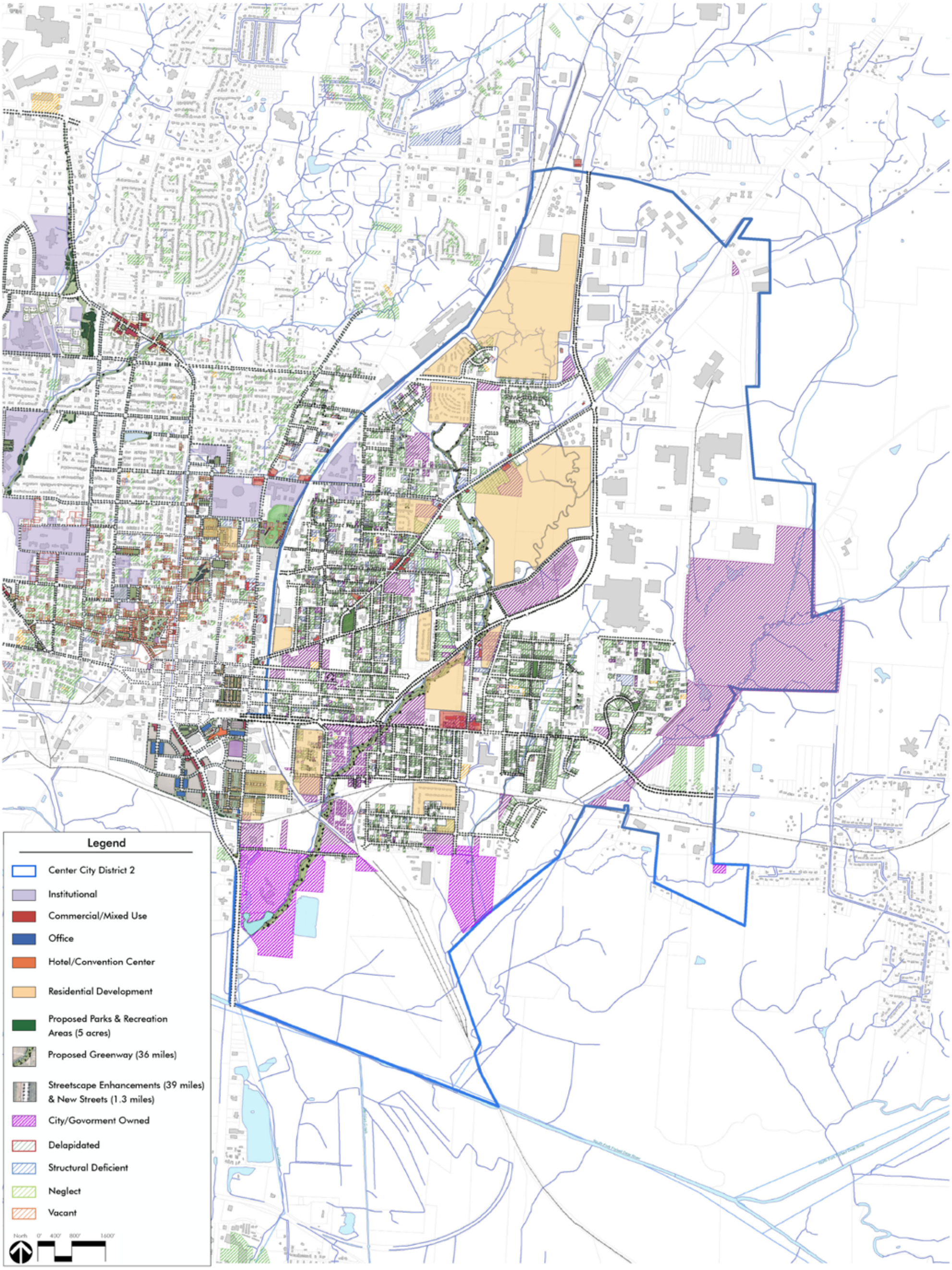
Appendix F: Potential Land Acquisition Map

Appendix F



CCD2 Community Redevelopment Plan (East Jackson)

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Land Acquisition

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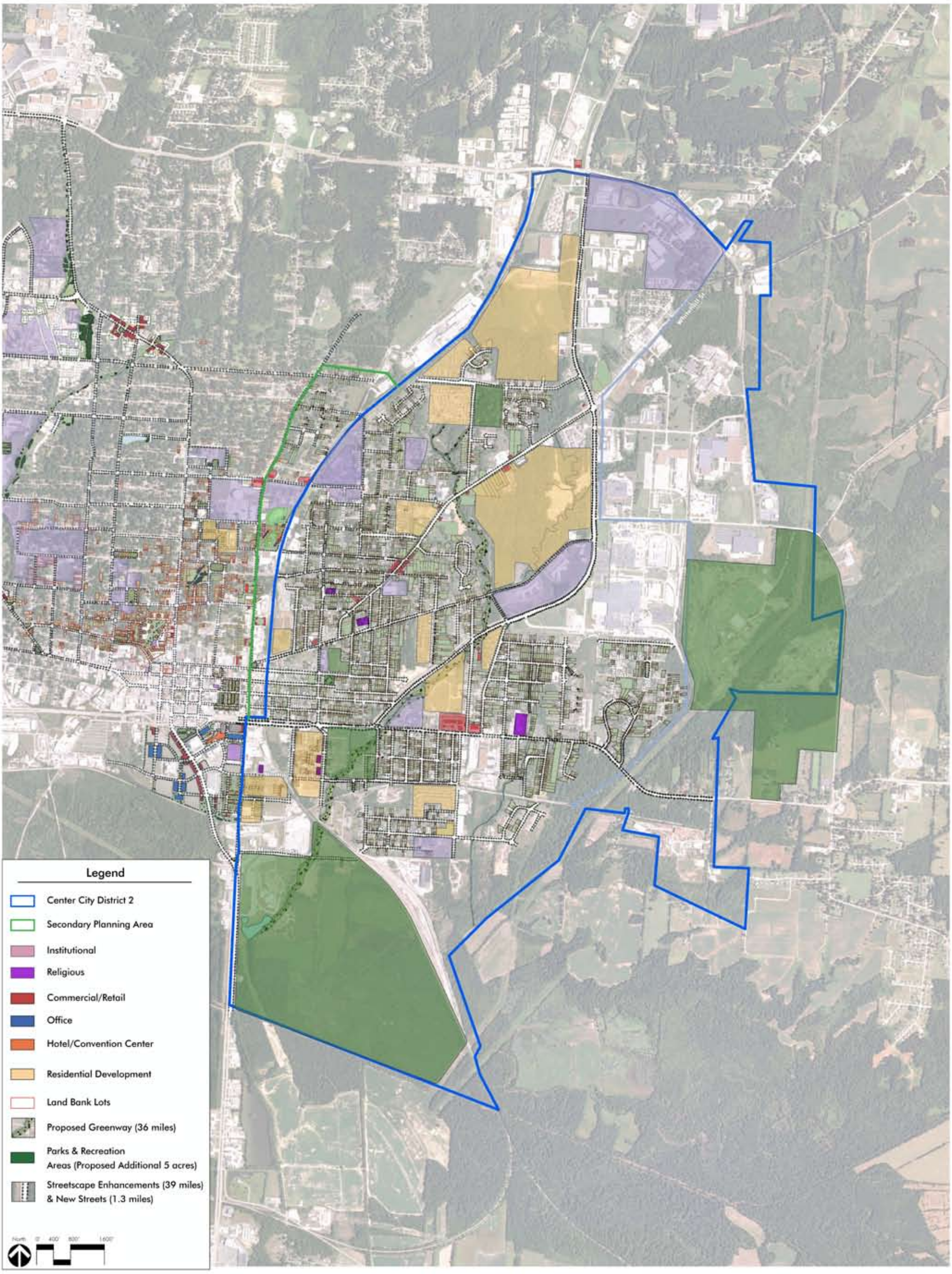
Appendix G: Center City District 2 Community Redevelopment Plan Map

Appendix G



CCD2 Community Redevelopment Plan (East Jackson)

Aerial

City of Jackson • Jackson, TN

01.09136.00 • April 20, 2010

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Master Plan

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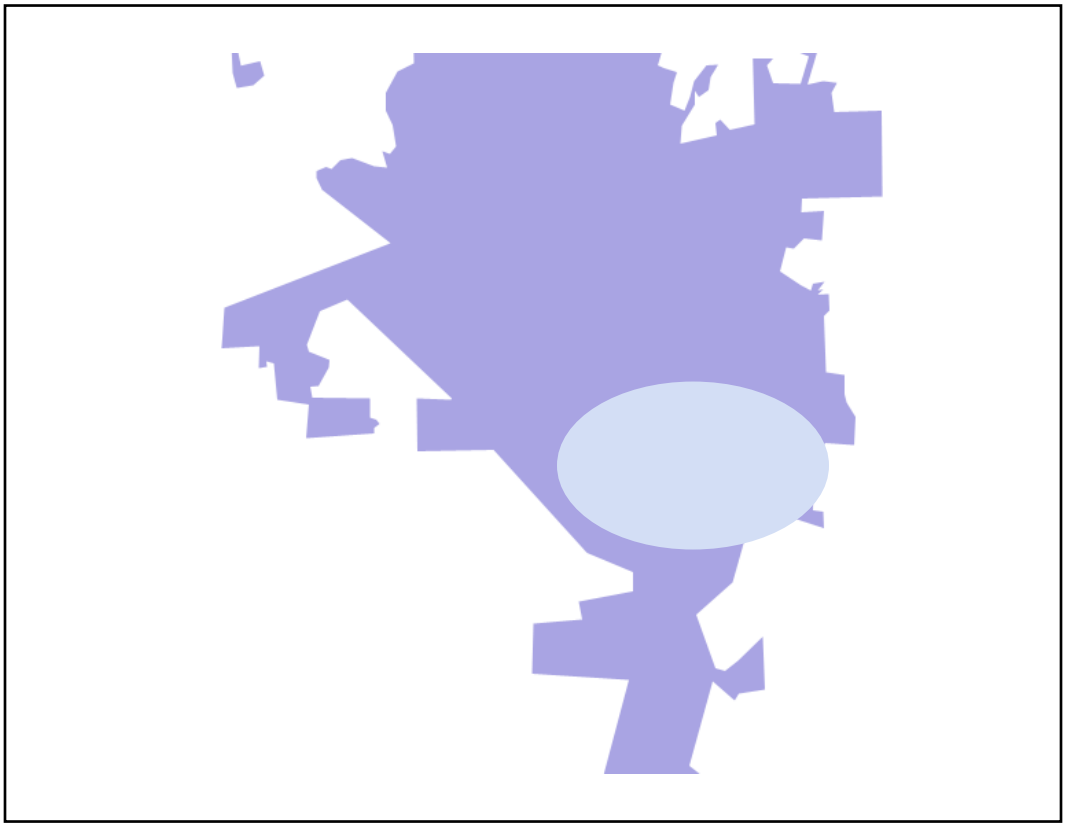
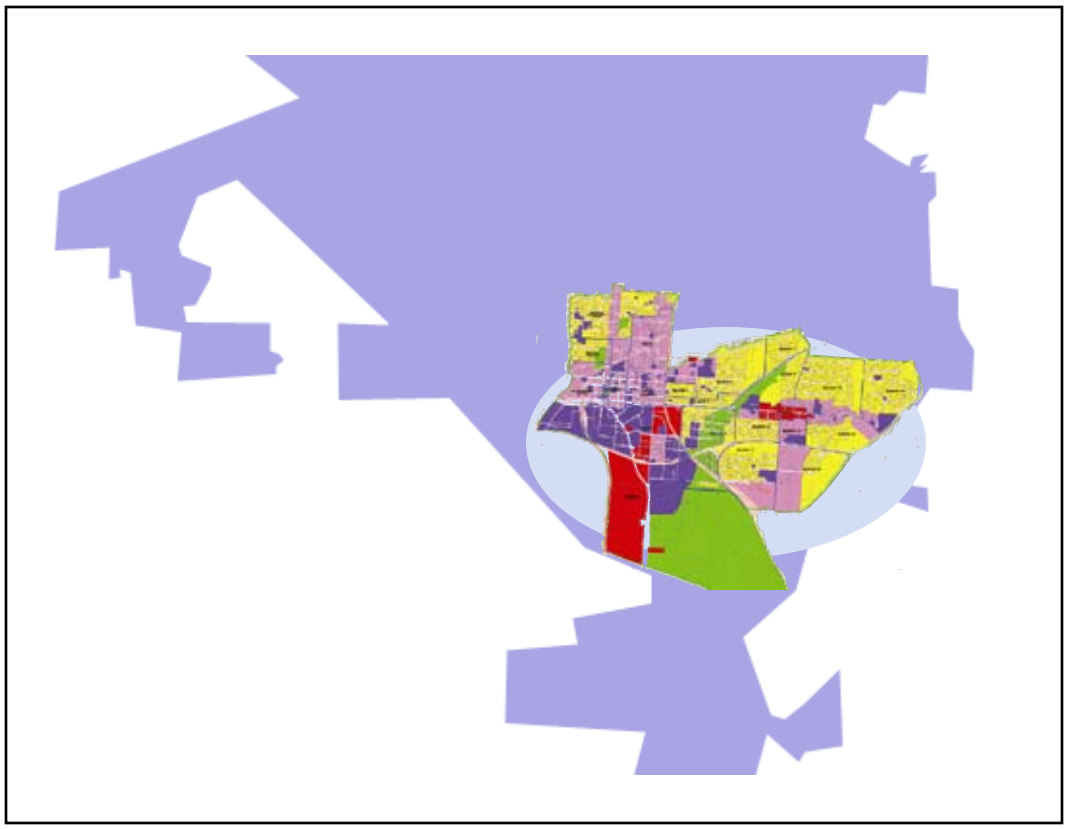
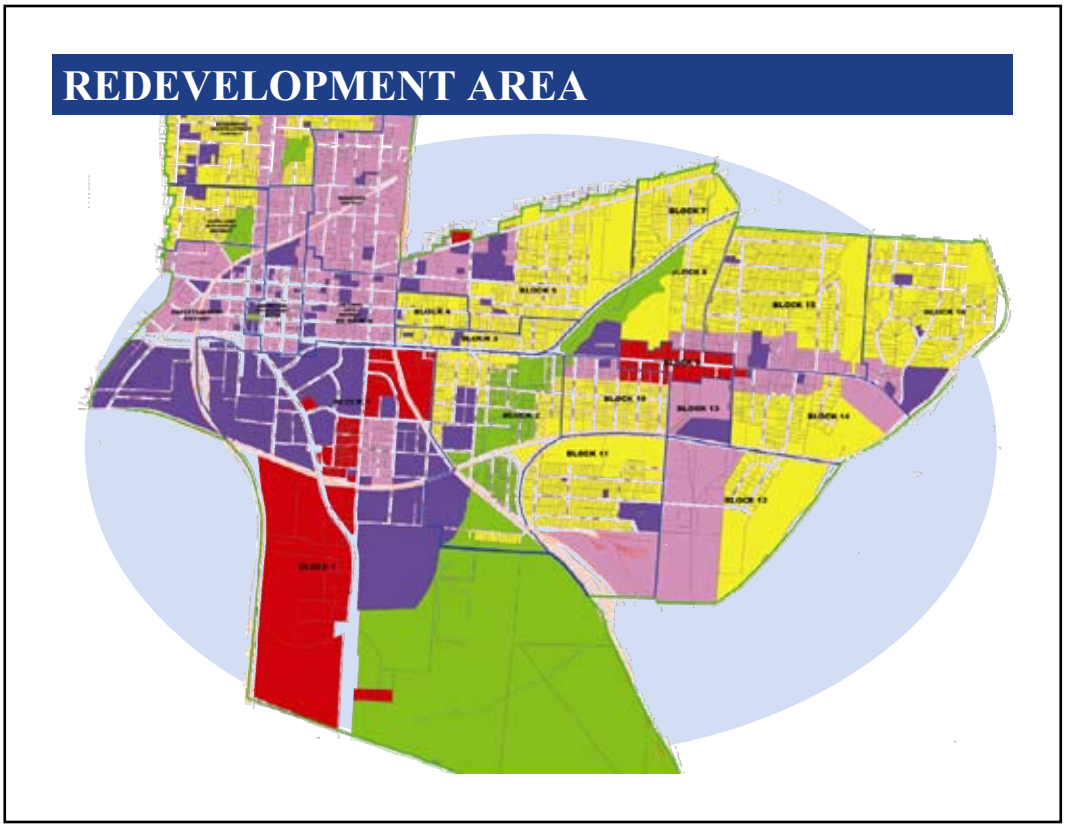
Appendix H: 2004 Redevelopment Plan Powerpoint





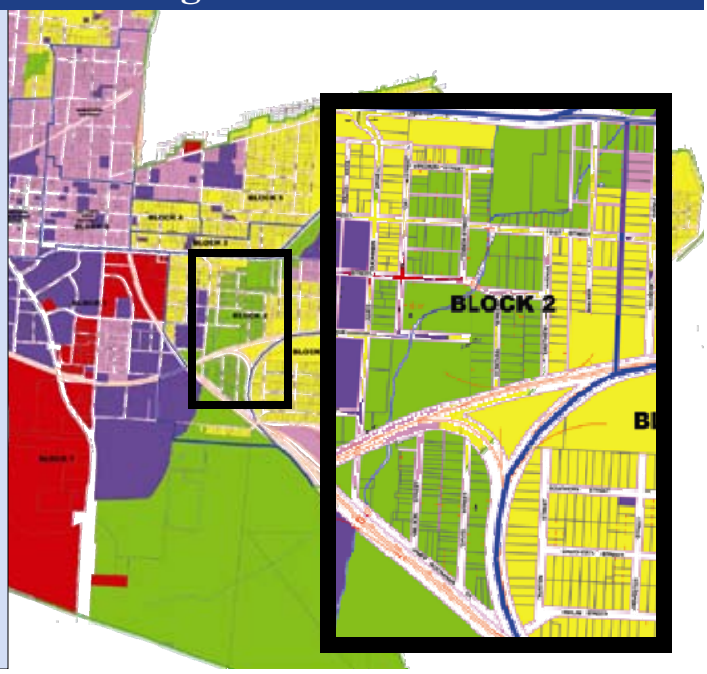

REDEVELOPMENT AREA

I. Anderson Creek Mitigation

Project Manager:
Valerie Horton

Status:

1. 1st year local match
2. Appraisals underway
3. Title searches underway
4. Meetings with homeowners



II. Demolition and Replacement of Public Housing

Project Managed by the **Jackson Housing Authority**

Status:

1. $10.9 million approved for demolition and replacement
2. Housing Replacement plan to be developed by JHA
3. Relocation of families underway

Chester St

Chester St

III. Model Neighborhood Development

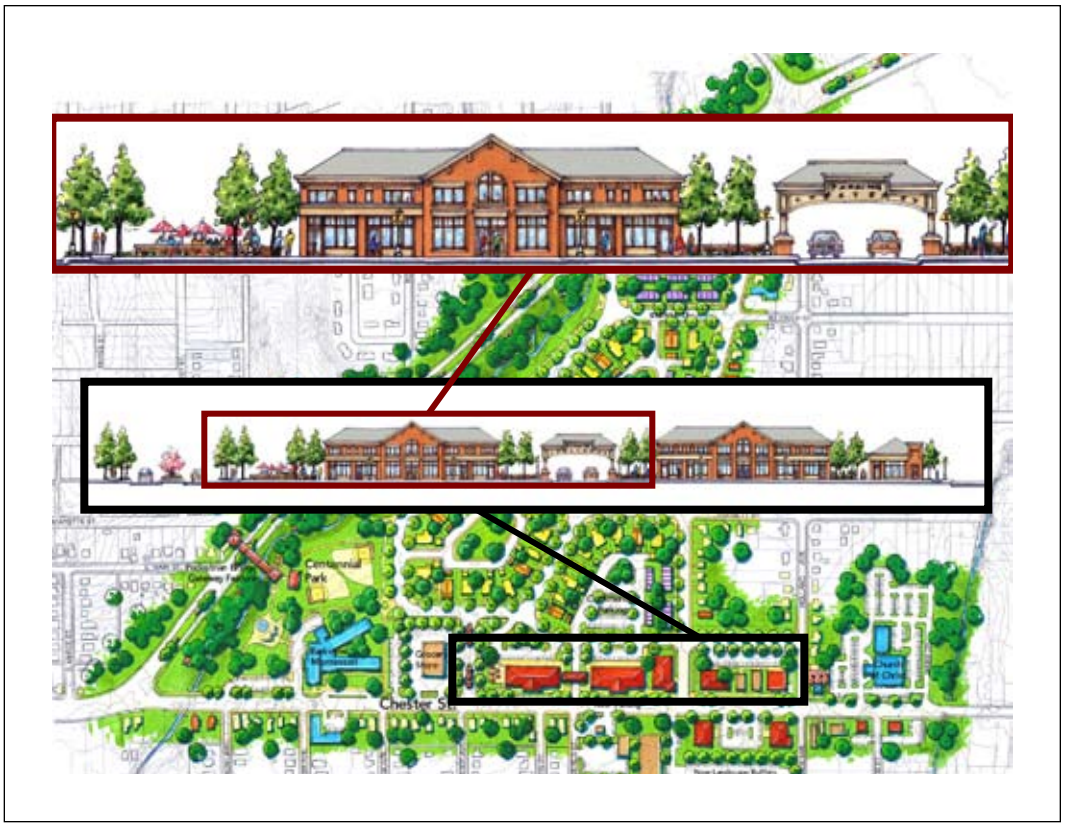
Project Managed by the
City of Jackson Planning and Engineering

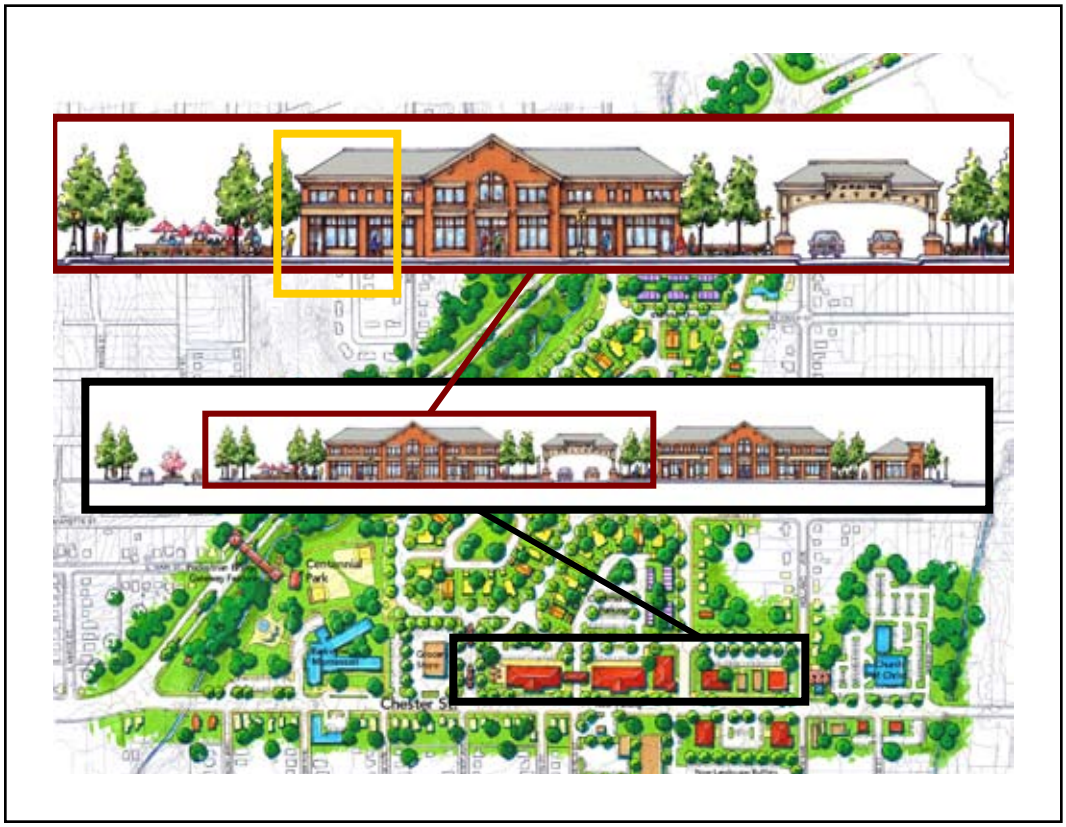
Status:

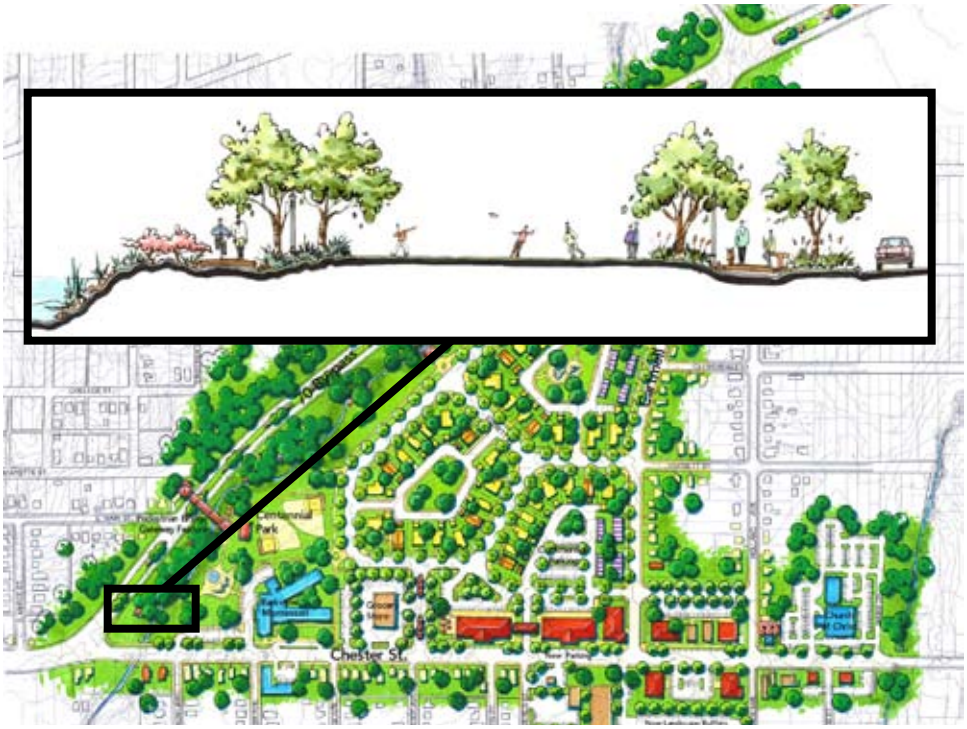
1. Property Acquisition underway
2. Accepting proposals for Chester St. redesign
3. Park expansion included in TEA-21 grant application
4. Accepting proposals for commercial development

Centennial Park
Chester St

Centennial Park
Chester St


Centennial Park
Chester St


Centennial Park
Chester St


Chester St.

III. Royal Streetscape

Project Managed by the **City of Jackson Engineering**

Status:

1. Public meeting to be scheduled
2. ROW acquisition approved in capital budget – will take place over next few months
3. Bidding for project – after first of the year
4. Construction – 1Q next year

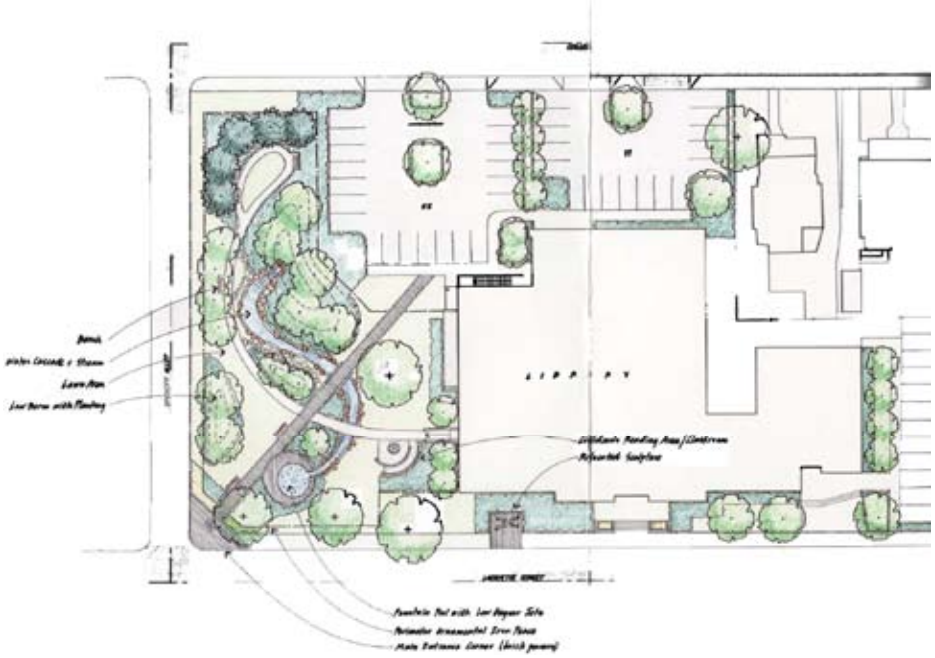
MAIN

IV. Library Expansion (Rotary Park)

Project Managed by the
Library Foundation Board

Status:

1. City allocated money for project; awaiting county commitment (to be presented to Commission in Sept.)
2. Prop acquisition for phase I complete and demolition underway
3. Initial plans submitted - Going out for bids to be opened on 18th
4. To be dedicated on Feb 23 (Rotary Centennial)



V. Entertainment District/Farmer's Market

Project Managed by the
City of Jackson
Planning & Public Services

Status:

1. Property Acquisition underway
2. Street Department Relocation (pending Ormet acquisition) and demolition could begin in 1stQ FY06
3. Interest in development to include green space, retail, entertainment, cinema complex