

# BINGHAMPTON



## TIF IMPLEMENTATION STRATEGY REPORT

OCTOBER 1, 2018

COMMISSIONED BY BINGHAMPTON DEVELOPMENT  
CORP. FOR THE MEMPHIS AND SHELBY COUNTY  
COMMUNITY REDEVELOPMENT AGENCY



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*Image 1: Carpenter Art Garden is a growing neighborhood asset for area children.*

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## EXECUTIVE SUMMARY

The Binghampton neighborhood is unique. It is a special place in an important location of the city. Binghampton began as an independent and racially integrated rural Memphis town in the late 1800s and early 1900s. The community experienced a shifting character as the city's growth pushed east and urban manufacturing jobs departed, leading to various stages of racial segregation, poverty and population flight, which spawned a significant reduction in home ownership and increased vacant and blighted property.

Binghampton is at the geographic center of Memphis and the boundaries are: Summer Avenue to the north, Poplar Avenue to the south, Holmes Street to the east, East Parkway to the west. This area is critically important for the long-term economic vitality of the city because of its location and diversity of uses and that it also includes areas representing a high concentration of blight, disadvantaged population, depressed housing values, and high unemployment.

The Binghampton neighborhood has reached a tipping point. Now is the time to leverage years of creative placemaking efforts with a concerted push to positively improve the quality of life for Binghampton residents. Binghampton can stand to serve as a prototype for effective community development and place-based strategy.

A key to the neighborhood's recent success is Binghampton Development Corporation's efforts to stabilize and revitalize the neighborhood. The most recent milestone in this effort is City of Memphis' & Shelby County's approval of a Tax Increment Financing (TIF) District in December of 2017. The Binghampton neighborhood seeks to take the "next step." In response to recent trends, the neighborhood seeks to maintain its authenticity while accommodating infill development, serving housing and commercial needs of its residents. With operating support from the Binghampton Neighborhood TIF Fund and a neighborhood-based implementation strategy prioritizing the use of TIF funds for the benefit of the neighborhood, and residents' lives can be changed for the better.

### **Binghampton TIF Implementation Strategy**

The Binghampton TIF Implementation Strategy was developed through an intensive resident engagement process in collaboration with the Memphis and Shelby County *Community Redevelopment Agency (CRA)*. Because of the limited available funds through the Binghampton TIF, the community and CRA board determined it is paramount that funds are deployed in a way that delivers the greatest benefits to the overall neighborhood. Hence, the existing CRA application process has been supplemented with the Binghampton TIF Evaluation Tool. This tool will be used by the Binghampton Community Advisory Committee (BCAC) to advise the CRA and by the CRA Board of Directors in its decision-making.

The Binghampton TIF Implementation Strategy follows the core principals of the 2017



Binghampton Community Redevelopment Plan, with a focus on decreasing the percent of those living in poverty, as well as the reduction of social, economic and racial disparity. These implementation strategies prioritize and maximize the use of the TIF revenue generated over the next three decades, for the maximum benefit of the neighborhood.

This recently approved redevelopment plan provides the framework to incentivize the reinvestment and redevelopment of the Area in order to support the existing neighborhood, improve housing conditions for those with the fewest means, reduce blight, improve infrastructure and land in order to support new investment, and sustain the needed parks and open spaces to promote quality of life.

The Binghampton TIF Implementation Strategy is dedicated to a strategy of thriving in place – fostering living and working in the Binghampton neighborhood. Of particular focus are initiatives which nurture economic inclusion and integration (racial, ethnic, and socioeconomic) throughout the neighborhood related to housing, jobs, business ownership, and livability. The focus of projects supported by TIF expenditures must address: ***affordable housing, infrastructure improvements, equitable community economic development, and blight remediation and vacant lot improvements.***

The Binghampton TIF Implementation Strategy was built on a community engagement process that brought together residents and stakeholders from across the neighborhood to articulate their values and aspirations for the neighborhood’s future. Through robust neighborhood input and discussion, the following aspirations were developed by the task force:

1. Strong Community Spaces, which support increased community activities as well as more recreational and employment opportunities for youth.
2. Clean, Activated and Attractive neighborhood beautified through gardens, art, and community clean ups.
3. Affordable Opportunities, which improve access to affordable housing, and affordable commercial space.
4. Safe and Connected neighborhood with new pathways and improved transportation infrastructure.

An additional overarching theme that emerged from the engagement process was the need for TIF dollars to benefit existing Binghamptoners. For example, projects should not displace existing homeowners and business owners. If displacement occurs, those impacted should be assisted. Similarly, projects that aim to attract new residents and business owners should also benefit those that are already in the neighborhood. Projects that address these concerns will be particularly welcomed by the community.

These serve both as overarching themes for this TIF Implementation Strategy and were a useful tool for the task force in their process of developing the following vision statement and refining the implementation strategy recommendations.

## Vision Statement:

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*“Binghampton values its diverse people, affordable opportunities and community institutions. It is a neighborhood with **Strong Community Spaces** and **Affordable Opportunities**; that is **Safe & Connected** and **Clean & Activated**.”*

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One of Binghampton’s many strengths is its network of collaborative partners, who together understand that health is a holistic picture. The BDC is an important engine for neighborhood redevelopment as well as a convener of and liaison to Binghampton stakeholders. The BDC will support the work of this newly formed Binghampton Community Advisory Committee (BCAC) and will continue to provide information to CRA about the neighborhood’s goals and issues affecting it.

The BCAC will officially represent the Binghampton neighborhood as the steward the Community Redevelopment Plan and make recommendations to the CRA on applications for expenditures from the TIF Fund. The TIF activities and expenditures shall be managed by or under direction of the CRA board of directors, with advisement from the BCAC.

## Evaluation Process for the Use of the TIF Fund

The Binghampton TIF Fund is projected to generate millions of dollars in tax increment over the next three decades, and those dollars have the potential to leverage millions more in private and public investment in the neighborhood. It is essential that Binghampton residents play a role in determining how those funds are expended.

The Binghampton TIF Assistance Application Evaluation Tool is illustrated on page 54 (also as a stand-alone instructional document in Appendix B.) It will be utilized to ensure that the distribution of the CRA TIF dollars is transparent; meets the needs of the existing Binghampton community; and furthers the goals outlined in the Binghampton Community Redevelopment and TIF Implementation plans. This evaluation tool is designed to assess the overall alignment of each project with the priorities established in the TIF Implementation Plan.

The implementation of the Binghampton Community Redevelopment Plan can serve as a model for achieving gains in social, economic, and racial equity as well as decreasing the percent of those living in poverty, as well as becoming a model for community redevelopment in Memphis.



## **CHAPTER 1: INTRODUCTION & PURPOSE**

The Memphis and Shelby County Community Redevelopment Agency (CRA) facilitates blight remediation and provisions for affordable housing that improves the quality of life within Memphis and Shelby County. The CRA works to improve the lives of people in designated tax increment financing (TIF) districts, such as Binghampton.

### **1.1 Purpose of the TIF Implementation Strategy**

The purpose of the Binghampton Neighborhood TIF Strategy is to address the above stated goals through the establishment of a vision, aspirations, specific recommendations, and priorities that will serve as a guide in both assessing applications for funding and in identifying efforts where the CRA should be proactive in implementing the Binghampton Community Redevelopment Plan.

In July 2017, the Binghampton Development Corp. submitted the Binghampton Community Redevelopment Plan to the Memphis and Shelby County Community Redevelopment Agency (CRA), which included a proposal to create a Binghampton Tax Increment Financing (TIF) district. Later that year, the CRA approved the Binghampton TIF and the plan, and subsequently they were adopted by the Memphis City Council and the Shelby County Commission.

The purpose of this TIF Implementation Strategy is to report and present the aspirations, priorities, and recommendations that were identified by Binghampton residents and other stakeholders through an intensive community engagement process. This strategy was developed by Binghampton Development Corp. with planning support from Development Studio and community engagement support from the Center for Transforming Communities.

The Binghampton TIF district has been approved to allocate \$26 million in tax increment over the next 30 years. Those dollars have the potential to leverage hundreds of millions of dollars in private and public investment in the neighborhood. It is essential that Binghamptoners play a role in determining how those funds are expended.

### **1.2 Relationship with the Binghampton Community Redevelopment Plan**

The Binghampton neighborhood is centrally located in Memphis and is important for the city's overall economic vitality. The area suffers from blighted conditions and depressed property values, with many residents living in poverty. Despite these factors, Binghampton is experiencing redevelopment pressures, due to its proximity to Downtown and Midtown as well as the successful Broad Avenue revitalization efforts. The Binghampton Community Redevelopment Plan described this landscape and made the case that the neighborhood is at a tipping point and needs both a comprehensive redevelopment strategy and funding to support it. Tax increment financing was identified as a financing tool that could take advantage of increasing property

values in Binghampton and unlock other private, public, and nonprofit funding sources that might not otherwise be available.

The Plan identified five categories of potential investment: Housing & Neighborhood Development, Infrastructure Improvements, Public Facility Improvements, Environmental Improvements and Site Acquisition, and Community Equitable Economic Development, and possible strategies within each. For the implementation of the plan to succeed, however, two important questions needed to be answered:

- What is the vision and goals of residents for a revitalized Binghampton, and what potential strategies are the most important to them?
- How can Binghampton residents and stakeholders play a role in determining how TIF funds are invested – both in terms of advocating for specific expenditures and responding to proposals from the private and nonprofit sectors?

The TIF Implementation Strategy was developed in response to those questions, with the overall objective of ensuring that the Binghampton TIF has a positive impact on residents and improves the overall quality of life in the area. In combination, the answers must then direct the prioritization of TIF funds.

### **1.3 Overview and Background of the Area**

Binghampton began as an independent, rural township in 1893 and was annexed by the City of Memphis in 1919 as development expanded to the east. Binghampton is named after WH Bingham, an Irish immigrant, hotelier, planter, magistrate, politician and entrepreneur who founded the town to the east and slightly north of the Memphis city limits at that time. A once thriving community, various social and economic changes - racial segregation, urban sprawl, disinvestment by nearby light industrial manufacturing facilities, a shift from owner to renter occupied housing – have led to the severe poverty and lack of economic assets the neighborhood now faces.

Broad Avenue once served as the neighborhood’s “Main Street” – bustling with grocery stores, offices, restaurants, and small businesses – but in 2001, the community’s challenges were further exacerbated by the extension of Sam Cooper Boulevard. This high-speed, six lane highway not only rerouted through traffic from Broad Avenue commercial corridor. It also separated the commercial street from the residential area, creating a dangerous barrier for access to Broad Avenue from the south by foot or bike.

### **1.4 The Binghampton Community Redevelopment Area Boundaries**

The Binghampton Community Redevelopment Plan (2017) identified designated the boundaries of the Binghampton Community Redevelopment Area (BCRA). The boundaries of the

Binghampton Community Redevelopment Area (BCRA) are: Summer Avenue to the North, Poplar Avenue to the South, Holmes Street to the East, East Parkway to the West (See Figure 1.)

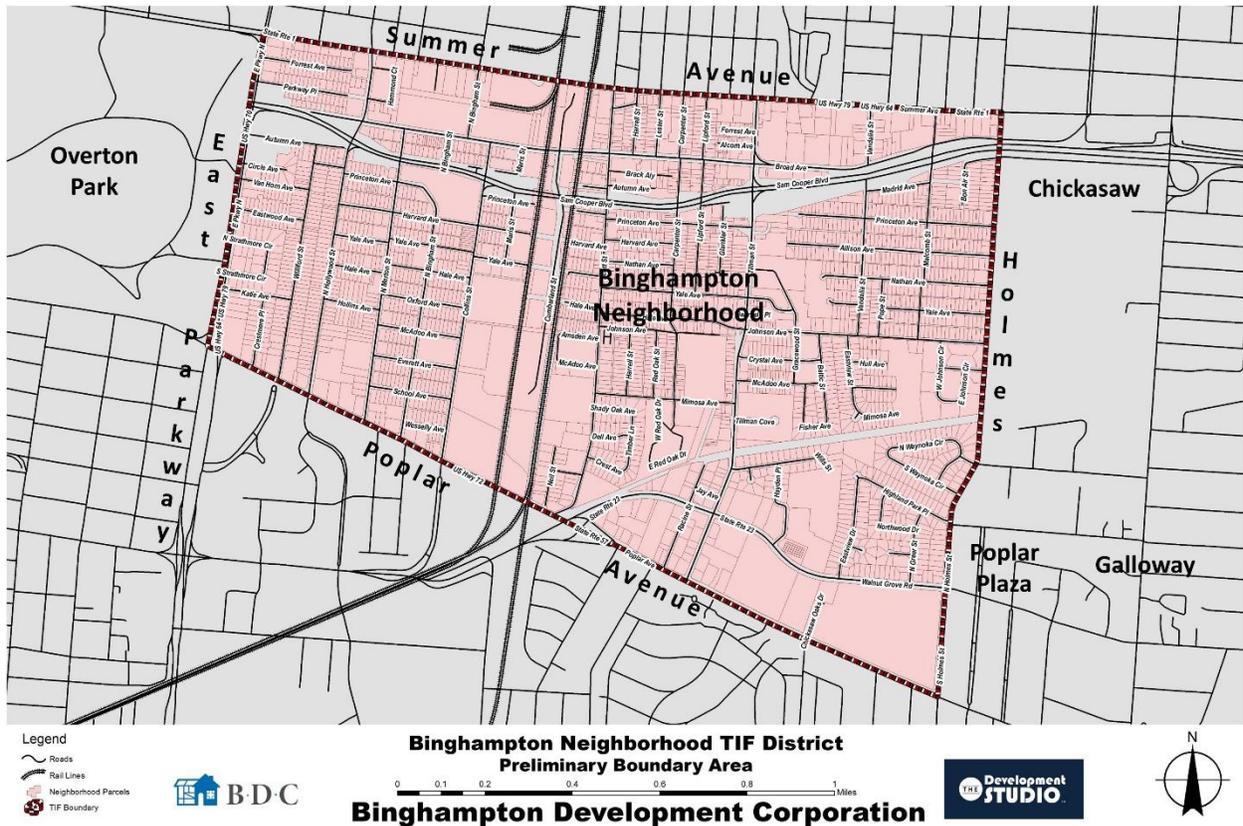


Figure 1 - Binghampton Community Redevelopment Area (BCRA) boundaries are: Summer Avenue to the North, Poplar Avenue to the South, Holmes Street to the East, East Parkway to the West.

## 1.5 Description of the Area Conditions

In the past decade, Binghampton has seen a slow and steady stream of redevelopment as both public and private investment has revitalized pockets of the neighborhood such as Broad Avenue. The adjacent neighborhood areas are fully developed with varied land uses. To the north, the Summer Avenue corridor has seen a decline over the last four decades. However, the Broad Avenue Arts District has seen private investment and is serving as a catalyst in the area.

The Tillman corridor has seen small investments due to the work of many stakeholders including the Binghampton Development Corporation. Residential neighborhoods in the west part of the area, such as Lea’s Woods and Strathmore Circle are the most economically stable portions of the area. Residential neighborhoods in the central and east sections of the neighborhood are some of the most economically unstable and suffer from concentrations of blight. Commercial and industrial uses predominate the north and south edges of the district, along with a large industrial employment district in the center of the area.



## **1.6 Community Engagement and Discovery Process**

In cooperation with the Binghampton Development Corporation (BDC), the Development Studio, and the CRA, Center for Transforming Communities (CTC) led a community engagement process that brought together residents and stakeholders from across the neighborhood to articulate their values and aspirations for the neighborhood’s future.

The planning team – comprised of representatives from the BDC, the Development Studio, and CTC – approached the engagement process with the following goals in mind:

- Form a task force of residents and other stakeholders to guide the Binghampton TIF Implementation Strategy planning process.
- Maximize representation from the diverse groups that make up the Binghampton community and the distinct geographies that fall within the Binghampton TIF boundaries.
- Maximize the influence of resident voices in identifying and refining guiding values and decision-making processes for the Binghampton TIF.

### **a. The Binghampton Community Task Force**

To ensure representation from across the Binghampton neighborhood, CTC divided the neighborhood into seven “outreach zones” and worked to recruit at least two representatives from each outreach zone to serve on the community task force. Potential task force members were identified by the planning team members and invited to participate based on their involvement in the community and their ability to help represent, objectively, the interests of the people in their part of the neighborhood.

The task force members participated in eight meetings, from March through July 2018. Each task force meeting was attended, on average, by twelve community members representing the seven outreach zones. In total, East Binghampton has had the most representation on the task force, followed by Broad Avenue and West Binghampton.

Task force members represented a number of different community organizations and institutions, including:

- Broad Avenue Arts District
- First Baptist Church - Broad
- Binghampton Shalom Zone
- Binghampton United Methodist Ministry
- Caritas Village
- East High School
- Binghampton Community Church
- Lester Community Center
- Carpenter Art Garden
- Johnson Circle Neighborhood Watch
- Waynoka Circle Watch
- Memphis Public Libraries

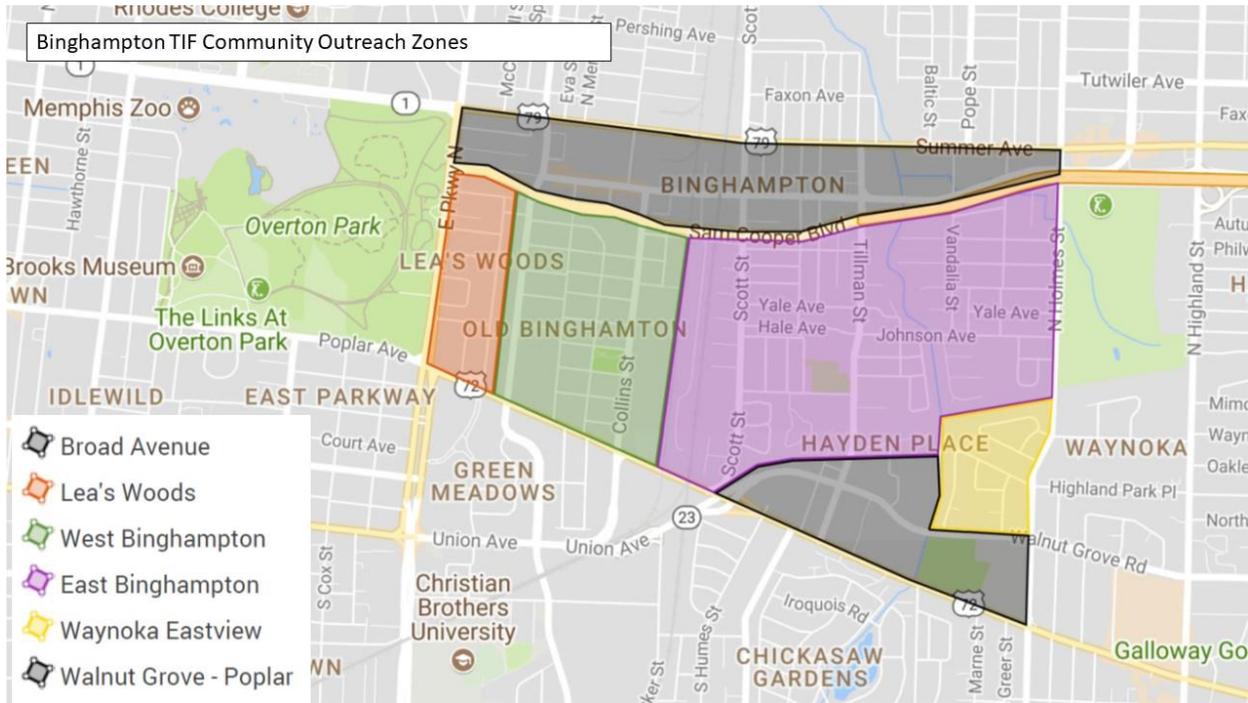


Figure 3: Map illustrates the six Binghampton TIF Community Outreach Zones representing Broad Avenue; Lea's Woods; West Binghampton; East Binghampton; Waynoka Eastview; and Walnut Grover – Poplar.

Broadly, the task force was charged with developing guidelines for how the TIF dollars should be used in the neighborhood – both how the CRA should evaluate applications for TIF funding and what specific projects and initiatives the CRA might pursue in the neighborhood.

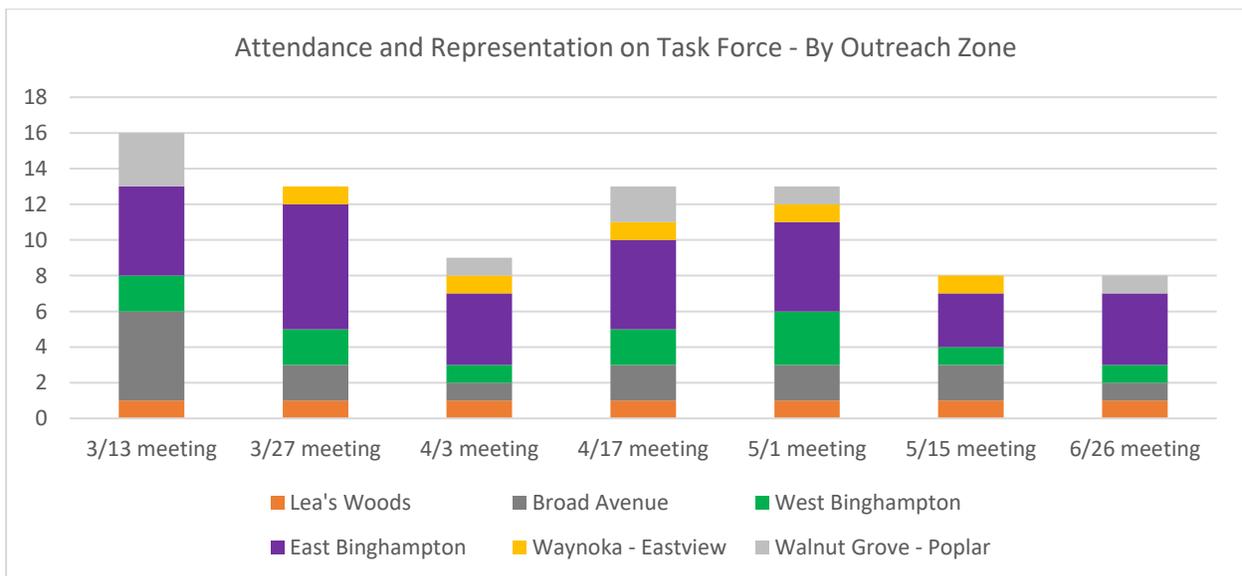


Figure 4: Graph shows attendance and representation on Binghampton TIF Task Force by Outreach Zone.

The process began by working with the task force to articulate some high-level values – things people in Binghampton value about their neighborhood – and aspirations – things people in Binghampton would like to see change about their neighborhood.

**b. One-on-One Interviews**

To build on the task force members’ knowledge of Binghampton, CTC staff and the task force conducted 180 one-on-one interviews with other neighborhood stakeholders throughout the Binghampton TIF area. (Figure 3: Map shows the location of the interviews by outreach zone.) Approximately 75% of those interviewed were categorized as adults by the interviewers, while 15% were categorized as youth and 15% categorized as seniors.

Nearly 75% of the interviewees described themselves as residents, while 25% described themselves as having some other connection to the neighborhood – for example, as business owners or employees, church members, or former residents.

Once the interviews were complete, task force members used the interview data to revise and refine their draft list of values and aspirations for the neighborhood.

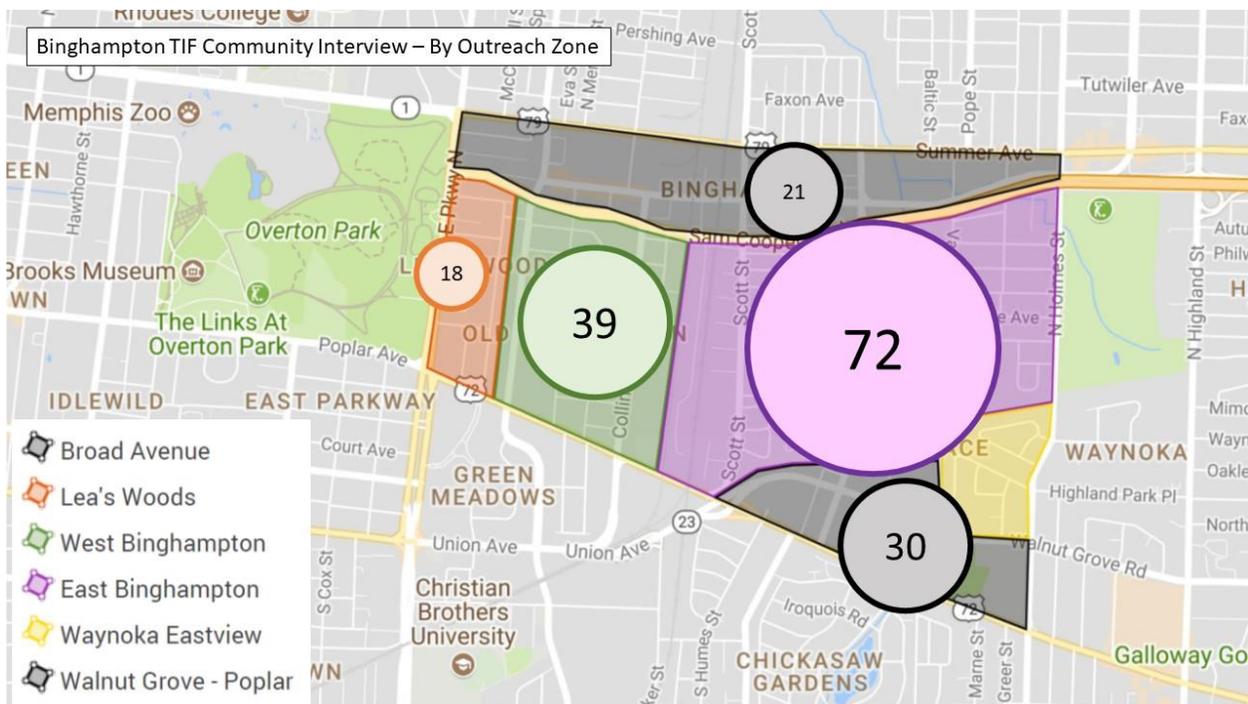


Figure 3 - Map illustrates the location of the interviews by each outreach zone throughout Binghampton.

### c. Focus Groups

The third phase of the engagement process was a series of focus groups, which took place during the second half of April 2018. Task force members and planning staff helped recruit neighborhood stakeholders to participate in focused conversations about specific priorities and initiatives that the TIF could support. CTC hosted six focus group sessions; in total, 38 Binghampton stakeholders participated in these sessions, including eight of the task force members. One session was conducted in Spanish with the help of Spanish-speaking facilitators and was attended by 10 Spanish-speaking residents from West Binghampton.



*Image 2: Members of the TIF Implementation task force defining community initiatives and priorities.*



*Image 3: TIF Implementation task force members discuss ways to reduce neighborhood barriers and reconnect neighborhood areas.*

Each focus group session lasted approximately two hours and was audio recorded. Participants discussed the priority aspirations – safety, beautification, connectivity, affordability, and community spaces. They discussed specific initiatives and projects that they would like to see the TIF support. These discussions were summarized in a report for the task force members.

Overall Participation in Focus Groups - By Outreach Zone

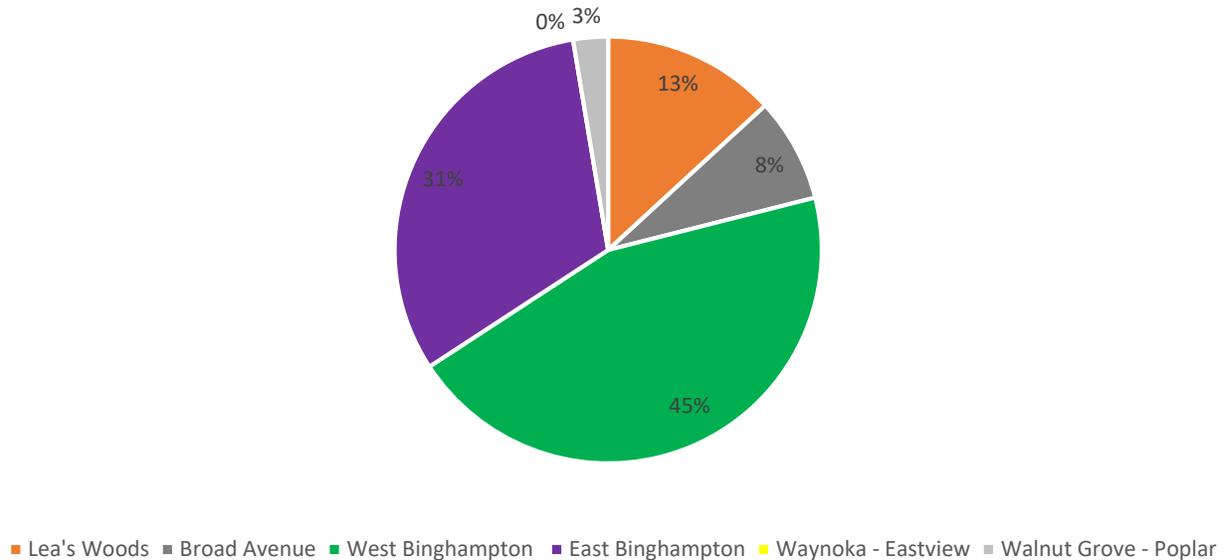


Figure 4: Graph illustrates the overall Focus Group participation by each outreach zone throughout Binghampton.

**d. Open House**

All the information gathered through task force meetings, interviews, and focus group sessions has been used to inform a set of recommendations. To gather additional input from the community, the task force and planning team held an open house at Binghampton Development Corp. offices on June 5th. More than 80 residents and other stakeholders attended.

Six tables were set up around the room, one for each of five potential TIF strategy categories (housing, infrastructure, etc.) and one with general information about the CRA and tax-increment financing. The tables were staffed by task force members who answered questions and facilitated discussions with community members that attended. Participants were asked to indicate where they lived or worked on a neighborhood map and had an opportunity to identify potential strategies that they supported or had concerns about. The feedback from the open house was reviewed and discussed by the task force at its next meeting.

Following the open house, the planning team presented a summary of the data to the task force, who reviewed and discussed it during their June meeting.



Figure 5 – Neighborhood flyer from the June 5, 2018 Open House at Binghampton Development Corp. offices, where more than 80 residents and other stakeholders attended.

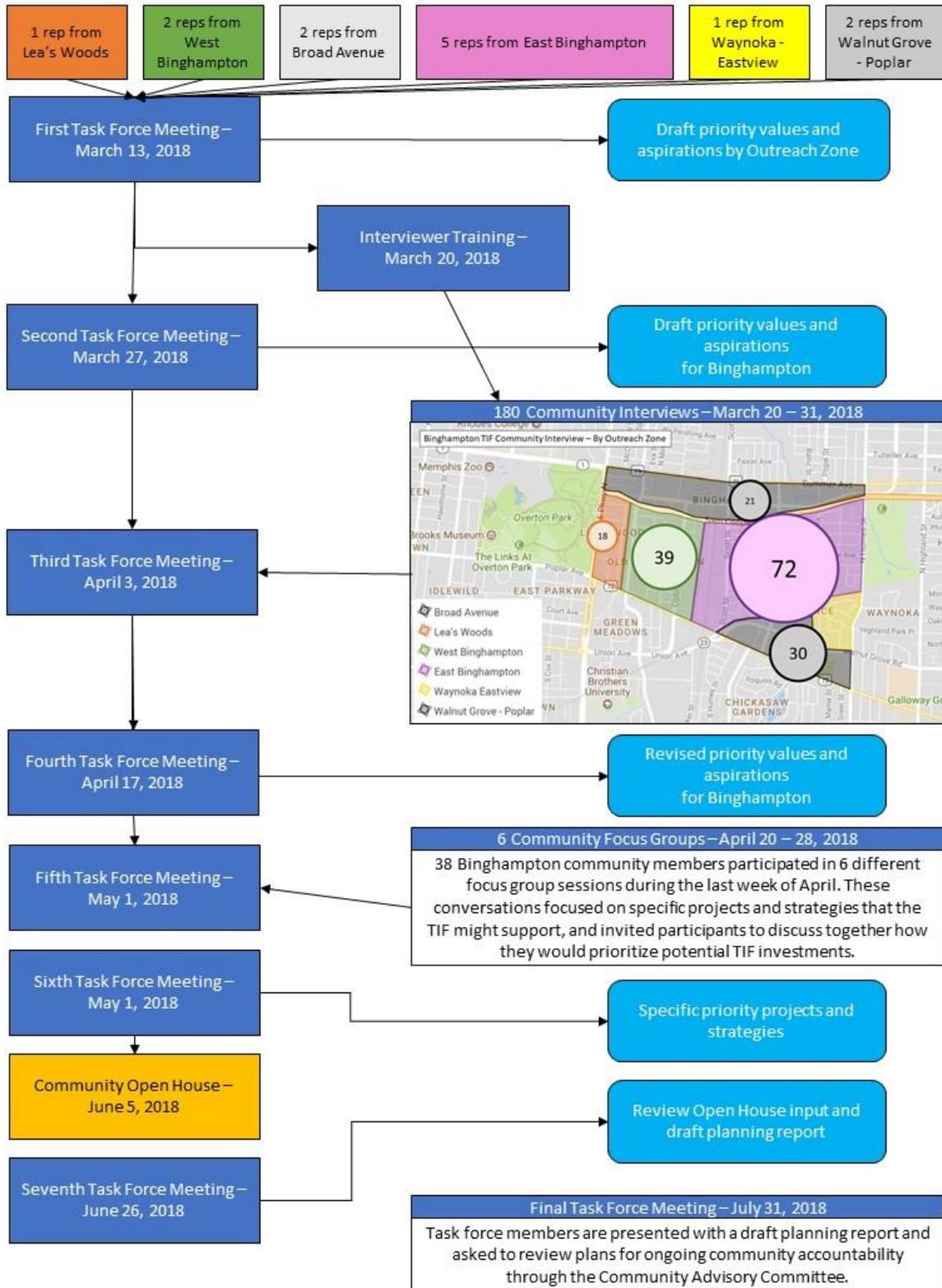
**e. Broad Avenue input**

While Broad Avenue had two representatives on the task force – from Broad Avenue Arts District and First Baptist Broad – there was additional input available to the task force from a recent Arts District planning process that included strategies that could potentially be implemented with TIF funds. The task force reviewed, considered and incorporated this information, finding several instances where Broad strategies aligned with those identified in the broader community engagement process, such as façade grants for neighborhood small businesses.

**Community Engagement Process Flow Chart**

The Community Engagement Process Flow Chart (See p. 21) details a community engagement process that brought together residents and stakeholders from across the neighborhood.

### Community Engagement Process Flow Chart



## **1.7 Work of the Binghampton Neighborhood Task Force**

The community engagement process began with very broad input from the community – gained through task force meetings and one-on-one interviews – on resident’s values and aspirations. The task force and focus groups considered that input within the context of the TIF (i.e. how TIF funds can be utilized) and began refining it to develop general strategy areas. That process evolved until more specific strategy recommendations were developed and vetted. Those can be found in Chapter 2, TIF Implementation Strategy.

### **a. Initial Values and Aspirations**

Initial questions for task force members and residents interviewed focused on what “Binghamptoners” valued (what they would not want to see change) and their aspirations for the community (what they hope for and would like to see change).

#### **Values:**

- The people – sense of community, diversity, and history.
- Community institutions – community centers and parks, churches, local businesses.
- Affordability – for individuals and for local entrepreneurs and small businesses.

#### **Aspirations:**

- Enhanced safety – improving police-community relations, addressing traffic issues, and improving street lighting.
- Beautification and blight remediation – addressing blighted properties while maintaining affordability; beautifying public and private spaces.
- Neighborhood connectivity – creating new pathways between various parts of the neighborhood and investing in transportation infrastructure (sidewalks, crosswalks)
- Affordable housing and commercial spaces – creating homeownership opportunities for renters, ensuring adequate and high-quality rentals, and ensuring adequate and high- quality commercial spaces.
- New and improved community spaces – increasing opportunities for youth and increasing community activities.

### **b. Final Community Aspirations**

Following a review of the initial input and discussion, the following community aspirations were developed by the task force. These community aspirations serve both as overarching themes for this TIF Implementation Strategy and were a useful tool for the task force in their process of developing and refining the strategy recommendations.

### Strong Community Spaces

New and improved neighborhood facilities, like community centers and parks, that support increased community activities as well as more recreational and employment opportunities for youth.

### Clean and Activated

A clean and attractive neighborhood where blighted properties have been addressed and public and private spaces have been beautified through gardens, art, and community clean ups.

### Affordable Opportunities

Preserved and enhanced access to affordable housing for current renters and homeowners, and affordable commercial space for entrepreneurs and small businesses.

### Safe and Connected

New pathways and transportation infrastructure, so residents and visitors have safe and comfortable travel routes and various parts of the neighborhood are better connected.



*Image 4: Public Art Mural at the Water Tower Pavilion on Broad Avenue.*

## CHAPTER 2: NEIGHBORHOOD TIF IMPLEMENTATION STRATEGY

### 2.1 Guiding Planning Principles “Neighborhood Aspirations”

Broadly, the task force was charged with working to develop guidelines for how the TIF dollars should be used in the neighborhood – both how the CRA should evaluate applications for TIF funding and what specific projects and initiatives the CRA might pursue in the neighborhood. The task force articulated some high-level values – things people in Binghampton value about their neighborhood – and aspirations – things people in Binghampton would like to see change about their neighborhood.

From multiple community conversations, the task force developed the following as the most important issues for Binghampton residents:

- **People** and the sense of community
  - Diversity
  - History
- **Community institutions** - community centers, parks, libraries
- **Affordability**
  - Individuals who rent or own
  - Small business owners and entrepreneurs



*Image 5: Neighborhood residents and stakeholder identified Lester Community Center as a strong neighborhood asset.*

The engagement process resulted in the following **value statement**:

*“Binghampton values its diverse people, affordable opportunities and community institutions. It is a neighborhood with **Strong Community Spaces** and **Affordable Opportunities**; that is **Safe & Connected** and **Clean & Activated**.”*

As noted in chapter 1, the four community aspirations then were further defined as follows:

***I. Strong Community Spaces***

New and improved neighborhood facilities, like community centers and parks, that support increased community activities as well as more recreational and employment opportunities for youth.

***II. Clean and Activated***

A clean and attractive neighborhood where blighted properties have been addressed and public and private spaces have been beautified through gardens, art, and community clean ups.

***III. Affordable Opportunities***

Preserved and enhanced access to affordable housing for current renters and homeowners, and affordable commercial space for entrepreneurs and small businesses.

***IV. Safe and Connected***

New pathways and transportation infrastructure, so residents and visitors have safe and comfortable travel routes and various parts of the neighborhood are better connected.

In order to strive for these identified neighborhood aspirations, improvement strategies were identified, defined and prioritized to help guide compatible TIF investment throughout the various neighborhood areas of Binghampton. Priority improvement projects were identified and selected based each advancing as many of the community aspirations as possible. This is illustrated in the priority project implementation matrix. (See 2.4.2 Priority Project Implementation Matrix on pages 28 & 29.)

## **2.2 Vision & Goals of Community Redevelopment Strategy**

The Binghampton area is envisioned as a vibrant, urban neighborhood—a location where a variety of activities are possible, including living, working, shopping, playing, education, and worship, all within close proximity—for people at varied stages in life and of diverse economic means.

The Implementation Strategy follows the core principals of Community Redevelopment Plan, with a focus on decreasing the percent of those living in poverty, as well as the reduction of social, economic and racial disparity. It proposes specific implementation strategies to prioritize and

maximize the use of the tax increment financing (TIF) revenue generated over the next three decades.

The Redevelopment Plan provides the framework to incentivize the reinvestment and redevelopment of the Area in order to support the existing neighborhood, improve housing conditions for those with the fewest means, reduce blight, improve infrastructure and land in order to support new investment, and sustain the needed parks and open spaces to promote quality of life.

Both the Redevelopment Plan and the Implementation Strategy prioritize the redevelopment of vacant or underutilized properties for residential, commercial, industrial, or mixed-use development. They promote acquiring vacant, tax delinquent or underutilized units/lots, promotes the demolition and removal of structures which are structurally unsound or unfeasible to renovate, and recommends redevelopment of those lots for residential or other uses.

The Plan and Strategy also prioritize streetscape improvements (including sidewalks, curb and gutter, lighting, landscaping, etc.), new streets, enhanced parks and recreation space and other public improvements. They identify opportunities for blight remediation, upgrading utilities, streetscape improvements, relocation of streets, site grading, environmental remediation, etc. to make key large-scale redevelopment sites suitable for investment by private enterprise.

### **2.2.1 Inclusion Goals**

To further ensure the Binghampton Community TIF Fund benefits reflects the Binghampton community, the following goals were established and approved as part of the 2017 Binghampton Community Redevelopment Plan for the utilization of TIF resources:

*Threshold for all requests:*

1. Development Team includes a role for minority person
2. Contract value for construction firms: 35% minority and/or women owned
3. Contract value for maintenance / service firms: 35% minority and/or women owned

*Housing-specific Initiatives:*

4. 50% of new units to qualify as affordable housing for residents qualifying as low/moderate income.

*Commercial-focused Initiatives:*

5. Net new jobs – paying a minimum living wage of \$12/hour – from commercial tenants will be filled by Binghampton residents: 25%
6. Commercial space leased: 35% minority and/or women owned
7. Commercial store front space lease rates conducive to desired use of commercial corridor

## 2.3 Community Growth Strategy, Framework, Anchors & Corridors

Overall, the quality and living conditions in the area should improve, and not continue to degrade, resulting in a positive impact for residents. Likewise, clear measures of a stabilizing and improving the neighborhood should be seen, such as stabilizing property values, an increasing property tax base, and 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.

The CRA intends to leverage its resources in Binghampton to get its neighborhoods growing once again. This growth strategy acknowledges that the neighborhoods of Binghampton are not all at the same starting point and that the neighborhoods need to increase the number and diversity of households to sustain the long-term, sustained growth.

Binghampton has a diverse set of neighborhood areas with a potentially differing sets of starting points. This strategy will balance the delivery of low-income and affordable housing and the demand for improved public facilities, within walkable, diverse, and mixed-use anchors throughout Binghampton. To be with the strategy for Memphis 3.0, the Binghampton TIF Implementation Strategy is structured around various stages of development: activation; incremental infill; and transformative redevelopment.

Various stages of the growth strategy are calibrated to the market context of each Binghampton neighborhood. For instance, the activation stage as part of the first stage might be heavily event focused in sluggish neighborhoods. In the relatively stronger neighborhoods, work may come in the form of incremental but high-impact small infill development. In strong market neighborhoods, such as along Broad, transformative large-scale development is supported. The CRA's funding and partnership strategy will align with these stages to ensure that high-impact small projects, incremental infill development projects, and transformative large-scale development are each given due importance and receive the support they need to achieve the overarching goal of redeveloping Binghampton.

## 2.4 Neighborhood Improvement Strategies

The Binghampton Community TIF is dedicated to a strategy of thriving in place – fostering living and working in the Binghampton neighborhood. Of particular focus are initiatives which nurture economic inclusion and integration (racial, ethnic, and socioeconomic) throughout the neighborhood, related to housing, jobs, business ownership, and livability. The focus of TIF expenditures target these priority areas that were identified in the Redevelopment Plan: ***affordable housing, infrastructure improvements, blight remediation, and equitable economic development.***

### 2.4.1 Priority Initiatives of the Binghampton Neighborhood TIF Implementation Strategy

Recommended priority initiatives, undertakings, activities and projects are illustrated in the priority project implementation matrix. (See 2.4.2 Priority Project Implementation Matrix)

2.4.2 Priority Project Implementation Matrix

TIF BUDGET CATEGORIES		COMMUNITY ASPIRATIONS			
		Strong Community Spaces	Clean & Activated	Affordable Opportunities	Safe & Connected
<b>Improvement Strategies</b>					
<b>Housing &amp; Neighborhood Development</b>					
<b>New Infill Affordable Housing Options</b>					
	New Affordable / Mixed-Income Housing Development at Tillman Cove		>	>	>
	New Residential Infill Housing on vacant land throughout the neighborhood		>	>	>
	Development of new affordable multi-family housing for seniors		>	>	>
	Mixed-Use Mixed-Income Housing Development at Sam Cooper & Tillman		>	>	>
	Add new Housing Choices (tiny homes, accessory dwellings, larger housing)		>	>	>
<b>Rehabilitate Existing Housing throughout the neighborhood</b>					
	Home repair and rehab grants or forgivable loans for existing homeowners		>	>	>
	Property Improvements to Rental Housing throughout the neighborhood		>	>	>
	Incentives for Rehabilitation of Existing Multi-family Apartment properties		>	>	>
<b>Targeted Homeownership programs throughout the neighborhood</b>					
	Subsidies for new and rehabbed single-family low-income homeowners		>	>	>
	Create Community Land Trust on various sites to build collective ownership		>	>	>
	Resident Recruitment Incentives for Police/Teachers to live in Neighborhood	>			>
<b>Neighborhood Infrastructure Improvements</b>					
<b>Traffic Calming and Complete Streets Strategies</b>					
	Traffic Calming along Sam Cooper, Tillman, Hollywood, Merton & Collins		>		>
	Improve Crosswalks & Lighting at neigh. anchors and along key corridors	>			>
	Intersection Modifications @ S. Cooper/Broad & Tillman, E. Parkway & Collins				>
<b>Pedestrian/Bike Improvements &amp; Streetscape Enhancements</b>					
	Improve Sidewalks to neighborhood anchors and along key corridors	>			>
	Add amenities like landscaping, benches, trash cans, wayfinding on Hampline	>			>
	Add shared public parking in key locations along Broad Avenue	>			>
<b>Reconnecting the neighborhood with improved street connections</b>					
	New E-W Roadway Connections from Collins to Scott at Yale and Amsden		>		>
	Replace Poplar-Scott St. Bridge, connect Walnut Grove & improve walkability				>
	New at grade intersection at Extended Merton and Sam Cooper	>			>



2.4.2 Priority Project Implementation Matrix

TIF BUDGET CATEGORIES		COMMUNITY ASPIRATIONS			
Improvement Strategies		Strong Community Spaces	Clean & Activated	Affordable Opportunities	Safe & Connected
<b>New &amp; Enhanced Neighborhood Public Facilities</b>					
<b>Improvements to Existing Public Parks &amp; Greenspace</b>					
Invest Public funds into Binghamton & Howse Parks Improvements		✓			✓
Improve access from the neighborhoods to the Greenline Extension		✓			✓
Budget & invest public funds for Lester Community Center Improvements		✓			✓
<b>Expansion of New Public Facilities, Greenspace &amp; Public Art</b>					
Relocate City uses & redevelop Collins Yard into international marketplace		✓	✓	✓	✓
Add shared public greenspace in a key location along Broad Avenue		✓	✓		✓
Public Art Enhancements in key community spaces along Tillman & Broad		✓			✓
<b>Environmental Improvements &amp; Site Acquisition</b>					
<b>Blight Remediation &amp; Environment Clean-up</b>					
Blight Remediation at Tillman Cove and in pockets of concentrated blight		✓	✓		✓
Environmental Clean-up along RR Corridors & Cypress Creek		✓	✓		
Vacant Property Stabilization / Maintenance of Open Residential Structures		✓	✓		✓
Organize & fund citizen led neighborhood clean-ups & plantings			✓		✓
<b>Improving Public Safety &amp; Property Acquisition</b>					
New & Improved maintenance of Public Street Lighting along key corridors		✓	✓		✓
Code Enforcement & Property Improvements to Rental Housing			✓		
Property Acquisition & Development of Large vacant properties along Tillman			✓		
<b>Community Equitable Economic Development</b>					
Community Engagement & Programs to Improve Police/Citizen relations		✓			✓
Improved Commercial Spaces for Local & Minority Business Recruitment		✓		✓	
Attract a locally-owned centrally-located community laundromat		✓	✓	✓	
Façade Improvement Loans or Grants for targeted Local Neighborhood Retail		✓	✓	✓	
Create Business Incubator and/or Business Co-operative				✓	

(Note: additional initiatives and new projects could be added by the Binghamton Community Advisory Committee as implementation progresses.)



## 2.5 New Housing Choices and Neighborhood Redevelopment

Input from the community identified three general areas of need and opportunity in Binghampton. These include: **1. New Infill Affordable Housing Options; 2. Rehabilitation of Existing Housing; and 3. Targeted Homeownership Programs.**

The Binghampton Redevelopment Plan identified both a demand for new affordable housing and the need to improve the condition of existing housing.

From the community’s perspective, the overarching goal in developing these recommended strategies was avoiding displacement of existing residents. To the greatest extent possible, this should be top of mind in determining how TIF funds should be utilized, especially as it relates to housing.

The following is a list of identified priority housing and neighborhood redevelopment initiatives identified through the community led engagement process.

<b>Housing &amp; Neighborhood Development</b>
<b>New Infill Affordable Housing Options</b>
New Affordable / Mixed-Income Housing Development at Tillman Cove
New Residential Infill Housing on vacant land throughout the neighborhood
Development of new affordable multi-family housing for seniors
Mixed-Use Mixed-Income Housing Development at Sam Cooper & Tillman
Add new Housing Choices (tiny homes, accessory dwellings, larger housing)
<b>Rehabilitate Existing Housing throughout the neighborhood</b>
Home repair and rehab grants or forgivable loans for existing homeowners
Property Improvements to Rental Housing throughout the neighborhood
Incentives for Rehabilitation of Existing Multi-family Apartment properties
<b>Targeted Homeownership programs throughout the neighborhood</b>
Subsidies for new and rehabbed single-family low-income homeowners
Create Community Land Trust on various sites to build collective ownership
Resident Recruitment Incentives for Police/Teachers to live in Neighborhood

### 1. New Infill Affordable Housing Options

- a. *New affordable or mixed-income housing at Tillman Cove.* Tillman Cove is a large, abandoned apartment community on Tillman Street. Its size and visible location currently make it a significant blighting influence on the community; those same characteristics,

however, make it a strong candidate for redevelopment. It is strategically located near the Shelby Farms Greenline, Howse Park, Lester Community Center, and neighborhood schools. It is also adjacent to the Hampline, a planned bike and pedestrian corridor. There is strong support in the community for redevelopment of Tillman Cove, but also concern about density and replacing one exclusively low-income housing development with another. Care should be taken to consider the appropriate mix of incomes, housing sizes and styles, etc. Consideration also should be given in the redevelopment to incorporate opportunities for resident equity or empowerment. Tillman Cove was recently acquired by the City of Memphis, which represents significant progress in the implementation of this recommendation.

- b. *Residential infill housing at Gracewood vacant land.* This property is a similarly well-situated opportunity. It is adjacent to the Tillman Precinct on Tillman, close to the services and amenities mentioned above, and already has street network in place. It would be an ideal location for single family homes or perhaps townhomes.
- c. *Development of new affordable multi-family housing for seniors.* Like many older urban neighborhoods in Memphis, Binghampton has a significant number of elderly residents – some long-time homeowners – who would like to “age in place,” close to their friends, church, etc. More than 10 years ago, Binghampton Development Corp. worked to address this need through the redevelopment of a blighted apartment complex into the 20-unit Hope Community Senior Apartments. However, residents continually stressed the need for additional units.
- d. *Mixed-use, mixed income housing development at Sam Cooper and Tillman.* This high traffic corner – across from the new Binghampton Gateway Center – would be an ideal location for a higher density multi-family development combined with ground floor retail. The location’s direct access to I-40 make it convenient for residents commuting downtown or to the East Memphis business district, and it is a quick walk or bike ride to the restaurants and shops on Broad Avenue, increasing the potential attraction for young professionals who could bring income diversity to the area. Binghampton Development Corp. currently owns this property.
- e. *New housing choices.* The community engagement process also yielded several more targeted housing needs that could be addressed with TIF funding. For example, Binghampton is home to a large proportion of the city’s refugees. Often these new residents have very large families and need larger housing units (4 or more bedrooms) than are currently available. Residents also identified possible strategies for lower-cost housing that would help reduce displacement, such as accessory dwelling units and so-called “tiny homes.”

## 2. Rehabilitation of Existing Housing Throughout the Neighborhood

- a. *Repair/rehab grants or forgivable loans for existing homeowners.* Repair and rehab assistance were identified by residents as a priority, to reduce blight and help homeowners avoid being displaced. A Binghampton version of the Uptown Single-Family Repair Program could meet this need, managed by the CRA staff or a nonprofit housing provider.
- b. *Property improvements to rental housing throughout the neighborhood.* Much of the rental housing in Binghampton – both single- and multi-family is in poor condition, contributing to the overall blight level as well as many impacts on families (high utility bills, health-related problems). Residents supported programs to help single-family landlords fund improvements to their property, although there would need to be measures to lock in long-term affordability and ensure the property is adequately maintained. In Chattanooga, for example, a landlord renovation program requires an affordability period of at least 7 years. (See Best Practices Summary in Appendix C.)
- c. Incentives for the rehabilitation for existing multi-family apartment properties. Similarly, an incentive program could support the renovation of both small multi-family properties (8-12 units, for example) as well as larger apartment communities such as Chickasaw Place apartments on Red Oak Drive, which has local ownership.

## 3. Targeted Homeownership Programs Throughout the Neighborhood

- a. *Subsidies for new and rehabbed single-family, low-income homeowners.* The original Uptown TIF increased homeownership significantly through a single-family housing subsidy program that could be replicated in some form in Binghampton, potentially with market-rate homes also available. A housing nonprofit with a successful track record, such as Binghampton Development Corp. or United Housing, could be the development partner. Financial counseling and homebuyer education would be needed to ensure that existing residents who had the capacity to become homeowners could do so. Those programs could be funded with bank donations and other grant funds.
- b. *Community Land Trust on various sites to build collective ownership.* Community Land Trusts (CLT) are a mechanism to ensure permanent affordability within a geography where property values are rising or expected to rise. In summary, a nonprofit CLT owns the land and members own their individual homes. Price appreciation is limited when homes are sold, ensuring that they remain affordable. (CLTs exist around the U.S.; see appendix C for additional information.) Great enthusiasm for introducing the CLT model in Binghampton emerged during the engagement process, and a group of residents and stakeholders are currently working to form one.

- c. *Resident recruitment incentives for police/teachers to live in the neighborhood.* Residents identified lower crime rates and better community-policy relationships as key to a more livable Binghampton. While programs to support these would be outside what TIF funds could generally support, increasing the number of police officers (and teachers, as well) living in the neighborhood could help address the issue. Chattanooga has successfully used forgivable loans to incentive police/firefighter homeownership in designated revitalization areas, a program which could potentially be replicated in Binghampton.

## **2.6 Neighborhood Infrastructure Improvements**

While the automobile should be accommodated, most of the basic activities of daily life should be available within a safe and comfortable walking distance. Infrastructure improvements should reconnect the surrounding residential neighborhoods. Look for opportunities to knit the study area neighborhood back together, in order to increase the number of pedestrian and automobile connections within the area.

Also noted throughout the Binghampton Community Redevelopment Plan, streetscape improvements should be considered for several major streets and for some minor streets within the area in order to improve livability for both residents and visitors to the neighborhood. Sidewalks are provided through much of the Area, however many sections have deteriorated and in need of repair or replacement. In a few locations sidewalks are missing and should be installed.

Streets, sidewalks, crosswalks, streetlights, and other readily visible public infrastructure were determined to be subject to varying levels of deterioration. In some instances, capital improvements have recently been made, such as the repaving and restriping of western sections of Broad Avenue. In other instances, such as along portions of Tillman where pavement and sidewalks are cracked, deteriorated, or even missing, it is evident that no investment has been made in some time.

The age of infrastructure in this Area is advanced enough to require regular maintenance to maintain proper condition; however, some infrastructure has reached its useful life and may require removal and reconstruction to provide the level of service and quality required by current standards. Infrastructure improvements to meet current standards and set the stage for significant private investment. Depending upon the availability of TIF funds, some of the plan budget can serve as local match for transportation projects.

Also, some street widths do not match their current traffic load and could be reduced in width, or parallel or angled parking could be introduced. New streets are needed to break up larger blocks into appropriately sized urban sites, as illustrated in the plan. The plan calls for new street connections be made in order to support the orderly development of

large tracts of land. The plan also calls for key streets to receive streetscape improvements and essential repairs throughout the Area.

Community-led input from the neighborhood identified key areas for infrastructure improvement. These include: **1. Traffic Calming and Complete Streets Strategies; 2. Pedestrian/Bike Improvements & Streetscape Enhancements; and 3. Reconnecting the neighborhood with improving street connections.**

<b>Neighborhood Infrastructure Improvements</b>
<b>Traffic Calming and Complete Streets Strategies</b>
Traffic Calming along Sam Cooper, Tillman, Hollywood, Merton & Collins
Improve Crosswalks & Lighting at neigh. anchors and along key corridors
Intersection Modifications @ S. Cooper/Broad & Tillman, E. Parkway & Collins
<b>Pedestrian/Bike Improvements &amp; Streetscape Enhancements</b>
Improve Sidewalks to neighborhood anchors and along key corridors
Add amenities like landscaping, benches, trash cans, wayfinding on Hampline
Add shared public parking in key locations along Broad Avenue
<b>Reconnecting the neighborhood with new and improved street connections</b>
New E-W Roadway Connections from Collins to Scott at Yale and Amsden
Replace Poplar-Scott St. Bridge, connect Walnut Grove & improve walkability
New at grade intersection at Extended Merton and Sam Cooper

### 2.6.1 Traffic Calming and Complete Streets Strategies

- a. *Traffic calming along Sam Cooper, Tillman, Hollywood, Merton & Collins.* Sam Cooper, Tillman, Hollywood, Merton & Collins are identified as key neighborhood multi-modal corridors. Traffic calming strategies, as identified in the Memphis Complete Streets Manual, should be prioritized for these key corridors.
- b. *Improve crosswalks and lighting at neighborhood anchors and along key corridors.* Handicapped ramps at street corners are being installed by the City in few locations in the area but should be included in any future development and streetscape improvements. This should 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.
- c. *Intersection modifications at Sam Cooper/Broad & Tillman, E. Parkway & Collins.* These key intersections at Sam Cooper at Tillman, South Cooper at Broad Avenue, and East Parkway at Collins are locations identified as barriers to pedestrian

crossing. These intersection modifications should slow vehicular traffic and improve crosswalks and pedestrian signals, in order to make crossing safer.

### **2.6.2 Pedestrian/Bike Improvements & Streetscape Enhancements**

- a. *Improve Sidewalks to neighborhood anchors and along key corridors.* New sidewalks were installed around the new Brewster Elementary School, however many sidewalk connections to the school have sections that are deteriorated and in need of repair or replacement. In a few locations sidewalks are missing and should be installed. New accessibility ramps at street corners are needed to provide handicapped access to key neighborhood anchors such as, schools, parks and community centers. Sidewalk repairs and replacement should be prioritized along key corridors such as Tillman, Merton, Hollywood and Collins.
- b. *Add amenities like landscaping, benches, trash cans, wayfinding on Hampline.* The soon to be completed Hampline in Binghampton connects the Shelby Farms Greenline trail to Overton Park. This best-in-class dedicated bike line will allow pedestrians to safely traverse Tillman Street to Broad Ave and provide easy access to the park. As supplemental additional scope to the Hampline improvements, through the City, the TIF should add funding for additional streetscape amenities. These should include additional landscaping, new benches and trashcans. It should also include expansion of the wayfinding signage system orienting users to and along the Hampline to other local destinations.
- c. *Add shared public parking in key locations along Broad Avenue.* As commercial mixed-use development adds density to Broad Avenue, shared public parking should be funded through the TIF as well as other public funding sources. Public shared parking could be in the form of structured parking or surface lots depending on location.

### **2.6.3 Reconnecting the neighborhood with new and improved street connections**

- a. *New East-West roadway connections from Collins to Scott at Yale and Amsden.* The two north-south railway corridors along with large industrial users divid the Binghampton neighborhood into two parts. To begin breaking down this barrier and improving multi-modal connections from east to west new roadway crossing from Collins to Scott are desired. At a minimum these adding east-west street connections should occur at Yale and at Amsden. These connections could be designed as a signaled at grade intersection with enhanced crosswalks to maximize multi-model connections across the rail corridor.
- b. *Replace Poplar-Scott St. Bridge, connect Walnut Grove & improve walkability.* The City of Memphis long-term capital improvement plan includes the re-construction of the Poplar Avenue-Scott Street Bridge. This elevated intersection is critically

important to connectivity and multi-modal access for Binghampton. This bridge is heavily used by pedestrians, as well as bike and bus riders.

The existing bus shelter at this intersection is a key access point for public transit. As additional scope to the City's bridge improvement project, the TIF could be utilized for supplemental funding for enhanced bike and pedestrian facilities on the new bridge.

- c. *New at grade intersection at Extended Merton and Sam Cooper.* The construction of Sam Cooper Boulevard divided the Binghampton neighborhood from Broad Avenue. To begin breaking down this barrier and improving multi-modal connections from south to north a new intersection at Merton and Sam Cooper will provide a new key pathway. This connection could be designed as a signaled at grade intersection with enhanced crosswalks to maximize multi-modal connections.

The age of infrastructure in this Area is advanced enough to require regular maintenance to maintain proper condition; however, some infrastructure has reached its useful life and may require removal and reconstruction to provide the level of service and quality required by current standards. The Binghampton Community Redevelopment Plan calls for upgraded public infrastructure (streets, sidewalks, utilities, parks, etc.) to meet current standards and set the stage for significant private investment. Depending upon the availability of TIF funds, some of the plan budget can serve as local match for transportation projects.

## **2.7 New and Enhanced Neighborhood Public Facilities**

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.

Essential to establishing a high quality of life in the area for residents is adequate provisions for parks, recreation and other green spaces. 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 area has a few adequate park spaces within close proximity of residential uses. General use and active recreation parks in the Area include Binghampton, Crenshaw, and Howse Parks as well as the Lester Community Center. It is a typical best practice of desirable and healthy neighborhoods to contain passive green spaces within an approximately 2-minute walk (530 ft.)

and active recreation areas within an approximately 5-minute walk (1320 ft.) of most residences. Based upon these metrics, many existing and potential residential areas are beyond those distances, so park space should be included in new residential development areas. Upgrades to existing or adding new playgrounds are suggested in several locations so as to provide adequate recreation within a few minutes’ walk of a greater number of families.

Bicycle facilities (bike lanes, cycle tracks, signage and signals) are being aggressively pursued throughout the City of Memphis and the region, however the only facilities currently in place is the Shelby Farms Greenline and the Hampline.

During the community engagement process there was considerable discussion about neighborhood public facilities during the community engagement process, as they are generally well-used by Binghampton residents and considered to be desirable amenities. Two general areas of potential TIF investment were identified: **1. Improvements to Existing Public Parks and Greenspace and 2. New Public Facilities, Greenspace, and Public Art.**

Among the themes that emerged from resident input were that current public facilities in Binghampton are badly in need of updating and enhancements, and that more activities for youth are needed. While TIF funds cannot be spent on programs, public facility investments are one way this need can be addressed.

The following is a list of identified priority neighborhood public facilities strategies identified through the community led engagement process.

<b>New &amp; Enhanced Neighborhood Public Facilities</b>
<b>Improvements to Existing Public Parks &amp; Greenspace</b>
Invest Public funds into Binghampton & Howse Parks Improvements
Improve access from the neighborhoods to the Greenline Extension
Budget & invest public funds for Lester Community Center Improvements
<b>Expansion of New Public Facilities, Greenspace &amp; Public Art</b>
Relocate City uses & redevelop Collins Yard into international marketplace
Add shared public greenspace in a key location along Broad Avenue
Public Art Enhancements in key community spaces along Tillman & Broad

### 2.7.1 Improvements to Public Parks and Greenspace

- a. *Invest TIF funds into Binghampton and Howse Park improvements.* Binghampton Park, which serves the west part of the neighborhood, is heavily used by Latino members of the community and African refugees. The soccer fields are badly in need of repair, as is the playground equipment. Residents also noted that the park could benefit from the addition of a walking path. At Howse Park – adjacent to Lester Community Center – the greatest need is for adjustments to make the park feel safer and more

welcoming for families. New and improved lighting is one possible enhancement that could be supported by TIF funds.

- b. *Improve access from the neighborhood to the Greenline extension.* Plans for the Shelby Farms Greenline call for its extension farther west, connecting with the Fairgrounds and Tobey Park. While residents support this development, it is important that this extension serve the Binghampton neighborhood, and specifically that there is sufficient access from residential areas to the Greenline.
- c. *Budget and invest public funds for Lester Community Center.* Lester Community Center is one of the primary community facilities serving Binghampton, particularly the youth, yet it is badly in need of repair and upgrades. TIF funds could supplement other public or private funds to support this work. One additional specific investment that emerged from the public input process was the development of a tournament gym at Lester, which would serve teams based there as well as attracting teams and their families from around the city (serving an economic development purpose.)

### **2.7.2 New public facilities, Greenspace and Public Art**

- d. *Relocate city uses and redevelop Collins Yard into an international marketplace.* Fostering better connections between east and west Binghampton was identified as a major priority in the community engagement process and relocating the city's Public Works Division from Collins Yard could enhance that connectivity, especially if additional at grade crossings were built across the railroad tracks. An international marketplace for small vendors from Binghampton's diverse populations was one potential future use that was identified for Collins Yard.
- e. *Add additional public greenspace in the neighborhood.* In addition to improvements to Howse and Binghampton parks, TIF funds could also be used to add greenspace to Binghampton. Potential locations include the intersection of Hollywood and Princeton (the location of a MATA stop) and along Broad Avenue. Uses such as volleyball courts and a dog park have been identified by Binghampton residents as amenities that would be welcomed in the neighborhood.
- f. *Add public art enhancements in key community spaces along Tillman and Broad.* There have been significant public art investments in Binghampton in recent years, including colorful murals on Tillman, artistic bus stops on Hollywood and Tillman, and a series of neighborhood history-inspired sculptures on Broad. Residents support using TIF dollars to add to this "public art corridor" but emphasized the importance of community input in the artist selection process and using neighborhood artists whenever possible.



Image 11: Binghampton Park has experienced deferred maintenance and is in need of improvements and enhancements for neighborhood users.



Image 12: Neighborhood residents and stakeholders identified Lester Community Center as a strong neighborhood asset.

### **2.7.3 New and enhanced Parks and Greenspaces to support residents and stakeholders.**

The soon to be completed Hampline in Binghampton connects the Shelby Farms Greenline trail to Overton Park. This best-in-class dedicated bike line will allow pedestrians to safely traverse Tillman Street to Broad Ave and provide easy access to the park.

However, the Shelby Farms Greenline trail currently dead-ends at Tillman and Crenshaw Park, which is in desperate need of improvements. The plan envisions extension of the Shelby Farms Greenline trail at Tillman along the vacant and abandoned railroad right of way to Flicker Street, then connecting to Tobey Park and the Fairgrounds. The plan also includes enhancements to existing Binghampton, Crenshaw, and Howse Parks as well as improvements to the Lester Community Center.

## **2.8 Environmental Improvements & Site Acquisition**

Structures that do not meet the minimum building code are scattered throughout the area. These structures represent a substantial percentage of the available housing units clustered in areas along Scott Street and Yale Street, particularly the neighborhoods around the industrial railroads and Cumberland Street. These areas contain: a substantial number of deteriorating and dilapidated structures; a patchwork of unkempt vacant land where buildings have been demolished; and several vacant buildings with structural damage.

In addition to this, there are a number of sites that are considered to be environmentally contaminated, including confirmed and potential Brownfields sites and many out of service underground storage tanks.

Overall, the environmental quality of the planning district based upon the proposed redevelopments should be maintained or improved as a result of the redevelopment. Decreased storm water runoff improved water-quality should be a goal for supported development.

Not surprisingly, blight was identified by residents as a concern that could be addressed with TIF funds. Not only does blight impact the appearance and perception of the neighborhood, it also contributes to resident’s feelings of safety (or not) in Binghampton. Specifically, community input resulted in two general areas of opportunity: **1. Blight Remediation and Environmental Clean-up and 2. Public Safety and Property Acquisition.**

The following is a list of identified priority environmental improvement initiatives identified through the community led engagement process:

<b>Environmental Improvements &amp; Site Acquisition</b>
<b>Blight Remediation &amp; Environment Clean-up</b>
Blight Remediation at Tillman Cove and in pockets of concentrated blight
Environmental Clean-up along RR Corridors & Cypress Creek
Vacant Property Stabilization / Maintenance of Open Residential Structures
Organize & fund citizen led neighborhood clean-ups & plantings
<b>Improving Public Safety &amp; Property Acquisition</b>
New & Improved maintenance of Public Street Lighting along key corridors
Code Enforcement & Property Improvements to Rental Housing
Property Acquisition & Development of Large vacant properties along Tillman

**1. Blight Remediation and Environmental Clean-up**

- a. *Blight remediation at Tillman Cove and in pockets of concentrated blight.* Tillman Cove is a large, abandoned apartment complex on Tillman Street, one of the neighborhood’s primary arteries. It is also near the Shelby Farms Greenline – a major community amenity – as well as other important anchors. While it is hoped and expected the site will eventually be redeveloped, in the short term TIF funds could be utilized to improve the appearance of the property.
- b. *Environmental cleanup along railroad corridors and Cypress Creek.* Both the C & N railroad tracks and Cypress Creek are overgrown and in need of clean up.
- c. *Vacant property stabilization and maintenance of open residential structures.* Binghampton has a number of vacant properties – both large and visible buildings on major streets and single-family homes scattered through the neighborhood. While most are boarded and secured, they contribute to a negative perception of the neighborhood; on the positive side, they offer opportunities for redevelopment. TIF

funds could be used, potentially via a CDC or other nonprofit, to acquire, hold, and stabilize those properties so they do not further deteriorate.

- d. *Organize and fund citizen-led cleanups and plantings.* Residents identified citizen-led efforts as a valuable tool in the overall revitalization of the neighborhood. While TIF funds could most likely not support these programs directly, other funding sources for TIF supported projects could potentially pay for landscaping materials and other supplies.

## 2. Public Safety and Property Acquisition

- a. *Public safety enhancements and additional outdoor public lighting.* In one-on-one interviews and task force meetings, residents identified a number of locations where they felt unsafe due to insufficient lighting, such as Johnson Avenue on the east side of Tillman, Princeton Avenue near Cumberland, Howse Park, and dead-end streets terminating at the railroad tracks. Lighting could be improved in these areas in conjunction with the redevelopment of an adjacent property, or in partnership with the city's engineering division.
- b. *Code enforcement and property improvements to rental housing.* A large proportion of the rental housing in Binghampton (both single- and multi-family) is in poor condition. Rehab programs for rental property owners are identified as a strategy in the "Housing and Neighborhoods" section, and some best practices are identified in the appendix.
- c. *Property acquisition of large vacant properties along Tillman.* Tillman Street is the 'main drag' of east Binghampton. There have been several successful redevelopment projects (such as the Binghampton Gateway Center) and the Hampline bike-ped facility is expected to be complete in 2019. However, there are still a number of blighted properties and opportunities for redevelopment, such as a parcel at Hale and Tillman (adjacent to the community center) and the Gracewood property (adjacent to the police precinct.) Acquisition of these parcels would be an appropriate use of TIF dollars, so they can be redeveloped to benefit the community and appropriately support other current land uses on Tillman.

### 2.9 Community Equitable Economic Development

Economic development strategies that are equitable and serve the existing community were identified as a high priority by residents and stakeholders. Five specific strategies were suggested:



**1. Improved Commercial Spaces for Local and Minority Business Recruitment; 2. Development of a Community Laundromat; 3. Façade Improvement Loans or Grants for Neighborhood Retail; 4. Creating a Business Incubator and/or Business Cooperative; and 5. Community Engagement and Programs to Improve Police/Citizen Relations.**

Avoiding displacement of existing businesses is of critical importance to residents. If possible, TIF funds should help these existing enterprises, as well as supporting residents who wish to start their own businesses in the neighborhood. If new businesses are recruited, priority should be given to minority- and women-owned small businesses.

The following is a list of identified priority community equitable economic development initiatives identified through the community led engagement process:

<b>Community Equitable Economic Development</b>
Improved Commercial Spaces for Local & Minority Business Recruitment
Attract a locally-owned centrally-located community laundromat
Façade Improvement Loans or Grants for targeted Local Neighborhood Retail
Create Business Incubator and/or Business Co-operative

**1. Improved Commercial Spaces for Local & Minority Business Recruitment**

Attracting new businesses to Binghampton – particularly local, minority-owned companies – was important to resident, to create jobs, support neighborhood entrepreneurs, and bring more overall economic vitality to the neighborhood. Among the barriers to attracting new businesses, however is a lack of high-quality space for them to occupy.

To the extent that commercial buildings are being acquired and renovated, such as along Broad Avenue, the owners and developers are from outside Binghampton. TIF dollars could be used to acquire and renovate vacant or underutilized commercial buildings for this purpose, in partnership with a community development organization or another entity.

**2. Attract a Locally -Owned Centrally Located Community Laundromat**

Although there is one laundromat in the neighborhood, residents do not believe it is convenient and serves the neighborhood adequately. TIF funds could be utilized by a nonprofit or other developer to acquire and renovate an appropriate building for use by an experienced operator. Alternatively, a more robust combination of laundromat and social services center could be supported, such as the SMA Laundromat and Resource Center on Bellevue in South Memphis. Such a facility would require significant funding from other sources, however.

**3. Façade improvement Loans or Grants for Neighborhood Retail.**

Façade improvement programs are a common use of TIF funds around the U.S. and locally were a component of the original Uptown TIF. Typically, such programs require a match or contribution of some kind from the business owners, depending on the size of the grant or loan. In Binghampton, consideration might be given to offering a façade program in targeted areas, such as distressed commercial corridors like Tillman Street. Limited interior improvements, e.g. new store fixtures, might also be included. (See image 13: as an example.)

**4. Development of a Business Incubator or Business Cooperative.**

Residents expressed interest in facilities that would support small business. One option would be the development of space for a small business incubator or co-working space for small neighborhood businesses, in partnership with an entrepreneur serving organization like EpiCenter or Startco.



*Image 13: The Bikesmith on Hollywood received a facade improvement grant from Economic Development Growth Engine. (EDGE)*

## 2.10 Real Estate Acquisition and Disposition

It is recommended that through a public/private partnership between private developer or a non-profit Community Development Corporation and the CRA, a coordinated effort be made to acquire and develop real estate according to the Community Redevelopment Plan. Acquisition of property could be conducted through multiple sources, including private developers, non-profit public/private partnerships, Memphis Land Bank, Memphis Blight Authority and other partners. The overall authorization and control of the acquisition could be managed by the CRA.



*Image 12: Tillman Cove Apartments is high profile long-standing vacant property, which if acquired by the CRA or the City, could serve as a catalyst for redevelopment along the Tillman corridor. It was recently acquired by the city.*

## CHAPTER 3: FINANCIAL RESOURCES

### 3.1 Binghampton Community Redevelopment Plan TIF Fund Budget

The budget shown in Figure 6 below, from the Binghampton Community Redevelopment Plan, was approved by the Memphis City Council and Shelby County Commission in 2017.

<b>Binghampton Community Redevelopment Plan Budget</b>	
<b>Category</b>	<b>Subtotal</b>
<b>Housing &amp; Neighborhood Development</b>	<b>\$9,300,000</b>
<ul style="list-style-type: none"> <li>New &amp; Redeveloped Affordable Housing Projects</li> <li>Residential Infill Workforce Housing</li> <li>Neighborhood Oriented Mixed-Use Development</li> </ul>	
<b>Infrastructure Improvements</b>	<b>\$8,500,000</b>
<ul style="list-style-type: none"> <li>Roadway &amp; Intersection Improvements</li> <li>Streetscape Improvements</li> <li>Shared Public Parking</li> <li>Utility Upgrades</li> </ul>	
<b>Public Facility Improvements</b>	<b>\$3,200,000</b>
<ul style="list-style-type: none"> <li>Parks &amp; Greenspace Enhancements</li> <li>Greenline Improvements</li> <li>Community Center Improvements</li> <li>Public Art</li> </ul>	
<b>Environmental Improvements &amp; Site Acquisition</b>	<b>\$3,270,000</b>
<ul style="list-style-type: none"> <li>Blight Remediation</li> <li>Environmental Clean-up</li> <li>Vacant Property Stabilization / Maintenance</li> <li>Public Safety Enhancements</li> <li>Property Acquisition</li> </ul>	
<b>Community Equitable Economic Development</b>	<b>\$2,000,000</b>
<ul style="list-style-type: none"> <li>Community Engagement &amp; Programs</li> <li>Local &amp; Minority Small Business Recruitment</li> <li>Façade Improvement Grants</li> </ul>	
<b>BUDGET TOTAL</b>	<b>\$26,270,000</b>

Figure 6: Community Redevelopment Plan Budgeted Use of Funds

## 3.2 Potential Funding Sources and Incentives to Supplement TIF Investments

### 3.2.1 Housing and Neighborhood Development

City of Memphis Division of Housing and Community Development (HCD). HCD is the local conduit for most of housing and community development funds provided by the federal government to local jurisdictions. HCD also offers locally funded programs. Most funds are awarded annually on a competitive basis. <http://memphishcd.org/>

- *Community Development Block Grant (CDBG).* CDBG could support many strategies identified in the engagement process; eligible uses of funds include property acquisition, economic development, housing, public improvements, and public services.
- *Down Payment Assistance (DPA).* DPA programs are available to help first-time homeowners with incomes up to 200 percent of area medium income. Special programs also are available for Memphis police officers and firefighters, and Shelby County school teachers.
- *HOME.* HOME funds support the development of housing for low- and moderate-income residents, including single- and multi-family construction and rehab. A portion of those funds are set aside for organizations that are part of the Certified Housing Development Organization program (although most of the local participant in the CHDO are working outside of the Binghampton neighborhood.)
- *Homeless and Special Needs.* Grant programs are available to develop housing, pay rental assistance and provide supportive services to low income homeless and special needs individuals. The latter includes persons with HIV/AIDS, persons suffering from mental illness, substance abusers, and the elderly.
- *Weatherization.* HCD administers weatherization funding from the U.S. Department of Energy and Tennessee Housing Development Agency. Funds promote energy efficient homes for low-income households by installing energy conservation measures and modifications.

Health, Educational and Housing Facility Board (HEHF) of Memphis. The HEHF board provides incentive programs for the development of multi-family housing, including bonds. <http://www.memphishehf.com/>

#### Memphis Light Gas and Water

- *Affordable Homes Waiver of Connect Fees Incentive.* Eligible nonprofit and government developers of affordable housing are may be eligible for this incentive for single-family home and duplex. development. Homes must be enrolled in MLGW's EcoBuild program.

Tennessee Housing and Development Agency (THDA). THDA, the state’s housing agency, is a conduit for several federal government programs – such as Low-Income Housing Tax Credits – and also issues bonds to fund a number of other programs. <https://thda.org/>

- *Blight Elimination Program.* The federally funded Hardest Hit Fund Blight Elimination Program focuses on the removal of blighted single-family properties in targeted areas in partnership with approved non-profit partners. Funds can be used for demolition, site improvement, and acceptable reuse.
- *Housing Trust Funds.* THDA administers the state allocation of the National Housing Trust Fund as well as the Tennessee Housing Trust Fund. Both programs award funding on a competitive basis to nonprofits who serve the needs of low- and very low-income individuals and households.
- *Low-Income Housing Tax Credit Program (LIHTC).* The LIHTC program is a federal tax credit for owners and investors in low-income rental housing (the majority of which is multi-family.) The credits can be used for both new construction and rehab; funds are awarded annually but are highly competitive.
- *Renovation Loan Program.* THDA offers a five-year interest-free forgivable renovation loan for homeowners who are low-income, veterans, seniors, or who have special needs.

U.S. Department of Housing and Urban Development. <https://www.hud.gov/>

- *Section 202 Supportive Housing for the Elderly.* The Section 202 program provides capital advances to finance the acquisition, construction and rehab of projects providing supportive housing for very low-income elderly individuals, as well as rent subsidies to keep them affordable. Funds are awarded annually and selected nonprofits are eligible to apply.
- HUD’s Section 108 Loan Guarantee Program is a source of financing allotted for the economic development, housing rehabilitation, public facilities rehab, construction or installation for the benefit of low- to moderate-income persons, or to aid in the prevention of slums.

Foundation and other private grants – selected. A number of financial institutions offer grants for affordable housing as part of their Community Reinvestment Act (CRA) compliance.

- Bank of America. <https://about.bankofamerica.com/en-us/global-impact/charitable-foundation-funding.html#fbid=trCkIUu866V>
- Regions. [https://www.regions.com/about\\_regions/sr\\_charitable\\_giving.rf](https://www.regions.com/about_regions/sr_charitable_giving.rf)
- Wells Fargo Housing Foundation. <https://www.wellsfargo.com/about/corporate-responsibility/community-giving/housing-foundation/>

### 3.2.2 Infrastructure Improvements

Memphis Metropolitan Transportation Organization (MPO). The Memphis MPO coordinates the planning and programming of federal funding for road projects in the region, including Memphis. Once the funding is programmed by the MPO, the road project is the responsibility of the city, and the work is overseen by the City Engineer’s office. Binghampton TIF funds could provide leverage to these expenditures to implement strategies that residents have identified – such as adding traffic calming or bike-pedestrian enhancements when a street is being repaved – or could provide the required 20 percent local match.

TDOT. The Tennessee Department of Transportation oversees the annual distribution of millions of dollars in grant funds awarded to both state and local transportation-related projects. Several grant programs could support strategies identified in the TIF Implementation Plan. Grants are awarded to municipalities and the MPO on a competitive basis; TIF dollars could provide the required 20 percent local match.

### 3.2.3 New and Enhanced Public Facilities

City of Memphis Division of Parks & Neighborhoods. Capital Improvement Program (CIP) funds are budgeted annually for improvements to neighborhood parks and community centers. TIF funds could be used to enhance planned improvements in Binghampton, or to incentivize the city to make Binghampton facilities a priority.

Bloom. Bloom is a newly formed nonprofit parks advocacy organization in Memphis. Eventually, Bloom expects to support residents in their plans to maintain and improve their neighborhood parks, and it may be a potential funding source.

Foundation and other private grants – selected.

- Lowe’s Charitable and Educational Foundation – small community improvement grants. <https://newsroom.lowes.com/apply-for-a-grant/>
- KaBOOM! – funding for playground equipment. <https://kaboom.org/grants>
- Shade Structure Grant Program (American Academy of Dermatology) <https://www.aad.org/public/spot-skin-cancer/programs/shade-structure-program>
- Skatepark Grants (Tony Hawk Foundation) <https://tonyhawkfoundation.org/skatepark-grants/>

### 3.2.4 Environmental Improvements and Site Acquisition

City of Memphis Division of Housing and Community Development.

- *Community Development Block Grant (CDBG).* See Housing and Neighborhood section above.

Environmental Protection Administration (EPA).

- *Brownfield Grants.* The EPA offers several grant, loan and technical assistance programs for the assessment and clean-up of Brownfields. Local governments and other public entities are eligible to apply in most cases.



- *Environmental Justice Grants* provide financial assistance to support community-based organizations to collaborate and partner with other stakeholders (e.g., industry, government, academia, etc.) to develop and implement solutions that will significantly address environmental and/or public health issues at the local level.

Tennessee Brownfields Development Program (Department of Health) and Tennessee Department of Environment and Conservation. These two units of state government work with developers, communities and properties owners to assist in the reuse and revitalization of brownfields in Tennessee, providing technical assistance and information.

The Section 108 Loan Guarantee Program is a source of financing allotted for the economic development, housing rehabilitation, public facilities rehab, construction or installation for the benefit of low- to moderate-income persons, or to aid in the prevention of slums.

### **3.2.5 Community Equitable Economic Development**

City of Memphis Division of Housing and Community Development.

- *Community Development Block Grant (CDBG).* See Housing and Neighborhood section above.

Economic Development Growth Engine for Memphis and Shelby County (EDGE). EDGE is the lead economic development agency for Memphis and Shelby County. It has several programs to support neighborhood based-businesses, and also has the ability to connect them to other resources. <http://www.growth-engine.org/>

- *Inner City Economic Development (ICED) Loans.* ICED loans are designed to stimulate revitalization of Memphis neighborhoods; loans are forgivable and can help small businesses with signage, façade upgrades and other building improvements.
- *Community Builder PILOT.* The purpose of the Community Builder PILOT is to stimulate investment in distressed neighborhoods through a 15-year partial abatement of property taxes. Eligible projects include retail, office, hospitality/tourism, and other non-residential uses. (Note: PILOT-funded projects will not generate funds for the TIF, as the increment is forfeited through the abatement of taxes.)

### **3.3 Project Financing / Loans**

It is not uncommon for the local governments to provide a loan to the CRA upon issuance of bonds in order to pay debt service while the annual increment is initially low. In this instance, it is proposed that loans be made to the Trust Fund for the purpose of interest-only debt service in the first five (5) years of the bond issuance. By Year 6, debt payment would include interest and a modest amount of principal and be funded by annual revenue. Repayment of the local government loan would also begin to occur. By Year 10, debt payment on principal would be

significantly larger just as annual revenue would be larger. 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 cannot 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 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.

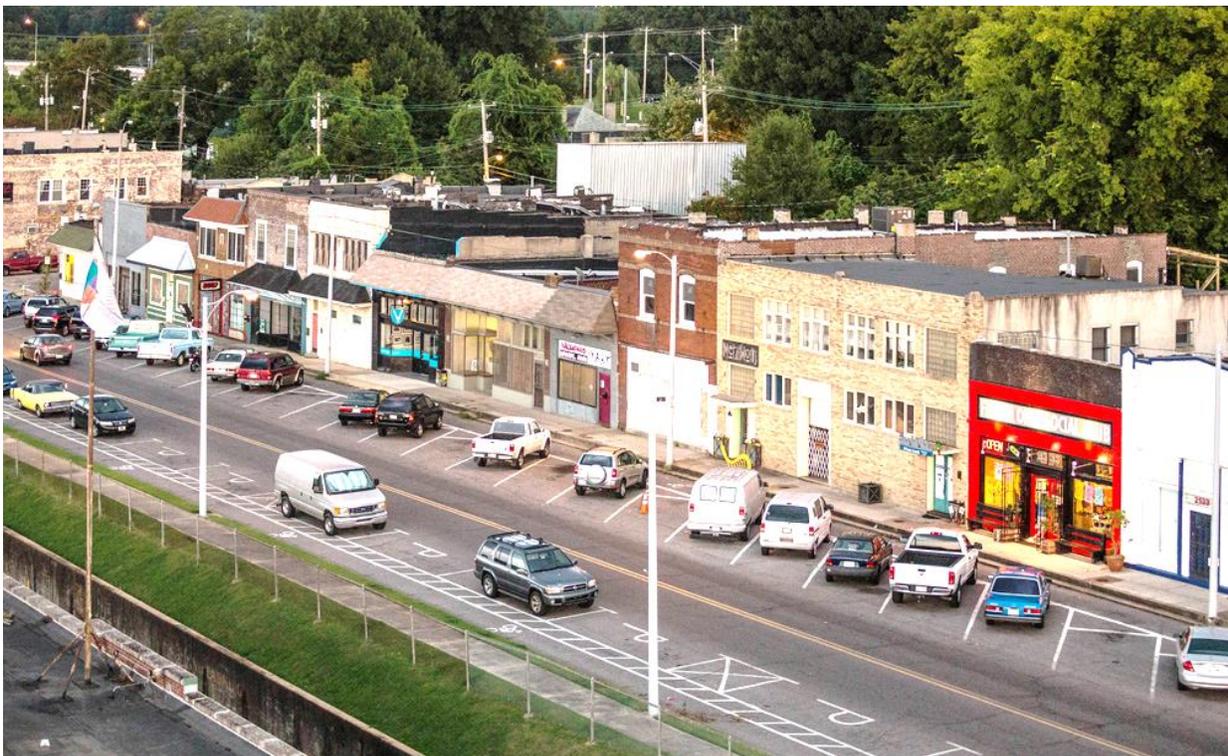


Image 14: Retail shops along Broad Avenue.



## CHAPTER 4: IMPLEMENTATION & CONCLUSION

The **Memphis & Shelby County Community Redevelopment Agency (CRA)** is in the leadership role in making the Community Redevelopment Plan become reality; however, it is not the sole entity that can carry out its implementation. Private enterprise and neighborhood stakeholders such as the **Binghampton Development Corporation (BDC)**, the **Binghampton Community Advisory Committee (BCAC)**, and the **Historic Broad Avenue Arts Alliance (HBAAA)** can carry out much of the heavy lifting when provided with incentives and assistance from the CRA, City, County 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.

### 4.1 ROLES OF THE NEWLY FORMED BCAC, THE BDC & THE CRA

The CRA proposes to form a Binghampton Community Advisory Committee (BCAC). The BCAC will provide community input and recommendations on potential TIF investments directly to the CRA. The BDC board of directors, comprised of residents, business owners, non-profit organization leaders, and property owners will to continue to guide the Binghampton neighborhood community development planning efforts, and serve as an ex officio member of the BCAC.

#### 4.1.1 Binghampton Development Corporation (BDC) & Binghampton Community Advisory Committee (BCAC)

One of Binghampton's many strengths is its network of collaborative partners, who together understand that health is a holistic picture. The ***Binghampton Development Corporation (BDC)*** is integrated within a strong system and have quarterbacked much of the effort. The BDC's mission has often been advanced through significant partnerships with legal and real estate development professionals. In collaboration with community leaders, residents and other organizations, the BDC works to mitigate blight, build hope, and restore justice.

The BDC is an important engine for neighborhood redevelopment as well as a convener of and liaison to Binghampton stakeholders. The BDC will support the work of this newly formed Binghampton Community Advisory Committee (BCAC) and will continue to provide information to CRA about the neighborhood's goals and issues affecting it.

The BCAC will officially represent the Binghampton neighborhood as the steward the Community Redevelopment Plan and make recommendations to the CRA on applications for expenditures from the TIF Fund. The TIF activities and expenditures shall be managed by or under direction of the CRA board of directors, with advisement from the BCAC. A copy of the application to become a member of the BCAC can be found in appendix d.



#### 4.1.2 Roles of the BCAC & the BDC

The primary roles and responsibilities of the Binghampton Development Corporation (BDC); the Binghampton Community Advisory Committee (BCAC); and the Memphis & Shelby County Community Redevelopment Agency (CRA) in implementing the Binghampton Community Redevelopment Plan are listed below.

The **Binghampton Development Corporation (BDC)** is an important engine for neighborhood redevelopment as well as a convener of and liaison to Binghampton stakeholders. The BDC will support the work of the BCAC and provide information to CRA about the neighborhood's goals and issues affecting it.

Those undertakings, activities or projects that the BDC can embark upon initially include (additional items to be added in the future):

- Establish communication mechanisms to effectively represent neighborhood consensus on community development issues.
- Give input to inquiries on projects affecting the neighborhood.
- Provide advice and input to the CRA in the establishment of the BCAC.

The **Binghampton Community Advisory Committee (BCAC)**, appointed by the CRA board, will serve as the official community representatives for Binghampton and stewards of the TIF Implementation Plan. It will use the attached criteria and other relevant information to evaluate projects and make recommendations to the CRA board.

Those undertakings, activities or projects that the BCAC can embark upon initially include (additional items to be added in the future):

- Serve as the official community representation and steward of the Binghampton Community Redevelopment Plan Area.
- Work with the CRA to establish communication mechanisms to effectively represent consensus on neighborhood issues.
- Respond to CRA inquiries related to a neighborhood's position on projects affecting the neighborhood.
- Evaluate each CRA application for expenditures from the TIF Fund through the Evaluation Matrix and provide recommendations to the CRA.



#### 4.1.3 Role of the Memphis & Shelby County Community Redevelopment Agency (CRA).

In addition to its traditional financing and programmatic responsibilities, the **Community Redevelopment Agency (CRA)** staff will assist applicants in arranging their community engagement effort facilitate the BCAC's evaluation process and communicate the BCAC findings to the CRA board.

The primary role and responsibilities of the CRA in implementing the Binghampton Community Redevelopment Plan are listed below.

Those undertakings, activities or projects that the CRA and/or the City of Memphis can embark upon initially include (additional items to be added in the future):

- Assist financially in the redevelopment of affordable and market-rate housing and the redevelopment of existing blighted apartments in the area.
- Establish a program for scattered site affordable housing new construction and housing rehabilitation of existing residential structures.
- Work in conjunction with the Blight Authority of Memphis, Shelby County, the City of Memphis or other agencies to acquire tax-delinquent, vacant, unsafe, surrendered or underutilized properties to make available as sites for developers or homeowners. Temporarily hold property to be later resold or assembled into larger sites for development.
- Support key mixed-use redevelopments which have the potential to provide housing, neighborhood-oriented retail services, and jobs in locations convenient to residents.
- Work with a the BDC and other for-profit and not-for profit developers for coordinating redevelopment efforts, such as infill housing sites, retail sites, or other strategic private enterprise investments in the study area.
- Utilize TIF revenue for infrastructure improvements in key locations in the form of parks and open spaces, sidewalks, storm water drainage, underground utilities, 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.
- Utilize TIF revenue for 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 or bicyclist friendly and make parks and recreation areas more accessible.

## 4.2 Binghampton TIF Assistance Application Evaluation

An overarching theme that emerged from the engagement process was the need for TIF dollars to benefit existing Binghamptoners. Because of the limited available funds through the Binghampton TIF, the community and CRA board determined it is paramount that funds are deployed in a way that delivers the greatest benefits to the overall neighborhood. The CRA may be challenged with a multitude of applications for project funding in the focus area. While this plan will help guide Binghampton’s Community Advisory Committee’s (BCAC) decision making, the decision makers require an open and transparent process for how and where they determine allocation of public dollars. The Binghampton TIF Assistance Application Evaluation Tool outlined (Illustrated on p. 54) is a tool to assist the BCAC and the CRA measure projects based on the four neighborhood aspirations, which describe the kind of neighborhood residents want.

### **Binghampton TIF Assistance Application Evaluation Tool**

The Binghampton TIF Assistance Application Evaluation Tool is illustrated on page 54 (also as a stand-alone instructional document in Appendix B.) It will be utilized to ensure that the distribution of the CRA TIF dollars is transparent; meets the needs of the existing Binghampton community; and furthers the goals outlined in the Binghampton Community Redevelopment and TIF Implementation plans. This evaluation tool is designed to assess the overall alignment of each project with the priorities established in this TIF Implementation Plan.

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***Purpose of the Evaluation Tool:*** *To ensure that the distribution of the CRA TIF dollars is transparent; meets the needs of the existing Binghampton community; and furthers the goals outlined in the TIF Implementation and CRA plans.*

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The evaluation tool will be used by both the project applicant and BCAC. It will be made publicly available as a handout and via the internet so that when a developer/investor begins pursuing a project in Binghampton they can access the scorecard early in the pre-development process and take the necessary steps to ensure they reach a high score in advance of formally preparing an application for CRA funding. Once the application is submitted, BCAC will also use the evaluation tool to assess the project and to make a recommendation to the CRA Board to approve or deny the application.

The next step in implementing this TIF Assistance Application Evaluation process is to create a streamlined application process that includes an online portal, interaction with CRA staff, and in-person interview process with the BCAC. It is important that this process is iterative and allows changes to the project application as feedback is provided.



<b>Binghampton TIF Application Evaluation</b>				
This evaluation tool is designed to assess the overall alignment of each project with the priorities established in this TIF Implementation Plan. Part 1 (Fundamentals) should be used to evaluate every project. In Part 2, one or more of the sections can be used, depending on the scope of the project. (√ all that apply) However, not all Part 2 sections will apply to all types of projects.				
<b>Project Name:</b>				
<b>Project Applicant:</b>				
<b>Part 1: Project Fundamentals &amp; Financial Impact</b>				
<b>Project Fundamentals</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project aligns with community aspirations of Strong Community Spaces, Clean and Activated, Affordable Opportunities, and Safe & Connected as referred to in the TIF Implementation report.				
Official community representatives have been engaged early & often through the project planning process, and has proper influence in the project decision-making process.				
Development team meets the inclusion goal of 35 percent of the value of project design and construction contracts are awarded to minority- & women-owned firms.				
<b>Financial Impact</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project will serve as a financial catalyst for the implementation of other key priorities of the TIF Implementation Strategy				
Project leverages the requested TIF resources with an appropriate percentage of multiple other private and public funding sources				
Project's TIF allocation does not impede current remaining available TIF resources needed to implement other needs of the Community Redevelopment Plan				
Project's TIF allocation appropriately matches its advancement of the Community Redevelopment Plan objectives				
<b>Equitable Economic Development</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Jobs created by project paying a living wage and 25% filled by Binghampton residents, consistent with the Binghampton Community Redevelopment Plan.				
Project incorporates strategies to avoid displacement of existing residents and businesses.				
Project has an economic benefit to a cross-section of existing Binghampton residents & business owners.				
Project shall lease a minimum of 30% of commercial space to minority - & women owned firms.				
<b>Part 2: Alignment with TIF Priorities</b>				
<b>Housing &amp; Neighborhood Development</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project expands the variety of affordable housing options and choices in the neighborhood.				
Project improves the condition of existing housing stock.				
Project achieves goal of 50% affordable units per Binghampton Community Redevelopment Plan.				
Developer has specific plans or strategies to prevent displacement of Binghampton residents.				
Project offers opportunities for homeownership for long-term Binghampton residents.				
Project improves the appearance of commercial corridors in Binghampton.				
<b>Infrastructure Improvements</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project implements pedestrian safety through the Memphis Complete Streets strategies, such as traffic calming and improved crosswalks.				
Project adds new or improves existing sidewalks that meet appropriate Memphis & Shelby County Unified Development Code (UDC) streetscape standards.				
Project enhances neighborhood streetscapes through improvements such as landscaping, benches, public art, etc.				
Project supports full transportation access through expanded bike/pedestrian facilities, proximity to existing bike-ped infrastructure, and/or location within one-half mile of a MATA stop.				
Project increases intra-neighborhood connectivity with enhanced infrastructure strengthening the connections of East and West Binghampton or across Sam Cooper.				
<b>New and Enhanced Public Facilities</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project adds shared publicly accessible greenspace to Binghampton.				
Project improves and enhances community facilities such as parks and community centers.				
Project provides new or improved access to community facilities and amenities such as retail, schools, parks and the Shelby Farms Greenline.				
<b>Environmental Improvements and Site Acquisition</b>	<b>Yes</b>	<b>No</b>	<b>N/A</b>	<b>Comments</b>
Project redevelops property that was previously vacant or blighted.				
Project enhances public safety through additional lighting, blight remediation, or other strategies.				
Project cleans up areas of concentrated blight or environmental hazards.				



#### **4.4 Conclusion**

The Binghampton neighborhood has reached a tipping point. Now is the time to leverage years of creative placemaking efforts with a concerted push to positively improve the quality of life for Binghampton residents.

The Binghampton neighborhood seeks to take the “next step.” In response to recent trends, the neighborhood seeks to maintain its authenticity while accommodating infill development, serving housing and commercial needs of its residents. With operating support from the Binghampton Neighborhood TIF Fund and a neighborhood-based implementation strategy prioritizing the use of TIF funds for the benefit of the neighborhood, and residents’ lives can be changed for the better.

Because of the limited available funds through the Binghampton TIF Fund, the community and CRA board determined it is paramount that funds are deployed in a way that delivers the greatest benefits to the overall neighborhood.

As the City watches, Binghampton stands to serve as a prototype for effective community development and place-based strategy. With operating support from the Binghampton TIF District and a strong push over the coming years, lives will be changed, and residents will thrive. Binghampton will serve as a model for achieving gains in social, economic, and racial equity as well as decreasing the percent of those living in poverty, as well as a bright spot in Memphis, for the reduction of social, economic and racial disparity.



**Sources:**

*Broad Corridor Plan, 2006*

*City of Chicago*

*City of Memphis - Memphis 3.0 Market Housing Study 2017*

*Council of Development Finance Agencies*

*Economic Development Growth Engine for Memphis and Shelby County*

*Heritage Trail Community Redevelopment Plan City of Memphis, Tennessee, 2012*

*Memphis 3.0 Market Housing Study 2017*

*National Community Land Trust Network*

*National Housing Conference. Community Land Trusts: Using Land to Restore Neighborhoods and Build Community.*

*Policylink. Equitable Development Toolkit.*

*Policy Map, 2018*

*Tennessee Housing Development Agency*

*The Memphis and Shelby County Unified Development Code (UDC)*

*U.S. Census Bureau, 2000 Census, 2010 Census*

*U.S. Department of Housing and Urban Development*

*U.S. Environmental Protection Agency*

*U.S. Public Interest Research Group. Tax-Increment Financing: The Need for Increased Transparency and Accountability in Local Economic Development Subsidies.*

*Wikipedia, web encyclopedia, [https://en.wikipedia.org/wiki/Binghampton,\\_Memphis](https://en.wikipedia.org/wiki/Binghampton,_Memphis)*



## **APPENDIX**

**Appendix A: CRA Tax Increment Financing (TIF) Assistance Application**

**Appendix B: Binghampton (TIF) Assistance Application Evaluation Information & Criteria**

**Appendix C: Research of Best Practices and Case Studies**

**Appendix D: Binghampton Community Advisory Committee (BCAC) Member Application**



**CITY OF MEMPHIS AND SHELBY COUNTY  
REDEVELOPMENT AGENCY**

**TAX INCREMENT FINANCING ASSISTANCE  
APPLICATION CHECKLIST**

The following is a comprehensive list of items required by the City of Memphis and Shelby County Community Redevelopment Agency (CRA) Board for approval of an application for Tax Increment Financing (TIF) Assistance.

**TIF Assistance Checklist:**

1. Pre-submittal Call or Meeting with CRA Staff
2. Completed Application for Tax Increment Financing Assistance
3. Demonstration of need for TIF Assistance  
(with supporting project pro forma)
4. Statement that the Applicant possesses the financial and technical ability to successfully complete and operate the project.
5. Check for Application Fee\* (\$500 - payable to the CRA)
6. Preliminary Funding Agreement\* (required for requests over \$50,000, this commits the Applicant to cover legal and other preparation costs incurred by the CRA)

For projects which are not primarily for affordable housing:

7. Fiscal Impact Statement showing that the project “enhances” the economic base of the community. This Fiscal Impact Statement should cover the same term as the term of the TIF Assistance for which the project is applying.

Please submit application to:

**The City of Memphis and Shelby County  
Redevelopment Agency  
City Hall  
125 N. Main Street, Suite 308  
Memphis, TN 38103-2084**

*\*Application fee and some preparation costs may be reimbursed to applicant from TIF funds after the project generates revenue.*

***Note: After submittal of TIF Assistance Application, the applicant will be required to meet with the Community Advisory Board prior to introduction of the application before the CRA Board.***



**CITY OF MEMPHIS AND SHELBY COUNTY  
REDEVELOPMENT AGENCY  
APPLICATION FOR  
TAX INCREMENT FINANCING ASSISTANCE**

*Note: For any question, if more space is needed, please attach additional pages.*

**A. Applicant**

\_\_\_\_\_  
Applicant (Developer's Name) Telephone E-mail

\_\_\_\_\_  
Street Address City State Zip

\_\_\_\_\_  
Federal Employer Identification Number (EIN)

\_\_\_\_\_  
Name of Responsible Officer Title Telephone E-mail

\_\_\_\_\_  
Street Address City State Zip

\_\_\_\_\_  
Attorney for or Authorized Representative of Applicant Telephone E-mail

\_\_\_\_\_  
Street Address City State Zip

**Project Category:**

- Affordable Housing Construction      Building Repair/Retrofit/Rehabilitation
- Building demolition and/or site preparation      Infrastructure

**B. Development Team**

List other development team participants, such as attorneys, consultants, bond counsels, architects, engineers, etc., affiliated with the applicant on this project, together with their address and telephone number.

Name	Title	Telephone	E-mail
_____	_____	_____	_____
Name	Title	Telephone	E-mail

**C. Minority or Woman-owned Business Enterprise (M/WBE)**

List all the women and minority-owned firms associated with the applicant/developer or members of the development team. For all projects, the CRA sets an overall combined goal of 40% M/WBE participation for Professional Services, with a 26% for MBE and a 14% goal for WBE, as defined by Shelby County ordinance. Within this overall goal for M/WBE participation, the CRA sets goals for goods and services categories consistent with those of the City of Memphis as outlined in Ordinance 5384, Sec. 2-327, using the ratio of the M/WBE participation goals for each sector. LOSB participation goals are 20% - per the CRA's Tax Increment Financing Manual.

Name	Title	Telephone	E-mail
_____	_____	_____	_____
Name	Title	Telephone	E-mail

**D. Location and Site Plan**

Provide a plan map of the boundaries and the site plan of the proposed project.

**E. Project Description**

Provide a description of the proposed project, including prospective tenants, project phasing, location, and purpose. Indicate whether leases have been negotiated.



**H. Substantial and Significant Public Benefit**

Describe the public benefit to the City of Memphis and Shelby County that will result from the development of this project and how this project furthers the goals and objectives of the CRA Workable Program (see CRA website). Discuss how the proposed project will eliminate or mitigate blighted conditions in the Area.

**I. Project Cost (Sources and Uses of Funds)**

Provide a list of the project costs. Total project cost is defined as the cost of development, including all land, site and public infrastructure, building, site amenity, professional fees, marketing costs, and financing costs associated with the implementation of the project. Operating costs are not included. Identify the sources of funding for the project costs, including the amount of developer equity, and designate the particular costs to which the identified sources of funds are allocated. (A more detailed list of costs should be included in the Project Pro Forma.)

	CRA TIF	Loan	Owner Equity	Other
Property Acquisition	\$ _____	\$ _____	\$ _____	\$ _____
Design Services	\$ _____	\$ _____	\$ _____	\$ _____
Building Rehab	\$ _____	\$ _____	\$ _____	\$ _____
Furniture Fixtures & Equipment	\$ _____	\$ _____	\$ _____	\$ _____
Emergency Repairs	\$ _____	\$ _____	\$ _____	\$ _____
ADA/Life Safety/Building Code	\$ _____	\$ _____	\$ _____	\$ _____
Other	\$ _____	\$ _____	\$ _____	\$ _____
<b>Total</b>	_____	_____	_____	_____

**J. Incremental Real Property Taxes**

Identify the amount of current assessed value by parcel and total. Project the appraised and assessed value after redevelopment.

**K. TIF Reimbursable Costs**

Identify the amount of TIF assistance requested and the project costs for which reimbursement through TIF assistance is requested. Show what percent the proposed TIF assistance would be of the total overall anticipated development budget.

**L. Other Public Incentives**

Identify other public incentives, if any, which are being sought by the applicant/developer for this project.

**M. Project Pro Forma**

Provide an operating pro forma to match the same number of years for the term of the TIF that demonstrates why TIF assistance is necessary for this project and why the amount requested is necessary.

**O. Public Infrastructure**

Describe what, if any, public infrastructure improvements would be made because of this project and the costs associated with these improvements.

**P. Historic Properties**

Identify any national, state, or locally designated historic properties involved or impacted by the project.

**Q. Relocation**

Identify what, if any, commercial, residential, or other uses will need to be relocated to implement the project.

**R. Financing Ability**

Provide evidence that the applicant possesses the financial ability to successfully implement the project.

**S. Experience and Technical Ability**

Provide evidence that the applicant possesses the experience and technical ability to successfully implement the project.

**T. Job Creation**

Estimate the total number of jobs that will be created by this project, together with a preliminary estimate of the anticipated skills, education levels, and salary ranges expected.

**U. Economic Impact on Adjacent Properties**

Outline how this project might act as a catalyst for nearby development and/or help stabilize adjacent neighborhoods.

**V. Residential Projects**

If this project includes residential uses, describe how it will help fulfill a significant need for diverse income housing in the City/County, and how it will impact public services of the City/County and the other taxing districts.

The undersigned has applied for the TIF assistance described in this application and the proceeds of any TIF reimbursement, grant or loan will be used in connection with the project described herein. The applicant agrees to abide by all City of Memphis and Shelby County Redevelopment Agency TIF policies. The applicant agrees to furnish information listed as application attachments and any additional information to the CRA as needed to review and consider this request.

By execution of this application, Applicant acknowledges and consents for the CRA to conduct any and all credit history checks it deems necessary and appropriate.

I hereby certify that all the information in this application is true and complete to the best of my knowledge.

\_\_\_\_\_  
Applicant's Signature

\_\_\_\_\_  
Print Name

\_\_\_\_\_  
Date

(Applicant – do not write below this line)

---

Date Application Received: \_\_\_\_\_ Staff Signature: \_\_\_\_\_

Notes:  
\_\_\_\_\_

## Appendix B - Binghampton TIF Assistance Application Information

The Binghampton TIF Implementation Strategy was developed through an intensive resident engagement process in collaboration with the Memphis and Shelby County *Community Redevelopment Agency (CRA)*. Because of the limited available funds through the Binghampton TIF, the community and CRA board determined it is paramount that funds are deployed in a way that delivers the greatest benefits to the overall neighborhood. Hence, the existing CRA application process has been supplemented with the Binghampton TIF Evaluation Tool. This tool will be used by the Binghampton Community Advisory Committee (BCAC) to advise the CRA and by the CRA Board of Directors in its decision-making.

### Aspirations & Priorities

The community identified four aspirations for Binghampton, which describe the kind of neighborhood residents want. The community is seeking projects that can demonstrate one or more of these following qualities:

- **Strong Community Spaces** - New and improved neighborhood facilities, like community centers and parks, that support increased community activities as well as more recreational and employment opportunities for youth.
- **Clean and Activated** - A clean and attractive neighborhood where blighted properties have been addressed and public and private spaces have been beautified through gardens, art, and community clean ups.
- **Affordable Opportunities** - Preserved and enhanced access to affordable housing for current renters and homeowners, and affordable commercial space for entrepreneurs and small businesses.
- **Safe and Connected** - New pathways and transportation infrastructure, so residents and visitors have safe and comfortable travel routes and various parts of the neighborhood are better connected.

An additional overarching theme that emerged from the engagement process was the need for TIF dollars to benefit existing Binghamptoners. For example, projects should not displace existing homeowners and business owners. If displacement occurs, those impacted should be assisted. Similarly, projects that aim to attract new residents and business owners should also benefit those that are already in the neighborhood. Projects that address these concerns will be particularly welcomed by the community.

### Evaluator's Roles and Responsibilities

*Binghampton Community Advisory Committee (BCAC)*. The BCAC, appointed by the CRA board, will serve as the official community representatives for Binghampton and stewards of the TIF Implementation Plan. It will use the attached criteria and other relevant information to evaluate projects and make recommendations to the CRA board.

*Binghampton Development Corporation (BDC)*. The BDC is an important engine for neighborhood redevelopment as well as a convener of and liaison to Binghampton stakeholders. The BDC will support the work of the BCAC and provide information to CRA about the neighborhood's goals and issues affecting it.

*Community Redevelopment Agency (CRA)*. In addition to its traditional financing and programmatic responsibilities, the CRA staff will assist applicants in arranging their community engagement effort facilitate the BCAC's evaluation process, and communicate the BCAC findings to the CRA board.

### Binghampton TIF Assistance Application Evaluation Tool

The Binghampton TIF Application Evaluation Tool is utilized to ensure that the distribution of the CRA TIF dollars is transparent; meets the needs of the existing Binghampton community; and furthers the goals outlined in the Binghampton Community Redevelopment and TIF Implementation plans. This evaluation tool is designed to assess the overall alignment of each project with the priorities established in this TIF Implementation Plan.

# Binghampton TIF Application Evaluation

This evaluation tool is designed to assess the overall alignment of each project with the priorities established in this TIF Implementation Plan. Part 1 (Fundamentals) should be used to evaluate every project. In Part 2, one or more of the sections can be used, depending on the scope of the project. (✓ all that apply) However, not all Part 2 sections will apply to all types of projects.

**Project Name:**

**Project Applicant:**

## Part 1: Project Fundamentals & Financial Impact

Project Fundamentals	Yes	No	N/A	Comments
Project aligns with community aspirations of Strong Community Spaces, Clean and Activated, Affordable Opportunities, and Safe & Connected as referred to in the TIF Implementation report.				
Official community representatives have been engaged early & often through the project planning process, and has proper influence in the project decision-making process.				
Development team meets the inclusion goal of 35 percent of the value of project design and construction contracts are awarded to minority- & women-owned firms.				

Financial Impact	Yes	No	N/A	Comments
Project will serve as a financial catalyst for the implementation of other key priorities of the TIF Implementation Strategy				
Project leverages the requested TIF resources with an appropriate percentage of multiple other private and public funding sources				
Project's TIF allocation does not impede current remaining available TIF resources needed to implement other needs of the Community Redevelopment Plan				
Project's TIF allocation appropriately matches its advancement of the Community Redevelopment Plan objectives				

Equitable Economic Development	Yes	No	N/A	Comments
Jobs created by project paying a living wage and 25% filled by Binghampton residents, consistent with the Binghampton Community Redevelopment Plan.				
Project incorporates strategies to avoid displacement of existing residents and businesses.				
Project has an economic benefit to a cross-section of existing Binghampton residents & business owners.				
Project shall lease a minimum of 30% of commercial space to minority - & women owned firms.				

## Part 2: Alignment with TIF Priorities

Housing & Neighborhood Development	Yes	No	N/A	Comments
Project expands the variety of affordable housing options and choices in the neighborhood.				
Project improves the condition of existing housing stock.				
Project achieves goal of 50% affordable units per Binghampton Community Redevelopment Plan.				
Developer has specific plans or strategies to prevent displacement of Binghampton residents.				
Project offers opportunities for homeownership for long-term Binghampton residents.				
Project improves the appearance of commercial corridors in Binghampton.				

Infrastructure Improvements	Yes	No	N/A	Comments
Project implements pedestrian safety through the Memphis Complete Streets strategies, such as traffic calming and improved crosswalks.				
Project adds new or improves existing sidewalks that meet appropriate Memphis & Shelby County Unified Development Code (UDC) streetscape standards.				
Project enhances neighborhood streetscapes through improvements such as landscaping, benches, public art, etc.				
Project supports full transportation access through expanded bike/pedestrian facilities, proximity to existing bike-ped infrastructure, and/or location within one-half mile of a MATA stop.				
Project increases intra-neighborhood connectivity with enhanced infrastructure strengthening the connections of East and West Binghampton or across Sam Cooper.				

New and Enhanced Public Facilities	Yes	No	N/A	Comments
Project adds shared publicly accessible greenspace to Binghampton.				
Project improves and enhances community facilities such as parks and community centers.				
Project provides new or improved access to community facilities and amenities such as retail, schools, parks and the Shelby Farms Greenline.				

Environmental Improvements and Site Acquisition	Yes	No	N/A	Comments
Project redevelops property that was previously vacant or blighted.				
Project enhances public safety through additional lighting, blight remediation, or other strategies.				
Project cleans up areas of concentrated blight or environmental hazards.				

## Appendix C – Research of Best Practices and Case Studies

Following is a summary (and links to additional resources) of best practices research conducted in preparing the Binghampton TIF Implementation Strategy. Priority has been given to best practices, models, and tools that have never or rarely been used in Memphis.

### 1. New Housing Choices and Neighborhood Redevelopment

*Strategy: Add New Housing Choices, such as tiny homes, accessory dwelling units, and housing for large families.*

- Tempe, Arizona is teaming up with Newtown Community Development Corporation to develop Tempe Micro Estates, a community of 600 square foot homes within Newtown’s community land trust. <http://www.newtowncdc.org/tempe-micro-estates/>
- In Detroit, Cass Community Social Services is developing 25 tiny homes of sizes ranging from 250 to 400 square feet, to serve the formerly homeless, students, and a diverse low-income population. <https://casscommunity.org/tinyhomes/>
- In Los Angeles County, a pilot program will give homeowners a forgivable loan of \$75,000 to develop accessory dwelling units to house homeless individuals. <http://planning.lacounty.gov/secondunitpilot>
- Grace House by Mercy Housing in Denver is a 53-unit complex housing a diverse set of refugees and immigrants, with social services also provided. <https://www.mercyhousing.org/colorado-grace-apartments>
- Habitat of Memphis has built three, four, and five bedroom homes for large families, including members of the refugee community. <https://www.memphishabitat.com/>

*Strategy: Support property Improvement for Rental Housing*

- Chattanooga’s Landlord Renovation Program provides grants of up to \$15,000 for the renovation of vacant and substandard units. <http://www.chattanooga.gov/economic-community-development/community-development>
- In Chicago, the Community Investment Corporation, a CDFI, provides low-interest loans for the acquisition and rehab of multi-family properties in low- and moderate-income neighborhoods. <http://www.cicchicago.com/loan-programs/>

*Strategy: Create a Community Land Trust to build collective ownership and preserve affordability*

- The National Community Land Trust Network is a national organization providing capacity building and technical assistance for new and existing land trusts. There are more than 200 across the U.S. <http://cltnetwork.org/>
- Technical assistance for CLTs is also available from Community-Wealth.org. <https://community-wealth.org/strategies/panel/clts/index.html>

- The ‘granddaddy’ of CLTs is the Dudley Street Initiative, which is focused in Boston’s Roxbury neighborhood and has developed a mix of 225 homes that are owner occupied, co-ops, and rental. <https://www.dsni.org/>
- In Athens, Georgia, the Athens Land Trust renovates homes and sells them to low- and moderate-income families. <http://www.athenslandtrust.org/affordable-housing/>

*Strategy: Offer incentives for police/teachers to live in Binghampton*

- The Chattanooga Police and Fire Fund for Homeownership offered up to \$20,000 toward the purchase of a single-family owner-occupied home in designated revitalization areas, through a five-year forgivable loan. The program was a partnership between the city of Chattanooga and Chattanooga Neighborhood Enterprise, a CDC. [https://www.huduser.gov/portal/pdredge/pdr\\_edge\\_inpractice\\_020813.html](https://www.huduser.gov/portal/pdredge/pdr_edge_inpractice_020813.html)

## **2. Neighborhood Infrastructure Improvements**

*Strategy: Calm traffic along Sam Cooper, Tillman, Hollywood, Merton and Collins*

- “Traffic Calming 101” from Project for Public Spaces offers numerous creative traffic calming strategies, some that are relatively low cost and could be supported by TIF funds. <https://www.pps.org/article/livememtraffic>

*Strategy: Reconnect the neighborhood with improved street connections*

- In Greensboro, NC, reclaimed an abandoned railroad underpass – activating it with light and sculpture – to better connect a historically African American neighborhood with economic and cultural amenities. <https://www.arts.gov/exploring-our-town/overunderpass>
- San Jose, CA similarly refurbished a pedestrian bridge over a highway to connect two neighborhoods, create community space and reclaim vacant space on both ends. <https://sunset680.wordpress.com/>

## **3. New and Enhanced Public Facilities**

*Strategy: Create and Expand New Public Facilities, Greenspace, and Public Art*

- The city of Chicago utilized TIF funds to create the half-acre “pocket park” in the Prairie District neighborhood, including a playground, water play area, dog area, and a plaza with seating. <https://www.cityofchicago.org/city/en/depts/dcd/provdrs/tif/news/2016/february/tif-will-finance-new-near-south-side-park.html>.
- In Fort Worth, TX, the Southside TIF funded the repair and replacement of benches, the construction of the Newby Park Pavilion, and the development of the new Watts Park. <http://fortworthtexas.gov/EcoDev/tif/project-finance-plans/tif4.pdf>

- Norman, OK utilized TIF funds for the construction of Legacy Park on the city's northeast side. Design features include a pond, performance stage, and places for restaurants. <https://newsok.com/article/3749155/legacy-park-construction-to-begin-in-northwest-norman?>
- Also in Chicago, TIF funds were used to construct new athletic fields at two high schools, including installation of artificial turf, landscaping, fencing, seating, and new walkways for students and residents. <https://www.cityofchicago.org/city/en/depts/dcd/provdrs/tif/news/2017/november/tif-funds-proposed-for-new-athletic-fields-at-two-high-schools.html>

#### 4. Environmental Improvements and Site Acquisition

*Strategy: Pursue environmental clean up along the railroad corridors and Cypress Creek*

- The Genessee County Land Bank utilizes TIF funds to acquire and remediate brownfields, through a separate state-enabled Brownfields Redevelopment Authority. [http://www.thelandbank.org/downloads/tif\\_fact\\_sheetpdf.pdf](http://www.thelandbank.org/downloads/tif_fact_sheetpdf.pdf)
- At the Snelling-Midway Redevelopment site, St. Paul, MN is utilizing TIF funds for environmental clean up on property that will eventually include a soccer stadium, shopping, and an urban village. <https://www.stpaul.gov/departments/planning-economic-development/planning/snelling-midway-redevelopment-site>

*Strategy: Acquire large vacant properties along Tillman for redevelopment*

- Land bank authorities have the ability to acquire, assemble, maintain and hold property for redevelopment. The Detroit Land Bank Authority (<https://buildingdetroit.org/>) is one such example. Memphis has a new such entity, Blight Authority of Memphis ([www.blightauthoritymemphis.com](http://www.blightauthoritymemphis.com)) which will eventually be providing similar programs locally. The Memphis Land Bank, an affiliate of Memphis Housing Authority, served this function in the Uptown TIF and could potentially expand its geography to include Binghampton.

#### 5. Community Equitable Economic Development

*Strategy: Provide façade improvement grants or loans for targeted local neighborhood retail*

- Invest Atlanta offers matching grants for façade improvements in the Eastside TIF District. Projects must include a diverse base of jobs, reuse vacant or obsolete buildings, be near transit and increase the property tax base. <https://www.investatlanta.com/impact-insights/invest-atlanta-accepting-applications-for-new-eastside-tad-projects>
- Many jurisdictions in Florida use TIF funds for façade improvements through grants, matching grants and forgivable loans. [https://www.stpete.org/oldsite/economic\\_development\\_dept/redevelopment\\_initiative/docs/PSSCRA/August\\_2014\\_Survey\\_of\\_TIF\\_Programs\\_in\\_Florida.pdf](https://www.stpete.org/oldsite/economic_development_dept/redevelopment_initiative/docs/PSSCRA/August_2014_Survey_of_TIF_Programs_in_Florida.pdf)



*Strategy: Support improved commercial spaces for local and minority owned business recruitment*

- Homestead, North Miami, and other cities in Florida utilize TIF funds for interior improvements in targeted neighborhoods, often to encourage the relocation of businesses and increase the occupancy rates of commercial buildings.  
[https://www.stpete.org/oldsite/economic\\_development\\_dept/redevelopment\\_initiatives/docs/PSSCRA/August\\_2014\\_Survey\\_of\\_TIF\\_Programs\\_in\\_Florida.pdf](https://www.stpete.org/oldsite/economic_development_dept/redevelopment_initiatives/docs/PSSCRA/August_2014_Survey_of_TIF_Programs_in_Florida.pdf)



*The City of Memphis and Shelby County  
Community Redevelopment Agency*

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170 N Main Street, 3rd Floor Room 304, Memphis, Tennessee 38103

(901) 576-6610

The Binghampton  
Community Advisory Committee  
Application

Please email a copy of the application to Andrew Murray  
[Andrew.Murray@memphistn.gov](mailto:Andrew.Murray@memphistn.gov)

Or mail to:

Andrew Z. Murray, AICP, LEED GA  
Director of Planning and Community Development  
City of Memphis & Shelby County  
Community Redevelopment Agency  
City Hall  
170 N Main Street, 3rd Floor Room 304  
Memphis, TN 38103

## **Background**

The CRA provides a source of financing to assist public or private enterprise in the elimination of slum and blighted conditions and providing affordable housing while maximizing return on public investment for the community. The purpose of the Binghampton TIF District is to fund affordable housing construction, building repair/retrofit/rehabilitation, building demolition and/or site preparation and infrastructure improvements (roads, intersections, sidewalks, sewer, water, drainage, lighting, signage, utility poles and lines, landscaping) or other associated improvements that will create economic vitality, and ensure the continued economic vitality of the neighborhoods.

The Binghampton Development Corporation (BDC) has been deeply involved in the improvement of the Binghampton Community. The CRA is excited to build upon this momentum to empower the Binghampton community for revitalization.

## **Binghampton Community Advisory Committee Purpose**

The City of Memphis and Shelby County Community Redevelopment Agency (the “CRA”) is soliciting applications from individuals with the qualifications and experience to serve on the Binghampton Community Advisory Committee.

The Binghampton Community Advisory Committee will work with the CRA Board and staff, Binghampton community residents, and stakeholders to follow the Binghampton Community Redevelopment Plan and the Binghampton TIF Implementation Strategy. These documents include a shared vision for the neighborhood, and identify areas of focus, community priorities, and potential projects. They also include an analysis of existing conditions, infrastructure needs, housing needs, land use recommendations, and opportunities for strengthening the community. Using these documents, the Binghampton Community Advisory Committee will make recommendations to the CRA Board on potential projects that will be funded by the Binghampton TIF.

If you are interested in serving on the committee, please read the terms of membership and complete an application. Any inquiries concerning the proposal should be directed to Andrew Z. Murray, CRA Director of Planning and Community Development at [Andrew.murray@memphistn.gov](mailto:Andrew.murray@memphistn.gov).

## **Committee Membership**

The Binghampton Community Advisory Committee shall consist of thirteen (13) members. At least seven (7) members must be residents of the Binghampton Community at large (see attached Binghampton TIF Boundary map) and no more than four (4) members may be non-resident business owners. In addition to the thirteen members, one (1) representative of the Binghampton Development Corporation will serve as a non-voting ex-officio member on the committee. Every effort will be made to represent the entire geography of the Binghampton TIF District. Residency or business ownership must be maintained throughout the entire term or membership shall be forfeited. Members must be at least 18 years of age. All members shall be appointed by the CRA Board of Directors for a term of three (3) years. All individuals interested in membership must complete the Binghampton Community Advisory Committee Application included herein. A review committee, consisting of the CRA Hiring Committee, CRA staff, and the BDC will review applicants and forward to the CRA Board for approval.

Members may be removed for just cause (includes, but not limited to poor attendance, conflicts of interest, change in residency, etc.) at any time through a majority vote of the CRA Board. The CRA proactively seeks to include the rich diversity of the neighborhood. The CRA does not discriminate against any group and strives to include everyone in building great neighborhoods regardless of race, ethnicity, gender, sexual orientation, religion, and age.

### **Member Expectations:**

- Participate in at least 6 of 12 monthly meetings per year
- Volunteer for key tasks, events, and projects throughout the year
- Advise and support decision-making in strategic community empowerment activities
- Practice fiscal responsibility and be a good steward of resources to benefit our community

**Meeting Dates:** Monthly, as needed

**Reports to:** Community Redevelopment Agency Board of Directors

The CRA reserves the right to reject any or all applications submitted. CRA staff, the BDC, and the CRA Hiring Committee will evaluate the applications and interviews with applicants may be held. CRA staff will submit their recommendation to the CRA Board for approval.



**CITY OF MEMPHIS AND SHELBY COUNTY  
REDEVELOPMENT AGENCY**

**APPLICATION FOR THE  
BINGHAMPTON COMMUNITY ADVISORY COMMITTEE**

*Note: For any question, if more space is needed,  
please attach additional pages.*

**Applicant**

\_\_\_\_\_  
Name

\_\_\_\_\_  
E-mail

\_\_\_\_\_  
Telephone

\_\_\_\_\_  
Street Address

\_\_\_\_\_  
City

\_\_\_\_\_  
State

\_\_\_\_\_  
Zip

\_\_\_\_\_  
Organization Name  
(if applicable)

\_\_\_\_\_  
Title

\_\_\_\_\_  
Website

Are you a resident of Binghampton? Yes \_\_\_ No \_\_\_

Please describe your connection to the community.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

What are your priorities for the Binghampton Community?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
Have you had experience with community planning or urban design for a municipality, county, corridor, or neighborhood. Please describe.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

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Please list any special skills, experiences or interests you can bring to your volunteer work.

(e.g. Fundraising, Financial Oversight, Social Media Experience, Legal, Design Skills, Community Organizing, Nonprofit Administration)

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The best **days** of the week and **time** for you to attend meetings: \_\_\_\_\_

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I hereby attest that the previous statements are true and correct to the best of my knowledge.

Date

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Signature

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Name

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Organization

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**Thank you for your interest in the  
Binghampton Community Advisory  
Committee!**

(Applicant – do not write below this line)

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Date Application Received: \_\_\_\_\_ Staff Signature: \_\_\_\_\_

Notes: