# MEMPHIS UPTOWN COMMUNITY PLAN

COMMUNITY REDEVELOPMENT AGENCY
MEMPHIS AND SHELBY COUNTY

July 12, 2018

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# EXECUTIVE SUMMARY

## Introduction and Purpose

The Memphis and Shelby County Community Redevelopment Agency (CRA) seeks to improve the quality of life through the removal of slum and blight within Memphis and Shelby County. Key to meeting the mission of the CRA is improving the lives of the people that live in the community. Promoting social equity that can lead to upward mobility for the residents of the Uptown Community leverages community investments and provides a stabilizing force in the neighborhoods. The purpose of the Uptown Community Plan is to address the above stated goals through the establishment of a vision, goals, community development concepts, 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.

## Process

An extensive public and stakeholder engagement process was used that included the following:

- An Advisory Committee comprised of diverse community members which led the overall process
- Stakeholder meetings with City departments
- Stakeholder meetings with business owners, property owners, and developers
- A week long public "charrette" (workshop) that included community listening sessions, stakeholder meetings, community presentations, opportunities for community review and comments, surveys, and a community party
- Events within the community to reach residents where they are located
- A website
- Online surveys
- A values and priorities community meeting

*CHARRETTE AND VALUES & PRIORITIES WORKSHOP*

## Vision

Based on input from stakeholders, community members, business owners, and City agencies the following Vision represents the hopes of the community:

> The CRA and Advisory Committee will work with the residents, property owners, institutions, businesses, and City to support and facilitate the revitalization of the Uptown Community to create stable neighborhoods of choice that promote a mix of incomes, protect single-family homes, create vibrant community anchors, and that strengthen connections to Downtown.

## Goals

The following goals support the community vision:

1. Create fully occupied residential neighborhoods with a mix of incomes and ages, while preserving single-family homes, in which people share a sense of belonging.
2. Increase homeownership within the community.
3. Protect affordability for long term residents.
4. Preserve and celebrate historic and cultural assets and use them to reinforce community identity, community pride, and a unique sense of place.
5. Create distinct neighborhood identities that foster a sense of belonging and neighborhood pride.
6. Require the best quality architectural design for new development and rehabilitation that reflects the best historic architecture of the community and the City.
7. Improve multi-modal transportation for community residents including walking, biking, and mass transit.
8. Promote safety using the best design practices available, including CPTED (Crime Prevention through Environmental Design) principles.
9. Maximize the use of existing infrastructure and leverage investments in new infrastructure to facilitate surrounding revitalization.
10. Encourage the preservation and improvement of natural resources and use environmentally sustainable development practices.

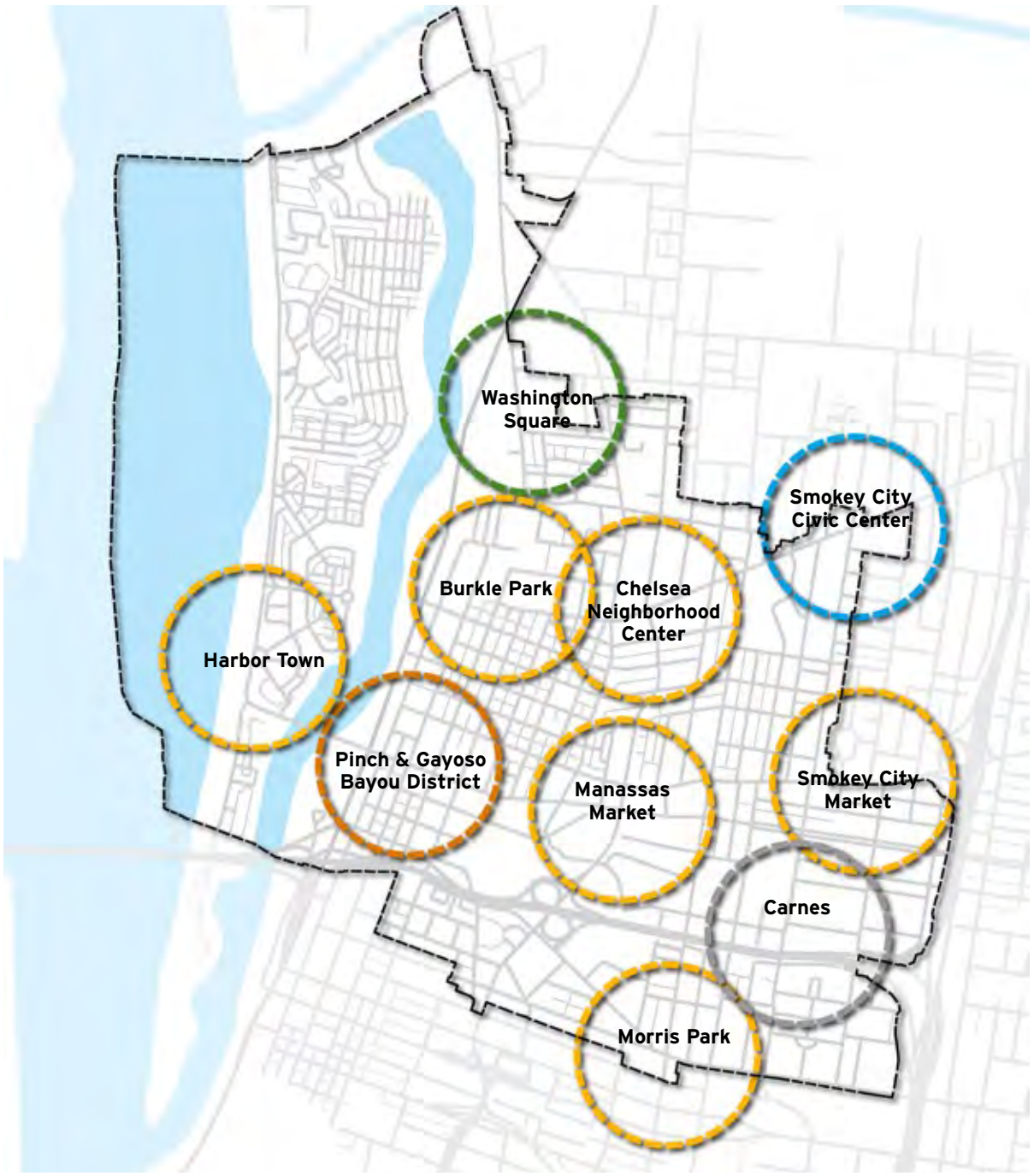
11. Improve green spaces and incorporate new green spaces to meet the needs of the community.
12. Create a land use pattern that promotes the development of vibrant anchors that are gathering places for the community.
13. Strengthen connections to Downtown.
14. Incorporate Community engagement in projects to assure revitalization efforts reflect the Community's vision.
15. Promote and support the development of local and minority-owned entrepreneurs, businesses, and small developers.
16. Promote projects that leverage TIF funds to create increased investment in the Community.

# Community Framework and Anchors

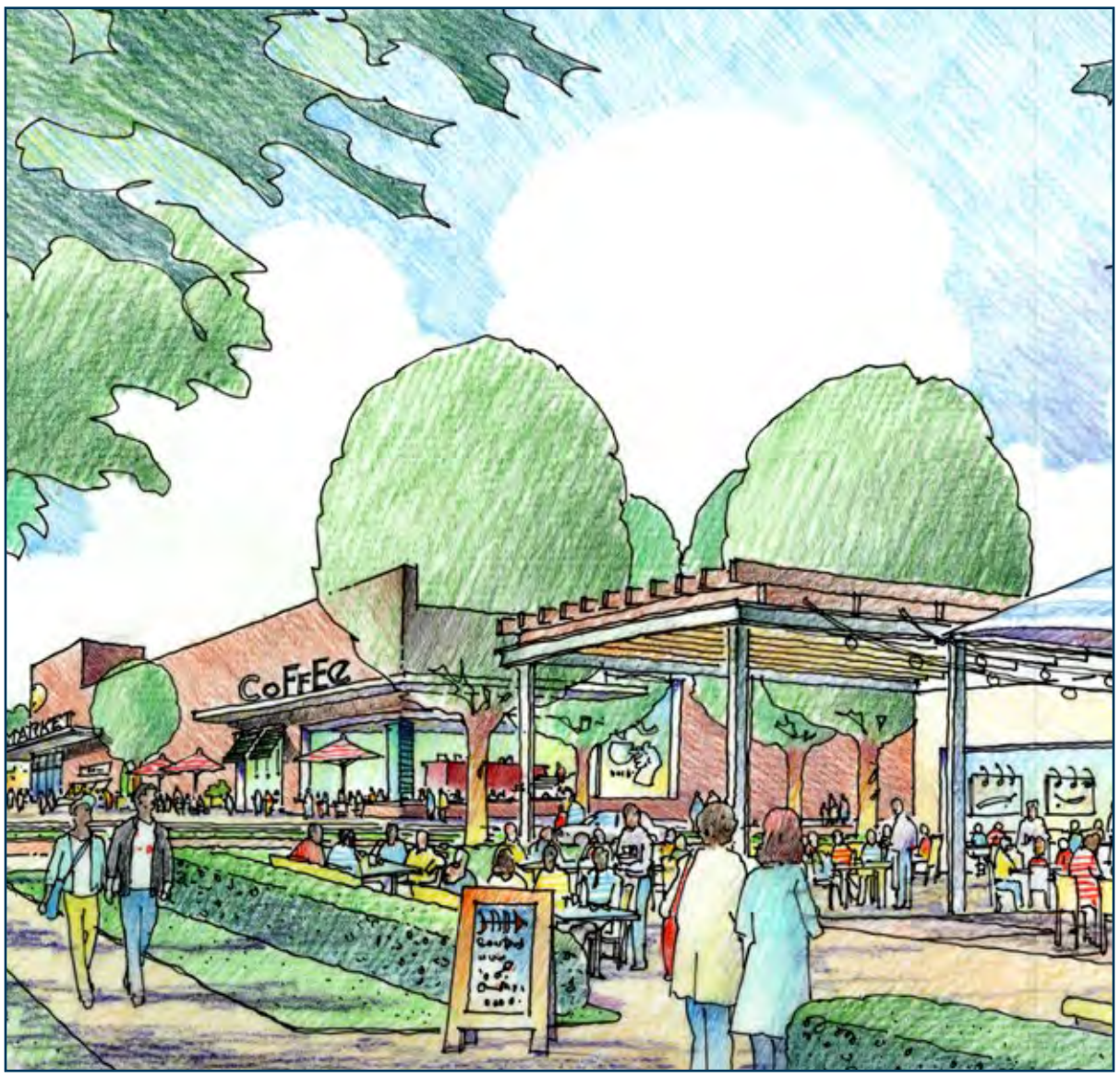
The Uptown Community is a large area comprised of approximately 2,582 acres (2,216 acres excluding the Mississippi River), portions or all of 9-neighborhoods, and measures approximately 2-miles east to west and 3-miles north to south. Community anchors are important defining and organizing elements of neighborhoods and are places where residents and visitors come together. Sometimes these are commercial centers, sometimes recreational settings, and sometimes civic gathering places. While the neighborhood fabric (residences) are equally important, strong anchors support healthy communities. Strengthening these anchors will serve to focus efforts in the places that will have the greatest impact for the entire community towards stabilization, revitalization, community pride, identity, safety, and additional investment. The adjacent diagram identifies both the existing and proposed key community anchors in Uptown. These are reinforced by the transportation network. While each of these are defined by a 5-minute walk, they are comprised of a variety of uses and a gradation of density moving from the center. These anchors form the basis for recommendations in the following sections and are viewed as priorities for investment of TIF funds and other funding.

There are 9 Anchors shown in the adjacent map and listed below.

1. Pinch & Gayoso Bayou District
2. Burkle Park District
3. Chelsea Neighborhood Center
4. Washington Park Square
5. Smokey City Civic Center
6. Manassas Market
7. Morris Park District
8. Smokey City Market
9. Carnes
10. Harbor Town




*COMMUNITY ANCHORS*




*MANASSAS MARKET*

## Pinch and Gayoso Bayou District

The City of Memphis Pinch District Concept Study from November 30, 2016 establishes a goal to create a mixed-use urban district that preserves historic buildings (mainly on Main Street), reinforces connections, is walkable, and adds significant amounts of development (supported by structured parking). The vision for the area north of the Pinch District is to transform the storm water facility into an active park, integrate new residential uses, and facilitate adaptive reuse of existing buildings in order to provide a pedestrian activated environment that joins the Pinch District and the remainder of the Uptown area.

## Burkle Park District

This area is located at the confluence of three major streets, 2nd Street, 3rd street, and Chelsea, as well as a proposed new roundabout, Slave Haven Museum, the Snuff Factory, and street access to the Wolf River Lagoon waterfront. This key location also currently has significant vacant parcels. In addition, several property owners have plans for adaptive reuse of former industrial buildings in this area. These factors present a significant opportunity to create a neighborhood anchor that can serve as a catalyst for revitalization. This anchor is primarily high, mid, and low density residential, but can also accommodate light industrial uses compatible with residential, such as a brewery and food services.

## Chelsea Neighborhood Center

This area is comprised of both functioning retail and vacant parcels. Since there is limited demand for retail, some of this area should be promoted as higher density residential transitioning to single-family homes, while the core of this area should be supported with façade, pedestrian intersection, and sidewalk improvements.

## Washington Park Square

This area exists at the interface between single-family residential and the industrial uses to the north and west. The dominant element is the 9-acre Washington Park comprised of a basketball court, picnic shelter, tot-lot, walking path, lawn, and parking. This park is popular for picnicking/grilling, but has seen an increase in crime recently. It feels remote since it is at the edge of residential development, has vacant industrial on one side, a storm water pond and industrial on a second side, backs of single-family home lots on a third side, and Bunge grain elevator across the street on the fourth side. The proposed plan for this area is to promote safety through CPTED principles by reconfiguring two edges of the park that will allow for new homes to face the park and provide natural monitoring of the space.

## Smokey City Civic Center

This area is comprised of the Guthrie Elementary School, Guthrie Park, Dave Wells Community Center, and a parcel that is currently being studied as a site for a senior living facility. This location is also a gateway to the Uptown Community. Improvements to Guthrie Park to make it a gateway and serve as a historical marker, development of senior housing, and infill single-family housing should be supported.

## Manassas Market

The Manassas Market area bounded by Jackson Avenue to the north, A.W. Willis to the south, Seventh Street to the west, and Manassas Street to the east was originally envisioned as a retail center. The study area is currently a food desert and residents desire to have a grocery within the community. While the desire is to have a national chain with a larger selection of foods (50,000-55,000 SF), it is typical that a community with the current population density and economic demographics can support a smaller chain grocery (approximately up to 35,000 SF). Even the smaller grocer may require significant subsidy. A pharmacy is also desired and, given the adjacency to St. Jude Hospital, would provide for beneficial co-location. A third scenario assumes that a traditional chain grocery store is not attained, so seeks a non-traditional small format grocer to occupy all or a portion of the existing building. It is recommended that this area provide a grocer, pharmacy, and a small amount of retail with the remaining area developed as residential. It is also recommended that the CRA issue an RFP for a developer to implement.

## Morris Park District

This area is adjacent to LeBonheur Hospital, but suffers from significant vacant properties in the area, as well as high crime in Morris Park. The existing Park will be renovated by the City in the near future. Implementation of the April 2017 North Medical District Charrette plan (infill development) for this area should be supported.

## Smokey City Market

This existing retail area is in poor condition. Since there is limited demand for retail, some of this area should be promoted as residential, while the core of this area should be supported with façade improvements and sidewalk improvements.

# Transportation

Current best practices in Urban Street Design promote equitable transportation access for all people and all transit modes (principally pedestrians, bicyclists, public transit, and motorized vehicles). There is a significant need for pedestrian improvements including provision of sidewalks, sidewalk repairs, and intersection improvements. There are existing recommendations by the City for improvements in the Uptown Community. Bicycle facilities are lacking, but there

*GAYOSO BAYOU*

are existing proposals to add bike lanes. Public transit is perceived to be poor by the residents of the community and there is a study underway as a part of the Memphis 3.0 process. Many of the completed studies and proposals are at the scale of the city. While the existing recommendations should be supported, a more focused review and study should be undertaken for the Uptown Community.

## Land Use

A Land Use strategy has been developed that focuses on Community Anchors. These anchors are where the greatest density, and more dense housing types should be located, while areas outside of these anchors should be protected as single-family residential. Retail is most often successful when it is immediately adjacent to other retail, without gaps, and when grouped in nodes versus corridors. Proposed land uses should create contiguous retail nodes and prohibit them from becoming long commercial corridors. Commercial should mainly be located within areas designated as "Neighborhood Crossings", "Neighborhood Main Streets", "Urban Main Streets", or "Anchor Neighborhood: Urban" – Vacant commercial outside of the nodes and outside of these land designations could be converted to residential uses. New industrial uses should be designed in an urban form and compatible with adjacent building forms. Institutional uses should reflect the best architectural character of the community, should relegate parking to the rear of the buildings, and should have front facades that face the neighborhood, rather than turning their backs on the neighborhood which has detrimental effects on neighborhood revitalization.

## Housing

The Uptown Community housing stock has historically been primarily single-family homes with some duplex homes (side-by-side). Most of the housing stock is pre-World War II. Since WWII small multi-family buildings from 4-6 units have been built as infill. Some infill single-family homes (primarily in Uptown proper) have been built in the past couple of decades. A significant number of single-family homes in the whole area are in poor condition and need repairs. A significant number of the multi-family properties are poorly maintained and also need repairs. Recommendations include: preservation of single-family homes and limiting multi-family to the anchors, single-family rehabilitations grants, multi-family rehab program, an increase in market rate housing, and a property acquisition strategy of consolidated areas to facilitate redevelopment and revitalization.

A variety of small multi-family buildings (recently referred to as "the missing middle") should be encouraged. This includes town houses, charlestons (3-unit multi-family buildings), terrace homes (2-unit multi-family buildings), 4 unit multi-family buildings, 6-unit multi-family buildings, and 12-unit multi-family buildings. Large multi-family buildings are permitted, but should be limited to the centers of anchors. A variety of single-family types should also be encouraged and includes small lot singles, medium lot singles, large lot singles, cottage courts, carriage houses, duplexes, or similar.

## Design and Zoning

Design and form are far more than aesthetics. Significant research has shown that urban walkable mixed-use communities have a significant impact on the environmental sustainability (less emmissions), economics (greater fiscal stability and higher property values), health (fewer chronic diseases and depression), and safety (lower crime) of a community. While clearly there are other significant contributing factors, an urban walkable mixed-use community performs better than a comparable suburban development. New development should preserve existing walkable urban pattern were it exists and ensure that new development is consistent with the urban pattern of development. Historic architecture should be preserved and new architecture should be consistent with the best historic architecture of the area. In addition, CPTED (Crime Prevention Through Environmental Design) principles should be employed in all proposed development.

## Environmental

One of Memphis' and Uptown's greatest assets is the riverfront. Portions of property along the east side of the Wolf River Lagoon should be acquired to implement the waterfront trail. A Wolf River Brownfields Assessment Grant included the Wolf River Study Area and a Wolf River Harbor Phase I ESA was completed. More detailed studies to assess environmental contamination of individual sites should be supported. There are also isolated areas within the Uptown Community that have experienced flooding during rain events and a study should be undertaken to determine the extents of isolated flooding and the causes. Additionally, a review and or study should be undertaken to understand if sanitary sewer overflows occur in the Gayoso Bayou. If sanitary sewer overflows do occur, a study should be undertaken to solve this problem.

## Implementation

The Advisory Committee is responsible for reviewing funding applications and will use this document as a guide in assessing consistency with the community vision. The CRA will also use this document to guide the initiation of studies and proactively initiate selected improvements for Pilot Projects that can act as catalysts for revitalization.

# INTRODUCTION, VISION AND GOALS

## Introduction and Purpose

In 2001 the Memphis and Shelby County Community Redevelopment Agency (CRA) was established for the purpose of "improving the quality of life through the removal of slum and blight within Memphis and Shelby County." The enabling legislation conferred the following powers to the CRA to carry out community redevelopment:

1. The power to determine an area to be a slum or blighted area, or combination thereof; to designate such area as appropriate for community redevelopment: and to hold any public hearings with respect to this condition
2. The power to grant final approval to community redevelopment plans and modifications
3. The power to authorize the issuance of revenue bonds
4. The power to approve the acquisition, demolition, removal or disposal of property
5. Tax increment financing through the redevelopment trust fund
6. The power of eminent domain and the exercise of police power for public uses and purposes for which public monies will be expended.

The 2001 Community Redevelopment Plan was amended/updated in 2009 and included:

- Changes to the Future Land Use Plan
- Amendments to the Parks, Recreation, and Open Spaces
- Changes to Hurt Village related to open space and commercial
- Amendments to the Rehabilitation Plan for multi-family properties, single-family homes, and certain commercial properties
- Amendments to the Transportation Plan
- Planned Initiatives
- Demonstration Areas
- Acquisition Plan
- Rehabilitation Zones

In 2017 the Community Redevelopment Plan/TIF Boundaries were expanded east along the south-eastern boundary.

The purpose of the Uptown Community Plan (this document) is to establish a comprehensive and cohesive vision that will provide guidance to the CRA Board, Uptown Advisory Committee, and staff in assessing and approving funding requests, as well as defining projects where the CRA can be proactive in bringing about improvements to the community. This is accomplished by defining recommendations for the following:

1. Vision
2. Goals
3. Historic Asset Recommendations
4. Transportation Recommendations
5. Parks, Recreation, and Open Space Recommendations
6. Housing Recommendations
7. Land Use Recommendations
8. Infrastructure Recommendations
9. Initial Implementation and Activation Recommendations

## Vision

Based on input from stakeholders, community members, business owners, and City agencies, the following Vision represents the hopes of the community:

> The CRA and Advisory Committee will work with the residents, property owners, institutions, businesses, and City to support and facilitate the revitalization of the Uptown Community to create stable neighborhoods of choice that promote a mix of incomes, protect single-family homes, create vibrant community anchors, and that strengthen connections to Downtown.

## Equity and Upward Mobility

Key in meeting the mission of the CRA to remove slum and blight are the people that live in the community. Promoting social equity that leads to upward mobility for the residents of the Uptown Community leverages community investments and provides a stabilizing force in the neighborhoods. When assessing how CRA funds should be allocated, ensuring that funds are allocated in a fair and just manner should be at the forefront of considerations. The following strategies should be employed when allocating funds:

- Promote projects that encourage small business development
- Promote projects that include MWBE participation
- Promote projects that facilitate entrepreneurship
- Promote projects that hire local (from the Uptown Community)
- Promote projects that use effective public engagement and participation
- Structure projects that are inclusive

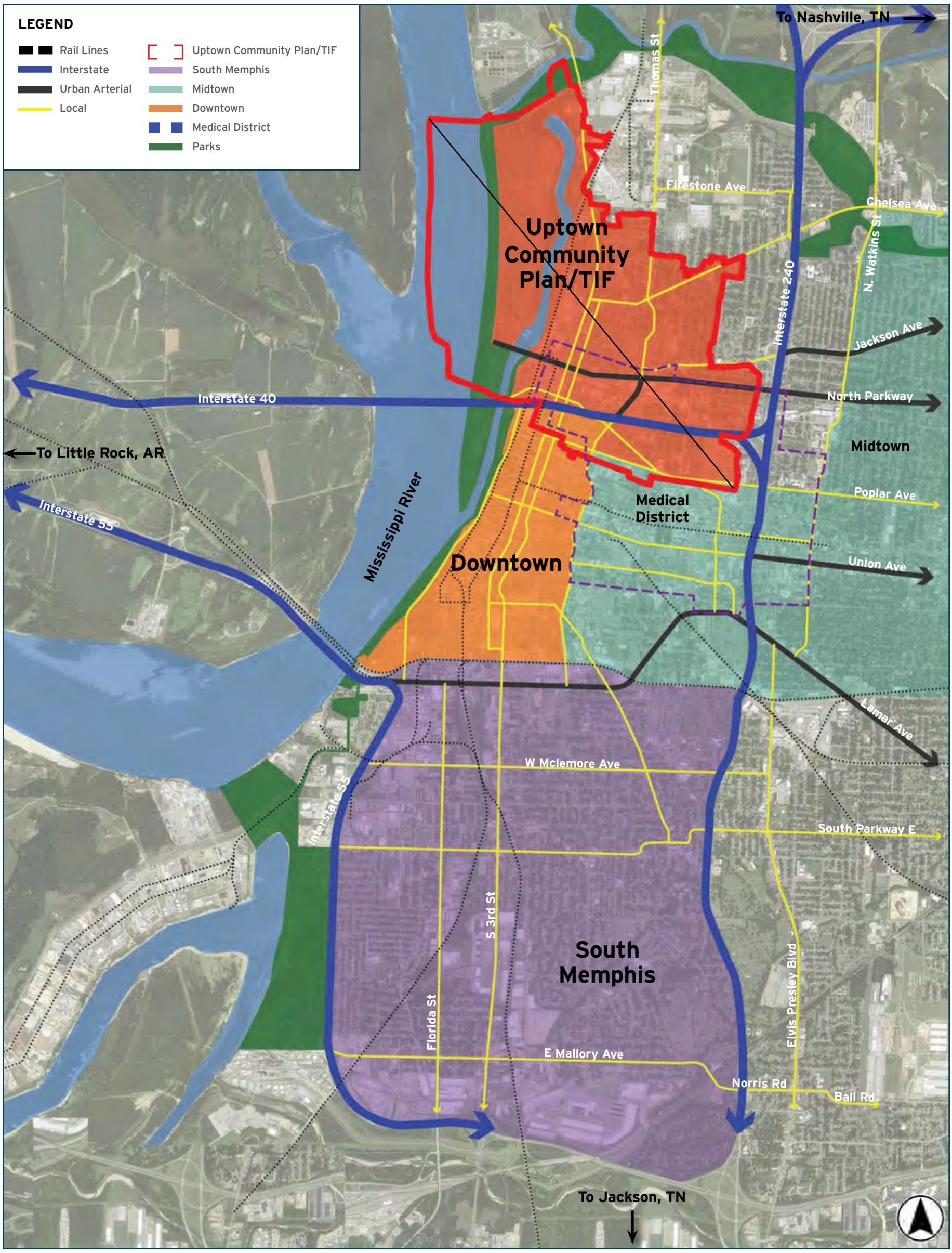
## Goals

The following goals support the community vision:

1. Create fully occupied residential neighborhoods with a mix of incomes and ages, while preserving single-family homes, in which people share a sense of belonging.
2. Increase homeownership within the community.
3. Protect affordability for long term residents.
4. Preserve and celebrate historic and cultural assets and use them to reinforce community identity, community pride, and a unique sense of place.
5. Create distinct neighborhood identities that foster a sense of belonging and neighborhood pride.
6. Require the best quality architectural design for new development and rehabilitation that reflects the best historic architecture of the community and the City.
7. Improve multi-modal transportation for community residents including walking, biking, and mass transit.
8. Promote safety using the best design practices available, including CPTED (Crime Prevention through Environmental Design) principles.
9. Maximize the use of existing infrastructure and leverage investments in new infrastructure to facilitate surrounding revitalization.
10. Encourage the preservation and improvement of natural resources and use environmentally sustainable development practices.
11. Improve green spaces and incorporate new green spaces to meet the needs of the community.
12. Create a land use pattern that promotes the development of vibrant anchors that are gathering places for the community.
13. Strengthen connections to downtown.
14. Incorporate Community engagement in projects to assure revitalization efforts reflect the Community's vision.
15. Promote and support the development of local entrepreneurs, local businesses, and local small developers.
16. Promote projects that leverage TIF funds to create increased investment in the Community.

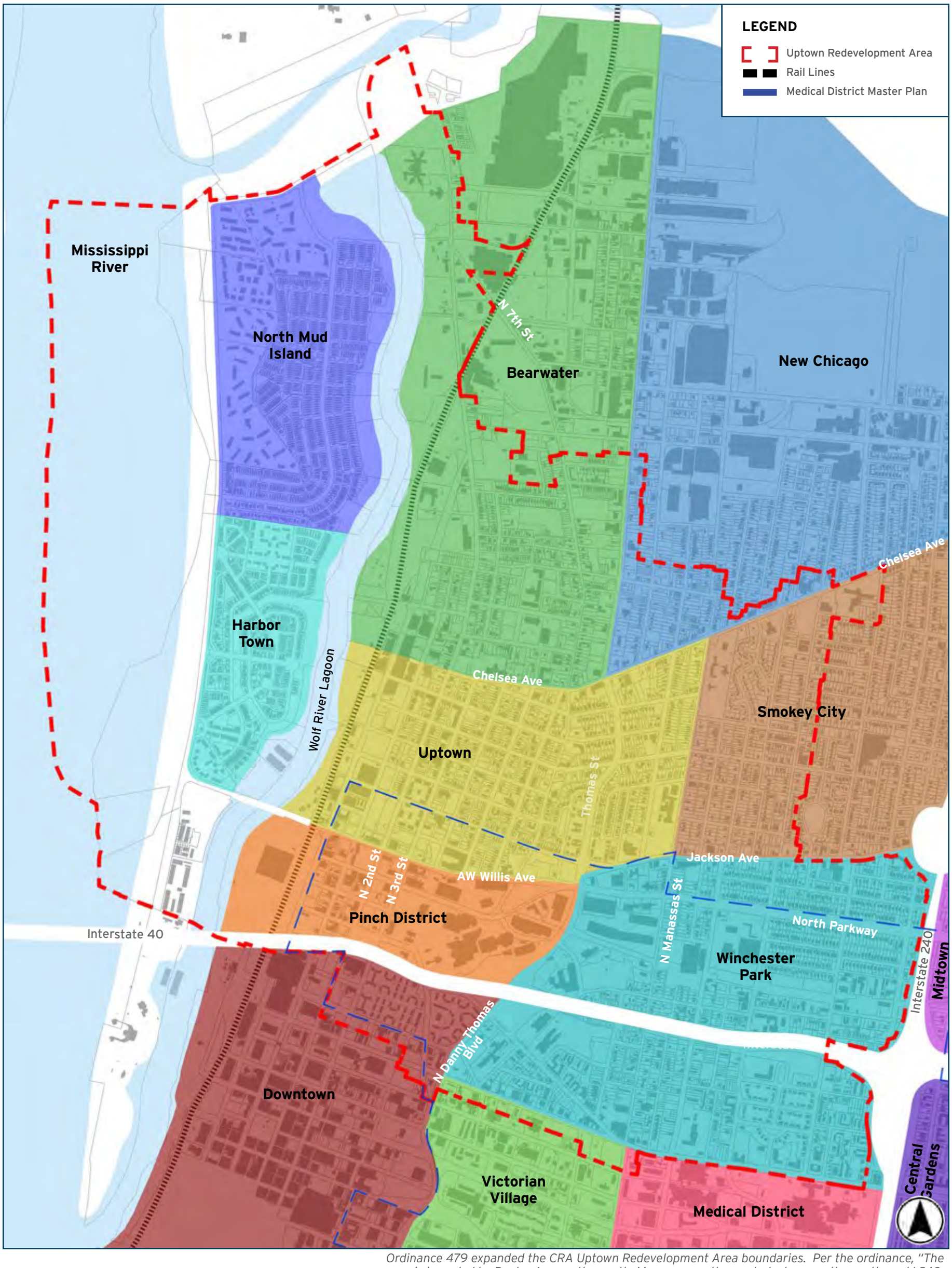
## City Context and Uptown Community Plan Location

The Uptown Community Plan area coincides with the TIF boundary and is located immediately adjacent to the northern edge of Downtown with the Mississippi River making up the western boundary, Interstate 40 passing through the southern area, bounded on the north by the Wolf River, and stopping before the industrial area and Interstate 240 on the east side. The northernmost area of the Medical District makes up a large portion of the southern area.



# Uptown Community Planning Area – Neighborhoods

The Uptown Community Planning Area is comprised of significantly more than Uptown proper. It is comprised of all or portions of 9-neighborhoods: Downtown, Victorian Village, Winchester Park (defined by a master plan area), Uptown, Smokey City, Bearwater, New Chicago, Harbor Town, and North Mud Island. The TIF boundary is 2,582 acres (2,216 acres excluding the Mississippi River).




*Ordinance 479 expanded the CRA Uptown Redevelopment Area boundaries. Per the ordinance, "The area is bounded by Poplar Ave. on the south, Manassas on the west, Jackson on the north, and I-240 on the east. The expansion area is intended to include the properties along both sides of Jackson and Poplar Ave."*

# Uptown Community Planning Area – Figure-Ground and Key Facilities

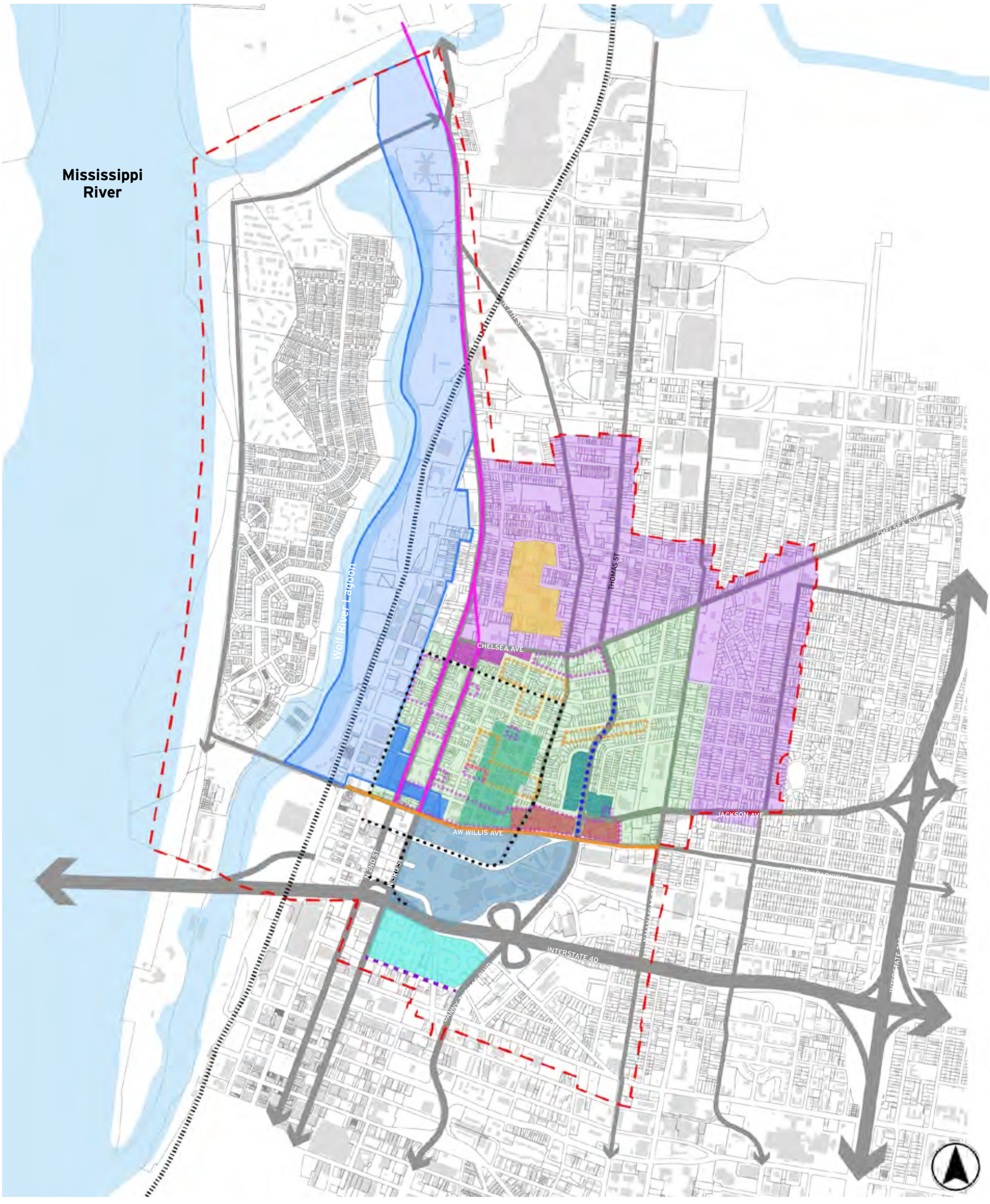
Mud Island makes up the western area of the community and is separated from the remainder of the area by the Wolf River Lagoon. It contains the Mississippi Greenway Park along the Mississippi River. Mud Island can be accessed from the south (A.W. Willis Ave) and from the north (N Mud Island Rd). St. Jude Children's Hospital occupies a large portion of the south, has over 3,600 employees, and was ranked as the #1 children's cancer hospital in the U.S. by U.S. News and World Report. The area to the east of the Wolf River Lagoon is protected by a flood wall. While the majority of the area is comprised of single-family homes, the eastern edge of the Wolf River Lagoon is industrial. Route 40 cuts through the southern area and is psychological barrier between Uptown and Downtown.

*Ordinance 479 expanded the CRA Uptown Redevelopment Area boundaries. Per the ordinance, "The area is bounded by Poplar Ave. on the south, Manassas on the west, Jackson on the north, and I-240 on the east. The expansion area is intended to include the properties along both sides of Jackson and Poplar Ave."*

# Planning Background

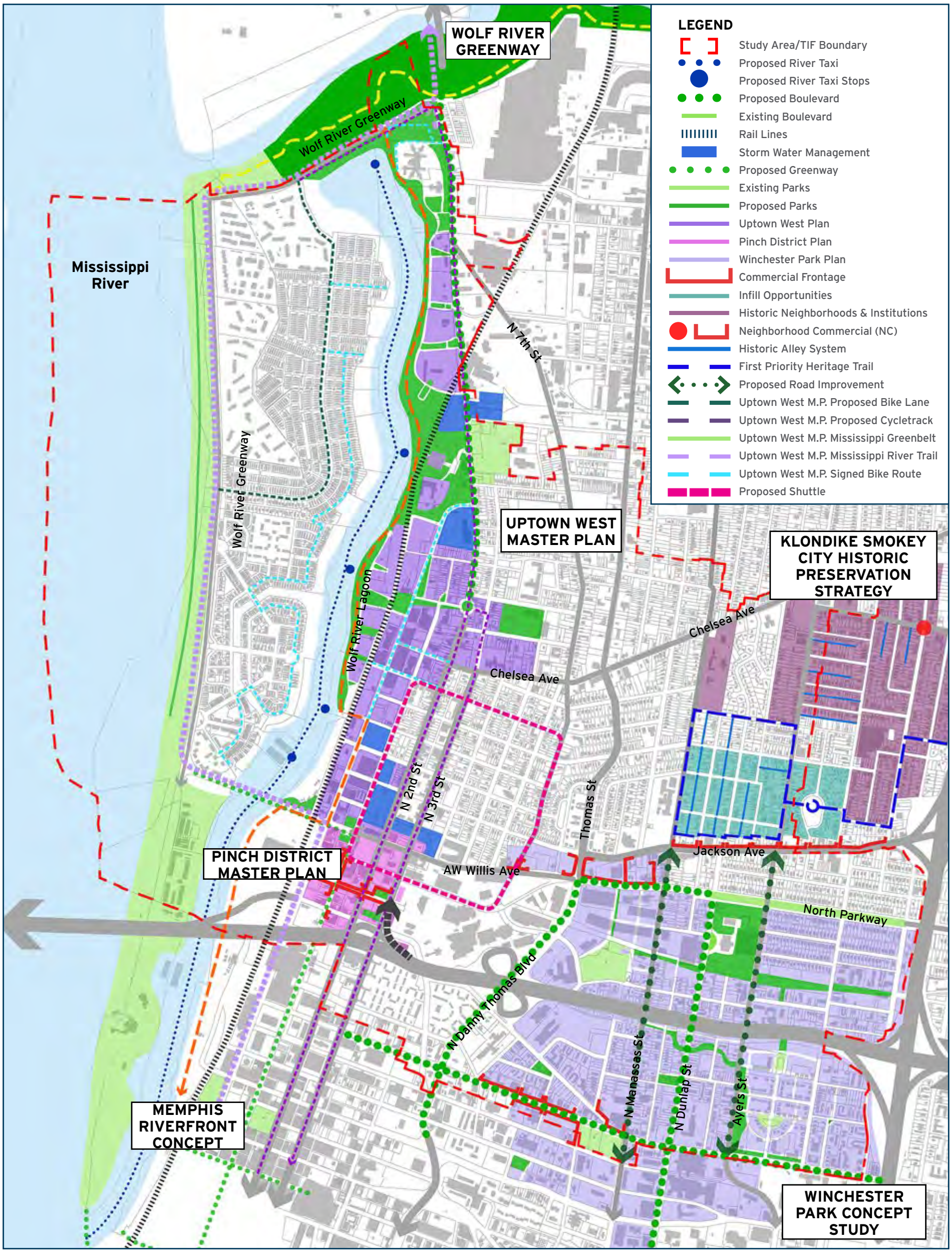
## CRA Community Redevelopment Plans – Graphic Summary

The initial plan for the area was the 2001 Community Redevelopment Plan which was then amended in 2009. Key elements of the previous plans included Proposed Land Uses, North Parkway and Jackson realignments and improvements, redevelopment of Hurt Village, an Interstate 40 ramp from the east, a public transportation loop, new parks, renovation of Lauderdale Courts, residential demonstration areas (including scattered site replacement program, Fifth/Sixth Street Single-Family Demonstration Area, Caldwell Initiative), site acquisition plan, North Second Street Improvement Study, development of a greenway along the east side of the Wolf River Lagoon, Commercial Center, designation of Rehabilitation Zones.



## Graphic Composite of Existing Master Plans

There have been several concepts/master plans developed for the area in addition to the Community Redevelopment Plan that include The Pinch District Concept Plan, Uptown West Master Plan, Klondike Smokey City Historic Preservation Plan, Winchester Park Master Plan, and the (Medical District Master Plan). A graphic summary of the recommendations is found below.



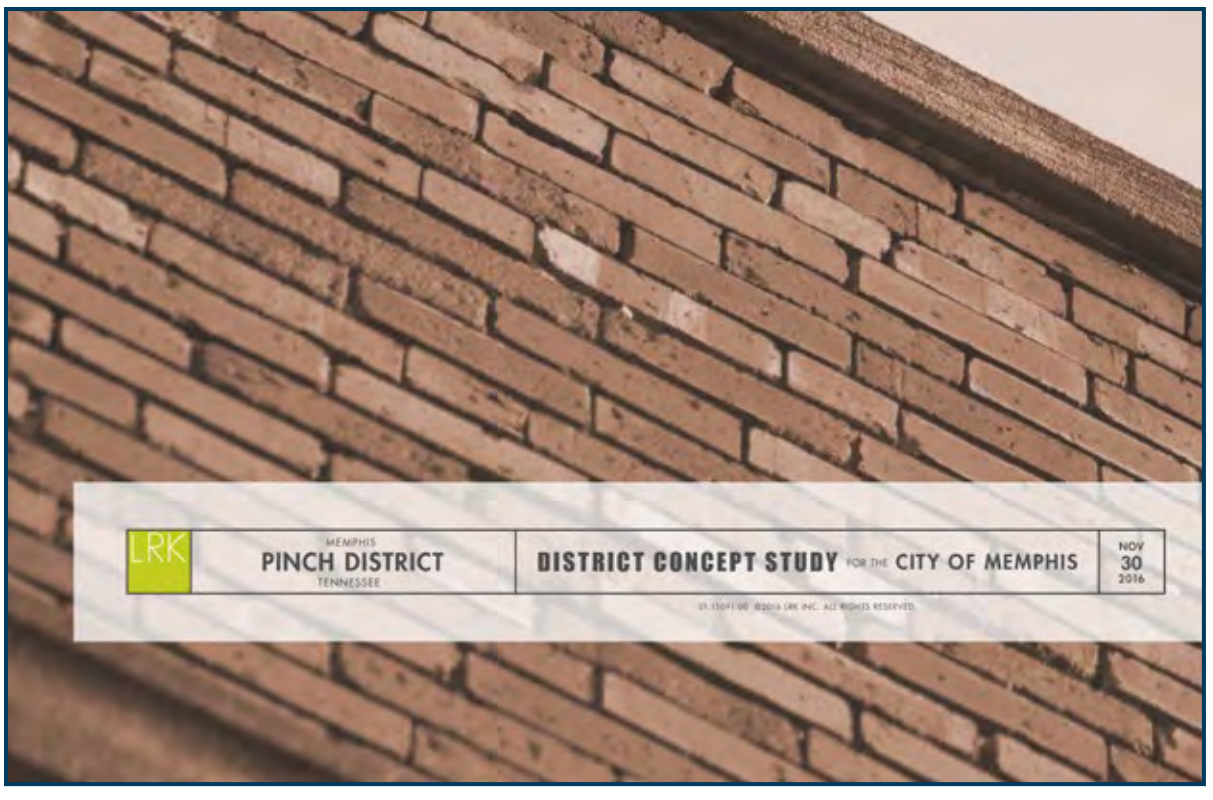
# Pinch District Concept Plan

The Pinch District Concept Study from November of 2016 establishes a goal to create a mixed-use walkable urban district that preserves historic buildings and reinforces connections. The boundaries are generally the St. Jude Campus to the east, Front Street to the West, I-40 to the South, and just beyond A.W. Willis to the north.

The retail focus of the plan is made up of two cross streets. The first is Overton, leading from the St. Jude Entry to the Pyramid, which is primarily comprised of new buildings. The second street is Main street, which is comprised of several existing buildings and some new ones.

About half of the properties (located on the eastern half) are owned by St. Jude Hospital and will be developed to meet the needs of the hospital (but will not be inside the gate). The other half are owned by others.

The proposed vision for this study area is consistent with the goals of the Uptown Community plan.  Implementation is greatly dependent on participation by St. Jude, as the market is untested.

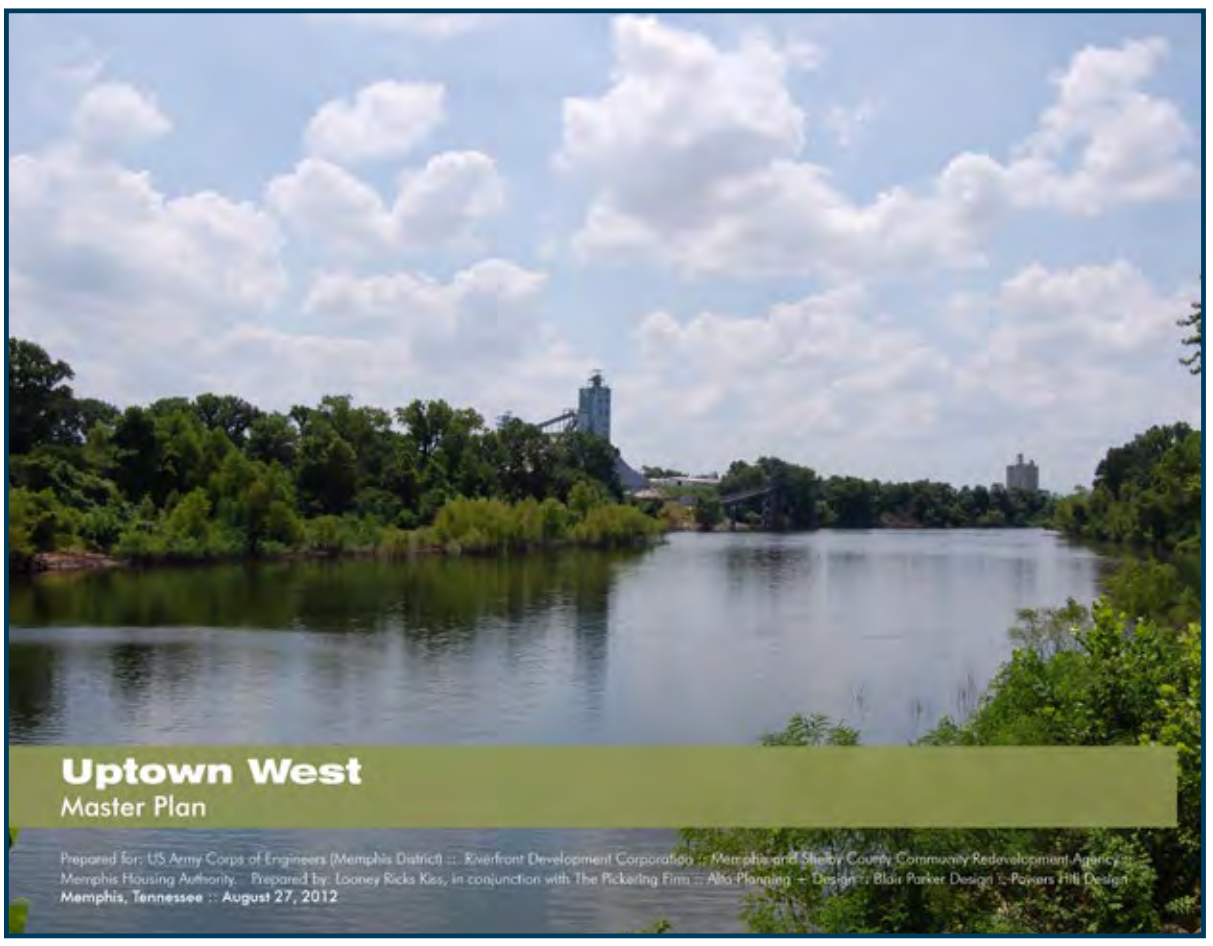



# Uptown West Master Plan

The 2012 Uptown West Master Plan established the goal to create a new waterfront trail along the east side of the Wolf River lagoon. It also proposes that industrial uses be relocated and illustrates properties developed as multi-family residential. Several of the existing industrial buildings are proposed to be demolished.

In addition to the waterfront, open space recommendations include improvements to the Gayoso Bayou, improved programming of Washington Park, and the addition of a skate park at the Bunge site.

The proposed vision for this study area is generally consistent with the goals of the Uptown Community Plan, but implementation needs to respond to goals of maintaining and maximizing single-family homes where existing, maintaining some industrial buildings and uses, adjusting for the 2nd and 3rd street alignments, augmenting Washington Park programming improvements with a better and safer neighborhood interface, and responding to incremental implementation through a market-based approach.



# Winchester Park - Study and North Medical District Study

The 2006 Winchester Park Plan contains many recommendations including rehabilitation and infill of single-family homes, redevelopment of blocks facing Morris Park with fronts facing the park, improved street sections including Poplar with a median, improved connections north to south, an overpass park (courts under highway), redevelopment of the blocks surrounding Winchester Park as residential and office/medical front-of-house, redevelopment of the St. Mary's parking lot, and creating higher density around Morris Park.

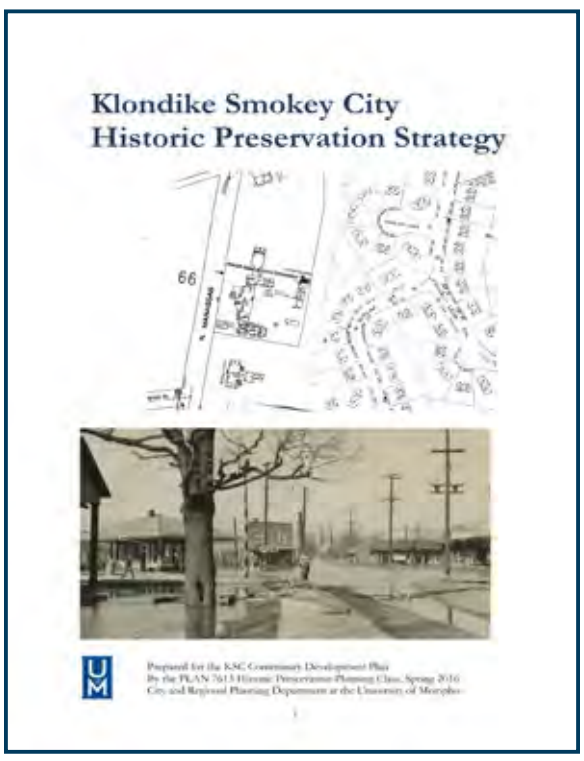
The April 2017 North Medical District Charrette results break down the Winchester Park Area into the Galloway Speedway District, Legends Park Area, St. Mary's Neighborhood, and St. Jude Gateway. The proposals generally focus on small scale infill development.

The proposals for these areas are generally consistent with the Uptown vision, goals, and plan, but with one notable exception. The North Medical District Charrette proposes a commercial corridor along the entirety of Jackson Avenue within this area; based on best practices that move away from commercial corridors to commercial nodes, a review of various market analyses, and the anchor-based Uptown Community vision, this approach is not supported. The remainder of the recommendations are supported.

# Klondike Smokey City Historic Preservation Strategy/Plan

This plan summarizes the history of the area, identifies historic time periods and historic assets, and recommends a historic houses rehabilitation pilot program, Klondike Smokey City Historic Trail, Community Based Indoor and Outdoor Museum, Marketing Strategy, and building organizational capacity for historic preservation.

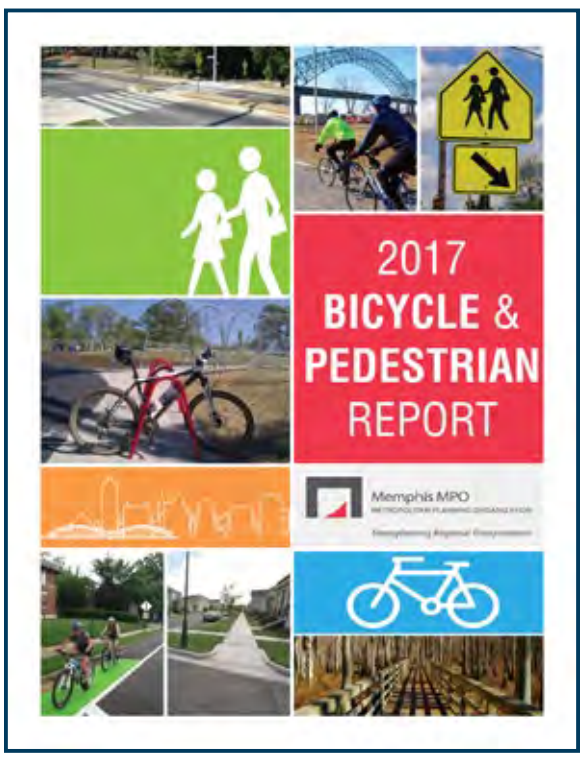
The proposed vision for this study area is consistent with the goals of the Uptown Community plan.




# Regional Bicycle and Pedestrian Plan, Memphis Complete Streets, Memphis Pedestrian and School Safety Action Plan

These plans provide recommendations for bike lanes, bike trails, complete street configurations, new sidewalks, sidewalk improvements, and intersection crossing improvements.

The recommendations are consistent with the goals of the Uptown Community Plan.



# PUBLIC ENGAGEMENT + DISCOVERY

## Approach

Any powerful community engagement effort must include a multitude of tools and tactics if expected to be truly successful at reaching a broad and diverse audience. Too often we only ask people to come to our meeting with our agenda, and while traditional meeting and interview structures are important, we believe that it is equally important to get outside meeting people where they are.

The Uptown Advisory Committee has taken a significant role in this process by providing initial input through a group meeting, facilitating groups at the charrette, participation at community events, review of the Plan concepts via a community tour, a detailed review of the Plan, facilitation at the community Values and Priorities meeting, and ongoing establishment of priorities and review of applications for funding.

An extensive public and stakeholder engagement process was used that included the following:

- An Advisory Committee comprised of diverse community members
- Stakeholder meetings with City departments
- Stakeholder meetings with business owners, property owners, and developers
- A week long public "charrette" (workshop) that included community listening sessions, stakeholder meetings, community presentations, opportunities for community review and comments, surveys, and a community party
- A website
- Online surveys
- A "values and priorities" community meeting

This process gave input from some of the most active and engaged stakeholders in Uptown. But that is only the beginning.

In order to reach those who often aren't engaged in a process like this one, we also took a more active approach by popping up and taking the process out and into the day-to-day routine of neighborhood residents. This approach took us to places like Roxie's in the morning and Ms. Girlees, Cozie Corner and the Office @Uptown at lunch time. This simple process of asking 3-4 strategic questions while people were walking to their car or waiting for their coffee produced powerful results. The questions included:

- How do you spend your time in Uptown? Live/Work/Play?
- What should change in Uptown?
- What should remain the same in Uptown?
- The CRA will invest $95 million in Uptown over the next 14 years, how would you prioritize this investment?

We believe that it is critical to not only listen to those who engage with the neighborhood daily, but also with those who may live nearby but avoid or simply do not consider visiting or interacting with the place. This typically provides valuable insight into what the outside perception of a community is and what drives the decision-making of stakeholders who choose to not include Uptown in their day-to-day routine. In this case we co-opted a popular slow ride event put on regularly by the nearby Memphis Medical District Collaborative. By taking the route through the Uptown focus area we were able to hear the perceptions and thoughts of outsiders in real time as we passed through on two wheels.

### Engagement Principles

1. **Meet people where they are**
   The approach to engaging with community goes further than asking people to attend meetings. Our process is rooted in meeting people where they are when they are there. We do not expect people to get on our calendar, we must get on theirs.
2. **Engage inside and out**
   For places to truly grow we must understand not only how residents interact with their place, but also how visitors interact or not with the community. This is why our approach includes creatively engaging with outsiders to see what their perception is of a place and how that drives their interaction with it.
3. **Have Fun**
   Community meetings and planning input processes often are perceived to be boring and tedious, but that doesn't have to be the case. Our active process of popping up in places creates a fun and collaborative atmosphere that encourages more honest input and engagement, while inducing excitement around the process of planning for change.

*CRA BOARD MEETING AT THE OFFICE @UPTOWN*

*BUS TOUR WITH CRA BOARD AND ADVISORY COMMITTEE*

*FINAL CHARRETTE PRESENTATION AND WAREHOUSE PARTY*

*POP UP ENGAGEMENT IN OFFICE @UPTOWN*

*ACTIVE ENGAGEMENT ON 2ND STREET*

*MMDC SLOW RIDE THROUGH UPTOWN*

*POP UP SIDEWALK CAFE*

# Summary Of What Was Learned

Our approach to outreach in Uptown included a digital survey, public meetings, engagement of the newly formed Advisory Committee, one-on-one interviews, and active pop up input sessions throughout the focus area. We heard from residents new and old, business owners, employees of local businesses and even those who live outside of the focus area. Below are some of the items we heard most often throughout the process sorted by strengths, weaknesses and opportunities. We have also included a list of objectives that are based on the intelligence gathered throughout this process.

## Strengths

- Good single family housing stock
- Proximity to downtown and the river
- Affordable housing prices
- Quality nearby elementary school
- Good long-term established restaurants

## Weaknesses

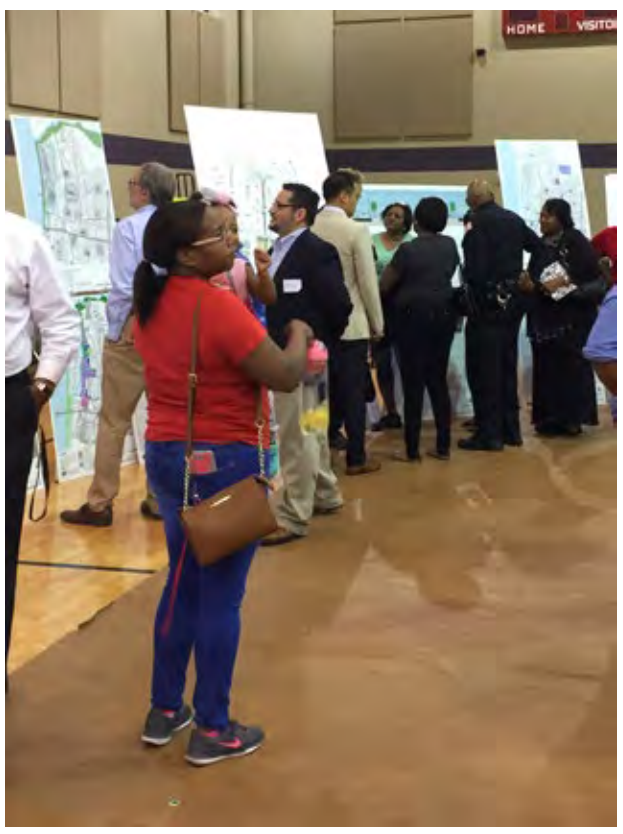
- Safety concerns
- Not enough being done about run down buildings
- Need more diversity
- Not enough jobs
- Not enough restaurants and bars
- No grocery store and drug store
- Not enough market-rate housing

## Opportunities

- Could build larger single family houses (3 and 4 bedrooms)
- Parks could be better
- More recreation along the harbor
- Trolley could be extended north
- More for the youth to do when not in school

## Common Themes + Objectives

1. Diversify housing by building type, tenure type, and price point
2. Invest in street infrastructure that enhances walkability and bikeability
3. Attract more active retail, particularly food and beverage establishments
4. Begin to alleviate the food access problems by attracting a diverse set of food options to the neighborhood
5. Enhance transit opportunities throughout the focus area



*DIRECTLY ENGAGING STAKEHOLDERS IN THE PLANNING PROCESS*

*CHARRETTE HIGHLIGHTS*

# HISTORY

The history of the Uptown community had its beginning in the early layout of the city plan. A site for the city of Memphis had been situated to take advantage of the Chichasaw Bluffs as a landing station. The earliest plan (HS-Fig 1) extended north and east to the Gayoso Bayou, which formed a natural boundary, and south initially as far as Union Avenue. In this platting, the blocks that became the Pinch District were first laid out, and we see the first traces of many of the neighborhood's principle streets, such as A.W. Willis (Auction) Ave, Jackson Ave, as well as N Front (Chickasaw), N Main, N 2nd, and N 3rd Streets. An early trace of Big Creek and Randolph road sketched on later shows what became N 7th Street.

The Uptown (Greenlaw) neighborhood was first platted in the 1840's by the Greenlaw brothers, and developed in partnership with Robert Looney, the Saffarans Brothers, and E.T. Keel, all namesakes of the neighborhood's streets. The 1858 Rucker Map (HS-Fig 2) shows the executed platting, which extended the four-square block form (a block equally subdivided by crossing alleys) of the original Memphis plan north to Kerr Street (Avenue), and between N Main St. and N 7th Street. The platting "maps over" the Gayoso Bayou without any response to topographic conditions or how the bayou might be rerouted within the street and block structure. A platting of larger blocks is shown north of Chelsea Avenue, up to Brinkley Street (T.M. Henderson Ave), between N 2nd and N 7th Streets, which explains the larger blocks we see today; however, some of the north-south streets shown were not put in place. Note also the platting of Alabama Avenue, between Jackson and Poplar Avenues, which survives intact, but the other streets associated with that platting have not survived; this change in street orientation from the existing grid to the west appears to be a response to the topographic conditions resulting from the branching of the Gayoso Bayou at the intersection of N 4th St and Concord St (Danny Thomas Place). The map also shows the first platting of a north/south street labeled 'Town Reserve', then in later maps Boundary (Street), before taking its current name Manassas Street; the orientation of this street would have a significant impact on the layout of future streets as development moved eastward.

The first Aerial Perspective View of Memphis, dated circa 1870 (HS-Fig 3) appears to depict portions of the Uptown Planning Area as it existed in the decade prior to the maps publication, which is confirmed by an 1862 map prepared by the Union Army. Upon close inspection, some interesting observations can be made:

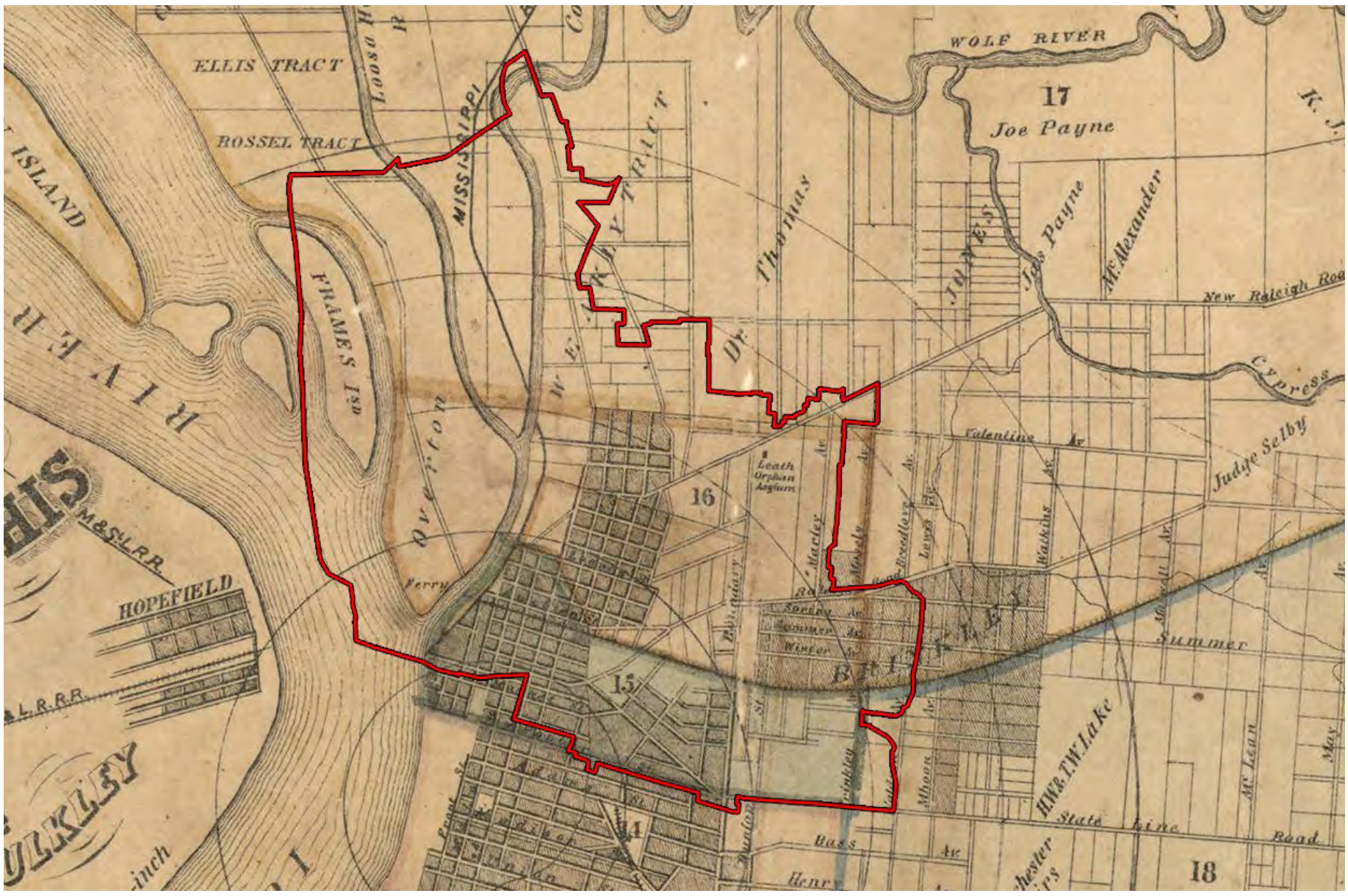
- The Gayoso Bayou is clearly visible, its course tamed and routed into its current location north of Auction (A.W. Willis) and west of N 4th St,
- The Greenlaw neighborhood shows significant build-out, but not as dense as similar edge neighborhoods east and south,
- No street grid had been developed east of N 7th St,
- A substantial rail station (terminus) for the rail line coming from the east occupied the Pyramid site along the Wolf River waterfront (labeled Memphis U.S. Naval Depot in the 1858 Rucker Map),
- The Pinch District was substantially built-out and was an integral extension of the central business district to the south,
- Auction St (A.W. Willis Ave) appears almost as an alley west of N Main St, and the square shown in the 1819 and 1858 cadastral maps is present on the southwest corner of Auction and Main,

HS-FIG 1: ORIGINAL LAYOUT OF MEMPHIS 1819

HORSE-DRAWN TROLLEY 1870

*HS-FIG 2: EXCERPT OF PLANNING AREA FROM 1858 RUCKER MAP*

*HS-FIG 3: EXCERPT OF PLANNING AREA FROM 1870 AERIAL RENDERING*




*HS-FIG 4: DONOHO & BUCKLEY MAP OF 1871 (PLANNING AREA IN RED)*

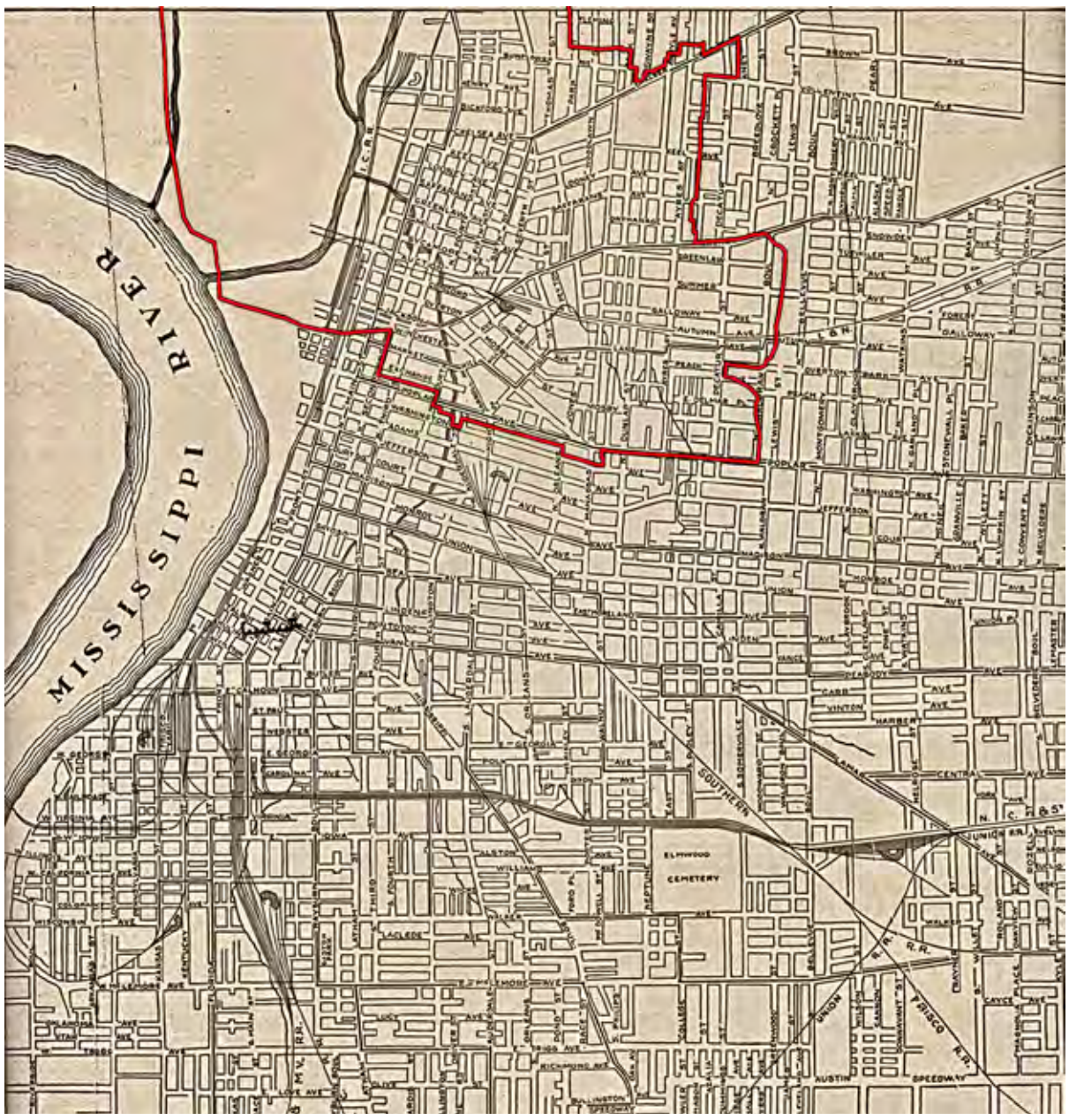
but not at the scale or extent originally proposed,

- The rail line running on Main Street terminated at then-Auction Street, and if the minutiae of the diagram are to be believed, it was serviced by horse-drawn trolleys (see image),
- The only trolley line extending eastward north of Beal St was on Poplar Ave,
- The alignment of Alabama Ave and its sister streets can be seen clearly responding to the branching of the Gayoso Bayou,
- The current site of St. Jude was sparsely occupied, likely due to negative impacts (flooding, insects, odors, etc.) of the Gayoso Bayou and its branches,
- Two significant historic structures in the Uptown Planning Area are visible: the Orphan Asylum (Porter-Leath) and Third Presbyterian Church (Old Brick Church, 299 Chelsea Ave).

The next phase in the platting and neighborhood development can be observed in the Donoho & Buckley Map of 1871 (HS-Fig 4), which shows the initial platting of streets and blocks east of N 7th Street and north of Poplar Ave. Again, we see the origins of the Planning Area's eastern street and block network:

- The area bounded by N 7th St, the then-M&O R.R. line, Boundary (Manassas Ave), and Chelsea Ave displays a radical break with the grid to the east, with the alignments of east/west streets mediating between the alignments of Jackson and Chelsea, while north/south streets align with Manassas, although pre-existing parcel configurations may have played a role in these alignments,

*HS-FIG 5: EXCERPT OF PLANNING AREA FROM 1887 AERIAL RENDERING*




*HS-FIG 6: P.F. COLLIER MAP 1911 (PLANNING AREA IN RED)*

*HS-FIG 7: MEMPHIS STREET RAILWAY (TROLLEY) MAP 1913 (PLANNING AREA IN BLUE)*

- All the north/south streets between Union and Vollentine (T.M. Robinson Ave) are aligned with Manassas St,
- Union Ave and Vollentine Ave, as well as most east/west streets in between, are aligned perpendicular to Manassas St,
- This orientation is maintained throughout the portions of the Smokey City and Winchester Park neighborhoods that fall within the Planning Area,
- The north/south streets north of Chelsea Ave and east of Thomas St also maintain this orientation, but some with minor deviations; the D&B 1871 map shows an intention to orient these streets to due-north rather than to the Manassas St alignment, which may explain these variations,
- The map provides no information on the Gayoso Bayou.

Another Aerial Perspective View of Memphis, dated c. 1887 (HS-Fig 5) is limited in what it shows of the Planning Area due to its vantage point, but there are a few observations of note:

- The Uptown (Greenlaw) neighborhood shows additional infill, but mostly to the south,
- The principal spine of eastward development was along Poplar Ave, no doubt due to the early installation of a trolley line,
- A rather circuitous trolley line beginning at Exchange and Main Streets, made its way over to Jackson Ave somewhere proximate to the current Thomas Street intersection, then extended eastward to Manassas,
- Development north of the then-L.N.&G R.R. (previously labeled M&O R.R.), particularly east of Manassas, remained sparse.

By the time of the 1911 P.F. Collier Map (HS-Fig 6), we can observe that the street framework of the Planning area was complete, and any changes from what we observe today are mostly due to streets being eliminated to accommodate the St. Jude campus, I-40, and several public housing projects. The Gayoso Bayou was still open-air at this point; the process of placing it into a below-grade stormwater drainage system began soon after. That work was initiated sometime after 1911 with the accession of E.H. Crump, partially as a response to repeated flooding in and around the bayou. One of the first efforts was the construction of the Gayoso/ Saffarans Pumping Station, circa 1915. Covering the bayou allow for the creation of Lauderdale Street, which must have been completed prior to the construction of the Lauderdale Courts housing project circa 1937.

The 1913 Memphis Street Railway Company Map (HS-Fig 7) shows the trolley line on Jackson had been extended as far as Maury Street. The N Main St line had been extended to Keel, where it took a right turn and proceeded north along N 2nd Street. Another branched off the Main St line turned right on Mill St, forming a north/ south couplet on N 5th and N 6th Streets up to Chelsea Ave, where the line branched, north along Thomas Street, and east on Chelsea Ave.

*SLAVE HAVEN MUSEUM*

The Ohman Map of 1925 (HS-Fig 8) shows a few things of note:

- Most of the Planning Area fell within the city limits, except for the area north of Maple (Wells) Avenue,
- This is the first map to propose a land use plan with four simple designations: Residential, Business, Manufacturing, and Open/Cemetery; while the Business designation clearly indicates commercial/retail uses, the Manufacturing designation is a blanket overlay for districts as diverse as the CBD, warehouse districts in the south and north, and actual industrial operations,
- Areas of the Uptown (Greenlaw) neighborhood west of N 3rd St were designated Manufacturing, even though historically manufacturing enterprises mostly resided adjacent to the Wolf River waterfront,
- North Parkway makes its first appearance on a map as an extension of A.W. Willis (Auction) Ave,
- The principle east/west avenues of Poplar, Jackson, Saffarans, Vollentine (Tim Robinson), and Chelsea were intended to be the commercial corridors in the Planning Area.

The final map shown is the 1951 Ashburn Map (HS-Fig 9). This map documents the street network in the planning area prior to the disruptions caused by the Interstate construction, and smaller alterations arising from public housing projects.

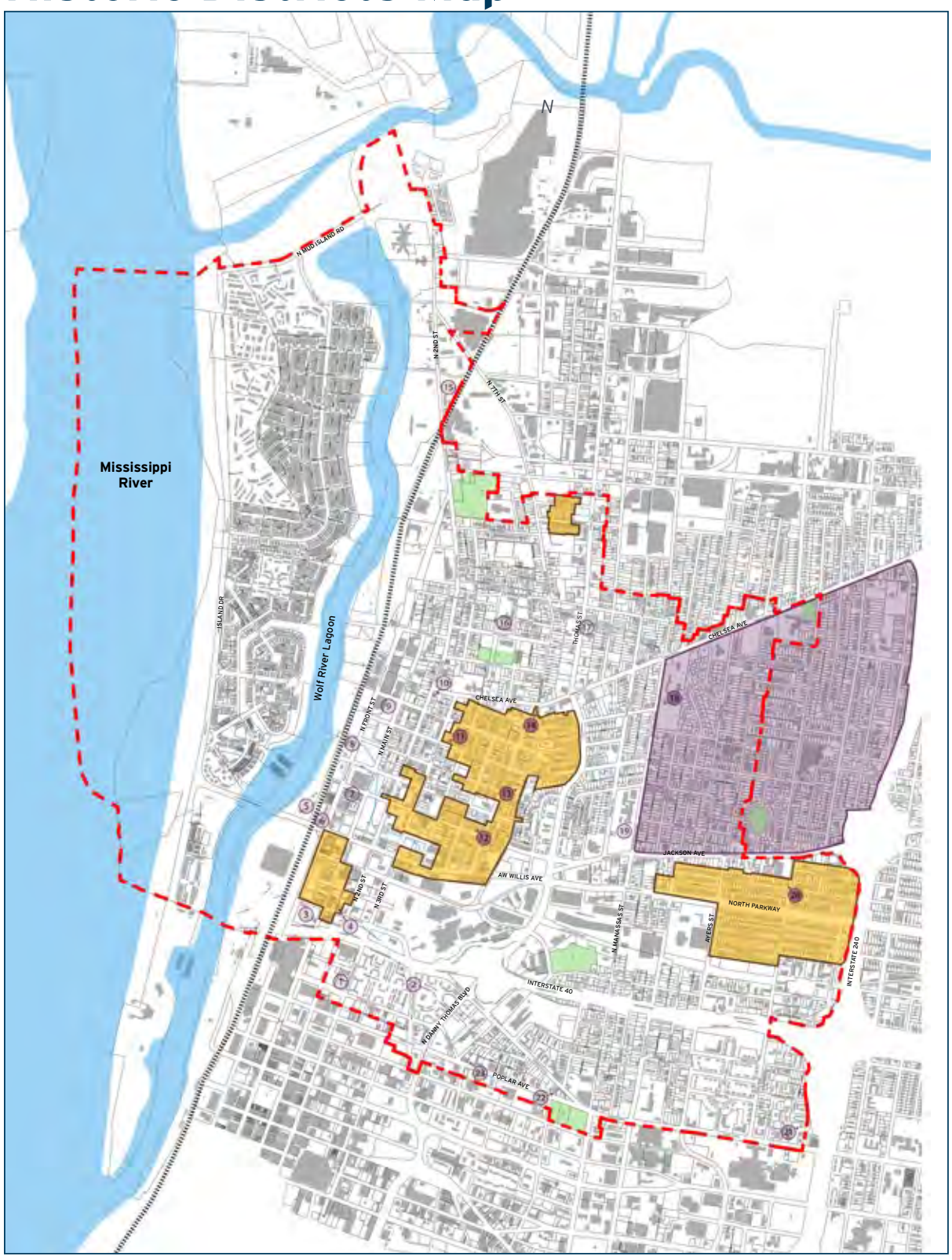
We note here that the history of the Klondike and Smokey City neighborhoods is extensively documented in the Klondike Smokey City Historic Preservation Strategy (KSCHPS) report, and readers are advised to consult that document for additional information on those neighborhoods. It should also be noted that only the western half of Smokey City (from Ayers St) falls within the Planning Area. Things of note in that report which are also covered in this planning effort:

- On p. 36, Item 3 of the KSCHPS report recommends restoration of the alley system in Smokey City as part of a neighborhood-wide trail system recognizing the alleys' importance in the history of the neighborhood (see Recommendations below);
- A significant portion of the historic housing fabric of the neighborhood is still intact, but aggressive preservation efforts will be need to slow the loss of additional structures (see pp. 26-35 of the KSCHPS, and recommendations below).

*HS-FIG 8: OHMAN MAP OF 1925 (PLANNING AREA IN RED)*

*HS-FIG 9: ASHBURN MAP 1951 (PLANNING AREA IN RED)*

# Historic Districts Map




National Register Historic Districts:

Klondike-Smokey City Historic Study Area:

Memphis Heritage Inc. Listed Properties:

## Historic Districts

### List of National Register Historic Districts in the Planning Area:

- Pinch North Main Commercial District,
- Greenlaw Addition Historic District,
- Galloway Speedway Historic District,
- Wells-Arrington Historic District,
- Delmar Lema Historic District.

### List of Memphis Heritage Inc Designated Historic Properties:

1. St. Mary's Catholic Church, 155 Market St, 1864,
2. Lauderdale Courts Public Housing, 234 N Lauderdale St, 1937,
3. GW Electric Substation #4, 67 Jackson Ave, Memphis, early 20th c.
4. Anshei Mishem Synagogue, 112 Jackson Ave., Memphis, early 20th c.
5. MLGW Artesian Water Department, 301 A.J. Willis Ave., circa 1920
6. Memphis Humane Shelter/Old Shelby County Jail Fence, 463 North Front St., 1936
7. Dixie Greyhound Bus Lines Complex, 525 North Main St., 1937
8. MLGW Bayou Gayoso/Saffarans Pumping Station, 35 Saffarans Ave, between 1920-1950
9. Tri State Iron Works, 61 Keel Ave., 1883-1946
10. Burkle Estate (Slave Haven U.R.R Museum, c. 1850
11. Fire Station #3 (Old), 652 North Third St., 1900
12. Mill House, 274 Mill Ave., 1861
13. Love, George Collins, House, 619 North Seventh St., 1889
14. Old Brick Church (Third Presbyterian), 299 Chelsea Ave., c. 1860
15. Anderson & Tully Lumber Company, 1242 North Second St., early 20th c.
16. Caldwell Elementary, 230 Henry Ave., early 20th c.
17. Fire Station #3 (New), 924 Thomas St., 1950
18. Porter-Leath Home, 850 North Manassas, 1856
19. Humes, L. C. High School, 659 North Manassas, 1924
20. Fire Station #15 (Bungalow), 1010 Faxon Ave., 1919
21. Lownstein, Abraham, House, 217 North Waldran, 1901
22. St. Mary's Cathedral, Chapel and Diocesan House, 692 Poplar Ave., 1898-1926
23. Bradford-Maydwell House, 648 Poplar Ave., Memphis, 1859

*OLD BRICK CHURCH*

## Recommendations

- The historic integrity of existing neighborhoods in the Planning Area should be preserved as revitalization efforts proceed,
- Disruptions to the existing street and alley network should be minimized as revitalization efforts proceed,
- Infill efforts should have equal importance to multi-block efforts,
- Street, sidewalk, alley, and other infrastructure restoration/upgrade projects should be designed to enhance the unique historic character of each neighborhood; Street, sidewalk, and alley dimensions and geometry should be reflective of the historic dimensions, geometry, and character,
- Many surviving structures more than 100 year of age are in severe jeopardy; on the east side of the Planning Area, buildings 50 years of age or more are numerous, and many are severely endangered; aggressive efforts will be required to prevent loss of additional historic fabric,
- Building on the work in the KSCHPS, undertake a complete survey of surviving historic structures (50 years of age or more), noting location, date of construction, use, style, condition, and other pertinent data to aid in prioritizing preservation efforts;
- Enlist existing historic preservation organizations to assist in these efforts within the Planning Area,
- Implement a Historic Badge program for buildings in the Planning Area to recognize the historic value of the structures and aid in their preservation, restoration, and continued use.

# TRANSPORTATION

## Street and Sidewalk Conditions

### Existing Conditions

Within the Uptown Planning Area, the existing conditions of streetscapes (roadways, planting Stripes, and sidewalks) vary considerably in quality and adherence to best practice design standards. The City has put in place standards for street improvements, principally the Complete Streets Project Delivery Manual (CSPDM), the Memphis Pedestrian and School Safety Action Plan (MPSSAP), and the Livability 2040: Regional Transportation Plan (RTP), which taken together promote current best practice standards for street retro-fits and related infrastructure improvements. The need for street and sidewalk upgrades and improvements in the Planning Area are considerable, as any drive-through of the neighborhoods will reveal.

The CSPDM promotes "an attractive, vibrant public realm that supports the diverse qualities of our neighborhoods and provides a robust, balanced transportation network that is safe, financially responsible, serves all users, and considers multiple modes of transportation." Streetscape and road improvements will be one of the most important undertakings in the revitalization of the Uptown Community, and the CSPDM provides the design tools, best practice standards, and process recommendations necessary to prioritize and implement such projects.

While the CSPDM is focused on the interoperability of streetscape components, the MPSSAP provides a study focused on pedestrian infrastructure, particularly on those routes which service schools: their current physical conditions (May 2015), utilization by pedestrians (volume and patterns), the efficiency of the network, incedents and locations of pedestrian crashes, and other critical factors that ascribe to a safe pedestrian environment. The MPSSAP shares many insights and aspirations with the CSPDM, and the two documents should be used in tandem when considering infrastructure improvements in the Uptown Community.

There are five Functional Class street types (Fig. T-1) in the Planning Area are:

- **Urban Interstate**: I-40,
- **Urban Principal Arterial**: Poplar (east of Thomas), Jackson (east of Thomas), Thomas (south of Chelsea), N 2nd and N 3rd Streets (north of I-40),
- **Urban Minor Arterial**: A.W. Willis, North Parkway, N Front St. (south of A.W. Willis), Poplar Ave (west of Thomas St), Chelsea Ave, Thomas St (north of Chelsea Ave), Shadyac Ave (west of N 3rd), N 2nd and N 3rd Streets (south of I-40),
- **Urban Collector**: N Manassas St, Ayers, N 7th Street, and T.M. Henderson Ave,
- **Local**: All other streets not described above.

(Source: Roadway Functional Classification System for Shelby County, TN; Shelby County Department of Regional Services, July 2013. Also see TDOT, Functional Classification Maps, https://www.tn.gov/tdot/driver-how-do-i/look-at-or-order-state-maps/maps/annual-average-daily-traffic-maps1.html)

The Interstate and Urban Principal Arterial routes conduct a substantial quantity of commuter and service traffic through the Planning Area, particularly to destinations such as Downtown and the St. Jude Campus. A.W. Willis, though designated an Urban Minor Arterial, is nonetheless an important road serving the Planning Area, particularly the St. Jude Campus and Harbor Town. Generally, the Planning Area is well-served by this street framework.

The RTP lists several projects that will impact the Planning Area. These include region-wide projects (2040 IDs 1009, 1010) for general street improvements (Bike/Ped/Complete Streets/Transit Operations), and projects specific to the Planning Area:

1. SR-3 North Second Street Interchange at I-40 (2040 ID 12);
2. North Second Street, Phase II (2040 ID 39); and
3. Poplar Avenue Improvements (2040 ID 58).

The condition of streets in the Planning Area varies, but generally tend to be in a poor state of repair and substandard to the needs of future development and neighborhood improvement. In the newer neighborhoods that have been redeveloped as a whole, such as those around Greenlaw Place and at Legends Park, they exhibit some of the best street conditions in the Planning Area, but these are the exception, not the rule. More typically, conditions vary between acceptable (paving and sidewalk conditions good), to poor (degraded paving and curbs, degraded and overgrown sidewalks, no planting stripes for street-trees), to unimproved (minimal paving, often degraded, no curbs, no stormwater infrastructure, no planting strips, and no sidewalks).

The need for street improvements in the Uptown Planning Area are substantial, but as the RTP make clear, the currently planned transportation improvements for the Memphis Region require $19 billion to fully fund, while only $10 billion in funding is available (see Chapter 8). Of the projects listed in the RTP, only the N 2nd/3rd Streets improvements show allocated funding. This suggests that funding for additional street improvements will be a challenge, even though the need in the Planning Area is great.

### Principal Streets

#### A.W. Willis

A.W. Willis is one of the primary local streets providing east-west connectivity and access to Harbor Town/Mud Island. East of Dunlap, A.W. Willis becomes North Parkway with a generous median and large trees that provide a unique and appealing identity. However, west of Dunlap A.W. Willis feels more like a highway. This condition makes A.W. Willis a barrier, a divider, and unsafe for pedestrians to cross. Many of the residents and stakeholders commented on the need to address these issues, highlighting the importance of not cutting off the Uptown Community from revitalization efforts in the Pinch District. Incorporating medians where possible, improving the streetscape for pedestrians, improving pedestrian crossings, incorporating art elements, and allowing on-street parking during non-rush hours can be incorporated to create a safe walkable street with a strong identity that facilitates interaction between neighborhoods on both sides of the street, as well as supporting commercial uses.

#### Chelsea

Chelsea is the northern-most street providing east-west connectivity in the Uptown Community and has some commercial, but is primarily residential. It is 2-lanes in each direction with a center turn lane. This street appears to be oversized for the observed traffic. Residents have expressed that this street is difficult and unsafe to cross and promotes speeding. The transformation of one lane of traffic in each direction to on-street parking could help to calm traffic and make for safer pedestrian crossings. In addition, improved intersections and pedestrian crossings at key intersections can provide for additional safety, as well as create a stronger community identity

#### Poplar

Along the southern edge of the Uptown Community, Poplar is the only other east-west connector. Through most of the area, Poplar is configured as three lanes of traffic in each direction. By casual observation, this street appears to be oversized for the amount of traffic. Residents have expressed that this street is unsafe to cross for pedestrians. If traffic volumes warrant such a large street, a re-striping to 2-lanes of traffic in each direction with a center turn lane could likely handle as much

# Transportation Map

**LEGEND**

- Site
- Proposed BRT Route
- Proposed BRT Stops
- Riverfront Trolley Line
- Main Street Trolley Line
- Trolley Stops
- Rail Lines
- Interstate
- Urban Principal Arterial
- Urban Minor Arterial
- Urban Collector
- Greenway

*T-1: TRANSPORTATION ANALYSIS*

*T-2A: PREFERRED ALIGNMENT FROM ROUND-ABOUT TO MARBLE AVE (ORIGINAL EIS ALIGNMENT)*

*Alternate Alignment to Avoid American Hardwoods*

*T-2B: PREFERRED ALIGNMENT FOR NORTHERN END OF N 2ND STREET (ALTERNATIVE ALIGNMENT)*

*ALTERNATE CONCEPTUAL LAYOUT FOR N 2ND STREET TRAFFIC CIRCLE*

traffic and would permit on-street parking on one side of the street. This, along with improved pedestrian crossings, would help to calm traffic, create a safer pedestrian environment, and provide on-street parking that could free up land to facilitate infill and redevelopment.

### N 2nd /3rd Streets

2nd/3rd Streets improvements (North Second Street Corridor Improvement Project - NSSCIP) are currently planned/ budgeted and TDOT has submitted an Environmental Impact Statement (EIS) for review. There are three key components to the proposed improvements:

1. South of Chelsea - South of Chelsea, the proposal recommends adding bike lanes and improved pedestrian facilities in line with the TDOT complete streets standards (CSPDM and MPSSAP). TDOT reserves the option to transform this into a one-way pair if traffic volumes at some point in the future warrant this. The improvements for 2nd and 3rd street should be supported. A change to a one-way pair is not supported.
2. Roundabout - A roundabout is planned in the vicinity of Henry Avenue and 2nd Street. The concept for a roundabout is supported, but care needs to be taken to minimize the impact to the existing homes/ buildings in the vicinity. It is also recommended that the roundabout be moved into the first phase to coordinate with the proposed recommendations.
3. North of the Roundabout - North of the roundabout, a median separated roadway is proposed with 2-lanes in each direction as a second phase. As currently illustrated, the configuration produces three cul-de-sac streets that no longer connect to 2nd Street. The current proposed alternatives for widening and alignment have a significant impact on existing homes/lots/ buildings. It is recommended that the section north of the roundabout be assessed to determine whether a widening is really necessary. It is also recommended that the design result in no cul-de-sac streets as illustrated in the Burkle Park plan.

### Danny Thomas

Danny Thomas is a large newer street. In some locations, pedestrian accommodations could be improved. At the intersections with major streets, pedestrian crossings are very large and techniques to improve pedestrian safety should be implemented.

### Jackson

Jackson is comprised of 2-lanes in each direction with some sections adding a turn lane. It is recommended that Jackson be studied to determine if the number of travel lanes can be reduced and if on-street parking can be added. This type of change could facilitate revitalization with increased parking and improved pedestrian safety

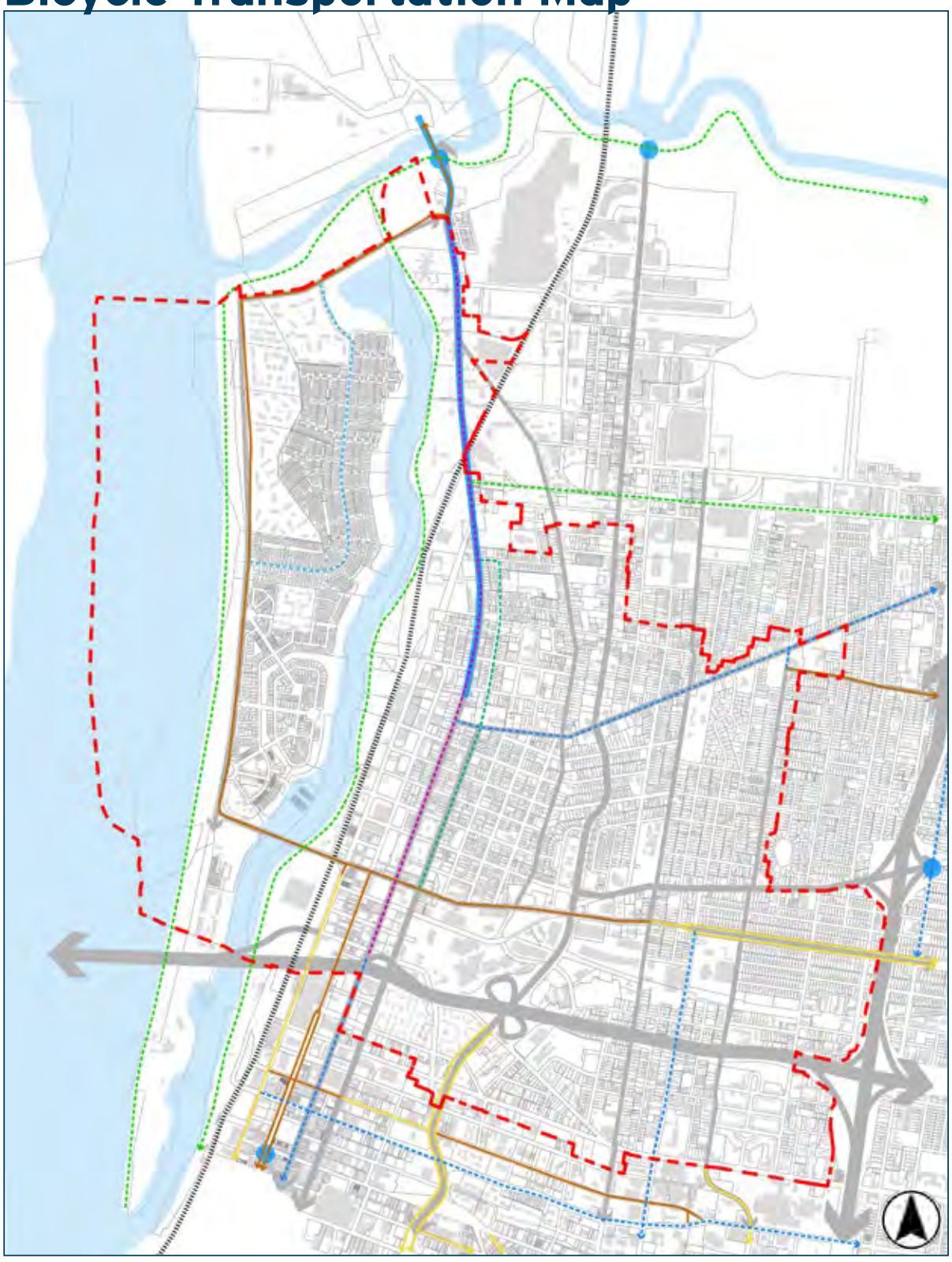
### 7th Street, Manassas Street, Ayers Street

These streets provide north-south connectivity and are primarily neighborhood residential streets. These streets need better pedestrian accommodation (there are places with no sidewalk, poor sidewalk condition, or no landscaping).

## Recommendations for Street and Sidewalk Improvements

- Prioritize pedestrian and bicycle safety,
- Maintain and improve existing street network connectivity and integrity,
- Using the CSPDM and MPSSAP as guides, fund a comprehensive study of street conditions in the Uptown Planning Area (Uptown Street Conditions Assessment, or USCA) to assay and document the need and scope of necessary improvements,
- The USCA should include recommendations for how improvements across the Planning Area could be grouped into discrete projects for purposes of scope, cost estimation, funding, and implementation,
- The preparation of the USCA should include a public process to garner community input on needs and priorities,
- A detailed study of the intersection of A.W. Willis and Danny Thomas Blvd to enhance pedestrian safety and comfort when crossing at the intersection, reduce the quantity of paving by introducing additional medians (which also provide pedestrian refuges), and provide a more pleasing road aesthetic,
- A recommended reconfiguration of the proposed circle in the NSSCIP prioritizes neighborhood connectivity and integrity (removes TDOT proposed cul-de-sacs and connects neighborhood streets to N 2nd St), provides neighborhood amenity space, creates new opportunities for residential development and infill, and integrates the varied uses in the neighborhood into an unified concept (see p. 44 for additional information),
- Provide input into the design of the 2nd and 3rd street improvements,
- Support the proposed improvements for 2nd and 3rd street south of Chelsea,
- Support the review of the need for street widening north of Chelsea,
- Support the concept of the roundabout at Henry Avenue and 2nd Street, but care needs to be taken to minimize the impact to the existing homes/ buildings in the vicinity,
- Do not support the creation of cul-de-sacs along 2nd Street, rather support that existing streets connect to 2nd street,
- Support the review, study, and implementation to improve the street section of A.W. Willis and to incorporate medians, on-street parking, and improved pedestrian intersections,
- Support the study of Jackson for a transformation from 2-lanes in each direction to one lane of traffic in each direction with on-street parking to help to calm traffic, make for safer pedestrian crossings, and allow on-street parking to facilitate revitalization,
- Support the study for road improvements to Poplar to calm traffic, create a safer pedestrian environment, and provide on-street parking that could free up land to facilitate infill and redevelopment,
- Support the study for road improvements to Jackson to calm traffic, create a safer pedestrian environment, and provide on-street parking that could free up land to facilitate infill and redevelopment,
- Support the study and implementation of improved pedestrian accommodations along 7th Street, Manassas Street, and Ayers Street.

# Bicycle Transportation Map




***T-3: BICYCLE NETWORK ANALYSIS***

*Source: Adapted from City of Memphis Bicycle Network Map, Bikeway & Pedestrian Program, Division of Engineering, City of Memphis, May 2018*

## Recommendations for Bicycle Infrastructure Improvements

- The USCA study prescribed above should include sections assessing existing and currently proposed bikeways, and whether additional bikeways are desired or needed,
- The USCA study should draw on data collected for existing reports and studies (e.g., MMPO, Memphis 3.0) that specifically relate to the Uptown Planning Area,
- Options of locating additional Explore Bike Share stations in the Planning Area should be studied; the CRA should advocate for this.

# Bicycle Transportation Planning

Current best practice in Urban Street Design promotes equitable transportation access for all people and all transit modes (principally pedestrians, bicyclists, public transit, and motorized vehicles). Providing for bicycle transit is having a substantial impact on street design, both for new streets and retro-fits, and therefore should be anticipated as a significant component of any future street improvements in the Uptown Planning Area. Guiding documents include the Memphis MPO Regional Bicycle & Pedestrian Plan (2014), the Memphis MPO Bicycle & Pedestrian Report (2017), as well as the CSPDM and MPSSAP. In addition, the City of Memphis Division of Engineering provides maps of existing and proposed bike routes (2017). The map can be accessed at https://bikepedmemphis.wordpress.com/bicycles/bicycle-maps/.

The City of Memphis and affiliated organizations (e.g., Greater Green Line Memphis) have adopted policy documents (CSPDM and MPSSAP) and specific proposals to improve the bicyclist experience in Memphis, such as the Chelsea Avenue Greenline and the NSSCIP (which retrofits 2nd and 3rd Streets with bike lanes). But as the Memphis Division of Engineering map reveals, existing and proposed bike routes north of A.W. Willis are relatively few for such a large area.

The Memphis bike share program, Explore Bike Share, has just launched (Spring 2018), and is anticipated to increase the modal share of biking throughout the Memphis core. In consequence, the need for on-road bicycle facilities will increase, and any planning study for streets and bikeways should assess the impact of this share program. In addition, Explore Bike Share stations within the Uptown Planning Area are currently lacking; providing those stations where feasible in any future expansion of service would be desirable.

Bird Scooters has also commenced operations in Memphis, which provides a similar share program for scooters in the city that increases transportation options, with rental access for their scooters available through a smart-phone app.

# Public Transit

The Uptown Planning Area is reasonably well serviced by existing bus and trolley lines, as well as benefitting from the location of a major transit hub, the William Hudson Transit Center. To the extent that the Planning Area suffers a deficit of service, it is one common to the system, principally the infrequency of service, extent of network coverage, and the travel time required to reach ones destination. This and related transit issues are currently under study by the Memphis 3.0 planning effort, and their current draft report, Memphis 3.0 Transit Vision Draft Recommended Network, provides a thorough analysis of the current system, as well as recommentions for improvements to the system. The report may be accessed at http://www.memphis3point0.com/transit.

## Recommendations for Transit Improvements

- Coordinate with the Memphis 3.0 planning effort on transit analysis and needs particular to the Uptown Planning Area,
- Assess possibility of extending Trolley lines and service further north to better serve the Planning Area,
- As density increases in the Planning Area, plan and advocate for additional service and improvements.

# ENVIRONMENTAL

## Existing Conditions

### Waterfronts

One of Memphis' and Uptown's greatest assets is the riverfront. The Uptown Community has two waterfronts. The first is the Mississippi River which forms the westernmost edge of the community. The second is the west and east banks of the Wolf River Lagoon. The adjacent map shows the floodplains in the Uptown Community.

#### Mississippi River

The edge of the Mississippi River is comprised of the Mississippi Greenbelt Park with recreational path and is a regional and local amenity. Flooding of the Mississippi River cover most of the Mississippi Greenbelt Park Park (see below), but the multi-use path is usually out of the flooding. The development (mostly residential) on Mud Island is located outside of the 100-year floodplain.

#### Wolf River Lagoon

The Wolf River Lagoon is a vestige of the Wolf River formed when the Wolf River was re-routed to meet the Mississippi further north. Since the Wolf River does not have through-flows of water, the water backs up from the Mississippi to the south. These hydraulics result in debris backing up in the Lagoon (particularly to the north) and compromised water quality. There are boat docks in the Lagoon with access to the Mississippi River. There is a proposal to close off the access to the Mississippi and thereby convert the Wolf River Lagoon into a lake while at the same time creating land with development potential – This proposal was adopted by the City Council. See Riverfront Master Plan, May 22, 2002.

#### Flood Wall

Along the eastern edge of the Wolf River Lagoon is a floodwall that protects the area from Mississippi River floods. If the floodwall were to fail or if water levels were to exceed the height of the floodwall, flood zones are illustrated on the adjacent map.

### Flooding

There are isolated areas within the Uptown Community that have experienced flooding during rain events. The floodplain locations are shown in the adjacent map; flooding incident reports are documented on p. 79.

## Environmental Contamination

A Wolf River Brownfields Assessment Grant included the Wolf River Study Area shown in the adjacent diagram which encompasses a significant portion of the Uptown Community. A Wolf River Harbor Phase I ESA was completed. Findings included:

> "The Phase I ESA revealed a long commercial and industrial history of the properties that adjoin the Harbor, with multiple releases to soil and groundwater at several surrounding area sites (within 1 mile) in Uptown and Downtown Memphis. Contaminants are expected to have been released to the Harbor through storm water runoff (both overland and through underground drainage features) and/or groundwater discharge; examples of such discharges are bulleted below.

- Petroleum products and hazardous substances have been discharged from parking lots and pavement around industrial facilities, roads, and lots in Uptown and Downtown Memphis and on Mud Island.
- Petroleum products have been discharged from automobile repair garages, junk yards, and machine shops in Uptown and Downtown Memphis.
- Releases of solvents detected in groundwater at the Pyramid Arena, Old Cummins Diesel, Firestone, Uptown Memphis Blocks 51/52, Uptown Mixed-Use Center, Levee Auto Parts, and Metal Manufacturing/Perl Co.
- Historical hardwood processing in the Uptown area may have included wood preserving. Coal tar (beginning in the 1840s) and chromated copper arsenate and pentachlorophenol (beginning in the mid-1930s) were commonly used wood preservatives.
- A coal tar plant that was later converted to a manufactured gas plant that used and stored bulk quantities of fuel oil was at the location of the current North Second Street Trolley Garage from the late 1890s to the early 1930s.

Past releases of hazardous substances and petroleum products to the Harbor represent a historical recognized environmental condition that remains a recognized environmental condition based on its categorization as an Impaired Water

*MISSISSIPPI RIVER AT FLOOD STAGE*

***FLOOD ZONES***

*Source: NFIP-FIRM, Map No. 47157C0270F, Community Nos. 470214 & 470177, Panel 270.*

**LEGEND**

- Study Area/TIF Boundary
- Floodways
- 500-Year Flood Zone
- 100-Year Floodplain
- Protected By Levee
- Typical Edge of Waterways
- Floodwall

**NFIP-FIRM DESIGNATIONS**

ZONE X

- Areas determined to be outside 0.2% annual chance floodplain
- Areas protected by levees from 1% annual chance flood

ZONE AE

- Special Flood Hazard Area: Floodways
- Special Flood Hazard Area: 1% annual chance floodplain

with use restrictions established by the State of Tennessee.

Information from the City of Memphis Public Works Department indicates that the sanitary sewer system within Downtown Memphis overflows multiple times each year. The Gayoso Bayou and Marble Bayou drainage basins collect sanitary sewer overflow and discharges it (untreated) to the Wolf River Harbor. The discharge of sanitary sewage (which may include industrial process wastewater) or overflow into the Harbor represents a recognized environmental condition.

The continued industrial uses of properties along the east Wolf River Harbor shoreline and presence of vessels carrying bulk quantities of hazardous substances and petroleum products poses a material threat of release to the Harbor via spills, storm water discharge, and groundwater migration that is considered a recognized environmental condition. In addition, barge loading and offloading at the grain and concrete terminals may pose an inhalation risk from fugitive dust emissions.

The potential business environmental risk associated with past releases and threat of releases of hazardous substances, petroleum products, and/or sanitary sewage with respect to the planned future use of the Harbor may be mitigated and/or addressed considering the following.

- Neither the Harbor nor the Mississippi River is used as a drinking water source and there are no surface water intakes in the Memphis area that supply public water.
- Limiting recreational activities to meet restrictions established by the State of Tennessee.
- Establish actual site conditions through Phase II ESA surface water and sediment sampling, followed by risk assessments to determine feasible uses and establish necessary precautions, limitations, and response actions for each planned use/ activity/population."

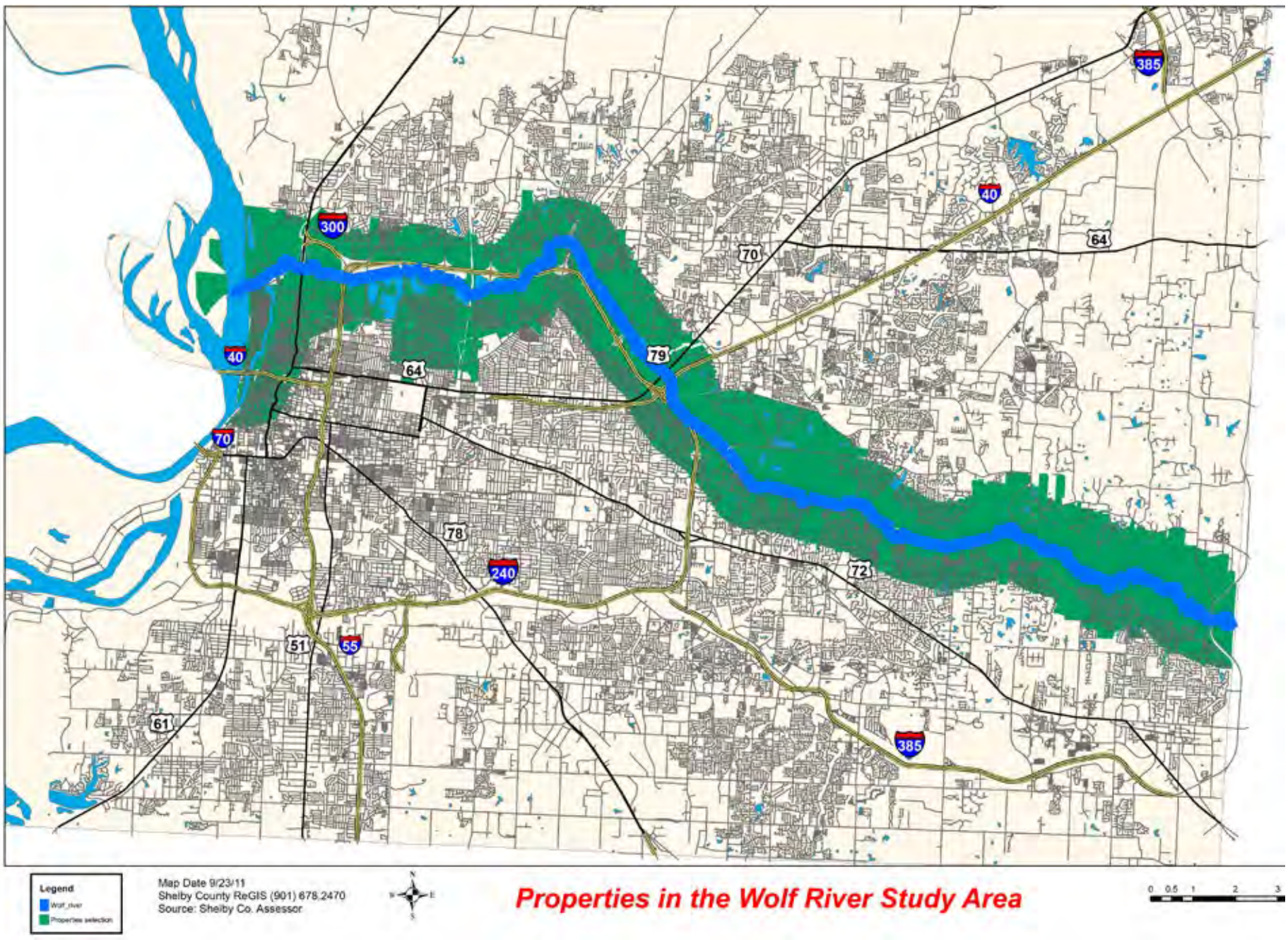
Additional information can be found at https://shelbycountytn.gov/1427/Wolf-River-Brownfields-Assessment-Grant. The Memphis Riverfront Development Corporation did not apply for Phase II Environmental Site Assessments on the Harbor. The CRA approved funding of an additional $2.9+ Million for future Uptown West related activities. See Wolf River Brownfields Assessment Project Area Grant, BF 95463110-0, Final Report to EPA; https://shelbycountytn.gov/DocumentCenter/View/14252/Final-Grant-Report-Booklet?bidId

## Dumping

Illegal dumping takes place in the northern part of the Uptown Community. This includes construction materials, trash, and dogs. These actions create unsafe and unsanitary conditions.

## Recommendations

- A study to determine the extents of isolated flooding and the causes should be undertaken,
- A review to understand the likelihood of the conversion of the Wolf River Lagoon into a lake should be undertaken and potential impacts documented,
- Portions of property along the Wolf River Lagoon should be acquired to implement the waterfront trail,
- More detailed studies to assess environmental contamination of individual sites should be supported,
- A review and/or study should be undertaken to understand if sanitary sewer overflows occur in the Gayoso Bayou. If sanitary sewer overflows do occur, a study should be undertake to solve this problem,
- Support the development of a resiliency study,
- Continue to work with Code Enforcement regarding ongoing illegal dumping issues.




*EPA BROWNFIELD STUDY AREA*

# PARKS, RECREATION, AND OPEN SPACE

## Role of Open Space in the Community

Parks and open spaces play a critical role in communities for active recreation, passive recreation, community gathering and interaction, community identity, and provision of nature. They also play a critical role in individual health. The chronic disease crisis in America, which is worse in economically distressed communities, can be prevented with increased physical activity. Studies have also shown that communities with greater quantities of open space within walking distance of homes have lower rates of anxiety and depression.

The City of Memphis Parks Department has the goal that every residence in Memphis should have a park within a 10-minute walk. However, it is preferable that there is a park of some type located within a 5-minute walk of every home. The City of Memphis Parks Department will be developing a parks master plan in the near future.

## Regional Open Space Analysis

### The Mississippi Greenbelt Park

The Mississippi Greenbelt Park is located on the western side of the area and along the Mississippi River. It is a regional destination and is used by residents of the Uptown area and includes a recreational path, lawn space, views of the river, and some seating.

### Wolf River Greenway

Portions of the planned Wolf River Greenway are built and/or under construction. This recreational path system connects to the Mississippi Greenbelt Park and continues east along the Wolf River.

### Chelsea Greenway

The Chelsea Greenway is a planned recreational path that connects from the Wolf River Greenway through the Uptown Community via a former rail line. There is a section that must run along a road due to existing industrial uses.

## Neighborhood Open Space Analysis

### Accessibility

The adjacent diagram shows the existing park, recreation, and open spaces (public and private) within the Uptown Community Plan area. A 5-minute walk radius is shown for private open space that is within a gated community or within a master planned community – This space is private or semi-private and access can be limited. Public open space that is accessible to all of the public is also shown with a 5-minute walks radius. Harbortown and North Mud Island are well served with significant open space comprised of the Mississippi Greenbelt Park and several private or semi-private open spaces, including a greenway along the Wolf River Lagoon. The area east of the Wolf River Lagoon has several parks but is comparatively underserved. It does not meet the goal of a park space within a 5-minute walk of every home nor the Parks Department goal of a park within a 10-minute walk of every residence.

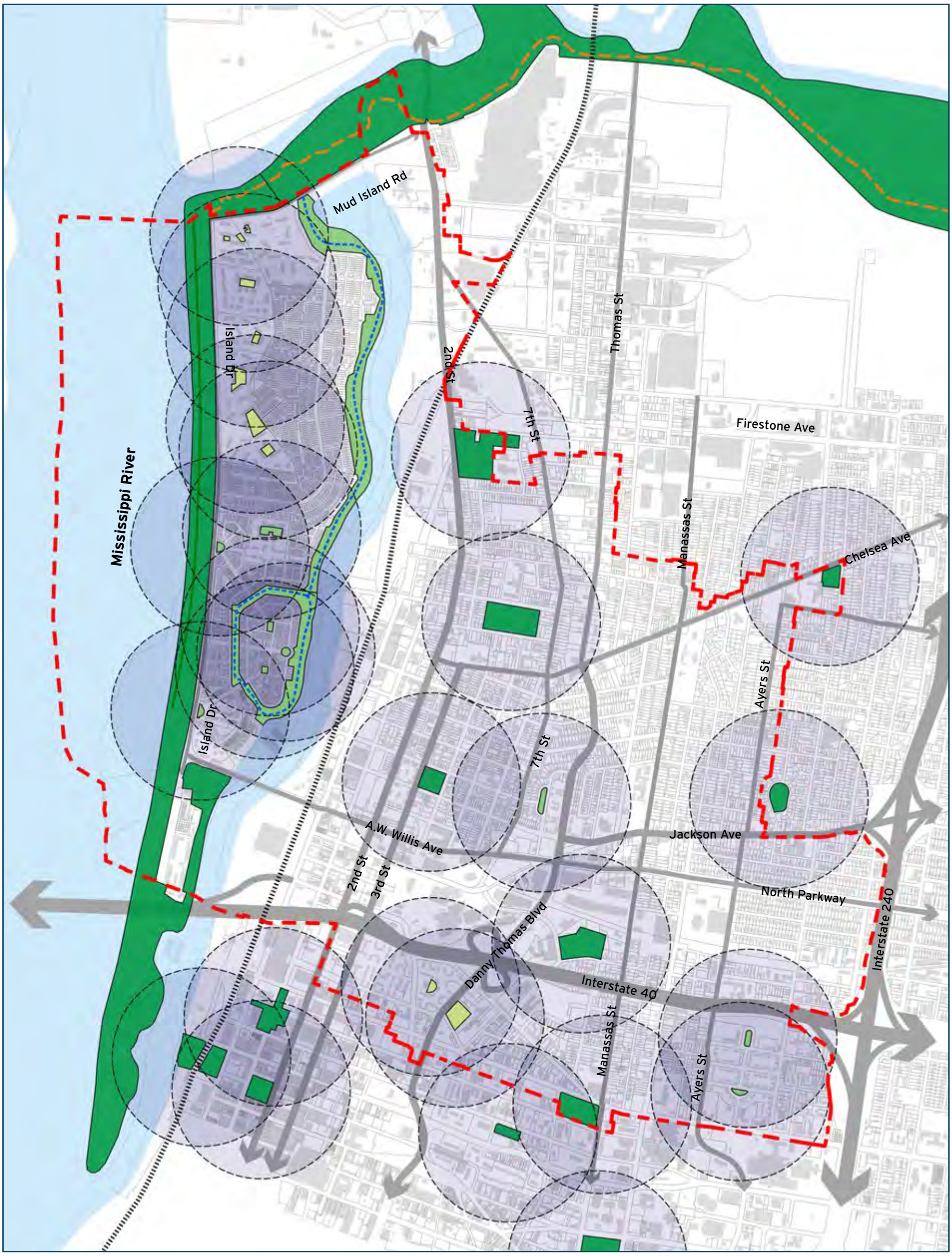
### Programming

Successful parks that are active and safe are designed and programmed to meet the needs of the community. Community input suggests:

- That additional grilling facilities are needed, since this is a popular activity,
- That additional basketball facilities are needed,
- That lighting is needed to provide safety at night,
- The parks department has the goal of providing walking paths in all parks,
- A low impact workout area is desired,
- Spaces should be designed to be family-oriented,
- More programmed events are desired
- A basketball tournament is desired and could help to change perceptions of the area,
- Better maintenance at Greenlaw Park is needed,
- Greater use of the Bickforn Community and Aquatic Center should be promoted,
- Games such as chess, ping pong, should be added to parks (specifically Washington Park).

*EXISTING OPEN SPACE IN HARBOR TOWN*

*NEW PUBLIC ART FEATURE IN UPTOWN*




*EXISTING OPEN SPACE*

**LEGEND**

- Public Open Space
- Semi-Public Space
- Private Open Space
- Neighborhood Greenway
- Mississippi Greenway
- Wolf River Greenway

1/4 Mile Radius
5-Minute Walk

# Recommendations

## Existing Open Space

### All Parks

It is critical to the safety and success of the parks to have residential units (commercial, if appropriate) facing the parks with no vacant lots or buildings. Existing buildings facing the parks should be in good condition. Streets and sidewalks should also be in good condition. Facilitating these improvements should be a priority.

### Washington Park

Washington Park is approximately 9 acres (the largest park in the area) and is comprised of a basketball court, picnic shelter, tot-lot, walking path, lawn, and parking. It feels remote since it is at the edge of residential development, has vacant industrial on one side, a stormwater pond and industrial on a second side, backs of single-family home lots on a third side, and Bunge grain elevator across the street on the fourth side. Recommendations:

- Park should be reconfigured to allow homes to front the park and provide for natural monitoring of space. This requires:
  - Acquisition of vacant property to the east for park extension and new home sites,
  - A new street and house lots along southern edge (park land is used here and added to east) to change from rear of lots to fronts of homes allowing natural monitoring of space,
- Additional grilling facilities should be provided here,
- The northern edge could accommodate an off-street section of the Chelsea Greenway,
- Formal playfields could be added,
- Commission a park design to create new home opportunities and to improve the activity level of the park,
- During the Parks Department Master Planning process consider the addition of a skate park in the Uptown Community – Expansion of the park to the west side of 2nd Street with a skate park should be considered as an alternative.

### Bickford Community Center

This is the second largest park in the community and is approximately 7.5 acres. It is comprised of a community center, basketball court, picnic shelter, children's play area, parking lot, aquatic center, and baseball field. This park is located in the middle of a block and has frontage on two streets on opposite sides (KIPP Memphis Collegiate Schools on one side) and backs of single-family home lots on two sides. Half of the lots on the south side are vacant. Recommendations:

- Assess if baseball field is used (does not appear to be) and reprogram if not used
- Better communicate that there are free swim lessons for children
- Promote development of homes on south side facing the park to provide for natural monitoring

### Greenlaw Park

This park contains a community center that is run by Memphis Athletic Ministries that focuses on children from the local schools (avg. 750 per day). They also run a day care and summer programs. The park space includes a basketball court, tot-lot, and parking. A block party takes place here in May and at the beginning of the school year. Recommendations:

- Improve maintenance,
- Infill homes across the street on south side to provide for natural monitoring of the open space.

### Guthrie Park

This space is contiguous with Guthrie Elementary School and contains a tot-lot. Recommendations:

- Commission a design for the space
- Place a statue or other element that highlights the history of Smokey City and acts as a marker/gateway for the neighborhood at the intersection of Chelsea and Decatur

### Winchester Park

This park was established in 1931 over the Winchester Cemetery. The cemetery was larger, and there are now a city garage (under which is the grave of one of the founders of Memphis – James Winchester) and homes over portions of the cemetery. This space is surrounded by industrial lands on three sides and mostly vacant lots on the south side. It is comprised of a tot-lot and a baseball field. Recommendations are:

- Assess if baseball field is used (does not appear to be) and reprogram if not used

### Morris Park

This park is an approximately 4-acre urban park comprised of two basketball courts, a picnic shelter, tot-lot, and lawn space. There is high use of the two basketball courts. There is also high crime in the park. In addition, there is a homeless population that occupies the park. A plan for park improvements was completed. Recommendations are:

- Promote infill/redevelopment of the properties around the park,
- Promote increased programmed activities in the park by others,
- Support a redesign of the park that implements the current best park planning practices (see Morris Park Anchor Recommendations).

# Recommendations

## New Open Space:

### Gayoso Bayou Park

The Gayoso Bayou is a storm water management system that occupies several blocks between the Pinch District and the Uptown Community. It is currently fenced with a chain link fence and this "no-man's-land" separates, rather than integrates, the majority of the Uptown Community from the Pinch District. However, cities are coming to the realization that their stormwater infrastructure can be turned into park spaces that are great activators for the community. Cities are also learning that well designed and well programmed park spaces can become economic development projects that promote additional development and increases in rents. Examples include Fourth Ward Park in Atlanta, Antelope Valley in Lincoln, NE, and Klyde Warren park in Dallas, TX. See p. 42 for a more detailed description of this park. Recommendations:

- Commission a concept design for the Gayoso Bayou Park that maintains storm water functionality
- Acquire properties to implement plan for residential facing park space

### Wolf River Lagoon Greenway

One of the greatest Memphis open space assets is the Mississippi River Waterfront, of which the Wolf River Lagoon is a part. As proposed in the Uptown West Master Plan, the east side of the Wolf River Lagoon should be developed as a waterfront park/trail. New development should face the waterfront and these facades should be designed with high quality materials and pedestrian scaled elements. Recommendations:

- Acquire portions of lots to implement the waterfront trail as described in the Uptown West Master Plan,
- Connect Riverfront Park to the south through the Pyramid site.

### Burkle Park

The reconfiguration of Second and Third Streets requires the acquisition of several properties. This large investment in infrastructure should be leveraged to provide new development opportunities, but should also be leveraged to provide a new park space that functions to provide new activity space, increases traffic calming, creates greater neighborhood identity, and, paired with the Slave Haven Museum, highlights community history. Recommendations:

- Acquire parcels necessary to implement plan
- Coordinate with street design
- Commission the design of the park space

### Porter-Leath Park

This area lacks open space. Recommendations:

- Porter-Leath should be contacted to assess if the southern end of their property could be converted into a community park space,
- If amenable, acquire land or develop agreement to utilize the open space,
- This potential park space could serve as a terminus for the historic Smokey City alleyway interpretative trails.

*PROPOSED OPEN SPACE ANALYSIS*

**LEGEND**

- Public Open Space
- Semi-Public Space
- Private Open Space
- Neighborhood Greenway
- Mississippi Greenway
- Wolf River Greenway
- Chelsea Greenway
- Smokey City Alley Trails
- Wolf River Lagoon
- 1/4 Mile Radius
- 5-Minute Walk (Proposed in Pink)

# COMMUNITY FRAMEWORK AND ANCHORS

## Community Framework

The Uptown Community is a large area comprised of approximately 2,582 acres (2,216 acres excluding the Mississippi River), portions or all of 9-neighborhoods, and measures approximately 2-miles east to west and 3-miles north to south. Over millennia, humans have intuitively defined neighborhoods as the area defined by a 5-minute walk radius (1/2-mile across) since this is the area that is easily accessible by walking. People have also intuitively created activity centers where the community comes together for commerce, civic interaction, and recreation - These activity centers are the anchors of a community and are often comprised of a mix of uses and activities. These anchors are also reinforced by major transportation routes. Given the very large area that comprises the Uptown Community, it is important to understand the scale and to reinforce and create an overall framework that leads to a cohesive and focused approach that leverages both existing and proposed infrastructure investments, as well as community social and economic patterns.

The overall structure of the Uptown Community is defined by natural features, parks, paths, major streets, activity centers, residential neighborhoods, regional institutions, and barriers. The adjacent diagram highlights both of the existing and proposed elements to provide an understanding of the overall future community framework. This framework provides the armature for the definition of distinct Community Anchors that are activity centers serving the community and are based on the neighborhood definition of a 5-minute walk radius. However, it is important to clarify that while the anchors are important community defining elements, that the Neighborhood Fabric (residences outside the anchors) is equally important. The adjacent diagram illustrates this community framework and the following pages in this section describe the community anchors.

## Anchors

Community anchors are important defining and organizing elements of neighborhoods and are places where residents and visitors come together. Sometimes these are commercial centers, sometimes recreational settings, and sometimes civic gathering places. While the neighborhood fabric (residences) are equally important, strong anchors support healthy communities. Strengthening these anchors will serve to focus efforts in the places that will have the greatest impact for the entire community towards stabilization, revitalization, community pride, identity, safety, and additional investment. The adjacent diagram identifies both the existing and proposed key community anchors in Uptown. While each of these is defined by a 5-minute walk, they each have a unique character and focus. Each of these is comprised of a variety of uses and a gradation of density moving from the center to the edge. These anchors form the basis for organizing recommendations in the following sections and are viewed as priorities for investment of TIF funds and other funding.

The Memphis 3.0 process will result in the creation of a Memphis-wide Comprehensive Plan that establishes city policy, including Land Use. A key approach in the Memphis 3.0 process is to define City-wide Anchors and Community Anchors that are place-based and define specific characters for each type of anchor. This is a good approach that reflects the best planning practices of today and these character types can be readily understood by the community. However, by necessity, this large undertaking paints a broad brush. Conversely, this Uptown Community Plan focuses solely on the boundary illustrated in the adjacent plan, so can analyze and define neighborhood anchors at a finer grain based on community input, existing conditions, city infrastructure proposals, proposed plans of property owners, and economic realities. Since the Uptown Community Plan will be completed prior to the Memphis 3.0 process, the adjacent diagram (as well as the proposed land use plan) can influence the final Comprehensive Plan recommendations.

Not all Anchors are the same, and there are 4-Types defined:

- Regional Commercial – High Density, large proportion of office and retail, regional draw,
- Neighborhood – Small amount of commercial (primarily community serving), primarily residential,
- Civic – Civic uses at its core such as a school and community services,
- Recreational – Park and recreation space at its core, primarily residential.

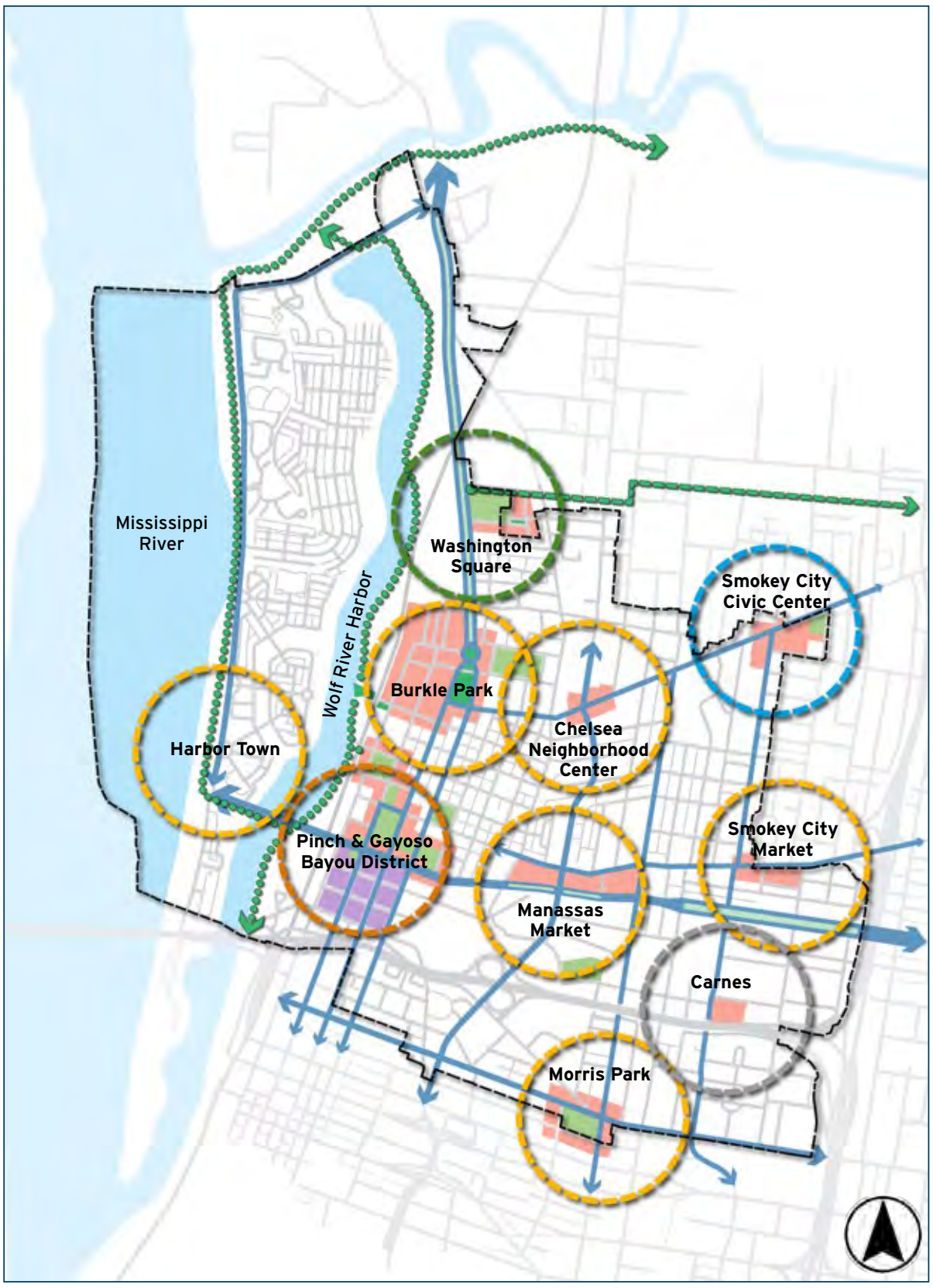
It should be noted that St. Jude Hospital and Le Bonheur, and the surrounding areas, are regional anchors, but since these areas are primarily inward facing, and even gated, this diagram focuses on the key points of community interface.

There are 10-Anchors shown in the adjacent map and listed below. Detailed descriptions and recommendations are found on the following pages:

- Pinch & Gayoso Bayou District,
- Snuff District,
- Chelsea Neighborhood Center,
- Washington Park Square,
- Smokey City Civic Center,
- Chism Market,
- Morris Park District,
- Smokey City Market,
- Harbor Town,
- Carnes (possible).

## Neighborhood Fabric

It is the residents that make up the core, culture, and character of the community and that support the vibrancy of the anchors. While there are certainly homes within the anchors, many fall outside the anchors and are equally important to the success of the Uptown Community. As a result, critical recommendations on the following pages focus on the Neighborhood Fabric, as well. These are contained in the Introduction, Vision and Goals; History; Transportation; Environmental; Parks, Recreation and Open Space; Housing; Land Use; Design and Zoning; and Infrastructure and Utilities sections.



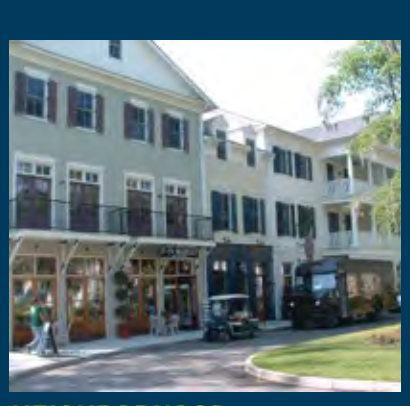

**LEGEND**

- Community Anchors
- Pinch District
- Major Street Framework
- Riverfront Multi-Use Trail
- Chelsea Greenline
- Regional Commercial
- Neighborhood
- Civic
- Recreational
- Potential (to be defined)

*FRAMEWORK DIAGRAM*

## Anchor Types

*REGIONAL COMMERCIAL*

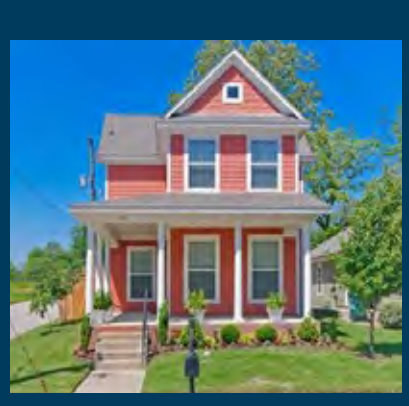


*NEIGHBORHOOD*

*CIVIC*

*RECREATIONAL*

## Neighborhood Fabric Examples



*SINGLE FAMILY*

*SINGLE FAMILY - DUPLEX*

*MULTIFAMILY - TOWNHOUSE*

*MULTIFAMILY-CHARLESTON*

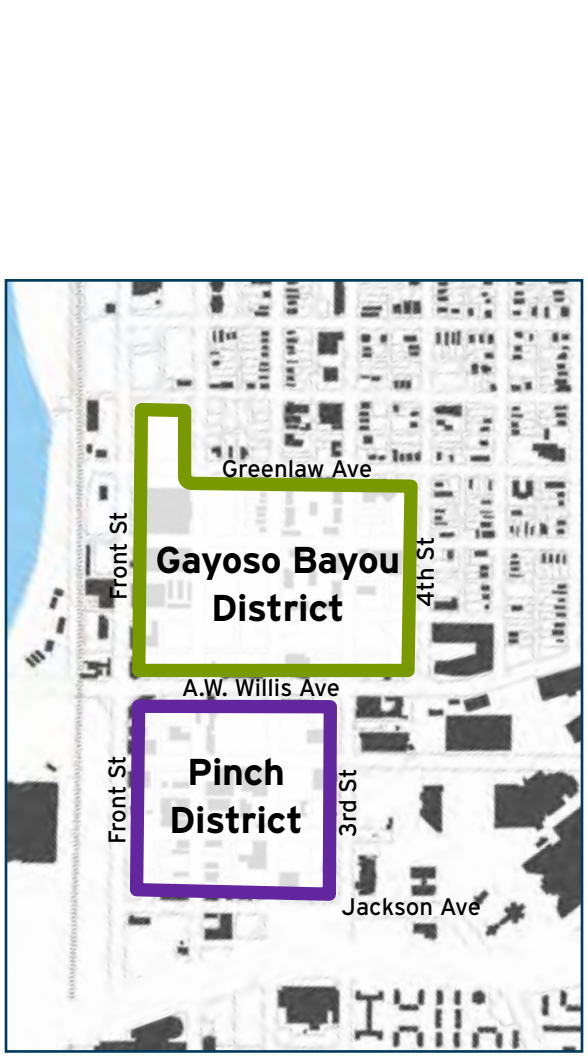
# Pinch and Gayoso Bayou District

The City of Memphis Pinch District Concept Study from November 30, 2016 establishes a goal to create a mixed-use urban district that preserves historic buildings (mainly on Main Street), reinforces connections, is walkable, and adds significant amounts of development (supported by structured parking).

The boundaries of that Concept Study are generally the St. Jude Campus to the east, Front Street to the West, I-40 to the South, and just beyond A.W. Willis to the north. The proposed vision for this study area is consistent with the goals of the Uptown Community plan. However, one key concern from residents is that the edge to the north does not address how this redevelopment will integrate, rather than turning its back on, the existing neighborhoods to the north.

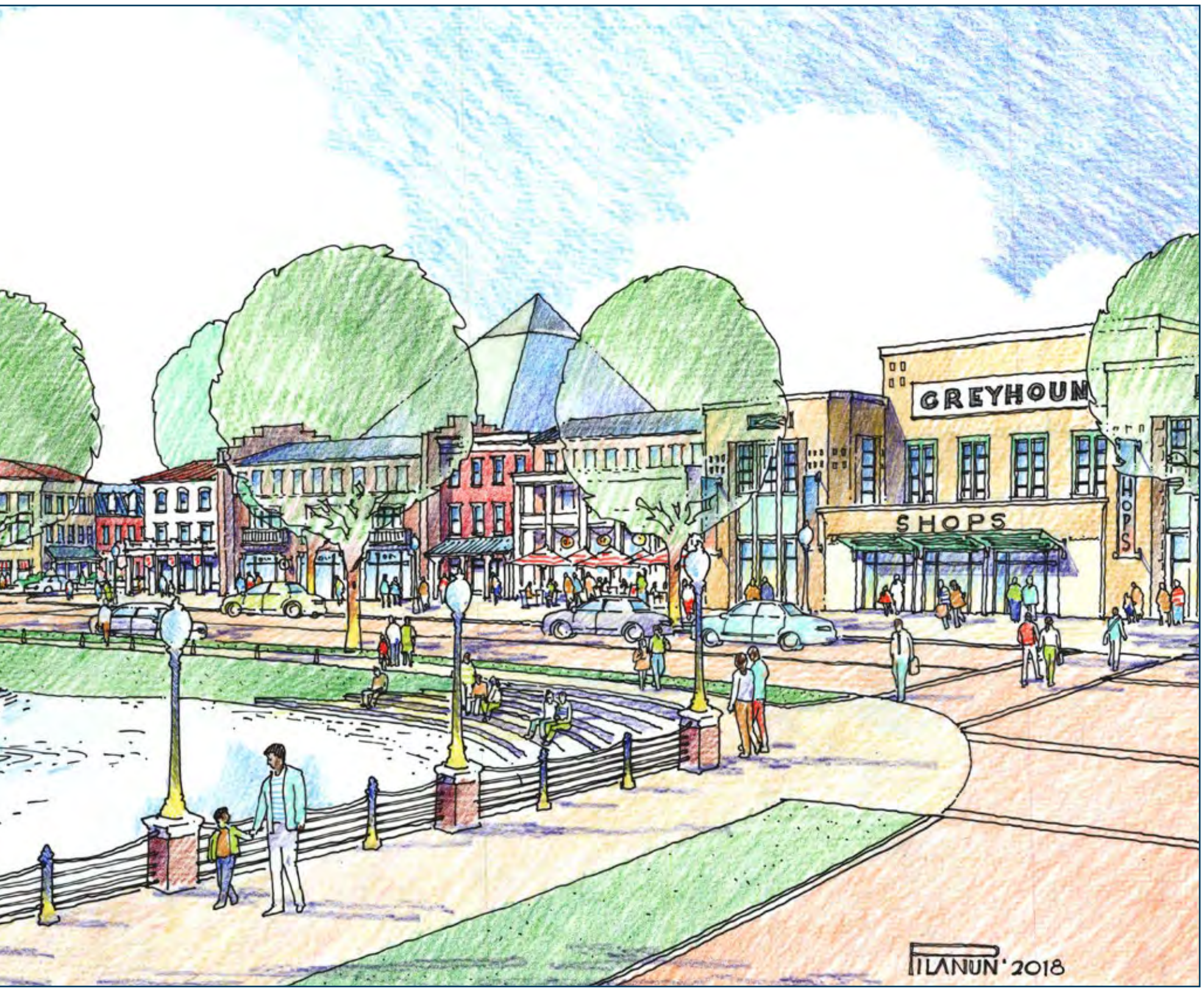
This area of transition is dominated by the Gayoso Bayou which is a multi-block storm water facility with chain link fencing. In its current configuration, this utilitarian facility prohibits an effective joining of the Pinch District with the remainder of the Uptown Community.

*GAYOSO BAYOU*




*KEY PLAN*

*PINCH DISTRICT CONCEPT STUDY, NOVEMBER 30, 2016*



*GAYOSO BAYOU/PINCH DISTRICT INTERFACE*

## North Pinch Vision

The vision for the area north of the Pinch District is to transform the storm water facility into an active park, integrate new residential uses, and facilitate adaptive reuse of existing buildings in order to provide a pedestrian activated environment that joins the Pinch District and the remainder of the Uptown Community. This is accomplished through the following recommendations.

## Recommendations

- Cities are coming to the realization that their storm water infrastructure can be turned into park spaces that are great activators for the community and that are economic development projects that promote additional development and increases in rents. Fourth Ward Park in Atlanta is an example of this. A design for the conversion of the Gayoso Bayou into a park, while retaining the functionality of the storm water system, should be undertaken,
- Medium density residential should be incorporated north of A.W. Willis along A.W. Willis, Main Street, and facing the Gayoso Bayou. Townhouses, live-work townhouses, or lofts with tuck-under parking are desirable in this area since they are a transition between high density and single-family and because they are a type that can accommodate parking within their own footprint on these constrained sites,
- The southern edge of the Gayoso Bayou between Main Street and 2nd Street should be reconfigured to allow for a row of townhouses facing onto a plaza and east-west pedestrian path. This will also allow for the fronts of homes to face the bayou, rather than the current service side of the gas station,
- The eastern edge of the Gayoso Bayou between Greenlaw Avenue and Mill Avenue should be designed to provide a hedge or similar element to screen the alley and parking to the east,
- The edge of the gas station facing Main Street blends with the sidewalk, the care area is flush with the sidewalk, and creates an uncomfortable and unsafe pedestrian environment. A low evergreen hedge or wall along the back of the sidewalk should be planted/ built along the gas station edge facing Main Street to improve the pedestrian environment and safety,
- In order to provide for pedestrian safety and integration between the areas north and south of A.W. Willis, the intersections of A.W. Willis with Front Street, Main Street, and 2nd Street should incorporate traffic calming through painted intersections and crosswalk, the intersections should be reviewed for other pedestrian improvements such as reduced curb return radii, and the intersection of A.W. Willis and Front Street should have the "free-rights" removed,
- Adaptive reuse of the Greyhound building should be supported,
- Colonial Park (two squares on each side of A.W. Willis) are park spaces originally platted as a part of the original Memphis city plan. Currently, these spaces are just grass and on the non-street sides are parking lots or backs of buildings. A concept design for these spaces has been developed previously. This design is certainly an improvement, but this plan suggests that a splash fountain might be better located at the proposed Gayoso Bayou Park. The crosswalks should be coordinated with the proposed intersection improvements. The unused rail line could be used to located rail cars with temporary or permanent uses such as a food "truck" or incubator office.

*HISTORIC FOURTH WARD PARK, ATLANTA, GEORGIA*

*UNION PLAZA, LINCOLN, NEBRASKA*

*SPLASH PAD*

*INTERSECTION PAINTING*

*BUILDING PRECEDENT*

*BUILDING PRECEDENT*

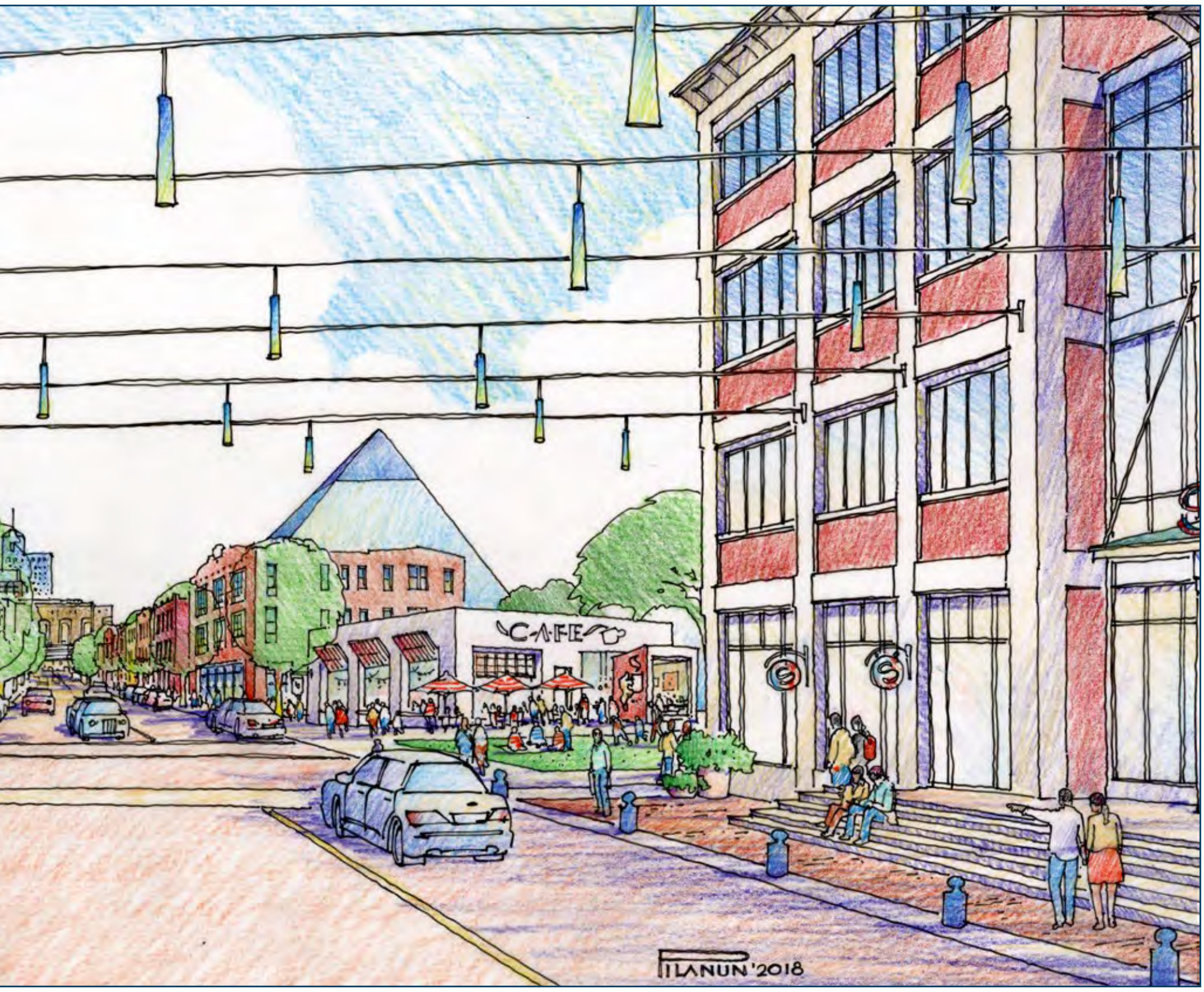
*PHASING DIAGRAM*

# Burkle Park

This area is located at the confluence of three major streets, 2nd Street, 3rd street, and Chelsea, as well as the proposed new roundabout, Slave Haven Museum, the Snuff Factory, and street access to the Wolf River Lagoon waterfront. This key location also currently has significant vacant parcels. In addition, several property owners have plans for adaptive reuse of former industrial buildings in this area. These factors present a significant opportunity to create a neighborhood anchor that can serve as a catalyst for revitalization. This anchor is primarily high, mid, and low density residential, but can also accommodate light industrial uses compatible with residential, such as a brewery and food services. In addition, the plan accommodates the continued functioning of the Lafarge facility with the opportunity to convert the use in the future.

*BURKLE PARK*

*CONCEPT PLAN*



*EXISTING CONDITIONS*

# Recommendations

## Roundabout and 2nd Street and 3rd Street Improvements

TDOT is finalizing the environmental review process for a new roundabout at the intersection of 2nd Street, 3rd Street, and Henry Avenue, a widened 2nd Street with a median north of the roundabout, and improvements to 2nd Street and 3rd Street south of the roundabout that adds bike lanes. Past experience has shown that major transportation projects can have detrimental effects on neighborhoods if the design is not carefully considered. As this project moves to the next phase (design) a dialogue should be opened prior to design beginning that addresses the following:

- Integrate Henry Avenue and 3rd Street at the north east corner of the roundabout in order to retain street connectivity and not isolate this area of the neighborhood,
- Phase 1 is planned to extend from the south to the roundabout. Phase 1 should extend 1-block north of the roundabout in order to leverage investment and to resolve street intersections,
- Hickory Avenue west of 2nd Street should be relocated slightly north to align with Sunflower Street where it will create an intersection with a median break and facilitate neighborhood connections and an interconnected street network,
- The center of the roundabout should be designed as a significant neighborhood marker reflective of the community identity and history. This could be a significant statue to a local historic figure. Minimize the radius to reduce takings by eminent domain.

## Burkle Park

Create a new park extending from the roundabout to Chelsea between 2nd and 3rd Streets. This achieves the following:

- Creates a gateway and creates a strong neighborhood identity,
- Adds open space/recreational space,
- Makes a more legible neighborhood by highlighting the key entries to Chelsea and to Henry which leads to Front Street
- Brings the Slave Haven Museum to greater prominence,
- Creates an anchor for new residential.

## Housing

- Support conversion of industrial buildings such as the Snuff Factory into residential,
- Support higher density residential west of 2nd Street,
- Support medium density, such as townhouses, as a transition to the single-family homes to the east,
- Acquire properties in this area to facilitate a larger scale revitalization and consider issuing an RFP after site control is attained,
- Promote an architectural character that is consistent with the best historic architecture of the area,

***OPEN SPACE***

***BUILDING TYPE PRECEDENTS***

***BUILDING TYPE PRECEDENTS***

***ROUNDABOUT***

## Industrial Uses

- Permit and support existing and new small scale industrial uses (these provide employment opportunities) – Retail is not a likely use in the short to medium term.

## Waterfront Access

- Acquire property for waterfront trail,
- Acquire property for public access right of way at proposed street.

## Plazas

- Support the creation of an urban open space at the terminus of Keel Avenue where a pedestrian underpass to the rail line exists,
- Acquire a portion of the Lafarge NA facility at 48 Henry Avenue to create the first phase of a future open space (while still accommodating continued operation of this construction materials production facility).

***SLAVE HAVEN MUSEUM***

***PUBLIC PLAZA***

***UPTOWN WEST MASTER PLAN***

# Washington Park

This area exists at the interface between single-family residential and the industrial uses to the north and west. The dominant element is the 9-acre Washington Park comprised of a basketball court, picnic shelter, tot-lot, walking path, lawn, and parking. This park is popular for picnicking and grilling. It feels remote since it is at the edge of residential development, has vacant industrial on one side, a storm water pond and industrial on a second side, backs of single-family home lots on a third side, and Bunge grain elevator across the street on the fourth side. There are several vacant parcels to the east and south. The recent Oasis of Hope and Uptown Manor Senior Developments are about 1-block away. One person recently acquired 16 parcels to re-subdivide and build homes. Interest has been expressed by one person to open a destination west of 2nd Street. While this area currently feels remote, the proposed redevelopment along the Wolf River Lagoon is projected to extend into the area West of 2nd Street in the long term.

## Recommendations

- Park should be reconfigured to allow homes to front the park and provide for natural monitoring of space. Requires:
  - Acquisition of vacant property to the east for park extension and new home sites,
  - A new street and house lots along southern edge (park land is used here and added to east) to change from rear of lots to fronts of homes allowing natural monitoring of space,
- Extension of Waterworks Avenue to connect to a Front Street extension is consistent with the Uptown Community West Master Plan. Extension of Waterworks Avenue up to where it would meet Front Street should be supported,
- The acquisition of the rail right-of-way should be supported for a future road extension and recreational path,
- See "Recommendations – Existing Open Spaces" for specific recommendations for the park,
- Leverage funding from CRA to obtain funding sources for areas outside of TIF boundary but adjacent to Washington Park.

*HOUSING PRECEDENT*

*HOUSING PRECEDENT*

*PROVIDE ADDITIONAL GRILLING AND GATHERING FACILITIES*

# Chelsea Neighborhood Center

This area is located at the intersection of Chelsea and Thomas and is comprised of a small "main street" fragment at one corner of the intersection with two gas stations and a Family Dollar at the other corners. This is a convenient location for the neighborhoods to the north and south of this area, but vacant parcels (especially to the west) are reflective of the limited demand for retail.

## Recommendations

- The areas extending from the intersection (particularly the vacant parcels and buildings) should be promoted as higher density residential transitioning to single-family homes,
- Façade improvements should be supported for existing commercial buildings to retain existing successful businesses,
- The intersection should incorporate pedestrian improvements,
- Sidewalks should be improved,
- Infill single-family to the north and south of Chelsea should be supported,
- Single-family façade improvements should be supported to the north and south of Chelsea,
- Preserve Old Brick Church (Third Presbyterian), 299 Chelsea Ave.

*INTERSECTION TREATMENT*

*HOUSING PRECEDENT*

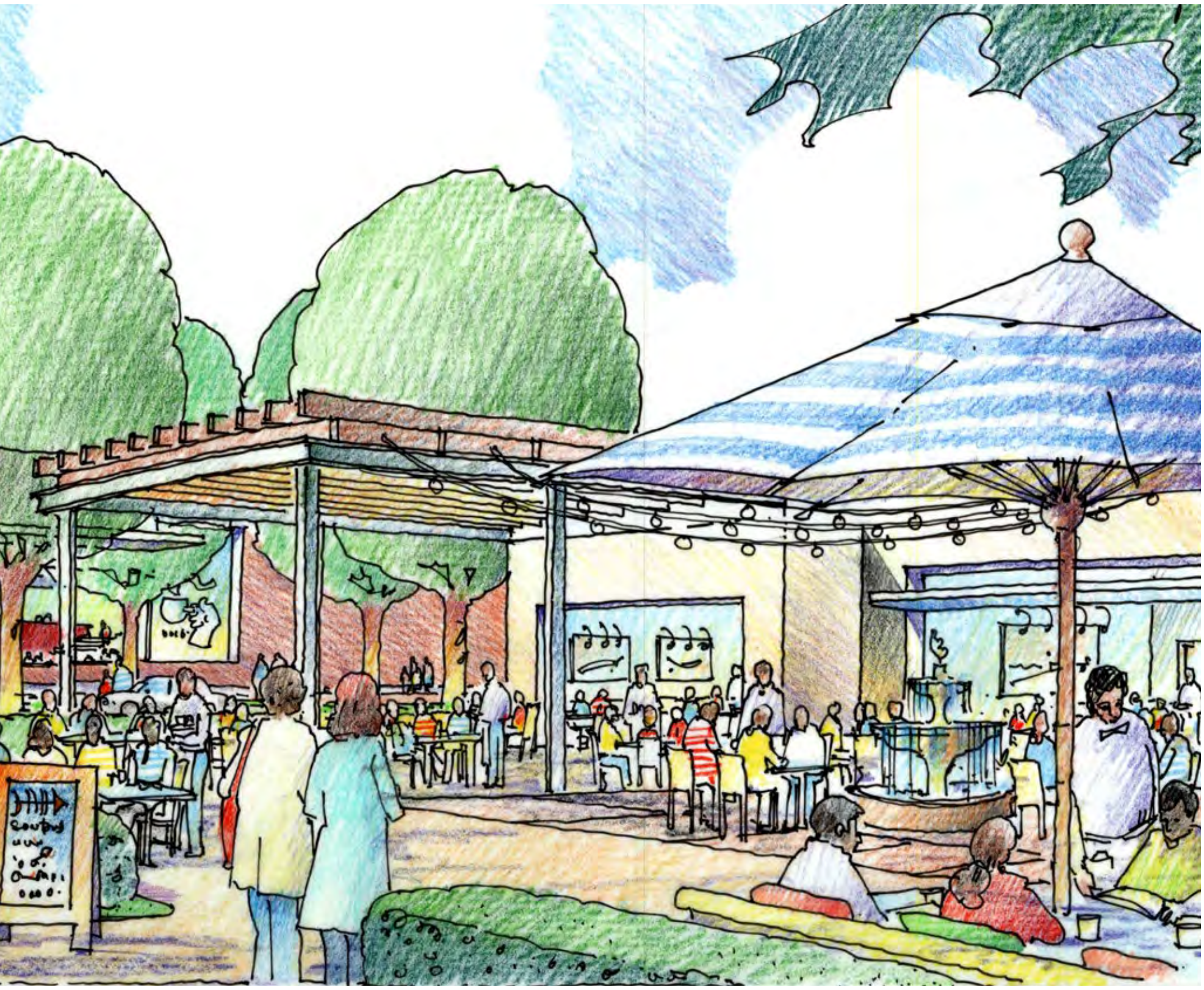
# Manassas Market

The Manassas Market area bounded by Jackson Avenue to the north, A.W. Willis to the south, Seventh Street to the west, and mid-way to Manassas Street to the east was originally envisioned as a retail center. Even though a bank located in the area, limited market demand means that parcels and buildings have remained vacant. Multiple land owners and legal encumbrances also complicate a cohesive development. A grocery store (Kroger then Chism Market) was previously located here, but has sat vacant for many years. This area is currently a food desert and residents desire to have a grocery within the community. While the desire is to have a national chain with a larger selection of foods (50,000-55,000 SF), it is typical that a community with the current population density and economic demographics can support a smaller chain grocery (approximately up to 35,000 SF). Even the smaller grocer may require significant subsidy (see the Retail & Service Section for a discussion of economic feasibility). A pharmacy is also desired and, given the adjacency to St. Jude Hospital, would provide for beneficial co-location.

Retail is one of the most difficult land uses and must respond to both larger market economics and specific tenant economics. A discussion of retail and service is found in the Retail and Services section and describes the market reality for the Uptown Community.

Although the area is located along major transportation routes, the narrow dimensions north-to-south limit the possible configurations and the ability to create a fully walkable area. The attached three concept plans illustrate potential development scenarios:

*CONCEPT SITE PLAN: SCENARIO 1*

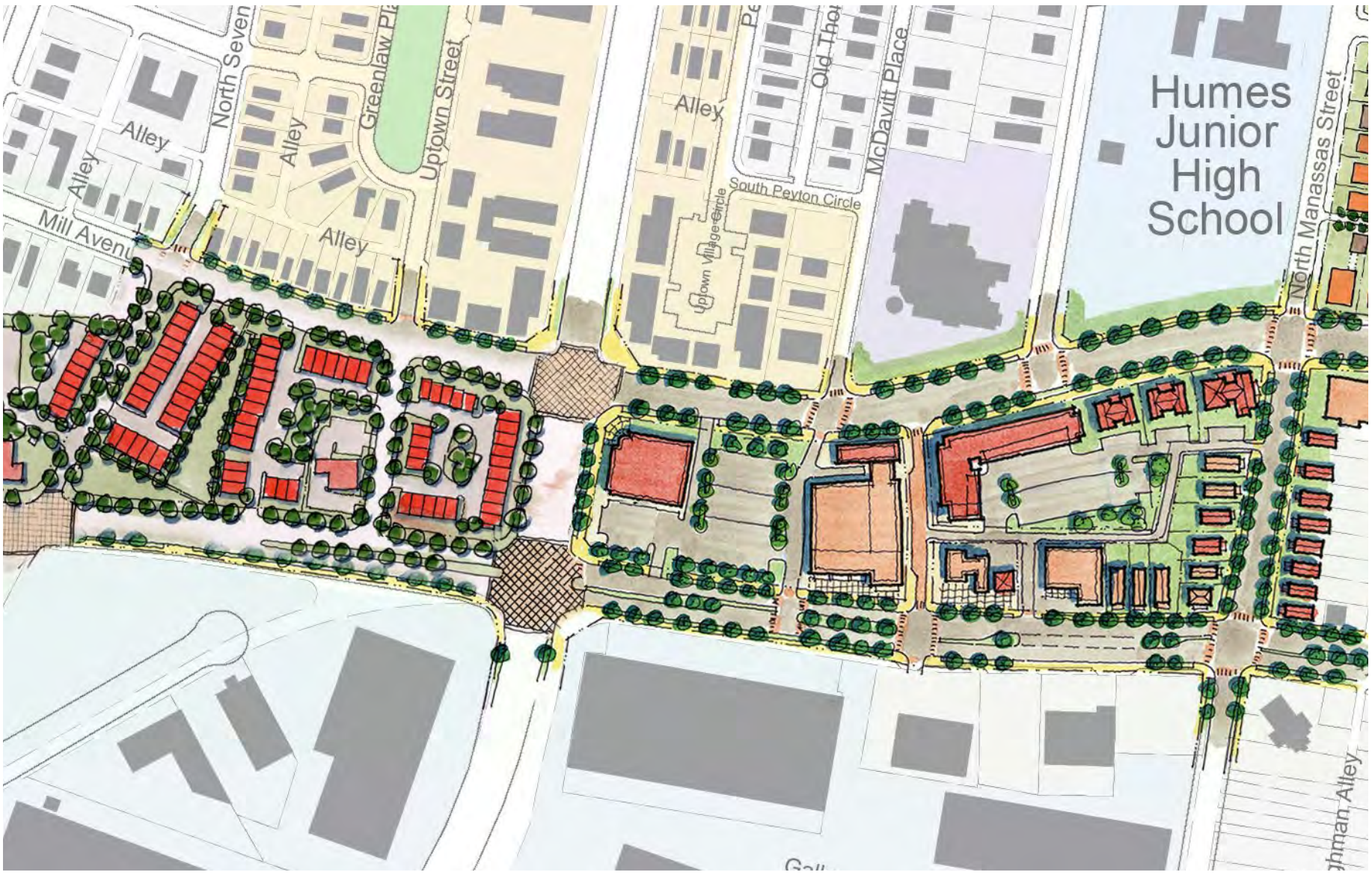


## Scenario 1

This scenario assumes a 50,000 SF grocery and a pharmacy with drive-thru and illustrates what would be needed to accommodate this size. Because of the large footprint and amount of required parking, the grocery is located to the east and requires additional property acquisition and exposing the parking to the street to the north. Given the low demand for retail in the area and the Pinch District Master Plan's proposed retail, limited additional retail is proposed.

It is recommended that the majority of the land be dedicated to residential. These homes would be convenient for hospital employees. Given the dimensional constraints of the site, it is proposed that a building type that "parks itself" rather than having exposed surface parking facing the streets would create an urban walkable area that is consistent with the Uptown Community vision and the existing design guidelines for the area west of the grocery. The residential type shown is a townhouse with garage parking on the ground floor. This unit type would also have a roof terrace for outdoor living space. This unit type could be a for-sale product or a rental product.

*CONCEPT SITE PLAN: SCENARIO 2*




*CONCEPT SITE PLAN: SCENARIO 3*

## Scenario 2

This scenario assumes a 30,000 SF grocery and a drive-thru pharmacy. Since the building footprint is smaller and the amount of required parking is less, this scenario does not require acquisition of as many properties to the east. However, property acquisition extending to Manassas Street would allow for a more cohesive development opportunity that could attract a larger developer. The parking demands require exposing parking to the streets, but locates the pharmacy at a key corner. This scenario assumes that updating the existing grocery building would be more expensive and less desirable to a potential grocer so demolishes the existing building and builds a new building.

The same as Scenario 1, it is recommended that the majority of the land be dedicated to residential. These homes would be convenient for hospital employees. Given the dimensional constraints of the site, it is proposed that a building type that "parks itself" rather than having exposed surface parking facing the streets would create an urban walkable area that is consistent with the Uptown Community vision and the existing design guidelines for the area west of the grocery. The residential type shown is a townhouse with garage parking on the ground floor. This unit type would also have a roof terrace for outdoor living space. This unit type could be a for-sale product or a rental product.

## Scenario 3

This scenario assumes that a traditional chain grocery store is not attained, so seeks a non-traditional small format grocer to occupy all or a portion of the existing building. This scenario can also accommodate a pharmacy at the corner of Danny Thomas Blvd and A.W. Willis. This scenario proposes acquiring the vacant parcels to the east to develop a small multi-family building. However, additional property acquisition extending to Manassas Street would allow for a more cohesive development opportunity that seeks to transform the area. The parking demands require exposing parking to the streets, but locates the pharmacy at a key corner.

The same as Scenario 1, it is recommended that the majority of the land to the west of Danny Thomas be dedicated to residential. These homes would be convenient for hospital employees. Given the dimensional constraints of the site, it is proposed that a building type that "parks itself" rather than having exposed surface parking facing the streets would create an urban walkable area that is consistent with the Uptown Community vision and the existing design guidelines for the area west of the grocery. The residential type shown is a townhouse with garage parking on the ground floor. This unit type would also have a roof terrace for outdoor living space. This unit type could be a for-sale product or a rental product.

## Recommendations

- Consolidate properties or enter into an agreement to develop properties as a whole for St. Jude, CRA, and City properties,
- Obtain Letters-of-Intent (LOIs) from property-owners to the east to facilitate acquisition of additional land for redevelopment,
- Develop and issue a developer RFP for the entirety of the area that is consistent with the vision and Uptown Design Guidelines,
- Develop detailed study to add medians and improve streetscape along A.W. Willis, to coincide with anticipated sewer work by St. Jude along A.W. Willis,
- Add intersection painting/artwork to create safer pedestrian crossings, community identity, and traffic calming to A.W. Willis and Jackson,
- Add time controlled on-street parking along A.W. Willis.

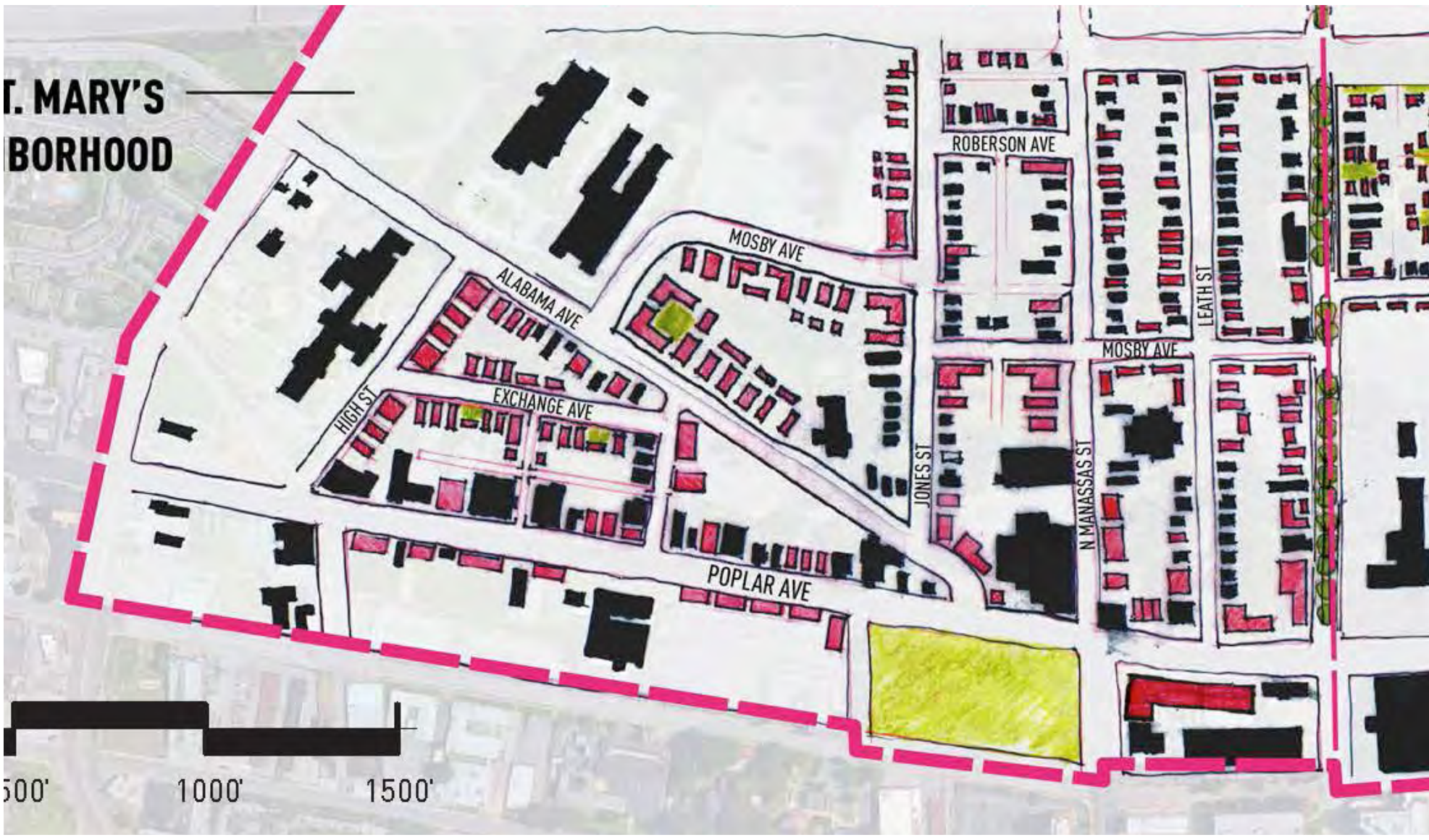
# Morris Park Neighborhood Concept Plan

This area lies along the southern edge of the Uptown Planning Area, intersecting with the northern edge of the Victorian Village historic district. North of the park are significant religious institutions, including St. Mary's Episcopal Cathedral and Lake Grove Missionary Baptist Church. In addition, there are a number of commercial establishments and health-related institutional facilities located along Poplar Ave, but north of Poplar Ave, one finds a mostly low-density residential neighborhood bordered by I-40 on its northern edge. On the eastern edge is Legends Park, an affordable-housing neighborhood currently under construction, with a substantial number of completed and occupied units. In the district itself, a large number of lots are vacant. Many existing housing structures appear occupied, with exterior conditions ranging between fair and poor.

Morris Park lies at the center of this area and is approximately 4.8 acres in size. This is a sizable park for an urban setting, so has significant potential depending upon the programing and design of the park. Currently, there is significant crime both in and surrounding the park, including crime related deaths. There is also significant use of the existing basketball courts. A plan has been developed by the city to make the park ADA compliant and to repair existing facilities. While this would address deferred maintenance, it would do little to address the crime issues that are key to the revitalization of this area. The application of CPTED principles (discussed elsewhere in this document) would help to address the crime issues in this area. Key to this strategy is providing "eyes on the park." This includes both providing buildings (with windows and active uses on the ground floors), rather than parking lots, to face the park on all edges, as well as providing active programming (managed events and even commercial uses such as a coffee shop or food trucks).

## Recommendations

- Study opportunities to improve commercial and retail prospects along Poplar Ave through lot infill and renovating existing establishments,
- Promote programs to preserve and improve the character and appearance of the existing neighborhood,
- Promote additional exterior façade improvement grants for existing residential units in poor condition,
- Promote improvements to existing street and sidewalk conditions as detailed in the Transportation Section,
- Support implementation of the April 2017 North Medical District Charrette plan and subsequent plans for this area,
- Support the creation of neighborhood names for the areas north of Route 40 and South of Route 40,
- Improve conditions at Morris Park by supporting efforts that:
  - Promote infill or redevelopment of the parcels (including parking lots) at the perimeter of the park to incorporate buildings that have fronts facing the park with windows and active ground floor uses to provide natural monitoring of the space
  - Support a redesign of the park that implements the current best park planning practices
  - Provide a more significant and engaging section of the park for children
  - Incorporate a food element into the park that will draw adjacent employees and community residents
  - Provide a greater diversity of activities in the park to draw a larger demographic that is representative of the residents and visitors to the area
  - Create an entity that actively manages the park and provides activities and programs for both local and regional residents
  - Support a study for the reconfiguration of the intersection of Alabama Avenue and Poplar that could permit development that better addresses CPETD principles and improves pedestrian safety
  - Support creation of a detailed plan for this area that also includes a parking strategy that permits redevelopment along the perimeter of the park.




*APRIL 2017 NORTH MEDICAL DISTRICT CHARRETTE PLAN*

*PROPOSED PLAN FOR MORRIS PARK, CITY OF MEMPHIS*

*HOUSING PRECEDENTS*

# Smokey City Civic Center Concept Plan

This neighborhood node is located at the furthest northeast corner of the Uptown Planning Area, focused on the Guthrie Elementary School and surrounding neighborhoods. The area serves as a portal for the Planning Area, so its appearance affects perceptions when approaching the area from the north and east along Chelsea Avenue. The uses on Chelsea Avenue are a mix of residential, commercial, and civic/religious. The dominate institution in this node is the Memphis Scholars Caldwell-Guthrie Elementary School, a public charter school. On the northeast corner of the school block is Guthrie Park, a City facility, but its appearance has no distinct identity separate from the school yard. Immediately west of the school is the Dave Wells Community Center, which provides a number of recreational and educational services for the neighborhood. The occupancy of the retail buildings on the north side of Chelsea Ave varies, with the buildings between Pearce and Ayers Streets appearing currently unoccupied and dilapidated. A large vacant lot (approx. 3+ ac.) on the south side of Chelsea, across Ayers Street from the community center is currently for sale and under study by the Klondike-Smokey City CDC as the possible site for a future senior living facility.

## Recommendations

- Promote improvements to Guthrie Park to give it a separate civic identity, but designed especially for children,
- Study opportunities to improve the prospects, occupancy, and appearance of commercial establishments along Chelsea Ave,
- Promote residential infill on vacant lots along Chelsea and surrounding streets within the Planning Area,
- Support the Klondike-Smokey City CDC in their efforts to study the feasibility of a senior living facility in the neighborhood
- Support alleyway trail improvements (see p. 68),
- Address crime concerns holistically,
- Utilize single-family home rehab grants extensively,
- Building character, form, and placement should follow the Uptown Memphis Zoning Regulations and Design Principles that define appropriate commercial and residential building types and form - Zoning should be updated to correlate with the Uptown Community Plan,
- Utilize safe routes to school and CPTED principles to increase safety and walkability, particularly for students.

*PARK*

*PAINTED INTERSECTION*

*SINGLE-FAMILY HOUSING*

*MULTIFAMILY HOUSING*

*STATUE IN PARK*

# Smokey City Market

This area is located at the eastern-most side of the Community along Jackson close to Highway 240. This area is comprised of a small grocer, Smoky City Bar-B-Que, Family Dollar, car repair, and other neighborhood serving commercial uses. However, there are many vacant lots and vacant buildings in this area. This is a convenient location for the neighborhoods to the north and south of this area, but vacant parcels are reflective of the limited demand for retail.

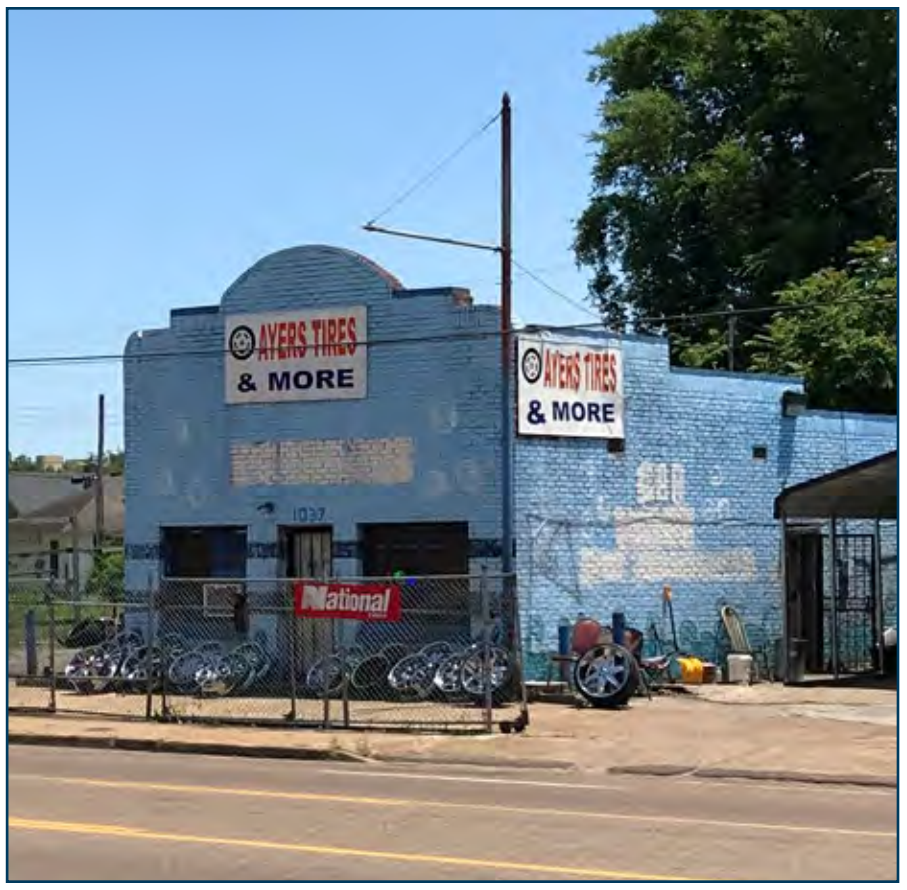
## Recommendations

- The area should define an anchor/node of more intense development, rather than a commercial corridor,
- The area west of Ayers should be promoted as residential,
- The vacant parcels within the anchor should be promoted as mid to high-density residential,
- Façade and parking lot improvements should be supported for existing commercial buildings,
- The intersections with Jackson at Ayers, Hastings, and Decatur, should incorporate pedestrian intersection improvements,
- Sidewalks repairs and improvements should be made (including the reconfiguration of the west sidewalk of Decatur south of Jackson where a tree lawn should be provided and a hedge along the existing parking lot,
- Infill single-family to the north and south of Jackson should be supported,
- Single-family façade improvements should be supported to the north and south of Jackson,
- Façade improvements should also be targeted along North Parkway
- Support Klondike/Smokey City CDC in the development of a detailed plan for this area.

*CONCEPT PLAN*

*EXISTING RESTAURANT*

*EXISTING GROCER*




*EXISTING RETAIL*

# Carnes

The Carnes Elementary School closed in 2017 due to significant repairs that need to be made and low enrollment. There is a center portion of the school that is newer than the adjacent wings. Along Ayers Street at the intersection with Highway 40 is an existing outdoor pool (Tom Lee Pool) with its own pool building that is still in operation.

A large vacant building would be detrimental to the neighborhood and it is important to the community to determine the best use for this facility whether that be a tear-down or an adaptive re-use. Initial (but not extensive) community input recommends adaptive re-use. Potential uses include civic uses such as community services, community center, etc. Other potential uses include residences or medical/medical office or senior residences. It is recommended that conversations start with the school system and that a public engagement process be initiated to elicit community and stakeholder ideas, needs, and desires.

Also located here is the former Collins Chapel Connectional Hospital founded in 1910 to serve the African-American community during racial segregation. It was closed in 1980. Recently, the CME National Church has established a vision for the re-opening of the facility as the Collins Chapel Health and Rehabilitation Center. A Certificate of Need from the Tennessee Health Services and Development Agency for a Medicare Skilled Nursing Facility has been issued. This facility will address the needs of the community and includes a 28-bed facility for long term care, occupational and rehab services, preventative care for chronic diseases, and medical training for African-Americans. The CME church is currently continuing fundraising efforts and approaching medical operators in order to open the facility.

Depending upon the determined uses for the former Carnes Elementary School and the successful opening of the Collins Chapel Health and Rehabilitation Center, this area has the potential to function as an anchor in the Uptown Community.

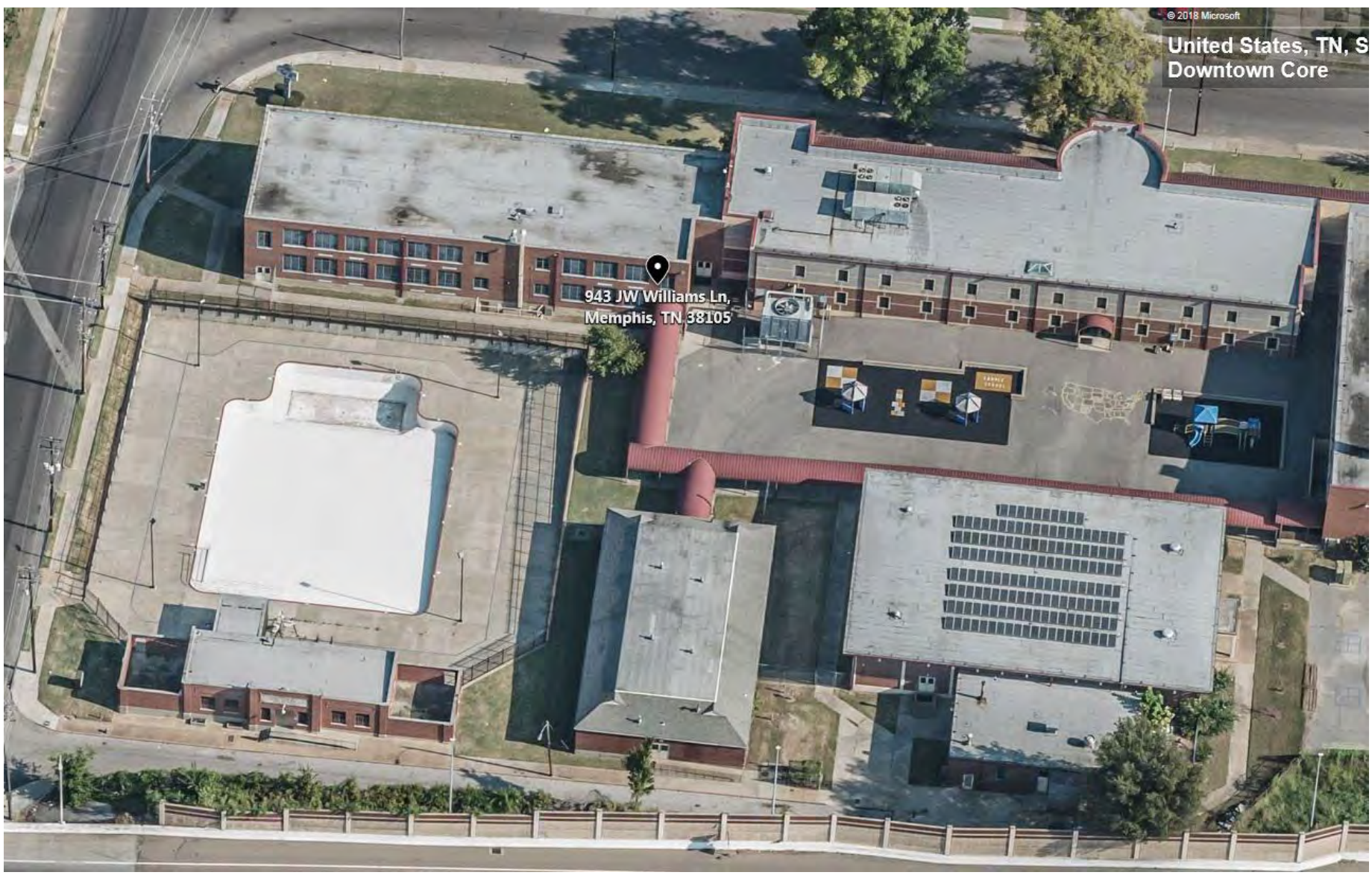
## Recommendations

- Support a process to determine the future use of the former Carnes Elementary School and facilitate the transition of the former Carnes Elementary School,
- Continue to operate the Tom Lee Pool,
- Promote a mix of housing types,
- Preserve single-family homes along and north of Galloway east of Ayers,
- Strengthen connections to the area south of Route 40 through improved streetscapes, lighting and art under Route 40,
- Support façade improvements for existing home,
- Support addition of new green/park space,
- Support the opening of the Collins Chapel Health and Rehabilitation Center.

*NEWER WING OF THE CARNES SCHOOL*

*COLLINS CHAPEL HOSPITAL*

*OLDER WING OF THE CARNES SCHOOL*




*AERIAL VIEW FROM SOUTH*

# HOUSING

## Existing Conditions

The Uptown Community housing stock has historically been primarily single-family homes with some duplex homes (side-by-side). Most of the housing stock is pre-World War II. Since WWII small multi-family buildings from 4-6 units have been built as infill. Some infill single-family homes (primarily in Uptown proper) have been built in the past couple of decades. There were four public housing sites within the Uptown Community, but two have been redeveloped as mixed-income communities under the Hope VI program.

A significant number of single-family homes are in poor condition and need repairs. A significant number of the multi-family properties are poorly maintained and also need repairs. A conditions assessment (Map H-1) and a vacant buildings/parcels (Map H-2) is found on the following pages.

## Prior and Existing Programs

### The Uptown Memphis Existing Structure Rehab Program

The Uptown Memphis Existing Structure Rehab Program was used to improve historic rehab properties, commercial properties, and to create new public housing and market rate homes.

### The Uptown Single Family Rehabilitation Program

The Uptown Single-family Rehabilitation Program grants up to $30,000 per single-family home to prevent further decline and deterioration and can be applied to minor or moderate repairs (roof, electrical, plumbing, siding, painting, windows, etc.). Applicants must be the owners of the property. The CRA recently took applications and that round has closed. Additional rounds will be opened in the future.

### Land Bank Properties

The CRA and other agencies own and can acquire properties (Map H-3).

### Recommendations

Recommendations follow:

- Multiple rounds of Single Family Rehabilitation Grants should be undertaken,
- There are many homes in the community that need significant rehabilitation. For a potential home purchaser, this can be a significant up-front expense. In order to make the purchase of these homes more financially feasible, it is recommended that CRA funds be made available under a program that provides for façade improvement funds to home purchasers at the time of purchase so that improvements can be made prior to move-in. This approach would make the purchase of existing homes more attractive to potential residents,
- Properties should be acquired:
  - Individual vacant homes and properties should be acquired to facilitate infill housing by making them available to individuals or developers,
  - Difficulty in acquiring property of larger areas can be an impediment to larger redevelopment efforts. Targeted groups of properties should be acquired to create contiguous areas that are more attractive to individual homeowner purchases, can attract larger investments, can attract larger developers who can build more homes, and can make programs such as Live Local (St. Jude employees) more attractive,
  - Complications with titles can be an impediment to rehab and redevelopment. Friendly condemnations should be used to provide a clean title that will attract investors or purchasers,
- A commercial property rehab program (grants) should be implemented,
- A multi-family rehab program (grants) should be implemented,
- Preservation of single-family homes should be supported,
- Locating multi-family only within the anchors and along the Wolf River Lagoon should be supported,
- An increase of market-rate housing should be supported through property acquisition/disposition and infrastructure investments,
- Intermediate housing types (ex. townhouses and stacked townhouses) should be supported in the community anchors and as transitions between anchors and single-family homes,
- Work together with Housing and Community Development Department to leverage their Down Payment Assistance Programs and other programs (use multiple programs to facilitate rehab of homes)
- Reinitiate the following programs:
  - Commercial Facade Grants,
  - Historic rehab grants,
  - Affordable housing and home-ownership programs.

## Preserving Housing Affordability

When communities are broadly successful in community revitalization there is the potential to see significant increases in residential sales prices and rents over the long term. On the one hand, homeowners can see their significant investment in their home resulting in increased household wealth. On the other hand, new residents and renters can see greater housing burdens resulting from higher prices, and can even be priced out of a neighborhood. A fear of this is often expressed within communities who seek to become a community of choice. The reality, however, is that the most rapid and extreme price increases usually only occur in the hottest national markets. As an example, Harbor Town and Mud Island have developed, but price increases in the remainder of the existing Uptown Community have not been extensive. At this time, the Uptown Community would benefit significantly from an increase in market-rate homes. This does not mean, however, that long-term strategies to provide and preserve housing affordability, as well as improved quality, can, or should, be ignored. In fact, the Uptown Community should be proactive in promoting and supporting policies that preserve housing affordability.

### Recommendations

- The Uptown Community is primarily single-family homes, and larger developers often want to develop larger multi-family buildings. This results in communities that serve the extreme ends of the spectrum in terms of price and in terms of lifestyle. This result has come to be called the "missing middle" – Communities that are missing mid-level prices and missing housing types for those that have different needs or desires than a single-family home with a large yard or an apartment. The CRA should support and promote "missing middle" types such as townhomes, carriage houses (alley homes), duplexes, bungalow courts, and other similar housing types,
- Assist in establishing CDCs (Community Development Corporations) which are focused on revitalization and affordable housing, among other goals,
- Capacity building through supporting and promoting the education and assistance of local small developers,
- Supporting land trusts whose goal is typically to facilitate affordable housing by owning land, leasing it, and maintaining it for affordable housing in perpetuity,
- Promoting market rate projects that have a percentage of affordable and work-force housing units,
- Reducing development costs through property acquisition and consolidation, providing "clean title", and rehabilitating physical infrastructure.

## Property Acquisition

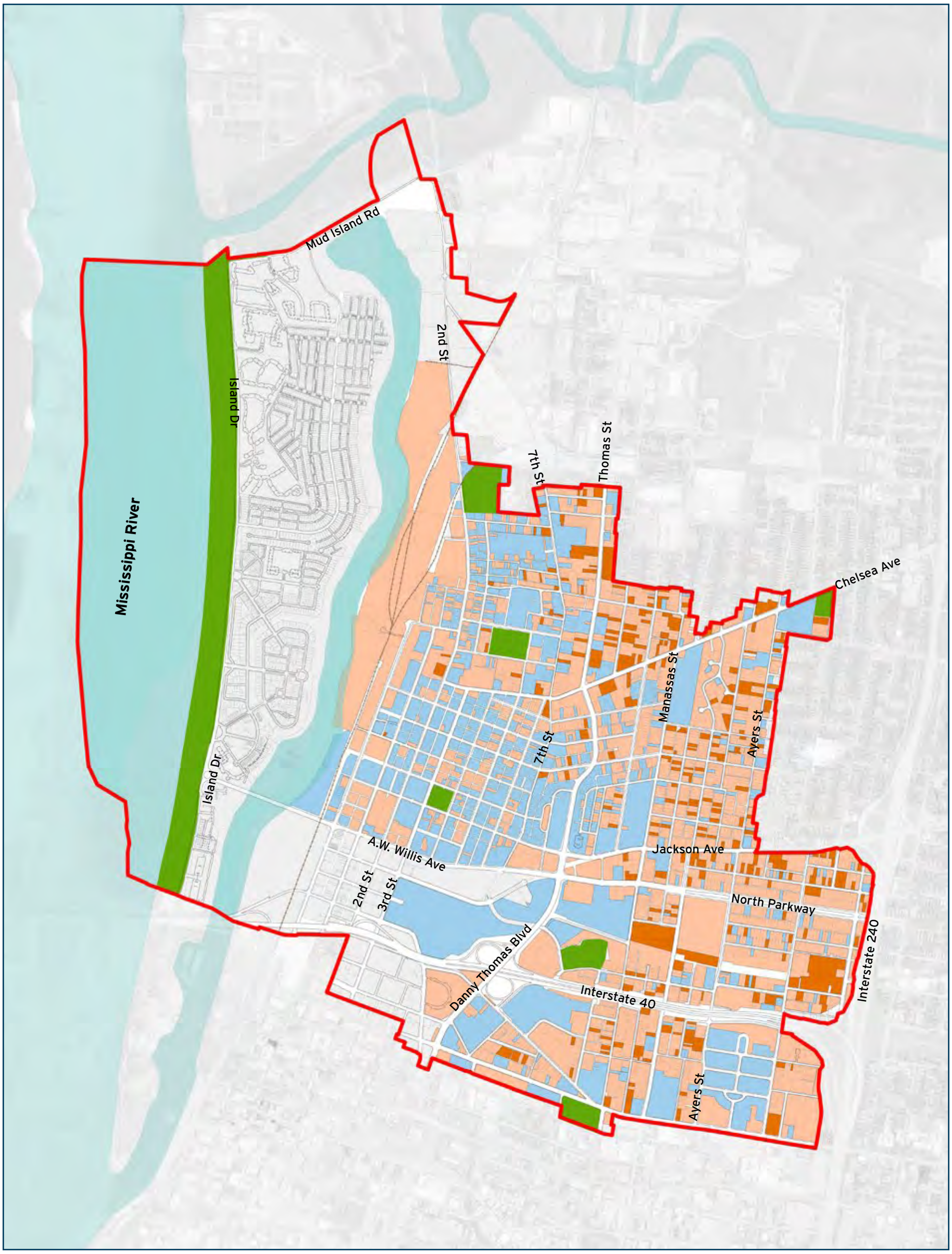
Site control and consolidation are critical elements to facilitate and make implementation possible. Since this is

something that can take a significant amount of time, acquisition should be focused on both short term and long term needs. It is important to highlight that the acquisition process should not displace owners. The diagram (Map H-4) is a high level analysis of properties that should be acquired, as well as properties currently in the land bank.  A more detailed analysis should be undertaken  and the property acquisition map should be reviewed and updated periodically by the Uptown Advisory Committee and the CRA Advisory Board to reflect changes resulting from current owner plans, implemented revitalization efforts, changes in market conditions, detailed area plans/master plans/street designs, etc.).

*EXISTING VACANT HOME*

*INFILL TOWNHOME PRECEDENT*

*MULTIFAMILY HOUSING PRECEDENT*

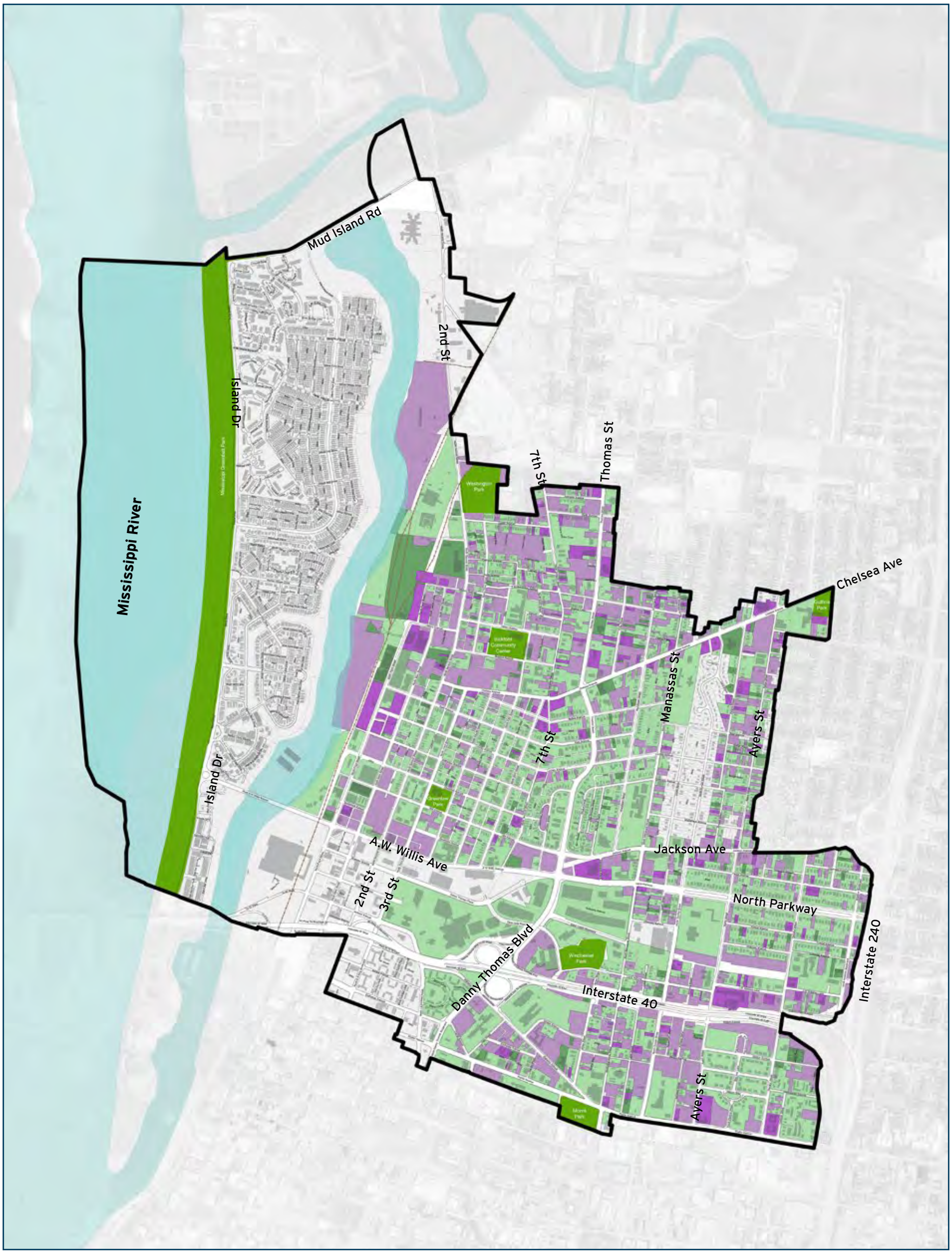



*H-1: CONDITIONS ASSESSMENT MAP*

*Source: Adapted from Uptown TIF Property Survey, NPI Inc.*

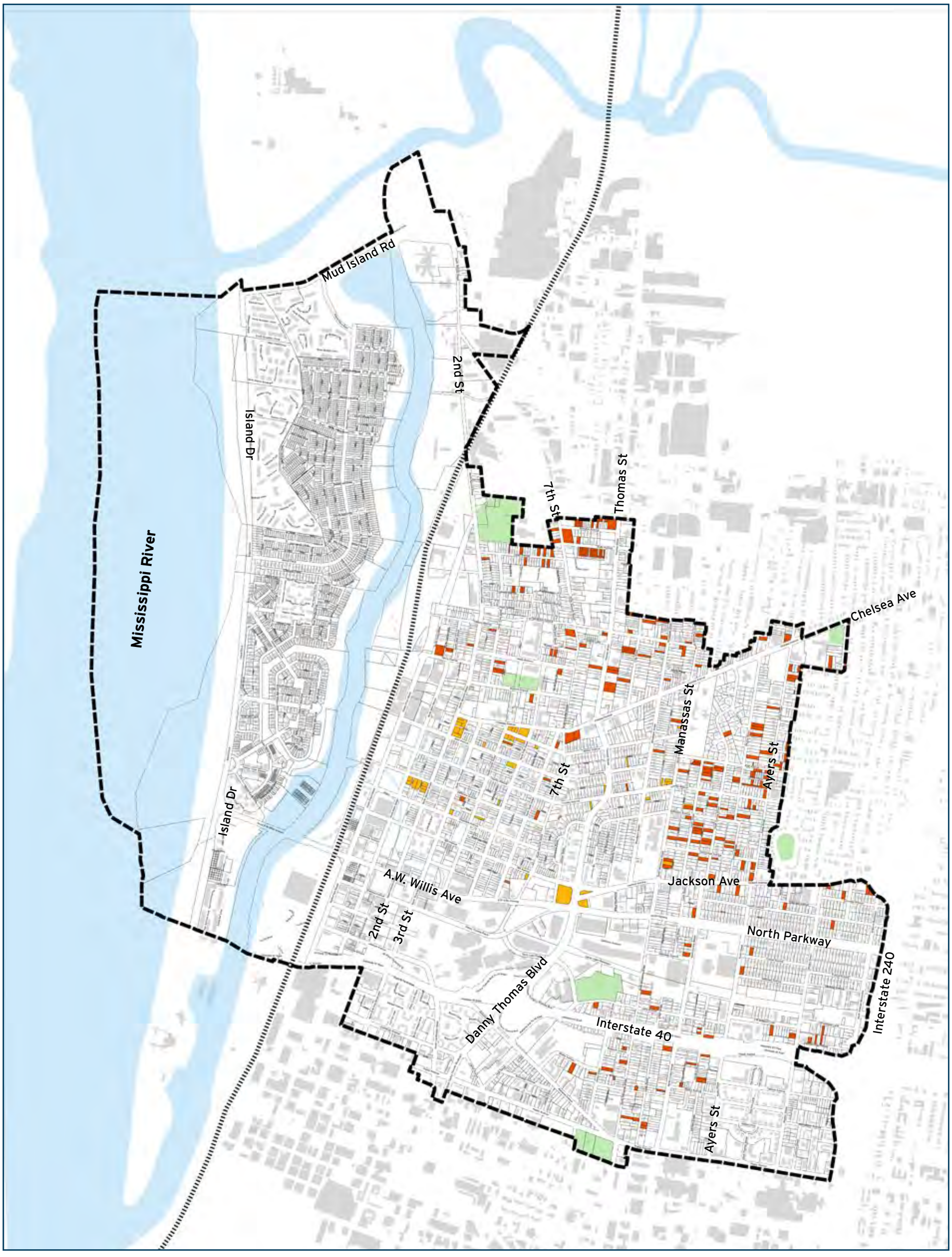
**LEGEND**

- Noticeable Evidence of VAD
- Minor Evidence of VAD
- Minor Evidence of VAD




*H-2: VACANCY/OCCUPANCY MAP*

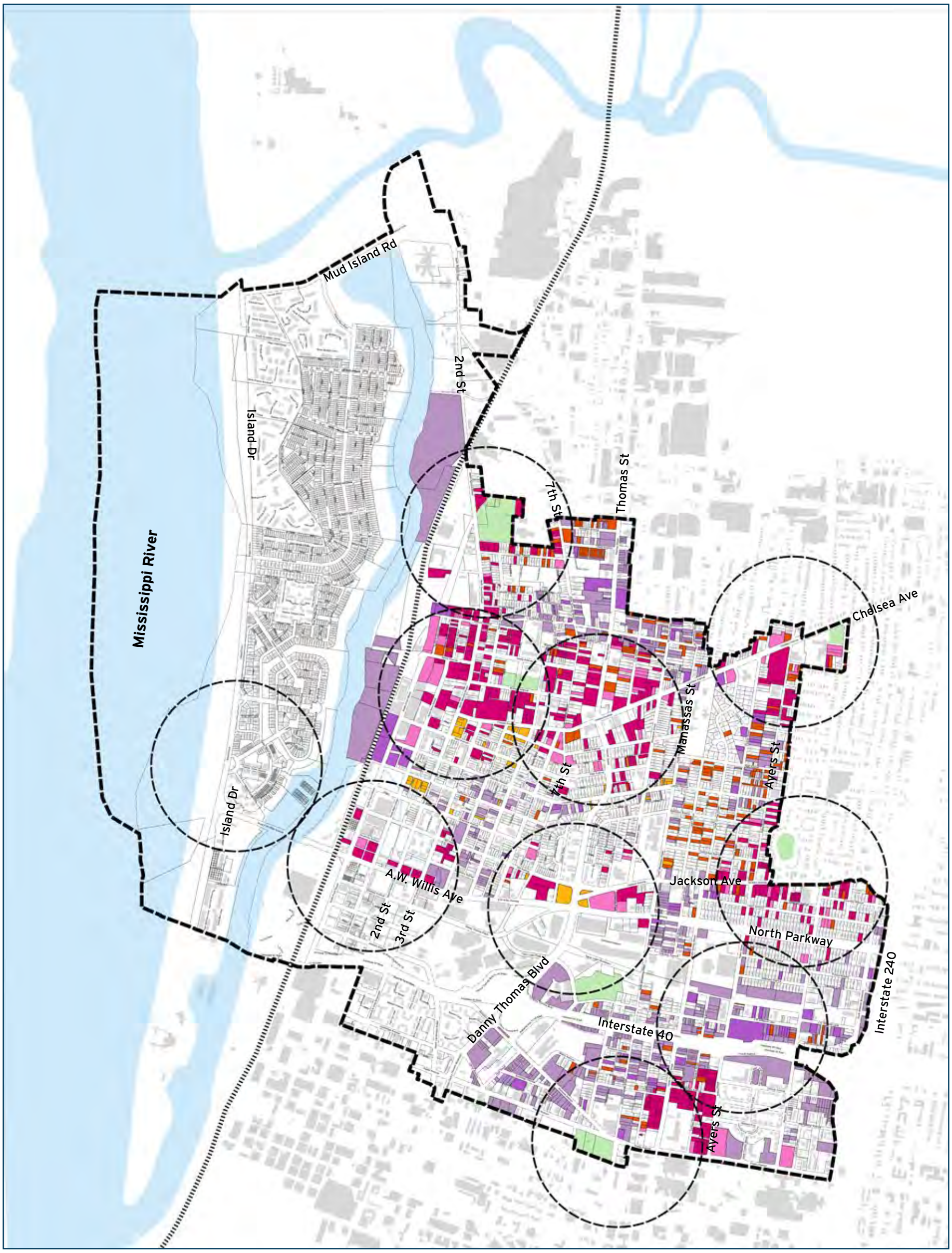
*Source: Adapted from Uptown TIF Property Survey, NPI Inc.*




*H-3: LANDBANK PROPERTIES MAP*

**LEGEND**

- Shelby County Land Bank Properties
- Memphis Land Bank Properties - CRA




*H-4: PRELIMINARY ACQUISITION STRATEGY MAP*

**LEGEND**

*Properties to be Targeted for Acquisition*

- Vacant Lots within Anchor Areas
- Vacant Structures within Anchor Areas
- Vacant Lots outside Anchor Areas
- Vacant Structures outside Anchor Areas

*Properties Currently Held*

- Shelby County Land Bank Properties
- Memphis Land Bank Properties - CRA

# Smokey City Historic Alley Restoration Concept Plan

The Smokey City alley system is an integral part of the neighborhood's historic legacy from the segregation era, when they functioned as a primary pedestrian circulation network for the African-American residents of the neighborhood. In their current state, the alleys are overgrown and in disrepair. They also represent an opportunity for interactive historic interpretation and to play a role in the revitalization of the area.

Renovating and building new alley homes serves three purposes: 1) it can create additional housing and income opportunities for the existing homeowners in the neighborhood; 2) provide housing opportunities for the "Missing Middle," and 3), it can also enhance the safety of the existing alley network by providing "eyes on the street" and vitality in previously abandoned places.

## Recommendations

- Restore and utilize existing alleys to support rear-loading of existing and proposed single-family units, for those alleys that possess a minimum 16 ft of width,
- For existing alleys less than 16 ft in width, restore and refurbish into a pedestrian path network for the neighborhood with appropriate surface materials, landscaping, and lighting,
- Establish a maintenance program for restored alleys,
- Work with the Memphis Police Department to establish a policing program for the restored alleys to promote their safe and proper use,
- Select and fund a trial restoration of an alley in the Smokey City neighborhood to assess needs, requirements, and costs of a typical effort, as well as gaging acceptance and use by adjacent residents and the community,
- Develop alleys into an interpretive historic trail network that tells the story of the neighborhood and its history,
- Allow the construction of Accessory Dwelling Units and/or Alley Houses,
- Ensure utility as safe routes to and from schools,
- Leverage single-family home rehab and infill programs to promote alley-unit investments and improvements in high-crime areas,
- Additional alley-specific recommendations can be found in the Infrastrcture section of this plan.

*CONCEPT PLAN*

*STREET AND ALLEY SECTION*

*POTENTIAL ACCESSORY DWELLING UNIT ON ALLEY*

*EXAMPLE OF EXISTING HOMES*

# LAND USE

## Existing Generalized Land Use Analysis

### Mud Island

Mud Island has been fully developed, is relatively new, and is stable. It is made up of primarily multi-family land uses and single-family land uses. There is extensive open space along the Mississippi River and along the Wolf River Lagoon.

### Residential

The majority of residential land is single-family, which includes some duplex units. There is some multi-family land, but with the exception of a few parcels, most are smaller parcels. Larger multi-family parcels are located in the southern half of the area and are comprised mostly of affordable housing or are in the northern part of Mud Island. Small multi-family parcels are interspersed in the single-family neighborhoods and many of those are in poor condition.

### Commercial

The largest commercial land area is found in the Pinch District and immediately adjacent to the north, south, and west (although many are vacant buildings or vacant lots) The Pyramid comprises a large portion of this land area. There is another large grouping along Exchange Avenue to the south that is comprised of primarily bail bonds, law office, churches, and surface parking. There is also a commercial corridor along Jackson Avenue to the east (although many are vacant). There is a small commercial node at the intersection of Chelsea and Jackson. In addition, there are other scattered commercial parcels with a small grouping along 2nd and 3rd. Throughout the noted commercial area, there are small vestiges of an urban character, but they have been significantly eroded away with parking lots and removed buildings. However, the most intact urban character is along Main Street in the Pinch District

### Industrial

The majority of the industrial land is found in three groupings – To the north along 2nd, to the west along the Wolf River Lagoon, and to the east of St. Jude. With the exception of the parcels east of St. Jude, there is a mix of occupied and vacant industrial land.

### Healthcare

Within the area, St. Jude comprises a large area of land to the south and continues to acquire properties to meet their needs.

### Gayoso Bayou

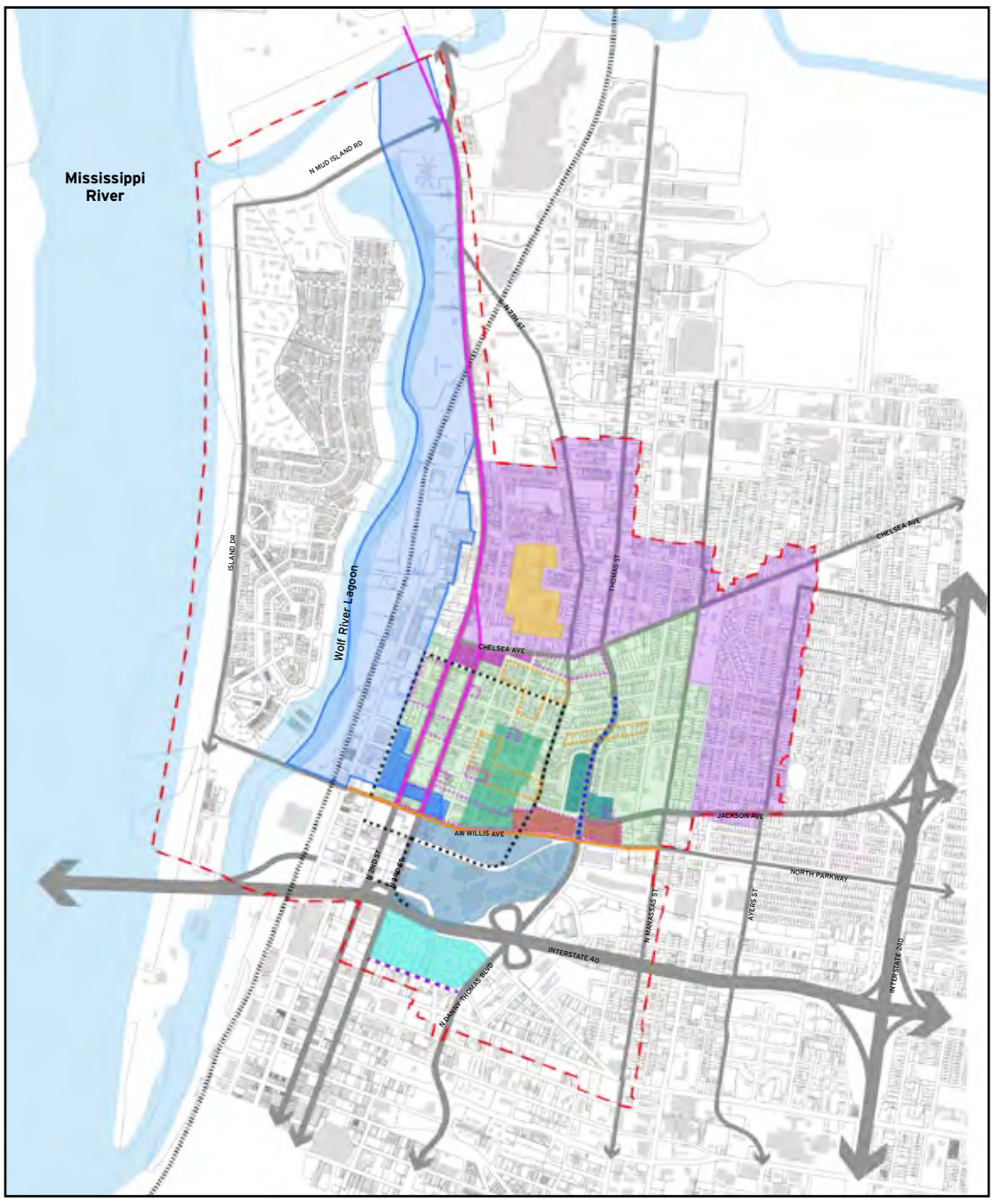
Several urban blocks north of the Pinch District comprise the Gayoso Bayou which are blocks that serve as storm water management.

### Wolf River Lagoon Edge

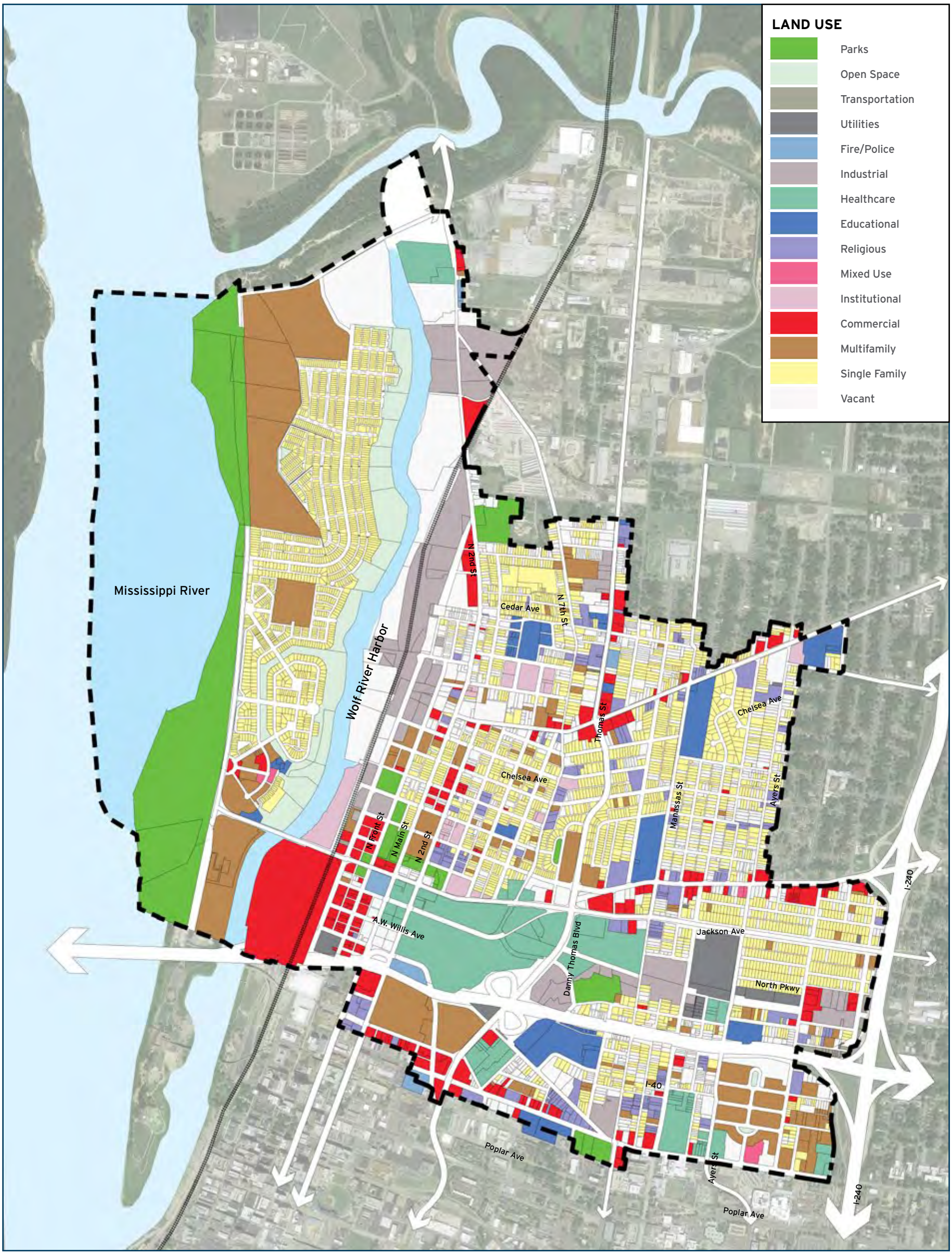
This edge is primarily vacant industrial land, but also includes the Coast Guard facility and Pyramid to the south.

### Vacancy

Vacant land without structures is interspersed throughout, but is in large part small single-family parcels with some in commercial and industrial areas.




*SUMMARY OF PREVIOUS CRA PLANS*




*EXISTING GENERALIZED LAND USE*

# Recommendations

The community vision, Community Anchors, major transportation network, existing land uses, land owner plans, and revitalization strategy are the key drivers for the proposed land uses. The Memphis 3.0 process will result in the creation of a Memphis-wide Comprehensive Plan that establishes land use policy. Since the Uptown Community Plan will be completed prior to the Memphis 3.0 process completion, the Uptown Community Plan proposed land uses can influence the final Comprehensive Plan recommendations. The proposed land uses in this Plan should inform the focus and prioritization of TIF funds and community investment. The Land Use principles follow:

## Anchors and Density

The center of Community Anchors should be the location where the greatest density and more dense housing types are found. For some this is a core area, for others this is along a corridor. However, there is a gradation of density within an Anchor where the center is the most dense and the perimeter is the least dense, and where commercial is most appropriate at the center of an anchor or along a corridor.

## Residential

The Uptown Community is one of the few areas adjacent to Downtown where single-family homes are located. It is also one of the areas where land and homes are affordable. There is a very strong desire by the community to keep the single-family areas as single-family homes. There is also a desire to retain affordability for existing residents and to maintain a diverse demographic.

The proposed Land Use Plan establishes a clear pattern of development that supports greater density at the center of anchors transitioning to lower density as one moves away from the center and beyond the anchors into the neighborhood fabric. A description of the character of each character-based-land use designation is found in the following spread. However, it should be noted that the term multi-family refers to a broad diversity of building types.

Wherever multi-family is referenced, this includes building types such as:

- Small Multi-family Buildings (recently referred to as "the missing middle"): town houses, charlestons (3-unit multi-family buildings), terrace homes (2-unit multi-family buildings), 4 unit multi-family buildings, 6-unit multi-family buildings, 12-unit multi-family buildings
- Large multi-family buildings

Wherever single-family is referenced, this includes small lot singles, medium lot singles, large lot singles, cottage courts, carriage houses, duplexes, or similar.

More specific recommendations (based on land uses shown only) are:

- Large multi-family is appropriate immediately adjacent to the hospitals, along the Wolf River Lagoon, and at the centers of the Community Anchors. Large multi-family buildings should only be located in UMS, NMS, NMU, and ANU land uses. They may be considered in ANM, but should be closely evaluated for compatibility based on appropriate scale, adjacent existing buildings and homes, and community input.
- There has been encroachment into the single-family home areas by small multi-family buildings and this should not be permitted in the future in the NSU land use. However, any existing small multi-family buildings in the NSU land use should be supported with façade improvements.
- Small multi-family buildings should generally be permitted within the anchors as long as they are architecturally compatible with the existing buildings in scale and character, but should be limited and carefully considered in the ANS land use to preserve a primarily single-family character. However, the greatest density should be located at the center of the anchors. They should also be permitted outside of the anchors in the UMS, NMS, NC, ANU, ANM, and NMU land uses as long as they are architecturally compatible with the existing buildings in scale and character.
- A high proportion of affordable housing has been developed in the community, particularly in the Uptown Neighborhood, and there should be a focus on increasing the proportion of both market rate rental and market rate ownership.

## Commercial

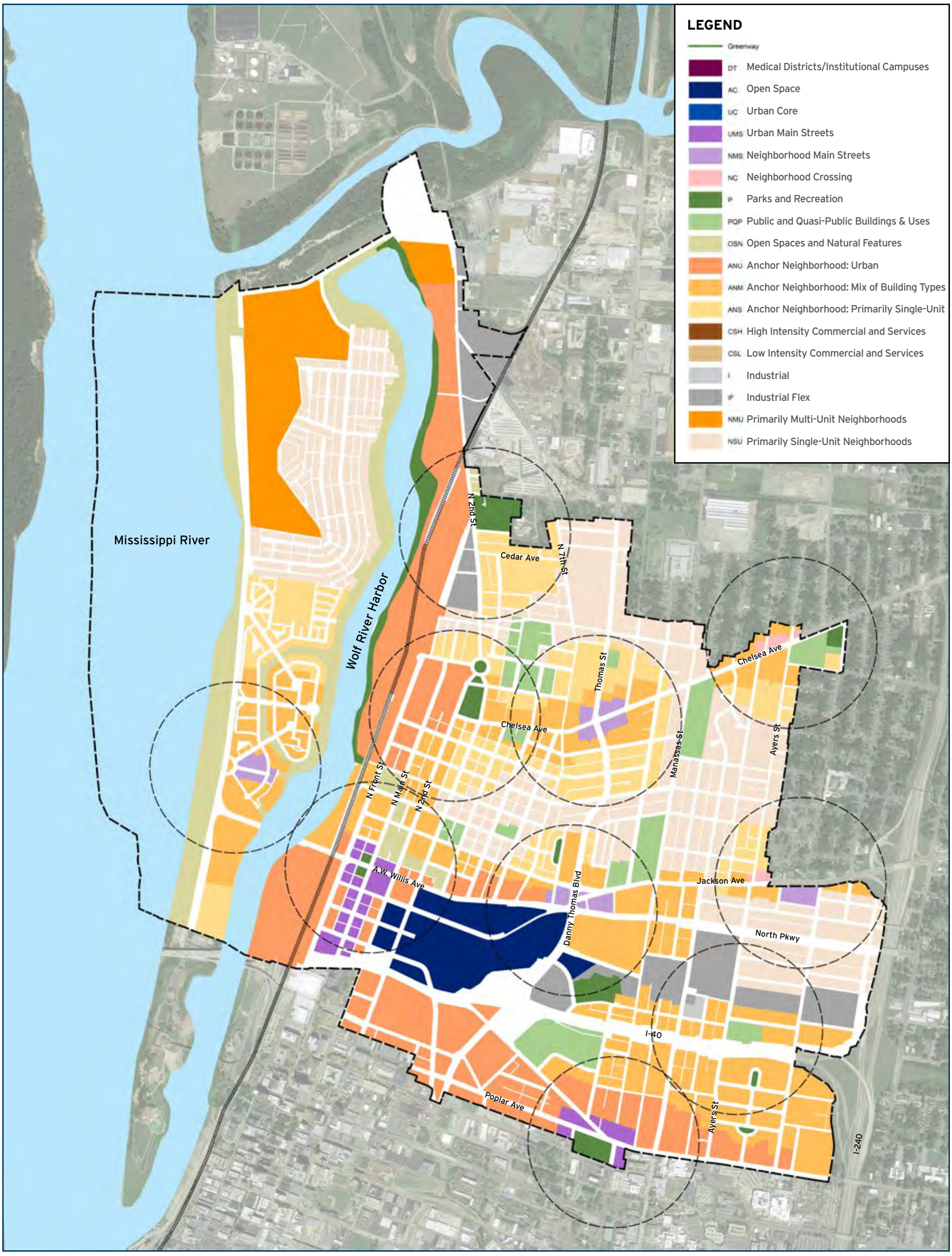
Retail is most often successful when it is immediately adjacent to other retail, without gaps, and when grouped in nodes versus corridors. Proposed land uses should create contiguous retail nodes and prohibit them from becoming long commercial corridors. Similar to retail, other commercial uses should be located within the nodes. Commercial should only be located within areas designated as "Neighborhood Crossings", "Neighborhood Main Streets", "Urban Main Streets", or "Anchor Neighborhood: Urban" – Vacant commercial outside of the nodes and outside of these land designations should be converted to residential uses. Only if land is immediately adjacent and contiguous to these land designations should they be considered for commercial uses.

## Industrial

Existing Industrial uses should be permitted to remain. New industrial uses should be designed in an urban form and compatible with adjacent building forms.

## Institutional/Healthcare

Institutional uses are important elements of the community. These should be located at the Community Anchors, where possible. Their design should reflect the best architectural character of the community and should relegate parking to the rear of the buildings. The largest institutional uses are the hospitals. Because of their large size, they have significant positive and negative impacts. Unfortunately, they are very inward facing and relegate the service uses to the perimeter where those blank walls, loading, large garages, etc. interface with the community. This has a negative impact on the adjacent properties. A conversation about the interface with the community should be had with those institutions to discuss how they can better contribute to the betterment of the surrounding community.




*PROPOSED LAND USE*

## Memphis 3.0

In order to correlate the Memphis 3.0 Comprehensive Plan process and this process, the same character types used in the Memphis 3.0 process are used in the Uptown Community Plan, but are developed at the parcel level based on existing land use, properties, community input, property owner plans, economics, transportation plans, and specific Uptown Community Plan proposals. This results in a more refined set of proposed land use recommendations that are a finer grain than those found in the Memphis 3.0 Plan. The major differences between the Memphis 3.0 plan and this plan are:

1. Additional Anchors have been added to reflect the existing assets/gathering places and proposed new Anchors.
2. The Anchors are smaller (5-minute walk from center of anchor versus 10-minute walk) to reflect the scale of the existing anchors, walkability, proposed redevelopment, and to reflect the existing and projected market/economic conditions of the areas.
3. The extent of Anchor Land Use designations are smaller/more limited to reflect the existing and projected market/economic conditions of the areas and to reflect the desire to protect the single-family areas.

The Land Use Categories used in the Uptown Community Plan are listed below and a more detailed description can be found in the Comprehensive Plan and a summary chart in the Appendix:

### Citywide Anchors

- Medical Districts and Institutional Campuses

### Community Anchors (walkable mixed-use)

- Neighborhood Crossings
- Neighborhood Main Streets
- Urban Main Streets

### Communities

(in the uptown Community Plan these are residential only, except as noted in the Proposed Land Use Recommendations)

- Anchor Neighborhood: Primarily Single-Unit
- Anchor Neighborhood: Mix of Building Types
- Anchor Neighborhood: Urban
- Primarily Single-Unit Neighborhoods
- Primarily Multi-Unit Neighborhoods

### Special Use and Employment Areas

- Industrial
- Industrial Flex

### Parks and Civic Spaces

- Open Spaces and Natural Features
- Public and Quasi-Public Buildings and Uses
- Parks and Recreation Facilities

| Neighborhood Crossings (NC) | Neighborhood Main Streets (NMS) | Urban Main Streets (UMS) | Urban Centers |
|---|---|---|---|
| | | | |
| **Description/Intent** | **Description/Intent** | **Description/Intent** | **Description/Intent** |
| Small, walkable mixed-use centers comprised of house-scale buildings embedded within otherwise residential neighborhoods. | Walkable, mixed-use centers comprised of house-scale buildings, some of which may be attached, lining two facing blocks, sometimes extending for several adjacent blocks. | Walkable, vertically-mixed use centers comprised of multi-story block-scale and house-scale buildings, most of which are attached, lining two facing blocks and extending for several adjacent blocks. | Walkable, mixed-use center comprised of multi-story block-scale and some house-scale buildings, extending for several adjacent blocks and along side streets to start to form a district. May be anchored by a destination that attracts people from across the city. |
| **Goals/Objectives** | **Goals/Objectives** | **Goals/Objectives** | **Goals/Objectives** |
| Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods.<br>Focusing investment toward areas that support plan goals and objectives. | Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods.<br>Focusing investment toward areas that support plan goals and objectives. | Support organization of services, amenities, opportunities, housing choices in direct relationship to anchor neighborhoods.<br>Focusing investment toward areas that support plan goals and objectives<br>Nodal development of continuous commercial corridors. | Support organization of services, amenities, opportunities in direct relationship to anchor neighborhoods.<br>Focusing investment toward areas that support plan goals and objectives.<br>Nodal development of continuous commercial corridors. |
| **Characteristics** | **Characteristics** | **Characteristics** | **Characteristics** |
| House-scale Buildings<br>1-3 stories<br>Primarily detached<br>At an intersection<br>Mix of uses | House-scale Buildings<br>1-3 stories<br>Primarily attached with some detached<br>One or two blocks<br>Mix of uses | Block-scale Buildings<br>1-5 stories<br>Primarily attached<br>Several blocks<br>Mix of uses | Block-scale Buildings<br>1-5 stories<br>Primarily attached<br>Several blocks<br>Mix of uses |

Memphis Land Use Categories

### Anchor Neighborhood: Primarily Single-Unit (ANS)

**Description/Intent**

Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of single-unit and duplex housing.

**Goals/Objectives**

- Preservation
- Stabilization of neighborhoods
- Focusing investment toward areas that support plan goals and objectives
- Locating housing near services and jobs, growing up not out

**Characteristics**

- House-scale Buildings
- 1-3 stories
- Primarily detached with some semi-detached
- Primarily Residential; mixed-use in house-scale buildings along corridors

### Anchor Neighborhood: Mix of Building Types (ANM)

**Description/Intent**

Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of a mix of single-unit and multi-unit housing.

**Goals/Objectives**

- Preservation
- Stabilization of neighborhoods
- Focusing investment toward areas that support plan goals and objectives
- Locating housing near services and jobs, growing up not out

**Characteristics**

- Primarily House-scale with some Block scale Buildings
- 1-3 stories
- Attached, semi-detached, and detached
- Primarily Residential; mixed-use in house-scale buildings along corridors

### Anchor Neighborhood: Urban (ANU)

**Description/Intent**

Walkable residential and mixed-use districts within a 5-10 minute walk of a Citywide Anchor, consisting of block-scale buildings.

**Goals/Objectives**

- Support continued reinvestment
- Intensification of areas within walking distance to medical and higher-ed campuses
- Locating housing near services and jobs, growing up not out

**Characteristics**

- Primarily Block-scale with some House-scale
- 1-7 stories and occasional High-rise
- Attached, semi-detached, and detached
- Residential or Mix of uses

### Industrial Flex (IF)

**Description/Intent**

Lower intensity industrial areas with a mix of uses and building scales that are generally compatible with nearby neighborhoods.

**Goals/Objectives**

- Evolution of single use industrial zones into mixed-use environments that are compatible with adjacent neighborhoods.

**Characteristics**

- Industrial with some commercial and service uses

### Urban Core (UC)

**Description/Intent**

Downtown is the walkable anchor for the City of Memphis. It is characterized by multi-story buildings with a vertical mix of uses and civic and institutional buildings that attract people from the entire region.

**Goals/Objectives**

- Support continued reinvestment and intensification of the downtown core.
- Housing choices
- Economic development

**Characteristics**

- Block-scale Buildings
- High-rise
- Primarily attached
- Multiple blocks
- Mix of uses

### Medical Districts and Institutional Campuses (DT)

**Description/Intent**

Walkable hospital and university campuses that catalyze activity in adjacent mixed-use areas.

**Goals/Objectives**

- Support continued growth and development of medical and educational anchors.
- Economic development
- Focusing investment toward areas that support plan goals and objectives.

**Characteristics**

- House-scale and Block-scale Buildings
- Mid-rise with some High-rise
- Attached and detached
- Multiple blocks
- Mix of uses with focus on institutional uses

### Primarily Single-Unit Neighborhoods (NBU)

**Description/Intent**

Residential neighborhoods consisting primarily of single-unit houses that are not near a Community Anchor.

**Goals/Objectives**

- Preservation/maintenance of existing single family housing stock and neighborhoods.

**Characteristics**

- House-scale Buildings
- 1-3 stories
- Primarily detached
- Primarily Residential

### Primarily Multi-Unit Neighborhoods (NMU)

**Description/Intent**

Residential neighborhoods consisting primarily of multi-unit buildings, that are not near a Community Anchor.

**Goals/Objectives**

- Preservation/maintenance of existing multi-family housing.

**Characteristics**

- House-scale and Block Scale Buildings
- 1-3 stories
- Attached, semi-detached, and detached
- Primarily Residential

### Open Spaces and Natural Features (OBN)

**Description/Intent**

Wildlands, waterways, and natural features with a focus on preservation and occasional opportunities for passive recreation.

**Goals/Objectives**

- Preservation and maintenance of natural habitat.
- Flood control
- Environmental stewardship
- Passive recreation

**Characteristics**

- Conservation and recreational uses

### Public and Quasi-Public Buildings & Uses (PQP)

**Description/Intent**

Civic buildings, schools, churches and community facilities.

**Goals/Objectives**

- Institutional uses contributing to anchors, anchor neighborhoods, residential communities.
- Contributions to civic space framework

**Characteristics**

- Recreational and institutional uses

### Parks and Recreation Facilities (P)

**Description/Intent**

Public parks and active recreation facilities managed by the Division of Parks and Neighborhoods.

**Goals/Objectives**

- Active and passive recreation
- Greening
- Stewardship
- Increased accessibility to open space
- Increased open space/Memphian ratio

**Characteristics**

- Recreational uses

### Industrial (I)

**Description/Intent**

Higher intensity industrial areas.

**Goals/Objectives**

- Preservation/maintenance of manufacturing.
- Industrial jobs where suitable
- Protection of neighborhoods from impactful uses and activities

**Characteristics**

- Industrial

# DESIGN AND ZONING

## Community Design

### Walkable Mixed Use Communities

Design and form are far more than aesthetics. Significant research has shown that urban walkable mixed-use communities have a significant impact on the environmental sustainability(less emissions), economics (greater fiscal stability and higher property values), health (fewer chronic diseases and depression), and safety (lower crime) of a community. While clearly there are other significant contributing factors, an urban walkable mixed-use community performs better than a comparable suburban development. A brief list of the characteristics of this type of community are listed below:

- Fronts of buildings (windows and doors) face the street and are human scaled,
- Parking lots are located behind buildings and screened from the view of pedestrians to create a walkable environment,
- Has an interconnected grid of streets to promote walking and distribution of traffic,
- Streets are as narrow as possible to promote safe driving speeds,
- Sidewalks are present on streets to promote safe walking,
- Street trees are present to provide shade, pedestrian scale and a barrier between autos and pedestrians,
- On-street parking is present and acts as a barrier between traffic and pedestrians, in addition to providing convenient parking,
- Open space is provided with buildings that front the spaces.

The Uptown Community is primarily a pre-WWII community, so meets many of the characteristics above. However, some of the issues include:

- Elevated Highway 240 is a visual and psychological barrier,
- Properties along Poplar have redeveloped in a suburban format that create large parking lots that face the street with buildings set back. This creates a hostile environment for pedestrians and detaches these areas from the surrounding neighborhoods,
- Properties along A.W. Willis west of Manassas have redeveloped in a suburban format that creates large parking lots that face the street or large blank garages that face the street. This creates a hostile environment for pedestrians and detaches these areas from the surrounding neighborhoods,
- Vacant properties create discontinuity.

### CPTED (Crime Prevention Through Environmental Design)

There is significant crime within the Uptown Community. The CRA regularly meets with the Police Department for updates, reporting community insight, and coordinating efforts. In addition to policing efforts, there are physical design and community strategies that can be employed and are a part of the CPTED strategy. Crime Prevention Through Environmental Design (CPTED) is defined as a multi-disciplinary approach to deterring criminal behavior through environmental design. CPTED Strategies are broken into 2-categories:

### 1st Generation – Natural CPTED Strategies (focuses largely on physical design)

- Territorial Reinforcement – configuration influenced by architecture and design that promotes feelings of pride and ownership that encourages individuals to take control of the environment and defend it – maintenance is also an important aspect of territoriality
- Natural Surveillance – offenders prefer locations where they are not visible and people feel safer when they are visible to others – physical features, activities, and people are organized to maximize visibility,
- Natural Access Control – opportunities for crime are reduced by denying or restricting access to targets – design clearly differentiates between public and private space through the use of doors, landscaping, fencing, gates, and lighting.

### 2nd Generation CPTED Strategies (encourages the community to care about what they are watching)

- Social Cohesion – encourages development of a common vision, sense of belonging, and positive relationships,
- Community Connectivity – required to create partnerships and connections within the community,
- Community Culture – residents coming together and sharing a sense of place through activities,
- Threshold Capacity – promoting human-scale functions rather than sizes or densities that may inadvertently promote anonymity (ex. too many bars in a single area or dereliction and lack of maintenance).

### Recommendations

- Preserve existing walkable urban pattern were it exists,
- Ensure that new development is consistent with urban pattern of development,
- Repair existing urban infrastructure,
- Incorporate missing urban elements,
- Work to convert areas that follow a suburban development pattern to an urban pattern,
- Preserve historic architecture,
- Carefully review new architecture to ensure that it is consistent with the best historic architecture of the area,
- Adopt implementation tools (such as zoning and design guidelines) that promote urban walkable mixed use neighborhoods,
- Incorporate CPTED Strategies in all existing and new development.

*POLICE ENGAGEMENT IN THE PLANNING EFFORT*

*COMMUNITY OUTREACH*

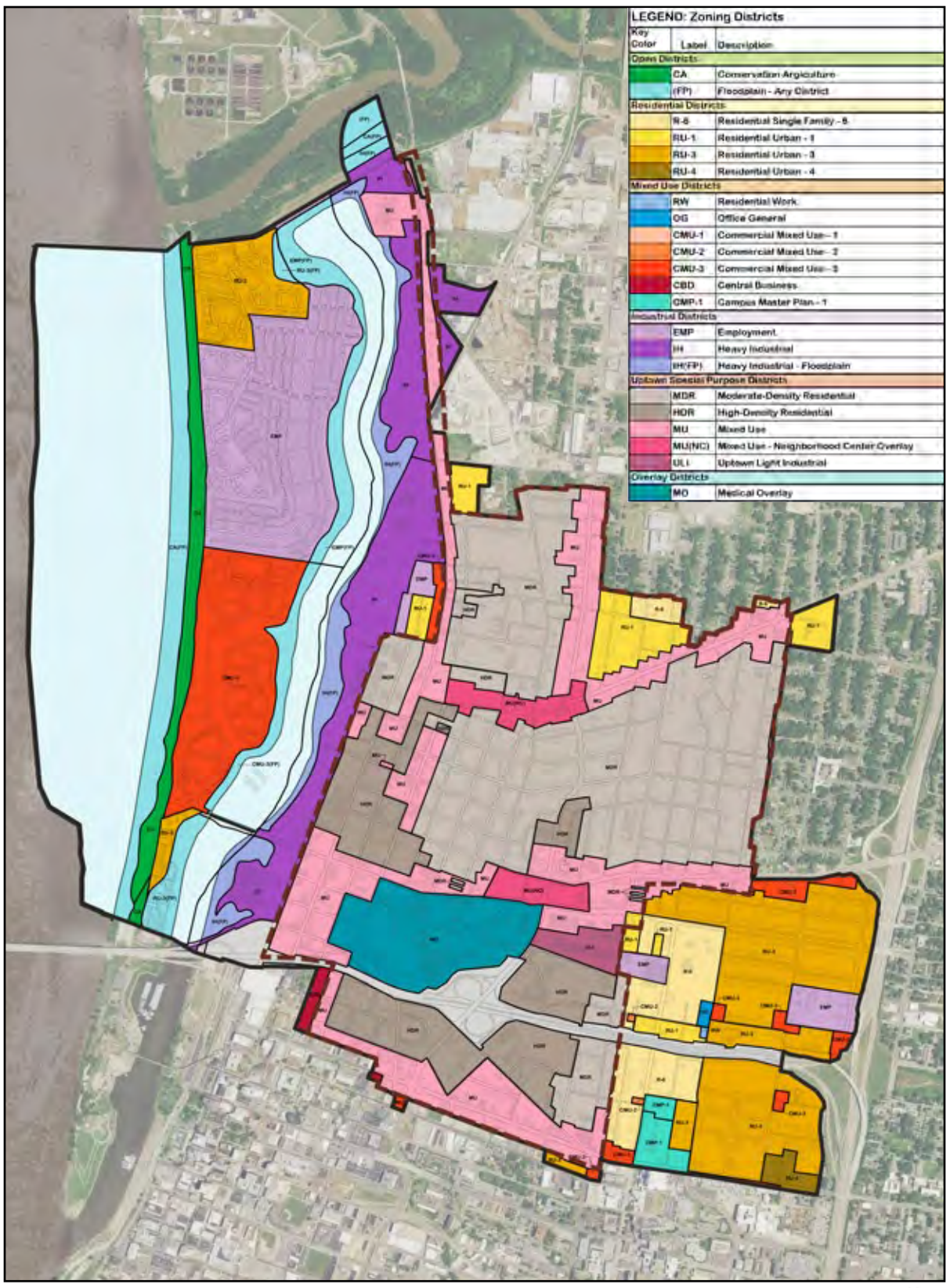
# Zoning Analysis

Zoning can serve to either facilitate or impede development/redevelopment. While the CRA does not control the zoning of the individual parcels, the CRA should review and recommend changes that will ensure the implementation of the vision and at the same time facilitate development/redevelopment. It should support the Land Use policies discussed in the Land Use section. The adjacent map shows the existing zoning for the Uptown Community. While some districts support the recommended land uses, there are several areas where this is not the case. At a high level, the land along the east side of the Wolf River Lagoon should be changed to a zone that supports uses other than industrial. In addition, the general pattern of zoning districts promotes corridor based commercial/retail, but should be focused instead on nodes/anchors and land area should be "right-sized" to both reflect what can be supported by the community and to promote success of commercial.

## Existing Special Districts

Existing special districts within the Uptown Community are (see Existing Zoning Map):

1. Medical Overlay District,
2. The Uptown Special Purpose District (U) – This district is further broken down into sub-districts and these zoning districts have accompanying regulations and design guidelines that promote an urban walkable community.




***EXISTING ZONING MAP***

Uptown Overlay District

## Recommendations

- The Uptown Special Purpose District and its sub-districts are generally consistent with the intent of the Uptown Community Plan. The existing boundary of the Uptown Special Purpose District should be expanded to include all of the Uptown Community and the existing sub-districts should be applied/designated for parcels/areas,
- It is important to ensure that industrial and light industrial uses be permitted in the mixed-use areas, as well as along the Wolf River Lagoon, as long as the buildings are urban in nature, have windows to the street, and contribute to a pedestrian environment – This will require determining the best way to implement this in the zoning ordinance,
- Existing land use/zoning districts along the Wolf River Lagoon (IH) should be changed to reflect the proposed vision and permit uses other than industrial,
- Mixed-Use designations (MU) along the Chelsea Avenue corridor, Jackson Avenue corridor, Thomas Avenue corridor north of Chelsea, and 2nd Street north of Looney Avenue, as well as the MU(NC) designation along Chelsea should be changed and should reflect the Anchor/node strategy proposed in the Uptown Community Plan,
- The Medical Overlay (MO) district should be expanded to reflect St. Jude property ownership, current uses, and future uses,
- The mixed-use neighborhood center MU(NC) designation at the A.W. Willis and Thomas area should be reconsidered – The parcel size is not conducive of the extent of retail or office that would be required on the first floor of buildings while accommodating parking and creating an urban walkable neighborhood,
- A further vetting of the zoning at a more detailed scale should be undertaken and a new zoning map for this area should be developed,
- It is recommended that an architectural review process be established to ensure that the design of the facades of new buildings are appropriate to the neighborhood and are reflective of the best historical architecture of the neighborhood.

# RETAIL AND SERVICES

## Introduction

Much like a number of urban neighborhoods throughout the country that have suffered from decades of disinvestment, setting the stage for future prosperity and equitable growth in neighborhoods like Uptown require a broader framework that incorporates not only investments in real estate, but people, places, and community-based services. It is critical that planning for future retail and commercial development is aligned with a comprehensive strategy that focuses on targeted and incremental investment throughout the community.

### Retail Trends

Retail development generates activity and vibrancy, adds value to surrounding development, and enhances the overall desirability of a neighborhood. Retail is also perhaps the most competitive of the real estate industries; products and retailers are constantly evolving to meet changing consumer demands, often replacing outdated products (be it shopping centers or competitive retailers) in what is often referred to as "Retail Darwinism."

Despite the rise of online retail sales, opportunities remain for various types of retail development. Americans report dining out more than ever, with households spending seven percent more at restaurants than grocery stores, a reverse from previous decades. The effects of technological changes are less pronounced in communities with higher proportions of low-income households due to lower rates of internet usage and access to computers. Retail also serves as essential employment options and provides valuable starting points for upward economic mobility, making it clear that brick and mortar retail stores continue to be an important element of many low- and moderate-income communities.

Given these trends, urban retail in places such as Uptown must focus on smaller-scale spaces and tenants with a focus on niche markets, workforce needs, neighborhood services, and day-to-day convenience shopping. Studies have shown that consumers spend more when public spaces are more inviting. In many cases, this indicates that investments in place and creating a unique experience for nearby residents, employees, and visitors is critical for neighborhood-scale retail to be successful.

## Retail Demand Overview

Retail is the most successful when it can attract a broad customer base, especially for a larger-scale retail development or use such as a grocery store or pharmacy. Typically, community-supported retail is smaller in scale, such as corner convenience stores, cafes, or barber shops, since there is not enough household buying power to support a larger-scale development. For example, based on household spending behaviors, the spending of 4,000 households (with an income of $35,000) on groceries annually can support approximately 35,000 square feet of grocery store and food-related retail space, or the size of a mid-sized grocery store.

### Local Residents

Residents of the core areas of Uptown have the most demand for daily needs retail such as a grocery store, pharmacy, barber shop/salon, and affordable dining options such as coffee shops and cafes. Support for a mid-sized grocery store would require drawing from a broader customer base.

### Workforce

Typically, the local workforce has considerable buying power for coffee/cafes, lunch spots, and other daily needs retail such as dry cleaners, tailors, barbers, and pharmacies. Assuming an average daily spending of $20 per week per worker, St. Jude's workforce alone could support more than 10,000 square feet of retail space [3,700 workers * $20 per week * 52 weeks ÷ $350 sales per square foot]. Pedestrian enhancements and place making elements will be critical for making any future retail nodes attractive and accessible.

### Nearby Residents

Residents living in nearby neighborhoods such as Harbor Town, Downtown, Medical District, North Memphis, and areas further west would seek out new retail if it were convenient and/or a business or service otherwise unavailable in the market. This includes grocery stores, convenience shopping, restaurants, and niche/specialty retail. Since the majority of these potential customers would be arriving by automobile, creating well-placed and accessible parking will be necessary.

### Visitors/Tourists

The Memphis Cook Convention Center provides a considerable market for tourism/visitor spending that could support bars, restaurants, entertainment, and other hospitality related uses. The Pinch District would be ideal for this type of development, although the presence of Interstate 40 creates a considerable perceived barrier. Generally, visitors and tourists will seek out experiential or niche retail, which emphasizes the need for placemaking elements and district strategy. Tourists would likely be drawn to the pinch District or to any niche uses on Front Street just north of A.W. Willis, but less supportive of community-based or daily needs retail in the other nodes.

## Strategic Location/ Development Nodes

Due to its location just north of Downtown and adjacent to St. Jude Children's Hospital, the Pinch District represents one of the neighborhood's best opportunities for mixed-use residential and commercial development, while new retail development, in particular, should be sited along A.W. Willis Avenue to provide increased visibility and enhanced opportunities for employees at the hospital, commuters from Harbor Town, and residents to the north, and northwest. The following districts or nodes have been identified as having the most market potential:

**North of Willis Avenue ("Neighborhood Core")** – Given limited visibility, there would be less of a "draw" from other customer segments. The area is primarily residential with limited pass-through traffic, so any uses would have to be fully supported by local residents. These types of uses include corner markets, cafes, and services such as dry cleaners or barber shops.

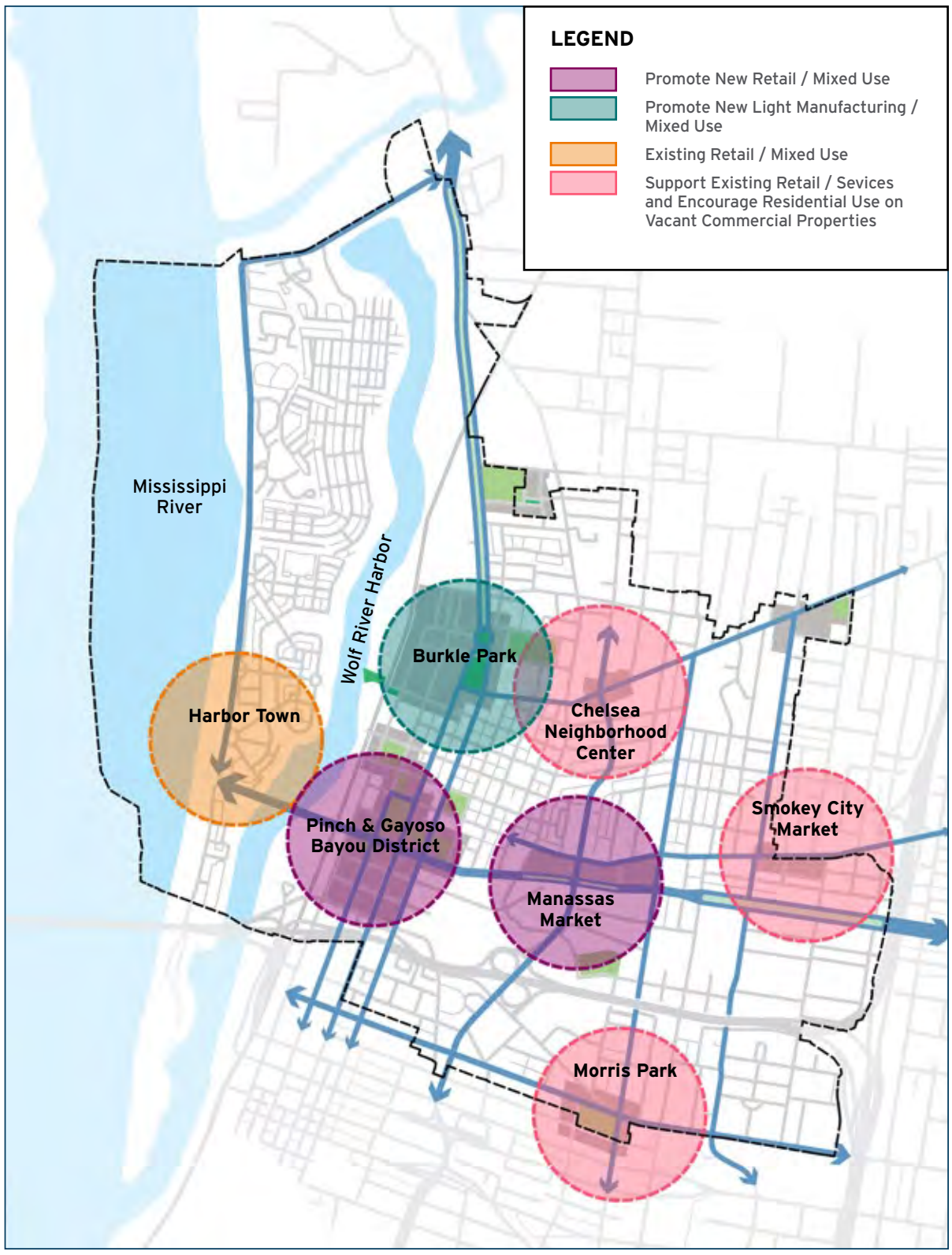
**Danny Thomas Boulevard/A.W. Willis Avenue** – This is a highly visible and accessible location with high volumes of vehicular traffic. There is also access via public transportation with a number of bus lines along A.W. Willis Avenue and Jackson Avenue. This area could support medium-scale retail with parking including a grocery store, pharmacy, restaurants, and/or general merchandise store given vehicular access. The success of this site will be dependent on creating sound pedestrian enhancements and "softening the edges" to draw workers and visitors at St. Jude Children's Research Hospital and residents to the north. Future development in this node will have minimal impacts, and potentially adverse impacts, on the local community if it is strictly an automobile-centric area.

**The Pinch District** – Given its location, street network, and site capacity, this area has the greatest potential for mixed-use development, commercial development (office), and entertainment-related uses such as bars and restaurants. Given that St. Jude's immediately to the west, there is potential to draw workers and visitors into the district for lunch and daily needs retail as well as drawing Memphis Cook Convention Center activity from the south. There is also a potential market opportunity to provide housing attractive to urban

professionals. Given the barrier of A.W. Willis Avenue, the development of the Pinch District would likely have minimal impacts on the core residential areas of Uptown. It would also minimize the potential draw of the Thomas Boulevard/A.W. Willis Avenue node for St. Jude workers and visitors.

**Front Street/A.W. Willis Avenue** – Given proximity to the riverfront, Harbor Town, and accessibility from Downtown Memphis, this area has the potential for niche/ destination retail and craft or small-scale manufacturing such as breweries, woodworking, and artist studios. The existing industrial building stock is less conducive to residential rehabilitation (aka loft conversion) given the size and scale of the buildings, but they could be viable as flex creative space. Future residential development would likely require the demolition of any existing structures. Though the current market for new high-end residential construction is limited, given the location, this area could be highly marketable in the future and potentially unlocked by significant development momentum in the Pinch District.

**North Front Street** – The riverfront location gives this area market potential, although attracting significant private investment would likely require continued development efforts in the core areas of Uptown and ongoing development activity in the Pinch District and areas along Front Street just north of A.W. Willis Avenue. In other words, the development potential of this area for market rate residential is likely dependent on the build out of the areas to the south. Site control and land acquisition strategies such as land banking will be critical to ensure that when the area reaches its market potential, controls are in place to ensure that future development has the greatest impact on the local community.




*RETAIL STRATEGY*

## Alternative Grocery/ Food Strategies - Key Partnerships

In the absence of a private-sector grocery developer or tenant, other partnerships may be established that could benefit the community and help resolve the issue of food deserts. For example, a partnership with the neighboring St. Jude Children's Hospital to develop a grocery store would be mutually beneficial, as it would increase the community's access to healthy foods and improve the health of area residents. In most cases, the hospital will provide upfront capital to help fund development of the store, but in other instances the hospital provides ongoing financial assistance or even operates the store itself. This scenario occurred in the Uptown neighborhood of central Toledo, Ohio, where ProMedica Health provided partial funding for the acquisition and rehabilitation of a vacant building now called the Ebid Institute that also included a 6,500 square foot grocery store called Market on the Green. Initially, ProMedica sought to partner with a local grocery operator, but none were willing due to perceived risks. Therefore, ProMedica owns and operates the grocery store itself, while prioritizing products from local vendors and hiring local at-risk residents. If operating or providing funding for a full-fledged grocery store is not feasible, hospitals have utilized other ways to improve access to nutritious foods in communities of need, including:

- Farmers markets,
- Mobile food markets or stores on wheels,
- Community gardens,
- Food pantries.

## Recommendations

- New retail should be supported at the Pinch District and Manassas Market,
- Existing retail at the Pinch District and Manassas Market should be supported ,
- Partnerships should be explored to aid in the provision of a mid-size grocery store,
- Existing retail at anchors other than the Pinch District and Manassas Market should be supported, but new retail should be limited,
- At anchors other than the Pinch District and Manassas Market, vacant parcels and buildings should generally be promoted as residential land uses,
- New residential should be promoted throughout and will support retail and services,
- Small scale manufacturing should be supported in Anchors,
- Land acquisition should be prioritized in the Anchors to facilitate current and future development.

# INFRASTRUCTURE AND UTILITIES

Older historic neighborhoods often face a challenge with aging infrastructure. The Uptown Planning Area certainly faces this problem. Portions of the utilities and infrastructure within the Planning Area have been updated as part of previous revitalization efforts, principally associated with master developer efforts in selected areas. Future utility and infrastructure upgrades are currently being planned for the Pinch District. Overhead utilities are present in most of the public rights-of-ways and alleys and provide services to residential homes either from the front or rear property line of the lots. Per the provider's website, broadband appears to be available in most neighborhoods within the Uptown Planning Area.

## Infill and Redevelopment

Infill developments can bring many infrastructure challenges and uncertainties. Current policies put the cost burden of relocations, upgrades, and new service connections on the developer.

Potential barriers to infill and redevelopment can include, but are not limited to:

- Storm water detention requirements,
- Utility availability, capacity, and connection configuration,
- Undocumented or unknown infrastructure or utilities with prescriptive easements,
- Underground utilities in old street and alley right-of-ways which have been realigned, closed, or repurposed,
- Environmental and brownfield issues,
- Soil and site conditions on vacant lots where previously buildings have been demolished.

## Recommendations

The following are recommended to encourage, incentivize, and support infill development:

- Restore and make improvements to existing sidewalks and streetscapes throughout the Planning Area,
- Relocate utilities in catalytic areas that cut through buildable sites, particularly in abandoned rights-of-way and easements, into current street and alley rights-of-ways,
- Relocate or bury utility lines in areas which have a potential for mid to high-rise development to allow for block frontage with minimal building setbacks,
- Re-subdivide and repurpose vacant lots to maximize land use and create desirable lot widths and sizes. For single family areas, install future utility connections for vacant lots to promote redevelopment. These utility connections will allow the builder to pay a fixed connection fee to build a single family infill home, which makes initial costs more predictable reducing investment risk,
- Conduct future utility and infrastructure assessment and provide regional utility upgrades if necessary to support infrastructure needs for small scale and incremental developments for investors and developers,
- Support infill and incremental development by developing a comprehensive solution for storm water in Emerging and Rapid areas. The solution should address both onsite measures along with a multiblock system to address quality and quantity needs. Example solutions include green infrastructure and neighborhood level detention to serve residential infill. The solution needs to be adopted and accepted by City Engineering and remove the need for detention requirements for future small-scale infill developments,
- Provide environmental remediation, and support through grants to developers and professional services to undertake such efforts,
- Provide infrastructure-related grants or funds for project-specific needs including predevelopment and site acquisition to help offset cost,
- Provide funds and assistance for underpass lighting and infrastructure to improve connectivity including public art.

The recommendations should be developer and project driven with priority given to emerging and rapid areas to facilitate capital investment and economic growth.

*TYPICAL STREETSCAPE CONDITIONS*

## Drainage

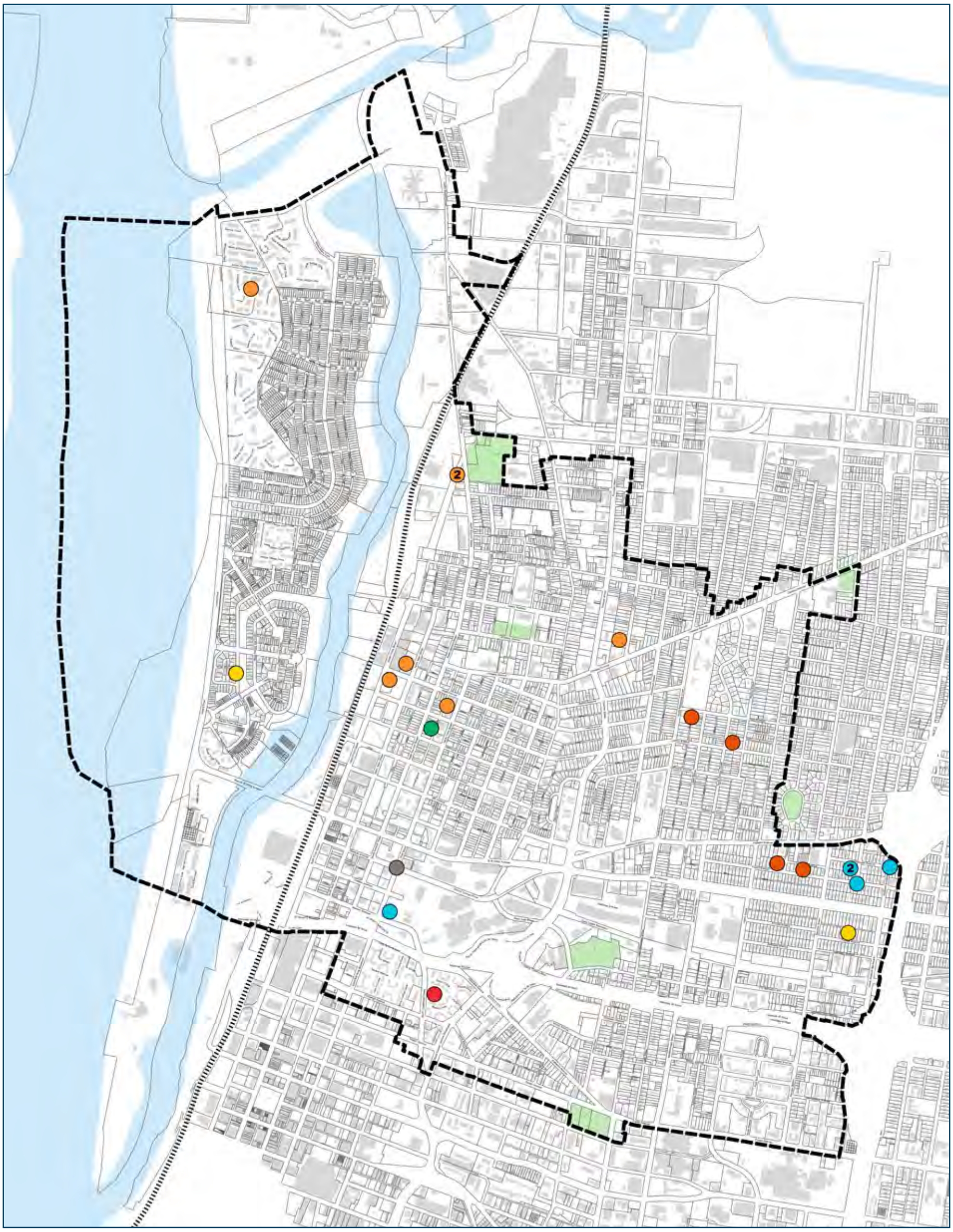
The CRA boundaries are composed of three drainage basins: Marble, Madison Heights and the Gayoso Basin. Major drainage facilities include the Gayoso Bayou, the Marble Street pumping station, and the Mississippi River floodwall. The flood wall system includes concrete walls, a pumping station, and flood gates which protects most of the Uptown area from high flood levels of the Mississippi River. During ordinary times, the flow of the bayou will discharge into the river by gravity. As the river rises, the gate is closed, and the drainage is pumped.

*STORMWATER FACILITY MAINTENANCE*

In 2014, the City of Memphis initiated an effort to study the entire drainage system to reduce flooding conditions. Each study includes a survey of the drainage system, a computer model and proposed alternatives to reduce drainage issues within the area. The City has completed one study of flooding, with the study of eighteen other basins in progress. The basins within the Uptown Planning Area boundaries are currently not active study areas. During an onsite visit by the Uptown Planning Team, local residents informed the consultant team of flooding issues in the Smoky City / Klondike neighborhoods. Flood complaint data was obtained from the City of Memphis and is shown in Figure U-1. Close coordination with City efforts to study this problem will be needed as additional analysis may be required to determine the risks of flooding in the Planning Area.

## Recommendations

- Inform Residents to report drainage issues to the Division of Public Works' Drain Maintenance Department at (901) 357-0100 or by calling 311. Drainage issues include, but are not limited to: flooding from clogged inlets, missing storm grates, and failing drainage infrastructure. The information will assist the City of Memphis to address both isolated incidents, as well as collect data to support long term solutions,
- Partner with the City of Memphis to commission Uptown Planning Area drainage studies. The studies will identify and recommend any infrastructure improvement projects needed to address flooding and drainage issues,
- Partner with the City of Memphis to conduct further investigation of the condition and reliability for both pumping stations and ancillary structures within Planning Area basins due to the age of the infrastructure. Further investigations include, but not limited to: commissioning a condition assessment of the existing equipment, asset management plan, and reliability study of overall system to improve the resiliency of the drainage system.




*U-1: UNRESOLVED FLOODING INCIDENT MAP*

**LEGEND**

- No Drain
- Cause Unknown
- Private Property
- Private Property Sewer Manhole
- Responsibility of Sewer Department
- Referred - Status Unknown
- Undersize Pipe

# Alley Maintenance and Restoration

The street and block framework of the Uptown Planning Area was laid out almost in its entirety before World War II, a time when blocks were typically serviced by an alley system. However, the use and condition of extant alleys varies considerably, with many being unused, abandoned, and overgrown.

Most of the blocks to the west retain their alleys in their original four-square configuration, are in service, have been renovated as blocks redevelop and provide rear-loading for parking as is optimal in an urban setting. These alleys were platted with a 20 ft width, which is quite adequate for contemporary use.

North of Chelsea Ave., blocks no longer possess a four-square configuration, but when provided with alleys, they are laid out in a longitudinal direction. Almost all these alleys are in a state of abandonment, and are often substantially overgrown.

Between N. 7th and Manassas Streets, the alleys are typically narrower (16 ft to 20 ft). Others appear abandoned and overgrown.

Smokey City was also laid out with an alley system, which created an important historic legacy during the segregation era, wherein it became a principal pedestrian circulation network for the neighborhood's African-American residents. At one time, several residential units actually fronted on the alleys, reinforcing a sense of a secondary 'street'; a few of those structures survived. The alleys themselves are quite narrow (typically between 14 to 16 ft). Some still provide rear-service for parking, but most are abandoned and overgrown.

The Galloway Speedway Historic District anchors the east end, is located on the most significant east-west corridor, and forms a gateway when approaching from the east. It is important to support this historic area. Alley restoration and maintenance in this area should be a priority.

*HISTORIC PAVING MATERIALS*

## Recommendations

- Restore and utilize existing alleys to support rear-loading of existing and proposed single-family units,
- Restore paving (retaining and restoring historic paving fabric where it exists), provide lighting fixtures and landscaping,
- In all restoration efforts, retain and restore historic paving fabric (principally pavers such as brick or stone) where it exists to preserve the historic character and legacy of the alleys,
- Establish, in conjunction with the City of Memphis, a maintenance program for restored alleys,
- Work with the Memphis Police Department to establish a policing program for the restored alleys to promote their safe and proper use,
- Select and fund a trial restoration of an alley in the Smokey City neighborhood to assess needs, requirements, and costs of a typical effort,
- Develop an Uptown Community-wide alley restoration and improvement strategy that also establishes priorities,
- Support the Klondike-Smokey City CDC in the implementation of the interpretive historic alley system found in the Klondike Smokey City Historic Preservation Strategy/Plan,
- Restore alleys in the Galloway Speedway Historic District.

# Public Space Safety Standards

A study of public safety conditions in Memphis, conducted by Safeways (http://safeways.org), included a large area around Greenlaw Park in the Uptown Planning Area.

The study focused on conditions that contribute to an unsafe environment:

- Poor street-lighting levels,
- Poor sidewalk conditions (trip hazards),
- Ambush conditions,
- Blighted structures,
- Graffiti,
- Evidence of criminal activity,
- Private property security issues, and
- Illegal dumping.

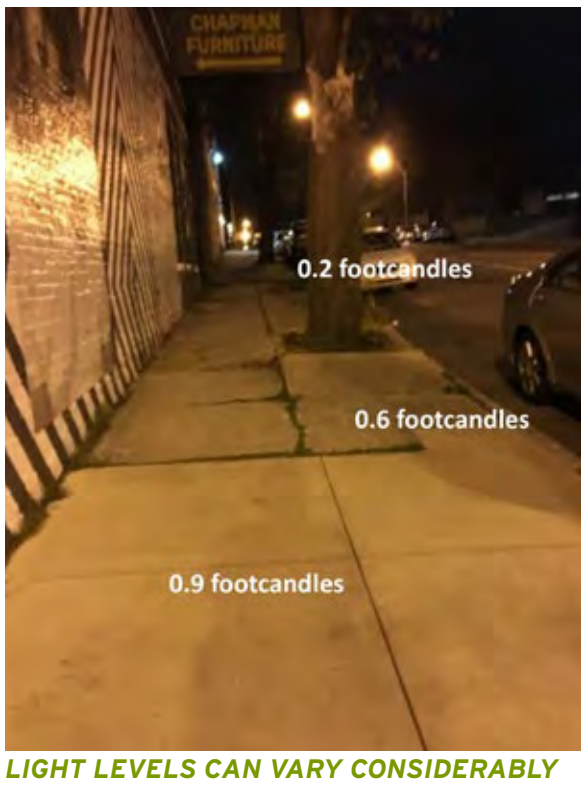
Their findings were:

- Lighting levels in Uptown are significantly lower than in S Main,
- Lighting gets worse as you move north,
- Dark alleyways are a huge problem for safety and dumping,
- Poorly-lit areas are often due to:
  - Low tree canopies,
  - Non-working streetlights,
- Any change in street-lighting levels will have to be sensitive to the needs of neighborhood residents.

Recommendations for remediation include:

- Pedestrian Lighting Standards (PLS) should be based on:
  - The number of individuals who will be using the space at night,
  - The use of the space,
- The PLS should encourage "dark sky" compliant, "warm LED," or metal halide fixtures,
- Downtown Memphis Commission should develop/adopt PLS, in order to:
  - Reduce the incidence of opportunistic crimes,
  - Reduce residents' and visitors' fear of crime,
- Require all new development to meet these standards,
- Work with the City to bring street-lighting up to standards,
- Reduce the incidence of opportunistic crimes,
- Reduce residents' and visitors' fear of crime,
- Require all new development to provide for adequate pedestrian lighting on all sidewalks, parking lots, and building entryways,
- Work with Memphis Light, Gas and Water (MLGW), to provide for adequate pedestrian lighting on all public sidewalks. Focus on busiest areas for visitors/parking first, and then on residential areas,
- Require all new development to utilize Dark Sky Compliant Fixtures,
- Prohibit unshielded Wall Pack Fixtures,
- Ensure that going forward, [the selection and placement of trees and lighting fixtures along roadways, alleys, and

*TYPICAL ALLEY CONDITIONS IN SMOKEY CITY*




*LIGHT LEVELS CAN VARY CONSIDERABLY*

sidewalks are coordinated to maximize penetration of overhead lighting to the surface],

- Trim existing trees to maximize penetration of light from existing fixtures, [while maintaining the integrity of the tree crown],
- Work with code enforcement to enforce municipal ordinance prohibiting landscaping from blocking sidewalks,
- Work with public works to improve sidewalk conditions, focusing on high-traffic, heavily-populated areas first,
- Work with Blight Patrol and others to clean and clear alleyways and vacant lots of sight line obstructions; Consider adding lighting to problem areas,
- Make a concerted effort to [remove and prevent graffiti, especially "tagging,"]
- Work with MLGW, or with code enforcement, as necessary, to enforce municipal ordinance against leaving excess wire hanging loose from utility poles; this is especially common in Uptown north of Chelsea Ave,
- Work with homeowners, code enforcement, or others to [trim] tree canopies that obstruct [light fixtures,] sidewalks, or sight lines,
- Continue periodic, ongoing [security] assessments and consultations with [the Memphis Police Department and] CPTED professionals.

Note: Text in brackets was substantially abridged or amended. Additional abridgements were made in the transcription from the Safeways report.

## Recommendation

- Work with Safeways to expand their analysis and recommendations to the entirety of the Uptown Study Area, as amended above,
- Work with City of Memphis to systematically address poor lighting conditions in the area.

*SAFEWAYS STUDY AREA IN UPTOWN*

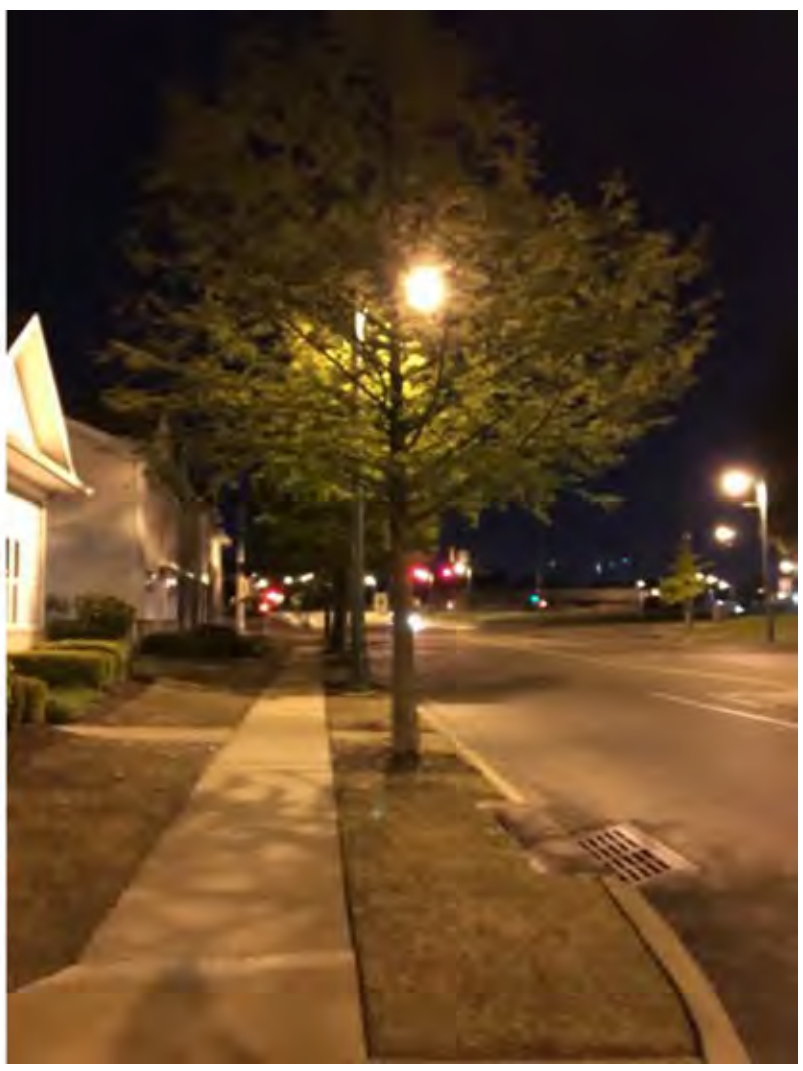
*EXISTING LIGHT LEVELS MEASURED IN STREETS AND ALLEYS*

**Example - Inconsistent Lighting**

**Inconsistent Lighting is an issue even at higher levels of illumination**

When lighting decreases by a ratio of more than 4:1, the human eye can take up to 20 minutes to adjust.

Here, lighting drops from 9.4 footcandles to 0.3 footcandles within a distance of 35 feet. Within 100 feet, it drops to 0 footcandles.



*EXAMPLE OF REPORTS ANALYSIS OF EXISTING LIGHTING CONDITIONS IN UPTOWN*

*Source: Safeways Lighting Study*

# IMPLEMENTATION: DISCOVER DEMAND SHAPE SUPPLY

## Understanding Where You Are

Long term visions are only as good as how and where you start. Uptown has a diverse set of neighborhoods and districts with a diverse set of starting points.

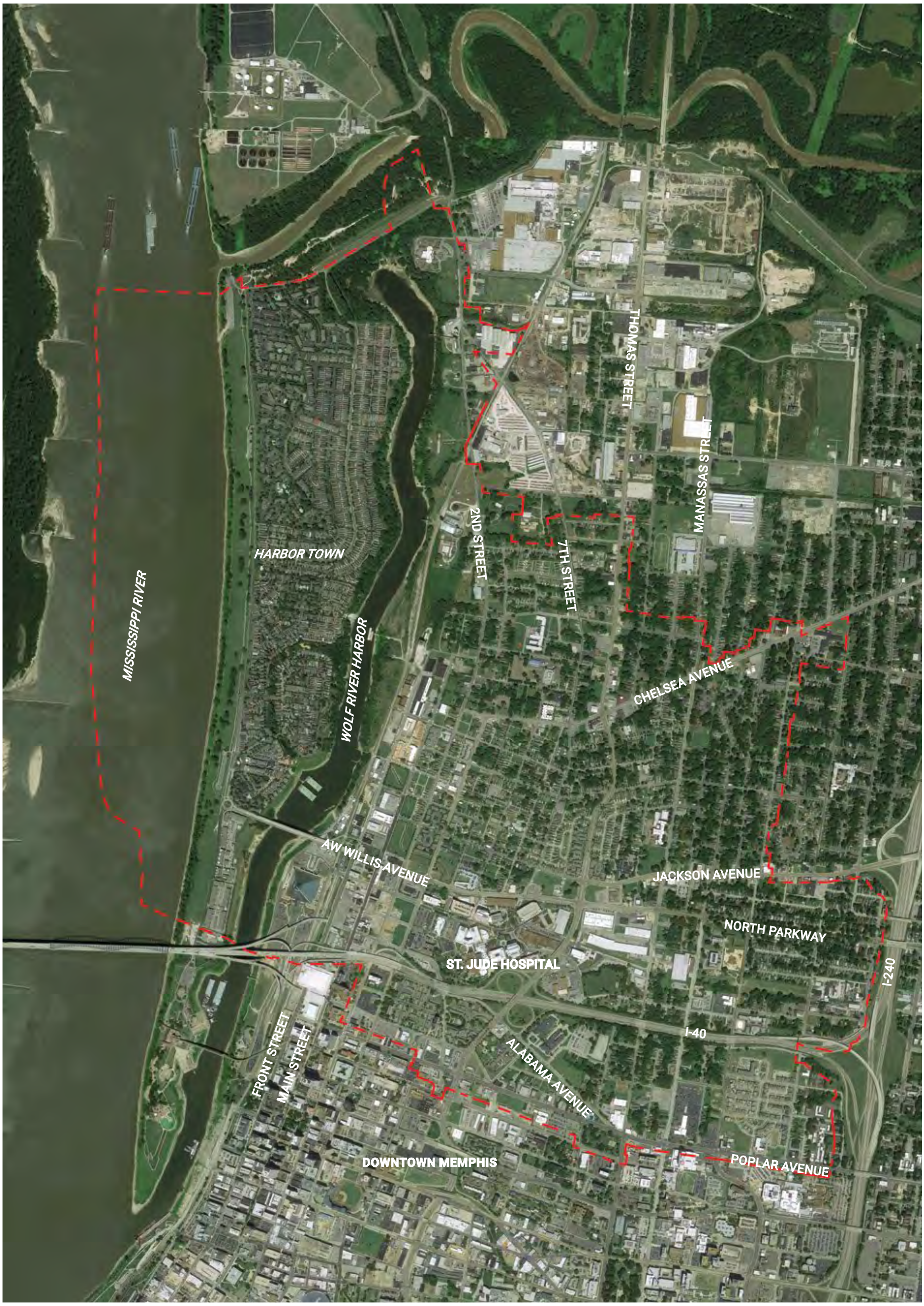
The Uptown focus area is large and diverse with several neighborhoods and districts that consist of a variety of land uses and building types in varying states of disinvestment and reinvestment. Whether it be the Pinch District and its prime location near downtown and the Pyramid, the Warehouse District around the former Snuff Factory near the Wolf River Harbor, or the quiet but growing single family housing market around the Office @Uptown, the focus area has distinctly different and unique places around every corner.

The mixture of market conditions means that one-size fits all approaches to neighborhood growth will not work for the CRA and the communities of Uptown. Each place has its own unique story and starting point. Each place will need its own calibrated set of tools to reactivate market demand and shape the supply that follows. A place with virtually no market interest should not be given the same tools as one with emerging development interests. While one community might need to just figure out where to focus neighborhood safety and clean up efforts, the other might need to develop a loan product for large-scale mixed-use development projects.

The CRA funding toolkit will allow it to smartly and inclusively work with their unique mix of community partners by meeting them where they are, providing them with the tools they need when they need them, and ensuring that funded projects induce market growth and positive change in an inclusive and transparent fashion. These implementation tools in the following pages include:

- A Market-Based Funding Toolkit
- A TIF Project Scorecard [to be developed by CRA in fall of 2018]
- An Implementation Matrix [provided as a working file in Appendix]

This section should be reviewed and updated periodically by the Uptown Advisory Committee and the CRA Advisory Board to reflect changes in the community (implemented items, changes in market conditions, determinations of uses, changes in owner or developer plans, detailed area plans/master plans/street designs, etc.).

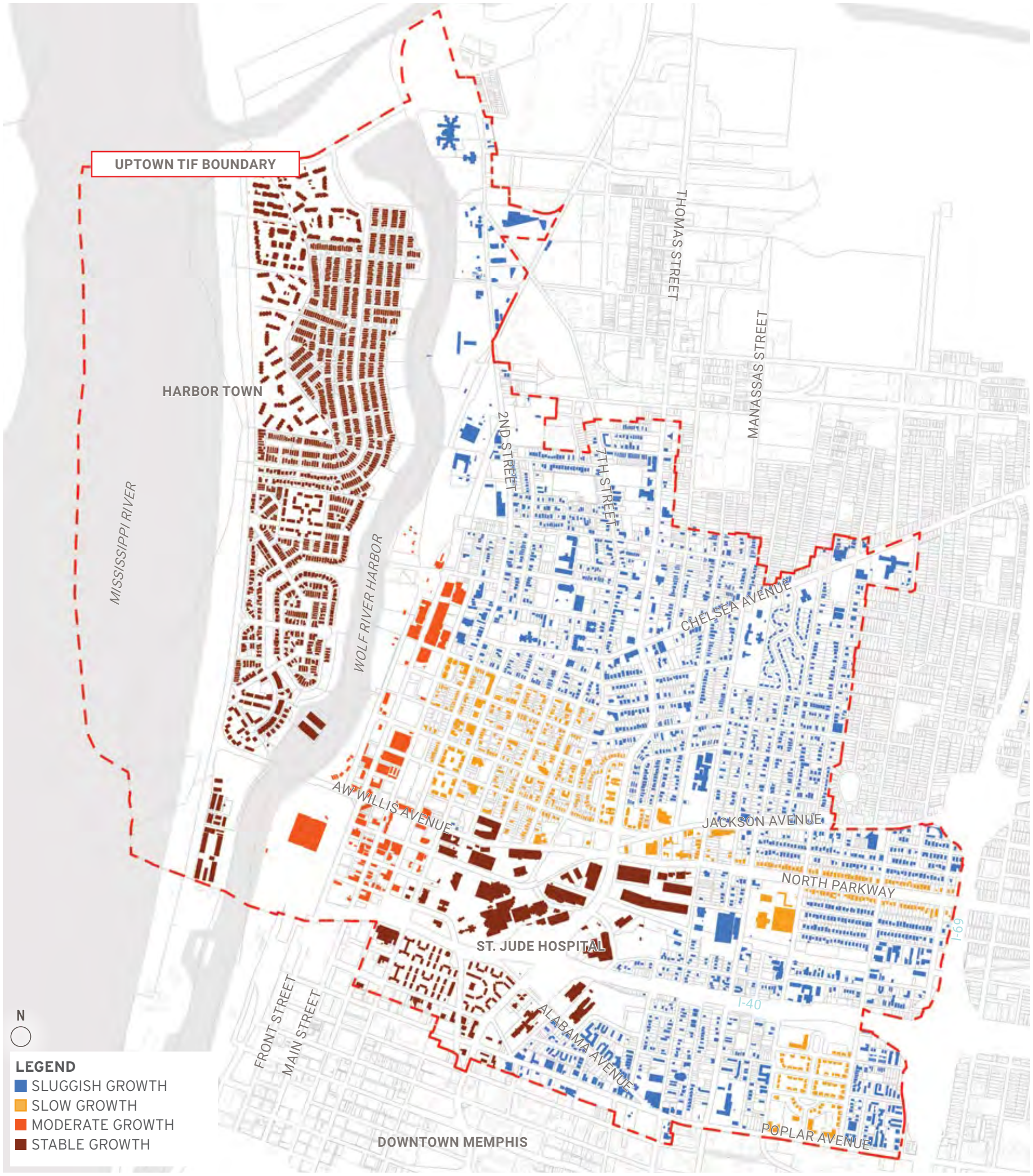



*AERIAL PHOTOGRAPH OF EXISTING CONDITIONS*

**LEGEND**

Uptown TIF Boundary

# Market-Based Funding Toolkit




***MARKET CONDITIONS: THE UPTOWN TIF BOUNDARY (IN RED) COMPRISES SEVERAL NEIGHBORHOODS THAT EXHIBIT SEVERAL DIFFERENT STARTING POINTS FOR INVESTMENT.***

Some areas within the Uptown TIF boundary have seen positive change in recent years that have since slowed, some are seeing relative active developer and institutional interest, and others haven't seen positive change in decades and are suffering from deep disinvestment. For the CRA is to be successful in using the TIF dollars to grow Uptown over the next decade, understanding the market conditions and how to invest in each area on day one will be essential. Four market condition types were identified and matched to a set of demand and supply tools that can help shape inclusive and sustained growth in these places.

The four market conditions, their definitions and some of the essential tools are as follows:

### Sluggish

Lack of investment for several years and little or no current market interest in reinvestment

### Slow

Lack of investment for several years but some reinvestment activity that is currently slow or stalled.

### Moderate

Lack of investment for several years but developers and investors are interested in working with the community, the CRA, and other partners to reinvest

### Rapid

Investment is occurring and market demand is growing with multiple developers and investors interested in participating

MARKET CONTEXT

SLUGGISH — STABLE

| TOOLS | EXPLORERS + CONNECTORS | CREATIVES + EXPERIMENTERS | BUILDERS + STRATEGISTS | INFLUENCERS + SHAPERS |
|---|---|---|---|---|
| **ACTIVATION AND DEMAND CREATING** | | | | |
| Mini/nano grants | ● | | | |
| Events & programming grants | ● | | | |
| Programming toolkit | ● | ● | | |
| Public art grants | | ● | ● | |
| Small business development grants | | ● | ● | |
| Social media strategies and campaigns | | ● | ● | |
| Storytelling/branding grants | | | ● | |
| Minority business incubation | | | | ● |
| **PLANNING AND DESIGN** | | | | |
| Predevelopment grant | | ● | ● | |
| Strategic property acquisition | | ● | ● | |
| Master planning and strategic investment plans | | | | ● |
| **CONSTRUCTION AND DEVELOPMENT** | | | | |
| Residential facade grants | ● | | | ● |
| Small developer financing | | ● | ● | ● |
| Historic preservation fund | | ● | ● | ● |
| Commercial facade grants | | ● | ● | ● |
| Large developer financing | | | ● | ● |
| Real estate crowdfunding | | | ● | ● |
| **OPERATIONS AND MANAGEMENT** | | | | |
| Clean ups | ● | | | |
| Targeted police enforcement | ● | | | |
| Targeted code enforcement | ● | | | |
| Pink zoning | | ● | | |
| Zoning variances | | | ● | ● |
| Public asset management & programming | | | | ● |
| Design-based zoning code | | | | ● |
| Equity toolkit to protect long-term residents/business owners | | | | ● |

## THE NEIGHBORHOOD REVITALIZATION TOOLKIT

**Clean Ups**
Often already a tradition in neighborhoods, these should be done more strategically based on the goals in the plan

**Commercial Facade Grants**
Often facades in urban neighborhoods have been boarded up or are in disrepair These grants act as incentives for property owners to make repairs

**Design-based zoning code***
When a market begins to rapidly changing a design-based overlay can help ensure quality urban infill development

**Equity Toolkit**
This toolkit should focus on inclusive development policy that protects long-term residents

**Events & Programming Grants***
These are small grants that help alleviate costs of neighborhood-led events

**Historic Preservation Fund**
Historic buildings are often very expensive to save This fund would help with the financing of historic rehab projects

**Large Developer Financing**
This is typically gap financing or financing for infrastructure or other public assets (for example, parking garages, streetscapes)

**Mini/Nano Grants***
As small as $250, these grants are for residents who have an idea for how to bring people together and add vibrancy to their neighborhood

**Master Planning & Strategic Investment Plans***
As places begin to grow rapidly road maps are needed for what growth looks like on a block by block scale

**Minority Business Incubation***
This will help to maintain racial diversity among business owners while creating a steady pipeline of new minority entrepreneurs

**Pink Zoning***
This flexible type of zoning helps eliminate some of the red tape and bureaucratic barriers that can often stop a small project before it begins

**Public Asset Management & Programming***
The number of parking garages, parks and transit stops will expand in growing areas and they will need to be managed appropriately

**Pre-Development Grants***
These grants will help alleviate some risk and costs for a developer in the pre-development period

**Programming Toolkit***
Created in partnership with the City, this toolkit will help alleviate the red tape involved with holding neighborhood events

**Public Art Grants***
for local artists to install public art that helps tell the story of the Uptown neighborhoods

**Residential Facade Grants***
These are already being administered by the CRA and should continue to be used proactively in the slower markets

**Small Business Development Grants***
These should be designed to attract in new businesses by providing money for start up costs

**Small Developer Financing**
This financing can come in the form of infrastructure improvements, pre-development grants or low-cost loans depending on the project

**Social Media Strategies & Campaigns***
Social media outlets are valuable tools when trying to change the perception of places

**Storytelling/ Branding Grants***
These should be used to tell new stories about Uptown Neighborhoods

**Strategic Property Acquisition**
As the market slowly heats up it may become important for CRA and/or partners to secure certain properties to ensure positive outcomes

**Targeted Code Enforcement***
Targeted code enforcement is a valuable tool for mitigating blight and improving the livability of the neighborhood

**Targeted Police Enforcement***
Strategic and targeted police enforcement paired with other tools can yield powerful results in struggling neighborhoods

**Zoning Variances***
Amendments to the zoning code often need to occur early on in a changing neighborhood

**Partnership required*

# The Uptown Growth Strategy

The CRA intends to leverage its resources in Uptown to get its neighborhoods growing once again. Its growth strategy acknowledges that the neighborhoods of Uptown are not all at the same starting point and that, without exception, the neighborhoods need to increase the number and diversity of households to sustain the longterm, sustained growth of Memphis. The new strategy will balance the historic focus on the delivery of low-income and affordable housing to unlock a pent up market demand for well-amenitized, walkable, diverse, and mixed-use neighborhoods in Memphis.

At the core of this strategy is the principle that rooftops follow places. Uptown's neighborhoods have a number of vacant structures, blocks, and spaces that can individually act as catalysts for their neighborhood and, in concert with one another, create a powerful engine for attracting investment in the neighborhoods. Identifying and activating these spaces through a process of Discovery and Activation is the first stage of the growth strategy. These reimagined places will be anchors for the second stage of growth where Smart Small Development is pursued within walking distance of each of these amenities. Smart Small Development includes infill and restored houses, retail and third places, and small office spaces or services. These first two stages help reestablish a functioning market, grow the number of viable retail and business operators (with emphasis on minority-owned business), build wealth in the community, and dramatically increase the viability of larger, riskier projects in a third stage of Sustained Growth. The pace of change in the first two stages allows the target market, character, and scale of the development may to be discovered with the neighborhoods' existing residents and businesses, not to them in the third stage.

The three stages of the growth strategy are calibrated to the particular market context of each Uptown neighborhood. For instance, the Discovery and Activation stage as part of the first stage might be heavily event focused in sluggish neighborhoods but, in the relatively stronger neighborhoods, this work may come in the form of a semi-permanent pop up park and retail kiosks. Each are performing the same action but in such a way that is cognizant of each place's starting point. Similarly, 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 growing Uptown.

## GROWTH STRATEGY STAGES

The CRA will pursue single family redevelopment and infrastructure upgrades within Uptown on an ongoing basis. As it does so, it will move through three primary stages:

1. Discovery + Activation (uncover the market)
2. Smart Small Development (create the market)
3. Sustained Growth (shape the market)

## Uptown Growth Stages

### Stage 1:
### Discovery + Activation [0-2 years]

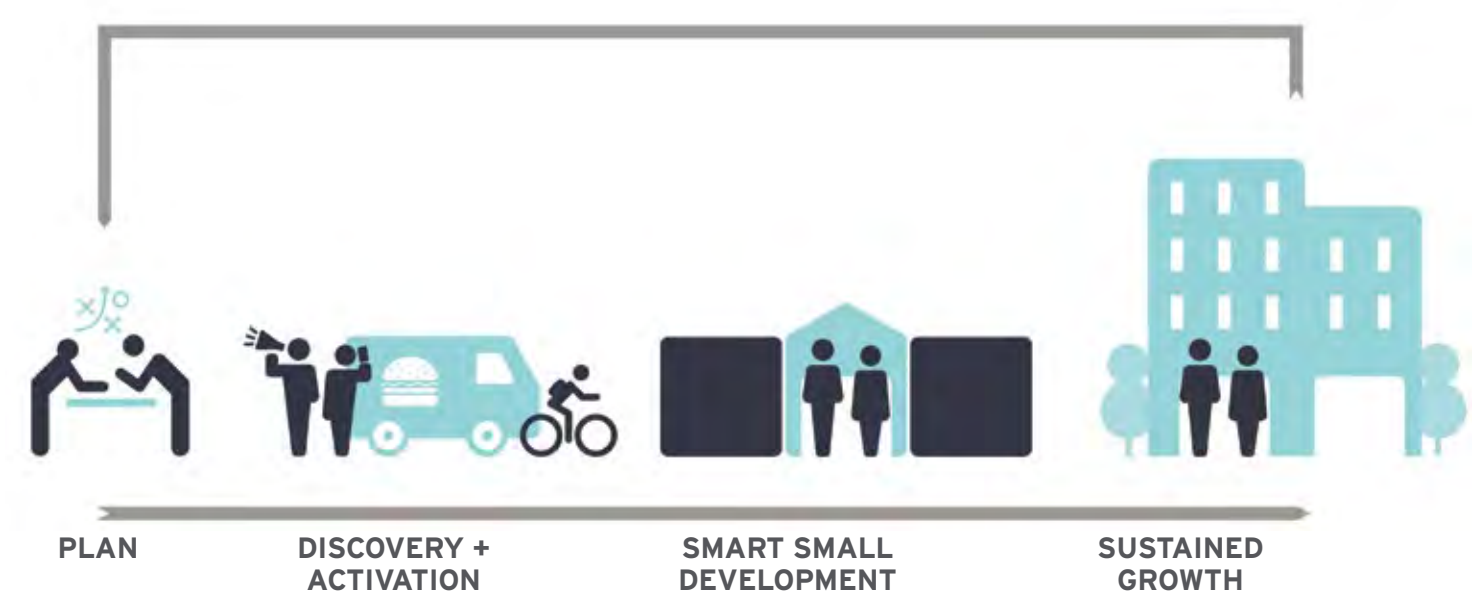
Our neighborhoods have a number of overlooked spaces, nooks, and crannies that can be transformed into places that attract people, even if just for a weekend. We can go beyond just a cleanup or even community festival and use temporary programming and events to discover new neighborhood assets, test ideas about future uses, and uncover pent up local demand or interest from outsiders that might be interested in spending time or money in the neighborhood. Discovery and Activation can be used to test the viability of a retail location, reuse of existing buildings, the alignment of new bicycle or pedestrian infrastructure, or the location and function of an outdoor public space. The cumulative effect of this stage is to inspire and inform through action initial investments in buildings and infrastructure while tapping into the personality, voice, and

### Stage 2:
### Smart Small Development [1-3 years]

While the Discovery and Activation work is underway, properties surrounding the spaces and ideas being tested should be acquired (if necessary), stabilized, and made available to house the uses and end users attracted to the neighborhood in its current state. This stage is best leveraged when used to build capacity and wealth of new businesses, small developers, and residents while providing experiences, services, and housing that meets current demand that often flies under the radar of traditional high level market analysis. A critical mass of adapted buildings and new infill will positively affect market behavior to improve the livability for current residents and business owners while lowering the risk for new investment coming in from outside the neighborhood.

### Stage 3:
### Sustained Growth [3-10 years]

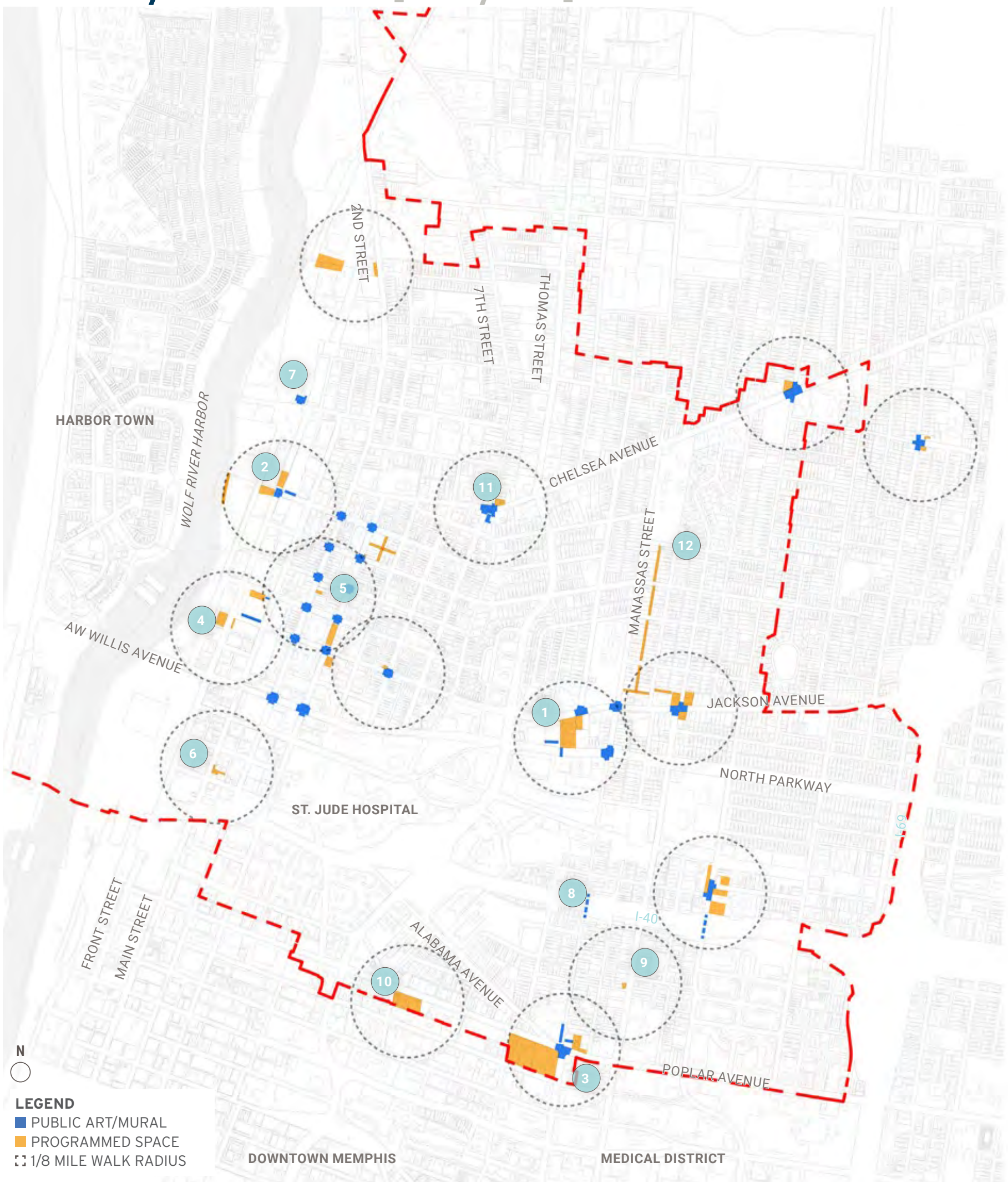
The previous two stages serve to get the market working such that larger, more sustained investment might be made in the neighborhood in the third stage. The outcomes of this stage can come in the form of accelerated new housing starts in new build and renovation projects, infill multi-family and commercial buildings, and larger developments that may house residents, employers, institutions, and light manufacturers. Because this larger development is attracted and informed by the incremental, perhaps quirkier Smart Small Development, it typically occurs at a pace and in a form that better reflects the priorities, character, and aspirations of the neighborhoods




**FROM PLANNING TO DEVELOPMENT**

The Growth Strategy focuses on implementing the Uptown development vision through building demand to create opportunities for smart, small interventions while pursuing larger, more visible and time intensive investments in real estate and infrastructure development.

# Discovery + Activation [0-2 years]




### *DISCOVERY + ACTIVATION OPPORTUNITIES*

Upon acceptance of the Uptown Community Plan, the CRA will begin implementation along two overarching paths. The first path will focus on building up its capacity, establishing its protocols and procedures, pursuing necessary infrastructure improvements, securing property, brownfield remediation, and actively receive and pursue applications for grant and TIF funding. These activities will largely be invisible as they are primarily administrative and do not directly lead to physical change. The concurrent path will build on the energy and current opportunities uncovered in the design charrette to create and understand demand for Uptown. This will be largely physical and outward facing as "proof" that what was started in early 2018 is steadily moving forward with the community.

To guide this work, the Public Engagement and Discovery phase of work uncovered a number of underutilized spaces in the Uptown neighborhoods that have the potential to be repositioned as assets for the community. The process also identified a number of potential partners that could participate and lead in the transformation of these spaces.

While the activation work is scaling up, ongoing work such as infrastructure evaluations and upgrades, facade grants, enhanced code enforcement, and targeted property acquisition can all happen. Property-specific investments should focus within 1/8-1/4 mile of the activation points while infrastructure upgrades for sewer, water, and surface-level mobility (bikes, peds, etc) should be oriented to connect these emerging places to each other and their relatively stronger neighbors outside the Uptown area.

## STAGE GOALS

1. Build on current momentum and interest in Uptown.
2. Create and demonstrate the demand for growth at high-impact, high-potential locations through active programming, use testing, and marketing/storytelling.
3. Build up CRA operational procedures and capacity to serve as a partner and standard bearer for Uptown.
4. Understand and make necessary infrastructure and regulatory changes to alleviate unnecessary development risks.

# Priority Initiatives

1 Dunscomb Alley

2 Pop up Park + Market Street

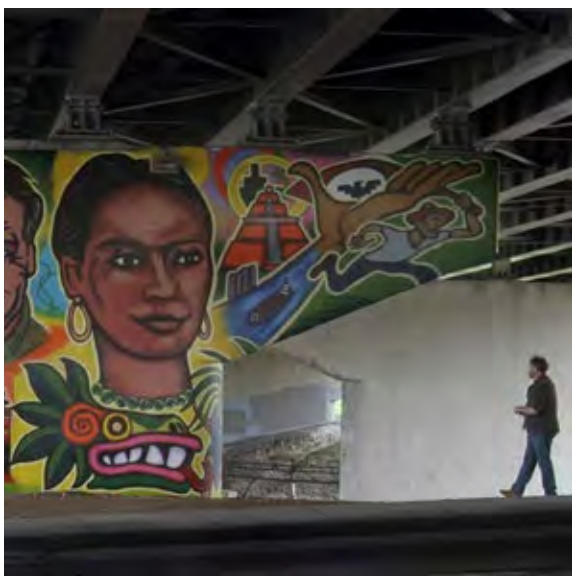
3 Lunch on Leath

4 Back at Front

5 The Office @Uptown Pop up Courtyard

6 Main Street Pocket Park

7 Silo mural



8 Underpass public art

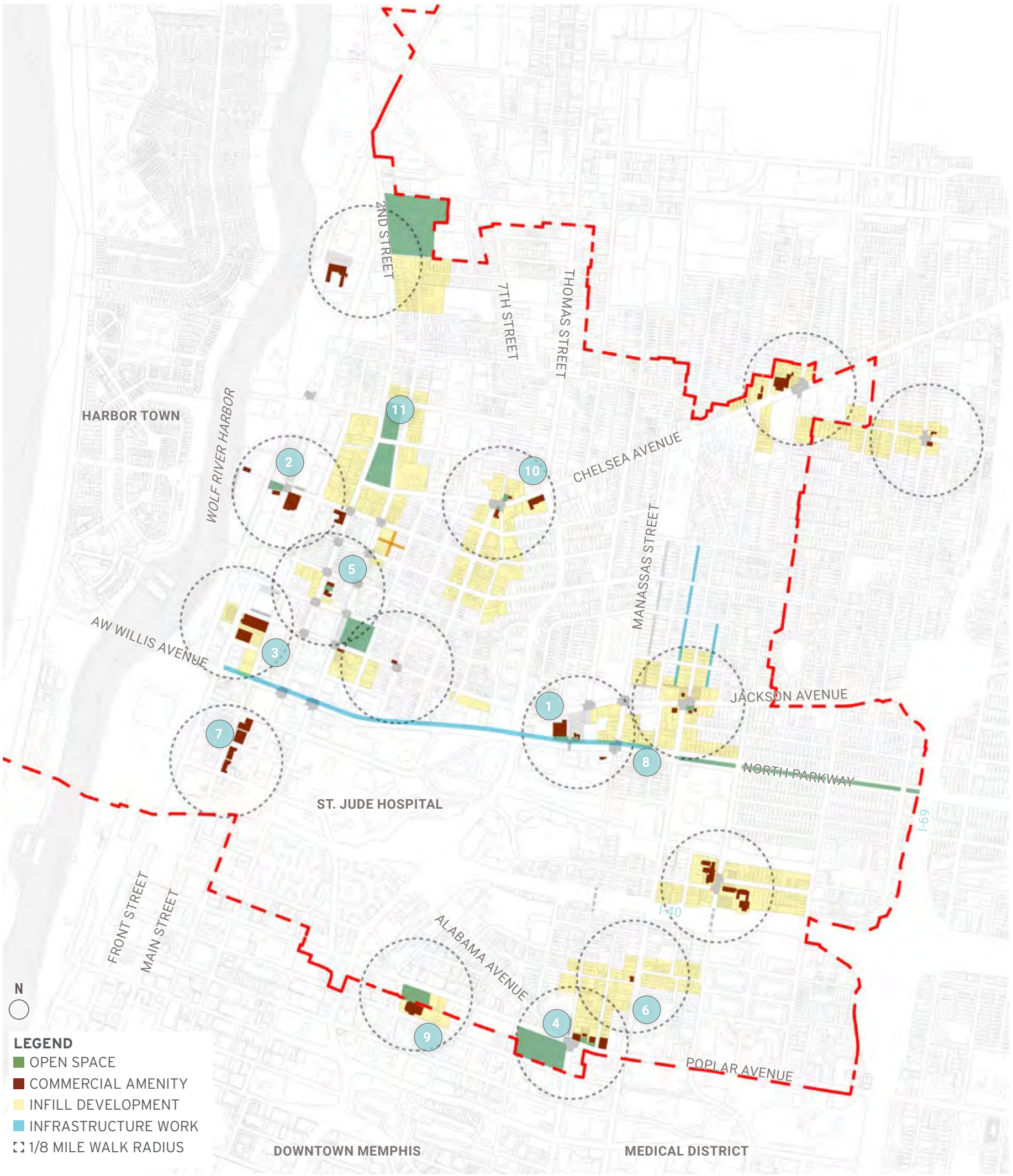
9 Neighborhood Café

10 Inspection Station YP Pop up Sports Field

11 7th + Chelsea Church Makeover

12 Alley block events

# Smart Small Development [1-3 years]




## *FOCUS AREAS FOR SMART SMALL DEVELOPMENT*

As the Activation and Discovery efforts are maturing and the CRA procedures and protocols become known and established, a number of Smart Small developments will come online. The first six of the eleven shown here currently have interested parties that are actively putting together actionable development proposals.

The purpose of this stage is to create viable amenities that will improve the quality of life of current residents and businesses while actively drawing in new market participants. The newcomers at first may be guests who wish to "try on" the neighborhood and the goal of the activation and small development wins will be to convert these try ons to committed residents, business owners, and investors.

During this stage, the CRA will focus on recruiting new services, entertainment, food and beverage, and other commercial and public space amenities while supporting incremental residential infill development and restoration projects within walking distance of these amenities. Infrastructure upgrades may be executed during this stage. Improved connections to the Wolf River Harbor, downtown, Midtown, the Medical District, and between points within Uptown will compound the cumulative effect of these investments.

The Smart Small Development Stage allows change to happen incrementally without creating a cataclysmic jolt to existing residents and business. It allows them, in fact, to be part of the change and the wealth that it can create. This work will then help lower the risk and shape the supply of larger developments that will want to be near what is created during this stage.

## STAGE GOALS

1. Convert "test" uses from the Activation and Discovery stage into permanent Uptown establishments.
2. Support new infill and adaptive reuse projects in close proximity to newly emerging centers.
3. Attract potential residents to "try on" the neighborhood and create incentives and supply of housing to retain them.
4. Continue to lay the groundwork for a pipeline of larger projects.

# Priority Initiatives

1 Chism Market

2 Warehouse Redevelopment

3 Greyhound Redevelopment

4 OffPop Retail District

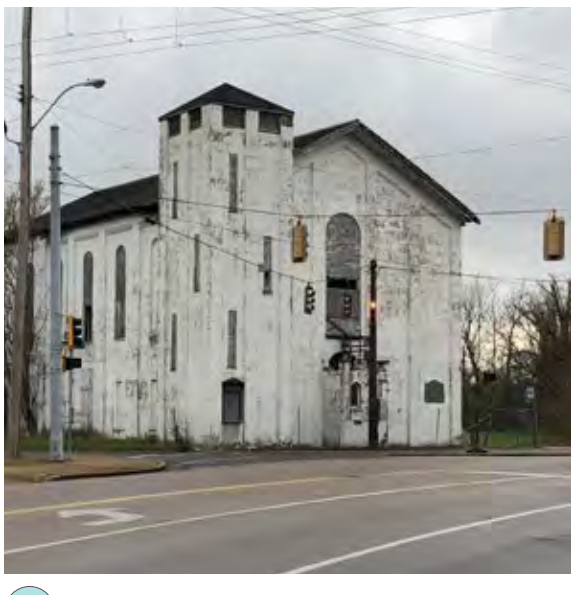
5 2nd Street Adaptive Reuse and Infill

6 Winchester Infill

7 Main Street Retail

8 Manassas + North Parkway

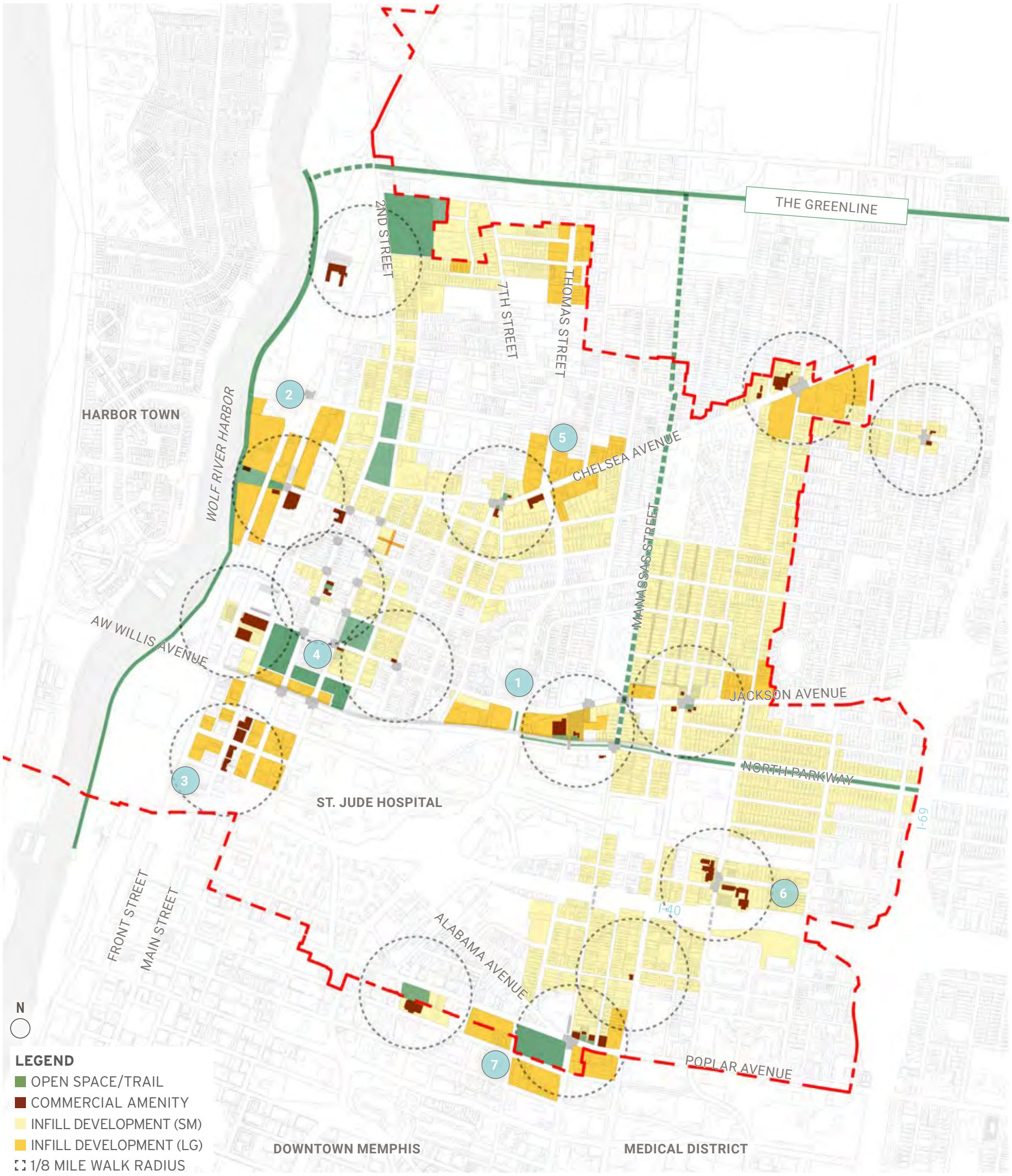
10 Inspection Station Sports Club



10 7th and Chelsea Performance Hall

11 Chelsea Park Development

# Sustained Growth [3-10 years]




***OPPORTUNITIES FOR SUSTAINED UPTOWN GROWTH***

The third stage of growth is where the leveraged value created through earlier investments are harvested through higher profile real estate and public good development projects. And because this large scale work is shaped by active testing (Stage One) and incremental investments (Stage Two) the sophistication, priorities, and function of Stage Three investment will be informed and intentional such that issues around displacement, over gentrification, design, access, and wealth creation can be met and responded to head on.

Sustained growth does not exclusively entail mega projects. In fact, much of the urban fabric within Uptown can absorb much walkable density within the current scale of detached houses, single story commercial buildings, and moderately scaled multi-family and institutional buildings. Further, the scale and sophistication of development will be proportionate to the location's starting point and the incremental progress made during the previous two stages. A significant development in the far north of the study area or in Smoky City, for instance, might be a remade street with detached homes and small retail on a prominent corner

whereas a signature development from this stage in the Front Street Warehouse District or in the Pinch will likely be large undertakings of regional importance. Similarly, public amenity improvements may be fundamental improvements to safe walkability in one area and a regionally serving greenway along Wolf River Harbor to the west. One of the CRA's primary objectives in the stage will be to ensure that the investments made during this stage, regardless of location, raise the investment grade of Uptown while maximizing the benefit for all Memphians.

# Priority Initiatives

1 Chism Market District

2 Warehouse District

3 Pinch District

4 Bayou + Mill Development and Park

5 Chelsea

6 Carnes Redevelopment

7 Morris Park

## STAGE GOALS

1. Execute relatively large and complex development projects.
2. Make signature investments in public assets such as parks, greenways, parking (if necessary), schools, etc.
3. Update Strategic Investment Plan for next phase of investment based on changed context.

# The Memphis CRA: Built to Grow Uptown

The CRA was chartered to review applications for TIF districts and the expenditure of TIF funds. The CRA currently manages three TIF districts across the City of Memphis. We recommend three areas of implementation consideration be prioritized in the next phase of work in Uptown:

## Be Proactive

It will be important that the CRA be as proactive as possible when distributing the funds they have at their disposal. This plan should act as a guide that will help them determine where and how they should sponsor investment. With interest and momentum in several areas, the CRA will act as a convener, facilitator, planner, and investor in the immediate months following the incorporation of the plan. This might include purchasing property, assessing and building out critical infrastructure, partnering with other public/private agencies, loaning money into deals, and other actions as outlined in the plan and the 'Market-Based Funding Toolkit'.

## React Smartly and Transparently

While it is critical that the CRA be a proactive doer after the plan is adopted, they will also need to be smart about how they react to applications that come in front of them to capitalize on the energy and creativity of other institutions and the private sector. The Uptown TIF Scorecard and a process for how it is used should be finalized in the immediate months following the adoption of the plan. UNAC will play a critical role in scoring applications, but as applicants score their own projects many questions will need to be answered and it will be important that the CRA have the staff capacity to respond to applicants questions about projects and the application process.

## Build Capacity

The CRA must consider whether or not they have sufficient staff in place to handle the workload that will come in front of them once this plan is adopted. Some key responsibilities that will likely emerge are as follows:

- Responding to and vetting TIF applications
- Working with partners to make proactive investments with the TIF
- Convening partners around development/ growth incentives for both the slow market conditions and the emerging market conditions
- Organizing institutional, nonprofit, and government entities around plan objectives

## Management Models

Two management models exist for the CRA to consider in guiding TIF deployment and Uptown growth:

- **CRA Builds** The CRA acts as the lead agency and would make direct investments in projects acting as the Master Developer, and Organizer for all of Uptown. Over time, this would likely entail a dramatic increase to the number of CRA staff assigned to Uptown.
- **CRA Convenes & Creates** The CRA acts as a lead funder, convener, and master planner while assisting in both the creation of new community development corporations and the growth of existing entities. This approach would require significant convening and consensus building among multiple parties.

COFFEE

# APPENDIX

# Working Project Implementation Matrix

| FOCUS AREA | CHARACTER + POSITION | PLAN(S) IN PLACE? | MARKET CONDITION | 0-2 YEAR WORK | 1-5 YEAR WORK | 10 YEAR IMPACT |
|---|---|---|---|---|---|---|
| **MANASSAS MARKET** | Retail daily needs core and third place for Uptown neighborhoods | XX | Slow | Acquire and activate garage b/t former Kroger and strip center along North Parkway; assemble properties, begin pre-development of former Kroger, mural side of kroger; extend real bike infrastructure to 2nd Street along Mill and AW Willis | Redevelop former Kroger building;<br>Develop garage into food/beverage | Retail hub that serves daily needs of all of study area; grocery; drugs; amazon locker; etc; third places where neighborhoods and St. Jude can mix; new housing cluster, better gateway through better intersections/streets |
| **WAREHOUSE DISTRICT** | Mixed-use destination retail core that connects Uptown neighborhoods to Wolf River Harborfront | XX | Moderate | Work with key property owners on plans for redevelopment, activate Front Street around warehouses, partner with silo owner for signature mural | Complete phase one construction of warehouses, begin planning development of waterfront, potential tenants/uses: Craft Brewery; Industrial Kitchen Incubator; Wholesale Food Outlet | Warehouse district development; Wolf River Harbor trail/ greenway |
|  **BAYOU + MILL** | Destination Food Hub that anchors Bayou-oriented neighborhood development | | Slow/Moderate | Activate Front Street frontage/side; Work with private developers to acquire and finance the renovation of the Greyhound building | Develop former Greyhound building; begin pre-development of park, develop infill on Front | Bayou project; infill development; regional destination |
| **2ND STREET ROW** | Neighborhood retail street | | Slow | Activate Office side lot; help finance permanent improvements of Office side lot; Purchase chemical building, purchase or work with property owner of horse stable building, financially assist small housing developers | Develop infill housing, rehab horse stable building, develop chemical building site | Relocated chemical company to north Thomas; fantastic neighborhood retail core |
| **MORRIS PARK** | Joint center of amenity for institutions and neighborhoods | xx | Slow | Activate Auto Inspection and Legend's Point, assess infrastructure for single family home development | Develop infill housing (70 lots); Develop b/t Washington + Poplar around Auto Inspection | Increased number of viable housing options within short distance of institutions and amenities |
| **THE PINCH** | Entertainment destination for Memphians that also happens to attract conventioneers | x | Moderate | Activate empty lot on regular basis with entertainment/music with emphasis on Main between Overton and Jackson; develop brand for Pinch with a focus on Main, use small business grants to strategically recruit retailers to Main | Develop large scale infill mixed use sites | Turn synagogue into venue; 2-3 more bars/clubs; 2-3 more boutique offices; loft housing |
| **CHELSEA** | Secondary Uptown neighborhood service retail core | In progress | Sluggish | Activate garage on NE corner of 7th + Chelsea; paint tower of church; acquire church, use tactical approach to improve pedestrian friendliness of intersection | Redevelop church, develop infill housing, complete new fire station; install permanent ped friendly infrastructure improvements on Chelsea from Thomas to 2nd, develop garage on NE Corner into food/ beverage | Chelsea and Thomas as a significant retail center |
| **KLONDIKE SMOKEY CITY** | Neighborhood center | | Sluggish | Ensure community led activation with focus on changing story/ perception of place and influencing outcomes on Jackson between Pearce and Leath, develop strategic code enforcement and safety plans, market resident facade program | Develop walkable amenities on Jackson between Pearce and Leath, begin developing infill housing | Stabilization of housing; increased safety; Jackson Commercial district |

| POTENTIAL PARTNERS | TOOLS | PRECEDENT | OPERATIONS STRATEGY | TOP SCORECARD POINTS | NOTES |
|---|---|---|---|---|---|
| TBD | Property Acquisition; Pre-Development Grants (up to $50k); Public Art Grants; Developer Financing (create a package specific to former Kroger); Events & Programming Grants | 5 Points, Nashville<br>Turnip Truck, Nashville Bell Street, Seattle | CRA acquires property; CRA facilitates pre-development grants, public art grants & events and programming grants; CRA assembles financing for the redevelopment of the former Kroger site | Community is engaged in project planning and decision-making; Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Projects include public space with culturally relevant programming | Move food distribution here when grocery and delivery services go live and more space is needed at former Greyhound for Food Hall |
| TBD | Pre-Development Grants (up to $50k); Public Art Grants; Storytelling/Branding Grant; Events & Programming Grants; Developer Financing (Acquisition & Development) | City Flea; Town Branch - Lexington, KY, Taxi - Denver, The Source - Denver, American Can Building - Cincinnati, Clipper Mill - Baltimore, Bakery Square - Pittsburgh, Produce Terminal / Strip District / Cork Factory - Pittsburgh, Eastern Market - Detroit | CRA works in partnership with private owners to redevelop properties; CRA facilitates connections to DMC incentives; CRA manages applications for programming and public art; CRA manages branding/ storytelling strategy | Community is engaged in project planning and decision-making; Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Projects promote traffic calming and bike friendliness | Eligible for DMC Economic Development Incentives |
| TBD | Property Acquisition; Pre-Development Grants (up to $50k); Storytelling/Branding Grant; Developer Financing (create a package specific to the Greyhound); Events & Programming Grants | Source Denver | CRA works in partnership with private owners to redevelop properties; CRA facilitates connections to DMC incentives; CRA manages applications for programming; CRA manages branding/ storytelling strategy | Community is engaged in project planning and decision-making; Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Projects include public space with culturally relevant programming | Eligible for DMC Economic Development Incentives |
| TBD | Property Acquisition; Pre-Development Grants (up to $30k); Storytelling/Branding Grant; Small Developer Financing; Events & Programming Grants | | CRA explores possible acquisition of chemical company building; CRA develops financing tools to help small developers; CRA manages events & programming grants & pre-development grants; CRA manages branding/storytelling strategy | Community is engaged in project planning and decision-making; Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Project diversifies current housing type | Eligible for DMC Economic Development Incentives |
| TBD | Property Acquisition; Pre-Development Grants (up to $30k); Small Business Development Grants (up to $15k); Small Developer Financing; Events & Programming Grants | Norfolk Arts District; Lawrenceville Art all Night; Fowling Warehouse | CRA facilitates developer financing and pre-development grants with MMDC; CRA works with MMDC on Small Business Development Grants and Events & Programming Grants | Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Project diversifies current housing type | This could be an alternate for a Craft Brewery and/or Food hall; In MMDC Focus Area |
| TBD | Pre-Development Grants (up to $50k); Storytelling/Branding Grant; Events & Programming Grants; Small Business Development Grants (up to $15k) | Covington Madlot; 5 Points; Chattanooga entertainment district | CRA manages events & programming grants, CRA facilitates connections to DMC incentives, CRA manages branding/ storytelling strategy | Community is engaged in project planning and decision-making; Projects make best efforts to hire from the neighborhood and to work with minority owned companies; Projects include public space with culturally relevant programming | Consider building to south of Cafe Francisco for Food Hall alternate; Eligible for DMC Economic Development Incentives |
| TBD | Events & Programming Grants; Programming Toolkit; Public Art Grants; Tactical Street Re-design | NuLu Louisville | CRA works facilitates Events & Programming grants, Public Art Grants; CRA develops programming toolkit with City; CRA secures partner for Tactical Street Project | Projects are initiated by the community; projects promote traffic calming and bike friendliness | Fire station in progress on 5th/Chelsea; Eligible for DMC Economic Development Incentives |
| TBD | Community Vibrancy Mini-Grants; Strategic Code Enforcement; Residential Facade Grants; Clean Ups, Strategic Police Partnerships | Heidelberg Project - Detroit | CRA manages mini-grants, CRA works with the community to facilitate partnerships with the City and partners around code enforcement, safety and clean ups; CRA manages residential facade grants | Projects are initiated by the community | This likely needs more code enforcement etc as part of first 24 months |

MARKET
BREWERY

COMMUNITY REDEVELOPMENT AGEN
MEMPHIS AND SHELBY COUN

# MEMPHIS UPTOWN COMMUNITY PLAN