

Winchester Park / Intown Charrette Report and Plan

A Study Prepared for the City of Memphis, Tennessee Based on the July 2006 Charrette
by the Knight Program in Community Building, University of Miami School of Architecture

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1. Executive Summary



Executive Summary

In early 2006, Memphis was selected by the Knight Program in Community Building at the University of Miami School of Architecture to be the site of its annual charrette effort for 2006. The purpose of the charrette, an intensive week-long public design workshop, was to develop a vision and plan to help facilitate the revitalization of Winchester Park/Intown. The charrette was held July 17-22, 2006. The charrette host and local sponsor was the UrbanArt Commission.

The Winchester Park/Intown neighborhood is at a crossroads. A once-thriving community, it is now faced with many challenges including crime, high poverty rates, and property in severe physical distress. At the same time, the neighborhood has a valuable resource in the Memphis Medical Center and an influx of new investment and new jobs could provide a catalyst for transforming Winchester Park/Intown into a vital, attractive neighborhood in which to live and work.

During the charrette, the 30-plus-member charrette team worked with business professionals, local officials, city staff, medical institutions, local organizations, clubs, nonprofit groups, churches, and residents from the city and surrounding area. The Memphis community was invited to share opinions and ideas for the future development of the neighborhood. Ideas for revitalizing existing neighborhoods and improving the connections between the medical and educational institutions and the neighborhood were drawn by the Knight Program team so that during the charrette participants and community members could review and critique the evolving drawings, refining a community-driven vision for the neighborhood.

The overall effort was headed by Elizabeth Plater-Zyberk, dean of the University of Miami School of Architecture and principal in the firm Duany Plater-Zyberk & Co., which has created plans for more than 200 communities worldwide. Plater-Zyberk is one of the founders of the Congress for the New Urbanism, a reform movement based on the principles of traditional

urbanism that advocates the planning and design of livable urban neighborhoods that are walkable, diverse, and economically sustainable, with shopping, civic institutions, parks, and jobs within easy access of residents.

The Memphis charrette was the fifth charrette conducted by the Knight Program in Community Building: previous charrettes were held in Macon, GA, San Jose, CA, Coatesville, PA, and Duluth, MN. The Knight Program is supported by the John L. and James S. Knight Foundation. The Knight Foundation promotes excellence in journalism worldwide and invests in the vitality of 26 U.S. communities.

The intent of the charrette process was to identify specific design, policy, and management recommendations for the revitalization of the study area. The master plan and recommendations provide a framework for preserving what citizens love most about their neighborhood's character and its past while enabling new development to sensitively blend in and enhance the community's character and sense of place.

After a well-attended opening presentation and visioning exercise, part of the charrette team spent the next several days conducting numerous meetings to gain valuable input and insight from residents, officials, and other stakeholders, while other team members analyzed the study area by taking photographs and making field observations. Combined, these approaches helped the charrette team explore the neighborhood holistically, examining issues and identifying opportunities that spanned a wide range – areas of focus included market conditions, streets, parks and green spaces, problem properties, building types, the arts, social conditions, and historic preservation. The key issue explored was how the growth and investment in the medical institutions and the revitalization of the neighborhoods could reinforce one another and blend together as a cohesive seamless livable community.

As the charrette progressed, ideas began

to surface about ways in which the study area could be improved through a series of physical design proposals, as well as through policy and management measures. Two “pin-up” sessions were held during the charrette, in which residents could see and comment on preliminary ideas the team was considering. This feedback was distilled and culminated in final design ideas that were shown at the final presentation.

The charrette resulted in 101 recommended strategic actions for Winchester Park/Intown (see section 5.3). That list of recommendations was the underpinning for the formulation of 12 key community building strategies, or guiding principles, for the area:

1. Adopt a master plan and a form-based code that coordinate public, private, and nonprofit investments to create a distinctive area of the city with a strong sense of place and blends medical facilities with livable neighborhoods, building a new pattern that:
 - creates distinct neighborhoods, each with its own vibrant center and public gathering places
 - links the institutions and neighborhoods with attractive, pedestrian-friendly boulevards and avenues
 - conceals surface parking lots and structures behind buildings (including liner buildings)
 - brings internalized retail and food services to the street and public plazas and squares
 - adds distinctive gates and fencing similar to those found on historic college campuses where necessary to enhance security while creating a sense of openness and beauty
 - preserves and enhances historic properties and the homes of existing home-owners
2. Create an interconnected network of safe, pedestrian-friendly streets:
 - increase street connectivity through implementation of the Dixie

Homes/Legends Park plan and make maintaining a continuous network (vehicular, pedestrian, bike, and wheelchair/disabled) a priority

- reinvent the Poplar, North Parkway, and Dunlap thoroughfares into “Grand Avenues” through cost effective improvements
3. Use campaniles – bell towers, clock towers, and other slender tower elements – to help create a distinctive identity for each of the numerous medical institutions in the study area, enhance the skyline, and provide better wayfinding.
 4. Infill the numerous vacant residential parcels with new housing with sensitivity to the existing urban context (e.g., character and scale of surroundings) to enhance the character of streets and neighborhoods for long-term residential stakeholders as well as new residents.
 5. Establish a Community Development Corporation for the area or extend the existing CDC adjacent to the area to provide tools for residential infill and rehab within the neighborhoods and mixed-use revitalization along the corridors.
 6. Transform existing parks into safe open spaces by getting “eyes on the street” by filling vacant parcels with buildings fronting the parks.
 7. Use tax policies and other tools available through the CDC and nonprofit housing organizations and foundations to assure that existing low-income homeowners are not displaced as mixed-income housing is introduced.
 8. Make zoning changes and adopt form-based coding to encourage the strategic location and infill of restaurants, neighborhood retail, multifamily housing, live/work, and mixed-use buildings along major corridors, neighborhood centers, in employment centers, and adjacent to new and existing parks and gathering places.
 9. Create a strategic partnership between

police, code enforcement, land use departments, and existing residents to eradicate dangerous activities and non-contributing structures.

10. Engage existing indigent missions programs in the area to change customer movement during “closed” periods by forming a task force of public, private, and nonprofit agencies and designers to work with the missions to improve facilities by including courtyards and creating secure gathering places.
11. Strengthen the three existing neighborhoods by bolstering existing housing programs and through the creation of small parks, and drainage improvements.
12. Launch a “Healthy Neighborhood Initiative” through a partnership between the Medical Center, the city, and other stakeholders that creates a targeted program to help existing residents of Winchester Park/Intown participate in the revitalization of the area through assistance in the areas of housing, jobs and job training, education, health care, community gardens, and other initiatives.

The charrette team recommended that Memphis form a charrette stewardship group to move the charrette vision forward. The stewardship group is being formed under the guidance of Robert Lipscomb, director of the Memphis Housing Authority and director of Housing and Community Development.



2. Introduction



2.1 Background

The Winchester Park/Intown Charrette was a highly collaborative and intensive week-long planning process that resulted in a new vision, plan, and extensive recommendations for revitalizing this important Memphis neighborhood.

It was through a highly competitive process that Memphis was selected to be the site of the annual charrette sponsored and held by the Knight Program in Community Building at the University of Miami School of Architecture.

The charrette was held on July 17-22, 2006. The charrette was led by the 2006 Knight Program Fellows—an interdisciplinary group of 12 community development professionals from around the country who bring a range of expertise including community development, planning, housing, real estate development, arts management, transportation, architecture, and historic preservation. The design team was comprised of graduate students enrolled in the Suburb and Town Design Program at the UM School of Architecture.

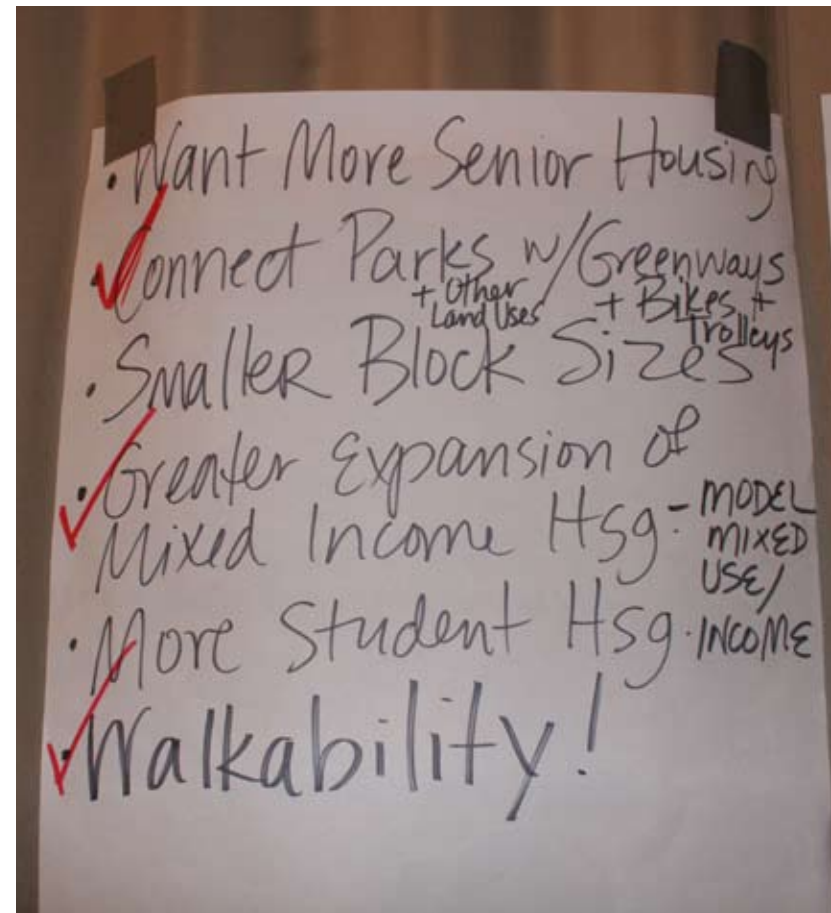
Throughout the charrette, the Memphis community was invited to share opinions and ideas for the future development of Winchester Park/Intown. In addition to opening and closing presentations, 14 stakeholder meetings were held to solicit the public's ideas about the neighborhood.

During the charrette, the 30-member charrette team worked with business professionals, local officials, city staff, local organizations, clubs, groups, medical institutions, churches, and residents from the city and surrounding area. Neighborhood residents, property owners, and other stakeholders were invited to specific sessions, and all of the discussions were open to the public. Ideas for new development and for improving existing neighborhoods were drawn by the Knight Program team so participants could review and critique them, refining a community-driven vision for their neighborhood.

The charrette host and local sponsor was the UrbanArt Commission. Additional funding for the charrette was provided by: Le Bonheur Children's Medical Center; Memphis Area Association of Realtors; Memphis Community Development Partnership; National Association of Realtors; and St. Jude Children's Research Hospital. For a complete list of organizations that provided additional funding and for charrette team members, see "Charrette Team and Sponsors," page 2.

About Charrettes

A charrette is a community-wide design process in which members of the public are invited to meet with urban designers, planners, and other specialists and are encouraged to participate in workshop sessions and share their opinions and ideas for the future development and refinement of their community—it is essentially a combination of an urban design studio and a town meeting in which the full spectrum of community problems, opportunities, and future alternatives are studied and debated. The goal is to create a plan that is practical and achieves consensus.



2.2 Goals and Objectives

The Winchester Park/Intown area of Memphis is a neighborhood facing many challenges, including crime, high poverty rates, and property in severe physical distress. One of the major issues the neighborhood faces and that the charrette addressed is the challenge of integrating the 14 medical institutions that comprise the Memphis Medical Center with the neighborhood as a whole. The intent of the charrette process is to create a set of overarching principles for redevelopment of the study area and also to identify specific design, policy, and management recommendations for creating a critical mass of positive transformation.

The principles and recommendations provide a framework for preserving what citizens love most about their city's character and its past while enabling new development to sensitively blend in and enhance the community's character and sense of place.

The charrette recommendations are not about creating an entirely new place, but about enhancing what exists to help revitalize the neighborhood. As expressed by charrette leader Elizabeth Plater-Zyberk, dean of the University of Miami School of Architecture, "This neighborhood was a place of great character, with good parks and structures. It is a place with a good location close to downtown. We are not starting over, but continuing the history, growing out of the past and revaluing what is here."



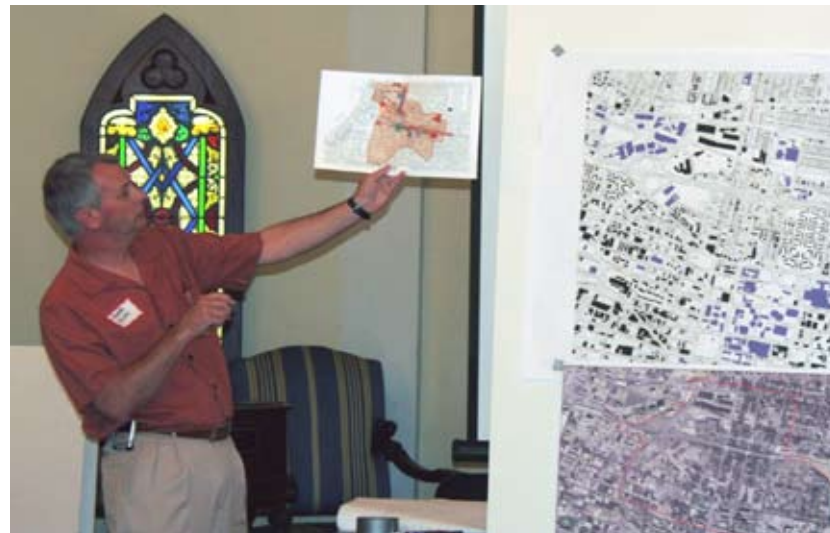
2.3 The Charrette Process

1 The charrette process began several months in advance of the charrette itself, with research, interviews, discussions, and a series of pre-charrette visits by some of the team members. This allowed the team to become familiar with the study area and its challenges and opportunities. In addition, it set the groundwork for determining areas of future research as well as addressing logistical concerns, such as determining the best location for the charrette studio. St. Mary's Episcopal Cathedral, located within the study area, was selected as the location for the charrette studio.



2 On the charrette's first day, the team took a bus tour of the study area, which included extensive photographic cataloguing of streets, buildings, frontages, civic spaces, natural features, and other observations in order to inform the team's work. Throughout the charrette, team members went on additional walking and driving tours of the charrette area.

3 An opening presentation and workshop was held on the first evening of the charrette, which was attended by approximately 80 people. Participants sat in groups around tables with team members and engaged in a robust exchange of ideas on ways to improve Winchester Park/Intown. Citizens drew their ideas on maps and took notes on flip charts to document all comments and ideas.



4 Each table reported its recommendations to the entire group. The results were taken back to the charrette studio, where the team analyzed the suggestions for dominant themes and brainstormed ways to incorporate ideas into the initial designs.



5 The design team (graduate students and professors from the University of Miami School of Architecture) worked long days in the studio to begin translating ideas into a series of preliminary drawings.

6 While the design team worked in the studio, the Knight Program Fellows conducted a series of 14 stakeholder meetings to gain citizen input on various topics such as transportation, housing and neighborhood revitalization, safety, the Memphis Medical Center, and more. Stakeholder meetings began on the afternoon of the first day and continued for the first three days of the charrette. All stakeholder meetings were open to the public.



2.3 The Charrette Process

7 After discussing and consolidating the information gathered in the stakeholder meetings, the Knight Program Fellows synthesized the information and formulated a series of policy, management, and design recommendations for the Winchester Park/Intown area.



9 As a result of feedback, the design team refined ideas and finalized designs into a series of sketches, plans, and renderings.



8 As the work by the design team progressed, two public “pin-up” sessions were held during the charrette. This was essential for presenting developing ideas so that the charrette team could gather feedback from citizens and city officials.



10 The charrette concluded with a presentation to the public. Boards with drawings were set up so attendees could view the charrette illustrations and discuss them with team members. A PowerPoint presentation walked the audience through the charrette process, findings, and recommendations. The completion of the charrette marked the beginning of the implementation phase, which included formation of a stewardship committee to ensure that the recommendations and ideas presented in the charrette would be carried forward.

2.4 Public Meetings

List of Public Meetings and Events

Monday, July 17

1:30 p.m.
Stakeholder Meeting: Developers, Land Owners and Home Builders

Stakeholder Meeting: Transportation, Utilities and Engineering

5:30 p.m.
Opening Public Presentation and Workshop

Tuesday, July 18

8:30 a.m.
Stakeholder Meeting: Land Use Policies, Planning and Code Issues

Stakeholder Meeting: Architects and Historic Preservation

10:30 a.m.
Stakeholder Meeting: Commercial and Economic Development

Stakeholder Meeting: Business Owners and Small Nonprofits

Noon
Lecture by Dougal Hewitt and Joanna Lombard: "The Health Care Industry and Healthy Communities"

1:30 p.m.
Stakeholder Meeting: The Memphis Medical Center – Growth and Market Needs

3:30 p.m.
Stakeholder Meeting: Churches

Stakeholder Meeting: Homeless and Nonprofit Service Organizations

5:30 p.m.
Memphis College of Art Lecture by Elizabeth Plater-Zyberk: "Sustainable Urbanism" (This lecture sponsored by ULI Memphis)

6:00 p.m.
Stakeholder Meeting: Residents/ Homeowners

Wednesday, July 19

8:30 a.m.
Stakeholder Meeting: Housing and Neighborhood Revitalization

Stakeholder Meeting: Parks, Open Space and Community Amenities

10:30 a.m.
Stakeholder Meeting: Schools

Stakeholder Meeting: Safety (Police, Fire and Emergency Services)

Noon
Public Meeting: Pin-Up

4:00 p.m.
Lecture by Bill Lennertz: "An Introduction to Charrette Planning"

Thursday, July 20

Noon
Lecture by Dr. Charles Bohl: "Walkable Communities"

5:30 p.m.
Public Meeting: Pin-Up

Saturday, July 22

5:00 p.m.
Final Presentation/Public Meeting

Public Input is key to the charrette process, which seeks to gather input and feedback from stakeholders at every step of the process. During the charrette, the team held 14 stakeholder meetings to hear the public's ideas about the neighborhood. There was also an opening presentation and workshop, a pin-up session, a final presentation, lectures for the public by charrette team members, and the public was invited to come to the studio at any time to observe the work in progress.



3. Context and History



3.1 Introduction

The charrette team studied Winchester Park/Intown in depth in order to inform the master plan and recommendations for the neighborhood. Part of the team's exploration of the area included research into the neighborhood and regional context and history.

For a charrette to be effective, it is essential to know the background of a place – its context and history. The objective of the charrette was not to start over, but to build on the neighborhood's rich existing history.

The study area boundary was defined through meetings, discussions and site visits involving city staff, local organizers, and Knight Program team members. Boundaries were adjusted in order to ensure that the team would study and make recommendations for core residential neighborhoods, corridors, parks and open space, and growth areas for medical institutions, particularly "border" areas where institutions and residential areas meet.

An aerial view showing perimeter of the charrette study area. The Winchester Park/Intown neighborhood is bordered by North Parkway, I-240, Jefferson Avenue, and Danny Thomas Boulevard. It is located between St. Jude Children's Research Hospital and Le Bonheur Children's Medical Center on the northeastern edge of downtown Memphis.



3.2 Regional Context

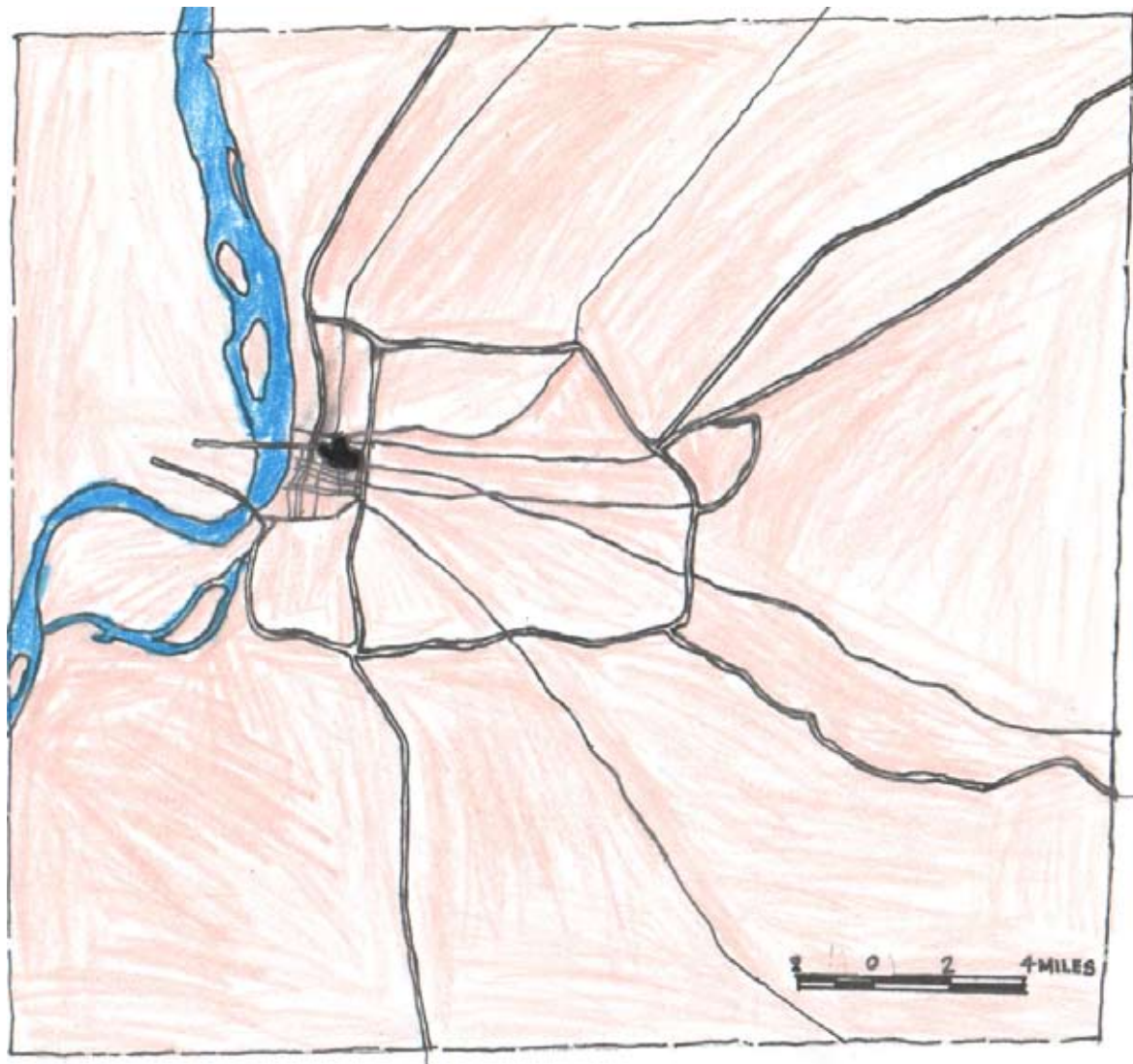
The city of Memphis is located on the banks of the Mississippi River in Shelby County, Tennessee, and comprises the northern end of the Mississippi Delta. The Memphis Metropolitan Statistical Area (MSA) of the 2000 U.S. Census consists of five counties in three states: Shelby, Tipton and Fayette counties in Tennessee; DeSoto County in northwestern Mississippi; and Crittenden County in eastern Arkansas.

Besides the mighty Mississippi River, the region includes the Loosahatchie River, the Wolf River, and the Nonconnah Creek, all tributaries to the east of the Mississippi and which drain into it. The ridgelines between

these rivers formed the original trails, which influenced the placement of railroads and later arterial roadways.

Two auto and two rail bridges connect Memphis to West Memphis, Arkansas, which is located across the Mississippi River. Memphis developed radially and concentrically along corridors and around the city center. Since that time, the development of the I-240 beltway divided the metro area into inner and outer zones. Beyond the beltway the I-40 and I-55 corridors extend outward.

Winchester Park/Intown is located just to the east of downtown Memphis, between



Region view: This drawing shows the arterial roads entering the central downtown area along with the north/south axis of the Mississippi River.

1907 Winchester Park Sanborn Map



Danny Thomas Boulevard, I-240, North Parkway, and Jefferson Avenue. It is located between downtown and midtown Memphis.

Memphis developed because of its key location as a transcontinental hub linking the eastern and western continental grids. The original settlement was on the eastern side of the Mississippi (where downtown Memphis currently is located), along the bluffs that offered natural protection from flooding.

The western side of the Mississippi, in Arkansas, did not have bluffs that protected the area, and land development there occurred much farther away from the river.

The major forces that have shaped development in the region include the Mississippi River, historic areas, the railroad, roadways, airports, and institutions such as hospitals and universities.

3.3 Regional Centers and Corridors

The anchor of the region is downtown Memphis, which is the region's largest mixed-use center, with radial corridors extending outward. These corridors were initially formed by the Mississippi River and overland trails. The four historical trails include the Cherokee Trail (later Poplar Avenue/US-72), the Chickasaw Trail (now US-78), the Tri-Weekly Mail Trail (later US-64), and the Military Trail (I-40). The region was primarily forest until the early 1900s when many of the forests were transformed into farmland.

The historic street grid and regional road network would be enhanced to include attractive parkways leading into the downtown, which remain some of the most attractive streets in the city today, where the parkway character has remained intact.

Other radial corridors that have developed over the years include US-51, TN 385/Bill Morris Parkway, I-55, US-61, and two beltway corridors including the I-40/240 inner beltway and the TN385/MS304 outer beltway.

The primary corridor in Memphis is Poplar Avenue, which runs east-west and bisects the area in two. Along Poplar Avenue, east of the traditional downtown, is midtown, with its own commercial land uses. The Chamber of Commerce considers downtown and midtown to be the principal metro center. Poplar intersects I-240 ten miles from the city center, where a major commercial center, with office and significant retail, second only to downtown and midtown Memphis, has grown up around this interchange (I-240, Exit 15). This center has over 1.5 million square feet of retail and nearly 8 million square feet of office space.

Another major regional center is the Memphis International Airport, the largest air cargo facility in the world, serving the FedEx Superhub. The area has spawned a large amount of industrial, distribution, and manufacturing businesses concentrated near the airport. It has also generated residential growth in DeSoto County, Mississippi to

the south of the airport. Memphis is also an important trucking hub, given its location at a key crossroads (I-55 and I-40) on the interstate highway system and a large rail hub, with five Class-I railroads.

The Nonconnah Parkway and Paul W. Barret Parkway are the first completed elements in what will eventually become the outer belt, thereby making I-240 the inner belt. The building of the outer beltway will spur more residential development farther away from downtown, most likely at lower densities. The I-69 NAFTA highway will also travel through the region, providing north-south access from Canada to Mexico.

Beyond these existing metro centers within Memphis, is an emerging outer ring of six cities, which include Millington (at US-51 at Paul W. Barret Parkway), Arlington (I-40 East at TN 385), Collierville (US-72 at TN 385), Byhalia (US-78), Hernando (I-55 at MS 304), and Walls (US-61).



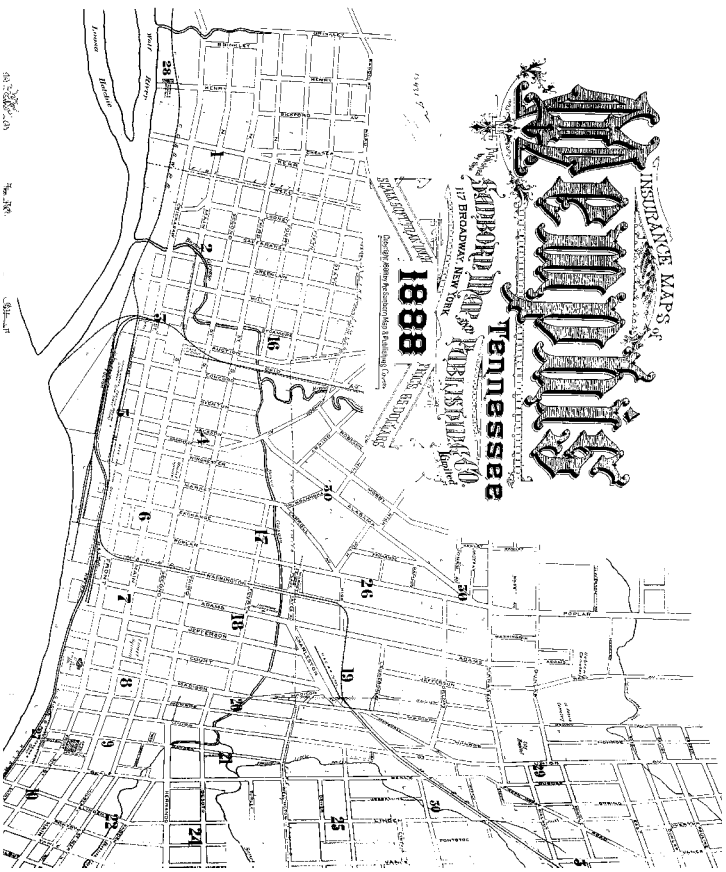
Far right images: Courtesy Memphis Convention & Visitors Bureau

3.4 Historic Street Patterns

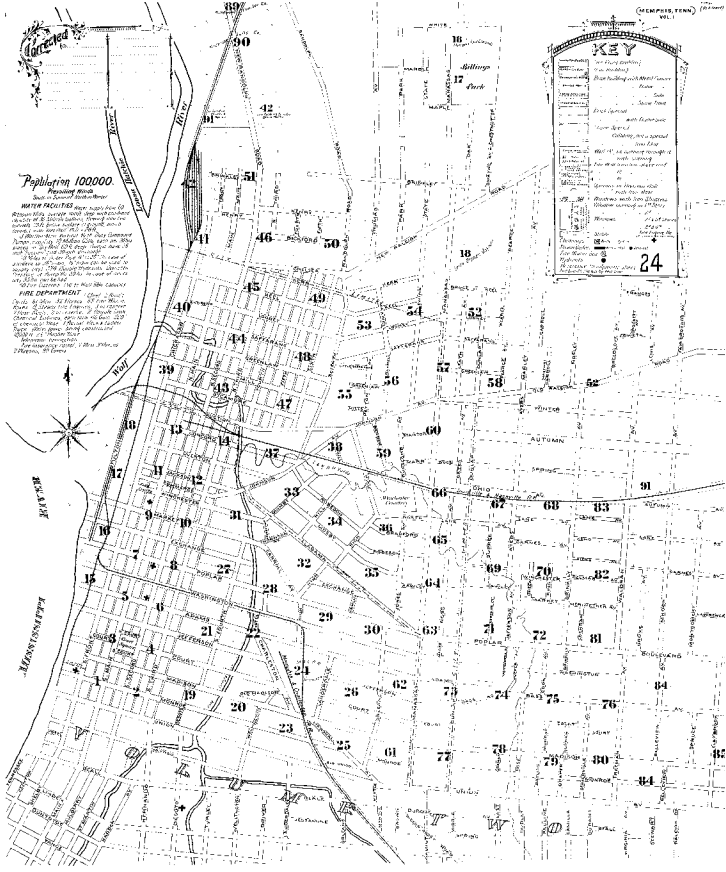
Historic maps show the growth of the city over time. Downtown Memphis was originally laid out in a regular grid of small blocks. As the city expanded into the Winchester Park neighborhood, streets and blocks followed the original platting of lots in the city. Much of that original street grid remains in evidence today. Poplar Avenue, running east-west through the neighborhood, has been a major commercial artery since the earliest days of the city. In the 1960s, construction of highway interstate I-40 divided the neighborhood and disrupted the street grid, resulting in many rerouted or dead-end streets.



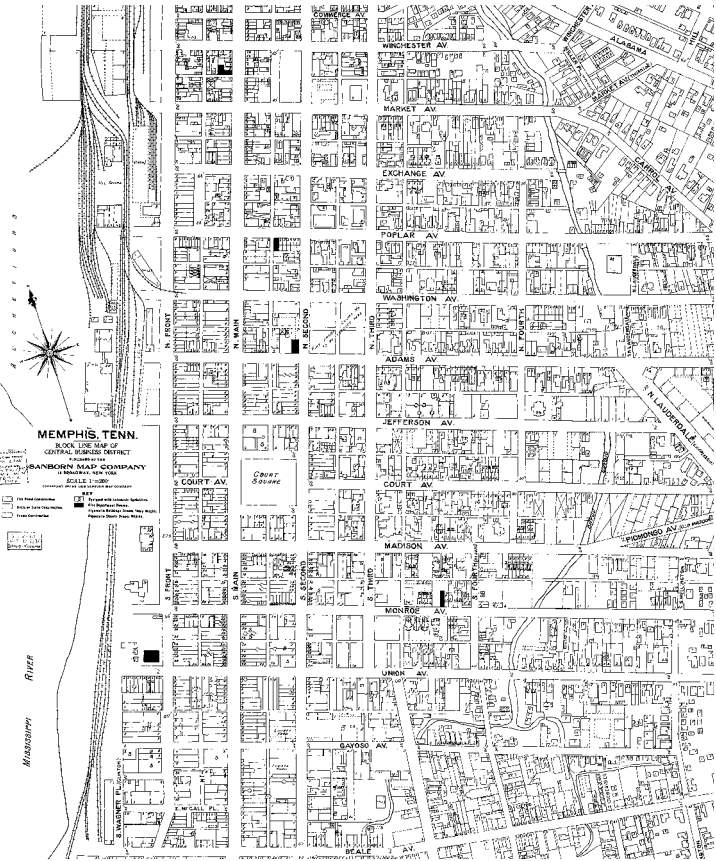
Original Plat of Memphis 1819



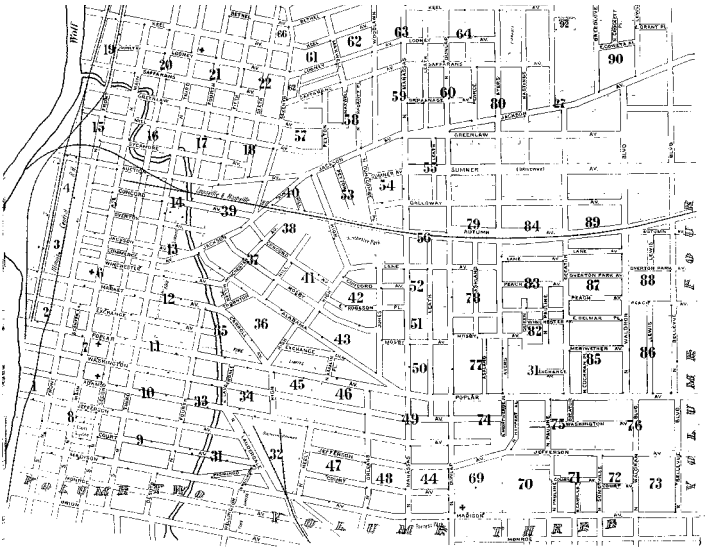
Memphis 1888



Memphis 1897



Downtown Memphis 1907



Memphis 1907



Winchester Park Street Grid 1907



Winchester Park Street Grid 2006

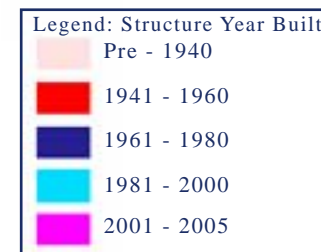
3.5 Regional Population

The five-county Memphis metropolitan area had a population of more than one million in 2000. It has grown by 18 percent over the last 15 years. The center is pushing outward, as many middle-income residents have migrated east to newly suburbanizing areas on the metropolitan edge in search of higher quality public schools.

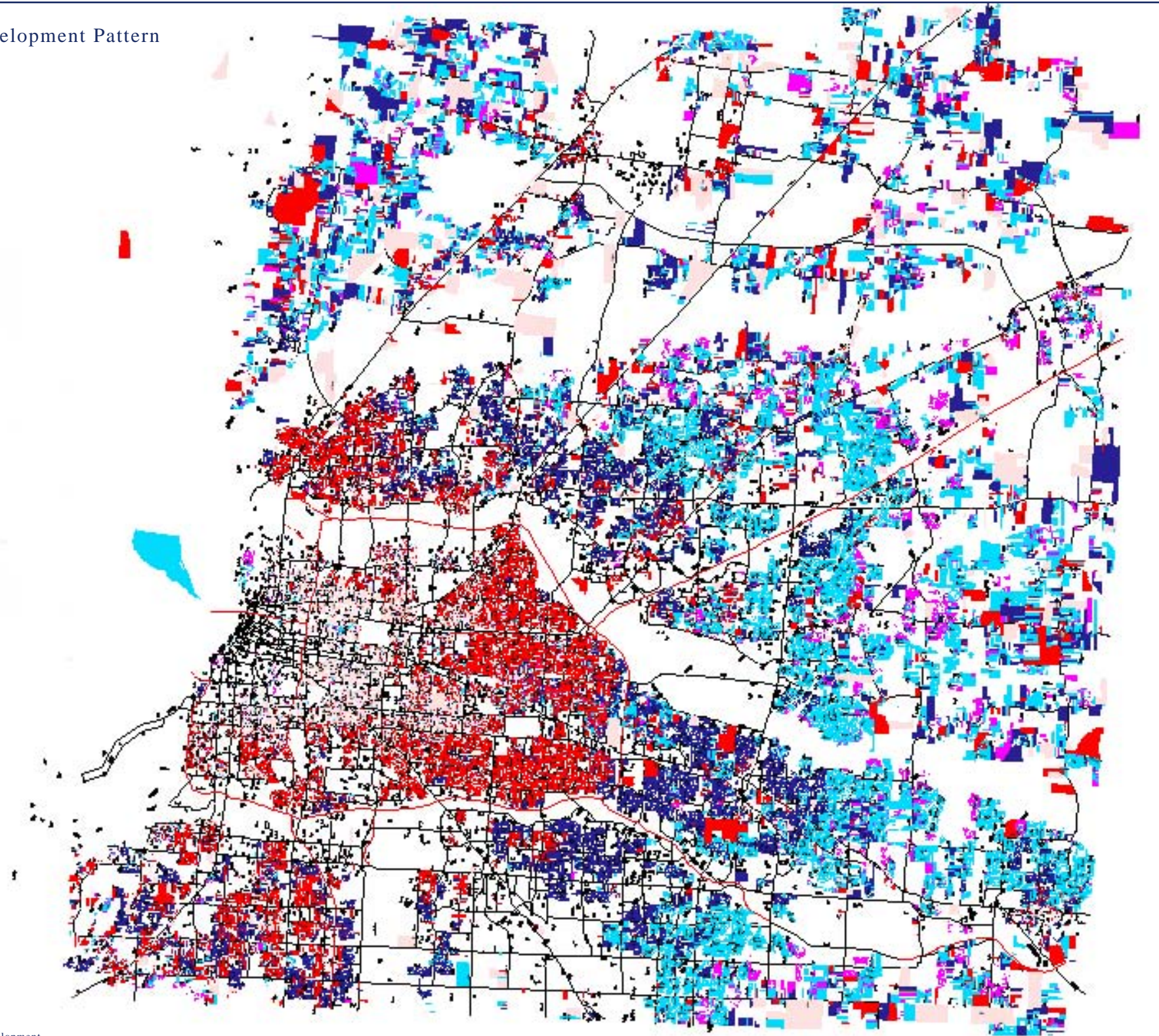
Of the five counties in the Memphis region, Shelby County is the most populous, with a year 2000 population of 897,472, followed by DeSoto County at 107,199, Tipton County at 51,271, Crittenden County at 50,866, then Fayette County at 28,806. The fastest growing county in the 5-county region is by far DeSoto County in northwestern Mississippi, with a 99% growth rate from 1990 to 2005, followed by Tipton County with 49% for the same period, Fayette County with 35%, Shelby with 10%, and Crittenden with 3%.

Memphis' population loss has been in a series of pockets, most notably in the area east of downtown and the I-240 beltway, which includes the Winchester Park/Intown neighborhood. There is hope, however, since other areas within the inner belt, especially downtown, have exhibited recent moderate to high growth due to revitalization.

Memphis and Shelby County Development Pattern



Source: Memphis and Shelby County Division of Planning and Development



3.6 Historical Context

Winchester Park/Intown is where, after the April 4, 1968 assassination of Martin Luther King Jr. at Memphis's Lorraine Motel, church leaders gathered (at St. Mary's Episcopal Cathedral, the site of the charrette) to formulate a plan of action and plead for calm in the city. It is a place where many families have lived for generations. It was once a place where "you could get the best fried corn cakes...and the houses were well kept," reports one long-time resident.

But Winchester Park/Intown's rich historical legacy has largely been obscured by decades of turbulence. Disease, flooding, transportation issues, clearing of the bayou slum areas, and land grabs for the building of I-40 have all contributed to the neighborhood's challenges.

The city of Memphis was founded in 1819 – at the time, it had a population of about 50 people and was four blocks wide. The city grew quickly, becoming the cotton capital of the world. Winchester Park/Intown became part of the city in 1849, when an annexation to keep pace with the city's growing population brought Winchester land (Intown) into the city limits. Intown's proximity to downtown made the area attractive and popular. The city grew rapidly from 1850 to 1860, almost doubling its population, and the residential area of Intown grew along with the city. Many of the structures in the area were middle-class, two-story Italianate and one-story shotgun houses.

The Civil War halted the prosperity, ushering in a depression. After the Civil War, many former slaves settled in Memphis. The city's African-American population quadrupled between 1860 and 1870. Memphis experienced a devastating yellow fever epidemic in 1878 (the city's third). As a result, over half the population died or fled the city.



Top Left: Poplar Avenue; Middle Left: Poplar Avenue;
Bottom Left: Winchester Park;
Top Right: St. Mary's Episcopal Cathedral; Bottom
Right: Poplar Avenue and North Cochran

3.6 Historical Context

Improvements to the city's sewage and drinking water systems helped reduce the threat of epidemic, and the city again began to grow, building six additional railroads and completing the trolley system. But by the 1920s, areas in Memphis's "inner city" were beginning to suffer. The extension of trolley lines and industrial growth close to the railroads affected Intown. Inexpensive large lots and growing prosperity lured property owners away and the Depression capped off the decline of Intown. By the mid-1930s most of the area's properties were rental and the majority of the housing was substandard.

In the 1930s the Public Works Administration built Dixie Homes in Intown and Lauderdale Courts on the western edge of Intown. Dixie Homes was built on a 46-acre site. Approximately 300 housing units occupied by 1,500 people were replaced with new units housing over 3,600 people.

The Federal Highway Act of 1956 launched the interstate highway system in Memphis. I-55 and the south loop of 240 were completed in the early 1960s. The northern section of I-40 was completed in 1979, cutting Intown in half. The section north

of the interstate suffered less from the disruption than the area to the south.

At the time of Dr. King's assassination, Memphis was a largely segregated city; African Americans lived mostly in the southern part of the city, held the majority of the unskilled and semi-skilled jobs, and experienced more poverty. Dr. King had come to Memphis in 1968 in response to a labor dispute involving the city's sanitation workers. After Dr. King's assassination, the Sanitation Workers Strike ended with the recognition of the AFSCME union. Other civil rights advancements occurred in 1973 when court-ordered busing for school desegregation was adopted in Memphis and in 1980 with the Memphis Jobs Conference, an economic planning initiative praised for its integration of various Memphis sectors.

Winchester Park/Intown has also been impacted by the development and continued growth of the Memphis Medical Center (see 3.6.1, Medical Center History). Recent and ongoing expansion of medical facilities is expected to bring many new jobs into the area and catalyze the development of new housing and new commercial venues.



Top Right: Courtesy Memphis Convention & Visitors Bureau



3.6.1 Medical Center History

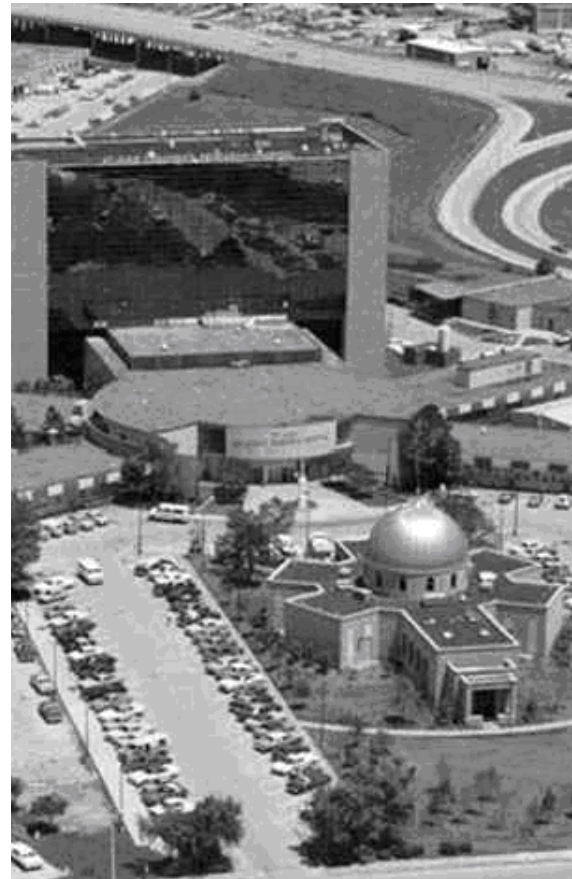
The Memphis Medical Center, which includes Intown, can be traced back to 1897 when the old Memphis General Hospital was built on the site of St. Peter's Cemetery on Madison near Dunlap. It was replaced in 1936 by the John Gaston Hospital. The old Baptist Hospital, a series of eight interconnected buildings started construction in 1912 and served as the center of the district for nearly 100 years.

In the early 1950s urban renewal offered help in acquiring land for the expansion of the medical facilities. Much of the land along Poplar Avenue was subsequently acquired for medical purposes. In 1957, 11.5 acres along Jackson Avenue was sold to St. Jude Children's Research Hospital, just west of Intown.

St. Jude opened in 1962, and today it is a major international center for the treatment and research of catastrophic diseases in children, primarily cancer. The hospital's mission is to advance cures and means of prevention for catastrophic diseases in children through research and treatment. Approximately 4,900 patients are seen annually. St. Jude is the only pediatric research center where families never pay for treatment not covered by insurance, and families without insurance are never asked to pay.

Today, the hospital continues an ambitious \$1 billion expansion program that doubles the size of the original campus and allows St. Jude to continue to be at the cutting edge of both research and treatment efforts. It is expected that the expansion will also result in a doubling of the hospital's staff of 3,000 over the next five years.

In November 2005, the 900,000-square-foot Baptist Hospital was imploded to make way for the new \$450 million UT-Baptist Research Park. The park is a state-of-the-art campus designed for Memphis's growing bioscience community. When it is fully built-out, the ten-acre campus will include 1.2 million square feet of laboratory, research, education, and business development space.



As a result of the expanded medical facilities, it is estimated that Winchester Park/Intown will witness the infusion of over 12,000 new jobs into the surrounding area within the next several years. New housing



and commercial venues will be necessary to support the thousands of doctors, technicians, and patients entering the area, offering Winchester Park/Intown a unique revitalization opportunity.

*Left: Images of St. Jude Children's Research Hospital;
Right: Historic aerial view of Memphis.*

4. Existing Conditions



Winchester Park

4.1 Introduction

A thorough examination of the current state of Winchester Park/Intown was part of the charrette process. This is a neighborhood that has experienced significant disinvestment. There are numerous empty lots along Poplar Avenue and within the residential areas. Streets are poorly defined and lined with fast food restaurants, corner gas stations, and large surface parking lots. Excessive trash, illegal dumping, and abandoned and dilapidated housing are all major sources of concern.

In addition to gathering information from the neighborhood's citizens, stakeholders, and local officials (see Appendix 6.2, "Summary of Input from Public Meetings," for notes from the public meetings), the charrette team carefully reviewed the neighborhood, took photographs and produced a series of drawings and diagrams that document the charrette study area. The following images are a selection of those taken by the team as part of their survey/review.

*Top row: Streetside trash and dumping
Middle row: L-Shaped bungalow, shotguns,
Victorian mansion; Bottom row: Winchester
and Morris Parks, Poplar Avenue*



4.2 Major Themes

During the public meetings, the charrette team members heard from hundreds of neighborhood residents. After listening, discussing and distilling the information gathered, several themes emerged as the major issues to be addressed in the process of making Winchester Park/Intown a better place to live and work.

Those themes were:

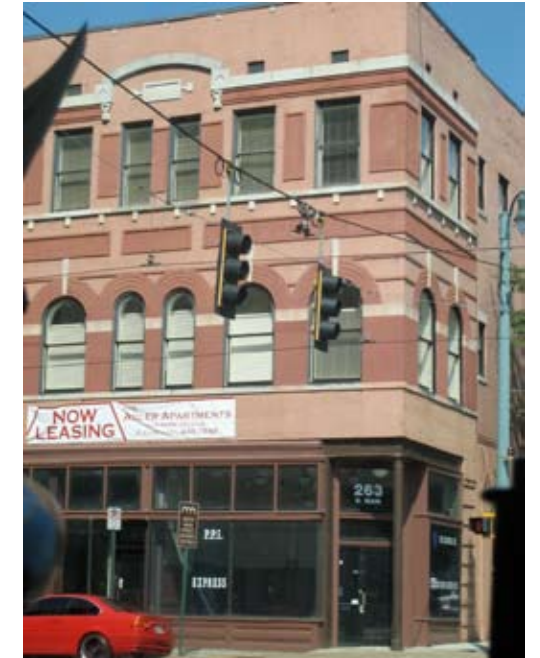
- Improve the neighborhood for everyone
- Stabilize the neighborhood through actions including code enforcement, neighborhood clean-up, and community policing efforts
- Prevent displacement of existing homeowners and help them improve their properties
- Improve connections between medical and educational institutions and the neighborhood through improvements to the public realm (parks, pedestrian-friendly streets, and attractive streetscapes)
- Preserve parkland and make parks safe, attractive amenities for current and future residents, employees, and visitors
- Enable new mixed-use infill development to blend with the neighborhood fabric and accommodate new businesses, medical facilities, a grocery store, coffee shops, lunch places, and housing for workers, city residents, and visitors
- Blend social service facilities and transitional housing into the neighborhood
- Preserve and reuse historic homes



Cleaning up the neighborhood includes bulk trash removal, cleaning vacant lots and eliminating illegal dumping in the bayou.



A better walking environment with improved sidewalks, street trees, and better pedestrian access is a key factor in neighborhood improvement.



Existing example of mixed-use.



Historic homes are a valuable neighborhood asset.



Parks and green spaces were singled out as needing improvements.

4.3 Neighborhood and Types of Uses

The charrette team analyzed the types of land uses in the neighborhood as an important early step in understanding how the various uses in the neighborhood are situated, how they relate to each other, and the underlying land use permitted under current regulations (zoning).

Cities and towns are composed of multiple neighborhoods and districts, organized by corridors of transportation or open space. Neighborhoods are urbanized areas with a balanced mix of human activity while districts are areas dominated by a single activity; corridors connect and separate the two. Neighborhoods are limited in area and are structured around a defined center. There are five principles of an ideal neighborhood design:

1. Identifiable center and edge
2. The optimal size is $\frac{1}{4}$ mile from center to edge, or a five-minute walk
3. A balanced mix of activities – dwelling, shopping, working, schooling, worshipping, recreating
4. Building sites and traffic are structured on a network of interconnecting streets
5. Priority is given to public space and the appropriate location of civic buildings

Types of Uses

The area has maintained some residential streets while much of the historic land uses have eroded. The area has a significant amount of vacant and blighted parcels, and transitional land uses. Much of the primary retail and services recalled by long-time residents have long ago disappeared and some automobile oriented retail with drive-through windows has begun to appear along key corridors.



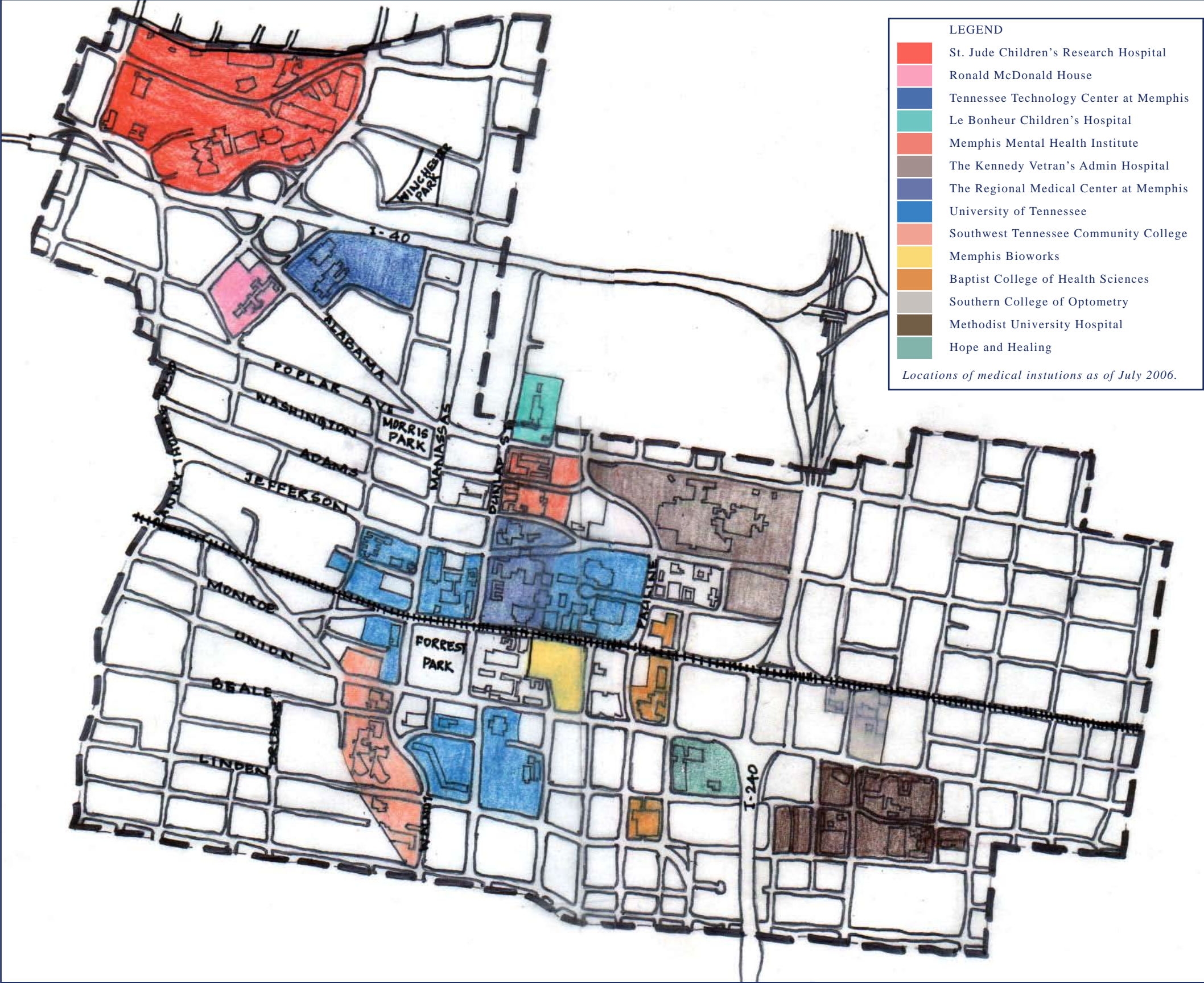
Working drawing to help charrette team analyze types and uses.

4.3.1 Health Care Facilities

There are 14 medical institutions in Winchester Park/Intown and they represent a powerful revitalization opportunity for the neighborhood. Some of these institutions are undergoing significant expansion, and have great potential to bring jobs and catalyze change in the neighborhood. It is estimated that over the next ten years the neighborhood will experience an infusion of over 12,000 jobs due to medical institutions' expansions. New housing and commercial venues will be necessary to support the thousands of doctors, technicians, and patients coming into the neighborhood.

Three of the significant expansions are:

- St. Jude Children's Research Hospital, with a \$1 billion expansion, is expected to double its staff of 3,000 over the next five years.
- In November 2005, the 900,000-square-foot Baptist Hospital was imploded to make way for the new \$450 million UT-Baptist Research Park.
- Le Bonheur Children's Hospital is about to undertake a major expansion of its facilities along Poplar Avenue.



4.3.1 Health Care Facilities

Neighborhoods and District Structure

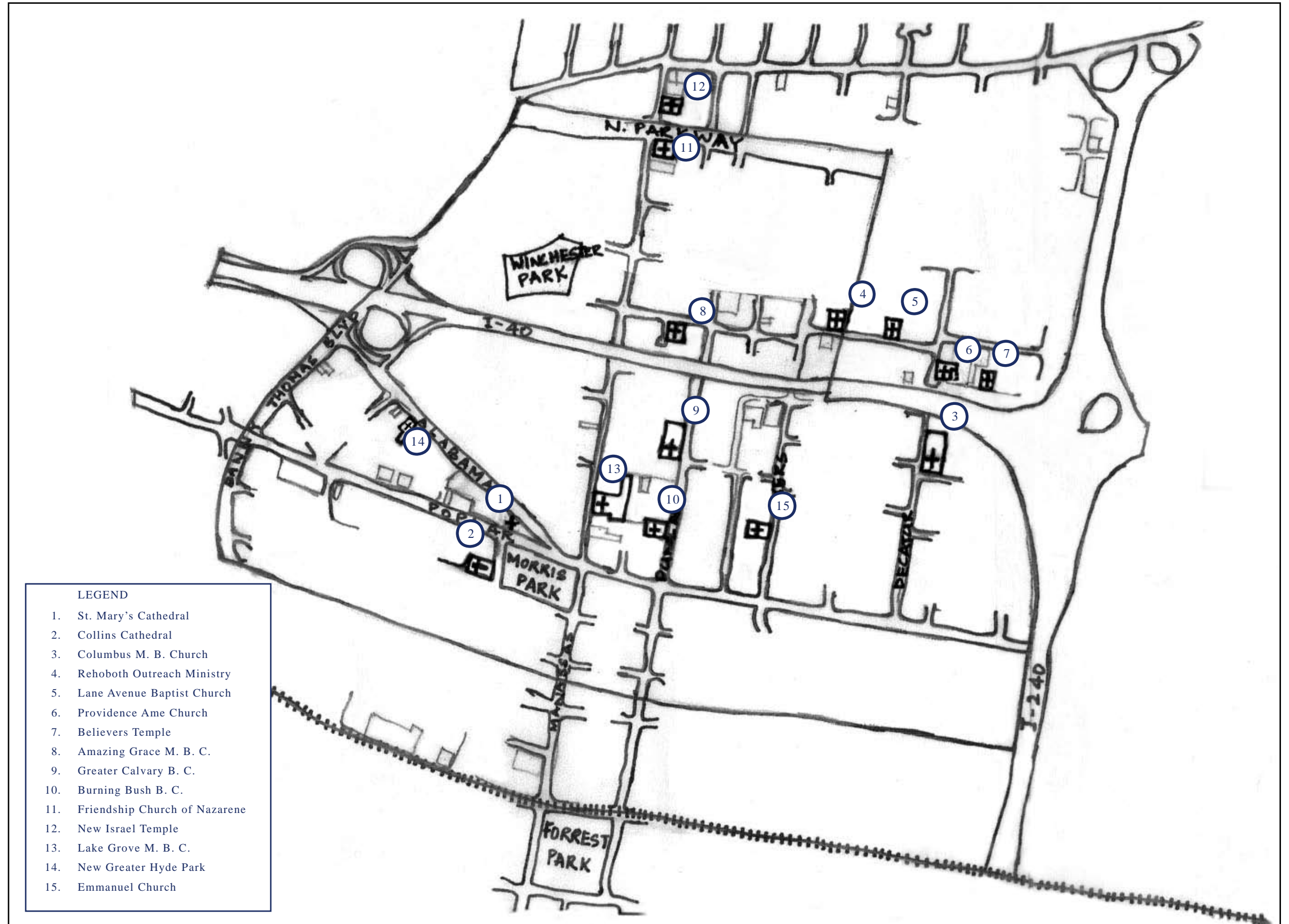
The charrette team analyzed the study area and the distribution of the medical centers and ascertained that the medical centers could be grouped to form three distinct smaller neighborhoods, each of which could support neighborhood development.

- The three neighborhoods all have ¼-mile radii to allow for a five-minute walk from center to edge.
- Two of the potential neighborhoods have Dunlap Avenue as their edge, one has Dunlap Avenue as its center.



4.3.2 Churches

Winchester Park/Intown has 15 churches that represent key longtime stakeholders in the neighborhood. Some church members have indicated that the churches are willing to provide revenue to support neighborhood redevelopment. Several of the churches own significant property in the neighborhood and have expressed willingness to develop their property for the benefit of the neighborhood.



4.3.3 Parks and Green Spaces

Parks and green spaces exist in the neighborhood but are underutilized and not serving the neighborhood well.

The development of Memphis' park system dates back to 1898 when Mayor J.J. Williams appointed a committee to create a park system for the city. Memphis proceeded to develop major parks, parkways, and attractive green spaces that became important amenities for the city. The Winchester Park/Intown neighborhood is no exception. For generations the parks and open spaces have been important to the neighborhood. The green spaces served a variety of needs including passive open space for family outings, places for competitive sports, and locations for community centers, swimming and senior activities.

However, in recent years the city has closed a community center and pool within the study area.

In meeting with stakeholders, the charrette team identified the issues most on the citizens' minds:

- preserve parkland
- make parks safe
- create more parks and green space
- improve and increase recreational facilities, programming, and equipment



Winchester Park



Morris Park



4.4 Residential Architecture

The charrette team studied the housing in the neighborhood and identified several building types common to the Winchester Park/Intown area.

Single Family

- Shotgun
- Cottage
- Bungalow



Multi Family

- Single Story Duplex
- Two Story Duplex
- Row House



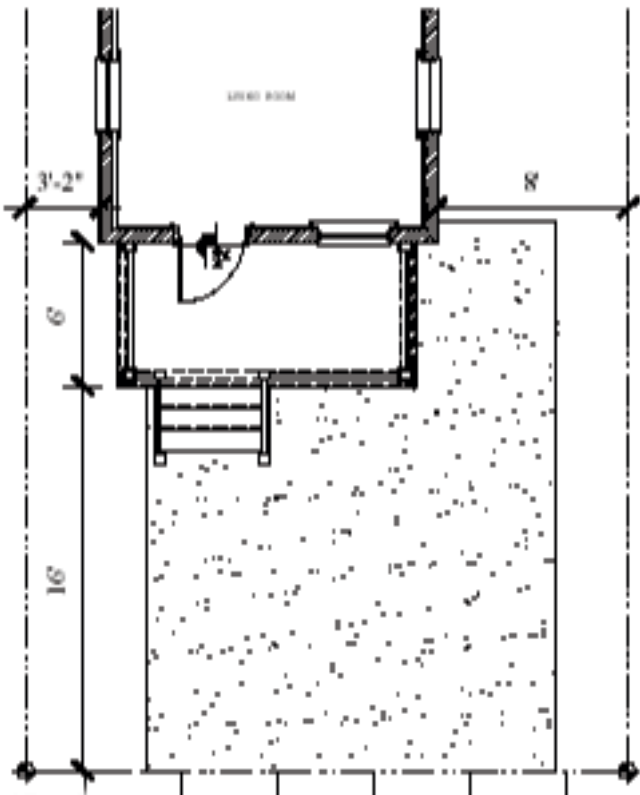
Small Apartment

- Apartment Buildings
- Former Mansion Homes

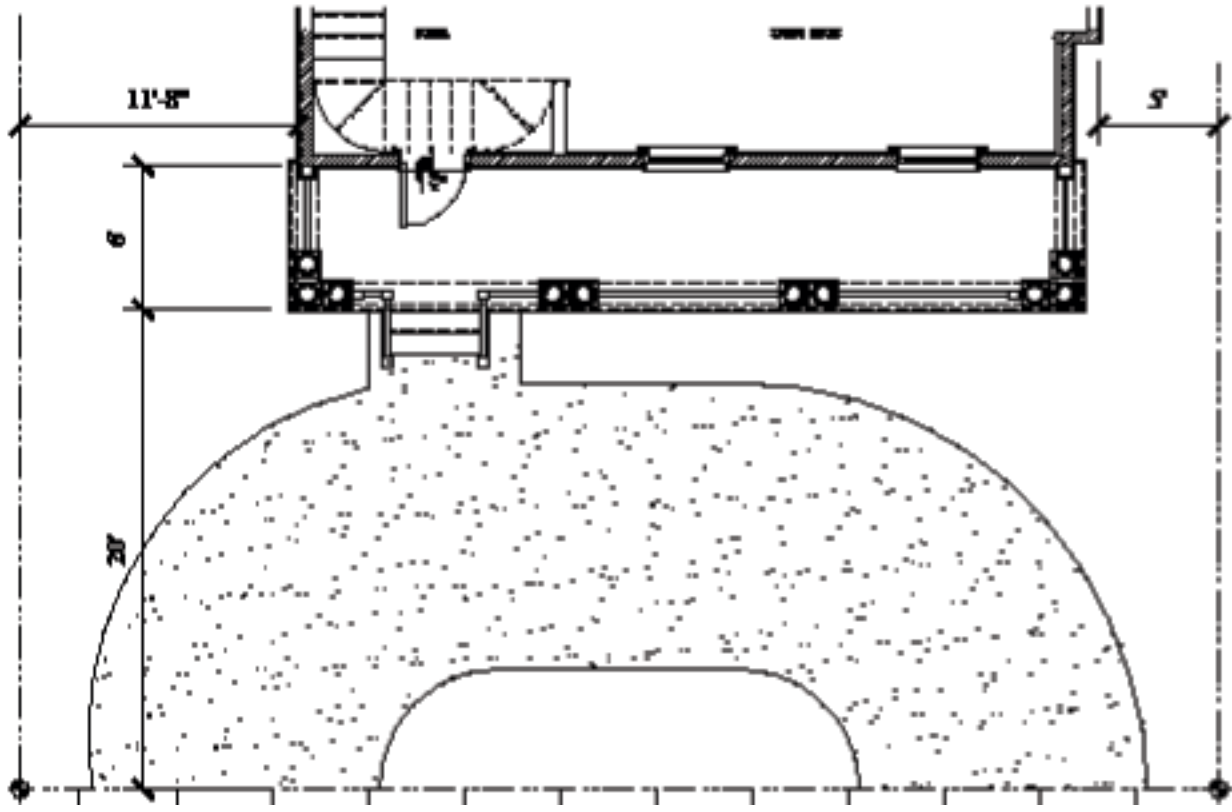


4.4 Residential Architecture

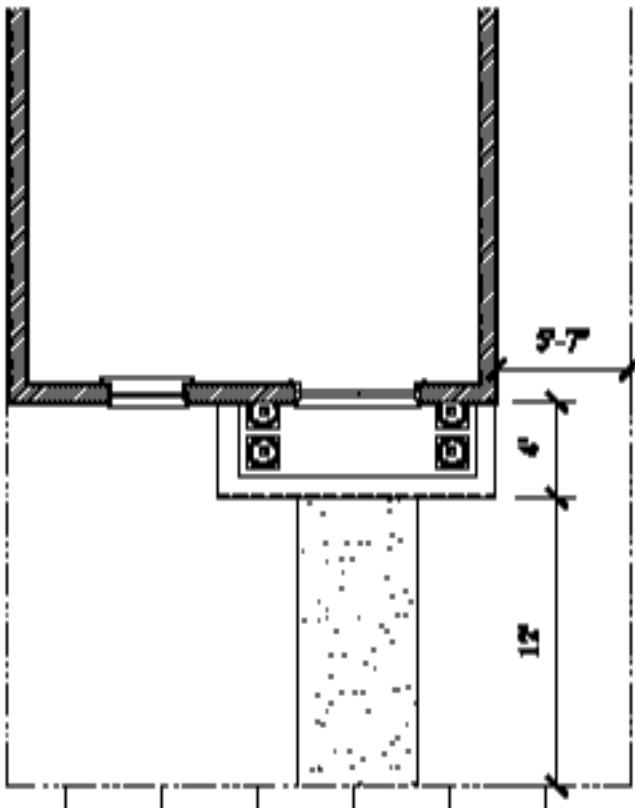
Neighborhood Housing Frontages



Shotgun



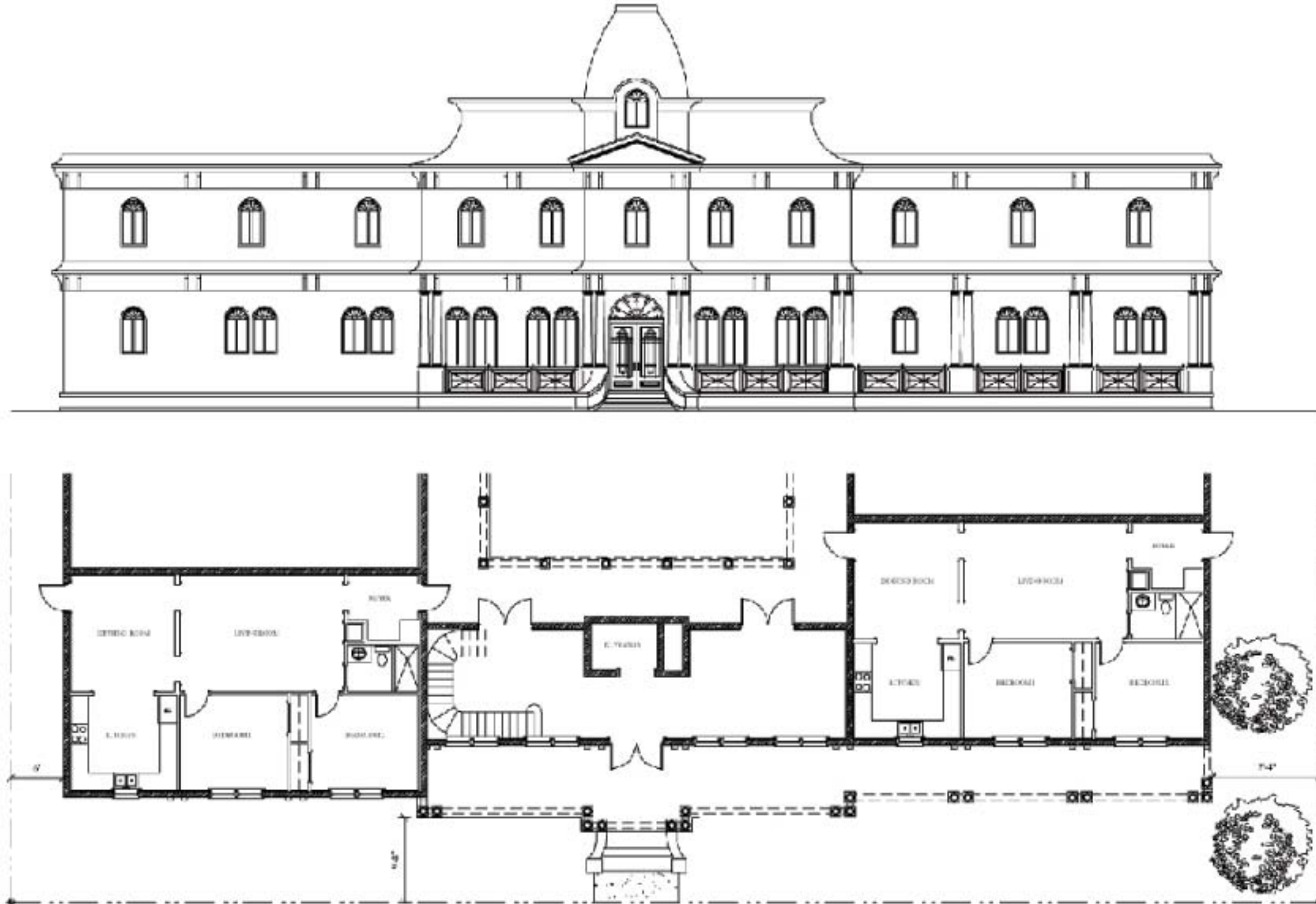
Bungalow



Row House

4.4 Residential Architecture

Neighborhood Housing Frontages



Apartment Building: Examples of apartment buildings in the neighborhood include former mansion homes, which might provide typological models to emulate for new multi-family housing that can blend in with existing buildings and historic structures.

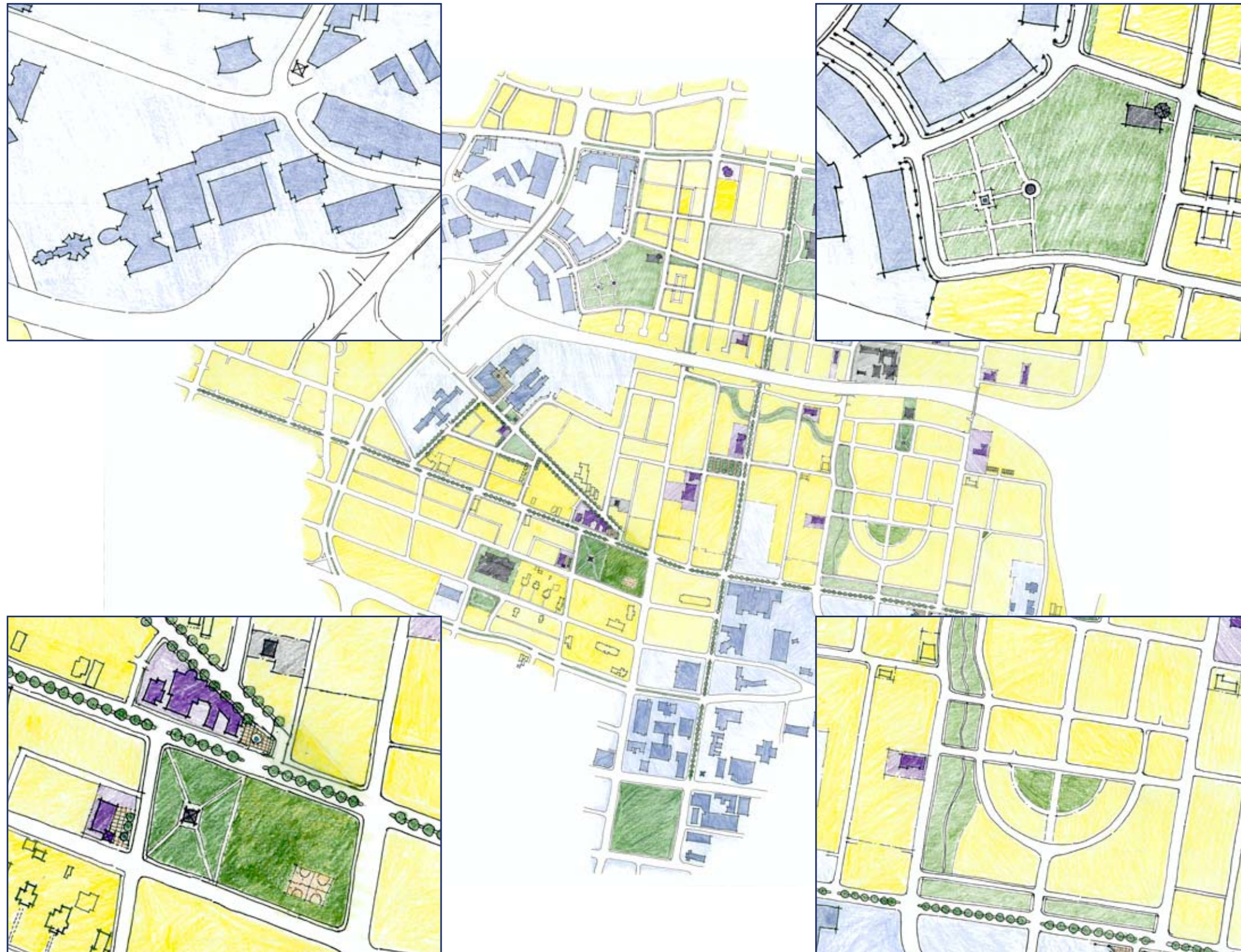
4.5 Code Enforcement

Abandoned and blighted properties are a continual source of problems and frustration for the charrette study area. Property neglect has lowered property values and has been a magnet for criminal activities, especially for the area north of Poplar Avenue and south of I-40.



Diagram shows vacant and tax delinquent properties.

5. Master Plan



5.1 Guiding Principles

Key Community Building Strategies

The charrette resulted in 101 recommended strategic actions for Winchester Park/Intown in the areas of design, policy, and management. The items that follow are key community building strategies drawn from the recommendations. The full list of recommendations follows in section 5.3.

1. Adopt a master plan and a form-based code that coordinate public, private, and nonprofit investments to create a distinctive area of the city with a strong sense of place and blend medical facilities with livable neighborhoods, building a new pattern that:
 - creates distinct neighborhoods, each with its own vibrant center and public gathering places
 - links the institutions and neighborhoods with attractive, pedestrian-friendly boulevards and avenues
 - conceals surface parking lots and structures behind buildings (including liner buildings)
 - brings internalized retail and food services to the street and public plazas and squares
 - adds distinctive gates and fencing similar to those found on historic college campuses where necessary to enhance security while creating a sense of openness and beauty
 - preserves and enhances historic properties and the homes of existing homeowners
2. Create an interconnected network of safe, pedestrian-friendly streets:
 - increase street connectivity through implementation of the Dixie Homes/Legends Park plan and make maintaining a continuous network (vehicular, pedestrian, bike, and wheelchair/disabled) a priority
 - reinvent the Poplar, North Parkway, and Dunlap thoroughfares into “Grand Avenues” through cost effective improvements

3. Use campaniles – bell towers, clock towers, and other slender tower elements – to help create a distinctive identity for each of the numerous medical institutions in the study area, enhance the skyline, and provide better wayfinding.
4. Infill the numerous vacant residential parcels with new housing that is sensitive to the existing urban context (e.g., character and scale of surroundings) to enhance the character of streets and neighborhoods for long-term residential stakeholders as well as new residents.
5. Establish a Community Development Corporation for the area or extend the existing CDC adjacent to the area to provide tools for residential infill and rehab within the neighborhoods and mixed-use revitalization along the corridors.
6. Transform existing parks into safe open spaces by getting “eyes on the street” by filling vacant parcels with buildings fronting the parks.
7. Use tax policies and other tools available through the CDC and nonprofit housing organizations and foundations to assure that existing low-income homeowners are not displaced as mixed-income housing is introduced.
8. Make zoning changes and adopt form-based coding to encourage the strategic location and infill of restaurants, neighborhood retail, multifamily housing, live/work, and mixed-use buildings along major corridors, neighborhood centers, in employment centers, and adjacent to new and existing parks and gathering places.
9. Create a strategic partnership between police, code enforcement, land use departments, and existing residents to eradicate dangerous activities and non-contributing structures.
10. Engage existing indigent missions programs in the area to change customer movement during “closed” periods by forming a task force of public, private,

and nonprofit agencies and designers to work with the missions to improve facilities by including courtyards and creating secure gathering places.

11. Strengthen the three existing neighborhoods by bolstering existing housing programs and through the creation of small parks, and drainage improvements.
12. Launch a “Healthy Neighborhood Initiative” through a partnership between the Medical Center, the city, and other stakeholders that creates a targeted program to help existing residents of Winchester Park/Intown participate in the revitalization of the area through assistance in the areas of housing, jobs and job training, education, health care, community gardens, and other initiatives.



5.2 The Master Plan

This master plan diagram highlights the intensive design recommendations that would effect positive transformations in key parts of the study area.

Memphis Union Mission (18)

Suggested improvements include creating a courtyard to accommodate people waiting to enter the facility; expanding the building along Poplar Avenue to define the street corner; streetscape improvements to Poplar Avenue; and locating a parking lot in close proximity to the gas station with the potential to accommodate a hand car wash.

Victorian Village (8)

Pursue adaptive reuse of currently empty homes in Victorian Village, consider relocating historic homes slated for demolition in other parts of city to this district, promote creation of lively mixed-use neighborhood.

Morris Park (9)/St. Mary's Episcopal Cathedral (5)

Infill and redevelopment in the area, respecting the scale and character of the neighborhood while enhancing the attractiveness of the area and preserving the park.

Medical Institutions (1, 11-15)

Create strong architectural identities for each individual institution using: distinctive architecture, landscaping, and materials; slender, iconic clock towers and campaniles to serve as identifiable landmarks; and public and semi-public outdoor spaces (e.g., parks, plazas, courtyards) to blend the institutions with adjacent neighborhoods and provide attractive settings for patients, employees, and visitors.

Grand Avenues

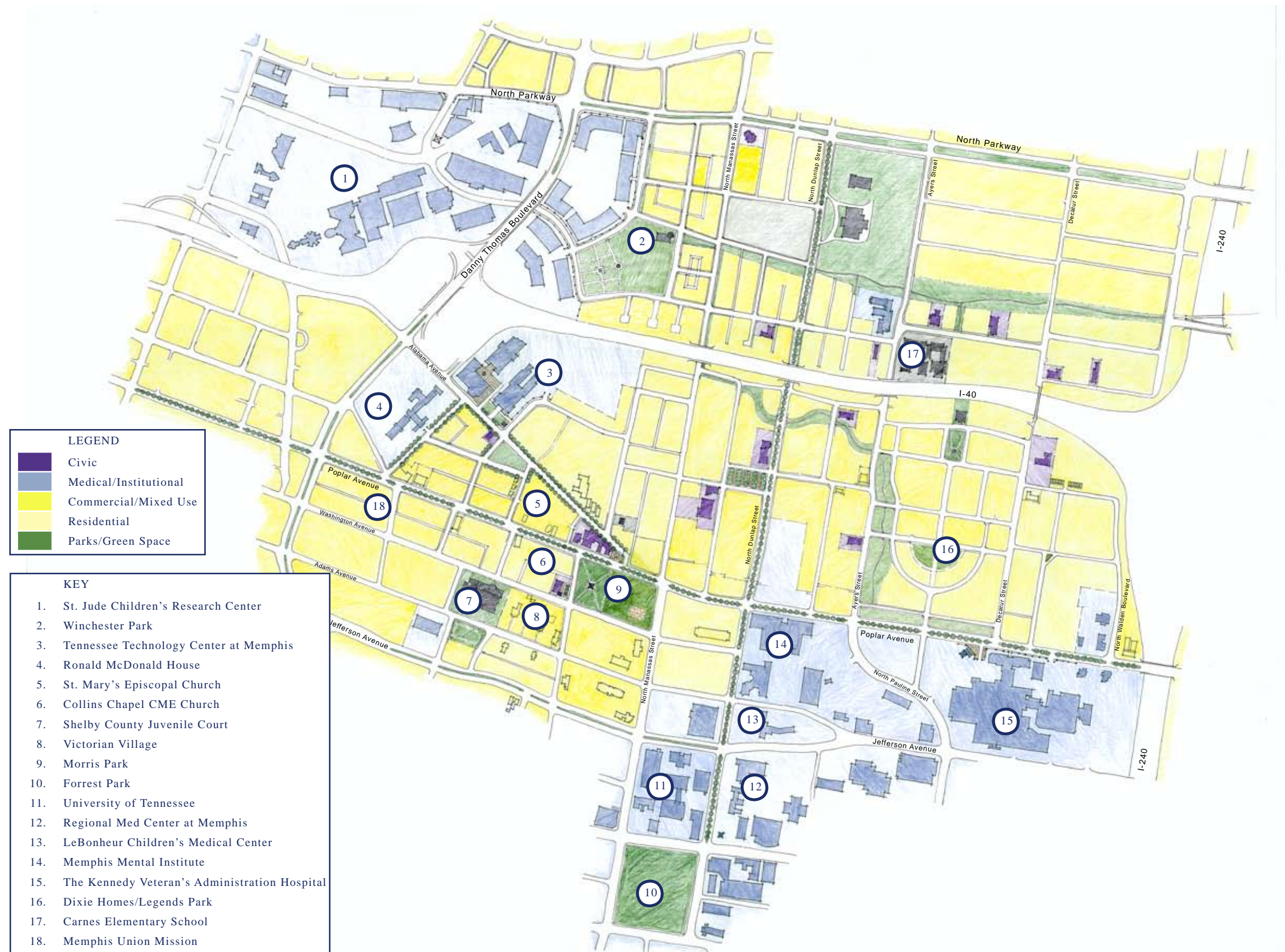
Weave together the distinctive institutions with the neighborhoods and downtown destinations using consistent streetscaping (including sidewalks, planting strips, on street parking, street furnishings, street lamps, signage/banners and landscaping) along “grand avenues” to provide an overall identity for Winchester Park/Town as a world-class destination.

Quimby Bayou

Make phased improvements to gradually transform the stormwater channel into a safe, attractive neighborhood amenity, eventually capping the open concrete stormwater channel, then use the top of the newly capped channel as a new greenway connection through the neighborhood.

Winchester Park (2)/St. Jude's (1)

Sensitive infill along the edge of St. Jude's can blend the institution into the neighborhood fabric, with the park becoming a bridge to connect institution and neighborhood.



5.3 Charrette Recommendations

The charrette resulted in 101 suggested strategic actions for Memphis in the areas of design, policy, and management, which are three primary elements of successful community building programs. These recommendations constitute the framework, or roadmap, for revitalization. All three areas must work together to ensure a successful program of urban enhancement.

Design actions include capital improvements in the public realm. Policies provide the regulatory basis for the plan's implementation. Management actions relate to the ongoing work that must be performed for the continuous improvement and maintenance of the physical environment and the management of activities to support retail, businesses, institutions, residents, and events.

The recommendations were generated by extensive input of citizens, stakeholders, and city staff. The recommendations are grouped by topic.

Community Development

1. Expand existing CDC boundaries or create new CDC to cover Winchester Park/Intown.
2. Make zoning changes and adopt a form-based code to encourage the strategic location of restaurants, grocery, multifamily, live/works, and multiple use buildings along major corridors, neighborhood centers, and major public spaces.
3. Explore “buy local” program to encourage Medical Center institutions to use goods, services, and vendors from the area.
4. Create a municipal property tax abatement program, to encourage redevelopment.
5. Expand existing homeless services to include post-release services for clients released from jail or discharged from medical services.
6. Set up program to speed foreclosures on tax delinquent properties.
7. Link workforce service provider from

Uptown Alliance CDC and Tennessee Tech with Medical Center to provide training to relocated Dixie Homes/Legends Park HOPE VI residents and other disadvantaged residents in the neighborhoods.

8. Begin a community gardens initiative as a tool for building social capital, providing nutritional food, beautification, and helping family pocketbooks.
9. Create summer youth employment program for neighborhood residents.
10. Identify, train, and place 300-500 residents within the area into medical center-area jobs as employment opportunities expand with new facilities and investment.

Cultural Development

11. Prepare cultural resource study for charrette area, leading to preservation strategy to identify landmarks remaining in the area and tell the history of the neighborhood.
12. Develop visual and performing arts programs at St. Mary's Episcopal Cathedral to serve neighborhood residents and greater community.
13. Encourage Memphis Medical Center to partner with UrbanArt Commission to help facilitate the selection and management of public art projects, where Memphis Medical Center would provide vision, identify projects, and have final selection responsibilities.
14. Create a youth job training program for developing future buildings craftspeople, using local architectural artisans.
15. Encourage new Dixie Homes/Legends Park and schools (such as Carnes ES) to employ artist-in-residence program to provide ongoing arts in community programs.

Design

16. Adopt a masterplan and develop design guidelines that blend health care and research facilities with livable neighborhoods to create a new pattern that: a. reinforces the pedestrian

network; b. conceals surface parking lots and structures behind buildings (including liner buildings); c. brings internal retail and food services to the street and public plazas and squares; d. adds distinctive gates and fencing similar to those found on historic college campuses to enhance security while creating a sense of openness and beauty, and; e. preserves and enhances historic properties and the homes of existing homeowners.

17. Reorient redevelopment to create distinct neighborhoods, each with its own vibrant center and public gathering places.
18. Create and adopt a form-based code that coordinates and guides new construction and redevelopment to produce consistent, high-quality placemaking.
19. Encourage hospitals to develop a coordinated design for fences, gates, and towers that expresses the unique identity of each institution.
20. Redesign two-block Uptown mixed-use center at Danny Thomas and Auction to bring commercial and retail space to street frontage, using 10-15' setback as easement for additional sidewalk width.
21. Design and develop the St. Mary's Episcopal Cathedral block as low-rise, mixed-use building concealing parking at block interior.
22. Encourage Memphis Union Mission on Poplar Avenue to design and build pedestrian friendly addition with interior courtyard as waiting space and parking lot adjacent to existing gas station.
23. Incorporate urban design concepts explored in the charrette sketches into the design of the projected 40,000 sf addition to Tennessee Tech to provide pedestrian friendly frontage to Alabama.
24. Design Winchester Park area to include streets on all four sides and to encourage redevelopment of adjacent residential property.
25. Support the local AIA initiative to

create an urban design center for the City of Memphis.

Healthy Neighborhood Initiative

26. Overall: Launch a “Healthy Neighborhood Initiative” through a partnership between the Medical Center, the city, and other stakeholders that creates a targeted program to help existing residents of Winchester Park/Intown participate in the revitalization of the area through assistance in the areas of housing, jobs and job training, education, health care, community gardens, and other initiatives.
27. Implement bicycle lanes on Dunlap Street cross section to link N. Parkway and Linden Street bicycle routes.
28. Require localized bicycle improvements including private property bike connections and bike racks.

Historic Preservation

29. Renovate existing shotgun, plaza, and bungalow-style homes for transitional housing, single, and multi-family dwellings wherever possible rather than building all new.
30. Pursue adaptive reuse of currently empty homes in Victorian Village.
31. Consider moving historic homes that are slated for demolition in other neighborhoods to the Victorian Village district.
32. City's museum system should work with the Victorian Village CDC to determine future of historic home museums in the district.
33. City and county facilities within Victorian Village should consider relocation to create a more vibrant mixed-use neighborhood surrounding the historic Victorian homes.

Housing

34. Adopt energy-efficient designs and materials for new affordable housing with incentives for developers to use this approach.
35. Ensure that new housing developments are consistent with the City Housing and Community Development

Department's overall comprehensive plan, and make sure this plan is easily available to for-profit and nonprofit developers.

36. Create mixed-income communities by deconcentrating public housing to reflect no more than 30% ACC (annual contributions contract)/PHA (public housing authority) units in any development.
37. Improve existing process of acquisition of city and county land for redevelopment to condense procedures into a one-stop shop.
38. Provide non-financial incentives to affordable housing developers, such as holding lots and tax reverted properties in areas adjacent to HOPE VI developments.
39. Promote home ownership and expand housing options for existing and new residents. Create “Neighborhood Enterprise Zones” allowing new homebuyers to get a 50% reduction in property taxes for a 12 year period. Offer grants toward closing costs.
40. Increase landlord accountability to community by identifying names and contact information of owners of substandard, deteriorated housing. Publicize list using local media.
41. Enforce annual permitting and inspections of rental units by city.
42. Expand low-interest and/or no-interest loan program for home improvements to existing neighborhood housing, regardless of homeowner's age or income.
43. Build scattered site transitional housing.
44. Develop design guidelines to ensure that new residential development is compatible with existing neighborhood development.
45. Provide rental and homeownership counseling services to residents of the neighborhood.

Parks and Greenways

46. Create long term strategies that address funding for the capital improvements,

5.3 Charrette Recommendations

renovation, maintenance, and events programming for Forrest, Winchester, and Morris parks.

47. Transform the existing parks into safe open space by getting “eyes on the street.”
48. Protect Morris Park and Winchester Park from being sold off for institutional uses.
49. Redesign Morris Park to provide new development of residential with “eyes on the park.” Deploy excess money raised through the sale of some land to create new, smaller parks in existing neighborhoods.
50. Design and engineer Quimby Bayou to be boxed and landscaped as part of green network. Cap neglected and dangerous open concrete channel bayou section between Ayers and Manassas. Construct bayou greenway including multi-modal path and stormwater treatment wetland swale with overflow to the existing concrete channel during larger storm events.
51. Connect Winchester Park, Elmwood Cemetery, Dixie Homes/Legends Park, and rail right-of-way with green linkages to create a network of parks connected by trails and bikeways.
52. Identify vacant land that can be purchased to add connecting streets and neighborhood greens as per master plan.
53. Find facility to bring Boys/Girls Club activities or similar group back to the area. Possibilities include: Dixie Homes/Legends Park redevelopment area, or some of the city-owned green space at the Water Plant. As Dixie Homes/Legends Park is redeveloped this will be even more important.

Problem Properties

54. Encourage civic groups and nonprofits to take code violators to Environmental Court.
55. Reduce time for sale and title transfer of tax delinquent properties.
56. Transfer vacant/problem properties to affordable housing developers.
57. Continue to seek changes to state

nuisance abatement statutes so cities can adopt local ordinances that provide for the appointment of receivers to manage the repair and reuse of vacant and abandoned buildings.

58. Target properties for renovation and rebuilding adjacent to investments underway, eg: across the street from Dixie Homes/Legends Park; across Hamlin and Alabama from St. Mary’s Episcopal Cathedral: infill properties of Victorian Village.

Public Art

59. Tap into Memphis architectural traditions such as metalworking to create streetscape environments like signage, furniture, fencing, tree guards, and gates.
60. Use public art as an identifier of place and to capture the stories of people and places in the area.
61. Draw from Syrian and Lebanese cultures for identity expressions for St. Jude Children’s Medical Research Hospital, such as signage, play sculptures for children, and other potential art opportunities.
62. Facilitate architect and metal artist team to create symbolic medical towers/campaniles.
63. Connect artists with community residents to uncover neighborhood stories and history that can become content for such things as murals for the underpasses at Manassas, Dunlap, and Ayers.
64. Develop a public art master plan and a list of specific public art projects for the area.
65. Create a database of architectural artisans to be used for architectural detailing for residential and commercial buildings.

Public Safety

66. Engage EMS and the fire department in planning and design review to balance the competing needs for pedestrian safety and emergency access. Provide fire department with any new street

standards and designs as input to new purchase of fire fighting equipment.

67. Transform parks into safe open spaces by developing residential and commercial units around the parks.
68. Create a strategic partnership between police, code enforcement, and land use departments to eradicate dangerous activities and non-contributing structures.
69. Support existing Operation Blue Crush and work with Memphis PD to identify additional hot spots in target areas.

Schools

70. Consider new schools (public or charter) as growth occurs. Middle and high school choices are especially needed. One idea: Reinvent the old Tech High School building, an architectural gem, as a “magnet” high school offering one-of-a-kind top-flight academic program, such as International Baccalaureate.
71. Create school-to-work linkages in the area.
72. Consider adaptation of the Adopt A School program to expand services to include internships, summer employment with corporate partners, etc. (beyond present program which provides tutoring and party donations).
73. If Carnes Elementary is underutilized, use extra space for community programs, until Dixie Homes/Legends Park reopens with its additional schoolchildren.
74. Use existing Adopt A School program to link Medical Center institutions and employees to Carnes Elementary (beyond Mid-South Health Loop which is a current partner with Carnes).

Streetscape

75. As part of Memphis MPO’s Pedestrian/Bicycle Plan, create pedestrian and streetscape standards.
76. Improve key walking routes of students heading to Carnes Elementary School through additional lighting, painting underpasses, fixing cracked or missing

sidewalks, conducting pedestrian safety campaigns.

77. Prohibit exposed parking garages along pedestrian-oriented streets. Line parking garages with buildings on street where there is sufficient dimension, otherwise, clad existing parking decks with art or new “skin” or greenery, such as hanging plantings. Parking garages can remain exposed along alleyways.
78. Create “signature streetscapes” for each hospital campus, using public and civic art elements such as gates, gateways, liner buildings, landscaping, signage, and streetscape furniture. Use traditionally Memphian artforms, such as metalworking.
79. Design and engineer a new streetscape for the grand avenues with landscaped medians, on-street parking, and sidewalks widened by easements. Begin by striping and signage on Poplar to allow parallel parking.
80. Implement streetscape improvements according to priority streetscapes plan and proposed street cross sections. Construct new streets to walkable standards.

81. Establish a street tree policy – including appropriate street tree types for differing situations – and tree maintenance program.
82. Plant trees based on adopted policies and designs and proposed streetscape improvements outlined in the priority streetscape plan. Incorporate low canopy trees to reduce conflict with overhead utility wires, and coordinate with phased burying of overhead utility wires and replanting of full canopy trees. Suggested street trees under power lines include hornbeam and Chinese pistache, in medians include crape myrtles and Chinese pistache, and otherwise use gambrel oaks or water/live oaks.
83. Make a city department responsible for the maintenance of street trees.

Transportation

84. Implement cost effective improvements to reinvent the Poplar, North Parkway, and Dunlap thoroughfares into “Grand Avenues.”
85. Reconstruct alleys where right-of-ways exist as point of access for residential parking and garbage pickup



5.3 Charrette Recommendations

to enhance street public realm along streets. Emulate alleys in Evergreen neighborhood, ensure adequate lighting/vegetation maintenance.

86. Allow on-street parallel parking on Poplar Avenue except during peak hours and in peak direction.
87. Improve Poplar Avenue streetscape in conjunction with new development, including 6-foot median, on-street parking lane on both sides, street trees in grates, and sidewalk widening utilizing easements as required. Vary cross section according to surrounding context (i.e., Grand Avenue section, Parkway section). Maintain existing curb location to avoid costly curb reconstruction and drainage system modifications.
88. Tame Poplar Avenue and other key intersections for walkability using curb extensions.
89. Create bus loop for entire Medical Center to serve all institutions in area, including medical schools. Dunlap Street may work best as north-south route. Opportunities exist to add shuttle stops at future development nodes. Ensure connection is made to the Madison Avenue trolley line. Create attractive, well-lit bus stops with benches and shelter that tie in with the distinctive art and themes used throughout the district.
90. Increase street connectivity.

Utilities

91. Bury overhead utility wires along Poplar Avenue and other key walkable priority streets.

Zoning and Codes

92. Establish zoning code incorporating form-based coding (design guidelines) specific to the area to enable implementation of master plan.
93. Incorporate charrette team's setback recommendations into the unified code.
94. Within the zoning ordinance, specify different street types according to transect zone.

95. Revise street design standards to balance both the need for emergency access and pedestrian safety.
96. Ensure transitional housing is an accepted conditional use in Medical Overlay (MO) district.
97. Permit social service providers in the mixed-use area south of Poplar Avenue.
98. Recommend targeted code enforcement program for key problem streets in the neighborhood, including Mosby, Roberson, Cochran, Manassas, and Dunlap.
99. Require new and rehabilitated buildings of public, nonprofit, and for-profit institutions and service providers (including transitional housing and social service providers) to conform to the form-based coding criteria to ensure that these uses blend into the context of the neighborhood and are not stigmatized as "projects" or "clinics" by an institutional appearance.

Stewardship and Advancement of Charrette Plan and Recommendations

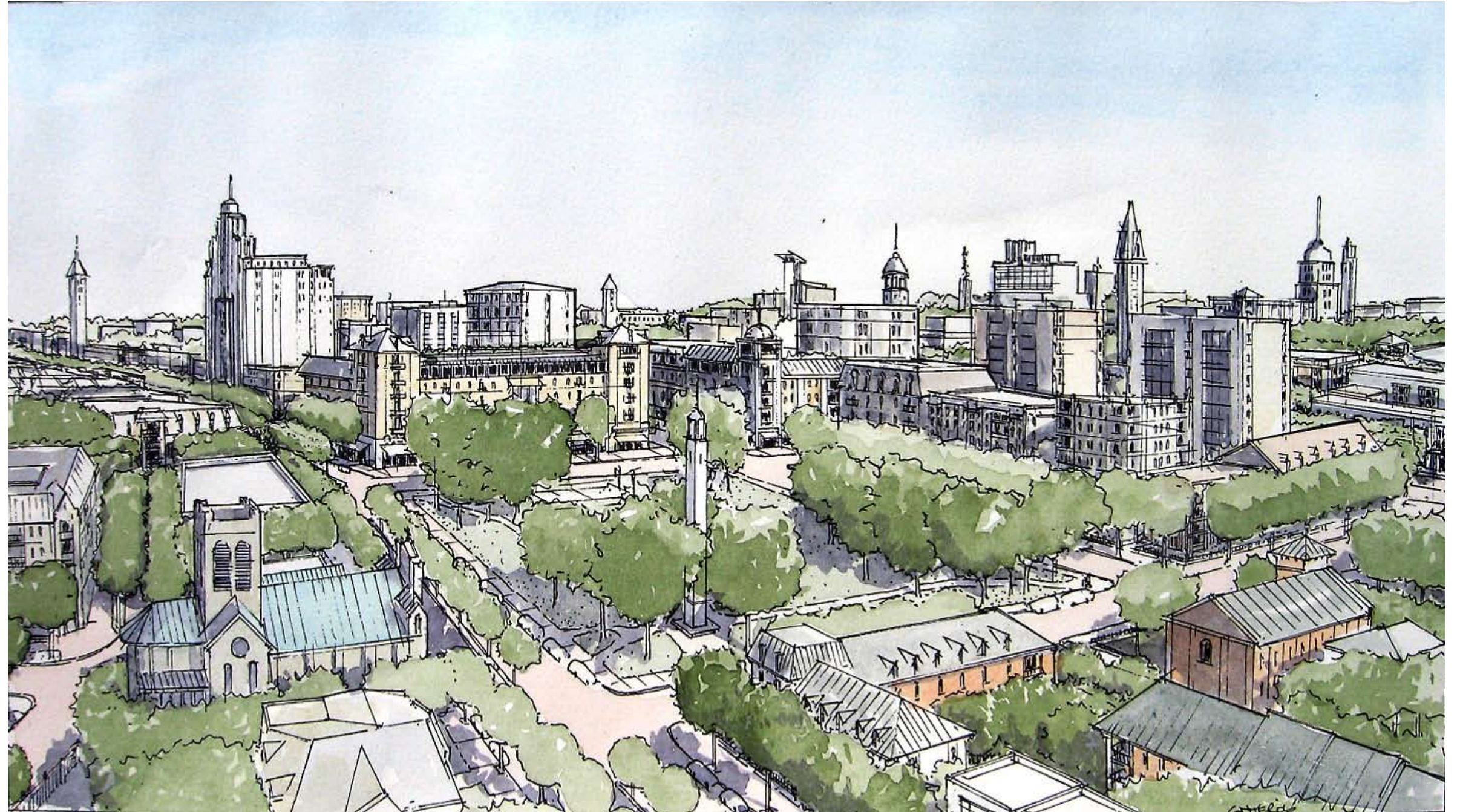
100. Form a Winchester Park Charrette Stewardship Board that regularly meets to review, prioritize and actively pursue the design, policy and management recommendations generated by the charrette and through ongoing deliberations.
101. Develop a marketing plan to promote the charrette plan and recommendations and continue the dialog.



5.4 Health Care Facilities

The charrette team focused on how the 14 institutions of the Memphis Medical Center (MMC) can work together to most effectively contribute to the character and quality of the surrounding neighborhoods, make the area a world class medical destination, build and model healthy neighborhoods, and contribute to the local, urban experience.

The charrette identified several areas that can be enhanced to help meet these goals: **connectivity, streetscape and facility edges, signage, and a “towerscape.”**



Aerial view southeast across Morris Park, showing charrette recommendations.

5.4.1 Connectivity

Define the walkable neighborhoods and mixed-use districts of the Memphis Medical Center and develop a “main street” and grid within each to achieve district-wide connectivity.

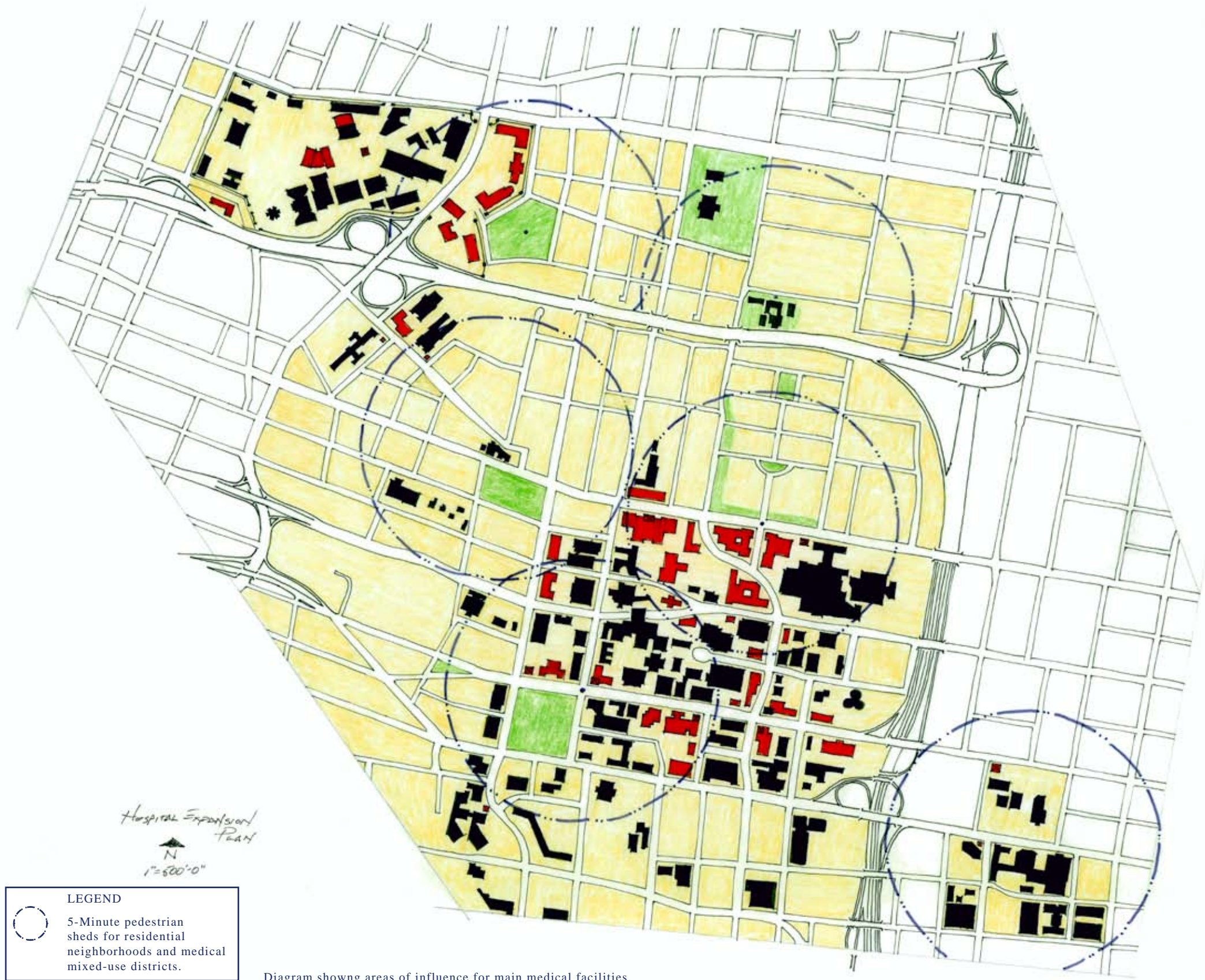
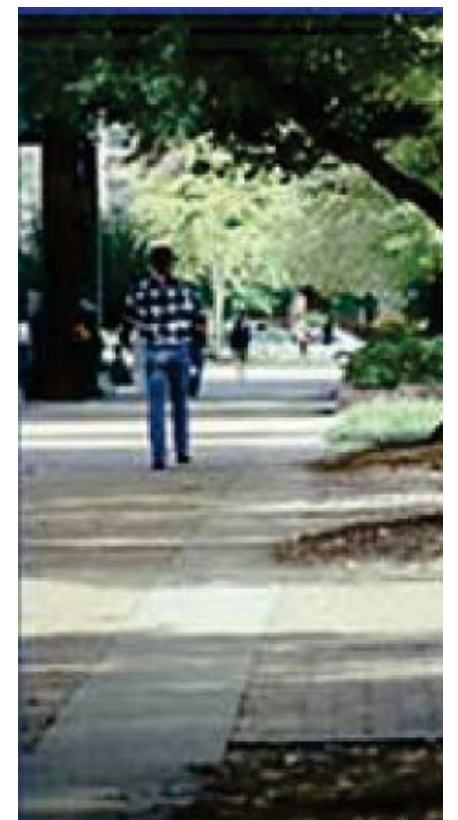


Diagram showing areas of influence for main medical facilities.

5.4.2 Streetscape

Develop signature streetscapes.

1. Establish a perimeter plan for each institution using the following strategies:
 - Gates - develop site-specific gateways and perimeter fencing to enhance both institutional and neighborhood identity and security
 - Liner Buildings - Develop liner buildings supportive of the institution that enhance street life
 - Buildings fronting streets - Where appropriate and possible, engage the street with direct placement of building program accessible to the public
2. Establish a streetscape vocabulary of curbs, paving, street trees, and lights to unify the Memphis Medical Center and address the individual character of each institution



Top Left: Harvard 1881 Gate;
Top Right: Looney Ricks Kiss Echelon Liner;
Bottom Left and Center: Downtown Memphis.

5.4.3 Signage

Develop a unified signage system that includes a district map and the Memphis Medical Center logo along with the relevant institutional logo.



5.4.4 “Towerscape”

Develop the architectural identity and detail distinctive to the history, context, and mission of each institution. To do so, build a “towerscape” of campaniles (bell towers) that expresses the identity and character of the institution to guide visitors to each institution and to give a memorable character to the district.

The rendering on this page of Poplar Avenue shows a tower at the VA, which would serve several purposes, including to identify the eastern edge of the medical district, screen the boiler from the street, serve as a memorial with a small plaza, and act as a gateway entry to the VA from Poplar.

*Right: Looking west along Poplar Avenue;
Bottom: San Gimignano, Italy showing towers.*



5.5 Market Conditions and Potential

At first glance, the development possibilities for Winchester Park/Intown appear somewhat difficult. There is no obvious catalyst or public improvements in place to protect real estate investments. Yet, stakeholder interviews revealed a desire for “third places,” including a local grocery store, housing opportunities, and places to eat lunch.

The medical industry is a primary economic driver in the city and the region, and it is located largely in this district. Background market analysis of the study area shows that the neighborhood can support many of the features stakeholders want.

Eateries: The daytime population of students and employees of the major

medical and educational institutions in the district is almost 30,000: about twice the size of nearby Oxford, Mississippi. Currently, their best options for lunch are the hospital cafeterias. However, if 50 percent of the daytime population were to spend \$5 on lunch a day, there would be about \$18 million annually in “lunch money” spent in the area. At required sales of \$350 per square foot, that spending (not including revenues from breakfast or dinner) would support 50,000 square feet of eateries: coffee shops, delis, sandwich shops, and small restaurants. At an average of 4,000 square feet per venue, 13 businesses are supportable in the current market.

If these services are grouped in clusters

and designed to create attractive pedestrian places they can begin to jump-start other development opportunities by establishing the kinds of places and amenities that are required by other uses such as residential development.

Residential development: In some places, such as The Edge neighborhood, residential development is already starting to take place, and may only be held up by uncertainty of the zoning and regulatory environment. Other areas closer to Morris Park, for example, may also require street improvements to create an environment conducive to investment.

The demand for local housing options, like so much else in this neighborhood, is

driven by the institutions. In this case, the schools have the largest impact; according to interviews with University of Tennessee representatives, about 60 percent of their students would prefer to live in the district in which they study – and would do so, if appropriate products were available. This alone suggests a demand for 3,000 graduate student units, plus perhaps 600 units for students at other local institutions. Similarly, the hospitals told us that employees would prefer to live close to work, but no housing options are available. If 10 percent of local institution employees are interested in local housing, there is a demand for almost 2,000 more units, totaling about 5,000.

According to city tax data, 53 percent

of land in the study area is comprised of vacant lots. This seems to square with the perception of the area as a “no-man’s land.” This unbuilt land represents an opportunity for infill, without having to demolish existing structures or relocate existing residents or uses. Building only on the vacant lots, at the densities according to our design for each neighborhood, could reasonably be expected to accommodate 2,500 new units, or about 50 percent of projected demand.

A large amount of permitted development is taking place within a three minute drive time of the study area. In the downtown and South Main area, 2,200 units are permitted, Dixie Homes/Legends Park will add 430 units, and University Park will add 473

Medical District Daytime Population			
Institution	Patients/Day	Employees	Students
VA Hospital	2,000	1,800	
Baptist College of Health Sciences		130	
University of Tennessee CHS		1,000	5,000
Methodist University Hospital	2,400	4,800	
St. Jude/ALSAC	182	4,500	
The Regional Med	3,300	2,500	
Le Bonheur Childrens	185	1,800	
Southwest TN Community College		500	4,000
Southern College of Optometry		100	400
TN Tech		50	800
University of TN Baptist Research Park		1,000	
Total	8,067	18,180	11,050
			29,230

Source: Beth Flanagan, Memphis Medical Center

The \$5 Lunch			
Day time Population		29,230	
Lunch Eaters (capture)	50%	14,615	
Daily Lunch Spending	\$5	\$73,075	
Annual	(250 Days)	\$18,268,750	
Required Sales per Square Foot	\$350		
Supportable Lunch Space		52,196	square feet
Average Venue Size		4000	square feet
Lunch Venues		13	

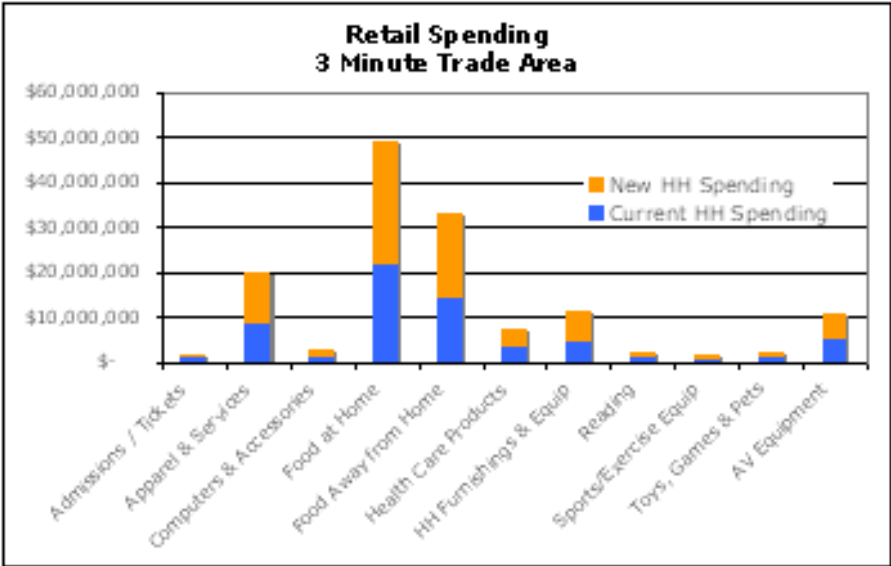
Far Right: Rendering of grocery store with student housing above.



5.5 Market Conditions and Potential

units. Those units, with the 2,500 units possible in the study area, would total over 5,600 new units in the vicinity.

Grocery: This new population will support a considerable amount of local-serving retail. Based on average citywide household spending projections, this will double the current spending potential of the trade area. Assuming a 60 percent market capture for local retail, this trade area should support about 180,000 square feet of non-grocery retail services at build out, not including the eateries supported by the daytime population. Also, the access to downtown and midtown neighborhoods on Union together with this potential spending suggests support for a 40,000-square-foot grocery doing sales of \$600 per square foot. This requires only a 69 percent capture of the built-out, three minute driving radius, or 25 percent of the five-minute trade area. The developers we talked to about this idea thought that our location and design for a grocery store with three floors of student housing above looked like a good idea, and showed interest in the project.



Source: ESRI BIS, & UrbanAdvisors



Source: ESRI BIS, & UrbanAdvisors

Local Support for Grocery		
	3 Minutes	5 Minutes
Existing Spending	\$ 21,441,933	\$ 92,018,240
Current Planned Units		
Downtown	2264	
Dixie Homes	375	
University Park	460	
Total Planned Units	3099	
Proposed New Units	2,595	
Total Future Units	5,694	
Average Grocery Spending/HH	\$ 2,308	
New Spending	\$ 13,140,264	
Total Future Grocery Spending	\$ 34,582,197	\$ 105,158504
Required Spending to Support 40,000 SF Grocery @ 600/SF	\$ 24,000,000	
As % of Area Spending	69%	23%

Source: ESRI BIS, & UrbanAdvisors

Infill Analysis and Program								
District	Vacant Land			Lots	Median SF	% Buildable	DU/ Acre	New Units
	square feet	acres	% of area					
Speedway							9	
TN Tech	995,411	22.44	36%	81	5,650	50%	18	202
Manassas	539,405	11.95	32%	82	4,775	60%	12	86
Victorian Village A	286,591	6.53	50%	11	18,780	80%	9	47
Victorian Village B	348,863	7.37	17%	18	14,697	80%	20	118
Medical Center	3,950,956	90.27	53%	96	10,144	0	100	400
The Edge	697,418	16.01	24%	38	13,401	75%	30	360
University Village	1,003,048	23.03	62%	28	11,175	75%	80	1382
Total Vacant Land			53%	Total Units			2,595	
					Estimated Market Potential			5,428
					Capture =			48%

Source: City of Memphis & UrbanAdvisors

Local Housing Demand				
Institution	Student		Employee	
VA Hospital			10%	180
Baptist College of Health Sciences	60%	510	10%	13
University of Tennessee CHS	60%	3,000	10%	100
Methodist University Hospital			10%	480
St. Jude/ALSAC			10%	450
The Regional Med			10%	250
Le Bonheur Childrens			10%	180
Southwest TN Community College	0		10%	50
Southern College of Optometry	25%	100	10%	10
TN Tech	0		10%	5
University of TN Baptist Research Park			10%	100
Subtotal	3,610			
Total Local Housing Unit Demand			5,428	

Source: Beth Flanagan, Memphis Medical Center

5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Streets

The Intown/Winchester Park neighborhood faces a tremendous opportunity to reclaim its streets and create a high-quality, pedestrian-friendly street network incorporating safe, attractive, walkable design standards and transforming dangerous, unattractive corridors into “grand avenues.” The charrette team heard recurring themes from residents and other local stakeholders: desolate streetscapes are hostile to pedestrians; major thoroughways divide the community, while the local road system has been fragmented by I-40; handicap accessibility is an issue; dangerous intersections discourage walking. One neighborhood resident used the term “urban prairie” to nodding heads across the room.

But in the face of these and other hurdles, the community’s vision for the future was clearly communicated through the charrette process.

The goals:

- Create safe streets that accommodate pedestrians and bicyclists as well as motorists
- Connect the medical facilities in the area
- Improve streetscapes to increase walkability, reinforce economic development, and move traffic



Existing major thoroughfares



5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Poplar Avenue

The walkability on Poplar Avenue is very poor due to the width of the street, high vehicle speeds, unwelcoming intersection crossing conditions, and the lack of street trees and landscaping. Extremely long blocks result in frequent mid-block pedestrian crossings of Poplar Avenue across six lanes of high-speed traffic – 66 feet, more than the distance from the pitcher’s mound to home plate. Many streets within the study area suffer from similar symptoms, however Poplar seemed to be the most “un-popular” of the lot.

Understanding that transportation and streetscape improvements must be sensitive to available improvement funds (or lack thereof), the charrette team proposed an incremental retrofit of Poplar Avenue and several other prioritized streets within the study area. Incremental changes will achieve measurable results quickly while adding up to the long-term transformations proposed within the framework of the master plan. In the case of all streets within the study area, the team recommended working within the existing street cross-section to avoid costly curb relocation and drainage system modifications.

For example, taking advantage of excess capacity within the street network by allowing on-street parallel parking on

Poplar Avenue will reduce the number of lanes from six to four. (See image below.)

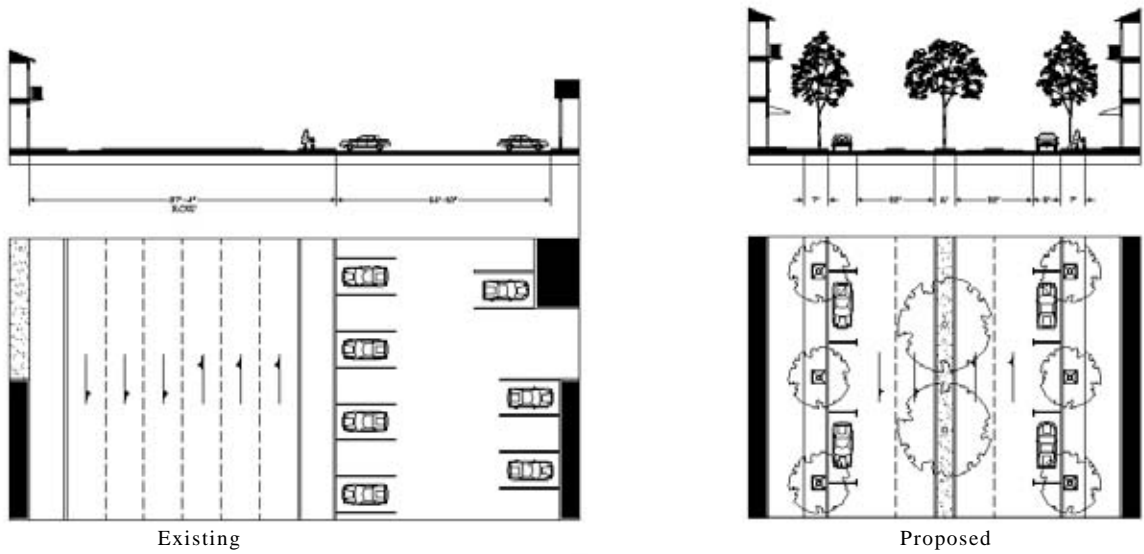
This immediate low-cost action, supported by the city’s Engineering staff, will slow vehicle speeds by causing drivers to slow down and pay more attention to surrounding conditions. In addition to improving safety, on-street parking shields the pedestrian realm from high-speed traffic, which makes sidewalks feel more welcoming.

A landscaped median and street trees can be added in the future as funding becomes available and economic conditions develop.

Trees:

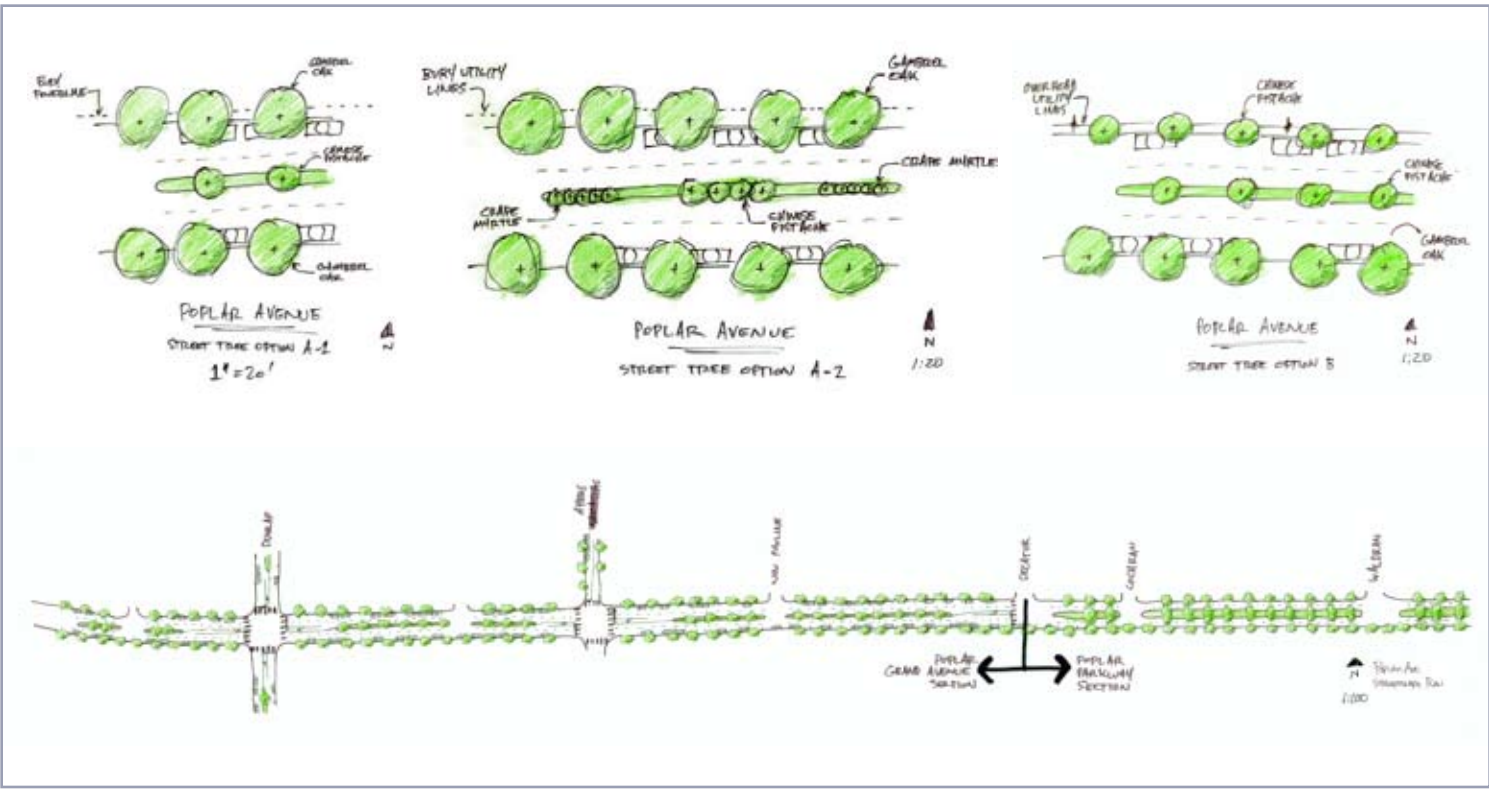
- Should be planted in medians and in sidewalk tree strips and tree grates
- Vary tree species in short term to avoid overhead utility conflicts
- In future, bury utility lines and replace low-canopy street trees with high-canopy street trees

Changes in the street cross-section should be defined by the surrounding context; for example, a “parkway” section with a wide median east of Dunlap and a “grand avenue” section including on-street parking west of Dunlap would support the surrounding land use and reflect the character of different areas of the neighborhood.



Poplar Avenue

Top Right: Rendering of Poplar Avenue depicting charrette recommendations;
Bottom Right: Proposal for Poplar Avenue, showing variation in street design elements depending on surrounding context.



5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Dunlap Avenue

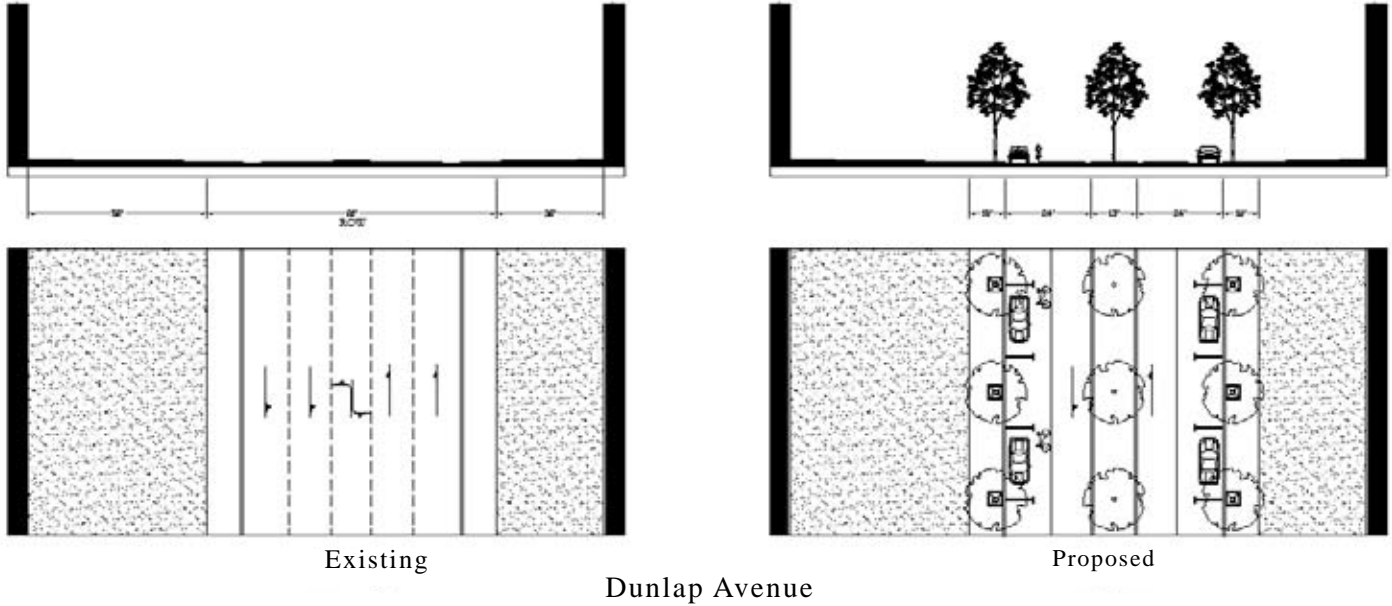
After extensive discussions with the charrette participants and local staff, the charrette team focused on Dunlap Avenue rather than Manassas Street as the priority north-south connector in the study area.

Dunlap Avenue is currently four lanes (two in each direction) with a center turn lane. Due to excess capacity on Dunlap, the city’s Engineering Department supports converting the street to two lanes (one in each direction), and converting the recovered width to a landscaped median with street trees, on-street parking on both sides of the street, and bike lanes to link the North Parkway and Linden Street city bike routes. The single through-lane in each direction, together with the added width of the bike lane is sufficient for city emergency access requirements.

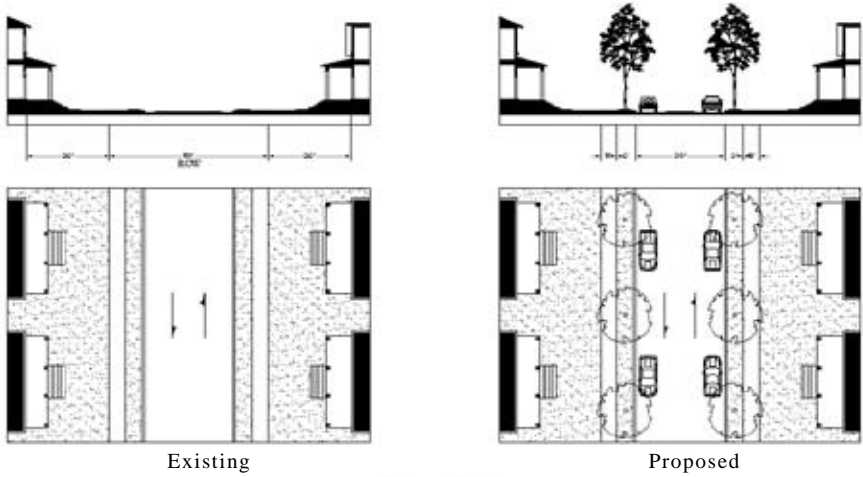
Like Poplar Avenue, Dunlap Avenue improvements can be made immediately at low cost by adding signage and restriping the street to allow on-street parking and define bike lanes, with the median to be installed incrementally at a later date when funding is available.

Other Streets

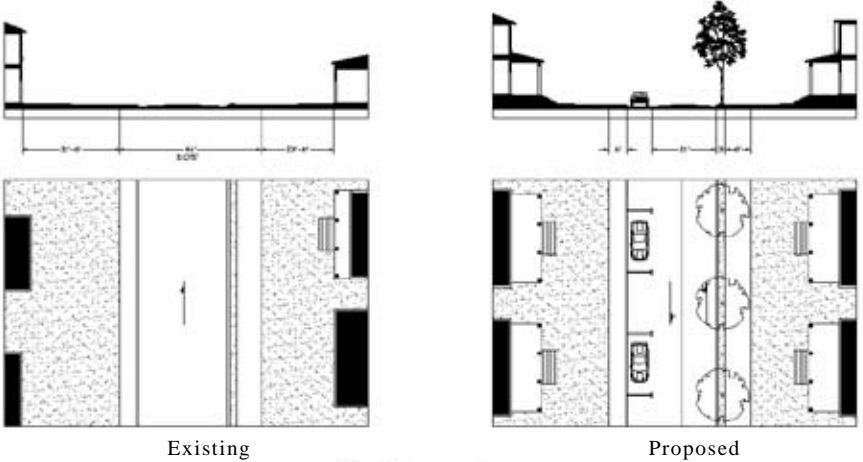
The proposals for Galloway Street, North Manassas Street and Alabama Avenue are included to set the standard for the street types in the district.



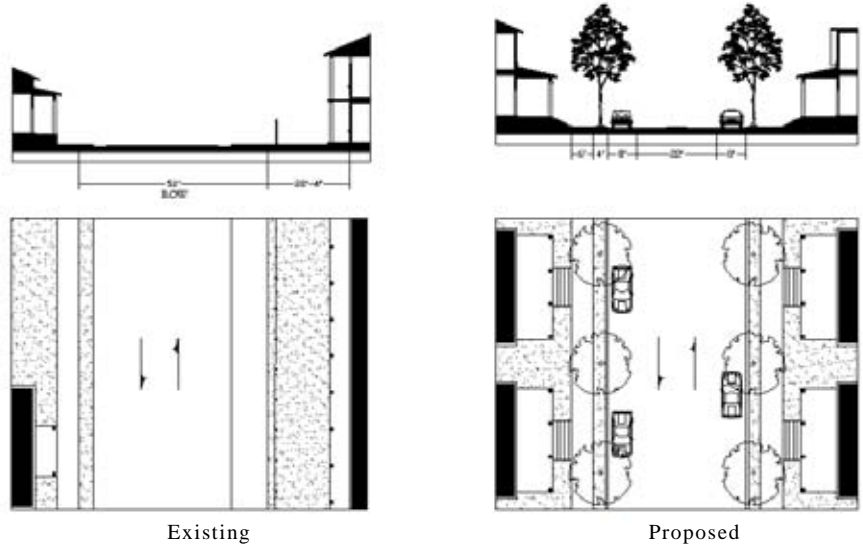
Existing Dunlap Avenue.



Galloway Road



North Manassas Street



Alabama Avenue

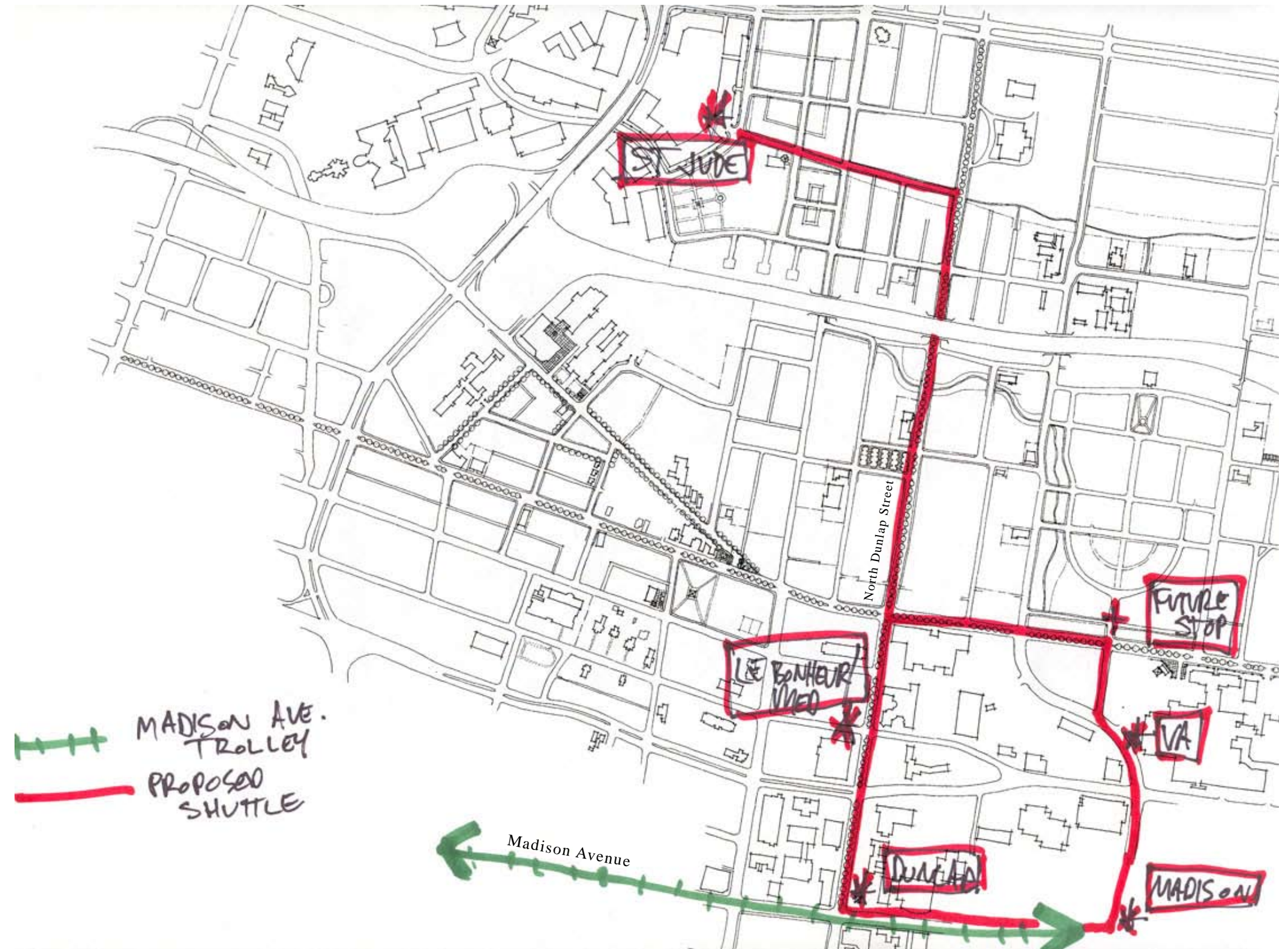
5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Shuttle: Medical Facility Connections

Connections between medical facilities in the area were emphasized repeatedly during the charrette, as travel between medical facilities for employees, patients, and visitors will be even more of a priority in the future as medical facilities grow and expand. Upgrades to the street system according to the framework of the proposed street types and corresponding cross-sections are crucial to provide safe, pleasant, and efficient connections by car and by foot, and to establish strong identities and wayfinding for the neighborhoods and medical institutions within the Winchester Park/Intown area of Memphis. Poplar Avenue and Dunlap Street are especially vital corridors between St. Jude and Le Bonheur that have the potential for improvement without costly curb or utility modifications.

In addition, a bus shuttle was proposed by the charrette team to provide free transportation for those who are without a car or unable to walk longer distances. With the cost shared among the medical facilities, buses could operate on a loop as indicated in the “shuttle plan,” for which a rough sketch is shown; refinements will be the responsibility of the charrette stewardship group.

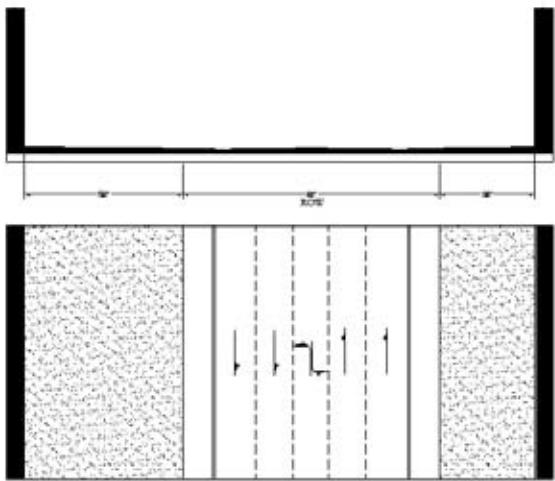
The shuttle could serve as an important transportation link within the entire city of Memphis by connecting to the Madison Avenue trolley line to the south and evolving over time to serve areas of concentrated development as the neighborhood transforms. It is important to establish consistent service and keep headway low, around five minutes, in order to maintain ridership.



5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Bike Routes

The charrette proposed that bike lanes be added to Dunlap Avenue to connect the North Parkway and Linden Street city bike routes, and to extend the bike network along the proposed greenways.



Existing

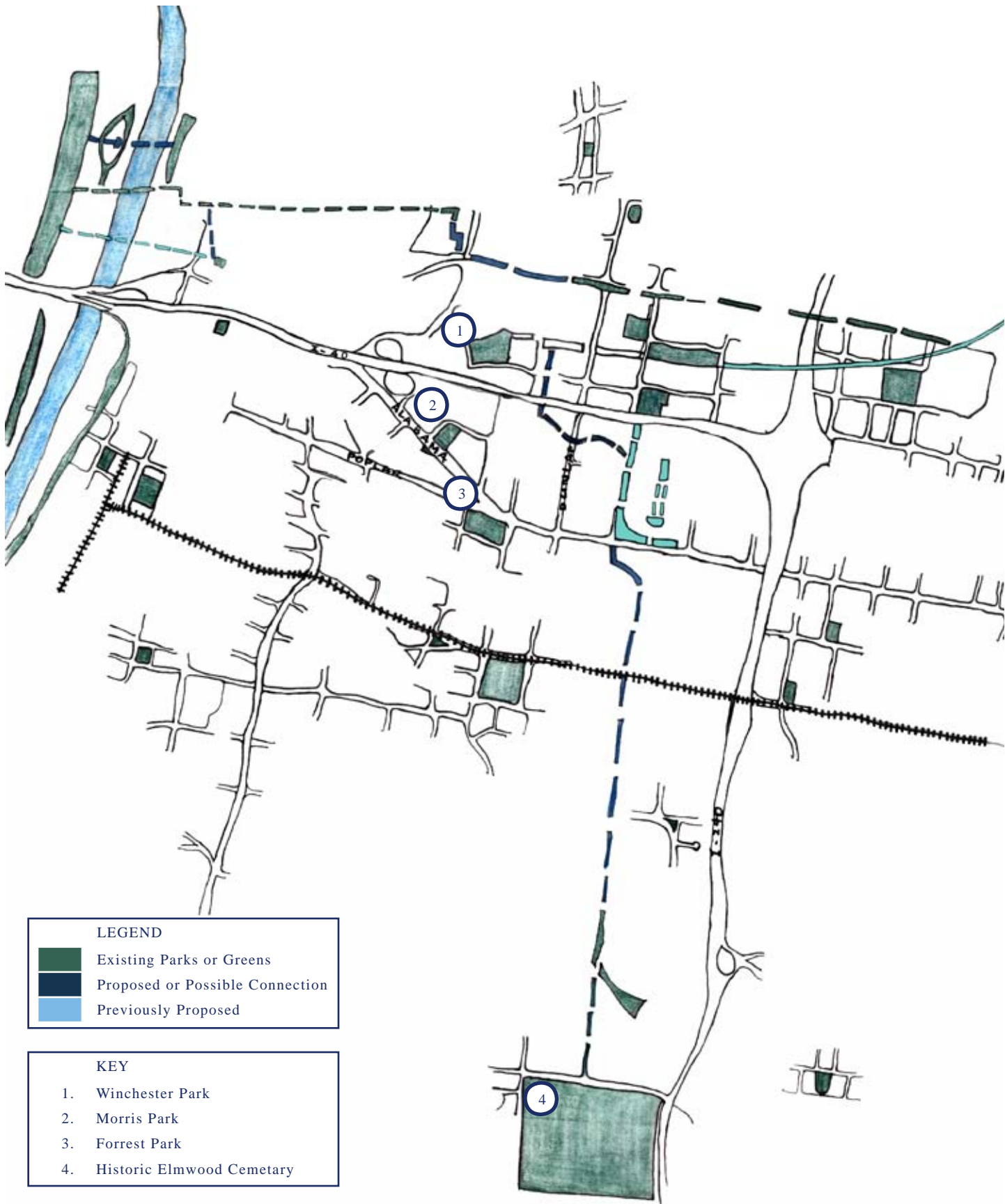


Proposed

Greenway Network

One of the major charrette recommendations regarding green spaces and open spaces in the neighborhood is to establish a series of greenways that can connect new and existing public parks and provide pedestrian and bicycle connections throughout the neighborhood.

- A series of greenways can connect new and existing public parks and provide pedestrian and bicycle connections throughout the neighborhood
- The greenway at the Dixie Homes/ Legends Park HOPE VI project can be connected to a greenbelt along the historic Quimby Bayou just south of I-40
- Bayou Park is connected under I-40 on Manassas Street to Winchester Park, from Winchester Park a linkage can be made to North Parkway and then west to the Mississippi River waterfront and Harbor Island
- From Winchester Park there is also the potential to convert the former L & N railroad right of way to a rail-trail that connects eastward to Rhodes College, Overton Park, and ultimately to Shelby Farms Park



5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Quimby Bayou

The Quimby Bayou used to naturally meander through the project area, and although a few segments of the stormwater bayou are still “daylighted” in concrete channels, the majority has been buried in large underground culverts over time. An open section of the channel is located between Manassas Street and Ayers Street. During large storms, the bayou conveys stormwater runoff from the Winchester Park/Intown area and approximately 900 acres south and east of the neighborhood to the Mississippi.

The Dixie Homes charrette conducted by Urban Design Associates identified opportunities to enhance areas of the at-grade bayou to transform it into an amenity and incorporate it into the public realm. Since the channels and culverts are essentially dry the majority of the time, this idea is tempting. However, since adequate capacity must be maintained to route a large volume of runoff through the area during infrequent large storms, that idea becomes

impractical due to the large area that would be required.

An alternative would be to maintain the large concrete channels. The charrette team questioned the value to the community of a dry 15-foot by 15-foot concrete channel, which seemed to be an eyesore and a safety hazard requiring extensive systems of fences and railings.

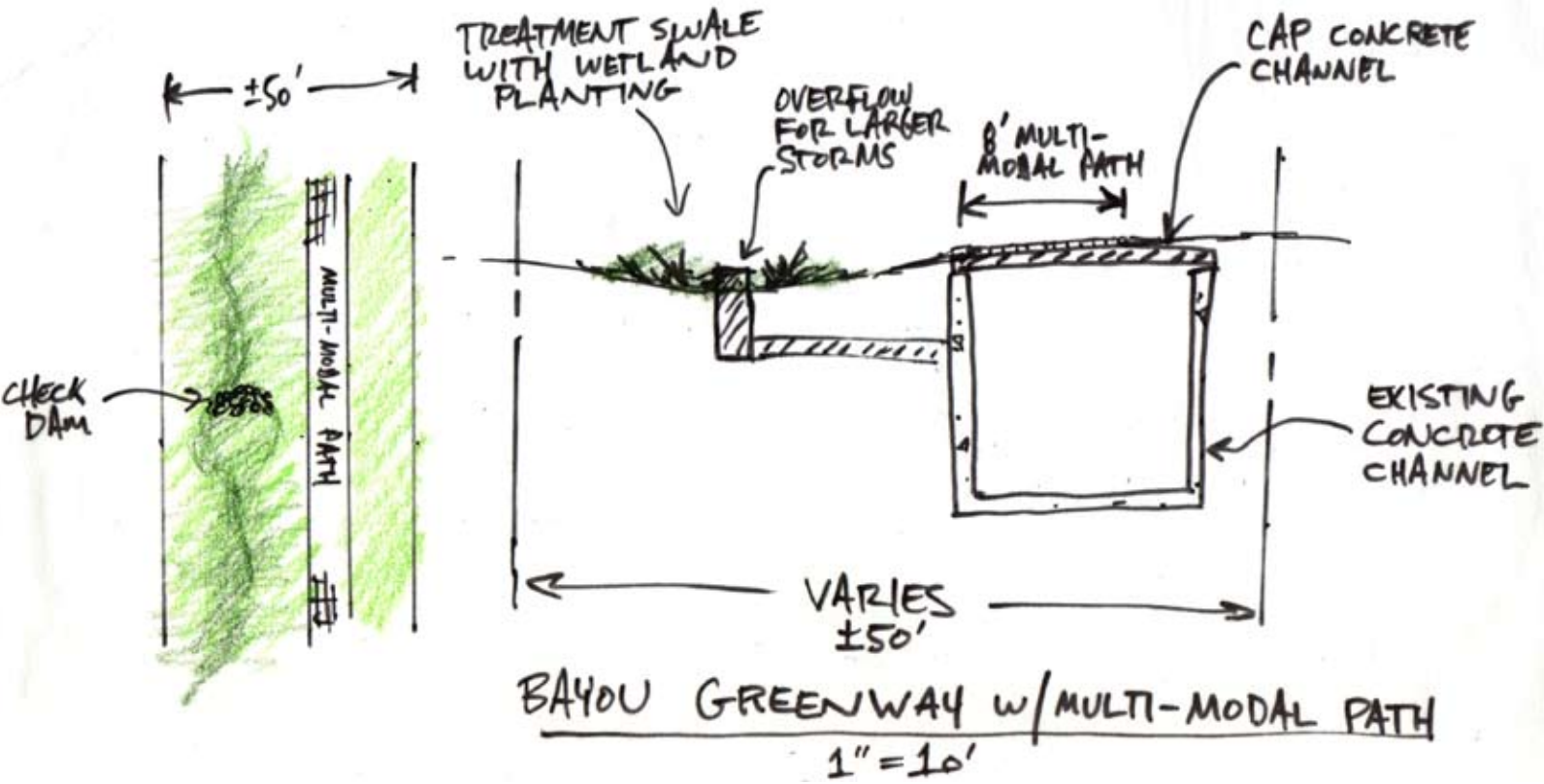
A proposal was developed to cap the existing open concrete channel section and use the top of the newly capped channel as a multi-modal path; part of a new bayou greenway connection through the neighborhood. In addition to the path, the greenway connection could include landscaped stormwater treatment swales to treat localized stormwater runoff, incorporating overflows to the main concrete channel. The greenway would be aligned with the historic bayou location.



Quimby Bayou in 2006.



1911 map showing historic Quimby Bayou location.



Proposed Quimby Bayou greenway with multi-modal path.



Proposal for Quimby Bayou.

5.6 Making Connections: Streets, Shuttle, Bike Routes, Greenways

Bayou Park

Part of the proposal for the Bayou is to introduce a park along the historic Bayou path.

The park and greenway system could run from the Dixie Homes/Legends Park Hope VI neighborhood, along the new greenway to a linear park along the I-40 highway corridor. A long term 20-year plan envisions the reconnection of the neighborhoods north of the highway by bridging a section of the highway and extending the park as was done to create Freeway Park in Seattle, Washington and others in Duluth, Minnesota and Phoenix, Arizona.



BAYOU + CARRAS 20 YEAR PLAN



OVERPASS PLAZA + BAYOU PARK 15-20 YEAR PLAN



BAYOU PARK



OVERPASS PLAZA
20 YEAR PLAN

1:200' 22 July 2006

5.7 Parks

Parks and other attractive green spaces are important neighborhood amenities, serving a variety of needs including places for outings, competitive sports, community centers, and activities for all ages. However, the parks and open spaces in Winchester Park/Intown are not serving the neighborhood well. During the charrette, stakeholders expressed the need for parks to be preserved, made safe, increased, and for recreational facilities, programming, and equipment to be improved and increased.

Morris Park

Professor Jaime Correa's rendering of proposals for Morris Park, titled, "A View of the Proposed Square," is a metaphysical interpretation that incorporates several different themes explored by the charrette. What follows is an explanation of the themes represented on this rendering.

Dimensioning

Situation: An analysis of Morris Park's dimensions reveals that it is an exception to the typical perfect squares that characterize Memphis' parks. Morris Park's elongated proportions seem to be either a mistake or the result of coincidental land agglomeration. A brief historic analysis shows that both suppositions are true. In the past, the park was bordered on the east and west sides by housing structures which later decayed and were demolished. As a result, in the 1940s the park became the existing space.

Solution: The addition of a courtyard building allows the park to recover its historic dimension and provides opportunities for a new memorial plaza facing St. Mary's Episcopal Cathedral and Collins Chapel CME Church.

Enclosures

Situation: Existing codes prevent buildings from adopting a more urban configuration. As a result, large structures are either set back substantially from the frontage line (literally, the edge of the property line fronting streets or parks) or placed perpendicularly to accommodate the excessive parking requirements advocated

by the regulations. Both strategies create frontage holes with devastating consequences for the general wealth and security of the community.

Solution: Infill buildings occupying one layer of parking could be provided to fill the existing frontage holes. These buildings could add a much-needed layer of residential density to the park.

Gaps

Situation: Widespread neighborhood disinvestment has inhibited development. There are many buildings in states of disrepair and decay, in part because of absentee landlords. Buildings are left to decay or are demolished and not replaced. These gaps in the urban fabric are hubs of criminal activity and decrease the health of the overall neighborhood.

Solution: Infill opportunities are taken into consideration; infill structures include commercial, residential, and mixed-use buildings.

Civic Buildings

Situation: Currently, civic buildings do not occupy important sites or sites that represent the desires and aspirations of the community.

Solution: The new hard plaza on the west side of the park lends appropriate significance to both St. Mary's Episcopal Cathedral and the Collins Chapel CME Church. This proposal allows St. Mary's Episcopal Cathedral to recuperate a forgotten vista and the Collins Chapel CME Church to satisfy the requirements of a public corner with a small plaza adorned with a small fountain and a wall bench.

Recreation

Situation: Morris Park has lost its meaning as a central neighborhood space. Currently, it is strongly associated with crime and derelict behavior.

Solution: The proposed park has been drawn as a typical square with diagonal sidewalks defining triangular lawns, small monumental obelisks celebrating the history of the neighborhood, and a carousel



to benefit both neighborhood children and children visiting the nearby medical facilities.

Landscape

Situation: Morris Park and its surrounding areas do not display a continuous idea of urban landscape. While the church sites have manicured lawns and extensive

landscaping schemes, the residential areas and parking lots lack cohesion.

Solution: The drawing of Morris Park depicts a unified idea of landscape development that includes hedges, walls, trees planted at equal intervals, sidewalk pavers, street crossings, statues, fountains, medians, color, signage, etc.

Street Width

Situation: The width of the streets does not contribute to a true pedestrian environment.

Solution: Add tree-lined medians, greens, and parallel parking to diminish the size of the roads and minimize the impact of their size on the health of its pedestrian flow.

5.7 Parks

Land Use

Situation: Currently, Morris Park has a mix of building types – residential, office, institutional, religious, and recreational. While in theory this may sound desirable, in practice it appears disorganized and unharmonious.

Solution: Promote mixed-use infill buildings and live/work units.

Iconography

Situation: The anonymity of the various institutions within the study area is reinforced by the lack of meaning, character, and symbolic content of its architectural structures.

Solution: The drawing shows one of the towers symbolizing a colossal “door which never closes,” with a lost key standing on the sidewalk space. This type of public art enhances the understanding of the city as a work of art and adds wit and entertainment to the health institutions.

Lower Left: Morris Park, existing aerial view; Top Right: Morris Park Model



5.7 Parks

Winchester Park

Winchester Park is an historic open space in Memphis. Named after General James Winchester, one of the original founders of the city, the park is the site of a cemetery where victims of yellow fever epidemics were buried in the 1870's. The area surrounding the park has great potential, due to its proximity to St. Jude Children's Research Hospital, and the availability of undeveloped or underutilized land here. In this proposal, hospital facilities front two sides of Winchester Park, while new and existing residential uses front the other two sides. Sensitive infill along the edge of St. Jude's can blend the institution into the neighborhood fabric, with the park becoming a common ground between hospital and neighborhood, encouraging a sense of ownership and

responsibility for both. Residential units could serve employees of the hospital, allowing them to live within easy walking distance of their workplace. The park might contain healing gardens of medicinal herbs, conceptually linking it to the mission of the hospital. A historical marker would commemorate the park's significance in the history of the city, remembering those who lost their lives in the yellow fever epidemics and linking the park's history to the blending of the hospital and the neighborhood around a "healthy neighborhoods" theme. The park can provide a place of tranquility and respite for both hospital users and workers and the residents who live here.



Top Right: Winchester Park existing conditions;
Bottom Right: Proposed view of Winchester Park looking west towards St. Jude Children's Research Hospital;
Bottom Left: Proposed site plan: The edge of St. Jude's blending into the neighborhood at Winchester Park.

5.8 St. Mary's Episcopal Cathedral Development

A Center for a Neighborhood

The St. Mary's Episcopal Cathedral owns much of the property that surrounds its main building. The church would like to develop the land that it owns to the west of the cathedral.

Understanding the Plan

- There is currently a bookstore located on Poplar Avenue. It is proposed that the bookstore expand to include both a coffee shop and small courtyard.
- The attorney's office, as well as the historic house located on the block should be retained and weaved into the overall plan.
- The primary land the Cathedral currently owns is a vast parking lot, which rarely, if ever, gets used. This plan reduces the size of that parking lot while relocating the parking lot into two main components. The first half of that parking would be located adjacent to

Existing St. Mary's; Proposed St. Mary's plan



5.8 St. Mary's Episcopal Cathedral Development

the church to allow for parking during Sunday services. The remainder of the parking would serve the new retail units located on the block as well as any overflow relating to the church itself.

- The new retail units are located to the exterior of the block to conceal the parking lot and increase pedestrian activity along Poplar Avenue.
- The plan further incorporates parking by introducing on-street parking along the perimeter of the block. Within this proposal one can see a new version of Poplar Avenue that includes both street trees and a median.
- There is a courtyard located next to the church that could be used for outdoor services or church gatherings.
- A water feature and two small tower elements serve as a gateway to usher both the pedestrian and the automobile through the interior of the block.
- A loggia separates the church from the parking lot located directly to its west. This loggia could serve as a small market during designated day and times of the week.
- A daycare facility is located on Alabama behind the bookstore where the children can have access to a green.
- Finally, there are live-work units located along the rest of the exterior.



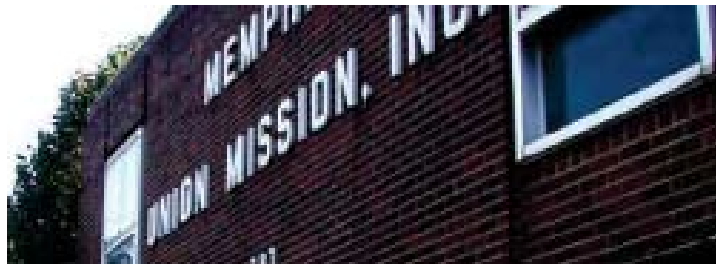
Top: Proposed view of Poplar Avenue showing expansion of St. Mary's Episcopal Cathedral;
Bottom Left: Existing historic building, attorney's office;
Bottom Right: Existing view of Poplar Avenue showing St. Mary's Episcopal Cathedral.

5.9 Expansion to Memphis Union Mission

Memphis Union Mission is a nonprofit religious organization that assists men, women, and children who are homeless, addicted, and in crisis. It is located on 383 Poplar Avenue just east of Danny Thomas Boulevard.

The drawing produced by the charrette shows proposed additions to the facility. The proposals include:

- Creation of a courtyard to accommodate facility users who are waiting for services.
- Expansion of the building along Poplar Avenue to define the street in combination with proposed new buildings on the north side of Poplar.
- East building addition to define the street corner.
- Implementation of a new streetscape and median on Poplar Avenue.
- Parking lot located in close proximity to the gas station with potential to accommodate a hand carwash.



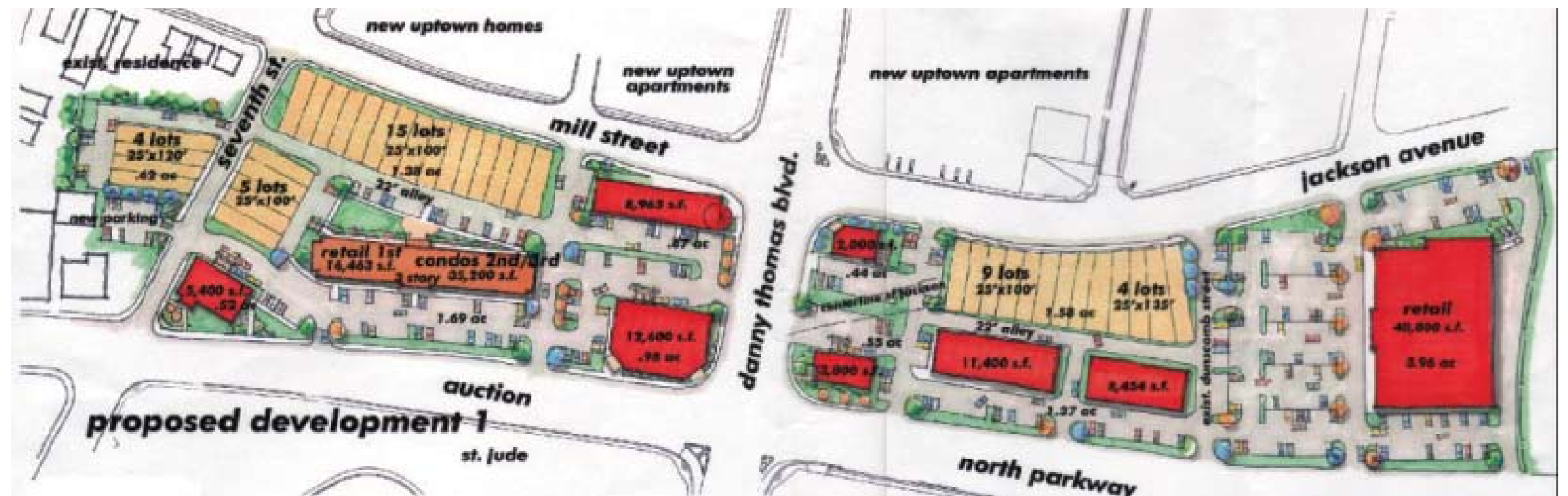
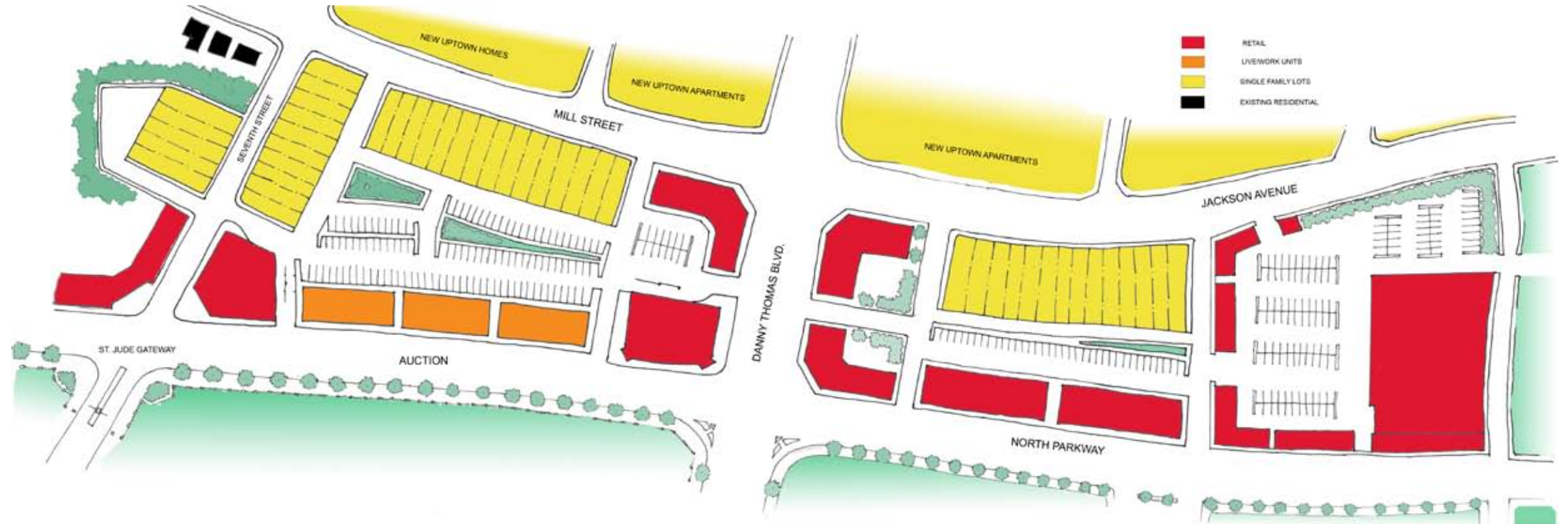
5.10 Uptown Retail Center and St. Jude's Gateway

The new Uptown Retail Center to be located just north of the St. Jude Children's Research Hospital shall serve as a link between the Uptown neighborhood and the Winchester Park/Intown neighborhood. This new mixed use development project will embody a mix of residential, live-work, and purely retail units.

Understanding the design

- The design uses liner buildings in order to conceal parking and make the street pedestrian friendly. The new retail units will be right on the street and benefit from the increased pedestrian traffic.
- The lots are arranged to allow for rear access to the properties. The homes, as a result, are designed with numerous windows facing the street, which aids in the security of the neighborhood.
- The blocks are broken up with alleys and small through streets to enable the blocks to be more walkable.
- The new entrance to St. Jude Children's Research Hospital was designed in a manner that respects the priority of the pedestrian within the urban fabric. The gate serves not merely as entrance for the automobile but also the pedestrian. Employees can easily access the new Uptown retail center during lunch hours and quickly return to the hospital.
- The new residential lots will be available for purchase by the employees of the medical district. The residents would then be within walking distances of their employers.
- The design features a drugstore and bank both with drive throughs as well as large grocery store. These elements are arranged in a manner to optimize the pedestrian experience.

Top: Charrette Proposal for the Uptown Retail Center as well as the gateway entrance; *Bottom:* Proposal produced prior to the charrette.

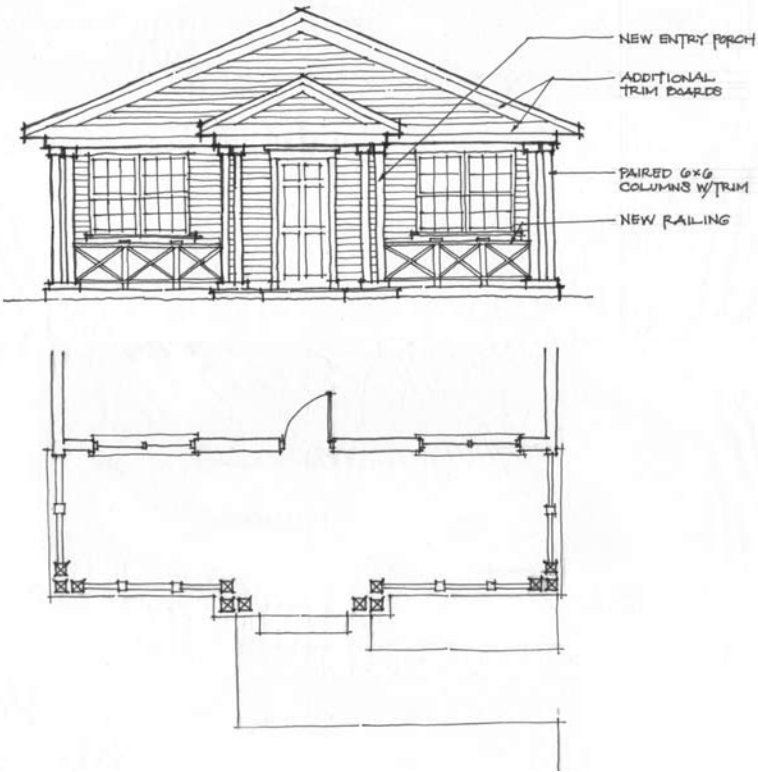
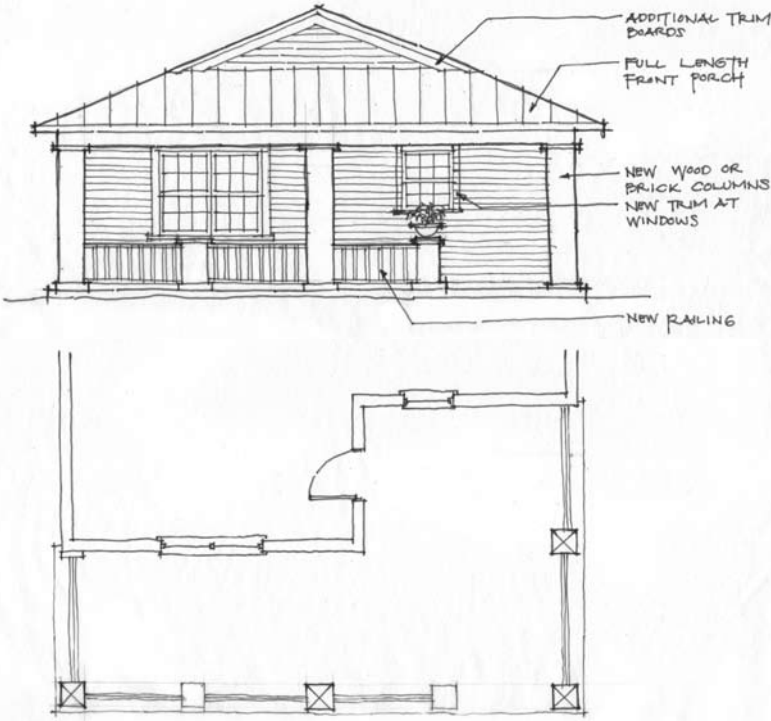


5.11 Housing Rehab and Infill

The charrette provided suggestions for housing rehab and infill. In particular, suggestions were made for renovations to the front elevations of Habitat for Humanity homes, many of which are in need of rehabilitation and updates. These suggestions can also be applied to other homes in the neighborhood.

These are renovations that existing homeowners could carry out with modest financial and construction assistance, allowing residents to participate in the renewal of the neighborhood taking place all around their homes.

Left: Preserving and enhancing residential character through infill and rehab; *Right:* The charrette recommendations for renovating Habitat for Humanity houses included adding a front porch, as shown in this drawing; *Bottom:* This important drawing illustrates the blending of new and existing homes on Jones Street, which contains many owner-occupied homes of neighborhood residents who participated in the charrette.



5.12 Problem Properties

Abandoned and blighted properties have been a continual source of problems for Winchester Park/Intown. Property neglect has lowered property values and has been a magnet for criminal activities, especially for the area north of Poplar Avenue and South of I-40. The charrette recommendations to address this issue include:

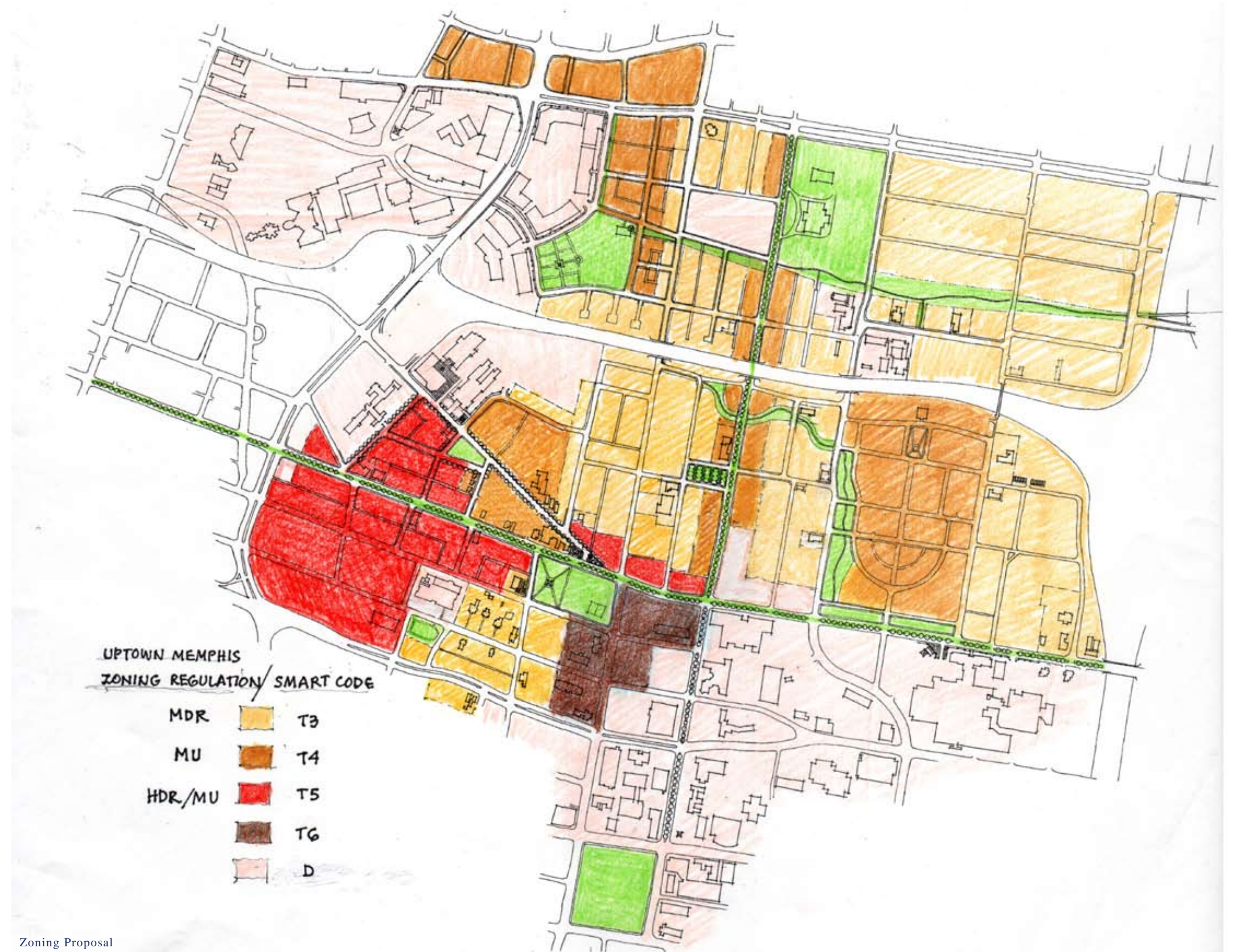
- Encourage civic groups and nonprofit organizations to take code violators to the Memphis/Shelby County Environmental Court.
- Reduce the time for sale and title transfer of tax delinquent properties. During the charrette, stakeholders repeatedly bemoaned the fact that the city does not pursue tax scofflaws, and city properties offered for tax sale by Shelby County are seldom actually transferred to new owners.
- Transfer vacant and problem properties, including tax delinquent properties, to affordable housing developers, including nonprofit housing providers.
- Seek changes to state nuisance abatement statutes so cities can adopt local ordinances that provide for the appointment of receivers to manage the repair and reuse of vacant and abandoned buildings.
- The charrette stewardship group should work directly with the Problem Properties Collaborative to build on initiatives already in place and to develop new initiatives.



5.13 Zoning

The charrette team studied the work-in-progress by Duncan & Associates and Ferrell-Madden Associates to update the Memphis zoning code and introduce form-based coding elements and mixed-use categories to land development regulations. The team strongly endorsed this initiative and developed a table to indicate how the Smart Code transect zones used for the Winchester Park/Intown study area correspond with the categories used in the Uptown Memphis zoning regulations.

Smart Code Transect Zone Descriptions		
T3	Sub-Urban Zone	Single Family Homes
T4	General Urban Zone	Houses, Townhouses, Apartments, etc. (3 stories max)
T5	Urban Center Zone	Mixed-use, mid-rise (5 stories max)
T6	Urban Core Zone	High Rise (Height limit to be determined)
D	Institutional	Hospitals, schools, etc.



Zoning Proposal

5.14 Historic Preservation, Cultural Heritage, the Arts

Memphis has a rich historic, artistic, and cultural heritage that Winchester Park/Intown could celebrate and build on to enhance the neighborhood.

Historic Preservation: Victorian Village

Many of the historic buildings in Victorian Village and other parts of Winchester Park/Intown are falling into disrepair. These buildings have the potential to be a significant asset to the neighborhood. The charrette recommended that there be more energy and resources allocated to maintaining and improving the Victorian Village district.

Specific recommendations included:

- Pursue adaptive reuse of currently empty homes in Victorian Village.
- Consider moving historic homes slated for demolition in other parts of the city to the Victorian Village district.
- The city's museum system should work with the Victorian Village CDC to determine the future of historic home museums in the district.
- City and county facilities within Victorian Village should consider relocation to create a more vibrant

mixed-use neighborhood surrounding the historic Victorian homes.

Cultural Heritage, the Arts

There is enormous potential to strengthen Winchester Park/Intown through public art that also provides urban clarity and contributes to community identity through storytelling. Public art can be an element of urban design that brings an aesthetic identity and sense of connection to the neighborhood. This type of work can tap into an area's unique cultural heritage – in Memphis, building on place stories, music, and metalworking heritage can express the city's particular character. For example, the medical facilities' towers recommended by the charrette can be unique to Memphis, created through the collaboration of artists and architects. Similarly, including artists on design teams can help create unusual sidewalk paving, street tree guards, and signage. Public art projects can result in interesting bus stops and embellished freeway underpasses that help create a sense of neighborhood cohesion. Memphis's strong metalworking tradition could be reflected in the fencing and gates surrounding the hospitals.

Artist-community collaboration, such as artist residency programs with schools or community, can have a profound

influence on place and people, resulting in individual and community development and empowerment. There are many examples of successful collaborations in other parts of the country that would be relevant to Memphis. In Philadelphia, artist Lily Yeh has collaborated with community members to transform garbage-strewn neighborhood lots into vibrant "art parks" with mosaics, sculpture, painted walls, and community gardens that have become community gathering spots. In Houston's Project Row Houses, the arts fuse with community revitalization – resident artists work with the community in after-school programs, workshops, and summer camps.



Top Left: Victorian home in Memphis; Top Right: Lily Yeh at work on a mural in Philadelphia; Bottom Left to Right: Stained glass window in St. Mary's Episcopal Cathedral; Houston's Project Row Houses; Exiting shotgun homes in Memphis; Victorian Village alternative.



5.15 Healthy Neighborhood Initiative

The charrette team proposed that the medical institutions deepen their commitment to and engagement in the Winchester Park/Intown community through a public-private partnership called the Healthy Neighborhood Initiative, a program that would be devoted to making the neighborhood a better place to live and work. The health of a neighborhood is not limited to how physically robust the residents are – it is a holistic notion that applies to the community as a whole.

The Healthy Neighborhood Initiative should be broad-based and measurable, with accountability for the participating institutions.

The Healthy Neighborhood Initiative proposes a five-year plan to:

- Enhance educational opportunities for students from the area
- Train and link residents with employment in the Medical District
- Provide expanded housing options for families
- Attract new residents to the area
- Create a safe, healthy, attractive place to live and work

The Healthy Neighborhood Initiative should be broad-based and measurable, with accountability for the participating institutions. National models such as the Humana Foundation in Louisville and the work of the Robert Wood Johnson Foundation can provide guidance for the initiative.

The Humana Foundation is the philanthropic arm of Humana Inc., one of the country's leading benefits companies. The foundation supports and nurtures charitable activities that promote healthy lives and healthy communities and prioritizes its areas of funding into the categories of mind, body, and spirit. In 2006 the foundation made 420 grants totaling \$7.8 million to nonprofit organizations in Louisville and other communities where the company has a meaningful presence. The distribution breakdown was: 31% for education (mind); 41% for health &

human services (body); and 28% for civic and cultural development (spirit).

The Robert Wood Johnson Foundation focuses on the pressing health and health care issues facing our country and works to identify solutions and achieve meaningful change. An example of one of its programs is Active Living Research, a national program that contributes to the prevention of childhood obesity in low-income and high-risk racial/ethnic communities.

Through the Healthy Neighborhood Initiative, Memphis's medical institutions can become fully engaged with the community to make Winchester Park/Intown better for both the neighborhood residents and for the medical facilities.



Top Left: Chapel and College Street, New Haven; *Bottom Left:* Crossroads of Michigan received Humana funding to develop a new soup kitchen; here, one of the organization's existing soup kitchens; *Far Right:* Robert Wood Johnson Foundation's Active Living Research is a national program; Humana helps support Home of the Innocents in Louisville, a facility for children in crisis; Humana's Wellness Information Zone project helps the public locate essential and reliable health information.



5.16 Images of Transformation



*Left: Poplar Avenue looking toward St. Mary's from the west.
Right: VA Hospital looking west on Poplar Avenue.*



5.16 Images of Transformation



Left: Washington and Orleans looking east.
Right: Southern edge of Winchester Park looking west along lane.

5.17 Implementation Strategy: Charrette Stewardship Group

Memphis's Winchester Park/Intown Report represents the collective ideas and visions of the community's citizens and stakeholders. The most important aspect of the charrette is that it generates the local stewardship to guide, champion and implement the ideas and visions of the charrette recommendations. Stewardship ensures that the collaborative spirit of the charrette process – of convening, dialogue, deliberation, and action – continues beyond the charrette.

To that end, the charrette team recommended that Memphis form a charrette stewardship group to move the charrette vision forward in a coordinated fashion while taking into account the concerns of both residents and institutions. The charrette team recommended that the group include representa-

tives from the Memphis Medical Center, UrbanArt Commission, city and county government, local nonprofits and churches, proven urban developers and designers, and citizen representatives.

That group is in the process of being formed, according to Carissa Hussong, executive director of the UrbanArt Commission, one of the charrette's major sponsors. The stewardship group is under the guidance of Robert Lipscomb, CFO of the City of Memphis, director of the Memphis Housing Authority, and director of Housing and Community Development.



6. Appendix



6.1 A Summary of Input from Public Meetings

Note: The following is a record of notes taken at the stakeholder meetings and the opening presentation, as part of the charrette's information-gathering phase.

Opening Presentation and Workshop

Major concerns

Safety

- Parks need to be safe
- Morris Park needs supervision and activities for children. Morris Park is important for children in neighborhood who do not have backyards

Code enforcement

- Make absentee landlords fix up properties
- The bayou is a dumping spot for trash.

Recommendations

Parks and green space, including

- Recreational equipment
- Recreational facilities and programming
- Swimming pools
- Churches and basketball courts bring people together across racial and age lines. These community assets need to be cultivated.

Walking environment

- Street trees
- More sidewalks
- Slow down traffic on Poplar.
- Smaller blocks
- Better pedestrian access across I-240
- More overpasses
- Clean up underpasses, make them safe and clean and more attractive.

Clean up the neighborhood

- Pick up trash.
- Bulk trash removal
- Clean and mow vacant lots.
- Close and cleanup the auto salvage yard.

Vacant Lots

- Fill in empty lots in residential areas with new homes; fix up run-down houses.
- Fill in vacant spaces on Poplar with useful retail uses, including a supermarket.

Retail

- Grocery store
- Cleaners

Housing

- Mixed-income housing
- Senior housing
- Student housing

Transportation, Utilities, and Engineering

Transportation

Connectivity Issues

- LeBonheur is spending \$315 million building new medical facility on Poplar Avenue, where current mental hospital is. Neighborhood divided by major roads, Poplar being biggest barrier. Challenge is mitigating traffic capacity concerns without dividing neighborhoods. There is need to move people between hospitals (LeBonheur to St. Jude) and south of Union to university hospital area.
- Issue of north-south connectivity, haven't been as good at connecting these areas of city. North-south connectivity – old Lamar Terrace project in redevelopment – some plans call for Dunlap to be spine going north-south; figure out how this fits in, how network fits together, need for other north-south connector? Pauline, Dunlap, and Manassas go under interstate, major north-south roads.
- Poplar and Union are the two major east-west roads, they are used as commuter routes to medical center and employment

in east Memphis. Downtown, east Memphis/Ridgeway, Germantown, Collierville are the major employment centers. Need to serve larger commuter volumes.

- East-west route out of Dixie Homes needed, somewhere near Mosby, to keep traffic off of Poplar.
- One-way and two-way street issue: Autozone Park had one-way couplet on Madison and Monroe, transition to two-way; one-way couplet of 2nd and 3rd Streets right now; Manassas section is one-way because of street width issues and residential on-street parking.

Capacity/Operations Issues

- Roads are performing well, none perceived as underperforming.
- Traffic counts — don't have annual count program in area, state county stations in various locations; only do updates when specific studies warrant it; short-handed department for doing counts; Ken Johnson of City Traffic Engineering and Paul Morris of Regional Services Dept. have traffic counts.
- Perception of crashes at Poplar and Alabama, need to get crash data.
- Pauline has substantial curves, so could be problem area for accidents.
- City or state owns most roads in area, primarily city; city exerts influence even on state routes; state routes are Danny Thomas, Union, Jackson; state doesn't own any signal installations; state maintenance contract to provide striping and signage; intersection design — if city wants to take lead on state routes, city could implement type of design they want, city has enough influence.
- N. Parkway, Danny Thomas, and Jackson will follow state design standards, as much a funding issue as anything else.
- DOT has super project managers for region, out of Jackson, TN; region is responsible for construction; design is carried out of Nashville.

Transit Issues

- Possible trolley route on Alabama



to connect LeBonheur and St. Jude discussed in previous plans – stakeholders doubted its feasibility and/or demand.

- Suggestions that a more flexible non-fixed route bus system might work better, or rearranging existing bus routes.
- Existing bus routes are route 50 on Poplar Avenue, route 52 on North Parkway, route 10 on Alabama (would be good to get ridership counts).
- Main bus terminal is at Main and Auction.
- There are no shuttles that run between hospitals in area.
- MATA plans two extensions of light rail system, one of which will go to airport and will serve Medical District and go south on Pauline and south of Lamar; trolley line built for LRT conversion.

Bike Issues

- As area changes, consider pedestrian and bike circulation and better infrastructure.

- Seemed reluctant to take a lane off Poplar and make it a bike lane.
- 2 bike routes in city, not that far from our study area.
- No marked bike lanes in Memphis, though have 5 signed bike routes though these are more recreational, about 50 miles worth of these bike routes.
- MPO major road plan adopted last December 2005.
- MPO plan includes bike component.
- City doesn't have bike route standards yet, but want to improve bike conditions asap so in interim they are pushing signed shared lanes, which are technically one of the lowest designations, but want to get program started; will come back later when bike standards have been adopted and create bike lanes.

Pedestrian Issues

- Poplar between Danny Thomas and Manassas sees many sporadic pedestrian

6.1 A Summary of Input from Public Meetings

crossings, between businesses on both sides, such as liquor stores and pawn shops. Even when there are pedestrian crosswalks, even signalized crossings, people still disregard. It's not a block size issue. Chronic problem all through town.

- Also problematic pedestrian crossings on north side of Poplar, near where the big data center is (with employee parking), these employees have to cross the street between the parking and their employment center.

Parking Issues

- City would consider off-peak on-street parking, but would have to look at enforcement and maintenance aspects of it. North Parkway does allow parking off-peak; Memphis modeled public parking program after Charlotte.
- City hired parking technicians to issue parking citations, to enforce parking meters, also cite those parking on North Parkway during peak period.
- City has no active towing program, would like to buy three tow trucks.
- Parking capacity needed; LeBonheur rep feels their problem is a straight capacity issue, not a management issue; others felt in some areas south of Union there are acres of parking no one uses, so there may be enough parking but not close enough to where people are going; maybe a shuttle system could connect parking and medical facilities.

Street Landscaping Issues

- Issue over maintaining landscaping; Memphis has done poor job of it. All goes back to funding.
- Property owners in Memphis responsible for maintaining sidewalks, if get a complaint city will investigate; property owner has to re-concrete it; city can issue citation, will send city contractor to repair it for you and charge you for it. Only go around and look at sidewalks when get complaint.
- Planting strips between sidewalk and street — property owners not required to

maintain it to any specific standard; if want to put in street trees, have to do to ADA specifications; don't have resources to maintain planting strips.

- General Services dept. maintains other landscaped areas in city, will mow once or twice a year.
- Parks Department does maintenance of medians.
- City has Tree Ordinance, but doesn't apply to medians and ROWs; private developers are required to provide a certain number of trees, but basically at perimeter of property and clear cut rest.
- Center City Commission has planted trees on Third Street and other places, never on Poplar, perhaps because 7-foot wide sidewalks make it difficult; many trees abused, cut down, etc.

Utilities

Utilities Issues

- Memphis Light Gas and Water has several major facilities in area; southeast corner of Dunlap and N. Parkway has major water pumping facility; south of that is brand new substation; another substation on east side of existing LeBonheur Hospital (one of these at Dunlap and Lane, not clear).
 - Major electrical facility on Ayres — anything you do to streets around here impacts MLGW
 - Water reservoir behind Galloway at Ayres
 - MLGW has map of major trunk lines they can provide for us.
 - MLGW is a division of the city of Memphis, most of their facilities in road ROW; when city wants MLGW to move, they say how far, city has sway.
 - Issues with gas lines in terms of street dimensions not significant; expectations over gas line location not significant.
- Bigger issue is overhead electrical distribution system (more primary concern than gas lines) — don't like to see trees interfering with overhead

lines, will cut trees back for safety and maintenance.

- Everyone has gas service, has the possibility of receiving gas.
- No gas storage in area

Engineering

Stormwater Issues

- Dixie Homes has a major bayou that runs through it; plans are to uncover it and create a linear greenway there; there may be a problem here, need to analyze how much water will be detained in the bayou/greenway; skepticism on whether they will work; also, issues with channel susceptibility and how much water will be carried and at what velocity.
- Flooding has occurred at Pauline and Jefferson and south of there in some places, and down towards Union Avenue.
- In general there are not many drainage problems, there is open ditch in Dixie Homes; main ditch in Dixie Homes goes underground under main driveway; concern over returning it back into channel; any work needs proper design, may not need retention basin; Hope VI will need detention facilities south of Union Avenue.
- Flooding on south side of Poplar in parking lot south of VA Hospital, haven't witnessed in 8-10 years, heard problems there in past.
- Two concerns on stormwater within Dixie Homes: bringing Pauline straight in to Poplar, may be a problem; elevation issue on Pauline; latest plan may be to keep same alignment, tie in Pauline south of Poplar, maintain connection to Ayres, bring stub street from Dixie into Pauline curve.
- City has considered but not used low impact development practices like rain gardens; leary of mosquitoes and yellow fever history.

Solid Waste Management Issues

- Not part of downtown dumpster district, which is governed by ordinance; ordinance created city inspector, spends



70% of his/her time on compliance with ordinance; Public Works must enforce ordinance and can issue citations; eastern border of this district is Danny Thomas Boulevard.

- City only has 90-gallon dumpsters, any other size you see are owned by private haulers (about 5 companies in city); many of these haulers are contractors with the city.
- If a dumpster is not cleared out, city can be called and the city will call up private hauler and ask that dumpster be emptied; if no compliance, the city can bring in health dept.
- One example is dumpster at Cleveland and Jefferson that was full, at restaurant that had been closed for months.
- Personal trash pick up after 5pm
- Residential collection — 18 automatic trucks w/arms, only use on streets w/out street parking; 18 automatic arm trucks represent less than 10% of total number of trash trucks.
- Recycling to all residential customers once/week and 4 drop-off locations; apartment units aren't serviced so those folks must drop off recycling.
- Recycling program — certain items acceptable — plastics, alum, newspapers all collected, not yet cardboard; recycling and garbage and yard waste all on same day, three different trucks.

Other Notes

- DT and 40 — 3 divisions — general services, engineering (signs), public works sewer maintenance
- Study area boundaries have been moved south to include Jefferson? Yes.
- Some St. Jude employees live in Uptown.
- Design review of city projects and private projects — private developers make submissions to office of planning and development; certain things go to engineering for site review (for infrastructure impacts); generally require developers to make improvements, such as widening; no development impact fees; city bonds it and inspects it.
- Long range planning — MPO major road plan, handled through regional services dept., updated once every three years — handled through Memphis-Shelby County Regional Services (Rick Copeland)

Conditions

- Excess capacity in street network
- Very poor walkability
- Historic bayou has been mostly culverted
- Street tree maintenance responsibility has not been assigned

Opportunities

- Narrow Poplar Avenue, improve streetscapes

6.1 A Summary of Input from Public Meetings

- Facilitate connections among medical facilities
- Align greenway with location of historic bayou
- Find private funding partners (private donors, nonprofit organizations, federal funding) for tree and landscape program

Developers, Land Owners, and Home Builders

“A potentially dynamic growth area.”

“This city is just starting to tackle the redevelopment of the core city.”

Concerns

Investments

- They want to understand the investment “catalysts” that are taking place to encourage (protect) new investment.
- Private investment plans have not been articulated to the development community.
- Investors, builders, need confidence in the improvement of the neighborhood.
- What is the inventory of tax delinquent, city/county-owned land in Intown?
- There may be a problem with land assembly, since there are lots of small parcels. This was done as a public/private partnership in Uptown to acquire land through negotiations and eminent domain.

Parking

- Don’t put a trolley on Poplar — it takes away parking; businesses need street parking. (Post-session note: there is no street parking on Poplar!)
- Parking is a concern: they require “ample parking” to keep businesses operational.
- There is a concern about imposing urban parking requirements to a sub-urban environment. Yet, there were concerns expressed about the unsightliness of large surface parking lots — they should be removed.
- Any particular sites of potential?

Parking lot at TN Tech, on Alabama Avenue. (Post-session note: TN Tech has expansion plans for the site.)

Crime

- Crime is a major concern and will have to be addressed before investment follows.
- Crime is OK in downtown, South Main, South Bluffs; but in other parts of the city, including Intown, crime is a major concern.
- Bishop Johnson (Cathedral) is interested in slowing traffic down; has thought about a police substation on church property.

Recommendations

- There are lots of fragmented “silo” plans in the area, this area needs a coordinated vision to direct investment and establish “comfortable places to put money.”

Retail

- Retail “in support of residential” is needed.
- Several years ago a study by the University of Memphis determined that downtown and midtown were under-retailed.

Transit/Walkability

- Pedestrian-friendly Poplar Ave
- Need to be able to walk to St. Jude and Le Bonheur.
- Places take years to become walkable; there needs to be an interim strategy for transit/shuttling.
- A small transit system (bus loop) to serve this area would help.

Connectivity

“Connectivity is going to be key.”

- Smaller blocks
- Block make-up — blocks are too large
- Capital improvements are needed, such as new streets added.

Housing

- Build new housing for workers; subsidize for low-income workers.

- There is a market for housing here...if the area is cleaned up and stabilized
- In Uptown, occupied homes were not acquired during the redevelopment of the neighborhood. Similarly, in Intown, occupied homes should not be acquired.
- For new housing, you need to subsidize housing for those making \$30-40,000.

Medical District

- There may be a market for hospital workforce housing (for people who make 30k) in the area, if the physical neglect issues are addressed and the neighborhoods stabilized. Needed: Create a clear vision of what is being planned.
- St. Jude employees “Are not your neighbors. They drive, park in secure parking, and drive home to suburbs.”
- “I don’t know how to get into St. Jude’s.” [Comment in reference to fencing and difficulty in finding where the entrance is.]
- Medical District Overlay — some short term design standards (while new code for city/county is being developed).

Land Use Policies, Planning and Codes Issues

Concerns

- No correlation or tie between zoning standards and street standards
- No defined responsibility for street trees and maintenance
- Exclusion of Design Principles & Standards in Ordinances, due to political resistance
- Transitional housing uses are prohibited in the current draft of the Medical Overlay District Ordinance

Recommendations

- All controls to be in zoning ordinances
- Street types to be assigned by transect
- Responsibility for street trees to be assigned to city, with a nonprofit entity as manager of maintenance



- Establish a zone that focuses services providers

Architects and Historic Preservation

Conditions

- Number of historic districts (6th in the nation in number) and homes in the study area include Victorian mansions with 3 floors of 1880s period furniture, 1920s, 30s, and 40s bungalows, and row houses.
- Many homes are closed and are falling into disrepair because there are not the human and monetary resources to properly protect and preserve these homes.
- A Historic Landmark Commission within the city and nonprofit historic preservation organizations exist to oversee these districts and homes.

Recommendations

- There is a critical need to:
 - Inventory all historic homes in the district whether they be mansions or homes of “common” people.

- Create an overall plan for protection, preservation, and adaptive reuse.
- Create a unified development code that is specific to the situation.

- Homes have potential for creative adaptive reuse:
 - For use as offices (e.g. attorney offices), restaurants, etc.
 - Utilize gardens, or capture additional neighboring parklands, or take fences down between historic homes to create a commons, and use these for numerous outdoor functions like parties or weddings.
 - As tourism destinations — there is a demand by tourists to visit these homes, and thus develop a revenue stream to help maintain the homes but there is not the support structure with human and monetary resources, the marketing plan to take advantage of this, nor an urban design signage plan that offers visible clues that marks the areas or homes.
- Study area should be expanded to include all of Victorian Village.

6.1 A Summary of Input from Public Meetings

Commercial and Economic Development

The notes from this meeting are in Question & Answer Format

Q: What do you think about this neighborhood from an economic development point of view?

A: Need to coordinate outreach programs. There is a great need to coordinate the outreach programs and deliverables.

Q: Is there an existing organization to provide that leadership role?

A: Ruby Bright's group is doing some coordination, but not doing the overall coordination for this area.

Q: What are the biggest challenges on delivering services?

A: State Tech has a bad image. Want to improve the image of campus. Need help in neighborhood. There are too many panhandlers. They have a bad project across the street. Shifted entry because of it. Just starting planning for expansion. They need additional space. They run a two-year program. They are very job specific. State Tech is involved with local Chamber of Commerce. Help to deliver quickly trained work force. Expansion need is 40,000 one- or two-story. They need some additional parking.

Also absentee landowners. Ivory Taylor owns pharmacy. He addressed absentee landowners. Really hurting development new rental property and employees in walking distance. Removing barriers to walkability is key.

Q: What about vacant property? Is there a vacant property inventory?

A: Cabana has some complete neighborhood surveys. CDC Council and MCDP (Memphis Community Development Partnership) may also have inventories. St Mary's doesn't have any intelligence on vacant homes.

Q: Is there need for a CDC for the area?

A: Need an overall CDC for area. There is none. Without one, hard to get a voice.

Memphis Work Development Institute and Phyllis.

Q: Re: Code Violation Issues. Some violations not getting caught. Does any organization in room think it would be helpful to take on code violation?

A: MCDP could take on if asked. Ruby's recommendation is to ask them to do that. She said it was part of city's responsibility. Ruby would write letter. Knight Fellow Glenn Kellogg's comments: Need community to take on.

Q: Garbage problem? Chuck Bohl, Knight Program Director, mentioned that he noticed garbage was not getting dealt with on vacant lots.

A: Garbage problem will exist until all lots are filled in. Answer is to contact Andy Wise. But the real problem is that it will return to trash very quickly. So on long term answer (Don) is to build on the vacant lot.

Q: Job Training: On training front, is there an effort to coordinate the medical jobs with this neighborhood? Is there a formal link?

A: U of Memphis has started a new program as well as Southwest. "Memphis Hope" (Ruby) is helping with developing personal plan for residents being moved out. Coordinating with Methodist and LeBonneur. Machine Tool work at State Tech. we are second largest place in US that make these elements. But none located in our area (they are closer to the airport). Bioworks is trying to recruit.

Q: What training opportunities for the young people?

A: None. Ruby: that will be the biggest challenge. 51% of Dixie Homes residents are below 18 years old. Need activities and resources. Need economic development opportunities for 16 and above. Great opportunities for opening the community up to walkways. There are also some businesses interested in locating in the area including eateries. But need Youth Center(s) in the neighborhood. Transportation is an issue.

MIFA Metro TEEN Jobs does do what we need for sixteen and above. But don't know if doing it in area.

There is shortage of nursing instructors. Looking for good career plans for his folks.

Services Memphis and Shelby County. Main center is downtown. Data is zip code based. Would be helpful to have a data base that would show who is working with whom. What are the job interests. Isaac said his data only on what people are trained in.

Five top areas: Biotech, health sciences, transportation and logistics, tourism and hospitality, manufacturing, maybe then trucking.

Renaissance Business Center on South Beale does incubation. Could they incubate in this area? Emerge is for-profit center supporter. Could be helpful. Close.

Q: Time Line for Dixie Homes?

A: Just getting second phase going. Elderly building about underway, but two years away on Dixie Homes move in. About 3 to 5 years away for move in.

Actual construction work for Hope VI. Yes, there is a requirement to bring in public housing residents and local contractors. Expecting some percentages. More than 95% of residents are women and children. Average household size is between 2.7 and 4.

Q: Home ownership programs?

A: CDCs have some funding from city. Individual CDCs may have other links. Maybe churches should get together to stitch together a CDC. Or a ministerial association? CDCs frequently get into affordable housing. Need clear boundaries. Who has the CDC boundaries? Link on City of Memphis web site with PDF boundaries. Also City Council.

Business Owners and Small Nonprofits

Concerns

Vacant Property

- "How can I acquire the vacant house near my house?" It is a problem property.
- Blighted properties are a big problem.

Code enforcement is needed.

- Owners need to be held accountable for cleaning their properties up.

Crime

- Poplar Avenue is a "dead zone."
- It is not safe to walk on Poplar due to crime. "This is not a safe area." People don't feel comfortable.
- Nearby firm with 45 employees: safety of employees is a concern.
- Cathedral and diocesan offices – have had several break-ins.
- Panhandlers
- Morris Park is a problem. It needs supervision – but no support for the idea to build housing in park and make the park smaller.

Other

- The underlying problems in Intown are poverty, illiteracy, and financial illiteracy.

Recommendations

Retail

- Retailers need to develop long-term relationships with customers.
- Give people a reason to come here — shops and restaurants.
- Needed in neighborhood: a restaurant! There is no place to eat.

Housing

- People from the east of Memphis are moving back into town, so there is a market for housing. Market-rate housing would work if the city and county cleaned the area up.
- Uptown development has displaced people, which have created problems in Intown.
- What is needed is stability — people with jobs who will live here. Both market rate and subsidized housing are OK, as long as the people have jobs.

Cathedral

- Cathedral would be interested in using land for other uses such as retail
- Bookstore — expansion possibilities
- Become a coffee house, "Potter's House"
- Cathedral could also use the house it owns to have a thrift store or vintage clothing shop
- Use part of parking lot for other uses



6.1 A Summary of Input from Public Meetings

- After session: We walked with Elizabeth Wirls to see the whole Cathedral property —large parking lot, bookstore, another house down the block.

Medical Center

- A good model is the Houston Medical Center.
- Church Health Center — Memphis group that was started by churches, works with doctors to provide health care for the poor

The Memphis Medical Center — Growth and Market Needs

“Cleanest, greenest, and safest” medical district in the country, with “cool places to eat.”

Concerns

- Safety is a major concern.
- Transportation

Recommendations

Housing

- This group would like to see student and affordable employee housing available with high density mixed use nodes (per the LRK conceptual Medical District Plan), that include retail.

Schools

- There is a need for alternative schools.

Transportation

- Walkable, traffic calming streets
- Rail line to connect the city and this district

Other

- Programming is needed for public spaces.
- Beth will collect an informal census of employees, students, patients, and parking spaces.
- The district requires a sense of place and a shared identity.
- There is a desire in the medical community for “third places” — places to eat, gather, and “hang out.”

Churches

Concerns

Morris Park

- Is a center for this community and should be an area that is safe for children — where there is supervision and the city will maintain. This is currently not a park for children.

Smart House

- Recently closed its doors and was the nonprofit organization in the community that provided social services to both youth and adults. There is a continued need for these services.

St. Mary’s Cathedral

- As a destination center for Arts/Medical. The land surrounding the cathedral could be developed to house a day care facility; mixed-use/live work lofts; wireless Internet café and fancy restaurants that the Medical Center staff could enjoy during lunch hours.
- St. Mary’s owns parking lots that are empty and could be developed with Chapter approval and funding.

Collins Church

- Serves a primarily African American population and would like to see a Family Life Center that includes a Community Clinic offering preventive health services to individuals not covered by health centers.

Neighborhood boundaries

- Suggested expanding boundaries to include neighborhood immediately north of I-240. This area was the original boundary of Dixie Homes (J.W. Williams Lane).

Homeless and Nonprofit Service Organizations

This area is the location of service providers for the homeless, the mentally ill, and ex-offenders. This population has multiple problems. They are here, and they will continue to be here because they come to this area for treatment, and many of them have no place else to go.

Concerns

- Homeless population/offender population has multiple problems — criminal history, mental illness, health problems, substance abuse, victims of trauma.
- There are no institutions for the juvenile mentally ill.
- Poplar Avenue is not a neighborhood.
- Downtown churches are creating a Hospitality Center for transient homeless.
- Uptown redevelopment did not displace home owners and renters — the program involved buying vacant land and vacant houses. It displaced people who were doing illegal activities and did not want to be scrutinized. Some of these people moved to Intown.
- Mental health facility to be torn down for new LeBonheur building, and mental health facility will be relocated to UT Bold site.
- The Poplar Avenue area is unfriendly to walkers.
- People walk in the middle of Poplar.
- This part of the city is a magnet for people with multiple problems from all of Shelby County. For example, the Police Detox Unit handles 300 people a month at the Med. The Psychiatric Triage unit handles 3,000 to 4,000 people every year. Also in the area is the Community Behavioral Health center. All of these people, after treatment, “walk out the back door” into the neighborhood, and many of them have no place to go.
- Re: Dixie Homes, if the areas across Ayers and Decatur streets aren’t fixed up too, Dixie Homes will not be successful.

Recommendations

- Places for the service providers (for homeless, ex-offenders, mentally ill, food providers) to continue their work. Don’t displace the service providers, and make room for them. Our plan should include places for:
 - Facilities for service providers for these populations. In rebuilding the



area, we need to find a place to house the nonprofit service providers.

- A new facility for the juvenile mentally ill — a growing population that contributes a lot to the crime problem in the area.
- A haven for the homeless and mentally ill, such as Interfaith House in Chicago and Christ House in DC. In Chicago, a cooperative of churches provides rotating shelter for homeless, a different church each night.
- Buildings owned by HUD are rented for one dollar to nonprofits (on North Parkway).
- Housing
 - Transitional housing (for ex-offenders, for recovering substance abusers).
 - Permanent housing for low-income population.
 - A new multi-purpose residential facility that provides services and treatment.
- In charrette area, food is distributed at

the Union Mission and the Salvation Army. Food pantry on Sundays at St. Mary’s.

- A team of churches should ask the city for a facility to provide services.
- This area needs a restaurant.
- Next step? Contact Robert Silver, acting administrator, LeBonheur or case managers in Quality Management at Le Bonheur.

Residents and Homeowners

Concerns

- Code enforcement
 - Absentee landlords
- Safety
- Medical district plan
- Growth of institutions
- Displacement/ eminent domain
- Perception of crime
- Clean up and beautification
- Basic city services needed
 - Trash removal

6.1 A Summary of Input from Public Meetings

- Grass cut in vacant lots
- Street lights
- Sewer cleaning
- Sidewalks
- Adequate responses from city

Recommendations

- Organize neighborhood watch
- Establish programs and employment training for youth and adults (specifically in medical and construction field). Training also to include employability skills, interviewing, resume writing, and dressing for interviews.
- Need parental involvement
- Education
- Create “Project Redemption” (as in Miami) for clearing felonies for work purposes.
- Establish block club competitions for clean-up, beautification, flower planting.
- Encourage businesses to nurture/invest in area for future employees through job training.
- Work with Board of Education to modify curriculum for medical training

Housing and Neighborhood Revitalization

Concerns

- Problem properties
 - Identify and determine ownership (city/county, private, church owned).
- Reduction in federal funding for CDC’s and affordable housing programs.
- Moratorium on CHDO status new designation
- CDCs require operating and predevelopment funding to expand into area.
- Financial issues for developers (affordable housing) surrounding clear title (legal fees and taxes)
- Demand for market rate homes (4-5 year waiting list)

- Homeownership counseling program takes 3 years for residents to complete. Not enough funding to operate at this rate.
- Homeownership units not affordable for majority of residents of Winchester Park Intown neighborhood (including Dixie Homes).
- Dixie Homes relocated 488 families of which five families will be targeted for new homeownership units.
- Median income for Dixie Homes residents is Section 3
- Existing gap where city wants to strengthen relationship with job centers and residents.
- No strong sense of community.
- Area is unsafe and not walkable.
- Mission, jail, homeless wander about neighborhood.

Recommendations

- Link service provider from Uptown Alliance CDC with Medical Center. Short range goal to provide training to relocated residents with CSSP funding source (HOPE VI).
- Develop comprehensive framework of housing strategy to be shared with faith based, nonprofit and for-profit developers.
- Link housing strategy with operational support incentives to attract nonprofit developers/faith based CDCs to participate.
- City to establish current process of acquisition for redevelopment with CDCs that have demonstrated capacity.
- City to develop and provide non-financial incentives to developers — incentives such as holding lots in areas adjacent to HOPE VI developments (i.e., streamlined permitting process).
- Make available minimum design standards for area. Short term goal that would require posting document on city website.
- Mandate energy efficient design and material in new construction

developments of affordable housing. Short range goal that would require adopting new policies in public housing authority and city housing and community development department.

- Provide incentives for developers who use the energy efficient approach in design. Short range goal that could be implemented by City of Memphis.
- Reduce property taxes for homeowners who purchase in designated “redevelopment zones” — i.e., Detroit, MI has neighborhood enterprise zone (NEZ) whereby developers petition city council for approval to designate area as a zone for 12-year reduction in property taxes. This encourages purchasers to take risks purchasing in depressed areas. Medium range goal that requires state legislation approval.

Parks, Open Space, and Amenities

Concerns

- Loss of park space with the redevelopment in the area. The community sees a need of various park sizes and functions within the new plans.
- Maintenance
 - City is challenged with ongoing maintenance of park spaces and the ability to deliver services like community centers and pools.
 - Dixie Homes open space may be tough to maintain which is a concern of the city. The city parks director said, “Don’t design open space without talking to the people who are going to maintain it.”
- The Boys and Girls Club would not rule out a return to the Dixie Homes project provided there would be enough people within the new development. They used to program and use Winchester Park and the Water Pumping Plant grounds. The Water Pumping Plant asked them to leave due to liability concerns.

Recommendations

- Ayers is an important neighborhood

spine. Ayers, Dunlap, and Manassas would be good candidates for north/south streetscape spines. Poplar Ave would be a good East/West spine.

- There is also some unused green space at the Light, Gas and Water Greenspace (old rail corridor) site maybe we could use this area for community gardens.
- The city and state are looking for a site for a regional forensics lab within the area. It needs to be 3 acres in size and one story building that has plenty of parking. The existing facility is located at Madison and Pauline.
 - State needs regional facility and wants to be in medical center.
 - They want quite a bit of parking to accommodate large refrigerated trucks.
 - They wanted Morris Park for the Forensics Site. Councilwoman Holt.
- The city has been talking to St. Jude about purchasing Winchester Park.

Expanded Form

- Dixie Homes project had a Boys and Girls Club Associates with it located at 919 Del Mar. It became deteriorated and was closed last year.
- They would return if there were enough residents in the new development.



- Dixie Homes Park was a part of the original Dixie Homes project.
- Existing condition is that the school (Carnes), pool, and park are connected by Ayers.
- Peach Street is the high point of the site.
- Boys and Girls Club
- What is the projected number of young people in the new Dixie Homes project?
 - 350 Homes with about 4 people per unit = 1300 people
- There is a thin band of green along the west side of the new Dixie Homes project. 100’ high utility poles.
- Dixie Homes – 500 kids with a Boys and Girls Club Membership would be about 50 (low end) to 200 (high end) patrons per day.
 - Average age range 7 thru 17 years of age.
 - Any new facility needs to have 100 kids per day.
 - Average Facility – 15,000 sq. ft.
 - 100 kid facility – 9,000-10,000 sq.ft.
- This area could use a senior center and youth center.
 - Lewis Senior Center is existing at North Parkway and Bellevue.

6.1 A Summary of Input from Public Meetings

- Could they be combined like the YMCA model? The city has tried that at Orange Mound and it hasn't worked well. YMCAs aren't the same as a Boys and Girls Club. Similarly community centers and YMCAs (that have family plans) are two different clientel groups.
- The Boys and Girls club used to program and use Winchester Park and the Water Plant grounds. The Water Plant asked them to leave due to liability concerns.
- Ayers is an important neighborhood spine. Ayers, Dunlap and Manassas would be good candidates for north/south streetscape spines.
- The city has been talking to St. Jude about purchasing Winchester Park.
- Regional forensics lab needed with the area. Needs to be 3 acres in size and one story building that has plenty of parking. The existing facility is located at Madison and Pauline.
 - State needs regional facility and wants to be in medical center.
 - They want quite a bit of parking to accommodate large refrigerated trucks.
- They wanted Morris Park for the Forensics Site. Councilwoman Holt.
- Concern about a loss of park with the redevelopment.
- Small parcels could be neighborhood parks. There is already Victorian Village Park.
- Tom Lee pool is a good community hub option.
- There is also some unused green space at the Light, Gas and Water site maybe we could use this area for community gardens.
- Community Centers must serve a much larger area than our study area, about 1/20,000 residents.
- This area is pretty well covered with pools.
- What ingredients build community? Demographics of the community.
- Particular constituents drive particular amenities.

- Concern about gentrification with these changes. Need useable community open space.
- Beautification of Poplar is needed.
- If you don't get Union Mission moved you will never get control of the neighborhood. It would keep the homeless from wandering around during the day.
- Pink Palace family of museums is undergoing a master plan right now. They own the Mallory-Neeley House.
- Why are we operating a historic site that can only serve less than 12,000 people per year?
- Streets need to be highly articulated spines for all modes of travel.
- Dixie Homes parks may be tough to maintain.

Schools

Concerns

- Some school options exist — Downtown Elementary, MASE charter school — but more are needed to attract families with children. "Perception" of public schools may be worse than reality.
- Tennessee Tech suffers image problem from the neighborhood.
- Tennessee Tech expansion plans — no funding yet, just starting planning to make request from state. Amenable to urban-style design.
- Safety of pedestrian foot traffic a general concern.

Recommendations

- Unanimous agreement that students at Tennessee Tech and Baptist College could use restaurants, coffee shops, etc.

Safety (Police, Fire and Emergency Services)

Police Department

Note: Director supports charrette's program — will commit to help.

Concerns

- Firestone & Manasssas (existing high

- school) area — pushing for precinct there which will be South Main station.
- 2 years out if CIPs come through
- Hope VI project funding is tied with this.
- Existing facility is inadequate — want to move.
- Connectivity between precincts — Union station & Tillman station.

Other Notes

- Blue Crush statistical crime tracking system helps PD assign resources (with help of Dr. Janikowski)
 - Address hotspots in real-time
 - Presence of police — mere presence of officers for 15 minutes decreases crime within 1 mile
 - Crime prevention principles with revitalization — physical design, lighting, landscaping, eyes on the streets
 - Pressure on landlords? Absentee landlords & code enforcement
 - Violent crime, but also annoying everyday crime
- Police Department structure
 - 9 precincts, 9 wards in each
 - Goal — 10 minutes, 90,000 people served
 - Overburdened...
 - Downtown precinct serves 90,000 but many more transition in & out every day.
 - Sub-stations — 8 officers, 2 lieutenants, can be used as arm for Blue Crush – move & shift
 - Goal — erase ward boundaries to allow shifting of resources
 - Precincts need 5 acres for bldg., parking, etc.
 - New precinct is approximately \$5M
 - Accident data — PD lists top 10 sites, can also pull up on request, also through traffic engineers office
- Design principles
 - Lighting, transparent fencing, etc.
 - Uses — what, who, and when?

- What use is directly next to the area?
- Example — outdoor café! Eyes on the street
- Public spaces are plus, and also a problem
- Keep people moving through — walkways, etc.
- Precinct station design: serpentine sidewalks, trees, bldg. at street (with bullet resistant glass)
- Saw highest increase in property values next to new station, generates infill
- Social services in this area attract transient population
- Many places to gather in this area — pay attention to design of these spaces!
- No cubbyholes, places to hide

Additional Comments

- Police interfaces with housing police directly — housing police runs off police frequency.
- Public defender's office — code enforcement — value to police on the streets. They don't make criminals unless have to — deterrence, alter behavior is primary goal. Diversionary programs.
- Tenant Eviction program — especially with public housing and enforcement of housing guidelines. Screening of residents for criminal activity. Track number of residents.

- CIP: Investments must serve division, serve another city division (for example, HCD), facilitate revitalizing a neighborhood.
- Diocese House: Panhandlers a problem, can't drive around with windows open. One specific area — few blocks from church. Not necessarily violent crime.

Fire Department Issues

- Standard Review comments by the Fire Department for new developments are to refer to 20' clear requirement, from the International Building Code. This requirement, if uniformly enforced, would make residential-scaled streets impossible.
- Deputy Director and Fire Marshall are open to working with planners and engineers to evaluate locally specific conditions including alternative response strategies, such as designated staging areas; redundancy of access through smaller, interconnected blocks; and appropriate allocation of equipment to enable locally calibrated standards and adjustments to the typical code criteria.
- Fire Department has three stations surrounding and serving the study area. Each of those stations has a range of equipment, and would like recommendations as to procurement protocol so as not to lock the city into certain limitations of service should the context and street standards change.

