

SOUTH CITY *Memphis*

PEOPLE | PLACE | PARITY | PROSPERITY

South City Urban Renewal Plan
Memphis Housing Authority

SOUTH CITY URBAN RENEWAL PLAN

I. INTRODUCTION

A. Legal Description

Beginning at the intersection of Union Avenue and Fourth St, East to the intersection of Union Avenue and Walnut Street, Southwest at the intersection of Walnut Street and E.H. Crump Boulevard, South at the intersection of Wellington Street and E.H. Crump Boulevard, West at the intersection of Walker Avenue and Wellington Street, North at the intersection of Third Street and Walker Avenue, Continue north at E.H. Crump where Third Street changes to B.B. King Boulevard, West at the intersection of G.E. Patterson Avenue and B.B. King Boulevard, North at the intersection of Second Street and G.E. Patterson Avenue, East at the intersection of Peabody Place and Second Street, North at the intersection of Peabody Place and Fourth Street, and ending at the intersection with Union Avenue.

This area contains portions of the following streets:

Beale Street, Danny Thomas Blvd, Martin Luther King Jr. Ave, Mississippi Blvd, Georgia Ave, Lauderdale St, St Paul Ave, Pontotoc Ave, Hernando St, Orleans St, Cynthia Pl, McKinley St, Webster Ave, Gayoso Ave, Boyd St, Latham St, Mason St, Willoughby St, Lucerne Pl, Dutro Pl, Alston Ave, McEwan Pl, Phelan Ave, and Tate Ave.

B. History

South City is perhaps best known for its cultural and historical significance and is the location of the Foote Homes public housing development. South City's history of out migration and decline started in the early 1900s when wealthy residents moved to new neighborhoods east of downtown. The construction of Cleaborn and Foote Homes public housing complexes in the 1940s dramatically reduced the area's population and increased the number of families living in poverty. By the 1960s, court-ordered school busing and social unrest further prompted white residents to move, leaving a majority African American population. The area fell into decline and disinvestment until the 1990s when a few large commercial establishments and the FedEx Forum (home to the Memphis Grizzlies) were developed in the Northwestern Quadrant. With the signs of revitalization, churches and schools were also developed. Today, many businesses that once thrived have been replaced with blighted and vacant properties. Sundries and corner stores are unkempt and, in some cases, foster illegal activity. Housing is a mixture of newly developed mixed income housing, the distressed Foote Homes, and a mixture of homes ranging from dilapidated and vacant to well-maintained. The area is devoid of significant commercial activities, leaving little opportunity for employment. There are no health care facilities in the neighborhood and few educational institutions. More than 100 organizations serve the residents of South City, including Salvation Army, Boys and Girls Club, YWCA, Workforce Investment Network, and churches. Historical restoration and cultural preservation is a great concern for local governments and community groups.

C. Renewal Area

South City is located directly southeast of the city's Central Business District and is bordered by Union Avenue, South Second Street, South Third Street, Walker Avenue, Crump Boulevard, and Walnut Street. Long-term disinvestment has made vacant land and abandoned buildings prominent land uses, in addition to residential housing, institutional/community facilities, commercial establishments, and industrial/warehouses. Characterized by substandard and subsidized housing, unemployment, limited educational institutions, limited access to health care, and a high violent crime rate, South City is one of the poorest areas in the City. However, South City has strengths, including its African American history and culture, recent housing and commercial developments, the availability of land, and its proximity to downtown and the medical district, that position the neighborhood to attract reinvestments and new opportunities for housing, people and neighborhoods.

The South City Urban Renewal Plan outlined in the rest of this document focuses renewal efforts primarily within the boundaries of the target area described above. The target area is roughly encompassed by Census Tracts 42, 45, 50, 114, and 116 as redrawn by the United States Census Bureau for the year 2010. The target area falls within the 38126 zip code. Census tracts and zip codes are geographic units that are frequently used to aggregate data about the population within.

II. NEIGHBORHOOD DEMOGRAPHIC AND SOCIAL CHARACTERISTICS

Population

In 2013, the population of the census tracts comprising the target area was 12,207. Although the area experienced marginal population growth between 2000 and 2010, the population in 2013 represents a nearly 3% decrease from the population in 2000 (Table 1). Population decline in South City is further indicated by the 2010 consolidation of census tracts 40, 41, and 44 into tract 114 and census tracts 48 and 49 into tract 116.

Table 1: Population

	2000	2010	2013	% Change 2000 - 2013
Census Tract 42	2,160	2,348	2,404	11.3
Census Tract 45	1,214	956	807	-33.5
Census Tract 50	2,168	1,074	1,029	-52.5
Census Tract 114	4,284	5,954	5,061	18.1
Census Tract 116	2,744	2,743	2,906	5.9
TOTAL:	12,570	13,075	12,207	-2.9

Source: United States Census Bureau

In 2013, there were 4,737 households in the target area, an increase of 8.6% from the year 2000. However, the number of households in the study area decreased by about 1% (51 households) between the years 2010 and 2013.

Age

The distribution of the population by age and gender according to the 2013 American Community Survey is illustrated in Figure 2. Females represented 45.9% of the population in the target area census tracts while males represented 54.1% of the population. The largest age group in the target area is 25-29 years. Median ages in the 38126 zip code are 21.1 and 27.5 years for males and females, respectively.

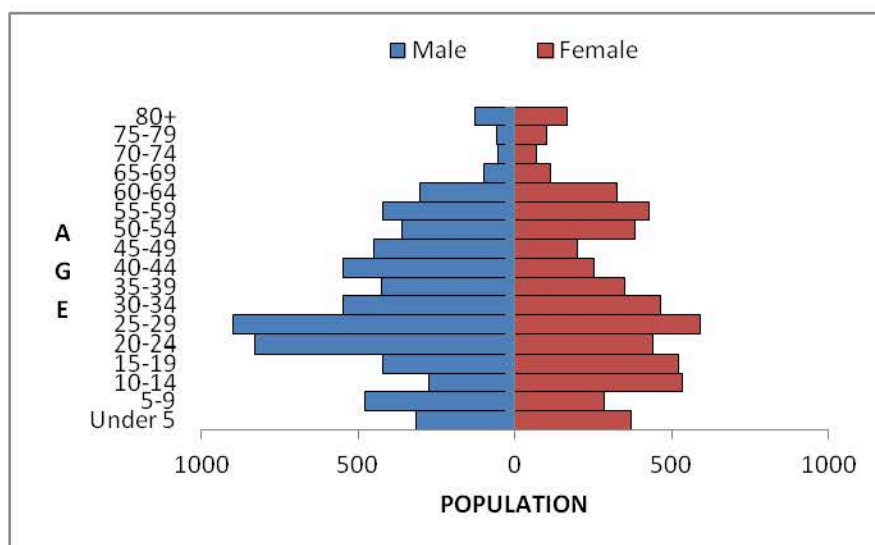


Figure 1: Population by Age and Gender

Race

Table 2 illustrates the racial and ethnic composition of the target area.

Table 2: Race and Ethnicity

	2000		2010		2013		% Change 2000-2013
	Number	%	Number	%	Number	%	
White	1,688	13.4	2,266	17.3	2,668	21.9	58.1
Black/African American	10,721	85.3	10,520	80.5	9,072	74.3	-15.4
American Indian/Alaska Native	19	0.2	19	0.1	59	0.5	210.5
Asian	28	0.2	64	0.5	201	1.6	617.9
Native Hawaiian/Other Pacific Islander	2	0.0	0	0.0	0	0.0	-100.0
Some other race	29	0.2	40	0.3	69	0.6	137.9
Two or more races	83	0.7	166	1.3	138	1.1	66.3
TOTAL:	12,570	100.0	13,075	100.0	12,207	100.0	-2.9
Hispanic or Latino (of any race)	184	1.5	142	1.1	404	3.3	119.6
Not Hispanic or Latino	12,386	98.5	12,933	98.9	11,803	96.7	-4.7

Source: United States Census Bureau

Education

Educational attainment for the population in the target area census tracts is presented in Table 3. 2013 estimates for South City do not compare favorably with estimates from the City of Memphis, Shelby County, or the State of Tennessee. Twenty-eight percent of people over the age of 25 in South City have not graduated from high school. Additionally, the percentage of people in the area who have graduated from high school is lower than the City, County, and State. However, the number of people with associate's degrees in South City is much higher than the comparison geographies.

Table 3: Educational Attainment

	South City	City of Memphis	Shelby County	Tennessee
Total Population Age 25+	7,744	409,784	593,490	4,292,718
Grade K-8	6.9%	5.7%	4.5%	6.1%
Grade 9-12	21.3%	11.8%	9.4%	9.6%
High School Graduate	24.7%	29.4%	27.0%	33.1%
Associate's Degree	20.1%	5.6%	6.2%	6.3%
Bachelor's Degree	4.1%	14.8%	18.2%	15.3%
Graduate Degree	14.2%	8.9%	10.8%	8.5%
Some College, No Degree	8.7%	23.9%	23.9%	21.1%

Source: United States Census Bureau

Income and Employment

In 2013, the median household income in 38126 was \$14,889, significantly lower than Shelby County (\$46,250), Tennessee (\$44,298), and the United States (\$53,046). Of the 4,512 people over the age of 16 in the zip code, 2,080 were in the civilian labor force. The remainder of the population (2,432 people) was not in the labor force. Of those in the civilian labor force, approximately 63.4% were employed and 36.6% were unemployed.

The largest occupational sectors of the employed population in 38126 are sales and office occupations, service occupations, and production, transportation, and material moving occupations (Table 4).

Table 4: Employment by Occupation

Civilian employed population 16 years and over	1,318
Management, business, science, and arts occupations	13.8%
Service occupations	25.7%
Sales and office occupations	28.4%
Natural resources, construction, and maintenance occupations	8.8%
Production, transportation, and material moving occupations	23.3%

Source: United States Census Bureau

Poverty is a serious problem in South City. Approximately 63% of all families in 38126 have incomes below the poverty level. Families with a female head of household (no husband present) are far more likely to experience poverty than married couple families: In 38126,

66.9% of female head of household families live in poverty compared to 25.7% of married couple families. Many of these households include children.

Crime

Table 5 illustrates the high crime rate in South City and surrounding area. Trend data for total Part I crimes (homicide, aggravated assault, rape, robbery, burglary, auto theft, larceny) shows improvement since 2005, however part I crimes in the renewal area has remained constant, counter to trends nationally, and in the city.

In addition to this evidence of an inordinate crime problem in and around South City, residents of the development reported in focus group workshops that petty and serious crime are prevalent in the area and have a very negative effect on quality of life.

Table 5: Rate of Part I Crimes per 1000 Population

	2013		2014		2015	
	South City	Memphis	South City	Memphis	South City	Memphis
Aggravated Assault	10.6	7.3	8.3	7.3	12.3	7.2
Auto Theft	3.6	4.1	7.0	4.4	3.6	4.0
Burglary Non-Residential	1.1	1.1	0.7	1.3	0.4	1.2
Burglary Residential	4.5	15.1	7.2	14.0	6.1	12.9
Burglary Business	3.2	1.9	2.5	1.9	1.8	1.6
Homicide	0.5	0.2	0.0	0.2	0.0	0.2
Larceny	54.8	39.1	63.1	38.3	61.3	37.1
Forcible Rape	0.9	0.5	1.3	0.6	1.3	0.6
Robbery Business	0.5	0.3	0.4	0.5	0.0	0.5
Robbery Individual	8.1	4.5	8.3	4.6	6.3	4.3

Source: Memphis Police Department

III. CHARACTERISTICS OF BLIGHT IN THE RENEWAL AREA

The South City renewal area is a blighted area with many parts meeting the more severe definition of slum which are characterized by dilapidated, deteriorated buildings, obsolete platting and building types, poor sanitation, lack of open space, and conditions that endanger public health. The following will detail the existence of these conditions within the South City renewal area.

Evidence of Property Deterioration and Abandonment

The extremely dilapidated condition of properties within the South City renewal area is evident in a visual survey of Foote Homes and the streets surrounding the public housing

development. Single and multi-family buildings in disrepair abound; many of these are vacant and occupied by squatters. Almost 70% of homes in the area were built before 1979 (Figure 2); thus, many are in need of minor or major repairs. Properties overgrown with weeds, trash and debris are scattered throughout the neighborhood. Although the City of Memphis has pursued owners for code violations, its success has been limited due to the difficulty of locating absentee owners.

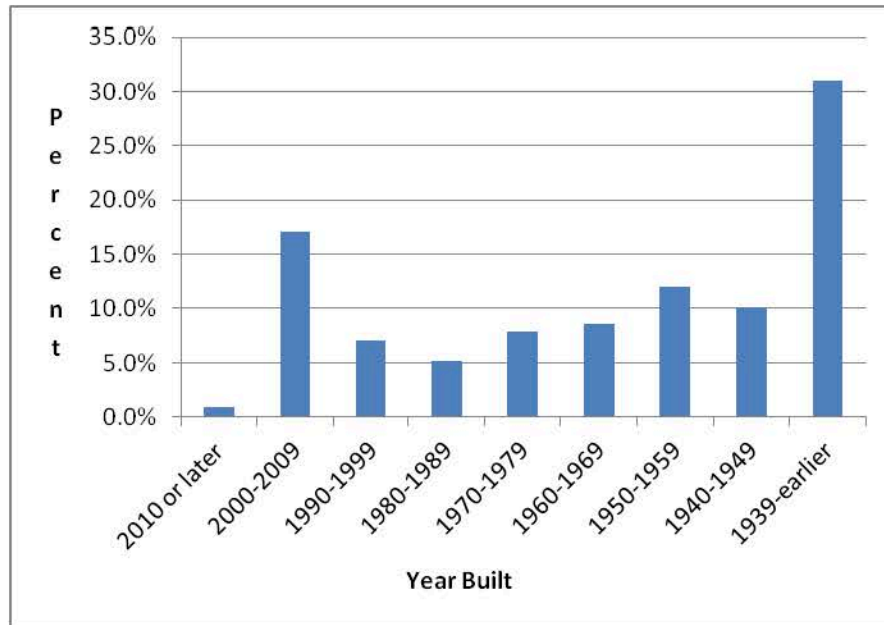


Figure 2: Housing Stock by Year Built

Infrastructure in the Foote Homes area is in extremely poor condition. The Little Betty Bayou flows through the neighborhood inside an enclosed culvert. This culvert has fractured which has caused damage to the former structures that have been razed. Road curbs and gutters are crumbling and contribute to poor drainage of water runoff.

Evidence of Underutilization of Surrounding Property

Properties throughout the South City renewal area are clearly underutilized. Land uses in blocks surrounding Foote Homes lack a consistent pattern and uses between adjacent properties are frequently incompatible. Better land use management practices along with urban renewal activities may help to reduce commercial and residential property vacancies.

Evidence of Neighborhood Disinvestment

Housing tenure, vacancy, mortgage lending patterns, and home values are some additional measures indicating the health of a neighborhood. In the case of South City, these measures provide further confirmation of neighborhood disinvestment.

Owner occupancy of housing units in South City has increased only slightly between the years 2000 and 2013. The percentage of the South City population in owner-occupied housing units falls far short of that of the City, County, and State. The vast majority of occupied housing units in the area are occupied by renters (Table 6), a trend suggesting that householders are presently either unwilling or unable to make a permanent investment in the South City neighborhood.

Table 6: Housing Tenure

	South City	City of Memphis	Shelby County	Tennessee
Occupied housing units	4,737	245,182	343,517	2,475,195
Owner-occupied	19.3%	51.1%	59.2%	67.8%
Renter-occupied	80.7%	48.9%	40.8%	32.2%

Source: United States Census Bureau

Of the 6,126 housing units in the South City study area, 22.7% were vacant according to 2013 estimates. This vacancy rate is higher than the City of Memphis (16.8%), Shelby County (14%), and State of Tennessee (12.3%), although data show that the vacancy rate in South City has been falling since 2010 (Figure 3). Vacant properties within the South City renewal area are shown in Map 5.

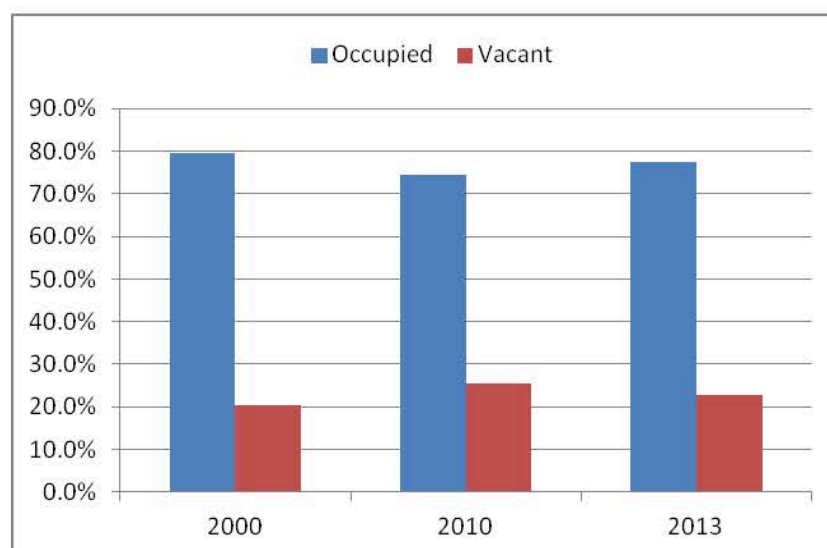


Figure 3: Housing Occupancy

An analysis of the Home Mortgage Disclosure Act (HMDA) data for the renewal area census tracts reveal little or no investment in terms of FHA, FSA/RHS, or VA loans, conventional loans, refinancing, or home improvement loans. The increase in lending activity over the past few years illustrated in Figure 4 is attributed primarily to the more affluent census tract 42, which includes the growing South Main Arts District. The remaining census tracts (45, 50 114, 116) have seen limited growth in lending activity in recent years.

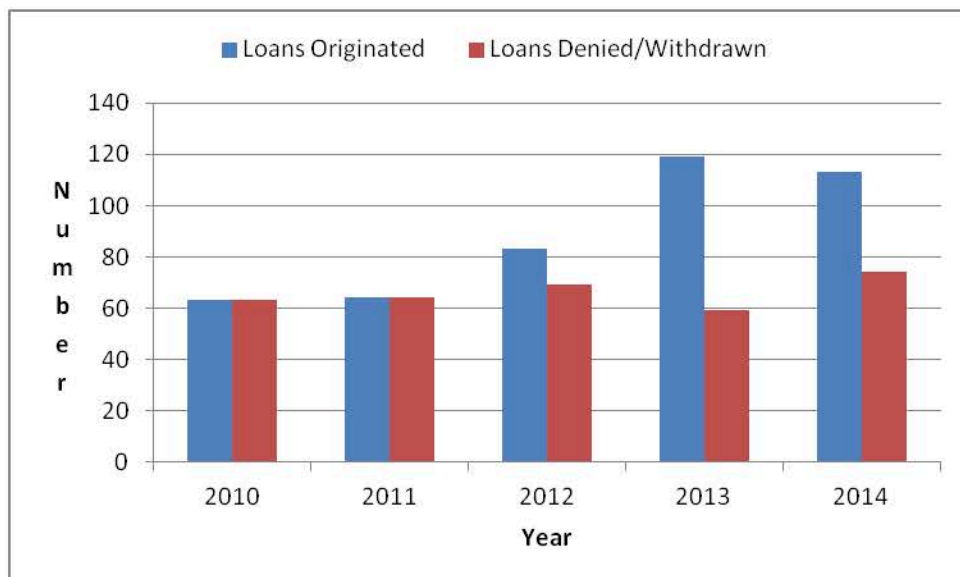


Figure 4: Loans Originated versus Loans Denied/Withdrawn for South City Census Tracts
Source: FFIEC

IV. PROPOSED RENEWAL PLAN FOR SOUTH CITY

A. Introduction and Outline

The South City Neighborhood in Memphis, Tennessee is uniquely positioned for a radical neighborhood transformation. While it suffers from concentrated distressed housing, the negative effects of incompatible land use, and high rates of both unemployment and violent crime, South City has positive attributes like a rich African American history, close proximity to the downtown and the Medical District job centers, and recent housing and economic development investments that have brought it to the brink of change.

The City of Memphis has an opportunity today to transform one of its most devastated neighborhoods into a vibrant and attractive community. The hard work of many dedicated stakeholders makes this opportunity possible – and the uncertain nature of federal funding and market cycles makes it imperative to seize this opportunity now.

A major portion of neighborhood renewal efforts includes the redevelopment of Foote Homes, the last traditional public housing family site in Memphis. The 420-unit distressed public housing site will become a high-quality, safe, green, and well managed mixed-income, mixed-use community of 712 units with 600 onsite units and 112 offsite units in the neighborhood plus an additional 87 project based vouchers.

Social services offered as part of this renewal plan will offer a comprehensive case management system; access to a network of medical care providers and amenities that facilitate healthy lifestyles; proven employment programs; and an extensive series of educational programs supporting children of all ages.

Concurrent Efforts

South City is at a critical crossroads. Once a no-man's land, the neighborhood is now poised for great change. Cleaborn Homes has been redeveloped as a mixed-income development. Booker T. Washington High School has received national recognition. Investments in the South Main district have stabilized the western boundary of the community and begun to move eastward. These and other factors are converging in place and time to make this attempt for an Urban Renewal designation possible: concurrent planning efforts, a major federal funding opportunity, resident and community support, and a commitment to partnership.

Planning Efforts

The Downtown Memphis Commission (DMC) completed a plan for a larger area near the South City renewal area. The South Forum Redevelopment Plan encompasses a 150 acre area bounded roughly by Mulberry, Danny Thomas, Linden, and GE Patterson. This plan also documents the preponderance of vacant land, vacant buildings, tax delinquent properties, crime as a concern, deteriorating infrastructure, and other conditions reflected in this document. The plan recommends the addition of affordable housing to the area, which will help to reduce the concentration of poverty in the area by encouraging mixed income neighborhoods and by offering better alternatives for public housing residents. The redevelopment of Foote Homes and renewal of South City will help to further this recommendation. Other recommendations in the plan include the redevelopment of public park space, development of gateways, crime reduction, and code enforcement are also complementary to this revitalization effort.

HOPE VI Funding

The Memphis Housing Authority received a \$22 million grant for demolition and revitalization of the Cleaborn Homes public housing development which is adjacent to Foote Homes and within the South City renewal area. The HOPE VI funding enabled a mixed-income community to be developed on and around the Cleaborn Pointe at Heritage Landing site. Nearly \$60 million dollars of public and private funds required for the physical redevelopment activities at Cleaborn Pointe were secured and included a mix of City funds, tax exempt bonds, and low income housing tax credit equity.

Public and private partnerships were fostered to make over \$80 million in investment into the area which included social services and employment programs for public housing and other low-income residents of the neighborhood.

Resident and Community Support

Since receipt of the Choice Neighborhood Planning grant (spring 2011), residents and community stakeholders have been engaged in the Choice Neighborhood planning process. The results of discussions with community and resident stakeholders demonstrated that the overarching desire of Foote Homes residents and the community at-large support the transformation of the neighborhood. Over the course of the two year planning process, there were more than 150 engagement activities with residents, local non-profits, and anchor institutions.

Commitment to Partnership

Many institutions have embraced the concept of collaborating on a comprehensive redevelopment. Key partners in this project include the Memphis Housing Authority, City of Memphis, McCormack Baron Salazar, Urban Strategies Memphis HOPE and the Women's Foundation for a Greater Memphis, Shelby County Schools, Emmanuel Episcopal Center, the YWCA, Streets Ministries, Advance Memphis, the Boys and Girls Club and other local nonprofits, local faith-based institutions, and local philanthropy are all active in efforts to improve this area significantly. All support efforts to recreate a neighborhood in the void that currently exists. This is a tremendous opportunity to bring these partners together to create a new community that will complement all other efforts and bring a new energy to this neighborhood and complement the renaissance that downtown Memphis is currently experiencing.

The Impact of the Plan

The plan addresses the persistent slum and blight of this area by creating an appropriately dense, low-rise residential neighborhood, characterized by:

Quality

The Plan envisions quality controls in the development of new housing that incorporates the distinct historic architectural character that has made other Memphis neighborhoods so successful. Quality extends beyond the building footprint to landscaping, streetscape, roadway design, parks, and appropriate mixed-use development.

Mixed-Income

This Plan embraces the concept of housing choices for all, including all income brackets, public housing residents, families, singles, and seniors. This approach creates a truly diverse and integrated community that is economically, racially, and generationally diverse.

Infrastructure Investment

The Plan recognizes the importance of creating an infrastructure that works: a street grid that connects people to employment and transportation; sidewalks and street trees that create a friendly, walkable neighborhood; and improving any weaknesses in basic systems and services such as water, sewer, and utilities.

Open Space

This plan incorporates usable, attractive open space and recreational areas. A successful neighborhood needs greenspace: recreational opportunities and a place to connect with neighbors.

In summary, this Plan is about linking people of all income brackets to many quality housing choices; linking sections of the community that have been cut off from each other; linking residents to jobs and to transportation; linking employers to housing opportunities for their employees; and linking Memphians to each other in an energetic new community.

Findings necessary for the creation of a redevelopment strategy

Finding 1:

The Establishment of Mixed-Income Communities

Currently, there is a strong commitment by HUD, MHA, the City of Memphis, and the local community to eliminate huge concentrations of people in traditional public housing developments. Well-planned and well-designed low-rise, mixed-income communities with a variety of quality housing choices (including rental and home ownership) provide a safe and

healthy environment over the long term. The MHA seeks to locate public housing residents to smaller developments in diverse communities such as the one envisioned in this Plan. The federal Choice Neighborhoods Initiative provides the means to carry out large-scale mixed-income developments, and is an excellent tool to use in the revitalization of large areas.

The requirement and desire to replace conventional public housing with mixed income communities will necessarily require that there will be fewer public housing units. The MHA will continue to provide viable, safe, and decent housing opportunities for people who cannot afford market rate housing. This is an especially critical issue in Memphis, given the level of poverty, poor housing conditions, and credit histories of many Memphians, particularly those whose incomes are below moderate and low income thresholds.

**Finding 2:
The Elimination of Blight**

As documented within this plan, there are a number of conditions affecting the redevelopment area that qualify as slum and blight and have a negative impact on the area. The proposed plan will eliminate the slum and blight conditions and replace them with a mix of housing, commercial facilities, greenspace, community supportive services, and public improvements and amenities.

**Finding 3: - Update or Confirm
Lack of Sufficient Funding from HUD to Replace, Renovate, or Repair Facilities**

Prior to Sequestration, annual funding to MHA from HUD for modernization, rehabilitation and redevelopment projects was approximately \$10.5 million per year. The American Recovery and Reinvestment Act of 2009 added \$22.1 million to the 2009 Capital Fund budget. Due to federal funding cuts, capital funds have steadily decreased over the past few years. The appropriation for FY2015 Capital Funds included \$3.8 million in formula funds and \$2.6 million in Replacement Housing Factor Funds, which can only be used for redevelopment. Of the \$3.8 million, 20 percent is allocated towards administrative/operating expenses. The remaining \$3 million is not sufficient to address the priority capital needs of the agency.

**Finding 4:
Reduction of Public Housing in the Future vs. Current and Future Demand for Public Housing**

The demand for public housing is strong as evidenced by the number of inquiries for newly renovated properties and the tremendous demand for Housing Choice Vouchers. This validates the strong demand for affordable housing in Memphis. While it is important to reduce the density of public housing units and have mixed income communities, it is critical to provide an adequate number of units for the large number of low income persons who need housing in the city of Memphis.

B. Legislative Authority

Tennessee Code Annotated §13-20-202 sets forth the powers of housing authorities with respect to the redevelopment of blighted areas. In this section, housing authorities are

permitted to take the following measures to establish redevelopment and to remove slum and blight:

1. Acquire blighted areas.
2. Acquire real property for the purpose of removing, preventing, or reducing blight.
3. Acquire real property where the condition of the title, the diverse ownership of the real property to be assembled, the street or lot layouts, or other conditions prevent a proper development of the property and where the acquisition of the area by the authority is necessary to carry out a redevelopment plan.
4. Clear any areas acquired for uses in accordance with the redevelopment plan.
5. Sell or lease land so acquired for uses in accordance with the redevelopment plan.
6. Accomplish a combination of the foregoing to carry out a redevelopment plan.
7. Have and enjoy all of the rights, privileges, and immunities granted to housing authorities under such law, and/or under any special act by which the authority may have been created, and/or any other provisions of the law relating to slum clearance and housing projects for persons of low income; and
8. Borrow upon its notes, bonds, or other evidences of indebtedness to finance any of the foregoing and to carry out a redevelopment plan and secure the same by pledges of its income and revenues, generally, or its income and revenues from a particular redevelopment project or projects, including moneys received by any authority and placed in a special fund or funds pursuant to tax increment financing provisions contained in a redevelopment plan, or from grants or contributions from any government, or in any other manner.

Nothing contained in §13-20-113, §13-20-413 and/or in any special municipal housing authorities law shall be construed as limiting the power of an authority, in the event of default by a purchaser or lessee of land in a redevelopment plan, to acquire property and operate it free from restriction contained in §13-20-113 and §13-20-413, or in any special statute as aforementioned relating to tenant selection or operation with profit.

Tennessee Code Annotated §13-20-203 prescribes the requirements for carrying out a redevelopment project. Among these is the requirement that the governing body of the municipality in which the redevelopment is situated approve a redevelopment plan which provides an outline for the redevelopment of the area, and is sufficiently complete to:

1. Indicate its relationship to definite local objectives as to appropriate land uses and improved traffic, public transportation, public utilities, recreational and community facilities, and other public improvements;
2. Indicate proposed land uses and building requirements in the area; and
3. Indicate the method of temporary relocation of persons living in the redevelopment area, and also the method of providing (unless already available) decent, safe, and sanitary dwellings substantially equal in number to the number of substandard dwellings to be cleared from the area, at rents within the financial reach of the income groups displaced from such substandard dwellings.

C. Boundaries of the Development

The established boundaries for the South City renewal area are Union Avenue and Peabody Place on the north, South 2nd Street and South 3rd Street on the west, Walker Avenue on the south, and E.H. Crump Boulevard and Walnut Street on the east.

Streets contained within these boundaries include Beale Street, Linden Avenue, Vance Avenue, East Georgia Avenue, Danny Thomas Boulevard, and Mississippi Boulevard.

D. Goals and Objectives

Pursuant to Tennessee Code Annotated §13-20-201, et seq., the Memphis Housing Authority has proposed the following goals and objectives for the redevelopment of its public housing facilities:

Goal: To increase development and enhance the tax base for the surrounding areas.

Objective: To develop modernized safe, sanitary, and aesthetically sound public and private housing facilities. The South City Redevelopment Plan will accomplish this by redeveloping underutilized areas with new residential development; increasing density; vastly improving infrastructure and street layouts; and creating a stable neighborhood that includes renters and homeowners.

Goal: To increase the housing stock for the citizens of Memphis.

Objective: To encourage the adaptive use and reuse of appropriate structures within the proposed redevelopment area to provide affordable housing, as well as to establish mixed income communities. The Plan will increase housing stock, providing new, quality housing, affordable to low- and moderate-income residents. The Plan will also create an economically diverse neighborhood by providing market rate apartments in the surrounding area.

Goal: To rebuild neighborhood services.

Objective: To include a diverse mix of housing types (apartments, townhouses, live/work units and senior apartments), an early childhood care center, and retail uses including a grocery store. An interconnected network of streets create a compact, walkable neighborhood focused around a linear park and trail system that also treats storm water runoff.

Goal: To improve public safety.

Objective: To facilitate the development of unused and underutilized parcels to reduce harbors for vagrancy and criminal activity. The Plan restores a sense of neighborhood to a distressed area. Vacant and dilapidated buildings will be removed, appropriate density will be developed, and the street grid will be improved to allow safe vehicle and pedestrian access. New buildings face the streets and open spaces, with parking behind, creating a safe and attractive neighborhood environment.

Goal: To support the use of programs that enhances self-sufficiency.

Objective: To introduce a social services component in the redevelopment plan that focuses on the development of human capital. Social services are a key part of this effort. MHA, in partnership with the Women's Foundation for a Greater Memphis and Urban Strategies Memphis HOPE brings a great deal of experience to the social services component. The Choice Neighborhood program will fund a comprehensive approach to improving the lives of neighborhood residents.

- Goal:** To preserve important cultural resources.
- Objective:** There are a number of important cultural resources that are in close proximity to the South City redevelopment area. The revitalization of the neighborhood will support the redevelopment or preservation of these resources by removing the blight associated with Foote Homes and the surrounding area.
- Goal:** To decrease area vacancies.
- Objective:** To encourage the development of vacant and underutilized land by private entities. This Plan will not be completed without an effective partnership among MHA, the private sector, and residents. MHA has an experienced and knowledgeable private developer who is leading the effort to transform the neighborhood and ensure residents will have meaningful input into the development process.
- Goal:** To create jobs.
- Objective:** To use redevelopment efforts as opportunities for employment by local area residents. To provide incentives to developers, if so procured, that will encourage the hiring of community residents. This Plan has the potential to create jobs for residents during construction. MHA will require the hiring of local residents, including public housing residents, in every phase of the development.

E. Relationship to Local Objectives

City of Choice/Blueprint for Prosperity

The City of Choice and Blueprint for Prosperity initiatives recognize that poverty is the underlying cause of many symptoms that exist throughout the City. The first step in addressing this is housing. Housing, especially affordable housing is the key to stability for people in poverty. Once a person or family is in a stable environment, they can be connected to services no matter where they are.

Poverty in Memphis is concentrated in an area plagued by foreclosures, joblessness, crime, welfare dependency and other debilitating issues that define a multi-generational poverty that is a birthright for two out of five children born in Memphis. But the statistics do little justice to the human toll in this area and the social costs for our entire community.

In the "Blueprint for Prosperity", it is described that in the area of poverty concentration for Memphis, which is roughly the size of Chattanooga, hopelessness corrodes family and civic institutions, where frayed public services and poor public facilities sends the message to families that their own city places little value on them, and where lack of choices presents too many people with selecting the best option from a list of bad ones.

And yet, this area is also known for a unique brand of pride that weds people to their neighborhoods, that produces special church-based outreach for neighbors to help neighbors, and that inspires Memphians and Memphis organizations to reach out to find new ways to attack the problems there. Addressing this geography of poverty in new and innovative ways is a crucial objective of the City of Memphis's City of Choice vision.

“Memphis is a city of choice. Middle income families live here, all students have options for the future, poor families move into the economic mainstream, and talented workers are developed, attracted, and retained. A City of Choice must provide choices for everyone.”

In seeing these challenges and opportunities in a new light, strategies are being interrelated and interwoven so they can change the trajectory of the residents in the geography of poverty, and city government ensures that its initiatives on many fronts – reinvention of public housing, neighborhood enhancements, better public transit, support for minority business entrepreneurs, and more – converge to create a new foundation for change and an end to silo thinking.

It is in taking this connective view that the City of Choice creates a new lens for examining, evaluating, and addressing Memphis’s challenges and opportunities, chief among them poverty, the single issue most defining the future of our city.

Clearly, the revitalization of South City, will further the goals of the City of Choice and Blueprint for Prosperity Initiatives by providing quality housing and supportive services aimed at moving the residents of this community toward self-sufficiency.

F. Land Use Plan

Permitted Uses

General Residential

The South City Choice Neighborhood plan proposes 712 new apartments, townhomes, live/work units, and senior apartments. The development is phased over 6 phases. The unit count for the South City Choice Neighborhoods project by building type is provided in the table below. It is anticipated that other affordable and market rate housing development will occur within the redevelopment area.

Building Type	No.
Apartments	230
Townhomes	263
Live/Work	99
Senior	120
Total	712

Mixed Use

Some mixed-use development is planned. This development type would consist of retail services on the ground floor and in corner locations, with residential apartments on the

second and third floors above. Both one-bedroom and two-bedroom units are planned, as are live-work units on the ground floor which can be flexibly used either for commercial or residential purposes, providing a low-cost and flexible means of supporting small business activity. These live-work units are designed to allow access to the street as well as closing off internal private residential areas from view when used in a commercial configuration.

Public & Institutional

The South City Plan seeks to accommodate strong institutional anchors and partners including area public schools such as Booker T. Washington High School, Southwest Tennessee Community College, the Public Library, Public Parks, Boys & Girls Club, YWCA, Metropolitan Inter-Faith Association, Streets Ministries, Advance Memphis, and the Emmanuel Episcopal Center.

The Plan will be coordinated with the planning efforts of all other institutions and the public sector. MHA has already been working with the leadership of these institutions to develop a coordinated approach to housing and other types of development.

The plan will also enhance, create, and provide greater access to playgrounds, parks, recreational spaces, and community facilities.

Commercial Services

The Plan will make a concerted effort to work with area commercial uses along Vance Avenue to a more appropriate pedestrian friendly environment where residents will have access to goods and services while maintaining a safe environment. A quality supermarket will address the neighborhood's need for greater access to fresh and healthy foods. A new available building will assist in the entry of a grocer into the neighborhood.

General Business

The Plan seeks to promote economic development in the area by alleviating blight in the residential areas to encourage investment in the area. The plan provides for the establishment of a small business revolving loan funds that will stimulate needed business and commercial investments by assisting small businesses with startup and expansion grants.

GENERAL REGULATIONS AND CONTROLS

Site Plan

Map M-8 show the proposed site plan and phasing plan for the proposed redevelopment area. The site plan shows the predominance of residential development and the coordination of uses in a logical and complementary way. It is the intent of the plan that vacant and dilapidated properties and vacant land will be eliminated and replaced with new or renovated mixed income housing, public amenities and greenspaces, retail and commercial development, and other improvements.

Open space is a key component of this plan. In an area that has been devoid of open space and recreational opportunity for too long, the plan provides for several park areas, a fitness trail, and tree-lined streets throughout.

Landscape Treatment

Landscaping is a critical element in the plan, at the individual development level and in streets and walkways. Each individual development will be required to include appropriate landscaping. The redevelopment plan also includes a significant amount of greenspace.

Buffering and Pollution Reduction

The landscape plan for the redevelopment includes tree-lined streets throughout the redevelopment area. Parking and refuse areas are located in the center of the development blocks, hidden from public view by buildings, fences and landscaping. Landscape buffering is also employed between residential sites and retail and mixed-use building sites and parking areas. Before stormwater leaves the site, it passes through a series of water quality and quantity management areas or ponds. Stormwater drainage is collected in small green bio-swales or rain gardens in each development block, but also within the large park green east of Danny Thomas Boulevard, along the alignment of the underground Black Bayou culvert.

Exterior Design -- Design Review

All new construction will be subject to strict design review standards to be developed by MHA in conjunction with planning experts and neighborhood stakeholders. Architecture of new developments will include characteristics of the adjacent neighborhoods.

Construction Approvals

The South City site is currently zoned for South Downtown Residential (SCBID) or RU-3. A single overall master site plan will be created showing the anticipated full build-out of the site which will be used to inform a Planned Unit Development application for the whole site. The PUD will include restrictions on uses, bulk regulations, and streetscape standards that are appropriate for a unified development compatible with the surrounding neighborhood. Upon PUD approval, phased construction will follow a process of site plan approvals for each phase including demolition, site improvements/infrastructure, and vertical construction of buildings.

Off Street Parking – Lots and Fencing

Perimeter fencing is provided in key locations along the perimeter of the development and around where needed for additional security and safety. Garages and parking lots accessed by alleyways move parking off of residential streets and create a more pedestrian-friendly, neighborhood environment.

Signs

Site signage will be minimal, non-intrusive, high-quality and permanent. We anticipate four large permanent monument signs – a gateway monument sign at each end of the new community (at Danny Thomas and Vance and at Danny Thomas and Mississippi Blvd), a monument sign at the entry to the Senior Living Facility, and a retail monument sign in front of the retail area of the site. These permanent monument signs will serve as the gateway to the neighborhood. Each sign's high-quality, masonry and long-lasting exterior-grade materials will reflect the same quality seen throughout community apartment and building finishes. Property branding (colors, logos, and styles) will be used throughout all signage to help designate space and location.

Historic Compatibility

Until recently, the proposed redevelopment area has been cut off physically and socially from surrounding residential neighborhoods. The redevelopment is an opportunity to tie the entire area back into the surrounding neighborhoods not only through improved streets and coordinated development activities, but also by bringing the distinct architectural character of Memphis' historic neighborhoods into the new community. The surrounding area is replete with examples of attractive historic architecture dating back to the turn of the century. By including elements of varied historic architectural styles in the new development, a seamless connection is created between the redevelopment area and surrounding neighborhoods. This is important to break down the real and perceived segregation of this area from its neighbors.

Demolition

Due to the overwhelming number of dilapidated and vacant structures in the area, the obsolete platting, and the mix of inappropriate uses within the same blocks, demolition may be necessary to accomplish the goals of this redevelopment plan. Demolition may be the most effective way to revitalize this area and provide a new, attractive, linked community with sites for new construction. Demolition may be phased to allow development to begin on early phases as soon as possible.

Duration of Land Use Controls

To protect the affordability of housing for the long term, MHA will employ land use controls in cooperation with private developers. One commonly-used tool, especially in public housing redevelopment, is for the public housing authority to own the land and lease it under a long-term ground lease to private developer(s). Parcels for market rate development and for home ownership may be treated differently, with title provided to the developer(s). Affordability restrictions and public housing agreements run with the land, ensuring housing affordability and availability for the future.

Land Acquisition

MHA may acquire or lease parcels in the redevelopment area through private negotiations. Options may be secured in the immediate term, with closings to occur over time, in accordance with the proposed phases. Securing title is critical to the success of the Choice

Neighborhoods Transformation Plan, as well as to ensure that development is coordinated. MHA has and may use the power of eminent domain as a last resort.

Redeveloper's Obligation and Land Use Controls

By keeping ownership of the land and providing a ground lease to the developer on property owned or acquired by MHA, MHA will have a mechanism in place to ensure that slum and blight does not reoccur. In addition, MHA required the developer to select a highly qualified property management firm. Strict design and development standards, and close oversight during construction, will also be used to make sure that the ultimate development product is of the highest quality.

Relocation Assistance

Recently, MHA was awarded a Choice Neighborhoods Implementation grant from the U.S. Department of Housing and Urban Development (HUD). This grant will allow MHA to revitalize Foote Homes. Residents of Foote Homes may be temporarily relocated to various other developments or properties, but will be given the opportunity to return to a revitalized Foote Homes once it is rebuilt. The Choice Neighborhoods Implementation grant requires a one-for-one bedroom replacement which means that for every housing unit that MHA demolishes, it must replace the same number within the South City neighborhood.

MHA will provide ninety days notice to the residents of Foote Homes prior to relocation. Notices will indicate where replacement housing is available to residents to relocate and residents will be given ninety days to locate housing and will be issued a voucher for housing. Residents will receive mobility counseling, case management services, relocation assistance to assist with actual relocation costs, and assistance with identifying temporary housing and other supportive services..

In the event that any businesses must be permanently relocated or temporarily relocated during the redevelopment of the South City area, MHA will use its best efforts to assist those businesses in identifying suitable replacement space in downtown Memphis in close proximity to South City. Any such relocation will be conducted in accordance with the Uniform Relocation Act.

Tax Increment – Not Applicable

Procedure for Changes in the Approved Plan

In the course of implementing this Redevelopment Plan, amendments to this plan may be warranted. Any amendments to this plan will only be adopted by City Council after a public hearing is conducted in the same manner as the hearing was conducted prior to the adoption of this plan and, where applicable, in compliance with the requirements of Section 13-20-205 of the Tennessee Code Annotated. Notice of any proposed amendments will be given to all property owners within the project area pursuant to the requirements of state law.

Severability

The invalidation of any or more of the foregoing provisions of this Redevelopment Plan as approved by the Memphis City Council or any part thereof by judgment of any Court of competent jurisdiction shall not in any way affect the validity of any other of such provisions of the Plan, but the same shall remain in full force and effect.

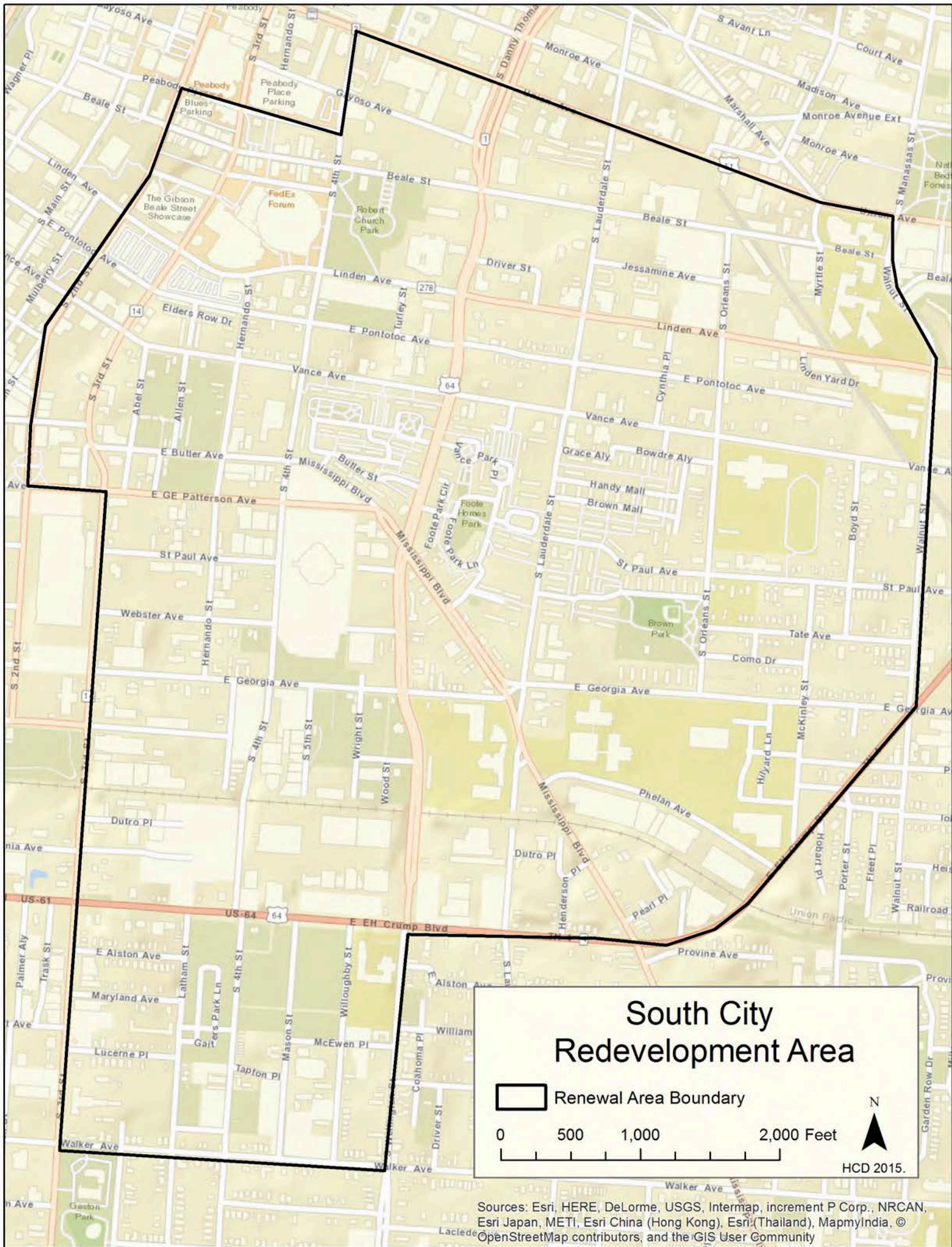
South City Redevelopment Plan Map Contents

Existing conditions:


Redevelopment Area	M-1
Context Map	M-2
Existing Land Use	M-3
Existing Zoning	M-4
Vacant Parcels	M-5
Building Conditions	M-6
Environmental Hazards/Code issues	M-7

Proposed South City:

Site Plan	M-8
Collateral Investment	M-9
Typical Floor Plans and Elevations	M-10



South City Redevelopment Area

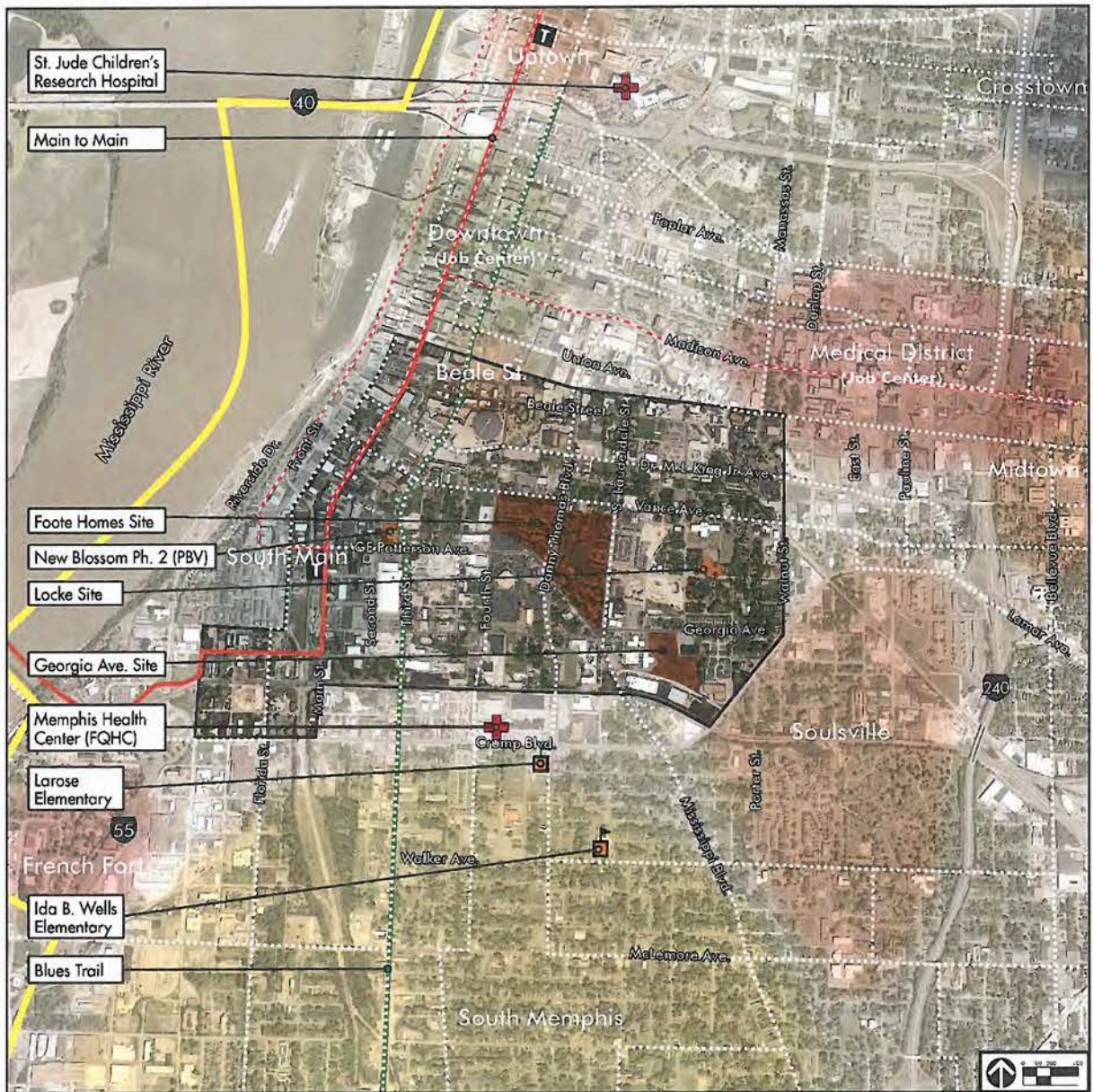
 Renewal Area Boundary

0 500 1,000 2,000 Feet









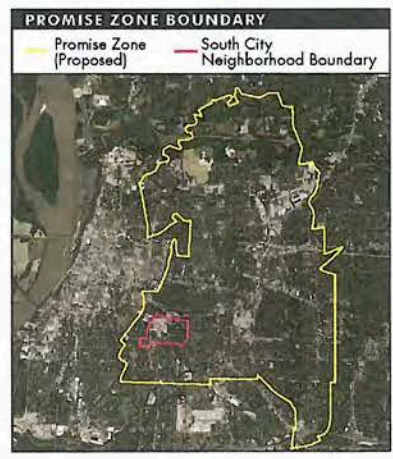
HCD 2015.

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

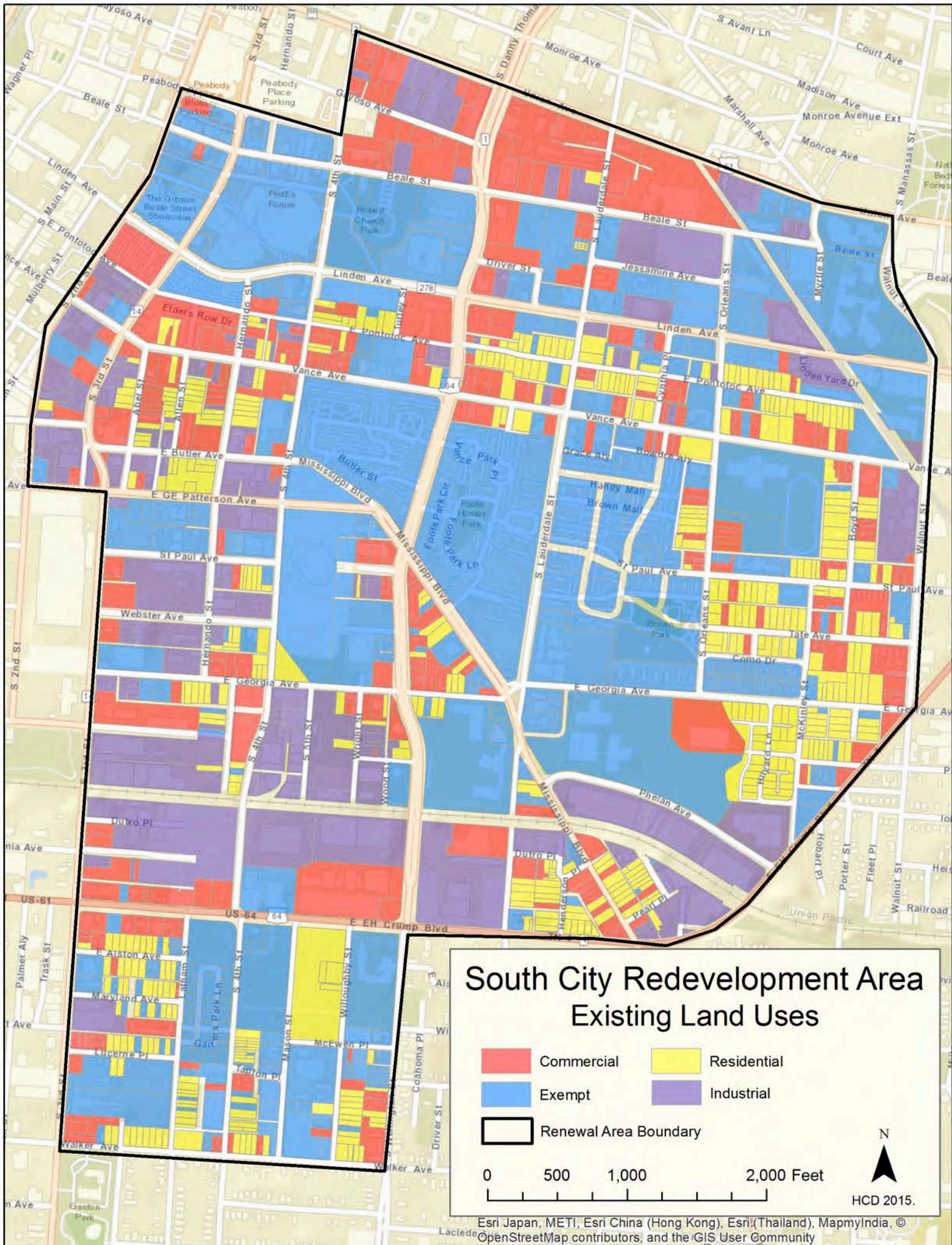


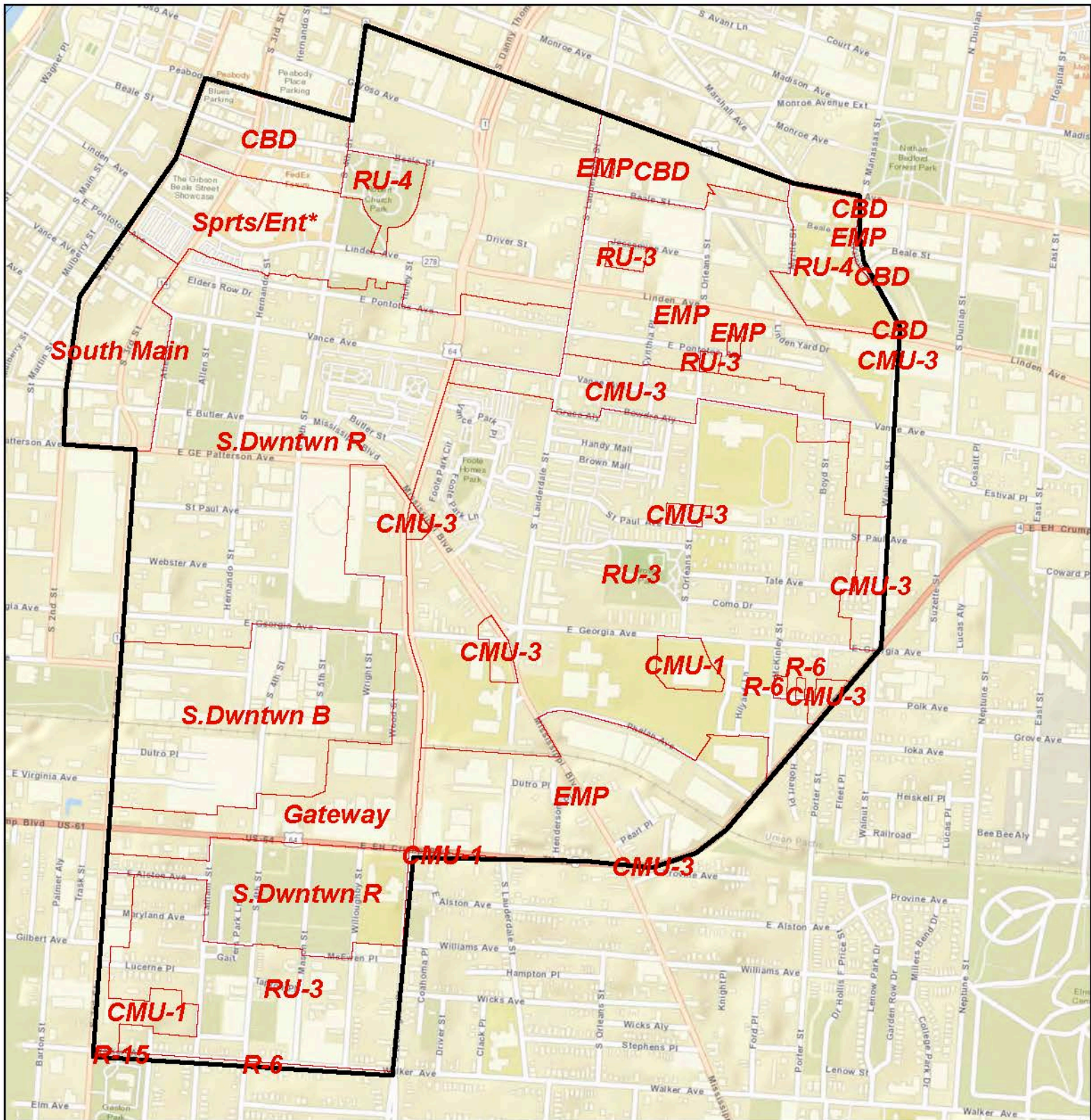
NEARBY ASSETS

 Foote Homes & Off-Site Replacement Housing	 Promise Zone (Proposed)	 Bus Routes
 South City Neighborhood Boundary	 Transit Center	 Trolley



CONTEXTUAL MAP



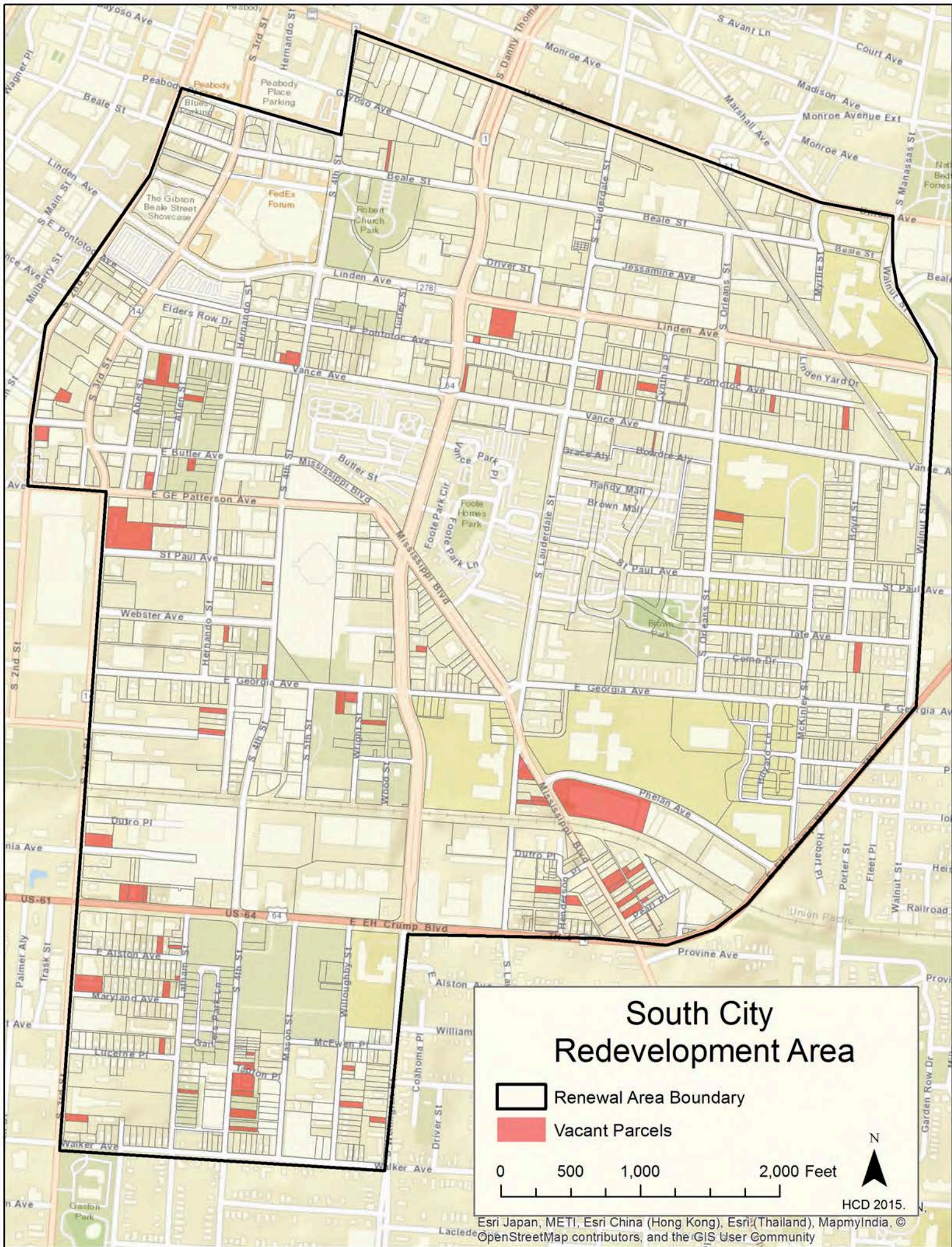


South City Redevelopment Area Zoning Districts

0 650 1,300 2,600 Feet




HCD 2015.



South City Redevelopment Area

 Renewal Area Boundary

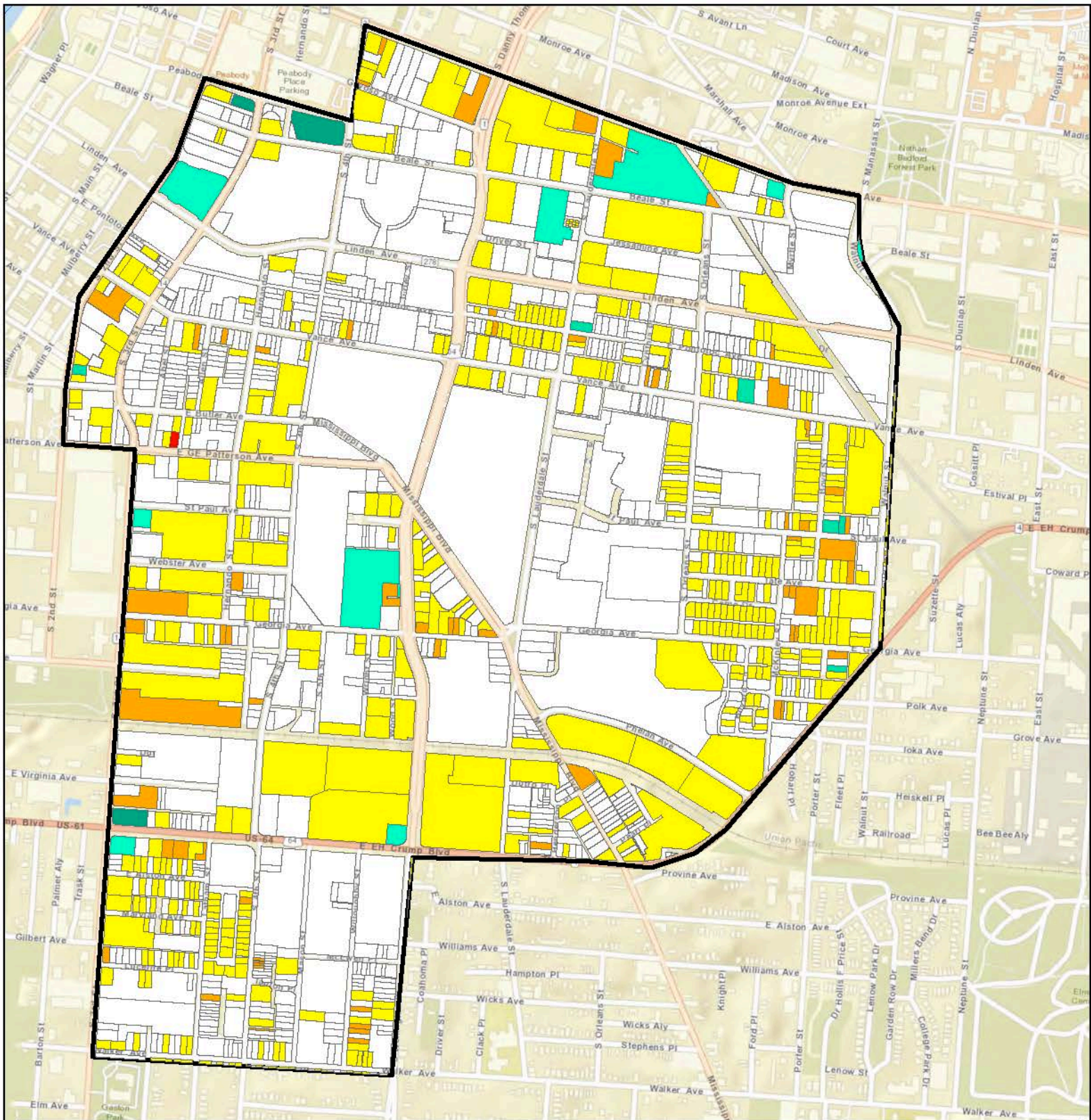
 Vacant Parcels

0 500 1,000 2,000 Feet



HCD 2015.

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South City Redevelopment Area

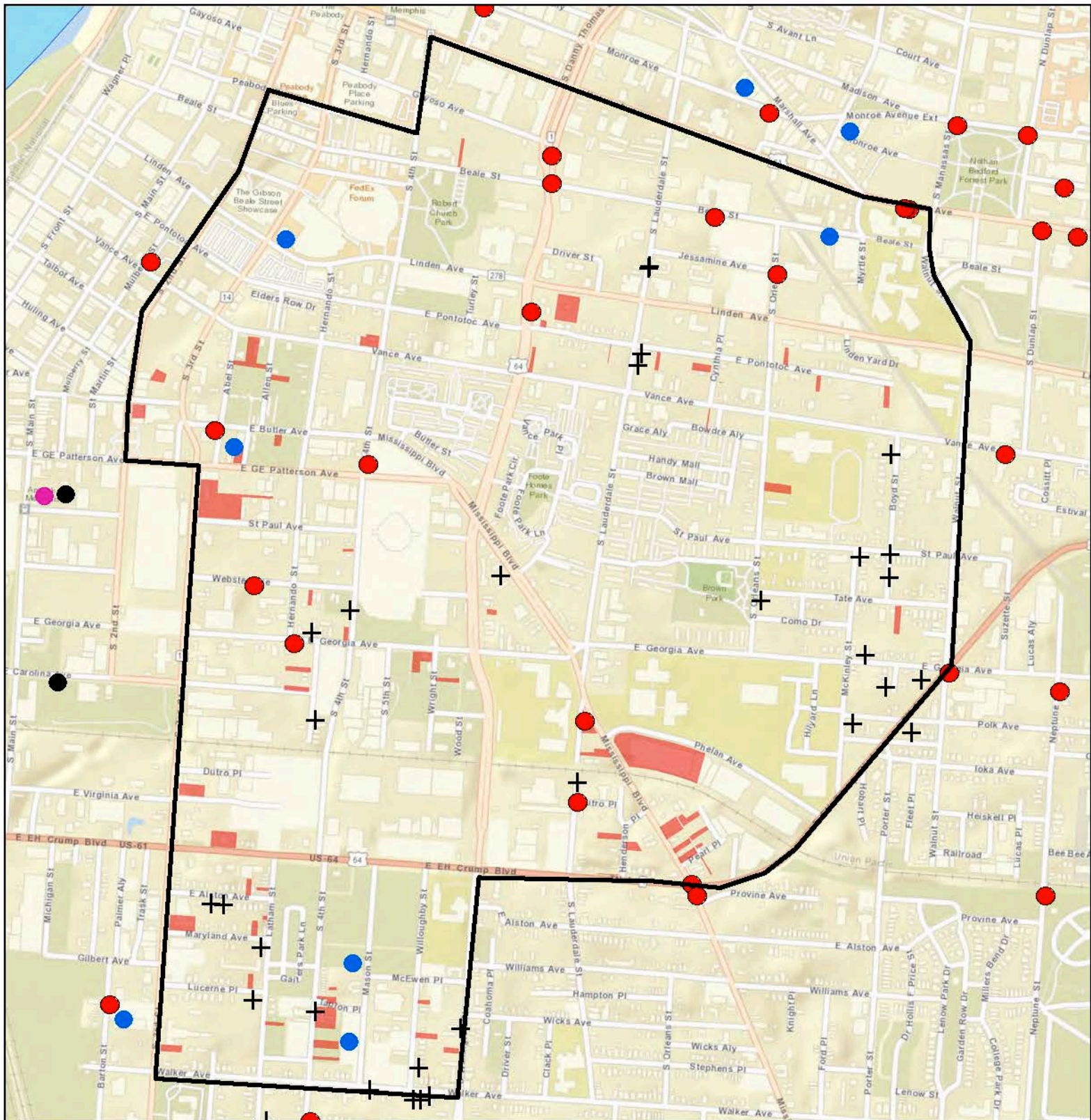
Structural Conditions

Legend

NA	Average
Excellent	Below Average
Good	Poor

0 650 1,300 2,600 Feet

N
HCD 2015.



South City Redevelopment Area

Environmental Hazards/Code Issues Legend

- | | |
|-------------------------------|-------------------|
| Renewal Area Boundary | Promulgated Sites |
| Active Code Enforcement Cases | NPDES Permit |
| Underground Storage Tanks | Misc EPA |
| Superfund Site | Industrial Sites |
| | Brownfields |

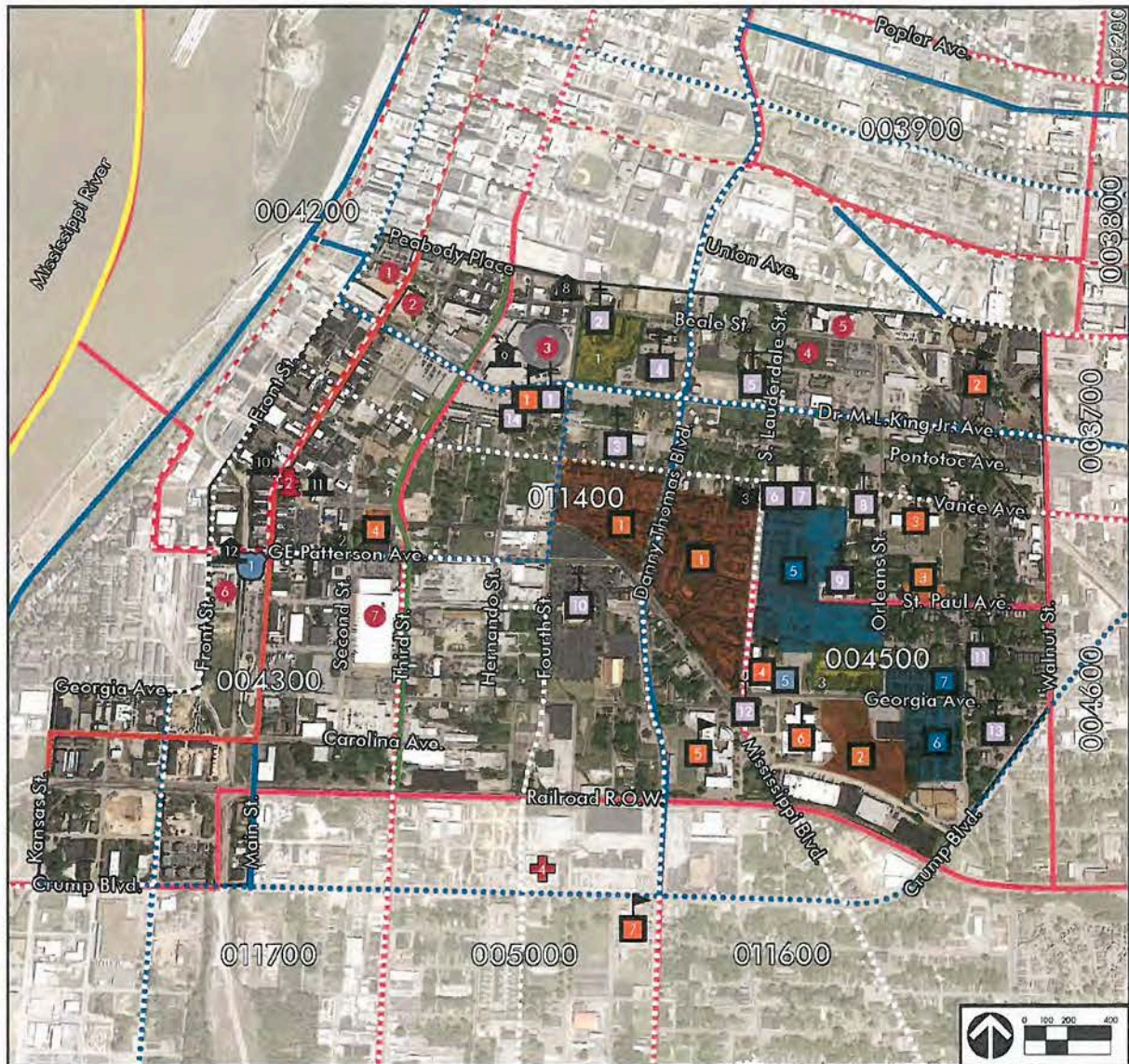
0 650 1,300 2,600 Feet



HCD 2015.

Site Plan





CHOICE NEIGHBORHOOD: EXISTING CONDITIONS & ASSETS

- | | |
|--|----------------------------------|
| Foote Homes & Off-Site Replacement Housing | South City Neighborhood Boundary |
| Other Housing Sites | Promise Zone (Proposed) |
| Bus Routes | Census Tract Boundaries |
| Trolley | Main to Main |
| Existing Bike Routes | Blues Trail |
| Future Bike Routes | |

HOUSING

1. Foote Homes Site
2. Georgia Ave. Off-Site Hsg.
3. Locke Off-Site Hsg.
4. New Blossom Ph. 2 (PBV)
5. Heritage Landing (HOPE VI)
6. McKinley Park (HOPE VI)
7. Askew Place

COMMERCIAL

1. The Orpheum
2. MLGW
3. FedEx Forum (Grizzlies)
4. Renaissance Bus. Center
5. The Commercial Appeal
6. Downtown Farmer's Market (Seasonal)
7. USPS Retail & Distribution Center
8. WC Handy House
9. Rock n' Soul Museum
10. Blues Hall of Fame
11. National Civil Rights Museum

12. Memphis RR & Trolley Museum

SCHOOLS

1. St. Patrick Catholic School
2. Southwest Tennessee Community College
3. Vance Ave. Middle *Closed*
4. Martin Luther King Transition Academy *Slated for Closure*
5. Booker T. Washington High
6. Veritas College Prep
7. Larose Elementary

PLACES OF WORSHIP

1. St. Patrick Catholic
2. First Baptist Beale Street
3. Progressive Missionary Baptist
4. Pentecostal Temple
5. Mt. Olivet Cathedral CME
6. Mt. Nebo Baptist

7. Greater Deliverance Tabernacle
8. St. John's Baptist

9. Emmanuel Episcopal

10. Bountiful Blessings COGIC
11. Vance Ave. Holiness
12. Temple COGIC
13. Belmont Missionary Baptist
14. Clayborn Temple

PARKS & RECREATION

1. Church Park
2. Army & Navy Parks
3. L.E. Brown Park

PUBLIC ASSETS

1. Police Station
2. Fire Station
3. Public Library
4. Memphis Health Center (FQHC)
5. Boys & Girls Club

COLLATERAL INVESTMENT MAP



Type A – 3 Two-bedroom Townhouses



Type B – 2 Three-bedroom and
1 Two-bedroom Townhouses



Type C – 1 Three-bedroom and
3 Two-bedroom Townhouses

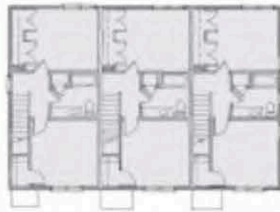


Type D – 4-unit Apartment Building
2 Two-bedroom (up), 2 Three-bedroom (down)
Type F (similar) – 4-unit Apartment Building
2 Two-bedroom (up), 2 Two-bedroom (down)



Type E – 6-unit Apartment Building
2 One-bedroom and 1 Two-bedroom units each
floor (up and down)

Second Floor



First Floor



Type A - 3 Two-bedroom Townhouses

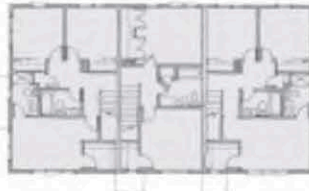


First Floor

Second Floor

Typical Two-bedroom Townhouse

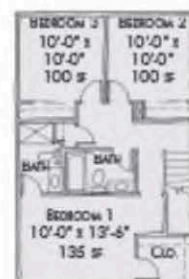
Second Floor



First Floor



Type B - 2 Three-bedroom and 1 Two-bedroom Townhouses

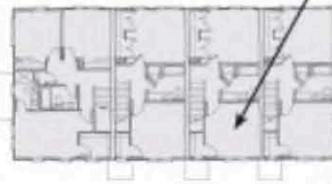


First Floor

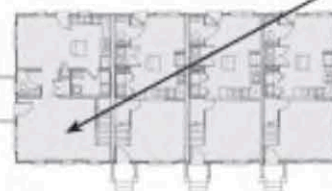
Second Floor

Typical Three-bedroom Townhouse

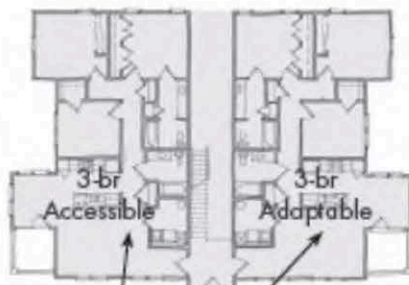
Second Floor



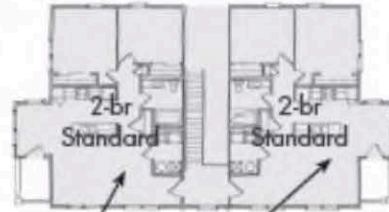
First Floor



Type C - 1 Three-bedroom and 3 Two-bedroom Townhouses



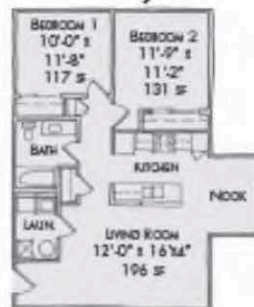
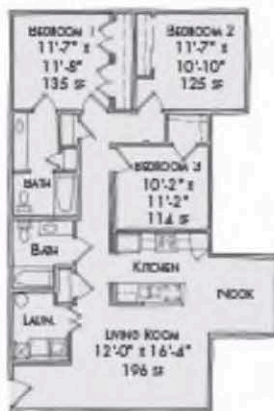
First Floor (Type D)



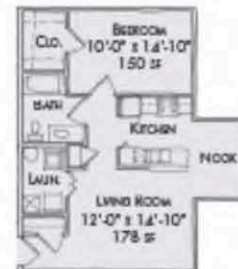
First Floor (Type F)
Second Floor (Types D & F)

Type D - 4-unit Apartment Building
2 Two-bedroom (up), 2 Three-bedroom (down)
Type F (similar) - 4-unit Apartment Building
2 Two-bedroom (up), 2 Two-bedroom (down)

Three-Bedroom Garden Apartment



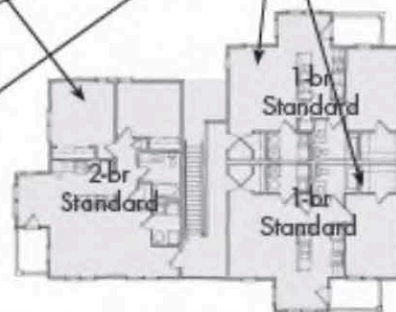
Two-Bedroom Garden Apartment



One-Bedroom Garden Apartment



First Floor



Second Floor

Type E - 6-unit Apartment Building
2 One-bedroom and 1 Two-bedroom units each floor (up and down)

