Memphis 3.0

Plan Summary

City of Memphis, Tennessee
Office of Comprehensive Planning
April 2019
In 2016, we took office on a promise to lead city government to be “brilliant at the basics.” We believed that day-to-day excellence of city government was essential to positive growth of our City and over the last three years, we have made significant progress in so many areas that Memphians see and feel every day. In the same year, we also committed ourselves to building our future. And specifically, building a future that means greater population and economic growth in the City. In order to cast this vision for our future, we embarked on the Memphis 3.0 planning process, the first comprehensive plan for the City since 1981.

It doesn’t take long to look around and see so much positive momentum in Memphis. Some $15 billion in recent, current, and future development is happening in the Greater Memphis area, and for the first time in decades, more of that is happening inside our city limits than in the suburbs. A large portion of this investment is centered around our Downtown. And that’s good — Downtown is everyone’s neighborhood, and it’s the soul and core of our city. But as much as we celebrate what’s happening Downtown, it’s just as important what’s happening down the street.

Ours is a neighborhoods-first administration and that is a philosophy incorporated into Memphis 3.0, the long-term plan for our City. Over two years and nearly 200 public meetings and events, our staff working on Memphis 3.0 heard from 15,000 Memphians, and came up with a new strategy for our growth: Build Up, Not Out.

The Memphis 3.0 Comprehensive Plan is a road map to better transportation and transit, investment in our core and our neighborhoods, and investment in opportunities for Memphians. By focusing on centers of activity identified as “anchors,” the City’s future will be built on the assets of Downtown and neighborhoods across Memphis. We believe that by focusing on improving the heart of a neighborhood, we can improve the health all around it.

I encourage you to spend time with the Memphis 3.0 Comprehensive Plan. The focus on anchors, emphasis on greater transit frequency, and targeted actions for areas across the City, among many recommendations, provide both high level vision and on-the-ground detail for how the City can Build Up, Not Out over the next 20 years. As we celebrate our City’s bicentennial, it’s up to all of us to work together on building our future in the third century, guided by the Memphis 3.0 plan.
INTRODUCTION

Introduction

VISION STATEMENT

IN OUR THIRD CENTURY, MEMPHIS WILL BUILD UP, NOT OUT.

Memphis will be a city that anchors growth on strengths of the core and neighborhoods; a city of greater connectivity and access; a city of opportunity for all.


Since 1970, the City has added only 4% more people, but has nearly doubled in physical size, resulting in more land and infrastructure like roads, and sewers to maintain, and a lack of population and revenue to support it. Memphis 3.0 provides a comprehensive vision to support existing residents, attract new residents and visitors, and reduce some of the inequities the City has faced since the last general plan was completed in 1981.

For a city that has historically developed based on a growth policy of physical expansion through suburban sprawl and annexation, creating a collaborative vision and following a strategic plan to support the growth and reinvestment of the core city and neighborhoods is a bold step forward. This underscores the importance of the robust and authentic community engagement conducted through the planning process that involved more than 15,000 Memphians.

The plan calls for redevelopment and reinvestment in anchor areas in the core city and neighborhoods, connectivity of people, jobs, businesses, and infrastructure, and expanding equity and opportunity to communities across the City. Memphis 3.0 is a comprehensive plan that aims to transform Memphis into a more prosperous and inclusive city by guiding growth and policy for the next 20 years.

The success of the Memphis 3.0 Comprehensive Plan comes from community-wide adoption, use, and support. Stakeholder groups that helped to create and inform the plan include elected officials, City and County divisions and agencies, developers and investors, community-based organizations, philanthropic organizations, and the public. Continued support and use of the plan by these stakeholder groups is essential to the plan’s impact on the future of Memphis.

Comprehensive plan, a general plan designed to guide future growth and actions of a city.
Desired Outcomes

- The future growth strategy based on anchors and future land use that predicts where investments like housing, infrastructure, and transportation should be made;
- A future land use planning framework aligning development types with neighborhood context, investment potential, and community desires;
- A strategic framework to meet aspirational goals with policies and actions to achieve those goals;
- District plans that recommend opportunities for action;
- A guiding framework for investment in infrastructure, public transit, and civic space that supports efforts to attract and guide growth and investment;
- A guide for City divisions, public agencies, and nongovernmental partners to focus resources and effort in coordination to achieve the plan’s vision.

Legal Basis

Under Section 13-4-201 of the Tennessee Code Annotated (the “TCA”), it is the function and duty of a city’s planning commission to make and adopt an official general plan for the physical development of the City. Under Joint Resolution and Ordinance Number 2524 approved by the Memphis City Council (the “Council”) and Shelby County Quarterly Court on November 15, 1976, the Memphis and Shelby County Land Use Control Board (the “Board”) serves as the planning commission for the City of Memphis and the County of Shelby.

TCA Section 13-4-202 provides for the manner in which a general plan is adopted by the Board and the Council. TCA Section 13-4-202(2)(B)(iii) states that, once the general plan is adopted by the Council, all land use decisions in the City shall thereafter be consistent with the plan. For the purposes of defining “consistency,” only those elements of the plan related to land use decisions become effective pursuant to the guidance on Pages 72 and 73 of this document. All other sections of the plan are intended as a guide and only for planning purposes.

Due to the time and effort involved in the Memphis 3.0 planning process and the importance of the content, the City desires the plan be adopted by the Land Use Control Board, the Memphis City Council, and the Shelby County Commission.

Guiding Values

The three plan elements: land, connectivity, and opportunity represent the articulation and culmination of community values that set the foundation for the Comprehensive Plan. The Build Up, Not Out, vision aims to cultivate a sustainable and thriving City that is connected and provides opportunity for all. As plan implementation and land use decisions are enacted, the City should emphasize these core themes to ensure that the policies related to growth, sustainability, land development, transportation, and opportunity are positively impacting the City’s future. The values expressed by the community through the planning process served as the basis for the plan’s vision statement and three plan elements.

Memphis is a city that VALUES LAND AS AN ASSET. Memphis cannot continue its growth policy of the past. The City will succeed by creating compact communities where land use and density support walkable, active, and transit-served communities.

Memphis is a city of CONNECTED COMMUNITIES. Memphis communities desire greater connectivity and access. For Memphis to thrive, it must expand residents’ ability to connect to mobility options, opportunity, and one another.

Memphis is a city of EQUITY AND OPPORTUNITY. Through policies, investments, and citizen-led neighborhood interventions, historically disadvantaged communities must gain greater access to resources and opportunities to succeed and prosper.
Plan Summary Overview

How the Plan is Structured
The Memphis 3.0 Comprehensive Plan is structured into five distinct parts, with multiple chapters that synthesize the major findings. Throughout the two-year planning process, technical studies were generated to provide baseline information related to employment and population projections, neighborhood investment, market potential, and more. Additional studies were conducted to provide detailed information on topics such as housing or transit.

Part One: Memphis Today
This section summarizes the two-year planning process by providing details on community engagement and outreach. This section discusses the historic development of the City and delivers background context relating to Memphis’ demographics and projections needed for recommendations of future growth. The major findings from all studies are referenced throughout the Comprehensive Plan document. Page 5

Part Two: Our Strategy, Focus on Anchors
This section presents the plan’s theory of change: concentration of density and investment focused in the core and neighborhood anchor areas provides the greatest opportunity for growth and strategic community improvement. The land use framework and streets plan will serve to guide future decision-making. Page 14

Part Three: Plan Elements
This section includes the major elements that guided public decision-making. The section is comprised of the three elements — Land, Connectivity, and Opportunity. It encompasses Citywide goals, objectives, and policy recommendations that support the Build Up, Not Out vision. Page 30

Part Four: District Priorities
Each community has unique strengths to build on and major priorities to address. This section shares the community-developed vision and priorities for each of the 14 planning districts, recommendations for land use, and implementation priorities. Page 67

Plan elements includes goals and objectives based on community values.

Special Appendix: The Memphis 3.0 Transit Vision (Jarrett Walker and Associates, MATA, Innovate Memphis) was developed to study the current transit network, and through a public process, to develop a recommended network that promotes higher frequency and the investment needed to support the revised network.

Available on the web, the Market Analysis for Comprehensive Plan (RCLCo, Universal Commercial) provided household, employment, and growth outlook through 2040. The report evaluated housing market strengths to project future housing needs and provided market outlook (or demand) based on land use. A supplementary Fair Share Housing Comparison was conducted to analyze the share of households in Memphis by age range and income relative to all households in Shelby County. The Memphis Technical Report (Strategic Economics) presented a detailed analysis of household change over time, neighborhood reinvestment, employment trends and job access, and commercial land use investment. This report also compared the spatial distribution of public infrastructure investments. The Memphis Residential Market Potential Report (Zimmerman Volk and Associates) includes a migration and mobility analysis to project housing demand based on market potential, income and life stage.
Population and Households
The City’s current population is approximately 650,000 residents (251,000 households). The City’s population increased from 646,000 to 660,000 since the last comprehensive plan was developed in 1981, falling to its lowest population during that period in 1990 at 610,000. Memphis’ population is projected to increase 10% by 2040, representing the largest increase since 1960. Household growth is projected at 0.4% per year for Shelby County, with Memphis’ share of that equating to approximately 74% by 2040. On average, that is about 1,300 new households per year in the City between now and 2040. This provides the opportunity to direct population growth in a way that supports existing neighborhoods, employment centers, available infrastructure, and the transit system.

Memphis’ population is projected to increase 10% by 2040.

Poverty/Low Income Levels
High foreclosure and bankruptcy rates, low household incomes, and other factors have created a situation in which many households in Memphis struggle with financial instability. Compared to the State of Tennessee and Nashville, the poverty rate is ten percentage points higher and median incomes are almost $15,000 lower in Memphis. Demographics in areas of highest vacancy show incomes lower than the median household income for the City. This underscores the need for policies and actions addressing equitable economic development, decreasing household costs, improved transit service, and increased access to opportunity.

Existing Land Use and Density
The City’s development patterns have led to segregated land uses with a significant amount of land used for single family residential. About 60% of all housing within the City is single family detached. The City’s zoning and segregated uses has put more burden on the average resident attempting to conduct his or her day-to-day business. According to the 2015 5-year American Community Services (ACS) estimates, on average, it takes a Memphian 22 minutes to travel to work, putting more of a financial and quality of life burden on individuals. For those that use public transit, most have a commute of 60 minutes or more.

Low density and sprawl in Memphis have left the City and its 650,000 residents with infrastructure challenges related to maintenance and upgrades. Compact building design within existing communities can take advantage of existing infrastructure like roads, sewers, and public assets (like parks, schools, etc.). By increasing density and reducing land consumption, the City can reduce municipal capital spending. Even as the City explores de-annexation for certain areas, the population density remains low when compared to other major cities. Other associated costs of density are social in nature, people spend more time traveling from place to place as opposed to enjoying spaces and time with their friends, colleagues, and family members.

Market Outlook
Memphis is home to FedEx World Headquarters, St. Jude Children’s Research Hospital, AutoZone World Headquarters, and International Paper World Headquarters, among other major industries. Today, the transportation and warehousing sector is the major industry driving the Memphis economy, with additional specializations in health care, medical technology manufacturing, other selected manufacturing industries, and tourism. For many decades, Shelby County has held a
dominant position in the transportation and warehousing sector as compared to the U.S. and peer regions; however, in recent years, other regions have outpaced Memphis in job growth in this sector. Memphis also has specializations in administrative and support services, specialized medicine, medical technology manufacturing, resource-intensive manufacturing and materials processing and manufacturing, food and beverage manufacturing, and tourism and entertainment.

In addition, the City is taking steps to diversify its economy by attracting knowledge-based jobs. Compared to the U.S. and peer regions, Memphis has a relatively low percentage of jobs in professional services, information, finance, and management, but there have been signs of progress in recent years. These knowledge-based sectors are projected to drive economic growth nationally in the coming years. Efforts by University of Memphis, EpiCenter, StartCo, and others have poised Memphis to take advantage of this growth.

In recent years, Memphis’ market has experienced a trend of movement of existing households and jobs among competing areas of the City. While there have been some significant developments, particularly development of new housing units and movement of industry leaders to Downtown Memphis, market forecasts anticipate that market-driven residential, retail, and office development will concentrate in a “cone” from Downtown, along the Poplar corridor, edging out to Germantown Parkway. Areas south of Downtown, near the Memphis International Airport, along the Lamar Avenue Corridor, and areas in the northeast portion of the City show potential for new industrial development and redevelopment.

While the City has spread to 324 square miles, the City is strategically moving to target limited infrastructure resources. Short-term City and regional infrastructure plans are focused on directing resources to address critical needs in existing neighborhoods and economic development target areas. This includes major road improvements, repaving existing streets, bridge maintenance, and bicycle and pedestrian improvements and refocusing on the maintenance of the existing sewer system, rather than continuing the historic pattern of outward expansion.

**Retail and Industrial Land**

Job growth is projected to be slow and steady through 2040, amounting to about 26,000 new jobs. The greatest job gains are forecasted in leisure and hospitality, construction, and education and health. The City’s retail supply has grown faster than the population. Between 2000 and 2017, the City’s total retail inventory grew by an estimated 17%. In comparison, the population grew by 1% between 2000 and 2015. New development will be necessary to replace older strip malls and shopping centers, which may not meet the preferences of modern retailers (especially national chains). Overall, however, the City of Memphis has an estimated 82 square feet of retail space per person, compared to a national average of 23.5 square feet per person, which is considered an oversupply.

**Transportation and Related Costs**

As employment growth and commercial investment shifted from the core, this created accessibility challenges for workers. More than 50% of jobs in Memphis are concentrated in three general areas: the Core City (Downtown and Midtown), East Memphis, and the area east of the Memphis International Airport. On average, it takes Memphians 22 minutes to travel to work by car and 60 minutes or more by public transportation.

Improved transportation can help address financial burden on residents by better supporting Memphians who have no vehicle available and reducing their need for automobile ownership. The Memphis Area Transit Authority (MATA) has faced declining ridership, service cuts, and maintenance issues in recent years while still trying to provide reliable transit service. The City’s land use and growth patterns have hindered the ability of MATA to operate frequent service and the agency has prioritized providing coverage to all areas of the City. A network of low-frequency routes limits people’s ability to quickly travel from their homes to their jobs. As a part of the plan, a short and long-range Transit Vision was developed and which increases frequency and provides more access to jobs within an hour, and increases weekend and evening service.
Existing Land Use

The map below shows existing land use by parcel.

- Residential
- Commercial
- Industrial
- Institutional/Civic
- Recreation/Natural Resources
- Transportation/RR/Utilities
- Vacant Land
A priority of the Memphis 3.0 planning process was to reflect the needs and desires of Memphians by seeking contributions from as much of the community as possible, transparently and authentically. The multi-phase participatory process included multiple avenues for Memphians to share opinions and make recommendations on city and district-level strategic actions. Planners worked with local organization partners, artists, architects, and nonprofits to identify and understand the assets and issues of Memphis from the people who interact with the City daily, shaping the plan’s guiding principles and leading to the City’s vision: BUILD UP, NOT OUT.
Citywide Input
Initially, the Office of Comprehensive Planning (OCP) partnered with BLDG Memphis and Urban Art Commission (UAC) to extend creative community outreach. Volunteer Memphis collaborated by providing over 60 volunteers. Later, 12 city-wide involvement partners were selected due to their extensive networks with hard to reach populations like families experiencing poverty or homelessness, people with disabilities, non-English speakers, and seniors. Involvement partners allowed OCP to utilize existing programs or events to gain residents opinions on the city’s future growth and ideas to tackle sprawl and disinvestment. The creation of an advisory board, Citizen’s Steering Committee and 12 working groups enhanced the discussions with local stakeholder expertise and helped to write background reports.

During district planning, BLDG Memphis assisted OCP in selecting 28 neighborhood partners to increase outreach efforts. Partners were paid a stipend of $1,500 to $2,000 and included (community development corporations) CDCs, churches, schools and neighborhood associations. In a unique partnership, OCP contracted with UAC to broaden the representation of community voices by embedding artists in the district planning process. UAC has expertise in the creation of public art and project management. Through the partnership, UAC commissioned three artists: Neili Jones, a documentarian/storyteller; Alex Greene, a musician and writer; and Yancy Villa-Calvo, a visual artist to support Memphis 3.0. Each artist worked with a team of planners and architects to enhance communication and outreach to Memphians across 14 districts. Over the course of the planning process, the artists engaged approximately 1,500 residents.

Throughout the process, OCP planners, its partners, UAC artists and volunteers held 484 events, heard 567 interviews and focus groups, received almost 5,000 survey responses, gained 14,304 online interactions, with a total person to person engagement of 15,000 individuals. These numbers do not include the expansive educational outreach through newsletters, printed flyers and posters, pop-up engagements and tabling at various Memphis locations and events. Despite lower participation in areas where there was less faith in government, participants saw the importance of incremental change overtime and were excited to help to direct the growth of Memphis.

BLDG Memphis
OCP directed the community engagement during the Memphis 3.0 planning process and sought collaboration with local organizations to assist in gathering input from the Memphis community. OCP partnered with BLDG Memphis, a non-profit coalition that provides capacity building through its network of involved CDCs and other organizations. The agency has been on the forefront of incremental urbanism

Community Engagement Process and Metrics

**Phase 1**
Nov. 2016 – Feb. 2017
Phase One aspired to understand strengths, weaknesses, opportunities, and threats of the city. OCP held 14 public meetings attended by nearly 1,700 residents and received 524 online survey responses.

**Phase 2**
Mar. – May 2017
Phase Two identified draft goals and gained feedback from residents to shape the city’s vision. OCP held public meetings, presentations, and attended community events with other partners, totaling 2,540 engaged.

**Phase 3**
Sept. – Nov. 2017
Phase Three aided in the refinement of the vision statement and goals, and development of the preferred 20-year growth scenario through four city-wide workshops, engaging 2,066 residents.

**Phase 4**
Nov. 2017 – Aug. 2018
Phase four involved 5,731 residents through a repeated three-workshop series within each of the 14 planning districts, developing visions, identifying district anchors, and guiding actions for the next 20 years.
and policy development to improve communities in the City, supporting neighborhood planning efforts for several years. BLDG Memphis supported the 3.0 effort by developing and refining community engagement strategies, coordinating site logistics, and identifying and supporting neighborhood partners.

In collaboration with BLDG Memphis, OCP posted Requests for Proposals (RFP) that encouraged leaders or organizations to apply for a small grant ($1,500 to $2,000) to assist in educational outreach. These neighborhood partners were integral in helping with events and information distribution such as publishing ads in newspapers, airing ads on local radio stations, and designing community t-shirts. BLDG Memphis hosted ‘partner orientations’ for community groups, planning staff, architects, and artists to identify engagement strategies that were specific to the district. BLDG Memphis also co-facilitated planning workshops throughout the process.

Advisory Board

Early in 2017, OCP established a 17-member Advisory Board for oversight related to the quality of the plan and process. This board was primarily composed of foundations who supported the Memphis 3.0 plan, City leadership, nonprofit leaders, and leaders in the development community. The advisory board ensured the vision and priorities of the plan were driven by the community and recommendations would result in benefits for communities across Memphis. The advisory board was essential in providing aid to working group structure, ensuring meaningful community involvement, and ensuring that research and reports produced for the plan were of high quality and use.

Working Groups

At the beginning of the planning process, a working group structure was developed to provide technical assistance and research support for prioritized topical issues. These groups, made predominately of practitioners and subject matter experts, studied issues relevant to the City, reported on trends, and offered best practices. Each working group consisted of 12 to 30 professionals with a wide range of subject matter expertise. The members of working groups were representatives of state and local government agencies, private sector leaders and employees, planning practitioners, architects, non-profit agencies, students, and individuals from institutions of higher learning. These groups were regularly involved during the early phases of the plan and helped to identify significant issues, refine objectives, and inform policy development for the plan. Shown below are the twelve working groups and the topics they studied.

Other Partners

OCP worked closely with the City’s Office of Community Affairs to share plan information and identify neighborhood partners. The University of Memphis Design Collaborative (UMDC) and University Neighborhood Development Corporation (UNDC) were instrumental in involving students, planners, and volunteers along with publicizing events and gathering attendees.

Although 3.0 workshops and meetings are open to all members of the public, OCP made special considerations to ensure that people from all walks of life had equal opportunity to participate. OCP identified 12 local social service organizations that serve many hard-to-reach populations daily in order to expand collaboration, outreach, and opportunities for plan input across the City. These partners played a crucial role in mobilizing their networks and creating the circumstances required to hear directly from groups on the key issues that affect them.

- Agape Child and Family Services
- Boys and Girls Club of Greater Memphis (BGCM)
- Bridges USA
- Community Alliance for the Homeless
- Latino Memphis
- Leadership Memphis/Volunteer Memphis
- Metropolitan Inter-Faith Association (MIFA)
- Memphis Center for Independent Living (MCIL)
- Memphis Urban League (MUL)
- Neighborhood Christian Center, Inc. (NCC)
- New Memphis Institute
- Streets Ministries

District Workshops

OCP combined efforts across 14 planning districts with various organizations, artists, and architects. Each district held three workshops to identify assets, challenges, and opportunities within neighborhoods. BLDG Memphis aided in organizing the workshops, identifying neighborhood partners and troubleshooting engagement hurdles that arose.

District tours and public meetings helped establish a shared vision and objectives based on resident’s feedback. Planners worked with community members to amend those objectives and develop future actions for anchor areas within the districts. Collaborating with BLDG Memphis to support the local economy, 28 neighborhood partners were selected and funded $1,500 to $2,500 to promote engagement. OCP also identified caterers and bus companies from local districts. Participation in the district process was encouraged by offering MATA bus passes, gift cards, and paid meals at meetings.
Creating Places for People

As Memphis celebrates its bicentennial and turns the page to its third century, it is clear a new framework for growth is required to change the trajectory of the core city, neighborhoods, and the City. The vision of Build Up, Not Out guides that path and supports investments in communities, people, and access to shape the third century.

Population growth in Memphis peaked in the 1970s, reaching just shy of 650,000 residents in the 1980 Census. Since that time, the population of the City has been maintained at that level by continuing a policy of aggressive annexation consistent with the recommendations of the last comprehensive plan, the Memphis 2000 Policy Plan. That plan signaled a new urban service boundary beyond the limits of the City, leading to extension of sewers and roads, and ultimately new development that was settled and eventually annexed into the City. While this growth policy was successful in maintaining the population levels of the City, it expanded the City’s geographic footprint by nearly 100 square miles, reaching its largest size in 2013 of 340 square miles at a population density below 2,000 persons per square mile.

The net result of these growth policies included destabilization and disinvestment of older neighborhoods in the central city, areas such as North and South Memphis, as a stable population shifted into other areas of an expanding region. Many of these communities today, while rich with history, neighborhood pride, and social and physical assets, experience high percentages of land and building vacancy and depressed markets.

If this trend is continued in future years, modest growth is forecasted for Memphis, primarily focused in a “cone” that spans along the Poplar Corridor from Downtown Memphis to the eastern edge of the City. Areas that attract new growth and investment are expected to be places with good access to jobs, but the City will continue to suffer from high rates of residential and commercial oversaturation of land, and thus high rates of vacancy. It is clear the City must adopt a new growth policy that targets investment and growth in defined areas rather than continuing attempts to spread resources with no strategic guidance.

A city exists for the people who call it home. The character and quality of the places where those people live, work, play, and gather play a large role in the quality of the lives lived there. The Memphis 3.0 Comprehensive Plan lays out a vision for how Memphis and the diverse places within it will evolve during its next century. This vision supports places that are safe, beautiful, and accessible, and which offer opportunities for learning, livelihood, and community. It is these places that can improve the lives of the people who inhabit them. Different places fill different roles in the lives of Memphians, but taken together, the palette of places found in Memphis defines the physical character of the City and provides the settings for daily life in the City they call home.

In order to create goals and policies for places in Memphis, it is necessary to understand what patterns and similarities exist between different places. While Memphis is made up of countless different places, all of them can be categorized in different place types to make it easier to understand the physical form and character that make up the City.

Place types are categories that attempt to capture the unique characteristics that contribute to making a “place” — a location that is distinct from the areas around it.
distinct from the areas around it. Although many different factors influence an area’s unique sense of place, the place types in this plan focus primarily on the physical characteristics of a place.

Similar patterns of physical form can be observed across the City. Street networks can be well-connected grids or winding cul-de-sacs. Buildings can be located close together or spaced farther apart. Front yards can be large, small, or non-existent. Land uses can be mixed vertically or horizontally or separated. Analyzing these characteristics in different places across the City helps to define a palette of place types.

Place types make it easier to identify and understand the physical building blocks that make up the City of Memphis. This in turn helps to make standards and regulations more effective by making it possible to tailor them to the types of places that exist throughout the City.

Land uses are the types of activities that are allowed to occur in a particular location.
**Place Types**

**Citywide Anchors**
Walkable, mixed-use hubs of activity that bring the City together. These places are where people from throughout the region gather to do things.

**Community Anchors**
Walkable, mixed-use hubs of activity located at the heart of well-connected residential communities. These places are where neighbors gather to do things.

**Communities**
Residential areas that make up the majority of the City. These may be areas near Downtown with small blocks and narrow streets, or suburban locations with large lots and winding streets.

**Corridors**
Auto-oriented commercial strips along major streets. These areas have mostly retail and service uses that rely on automobile traffic for access and visibility.

**Special Use Areas**
Places where industrial, logistical, and transportation activities define the physical form. These are generally single-use with long blocks and few intersections.

**Parks and Civic Spaces**
Natural areas, civic and institutional uses, parks, greenways, and recreational areas that may be defined by topography and waterways more than street networks.
Our Strategy: Focus on Anchors

Anchors are the places where communities do things together. In some cases, they are places where Memphians from across the City gather to work, shop, learn, play, and celebrate. In others, anchors might serve primarily the people who live nearby. Anchors are where the action is or has been, and where it will be in the future.

Just as an anchor steadies a ship, community and Citywide Anchors in Memphis are meant to provide steady support for the neighborhoods around them. Anchors may be places of unique historic and cultural significance, or they might just be the place where neighbors rub elbows while buying a gallon of milk or stopping by an event at the local community center. In any case, they are places that support and empower surrounding communities by providing vital daily goods and services while reinforcing the unique identity of Memphis communities.

By focusing on these places, Memphis 3.0 can positively impact the largest number of Memphians.
Our Strategy:

Focus on Anchors

All anchors are walkable, mixed-use places, but that doesn’t mean that they’re all the same. Some anchors may be no larger than a few buildings while others may encompass several adjacent blocks. Some anchors may serve primarily the people that live around them while others may draw people from across the City and the region.

Several distinct anchor types have been identified to help better understand existing conditions and to provide a framework to determine how anchors should evolve in the future. The characteristics used to define different anchor types are generally those that can be regulated through Memphis’ zoning code, which will serve as a critical tool to help guide the evolution of anchors in the future.

Physical characteristics that differentiate one anchor type from another include the height, form, and spacing of buildings, the pattern of the street network in and around each anchor, and the extent of the anchor — whether it extends for just a couple of buildings, a full block, or multiple adjacent blocks.

All anchors are mixed-use. In many anchor types, uses may be mixed vertically, where residences or offices are located on upper floors above shops and services on the ground floor.

The anchor types introduced below are derived from patterns and places found in Memphis. They provide a framework to support the creation and rejuvenation of authentic and enduring places for the community.

Neighborhood Crossings

Neighborhood Crossings provide convenient services to the surrounding residential neighborhoods in which they are embedded, allowing neighbors to walk or bike there. A Neighborhood Crossing can serve as a destination where neighbors rub elbows, and when thriving, can contribute to community character and identity.

Neighborhood Main Streets

Neighborhood Main Streets provide retail and services to the surrounding neighborhoods. They serve as walkable or bikeable destinations where community members can meet multiple daily needs in a single trip. When thriving, they are nodes of activity that enliven a neighborhood.

Urban Main Streets

An Urban Main Street provides retail and services to surrounding neighborhoods in a pedestrian-friendly environment, making it possible to accomplish several errands in a single trip. An Urban Main Street is a center of activity and supports a shared sense of community.

Urban Centers

An Urban Center includes a vertical mix of uses, featuring civic and cultural institutions that serve many neighborhoods or the entire City and which may anchor the center. An Urban Center is a destination for walkable retail, service, and leisure. It is accessible from across the City by multiple modes of transportation.

Urban Core / Downtown

The urban core, which includes Downtown, is the anchor for the City of Memphis. The Urban Core is a Citywide destination where people work, live, shop, and play. It is accessible from across the City by multiple modes of transportation.

Medical and Institutional Campus

Medical District and Institutional Campus anchors are characterized by a mix of building types and sizes that primarily serve a single institutional use and may include supportive uses and activities. These anchors are walkable places that catalyze activity in adjacent mixed-use anchors.
Anchors Can Influence Surrounding Neighborhoods

**Anchor**
A place where people in the community gather to do things together.

**Anchor Neighborhood**
An area around the Community Anchor that is less intense than the anchor but more intense than the edge.

**Anchor Neighborhood Edge**
The furthest extent of an anchor’s area of influence.

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Higher Intensity

Lower Intensity
Cultivating Change

The Memphis 3.0 Vision sets a new course for the City of Memphis so that all neighborhoods have the opportunity to benefit from growth and change in the City. In this vision, change is for the better. Change in Memphis will benefit everyone but doesn’t look the same everywhere. Change is context-sensitive, not all or nothing. Change is driven by the community.

While all parts of Memphis will naturally experience change, the intensity of that change can be influenced by the goals and policies included in this plan. Where change will occur is identified in the Land Use Plan and is focused on Anchors and Anchor Neighborhoods.

The way a community changes depends on the cumulative impact of many individual changes. Over the course of several years, many small changes can have as much of a transformative impact as a single large change. This plan identifies how combinations of multiple different types of change, captured through goals and policy recommendations, can impact different places in Memphis.

Change can be small or large or anywhere in between. During community workshops and tours, Memphians were encouraged to consider a range of options for change by both ‘thinking small’ and ‘thinking big.’ Their responses helped to define different degrees of change that capture different communities’ appetite for change.

The three degrees of change identified in this plan set a vision for how much change will be encouraged in different places in Memphis. They provide a menu of policies and implementing actions that can help to match communities’ appetite for change with the amount of support and investment that is appropriate for realizing that degree of change.

How Does Investment Respond to Degree of Change?

The way a community can change or be supported depends on the cumulative impact of many individual changes. The plan identifies how combinations of different types of change, captured through goals and policy recommendations, can impact different places in Memphis. The Degree of Change, nurture, accelerate, and sustain, set a vision for how much change will be encouraged in different places in Memphis and what types of investment is likely to be supported in those areas.

The diagram below illustrates types of small, large, or sustaining change can be applied to an anchor or anchor neighborhoods based on the degree of change. The degree of change also influences the types of investment an area can attract. Red money icons indicate private investment, blue money icons indicate public investment, and the green money icon represents philanthropic investments.

Primarily Urban Neighborhoods

Primarily Single-Unit Neighborhoods

Nurture
Nurture actions rely primarily on public and philanthropic resources to stabilize the existing pattern of a place.

Accelerate
Accelerate actions rely on a mix of primarily private and philanthropic resources, along with some public resources to intensify the existing pattern of a place.

Sustain
Sustain actions rely primarily on private resources to maintain the existing pattern of a place.

Transition
Transition actions transform the existing pattern of a place to accommodate a more viable range of uses.

Plan Summary
Degree of Change Map

This map shows the anchors and degree of change. To view a larger version of this map, go to https://www.memphis3point0.com/maps.
Using The Plan

Legal Basis
Tennessee Code Annotated Section 13-4-202 provides for the manner in which a general plan is adopted by the Board and the City Council. TCA Section 13-4-202(B)(2)(B)(iii) states that, once the general plan is adopted by the Council, all land use decisions in the City shall thereafter be consistent with the plan. For the purposes of defining “consistency,” only those elements of the plan related to land use decisions become effective pursuant to the guidance on the following pages. **All other sections of the plan are intended as a guide and only for planning purposes.**

Future Land Use Planning Map Purpose
The heart of the Memphis 3.0 Comprehensive Plan is the Future Land Use Planning Map. The Future Land Use Planning Map helps guide the City on land use decisions, streets, transportation, transit, public investments in infrastructure and civic spaces, and investments and incentives in housing, neighborhoods, and job centers. The value of the Future Land Use Planning Map is its clarity and predictability in how these resources can be invested in Memphis.

Between November, 2017, through August, 2018, the planning team combined its efforts with various
organizations, artists, and architects/designers to engage Memphians in all 14 districts in a series of three workshops conducted to envision the future of the neighborhoods that shaped the Future Land Use Planning Map. Each set of district workshops culminated in a draft map for the area.

It is important to understand what the Future Land Use Planning Map is not. The Future Land Use Planning Map does not replace or change zoning. The Future Land Use Planning Map does not have the authority to allow the uses shown to be built by-right; it guides. Only the zoning code (the Unified Development Code or UDC) and decision-making bodies such as the Memphis City Council, Memphis and Shelby County Land Use Control Board, and Memphis and Shelby County Board of Adjustment can allow uses to be built. In those instances where a request goes before one of these bodies, the Future land use planning map is a guide for the decisions made. The guidelines, review, and process for applications subject to historic zoning through the Memphis Landmarks Commission do not change as a result of the Comprehensive Plan.

**Zoning and Overlays**

Adopted land use does not alter, circumvent, or supersede established zoning or overlays in the Unified Development Code (UDC). The zoning map in the UDC is not changed as a result of the adoption of the Comprehensive Plan, nor does the effect of zoning change. Proposed developments that meet zoning standards are still by-right. And proposed developments requiring a variance from zoning standards still require approval from City Council, Land Use Control Board, Board of Adjustment, even if they conform to recommended land use.

Likewise, areas of the City that are zoned with an overlay (such as the Midtown Overlay) or historic overlay (or local Landmarks district) are not changed as a result of plan adoption. If anything, these areas are strengthened by the recommended land use, degree of change, and policy recommendations of the plan. Any changes to zoning as a result of recommended land use will be addressed in a Small Area Plan, which is described in more detail in a later section of the plan.

In order to reinforce this point, the following language shall be added to the UDC: “The Memphis 3.0 General Plan shall be used to guide land use decisions but not in any way supplant the regulations of this Code [the UDC], including but not limited to its Zoning Map or Overlay Districts. A determination of consistency with Memphis 3.0 shall not supersede the approval criteria and findings of fact required for individual land use decisions, as provided in this Code.”

**Decision Criteria**

When a development proposal requires a deviation from zoning standards, “consistency” with the plan must be determined. The steps below describe the decision process that will be used to determine consistency, and that will be added to the UDC. This criteria is to be used by staff from Office of Planning and Development (OPD) and Office of Comprehensive Planning (OCP) to review development proposals making application to OPD in order to make an interpretation of consistency in their staff recommendations on proposals. This criteria is intended to guide the various bodies in position of making decisions on applications in their interpretations of consistency, as well. In instances where a determination is made that consistency is met, this does not constitute or require approval of a proposal. A determination of consistency shall not supersed the approval criteria and findings of fact for individual land use decisions as provided in the Unified Development Code (UDC).

When making land use decisions, the Land Use Control Board, Memphis City Council and Board of Adjustment shall consider all of the following elements of the Memphis 3.0 General Plan in its determination of consistency:

1. The Future Land Use Planning Map;
2. The land use category descriptions and graphic portrayals, including whether the proposed use would be compatible with the zone districts listed in the zoning notes, the proposed building(s) fit the listed form and location characteristics, and existing, adjacent land uses and zoning;
3. The degree of change map;
4. The degree of change descriptions;
5. The objectives and policies articulated in Goal 1, Complete, Cohesive Communities; and
6. Any other pertinent sections of the Memphis 3.0 General Plan that address land use recommendations.
7. When making recommendations to the Land Use Control Board, Memphis City Council and Board of Adjustment and when consulting with applicants on the appropriateness of a particular land use application, the Office of Planning and Development shall consider all of the sections of the Memphis 3.0 General Plan cited in Paragraphs 1 through 6 of this Sub-Section in its determination of consistency.
## Summary of Land Use Categories

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Communities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Map Color</strong></td>
<td><strong>Communities</strong></td>
</tr>
<tr>
<td>Abbreviation</td>
<td>AN-S</td>
</tr>
<tr>
<td>Land Use Designation</td>
<td>Anchor Neighborhood - Primarily Single-Unit</td>
</tr>
<tr>
<td>Description/Intent</td>
<td>Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of single-unit and duplex housing.</td>
</tr>
<tr>
<td>Form and Location Characteristics</td>
<td><strong>NURTURE</strong> — Primarily detached, single-family residences. Attached single-family residences permitted on parcels within 100 feet of an anchor. Height: 1-2 stories. Scale: house-scale.</td>
</tr>
</tbody>
</table>
### Community Anchors

<table>
<thead>
<tr>
<th>Place Type</th>
<th><strong>Description/Intent</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Crossing</td>
<td>Small, walkable mixed-use centers comprised of house-scale buildings embedded within otherwise residential neighborhoods.</td>
</tr>
<tr>
<td>Neighborhood Main Street</td>
<td>Walkable, mixed-use centers comprised of house-scale buildings, some of which may be attached, lining two facing blocks, sometimes extending for several adjacent blocks.</td>
</tr>
<tr>
<td>Urban Main Street</td>
<td>Walkable, vertically-mixed use centers comprised of multi-story block-scale and house-scale buildings, most of which are attached, lining two facing blocks and extending for several adjacent blocks.</td>
</tr>
<tr>
<td>Urban Center</td>
<td>Walkable, mixed-use center comprised of multi-story block-scale and some house-scale buildings, extending for several adjacent blocks and along side streets to start to form a district. May be anchored by a destination that attracts people from across the City.</td>
</tr>
</tbody>
</table>

### Citywide Anchors

<table>
<thead>
<tr>
<th>Place Type</th>
<th><strong>Description/Intent</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Core/ Downtown</td>
<td>Downtown is the walkable anchor for the City of Memphis. It is characterized by multi-story buildings with a vertical mix of uses and civic and institutional buildings that attract people from the entire region.</td>
</tr>
<tr>
<td>Medical &amp; Institutional Campus</td>
<td>Walkable hospital and university campuses that catalyze activity in adjacent mixed-use areas.</td>
</tr>
<tr>
<td>Low Intensity Commercial &amp; Services</td>
<td>Low intensity commercial and service areas typically not associated with anchors.</td>
</tr>
<tr>
<td>High Intensity Commercial &amp; Services</td>
<td>High intensity commercial and service areas typically not associated with anchors.</td>
</tr>
</tbody>
</table>

### Corridors

<table>
<thead>
<tr>
<th>Place Type</th>
<th><strong>Description/Intent</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Downtown</td>
<td>Commercial and service uses 1-4 stories</td>
</tr>
<tr>
<td>Medical &amp; Institutional Campus</td>
<td>Commercial and service uses with mixed use encouraged along avenues, boulevards and parkways as identified in the Street Types Map</td>
</tr>
<tr>
<td>Low Intensity Commercial &amp; Services</td>
<td>Commercial and service uses 1-7 stories</td>
</tr>
<tr>
<td>High Intensity Commercial &amp; Services</td>
<td>Commercial and service uses 1-7 stories</td>
</tr>
</tbody>
</table>

### Land Use Designation

<table>
<thead>
<tr>
<th>Place Type</th>
<th><strong>Form and Location Characteristics</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighborhood Crossing</td>
<td>NURTURE, SUSTAIN, and ACCELERATE — Primarily detached, single-family residences and commercial and institutional uses. Attached single-family, duplexes, triplexes, quadplexes and large homes (defined in the UDC as those apartment buildings with up to 6 units), including those with active ground floor commercial uses (including live/work) along sidewalk, are also permitted. Height: 1-3 stories. Scale: house-scale.</td>
</tr>
<tr>
<td>Neighborhood Main Street</td>
<td>NURTURE, SUSTAIN, and ACCELERATE — Detached and attached single-family, duplexes, triplexes, quadplexes, large homes and apartments, including those with active ground floor commercial uses (including live/work) along sidewalk, as well as commercial and institutional uses. Height: 1-5 stories. Scales: house-scale and block-scale.</td>
</tr>
<tr>
<td>Urban Main Street</td>
<td>NURTURE, SUSTAIN, and ACCELERATE — Primarily attached, block-scale buildings; mix of uses with active ground floor uses along sidewalk, 1-7 stories</td>
</tr>
<tr>
<td>Urban Center</td>
<td>NURTURE, SUSTAIN, and ACCELERATE — Primarily attached, block-scale buildings; mix of uses with active ground floor uses along sidewalk, 1-12 stories</td>
</tr>
</tbody>
</table>
### SUMMARY OF LAND USE CATEGORIES

#### Parks and Civic Space

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Map Color</th>
<th>Description/Intent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Wildlands, waterways, and natural features with a focus on preservation and occasional opportunities for passive recreation. Conservation Agriculture.</td>
</tr>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Civic buildings, schools, religious institutions and community facilities.</td>
</tr>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Public parks and active recreation facilities managed by the Division of Parks and Neighborhoods, other government agency, or nonprofit by contract.</td>
</tr>
</tbody>
</table>

#### Special Use Areas/Employment Areas

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Map Color</th>
<th>Description/Intent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Use Areas/Employment Areas</td>
<td></td>
<td>Higher intensity industrial areas. Lower intensity industrial areas with a mix of uses and building scales that are generally compatible with nearby neighborhoods.</td>
</tr>
<tr>
<td>Special Use Areas/Employment Areas</td>
<td></td>
<td>Airports, ports, railyards, and other traffic-generating uses that require significant space for staging and maneuvering activities.</td>
</tr>
</tbody>
</table>

#### Transitional Areas

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Map Color</th>
<th>Description/Intent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transitional Areas</td>
<td></td>
<td>Neighborhoods with high vacancy, natural hazards, contamination, and other factors that make recovery difficult and which may be appropriate for other uses.</td>
</tr>
<tr>
<td>Transitional Areas</td>
<td></td>
<td>Declining or abandoned commercial areas that are transitioning or are intended to transition from current outdated commercial uses to other more appropriate uses.</td>
</tr>
<tr>
<td>Transitional Areas</td>
<td></td>
<td>Declining or abandoned industrial areas that are transitioning or are intended to transition from current outdated industrial uses to other more appropriate uses.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Map Color</th>
<th>Form and Location Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Conservation and recreational uses</td>
</tr>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Recreational and institutional uses</td>
</tr>
<tr>
<td>Parks and Civic Space</td>
<td></td>
<td>Recreational uses</td>
</tr>
<tr>
<td>Special Use Areas/Employment Areas</td>
<td></td>
<td>Industrial and some commercial and service uses</td>
</tr>
<tr>
<td>Special Use Areas/Employment Areas</td>
<td></td>
<td>Transportation and logistics</td>
</tr>
<tr>
<td>Transitional Areas</td>
<td></td>
<td>n/a</td>
</tr>
</tbody>
</table>

---

**Memphis 3.0**

**Plan Summary**

23
SUMMARY OF LAND USE CATEGORIES

Future Land Use Planning Map

This map shows future land use for all areas of the City of Memphis. To view a larger version of this map, go to https://www.memphis3point0.com/maps.

- Anchor Neighborhood - Primarily Single Unit
- Anchor Neighborhood - Mix of Building Types
- Anchor Neighborhood - Urban
- Primarily Single Unit Neighborhood
- Primarily Multifamily Neighborhood
- Neighborhood Crossing
- Neighborhood Main Street
- Urban Main Street
- Urban Center
- Urban Core / Downtown
- Medical & Institutional Campus
- Low Intensity Commercial & Services
- High Intensity Commercial & Services
- Open Space & Natural Features
- Public & Quasi-Public Buildings & Uses
- Parks & Recreation Facilities
- Industrial
- Industrial Flex
- Transportation & Logistics Facilities
- Transitional Neighborhood
- Transitional Commercial
- Transitional Industrial
The concept for future land use for Memphis started with input from the public on future growth scenarios, and was refined through the process of identification of place types and selection of Citywide and Community Anchors. For growth to achieve the goals related to Land, Connectivity, and Opportunity, the Comprehensive Plan concurrently developed a streets typology and map to serve as the basis for a new Major Roads Plan for the City and a new Transit Vision map to connect anchors, communities, and employment centers with more frequent transit service. Further, the Comprehensive Plan draws inspiration from the Mid-South Regional Greenprint by identifying opportunities to connect anchors, communities, and centers by the network of green space recommended in the regional Greenprint plan.

Coordination of land use and transportation are essential for a successful plan of growth, but seldom are these elements developed concurrently. By designing a streets typology focused on more dense, walkable streets, a frequent transit network that places greater emphasis on ridership and support of transit-oriented communities, and support for commerce and industry in the City, the plan aims to build the types of communities desired by Memphians and in line with the plan’s vision.

**Street Type Classification and Future Land Use**

Street types classification for the Memphis 3.0 Comprehensive Plan began with a review of the street classifications in the existing Memphis Roadway Regulatory Plan with the goal of showing that a more nuanced menu of street types is possible and could fit into the role of Thoroughfare, Connector, and Neighborhood Streets. The existing streets and contexts in Memphis appear in a higher variety of designs as well. Based on a process of reviewing the existing streets in the City of Memphis, 10 street types were generated for the purposes of the Comprehensive Plan. The goal was to classify streets at a comprehensive planning level by showing more than only three street types, but not the multiple street types as shown in the Complete Streets Project Delivery Manual (CSPDM). Detailed designs and typical sections from the CSPDM can be derived from these 10 street types.

The Applicability Matrix shows the 10 street types matched up with the future land uses generated in the Comprehensive Planning public workshop process. The streets are matched to the place types based on context, applicability, and appropriateness to the land uses and densities/intensities of the specific place types. Based on the proposed land uses, the Local, Avenue, and Boulevard Streets are universally applicable across all districts. The other street types are more specialized and are classified by appropriateness to the land uses.

### APPLICABILITY MATRIX

<table>
<thead>
<tr>
<th>Placetypes</th>
<th>Street Types</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street Types</td>
<td>Ave.</td>
</tr>
<tr>
<td>Urban Core/ Downtown</td>
<td>●</td>
</tr>
<tr>
<td>Medical &amp; Institutional Campus</td>
<td>●</td>
</tr>
<tr>
<td>Urban Center</td>
<td>●</td>
</tr>
<tr>
<td>Urban Main Street</td>
<td>●</td>
</tr>
<tr>
<td>Neighborhood Center</td>
<td>●</td>
</tr>
<tr>
<td>Neighborhood Main Street</td>
<td>●</td>
</tr>
<tr>
<td>Neighborhood Crossing</td>
<td>●</td>
</tr>
<tr>
<td>Anchor Neighborhood Urban</td>
<td>●</td>
</tr>
<tr>
<td>Anchor Neighborhood Mix</td>
<td>●</td>
</tr>
<tr>
<td>Anchor Neighborhood Single</td>
<td>●</td>
</tr>
<tr>
<td>Multifamily Neighborhood</td>
<td>●</td>
</tr>
<tr>
<td>Single-Unit Neighborhood</td>
<td>●</td>
</tr>
<tr>
<td>High Intensity Commercial</td>
<td>●</td>
</tr>
<tr>
<td>Low Intensity Commercial</td>
<td>●</td>
</tr>
<tr>
<td>Open Space/Natural Areas</td>
<td>●</td>
</tr>
<tr>
<td>Parks &amp; Recreation Facilities</td>
<td>●</td>
</tr>
<tr>
<td>Industrial</td>
<td>●</td>
</tr>
<tr>
<td>Industrial Flex</td>
<td>●</td>
</tr>
<tr>
<td>Transitional Neighborhood</td>
<td>●</td>
</tr>
<tr>
<td>Transitional Commercial</td>
<td>●</td>
</tr>
<tr>
<td>Transitional Industrial</td>
<td>●</td>
</tr>
</tbody>
</table>
Design of Mobility System — Street Types Mapping

As Memphis plans for the next 20 years, the community should focus on building a mobility system that offers choices and focuses on moving people. Memphis residents and visitors should have multiple options for the routes they take to reach destinations and options for the mode of travel, whether it be by car, transit, bicycle, or walking. The system should also be consistent with and sensitive to the surrounding context of the future land use it serves. The Street Types Map illustrates the Memphis 3.0 Street Types and begins to reveal recommended focus corridors and connections over the lifespan of this plan, both for motor vehicles and for active transportation. The plan is augmented by development of a street typology designed to be safe and attractive for all users, regardless of how they move, serve the future land use’s place types, and support the surrounding natural and built contexts.

After the future land uses and street types were generated through the public input process and existing conditions analysis, maps of each district were generated that classify every street in Memphis into one of these street types. Street types and the Street Types Map should be considered a guide or planning level analysis. Combination of the City’s Roadway Regulatory Plan, Complete Streets Project Delivery Manual, and the street type, along with further analysis of applicability of future land use, traffic volume, and functional classification should inform the creation of a Streets Plan for the City to replace the outdated Major Roads Plan.

Street Typology and Design

Mobility projects proposed for Memphis should include a combination of road enhancements and expansion of the existing greenway/pathway system. The street types are depicted on the Street Types Map. Street designs are illustrated in the typical sections in the following pages. Two key differences exist between these street typologies and those previously used in the City: first, they are context-specific and are related to particular future land uses developed as part of the Memphis 3.0 planning process. The street types and future land uses are correlated through the Applicability Matrix (shown on the previous page) so that streets within each future land use are contextually consistent with the surrounding land use and vision, and the streets enable that vision to be implemented. Second, the street types are not categorized in a conventional manner; there are more street types than typically covered by the Memphis Roadway Regulatory Plan’s classification of “thoroughfare,” “connector,” and “neighborhood” streets, or the conventional functional classification of “arterial,” “collector,” and “local” streets. However, the table below shows the relationship between the new street typologies and those used in the Complete Streets Project Delivery Manual and the Roadway Regulatory Plan. Consistent with the Complete Streets Project Delivery Manual and the Roadway Regulatory Plan, the street types promote flexibility in the relationship with conventional functional classifications. Following the adoption of the Comprehensive Plan, a separate but related update to the City’s Major Roads Plan will be developed, merging the efforts of the Street Typology, Complete Streets Project Delivery Manual, and Roadway Regulatory Plan into a single, unified Streets Plan that more clearly articulates the relationship with functional classification. The entirety of the Street Typology with examples can be viewed in the Memphis 3.0 Comprehensive Plan. It is important to note the Street Typology should not be construed to negatively impact funding for road projects underway at the time of plan’s publication, nor does it require typical sections to be followed. The Street Typology section is intended as a guide.

Typology Related to Memphis Roadway Regulatory Plan Classification

<table>
<thead>
<tr>
<th>Place Type</th>
<th>Alley</th>
<th>Rural</th>
<th>Local</th>
<th>Shared</th>
<th>Avenue</th>
<th>Boulevard</th>
<th>Main</th>
<th>Transit Mall</th>
<th>Parkway</th>
<th>Industrial/Freight</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thoroughfare</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
</tr>
<tr>
<td>Connector</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
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<td>●</td>
</tr>
<tr>
<td>Neighborhood</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>●</td>
</tr>
</tbody>
</table>
Street Types Map

This map shows street types for every road in the City. To view a larger version of this map, go to https://www.memphis3point0.com/maps.

- Alley
- Avenue
- Boulevard
- Industrial Freight
- Limited Access
- Local
- Main
- Parkway
- Rural
- Shared Street
- Transit Mall

Example street type from the Comprehensive Plan

Parkway

A Parkway Street is a regional travel facility that typically coincides with State routes and designated freight and transit routes. Parkway Streets can occur in residential areas or in areas of office and retail commercial frontage, sometimes with multiple intersections and access to businesses. Parkway Streets are four lanes in width with a landscaped continuous center median and left turn pockets at intersections and key access points. Parkway Streets should offer accommodations for pedestrians and bicycles in a facility such as a shared use path at the right of way edge, separated bicycle lanes, or a separated cycle track. North Parkway, Summer Avenue, Germantown Parkway, Jackson Avenue, and Winchester Road are examples of Parkway Streets.

STREET TYPE
STREET DESIGN PARAMETERS

- **Right of Way**: 90’-124’
- **Number of Lanes**: 4
- **Parking On-Street**:
- **Sidewalks**: Yes
- **Bicycle Facilities**: Buffered Bike Lane
- **Drainage**: Closed (curb + gutter); context dependent
- **Median**: Yes, with left turn bays
- **Streetscape**: Appropriate street trees in median and green strip
- **Furnishings**: Yes, benches and shelters related to transit service
- **Lighting**: Yes

Component Description Dimensions

- **A Travel lane**: 10-11''
- **B Parking**: 7'
- **C Bike Lane**: 6'
- **D Median**: 10’ minimum, 15’ preferred
- **E Sidewalk**: 5’ min. – 6’ is’ preferred
- **F Green Strip**: 5’ minimum
- **K Buffer**: 2’ minimum

**Target Speed**: 35 MPH
The key to the success of Memphis 3.0 is maintaining broad community support for sustained action. Following approval by the Memphis and Shelby County Land Use Control Board and adoption by the Memphis City Council and the Shelby County Board of Commissioners, Memphis 3.0 must maintain broad community support for sustained action to enact policies, fund targeted investments, and establish partnerships that will initiate transformative, Citywide change. The Memphis 3.0 Comprehensive Plan is the leading policy guide for the type, intensity, and concentration of growth for the City of Memphis and guides future public and private investment. The Office of Comprehensive Planning is the lead agency to facilitate the plan’s implementation and to guide other City of Memphis departments to ensure consistency and conformance. The Office will continue to work with external partners and community building agencies to ensure the plan remains responsive to the direction of the community and inclusive of diverse voices across Memphis.

The implementation of the Comprehensive Plan is achieved in three primary ways: policies, investments, and partnerships. The implementation recommendations contained in this plan can be found in Part 3: Plan Elements. The Plan Elements of Land, Connectivity, and Opportunity encompass the core elements of how the Memphis 3.0 Comprehensive Plan can shape the community’s future through 2040 and throughout our third century.

Tools for Implementation

Policies
Policy recommendations support the goals and objectives of the plan and if applied, will result in compact, but impactful, growth. Many policy recommendations focus on aligning goals, advocating for change at the State level, and encouraging multiple benefits from one action or improvement. The Plan Elements contain policies that direct how our City can make smarter land use decisions, promote better connectivity and access, and work to achieve greater prosperity and opportunity. These Plan Elements are guided by Part 2: Our Framework For Change, a statement of the plan’s vision and theory of change and recommendations for the future form and character of places in Memphis. Many of the recommendations related to policy and investment are directly related to future land use and supporting infrastructure. Any future growth plans related to infrastructure and development should be guided by the Comprehensive Plan.

The Unified Development Code (UDC) provides zoning and subdivision regulations for the City of Memphis and unincorporated Shelby County and is a key tool to implement the land use framework in this plan. Refinements to the UDC should be further studied to ensure that zoning regulations can effectively guide development patterns that align with the Memphis 3.0 plan. This may include mixed-use zones to be compatible with Memphis’ broad range of Community Anchors, recalibration of industrial zone districts to be more compatible with mixed-use neighborhoods where appropriate, and the introduction of new standards and tools to accommodate transitional land uses.

Each land use type correlates land use designations with implementing zone districts of general compatibility. Within anchors, anchor neighborhoods, and other areas where change and reinvestment are anticipated, Small Area Plans provide detailed direction for comprehensive land use and zoning modifications, transportation and mobility upgrades, urban design guidelines, financing strategies, and other physical planning and public investment projects. Zoning amendments ensure that the form, intensity, and character of infill development aligns with community aspirations. Small Area Plan implementation should be prioritized for anchors where a more detailed planning process is warranted. More on Small Area Plans can be found in Goal 1.

In addition to the land use map, the Comprehensive Plan also includes a street types map and street typology framework to guide the design of public right-of-way to align with surrounding land use. Previously, the City relied on an outdated Major Roads Plan to identify future right-of-way needs and street design. In more recent years, the City has undertaken the development of a Complete Streets Project Delivery Manual and Roadway Regulatory Plan to set new
standards for street design based on principles of Complete Streets. The plan helps to promote a framework whereby a new Streets Plan can be developed to combine these efforts, further consider surrounding land use, transportation demands, and replace the City’s Major Roads Plan.

**Investments**

The Comprehensive Plan guides investments made by public agencies and seeks to guide investments from the private, philanthropic, and nonprofit sectors. Within the public sector, the primary vehicle for public investment is the use of capital improvement funding. Recommended capital improvements are presented in the Investment Focus sections within the Plan Elements and District Priorities. These Investment Focus sections describe guidance broadly on how the City can better direct dollars to communities.

The Memphis 3.0 Comprehensive Plan is intended to be amended to include future small area plans or systems plans to further define investment guidance. Subsequent Small Area Plans may be developed in anchors and anchor neighborhoods that more specifically define investment recommendations in these areas beyond those projects identified as Investment Focus. Subsequent systems plans, for areas such as sewer or parks, for example, may also be developed to more specifically define investment recommendations.

The City’s Capital Improvement Program (CIP) should be guided by the Comprehensive Plan. The plan should be consulted when divisions develop proposals for consideration for CIP funding and when proposals are reviewed, giving credit to projects that demonstrate compliance or adherence to the plan. The CIP scoring criteria should award points for directing resources to areas designated as anchors or anchor neighborhoods, to projects identified in the Investment Focus sections of the Comprehensive Plan or in subsequent small area or systems plans adopted as amendments to the Comprehensive Plan, and to projects that illustrate demonstrated partnership among two or more divisions or agencies of City of Memphis government.

These sections of the plan should also serve as guidance for investment priorities submitted for external funding programs, such as federal, state, or local grants for transportation, infrastructure, housing, public spaces, or other public use. Any program that provides external funding for community use should consult the plan to understand how investments can be made in accordance with the plan, its Anchor strategy, Investment Focus areas, or subsequent adopted small area or systems plans. The use of financial incentives, such as payment-in-lieu-of-tax (PILOT) or tax increment financing (TIF), should also follow similar guidance as found in the recommended policies in Part 3: Plan Elements.

Finally, the City should expand its level of community funding by establishing an Affordable Housing Trust Fund (see Investment Focus in Goal 7: Prosperous and Affordable Communities) and a Community Catalyst Fund (see Investment Focus in Goal 1: Complete, Cohesive Communities). The purpose of these two funds is to seed funding in neighborhoods following the completion of a small area plan for investments that demonstrate the potential for returns.

**Partnerships**

The City cannot implement the Comprehensive Plan alone. Partners are recommended to implement the policy recommendations and to execute targeted investment strategies for both the City and individual districts. Partners come in the form of other governmental bodies and agencies, private partners, nonprofits, and philanthropy. Partnerships, and the roles of partners, are noted throughout various sections of the plan.
Goals and Objectives
The plan consists of eight goals organized by the Land, Connectivity, and Opportunity elements that support the Build Up, Not Out vision. The goals describe the future condition of the City and objectives provide more detail with measurable desired outcomes.

Actions
Each objective is supported by a series of policy recommendations to be considered in the short, medium, or long-term that suggest regulatory changes, investment, and partnership recommendations. Policy recommendations are cross-functional and support the guiding values established at the start of the planning process.

Sample Page from Comprehensive Plan

LAND
Memphis is a smart, sustainable City that anchors growth and density in the core and today’s neighborhoods and prevents prolonged disinvestment in communities across the City.

- Goal 1: Complete, Cohesive Communities  p.31
- Goal 2: Vibrant Civic Spaces  p.38
- Goal 3: Sustainable and Resilient Communities  p.42

CONNECTIVITY
Memphis is a connected and accessible City that invests in infrastructure and mobility options that provide access to opportunities and services for all populations.

- Goal 4: High Performing Infrastructure  p.47
- Goal 5: Connected Corridors and Communities  p.52

OPPORTUNITY
Memphis is a City of opportunity that focuses on access, affordability, and civic capacity for a prosperous and inclusive community.

- Goal 6: Equitable Opportunities  p.56
- Goal 7: Prosperous and Affordable Communities  p.61
- Goal 8: Engaged Communities  p.65
OBJECTIVE

Focus future growth and density in and around Community and Citywide Anchors

ACTIONS

1.1.1 Within anchors and anchor neighborhoods, ensure that zoning designations support, maintain, and encourage walkable, mixed-use infill development.

1.1.2 Create a comprehensive and flexible package of financial incentives to assist infill development around Citywide and Community Anchors.

1.1.3 Target financial incentives to support growth in Accelerate and Nurture anchors.

1.1.4 Provide administrative incentives for targeted anchors, including expedited plan review and permitting, regulatory assistance, and prioritized code and environmental enforcement.

1.1.5 Support and establish entitlement assistance programs that support well-designed infill development within and around anchors and anchor neighborhoods.

1.1.6 Develop and adopt a protocol for identifying and conducting small area planning to support quality growth and density around anchors and anchor neighborhoods.

1.1.7 Develop and implement inclusive, community-based small area planning to catalyze infill development and infrastructure improvements in anchors and anchor neighborhoods.

1.1.8 Align and prioritize Capital Improvement Program investments that facilitate infill growth and reinvestment in and around Community and Citywide Anchors.

1.1.9 Review and revise scoring criteria for capital improvements to emphasize projects that support infill by addressing multiple objectives of the Comprehensive Plan.

1.1.10 Align and strengthen land use policy and incentives to support transit-oriented and transit-supportive infill development in and along target anchors and corridors.

1.1.11 Increase and enhance multimodal access and connectivity to civic spaces that promote community gathering within anchors.

1.1.12 Support the creation of new public spaces within and around anchors and anchor neighborhoods.

1.1.13 Support the creation and rehabbing of public spaces within and around anchors to create central spaces to gather and interact.

1.1.14 Integrate local amendments to building and fire codes that promote density and infill, walkable streets, and reduced curb radii.

1.1.15 Adopt the land use plan to guide development patterns and decisions.

1.1.16 Adopt and follow the land use typologies to determine consistency with zoning and land use decisions.

1.1.17 After the adoption of the land use plan and streets plan, develop a Citywide map of frontages and adopt into the UDC.

1.1.18 Review and update maximum setbacks in the frontage standards of the UDC to promote more active streets.

1.1.19 Consider the adoption of building standards within the UDC’s frontage requirements.

1.1.20 Explore the elimination of parking requirements or setting parking maximums in Citywide Anchors.

1.1.21 Explore the elimination of parking requirements or setting parking maximums in along high frequency transit corridors.

1.1.22 Continue current policy limiting extension of sewer service beyond the City’s limits.

1.1.23 Ensure application of street types is made in conformance with anchors and future land use plan.

1.1.24 Prioritize upgrade and expansion of sewer capacity in a manner that aligns with Citywide and Community Anchors, degree of change, and land use.

1.1.25 Ensure repair, maintenance, upgrade, and expansion of infrastructure supports mixed-use development, particularly in Citywide and Community Anchors.

1.1.26 Focus capital investments in constrained sewer basins that support growth in Accelerate anchors.

1.1.27 Identify and prioritize upgrades needed in utility infrastructure that supports Citywide and Community Anchors.

1.1.28 Expand utility infrastructure to support mixed use development in Citywide and Community Anchors.

1.1.29 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.

1.1.30 Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors, preserving and integrating existing affordable housing where possible.

1.1.31 Increase infill and redevelopment that locate residential, employment, and retail uses near each other to maximize transit and active transportation.

1.1.32 Identify and prioritize upgrades in streetscape amenities such as lighting, furnishings, and shade.
Goal 1: Complete, Cohesive Communities

OBJECTIVE 1.2
Promote a high standard of design and build upon unique characteristics of communities when promoting new development

ACTIONS

1.2.1 Over time, align the zoning map with the recommendations of the future land use planning map through the small area planning process.

1.2.2 Use the small area planning process to guide City-initiated comprehensive rezonings, prioritizing anchors to promote compatible infill development.

1.2.3 Develop a set of architectural and urban design principles for development in the City that are adopted into the Unified Development Code.

1.2.4 Ensure design principles are consistent with adopted design guidelines of Downtown and historic districts.

1.2.5 Study transitions in height, density, and massing between residential and mixed-use zones to ensure building forms promote more dense forms of infill in a manner that is compatible with existing development.

1.2.6 Revise and improve the contextual infill standards in the UDC to clarify and strengthen their intent, design options, and enforcement.

1.2.7 Use the small area planning process to establish design guidelines or other infill design resources to guide infill development in anchors and anchor neighborhoods.

1.2.8 Use the land use plan and small area planning process to streamline the application and enforcement of overlays and special purpose districts in the UDC.

1.2.9 Ensure protections are in place to minimize displacement as communities experience new growth.

1.2.10 Ensure adequate protection in historic overlay districts to respect historic character, but permit varying intensities, transitions, and compatibility.

1.2.11 Engender a high-quality built environment within anchors across the City through design standards, a coordinated public realm, and placemaking investments.

1.2.12 Re-establish the position of Deputy Administrator of Office of Planning and Development to serve in a leadership role in elevating an architectural and urban design focus in plan review.

1.2.13 Hire a Deputy Administrator with architectural and urban design training and experience.

1.2.14 Assign the Deputy Administrator of Office of Planning and Development as the Secretary of the Memphis Landmarks Commission.

1.2.15 Focus training and education resources to elevate knowledge and practice of architectural and urban design among planning staff.

1.2.16 Hire additional planning staff with background and skills in architecture, landscape architecture, and urban design.

1.2.17 Establish a cross-departmental design team in Division of Planning and Development to elevate standards of architectural and urban design in plan development and plan review process.

1.2.18 Encourage the use of preservation tools to preserve historic building structures and sites that are significant to the history of Memphis.

1.2.19 Advocate for the passage of State legislation supporting the Historic Rehabilitation Investment Incentive Act or other similar legislation.

1.2.20 Strategically encourage the use of historic tax credits to improve historic anchors or corridors with historic significance.

1.2.21 Discourage demolition of historically significant structures and building types by developing a historic review when applicable.

1.2.22 As Citywide Anchors experience more density, ensure green space is incorporated to provide community common areas.
Overview
In accordance with the Memphis 3.0 Comprehensive Plan, the City will target public investment and incentives in and around key anchors in the City to promote growth in those areas, spur economic development, and create more positive momentum in neighborhoods throughout the City. The Memphis 3.0 Comprehensive Plan process has identified anchors in each planning district to focus future public and private investment efforts. Anchors are recommended to change over time in one of three ways: Accelerate, Nurture, and Sustain. The City-funded Community Catalyst Fund is designed to focus resources in Accelerate and Nurture anchors and surrounding anchor neighborhoods to seed catalytic change in these areas in the short and long term.

Guiding Principles
In activating this new resource, guiding principles should be established following the Comprehensive Plan. These are: (1) funding should be recurring or allowed to replenish; (2) the fund should seek to leverage private/philanthropic dollars to complement City funds; (3) funds should be targeted in areas defined by the Comprehensive Plan as Accelerate and Nurture anchors in order to be most effective; (4) investment of funds should follow guidance from a small area plan or system plan.

Sources and Uses of Funding
The initial source of funds is a $2,000,000 seed from the City of Memphis with an annual recurring source from the general fund. The fund will seek to leverage private and philanthropic sources to expand the pool of funds available.

Planned uses of funding include public improvements such as streetscape improvements, road diets, pedestrian improvements, wayfinding signage, gateway markers, transit improvements, sewer upgrades, stormwater solutions, public wifi, and civic spaces such as parks and greenways. The City will look to make incremental investments in anchors and anchor neighborhoods that have potential for significant change in communities and ability to attract additional investment. The City will rely on Small Area Planning to incorporate input from the community and steer the use of funds to the greatest needs in the selected areas.

**Investing in Anchors.** The Memphis Community Catalyst Fund is recommended as a funding source to complement other City funding streams to target in anchors and anchor neighborhoods to spur growth.

**Small Area Plans.** The Small Area Plan gives the City a tool to focus efforts in an anchor to identify future design opportunities and determine optimal investments to achieve goals for growth.
OBJECTIVE

1.3 Develop strategies that reduce blight and vacancy

ACTIONS

1.3.1 Strategically follow and apply the Vacant Lot Activation Toolkit to encourage short, medium, and long term uses for vacant lots.

1.3.2 Assess vacant land throughout anchors and communities for strategic land assembly and re-use.

1.3.3 Conduct regular assessment of vacant parcels and conditions throughout anchors and communities to determine necessary interventions.

1.3.4 Create a database of known vacant parcels in anchors and anchor neighborhoods and update semi-annually to be used as a resource in future land assembly.

1.3.5 Expand database of known vacant parcels to include all areas of the City and determine feasible means and schedule of update.

1.3.6 Explore the feasibility of pursuing quiet title action to obtain a clear title before sale on assembled tax sale property to promote development.

1.3.7 Focus redevelopment efforts for vacant parcels within one-quarter mile of anchors (anchor neighborhoods).

1.3.8 Outside of anchor neighborhoods, consider transitional land uses for vacant properties following the Vacant Lot Activation Toolkit.

1.3.9 For residential areas experiencing high rates of vacancy (greater than 20%) and adjacent to health or environmental hazards, develop transitional land use plans pursuant to community guidance.

1.3.10 In transitional areas, focus land use recommendations on increased greening and creation of open spaces, environmental remediation, hazard protection, and stewardship.

1.3.11 Focus more dense forms of development pursuant to the Vacant Lot Activation Toolkit closer to anchors, transitioning from forms such as cottage courts and fourplex lots to home lots for one and two-family residential at the edges of anchor neighborhoods.

1.3.12 Focus expanded lot transitional uses in lower density communities further from anchor edges.

1.3.13 Apply nature lots and flood lots as transitional uses at community edges, particularly where communities border health or environmental hazards or buffer land use incompatible with residential uses.

1.3.14 Identify opportunities to apply flood lots throughout communities to address persistent stormwater issues.

1.3.15 Generally, focus location of community lot transitional uses (intended as small parks, gardens, or farms) closer to existing community uses (such as parks, schools, community centers, or other public uses), but act pursuant to community guidance.

1.3.16 Make use of underutilized open space at parks and community centers for green infrastructure, play grounds, trails, etc.

1.3.17 Create short and long-term activation solutions for vacant buildings of cultural or historical significance.

1.3.18 Coordinate efforts of Shelby County Land Bank with Blight Authority Land Bank and the Community Redevelopment Agency (CRA) to assemble, transfer, and maintain land for future development and transitional use.

1.3.19 Develop a comprehensive brownfield remediation strategy to address environmentally contaminated properties to address blight and unlock opportunities for community and economic development.

1.3.20 Continue support and implementation of the Blight Elimination Charter and efforts led under the charter by the collaborative Blight Elimination Steering Team.

1.3.21 Amend and adopt current versions of the International Property Maintenance Code as applicable.

1.3.22 Move Zoning Enforcement under Office of Planning and Development and increase focus on enforcing the Unified Development Code (UDC).

1.3.23 Better align and communicate efforts and regulations of City Code Enforcement and OPD Zoning Enforcement section to improve reporting, response, compliance, and enforcement.

1.3.24 Explore adding additional recycling and trash dropoff locations in areas with excessive dumping.

1.3.25 Develop and maintain a Citywide rental property registry to ensure greater compliance and enforcement of codes.
OBJECTIVE

1.4 Align policy and resources to promote mixed-income communities

ACTIONS

1.4.1 Promote a mix of housing types to ensure households at all income levels have affordable, quality options.

1.4.2 Establish a Citywide residential sites inventory for vacant and underutilized sites within anchors and anchor neighborhoods.

1.4.3 Promote and market residential sites inventory appropriate for mixed-income development through periodic workshops for private/nonprofit developers.

1.4.4 Align City programs and resources with strategies to integrate and deliver low-income and affordable housing as part of new development.

1.4.5 Revise City and County housing programs aimed at promoting single-family homeownership to also include structures of up to four units and accessory dwelling units.

1.4.6 Consider and provide incentives to developers to integrate and deliver low-income housing as part of new development, such as financial assistance or streamlined review.

1.4.7 Promote diversity of housing types to expand choices that meet financial and lifestyle needs and demands of existing and new residents.

1.4.8 Relax regulations on accessory dwelling units to allow smaller lots to add units by right in order to promote infill, income generation, and family support.

1.4.9 Advocate for state legislation to expand the definition of residential development to include more than two units to promote development of missing middle housing.

1.4.10 Advocate for state legislation to permit assessment of missing middle housing at a rate lower than existing commercial development rate to promote a diverse range of affordable, quality infill housing.

1.4.11 Update building codes and fee structure to treat structures of up to four units as residential construction.
OBJECTIVE

1.5 Strengthen neighborhood commercial districts

ACTIONS

1.5.1 Focus residential infill efforts in anchor neighborhoods to support anchors and neighborhood commercial districts with appropriate population density.

1.5.2 Focus code and environmental enforcement efforts in anchors and anchor neighborhoods to improve the physical environments around commercial activities.

1.5.3 Develop a small business creation, attraction, and retention strategy to support and strengthen community-oriented retail and services within Community Anchors.

1.5.4 Pilot tenant attraction efforts in select anchors to build critical mass and experience that can scale to other anchors.

1.5.5 Establish a neighborhood commercial improvement fund to assist with building improvements, tenant build-outs, and infrastructure improvements needed in anchors.

1.5.6 Support the redevelopment and intensification of underutilized commercial properties within Community Anchors.

1.5.7 Support and encourage the adaptive reuse of existing underutilized structures and properties in Citywide and Community Anchors for business development.

1.5.8 Create or expand neighborhood-based entities to assist with and support the revitalization of Community Anchors.

1.5.9 Improve walkability and multimodal access within and around community and Citywide Anchors to promote local economies and connect neighborhood residents and local businesses.

1.5.10 Incentivize businesses to hire from within the neighborhood surrounding the anchor while reserving space for local businesses in the larger developments.

1.5.11 Preserve and protect existing businesses in Community Anchors with an emphasis on legacy businesses that have contributed to neighborhood history and identity.

1.5.12 Promote and leverage tactical urbanism interventions in Community Anchors to stimulate neighborhood commercial activity.

1.5.13 Support local businesses and minority- and women-owned businesses by promoting buy local campaigns.

1.5.14 Explore use of linear tax increment finance (TIF) districts and business improvement districts (BIDs) to revitalize and strengthen commercial corridors.

1.5.15 Promote diversity of housing types to expand choices that meet financial and lifestyle needs and demands of existing and new residents.
OBJECTIVE

Increase access to wellness opportunities and quality fresh foods

ACTIONS

1.6.1 Implement strategies of the Mid-South Regional Food System Plan, beginning with the establishment of a food value chain facilitator within a centralized, regionally-focused organization.

1.6.2 Comprehensively address food insecurity, focusing on communities with low access to healthy foods.

1.6.3 Support, maintain, and attract a broad range of healthy food sources within Community Anchors, including full-service grocery stores, food markets, community gardens, and farmers’ markets.

1.6.4 Expand the Healthy Corner Store initiative by providing assistance to encourage corner stores to carry fresh, healthy, and quality foods.

1.6.5 Work with city and community advocates/partners to identify suitable sites for community gardens and urban agriculture within and around Community Anchors, including neighborhood organizations, churches, schools, and public parks and open spaces.

1.6.6 Partner with County, charter, and private schools to create and sustain school gardens as an integrated component of a healthy foods curriculum.

1.6.7 Work to connect County, charter, and private schools, community childcare facilities, and other institutions with local healthy food producers to support and sustain farm-to-table initiatives in Community and Citywide Anchors.

1.6.8 Advocate for policies and incentives supporting the purchase of regionally and sustainably produced healthy foods in schools and healthcare facilities.

1.6.9 Partner with healthcare organizations to promote, support, and expand the availability of public health services and programs.

1.6.10 Partner with businesses, healthcare organizations, schools, and residents to promote local, preventative health education programs.

1.6.11 Prioritize the rehabilitation and supply of parks, greenways, and recreation amenities, especially in underserved areas of Memphis, to encourage physical activity.

1.6.12 Implement streetscape enhancements such as shade trees, awnings, public art, and pedestrian amenities to encourage people to be physically active.

In 2035, we envision a Mid-South Region where:

- Specialty crops, livestock, and local food processing offer family-sustaining income for our residents
- Fresh and healthfully preserved local produce is accessible to, and chosen by, individuals at all income levels
- Waste is recovered for productive reuse throughout our food system

5 Priority Interventions

- Bolster New Producer Training and Support
- Develop a Regional Agritourism Narrative
- Enhance Food Desert and Low-Income Retail Models
- Expand Institutional Gardening and Composting
OBJECTIVE

2.1 Develop new master plans for parks and public facilities

ACTIONS

2.1.1 Initiate the process of creating a new parks master plan for the City of Memphis that addresses park, recreation, athletics, and open space priorities.

2.1.2 Conduct a Citywide assessment of existing parks, community centers, golf courses, athletic fields and sports facilities.

2.1.3 Conduct a comprehensive gap analysis of parks and civic spaces to identify new opportunities to create park, recreation, athletic, and open space amenities throughout communities.

2.1.4 Ensure robust community engagement to identify needs and preferences of residents and neighborhoods.

2.1.5 Develop and maintain a prioritized parks master plan to guide future public investment and leverage opportunities for a community-focused park system.

2.1.6 Follow the vision and guidance of the Mid-South Regional Greenprint plan in the development of the City’s parks master plan.

2.1.7 Create new parks and trails that connect communities to rivers, lakes, and other water bodies throughout the City.

2.1.8 Prioritize creation and protection of large green spaces or green space hubs that anchor the regional Greenprint network.

2.1.9 Create new links and loops between hubs following the regional Greenprint plan.

2.1.10 Create new parks and green spaces to ensure residents are within proximity to parks and trails.

2.1.11 Plan for incorporating a diverse range of active and passive recreation amenities into green spaces in an environmentally sensitive way.

2.1.12 Review park features and amenities to ensure assets are high quality and appropriate for surrounding communities.

2.1.13 Expand the City’s open space network by connecting the Greenprint network with existing parks and identifying land uses that can transition to open space.

2.1.14 Ensure all anchor neighborhoods have a park or civic space by creating new spaces, including pocket parks, where necessary.

2.1.15 Create a public realm plan that captures excess and underutilized right-of-way for environmental and community benefit.

2.1.16 Develop a facilities master plan for other community-serving civic buildings, including police stations, fire stations, and libraries, that aligns facility needs with future growth and land use recommendations.
**Objective 2.2**

**Improve access and use of existing parks, green space, greenways, and open space**

**Actions**

- **2.2.1** Create an inventory of parks access points and assess the equitable distribution and quality.
- **2.2.2** Analyze the suitability of access points to ensure visibility and accessibility of civic spaces.
- **2.2.3** Utilize marketing, wayfinding, and all forms of media to promote the benefits and use of open space infrastructure for recreational, community, and environmental benefits.
- **2.2.4** Create, fund, and execute pilot projects to address maintenance and safety issues in underused parks.
- **2.2.5** Plan and execute regular organized activities at pilot project sites to encourage greater use, demonstrate improvements, and catalyze additional improvements.
- **2.2.6** Continue activities and expand to new sites by securing necessary commitments, resources, and organizational capacity.
- **2.2.7** Prepare, update, and share plans for park improvements, maintenance, safety, and facility asset management.
- **2.2.8** Issue public notices when civic assets or facilities are being redesigned.
- **2.2.9** Incorporate standards compliant with the Americans with Disabilities Act (ADA) into planning for parks, greenways, and other public open spaces.
- **2.2.10** Assess park access and develop strategies to encourage connectivity between public space, bikes, and pedestrians.
- **2.2.11** Collaborate with other organizations to fulfill park maintenance and beautification needs.

**Photo:** City of Memphis
OBJECTIVE

2.3 Invest in civic space improvements that provide multiple community and environmental benefits

ACTIONS

2.3.1 Invest in a high level of design, stewardship, and maintenance in public spaces to increase utilization.

2.3.2 Design parks to serve as gateways to a connected network of green infrastructure.

2.3.3 Establish and maintain links between park/open space and neighborhood anchors to ensure residents are within proximity to parks and trails.

2.3.4 Prioritize green infrastructure within new facilities and civic space design.

2.3.5 Prioritize civic spaces that promote and grow additional benefits and programs in the community.

2.3.6 Invest in civic space improvements within anchor neighborhoods to support active social places.

2.3.7 Work to incorporate native plants into public parks and civic spaces to reduce maintenance costs and improve natural systems.

2.3.8 Seek opportunities to create interconnected open space networks by integrating pocket parks in high vacancy neighborhoods.

2.3.9 Integrate public art and cultural resources into development, design, and landscapes across the City.

2.3.10 Connect cultural resources, historic sites, and communities through greenways and trails.

2.3.11 Strategically improve public ROW within anchors and along major corridors as vibrant, civic spaces.

2.3.12 Ensure a proper transition to rural land use on the urban fringe by aggregating land into open space while eliminating blight.

2.3.13 Partner with local community organizations to maintain and manage open space assets.

2.3.14 Prioritize a suitability analysis to determine City lands that can utilize the Conservation Reserve Program.

2.3.15 Transition passive park space to ecologically productive uses such as reforestation or restoration of native vegetation.
**OBJECTIVE**

**2.4**

Create productive community assets from underutilized land

**ACTIONS**

2.4.1 Outside of anchor neighborhoods, consider transitional land uses for vacant properties following the Vacant Lot Activation Toolkit.

2.4.2 For residential areas experiencing high rates of vacancy (greater than 20%) and adjacent to health or environmental hazards, develop transitional land use plans pursuant to community guidance.

2.4.3 In transitional areas, focus land use recommendations on increased greening and creation of open spaces, environmental remediation, hazard protection, and stewardship.

2.4.4 Apply nature lots and flood lots as transitional uses at community edges, particularly where communities border health or environmental hazards or buffering land use incompatible with residential uses.

2.4.5 Identify opportunities to apply flood lots throughout communities to address persistent stormwater issues.

2.4.6 Generally focus location of community lot transitional uses (intended as small parks, gardens, or farms) closer to existing community uses (such as parks, schools, community centers, or other public uses), but act pursuant to community guidance.

2.4.7 Decrease barriers that impede the creation of community lots that include access and fees to water sources.

2.4.8 Within transitional land use areas, work to identify and convert underutilized properties into open space, green infrastructure, public parks, wildlife habitat restoration areas, and corridors.

2.4.9 Within transitional industrial areas, assess brownfields and other underutilized post-industrial properties for appropriate re-use, including alternative energy sources, phytoremediation, buffer zones and green infrastructure, and low-impact development.

2.4.10 Within transitional land use areas, create a simple process offering incentives for the acquisition and reuse of abandoned/tax-delinquent properties for public or open space.

2.4.11 Within transitional commercial areas and underutilized properties, transform impervious surfaces and unused parking areas into open space and green infrastructure.

2.4.12 Make use of underutilized open space at parks and community centers for green infrastructure.

2.4.13 Identify and convert underutilized parks into wildlife and habitat restoration areas and corridors.

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**Investment Focus**

**Putting Our Natural Assets To Work For Livability And Economic Vitality**

The Memphis Riverfront Concept lays out a series of connected investments in five park districts along six miles of Memphis’ waterfront. Investment in executing the concept begins in the core with River Garden and River Line both opened in November 2018. The remediation of the historic cobblestone landing will begin in 2019 along with the crucial centerpiece, Tom Lee Park. The park will be transformed from a featureless mono-scape to a vibrant and dynamic civic space that fosters positive encounters and pride, restores natural ecology and better connects the city to the river. The new Tom Lee Park is anticipated to open in late 2020.
**OBJECTIVE**

### 3.1 Improve health of environmental systems

#### ACTIONS

<table>
<thead>
<tr>
<th>Number</th>
<th>Objective</th>
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<tbody>
<tr>
<td>3.1.1</td>
<td>Allow the transfer of development rights to promote environmental protection and prevent sprawl.</td>
</tr>
<tr>
<td>3.1.2</td>
<td>Encourage compact and infill development to reduce sprawl, limit the expansion of impervious cover, lower vehicle miles traveled, and increase the viability of active transportation, such as walking and biking, and improve air quality.</td>
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<tr>
<td>3.1.3</td>
<td>Reduce the carbon footprint of the City and its residents by implementing the Memphis Area Climate Action Plan.</td>
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<tr>
<td>3.1.4</td>
<td>Encourage green roofs for water retention, energy use reduction, and mitigation of urban heat island effect.</td>
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<tr>
<td>3.1.5</td>
<td>Enhance riparian planting and design strategies for soil stability, bioremediation, ecological function, public access, and aesthetic value.</td>
</tr>
<tr>
<td>3.1.6</td>
<td>Incorporate site resilience factors into zoning and development approvals.</td>
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<tr>
<td>3.1.7</td>
<td>Update the stormwater master plan to align with Comprehensive Plan principles and have it adopted by reference in the UDC.</td>
</tr>
<tr>
<td>3.1.8</td>
<td>Protect, preserve, and enhance precious surface water and groundwater resources, with special focus on the Memphis and Fort Pillow aquifers.</td>
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<td>3.1.9</td>
<td>Create a water authority to direct information gathering, education, and assessment related to surface water and groundwater water quality and quantity.</td>
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<tr>
<td>3.1.10</td>
<td>Protect critical watershed assets with specific emphasis on aquifer recharge areas and wetlands.</td>
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<td>3.1.11</td>
<td>Establish and staff an urban forestry program that works with the City’s Tree Board and private and public partners to promote the health and increase of the urban tree canopy.</td>
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<tr>
<td>3.1.12</td>
<td>Promote establishment of tree canopy beginning with the Memphis Regional Tree Canopy Assessment’s identified priority planting areas.</td>
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<tr>
<td>3.1.13</td>
<td>Direct new development away from the floodplain and discourage expansion of existing development in the floodplain in order to reduce flooding impacts and protect riparian ecosystems.</td>
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<tr>
<td>3.1.14</td>
<td>Plan for and encourage the adoption of cleaner, more fuel-efficient alternative fuel and electric vehicles in order to reduce emissions and improve air quality.</td>
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<tr>
<td>3.1.15</td>
<td>Create controls to prevent landscape irrigation systems from wasting water or excessively producing runoff.</td>
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<tr>
<td>3.1.16</td>
<td>Encourage the conversion of private well abandonment to monitoring wells through the Shelby County Health Department for use in countywide groundwater level surveys.</td>
</tr>
<tr>
<td>3.1.17</td>
<td>Develop a set of realistic strategies to being removing impaired streams from the State’s 303d list.</td>
</tr>
</tbody>
</table>
OBJECTIVE

3.2 Prioritize energy efficiency and clean, renewable energy resources

ACTIONS

3.2.1 Adopt the most recent model building and energy codes for new residential and commercial buildings and explore the adoption of codes with higher standards to reduce energy consumption and promote energy efficiency in the building sector.

3.2.2 Develop a comprehensive strategy to assist homeowners and renters experiencing high energy burdens and set targets for reducing the number of households – particularly low-income households - that pay a large percentage of their incomes to utility costs.

3.2.3 Encourage the local utility, MLGW, to be a leader in clean energy sources.

3.2.4 Explore the feasibility of an energy audit requirement for new and existing home sales.

3.2.5 Integrate energy efficiency and renewable energy standards into City-based economic development incentives.

3.2.6 Create a public/private and multi-city coalition to advocate for the creation of property assessed clean energy (PACE) laws in Tennessee for commercial projects.

3.2.7 Subsidize green building retrofits for businesses and homeowners.

3.2.8 Test pilot projects for community based ownership models of energy and water systems.

3.2.9 Work with MLGW to give economic incentives to homeowners to replace inefficient appliances, including air conditioners, refrigerators, clothes washers, and freezers.

3.2.10 Identify receptive neighborhoods and implement a “Memphis Energy Challenge” to incentivize energy efficiency among residents.

3.2.11 Find additional funding sources to increase the number of low-income homeowners who can receive no-cost energy efficiency improvements through local organizations.

3.2.12 Find additional funding sources to increase the number of low-income homeowners who can receive no-cost energy efficiency improvements through local organizations.

3.2.13 Encourage cool roofs in urban parts of the City to increase cooling efficiency for buildings and to decrease the urban heat island effect.

3.2.14 Require new municipal buildings to meet LEED Silver requirements.

3.2.15 Retrofit existing streetlights to LED.

3.2.16 Commit to purchasing or producing a portion of City electricity needs from renewable sources.

3.2.17 Work with TVA, MLGW, and other partners to shift the electricity generation mix toward more renewable energy sources and fewer fossil fuels.

3.2.18 Optimize waste to energy anaerobic digestion systems to improve methane capture and energy generation.

3.2.19 Work with MLGW, landlords, renters, and community partners to publicize and enforce the Energy Efficiency Rental Ordinance.

3.2.20 Plan for and encourage the adoption of cleaner, more fuel efficient or alternative fuel vehicles, such as electric vehicles, to reduce emissions and improve air quality.

3.2.21 Where feasible, encourage the development of charging infrastructure on city-owned properties.
Goal 3: Sustainable and Resilient Communities

OBJECTIVE

3.3 Expand use and protection of natural landscapes and green infrastructure

ACTIONS

3.3.1 Create development standards that address extreme weather events and climate hazards, heat island effect, and stormwater runoff quality and quantity.

3.3.2 Develop a stormwater best management practices (BMPs) guide to implement green stormwater management solutions on a watershed scale.

3.3.3 Implement Low Impact Development (LID) measures in order to manage stormwater without sacrificing density.

3.3.4 Identify existing parks and trails that could be modified and maintained to provide flood mitigation value.

3.3.5 Create large-scale water detention areas to mitigate downstream flooding in a manner that does not impede urban level density in anchor areas.

3.3.6 Integrate green stormwater infrastructure in street design and in areas of the City with older era of development to reduce sewer infiltration and inflow issues and the need for onsite stormwater detention.

3.3.7 Develop educational programs for the building industry regarding best practices for green infrastructure and stormwater management.

3.3.8 Require land development within the Memphis aquifer recharge area to mitigate infiltration reduction by minimizing loss of quantity and quality.
OBJECTIVE

3.4

Expand sustainable approaches to material and waste management and reuse

ACTIONS

3.4.1 Work with Shelby County and other municipalities to develop a long-term regional solid waste management plan that supports a vision of zero waste.

3.4.2 Incentivize material reuse.

3.4.3 Increase public education programming around sustainable approaches to material and waste management and reuse.

3.4.4 Develop a Citywide Zero Waste strategy within the framework of regional solid waste management efforts.

3.4.5 Require a portion of materials to be recycled or reused on PILOT or TIF projects that include demolition.

3.4.6 Increase landfill fees and encourage separation of waste demolition materials.

3.4.7 Encourage recycling of all building materials by providing recycling incentives for demolition and construction.

3.4.8 Require recycling of fallen trees and material from damaged or collapsed structures whenever feasible.

3.4.9 Enhance and maintain the Citywide network of drainage conveyance infrastructure.

3.4.10 Incentivize recycling to reduce paper and cardboard waste in landfills.

3.4.11 Increase the City’s capacity to divert and process food, yard, and wood waste for productive use.

3.4.12 Incentivize construction projects to utilize repurposed materials.

3.4.13 Identify circular waste economies in Memphis and provide information to potential users.

3.4.14 Find alternate uses for waste tires (such as tires to trails, playground surfacing).

3.4.15 Identify value chain options for mulch, leaf litter, and yard trimmings.

3.4.16 Target efforts to reduce solid waste generation from large commercial, institutional, and industrial entities.
3.5.1 Modify tree and vegetation maintenance programs to minimize falling branches that may cause power outages.

3.5.2 Increase street tree planting to offset urban heat island effect.

3.5.3 Retrofit critical civic buildings to be earthquake resilient.

3.5.4 Ensure that critical civic buildings are accessible during flood events and have backup power, waste and water systems, and emergency shelter space.

3.5.5 Prioritize resilience investments in the City’s most vulnerable communities.

3.5.6 Ensure that each part of the City is adequately served with emergency service facilities, storm shelters, safe rooms, and heating/cooling centers.

3.5.7 Participate in the National Flood Insurance Program (NFIP) Community Rating System to lower flood insurance rates.

3.5.8 Reduce flood and scour risks through selective stream dredging and de-channelization.

3.5.9 Re-grade river banks for stabilization and flood mitigation.

3.5.10 Selectively construct berms, gates, floodwalls, and other hard infrastructure to protect vulnerable neighborhoods from river flooding.

3.5.11 Implement building-scale flood mitigation techniques, including key systems, acquiring temporary flood barriers, and installing non-return plumbing valves.

3.5.12 Adopt floodplain development regulations that exceed the minimum requirements of the National Flood Insurance Program (NFIP).

3.5.13 Selectively bury overhead electrical wires and require in-ground utilities in new subdivisions to reduce power disruptions due to wind and winter weather.

3.5.14 Implement a voluntary buyout program for damaged properties that have suffered from repetitive loss and/or are located on sites with high flood mitigation potential.

3.5.15 Implement a smart grid with distributed automation switches to mitigate and contain future power outages.

3.5.16 Prototype rapid, temporary post-disaster housing solutions and probable setup locations.

3.5.17 Maintain up-to-date resilience data that include key assets, affected systems, threat information, and future climate projections.

3.5.18 Create a public information campaign and one-stop-shop for resilience-related information and resources.

3.5.19 Fund additional resources for post-storm, snow and ice renewal.

3.5.20 Align job training programs with resilience-related workforce needs.

3.5.21 Pre-fund disaster mitigation and recovery through private capital markets.

3.5.22 Provide seismic resilient design guidelines for new development.

3.5.23 Require Environmental Impact Studies for land development/redevelopment to investigate the impact to the Memphis aquifer through aquitard breaches or unconfinement.

3.5.24 Disallow building in floodplains that are susceptible to liquefaction.
OBJECTIVE

4.1 Promote roadway and streetscape design based on surrounding context

ACTIONS

4.1.1 Combine the design and policy elements from the Complete Streets Project Delivery Manual and Roadway Regulatory Plan with the Comprehensive Plan’s street typology to develop into a new streets plan.

4.1.2 Ensure application of street types are made in conformance with anchors and future land use plan.

4.1.3 Follow the order of considerations for travel mode recommended in the Complete Streets Project Delivery Manual.

4.1.4 Ensure mode prioritization is selected relative to land use and street context.

4.1.5 Relate street typologies with functional classification.

4.1.6 Adopt the streets plan as an update to the City’s Major Roads Plan.

4.1.7 Ensure the City Streets Plan and related policies are referenced in the Regional Transportation Plan and related multimodal, safety, and mobility plans of the Metropolitan Planning Organization (MPO).

4.1.8 Develop engineering and design standards manual to aid developers and staff from Division of Planning and Development and Division of Engineering in the application of the streets plan.

4.1.9 Implement interagency plan review process involving staff from Division of Planning and Development and Division of Engineering to ensure street design consistent with the Comprehensive Plan, streets plan, and Unified Development Code.

4.1.10 Ensure street design standards integrate transit, pedestrian, and shared mobility facilities where appropriate.

4.1.11 Improve coordination in planning, design, and implementation of infrastructure and utility improvements.

4.1.12 Revise the Unified Development Code to reference the adopted City streets plan, as appropriate.

4.1.13 Establish a banking system to allow developers the option to pay fair market value of recommended roadway improvements to ensure implementation of the streets plan.

4.1.14 Promote human-scaled streets and streetscapes that accommodate pedestrians, bicycles, transit, and automobiles in areas of higher density.

4.1.15 Within anchors and anchor neighborhoods, balance needs of pedestrians, bicyclists, transit, and automobiles to support surrounding land use.

4.1.16 Encourage frequent and varied connective routes for pedestrians and bicyclists between anchor neighborhoods and anchors.

4.1.17 Establish uniform standards by street type for spacing and selection of street trees.

4.1.18 Ensure street and streetscape design promotes context sensitivity and allows for incremental implementation and deviation as necessary to maintain compliance with federal, state, and local guidelines and approvals.

4.1.19 Explore tactical urbanism pilot projects in key anchors that can become more permanent improvements over time.

4.1.20 Develop communications materials on multiple platforms and conduct ongoing public outreach and education on the values, benefits, and standards associated with conformance to the streets plan.

4.1.21 Encourage the use of alleys in new infill development and to discourage front-loading garages.

4.1.22 Construct new streets or pathways to increase connectivity within large sites.

4.1.23 Allow deviations from typical sections to align with surrounding land use context, existing conditions, and traffic volume.

4.1.24 Prioritize street design quality and enforcement along key gateways and corridors, including interstates and limited access roadways.

4.1.25 Prioritize street design quality and enforcement along key gateways and corridors, including interstates and limited access roadways.

4.1.26 Prioritize street design quality and enforcement along key gateways and corridors, including interstates and limited access roadways.
OBJECTIVE

4.2 Promote safe movement of people and vehicles across all modes of travel

ACTIONS

4.2.1 Adopt a comprehensive Vision Zero goal and action plan to eliminate traffic fatalities and increase safe, healthy, and equitable mobility for all.

4.2.2 Prioritize pedestrian and bicycle improvements within anchors and anchor neighborhoods, starting with accelerate anchors.

4.2.3 Consider multimodal level of service when designing streets for pedestrian and bicycle use.

4.2.4 Coordinate and expand safety and enforcement programs to promote active transportation.

4.2.5 Leverage the redevelopment of large parcels within anchors and anchor neighborhoods to increase connectivity through the creation of new streets and/or connective routes.

4.2.7 When redesigning streets in anchors and anchor neighborhoods where pedestrians and bicycles are present, prioritize multimodal travel to reduce vehicle speeds and ensure surrounding land use is supported.

4.2.8 Work with the Metropolitan Planning Organization (MPO) to implement the recommendations of the Greater Memphis Regional Freight Plan in a manner that promotes freight and goods movement on designated routes.

4.2.9 Promote redundancy in the freight network to ensure efficient movement of freight and goods.

4.2.10 Work with the MPO to ensure future versions of the regional freight plan, bicycle and pedestrian plan, and shared mobility plan reference and incorporate the recommendations of the Comprehensive Plan and streets plan.

4.2.11 Develop engineering and design standards to establish designs for freight routes that meet anticipated freight needs while considering need for safe and continuous bicycle and pedestrian facilities.

4.2.12 Minimize impact of freight corridors on connective networks.

4.2.13 Identify and secure right-of-way for future expansion and upgrade of freight corridors.

4.2.14 Invest in safety infrastructure upgrades along freight corridors particularly where community streets intersect.

4.2.15 Explore standardized permitting and fees for oversized vehicles.

4.2.16 Work with rail agencies to ensure crossing have upgraded and appropriate safety infrastructure.

4.2.17 Require a safety and connectivity study for impacted rail and pedestrian crossings prior to establishing a quiet zone.

4.2.18 Identify opportunities to reduce the number of at-grade rail crossings in the City.
OBJECTIVE

4.3 Promote and support existing infrastructure capacity to service new development and density

ACTIONS

4.3.1 Prioritize and direct resources for the repair and maintenance of infrastructure where new development and redevelopment are anticipated within anchors and anchor neighborhoods.

4.3.2 Prioritize funding for repair and maintenance of City streets in a manner that aligns with future growth priorities, Citywide and Community Anchors, degree of change, and land use.

4.3.3 Ensure repair and maintenance of City streets follows the adopted streets plan and associated design standards.

4.3.4 Prioritize the replacement, maintenance, and upgrading of existing infrastructure within city limits over the extension of new infrastructure into the County outside Memphis.

4.3.5 Prioritize upgrade and expansion of sewer capacity in a manner that aligns with Citywide and Community Anchors, degree of change, and land use.

4.3.6 Ensure repair, maintenance, upgrade, and expansion of infrastructure support mixed-use development, particularly in Citywide and Community Anchors.

4.3.7 Ensure adequate annual funding for infrastructure maintenance.

4.3.8 Focus capital investments in constrained sewer basins that support future growth in anchors, with a priority on accelerate anchors.

4.3.9 Develop City-approved options for developer-supported infrastructure in constrained sewer basins not associated with anchors.

4.3.10 Identify and prioritize upgrades needed in utility infrastructure that support Citywide and Community Anchors, degree of change, and land use.

4.3.11 Promote reduction in energy consumption through efficiency and renewable sources.

4.3.12 Where economically feasible, bury overhead utilities to support vertical growth.

4.3.13 Integrate green stormwater infrastructure in street design to reduce need for onsite stormwater detention.

4.3.14 Prioritize green stormwater infrastructure as an option for detention in areas of the City with older era of development.

4.3.15 Incorporate green infrastructure options in the engineering and design standards manual to aid developers and staff.

4.3.16 Ensure a high level of design quality for green stormwater infrastructure in the public right-of-way.

4.3.17 Allow flexibility in parking requirements to support mixed-use development in Citywide and Community Anchors.

4.3.18 Explore the elimination of parking requirements or setting parking maximums in Citywide Anchors.

4.3.19 Integrate local amendments to building and fire codes that promote density and infill, walkable streets, and reduced curb radii.

4.3.20 Establish a funding source to support repair, maintenance, and upgrade of key corridors and fund transit improvements to connect anchors and job centers.

4.3.21 In high density areas, support parking management strategies to optimize the use of existing resources and reduce the need for new public parking facilities.

4.3.22 Appoint an “infrastructure czar” in City of Memphis government to coordinate across multiple divisions responsible for planning and implementation of new infrastructure assets that support economic growth in communities.
Goal 4: High Performing Infrastructure

**Investment Focus**

**Expand Infrastructure Capacity To Service New Development And Density**

In 2018, Memphis experienced a historic high in construction activity with over $1.5 Billion in combined residential and commercial building. With more in the pipeline, the early years of implementation of Memphis 3.0 will be part of the City’s recent “development boom.” The year prior, the City discontinued the extension of sanitary sewer infrastructure outside the City of Memphis corporate boundaries, aligning with the Build Up, Not Out vision of the plan. To ensure that growth can be accommodated within the City, investments should be prioritized to upgrade the capacity of sewer infrastructure in areas targeted to Accelerate growth, such as the Front Street sewer basin.

**Investment Focus**

**Memphis Innovation Corridor Bus Rapid Transit**

Bus Rapid Transit dedicates a travel lane to transit. The Memphis Innovation Corridor BRT will increase service along one of the City’s major corridors. Students at the Region’s largest university will be directly connected to the heart of Downtown. Younger students will access the main public library with greater ease and the medical field will gain mobility options.
OBJECTIVE

4.4

Invest in smart city infrastructure, including wireless connectivity, broadband, and connected infrastructure

ACTIONS

4.4.1 Develop a Smart City plan for the City of Memphis to mobilize and utilize technology to support goals of connectivity, shared mobility, public safety, innovation, and quality of life.

4.4.2 Create and expand technology applications to allow employees and citizens to better access and improve City services.

4.4.3 Establish guidelines for 5G deployment that aligns with the City’s land use plan and streets plan.

4.4.4 Establish municipal broadband as a public utility.

4.4.5 Expand free Wi-Fi to public spaces, such as parks, community centers, and libraries throughout the City.

4.4.6 Pilot high quality public wireless internet in key anchors and commercial corridors and determine opportunities to scale Citywide.

4.4.7 Evaluate capabilities of utilizing dark fiber across the City to support business and economic generation and the Internet of Things (IoT) innovations.

4.4.8 Integrate artificial intelligence features into public assets throughout the City to address safety, connectivity, asset tracking, and other capabilities.

4.4.9 Develop innovative use of technology to address common issues such as energy and grid use, blight and code violations, crime and safety, and trash and litter.

4.4.10 Prioritize transit, shared mobility, and environmental sustainability in deployment of autonomous transportation.

4.4.11 Integrate electric vehicle charging, shared mobility, and rideshare options into future street design and curb management.

4.4.12 Initiate secured testing of autonomous shuttles in selected areas of the City or related to special events.

4.4.13 Support and expand the City’s Open Data Consortium as a clearinghouse for policy and decision making on Smart City advancements.
Objective
5.1
Increase transportation and mobility options that are accessible to all

Actions
5.1.1 Ensure investments and decision-making foster a holistic transportation network for all users, regardless of age, ability, or mode of transportation.
5.1.2 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.
5.1.3 Increase mobility options through transit and active transportation investments along corridors that connect a variety of uses.
5.1.4 Improve sidewalks and other pedestrian facilities to create continuous paths that promote better walkability.
5.1.5 Design transportation infrastructure to be flexible to changing conditions of land uses, preferences, and technologies.
5.1.6 Prioritize transit, shared mobility, and environmental sustainability in deployment of autonomous transportation.
5.1.7 Increase on-street parking and sidewalk buffers to improve pedestrian safety.
5.1.8 Improve visibility for crosswalks and increase protected crossings to improve pedestrian safety.
5.1.9 Develop connectivity standards that eliminate dead end streets, create street links and create an evenly distributed network of streets.
5.1.10 Eliminate gaps in the transportation network to increase mobility options and promote accessibility of nearby land uses.
5.1.11 Minimize curb cuts along major streets to increase pedestrian safety, improve transit capability and roadway capacity.
5.1.12 Conduct assessments of parking supply in Citywide anchors and high density areas to meet the needs of existing and future residents and businesses.
5.1.13 Review options for rightsizing parking supply and using pricing controls where appropriate to encourage use of transportation choices.
5.1.14 Adopt and fund a comprehensive Vision Zero goal and action plan to eliminate traffic fatalities and increase safe, healthy, and equitable mobility for all.
5.1.15 Identify and communicate to residents where multimodal connections exist.
5.1.16 Establish goals and metrics to track progress of usage and mode share by transit, walking, biking, and shared mobility.
Focus on key corridors to connect anchors and job centers designated for growth by frequent transit and shared mobility

OBJECTIVE

5.2

ACTIONS

5.2.1 Implement and fund the Transit Vision recommended network to achieve ridership and frequency goals in the short-term.

5.2.2 Secure a dedicated funding source for effective, convenient, and frequent transit service.

5.2.3 Identify opportunities for additional frequency over time in accordance with the 2040 long-range element of Transit Vision.

5.2.4 Prioritize opportunities for change in technology in the transit network, with emphasis on fixed route transit in accordance with the long-range element of the Transit Vision.

5.2.5 Locate new transit hubs, as required, around Community and Citywide Anchors.

5.2.6 Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors, preserving and integrating existing affordable housing where possible.

5.2.7 Encourage employers to provide transit passes, bicycle facilities, shared use mobility, and opportunities for carpools/vanpools to increase transportation options to work.

5.2.8 Implement transportation demand management (TDM) strategies, particularly in major employment centers, to shift trips from single-occupancy vehicles.

5.2.9 Expand and enhance transit, carpool, and vanpool programs through branding, outreach, improved infrastructure, and financial incentives.

5.2.10 Establish goals and metrics to track progress of bus ridership, vanpool, and carpool usage.

5.2.11 Increase infill and redevelopment that locates residential, employment, and retail uses near each other to maximize transit and active transportation.

5.2.12 Explore the elimination of parking requirements or setting parking maximums in along high frequency transit corridors.

5.2.13 Prioritize placement of parks, community centers, libraries, schools, and other public facilities along transit routes.

5.2.14 Provide more widely spaced bus stops, where appropriate, with improved amenities (trading shorter walking distances for faster transit service and better facilities), utilizing the Bus Stop Design and Accessibility Guidelines.

5.2.15 Identify funding sources to support repair, maintenance, and upgrade of key corridors and fund transit improvements to connect anchors and job centers.

5.2.16 Increase pedestrian and bicycle facilities, such as bike racks, storage, and shared use mobility stations at transit hubs.

5.2.17 Incorporate dedicated transit lanes along highest frequency and rapid transit corridors and implement road diets where appropriate.

5.2.18 Explore the use of demand response areas and park-and-ride to extend areas of the City and region connected by transit.
OBJECTIVE

5.3

Create greater access to a network of greenways, bikeways, sidewalks, and other modes of active transportation

ACTIONS

5.3.1 Align and follow the adopted Mid-South Regional Greenprint, MPO’s Regional Bicycle and Pedestrian Plan and Sustainability Plan to create a regional interconnected network of parks, greenways, and open spaces.

5.3.2 Provide financial support to implementation of the Greenprint network along key foundational corridors.

5.3.3 Coordinate funding and implementation of facilities that have potential to function as greenways and trails.

5.3.4 Prioritize transportation investments that connect neighborhoods to greenways and trails.

5.3.5 Invest in active transportation infrastructure that links people to anchors, transit, amenities, and other activity centers.

5.3.6 Reduce distances between blocks and increase crossings to enhance walkability and pedestrian safety.

5.3.7 Create dedicated funding sources for public infrastructure such as accessible sidewalks, crosswalks, traffic calming measures, and bike lane improvements.

5.3.8 Adopt urban design standards that ensure safety and accessibility of streets for all users.

5.3.9 Fund and implement the Pedestrian Safety Action Plan to improve safety for students and families walking to schools and adjacent amenities.

5.3.10 Ensure proper enforcement of bicycle and pedestrian spaces to prevent motorized vehicle encroachment.

5.3.11 Provide safe, alternative transportation accommodations for all users when utility maintenance or construction interrupts access.
Goal 5: Connected Corridors and Communities

Investment Focus
Transit Vision 2022

The Transit Vision 2022 shows increased frequency with new, 15-minute headways and 30-minute headways. The need for more frequent and reliable transit service was one of the earliest themes arising from the Memphis 3.0 planning process. To address this need, the Memphis 3.0 Transit Vision was developed. The full Transit Vision can be found in the Special Appendix.

Proposed Frequency
- 10 minutes
- 15 minutes
- 20 minutes
- 30 minutes
- 60 minutes
- 120 minutes

Investment Focus
Transit Vision 2040

The Transit Vision 2040 for the transit network increases the commitment to increased frequency of bus routes. By 2040, most bus routes are recommended to operate 15 or 30-minute headways. The 2040 Long-Term Network is designed to respond to the land use plan, improve transit in the areas most suited to high ridership, and improve service in most areas of the City.

Proposed Frequency
- 10 minutes or better
- 10 minutes/BRT
- 15 minutes
- 20 minutes
- 30 minutes
- 60 minutes
6.1 Increase equitable access to education, quality jobs, and living wages for all residents

OBJECTIVE

6.1.1 Develop a coordinated strategy to achieve a shared vision for equitable economic development led by City leadership and in partnership with stakeholders from communities, economic and workforce development, private sector, philanthropy, and education.

6.1.2 Prioritize strategies that address the disparities in education, employment, income, and wealth that exist among different racial and ethnic groups and neighborhoods in the City.

6.1.3 Increase investment in basic adult education, especially for minorities and other underserved populations.

6.1.4 Continue the City’s commitment to funding early childhood education, especially for minorities and other underserved populations.

6.1.5 Improve coordination among K-12 schools, community colleges, and agencies and non-profits, providing workforce training to build comprehensive career pathways that connect directly to industry jobs.

6.1.6 Establish working groups around specific industry clusters to better align education, workforce training, and economic development strategies.

6.1.7 Enhance the level of resources committed to workforce development, education, and employment pathway development within Economic Development Growth Engine (EDGE)/Greater Memphis Alliance for a Competitive Workforce (GMACW).

6.1.8 Develop comprehensive programs to support job seekers in finding and retaining employment. For example, this could include helping job seekers find job training programs, child care, and transportation.

6.1.9 Assist eligible Memphians in taking advantage of state programs that offer tuition-free college degrees or certifications.

6.1.10 Locate job and workforce readiness centers in neighborhood anchors, especially in low and moderate income communities.

6.1.11 Implement and fund the recommended network from the Transit Vision study to achieve ridership and frequency goals in the short term to better connect workers and students to jobs and education.

6.1.12 Secure a dedicated funding source for effective, convenient, and frequent transit service.

6.1.13 Implement transportation demand management (TDM) strategies in key employment districts, such as transportation management associations (TMAs) and employer-assisted transit passes.


<table>
<thead>
<tr>
<th>Objective</th>
<th>Cost</th>
<th>Benefit</th>
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<tbody>
<tr>
<td>Place-based college scholarships</td>
<td>$5.06</td>
<td>$8.08</td>
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<tr>
<td>Child care for poor, birth to 4</td>
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<tr>
<td>Public school spending increases</td>
<td>$2.13</td>
<td>$5.25</td>
</tr>
<tr>
<td>Universal pre-K</td>
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<td></td>
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<tr>
<td>Comm. College Workforce Ed.</td>
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</tr>
</tbody>
</table>

The City, in partnership with EDGE, the Greater Memphis Chamber, and Memphis Tomorrow, have engaged Mass Economics to develop a cluster study to determine industries and areas that provide the greatest opportunities for improving the job growth trajectory. Below is a preliminary concept map that illustrates potential “accelerate anchors” for economic development.

Like the anchor strategy and degree of change for land use, the anchor strategy for economic development focuses on targeting the City’s efforts in high priority industries and high priority areas of the City. The Mass Economics study uses the term ‘Accelerate’ to mirror the application of Accelerate anchors – places where some market exists, but requires active, intentional support to grow to desired levels – and Sustain anchors – places with robust market interest but mature in form and needing only maintenance of basic infrastructure.

Areas recommended as Accelerate economic development districts include the Airport area, Downtown, South Memphis, North Memphis, and University of Memphis areas. Combined, these areas are estimated to have a capacity of approximately 150,000 jobs and have potential for supporting jobs in transportation, distribution, and logistics, medical devices, blue collar and white collar business-to-business, food and ag tech, and emerging tech clusters.
Goal 6: Equitable Opportunities

**OBJECTIVE**

6.2 Support economic competitiveness by improving quality of life in Memphis communities

**ACTIONS**

6.2.1 Incorporate the Comprehensive Plan’s anchor strategy as a key principle for the coordinated equitable economic development strategy.

6.2.2 Focus growth, development, and investment in and around the major employment and educational institutions in the core city and neighborhoods.

6.2.3 Align and prioritize Capital Improvement Plan investments that facilitate infill growth and reinvestment in and around Community and Citywide Anchors.

6.2.4 Appoint an “infrastructure czar” in City of Memphis government to coordinate across multiple divisions responsible for planning and implementation of new infrastructure assets that support economic growth in communities.

6.2.5 Target financial incentives to support growth in and around Accelerate and Nurture anchors.

6.2.6 Provide administrative incentives for targeted anchors, including expedited plan review and permitting, regulatory assistance, and prioritized code and environmental enforcement.

6.2.7 Amend the Workable Program of the Memphis and Shelby County Community Redevelopment Agency (CRA) to direct future creation of tax increment financing (TIF) districts in alignment with anchors and anchor neighborhoods.

6.2.8 Coordinate public placemaking, infrastructure investments, incentives, and other resources, prioritizing Citywide Anchors.

6.2.9 Conduct a Citywide inventory of brownfield properties.

6.2.10 Work with property owners, employers, and developers in Citywide Anchors to encourage them to provide enhanced pedestrian, bicycle, and other non-vehicular infrastructure when planning for expansions, renovations, or redevelopment projects.

6.2.11 Identify and market existing funding sources available for façade improvements to small retail and restaurant businesses in anchor areas.

6.2.12 Develop and implement a strategy for brownfield remediation, including use of incentives and prioritizing sites to support the anchor strategy.

6.2.13 Conduct an urban land management initiative pilot project to proactively reuse vacant land in existing neighborhoods for urban agriculture, tree farming, habitat restoration, or other uses that would help green the City, create jobs, and improve neighborhood quality of life.

6.2.14 Develop an arts and culture plan for promoting and supporting Memphis’ arts and cultural assets that helps shape Memphis’ identity, create cohesion among the City’s diverse cultural groups, generate entrepreneurship and employment in the creative industries, and reinforce the City’s appeal as a destination for visitors.

6.2.15 Ensure residential areas near industrial uses are protected by appropriate buffers to reduce noise, light, and traffic.
Enhance retention and expansion efforts and focus business attraction activities to maximize local job creation and household earnings

**OBJECTIVE**

6.3

**ACTIONS**

6.3.1 As part of the coordinated strategy for equitable economic development, focus efforts to grow and attract business in specific sectors and cluster industries best suited to the City’s resources, culture, and workforce strengths and identify priority target locations.

6.3.2 Expand tools associated with the payment-in-lieu-of-tax (PILOT) programs for high impact projects in priority sectors and locations.

6.3.3 Target proactive business attraction efforts to firms and industries that help grow Memphis’ innovation economy, pay a high wage premium, and/or create jobs for the local unemployed.

6.3.4 Develop a portfolio of potential sites for business attraction, expansion, and retention, focusing on priority locations.

6.3.5 Build a strategic investment fund to prepare potential sites for high-impact projects.

6.3.6 Target incentives to areas defined as anchors or industrial uses in the City’s land use plan.

6.3.7 In the medium to long term, limit business incentives to firms that locate in the Citywide Anchors or other designated employment centers.

6.3.8 Expand business acceleration and manufacturing extension services for existing, small and midsize businesses, especially businesses in traded innovation industries or export industries that rely on research and development (R&D) and science, technology, and engineering.

6.3.9 Host networking events to connect businesses with investors, community development financial institutions, and other lenders that can provide small business loans.

6.3.10 Develop new marketing and communications materials to ensure that small and mid-sized local business owners are aware of technical assistance and business support programs offered by the City and its partners.

6.3.11 Create more streamlined permitting and licensing processes for existing small and mid-sized businesses that are expanding or investing in their facilities.

6.3.12 Utilize the Downtown Master Plan to guide use of incentives by entities managed by the Downtown Memphis Commission with a focus in anchors and anchor neighborhoods.

6.3.13 Emphasize the reuse of vacant and blighted buildings in Downtown.

6.3.14 Regularly evaluate the effectiveness of business attraction efforts in meeting the objectives of the Comprehensive Plan.

**Accelerating Opportunity Zones.** Memphis has three federally-designated Opportunity Zones, selected due to their connection and inclusion of predominantly Accelerate Anchors.
OBJECTIVE

Support growth and expansion of local and minority-owned businesses

ACTIONS

6.4.1 Prioritize growth of small and mid-sized companies in the coordinated strategy for equitable economic development.

6.4.2 Expand on existing City initiatives to increase minority contracting and scale up minority-owned businesses.

6.4.3 Conduct a small and midsize businesses needs assessment, focused on identifying specific barriers to growth for women and minority-owned businesses (such as permitting process, physical space needs, access to capital, etc.).

6.4.4 Continue, accelerate, and expand the 800 Initiative targeting growth of African American-owned businesses in Memphis.

6.4.5 Increase partnerships between EDGE, EpiCenter, StartCo, Tennessee Economic and Community Development, and other agencies to develop and offer business growth programs, such as the current Inner City Economic Development (ICED) program and the Economic Gardening Program.

6.4.6 Continue efforts to increase the City’s minority contracting, including expanding the capacity of local and minority-owned businesses to take advantage of contracting opportunities.

6.4.7 Implement one-stop business permitting centers in low-income neighborhoods, where entrepreneurs can obtain the City permits and licenses needed to open a business in Memphis.

6.4.8 Support programs that provide business training, firm-to-firm mentoring, and other services that help low-income residents start and grow businesses.

6.4.9 Encourage anchor institutions such as hospitals, universities, and school districts to buy more goods and services locally, and/or implement their own local and minority contracting goals.

6.4.10 Locate business support services in neighborhood anchors, especially in low and moderate income communities.

6.4.11 Expand the availability of goods and services in Memphis communities by supporting small, locally-owned businesses in the Community Anchors, especially women and minority-owned businesses.
OBJECTIVE

7.1 Promote and protect affordable and healthy housing

ACTIONS

7.1.1 Establish an affordable housing trust fund for the City that is supported by dedicated public funding sources.

7.1.2 Create incentives and financial assistance for new, quality rental homes that preserves neighborhood character and supports the City land use plan.

7.1.3 Integrate or expand affordability goals and periods applicable to City-assisted housing developments through mechanisms such as federal HOME funds and low-income housing tax credits.

7.1.4 Explore community land trusts to maintain affordability in markets facing pressure of displacement.

7.1.5 Encourage housing development within affordable communities that serves a variety of income levels.

7.1.6 Revise City and County housing programs aimed at promoting single-family homeownership to also include structures of up to four units and accessory dwelling units.

7.1.7 Expand access to housing resources through a variety of media, including printed materials, virtual methods, and in-person information sharing session.

7.1.8 Create Good Landlord program that recognizes rental property owners for providing quality housing and offers landlord and property maintenance training policy.

7.1.9 Diversify funding resource opportunities for historical character and context-sensitive building projects.

7.1.10 Identify tools to aid in rehabilitation to improve the quality of existing multifamily units.

7.1.11 Establish a minimum affordable housing quantity for future multifamily unit developments.

7.1.12 Promote the construction of accessory dwelling units above garages and cottage/small lots to provide affordable housing options to accommodate future growth.

7.1.13 Relax regulations on accessory dwelling units to allow smaller lots to add units by right in order to promote infill, income generation, and family support.

7.1.14 Advocate for state legislation to expand the definition of residential development to include more than two units to promote development of ‘missing middle’ housing.

7.1.15 Advocate for state legislation to permit assessment of ‘missing middle’ housing at a rate lower than existing commercial development rate to promote a diverse range of affordable, quality infill housing.

7.1.16 Diversify methods of information, sharing regarding existing, current, and impending housing programs and incentives.

7.1.17 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.

7.1.18 Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors to preserve and support affordable housing.

7.1.19 Establish a set-aside of affordable housing units in housing or mixed-use projects involving publicly-owned land.

7.1.20 Include an affordable housing minimum in development requests for residential PILOTs, tax increment financing (TIF), and other public incentives.

7.1.21 Invest in efforts that support home repair and weatherization for low-income populations.

7.1.22 Ensure all new and improved units constructed in part with public funds meet energy efficiency standards no less than those set by MLGW EcoBuild standard.
Investment Focus
Housing Trust Fund

Why does Memphis need an affordable housing trust fund?
Memphis households are severely cost burdened. With decreased federal housing funding and stagnant wages for low-income owners and renters, many need assistance. One in five Memphis families earn less than 80% of the HUD Area Median Family Income (HAMFI), a maximum of $47,972, and pay over half of their income to housing costs. Of these cost-burdened households, two-thirds are renters, making these families face even more obstacles to acquiring affordable housing.

The Memphis housing market changed since the recession and continues to see increased competition for rental units and increase in demand for smaller units driven by a growing percentage of one and two-person households. Among low-income renters and homeowners, lower wages reduce the money available to make necessary maintenance or rehabilitation changes to homes. Over the years, federal programs lowered their funding allocations to grants and housing vouchers. In combination, these issues have created major problems for homeowners and renters alike throughout the City. Due to these significant issues with housing, the Comprehensive Plan recommends that the City establish and invest in the Memphis Affordable Housing Trust Fund (MAHTF) to ensure dedicated public funds meet housing needs of low-income residents.

What is an affordable housing trust fund?
An affordable housing trust fund is a dedicated City funding stream for affordable housing that can be modified according to changing needs over time. This provides local control by addressing Federal funding that may not be available and for shifting community needs by allowing opportunities to leverage other funding sources that may become available. More than 750 AHTFs have been created since the 1970s, showing the success of these funding programs and indicating that its implementation could benefit Memphis.

Cost burdened, households paying more than 30% of income on housing costs.

How will Memphis be impacted by trust fund, who will be helped?
The MAHTF would primarily serve households earning up to 80% Area Median Income (AMI) with the possibility of prioritizing projects that target populations that face additional barriers to housing (for example, homeless, veterans, disabled residents). The affordable housing trust fund will be usable for new construction and rehabilitation of multifamily homes and minor home repair and rehabilitation of single family for households earning up to 50% of the AMI. Other priorities include projects that incorporate energy efficiency and universal design. These projects will be located primarily in anchor and anchor neighborhoods.

Funding will be distributed in the form of grants and loans. The City should work to establish long-term funding sources with appropriate entities. Applicants could include nonprofit developers and housing agencies, for-profit developers (as applicable per Tennessee State Code), along with community development corporations. For more information, visit the City of Memphis Division of Housing and Community Development of Memphis’ website.

Energy burden, an often overlooked form of housing cost burden, is based on the annual utilities by median income. For example, red signifies that people spend more than 10% of their median income on utilities. (Source: Memphis and Shelby County Office of Sustainability and Resilience)
OBJECTIVE

7.2 Increase support and resources for community-based developers and businesses

ACTIONS

7.2.1 Identify emerging developers to implement small-scale development practices by partnering with local community development corporations (CDCs) and community-based organizations.

7.2.2 Build and sustain effective training opportunities for CDCs and small developers to do a range of housing mixed-use projects by sharing decision-making with neighborhood organizations and grounding strategies in neighborhood scale.

7.2.3 Decrease risk for private developers to work in distressed communities by aligning public investments and other financial tools.

7.2.4 Develop and encourage capacity building with existing CDCs by providing support through leadership training, technical assistance, and educational workshops to local organizations and residents.

7.2.5 Create a rental registry ordinance to require a local, registered agent for property owners who reside outside of the City limits to maintain the property and address any code issues that may arise.

7.2.6 Identify financing alternatives to support real estate development in distressed communities.

7.2.7 Identify and fund housing improvement programs that assist older homeowners in repairing and modernizing their homes supporting their ability to age in place.

7.2.8 Promote collaborations with the Community Development Financial Institutions (CDFI) network and Community Reinvestment Act (CRA) Association to fill financing gaps in single family and multifamily lending in communities that suffer from a lack of capital.

7.2.9 Implement housing programs that are designed to emphasize cooperation between mortgage lenders and applicants for the improvement of housing conditions.
7.3 Ensure benefits of growth, improvement, and development extend to all communities

**OBJECTIVE**

7.3.1 Support the development of accessible housing for people with disabilities within anchors and along frequent transit routes.
7.3.2 Promote diverse types of housing in areas targeted for infill development by adjusting the zoning code and applying financial incentives.
7.3.3 Create a variety of housing choices in anchor neighborhoods that can meet a variety of incomes, abilities, and aging needs.
7.3.4 Develop pathways to homeownership with alternative housing choices (such as housing co-ops) by facilitating mentorship through nonprofits, community members, and finance institutions.
7.3.5 Align and expand incentives to community-designated anchors through existing community partners and by developing initiatives with public and private funding sources.
7.3.6 Create community benefits agreements with developments and community members to establish clear benefits and expectations for community.
7.3.7 Advance community wealth building by supporting small business opportunities, job training, and education opportunities within the community.
7.3.8 Minimize residential displacement as a result of redevelopment activity by maintaining affordability within existing activity.
7.3.9 Offer education against predatory lending and financially literacy by partnering with local lenders and community schools and colleges.
7.3.10 Amend and adopt current versions of the International Property Maintenance Code as applicable.
7.3.11 Strategically use land banking policies to support local and community-based ownership of land and housing stock by aligning blight prevention efforts, tax and code enforcement, and existing and planned neighborhood investments.
7.3.12 Address the causes of homelessness resulting from poverty by supporting workforce training, access to transportation, access to affordable childcare, and other strategies to support low-income residents the ability to afford housing.
7.3.13 Continue collaboration between public agencies and homeless service providers to provide affordable housing, transitional housing, shelters, and services needed to support homeless persons.
7.3.14 Ensure compliance with the federal Fair Housing Act to provide equal access to housing and prevent unfair lending practices.
7.3.15 Initiate a food accessibility study to assess food access need when neighborhood-serving grocery stores close.
7.3.16 Promote universal design to accommodate persons with disabilities and to facilitate the ability of residents to age in place in their homes and neighborhoods.
7.3.17 Increase the number of housing units that are accessible using appropriate design standards and codes.
7.3.18 Ensure that the Consolidated Plan and subsequent Annual Action Plans are consistent with the Comprehensive Plan and small area plans.
7.3.19 Support the Housing First approach to combat and end homelessness.
Build a culture of effective citizen planning and cross-functional partnerships with inclusion of traditionally marginalized populations

OBJECTIVE

8.1

ACTIONS

8.1.1 Construct a set of principles that all City departments use for engaging residents and stakeholders.

8.1.2 Expand community membership on decision-making boards to promote greater inclusion.

8.1.3 Test a participatory budgeting process for small-scale neighborhood projects.

8.1.4 Utilize a variety of public engagement tactics to receive community input.

8.1.5 Create an engagement review process to ensure effective engagement processes for the community.

8.1.6 Identify a funding source for small-scale, planning demonstration projects.

8.1.7 Educate residents on and promote the importance of urban planning and involving residents in the process.

8.1.8 Collaborate with community members and agencies in the creation and implementation of small area plans.

8.1.9 Support, build, and expand community coalitions to broaden citizen engagement.

8.1.10 Use incremental development projects to engage citizens in neighborhood improvement.

8.1.11 Increase community participation by using public art, better design, and other creative engagement tools.

8.1.12 Create clear access to City programs and services for all neighborhood-based organizations.

8.1.13 Maximize citizen participation through additional amenities at public meetings that may include providing food and beverages, child care, and accessibility accommodations.

8.1.14 Increase capacity of neighborhood-based organizations by providing contractual opportunities for the delivery of community-based services.

8.1.15 Monitor and use new technology to share information with the public.

8.1.16 Encourage development of partnerships within the community and neighborhood associations by incorporating a regular meeting schedule of neighborhood leaders and City officials.
OBJECTIVE

8.2 Improve public information sharing and communications for a responsive government and informed citizen base

ACTIONS

8.2.1 Provide information in English and Spanish while maintaining sensitivity to other native languages in specific communities.

8.2.2 Ensure the City website is be the central digital hub of information, events, and community organization engagement.

8.2.3 Expand communication by simplified information and using a broader range of media for dissemination.

8.2.4 Encourage collaboration between City agencies whose main function is community engagement.

8.2.5 Improve the timing of information sharing to citizens for all City departments.

8.2.6 Continue the volunteer Memphis ambassador program to cultivate volunteers for the implementation of the Comprehensive Plan.

8.2.7 Make and publicize accommodations for persons with disabilities at public meetings and events.

8.2.8 Organize and promote the attendance of meetings and information sharing for the community when new development is proposed in the neighborhood.

8.2.9 Assess available communication channels such as faith-based organizations, community groups, community centers, and libraries for disseminating information to individuals regarding planning initiatives.
District Priorities

District priorities were developed through community conversations, the district workshop process, and by consulting past relevant neighborhood and area plans. District priorities identify the major issues provided by the community that should be resolved over time. Each district section contains implementation priorities, which include the initial projects the City and community should work jointly to address.

A Guide to District Priority Pages in the Comprehensive Plan

- **Facts.** The total population, square miles, and average annual household growth of the district, and other key facts about the area.
- **Maps.** The district section contains maps that show future condition like streets, transit, land use and degree of change.
- **Community Character Map.** Displays the known neighborhoods and highlights places that were defined by the community as neighborhood assets.
- **Anchor actions.** Recommended actions identified by anchor or land use designation and include estimated timeframes for completion.
- **Implementation priorities.** Summarizes the initial actions recommended first in the district.

**DISTRICTS**
- Cordova  p.68
- Core City  p.69
- East  p.70
- Frayser  p.71
- Jackson  p.72
- Lamar  p.73
- North  p.74
- Oakhaven & Parkway Village  p.75
- Raleigh  p.76
- South  p.77
- Southeast  p.78
- University  p.79
- Westwood  p.80
- Whitehaven  p.81
Cordova

Vision
The Cordova District is a stable, thriving community with strong and cohesive neighborhoods. Building on its strong commercial corridors, Cordova remains as an area with plentiful retail and dining options. Development focuses on connecting existing and new neighborhoods and increasing pedestrian safety.

Priorities
- Improve pedestrian, transit and cyclist safety, accessibility, and infrastructure
- Integrate greener designs into commercial lots and parking areas
- Maintain existing commercial footprints through aesthetic improvements
- Foster strong relationships and pride within neighborhoods, while uniting residents across Cordova

Land Use
Future land use focuses on encouraging a mix of uses and density around anchors. Both anchors are designated as Neighborhood Main Street and are walkable, mixed use centers with house scale buildings. Land use will mostly consist of single-family homes with multi-family mostly concentrated along Germantown Parkway.
CORE CITY

VISION
As an economic engine, the Core City district envisions safe, walkable neighborhoods with thriving mixed-use centers, diverse housing options, active public spaces, and strong connections between anchors and neighborhoods.

PRIORITIES
- Encourage growth and density by improving underutilized land for development
- Improve multimodal connectivity across the district
- Ensure quality architecture and design that promotes beautiful buildings, streets, and public realm
- Encourage civic space investments that affect economic competitiveness and quality of life

Because the Core City is a major employment center and has several institutions, it’s one of the City’s major anchors. The future land use of Core is dominated by anchors varying in intensity. Major civic assets are surrounded by anchor neighborhoods which suggests that investment should also support civic assets and public facilities.
**EAST**

**VISION**

The East planning district comprises communities that are safe and attractive. It features well-maintained, accessible public spaces encouraging neighbors to gather, interact, and celebrate with one another. Its street network is appropriately sized and suitable to the surrounding neighborhoods and is accessible and safe for all.

**PRIORITIES**

- Encourage development that promotes pedestrian and cyclist safety
- Build connections between neighborhoods, including collaboration among existing neighborhood associations and government entities
- Promote affordable, high quality housing options

**LAND USE**

Future land use focuses on encouraging a mix of uses around anchors. Most anchors in the district are Neighborhood Main Street and features a walkable mix of uses and activities with house-scale buildings. Other anchors are Urban Main Street and Urban Center. These anchor types are block scale buildings that can be up to seven stories tall and can be several blocks. The majority of the East District is characterized by mostly single-family housing with the major high-intensity commercial corridor of Poplar Avenue. Other commercial areas are located along nodes within neighborhoods.
VISION

Frayser District is a safe and walkable community with attractive and diverse housing options, thriving neighborhood commercial corridors, active public parks and amenities, economic development opportunities, and increased connectivity between neighborhoods, schools, and churches throughout the district.

PRIORITIES

• Improve pedestrian and cyclist infrastructure and support multi-modal transportation options
• Promote affordable, quality single and multifamily development
• Strategically address blight and vacancy with infill development
• Address code enforcement issues in multifamily developments
• Improve the quality of commercial, retail, and restaurant options

LAND USE

Future land use focuses on encouraging a mix of uses around anchors. Anchors are a mix of Neighborhood Crossing and Neighborhood Main Street. Density, walkability, a mix of uses and activities with house scale buildings no more than three stories are encouraged at these anchors. Transitional designations have been applied to several industrial areas throughout Frayser, a neighborhood near General Dewitt Spain Airport and a commercial area near Ed Rice Community Center. Transitional areas will need to be assessed to determine more appropriate uses of these spaces.
The Jackson planning district is composed of strong, culturally diverse neighborhoods that are supported by local businesses and institutions, have access to vibrant, well-maintained open space and parks, and are connected by safe, pedestrian-friendly streets throughout the district and to the rest of the City.

Future land use focuses on encouraging a mix of uses around anchors. Most anchors are designated Neighborhood Crossing, which features small, walkable, mixed-use centers comprised of house-scale buildings within otherwise residential neighborhoods. Urban Centers, which are considered destinations, is applied in the Summer/National area due to increased investment and incentives in the anchor area. Until population density increases around other anchor neighborhoods in the Jackson District, surrounding parcels may be more suited for conversion to open space.
LAMAR

VISION
The Lamar District is a safe and desirable community, where heritage assets are protected and used as catalysts for economic and cultural opportunities. The Lamar planning district is supported by improved pedestrian infrastructure and quality housing, and community members have access to parks and open space and opportunities to visit local, innovative, and well-designed commercial businesses.

LAND USE
Future land use focuses on encouraging a mix of uses and density around anchors. Most anchors are designated Neighborhood Main Street and are walkable, mixed-use centers comprised of house-scale buildings, some of which may be attached, line two blocks, or extend for several blocks. There is a large area of high intensity commercial on Lamar in the southern portion of the district. Near Southern Avenue, the railroad creates a barrier to the north and recommendations for improving mobility should be pursued.

PRIORITIES
- Strategically address large-scale vacancy and blight with redevelopment and a focus on preservation and reuse of culturally significant buildings
- Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options
- Promote affordable, high quality multifamily development
- Promote urban design standards at commercial spaces

Memphis 3.0
Plan Summary 73
VISION

The North District includes clean, green, safe, and beautiful neighborhoods, many with rich architectural character and legendary histories. Families of all types, cultures, and backgrounds find ample job, educational, and housing opportunities. Locally-owned stores and restaurants are in thriving walkable, neighborhood business districts. Formerly blighted properties are transformed into places to work, play, and learn.

LAND USE

The anchors in the North District are mostly a combination of Neighborhood Main Street and Neighborhood Crossings which feature house-scale buildings ranging from one to three stories. Transitional industrial areas have been applied near New Chicago Park, Kilowatt Lake, and the rail area near the Hyde Park neighborhood. These areas provide an opportunity for alternative uses such as cultural spaces, civic amenities, or less intensive industrial/flex uses.

PRIORITIES

- Strategically address blight and vacancy through land assembly with infill development, open space, and agricultural uses
- Encourage reuse of brownfield sites
- Increase access to fresh and healthy foods for the entire district
- Improve the pedestrian and bicyclist realm through infrastructure improvements with a focus on multimodal options
- District Flooding: Address flooding and stormwater issues throughout the district
OAKHAVEN & PARKWAY VILLAGE

VISION
The Oakhaven-Parkway Village District is a community with neighborhoods that are clean, safe, and well-connected to each other. It features flourishing and well-designed corridors and commercial centers. Public spaces in the district are maintained and accessible, encouraging neighbors to gather, interact, and celebrate with one another. Safe and attractive streets connect neighborhoods to each other and to all of Memphis.

LAND USE

Future land use focuses on encouraging a mix of uses and density around anchors. Anchors are designated Neighborhood Main Street and Urban Main Street and feature walkable, mixed-use centers that are one to two blocks and larger mixed-use centers that are several blocks located on main corridors. Land use buffers to protect industrial from residential have been applied around the Winchester & Tchulahoma anchor and the Shelby & Tchulahoma.

PRIORITIES
• Strategically address blight and vacancy by reducing block scale and encouraging infill development and open space uses
• Encourage active code enforcement around commercial centers and civic assets
• Promote urban design standards at commercial spaces
• Preserve and Protect residential neighborhoods from industrial uses with natural buffers
RALEIGH

VISION

The Raleigh District has a multitude of retail, entertainment, and dining options utilized by residents and recreational opportunities that draw in those from within and outside the City of Memphis, creating more opportunity for those that live there. The history of the district is prominent and featured in developments and public art. Corridors are safe for pedestrians and all who use them and connect the entire district. Community spaces and public facilities are hubs of activity and provide enjoyment for all.

LAND USE

Future land use focuses on encouraging a mix of uses around anchors. The Raleigh Springs/Town Center anchor is categorized as an Urban Center. An urban center is considered a citywide destination and is a walkable mix of uses with block scale buildings that can be anywhere from one story to seven stories. Other anchors in district are Neighborhood Main Street and Neighborhood Crossing. Industrial flex is located on the border of Frayser, consisting of the Nike Factory, and has some open space around it but could benefit from more buffering between single family homes to the south.

PRIORITIES

• Increase pedestrian and bicyclist safety and accessibility along major corridors with infrastructure improvements
• Strengthen commercial areas through infill and mixed retail options
• Improve the quality of public facilities and civic spaces
• Emphasize Old Raleigh history with new attractions and development
SOUTH

VISION
South District is a place where residents enjoy a sustainable and desirable community, where heritage assets are protected and used as catalysts for economic and cultural opportunities. The South planning district is supported by appropriate infrastructure, improved pedestrian facilities, quality housing, well-connected parks, and community assets, and has innovative community spaces and entertainment.

LAND USE

PRIORITIES
- Strategically address blight and vacancy with a mix of building redevelopment and open space and agricultural uses
- Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options
- Promote affordable, high quality multifamily development
- Encourage active code enforcement around commercial centers and civic assets

Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and features a walkable mix of uses and activities with house scale buildings that are typically one to five stories. Transitional neighborhoods have been applied in areas to the east of MLK Park and parts of district east of industrial land around Simpson and Trigg. Until vacancy is reduced around anchor neighborhoods, parts of these areas may be more suited for lot expansion or a community-supported open space use.
SOUTHEAST

VISION

The Southeast district comprises diverse communities where neighborhoods are clean, green, safe, and beautiful. Its well-kept, efficient public spaces encourage neighbors to gather, interact, and celebrate with one another. It features thriving, mixed-use neighborhood commercial centers. Abundant parks and attractive streets connect neighborhoods to each other and to all of Memphis.

LAND USE

Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and feature walkable areas with increased density, a mix of uses, and activities with house-scale buildings. Buildings at the anchors are typically one to three stories and mostly attached with some detached. The district has mostly single-family homes with a concentration of multifamily in the northern portion. An open space buffer from the adjacent industrial use has been applied in the southeast portion of the district.

PRIORITIES

- Incentivize local businesses and local jobs in current commercial areas
- Restructure building placement and parking to maximize aesthetics, curb appeal, and economic development
- Hold property owners accountable through proactive enforcement of codes and regulations to fight blight
- Improve connectivity, mobility, safety, and aesthetics/comfort along streets while calming traffic and supporting transit service

54,363  5,117  41.3%

Population  People per Square Mile  Owner Occupied Households
UNIVERSITY

VISION
The University District is a regional asset with safe, walkable neighborhoods, thriving mixed-use centers, diverse and affordable housing options. The district has active public spaces and strong connections between anchors and neighborhoods.

LAND USE
Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and features a walkable mix of uses and activities with house scale buildings that are typically one to three stories. Two anchors are designated Urban Center and Medical District/Institutional Campus. These anchors attract people from all over the City and are usually centers of high activity. The future land use of the University District is characterized by swaths of single family housing and the large campus of the University of Memphis. Some major commercial nodes exist along Poplar Ave and serve as regional draws.

PRIORITIES
• Stabilize and preserve the character of neighborhoods
• Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options
• Promote re-use strategies to address vacancy and concentrations of blight
• Revitalize existing distressed commercial centers

Memphis 3.0
Westwood is a safe, tight-knit community that enjoys active, clean neighborhoods and public spaces. Natural and regional assets are used and appreciated by those living inside and outside the district. Commercial, retail, and grocery businesses serve residents along major corridors supported by streetscape and infrastructure improvements for pedestrians and bicyclists. Civic institutions are well-maintained and are spaces that foster intergenerational relationships. Proper interventions and infrastructure are in place to prevent and quickly remediate flooding in Westwood.

Future land use in Westwood focuses on encouraging walkable areas with increased density and clustering a mix of uses around anchors. The anchors in the district are a combination of Neighborhood Crossing and Neighborhood Main Street and feature house-scale buildings, one to three stories in height. A small portion of the district near Otis Redding Park is designated a transitional neighborhood. The vacancy rate has reached a level where it is no longer feasible to pursue traditional economic infill. There may be opportunities for nontraditional alternative uses, such as community gathering spaces or small-scale agriculture.
WHITEHAVEN

VISION

Whitehaven is a culturally dynamic and safe community, with a balance of residential, recreational, and employment options that enjoy high quality transit access and pedestrian accessibility. The Whitehaven planning district is supported by innovative economic development opportunities, vibrant community spaces, and green infrastructure.

LAND USE

Future land use focuses on encouraging a mix of uses around anchors. There are three types of anchors in Whitehaven – Medical District/Institutional, Neighborhood Main Street, and Urban Main Street. All anchors feature a walkable mix of uses but the scale and height of buildings varies with each anchor. The northern part of the district is mostly industrial and industrial flex. The rest of Whitehaven is single family with a mix of high and low intensity commercial and multifamily.

PRIORITIES

• Address blight and vacancy in multifamily and major structures within anchors and along major corridors

• Improve pedestrian and cyclist infrastructure to increase accessibility and safety along major corridors

• Improve the quality of commercial, retail, and restaurant options to encourage local spending in the district from residents and tourists

• Repurpose vacant lots and parking for public recreation and park development initiatives

MEMPHIS 3.0 PLAN SUMMARY

Population: 40,562
People per Square Mile: 2,391
Owner Occupied Households: 49.9%

Future land use focuses on encouraging a mix of uses around anchors. There are three types of anchors in Whitehaven – Medical District/Institutional, Neighborhood Main Street, and Urban Main Street. All anchors feature a walkable mix of uses but the scale and height of buildings varies with each anchor. The northern part of the district is mostly industrial and industrial flex. The rest of Whitehaven is single family with a mix of high and low intensity commercial and multifamily.