



Oakhaven Small Area Plan

City of Memphis
Division of Planning +
Development

December, 2021

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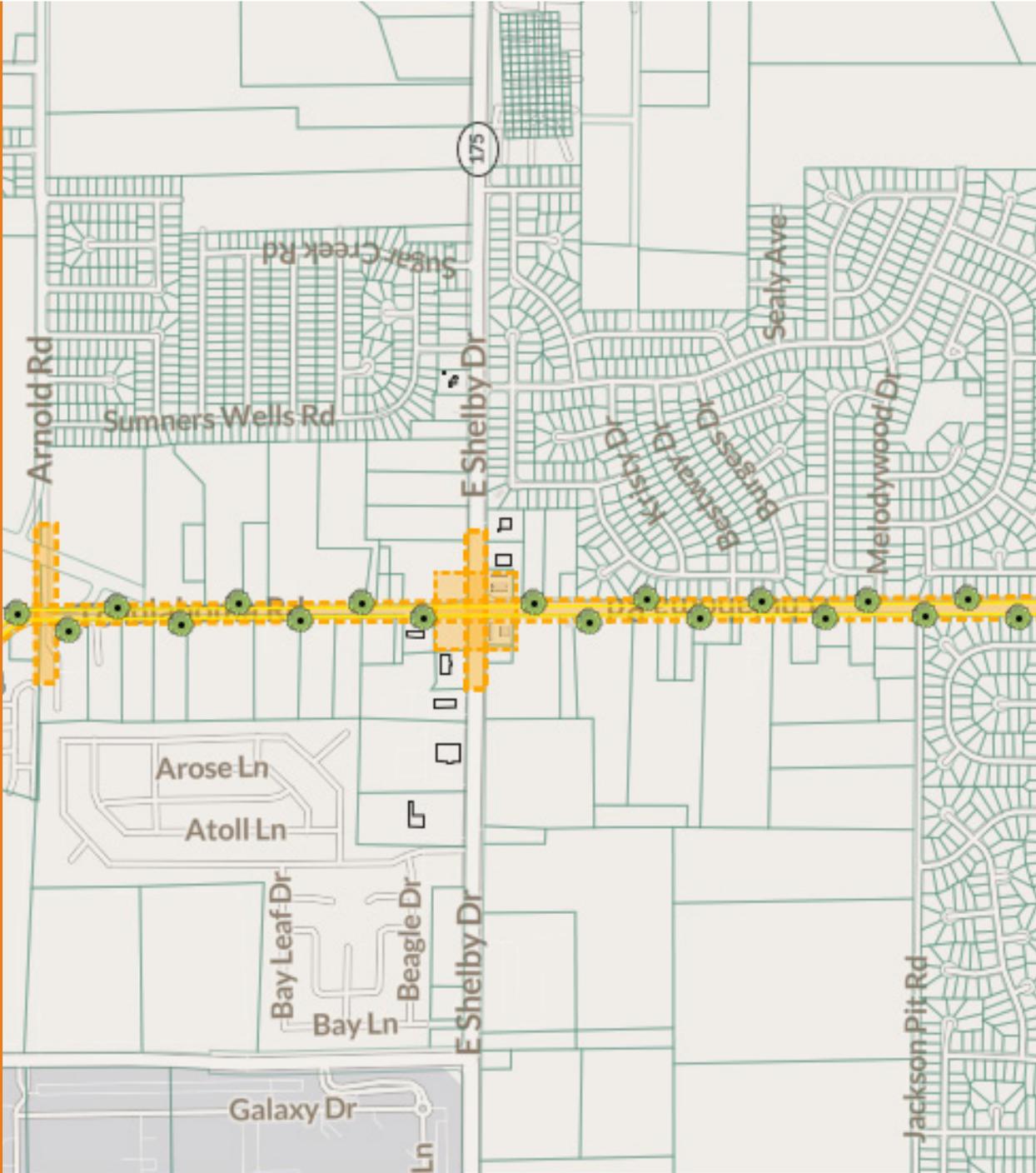
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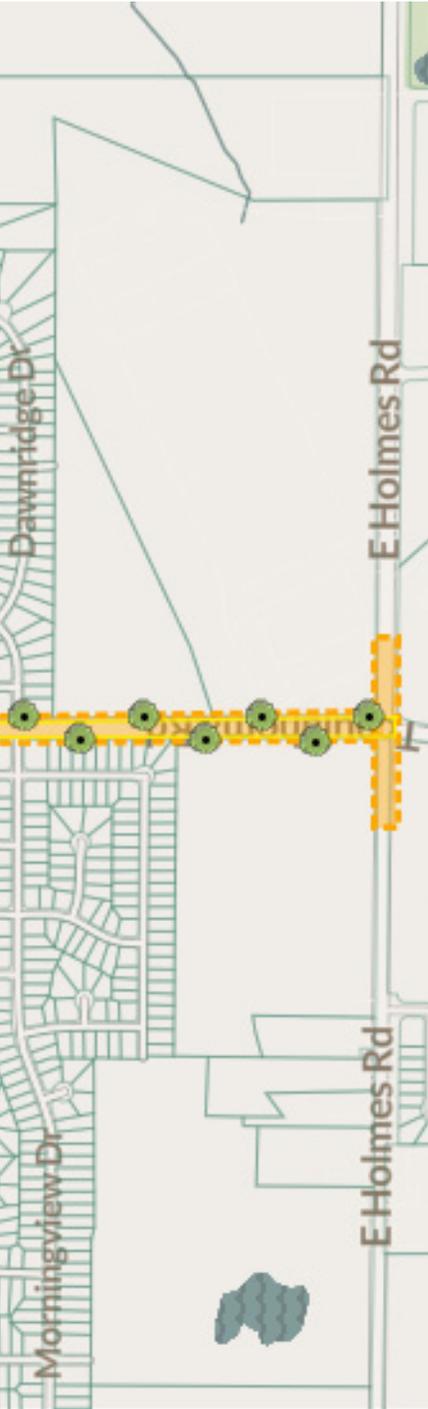
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Project Overview

CHAPTER

1

deeper level of site-specific analysis, design standards, and detail that a citywide plan cannot—resulting in a targeted guide for community investment projects.

Anchor Strategy

Memphis 3.0 identifies how different degrees of change - accelerate, nurture, and sustain - captured through goals and recommended actions, can impact different anchors in Memphis. 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 neighborhood around them.

Anchors generally include a mix of uses where commerce, services, and civic activities intersect and where higher densities of housing, commercial activity, employment and community uses are desired. Anchors provide an opportunity for new investment and services to bring positive and meaningful impact to a larger number of Memphians. The three degrees of change identified in this plan establish expectations for how much change will be encouraged in anchors and which forms of funding will likely benefit each anchor area. The plan recognizes each anchor has unique opportunities and challenges. The degree of change designation helps to identify the types of policies, actions and investments that best support success in development or preservation of the anchor.

Accelerate Memphis

Accelerate Memphis was launched in 2021 under the Strickland administration to activate projects identified in Memphis 3.0 and serve as a road map for where and how to invest in communities to build up and not out. Projects include transportation improvements, park renovations, and neighborhood development. As part of Accelerate Memphis, Comprehensive Planning is focusing on nine large investment anchor areas and 35 early stage investments at targeted anchors around the city.



Community Engagement + Small Area Plan Process

During the Small Area Planning Process, community engagement was crucial to the ideation of design concepts and recommendations for neighborhood improvements and development. The Division of Planning and Development (DPD) worked to create a vision for each of the anchor-focused Small Area Plans. After several meetings with community members, stakeholders, and other interested parties, DPD compiled suggestions to create plans for anchor and neighborhood revitalization.

Initial Workshop Marketing

The usage of social media and the Memphis 3.0 website became vital during the COVID-19 pandemic. Facebook and the Memphis 3.0 website were updated two weeks before virtual public meetings with event links and registration. Upcoming meeting information was added to the quarterly Memphis 3.0 Newsletter and monthly DPD Newsletter.

Initial Workshop with Stakeholders and Public

The first community engagement meeting for this area was held via Zoom in June. The virtual workshop consisted of community leaders, members of neighborhood associations, DPD staff members, and residents. The workshop introduced the small area planning process and its growth out of the Memphis 3.0 Comprehensive Planning process. DPD staff members utilized Conceptboard, an online whiteboard, to present the focus anchor areas, recommendations

and design options that were developed after initial discussion and Memphis 3.0 anchor ideas. Attendees were polled to prioritize various design interventions, and afterwards discussed options for redevelopment, focus projects, and before projected outcomes. The virtual meetings provided a platform to generate ideas and give immediate feedback to the City. Some of the recommendations that were suggested during the meetings were:

- Streetscape improvements on Tchulahoma Road
- Reuse of vacant open spaces
- Intersection improvements
- Streetscape improvements on Shelby Drive
- Pedestrian infrastructure improvements along Tchulahoma Road
- Support mixed-use infill
- Support new development opportunity

After feedback was reviewed, staff planners altered designs to better reflect the community's vision for the anchor.

Final Design Concept Presentation Marketing

As previously noted, social media, the Memphis 3.0 website and newsletters were used as primary communication tools during the COVID-19 pandemic. Public meetings were live-streamed and then made available on the Memphis 3.0 website and Facebook page. Concept ideas and recommendations were printed and placed at important community spaces identified by stakeholders.

Final Design Concept Presentation

This final workshop was held in September and served as a follow-up meeting for community members, stakeholders, and property and business owners to provide feedback regarding the refined design concepts and recommendations. The Planning team presented implementation items and potential costs for various items and concepts. Comments and suggestions were gathered from the Final Design Concept Presentation for DPD staff to refine designs for the Final Plan development.

Final Plan Marketing

Virtual publications were used to advertise the release of the Final Plans in December. All virtual methods conducted in previous engagement phases were utilized, along with the addition of paper plans and concepts printed and left at various important community spaces in the designated anchor. Emails to various stakeholders, Council members and neighborhood leaders assisted in spreading the word of the Final Plans, along with the advertisement of their addition to the Memphis 3.0 website.

Plan + Project Area Overview



Memphis International Airport



Shelby + Tchulahoma Intersection



Local Stores on Tchulahoma Road

Figure 2 Existing important places around Shelby and Tchulahoma Anchor. Images courtesy Google & Faria Urmey

Growth and Change

Located in the southeast part of the City, Oakhaven remained largely undeveloped until the 1960s. Single-family and multi-family residential development began to increase after the area and the Memphis International Airport were annexed into Memphis City limits in 1963. (Source: Oakhaven-Parkway Village Planning District Study 1973) The airport is the most distinct and largest land use within Oakhaven. In addition to the airport, the area emerged with mostly industrial development surrounding residential. The residential areas of Oakhaven's anchors and anchor neighborhoods were built from 1970 to the late 1990s. It continues to be a strong economic engine for the City, with most of the industrial and industrial flex land uses located there. Anchors in the area are designated as Neighborhood Main Street and Urban Main Street with features like walkable, mixed-use centers that are one to two blocks and larger mixed-use centers that are several blocks located on main corridors.

Project Area Overview

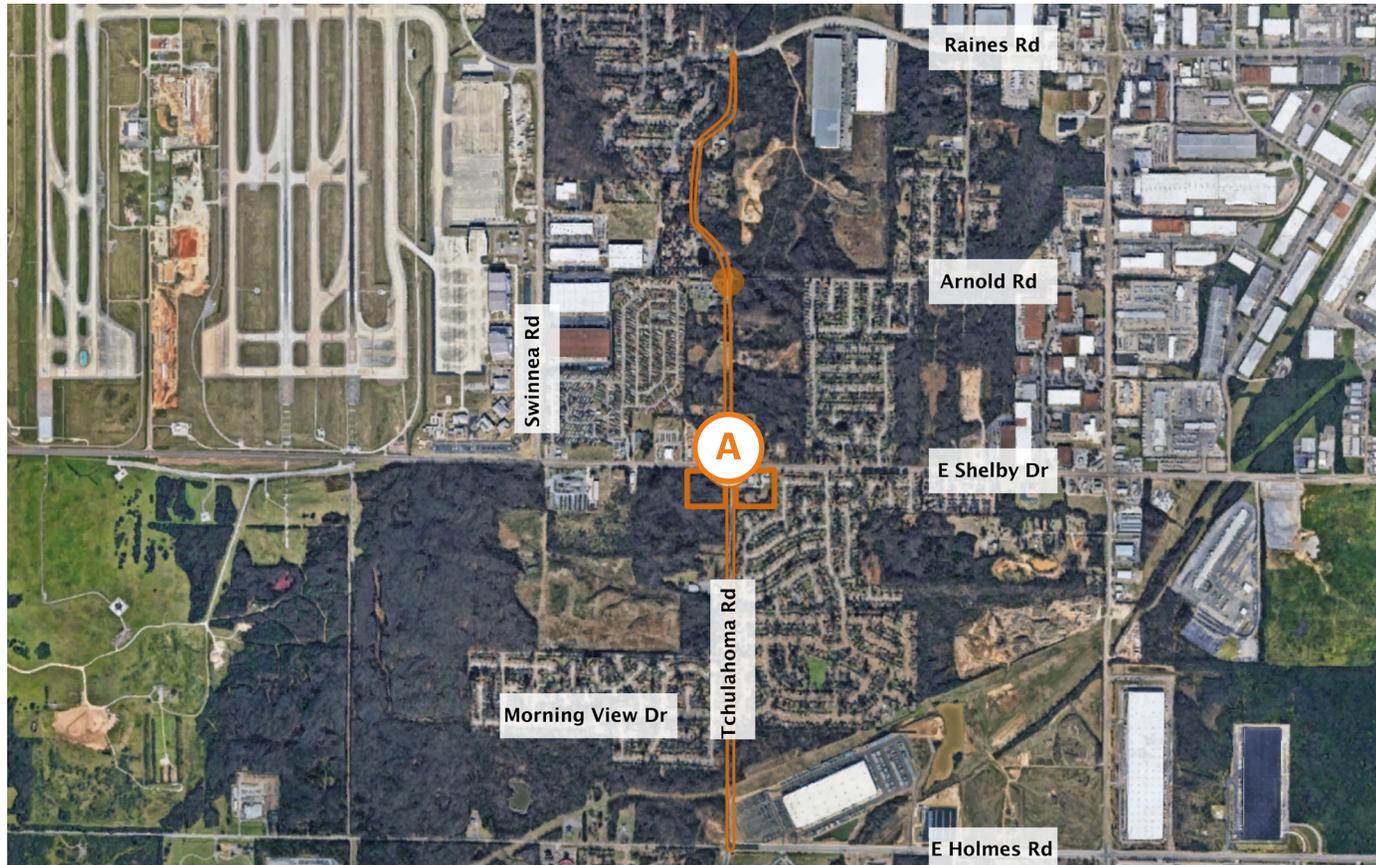
The neighborhood is in the Memphis 3.0 Oakhaven & Parkway Village Planning District. The community's vision for the Oakhaven & Parkway Village Planning District is a place where residents enjoy safe and clean neighborhoods that are well-connected to each other. The community also envisions a community with well-designed public spaces and commercial centers that are maintained and used as catalysts for economic and cultural opportunities. The Oakhaven & Parkway Village Planning District is supported by appropriate infrastructure, safe and attractive streets, quality housing, well connected parks, and community assets which encourage neighbors to gather, interact, and celebrate with one another.

Anchors in Oakhaven

The Shelby and Tchulahoma Anchor is a nurture anchor. Nurture anchors are best served by actions that provide stability in places that have experienced decline or where there is not sufficient market activity to drive change. Investments by the City of Memphis and philanthropies will support incremental change to improve the lives of existing residents and promote additional future investment. Change in nurture anchors relies primarily on public and philanthropic resources to stabilize the existing pattern of a place. Neighborhoods with low market demand

or experiencing higher vacancy and disinvestment can be nurtured by catalytic public investments and incremental improvements.

The design concepts on the following pages illustrate improvements to the Shelby and Tchulahoma Anchor.



A Shelby + Tchulahoma Anchor

Figure 3 Aerial image and designated anchor in Oakhaven.

Focus Area + Planning Priorities

Focus Area

The Shelby Drive and the Tchulahoma Road intersection is the focus area for this Small Area Plan, serving as the Oakhaven neighborhood anchor.

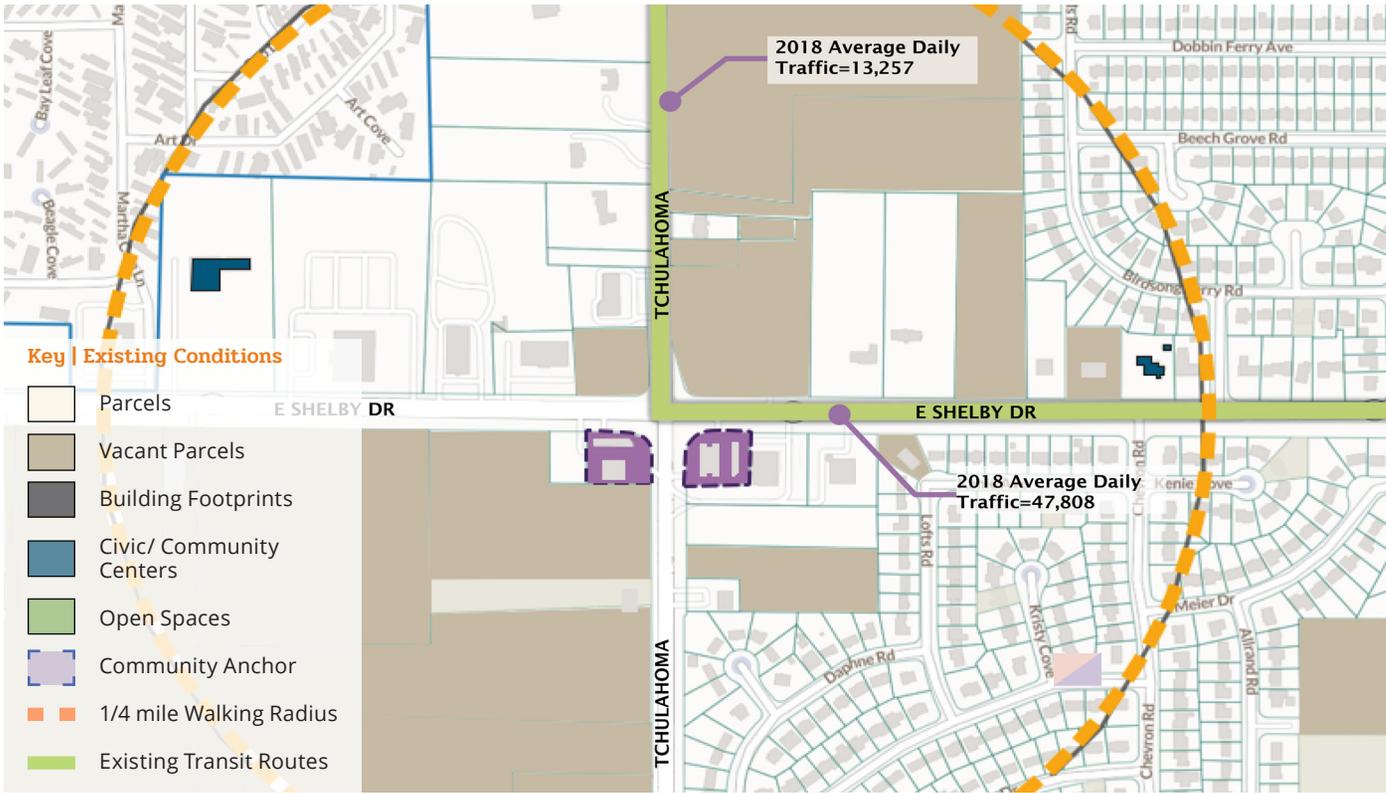
Figure 6 Map showing existing building footprints, vacant parcels, and transit routes in the anchor, as well as traffic volume on the major streets.



Figure 4 Dollar General Store. Image courtesy Google Street View.



Figure 5 BP Gas Station and Retail Stores. Image courtesy Faria Urmy.



Planning Priorities

During the Memphis 3.0 comprehensive planning process, the following Oakhaven neighborhood priorities were identified:

- Strategically address blight and vacancy by reducing block scale and encouraging infill development and open space uses;
- Prioritize safety improvements, such as pedestrian crossing, lighting and benches;
- Preserve and protect residential neighborhoods from industrial uses with natural buffers;
- Encourage active code enforcement around commercial centers and civic assets.



Ongoing Projects

Ongoing projects within Oakhaven include:

- 1 RTP projects: Tchulahoma Road-Widening from 2 to 5 lanes. Project tier 2030.

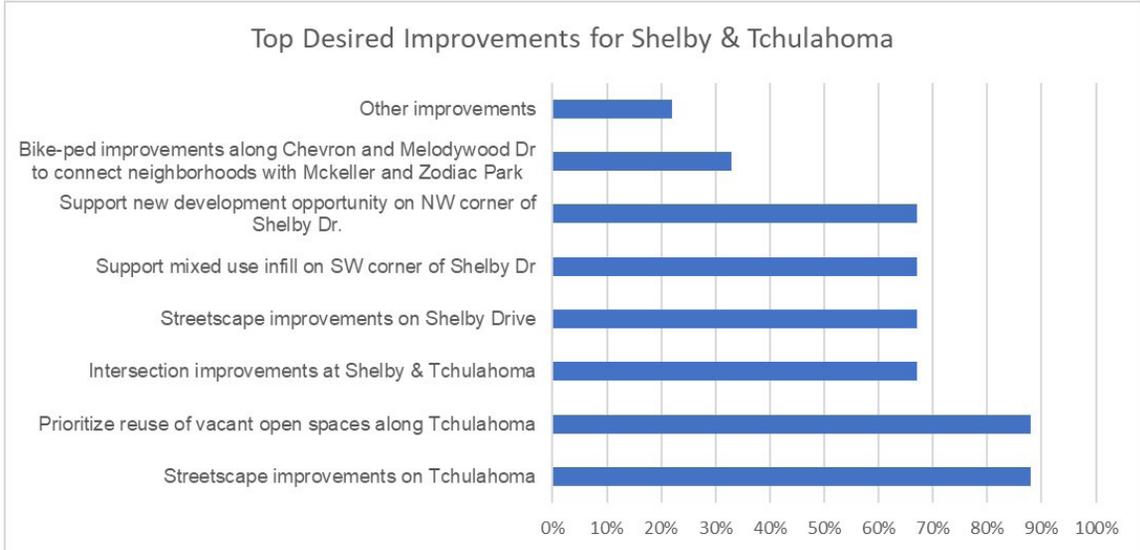
Figure 7 Map showing the active uses and ongoing projects in Oakhaven.

Introduction of Small Area Planning Concepts

First Public Workshop

A virtual public meeting was held via Zoom on June 3, 2021 to initiate the small area planning process for the Oakhaven Anchor at Shelby Drive and Tchulahoma Road. DPD staff introduced the origins of the small area plan and its connection to the Memphis 3.0 comprehensive planning process. The meeting consisted of a review of general public infrastructure improvements including street re-design, pedestrian safety, and traffic calming for the anchor and anchor

neighborhood. Examples of potential private investment and growth along the anchor and street corridor were presented to residents, stakeholders, community leaders, and business owners. Participants were asked to participate in a poll to prioritize improvements specific to the anchor. The poll options and results are listed below.



Community Feedback

During the meeting, participants agreed that streetscape improvements on Tchulahoma were the top priority to improve safety for both vehicles and pedestrians from speeding. Prioritization of reuse of vacant spaces around the Shelby and Tchulahoma intersection would assist in attracting mixed-use establishments. Intersection improvements at Shelby and Tchulahoma, a major focus area to the community, would also assist in making a more welcoming gateway to the community and improve intersection functionality and walkability in the area.

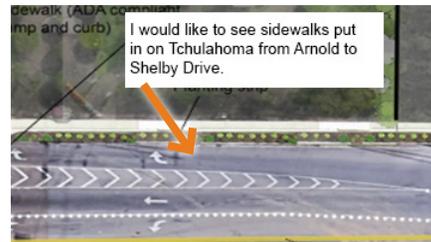
Top Results

1. Streetscape improvements at Shelby and Tchulahoma
2. Prioritize reuse of vacant spaces around the intersection of Shelby and Tchulahoma
3. Intersection improvements at Shelby and Tchulahoma
4. Support mixed-use infill development around SW corner of Shelby Drive

Based on the poll results and needs of the community, staff planners drafted a plan that reflected the priorities of the neighborhood with design options specific to the character and history of Oakhaven.

Revised Design Concepts

Figure 8 Comments on the conceptual plan during the public workshops.



Sidewalk Installation



Traffic Calming



Gateway Improvements



Intersection Improvements



Modernization of Signal



Community Gathering

Second Public Workshop

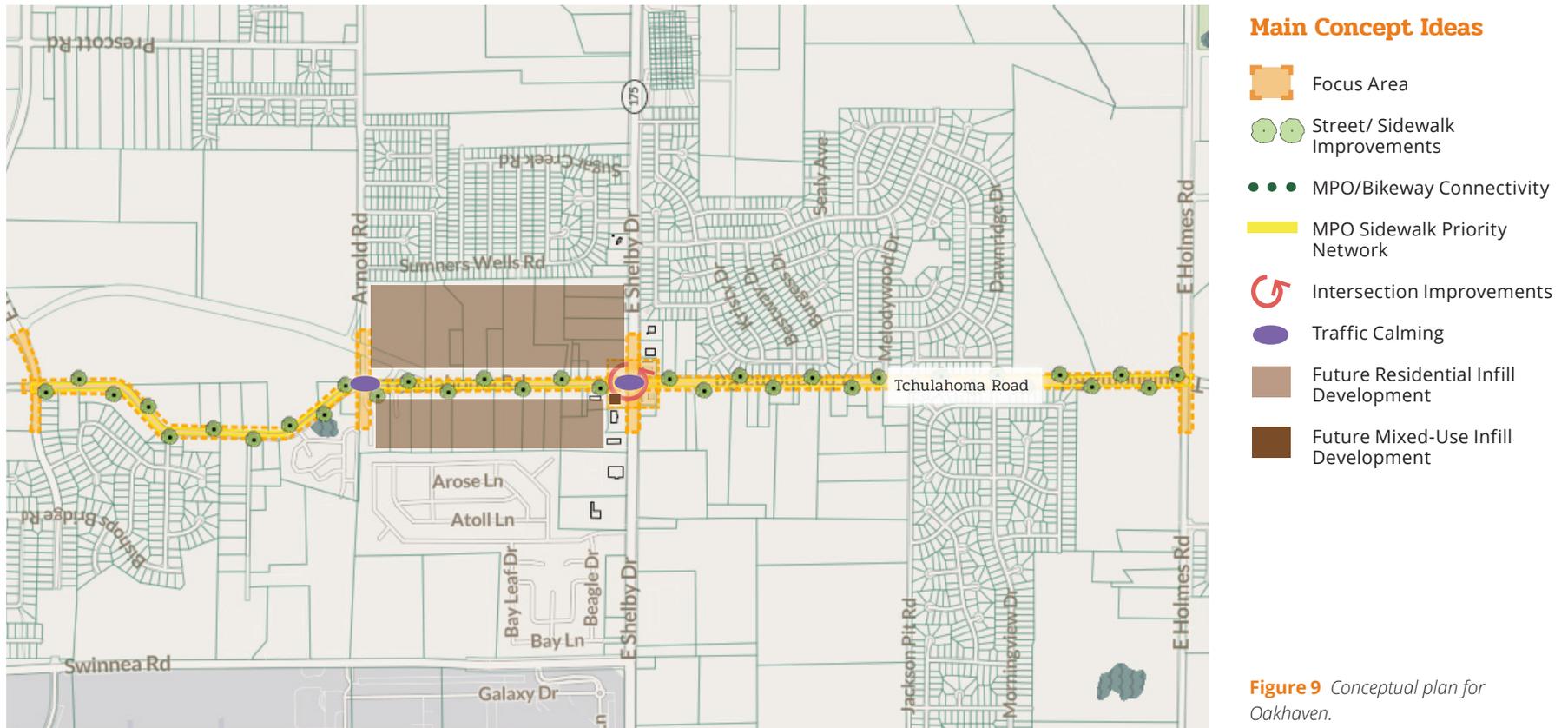
A second public meeting was held via Zoom on September 29, 2021 to present the revised design concepts and conceptual illustrations to the public, highlighting proposed implementation investments for the anchor in Oakhaven. The revised design concepts were developed by planning staff based on the poll responses and comments received from the initial public meeting in June. The major comments from the public included pedestrian safety improvements at Tchulahoma, installation of traffic calming and intersection improvement interventions, and opposition of the further establishment of additional warehouses

in the area. The community expressed concerns that new warehouses will add more traffic to the area and create more dangerous conditions for pedestrians in the area.

After the September meeting, design concepts were revised further to reflect the additional public comments received. The result is a refined vision for the community anchor in Oakhaven that focuses on implementation investments in infrastructure and the public realm.

Conceptual Plan

This image maps high-level ideas of potential investments to the public realm. These concepts were refined to create the design concepts detailed in this plan.





Design Concepts

CHAPTER 2



Anchor Improvements along Tchulahoma Road

Vision for Oakhaven

Sidewalk installation on the west side of Tchulahoma from Holmes Road to E. Raines Road will support the existing residential and proposed live-work infill developments at sites along Tchulahoma, bringing more people into the neighborhood. Traffic calming measures along with intersection and roadway improvements at Shelby Dr. and Tchulahoma Road will improve safety for all users and create visually distinctive gateway. The creation of a neighborhood gateway along with intersection and roadway improvements can encourage future mixed-use infill development focused around the vacant parcels near the intersection. The new increased pedestrian activities along with the vibrant environment will benefit existing residents and businesses and potentially spur additional redevelopment in the anchor neighborhood.

Accelerate Memphis Funding

Design concepts in this plan funded through Accelerate Memphis are listed below and described in more detail on the following pages. Additional funding and implementation details are found in the Implementation Roadmap section of this plan document.

- Street improvements on Tchulahoma Rd;
- Intersection improvements at Shelby Drive and Tchulahoma Road;
- Reconfigured four-way stops at Tchulahoma Road and Arnold Road.

Figure 10 Illustrative perspective showing new safety improvements at Shelby & Tchulahoma intersection, highlighting road improvements and the creation of a visually distinctive gateway for the anchor.

Public Investments

- 1 New sidewalks connect neighborhoods to anchors, community resources, local businesses, and open spaces.
- 2 Improved intersection creates a safer and more comfortable environment for all users with the focus on pedestrians.
- 3 Curb extensions reduce the speed of turning vehicles and improve the safety of the intersection for all users, especially pedestrians.
- 4 Placemaking features like banners, public art, benches, and street trees reinforce the intersection as a gateway to Oakhaven.

Private Investments

- 5 Future mixed-use infill with active ground floor uses offers additional housing options and amenities for locals.



PROPOSED



Figure 11 Illustrative plan at Shelby Drive and Tchulahoma Road in Oakhaven.

Public Investments

- 1 Sidewalk installation
- 2 Intersection improvement
- 3 Traffic Calming
- 4 Gateway improvements

Private Investments

- 5 Mixed-use infill
- 6 Live-work/ mixed-use infill with active frontage
- 7 Community center

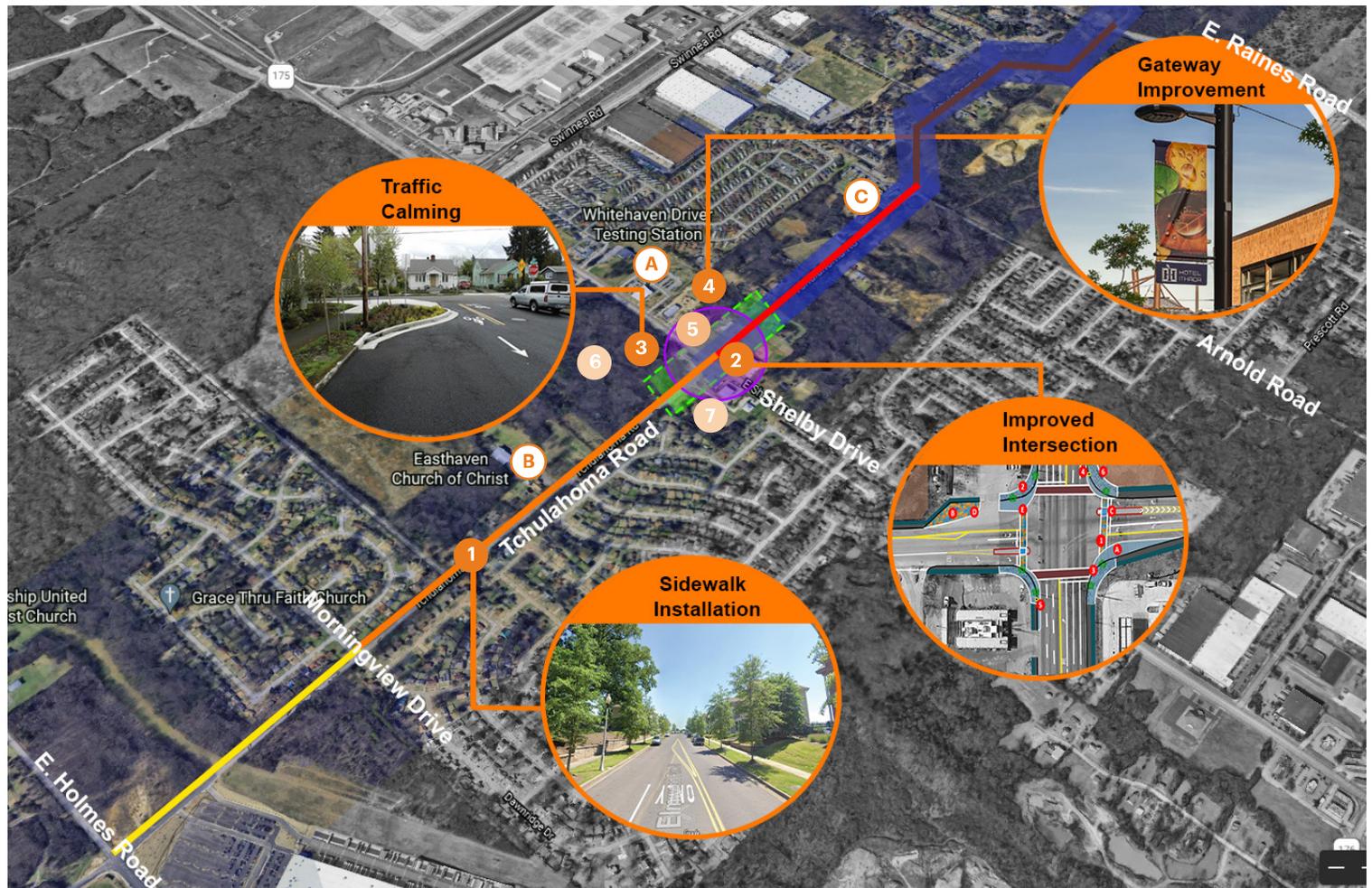
Known Institutions

- A Whitehaven Driver Testing Station
- B Easthaven Church of Christ
- C Mt. Olive Pentacostal Church

Legend

-  New sidewalks
-  Intersection improvement
-  Traffic calming
-  Gateway improvement

Image courtesy Google Images



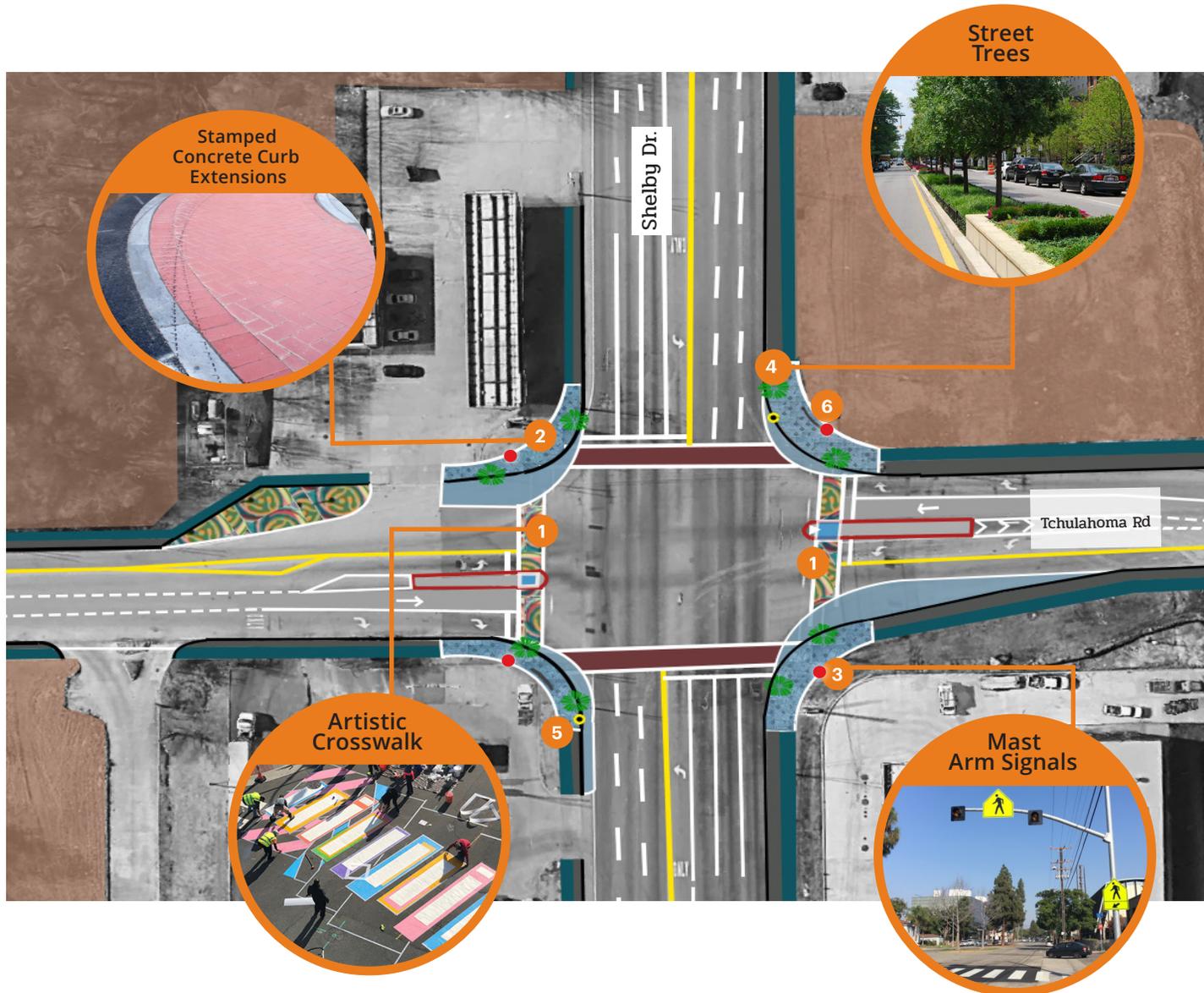


Figure 12 Illustrative plan showing the improvements to the intersection of Shelby Drive and Tchulahoma Road. Artistic crosswalks, benches, and street trees, are quickly-implementable tools to alert drivers to the presence of people walking and crossing the intersection. Traffic signal modernization, which includes leading pedestrian intervals, allows for pedestrians to safely cross the street prior to vehicular movement.

Image courtesy Google Images

Conceptual Design Interventions

- 1 High-visibility crosswalks
- 2 Stamped concrete curb extensions
- 3 Modernization of signals
- 4 Street trees
- 5 Trash cans
- 6 Benches

Legend

-  High-visibility crosswalk
-  Stamped concrete curb extensions
-  Modernization of signals
-  Street trees
-  Trash cans
-  Benches

Summary

Curb extensions slow down turning traffic and keep vehicles out of the designated pedestrian space leading to improved pedestrian safety at the intersection. A median refuge island makes crossing the road easier for pedestrians and reduces speeds of vehicles making left hand turns. Vertical elements, such as delineators and armadillos provide a buffer between pedestrians and vehicles.

Conceptual Design Interventions

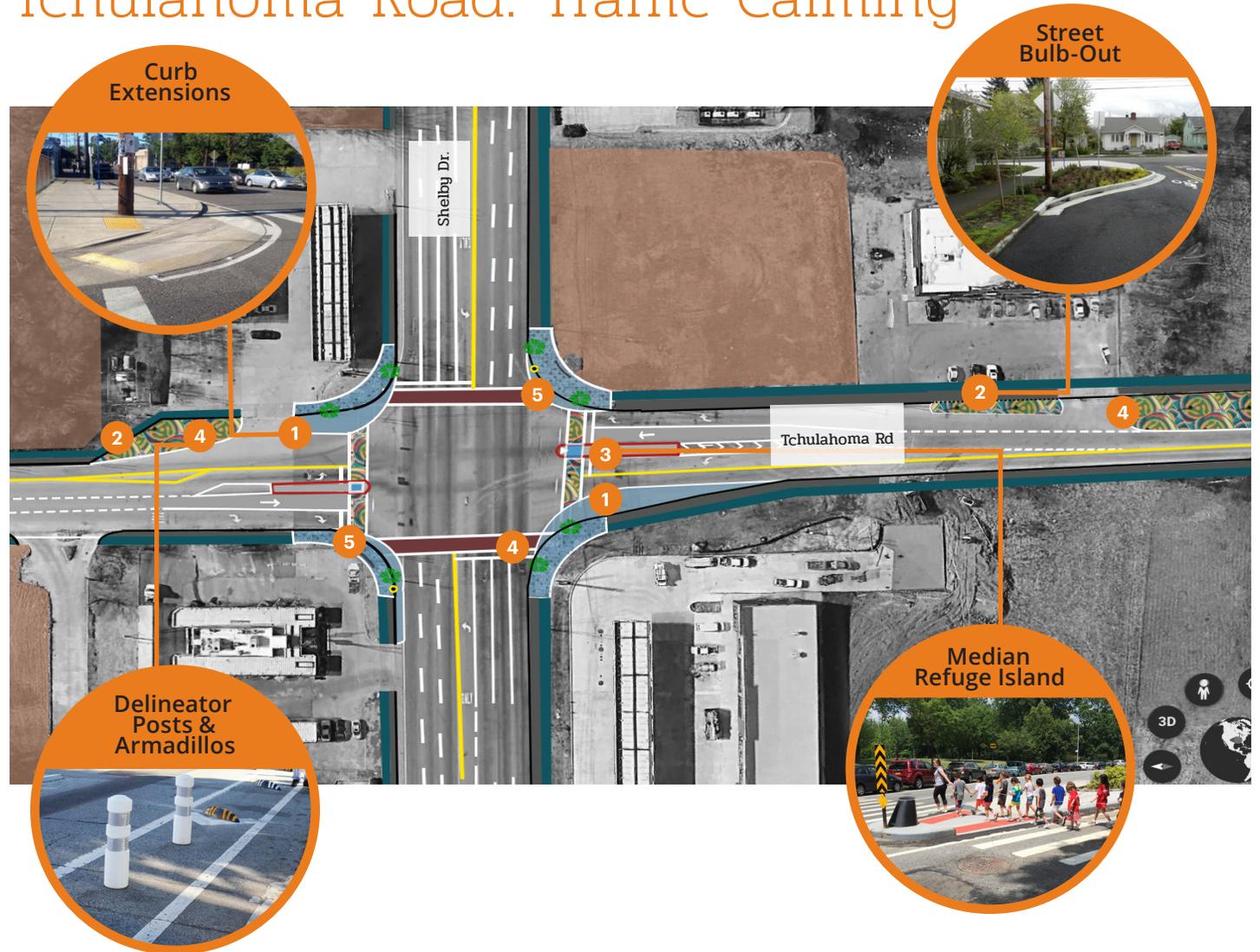
- 1 Curb extensions
- 2 Street bulb-out
- 3 Median refuge island
- 4 Vertical elements, such as delineator posts & armadillos
- 5 ADA curb ramps

Legend

-  Curb extensions
-  Street bulb-out
-  Median refuge island

Image courtesy Google Images

Street Improvements along Tchulahoma Road: Traffic Calming



Street Improvements along Tchulahoma Road: Looking South



Sidewalk Installation along Tchulahoma Road

Summary

The sidewalk installations shown in this section would take place on the west side of Tchulahoma Road along three roadway segments from Holmes to Raines.



Figure 13 Sidewalk installations on Tchulahoma Road from Holmes Road to Raines Road.



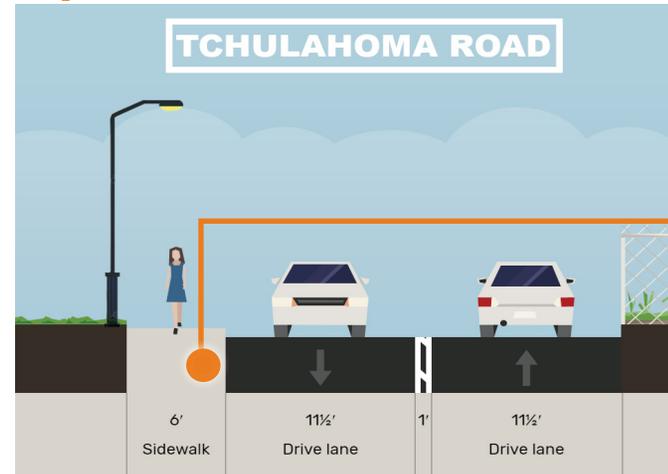
Summary

In Oakhaven, multi-modal recommendations focus on enhancing accessibility along avenue streets such as Tchulahoma Road. Installing sidewalks to desirable widths for side-by-side walking and providing safe crossings will support people who walk and need access to transit in the area.

The sidewalk installations shown in this section would take place on Tchulahoma Road in three segments from Holmes Road to Raines Road.

Sidewalk Installations along Tchulahoma Road

Proposed Street Section



Existing Street Section



Figure 14 Existing conditions on Tchulahoma Road in Oakhaven. Image courtesy Faria Urmy

Gateway Improvements at Shelby + Tchulahoma

Placemaking features can help to reinforce this intersection as an important gateway for Oakhaven by incorporating signage, public art, and branding elements to complement improvements to roadways, intersections, and pedestrian facilities.

Top row, L-R: Images courtesy Street Plans; Sasaki. Bottom row, L-R: Memphis Medical District Collaborative Streetscapes ; Robert Steuteville.



Permanent Curb Extensions



Street Banners



Street seating and Plantings



Artistic Crosswalk

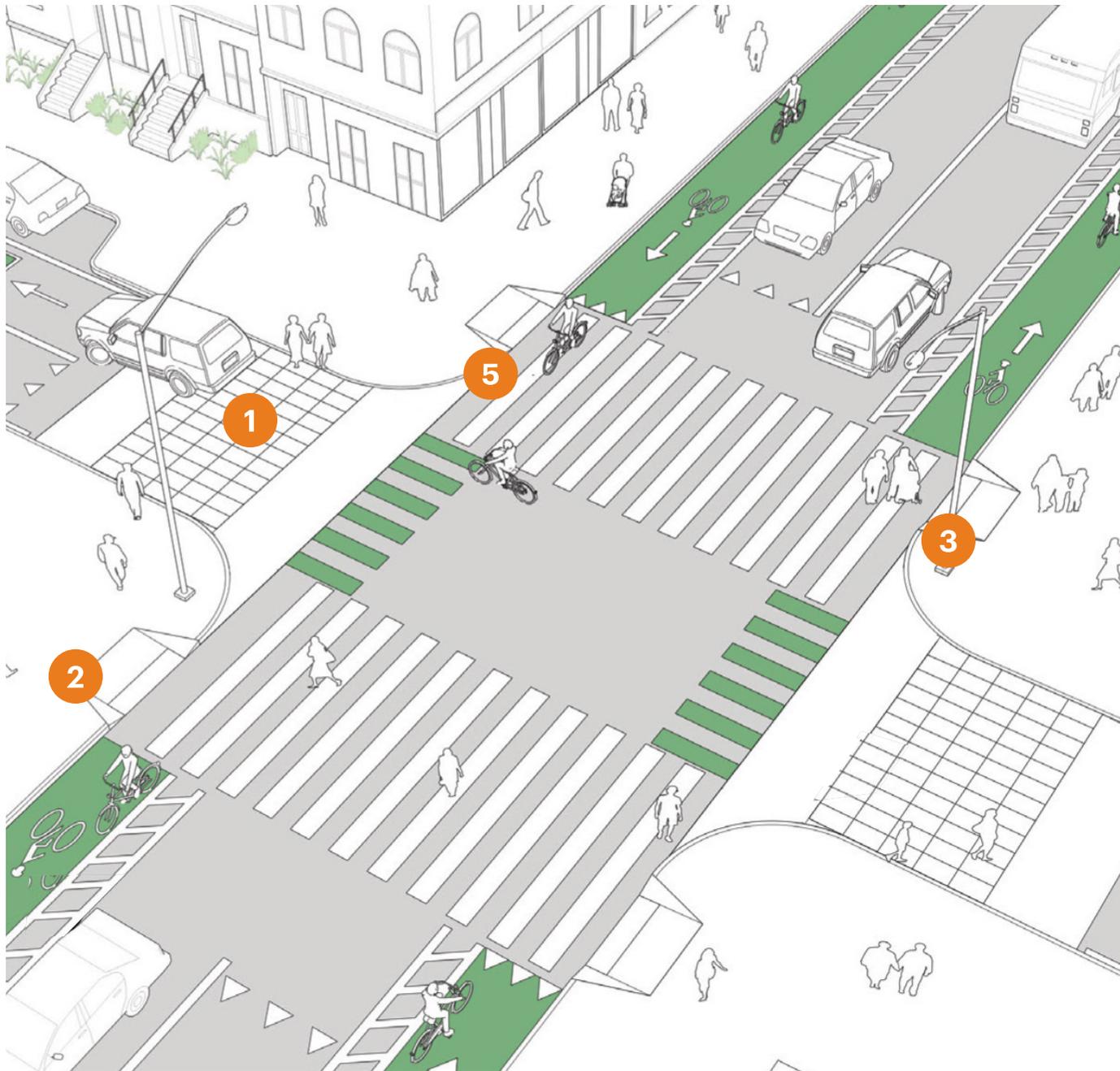
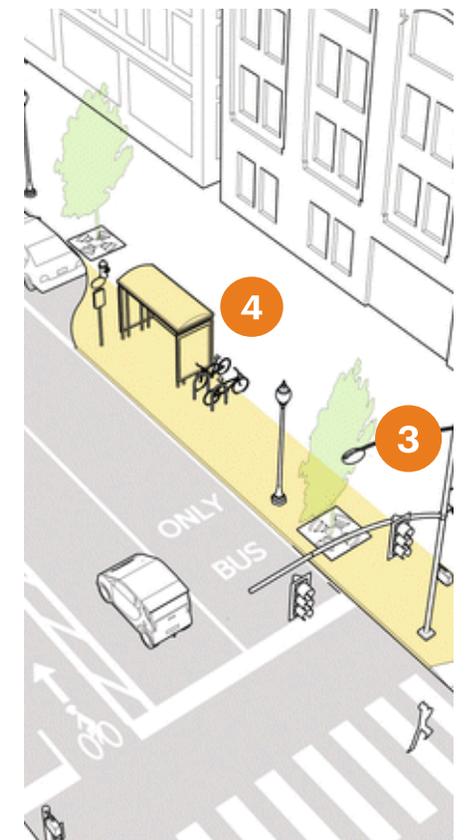


Figure 15 Elements for a gateway neighborhood intersection.

- 1 Artistic Crosswalk
- 2 Curb Extensions
- 3 Street Lights + Banners
- 4 Place-themed Bus Shelter
- 5 Paved Intersection or Street Mural

The illustration is an example and is not representative of the subject area.



Infill building types for Oakhaven

Summary

Conceptual design illustrating potential for future mixed-use infill development on existing vacant parcel at the northwestern corner of the intersection. Concept includes active ground floor commercial uses and offers additional housing options and amenities for the community with townhouse style residences and community green space. The incorporation of public green space offers opportunities for formal and informal community activation, as well as the incorporation of green infrastructure and beautification. District priorities for Oakhaven outlined in Memphis 3.0, which focus on the development of vacant parcels with commercial development new housing types, informed this concept.

Conceptual Design Intervention

- 1 Future private mixed-use infill with active ground floor uses.

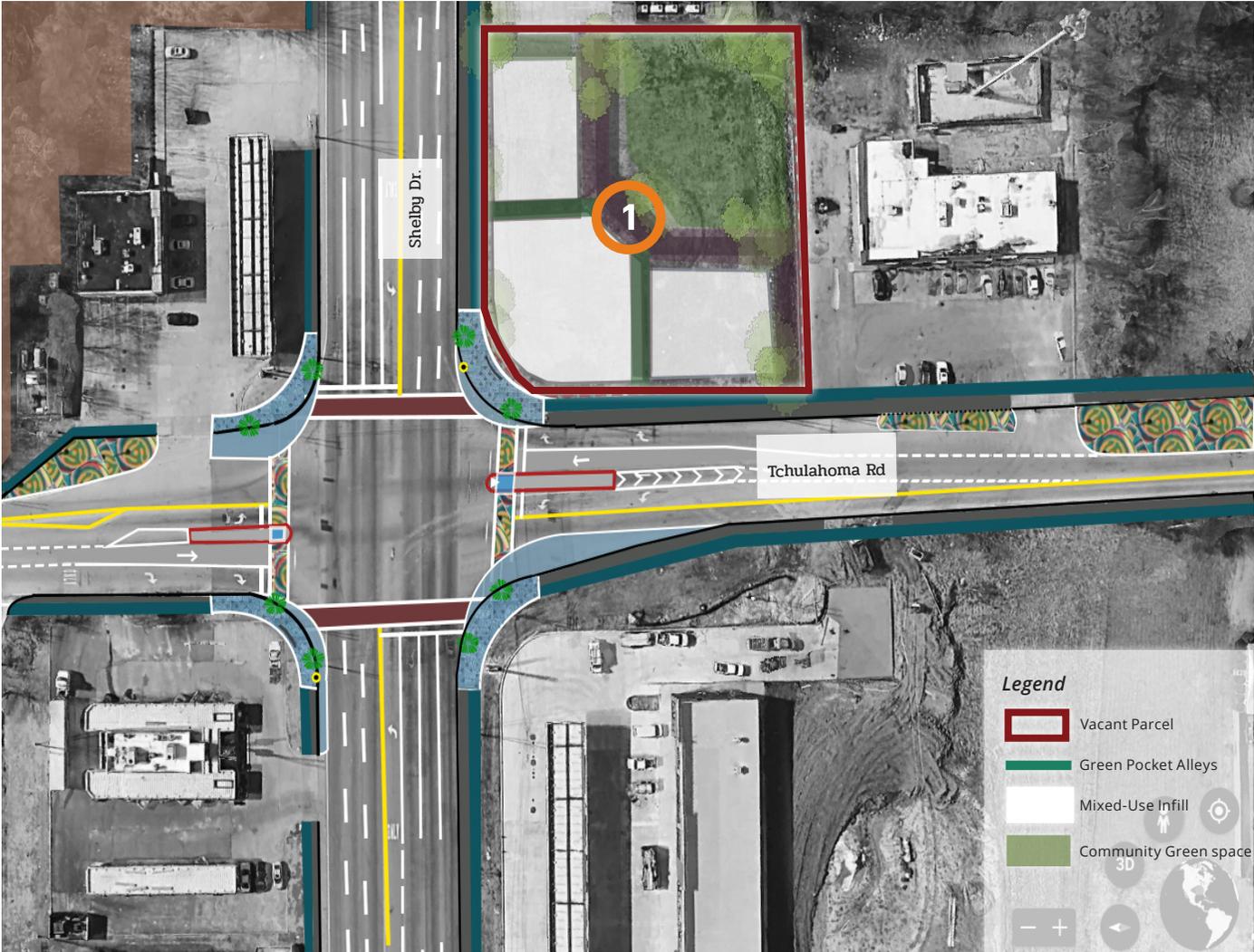




Figure 16 Above rendering shows the future mixed-use infill with active ground floor uses on the vacant parcel at the northwestern corner of the intersection.

Infill building types for Oakhaven

Summary

Conceptual design illustrating potential for future infill housing "pocket neighborhoods" with community greenspace on existing vacant parcels on the northern side of the intersection. The concept also shows a mix of lot sizes to accommodate a variety of new housing options such as single-family units, townhouses, fourplexes, and cottage courts.

Conceptual Design Intervention

- ① Future private infill housing "pocket neighborhoods"

Legend

-  New Buildings
-  Existing Buildings
-  Intersection Design Interventions



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Street Improvements Glossary

Improvement Type

Benefits



Curb Extensions. Also known as “bulb-outs,” these help to slow traffic by reducing the distance between curbs.

- Safer pedestrian crossing, since the length of the crosswalk is minimized.
- Provides space for landscaping, public art, and street furniture.



Crosswalk Improvements. Crosswalks with enhanced visibility features.

- Features like street lighting and painting can improve pedestrian safety and integrate public art through creative crosswalk painting.
- Curb extensions at the crosswalk help to minimize crossing distance for pedestrians.



Modernization of Signals. Mast arm signals with pedestrian lead interval, which allow for pedestrians to cross the street prior to vehicular movement.

- Reduction in crashes.
- Reduction in traffic congestion.
- Increased reliability in vehicle detection.
- Improved traffic signal visibility.



Street Trees. Trees planted along the sidewalk.

- Helps to beautify a street.
- Provides shade for people walking along the sidewalk.
- Absorbs rainfall to reduce storm sewer demand.
- Reduces the urban “heat island” effect.

Images courtesy Toole Design Group

Improvement Type

Benefits



Trash Cans. Help to keep the intersection and community clean.

- Support a growing brand dedicated to preventing litter, improving recycling and cutting back on unnecessary waste.



Benches. Provide resting opportunities for pedestrians and visitors

- Public seating provides an opportunity to rest.
- Benches function as a social resource.
- Flexible and affordable places to spend time at no cost.



Median Refuge Island. Makes crossing the road easier for pedestrians by allowing them to cross in two stages and deal with one direction of traffic flow at a time.

- By simplifying crossings, allows pedestrians and bicyclists to more comfortably cross streets.
- Provides a protected space for bicyclists to wait for an acceptable gap in traffic.



Street bulb-out. Improve pedestrian safety by reducing the distance required to cross the street, while helping to slow turning vehicles

- Visually and physically narrows the roadway.
- Improves the ability of pedestrians and motorists to see each other.

Images courtesy Toole Design Group

Improvement Type

Benefits



Vertical Delinator Posts. Placed along pedestrian zones to provide a buffer between pedestrians and vehicles.

- Improves lane position at the entry and mid-point of horizontal curves.



Armadillos. Vertical lane separators.

- Effective physical barrier, keeping cars from veering or turning into bike lanes or sidewalks.
- High visibility, especially at night.



Curb Ramps. Allow for individuals in wheelchairs and those pushing strollers to enter and exit the crosswalk without interference or mounting a curb.

- Helps people with visual impairments to transition from one surface to another.
- Helps people who might be carrying heavy bags or equipment.

Images courtesy Toole Design Group



A Median Refuge Island reduces the overall crossing length and exposure to vehicle traffic for a bicyclist or pedestrian.
Source: www.nacto.org

Infill Housing Strategy

Density

This refers to the number of people living within a certain area, and is usually measured by counting the number of dwelling units per acre. Higher densities generally make walking, biking, and transit easier to use, help support local businesses by putting more customers within walking distance, and make delivery of City services more efficient.

Approach to Housing Development

The public investments detailed in Chapter 2 Design Concepts will improve the quality of life for area residents while catalyzing private-sector infill development and redevelopment in anchors and anchor neighborhoods. New development on vacant lots and redevelopment of existing buildings will help to stabilize neighborhoods, support local businesses and services in anchors, and support the Memphis 3.0 vision of “building up, not out” by focusing growth in existing neighborhoods.

The following analysis demonstrates feasible residential and mixed-use building types for area neighborhoods within walking distance of community anchors. Typical lot dimensions were tested to identify building types appropriate for different lot sizes, according to standards in the zoning code (this approach is illustrated on the following page). Financial analysis demonstrates the financial feasibility of different building types. In some cases, current market conditions do not support the type of infill development or redevelopment that is needed to satisfy community housing needs, so alternative forms of funding such as philanthropic or public funding grants may be needed to realize development in these areas.

“Missing Middle” Housing

To “build up, not out” new housing will need to be added in neighborhoods around community anchors. The types of housing may vary according to community needs, but in many cases “Missing Middle” housing types will be good options for adding housing in these areas in a manner consistent with the neighborhood’s physical character. “Missing Middle” housing refers to multi-unit residential buildings that look like large single-unit houses. Numerous examples of Missing Middle types such as duplexes, fourplexes, and courtyard apartments exist throughout Memphis’ historic neighborhoods. These buildings occupy the middle ground between single-unit houses and larger apartment complexes. Due to changes in zoning rules and financing, few of these building types have been constructed since the 1940’s – that’s why they’re “missing.”

For Memphis neighborhoods adjacent to community anchors, Missing Middle types provide an opportunity to increase housing choice by offering a variety of unit sizes that give people options other than a single-unit house or an apartment in a larger complex. Additionally, such types will enable these neighborhoods to house more people, improve walkability, and support local businesses—all while maintaining their historic physical character and scale.

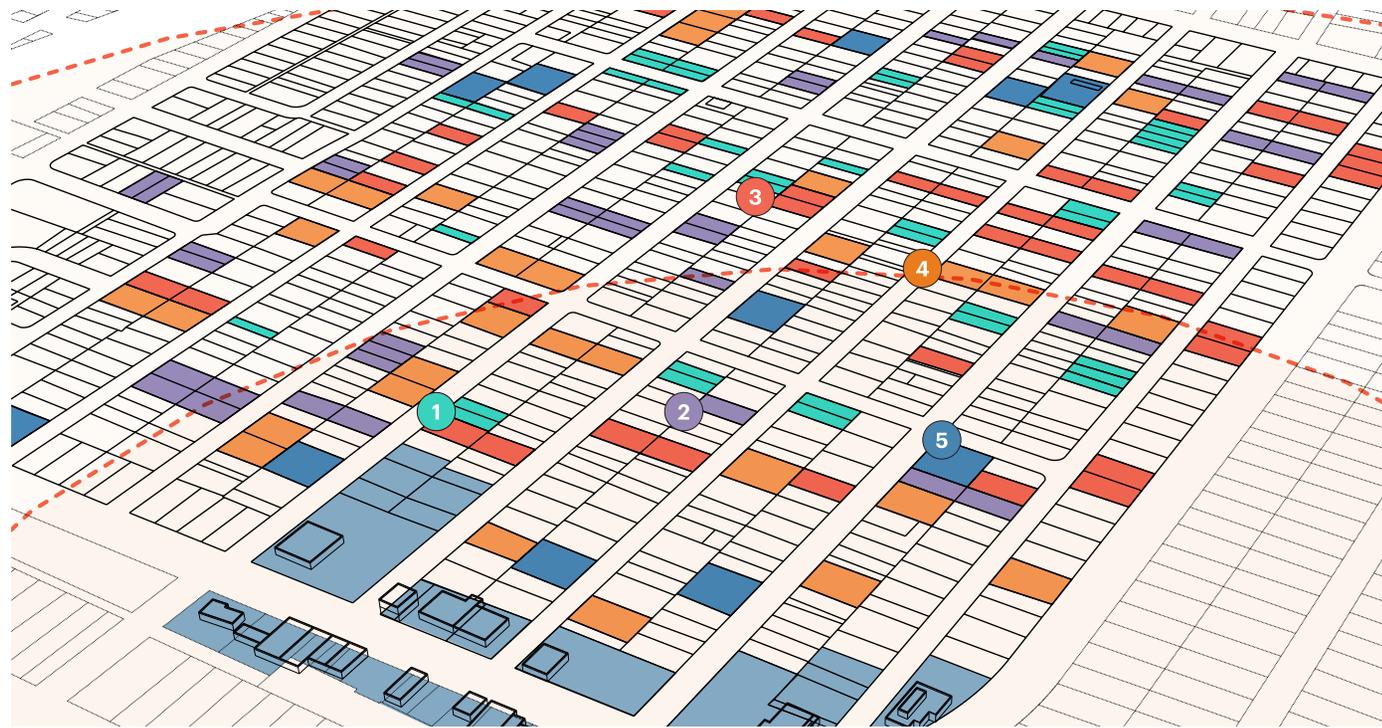


Figure 17 Residential Infill Approach

- 1 18' wide Lots
- 2 25' wide Lots
- 3 26'-41' wide Lots
- 4 41'-65' wide Lots
- 5 66'-95' wide Lots
- Anchor Parcels

The illustration is an example and is not representative of the subject area.

“Maker-plex”

To support local entrepreneurialism, the “maker-plex” building type is proposed for areas where home occupation and mixed-use is encouraged by the zoning code and the Memphis 3.0 land use plan. This building type is meant to provide a flexible option for adding workspace to a new or existing residential building. This can be less costly than building a new commercial building or leasing a separate commercial space and can help to reduce upfront costs for new small businesses.

The maker-plex building type consists of a small workspace or “maker” space with frontage along the sidewalk to provide visibility from the street. This building type can help to activate street frontages and support a “main street” environment in the near-term if larger-scale mixed-use buildings are not feasible. In primarily residential areas, setbacks can help to maintain a neighborhood environment while diversifying uses and creating opportunities for new economic activity.

Pocket Neighborhoods

A pocket neighborhood is a way to arrange residential infill development around a shared common space to strengthen community and provide an attractive address for new development. Typically, a pocket neighborhood consists of cottages or smaller Missing Middle buildings gathered around a common space within a larger surrounding neighborhood – think of it as a mini-neighborhood within a neighborhood. A pocket neighborhood can help to make infill development more attractive in neighborhoods with limited market activity and provides an efficient development approach for large or deep lots. In neighborhoods with a high number of vacant lots, multiple adjacent lots could be combined or further subdivided to create a pocket neighborhood.

Development standards for pocket neighborhoods should emphasize building frontage along the street and the shared common space, pedestrian access between the sidewalk and all units, and high-quality design of the shared common space. A well-designed pocket neighborhood will use a variety of building types to frame the shared open space, creating an attractive outdoor area that beautifies the street and nurtures community. Infill options for pocket neighborhoods are detailed at the end of this section.

Overview of building types

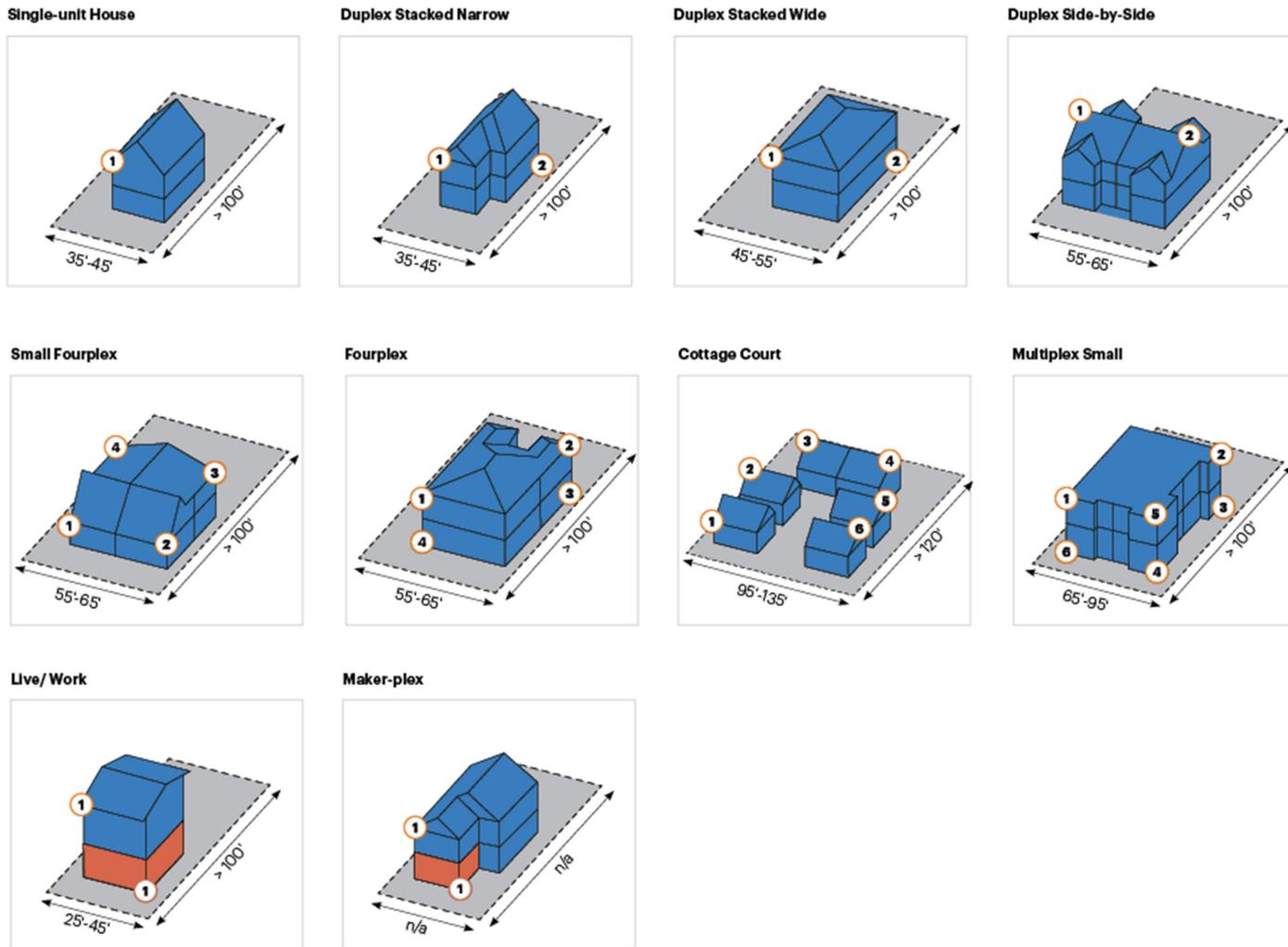
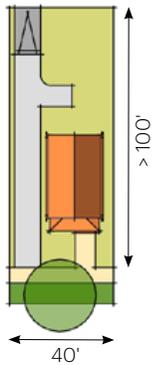
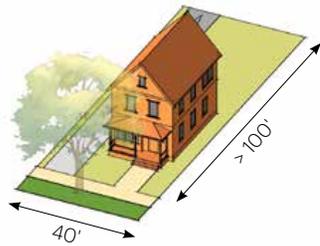


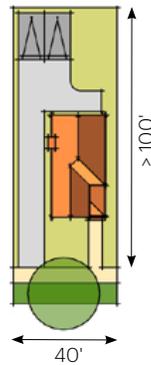
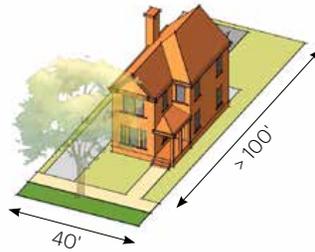
Figure 18 Overview of feasible residential and mixed-use building types.

Infill options for 40' wide lot

Single-unit House
Front-loaded



Duplex Stacked Narrow
Front-loaded



Duplex Stacked Narrow
Alley-loaded

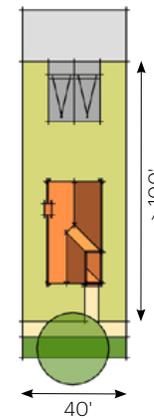
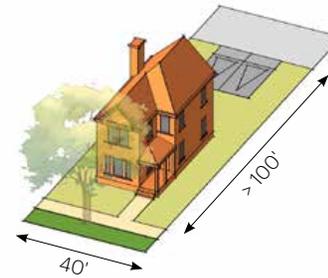


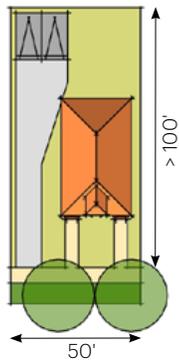
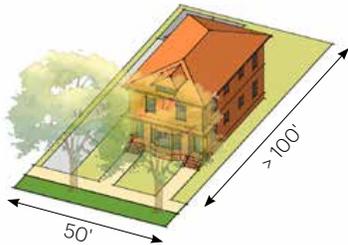
Table 2.1. 40' wide lot	< 100' or > 120' deep	< 100' or > 120' deep	< 100' or > 120' deep
	Front-loaded	Front-loaded	Alley-loaded
Building typology	Single-unit House	Duplex Stacked Narrow	Duplex Stacked Narrow
Residential units	1	2	2
Parking spaces	1	2	2



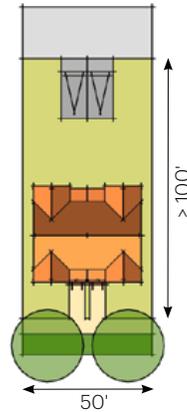
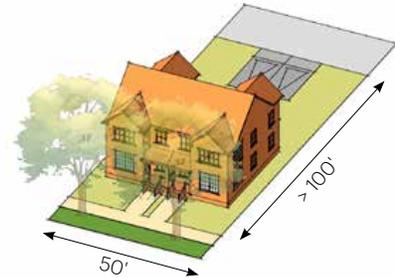
Figure 19 Photos of Duplexes Stacked Narrow.

Infill options for 50' wide lot

Duplex Stacked
Front-loaded



Duplex Side-by-Side
Alley-loaded



Side Cottage Court
Alley-loaded

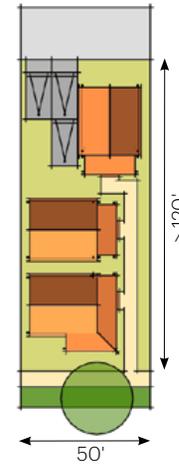
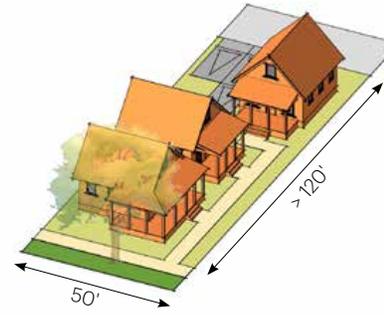


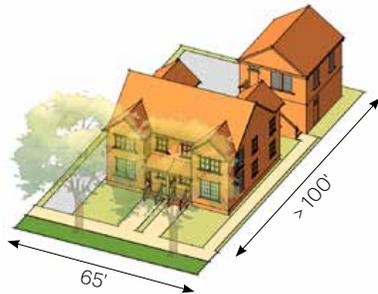
Table 2.2. 50' wide lot	< 100' deep or > 120' deep	< 100' deep	> 120' deep
	Front-loaded	Alley-loaded	Alley-loaded
Building typology	Duplex Stacked	Duplex Side-by-Side	Side Cottage Court
Residential units	2	2	3
Parking spaces	2	2	3



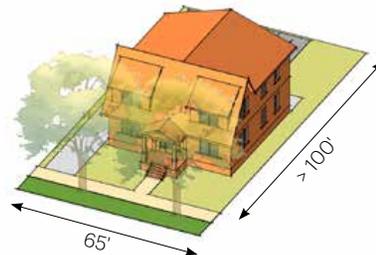
Figure 20 Left: Photo of a Duplex Stacked. Right, from top to bottom: a Duplex Stacked, a Duplex Side-by-Side, and a Side Cottage Court.

Infill options for 65' wide lot

Duplex Side-by-Side + ADU
Front-loaded



Small Fourplex
Front-loaded



Fourplex
Alley-loaded

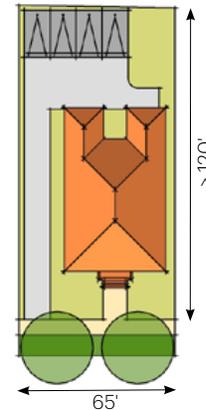
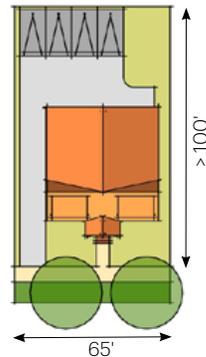
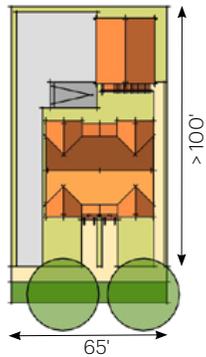
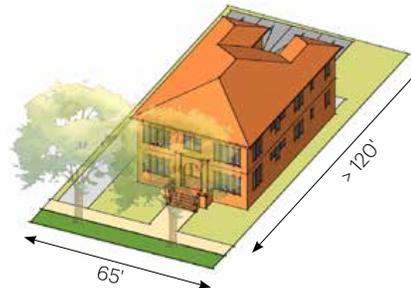
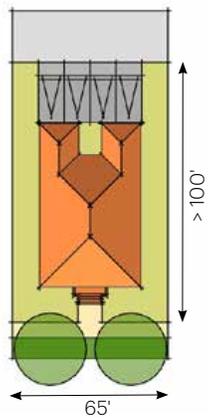
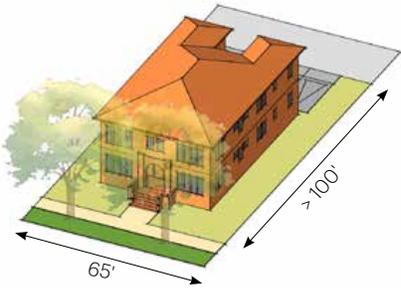


Table 2.3. 65' wide lot	< 100' deep Front-loaded	< 100' deep Front-loaded	< 120' deep Front-loaded
Building typology	Duplex Side-by-Side + ADU	Small Fourplex	Fourplex
Residential units	3	4	4
Parking spaces	3	4	4

Fourplex
Alley-loaded



Multiplex Small
Alley-loaded

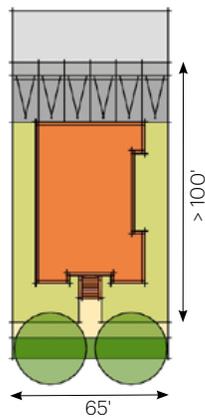
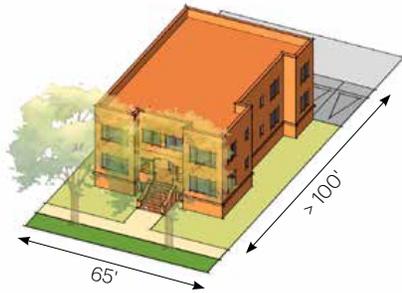


Table 2.4. 65' wide lot	< 100' deep Alley-loaded	< 100' deep Alley-loaded
Building typology	Fourplex	Multiplex Small
Residential units	4	6
Parking spaces	4	6

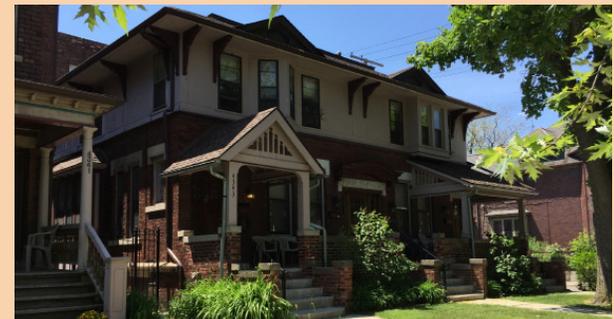
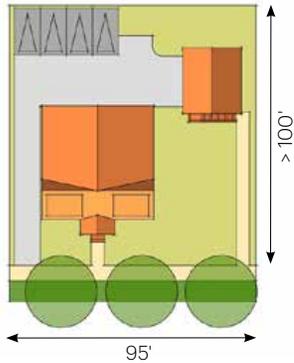
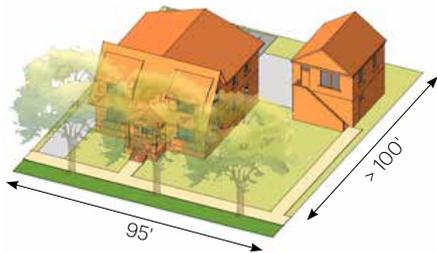


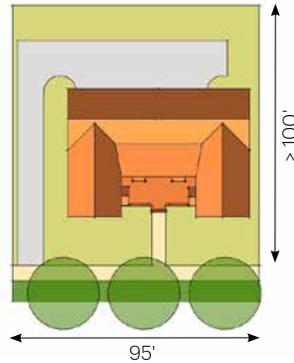
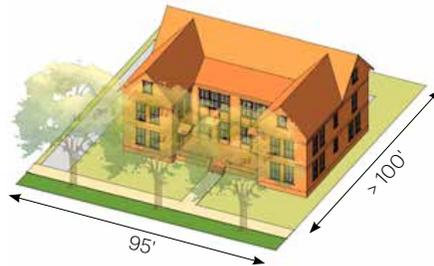
Figure 21 From top to bottom: a Duplex Side-by-Side, a Small Fourplex, and a Multiplex Small.

Infill options for 95' wide lot

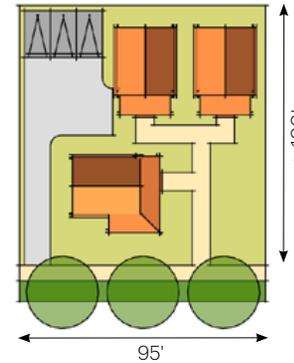
Small Fourplex + ADU
Front-loaded



Courtyard Building
Front-loaded



Cottage Court
Front-loaded



Cottage Court
Alley-loaded

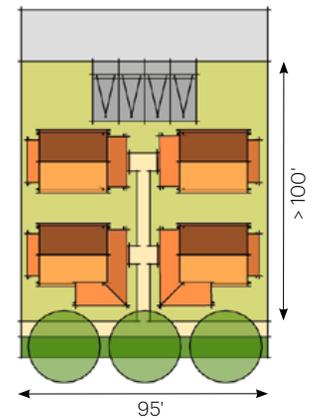
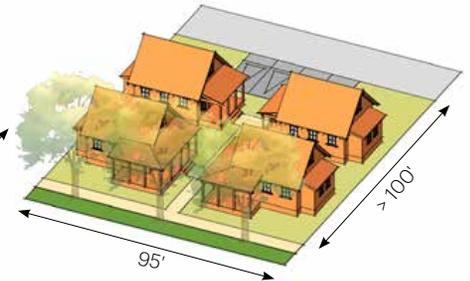
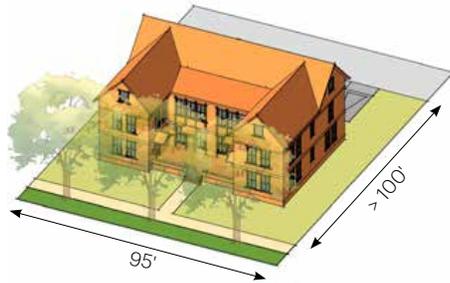


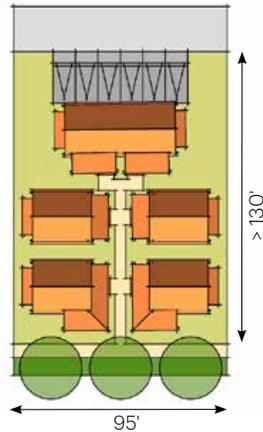
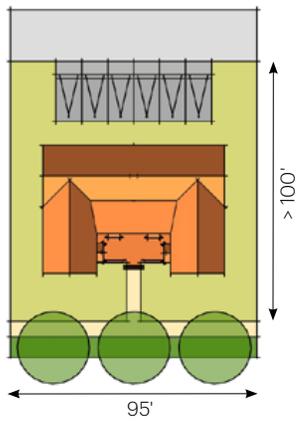
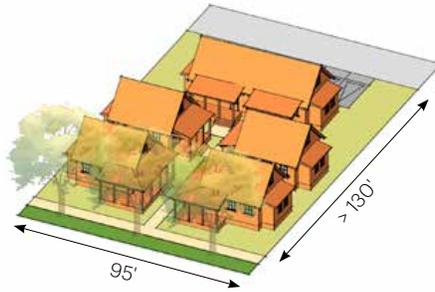
Table 2.5. 95' wide lot	< 100' deep	< 100' deep	< 120' deep
	Front-loaded	Front-loaded	Front-loaded
Building typology	Small Fourplex + ADU	Courtyard Building	Cottage Court
Residential units	5	5	3
Parking spaces	5	5	3

Table 2.6. 95' wide lot	< 100' deep
	Alley-loaded
Building typology	Cottage Court
Residential units	4
Parking spaces	4

Courtyard Building
Alley-loaded



Cottage Court
Alley-loaded



< 100' deep	< 130' deep
Alley-loaded	Alley-loaded
Courtyard Building	Cottage Court
6	6
6	6

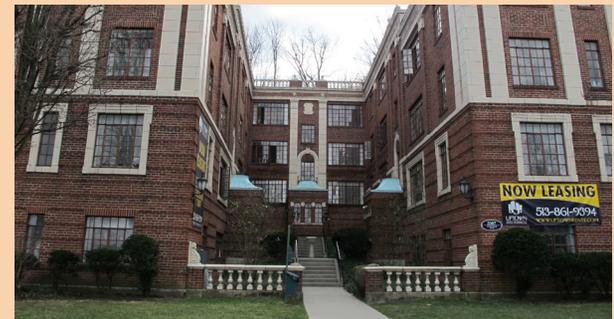


Figure 22 From top to bottom: a Cottage Court, a Cottage Court, and a Courtyard Building.

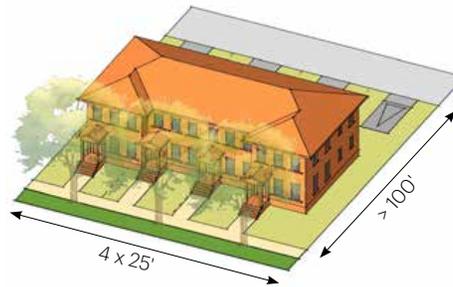


Infill options for 100' (4x25') wide lot

Duplex Side-by-Side, Single-Family + ADU
Front-loaded



Townhouses
Alley-loaded



Duplex + Small Fourplex
Alley-loaded

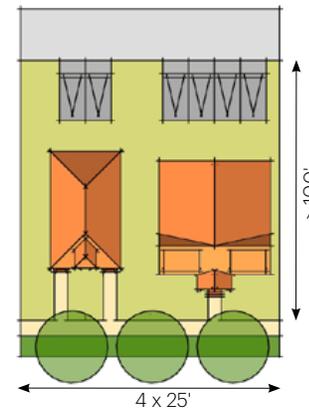
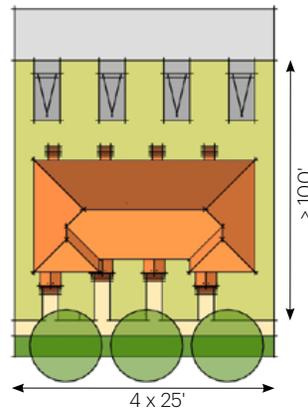
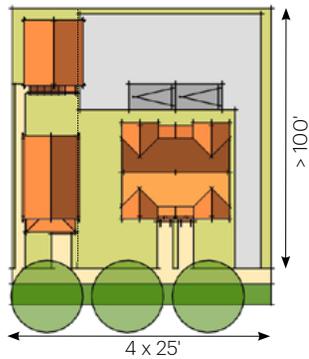
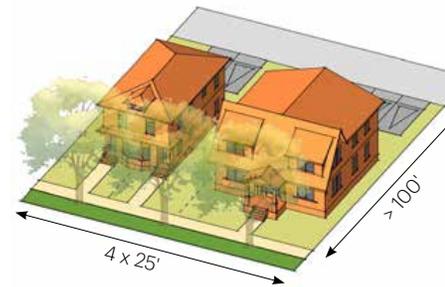
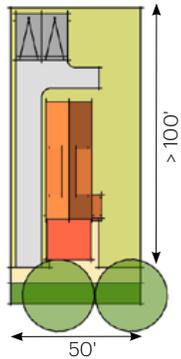
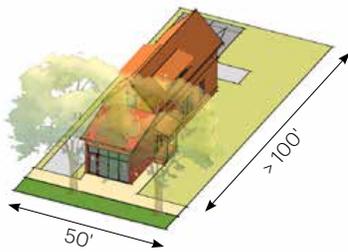


Table 2.7. 100' (4x25') wide lot	< 100' or > 120' deep	< 100' or > 120' deep	< 100' or > 120' deep
	Front-loaded	Alley-loaded	Alley-loaded
Building typology	Duplex Side-by-Side, Single-Family + ADU	Townhouses	Duplex + Small Fourplex
Residential units	3	4	6
Parking spaces	3	4	6

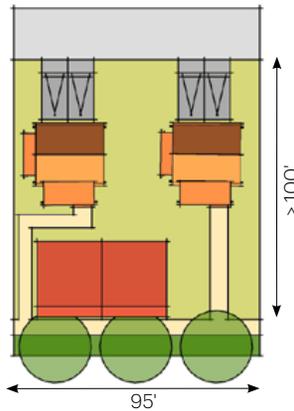
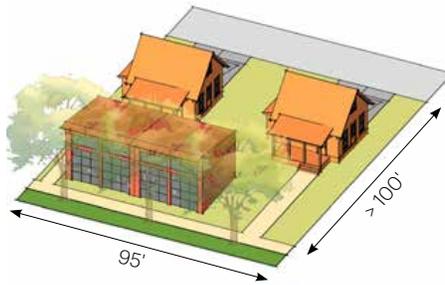
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Infill options for Maker-plex

Small-lot Single-unit House with Maker-plex at the front
Front-loaded



Small Cottages with detached Maker-plex at the front
Alley-loaded



Small Cottage + Single-Family House with detached Maker-plex at the front
Alley-loaded

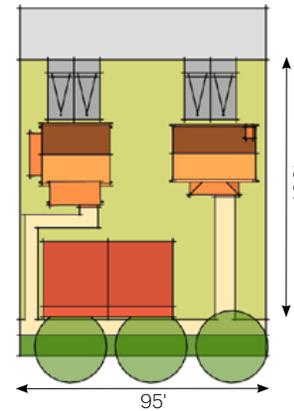
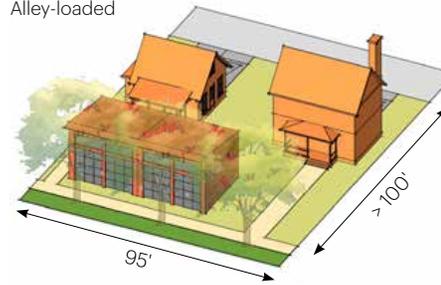


Table 2.8 . Maker-plex lot types	50' wide lot	95' wide lot	95' wide lot
	Front-loaded	Alley-loaded	Alley-loaded
Building typology	Small-lot Single-unit House with Maker-plex at the front	Small Cottages with detached Maker-plex at the front	Small Cottage + Single-Family House with detached Maker-plex at the front
Maker-plexes	1	2	2
Residential units	1	2	2
Parking spaces			



Figure 23 Left: Photo of a detached Maker-plex. Right, from top to bottom: an attached Maker-plex in a Single-family House, a Maker-plex with a ground floor maker space and attached maker-plexes in a row.



Infill options for Pocket Neighborhoods

Example 1
Front-loaded



- Legend**
- Existing House
 - Multifamily Infill
 - Maker-plex
 - Common Green

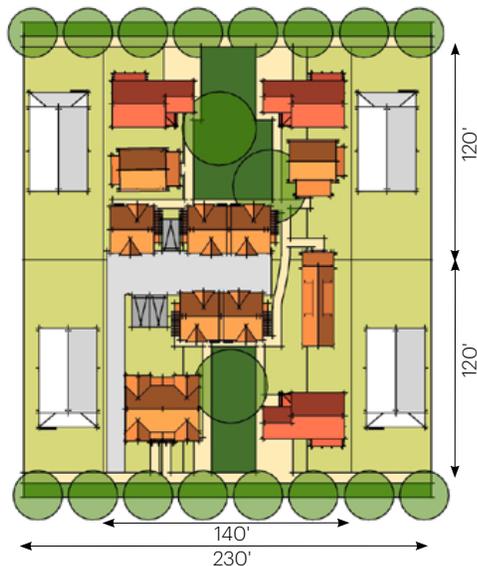


Table 2.9 . Pocket Neighborhood - Example 1	
	Front-loaded
Single-Family Houses	-
Small-lot Single-unit House	1
Cottages	2
ADUs	5
Duplexes	1
Triplexes	-
Single Family with attached Maker-plexes	3
Total number of units	13
Total number of parking spaces	13



Example 2
Alley-loaded



Table 2.10 . Pocket Neighborhood - Example 2

	Alley-loaded
Single-Family Houses	1
Small-lot Single-unit House	-
Cottages	-
ADUs	4
Duplexes	1
Triplexes	1
Single Family with attached Maker-plexes	2
Total number of units	12
Total number of parking spaces	12

- Legend**
- Existing House
 - Multifamily Infill
 - Maker-plex
 - Common Green

Example 3
Front-loaded

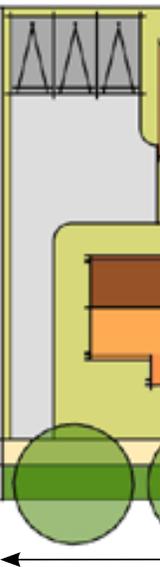
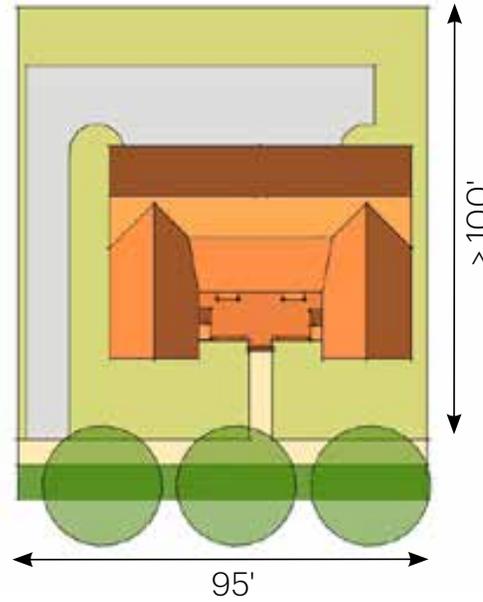
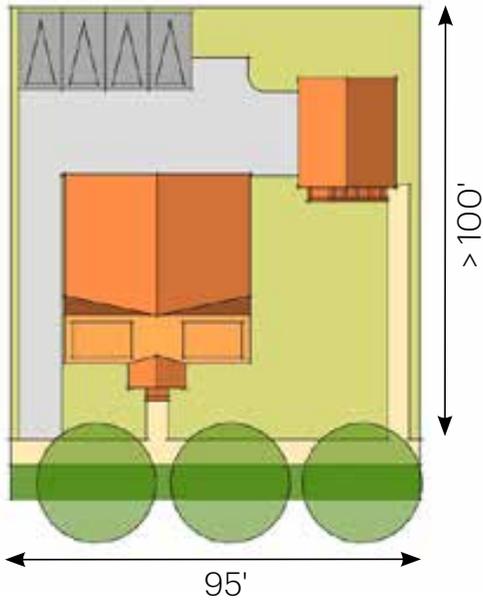
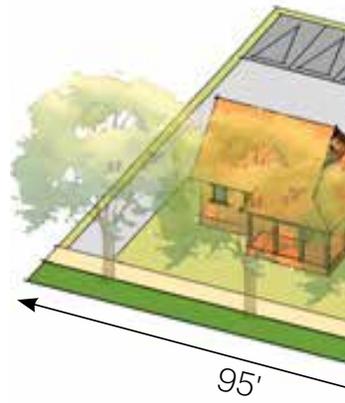
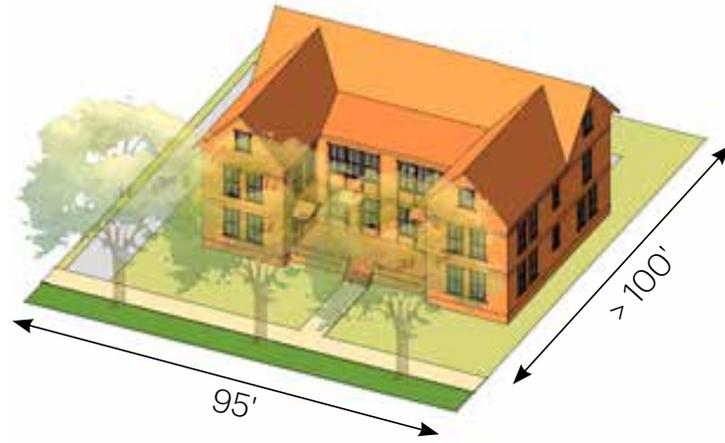
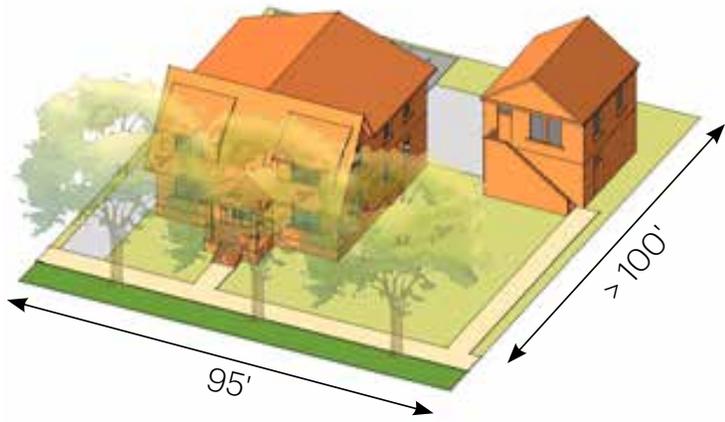


Table 2.11 . Pocket Neighborhood - Example 3	
	Front-loaded
Single-Family Houses	-
Small-lot Single-unit House	-
Cottages	1
ADUs	1
Duplexes	1
Triplexes	1
Single Family with attached Maker-plexes	1
Total number of units	8
Total number of parking spaces	7

- Legend**
- Existing House
 - Multifamily Infill
 - Maker-plex
 - Common Green



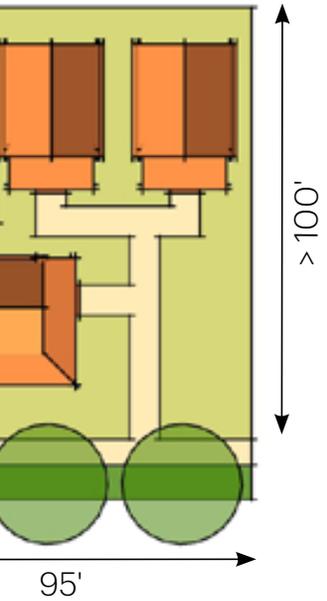
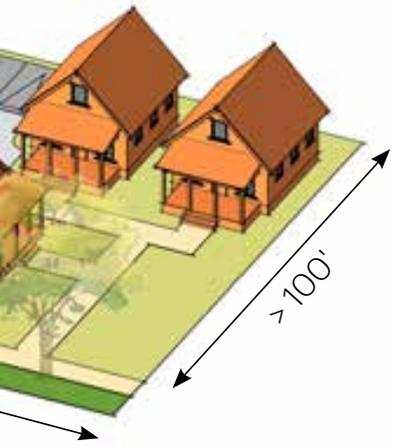
Figure 24 Photos of pocket neighborhoods. Left: photo credit: Ross Chapin. Right, from top to bottom: photo credit: Starr Hill Vision Plan, photo credit: www.rosschapin.com, and photo credit: www.rosschapin.com



Next Steps

CHAPTER

3



Policy Roadmap

Placemaking strategies and policies could help to maximize the value of investments made in infrastructure and the public realm by activating public spaces and improving adjacent private properties. Activating public space means providing facilities and programming that make a variety of people want to spend time in that place together, which can help to foster community. Most activation programs and policies may require coordination between public-sector regulatory entities, such as the City of Memphis, and private entities, such as local businesses and organizations with a physical presence in areas targeted for activation.

Activating Rights-of-Way and Parking Areas

Allowing brick-and-mortar businesses to utilize adjacent public rights-of-way for outdoor dining and vending could add vibrancy to streetscapes and improve the pedestrian experience, provided that appropriate standards preserve through access for pedestrians and comply with ADA requirements. A long-term or permanent program similar to Downtown Memphis' Temporary Outdoor Dining Policy could be applied to anchor areas where public realm investments have taken place to allow for a variety of outdoor dining and vending along sidewalks and in on-street parking spaces. A permitting program and a program to ensure ongoing compliance with standards could facilitate this process. Additionally, grant funding opportunities could assist local businesses in acquiring necessary equipment of a quality consistent with the investments made to the public realm.

A program to regulate, encourage, and fund parklets and pavement-to-parks projects could help to facilitate near-term, interim investments in underutilized large parking lots. While this plan envisions compact,

walkable infill in the long-term, many existing properties may not redevelop on a timeline consistent with investments being made to the public realm. A grant program to help owners pay for public-serving facilities upgrades near public rights-of-way could help to create a more pedestrian-oriented "edge" against the sidewalk in the near term, even if existing auto-oriented uses continue to operate.

Programming for these public and private spaces such as movie nights, pop-up food and retail, farmer's markets and craft markets, public performances, and other recreational functions could spur activity and promote new and existing local businesses. Cooperation between the City, landowners and local organizations could establish a community calendar for programming, and funding sources could be identified to support ongoing programming. Activities and programmed events requiring road closures and safety services could benefit from streamlined coordination between necessary City services, which may require adjustments to existing policies and processes.

Matching Zone Standards to Plan Vision

CMU-1 zoning is applied at the intersection of Shelby and Tchulahoma and is surrounded by various residential districts. CMU-1 intent and allowed uses in this zone are consistent with the vision for Shelby and Tchulahoma in this plan. It allows for low-intensity commercial and a mix of uses which helps create small, walkable mixed-use centers intended to serve the surrounding neighborhoods.

Residential neighborhoods within roughly ¼ mile from the intersection are designated as “Anchor-Neighborhoods -Primarily Single Unit” in the Memphis 3.0 Comprehensive Plan. The intent for this future land use designation describes neighborhoods that allow for single-unit and duplex housing. Those neighborhoods with existing R-6, R-8, and RU-1 zoning are generally compatible with this vision. While R-6 and R-8 are compatible, the application of RU-1 should be considered for the single-family districts (R-6 and R-8) directly surrounding the anchor to allow for more housing types and slightly higher density that supports the anchor. Further outreach should be conducted to determine if expanding RU-1 zoning to cover more of the Anchor Neighborhood is appropriate for the area.

Facade + Landscape Improvement Program

For residential and commercial properties adjacent to streets where investments have been made or are planned in the future, a facade and landscape improvement program could provide funding and design assistance and streamline permit approval for improvements that benefit the public realm by improving the quality of building and lot frontage. Facade improvements to buildings near the sidewalk can create a more inviting environment for pedestrians and help to stabilize commercial areas. Landscape

improvements on private lots can similarly improve the pedestrian experience by providing shade and by delineating the public realm from the private realm on lots where buildings are set back from the sidewalk. Within neighborhoods, continued resourcing of blight abatement and neighborhood cleanup programs can help to create a more attractive environment for infill development.

Implementation Roadmap

Implementation is a strategic and collaborative effort between the City, individuals, and both public and private organizations within the community. The infrastructure implementation strategy focuses both on how to improve connectivity to key community assets and how to improve the amenities in the public and pedestrian realm in each area. The implementation steps were developed based on community feedback and priorities, overlap or coordination with existing projects, timing, connectivity, safety and access. Change will not happen overnight but can come in phases and begin with incremental change.

Timing

Each improvement goes through an existing process for approval and implementation. Depending on the scale of the improvements and entities involved, some approval times can take longer than others.

The short-term implementation focuses on investments which can be completed within two years, while the medium term focuses on longer term initiatives and projects that require longer than 2 years.

State Routes

Improvements on state routes may require additional approvals and standards as required by the TN Department of Transportation (TDOT). Improvements which involve state routes may require additional time for coordination with both the City and TDOT. State routes can potentially limit the available types of improvements.

Connectivity

Infrastructure that supports or enhances connectivity, pedestrian safety, and accessibility creates a safer, more comfortable environment for people to walk and bike. A more connected network increases access to amenities and the potential for more activity in an area. Prioritization is given to the infrastructure projects that enhance or improve the following:

- Corridors that improve access for neighboring areas;
- Accessibility to local businesses with physical improvements such as installing sidewalks and intersection improvements;
- Pedestrian infrastructure with a focus on safety and accessibility;
- Connectivity with other networks and investments outside of the anchors.

Coordination with Other Projects

To maximize the investments and leverage additional funding sources in the area, the recommended implementation items incorporated the scope of the following projects listed in the table below.

Table 3.1 Oakhaven - Coordination with Other Projects

Improvements	Project Lead
Sidewalk installation from Holmes Road to Morningview Drive on Tchulahoma Road	Division of Engineering

- Prioritize sidewalk installation on the west side of Tchulahoma Road from Holmes Road to E Raines Road.
- Leverage available funding with other planned or capital improvements;
- Prioritize and maximize improvements as funding allows;
- Begin intersection curb extensions and artistic crosswalks on Tchulahoma;
- Implement median refuge island on Tchulahoma;
- Implement traffic calming design interventions at Shelby Drive and Tchulahoma and Arnold and Tchulahoma;
- Engage TDOT to discuss the level of review required for proposed street improvements at the intersection of Shelby Drive and Tchulahoma;

- Begin intersection improvements at Shelby Drive and Tchulahoma;
- Implement visually distinctive gateway improvements at Shelby Drive and Tchulahoma;
- Begin modernization of signal at Shelby Drive and Tchulahoma;
- While maintaining the integrity of the concepts, refine the designs to minimize the relocation and modification of existing utilities and infrastructure (utility poles, drainage inlets, retaining walls, etc.);
- Obtain any right of way, land or easements as necessary for improvements;

Review land use and building codes to promote “missing middle housing” infill developments and pocket neighborhoods;

- Establish a funding mechanism to assist with offsetting utility connections for infill development;
- Collaborate with Memphis Light, Gas and Water (MLGW) to expand incentives to promote infill and small scale developments;
- Coordinate with Memphis Light, Gas and Water (MLGW), to increase pedestrian lighting on all public sidewalks and active alleys starting first with areas of high activity for visitors, customers and parking.

Opinion of Probable Cost

Assumptions

Planning level cost estimates were developed for all new projects using available Tennessee Department of Transportation (TDOT) methodologies. Estimated costs include (as appropriate) preliminary engineering, right-of-way, utility relocations and construction. The below estimates include 10% for preliminary engineering and an added 10% cost for Construction, Engineering, and Inspections. Regional and state prices were used when available.

It is important that a 5% inflation rate be added per year to these general estimates from the publish date. The prices were cross referenced with the 2020 TDOT statewide bid tabs. In the case where itemized costs within the past 5 years were higher than the 2020 rates, the higher value was used in this estimate to take into account the potential range of market prices.

Cost Disclaimer

Opinions of probable cost were developed by identifying major pay items and establishing rough quantities to determine an order of magnitude cost. Planning-level cost opinions include a 30% contingency to cover items that are undefined or are typically unknown early in the planning phase of a project. Cost opinions do not include the cost for ongoing maintenance. A cost range has been assigned to certain general categories such as delineators; however, these costs can vary widely depending on the exact product. The overall cost opinions are intended to be general and used only for planning purposes with no guarantees or warranties regarding the cost estimate herein. Construction costs will vary based on the ultimate project scope, actual site conditions and

constraints, schedule, and economic conditions at the time of construction.

Total Estimated Cost

The table below shows the total estimated cost for each of the four proposed components of the Oakhaven Small Area Plan.

Short-term Improvements Funded by Accelerate Memphis	Total Estimated Cost
Traffic Calming Interventions on Tchulahoma Road	\$660,960
Intersection Improvements at Shelby Drive & Tchulahoma Road	\$696,097
Sidewalk Installations on Tchulahoma Road	\$3,553,875

Professional Services + Contingency Costs

A breakdown of the total costs showing, construction, professional services and contingency costs given in the tables below.

Table 3.3 Intersection Improvements at Shelby Dr. & Tchulahoma Rd.	
Improvements	Total Estimated Cost
Construction Costs Total	\$464,066
Construction Engineering and Inspection (10%)	\$46,406
Preliminary Engineering (10%)	\$46,406
Contingency (30%)	\$139,219
Total Estimate Cost	\$696,097

Table 3.4 Traffic Calming	
Improvements	Total Estimated Cost
Construction Costs Total	\$440,640
Construction Engineering and Inspection (10%)	\$44,064
Preliminary Engineering (10%)	\$44,064
Contingency (30%)	\$132,192
Total Estimate Cost	\$660,960

Table 3.5 Sidewalk Installations on Tchulahoma Rd.	
Improvements	Total Estimated Cost
Construction Costs Total	\$2,369,250
Construction Engineering and Inspection (10%)	\$236,925
Preliminary Engineering (10%)	\$236,925
Contingency (30%)	\$710,775
Total Estimate Cost	\$3,553,875

Implementation Items funded by Accelerate Memphis:

- Intersection improvements at Shelby Drive and Tchulahoma Road.
- Traffic calming interventions on Tchulahoma Road.
- Sidewalk installation in three segments on Tchulahoma Road.

Appendix A

A breakdown of project costs into major pay items is included below for reference. An explanation of each item is given to help the reader understand how costs were distributed across different pay items. Note that the pricing of certain items was dependent on the assumption that others had been implemented.

Explanation of Key Cost Components	
Accent Paving (street)	Milling and repaving with stamped pavement. Includes traffic control and pavement markings.
Banners (24 mo.)	Application fee, deposit, and 24-month lease for banners on 41 MLGW poles. Does not include any costs beyond initial 24 month lease.
Decorative/Longitudinal Crosswalks	Application of decorative coating/longitudinal crosswalks with the assumption that corner extensions have been installed where recommended.
Median Extensions	Includes cost of extending concrete of existing/proposed medians further into intersection and installation of curb for new medians where specified in plans
Curb Extensions (intersection)	Intersection bump outs include demolition of underlying asphalt and adjacent curb, new curb, two trees, landscaping, and a metal grate to bridge the bump out and the adjacent sidewalk to allow storm water to flow past bump out. A handicap ramp is included where needed for crossings
Pedestrian Refuge Island	Includes cost of installing raised concrete median refuge island. Estimates are for the island only, not signals, beacons, crosswalk marking, etc.

Explanation of Key Cost Components	
New Sidewalk/Curb & Gutter	Installation of new curb, gutter and sidewalk of the specified width along new extension of Tchulahoma
Street Furniture	Cost of trashcans and new park style benches
Street Trees	Cost of trees and mulch, includes the cost of new curb around tree wells where indicated in plans. Note that in cases where sidewalk must be demolished for tree installation this cost is included in the cost for "new sidewalks".
Street Bulb-out	Cost of painted street bulb-out with the cost of vehicle post delineators and armadillos
New Traffic Signals	Cost of replacing four existing traffic signals.
Stop Sign	Cost of installing 30" Diamond Grade Reflective Stop Sign
Street Trees	Cost of trees and mulch, includes the cost of new curb around tree wells where indicated in plans. Note that in cases where sidewalk must be demolished for tree installation this cost is included in the cost for "new sidewalks".
Utility Relocation	Relocation of utilities that will interfere with proposed improvements.

*Values in the following tables have been rounded up to the nearest hundred.

Intersection Improvements Shelby & Tchulahoma	
Artistic Crosswalk	\$20,000
Trash Cans	\$3,000
New Traffic Signals	\$400,000
Stop Sign	\$540
Street Benches	\$3,136
Street Trees	\$4,000
Banners (24 mo.)	\$33,390
Construction Costs Total	\$464,066
Preliminary Engineering (10%)	\$46,406
Construction Engineering and Inspection (10%)	\$46,406
Contingency (30%)	\$139,219
Total Estimate cost	\$696,097

Traffic Calming Shelby & Tchulahoma	
Curb Extensions	\$250,000
Street Bulb-out Painting	\$40,000
Median Refuge Island	\$100,000
ADA Ramps	\$40,000
Armadillos	\$6,160
Verticle delineator Posts	\$4,480
Construction Costs Total	\$440,640
Preliminary Engineering (10%)	\$44,064
Construction Engineering and Inspection (10%)	\$44,064
Contingency (30%)	\$132,192
Total Estimate cost	\$660,960

Sidewalk Installation on Tchulahoma Road	
New Sidewalk/Curb & Gutter (first segment)	\$850,000
New Sidewalk/Curb & Gutter (second segment)	\$662,500
New Sidewalk/Curb & Gutter (third segment)	\$856,750
Construction Costs Total	\$2,369,250
Preliminary Engineering (10%)	\$236,925
Construction Engineering and Inspection (10%)	\$236,925
Contingency (30%)	\$710,775
Total Estimate cost	\$3,553,875

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