Shared Prosperity in the University District

THE UNIVERSITY OF MEMPHIS | City & Regional Planning

Design Collaborative

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INTRODUCTION

Memphis is among eight US cities participating in the **Shared Prosperity Partnership (the Partnership)** – a collaborative initiative of the Kresge Foundation, the Brookings Metropolitan Policy Program, the Urban Institute, and Living Cities (http://sharedprosperitypartnership.org). The initiative convenes local leaders to develop solutions that allow equitable access to the opportunities arising from national, regional, and municipal economic growth and development activities. As a resource providing access to data, research, financial resources, and a network of national experts, the Partnership prompts local discussion around the challenges to achieving inclusive growth.

In October 2018, the Partnership held a two-day roundtable in Memphis convening local community development practitioners and leaders to examine "What's at Stake," if uneven recovery proceeds without intentional intervention toward equitable outcomes. The Partnership urged participants to build new knowledge aimed at hardwiring inclusion into their economic recovery plans and strategies. In response, the **University of Memphis (UofM) Department of City and Regional Planning (CRP)** and its **Design Collaborative (UMDC)** worked together with the UofM **Office of Government Relations (OGR)** and the **University Neighborhoods Development Corporation (UNDC)** to position the institution as a local leader in equitable economic development. As a vehicle for building this knowledge, CRP and UMDC designed a six-credit hour graduate planning and design studio course aimed at generating a strategic plan to center the UofM and the UNDC as drivers in framing the institution's **University District (UD)** as a "Launchpad" for Shared Prosperity.

Aimed at aligning the institutional priorities of the UofM and the community priorities of the University District neighborhoods, the studio also sought to coordinate the ongoing and emerging initiatives of the UNDC toward a shared vision of inclusive growth. Additionally, the studio sought to expand upon the "Build Up Not Out," approach of the preceding 2-year period of engagement activities of the Memphis 3.0 comprehensive planning process led by the City of Memphis. Within this framework, the CRP and UMDC studio course took steps toward defining shared prosperity for the district, identifying anchor institution models that could carry that definition forward, and outlining strategies that could bring more equitable, measurable outcomes to the University District.

The following pages encompass a full report of the spring 2019, 6-credit hour, combined Comprehensive Planning (PLAN 7006) and UMDC (PLAN 7801) Studios. Acting as consultants to OGR, UNDC, and the University District community, eight graduate planning students worked under the advisement of CRP Faculty and UMDC staff to define the approach, summarize the story of the district and its communities, and outline a strategy to drive the district's development agenda toward a shared, equitable vision.

The report is organized in five chapters as follows:

1. **Project Approach and Key Concepts**
   Chapter 1 of this report describes the approach that drove the studio's work. This approach sought to solidify a definition of Shared Prosperity for a specific geographic area and align the definition with best-practice approaches to Anchor Institution strategies.

2. **Past Plans, Study Area Conditions, and Key Issues**
   Chapter 2 briefly describes general characteristics of Memphis and the University District (UD), delving more thoroughly into the past and ongoing planning and development initiatives as well and the existing conditions of the district and its neighborhoods. These efforts helped to generate a current snapshot to begin identifying where efforts toward equitable community development could begin by identifying general neighborhood and community issues that rise to the top of this cursory comparative analysis. In conclusion, Chapter 2 identifies a baseline data metric from which shared prosperity strategies can be measured.

3. **Community Involvement Findings**
   Chapter 3 details the community engagement strategies that were approached to more finely define and identify district and neighborhood issues and desired outcomes. Organized in multiple phases, these strategies focused on both district-wide and neighborhood-specific engagement, which then helped to inform an approach to a concluding, district-wide Open House event.

4. **Compiled Strategies for the University District**
   Building on best practice research, existing conditions analysis, and community engagement findings, Chapter 4 offers potential planning and development strategies for the district, focused on the themes of transportation, housing, institutional transparency, and educational equity. Chapter 4 concluded with a draft list of investable ideas based on an institutional anchor strategy carrying the theme of Live Local, Spend Local, and Hire Local.

5. **Metrics, Indicators, and Recommendations**
   Chapter 5 details key indicators to track the progress of the Shared Prosperity strategies. Introduced with a brief literature review on developing indicators, Chapter 5 concludes the report by summarizing key outcomes and indicators related to strategic focus areas and recommends strategies toward improving institutional and community relations that focus on enhanced community and scholarly practices of accountability.

CHAPTER 1: Project Approach & Key Concepts

This section frames the initiative around the nation's trends of growing wealth disparity and neighborhood displacement. A literature review of Shared Prosperity, gentrification, and displacement helps to define a set of principles to guide the initiative's work. With these principles as a foundation, best practice research helps to identify tools and initiatives that can be utilized to maintain equitable outcomes for the development practices led by anchor institutions.

Identifying the unique role of the UofM as an anchor institution in both the broader University District and City of Memphis, the work has produced a secondary literature review of anchor institution roles and strategies. Particular characteristics of the UofM, such as its operation of a neighborhood school or its goal of developing a research park, were used as selection criteria for best practice case study research to identify potential strategies, policies, and initiatives that can be implemented.

Shared Prosperity

While the American economy has experienced recovery from the 2008 financial crisis, not all communities are equitably benefiting from the renewed prosperity. According a 2018 report from the Shared Prosperity Partnership (Berube, et al), "incomes among the nation's wealthiest families increased roughly 90 percent from 1963 to 2016, compared to an increase of less than 10 percent for the nation's families with the least wealth during this same period." Steadily growing for many years, this wealth gap spans across race, gender and class and is fueled by, "evolving technologies, shifting labor markets, changing demographics, and continued racial bias" (Berube, et al, 2018).

These shifts and changes have left many in the middle/lower working class without adequate employment opportunity forcing new iterations of class segregation as workers flock to areas that may offer better prospects for stable and decent-paying positions with varying education level requirements. These areas are continuing to be places far from the amenities created by upper working classes and the wealthy elite. The Federal government has failed to invest in families and communities in viable and sustainable ways, resulting in cities and local municipalities attempting to remedy the problem with local policy and finance solutions. This innovation in local solutions to national problems embodies the thinking on and motivation of the Shared Prosperity Partnership.

Without defined approach or technique, Shared prosperity efforts incorporate common principles addressing community-specific issues in relation to inclusion, equity, and sustainability. For the purposes of applying shared prosperity to the University District, common principles have been identified as ones that:

- Embody a vision created and shared by the community;
- Draw in new partnerships, voices, and data across all sectors of life/business/education;
- Utilize the resources, assets, and intrinsic advantages of the area;
- Focus on racial, gender, and economic inclusion in procurement and business practices; and
- Incorporate sustainable practices to the benefit of existing residents.

Rather than trying to 'wipe the slate clean' of injustices and starting from scratch, the shared prosperity approach acknowledges the past and current inequities of the area and strives to utilize existing, available resources to intervene and change course. Shared Prosperity efforts seek to unify neighborhoods, communities, and cities by answering one question: "How can we make the goods on the West side of the neighborhood benefit the East side as well?" The answer: by community planning and building.

To initiate developing an approach to shared prosperity to the UofM's University District, the planning studio's initiative examined contemporary urban processes commonly arising out of the growing inequity. These efforts also analyzed best practice and case study examples of planning and policy interventions in an attempt to draft a localized toolkit that the University District could apply. One such common urban process, gentrification, is defined in the next section.

Defining Clear Terminology

In an effort to frame the Shared Prosperity work in the University District, the studio placed importance on setting out with clear definitions of some of the urban processes found to occur within the broader context of inequitable urban development and recovery. Many more commonly known terms such as revitalization, displacement, and gentrification are prevalent within the lexicon of community and economic development and can mean different things among individuals and groups. For the purpose of this initiative, the following definitions were used to frame analyses, engagement, and planning activities.

- **Revitalization** is a process that addresses physical and economic improvements needed within a community.
- **Displacement** occurs when residents of a neighborhood are forced to leave due to the experience of economic hardship, such as rising rents, brought on by development activity.
- **Gentrification** can encompass elements of both revitalization and displacement but is defined here as a combination different socioeconomic changes which include rising home values and rents; rising income levels; and rising educational attainment levels occurring in urban neighborhoods that historically had longer term low levels in each indicator. As a complex urban process, gentrification can also be defined by

> how people react to the influx of, often upscale, housing development; new commercial development that caters to new, emerging clientele; and the change or outright loss of an historic community identity. (Saunders, 2018).

Each of these processes have varying effects on existing communities. Some, which may be perceived as positive include decreased rates of crime or increased economic growth and beautification activities. However, the negative effects might include a loss of affordable housing options and community identity, cultural dilution, and the displacement of low income and minority residents in neighborhoods. It is the hope of this Shared Prosperity initiative that these negative effects can be mitigated through intentional planning and policy interventions. Recognizing the negative effects of these processes is only half the battle and can often happen too late. For this reason, the studio's approach sought to develop a set of data indicators that could help in their early recognition, intervention, and prevention.

Data-Driven Identification and Intervention

It is often too late to make impactful interventions in neighborhoods once it is recognized that the often-rapid process of urban change is a harbinger of gentrification with displacement and inequitable revitalization that negatively effects neighborhoods and communities. However, some communities have had success leveraging methods of data analysis to signal early identification of the potential for negative and advanced neighborhood change. One such example is the multi-city, Turning the Corner initiative led by the Urban Institute's National Neighborhood Indicators Partnership (NNIP) (Quesnelle, Rubio, & Urban, 2018, p. 3). As a local partner in the initiative, Data Driven Detroit (D3) worked with community members and other local stakeholders to develop a qualitatively informed quantitative model for understanding the impacts of community change. Analyses assigned block-level z-scores for eighteen socioeconomic indicators that, when averaged, indicated areas vulnerable to advanced neighborhood change (Quesnelle, Rubio, & Urban, 2018).

Informed by this approach, the studio course sought to draft a similar framework to identify potential areas where an anchor institution such as the UofM could intentionally apply shared prosperity recommendations and strategies for more equitable outcomes. This more localized, University District approach to measuring change is described more in Chapter 2 but prior to more thorough analysis of quantitative indices, the studio sought to define the potential for anchor institution strategies. The next section reviews some of these strategies providing case study examples of institutional anchors that are characteristically peers to the UofM.

Anchor Institutions as Change Agents

Anchor institutions are place-based entities that have a direct connection to their community (Hodges and Dubb, 2010), have vast human, intellectual, economic and institutional resources, and have the potential to use these resources to bolster local initiatives or to bring measurable community benefits (Democracy Collective, 2013). First coined by the Aspen Institute in 2001, Anchor Institution research has advanced to contemporary forms that more critically analyze how anchors interact with their community neighbors (Ehlenz, 2018) and in 2005, the US Department of Housing and Development (HUD) characterized anchor institutions as economic drivers with regional significance (Harris & Holley, 2016).

Often serving may different organizational missions and goals, shared characteristics of anchor institutions include their physical rootedness, their influence over place-based initiatives, and their practice of linking their institutional mission to the social and cultural fabric of the communities in which they are located (Harris & Holley, 2016). Anchor institutions are often universities or large medical facilities, which commonly exhibit the practice of making substantial capital and infrastructure investments in local communities.

To identify applicable strategies to advance the efforts in the University District, the next sections will focus specifically on universities as Anchor Institutions. To fully capture the UofM's potential as an anchor Institution, specific institutional cases were selected to compare with the UofM's practice of operating neighborhood schools and developing a research park.

Universities as Anchor Institutions

The university in the context of an anchor institution can take on a variety of roles. There is no 'one-size-fits-all' model, and therefore, each institution should consider, in an iterative and self-reflective manner, which approach can bring about desired community change in an inclusive and equitable manner. Through case study research there are four identified roles an institution can assume locally: (1) the Employer and Work Force Developer, (2) the Investor, (3) the Incubator, and (4) the Core Service Provider.

The Employer and Work Force Developer

The university as an employer hires both full-time and part-time staff, often with a prioritization of local residents to fill the campus positions, whether administrative, physical maintenance, or project-based research supportive services staff. As a workforce developer, the university will often establish partnerships and programs either geared toward assisting local community members to learn new skills that better prepare them for the local job market or with other, local corporate or nonprofit institutions that may serve as anchors.

The Investor and Developer

In the role of investor, a university can serve as a purchaser, funder, or developer. As a purchaser, the university can look to redirect their purchasing power toward local business as well as minority- and women-owned business enterprises (MWBE). The university as a funder can look different across a variety of communities, but overall, holds the potential to act as a funder for specific projects within local initiatives. As a developer, the university can assume a role in real estate and/or community and neighborhood development practices. Furthermore, as a real estate developer, universities have the opportunity to become more of a physical and financial investor in the community, whereas, as a community and neighborhood developer, they have the opportunity to make investments in the social and physical dynamics of their communities.

The Incubator, Advisor, and Network Builder

As an incubator, a university will generally purchase a building or set of buildings to house local start-up companies in need of a facility to generate new ideas, data, and technology either for the local community or within a specific entrepreneurial or technology field with a broader, sometimes global, reach. The university as an advisor and network builder utilizes its expertise and extensive connections to begin to bring together diverse local stakeholders. In addition, universities can promote and advise on local community group boards, creating a more engaged relationship and a more invested partnership.

The Core Service Provider

The university as a core service provider can offer services such as onsite K-12 education, health and wellness services, onsite staff training, and continued education opportunities. In this capacity, universities can serve to fill in gaps when the local communities lack affordable or adequate services.

As a regionally influential anchor institution, the University of Memphis exhibits characteristics of each of these common roles. Boasting growing and stable enrollment numbers, the UofM is one of the prominent employers in the Memphis metro area. With this growth and to continually improve its facilities, the UofM is an influential player in the local real estate and development arena through its assembly of land or implementation of its campus master plan. As such, the university relies upon numerous supportive services for dining, equipment, contractors, and supplies that carry forward many of the institution's daily operations and growth. In recent years, the UofM has also begun to pursue expansion of its research agenda in order to raise its classification status. These pursuits have spurred innovative measures to incubate a research park and expand research partnerships. Finally, from radio stations and music concerts to swimming facilities and neighborhood schools, the UofM provides access to a multitude of services available to community members who are not students, faculty, or staff.

Universities that Operate Neighborhood Schools

As universities and colleges serve as a chief educational and vocational resource for their local communities, many have begun to offer primary and secondary education in addition to higher education opportunities. University-operated primary and secondary schools, often known as *laboratory schools*, have typically operated as private schools, but recently, a few public and quasi-public examples have emerged, redefining the potential role the university could play within the local community. As university-run primary and secondary schools can be a powerful tool for promoting shared prosperity in university neighborhoods, the evaluation of current strategies highlights additional considerations and measures that could be taken to equitably share the educational benefits. Case examples in Philadelphia, Baltimore, Chicago, and New York City are briefly described below:

Philadelphia: Penn Alexander School

As a public laboratory school founded in 1998 in partnership with the University of Pennsylvania, Penn Alexander School (PAS) serves approximately 700 neighborhood children with the intended goal of improving educational outcomes in the neighborhood and relieving overcrowding in surrounding schools (Kromer & Kerman, 2004). As enrollment comes entirely from the PAS-defined 'catchment area,' residential displacement within that catchment area has resulted in less access for lower-income residents (Ehlenz, 2016).

Baltimore: Henderson-Hopkins

Opening in 2014, Henderson-Hopkins is a contract school between John Hopkins University and the Baltimore City Public School System. Although it was intended to create a diverse school where "children from the neighborhood would study alongside the children of Hopkins doctors, researchers, and staff" (Bowie, 2017), it resulted in a highly segregated school as it struggled to enroll students from upper and middle income faculty families in order to achieve the intended diversity goals (Baltimore Sun, 2017).

Chicago: UChicago Charter School & University of Chicago Lab

The University of Chicago's Urban Education Institute operates two schools: the UChicago Charter and the University of Chicago Lab. Functioning independently from Chicago Public Schools, UChicago is a charter school, which has enrollment zones that give priority to applicants in the campus neighborhood. The University of Chicago Lab School operates as a private school with fees for enrollment, although some tuition remission or financial assistance is available on a need basis for faculty and staff. Although both schools are high achieving academically, the University of Chicago Lab is seen as more elitist as well as has received criticisms for its lack of socioeconomic diversity (Bogira, 2014).

New York City: The School at Columbia University

The School at Columbia University is a private school approach intended to maintain equal enrollment between children of the university neighborhood and children of the university staff with university-supported tuition remission or financial assistance for every child on a needs basis. Despite financial aid, enrollment preferences are given to upper income faculty, and The School is viewed as competing with public schools rather than strengthening them (Hatrocollis, 2000).

Through examining case examples of public, quasi-public, and private university-operated schools, four predominant considerations to further promote shared prosperity through university-operated schools emerged: (1) expanding the school's facilities and grade levels, (2) reevaluating the priority enrollment zone boundaries, (3) reconsidering the admissions criteria, and (4) improving overall community outreach and marketing. Alongside these considerations, universities can also engage in the broader public education initiatives and strategic neighborhood investments in order to promote the common goal of shared prosperity across neighborhoods and the city as a whole.

University Research Parks

Throughout the past seventy years, Universities have been partnering with local research and economic drivers to offer space dedicated to innovation and the development of new ideas. When considering research parks within the context of shared prosperity, it is important to understand the impact a research park might have on the neighborhoods surrounding its campus. Within this focus, opportunities may arise that can influence the approach the UofM takes in elevating its research profile. The next sections briefly describe the evolution of university research parks, their typology, and the opportunities available for the UofM to consider in their development pursuits.

Brief History of Research Parks

Beginning in the 1950s, university research parks became a new development in higher education. It might be argued that MIT, with its Defense Department research labs, had the first research park, but the concept really took root in North Carolina when Duke, NC State, and UNC- Chapel Hill came together to collaborate on research. Capitalizing on the work being conducted at each individual institution, they constructed what would become known as the "Research Triangle Park" and later secured a major development partner in IBM (Huler, 2014 and Kroll, 2012). Concurrent with the development in North Carolina, Stanford University and the City of Palo Alto partnered to form an industrial park in 1953. It later came to be known as Stanford Research Park and gained corporate anchor Hewlett-Packard in 1956 (SRP, 2018).

Many university research parks were constructed over the next two decades but an expansion of their growth was bolstered by the passage of the Bayh-Dole Act (BDA) in 1980. Prior to the passage of the BDA any invention or patent emerging from federally funded research had to be accredited to the federal government. Bayh-Dole transformed patent and invention policy, creating a major incentive for universities to expand patent-oriented research, which was often conducted in research park settings. Research parks proved a vehicle for ideas and work to be turned into small businesses and also become new centers of profit for universities.

Research Park Typology

University research parks have two main considerations in their development. They must first consider the specialization of their tenants. Will they focus on a particular sector, specific elements within a sector, or have more relaxed research tenant selection criteria? In developing stages, research parks will also want to consider the level of development services they are willing to offer potential tenants. Answers to these questions will help determine if the park will function more as a *gardener*, with a variety of smaller scale research initiatives and entrepreneurial endeavors, as *highly specialized* offering a many supportive services to their tenants, or as a l*andlord* simply offering physical space and infrastructure (Mccarthy, et. al. 2018).

The majority of research parks pursue the monetization of research conducted within their facilities and very few, if any, support initiatives that would be considered 'engaged research' with a community focus. However, some research parks are more attuned to the particular business climates of their regions such as University of Central Florida's collaborations with NASA's Kennedy Space Center. Others, like the Research Triangle, have guided the focus of their local market, becoming industry leaders in their own right. Working together with their host city, many universities across the nation have partnered with tech firms such as Hewlett-Packard and IBM to draw interest from private, for profit businesses to bolster broader economic development goals.

Research Parks and Communities?

Research parks must decide their primary audience and, as an urban-serving institution that prioritizes community collaboration, the University of Memphis is in a unique position to make a large community impact while diversifying the economic landscape of both the district and region. Shared prosperity implies that the benefits of the University will be spread throughout the district and with sights set on research park development; the UofM has the opportunity to reach out to local, untapped talent in the city's underserved and disinvested communities. Its location in Tennessee provides the UofM with unique incentives to maintain a community focus even in its research park goals. The State of Tennessee has become one of the most progressive states in the nation for providing education post high school. With education being available to so many, the University of

Memphis has an opportunity to recruit talent from a wider pool, from high school aged youth to adults and armed service veterans seeking secondary education.

CHAPTER 2: Study Area Conditions & Key Issues

Chapter 2 briefly describes the general development history and neighborhood characteristics of the University District and its diverse neighborhoods. Following a summary of urbanization trends through to the late 20th century, analyses of investment activity and residential property values define recent trends in district development and help shape the narrative of existing conditions.

These provide a framework to both examine and potentially measure the concept of Shared Prosperity within the district. Outlined as a baseline assessment of prosperity, the measurement is presented as a standard score, or Z Score, and reflects the change in multiple neighborhood indicators in comparison to the change for the whole of Memphis. More precisely, these indicators are also presented as separate comparisons between the individual neighborhood's indicator and the aggregate for the City of Memphis and UD.

These additional comparisons help to refine the presence of potential patterns of unequal development within the University District, which identified the Messick-Buntyn, Beltline/Orange Mound, Normal station, and Sherwood Forest neighborhoods as either receiving a lack of investment or being susceptible to potential negative impacts of advanced neighborhood change due to sustained experiences of disinvestment. To conclude, Chapter 2 outlines some of the general neighborhood and community issues that emerged from the comparative analysis and informed the initiative's community engagement strategies.

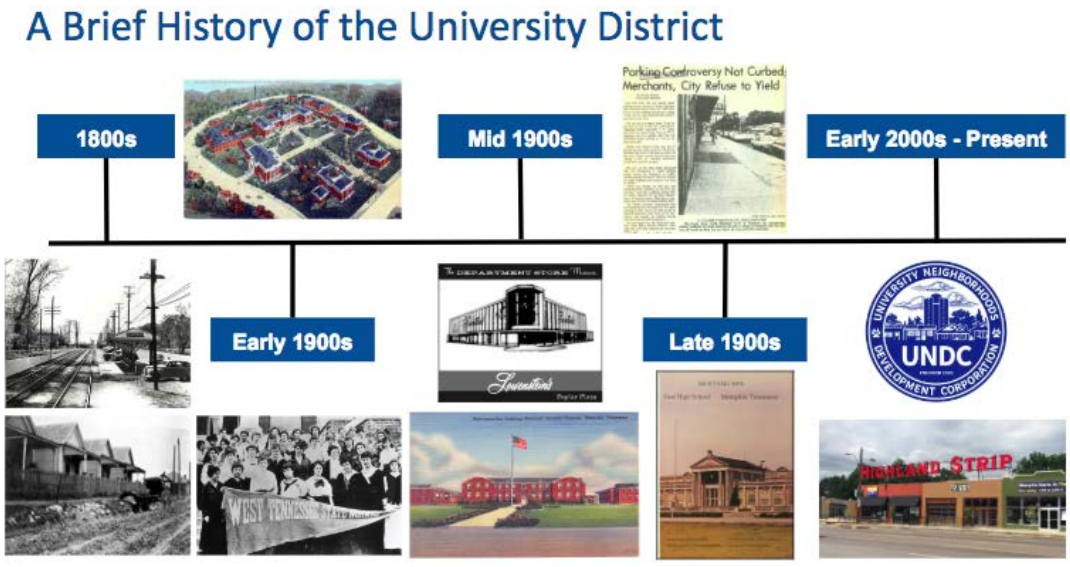


Figure 2.1. University District Neighborhood History Timeline.

University District Development History

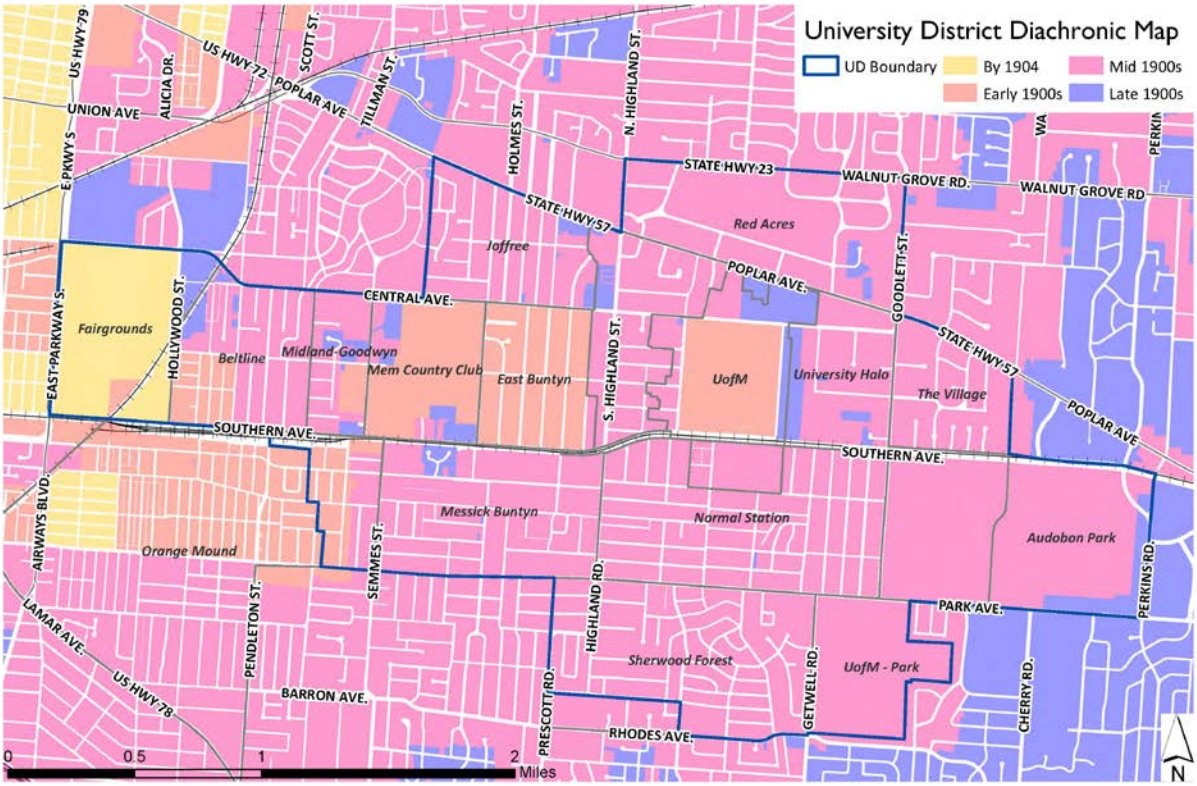


Figure 2.2. UD Neighborhoods Diachronic Map of Urbanization and Development

The following account of the University District neighborhood history was taken predominantly from the background section of the 2009 University District Comprehensive Plan and research appendices from the Memphis 3.0 comprehensive plan. It has been modified to include additional information spanning the past decade since the adoption of the 2009 University District Comprehensive Plan.

1800s

Initial signals of urbanization and development University District originated shortly after the war of 1812 when war veteran Geraldus Buntyn was honorably discharged and received a federal land grant of 160 acres in the western Tennessee frontier. These acres became established as a corn and cotton plantation and Buntyn continued to acquire land in both Downtown Memphis and unincorporated areas of Shelby County. He eventually built a home six miles east of the City of Memphis – established in 1819 - along the LaGrange and Memphis Railroad line - the first railroad line through the district chartered by the State of Tennessee in 1835 (Tille, 1979).

Both the railroad and the University have been a tremendous influence on the physical development of the University District area throughout its history. The railroad company's establishment of Buntyn Station and Normal Depot encouraged commercial and residential land uses around the stations beginning in the late 1800s. The location of the railroad stations made farming especially profitable for area landowners, as it was easy to transport their goods west into the City of Memphis. A community grew up around the stations and as the city's development expanded east, commuters used the train for quick transportation from the suburbs into downtown for the next 125 years.

Early 1900s

Prior to 1895, much of the land east of Downtown Memphis was large estate plantations or forested land traversed by a single rail-line. As Memphis' streetcar line construction extended east of the city between 1911 to 1913, areas such as Buntyn's Station began seeing development that typically followed a grid pattern surrounding the stations.

Figure 2.3. Normal Station rail stop in early 1900s

In 1909, Tennessee's General Assembly established the West Tennessee State Normal School on an 80-acre site at the eastern edge of the city. The railway company constructed a "stub" track to carry construction materials to the developing site (Rea, 1984, p. 99) and began construction on Normal Depot to serve the new institution whose construction was completed in the fall of 1912. Eventually, the Memphis Street Railway extended the trolley car line out to the Normal School campus and installed a turn-around loop north of what is now the intersection of Walker and Patterson (Rea, 1984, p. 103). As the institution grew and streetcar lines expanded, the area saw a wave of private development that generated

early subdivisions for wealthy residents along these streetcar lines that largely consisted of expansive lots, estate homes, and winding roads.

Beginning around the early 1920s, the eastward expansion of Memphis met up with the developing Buntyn and Normal neighborhoods and throughout the decade, commercial land use grew along Highland Street causing much of the existing neighborhood commercial development near the rail stations to wither or relocate to the new commercial center. During this time, the Joffre neighborhood also established streets that ran along a traditional urban grid pattern, indicative of their origins as a post-Civil War subdivision. In this era of development, three local land companies led the way to a radical resubdivision of the area, transforming it from multi-acre, rural, "ridgehigh" estates and small farms to more densely populated suburban lots. Like much of the development practices of this time, which were largely guided by FHA recommendations, the plat maps contained covenants restricting sales of the new homes "to white persons only."

The development of the Red Acres subdivision in 1923 advanced the earlier sentiments of the "ridgehigh" area. A mile east of the Memphis city limits when construction went underway, the developers of Red Acres immediately donated 120 acres in the center of the neighborhood to the City of Memphis, to be dedicated as a public golf course. In this way, they could claim higher prices for their lots and ensure residents that their neighborhood would remain exclusive.

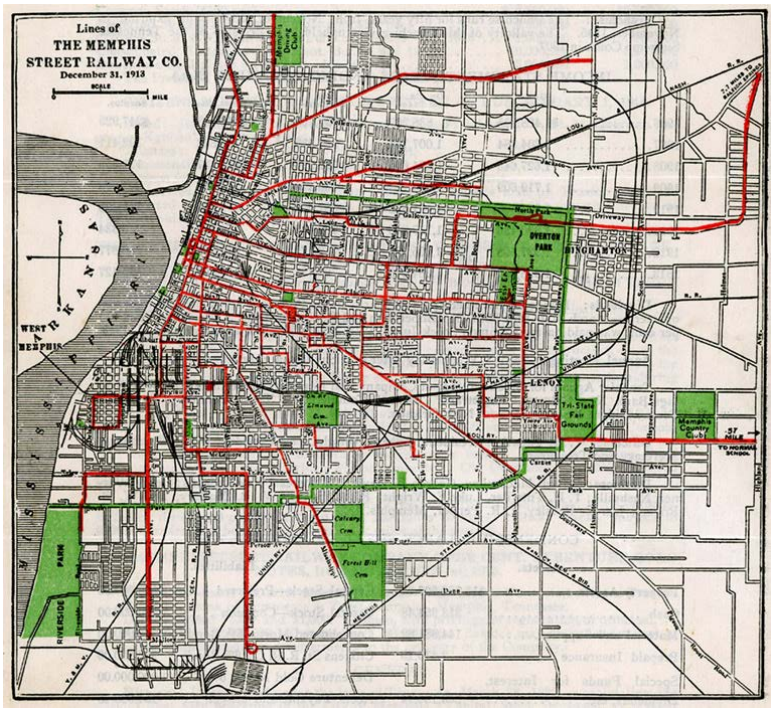


Figure 2.4. 1913 Streetcar routes

Moving toward the next decade, urban dwellers eventually began to rely more on personal automobiles than streetcars and along with this trend, subdivision development began to move further from mass transportation lines. In this period, the City of Memphis and the rail companies came together in an effort to construct the "Poplar Boulevard Viaduct," an auto-oriented roadway designed to span the north-south railyards bifurcating the westernmost area of the University District. The construction of this roadway in 1927 allow further eastward expansion of Memphis' suburban development.

In 1929, the district experienced its first wave of annexation into the City of Memphis as the boundary was expanded east to Highland Street. Following this, in the period from 1930 to 1945, the construction industry experienced a revival through the reemployment of workers in the building trades. While the nation was in the throes of The Great Depression, the Federal Government established the Federal Housing Administration in 1934 revolutionizing home ownership with a financial mortgaging system that brought rapid urbanization to many American cities including Memphis. These policies also established the practice of redlining, which was practiced in many of the new neighborhoods in the University Area at the time.

Mid-1900s

In 1943, the US Army opened the Kennedy Veteran's Hospital at the corner of Park Avenue and Getwell Road (formerly Shotwell Rd.). The 3,000-bed facility was considered one of the best-equipped hospitals in the nation. It was state-of-the-art and, specializing in surgery, conducted an average of 30 operations a day. Like a city within a city, Kennedy had its own power station, fire department, housing for 2,000 personnel, bowling alleys, movie theatre, recreation halls, etc. It housed the second largest neuropsychiatry service in the nation and was a major center for the treatment of spinal cord injuries. The placement of the hospital spurred additional growth in the area further expanding neighborhoods such as Normal Station and establishing those such as Sherwood Forest. These growth patterns around the new hospital continued throughout the 1940's. The hospital closed in 1967 and, while the original structures are now mostly demolished, the site has been repurposed to serve as the University of Memphis's Park Avenue Campus.

As soldiers began to return from World War II, a period of rapid housing development resulted in heavy suburbanization that largely emphasized smaller lot sizes and cul-de-sac street patterns. In this period, the tenants of the American lifestyle evolved to more heavily value self-ownership and privacy. Nationally, this period saw a shift from earlier eras' reliance on streetcar transportation, which was eventually phased out by the use of electric trolley busses. A growing sentiment arose with these changes and in Memphis, in tandem with the construction of East High School, nearby residents areas expressed concern for the safety of their children walking to the new school, demanding widened streets, sidewalks, and new bridges. The action and implementation surrounding these developing concerns

influenced travel habits, which, in Memphis, led to the use of Poplar Avenue (formerly Germantown or State Line Rd.) as the main automobile corridor for east-west travel across the city. In 1949, this thoroughfare became host to Poplar Plaza, one of the nation's first suburban-style shopping centers, marking a distinct advancement in Memphis' sprawling pattern of growth.

Following these growth patterns, the 1950's brought a second wave of annexation to the University District area by the city of Memphis. Expanding east to White Station Rd., east of the UD boundary, the administrative expansion saw a doubled population over the decade, a time when a majority of today's district neighborhoods completed development.

Over the course of The Civil Rights Movement (1954-1968), the demographics of Memphis and the University District saw substantial change. It was within this period, in 1959, that the University of Memphis admitted its first black students. Also in this time, in 1960, the city saw a closure of its commuter rail stations and by 1961, the Memphis Area Transit Authority (MATA) took over operation of the city's mass transportation system.

While residential development within the University District was generally complete in this time (Memphis and Shelby County Office of Planning and Development, 1982); its largest resident - the university - was preparing for substantial expansion. During the presidency of Cecil C. Humphreys, then Memphis State University, experienced a nearly 250 percent increase in students — the second highest enrollment increase in the country. This rapid growth in the student body generated a need for additional teaching and housing facilities for which the institution acquired approximately 104 acres of adjacent land between 1960 and 1972. More students meant more traffic, a higher demand for rental housing in the surrounding area, and an increase in demand for retail services.

Late 1900s

Due to the university's period of rapid expansion, a more transient population of students and renters entered the district with neighborhoods such as East Buntyn remaining relatively stable in their composition of single-family homes and others, such as Messick-Buntyn and Orange Mound East seeing more changes in zoning to accommodate apartment or duplex uses and less owner occupation of homes.

The demographic characteristics of the district's neighborhoods also experienced change over these decades. Within the district, Buntyn Street marked a division between white and black residents under the covenants of de jure segregation where many post-WWII subdivisions restricted ownership by race. With the end of this legal segregation some reversal of its discriminatory covenants, neighborhoods within the University District saw demographic shifts. In particular, the Messick-Buntyn and Orange Mound East neighborhoods shifted from white to predominantly black, a defining characteristic mostly holds true to present day albeit with some low percentages of racially diversity.

Commercial development in this time concentrated on thoroughfares such as Highland St. and Southern and Park Avenues and saw patterns of increased traffic and built density. While the commercial centers of the district originally hosted more neighborhood-oriented retail and services - barbershops and hardware, grocery, and drugstores - by the 1970s the much of the focus shifted toward attracting the developing customer base of younger college student populations. This shift saw new businesses such as pool halls, restaurants, clothing stores, and record shops enter the market.

Overall, Memphis' development patterns persisted in an eastwardly fashion, largely centered along Poplar Avenue, and partly exacerbated by the development of the Interstate-240 loop that came to circumscribe the historic core of Memphis' development. Though expansion eastward along the Poplar Avenue corridor has continued, the 21st century has also brought infill development to Memphis' "inner loop." One of the most notable recent infill developments in the University District is the Highland Row project, which opened in 2016 as a mixed-use commercial and residential section along Highland Avenue near campus.

In 2006, the University Neighborhood Partnership was created as a collaboration between The University of Memphis, neighborhood groups, and other public and private entities to support economic and social development in the University District. This Partnership grew out of an initiative of the office of the then-Provost toward strengthening communities. In 2009 this partnership worked together to develop the district's first Comprehensive Plan in 2009 and many partners involved in this early initiative are still active in the university district though some not in their original organizational form or capacity.

Past Plans and Development Initiative

To begin to understand more recent neighborhood change within the University District and its neighborhoods, an analysis of past plans was conducted with an intent focus on their relation to the concept of Shared Prosperity. The following plans were analyzed:

- UNDC Highland Street Master Plan (2006)
- University District Comprehensive Plan (2009)
- UofM Campus Facilities Plan (2008 with 2015 update)
- Memphis 3.0 (2019)

The analyses of these plans includes each plan's purpose; geographic scope; key stakeholders; and primary goals, which are summarized as either achieved, ongoing, or unrealized to help inform the planning for Shared Prosperity process. Previous plans for the University District provide an overview of existing conditions within the district, as well as

relevant context for building on past initiatives to achieve ongoing planning and development goals. These analyses also help to determine areas of opportunity to align the districts objectives with the goals of Shared Prosperity.

The 2006 Highland Street Master Plan served as an effective spark to ignite much continued development activity in the University District. While the plan has brought renewed prosperity to many key areas of the District, some of the plans objectives around design review and the community's role in the process have been largely unaddressed. As the campus pursues future growth, the UofM and the UNDC will want to consider revisiting the recommendation to consider coordinating shared parking solutions

Similarly, while some progress has been made in the decade that has passed since the 2009 University District Comprehensive Plan, several key goals remain unaddressed or unrealized. In addition, the 2009 University District Comprehensive plan fails to address equity and shared prosperity as a key priority, and does not include several neighborhoods that are strongly linked to the current geographic scope of the UNDC's University District boundary.

As stated in the 2015 update of the Facilities Master Plan, the UofM values the transfer and dissemination of knowledge with community stakeholders. However, many of the achieved goals and objectives of institution have largely only secured a compelling physical presence that, at times, has been at odds with neighboring communities. Through its academic and research programs the UofM has an opportunity to more thoughtfully apply its values of interdisciplinary collaboration, transparency, and local leadership toward the goals of Shared Prosperity.

The Memphis 3.0 Comprehensive Plan explicitly includes shared prosperity and equity as citywide priorities. However, the University District boundaries for the Memphis 3.0 plan are broad, making it difficult for strategies and outcomes to be linked across the district. An updated small area plan for the University District that focuses on the core university neighborhoods is one consideration for addressing these challenges and making shared prosperity a feasible district planning priority.

The next section, Existing Conditions, describes some of the present day characteristics of the University District and its neighborhoods.

Existing Conditions

Giving additional context, a comparative analysis of development patterns among district neighborhoods was conducted to indicate any existing uneven patterns of investment and development. The section that follows utilizes and analyses data from City of Memphis CIP Budgets from 2008 to 2018 and Shelby County Assessor data from the 2006, 2013, and 2018. Analysis of this data was used to examine the following characteristics of sites within

the University District: (1) public and private investment activity from 2008 to 2018, and (2) change in property value at the parcel level. These analyses help to frame a more precise description and comparison of University District Neighborhoods.

Investment Activity from 2008 to 2018

A geographic analysis of development and investment activity was conducted to indicate any existing uneven patterns of investment and development. The section that follows utilizes and analyses data from City of Memphis CIP Budgets and Shelby County Assessor data to examine investments made within the University District since the key recommendations of the Highland Street Master Plan began implementation in 2009 and initiated an increased focus of development activities within the University District.

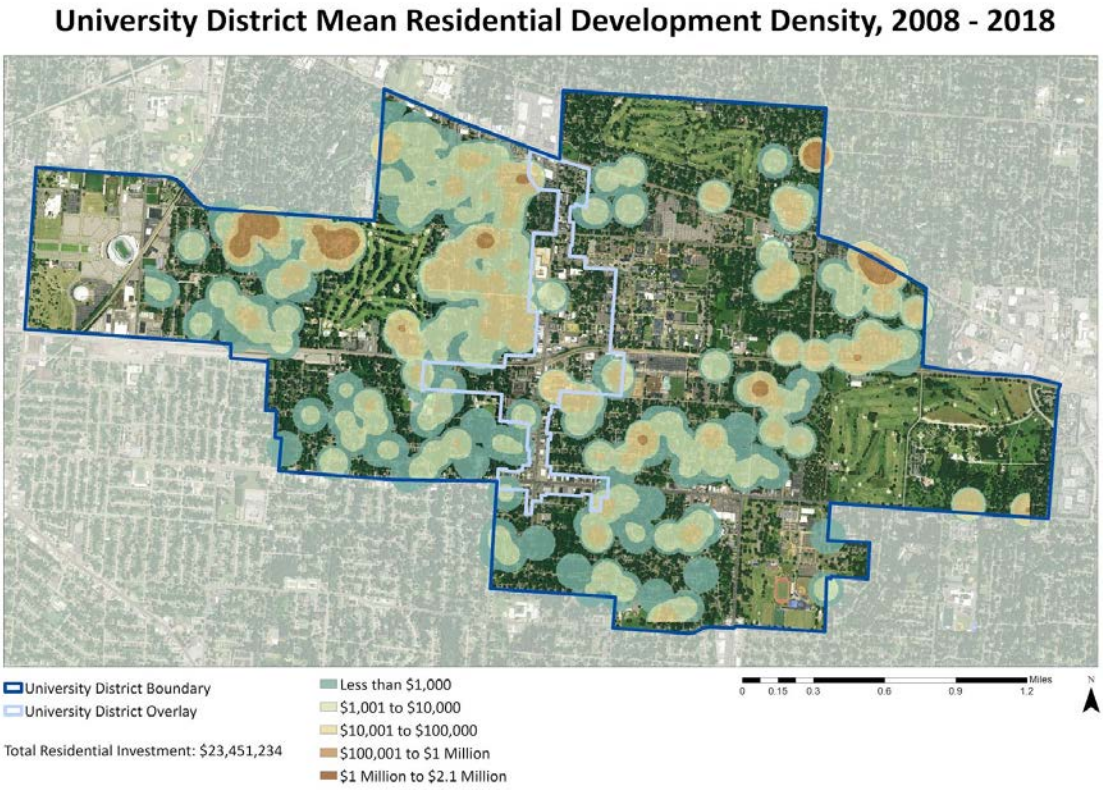


Figure 2.5. University District Private Residential Development: Value per Acre, 2008 - 2018

Figure 2.5 depicts the amount of private single-family residential development per acre within the University District. This was calculated using the value of the building permits from the years 2008 through 2018. Within the given timeframe, there was a total investment of approximately $23.5 million. Although there was residential investment throughout the University District, there is a clear distinction between the amount invested in the district north of Southern Avenue and the rail line compared to the areas in the south

of the district. Within the north area of the district, there are multiple pockets of rich warm colors indicating investments reaching into the millions, whereas the southern half is dominated by the cool colors of blue and green, indicating that most of the investment is less than $10,000. This finding is relevant as it demonstrates the stark difference in value invested by the residential owners in different portions of this district.

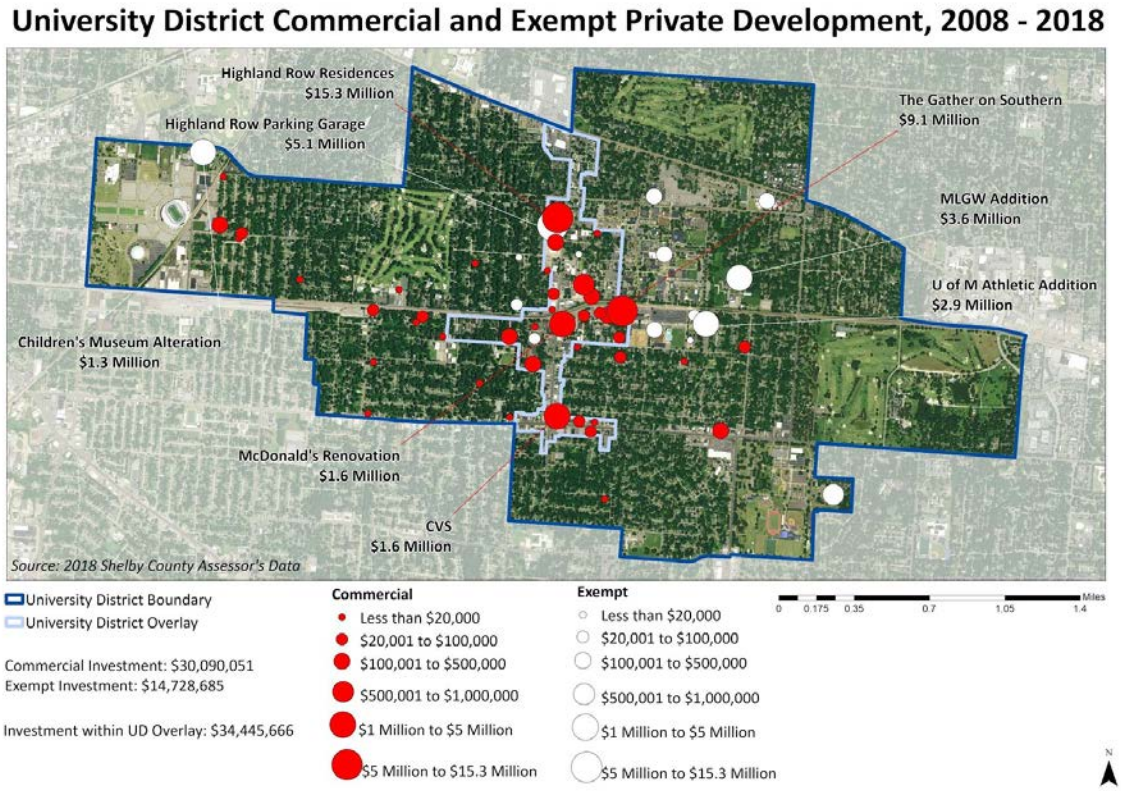


Figure 2.6. Map of University District Commercial and Exempt Private Development from 2008 to 2018

Figure 2.6 illustrates the commercial and tax-exempt new construction or redevelopment activity within the district from the 2008 through 2018. This was calculated using the value of the building permits issued within this 10-year timeframe in which, there has been approximately $30.1 million of commercial investment and $14.7 million of tax-exempt investment. Approximately 75% of this investment has accrued within the University District Overlay, indicating that this overlay has been generating economic prosperity since its creation in 2009 plan; these investments, though, have not functioned in a manner that has created accessible prosperity to the district in its entirety.

Five developments within the University District have values exceeding $1 million. Four of these are commercial investments: (1) the Highland Row Residences, (2) the Gather on

Southern, (3) the McDonald's relocation, and (4) the new CVS pharmacy; only one tax-exempt investment within the overlay exceeded $1 million, the Highland Row Parking Garage. This particular project was incentivized through the Highland Row TIF and while its original intent was to aid in alleviating the district's growing parking needs, it currently only serves the residents of the Highland Row Residences.

Residential Property Values

Housing values are an important barometer for gauging neighborhood prosperity. Utilizing Shelby County Assessor data, the appraised value of both individual and aggregated properties were mapped and compared over time. This analysis helped to identify potential patterns of uneven growth in prosperity within the University District.

These values analyzed reflect only single-family residential homes and duplexes. Table 2.1 compares the mean residential home values within individual University District neighborhoods for 2006, 2013, and 2018. The home values of individual neighborhoods are shared in comparison with both Shelby County and the University District. These comparisons indicate the percent change from 2006 to 2018 and reflect areas that have seen the most or least prosperity.

Table 2.1 Mean Residential Property Values

	2006	2013	2018	% Change, 2006-2018
Shelby County	98,200	87,800	96,100	-2.14%
University District	79,500	79,300	83,800	5.41%
Beltline	55,500	35,400	37,500	-32.43%
East Buntyn	137,100	139,850	164,200	19.77%
Joffree	141,000	155,800	171,900	21.91%
Memphis Country Club	414,800	369,950	370,700	-10.63%
Messick Buntyn	51,100	41,800	41,300	-19.18%
Midland-Goodwyn HOA	109,200	122,800	151,000	38.28%
Normal Station	83,200	87,500	92,100	10.70%
Red Acres	468,150	550,350	588,800	25.77%
Sherwood Forest	67,100	50,400	50,800	-24.29%
The Village	316,600	396,300	397,600	25.58%
University Halo	204,500	209,300	221,600	8.36%

Source: Shelby County, Tennessee, Assessor of Property, 2006, 2013, and 2018 Data

As a whole, Shelby County has seen only slight movement toward its pre-2008 Recession property values. The University District itself however, saw a far less impact on property

value from the 2008 financial downturn and has seen a modest increase over 2006 levels after a brief dip following the recession. Viewed as a whole, this masks significant variation among the individual neighborhoods of the district. Beltline, Messick Buntyn, and Sherwood Forest have all shown precipitous drops in property values since 2006. Conversely, East Buntyn, Joffree, Midland-Goodwyn, Red Acres, and the Village have all shown dramatic gains.

The areas immediately adjacent to the UofM main campus and just south (Normal Station) have shown much more modest gains that, combined with the University itself act almost as a buffer area between a very prosperous northeast area and a declining southwest area of the University District. These gains and losses are mapped below. Housing values across the district are color-coded for 2006, 2013, and 2018 in Figures 2.7- 2.9, and the percent change from 2006 to 2018 is mapped showing each neighborhood boundary in Figure 2.10.

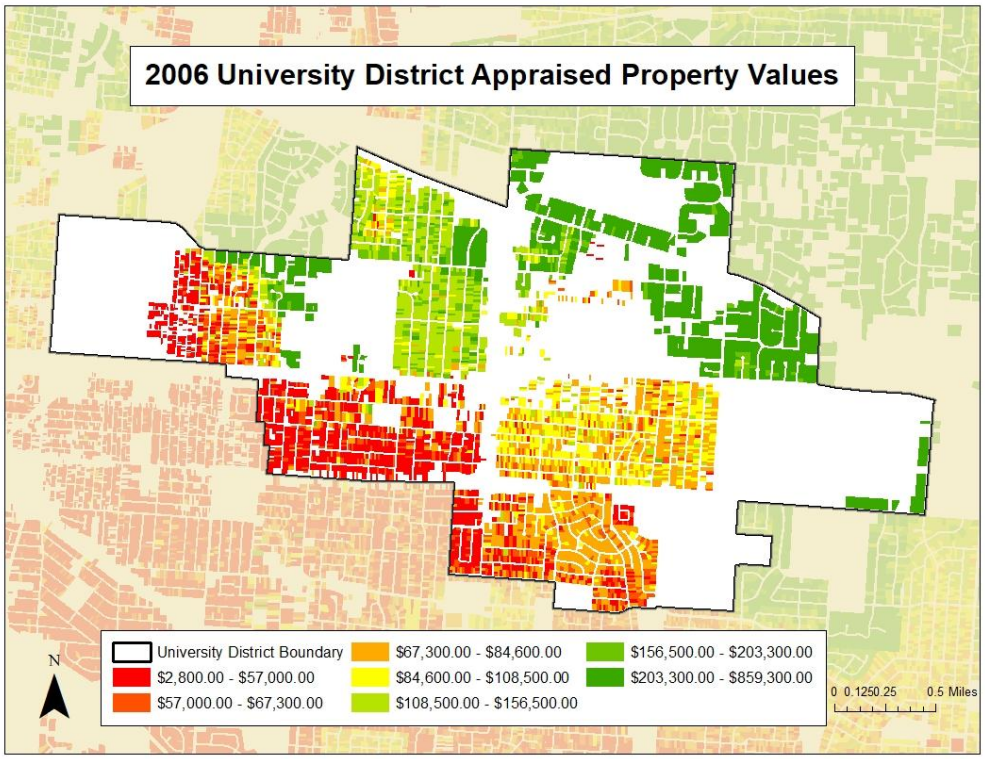
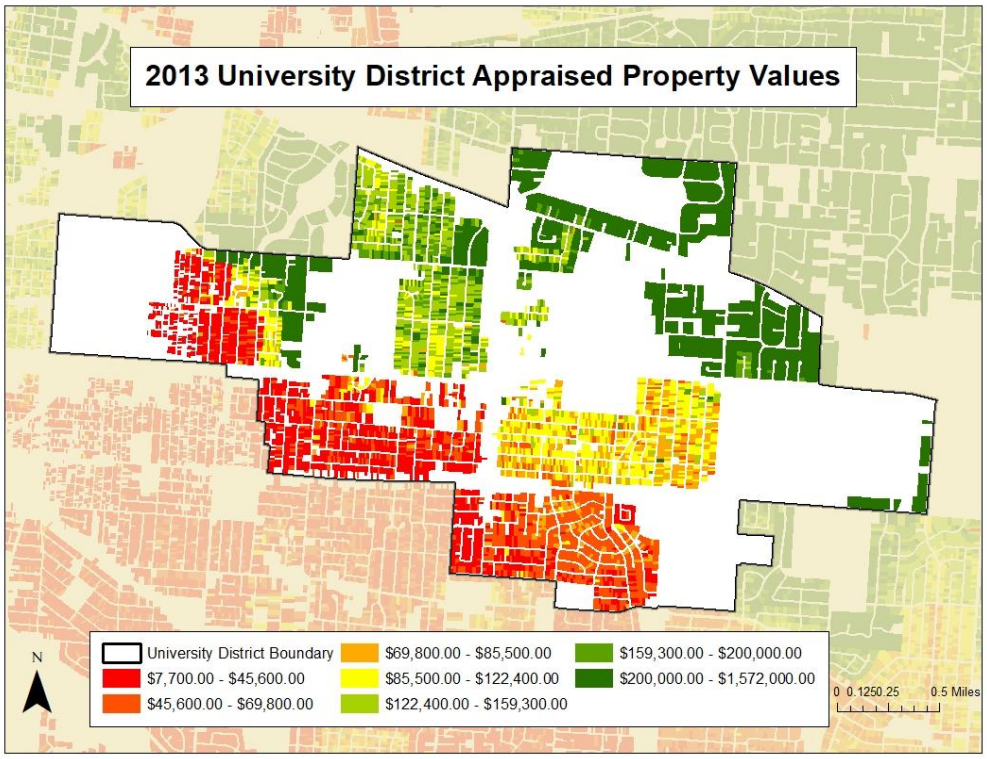


Figure 2.7.



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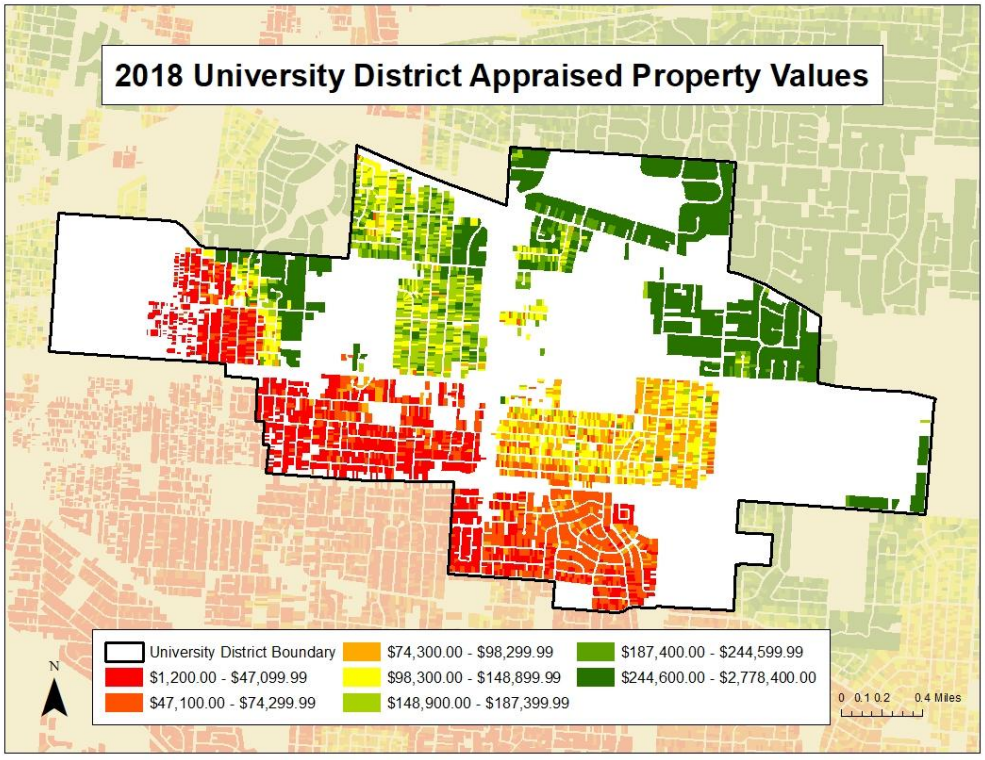


Figure 2.9.

Some of the most striking changes in appraised property value from 2006-2018 happened in the Sherwood Forest neighborhood, where property values decreased in along Park Avenue. Other neighborhoods such as Beltline and Messick Buntyn also experienced significant loss in property value. The two neighborhoods in the far west of the district, Beltline and Midland-Goodwyn, went from having a scattering of intermediate housing prices, to having three strict divisions of property values that are most clearly seen in the 2018 map. In analyzing the property value data, Normal Station was identified as an area that could be more susceptible to extreme neighborhood change and potential displacement due to its current diversity of property values.

The 2006 to 2018 change in property values were also aggregated to the neighborhood level to be able to analyze more generalized differences in value between University District neighborhoods. Figure 2.10 shows that individual neighborhoods within the district experience a wide range of change over the twelve-year period analyzed. This analysis also reveals that starkly different changes tended to occur within close proximity. For example, the appraised value of the Midland-Goodwyn neighborhood increased by nearly 40 percent while, the Beltline neighborhood directly to the west decreased by over 30 percent.

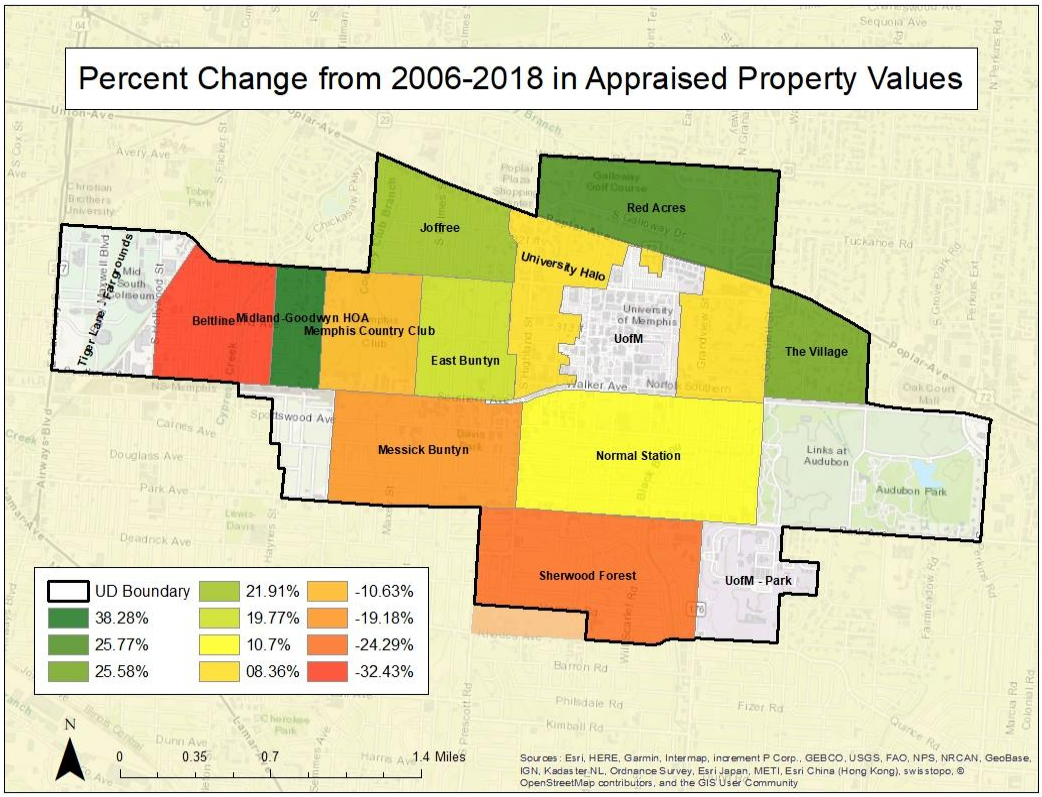


Figure 2.10. Percent change in property value from 2006 to 2018

Recognizing such stark contrasts as these helps to identify areas within the district that may be more vulnerable to extreme neighborhood change if there is an unbalanced influx of capital investment following more extended or severe periods of decline or disinvestment. Other proximal neighborhoods within the university district reflecting such contrast in value are Normal Station/Messick Buntyn and Normal Station/ Sherwood Forest.

A Baseline for Prosperity in the University District

To understand how the concept of Shared Prosperity could present itself in a more localized setting, the studio course set out to examine the local socioeconomic conditions within the district. This was accomplished through an analysis of the 12 census tracts that fall within the University District boundary (*Figure 2.11*).

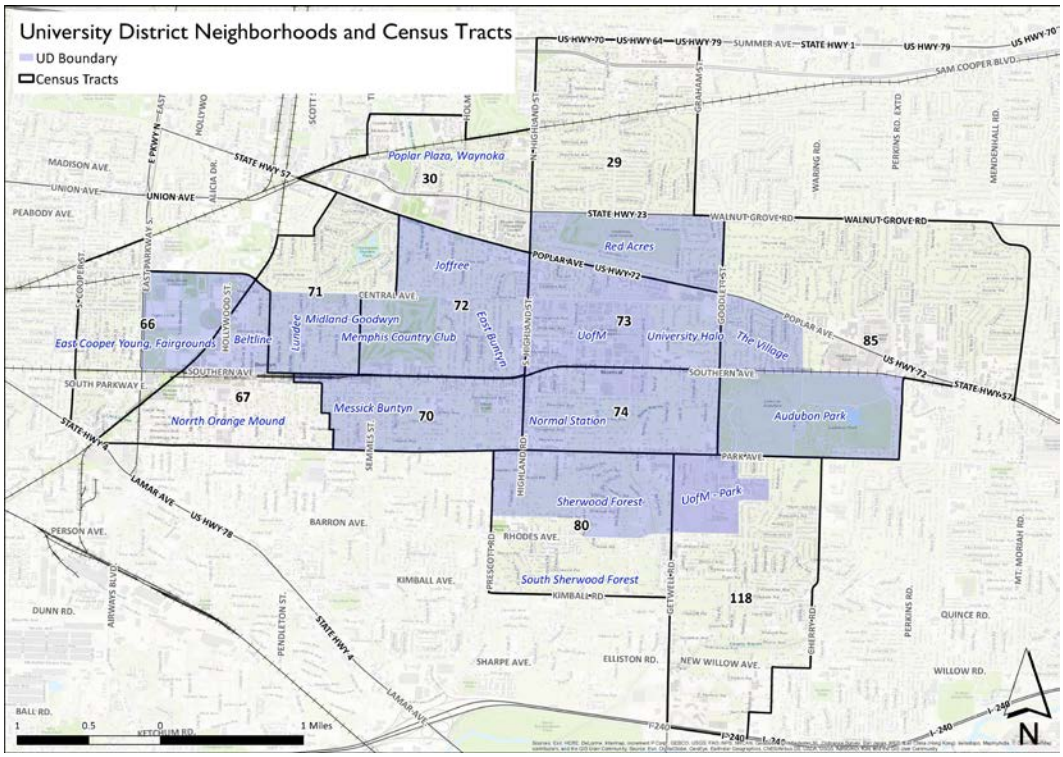


Figure 2.11. Census tracts and neighborhood names for University District analyses.

These 12 census tracts were selected based on their intersection and adjacency to the University District boundary, proximity to UofM campus property or auxiliary-use facilities, and their location within both real and perceived zones of influence of UofM development activity and property acquisition. To generate a deeper understanding of the concept of Shared Prosperity, these areas were compared both with each other and with the broader area encompassing the city of Memphis.

Z Score Calculation

To generate a baseline to compare socioeconomic conditions present across the City of Memphis and University District neighborhoods, a Z score, or standard score, was calculated for four demographic indicators, Population, Median Home Value, Median Income, and Home Ownership. A Z score is a measure of how close to "normal" a certain data point is.[1] Using this measure also allows data from multiple variables to be viewed on a common scale for easier comparison. Z scores were calculated for each of the following indicators and combined to create a composite index:

- 2010-2017 Change in Total Population;
- 2010-2017 Change in Median Home Value;
- 2010-2017 Change in Median Income; and
- 2010-2017 Change in Home Ownership

These variables were chosen based on analyzed trends of growing inequity reported by the Shared Prosperity Partnership and were analyzed to gain a better understanding of either, 1) where these inequities might be occurring within the University District or, 2) what areas might be more susceptible to inequitable growth and potential displacement of existing residents due to development activity.

Percentage change was calculated for each of the demographic indicators by census tract and compared to the mean change across the City of Memphis. Below, Figure 2.12 shows the composite index Z score for all census tracts within the city of Memphis and Figure 2.13 scales in to show the University District in more detail. Positive Z scores, shown in shades of green, incidicate tracts that are seeing above average positive *changes* across the index variables; tracts in yellow, change on average with the city of Memphis; and tracts in red, below average.

It is important to note that the scores are a reflection of *change*, or trajectory, and not necessarily reflective of the current relative health or stability of a neighborhood. (In other words, a neighborhood might be improving faster than normal, but still be "worse off" than a typical Memphis neighborhood depening on it's starting point.)

[1] The Z score is a measure of how many standard deviations a data point is from the mean for that variable. A Z score of 0 indicates that that data point's value is identical to the mean value.

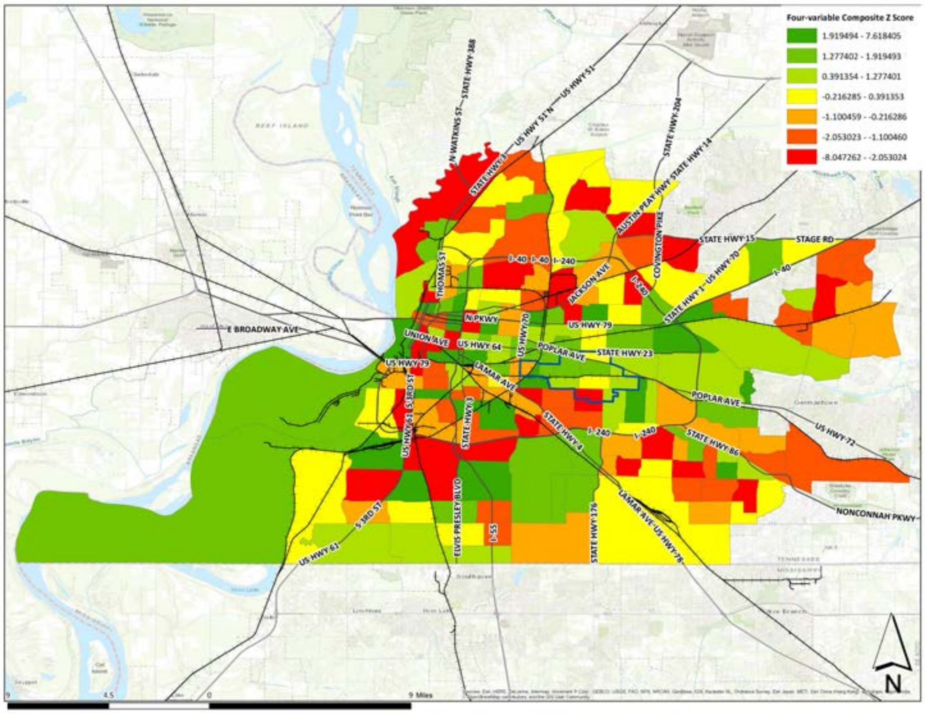


Figure 2.12. Composite Z Scores for the city of Memphis

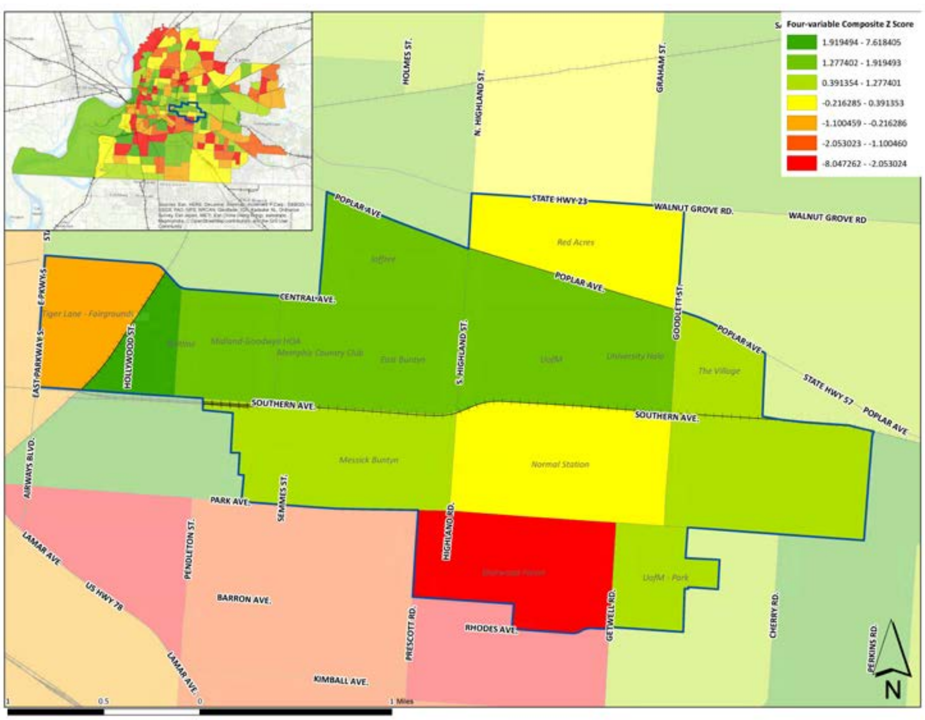


Figure 2.13. Composite Z Scores for the University District Neighborhoods

This analysis provides a starting place for conversations around shared prosperity work, but to gain a better understanding of the directions the work might take in the University District, specific indicators were analyzed separately for individual neighborhoods against the aggregate data for the whole of Memphis' census tracts. This additional analysis helps to highlight certain patterns and notable trends and tell a more interesting story for the University District. Looking more closely helps indicate *which neighborhoods are economically disadvantaged compared to the Memphis citywide average* shedding light on potential directions for the work to take moving forward.

University District Neighborhood Data Comparison

When the Z score calculations work in tandem with the aggregate and individual neighborhood data, a clearer picture of what is occurring within the district can be better understood. Rather than provide an exhaustive list of all demographic data specific indicators used to calculate the Z Score are presented individually in comparison to the City of Memphis and the University District aggregate data. This section provides a combination of neighborhood data displayed graphically using tables and maps to depict neighborhood trends.

Between 2010 and 2017, Memphis had only a small gain in its total population (1.21%). While the percent change for the University District as a whole was in this similar range, the UofM Main campus area was the only individual UD Census Tract near this degree of change with a 1.5% increase. While a majority of the neighborhoods saw moderate increases in total population, the Fairgrounds saw the most drastic increase with over fifty percent change (54.74%). Normal Station saw almost no change (-0.13%) while a few neighborhoods within the University District experienced steep declines in total population, including Beltline/Orange Mound, Messick Buntyn, and Hayden Place/Waynoka. Table 2.2 summarizes the change for each University District neighborhood, the UD as a whole, and the City of Memphis. Figure 2.14 shows this change graphically.

Table 2.2. Population Change 2010 to 2017 Memphis and UD Neighborhoods

	CT	2010	2017 ACS	% Change
City of Memphis		646,889	654,723	1.21%
University District Aggregate		43,857	44,464	1.38%
High Point Terrace/Red Acres/ Hedgemoor	29	4,442	4,721	6.28%
Hayden Place/Waynoka	30	2,922	2,199	-24.74%
Fairgrounds and Liberty Bowl Stadium	66	2,132	3,299	54.74%

Beltline and Orange Mound	67	4,001	3,205	-19.90%
Messick Buntyn	70	3,332	2,212	-33.61%
Chickasaw Gardens and Lundee	71	2,414	2,590	7.29%
Joffre and East Buntyn,	72	2,438	2,590	6.23%
UofM Main Campus	73	4,681	4,751	1.50%
Normal Station	74	2,974	2,970	-0.13%
Sherwood Forest	80	4,881	5,145	5.41%
Belle Meade and St. Nick	85	4,182	4,427	5.86%
UofM Park Avenue Campus	118	5,458	6,355	16.43%

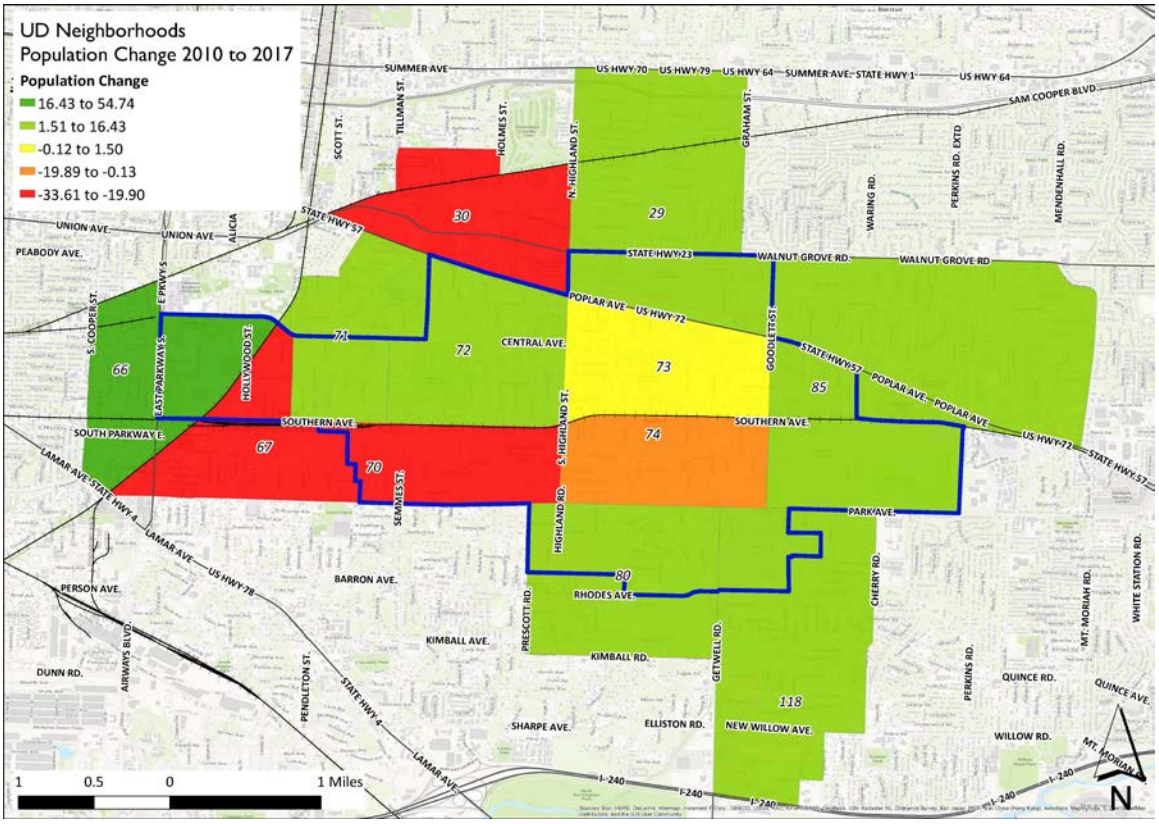


Figure 2.14. Population Change for UD Neighborhoods 2010 to 2017

Between 2000 and 2017, the city of Memphis saw a nearly twenty-four percent (23.25%) increase in owner-occupied home values between 2000 and 2017. In this same time period, the University District as a whole saw an increase of nearly twenty-none percent (28.25%), five percentage points above the city as a whole. Among individual neighborhoods in the University, eight neighborhoods saw increases in home value above the city's and the increase in seven of these neighborhoods was above the University District overall with neighborhoods like Chickasaw Gardens seeing an almost seventy-five percent (74.41%) increase. However, several neighborhoods within the University District saw either increases less that both the district and city overall, or saw decreases in the median home value in the 200 to 2017 period. Within the University District, the Sherwood Forest neighborhood saw virtually no change in median home value while Messick Buntyn saw a moderate increase; and both the Beltline/Orange Mound and neighborhoods surrounding the UofM Park Avenue campus saw significant declines in median home value. Table 2.3 provides the full set of data for this analysis and Figure 2.15 maps the percent change between 2000 and 2017.

Table 2.3. Change in Median Home Value - UD Neighborhoods, Memphis, and UD

	CT	2000	2017 ACS	% Change
City of Memphis		$72,300	$94,200	23.25%
University District		$97,591	$136,018	28.25%
High Point Terrace/Red Acres/Hedgemoor	29	$138,100	$209,900	34.21%
Hayden Place/Waynoka	30	$90,800	$139,000	34.68%
Fairgrounds	66	$75,100	$121,400	38.14%
Beltline and Orange Mound	67	$46,200	$42,100	-9.74%
Messick Buntyn	70	$53,400	$66,400	19.58%
Chickasaw Gardens and Lundee	71	$130,200	$508,800	74.41%
Joffre/East Buntyn	72	$117,200	$171,100	31.50%
UofM Main Campus	73	$137,700	$315,400	56.34%
Normal Station	74	$72,300	$99,600	27.41%
Sherwood Forest	80	$60,200	$60,500	0.50%

Belle Meade/St. Nick	85	$261,900	$418,800	37.46%
UofM Park Avenue Campus	118	$86,003	$73,200	-17.49%

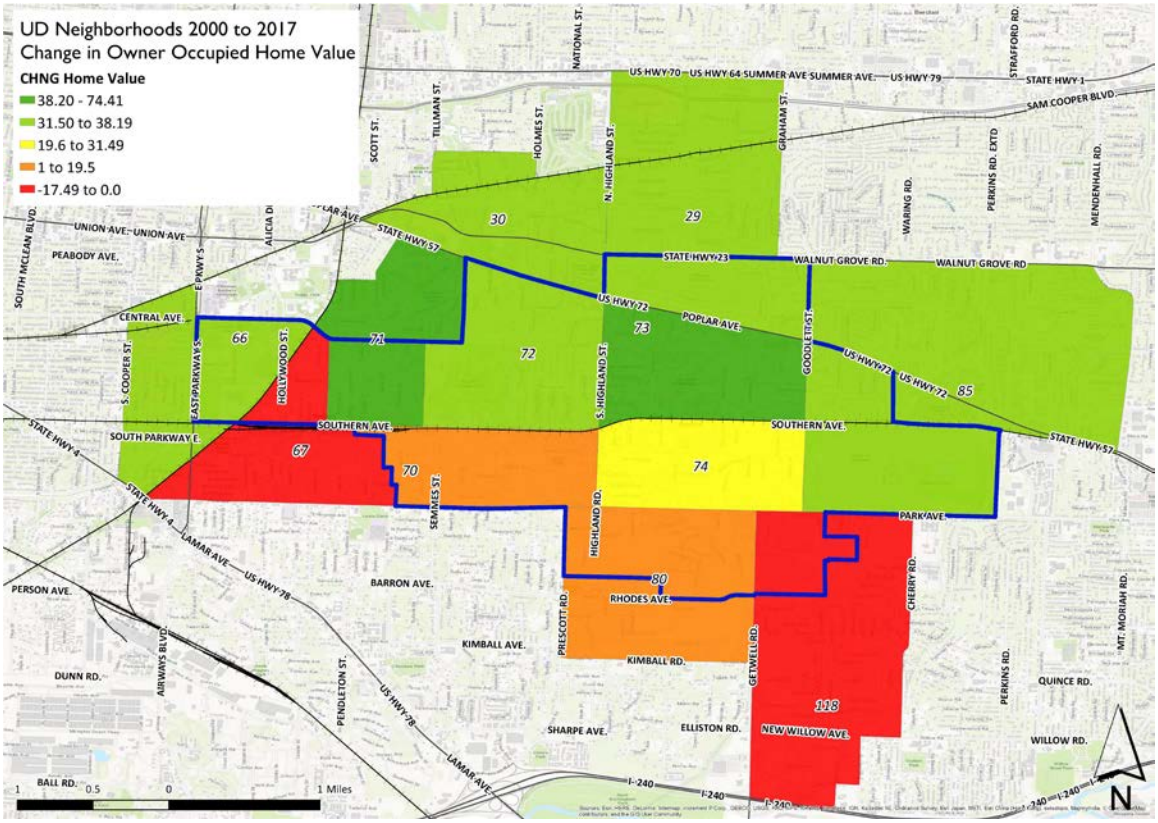


Figure 2.15. Home Value Change for UD Neighborhoods 2000 to 2017

Similar to median home value, the University District as a whole saw average household incomes increase more between 2010 and 2017 than the City of Memphis overall. While the city saw incomes increase by ten percent in this time, the University District saw an increase of nearly fifteen percent (14.73%) from almost $70K to over $80K and in both 2010 and 2017, the University District average was higher than the city. In 2010, five individual neighborhoods experienced a higher average than the city and by 2017, six neighborhoods ranked higher than the city with Normal Station increasing twenty-eight percent from around $42K to almost $60K. While the largest increase in average household income occurred in neighborhoods around the Park Avenue campus, the average income remained below the city in both years. Below both the city and University District averages in 2010 and 2017 are Beltline/Orange Mound, Sherwood Forest, Messick Buntyn, and the Hayden Place/Waynoka area. Table 2.4 provides the full set of data for this analysis.

Table 2.4. Change in Average Household Income - UD Neighborhoods, Memphis, and UD

		2010	2017	% Change
City of Memphis		$53,442	$59,458	10.12%
University District		$69,215	$81,169	14.73%
High Point Terrace/Red Acres/Hedgemoor	29	$105,797	$126,279	16.22%
Hayden Place/Waynoka	30	$49,148	$47,280	-3.95%
Fairgrounds	66	$43,113	$41,646	-3.52%
Beltline and Orange Mound	67	$26,906	$28,135	4.37%
Messick Buntyn	70	$30,526	$35,170	13.20%
Chickasaw Gardens and Lundee	71	$127,845	$180,368	29.12%
Joffre/East Buntyn	72	$74,074	$95,313	22.28%
UofM Main Campus	73	$83,874	$70,349	-19.23%
Normal Station	74	$42,834	$59,562	28.09%
Sherwood Forest	80	$42,467	$42,190	-0.66%
Belle Meade/St. Nick	85	$175,853	$198,516	11.42%
UofM Park Avenue Campus	118	$28,140	$49,217	42.82%

Both the city of Memphis and the University District overall saw a decrease in homeownership rates between 2000 and 2017 (Table 2.5). Both dropped from nearly sixty percent to below fifty percent. While nearly all neighborhoods in the University District also saw a decrease in homeownership rates, a few neighborhoods, including High Point, Chickasaw Gardens, Belle Mead, and Joffre/East Bunty maintained ownership rates higher than both the city and the University District overall. The greatest drop in ownership rates occurred in Sherwood Forest, Messick Buntyn, Normal Station, and the neighborhoods around the UofM Park Avenue campus.

Table 2.5. Change in Housing Tenure- UD Neighborhoods, Memphis, and UD

		2010	2017	% Change
City of Memphis		55.80%	47.50%	-17.47%
University District		57.36%	48.61%	-18.00%
High Point Terrace/Red Acres/Hedgemoor	29	75.80%	76.10%	0.39%
Hayden Place/Waynoka	30	48.80%	43.40%	-12.44%
Fairgrounds	66	41.50%	32.40%	-28.09%
Beltline and Orange Mound	67	47.50%	40.00%	-18.75%
Messick Buntyn	70	39.60%	27.40%	-44.53%
Chickasaw Gardens and Lundee	71	77.20%	74.80%	-3.21%
Joffre/East Buntyn	72	75.20%	67.10%	-12.07%
UofM Main Campus	73	21.50%	19.60%	-9.69%
Normal Station	74	45.10%	32.30%	-39.63%
Sherwood Forest	80	64.10%	42.20%	-51.90%
Belle Meade/St. Nick	85	83.90%	83.70%	-0.24%
UofM Park Avenue Campus	118	68.10%	44.30%	-53.72%

An analysis of this data reveals an opportunity to explore what shared prosperity can look like in action within a community. There are neighborhoods within the University District with great prosperity as well as neighborhoods with great need. These disparities within the district provide a framework of opportunity for the concepts of shared prosperity to flourish. These analyses are intended to generate a more thoughtful approach to Shared Prosperity aimed at stabilizing the University District neighborhoods that are in decline and looking critically at strategies that will achieve neighborhood improvement and create opportunity for all residents, both existing and new. Full Existing Conditions analyses of the Beltline, Messick Buntyn, Normal Station, and Sherwood Forest neighborhoods are offered

in Appendix B and the key issues identified from those analyses are provided in the next section of this report.

Key Issues – University District Neighborhoods

While, the University District, overall, appears to have been shielded from much of the hardship delivered by the 2008 financial crisis, a more nuanced, comparative analysis of individual University District neighborhoods tells a different story. The Normal Station neighborhood maintained a mix of values in the decade following the 2008 crisis and experienced a modest, overall increase in value. In comparison, Beltline, Messick Buntyn, and Sherwood Forest reflect areas that were experiencing some economic hardship prior to the 2008 downturn and were unable to maintain stability in their value following the economic crisis.

Recognizing such stark contrasts among individual University District neighborhoods helps to identify areas within the district that may be more vulnerable to extreme neighborhood change if there is an unbalanced influx of capital investment following more extended or severe periods of decline or disinvestment. Among University District neighborhoods, Beltline, Messick Buntyn, Normal Station, and Sherwood Forest show particular vulnerabilities to potential effects of rapid neighborhood change.

Guided by the theme of Shared Prosperity and the concept of Anchor Institutions, a comparative analysis of the University District as whole and select neighborhoods among the district helped to identify emerging issues that could be addressed with a strategic intent to approach development equitably. In other words, these quantitative data and existing conditions analyses helped to generate a narrative for the district and its neighborhoods, which also laid a foundation for framing an effective community engagement strategy designed to help refine the details of the narrative and begin outlining future visions.

The preliminary examination of demographic trends and conditions, combined with physical conditions field surveys helped to identify key district neighborhood issues that could be addressed using an institutional anchor approach to shared prosperity. These issues were more broadly grouped within five overarching themes:

- Transportation;
- Neighborhoods;
- University Services;
- Education; and
- Investment.

Every neighborhood and place has a story to tell and the University District is no different. One way to narrate this story is by generating analyses of various datasets and existing

conditions surveys. This preliminary narrative of the UofM's University District has presented an opportunity to explore what shared prosperity can look like in action within a community. However, no story of a place is complete without its primary characters, residents and stakeholders. Chapter 3 details the efforts made to narrate this other part of the University District's story.

CHAPTER 3: Community Involvement and Findings

Chapter 3 details the community engagement strategy that was employed to more finely define and identify district and neighborhood issues and desired outcomes. Organized in multiple phases, these strategies focused on both district-wide and neighborhood-specific engagement, which then helped to inform an approach to a concluding, district-wide Open House event.

Community Involvement Strategy

Two frameworks for community engagement were analyzed to inform the engagement strategies in the University District neighborhoods. These frameworks were selected from Paul Schmitz's *Community Engagement Toolkit* created alongside Leading Inside Out and the Collective Impact Forum.

The community engagement activities that planners can undertake range from informing (least community-involved) to empowering (most community-involved) and can be categorized according to the role that the planner and community members each have in the activity. Engagement at each level of the spectrum can be fruitful, though community engagement activities that empower residents to take leadership in decision-making are considered the most impactful.

Increasing Impact on Decision-Making and Implementation

INFORMING	CONSULTING	INVOLVING	COLLABORATING	EMPOWERING
Providing balanced and objective information about new programs or services, and about the reasons for choosing them	Inviting feedback on alternatives, analyses, and decisions related to new programs or services	Working with community members to ensure that their aspirations and concerns are considered at every stage of planning and decision-making. We also engage their assets as partners to implement solutions.	Enabling community members to participate in every aspect of planning and decision-making for new programs or services. Community members actively produce outcomes.	Giving community members sole decision-making authority over new programs or services, and lead work to implement solutions. Professionals only serve in consultative and supportive roles
We will keep you informed	We will keep you informed, listen to your input and feedback, and let you know your ideas and concerns have influenced decisions	We will ensure your input and feedback is directly reflected in alternatives, and let you know how your involvement influenced decisions. We will engage you as partners to implement solutions.	We will co-create and co-produce solutions with you. You will be true partners in making and implementing decisions for the community, your advice and recommendations will be incorporated as much as possible.	We will support your decisions and work to implement solutions.
Fact sheets, newsletters, websites, open houses	Surveys, focus groups, community meetings and forums	Community organizing, leadership development, workshops	Advisory boards, seats on governing boards, engaging and funding as partners	Support full governance, leadership, and partnership

Figure 3.1. Community Engagement Spectrum

The engagement activities of the Planning for Shared Prosperity initiative occurred in three primary phases of work over the Spring 2019 academic semester. They were guided by the following goals:

- Maximize the influence of resident voices in identifying and refining guiding values and decision-making processes.
- Maximize representation from the diverse groups that make up the University District neighborhoods and the distinct geographies that fall within the University District.
- Form a task force of residents and other stakeholders to guide the planning process.

Informed by the data and conditions narrative detailed in Chapter 2, the University District community engagement strategy sought to expand the base of active and engaged community stakeholders to help assess and prioritize the key community issues. Within the overarching themes of transportation, neighborhoods, university services, education, and investment the strategy outlined the following preliminary objectives:

- Preserve housing affordability;
- Protect against residential displacement;
- Reclaim blighted properties;
- Support local business start-ups and minority ownership;
- Improve access to consistent employment opportunities;
- Expand programs to assist in homeownership; and
- Plan for long-term, ongoing engagement.

Engagement on these preliminary objectives was conducted in three phases:

- *General Outreach Activities (Informing, Inviting, Consulting)*
- *Local Stakeholder Interviews (Consulting)*
- *Community Events (Outreach, Consulting)*

Phase I: General outreach activities included approaches that served to inform and invite local community members to play a role within the planning for Shared Prosperity process. These approaches included print materials, social media, and collaboration with High Ground News' embedded coverage of the University District. In the case of relaying information, these general outreach activities have the potential to inform a broader and larger audience but maintain some limitations to who they can reach.

In partnership with High Ground News, the Planning for Shared Prosperity initiative was featured in the media outlet's coverage, which was shared broadly over social media platforms and included as a retrospective in a print issue of Story Board Memphis. Outreach was also conducted by teams for each target neighborhood that ranged in method from online surveys, information tables at neighborhood establishments, and door-to-door interviews conducted during neighborhood conditions field surveys. From these efforts, sixteen online survey responses were collected from the Sherwood Forest neighborhood, eleven brief interviews were conducted with patrons to The Avenue coffee shop, and three brief and impromptu interviews were conducted with residents of Messick Buntyn.

Phase II: Local stakeholder interviews consist of a standard set of questions in a conversational form between the interviewer and the local stakeholder that allows for follow-up questions to responses that generate interest. These can generate data with a high level of detail and create an in-depth knowledge exchange that provides more qualitative information about community perceptions.

From these efforts, in-depth interviews were conducted in Sherwood Forest with the pastor of Freedom Chapel Church and the manager of the Glendale Apartments. In Messick Buntyn the principal of Arrow Charter School, the director of JUICE Orange Mound, the owner of My Cup of Tea, and the primary staff person of My Cup of Tea were interviewed. Interviews conducted in Normal Station were with three neighborhood residents and the owners of

the Green Animal Hospital and Black Buck CrossFit. Finally, in Beltline, an interview was conducted with the director of the Jacob's Ladder Community Development Corporation.

Phase III: Community events can provide opportunities to overcome the difficulties of trying to recruit community members to presentations or meetings strictly about the planning project. They provide a link between neighborhood organizations and local people to encourage long-term involvement by the community. The Shared Prosperity initiative was lucky to have a partner in High Ground News who were conducting 'embedded' community journalism in the University District throughout the duration of the Spring 2019 semester. This partnership allowed the Shared Prosperity Initiative to receive coverage in the publication as well as conduct engagement in the focus groups and community events they organized.

Members of the Shared Prosperity team received the opportunity to participate in High Ground's panel discussion on development in the University District, which also allowed the initiative to promote its Shared Prosperity Open House – the culminating public event of the initiative's Spring 2019 activities.

The next section summarizes the added narrative that the University District community contributed toward refining the key issues that an approach to Shared Prosperity could address. The refinement of these key issues was informed by the community engagement activities of Phases I and II and assisted in developing the strategy to approach Phase III activities.

Compiled Summary of District-wide Community Input

Ten identified neighborhoods compose the UofM's University District. Through a district-wide comparative analysis of each neighborhood, four were identified as the most suited to apply the principles of Shared Prosperity, as they fell below the overall average of the city of Memphis in existing conditions such as property values, educational attainment, and unemployment. A more detailed analysis of these four neighborhoods – Beltline, Messick Buntyn, Normal Station, and Sherwood Forest – was conducted to refine potential issues that could be addressed by thoughtful application of Shared Prosperity initiatives. Stakeholder interviews and other community engagement strategies south to further refine the issues and identify potential neighborhood-specific issues. From these efforts, five district-wide themes emerged: (1) transportation, (2) housing, (3) university services, (4) education, and (5) district-wide investment.

Transportation.

With a high presence of on-street parking and concerns of pedestrian safety, stakeholders specifically within Normal Station and Messick Buntyn discussed their personal perceptions of transportation within not only their neighborhood but also district-wide. Parking has

been a 'hot-topic' within this district for a while, but with the recent high-density developments that have only a minimum requirement of 0.5 parking spots per bed; stakeholders are weary of exacerbated issues with parking. In addition, many stakeholders identified the need for slowing traffic, both along major roadways as Highland and Southern, but also on residential streets such as Carnes and Spotswood. Overall, traffic speed was a concern throughout the district, and traffic-calming measures were noted clearly as a high need.

Housing.

There existed a variety of housing concerns within the district depending on specific neighborhood. For example, stakeholders in Beltline and Messick Buntyn were most concerned about vacancy and blight while residents in Normal Station largely expressed pressures from University development and expansion. Absentee owners and investment properties emerged as another common theme, with residents preferring local and present homeowners to absentee landlords. Homeownership emerged as district-wide concern, which is supported by the data showing increases in the percentages of renters throughout, while percentages of homeowners have been gradually decreasing since the 70s (*see neighborhood conditions report*).

University Services.

Overall, stakeholders expressed either difficulty in accessing University services or an uncertainty of what types of services the University offered to the community. The HOPE organizer at Midsouth Peace and Justice Center provided one specific example. She discussed the disconnect that the University of Memphis has with nearby elderly communities. Although there is an assisted living community on the edge of campus and a retirement center in Sherwood Forest, there is a lack of University services geared towards investing in and providing opportunities for the district's older population. In addition, accessing these services proved difficult, as area residents noted that the library, art galleries, or recreation center are not accessible given parking restrictions. If residents had parking passes or better access, we heard from many neighborhood resident interviews that they would utilize services or attend events at the university campus more often.

Education.

Education is not only a concern within the district but is one that exists citywide. There is a unique division within this district, though. With one of the state's highest ranked elementary schools, Campus Elementary, which is located within a district that was identified by some of the Beltline stakeholders as containing some of the 'state's worst schools.' Other stakeholder interviews revealed that education was ranked as something of great importance for further economic mobility in life. One particular interviewee stated that it is something that 'they can't take away from you' and provided skills and job access

that otherwise was difficult to attain. A local charter school in Messick-Buntyn, Arrow Academy, serves children across Shelby County, but welcomes all applicants and wants to see closer connections to local neighborhoods and the University of Memphis. There is a certainly a concern about quality education for local children, and opportunity to access those schools.

District-Wide Investment.

First identified as an issue in the district-wide analysis, *Figure 2.6.* on page 21*,* displays the cluster of high-dollar investment within the University District Overlay. This map sets up opportunity for meaningful discussion about shared prosperity, as it demonstrates concentrated prosperity and a lack of district-wide investment. Within the neighborhood stakeholder interviews, although interviewees generally reported that they enjoyed and liked the feel of the Highland Row development, they also expressed a desire to see different types of investment within their own neighborhoods, such as that of blighted properties and disinvested corridors. Investment and businesses were identified as a need on the south portion of the University District, especially, which were identified largely as those areas 'south of the tracks.' Clearly, more evenly distributed investment was identified as a common theme throughout stakeholder interviews.

Community Open House – Phase II Community Engagement

Moving forward with these five themes, research was conducted on place-specific investable ideas that could be used to combat the stakeholder-identified issues. The themes and research fueled an open house designed to further engage with the University District community in order to prioritize potential investable ideas for the district as a whole. Held on April 22, 2019, the Open House was crafted to engage stakeholders in a variety of ways. Some of the goals were to initiate a dialogue around the concept of shared prosperity and the university's role in the district; to gather further input on the stakeholder-identified themes and issues; and to define priorities for the district. There were seven stations for stakeholders to visit: (1) Live, Work, Play Map, (2) Vision Wall, (3) Transportation Issues, (4) Housing Issues, (5) University Services, (6) Education, and (7) Investable Ideas.

Live. Work. Play. Map

This activity was an interactive mapping experience to gauge both where and how University District residents interact with specific locations within the District. Open House attendees received four colored dot stickers to indicate where they lived (red), worked (green), or played (blue and yellow). This data helped to analyze where and how participants interacted with the district.

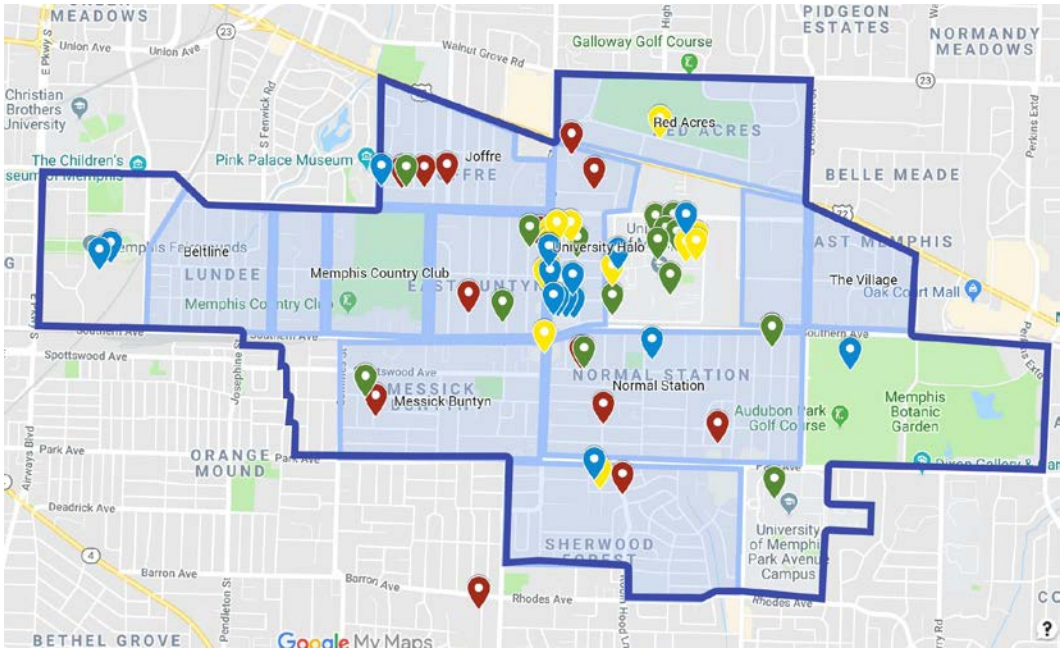


Figure 3.2. Live. Work. Play. Map results

Participants in the Open House represented nearly every neighborhood within the University District with the exception of Beltline. Many of these attendees worked at the University of Memphis, from home, or at another location within the University District. . Overall, much of the input indicated relatively short commutes and a lot of opportunity for social activities and interaction within the district. While some of the dot placement indicated that district stakeholders play on the UofM campus, the highest concentration of activity outside of the home or workplace was centered primarily around Highland Row and the Highland Strip and secondarily along Walker Avenue.

Vision Wall

With the dual purpose of capturing the community's future vision for the district and setting the stage for shared prosperity, Open House attendees were welcomed with a Shared Prosperity poster and a Vision Wall. Visitors were prompted with guiding definitions of shared prosperity, and then asked: "What should future growth and prosperity look like in the University District neighborhoods?"

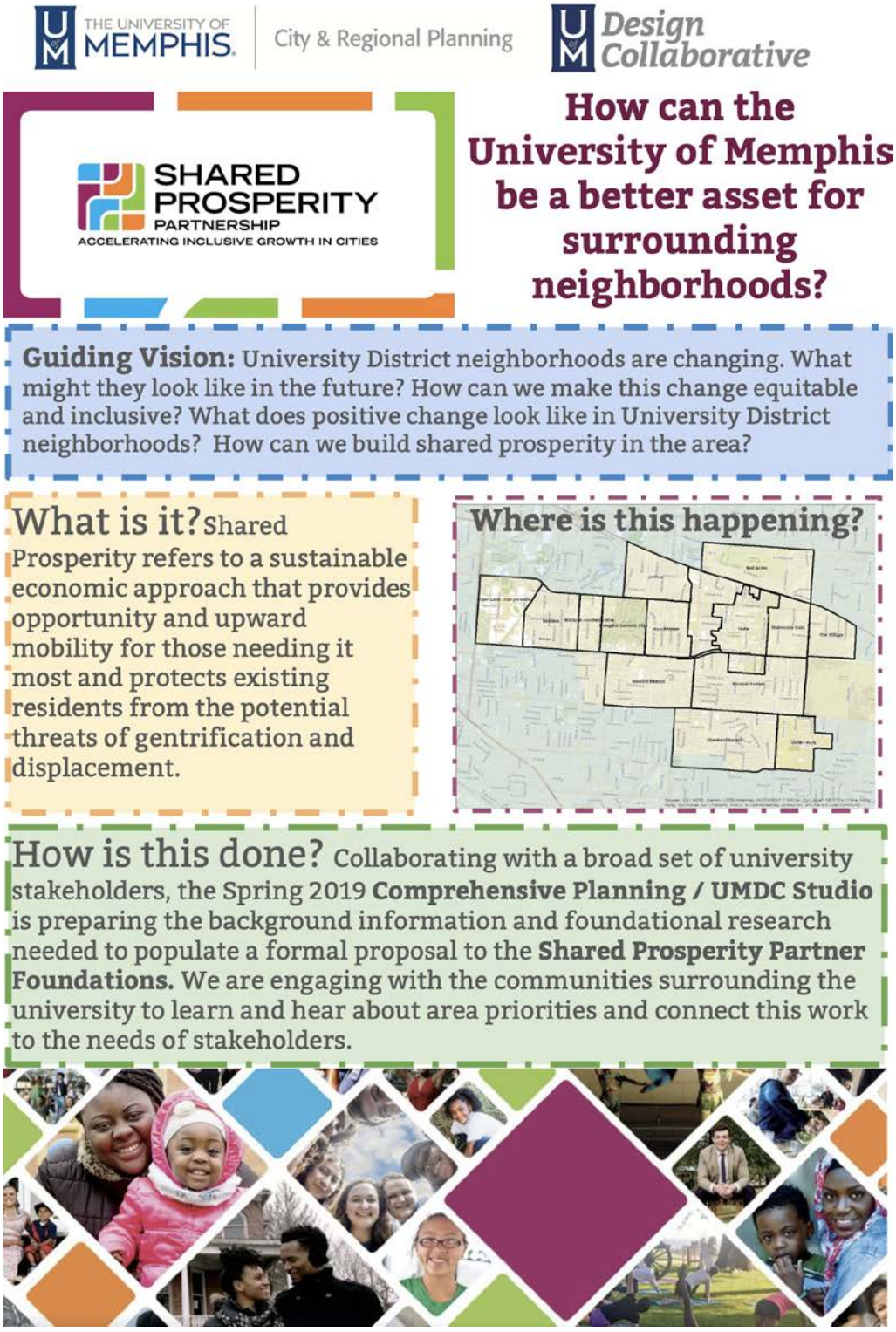


Figure 3.3. The introductory Shared Prosperity Poster

Figure 3.4. Vision Wall results

Community members' visions for what future growth and prosperity could look like in the University District neighborhoods can be categorized into six broad categories:

- **Communication and the Planning Process**
- **Land Use and Redevelopment**
- **Crime and Safety**
- **Housing and Local Business Investments**
- **Public and Green Spaces**
- **Parking, Infrastructure, and Transportation**

While most community members seemed very receptive to the shared prosperity ideals and optimistic about how the University can play a role in the future growth and prosperity of the University District neighborhoods, a few residents expressed some frustrations and skepticism stemming from recent developments. In particular, some residents were unsure of whether these types of events generated any real impact or change in future progress or planning.

Many community members emphasized the importance of ensuring all neighborhoods receive investment and have access to opportunities, instead of new developments concentrated in only a few places such as Highland Row. Most community members shared ideas and concerns related to housing, business development, parking, and infrastructure. Surprisingly, only a few comments mentioned safety concerns and public/green spaces. Safety was brought up largely in the context of needing better street lighting or safer crosswalks. It was encouraging to hear that safety measures were moving in the right direction in the area, but it was noted that that momentum needs to be kept as a priority.

Additionally, many community members emphasized that the planning and development process is just as important as the deliverables in creating shared prosperity, particularly through fostering collaboration, authenticity, and shared vision among the communities. In addition, more involvement in land use decisions was noted as an emerging concern, hoping that more residents would voice their input on new development, particularly that of higher density and its impacts to surrounding single-family residences. Partnerships and relationships between community organizations, the university, and other entities emerged as a common theme and identified as a key step in developing more meaningful shared prosperity outcomes.

Transportation Issues

Concerns of overflow on street parking from students in residential neighborhoods sparked interest in continuing the conversations about other problematic areas in the University District regarding transportation. The transportation activity station laid out a map of the University District and identified the City of Memphis MATA bus lines and the University of Memphis-provided blue and gray shuttle buses. Designed with two interactive activities, the

first goal was to identify areas of concern. Attendees were asked to draw their daily commute and an alternate destination of choice on a map using a line and marking with an 'X', areas of concern or issue. The X-areas identified ranged from congestion, safety, traffic, difficulty of passing, or other concern. This activity identified the following intersections as areas of concern:

- Highland & Southern
- Patterson & Mynders
- Brister & Mynders, Brister & Midland
- Along Spottswood

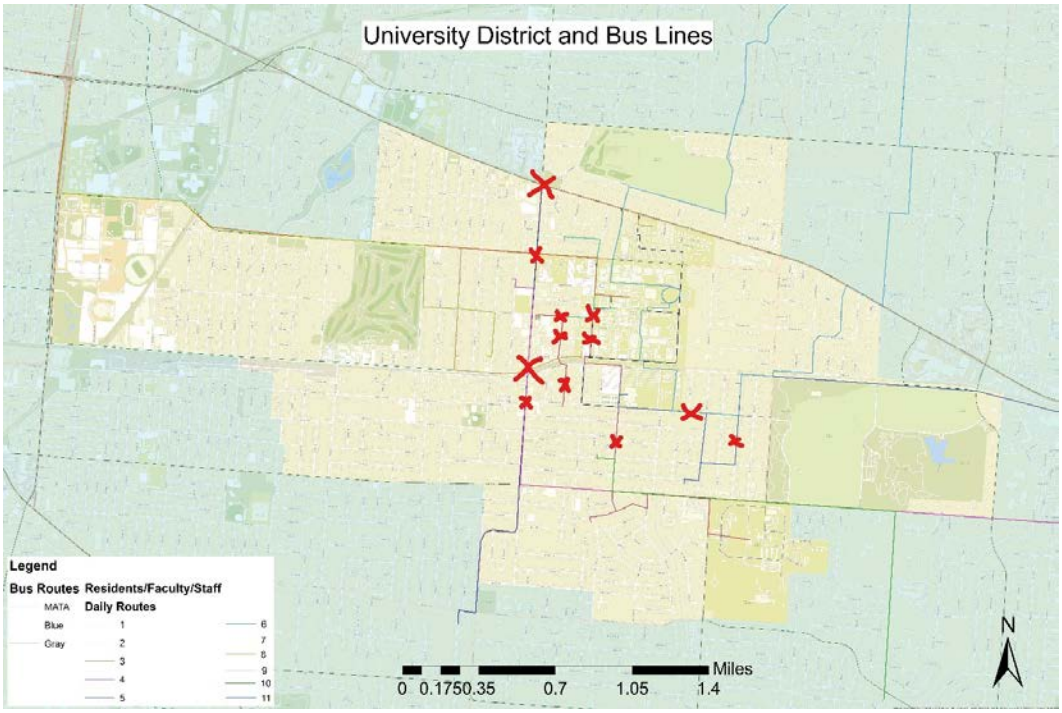


Figure 3.5.Transportation Station Activity 1: Problematic Daily Routes

The second goal of this activity station was to generate responses to proposed alternative scenarios. Guests were prompted with, "Would you be in Favor" [of] alternative choice strategies to mitigating the parking, mobility, and access issues identified in the University District. Participants were asked to mark whether they were in favor, neutral, or against the strategy and provide reasons why, if they liked.

Two strategies were presented: Would you be in favor of an expanded University provided bus shuttle service AND would you be in favor of on-street residential parking permits? Responses from residents are listed below:

- Bus Shuttle Service: 1 neutral, 13 in favor, and 0 against
- Residential Parking Permits: 2 neutral, 3 against, and 8 in favor

Other suggestions made by residents:

- Advertising the bike rack on the bus shuttle
- Use residential parking permits for shuttle services
- Open the University parking lots after a certain time to the public or provide resident parking passes to certain lots

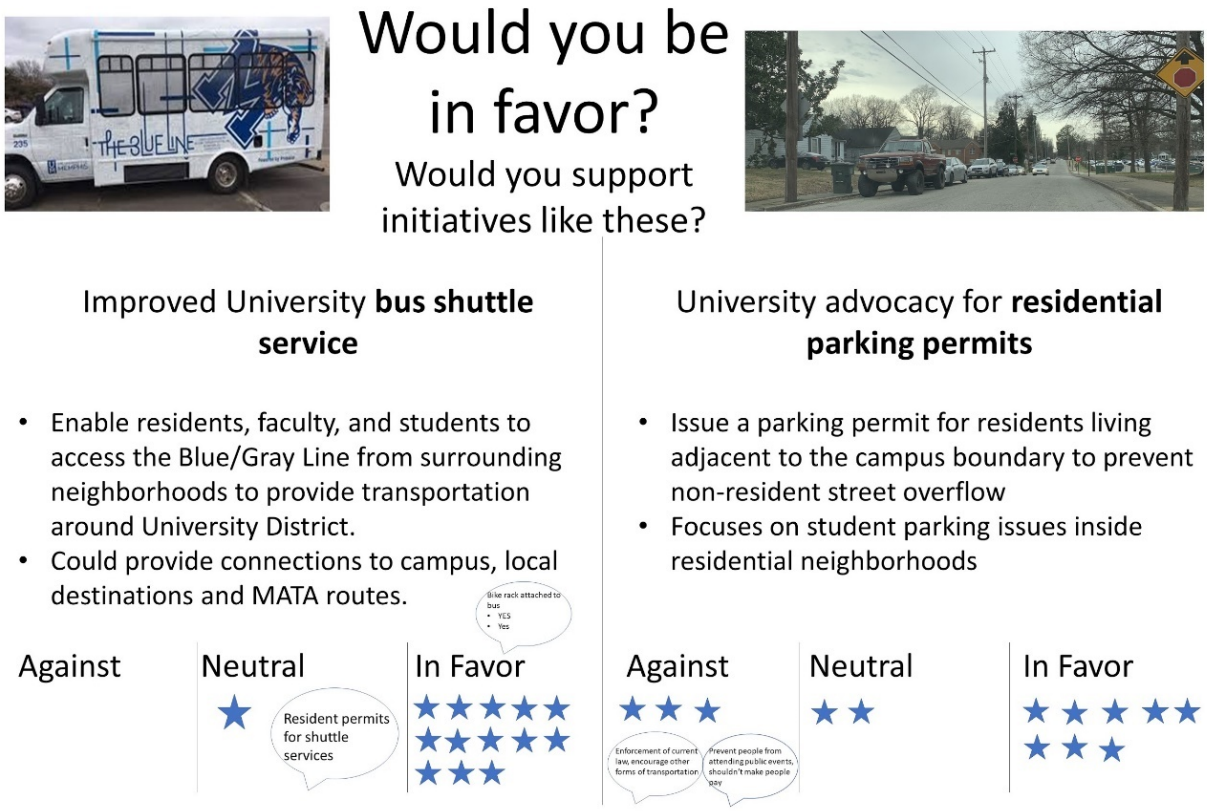


Figure 3.6.Transportation Station Activity 2: Proposed Solutions

Overall, there were many residents in favor of expanding a bus shuttle service that would make stops inside the neighborhoods. Enabling students, faculty, and residents to access both campuses and the resources available. The residential parking permit had a lot of excitement and approval from residents that live in areas with overflow parking issues tied to the University of Memphis. However, some residents are concerned that requiring permits will turn away people from coming to school sanctioned events. They feel that streets are public streets that should stay public and allow cars to park where they wish.

Housing Issues

Housing in the University District runs the gamut from very expensive to very disinvested. To capture the range of possible opinions about housing, this station was designed to touch on several different areas of housing policy. To focus the conversation, the first board asked what concerns residents had and listed the following options: affordability, disinvestment, resident turnover, density, and choice of housing. There was also a blank space for writing in issues not listed.

The second station asked "What's the priority?" and described two programs: one was a package of incentives to entice University employees to move into the district, including $20,000 forgivable loans for homebuyers, matching funds for exterior home improvements, and cash bonuses for renters to move in, with smaller ones for existing renters. The stated goal was that these strategies help promote housing stability. The second option involved forgivable loans for existing low-income homeowners, including grants to cover maintenance and home improvements, with awards of up to $30,000 (but with the caveat that recipients must stay in their homes for at least 10 years). The stated goal here was that this type of program helps lower-income families build wealth. Participants were given six stickers representing one million dollars to divide between the two options.

The third station proposed two initiatives the University could fund and asked if participants were against, neutral, or in favor of each. The first was a University-sponsored blight patrol, which would work through the monthly Police Joint Association meetings at the local Community Development Corporation and be dedicated to reporting trash pickup, abandoned homes, overgrown weeds, and putting pressure on city government to address resident grievances. The second was University advocacy for a range of housing types. This one would direct University policy to advocate for more housing choice options and focus on the "missing middle" of housing, that often neglect segment of housing between single-family homes and high-rise apartment buildings (Opticos Design, n.d.).

The first station revealed that both affordability and density are perceived as issues, but even more that parking and crime are the chief problems on everyone's minds. Disinvestment and absentee ownership also garnered some attention, which was also echoed in the Vision Wall as outstanding issues of concern. *Figure 3.4* on page 45 shows how many people went out of their way to list parking in the "Something else?" column. This reveals that while people are apprehensive about the new dense developments being built around the district and the ensuing shortages of available parking, they also are concerned about affordability. Density would seem to increase affordability in the long run, but several dense "student"-oriented developments have been less affordable than most and catering to higher-end clientele, probably because of their novelty and scarcity.

What are important housing issues facing your neighborhood?

Affordability? 𝍸 |

Disinvestment? 𝍸

Resident turnover? |||

Density? 𝍸

Choice of housing? ||||

Something else?

Parking
Parking
Crime
Parking
Parking
Crime
Out of town property owners/managers
Poor quality housing stock due to lack of investment/maintenance by the above
Historic neighborhood designation, but no actual protection

Parking
Overbuilding and losing green space which is an impact of utility infrastructure
Crime

Figure 3.7. Housing Issues Activity

The second station showed a fairly even split between the two proposals: 30 stickers for the University employees-focused program and 38 for the low-income existing resident-focused program. This shows that residents understand both the need to attract a more stable workforce to the area and the need to share prosperity and allow the existing vulnerable population an opportunity to build wealth. The slight favoring of the low-income program shows that poverty and disinvestment may be a bigger concern to people around the area than we had predicted. One participant also left a note saying the two programs should be merged to allow existing low-income renters to become homebuyers.

What's the Priority?

With a million dollars, how would you allocate funds?

Incentives for **UofM employees** to move to the District:

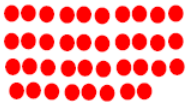
-$20k forgivable loans for homebuyers
-Matching funds for exterior home improvements
-Cash bonuses for renters to move in, with smaller ones for existing renters

Goal: promotes housing stability

Forgivable loans for **existing low-income homeowners**

-Grants cover maintenance and home improvements
-Awards up to $30k
-Must stay in home for at least 10 years

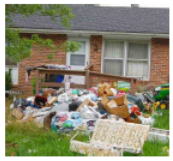
Goal: helps lower-income families build wealth



Most low income are renting—need pathway to homeownership and wealth

Figure 3.8. Incentive Priorities Activity

The third station showed a strong preference for the University to do more for blight patrol, with only one voice in opposition, who said she did not like the idea of the University surveilling people. The question on housing choice was more evenly split, with some being vehemently against the idea. These participants favored a strict focus on single-family housing. However, voting nine to three, most residents favored the University taking an active stance in advocating for more housing choice. One resident was neutral on the subject.



Would you be in favor?

Would you support initiatives like these?

University-sponsored **blight patrol**			University advocacy for **lower density**		
-Would work through monthly Police Joint Association at local Community Development Corporation -Dedicated to reporting trash pickup, abandoned homes, overgrown weeds and putting pressure on city government for solutions			-Would direct University policy to advocate for single-family developments and against denser, student-focused projects -Focuses on parking issues		
Against	Neutral	In Favor	Against	Neutral	In Favor
I		𝍸 𝍸 II	III	I	𝍸 IIII

Figure 3.9. Blight and Housing Choice Activity

University Services

The station was presented as a "One, Two, Three" process. The participants were presented with a blank poster and asked what services or events they were already aware of that the University offered. They were then presented with the known university services as a source of information and education. Lastly, they were asked what they wished the University would offer for the community, or what they thought they University could do better in the services already offered. Below is the poster that provided a list of services and educated the participants on what services the University already offers and has easily accessible information.

Figure 3.10. Poster presented of easily accessible service/events U of M offers.

When asked what events or services they were already aware of, the participants would detail a post-it note with the item or add a tally mark to one already written. Participants were asked to place each event or service under the umbrellas of Community Engagement, Education, Health, or Arts and Events. Below are the results:

***Community Engagement*:**

- 10 people knew about the Community Garden
- 7 people knew about the Police Joint Agency
- 5 people knew about the Intramural Sports

***Education*:**

- 7 people knew about the Swim Lessons offered by the Rec
- 2 people knew about Tiger Life
- 5 people knew about the Alumni benefits even if you are not an Alumni
- 1 person knew about the Community Music School
- 4 people knew about the Campus Library

***Health*:**

- 7 people knew about the Discount to the Rec Center membership for Alumni and Staff
- 6 people knew about the two food courts offered on campus
- 1 person knew about the bike share program coming to campus

***Arts and Events*:**

- 6 people knew about the Free Admission to the Art Museum
- 5 people knew about the Theater, Symphony, and Dance Recitals
- 3 people knew about the International Film Festivals

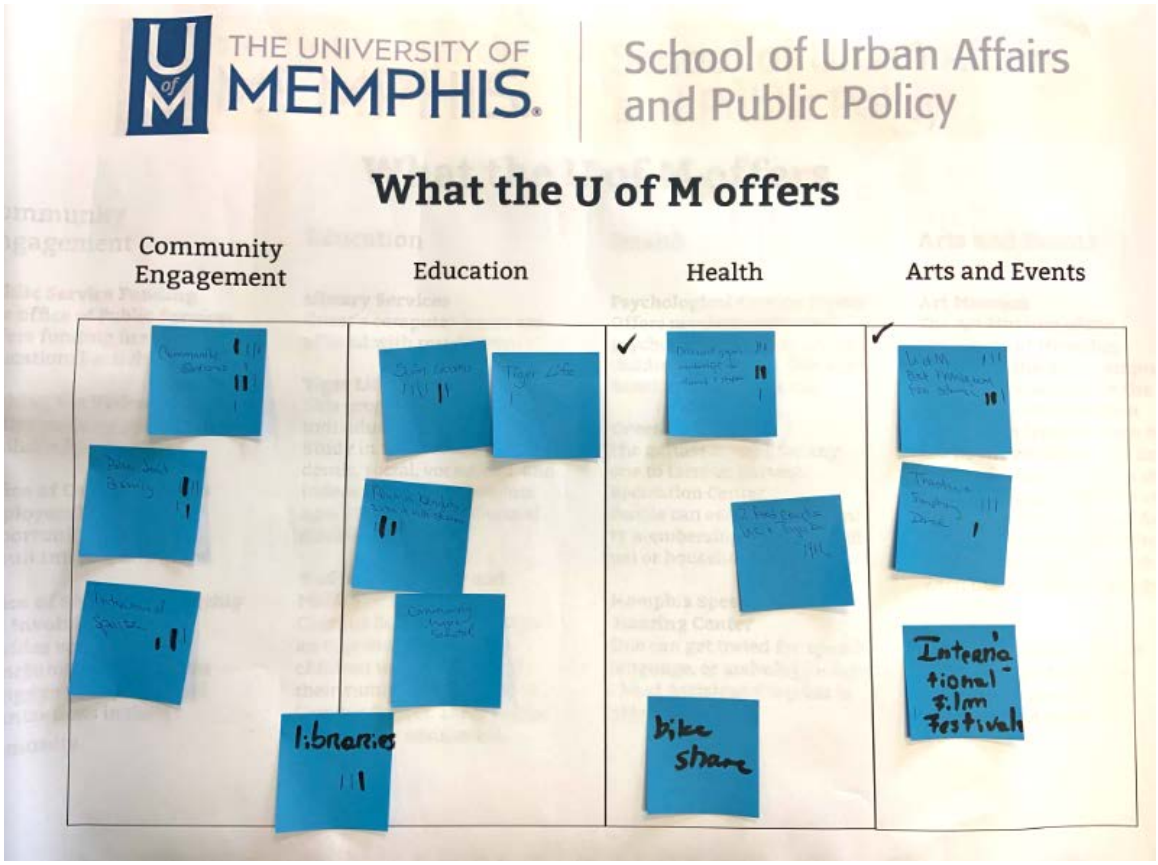


Figure 3.11. Services and Events the community already knows.

When the community members would read notes, many comments were made such as “Oh I didn’t know they did that” “Where is the Museum- I didn’t even know we had one” “Are the swim lessons free?” “How would I get Alumni benefits without being Alumni?” In other instances, the participants would know about a service, such as the food courts, but comment on how it was impractical for the community to get to, or that the community membership fee to the recreation center was too high for them to pay. Therefore, participants would know about events, but would still be unable to access them because of physical or economic barriers.

The station also offered the opportunity for residents to express what they would like to see the UofM offer for the community. When asked the question, “What services would you like to see the University of Memphis offer?” they responded with several ideas. The responses can be categorized into five different sections with the number of residents who agreed:

Knowledge Sharing:

- 3 people asked for the U of M to contact local media about upcoming events
- 4 people asked for more publicity targeted at alumni for details such as: location, time, instructions, inter alia

Education:

- 3 people asked for the continuing education returns
- 2 people asked for high quality K-12 education
- 2 people asked for affordable educational summer camps
- 2 people asked for more volunteer-based tutoring

Security:

- 2 people asked for better security

Parking:

- 6 people asked for better visitor parking
- 3 people asked for more visitor parking
- 3 people asked for no parking on residential streets
- 3 people asked for the requirement of 1 ½ to 1 parking on new apartment buildings
- 2 people asked for parking enforcement on public streets
- 2 people asked for more bike lanes
- 3 people asked for community access to shuttles
- 3 people asked for free late-night parking

Access:

- 3 people asked for free access to recreational facilities for alumni
- 1 person asked for 24/7 Gym
- 3 people asked for more concerts and services for alumni
- 3 people asked for better access to campus and services

From the station at the event, it was found that residents believe that the University of Memphis could offer services in various ways but mainly through education, parking, and just helping to share knowledge regarding existing events. The findings from the station show that there is a disconnect in knowledge sharing, especially about health services. Many of the residents had no clue that the University offers various services for residents within the community.

Education

There are many facets of education that this activity station could have explored so the focus here was to gather input on the initiatives the UofM is currently operating or trying to advance - the UofM campus elementary, middle, and high schools. The station displayed an informational poster on the need for more area school and childcare services. Upon reviewing this information, participants completed a survey centered on the influence of pre-k and kindergarten on the elementary school, potential partnerships for middle school students, childcare availability, and thoughts on an online program for the high school.

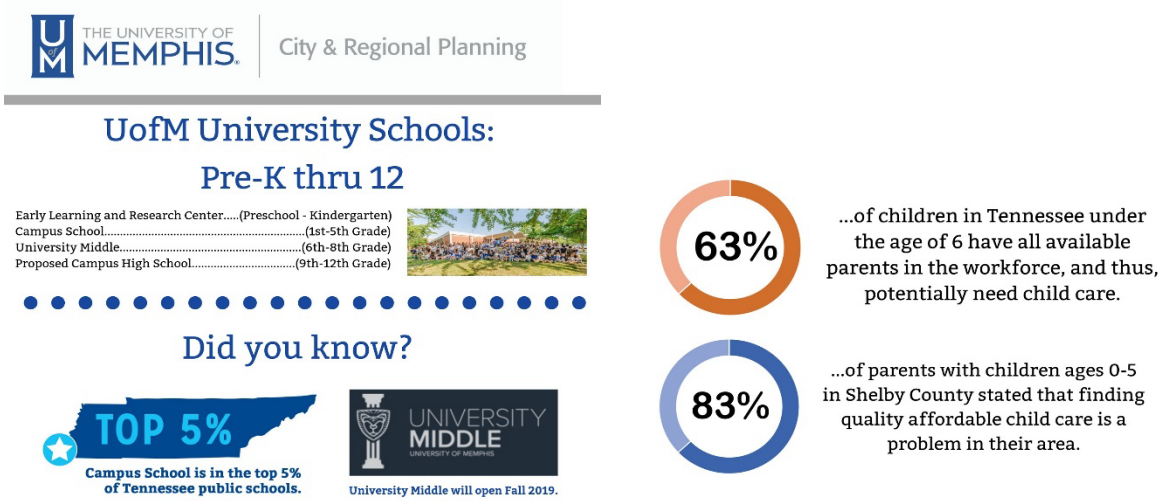


Figure 3.12. University Schools Informational Poster

The survey administered at the education station had seven respondents. Five out of the seven respondents were residents of the 38111 zip code and one respondent was from the 38133 zip code but was actively searching for a home in the 38111 zip code. The last respondent did not provide their zip code.

The majority of the respondents answered “Yes” when asked if the addition of a pre-k or kindergarten would influence their enrollment decision at the Campus School. One respondent who answered “Yes” asserted that the reason as to why they did not enroll their child in Campus School was the lack of a kindergarten. Only one respondent answered that this would not affect their decision.

The upcoming University Middle School will have an ‘engaged learning’ component. This means that middle school students will have the opportunity to work on several community-based projects throughout their middle school career. When asked with what types of organizations the middle school should partner with to work on these projects many respondents gave a plethora of ideas. These can be found below.

Playhouse on the Square acting programs; Church Health Care- cooking, etc.
STEM Programs; Green Programs; Budgeting Programs
Dixon Gallery; Latino Memphis; Botanic Garden; FedEx
Collaborate with other schools to prevent issues that result from the hormonally-challenged age group and perform community service within the school as well as out in the community
My Cup of Tea; Trezevant Manor or other nursing home in the area; A local bank to teach budgeting
St. Luke's UMC
Univ District Inc. and each neighborhood association

When asked what types of 'engaged learning' projects respondents want to see the middle schoolers participating, many said community cleanups, gardens, and community art installments. Some additional ideas that were mentioned can be seen below.

Gardens, neighborhood events, animal rescue events, community art
Gardens; community clean up; elderly buddy program
Community gardening; Hispanic community
Volunteer with Memphis in May or other events; Church nursery; Local swim meets as timers
Community gardening
Blight cleanup
Little free libraries; litter and sign removal; graffiti removal; ditch dive cleanups

When asked about the proposed University High School possibly offering an online program for those that did not finish their degree many respondents were in support. One respondent in particular mentioned a hybrid program that had both "in class" time and online components could be a better program.

Lastly, when asked about access to childcare within the University District five of the seven respondents said that access to childcare in the UD was an issue. One respondent said they personally did not have an issue, but it did cost a substantial amount of money.

Investable Ideas

The University District is home to some wonderfully maintained and classic spaces, but it is also home to a few prominent, blighted and neglected properties. While communicating with district stakeholders, several commercial buildings and public spaces were mentioned repeatedly. With this in mind, the Investable Ideas station was designed to showcase some

of the most frequently mentioned buildings and spaces, and to give community members an opportunity to reimagine the area in a way that would benefit the residents of the University District.

The results of this activity were both surprising and expected. Earlier conversations with stakeholders identified walkability as an issue and the Open House helped to identify specific areas where the University could focus. Participants want to see connectivity between the University, the 'Highland Strip,' and the area of Highland south of the Norfolk Southern rail line at Southern Avenue. Among the suggestions for improving these areas were:

- adding more welcoming and local businesses to the Highland and Park intersections;
- adding parking behind businesses on Getwell and Park; and
- developing and enforcing more rigorous guidelines for blighted commercial properties in the UD.

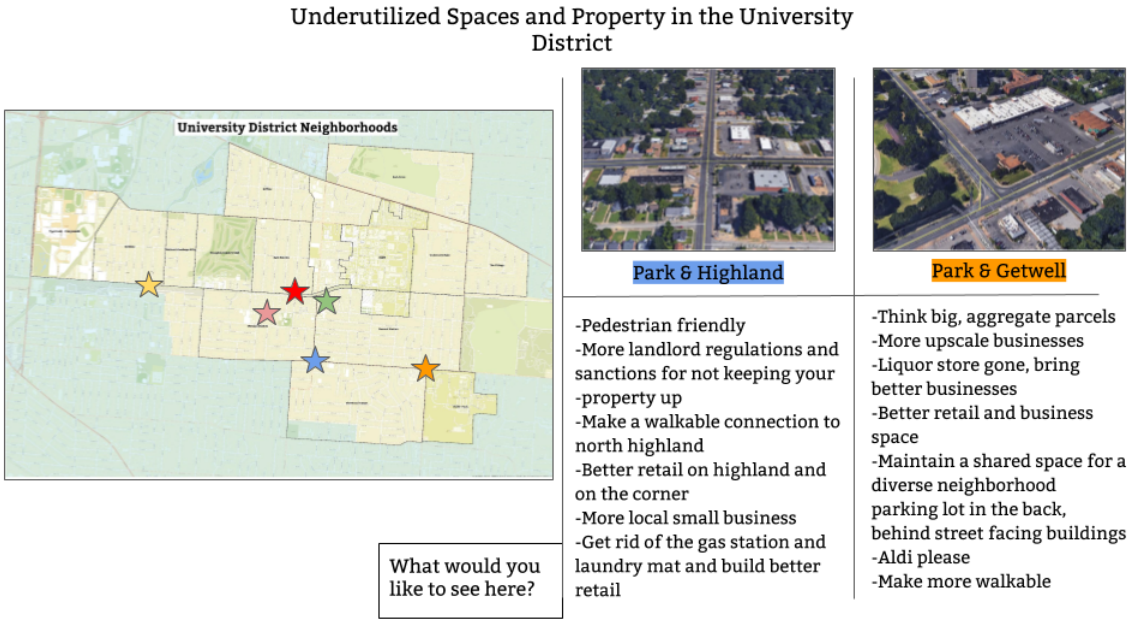


Figure 3.13. Investible Ideas Activity Results

In particular, the commercial space at 610 Minor road was a concern for residents as it lacks attractive businesses and could use some site improvements. Residents would like for it to be a destination off the strip with local shops like a café with porch. The residents also expressed an interest in the sort of mixed-use projects that are happening in other parts of the city.

Messick High School sits largely unused in the heart of the Messick-Buntyn Neighborhood. Most recently, the high school was used by Memphis City Schools as an adult education facility, though this use was discontinued in 2016. One resident decided the building should again be used to educate adult community members, or possibly as a home for seniors. A few residents consider the building to be a perfect spot for the UofM's planned campus school expansion. One of the more ambitious ideas was for a mixed-use housing and a 'Crosstown Concourse' style space with community areas, business, and a learning center. This idea could also provide space for some other concerns in the area, like access to fresh produce.

Residents of the UD have also expressed interest in a grocery store. There is a lack of options for fresh produce near the Park Avenue Campus and when considering changes to the intersection of Park and Getwell one resident suggested a "real" grocery store be included. The interest in fresh produce was not limited to Park and Getwell as two people suggested similar items for the abandoned Conoco Station on Southern – an idea echoed in resident interviews in Messick-Buntyn.

The sight of the Conoco station located at 3440 Southern Ave immediately agitated residents. Among the suggestions, residents wanted to host a farmer's market or build a grocery store on the property, or thought a public pool, or a community garden and park would be a nice addition to Southern Ave. In conversation, three residents agreed it should be something that would benefit the public as well as the Maria Montessori School that is located directly to the north. Several people believed there could be no movement forward on this property without first addressing the necessary gasoline storage tank remediation.

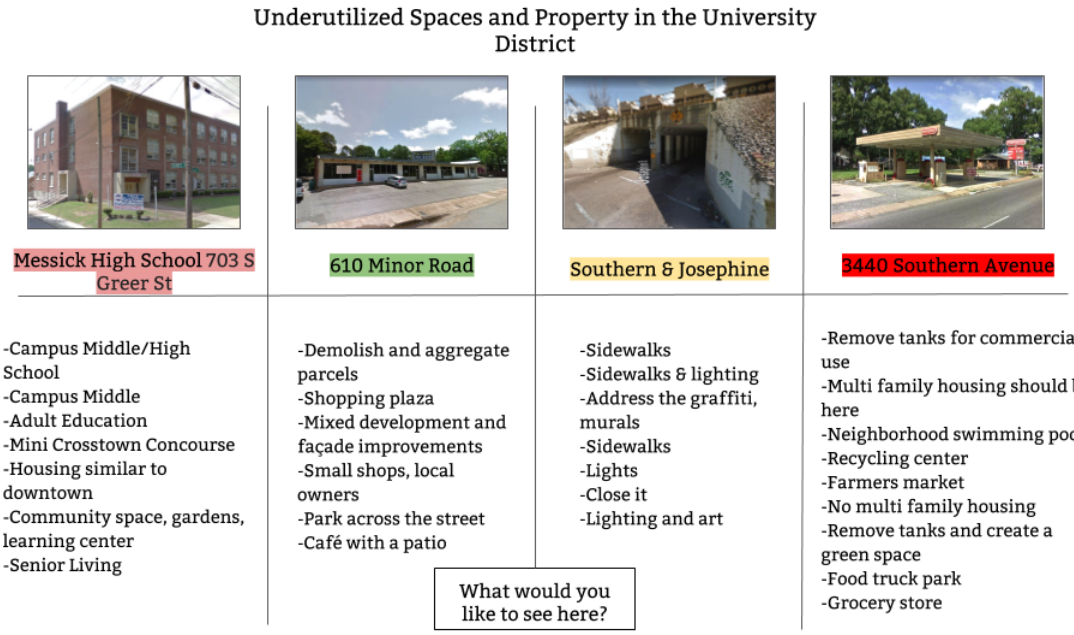


Figure 3.14. Investible Ideas Results, cont.

Perhaps the most difficult and troublesome area that was identified during our conversations with community members are the throughway tunnels that lead under the rail road track and onto Southern Avenue, specifically the tunnel at Southern and Josephine. This tunnel is used as both an automobile and a pedestrian path, yet it is poorly lit and has no sidewalks. While no one can agree on how to make the space safe for pedestrians, residents do believe the University can make improvements by adding lighting and painting the tunnel like the train bridge on Central Avenue.

CHAPTER 4: Compiled Strategies for the University District

Building on best practice research, existing conditions analysis, and community engagement findings, Chapter 4 offers potential planning and development strategies for the district, focused on the themes of transportation, housing, institutional transparency, and educational equity. Chapter 4 concludes with a draft list of investable ideas based on an institutional anchor strategy.

Transportation

Transportation and parking appear to be both campus and district-wide issues. On and around the UofM main campus, a shortage of parking spaces for students combined with reduced parking space requirements for new housing and mixed-use developments adds pressure to the area's long-term parking woes. The UofM started and largely remains a commuter school and its surrounding neighborhoods have dealt with on street parking overflow for many years. Solutions aimed at shifting away from the goals of accommodating parking and single-occupancy vehicle use can help universities grow in more sustainable ways. A suggested strategy for the UofM and UNDC to consider in sustainably managing its persistent parking and traffic issues is the use of Transportation Demand Management (TDM) practices. Traffic and parking concerns are common among higher education institutions and the recommendations below provide best practice cases operationalized at universities to address concerns similar to those felt within the University District.

Enhancing the University Operated Bus Shuttle.

Similar to the UofM's Blue Line shuttle, the University of Tennessee at Knoxville promotes the "Ride the T" program. Students are able to take this district-wide bus from Fort Sanders, a residential neighborhood, to campus. Uniquely servicing the residential areas around the institution, the shuttles do not operate on a fixed time schedule but rather operate on a headway system with continuous, frequent service.

The University of Colorado at Boulder uses a similar approach and provides transportation from a village of housing to the main campus every weekday from 6:45AM-midnight and weekends 10 AM-midnight. As a supplement to this service, the institution also provides off campus bus pass programs for their light rail and bus services with their public mass transit system.

Creation of a Residential On-Street Parking Permit.

In the residential areas surrounding the University of Southern Alabama, zone parking permits are issued for use during the hours of M-F, 7:00am-3:45pm to accommodate use at peak demand. This institution also extends their on-campus health services to non-students

and provides specially designated parking to accommodate these patients' access to the unique community benefit.

Residential parking permits in the city of Philadelphia were implemented in coordination with the city's Parking Authority. Within designated areas, residents are eligible to purchase parking permits that exempt them from otherwise metered or time restricted space. Solutions such as these can assist residents in securing parking space near their home and serves to enhance quality of life in residential areas with insufficient on-street parking – such as those that are adjacent to businesses, transit facilities or large institutions.

A similar case in the College Terrace neighborhood of Palo Alto, CA allows vehicles with resident, guest and or day permits to use on-street parking from M-F, 8AM-5PM. Through this Residential Parking Permit Program (RPPP), non-permitted vehicles are time restricted to 2 hours.

Housing

The engagement conducted through the interviews and open house revealed that the community is supportive of the UofM and UNDC taking steps to shape the housing situation in the district. Based on the findings, several housing-related strategies and programs are outlined below.

A model program that could be emulated in the University District is the "Live Midtown" campaign spearheaded by Midtown Detroit, Inc., a nonprofit community development corporation that partnered with Wayne State University, Henry Ford Health System and Detroit Medical Center to incentivize living in Midtown Detroit by employees of the three anchor institutions. Incentives included: "$20,000 forgivable loans for new homeowners purchasing their primary residence, $5,000 in matching funds for exterior home improvement projects, $2,500 for new renters the first year, plus $1,000 the second year, and $1,000 for existing renters who renew leases" (Office of Economic Development, Wayne State University, n.d.). 1,052 employees took advantage of the programs. 40% of those who participated earned less than $40,000 per year, so the program did not induce gentrification. 77% of those who participated stayed in midtown afterwards, showing that the program actually built a sustainable, stable neighborhood (Feldman, 2019). All three institutions invested funding during the pilot year, which was matched by the Hudson-Webber Foundation and the Michigan State Housing Development Authority (MSHDA). The Kresge Foundation provided additional support, and first year funding was $1.2 million (Midtown Detroit, Inc., n.d.). This program could be duplicated in Memphis, possibly with lower funding levels because of a lack of comparable partners for the University.

That same activity showed even more support for funding loans to low-income homeowners, and so along with the above program, a single-family rehabilitation program that consists of forgivable loans to homeowners could be implemented. This program

currently exists in the Uptown neighborhood of Memphis and is being proposed for the Binghamton neighborhood. Only single-family and duplex homes are eligible, and the homeowner must repay the loan if the home is sold within ten years of receiving the loan (in whole or in part depending on how much time has elapsed since the loan was made). The loans are for moderate repairs (roof, electrical, plumbing, siding, painting, windows, etc.) and can be up to $30,000. The owner's income must not exceed 115% of the median income of the Memphis Metropolitan Statistical Area based on family size. Contractors are chosen by the Community Redevelopment Agency for the homeowner. All taxes must be current on the property to qualify (Community Redevelopment Agency, n.d.). This program could particularly be targeted at areas like Messick-Buntyn and Beltline in the University District.

The concept of blight patrol got overwhelming support. The University therefore should prioritize more intensive blight reporting. The University currently sends Housing and Community Development Fellows to Frayser Community Development Corporation to work in blight reporting and remediation for the Police Joint Association (PJA). The interns cost the community nothing because the University pays them a stipend and offers tuition relief. The intern works a full 20 hours a week surveying neighborhood conditions, compiling spreadsheets and statistics on problem properties and areas, and using the city's 311 system to report all issues to City Hall. At monthly PJA meetings with community leaders and government officials, the intern can directly confront and follow up with department heads to make sure the community's concerns are being addressed in a timely manner. This includes boarding of vacant and abandoned houses, trash pickup, inoperable vehicle storage, and weed cutting. Neighborhood residents can act as other sets of eyes on the street as well and report problem areas to the intern. In Frayser, the arrangement met with great success and galvanized the community to greater vigilance in creating a clean, safe, and investable living environment. An intern could accomplish similar things in association with other community groups in the University District.

Finally, there was notable support for more housing choice. The University could advocate for the "missing middle" of housing types in the University District. The missing middle is a term describing the panoply of housing options between single-family residential and mid-rise apartment buildings. These housing options are notably missing in many neighborhoods and impact affordability: if density requires large apartment buildings, it becomes less feasible for smaller developers. Also, the perception of density and walkability becomes tied to high-rise towers which many people find incompatible with the human scale of older single-family neighborhoods. The missing middle consists of options such as duplexes, triplexes, bungalow courts, multiplexes, live/work units, and townhouses, among others. Advocating for these options could help bring students into the district because of the increases in density and affordability that would follow but would fit better with the scale and character of existing neighborhoods. The University would pursue this type of advocacy

at Land Use Control Board, Board of Adjustments, and City Council hearings on proposals for the surrounding neighborhoods downtown at City Hall (Opticos Design, n.d.).

University Services

There are multiple strategies the UofM could pursue to improve the general feeling of welcomeness and access as an influential community asset. Enhancing access to amenities such as such as visitor parking, library access, arts and culture programming, and health promotion services could greatly improve the university's relationship with its neighboring community.

The UofM offers a plethora of great services including counseling, hearing testing, the Tiger Life program, swim lessons offered at the rec center, and free events such as the Museum and Film Festivals; but the input received throughout the planning process indicated that these amenities are not well communicated or promoted to the broader university community. A recommendation to enhance the university's role as an anchor institution is creation of an Office of Engagement. At the least, a single staff position could serve to disseminate information on the amenities available to the community in an effort to make them more accessible. Many of the UofM's beneficial assets are difficult to discover, such as the Psychological Service Center, and may only be promoted through word of mouth.

On overcoming this initial hurdle, a second challenge is access to these amenities, i.e., parking. In its current state, visitor parking is expensive and only available in a select locations across campus limiting access to many of the community-oriented services such as the library. With the reduction in public library services and public school budgets, the campus library could become a fantastic asset for local school students who may need access to computers but do not have home computers. The promotion of these community amenities offer an opportunity to engage broader community in more impactful ways and diminish some of the common barriers presented by anchor institutions.

Education

Elementary School.

Within the UofM's campus school programming, input suggested that the absence of a kindergarten is a common issue for many families seeking enrollment options. The survey administered during the Open House, showed support for the addition of kindergarten-level programming as parents of school age children seek cohort stability in school choice to ensure to ensure smoother transitions between grades. It is recommended that the UofM initiate kindergarten-level learning at Campus School in order to break down this barrier to access for many families.

Middle School.

The primary recommendation for middle school focuses on the opportunity to design curriculum and learning opportunities around community partnerships in an effort to facilitate mutual benefit students and neighborhoods. Community input showed support for solutions that addressed student engagement in building knowledge around community that could also serve to enhance community pride and sense of connection with the local school. A three-pronged approach is recommended: 1) To make sure that the partnerships are beneficial for both the students and the community, 2) Provide partnerships that truly represent the local community, and 3) ensure a curated rotation of community issues and focus areas offering students enhanced opportunities to gain broad experience, while achieving broad outcomes for the community.

High School.

The UofM is in the exploratory stages of developing its programming for high-school curriculum. The focus of community input was directed toward gathering feedback on the potential for optional online programming for non-traditional students. Feedback was overwhelming positive and guided further exploration into the schematics of an online program options. For example, the Brookings Institute conducted a study to determine how online classes fare against their in-person counterparts. They found that the fairest way to conduct the study was to compare purely online programming that offers no in-class interaction to hybrid programming that offers some in-class participation to supplement online material. The study concluded that scores within the hybrid programming were comparable to fully in-person class programming. However, the fully online programming produces scores below the fully in-person programming. They concluded that, “Two randomized trials of online coursework among adolescents are not enough to set policy. But in combination with the postsecondary studies, a clear pattern emerges academically challenged students do worse in online than in face-to-face courses. The existing evidence suggests that online coursework should be focused on expanding course options or providing acceleration for students who are academically prepared, rather than shoring up the performance of those who are lagging.”

These results are helpful in guiding suggestions for the UofM as it develops its strategy toward expanding Campus School offerings. A fully online program could hinder academic success and it is recommended that the UofM consider pursuing a hybrid program, where students could attend class in the evenings or weekends 1-2 times per week for example, and then have other materials that are solely and fully integrated online. This way students (child or adult) could be monitored weekly on their progress without taking too much time out of their schedules, and be able to work online throughout the rest of the week to complete their degree.

PreK - 12 Enrollment

As of now the Campus School enrollment prioritization is as follows: 1) Children of full-time faculty, 2) Children of staff, and 3) Applicants living within a 1.5-mile radius (including priority for full-time University of Memphis students living in university-provided Graduate and Family Housing). This enrollment prioritization has led to a lack of substantial representation of children from the surrounding community. It is recommended that the UofM implement a more equitable percentage structure for enrollment that will more adequately reflect the diversity of the surrounding neighborhood. Within this structure, it is proposed that Campus School eliminate the selection tiers, and allow faculty, staff, and nearby residents to have an equal opportunity to enroll their children. In order to keep enrollment numbers manageable, implementing specific percentages across the board should be guided by the demographics and diversity of the surrounding area. This would help establish more of a connection between the school and the University District, by promoting equal access from residents and University employees alike.

Investable Ideas

Community Investment District.

As evidenced through the initiative's research, interviews, and open house event, the University District has a number of under-utilized commercial corridors in need of investment. Establishing a Business Investment District (BID) for the university area could provide a strategic approach to aid in the revitalization of these corridors. A BID is a type of public-private partnership in which property owners and commercial tenants make a long-term financial commitment to provide certain services within the investment district (Project for Public Spaces, 2009). This remedial legislation addresses deteriorating districts with safety, health, and general and economic welfare concerns of the communities in which they are located (TN Code § 7-84-102, 2015).

BIDs are typically financed through add-on taxes that only apply to commercial properties within the designated district boundary. The additional tax becomes available for not only the BID's operational costs but also for the BID to perform services that local governments may be unable or unwilling to provide within the constraints of inadequate annual budgets. By many, a BID is perceived as an effective way to clean up a neighborhood, reduce crime and vacancy rates, and generally improve the community, all at no cost to the city (Lewis, 2017).

Currently, in Memphis, there is only one BID in Downtown Memphis that is operated by the Downtown Memphis Commission. This BID has been used to provide services such as technical assistance, professional planning and promotional support, design assistance, public improvements, and business recruitment (Downtown Memphis Commission, 2019). A BID, thus, can account for many of the shortcomings of a Tax-Increment Financing (TIF)

and could be a beneficial tool to use in addition to the existing TIF districts in the University District.

Community Benefits Agreement.

It has been noted that there are several organizations within the University District that are working towards the overall betterment of the district. However, there is limited communication between them and no apparent effort toward joint initiatives. As district-wide themes have emerged through this project, an establishment of a district-wide community benefit agreement could effectively and unitedly aid the district in addressing these complex issues. Community Benefit Agreements, or a CBAs, "are complex, multi-party contracts executed by several community-based organizations and one or more developers" that "promote the core values of inclusiveness and accountability" (Community Benefits Law Center, 2015).

One local example of a CBA is Stand Up Nashville, which was created in 2017 in response to the development boom experienced in Nashville, TN. The goal of Stand Up Nashville is to ensure equitable development opportunities that strengthen all Nashvillian communities so that the benefits of the city's current rate of growth are widespread throughout Davidson County. Stand Up Nashville operated within a coalition structure that consists of diverse community organizations and labor unions. Together, this coalition has identified three primary areas to organize around and advocate for: (1) government accountability, (2) community benefits, and (3) smart policy (Stand Up Nashville, 2017). Establishing a place-based CBA for the University District could help to align the initiatives of the districts multiple actors and create a more equitable and prosperous district while bolstering the work of community-based organizations and developers alike.

Expanded University District Overlay Zoning

The University District Overlay (UDO) sets guidelines for commercial and residential construction and rehabilitation within a boundary that was designated by the UNDC and the City of Memphis that extends along Highland from Poplar Avenue south, to Park Avenue. The UDO is intended to guide the City of Memphis and Shelby County regulations when infrastructure and streetscape improvements are proposed. While the current boundary is focused on and around the UofM's main campus the institutional assets include the Park Avenue Campus and the Liberty Bowl Stadium at the Midsouth Fairgrounds. The location of these assets present an opportunity to consider expanding the UDO and reevaluating the frontage designations and streetscape standards to meet the needs of the rapidly changing live, work, and play environment, and to better utilize the public spaces and corridors surrounding the University's areas of influence. The Highland Strip is a prime example of this overlay in action as new development is focused along the primary corridors and active steps are being taken to improve walkability to and from this center of commercial activity.

One example of this recommended strategy can be seen in the case of the University of Washington in Seattle who, in October of 2015, chose to pursue the adoption of changes to their district overlay and future land use map. The changes were in response to a growing university landscape, the future addition of a mass transit rail system, and citizen requests to consider positive public changes in and around their UD. Many of the changes involved preemptively designating specific properties to 'mixed-use' in order to create an opportunity to reimagine the spaces (Fesler, 2015). The process also made text-based changes to the UD neighborhood policies focused on enabling greater development capacity, clearer direction for public open space, economic vitality, and mobility connections. (Fesler, 2015) These are all areas of interest for the residents of the UofM's University District and could prove successful in mirroring the Seattle approach that has seen success with activated pedestrian spaces and alleyways, increased retail and mixed-use opportunities, and the pursuit of centrally located and flexible open spaces.

Within the University District, the areas surrounding the Liberty Bowl Stadium and the Park Ave Campus do not foster the same spirit that the main campus does with its higher levels of density and activity. In fact, many of the people interviewed in the neighborhoods adjacent to these two auxiliary locations did not express any particular connection to the UofM or broader district identity. However, many of the key issues identified more broadly within the district, such as poor walkability and blighted streetscapes, presented themselves with multiple instances just outside the UD overlay. Though outside of the UDO boundary, residents across the district expressed interest in creating a more attractive and welcoming retail environments around the intersections of Park and Getwell and Poplar and Highland where the storefronts are closer to the primary street.

The expansion of this overlay toward the Liberty Bowl and the Park Avenue Campus could give the University an opportunity to positively impact walkability and commercial success along the Park and Southern Ave corridors. Several of the key features of the current UD overlay apply to the residents' concerns outside of its boundaries. For instance, the tunnel improvements at Josephine and Southern Ave could be reimagined using the UD overlay guidelines and any commercial renovations near Park and Getwell would be subject to the overlay zoning requirements meant to create a more inviting and walkable commercial space. In this way, the University of Memphis could help to ensure a positive and prosperous living environment for residents in the district.

CHAPTER 5: Metrics, Indicators, and Recommendations

To conclude this report, Chapter 5 details key indicators to track the progress of Shared Prosperity strategies. The indicators presented are organized around the themes and recommendations presented in Chapter 4 and are arranged in a matrix to indicate community and institutional objectives that could be met, specific indicators that could be measured to compare effects over time, and potential data sources that may be useful in tracking those indicators.

Rather than attempt to generate a neighborhood improvement plan, these metrics should specifically evaluate the ability for the UofM to contribute to and help support surrounding neighborhoods under the mission and values of shared prosperity. Specific metrics were generated to address the issues that emerged from stakeholder interviews as well as those that were generated during best practice research. The focal issues include:

- Transportation
- Housing and density
- Health and human services
- Education and schools, and;
- Economic and community development.

Each focal area includes both community and university goals, specific metrics to measure those goals or outcomes, along with data sources that can be used to gather necessary information. These lists were informed by a complete literature review, which is outlined in Appendix C, and are meant as a starting point to generate conversation and ideas to measure the impacts of anchor-based strategies for facilitating shared prosperity. These metrics were developed to be general enough to apply in a variety of settings while also providing specificity to the UD and local concerns. They should be evaluated according to how it contributes to Shared Prosperity goals between the UofM and the UD neighborhoods.

For this work to be credible, sustainable, and replicable, it is important to determine how to measure a successful university-community partnership to facilitate shared prosperity across the University District (UD). Including short term and long-term goals as part of this effort creates accountability and vision for how to achieve these tasks. Chapter 5 concludes by summarizing key outcomes and indicators related to strategic focus areas and recommends strategies toward improving institutional and community relations that focus on enhanced community and scholarly practices of accountability

Metrics and Indicators for Achieving Shared Prosperity in the University District

The following section provides an overview of each program area that the 2019 Planning for Shared Prosperity initiative identified as focal issues related to shared prosperity in the University District. These issues were identified through stakeholder engagement and secondary analysis of past plans for the University District. The focal issues and associated community goals include:

- **A. Transportation**
  - A.1. Multimodal Streetscapes
  - A.2. Pedestrian Access
  - A.3. Traffic Calming
  - A.4. Public and Alternative
- **B. Housing and density**
  - B.1. Access to Affordable Housing
  - B.2. Displacement Prevention
  - B.3. Residential Blight Remediation
  - B.4. Variety of Housing Types
- **C. Health and human services**
  - C.1. Physical Health Related to Environmental Conditions
  - C.2. Access to Greenspace and Recreational Opportunities
  - C.3. Access to Social Services
  - C.4. Reduced Crime or Improved Crime Prevention Strategies
- **D. Education and schools**
  - D.1. Education and Literacy
  - D.2. University-Community Partnerships
  - D.3. Communication and Publication of Efforts
- **E. Economic and Community Development**
  - E.1. Homeownership and Financial Empowerment
  - E.2. Local Business Patronage
  - E.3. Staff and Faculty Retention
  - E.4. Local Procurement Practices and Interventions
  - E.5. Involvement in Live/Work/Buy Local Campaigns
  - E.6. Small Business Incubation and Support
  - E.7. Adaptive Reuse Projects and Blight Remediation

Each topical program area includes a chart that details the following metrics: community outcomes (goals) that are desired in the University District, how these outcomes are related to the University's goals, indicators of progress toward achieving of these outcomes, and the data sources that can be utilized to identify and track these indicators.

Transportation

Several key community concerns related to transportation indicated by residents in neighborhood stakeholder surveys are safer streets, pedestrian accessibility, traffic calming, and public transportation. Successful strategies related to these outcomes can be evidenced by indicators such as linear feet of sidewalks, dollars spent on infrastructure and streetscaping improvements, mileage of bike lanes/shared road designations, number of high visibility and lighted street crossings, number of bus stops, frequency and duration of bus trips, and more. Connectivity is crucial to furthering shared prosperity across the University District, so that all residents can share in the District's overall economic growth and access opportunities, instead of only those residents immediately surrounding nodes of new development and other critical resources.

Table A. Transportation Metrics

Community Outcomes	**University Goals Met**	**Indicators**	**Data Sources**
A.1 Multi-Modal Streetscapes	Safety of students, faculty, staff, and visitors walking/biking on and around campus	Linear feet of sidewalks Sidewalk conditions Dollars spent on streetscape improvements Number of complete street or innovative streetscape projects done Miles of bike lanes/shared road Amount budgeted for streetscape improvements	WalkScore values for the University District Road plan (City of Memphis Dept. of Engineering, Bike/Ped Memphis) City of Memphis budget for infrastructure and streetscaping improvements within the University District UD TIF reports and budget information for streetscape improvements

A.2 Pedestrian Access	Greater connectivity and accessibility for students, faculty, staff, and visitors to opportunities on or near campus Lowered perceptions of crime or danger	Number of high visibility crosswalks Number of signed or lighted crossings Number of streetlights	WalkScore values for the University District City of Memphis budget for infrastructure and traffic calming improvements within the UD
A.3 Traffic Calming	Safety of students, faculty, staff, and visitors walking/biking on and around campus Accessibility and safety of parents picking up children from Campus School and other neighborhood schools	Number of streets (or linear distance in feet/miles) with traffic calming measures, such as speed bumps	Road plan (City of Memphis Dept. of Engineering, Bike/Ped Memphis) City of Memphis budget for infrastructure and traffic calming improvements within the UD
A.4 Public and Alternative Transportation	Decreasing number of students commuting in need of parking spaces (i.e. decrease car ridership)	Number of bus stops and bus routes throughout the District Frequency and duration of routes to/from the District and other job centers Number of bike docking stations and other short/mid-range alternative transportation options	Memphis Area Transit Authority route maps and budget Bike Share maps of locations as well as heat maps showing usage

Housing and Density

Community outcomes related to housing and density that were identified by stakeholders include housing quality and affordability, displacement prevention, blight remediation, and strategically increased density that supports rather than threatens the current housing stock and urban form of the District. Successful strategies related to these outcomes can be evidenced by indicators such as number of units at an affordable price range, change in demographic profile of neighborhoods over time, number of cost-burdened households, number and quality of vacant and blighted properties, and locations and amount of more dense, new developments. Housing stability is also crucial to shared prosperity to allow long term residents the ability to stay and benefit from investments in their neighborhoods, instead of being displaced by them.

Table B. Housing and Density Metrics

Community Outcomes	**University Goals Met**	**Indicators**	**Data Sources**
B.1 Access to Quality Affordable Housing	Increase student, faculty, and staff housing options Decrease average commute distance	Number of units within certain price range Number of cost-burdened households	Zillow or other real estate platforms Census Data (cost-burden)
B.2 Displacement Prevention	Ensure residents in the district are supported and not alienated from university-led initiatives	Demographic composition of neighborhoods and change over time	Census Data indicators of neighborhood change (race, average household income, and educational attainment)
B.3 Residential Blight Remediation	Support community character and safety in nearby neighborhoods Reduce perceptions of crime and improve attractiveness of	Reduce number of blighted properties Change in property conditions neighborhood-wide	Memphis Blight Elimination Steering Team data sources Shelby County Property Assessor

	University and surrounding neighborhoods to prospective students	Increase number of vacant lots of buildings reactivated with residential activity	Census Data (vacancy, physical conditions) Neighborhood Preservation, Inc. data sources
B.4 Variety of Housing Types	Increase student, faculty, and staff housing options Decrease average commute distance	Increased density and variety of housing options through new development and redevelopment Number of building permits pulled for new residential developments in the UD	Census Data (number of multi-family units, single-family units, etc.) City of Memphis Office of Planning and Development Residential and Commercial Building Permit Database

Health and Human Services

Strategies to improve physical and mental health outcomes as well as feelings of safety and security are also of great concern to area residents. Potential indicators for these areas include health outcomes among residents, green space metrics, distance to parks, number of recreation facilities, number of new streetlight installation, percent tree cover, among others. There is a plethora of ways to use these data to construct maps showing disparities in health outcomes or green spaces within the district. From there, we can recommend policy changes or other strategies to alleviate the notable disparities. These serve as potential interdisciplinary approaches between planning and public health in that there are specific conditions (roadways with shade, impermeable surfaces, distance to parks, etc.) that are associated with health outcomes (number of respiratory cases avoided due to tree cover or dollars spent per year in avoided health care costs). Health, recreation, and safety are all key concerns for a successful shared prosperity strategy that seeks to mitigate disparities amongst residents and provide for equal access to healthcare, social services, and recreational amenities.

Interestingly, a report outlining anchor institution strategies in 2010 identified only the University of Memphis' involvement in Blue CRUSH with the Memphis Police Department in a discussion designed to highlight strategies that help in 'Building Civic Capacity and

Promoting Equity' (Martin, 2010). We recommend that the University of Memphis concentrate on strategies that are more involved in local communities and attempt to offer more tangible solutions (such as number of streetlights or expanding the campus patrol area) to reduce the potential for criminal activity.

Table C. Health and Human Services Metrics

Community Outcomes	**University Goals Met**	**Indicators**	**Data Sources**
C.1 Physical Health Related to Environmental Conditions	Improved health and wellness for area community members and healthier conditions for on-campus students, faculty, and staff	Lower dollars spent on health costs per household Lower number of cases of childhood asthma and other environmentally-associated respiratory illnesses	Green Healthy Homes Initiative database for Memphis/Shelby County EnviroAtlas metric maps for UD and Memphis in general
C.2 Access to Greenspace and Recreational Opportunities	Improved amenities in surrounding areas can attract and retain students and faculty	Number of parks or trail access Number of recreation centers and/or other community facilities	EnviroAtlas metric measuring distance to nearest green space or number of homes within X distance of a green space.
C.3 Access to Social Services	Improved access to social support systems for on- and off-campus residents	Number of facilities present in the UD Number of patrons utilizing services in the UD	U of M Department of Social Work database of social service agencies Library Information Center (LINC) at the Memphis Public Library Community Services Database

			Warriors Center data and usage for veteran support
C.4 Reduced Crime or Improved Crime Prevention Strategies	Safer conditions on and around campus, providing safer and improved experiences for on- and off-campus residents	Number of new streetlight installations Increased coverage area for university security patrol routes Identification of key areas needing lighting or safety measures installed	MLGW light repairs or installation data University of Memphis light installations University of Memphis police report data

Education and Schools

Improved educational outcomes and quality public schools are a high priority for residents in the University District. Some indicators for achieving positive educational outcomes and educational equity across the University District include student achievement in standardized tests, graduation rates, literacy rates, number of pre-k facilities, and number of adult education services. Education is a primary way for universities to serve as anchors in shared prosperity strategies, whether through directly providing educational services to the community, or indirectly by supporting other education-related institutions, programs, and initiatives in their neighborhood.

Within the University of Memphis's programming, we suggest that certain metrics be considered by different courses each year to continually engage with and evaluate the progress of the shared prosperity strategies, particularly within the City and Regional Planning program. For instance, beyond the Studio courses, specific indicators to track progress of the shared prosperity strategies, such as demographic or economic data, can be collected and analyzed by any number of courses. Land Use Controls could examine current planned developments underway that are submitted to the Land Use Control Board at the City of Memphis, or Site Planning could evaluate current site plans submitted to the Landmarks or Land Use Control staff that are submitted from the University District. Planning courses could generate outputs according to strategies agreed upon from these efforts, such as plans for improving parking availability, different open space configurations, drainage options, design standards, or other suggestions to developers that are consistent with the visions and goals set out within the University District. Additionally, courses in

other departments and interdisciplinary courses should be designed to engage with and monitor strategies and indicators for achieving shared prosperity in the University District.

Table D. Education and Schools Metrics

Community Outcomes	**University Goals Met**	**Indicators**	**Data Sources**
D.1 Education and Literacy	Improved overall educational attainment in the district Attractiveness of local schools to faculty recruits	Number of certified Pre-K programs in the University District. Number of K-12 schools in the University District with positive growth and achievement rates (i.e. graduation rate, standardized test score improvements, literacy rates, etc.) Number of adult education programs and facilities in the UD and number of GED recipients and improved literacy scores of participants in these programs	Library Information Center (LINC) at the Memphis Public Library Community Services Database IPUMS database Survey of area schools and organizations offering pre-k, supplementary, and adult education programs
D.2 University-Community Partnerships	Coursework made current and relevant to local concerns and community development	Number of University of Memphis courses incorporating UD programs or data collection Number of community partners in the UD engaged in multi-year	University of Memphis syllabi and staff/faculty reports University of Memphis Engaged Scholarship Faculty Committee list of partners

		projects with University students and faculty	
D.3 Communication and Publication of Efforts	Increase amount of scholarly publications, both grey and primary literature. Positive press coverage. Awards, designations, and research institution classifications for engagement work, to include reclassification within the Carnegie Classification of Higher Education Institutions.	Number of publications in peer reviewed journals Number of grey literature/reports generated along with target audiences Amount of news coverage in local media related to the University's engagement with the community and shared prosperity	Publications generated from these efforts (i.e. journal or locally distributed) Local News Outlets (High Ground News, Memphis Flyer, Daily Memphian) University of Memphis Engaged Scholarship Faculty Committee list of national and local awards for engaged and applied scholarship

Economic and Community Development

While the University District has seen some economic growth in the past decade (particularly through the Highland Row development), the University District as a whole is highly disparate with development advancing in certain neighborhoods and declining in others. Indicators related to promoting shared prosperity through economic and community development initiatives by the University include improved credit and financial health of households, improved small business patronage, improved faculty and staff retention rates, and procurement plans to incentivize localized spending. Coordinated and inclusive economic and community development strategies are another critical factor to facilitate shared prosperity across the University District.

Table E. Economic and Community Development Metrics			
Community Outcomes	**University Goals Met**	**Indicators**	**Data Sources**
E.1 Homeownership and Financial Empowerment	Improved stability in surrounding neighborhoods Encourage more students, faculty, and staff to become homeowners in the surrounding neighborhoods	Number of mortgage loan approvals or home buyers in the UD Number of individuals taking advantage of existing programming aimed at targeting credit improvement or loan approvals	Number of loans granted through homebuyer assistance funds (such as Opportunity Home Loan Funds) Other housing and financial health initiatives taking place in the UD (City of Memphis HCD database)
E.2 Local Business Patronage	Source services and materials from UD to foster community relationships and return wealth and investment to the district.	Number of events catered by local restaurants Number of linen service contracts or dry cleaning services utilized locally, and other small business opportunities for services or materials	University of Memphis service contracts and addresses Number of new contracts within University District
E.3 Staff and Faculty Retention	Decreased costs with training new staff, higher retention rates and buy-in from locally invested employees	Retention rate of traditionally high-turnover staff Costs avoided with improved retention (i.e. training time)	Employee retention rate information from the University of Memphis Human Resources Department or United Campus Workers Compare to the Medical District

			nurse retention examples and program evaluation (i.e. $40-50k/year saved with retained staff)
E.4 Local Procurement Practices and Incentives	Improved economic health and vitality of surrounding neighborhoods	Percentages of Minority/Women- Owned Business Enterprises (M/WBE) contracts with the university for new developments, events, and other outsourced operations Number of incentives (TIF, PILOT, TDZ, etc.) being employed throughout the University District and revenue secured from these incentives	City of Memphis public records on number of bids secured by M/WBE for through RFP/RFQs on new development projects University of Memphis service contracts and addresses Memphis and Shelby County Economic Development Growth Engine (EDGE) list of TIF and PILOT projects City of Memphis list of projects within TDZ
E.5 Involvement in Live/Work/Buy Local Campaigns	Beneficial partnerships and relationships with community members. Improved practices and vision for long term involvement in surrounding	Number of councils or staff at the University of Memphis involved in advancing these initiatives. Number of Graduate Assistantship appointments or classes	University of Memphis Engaged Scholarship Faculty Committee list of projects and councils University of Memphis employment data

	communities to address shared prosperity goals	working to prioritize these initiatives	and graduate assistant placements
E.6 Small Business Incubation and Support	Innovation and research for U of M students, staff and faculty Support for area business and creativity	Number of small businesses generated out of University of Memphis ideas/research Number of new businesses created or sustained in the UD	CommuniTech data sources Epicenter Memphis data sources Momentum Nonprofit Partners data sources
E.7 Adaptive Reuse Projects and Blight Remediation	Existing buildings repurposed for new uses, generating improved community conditions and services Reduced perceptions of crime that detract prospective students, faculty, staff, and visitors	Number of vacant lots or buildings repurposed for community or commercial uses Reduced number of blighted properties	Memphis Blight Elimination Steering Team data sources Shelby County Property Assessor Census Data (vacancy, physical conditions) Neighborhood Preservation, Inc.

Conclusions and Next Steps

The aim of this Planning for Shared Prosperity in the University District initiative was to build upon and provide local guidance to the collaborative work initiated by the Kresge Foundation, the Brookings Metropolitan Policy Program, the Urban Institute, and Living Cities. In an effort to be able to measure the UofM's impact as an anchor initiating a shared prosperity strategy, the initiative has identified and outlined various goals, metrics, and indicators across community development target areas including:

- Transportation,
- Housing and Density,

- Health and Human Services,
- Education and Schools, and
- Economic and Community Development.

Outcomes and indicators

Key community outcomes related to *transportation* that were identified by residents in stakeholder surveys include safer streets, pedestrian accessibility, traffic calming, and public transportation. Successful strategies related to these outcomes can be evidenced by indicators such as linear feet of sidewalks, dollars spent on infrastructure and streetscaping improvements, mileage of bike lanes/shared road designations, number of high visibility and lighted street crossings, number of bus stops, frequency and duration of bus trips, and more.

Community outcomes related to *housing and density* that were identified by stakeholders include housing quality and affordability, displacement prevention, blight remediation, and strategically increased density that supports rather than threatens the current housing stock and urban form of the District. Successful strategies related to these outcomes can be evidenced by indicators such as number of units at an affordable price range, change in demographic profile of neighborhoods over time, number of cost-burdened households, number and quality of vacant and blighted properties, and locations and amount of more dense, new developments.

Strategies to improve physical and mental *health* outcomes as well as feelings of safety and security are also of great concern to area residents. Potential indicators for these areas include health outcomes among residents, green space metrics, distance to parks, number of recreation facilities, number of new streetlight installation, percent tree cover, and more.

Improved *educational outcomes* and quality public schools are a high priority for residents in the University District. Some indicators for achieving positive educational outcomes and educational equity across the University District include student achievement in standardized tests, graduation rates, literacy rates, number of pre-k services, and number of adult education services.

Indicators related to promoting shared prosperity through economic and community *development* initiatives by the University include improved credit and financial health of households, improved small business patronage, improved faculty and staff retention rates, and procurement plans to incentivize localized spending.

Each of these outcomes and indicators are derived from the overarching goal for the University of Memphis to serve as an institutional anchor with the objective of creating shared prosperity throughout the University District. Strategies developed to achieve these outcomes aim to further various institutional goals as well as address critical concerns and

desires of the community. It is hoped that a clear byproduct of this work would be improved perceptions of and increased levels of trust by the community in the University, and increased engagement across all University departments with the surrounding neighborhoods. In order to offer further contextual, social, and academic considerations for the University District as it begins to facilitate shared prosperity, it is recommend that the UofM and UNDC enhance their efforts toward maintaining accountability toward both the UD community and the anchor institution.

Community Accountability

It is important to consider historical and current social context when developing relationships with and engaging the student body of the University of Memphis in outreach efforts. Longstanding mistrust of university or government entities, along with economic disparities between a largely White student group and largely African American constituents of some neighborhoods can create difficult circumstances when navigating social interactions and attempting to build trust. For example, one researcher from Georgia State University engaging with Near Eastside neighborhoods in Columbus, OH, found that navigating that space was challenging and created need for trust-building efforts and transparency (Allahwala et al. 2013). In fact, he noted that "From the start, multiple community leaders were concerned (and rightfully so) that I might just be another researcher attempting to extract data from a heavily researched neighborhood and I might not be committed to listening to and working with residents in any meaningful manner to address neighborhood concerns" (Allahwala et al., 2013, p. 45). When engaging with residents in Messick Buntyn, two students found a similar response from one business owner in Orange Mound, describing a reticence to introduce us to local residents since there have been many attempts to 'course correct' this neighborhood and she did not wish to engage residents in what was likely a short-term efforts (see Messick Buntyn interviews, spring 2019). This shows that community engagement efforts should be taken seriously, with thoughtful effort, consideration to local context, and a willingness to navigate potentially tough conversations while doing so.

Anchor Institution Accountability

Furthermore, the University of Memphis should prioritize engaging with existing scholars or publishing scholarly literature to capture and promote the effects of these anchor strategies. Conducting this work in isolation of either scholars or community members is detrimental to comprehensive and meaningful change and should be incorporated into strategies and metrics of success. Interdisciplinary classes in both undergraduate and graduate levels will help form long-term relationships between departments and a continued dialogue about shared prosperity initiatives within the fields of study at the University.

Direct Next Steps

To help align the work of this initiative with the broader, city-wide goals of the Memphis 3.0 Comprehensive Plan, the **University of Memphis (UofM) Department of City and Regional Planning (CRP)** seeks to refine some of these Shared Prosperity recommendations toward specific UD neighborhoods and district issues. Anchored upon the work of this broader shared prosperity planning toolkit, CRP is utilizing its Fall 2019 Comprehensive Planning Studio (PLAN 7006) as a vehicle to focus on two closely related UD planning issues: housing and transportation. Narrowing the geographic scope of the initiative to the Normal Station and Sherwood Forest neighborhoods, the studio aims to develop a small area plan that can both move the University District toward the goal of achieving Shared Prosperity and be presented to the City of Memphis as a step in implementing their approach to, Build Up Not Out."

It is the hope that the recommendations presented above will help the city of Memphis, UNDC, UofM, and the UD communities to align their priorities and coordinate their ongoing and emerging initiatives toward a shared vision of inclusive growth. As a contribution to these efforts, the Fall 2019 Comprehensive Planning Studio are working with neighborhood partners in Normal Station and Sherwood Forest to plan for preserving livability and affordability as both neighborhoods grow around the anchor of the University. Special focus will be placed on enhancing livability while preserving affordability in Normal Station and on stimulating revitalization while preserving affordability in Sherwood Forest through and approach focused on enhancing and democratizing community control of neighborhood assets. These efforts will also consider Travel Demand Management and Parking Demand Management (TDM/PDM) planning to address spillover parking in Normal Station and to enhance social and economic connections among UD neighborhoods.

APPENDIX A. PAST PLANS

Below is an overview of existing plans and initiatives at play in the University District. Ordered chronologically, the overview first summarizes the 2006 Highland Street Master Plan, the 2009 University District Comprehensive Plan, the UofM 2015 Campus Facilities Master Plan, and the recently adopted Memphis 3.0 Comprehensive Plan. Each section describes the purpose and geographic scope of the plan; categorizes the plan's goals; and presents some of the goals and objectives as achieved, ongoing, or unrealized based upon their known state of completion.

UNDC Highland Street Master Plan (2006)

Purpose

The Highland Street Master Plan process was conducted by Looney Ricks Kiss Architects (LRK) to help the UNDC clarify their organizational goals and to identify critical projects that would have a short-term (5 year) impact on improving the quality of the neighborhood. The plan, intended to serve as a 'road map,' produced a summary list of these development opportunities which were supported by recommended patterns of land use, building characteristics (massing, height, setback, etc.), and essential Guiding Principles to consider in helping create a renewed, vibrant, safe, attractive and prosperous University Neighborhood.

Geographic Scope:

The study area for the Highland Street Master Plan was defined as including both sides of Highland Street, from Poplar Avenue to the north to Park Avenue to the south as well as the area between Highland and Patterson Street (the edge of the University of Memphis campus) between Central Avenue and Southern Avenue and the area between Highland and S. Greer Street south of Southern Avenue. The core focus of the study was to concentrate on the central area, between Highland, Central, Patterson and Southern, with the remainder to be studied for consistency and possible connections. (Figure A.1)

Figure A.1., Highland Street 2006 Master Plan Context Map (p. 11)

Key Stakeholders:

As a consultant-based endeavor, the primary stakeholder of the Highland Street master Plan was the University Neighborhood Development Corporation, which had formed two years prior as a partnership between university-area community, business and neighborhood leaders.

Primary Guiding Principles and Development Opportunities: Highland Street 2006

The major objective of the Highland Street Plan was to provide a guide for the UNDC to support or implement desirable aspects of the neighborhood. This guidance was informed by a set of principles intended to achieve desired neighborhood characteristics regardless of development type. These Guiding Principles were intended to define the aims of the UNDC and to be used to assess development proposals and define the elements of development actions.

Strong consideration was made toward the creation of a quality neighborhood center and "University Village" for area constituents. The strategy toward achieving these goals was defined by the following set of guiding principles:

- Create a quality pedestrian environment
- Manage the mix and impact of retail services
- Define the edges of "town and gown"
- Concentrate residential in dense locations
- Properly locate parking
- Promote safety and a good community image

Intended as a longer-term strategy, the Highland Street Master Plan identified a number of development opportunities that could be implemented to attract suitable development to the area in anticipation of future development. The development scenarios depicted higher and more intense uses such as taller buildings, more parking, and parcel assembly. They shared a vision of retail and mixed uses along Highland St. and Walker Ave.; and university-oriented residential and academic facilities east of Highland St between Southern and Park Aves., among the university area south of Southern Ave., and within the residential area southwest of Highland and Southern. These recommended scenarios included:

- Main Street on Highland Street,
- Campus Village,
- Main Campus South, and
- University Neighborhood –
    - Normal Station and Park Avenue,
    - Southwest of Highland Street and Southern avenue,

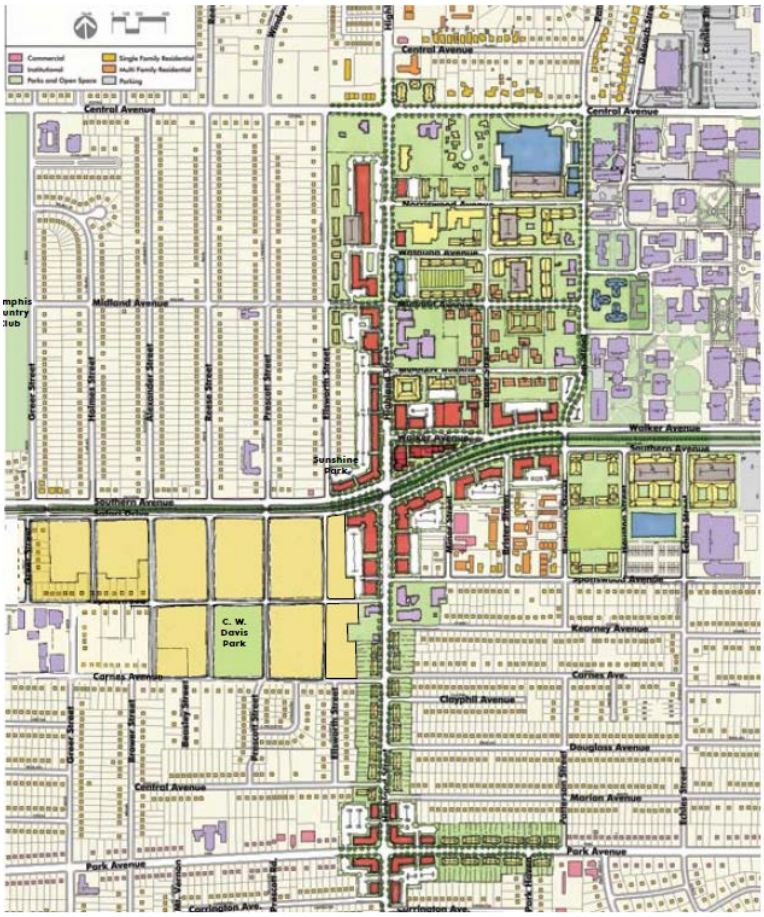


Figure A.2.. Highland Street Master Plan Development Opportunities (pp. 38)

The recommended methods outlined in the Highland Street Master Plan included:

- Advocating for local modifications to zoning and development ordinances;
- Establishing design standards for public spaces;
- Acquiring and managing key properties, assembling parcels, and packaging sites for potential development incubation;
- Seeking "Main Street" program status through the National Trust for Historic Preservation;
- Executing improvements to the public realm;
- Recruiting developers and merchants who align with the community vision;
- Establishing a development proposal review process;
- Offering development incentives;
- Supporting and enabling coordinated development of shared parking resources; and
- Pursing a variety of funding sources such as a TIF district or business taxing district.

The majority of effort toward realizing the UNDC vision that was set forth in the 2006 plan focused on strengthening the existing commercial space along the Highland Street corridor. These efforts were bolstered, and largely accelerated by, complimenting existing commercial uses with new-build mixed-use projects. These developments largely followed the development opportunities outlined in 2006 and were achieved utilizing the plan's recommended methods. The current status of the plan's recommendations are outlined below.

Achieved

In the near decade and a half since the completion of the Highland Street Master Plan, many of the identified development opportunities have received some level of implementation, treatment, or sustained interest. Much of this work has come to fruition through the work and agenda of the UNDC largely laid out in the recommendations of the plan. The UNDC advocated for enhanced design standards within the district and achieved an overlay designation that guides the implementation of those standards. More recently, the district was able to receive TIF district designation that has provided a more secure financing source for many of the desired public space improvements.

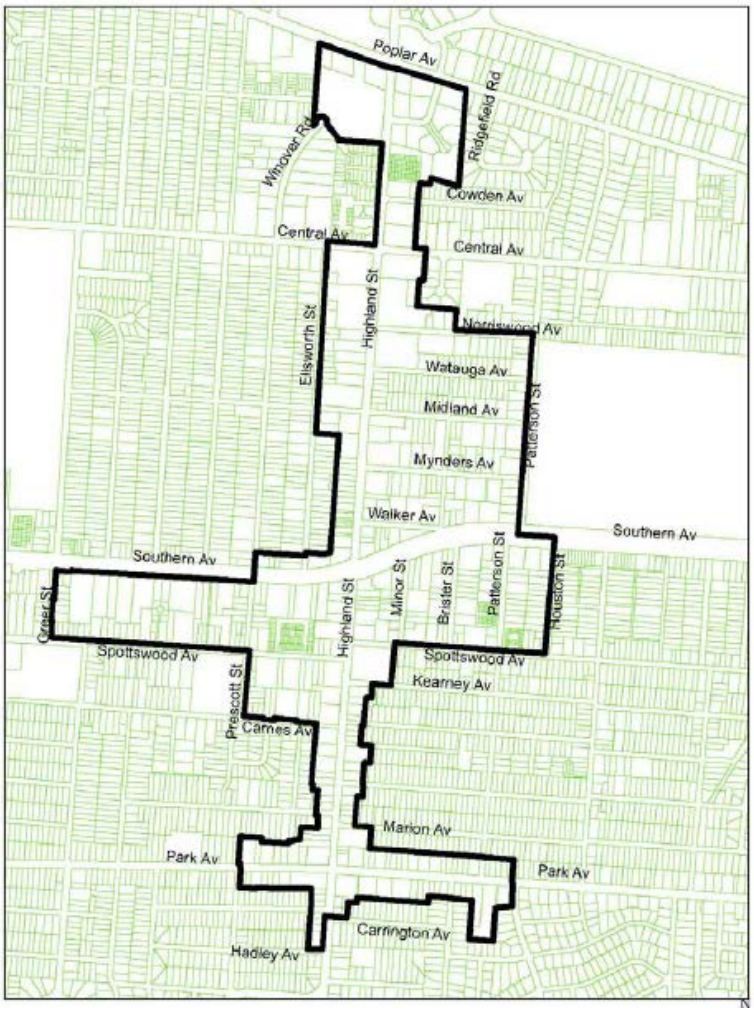
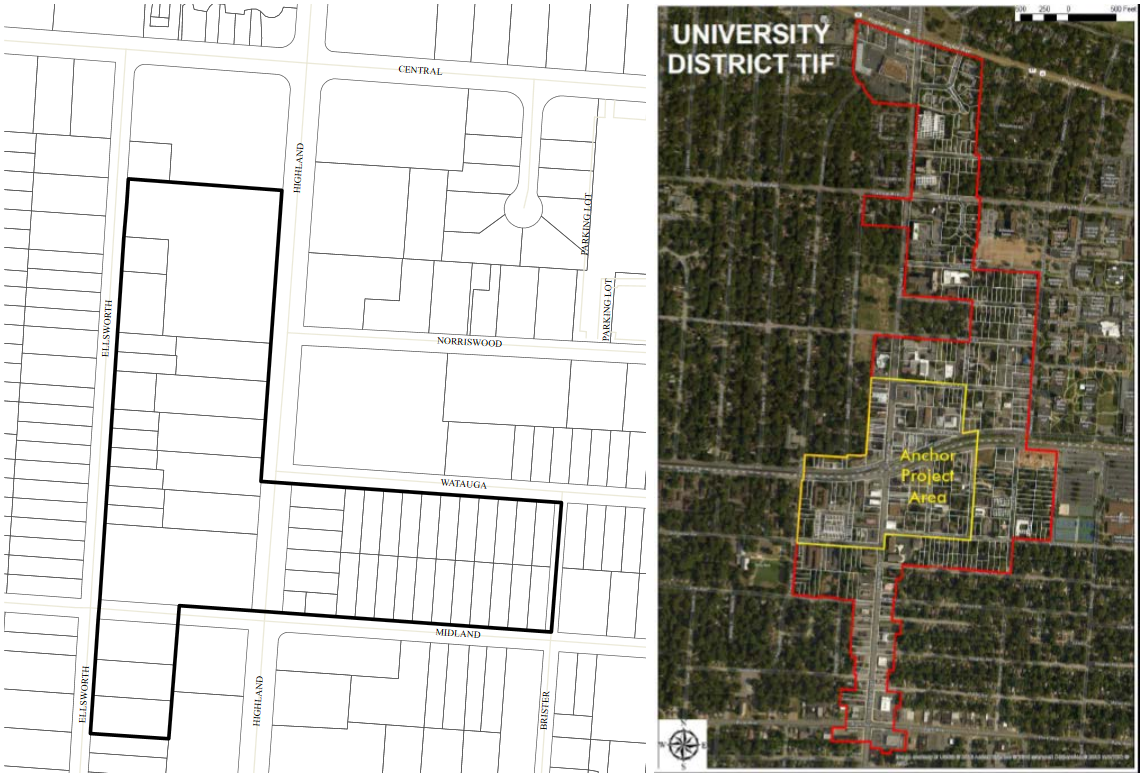


Figure A.3. University District Overlay (UDO) boundary map. OPD 2009 (p.10)

University District Overlay (UDO)

Approved in 2009, the guidelines contained in the UDO were jointly developed by the Memphis and Shelby County Office of Planning and Development and the UNDC. Upon approval, the UDO provided a new zoning district within which rehabilitation and new construction projects were encouraged to align with the district's existing building form, scale, and use. (Figure A.3.) Within this designated boundary, development projects are provided with frontage specifications that include the placement of parking; street-level transparency requirements of entrances, windows, and doors; and building heights and elevations. It also outlines specific land uses permitted by right defines specific site standards for district streetscapes and non-residential sites.

An early example of the changes the UD Overlay set in motion is the 2012 Walker Avenue Streetscape project which received federal funding passed through the TN Department of Transportation (Dries, 2012). While the UD Overlay was a positive first step toward achieving the vision of the Highland Street Master Plan, much more accelerated change came to the district through the use of Tax Increment Financing (TIF). The university District has two TIF incentive projects, one through the Memphis and Shelby Economic Development Growth Engine (EDGE) and the other through the Community Redevelopment Agency (CRA).



Figures A.4. & A.5. Highland Row TIF Boundary (left), prepared by OPD 9/28/2007; University District TIF boundary (p. 7)

UNDC – Highland Row TIF

A project-specific, incentivized development project, the Highland Row TIF was approved by the CRA in 2014 and ignited much of the recent development activity in the University District. The developers, Milhaus and Poag Shopping Centers LLC, negotiated keeping the majority of the generated tax revenue through the year 2027. The publicly financed, $60 million project established a mixed-use anchor along the district's "main street" and received full support from the UofM as a compliment to the institution's campus "Vision Plan." (Poe, 2014) The development project also includes a 511-space parking garage that,

despite being publicly financed, is not available for public use. A second phase of Highland Row includes plans for 22 single family homes which began construction in May of 2019.

UNDC – Highland Strip Revitalization TIF

Approved by the EDGE Board in late 2016, the funds generated through the 20 years of tax increment collected from the land parcels within the designated TIF boundary along south Highland Street help pay a portion of costs and expenses of streetscape and infrastructure improvements. Improvements include sidewalk replacement, parking improvements, district branding signage, street furniture and landscaping, gateway treatments, and crosswalk safety enhancements. Much of the completed activity has centered around the "Highland Strip" which is a commercial center of the district's "Main Street," and directly intersects with the streetscape improvements made along Walker Avenue. The most recent improvements along this section of Highland include a new mid-block crosswalk with a signalized pedestrian island. Other improvements have been made along this corridor to the sidewalks and ramps on the west side of the strip, as well as improved street trees and furniture. Additional TIF improvements are still in the planning stage but seek to address the safety and noise concerns of the rail line that bisects the district.

Another achieved objective of the Highland Street Master Plan is clearly displayed in the conversion of the Highland Branch Library into the UMRF Research Park. A first step in more ambitious research park goals, the UMRF project is a clear achievement of acquiring and managing key properties.

Ongoing

With the attention that the Highland Row and Highland Strip projects brought to the district, many private developers have renewed focus area investment opportunities. Areas within close proximity to the UofM main campus have recently seen private investment in student-centered multifamily housing and landowners along Highland Street and Walker Avenue have also renewed investment and improvement of their properties. While these investors and developers have sought some amendments to the regulations of the UD Overlay, they have mostly adhered to the community's vision. The renewed interest in private investment has allowed for further implementation of the TIF District goals and objectives although, the focus has remained north of Southern Avenue and the rail line.

Unrealized

Although the Highland Row development project received public funds, the incentive became a missed opportunity to address and coordinated the persistent parking needs within the district. The 2006 plan also recommended that the UNDC establish a design review process to allay potential concern or opposition from community members. This and an active UNDC role in packaging potential development sites for solicitation do not appear

to have been realized. It is also unclear it the UNDC has made any progress toward the recommendation to seek "Main Street" status through the National Trust for Historic Preservation. With a mostly intact stretch of historic commercial properties, combining the benefits of the main street designation could further incentivize meeting the UDO objectives and supplementing the planned TIF improvements.

Summary:

In the near decade and a half since the completion of the Highland Street Master Plan, many of the identified development opportunities have received some level of implementation, treatment, or sustained interest. Much of this work has come to fruition through the work and agenda of the UNDC largely laid out in the recommendations of the plan. Since 2006, the UDO and TIFs were put into motion and, together with renewed interest in private investment, $350 million in development projects occurred over a ten-year period (Bailey, 2016). The following projects were developed between 2006 and 2016:

> *Highland Row apartments and retail, $67 million; Walker Avenue streetscape improvements, $600,000; new U of M recreational center, $62 million; Loeb Properties' renovation of Highland Strip commercial buildings, $10 million; The Gather apartments, $30 million; The Nine apartments, $30 million; Centennial Place campus residence hall, $54 million; campus land bridge over Norfolk Southern tracks, $18 million; new McDonald's restaurant being built up to the Highland sidewalk, $1.7 million; and conversion of the old Walker YMCA into commercial space, $1.5 million (Bailey, 2016).*

University District Comprehensive Plan (2009)

Purpose:

The purpose of the University District Comprehensive Plan (UDCP) was to provide a community based policy and development guide for the University Neighborhood Partnership, which included the following entities:

- City of Memphis,
- University District, Incorporated (UDI), representing 6 neighborhood associations
- University Neighborhood Development Corporation (UNDC),
- The University of Memphis,
- University District Business Alliance (UDBA), and
- Highland Area Renewal Corporation (HARC).

Geographic Scope:

The 2009 University District study area was bounded by Walnut Grove Road and Poplar Avenue to the north; Goodlett Street to the east; Park Avenue on the south; and Semmes,

Greer, and Lafayette Streets to the west (Figure A.6. below). The six neighborhoods that comprised the University District 2009 study area were:

- **Red Acres** located on the northernmost boundary of the study area and bounded by Walnut Grove Rd., Goodlett Street, Poplar Avenue and Highland Street.
- **University Area** located in the center of the study area and bounded by Poplar Avenue, Goodlett Street, Southern Avenue, and Highland Street.
- **Normal Station** located in the southeast corner of the study area and bounded by Southern Avenue, Goodlett Street, Park Avenue, and Highland Street.
- **Messick-Buntyn Historic District** located in the southwest corner of the study area and bounded by Southern Avenue, Highland Street, Park Avenue and Semmes Street.
- **East Buntyn** located on the western side of the study area and bounded by Central Avenue, Greer Street, Central Avenue and Highland Street.
- **Joffre** situated in the northwestern portion of the study area and bounded by Poplar Avenue, Highland Street, Central Avenue, and Lafayette Street.

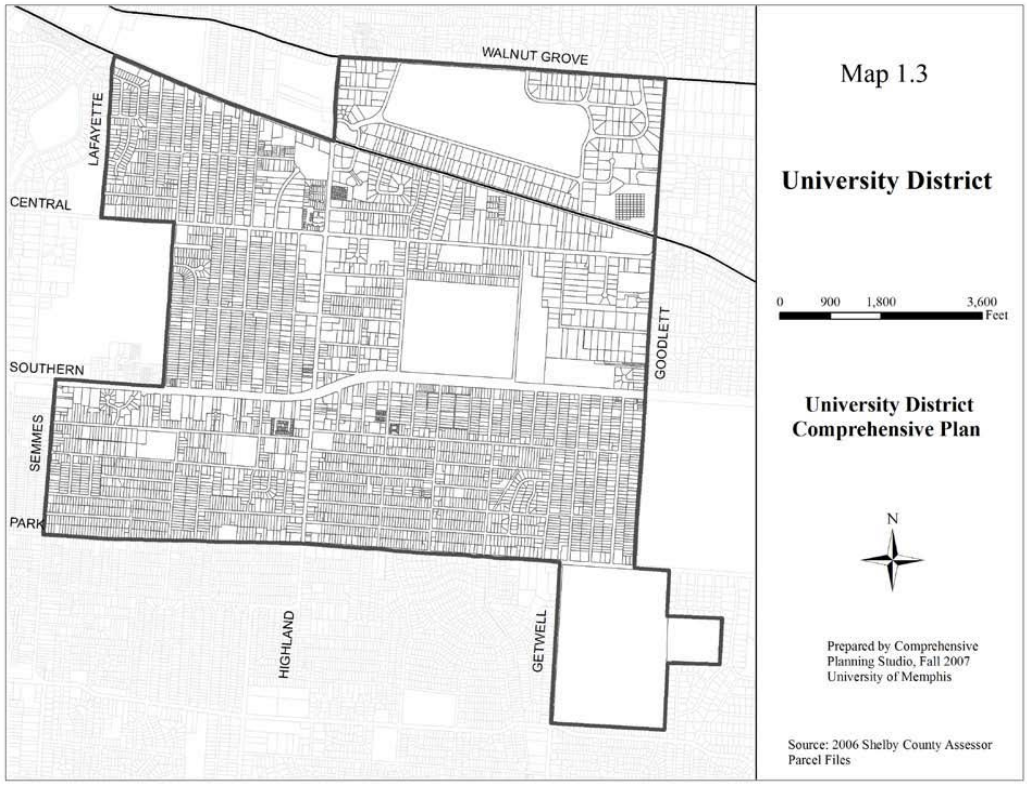


Figure A.6. Map of University District (University of Memphis Department of City and Regional Planning, 2009).

Key Stakeholders:

- City of Memphis
- University of Memphis
- University District Inc., representing six designated neighborhood associations
- University Neighborhood Development Corporation, coordinator for economic and community development efforts in the district
- University District Business Alliance, representing area businesses
- Highland Area Renewal Corporation, a faith based service agency dedicated to enhancing the quality of life in the area.

Primary Goals and Implementation Progress: Vision 2030

The goals of the 2009 University District Comprehensive Plan were identified as part of a broader 'Vision 2030' to establish the partners' future desires for growth over the next two decades. The three main categories of goals were land development, transportation, and community facilities.

Achieved

Since the adoption of the 2009 University District Comprehensive Plan, the University District has seen new growth and enhanced vitality, primarily through new higher density developments.

Commercial and multi-family residential development. Commercial and high-density residential development has grown exponentially in the University District, particularly along Highland Avenue along with the Highland Row development project adjacent to campus, which began construction in 2015 and opened in 2016. While improving the walkability portion of this development is still ongoing, the dense, mixed-use design is an improvement to the streetscape and more pedestrian-friendly than other commercial strips in the area.

Ongoing

Improvements to other residential developments, infrastructure, parks and recreation, schools, and other community facilities since the adoption of the plan are ongoing.

Residential. Redevelopment of single-family housing within the district is ongoing and related to broader trends citywide to remediate blight. The development of more multi-family housing options in the district, to include several new apartment complexes, has

helped facilitate the restoration of homes that were previously converted into duplexes back into single-family dwellings.

Institutional. While it has not been realized yet, plans are underway as part of the University's 2015 Campus Facilities plan to expand its facilities on the western side of campus, creating a gateway to Highland Street. This expansion will include the demolition or redevelopment of abandoned religious and fraternal organization properties concentrated in that section of campus (Section A.V.).

Transportation. The 2009 transportation goals are being addressed incrementally. Surface runoff was considered in the repaving and restriping of the Central Avenue general parking lot with the installation of a subsurface retention system. In addition, construction was recently completed on a pedestrian bridge over the Southern Avenue rail line allowing safer access from the south portion of the district to the core of the UofM Main Campus. The upcoming addition of a bike lane along Highland Street coupled with a proposed Explore Bike Share station near campus would greatly improve connectivity and the viability of alternative transportation options in the district. This will also serve as a traffic calming measure for Highland. Additionally, proposals have been made to improve crosswalks and pedestrian access across Highland Street and Central Avenue.

Schools. Improving public education outcomes has been an ongoing citywide focus for years. The University's recent proposal to expand its primary education offerings for the neighborhood from its K-5 on campus school to include a middle school is one way that public education initiatives are ongoing in the University District.

Parks and recreation. Community gardens have been popping up across the district through the repurposing of vacant lots by residents and partner organizations like Memphis Tilth, who are seeking to improve access to healthy foods for residents throughout Memphis. The University has developed a large community garden on campus and the district’s Orange Mound Community Garden has also been highly successful. Additional ongoing efforts to develop and improve green spaces in the University District includes the Black Bayou Basin Study by the City of Memphis to improve drainage conditions throughout the basin.

Safety. Safety concerns are being addressed in the district through blight remediation, growing the presence of University security, and increasing the use of police pole cameras. Additionally, the new Highland Row development presents opportunities to incorporate Crime Prevention through Environmental Design (CPTED) techniques to reduce criminal activity or the perceptions of crime.

Utilities. Improving gas, water, electric, sewage, and other utility services is ongoing throughout the University District, particularly with so many new developments and redevelopment projects. The University of Memphis’s recent announcement to establish

the CommuniTech research park represents ongoing initiatives to make improvements in technological utilities and services within the district.

Unrealized

Several goals from the 2009 University District Comprehensive Plan have remained unaddressed or not fully realized, whether due to lack of funding, policy, coordination, or planning. These goals are related to residential population and tenure, parking, transportation, community facilities, and health and wellness opportunities.

Residential. With such a high population of renters, particularly university students, it has been difficult to realize the goal of securing more single-family homeowners in the University District. Additionally, it has been difficult to establish compatibility between multi-family and single family developments with most of the high-density, multi-family developments concentrated around the University and other, smaller multi-family developments like duplexes and 3-4 unit dwellings are scattered throughout the neighborhoods that are primarily characterized by single-family development.

Parking. Parking has become a critical, growing concern in the University District, particularly through increased traffic and activity around the Highland Row development and a growing University population. Many residents near campus complain of parking and congestion issues due to overflow of student parking along the streets of the neighborhoods.

Transportation. Overall, transportation access and pedestrian connectivity remain a challenge throughout the University District. Little progress has been made in discouraging pass-through external traffic in the nearby neighborhoods, as congestion problems have worsened with new development and a growing University population. Sidewalks are inconsistent throughout the University District, and are often in disrepair, with little improvements or additions made in the past decade. While the addition of the Blue Line has facilitated efficient student transportation between the main and south campuses and provides a connection to the Liberty Bowl on game days, the service is largely underutilized and does not address the need for intra-district public transportation for residents and areas outside of the University's properties. Light rail corridors have also not been pursued, thus inhibiting further progress in establishing a frequent and accessible multi-modal transit system within the University District.

Libraries. Linkages amongst libraries throughout the University District have yet to be established. While the University library represents a key community asset, it remains inaccessible and largely underutilized by residents outside of University employees and students.

Parks and recreation. The expansion and enhancement of neighborhood parks has been largely unrealized. Additionally, no immediate plans have been proposed to expand the University's arboretum system into the neighborhood or create a walking trail system that would promote both intra-district connectivity and access to greenspace.

Health and wellness. While a variety health and wellness services exist on both the Main and Park Avenue campuses - including the fitness center, Southern College of Optometry eye clinic, the Student Health Center, and the Memphis Speech and Hearing Clinic - most of these facilities are inaccessible to members of the community. Despite an extreme lack of other public or private health and wellness services in the nearby neighborhoods - especially those directly south of campus – the existing campus-based services are largely underutilized by University District residents

Summary:

The 2009 University District Comprehensive plan offers a detailed analysis of conditions in the University District ten years ago some of which still persist today. It also established key goals that are still relevant or ongoing in the district's planning and development. While much progress has been made in terms of residential and commercial development, progress towards other goals related to transportation, community facilities, parks and recreation, health and wellness, and residential composition has been slow or completely unaddressed in some cases. Additionally, this plan focused on only six neighborhoods in the University District, leaving off several other nearby neighborhoods like Orange Mound, Beltline, and Sherwood Forest that are strongly linked to the challenges and development outcomes of the University District. While the goals are concerned with improvements in the built environment and services to achieve positive health, well-being, and socioeconomic outcomes for residents in general, equity and shared prosperity are not specified as a priority of the plan. Leaving off several lower-income, more diverse neighborhoods from the plan's scope, which further emphasizes this lacking priority.

UofM Campus Facilities Plan

Purpose

The UofM completed a Master Plan in 2008 to align the physical, spatial, and fiscal objectives with the institution's Strategic Plan. Updated in 2015, the plan seeks to differentiate the UofM through its academic and research programs and aims to secure a compelling physical presence to become a distinctive destination (UofM, 2015).

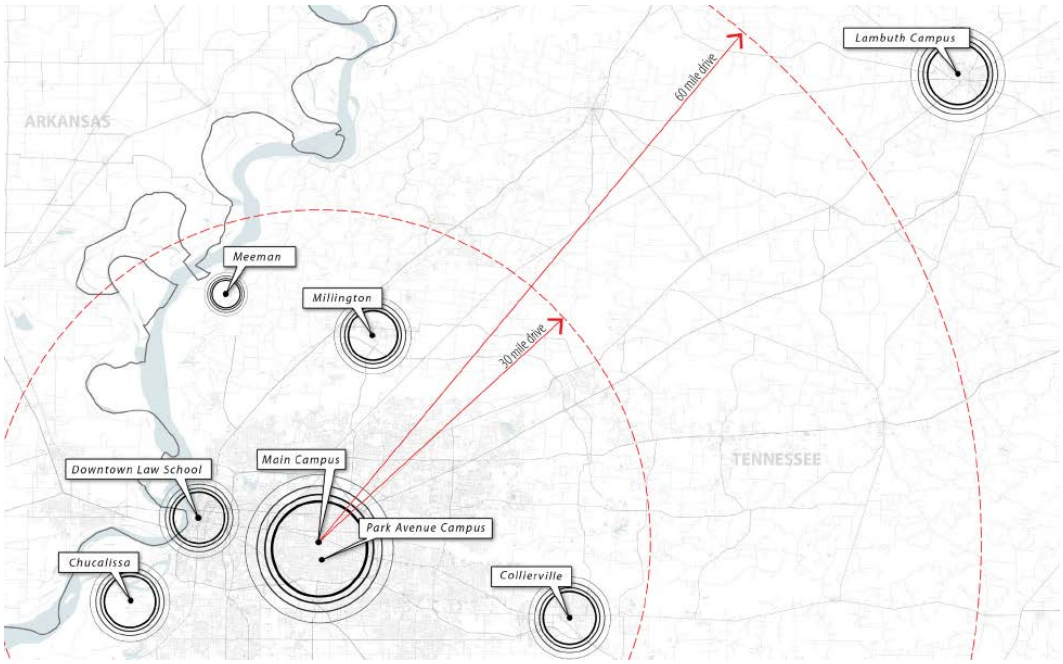
As a learner-centered urban university, the UofM values interdisciplinary collaboration; the transfer and dissemination of knowledge with community stakeholders; innovation and creativity; respect for diversity; integrity and transparency; and involvement as a local economic, social, and professional leader (UofM, 2015)

The key goals that define the UofM's plan for future growth include:

- Differentiating the University;
- Creating Campuses of Distinction through programs, aesthetics, visual quality;
- Embracing Enrollment Growth and New Technologies to increase international student presence and grow online, hybrid courses;
- Increasing research in sciences, engineering, public health while strengthening corporate partnerships;
- Focusing on student success by improving support services, housing and recreation; and
- Ensuring future viability by strategically acquiring appropriate land resources and making a commitment to efficiency and effectiveness.

Geographic Scope:

Since 2008, the University has grown in both enrollment and campus locations, including the acquisition of the Lambuth University in Jackson, TN. The Master Plan update includes 3 campus locations and 5 additional school and research center sites. For the purpose of the Shared Prosperity initiative, only the Main and Park Avenue campuses are summarized below.



Figures A.7. UofM regional presence (UofM. 2015, p. 9)

Since its beginnings in 1912 as the West Tennessee State Normal School, the location of the UofM main campus has remained stable even as it has grown into an internationally

recognized institution supporting over 22,400 students (UofM, 2015). Figures A.8. and A.9. detail the Main and Park Avenue campuses' existing conditions and future vision.

Figure A.8.. UofM 2015 Facilities Master Plan – Main Campus (UofM. 2015, pp. 16-17)

Figure A.9. UofM 2015 Facilities Master Plan – Park Ave. Campus (UofM. 2015, pp. 20-21)

Implementation Progress

An analysis of the 2015 Facilities Master Plan Major determined several development projects that have been completed. A new student resident hall, Centennial Place, replaced the former Richardson Towers near the main campus. On the Park Avenue campus, new construction of a Community Health Facility, a campus entry in line with Goodlett St., and a Basketball Facility have been achieved.

The Phasing & Funding Matrix presented in the 2015 Facilities Master Plan helped in further analyzing where the University was prioritizing their investments. It also informed where the City of Memphis was supporting the UofM's investments in the University District. In

partnering on investment with the local government, the UofM was able to achieve improvements in sidewalk conditions, structured parking, and both academic and athletic facilities. Table A.1. outlines the investments mad in campus improvements to include the financial support from the City of Memphis' Capital Improvement Plan (CIP) budget.

Table A.1.. UofM campus improvement cost totals

Public/Private Completed Development Projects	Estimated Total Cost	City of Memphis Funds
Central Avenue Streetscape Enhancements	3,335,000	
Walker Avenue Streetscape Enhancements (Phase I)	235,000	80,583
Student Residence Hall (replacement for Richardson towers)	54,000,000	
Walker Avenue Streetscape Enhancements (Phase II)	235,000	464,225
Parking Garage (near Southern Avenue)	10,000,000	
Highland Library (Community and Police Services)		
Southern Avenue Streetscape Improvements (Phase I)	440,000	
Pedestrian Land Bridge	18,000,000	
U of M Crosswalk, Central Ave. (CIP Budget 2009)	2,640,000	
Alumni Center	10,500,000	
Goodlet Street Campus Entry	300,000	
Community Health Facility (Park Ave.)	60,000,000	
Liberty Bowl 2017 (Phase III)		4,800,000
TOTAL	$159,685,000.00	$5,344,808.00

Source: City of Memphis CIP Budget 2008-2018, 2015 UofM Facilities Master Plan

Table A.2. outlines the anticipated Public/Private development activities that will occur in the University District. These projects include the Student Recreation Center, Music Center, and Zach Curlin Surface Parking Lot improvements. While the city's CIP budget suggests that some of these projects have earmarked funding, municipal budgets are largely variable depending on other local conditions and often require longer-term relationship building, lobbying, and match funding commitments before funds are secured.

Table A.2.. UofM campus planned future improvement cost estimates

Future Public/Private Development Projects	Estimated Project Cost	City of Memphis Funds
Patterson Avenue Realignment	2,400,000	2,094,189
Health and Sport Science Facility (Defense Audit Bldg)	1,350,000	
Student Recreation Center	62,000,000	
Student Recreation & Fitness Center	1,816,788	
Biochemistry and Biology Facility (Phase 1)	33,700,000	
Music Center	40,000,000	
Zach Curlin Surface Parking Lot Improvements	1,500,000	
Patterson Avenue Streetscape Improvements	800,000	
Demolition Mitchell Hall	637,656	
Engineering Research Facility /C.E.R.I.	49,725,000	
Academic Building (Repacement for Mitchell Hall)	27,737,500	
Sherwood Middle	1,441,667	1,441,667
U of M Indoor Football Practice Facility	8,800,000	
TOTAL	231,908,611	3,535,856

Sources: City of Memphis CIP Budget 2008-2018, UofM Facility Master Plan

Memphis 3.0 Comprehensive Plan Public Draft (2019)

Overview: Citywide Goals

The Memphis 3.0 Comprehensive Plan consists of eight goals organized by the Land, Connectivity, and Opportunity elements that support the “Build Up, Not Out” 2040 Vision. The goals describe the future condition of the city and include objectives and policies to provide more detail with measurable desired outcomes. These eight primary goals are described below according to their respective categories:

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

  The goal of Complete, Cohesive Communities provides a template for how the city can and should leverage its downtown and neighborhoods to set high standards for design, preserve the character of the city and neighborhoods, and reduce blight and vacancy, while promoting mixed-income, mixed-use, walkable, and healthy communities.

■ Goal 2: Vibrant Civic Spaces

The goal of Vibrant Civic Spaces seeks to establish how the city can and should leverage existing parks, open space, vacant and underutilized lands that may not be suitable for infill, increasing access to civic and open space for all Memphians through coordinated planning, improving existing spaces, and investing in projects with multiple community benefits.

■ Goal 3: Sustainable and Resilient Communities

The goal of Sustainable and Resilient Communities seeks to reduce our climate impact by addressing the health of environmental systems; energy efficiency and renewable energy; green storm water approaches; waste management and reuse; and improving our city's ability to protect communities and people from impact of future natural disasters made worse by climate change.

CONNECTIVITY

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

■ Goal 4: High Performing Infrastructure

The goal of High Performing Infrastructure seeks to direct provision of infrastructure through policies that not only ensure capacity and safety, but are respectful of surrounding land use and development character to promote mixed-use, dense, transit-served, and walkable communities.

■ Goal 5: Connected Corridors and Communities

Highlighted by the development of a short- and long-range Transit Vision, the goal of Connected Corridors and Communities seeks to provide direction for the expansion of transportation and mobility options and support mixed-use, walkable communities throughout the City by focusing on frequent transit, shared mobility, and a network of greenways, bikeways, and pedestrian infrastructure.

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

The goal of Equitable Opportunities seeks achieve the vision of a city of opportunity for all, where workers and businesses from every neighborhood can fully contribute to and participate in innovation, entrepreneurship, and economic growth.

■ Goal 7: Prosperous and Affordable Communities

The goal of Prosperous and Affordable Communities seeks to establish the guidance to help fulfill the plan's vision in a manner that promotes affordable and healthy housing; supports community-based development and developers; and aims to extend benefits of growth to all communities in an equitable way.

■ Goal 8: Engaged Communities

The plan seeks to further the goal of Engaged Communities through objectives of promoting greater inclusion in decision-making, building a culture of effective citizen planning, and continuing efforts to share public data and information.

While each of these overarching goals address the thriving of all residents in various ways, the **Equitable Opportunities** and **Prosperous and Affordable Communities** goals focus specifically on strategies to promote equity and shared prosperity on behalf of the city's more disadvantaged and most vulnerable residents. These objectives of these goals include:

- Increase equitable access to education quality jobs and living wages for all residents
- Support economic competitiveness by improving quality of life in Memphis communities
- Enhance retention and expansion efforts and focus business attraction activities to maximize local job creation and household earnings.
- Support growth and expansion of local and minority-owned businesses.
- Promote and protect affordable and healthy housing
- Increase support and resources for community-based developers and businesses
- Ensure benefits of growth, improvement, and development extend to all communities

Within the **Complete, Cohesive Communities** goal, shared prosperity is explicitly mentioned and defined under the objective to strengthen neighborhood commercial districts:

> *"Working towards a local shared prosperity* partnership, the plan recommends strengthening neighborhood commercial by supporting neighborhood based organizations to assist and support the revitalization of community anchors." (p. 141)*

*Shared Prosperity - the strength of American cities depends on generating inclusive, economic growth, prosperity, and opportunity or all people, regardless of race, ethnicity, gender and income.

From these eight overarching goals with their respective objectives and policy recommendations, the Memphis 3.0 plan has identified specific goals and strategies for each of the fourteen designated districts in the Memphis area (Figure A.10.). The purpose, geographic scope, and goals specific to Memphis 3.0's University District are summarized below.

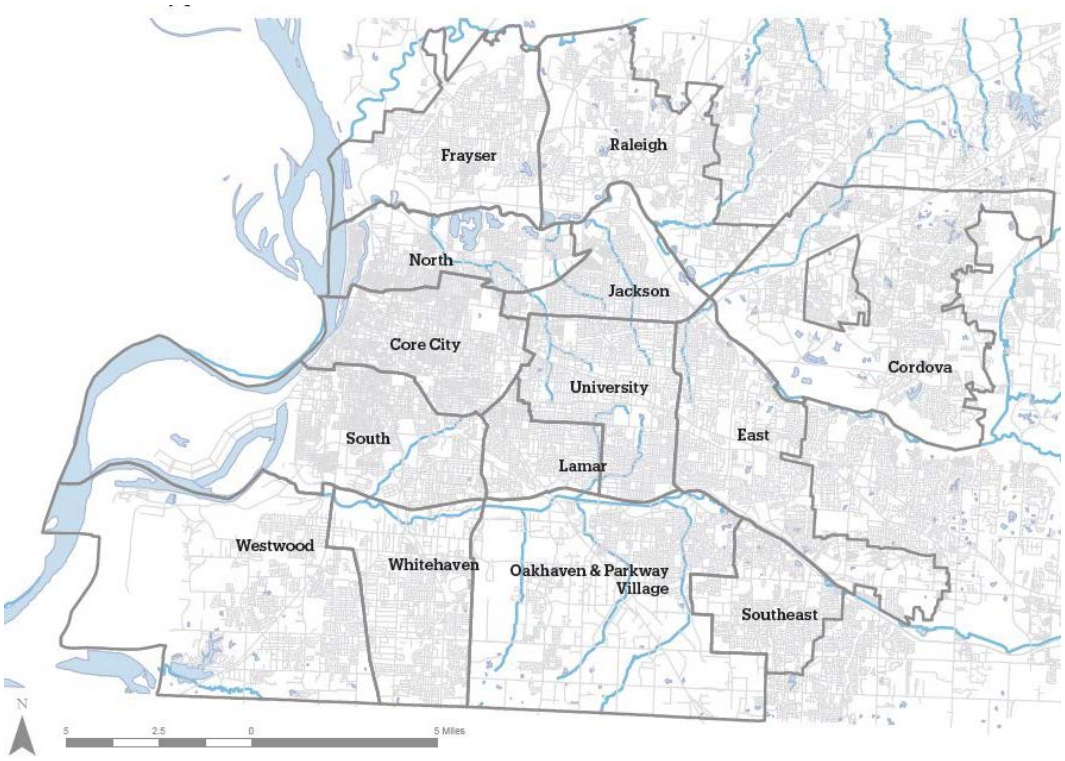


Figure A.10. Memphis 3.0 Planning Districts (p. 41)

University District Priorities

Purpose:

The University District is one of fourteen districts established in the Memphis 3.0 citywide comprehensive plan. Memphis 3.0's vision for the University District is as follows:

> T*he 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.(p. 320)*

Geographic Scope:

The boundaries of the University District as designated in the Memphis 3.0 plan are broader than what was outlined in the 2009 University District Comprehensive Plan. The Memphis 3.0 University District is bounded by Summer Avenue to the north, White Station Road to the east, I-240 to the southeast, Getwell Road and Park Avenue to the southwest, and portions of East Parkway to the west. It includes Binghampton and other additional neighborhoods north of Poplar Avenue, as well as a large section southwest of Park Avenue.

Key Stakeholders:

Below is a list of business, organizational, and institutional stakeholders that were engaged throughout the Memphis 3.0 planning process for the University District, specifically within the quadrant of the district that includes and surrounds the University of Memphis:

- Audubon Park Baptist Church
- Brother Junipers
- City of Memphis Planning Division
- CREWS Center
- Davis Community Center
- FOX 13
- Greater Life Missionary Baptist
- Greater True Holiness Church
- Highland Strip businesses
- Holy Trinity Community Church
- Junior League of Memphis
- Kingdom Living Outreach Ministries
- Lewis Davis CME Church
- Loeb Properties
- Lord's Tabernacle Holiness Church
- Masjid Al-Noor-Islamic Association of Greater Memphis
- Memphis Adult High School
- Memphis Country Club
- Mid-South Peace and Justice Center
- Mt Pleasant Baptist Church
- Old Salem Baptist Church
- Park Shopping Center businesses
- Peddler Bike Shop, Hal Mabray
- Presbyterian Day School
- Red Acres Neighborhood
- Right Direction Christian Ministries
- Saint Anne Catholic School & Church
- Saint John's Episcopal Church
- Second Presbyterian Church
- Sherwood Elementary School
- Sherwood Middle School
- Society of St. Vincent de Paul
- True Hope Baptist Church
- University Neighborhoods Development Corporation
- University of Memphis President
- University of Memphis RSO's
- University of Memphis Students
- Williams Temple Church of God
- YWCA of Greater Memphis

Primary Goals and Implementation Progress:

The key priorities Memphis 3.0 has identified for the district are:

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

From these priorities, various long and short-term goals were identified for the district under the Memphis 3.0 objectives to nurture, accelerate, and sustain development in key anchor areas.

Achieved

Progress towards the goals identified for the Memphis 3.0 University District can already been seen in some areas, predominantly where new development had already begun during the engagement phase. For example, construction majority complete for the pedestrian access bridge across the railroad on the south side of the University's campus to address the issue of safety and traffic efficiency. Exploration into other crossing and barrier strategies related to the rail line are underway.

Ongoing

The Aging in Place program being coordinated by the Habitat for Humanity of Greater Memphis is one example of a goal from the Memphis 3.0 University District plan that is currently being addressed, but could receive greater support from other entities and the district as a whole. Plans for traffic calming measures to include reductions in the speed limits around the university are also ongoing.

Unrealized

Goals related to encouraging community events or informal markets on underutilized commercial parking lots and vacant land in various places throughout the district have yet to be addressed.

Summary:

Shared prosperity and equity are mentioned as key citywide priorities in the Memphis 3.0 comprehensive plan, and are supported by various strategies in each of the plan’s eight overarching goals. While the Memphis 3.0 University District plan provides a relevant vision and priorities for the area and connects it to citywide planning and development goals, its broader geographic scope can make it difficult to maximize investment, coordinate efforts, and measure outcomes. Some progress towards goals identified in the plan can already be seen in areas around the University of Memphis that are experiencing growth and new development. Other neighborhoods and corridors throughout the district remain to be

addressed. A small area plan stemming from Memphis 3.0 for the University District could be considered a highly effective strategy for more deeply exploring and addressing into the existing issues.

APPENDIX B. SELECT NEIGHBORHOOD PROFILES

Beltline

Boundary and Brief History:

The Beltline neighborhood is the westernmost residential neighborhood of the University District, nestled between the Memphis Country Club and historic Midsouth Fairgrounds. Resting under the shadow of the Liberty Bowl Memorial Stadium, the neighborhood is bounded by the Illinois Central Rail Road line on the west, Southern Ave. on the south, Milton and Central Aves. On the north, and Buntyn St. on the east. It is a historically black community and the name, "Beltline," references the rail line that bounds the neighborhood.

The original development of the neighborhood exhibited a higher residential density than much of the surrounding neighborhoods and the shotgun architectural style was a predominant characteristic. Many of Memphis' most noted African American public figures such as Judge Otis Higgs and Beverly Robertson trace their beginnings to the Beltline neighborhood.

Demographic Analysis

With a total estimated population of 1,854, as reported in the U.S. Census Bureau's 2017 American Community Survey (ACS), Beltline is a relatively small neighborhood (Table 2.1). It is also a young neighborhood with an estimated median age 24.1 years of age. However, when analyzing the neighborhood's age by sex, it can be seen that the median age of the female population is almost three times that of the male population, 45.3 versus 16.9 (Table 2.2).

Table 2.1 Total Population of Beltline neighborhood			
	Block Group 1, Census Tract 67	Block Group 2, Census Tract 71	TOTAL
Total Population	943	911	1,854

Table 2.2 Median Age by Sex of Beltline neighborhood			
	Block Group 1, Census Tract 67	Block Group 2, Census Tract 71	TOTAL

Median Age:	24.1	35.0	33.4
Male Population	16.9	33.6	24.5
Female Population	45.3	40.4	44.3

As reported in Chapter 1, Part 3 of this report (beginning p. 16), the median home value and income of the Beltline neighborhood have remained at levels at nearly half of the median for the city as a whole. In addition, while the median home value for the City of Memphis increased significantly between 2000 and 2010, values in Beltline - and part of Orange Mound to the south - have fallen precipitously since the 2000 decennial census (Table 2.3). In similar comparison, the median income of the Beltline population has remained at levels nearly half of the city's median. Although, unlike median housing value, the median income of Beltline neighbors has shown slight increases since the 2000 decennial census (Table 2.4).

Table 2.3. Median Home Values of Beltline neighborhood 2000 - 2017			
	2000	2010	2017
Beltline/Orange Mound (CT67)	$46,200	$42,200	$42,100

Table 2.4. Median Income of Beltline neighborhood 2000 - 2017			
	2000	2010	2017
Beltline/Orange Mound (CT67)	$24,102	$26,906	$28,135

Key Influencers: organizations, stakeholders, social service providers, business owner

- F&G Liquors
- -Foodtown Grocery
- -Lord's Tabernacle Holiness Church

- -Williams Temple Church of God
- -Old Salem Baptist Church
- -Beltline Resource Center/Youth Enrichment Center
- -Mt. Pleasant Baptist Church
- -AC Electric
- -Jacob's Ladder CDC
- -Binswanger Glass
- -Worlds Away Furniture
- -Coca-Cola Enterprises
- -Liberty Bowl/Midsouth Fairgrounds

Beltline has about nine organizations or businesses that are either within the neighborhood or along one of its boundaries. Four are of these are faith-related and the remainder are commercial enterprises ranging in their level of influence over the surrounding area. For example, many of these enterprises are small or mid-scale family-owned establishments where others, such as Coca-Cola, are corporate powerhouses with global influence.

Neighborhood Characteristics

As reported in Chapter 2, Part 1, much of the Beltline neighborhood was originally urbanized in the early part of the 20th century. As evidenced by the prevalence of shotgun-style homes, the neighborhood was likely developed as an affordable residential area for some of Memphis' working class population. Over time, much of the neighborhood's built form fell into disrepair and only later began to see new residential development in select areas of the neighborhood, largely instigated by the Jacob's Ladder Community Development Corporation.

Images 2.1 and 2.2. Shotgun(left) and duplex (right) homes in Beltline

The majority of the Beltline neighborhood is zoned for single-family residential use (RU-1) with a small percent of the total area, mostly along Southern Ave. and S. Hollywood St., zoned for commercial mixed use (CMU-1). The current land use of the neighborhood largely prescribes to these regulations with a few exceptions for locally owned business operations within the interior of the neighborhood. Much of the land area in the blocks at the

southwest of the neighborhood are vacant as the deteriorating condition of the housing structures was met with demolition.


Images 2.3 and 2.4. Illinois Central rail line with Liberty Bowl Stadium (left) and vacant residential lot (right)

The infrastructure conditions of the neighborhood followed a similar trend as roads and sidewalks among the southwest blocks of Beltline showed similar patterns of disrepair and neglect. The existing rail line at the west boundary of the neighborhood presents a significant barrier to ease of mobility in and out of the neighborhood as the only unimpeded westward crossings exist at Central and Southern Avenues to the north and south. Largely channelized for storm water management, a segment of Cypress Creek runs through the Beltline neighborhood emerging from below the Coca Cola bottling plant on Hollywood St and running north east toward Central Avenue. North of Central Avenue, Cypress Creek supplies Memphis Lake, a manmade pond at the center of the Chickasaw Gardens neighborhood. Much of Cypress Creek remains channelized as it flows north where it eventually flows into Wolf River.


Images 2.5 and 2.6. Infrastructure conditionsin Beltline, vacant lots (left) and storm water infrastructure (right)

Messick Buntyn

Boundary and Brief History:

The boundaries of the Messick Buntyn neighborhood include Highland St. to the east, Park Ave. to the south, Semmes St.to the west, and Southern Ave. to the north. Semmes Street demarcates the boundary between the Messick Buntyn and Orange Mound neighborhoods but each neighborhood's built form, architectural style, and street grid patterns are similar enough to generate a contiguous neighborhood feel. In comparison, higher intensity roadways and infrastructure demarcate Messick Buntyn's south, east, and north boundaries. Southern Avenue to the north presents and particularly stark demarcation that proves complicated to navigate. The Norfolk Southern rail line bisects the University District at this location, splitting Southern Avenue, which runs parallel both south, as 'Old Southern Ave,' and north, as 'Southern Ave,' of the rail line.

Messick-Buntyn took its name from Buntyn's Station, a stop along the former Memphis and Charleston Railroad, named for Geraldus Buntyn who received a land grant for service in the War of 1812. Today, the neighborhood is home to mixed housing stock, generally consisting of bungalows and minimal traditional houses that represent the building trends from the 1920's and post-WWII years. In addition to the predominant housing styles there are several low rise apartment buildings on the eastern end of Messick-Buntyn and along Southern Avenue on the north side of the neighborhood.

Demographic Analysis

With a total estimated population of about 2,000, as reported in the U.S. Census Bureau's 2017 American Community Survey (ACS), Messick Buntyn has seen a decrease in overall

population between 1970 and 2017 (Table 2.5). Over this time, Messick-Buntyn also saw a racial shift, becoming a predominantly African American neighborhood (Table 2.5). The age distribution of Messick Buntyn has remained relatively constant but has seen some slight decreases in the number of children and young adults aged 5 to 17 suggesting that fewer young families with children may be moving into the area.

Table 2.5. Total Population by Race of Messick Buntyn from 1970 to 2017 – Census Tract 70

	1970	1980	1990	2000	2010	2017 ACS
Total Population	*3,689*	*3,762*	*4,012*	*3,831*	*3,332*	*2,212*
White	81.90%	58.40%	49.00%	31.70%	20.10%	23.8%
Black	17.80%	40.10%	47.90%	61.90%	75.20%	72.2%

Table 2.6. Total Population by Age of Messick Buntyn from 1970 to 2017 – Census Tract 70

	1970	1980	1990	2000	2010	2017 ACS
Total Population:	*3,689*	*3,762*	*4,012*	*3,831*	*3,332*	*2,212*
5 to 17 Years	16.40%	15.70%	15.50%	16.80%	26.90%	6.80%

Like Beltline, the median home value and income of the Messick Buntyn have remained at levels below the City of Memphis average (Chapter 1, Part 3, Part B.). The home values within Messick Buntyn have remained at nearly 70 percent of the city median and incomes at nearly 60 percent of the median for the city as a whole (Tables 2.7 and 2.8).

Table 2.7. Median Home Values of Messick Buntyn neighborhood 2000 - 2017			
	2000	2010	2017
Messick Buntyn (CT70)	$53,400	$59,300	$66,400

Table 2.8. Median Income of Messick Buntyn neighborhood 2000 - 2017			
	2000	2010	2017
Messick Buntyn (CT70)	$27,656	$30,526	$35,170

The rates of poverty in Messick Buntyn reflect an interesting pattern from 1970 to 2017 with a gradual increase in the number of residents living below the poverty line (Table 2.9). While the poverty rate of the Messick Buntyn neighborhood was remarkably lower than the citywide average in 1970, by the next decade and the following decades, the rate was on par with or above citywide rates. Messick Buntyn's unemployment levels show a similar pattern, with a general increase between 1970 and 2017, with highest rate in 2010 (Table 2.10), likely a response to the recession in 2008.

Table 2.9. Messick Buntyn and City of Memphis Poverty Rate from 1970 to 2017.						
	1970	1980	1990	2000	2010	2017 ACS
City of Memphis	*18.9%*	*21.9%*	*17.9%*	*17.0%*	*21.2%*	*21.8%*
Messick Buntyn	6.9%	19.5%	26.0%	24.7%	31.9%	26.5%

Table 2.10. Messick Buntyn and City of Memphis Percent Unemployed from 1970 to 2017.						
	1970	1980	1990	2000	2010	2017 ACS
City of Memphis	*2.8%*	*5.2%*	*5.5%*	*5.4%*	*8.4%*	*6.6%*
Messick Buntyn	3.9%	8.5%	7.9%	7.1%	25.2%	15.9%

Key Influencers: organizations, stakeholders, social service providers, business owner

Messick Buntyn hosts a wide array of businesses including restaurants, gas stations, salons, and community services or schools. The neighborhood lacks a grocery store, but does have a number of small business local eateries. At the south of the neighborhood along Park Avenue, many businesses are housed in single-family homes and often lack signage or sufficient parking. Among these businesses are florists, local food establishments, salons and other service providers. The commercial corridor along Highland Street at the neighborhood's east boundary has some storefront vacancy but also a number of well-trafficked businesses. The more highly trafficked businesses tend to be national fast-food chain establishments but there are also a few locally owned services such as dentistry, printing, and music equipment repair. Within the interior of Messick Buntyn are multiple, locally owned food services and nonprofits. The nonprofit establishments range in scope from faith-based, social service provisioning, or educational support services and among these are the City of Memphis operated David Community Center and the currently vacant Messick School building.

Neighborhood Characteristics

Much of the Messick Buntyn was urbanized throughout the mid-20th century. An assessment conducted through windshield and walking surveys suggests that much of this housing stock remains in overall good condition with only and small number of blighted properties or empty lots. Unlike Beltline, which is primarily zoned RU-1, Messick Buntyn's zoning supports a variety of residential, commercial, and mixed-use development activity. In addition to single-family, residential uses in this neighborhood support higher residential density especially in areas closer to Highland Street, zoned commercial mixed-use and within the University District Overlay. The full typology of Messick Buntyn zoning includes R6, RU-1, RU-3, CMU-1, and OG (Office General).


Images 2.7 and 2.8. Single family attached use (left) and former Messick High School Audotorium (right)

The existing land use of Messick Buntyn largely conforms to the designated zoning and its permitted uses. Both within the neighborhood and along its edges are larger institutional uses, a school, church, and community center/park. Both the school and portions of the church sit vacant but the community center and its adjacent park see a high level of activity from the community. Although the condition of Davis Park signifies a lack of regular upkeep and investment, it is one of the few significant areas of public open space within the University District.


Images 2.9 and 2.10. Davis Community Center (left) and Davis Park (right)

Being one of the more challenging boundaries of Messick Buntyn, the parallel Old Southern and Southern Avenues present a challenging streetscape. These roadways, which side the Norfolk Southern rail line to the north and south, are equipped with limited or nonexistent

sidewalks and unsafe crossings, especially for non-auto transport. Within this area are higher density residential developments, which seem to generate an increased level of foot traffic compared to other parts of the district. Combined with the lack of sidewalk infrastructure, the rail line crossings present challenges for pedestrian and auto traffic alike.


Images 2.11 and 2.12. Old Southern Ave at Prescott facing west (left) and north (right)

Messick Buntyn is host to one of the city's 60 Explore Bike Share stations that launched in the summer of 2018 but is rather isolated among the at the city-wide bike share program at the far east of the neighborhood at Semmes St. and Southern Ave. In addition, the amount of bicycle and pedestrian infrastructure within Messick Bunty is limited overall and lacking in any significant traffic calming measures that could improve active transportation methods.

The condition of the neighborhood's sidewalks is overall adequate but lacking in consistent accessibility and required ADA upgrades. At night, the southern end of the neighborhood closer to Park Avenue appeared to lack adequate street lighting and even in daylight hours, appeared to host higher instances of blighted properties compared to the rest of the neighborhood. For example, Bethel Temple Church which fronts Park Avenue seems well kept from the street but is an abandoned and blighted property from the back appears to be falling into disrepair.


Images 2.13 and 2.14. Bethel Temple Church boarded windows in annex buildings (left) and street front chapel (right)

Normal Station

Boundary and Brief History:

The Normal Station neighborhood is directly south of UofM's main campus, just south of Southern Avenue and the Norfolk Southern rail line. The neighborhood extends several blocks south to Park Avenue and its east and west boundaries are Highland Street to the west and Goodlett Street to the east. Prior to urbanization, the now Historic Normal Station was 5,000 acres of land that was subdivided in 1823 by two war veterans, Tyree Rhodes and William Dillon. The still-present rail line had already been established as part of the landscape having been used in the efforts of the Civil War.

When the West Tennessee State Normal School was established in 1912, the existing rail line offered a method of streetcar transit for students attending the new, two-year institution. In 1925 the Normal School transitioned to a four-year college and was renamed the West TN State Teachers College. At this time, the land surrounding the school predominately hosted agricultural use as pastures and students primarily commuted to or lived on campus. The City of Memphis annexed the area in 1929 and while development activities slowed during the depression, they picked up when the Kennedy Veterans Hospital was built in 1943 at the corner of Park Avenue and what is known today as Getwell. Around this time, the population of the neighborhood more than doubled to 4,983 while at the same time, the use of mass transportation began to decline as the popularity of buses and personal automobiles became more in vogue.

Images 2.15 and 2.16.Aerial imagery of UofM Main campus and Normal Station in 1962 (left) and 1971 (right)

In 1957, the teacher's college was renamed again as Memphis State University and the institution's ambition toward geographic expansion grew to meet increased demands for student housing and parking. In this time, the university utilized the privileges of imminent domain to claim land for parking and other auxiliary student services. The market largely followed this lead and the neighborhood saw an increase in multi-family housing, the rental of single-family homes, and the split of single units into multiple rental units.

Demographic Analysis

With a total estimated population of about 3,000, as reported in the U.S. Census Bureau's 2017 American Community Survey (ACS), Normal Station has seen an almost 40 percent decrease in its population since 1970 (Table 2.11). The majority of this loss occurred between 1970 and 1980 and where the neighborhood saw modest growth beyond the 1980 census, there was another significant decline between2000 and 2010. These declines in population have been expressed across nearly all age cohorts. However, it is interesting to note that the college-age population has maintained a steady 30 to 40 percent of the total population and that between 1970 and 1980, there was a spike in population growth of the 25 to 34 year old cohort from 10 percent to over 25 percent. Analyses of these census trends also reflect a three-decade-long peak in the 25 to 44 year old population cohort that, by 2017 decreased significantly in its share of the total population (Table 2.11).

Table 2.11. Total Population by Age of Normal Station from 1970 to 2017 – Census Tract 74						
	1970	1980	1990	2000	2010	2017 ACS
Total Population:	*4,943*	*3,092*	*3,187*	*3,347*	*2,947*	*2,970*
18 to 24 Years	39.1%	22.8%	22.9%	29.1%	32.9%	39.9%
25 to 34 Years	9.9%	25.3%	26.2%	23.4%	22.6%	21.5%
25 to 44 Years	4.8%	5.2%	13.8%	13.3%	13.2%	7.1%

Despite the overall decline in the total population of Normal Station, the racial composition of the neighborhood has grown more diverse since 1970. While the majority of the population maintains identification as white alone – over 72 percent in 2017 – the population identifying as Black has increased to 19 percent and those identifying as some other race increased to nearly 9 percent. Despite the majority white population of Normal Station, the increase in the percent of total population that does not identify as white alone helps to make the neighborhood one of the more diverse within the University District (Table 2.12).

Table 2.12. Total Population by Race of Normal Station from 1970 to 2017 – Census Tract 74						
	1970	1980	1990	2000	2010	2017 ACS
Total Population	*4,943*	*3,092*	*3,187*	*3,347*	*2,974*	*2,970*
White	97.1%	95.9%	89.1%	80.8%	76.8%	72.2%

Black	2.4%	2.9%	5.5%	11.1%	14.1%	19.0%
Other	0.6%	1.2%	5.5%	8.1%	9.1%	8.7%

While the Normal Station neighborhood saw a significant decline in total population from 1970 to 2017, the total number of housing available units remained stable and saw a slight increase from 1970 to 2010. Even in 1970, Normal Station hosted a large renter-occupied population but by 2010, this population shifted to over 50 percent of the residential units. (Table 2.13).

Table 2.13. Hosing Tenure of Normal Station from 1970 to 2010 – Census Tract 74					
	1970	1980	1990	2000	2010
Total Housing Units	*1,543*	*1,564*	*1,547*	*1,582*	*1,574*
Total Occupied	1,519	1,523	1,47	1,511	1,388
- Owner Occupied	58.1%	53.5%	51.1%	45.1%	45.6%
- Renter Occupied	41.9%	46.6%	48.9%	54.9%	54.4%

With the majority of occupied units in Normal Station available as rental options, it is important to understand the affordability of housing compared to Memphis as a whole. Table 2.14 Median Gross Rent compares Memphis and Normal Station estimates for 2010 and 2017. In 2010, the median rent in Normal Station was slightly less than the city's median rate at about 97 percent suggesting that the area might be more affordable. However, by 2017, the estimated median rent was at 99 percent of the city as a whole seeing a sharper increase of nearly 18 percent.

Table 2.14. Median Gross Rent of Memphis & Normal Station neighborhood 2010 - 2017		
	2010 ACS	2017 ACS
City of Memphis	$758	$862
Normal Station	$732	$861

Although Table 2.13, Housing Tenure, showed a decrease in the number of owner-occupied housing units in Normal Station, an analysis of median home value indicates that in 2010 and 2017, owner-occupied homes in Normal Station were above the median value of the City of Memphis as a whole (Table 2.15). However, although the median value of homes in Normal Station remained higher than the city in 2017, both median values diminished and Normal Station's 6 percent loss in value was greater than the city's.

Table 2.15. Median Home Value of Memphis & Normal Station neighborhood 2010 - 2017		
	2010 ACS	2017 ACS
City of Memphis	$98,300	$94,200
Normal Station	$106,000	$99,600

Although Normal Station's estimated home value is greater than that of Memphis and the gross rent estimates are on par with the city as a whole, their average incomes have historically been less than the city's (Table 2.16). For instance, in 2000 and 2010, Normal Station's average household income was around 80 percent of the average for the city as a whole. However, the 2017 estimates reflect that the city average increased by a little over

11 percent from 2010 while the average for Normal Station increased by nearly 40 percent in the same period bringing the neighborhood's average income level with the city's average.

Table 2.16. Average Household Income - Memphis & Normal Station (CT 74) - 2000 - 2017			
	2000	2010	2017 ACS
City of Memphis	$45,285	$53,442	$59,458
Normal Station	$37,182	$42,834	$59,562

Decennial Census data from 1970 to 2010 shows that the Normal Station neighborhood has experienced a lower poverty rate than the City of Memphis as a whole (Table 2.17). While Normal Station did see an increase in the poverty rate in 1990 where the city overall saw a decrease, the rate remained lower than that of the city as a whole. However, one unexpected trend in the poverty rate occurs between 2000 and the 2017 estimate. Between 2000 and 2010, the Normal Station neighborhood saw a sharp decrease in the poverty rate, from nearly 12 percent to below 5 percent, well below the city's 21 percent. By 2017, the estimated poverty rate in Normal Station underwent a dramatic increase to 27 percent.

Table 2.17. Normal Station and City of Memphis Poverty Rate from 1970 to 2017.						
	1970	1980	1990	2000	2010	2017 ACS
City of Memphis	*18.9%*	*21.9%*	*17.9%*	*17.0%*	*21.2%*	*21.8%*
Normal Station	10.6%	11.3%	16.2%	11.7%	4.4%	27.0%

Such an increase in the rate of poverty in Normal Station is unanticipated with the neighborhood's growth in average household income as reported in Table 2.16. However, while Normal Station has maintained employment rates higher than the City of Memphis as

a whole, they also experienced a significant peak and then decline in their labor force participation between 2000 and 2017. Recalling the overall decline in population in Normal Station between 2000 and 2010, it is notable that the overall participation in the workforce also declined in this period potentially exacerbating the increased poverty rate seen in Table 2.17 above. While Normal Station's 2017 unemployment rate was only about 2 percent, between 2010 and 2017, they saw a 10 percent decrease in their population in the workforce (Table 2.18). In addition, these nearly 2,000 individuals in the workforce accounted for only around 65 percent of the total population of the neighborhood. In comparison, the 2010 data period reflects that almost 75 percent of the total population was in the workforce, which was an increase from 2000 when only about 63 percent of the population was in the workforce.

Table 2.18. Normal Station and City of Memphis Employment Rate from 2000 to 2017.

		2000	2010	2017
City of Memphis	***Population in Workforce***	***487,758***	***501,619***	***506,705***
	Employed	*57.4%*	*56.1%*	*56.9%*
	Unemployed	*5.4%*	*8.4%*	*6.6%*
Normal Station	**Population in Workforce**	**2,099**	**2,189**	**1,951**
	Employed	87.4%	92.7%	98.1%
	Unemployed	12.6%	7.3%	1.9%

As might be expected in an area in close proximity to an institution of higher learning, the levels of educational attainment for the Normal Station neighborhood are, overall, higher than the city of Memphis as a whole. Census data captures this data among the population 25 years and older, which for Normal Station from 2000 to 2017 averages about 55 percent of the total population of the neighborhood. While this average population 25 years and

over is lower than the city of Memphis average of 63 percent, the proportion of the average Normal Station population with some level of college or advanced degree far outpaces that of Memphis as a whole. Table 2.19 outlines Normal Station's educational attainment compared to Memphis for 2000, 2010, and 2017.

Table 2.19. Normal Station and City of Memphis Educational Attainment from 2000 to 2017.

		2000	2010	2017
City of Memphis	***Population 25 Years and Over:***	***398,824***	***408,280***	***418,254***
	High School or Less	*51.60%*	*47.70%*	*45.30%*
	Some College	*27.60%*	*29.30%*	*29.30%*
	Bachelor's or Professional Degree	*15.20%*	*16.20%*	*17.40%*
	Master's Degree	*4.90%*	*5.70%*	*6.70%*
	Doctorate Degree	*0.80%*	*1.00%*	*1.40%*
Normal Station	**Population 25 Years and Over:**	**1,955**	**1,594**	**1,594**
	High School or Less	26.90%	12.80%	12.80%
	Some College	35.50%	40.50%	40.50%
	Bachelor's or Professional Degree	23.40%	30.90%	30.90%
	Master's Degree	11.90%	11.90%	11.90%

	Doctorate Degree	2.50%	4.00%	4.00%

Key Influencers: organizations, stakeholders, social service providers, business owner

Similar to Messick Buntyn and with the shared boundaries of Highland Street and Park Avenue, the Normal Station neighborhood hosts a wide number and type of business enterprises and organizations. With over 50 businesses within its boundaries, Normal Station has ease of access to national chain general store retailers such as Family Dollar and CVS Pharmacy. Among up to eight restaurant establishments, only two, are national fast food franchises while the majority are locally owned. Similarly, among service establishments such as computer and cell phone devices, hair and beauty salons, bookstores, veterinarians, and medical offices, the majority appear to be locally owned and operated. Normal Station is also home to a number of churches, a YWCA facility, and the Midsouth Peace and Justice Center, a long-standing Memphis-area advocacy nonprofit.

Neighborhood Conditions

A majority of the housing stock in the western half of Normal Station was built between 1921 and 1940 while the eastern half was constructed in a second wave of development lasting through 1960. These homes are an excellent, intact collection of early- to mid-century Southern housing with very few infill structures built after 1990. The neighborhood is predominately single-family housing with a higher concentration of multi-family housing structures near the northwest corner but also, more sparsely scattered throughout. Commercial buildings line the border of the neighborhood along Highland and Park Avenues and a few institutions such as churches can be found in the southwest of the neighborhood and along Kearney St. to the west.

While much of Normal Station is zoned R-6, which is rather restricted to single-family use, there was found to be an unanticipated prevalence of duplex housing conversions within the neighborhood that are not an allowance in R-6 zoning. There are limited areas within Normal Station, particularly along the south side of Clayphil St., that are zoned RU-1 which will allow any future construction of duplex developments by right. The commercial corridors at the Highland St. and Park Ave. boundaries of Normal Station are zoned CMU-1 for commercial mixed-use but largely exhibit suburban development characteristics, which was common at the time that many of these commercial establishments were developed as the corridors were previously zoned for highway commercial.


Images 2.17 and 2.18.Postwar housing typical of Normal Station (left) and duplex housing along Clayphil Avenue (right)

Portions of the north west corner of Normal Station are within the University District Overlay (UDO). This designation calls for rehabilitation and new construction projects to align with specific building form, scale, and use regulations and have limited allowance for excessive parking to encourage more dense, and walkable conditions within the district. Multiple new construction developments have occurred Normal Station since the UDO was implemented.


Images 2.19 and 2.20.New construction in UDO Overlay (left) and new multifamily construction with limited parking (right)

The general appearance of Normal Station is well kept, but there are limited occurrences of blight found in the western portions of the neighborhood closer to Highland Street. Echles St. seems to function as a primary north-south corridor from Southern Ave. south to Park Ave, and continuing in to the Sherwood Forest neighborhood. Along this route is one of the few occurrences of neighborhood-scale commercial filled by the popular, Avenue Coffee.


Images 2.21 and 2.22.Western area of Normal Station (left) and limited neighborhood commercial (right)

Normal Station was constructed among one of Memphis' many semi-sensitive drainage basins. The Black Bayou, which is now channelized as storm water infrastructure, travels south west through Normal Station as it makes it way toward Nonchonnah Creek to the south of the University District. For many years this infrastructure presented a barrier to the accessibility and mobility Normal Station as a cohesive neighborhood but pedestrian infrastructure was constructed to traverse the waterway and presents itself as an amenity toward improving the livabilty of the neighborhood. While the presence of the Bayou and its contribution to the broader Nonchonnah Creek watershed, some mitigation efforts are in place to regulate the impact of larger construction and development projects but these are no requires for smaller projects or renovations.


Images 2.23 and 2.24.Pedestrian infrastructure providing access across Black Bayou (left and right)

Sherwood Forest

Boundary and Brief History:

Sherwood Forest is the southernmost neighborhood in the University District located just south of Normal Station and Park Avenue. It extends several blocks south to Rhodes Avenue and west to Prescott Rd. On its eastern edge, it is bounded by Getwell Rd., which separates Sherwood Forest from the UofM's Park Avenue campus. While Sherwood Forest was urbanized in mid-20th Century, like Normal Station, its development began at least a decade later and adopted an urban form different from its counterpart to the north. Much of the impetus for Sherwood Forest's development was in tandem with the establishment of the Kennedy Veteran's Hospital, which began construction in 1943. Prior to this time, Park Avenue demarcated the city limit and much of the land to its south was rural and forested or used for agricultural production.

Images 2.25 and 2.26.Normal Station and Sherwood Forest neighborhoods - 1938 (left) and 1949 (right)

Demographic Analysis

It is important to note that the demographic data for Sherwood Forest was collected from U.S. Census Tract 80, which extends south of the neighborhood to Kimball Avenue. However, the extended developed area south of Sherwood Forest is similar in housing, style, and shares a contiguous sense of place throughout the full census tract geography and provides a good reflection of what is occurring within the neighborhood.

Overall, from 1970 to 2017, the Sherwood Forest area has experienced a population decline of about 15 percent though the majority of this decline occurred between 1970 and 1980. Between 1190 and 2000, the area experienced growth of over 7 percent and , after a small

decline in 2010, grew by over 5 percent between 2010 and 2017. Like the University District neighborhood of Messick Buntyn, the racial composition of the Sherwood Forest neighborhood reflects a near opposite of its 1970 profile (Table 2.20). Similar to Normal Station, the Sherwood Forest neighborhood also reflects an increase in racial diversity over time with these changes occurring most prominently around the 2000 decennial census.

Table 2.20. Total Population by Race of Sherwood Forest from 1970 to 2017 – Census Tract 80

	1970	1980	1990	2000	2010	2017 ACS
Total Population	6,053	4,921	4,714	5,080	4,881	5,145
White	96.80%	93.50%	81.20%	46.60%	26.80%	25.80%
Black	3.20%	6.00%	17.80%	48.40%	64.50%	68.70%
Other	0.00%	0.60%	0.90%	5.10%	8.80%	5.60%

Unlike Normal Station, the Sherwood Forest neighborhood has shown a steady majority of population between the ages of 25 and 64 (Table 2.21). Throughout the decades, this age cohort has remained at near half of the population. One noticeable change in the age cohort profile of Sherwood Forest is the change from 1970 to 1980 in the percent of population over the age of 65, which may reflect the construction of the Glendale Park Senior Community that aerial imagery analysis suggests was constructed between 1971 and 1981. The mostly steady cohorts of Sherwood Forest's school age populations help to support the neighborhood's elementary and middle schools, which are sited along Rhodes Avenue at the south boundary of census tract 80. The "5 to 17 years" age cohort has consistently made up nearly 20 percent of the neighborhood, which is slightly higher than the Memphis average.

Table 2.21. Total Population by Age of Sherwood Forest from 1970 to 2017 – Census Tract 80

	1970	1980	1990	2000	2010	2017 ACS
Total Population:	6,094	4,921	4,714	5,080	4,881	5,145
Under 5 Years	5.7%	5.9%	6.8%	7.1%	5.6%	3.7%
5 to 17 Years	22.0%	10.3%	13.0%	18.4%	17.3%	19.9%
18 to 24 Years	11.1%	12.3%	8.0%	10.1%	8.9%	12.6%
25 to 64 Years	51.4%	51.3%	49.3%	49.0%	52.4%	51.1%
65 Years and over	9.7%	20.4%	23.1%	15.4%	15.9%	12.7%

While Sherwood Forest has experienced a relatively stable total population since 1970, their number of total occupied housing units had diminished by nearly 8 percent by 2010 despite the total number of housing units increasing by over 11 percent in that same time (Table 2.22). The most drastic reduction in occupied housing units within Sherwood Forest occurred more recently when the rate of vacancy increased from just under 6 percent in 2000 to over 18 percent by 2010, indicating that Sherwood Forest may have felt more impact from the 2008 housing-related financial crisis. Despite this increase in vacancy, over time, Sherwood Forest had experienced a relatively stable rate of ownership from 1970 to 2010 at just under 70 percent. However, between 2010 and the 2017 ACS estimates, the rate of home ownership dropped to just over 40 percent demonstrating a unique upset in the housing stability of Sherwood Forest not seen in a comparable area such as Normal Station.

This trend suggests a closer look into the effects of the housing crisis on the Sherwood Forest population and a potential need for innovative solutions that can help to stabilize the housing situation while maintaining the neighborhood's growing diversity. With the overall increase in total housing units by nearly 15 percent between 2010 and 2017 and the near 30 percent reduction in owner-occupied units in the same period, the data suggests unique solutions toward both stabilizing rental housing and buyer assistance might be considered.

Table 2.22. Hosing Tenure of Sherwood Forest from 1970 to 2010 – Census Tract 80						
	1970	1980	1990	2000	2010	2017 ACS
Total Housing Units	2,112	2,290	2,271	2,259	2,357	2,428
Total Occupied	2,082	2,252	2,172	2,132	1,923	2,174
- Owner Occupied	76.9%	68.3%	65.9%	64.1%	67.5%	42.2%
- Renter Occupied	23.1%	31.8%	34.1%	35.9%	32.6%	57.8%

Despite the drastic change in the housing tenure profile of Sherwood Forest, especially between 2010 and 2017, the data for the area's Median Gross Rent does not suggest that it is due to heightened affordability. Overall, the area's median gross rent is slightly higher than the average for all of Memphis and saw an increase between 2010 and 2017 that was higher than Memphis' overall increase (Table 2.23).

Table 2.23. Median Gross Rent of Memphis & Sherwood Forest neighborhood 2010 - 2017		
	2010 ACS	2017 ACS
City of Memphis	$758	$862
Sherwood Forest	$765	$873

With Sherwood Forest's decrease in home ownership rates, there was also a decrease in median home value between 2010 and 2017. In these years, the median home value in Sherwood Forest remained at only 65 to 75 percent of the median value for Memphis

overall but while the median for Memphis experienced only a 4 percent decrease in median value, Sherwood Forest's median decreased over 19 percent (Table 2.24).

Table 2.24. Median Home Value of Memphis & Sherwood Forest neighborhood 2010 - 2017

	2010 ACS	2017 ACS
City of Memphis	$98,300	$94,200
Sherwood Forest	$74,700	$60,500

Similar to median home value, Sherwood Forest's household income is, on average, only about 77 percent that of the city of Memphis' as a whole. In addition, between 2000 and 2010, while the city of Memphis' average increased by over 18 percent; Sherwood Forest saw an increase of only about 15 percent. While this suggests that Sherwood Forest might be lagging behind Memphis as a whole in both housing value and income, the change in average income between 2010 and 2017 suggests that Sherwood Forest could actually be experiencing a stagnation. Between 2010 and 2017 the average household income for the city of Memphis increased by over 11 percent while that of Sherwood Forest decreased by almost 1 percent.

Table 2.25. Average Household Income - Memphis & Sherwood Forest (CT 80) - 2000 - 2017

	2000	2010	2017 ACS
City of Memphis	$45,285	$53,442	$59,458
Sherwood Forest	$36,705	$42,467	$42,190

Despite concerns that might arise from Sherwood Forest's stagnating average household income levels, the neighborhood's rate of poverty remains less than that of Memphis as a whole (Table 2.26). In addition, although Sherwood Forest's poverty level from 2000 to 2017 averages at about 90 percent of the level of poverty across the city, the neighborhood did not see an increase in the poverty level between 2010 and 2017 where the city as a whole saw an increase of almost 3 percent. So, for Sherwood Forest, even though signs of prosperity, such as income and home value seem to be stagnant, so too are less positive socioeconomic indicators such as the percent of the population living in poverty.

Table 2.26. Sherwood Forest and City of Memphis Poverty Rate from 2000 to 2017.

	2000	2010	2017 ACS
City of Memphis	*17.0%*	*21.2%*	*21.8%*
Sherwood Forest	16.70%	18.30%	18.30%

An average of 50 percent of Sherwood Forest's population was in the workforce for the years between 2000 and 2017. In this time, an average of over 91 percent of the population was employed and about 9 percent unemployed (Table 2.27). While the both the population in the workforce and the percent of those employed dipped significantly between 2000 and 2010, both indicators improved significantly by 2017 bringing Sherwood Forest's unemployment rate below that of the city's near 7 percent rate. The employment data presented in Table 2.27 are another indicator that the Sherwood Forest neighborhood may have experienced elevated levels of hardship in response to the 2008 financial crisis.

Table 2.27. Sherwood Forest Employment Rate from 2000 to 2017.

		2000	2010	2017
Normal Station	**Population in Workforce**	**2,464**	**2,371**	**2,708**
	Employed	91.30%	88.00%	94.80%

	Unemployed	8.70%	12.00%	5.20%

Although Sherwood Forest's rates of poverty are close to the average citywide levels, their apparent trend of levelling off between 2010 and 2017 might be further explained by looking at the neighborhood's levels of educational attainment (Table 2.27). Like the percent of population in poverty, the percent of Sherwood Forest's population with high school equivalency or less is at about 90 percent of that of the city. In addition, like the city, this percent is trending downward indicating that more of the population is attaining higher levels of education. However, while Sherwood Forest is either at or slightly below the city in most other categories of educational attainment, the only one where the neighborhood outpaces the city is in the achievement of "Some College." With the neighborhood's proximity to the UofM campuses, this could indicate an opportunity to extend educational incentives and programming to Sherwood Forest neighbors.

Table 2.27. Sherwood Forest Educational Attainment from 2000 to 2017.

		2000	2010	2017
Sherwood Forest	**Population 25 Years and Over:**	3,241	3,282	3,282
	High School or Less	49.6%	45.1%	45.1%
	Some College	30.3%	36.9%	36.9%
	Bachelor's or Professional Degree	13.9%	14.6%	14.6%
	Master's Degree	5.5%	2.8%	2.8%
	Doctorate Degree	0.7%	0.7%	0.7%

Key Influencers: organizations, stakeholders, social service providers, business owner

Similar to Messick Buntyn and Normal Station, the Sherwood Forest neighborhood hosts a wide number and type of business enterprises and organizations although in smaller numbers. In addition to the smaller number of neighborhood businesses, Sherwood Forest's urban form, unlike the grid patterns of Messick Buntyn and Normal Station, is a less inviting host to neighborhood scale local business enterprises. The majority of businesses directly serving Sherwood Forest are at the major intersections along the neighborhood's boundary. These include major chain establishments such as Walgreens, Subway and Bank of America; and local service establishments such as DDs Discounts, MA Lightman Bridge Club, and Pat's Beauty Salon. Unlike many of the University District neighborhoods, Sherwood Forest is host to only two religious institutions – Freedom's Chapel and Greater True Holiness. However, Sherwood Forest is also host to more public service institutions then the average University District neighborhood with Sherwood Middle and Elementary Schools as well as Sherwood Park, which is between them and presents a unique opportunity for a district that otherwise offers limited public open space.

Neighborhood Conditions

There are 1,056 residential and 48 commercial buildings within the Sherwood Forest neighborhood. With an average year built of 1948, the neighborhood's residential units were constructed mostly between the 1940s and 1950s while the commercial buildings were constructed later with an average year built of 1962. The neighborhood is zoned predominantly R-1 and R-6 for single-family housing. Commercial zoning for CMU-1 and CMU-3 is concentrated near the northern west and east corners of the neighborhood along Park Ave. where it intersections with Highland St. and Getwell Rd. The land use of Sherwood Forest largely aligns with the neighborhood's zoning and there are few multifamily dwellings or other uses not conforming to the zoning regulations.

The architectural style of Sherwood Forest's housing stock appears to consist primarily of Colonial and Tudor Revival dwellings, similar in style and fashion to Normal Station. Overall, Sherwood Forest's housing stock is decently maintained with only a few individual structures that would be considered in blighted condition.

Images 2.27 and 2.28. Sherwood Forest housing styles (left and right)


Images 2.29 and 2.30. Sherwood Forest conditions (left and right)

Like Normal Station to the north, the Black Bayou also traverses the Sherwood Forest neighborhood. However, in Normal Station the bayou runs parallel to segments of the roadway and the addition of pedestrian bridges across the bayou have proved a valued amenity for improved mobility and livability. In Sherwood Forest, while the built form of the neighborhood largely mimics the natural pattern of the waterway, its channelization for storm water management presents more of a barrier to mobility in Sherwood Forest as it serves to function as a dividing line between privately owned land parcels. Although the bayou does not serve as a functional greenspace, it does allay concerns of flooding held in other neighborhoods throughout Memphis.


Images 2.31 and 2.32. Balck Bayou looking south at Park Ave (left) and looking north at Rhodes Ave. (right)

The roadways within the Sherwood Forest appear to be in good condition overall and presented only minimal potholes. However, several of the more heavily trafficked corridors such as Park and Getwell exhibited noticeably more wear and tear. Much of Sherwood Forest's primary and secondary streets were equipped with sidewalks that appear to be in functional and safe condition overall. However, due to the neighborhoods altered grid

pattern, many of the tertiary roads lack the presence of sidewalks, which is a concern for the neighborhood's overall mobility and connectivity.

APPENDIX C.

Metrics and Indicators Literature Review and Background

Engaging the University of Memphis with long-term, meaningful relationships with surrounding communities is an ongoing and iterative process. It is certainly possible to engage a university and its commitment to scholarship with the civic, social, educational, and economic needs of an area, which can also bring in aspects of social justice into that dialogue (Allahwala et al., 2013). Anchor-based strategies aim to support that relationship between university and community and are the focus of this ongoing research. We aim to characterize how best to measure the success of these efforts and generate a thorough list of potential metrics that can help evaluate the impacts of shared prosperity activities on University of Memphis and University District communities.

In Dubb et al.'s (2013) work to develop The Anchor Dashboard, certain best practices for developing metrics are suggested, including:

- Focusing on measures that are relevant to low-income communities
- Developing measures that echo what communities care about
- Building in flexibility
- Identifying outcomes that are important but not too burdensome to measure or keep track of
- Developing indicators in areas that overlap with institutional capacity and interest.

Each of the suggested metrics below address these principles. Using stakeholder input along with research in best practices, we have developed these metrics to be general enough to apply in a variety of settings while also providing specificity to the UD and local concerns. Census data were used as metrics to track changes in the neighborhoods of the University of Pennsylvania between 1990 and 2010, which found that though there were improvements in economic growth and property values, the neighborhood did not gentrify overall, contrary to a circulating public opinion (Ehlenz, 2016). The study examined trends in three broad areas: (1) demographic data including population and racial profiles, (2) socioeconomic variables including median income changes and poverty, and (3) housing trends including number of units, tenure, vacancy rates, and home values. The same data for Memphis UD were collected early 2019 by the University District Design Studio group, which will help us develop thorough baselines for the UD. Tracking changes over time will ensure a detailed picture of how the UD is changing and enable projections or indicators of where attention or specific interventions may be best implemented.

It is important to realize, however, that this strategy must go beyond identifying metrics and measures. Goals that are important to both the neighborhoods and the institutions involved must be generated to address the core values and concerns of all partners involved (Rubin, 2000). We recommend that a shared set of guiding values or goals be generated with strategies that encompass concerns from residents, the University, and other local partners. Developing a concrete, shared vision of what shared prosperity looks like in the UD specifically will serve this project well and help guide future activities. Housing, displacement concerns, crime prevention, and education/workforce development are a few key issues that have surfaced from stakeholder engagement interviews - how then can we generate a shared vision that identifies how this might capture the shared prosperity work?

Example questions under this shared-vision umbrella include:

- How can we ensure that existing residents that wish to remain in the neighborhood long-term have the opportunity and capacity to do so?
- How can University support reduce commuting distance amongst its students, staff, and faculty through transit, bicycle, and rental/ownership options nearby?
- How can the University support K-12 education in the area to improve standardized test scores and graduation rates?

Prosperity Now has created a scorecard that includes 26 different measures for cities, counties, and MSAs (scorecard.prosperitynow.org) to evaluate the financial security and economic opportunity of particular regions. Furthermore, prosperity metrics have been previously identified at the state level that could also serve as a baseline for improvements within the UD. One strategy for evaluating the impact of shared prosperity initiatives within the UD is through calculating some of the same metrics for the UD and comparing them against statewide values. Customizable scorecards can be created through: http://scorecard.prosperitynow.org/reports#report-state-profile/tn and represent a mixture of economic, financial, health, and housing metrics that can serve as an interesting comparison tool. A Memphis-specific scorecard has also been developed previously, which offers another baseline and mode of comparison for the UD. Policy strategies are also a part of this initiative, suggesting another avenue of further action for other courses at the University of Memphis within the City and Regional Planning Department or other interdisciplinary course offerings (such as Criminal Justice, Public Health, Education, Social Work, or others).

The University of Memphis is also seeking a reclassification within the Carnegie Classification of Higher Education Institutions through improving community engagement practices. These efforts will support moving from a Doctoral R2 classification to R1, meaning we move from a High Research Activity level to a Very High Research Activity Level. This provides another set of guiding values, goals, and metrics to consider in developing a university-anchor shared prosperity strategy.

Lastly, a review of previous planning efforts in the University District, to include the 2009 University District Comprehensive Plan and the Memphis 3.0 University District Plan provides additional background context, metrics, and goals to consider in localizing this strategy. A brief review of these plans is included below.

University District Comprehensive Plan (2009)

The goals outlined in the 2009 University District Comprehensive Plan were identified as part of a broader Vision 2030 to establish the partners' future desires for growth over the next two decades. The three main categories of goals were land development, transportation, and community facilities, with various subtypes in each. In considering which of these goals have been achieved, which are ongoing, and which have remained unaddressed, we can gain a better understanding of the existing conditions and historical challenges in the University District, and how to best build on past planning initiatives to create shared prosperity with anchor institution development strategies.

Memphis 3.0 Comprehensive Plan and University District Priorities

The University District is one of fourteen districts established in the Memphis 3.0 citywide comprehensive plan. Memphis 3.0's vision for the University District is as follows:

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.

Memphis 3.0 identifies the following projects within its 'Accelerate' priorities that fall within the University District, suggesting there is opportunity for growth and investment in the district. Once again, that growth should come with thoughtful approaches and a vision of shared prosperity. Metrics from these initiatives are possible to construct given the goals and timeframes.

Accelerate

University of Memphis - INSTITUTIONAL CAMPUS

- Create school zones around university campuses for traffic calming. Short-term 1-2 years
- Seek funding sources for developments with higher density in anchor areas considered prime for smart growth. Short-term 1-2 years

Park & Getwell - NEIGHBORHOOD MAIN STREET

- Encourage community events or informal markets at Audubon Park and on underutilized land. Short-term 1-2 years

- Provide crossing lights and caution lights at intersections or high-speed zones. Short-term 1-2 years
- Identify redevelopment plans for key economic corridors to support business development. Medium-term 2-5 years

Highland Street - URBAN CENTER

- Create attractive, natural barriers and crossings to the railroad for safety and traffic efficiency. Short-term 1-2 years
- Support multimodal transportation infrastructure to connect high activity areas. Medium-term 2-5 years

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