

PARK AVENUE - SEA ISLE DEVELOPMENT OVERVIEW /
TRUSS - MCKINNEY STUDY
SUMMARY
April, 1980

The maintenance of the existing land use patterns and underlying zoning in the study area should be maintained except for six areas. The bulk of the residential structures appear to be in good to excellent condition and are of brick construction requiring little exterior maintenance. Five of the six areas are pivotal to the stability of the existing land use pattern.

Area "A", lying east of Mt. Moriah Road and north of the Eastgate Shopping Center, was the subject of a zoning study completed in 1973. The Truss-McKinney Study recommended the area remain predominantly zoned "R-3" Two-Family Dwelling District. Commercial and office development adjoins the area in all directions. Non-residential rezoning or planned development of the area will be supported provided the following criteria are met:

1. The entire "R-3" area is zoned at the same time.
2. A comprehensive development of the area is planned as an extension of the existing shopping center, or new non-residential development is to be undertaken with a new circulation system and any necessary upgrading of utilities.

Area "B" is located immediately east of White Station Road along the north side of Park Avenue. The area is vacant except for a small church and one single-family dwelling. A residential-office planned development is encouraged for the entire area so the difficulties that have been encountered in developing the present "O-2" parcel may be resolved while insuring that the intensity of office development is controlled to discourage its extension eastwardly to Park Valley Road. The remainder of Area "B", presently zoned "R-2" Single-Family, should be devoted to medium-density residential uses, not exceeding 17 units per gross acre.

Area "C", consisting of five developed single-family parcels located immediately east of White Station Road on the south side of Park Avenue, is proposed for medium-density residential development, not exceeding 17 dwelling units per gross acre.

Office uses will not be supported for this area. If additional office demand exists for locations within the study area, it can be met by the proposed redevelopment suggested for Area "A" where the traffic thereby generated can be dispensed to three major roads (Mt. Moriah, White Station and Park) rather than to Park Avenue alone.

Area "D", located at the northeast corner of Park Avenue and Estate Drive, comprises two parcels presently developed for church and single-family use. Institutional activities provide effective transitions between residential and non-residential districts. The extension of church-related activities eastwardly along Park Avenue onto the parcel now occupied by a residential dwelling, would not be detrimental to the predominately single-family neighborhood which exists east of Estate Drive within the study area. Office uses, subject to access limited to Estate Drive and other conditions generally imposed in planned developments to achieve maximum compatibility with adjacent activities, are appropriate for the northern portion of Area "D".

Area "E" consists of approximately nineteen developed single-family parcels. The redevelopment of these nineteen parcels for medium-density residential uses, not exceeding 17 units per gross acre, is suggested. Incremental or lot-by-lot development requests are discouraged, since the limited depth in some parcels will present physical constraints for the design of individual lots. The assembly of individual lots will avoid such constraints and will reduce the number of curb cuts along Park Avenue.

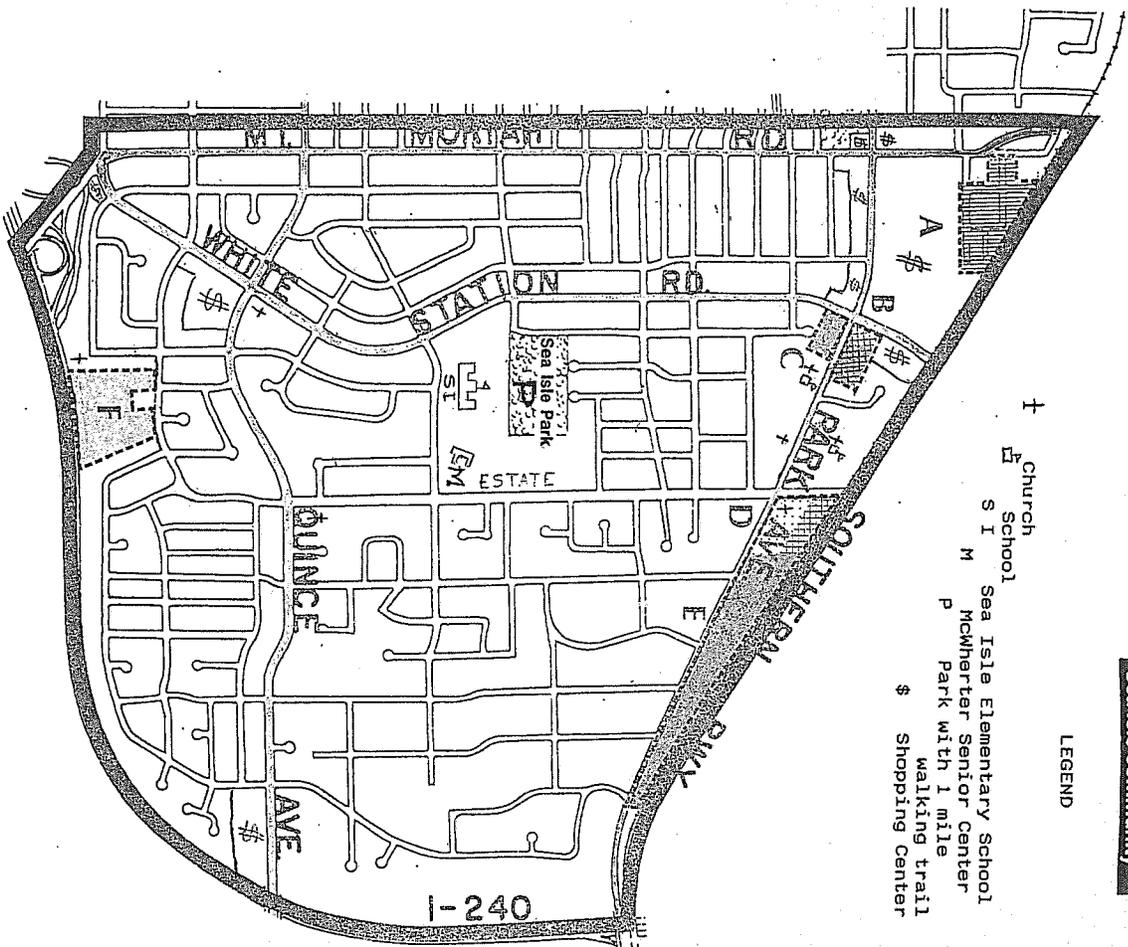
Area "F", the only sizable vacant acreage within the study area, lies south of Helene Avenue and east of Vera Cruz Street. Area "F" is surrounded, except for Interstate 240 to the south, by single-family residences in the "R-1A" District. Single-family uses, as permitted by the underlying "R-1A" zoning, are recommended for Area "F". This area is beyond the limits of the floodway or floodplain of Nonconnah Creek.

With the exception of the six areas within the study area addressed above, the existing land use pattern of the area should be maintained.

Sea Isle community

LEGEND

- + Church
- ⌘ School
- S I Sea Isle Elementary School
- M McWhorter Senior Center
- P Park with 1 mile walking trail
- \$ Shopping Center



**PARK AVENUE-SEA ISLE
DEVELOPMENT OVERVIEW /
TRUSS-MCKINNEY STUDY**

Proposed Land Use

LEGEND

- Low-Density Residential
- Medium-Density Residential
- Public, Quasi-Public
- Office
- Commercial / Office
- Area Boundary
- Study Limits

Prepared by
Memphis and Shelby County Office of Planning and Development
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PARK AVENUE - SEA ISLE

DEVELOPMENT OVERVIEW

Memphis and Shelby County
Office of Planning and Development
April, 1980

INTRODUCTION

The Park Avenue - Sea Isle Development Overview was prepared by the Office of Planning and Development as a guide for future land use to be used by the staff to evaluate development plans and requests submitted for sites within the study area. The preparation of this overview was requested by the Land Use in Control Board. The area addressed in the overview, as outlined in Figure I, is bordered generally by the Southern Railway right-of-way on the north, Interstate 240 on the east and south and Mt. Moriah Road on the west.

EXISTING STREET NETWORK

Vehicular access is among the most basic determinants of land use. Major roads and collector streets which serve the study area are illustrated in Figure I. Five major roads, as identified in the Memphis Urban Area Transportation Study (MUATS), traverse or border the Park Avenue - Sea Isle area. Park Avenue is the only major road serving the area where any further improvements are underway or presently proposed. The widening of Park Avenue now in progress is outside the study area, east of Interstate 240 between St. Francis Hospital and Ridgeway Road. Two of the major roads traverse the area in a north-south direction. Mt. Moriah and White Station Roads both have an 80 foot right-of-way and 60 feet of pavement width serving two lanes of traffic in each direction. The design capacity of these roads is approximately 25,000 vehicles per day. Mt. Moriah has a current volume of 21,000 vehicles per day while volume on White Station ranges from 18,000 to 20,000 vehicles per day.

The major east-west roads in the area include Park and Poplar Avenues and Quince Road. Park Avenue and Quince Road are identical to Mt. Moriah and White Stations Road in capacity, construction and design. Daily volumes on Park and Quince are 25,000 and 13,000 vehicles, respectively. Although Poplar Avenue lies outside the study area, the prominence of this traffic corridor in East Memphis dictates it be included in reviewing the major street network the Park Avenue - Sea Isle envisions. Poplar Avenue has a 78 foot right-of-way with 66 feet of pavement carrying three lanes of traffic in each direction. Poplar is designed to handle 2,750 vehicles per hour. This figure is probably exceeded in the Poplar-Mendenhall area where nearly 50,000 vehicles per day utilize Poplar Avenue. This figure decreases in the White Station-Estate Drive area to less than 40,000.

Interstate 240 is the remaining major road servicing the area with interchanges at Poplar Avenue and Mt. Moriah Road.

Park Avenue - Sea Isle Development Overview

Figure 1
MAJOR ROADS, COLLECTOR STREETS
AND STUDY LIMITS

LEGEND

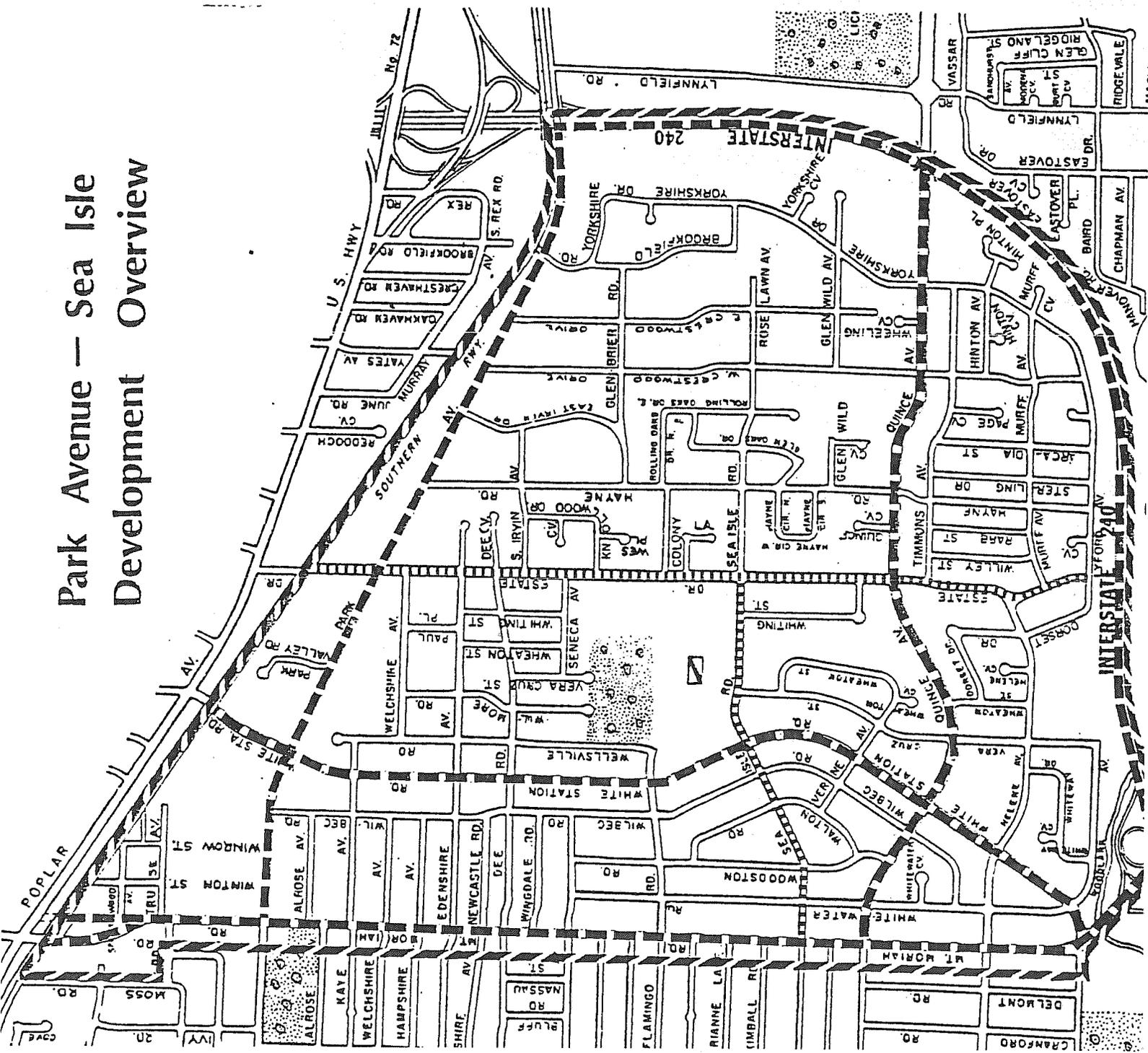
-  Major Road
-  Collector Streets
-  Study Limits



1" = 1300'

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Office of Planning and Development

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The daily traffic volumes on the freeway are 61,000 vehicles between Perkins and Mt. Moriah and 53,000 vehicles between Mt. Moriah and Poplar Avenue. An estimated 8,000 vehicles per day exit Interstate 240 at Mt. Moriah in an eastwardly direction in excess of those entering the interstate from Mt. Moriah traveling further east. The significant increase of traffic south of the interstate on Mt. Moriah indicates the predominate flow of traffic from the interstate is to the south and not north into the study area.

Estate Drive and Sea Isle Road are the dominant collector streets which carry traffic from the numerous minor residential streets which blanket the study area to the major street network.

EXISTING PUBLIC WATER AND SANITARY SEWER SERVICE

The Park Avenue - Sea Isle area is served by public water and sanitary sewer facilities which are adequate at this time to accommodate present development patterns. Existing service patterns include larger water mains and outfall sewers exceeding twelve inches in diameter as well as numerous lines of smaller diameter.

EXISTING LAND USE PATTERN

The predominant existing land use in the Park Avenue - Sea Isle area is single-family detached dwellings, as illustrated on Figure II, located along both minor streets and major roads. Existing duplexes are concentrated near the northwest and southeast limits of the study area. Multi-family development is limited to the Quince-Yorkshire and Park-Estate areas. Several public and quasi-public uses, including churches, schools and public parks, are scattered throughout the area. Non-residential uses are generally limited to the northwest limits of the study area, north of Park Avenue and west of White Station Road, and are dominated by the Eastgate Shopping Center. Two small neighborhood shopping centers are located at the southeast corners of White Station and Quince and Yorkshire and Quince.

A few vacant parcels are scattered throughout the study area. The only sizeable vacant acreage in the area lies south of Helene Avenue and east of Vera Cruz Street adjoining the East Memphis Catholic Club.

EXISTING ZONING CLASSIFICATION

The existing zoning pattern in the study area is illustrated in Figure III. The official zoning maps are contained in the Memphis and Shelby County Zoning Atlas maintained by the Office of Planning and Development. The established land use pattern generally conforms to the underlying zoning.

Park Avenue - Sea Isle Development Overview

Figure 11
EXISTING LAND USE PATTERN

LEGEND

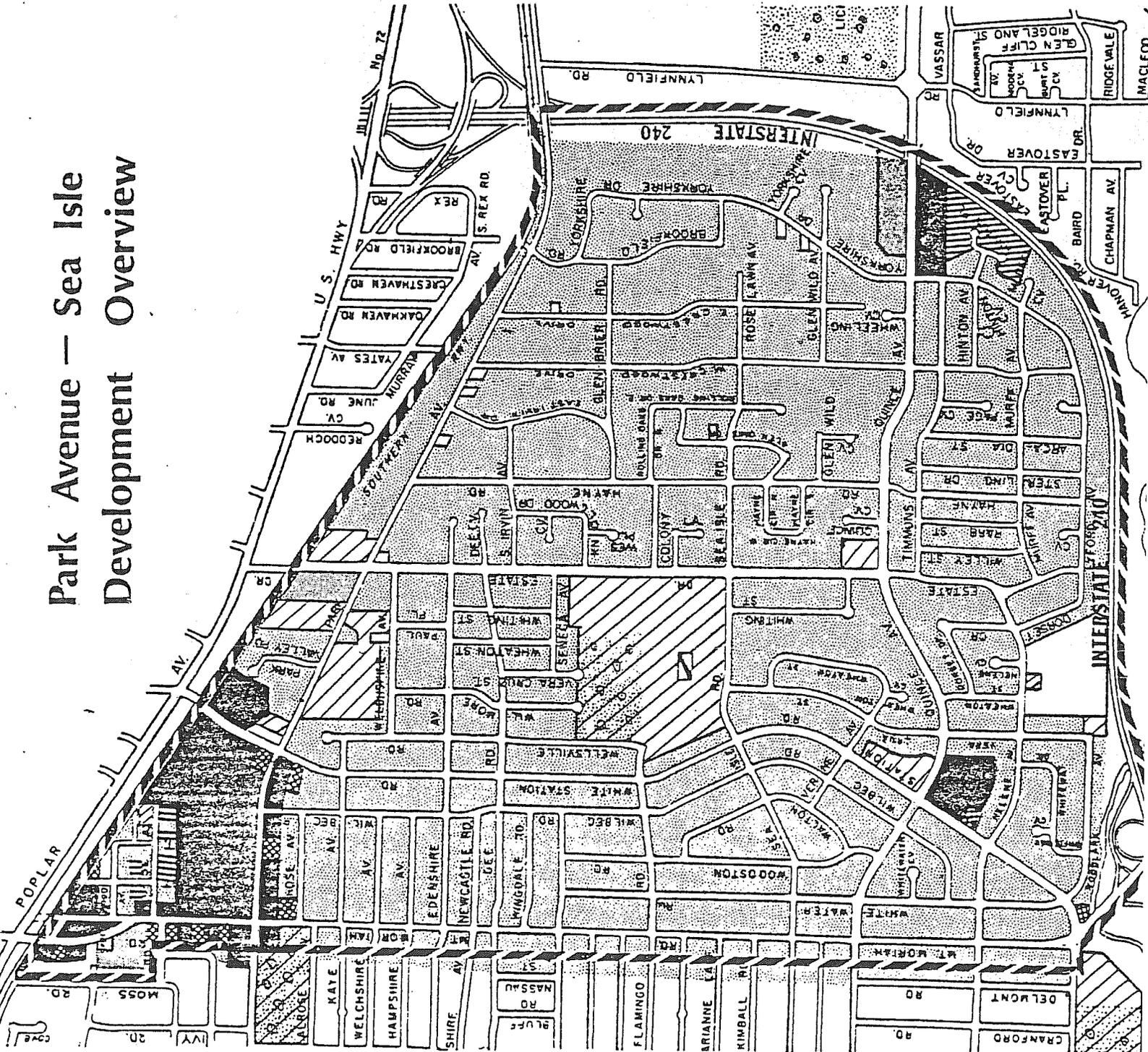
- Single-Family
- Two-Family
- Multiple-Family
- Public, Quasi-Public
- Office
- Commercial
- Vacant
- Study Limits



1" = 1300'

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PROPOSED LAND USE PATTERN

The maintenance of the existing land use patterns and underlying zoning in the study area should be maintained except for six areas. The bulk of the residential structures appear to be in good to excellent condition and are of brick construction requiring little exterior maintenance. Five of the six areas outlined on Figure IV are pivotal to the stability of the existing land use pattern.

Area "A", lying east of Mt. Moriah Road and north of the Eastgate Shopping Center, was the subject of a zoning study completed in 1973. The Truss-McKinney Study recommended the area remain predominately zoned "R-3" Two-Family Dwelling District. The recommendation recognized that the area was bounded to the south and east by the Eastgate Shopping Center zoned "C-2" Commercial, to the west by neighborhood commercial facilities within the "C-1" District and to the north by the Southern Railway right-of-way and Poplar Avenue. The area is additionally impacted by Clark Tower which lies just north of Poplar Avenue.

The older frame single and two-family dwelling units in the area are serviced with all utilities but the streets are of sub-standard width, some with rights-of-way of only 20 feet. The area only has one point of access - Spottswood Street at its intersection with Mt. Moriah Road.

Commercial and office development adjoins the area in all directions. Non-residential land uses for Area "A" will be supported. An extension of the existing shopping center, or a complementary office development would be a suitable form of redevelopment. A comprehensive redevelopment of the site, including upgrading utility services, where necessary, and the existing circulation system, will likely be necessary. The rezoning of individual parcels to non-residential zoning classification is neither encouraged nor will it be supported. Inadequate roads and poor access would severely impact the remaining residential dwellings and discourage the assembly of parcels needed for a comprehensive redevelopment scheme. Future rezoning or planned development of the area will be supported provided the following criteria are met:

1. The entire "R-3" area is zoned at the same time
2. A comprehensive development of the area is planned as an extension of the existing shopping center or new non-residential development is to be undertaken with a new circulation system and any necessary upgrading of utilities.

Provided these criteria are met, redevelopment of the area will be encouraged.

The Office of Planning and Development will not, however, initiate any zoning application to implement the suggested comprehensive redevelopment of the area.

Area "B" is located immediately east of White Station Road along the north side of Park Avenue. The area is vacant except for a small church and one single-family dwelling. Commercial development lies to the north and west; single-family residences and institutional uses are to the east and south. Park Avenue and White Station Road are both major roads primarily serving commuter traffic. Their average daily traffic volumes exceed 20,000 vehicles but the bulk of this traffic is carried during the peak morning and afternoon hours. The existing efficiency of these roads is due in part to the reduction in traffic during the remainder of the day. Traffic flow during off-peak hours is reduced because of the residential character of abutting uses east of White Station and south of Park Avenue. The present "O-2" parcel in Area "B" is now undevelopable and some limited expansion of office zoning to the east might be justified. A residential-office planned development is encouraged for the entire area so the difficulties that have been encountered in developing the present "O-2" parcel may be resolved while insuring that the intensity of office development is controlled to discourage its extension eastwardly to Park Valley Road. The remainder of Area "B", presently zoned "R-2" Single-Family, should be devoted to medium-density residential uses, not exceeding 17 units per gross acre.

- Unified development of the "R-2" area will be encouraged even if a combined development requests with the adjoining "O-2" parcel is not forthcoming. The extension of office use eastwardly from the "O-2" parcel will not be supported. The suggested medium-density residential development is compatible with the existing institutional activities now established to the east along Park Avenue and will provide for further transitional types of development between the commercial activities to the west of White Station Road and the exclusively single-family neighborhood to the east of Estate Drive.

Area "C", consisting of five developed single-family parcels located immediately east of White Station Road on the south side of Park Avenue, are proposed for medium-density residential development, not exceeding 17 dwelling units per gross acre. The justification for this recommendation is the same as that offered for the "R-2" parcel in Area "B" with one additional qualification. The redevelopment of individual lots in Area "C" is discouraged and the assembly of parcels to enable more unified reuse is encouraged. Increasing residential densities without a reduction in the points of vehicular access along Park Avenue will reduce the traffic-carrying capacity of this major road.

Office uses will not be supported for this reason. If additional office demand exists for locations within the study area, it can be met by the proposed redevelopment suggested for Area "A" where the traffic thereby generated can be dispensed to three major roads (Mt. Moriah, White Station and Park) rather than to Park Avenue alone.

Area "D", located at the northeast corner of Park Avenue and Estate Drive, comprises two parcels presently developed for church and single-family use. The right-of-way of the Southern Railway borders the area on the north. Non-residential development extends from Poplar Avenue to the north limits of the railroad right-of-way. Institutional activities provide effective ~~transitions between residential and non-residential districts.~~ The extension of church-related activities eastwardly along Park Avenue onto the parcel now occupied by a residential dwelling would not be detrimental to the predominately single-family neighborhood which exists east of Estate Drive within the study area. Non-residential development will be supported within Area "D" only when vehicular access can be restricted to Estate Drive and denied from Park Avenue through a planned development. Planned development enables restrictions not only on the intensity of use but also limits use itself even among the uses permitted in a particular zoning district.

Commercial development cannot be justified in Area "D" since the only existing commercial activities south of the railroad right-of-way in the study area are located nearly one-quarter mile to the west. Office uses, subject to access limitations and other conditions generally imposed in planned developments to achieve maximum compatibility with adjacent activities, are not inappropriate for the northern portion of Area "D".

Area "E" consists of approximately nineteen developed single-family parcels lying between Park Avenue and the railroad right-of-way and immediately east of Area "D". Non residential development predominates to the north of Area "E" across the railroad; single-family residences are to the south. The redevelopment of these nineteen parcels for medium-density residential uses, not exceeding 17 units per gross acre, is suggested. Incremental, or lot-by-lot, development requests are discouraged for all but the three westernmost lots, since the limited depth in some parcels, especially near the east boundary of Area "E", will present physical constraints for the design of individual lots. The assembly of individual lots will avoid such constraints and will reduce the number of curb cuts along Park Avenue, thereby not significantly decreasing the traffic-carrying capacity of this major road.

Non-residential redevelopment of Area "E" will not be supported because of its anticipated impact on Park Avenue traffic flow and the expected development pressure for similar uses along the south side of this major road where some parcels remain undeveloped.

Major roads per se do not provide effective points of transition between general types of land use. The only existing non-residential development in the portion of the study area east of Estate Drive and south of Park Avenue is a shopping center at Quince and Yorkshire some 4,000 feet to the south of Area "E".

Area "F", the only sizable vacant acreage within the study area, lies south of Helene Avenue and east of Vera Cruz Street. Area "F" is surrounded, except for Interstate 240 to the south, by single-family residences in the R-1A District. Single-family uses, as permitted by the underlying "R-1A" zoning, are recommended for Area "F". This area is beyond the limits of the floodway or floodplain of Nonconnah Creek delineated by the U.S. Army Corps of Engineers.

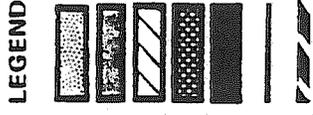
With the exception of the six areas within the study area addressed above, the existing land use pattern of the area, outlined on Figure II, should be maintained and will be supported.

CONCLUSION

This overview identifies those areas within the Park Avenue - Sea Isle environs where redevelopment will be supported at this time. The Office of Planning and Development will not initiate any development request to implement the recommendations outlined in the overview. The use proposals which have been described for specific areas within the study limits will be used only in evaluating development request filed by property owners or prospective developers.

Park Avenue - Sea Isle Development Overview

Figure IV
PROPOSED LAND USE PATTERNS



1" = 1300'

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