

Rozelle-Annesdale Plan for Growth and Development



Rozelle-Annesdale Neighborhood Association
Memphis/Shelby County Division of Planning & Development
June, 2005

Rozelle-Annesdale Plan for Growth and Development

for

**Rozelle-Annesdale
Neighborhood Association**

by

Susmitha Attota (Advisor: Mr. Gene Pearson)

University of Memphis

June 2004

Memphis/Shelby County Division of Planning & Development

(Revisions)

March 2005

RESOLUTION

**ADOPTING A REDEVELOPMENT PLAN
FOR THE ROZELLE-ANNESDALE NEIGHBORHOOD**

WHEREAS, Joint Ordinance/Resolution 2524 provides for the preparation, adoption and recommendation of detailed plans for neighborhoods or other appropriate planning areas;

WHEREAS, the area known as Rozelle-Annesdale is bounded by the L & N railroad to the north, the MoPac railroad to the west, the Southern railroad to the south and McLean Boulevard to the east; and,

WHEREAS, the Memphis and Shelby County Division of Planning and Development in coordination with the Rozelle-Annesdale Neighborhood Association has prepared the Rozelle-Annesdale Plan for Growth and Development including the examination of public facilities, transportation elements, land use compatibility, and established recommendations regarding the land use and other matters pertaining to public safety and general welfare; and

WHEREAS, the Memphis and Shelby County Division of Planning and Development has determined the plan to be consistent with current city policies; and

WHEREAS, three or more public meetings were held in the Rozelle-Annesdale community at which the findings and recommendations of the plan were presented; and

WHEREAS, the Rozelle-Annesdale Plan for Growth and Development was presented to the Land Use Control Board on April 14, 2005, and the community residents provided comments and input; and

WHEREAS, the Council of the City of Memphis has reviewed the recommendations of the committee, Land Use Control Board, the community, plan and recommendation of the Office of Planning and Development; and

WHEREAS, The Memphis/Shelby County Division of Planning and Development and the City Council Planning and Zoning Committee reported its recommendations to the City Council regarding the objectives, standards and criteria, and the effect of adopting this plan; and

WHEREAS, The Council of the City of Memphis has held a public hearing on the plan and determined that the plan meets the objectives, standards and criteria for a neighborhood plan, and said plan is consistent with the public interest.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF MEMPHIS, that the Rozelle-Annesdale Plan for Growth and Development be adopted and shall be in full force and effect as a guide for the future development and redevelopment of properties in the Rozelle-Annesdale neighborhood.

BE IT FURTHER RESOLVED, That this resolution shall take effect from and at its adoption, the welfare of the City requiring it.

ATTEST:

I hereby certify that the foregoing is a true copy
and document was adopted, approved by the
Council of the City of Memphis in regular
session on

JUN 21 2005

Date


Deputy Comptroller - Council Records

AN ORDINANCE AMENDING ORDINANCE NO. 3064 OF THE CODE OF ORDINANCES, CITY OF MEMPHIS, TENNESSEE, ADOPTED ON OCTOBER 7, 1980, AS AMENDED, KNOWN AS THE ZONING ORDINANCE OF THE CITY OF MEMPHIS, SO AS TO MAKE CERTAIN CHANGES IN THE ROZELLE-ANNESDALE NEIGHBORHOOD *Ord. #5106*

WHEREAS, A proposed amendment to the Zoning Ordinance of the City of Memphis, being Ordinance No. 3064 of the City Code of Ordinances, City of Memphis, Tennessee, as amended, has been submitted to the Memphis and Shelby County Land Use Control Board for its recommendation and report, designated as Case No. Z 05-107.

WHEREAS, The Memphis and Shelby County Land Use Control Board has filed its recommendation and report with the Council of the City of Memphis; and

WHEREAS, The provisions of the Code of Ordinances, City of Memphis, Tennessee, as amended relating to the proposed amendment, has been compiled with:

NOW THEREFORE,

SECTION 1.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF MEMPHIS, THAT the Zoning Ordinance of the City of Memphis, Ordinance No. 3064 of the Code of Ordinances, City of Memphis, as amended, be and same hereby is amended as follows:

The Rozelle-Annesdale neighborhood is predominately single-family with a commercial corridor bisecting it along Lamar Avenue. Rezoning is proposed to help the neighborhood stabilize and grow to fill the few remaining undeveloped and vacant lots; advance the commercial corridor as support for the needs of the local residents and to become more compatible with the neighborhood. The following rezoning recommendations are made.

Establish a Historic Conservation District overlay. The purpose of this overlay district is to protect the historic character of the neighborhood and its buildings.

20 additional rezoning recommendations focus on changing the prevailing R-D (Duplex residential) zoning to R-S6 (Single-Family residential) and the C-H (Highway Commercial) zoning to C-L (Local Commercial). There are also some industrial areas that will be kept intact or reverted to residential as they are currently not in use. Property being more particularly described by an area number on the attached map.

- | | |
|-----------------|-----------------|
| 1. R-D to I-L | 11. C-H to R-S6 |
| 2. R-MM to R-S6 | 12. P to R-S6 |
| 3. R-D to R-S6 | 13. P to R-S6 |
| 4. R-D to R-S6 | 14. C-H to R-S6 |
| 5. C-H to C-L | 15. C-H to R-S6 |
| 6. I-L to C-L | 16. C-H to R-S6 |
| 7. I-L to R-S6 | 17. P to R-S6 |
| 8. C-H to R-S6 | 18. P to R-S6 |
| 9. C-L to R-S6 | 19. C-H to R-S6 |
| 10. P to R-S6 | 20. R-D to C-L |

SECTION 2.

BE IT FURTHER ORDAINED that the Director of the Office of Planning and Development be and is hereby directed to make the necessary changes in the Official Use District Maps to conform to the changes herein made, that all official maps and records of the Memphis and Shelby County Land Use Control Board and the City of Memphis be, and they hereby are, amended and changed so as to show the aftermentioned amendment of the said Zoning Ordinance.

SECTION 3.

BE IT FURTHER ORDAINED This ordinance take effect from and after the date it shall have been passed by the Council, signed by the Chairman of the Council, certified and delivered to the Office of the Mayor in writing by the comptroller, and become effective as otherwise provided by law.

ATTEST:

THE FOREGOING ORDINANCE	PASSED
# <u>5106</u>	
1st Reading <u>5-17-05</u>	
2nd Reading <u>6-7-05</u>	
3rd Reading <u>6-21-05</u>	
Approved <u>[Signature]</u>	Chairman of Council
Date Signed: <u>7-5-05</u>	
Approved: <u>[Signature]</u>	Mayor, City of Memphis
Date Signed: <u>7-10-05</u>	

I hereby certify that the foregoing is a true copy, and said document was adopted by the Council of the City of Memphis as above indicated and approved by the Mayor.

Valerie C. Snipe
Comptroller

#38

Table of Contents

Chapter	Page
Table of Contents	i
List of Tables	ii
List of Maps	ii
I. Introduction	1
A. Purpose and Scope	1
B. Description of the neighborhood	1
C. Organization of report	4
II. Neighborhood History and Previous Plans	5
A. History	5
B. Previous plans	8
III. Conditions and Trends	12
A. Population Trends	12
B. Housing Trends	15
C. Current Land Use and Zoning	16
D. Structural and environmental conditions	21
E. Design Character	26
F. Planning Issues	27
IV. Plan Concept	29
A. Development Plan Goals for 2010	29
B. Plan Proposals	29
V. Organization for Action	36
A. Neighborhood Organization	36
B. Commercial Area Development	37
C. Public Facility Investment	38
D. Housing Development	39
E. Land Use Regulations	41
F. Conclusion	42
References..	43

List of Tables

Table No.	Page
1 Year Structure Built	3
2 Total Population	8
3 Age of Population	9
4 Average Household Size	9
5 Education Attainment	10
6 Employment	11
7 Income and Poverty	11
8 Housing	12
9 Housing Value	12
10 Occupancy	13
11 Structural Conditions	15
12 Lot Conditions	15
13 Properties for Potential Growth	17

List of Maps

Map No.	Page
1 Location of Rozelle-Annesdale	2
2 Rozelle-Annesdale Neighborhood Boundaries	3
3 Year Structure Built	6
4 Existing Land Uses	17
5 Vacant Land	20
6 Land Use and Zoning	22
7 Property Conditions	24
8 Land Use Alternative	35

I. INTRODUCTION

A .Purpose and Scope

The purpose of this report is to provide a plan for the Rozelle-Annesdale neighborhood that can be used by the community members to present to local government officials.

A general development plan which contains recommendations for public facility improvements and land development is thus presented in this report based on the past and current trends. It is intended to achieve recommended development in the neighborhood with the help of this plan by the year 2015.

This plan focuses only on the physical development of the neighborhood. Other issues such as prevention of crime in the neighborhood (which was identified in the neighborhood meeting) are partially covered by this plan and require additional research, which is not included in the scope of this report.

Also a separate report on comprehensive rezoning of the neighborhood is provided along with this report, in order to implement the land use recommendations of this plan.

B. Description of the Neighborhood

Rozelle-Annesdale is located in the Midtown Planning District of Shelby County. For the purpose of this research, the study area is defined by the L & N railroad to the north, the MoPac railroad to the west, the Southern railroad to the south and McLean Boulevard to the east.

The neighborhood covers a portion of Census Tract 62 and Census Tract 63. The population and housing trends are analyzed using the data from the census block groups which exactly fit the neighborhood boundaries.

The neighborhood is centrally located and surrounded by Cooper-Young neighborhood to the east, Annesdale-Snowden neighborhood to the west, Central Gardens neighborhood to the north and Glenview neighborhood to the south.

The current pattern of development in the neighborhood is predominantly residential. A commercial strip exists along Lamar Avenue which bifurcates the neighborhood. Industrial properties exist along the railroad tracks on the northern and western boundaries of the neighborhood.

Rozelle-Annesdale boundaries are used by two neighborhood organizations. They are the Rozelle-Annesdale Neighborhood Association, which was organized in 1973 and the Pigeon

Rozelle Annesdale

Location in
Shelby County



Major Roads



Interstate



Shelby County

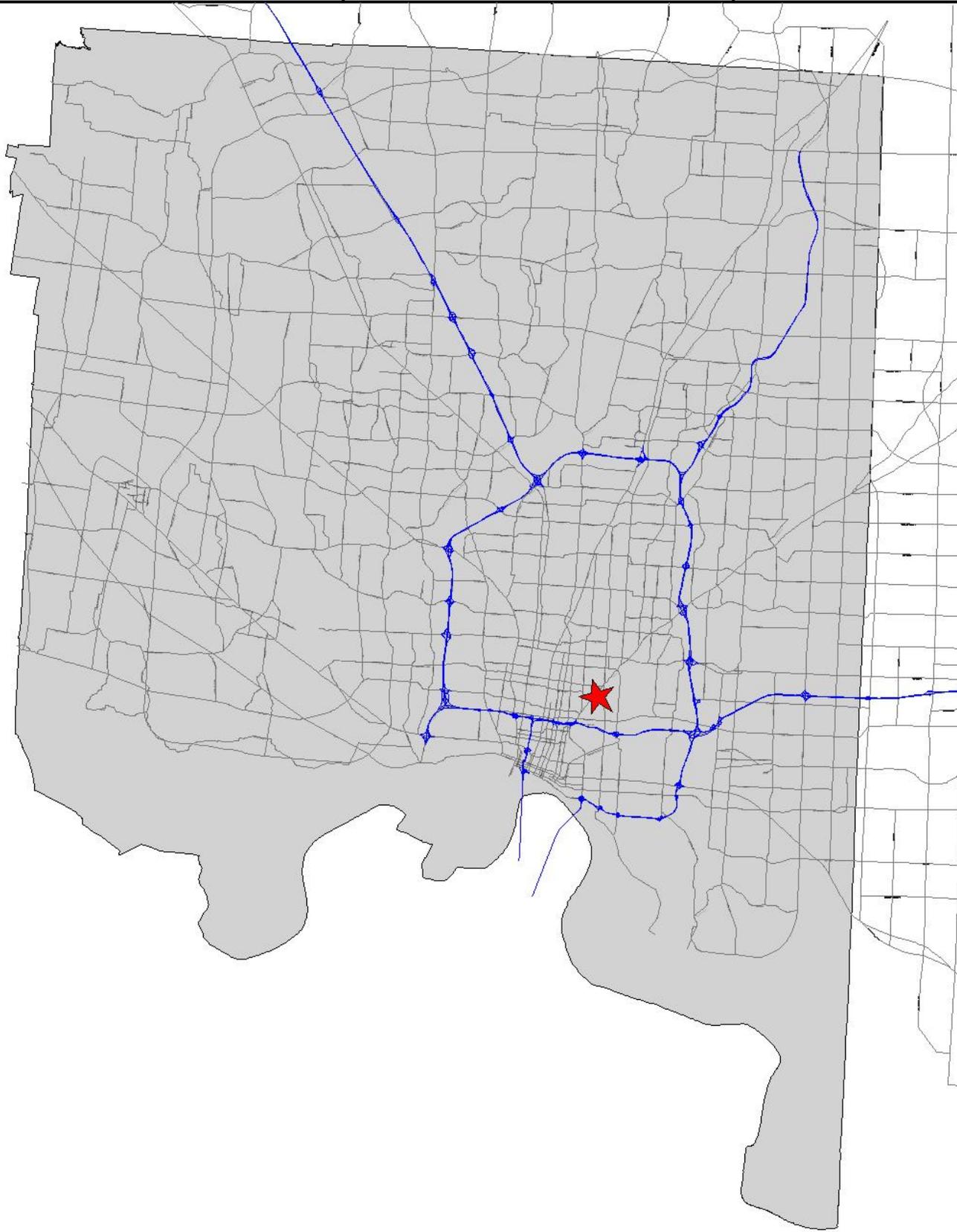


Rozelle Annesdale
Neighborhood



0 2 4 Miles

Memphis & Shelby County
Division of Planning and Development
March 21, 2005



Rozelle Annesdale Area

Neighborhood Boundary Map

- Surrounding Area
- Hallroads
- Neighborhood Boundary



0 200 400 Feet

Memphis & Shelby County
Division of Planning and Development
March 21, 2005





Figure 1 Rayner Residence – 1020 Rayner Street

Roost Development Corporation, which was organized in 1985. Both of these organizations have been inactive for a number of years and have been recently reorganized to work toward the neighborhood's revitalization.

The Cooper-Young Development Corporation (CYDC) extended its boundaries to include the portion of Rozelle-Annesdale north of Lamar. It

has built several houses in this area, mainly in the Annesdale section and has plans to build additional houses in the near future.

C. Organization of the Report

The following chapter presents an overview of the neighborhood's history and discusses proposals and outcomes from previous plans for the Rozelle-Annesdale neighborhood. These proposals and outcomes partly form the basis for defining planning issues of the neighborhood.

The third chapter discusses past and current trends of the neighborhood with respect to population and housing to determine the potential for future development. The results of the visual survey are also presented in this chapter to identify the current land uses, and structural and environmental conditions of the neighborhood. Based on this information, planning issues for the neighborhood are summarized at the end of this chapter.

The fourth chapter outlines the goals for development based on the planning issues discussed in the previous chapter; and it concludes with a general development plan for the entire neighborhood.

Finally the fifth chapter presents steps to be taken to implement this development plan.

II. NEIGHBORHOOD HISTORY AND PREVIOUS PLANS

This chapter discusses the history of Rozelle-Annesdale and the past and current planning studies that are relevant for its redevelopment.

A. History

Rozelle-Annesdale is one of the oldest neighborhoods in Memphis with both whites and blacks living in the same neighborhood over a long period. Its history dates back to the 1830's when Solomon Rozelle purchased 803 acres of land a few miles from the fledgling city. Subsequent purchases extended his holdings to include all of the present-day neighborhood.. He built his home on the edge of the neighborhood near the present-day junction of Lamar Avenue and the Southern Railroad . Several structures in the neighborhood are quite old and most were built before 1940 (See Table 1). Only a few structures were constructed in the past 20 years.

Table 1

Year Structure Built

	Before 1940	1940- 1980	1980- 2000	Unknown	Total
Number	534	71	35	29	669
Percent of Total	79.8	10.6	5.2	4.3	

Source: Shelby County Assessors Data

The map, "Year Structure Built," shows the age pattern of structures in the neighborhood. It indicates that structures built in the past 20 years are scattered throughout the neighborhood.

Both white and black families settled in the neighborhood during the 19th century. Eli Rayner was the one of the first to build his house in the neighborhood in 1853. His house is presently listed on the National Register of Historic Places. (1977)

Pigeon Roost Road , later renamed Lamar Avenue, was an important means of access into the area well before any settlers arrived, providing the Chickasaw Indians a trail from Mississippi to the river. It has continued as a major transportation route into and through the neighborhood and is today a federal highway.

The neighborhood experienced moderate growth in 1850's and 60's with a number of homes being built along Pigeon Roost Road and along the Memphis and Charleston Railroad. In the late 1890's, many people moved into homes along Lamar Avenue and the introduction of a street car line furthered development in the neighborhood. Due to the rich history of the area, a variety of

Rozelle Annesdale Area

**Year
Structure
Built**

Surrounding Area

Railroads

Year Built

1868 - 1940

1941 - 1960

1961 - 1980

1981 - 2000

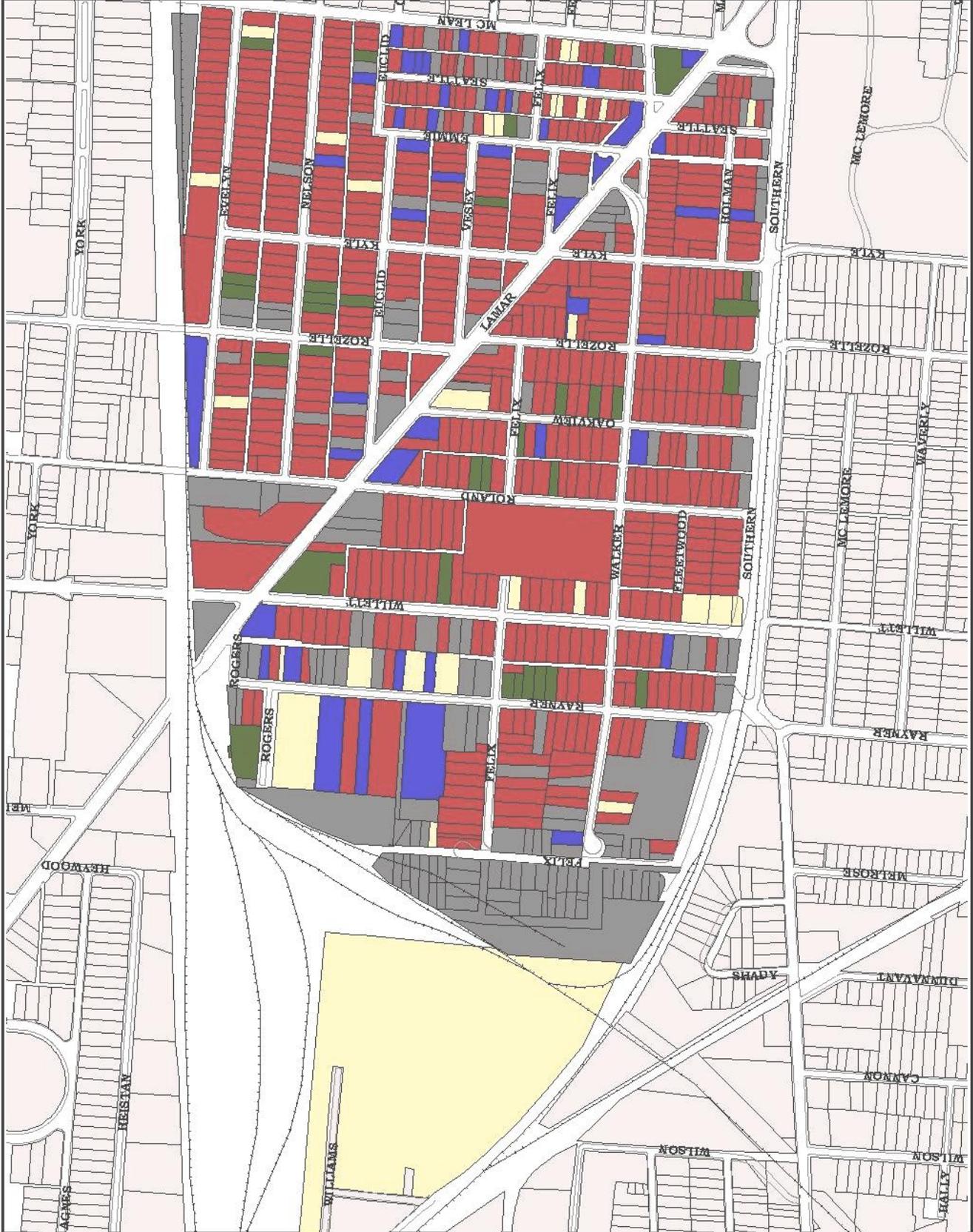
Unknown



0 200 400 Feet

Memphis & Shelby County
Division of Planning and Development
March 21, 2005

(Adapted from Rozelle Annesdale
Neighborhood Association Plan 2004)



housing styles are observed in the neighborhood such as craftsman bungalow, two-story brick houses and Queen Anne bungalows.

The neighborhood was annexed by Memphis in 1898 but was still considered suburban property for several years. Commuter trains along the Southern Railroad and street trolleys along Lamar Avenue were the means of transportation to downtown Memphis. Horse-drawn vehicles also moved along Lamar Avenue until the turn of the century, when they were replaced by motor vehicles.

Rozelle School was constructed in 1914-1917 at a cost of about \$140,000. This school may be considered as one of the biggest assets of the neighborhood. A study by the United States Bureau of Education in 1919 described this school as the best grammar school in the city. Currently, it is a part of the Memphis City School system. It is also presently considered as one of the best grammar schools in Memphis and is an Optional School for the Performing Arts. This school was also listed on the National Register of Historic Places in 1984 due to the efforts of the neighborhood association.



Figure 2 Rozelle School - 993 Roland Street

By the 1920's the development pattern we see today began to emerge in the neighborhood with commercial development along Lamar Avenue, residential development to the north and south of Lamar and industrial activities near the railroads to the north and west. Lamar Theater was opened in the mid-twenties and attracted many people from Rozelle-Annesdale as well as

from adjacent neighborhoods. There were also many criminal activities going on in the neighborhood in this period. Bootleg liquor was found on Seattle Street.

Deterioration began in the neighborhood in 1950's and 60's with people moving out of old inner city neighborhoods such as Rozelle-Annesdale. There was an increase in renters and absentee owners, which destabilized the neighborhood. Lamar Avenue was once occupied by grocery stores and other neighborhood oriented retail services only to be replaced by automobile related businesses which began to change its character. Lamar Theater closed in the early fifties due to a Supreme Court ruling which prohibited studios from owning the theaters. It reopened as

an adult oriented theater in early 1970's but was forced to close due to the efforts of the neighborhood association.



Figure 3 Lamar Theater

In the early 1970's a group of residents formed a neighborhood association to improve the neighborhood conditions. According to Mr. Stoy Bailey, a neighborhood activist and resident (Bailey, 2003), the goal of the association was to maintain a sense of pride in the neighborhood and to address the problems that had come about as a result of the changes

Some positive improvements were observed in the neighborhood in 1980's with old businesses remaining on Lamar and new ones also arriving, street straightening and closures at particular junctions, and housing improvements due to the efforts of the neighborhood association.

The neighborhood association was reactivated in January, 2004 with the goal of again addressing the problems which had become evident in the neighborhood. The neighborhood association meets once every month to discuss the issues of the residents and to organize a plan of action to resolve these issues. Members are currently active in a variety of efforts to eliminate drug dealers and crime, and to eliminate blight and unsafe housing.

B. Previous Plans

There are currently three types of plans covering Memphis and Shelby County that have an effect on the Rozelle-Annesdale neighborhood.

1. Urban Area Plans: There are several urban area plans in Memphis that impact on the Rozelle-Annesdale neighborhood. They are the "Long-Range Transportation Plan (LRTP)" (Metropolitan Planning Organization, 2004); the "Memphis 2000 Policy Plan" (Division of Planning and Development, 1981); and the "Shelby County Growth Plan" (Division of Planning and Development, 1999) which established urban growth boundaries for the City of Memphis. Unfortunately, these plans support expansion of suburban areas, which pull population from older neighborhoods like Rozelle-Annesdale.

2. City-Wide Plans: The City of Memphis has published four plans relevant to Rozelle-Annesdale as follows: the "Regional Transit Plan" (MATA, 1997); the "Midtown Planning

Initiative” (Colletta & Co., 2000); the “Community Redevelopment Agency (CRA) Strategic Plan” (DPD, 2001); and the “Smart Neighborhood Initiative” (HCD, 2003). These include some planning issues relevant to Rozelle-Annesdale, which are outlined below.

- a) Memphis Area Transit Authority (MATA)’s report on the “Regional Transit Plan” (June, 1997) contains an alternative route for a light rail through the neighborhood. This alternative is a part of long-range suburban route to Memphis International Airport and beyond. If this route is chosen and built there will be expanded opportunities for revitalization.
- b) The Midtown Planning Initiative calls for rezoning the Highway Commercial (H-C) in the Midtown area to Planned Commercial (C-P) or Neighborhood Commercial (C-N) or to allow for a design guideline overlay district in the zoning ordinance for midtown’s commercial streets. This plan also includes recommendations for beautifying key gateway locations on Union, Cleveland, and Poplar, but did not mention Lamar, which currently consists of a number of vacant and dilapidated commercial structures. The plan targets commercial revitalization areas which were chosen on Cleveland, Poplar, Madison and Union. There are no specific recommendations for the Rozelle-Annesdale neighborhood.
- c) The CRA’s “Strategic Plan” was initiated to address poverty in slum and blighted areas in Memphis by appropriating funds for redevelopment. The midtown planning district was identified as one of the target areas for revitalization in this plan. Selection criteria were decided upon to determine project areas for the CRA. One of these criteria was the full participation of residents and business owners in the project.
- d) The criteria for selecting targeted neighborhoods in the Smart Neighborhood Initiative were based in part on how active the selected neighborhood’s associations were. The SMART Neighborhood Initiative was created by the Mayor of Memphis in association with the city’s division of housing and community development (HCD) to revitalize specific old inner-city neighborhoods. It contains recommendations for various issues such as housing, infrastructure and building communities.

3. Neighborhood Plans: In the late 1970's the neighborhood association prepared a plan and applied to HCD to be included in the list of strategy areas for the Community Development Block Grant Program (CDBG). After being targeted as a "strategy area" by the HCD, a revised plan was prepared which was titled –"Improvement Plan and Program for Rozelle-Annesdale Strategy Area" (HCD, 1980).

The problems identified by the 1980 plan were: lack of traffic control due to truck traffic intruding in the neighborhood; zoning problems due to industrial properties adjacent to the residential properties; and, need for common open spaces for recreation and social contact among residents.

This plan contained proposals for public improvements and proposals for a home ownership program for the purchase and rehabilitation of houses. Ideas for preventing the intrusion of truck traffic from industrial properties into the residential area were suggested such as closing of streets near the junctions of the industrial properties.

As a result, \$3.5 million were budgeted to fund improvements such as construction of the neighborhood park; straightening the intersection of several streets intersecting with Lamar; widening Southern Avenue and extending it to meet Lamar and McLean; closing of Felix and Walker near industrial properties on Melrose; and, rehabilitation of houses through the MARCH program.

The most recent plan was prepared by the Cooper-Young Development Corporation (CYDC) titled "The Seattle Project: Potential Properties for Development" (2000). This report provides information about the inclusion of the Seattle Street area within the Cooper-Young Development Corporation boundaries in 1998, due to several deteriorated houses and houses needing major repairs on this street. The goal of the project is to assist the residents of this street in housing repairs and redevelopment. This project was planned in two phases. Phase I of the project included building seven new homes using the Community Housing Development Organization (CHDO) funds. Three of these homes have been completed. The CYDC is currently in Phase II which includes building four new homes that will be sold to low- and moderate-income residents in the Seattle area.

With the exception of recent efforts by the CYDC, Rozelle-Annesdale has not received public attention in almost 20 years and deterioration of houses and businesses has continued. The earlier plan and improvements (1980- 1985) created a positive momentum for revitalization that

has been lost in recent years. The following chapter will document trends and current conditions that indicate a need for renewed efforts to stabilize the neighborhood.

III. CONDITIONS AND TRENDS

The first two sections in this chapter focus on the population and housing information contained in the US Census for 1990 and 2000. The data on total population and total housing is also shown for 1980. The 1980 data for all other categories is not available at the neighborhood level*.

The second two sections present current zoning, land use and environmental conditions in the neighborhood to explain the health of the current development pattern. The last section of the chapter summarizes the planning issues relevant to the neighborhood based on the population and physical conditions.

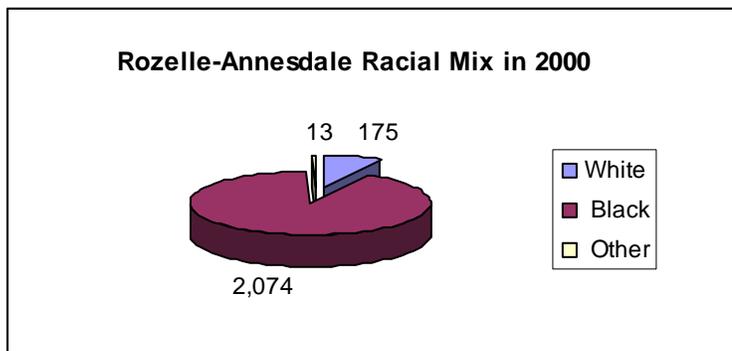
Population

Population in the Rozelle-Annesdale neighborhood has declined by 28% since 1980, despite a 15% increase in total Shelby County population during that same time. This reflects the general trend of population shift from inner-city neighborhoods to suburban areas over the past 20 years.

Table 2
Total Population

	1980	1990	2000	% Change
Rozelle-Annesdale	2,747	2,262	1,985	-28%
Memphis	646,356	610,337	650,100	1%
Shelby County	777,113	826,330	897,472	15%

In 2000, 93% of the neighborhood was African-American, which was little changed from 1990.



The neighborhood had fewer children in 2000 than in 1990, particularly in the under 5 age category. Overall, however, the percentage of children under 19 was slightly higher in Rozelle-Annesdale than in Memphis and Shelby County. Accordingly, the average household size for the

neighborhood was still higher in 2000 than the averages for Memphis and Shelby County, even though it had declined at a faster rate than in Memphis or Shelby County (Table 4).

Table 3
Age of Population

	Under 5 years				
	1990	% of Pop.	2000	% of Pop.	% Change
Rozelle-Annesdale	213	9%	139	7%	-26%
Memphis	40,935	7%	50,396	8%	16%
Shelby County	66,545	8%	68,427	8%	-5%
	5 to 19 years				
	1,990	% of Pop.	2,000	% of Pop.	% Change
Rozelle-Annesdale	619	27%	563	28%	4%
Memphis	133,721	22%	150,528	23%	6%
Shelby County	188,359	23%	245,124	27%	20%
	20 to 64 years				
	1,990	% of Pop.	2,000	% of Pop.	% Change
Rozelle-Annesdale	1,208	53%	1,077	54%	2%
Memphis	352,476	58%	378,150	58%	1%
Shelby County	485,091	59%	529,148	59%	0%
	65 years and over				
	1,990	% of Pop.	2,000	% of Pop.	% Change
Rozelle-Annesdale	222	10%	206	10%	6%
Memphis	74,597	12%	71,026	11%	-11%
Shelby County	86,335	10%	89,581	10%	-4%

Table 4
Average Household Size

	1990	2000	% Change
Rozelle-Annesdale	3.42	3.18	-7.0%
Memphis	2.59	2.52	-2.7%
Shelby County	2.65	2.60	-1.9%

Educational Attainment

As can be seen in Table 5, educational attainment in Rozelle-Annesdale has lagged behind the City and County in all categories, particularly amongst Bachelor's Degree holders.

Table 5
Educational Attainment

	High School Graduate				
	1990	% of Pop.	2000	% of Pop.	% Change
Rozelle-Annesdale	362	16%	312	16%	-2%
Memphis	105,511	17%	111,364	17%	-1%
Shelby County	138,063	17%	146,104	16%	-3%
	Associate Degree				
	1990	% of Pop.	2000	% of Pop.	% Change
Rozelle-Annesdale	20	1%	38	2%	117%
Memphis	15,458	3%	18,785	3%	14%
Shelby County	24,110	3%	29,264	3%	12%
	Bachelor's Degree				
	1990	% of Pop.	2000	% of Pop.	% Change
Rozelle-Annesdale	66	3%	22	1%	-62%
Memphis	41,871	7%	52,487	8%	18%
Shelby County	69,466	8%	91,407	10%	21%
	Graduate or Professional Degree				
	1990	% of Pop.	2000	% of Pop.	% Change
Rozelle-Annesdale	38	2%	-	0%	-100%
Memphis	24,203	4%	27,375	4%	6%
Shelby County	36,245	4%	44,583	5%	13%

Employment and Income

Table 6 shows that the percentage of people in the Civilian Labor Force had drastically declined from 1990 to 2000 and also that the unemployment rate had risen. A decline in the Civilian Labor Force can be attributable to several things, including an aging population or more stay-at-home parents. Considering the age distribution in Rozelle-Annesdale, however, the most likely explanation is that those people dropped out of the labor force due to a lack of suitable jobs. The rise in unemployment (those still actively searching for jobs) backs up this theory.

Table 6
Employment

	In Civilian Labor Force			2000	% of Pop.	% Change
	1990	% of Pop.	2000			
Rozelle-Annesdale	1,158	51%	711	36%	-30%	
Memphis	292,819	48%	306,442	47%	-2%	
Shelby County	406,434	49%	438,150	49%	-1%	
	Employed					
	1990	% of Pop.	2000	% of Pop.	% Change	
Rozelle-Annesdale	920	41%	511	26%	-37%	
Memphis	267,179	44%	280,121	43%	-2%	
Shelby County	376,899	46%	408,221	45%	0%	
	Unemployed					
	1990	% of Pop.	2000	% of Pop.	% Change	
Rozelle-Annesdale	138	6%	200	10%	65%	
Memphis	25,640	4%	26,321	4%	-4%	
Shelby County	29,535	4%	29,929	3%	-7%	
	Not in Labor Force					
	1990	% of Pop.	2000	% of Pop.	% Change	
Rozelle-Annesdale	635	28%	771	39%	38%	
Memphis	169,245	28%	180,713	28%	0%	
Shelby County	207,263	25%	230,888	26%	3%	

Table 7 shows that median income levels in the Rozelle-Annesdale neighborhood are lower than in Memphis and Shelby County. The number of households below poverty level in Rozelle-Annesdale has increased while the number has declined in both Memphis and Shelby County when taken as a whole.

Table 7
Income and Poverty

	Median Household Income			2000	% of Pop.	% Change
	1990	2000	% Change			
Rozelle-Annesdale	15,693	22,656	44.37%			
Memphis	22,674	32,285	42.39%			
Shelby County	27,132	39,593	45.93%			
	Households below Poverty Level					
	1990	% of Pop.	2000	% of Pop.	% Change	
Rozelle-Annesdale	227	10%	233	12%	17%	
Memphis	48,140	8%	46,743	7%	-9%	
Shelby County	52,190	6%	50,320	6%	-11%	

Housing

There were 15% fewer houses in Rozelle-Annesdale in 2000 than in 1980. The percentage of occupied housing (as opposed to houses standing empty) has remained fairly constant since 1980, but lagging behind Memphis and Shelby County. The percentage of owner-occupied

housing improved slightly from 1980 to 2000, most likely indicating that more non-owner occupied units were torn down in that time.

**Table 8
Housing**

	Total Housing			% Change		
	1980	1990	2000			
Rozelle-Annesdale	866	762	740	-15%		
Memphis	244,315	248,573	271,552	11%		
Shelby County	286,174	327,796	362,954	27%		
	Occupied Housing					
	1980	% Housing	1990	% Housing	2000	% Housing
Rozelle-Annesdale	722	83%	661	87%	625	84%
Memphis	230,474	94%	229,829	92%	250,721	92%
Shelby County	269,186	94%	303,571	93%	338,366	93%
	Owner Occupied Housing					
	1990	% Housing	2000	% Housing		
Rozelle-Annesdale	368	48%	361	49%		
Memphis	126,749	51%	139,985	52%		
Shelby County	180,490	55%	213,360	59%		

The median value of owner-occupied units, at \$54,750 in 2000, has also lagged behind that of Memphis and Shelby County.

**Table 9
Housing Value**

	Median Value of Owner-Occupied Units		
	1990	2000	% Change
Rozelle-Annesdale	\$ 36,150	\$ 54,750	51.5%
Memphis	\$ 55,700	\$ 72,800	30.7%
Shelby County	\$ 66,500	\$ 92,200	38.6%

C. Current Land Use and Zoning

A visual survey was conducted in October 2003 by the “Urban Revitalization” class at the University of Memphis. This survey was conducted to record the current land uses, structural and environmental conditions in the neighborhood (Visual Survey, 2003).

Rozelle-Annesdale consists predominantly of single-family residential land uses. There exists a scattering of duplex dwelling units, and there are a few multi-family units in the neighborhood. Industrial properties exist around the edge of the neighborhood north of Evelyn, west of Melrose and east of Rayner shown as manufacturing and warehouse distribution.

Lamar Avenue through the middle of the neighborhood contains a strip of retail and commercial uses, such as automobile-related stores, cleaners and professional offices. Some of these are currently vacant. (Visual Survey, 2003).



Figure 4 Lamar Avenue



Figure 5 Neighborhood Park

There are two public uses in the neighborhood - the Rozelle Elementary School and a small park at the corner of Rozelle and Nelson, both of which serve the entire neighborhood. Apart from these, there are several quasi- public uses scattered throughout the neighborhood which include day care centers and private churches.

The current industrial properties in the neighborhood are self-contained but are located adjacent to single-family residential uses like the properties near Melrose Street. There is also considerable amount of vacant land in the neighborhood which could be used for infill development.



Figure 6 Industrial Property near Melrose

The “Vacant Land” map highlights both vacant land and structures in the neighborhood. A number of these vacant lots exist adjacent to the single-family residences. There is a cluster of vacant lots observed in the Seattle area and the area west of Melrose. This area could be used for infill development.

The survey on building occupancy also indicates that there are 95 parcels containing unoccupied structures in the neighborhood (See Table 12). These unoccupied structures in the neighborhood create nuisances which attract criminal activities in the neighborhood (Neighborhood meeting, 2004).

Table 10
Occupancy

Category	Unoccupied Structures	Occupied Structures	Vacant Parcels	Total Parcels
Number	95	574	134	803
Percent of Total	11.8%	71.5%	16.7%	

Source: Visual Survey, October, 2003

There are also several incompatible land uses currently existing in the neighborhood such as: the location of industrial properties adjacent to residential parcels near Rayner (western portion);

Rozelle Annesdale Area

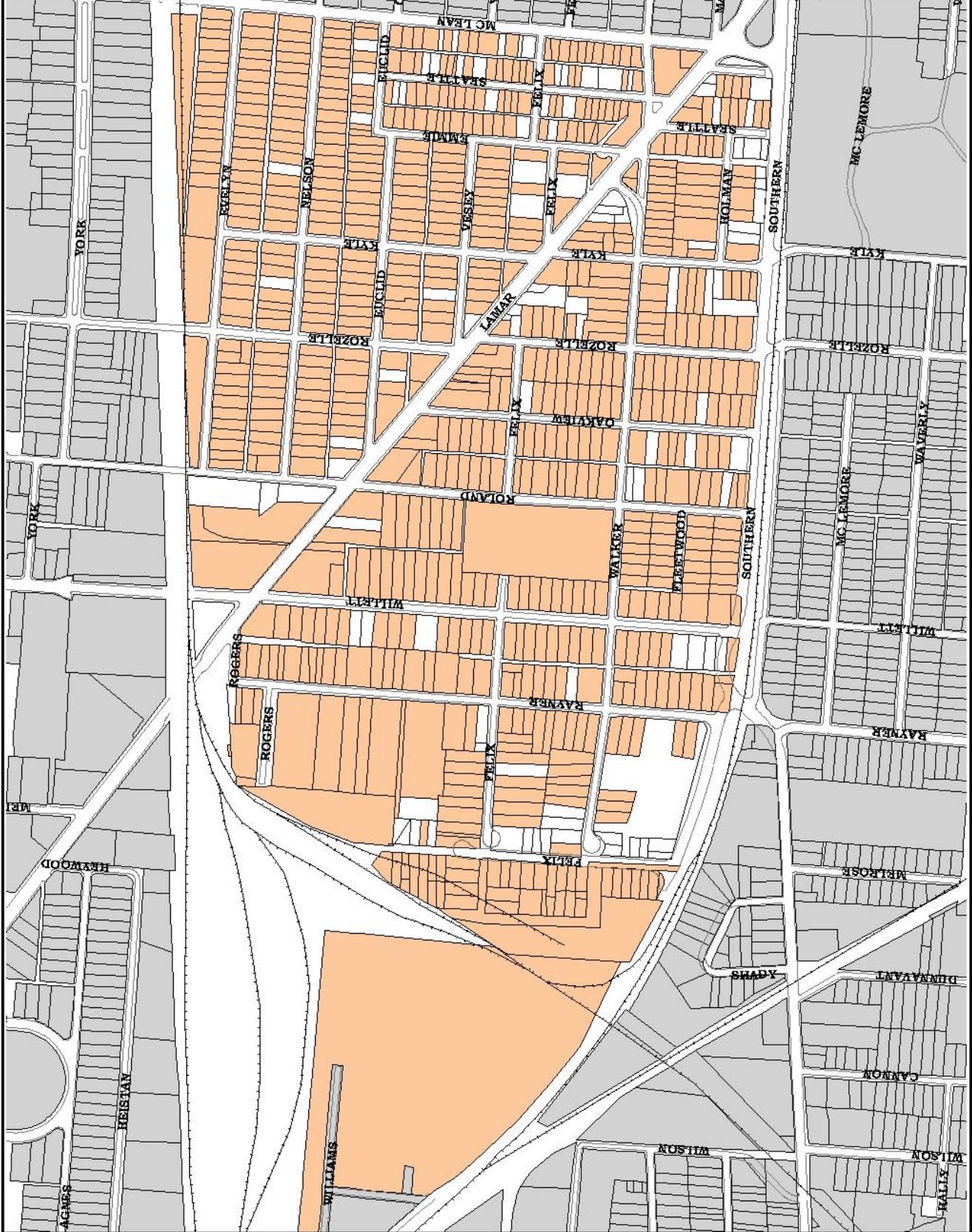
Vacant Land

- Surrounding Area
- Hair-roads
- Land Status**
- Vacant Land
- Occupied Land



0 200 400 Feet

Memphis & Shelby County
Division of Planning and Development
March 21 2005



the encroachment of commercial properties into the residential area along Lamar Avenue; and the strip of industrial properties north of Evelyn, facing the residential properties.

Most of the neighborhood is zoned Duplex Residential District (R-D) and all of the existing industrial uses are zoned as Light Industrial (I-L). Lamar Avenue, a commercial corridor in the neighborhood, is currently zoned as Highway Commercial (H-C). Some other zoning categories such as Parking (P) and Local Commercial (C-L) also exist on either side of Lamar (adjacent to the H-C zoning). Though the General Office (O-G) zoning category exists, land in this zone is currently vacant.

There are several problems with the current zoning in the neighborhood as indicated below:

- Lamar Avenue is zoned as highway commercial which allows for warehouse (wholesale) facilities and used car lots, which are out of character with the retail uses and have further negative impacts on the residential areas.
- The commercial zoning along Lamar Avenue extends into the residential use areas and invites further deterioration of housing.
- The land zoned as duplex (R-D) is actually used for single-family residences, and the division of these units into duplex residential could increase the number of renter-occupied units and further erode homeownership.
- The location of light industrial uses adjacent to the residential zoning is also of concern to the neighborhood residents because of its incompatibility with the residential character of the neighborhood (Neighborhood meeting, 2004).

D. Structural and Environmental Conditions

The visual survey conducted by the Urban Revitalization class produced data about structural and lot conditions which are discussed as follows:

1. Structural Condition: Structures were coded as being in “sound condition”, “needing minor repairs”, “needing major repairs” and “dilapidated”. Examples of buildings needing minor repairs are those that need exterior painting or have slight cracks in the eaves. Examples of buildings requiring major repairs are the ones that need roofs fixed or have foundations damaged. Structures in dilapidated condition require costly repairs, which are not feasible. A cluster of dilapidated houses can be found in the Seattle area and to the east of Melrose Street.

Rozelle Annesdale Area Land Use and Zoning Map

Zoning Boundary

Surrounding Area

Railroads

Land Uses

Vacant

Single Family Residential

Duplex Residential

Multi-Family Residential

Residential Accessory

Commercial

Office

Industrial

School

Religious

Park



0 200 400 Feet

Memphis & Shelby County
Division of Planning and Development
March 21, 2005

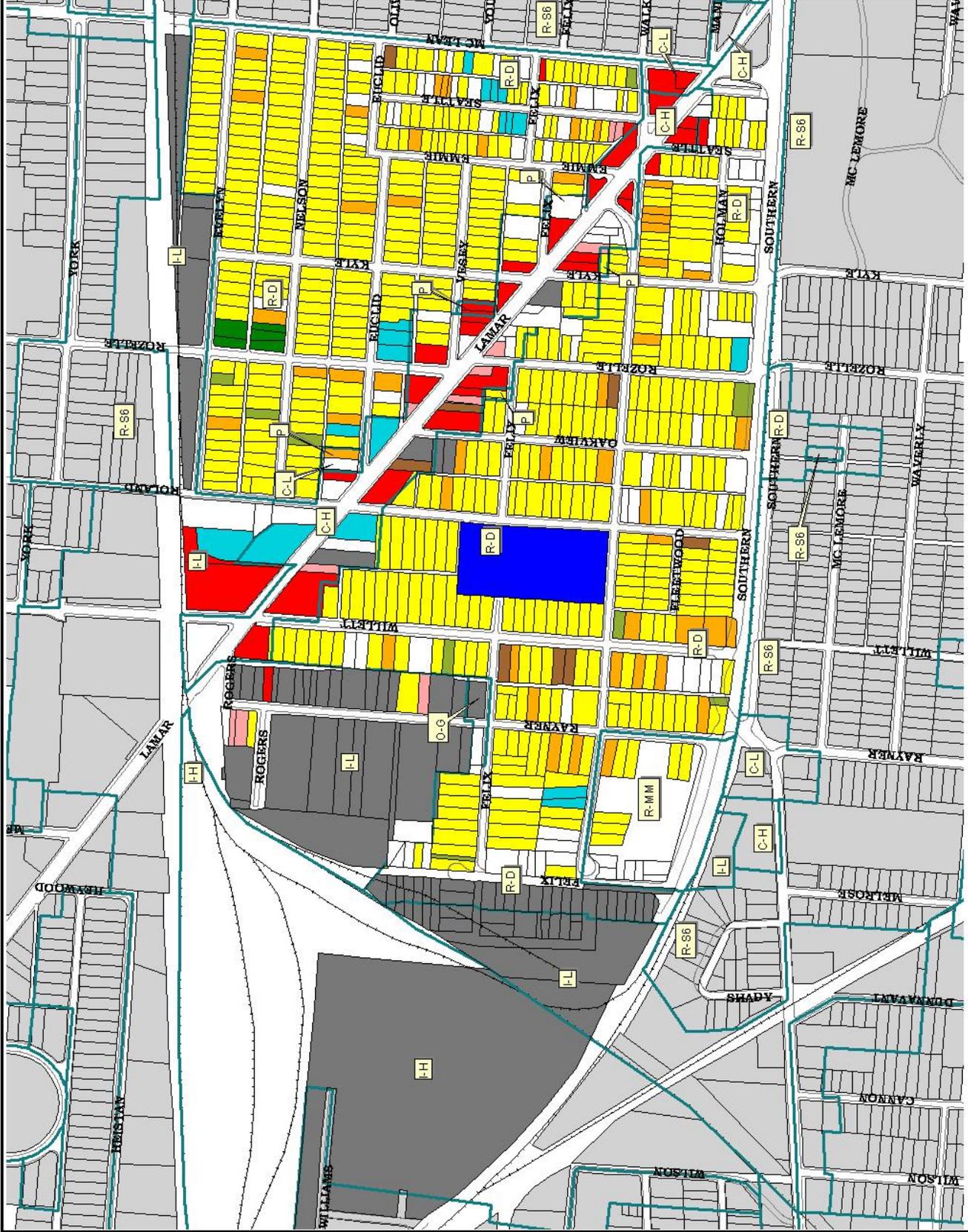




Figure 7 Example of windows and doors boarded up in some houses.

These properties needing major repairs or are dilapidated cause the greatest problem for neighborhood revitalization. Apart from this, there are also several boarded up houses in the neighborhood which will deteriorate if not carefully maintained

The results of the survey indicate that out of a total of 669 structures in the neighborhood, 18 structures are dilapidated and 65 structures require major repairs as shown in Table 11 below.

Table 11

Structural Conditions

Category	Sound- No Repairs Required	Sound- Minor Repairs Required	Sound- Major Repairs Required	Dilapidated	Total Structures
Number	391	195	65	18	669
Percent of Total	58.4%	29.2%	9.7%	2.7%	

Source: Visual Survey, October, 2003

Many commercial structures on Lamar Avenue need major repairs. Many of these structures are vacant and have been vandalized



Figure 8 Lamar Avenue properties with broken windows.

2. Lot Conditions: The term “lot” refers to the yard of properties with and without buildings. Lot conditions were recorded based on their maintenance as three separate categories as shown in Table 14 that follows.

The survey on lot conditions indicates that there are at least 203 lots that are not maintained with grass overgrown up to 12 inches or consist of litter or junk storage. These lots constitute 25.3% of total as indicated in Table 14 below:

Table 12

Lot Conditions

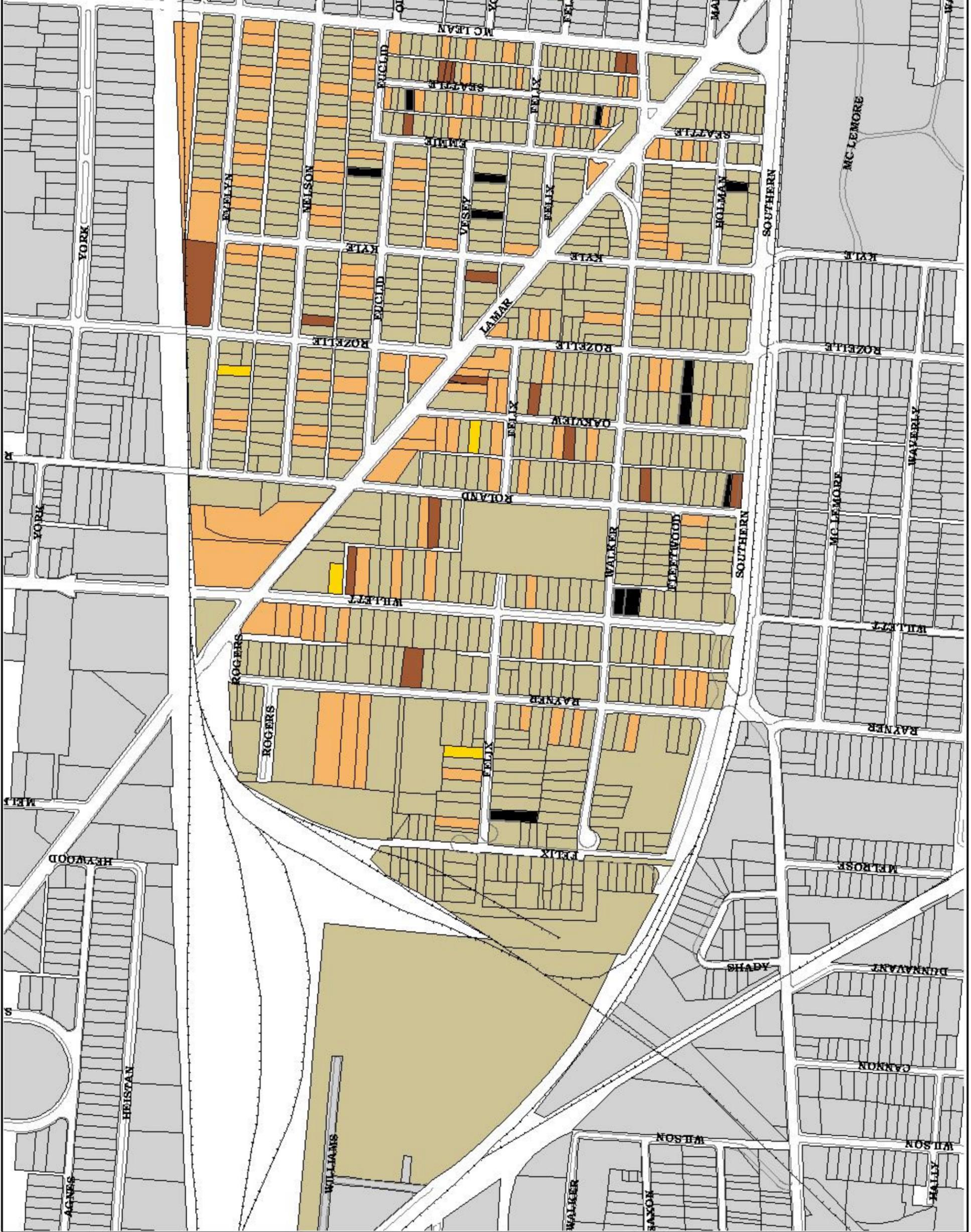
Category	Not Maintained	Basic Maintained	Enhanced or Landscaped	Total
Number	203	457	143	803
Percent of Total	25.3%	56.9%	17.9%	

Source: Visual Survey, October, 2003

Rozelle Annesdale Area

Property Conditions Map

-  Surrounding Area
 -  Railroads
- ### Property Conditions
-  Near to Perfectly Maintained
 -  Minor Maintenance Needed
 -  Major Overhaul Needed
 -  Deteriorated
 -  Shum / Condemned



Memphis & Shelby County
 Division of Planning and Developer

March 21, 2005

(Adapted from Rozelle Annesdale
 Neighborhood Association Plan 2004)

Some of these unmaintained lots include occupied residential properties in the neighborhood with junk in the back yard and in the front yard indicating housing code violations. The following are examples of lots not maintained in occupied as well as vacant parcels in the neighborhood.



Figure 10 Example of unmaintained lot with house.



Figure 9 Vacant lot in Seattle Area

The overall environmental condition of the neighborhood may be rated fair to poor with broken sidewalks and unattractive fences that are unappealing. Hence there is a need for code enforcement reviews and organized clean-up, fix-up effort from the neighborhood association.

3. Physical and Environmental Characteristics: The Rozelle-Annesdale area has been developed from the turn of the twentieth century therefore most of the natural features of the land have long been obliterated by development. There are no well fields or aquifer recharge areas within the study boundaries.

Soils

The Rozelle-Annesdale area soils are made up of the Memphis – Grenada –Loring soil association which consists of nearly level to sloping, well drained and moderately well drained, silty soils on broad uplands. There are no natural creeks draining this relatively flat upland.

Brownfields

There are no known brownfields as indicated in the Housing and Community Development Brownfield Redevelopment Study. No businesses are listed on the EPA environmental lists for this area.

Lead Paint

The use of lead paint was not prohibited until 1980. since a large percentage of the existing housing stock was built before 1980 there is a strong possibility that they may contain lead paint. Census information for 2000 indicates that approximately 98.2% of the houses were built before 1980. The presence of lead-based paint in housing represents the most significant hazard

remaining for lead poisoning, particularly for young children. Families with young children who live in homes built before 1980 should have their children tested for lead poisoning. A lead abatement program is available to homeowners of low to moderate income who have young children that have tested for lead. This abatement program is offered through the Lead Paint Program at the City of Memphis Division of Housing and Community Development.



Figure 12 Unattractive fences near industrial properties



Figure 12 Cracked sidewalks near residences

4. Properties for Potential Growth: Properties that can be used for potential growth in the neighborhood were identified based on the foregoing information on the physical condition of the neighborhood. These include all dilapidated structures, unoccupied structures and vacant land.

Table 15 indicates that there are 247 parcels in the neighborhood with potential for redevelopment. These include 134 vacant lots and 18 dilapidated structures. The vacant lots and dilapidated structures could also be promoted for infill development.

Table 13

Properties for potential growth

Category	Dilapidated Structures	Vacant Lots	Unoccupied Structures	Properties that can accommodate new growth
Number	18	134	95	247

Source: Visual Survey, October, 2003

E. Design Character

The design of several single-family and duplex residential structures, mostly constructed after 1980, is not in character with the rest of the neighborhood as seen in the pictures below. They not only spoil the visual appeal of the neighborhood but also reduce the property values of

surrounding properties. Design guidelines should be proposed for any new developments in the neighborhood to protect its historic character.



Figure 13 Single family structure incompatible with the neighborhood



Figure 14 Duplex structure incompatible with the neighborhood

There also exists a need to document the unique character of housing and to preserve the oldest and historically most valuable structures in the neighborhood. This may help in increasing the property values in the neighborhood.

F. Planning Issues

The planning issues for the neighborhood from each of the sections discussed in this chapter can be summarized as follows:

- History: The information on history of the neighborhood indicates that out of a total of 669 structures, 534 structures were built before 1940 and have some historic value. There were only 35 structures built between 1980 and 2000.
- Population and Housing trends: The total population and housing units declined in the neighborhood between 1980 and 2000. Population declined by 28% since 1980. Housing declined by 15% since 1980.
- Education and Employment trends: High school graduates are down slightly, and associate degree holder up by 117% since 1980. There are fewer bachelor's and graduate degree holders.
- Current Land Use and Zoning: The land currently zoned as duplex residential (R-D) in the neighborhood is predominantly occupied by single-family residences. Maintaining the same R-D zoning would be inconsistent with the existing land use and would encourage more renter occupied units and reduced opportunities for home ownership in the neighborhood. Lamar Avenue which is zoned Highway Commercial (H-C) allows for warehouse facilities and used car lots which would be out of

- character with the surrounding retail uses. C-H zoning also extends into residential areas. Vacant lots offer an opportunity for infill development. (There is a perception by residents that a greater incidence of crime occurs in areas with vacant properties.)
- Structural and Environmental Conditions: The visual survey results indicate that there are around 18 dilapidated structures and 65 structures needing major repairs in the neighborhood. These structures spoil the visual appeal of the neighborhood and can also cause decline in surrounding property values. The dilapidated structures may need to be demolished if they require costly repairs which are not economically feasible. There are around 203 unmaintained lots in the neighborhood with grass overgrown up to 12 inches in height and littered with junk storage. The residents of these properties should be encouraged to clean up their lots in order to improve the aesthetic appeal of the neighborhood.
 - Properties for Potential Growth: There are 247 parcels which are vacant, have unoccupied structures or dilapidated structures in the neighborhood. These parcels could be used for accommodating growth in the neighborhood.
 - Design Character: The design character of some of the new residential structures constructed after 1980 is incompatible with the existing residential character of the neighborhood. Design guidelines should be proposed for any new developments that take place in the neighborhood. The historic value of the neighborhood should be preserved to maintain its unique character. This could also increase the house values as well as promote redevelopment of houses.

IV. PLAN CONCEPT

This chapter presents a development concept for the overall improvement of the neighborhood based on the planning issues discussed in the previous chapter. The goals for development are first outlined, a schematic design for the development of the entire neighborhood is proposed based on the goals. It is intended that desired development in the neighborhood will be achieved by 2010.

A. Development Plan Goals for 2010

Goal 1: Encourage the current mix of land uses to continue in the neighborhood.

Goal 2: Limit the future expansion of commercial and industrial uses to prevent their encroachment into residential areas while encouraging development of more compatible uses.

Goal 3: Provide an effective road network to ensure safety of the neighborhood.

Goal 4: Encourage commercial area enhancement to eliminate vacant commercial properties and promote neighborhood related commercial uses in this area.

Goal 5: Improve the physical condition of the neighborhood and promote infill development to encourage population growth and home ownership.

Goal 6: Provide affordable housing opportunities to increase homeownership and occupancy in the neighborhood.

Goal 7: Provide a sense of ownership and belonging to the residents to protect the residential character of the neighborhood.

B. Plan Proposals

Based on these goals, a general plan concept for revitalizing the neighborhood is presented in this section. Specific issues related to the plan are also addressed.

1. Road Network: The traditional grid pattern of streets exists in the neighborhood in the sections north and south of Lamar Avenue, which passes radially through the middle of the neighborhood. Several street re-alignments and closures were made in the 1980's and early 1990's to prevent intrusion of industrial traffic into the residential area. This

included the closing of Felix and Walker at Melrose in the western end of the neighborhood.

2. It is recommended that a study be conducted by the City Engineer of several street segments to determine if improvements should be made to mitigate dangerous conditions at intersections and to provide for smoother flow of traffic. Included in the study should be recommendations for possible street closures. At a minimum the following segments should be studied: Felix, Vesey, and Euclid where they each intersect with Lamar.



Figure 15 Example of brick paved crossing
opportunity to link crosswalk improvements with the rail construction.

Brick paving should be provided at some street crossings to give priority to the pedestrians over the vehicular traffic. Since there are many school children attending Rozelle School presently from within and outside the neighborhood, this would help to calm traffic at these junctions near the school and thus prevent accidents. If Lamar is chosen as a light rail corridor, there may be an

The alleys in Seattle area are no longer utilized by residents nor by the City. A survey of residents taken in 2001 by the Pigeon Roost Development Corporation showed unanimous support for closure of the alleys, and a meeting of residents at that time confirmed the support for closure. However, the alleys are part of the historic pattern of the neighborhood.

2. Commercial Development: Lamar Avenue, which historically served as a meeting location for the residents, currently consists of many vacant, dilapidated structures and a visually poor streetscape. Hence there is a need to enhance the visual appeal of this area to promote commercial development. This could be accomplished by the Pigeon Roost Development Corporation acquiring several vacant pieces of property at the entries into the neighborhood at Lamar and McLean, at Lamar and Willett, and a privately owned parcel at Vesey and Lamar, none of which are suitable for development. Landscaping and signage could be provided at each location identifying the Rozelle-Annesdale neighborhood.

Sidewalk enhancement is recommended along Lamar to create an aesthetic appeal and to provide safer access for residents who visit the commercial properties. Brick-paved pedestrian crossings may also be provided at intersections of Lamar Avenue and all other streets which pass through the neighborhood in order to slow down the traffic entering the residential area.

Landscape buffers should surround the commercial properties to protect the privacy of residential area. Signage should identify location of key businesses and at the neighborhood entrances as indicated below. Green spaces may be provided at key locations and around the commercial nodes to enhance the visual appearance of Lamar Avenue.

Lamar Avenue street enhancement techniques are discussed in detail in the following subsections:

i. Street lighting: New and more attractive street lights should be placed on either side of Lamar to ensure safety and reduce the incidence of crime.

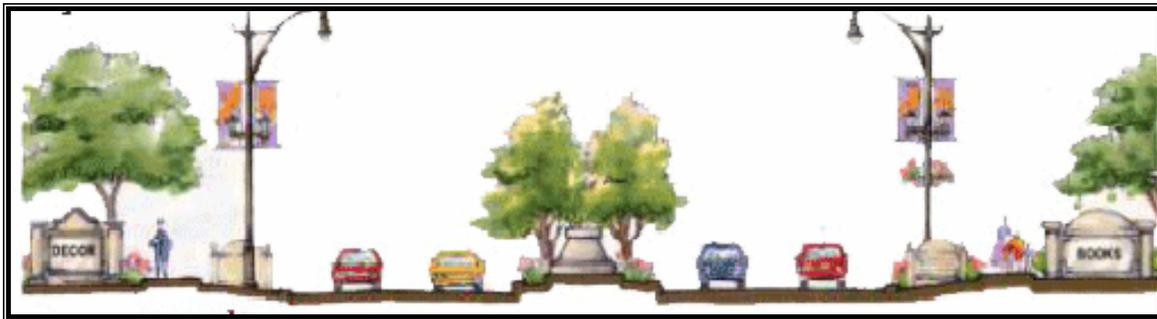


Figure 16 Example of recommended street lighting on Lamar Avenue

ii. Signage and Landscaping: Since Lamar Avenue serves as the major gateway into the neighborhood, welcoming signs of the neighborhood should be placed near the entry points to emphasize an identity. At least one tree per lot along Lamar is suggested as minimum recommended landscape.



Figure 17 Example of Entrance Signage



Figure 18 Example of recommended landscape on Lamar Avenue

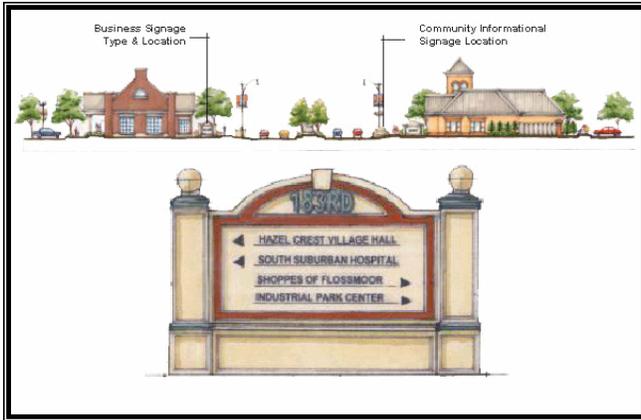


Figure 18 Example of wayfinding signage

iii. Sidewalks: Brick paved sidewalks along Lamar Avenue would not only enhance the visual appeal of this street but would also provide safer access for pedestrians who visit the commercial corridor.



Figure 19 Recommended sidewalks along Lamar Avenue

Besides these physical improvements, broken windows of commercial properties should also be fixed and vacant buildings boarded. Sociologists and police believe that unattended properties attract criminal activities. Hence prompt removal of abandoned vehicles, fast clean-up of illegally dumped items, litter and spilled garbage, painting over graffiti and cleaning sidewalks and street gutters are recommended.

Arts and crafts festivals could be conducted, similar to the Cooper Young Festival, in order to attract outsiders to visit the commercial area and to foster the skills of young professionals and artists of the neighborhood.

Properties with code violations should be identified and reported to the commercial code enforcement agencies in the city. Design review should be requested for any future construction or additions to existing buildings in order to ensure that these commercial buildings blend with other commercial buildings as well as the surrounding residential area.

3. Housing and Environment: There are a considerable number of structures in the neighborhood that need major repairs, are in dilapidated condition or have poor lot conditions. These properties and vacant lots that are clustered in one location should be classified as “attention areas” and priority action should be taken.

Business signs along the street could be grouped together and located at certain street junctions to direct people to those particular business locations. This not only promotes visual harmony but could also boost the commercial vitality in the long run. Guidelines for size and location of signs and lights should be provided.

This includes the North Annesdale area, the Holman-Seattle area, and Felix west of Rayner. Guidelines should be provided to avoid the type of infill housing seen along Rayner between Walker and Felix.

The large vacant parcel of land (3.5 acres approximately) to the south west of the neighborhood, which is bounded by Rayner to the east, Walker to the north, Melrose to the west and Southern to the south is proposed for single-family residential infill. This space could be creatively designed and utilized to stabilize home ownership in the neighborhood and also to encourage owner occupancy.

Housing rehabilitation investments should be focused primarily on these areas in order to reduce out-migration and encourage new investment to develop these properties.

Residents of properties with major and minor repairs in all other areas of the neighborhood should also be encouraged to fix their houses. The Housing Code should be strictly enforced in the neighborhood to ensure that property owners and residents abide by the regulations of the City Housing Code. Funds should be provided to assist older residents on fixed incomes in repairing their properties and allowing them to remain in the area.

Design guidelines should be proposed to ensure that new structures on vacant lots are compatible with the historic character of the neighborhood.

Landscape buffers or fences should be used to screen commercial and industrial uses, which from residential properties to avoid any unsightly views and to reduce noise levels in the residential area.

4. Common Space for Interaction: The need for a common space for resident interaction was identified as one of the key issues of the neighborhood association.

The neighborhood currently has a small park at the intersection of Rozelle and Nelson (on 0.9 acres of land). However, most of the residents do not send their children to this park, perhaps because it is not easily accessible and safety concerns. There is an absence of streetlights around this park. During a visual survey, many neighborhood children were observed playing on streets. (Urban Revitalization Class, 2003).

Two approaches are suggested to provide common interactive space in the neighborhood and enhance quality of life of the residents. One alternative is to encourage the use of the existing park by providing street lights all around the park and by increasing police patrols in this area, especially, during evenings.

Alternatively, a new park could be developed in the neighborhood. The residents have expressed an interest in creating a new park at the Rozelle School (Bailey, 2004). This park could be built on a portion of the school grounds which is currently vacant. This site may be appropriate for park development as it is centrally located in the neighborhood and easily accessible to all the residents. The facilities needed for the proposed park should be carefully researched with resident participation to help ensure that this park will not be underutilized after completion.



Figure 20 Sketch indicating vision of the proposed park

Effective street lighting is recommended around the park to encourage its use in the evenings. The proposed park would enhance the quality of life of the residents.

5. Future Development Pattern: The current mix of land uses in the neighborhood includes residential, commercial, industrial and several public and quasi-public uses. The residential character of the

neighborhood should be protected for the future development and redevelopment.

The encroachment of industrial uses should be avoided in the residential area in the future. The vacant properties to the northeast of Lamar that are currently zoned industrial should be used instead for single-family residential development. Future expansion of the industrial uses on Lamar Avenue should also be prevented to encourage only neighborhood-oriented retail or service uses in this area.

There should be a clear distinction between industrial and residential areas. Hence all the industrial activities in Rozelle-Annesdale should be restricted to the current locations and should have limited access into residential areas such as along Rayner Street.

Similarly, future commercial development should be restricted to the Lamar corridor as discussed earlier. Landscape buffers are proposed all around the commercial uses.

Future residential development in the neighborhood are proposed for only single-family use in order to encourage home ownership in the neighborhood. Housing development should be carried on in phases by first concentrating on special attention areas as described earlier.

The proposed park at Rozelle School will complement the use of the existing park and can also be used as a common interactive space by the residents.

Rozelle Annesdale Area

Concept Plan

-  Surrounding Area
-  Railroads
- Proposed Land Uses and Improvements**
-  Green Space
-  Parks
-  Existing School Site
-  Brick Paved Roads
-  Street Enhancement
-  Alley and Street Closure
-  Landscape Buffer
-  Entrance Signage
-  Directional Signage
-  Intersection Improvements



Memphis & Shelby County
Division of Planning and Development
March 21, 2005
(Adapted from ECI Rozelle/Annesdale
Concept Plan, December 2004)



V. ORGANIZATION FOR ACTION

Every action in this plan requires specific implementation. This chapter presents steps to be taken by the residents, neighborhood organizations and city agencies for this plan's implementation. The chapter concludes by giving an overview of the neighborhood's assets which will help to attract population into the neighborhood after the proposed developments are made.

The strategic steps for implementation cover the following: neighborhood organization, commercial area development, public facility investment, housing development and land use regulation.

A. Neighborhood Organization

The Rozelle-Annesdale neighborhood currently has two functioning organizations as mentioned earlier in this report. They are the Rozelle-Annesdale Neighborhood Association and the Pigeon Roost Development Corporation. Each organization serves a special purpose in the future growth and development of the neighborhood. The neighborhood association is focused on the social organization of the area residents while the development corporation is best suited to deal with technical matters such as planning, housing, and infrastructure. Each needs the other, and they work closely together.

1. Rozelle-Annesdale Neighborhood Association (RAAA):

The Rozelle-Annesdale Area Association was originally organized in 1973 by local residents to address many of the same type problems they face today. The residents developed a comprehensive plan and, after submitting it to HCD, was awarded a Block Grant to address many of those needs. The association was reorganized recently in order to more efficiently address the problems of crime, drugs, and gangs in the area. The President and other officers meet monthly with the commander of the Memphis police west precinct to identify trouble spots and to address these issues. They have been able to eliminate most of the drug traffic along Seattle Street by working with the Vice/Narcotics squad and the west precinct to arrest dealers and with Housing and Community Development to demolish many of the crack houses. It will be necessary to continue this close cooperation in the future and to develop a more persistent focus on the remaining drug dealers in the entire area. The President and other officers meet regularly with the code enforcement officials of the city and county to point out code violations and trouble spots in the area. The relationship has been productive, but a more rigorous and sustained

effort will be necessary to bring much of the area into compliance with the codes. The association must provide programs to educate the residents about the codes and ways to help enforce them.

The association must find ways to involve more of the residents in the activities of the association and to encourage a sense of belonging and togetherness throughout the neighborhood.

2. Pigeon Roost Development Corporation (PRDC): The Pigeon Roost Development Corporation was formed in 1985 to address the problems of decline in both the residential and commercial areas of the neighborhood. After achieving its primary goals, the corporation was shut down in 1990. The charter was renewed in 2001, and the Corporation is currently working closely with the neighborhood association and local residents to eliminate the drug dealers in the North Annesdale area and assisted in the develop of this comprehensive plan for the neighborhood. It will be necessary for the corporation to seek and obtain funding for staff and operating expenses in order to implement the recommendations in the plan.

B. Commercial Area Development

The Pigeon Roost Development Corporation should take the lead and work with the Memphis City Beautiful Commission and Housing and Community Development in order to implement the ideas for enhancing Lamar Avenue presented in this report.

1. Capital Projects: Several capital projects are recommended in this plan for commercial area development such as fixing sidewalks, introduction of new signage and provision for adequate street lighting.

These projects should be prioritized by the development corporation based on need and should be presented to the legislative authorities to gain funding.

2. Private Business Developments: Repair, façade improvement and demolition of dilapidated structures are some of the private business developments recommended in this plan. The Memphis Business Development Center (MBDC) provides technical assistance to help private institutions and organizations to grow successful businesses. Although the MBDC does not provide funds directly, it assists private business owners to obtain loans from banks and other financial institutions.

3. Funding: Programs such as the Micro Loan Program and Section 108 Loan Program can be used by private business owners to develop new businesses along Lamar Avenue. The Micro

Loan Program is offered to business owners who have eligible licensed businesses and who operate within the City of Memphis. The loan amount ranges from a minimum of \$5,000 to a maximum of \$10,000.

The Section 108 Loan Program offers assistance to entitled cities to receive funds from the US Department of Housing and Urban Development (HUD). HUD allows these entitled cities to transform a small portion of their Community Development Block Grant (CDBG) funds into federally guaranteed loans which can be used for private investments in an area or project. However, these projects must meet the national objectives of CDBG and must benefit low- or middle-income persons.

4. Business Association: The existing business and property owners should be encouraged to form a “business association” in order to protect their interests. This association should notify the business owners of vacant and dilapidated properties on Lamar and encourage them to either fix or sell their properties, so as to avoid unattended vacant structures along this street. However, in the absence of a business association, this job may be handled by the Pigeon Roost Development Corporation.

Business festivals could be organized in the long run, by the business association and the neighborhood association, to exhibit the skills of craftsmen in the neighborhood. This could serve as a good marketing strategy to attract outsiders to visit the Rozelle-Annesdale business area.

A “business watch program” could be organized by the business association in partnership with the Memphis police to encourage creative ideas aimed at reducing crime in the business area. The business owners and their employees may form a network of communication with the police department and inform them about the various criminal activities that are prevalent in the business area. Additional research and alternative methods should be explored to reduce the incidence of crime, which is not included in the scope of this study.

C. Public Facility Investment

The public facilities proposed in this plan can be listed as follows:

Construction of new park near Rozelle School

Provision of street lights for existing park

Repair of sidewalks in residential and commercial areas

Provision of landscape buffers

Provision of entrance and way finding signage in commercial area

Provision of adequate street lights in both residential and commercial areas and

Provision of brick paving at certain street crossings.

1. Funding from City: The basis for public facility funding by the City of Memphis is the Capital Improvements Program (CIP), which is a six-year schedule of projects and is updated every year. The Pigeon Roost Development Corporation and Rozelle-Annesdale Neighborhood Association should therefore provide a list of proposed projects in the neighborhood with necessary documentation to the City of Memphis in order to gain necessary funding.

After the funds are obtained, the projects may be prioritized for immediate action by these organizations. These projects may be carried on in several phases, based on the amount of funds available.

2. Funds from Other Organizations: Alternative sources of funding may also be explored by these organizations to gain the funds required. For example, for commercial area enhancement, funding could be sought from the Local Initiative Supporter's Corporation (LISC), which has helped neighborhood groups in many states such as Florida, Ohio, Missouri, and Illinois to fund their commercial area revitalization (CPS, 2003). This provides funds for public facility improvements such as façade and sidewalk improvement.

D. Housing Development

The housing development program should have five components. These include gathering necessary funds to carry on the projects, dealing with problems of code violations, encouraging infill development, creating historic conservation overlay and eliminating the problem of boarding houses in the neighborhood. These are discussed in the following subsections.

1. Funding: This plan identified 152 parcels in the neighborhood as properties for new infill development. There are also 65 properties needing major repairs. Therefore funding is essential to implement new housing development in the neighborhood and also to offer assistance to existing low income households to fix their properties.

The Memphis Division of Housing and Community Development (HCD) offers programs for neighborhoods needing housing revitalization and requiring new affordable housing (OPD, 2003).

HCD receives federal funds from the Community Development Block Grant Program (CDBG), HOME Program, Emergency Shelter Grant Program (ESG), Housing Opportunities for Persons with Aids (HOPWA) and the Youth Build and Supportive Housing Programs.

The State of Tennessee provides funds from Tennessee Housing Development Agency (THDA). THDA's Homeownership Program provides financial assistance to low- and moderate-income people to obtain sound and affordable housing. It helps obtain loans for purchasing a home by a first-time home buyer based on an attractive interest rate. The first-time homebuyer must not exceed certain income limits in order to use this program.

The City of Memphis also offers several programs for housing development such as Down Payment Assistance (DPA), Housing Rehabilitation (HARP), Minor Home Repair, Volunteer Home Repair, Single and Multifamily Development, Building for the Future and funding for Community Housing Development Organizations (CHDOs). The Down Payment Assistance Program (DPA), Housing and Rehabilitation Program (HARP) and funding for CHDOs are most applicable and beneficial to Rozelle-Annesdale neighborhood.

The DPA provides grants or loans to low- and very low-income first time home buyers. In order to use this program, applicants must meet the low- and very low-income limits as defined by HUD. The HARP provides financial and construction assistance to low- and moderate-income homeowners to repair their houses. Repairs include roofing, electrical, plumbing, painting and interior finish work. The funding limit varies depending on the number of people in the household, the household income and the amount of work needed to repair the house.

The neighborhood association may also apply for inclusion in the SMART Neighborhood Revitalization Strategy started by HCD and the mayor to target redevelopment of neighborhoods. Other grant opportunities may also be sought for Rozelle-Annesdale, such as the neighborhood demonstration gGrants.

The Pigeon Roost Development Corporation should meet with the staff of HCD to establish funding potential for programs to secure direct funding or to help prospective homeowners obtain necessary financing.

2.Code violations: Residents may file complaints against properties that violate housing codes to the housing and code enforcement agency of the city. The housing code enforcement agency ensures proper maintenance of housing in the city through the housing anti neglect code

According to this code, if the owner of the property, after being repeatedly notified, neglects the orders of the code enforcement agency, the manager of the housing and code enforcement agency is obligated to take action against the owners of the house.

The neighborhood association's verbal discussions with owners of problem properties may sometimes serve as best way to deal with this problem. The neighborhood association can work with its area leaders, block captains and police officers in code enforcement and may accordingly request police to enforce housing code in the neighborhood and thus assist the city housing code enforcement agency.

3. Infill development: The Pigeon Roost Development Corporation should do title searches of properties at the County Registrar's Office where infill is proposed, to identify the existing owners of these sites and acquire these lots accordingly. The PRDC should also coordinate with HCD to provide affordable housing opportunities to low-income households in order to develop these infill sites (as discussed in funding section above).

4. Historic conservation: The neighborhood association should work with Memphis Heritage Inc. and the Landmarks Commission staff to create documentation about various housing styles and location of historic properties in the neighborhood. An application should be submitted to the Memphis Landmarks Commission for Historic Conservation (H-C) Overlay District approval.

5. Boarding houses: The neighborhood association should encourage the neighbors of boarding houses, where there is evidence of criminal activities, to inform them about their existence through a phone call or through mail-back surveys. The association should then take action against such type of activities in these houses by coordinating with the city police department.

E. Land use regulations

The regulation of land use in the neighborhood is accomplished through the Memphis and Shelby County zoning ordinance. The planning staff of Division of Planning and Development (DPD) reviews the requests for rezoning and presents a staff report on the recommended rezoning to the Land Use Control Board. This board conducts a public hearing of the case and recommends its decision to the Memphis City Council.

The Memphis City Council makes the final judgment. Hence in order to reduce the land use and zoning conflicts in the neighborhood and implement this plan, a comprehensive rezoning

study should be presented to the DPD (Note: A study on the comprehensive rezoning of the neighborhood is presented as a separate report).

F. Conclusion

In conclusion, the Rozelle-Annesdale neighborhood has several assets which make it attractive for new residents after the proposed changes are made. These are:

- The Rozelle School and the Eli Rayner house, which are in the National Register of Historic Places
- The location of retail uses adjacent to residential properties
- The neighborhood's central location amidst good neighborhoods such as Cooper Young to the east, Annesdale-Snowden to the west, Central Gardens to the north and Glenview to the south, (which may lure potential developers and investors)
- The neighborhood's proximity to downtown
- The existence of several residential properties in sound condition
- The reorganization of the neighborhood association, which is strongly committed to bring a positive change in the neighborhood

This plan intends to achieve recommended development in the neighborhood, with the commitment from the city planning agencies and the neighborhood association by the year 2015.

References

1. Attota, Susmitha. “Proposed Research on Rozelle-Annesdale” 2003.
2. Bailey, Stoy; Rozelle-Annesdale Neighborhood. Resident Interview. October, 2003.
3. Bailey, Stoy; Rozelle-Annesdale Neighborhood. Resident Interview. February, 2004.
4. Cooper Young Development Corporation (CYDC); Memphis. “The Seattle Project: Potential Properties for Development” 2000.
5. Comprehensive Planning Studio (CPS); University of Memphis. “Comprehensive Development Plan Cooper Young Community” 2003.
6. Office of Planning and Development (OPD); Memphis and Shelby County. “Memphis 2000 Policy Plan” 1981.
7. Office of Planning and Development (OPD); Memphis and Shelby County. “Shelby County Growth Plan” 1999.
8. Office of Planning and Development (OPD); Memphis and Shelby County.
9. “Midtown Planning Initiative” 2000. Tyler & Co.
10. Office of Planning and Development (OPD); Memphis and Shelby County. “Community Redevelopment Agency (CRA) Strategic Plan” 2001.
11. Housing and Community Development (HCD); Memphis and Shelby County. “Improvement Plan and Program for Rozelle-Annesdale Strategy Area” 1980. William. S. Pollard Inc.
12. Housing and Community Development (HCD); Memphis and Shelby County. “Smart Neighborhood Initiative” 2003
13. Local Initiatives Supporters Corporation
14. Memphis Area Transit Authority (MATA); Memphis and Shelby County. “Regional Transit Plan” June 1987.
15. Metropolitan Planning Organization (MPO); Memphis and Shelby County. “Long Range Transportation Plan” 2002.
16. Neighborhood Meeting; Rozelle-Annesdale Neighborhood. February, 2004
17. Tilly, Bete. “History of Rozelle-Annesdale Neighborhood” circa 1979.
18. US Census Bureau. “Data on Demographics and Housing” 1990& 2000.
19. Urban Revitalization Class of 2003. Visual Survey 2003. University of Memphis