

VOLLINTINE EVERGREEN COMMUNITY ASSOCIATION
COMPREHENSIVE PLAN

August, 1996

JIM COVINGTON AND ASSOCIATES
4270 SUMMER AVENUE, SUITE 211, MEMPHIS, TN 38122

TABLE OF CONTENTS

I. The Vollintine Evergreen Neighborhood Plan	4
A. Historical Overview of the Vollintine Evergreen Neighborhood Development	6
B. The Organization and Mission of the Vollintine Evergreen Community Association ..	6
II. Neighborhood Assessment and Inventory	7
A. Transportation Infrastructure	7
Automobile Usage	7
Bus Service	8
Ridership	8
B. Population Characteristics of Vollintine Evergreen	9
C. The Economic Characteristics of Vollintine Evergreen	11
D. Housing in Vollintine Evergreen	13
E. Schools, Churches, Parks and Open Spaces	15
F. Neighborhood Land Use	15
G. Neighborhood Zoning	18
H. Summary and Conclusions	20
III . The Future of the Vollintine Evergreen Neighborhood	21
A. General Planning Recommendations	21
B. Future Neighborhood Land Use	22
C. Future Neighborhood Zoning	22
D. Specific Zoning Change Recommendations	25

LIST OF MAPS

Map 1, VECA Block Groups	4
Map 2, VECA Location Map	5
Map 3, Median Income	12
Map 4, Homeownership	14
Map 5, Existing Land Use	16
Map 6, Zoning	19
Map 7, Future Land Use Plan	23

Map 8, Zoning Changes 24

LIST OF GRAPHS

Graph 1, Race of Population 9
Graph 2, Age Distribution 10
Graph 3, Educational Characteristics 10
Graph 4, Periods of Construction 13

LIST OF TABLES

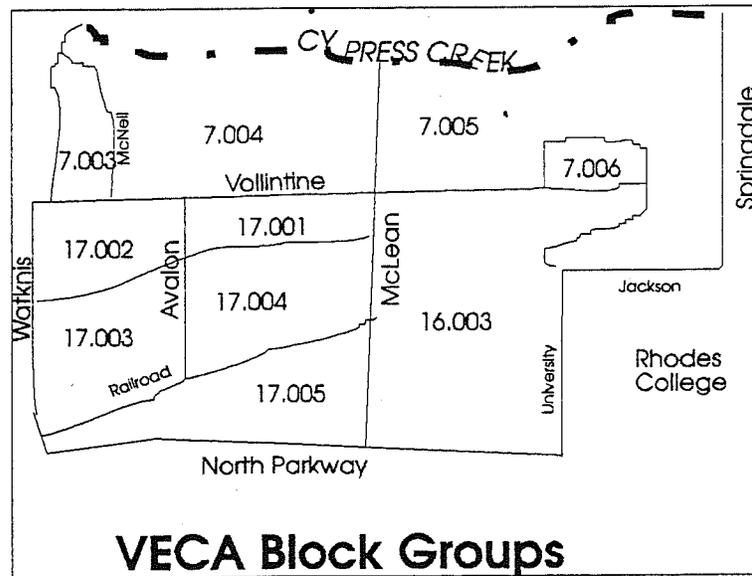
Table 1, Employment Characteristics 11

BIBLIOGRAPHY 27

I. THE VOLLINTINE EVERGREEN NEIGHBORHOOD PLAN

The purpose of this study is to examine the existing conditions within the VECA neighborhood, identify problems, and to establish a plan for future growth and redevelopment. This Vollintine Evergreen Community Association Comprehensive Plan will provide an action plan for activities to support redevelopment. The scope of the plan deals with the physical and functional well-being of the study area and makes recommendations for improvements. Several existing documents were consulted in preparation of this plan and much information has been incorporated as part of the analysis and conclusions for the study area. Those reports are excellent references for more information concerning the VECA area and are listed in the Bibliography.

The VECA neighborhood is a midtown area of Memphis located approximately two and one-half miles northeast of downtown Memphis. The boundaries are Watkins Street on the west, Cypress Creek on the north, Springdale Street and Rhodes College on the east, and North Parkway on the south. The neighborhood study area is crisscrossed and divided into quadrants by Jackson Avenue running east and west and Evergreen Street running north and south. Technical block designations for census data analysis include the following block groups: 7.003, 7.004, 7.005, 7.006, 16.003, 17.001, 17.002, 17.003, 17.004, and 17.005 and are identified on Map 1. Map 2 indicates the location of the VECA neighborhood within the City of Memphis.



Location Map

VOLLINTINE EVERGREEN
COMMUNITY ASSOCIATION

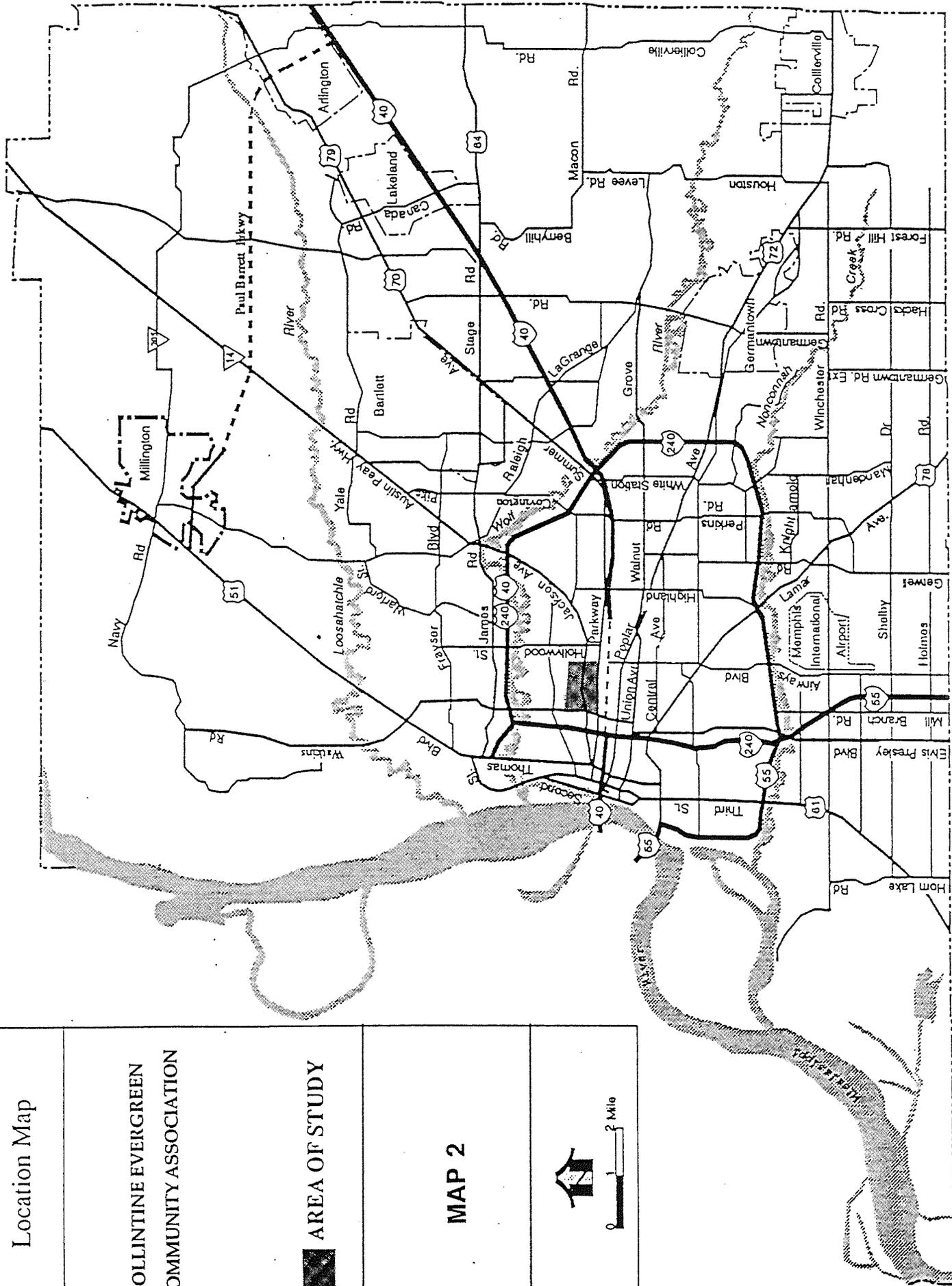
AREA OF STUDY



MAP 2



1 2
Mile



The neighborhood is generally described as lying in midtown Memphis bounded by Watkins on the West, Cypress Creek and the North, Springdale and Rhodes College on the east and North Parkway on the south.

A. Historical Overview of the Vollintine Evergreen Neighborhood Development

The historical development of the Vollintine Evergreen area began near the turn of the century with the City's initial purchase of the North Parkway portion of the Parkway road system and the purchase of Overton Park in 1901. Residential platting occurred soon after when Robert Galloway's Evergreen Subdivision was opened for development in 1903. This was followed quickly by prominent real estate developer Finley Faxon's addition to the Evergreen Subdivision in 1904 and J.M. Dickinson's addition in 1905. Also in 1905, the Crump and Guthrie North Evergreen Subdivision was recorded. Very few houses were built during the first ten years of the twentieth century. Modest growth did occur in the next decade and two additional subdivisions were added; Speedway Terrace in 1910 and the University Park Subdivision in 1912. Most growth and housing construction actually occurred in the 1920's; particularly between 1922 and 1928 when fourteen more subdivisions were added. Homebuilding came to an abrupt halt in 1929 when the stock market crashed. The effects of the Depression eased in the late 1930's and much of the neighborhood was completed by the early 1940's. Infill development has continued to occur on vacant lots and parcels up to the present time. This pathway of development has resulted in a neighborhood with great historic and architectural character. The houses, churches, and commercial buildings show great diversity in architectural style, size and construction materials. The VECA area is sprinkled with minor landmarks and interesting features. There are wide streets, and many with formal medians including Jackson Avenue, North Parkway, Faxon Avenue, Tutwiler Avenue, and University Avenue.

Vollintine Evergreen was listed on the National Register of Historic Places on April 12, 1996.

B. The Organization and Mission of the Vollintine Evergreen Community Association

The Vollintine Evergreen Community Association (VECA) was founded in 1970. It is a biracial community organization created to maintain the residential quality of the Vollintine Evergreen neighborhood through the volunteer efforts of neighborhood residents. In addition, the VECA Community Development Corporation was formed in 1995 to maintain, stabilize and rehabilitate housing and to support economic development within the VECA area. These two organizations will be the implementing agencies for the VECA Comprehensive Plan.

Goals that have been established for the VECA area include,

- ▶ Stabilizing and revitalizing the VECA area as a predominantly single family neighborhood.
- ▶ Conserving existing single family housing stock and reduce conflicts and impacts of higher density housing in the area.

- ▶ Supporting the public and private institutions that serve the neighborhood's recreation, social and spiritual needs.
- ▶ Retaining, attracting and reinvigorating the businesses in districts that serve neighborhood convenience needs.
- ▶ Promoting VECA as a biracial residential community

II. NEIGHBORHOOD ASSESSMENT AND INVENTORY

The following section provides data and analysis of the Vollintine Evergreen Neighborhood based on the 1990 census for the purposes of problem identification and goal implementation. The section investigates basic demographic, housing and economic characteristics of the Vollintine Evergreen Neighborhood.

A. Transportation Infrastructure

Infrastructure in the study is in relatively good condition. The VECA area generally has a good street grid system that is in good repair. Minor improvements and continued maintenance should keep the major roads and neighborhood streets in workable condition. There are no major bridge structures that are in need of replacement and drainage ways have no significant problems. All major road intersections have modern traffic signal devices that function smoothly. On-street parking along major roads appears to be a slight problem that decreases the capacity of the streets during rush hour traffic. Bus stops and bus activity along major roads also limits some capacity of major roads. Modifications such as relocating bus stops or prohibiting on-street parking should be investigated to improve the traffic flow.

The VECA neighborhood benefits from a well connected local street network. The area is served by three major east west streets (Vollintine, North Parkway, and Jackson Avenue), and two major north south streets (Watkins and McLean). These streets provide local residents with convenient access to the Interstate system, downtown area, shopping areas, education facilities, and entertainment activities. The street layout has the basic form of a grid. There are a few exceptions in that there are a number of cul-de-sacs and curvilinear streets in the north and eastern sections of the neighborhood.

According to Memphis Major Road Plan there are some streets in the VECA neighborhood that are scheduled for improvements. Those streets are Avalon, Evergreen, and McLean. However, these street improvements all have a priority 3 rating. According to the Major Road Plan a priority 3 project will take place some time after 20 years. The Major Road Plan was adopted in 1994 and amended in 1995. Using those years as a basis one could not expect that any of these projects to begin before the year 2014.

Automobile Usage

The automobile is the chief source of transportation for the majority of Memphis' residents. This is reflected in the number of automobiles that pass through the community as well as, those auto trips that originate and return to the neighborhood. According to the "1994 Traffic Volumes Report" traffic levels in the area have remained constant over the past four years. Some streets have shown a decrease in traffic volume, while others have shown slight increases. The peak traffic time for all the streets in the VECA area falls between 4 and 5 pm. It is estimated that just under 10% of the total daily volume of traffic occurs during this time. Jackson Avenue between McLean and Trezvant averaged an estimated 20,738 vehicles a day in 1994. During the peak traffic hour (4-5pm) an estimated 2,159 vehicles pass through. Other streets in the neighborhood carry high volumes also. With road usage there also comes a need for road maintenance.

Bus Service

The VECA neighborhood is well served by Memphis Area Transit Authority (MATA) bus service. MATA supplies the area with a variety of services, that include local bus service, crosstown routes, blazer routes and paratransit routes. The local routes make numerous stops in the neighborhood and provide residents access to the whole city. These local routes are: Route 10 which runs along Watkins and makes stops at the Medical Center, Shelby State Community College, Mall of Memphis, Eastwood Hospital, Hickory Ridge Mall, and downtown Memphis. Route 52 is another local route and it provides service along Jackson and connects to downtown as well as Austin Peay Highway. Other local routes serving the neighborhood include: 53S providing service along North Parkway, 19 service along Vollintine.

The Crosstown Route provides service along Vollintine and Watkins and connects to southern parts of downtown. The neighborhood is served by one Blazer route (#7). Blazer buses provide express service, make a limited number of stops and charge slightly higher fares. For example, a regular adult fare is \$1.10 whereas, a Blazer route base fare is \$1.50. Route 7 provides service from Vollintine to the Airport Industrial Park area.

Paratransit is a service offered throughout most of Memphis by MATA to special customers that can not ride a normal MATA bus. The service is exclusively for individuals that are in wheel chairs or dependant upon other equipment that is not feasible for regular bus service. To receive this service one must apply at the MATA offices. A determination is made as to the individual's need for the service. If it is felt that the individual is in need he or she will be placed on a waiting list. Once a person becomes eligible for paratransit service they are required to schedule their transit requests in advance of their need. As one can see paratransit is a needed service, but it can be difficult to obtain.

Ridership

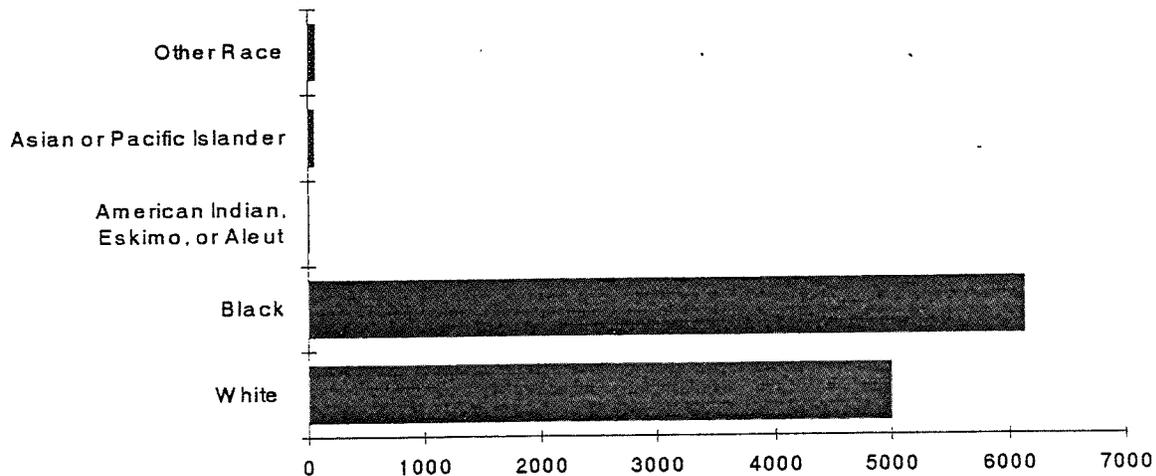
The success of most business is usually determined by the number of customers served or amount of profit created. With bus service success is determined by the number of customers served. An

examination of some of the routes serving the VECA neighborhood revealed the following: Route 7 averaged 71 passengers a day, Route 10 averaged 1517 passengers a day, Route 19 averaged 2,146 passengers a day, Route 31 averaged 4,479 passengers a day, and Route 52 averaged 2,964 passengers a day. These route combine to serve an average of 170 passengers per hour. However, these data do not provide information on the number of residents being served in the VECA neighborhood.

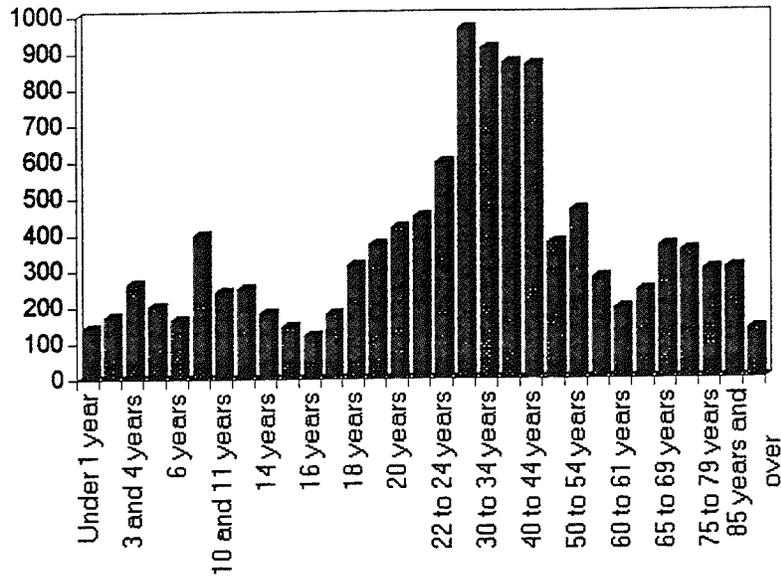
B. Population Characteristics of Vollintine Evergreen

Total Population in 1990 was 11260 with 4980 male residents and 5379 female residents. Racially, there are 6131 black persons or 54 percent, in the total population and 5000, or 44 percent, white persons as illustrated in Graph 1, Race of Population.

The greatest number of persons fall within the 20 to 24 age cohort numbering 1465. The second



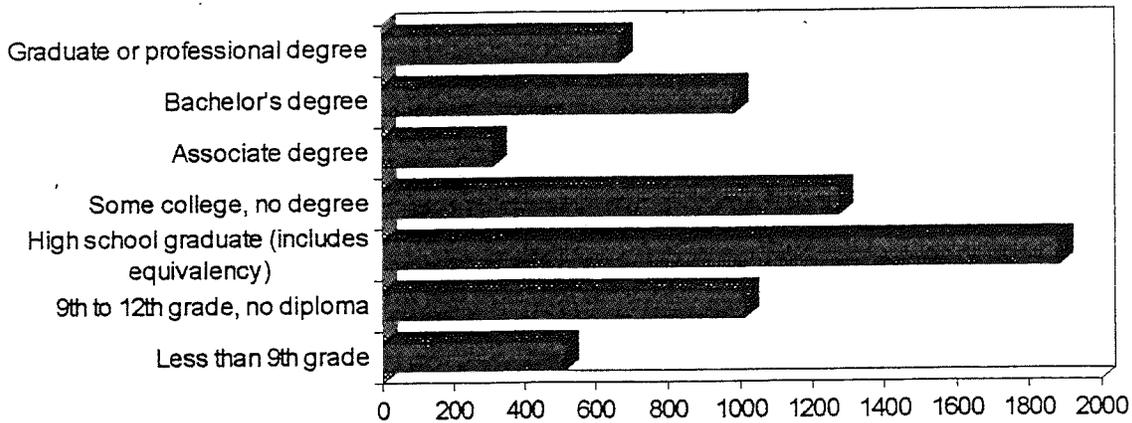
Graph 1, Race of Population



Graph 2, Age Distribution

largest age cohort is the 15 to 19 age group numbering 1134. These groups are followed by the 25 to 29 age group at 965 persons. These three age groups make up 30% of neighborhood population. These statistics are illustrated in Graph 2, Age Distribution. In comparison, there are 2185 persons over the age of 60.

Educationally, of persons over age 25, forty eight percent are high school graduates, fifteen percent are college graduates at the Bachelor's level and ten percent have obtained graduate or professional degrees. The remaining twenty seven percent of persons have less than a high school education as illustrated in Graph 3, Educational



Graph 3, Educational Characteristics

Characteristics.

C. The Economic Characteristics of Vollintine Evergreen

The labor force in the neighborhood, consisting of persons 16 years and older, numbers 9095. Of these persons, 5269 are employed. The largest sector of employment is professional services employing 2051 persons followed by the retail sales industry employing 635 and manufacturing employ accounting for 577 jobs. The fourth largest employer is the transportation industry with 445 employees. Table 1, Employment Characteristics illustrates these statistics.

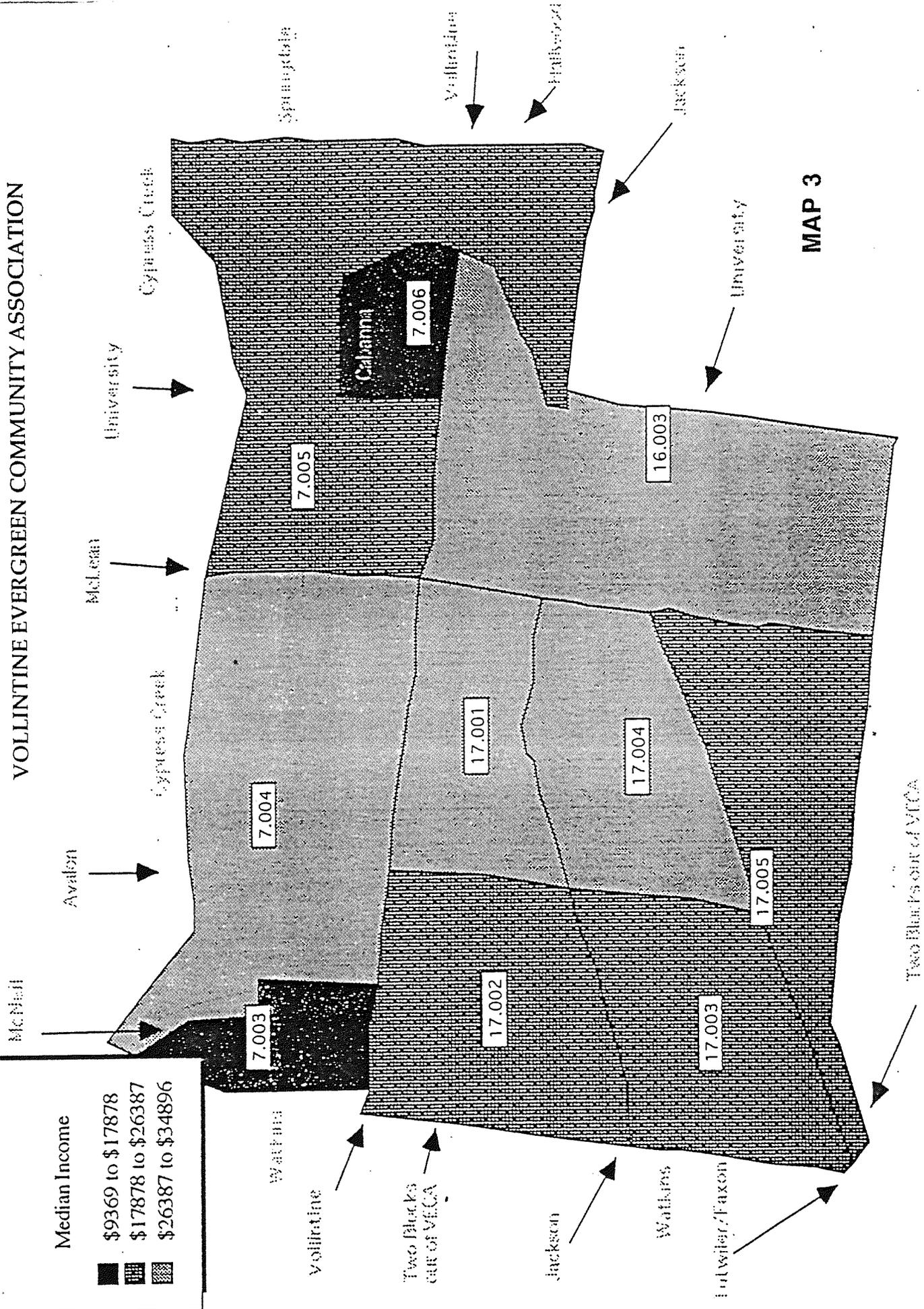
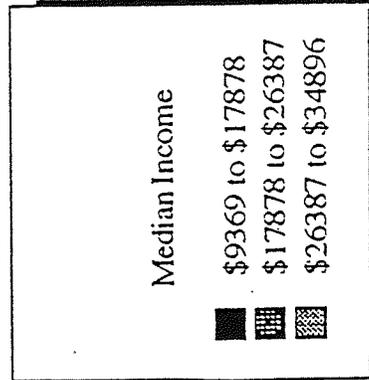
Largest Sectors Of Employment	
Professional Services	2051
Retail Sales	635
Manufacturing	577
Transportation	445
Occupation	
Managerial and Professional Specialties	1549
Administrative Support	937
Service Occupations	725

Table 1, Employment Characteristics

In terms of occupations of persons within the industries of employment, the largest number of occupations represented in the industries of employment are managerial and professional specialties occupations with 1549 persons. This category is followed by administrative support occupations with 937 employees, followed by service occupations with 725 persons employed.

Median household income (see Map 3) varies widely across the neighborhood from a low \$9369 in block 7.003 to a high of \$34,896 in block 16.003. Poverty levels also show a wide disparity among blocks. Obviously, the highest levels of poverty are found in block 7.003 with 390 residents out of a total of 549 living in poverty.

VOLLINTINE EVERGREEN COMMUNITY ASSOCIATION

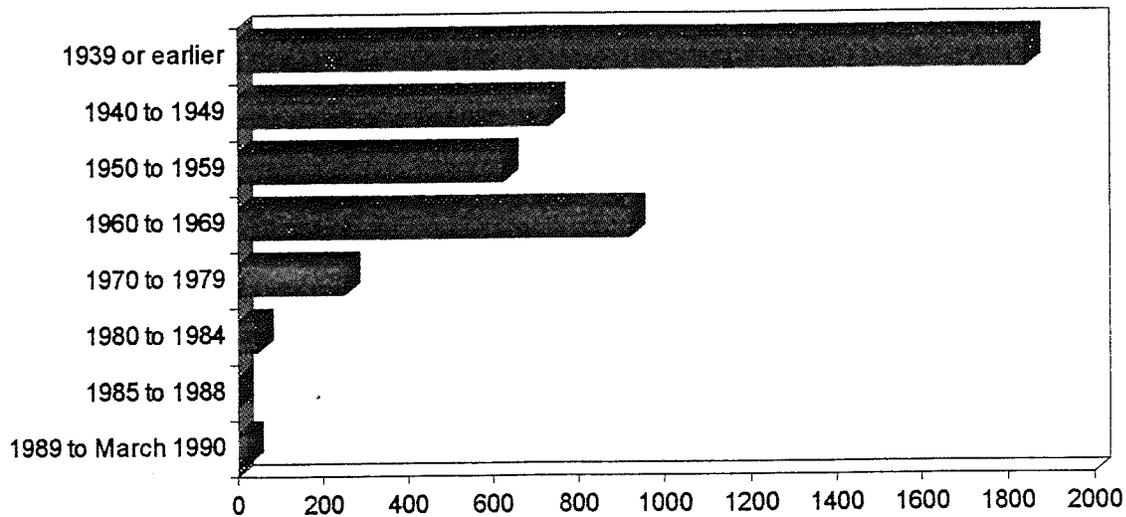


MAP 3

D. Housing in Vollintine Evergreen

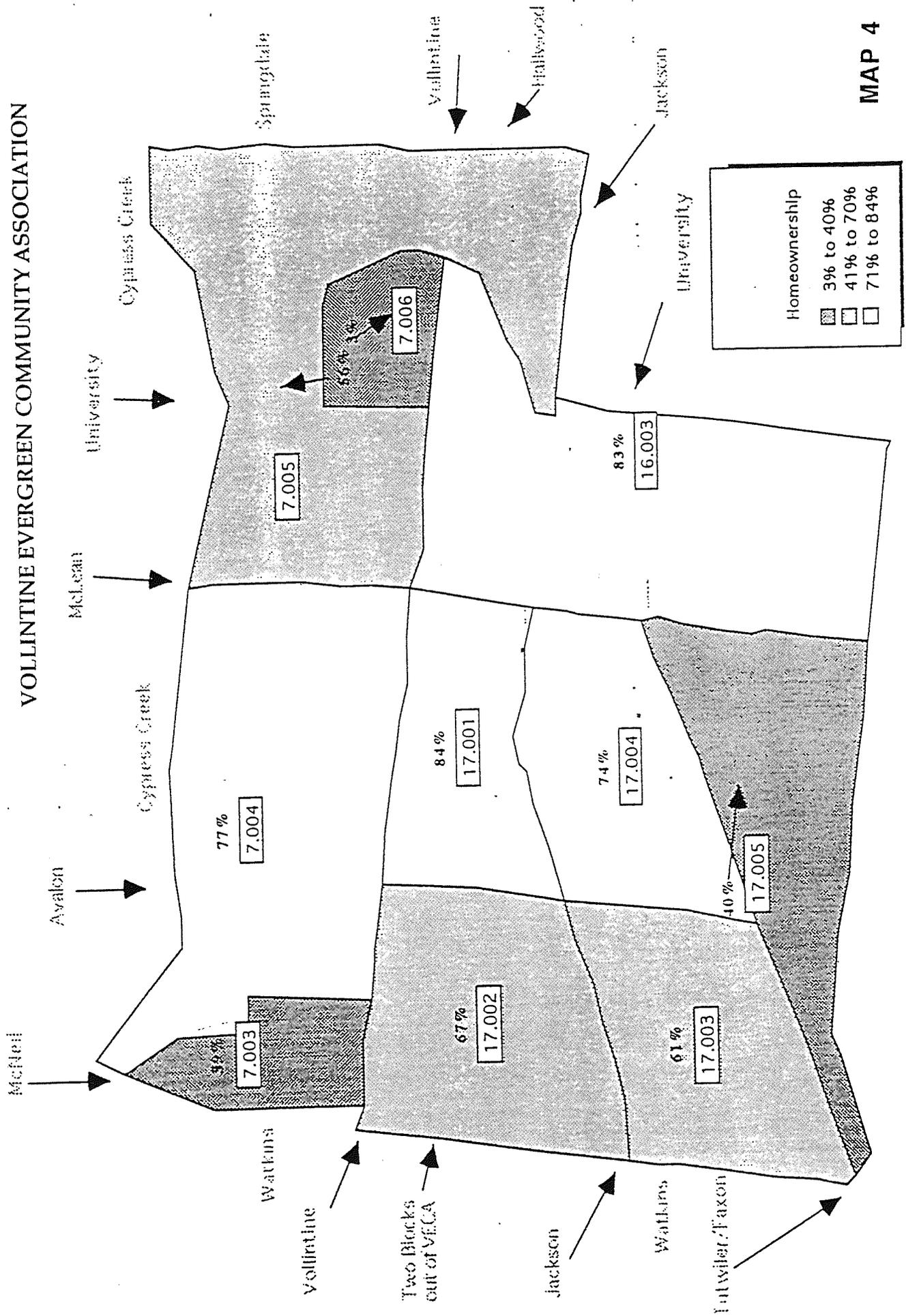
There are a total of 4440 housing units in the neighborhood. Of these 4234 are occupied, indicating a vacancy rate of five percent and an average of 2.7 persons per occupied unit. Fifty eight percent of the units are owner occupied. Geographic distribution of home ownership in the VECA neighborhood is illustrated on Map 4.

Seventy two percent of the homes in the neighborhood are 35 years old or older. Fifty eight percent of the householders have moved into the neighborhood since 1980. Graph 4, Periods of Construction illustrates the age of neighborhood homes. The aging housing stock indicates the likelihood of falling home values in the years ahead without significant neighborhood reinvestment. Forty percent of homes are 2 bedrooms and thirty nine percent are three bedrooms. Median values for homes vary from \$48,300 to \$74,400.



Graph 4, Periods of Construction

VOLLINTINE EVERGREEN COMMUNITY ASSOCIATION



MAP 4

E. Schools, Churches, Parks and Open Spaces

There is a rich assortment of support facilities available to the residents of the VECA area. Snowden Elementary and Junior High, Cypress Junior High and Vollintine Elementary Schools are primary and secondary educational facilities located within the neighborhood. In addition, Rhodes College provides an excellent resource for students and neighbors.

There is a wide variety of park and open space opportunities within walking distance of most residents. Parks include University Park adjacent to Cypress Junior High and Vollintine Park adjacent to Vollintine Elementary School. Overton Park with the Zoo and golf course are located on the southern boundary of the neighborhood providing a huge resource of active and passive recreational facilities. The schools also provide playground and recreation facilities that are available to residents. Some unusual open space opportunities are located in the area, including dedicated Cypress Creek and Lick Creek flood control areas, the abandoned L&N Railroad greenbelt area and the Memphis Light Gas and Water well field.

There is an abundance of church facilities spread throughout the neighborhood. Churches include Evergreen Presbyterian, Springdale Missionary Baptist, Open Door Bible Church, Peace Lutheran Church, McLean Baptist Church of the Good Shepherd, St. Therese Little Flower Catholic Church, St. John Orthodox Church and the Gethsemane Garden Church of God in Christ.

These schools, parks, churches and open space areas provide some of the best and most conveniently located neighborhood amenities found anywhere in the Memphis Metropolitan area.

F. Neighborhood Land Use

The generalized existing land uses for the VECA study area are illustrated in Map 5. The land use inventory for this study was conducted in January of 1996. A windshield survey was completed identifying the land uses and placing them into one of six categories. The six categories are: Single Family Residential houses, Two-Family (duplex) Residential structures, Multifamily (three or more units) Residential structures, Commercial activities (including offices), Institutional uses (schools, parks, churches, etc...), and Vacant land. Standard land use color codes were assigned to the categories and identified on the map. Duplex and multi-unit structures were identified by looking for multiple gas or electric meters, mailboxes, and entrances. The land use in this study is mapped to indicate the generalized location of these uses.

The VECA neighborhood is in general a combination of single family subdivisions with commercial centers, apartments, schools, churches and other public institutions intermingled to better serve the residential neighborhoods. There are occasional duplexes and four-plexes that are dispersed throughout the single family areas. Concentrations of duplexes occur in the northwest corner of the VECA area north of Brown Avenue along McNeil Street, Watkins Street and

Garland Street. Other duplex concentrations occur between Evergreen Street and McLean Boulevard along Brown Avenue and Edward Avenue; along Jackson Avenue between Garland Street and Hawthorne Street; and on Henry Avenue and Charles Avenue near Springdale Street. Another area where there is a concentration of duplexes is the frontage of University Street and Vollintine Avenue backing up to the Cabana Apartments.

Apartments are in most part located along major roads. The Cabana Apartments at Vollintine and University; and the Saints' Court Apartments at Vollintine and Watkins are the only traditional garden (low rise, 2-3 stories) apartment complexes located within the VECA boundaries. Two high-rise multi-family buildings are located on North Parkway, one of the major roads that is able to handle higher density activities. The Parkway House Apartments are located at University and Parkway while the Woodmont Towers Apartments are located along North Parkway between Stonewall Street and Avalon Street.

Public or institutional uses are generally found in clusters in the neighborhood. These clusters include: Rhodes College, Evergreen Presbyterian Church and Snowden School near the corner of North Parkway and University. The Open Door Bible Church is located nearby on the corner of North Parkway and Hawthorne Street. Springdale Baptist Church is located on Springdale near cypress creek. Along Jackson Avenue are four churches which serve as anchors to the surrounding neighborhoods with the Church of the Good Shepherd at University; McLean Baptist at McLean, Little Flower Catholic Church at Belvedere and Peace Lutheran Church at Willett. Vollintine Park, Vollintine Elementary School and the Gethsemane Church are clustered at the corner of Evergreen Street and Vollintine Avenue. University Park and Cypress Junior High School are located in the northeast corner of the VECA study area.

The commercial centers are generally for neighborhood commercial service uses and are reasonably well located to serve the surrounding residents. A commercial center is located at Jackson at Watkins and another at Jackson and Evergreen. Smaller centers are located at the corner of Watkins at Brown Avenue; along Vollintine between Maury and Avalon Streets; and along McLean at Faxon Avenue. Although the individual uses in the commercial centers may change from time to time, commercial encroachment or intrusion into the surrounding neighborhoods has been minimal and neighborhood edges are generally stable.

Observations from the land use survey indicate that the study area in general is stable and sound. Commercial intrusion is not a problem. Public and institutional uses are spread evenly throughout the study area and have a stabilizing effect on the surrounding residential areas. There is very little vacant land which limits the potential of new development. Although the commercial area at McLean and Faxon appears active and stable, the commercial centers along Jackson at Watkins and at Evergreen need commercial revitalization and enhancement. Multi-unit residential conversions of houses and

structures continue to occur throughout the study area. The areas where there are concentrations of duplexes are also a major concern to future stability. An occasional duplex mixed into single family neighborhoods is not a major problem. However, if concentrations develop it can quickly change the land use character of neighborhoods that were intended for single family use.

G. Neighborhood Zoning

The existing zoning within the study area varies widely. The following Zoning Districts are found in the VECA area and are identified on Map 6, Zoning Map. Neighborhood Zones include the following :

R-S 15	Single Family Residential	15,000 square foot minimum lot
R-S 10	Single Family Residential	10,000 square foot minimum lot
R-S 6	Single Family Residential	6,000 square foot minimum lot
R-D	Duplex Residential	Two-family structure
R-TH	Townhouse Residential	Single or two-family structure
R-MM	Multi-dwelling Residential	Up to 125 feet in height
O-G	General Office	Major Road locations
C-L	Local Commercial	Neighborhood service uses
C-H	Highway Commercial	Major road-regional uses
(HC)	Historic Conservation	Architectural guidelines overlay zone

A comparison of the existing land use and existing zoning indicates that large areas of the VECA area are used as single family residences yet are zoned for duplexes (R-D). This zoning encourages the conversion of houses built for single family use into duplexes. In most cases these lots have only one driveway and no way to provide adequate off-street parking. This causes increased traffic, parking and congestion problems within the neighborhood.

The R-D zoned areas along Charles Street and Henry Street have been developed as duplexes and match the existing land use. The frontage of the University Cabanas apartments located at the corner of University and Vollintine is appropriately zoned R-D for duplexes that exist there. The area of duplexes along Edward and Brown between Evergreen and McLean are predominately Duplex land uses and match the existing R-D zoning district classification.

The majority of R-MM zoning matches the existing multi-family locations except for the R-MM area located along Maury Street near Henry Avenue. This location does not reflect the existing uses that are a mixture of single-family, duplex, and four-plex structures. This isolated island of R-MM zoning is in the middle of a single-family neighborhood and is disruptive. These structures are along neighborhood streets that cannot support the traffic that is currently generated, much less the traffic from apartments that could be built under this R-MM zoning with 125 foot height limit. There is currently very little off-street parking for the current residents and on-street parking blocks the flow of traffic. These potential

apartments are a concern to the neighbors and property owners because their appearance, safety and adverse impact on the neighborhood.

The commercially zoned areas are reasonably well located for the most part have not encroached into the surrounding neighborhoods. The Local Commercial (C-L) zoned areas located at the corner of Watkins and Brown; Avalon and Vollintine; Evergreen and Jackson; and McLean at Faxon are appropriately classified for the neighborhood commercial uses that are operating there. The Highway Commercial (C-H) zoning located at the corner of Jackson and Watkins also has neighborhood commercial uses that would be appropriate in a Local Commercial (C-L) District. The General Office (O-G) zoning at the corner of Watkins and North Parkway has been developed as a single-family house and is inappropriately zoned.

H. Summary and Conclusions

In summary, the young, professional segment of the VECA population serves to provide a solid base for future neighborhood stability. In addition the overall diversity of the neighborhood creates a wide range of views and methods for achieving neighborhood goals. The neighborhood must account for and be sensitive to this diversity. Specifically, the following summary points provide a basis for neighborhood plans and implementation strategies.

1. The housing stock is aging and ways to stabilize values must be planned soon .
2. VECA's older housing and traditional neighborhood setting create the potential for attracting new neighborhood residents, generating housing demand and supporting housing values, maintenance of aging housing is a concern.
3. Additionally the neighborhood is built out requiring stabilization and rehabilitation instead of a reliance on new construction for neighborhood improvements
4. Commercial encroachment has been minimal and neighborhood edges adjacent to commercial centers are generally stable. However, commercial areas are generally in poor condition and need revitalization.
5. Infrastructure is in place and capacity is sufficient for maintaining the quality of the neighborhood. However, aging facilities require constant vigilance and maintenance.
6. There is a high level of home ownership.
7. School, Park, Church and open space facilities are excellent and are spread evenly throughout the study area. However, age and maintenance of facilities are a concern.

8. Conversion of single family houses into duplexes is a major concern. Concentrations of duplexes increase activity, parking problems and traffic congestion in areas that were not designed for intensive use and activities. This can often detrimentally change the character of neighborhoods designed for single family use.

III . THE FUTURE OF THE VOLLINTINE EVERGREEN NEIGHBORHOOD

A. General Planning Recommendations

1. Continue to expand the administrative capacity of VECA and the VECA CDC to protect the neighborhood's single family areas from conversion to duplexes or encroachment of commercial uses that would change the low density, stable character of the area.
2. Discourage the conversion of homes along Major Road frontages to commercial use.
3. Redevelop all commercial centers through a coordinated Commercial Revitalization Plan. The program should include visual enhancement through street trees, landscaping, banners, awnings, and parking improvements.
4. Develop a program for attracting and retaining businesses to the commercial areas. Work with landlords to keep businesses in commercial buildings. Investigate developing a technical assistance program for business owners providing information on such things as advertising, promotions and security, work with banks on funding sources. Use the National Trust's Main Street Program as a model.
5. Develop a commercial facade improvement program to provide moderate grants to businesses for exterior building rehabilitation, signage and landscape improvements
6. Investigate ways to screen residential neighbors from commercial centers. This adjacency problem often encourages residential deterioration and requests for conversion to commercial uses.
7. Develop a street tree program for major roads and collector streets, similar to the design recently installed along Elvis Presley Boulevard.
8. Work through city agencies and commercial owners to remove abandoned signs, posts, poles and street debris.
9. Use Federal, City and foundation resources to continue housing rehabilitation and home ownership programs to enhance, protect and restore the single family character of VECA.

10. Examine methods to develop a long term program to convert duplexes into single family uses.

11. Carry out a housing condition survey to identify areas of deterioration, code violations, environmental problems such as overgrown lots, illegal dumping and abandoned cars. Continue to work with city agencies to continuously enforce codes and laws.

12. Review the condition and availability of recreational facilities in University Park, Vollintine Park and at Snowden School. Work with the Park Commission and School Board to develop "Adopt-a-park" program to encourage neighbors and businesses to assist in the maintenance and improvement of these neighborhood parks and school playgrounds.

13. Examine bus stop facilities to increase the number of shelters and to control the location so that they do not block the sidewalk. The basic bus stop should include a bench, trash receptacle and street tree.

B. Future Neighborhood Land Use

The Future Land Use concept for VECA is designed to reflect the historic development and to conserve the predominant land uses as identified in the existing land use survey. Map 7 shows the Future Land Use Plan. Single family residential neighborhoods are the major land use with neighborhood commercial centers located at the corner of Faxon and McLean; Watkins and Jackson; Evergreen at Jackson; Watkins at Brown; and Avalon at Vollintine. The Land Use Map shows duplex residential uses would remain in the following areas: along University and Vollintine, surrounding the Cabana Apartments, along Edward and Brown between Evergreen and McLean, along the south side of Jackson, between Stonewall and Maury, along the north side of Jackson, between Willett and Dickinson, along the north side of Tutwiler, between Stonewall and Maury and the three duplexes to the east of St. John Orthodox Church along the southside of Tutwiler. Multifamily apartments are also located at the corner of Vollintine and Watkins (Saints' Court), University and Vollintine (Cabanas), North Parkway at University (Parkway House) and North Parkway at Stonewall (Woodmont Towers). All public and institutional uses are incorporated into the plan and are located where they currently exist.

C. Future Neighborhood Zoning

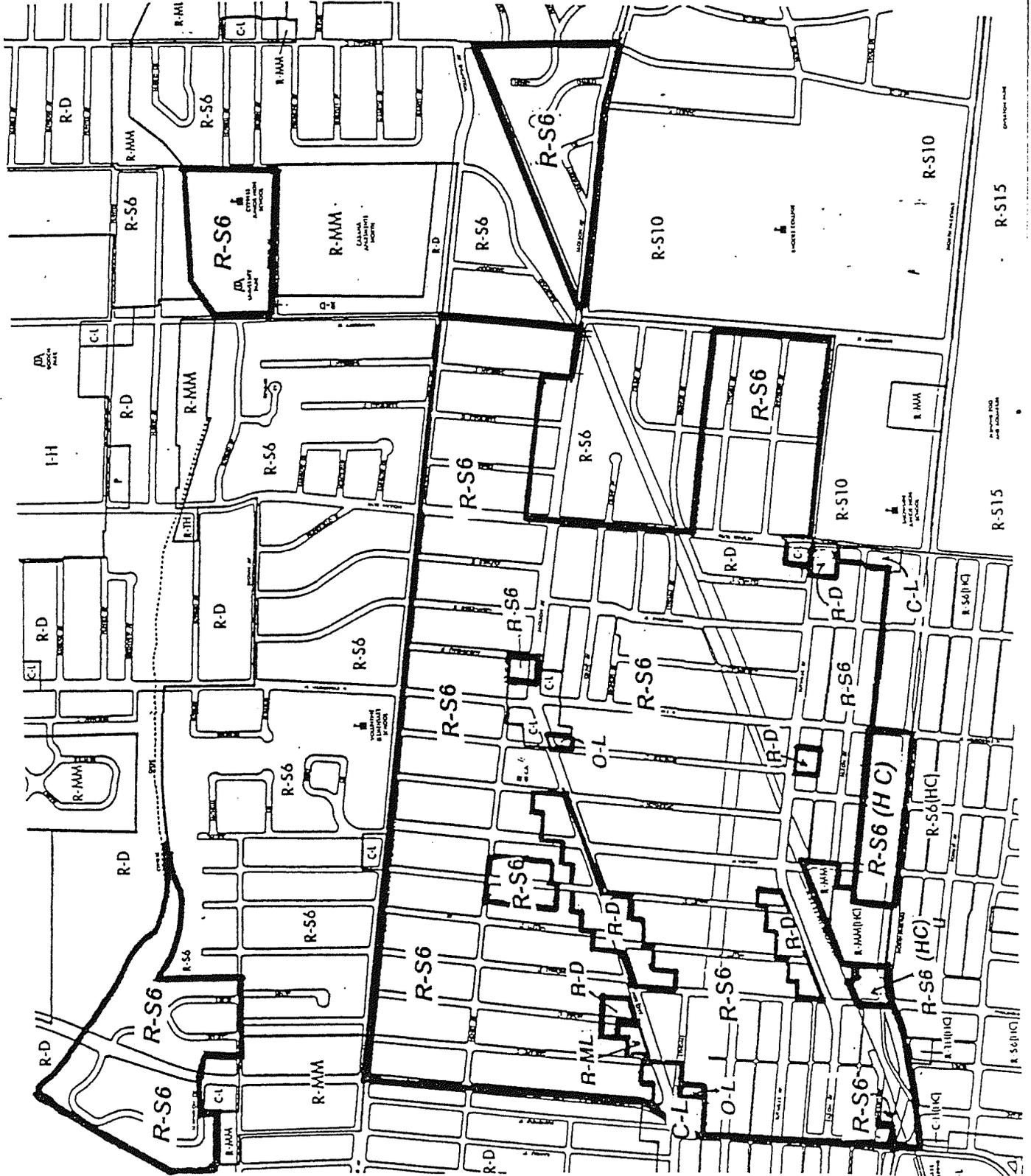
The future zoning map for the VECA study area is shown on Map 8. In general, the study area is currently zoned for more intense uses than the existing uses require. Much of the area is recommended to be changed to lower density zoning districts. The large areas of single family

VOLLINTINE EVERGREEN COMMUNITY ASSOCIATION

ZONING
CHANGES



MAP 8



residential housing between Watkins and University that have been zoned in the duplex (R-D) district will be changed to the single family (R-S6) district. The Duplex (R-D) district along University Drive near Jackson and on the Cypress Junior High School and University Park sites will be changed to the single family (R-S6) district. R-D zoning allows for the conversion of houses into duplexes, increasing population density in a neighborhood that was originally developed as a single family subdivision. Additional duplexes change the original character of the single family neighborhoods that were not designed to accommodate the doubling of traffic, parking and noise. Single family houses have only one driveway and conversion to duplexes forces more parking in front yards or on the street. Planning studies have indicated that when more than twenty percent of an area is made up of duplexes, such concentration leads to neighborhood decline.

The R-MM (Medium Density Multiple Family Residential) district at the corner of Maury Street and Henry Avenue will be changed to the single family (R-S6) district. The office (O-G) district at the corner of Watkins and North Parkway will be changed to the single family (R-S6) district. The Highway Commercial (C-H) district at the corner of Watkins and Jackson will be changed to Local Commercial (C-L) district. All other areas have zoning compatible with and supportive of the existing land use and will remain as currently zoned.

D. Specific Zoning Change Recommendations

1. Rezone the majority of the study area south of Vollintine currently in the Duplex (R-D) district to the Single Family (R-S6) district. Single family residences are the predominate uses and rezoning the properties to the R-S6 district will preserve the character of the neighborhood. Certain concentrated areas of duplexes as described in the Land Use section mentioned above and shown Map 7 will remain in the duplex (R-D) zone.
2. Rezone the property located on the Southeast corner of Somerset and North Watkins from the General Office (O-G) district to the single family (R-S6) district. This property has been redeveloped and the current use is a single family home. Office zoning would allow and encourage conversion to commercial office use that would encroach into the residential neighborhood.
3. Rezone the property located on the Northeast and Southeast corners of North Watkins Street and Jackson Avenue for the Highway Commercial (C-H) district to the Local Commercial (C-L) district. The current commercial activities are local service uses appropriate in the Local Commercial (C-L) district and the rezoning will preserve commercial areas for uses serving the surrounding residential areas, rather than for generally more intrusive regional servicing use. In addition, the two lots on the southeast edge of the commercial district along Lyndale Avenue are currently being used as residences and are to be rezoned from C-H to O-L.

4. Rezone the property located on the Southeast and Southwest corner of Maury Street and Henry Avenue from the Medium density Multiple Family Residential (R-MM) district to the Single Family (R-S6) district. These residential lots are located in the middle of an established single family neighborhood on minor neighborhood streets. The Multiple Family Residential district allows apartment structures up to 125 feet in height which would overshadow the surrounding neighborhood and produce a disruptive, deteriorating affect. On-street parking is already a significant problem in this area. Jackson Avenue, the closest major road, could not provide adequate access for traffic and parking for these dense residential uses.

5. Rezone the neighborhood area (West Lexington Circle and the frontage along Watkins) located west of Watkins Street and North of Brown Street, from R-D to RS-6. This area has seen several conversions by owners and many additional units have been purchased by VECA and converted to single family uses.

6. Rezone the neighborhood area (McNeil Street, Garland Street and the frontage along Watkins Street) located west of Watkins Street and north of Brown Street from R-D to RS-6. This area has also had much conversion of duplexes to single family residential.

7. Rezone the area on the north side of Jackson between Garland and McNeil from R-D to R-ML to reflect the current apartment use.

8. Rezone the two lots on the south east corner of Jackson Avenue and Helvedere Street from C-L to O-L to reflect the current use of the homes as offices.

9. Rezone the southwest corner of Jackson at Alburndale from O-G to RS-6 to reflect the current use of this structure as a home.

10. Rezone the lot on the southwest corner of Tutwiler and McLean from C-L to R-D to more closely represent the residential use of property.

11. Rezone the triangle formed by the I. & N Rail Road right-of-way on the north; Jackson Avenue on the south; and Springdale Street on the east from R-D to RS-6. The neighborhood streets included in this zoning change are University Drive, Henry Avenue, and Charles Avenue.

12. Enforce provisions of the zoning ordinance which specifies that when a legal nonconforming use ceases to occupy the property for one year, the new use must conform to the current zoning district.

BIBLIOGRAPHY

Vollintine Evergreen Community Association Community Development Corporation Strategic Housing Plan, Michael Kirby, Ph. D, February, 1995.

National Register of Historic Places, Vollintine Evergreen Historic District, United States Department of Interior, National park Service.

Memphis Lending Study, MACRO Neighborhood Profiles, December 1995.

1990 Census of Population

1994 Traffic Volumes Report, Memphis and Shelby County Office of Planning and Development, August 1995.

Memphis Metropolitan Planning Organization Major Road Plan, 1995