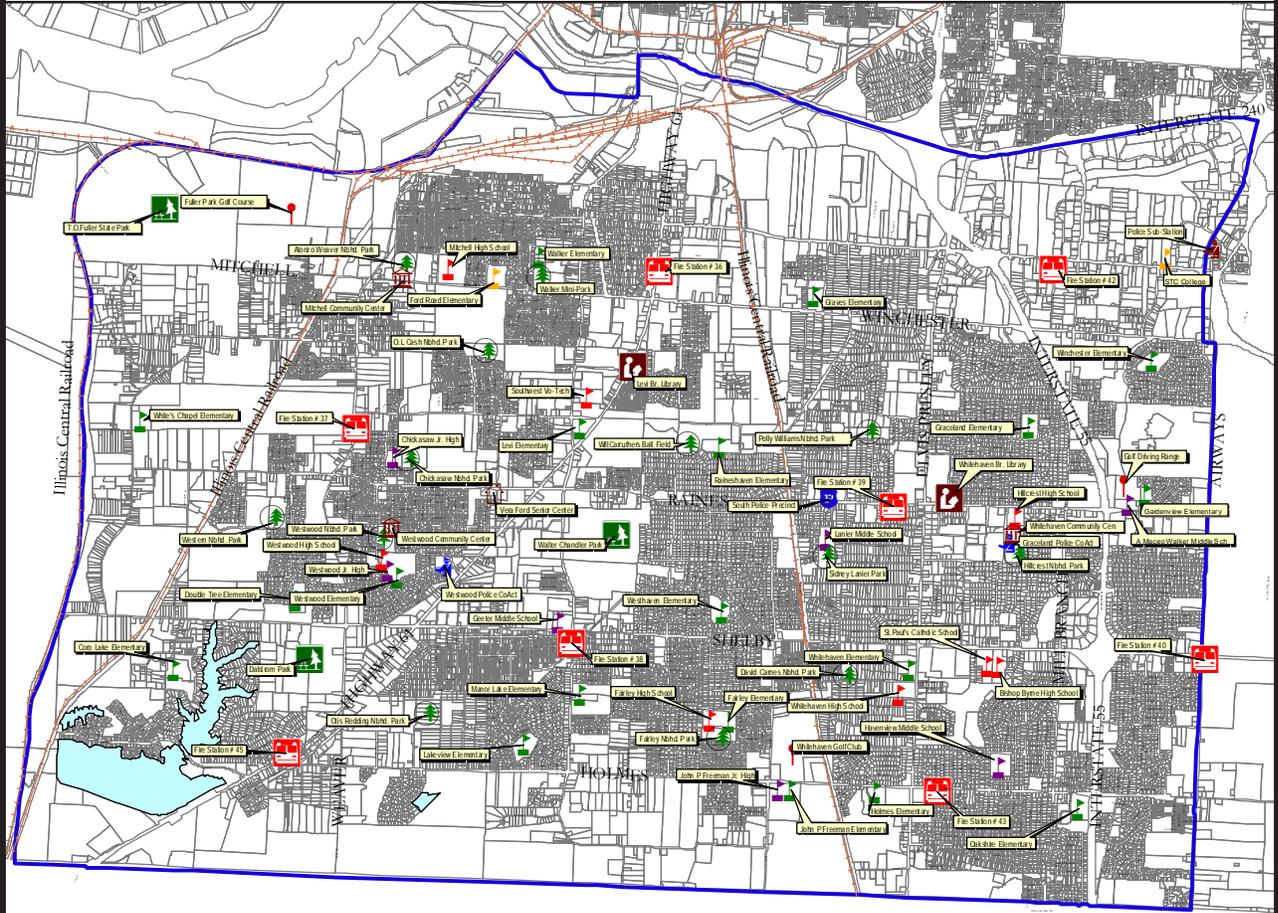


Whitehaven-Levi Planning District Study



January 2003

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**A RESOLUTION BY THE COUNCIL OF THE CITY OF MEMPHIS ,
TENNESSEE ADOPTING THE WHITEHAVEN-LEVI PLANNING DISTRICT
COMPREHENSIVE PLAN**

WHEREAS, Section 4 of the Joint Memphis and Shelby County Ordinance-Regulations authorizes the Council of the City of Memphis, Tennessee to adopt a comprehensive plan to include statements of policies and goals with respect to the future development of an area; and

WHEREAS, A plan has been prepared for the Whitehaven-Levi Planning District located in an area bounded by I-55/I-240 South and Nonconnah Creek on the north, the Tennessee-Mississippi State Line on the south, Illinois Railroad on the west, and Airways Boulevard on the east; and

WHEREAS, Such plans are to contain elements pertaining to land use, transportation, public facilities, housing, economic development and/or budget elements, and any data and studies relating thereto; and

WHEREAS, Section 4 of the Joint Memphis and Shelby County Zoning Ordinance-Regulations authorizes the Division of Planning and Development to prepare and recommend a comprehensive plan and to conduct such studies as appropriate to prepare such a plan; and

WHEREAS, The Division of Planning and Development and Fisher & Arnold, Inc. has prepared a comprehensive plan in order to provide neighborhood stability, foster home ownership opportunities, and foster orderly redevelopment and reinvestment in the Whitehaven-Levi Planning District; and

WHEREAS, Pursuant to Section 4 of the Joint Memphis and Shelby County Zoning Ordinance-Regulations, the Division of Planning and Development held a public meeting on said Plan and has recommended that the Council of the City of Memphis, Tennessee adopt the proposed Plan; and

WHEREAS, The Council of the City of Memphis, Tennessee desires to adopt the Whitehaven-Levi Planning District Comprehensive Plan as an advisory plan for the orderly growth and development of the Whitehaven-Levi Planning District.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF MEMPHIS, That the Whitehaven-Levi Planning District Comprehensive Plan is hereby adopted as an advisory plan for all future development in the Whitehaven-Levi Planning District.

BE IT FURTHER RESOLVED, That this resolution shall take effect upon having been passed by the Council of the City of Memphis, Tennessee, the public welfare requiring it.

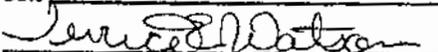
ATTEST:

OPD
LAW

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

JAN 21 2003

Date


Deputy Comptroller - Council Records

EXECUTIVE SUMMARY

WHITEHAVEN-LEVI PLANNING DISTRICT STUDY

The Whitehaven-Levi Planning District constitutes an area of roughly 25,600 acres or 40 square miles. The area is bounded by Nonconnah Creek, the Mississippi State Line, Airways Boulevard, and the I.C. Railroad.

The Whitehaven-Levi Planning District Study has been initiated to develop a comprehensive land use plan that assess the historic pattern of development and land use as well as provide guidelines to direct future growth in the area.

GOALS

- ***Strengthen established residential areas. Maintaining the single-family character of the area is a primary objective.***
- ***Enhance established commercial areas/ assist the revitalization of commercial areas.***
- ***Create a climate that encourages business start-up and expansion.***
- ***Promote investment in residential and commercial uses.***
- ***Comprehensively review existing zoning and recommend appropriate changes.***
- ***Encourage preservation and development of a mixture of uses and activities that welcome and serve citizens of diverse incomes and ages.***
- ***Encourage the preservation of natural resources and use environmentally sustainable development practices.***
- ***Incorporate green spaces as a part of neighborhoods.***
- ***To promote visually attractive neighborhoods and enhance the environment.***

HISTORICAL DEVELOPMENT

Development of the District occurred in spurts. Rapid growth in residential development occurred in the 1960s, and continued into 1973. The growth which occurred during the years 1970-1974 was characterized by a significant percentage of multi-family dwellings and zoning.

DEMOGRAPHICS

The Whitehaven-Levi study area has experienced two decades of declining population. This is a characteristic consistent with the overall pattern of population in the City of Memphis, which has exhibited significant out-migration to suburban areas. The District represented nearly 14 percent of the County's population in 1980, and has declined to represent approximately 11 percent of the County's Census 2000 population.

CHANGES IN POPULATION 1970 – 2000

	1970	1980	1990	2000	1980-2000 Percent change
Shelby County	722,014	777,113	826,330	897,472	+15%
City of Memphis	623,530	646,356	610,337	650,100	
Whitehaven-Levi Planning District	87,599	106,808	97,889	95,178	-12%

RESIDENTIAL LAND USES

The Whitehaven-Levi Planning District contained 34,904 housing units in 1990. Of this total, 10,514 (30 percent) consisted of multi-family residential units. The 2000 Census recorded a total of 34,562 units, with 10,373 (30 percent) multi-family units. Single Family Residential constitutes the largest concentration of residential development. Parcels range in size from 6,000 s. f. to several acres in size. Multi-Family Residential includes apartments, townhouses and duplex houses. Developed densities for multi-family complexes located in the Whitehaven-Levi community typically range between 15 to 20 dwelling units per acre.

COMMERCIAL LAND USES

There are essentially five commercial corridors located within the Whitehaven-Levi study area. Most notable are the Elvis Presley Boulevard (US Highway 51) corridor which contains the largest developed concentration of commercial activity, and the South Third Street (US Highway 61) corridor which is longer but represents a more scattered, less mature pattern of commercial uses and zoning. Other commercial sites consist primarily of small scattered tracts. These sites include both developed and vacant but commercially zoned properties. Existing, older highway commercial activity developed along US Highway 61 (Third Street) are typical of uses which were developed during a period of significantly less regulated site development and are generally characterized as having one or more substandard features affecting the appearance and function of the property.

The primary commercial corridor, Elvis Presley Boulevard, consists of a linear pattern of commercial uses extending north and south beyond five key nodes. These nodes are anchored from north to south by five principal businesses or locations; auto dealerships between Brooks Road and Winchester Road, the Graceland complex, Whitehaven Plaza at Raines Road, Methodist Hospital, and Southland Mall.

Renovation of the commercial areas at Southland Mall have been recently undertaken with landscape enhancements and updated architectural features, that illustrate the positive impact of appropriate planning regulations such as those provided by the more contemporary zoning and land use controls.

INDUSTRIAL LAND USES

Industrial land uses are generally confined to the areas between Nonconnah Creek and Brooks Road with the single largest concentration located on both sides of Brooks Road between Interstate Highway 55 and Airways Boulevard. While this area has been able to support a diverse and vital business mix, there are conditions that warrant action to reverse or remedy. These conditions include appearance problems, lack of code compliance, spotty use of streetscape landscaping, vagrant and criminal vandalism.

TRANSPORTATION

A number of factors have contributed to the traffic problems of the District, one of which has been the rapid development in Tunica, Mississippi. South Third Street (Highway 61 South) is a direct route through the Westwood area to Tunica. In areas of congestion, the roadway system must be improved, and motorists need access to other means of transportation.

MAJOR PLAN RECOMMENDATIONS

TRANSPORTATION RECOMMENDATIONS

Proposed improvements to Holmes Road which are planned to provide additional access to Highway 61 South, are especially important.

Priority should be given to congested intersections, for example Lakeview Road at Craft Road and Lakeview Road at Orleans Road, to evaluate and redesign for better traffic control.

Programs for increased transit ridership, in combination with road and corridor improvements, would increase traffic safety and road efficiency in the area.

PROPOSED ZONING RECOMMENDATIONS

The process and subsequent rezoning application are intended to assist in the redevelopment of this specific area. The basis for the Comprehensive Rezoning Report is that there are many inconsistencies between the existing land use and zoning classifications. Such inconsistencies may effect the ability for the planning district to redevelop and be revitalized.

Approximately 60 zoning changes are recommended based on identified problems and opportunities in the neighborhood and information which may be helpful in revitalizing this area. The zoning change recommendations are intended to:

- Encourage the location of land uses compatible with the surrounding land uses.
- Discourage the location of incompatible land uses by designating transitional zones.
- Support housing redevelopment and the stabilization of neighborhoods.
- Reduce the amount of multi-family zoning to reinforce the predominantly single-family neighborhood pattern of development.
- Assist commercial revitalization.

PLANNED BUSINESS PARK

The plan has identified two areas that would be reclassified to a new zoning district called Planned Business Park. These areas are currently zoned industrial, which is a zoning classification that is cumulative and allows for virtually all-commercial and industrial uses. As a result, these areas host a very broad array of uses ranging from Class A corporate offices to adult bookstores and nightclubs. The new zoning can ensure that further development of incompatible uses does not occur and guide the conversion of uses to those of the desired business environment.

Area 1- I-H zoning area bounded roughly by Back property lines along Fields between the I.C.C. R.R and back property lines along Sewanee south to the back property lines along Raines Rd. east of Opportunity. Also includes three large I-H parcels east of the railroad bounded by Weaver on the east and roughly between Raines on the south and Canary Lane. on the north.

Area 2- Bounded by I-240 on the North, I-55 on the west, Airways Blvd on the east and Brooks on the south.

SPECIAL TREATMENT AREAS

Increase the recreation opportunities for youth and seniors in the area.

Establish greenbelts along the Nonconnah Creek in accordance with the Park Service Masterplan. These pedestrian greenbelts can mitigate flooding while providing additional recreation opportunities.

Historic Preservation- Work with the Landmarks Commission to preserve the historic resources including T.O. Fuller Park.

More detailed studies should be conducted to mitigate special conditions that exist in the following neighborhood areas:

- (1) the Levi (Westwood) area bounded by Shelby Drive, Weaver, Hornlake and Holmes
- (2) the Boxtown Area in conjunction with the proposed Planned Business Park Area
- (3) the west side of the Airways Corridor to include the airport buy-out area

GATEWAYS

A component to the beautification of the area is to select and pursue design and construction of gateway entrance treatment to the community. Gateway areas to be considered include the following:

- *South Third (US Highway 61) at Interstate 240 north entrance*
- *Elvis Presley (US Highway 51 at Brooks Road*
- *Airways Boulevard at Plough (Airport Exit)*
- *Horn Lake Road at State Line Road*
- *Elvis Presley Boulevard at State Line Road*
- *South Third Street at State Line Road*

COMMERCIAL REVITALIZATION

Substantial importance is placed on the need to rejuvenate the commercial business sector of the Whitehaven-Levi community. Findings from the Commercial Corridors study conducted by the Division Office of Planning and Development show a significant number of vacant commercial storefronts. Out-migration of key retail and service businesses is a major concern.

A Memphis Chamber of Commerce study by the Chesapeake Group, Inc. analyzed the retail market and outlines a revitalization strategy, which targets the Elvis Presley Boulevard commercial corridor.

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1.0.0 INTRODUCTION

1.1.0 BACKGROUND

The Whitehaven-Levi Planning District comprises an area of roughly 25,600 acres or 40 square miles. By comparison, the South Memphis Planning District encompasses an area of 6,800 acres and the Germantown Parkway Study Area contains 44,600 acres. The Whitehaven-Levi Planning District Study Area Map provides an overview of the planning district.

The area is geographically contained within clearly identifiable boundaries, Nonconnah Creek being the northern limit, the Mississippi State Line the southern limit, Airways Boulevard with the easternmost limit at the Memphis International Airport, and the I.C. Railroad being the western limit. The Whitehaven-Levi Study Area is one of the largest urbanized study areas and is similar in size to the corporate limits of the adjoining community of Southaven, Mississippi.

The Whitehaven-Levi Planning District Plan is the long-range guide for growth, land use and development decisions in the District. The plan functions as a long-range guide by outlining a vision of what the District should be like in 20 or more years and how the framework for that vision should be established. It can also guide other decisions that are related to growth and development as well as help determine when and where new public facilities are needed.

The plan is both general and specific. The plan provides the general framework for future planning needs of the Whitehaven-Levi Community. The plan makes specific recommendations for concrete actions involving particular properties and special tasks that must be undertaken to implement the plan. This is not to say that the plan and its policies are carved in stone. These policies can change and can be amended as new information is made available, or to address an issue or change in circumstances, without departure from the basic goals of the plan.

Although the Plan acts as the policy document that guides land use decisions, it is not a development ordinance. The plan forms the framework for decisions and regulations governing land use and site development. This document suggests amendments to the zoning regulations to ensure the identified goals are implemented through the regulatory process.

1.2.0 PURPOSE

The Whitehaven-Levi Planning District Plan proposes a comprehensive land use plan based on specific goals and objectives to direct future growth of the area. The plan complements the retail market study by the Chesapeake Group. The Whitehaven-Levi Planning District Plan incorporates the Chesapeake Group's commercial revitalization and long-term commercial development guidelines. A part of this assessment includes

an inventory and evaluation of land use and zoning, physical and economic development constraints, existing public facilities, infrastructure conditions, and the transportation system.

Citizen participation is a valuable plan component. Citizen participation is critical to determine perceptions, needs and desires of the community as well as the receive information. Citizen participation also involves information given back to the community.

The Whitehaven-Levi Planning District Plan is more than a response to the community's needs: it is a strategy for achieving desirable growth. It is a plan that stimulates, attracts, and guides development. The plan is open-ended and welcomes new ideas to meet new challenges. It represents the aspirations of everyone in the community to create a better place to live, work, shop and recreate.

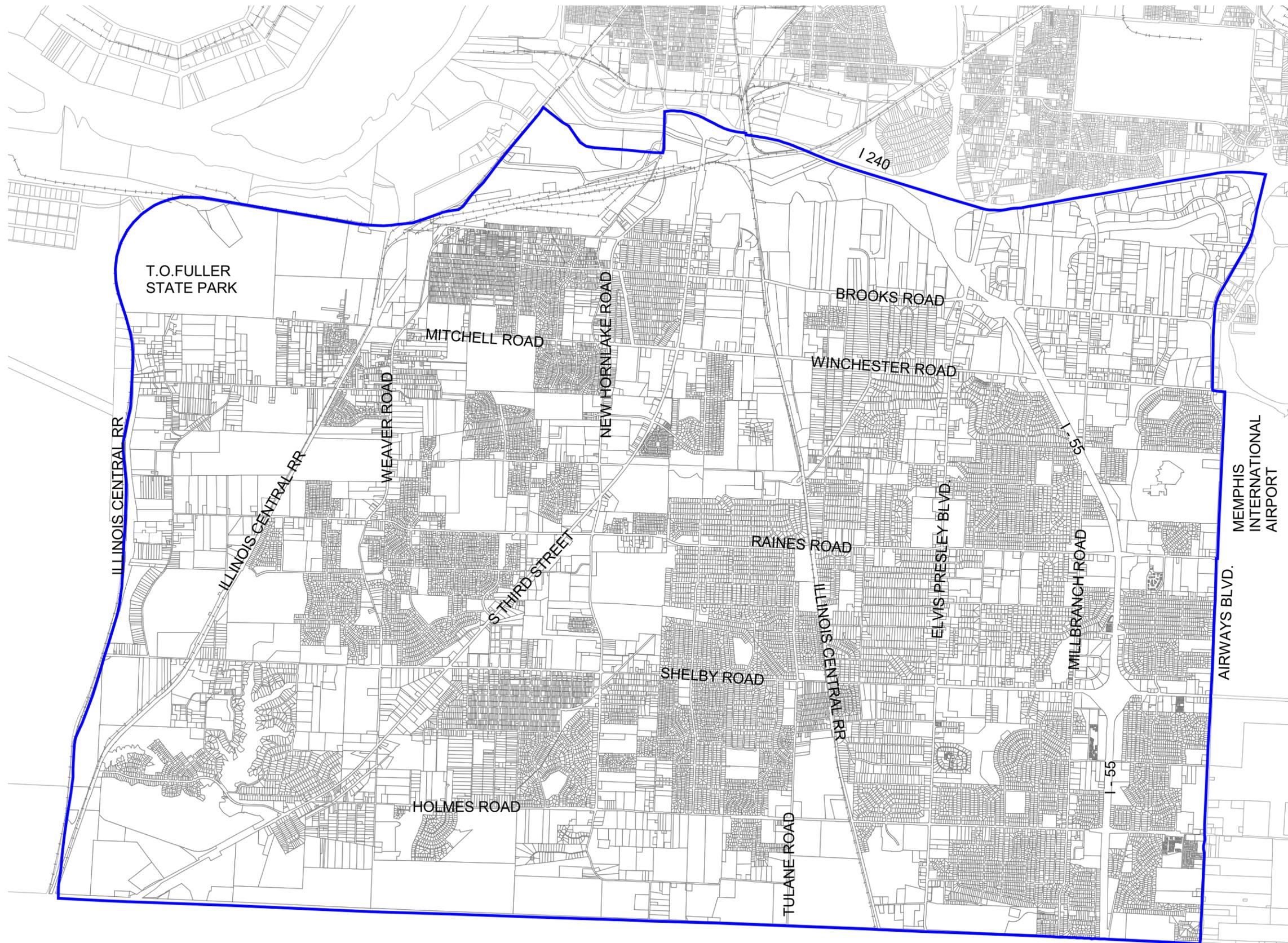
1.3.0 GOALS and OBJECTIVES

The goal of this comprehensive plan is to provide for neighborhood stability and home ownership opportunities as well as foster the orderly redevelopment and reinvestment in the Whitehaven-Levi Planning District. Redevelopment and reinvestment strategies are built upon ten (10) implementation objectives for stabilizing and improving the residential and commercial areas described below:

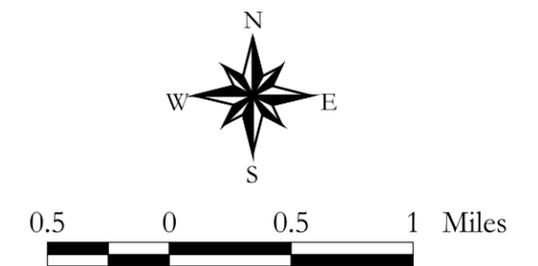
1. Establish residential areas by maintaining the single-family character of existing neighborhoods. This is the primary goal.
2. Create home ownership opportunities.
3. Reduce the amount and intensity of existing multi-family zoning.
4. Enhance and revitalize established commercial areas.
5. Create a climate that encourages business start-up and expansion.
6. Promote investment in residential and commercial uses.
7. Encourage the preservation of a mixture of uses and activities that welcome and serve the citizens of diverse incomes and ages.
8. Encourage the preservation of natural resources by using environmentally sustainable development practices.
9. Incorporate green spaces as a part of neighborhoods.
10. Promote visually attractive neighborhoods and enhance the environment.

These goals will improve the area's image by encouraging reinvestment as well as increase the quality of life for the Whitehaven-Levi Community's residents, businesses and visitors

Whitehaven-Levi Planning District Study Area



-  Railroads.shp
-  Study Area Boundary



Memphis and Shelby County
Office of Planning and Development.
November 27, 2002

2.0.0 HISTORICAL PERSPECTIVE

The Whitehaven-Levi Planning District was annexed into the City of Memphis by a series of annexations.

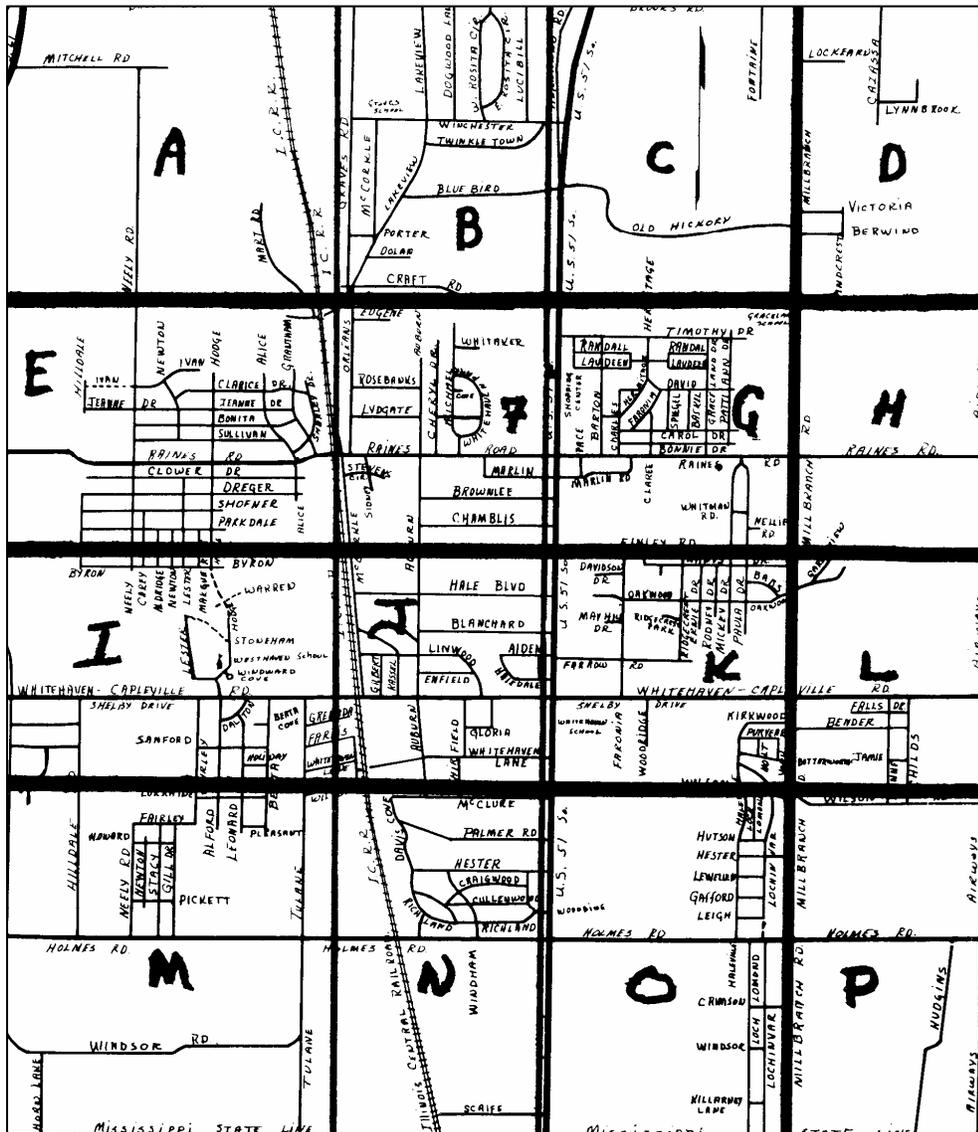
By most accounts, the Whitehaven-Levi area developed as settlers and the government displaced the (native Chickasaw peoples of the nation during the period between 1820 and 1840.) The first formal aspects of community arrived with the 1843 construction of Edmiston (or Pisgah) School and later, in 1847, construction of the First Presbyterian Church. Improvements in transportation announced the next major step for this thriving agricultural area in the “golden age” of cotton farming. By 1856, the Memphis-Grenada line of the Illinois Central railroad had reached south to Hernando, Mississippi. As was the case so often, the railroad stops formed the nucleus of a new town. Here the land was owned by a Colonel Francis M. White, who played an active part in the financing and engineering of the railroad, and so the site was called “White Station”, and later Whitehaven.

It should be noted that until the early 1830s most of Whitehaven was actually located in the State of Mississippi. Whitehaven played a variety of roles during the Civil War, as it stood in the path to and from Memphis. Not the least of these was the smuggling and spying that emanated from Memphis after the city fell to Union gunboats in 1862. During the 1870s, tragedy again tested the community as Whitehaven endured the effects of yellow fever. To many a refugee from Memphis, the community was truly a haven. (For all too many in Whitehaven, the old cemeteries became a final home. In the following decades, before the turn of the century, the relatives and survivors of these events slowly and surely brought life and a measure of prosperity to the Whitehaven community.)

Although Whitehaven was essentially a farm community, a town center had emerged at what is now Whitehaven Plaza. The first subdivision of record, or at least the first attempted was located between Shelby Drive and Whitehaven Lane. The lots were platted in 1908, but streets were not built until 1912. The lots were 600 feet deep and intended to support subsistence farming. Real signs of progress began to appear when the first barbecue stand opened in Whitehaven in 1919, and with the purchase of land in 1926 for the new airport. However, not until 1937 did development of any significance occur in the form of new subdivisions Dogwood Hills and Mosby Road.

Other watershed events include the formation of the Whitehaven Utility District in response to a 1947 decision by Mayor Crump not to extend water and sewer service south of Brooks Road, and the opening of US Highway 51. By 1950, Whitehaven boasted a population of 5,000 inhabitants in ten subdivisions developed along US Highway 51 South. The street map shown in Figure 2-1 on page 2-2 illustrates the core of the developed area at that time.

Figure 2-1 Map of Whitehaven streets, 1951, from Tales of Old Whitehaven



One of the most influential citizens was George Hale, who served on the Shelby County Board of Commissioners for 44 years. In the history titled *Tales of Old Whitehaven*¹, the author, Mrs. McCorkel, notes

“As Mr. Hale traveled to and from Whitehaven to his work each day, he planned the cultural things he could do for his little town, the good teachers he could bring to the school, the roads he could improve and the ways he might keep undesirable businesses from locating there. He wanted only beautiful homes along the highway and no businesses below Nonconah Creek. For that reason, Whitehaven did not develop as a town as soon as other districts outside Memphis, but its school

had all of the modern advantages and its clubs had the best of speakers and cultural affairs.”

Mrs. McCorkle’s documentation of the early years of Whitehaven provides an interesting accounting of how the area was settled, and the achievements of the early settlers of the area. Historically, the map in Figure 2-1 provides a snapshot of the development of Whitehaven just prior to the major surge of residential development in the district.

Development of the District occurred in spurts. Rapid growth in residential development occurred in the 1960s, and continued into 1973. The number of building permits issues sharply declined from more than 2000 housing units per year to fewer than 250 units per year. Although not a strict gauge of total housing units built, the permit history does provide insight into the time frames of greatest settlement activity.

The spurt of growth which occurred during the years 1970-1974 was characterized by a significant percentage of multi-family dwellings. Townhouses and apartments accounted for nearly half of the issued residential building permits.

¹ Anna Leigh McCorkle, *Tales of Old Whitehaven*, McCowat-Mercer Press, Jackson, Tennessee, 1967.

3.0.0 DEMOGRAPHIC ANALYSIS AND POPULATION PROJECTIONS

3.1.0 YEAR 2000 POPULATION

3.1.1 Overview

The Whitehaven-Levi study area has experienced two decades of declining population. This is a characteristic consistent with the overall decline in population of the City of Memphis, which has exhibited significant out-migration. (Note that the population figures for the City of Memphis in Table 3-1 include annexations).

The overall population in the District increased from 87,599 in 1970 to 106,808 in 1980, an increase of 22 percent. The population has since decreased, to 97,889 persons in 1990 (8.4 percent decline) and to its Census 2000 population of 95,178 persons (2.8 percent decline). The table below summarizes the general population of the Whitehaven-Levi Planning District from 1970 to 2000, with reference to the population of Shelby County and the City of Memphis. Changes in population are also represented by percentages of increase or decrease.

FIGURE 3-1 CHANGES IN POPULATION 1970 – 2000

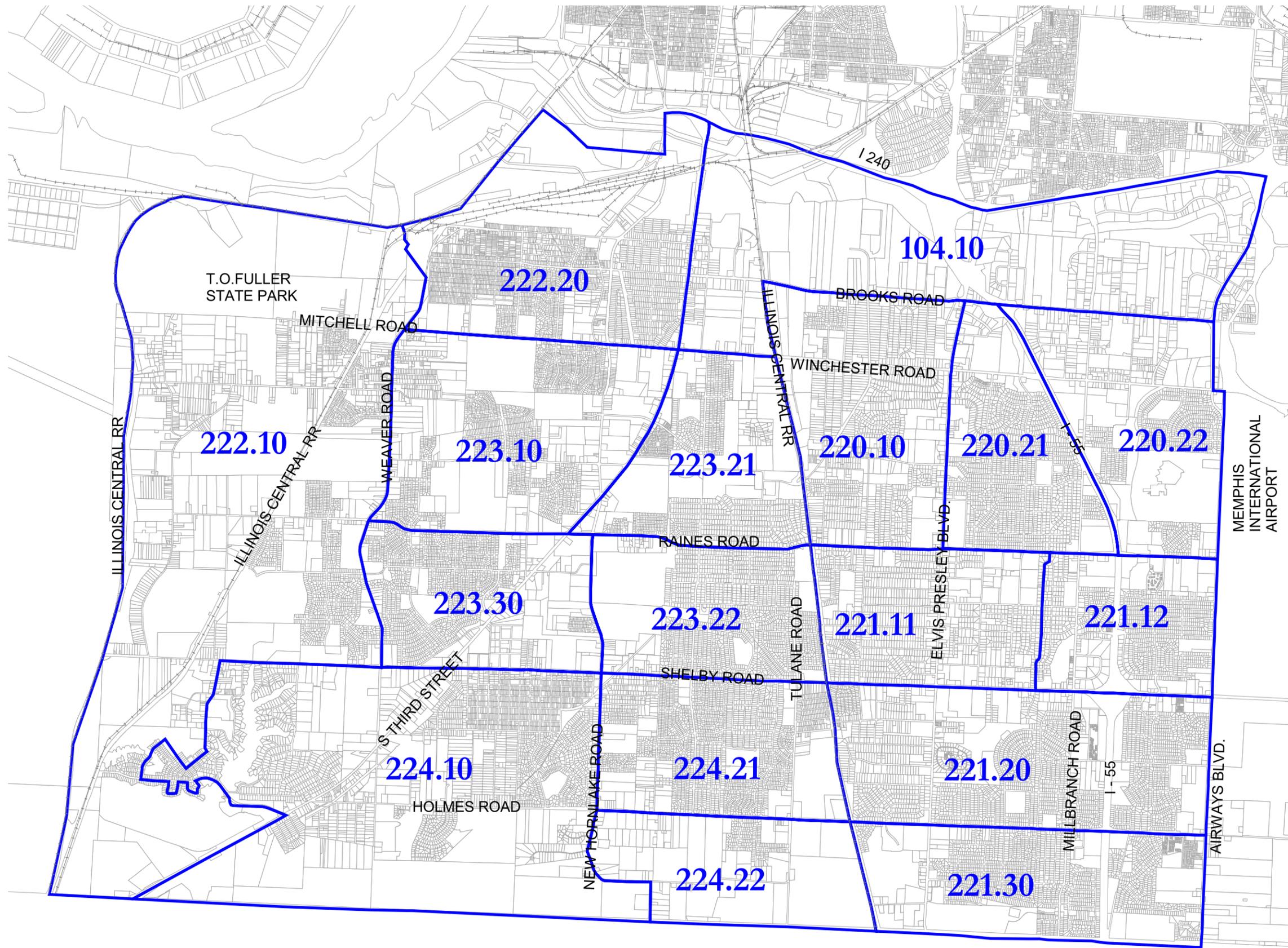
	1970	1980	1990	2000	1980-2000 Percent change
Shelby County	722,014	777,113	826,330	897,472	+15%
City of Memphis	623,530	646,356	610,337	650,100	
Whitehaven-Levi Planning District	87,599	106,808	97,889	95,178	-12%

The District represented nearly 14 percent of the County’s population in 1980, and has decreased to represent approximately 11 percent of the County’s Census 2000 population.

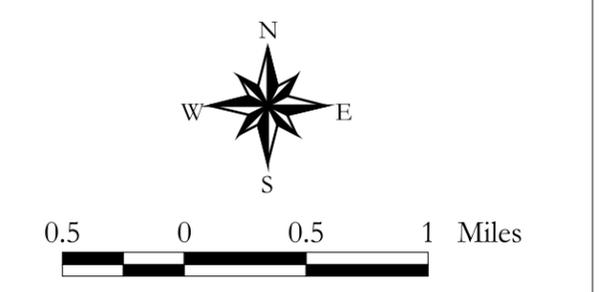
The number of families in the district has also been declining, from a total of 24,815 families in the District in the 1990 Census, to 24,274 families in Census 2000. This trend was not reflected in Memphis or Shelby County, with the total number of families in 1990 totaling 212,076 and 153,785 for the County and City respectively, increasing to 228,644 and 158,458 families counted in the County and City in Census 2000.

The overall population in the district equated to 3.17 persons per acre in 1970, 3.87 persons per acre in 1980, 3.55 persons per acre in 1990 and 3.45 persons per acre in 2000. The number of persons per household has declined, from an average of 2.91 for the District in 1990 to 2.74 in 2000.

Whitehaven-Levi Planning District Census Tract Boundaries, 2000



-  Railroads.shp
-  Census Tr. Boundaries in the Study Area



Census Tract 220.20 (population 16,299) contains the largest number of persons and the greatest density of population (7.38 persons per acre). The most densely populated area of the District is located within the boundaries of East Brooks Road to the north, Airways Boulevard to the east, East Shelby Drive to the south and Elvis Presley Boulevard / Illinois Central Railroad to the west. All of the Census Tracts within this area average more than 6 persons per acre. This is also the area of the District which contains the largest percentage of multi-family housing units (average of 62%).

FIGURE 3-3 DETAILED DEMOGRAPHIC INFORMATION FOR WHITEHAVEN

	1990	2000
Total Population	97,889	95,178
male	45,164	43,734
female	52,725	51,444
Total housing units	34,902	34,335
owner occupied	21,996	20,284
median age		32.4

3.1.2 Age

The population of the District averages 32.4 years of age, compared with 32.9 years in the County and 31.9 years in the City. The highest average median age is found in Census Tract 104.1, at 52.1 years, while the lowest median age is found in Census Tract 220.22, at 22.6 years of age.

Nearly one-third of the population in the District is under 18 years of age, compared with 28% for both the County and the City. Approximately 8 percent of the population is over 65 years of age. In the County and City, that percentage is 10 and 11 percent, respectively. Nearly one-half of the population is between 25 and 64 years of age, which closely approximates the cross-section in both the County and City.

3.1.3 Income

The median income for the District shows a rising trend during the 1990s. The average household income increased from \$29,289 per year to \$46,125 per year. However, poverty in 1990 (the last year such data were available) in the District was still prevalent. The weighted average poverty threshold for a family of four in 1990 was \$13,359. The figure is \$17,603 for Census 2000, although statistics at the Census Tract level are not available, and so the data for the planning district cannot be separated from the remainder of the county data. The last year for which economic data are available is the 1990 Census. In that census, the District totaled 19,750 persons living in poverty (more than 20 percent of its 97,899 residents). This percentage exceeds the

rate of Shelby County's population of 146,853 persons living in poverty (16.4 percent of a total population in 1990 of 897,472 persons).

The Census tract which evidenced the greatest percentage of individuals living in poverty was Tract 223 (27.8 percent of its total population or 6,719 persons). This tract is located west of the Illinois Central Railroad, east of Weaver Road, north of West Shelby Drive, and south of West Mitchell Road. With two exceptions, the most impoverished area of the district is located west of South Third Street / Horn Lake Road. The two exceptions are Census Tract 224.10 which lies within the area previously noted (12.3 percent poverty) and Census Tract 220.22 (27.3 percent poverty), which is bounded by East Brooks Road on the north, East Raines Road on the south, Interstate 55 on the west, and Airways Boulevard on the east.

3.2.0 POPULATION ANALYSIS AND TRENDS

Future population estimates incorporate numerous demographic factors such as the number of building permits issued, the number of persons per household, and the established land use and zoning patterns. The future population plateaus for the Whitehaven-Levi Planning District were derived by establishing the projected land use pattern, applying a housing unit density to the vacant land parcels, multiplying the resulting number of housing units by the estimated number of persons per household, and then estimating the number of new households which would be considered feasible on an annual basis.

3.2.1 Population Trends

Several population indicators formed the basic framework for estimating future population growth for the Whitehaven-Levi Planning District: the availability of vacant or under-utilized land, existing determination of overcrowded housing units, anticipated density of future development, and average household size.

The study area contains several census tracts which exhibit overcrowded housing units. The last year for which these data are available is the 1990 Census. An overcrowded housing unit is defined by the US Census Bureau as one in which there are more than 1.01 persons per room. Census Tract 223 exhibited the greatest number of overcrowded units (618). This tract also represented the largest number of persons per household in 1990 (3.54 average for the Tract, with a greater count in Tract 223.30 at 3.80 persons per household). The average household size for Tract 223 decreased to 3.07 persons per household in 2000, while Tract 224 (the tract with the second-largest population per household) decreased from 3.39 persons per household in 1990 to 3.10 persons per household in 2000. These figures are provided in order to document the Whitehaven-Levi Planning District exhibits a need for additional affordable single-family residential units. This factor was addressed when calculating the projected population estimate for the study area.

The table below provides data related to the Census 2000 populations of families and households for Shelby County, the City of Memphis, and the Whitehaven-Levi Planning District. As the table illustrates, the average number of persons per household and per

family are greater than the corresponding figures for Shelby County and for the City of Memphis. These factors were incorporated in the projected population estimate figures.

FIGURE 3-4 *HOUSEHOLDS AND HOUSING UNITS, CENSUS 2000*

	Population	Number of Households	Avg. Household Size	Avg. Family Size	Number of Housing Units
Shelby County	897,472	338,366	2.6	3.18	362,954
City of Memphis	632,874	250,721	2.52	3.18	271,552
Whitehaven Levi Planning District	95,178	24,274	2.9	3.40	34,566

The projected population estimate is identified as a future total population at full build-out of 154,558 persons. This figure was determined by multiplying the number of vacant land parcels zoned for residential use (5,119 acres) by the average density (4 dwelling units per acre) of existing development, and then by the average household size (2.9) to arrive at a figure of 59,380 additional residents in the area, or a total projected population estimate of 154,558 at full build-out (59,380 + 95,178).

The density of development noted here was calculated by dividing the total number of residential dwelling units in the district by the total number of existing acres developed for single- and multi-family residential use. Although the Memphis and Shelby County Zoning Ordinance would permit substantially higher density of development than the 4 DU/AC, such density is not anticipated, based upon past patterns of residential development in the area.

4.0.0 INVENTORY OF EXISTING LAND USE

4.1.0 IDENTIFICATION OF LAND USE CATEGORIES

The land uses utilized in the Plan are listed below, and described in detail in the sections, which follow.

Land Use Category	Examples
Vacant / Agricultural	Areas that are rural in character containing farmland or farm related uses, undeveloped or underutilized property, or scattered structures.
Residential, Single Family	Single family homes on various size lots and mobile homes
Residential, Multi-family	Duplex/townhouses, and apartments
Office	General office use
Commercial	Retail stores, restaurants, services, auto related, etc.
Industrial	Warehouse and distribution, manufacturing, etc.
Institutional	Churches, schools, non-profit organizations
Public	Fire stations, police precinct, community centers
Recreational	Public and private golf courses and parks

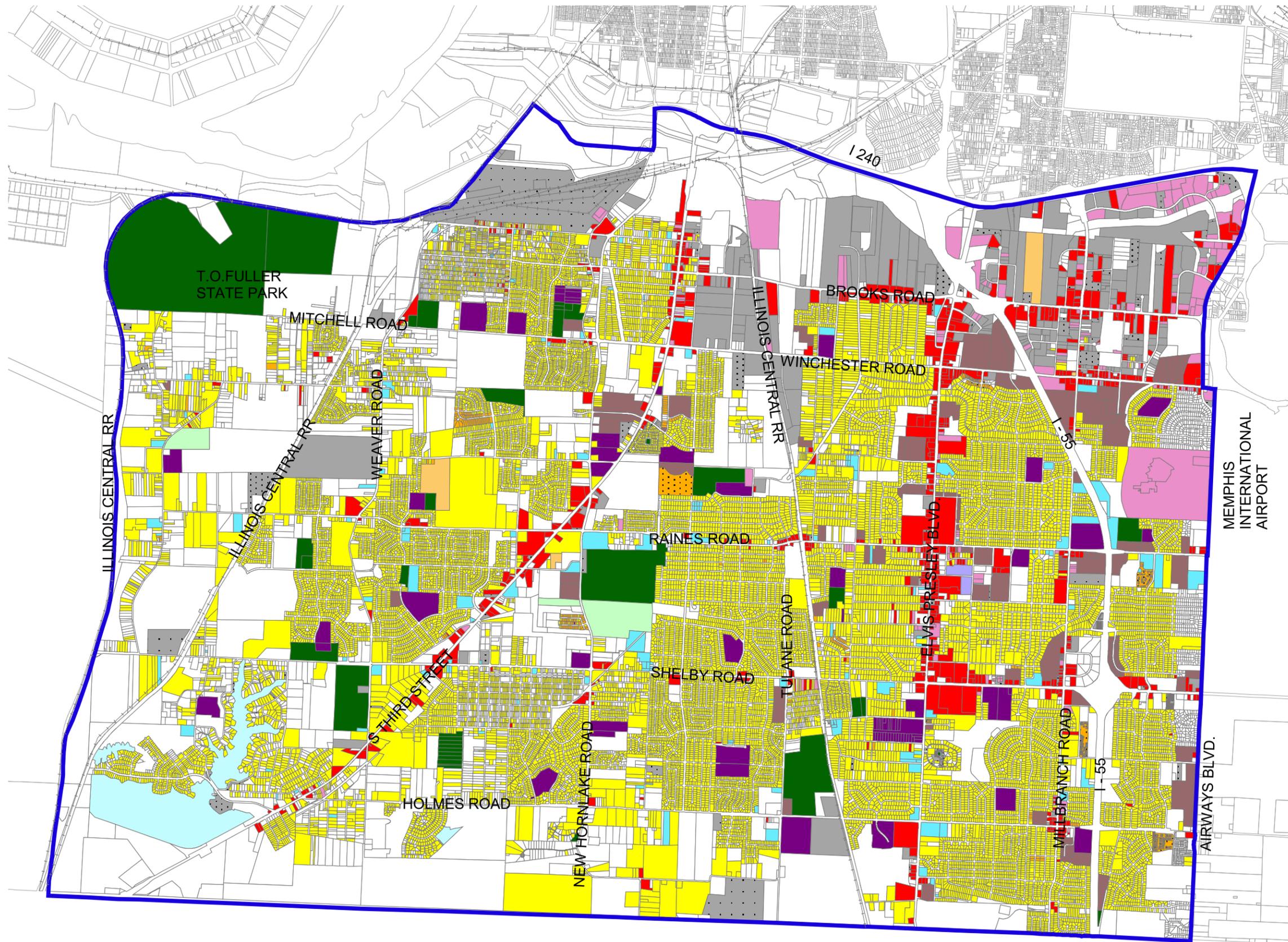
4.2.0 EXISTING LAND USE MAP

Existing land use was identified in the field by the planning team and is illustrated on the Whitehaven-Levi Planning District Existing Land Use Map. The table below summarizes the total acreage utilized for each land use category identified in this plan.

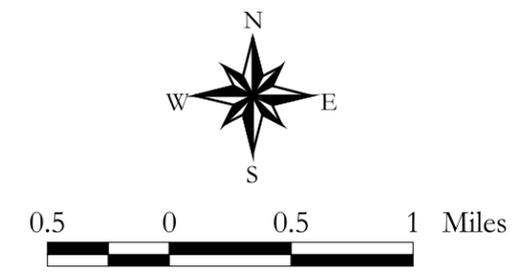
FIGURE 4-1 *EXISTING LAND USE*

	Acres	Percent
Vacant	8,856.93	36.4%
Residential: Single Family	8,465.00	34.8%
Residential: Multi-Family	789.22	3.3%
<i>Duplex</i>	61.76	0.3%
<i>Other Multi-Family</i>	662.57	2.7%
<i>Townhouse</i>	64.89	0.3%
Industrial	1,509.93	6.2%
Commercial	1,024.63	4.2%
Office	550.12	2.3%
Recreation/Parks	1,020.46	4.2%
Schools/Library	659.27	2.7%
Institutional	389.68	1.6%
Railroad/Utilities	427.26	1.8%
Lake	337.83	1.4%
Parking	192.56	0.8%
Cemetery	83.44	0.3%
Hospital	16.54	0.1%
Total	24,322.87	100.0%

Whitehaven-Levi Planning District Existing Land Use



- Vacant
- Parking
- RR/ Utilities
- Industrial
- Commercial
- Cemetery
- Parks/ Open Space
- Schools
- Hospital
- Institutional
- Office
- Single Family
- Mobile Home Park
- Duplex
- Townhouse
- Multi Family
- Lake
- Whitehaven-Levi Planning District
- Railroads



Memphis and Shelby County
Office of Planning and Development.
December 02, 2002

4.3.0 RESIDENTIAL LAND USES

The following provides an overview of existing residential development.

4.3.1 Single Family Residential

This land use constitutes the largest concentration of residential development. Parcels range in size from 6,000 square feet to several acres in size.

4.3.2 Multi-Family Residential

Three categories of multi-family development types are included in the land use study—apartments, townhouses and duplex houses. Apartment uses include well-defined complexes, usually having common facilities for the residents, as well as isolated buildings, that house more than two families. Developed densities for multi-family complexes located in the Whitehaven-Levi Community typically range between 15 to 20 dwelling units per acre. Townhouses permit densities of up to 12 dwelling units per acre.

4.3.3 Existing Housing Inventory

The Whitehaven-Levi Planning District contained 34,904 housing units in 1990. Of this total, 10,514 (30 percent) consisted of multi-family residential units. The 2000 Census recorded a total of 34,562 units, with 10,373 (30 percent) multi-family units. The following table provides a summary of the housing characteristics for the District in 1990 and 2000 by Census Tract.

FIGURE 4-3 HOUSING CHARACTERISTICS: CENSUS BUREAU DATA

Census District Tract	Single-Family Units ¹		Multi-Family Units ²		Total Housing Units	
	1990	2000	1990	2000	1990	2000
Tract 104.10	369	343	4	17	373	360
Tract 220.10	1,196	1,252	735	708	1,931	1,960
Tract 220.21	1,681	1,676	1,538	1,544	3,219	3,220
Tract 220.22	624	493	2,633	2,470	3,257	2,963
Tract 221.11	1,213	1,062	1,234	1,379	2,447	2,441
Tract 221.12	1,038	976	1,674	1,620	2,712	2,596
Tract 221.20	2,442	2,477	1,042	1,024	3,484	3,501
Tract 221.30	1,822	1,676	469	567	2,291	2,243
Tract 222.10	1,672	1,736	14	31	1,686	1,767
Tract 222.20	1,725	1,706	74	68	1,799	1,776
Tract 223.10	1,965	1,938	326	330	2,291	2,268
Tract 223.20	2,635	2,716	267	240	2,902	2,956
Tract 223.21*		1,098		228		1,326
Tract 223.22*		1,618		12		1,630
Tract 223.30	1,653	1,686	221	154	1,874	1,840
Tract 224.10	1,977	2,008	13	10	1,990	2,018
Tract 224.20	2,378	2,444	270	211	2,648	2,655
Tract 224.21*		2,231		211		2,442
Tract 224.22		213		0		213
Totals	24,390	24,189	10,514	10,373	34,904	34,562

1 Attached, detached, mobile home/other.

- 2 Total number of units includes residential units with 2 or more units per building and category described as "other" by US Census Bureau.
- 3 Census Tracts 223.20 and 224.20 were split in 2000 census.

The statistics on multi-family housing show a concentration of roughly 31 percent of the total housing stock. For a community that reflects a standard suburban development pattern, this concentration appears to be outside the norm of approximately 15 percent, the ratio that is typically allotted to multi-family housing.

4.3.4 Existing Housing Conditions

A. Number and Ownership

The Whitehaven-Levi Planning District contains a total of 34,562 housing units, of which 32,620 (94 percent) were identified as occupied homes during Census 2000. The District contained a total of 20,284 owner-occupied housing units, or 62.2 percent of the total number available. This compares with a 63 percent home ownership rate for all of Shelby County and a 55.8 percent home ownership rate for the City of Memphis. The percentage and number of owner-occupied housing units in the District peaked during the 1990 Census, and shows a decline in the Census 2000 data (district totals were 63.5% in 1980, 64.3% in 1990, 62.2% in 2000). In general, owner-occupied housing is considered a characteristic of stability for a community, and most of the District's housing is comprised of owner-occupied units.

The total number of housing units in the District declined by 924 units (2.6 percent) between 1980 and 2000, primarily as a result of the Memphis International Airport buyout program. In accordance with the recommendations of the Memphis Airport Area Land Use Study Recommendations, large tracts of land were identified for repurchase as a result of the noise levels generated by airport activities. The most significant decline in number of housing units occurred in Census Tract 220.20 (453 housing units), followed by Census Tracts 221.10 (271 units) and 224.10 (221 units). The exception is Tract 221.10, which gained 116 housing units.

The greatest number of housing units is located in Census Tract 221 (total of 10,781 units). This tract also contains the largest number of owner-occupied housing units (5,438 units), yet the percentage of owner-occupied units is just 53.3%. The next largest number of housing units is in Census Tract 220 (8,143 units) with the majority (all but 2,000) being located between Elvis Presley and Airways Boulevards. This tract is located between Brooks Road and East Raines Road, and also exhibits a low percentage of owner-occupied units (38 percent).

The largest number and percentage of multi-family housing units are found in the area bounded by East Brooks Road to the north, Airways Boulevard to the east, East Shelby Drive to the south and the Illinois Central Railroad to the west.

In the year 2000, the population of the District totaled 10.9 percent of the County population, while the total housing units in the District totaled 9.5 percent of the total

number of housing units in the County, a reflection of the number of multi-family housing units contained in the District.

B. Median Value

The latest year for which data are available is the 1990 Census. During that Census, the median value of housing for the County and City was \$66,500 and \$55,700, respectively.

The median house value in the District in that year averaged \$59,147. The highest median value of housing (\$71,300) was found in Census Tract 220.21, with the overall Census Tract 220 maintaining the highest average median value in the District (\$68,567). The median value of houses in Census Tract 221 averaged \$67,700. Census Tract 222 revealed the least average median value of housing units in 1990 (\$41,350) for its 3,485 units.

The lower median value for housing occurs in the western portion of the District and coincides with the poverty level identified in the 1990 Census. In general terms, the area of the District which lies west of South Third Street (US Highway 61) represents the most impoverished area, with the least valuable housing.

The median contract rent for the units during the 1990 Census ranged from \$139 in Census Tract 223.10 to \$341 in Tract 221.30. The average contract rent for the entire district totaled \$284. The median contract rent in the County and City during the same decade were \$302 and \$282, respectively.

C. Vacant Housing

The largest number and greatest percentage of vacant housing units in the 2000 Census was 594 units, in Census Tract 220 (7.3% of all the housing units). Although the vacancy rate was 5.2 percent in 1980 and peaked in the 1990 census report (the District contained just over 8 percent vacant housing units), the rate has leveled out, at 5.6 percent of the total number of housing units. Tract 220.22 contained the largest number of boarded-up vacant housing units (470) during the 1990 Census (the last year for which such data are available).

D. Lack of Household Utilities

Current information related to adequacy of plumbing facilities in housing units is not available from the 2000 Census report. A total of 235 housing units in 1990 lacked complete plumbing facilities (either some plumbing facilities were nonexistent or were shared). This compares with a lack of complete plumbing facilities in 299 units in the district in 1980. Previous studies indicate that complete plumbing facilities were lacking in 2,370 of the housing units in existence in the district in 1970. Information from the 1970 Census is not available, and there are no means to corroborate that figure. If the figure is indeed correct, then a large number of deficient housing would need to have been either replaced or upgraded in the 1970-1980 time frame. It is reasonable to report that the lack of adequate plumbing in housing units has improved over the years. Census Tract 222, where the number of such units was most concentrated, totaled 24

(less than one percent) in 1990, Nearly 4 percent of the housing units (137 units) in that Census Tract exhibited a lack of complete plumbing in 1980.

4.4.0 OFFICE, COMMERCIAL, AND INDUSTRIAL LAND USES

4.4.1 Description of Categories

A. Office Land Uses

The majority of office uses are located on large tracts of land in planned developments. Few isolated smaller tracts are found in the District. The total amount of vacant land zoned for limited and general office uses total 6 acres. It should be noted that office use is also permitted in each of the commercial zoning districts.

B. Commercial Land Uses

There are essentially five (5) commercial corridors located within the Whitehaven-Levi Study Area. Most notable are the Elvis Presley Boulevard (US Highway 51) corridor which contains the largest developed concentration of commercial activity, and the South Third Street (US Highway 61) corridor which is longer but represents a more scattered, less mature pattern of commercial uses and zoning. Other commercial sites consist primarily of small, scattered tracts. These sites include both developed and vacant but commercially zoned properties.

Existing, older highway commercial activity is developed along US Highway 61 (Third Street) and is typical of uses that were developed during a period of significantly less regulated site development. These developments are generally characterized as having one or more substandard features affecting the appearance and function of the property. Included in the common deficiencies are a lack of curb, gutter and sidewalks, no defined curb cuts or drives, no streetscape plantings on-site, no screen landscaping, sign clutter, no storm water detention or management systems, indiscriminate placement of trash and refuse containers, among other things.

The primary commercial corridor, Elvis Presley Boulevard, consists of a linear pattern of commercial uses extending north and south beyond five key nodes. These nodes are anchored from north to south by five principal businesses or locations; auto dealerships between Brooks Road and Winchester Road, the Graceland complex, Whitehaven Plaza at Raines Road, Methodist Hospital, and Southland Mall.

Recent renovation of the commercial areas at Southland Mall contain landscape enhancements and updated architectural features, that illustrate the positive impact of appropriate planning regulations such as those required by the contemporary zoning and land use controls.

The Whitehaven-Levi Planning District contains a total of 460 undeveloped acres of land zoned for commercial uses. The majority of the vacant land is located along US Highway 61. This vacant commercially zoned property represents a potential of more than 5 million square feet of commercial space. The Whitehaven-Levi Planning District Existing Land Use Map documents the developed commercial areas as well as the

potential commercial land uses in the District, identified by the undeveloped commercially zoned district locations.

C. Industrial Land Uses

Industrial land uses are generally confined to the areas between Nonconnah Creek and Brooks Road with the single largest concentration located on both sides of Brooks Road between Interstate Highway 55 and Airways Boulevard. The land use in this portion of the Brooks Road Corridor is a varied mix of distribution and manufacturing, highway commercial uses and corporate office headquarters. Notable among these businesses



Figure 4-4 Elvis Presley Boulevard street appearance.

Lack of code compliance and street landscaping, as well as



are Smith & Nephew, Inc., NKC of America, MS Carriers, Sofamor Danek, and Northwest Airlinck. The area is in close proximity to the Interstate Highway 55 and Interstate Highway 240 transportation corridors and to the Memphis International Airport overnight freight shipping facilities of Federal Express, United Parcel Service, and others.

While this area has been able to support a diverse and vital business mix, there are destabilizing conditions that warrant action to reverse or remedy. These conditions include appearance problems from outdated development, lack of code compliance, spotty use of streetscape landscaping, vagrant and criminal vandalism, quasi-legitimate adult businesses, prostitution, and business theft and robbery.

Vacant land associated with industrial zoning districts totals 2,448 acres (819 acres light industrial and 1,629 acres heavy industrial).

4.4.2 Existing Business Types

Information obtained from the US Census Bureau for the year 1999 (the last year that Economic Census data are available) was utilized to identify the types of businesses and sizes in operation in the District. The table below provides a summary of the profile

of the business types found in the District, with categories as defined by the North American Industry Classification System for the US categories.

Industry Code Description	Totals	Number of Establishments by Employment-size class								
		1-4	5-9	10-19	20-49	50-99	100-249	250-499	500-999	>1000
---- Total	1,767	658	384	273	255	113	62	14	5	3
23 Construction	86	39	16	11	11	5	4	0	0	0
31 Manufacturing	98	19	16	15	27	8	9	3	0	1
42 Wholesale trade	193	58	42	45	29	12	4	2	1	0
44 Retail trade	327	140	89	47	27	17	7	0	0	0
48 Transportation & warehousing	159	40	38	21	34	10	9	2	3	2
51 Information	21	7	4	3	3	3	0	1	0	0
52 Finance & insurance	75	39	25	8	0	2	1	0	0	0
53 Real estate & rental & leasing	54	23	18	8	5	0	0	0	0	0
54 Prof., scientific & tech. svcs.	53	28	8	8	3	4	2	0	0	0
55 Mgt. of companies & enter.	104	15	8	13	30	26	11	1	0	0
56 Administration, support, waste mgt and rem. svcs.	98	45	13	12	11	6	8	3	0	0
61 Educational services	11	6	2	0	1	1	1	0	0	0
62 Health care and social assis.	163	74	35	32	15	4	2	0	1	0
71 Arts, entertainment and recreation	13	4	2	1	4	0	0	2	0	0
72 Accommodation & food svcs.	127	25	26	25	38	9	4	0	0	0
81 Other svcs. (excl. pub. admin.)	165	84	37	23	17	4	0	0	0	0
95 Auxil. (excl. corporate, subsidiary and regional mgt.)	6	0	3	1	0	2	0	0	0	0
99 Unclassified establishments	14	12	2	0	0	0	0	0	0	0

FIGURE 4-5 TYPES OF BUSINESS (1999 CENSUS ECONOMIC DATA)

4.5.0 INSTITUTIONAL LAND USES

The Whitehaven-Levi Planning District is home to a branch of the Southwest Tennessee Community College and a major medical facility (Methodist Hospital South). The Whitehaven-Levi Community contains a significant number of churches. Church sites are scattered along major routes throughout the city and in neighborhood areas.

4.6.0 PUBLIC LAND USES

Public land uses include education and library facilities, fire stations, police precincts and utility uses. The amount of land dedicated to public land use in the District totals 2,450 acres.

4.7.0 RECREATIONAL LAND USES

The City of Memphis owns approximately 484 acres of parkland in the Whitehaven-Levi planning District. A city-owned golf course (Whitehaven Neighborhood center and Golf Course) is under construction in the District, while the State of Tennessee operates the public golf course at T.O. Fuller State Park.

4.8.0 LAND USE CONSTRAINTS

Through ongoing improvements to the infrastructure during the 1980s and 1990s, the Whitehaven-Levi Planning District is supplied with adequate water, electrical, and gas services. In general, utilities are available to undeveloped areas and so do not pose constraints to future development potential. Drainage systems are adequate in the Days Creek drainage basin, but incidents of minor flooding have been noted in the South Cypress Creek drainage basin area. Improvements to this system are needed to limit the incidence and severity of flooding for existing and future development.

4.9.0 EXISTING ZONING

The Whitehaven-Levi Planning District contains 16 base districts, one mixed-use district, and one overlay district. The following sections document the various zoning districts and the intended purposes of each.

FIGURE 4-6

ZONING DISTRICTS

R-S6	Single Family Residential (one dwelling, min. 6,000 square feet per lot)
R-S8	Single Family Residential (one dwelling, min. 8,000 square feet per lot)
R-S10	Single Family Residential (one dwelling, min. 10,000 square feet per lot)
R-D	Duplex Residential (two dwellings, min. 6,000 square feet per lot)
R-TH	Townhouse Residential (attached and detached single- and two-family dwellings, maximum 3 stories in height)
R-ML	Multiple Dwelling Residential (maximum density 15 dwelling units per acre, three stories in height)
R-MM	Multiple Dwelling Residential (max. density 30 dwelling units per acre, 125-foot height)
O-G	General Office (offices located along major transportation routes)
O-L	Limited Office (offices as buffers between commercial and residential uses)
C-L	Local Commercial (serves the needs of a relatively small area, requires proportionately less parking than more intensive commercial uses)
C-H	Highway Commercial (general commercial uses located along major transportation routes and in industrial areas)
C-P	Planned Commercial (community-scale shopping center uses)
I-L	Light Industrial (smaller-scale manufacturing, land consumptive warehouse and distribution uses)
I-H	Heavy Industrial (industrial uses which are located in proximity to water, air or roadway transportation routes and which are associated with warehousing operations, wholesale distribution, and more intensive manufacturing operations)
FP	Floodplain Overlay (allows development of underlying zoning subject to flood-proofing measures)
FW	Floodway (very limited development allowed, but must ensure conveyance of 100-year flood water)

The table in Figure 4-11 summarizes the amount of vacant land by zoning category that is currently available. It cannot be assumed that all of the vacant land is suitable for development, since much of the land is located in floodplain and other constraints may exist.

FIGURE 4-7 *CURRENT VACANT LAND ACREAGE BY ZONING DISTRICT*

Vacant Land under Existing Zoning	
Zoning District	Acres
AG	226.95
CH	228.93
CL	203.09
CP	28.76
FW	432.89
H	0.02
IH	1,629.25
IL	818.78
OG	4.25
OL	2.01
RD	77.74
RML	295.52
RMM	111.82
RS10	545.52
RS15	22.51
RS6	2,959.23
RS8	1,135.36
RTH	30.06
TOTAL	8,752.70

4.9.1 Agricultural Zones

This district is intended to conserve the natural undeveloped resources inherent in the land zoned as agricultural. The uses permitted in the Agricultural District (AG) are large-lot residential development and normal farming activities. Development of scattered residential lots that would require significant public investment for infrastructure elements are discouraged.

4.9.2 Residential Zones

The general purpose of these zones is to reserve appropriate areas for residential development that encourages conservation of existing neighborhoods while offering flexibility in the introduction of various housing types. There are eight single-family residential districts providing densities that range from 1.0 lots or dwelling units per acre (DU/AC) to 7.3 DU/AC. Multiple-family residential zones include densities ranging from 15 DU/AC to 30 DU/AC. The distinctions of the various districts are detailed in the sections that follow.

A. Low Density Single-Family Residential Districts

One district is identified for low-density residential development, RS-10. This zoning district affords the means to develop larger suburban-scale lots and to provide buffering adjacent to existing, very low-density development. The permitted development density is limited to 4.4 units per acre, but the 10,000 square foot minimum lot size and other factors such as streets and easements effectively limit density to approximately 3.5 DU/AC.

B. Medium Density Single-Family Residential Districts

The single-family residential district, R-S 8, creates medium density residential development. This district permits densities up to 5.4 units per acre with a minimum 8,000 square foot lot.

C. High Density Single-Family Residential Districts

Two zoning districts provide for high-density single-family development, RS-6, and R-D. Housing densities range from 7.3 DU/AC to 14.6 DU/AC. Minimum lot sizes in these districts require 6,000 square feet for single family detached residential use and 3,000 square feet for duplexes.

D. Multiple-Family Residential Districts

Three multiple-family residential districts are established for high-density residential development: Multiple Dwelling Residential (R-ML, R-MM and R-TH). The first district permits structures less than four stories in height and a maximum density of 15 DU/AC, while the second permits structures up to 125 feet in height and a maximum density of 30 DU/AC. The Townhouse Residential (R-TH) district allows a maximum density of 14.6 DU/AC for attached single-family residences. The latter is included here due to the density of development permitted and typically includes rental units, although the structures are considered single-family residences.

4.9.3 Office Districts

Two districts are provided for office use: Limited Office (O-L) and General Office (O-G) Districts. Office districts are utilized as buffers or a transitional use between residential and non-residential zones along highways, and are intended to preserve the character of the adjacent residential developments.

4.9.4 Commercial Districts

- C-L Local Commercial (serves the needs of a relatively small area, requires proportionately less parking than more intensive commercial uses)
- C-P Planned Commercial (commercial uses incorporated in planned developments, permitting phased implementation)
- C-H Highway Commercial (general commercial uses located along major transportation routes and within industrial areas)

These three commercial districts provide for non-residential growth. The Landscape Ordinance screens adjacent residential districts from new commercial development in

the C-L and C-H District. Planned Commercial (C-P) zoning is the only zoning that can be conditioned to include performance criteria to ensure compatibility with adjacent residential uses.

The Local Commercial (C-L) District serves the needs of a relatively small area (neighborhoods), and requires limited parking for the permitted uses. Generally, C-L is located along major road intersections within residential areas. This type of development is usually found in conjunction with other commercial tracts, drawing upon a larger area for customers, although C-L development may be isolated and more neighborhood oriented. The tracts of land are typically limited in size, requiring a moderate volume of parking and providing a limited range of convenience shopping and personal services. Examples of typical uses are auto service station and convenience store, video rental, beauty salon, etc.

The Planned Commercial (C-P) zoning district is established to encourage a more creative approach to commercial land development. The scale of the districts varies, from neighborhood to regional developments. Planned commercial developments typically provide a more orderly and phased approach to land use while ensuring that public amenities such as landscape screens and pedestrian ways are included. This district affords greater flexibility in site layout and permits a phased approach to development. These tracts are minimally five acres in size, but are generally much larger. Community commercial areas are typically associated with general merchandise shopping and personal services within shopping centers ranging from 100,000 to 400,000 square feet in size. Uses typically associated with such shopping centers are grocery stores, discount stores, banks, clothing stores, etc.

The Highway Commercial (C-H) zoning district draws upon a regional population, and is located upon heavily highways and major roads for appropriate access. Larger parking areas are required to support the wide range of commercial activities. This zoning district is generally reserved for larger or consolidated tracts of land. Highway Commercial uses can generate large volumes of traffic and are the most land consumptive. Examples of this use include mini-malls, large car dealerships, retail discount stores, lumberyards and hardware store operations or other land consumptive, high parking-automobile oriented uses.

4.9.5 Industrial Districts

Two districts are assigned to industrial land uses. The Light Industrial (I-L) District is intended for industrial uses that are located in proximity to major transportation routes and are associated with warehousing operations, wholesale distribution, and light manufacturing.

The Heavy Industrial (I-H) District permits a wide variety of manufacturing businesses including assembly, processing, storage and distribution activities. These districts are located adjacent to the airport, major roadways, railways and, where practical, waterways. The Heavy Industrial District (I-H) permits all types of manufacturing except those considered hazardous (which requires special permit).

Two primary industrial land use zoning districts have been identified in this study. Distribution-type industries such as warehouses and truck terminals do not require intensive use of raw materials for assembly or manufacture. These uses do not create the noise or other pollution generally associated with the manufacturing uses and are located in the study area.

Manufacturing uses, however, may involve the use of large quantities of raw materials, some of which may be considered hazardous. These uses can be either service-oriented (i.e. automotive repair) or product-oriented (such as the manufacture of bio-medical devices). In either case, manufacturing uses, like distribution uses, are often associated either with major roadway or railway routes for material transport.

Of the two categories, light manufacturing reflects a lesser land area requirement for operations (fewer employees, with less demand for raw material storage), and thus have less potential impact upon local traffic systems, compared with the heavy manufacturing uses. Nonetheless, the regional market emphasis and attraction of warehouse and distribution facilities does produce a significant volume of heavy truck traffic. As a land use issue, the potential conflicts of co-mingling large numbers of truck movements with local passenger vehicle traffic should be carefully evaluated.

4.9.6 Overlay Districts

Two overlay districts are provided to address specific site development restrictions, the Floodplain (FP) District and the Floodway (FW) District. The Floodplain District provides for development in accordance with the underlying zoning, requiring flood-protection measures. The Floodway District provides for the introduction of non-intensive uses in areas that are subject to periodic flooding (floodplains).

4.9.7 Special Land Use Areas

Another special area that influences future land use decisions is the area identified in the Memphis Airport Area Land Use Study (adopted June 1992). The study identifies recommended land use changes brought about by the impact the Memphis International Airport expansion and the resulting expansion of the high-noise zones surrounding the facility.

The map on page 4-14 shows the areas identified in the Memphis Airport Area Land Use Study for alternative uses (Planned Office) in the land area west of Airways Boulevard, north of the Tennessee state line, and south of Brooks Road. Only the areas currently and formerly utilized for single-family residential purposes are included in the recommendations, with the existing commercial and multi-family residential parcels intended to remain either zoned or developed for those uses.

4.10.0 TRANSPORTATION NETWORK

4.10.1 Overview

The purpose of transportation is to enable people to move from one place to another and to move goods. Thus, a transportation network provides a means by which people can get to work, shopping and leisure activities. In order to adequately meet people's needs, a transportation network should support the collective mobility needs and goals of its population. These goals may be physical, social or economic in nature.

The transportation network forms the framework upon which a community is built. Transportation planning includes more than the location, design and construction of major roads, highways, interstates, public transportation, airports and train stations. Transportation planning includes pedestrian and bicycle systems. Refer to the Memphis MPO Transportation Plan Map and Memphis Network Priority Map for specific recommendations.

The automobile has had a profound impact on the transportation network and the development of communities across the United States. The widespread use and affordability of automobiles have provided an unconstrained range, allowing growth to occur with few restrictions.

Given its impact on a community, transportation planning should be an integral part of the overall planning process; however, state and federal funds are available for special needs. These funds often create separate Metropolitan Planning Organizations (MPOs) to meet these special needs as well as specific local transportation needs.

This section will discuss the specific transportation conditions and need of the Whitehaven-Levi Planning District. The discussion will focus primary 4 areas: 1) the road network, 2) public transportation, 3) alternative methods of transportation-pedestrian systems and bicycle routes, and 4) alternative transportation needs such as reverse commute, rideshare, and vanpool.

4.10.2 Road Network

4.10.2 A Road Classification

Road classification resulted from professionals who felt that funding priorities should be developed on the basis of need and function. In the 1930s, states developed a functional classification of roads as primary, secondary and local. Each classification was assigned a special use complete with special funds. The Interstate Highway System is the prime example of this mode of thinking. The Interstate Highway System functions as a super system built throughout the country using Federal money for its design, acquisition and construction. This system proved effective for meeting basic transportation needs and goals as well as administratively affixing funding responsibility between the Federal, state and local authorities for road construction.

Generally, roads are classified according to function. The National Committee on Urban Transportation recommends the following four classifications;

Expressway: devoted entirely to traffic movement with little or no land service function and are characterized by some degree of access control. Example: Interstate I-240

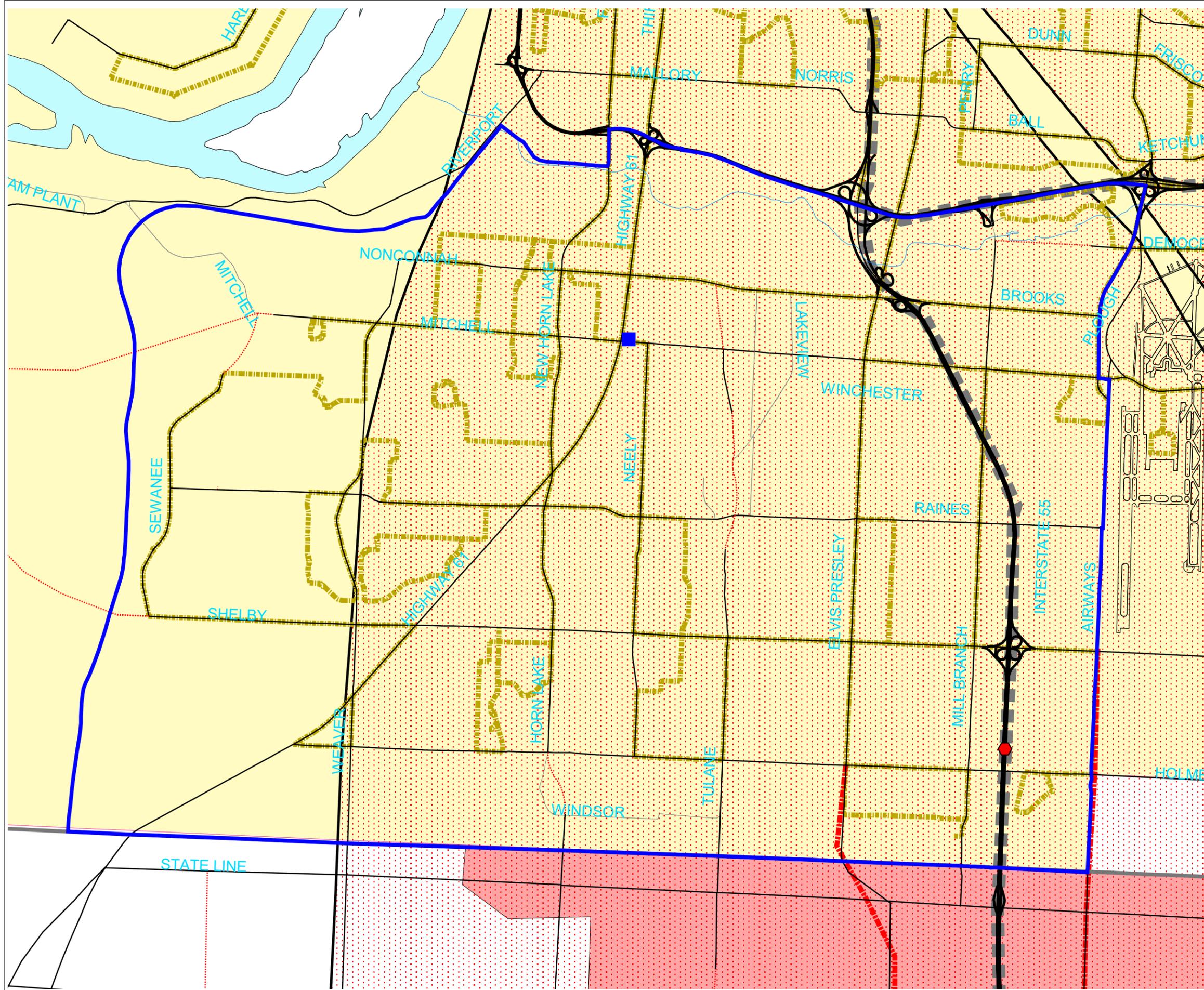
Whitehaven - Levi Planning District Study Area

Memphis MPO Transportation Plan

-  Existing Roads
-  Proposed Roads
-  Existing Transit Lines
-  Future Transit Lines
-  Hov-lanes
-  Intermodal Terminals
-  Park & Ride Lots
-  Transit Centers
-  Light Rail Corridors
-  Study Area Boundary



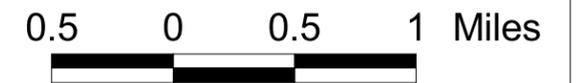
Memphis and Shelby County
Office of Planning and Development
November 27, 2002



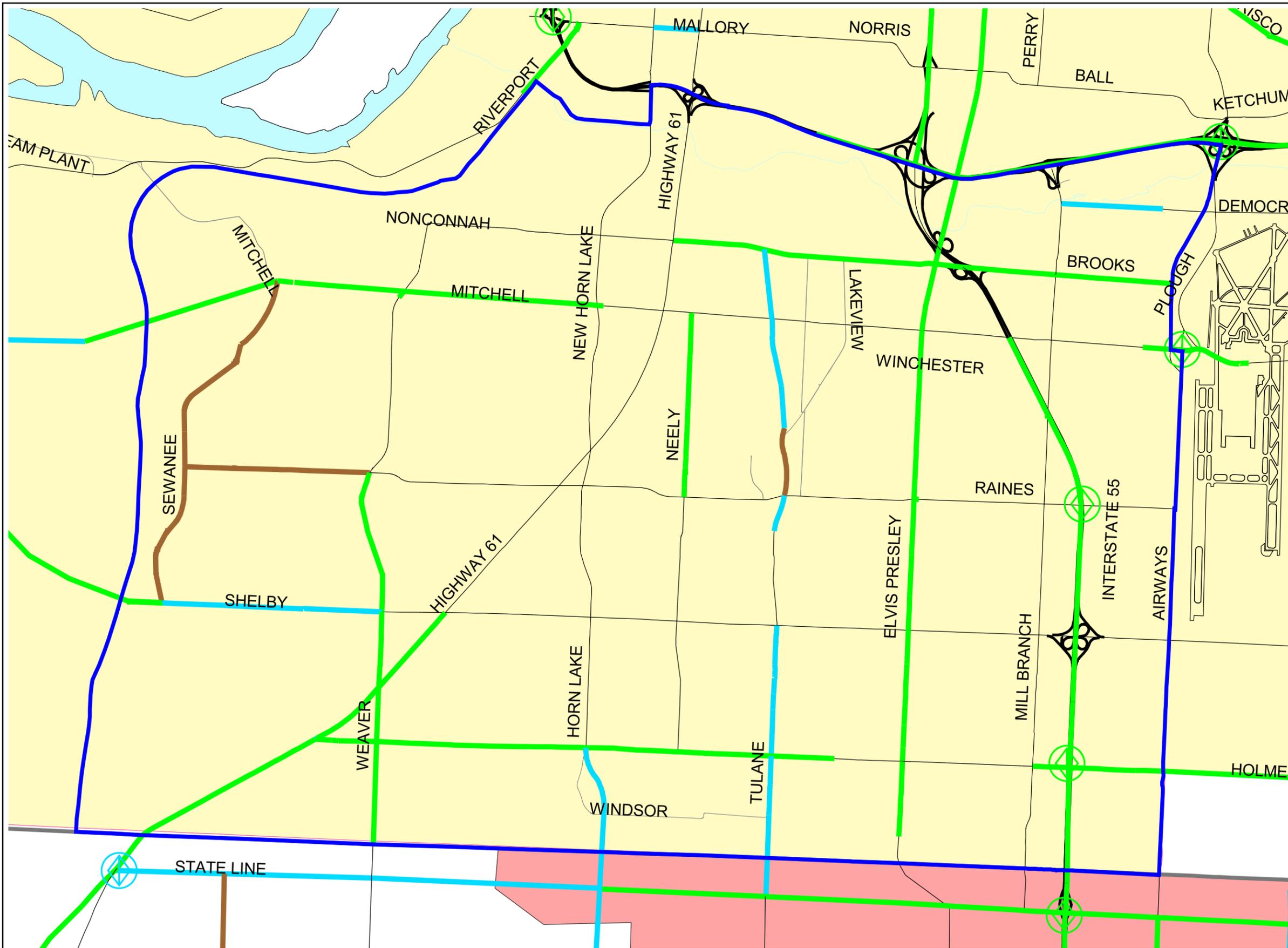
Whitehaven - Levi Planning District Study Area

Memphis Network Priority Map

-  Network Priority 1 (By Year 2013)
-  Network Priority 2 (By Year 2023)
-  Network Priority 3 (Beyond Year 2023)
-  Other Major Roads
-  Minor Roads
-  Interchange Priority 1
-  Interchange Priority 2
-  Interchange Priority 3
-  Study Area Boundary



Memphis and Shelby County
Office of Planning and Development
November, 27 2002



Arterial: brings traffic to and from the expressway as well as moves traffic within and through urban areas that are not served by the expressway. Arterials form an integrated network that connects major traffic generators and moves people between different sections or areas of a city. Example: Winchester Road

Collector: serves internal traffic movements within a specific area of the city such as subdivisions and connects this area to the arterial street network. Example:

Local: provides access to adjacent land. These streets make up a large percentage of total street mileage, but account for a small percentage of vehicle miles of travel. Example:

Generally speaking, approximately 80% of the travel is concentrated on 20% of the roads. The preceding classifications form a hierarchy of roads based on function and volume of traffic carried. The larger roads form the spine of the community carrying the largest volume of traffic to lower roads that carry traffic to specific destinations within a community.

4.10.2B Assessment of the Road Network

The quality of service that a road network provides depends upon how well each road is performing in relation to its primary purpose as well as its relationship to its operational characteristics and design. The highest quality of service depends upon complete compatibility of purpose, operational characteristics and design. These factors determine a road's design capacity (how many trips it is designed to carry within a specified time period). The actual number of trips per time period describes the roadway's level of service. Generally, most of the major roads located within the Whitehaven-Levi Planning District operate below design capacity. Interstate I-55 is far below the new design capacity of the permanent 6 lanes and 2 HOV lanes.

The Table 4-17 on page 4-16 provides limited insight into the traffic patterns located within the Whitehaven-Levi Planning District.

Figure 4-10 MID-BLOCK TRAFFIC COUNTS

Station No.	NAME	STATION LOCATION	ADT (1990)	ADT (2000)
90	U.S. 61	Nonconnah Creek & Brooks	29,755	47,404
92	Brooks	Graves & U.S. 51	20,595	14,470
94	Brooks	Millbranch & Airways	22,098	21,986
127	Airways	Raines & Shelby	22,485	28,711
128	Shelby	I-55 and Airways	34,260	35,139
129	U.S. 51	Holmes & Desoto Co. Line	16,560	13,001
130	Shelby	U.S. 61 & Horn Lake	7,290	11,992
131	U.S. 61	Raines & Shelby	N/A	26,485
132	Shelby	Weaver & U.S. 61	2,174	4,444
133	U.S. 61	Shelby & Weaver	8,717	23,026
134	Holmes	Weaver & Horn Lake	4,270	4,104
136	U.S. 61	Holmes & Desoto Co. Line	6,412	21,185
182	I-55	Raines & Shelby	50,888	65,230
185	Raines	Orleans & U.S. 51	21,242	18,987
186	Raines	U.S. 51 & Millbranch	18,697	17,993
187	Shelby	U.S. 51 & Millbranch	36,620	29,509
188	Shelby	Horn Lake & Tulane Rd.	17,811	19,704
195	I-240	Airways & Millbranch	91,416	131,300
196	I-55	Raines & Shelby	N/A	55,850
207	I-55	I-240 & Third	N/A	86,580
261	Weaver	Mitchell & Raines	8,445	5,794
263	Winchester	I-55 & Airways	27,033	26,513
290	Airways	Democrat & Brooks	24,140	24,972
322	Horn Lake	Nonconnah Creek & I-55	20,648	15,449
353	Airways	Winchester & Raines	30,514	47,172
354	Raines	Weaver & U.S. 61	9,785	8,298
355	Horn Lake	Raines & Shelby	9,722	14,112
356	Millbranch	Raines & Shelby	21,787	20,825
358	Tulane	Holmes & Shelby	4,832	4,876
373	Horn Lake	Shelby & Holmes	6,612	7,626
374	Airways	Holmes & Desoto Co. Line	7,448	17,184
409	Raines	Weaver & Sewanee	4,126	4,124
425	Millbranch	I-240 & Brooks	29,111	29,755
515	U.S. 51	Brooks & Mitchell	39,722	39,240
527	Millbranch	Holmes & Desoto Co. Line	11,188	10,598
528	Holmes	U.S. 51 & Millbranch	12,992	15,893
529	U.S. 51	Shelby & Holmes	20,851	18,745
530	U.S. 51	Raines & Shelby	31,213	26,475
532	Holmes	Horn Lake & Tulane	8,882	10,501
535	Weaver	Mitchell & Raines	N/A	3,450
536	Weaver	Raines & Shelby	N/A	3,686
552	I-240	U.S. 51 & Millbranch	100,491	123,520
818	Raines	I-55 and Airways	N/A	17,793

Figure 4-10 displays information on average daily traffic (ADT) counts as recorded in the 1990 Traffic Volumes Report and 2000 information from the Department of Regional Services. The traffic station information above acts as an indicator showing traffic patterns on a mid-block level and does not address the larger issues of roadway capacity and level of service on each designated roadway. Traffic patterns such as these are useful in accessing roadway capacity and levels of service, but this table is of

limited use since capacity and level of service are not provided. This type of table is most useful to entrepreneurs locating businesses within a community.

The three highest average daily traffic (ADT) counts in Memphis and Shelby County for non-expressway facilities in 2000, were stations located on Airways Boulevard (47,172 ADT), South Third Street (47,404 ADT), and Elvis Presley Boulevard (39,240 ADT). This section of Airways Boulevard contains the Federal Express facility located south of Winchester Road. Given the lack of direct access by land uses, this section of Airways Boulevard can accommodate traffic volumes approaching 60,000 trips per day. While this average daily trip volume seems high, it is in fact, far below road capacity in this area. South Third Street or Highway 61 between Interstate I-55 and Brooks Road is a seven-lane road with a capacity between 38-45,000 trips per day. This segment of South Third Street acts as a main entryway into the Mitchell Road-Horn Lake Road area. This segment of Elvis Presley Boulevard is a seven-lane facility with a capacity between 38-45,000 trips per day. This segment of Elvis Presley Boulevard contains retail and service oriented business and acts as an entryway into this segment of the community. Many motorists use this section to gain entrance onto I-55.

A roadway's design reflects whether speed of movement or direct access to property is the main service requirement. Accident rates are an index of safety and one of the factors used to adjust operational controls and design features. The following roadway corridors were identified as high accident locations in the 1974 Whitehaven-Levi Planning District Plan prepared by the Memphis and Shelby County Office of Planning and Development:

- Elvis Presley Boulevard (US Highway 51 South), from Interstate 240 to Holmes Road.
- South Third Street (US Highway 61 South), from Interstate 55 to Western Park Drive.
- Airways Road, from Interstate 240 to Shelby Drive.
- Millbranch Road, from Interstate 240 to Shelby Drive.
- Brooks Road, from South Third Street to Airways Road.
- Winchester Road, from South Third Street to Airways Road.
- Raines Road, from Elvis Presley Boulevard to Airways Road.
- Shelby Drive, from Elvis Presley Boulevard to Airways Road.

High accident location information is no longer available. The City of Memphis Division of Engineering should review these locations to determine what, if any, problems remain and what, if any, adjustments should be made to the road network.

4.10.2C Congestion in the Whitehaven-Levi Planning District

Congestion on a specific segment of a road indicates that the volume of traffic on the roadway is overtaking its ability (capacity) to move people and/or goods forward in a timely manner. Two roadways in the Study Area are presently congested. Interstate I-240 is over capacity and is addressed in the Long Range Transportation Plan by calling

for four (4) continuous lanes in each direction from the I-55 Interchange to the I-40 East Interchange. Segments of I-240 are currently being addressed to deal with this situation. The segment from the I-55 Interchange to Lamar Avenue will be the final section addressed. Highway 61 (South Third Street) from Nonconnah Creek to Brooks Road is also over capacity. This can be attributed as a direct result of it being a direct route through the Westwood area to the rapid development in Tunica, Mississippi. The completion of MS 304 from Hernando to Tunica, MS will relieve some congestion on U.S. 61. Interstate 55 and MS 304 will provide a high-speed shorter link to Tunica, MS from all sections of the City of Memphis. Additionally, U.S. Highway 61 is a state highway that may be eligible for funding for roadway improvements from Federal and state funds. The City of Memphis through the Memphis Urban Area Metropolitan Planning Organization can influence the funding of roadway improvements by its ranking in local construction projects.

4.10.2D Roadway Improvements

Roadway improvements, including road widening, curb, gutter and sidewalk are needed in several areas in the District. The City's Capital Improvement Plan (CIP), 2003-2007 Fiscal Years divides major road projects into two main categories—projects under design and future projects. The projects listed below are projects that are under design:

- Whitehaven Lane, Wilson Road southern portion of Amey Road; installing curb, gutter and sidewalk in FY 2005.
- Granada Road, Farris Road and the northern portion of Amey Road; installing curb, gutter and sidewalk in FY 2006.
- Hewlett Road from South Haven Street to Horn Lake Road; installing curb, gutter and sidewalk in FY 2003.
- Weaver Road from Raines Road to Shelby Drive (PW018); widen to five lanes in FY 2005.
- Weaver Road from the Tennessee State Line to Holmes Road (PW224); widen to five lanes including curb, gutters, sidewalk and underground drainage in FY 2006
- Holmes Road from South Third to Horn Lake Road (PW349); widen to five lanes in FY 2005.
- Neely Road from Raines Road to Fairway Road (PW015).

The first three projects listed above requiring installation of curb, gutter and sidewalk are not listed separately in the CIP, but are listed with other projects under the general category title, Minor Streets Cover (PW075). Sidewalks near schools, particularly elementary schools, are given the highest priority. Listed below are future projects in the Capital Improvement Program budget for 2003-2007:

- Shelby Drive from Weaver Road to Riverport Road (PW225) ; widen to five lanes including curb, gutter, sidewalk and underground drainage and connects the improved sections of Shelby Drive east of Weaver Road to the Pidgeon Industrial Park in FY 2006.

- Weaver Road from Holmes Road to Shelby Drive (PW223); widen to five lanes including curb, gutter, sidewalks and underground drainage in FY 2006.
- Holmes Road from Horn Lake Road to Craigwood Drive (PW358); widen to five lanes in FY 2006.
- Holmes Road from Millbranch Road to Airways Boulevard (PW218); widen to seven lanes in FY 2006.

These projects will be built in the future since design and/or acquisition have been completed.

Public meetings were held, and the recommendations for traffic network improvements obtained from residents are as follows:

- South Third Street (US Highway 61 South) at Western Park Drive – Improvement by adding signal light.
- Holmes Road at Tulane Road – Improvement by adding a signal light.
- Lakeview Road at Craft Road, and Lakeview Road at Orleans Road - Improvement of traffic flow and traffic control.
- Holmes Road from Weaver Road to Gemstone Way - safety project adding turn lane and improving sight distance.
- Whitehaven Tulane Subdivision – Problem with horse trainers who mount and ride horses in street and along vehicle traffic.
- Pedestrian access – More handicap access ramps needed; a bikeway system would be beneficial.
- Hermitage Drive at Winchester Road and Graceland Drive at Winchester Road – Both intersections have been the scene of fatal accidents, including those involving pedestrians.
- McCorkle Road – Needs speed bumps to slow traffic.
- McCorkle Area - Inadequate electrical power supply.
- Lakeview Road at Porter Road – Traffic flow problem (several accidents).
- Hillbrook Road and Holmes Road intersection-dangerous intersection.
- Eighteen-wheelers are parked in the neighborhoods illegally; abandoned and junk cars are left on streets and parking lots.
- Transit System – Need more buses and night schedules in the Westwood area. Light rail would be beneficial.

The appropriate City of Memphis Divisions should review these suggestions to determine, if what actions, can be taken to alleviate these problems and to determine which of these items, if any, need to be included in upcoming years of the Capital Improvement Program.

4.10.3 Public Transportation

4.10.3A Overview

Memphis Area Transit Authority (MATA) currently provides public transportation. MATA provides fixed route bus service throughout the Whitehaven-Levi Planning District and demand responsive paratransit service for disabled persons. Refer to the Major Road Plan for established bus routes in the Whitehaven-Levi Planning District.

Transportation efficiency means meeting the access and mobility needs of the region while minimizing the need for additional transportation facilities and services that require government subsidies. Suburbanization has caused a decrease in transportation efficiency, because it has led to lower vehicle occupancy, longer vehicle trips, imbalance between the location of jobs and labor pools, and an erosion of the viability of mass transit. TEA-21 requires metropolitan regions to examine these problems and address them in Long Range Transportation Plans.

MATA completed a Regional Transit Plan (RTP), which included major fixed guideway investments in three corridors by year 2020. The Memphis Urban Area Metropolitan Planning Organization (MPO) has adopted the RTP as the Transit Element of the Long Range Transportation Plan (LRTP).

4.10.3B Fixed Guideway Introduction

The Regional Transit Plan, the most recent component of an ongoing transit planning program, follows the successful efforts by MATA to plan, design and build the downtown rail system that currently operates on Main Street and the Riverfront. The initial set of three corridors includes the west or Frayser/Millington leg, the south or Whitehaven/Mississippi leg and the southeast or East Memphis/Germantown/Collierville leg. These three corridors were originally screened based on various evaluation criteria, such as ridership, cost, environmental effects, development, potential and feasibility of construction. In 2000, the Regional Rail Steering Committee re-evaluated and ranked the criteria based upon a survey. The new criteria are listed in order of rank are:

- Mobility to jobs centers.
- Mobility of the general public.
- Mobility of low income residents.
- Operating costs.
- Transit oriented development, existing and future transit-friendly uses.
- Redevelopment of distressed areas.
- Capital costs.
- Use of shared rights-of-way, such as railroads and public streets.
- Traffic congestion.
- Jurisdictional participation.
- Air quality.

- Impact on sensitive areas.
- Energy consumption.
- Urban sprawl.
- Short-term economic impacts.

These new criteria will guide the development of fixed guideway improvements in the Memphis Metropolitan Area.

A study of potential transit-oriented development in the three corridors was conducted in 1997 as part of the RTP. That study evaluated conditions in the vicinity of the proposed stations for the specific alignment being considered and sought to identify the places where the private sector might respond favorably to the transit investment with higher density development. The stations investigated were along the railroads in the three corridors that coincide with alternatives still under consideration by this study. Based on field observations, the land development activity areas that were prevalent in 1997 were still active in the region in 2000. The findings of the 1997 RTP are still generally applicable to the current conditions found in the three corridors. It is expected that a major transit investment would need to be supplemented with other public sector financial incentives and/or investment in community service facilities to spur redevelopment in depressed areas.

4.10.3C Fixed Guideway Costs

Operating costs for fixed guideway transit were developed for each of the three corridors based on service plans for a light rail system. Light rail has been selected as the mode for high capacity transit in the Downtown-Airport Corridor and remains the preferred mode of choice for the other corridors identified in the RTP. Light rail operating costs, therefore, have been used to compare the relative costs for operating high capacity transit service in the three corridors.

Capital Cost estimates were based on information developed for the previous MATA planning studies that examined the potential application of light rail in the three corridors. This information was reviewed and updated using current unit costs. The cost estimates also considered possible new structures that may be needed to bridge over existing freight railroad facilities or environmentally sensitive areas.

4.10.3D Fixed Guideway Right-of-Way Options

The opportunity to place high capacity transit in existing rights-of-way can represent the difference between a project that a region can afford to build versus one that is either too costly or that promises to inflict unacceptable impacts on the community through property acquisition. Existing rights-of-way for railroads, streets, highways, and perhaps, utilities represent paths constructed as part of the built environment. The extent to which fixed guideway transit can be added to existing rights-of-way will lessen the amount of additional property to be purchased, structures to be demolished and occupants to be relocated. Use of existing rights-of-way often positively contributes to a "build" decision by decision-makers.

Two types of shared rights-of-way may affect the operation of transit vehicles in terms of safety and speed. First, provided the host right-of-way is sufficiently large, transit may operate along the edge of the right-of-way in a separate fixed guideway alignment that permits high operating speeds in a relatively safe environment. Railroads and expressway rights-of-way may permit this scenario.

Second, transit may operate in a street right-of-way, whether in a semi-exclusive path protected by curbs, or in mixed traffic flow. With the semi-exclusive conditions, speed and safety would be reduced compared with the first scenario. In the mixed traffic scenario, transit operations would be the slowest of the range of options, and the opportunity for accidents would be highest.

Earlier transit studies carried out by MATA focused on the railroad rights-of-way that constituted the three corridors that are recognized in the RTP. The MPO has inventoried the existing rail corridors in the region and identified potential rail corridors for transit or other transportation use. Enhancement projects include preservation of abandoned rights-of-way. The potential light rail corridors identified in the LRTP and MATA's Transit Plan include existing rail corridors where feasible.

4.10.3E Environmental Impact

A transportation project in urban and suburban settings typically affects both the natural and built environment and raises concerns about air quality, noise, water quality, visual character, historic resources and parklands. Most potential environmental impacts are specifically related to the alignment of the proposed transportation facility.

The purpose of looking at sensitive resources is to identify potential fatal flaws that would eliminate a corridor from further consideration and to identify any issues that would be major differentiators among the corridors. An example of a fatal environmental flaw might be a national wildlife refuge lying in the middle of a corridor. Federal requirements of the Transportation Act prohibit the construction of a new transportation project through a national wildlife refuge unless the planning for the project demonstrates that there is no feasible and prudent alternative to the use of the land. The environmental analysis at the corridor selection stage also provides a general indication of the type of issues that would need to be addressed in the Environmental Impact Study (EIS) for the selected corridor and alternatives.

4.10.3F Downtown-Airport Light Rail Corridor

The Airport was recognized as an attractive destination for early service for high capacity transit development in the region. In addition to handling about 5 million passengers each year, the Airport also serves as the primary hub for Federal Express' national and international operations. Along with several nearby concentrations of employment, the airport area represents a significant grouping of trips in the region.

Earlier this year, the MATA Board of Commissioners picked the two most promising routes for the Downtown-Airport Corridor. The following two alternatives are being studied in further detail:

- Madison/Cooper/Young/Airways/Plough
- Pauline/Somerville/Lamar/Airways/Plough

The action was based on the results of technical work performed by MATA staff and consultants as well as the recommendation of the Regional Rail Steering Committee. These two alternatives will be presented in a Draft Environmental Impact Statement that is expected to be released for public comment in early 2003.

Although the main alignments are identified, there are still many details to be resolved regarding specific routing. For example, in Alternative 2, a connection to Madison Avenue is shown to follow Pauline Street, however, other choices could be Camilla street, Bellevue Boulevard, or Manassas Street.

4.10.4 Alternative Methods of Transportation

The Transportation Enhancement Act for the 21st Century (TEA-21) encourages communities to develop alternative methods of transportation by providing federal funds. Two such alternative methods are pedestrian systems and bicycle routes.

4.10.4A Pedestrian Systems

Pedestrian systems include existing sidewalks located along various types of roads linking access from residential areas to commercial areas and to public recreation spaces. Programs such as Rails to Trails seek to link access to various parts of a community by using abandoned railroad lines. Greenbelts and boardwalks can link natural areas to other parts of the community as well.

Additional study is recommended to create a pedestrian system for the Whitehaven-Levi Community. The Whitehaven-Levi Community is fortunate to have basic a grid street system that incorporates sidewalks along the majority of its road network. Newer areas did not always make provisions for sidewalks forcing pedestrian traffic into the road network.

4.10.4B Bicycle Routes

The City of Memphis was awarded a TEA-21 grant for the designation of a 40 mile bicycle route on city streets to encourage bicycle ridership. Once the 40 mile route is established, the City will evaluate its acceptance and use and determine if additional routes including Whitehaven are desired.

There is a strong desire to link the Whitehaven-Levi Community to the existing system. The main stumbling block is how to connect the route into the Whitehaven-Levi Community via a public roadway that is safe. Most of the major roadways connecting the Whitehaven-Levi Community to other areas of the City contain Interstate

interchanges or cloverleaf. Horn Lake Road maybe a possible connection. Additional study is needed to determine the feasibility of Horn Lake Road as a possible connection to the existing bicycle route under construction by the City of Memphis.

4.10.5 Alternative Transportation Needs

Traditional modes of transportation for the Whitehaven-Levi Planning District consist of private vehicles and public transit buses. Interstate 55, Interstate 240, US Highway 51, US Highway 61 and almost a dozen arterial and collector roads act as the spine of the Whitehaven-Levi Planning District Transportation Network carrying the majority of the area's traffic. While this area is generally well served by both major and minor streets, some critical problems exist. These problems are largely attributable to rapidly increasing traffic volumes due to large employment uses located within and adjacent to the area. The highest traffic volumes and some of the worst congestion in the City and County occur on roadways within the Whitehaven-Levi Planning District. These facts alone point to the need to develop and implement alternative transportation opportunities such as reverse commute and a larger rideshare and vanpool base.

Reverse commute refers to traffic traveling in the opposite direction from the traditional rush hour commute, particularly in the morning and afternoon. Many warehouse are located within and adjacent to the Whitehaven-Levi Planning District. These employers start their workday at different times from more traditional employment uses in the area. The Memphis Area Transit Authority and the Department of Regional Services works in conjunction with the Families First Program and the Tennessee Department of Human Services to develop new bus routes, schedules, and alternative reverse commute services such as rideshare and vanpool services to assist both businesses and residents in the area to get to and from their jobs.

Rideshare and vanpool strategies encourage more people to share a ride to work, reducing traffic congestion and air pollution. Strategies such as these permit riders to use the designated HOV lanes that are designed for faster and shorter commutes to work.

4.10.6 Transportation Analysis and Recommendations

This section identifies certain problems or deficiencies identified in the transportation network for the Whitehaven-Levi Planning District Plan. The following recommendations are proposed to create a more efficient transportation network that reflects the needs of the Whitehaven-Levi Planning Districts businesses and residents. These improvements will also improve the overall quality of life for the area by improving the commuting experience.

- A pedestrian system needs to be developed for the Whitehaven-Levi Planning District. This will reduce the need to use the automobile for inter-neighborhood trips and increase recreation opportunities. Traditionally, sidewalks are constructed as a part of a municipal project or inconjunction with a development. Sidewalks are the responsibility of each individual

property owner. A property owner's sidewalk replacement program would be the first step in implementing an overall pedestrian system.

- A connection to the City of Memphis Bicycle route should be made or an independent route developed for the Whitehaven-Levi Community depending upon the interest and use of area residents.
- Improvements to Holmes Road are needed to provide additional access to Highway 61 South. This recommendation should be included in future Capital Improvement budgets.
- The City of Memphis Division of Engineering should review congested intersections such as Lakeview Road at Craft Road and Lakeview Road at Orleans Road, to evaluate and assess the need for better traffic control.
- The City of Memphis should lobby the MPO to rank U.S. Highway 61 (South Third Street) and Interstate I-240 as high priority roadways to receive Federal and state funding for improvements to relieve traffic congestion.
- MATA and Department of Regional Services are working with industrial employers and social service providers located within and adjacent to the study area to arrange convenient bus routes and schedules for employees.
- Rideshare and vanpool programs should be coordinated with large employers located within and adjacent to the study area to increase ridership and reduce traffic and congestion in the area.

Overall, the major transportation network located within and serving the Whitehaven-Levi Planning District serves the needs of the community. Most roadways with the exceptions noted are far below design capacity. The major roads having needs caused by increased levels of traffic as tabulated in yearly traffic counts and in the travel demand model are classified as Priority I Projects on the MPO Network Priority Map.

David S. Arnold, Municipal Management Series, The Practice of Local Government Planning, (Washington, D.C.: International City Management Association, 1979), Chapter 8 "Urban Transportation", pages 214-244. This source was used to structure and model this section. Extensive material was para-phased and supplemented with local data to compile this section.

5.0.0 SUMMARY OF COMMUNITY SURVEY RESULTS

A broad cross-section of residents of the Whitehaven-Levi Planning District Study area (members of various neighborhood and civic organizations, churches, etc.) was interviewed about their perceptions of the community. The interview contained question about community appearance, residential areas, commercial areas, natural resources, transportation systems, public facilities and services, and parks and recreation. The following paragraphs provide a synopsis of the responses.

5.0.1 Community Appearance

In general, the residents did not recognize a need to develop an overall community identifier, whether in signage or architecture. The various communities that are included in the district were once separate and distinct. The degree of separation over the years has diminished to the point where one community is not distinguishable from another. The general mindset of the residents is as a member of the separate communities, with no identifiable claim to the Whitehaven-Levi Planning District. However, all agreed that the district is in need of an improved appearance, especially the commercial areas. The issue of improvement of community appearance is also strongly supported in the survey sampling conducted by the Chesapeake Group.

5.0.2 Residential Areas

The consensus among the residents favored safer neighborhoods with a neater appearance. Approaches to achieving safer neighborhoods with a neater appearance include working with public agencies to enhance security, and remove debris and abandoned vehicles through local code compliance measures.

With regard to multi-family housing, the residents felt the need for the apartment residents to feel included in the neighborhoods. Apartment complexes make good neighborhoods as long as the properties are well maintained. Some residents suggested that greater efforts could be made to include the apartment residents in the neighborhood associations. Vacant houses and rental units were cited as being problematic for the communities.

The residents felt, for the most part, the pedestrian circulation system is adequate, with few repairs needed. In the summer months, vacant lots in some places pose a hazard for pedestrians, with overgrown vegetation preventing passage and obscuring visibility for motorists.

Drainage problems were identified as a problem in some communities, with every significant hard rain creating ponding or minor flooding in localized areas. Other residents identified a lack of maintenance by the city as the problem in their neighborhoods. They recommended existing drainage ways be kept cleaner by city service agencies so that existing drainage problem areas are eliminated and new drainage problems do not develop. In areas where maintenance of the drainage ways is not at issue, improvements to the system would be required in order to address the

drainage problems and flooding. These concerns are confirmed in the assessment of land use constraints on page 4-13.

5.0.3 Commercial Areas

Residents felt the large-scale commercial areas adequately support their communities. Vacancies in commercial centers are viewed as a negative factor. Larger department stores would be a welcome addition, as the closest large stores are now located at the Hickory Ridge Mall.

Residents want neighborhood grocery stores with competitive pricing. This would be beneficial to older residents who must utilize the public transit system for their shopping activities. The Whitehaven Plaza Shopping Center, with its close proximity to the Elvis Presley Estate, was singled out as being in need of an improved appearance and increased occupancy rates. Residents noted that the center could receive increased business activity if more of the retail space were occupied. In general, improving the appearance of the center was seen as an important factor in improving the overall appearance of Whitehaven.

Another commercial area identified as needing an improved appearance is located along Winchester Road, between Airways Boulevard and Millbranch Road. The communities differed with regard to whether additional commercial centers should consist of large or small retail areas. Those most distant from the existing mall and shopping centers expressed a desire to see additional larger centers in closer proximity to their neighborhoods. Well maintained commercial areas are not perceived as being negative factors for the communities, and are considered good neighbors.

5.0.4 Natural Resources

The residents value the natural resources of the district as important and worthy of preservation. There was no consensus regarding a specific natural resource area in the district that would be in need of preservation, although the drainage problems associated with South Cypress Creek do suggest the possible creation of a greenbelt extending to T. O. Fuller State Park.

5.0.5 Transportation Systems

The residents stated the transit system was adequate, although the system could offer additional evening and night routes. One resident suggested the use of smaller buses on evening runs to provide greater flexibility for older residents who wish to participate in evening community activities. Many of the older residents rely on the buses for their transportation needs.

The proposed light rail system is viewed favorably, as a benefit to the community, drawing upon a greater population to support its commercial centers and help stimulate the economy of the district.

5.0.6 Public Facilities and Services

Public utilities (sanitary sewer, natural gas, electricity, and water) were viewed as adequate, with no deficiencies. The storm water management system was viewed as generally inadequate, particularly in areas where flooding has been a frequently recurring problem. Fire protection is adequate. Residents want an increased police presence in the neighborhoods. Additional cruiser patrols and more community involvement were viewed as important factors in improving the safety of the neighborhoods.

Library facilities were viewed as inadequate. Past programs included library branch locations in the community centers, but this service has been discontinued. In addition, many residents had to leave their community to use the library. The residents would prefer to see additional library locations in the district.

The schools are important community identifiers. The newer schools generate civic neighborhood pride.

5.0.7 Parks and Recreation

The parks and recreation system in the district adequately address the needs of the communities. The facilities are not over-utilized, and are simple in design. One resident commented that he appreciated the park's open and relatively simple character the most. In general, no improvements to the system were requested by the interviewed residents. Residents did not request night-event facilities to be added to the existing parks. In general, the residents utilize the park system as day-use areas that provide adequate, well-maintained recreational space for all age groups.

Community centers are well distributed throughout the district and are considered adequate. Attendance could be improved. One resident commented that if more residents knew about the facilities, they would be more likely to make use of them.

6.0.0 COMMUNITY FACILITIES AND SERVICES

6.1.0 OVERVIEW

Several factors influence the image of the Whitehaven-Levi Community and its ability to sustain itself. One of the primary factors that influences a community's image is its livability. Livability is what makes a community a desirable place in which to live, learn, work and play. A community must be livable in order to sustain itself.

A community's livability is determined by the quality of life enjoyed by the area's residents, business community and visitors. One measure of a community's quality of life is the availability and quality of amenities, infrastructure and services. This section describes existing as well as proposed civic and community facilities and services. Refer to the Existing Community Facilities Map.

Local government provides public facilities as one means to enhance the quality of life for its citizens and visitors. Infrastructure refers to the basic facilities, services and installations necessary for the functioning of a community. Infrastructure forms the spine of a community and commonly refers to roads, sewers and utilities. Public facilities such as streetlights, traffic lights, curb, gutter and sidewalk, natural areas, etc. form the bones leading to the extremities. Public facilities provide a secondary tier of basic facilities and services necessary to the proper functioning of a community. The scale, specifications, placement and policies regarding public facilities can determine community livability and image.

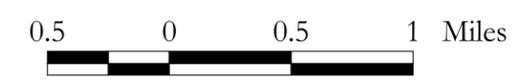
Local government also constructs public facilities that function as social institutions that are community based gathering places where people come together to learn, work or play. These social institutions include schools, community/senior centers, libraries, etc. Local government also provides certain health, safety and welfare services such as police and fire protection, solid waste management, etc. that enhance the quality of its citizens' lives.

Another way in which local government also controls a community's quality of life and livability is through its resource management. By regulating and managing the natural environment, local government controls the impact of the built environment and the rate at which the community grows. Regulation of storm water, sewer extension, drainage, etc. impact the quality and level of development. Likewise, preservation of significant historic resources or landscapes protects and saves elements of a community's past. A community's character as reflected in its historic resources and its relationship to the city as a whole often play a critical role in determining the design and density of a community's future development.

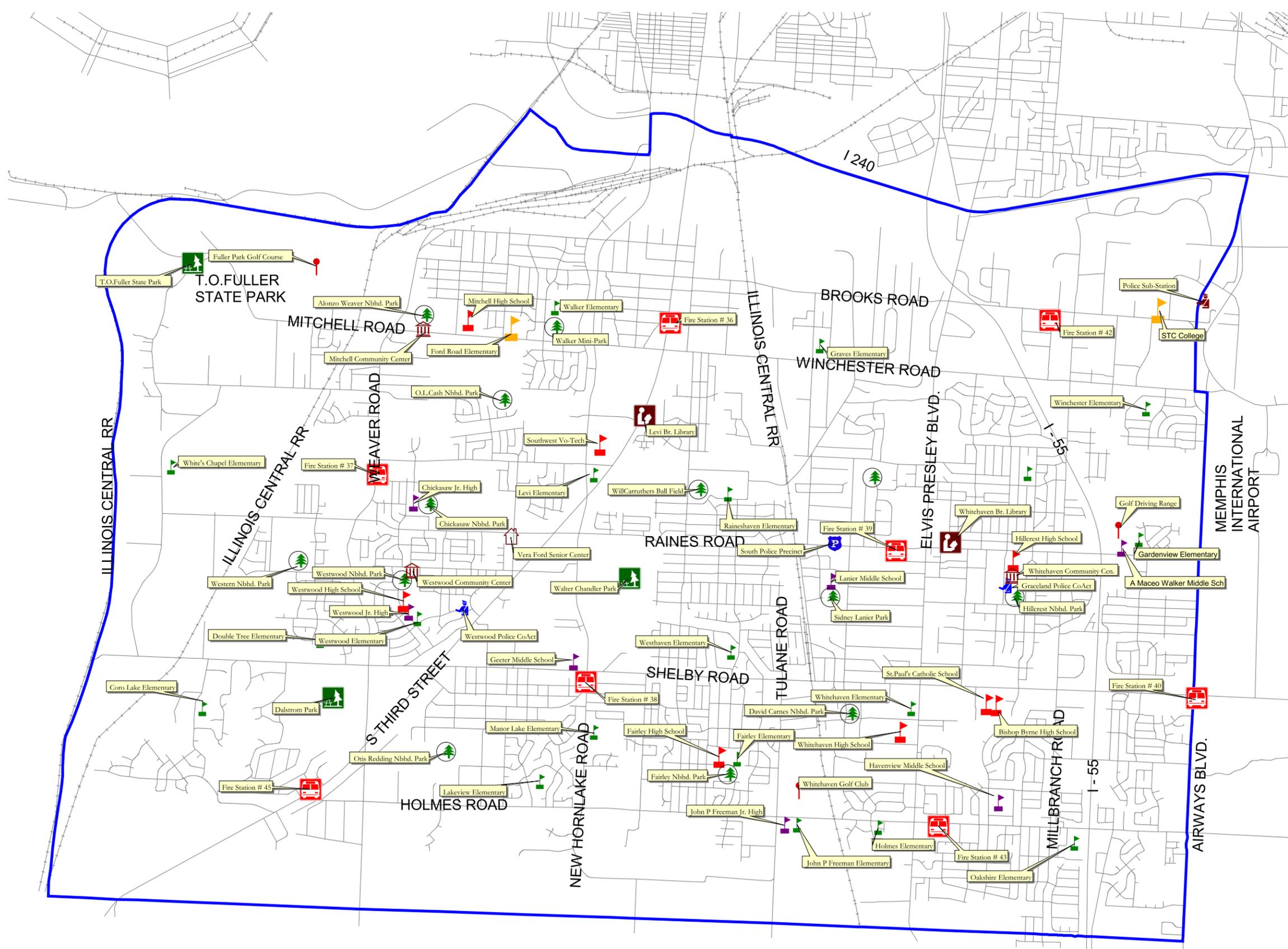
Whitehaven-Levi Planning District Community Facilities

-  Mini/Neighborhood Parks
-  Community Parks
-  Golf Courses
-  Police Precinct
-  Police CoActs
-  Police Substations
-  Fire Stations
-  Community Centers
-  Senior Center
-  Elementary Schools
-  Middle/ Jr.High Schools
-  High School/Vocational
-  College
-  Libraries

-  Railroads.shp
-  Study Area Boundary



Memphis and Shelby County
Office of Planning and Development.
November 27, 2002



6.2.0 SCHOOLS AND EDUCATIONAL OPPORTUNITIES

6.2.1 Overview

The Whitehaven-Levi Planning District contains 31 public schools and two free-standing private schools that serve the educational needs of the community from pre-kindergarten through the twelfth grade. There are a total of 21 elementary schools, 5 middle/junior high schools and 5 high schools operated by Memphis City Schools. Some facilities are co-located. The Whitehaven-Levi Community contains one optional school, the John P. Freeman Optional School. The Southwest Vo-Tech provides educational support to the Whitehaven-Levi schools.

FIGURE 6-2
Memphis City Elementary Schools Located in the Whitehaven-Levi Plannig District

Name of School	Grades	Address	Capacity	Above/ Below Capacity	2001-2 Enrollment	2002-3 Enrollment	Difference
Coro Lake	K-6	1560 Drew Road	390	-116	265	274	9
Double Tree	K-6	4560 Double Tree Street	650	-8	650	642	-8
Fairley	K-5	4950 Fairley Road	875	-297	603	578	-25
Ford Road	K-6	3336 Ford Road	860	-179	682	681	-1
John P. Freeman	1-8	5250 Tulane Road	620	-36	555	584	29
Gardenview	K-5	4075 Hartz Drive	875	-164	736	711	-25
Graceland	K-5	3866 Patte Ann Drive	975	-350	758	625	-133
Graves	K-6	3398 Graves Road	850	-366	697	484	-213
Holmes Road	K-5	1083 Holmes Road	750	-20	620	730	110
Lakeview	K-5	5132 Jonetta Street	360	-145	179	215	36
Levi	K-6	3939 U.S. Highway 61 South	500	-114	440	386	-54
Manor Lake	K-5	4900 Horn Lake Road	700	-199	488	501	13
Oakshire	K-5	1765 East Holmes Road	805	-188	639	617	-22
Raineshaven	K-5	430 Ivan Road	725	-284	666	441	-225
Robert R. Church	K-5	4100 Millbranch Road	750	-57	829	693	-136
Walker	K-6	322 King Road	600	-213	407	387	-20
Westhaven	K-5	4585 Hodge Road	860	-357	558	503	-85
Westwood	K-6	778 Parkrose Avenue	810	-200	635	610	-25
Whitehaven	K-5	4783 Elvis Presley Boulevard	825	-189	673	636	-37
White's Chapel	K-6	3966 Sewanee	420	-135	303	285	-18
<u>Winchester</u>	<u>K-5</u>	<u>3587 Boeingshire Drive</u>	<u>845</u>	<u>-256</u>	<u>779</u>	<u>589</u>	<u>-190</u>
21		TOTALS	15,045	-3,873	11,383	11,172	-1,020

NOTES:

1. Capacity is the maximum number of students the school building will hold.
2. Some schools such as Whitehaven Elementary School show a positive increase above capacity. These schools are using portable classrooms.
3. According to Victor J. Carr, portable classrooms hold a maximum of 25 students.

Compiled by: Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, from information provided by Memphis City Schools, November 12, 2002.

There are two freestanding private schools and numerous church-affiliated schools and daycare facilities that serve the Whitehaven-Levi Community. Bishop Byrne is coeducational parochial facility serving grades 7-12 and is located at 1475 East Shelby Drive. St. Paul's Catholic School is a coeducation parochial facility serving 3 year old pre-Kindergarten through 6th grade and is located at 1425 East Shelby Drive.

Southwest Tennessee Community College (STCC) offers a post-secondary curriculum at its Whitehaven Campus located at 3035 Directors Row. STCC provides an Associate of Applied Science Degree (AAS), an Associate of Arts Degree (UPAA), an Associate of Science Degree (UPAS) as well as Academic Certificate Programs and Technical

Certificate Programs in a variety of areas ranging from accountancy to computer to medical technology.

6.2.2 School Enrollment

Figure 6-3 shows a modest overall increase in enrollment from the 2001-2 school year to the 2002-3 school year. Nevertheless, five elementary schools showed a significant decrease in enrollment – Graceland, Graves, Raineshaven, Robert R. Church, Westhaven and Winchester. A portion of Graceland, Raineshaven and Westhaven Elementary School population fed into the new Robert R. Church School. Nevertheless, the Robert R. Church Elementary School experience a decline in enrollment between the 2001-2 to the 2002-3 school year by 136 students resulting in a decline of 57 students below capacity. Lanier Junior High School changed from a junior high school serving grades 7-9 to a middle school serving grades 6-8. The sixth grades from Gardenview, Graceland, Graves, Raineshaven, Robert R. Church, Westhaven and Winchester Elementary schools were transferred to the newly created Lanier Middle School. Holmes Road Elementary Schools received 580 students from Whitehaven Elementary Schools and 125 students from Oakshire Elementary School.

Figure 6-3 shows a substantial decline in enrollment for 3 of the 4 middle/junior high schools – 66 students for Geeter Middle School, 66 students for Havenview Middle School and 108 students for Lanier Middle School. Boundary changes were made involving Lanier and the boundaries for Havenview and Hillcrest were changed to create a school boundary for the newly constructed A.Maceo Walker Middle School.

Figure 6-3
Memphis City Middle/Junior High Schools Located in the Whitehaven-Levi Plannig District

Name of School	Grades	Address	Capacity	Above/ Below Capacity	2001-2 Enrollment	2002-3 Enrollment	Difference
Chickasaw Junior High	7-9	4060 Westmont Street	750	-262	485	488	3
Geeter Middle School	6-8	4649 Horn Lake Road	750	-93	723	657	-66
Havenview Middle School	6-8	1481 Hester Avenue	1,000	-39	1027	961	-66
A. Maceo Walker Middle	6-8	1900 East Raines Road	900	241	N/A	1,141	N/A
Lanier Middle School	6-8	817 Brownlee Road	700	-4	804	696	-108
5		TOTALS	4,100	-157	3,039	3,943	-237

NOTES:

1. Capacity is the maximum number of students the school building will hold.
2. Some schools such as Whitehaven Elementary School show a positive increase above capacity. These schools are using portable classrooms.
3. According to Victor J. Carr, portable classrooms hold a maximum of 25 students.

Compiled by: Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, from information provided by Memphis City Schools, November 12, 2002.

Figure 6-4 shows a substantial decline enrollment in all but one high school, Fairley High School.

Figure 6-4
Memphis City High Schools Located in the Whitehaven-Levi Plannig District

Name of School	Grades	Address	Capacity	Above/ Below Capacity	2001-2 Enrollment	2002-3 Enrollment	Difference
Fairley High School	9-12	4950 Fairley Road	1,150	-3	1,089	1,147	50
Hillcrest High School	9-12	4184 Graceland Drive	1,200	-345	1,119	851	-286
Mitchell High School	7-12	658 Mitchell Road	1,140	37	933	1,103	170
Westwood High School	7-12	4480 Westmont Street	1,400	-529	907	871	36
<u>Whitehaven High School</u>	<u>9-12</u>	<u>4851 Elvis Presley Boulevard</u>	<u>1,115</u>	<u>769</u>	<u>1,964</u>	<u>1,884</u>	<u>-80</u>
5		TOTALS	6,005	-71	6,012	5,856	-110

NOTES:

1. Capacity is the maximum number of students the school building will hold.
2. Some schools such as Whitehaven Elementary School show a positive increase above capacity. These schools are using portable classrooms.
3. According to Victor J. Carr, portable classrooms hold a maximum of 25 students.

Compiled by: Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, from information provided by Memphis City Schools, November 12, 2002.

The three tables identifying Memphis City School facilities located in the Whitehaven-Levi Community reveal an overall decrease in the number of school age children. This trend is consistent with the loss of overall population in the area. Only 2 schools are not below capacity-the newly constructed A.Maceo Walker Middle School and Whitehaven High School.

Table 6-4 below shows a continuing trend in the decline in school age children for the last ten years from 1990 to 2000. This trend should lessen the need for new facilities if the existing facilities are not experiencing excess capacity as represented by the addition of portable classrooms.

Figure 6-5
2000 Census Data for School Age and Pre-School Age Children

Census Tract	Pre-School Age 1-4	K thru 8 Age 5-13	9 th - 12 th Age 14-17	Total School Age Age 5-17
104.10	11	34	13	47
220.10	365	900	379	1,279
220.21	637	1,455	496	1,951
220.22	790	1,562	567	2,129
221.11	572	1,131	397	1,528
221.12	622	1,218	426	1,644
221.20	577	1,357	694	2,051
221.30	396	1,183	533	1,716
222.10	264	874	351	1,225
222.20	236	686	318	1,004
223.10	397	1,119	460	1,579
223.21	213	645	271	916
223.22	243	631	348	979
223.30	350	918	454	1,372
224.10	289	762	391	1,153
224.21	542	1,209	540	1,749
224.22	37	132	60	192
Totals	6,541	15,816	6,698	22,514

Future new school construction will be generated based on new land development in the Whitehaven-Levi Planning District. ***Fisher and Arnold et. al. project a population of 154,558 people as a result of a full buildout of the 5,119 acres of vacant residentially zoned land.***

6.2.3 School Construction

The Holmes Road and Robert R. Church Elementary Schools are new schools that opened for classes in the fall of 2001. A. Maceo Walker Middle School is open for the 2002-2003 school year and will reduce overcrowding at the existing middle and junior high schools while providing adequate space for future enrollment increases. An auditorium for Mitchell High School is under construction and its completion date is August 2003. Renovation and expansion is planned for Fairley High School. The renovation is currently under construction: the ten additional 10 classrooms are complete and in use.

6.3.0 Memphis and Shelby County Public Libraries and Information Center

6.3.1 Overview

The Memphis/Shelby County Public Library & Information Center is comprised of three regions containing 22 branch libraries, the Central Library located at 3030 Poplar Avenue and three mobile units. The North, South and East Regions are headed by regional managers who report to the deputy director located at the Central Library. The three mobile units cater to the needs of distinct populations in the community. The JobLINC mobile unit travels to areas with high unemployment to provide information about job training, job openings, and job search strategies. The Training Wheels mobile unit gives training and information on early childhood literacy development to preschool caregivers. The InfoBUS travels to community sites delivering library services targeted to the area's immigrant population. The JobLINC and Training Wheels mobile units are based at the Central Library; the InfoBUS mobile unit is based at the Cherokee Branch. Key features of the Memphis/Shelby County Public Library & Information Center facilities are state of the art technology and most locations are handicap accessible.

6.3.2 Whitehaven-Levi Library Facilities

The Whitehaven –Levi Planning District is located in the South Region of the Memphis/Shelby County Public Library & Information Center. The Whitehaven-Levi Community contains two branch libraries/information centers; the Whitehaven branch located at 4122 Barton Drive and the Levi branch located at 3676 Highway 61 South. The Whitehaven Branch contains 9,603 square feet with an approximate 41,152-piece collection/circulation, 11 computer stations for use by the public, and a meeting room with a capacity of 50 persons. The Levi Branch contains 4,500 square feet with an approximate 25,573-piece collection/circulation, 7 computers for public use, and a 30-person meeting room. As with the remaining branch libraries throughout Memphis and Shelby County, the locations in the Whitehaven-Levi Planning District provide a distribution location for materials received from the Central Library through requests.

6.3.3 New Construction

A new library branch is planned for Whitehaven to replace the existing facility, which is more than 40 years old. The new facility will begin construction in fiscal year 2003 and will contain 28,000 square feet. It will be located adjacent to the new Robert R. Church Elementary School.

6.4.0 PARKS

6.4.1 Overview

The Whitehaven-Levi Community is served by a total of 17 developed municipal parks totaling 484 acres of parkland managed by City of Memphis Division of Park Services. There are 2 mini parks totaling 5.55 acres of park land, 11 neighborhood parks totaling 217.29 acres of parkland and 3 community parks totaling 260.60 acres of parkland. Seven parks are undeveloped totaling 64.78 acres of recreational open space. Robocco Lake and T.O. Fuller State Park are State facilities that also provide recreational opportunities in The Whitehaven-Levi Planning District.

The Memphis Park Commission Facilities Master Plan prepared in January 1999 serves as the master/strategic document governing the creation and location of parks and recreation facilities for the City of Memphis. The document is organized using planing districts in order to evaluate current facilities and determine existing service gaps.

For evaluation and planning purposes, the Memphis Park Commission Facilities Master Plan divides parks into three different levels to serve various population and recreational needs. The three different levels are:

- Citywide/Regional Parks are typically described as a natural area for recreation, such as trails uses, picnicking, boating, fishing, swimming and camping. Regional parks are often contiguous to, or they compass natural areas. Regional parks have a character similar to state parks. The National Recreation and Park Association (NRPA) standard for regional parks is 5-10 acres/1,000 population.
- Community Parks are defined by the NRPA as a park that is used by several neighborhoods, generally 25 acres or larger, and is easily accessible to the neighborhood served. It is an area of diverse environmental quality, and may include intense recreational facilities, such as athletic complexes, and large pools. Or, it may be a natural area for walking or picnicking. In Memphis, the community parks often include a community center.
- Neighborhood Parks provide the most basic park service and should be within one mile of any residential area. Typically neighborhood parks range in size from 5-10 acre, but may be as large as 25 acres. NRPA standards require 1-2 acres per 1,000 people.

The Division of Park Services utilizes these standards in master planning activities to determine the need and location of park facilities throughout the City of Memphis.

6.4.2 Parks in the Whitehaven-Levi Community

A total of approximately 484 acres of recreational land available for use in the Whitehaven-Levi Community. This figure does not include large undeveloped sites, golf courses, or special facilities.

Walter Chandler Park is the largest park located in the Whitehaven-Levi Planning District that is operated by the City of Memphis Division of Park Services. The Walter Chandler Park contains more than 150 acres of park land with a wide range of recreational facilities, including basketball courts, softball fields, picnic areas, and a playground. The Vera Ford Senior Center is also located on the grounds of the Walter Chandler Park. The offices for the South Zone operations center are located at 4376 Horn Lake Road, adjacent to Walter Chandler Park.

Parks are identified in Figure 6-6. The table includes a list of the available facilities.

FIGURE 6-6

PLANNING DISTRICT PARKS AND RECREATION

Park Name	Acreage	Status	Facilities
<u>Mini Parks (park with less than 5 acres of area, serving the needs of immediately adjacent neighborhoods):</u>			
Fairway Park	1.10	Open	Playground
Walker Park	4.45	Open	Playground, ball field, basketball
	5.55 acres		
<u>Neighborhood Parks (park located within 1 mile of a residential area):</u>			
Boxtown	37.86	Open	Playground, ball field, basketball
Fairley Park	17.00	Open	Playground, ball field, basketball
O.L. Cash Park	22.00	Open	Playground, ball field, trail, basketball
Otis Redding Park	18.00	Open	Playground, fitness trail
Polly Williams Park	17.00	Open	Playground, ball field, basketball, trail
Redbud Park	6.60	Open	Landscaped median
Sidney Lanier Park	10.17	Open	Playground, picnic, walking trail
Alonzo Weaver Park	37.86	Open	Playground, ball field, tennis, picnic area with pavillion
Western Park	14.60	Open	Playground, ball field, walking trail
Westwood Park	16.20	Open	Pool, basketball, playground, trail, Community Center
Whitehaven (Hillcrest)	20.00	Open	Playground, football field, trail, Roarke tennis, center (12 courts – 8 outdoor and 4 indoor and the Whitehaven Community Center
Whitehaven Lane (David Carnes) pavillion	9.00	Open	Playground, ball field, walking trail, picnic area with pavillion
	217.29 acres		
<u>Municipal Community Parks (more than 25 acres in area, serving several neighborhoods):</u>			
Dalstrom Park	75.00	Under Constr.	Picnic area, walking trail, playground, pavillion
Walter Chandler Park	151.80	Open	Playground, picnic, basketball
Will Carruthers Ball Complex	33.80	Open	Softball fields
	260.60 acres		
<u>Undeveloped / Closed Parks:</u>			
Bison Cove	6.10	Undeveloped	N/A
Chickasaw Park	7.78	Undeveloped	N/A
Falcon Park	12.80	Undeveloped	N/A
Ford	6.10	Undeveloped	N/A
Gardenview Park	10.00	Undeveloped	N/A
Geeter	10.00	Undeveloped	N/A
Roosevelt Park	12.00	Undeveloped	N/A
	64.78 acres		

Golf Courses:

Whitehaven Neighborhood Center & Golf Course	107.40	Under design	9 hole golf course and banquet room
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Non-municipal Recreational Areas

Roboco Lake	N/A	Open	Fishing
T. O. Fuller State Park (regional park)	N/A	Open	Camping, archery, golf, swimming, hiking, picnic, Chuckalissa Indian Village and golf course

6.4.3 Recreational Planning

The Memphis Park Commission Facilities Master Plan stated the Whitehaven-Levi Planning District lacks approximately 110 acres of developed park land based upon the National Park and Recreation Service standards for neighborhood parks to be provided at a rate of one to two acres per 1,000 population. This figure correlated directly to the total Whitehaven-Levi Planning District population. Currently, Dalstrom Park and the Whitehaven Neighborhood Center and Golf course are either under construction or design and will provide 182 acres of additional parkland for area residents in the future. In addition, the table above identifies 7 undeveloped parks totaling approximately 65 acres. Currently, this land is being maintained as common open space and is able for recreational use. While the Whitehaven-Levi Community contains 484 acres of neighborhood parks, they are not evenly distributed throughout the community. At present, there are no public swimming pools located in the Whitehaven-Levi Community.

In order to meet the recreational needs of a wide age range of users, neighborhood parks should contain playground facilities for use by neighborhood residents. Memphis Park Services will be improving the playgrounds in all of its parks. Polly Williams Playground, Boxtown Park, Weaver Park, Whitehaven Park, Westwood Park and Otis Redding Park are listed in the 2003-2007 CIP for improvements.

6.5.0 COMMUNITY CENTERS

The Whitehaven-Levi Community is home to three community centers operated by the Division of Park Services. The three community centers are located in association with municipal parks at the following addresses:

- Mitchell Community Center located at 602 W. Mitchell Road
- Charles Powell Community Center located at 810 Western Park (adjacent to Westwood Park)
- Whitehaven Community Center located at 4318 Graceland

The community centers function as social meeting places and are equipped with a gymnasium, game room, meeting rooms, and other facilities. These centers provide facilities for team sports such as basketball and volleyball; programs organized for the youth of the community; and classes such as ceramics, dance, martial arts, and other activities. In addition, the community centers provide meeting space for organizations such as Boy Scouts, Girl Scouts, and neighborhood associations. Summer day camp is offered for youths aged 5-12 at these facilities.

The Memphis Park Commission Facilities Master Plan recommends construction of a new community center. Further, the plan recommends that such a facility should either be developed in conjunction with or be included with other public-use facilities such as a library or police substation. A new swimming pool is under design that will be adjacent to the Whitehaven Community Center. Construction is scheduled for the summer of 2004.

6.6.0 SENIOR CENTERS

The Vera Ford Senior Center is located at 163 W. Raines Road (adjacent to Walter Chandler Park). The Vera Ford Senior Center is also known as the Goodwill Home Senior Center. It is owned by the City of Memphis Division of Park Services, but is operated by private organizations.

The Memphis Park Commission's Facilities Master Plan identified a shortfall in services for senior citizens in the Whitehaven-Levi Community. Additional facilities are needed to serve this segment of the population.

6.7.0 GOLF COURSES

The area will be served by two golf courses, T.O. Fuller State Park and the Memphis Parks Services Whitehaven Golf Course. Golf is available at the existing T.O. Fuller State Park, that includes an 18-hole course on approximately 5,930 yards of green. The golf course on the site of the old Whitehaven Country Club is scheduled for renovation featuring a new 9-hole golf course, clubhouse, maintenance building, and banquet hall adequate to seat 50 people. Construction of these facilities is scheduled for the summer of 2003.

6.8.0 POLICE SERVICES

6.8.1 OVERVIEW

The South Precinct provides police protection for the Whitehaven-Levi Community. The South Precinct Headquarters is located at 791 East Raines Road. The South Precinct contains 71.39 square miles that is divided into six wards providing police protection to approximately 95,178 people. The boundaries of the South Precinct are almost the same boundaries as the Whitehaven-Levi Planning District – Interstate I-240 on the north, Mississippi State Line on the south, the Mississippi River on the west and Airways Boulevard on the east.

Figure 6-7

Memphis Police Department			
South Precinct			
Officers per Shift and Location			
Shift	Hours of Operation	Number of Officer	Location
Midnight/"A"	11:30 P.M. - 7:30 A.M.	32	Wards
"B"	7:30 A.M. - 3:30 P.M.	39	Wards
"C"	3 P.M. - 11 P.M.	38	Wards
"D"	5 P.M. - 1 A.M.	37	Wards
Administrative Officer		1	Precinct
CoActs		7	Westwood
		8	Graceland
Sub-Station		1	Brooks Road

The Memphis Police Department operates 12 community policing substations throughout the City, called COACT, which stands for "COMmunity ACTion." The South Precinct is home to two COACT units, one at 4318 Graceland and one at 620 Parkrose. Officers bid to qualify for duty at the two CoAct stations. All other officers are assigned. A sub-station is located at 3069 Airways Boulevard, Suite 19D.

6.8.2 Crime Concentration in the South Precinct

The largest volume of crime in the South Precinct is located in Ward 230 and Ward 232, the easternmost area of the Whitehaven-Levi Community. Ward 230's boundaries are Interstate I-240 on the north, Raines Road on the south, Elvis Presley Boulevard on the west and Airways Boulevard on the east. Ward 232's boundaries are Raines Road on the north, Tennessee-Mississippi state line on the south, Elvis Presley Boulevard on the west and Airways Boulevard on the east. These two wards account for the majority of crime in the South Precinct. Refer to the table below.

Figure 6-8

Crime Statistics for Wards 230 and 232				
Year	Ward 230	Ward 232	Combined Percentage	South Precinct Total Crime
1998	2,253	2,361	48%	7,955
1999	1,977	2,214	58%	7,195
2000	2,410	2,725	61%	8,437
2001	2,459	2,512	59%	8,419
2002	1,753	1,995	58%	6,446
NOTE:				
The reported crimes for 2002 were reported from January 1- September 30.				
Compiled by: The Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, November 12, 2002.				
Primary data provided by the Memphis Police Department, Crime Analysis Section.				

The largest concentration of multi-family housing is located within or along the boundaries of Wards 230 and 232. This is reflected in the 1990 and 2000 Housing Characteristics in Section 4.33 of this document.

Until recently, the South Precinct extended beyond the Whitehaven-Levi Planning District Study boundaries to South Parkway East/Lamar Avenue/Park Avenue. The Southeast Precinct was carved from the South Precinct reducing the population by approximately 36,844 people, 3 wards and 12 squares. This change was part of an overall strategy implemented by the Memphis Police Department to more evenly distribute the population as the City of Memphis grows eastward and provide better service particularly along the precinct edges. The numbers above have been adjusted to contain the precincts located within the study area for consistency of comparison.

6.8.3 Community Initiatives Undertaken by the South Precinct

In order to be proactive, the South Precinct is leading a new community initiative known as “It Takes A Village.” The “Village” will consist of churches, neighborhood associations, schools and other civic groups wishing to participate. A “Village” will be built around the elementary and middle schools in the Whitehaven-Levi Community in order to protect and assist in the education of area children. This program is intended to address a broad range of issues, targeting children at risk from 7 to 12 years old, through a mentoring-role model example at Raineshaven, Gardenview and Fairley Elementary Schools and Lanier Middle School. Initiatives such as “It Takes A Village” are strategies to build a more organized community that will resist crime better. Initially, this program will be divided into three areas:

- Groups of mentors will be formed to work in the participating elementary and middle schools. A 3-4 hour training class has been approved by the Board of Education.
- Volunteers and students from local high schools/colleges will assist in after school programs. These mentors will provide positive role models for participants while enhancing their education.
- A beautification campaign is being organized for foster civic beauty, local pride and improve the community image.

This initiative will be implemented by neighborhood teams consisting of a government and a private team. At present, the government team consists of the Memphis Police Department, Attorney General’s Office, Memphis and Shelby County Office of Construction Code Enforcement and City of Memphis Division of Public Works. Other divisions and agencies will be added as needed. The private team will consist of the business and civic community. The Brooks Road Corridor Committee spearheads the business community. The civic community is just now being recruited to participate. The focus of this initiative is to facilitate networking, ideas sharing and bonding between community organization that have common interests and goals.

The Westwood COACT is spearheading a number of programs such as Leaders of Tomorrow Mentorship Program (L.O.T.), Parents and Children Enrichment Program

(P.A.C.E.), Stop To Always Read (S.T.A.R.), Schools Are For Education (S.A.F.E./ Parent Teenage Awareness, Memphis Partners, Inc. (high school drop out prevention program), Junior Achievement, Guidance Involvement Responsibility Leadership Success (G.I.R.L.S.), Striving Toward Excellence and Promoting Education (S.T.E.P.), tutorial program, Neighbors Who Care, Police Athletic League, Annual Black History Knowledge Bowl and Wisdom in Westwood. These program are assisted and attended by 13 adults, over 60 senior citizens, 76 young people ranging in age from 7 to 17 and 10 police officers.

6.8.4 Comparison to City of Memphis

The South Precinct is the largest physical precinct, containing 23.73% of the total square miles in the City of Memphis; employs 8.46% of the total police force; and approximately 14% of the City’s population live in the Whitehaven-Levi Community.

Figure 6-9

South Precinct Crime Statistics					
Type of Crime	1998	1999	2000	2001	2002
Assault-Aggravated	689	619	776	822	526
Auto Theft	1,440	1,193	1,248	1,409	1,108
Burglary Non-Residential	358	168	142	190	154
Burglary Residential	1,871	1,506	1,692	1,645	1,244
Burglary Business	115	274	378	389	245
Homicide	16	20	16	21	16
Larceny	2,671	2,746	3,445	3,231	2,579
Rape	111	121	91	82	64
Robbery Business	114	85	115	134	74
Robbery-Individual	570	463	534	496	436
Total-Part I Crimes	7,955	7,195	8,437	8,419	6,446
NOTES:					
1. The report crimes for 1998-2001 were reported from January 1 - December 31.					
2. The reported crimes for 2002 were reported from January 1 - September 30.					
Compiled by: The Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, November 8, 2002					
Primary data provided by the Memphis Police Department, Crime Analysis Section.					

Figure 6-10

City of Memphis Crime Statistics					
Type of Crime	1998	1999	2000	2001	2002
Assault-Aggravated	4,251	4,086	4,523	4,779	3,503
Auto Theft	9,113	7,842	8,161	8,916	6,671
Burglary Non-Residential	2,963	1,192	1,104	1,482	1,221
Burglary Residential	11,651	9,317	10,236	10,833	8,374
Burglary Business	1,284	2,464	2,787	3,199	1,972
Homicide	119	122	109	140	107
Larceny	23,413	21,729	21,492	27,140	22,262
Rape	747	662	544	538	410
Robbery Business	751	616	718	889	482
Robbery-Individual	3,565	3,092	3,219	3,549	2,699
Total-Part I Crimes	57,857	51,122	52,893	61,465	47,701
NOTES:					
1. The report crimes for 1998-2001 were reported from January 1 - December 31.					
2. The reported crimes for 2002 were reported from January 1 - September 30.					
Compiled by: The Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, November 8, 2002					

The South Precinct experienced 13.749% of the total crime reported in the City of Memphis in 1998; 14.074% in 1999; 15.951% in 2000 and 13.697% in 2001. While total crime is not the most appropriate indicator of criminal activity and severity in a community, it is a good back of the envelope calculation to determine if there is a crime problem or an image problem. A closer review of the last five years of police statistics indicates there are significant property crimes and thefts with a fair number of aggravated assaults and individual robberies. These are being addressed by utilizing special teams of South Precinct officers along with bureaus such as Auto Cargo Task Force to target areas identified by the Crime information Office.

6.9.0 FIRE SERVICES

6.9.1 Overview

The Whitehaven-Levi Community is protected by eight (8) fire stations and approximately 189 career personnel. Fire stations are located based on service areas. Fire stations are typically 3 miles apart (service radius of 1.5 miles). Since development is limited in the Whitehaven-Levi Planning District, the service areas are larger than in more dense areas.

The cost to build and equip a fire station varies, but is estimated to cost \$4,260,000.00 to \$4,605,000.00 depending upon land cost, building construction, information technology, and type of vehicles and/or emergency unit. At a minimum, a fire station

will house a 1 truck company and 1 engine company. Depending upon need, a fire station may also house an emergency unit and chief officer.

For runs in response to a structure fire, 2 pumpers and one truck are dispatched in addition to vehicles for a first alarm fire. For multiple alarms, additional contingents of 2 pumpers and a truck will respond. Command staff responds and will have full equipment available. If rescue of individuals within the fire is required, either or both "rescue" units will also respond. Below is a list of fire stations located in the Whitehaven-Levi Community:

Figure 6-11

Memphis Fire Services		
Fires Station in the Whitehaven-Levi Planning District		
#	Address	Cross Street
36	3215 South Third Street	South of Brooks Road
37	3950 Weaver Road	South of Levi Road
38	4715 Horn Lake Road	South of Shelby Drive
39	1025 East Raines Road	West of Elvis Presley Boulevard
40	2231 East Shelby Drive	East of Airways Boulevard
42	3242 Fontaine Road	West of Millbranch Road
		South of Brooks Road
43	1253 East Holmes Road	East of Elvis Presley Boulevard
45	5185 South Front Street	West of Eaver Road
Compiled by: Memphis and Shelby County Office of Planning and Development, Comprehensive Planning Section,		
November 15, 2002.		
Primary data provide by the Memphis Fire Department.		

6.9.2 Comparison to City of Memphis

The City of Memphis employs 1,759 career personnel housed in 52 fire stations throughout the city. The Division of Fire Services provides fire and emergency services to a population of approximately 674,209 people in an area of approximately 324 square miles.

Figure 6-12

Memphis Fire Services	
Equipment	
Number	Type of Equipment
28	Advanced Life Support EMS Units
54	Engines (14 ALS Engines)
2	Heavy Rescue/Hazmat Companies
5	Air Crash Trucks
5	Brush Trucks
2	Hose Tenders
2	Foam Trucks
2	Air Mask Trucks
1	Rehab Unit
1	Floodlight Truck
1	High Pressure Truck
Compiled by: Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, 12/02.	
Primary data provided by the Memphis Fire Services.	

The chart above describes the various types of equipment utilized by the Division of Fire Services to provide services to the City of Memphis.

6.10.0 RESOURCE MANAGEMENT

When people speak of resource management, most people think in terms of an operating or capital improvement budget. These documents determine how a city will allocate its resources with respect to providing needed services and community facilities. Typically, terms such as efficiency and effectiveness are used. Efficiency refers to the benefits to be gained in the use of resources/costs maximized. Effectiveness refers to accomplishing a certain task at a minimum cost and is usually, referenced by dollars per unit of output. The degree to which a community balances efficiency and effectiveness of its resource allocation can determine a community’s livability and the quality of life for its residents and visitors.

The regulation and management of the natural environment by local government controls the impact of the built environment and the rate at which the community grows. Regulation of the aquifer recharge area, flood plain and floodway, storm water, sewer extension, drainage, etc. impact the quality and level of development. The presence or absence of public facilities affects the marketability and image of an area. Likewise, a community’s character as reflected in its historic resources can play a critical role in determining the design and density of a community’s future development.

6.10.1 Soils

Shelby County is part of the Mississippi embayment. Several thousand feet of sediments including; gravel, clay, silt and lignite were deposited during the late Cretaceous, Paleocene and Eocene epochs creating the base for the sub-soils and soils found within the county. Soils found in Shelby County and thus the study area are either alluvium, soils deposited by stream action, or Loess, wind blown glacial till.

The Whitehaven / Levi Planning District includes three of the major soil associations found within Shelby County. In the extreme northwest near T. O Fuller State Park the soils are of the Tunica-Sharkey-Bowdre association. This group is made up of dark-colored moderately well drained clayey soils of the low flood plains of the Mississippi River. Roughly west of Weaver Road to the bluffs the soils are of the Memphis Association consisting chiefly of steep, well-drained silty soils on uplands. The vast majority of the study area consists of the Memphis Granada-Loring Association. This soil group includes nearly level to sloping, well-drained and moderately well drained silty soils on broad uplands. Several other associations can be found within the study area chiefly associated with drainage basins. Grenada silty loam, found in large areas of Whitehaven, has a 0 to 2 percent slope and was cleared early for agriculture. By the 1970's most of the Grenada soils had been developed on as subdivisions.

The type of soils in a community can impact the type of development by affecting the type of land use that can be developed. Soils that are well drained such as those present in the Whitehaven-Levi Community permit development that is more dense and urban in character. Soils that are not well drained require extra measures to be taken insuring an appropriate level of drainage, larger lots that do not permit as dense of a development pattern and possible restriction of uses permitted. These areas are developed with a more rural character.

6. 10. 2 Aquifer Recharge Zone

No portion of the Aquifer Recharge Area lies within The Whitehaven-Levi Community.

6.10.3 Well Fields

The Davis Well Field and the Palmer Well Field are located in the study area. The Davis Well Field is located in the southwestern part of the Whitehaven-Levi Community adjacent to Raines Road on the north; north of Holmes Road on the south, adjacent to Sewanee Road on the west and clustered around Coro Lake, west of Weaver Road on the east. The Palmer Well Field is located in the southeast corner of the study area, east of Interstate I-55. The well field is south of Hester Drive on the north, Mary Jane Avenue on the south, adjacent to Elvis Presley Boulevard on the west and east of Whitworth Street on the east.

The protection of wellfield from contaminates is essential in order to keep our drinking water source safe. To protect this water supply, certain land uses need to be prohibited from locating within wellhead protection areas. Point source contamination typically concentrates waste discharge into a single point. These point source contaminators

include sewage treatment plants, facilities with large injection wells, and certain industrial discharges. Widespread contamination from sources such as underground storage tanks, fertilizers, landfills, and on-site septic systems, are known as nonpoint source contaminants, and are also a significant threat to groundwater quality. Land uses such as gas stations, industrial facilities, farming, and other functions that can contaminate the wellhead protection area should be prohibited.

6.10.4 Flood Plain and Floodway

The flood plain and floodway are located along the major watercourses in the Whitehaven-Levi Community. These areas are subject to flooding as the waterways overflow their existing channels, usually during periods of heavy rain and act as a natural drainage system for the Whitehaven-Levi Community.

The floodway is the land located adjacent to a watercourse which conveys floodwaters exceeding the channel capacity of such watercourse (Memphis and Shelby County Zoning Ordinance). This district provides a zoning category that allows specified uses which will not create flood hazards and will not be unduly damaged such as greenbelts with trails. The floodway is not buildable due to its propensity to overflow its channel. The floodway acts a natural detention area where water collects during periods of flooding.

The flood plain is defined by the Memphis and Shelby County Zoning Ordinance as land which is not in the floodway, but is adjacent to the floodway with an elevation without fill, equal to or below the flood base elevation (the elevation of a projected 100 year flood as determined by the Federal Emergency Management Agency Administrator or the City or County Engineer). Unlike the floodway, the flood plain is an overlay zone which permits the construction of uses consistent with the underlying zoning if certain conditions are met. Generally, the area in the flood plain must be filled at least one foot above the base elevation for any construction.

The Ensley Bottoms are a prime example of a large, relatively untouched natural area that is located west of Third Street, near the Thomas Maxson Wastewater Treatment Plant. This area acts as a natural drainage feature for this part of the Whitehaven-Levi Planning District.

Floodways and flood plains are located along the watercourses listed in the next section.

6.10.5 DRAINAGE

Natural drainage in the Whitehaven–Levi Community occurs along the 4 streams listed below. These streams flow into tributaries that flow into the Nonconnah Creek or McKellar Lake. The Nonconnah Creek flows in to the Mississippi River.

6.10.5A Day's Creek

The Day's Creek area is located along the eastern edge of the planning district. The creek transverses the district from south-to-north, beginning near the Tennessee / Mississippi State Line and discharging into Nonconnah Creek near Airways Boulevard and Interstate 240. The entire length of the creek from Shelby Drive to Nonconnah Creek was concrete lined several years ago to reduce flooding. The section south of Hester Road was also improved. However, the area south of Shelby Drive and north of Hester Road remains in its natural state.

6.10.5B Horn Lake Creek

The Horn Lake Creek area is located in the southwest corner of the planning district. (Single-family residential zoning dominates the area although significant amounts of industrial, commercial and agriculture zoning exist. Low-density land uses should be encouraged in this area.)

6.10.5C South Cypress Creek

The South Cypress Creek drainage basin follows the creek in a northwesterly direction from the center of the planning district to the northwest quadrant, where it flows into McKellar Lake. (The dominant zoning classification in this area is single-family residential, although a substantial amount of commercial and industrial zoning exists. The area along Sewanee Road from Shelby Drive to Fields Road is the only remaining vacant area, which easily can be developed for urban use. The remainder of the undeveloped acreage is recommended for light agriculture, low intensity recreation and low density residential.)

6.10.5D Nonconnah Creek

The Nonconnah Creek area extends along the northern edge of the planning district from Airways Boulevard to north of Illinois Central Railroad's Johnson yards. (This area is zoned primarily for industrial uses, with small areas of residential and commercial zoning.)

Water accumulates and drains slowly if left in its natural state. As water percolates through the various levels of soil and rock, it is filtered of some contaminants. If permitted to remain its natural state, a five times top of bank is generally regarded as the required area to contain the natural flow of water around area creeks and tributaries.

6.10.5E Drainage Policies and Procedures

In the past, major drainage and flood areas have been channelized in areas that have been developed in order to have more developable land. However, the State will not allow the use of concrete liners on future drainage improvements projects, although existing concrete liners may be replaced with concrete. Alternative techniques should be sought concerning future storm drainage system improvements to find a better balance between nature and a purely engineered solution. The introduction of naturalistic pedestrian greenbelts could be more widely employed to help mitigate existing flooding concerns and to provide additional recreational options to the Whitehaven-Levi Community.

Local drainage policies that encourage a more natural treatment of drainage permits water to follow its natural flow and provide open space and greenbelt opportunities for a community. The State of Tennessee has a policy that a 5 times top of the bank rule of thumb for non-channelized ditches, streams, creeks and tributaries. The City of Memphis should utilize such policies where practical and coordinate its drainage improvements with the City of Memphis Division of Park Services Master Plan.

6.10.6 Nonconnah Greenbelt

The adopted Parks, Recreation and Conservation Plan proposes an average of 600-foot wide greenbelt to extend along Nonconnah Creek through the study area. Memphis is planning to acquire land along Nonconnah Creek in conjunction with the U.S. Army Corps of Engineers for a flood control project that will be the foundation for the greenway.

6.10.7 Sanitary Sewers

The Nonconnah South Sanitary Sewer System is predominantly a gravity system that serves the Whitehaven-Levi Planning District. The Nonconnah South Sanitary Sewer System is comprised of 8 basins. At present, there is no overtaxing of the system. It has adequate capacity for existing uses in the Whitehaven-Levi Community.

Household/business sanitary sewer lines typically feed into sewer lines that are located in local streets. These lines feed into the interceptor. The interceptor, which generally runs parallel to Nonconnah Creek, collects and transports waste water to the Thomas Maxson Waste Water Treatment Plant.

In the past, area residents have complained about the odor originating from the Thomas Maxson Treatment Plant located at 2685 Steam Plant Road. The Public Works Division has installed a filtration system and has modified some of its treatment process equipment to catch offending odors.

6.10.8 Storm Water Management

6.10.8A Overview

The storm drain system is designed to divert rainwater from our streets to local rivers, lakes and creeks. When chemicals or trash are thrown into a storm drain, they're washed into our local waterways along with rain as urban runoff. Chemicals and trash contaminate lakes and rivers that wildlife, people and families use and enjoy. Common sources of pollutants for storm water systems are:

- **Animal waste:** Contains disease causing bacteria which, left on the ground, washes down the storm drain and contaminates waterways. This can increase the risk of viral infection.

- **Automobile fluids:** Includes used motor oil, antifreeze and radiator fluid as well as hazardous household waste like paints and household cleaners.
- **Fertilizer or pesticides:** Excessive use of fungicides, insecticides and fertilizers contribute to storm water pollution with toxic and synthetic chemicals like cadmium, phosphorous, nitrogen, oxygen demanding substances and sediment.
- **Litter and debris:** Trash laden gutters increase neighborhood pollution and clog storm drains causing street flooding and more traffic congestion.
- **Yard waste:** Soggy yard waste is a major contributor to clogged storm drains and street and neighborhood flooding.

The City of Memphis has an aggressive storm water pollution prevention program, including sampling, enforcement and public education to address non-point sources of pollution to the storm water system.

6.10.8B Specific Stormwater Issues

The City of Memphis conducts two monthly samplings within the Whitehaven-Levi Planning District. One sampling is along Days Creek. The second sampling site is newer and is located on South Cypress at Riverport Road. The sampling tests for a variety of possible pollutant parameters.

The State of Tennessee lists the Nonconnah Watershed as impaired possibly due to bacteria and sediment. City of Memphis officials are trying to determine if there is bacterial contamination and if so, determine its origin(s). The City of Memphis, Collierville, a part of Germantown, Shelby County, Marshall County, DeSoto County, Olive Branch and Southaven drain/discharge into the Nonconnah Watershed. Samples taken on the edge of the Nonconnah Watershed before it enters the City of Memphis contain bacteria. The bacteria could originate from private sewers, septic tanks, farm animals, wildlife, etc. City officials are having DNA testing performed to determine the possible sources of the bacterial contamination. City officials are identifying sources of sediment discharge into the watershed and taking actions to prevent further discharges in the future.

6.10.9 STREET PAVING

The City of Memphis' street paving schedule is shorter in recent years due to an increase in funds allocated for this purpose in the Capital Improvements Program Budget. The street paving program is now on an approximate sixteen-year cycle. The repaving of shopping malls and other private streets located within the City of Memphis is the responsibility of the property owner(s).

6.10.10 TOXIC WASTE SITES

The State of Tennessee Department of Environment and Conservation, and the Memphis Environmental Assistance Center, Division of Superfund, oversee these programs to identify sites containing possible environmental contaminants: State Promulgated Voluntary Oversight and Assistance Program, Defense State

Memorandum of Agreement and Dry Cleaner Environmental Response Program sites. Sites on this list may be in various stages of clean up or monitoring. Italicized sites are listed on the National Priorities List.

FIGURE 6-13

State of Tennessee
Department of Environment and Conservation
Memphis Environmental Assistance Center
Division of Superfund

State Id. No.	Site Name	Site Address	Zip Code	Type of Site
79-519	Tulane Road	Behind 3299 Tulane Road	38116	State Promulgated
79-569	<i>Chapman Chemical Company</i>	<i>384 Brooks Road</i>	<i>38109</i>	<i>State Promulgated</i>
79-785	<i>Laroche Industries</i>	<i>3967 Weaver Road</i>	<i>38109</i>	<i>State Promulgated</i>
79-798	<i>61 Industrial Park</i>	<i>5607 South Third Street</i>	<i>38109</i>	<i>State Promulgated</i>
79-805	Fiberfine	1030 Mitchell Road	38109	State Promulgated
79-175	Tiger Cleaners	970 Brooks Road	38116	DCERP
79-206	<i>Whitehaven Plaza One Hour</i>	<i>4106 Elvis Presley Boulevard</i>	<i>38116</i>	<i>DCERP</i>
79-208	<i>Norge Village Dry Cleaning</i>	<i>3980 Elvis Presley Boulevard</i>	<i>38116</i>	<i>DCERP</i>

NOTE:

DCERP stands for Dry Cleaner Environmental Response Program.

Prepared by: Memphis and ShelbyCounty Office of Planning & Development, Comprehensive Planning, November 2002.

6.10.11 LEAD PAINT ABATEMENT

The use of lead based paint was not prohibited until 1980. Since a large percentage of the existing housing stock was built before 1979, there is a strong possibility that the majority of homes in the neighborhood contain lead paint. Census 2000 information reveals that 79.5% of residential structures in Memphis were constructed prior to 1979 and 85.6 % of the residential structures in the Whitehaven-Levi Planning District were also constructed prior to 1979.

Figure 6-14

Year Structure Built on a Census Tract Level						
					Total Units	Total Housing Units
	1939 or earlier	1940-1959	1960-1969	1970-1979	1939-1979	in Census Tract
104.10	9	24	44	77	154	360
220.10	39	595	693	399	1,726	1,960
220.21	23	570	1,307	911	2,811	3,220
220.22	57	383	1,071	837	2,348	2,963
221.11	62	458	687	810	2,017	2,441
221.12	0	231	753	942	1,926	2,596
221.20	8	679	925	1,457	3,069	3,501
221.30	19	309	1,159	553	2,040	2,234
222.10	103	245	509	666	1,523	1,767
222.20	136	1,056	345	180	1,717	1,774
223.10	34	611	858	71	1,574	2,268
223.21	8	265	472	417	1,162	1,326
223.22	29	524	741	264	1,558	1,630
223.30	13	418	884	418	1,733	1,840
224.10	27	586	718	442	1,773	2,018
224.21	18	670	827	742	2,257	2,442
224.22	22	28	90	61	201	213
TOTAL	607	7,652	12,083	9,247	29,589	34,553
City of Memphis	24,564	78,240	57,733	55,566	216,103	271,723
Prepared by: Memphis and Shelby County Office of Planning & Development, Comprehensive Planning Section, November 2002.						
Primary data: Census 2000, U.S. Bureau of the Census.						

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 home owners of low to moderate income who have young children that have tested positive for lead. This abatement program is offered through the Lead Paint Program at the City of Memphis Division of Housing and Community Development.

6.10.12 Solid Waste Management

The City of Memphis Public Works Division provides weekly curbside pick-up for garbage, recycling and trash. The City of Memphis does not provide these services to private residential developments or multi-family housing of eight or more units. These developments must contract for private service.

The City provides weekly collection for small commercial customers that generate up to six curbside carts per week. Solid waste fees are billed monthly on Memphis Light, Gas and Water bills based on the volume of waste generated. The City of Memphis does not provide services to businesses generating over 6 carts per week. These businesses must secure collection from a licensed private waste hauler.

The City of Memphis also provides pick-up of yard waste, excess material (trash or garbage), up to 4 tires no larger than 11 x 22.5 inches and dead animal removal. Yard waste and excessive material must be appropriately bagged and placed at the curbside on the regular collection day. The City of Memphis will also pick up appliances and bulky items such as refrigerators, freezers, washing machines, dryers and hot water heaters. The City of Memphis schedules household hazardous waste collection days for paint, motor oil, small batteries, etc. several times per year.

Construction and Demolition debris must be removed and disposed by a contractor providing this service.

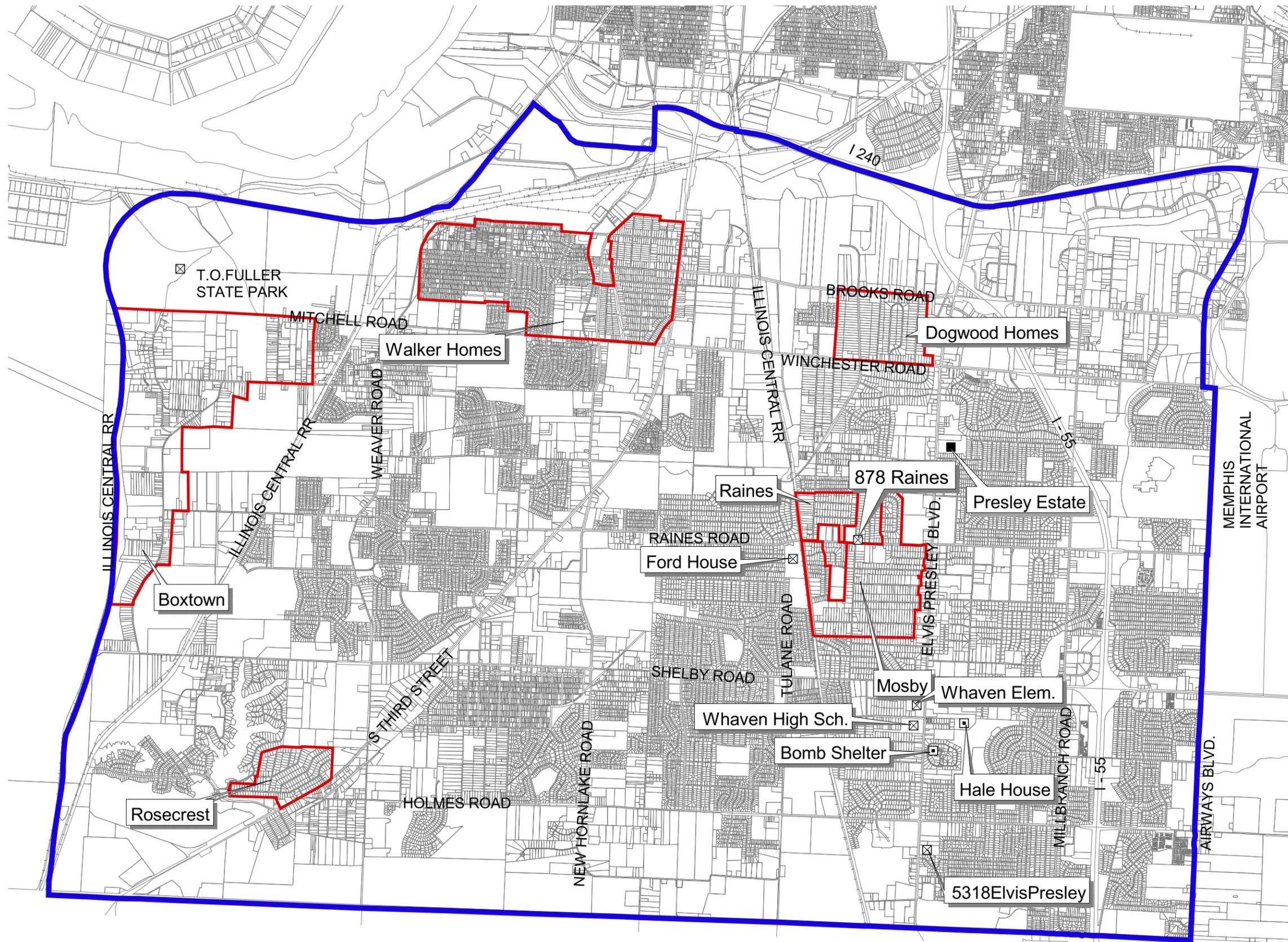
The City's trash and garbage is hauled to two Class I landfills-BFI North Shelby Landfill (7110 Old Millington Road) and the BFI South Shelby Landfill (5494 Malone Road). Residents may also haul up to 3 cubic feet of waste in passenger type vehicles or half-ton vehicles to these landfills at no charge. Recyclable materials are processed at 3197 Farrisview Boulevard. The public may also drop off acceptable items Monday-Friday between the hours of 8 A.M. to 5 P.M.

6.10.13 Historic Preservation

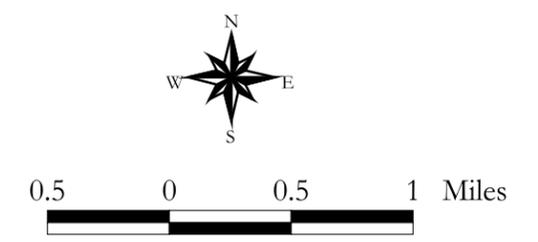
Numerous historically significant buildings and structures exist within the boundaries of the Whitehaven-Levi Planning District (Refer to the Historically Significant Buildings & Structures Map). Historically significant resources were identified with assistance from the Memphis Landmarks Commission staff and the Historic Preservation Plan. In identifying historically significant resources, three types of resources were identified: 1) sites listed on the National Register of Historic Places, 2) sites eligible for listing on the National Register, and 3) sites considered historically significant.

The National Register of Historic Places is the official list of the nation's cultural resources worthy of preservation. Resources are listed on the National Register because they are considered to be significant in American history, architecture, archeology, engineering, or culture, and contribute to an understanding of the historical and cultural foundations of this nation. Graceland is listed on the National Register of Historic Places. The Bomb Shelter and Mr. Hale's House are National Register pending applications.

Whitehaven-Levi Planning District Historic Preservation



- National Registration Status
- ☒ NR Eligible
 - ◻ NR Pending
 - Registered
 - ▭ Potential Historic Conservation Districts
- ▭ Whitehaven-Levi Planning District
- ⚡ Railroads



Ford House, 5318 Elvis Presley Boulevard, T. O. Fuller State Park, 878 Raines Road, Whitehaven Elementary and High School, the pumping station and the Thomas Allen Generating Plant are some of the National Register Eligible sites. Application would need to be made to the Department of Interior through the Tennessee Historical Commission to have these sites listed on the National Register of Historic Places. The Memphis Landmarks Commission usually solicits community support and provides technical assistance with such applications.

In addition to nationally recognized sites, the Memphis Landmarks Commission recognizes local landmarks. Local landmarks are considered important to Memphis' history and are designated by the Landmarks Commission and City Council. Local designation provides recognition and a level of protection to the resource, while National Register designation only provides recognition. Walker Homes, Boxtown, Dogwood Hills, Mosby, Rosecrest and Raines area are potential historic conservation districts.

CONCLUSION

The City of Memphis is often described as a large community composed of many neighborhoods that form pods or clusters. Similarly, the Whitehaven-Levi Community is a large community located on the south side of Memphis composed of many neighborhoods with differing needs and characters. This section sought to describe the overall City of Memphis community facilities and services in the overview section and describe particular facilities and needs in the Whitehaven-Levi Community based on national standards or the overall distribution of community facilities and services provided throughout the City of Memphis as a whole.

Local government provides public facilities as one means to enhance the quality of life for its citizens, the business community and visitors. The scale, specifications, placement and policies regarding public facilities can determine community livability and image. Likewise, a local government's budget also controls the maintenance and construction schedule of public facilities.

MAJOR PLAN RECOMMENDATIONS

A. PROPOSED REZONINGS

The proposed zoning recommendations are aimed at reinforcing the predominantly single-family neighborhood pattern of development within the Whitehaven-Levi Planning District Study Area. It should be noted that this represents a continuation of the historic trend, whereby the area grew as a suburban community with a range of single-family lot sizes supported by commercial shopping and service outlets oriented to the major road intersections. The majority of the zoning changes are intended to preserve and sustain the residential areas while encouraging compatible uses to locate in the appropriate areas.

As part of the land use recommendations, there are a number of proposed changes to the existing zoning of various tracts of property. These recommendations are intended to support the maintenance of strong, viable residential neighborhoods, and reduce to the extent possible those factors or elements that would have both short- and long-term damaging effects on the stability of single-family neighborhoods.

Planned Business Park

It is recommended that a new zoning classification called Planned Business Park be developed for specific areas within the zoning district. The plan has identified two areas that would be reclassified to a new zoning district called Planned Business Park.

Area 1

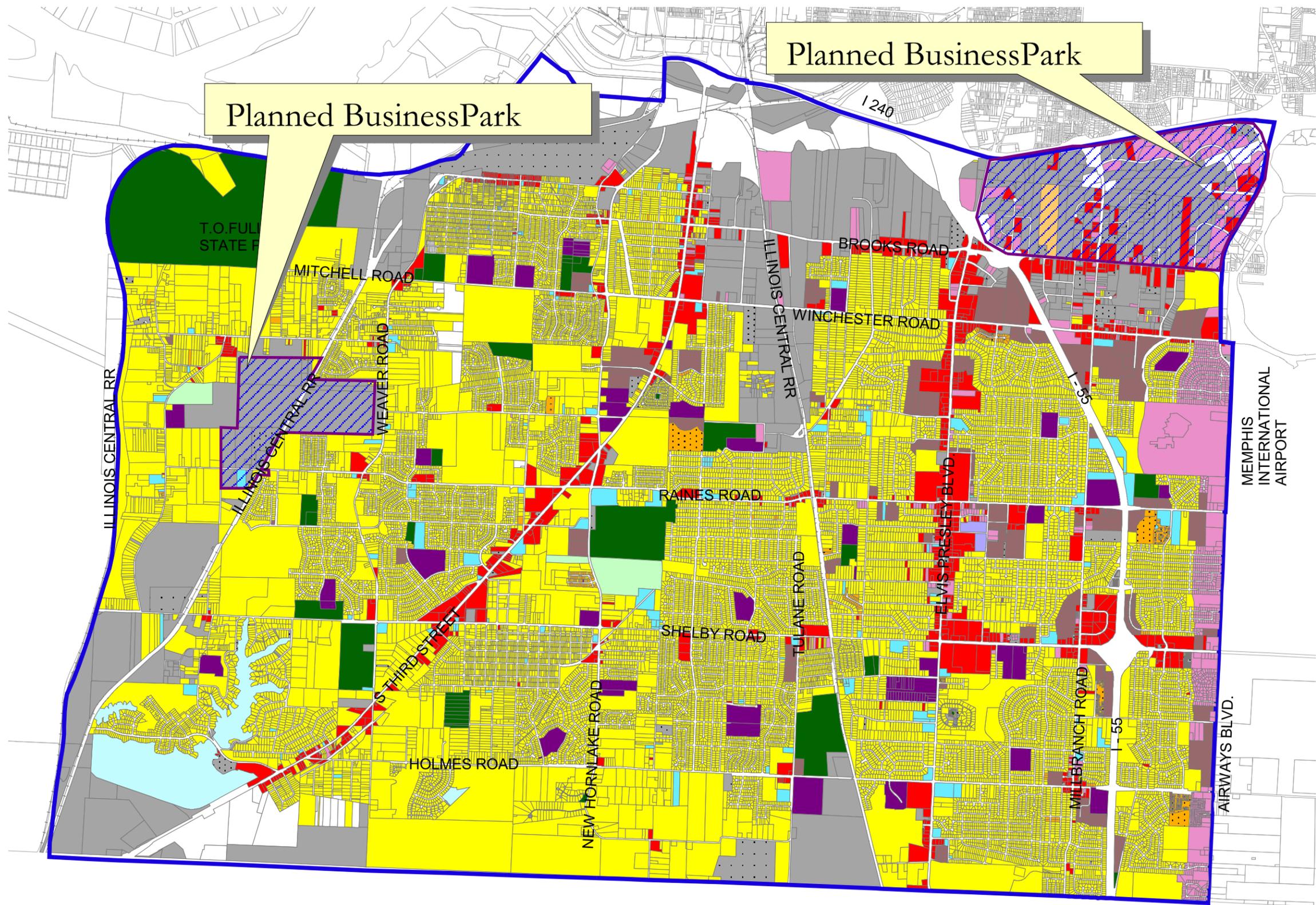
I-H zoning area bounded roughly by Back property lines along Fields between the I.C.C. R.R and back property lines along Sewanee south to the back property lines along Raines Road east of Opportunity. Also includes three large I-H parcels east of the railroad bounded by Weaver on the east and roughly between Raines on the south and Canary Lane on the north.

Area 2

Bounded by I-240 on the North, I-55 on the west, Airways Boulevard on the east and Brooks Road on the south.

These areas are currently zoned industrial, a cumulative zoning classification permitting virtually all-commercial and industrial uses. As a result, these areas host a very broad array of uses ranging from Class A corporate offices to adult bookstores and nightclubs. While changing a zoning classification of this property would not in and of itself change the current conditions, it can ensure that further development of incompatible uses does not occur. Over time, it can permit a conversion of uses to those that are consistent with and supportive of the desired business environment.

Whitehaven-Levi Planning District Future Land Use



- Vacant
- Parking
- RR/ Utilities
- Industrial
- Commercial
- Cemetery
- Parks/ Open Space
- Schools
- Hospital
- Institutional
- Office
- Single Family
- Mobile Home Park
- Duplex
- Townhouse
- Multi Family
- Lake

- Planned Business Park
- Whitehaven-Levi Planning District
- Railroads



B. BEAUTIFICATION AND COMMUNITY ENHANCEMENT

Encourage the Neighborhood Groups and Community Organizations to work with Code Enforcement Officials to improve the appearance of the major corridors, gateways and to clean up “hot spots”. Set up a network to report code violations similar to the neighborhood watch program. Or perhaps, code violations could be reported in conjunction with neighborhood watch calls.

Arrange quarterly meetings with the community groups and code enforcement officials to facilitate an on-going communication process and an evaluation of the progress that is being made on eliminating violations.

Gateways

A component to the beautification of the area is to select and pursue design and construction of gateway entrance treatments to the community. Gateway areas to be considered include the following:

- South Third (US Highway 61) at Interstate 240 north entrance
- Elvis Presley (US Highway 51 at Brooks Road
- Airways Boulevard at Plough (Airport Exit)
- Horn Lake Road at State Line Road
- Elvis Presley Boulevard at State Line Road
- South Third Street at State Line Road

Historic Preservation

Work with the Landmarks Commission to preserve the historic resources in the Whitehaven Planning District. The historic resources can be linked together to make Whitehaven more of a destination for heritage/historic tours. Specifically, work in coordination with the State of Tennessee to improve the heritage and cultural resources at T.O. Fuller Park.

C. RECREATION

Work with the Park Services Division, institutions and community groups to increase the recreation opportunities in the area. The primary segment of the population that appears to be underserved is the youth and senior citizens.

D. SPECIAL TREATMENT AREAS

Greenbelts and Open Space

Establish greenbelts along the Nonconnah Creek in accordance with the Park Service Masterplan. These pedestrian greenbelts can mitigate flooding while providing additional recreation opportunities

Detailed Studies

More detailed studies should be conducted to mitigate special conditions that exist in neighborhood areas. The areas designated for detail study are as follows; (1) the Levi-area bounded by Shelby Drive, Weaver, Horn Lake and Holmes, (2) the Boxtown Area in conjunction with the proposed Planned Business Park Area, and (3) the west side of the Airways Corridor to include the airport buy-out area.

E. Commercial Revitalization

Background

Substantial importance has been placed on the need to rejuvenate the commercial business sector of the Whitehaven-Levi Community. Findings from the Commercial Corridors Study conducted by the Division Office of Planning and Development show a significant number of vacant commercial storefronts. This study echoes the concerns raised by residents of the community about the out-migration of key retail and service businesses ranging from auto sales to department stores to restaurants and theaters.

The Memphis Area Chamber of Commerce further underscored these concerns and retained the services of the Chesapeake Group, Inc. to conduct an in-depth retail market analysis and formulate a detailed and comprehensive revitalization strategy. That study and report has been targeted primarily at the existing core commercial areas of mature Whitehaven, specifically along the Elvis Presley Boulevard commercial corridor.

The recommendations of this Plan incorporate and expand upon the Chesapeake Group proposal. These recommendations include a variety of administrative tools to upgrade code compliance and aggressively pursue improvement to the appearance of business locations. Also recommended, in addition to the revitalization of the Elvis Presley Boulevard Corridor, is a design and development strategy for the commercial properties located at the heart of the South Third Street intersections of Raines Road and Horn Lake Road.

The information in the following sections provide an overview to revitalizing the Elvis Presley Boulevard Commercial Corridor and promote the creation of a full-service, community scale center at the intersections of South Third Street, Raines Road and Horn Lake Road. In the absence of historical or locally recognized name for this location, the center may take its name from Cypress Creek, as it flows through this location. Perhaps Cypress Point may be appropriate.



Figure 7-2

Visual clutter predominates this major entry to Whitehaven, shown above left. The sketch to the right illustrates how simple measures such as underground electrical service and themed banners can drastically reduce visual clutter and focus attention on the gateway area. The final sketch provides an illustration of a more pronounced gateway treatment with a visitor center

Revitalization Planning Principles

Certain principles have been proven through time to create an atmosphere in which commercial revitalization can thrive. These principles are universal, and can be applied to any street or neighborhood. Areas that are perceived as desirable will attract investment, and subsequent economic activity such as shopping and tourism. The following characteristics contribute to a sense of desirability:

1. Convenience

Convenience increases the quality of life by permitting people to save time and energy. Grouping similar functions so as to decrease travel time and stress promotes a sense of convenience.

2. Comfort

Shelter from the elements increases human comfort. Increasing the number of trees, and providing generous landscaping both shades the sun and increases air quality. In the evening, people go where there is light. Light means safety, better orientation, and easier understanding of a place. Light means activity.

3. Cleanliness denotes care and attention. Places that are well maintained communicate that their inhabitants value not only the place, but also those who visit. Cleanliness invites orderly behavior and suggests that the property is being supervised, thereby suggesting a sense of security.

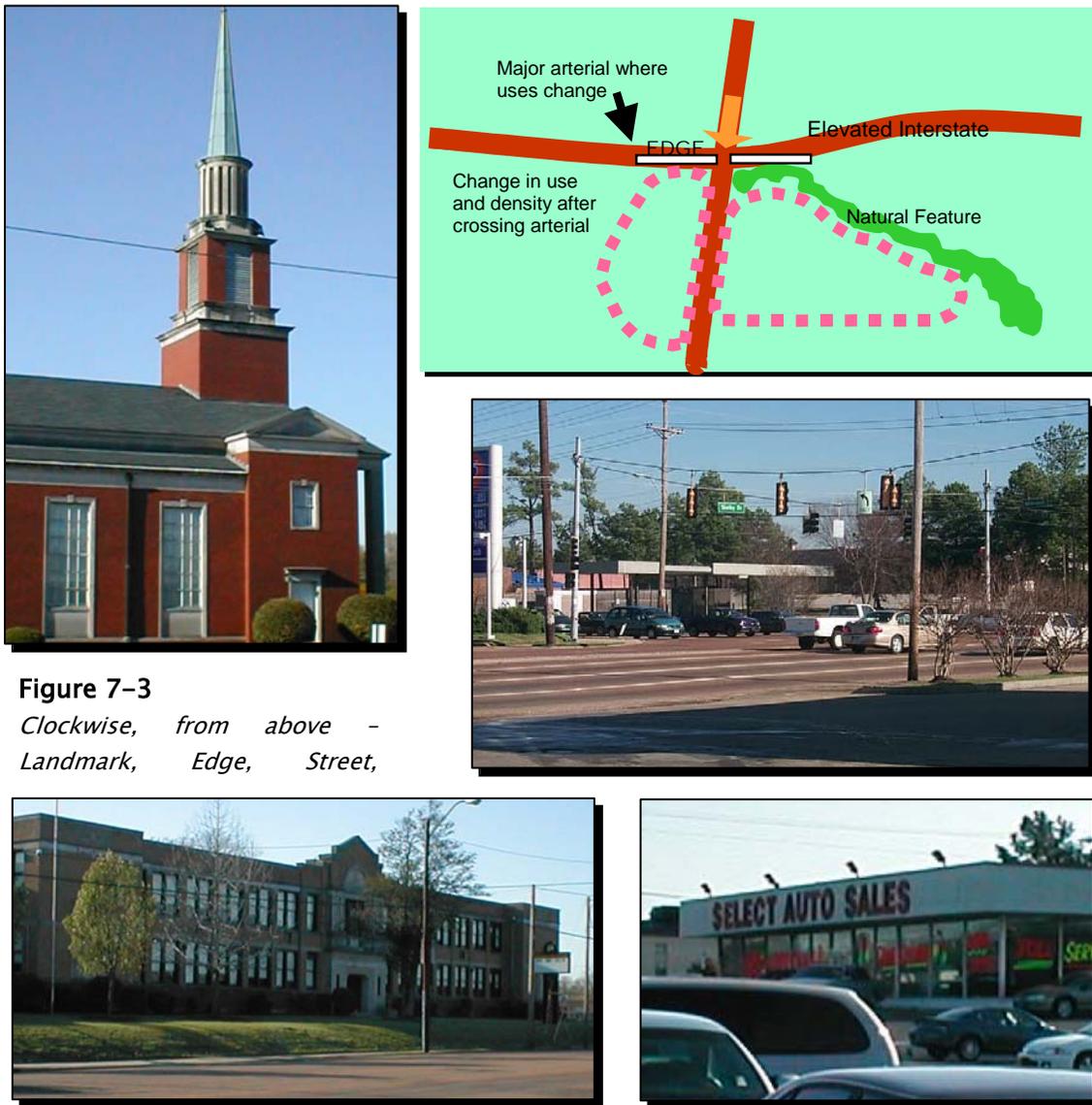


Figure 7-3
*Clockwise, from above -
Landmark, Edge, Street,*

4. Safety

Rather than being a characteristic that can be achieved independently, without achieving the first four characteristics listed above, a sense of safety and security largely results from achieving those characteristics. Security also generally results from the gathering together of many people with similar values who are engaged in similar pursuits. Therefore, the more people who inhabit a place, the safer it will seem.

5. Visual Order

Reducing the visual clutter inherent in a disorganized commercial strip environment will create a sense of well being and call attention to merchants' storefronts. Visual order also aids in orientation and increases the quality of life for visitors. Replacement of large-scale elements such as vast parking lots or oversize streetlights with elements that relate better to the human scale creates a sense of relationship with and comfort in the urban environment.

6. Clarity

Clarity aids orientation. Orientation reduces anxiety, contributing to a sense of well being and encouraging participation in the events occurring at the moment, including active consuming. Clarity results from structure.

People understand and navigate the urban environment by mental maps based on perceptions of the urban structure as an arrangement of the following:

- **Landmarks** that can be special buildings or other monuments that signify special places
- **Edges** between or at the entrances to districts or centers of activity
- **Streets** that connect districts and activity centers
- **Districts** that contain three or more similar uses or activities in close proximity
- **Centers** of activity located at a unique or special place

F. ELVIS PRESLEY BOULEVARD REVITALIZATION PLAN

The Commercial Revitalization Plan focuses on revitalizing Elvis Presley Boulevard

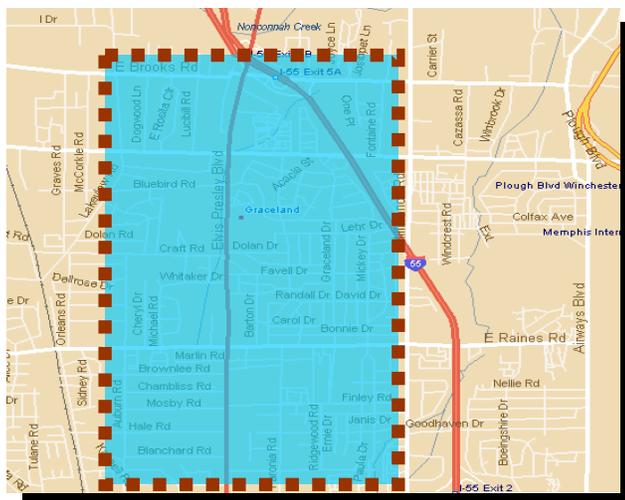


Figure 7-4
Area included in the Elvis Presley Boulevard

between Brooks Road and Shelby Drive as Whitehaven's version of a downtown, a symbol to both residents and others of the neighborhood's economic renaissance. The revitalization plan is intended to ensure that all decisions regarding the area lead to a common goal, and respond to change. It provides a framework for making decisions, a vision of the preferred outcomes, and sets forth specific strategies for accomplishing that vision.

The Boulevard's commercial character emerged as a series of small scale, locally owned stores serving the daily needs of the surrounding



Figure 7-5
Small-scale, locally owned stores were formerly found in the Whitehaven neighborhoods

residents, and was located on a major highway connecting the most desirable residential center in Memphis to Mississippi. Elvis Presley Boulevard was an ideal location for early strip shopping centers. In the late 1940s, residents ventured farther from home to shop at the convenient,

one-stop centers. Storeowners benefited from common management and promotion, as well as plentiful free parking. Smaller stores also benefited from the traffic generated by large anchors.

The next evolutionary step in consumer convenience, the enclosed mall concept, led to Southland Mall, one of Memphis' first enclosed malls. With all the advantages of variety found in strip shopping centers, enclosed malls offered the additional perception of safety and shelter from adverse weather. Meanwhile, on Elvis Presley Boulevard, smaller owner-operated stores that did not, or could not, relocate to the new shopping centers lost customers. Shoppers were attracted to the safety, convenience, and cleanliness the centers seemed to offer. As they lost business, small stores were often bought out by chains eager to eliminate competition. One by one, the independent stores began to disappear.



Figure 7-6

Southland Mall, one of the first enclosed shopping malls. Newer shopping centers, however, have drawn customers from the local community and have driven the smaller store owners from the community.

With the advent of the interstate highway system in the 1950s, consumers who had by now become accustomed to driving some distance from home to obtain the goods and services they required were able to reach distant centers that began to spring up around the city, each surpassing the previous in perceived preeminence and desirability, a trend that continues today.



Figure 7-7 clockwise from upper left:

Small business owners lose business due to larger shopping centers, Whitehaven Shopping Plaza contains a large tract of developable land, an overall perception of declining commercial activity and a



The older centers, unable to compete for a limited pool of consumer dollars, lost tenants. Owners, seeing a decline in revenues, and following a point of view that saw the city as a less desirable location than its fringes, have allowed the older centers to deteriorate and go dark. Although some major retailers continue to maintain a presence, the amount and variety of merchandise available may not always equal that found in their newer, more profitable locations.

Elvis Presley Boulevard now appears to be a third tier shopping district with widespread vacancy in major shopping centers, a growing collection of discount retailers, and a general lack of attention to maintaining existing plantings and sidewalks. Consequently, the Boulevard conveys a general perception of being in decline. In spite of this history and the continuing pressures upon it, commercial activity along Elvis Presley Boulevard endures. It continues to function as Whitehaven's version of downtown.



Figure 7-8

Businesses thrive on Elvis Presley Boulevard

The Boulevard shopping district has clear, definable limits. It is named for a genuine international celebrity whose home annually attracts millions of visitors from around the globe. Among other uses, the Boulevard is home to a thriving collection of automobile-related businesses including new and used car dealerships, parts stores, and service facilities.

Although at a much lower level of activity than before, Southland Mall continues to operate successfully. The mall has retained anchor stores when malls elsewhere in the city have not. That fact alone is a tribute to the continuing economic strength and potential of the Boulevard's shopping district, and of Whitehaven in general.

The Whitehaven Plaza Shopping Center offers a vast parcel of land under single ownership, ready for redevelopment, a condition rare within the city limits. Doubly fortunate for Whitehaven, it exists at the symbolic and physical heart of the Boulevard area.

G. REDEVELOPMENT STRATEGIES

The following strategies for the Whitehaven-Levi Planning District were developed from the urban design principles listed above, and the principles can be applied to every commercial district in the study area. Because of its central location and its importance as a commercial center to the neighborhood, the Elvis Presley Boulevard Commercial Corridor has been utilized for a demonstration of each principle.

Elvis Presley Boulevard can be established as a desirable regional destination, a distinct and special place offering singular shopping or entertainment opportunities unique in the Memphis area. It can become an exemplary neighborhood version of a downtown, and can compete with the newer commercial centers.

Figure 7-9

Graceland, the Elvis Presley estate, is the primary landmark for Whitehaven. The Whitehaven Shopping Center holds promise as a secondary landmark



The following strategies apply the principles listed above to suggested methods to transform Elvis Presley Boulevard into Downtown Whitehaven. Each is discussed in further detail in the following paragraphs.

- Strategy 1: Communicate The Whitehaven Neighborhood Identity
- Strategy 2: Strengthen Existing Districts And Create New Ones
- Strategy 3: Enhance The Visual Environment
- Strategy 4: Provide Landmarks To Aid Orientation and Identity
- Strategy 5: Establish Major Centers Of Activity

Strategy 1: Communicate the Whitehaven Neighborhood Identity

Communicating the boundaries of and entrances to Whitehaven help distinguish the neighborhood as a special place. The boundaries of Whitehaven can be identified with new gateways designed in material, style, and scale to reflect and complement the character of the immediate surroundings, whether residential or commercial.

A color scheme and graphic identity should be created for the neighborhood, a scheme that will be used on streetscape elements as well as stationery, advertisements, and individual merchant publications. Banners placed on utility poles can identify the neighborhood and specific districts within it, and also provide information such as block numbers to help orient visitors looking for a specific address.

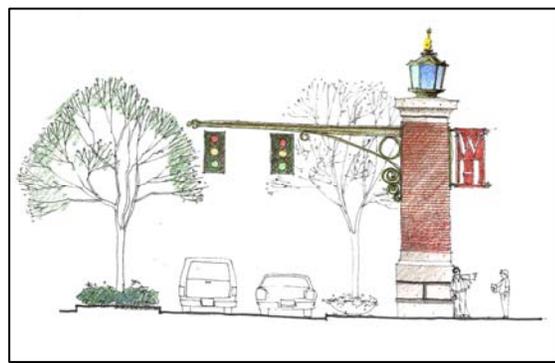


Figure 7-10

Existing residential gateway and sketch of suggested identity and traffic control improvements.

The amount of landscaping within the boundaries of Whitehaven should be increased, particularly at the edges and gateways so as to reinforce a comfortable, sheltering, and inviting appearance.



Figure 7-11
Illustration of the sub-area districts.

Strategy 2: Strengthen Existing Districts And Create New Ones

Establishing awareness of smaller sub-areas, or districts, of similar and compatible uses that exist within a larger neighborhood aids understanding of its overall structure and orientation within it. Identifying districts also creates additional interest and variety to an area, adding to its desirability. The following four sub-areas are identified for the Elvis Presley Boulevard corridor, as an example:

The Gateway

This district will serve as the formal entrance or front door to the Whitehaven Community. The Gateway will be identified by landscaping, signage and a community logo welcoming visitors and residents to the area. Signature design and streetscape elements will distinguish this district from other areas of Memphis. Retail businesses will replace automobile-related businesses as the gateway business into the community.

The Hospitality District

Surrounding Graceland, this district's hotels and restaurants provide visitors with upscale and unique cuisine, lodging, and entertainment opportunities consistent with and in support of Graceland's purpose and activities.

Whitehaven Place

The existing Whitehaven Plaza and Southland Mall area offers great potential for re-development on a large scale, and could signify the start of a new era in retail activity in Whitehaven. More detailed information is provided in Section E, below.



Figure 7-12

Various districts. From left, clockwise, Southland, hospitality, and automobile districts.

The Southland District

Building on the continuing operation of Southland Mall, the Southland District would add name brand outlet stores in stand-alone locations at the other corners of the intersection of Shelby Drive and Elvis Presley Boulevard.

Strategy 3: Enhance the Visual Environment

Improving Elvis Presley Boulevard by introducing elements which provide comfort for pedestrians may attract entrepreneurs to construct infill buildings at the sidewalk line, restoring the feel of an urban neighborhood shopping district and creating a calmer, more attractive atmosphere for shoppers and visitors. The concept is to create a more pedestrian-friendly atmosphere. Shade trees should be planted in lawns and medians throughout the neighborhood.

Sidewalk trees planted along major arterial streets will help buffer pedestrians from traffic and promote a desirable image for the neighborhood. Regular maintenance will be needed for both new and existing landscaping.

The edges and medians of new and existing parking lots should be landscaped to reduce visual and thermal impact. Landscaped buffers that have been allowed to deteriorate should be replanted.

The median landscaping should be extended north and south, and all overhead utility lines should be placed underground. The height and style of utility poles and streetlights should be reduced to a more appropriate, human scale. Banners, planters, and street furniture should be introduced to soften and add color, and to encourage pedestrian use and enjoyment.



Figure 7-13

Example of a large parking area enhanced with new landscaping

The size and number of business identification signs should be reduced, with signs being consolidated into kiosk structures. Consolidation can also apply to traffic signage

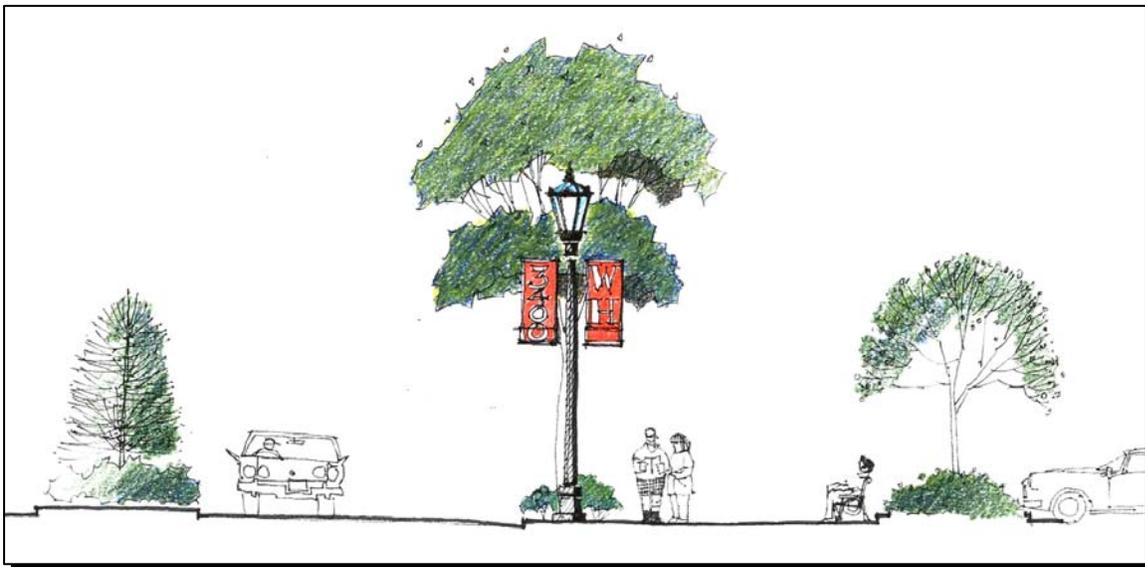


Figure 7-14

The effects of extending the median north and south with landscape enhancements to the

and signals to relieve visual congestion.

Standards should be developed for the design of new buildings consistent with the goals of the plan, and for maintenance of existing buildings and sites, which should be kept in near-new condition. Empty buildings and sites should be secured and maintained. A program should be developed to purchase, demolish, and redevelop the sites exhibiting dilapidated buildings and signs.

Strategy 4: Provide Landmarks to Aid Orientation and Identity

Highly visible, uniquely designed structures become identified with a particular place, and can serve as a memorable icon. An icon is a symbol of the place, its inhabitants, and their values.



Figure 7-15

Illustration of conceptual beacon for Whitehaven.

At the open space, or commons area, in the Town Center, a beacon could be introduced that serves as an icon for Whitehaven. Visitors approaching the neighborhood would see this symbol from a considerable distance. It would mark the presence of a special place of unique quality and character.

Establish Major Centers of Activity

There is great potential in the future re-development of the existing Whitehaven Plaza and Southland Mall commercial core. This large-scale multi-use development would act as a new focal point for the entire Whitehaven area. It would serve as a unifying symbol of Whitehaven's renaissance. Whitehaven Place, a conceptual name for this development, would provide a focus and identifiable center for the neighborhood, and is intended to attract visitors from the entire Memphis region. It would include several elements, as follows.

A New Commons

This large, open, green park would serve as a focal point for community celebrations and gatherings. It would house programs on a regular basis. Added street trees along Elvis Presley Boulevard would calm traffic flow, add shade and softness, define the space of the street, and enhance its appearance.

Retail and Commercial Re-development

Re-development concepts include the introduction of upscale general merchandise and clothing stores found nowhere within a 100-mile radius of Memphis. The Chesapeake study suggests stores such as Neiman-Marcus, Carson Pirie Scott, Nordstrom's, and Saks could thrive in Whitehaven. Upper mid-scale stores such as Target or Home Depot could also do well in Whitehaven. Hotels offering upscale accommodations that would benefit by the large number of visitors to Graceland.

Upscale apartments that would complement the new center, adding twenty-four hour presence and life to the center, and helping to create a complete downtown community as the heart of Whitehaven.



Figure 7-21
Upscale hotel potential at Whitehaven Place



Figure 7-16
Apartment complex potential at

CYPRESS CREEK REVITALIZATION PLAN

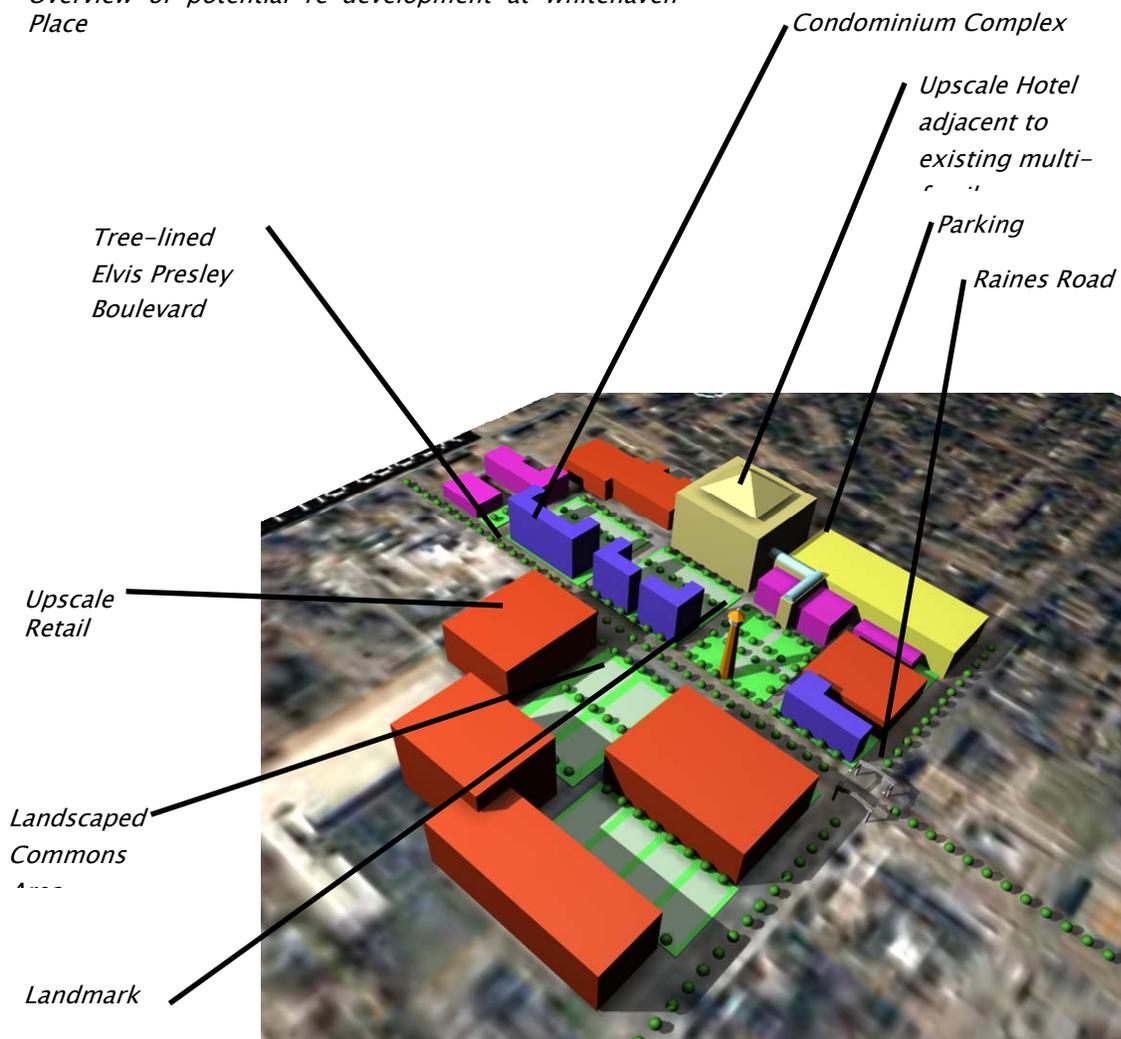
EXISTING FEATURES

The area identified by the planners for revitalization in the Cypress Creek area is centered around the intersections of US Highway 61 South (South Third Street) and Horn Lake Road, and the intersections of both those thoroughfares with Raines Road.

Existing development is piecemeal, and includes fast-food establishments, a flea market site, and other miscellaneous retail uses. The property in the area is bisected by South Cypress Creek, and the commercial uses abut existing single-family development.

Figure 7-17

Overview of potential re-development at Whitehaven Place



DEVELOPMENT STRATEGIES

The Cypress Creek area contains viable businesses, and retains a large proportion of undeveloped property surrounding three major intersections in an under-served location of the Study Area. There is an adequate population base, with adequate distance separating it from the nearest significant commercial development of similar size (Southland Mall and Whitehaven Plaza) to support a major retail activity center, hereafter referred to as the Cypress Point Shopping Center.

The development should be able to support as many as 300,000 square feet of retail space, including large retail anchors such as warehouse apparel operations, supermarket / general merchandise retail (such as a Super Wal-Mart), home furnishings, or general merchandise department stores. Connected to these anchors would be supportive activities, include those relating to community services, such as a branch location for Memphis Light, Gas and Water for bill payment, or a Mayor's Action Center for community interface. Additional opportunities include the existing thriving fast food and other businesses as outparcels, supplemental to the main shopping area.

The above-noted services, developed as a large enough mass, would help to instill a community activity focus for areas of the Planning District which are distant from the Elvis Presley Boulevard Commercial Corridor.

Aspects of the development which would enhance the success of the development include design approaches which are similar to those identified for the Elvis Presley Boulevard Revitalization Program, such as:

- Quality site design / uncluttered layout
- Adequate parking with appropriate screening enhancements
- Quality signage
- Contemporary and effective signage / facade combination
- Uniformity within sites
- Sheltered pedestrian connections between the street and the shopping center facilities

CONCLUSION

This plan for the Whitehaven-Levi Planning District is a comprehensive guide for future growth and development. The Plan considers the area's history, demographics, existing land use, community facilities, infrastructure and a community survey to propose a list of Goals and Objectives for the District. These Goals and Objectives can be realized through the Plan's proposed rezonings, beautification and community enhancements, recreation and greenbelt/open space areas and commercial revitalization.

Several factors must be considered when planning for and maintaining a vibrant, livable community. The Plan looks at Whitehaven-Levi's future needs regarding schools and libraries, parks and community centers, senior centers, police and fire prevention services and drainage/flood plains. Another, many times forgotten, element of a community is the community identity. The Plan promotes sound urban design strategies for communicating the positive character of the area.

A community survey of the Whitehaven-Levi district found that above all, community members value safe neighborhoods and well-kept, neat appearing commercial areas. The Plan's rezoning recommendations will help protect the residential areas by keeping incompatible uses from undermining the viability of the residential areas. The plan also proposes new commercial centers that both serve community residents and attract visitors and customers from across the region. The recommendations and strategies found within this Plan will help maintain and strengthen the Whitehaven-Levi Planning District and designate its communities as great places to live, work and recreate.