

**Recommendations
for
Planned Growth and Rural
Areas**

**Shelby County
Growth Plan**

Shelby County Government

Prepared by the Memphis and Shelby County
Division of Planning and Development
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(With Updated Maps)

Table of Contents

	Page
Table of Contents	i
List of Maps	ii
Executive Summary	iii
Introduction	1
Purpose and Scope	1
Background for Planning	1
Planned Growth and Rural Area Definitions	2
Inventory and Analysis	3
Environmental Conditions	3
Land Use and Community Facilities	6
Population and Economic Analysis	9
Recommendations for Planned Growth and Rural Areas	12
Planned Growth Areas	12
Rural Areas	13
Implementation Considerations	15

List of Maps

		Following Page
Map 1	1999 Annexation Reserve Area Agreements	2
Map 2	Floodplains, Wetlands and Aquifer Recharge Areas	3
Map 3	Prime Agricultural Land and Forested Areas	4
Map 4	Soils	5
Map 5	Seismic Hazards	5
Map 6	Drainage Basins	5
Map 7	Land Use Inventory	6
Map 8	Transportation Impacts	7
Map 9	Existing and Planned Community Facilities	8
Map 10	Existing and Planned Sewer Extensions	9
Map 11	Existing and Projected Population Densities	10
Map 12	Existing and Planned Employment Centers	11
Map 13	Recommended Rural Areas	14

Executive Summary

Inventory and Analysis

The following key issues resulting from the analysis of environmental, land use and demographic factors form the basis for plan recommendations:

1. Adopted policies for the extension of sewer lines and major roads will result in the urbanization of all land in Shelby County except in the northeast and northwest sectors in the next twenty years.
2. Areas sensitive to urbanization include floodplains, wetlands, aquifer recharge areas, unstable soils and earthquake hazard areas. These sensitive lands are generally scattered Countywide. Measures can be taken to protect them within urban growth boundaries.
3. Forested areas are concentrated in the northwest portion of the County. Ribbons of forest land along rivers and streams and large stands of forests within urban growth areas can be protected through enactment and implementation of strong local regulations.
4. Existing and planned community facilities include roads, schools, parks and libraries. All are planned and located to serve urban growth in the annexation reserve areas.
5. Land development and demographic trends for new construction indicate that the highest residential densities will occur in the east central, southern and southeastern portions of the County.

Recommendations for Planned Growth Areas

Planned growth areas are to be included in a county's growth plan when the need arises to accommodate major new town development and/or business/industrial parks at a distance of several miles from an existing municipality and at a location to which a municipality could not feasibly extend services. The designation of a planned growth area should be used to satisfy demand which is clear and compelling because of location factors and market conditions.

There is no land area in Shelby County which responds to these conditions. All growth factors point toward opportunities within the annexation reserve boundaries.

Recommendations for Rural Areas

Rural areas are those places within which Shelby County must manage and control growth to minimize impact to the natural environment for the next 20 years. These areas are not intended for high density land uses. Rural areas should have the following attributes:

1. Large and significant concentrations of environmentally sensitive areas, prime agricultural lands and forests.
2. Low density residential development which can be supported by septic systems.
3. Scattered small site commercial service centers necessary for rural convenience.
4. Those areas that are beyond municipal urban growth limits which may or may not be within annexation reserve areas

In Shelby County two major areas should be designated as rural. They are as follows:

- The area that is located in the northeast sector of the County and generally referred to as “not reserved” by the seven municipalities. Boundary lines for this area are recommended to follow the drainage sub-basins of the Loosahatchie River. This area is dominated by active agricultural uses.
- The area in the northwest sector of the County dominated by Shelby Forest State Park and Wildlife Management Area. The boundaries of this area fall along the drainage sub-basin of the Mississippi River and include the most northerly sub-basin of Big Creek along the Tipton County line. The area is almost totally forested.

In addition to the areas outlined above, the islands in the Mississippi not within the current city limits of Memphis should be designated as rural.

Map 13, following page 14, illustrates the recommended rural areas.

Shelby County Growth Plan

Rural and Planned Growth Areas

Introduction

Purpose and Scope

The purpose of this report is to present recommendations for designating areas of unincorporated Shelby County as “rural” or “planned growth” as defined by Public Chapter 1101. The recommendations are a result of an analysis of environmental conditions, demographic trends, economic trends, transportation policies, community facilities/infrastructure policies and land use factors.

Background for Planning

Shelby County Government convened the Shelby County Coordinating Committee in September 1998 for the purpose of formulating a 20 year “growth plan” for all of Shelby County.

Under Chapter 1101 the municipalities of Shelby County are authorized to base their urban growth boundaries on negotiated annexation reserve agreements. Annexation reserve agreements have been used successfully in Shelby County over the last 25 years to designate specific territories of the County that will be annexed by particular municipalities. The reserve agreements are necessary to allow each community to grow in an orderly and timed fashion. Without the agreements, the suburban cities would be hampered in their growth by State legislation, which allows the City of Memphis to take precedence in annexation over the smaller cities.

At the time of the enactment of Chapter 1101 all suburban municipalities had annexation reserve agreements in effect with the City of Memphis with the exception of the Town of Arlington. As the result of the work of the Coordinating Committee and the Mayors of all of the communities, new reserve agreements were agreed upon in June of 1999. Shelby County participated in the agreement by negotiating with the City of Memphis for monetary considerations in regard to the Memphis and Shelby County Division of Health Services, sales tax distribution and provision of fire service on the southern fringe of the current City limits of Memphis.

As a result of the Memorandum of Agreement one major area of the County located north of the reserve areas of Arlington and Lakeland, east of the reserve area of Millington and northeast of the reserve area of Bartlett was left unreserved to any municipality. Also included in this category are islands located within the channel of the Mississippi River not currently within the city limits of Memphis.

The annexation reserve area boundaries negotiated in 1999 serve as the basis for determining the urban growth boundaries of each city.

Shelby County Government is responsible for designating “planned growth” and “rural” areas. It is not responsible for designating urban growth areas under the law.

The 1999 annexation reserve area agreements are shown on Map 1.

Planned Growth and Rural Area Definitions

Public Chapter 1101 defines *Planned Growth Areas* as:

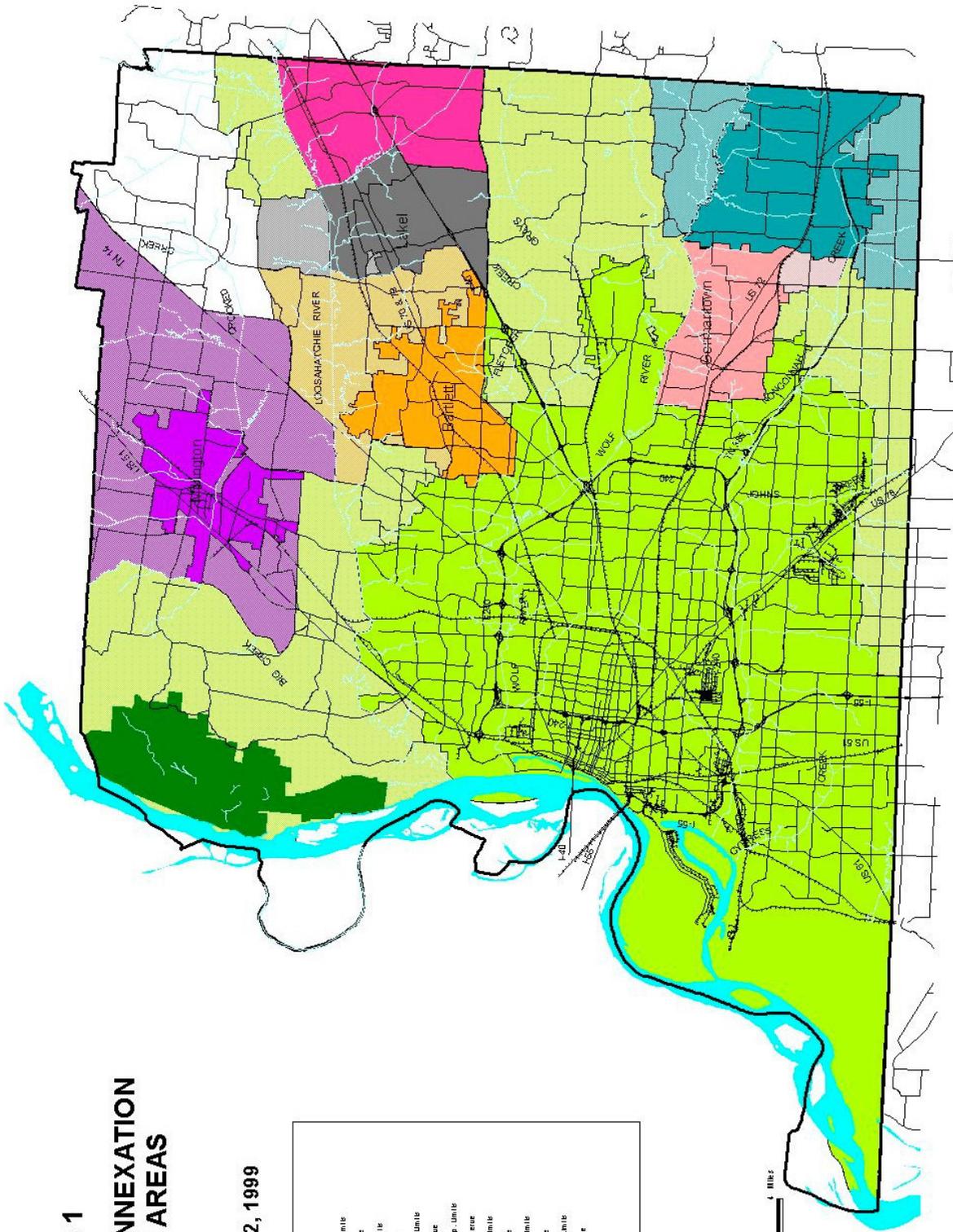
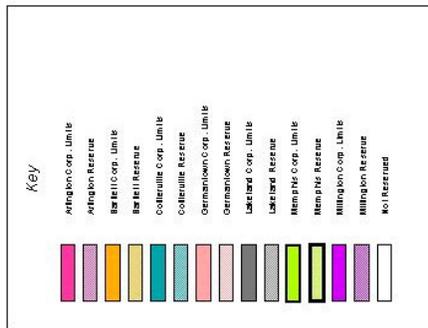
- Territory that is reasonably compact, yet sufficiently large enough to accommodate high or moderate density residential, commercial and industrial development over the next 20 years
 - Territory that is not within the existing corporate boundaries of any municipality
 - Territory that is not within any urban growth area of a municipality
 - Areas which reflect the County’s duty to manage and control urban growth taking into account impact on the natural environment
 - Areas within which a new municipality may incorporate providing the proposed incorporation meets the requirements of the existing State laws governing the formation of new municipalities
 - Areas which can be expected to be annexed into an existing municipality

Public Chapter 1101 defines *Rural Areas* as:

- Territory that is not within urban growth boundaries
- Territory that is not within planned growth areas
- Territory that over the next 20 years is to be preserved as agricultural lands, forests, recreational areas, wildlife management areas
 - Area that is intended for uses other than high density commercial, industrial or residential development
 - Area within which the County must manage and control growth to reasonably minimize impact to the natural environment

Map 1 PROPOSED ANNEXATION RESERVE AREAS

December 22, 1999



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Inventory and Analysis

Environmental Conditions

The examination of significant environmental factors is the key to determining those areas of the County that can support urban uses and those areas that should be preserved and managed as significant environmental resources. Environmental factors analyzed for this plan include:

- Floodplains, Wetlands and Aquifer Recharge Areas
- Prime Agricultural Lands and Forested Areas
- Soils
- Earthquake Potential and Special Limitation Sites
- Drainage

Floodplains, Wetlands and Aquifer Recharge Areas – Floodways and floodplains are areas within which a 100 year flood occurrence can be contained. Floodways include the stream channel and its immediate environment. Floodplains are determined based on elevation and topographic conditions. While building has been allowed in floodplains in the past in Shelby County, construction in these areas is not recommended due to potential loss of property and life.

Shelby County includes a special category in its Zoning Ordinance that designates floodplains (FP). No construction is allowed in these areas without special mitigation measures. In no instance is construction permitted in floodway zones (FW).

In many cases, floodways and floodplains are also wetland areas. Wetland areas serve as wildlife habitats, aid in purifying ground water and contribute to the reduction of flood impacts. Under State and Federal law, wetlands generally cannot be built upon without mitigating measures being taken by the developer. Floodway, floodplain and wetland areas are appropriate for greenbelts, open space and agricultural uses.

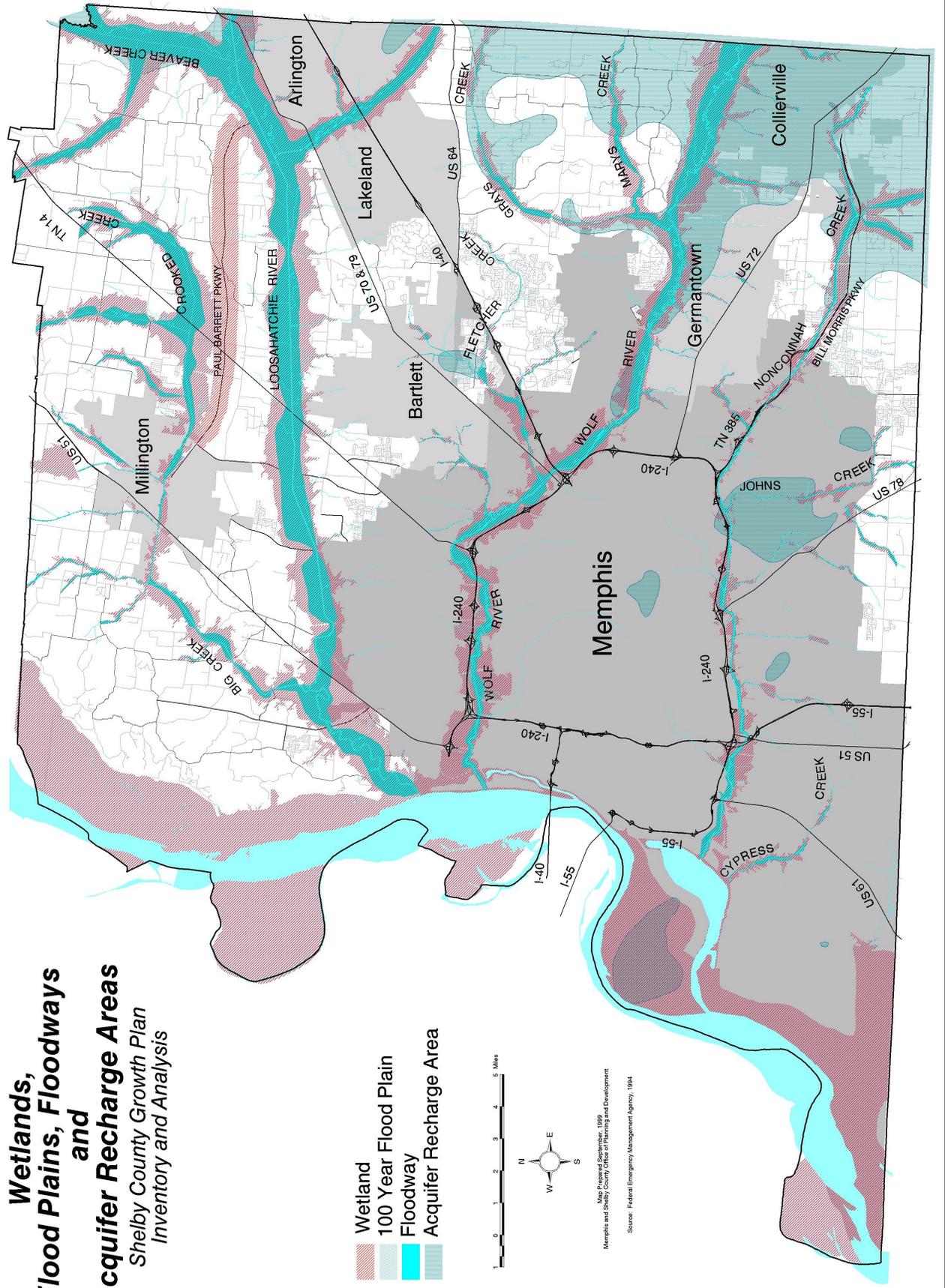
In Shelby County these areas follow the courses of major rivers and streams and are present in all quadrants of the study area. The major concentrations of wetland areas are along the Mississippi, Wolf and Loosahatchie Rivers and the Nonconnah, Big and Crooked Creeks.

Aquifer recharge areas are the points of interchange between surface water and aquifers. Both residential development on septic systems and agricultural uses must be monitored and regulated in aquifer recharge areas to protect the supply of drinking water from pollution.

Floodways, floodplains, wetlands and aquifer recharge areas are illustrated on Map 2.

Wetlands, Flood Plains, Floodways and Acquirer Recharge Areas

Shelby County Growth Plan
Inventory and Analysis



Prime Agricultural Land and Forested Areas – The preservation of significant forested areas and prime agricultural land in rural areas is dictated by Chapter 1101. In conducting the analysis for this plan, contiguous forested areas of over 50 acres, large tracts of publicly owned forested areas and contiguous tracts of actively farmed land of over 50 acres on suitable soils were considered to be major environmental determinants.

In Shelby County large tracts of forested areas are generally located in floodplain areas and along steep slopes. Prime agricultural land is scattered throughout the County with the largest concentrations in the northeast and northwest quadrants.

The most significant stand of forest is located in the northwest portion of the County and consists of the State owned Shelby Forest and its immediate environs. Large tracts of forestland are also located along the major rivers.

Public Chapter 1101 dictates that areas such as Shelby Forest be protected from urban uses. Significant non-public forested lands should be restricted to low density development and planned open space. In any instance, development in areas currently in forest should be strictly controlled through adoption and implementation of a tree ordinance.

Prime agricultural land in Shelby County should be considered that land in active cropland located on highly suitable soils. Agricultural land not in cropland on soils able to bear high density construction is suitable for urban development. Given the population projections and extension of urban services throughout the County, it is clear that some agricultural land will be absorbed for urbanization.

Prime agriculture and forested areas are shown on Map 3.

Soils – An examination of soil types and their characteristics is important in determining the intensity of development that should be allowed in any particular area of the County. In Shelby County the United States Department of Agriculture (USDA) has identified seven major soil types.

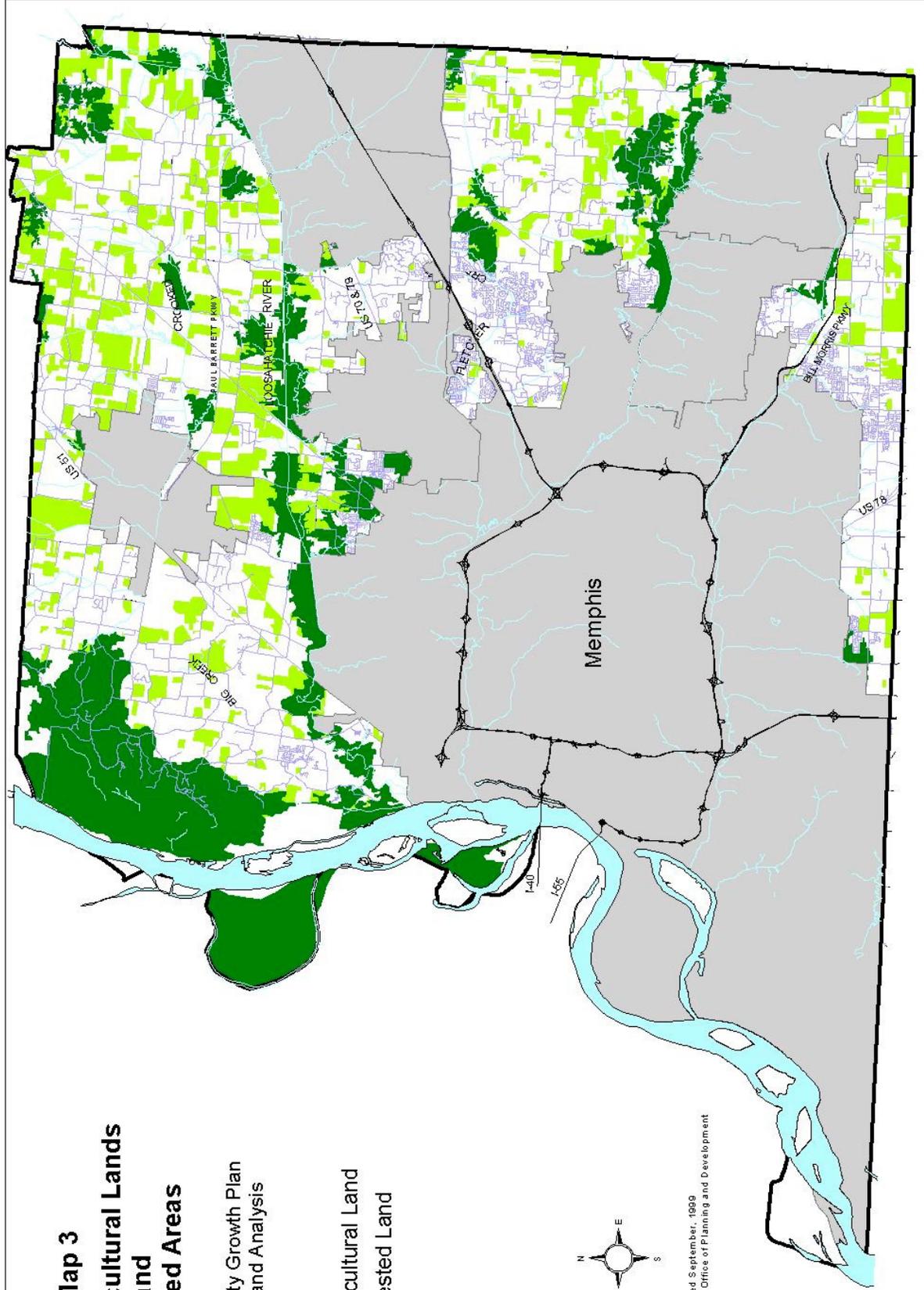
Three types of soils are characterized by the USDA as suitable for high density urban development. They are the Grenada-Calloway and Grenada-Memphis soils generally located in the eastern and southeastern areas of the County, and the Memphis-Grenada soils generally encompassing the current city limits of Memphis, Millington and Bartlett and extending to the northeastern portion of Shelby County.

The USDA characterizes four types of soils in the County as unsuitable for high density urban development. Three of these soil types are generally located along the Mississippi River floodway and extend across the northwest portion and in the extreme southwest area of the County (Robinson, Tunica and Memphis). The Flaya soil type is also

Map 3 Prime Agricultural Lands and Forested Areas

Shelby County Growth Plan
Inventory and Analysis

- Agricultural Land
- Forested Land



Map Prepared September, 1999
Memphis and Shelby County Office of Planning and Development

unsuitable for urban development and is located along the floodplains of the major rivers and creeks.

Map 4 illustrates Generalized Soil Associations.

Seismic Hazards and Special Limitation Sites – The Central United States Earthquake Consortium (CUSEC) has estimated where earthquake damage may be potentially severe in Shelby County. CUSEC has determined that steep slopes, sandy soils and alluvial soils (those located within floodplains) are least able to withstand the impacts of a significant earthquake. Areas along the Mississippi River, central portions of the City of Memphis and areas within the Big Creek drainage basin have the highest earthquake risk factor in Shelby County.

The risk of seismic hazards is much less in the east central and southeast areas of the County. There is a moderate risk factor from the northeast quadrant of the County southwesterly to the Mississippi State line.

Special limitation sites are generally characterized as those areas where degradation of the environment has occurred through manmade actions. These sites include numerous Superfund sites. Superfund sites are locations determined by the Federal government to be places where hazardous chemicals and other environmentally toxic substances were discharged into the ground and watercourses. Also included in this category are gravel pits and mines and landfill sites. Most active and inactive mining sites are located in the northeastern portion of the County. Superfund sites are located throughout the County, but occur most often in the northwest to north central portion of the County between Millington and the City of Memphis.

Seismic hazards are shown on Map 5.

Drainage – An analysis of drainage basins is extremely important in establishing the extent and timing of urban development. Drainage basins determine where sewer service can and will be delivered. The planned extension of sewer service generally indicates an expectation of moderate to high density residential development.

There are four major drainage basins in Shelby County. They are the Wolf River basin, the Loosahatchie River basin, the Nonconnah Creek basin and the Big Creek basin.

Planned expansion of sewer service generally is within sub-basins of these major river basins. The extension of urban growth is normally determined by the location of drainage basins.

Map 6 illustrates the major river basins and sub-basins in Shelby County.

Map 4 Generalized Soil Associations

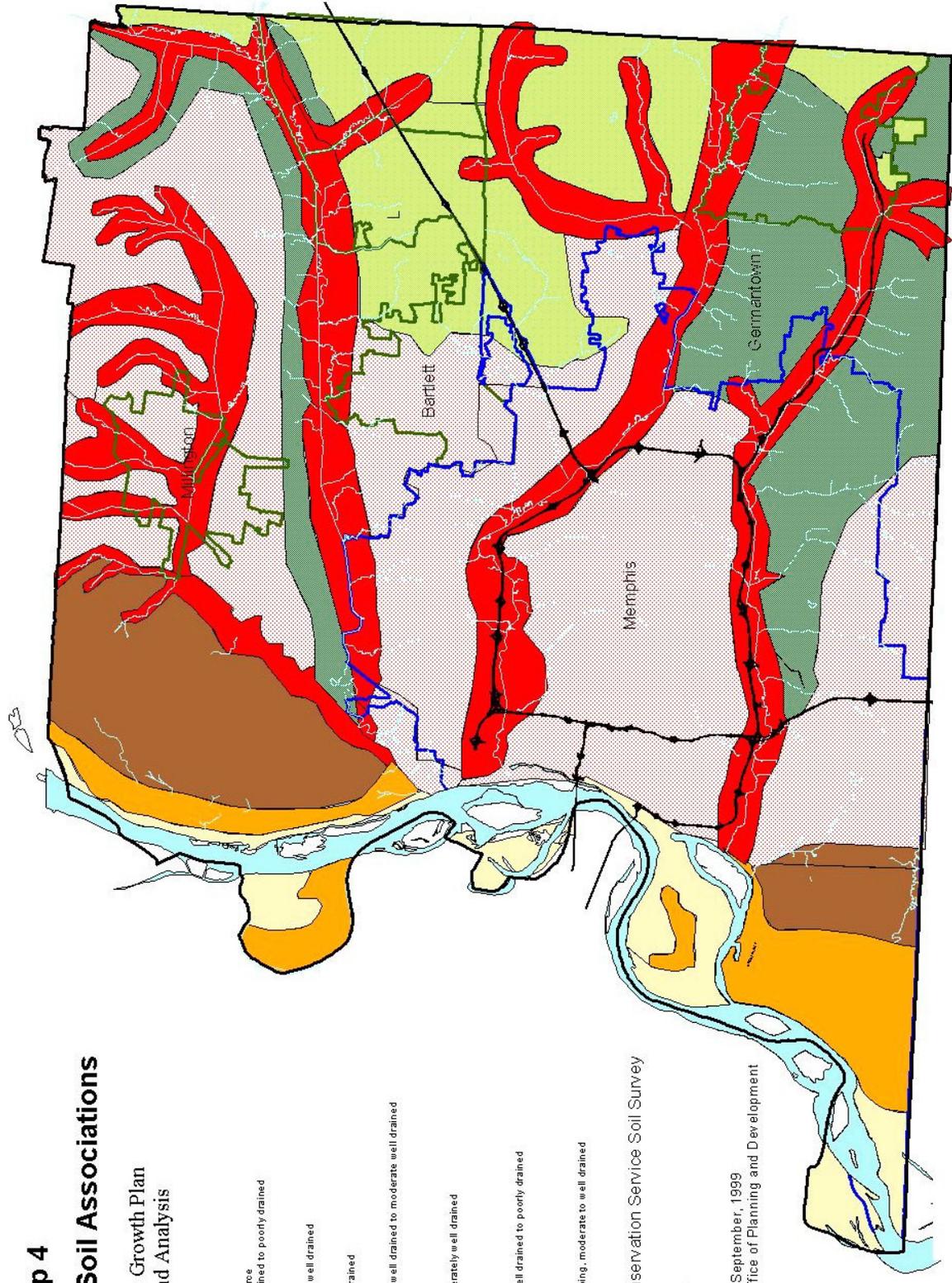
Shelby County Growth Plan Inventory and Analysis

- Robinson-Crevasse-Commerce
Nearly level, excessively drained to poorly drained
Loamy and sandy
- Tunica-Sharkey-Bowditch
Poorly drained to moderately well drained
Clay
- Memphis
Chiefly steep, uplands, well drained
Silty soils
- Memphis-Grenada-Loring
Nearly level to poorly sloping, well drained to moderate well drained
Silty
- Flagg-Waverly-Collins
Level, poorly drained to moderately well drained
Silty
- Grenada-Calloway-Henry
Gently sloping, moderately well drained to poorly drained
Silty
- Grenada-Memphis-Loring
Gently sloping to strongly sloping, moderate to well drained
Silty

Source: U.S.D.A. Soil Conservation Service Soil Survey



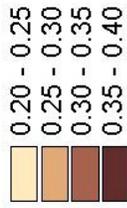
Map Prepared September, 1999
Memphis and Shelby County Office of Planning and Development



Map 5
Seismic Hazard -- Peak Ground
Acceleration in Shelby County
(M 7.5, Marked Tree)

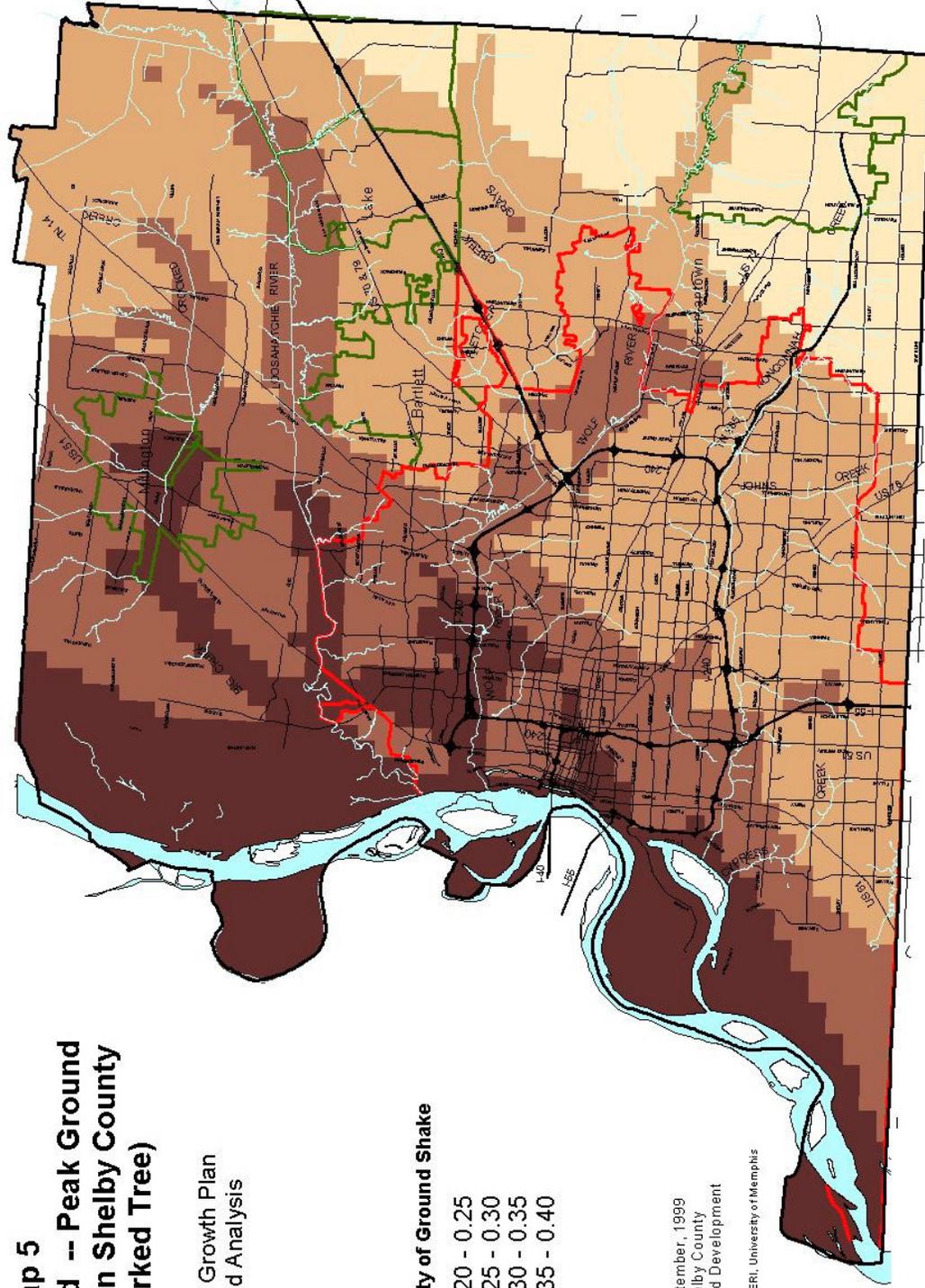
Shelby County Growth Plan
 Inventory and Analysis

PGA (g) -- Intensity of Ground Shake



Map Prepared September, 1999
 Memphis and Shelby County
 Office of Planning and Development

Source: Dr. Howard Huang, CERL, University of Memphis

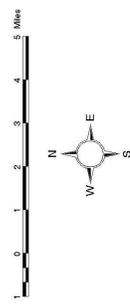
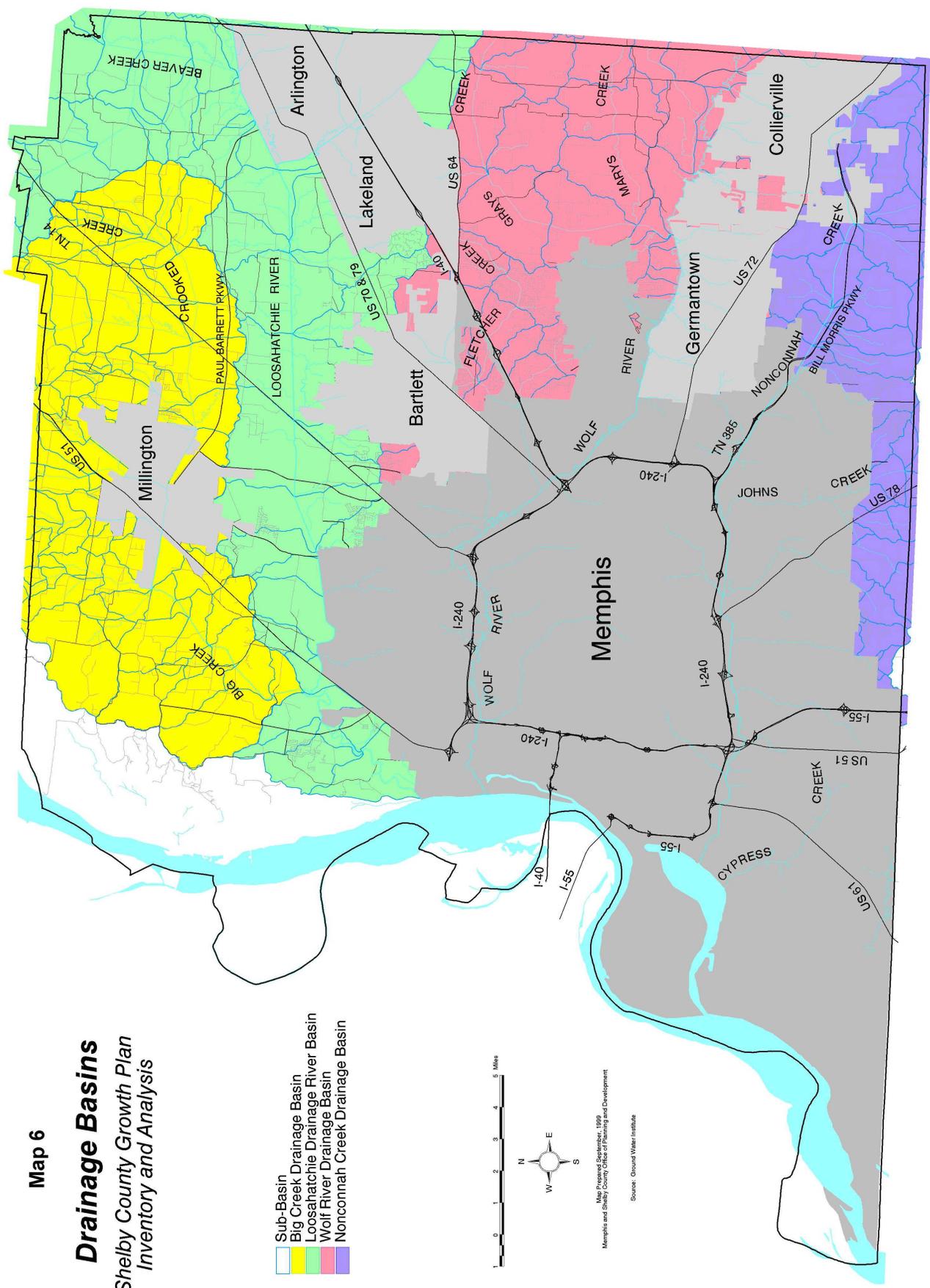


Map 6

Drainage Basins

Shelby County Growth Plan
Inventory and Analysis

- Sub-Basin
- Big Creek Drainage Basin
- Loosahatchie Drainage River Basin
- Wolf River Drainage Basin
- Nonconnah Creek Drainage Basin



Map Prepared September, 1999
Memphis and Shelby County Office of Planning and Development
Source: Ground Water Institute

Land Use and Community Facilities

An analysis of current conditions, adopted policies and future trends concerning land use and community facilities is necessary to determine where and when urban development should occur. In analyzing the built environment this report considers the following factors:

- Current Land Use Inventory
- Recent Zoning Decisions and Land Development Trends
- Transportation Policies and Plans
- Community Facilities
- Existing and Planned Sewer Service

Current Land Use Inventory – Land use in unincorporated Shelby County was analyzed based on data provided by the Shelby County Assessor of Property. For the purposes of this analysis, land use was broken down into 6 major categories: residential, commercial, industrial, recreation and open space, public/quasi-public and exempt land. Residential land use was further divided into 5 sub-categories determined by density of use. These categories ranged from high density (less than one acre lots) to agriculture-residential (parcels of more than 10 acres, in pasture or cropland with a residence).

In general, urban densities are currently located within areas that are served with sewers by the City of Memphis and the suburban municipalities. Two to four acre lot residential developments dominate the new development patterns in east central Shelby County. Somewhat more dense developments, less than 2 acre lots, are characteristic of the southeast portion of the County. Commercial and industrial development dominates the south central portion of Shelby County near Highway 78 and Shelby Drive and along Highway 51 between Memphis and Millington.

Farms and very low density residential uses dominate the land use in the furthest northeast and northwest areas of the County.

Map 7 shows current land use.

Zoning and Planned Developments – Development in unincorporated Shelby County is regulated through the joint Memphis and Shelby County Zoning and Subdivision regulations. Zoning and planned development recommendations are made by the Memphis and Shelby County Land Use Control Board and forwarded to the Shelby County Board of Commissioners and within its extraterritorial jurisdiction, the Memphis City Council for approval.

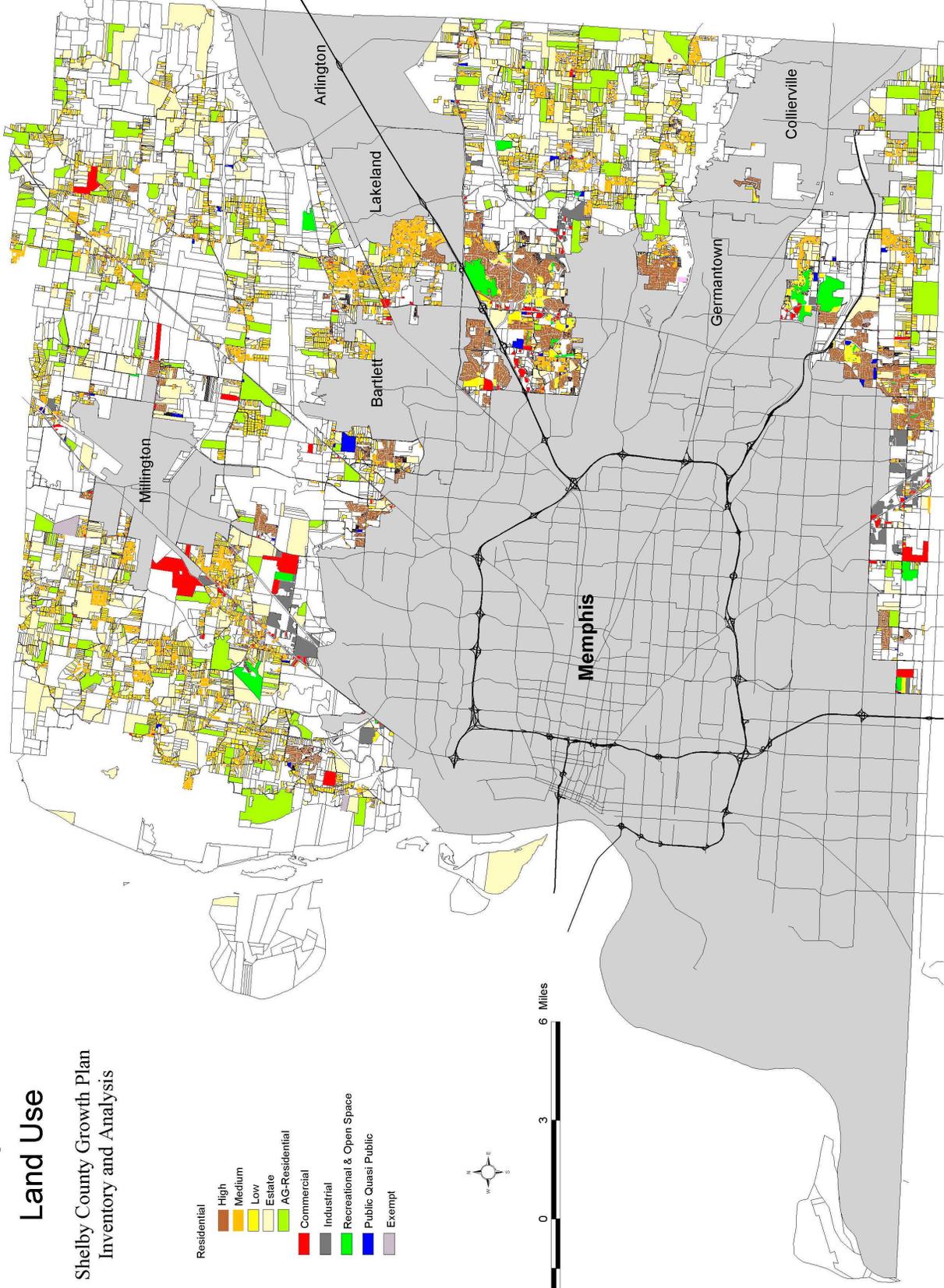
Planned developments are the dominant type of land use control, particularly in the east central portion of the County. Planned developments are designed to allow flexibility for development and are generally based on density and intensity of use. They can combine

Map 7

Land Use

Shelby County Growth Plan
Inventory and Analysis

- Residential
 - High
 - Medium
 - Low
 - Estate
 - AG-Residential
- Commercial
- Industrial
- Recreational & Open Space
- Public Quasi Public
- Exempt



(Source: Shelby County Assessor's 1995 Data)

several types of land uses (commercial, residential and/or industrial) or only be comprised of one category.

In Shelby County, agricultural zoning is generally considered a holding zone for future development. This is particularly true on tracts of land in the path or on the fringe of urban development. Agriculturally zoned land in the unincorporated County permits many uses of a commercial and industrial nature not generally compatible with residential development.

Transportation – Transportation policy for major roadways and transitways is guided by the Metropolitan Planning Organization (MPO). The MPO is led by the Governors of Tennessee and Mississippi and oversees transportation decision-making for all of Shelby County, the western portion of Fayette County and the northern portion of DeSoto County, Mississippi. All municipal mayors are members of the MPO as well as the Mayor of Shelby County.

The MPO policies for Shelby County were first set forth in the 1960's and have changed little since that time. Policies that set the alignment of major roads are important to the future development of the County because the major arterial roadways are the chief means of moving people to jobs and services. Transportation policies, coupled with sewer and other infrastructure extensions, generally determine density of development.

Priority One roads are those major roads that are scheduled to be built within the next 10 years. Priority Two roads are scheduled to be built within the next 10 to 20 years. The major concentrations of these two types of roads are in the eastern and southeastern parts of Shelby County.

The major Priority One roadway that will be the chief determinant of future land use is what is termed the "Outer Loop". This roadway encircles the County connecting Nonconnah Parkway on the south with an improved north-south Collierville-Arlington Road on the extreme eastern edge of the County to Paul Barrett Parkway that traverses the northern part of the study area. With the construction of this major artery and the introduction of planned sewer service, development in eastern Shelby County and western Fayette County will occur rapidly.

Two other major land use determinants are the planned light rail corridors and the development of I-69. There are two light rail corridors planned. The first will connect Memphis with Germantown, Collierville and Fayette County to the east, and the second will connect Memphis with Millington and Tipton County to the north and DeSoto County to the south. Interstate 69 is a major highway that will run directly through Memphis from Canada to Mexico. The exact route of the roadway in Shelby County has not been determined. However, it will take one of two routes that encircle the County.

Transportation Impacts are shown on Map 8.

Community Facilities – Overseen by the Shelby County Conservation Board, the County maintains 53 park and recreation sites in the unincorporated area. These range from passive greenbelt properties to urban level parks and playgrounds. There are 18 developed park sites. New recreation facilities are being designed as neighborhood parks. They are built to serve higher density residential developments.

County schools and libraries are located or planned to be located near existing concentrations of population in the southeast, east and north parts of the County. Schools are built as the population density increases and demand for classroom space warrants.

Eight fire stations are currently serving the unincorporated area. The annexation of the Hickory Hill area by the City of Memphis left the County Fire Department with a difficult area to serve west of Riverdale Road in the southern part of the County. With the ratification of the Memorandum of Agreement covering the annexation reserve agreements, the City of Memphis has agreed to provide fire service in this area in exchange for the County fire fees collected from the area's residences and businesses.

Shelby County provides no utility services to residents of the unincorporated area. The County recently sold its existing water system to Memphis Light, Gas and Water (MLGW). MLGW provides all other utilities to County residents.

Shelby County has an aggressive program of road construction, maintenance and bridge repair to keep pace with the rapid development in its unincorporated area. The County works in conjunction with the seven municipalities to construct and improve roadways that span corporate boundaries into the unincorporated area.

Existing and planned community facilities in the unincorporated County are shown on Map 9.

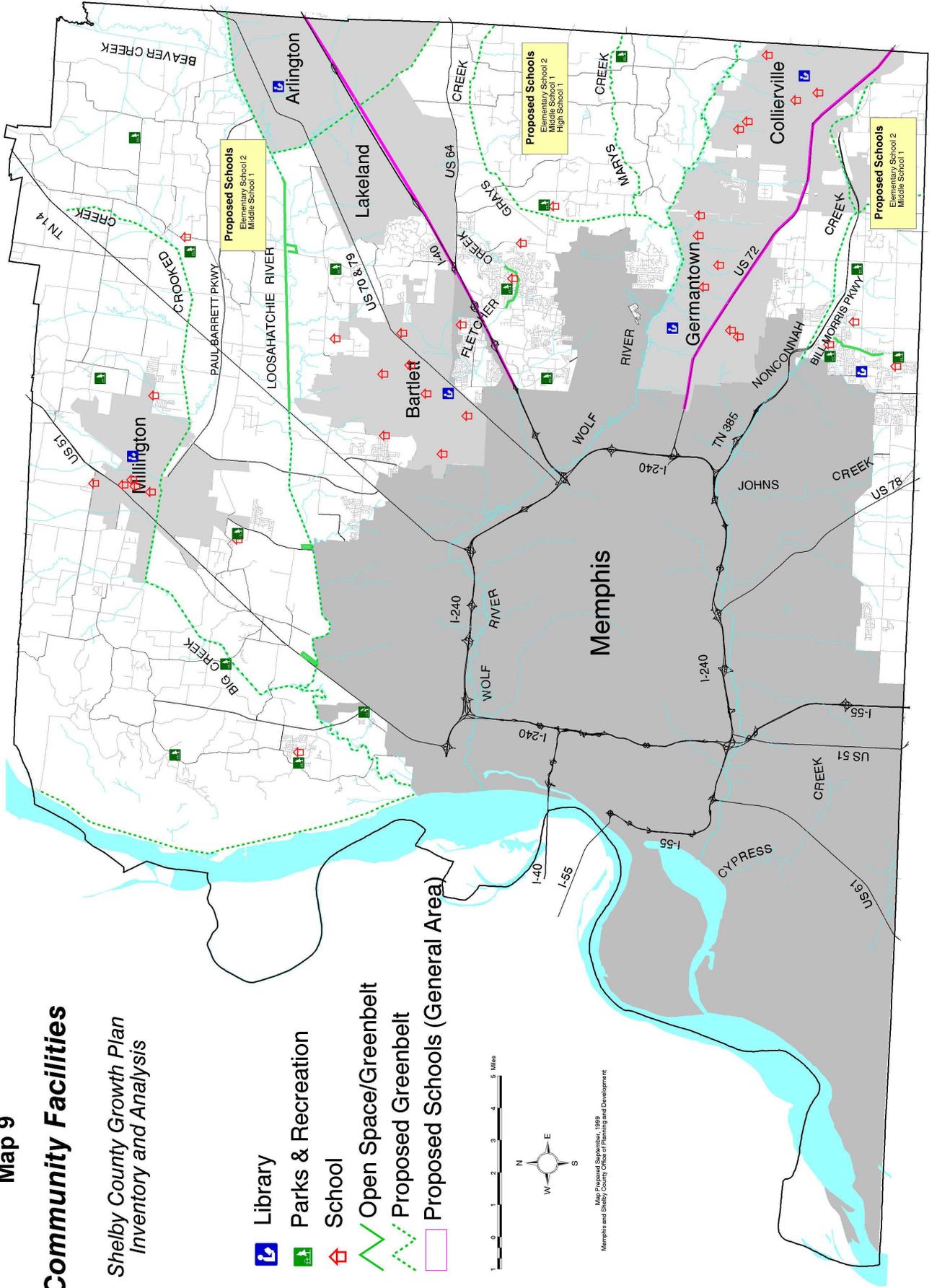
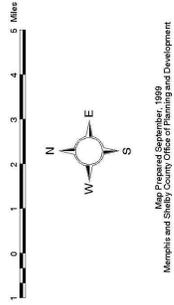
Sanitary Sewers – Sanitary sewers and major road construction are the prime determinants of high density development. The extension of sanitary sewers allows areas that are undeveloped or developed at low density to be developed into higher density communities. At present all municipalities in Shelby County provide sewer service within their corporate limits. The City of Memphis serves major portions of the unincorporated County with sewers. Collierville, Bartlett, Millington and Arlington either provide service to their fringe areas or have major sewer extension planned and under construction. Each municipality will extend service to their urban growth area as construction takes place.

A major policy determinant for sewer extension is the Balanced Growth Plan. This agreement between the City of Memphis and Shelby County was entered into in 1996 and provides for the planned extension of sewers into the Gray's Creek sewer basin by the City of Memphis. In return, Shelby County has committed to provide \$2,000,000 over four years to spur redevelopment in the inner city of Memphis. The City of Memphis has

Map 9 Community Facilities

Shelby County Growth Plan
Inventory and Analysis

-  Library
-  Parks & Recreation
-  School
-  Open Space/Greenbelt
-  Proposed Greenbelt
-  Proposed Schools (General Area)



a plan for extending sewers in the Gray’s Creek area by systematically opening drainage sub basins over the next 15 years.

At present, the only areas not served or planned to be served with sewer service are located in the northeastern and northwestern areas of the County.

Existing and planned sewer extensions are shown on Map 10.

Population and Economic Analysis

An analysis of population and economic trends is the final component of this phase of the planning process. The location of jobs and businesses and the economic growth that results from them in many cases determines where people will choose to live. This analysis considers the following factors:

- Population Projections
- Construction trends
- Economic Growth

Population Projections – The current population estimate for Shelby County as a whole is 869,379. Based on projections compiled by the MPO, the University of Tennessee and the municipalities of Shelby County, the Shelby County Coordinating Committee adopted a 20 year population estimate of 1,106,570. Projected populations for the communities of Shelby County are based on their best estimates of future urban growth boundaries and a continued policy of aggressive annexation. Current population estimates and 20 year projections are shown in the table below.

1999 Estimates and 2020 Projections of Population

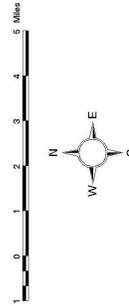
Jurisdiction	Current MPO Estimate 1999	Coordinating Committee 2020 Projection	Percent Growth
Arlington	2,000	32,000	1500%
Bartlett	40,000	60,000	50%
Collierville	32,500	49,200	51%
Germantown	39,279	46,500	18%
Lakeland	5,600	25,000	346%
Millington	13,000	28,000	115%
Memphis	644,000	848,451	32%
Unincorporated County	93,000	17,459	-98%
Total	869,379	1,106,610	27%

Map 10

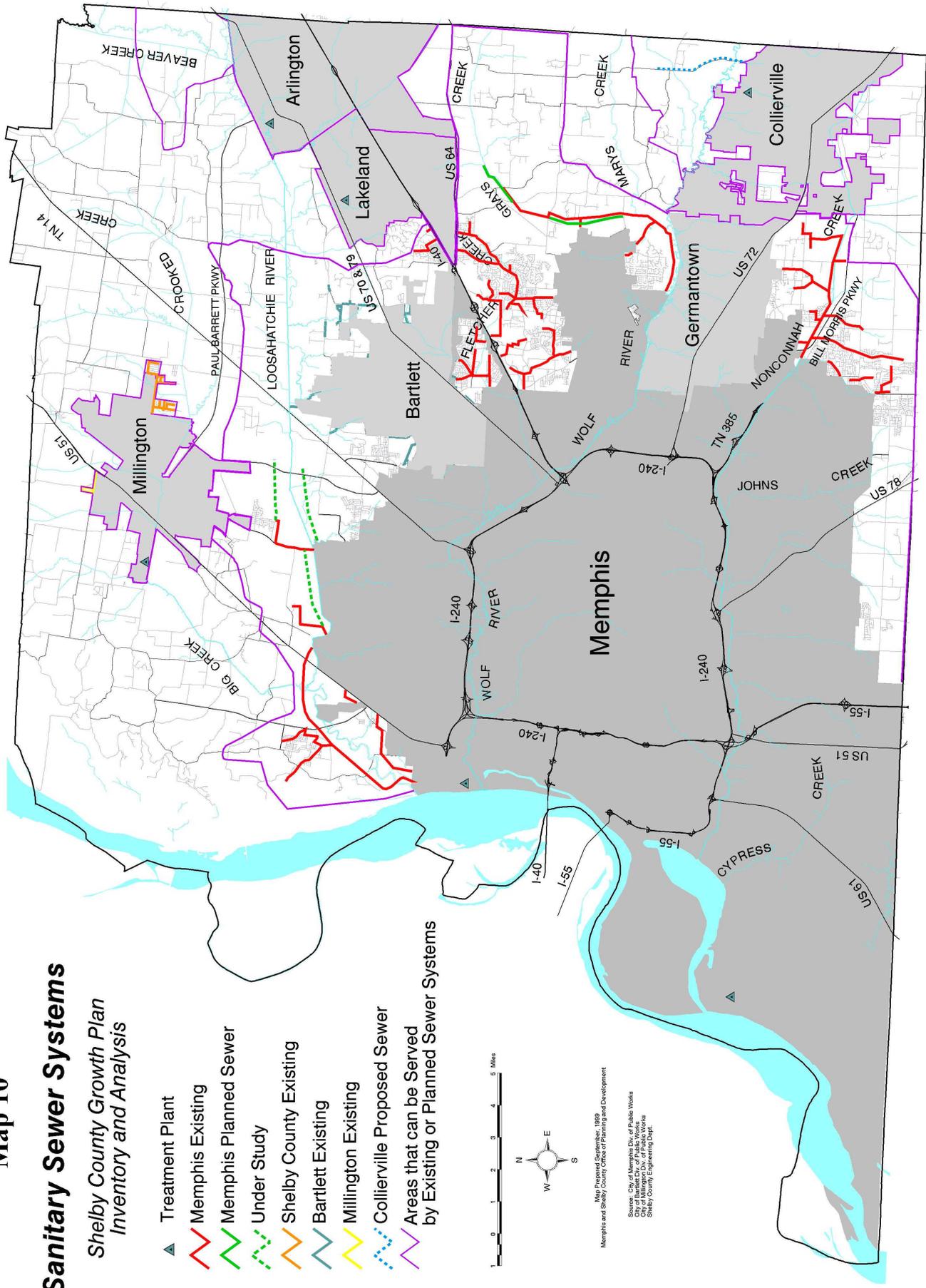
Sanitary Sewer Systems

Shelby County Growth Plan
Inventory and Analysis

- ▲ Treatment Plant
- ▬ Memphis Existing
- ▬ Memphis Planned Sewer
- ▬ Under Study
- ▬ Shelby County Existing
- ▬ Bartlett Existing
- ▬ Millington Existing
- ▬ Collierville Proposed Sewer
- ▬ Areas that can be Served by Existing or Planned Sewer Systems



Map Prepared September, 1989
Memphis and Shelby County Office of Planning and Development
Source: City of Memphis Div. of Public Works
City of Bartlett Div. of Public Works
Shelby County Engineering Dept.



Overall, it is expected that the County will gain about 27% population over 20 years. The data shows that Arlington and Lakeland expect to make major gains in population over the next 20 years. Arlington predicts that it will gain 30,000 persons over the next 20 years, a growth rate of almost 1500% for the study period. Lakeland also is aggressive in its projection, expecting to add 19,400 persons.

Millington expects to more than double its current population by gaining 15,000 residents. Millington's growth rate is expected to be about 115%. Bartlett and Collierville each predict growing at a lesser rate of about 50% over the planning period. Memphis expects overall growth of about 32% or just over 200,000 persons. Germantown because of its small reserve area compared to the rest of the municipalities expects to gain about 18% over 20 years, or about 7,200 residents.

The Shelby County Coordinating Committee expects the unincorporated County's population to drop to about 17,500 from a 1999 estimate of 93,000 at the completion of the 20 year planning period due to annexation by the municipalities.

The demographic data indicates that the highest residential densities will occur in the east central, southern and southeastern portions of the County. The corridor between Highway 51 and Covington Pike from the Memphis City limits to the Tipton County line will also experience a significant increase in population density. It is expected that the area west of Highway 51 and the northeastern portion of the County will support populations of less density.

Map 11 illustrates current and projected density of population.

Building Trends – Another indicator of development trends is the issuance of building permits. Building permits issued by the Memphis and Shelby County Construction Code Enforcement Office were analyzed for the last five years. The data indicates and the trends support increased levels of residential development in the east central area of the County – more than double the percent of the next most active area.

The Gray's Creek basin has seen the most permit activity, 46% of all permits issued over the study period. The southeastern area, below Collierville and Germantown captured 26% of all activity, while the area immediately north of Bartlett, Lakeland and Arlington accounted for 22% of all residential permits. The area just north of Memphis and south of Millington accounted for 8% of the total.

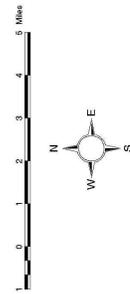
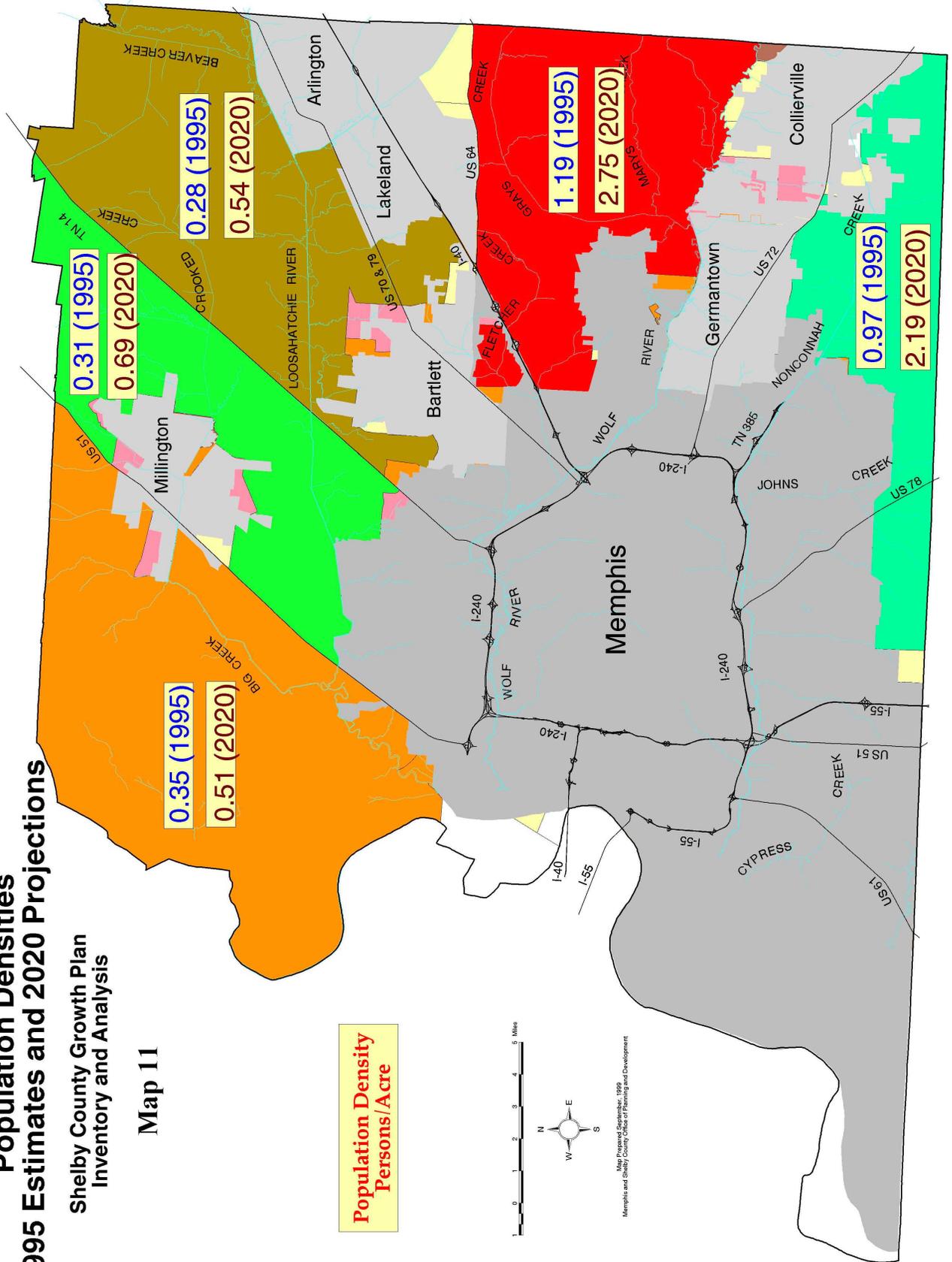
Economic Growth – The location of major employment centers contributes to where people choose to live. Shelby County has experienced tremendous economic growth over the past 10 years. Continued aggressive policies to attract and retain business and industry by all of the local governments and chambers of commerce will help ensure that the economy continues to thrive.

Population Densities 1995 Estimates and 2020 Projections

Shelby County Growth Plan
Inventory and Analysis

Map 11

Population Density
Persons/Acre



Map Prepared September, 1999
Memphis and Shelby County Office of Planning and Development

Over the next 20 years employment centers will continue to move eastwardly and southeastwardly in Shelby County. Current initiatives that indicate that this trend will continue include: the Southeast Industrial Corridor, which is planned to attract major new industry to the area just south of the current Memphis City limits; the Technology Corridor which extends eastward from the Memphis City limits in the area generally served by Bill Morris Parkway through Germantown to Collierville; the redevelopment and reuse of the Millington Naval Air Station; the active pursuit of technological industry by the City of Bartlett; the development of the Arlington industrial park; and, the planned major business and industrial park on Highway 64 in the Gray's Creek basin.

Map 12 shows the location of existing and planned employment centers.

Map 12 Employment Centers

Shelby County Growth Plan
Inventory and Analysis

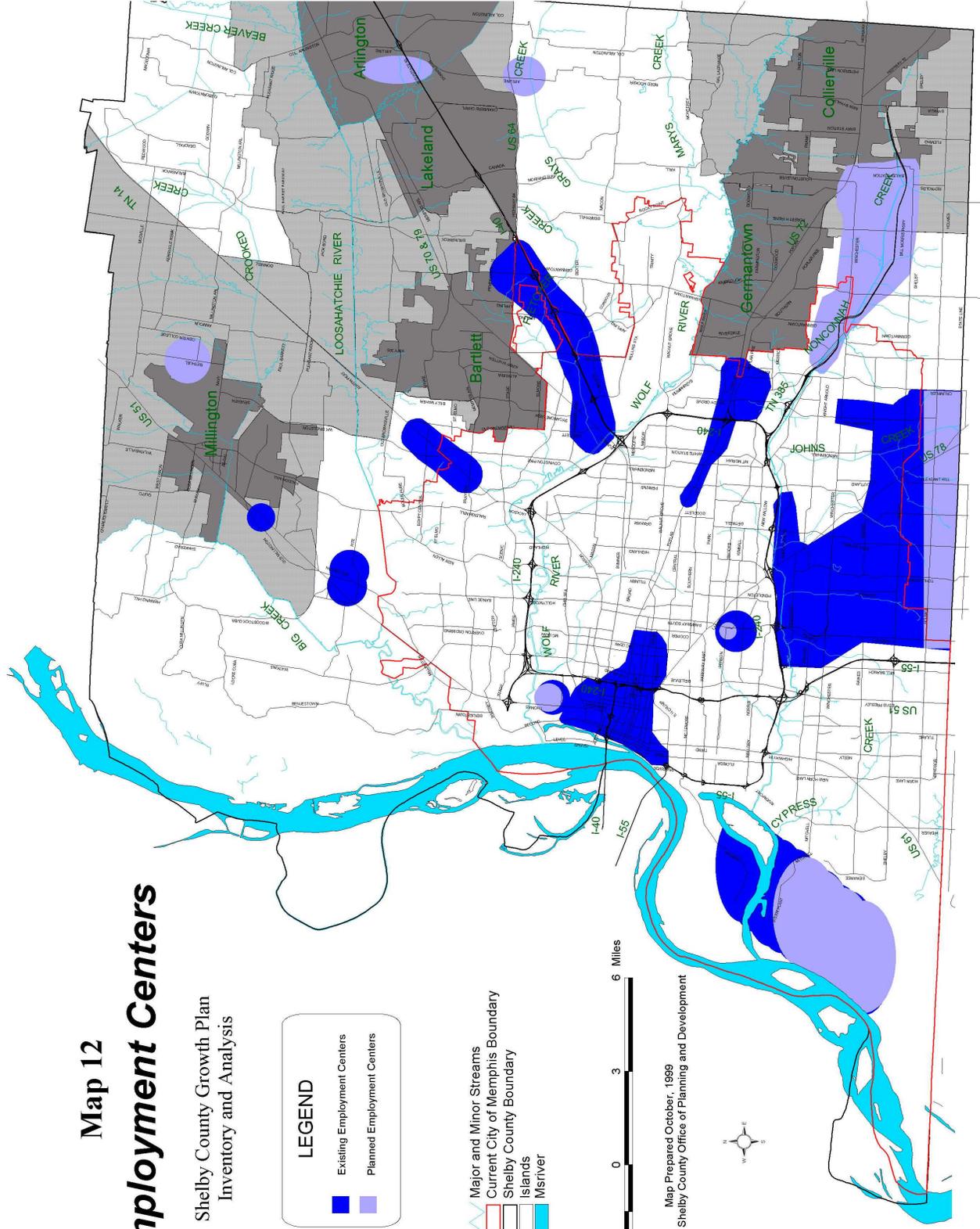
LEGEND

- Existing Employment Centers
- Planned Employment Centers

- Major and Minor Streams
- Current City of Memphis Boundary
- Shelby County Boundary
- Islands
- Msriver



Map Prepared October, 1999
Memphis and Shelby County Office of Planning and Development



Recommendations for Planned Growth and Rural Areas

Shelby County holds a unique position in the State of Tennessee in regard to the implementation of Public Chapter 1101. With the ratification of the Memorandum of Agreement defining annexation reserve areas for each municipality, Shelby County has a sound basis for determining its Growth Plan.

Shelby County is an urban county. County government has a history of providing urban services to its unincorporated area much as municipalities provide those services within their borders. Chapter 1101 allows for increased levels of fees and taxes to be charged within planned growth areas, provided that the services that the County delivers are of a higher level than those delivered in rural areas.

Planned Growth Areas

Planned growth areas are to be included in a county's growth plan when the need arises to accommodate major new town development and/or business/industrial parks at a distance of several miles from an existing municipality and at a location to which a municipality could not feasibly extend services. The designation of a planned growth area should be used to satisfy demand which is clear and compelling because of location factors and market conditions.

The intention of the law is that municipal governments extend services to their urban growth areas in anticipation of annexation. Until such time as a municipality is prepared to annex into a planned growth area or the area was developed in a high enough density to incorporate on its own, the County would be required to provide urban services.

This is not the case in Shelby County. Shelby County Government already provides urban services to all of the unincorporated area at virtually the same level.

The County has an aggressive program of road construction and maintenance. It funds the Shelby County school system which in turn builds and operates schools in those areas where the density of development has reached a level where service is mandated. Shelby County provides schools within all suburban municipalities and is a major funding source for the City of Memphis school system. The County acquires, maintains and operates parks and recreation areas throughout the County. It acquires parkland ahead of development and turns the operation of parks over to municipalities when annexation occurs. Fire service in the unincorporated County is generally provided at the same level systemwide.

As a result of this analysis the designation of planned growth areas is not appropriate in Shelby County. The seven municipal governments in Shelby County provide ample capacity to support urban growth within their annexation reserve areas.

In making the recommendation for not designating planned growth areas, extensive analysis and attention was given to east central area of Shelby County, generally known as the Gray's Creek basin. The analysis shows that adopted programs and policies of Shelby County, the City of Memphis, the Town of Collierville and the Metropolitan Planning Organization dictate that this area be set aside for urban growth. The planned extension of Memphis and Collierville sewers to this area will allow for urban densities. The dominance of Priority One major roads in the area, particularly the development of the outer loop roadway and the east-west connecting roads, is the second major factor in opening up this area to urban development.

Analysis of environmental factors shows that the east central area can, and is, supporting expansion of urban development. Building activity and employment centers are drawing new residents much more quickly than other parts of Shelby County.

In addition, the continued trend toward urban level development along the western boundary of Fayette County will place added pressure on this area of the County. (Fayette County has indicated to the Shelby County Coordinating Committee that the area of the County adjacent to Shelby County will be designated as urban growth.)

Therefore, territory within the Gray's Creek basin does not meet the criteria for planned growth or rural designation under Chapter 1101. The development of this area in a manner appropriate to its character should be controlled by the adoption of the Gray's Creek Plan and other land use controls tools such as design controls, an aggressive tree ordinance, intensive billboard regulation and an active program of greenway acquisition by local government.

Rural Areas

The area in the northeast sector of Shelby County shown on Map 1 as "Not Reserved" should be designated as a rural area. It is overwhelmingly rural in character, supporting large farming operations, open space and concentrations of forested areas.

However, some slight adjustments should be made to the boundaries of the areas that were defined as a result of the Memorandum of Agreement. The boundaries should be adjusted to conform to the drainage sub-basins of the Loosahatchie River. This will have minimal impact on the proposed urban growth boundaries of Lakeland and Arlington. It would not affect the annexation reserve agreements.

The second major area that is recommended for designation as a rural area is in the northwest sector of the County. Shelby Forest, which by definition is wholly rural in character, dominates the area. It is the recommendation that all of the area contained within the direct Mississippi River sub-basin north of the Memphis City limits to the Tipton County line, and the most northerly sub-basin of Big Creek be designated as rural.

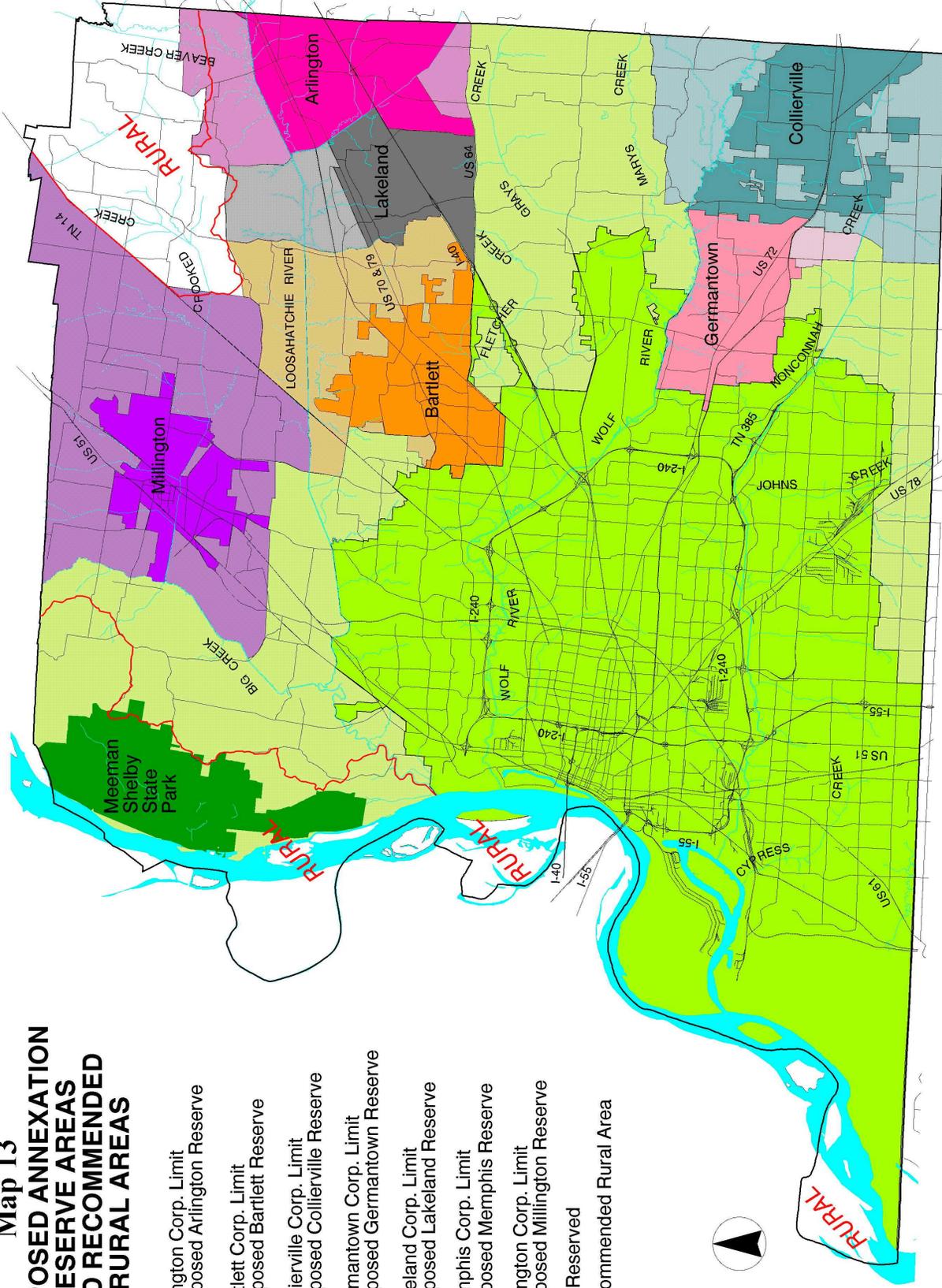
In addition, the islands in the Mississippi River not within Memphis' current City Limits should be set aside as rural areas.

The recommended rural areas will comprise approximately 94 square miles, about 13% of the total land area of Shelby County.

Rural Areas are shown on Map 13.

Map 13
PROPOSED ANNEXATION
RESERVE AREAS
AND RECOMMENDED
RURAL AREAS

-  Arlington Corp. Limit
-  Proposed Arlington Reserve
-  Bartlett Corp. Limit
-  Proposed Bartlett Reserve
-  Collierville Corp. Limit
-  Proposed Collierville Reserve
-  Germantown Corp. Limit
-  Proposed Germantown Reserve
-  Lakeland Corp. Limit
-  Proposed Lakeland Reserve
-  Memphis Corp. Limit
-  Proposed Memphis Reserve
-  Millington Corp. Limit
-  Proposed Millington Reserve
-  Not Reserved
-  Recommended Rural Area



Implementation Considerations

The designation of rural areas as a component of the Shelby County Growth Plan is only a first step. The most critical phase lies ahead. Implementation of the Growth Plan and, more importantly, wise management of growth are the keys to ensuring that Shelby County will continue to be an attractive place to live in future years.

Issues that need to be addressed over the next several years include, but are not limited to:

- Resolving extra-territorial jurisdiction issues among all local governments.
- Examining and adopting zoning and subdivision regulations in urban growth areas that are acceptable to both the County and each of the seven municipalities.
- Adopting and implementing a strong tree ordinance for new developments.
- Adopting and implementing a strong billboard ordinance.
- Adopting and implementing a policy to preserve pockets of prime agricultural land and forested land outside of the designated rural areas.
- Actively continuing a program to acquire floodway and floodplain lands to set aside as greenways.
- Examining alternative methods of paying for infrastructure which benefits new development, by adopting such policies as impact fees on a Countywide basis.
- Developing and implementing small area plans that address issues and concerns specific to unincorporated neighborhoods of the County.
- Continuously reviewing and updating policies that affect residents Countywide, such as the Major Road Plan and sewer extension policies, refining them to fit the needs of our residents.

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