

**ENERGY USE**

**ISSUE:** Inefficient design, construction practices and other public policies based on inexpensive energy supplies contribute to the excessive consumption of energy.

**GOAL:** Promote land development practices and public policies which encourage the efficient use of energy.

**POLICY 30:** ENERGY CONSERVING TECHNIQUES THROUGH SITE LAYOUT AND DESIGN WILL BE ENCOURAGED FOR FUTURE DEVELOPMENT.

**STRATEGY:**

30.1 Provide incentives in the zoning ordinance and subdivision regulations for energy conserving features such as lot orientation and landscaping to shade buildings.

Agency: OPD

30.2 Investigate incorporating solar access techniques into zoning and building codes.

Agency: OPD

**POLICY 31:** USES ALONG MAJOR STREETS WILL BE DESIGNED TO FACILITATE TRAFFIC FLOW, THEREBY REDUCING ENERGY USED IN TRANSPORTATION.

**STRATEGY:**

31.1 Develop District Plans which contain designs for energy efficient traffic movement within commercial and office areas.

Agency: OPD

31.2 Encourage the construction of interconnecting parking lots and service roads in all commercial districts.

Agency: OPD

**POLICY 32:** LOCAL, STATE AND FEDERAL GOVERNMENT PROJECTS AND PROGRAMS WILL BE EVALUATED TO IDENTIFY THEIR ENERGY IMPACT.

**STRATEGY:**

32.1 Analyze the energy impact of projects in the Capital Improvement Program, Local Project Notification and Review System, and the A-95 review process.

Agency: OPD, each agency making CIP proposals, MATCOG

**LAND USE PATTERN**

**ISSUE:** Characteristics of the land use pattern such as strip commercial development and residential sprawl create a costly and inefficient urban environment.

**GOAL:** Promote an urban pattern that provides for the safe and efficient movement of people and goods, reduces conflicts among land uses and protects the local natural environment.

**POLICY 33:** PUBLICLY FUNDED URBAN LEVEL SERVICES WILL NOT BE PROVIDED OUTSIDE THE URBAN SERVICE BOUNDARY AS DESIGNATED ON THE MEMPHIS 2000 PLAN MAP.

**STRATEGY:**

33.1 Review the Capital Improvement Program to ensure that urban services are not prematurely extended beyond the boundary with public funds.

Agency: OPD, City and County CAOs

33.2 Ensure that responsibility for cost of services for development outside the boundary will be borne by the development.

Agency: MDPW, SPWD

**POLICY 34:** THE URBAN SERVICE BOUNDARY WILL BE EXPANDED WHEN THE NEED FOR THE EXTENSION OF ALL URBAN SERVICES IS PROVEN TO BE COST EFFECTIVE.

**STRATEGY:**

34.1 Evaluate the cost of all urban level facilities and services which will be required by an extension of the Urban Service Boundary through a cost-benefit analysis.

Agency: OPD

34.2 Require that an expansion of the Urban Service Boundary be approved by the City Council and/or the County Commission.

Agency: City and County Legislative Bodies

**POLICY 35:** THE DESIRED LAND USE PATTERN WILL BE PRODUCED BY PROVIDING ACCESS AT THE APPROPRIATE SITE THROUGH THE TRANSPORTATION SYSTEM.

**STRATEGY:**

35.1 Revise the Major Road Plan to include a hierarchy of classifications which will be used to differentiate between the access needs of different land uses.

Agency: OPD, MPO

35.2 Identify and monitor railroad and navigable waterway access, classify railroads according to level of access and initiate appropriate land use adjustments.

Agency: OPD

**POLICY 36:** PUBLIC TRANSPORTATION AND INEFFICIENT STRIP COMMERCIAL AREAS WILL BE IMPROVED ALONG THE DESIGNATED TRANSITWAYS (ELVIS PRESLEY, LAMAR, POPLAR-UNION, SUMMER, JACKSON, DANNY THOMAS, HIGHLAND, HIGHWAY 61) BY ENCOURAGING THE REDEVELOPMENT OF THESE COMMERCIAL AREAS FOR HIGH DENSITY LAND USES UTILIZING A MIXED USE DISTRICT.

**STRATEGY:**

- 36.1 Investigate the feasibility of a Mixed Use District for the redevelopment of existing strip commercial areas and for future development, to be adopted as part of the zoning ordinance.  
Agency: OPD
- 36.2 Develop performance standards for access, parking, signs, landscaping and other factors to ensure the compatibility of the mixed uses within the District.  
Agency: OPD
- 36.3 Develop criteria for the Mixed Use District including a minimum lot size and density and a required variety of uses to make the strip commercial areas more efficient and make transit more self-supporting.  
Agency: OPD
- 36.4 Establish inducements such as tax incentives, low interest loans and technical design assistance to be offered for redevelopment of inefficient strip commercial areas in Mixed Use Districts.  
Agency: OPD, HCD, City CAO
- 36.5 Upgrade public facilities in areas along the Transitways as higher densities occur.  
Agency: All facility-providing agencies
- 36.6 Periodically study transit routes and alter those necessary to reinforce and serve higher densities along Transitways.  
Agency: MATA, OPD

**POLICY 37:** THE I-240 INTERSTATE BELTWAY WILL BE DESIGNATED THE TRANSITWAY CONNECTOR, AND WILL FUNCTION AS THE MAJOR TRANSPORTATION ROUTE CONNECTING TRANSITWAYS AND INTERCHANGES. APPROPRIATE INTERCHANGES WILL BE DESIGNATED AS HIGH INTENSITY MIXED USE DISTRICTS.

**STRATEGY:**

- 37.1 Encourage the use of the Interstate Connector to link Transitways.  
Agency: OPD, MATA
- 37.2 Develop performance standards for access, parking, signs, landscaping and other factors for compatibility within the District as well as to adjacent land uses at the interchange.  
Agency: OPD
- 37.3 Prepare a study to determine appropriate locations for Mixed Use Districts along the Transitway Connector.  
Agency: OPD

**POLICY 38:** DESIGNATED URBAN CENTERS WILL BE AT CENTRALIZED LOCATIONS FOR PROVIDING A VARIETY OF SERVICES IN CLOSE PROXIMITY TO THEIR SERVICE POPULATION AND WILL BE DEVELOPED WITH A MIXTURE OF RESIDENTIAL, COMMERCIAL, GOVERNMENTAL AND OFFICE USES, EMPHASIZING INTERNALLY ORIENTED DESIGN AND HIGHER DENSITIES. EXISTING URBAN CENTERS, LOCATED AT CBD-MEDICAL CENTER, RALEIGH SPRINGS CENTER, WHITE STATION/LAURELWOOD CENTER, HICKORY HILL CENTER AND WHITEHAVEN/SOUTHLAND CENTER, ARE DELINEATED BY EXISTING COMMERCIAL AND OFFICE ZONING AND MAY BE EXPANDED.

**STRATEGY:**

- 38.1 Provide density and other incentives for developing internally oriented mixed uses within Urban Centers.  
Agency: OPD
- 38.2 Provide incentives to property owners when they incorporate transit stops, shelters, and park-and-ride facilities into their site designs.  
Agency: OPD
- 38.3 Provide technical assistance for coordinating adjacent uses and assisting developers in integrating their site design into the Urban Center concept.  
Agency: OPD
- 38.4 Encourage the use of the Planned Development Regulations implementing the Urban Center concept.  
Agency: OPD

**POLICY 39: AN URBAN CENTER WILL BE DESIGNATED IF IT MEETS THE FOLLOWING CRITERIA:**

- A. Located at the intersection of a Transitway and a major road.
- B. Includes a Regional Center with a minimum of 750,000 square feet.
- C. Has a potential for expanding in either area or density.

**STRATEGY:**

- 39.1 Evaluate the existing Urban Centers in District Plans for areas of potential expansion and identify areas for density increases.  
Agency: OPD
- 39.2 Review and coordinate the provision of governmental services to reinforce the Urban Center.  
Agency: OPD

**POLICY 40: THE DESIGNATED REGIONAL CENTERS ARE THE POPLAR PLAZA, NORTHGATE, SOUTHGATE AND THE MALL OF MEMPHIS AREAS AND ADDITIONAL CENTERS WILL BE DESIGNATED IF THE FOLLOWING CRITERIA ARE MET:**

- A. Located on a major road and served by at least two major roads.
- B. Serve a minimum of 100,000 persons or a 3 mile radius.
- C. Have sufficient land to provide for at least 300,000 square feet of off-street office, commercial and service uses.

**STRATEGY:**

- 40.1 Prepare and adopt District Plans which identify appropriate locations and determine boundary guidelines for Regional Centers and their surrounding uses.  
Agency: OPD

**POLICY 41: COMMUNITY CENTERS WILL BE DESIGNATED IF THE FOLLOWING CRITERIA ARE MET:**

- A. Served by at least two major roads.
- B. Serve approximately 40,000 people as determined by land use projections or have a service radius of approximately 1.5 miles.
- C. Have sufficient land to provide for at least 100,000 square feet of off-street office, commercial and service uses.

**STRATEGY:**

- 41.1 Prepare and adopt District Plans which identify appropriate locations and determine boundary guidelines for Community Centers and their surrounding uses.

Agency: OPD

**POLICY 42: NEIGHBORHOOD CENTERS WILL BE DESIGNATED IF THE FOLLOWING CRITERIA ARE MET:**

- A. Served by at least two major roads.
- B. Serve approximately 5,000 people as determined by land use projections or have a service radius of approximately 1/2 mile.
- C. Have sufficient land to provide for at least 30,000 square feet of off-street commercial and office uses.

**STRATEGY:**

- 42.1 Use District Plans to identify appropriate locations and determine boundary guidelines for Neighborhood Centers.

Agency: OPD

- 42.2 Utilize the Planned Development Regulations process for commercial uses in designated Neighborhood Centers to give more flexibility in the site design and to protect adjacent neighborhoods.

Agency: OPD

**POLICY 43: CONVENIENCE CENTERS WILL BE DESIGNATED IF THE FOLLOWING CRITERIA ARE MET:**

- A. Served by at least a collector and a major road.
- B. Serve approximately 2,500 persons as determined by land use projections or have a service radius of approximately 1/4 mile.
- C. Have sufficient land to provide for at least 2,500 square feet of retail space.

**STRATEGY:**

- 43.1 Designate appropriate locations and determine boundary guidelines for Convenience Centers in District Plans.

Agency: OPD

**POLICY 44: COMMERCIAL AND INDUSTRIAL REZONING WILL BE ENCOURAGED TO USE THE PLANNED DEVELOPMENT PROCESS.**

**STRATEGY:**

44.1 Structure application fees to make Planned Developments less expensive and more attractive for use by developers.

Agency: OPD

**POLICY 45:** STRIP COMMERCIAL DEVELOPMENT WILL NOT BE ALLOWED TO SPREAD BEYOND PARCELS WHERE IT ALREADY EXISTS IN ITS PRESENT FORM.

**STRATEGY:**

45.1 Revise the Major Road Plan to include a hierarchy of classifications, one of which will allow highway commercial development.

Agency: OPD, MPO

45.2 Approve rezoning proposals containing commercial land uses only within the boundaries of Urban, Regional, Community, Neighborhood and Convenience Centers and within the designated Mixed Use Districts, or on those Major Roads designated for commercial development.

Agency: LUCB, City and County Legislative Bodies

**POLICY 46:** REDEVELOPMENT OF EXISTING STRIP COMMERCIAL AREAS WILL BE ENCOURAGED.

**STRATEGY:**

46.1 Prepare plans and provide technical assistance for redevelopment of strip commercial areas.

Agency: OPD

46.2 Coordinate the provision of on-site public utilities and facilities when commercial areas are developed or redeveloped to obtain a more efficient and pleasing streetscape.

Agency: OPD, MDPW, SPWD

46.3 Revise the zoning ordinance to require a minimum frontage of 60 feet for any commercial rezoning.

Agency: OPD

**POLICY 47:** INSTITUTIONS SUCH AS SCHOOLS, UNIVERSITIES AND HOSPITALS, WILL BE LOCATED WITHIN APPROPRIATE DISTRICTS. EXPANSION WILL OCCUR WHERE COMPATIBLE WITH THE SURROUNDING AREAS.

**STRATEGY:**

47.1 Identify areas into which institutions can expand without encroaching into residential areas.

Agency: OPD, neighborhood associations, institutions

**POLICY 48:** RESIDENTIAL NEIGHBORHOODS WILL BE PROTECTED FROM THE ENCROACHMENT OF COMMERCIAL, OFFICE AND INDUSTRIAL REZONING. ONLY PLANNED DEVELOPMENTS WILL BE ALLOWED WITHIN RESIDENTIAL AREAS.

**STRATEGY:**

48.1 Use the District Plans to identify vacant land into which commercial and industrial uses can expand without encroaching into residential neighborhoods.

Agency: OPD

48.2 Approve rezoning proposals which locate business and industry adjacent to compatible uses.

Agency: LUCB, City and County Legislative Bodies

48.3 Utilize the Planned Development Regulations for the design of Neighborhood Centers to prevent incompatible land use situations.

Agency: OPD, LUCB, City and County Legislative Bodies

**POLICY 49: NEW RESIDENTIAL AREAS WILL BE ENCOURAGED TO DEVELOP AT HIGHER DENSITIES.**

**STRATEGY:**

49.1 Promote higher density residential development by decreasing the minimum lot size.

Agency: OPD

49.2 Promote the use of cluster housing through Planned Development Regulations.

Agency: OPD

**POLICY 50: MEDIUM TO HIGH DENSITY RESIDENTIAL USES WILL BE LOCATED ON MAJOR ROADS WITH PUBLIC TRANSIT ROUTES.**

**STRATEGY:**

50.1 Use District Plans to identify and program high density residential areas for major transit routes.

Agency: OPD

**POLICY 51: NEW RESIDENTIAL AREAS WILL CONTAIN A VARIETY OF HOUSING TYPES.**

**STRATEGY:**

51.1 Designate a variety of housing densities and types within residential areas in District Plans.

Agency: OPD

**POLICY 52: INDUSTRIAL DISTRICTS SHOULD BE LOCATED IN AREAS THAT CAN BE COST EFFECTIVELY SERVED BY ADEQUATE TRANSPORTATION AND UTILITIES.**

**STRATEGY:**

52.1 Prepare an industrial land study to identify and analyze the special land use needs of existing and future industries including acreage, public facilities and transportation access.

Agency: OPD

52.2 Revise the zoning ordinance to include a Planned Industrial District and a Campus Industrial District.  
Agency: OPD

52.3 Target public facility improvements to designated industrial districts.  
Agency: MDPW, SPWD

52.4 Revise Memphis Area Transit Authority routes to connect industrial areas to residential areas.  
Agency: MATA

**POLICY 53:** APPROPRIATE INDUSTRIES WILL BE ENCOURAGED TO LOCATE IN OLDER BUT VIABLE INDUSTRIAL DISTRICTS.

**STRATEGY:**

53.1 Identify usable vacant land and prepare industrial redevelopment plans for existing industrial areas.  
Agency: OPD

**POLICY 54:** EXISTING ZONING WILL BE REVIEWED AND EVALUATED TO DETERMINE THE EXTENT TO WHICH IT RELATES TO PROJECTED LAND USE NEEDS.

**STRATEGY:**

54.1 Review existing zoning in District Plans to ensure that it reflects appropriate needs.  
Agency: OPD

54.2 Encourage the rezoning of land not suited for use as presently zoned.  
Agency: OPD, LUCB

**POLICY 55:** ANNEXATIONS BY THE CITY OF MEMPHIS WILL BE COORDINATED WITH THE EXTENSION OF FACILITIES; THE EXTENSION OF FACILITIES TO AN UNINCORPORATED AREA WILL GIVE RESIDENTS NOTICE OF THE CITY'S INTENT TO ANNEX.

**STRATEGY:**

55.1 Review Capital Improvement Program projects and disapprove urban level facilities in areas with little potential for annexation.  
Agency: OPD, MDFA, SAFD

**POLICY 56:** ANNEXATION STUDY AREAS WILL BE DELINEATED TO REDUCE ANNEXATION OF LARGE TRACTS OF FARMLAND OR VACANT LAND.

**STRATEGY:**

56.1 Exclude large tracts of farmland or vacant land from boundaries of annexation study areas.  
Agency: OPD

**POLICY 57:** THE BOARD OF ADJUSTMENT WILL NOT GRANT USE VARIANCES.

**STRATEGY:**

- 57.1 Amend the State Enabling Legislation for Shelby County to remove the Board of Adjustment's power to grant use variances.  
Agency: Shelby County State Legislators

**URBAN DESIGN**

**ISSUE:** In many areas the quality of the living environment is degraded by the excessive number, size and location of signs, the lack of landscaping and the lack of adequate buffering or screening between conflicting land uses.

**GOAL:** Incorporate high quality design standards into site plans for land development projects.

**POLICY 58:** ENCOURAGE THE PRESERVATION OF UNIQUE URBAN DESIGN FEATURES.

**STRATEGY:**

- 58.1 Inventory unique urban design features, including distinctive vistas and landmarks.  
Agency: OPD, Memphis Landmarks Commission
- 58.2 Protect unique urban design features with appropriate techniques such as residential corridor, historic site and greenbelt designations.  
Agency: OPD

**POLICY 59:** THE LANDSCAPING OF PUBLIC AND PRIVATE PROPERTY WILL BE ENCOURAGED, PRESERVING EXISTING TREES WHERE FEASIBLE.

**STRATEGY:**

- 59.1 Identify streets for special landscape improvements.  
Agency: OPD, Memphis City Beautiful Commission
- 59.2 Landscape public property as an example and incentive to private property owners.  
Agency: Public agencies
- 59.3 Revise subdivision and zoning regulations to include performance standards to provide landscaping along the public right-of-way.  
Agency: OPD

**POLICY 60:** THE SIZE, NUMBER AND LOCATION OF SIGNS SHOULD BE REGULATED TO IMPROVE THE SAFETY AND VISUAL QUALITY OF LOCAL STREETS.

**STRATEGY:**

- 60.1 Adopt a sign ordinance to more adequately regulate the size and placement of public and private signs.  
Agency: OPD, City and County Legislative Bodies

**ARCHITECTURALLY AND HISTORICALLY SIGNIFICANT PLACES**

**ISSUE:** Architecturally and historically significant places are frequently destroyed due to deterioration, demolition or unsuitable conversion.

**GOAL:** Protect sites, buildings, and districts of architectural and historical significance.

**POLICY 61:** HISTORIC SITES WILL RECEIVE INCREASED LOCAL PROTECTION FROM DEMOLITION AND DETRIMENTAL CONVERSION.

**STRATEGY:**

61.1 Prepare an architectural and historical preservation plan.

Agency: OPD, HCD

61.2 Prepare and adopt a rehabilitation code addressing the special problems of renovation of older structures.

Agency: HCD, SCCD, OPD, MBD, SBD, MDPS, SDPS

61.3 Encourage the creation of a low-interest, revolving loan/grant pool for preservation projects.

Agency: HCD, City and County Legislative Bodies

**VACANT LAND AND UNDERUTILIZED STRUCTURES**

**ISSUE:** Improperly maintained lots and structures are unsightly, pose health hazards and can indicate the probable decline of an area.

**GOAL:** Encourage the development of vacant land and the rehabilitation of underutilized structures for purposes compatible with surrounding uses.

**POLICY 62:** THE PUBLIC WILL BE MADE AWARE OF THE AVAILABILITY OF VACANT LAND AND BUILDINGS; TAX DELINQUENT PROPERTY WILL BE ACQUIRED AND INVENTORIED FOR SALE.

**STRATEGY:**

62.1 Maintain an inventory of vacant land in Memphis and Shelby County and ensure that vacant property meets all applicable codes and standards.

Agency: OPD, MBD, SBD, MSHD, MSD, neighborhood associations

62.2 Provide technical assistance for groups and individuals in acquiring vacant lots and underutilized structures.

Agency: CCC, OPD, City and County Real Estate Offices, Chamber of Commerce

62.3 Establish a more efficient process for the collection of delinquent taxes and fees attached to property or for the acquisition of such property.

Agency: Shelby County Tax Assessor, HCD, City Treasurer, MDFA

62.4 Notify government agencies of the availability of property acquired through tax delinquency.  
Agency: City and County Real Estate Offices

62.5 Establish homesteading and lotsteading programs for the development of government acquired property.  
Agency: HCD

**POLICY 63:** INFILL OF VACANT LAND WILL BE ENCOURAGED AND PROMOTED IN THE DEVELOPED AREAS OF SHELBY COUNTY SERVED BY EXISTING AND UNDERUTILIZED FACILITIES.

**STRATEGY:**

63.1 Devise a bonus system of incentives for developing vacant land served by existing and underutilized facilities.  
Agency: OPD, Shelby County Tax Assessor's Office

**DOWNTOWN**

**ISSUE:** The scarcity of parking, inconvenient access, and property tax appraisal practices have contributed to the decline of the Memphis downtown area.

**GOAL:** Promote the redevelopment and maintenance of downtown Memphis for medium to high density office, residential, entertainment and tourism purposes.

**POLICY 64:** THE MEMPHIS DOWNTOWN WILL BE THE MAJOR URBAN CENTER IN SHELBY COUNTY AND WILL BE PROMOTED TO INCREASE EMPLOYMENT.

**STRATEGY:**

64.1 Develop a marketing program to promote downtown as the center for government, business, cultural, tourist and convention activity.  
Agency: CCC, Chamber of Commerce, Convention and Visitors Bureau

64.2 Support and assist cultural, restaurant, entertainment and other activities to locate downtown by providing land and tax incentives, public facilities improvements, loans and grants.  
Agency: CCC

64.3 Continue to provide land and tax incentives for the construction or renovation of structures in the Central Business District.  
Agency: CCC

64.4 Redevelop the south bluffs area for residential and other compatible uses.  
Agency: CCC, City Council

64.5 Encourage residential development to occur in areas identified in the Center City Concept Plan.  
Agency: LUCB, CCC

- 64.6 Identify the land use, transportation and facility needs, and prepare guidelines for the development of downtown as part of a District Plan.  
Agency: OPD

**POLICY 65: THE POSITIVE QUALITIES OF THE RIVER BLUFF WILL BE PROTECTED.**

**STRATEGY:**

- 65.1 Connect the areas along the bluffs into a riverfront walkway.  
Agency: MPC, CCC
- 65.2 Encourage the preservation of the unique historic features of the downtown riverfront.  
Agency: CCC, MPC
- 65.3 Ensure that riverfront development is sensitive to unique characteristics of the area by requiring the use of the Planned Development Regulations process.  
Agency: LUCB, CCC



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# H O U S I N G

**Photograph on previous page - The former Lenox School converted to condominiums with new units being constructed on the school grounds.**

## HOUSING

### SUBSTANDARD HOUSING CONDITIONS

**ISSUE:** The large number of existing substandard units contributes to health and safety problems, decreasing property values and tax revenues, and a decline in the quality of life in the Memphis area.

**GOAL:** Upgrade or eliminate deteriorated housing to promote sound living conditions for all residents of Shelby County.

**POLICY 66:** A COUNTY-WIDE DATA BASE OF STRUCTURAL CONDITIONS WILL BE MAINTAINED.

**STRATEGY:**

66.1 Survey housing in all neighborhoods every five years.

Agency: OPD, HCD, SCCD

**POLICY 67:** PRIVATE REHABILITATION OF SUBSTANDARD STRUCTURES WILL BE ENCOURAGED.

**STRATEGY:**

67.1 Prepare and adopt a county-wide rehabilitation code addressing the special problems of renovating older structures for residential use.

Agency: MBD, SBD, HCD, SCCD

**POLICY 68:** PUBLIC ASSISTANCE WILL BE MADE AVAILABLE TO ENCOURAGE THE REHABILITATION AND MAINTENANCE OF OLDER RESIDENTIAL STRUCTURES.

**STRATEGY:**

68.1 Increase the availability of low interest loans for housing rehabilitation throughout Shelby County.

Agency: City and County Legislative Bodies, SCCD, HCD

68.2 Implement a local program similar to the HUD Neighborhood Housing Services Program to coordinate citizens, government, and lending institutions in efforts to rehabilitate housing.

Agency: HCD, HOC, SCCD

68.3 Implement urban homesteading and shopsteading programs.

Agency: HCD, SCCD

68.4 Develop a revolving low interest loan fund with specific criteria for recipients, to aid in the rehabilitation, maintenance and use of older structures.

Agency: City and County Legislative Bodies, financial institutions.

68.5 Establish a Housing Complaint Section in the Mayor's Action Center which will improve and expand housing inspections and code enforcement, and conduct periodic seminars for landlords on housing codes, inspections, fines, and landlord-tenant relations.

Agency: City Administration

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