

BRIDGEWATER ANNEXATION STUDY REPORT

November, 2006

Memphis and Shelby County Division of Planning & Development

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TABLE OF CONTENTS

	Page
I. INTRODUCTION.....	4
II. GROWTH TRENDS IN THE STUDY AREA.....	5
Population and Housing	5
Existing Land Use	5
III. PLAN OF SERVICES.....	9
IV. FINANCIAL ANALYSIS.....	15
Capital Costs.....	15
Operating Costs	16
Revenue Analysis	17
APPENDIX A (Boundary Description).....	20

I. INTRODUCTION

This study examines the current and future development patterns of the Bridgewater Annexation Area and presents the costs and revenue projections of this area becoming a part of the City of Memphis.

The Bridgewater Annexation Area, herein called the Study Area, encompasses approximately 4 square miles and is divided into four sub-areas. A detailed boundary description of the area is provided in Appendix A, and the boundaries are shown on the Bridgewater Map.



Area	Acres
Area 1	1,099
Area 2	43
Areas 1 & 2	1,142
Area 3	534
Area 4	49
Areas 3 & 4	583
Total Area	1,725

II. GROWTH TRENDS IN THE STUDY AREA

POPULATION AND HOUSING

The Bridgewater Study Area has experienced a significant increase in residential development since 1990. The Office of Planning & Development conducted a field survey in 2006 and counted 4,025 dwelling units which corresponds to an estimated population of 8,072.

The Bridgewater Study Area encompasses 1,725 acres of land or approximately 2.7 square miles, with a population density of 2,990 persons per square mile. Most of the housing units consist of single-family structures. Between 1990 and 2006 the population and housing stock multiplied dramatically. Much of this area is nearly built out and the population projections indicate more moderate growth for the next five years. Table 1 displays the projected numbers of population and housing units through 2011.

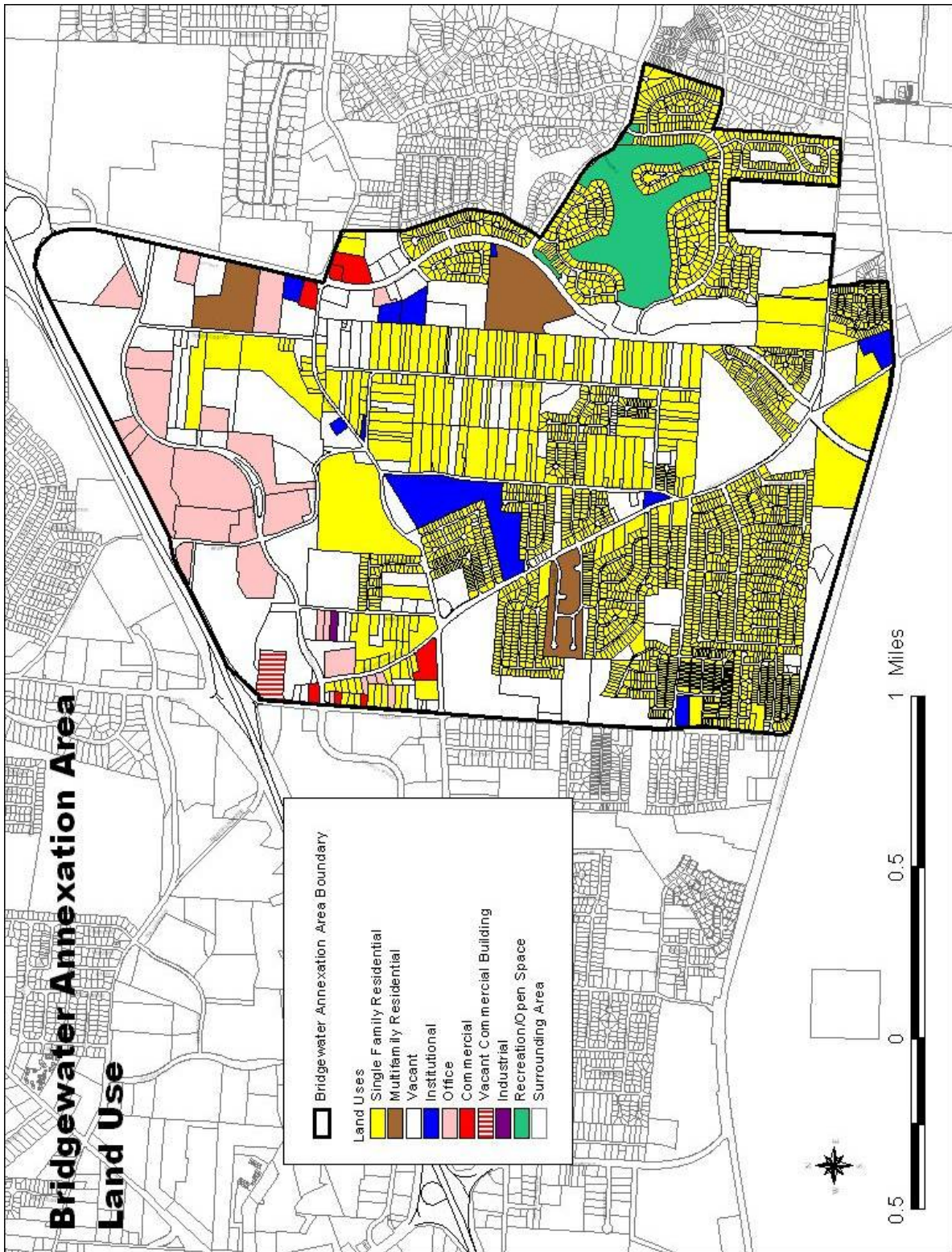
EXISTING LAND USE - 2006

Residential development is the dominant land use in the Study Area. Most of the residential component is made up of single-family detached dwellings. There are two major apartment developments.

Commercial uses are located along the major roads.

There are some areas of vacant land.

The following map and table show the proposed annexation area and the acres by land use type.



Bridgewater Annexation Area Existing Land Use Map

Bridgewater Annexation Area Land Use	Acres	Percent
Residential, Single Family	815	47%
Residential, Multi-Family	84	5%
Commercial	16	1%
Office	160	9%
Institutional	51	3%
Industrial	2	0%
Park/Recreation	58	3%
Vacant	539	31%
Total	1,725	100.0%

In order to project future development, the past growth trends were applied with consideration of available vacant land. The following table presents a growth scenario for the next 5 years assuming a similar density of housing.

**TABLE 1:
POPULATION AND HOUSING COUNTS AND PROJECTIONS**

	1990	2006
TOTAL HOUSING UNITS	328	4,025
Single Family detached	190	3,497
Multi-Family	138	528
POPULATION	803	8,072*
Persons/HH	2.45	2.06*

* estimated

Based on past trends and available land, housing units are expected to grow at a moderate rate for the next 5 years. The resulting projections are shown in the following table:

OPD PROJECTIONS

	Housing Units	Population	PPH
2007	4,025	8,072	2.06
2008	4,065	8,537	2.1
2009	4,106	8,623	2.1
2010	4,147	8,709	2.1
2011	4,188	8,795	2.1

BRIDGEWATER ANNEXATION AREA 1 PROPOSED. PLAN OF SERVICES

The Bridgewater annexation area is divided into four sub-areas. Area 1 has the majority of land and population. Basic services will be provided by the City of Memphis and can easily be extended to area 2. Costs for serving area 2 are contained in the plan of services for area 1. Area 2 is a very small area, requiring minimal services. Services may be negotiated for the remainder of the area (areas 3 & 4.) The city intends to annex these areas, but this is subject to final action by the Memphis City Council.

Bridgewater receives the majority of its services at a rural level through Shelby County Government and the Shelby County School Board. Once the area is annexed, services will be provided by the City of Memphis at an urban level similar to existing areas of the City. The provision and timing of such services is subject to funding availability. The city and county may work out services agreements as needed for areas adjacent to the new city territory that are made difficult for the county to serve.

Note on areas 3 & 4: Area 4 can be served by the plan of service for area 1. All costs are contained in area 1. These areas will be annexed after areas 1 & 2 subsequent to planned services being in place.

FIRE SERVICES

EXISTING SERVICES - SHELBY COUNTY

Bridgewater is currently served by Shelby County Fire Department.

PLANNED MEMPHIS SERVICES

Upon annexation the City of Memphis will provide immediate service to this area from existing fire facilities. An additional Engine and Ambulance will be provided for the area, which will offer services that will be equal to that currently provided to all City of Memphis residents. Hydrants and water supplies will be brought up to the City of Memphis standards. A permanent station is required for this area due to travel distance from the existing facilities. Therefore, land will be located and purchased, with fire station design and engineering to be completed within five years.

POLICE SERVICES

EXISTING SERVICES - SHELBY COUNTY

The study area is presently within Sheriff's Patrol.

PLANNED MEMPHIS SERVICES

Following annexation, patrolling, radio response to calls and other routine police services using present personnel and equipment will be provided by the City of Memphis on January 1, 2007. Additional officers and vehicles with related equipment will be necessary for this service. The area will be served by the existing Northeast Precinct at 6850 Whitten Bend Cove.

The City of Memphis Police Department will provide many services that will result in a significant improvement over and above the services currently being provided by the County Sheriff's Department. These services are provided as a result of Memphis' position as a large metropolitan law enforcement agency. Due to low demand for these services in small communities and the relatively high cost of provision, these services are traditionally available only through large agencies.

A partial list of these services includes: the aviation squad (an emergency response team for the location and apprehension of criminals or lost/abducted individuals); the integrated criminal apprehension program; computerized communication system; the canine squad; Police Service Technicians and marked traffic units; hostage negotiation team; and the crisis intervention team. The City Police Department offers numerous crime prevention programs such as personal safety, child safety, robbery prevention and a comprehensive neighborhood watch program.

EDUCATIONAL FACILITIES

PLANNED MEMPHIS SERVICES

Memphis City Schools (MCS) makes decisions about the need and location of all city schools for students in the city. MCS along with the Shelby County School System will determine how to serve students and coordinate the transfer and planning of appropriate facilities to meet the needs of the newly annexed area. The area contains two county schools, a middle school and a high school.

MCS also provides such services as specialized programs for the intellectually gifted (CLUE), optional schools (performing arts, medical/engineering, open education, pre-engineering, etc.), the Orff music program, specialized programs for the physically challenged, and programs for students who are at risk academically. All of these programs will be available to the students in the Study Area.

PARKS AND RECREATION FACILITIES

EXISTING SERVICES - SHELBY COUNTY

The area contains two county parks.

- Whitten Road - 10 acres with ballfields, playground and other park improvements.
- Bridgewater - 16 acres, undeveloped.

PLANNED MEMPHIS SERVICES

The City of Memphis will ensure that park and recreation facilities available to the annexed area meet the standards compatible with the rest of the city. A major regional park, Shelby Farms, is within walking distance and includes a visitors center building that accommodates meetings and community events. Further park land acquisition is not required at this time.

A recreation program adapted to the existing facilities will be extended to the annexed area on January 1, 2007. The Memphis Division of Park Services will offer an array of recreation activities and programs similar to that currently offered to City residents.

SOLID WASTE MANAGEMENT SERVICES

EXISTING SERVICES - SHELBY COUNTY

The County does not provide any type of garbage pickup in the Study Area. All current sanitation services are contracted by residents with private refuse firms.

PLANNED MEMPHIS SERVICES

Refuse collection service will be provided by the City in the annexed area on January 1, 2007. Curbside pickup, in accordance with City of Memphis standards will be in effect on January 1, 2007. All single family residences will receive weekly curbside garbage collection, recycling collection and weekly curbside trash pickup. Commercial uses will continue to be served by a private sanitation service. Other sanitation services provided by Memphis include regularly scheduled street sweeping, weed-cutting on public rights-of-way and vacant lots, clean-up of illegal dumping, and collection of roadside litter.

SANITARY SEWER SERVICE

The area is currently served by Memphis sewers. When needed, construction of new collector sewers in the previously developed portions of the annexed area will be completed in accordance with priorities set by the governing body through the Capital Improvement Program. Residences and commercial and industrial properties will then be connected to those servers in accordance with current policies. Wastewater from the existing sewers of the annexed area will continue to be treated by the City treatment plant(s) in accordance with State and Federal regulations on January 1, 2007.

PUBLIC WORKS ACTIVITIES AND SERVICES

Overlay of new surfaces on existing streets and paving the final 1 ½” on new subdivision streets, traffic signals, traffic signs, street markings and other traffic control devices will be provided as the need thereof is established by appropriate engineering studies and in accordance with appropriate traffic engineering standards.

Emergency maintenance, (repair of hazardous pot holes, measures necessary for traffic flow, etc.) will begin on January 1, 2007. Memphis will assume all responsibility January 1, 2007 for maintenance of the public streets and storm water drainage within the study area. Routine maintenance, on the same basis as in the present City, will begin in the annexed area when funds from the State gasoline tax based on the annexed population are received. Drainage improvements in the previously developed portions of the annexation area will be made with priorities set by the governing body through the Capital Improvement Program and the current City policies regarding emergency repairs. Memphis will also erect traffic signs and signals as conditions warrant them.

Reconstruction and resurfacing of streets, installation of storm drainage facilities, construction of curbs and gutters and other such major improvements as the need thereof is determined by the governing body, will be accomplished through the Capital Improvement Program of the City and the provisions of the Subdivisions Regulations.

WATER, ELECTRIC AND GAS SERVICES

Memphis Light, Gas and Water provides gas, water and electricity to the entire study area. Once the annexation is effective, MLG&W will install and maintain streetlights on all streets within the study area.

The Memphis Light, Gas and Water Division will provide electrical service throughout the annexed area utilizing the distribution system existing on January 1, 2007 at the same rates applicable throughout the balance of the City, and thereafter from new lines in accordance with current policies of the City.

Water for domestic, commercial and industrial use will be provided at City rates from existing lines on January 1, 2007. Thereafter, water will be provided from new lines as extended in accordance with current policies of the City. The City will purchase any additional lines owned by the Shelby County Board of Public Utilities. Water for fire protection is generally available throughout the area to be annexed. The installation of 27 fire hydrants and additional water lines to meet the standards applicable in the City will be provided as warranted.

The Memphis Light, Gas and Water Division will provide gas service throughout the annexed area utilizing the distribution system existing on January 1, 2007 at the same rates applicable throughout the balance of the City, and thereafter from new lines in accordance with current policies of the City.

LAND DEVELOPMENT SERVICES

The Office of Planning and Development conducts the comprehensive planning and zoning administration for both Memphis and Shelby County. The Office of Planning and Development will continue to perform the same functions for the Study Area following annexation as it did before. Similarly, the Land Use Control Board and the Board of Adjustment, which serve both the City and the County governments, will continue to perform the same functions following annexation.

Planning, zoning and subdivision regulations for the unincorporated area of Shelby County as contained in the Joint Ordinance and Resolutions numbers 2524, 3064 and 3352 respectively, and as they may be amended, are also the planning, zoning and subdivision regulations for the City of Memphis. The services provided by the Office of Planning and Development, the Land Use Control Board and the Board of Adjustment will continue to be the same in the annexed area after January 1, 2007. The existing zoning of the annexed area will be maintained until the need for changes is determined by the governing body in accordance with the Zoning Ordinance.

At present, zoning changes, planned unit developments and sewer subdivisions proposed in the Study Area require approval from both the City of Memphis and Shelby County legislative bodies. Following annexation, approval from only the Memphis City Council will be required. The joint zoning regulations now in effect will continue within the annexed area.

Any inspection services now provided by the City (automobile, housing, weights and measures, sanitation, etc.) will begin in the annexed area on January 1, 2007.

All City of Memphis administrative, health, construction codes, and similar services and regulations will apply to the area on January 1, 2007.

HOUSING AND COMMUNITY DEVELOPMENT

The City of Memphis Division of Housing and Community Development provides several programs that deal with neighborhood redevelopment initiatives which include but are not limited to affordable housing as well as public health and safety. These programs are available to citizens living within the Memphis city limits. The programs

provided by HCD that offer housing assistance (HARP, Down Payment Assistance) requires that citizens go through an application process to meet eligibility qualifications based on city residence, income levels (low to moderate), homeownership/occupancy, non delinquent tax status and first time homebuyer. Other residential housing services supported by HCD address compliance to the city's housing code ordinances which will include the assignment of a code inspector to the Bridgewater annexation area. In addition, HCD provides assistance to non profit organizations that offer services to special needs individuals (AIDS, physically challenged, seniors, etc.). These programs will be accessible to the Bridgewater community after the annexation is completed.

OTHER PUBLIC SERVICES

Animal Control Services

In addition to the previously described urban services, the City of Memphis will provide animal control services to the annexed area. This will include enforcement of Memphis dog licensing and leash laws, complaint response, rabies vaccinations for dogs and cats and other animal control activities.

FIVE YEAR CAPITAL COSTS
BRIDGEWATER ANNEXATION AREA
FISCAL YEARS 2007-2011

<u>CAPITAL COSTS FOR BRIDGEWATER</u>		TOTAL
Fire Services	New fire station and equipment	4,800,000
Police	Vehicles and equipment for additional officers	184,000
Parks Services	No new parks	0
Traffic Engineering	Traffic signal maintenance	160,000
	Signs and markings	82,000
Public Works	Solid waste capital costs	253,000
	CIP paving and vehicle	367,647
<hr/> TOTAL		\$ 5,846,647

FIVE YEAR OPERATING COSTS
BRIDGEWATER ANNEXATION AREA
FISCAL YEARS 2007-2011

<u>OPERATING COSTS FOR BRIDGEWATER</u>		TOTAL
Fire Services	New fire station operation	9,966,729
Police	Additional officers	3,500,000
Parks Services	Whitten park operations.	112,250
Traffic Engineering	Traffic signal maintenance	59,000
	Signs and markings	22,000
Public Works	Solid waste private hauler contract	3,213,542
	Street and drain and lighting maintenance	1,538,782
<hr/> TOTAL		\$ 18,412,303

FIVE YEAR REVENUE ANALYSIS
BRIDGEWATER ANNEXATION AREA
FISCAL YEARS 2007-2011

GENERAL FUND REVENUES

Property Tax*	16,525,656
Automobile Fees	1,500,830
State Shared Revenues	3,362,196
Telephone Franchise Fees**	360,199
Cable TV Fees	225,125
Solid Waste Fees	4,562,524
Local Sales Tax	2,839,744
TOTAL GENERAL FUND	\$ 29,376,274

DEBT SERVICE REVENUES

Property Tax	6,833,662
State Shared Tax	1,243,552
TOTAL DEBT SERVICE REVENUES	\$ 8,077,214

OTHER REVENUE

Storm Water Fees	87,745
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TOTAL CITY REVENUE **\$ 37,541,233**

BOARD OF EDUCATION REVENUES (INFORMATION ONLY)

Property Tax (Pass through from City to Memphis City Schools)	8,445,546
Sales tax	2,839,744
TOTAL BOARD OF EDUCATION REVENUES	\$ 11,285,290

* Reflects 94% collection rate.

** The collection of the telecommunication franchise fee is uncertain for the future due to unsettled litigation.

APPENDIX A
BOUNDARY DESCRIPTION
BRIDGEWATER STUDY AREA

(See attached map).