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Executive Summary

This technical memorandum summarizes the results of a review of relevant local, regional, and state studies; technical initiatives; or other planning efforts integral to development of Livability 2040: the 2040 Regional Transportation Plan (RTP) for the Memphis Urban Area. The recommendations and other critical policy endorsements from these initiatives will be used by the RTP team during development of Livability 2040 to guide development of a performance framework that supports outcomes which advance regional, as well as state and local, investment needs. The review of all documents occurred in November 2014; therefore, any possible amendments to the various plans and studies or changes in their status after that timeframe are not reflected in this document.

Recent transportation planning and related land use or economic development efforts in the Memphis Urban Area MPO region are important to understand before beginning the process of developing the Livability 2040 RTP. These plans already form a foundation on which to build the RTP, and provide insights into regional goals and priorities; trends and forecasts of data and performance measures; and identified projects that have been evaluated in greater detail. Regional goals and priorities explicit or implicit in the reviewed plans are illustrated in Table ES.1.

This region includes a large transportation/logistics sector and associated industrial areas, central neighborhoods that are undergoing redevelopment, suburban communities, and rural small towns. A variety of studies and plans have been developed to address many of these individual facets of the region. A focus of the regional planning process will be to develop a performance based planning approach for Livability 2040 that supports comprehensive transportation solutions across all of these sectors and areas.

In general, two key themes are evident from the study review. First, there is an emphasis amongst a majority of the studies on the need for providing a broader range of travel alternatives and multimodal connectivity, and for better integrating the concept of livability into transportation. This is true as well for many studies that are not simply focused on transit, bicycle, and pedestrian issues. Second, the significance of Memphis as a global freight hub yields opportunity for the region in terms of economic growth and leads to a focus on freight mobility; but challenges exist in terms of crafting solutions that are not in conflict with surrounding community livability needs.

One series of studies closely evaluates and identifies the need for multimodal alternatives and connectivity. This major sustainability planning effort in the Memphis region, known as the Mid-South Regional Greenprint and Sustainability Plan, was made possible from a HUD Sustainable Communities Regional Planning Grant and includes many components such as Bus Transit to Workplace case studies, Transportation Demand Management (TDM) “toolkit,” Health Impact Assessment, and Fair Housing and Equity. These studies point to the need to diversify regional travel options and provide better access to work. Challenges to accomplishing this include decentralized population and employment; outlying employment located far from densely populated areas; and a logistics sector with seasonal fluctuations in staff. This
decentralization of population and employment is a challenge with MATA’s limited service area; these dispersed employment centers often have no fixed-route service. Strategies to address this include alternative transportation options such as vanpools, seasonal bus service, employee shuttles, and improved pedestrian access; better multimodal connectivity by connecting neighborhoods to major employment centers with transit and bicycle routes; extending transit lines for “last-mile” connections; and developing a variety of land uses around employment and education centers. DeSoto County also is investigating implementing a fixed-route transit service to improve connectivity and employment opportunities in the County. Recent state legislation allowing regional transit entities also may help overcome many of these challenges. The Aerotropolis Plan, with the goal of redeveloping and reimagining the area around Memphis International Airport, is highly focused on economic development and access to jobs – this study provides similar recommendations as those above.

The regional Coordinated Human Services Transportation Plan identified gaps in service, including specific times or areas, the lack of sidewalks and curb ramps, and information barriers associated with eligibility criteria for certain services. Numerous redevelopment plans point to better multimodal connectivity as well, including connected street grids, connected bicycle and pedestrian network, and better transit access. This is presented through more “complete streets” focused improvements. Infill and renovation of existing properties complement these strategies. The recommendations are generally framed within the context of access to jobs and overall economic development.

The MATA Short-Range Transit Plan provides a five-year, comprehensive approach for addressing the transit needs identified in the above studies. It recognizes that overall ridership and the number of routes have decreased, on-time performance has been low, and few routes travel north and south. To address these issues, a series of new or altered routes are centered on different types of service such as key routes, flex service, and express routes. The Midtown Alternatives Analysis currently is evaluating a high-capacity transit line along one of these routes.

The Bicycle and Pedestrian Plan detailed bicycle and pedestrian crash data, identified areas with high and low connectivity and accessibility, and predicted modal shift to bicycling or walking. These data were used to assess the current network and prioritize the location of new bicycle infrastructure for the region and by each county.

These key themes also are addressed in local comprehensive and land use plans throughout the region. Transportation-related goals in many of these local plans relate to issues and development patterns previously discussed. This includes improving connectivity and circulation in the community, planning for I-69 and the I-269 extension, and recognizing potential growth patterns to form a development plan.

This first major theme – multimodal options and connectivity – bleeds directly into the second theme of enhancing regional freight movement as a strategy for economic development, particularly in terms of assisting the development of a skilled workforce and facilitating access to jobs by this workforce. The Aerotropolis Plan follows both the theme of transportation
alternatives and connectivity as well as freight promoting economic growth. It recommends strategies such as managed truck lanes, grade separated interchanges, clean freight, directional/priority lanes, adaptive signal control, and smart corridors/intelligent transportation systems. The feasibility/location study for a third Mississippi River crossing highlights the need for enhancing national, local, and regional freight movement. Other major highway and corridor studies, such as those for I-269 and Lamar Avenue, focus heavily on facilitating freight movement as a core to their purpose and need.

Both themes are summarized in more detail below and expanded upon in individual study summaries throughout the technical memorandum.

The previous RTP (Direction 2040) included several key regional projects:

- Roadway widening projects (or occasionally new roadway projects);
- Upgrading the regional highway network to build I-69 north of Memphis; and
- Building a new Mississippi River bridge crossing.

A more detailed summary of the plans and studies reviewed and key conclusions and recommendations from each is provided below.

**Table ES.1 Goals Addressed in Each Reviewed Study**

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Cambridge Systematics, Inc.
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1.0 Regional Plans

The plans included in this section encompass the entire Memphis Urban Area MPO region and sometimes beyond to include West Memphis. The previous RTP and Mid-South Regional Greenprint Plan are covered first, followed by plans for specific transportation modes/topics. The review of all documents occurred in November 2014; therefore, any possible amendments to the various plans and studies or changes in their status after that timeframe are not reflected in this document.

Direction 2040 LRTP (Adopted February 2012)

The current RTP for the Memphis MPO was adopted by the Transportation Policy Board in February 2012. The RTP has been amended three times since its adoption (5/24/2012, 11/15/2012, and 9/12/2013) to reflect Moving Ahead for Progress in the 21st Century Act (MAP-21) and incorporate a number of project changes. This plan emphasized the role that transportation plays in the region’s economy, as well as livability principles for its residents as evidenced by the plan’s vision statement: “The Memphis Urban Area 2040 Long-Range Transportation Plan will provide multimodal transportation solutions that support sustainable growth, economic vitality, and livability while maintaining the natural and urban environment.” The RTP did not use performance measures to prioritize projects to include in the RTP, but did explore potential measures that could be used to evaluate progress towards the plan’s goals and objectives.

The plan includes $8.7 billion worth of roadway projects in the 2015 to 2040 timeframe as shown in Figure 1.1. Notable major projects (greater than $100 million) include the construction of new I-69 from SR 300 north to the Shelby/Tipton County line; widening portions of I-40; Southern Gateway new multimodal bridge over the Mississippi River; widening several portions of I-240, including through Midtown Memphis; and constructing a new interchange at U.S. 78 (Lamar Avenue) at SR 175 (Shelby Drive). Note that completing the southern portion of I-269 is not included in the plan since it is in the existing plus committed network, and a series of projects to widen SR 385 and I-269 (SR 385) in eastern Shelby County/western Fayette County are included in the Vision Plan, but not the fiscally constrained plan.

The fiscally constrained plan contains $6.36 billion worth of transit projects in the 2015 to 2040 timeframe, out of which $5.03 billion goes to the operations/maintenance and nonfixed guideway capital projects associated with the existing MATA transit system. Almost all of the remaining $1.33 billion is for capital funding for three major fixed guideway transit projects: downtown to airport light rail transit (LRT), southeast corridor bus rapid transit (BRT), and south corridor BRT/LRT.1 These three corridors are shown in yellow, light blue, and orange in Figure 1.2 (the remaining corridors were studied during Direction 2040, but not included in the

1 $76.420 million is for existing rail facility improvements and fixed guideway.
This portion of the transit revenue is assumed to come from the discretionary FTA New Starts program and other innovative funding sources.

Figure 1.1   Roadway Projects in Direction 2040
**Task 2: Baseline Data and Policy Synthesis**

Figure 1.2   **High-Capacity Transit Corridors Studied in Direction 2040**

![High-Capacity Transit Corridors Studied in Direction 2040](image)

**Mid-South Regional Greenprint and Sustainability Plan**
*(Ongoing, Vision Plan: October 2013)*

With the final document set to be published in November 2014, the Mid-South Regional Greenprint and Sustainability Plan encompass the Memphis MPO and West Memphis MPO planning areas (all of Shelby County and portions of Fayette County, Tennessee; DeSoto County, Mississippi; and Crittenden County, Arkansas). The plan was derived from a HUD Sustainable Communities Regional Planning Grant and addresses the livability and sustainability of the entire region. Many studies are involved in the plan (some documented separately in this technical memorandum), including Bus Transit to Workplace, Health Impact Assessment, and Fair Housing and Equity, and focuses on developing a unified and sustainable vision for the region.

Included in the plan are a list of goals outlined into eight different strategic directions (shown in Figure 1.3), primarily concerning parks and open spaces, increased access to transportation choices, healthy and safe communities, and a productive economy. These strategic directions originated through public meetings and outreach, as well as an extensive analysis of the entire region. This regional profile concerned transportation, employment, parks and open spaces, income, and the population. An extensive collection of these data are available for download in
the web site’s Geoportal\textsuperscript{2} and through an interactive mapping tool on-line.\textsuperscript{3} From these analyses, detailed objectives for achieving the identified goals are provided, as well as indicators describing how progress will be measured.

**Figure 1.3  Strategic Directions for Mid-South Regional Greenprint**

![Strategic Directions](image)

For the RTP, this document can be a valuable resource for transportation improvements or issues that concern alternative transportation options, such as transit or the bicycle and pedestrian network. In addition, this document describes how transportation affects other community aspects in the Memphis region, such as housing, the economy, and environment. Key recommendations include:

- By 2040 create a regional network of connected green infrastructure, including green spaces, trail corridors, and key on-street connectors as shown in the Mid-South Regional Greenprint Concept Map (Figure 1.4). In creating this map special attention was paid to creating points of intersection between transit, bicycle lanes, and greenways.

- Add 448 miles of new greenway trails (in addition to the current 51 miles) for a total of 499 miles of greenway trails.

- Add 155 miles of new on-road connectors (bicycle-friendly streets connecting the regional system where off-road routes are not possible) on top of the current 41 miles for a total of 196 miles of on-road connectors.

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\textsuperscript{2} http://geoportal.memphis.edu/greenprint/catalog/main/home.page.

\textsuperscript{3} https://gis4.memphis.edu/greenprint/.
Figure 1.4  Mid-South Regional Greenprint Concept Map
Freight Plan (March 2010)

The Memphis Regional Freight Infrastructure Plan was prepared for the Greater Memphis Chamber in March 2010. It defines how Memphis fits into the global supply chain (including impacts of global trade trends on Memphis), provides an inventory and evaluation of Memphis regional freight infrastructure, and includes key infrastructure recommendations. There are 32 infrastructure recommendations (projects), but 5 are highlighted as key recommendations:

1. Lamar Avenue corridor improvements;
2. Holmes Road corridor improvements;
3. I-40/I-55 interchange modifications;
4. Construction/completion of I-69/I-269; and
5. A third Mississippi River bridge crossing.

A Coordinated Human Services Transportation (HST) Plan for the Memphis Area (July 2007)

This standard regional HST plan satisfies Federal transportation legislation requirements to receive funding under certain transit funding programs focusing on the elderly, disabled, and other transit-dependent populations. The plan identifies gaps in service, including specific times/areas, the lack of sidewalks and curb ramps, and information barriers associated with eligibility criteria for certain services. Strategies include short-term operational strategies to address specific gaps and long-term strategies associated with promoting walkable communities and improving general transit efficiency/effectiveness. Fourteen categories of services to address unmet transportation needs are identified in the plan with some sample projects for each category. Some sample projects that are relevant to the RTP include:

- Purchase vehicles for replacement and expand service for both general transit and specific human services transit;
- Review routes and schedules relative to origin and destination, especially where there are high concentrations of transit dependent persons;
- Construct facilities to serve transit dependent persons, including information center, one stop center, transit web site, mobility management system, maintenance facilities, etc.; and
- Repair sidewalks and construct wheelchair accessible curbs or curb ramps.
Memphis Urban Area Regional ITS Architecture and Deployment Plan (Revised Draft, August 2014)

This standard regional ITS plan satisfies Federal transportation legislation and encourages interoperability of ITS projects in the region even when completed by different agencies. Any ITS projects in the region must show conformance to this plan to receive Federal funding. The plan includes 33 ITS project recommendations divided into the following four groups:

- **Twelve state DOT projects**, including expansions of TDOT’s Smartway freeway management system and HELP service patrols; TDOT smart work zone equipment; coordination of TDOT systems with municipal, county, and MDOT systems; TDOT Smartway fiber connection to Arkansas; MDOT dynamic message signs on I-55; and MDOT traffic flow improvements with CMAQ funding.

- **Thirteen municipal/county ITS projects**, including traffic operations centers (TOC); Advanced Traffic Management Systems (ATMS) signal system implementation and upgrades; arterial closed circuit television (CCTV) cameras; arterial permanent and portable dynamic message signs (DMS); railroad grade crossing advance notification systems; municipal service patrols; emergency vehicle traffic signal preemption; and coordination of various traffic operations centers (TOC).

- **Five MATA transit ITS projects**, including a mobile phone application; transit signal priority systems; transit dispatch coordination with TOCs; electronic fare payment cards; and maintenance of existing ITS elements.

- **Three other ITS projects**, including Regional Real-Time System Management Information Program, Memphis MPO Archive Data Warehouse, and Shelby County Emergency Agencies Fiber Optic Cable Expansion.

Transportation Demand Management Strategies (2013)

As part of the Mid-South Regional Greenprint a Transportation Demand Management (TDM) “toolkit” was developed to help diversify regional travel options, provide better access to work, and lower overall demand of the congested roadways. The toolkit includes 15 strategies that are divided into employer-based strategies and regional strategies, as shown in Figure 1.5. The study cites two particular challenges within the Memphis region: 1) outlying employment centers located away from the most heavily populated areas; and 2) a strong logistics sector with seasonal fluctuations in staff. TDM strategies such as seasonal bus service and employer shuttles can help deal with these unique challenges.
Health Impact Assessment (June 2014)

A health impact assessment was conducted on the eight strategic directions of the Mid-South Regional Greenprint Plan to understand the nature of the health impacts for implementing the sustainability-related goals from the Greenprint Plan on different segments of the population, including vulnerable subpopulations. The Memphis region has poor health statistics compared to national averages, but parks, trails, healthy communities, and healthy travel behavior, such as biking and walking, can help reverse these trends. The report makes 12 priority recommendations. The following are the transportation-related recommendations:

- When defining plans for expanded connectivity for pedestrians and bicyclists, strategies to supplement direct routes with less-direct and lower traffic routes within the street network should be considered;

- Implementing an educational program promoting bicycle and pedestrian safety, especially among new and/or inexperienced riders and walkers, would likely mitigate any potential increases in injury risk;

- Strategies to promote positive attitudes toward walking should be implemented in tandem with policies that could lead to supportive changes in the built environment, like mixed-use development;

- Ensure pedestrian-oriented design in mixed-use and mixed-income communities to enhance the benefit of having a mix of uses; and

- Ensure that areas in and around employment and education centers are developed to include a variety of land uses (such as residential and commercial) and densities high enough to facilitate alternatives to driving as viable transportation modes in an integrated network.
**Fair Housing and Equity Assessment (Draft Report, May 2014)**

As one of the Greenprint studies, this report investigated and analyzed the housing patterns within the region. The equity assessment concerned access to housing, transportation, schools, and jobs opportunities due to socioeconomic segregation. The profile and conclusions from the analysis were the basis for identifying seven different barriers to fair housing and equity in the Memphis region. Along with these barriers are recommendations for overcoming these issues. The one transportation-related barrier was “Inadequate Public Transportation Choices.” The recommendations to address this barrier are:

- Expand current public transportation network;
- Develop alternative transportation options such as vanpools, transportation management associations, and pedestrian access; and
- Create a multijurisdictional regional transportation authority to make transit more accessible for the entire Greenprint area.

**State of Employment (Draft Report, October 2013)**

As an additional Greenprint study, this report summarizes recent changes in population and employment distribution within the Memphis region and examines the spatial relationship to available transportation options. Both population and employment have decentralized during the past decade, and much of the growth has occurred in auto-oriented suburban areas. In fact, as shown in Figure 1.6, many of the Memphis region’s residents may be spending as much as 70 percent of their income on housing and transportation, particularly in some parts of Lakeland, Arlington, Germantown and Collierville. Recommendations for improving job access include:

- Better connect neighborhoods to major employment centers through transit and bicycle routes;
- Consider a short extension of transit service or other means to create “last-mile” connections, especially to the Poplar Avenue/I-269 interchange, and the Germantown, Road/Wolfchase Mall area; and
- Encourage suburban employers in Collierville and Southaven to incentivize carpools and vanpools.
Figure 1.6  Housing and Transportation Costs Relative to Area Median Income

Memphis MPO Household Travel Survey

Also under development is the Memphis MPO Travel Survey. Completed in the summer and fall of 2014, this survey describes travel patterns and characteristics of the Memphis region and includes vehicular, transit, and bicycle-pedestrian modes. Final results from this survey will be used for future tasks to understand and analyze travel behavior and feed into the update of the travel demand model.
Environmental Reports (Various)

Environmental reports concerning the entire Memphis area, Mississippi River, and State of Tennessee provide goals and plans to benefit from the area's environmental opportunities. Plans and reports include:

- Geology and Groundwater Resources of the Memphis Sand in Western Tennessee;
- Tennessee 2020: Vision for Parks, People and Landscapes;
- Environmental Systems Enhancement Plan for the Mississippi River corridor in Tennessee;
- The Mississippi River Natural and Recreational Corridor; and
- Tennessee Greenways and Trails Plan.

Other studies identify potential environmental issues such as the Memphis Aquifer, which has declining water levels. These plans provide an understanding of how transportation projects tie into the greater recreational network and identify the possible environmental impacts.

Overall, these plans’ goals are:

- Providing recreational opportunities;
- Preserving the natural environment; and
- Improving the quality of life.
2.0 Major Roadway Projects

This section concerns notable roadway projects within the Memphis MPO region. Larger regional projects are described first, including proposed new interstate and bridge construction. Specific corridors important to the Memphis area are then covered. Figure 2.1 provides orientation for the location of the projects in this section and provides comparison to draft livability/mobility corridors being developed as part of Livability 2040.

Figure 2.1 Location of Major Roadway Projects Covered in this Section
I-69/I-269 Environmental Impact Study (November 2006)

This Environmental Impact Study investigated the potential impacts due to the construction of Segment 9 of Interstate 69, which includes I-269 to by-pass Memphis to the east, rather than traverse through downtown Memphis. The basis for constructing this new highway is to complete a segment along the I-69 corridor, planned to connect Canada to Mexico. The corridor has been supported by Congressional mandates and approved as a high-priority corridor since 1991.

Specifically for this study, the segments beginning at Hernando, Mississippi, and ending at Millington, Tennessee are under analysis. One of the remaining unbuilt sections begins at SR 300 and extends north to Millington. Two alternatives were considered for these remaining portions, A-1 and A-3, and can be seen in Figure 2.2. These alignments vary in how many homes and businesses would be displaced but both would require acres of wetlands to be filled and the removal of farmland. Both alternatives are proposed to have four 12-foot wide traffic lanes.

Alternative Alignment A-1 was selected as the preferred alternative due to the shorter length, displacement of fewer families and businesses, less construction-associated traffic delays and impacts, and being preferred by local residents, among others.

A portion of the I-269 bypass already is built, extending from Millington to Collierville, Tennessee. The remaining southern portion of the bypass currently is under construction, and will connect Collierville, Tennessee to Hernando, Mississippi. Three different alternatives were considered during the EIS for this section: B-1, B-2, and B-3, which can be seen in Figure 2.2. These alternatives vary in length, cost, and the number of displaced homes and businesses. The alignment being on wetlands and/or in a floodplain also was a concern. Similarly to I-69, all alternatives are proposed to have four 12-foot wide traffic lanes.

Alternative Alignment B-1 (currently under construction) was selected as the preferred alignment because of the number of displaced families. In all alignments, a minimum of 50 families would be displaced. However, for B-3 and B-2, new subdivisions were under construction, resulting in hundreds of new homes that would be displaced. The impact these two alternatives would have on the new neighborhoods and the local development potential of Alignment B-1 were cited factors for this selection.
Figure 2.2  Map of Proposed Interstate 69
**DeSoto County I-69/I-269 Corridor Stewardship Plan**

This 2013 Plan defines the desired future land uses, development patterns, and infrastructure within a two-mile buffer on either side of the I-269 alignment, an area of approximately 120 square miles (Figure 2.3). The area is generally bordered by U.S. 61 on the west and U.S. 78 on the east, with I-55/69 running north-south through the center.

The corridor is largely rural, with the only significant development currently focused around the City of Hernando and along I-55. However, the County recognizes the completion of I-269 will create considerable growth pressure for which communities need to prepare.

- The plan emphasizes livable communities that offer housing and transportation choices, mixed-use centers where people can access most of their daily needs, and an interconnected transportation network. Its recommendations include use a Complete Streets approach when building new or enhanced portions of the area’s transportation network;

- Adopt access management standards;

- Identify and reserve targeted economic development sites with high visibility, then make them “development ready” by furnishing adequate transportation, utilities, and communications infrastructure; and

- Consider siting a river port facility at the far western end of the corridor.

Areas where the plan recommends focusing more intensive development include the following planned interchanges with I-269:

- Fogg Road interchange;

- Getwell Road interchange; and

- MS-178, where the plan recommends the County seek development of a research, medical, or educational campus.

Other areas recommended for relatively intensive development include:

- Along U.S. 61 (with appropriate access management);

- Along U.S. 51; and

- MS-301/Star Landing Road area.
Third Mississippi River Bridge Crossing (Southern Gateway Project) (June 2006)

This 2006 study, funded through Congress’ High-Priority Project (HPP) program, examines the benefits and feasibility of establishing a new crossing of the Mississippi River within a study area bounded generally by Tipton County, Tennessee, to the north and Mississippi Route 304 to the south. Anticipated benefits include:

- Congestion relief for the existing crossings, as well as the highways in the immediate area;

- Enhancing local and regional freight movement; and

- Providing greater system redundancy for the tristate area of Tennessee, Arkansas, and Mississippi in the event of a major route closure. According to the study, the I-55 Bridge, Frisco Rail Bridge, and Harahan Bridge were not adequately designed to withstand an earthquake without substantial damage, but currently are being monitored and retrofitted.

A number of notable developments has occurred since the time this study was completed:

- Norfolk Southern established a major new intermodal center in Fayette County instead of expanding operations at the Memphis Railyard, which could result in somewhat different freight traffic patterns than when the 2006 study was developed.

- The three affected state DOTs along with the Memphis MPO have initiated an environmental impact statement, which includes evaluation of a tolled option. The project has been rebranded as the “Southern Gateway.”

The final corridor alternatives selected for further study can be seen in Figure 2.4, highlighted in pink.
Figure 2.4  Mississippi River Bridge Corridor Alternatives Selected for Further Study
Lamar Avenue Corridor Study (June 2011)

This TDOT study analyzes various alternatives to reduce congestion along U.S. 78 (Lamar Avenue) between I-240 and the Tennessee/Mississippi state line. Travel times on this route are important to the regional economy because Lamar Avenue not only functions as a regional commuting corridor, it also provides critical access to warehousing and distribution facilities.

A variety of potential solutions was explored, and each alternative was modeled based on its traffic impacts and evaluated in terms of its benefit/cost ratio. It was concluded that operational improvements alone were not sufficient. The alternative projected to yield the greatest traffic improvement would upgrade this section of U.S. 78 to an interstate that would connect to existing I-22 in Mississippi. This alternative was strongly supported by some stakeholder groups. However, no feasible alignment was found which would not create business impacts greater than stakeholders were willing to support.

The ultimate recommendation was to widen this portion of Lamar Avenue to six lanes, and to convert one or more of the corridor’s three major at-grade intersections to interchanges.

Poplar Southern Corridor Study (July 2010)

This study investigated the potential impacts due to improving 16 different railroad crossings along the Poplar Southern Corridor. These upgrades were primarily to convert at-grade crossings to grade-separated crossings. Delay, safety, and community impacts were investigated. Recommendations were provided for two representative crossings:

- Mendenhall Road (typical urban crossing): leave railroad at current elevation and lower the road; and
- Houston Levee Crossing (typical suburban crossing): raise the railroad and lower the road.

Shelby Farms Parkway (Kirby-Whitten Parkway)

This project concerns constructing a 2.5-mile parkway in Shelby Farms, connecting Walnut Grove Road to Mullins Station Road. The proposed parkway will be access controlled, median-divided, and have four lanes; new pedestrian, bicycle, and equestrian trails are proposed in a separate right-of-way.

Houston Levee Road/Center Hill Road Alternatives Study (November 2010)

This study investigates the feasibility and need of extending Houston Levee Road from Shelby Drive to Goodman Road. With increasing growth in the area, this facility would provide a 4.5-mile north-south connection between eastern Shelby County and eastern DeSoto County.

Three different alternative alignments were selected for further evaluation and require approval from the appropriate agencies: DeSoto County, Shelby County, City of Olive Branch, and Town of Collierville. These alternatives can be seen in Figure 2.5 and are highlighted in teal, red, and yellow. The reasoning behind this extension includes:
• Improving north-south connectivity;
• Supporting the increasing projected traffic in the area; and
• Satisfying a portion of the regional arterial thoroughfare plan within the previous RTP.
Figure 2.5  Houston Levee Road Alignment Corridor Study – Final Alignments
3.0 Alternative Transportation (Bicycle, Pedestrian, Transit)

The following are major projects and plans concerning alternative transportation options. These projects derive from various goals to promote sustainability and a healthier lifestyle, and to expand the availability of different travel modes.

MATA Short-Range Transit Plan (June 2012)

This 2012 document provides a detailed review of existing MATA service (Figure 3.1), including weaknesses and strengths in the system with recommendations for enhancing strengths and correcting weaknesses. In recent years, the overall ridership and the number of routes have decreased, on-time performance has been low, and few routes served north-south connections. To address these issues, a series of new or altered routes were proposed (Figure 3.2) that are centered around different types of service such as key routes, flex service, and express routes. The proposed routes are aimed to address the following goals:

- Provide easier and more service to current riders;
- Simplify the routes (eliminate the hub and spoke design, have consistent headways, and straighten routes for direct service);
- Reorganize the fixed bus routes to establish a hierarchy of services (express, connector, etc.);
- Provide service in new markets (especially Winchester Road, Hickory Hill to Poplar Avenue, and Stage Road to Poplar Avenue); and
- Have service type and frequency match demand.

These alternatives are set to be finalized and implemented over a five-year period, starting in 2014. Area characteristics and transit statistics such as housing and employment density, transit propensity, unlinked passenger trips, farebox revenue, and similar data are cited and displayed in the document.
Figure 3.1  Current MATA Routes

Figure 3.2  Proposed Alternative MATA Routes
DeSoto County, Mississippi Transit Feasibility Study (June 2013)

Due to continued and expected growth in DeSoto County, this study investigated the feasibility of developing new or improved transit services. This included assessing the need for transit in the County, analyzing different service options that are appropriate to the transit demand, conducting a cost-benefit analysis, and identifying potential funding sources. Recommendations from this analysis included:

- Hiring a mobility manager to coordinate and create alternative transportation programs;
- Creating a Flexible Voucher Program;
- Developing a fixed-route commuter services to Tunica Casino and Shelby County; and
- Operating a fixed- or flex-route bus service along Goodman Road

Midtown Alternatives Analysis (Ongoing, Due August 2015)

This MATA study follows up on the Short-Range Transit Plan and aims to advance a signature transit project in the Midtown Memphis area. The 18-month study began in March 2014 and is scheduled to be complete in August 2015. Potential transit modes include bus rapid transit (BRT), trolleys, modern streetcars, and light-rail transit (LRT). Preliminary route options shown at a July 2014 public meeting are shown in Figure 3.3. A locally preferred alternative and final study report is due by August 2015. The final recommendations derived from this analysis will not be available until next year.
Currently under development with the final plan set to be released in November 2014, this report provides a list of opportunities and recommendations to expand and improve the bicycle/pedestrian network for the entire Memphis MPO region. This plan also serves as the bicycle and pedestrian component of the RTP.

The recommendations from this project centered around the impact on safety, connectivity, accessibility, and modal shift. This was analyzed using detailed bicycle and pedestrian crash data, identifying areas with high and low pedestrian and bicycle connectivity and accessibility, and predicting the potential modal shift to bicycling or walking. These data were used to assess the current network and prioritize the location of new bicycle and pedestrian infrastructure.

The type of improvement (e.g., bicycle lanes, etc.) with an estimated cost is still under development. Overall strategies for implementation and possible funding sources also are identified.
Figure 3.4 Location of Bicycle Route Priorities (Left) and Pedestrian Route Priorities (Right)

Main Street to Main Street Multimodal Connector Project (Under Construction)

This project extends from Memphis, Tennessee, along Harahan Bridge to West Memphis, Arkansas. Included in the project are repairs and roadway enhancements, specifically streetscaping, converting the bridge to a bicycle/pedestrian path, and constructing multiuse trails to connect the two downtowns. It received a $15 million TIGER grant and currently is under construction. The project could ultimately serve as a major link in the Great River Bicycle Route running between St. Louis and New Orleans.
Figure 3.5  Overview of Main to Main Project

Bus Transit to Workplace Studies (2013 to 2014)

These reports are a continuation of the MidSouth Greenprint’s *State of Employment* report, which evaluated job access to a FedEx sorting facility as a case study for how multimodal access could be improved to various clusters of job sites in the region.

Each of the following case studies analyzed how the application of the TDM toolkit (developed separately under the Greenprint initiative), along with improvements to the nonmotorized network, could expand access to jobs at a particular location. Case studies include the following areas (shown on a map in Figure 3.6):

- Collierville;
- President’s Island;
- Medical District;
- Southaven; and
- Aerotropolis.

While recommendations varied by location, most of them concern the following:

- Pedestrian infrastructure improvements;
- Establishing vanpool/carpool programs; and
- Encouraging employers to support transportation management strategies (transit subsidies, coordination of shifts, etc.).
Figure 3.6  Bus Transit to Workplace Case Studies
4.0 Redevelopment and Land Use Projects

The Memphis region is undergoing a wide variety of redevelopment projects with the goal of creating sustainable and livable communities. This section summarizes the major projects that have the possibility of transforming the area. Figure 4.1 provides orientation for the location of the projects in this section and provides comparison to draft livability/mobility corridors.

Figure 4.1 Location of Redevelopment Projects Covered in this Section
Aerotropolis (April 2014)

An extensive redevelopment effort is underway surrounding the Memphis International Airport, with the final Master Plan published in April 2014. The area has many strengths and key assets, including being the second busiest cargo hub in the world and the location of FedEx headquarters, providing a catalyst for development and growth. However, the area also has congested ground transportation, especially along Lamar Avenue and Shelby Drive, vacant or underdeveloped areas, and a lack of alternative transportation options.

The Aerotropolis study investigated how the region can fully utilize and benefit from the assets surrounding and due to the airport. The process included a series of public meetings, resulting in key major themes from community input. Overall, promoting economic vitality and job growth and creating a sustainable and livable community were the primary concerns, resulting in five elements to address these issues: land use, transportation, infrastructure, housing, and the economy.

Included is an analysis of each element within the Airport City, with proposals, recommendations, and strategies to address identified issues and opportunities. Within the transportation element, key recommendations are separated into three categories:

- **Transportation Corridors.** Managed truck lanes, grade separated interchanges, clean freight, directional/priority lanes, adaptive signal control, and smart corridors/intelligent transportation systems;

- **Transit System.** Transit ‘loop’ circulator, express routes, employer shuttles, enhanced transit stops, paratransit, and transportation demand management; and

- **Alternative Modes.** Dedicated bicycle lanes, bicycle commuter facilities, shared use paths, complete streets, crosswalk enhancements, and safe routes to schools.

The transportation corridors identified for redevelopment include:

- Shelby Drive;
- Lamar Avenue;
- Airways Boulevard;
- Winchester Road;
- Holmes Road; and
- Elvis Presley Boulevard.
Memphis and Shelby County Community Redevelopment Agency (Various Plans 2001 to Present)

This agency is empowered by Tennessee’s Community Redevelopment Act legislation, which is a funding tool for redevelopment. In order to be eligible for funding, the area must prepare a plan, including an analysis and description of current conditions with proposed improvements. Different areas of the city already have prepared a redevelopment plan that concerns the Redevelopment Agency or has similar goals (Figure 4.2). These areas include:

- Heritage Trail;
- Memphis Main Street;
- Memphis Medical District;
- Uptown Community – Pinch District and Wolf River Harbor;
- South Forum;
- Central Business District Streetscape;
- Uptown Area; and
- Victorian Village.

Overall, the goals of these areas aim to provide a mixture of uses to create a more vibrant, inviting, and safe environment, which is accomplished through:

- Renovating properties;
- Infill development; and
- Improving streetscape, infrastructure, and connectivity.
Shelby Farms Master Plan (July 2008)

This report outlines objectives, solutions, and planned improvements to Shelby Farms, a 4,500-acre public park located near downtown Memphis. The investigation and development of these improvements derives from various identified issues, including a lack of identity; having infrastructure and roadways segment the park; a fragmented ecosystem; and a deficiency of access, connectivity, and circulation to and in the park.

The overall master plan creates a new vision for the park, forming a clear identity with signage and markings, developing 12 different defined “landscape rooms,” including a mixture of activities and programs, and planning for growth within the park. Another major objective is improving the connectivity and accessibility to and within the park. The park is difficult to access without an automobile, and the master plan identifies opportunities for improvement. This includes:

- Public greenways along former CSX line (example in Figure 4.3) and proposed Wolf River Greenway;
- New Shelby Farms Parkway
- A defined parking strategy;
- Expansions of public transportation with park shuttle/circulator; and
- Maintain and expand bicycle and pedestrian access.

Figure 4.3  Context of Park and Future Greenline

**Sears Crosstown Redevelopment (Ongoing)**

This project is an extensive redevelopment of the old Sears Roebuck Catalog Order Plant and Retail Store. The plan is to convert the building into multiuse development with uses concentrated in the health care, education, and arts fields. This project is expected to serve as a catalyst for economic development in the neighborhood. Developing a walkable neighborhood is an important component in this project.

**Edge Innovation District (No Date)**

This development plan concerns creating an “innovation district” around the medical and academic institutional assets in the region, specifically Downtown Memphis and the Medical District. Key recommendations for improving connectivity in and around the district include:

- Developing complete streets;
- Creating transit circulators connecting various destinations; and
- Using open and public spaces and transportation as a tool for connecting the district.
I-269 Tennessee Corridor Study: A Regional Vision Study (January 2013)

This study engaged the various communities along the Tennessee portion of I-269 (see study area in Figure 4.4) in the exploration of regional growth issues, tradeoffs, and three alternative scenarios. Full buildouts under each of the three alternative scenarios would require significant new infrastructure improvements. All of the alternative scenarios also resulted in a projected increase in VMT, VHT, and delay for auto travel, requiring a reevaluation of the region’s transportation priorities and strategies. This resulted in these four guiding principles for regional development:

- Promote natural resources, open spaces, and farmland;
- Encourage economic development;
- Promote transportation and land use planning for quality growth; and
- Build strong, cohesive neighborhoods and communities.

The communities also agreed on the need to integrate arterial routes and maintain a balanced, diverse, and connected transportation system as future development occurs along the I-269 corridor.
Figure 4.4 Area under Analysis, including the Existing and Planned Segments of I-269
**I-269 Economic Development/Environmental Study (June 2013)**

The study’s purpose is to identify locations for large-scale economic development projects along the I-269 corridor, as well as to outline environmentally sensitive areas where intensive development should be avoided. It emphasizes the importance of data to help guide future decisions and promote future collaboration on regional economic development strategies among the affected municipalities and Chambers of Commerce.

Eleven focus areas are identified as meeting the objectives. The study provides a summary for each site that includes potential employment, estimated costs to develop the necessary infrastructure, and a conceptual land use plan.

**Figure 4.5 Potential Sites for Development along I-269 Corridor**
The sites identified include:

- **Site A**: Millington, southeast quadrant of U.S. 51 and I-269;
- **Site B**: Millington, northeast quadrant of RR and I-269;
- **Site C**: Millington, south of I-269 at SR 204;
- **Site F**: Bartlett spans over I-269 between U.S. 14 and L&N RR to east;
- **Site G**: Lakeland/Arlington, north of I-269 between U.S. 14 and L&N RR, just east of Site F;
- **Site I**: Arlington, northwest quadrant of I-40 and I-269;
- **Site J**: Arlington, northeast quadrant of I-40 and I-269;
- **Site N**: Fayette County, east of I-269 and north of SR 193;
- **Site O**: Piperton, east of I-269 and north of SR 57;
- **Site Q**: Colliersville, south of I-269 and SR 72; and
- **Site R**: Piperton, southeast quadrant of I-269 and SR 72.

Sites were ranked according to various factors. This includes the following categories as well as the sites which received the highest ranking.

- **Job potential** (Sites B, C, N);
- **Potential jobs per dollar of infrastructure cost** (Sites A, B, C); and
- **Lowest cost to extend utilities** (Sites A, B, C).

**I-269 Small Area Plan – Town of Collierville (Adopted April 2009)**

The Collierville Small Area Plan was prepared in response to community concerns about the potential impacts of I-269’s completion and guiding future land use along U.S. 72. The community’s goals are to accommodate economic development and maintain orderly traffic flow on major routes while preserving historic downtown Collierville and the area’s more rural characteristics. They also want to ensure a walkable, sustainable, and environmentally sensitive area. In order to maintain rural development patterns in the remaining area, the plan seeks to keep traffic off Quinn Road, southwest of U.S. 72.
Proposed transportation improvements include:

- Enhanced streetscapes and pedestrian/bicycle connections between the north and south sides of U.S. 72;

- Give Shelby Drive access under I-269 to maintain traffic flow to the north of the I-269 area;

- A connection to the Nonconnah Regional Trail Network;

- Improve road connectivity by incorporating alleys and private drives and creating a grid system; and

- Have traffic calming and a frontage road along U.S. 72.

*Greater Memphis Neighborhoods Plan (August 2009)*

This report, developed by the Greater Memphis Partnership, is a comprehensive community redevelopment plan and serves as a “blueprint for revitalization” for the Greater Memphis area. Included in the report is an analysis of current conditions, community vision and goals, and strategies for implementing the plan. The goals and recommendations which had the greatest support from residents included:

- Rehabilitating existing housing;

- Expanding employment opportunities;

- Having economically sustainable neighborhoods; and

- Developing ‘quality of life’ amenities such as walkable communities, parks, greenways, and neighborhood shopping/commercial areas.
5.0 Local Comprehensive Plans/Land Use Studies

Many local communities have developed comprehensive plans to outline the needs of the area and help shape development patterns. This section describes the plans available in the region as well as anticipated growth in specific areas. This information was reflected in the land use model and served as one component for developing future population and employment by TAZ for the travel demand model. These plans will also be utilized to review whether proposed projects in the RTP are consistent with local planning efforts.

West Memphis-Marion Area Transportation Study (April 2009)

The transportation study for the West Memphis MPO area combines the LRP and 2010-2013 Transportation Improvement Program (TIP). Included is the financial plan and recommended projects in the region. Additional projects were evaluated in the updated TIP. Due to the proximity of the regions, a transportation improvement in West Memphis, AR has the possibility of impacting Memphis Urban Area. Some notable projects in this region which impact the entire transportation network include:

- Proposed I-69 intermodal connector route (from I-40 S, crosses Mississippi River);
- Main Street to Main Street Intermodal Connector (West Memphis-Mississippi River);
- Funding for CMAQ Non-Attainment Projects; and
- Improved railroad crossings and overpasses.

DeSoto County, Mississippi Comprehensive Plan (July 2004)

DeSoto County’s comprehensive plan includes an outline of the goals, objectives, and policies within the County. Different topics covered include land use, transportation, and public facilities. Within the transportation portion, a total of 26 improvements are listed and primarily concern constructing or widening roadways. Some recommendations include:

- Improve Church Road to a five-lane arterial road to accommodate increasing future traffic growth east of I-55;
- Extend Star Landing Road to intersect with State Highway 305;
- Improve Highway 305 to a five-lane arterial road fro Olive Branch to Cockrum; and
- Improve Highway 301 to a five-lane arterial road from Stateline Road to Eudora and as a three-lane collector south of Eudora.
Other Local Plans (Various Years)

The following list outlines the different local comprehensive plans in the Memphis Urban Area MPO region. These will be used to confirm if proposed projects in the updated Memphis MPO RTP align with local anticipated growth and development patterns. These plans were also used to aid the Greenprint studies:

- Hernando General Development Plan (2007);
- Horn Lake Comprehensive Plan (2004);
- Olive Branch Comprehensive Plan;
- Southaven Comprehensive Plan;
- Fayette County Growth Plan Map (2003);
- Arlington Land Development Plan and Maps (2010);
- Bartlett Master Plan and Capital Improvement Plan (1997);
- Bartlett Capital Improvement Plan (2010);
- Collierville 2040 (2012);
- Germantown Smart Growth Plan, Transportation;
- Germantown Vision 2020 (2014);
- Lakeland Comprehensive Plans (2009);
- Grays Creek Area Plan (1999); and
- Millington Land Use Plan, Land Use and Transportation (2009).
## 6.0 References

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<td>Fair Housing &amp; Equity Assessment</td>
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<td><a href="http://www.midsouthgreenprint.org/fhea/">http://www.midsouthgreenprint.org/fhea/</a></td>
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<td><strong>Local Comprehensive Plans/Land Use Studies</strong></td>
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<td>West Memphis-Marion Area Transportation Study</td>
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### List of Reviewed Projects and Studies

<table>
<thead>
<tr>
<th>List of Reviewed Projects and Studies</th>
<th>Available on Dropbox</th>
<th>Web Site URL</th>
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<tr>
<td>Other Local Plans</td>
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<td><a href="http://www.midsouthgreenprint.org/existingplans/">http://www.midsouthgreenprint.org/existingplans/</a></td>
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