

I-269 TENNESSEE

A Regional Vision Study

Completed January 2013



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EXECUTIVE SUMMARY

CHAPTER 1: INTRODUCTION

In an effort to help shape future development along the I-269 Corridor in Tennessee, the Transportation Policy Board (TPB) of the Memphis Metropolitan Planning Organization (MPO) recommended a study to look at how the jurisdictions along the Tennessee portion of I-269, would like to see the corridor developed. This was accomplished using a visioning and scenario planning process that encouraged citizens and communities to explore and debate regional growth visions, trade-offs, and alternative future scenarios related to the I-269 Corridor in Tennessee.

CHAPTER 2: EXISTING CONDITIONS

The Memphis region has become one of the nation's top multimodal transportation hubs, due to its interconnected water, roadway, air, and rail infrastructure. Transportation facilities in the Memphis region must balance serving freight transportation as well as the area's 1.2 million residents. Additionally, this must be done in a way that designed to reduce negative impacts to the region's environment, existing communities, businesses, and residents.

Interstate 269 was designed as a component of I-69, which will eventually connect Mexico to Canada across the United States, serving both domestic and international trade along the corridor. The I-269 loop was included to respond to local traffic growth and demands of the Memphis region and to provide access between communities in the region. The combination of I-69 through the center of Memphis and the I-269 loop around the city was designed to both alleviate congestion within the city while improving connectivity throughout the region and to provide an interconnected facility that will help attract new jobs to the region.

I-269 is an approximately 64 mile long interstate facility through Desoto and Marshall Counties in Mississippi and Shelby and Fayette Counties in Tennessee. I-269, which is centered on the city of Memphis, begins in Hernando, Mississippi to the south and connects to Millington in northwest Shelby County, Tennessee. This study will examine only the portion of I-269 that lies within Tennessee, approximately 36.2 miles, and look in more detail at the 15 existing and planned interchanges along I-269 within Tennessee.

In Chapter 2 Existing Conditions, an analysis was performed to examine employment, commuting patterns, traffic volumes, level of service, and crash data for a study area comprised of a one mile offset in each direction from the I-269 alignment.

EMPLOYMENT AND COMMUTING PATTERNS

As of 2010, the I-269 TN study area was home to approximately 10,500 workers, the majority of whom (95%) worked outside the study area. For those resident workers commuting outside of the study area to work, roughly 65% commute to the city of Memphis for their primary jobs. A similar commuting pattern is evident for the nearly 8,000 workers employed inside the I-269 Tennessee study area, with 94% of those workers commuting into the study area from residences outside. In contrast to the sectors of employment for residents of the study area, the jobs inside the study area lean somewhat more heavily toward manufacturing and retail. The top sectors for employment within the I-269 study area in 2010 were: Manufacturing (26.6%); Retail Trade (18.5%); Health Care and Social Assistance (11.3%); Wholesale Trade (8.5%); Administration & Support, Waste Management and Remediation (6.3%); and Construction (4.8%).

TRAFFIC VOLUMES

Current traffic volumes along the corridor, measured in Annual Average Daily Traffic (AADT), are fairly low, with higher traffic counts near intersections with major highways. The highest counts occur at the northwest end of the corridor, Millington, between Raleigh Millington Road and Singleton Parkway (17,779 vehicles), and in the central segment, between U.S. Highway 70 and Interstate 40 (14,095 vehicles). No traffic counts were available for the southeast portion of I-269, most of which (Macon Road to SR-57) is scheduled to be completed and open to traffic in late 2013. The AADT of 37,744 vehicles on Nonconnah Parkway (SR-385) in Collierville, east of Byhalia Road, suggests that the southeast end of the I-269 corridor may experience similar volumes as those other segments near major highways.

LEVEL OF SERVICE

In the 2010 analysis, no significant recurring congestion was present along the I-269 TN corridor or any adjacent major roadways. The northwestern end of I-269/SR-385 and I-40 east of Collierville-Arlington Road exhibited a level of service of D, which indicates that those roadways are approaching capacity, but are operating efficiently in all but peak hours.

CRASH FATALITY DATA

A total of 36 traffic fatalities occurred in the I-269 TN study area between 2001 and 2012, five of which occurred on I-269 or SR-385 itself. Of the total fatalities, four were identified as pedestrians, one of which occurred on I-269 east of the US-51 junction in Millington. No bicycle fatalities were identified within the study area during this period.

In Chapter 2, additional transportation facilities are also discussed, including pedestrian facilities, bicycle facilities, transit facilities, and freight facilities.

PEDESTRIAN FACILITIES

Within the I-269 Tennessee study area, as in the majority of the region, there is a general lack of data regarding the presence, location, or condition of sidewalks. Typically, the installation of sidewalks has been required with new development in more urban areas, while many rural and some suburban areas do not or did not in the past require installation. The pedestrian LOS which reflects the effect on walking suitability or compatibility due to factors such as roadway width, presence of sidewalks and intervening buffers, barriers within those buffers, traffic volume, motor vehicle speed, and on-street parking is between a C (moderately high suitability) and a D (moderately low) for the I-269 study area.

BICYCLE FACILITIES

Although there are some dedicated bicycle facilities within the I-269 Tennessee study area, they by and large lack connectivity to a larger regional bicycle network. However, new roadway construction and capacity projects are now more likely to include bicycle and pedestrian infrastructure than in the past. The MPO's Regional Bicycle and Pedestrian Plan provides a number of possibilities for increasing regional connectivity, both within the I-269 study area and to surrounding communities.

TRANSIT FACILITIES

Memphis Area Transit Authority (MATA) currently does not serve the communities within the I-269 study area. The closest service offered by MATA is a minimum of five to ten miles from the corridor, depending on the portion of the corridor. The closest MATA service areas to the I-269 study area are found in the Frayser (U.S. Highway 51 at Watkins) and Raleigh communities (New Allen at Raleigh-Millington Road), at the Wolfchase Galleria (Germantown Parkway/SR-177 at U.S. Highway 64), and in Germantown (Poplar at Germantown Road; Winchester at Hacks Cross).

FREIGHT FACILITIES

The I-269 loop through the Memphis region was intended in part to ease freight movement through the area, allowing through truck freight traffic to bypass the more congested roadways within the urban core. The I-269 Tennessee corridor connects with a number of highways and major roads serving freight traffic through the region, and the corridor provides a direct connection to the existing production and distribution centers located at the intersections with U.S. Highways 51, 70, and 72. Additionally, I-269 provides access to the Millington Regional Jetport, which provides cargo loading facilities and additional regional capacity for FedEx air freight operations.

Current and future land use trends were also studied along the I-269 corridor to analyze future transportation and access needs. To assess the land use trends within the study area; existing land use conditions and inventory were examined as well as existing jurisdictional plans and ordinances.

CHAPTER 3: FORMING A REGIONAL VISION

The Memphis MPO's Long Range Transportation Plan (LRTP) and Transportation Improvement Program (TIP) are developed to reflect the region's goals and objectives for future development and the regional transportation network. Much of the analysis and recommendations in the I-269 TN Regional Vision Study is based on the groundwork laid out in these documents. This study uses the same land use and travel demand modeling processes conducted for the TIP and the LRTP, and the projects included in these documents will be included in this study's analysis of the I-269 study area. Recommendations made in the study will be given in accordance with the adopted vision, goals, and objectives of the Memphis MPO, as stated in the TIP and LRTP.

PUBLIC INVOLVEMENT

Public participation was a vital component in the development of the I-269 Tennessee Regional Vision Study. The public was engaged throughout the study process to provide input on study planning themes, visual preferences of development along the corridor, preferred land use development types, and transportation patterns. Two rounds of public meetings were held throughout the development of the study using different meeting layouts designed to gather the public's input in a format that could be used in the development of the document. Four meetings were held during Round I, averaging 60 people per meeting at different locations along the corridor. Two meetings were held during Round II to provide the public the opportunity to review and comment on the draft and final study document. In addition to the input provided by the public, a steering committee was formed to provide guidance and insight and to foster communication

between the local government and the public. The steering committee was made up of representatives from all of the jurisdictions and agencies affected by the I-269 corridor in Tennessee. The committee met once a month throughout the development of the study to provide the Memphis MPO with the most current jurisdictional data, recommendations for the purpose and need, direction on the public involvement process, and insight into the study development.

PLANNING THEMES

The public and the steering committee provided recommendations for the major planning themes of the study. The top three planning themes for the I-269 TN Regional Vision Study were Economic Vitality, Quality of Life, and Land Use Patterns. These planning themes were used throughout the study to create the scenarios as well as the measures of effectiveness (MOEs).

PUBLIC QUESTIONNAIRE

A public questionnaire was created to identify how citizens would like to see the I-269 corridor developed and was formatted to gain insight from the public on their preferences for land use types and transportation facilities, preferred land uses along the I-269 corridor, study planning themes, and background information. Over 400 questionnaires were completed during the development of the study with a breakdown of 238 surveys completed at the first round of public meetings and 174 surveys completed online. All of the jurisdictions within the Tennessee portion of the Memphis MPO were represented in the survey responses.

CHAPTER 4: I-269 DEVELOPMENT SCENARIOS

Four development scenarios were identified and evaluated to show a broad range of possible future development patterns, including one with little new development to reflect the public survey results and one based on an accelerated growth rate for contrast. Based on input received throughout the I-269 planning process, the following four scenarios were identified: Base Growth Scenario, Citizen Scenario, High Growth Scenario, and Focused Growth Scenario.

The **Base Growth Scenario**, which was adopted by the MPO for use in the Direction 2040 Long Range Transportation Plan, was chosen to serve as a basis for comparison for the alternative scenarios developed for this study. This “trend scenario” was based on existing plans, programs, and policies throughout the region and is consistent with the adopted land use and comprehensive plans of the MPO jurisdictions.

The **Citizen Scenario** was designed to more closely reflect the public input received through the I-269 TN planning process. The majority of citizens who participated showed a strong preference for preserving the more rural character of the corridor, with new residential and commercial growth limited to existing developed areas. The preservation of agricultural land and open space was a key component of the Citizen Scenario.

The **High Growth Scenario** was intended to directly contrast with the Citizen Scenario and to show the effects of uncontrolled development throughout the study area. Concerns were raised throughout the planning process about the effect of unfettered growth and urban or suburban sprawl on existing communities, both inside the urban core and in outlying rural areas. This scenario was devised to illustrate the effects of such development patterns on land use and transportation patterns.

The **Focused Growth Scenario** was created to show a balance between the other two alternative scenarios (Citizen and High Growth). Development in the Focused Growth Scenario was weighted more heavily toward existing infrastructure, such as roadways and utilities. This scenario provided a balance of higher density residential and commercial development with greater mixtures of uses at existing node, in addition to limited low-density residential growth at other locations.

Each scenario assumed a horizon year (used for projecting growth) of 2040, which is consistent with the population and employment projections used in the development of the 2040 LRTP and the regional Travel Demand Model.

Using these alternative scenarios, the study looked to answer some of the questions posed by regional citizens and stakeholders throughout the planning process. Major concerns that were expressed were: What impact will the completion of I-269 have on traffic patterns for interstate travel and along major intersecting roadways? Will I-269 draw development and investment away from existing communities in the region? Will development along I-269 change the rural character and quality of life of the adjacent communities? Does the current level of infrastructure (roads, etc.) in the study area match what is needed to support future development and if not, what changes need to be made to existing plans?

While no model can predict with complete accuracy what patterns and types of development will occur, they can be useful in conceptualizing the trade-offs between different densities and intensities of development at a broad level. For the purposes of this study, a corridor level “micro-model” based on the two mile wide study area was used to project future growth based on the coding of parcels for future land uses or “place types.” The Memphis MPO’s Place Type Palette, created for use in the Direction 2040 Long Range Transportation Plan, determined the land uses and development densities that are likely occur through the study area. The Place Type Palette includes a range of development types and densities, ranging from rural to suburban to urban characteristics, and including a broad array of non-residential uses.

Additionally, a set of suitability factors, adjusted by scenario, helped determine which areas would be more desirable and better suited for development. Among the suitability factors used for this analysis were proximity to major and other interchanges, proximity to amenities like parks, schools, and retail services, proximity to existing commercial, residential, or industrial/warehouse development, and proximity to major roads. Certain negative factors, or constraints, were used to limit development in floodplains and in open public lands, as well as near incompatible uses, such as residential uses near industrial facilities. The information obtained from the land use model was then used to run the MPO’s Regional Travel Demand Model to determine the effects of each on the transportation system.

LAND USE MODEL RESULTS

Based upon common land use types: Residential, Office, Retail, Service, and Industrial/Warehouse, the following analysis describes how population and employment growth within the I-269 study area compared within the four growth scenarios.

RESIDENTIAL

Under all scenarios the total number of dwelling unit demanded by growth are below the available supply of land designated for residential growth. While technically oversupplied, the base scenario and citizen

scenario come closest to matching the projected residential dwelling unit demand with only a 9% and 11% oversupply, respectively. However, the high growth scenario and focused growth scenario, the availability of land that can be developed into new dwelling units far exceeds the demand for new dwelling units under normal growth conditions. The focused growth scenario projects 48% oversupply of available land for residential development compared to 155% oversupply under the high growth scenario.

OFFICE

Under all scenarios the total number of jobs categorized as office employment demanded by growth are below the available supply of land designated for office employment growth. Compared to the two higher-growth scenarios, the base scenario and citizen scenario are closer to an equilibrium of supply and demand, but still represent a 62% and 75% oversupply, respectively. The focused growth scenario projects 691% oversupply of available land for office employment development compared to 2,283% oversupply under the high growth scenario.

RETAIL

Under all scenarios the total number of new retail jobs demanded by growth compared to the supply of land available for retail development is far from equilibrium. In every case, supply exceeds the demand of new office jobs by at least a margin of six to one; the base scenario projects a 678% oversupply, the citizen scenario projects a 1,286% oversupply, the focused growth scenario projects 3,152% oversupply, and the high growth scenario projects a 5,081% over supply.

SERVICE

Under the base scenario and the citizen scenario, the demand of new service jobs exceeds the supply of developable land needed to meet this demand. As such, the availability of land for service development under these scenarios limits the employment growth that can be allocated within the I-269 study area and there may be some unrealized potential in this employment area. The base scenario shows 45% more demand while the citizen scenario comes closer to equilibrium with only a 7% more demand.

Under the high growth scenario and focused growth scenario, the availability of land that can be developed to support new service employment exceeds the demand number of new service jobs under normal growth conditions. The focused growth scenario projects 152% oversupply of available land for residential development compared to 336% oversupply under the high growth scenario.

INDUSTRIAL/WAREHOUSE

Under all scenarios the total number of new industrial/warehouse jobs demanded by growth compared to the supply of land available for industrial/warehouse development is far from equilibrium. In every case, supply exceeds the demand of new industrial/warehouse jobs by at least a margin of five to one; the base scenario projects a 675% oversupply, the citizen scenario projects a 754% oversupply, the focused growth scenario projects 859% oversupply, and the high growth scenario projects a 1,172% over supply.

I-269 TRAVEL DEMAND MODEL RESULTS

The traffic analysis for the I-269 Study was based on the Travel Demand Model (TDM) that was most re-

cently updated for the Direction 2040 Long Range Transportation Plan (LRTP). The TDM is a validated mathematical representation of the regional transportation system and its users' travel behavior. The four step model estimates the number of trips made, the distribution patterns of the trips throughout the region, the likely mode used for the trips, and the roadways and transit lines used for auto and transit trips.

The allocations generated by the I-269 Tennessee land use micro-model projected future household and employment growth based on the parcel level based for each of the four scenarios. This allocation data was incorporated into the MPO's TDM to project the traffic flows based on the projected land use patterns for each. From those projections, transportation measures of effectiveness for the different scenarios were generated and evaluated.

Generally, all three of the alternate land use scenarios saw increases in vehicle miles traveled, vehicle hours traveled, delay, and truck volumes within the study area when compared to the Base Growth scenario. The Citizens' Growth scenario generally had a greater increase in VMT, VHT, and Delay when compared to the High Growth and Focused Growth scenarios. The Citizens' Growth scenario saw the greatest increase on overall vehicle delay, with an increase of approximately 18,748 hours annually, within the I-269 study area, when compared to the Base Growth scenario.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

Chapter 5 Conclusions and Recommendations summarizes the model results for each scenario and identifies tools to address the three planning themes identified during the study. The tools described address issues at a regional level and are grouped under four basic principles to address the three planning themes. Following are the four principles:

- Promote Natural Resources, Open Spaces, and Farmland
- Encourage Economic Development
- Promote Transportation and Land Use Planning for Quality Growth
- Build Strong, Cohesive Neighborhoods and Communities

Planning is a local decision and the recommended tools serve as guiding principles for the regional development of the I-269 Corridor in Tennessee. A community's local planning capacity will determine how the toolbox will be utilized. The planning capacity is described as the technical, managerial, financial and political ability of a local government to carry out planned and programmed projects and improvements that affect the development of the I-269 Corridor. A basic fundamental of regional planning is balanced growth and development that is consistent with the availability of municipal infrastructure and services. The future development of the I-269 Corridor in Tennessee should sustain a balanced and diverse transportation linkage with the arterials that integrate into the corridor. These arterials should assist in providing for the safe, economical, and efficient movement of goods and people. To support effective and efficient development along the corridor, land use and transportation decisions should be compatible with local plans and policies as well as regional goals and objectives.



RESUMEN EJECTUTIVO

Espanol

CAPÍTULO 1: INTRODUCCIÓN

En un esfuerzo por dar forma a la futura evolución a lo largo del Corredor I-269 en Tennessee, el Transportation Policy Board (TPB) de Memphis Organización de Planificación Metropolitana (MPO) recomendó un estudio de Visión Regional. El estudio analizó cómo las jurisdicciones a lo largo de la parte I de Tennessee-269, le gustaría ver desarrollado el corredor. Esto se logró mediante un proceso de visión y la planificación de escenarios que alentaron a los ciudadanos y las comunidades para explorar y debatir visiones de crecimiento regional, el comercio-offs, y los escenarios alternativos futuros relacionados con la I-269 Corridor en Tennessee.

CAPÍTULO 2: CONDICIONES ACTUALES

La región de Memphis se ha convertido en uno de los principales centros de transporte multimodal del país, debido a su agua interconectados, carretera, aire y las infraestructuras ferroviarias. Los medios de transporte en la región de Memphis debe equilibrar servicio de transporte de carga, así como los residentes de la zona 1,2 millones. Además, esto debe hacerse de una manera que diseñó para reducir los impactos negativos al medio ambiente de la región, las comunidades existentes, las empresas y residentes.

Interestatal 269 fue diseñado como un componente de la I-69, que finalmente se conectará a México a Canadá a través de los Estados Unidos, sirviendo a la vez nacional y el comercio internacional a lo largo del corredor. El bucle I-269 se incluyó para responder al crecimiento del tráfico local y las demandas de la región de Memphis y facilitar el acceso entre las comunidades de la región. La combinación de la I-69 a través del centro de Memphis y el bucle I-269 cerca de la ciudad fue diseñado tanto para aliviar la congestión en la ciudad, mientras que la mejora de la conectividad en toda la región y para proporcionar un servicio interconectado que ayudará a atraer nuevos empleos a la región.

I-269 es una instalación de aproximadamente 64 millas de largo interestatal a través de los condados de Desoto y Marshall en Mississippi y Shelby y los condados de Fayette en Tennessee. I-269, que se centra en la ciudad de Memphis, se inicia en Hernando, Mississippi al sur y conecta a Millington, en el noroeste del condado de Shelby, Tennessee. Este estudio examinará sólo la parte de la I-269 que se encuentra en Tennessee, alrededor de 36,2 millas, y mirar con más detalle los 15 intercambios existentes y previstas a lo largo de I-269 en Tennessee.

En el Capítulo 2 Condiciones Existentes, se realizó un análisis para examinar el empleo, los patrones de los desplazamientos, los volúmenes de tráfico, el nivel de servicio y los datos de accidentes para el I-269 del corredor.

LOS PATRONES DE EMPLEO Y TRAYECTO

A partir de 2010, el Corredor I-269 TN fue el hogar de aproximadamente 10.500 trabajadores, en su mayoría (95%) trabajaban fuera de la zona de estudio. Para los trabajadores residentes trayecto fuera de la zona de estudio al trabajo, aproximadamente el 65% viajan a la ciudad de Memphis para sus trabajos primarios. Un patrón similar se evidencia desplazamientos para los cerca de 8.000 trabajadores empleados en el interior del corredor de la I-269 Tennessee, con el 94% de los trabajadores que se desplazan a las residencias fuera del pasillo. En contraste con los sectores de empleo para los residentes de la zona de estudio, los trabajos

en el interior del pasillo inclinarse un poco más fuertemente hacia la fabricación y venta al por menor. Los sectores más importantes para el empleo en el área de estudio I-269 en el año 2010 fueron: Manufactura (26,6%), Comercio al por menor (18,5%), Cuidado de la Salud y Asistencia Social (11,3%), comercio al por mayor (8,5%), Administración y Mantenimiento, Gestión de Residuos y Saneamiento (6,3%) y Construcción (4,8%).

LOS VOLÚMENES DE TRÁFICO

Los actuales volúmenes de tráfico a lo largo del pasillo, medida anual Intensidad Media Diaria (IMD), son bastante bajos, con una densidad de tráfico más altas cerca de las intersecciones con las carreteras principales. Los recuentos más elevados se producen en el extremo noroeste del corredor, Millington, entre Raleigh Millington Road y Parkway Singleton (17.779 vehículos), y en el segmento central, entre EE.UU. Highway 70 y la Interestatal 40 (14.095 vehículos). No hay cargos de tráfico estaban disponibles para la porción sureste de la I-269, la mayor parte de los cuales (Macon Road hasta la SR-57) está programado para ser terminado y abierto al tráfico a finales de 2013. El IMD de 37.744 vehículos en Nonconnah Parkway (SR-385) en Memphis, al este de Byhalia Road, sugiere que el extremo sureste del corredor de la I-269 puede experimentar volúmenes similares a los de otros segmentos cercanos a las carreteras principales.

NIVEL DE SERVICIO

En el análisis de 2010, sin congestión recurrente era significativa a lo largo del corredor de la I-269 TN o cualquier carreteras principales adyacentes. El extremo noroeste de I-269/SR-385 y I-40 al este de Collierville-Arlington Road exhibieron un nivel de servicio de D, lo que indica que las carreteras están acercando a la capacidad, pero están operando de manera eficiente en las horas pico, pero todos.

DATOS CRASH FATALIDAD

Un total de 36 accidentes mortales de tráfico ocurrido en el corredor de la I-269 TN área de estudio entre 2001 y 2012, cinco de los cuales ocurrieron en la I-269 o SB 385-misma. De las muertes totales, cuatro fueron identificados como peatones, uno de los cuales ocurrieron en la I-269 al este de la intersección US-51 en Millington. No hubo muertes bicicleta se identificaron en el corredor durante este período.

En el capítulo 2, las instalaciones adicionales de transporte también se consideran incluidas las instalaciones peatonales, instalaciones para bicicletas, instalaciones de transporte y las instalaciones de carga.

INSTALACIONES PEATONALES

En el corredor de estudio I-269 Tennessee, como en la mayor parte de la región, hay una falta general de información sobre la presencia, localización o condición de las aceras. Por lo general, la instalación de aceras se ha requerido con el nuevo desarrollo en las zonas más urbanas, mientras que muchas comunidades rurales y algunas zonas suburbanas no hacer o no en el pasado requiere instalación. El LOS peatonal que refleja el efecto sobre la aptitud de caminar o compatibilidad debido a factores tales como el ancho de la calzada, la presencia de aceras y tampones intermedios, barreras dentro de los tampones, volumen de tráfico, la velocidad del motor del vehículo, y estacionamiento en la calle es entre un C (moderadamente idoneidad de altura) y una D (moderadamente baja) para el corredor de la I-269.

INSTALACIONES DE BICICLETAS

Aunque hay algunas instalaciones para ciclistas dedicados dentro del corredor de estudio I-269 Tennessee, que por falta de conectividad y grande a una red ciclista regional más grande. Sin embargo, la construcción de carreteras nuevas y proyectos de capacidad son ahora más posibilidades de incluir la infraestructura peatonal y de bicicletas que en el pasado. Plan Regional de la MPO Ciclistas y Peatones ofrece una serie de posibilidades para aumentar la conectividad regional, tanto dentro del corredor I-269 y de las comunidades circundantes.

SERVICIOS DE TRÁNSITO

Memphis Area Transit Authority (MATA) actualmente no sirve a las comunidades en el corredor de la I-269. El servicio ofrecido por el más cercano MATA es un mínimo de cinco a diez millas del corredor, dependiendo de la parte del pasillo. Las zonas más próximas MATA servicio a la I-269 se encuentran en el corredor de la Frayser (EE.UU. Highway 51 en Watkins) y las comunidades Raleigh (Nueva Allen en Raleigh Millington-Road), en la Galleria Wolfchase (Germantown Parkway/SR-177 en EE.UU. la autopista 64), y en Germantown (Poplar en Germantown Road; Winchester en Hacks Cross).

INSTALACIONES DE CARGA

El I-269 del lazo a través de la región de Memphis estaba destinado en parte para facilitar el movimiento de mercancías a través de la zona, lo que permite el tráfico de camiones de carga para evitar las carreteras más congestionadas dentro del núcleo urbano. El corredor de la I-269 Tennessee estudio conecta con una serie de autopistas y carreteras principales que sirven el tráfico de mercancías a través de la región, y el corredor ofrece una conexión directa con la actual producción y centros de distribución ubicados en las intersecciones con las carreteras EE.UU. 51, 70, y 72 . Además, me-269 proporciona acceso a la Jetport Millington Regional, que ofrece servicios de embarque de carga y capacidad adicional para las operaciones del transporte aéreo FedEx.

Las tendencias actuales de la tierra y el futuro uso también fueron estudiados a lo largo del corredor de la I-269 para analizar el transporte y las necesidades futuras de acceso. Para evaluar las tendencias de uso de la tierra a lo largo del corredor; actuales condiciones de uso de la tierra y el inventario fueron examinados, así como los actuales planes jurisdiccionales y ordenanzas.

CAPÍTULO 3: LA FORMACIÓN DE UNA VISIÓN REGIONAL

La MPO Memphis Plan de Transporte a Largo Plazo (LRTP) y el Programa de Mejoramiento del Transporte (TIP) son desarrollados para reflejar los objetivos de la región y los objetivos para el desarrollo futuro y la red de transporte regional. Gran parte de los análisis y recomendaciones del Estudio I-269 TN Visión Regional se basa en las bases establecidas en estos documentos. Este estudio se basa en la utilización de la tierra misma y los procesos de modelación de demanda de viajes realizados por el TIP y LRTP, y los proyectos incluidos en estos documentos se incluirán en el análisis de este estudio de la I-269 del corredor. Las recomendaciones formuladas en el estudio se les dará de acuerdo con la visión adoptada, las metas y objetivos de la MPO Memphis, como se indica en la TIP y LRTP.

PÚBLICO PARTICIPACIÓN

La participación pública es un componente vital en el desarrollo del estudio I-269 Tennessee Visión Regional. El público estaba ocupado todo el proceso de estudio para dar su opinión sobre temas de planificación del estudio, las preferencias visuales de desarrollo a lo largo del corredor, preferidas tipos de uso del suelo para el desarrollo, y los patrones de transporte. Dos rondas de reuniones públicas se llevaron a cabo durante el desarrollo del estudio utilizando diferentes diseños de reuniones diseñadas para obtener la opinión del público en un formato que pueda ser utilizado en la elaboración del documento. Cuatro reuniones que han mantenido en Ronda I promedio de 60 personas por reunión con localizaciones a lo largo del corredor. Se celebraron dos reuniones durante la II Ronda de ofrecer al público la oportunidad de revisar y comentar sobre el proyecto y el documento final del estudio. Además de las aportaciones hechas por el público, un comité se formó para proporcionar orientación e ideas y para fomentar la comunicación entre el gobierno local y el público. El comité directivo estaba formado por representantes de todas las jurisdicciones y entidades afectadas por el corredor I-269 y se reunía una vez al mes durante todo el desarrollo del estudio para proporcionar la MPO Memphis con los datos más actuales de competencia, recomendaciones para los fines y necesita, en dirección del proceso de participación pública, y una visión de la evolución del estudio.

PLANIFICACIÓN TEMAS

El público y el comité directivo se formularon recomendaciones para los temas principales de planificación del estudio. Los tres principales temas de planificación para el Estudio I-269 TN Visión Regional fueron Vitalidad Económica, Calidad de Vida y Patrones de Uso de la Tierra. Estos temas de planificación se utiliza en todo el estudio para crear los escenarios, así como las medidas de efectividad (MOE).

CUESTIONARIO PÚBLICA

una encuesta pública se creó para identificar la forma en que los ciudadanos les gustaría ver el pasillo I-269 desarrollado y se ha formateado para obtener conocimientos del público sobre sus preferencias visuales de los tipos de uso de la tierra y los medios de transporte, la tierra preferida se utiliza a lo largo de la I-269 corredor, los temas de estudio de planificación e información de antecedentes. Más de 400 cuestionarios fueron completados durante el desarrollo del estudio, con un desglose de 238 encuestas completadas en la primera ronda de reuniones públicas y 174 encuestas completadas en línea. Todas las jurisdicciones incluidas dentro de la región de Memphis MPO fueron representados en las respuestas de la encuesta.

CAPÍTULO 4: I-269 ESCENARIOS DE DESARROLLO

Cuatro escenarios de desarrollo fueron identificados y evaluados para mostrar una amplia gama de posibles patrones futuros de desarrollo, entre ellos uno con el nuevo desarrollo poco para reflejar los resultados de las encuestas públicas y que se basa en una tasa de crecimiento acelerado para el contraste. Con base en la información recibida durante el proceso de planificación I-269, los siguientes cuatro escenarios fueron identificados: Base hipótesis de crecimiento, Escenario Ciudadana, Escenario de Alto Crecimiento, y Escenario Enfocado Crecimiento.

El escenario de crecimiento de la base, que fue aprobado por el MPO para su uso en la Dirección 2040

Plan de Transporte a Largo Plazo, fue elegido para servir como base de comparación para los escenarios alternativos desarrollados para este estudio. Este “escenario tendencial” se basa en los planes, programas y políticas de toda la región y es coherente con la utilización del suelo aprobado y los planes integrales de las jurisdicciones MPO.

El escenario Ciudadana fue diseñado para reflejar más de cerca la opinión pública recibida a través del proceso de planificación de I-269 TN. La mayoría de los ciudadanos que participaron mostraron una fuerte preferencia por conservar el carácter más rural del corredor, con un nuevo crecimiento residencial y comercial limitada a los actuales áreas desarrolladas. La preservación de las tierras agrícolas y espacios abiertos era un componente clave del Escenario Ciudadana.

El Escenario de Alto Crecimiento pretendía contrastar directamente con el Escenario Ciudadana y para mostrar los efectos del desarrollo sin control por todo el pasillo. Se expresó preocupación en todo el proceso de planificación sobre el efecto del crecimiento ilimitado y la expansión urbana o suburbana en las comunidades existentes, tanto en el interior del núcleo urbano y en las zonas rurales periféricas. Este escenario fue ideado para ilustrar los efectos de los patrones de desarrollo como en los patrones de uso del suelo y transporte.

La hipótesis de crecimiento enfocada fue creado para mostrar un equilibrio entre los otros dos escenarios alternativos (Ciudadana y de rápido crecimiento). Desarrollo en la hipótesis de crecimiento focalizada fue mayor peso a la infraestructura existente, como carreteras y servicios públicos. Este escenario proporciona un equilibrio de desarrollo de mayor densidad residencial y comercial con mayores mezclas de usos en el nodo existente, además de limitado crecimiento de baja densidad residencial en otros lugares. Cada escenario supone un año horizonte (utilizado para la proyección de crecimiento) de 2040, lo cual es consistente con las proyecciones de población y empleo utilizados en el desarrollo del LRTP 2040 y el Modelo de Demanda de Viajes regional.

El uso de estos escenarios alternativos del estudio observó a responder algunas de las preguntas planteadas por los ciudadanos y las partes interesadas regionales en todo el proceso de planificación. Las principales preocupaciones que se expresaron fueron: ¿Qué impacto tendrá la finalización de la I-269 sobre los patrones de tráfico para viajes interestatales y en las principales vías de intersección? Will I-269 el desarrollo y la inversión empate lejos de las comunidades existentes en la región? Se desarrollo en la I-269 cambia el carácter rural y la calidad de vida de las comunidades adyacentes? ¿El nivel actual de la infraestructura (camino, etc) en el partido pasillo lo que se necesita para apoyar el desarrollo futuro y si no, ¿qué cambios deben hacerse a los planes existentes?

Aunque ningún modelo puede predecir con total exactitud qué patrones y tipos de desarrollo se presentan, pueden ser útiles en la conceptualización de las compensaciones entre diferentes densidades e intensidades de desarrollo a un nivel más amplio. A los efectos de este estudio, un nivel de corredor “micro-modelo” basado en las dos área millas amplio estudio se utilizó para proyectar el crecimiento futuro basado en la codificación de las parcelas para usos futuros o “tipos de lugares.” Type La MPO de Memphis Place paleta, creado para su uso en la Dirección 2040 plan de Transporte a Largo Plazo, determinado los usos del suelo y las densidades de desarrollo que es probable que se producen a través del corredor. La paleta de tipo Place incluye una amplia gama de tipos y densidades de desarrollo, que van desde las zonas rurales a las características de los suburbios a la ciudad, y que incluye una amplia gama de usos no residenciales.

Además, un conjunto de factores de aptitud, ajustado por escenario, ayudó a determinar qué áreas sería más deseable y más adecuada para el desarrollo. Entre los factores de aptitud utilizados para este análisis fueron la proximidad a importantes intercambios y de otro, la proximidad de las atracciones como parques, escuelas y servicios de venta al por menor, la proximidad a los actuales comercial, residencial o industrial / almacén desarrollo, y la proximidad a las principales carreteras. Ciertos factores negativos, o restricciones, se utilizaron para limitar el desarrollo en las llanuras aluviales y en terrenos públicos abiertos, así como cerca de usos incompatibles, como los usos residenciales cerca de las instalaciones industriales. La información obtenida a partir del modelo de uso de la tierra fue utilizada para ejecutar el MPO Modelo Regional Demanda de Viajes para determinar los efectos de cada uno en el sistema de transporte.

LAND RESULTADOS DEL MODELO DE USO

En base a los tipos comunes de uso de suelo: residencial, de oficina, Servicio de Retail, Industrial y / Galpón, el siguiente análisis describe cómo la población y el crecimiento del empleo en el área de estudio I-269 en comparación con los cuatro escenarios de crecimiento.

RESIDENCIAL

En todos los escenarios el número total de unidad de vivienda demandada por el crecimiento están por debajo de la fuente disponible de tierra designada para el crecimiento residencial. Aunque técnicamente es un exceso de oferta, el escenario base y el escenario de los ciudadanos que más se acerquen a igualar la demanda proyectada unidad de vivienda residencial con sólo un exceso de oferta 9% y 11%, respectivamente. Sin embargo, el escenario de crecimiento alto y escenario de crecimiento enfocada, la disponibilidad de tierra que se puede desarrollar en las nuevas unidades de vivienda supera con creces la demanda de nuevas unidades de vivienda en condiciones normales de crecimiento. El escenario de crecimiento centrado proyecta 48% de exceso de oferta de tierra disponible para la construcción de viviendas en comparación con el 155% de exceso de oferta en el escenario de alto crecimiento.

OFICINA

En todos los escenarios el número total de puestos de trabajo clasificados como de empleo exigido por la oficina de crecimiento están por debajo de la oferta disponible de los terrenos destinados para el crecimiento de la oficina de empleo. En comparación con los dos de mayor crecimiento de los escenarios, el escenario base y el escenario de los ciudadanos están más cerca de un equilibrio entre la oferta y la demanda, pero aún representan un exceso de oferta 62% y 75%, respectivamente. El escenario de crecimiento centrado proyecta 691% exceso de oferta de tierra disponible para el desarrollo de la oficina de empleo en comparación con 2.283% exceso de oferta en el escenario de alto crecimiento.

GALERÍA

En todos los escenarios el número total de nuevos puestos de trabajo al por menor exigido por el crecimiento en comparación con la oferta de suelo disponible para desarrollo comercial está lejos del equilibrio. En todos los casos, la oferta supera a la demanda de nuevos puestos de trabajo de oficina por lo menos un margen de seis a uno, el escenario base proyecta un exceso de oferta 678%, el escenario ciudadano proyecta un exceso de oferta 1.286%, los proyectos de crecimiento centradas en escenarios 3.152% exceso de oferta, y el escenario de crecimiento alto proyecta un 5081% sobre la oferta.

SERVICIO

En el escenario base y el escenario de los ciudadanos, la demanda de nuevos empleos de servicios supera la oferta de suelo devlopable necesaria para satisfacer esta demanda. Como tal, la disponibilidad de tierras para el desarrollo de servicios bajo estos escenarios limita el crecimiento del empleo que puedan ser distribuidos en el área de estudio I-269 y puede haber algo de potencial no realizado en esta área de trabajo. El escenario base muestra la demanda un 45% más, mientras que el escenario ciudadano se acerca al equilibrio con sólo un 7% más de la demanda.

En el escenario de crecimiento alto y escenario de crecimiento enfocada, la disponibilidad de tierras que se pueden desarrollar para apoyar el empleo nuevo servicio es superior al número de puestos de trabajo la demanda de nuevos servicios en condiciones de crecimiento normales. El escenario de crecimiento centrado proyecta 152% exceso de oferta de tierra disponible para la construcción de viviendas en comparación con el 336% exceso de oferta en el escenario de alto crecimiento.

INDUSTRIA / ALMACÉN

En todos los escenarios el número total de nuevos industriales / almacén trabajos exigidos por el crecimiento en comparación con la oferta de suelo disponible para industrial / almacén desarrollo está lejos del equilibrio. En todos los casos, la oferta supera a la demanda de los nuevos industriales / almacén puestos de trabajo por lo menos un margen de cinco a uno, el escenario base proyecta un exceso de oferta 675%, el escenario ciudadano proyecta un exceso de oferta 754%, los proyectos de crecimiento centradas en el escenario 859% exceso de oferta y el escenario de crecimiento alto proyecta un 1172% sobre la oferta.

CAPÍTULO 5: CONCLUSIONES Y RECOMENDACIONES

Capítulo 5 Conclusiones y recomendaciones se resumen los resultados del modelo para cada escenario e identifica herramientas para abordar los temas de planificación de tres identificadas durante el estudio. Las herramientas descritas abordan temas a nivel regional y se agrupan bajo cuatro principios básicos para hacer frente a los tres temas de planificación. Los siguientes son los cuatro principios:

- Promover los recursos naturales, espacios abiertos, y tierras de cultivo
- Fomentar el Desarrollo Económico
- Promover la planificación del transporte y uso del suelo para el crecimiento de Calidad
- Construir vecindarios fuertes y unidas y Comunidades

La planificación es una decisión local y las herramientas recomendadas sirven como principios rectores para el desarrollo regional de la I-269 Corridor en Tennessee. La capacidad de una comunidad de planificación local determinará cómo la caja de herramientas se utilizarán. La capacidad de planificación se describe como la capacidad técnica, capacidad gerencial, financiera y política de un gobierno local para llevar a cabo los proyectos previstos y programados y mejoras que afectan el desarrollo de la I-269 Corridor. Una base fundamental de la ordenación del territorio es un crecimiento equilibrado y un desarrollo compatible con la disponibilidad de infraestructura y servicios municipales. El desarrollo futuro de la I-269 Corridor en Tennessee deben mantener un vínculo de transporte equilibrado y diverso, con las arterias que se integran

en el pasillo. Estas arterias deberían ayudar a proporcionar para la circulación segura, económica y eficiente de bienes y personas. Para apoyar el desarrollo eficaz y eficiente a lo largo del corredor, las decisiones de uso de la tierra y el transporte deben ser compatibles con los planes y políticas locales, así como las metas y objetivos regionales.



CHAPTER 1

Introduction

OVERVIEW OF THE STUDY

In an effort to shape future development along the I-269 Corridor in Tennessee, the Transportation Policy Board (TPB) of the Memphis Urban Area Metropolitan Planning Organization (Memphis MPO) recommended a study to look at how the jurisdictions along the Tennessee portion of I-269 would like to see the corridor developed. This was accomplished using a visioning and scenario planning process that encouraged citizens and communities to explore and debate regional growth visions, trade-offs, and alternative future scenarios related to the I-269 Corridor in Tennessee.

With the recommendation of the TPB, a 22 member Steering Committee was formed made up of representatives from the jurisdictions along the Tennessee portion of the corridor, as well as the Tennessee Department of Transportation (TDOT) and the Memphis Area Transit Authority (MATA). The role of the Steering Committee was to provide guidance and local insight, and to serve as liaisons to communities and local governments. The Steering Committee guided the MPO staff in meeting all the major milestones of the study, including visioning, the public involvement process and review of the draft report.

The MPO conducted two rounds of public meetings for the study. The first round were open house style meetings where the public was invited to participate in visioning and mapping exercises to define their preferred land use configurations, transportation systems, and study planning themes. A public questionnaire was filled out by the participants in order to provide the MPO with information on the citizen's preferences. The second round of public meetings was designed to provide comments on the draft report by the citizens.

SCENARIO PLANNING

Scenario planning processes are widely used in communities ranging from small, newly incorporated towns to large regions. According to the FHWA Scenario Planning Guidebook, scenario planning "provides a framework for developing a shared vision for the future by analyzing various forces (e.g., health, transportation, livability, economic, environmental, land use), that affect communities".¹ Recognizing scenario planning as an enhancement of the traditional planning process, in recent years the FHWA has encouraged the use of federal funds for scenario planning, identified scenario planning resources, facilitated peer workshops on scenario planning best practices, and developed tools such as the FHWA Scenario Planning Guidebook.

The scenario planning technique serves as a valuable tool in illustrating to citizens and stakeholders how demographic and land-use changes impact transportation networks at all levels. As the guidebook points out, what makes scenario planning unique is that land-use patterns are identified as variables, rather than static inputs, that affect transportation networks, investments and operations. By coupling potential land-use variables with other variables such as demographic, economic, political and environmental trends, a wide range of realistic alternatives can be considered and analyzed. Through these alternative analyses, stakeholders can better visualize and understand how a state, community, region, or study area might look or function in the future.

Using input from the public and the I-269 TN Steering Committee, the MPO developed and evaluated four scenarios to illustrate possible future development and traffic patterns. The results of the land use and trans-

¹ United States. FHWA. *FHWA Scenario Planning Guidebook*, September 2010.

portation scenario modeling were used in developing the recommendations included in this study.

BACKGROUND

In 1957 an existing highway corridor in Indiana stretching 162 miles between Indianapolis and Angola became the first stretch of highway to be designated Interstate 69 (I-69). Eleven years later the Federal-Aid Highway Act of 1968 authorized an additional 1,500 miles of interstates, to be chosen by the Federal Highway Administration (FHWA). Among Michigan's proposals was a 156 mile extension of I-69 northeast and east via US 27 to Lansing, M-78 to Flint, and M-21 to Port Huron.² While the FHWA initially only approved the route to Flint, the continuation to Port Huron was eventually approved in 1984, and Michigan's 1,241 mile portion of the Interstate system was completed in 1992.³

Figure 1.1



Congressional High Priority Corridors, FHWA 2008

At about the same time as the completion of Michigan's portion of the Interstate System, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) included two High Priority Corridors that would later become parts of a proposed cross-country extension of I-69. Corridor 18 would extend from Indianapolis, Indiana, to Memphis, Tennessee, via Evansville, Indiana, and Corridor 20 would extend from Laredo, Texas, through Houston, Texas, to the vicinity of Texarkana, Texas.⁴ Three additional U.S. Department of Transportation Acts led to the extension of designated I-69 as it is recognized today.

1. The Department of Transportation and Related Agencies Appropriations Act of 1993 extended Corridor 18 southwest to Houston, Texas, where it connected to Corridor 20.
2. The National Highway System Designation Act of 1995 made further amendments to the description of Corridor 18, specifying that it would serve Mississippi and Arkansas, extending it south to the Mexican border in the Lower Rio Grande Valley, and adding a short connection at Brownsville, Texas. This act also specified that Corridors 18 and 20 were "future parts of the Interstate System", to become actual Interstates when built to Interstate standards.⁵
3. The Transportation Equity Act for the 21st Century (TEA-21), enacted in 1998, greatly expanded the definition of Corridor 18 to include the existing I-69, as well as Interstate 94 between Port Huron and Chicago. A connection to Pine Bluff, Arkansas was added, and the extension to the Lower Rio Grande Valley was detailed as splitting into two routes at Victoria, one following US 77 and the other following US 59 and US 281 to the Rio Grande. This act also assigned the Interstate 69 designation to Corridors 18 and 20, with the branches on US 77 and US 281 to the Rio Grande being

² "State Asks 600 Miles of Extra Interstate". Ironwood Daily Globe. November 14, 1968.

³ "1990s". Transportation Timeline. Michigan Department of Transportation. August 2007.

⁴ "H.R.2950". Thomas.loc.gov.

⁵ "S.440". Thomas.loc.gov. 1995-02-16.

"I-69 East" and "I-69 Central".⁶

Ultimately, I-69 will connect Mexico City, Mexico to Montreal, Canada across the United States serving both domestic and international trade along the corridor.

HISTORICAL BACKGROUND OF INTERSTATE 269 ("I-269")

Proposed I-269 is currently a partially built stretch of interstate that, once completed, will traverse a total of 64.3 miles. The interstate will ultimately form an eastern loop around the greater Memphis area, extending into Shelby and Fayette counties in southwest Tennessee, and Marshall and DeSoto counties in northwest Mississippi. This route, known as an "auxiliary route" of I-69, will serve as one of two routes to be constructed in the region; one through the City of Memphis (I-69) and a single bypass route to the east (I-269). This two route solution is referred to as a **Systems Approach Alternative** in the Interstate 69, Section of Independent Utility #9 Final Environmental Impact Statement.

In the early phase of project development for this segment of I-69, two alternative corridors with a common beginning point at the I-55 Interchange in Hernando and a common ending point at the intersection of US 51/SR 385 in Millington were evaluated. One corridor passed through Memphis, the other bypassed Memphis to the east. As the study progressed and after evaluating traffic patterns and growth patterns in the surrounding area, it became apparent that neither a single route through Memphis, nor a single route bypassing Memphis to the east would meet the purpose and need of this segment of I-69.

Studies of the projected I-69 traffic and freight movement show that a large volume of the I-69 commercial traffic will have an origin or destination in Memphis. Recent traffic studies also indicate that a majority of traffic on the existing system through Memphis is local traffic and that the interstates currently operate at congested levels during peak hour periods. During the congested periods, through traffic on I-69 with destinations either north or south of the city and traffic destined for the major highways leaving Memphis to the east are not adequately served without an eastern bypass route. Also, since a large volume of traffic is destined for the downtown Memphis area, a single bypass route to the east does not meet the purpose and need of I-69. Since a single route will not meet the purpose and need of this segment of I-69, a Systems Approach Alternative was proposed.⁷

While I-69 is complete in DeSoto County, the projected 26 miles of I-269 to be built in Mississippi has only recently broken ground. This first segment will cover 3.1 miles in Marshall County, from the Tennessee state line southward to SR 302. The corridor will continue 7.0 miles southward through Marshall County, then curve westward into DeSoto County. The interstate will eventually tie into the existing I-69 corridor at I-55 in the city of Hernando.

The extents of this regional vision study include only the 36.2 mile portion of the corridor within the state of Tennessee. A total of 30.2 miles of the Tennessee section are in Shelby County and the remaining 6 miles are within Fayette County. While most of the corridor is complete (with only two important segments remaining to be built), the corridor has not been officially designated as I-269.

⁶ "H.R. 2400". Thomas.loc.gov. Retrieved 2012-01-13.

⁷ United States. FHWA. Interstate 69, Section of Independent Utility #9 – Final Environmental Impact Statement, November 2006.

The portion of the corridor currently built is designated TN State Route 385. The northern, eastern and southern portions of TN 385 have also been designated as Paul W. Barret Parkway, Governor Winfield Dunn Parkway, and Bill Morris Parkway, respectively. Only the northern and eastern portions of TN 385 (Paul Barret Parkway and Winfield Dunn Parkway) will eventually become I-269. Two critical segments remain to complete the proposed I-269 corridor in Tennessee. The first segment, projected to be completed by 2013, spans the Wolf River, connects Winfield Dunn Parkway to Bill Morris Parkway, and represents the completion of TN 385. The final segment of I-269 in TN is scheduled for completion in 2014 and will split from TN 385 by extending southward near the Paul Barret/Winfield Dunn Parkways connection and continue to the Tennessee/Mississippi state line where it will tie into proposed I-269 in Marshall County, currently under construction.

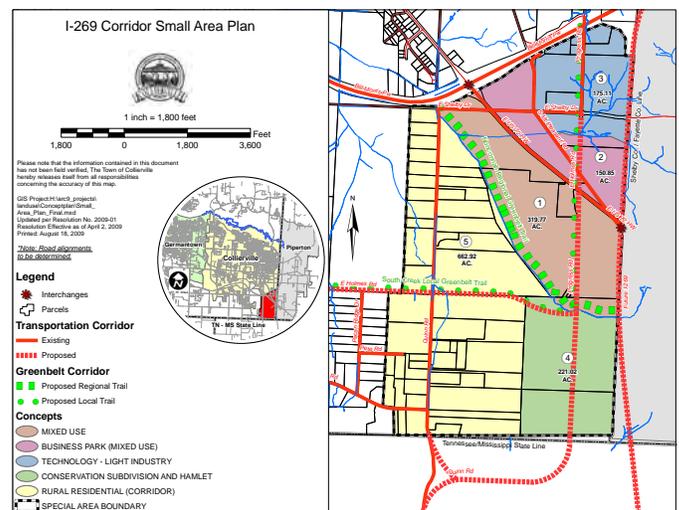
OTHER I-269 STUDIES

COLLIERVILLE SMALL AREA PLAN

In April of 2009, the Town of Collierville adopted the I-269 Small Area Plan. The plan is considered a subcomponent of the Town's Land Use Plan (updated in April 2012), and has its roots in "concerns that grew among the Collierville community during the summer of 2008 about the impacts that I-269 would have on the Town, and the quality of the land uses that would be seen along Highway 72 as pressure for development in these areas ensued".⁸

As stated on the Town of Collierville website, the 1,500+ acre study area located in the southeastern portion of the town is largely undeveloped.⁹ There is substantial land available for development, and the planned I-269 interchange offers a major regional economic development opportunity. What the I-269 Small Area Plan provides is "a vision for the physical future of the I-269 Study Area. It is also a guide for private, public, and quasi-governmental sectors for decision making in regard to proposed new development, redevelopment of real estate, capital improvement plan (CIP) expenditures, rezonings, and planned unit developments (PUDs)."

Figure 1.2



Town of Collierville, I-269 Corridor Small Area Plan Study Area

DESOTO: NEW ERA OF DISCOVERY (A STEWARDSHIP PLAN)

In early 2009, DeSoto County, Mississippi, released a request for proposals seeking a consultant to create a "Strategic Development Master Plan for the I-69/I-269 International Trade Corridor". Later the same year, The McBride Dale Clarion Team, including five additional subconsultants, was selected to produce a master plan that would address a number of study areas relating to the I-69/I-269 Corridor within DeSoto County. As described on the website set up to record the progress of the DeSoto: New Era of Discovery study, it is a study being undertaken:

8 Town of Collierville. Collierville Land Use Plan: I-269 Small Area Plan, Adopted April 2009.

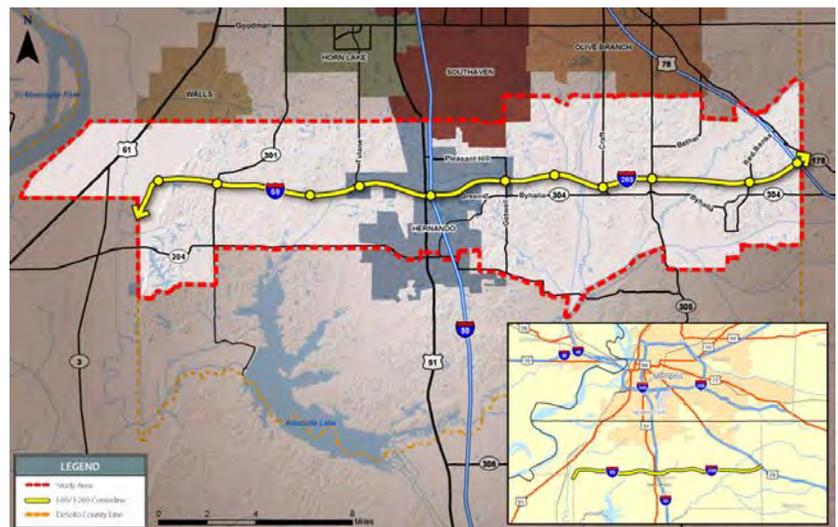
9 <http://www.collierville.com/planning-development-39/downtown-collierville-small-area-plan-2009-2010-new/11-development-department/133-i-269-small-area-plan>

...by the DeSoto County Planning Commission, by direction of the County Board of Supervisors, to strategically evaluate existing and potential development opportunities and constraints that the county may encounter as a result of the federally-mandated construction of the Interstate 69/269 International Trade Corridor through DeSoto County. The study will take place over approximately 18 months, beginning in Spring 2011, and will result in a written plan document that will identify community-preferred solutions to responsible land stewardship along the corridor.¹⁰

More specifically, the plan document will address a number of study areas relating to stewardship of land along the I-69 and I-269 corridors within DeSoto County, to include:

- Inventory of Corridor Assets
- Economic Projections
- Scenario Planning
- Interdisciplinary Community Design
- Economic Development
- Transportation
- Telecommunications
- Planning Guidelines
- Financing
- Green Infrastructure
- Rural/Community Development
- Energy/Utilities
- Public Facilities
- General Planning Issues

Figure 1.3



DeSoto: New Era of Discovery study area

The study boundary is roughly a four mile wide corridor - two miles to the north and south of the I-69/I-269 alignment - that runs from the western DeSoto county line to the eastern DeSoto county line. Completion of the project is targeted for early 2013.

I-69/I-269 CORRIDOR ECONOMIC DEVELOPMENT AND ENVIRONMENTAL STUDY

The Memphis and Shelby County Office of Sustainability is currently conducting the TN-385/I-269 Corridor Economic Development/Environmental Study. This study will examine opportunities for large scale economic development projects and identify environmentally sensitive areas of the I-269 Corridor. It is also designed to provide the municipalities and Chambers of Commerce with quantifiable research and data to identify

10 2011 DeSoto County, *DeSoto: New Era of Discovery (A Stewardship Plan)*, May 2012 <http://desotodiscovery.com> 20 Aug. 2012.

marketable sites for development that they can then promote, and to strengthen relationships and lead to further collaboration on regional economic development strategies.

EMERGING ISSUES

The I-269 Corridor in Tennessee is located in an area which has the potential to grow for the next several decades. The corridor is expected to be an economic engine not only for Shelby and Fayette Counties but also in North Mississippi.¹¹ In Tennessee, the corridor passes through the areas which are mostly undeveloped, which provides an opportunity for future growth and development.

Globalization and new technologies continue to change economies around the world, redefining business priorities, challenging transportation networks of all kinds and creating new economic opportunities.¹² Businesses today depend upon transportation networks to move goods and people around the world as never before. As the global economy changes, the needs of businesses in the I-69/269 Corridor are being transformed. The growth of international trade has placed new competitive pressures on existing businesses in this region and has created new challenges as well as opportunities for emerging business sectors that are locating in the region. To be successful in economic development today, communities along the I-269 Corridor must engage in an on-going process of continuous improvement and collaboration with the business community to help create the most competitive business environment possible.

The movement of freight in Greater Memphis Region is a multi-billion dollar industry. This can be attributed to the region's prime central location and claim to the four major modes of transportation, highway, air, rail, and water. Because of the transportation options, the region offers several intermodal facilities that provide unrivaled logistical advantages. The I-69/269 will be needed to allow the region to remain a hub of multi-modal transportation and keep the title of "America's Distribution Center."¹³ The I-269 Corridor will be vital for the region to reach its goal of becoming a global leader in the freight movement industry.

The I-269 Corridor in Shelby and Fayette Counties is part of a growth area that includes Eastern Arkansas, Northwest Mississippi and Western Tennessee. It is one of the top ten distribution centers in America and public and private sectors have spent millions in building new multimodal facilities like BNSF or upgrading the existing infrastructure like Memphis International Airport and Port of Memphis, to support its economic base. This type of investment has resulted in new warehousing and the development of new industrial parks and the expansion of existing industrial parks in both Tennessee and Mississippi.

The expansions of the Frank C. Pidgeon Industrial Park and the North Memphis Industrial Park, the West Tennessee Business Center in Millington and the Chickasaw Industrial Park in northern Mississippi, have the potential to add over thousands of new jobs in the Mid-South. Fayette, Marshall, and DeSoto Counties are experiencing similar growth. Because of the region's importance as a transportation and distribution hub, this growth is likely to continue for decades.¹⁴ This new development will require needed support services and an adequate transportation system to afford people a reasonable commuting time to employment centers, as well as a safe and efficient means to move goods in and around the Mid-South.

11 Desoto New Era of Discovery: Corridor Compass – Final Draft

12 Corridor K Economic Development and Transportation Study: Appalachian Regional Commission

13 Memphis Regional Freight Infrastructure Plan

14 Final EIS – Interstate 69, Section of Independent Utility # 9

The need for the I-269 Corridor in Tennessee as an economic engine was reflected in various past planning effort/studies by the jurisdictions along the corridor. Following are the list of the plans by different jurisdictions which emphasized the need for the I-269 Corridor to create economic opportunities.

MEMPHIS 2005 PLAN

One of the goals of the plan is to take advantage of the I-269 Corridor to improve city's plan to build infrastructure, expand freight terminals and increase its economic base by providing a connected roadway system that efficiently moves people and goods within and around Memphis.

MILLINGTON RESERVE AREA STUDY (1998)

One of the main visions of the study was to connect the main transportation networks in the area to the I-269 Corridor and attract new businesses and employment opportunities by providing access to undeveloped land located in the reserve area.

LAND DEVELOPMENT PLAN FOR ARLINGTON, TN (1996)

The goal of the plan was to enhance economic growth. The I-269 Corridor will place Arlington along a major transportation route which, over time will make Arlington an ideal place for all types of development. The town will be more accessible to the rest of the region and improve the local economy.

THE LAND USE PLAN FOR COLLIERVILLE, TN (2001)

The goal of the plan is to use the I-269 Corridor to boost industrial development along Fayette/Shelby County line and provide a major north-south arterial into the Collierville Area.

SHELBY COUNTY GROWTH PLAN (1999)

The goal of the plan was to prepare future land use plans to insure orderly growth by taking advantage of the I-269 Corridor.

THE LAND USE PLAN FOR FAYETTE COUNTY

One of the goals of the plan was to take advantage of the I-269 Corridor in attracting industries in Fayette County and provide access to employment centers such as the Chickasaw Industrial Area along the corridor.



CHAPTER 2

Existing Conditions

The Memphis region has become one of the nation's top multimodal transportation hubs, due to its interconnected water, roadway, air, and rail infrastructure. Transportation facilities in the Memphis region must balance serving freight transportation as well as the area's 1.2 million residents. Additionally, this must be done in a way that designed to reduce negative impacts to the region's environment, existing communities, businesses, and residents.

Interstate 269 was designed as a component of I-69, which will eventually connect Mexico to Canada across the United States, serving both domestic and international trade along the corridor. The I-269 loop was included to respond to local traffic growth and demands of the Memphis region and to provide access between communities in the region. The combination of I-69 through the center of Memphis and the I-269 loop around the city was designed to both alleviate congestion within the city while improving connectivity throughout the region and to provide an interconnected facility that will help attract new jobs to the region.

DESCRIPTION OF THE CORRIDOR

As described in Chapter I and illustrated in **Figure 2.2**, I-269 is an approximately 64 mile long interstate facility through DeSoto and Marshall Counties in Mississippi and Shelby and Fayette Counties in Tennessee. I-269, which is centered on the city of Memphis, begins in Hernando, Mississippi to the south and connects to Millington in northwest Shelby County, Tennessee. 26 miles of the roadway lie within Mississippi – 15.9 in DeSoto County and 10.1 in Marshall County – and the remaining 38.3 miles are inside Tennessee – 32.8 miles in Shelby County and 5.5 miles in Fayette County. This study will examine only the portion of I-269 that lies within Tennessee. DeSoto County's A New Era of Discovery is the planning project that examines the opportunities for I-269 in that county. The portion of I-269 within Marshall County, Mississippi is not currently being studied.

The final preferred alternative for I-269 included the use of existing highway facilities in the region, including Tennessee State Route 385 (Paul Barret Parkway, Winfield Dunn Parkway, Nonconnah Parkway), which began construction near Millington in 1982. Various sections of the roadway were constructed over the following 25 years, with the most recent segment currently open, US-64 to Macon Road in eastern Shelby County, completed in 2009. The construction of the segment of I-269/SR-385/Winfield Dunn Parkway between SR-57 in Piperton, TN and Macon Road will complete the SR-385 loop around the suburban municipalities in Shelby and Fayette Counties. This segment is scheduled to be open to traffic in late 2013. The final segment of I-269 in Tennessee, which will link the SR-385 loop to the Mississippi state line, is scheduled to be completed in 2014.

Figure 2.1

Dates I-269 (SR-385) Segments Open to Traffic	
Paul Barret Parkway (Northeast)	
US-51 to Singleton Pkwy (SR-204)	1982
Singleton Pkwy to US-70/79	1998
Bill Morris Parkway (Southeast)	
I-240 to Ridgeway Rd*	1994
Ridgeway Rd to Riverdale Rd*	1995
Riverdale Rd to Houston Levee Rd*	1997
Houston Levee Rd to Byhalia Rd*	1999
Byhalia Rd to US-72*	2005
Winfield Dunn Parkway (Central)	
US-70/79 to I-40	1999
I-40 to US-64	2007
US-64 to Macon Rd	2009
<i>Macon Rd to SR-57 (under construction)</i>	<i>2013</i>
US-72 to SR-57**	2007
I-269 Only	
<i>US-57 to MS State Line (under construction)</i>	<i>2014</i>

*TN SR-385 only

**Northeast half of this segment is designated I-269

Figure 2.2

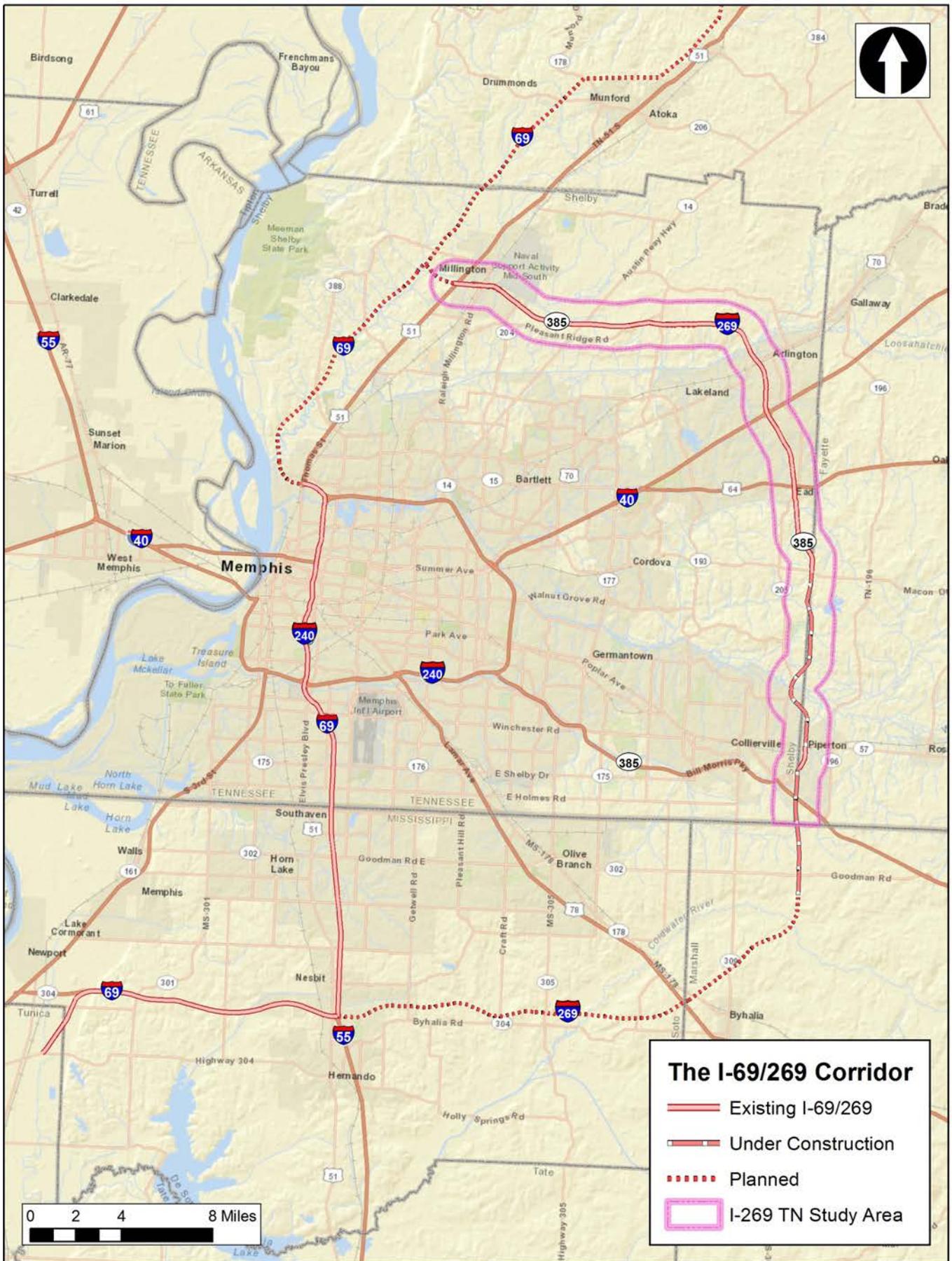
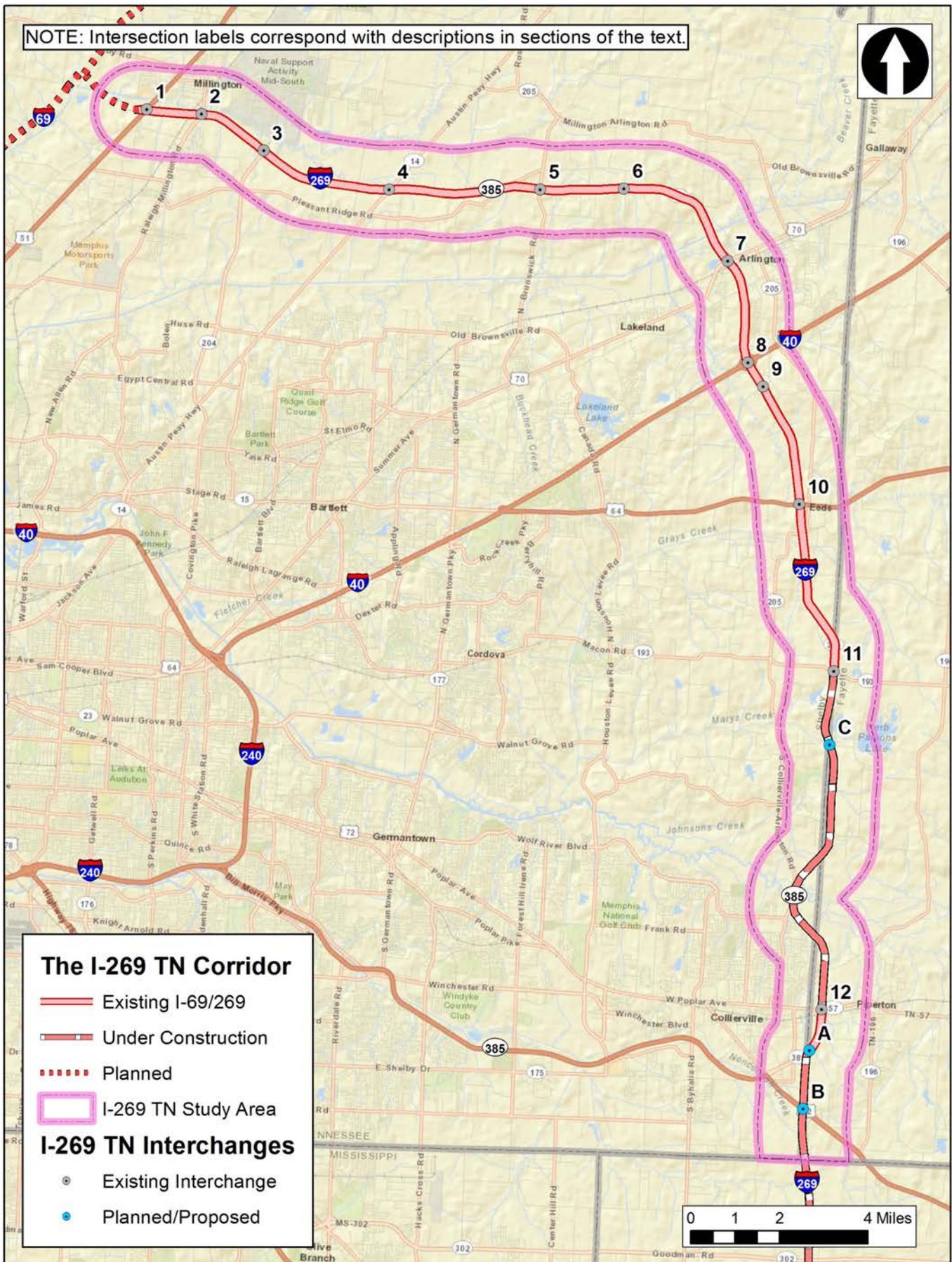


Figure 2.3



I-269 IN MISSISSIPPI

Construction is currently underway on I-269 in northwestern Marshall County, Mississippi, to connect to the segment now being built in Tennessee along the Shelby/Fayette county line. The first section of I-269 in Marshall County, from Highway 302 to the Tennessee/Mississippi state line, is expected to be open to traffic in late 2015. From there, I-269 will curve southwest into DeSoto County, where it will tie in with current I-69 at an interchange with I-55 in the northern part of the city of Hernando. The entire I-269 corridor through Mississippi and Tennessee is expected to be open to traffic in late 2018.

I-269 TENNESSEE INTERCHANGES

As illustrated in **Figure 2.3**, there are 15 existing and planned interchanges along future I-269 within Tennessee. The interchanges are described below, beginning at the northwestern terminus of the roadway in Millington and following east then south to the southeast end of the I-269 TN study area at the Tennessee-Mississippi state line.

EXISTING INTERCHANGES

Numbers given for the interchanges described here correspond to those shown in Figure 2.3: I-269 Tennessee Study Corridor Interchanges.

1. US-51 (TN STATE ROUTE 3)



US Highway 51 leaves northwest downtown Memphis as Thomas Street, and continues northeast through Millington to the Tipton County line. US-51 is the primary north-south thoroughfare for Millington, and for the cities to the north in Tipton County. Proposed I-69 will run parallel to US-51 to the west, between Memphis and the Shelby-Tipton county line.

2. RALEIGH MILLINGTON ROAD



Raleigh Millington Road connects downtown Millington north of I-269 to a number of suburban residential communities south of the highway. It also provides access from the I-269 corridor to Charles W. Baker Airport, a public regional airport owned by the Memphis and Shelby County Airport Authority on Fite Road to the south of Millington.

3. SINGLETON PARKWAY (TN STATE ROUTE 204)



Singleton Parkway provides restricted access from I-269/SR-385 to the southern entrance to the U.S. Naval Support Activity Mid-South station east of the city of Millington. NSA Mid-South serves as a human resources center for the U.S. Navy, and houses the U.S. Army Corps of Engineers Finance Center. To the south of the highway, Singleton Parkway serves primarily agricultural and rural land uses.

4. AUSTIN PEAY HIGHWAY (TN STATE ROUTE 14)



Austin Peay Highway connects the rural community of Rosemark in northern Shelby County to the city of Bartlett south of the corridor. The areas served by Austin Peay are comprised primarily of rural residential and agricultural land uses.

5. BRUNSWICK ROAD & 6. STEWART ROAD



Brunswick and Stewart Roads provide access to the rural and suburban communities located in the northern portion of Lakeland, TN. Stewart Road, along with Pleasant Ridge Road to the north of I-269, forms a loop from Brunswick Road north and south of the highway, and does not connect outside the immediate vicinity of the corridor. Brunswick Road links the

rural communities in north Shelby County to western Lakeland, eastern Bartlett, and the Wolfchase area to the south of the corridor.

7. U.S. HIGHWAY 70/79 (TN STATE ROUTE 1)



I-269 intersects US Highway 70/79, also known as Summer Avenue to the west in Bartlett and Memphis, approximately 2.5 miles north of the I-40/I-269 interchange, in northwest Arlington. Within the study corridor, US-70/79 primarily serves the manufacturing and shipping centers located in the Town of Arlington Industrial Park, as well as the Arlington town

center. US-70/79 also connects to the suburban residential and commercial developments in eastern Lakeland and in northwest Arlington. The highway, which runs parallel to Interstate 40 between Memphis and Brownsville, Tennessee in Haywood County, also provides access to the MPO jurisdictions of Gallaway and Braden in northwest Fayette County.

8. INTERSTATE 40



The junction of Interstates 40 and 269 provides access between two regional transportation facilities, although there is no access to surface roads or adjacent properties at the interchange. The I-40/I-269 interchange is located in the center of Arlington, Tennessee, approximately three miles west of the Shelby-Fayette county line along I-40.

Immediately west of this interchange, I-40 carries over 50,000 vehicles per day, and traffic volumes around this interchange are projected to rise significantly through the LRTP's horizon year of 2040. Traffic volumes on I-269 north of I-40 are moderate, with just over 14,000 vehicles per day. Counts are currently unavailable for the segment south of I-40.

9. DONELSON FARMS PARKWAY (INGLEWOOD PLACE)



The interchange at Donelson Farms Parkway provides access to I-269 for the rural and suburban communities in eastern Arlington and western Fayette County. The land uses immediately adjacent to Donelson Farms Parkway are primarily agricultural.

10. U.S. HIGHWAY 64 (TN STATE ROUTE 15)



Highway 64 serves as a primary east-west corridor in the Memphis MPO region, connecting Bartlett and the Frayser community and Cordova/Wolfchase areas of eastern Memphis. Highway 64 also provides access to the Eads community in eastern Shelby County, and continues into Fayette County, serving the city of Oakland to the east of the MPO planning area.

11. MACON ROAD (TN STATE ROUTE 193)



Macon Road currently is the southern terminus of the existing SR-385 segment designated Winfield Dunn Parkway. This interchange serves the rural and suburban communities of the Mary's Creek area in eastern Shelby County, and provides access to Herb Parsons Lake in western Fayette County. Prior to the completion of the final segment of the SR-385 loop between

Macon Road and US-57 to the south in 2013, the primary north-south routes in eastern Shelby and western Fayette Counties are Collierville-Arlington Road (SR-205) and SR-196, respectively.

12. TENNESSEE STATE ROUTE 57



Tennessee State Route 57 spans the width of Shelby County, as Poplar Avenue, connecting downtown Memphis through East Memphis, Germantown, and Collierville, before entering Fayette County through the city of Piperton. The portion of the I-269 corridor served by the interchange at SR-57 is comprised of the primary employment center in downtown Piperton, as well as commercial, industrial/warehouse, and residential uses in southeast Collierville.

PLANNED AND PROPOSED INTERCHANGES

With the expected completion of I-269 to the Mississippi state line in 2015, additional interchanges will be constructed at the intersection of I-269 with TN SR-385 (labeled "A" on **Figure 2.3**) and with U.S. Highway 72 (labeled "B" on **Figure 2.3**). The interchange between SR-385 and I-269 will be a "system interchange" with no access to surface roads, similar to the interchange at I-40. US-72 does have surface road access, creating greater connection to the land uses adjacent to the interchange.

An additional future interchange is proposed at Monterey Drive (labeled "C" on **Figure 2.3**), between the existing Macon Road and SR-57 interchanges, just south of Mary's Creek along the Shelby-Fayette county line. This interchange would serve as a connection to I-269 for the eventual extension of Walnut Grove Road east from its current terminus at Houston Levee Road. This interchange would provide greater access to the Mary's Creek and Spring Creek areas of eastern Shelby County, as well as the communities surrounding Herb Parsons Lake in western Fayette County.

EMPLOYMENT AND COMMUTING

The *U.S. Census OnTheMap* online tool allows users to perform an analysis of workers and employment based on Census-defined geographical units or using a user-created boundary file. *OnTheMap* supplements data from the decennial census and the Bureau of Labor Statistics with Unemployment Insurance Wage Records, Office of Personnel Management data on federal employees, and the Quarterly Census for Employment and Wages. More information regarding the *OnTheMap* tool, including data sources and confidentiality protection, can be found at onthemap.ces.census.gov.

As of 2010, the I-269 Tennessee corridor is home to approximately 10,500 workers, the majority of whom (95%) work outside the study area. The top sectors in which workers living within the study area were employed are: Health Care and Social Assistance (12.2%); Retail Trade (11.3%); Educational Services (10.1%); Manufacturing (9.1%); Transportation and Warehousing (8.7%); and Accommodation and Food Services (8.0%). For those resident workers commuting outside of the study area to work, roughly 65% commute to the city of Memphis for their primary jobs. Collierville (6.1%), Bartlett (4.3%), Germantown (2.9%), Millington (2.5%), and Arlington (1.5%) are other notable job destinations for residents living in the I-269 corridor inside Tennessee.

Figure 2.4 describes the city of destination for commuters living within the I-269 Tennessee study corridor based on the three segments (Northwest, Central/Northeast, and Southeast) that were defined for analysis

Figure 2.4

Southeast Segment		
Place of employment	Number of commuters living in study segment	Percent
Memphis	2,977	62.80%
Collierville	557	11.70%
Germantown	203	4.30%
Bartlett	140	3.00%
Other*	867	18.30%
Total workers	4,744	100.00%

*Includes 573 (12.1%) employed at unspecified "All Other Locations"

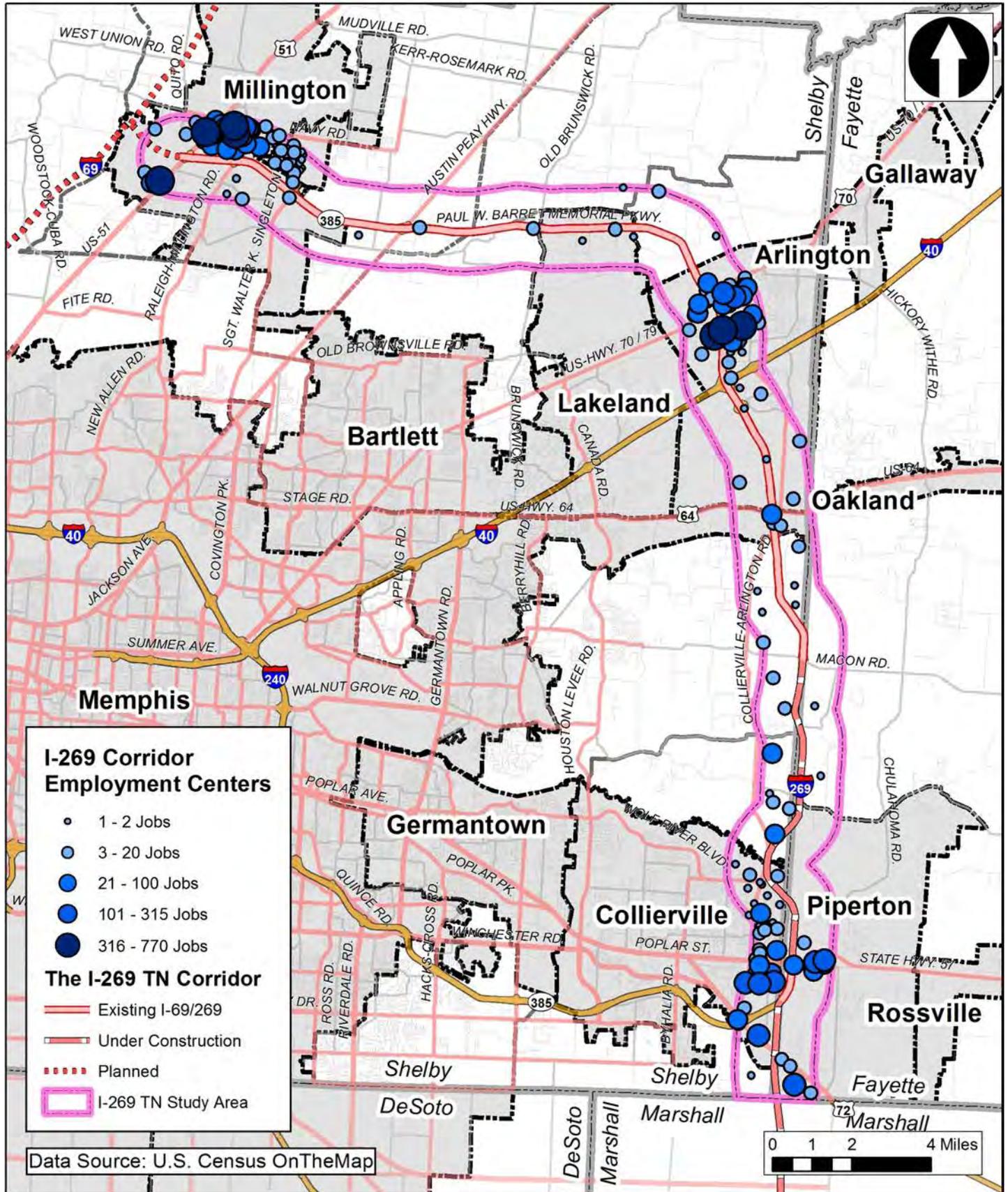
Central (Northeast) Segment		
Place of employment	Number of commuters living in study segment	Percent
Memphis	2,310	70.10%
Bartlett	198	6.00%
Arlington	158	4.80%
Germantown	99	3.00%
Collierville	83	2.50%
Other*	448	13.60%
Total workers	3,296	100.00%

*Includes 291 (8.8%) employed at unspecified "All Other Locations"

Northwest Segment		
Place of employment	Number of commuters living in study segment	Percent
Memphis	1,486	60.00%
Millington	267	10.80%
Bartlett	110	4.40%
Other*	613	24.80%
Total workers	2,476	100.00%

*Includes 374 (15.1%) employed at unspecified "All Other Locations"

Figure 2.5



of the corridor. Excluding workers employed in Memphis, commuting patterns for each study segment seem to favor employment in cities nearby that portion of the study area.

A similar commuting pattern is evident for the nearly 8,000 workers employed inside the I-269 Tennessee corridor, with 94% of those workers commuting into the corridor from residences outside. In contrast to the sectors of employment for residents of the study area, the jobs inside the corridor lean somewhat more heavily toward manufacturing and retail. The top sectors for employment within the I-269 study area in 2010 were: Manufacturing (26.6%); Retail Trade (18.5%); Health Care and Social Assistance (11.3%); Wholesale Trade (8.5%); Administration & Support, Waste Management and Remediation (6.3%); and Construction (4.8%).

A spatial analysis of the jobs within the study area shows that most jobs within the corridor are located at three primary locations: at the intersection with U.S. Hwy 51 in Millington, between U.S. Hwy 70/79 and I-40 in Arlington, and along Tennessee SR-57 and U.S. Hwy 72 in Collierville and Piperton. **Figure 2.5** shows the general location of employment centers along the corridor.

CURRENT AVERAGE DAILY TRAFFIC

Current traffic volumes along the corridor, measured in Annual Average Daily Traffic (AADT), are fairly low, with higher traffic counts near intersections with major highways. The highest counts occur at the northwest end of the corridor, Millington, between Raleigh Millington Road and Singleton Parkway (17,779 vehicles), and in the central segment, between U.S. Highway 70 and Interstate 40 (14,095 vehicles). No traffic counts were available for the southeast portion of I-269, most of which (Macon Road to SR-57) is scheduled to be completed and open to traffic in late 2013. The AADT of 37,744 vehicles on Nonconnah Parkway (SR-385) in Collierville, east of Byhalia Road, suggests that the southeast end of the I-269 corridor may experience similar volumes as those other segments near major highways. Current AADT along the corridor and intersecting roadways are shown in **Figures 2.7, 2.8, and 2.9.**

Figure 2.6

2011 AADT for I-269 / SR-385	
Northwest Segment	AADT
East of US-51	10,862
East of Raleigh Millington Rd	17,779
East of Singleton Parkway	8,459
East of Austin Peay Highway	9,763
Central Segment	
East of Brunswick Road	9,073
East of Stewart Road	10,599
North of Interstate 40	14,095
SR-385 (Nonconnah Parkway)	
West of Byhalia Road	37,744

AADT unavailable for the Southeast Segment

Source: TDOT and local traffic counts compiled for the Direction 2040 LRTP

HISTORIC TRAFFIC PATTERNS IN THE REGION

For this study, traffic counts compiled from the Tennessee Department of Transportation and from local jurisdictions for the MPO’s Direction 2040 Long Range Transportation Plan were used to analyze the change in traffic counts between 2000 and 2011. Using traffic count stations that had data for both years, **Figure 2.10** illustrates the general change in Memphis area traffic patterns during that eleven year period.

The most significant increases in AADT occurred along the interstate highway system, and along SR-385 in southeastern Shelby County. A number of arterial roadways adjacent to the highway system also experi-

Figure 2.7

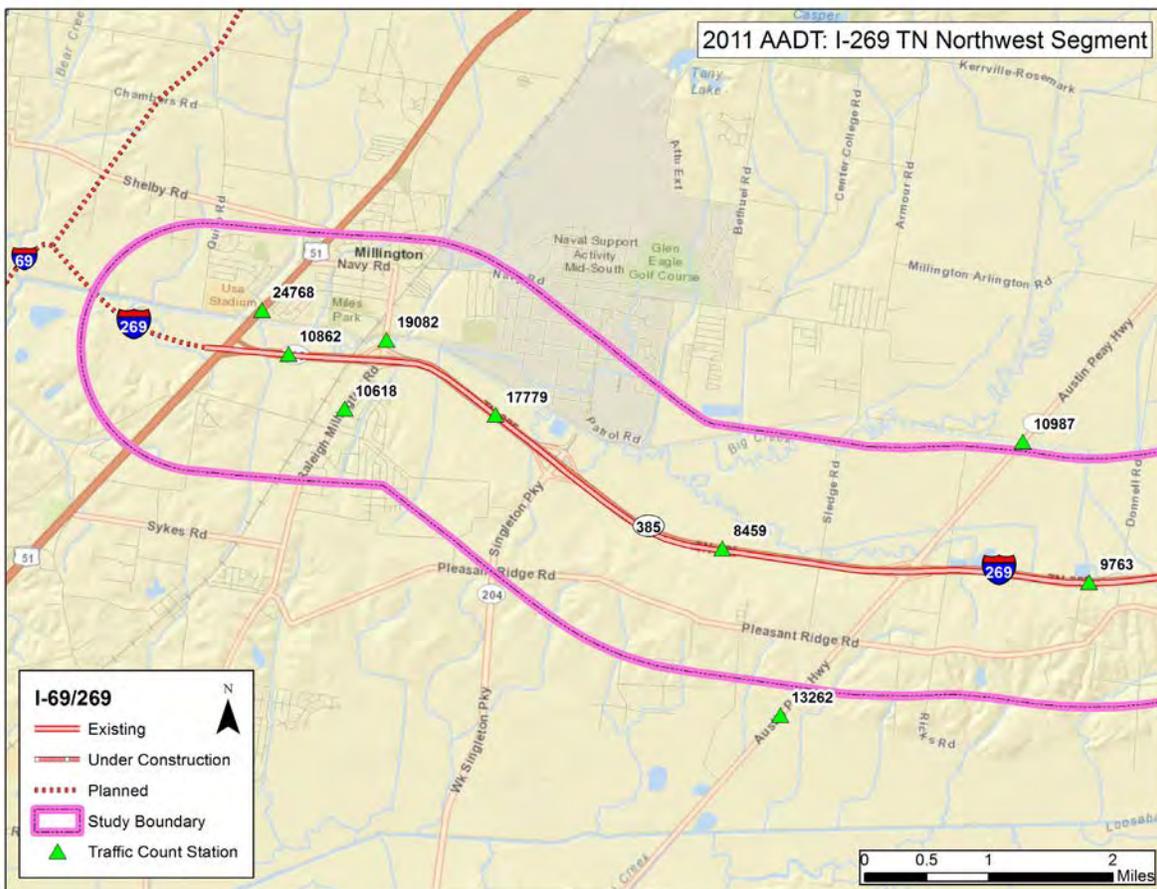


Figure 2.8

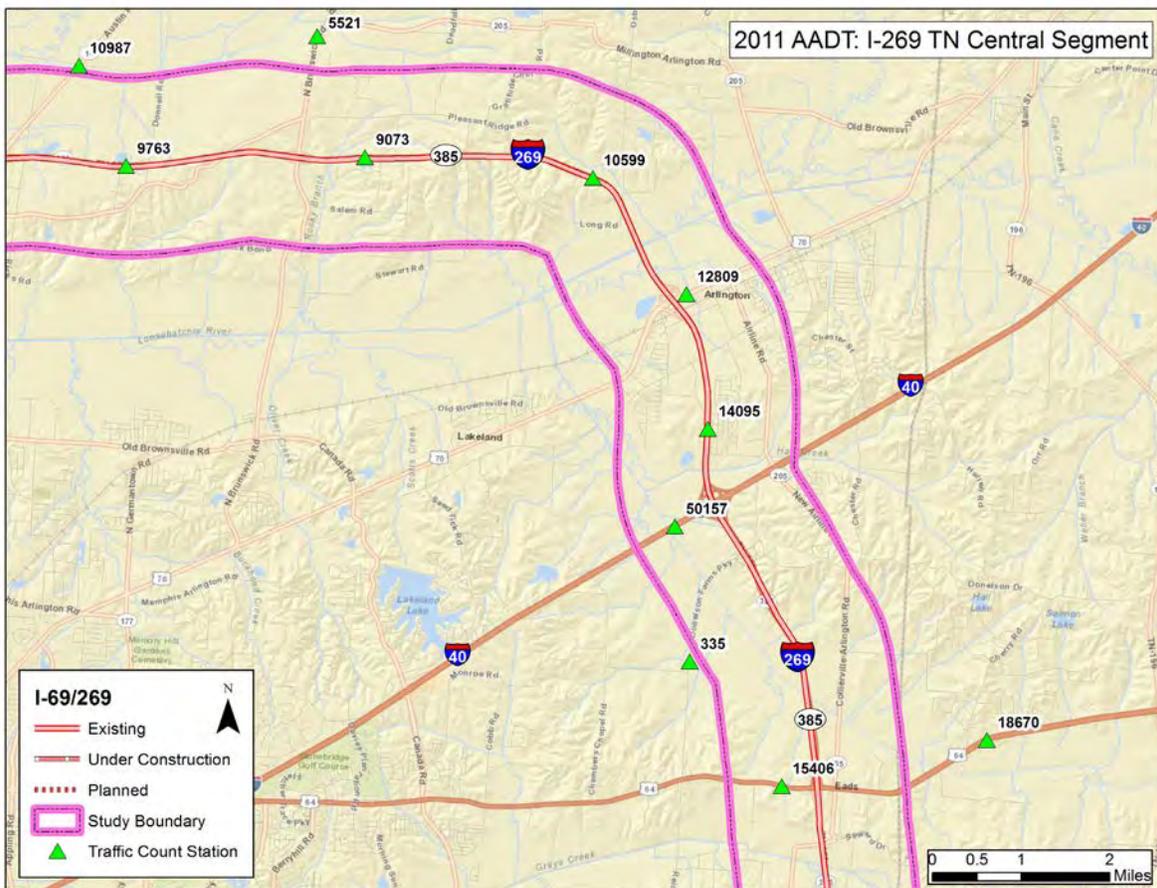
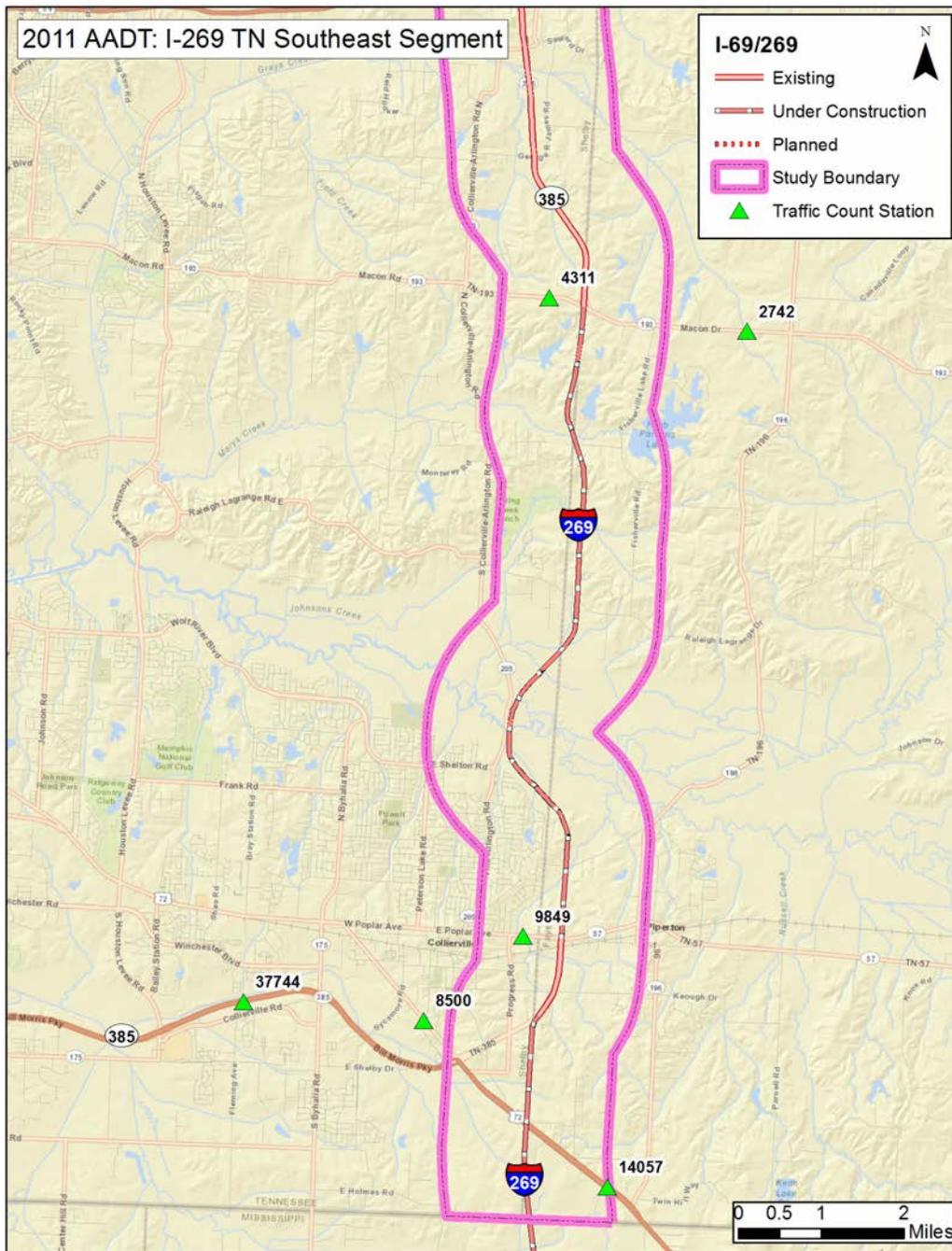


Figure 2.10



enced moderate to strong increases in daily traffic. These changes would seem to indicate that as vehicular traffic has increased in new development areas throughout the region, it is increasingly concentrated to highways and the intersecting major roads.

The northeastern and central segments of the I-269 corridor experienced moderate to high growth north of the I-40 interchange, and a significant increase was also seen on I-40 west of I-269/SR-385. Some decline in AADT can be seen within the city of Memphis, specifically in the Downtown, Midtown, and Memphis International Airport areas. Along with the concentration of traffic to the interstates, these changes may indicate a shift in traffic from the central city to outlying areas, following the expansion of development to suburban Shelby County. It should be noted that this trend has slowed significantly since 2009, compared to the early part of that decade.

CURRENT AND FUTURE TRAFFIC CONDITIONS

The Memphis MPO's Direction 2040 Long Range Transportation Plan (LRTP) contains a detailed analysis of the region's roadway network, including current conditions and projected future deficiencies. Current traffic volumes and congestion are used in conjunction with population and employment projections to forecast traffic conditions in future "horizon years" through the use of the Memphis MPO's Regional Travel Demand Model.

One of the primary measures of deficiencies in the region's roadway network is recurring congestion – that is, congestion that is related to the volume of vehicles using a roadway compared to the roadway's capacity. Recurring congestion occurs regularly, such as congestion during the peak travel periods of a day, and is not related to incidents such as crashes, disabled vehicles, work zones, adverse weather events, and planned special events.

Programs and projects proposed by the MPO jurisdictions are evaluated in part based on their effectiveness in relieving congestion in the regional roadway network. This is done by simulating travel on major roadways within the region using the Travel Demand Model, and assigning a measure of roadway conditions known as a Level of Service (LOS) to each road segment.

The LOS is a qualitative measure of roadway performance as outlined in the Transportation Research Board publication Highway Capacity Manual (HCM). LOS is reported in a scale of A through F, with A representing the best operating conditions and F the worst. LOS E or F indicates the roadway is congested and is operating at levels exceeding design capacity. A variety of factors are used to determine LOS including volume, number of lanes, lane width, percent truck traffic, and average travel speed.

The Direction 2040 LRTP includes analyses of both the base year of 2010, which most closely represents the current conditions in the region, as well as for the horizon year of 2040, which is the last year for which potential funding sources for projects have been identified.

Figure 2.11 illustrates the Level of Service for the LRTP's base year, 2010. In the 2010 analysis, no significant recurring congestion is present along the I-269 TN corridor or any adjacent major roadways. The northwestern end of I-269/SR-385 and I-40 east of Collierville-Arlington Road exhibit a level of service of D, which indicates that those roadways are approaching capacity, but are operating efficiently in all but peak hours.

The regional roadway network is modeled for the 2040 horizon year in two ways: the first, the Existing and Committed (E+C) Network, shows future conditions if only those road projects that are currently funded for construction (committed) in the MPO's Transportation Improvement Program (TIP) are built; the second, the LRTP Network shows future conditions with the full build-out of all projects included in the 2040 LRTP.

Figure 2.12 shows projected roadway conditions in 2040 if only the Existing and Committed Network, the projects with construction funding identified in the MPO's 2011-14 TIP, are built. Although the northwestern and central segments of I-269 are still relatively congestion-free, a number of the major roadways intersecting the corridor exhibit severe peak-period congestion. The same is true for the southeastern segment of the study area, with portions of I-269 itself, particularly the four lane section between US-64 and Raleigh-Lagrange Road, now showing levels of service of E or F.

Finally, **Figure 2.13** shows the projected conditions for the regional roadway network if all the projects in

the LRTP through the year 2040 are completed. Traffic congestion throughout the MPO region, and particularly within the I-269 corridor and adjacent areas, is projected to significantly decrease with the construction of the LRTP projects, although certain segments of I-269 and the intersecting roadways are still exhibiting some levels of peak-period congestion.

For a more detailed description of how the level of service analysis and the MPO's Travel Demand Model were used to evaluate traffic patterns in the region, please see Chapter 4: Existing Conditions and Needs Assessment, of the Memphis MPO's Direction 2040 Long Range Transportation Plan.

Figure 2.11

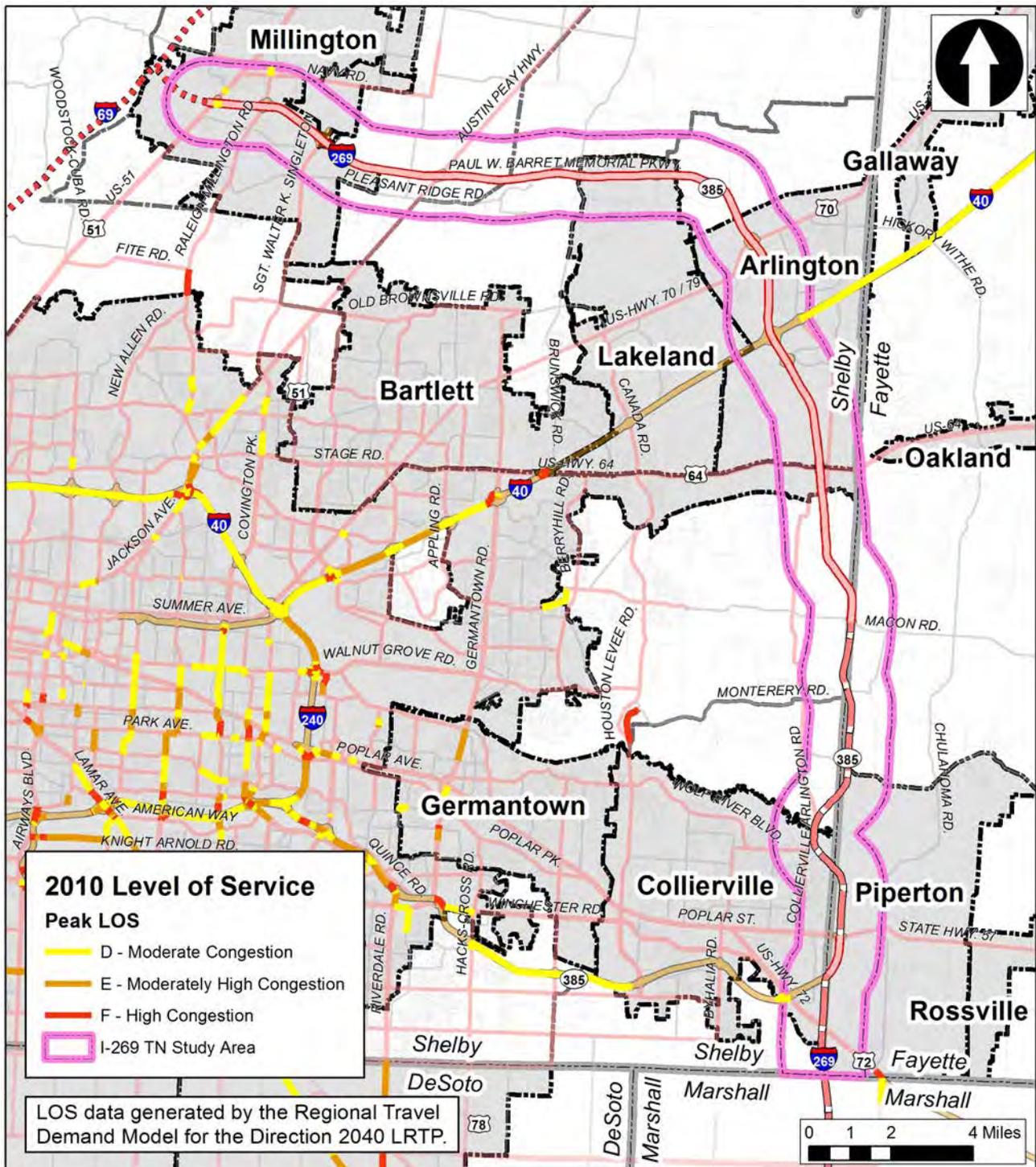


Figure 2.12

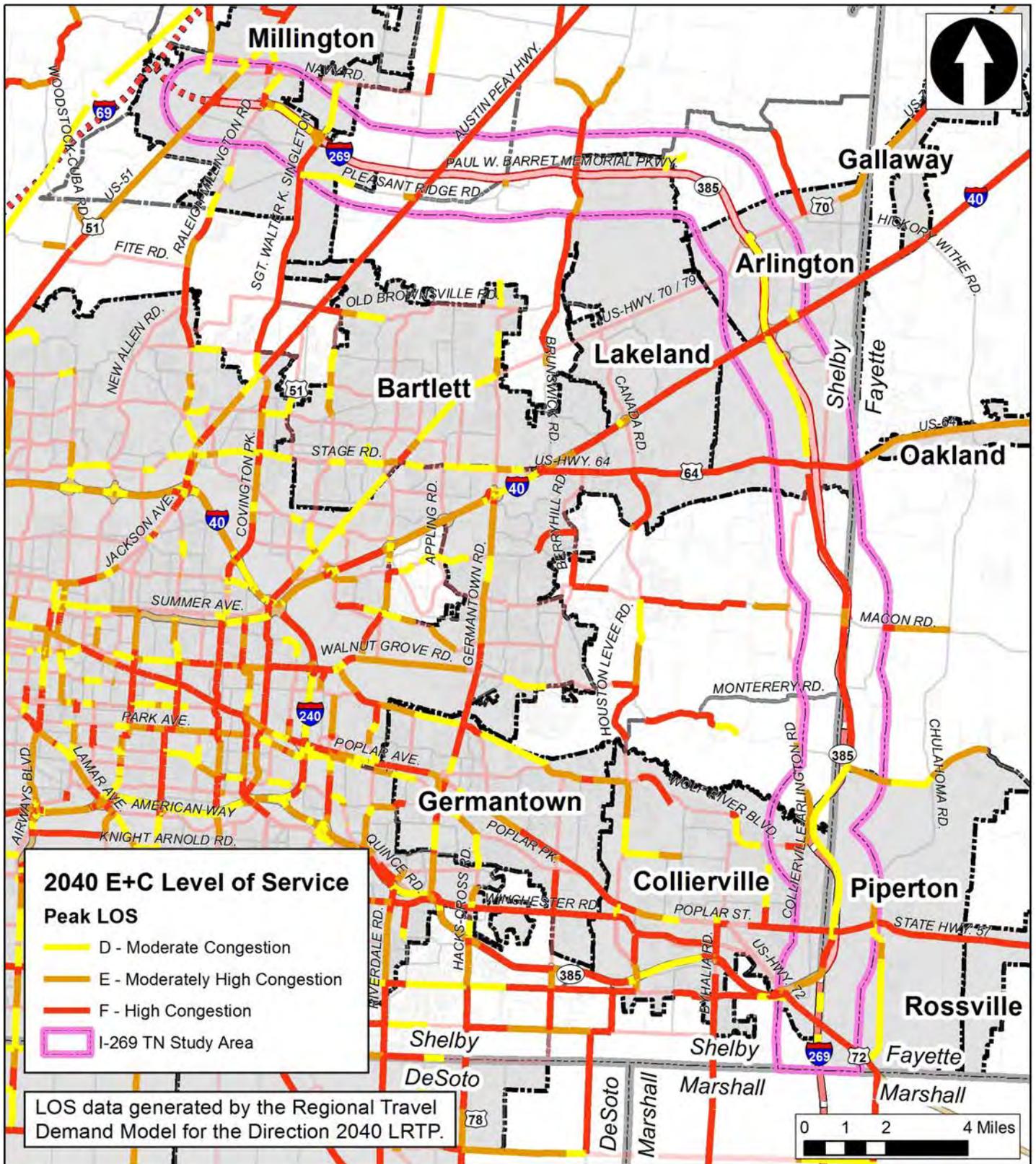
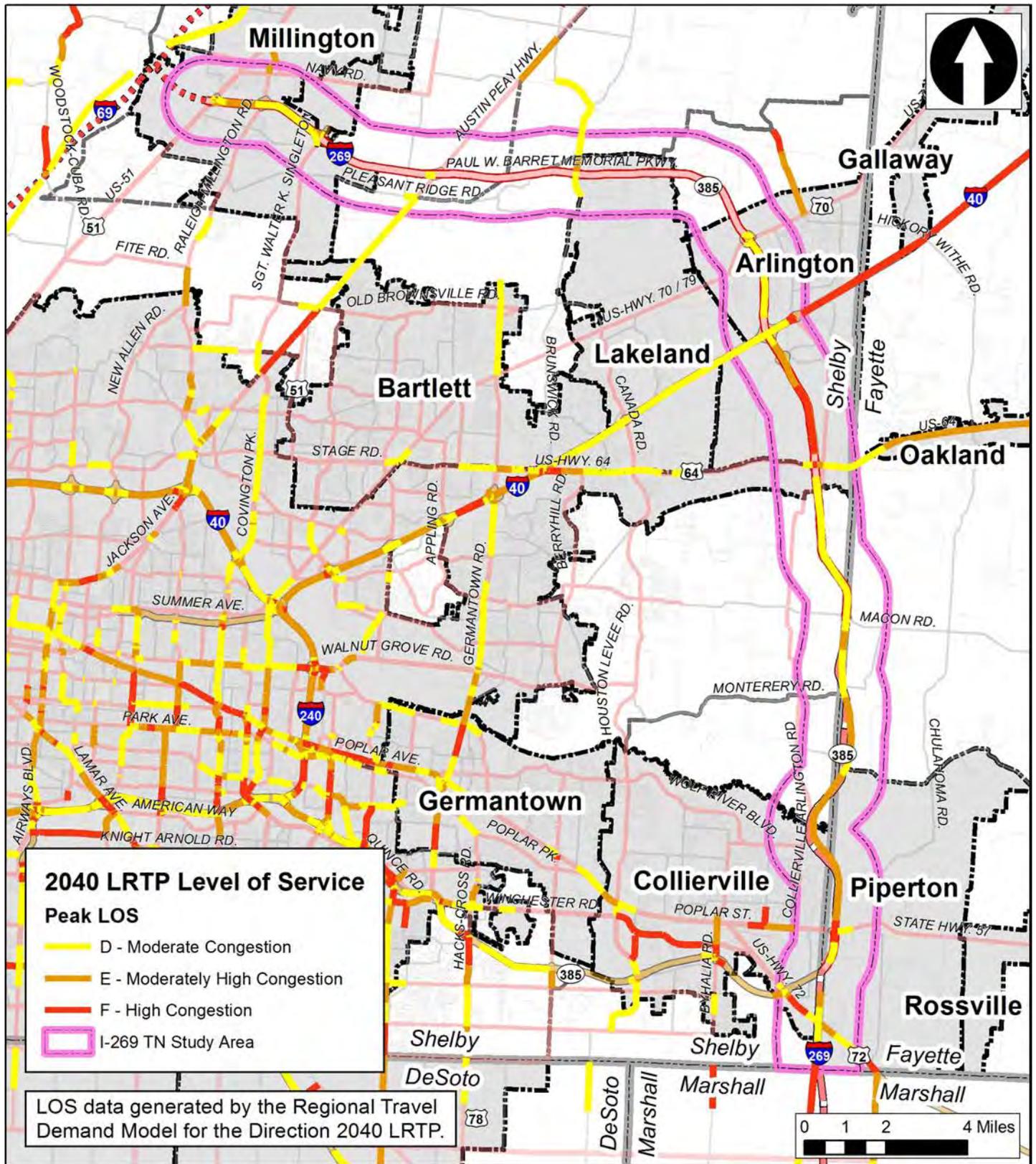


Figure 2.13

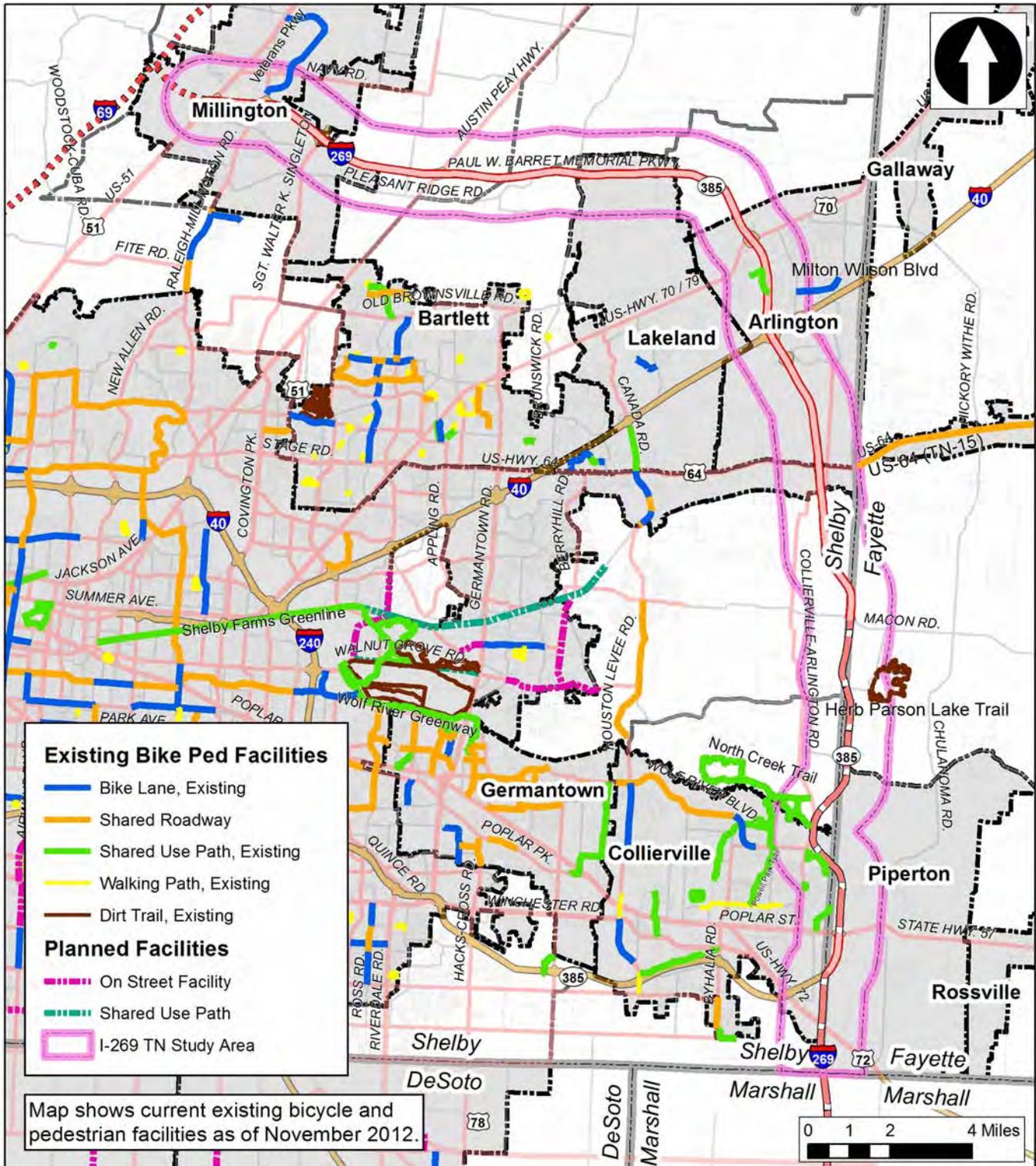


OTHER TRANSPORTATION FACILITIES

PEDESTRIAN FACILITIES

Within the I-269 Tennessee study corridor, as in the majority of the region, there is a general lack of data regarding the presence, location, or condition of sidewalks. Typically, the installation of sidewalks has been required with new development in more urban areas, while many rural and some suburban areas do not or did not in the past require installation. Some jurisdictions within the MPO do maintain information regard-

Figure 2.14



ing walking trails located in parks and paths, as well as paths that are shared by bicyclists and pedestrians. These facilities are shown in **Figure 2.14** and are described below in the section “Existing Bicycle and Pedestrian Facilities by Jurisdiction.”

PEDESTRIAN LEVEL OF SERVICE

As a part of the analysis in its Regional Bicycle and Pedestrian Plan, the MPO conducted a Level of Service (LOS) analysis of the region’s major roadway network, based on guidelines in the National Highway Cooperative Research Program’s “Report 616 on Multimodal Level of Service Analysis for Urban Streets.” The pedestrian LOS analysis reflects the effect on walking suitability or compatibility due to factors such as roadway width, presence of sidewalks and intervening buffers, barriers within those buffers, traffic volume, motor vehicle speed, and on-street parking. The calculations are then used to assign a score of A (best) to F (worst) to each roadway segment to show the general suitability or comfort level that can be expected by an average pedestrian.

Based on the analysis of the major roadways within the I-269 study corridor, the average pedestrian LOS is between a C (moderately high suitability) and a D (moderately low). Roadways within more urban or developed areas of the corridor generally score higher, with a C or better. Roads in the more rural areas generally score D or lower in the analysis. It should be noted that this analysis did not consider the majority of local and neighborhood streets within the corridor. More information on the pedestrian level of service analysis, including a map of the regional network can be found in the Regional Bicycle and Pedestrian Plan.

BICYCLE FACILITIES

Although there are some dedicated bicycle facilities within the I-269 Tennessee study corridor, they by and large lack connectivity to a larger regional bicycle network. However, new roadway construction and capacity projects are now more likely to include bicycle and pedestrian infrastructure than in the past. The MPO’s Regional Bicycle and Pedestrian Plan provides a number of possibilities for increasing regional connectivity, both within the I-269 corridor and to surrounding communities.

Several recently completed dedicated bicycle facilities within the study corridor are shown on **Figure 2.14** and are described below in the section “Existing Bicycle and Pedestrian Facilities by Jurisdiction.”

EXISTING BICYCLE AND PEDESTRIAN FACILITIES BY JURISDICTION

- Arlington
 - Milton Wilson Drive – Arlington
 - Bike lane, Airline to Chester
 - Shared use path, Gerber to I-269/SR-385
- Collierville
 - Collierville Greenbelt trail system
 - Wolf River Trail and North Creek Trail, north of Wolf River in reserve area
 - Wagon Trail and Powell Park Trail, running north-south along western edge of study corridor
 - Trails along Progress Road and Collierville-Arlington Road in eastern Collierville
- Fayette County
 - U.S. Highway 64 Bicycle Route (western terminus is at the eastern boundary of the study area)
 - Paved shoulder across the width of the county, with wayfinding signs
 - Official Tennessee State Bicycle Route
 - Herb Parsons Lake State Park
 - Dirt trails for hiking and mountain biking
- Millington
 - Veterans Parkway – Millington
 - Bike lanes and pedestrian improvements
 - Completed in late 2012

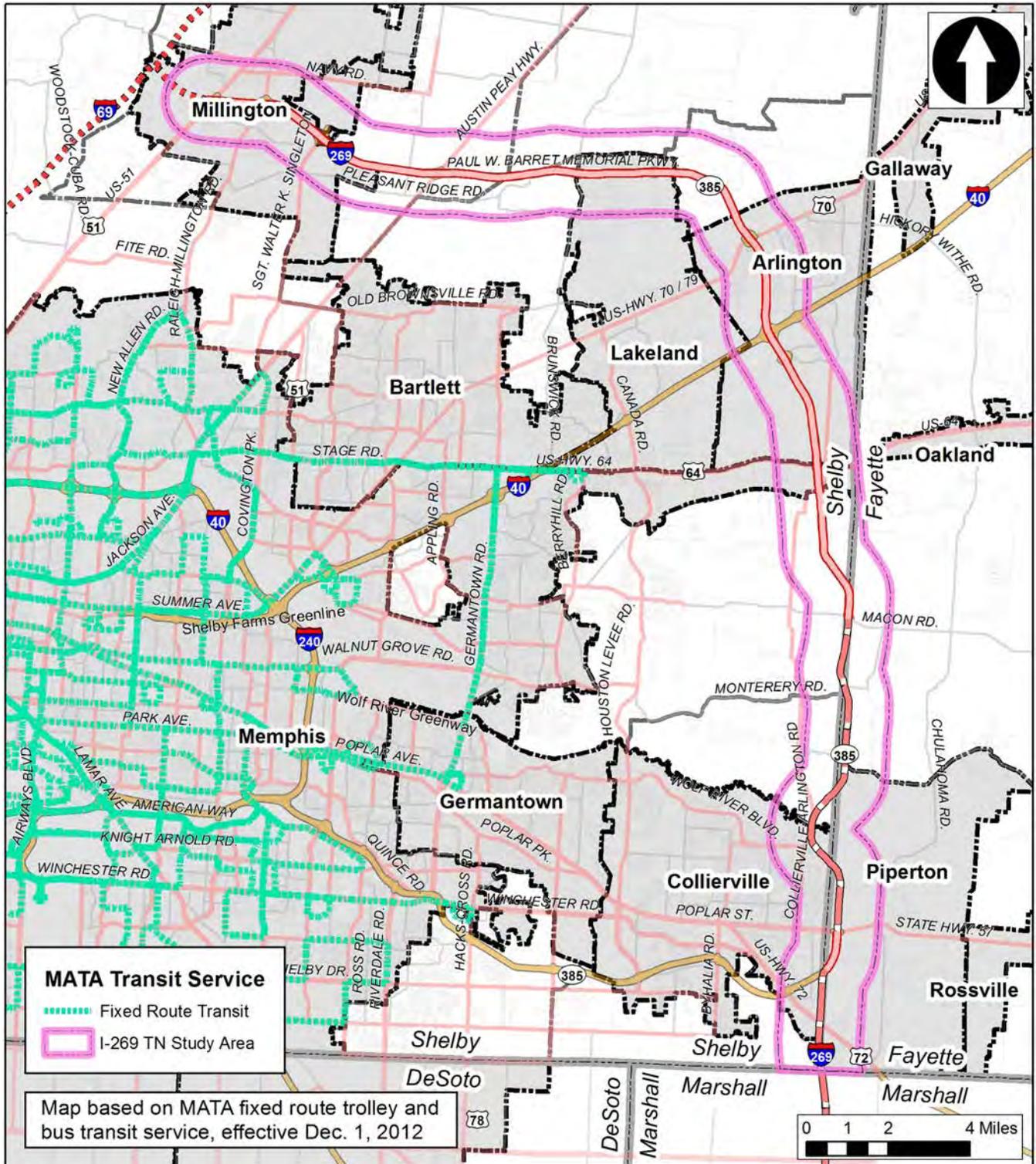
TRANSIT FACILITIES

Memphis Area Transit Authority (MATA) currently does not serve the communities within the I-269 corridor. The closest service offered by MATA is a minimum of five to ten miles from the corridor, depending on the portion of the corridor. The closest MATA service areas to the I-269 corridor are found in the Frayser (U.S. Highway 51 at Watkins) and Raleigh communities (New Allen at Raleigh-Millington Road), at the Wolfchase Galleria (Germantown Parkway/SR-177 at U.S. Highway 64), and in Germantown (Poplar at Germantown Road; Winchester at Hacks Cross).

Figure 2.15 shows the MATA service area in relation to the I-269 Tennessee Regional Vision Study corridor.

The Preferred Alternative in MATA's recently developed Short Range Transit Plan calls for expansion and development of four express routes to serve the I-40/Wolfchase area, Poplar Avenue, Walnut Grove Road, and Getwell corridors. These express routes and accompanying park-n-ride locations at the end of each route have been designed to meet the needs of commuters traveling from the outlying suburbs and I-269 corridor.

Figure 2.15



The Coordinated Human Services Transportation Plan (CHSTP), produced in coordination by the MPO and MATA, provides an inventory of other transportation services provided throughout the MPO region, some of which serve rural and outlying areas. The CHSTP also identifies populations with special transportation needs, as well as deficiencies and duplications in the regional public transportation network.

FREIGHT FACILITIES

The movement of freight across the Memphis region is a key element of economic vitality, and Memphis serves as a critical link for national freight movements, especially in regards to auto and rail bridge crossings at the Mississippi River. Interstate 69 itself, also known as the “NAFTA Highway,” is envisioned as a transcontinental freight highway connecting key U.S. transportation centers between Mexico and Canada. The I-269 loop through the Memphis region was intended in part to ease freight movement through the area, allowing through truck freight traffic to bypass the more congested roadways within the urban core.

Figure 2.16 shows the location of major freight facilities in the Memphis MPO region, including highways and major roads, railways, airports, ports, and other intermodal facilities.

The I-269 Tennessee study corridor connects with a number of highways and major roads serving freight traffic through the region, and the corridor provides a direct connection to the existing production and distribution centers located at the intersections with U.S. Highways 51, 70, and 72. Additionally, I-269 provides access to the Millington Regional Jetport, which provides cargo loading facilities and additional regional capacity for FedEx air freight operations.

Rail freight also serves as a powerful driver in the regional economy, with five Class I railroads serving the Memphis area. The newly operational Norfolk-Southern intermodal facility located in Rossville, TN (just east of the I-269 study area) allows for expected growth related to the company’s Crescent Corridor project. The intermodal facility, which allows for cargo transfers from rail to truck, is accessed by truck traffic from the south via U.S. Highway 72, currently an undivided two-lane highway. Concerns over increased truck traffic in the area have been expressed by community leaders and residents, especially prior to the completion of I-269 south of Tennessee State Route 57 (Poplar Avenue) and into Mississippi.

SAFETY / FATAL CRASHES

A total of 36 traffic fatalities occurred in the I-269 TN study area corridor between 2001 and 2012, five of which occurred on I-269 or SR-385 itself. Of the total fatalities, four were identified as pedestrians, one of which occurred on I-269 east of the US-51 junction in Millington. No bicycle fatalities were identified within the corridor during this period.

As shown in **Figures 2.17 through 2.19**, the greatest concentration of non-interstate traffic fatalities in and immediately around the I-269 TN corridor study area occurred along US-51 around Millington, along Austin Peay Highway north of I-269, along Collierville-Arlington Road between Macon road and Collierville, and along US-72 southeast of SR-385.

Figure 2.16

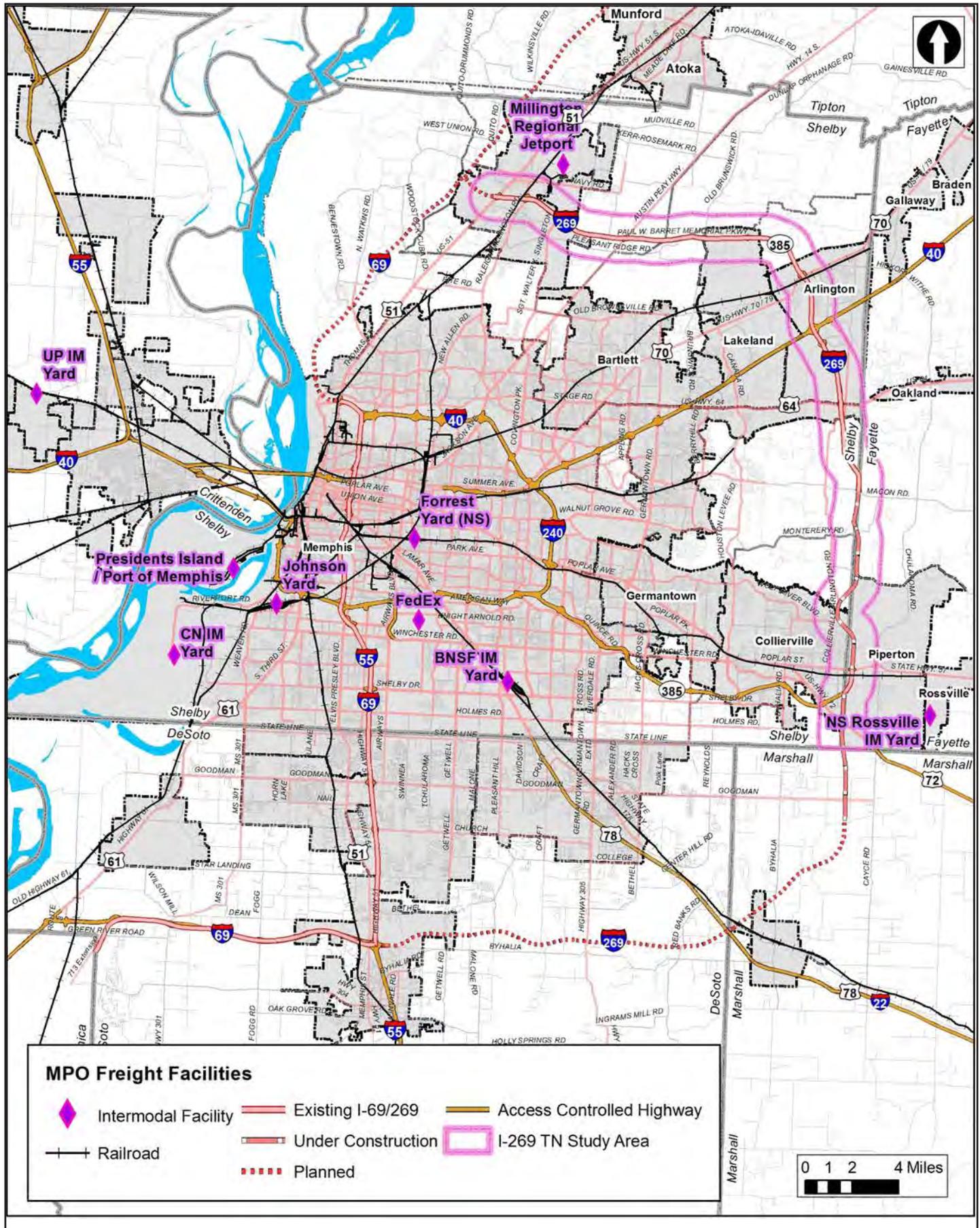


Figure 2.17

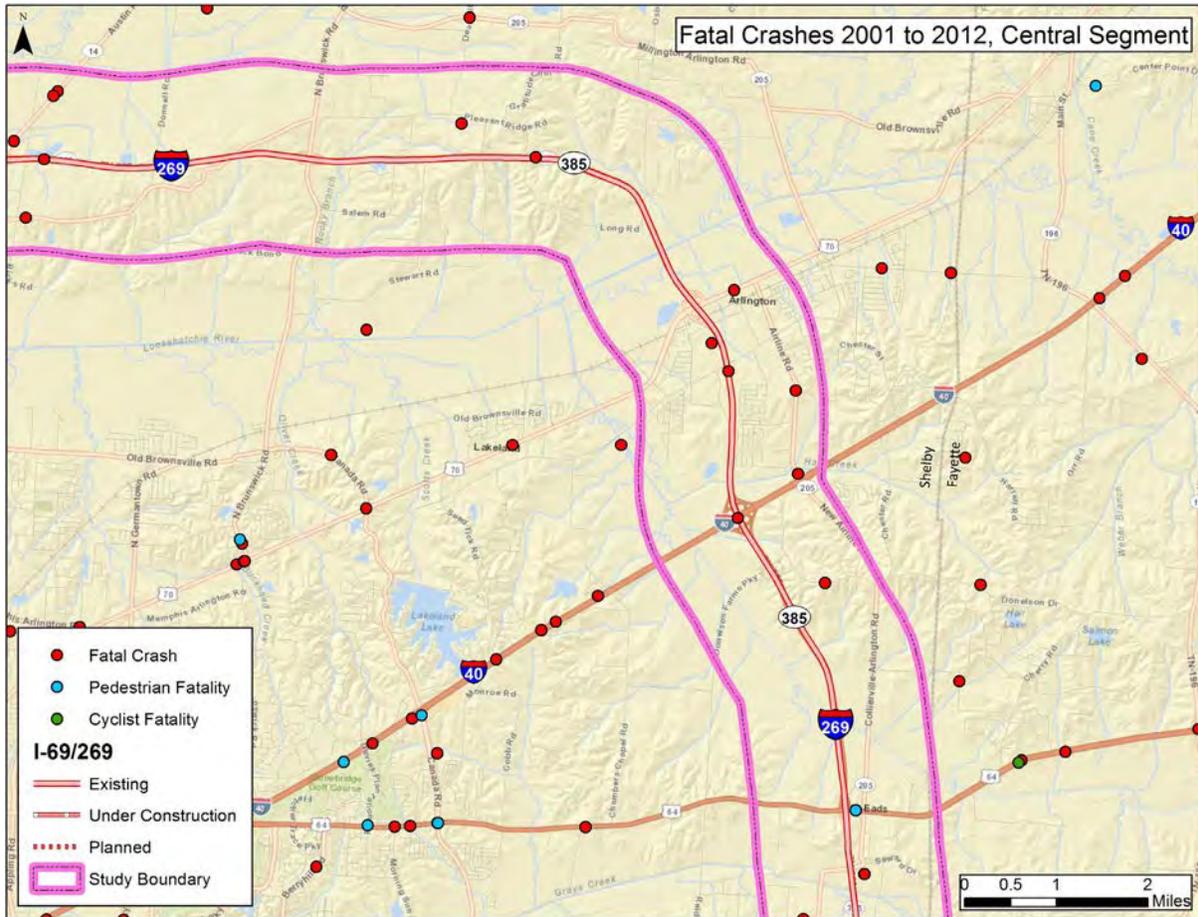
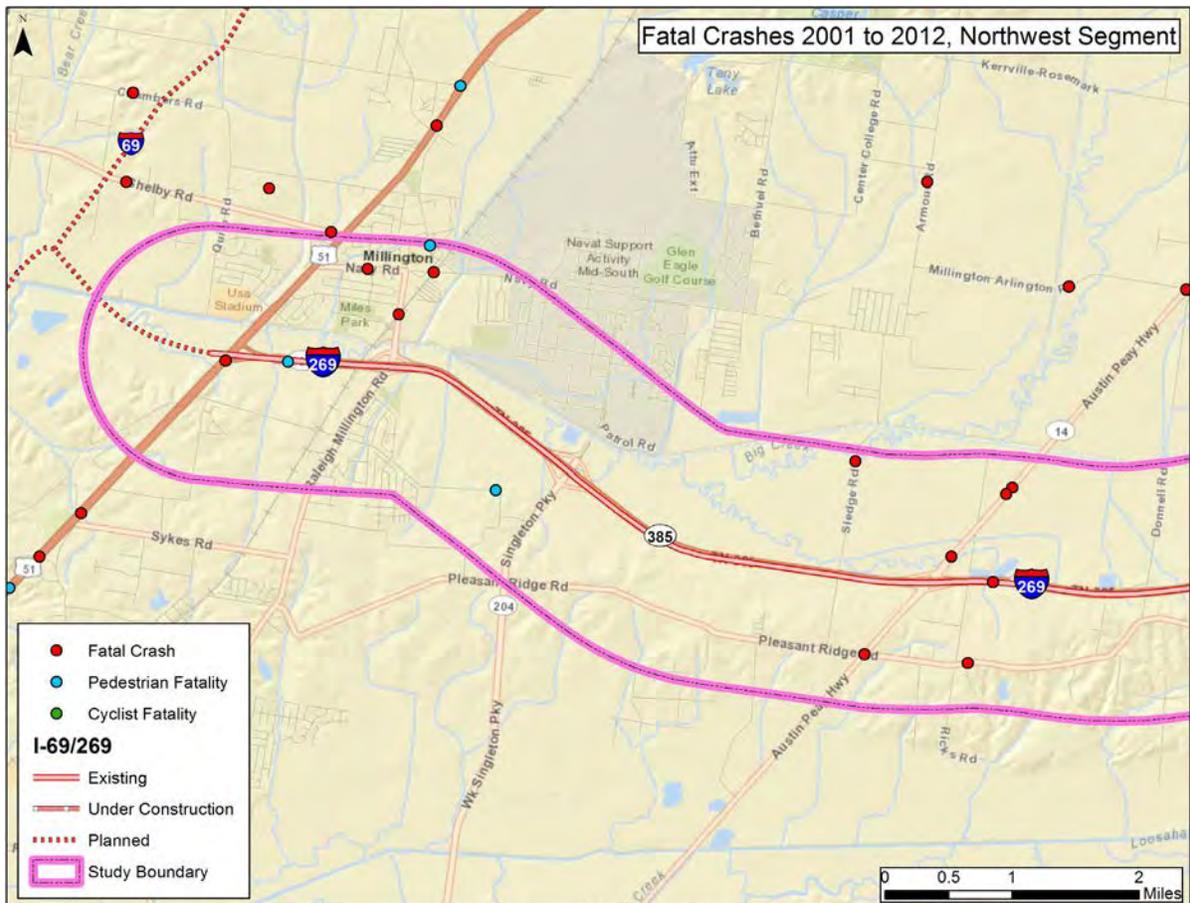


Figure 2.18



STUDY AREA EXISTING PLANS AND ZONING

The planning and zoning authority of the land along the I-269 corridor study area is governed by several jurisdictions: *Unincorporated Shelby County, the Town of Arlington, the Town of Collierville, the City of Lakeland, the City of Memphis, the City of Millington, Unincorporated Fayette County, the City of Piperton and the Town of Oakland.* Unincorporated Shelby County contains the annexation reserve areas for Arlington, Bartlett, Collierville, Memphis and Millington. Located just east of the study area there are planned future growth areas for Unincorporated Fayette County, located between the cities of Piperton and Oakland.

The intensity of land use within a community is impacted by several factors; land use and zoning policies, population growth, distribution of population within a region, economic and transportation investment or disinvestment, as well as conservation or preservation of natural resources.

This study analyzed the transportation network supporting the corridor as well as the current and future uses of land and zoning within a one (1) mile offset adjacent to the corridor. The analysis also considered how the operation of the I-269 corridor will affect future regional development. However, it is to be noted that jurisdictions, municipalities and individual land owners control how the areas will be developed in the future.

The land use along the I-269 corridor is predominantly agricultural residential, with non-residential uses located primarily at the intersections of major arterials and interchanges along I-269. Non-residential uses located between Collierville and Piperton and are characterized with warehouse and industrial uses along State Route Highway 57 and U.S. Highway 72. In Arlington, a medical campus, warehouses and industrial uses are located between U.S. Highway 70 and Interstate 40.

The City of Millington has the largest concentration of non-residential uses located just north of the corridor study boundary. The U.S. Navy Activity Support Base and airport comprises the majority of this area as well as existing and planned warehouse and industrial uses.

TOWN OF ARLINGTON

EXISTING ZONING AND CHARACTER

The Town of Arlington has experienced the largest population growth, by percentage, in Shelby County over the past decade. According the U.S. Census Bureau the Town had a population of 2,569 residents in 2000. In the 2010 census, Arlington was counted at 11,517 residents, a population increase of 348% percent. The town has a population density of 560 persons per square mile.

Seven miles of the I-269 corridor bisects the Town of Arlington, with approximately two miles running through Arlington’s Annexation Reserve Area. The current zoning for the land area along the corridor study area is largely zoned in the Estate Residential (E) District. This district allows for single family detached homes agriculture and institutional uses (churches, parks, schools, etc.). According to the Town of Arlington’s Zoning Ordinance the intent of the Estate Residential (E) District is to provide suitable areas for single-family residential development,

Figure 2.20

Arlington Current Land Use Distribution	
Current Use	Percent
Agriculture and rural residential	54%
Residential use	17%
Commercial use	1%
Industrial use	2%
Institutional Use	4%
Parks and open space	1%

Source: Arlington Comprehensive Plan

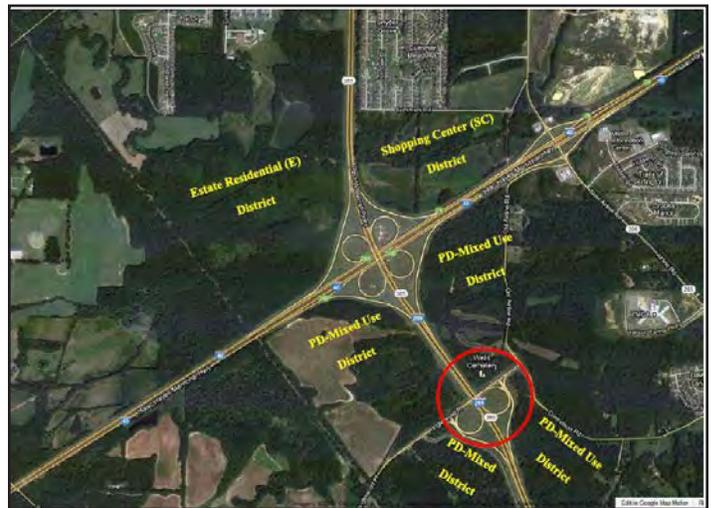
free from conflicting residential uses with the purpose of maintaining the rural atmosphere of the outlying areas of the Town. This district allows for a minimum lot area of 1 acre or 1 dwelling unit per acre.

There are four existing interchanges with Interstate 269 along the corridor in the Town of Arlington: Donelson Farms Parkway, Interstate 40, U.S. Highway 70 and U.S. Highway 64. These interchanges, as well as the adjacent land areas along the corridor, are primarily zoned for residential and planned mixed uses. Regional retail commercial uses and industrial development are allowed along the interchange at U.S. Highway 70. The land area adjacent to the interchange of US-70 at I-269 is zoned in Estate Residential (E) District, Shopping Center Commercial (SC) District, General Business (B-2) District and Light Industrial (M-1) District, as shown in **Figure 2.21**.

Figure 2.21



Figure 2.22



The northern portion of the I-269 interchange with US-70 is located in the 100 year floodway and contains mostly open space land area and a municipal water treatment facility. The southern portion of the interchange currently contains mostly light industrial uses. The southwest portion transitions from industrial to residential and the southeast portion transitions into retail commercial uses.

As shown in **Figure 2.22**, the land area adjacent to the interchange at Donelson Farms Parkway and Interstate 269 (indicated with a red circle) is zoned as a Planned Development Overlay (PD) District for Mixed Use. The land area adjacent to the interchange of I-269 with I-40 is zoned in the Planned Development Overlay (PD) District for Mixed Use, Shopping Center Commercial (SC) District and Estate Residential (E) District. These two areas remain generally undeveloped.

According to the Town of Arlington's Zoning Ordinance; a planned development is a designed grouping of varied and compatible land uses, such as housing, recreation, commercial centers, and industrial parks, all within one contained development or subdivision. The Shopping Center Commercial (SC) District allows for the unified planned development of one or more structures for commercial and/or service uses, in an effort to minimize traffic congestion. These interchanges will allow for retail commercial development that would serve the northeast portion of Shelby County; northwest area of Fayette County and the southeastern area of Tipton County. To date the area is currently undeveloped. Although the I-269 interchange at U.S. Highway 64 is currently zoned for residential use, the Town of Arlington's Growth Plan recommends that this area develop with commercial uses.

Figure 2.23

Arlington		
Zoning District	Zoning District Summary	Primary Permitted uses
Estate Residential (E) District	One (1) dwelling unit per acre	Single family detached dwellings
		Institutional uses
		Day Care Center
		Utility Station Facilities
		Agricultural Use
Shopping Center (S-C) District	Minimum lot area of 10,000 square feet Unified planned development of one or more structures for commercial and/or service uses, in an effort to minimize traffic congestion	Institutional uses
		Retail uses
		Professional Services
		Personal Services
		Agricultural Use
		Utility Station Facilities
General Business (B-2) District	Minimum lot area of 10,000 square feet Allow for variety commercial activities along major transportation routes.	Institutional uses
		Retail uses
		Professional Services
		Personal Services
		Warehouse, Storage and Distribution
		Agricultural Use
Planned Mixed Use (PD/M) District	A designed grouping of varied and compatible land uses, such as housing, recreation, commercial centers, and industrial parks, all within one contained development or subdivision. Bulk regulations and permitted uses modified from underlying existing zoning district subject to of the Planning Commission and approval by the Board of Mayor and Alderman	In Planned Residential Development, convenience commercial activities shall not exceed ten (10%) percent of the land area of development.
		Single family detached dwellings
		Institutional uses
		Retail uses
		Professional Services
		Personal Services
		Agricultural Use
Light Industrial (M-1) District	Minimum lot area of 10,000 square feet Allow for selected manufacturing, construction, transportation, office and wholesale uses	Institutional uses
		Retail uses
		Professional Services
		Personal Services
		Warehouse, Storage and Distribution
		Agricultural Use
		Industrial uses

Source: Arlington Zoning Ordinance

ARLINGTON ANNEXATION RESERVE AREA

As noted above, a two-mile portion of the corridor study area is located in the Arlington Annexation Reserve Area (Unincorporated Shelby County) and is zoned in the Conservation Agriculture (CA) and Conservation Agriculture (CA) Floodplain (FP). According to the Memphis and Shelby County Unified Development Code (UDC) the Conservation Agriculture (CA) District is intended to conserve agricultural land and undeveloped natural amenities while preventing the encroachment of incompatible land uses on farm land and other undeveloped areas. A minimum lot area of one acre is permitted with public water and sewer and four acres without public water and/or sewer. Residential, agricultural and institutional uses are primarily allowed in this district.

FUTURE LAND DEVELOPMENT

According to the Town of Arlington Land Development Plan adopted October 2010, the future land use distribution is shown in **Figure 2.24**.

The Town of Arlington future plans recommends the preservation of the rural residential character of the community, in addition to providing a variety of low to medium density housing choices located with proximity to transportation facilities and municipal services. The largest concentration of non-residential development is planned between U.S. Highway 70 and I-40. The plan anticipates additional non-residential development with continued future population increases, in order to provide services to residents.

CITY OF BARTLETT

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau the City of Bartlett's population in 2000 was 40,543 residents. By the 2010 census the city's population had grown to 54,613 residents, an increase of approximately 34%. Bartlett has a population density of 2,300 persons per square mile.

BARTLETT ANNEXATION RESERVE AREA

The City of Bartlett currently has no jurisdiction over the land area adjacent to the I-269 study corridor. However, Bartlett's Annexation Reserve Area (Unincorporated Shelby County) is located just north of the city limits, including land north and south of the Loosahatchie River. The corridor study area contains approximately 1.7 miles of the I-269 roadway that passes through Bartlett's annexation reserve area.

Like most annexation reserve areas in Shelby County, this area is zoned in the Conservation Agriculture (CA) and Floodplain (FP) districts. The Conservation Agriculture (CA) District is intended to preserve agricul-

Figure 2.24

Arlington Future Land Use Distribution	
Future Use	Percent
Agriculture and rural residential	31%
Low density residential	28%
Medium density residential	11%
High density residential	2%
Total	41%
Mixed Use	4%
Neighborhood Commercial	1%
Local Commercial and Office	9%
Regional Commercial	5%
Total	15%
Industrial	4%
Institutional	2%
Parks and open space	3%

Source: Arlington Comprehensive Plan

tural land and undeveloped natural amenities while preventing the encroachment of incompatible land uses on farm land and other undeveloped areas.

A minimum lot area of one (1) acre is permitted with public water and sewer and four (4) acres without public water and/or sewer. The land area within the annexation reserve area is largely undeveloped farmland. Residential, agricultural and institutional uses are primarily allowed in this district.

In 1999 the City of Bartlett adopted a Policy Plan for Development within the Urban Growth Boundary (Based on Growth Plan Goals from Tennessee Public Chapter 1101). This document states that Bartlett's reserve area is most appropriate for office, commercial, or industrial development, but lacks the substantial number of nearby residences to help support commercial development. It also recommends considering the potential for cooperative development of office, commercial or industrial areas with the City of Millington and Lakeland, given the adjacent frontages on Austin Peay Highway and a shared interchange along Paul Barret Parkway (I-269/TN-385) at Brunswick Road.

Figure 2.25



TOWN OF COLLIERVILLE

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau the Town of Collierville's population in 2000 was 31,872 residents. By the 2010 Census, the town's population had grown to 41,965 residents, an increase of approximately 38%. The town has a population density of 1,800 persons per square mile.

There is one planned interchange along the I-269 corridor at U.S. Highway 72. The interchange bisects the Town of Collierville to the south, along the Shelby and Fayette County lines and is shared with the City of Piperton. The roadway enters into Fayette County for about approximately three miles. It enters back into Shelby County just north of Harpers Ferry Drive in the Town of Collierville corporate limits for approximately 1 mile and then bisects Collierville's Annexation Reserve Area for 1 mile.

The land area along U. S. Highway 72, south of SR-385 is zoned in the Forest Agricultural (FAR) District. According to Collierville's zoning ordinance the intent of the Forest Agricultural (FAR) District is to provide for very low density residential development in areas characterized primarily by agricultural, forestry, open space and undeveloped land. It is the intent of these districts to limit development and to maintain the rural character of these areas until such time as adequate plans have been made for the orderly expansion of urban development and the economical provision of urban services and community facilities. It allows for one dwelling unit per five acres.

The majority of the TN-385/I-269 interchange is located in Piperton and Fayette County, although a portion of the cloverleaf interchange provides access from Collierville. The area between TN-385/I-269 and U. S. Highway 72, east of Mt. Pleasant Road is zoned in the Medical Professional Office (MPO) District and Restrict-

ed Industrial (RI) District. The intent of the Medical Professional Office (MPO) District is to provide adequate space in appropriate locations suitable for accommodating medical, dental or similar personnel services and to provide for professional and business offices.

The intent of the Restricted Industrial (RI) District is to provide space for a wide range of industrial and related uses which conform to a high level of performance standards and have the least objectionable characteristics. It is required that all operation of such establishments be carried on within completely enclosed buildings, thus preventing any adverse characteristics from affecting neighboring properties. These districts may provide a buffer between other districts and other industrial activities which have more objectionable influences. Residential uses are excluded from these districts. The area currently is primarily undeveloped.

Figure 2.26

Collierville		
Zoning District	Zoning District Summary	Primary Permitted uses
Forest Agricultural (FAR) District	One (1) dwelling unit per five (5) acres	Forestry and agricultural uses
		Single family detached dwellings
		Institutional uses
Medical Professional Office (MPO) District	No minimum lot size	Professional services
		Institutional uses
Restricted Industrial (RI) District	No minimum lot size	Warehouse, Storage and Distribution
		Manufacturing uses
		Professional Services
		Personal Services
		Institutional uses
		Governmental services

Source: Collierville Zoning Ordinance

COLLIERVILLE ANNEXATION RESERVE AREA

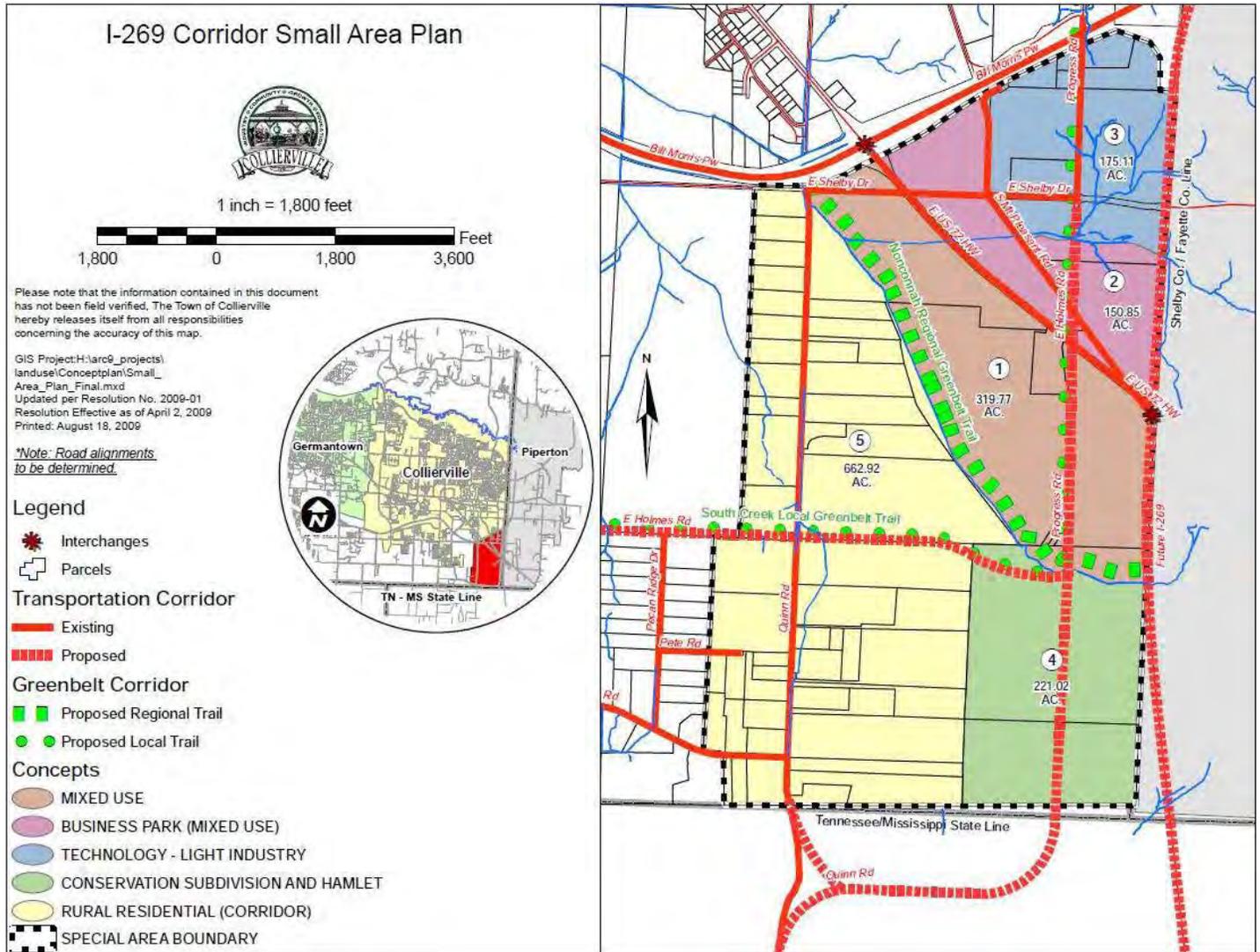
The area where the I-269 corridor enters back into Shelby County just north of Harpers Ferry Drive is located in the Town of Collierville's Annexation Reserve Area. This area is located within the 100 year flood zone and is zoned in the Conservation Agriculture (CA) and Conservation Agriculture (CA) Floodplain (FP) districts. Currently it has a rural residential character. The Town of Collierville's future land use plan recommends that the annexation reserve area develop with agricultural uses. The area south of the I-269 corridor is planned for medium to high density residential as well as community and neighborhood commercial uses.

FUTURE LAND DEVELOPMENT

In 2009 the Town of Collierville adopted the I-269 Small Area Plan, shown in **Figure 2.27**. The plan is considered to be vision for the future of the area and a subcomponent of the Town of Collierville's Land Use Plan. The area is served by three regional corridors: SR-385 (Bill Morris Parkway), U.S. Highway 72, and future I-269. It is bound on the north by SR-385, on the east by the Fayette County Line, on the south by the Mississippi State Line, and ends west of Quinn Road. According the small area plan, the area is largely undevel-

oped, with the exception of an established rural residential area along the Quinn Road corridor and emerging industrial uses along Progress Road. There is substantial land available for development in the area. This includes land in the vicinity of the SR-385/U. S. Highway 72 Interchange and the planned I-269/U. S. Highway 72 Interchange. According to the area plan, the planned I-269 interchange offers a major regional economic development opportunity for the town.

Figure 2.27



The small area study provides the following design concepts for decision making in regards to new development, redevelopment, capital improvements, rezonings and planned unit developments:

RURAL RESIDENTIAL CORRIDOR

The Rural Residential Corridor is located along the Quinn Road Corridor. It is primarily characterized by single family detached dwellings, institutional uses, agricultural uses, homesteads associated with agricultural uses, services and businesses. In an addition they are characterized by large lots (five acres or more) and limited availability of sewer or other municipally services.

CONSERVATION SUBDIVISION AND HAMLET

This area is located south of Holmes Road Extended just west of the Shelby and Fayette County lines. A development consistent with this vision will maintain 50% or greater of open space and will provide pathways within open spaces to connect to surrounding pedestrian, bicycle, and/or equestrian trails as well as provide an interconnected street system.

ACTIVITY CENTERS

The activity centers are located between SR-385 and I-269, east of U. S. Highway 72. These areas are designed to include major revenue or employment generators. Desired land uses include office, regional retail and other employment-intensive uses.

MIXED USE ACTIVITY CENTER

The areas are designed to be a focal points for neighborhoods oriented towards pedestrians, and will accommodate a mix of uses within individual buildings within a short distance.

BUSINESS PARKS ACTIVITY CENTER

This zone is designed to include business parks with a wide range of business, office, research and development uses, as well as ancillary uses like restaurants. These centers allow for attached residential uses as part of a mix of land uses in addition to single family residential units as part of live-work units. Buildings are oriented towards the street with off-street parking to the rear.

TECHNOLOGY-LIGHT INDUSTRY CENTER

This concept includes research facilities, as well as places of assembly, fabrication, warehousing or processing of goods and materials using processes that ordinarily do not create fumes, glare, odor, noise, smoke or health hazards outside of the building in which the process takes place.

GREEN CORRIDORS

The green corridor place type provides for the conservation of floodways, floodplains areas, regional and local green belt trail corridors, public parks, private parks, private open spaces and areas along streams and creeks. An example of a green corridor is the The Nonconnah Regional Greenbelt Trail located along U. S. Highway 72.

The I-269 Corridor Small Area Plan anticipates that the study area will become Collierville's main gateway. Estate residential uses along the east side of U. S. Highway 72 are inappropriate and retail growth is more likely to develop along U. S. Highway 72, SR-385 and I-269 interchanges. Single use office complexes are not likely in the study area; office and business parks are most desirable. An on-line preference survey was conducted to identify residents' desires for growth within this area. Restaurants, mix of shops, offices and residential uses were the most preferred. Truck shops, car dealerships and industrial/warehouses were the least preferred. The future land use for the area designates 21% Mixed Use, 10% Business Park, 12% Industrial and Technology, 14% Conservation Subdivision, and 43% Rural Gateway.

CITY OF LAKELAND

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau, the City of Lakeland’s population in 2000 was 6,862 residents. In the 2010 census the population was counted at 12,430 residents, an increase of approximately 81%. The city has a population density of 389 persons per square mile.

The City of Lakeland has annexed their entire reserve area, being the only Shelby County municipality along the I-269 corridor to do so thus far. The corridor study area contains approximately two (2.3) miles of roadway which passes through the City of Lakeland corporate boundaries. There are two existing interchanges in the City of Lakeland along the I-269 corridor, at Stewart Road and Brunswick Road. The land areas adjacent to these interchanges are zoned in the Agricultural (AG) and Estate Residential (E-R) District.

According to the City of Lakeland Zoning Regulations, the intent of the Agricultural (AG) District is to provide suitable areas for single family residential development that are free from conflicting residential uses. These areas do not require extensive municipal services (public water and sewer) and may also be used for forestry and agricultural services. Single family residential development is allowed at a density no greater than .20 units per acre (1 unit per 5 acres). The Estate Residential (E-R) District permits a residential density of one unit per two acres. Both these districts primarily allow for residential, agricultural and institutional uses. This area is characterized with estate residential lots, institutional and agricultural uses.

Figure 2.28

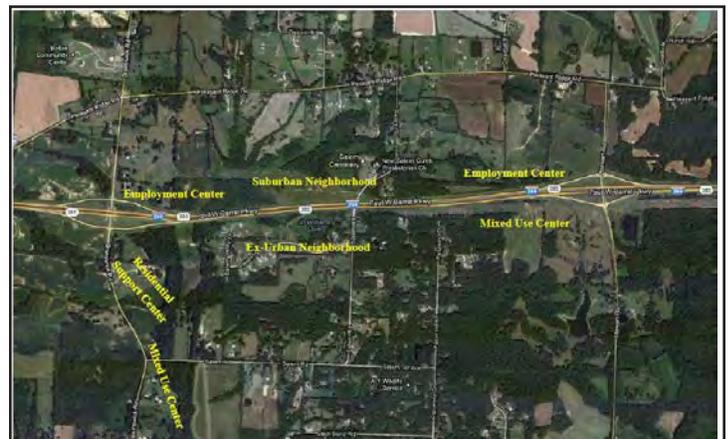
Lakeland		
Zoning District	Zoning District Summary	Primary Permitted uses
Agriculture (AG) District	One (1) dwelling unit per five (5) acres without public water/sewer	Agricultural uses
		Single family detached dwellings
Estate Residential (E-R) District	One (1) dwelling unit per two (2) acres with public water/sewer	Institutional uses
		Agricultural uses
		Single family detached dwellings
		Institutional uses

Source: Lakeland Zoning Ordinance

FUTURE LAND DEVELOPMENT

The City of Lakeland’s Comprehensive Land Use Plan recommends that the Stewart Road interchange north of the I-269 corridor develop as a future employment center. The area to the south is recommended to develop as a mixed use center. Employment centers are classified primarily as planned developments containing office centers, research and development uses, and flexible office-warehouse commercial buildings and may contain commercial buildings greater than 75,000 square feet. A Mixed Use Center primarily is a planned devel-

Figure 2.29



opment that may contain single family detached, single family attached, multi-family residential, religious facilities, schools, public buildings, institutional uses, office uses, and limited commercial uses to serve the planned development. It requires sanitary sewer service as well as streets designed with an urban cross section.

CITY OF MEMPHIS

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau, the City of Memphis' population in 2000 was counted at 650,100 residents. The 2010 Census, counted the population at 646,889 residents, indicating a population decrease of approximately -0.49%. The city's population density is 2,140 persons per square mile.

There are two existing interchanges along I-269 within the City of Memphis or its annexation reserve area. The first interchange is located at U.S. Highway 64, along the city's border with the Town of Arlington the north. Less than one mile of the I-269 corridor itself is located within the City of Memphis corporate boundary, south of US-64. Another four miles of the roadway is located in the City of Memphis annexation reserve area (unincorporated Shelby County), which includes a second existing interchange at Macon Road. This area is zoned Conservation Agriculture (CA) and Conservation Agriculture (CA) Floodplain (FP).

The Conservation Agriculture (CA) District is intended to conserve agricultural land and undeveloped natural amenities while preventing the encroachment of incompatible land uses on farmland other undeveloped areas. A minimum lot area of one acre is permitted with public water and sewer; two acres with "dry sewer" (septic service) and four acres without public water and/or sewer. Residential, agricultural and institutional uses are primarily allowed in this district. The Memphis annexation reserve area contains several lakes, creeks and streams in the floodplain and floodway, and is characterized primarily with estate residential lots.

Figure 2.30

Memphis		
Zoning District	Zoning District Summary	Primary Permitted uses
Conservation Agriculture (CA)	One (1) dwelling unit per acre with public water/sewer	Agricultural uses
	One (1) dwelling unit per two (2) acres without public sewer	Single family detached dwellings
	One (1) dwelling unit per four (4) acres without public water/sewer	Institutional uses

Source: Memphis Unified Development Code

FUTURE LAND DEVELOPMENT

Although the City of Memphis does not have a comprehensive future development plan, the 2001 Gray's Creek Area Plan studied the potential for future growth for this area. The plan includes a comprehensive policy for growth with strategies related to housing, commercial development, transportation and recommendations for environmentally sensitive areas. The Gray's Creek area is mostly rural with approximately 65% of the land in agricultural use and 30% in residential use.

the City of Millington Zoning Ordinance this district is considered a general highway oriented commercial service district. The northern section of the interchange at U.S. Highway 51 is zoned in the Residential (R-1) District; which allows for low density residential development. The southern section is zoned Residential (R-LL) and Residential (R-4) Districts. The Residential (R-LL) District allows for large lot estate residential development. The Residential (R-4) District allows for high density residential development.

An Agricultural (A) District containing wetland areas is located adjacently to the north of I-269, south of the Navy Support Activity (NSA) Mid-South base. The Navy base is zoned in the Military (MT) District and entrance into the base is accessed from Singleton Parkway.

The northwest section of the Raleigh-Millington Road interchange allows for non-residential uses zoned in the Light Industrial (M-1) Districts, the northeast section is zoned in the General Commercial (B-2) District. According to the City of Millington Zoning Ordinance, the Light Industrial (M-1) District allows for whole-sale, warehousing and industrial uses in which all operations and storage must be carried on in an enclosed building and in which; by their nature of production and storage are not considered detrimental to any surrounding districts. Processing of raw materials is not permitted.

In 2012, the City of Millington completed construction of Veterans Parkway (access from Raleigh-Millington Road), which will be the main access to planned commercial and industrial areas adjacent to the Millington Regional Jetport and the Navy base. The southern portion of the Raleigh-Millington Road interchange is zoned in the Residential (R-4) District. The remaining area to the south is zoned for low to medium density residential in the Residential (R-0), Residential (R-1) and Agricultural (A) Districts.

MILLINGTON ANNEXATION RESERVE AREA

An additional five miles of the I-269 corridor bisects the Millington annexation reserve area, with an interchange at Austin Peay Highway (SR-14). This area is zoned in the Conservation Agriculture (CA) and Conservation Agriculture (CA) Floodplain (FP). The majority of land area between the City of Millington and the City of Bartlett is undeveloped farmland.

FUTURE LAND DEVELOPMENT

The City of Millington does not have a future land use comprehensive plan. However, according to the Millington Economic Development Strategy the completion of Veterans Parkway will create access to Millington's largest business/industrial area known as the West Tennessee Regional Business Center. Veterans Parkway will provide a crucial grade separated crossing over the railroad allowing direct access to Highway 51 to the north and south and I-269 to the east. This roadway will provide a direct connection to future Interstate 69 to the west and serve as a bypass for traffic heading north and south on Highway 51. This business/industrial area covers approximately 1,900 acres. The business/industrial area is proposed to serve as an intermodal transportation and shipping facility, due to its proximity to the Millington Regional Jetport (third longest runway in the state of Tennessee) and Canadian National Railroad. The southern portion of the Raleigh-Millington Road will allow for high density residential development to support the intermodal facility to the north of the interchange. The remaining area to the south is planned to develop with low to medium density residential.

Figure 2.32

Millington		
Zoning District	Zoning District Summary	Primary Permitted uses
Agricultural (A) District	One (1) dwelling unit per twenty thousand (20,000) sq. ft. with public water/sewer One (1) dwelling unit per acre without public water/sewer	Forestry and agricultural uses
		Single family detached dwellings
		Institutional uses
Military (MT) District	Uses permitted and any regulation is the responsibility of the Military Authority in Charge Any construction shall comply with the underlying zoning for the district, city subdivision regulations and building requirements	
Light Industrial (M-1) District	No minimum lot area providing all yard, density and parking requirements are met. Operations and storage must be carried on in an enclosed building. Processing of raw materials is not permitted.	Warehouse, Storage and Distribution
		Manufacturing uses
		Professional Services
		Personal Services
		Institutional uses
		Governmental services
General Commercial (B-2) District	No minimum lot area providing all yard, density and parking requirements are met. Highway oriented commercial-service	Wholesale and retail
		Professional Services
		Personal Services
		Lodging (motels/hotels)
		Mini-storage (3 acres or more)
		Institutional uses
Residential (R-0) District	Single family – 15,400 sq. ft. Public use (schools, etc.) – five (5) acre plus one (1) acre for each one (100) hundred students Churches – three (3) acres Golf courses (10) acres	Single family detached dwellings
		Institutional uses
Residential (R-1) District	Single family – 10,000 sq. ft. Public use (schools, etc.) – five (5) acre plus one (1) acre for each one (100) hundred students Churches – three (3) acres Golf courses (10) acres	Single family detached dwellings
		Institutional uses
Residential (R-4) District	Single family – 6,500 sq. ft. Two-family – 10,000 sq. ft. Townhouse - 11,500 sq. ft. for first unit /2,500 sq. ft. each additional unit Multi-family - 11,500 sq. ft. for first unit /2,500 sq. ft. each additional unit Public use (schools, etc.) – five (5) acre plus one (1) acre for each one (100) hundred students Churches – three (3) acres Golf courses (10) acres	Single family detached dwellings
		Two-family dwellings
		Townhouse dwellings

Source: Millington Zoning Ordinance

TOWN OF OAKLAND

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau the Town of Oakland's population in 2000 was 1,279 residents. By the 2010 Census, the town's population had grown to 6,623 residents, an increase of approximately 418%. Oakland's population increase was the largest in the tri-state (TN-MS-AR) area of the Memphis Metropolitan Statistical Area (MSA). It has a population density of 1,800 persons per square mile.

The City of Oakland has annexed their city boundary close to the Shelby County Fayette County lines and U.S. Highway 64. There is one existing interchange near the City of Oakland along the I-269 Corridor at U.S. Highway 64, which is approximately one mile west of the Oakland city limits. The land area immediately adjacent to this interchange is within Shelby County and is characterized by highway commercial uses. The land area within the Town of Oakland corporate limits is zoned in both the Highway Oriented Business (B-2) District and the Estate Single Family Residential (E-SFR) District.

According to the City of Oakland Zoning Regulations the intent of the Highway Oriented Business (B-2) District is to provide suitable areas that provide a variety of commercial activities located along major transportation routes and are serviced by municipal services. The Estate Single Family Residential (E-SFR) District permits a residential density of one unit per two acres.

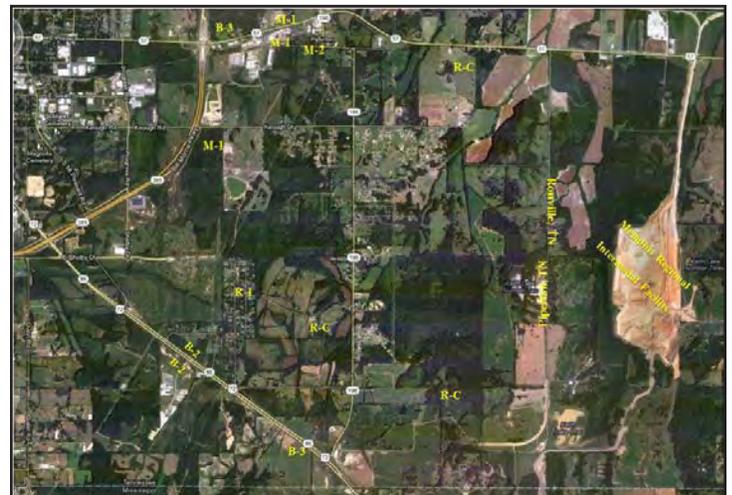
CITY OF PIPERTON

EXISTING ZONING AND CHARACTER

According to the U.S. Census Bureau the Town of Piperton's population in 2000 was 589 residents. The 2010 Census counted the town's population at 1,445 residents, indicating a population increase of approximately 145%. The town has a population density of 150 persons per square mile.

The I-269 corridor enters the State of Tennessee from the south from Marshall County, Mississippi into Fayette County; and then extends along the Shelby/Fayette County line northward to intersect with State Route 385. The roadway proceeds eastward into the City of Piperton for approximately three (3) miles to Monterey Road, where the roadway then enters back into Shelby County. There are two planned interchanges along the Shelby and Fayette County lines that are shared with the Town of Collierville; one at U.S. Highway 72 and the other at State Route 385. There is an existing interchange along the I-269 corridor at State Route Highway 57, in the City of Piperton.

Figure 2.33



As shown in **Figure 2.33**, the land area east of the U.S. Highway 72 interchange is located in the City of Piperton and is zoned in the Minor Planned Commercial (B-2) District and the Planned Development Overly (PD-O) District. According to the City of Piperton's Zoning Ordinance, the intent of the Minor Planned Com-

mercial (B-2) District is to provide suitable areas that allow for medium intensity commercial and professional services that produce moderate to high amounts traffic. The minimum lot area required is two acres. The Planned Development Overly (PD-O) District allows for more flexibility in planning of land uses and bulk requirements for the development of office, commercial and industrial.

The southern portion of the interchange adjacent to the State Route-385/I-269 interchange as well as the majority of land area in the City of Piperton is zoned in the Rural Conservation (RC) District, due to unavailability of sewer. The City of Piperton's Zoning Ordinance states that the intent of the district is to provide suitable areas for single family development, free from conflicting residential uses with the purpose of maintaining the rural atmosphere of the outlying areas of the City. This district permits single family dwellings with a minimum lot area of five acres; institutional uses (police stations, churches and parks) are allowed with a minimum lot area of two acres and schools and public golf courses at a minimum lot area of ten acres. This area is characterized with estate residential lots and undeveloped farmland. The City of Piperton residential character is predominantly low density residential.

Non-residential uses are concentrated along the major arterials (State Route 57 and U.S. Highway 72). The northeast portion of the State Route-385/I-269 interchange is zoned in the Light Industrial (M-1) District and Planned Development Overly (PD-O) District. The intent of the Light Manufacturing (M-1) District is to allow a versatile range of wholesale and light industrial uses that promote economic development and that are located on or have access to major thoroughfares.

The largest concentration of non-residential uses in the City of Piperton is located along SR-57 (Popular Ave to the west in Shelby County), east of the interchange with SR-385/I-269, shown in detail in **Figure 2.34**. Parcels located along the east side of the interchange are zoned in the Planned Development Overly (PD-O) District and Major Road Planned Commercial (B-3) District. The intent of this district is to allow high intensity commercial and professional activities that are high traffic generators and are designed to serve regional populations. This district is located along major arterials and is served by municipal services and requires a minimum lot area of five acres.

Figure 2.34



The parcels located along State Route Highway 57 to the east of the interchange allow for more intense uses zoned in the Light Manufacturing (M-1) District, Heavy Manufacturing (M-2) District and Medium Planned Commercial (B-2) District.

The Norfolk Southern Memphis Regional Intermodal Facility is located just east of the City of Piperton, in Rossville, TN. This area is located outside the MPO study boundary area. The 570 acre site began intermodal operations on July 1, 2012 with two to four trains serving freight transfers from truck to rail. This facility is located two miles north of U.S. Highway 72 and one mile south of State Route Highway 57 and is a key component in Norfolk Southern's Crescent Corridor operation. The Crescent Corridor is a 2,500 mile, \$2.5 billion

public-private rail network linking the southeastern and northeastern. The terminal is projected to create a few hundred direct jobs, while thousands more are forecasted to be produced from ancillary businesses. These businesses more than likely would spawn warehouses and distribution centers within proximity to the rail yard. Norfolk Southern Railroad and the State of Tennessee are building a grade-separated crossing at State Route Highway 57 which will allow for the rail spur providing access into the intermodal yard from the north to pass underneath the roadway.

FUTURE LAND DEVELOPMENT

The City of Piperton's Land Use Plan recommends that the majority of land area develop as low-density residential with one or fewer dwellings units per acre. The plan recommends that non-residential commercial and mixed uses develop along U.S. Highway 72 and State Route 57. The Memphis Intermodal Facility in Rossville will contribute to the development that will occur at interchanges and along highway corridors in the area. Additional mixed use areas are proposed at the intersection of Raleigh-LaGrange Road and Chulahoma Road (State Route 196). In addition intersections that connect major arterials along the Fayette and Shelby County Lines (Monterey Road and Macon Road) are proposed to develop with mixed use allowing for two to three dwelling units per acre. A large area at the interchange of I-269 with Macon Road in Piperton's growth area is recommended for a mix of residential and non-residential land uses, excluding industrial.

Figure 2.35

Piperton		
Zoning District	Zoning District Summary	Primary Permitted uses
Rural Conservation (RC) District	Single family – five (5) acres	Single family detached dwellings
	Police and Fire stations and parks – two (2) acres	
	Churches and cemeteries– two (2) acres	Institutional uses
	Public use (schools, etc.) – ten (10) acres plus one (1) acre for each one hundred (100) students	
	Golf courses (10) acres	
Minor Planned Commercial (B-2) District	Minimum lot area two (2) acres	Warehouse, Storage and Distribution
		Manufacturing uses
		Professional Services
		Personal Services
		Institutional uses
		Governmental services
Major Planned Commercial (B-3) District	Minimum lot area five (5) acres	Warehouse, Storage and Distribution
		Manufacturing uses
		Professional Services
		Personal Services
		Institutional uses
		Governmental services
Planned Development Overly (PD-O) District	Allows for flexible planning of land uses and bulk requirements for the development of office, commercial and industrial uses	Uses allowed in (B-2), (B-3), (O), (M-1), (M-2), and (M-3)
Light Industrial (M-1) District	Minimum lot area of two (2) acres	Warehouse, Storage and Distribution
		Professional Services
		Personal Services
		Governmental services
Heavy Manufacturing (M-2) District	Minimum lot area of five (5) acres	Warehouse, Storage and Distribution
		Manufacturing uses
		Professional Services
		Agricultural Services
		Governmental services

Source: Piperton Zoning Ordinance

SUMMARY

By studying current trends and policies, as well as future land use plans along the I-269 corridor, stakeholders in the MPO have been able to begin assess future transportation and access needs. Zoning and land use planning classify land uses into four basic categories - residential, mixed use (residential-commercial), commercial, and industrial - and allow municipalities in the region to classify the intensity of land uses, for example low, medium or high density. Based on these classifications, jurisdictions are able to prevent the assembling of incompatible land uses, in theory preventing new development from disturbing the character of existing land uses.

Figure 2.36

Land Use Categories	Description
RESIDENTIAL	
Residential Low-Density	0 to 2 units per acre
Residential Medium-Density	2 to 6 units per acre
Residential High-Density	6 units or more per acre
COMMERCIAL	
Retail, Personal and Professional services	Primary use involves the sale of goods and/or services and office uses
Mixed use	Commercial uses that incorporated residential use
INDUSTRIAL	
INSTITUTIONAL	
	Schools, hospitals, churches and etc....
OPEN SPACE	
Undeveloped	Parks, recreation, cemeteries, golf courses and etc.....

As shown in **Figure 2.37**, approximately 80% of the land area within the I-269 Tennessee study corridor study is currently being utilized for residential or agricultural use. These land uses are generally characterized by agricultural farmland, rural residential, estate residential and suburban residential.

Much of the I-269 corridor lies within unincorporated county areas that are part of annexation reserve areas or designated growth areas for municipalities within the study area. In these reserve areas, the majority of the jurisdictions allow a minimum lot area of five acres per dwelling unit, with the exception of Arlington, Memphis and Millington, which allow a minimum lot area of one acre.

Additionally, the majority of these areas do not have the availability of sewer, a key factor in determining the allowable density for development along the corridor. Without major extensions of the existing sewer system coverage, the majority of undeveloped areas along the I-269 corridor will likely experience only low-density residential development of one to two dwelling units per acre.

Existing and planned non-residential uses are concentrated at the interchanges along the I-269 corridor, several of which are shared by more than one jurisdiction, as shown in **Figure 2.38**. Nearly each jurisdiction foresees these interchanges as regional retail or employment centers. To date, the majority of the land area along the I-269 corridor zoned for residential use is planned to develop with low residential densities. Although every jurisdiction has either zoned or planned for mixed use areas that would allow for higher residential densities, only the Cities of Millington and Memphis and the Town of Collierville actually have areas zoned for higher residential densities that would support regional retail or employment uses.

Figure 2.37

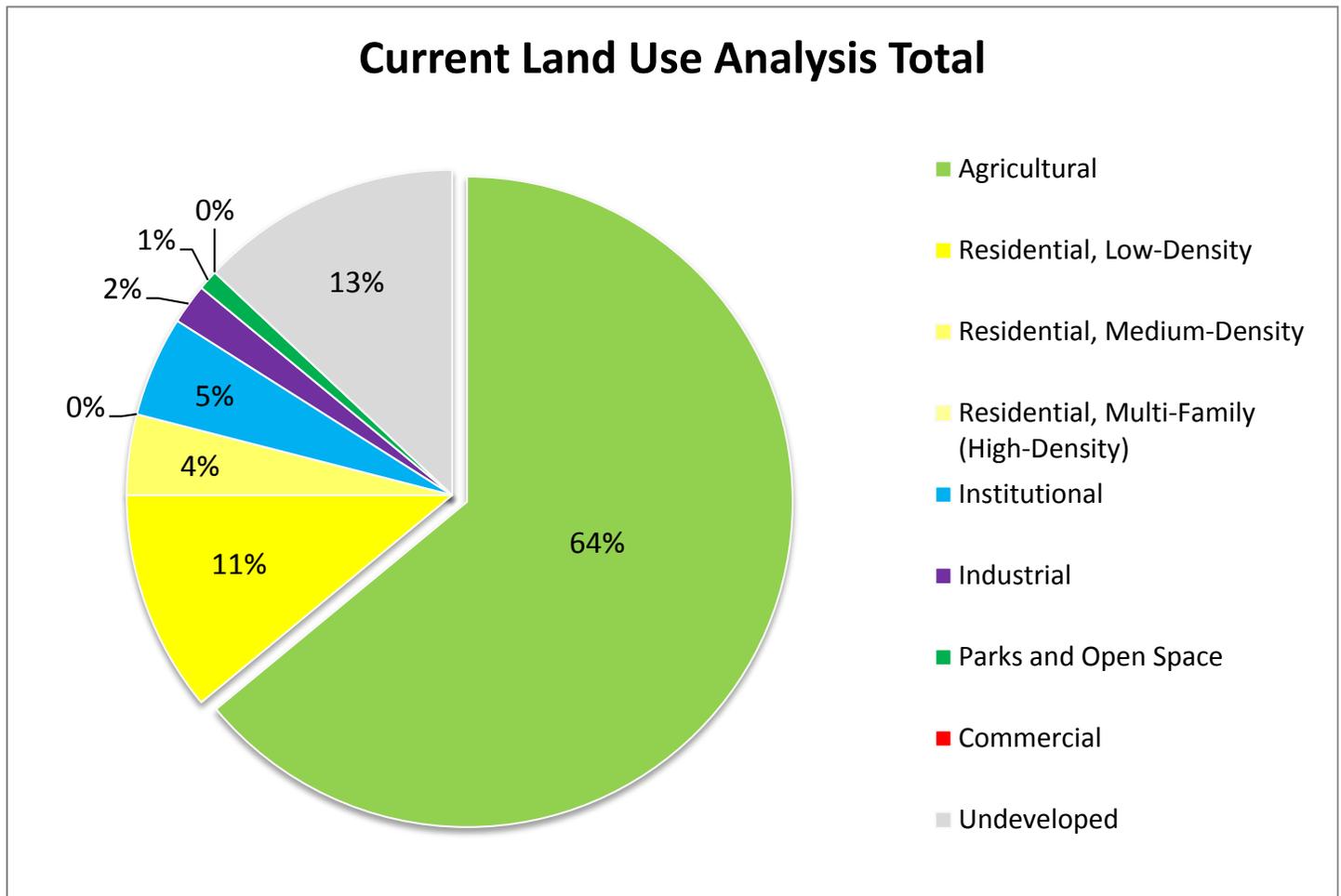


Figure 2.38

I-269 Corridor Study Area Interchanges	
Interchanges	Jurisdiction
U. S. Highway 72/I-269	Town of Collierville
Tennessee State Route 385	City of Piperton
U.S. Highway 57	City of Memphis (Unincorporated Shelby County)
Macon Road	City of Piperton (Unincorporated Fayette County)
U. S. Highway 64	City of Memphis (Unincorporated Shelby County)
	Town of Arlington
	Town of Oakland
Brunswick Road	City of Lakeland
	City of Bartlett
Austin Peay Highway (Tennessee State Route 14)	City of Bartlett
	City of Millington



CHAPTER 3

Forming a Regional Vision

IMAGINE 2040 / DIRECTION 2040

The Memphis MPO maintains two documents – the Transportation Improvement Program (TIP) and the Long Range Transportation Plan (LRTP) – which guide investment in transportation facilities, programs, and policies for the region on a comprehensive, continuous, and cooperative basis. The TIP is a four-year program which allots federal, state, and local funding to projects ready to be implemented. The LRTP looks at long-term planning for the region, based on expected funding and projected growth and needs. Both documents are developed in accordance to federal transportation legislation, and each is updated on a regular four-year time frame.

The TIP and the LRTP are developed to reflect the region’s goals and objectives for future development and the regional transportation network. Much of the analysis and recommendations in the I-269 TN Regional Vision Study is based on the groundwork laid out in these documents. This study used the same land use and travel demand modeling processes conducted for the TIP and the LRTP, and the projects included in these documents were included in this study’s analysis of the I-269 corridor. Recommendations made in this report are given in accordance with the adopted vision, goals, and objectives of the Memphis MPO, as stated in the TIP and LRTP.

In particular, the I-269 TN Regional Vision Study considered the strategies and improvements identified in the MPO’s Direction 2040 LRTP, and makes additional recommendations based on the four land use scenarios identified in Chapter IV: I-269 Development Scenarios.

DIRECTION 2040 LONG RANGE TRANSPORTATION PLAN

The Memphis MPO’s Direction 2040 Long Range Transportation Plan (LRTP), adopted by the MPO in February 2012, will guide the expenditure of transportation funds in the region over the next 28 years. The LRTP, required by federal legislation, considers roads, transit, rail, waterways, air travel, and bicycle and pedestrian facilities for transportation strategies, programs, and projects to improve travel in and through the region. The LRTP is revised at least once every four years and must address at least twenty years into the future for the duration of its four-year lifespan.

THE LRTP PLANNING PROCESS

The LRTP represents the culmination of a multi-level partnership between local, state, and federal policy-makers, and the citizens, business owners, and other stakeholders who are directly impacted by transportation decisions in the region. The strategies and projects contained in the LRTP are the results of careful analysis of existing conditions, as well as modeled scenarios for the future development of the region. An extensive public and transportation stakeholder outreach effort was undertaken to identify future transportation needs throughout the region. Projects and programs to enhance the transportation network were evaluated based on their impact on the region’s economy, environment, and communities.

The LRTP planning process considered a number of multimodal transportation strategies based on the MPO’s Congestion Management Process, including bicycle and pedestrian, transit, roadway, and freight. These shorter term strategies and programs are coupled with a slate of capital projects for which the MPO jurisdictions can reasonably expect available future funding to prepare the region for a safe, efficient, and

comprehensive future transportation network. Roadway projects included in the plan were evaluated based on a set of ranking criteria directly relating to the goals and objectives of the LRTP, in keeping with federal transportation guidelines. Additionally, the MPO's transportation plans and programs must follow federal guidelines for air quality standards, based on the region's designation as a maintenance area for the pollutants carbon monoxide (CO) and ground-level ozone (O₃).

L RTP GOALS AND PLANNING THEMES

In addition to requiring multimodal regional transportation planning, federal transportation legislation provides nine "planning themes" which must be used to guide the development of the LRTP. These are: Safety, Congestion, Mobility/Accessibility, Environment, Land Use, Economic Vitality, Funding, Maintenance, and Collaboration.

Some key planning themes were identified as particularly important to the communities affected by the I-269/SR-385 corridor. Through the public input gathered by the MPO during the development of the I-269 Tennessee Regional Vision Plan, it became evident that land use patterns and economic vitality were of great importance in evaluating future development possibilities along the corridor. Additionally, the I-269 TN Steering Committee placed collaboration amongst jurisdictions, in its priority list of planning themes, indicating the importance of planning across borders for the region's future.

THE I-269 CORRIDOR IN THE LRTP

A number of projects identified in the Direction 2040 LRTP are located at least partially within the two-mile wide I-269 TN corridor (one mile offset on each side of the roadway) identified as the focus of this study. Most of the projects are found in one of the three tiers – or Horizon Years – of the plan, for which projected funding sources have been identified. As shown in **Figures 3.1** and **3.2**, four new roadway projects and seventeen widening or operational projects are shown within the corridor. The Horizon Year groupings indicate the year in which the projects are expected to be completed and open to traffic.

I-269 AND FREIGHT

Direction 2040 acknowledges the Memphis region's role as a major national and international transportation and logistics center, due to its central location in road, rail, water, and air transportation networks. The 16 county Greater Memphis Metro region is home to 840 miles of interstate and U.S. highways, nine regional airports capable of supporting air cargo, five Class I railroads, 99 distinct port terminals, 19 intermodal terminals, 490 truck terminals, 956 warehouses, and 136 industrial parks.¹

The number of freight facilities and their proximity to the majority of the interstate highway system indicate the importance of the freight network to the region's economy. However, heavy freight movement, especially by truck, has contributed to highway congestion in the Memphis MPO planning area. Truck traffic through the Memphis area is especially heavy on Interstates 40, 240, and 55, and on Lamar Avenue (U.S. 78) and State Route (385) through southeast Memphis and Collierville. These roadways also exhibit the highest levels of congestion in the region's roadway network.

I-269 is ultimately intended to be a component in the new Interstate Highway 69, dubbed the "NAFTA Superhighway," which will eventually connect Mexico and Canada through the Memphis region. At a re-

¹ University of Memphis Center for Intermodal Freight Studies, 2010.

Figure 3.1

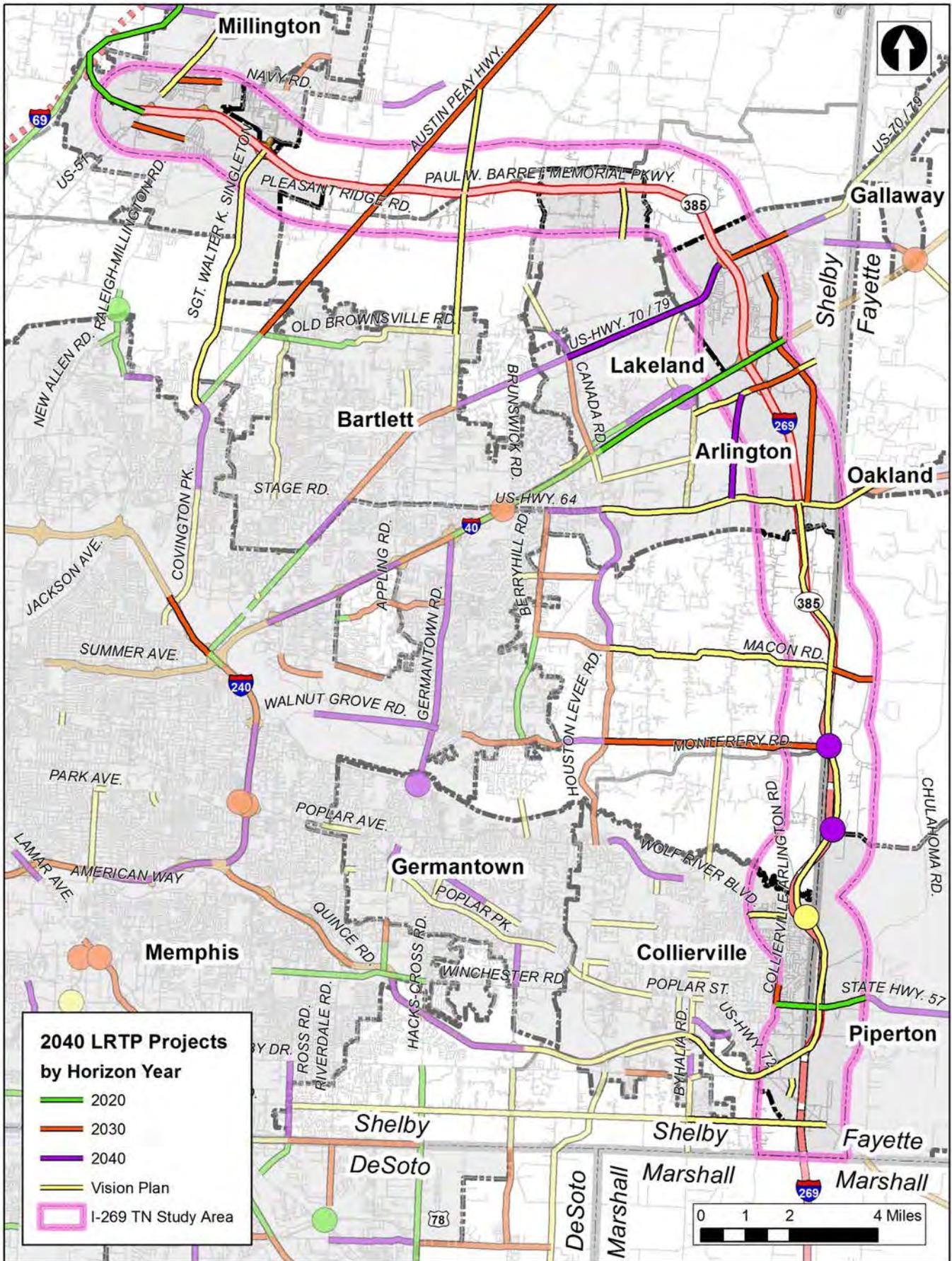


Figure 3.2

2020 Horizon Year (4 projects)				
Project Type	Facility	Extents	Description	Jurisdiction
New Location	I-69	East of US 51 near Millington to Tipton County Line	New 4 lane Interstate	Millington
Widen Existing	I-40	East of Canada Road to SR 205 (Airline Rd)	Widen from 4 lanes to 8 lanes (includes HOV lanes)	Arlington
Widen Existing	S. R. 57	Collierville Arlington Rd to S.R. 385	Widen from 2 to 5 lanes	Collierville
Widen Existing	SR 57	S.R. 385 to S.R. 196	Widen from 2 to 5 lanes	Piperton

2030 Horizon Year (13 projects)				
Project Type	Facility	Extents	Description	Jurisdiction
New Location	Donelson Pkwy	SR 385 to Airline Rd	New 4 lane road (divided)	Arlington
Widen Existing	Airline Rd/S.R. 205	US 64 to Donelson Farm Pkwy	Widen from 2 to 5 lanes	Arlington
Widen Existing	S.R. 205 (Airline Rd)	Donelson Farm Pkwy to I-40	Widen from 2 to 4 lanes (divided)	Arlington
Widen Existing	S.R. 205 (Airline Rd)	I-40 to Douglas Rd	Widen from 2 to 5 lanes	Arlington
Widen Existing	US 70	S. R. 385 to Collierville Arlington Rd / Chester Rd	Widen from 4 to 5 lanes	Arlington
Widen Existing	Collierville Arlington Rd	Poplar Ave to Fletcher Rd	Widen from 2 to 5 lanes	Collierville
Widen Existing	Macon Rd	S.R. 385 to Fisherville Rd	Widen from 2 to 4 lanes (divided)	Fayette Co
Widen Existing	I-40	Covington Pike to I-240	Widen from 6 to 8 lanes	Memphis
Widen Existing	Big Creek Rd	Hwy 51 to Raleigh Millington Rd	Improve roadway with bike/ped facilities	Millington
Widen Existing	Navy Rd	Hwy 51 to Veterans Parkway	Add raised median with streetscape	Millington
Widen Existing	Austin Peay	Old Brownsville Rd to S.R. 385	Widen from 2 to 4 (divided)	Shelby Co
Widen Existing	Austin Peay	S.R. 385 to Tipton Co Line	Widen from 2 to 4 (divided)	Shelby Co
Widen Existing	Walnut Grove Rd	Houston Levee to SR 385	Construct 4 lane road on new alignment	Shelby Co

2040 Horizon Year (4 projects)				
Project Type	Facility	Extents	Description	Jurisdiction
New Location	SR 385	Interchange at Raleigh Lagrange	New Interchange	Collierville
New Location	S.R. 385	Walnut Grove Rd	Construct new interchange	Shelby Co
Widen Existing	Inglewood Rd	US 64 to Donelson Farm Pkwy	Widen from 2 to 4 lanes (divided)	Arlington
Widen Existing	US 70	Canada Rd to S.R. 385	Construct a raised median (4 lanes divided)	Lakeland

Vision Plan, beyond 2040 (18 projects)				
Project Type	Facility	Extents	Description	Jurisdiction
New Location	Donelson Pkwy	Airline Rd to Collierville-Arlington Rd	New 4 lane road (divided)	Arlington
New Location	Holmes Rd	Byhalia to US 72	New 4 lane road	Collierville
New Location	Progress Road	Shelby Dr to US 72	New 4 lane road	Collierville
New Location	SR 385	Interchange at Shelton Road	New Interchange	Collierville
New Location	Germantown Rd Extension	Old Brownsville Rd to S.R. 385	New 4 lane road (divided)	Shelby Co
Operational/Design	US 51	Babe Howard to Veterans Parkway	Access Management	Millington
Widen Existing	Donelson Pkwy	Chambers Chapel Rd to SR 385	Widen and construct new 4 lane road (divided)	Arlington
Widen Existing	US 64	S.R. 385 to Sammons	Widen from 4 to 6 lanes (divided)	Arlington
Widen Existing	S.R. 385	Byhalia Rd to Poplar Ave	Widen from 4 lanes to 6 lanes	Collierville
Widen Existing	S.R. 385	Poplar Ave to Raleigh Lagrange Rd	Widen from 4 to 6 lanes	Collierville
Widen Existing	Shelton Rd	Peterson Lake to Collierville Arlington Rd	Widen from 2 to 4 lanes (divided)	Collierville
Widen Existing	Stewart Rd	Salem Terrace Rd to SR 385	Widen from 2 to 4 lanes (divided)	Lakeland
Widen Existing	US 64	Canada Rd to S.R. 385	Widen from 5 to 6 lanes (divided)	Memphis
Widen Existing	Germantown Rd Extension	S.R. 385 to Austin Peay	Widen from 2 to 4 lanes (divided)	Shelby Co
Widen Existing	Macon Rd	Houston Levee to SR 385	Widen to 4 lanes (divided)	Shelby Co
Widen Existing	S.R. 385	Raleigh Lagrange Rd to Macon Rd	Widen from 4 to 6 lanes	Shelby Co
Widen Existing	S.R. 385	Macon Rd to US 64	Widen from 4 to 6 lanes	Shelby Co
Widen Existing	Singleton Parkway	Austin Peay to Paul Barrett	Widen from 4 to 6 lanes	Shelby Co

gional level, the I-269 loop is expected to spur economic development by providing greater highway access to eastern Shelby County and north Mississippi. It is also intended to ease congestion on major roadways in the region by diverting through traffic, including truck freight, around the city and away from the center of Memphis.²

In particular, via U.S. Highway 72, I-269 will serve the newly operational Norfolk Southern Intermodal Yard located just outside the current MPO boundary in Rossville, TN, as well as identified growth areas in Arlington, Bartlett, Collierville, Piperton, and Millington.

TRANSIT AND THE I-269 CORRIDOR

The rural nature and low population density of much of the I-269 Tennessee corridor would be unlikely to support local public transportation. There are however connections with key arterial roads within or near the corridor where future regional transit service might be extended, perhaps as express routes or bus rapid transit (BRT) that would connect suburban areas to the center city. Such service would likely be based on a park and ride model served by high speed transit.

The MPO's Direction 2040 LRTP identifies several corridors with the potential for higher capacity transit service in the long-term based on the following characteristics, including roadway volume and congestion, potential for dedicated transit right-of-way, and opportunities for transit-oriented development. Three of the "radial corridors" identified in the LRTP could provide future regional transit service accessible to residents living in and around the I-269 Tennessee corridor.

Figure 3.3

Potential High-Capacity Transit Corridors			
Corridor	Mode/Service Options	Route Options	Key Service Areas
North Corridor	Express Bus / Bus Rapid Transit	Watkins / Thomas / US Hwy 51	Frayser Plaza, Millington
Northeast Corridor	Express Bus / Bus Rapid Transit	I-40 / I-240 / Summer Ave / North Parkway	Wolfchase Galleria, New Macon Plaza
Southeast - Poplar Corridor	Bus Rapid Transit / Light Rail Transit / Express Bus	Poplar Ave / Norfolk Southern Railroad (parallel) / SR-385 / I-240	Germantown, Collierville

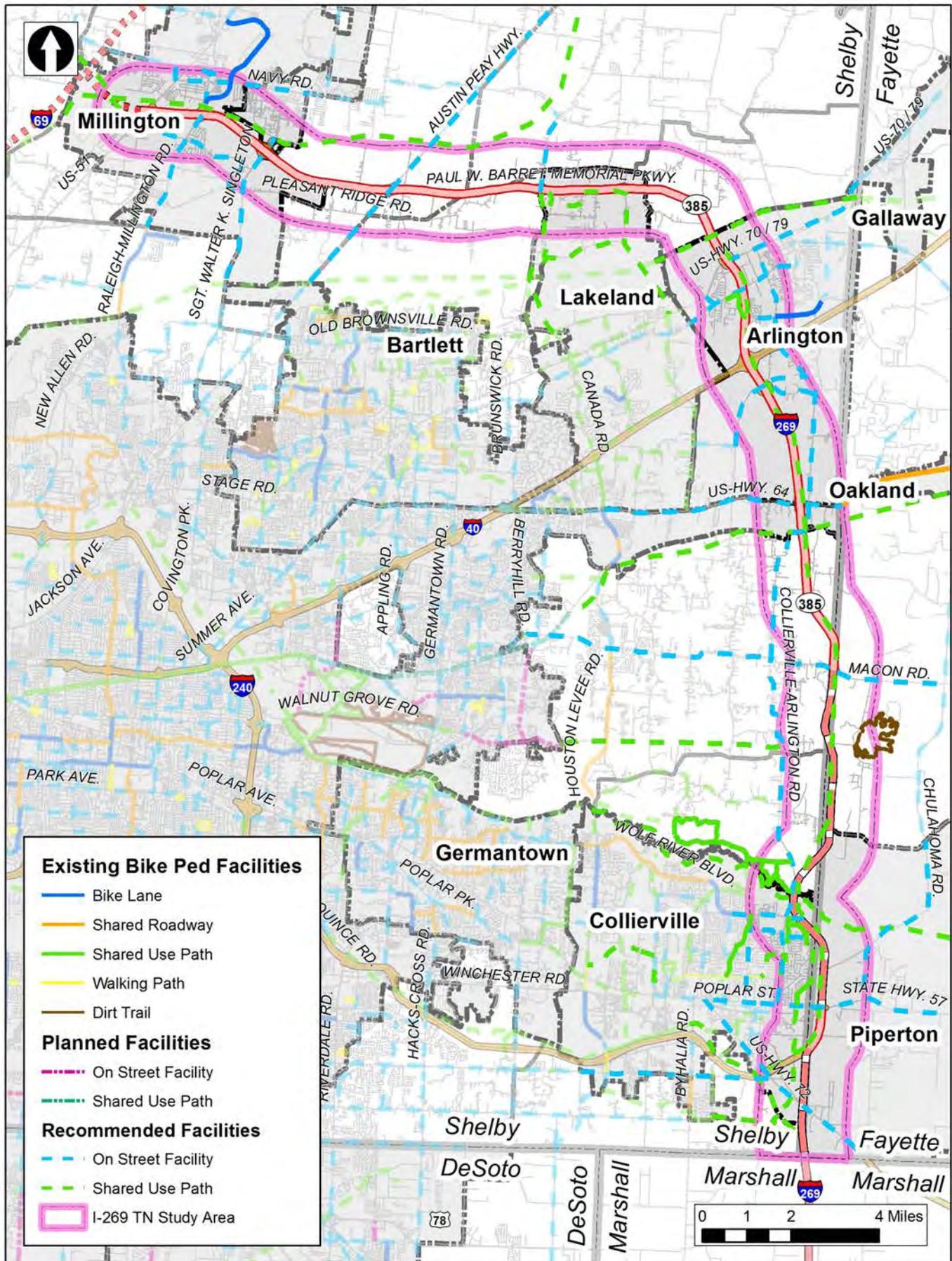
MEMPHIS MPO REGIONAL BICYCLE AND PEDESTRIAN PLAN

The Memphis MPO's Regional Bicycle and Pedestrian Plan is included as the non-motorized transportation portion of the Direction 2040 LRTP. The plan contains recommendations for increasing safe, efficient travel by non-motorized modes both within and between communities in the region. While the plan does not make specific recommendations on the nature of facilities which should be considered, it does identify priority routes for connecting communities, population centers, and commercial and recreational centers throughout the region. **Figure 3.4** illustrates the recommended routes within the I-269 TN Corridor and their connections to the surrounding communities.

The Regional Bicycle and Pedestrian Plan contains a number of recommended projects which were identified through a robust public involvement period. One such project was the possible use of the I-269/SR-385 right of way for the construction of a region-wide shared use path, or greenway. Such a facility, while certainly costly, would serve to connect a number of communities and jurisdictions in the MPO and provide a regional facility for active transportation and recreation.

² HIS Global Insight, Regional Freight Infrastructure Plan, 2009.

Figure 3.4



IMAGINE 2040 – LAND USE AND SCENARIO PLANNING

IMAGINE 2040 AND THE I-269 TN REGIONAL VISION STUDY

The scenarios and modeling assumptions used in this I-269 TN Regional Vision Study are based largely on the MPO's prior scenario planning process, the Imagine 2040 Mid-South Transportation and Land Use Plan. Through Imagine 2040, the MPO developed the regional land use model which was used to show potential growth in the region and to evaluate the transportation strategies and improvements which were proposed in the Direction 2040 LRTP. This section is intended to provide some background on the MPO's scenario planning model and process in general, while the details of the I-269 TN Regional Vision Study are discussed more fully in Chapter IV: Development Scenarios.

INTEGRATED LAND USE AND TRANSPORTATION PLANNING

For the Memphis MPO, the concept of coordinating land use and transportation decisions to provide a more efficient regional transportation system can be traced back to the Destination 2030 LRTP, adopted in 2007. In that document, and in the current Direction 2040 LRTP, the effects of different characteristics of the built environment on transportation choices and behavior are considered in order to make recommendations on land use and development for regional decision makers. Four specific factors – Density, Diversity, Design, and Distance – described below in more detail, were considered in the LRTP land use discussions, as well as in the development of the Imagine 2040 scenario planning study. It is commonly accepted that differing development characteristics represented by these “Four D’s” can have profound effects on commuting distances, transportation choices, and the overall efficiency of the transportation network.

- **Density:** The number of housing units per acre (residential) or the ratio of building floor area to the total lot area; along with a mixture of uses, density has been shown to have a high correlation to shorter trip distances and increased travel choices.³
- **Diversity:** The mixture of uses in one centralized location, e.g. residential uses in close proximity to retail commercial or office uses.
- **Design:** Refers to the elements of the physical or built environment which shape private and public spaces at the block, neighborhood, or district level. Specific elements of urban design – street pattern, streetscape design, block size, building scale, parking, and landscaping – have a direct correlation with influencing travel mode choice and travel behavior, especially with regards to pedestrian and other non-motorized travel.
- **Distance:** The travel distance between and origin and a destination is a primary factor for influencing travel behavior. The physical distance between complementary land uses in more rural or suburban areas tends to promote automobile travel, especially in the absence of safe convenient facilities for pedestrians and bicyclists. Denser, mixed-use environments may decrease the travel distance between complementary land uses and support transit, walking, and bicycling as viable alternatives to the automobile, especially for shorter trips.

These four elements typical of land use planning were incorporated into the scenarios and modeling tools

3

December 2004 Trends and Conditions Report, FDOT – see LRTP Chapter 3, page 4.

for the Imagine 2040 scenario study, and were considered in the analysis for the I-269 TN Regional Vision Study.

IMAGINE 2040 BACKGROUND

Scenario planning provides a forum, process, and set of tools for stakeholders (residents, planners, elected officials, etc.) to contemplate future possibilities for growth, development, and investment in the region. The results of the Imagine 2040 Land Use and Transportation study were used to develop and implement the transportation strategies and projects included in the MPO's Direction 2040 Long Range Transportation Plan.

Imagine 2040, begun in 2009, was the Memphis MPO's regional visioning and scenario planning process that explored regional growth visions, trade-offs, and growth strategies for the MPO planning area. Through an extensive public and stakeholder outreach process, the values, inputs, and assumptions for creating a regional land use model were determined. Based on dialogue from planners, engineers, elected officials, and citizens throughout the region, the MPO created two future development scenarios which were evaluated for their effects on land use and the transportation network.

A more detailed account of the Imagine 2040 study, its results, and recommendations, can be found in the Memphis MPO's Direction 2040 Long Range Transportation Plan, in Chapter 3: Land Use and Scenario Planning, and corresponding LRTP Appendix B.

DESIGNING THE IMAGINE 2040 STUDY

The three primary steps in designing the Imagine 2040 scenario planning process were to characterize different development types in the region, determine the suitability of available land for development, and identify the relative attractiveness of different areas for growth.

Through an extensive data collection effort and a cooperative effort with regional planners and engineers, the MPO created a Place Type Palette to represent the various types of land uses throughout the region. Place types in the palette ranged from low density uses, such as Rural or Estate Residential, to higher densities, such as Urban Neighborhood, Central Business District, and Mixed-Use Centers. The MPO's regional partners in Imagine 2040 also helped identify factors encouraging or limiting development, as well as growth trends and hot spots for development throughout the MPO planning area.

Based on the regional discussions, the MPO designed the Imagine 2040 land use model to project regional growth based on assumptions on how land is developed (intensity, density, and availability of land according to the Place Type Palette), as well as where development occurs according to a set of suitability factors. The suitability factors included availability of water and sewer, adopted plans and zoning, proximity to existing major roads, proximity to schools and services, major intersections and interchanges, transit stations, retail density, bus routes, and parks and amenities.

GROWTH ALLOCATION MODEL

In Imagine 2040, the MPO utilized a land use model to allocate projected growth throughout the region. This was done to illustrate two different possible development patterns through 2040 and to evaluate the impacts of growth shown in each, particularly on the region's transportation network. The MPO used CommunityViz, an extension of ESRI's ArcGIS software platform to model projected growth in households and

employment across the study area.

The Imagine 2040 model allocated households and jobs to land parcels based on several factors, most notably land availability and suitability for development, based on the two development scenarios. Factors that influence the suitability of land, as noted above, include access to existing public infrastructure and proximity to jobs and services. Certain environmental and other physical constraints, such as wetlands, prevent allocation of growth to underlying parcels. Based on these factors, the model allocated projected households and jobs to parcels in order of most suitable to least suitable land. Finally, the MPO's regional travel demand model was run based on the allocations shown in each scenario, in order to generate data about the effects of growth on the regional transportation network.

GROWTH SCENARIOS

The MPO evaluated two scenarios in Imagine 2040. One, the Base Growth Scenario, was based on existing plans, programs, and policies and consistent with the adopted land use and comprehensive plans of the local jurisdictions. The second, the Centers and Corridors scenario, was developed with input from local planners, engineers and the public to depict growth patterns within close proximity to existing transportation routes and established destinations. The Centers and Corridors scenario assumed that a certain amount of regional growth would occur through redevelopment, and that a new place type, Transit-Oriented Development, would be introduced to the region.

To evaluate the regional impacts of each scenario, the MPO developed Measures of Effectiveness (MOEs), which were used to gauge the performance of each scenario relative to the other. The MOEs were based on the Goals and Objectives adopted by the MPO's Transportation Policy Board for use in the Direction 2040 LRTP. The MOEs used the outputs of the land use model allocations and the travel demand model to evaluate the performance of each scenario in two categories – land use and transportation.

EVALUATING THE GROWTH SCENARIOS – MEASURES OF EFFECTIVENESS

The following Measures of Effectiveness (MOEs) were developed to evaluate the land use and transportation impacts of the two growth scenarios used in Imagine 2040:

LAND USE

- Development – Infill/Redevelopment: percentage of new growth occurring in underdeveloped sites or through reuse of existing sites
- Agricultural land consumed by development
- Development within municipal boundaries

TRANSPORTATION

- Delay in (hours): a measurement of time spent in congestion
- Vehicle Miles Traveled (VMT): a measure of the total miles traveled in the region on an average weekday

- Vehicle Hours Traveled (VHT): the amount of time spent by all motorists on an average weekday
- Transit Ridership: average of individual trips per day on public transportation

IMAGINE 2040 PREFERRED SCENARIO

On the recommendation of the MPO’s Engineering and Technical Committee and the Direction 2040 Transportation Plan Advisory Committee, the Transportation Policy Board adopted the Base Growth Scenario as the preferred alternative for use in developing the Direction 2040 LRTP. Each body reviewed the MOE analysis along with the public outreach activities, the established goals and objectives, and the vision statement for the Direction 2040 LRTP, prior to concluding that the Base Growth Scenario more closely aligned with desired growth patterns than the Centers and Corridors scenario. The MPO was then able to use the Base Growth Scenario to develop the travel demand modeling and recommended transportation improvements of the Direction 2040 LRTP.

REGIONAL PLANNING RECOMMENDATIONS

Although it was not intended as a comprehensive land use plan for the region, Imagine 2040 demonstrated the importance of a coordinated regional approach to land use and transportation planning. To assist regional decisions makers in promoting the livability, quality of life, and economic vitality of their communities, the Direction 2040 LRTP included several strategies resulting from the Imagine 2040 study that may be used to promote coordinated regional planning. These strategies, which were incorporated into the recommendations of this study in **Chapter 5**, included: improving transportation mode choices, allowing for a mixture of land uses throughout communities, coordination of regional land use planning across jurisdictions, establishing redevelopment districts within declining areas, encouraging only planned extensions of utilities into new areas, and developing a detailed inventory of the region’s natural, agricultural, and cultural resources, dubbed the ‘Regional Greenprint.’

STEERING COMMITTEE

The I-269 Tennessee Regional Vision Study Steering Committee was formed to provide guidance and insight and to foster communication between the local governments and the public. The steering committee was made up of representatives from the jurisdictions and agencies directly affected by the I-269 corridor in Tennessee. Along with jurisdictional and agency representation, all steering committee meetings were open to the public, with the dates announced at the MPO’s Engineering Technical Committee and Transportation Policy Board meetings as well as posted on the Calendar of Events page on the MPO’s website. A list of the jurisdictions and agencies represented on the steering committee is shown in **Figure 3.5**.

The steering committee met once a month throughout the development of the study and provided the Memphis MPO with the

Figure 3.5

Steering Committee Members
Arlington
Bartlett
Collierville
Fayette County
Lakeland
Memphis
Millington
Piperton
Shelby County
TDOT
MATA
Memphis and Shelby County Office of Planning & Development
Memphis and Shelby County Office of Sustainability

most current jurisdictional data, recommendations for the purpose and need, direction on the public involvement process, and insight into the study development. At each steering committee meeting the members were tasked with providing direction on the different phases throughout the development of the study. A list of the steering committee meetings and the main topics that were discussed at each meeting are shown in **Figure 3.7**. A complete summary of the steering committee meeting discussions is included in **Appendix A** of this report.

The steering committee also assisted the Memphis MPO with facilitating public meetings and informing citizens through notifications to neighborhood groups and community associations as well as posting materials in prominent locations throughout their jurisdictions. The following section, Public Participation discusses the meetings and methods of outreach that were used to engage the public on the development of the I-269 corridor.

Figure 3.6



I-269 Steering Committee

Figure 3.7

Steering Committee Meetings	
Meeting Dates	Primary Discussion
Meeting #1: April 24, 2012	Study Overview and Purpose, Timeline, Visioning, Planning Themes
Meeting #2: May 29, 2012	Public Involvement Process, Public Meetings and Questionnaire
Meeting #3: June 19, 2012	Public Meeting Outcomes, Draft Report, Future Public Meetings
Meeting #4: August 28, 2012	Review of the Draft Report, Format for Upcoming Public Meetings
Meeting #5: September 20, 2012	Code the Alternative Scenarios, Mapping Exercise

PUBLIC PARTICIPATION

ROUND 1 PUBLIC MEETINGS

Public participation was a vital component in the development of the I-269 Tennessee Regional Vision Study. The public was engaged throughout the study process to provide input on study planning themes, visual preferences of development along the corridor, preferred land use development types, and transportation patterns. Two rounds of public meetings were held throughout the development of the study using different meeting layouts designed to gather the public’s input in a format that could be used in the development of the document.

The first round of public meetings was an open-house style format and was held on four separate evenings in different locations along the I-269 corridor. The meetings were held in Millington, Lakeland, Collierville, and Memphis with a total attendance of 238, averaging 60 people per meeting. **Figure 3.9** provides more detail on the locations of the meetings, dates, and attendance at each. The open-house style format provided the opportunity for the public to give input at their convenience during the two hour meeting. The format of the meeting began with a brief 10 minute presentation on the background of the I-269 Tennessee corridor and the I-269 Tennessee Regional Vision Study and then was followed by several participatory exercises. Citizens were provided with a public questionnaire asking questions pertaining to commuting and travel patterns, visual preferences for different land use types, and preferred development patterns along the I-269 corridor. See the Public Questionnaire section in this chapter as well as Chapter IV: I-269 Development Scenarios for a breakdown of the results from the Public Questionnaire.

Figure 3.8



I-269 Public Meetings - Round 1

Figure 3.9

Public Meetings - Round 1		
Meeting Dates	Meeting Locations	Meeting Attendance
Meeting #1: June 5, 2012	Collierville Town Hall	66 attendees
Meeting #2: June 6, 2012	Millington Baker Community Center	59 attendees
Meeting #3: June 7, 2012	Lakeland International Harvester’s Clubhouse	69 attendees
Meeting #4: June 14, 2012	Memphis Benjamin L. Hooks Central Library	44 attendees

Three stations were set-up around the meeting facility; the first station was a visual preference survey consisting of land use types and transportation facilities. Citizens were shown four different images for each and were asked to place a dot next to their preferred two images for each category. Each of the four images represented a different development pattern and density type and provided information on the types of office and retail buildings, residential homes, industrial warehouses, road types, and bicycle facilities that the citizens preferred. See **Figure 3.10** for images of Station One, Visual Preference Survey. The second station broke the I-269 corridor into three segments and asked the public to choose the top three land uses that they would like to see along each segment as well as their preferred land use scenario from several different options. Following were the top three land uses that were selected for each segment of the I-269 corridor: Parks/Open Space, Agricultural/Farmland, and Single-Family Residential. Retail/Commercial and Mixed-Use followed as the next preferred uses. The preferred land uses that the public selected were used to help formulate the I-269 development scenarios showing different types of growth along the corridor. A more detailed analysis of the scenarios can be found in **Chapter IV: I-269 Development Scenarios**.

Figure 3.10



I-269 Visual Preference Survey

Figure 3.11



I-269 Public Meetings - Land Use Stations

PLANNING THEMES

The third station engaged the public on their recommendations for the major planning themes of the study. The public selected the following as the top three planning themes for the I-269 TN Regional Vision Study: Economic Vitality, Quality of Life, and Land Use Patterns. These planning themes were very similar to those selected by the steering committee during the initial phases of the study. The steering committee also chose Land Use Patterns and Economic Vitality for the focus of the study followed by Jurisdictional Collaboration. The selection of Jurisdictional Collaboration amongst the steering committee showed the importance of the local municipalities working together. For example, each jurisdiction has its own land use plans, but it is still important to consider adjoining uses in adjacent jurisdictions as complimentary to one another. This dialog as well as many other transportation and planning discussions take place through collaboration among jurisdictions. These planning themes were used throughout the study to develop the public questionnaire, measures of effectiveness (MOEs), and the final report.

■ PLANNING THEMES ■

Economic Vitality

Quality of Life

Land Use Patterns

Jurisdictional Collaboration

ROUND 2 PUBLIC MEETINGS

The second round of public meetings provided the opportunity for citizens to review and comment on the draft and final study document. Two meetings were held at the Holiday Inn & Suites on New Brunswick Road near the I-40 and US-64 interchange, centrally located to the I-269 corridor. The draft study was presented for review and comment at the first meeting and the final study was presented for review at the second meeting. Prior to the first meeting on November 27, 2012, the I-269 TN Regional Vision Study draft document was made available for public review on the MPO’s website and in 16 libraries throughout the

Memphis MPO region, as prescribed by the Memphis MPO's Public Participation Plan. The updated Public Participation Plan was adopted by the Transportation Policy Board on December 15, 2011 and describes the procedures for providing adequate public notice of participation activities and comment periods as well as strategies for informing and engaging the public while seeking out and considering the needs of the traditionally underserved.

The format of the second round of public meetings was an open forum where citizens were provided with the opportunity to discuss the opportunities and constraints of the I-269 corridor, as well as comment on the draft I-269 TN Regional Vision Study. MPO staff facilitated the meetings which began with a short presentation of the draft study followed by a period for open comments and discussion. Maps and presentation boards including the draft study were available for review. There were a total of 33 citizens in attendance at the November 27, 2012 meeting representing six jurisdictions in the Memphis MPO region as shown in **Figure 3.12**.

At the request of Fayette County jurisdictions, the MPO presented the Round 2 Public Meeting materials at Piperton City Hall on December 4, 2012. A total of 21 citizens were in attendance for this meeting.

At the final round two public meeting on December 13, 2012, the final I-269 TN Regional Study was presented to the public. The Memphis MPO gave a presentation on the study process to date including the conclusion and recommendations from the plan. There were a total of 25 citizens in attendance at the December 13, 2012 meeting representing eleven jurisdictions in the Memphis MPO region as shown in **Figure 3.12**. Citizens discussed and reviewed the final document before it was presented to the MPO's boards in February. Final presentations were given at the MPO's Engineering Technical Committee (ETC) meeting on February 7, 2013 and the MPO's Transportation Policy Board (TPB) meeting on February 28, 2013; both meetings were open to the public with the opportunity for additional public comment.

Figure 3.12

Public Meetings - Round 2		
Meeting Dates	Meeting Locations	Meeting Attendance
Meeting #1: November 27, 2012	Holiday Inn & Suites - Wolfchase	33 Attendees
Meeting #2: December 4, 2012	Piperton, TN - City Hall	21 Attendees
Meeting #3: December 13, 2012	Holiday Inn & Suites - Wolfchase	25 Attendees

EMERGING ISSUES AND CONCERNS

Proponents of I-269 suggest that the new outer loop will be a key to economic development in the region by improving access to employment centers, providing easy access to new jobs, moving goods and freight on time, increasing tax base and attracting new businesses. They also believe that I-269 Corridor will reduce congestion on I-240, and improve air quality of the overall region.

But there is also a growing concern that the I-269 will create greater suburban sprawl, economic segregation, urban blight, infrastructure abandonment, traffic congestion and increased auto dependence.

The general sprawl concerns are that the new growth along the corridor will consume all the open spaces and at the same time will be expensive, which will ultimately cost taxpayers more money. Although Mem-

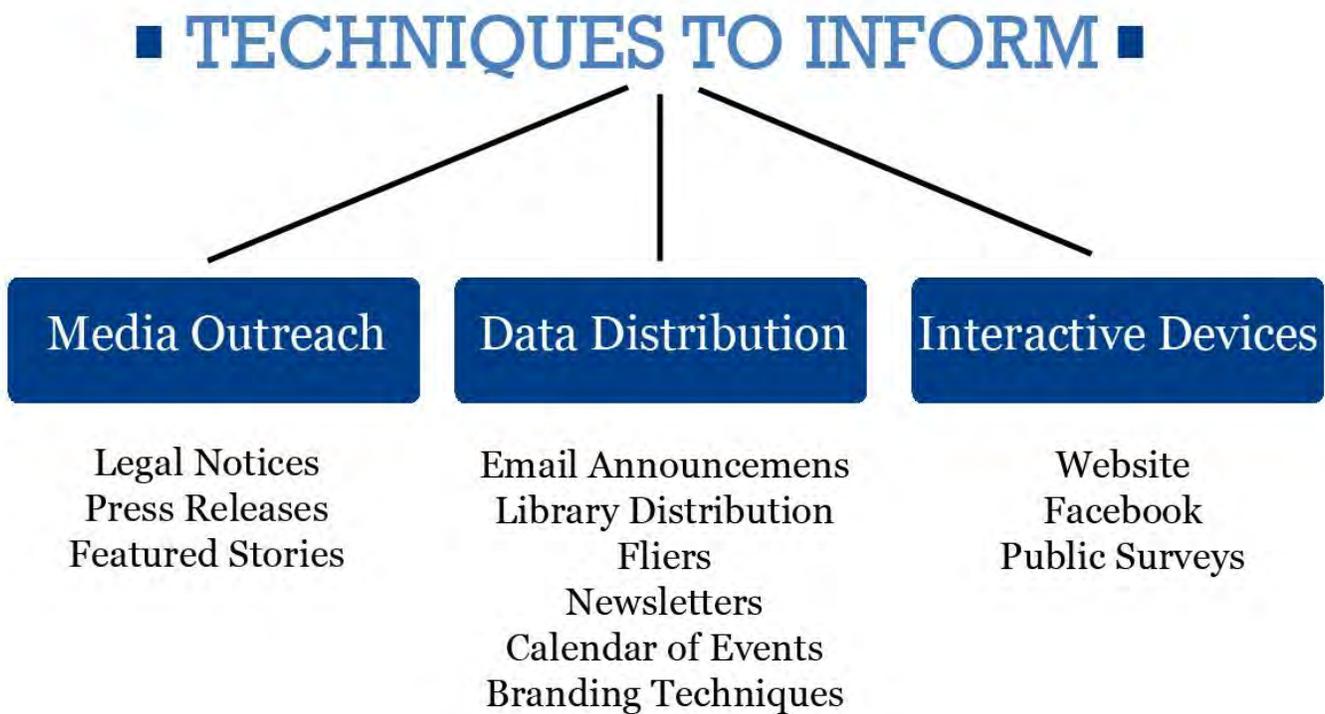
phis has somewhat limited access to I-269, it is one of the largest stakeholders along the corridor. There are growing concerns that new developments will take away resources from existing communities, at the same time encouraging businesses to move along the new corridor, leaving large areas of real estate vacant or underutilized. With the growth in suburban and rural areas of the I-269 corridor, existing neighborhoods and commercial centers will be abandoned, resulting in decreased economic and employment opportunities, greater economic segregation, and a lower quality of life. There is a concern that new investment in transportation improvements will eventually dry up the resources needed for roadway maintenance and strong infill redevelopment within core areas of the region.

There is also strong concern that I-269 corridor will create increased auto dependence, and will be characterized by unwalkable, car-centric neighborhoods and commercial districts. There are fears that people will spend significantly more time commuting by automobile, increasing overall traffic and congestion, and negatively impacting the environment and quality of life at both the regional and local levels.

PUBLIC OUTREACH

The Memphis MPO used a wide range of methods defined in the MPO’s Public Participation Plan to distribute information pertaining to the I-269 TN Regional Vision Study to the public. According to the Public Participation Plan, techniques to inform citizens include Media Outreach, Data Distribution, and Interactive Devices. Different public involvement tools were used under each technique in order to reach a broad and diverse range of citizens. These tools are defined in the following sections and are illustrated in **Figure 3.13**. Public outreach techniques are continuously evaluated and tracked to ensure the effectiveness and to improve existing techniques and implement additional tools to the MPO’s program.

Figure 3.13



MEDIA OUTREACH

Multiple media outreach tools were used to inform the region’s citizens of the I-269 TN Regional Vision Study. Public and legal notices were placed in the newspapers of greatest circulation in the Memphis MPO region including The Commercial Appeal, Tri-State Defender, Desoto County Times, and La Prensa Latina, informing citizens of the meeting dates and locations, extents of the study, and opportunities for public review and comment. Press releases were distributed seeking coverage from regional media outlets with wide-ranging targeted audiences. The MPO provided information on the study to Memphis and Shelby County media offices in a ready-to-print format that was broadcast to multiple media outlets, as well as city and county government employees, neighborhood groups, churches, and community organizations.

A number of featured articles in regional media highlighted the I-269 TN Regional Vision Study for a broad and diverse regional audience. The Commercial Appeal ran a leading cover story in a Sunday issue of the Local News section discussing the I-269 TN Regional Vision Study and future public meeting dates. Additional local papers such as The Memphis Daily News and The Memphis Business Journal also featured articles related to the I-269 study. **Figure 3.14** illustrates two of the articles in The Commercial Appeal and The Memphis Daily News. Following these news stories multiple blogs, e-newsletters, and editorials were written related to the articles and public meeting dates by groups including the Memphis Regional Design Center, Livable Memphis, Smart City Memphis, The Commercial Appeal and the Shelby County Newsletter; all of these sources helped to reach an additional number of interested citizens.

Figure 3.14



DATA DISTRIBUTION

Data distribution was another technique from the MPO’s Public Participation Plan that was used to inform a diverse group of citizens throughout the Memphis MPO region. Some of the public involvement tools used for data distribution were email announcements, library distribution, fliers, faith community notices, newsletters, calendar of events, and branding techniques. The Memphis MPO maintains a current database of interested citizens who were contacted through email announcements regarding all of the public meetings and review periods. The interested citizen’s database includes over 700 contacts and is continually updated with attendees from public meetings, community outreach events, and emailed requests who would like to stay informed and updated on the projects and planning of the Memphis MPO. Special interest groups as well as the Memphis MPO’s Boards and Committees were also among those who were updated on the I-269 TN Regional Vision Study through emailed announcements.

Library distribution was an additional public involvement tool used as an effective data distribution technique to inform the public on the I-269 TN Regional Vision Study. A 30-day review was held on November 13, 2012 through December 12, 2012 for the public to provide comments on the draft document. Along with posting the draft study on the MPO’s website, the document was made available for review in 16 prominent libraries across the Memphis MPO region. Fliers and newsletters were also used to inform the public on upcoming meetings. The Memphis MPO distributed the fliers to community centers, administrative buildings, and civic buildings across the region to inform the public on upcoming meeting dates and locations. The steering committee also assisted the Memphis MPO by distributing the fliers through their local neighborhood and community group contacts. An example of the fliers used for the first and second rounds of public meetings is shown in **Figure 3.15** below. The Memphis MPO also distributed the fliers at the ETC and TPB public meetings as well as the Bike to Work Expo that was held prior to the beginning of the first round of public meetings.

Figure 3.15

OPEN HOUSES You're Invited

Join us at one of four open house meetings to provide input on recommendations for future land use and transportation decisions being made along the I-269 corridor. Talk with project staff and provide feedback.

Choose the time and location convenient for you!

Refreshments will be served

June 5, 2012
Collierville Town Hall
500 Poplar View Parkway
Collierville, TN 38017
5:00 p.m. – 7:00 p.m.

June 6, 2012
Baker Community Center
7942 Church Street
Millington, TN 38053
5:00 p.m. – 7:00 p.m.

June 7, 2012
International Harvester's Clubhouse
4523 Canada Road
Lakeland, TN 38002
5:00 p.m. – 7:00 p.m.

June 14, 2012
Benjamin L. Hooks Central Library
3030 Poplar Avenue
Memphis, TN
5:00 p.m. – 7:00 p.m.

FUTURE I-269 CORRIDOR

FOR MORE INFORMATION...
Pragati Srivastava
MPO Administrator
901-576-7190 phone
901-576-7272 fax
pragati.srivastava@memphistn.gov

ROUND II PUBLIC MEETINGS You're Invited

Join us for the second and final round of public meetings for the I-269 TN Regional Vision Study. The I-269 Study looks at the impacts of future land use and transportation alternatives along the I-269 corridor. The draft study document will be presented for review and comment at the meeting on November 27th and the final study document will be presented for review at the final meeting on December 13th.

PUBLIC MEETING DATES

MEETING 1: COMMENT DRAFT STUDY	MEETING 2: REVIEW FINAL STUDY
November 27, 2012 5:30-7:30 PM Holiday Inn & Suites Memphis Wolfchase Galleria 2751 New Brunswick Road Memphis, TN 38133	December 13, 2012 5:30-7:30 PM Holiday Inn & Suites Memphis Wolfchase Galleria 2751 New Brunswick Road Memphis, TN 38133

FOR MORE INFORMATION...
Pragati Srivastava
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901-576-7190 phone
901-576-7272 fax
pragati.srivastava@memphistn.gov

Title VI Notice to Public
It is the policy of the Memphis Urban Area MPO not to discriminate on the basis of age, race, color, national origin or disability in its hiring or employment practices, or in its admissions to or operations of its program, services, or activities. All inquiries for Title VI and/or the Americans with Disabilities Act (ADA), or for persons with disabilities that require aids or services to participate either in the review of these documents or at the hearing may contact Carlos McCloud at 901-576-7156, fax (901) 576-7272; or email Carlos.McCloud@memphistn.gov to make accessibility arrangements no less than five days prior to any meeting.

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www.memphismpo.org

INTERACTIVE DEVICES

Interactive Devices were the third and final technique used to inform citizens as defined in the MPO's Public Participation Plan. Some of the public involvement tools used for interactive devices were website, Facebook page, and public surveys. The Memphis MPO has a page dedicated on their website, www.memphismpo.org, for the I-269 TN Regional Vision Study. The website includes a calendar with upcoming meeting dates, downloadable maps and fliers, project details and descriptions, and PowerPoint presentations. Current announcements were made available on the front page of the website throughout the duration of the study. The Memphis MPO also maintains an updated Facebook page, Memphis Urban Area MPO with daily posts and articles related to transportation planning and projects. The Facebook page was used as an interactive device to inform its followers on upcoming meetings, public comment and review periods, as well as the public survey. The public survey or questionnaire, which was discussed previously in the Round 1 Public Meeting section of this chapter was also provided online through survey monkey for those citizens who wanted to provide input on the study, but were unable to attend the public meetings. The online survey was made available to the public for 30 days through the month of June 2012. A breakdown of the survey results is available in the following Public Questionnaire section in this chapter as well as Chapter IV: I-269 Development Scenarios.

To track the most effective techniques used to inform the public, the Memphis MPO surveyed those citizens in attendance at the meetings. From the previously discussed public outreach techniques, **Figure 3.16** illustrates the most effective public involvement tools used to inform citizens about the public meetings.

Figure 3.16

How did the attendees hear about the meetings?						
Public Meetings	Email	Newspaper	Word of Mouth	Facebook	Television/News	Website
Round 1	57%	25%	11%	3%	2%	2%
Round 2	87%	-	7%	-	7%	-

PUBLIC QUESTIONNAIRE

A public questionnaire was created to identify how the citizens would like to see the I-269 corridor developed. As discussed previously in this chapter, the first round of public meetings were formatted using the public questionnaire to gain insight from the public on their preferences for land use types and transportation facilities, preferred land uses along the I-269 corridor, study planning themes, and background information. For those who were unable to attend one of the four meetings in the first round the questionnaire was also available online for a 30-day period in June 2012. **Figure 3.17** is an illustration of the questionnaire that was handed out at the public meetings. Over 400 questionnaires were completed during the development of the study with a breakdown of 238 surveys completed at the open house public meetings and 174 surveys completed online. A copy of the public questionnaire is included in **Appendix B** of this study.

Figures 3.18 and 3.19 illustrates where the survey participants live and work in the Mid-South. Arlington, TN had the largest number of citizens participate completing 100 surveys followed by Memphis with 94 and Bartlett with 85. All of the jurisdictions included within the Memphis MPO region were represented within

the surveyed responses. Sixteen questionnaires were completed by citizens living outside the Memphis MPO study area including Munford, Atoka, Brighton, Drummonds, Rosemark, Tipton County, Oakland, and Somerville. **Figure 3.20** shows the breakdown of age and gender for survey respondents.

Responses pertaining to the land uses, development patterns, and transportation issues are summarized in Chapter IV: I-269 Development Scenarios. Citizens were also given the opportunity to provide additional comments which are listed in full in **Appendix B**.

Figure 3.17

I-269 TN Regional Vision Study Public Questionnaire

Background Information

1. Where do you live within the Mid-South? (check one)

Arlington, TN Germantown, TN
 Braden, TN Lakeland, TN
 Bartlett, TN Memphis, TN
 Collierville, TN Millington, TN
 Desoto County, MS Piperton, TN
 Unincorporated Unincorporated
 Fayette County, TN Shelby County, TN
 Gallaway, TN Other: _____

2. Please indicate the zipcode for your:
 Home _____ Work _____

3. What is your gender? (check one)
 Male Female

4. What is your age? (check one)

<input type="checkbox"/> 18 years and under	<input type="checkbox"/> 50-59 years old	Drive Alone	Drive with Others
<input type="checkbox"/> 19-29 years old	<input type="checkbox"/> 60-69 years old	Work	<input type="checkbox"/>
<input type="checkbox"/> 30-39 years old	<input type="checkbox"/> 70-79 years old	Shopping	<input type="checkbox"/>
<input type="checkbox"/> 40-49 years old	<input type="checkbox"/> 80 years and over	Recreation	<input type="checkbox"/>

5. How far is your commute to work? (check one)

Within 1 mile 11 to 20 miles
 1 to 5 miles 21 to 30 miles
 6 to 10 miles More than 30 miles
 Not applicable

6. On average, how long is your commute to work? (check one)

Less than 10 minutes
 10 to 20 minutes
 21 to 30 minutes
 31 to 40 minutes

7. What form of travel do you use following activities? (check one)

Station 1
 Proceed to Station 1. Look at the four pictures and place a dot next to your preferred two images.

Station 2
 Proceed to Station 2. Answer the questions related to the I-269 corridor, which has been broken into three segments.

1. Select the top three uses that you would like to see along each segment of the two mile segments.

Northwest Segment	Central Segment	Southeast Segment
Residential/Single-Family _____	Residential/Single-Family _____	Residential/Single-Family _____
Residential/Multi-Family _____	Residential/Multi-Family _____	Residential/Multi-Family _____
Retail/Commercial Office _____	Retail/Commercial Office _____	Retail/Commercial Office _____
Industrial _____	Industrial _____	Industrial _____
Agricultural/Farmland _____	Agricultural/Farmland _____	Agricultural/Farmland _____
Parks/Open Space _____	Parks/Open Space _____	Parks/Open Space _____
Mixed-Use _____	Mixed-Use _____	Mixed-Use _____

2. Based on the examples (A-E) on the display boards, put the letter of your preferred choice.

Station 3
 Proceed to Station 3. Place a dot next to your preferred three planning themes.

Survey Questions

1. How often do you currently use the I-269/SR-385 corridor? (check one)

Daily 3-5 Trips per month
 3-5 Trips per week 1-2 Trips per month
 1-2 Trips per week Less than 1 month

2. After I-269 is completed how often do you anticipate using this corridor? (check one)

Daily 3-5 Trips per month
 3-5 Trips per week 1-2 Trips per month
 1-2 Trips per week Less than 1 month

3. How likely would you be to use public transportation if it were a reliable option along I-269? (check one)

Very Likely Somewhat Likely
 Unlikely

4. Select three of the following initiatives related to transportation that you would like to see incorporated into the study. (check three)

Walkability Housing Options
 Transportation Choices Safety
 Proximity to Services Recreation
 Employment Opportunities Environment

5. Are you experiencing more traffic congestion and delay now than 5 years ago? (check one)

Yes No

6. If you answered "Yes" to the previous question, what do you think contributed to the increase in congestion?

7. How close would you be willing to live to the following employment centers. (check one for each)

	less than 1 mile	1-5 miles	6-10 miles	more than 10 miles
Office/Business Park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Office Strip	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Light Manufacturing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Heavy Manufacturing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Warehouse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Retail - Neighborhood	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Retail - Regional	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. Do you think traffic congestion will change with the completion of I-269? (check one)

Yes, will increase Yes, will decrease
 No, will stay the same

9. What factors might influence you to consider a different form of travel (ex. bike or bus)? (check all that apply)

Increased Gas Prices Better Use of Time
 Health/Physical Activity None of the Above

10. What do you feel is most important to being regionally competitive in the Mid-South? (rank 1-4 with 1 being the highest and 4 being the lowest)

____ Access to Amenities
 ____ Educated Workforce
 ____ Connection to an Efficient Transportation System
 ____ Efficient Freight Movement

11. If economic growth were to occur within the corridor what types of jobs would you like to see? (rank 1-4 with 1 being the highest and 4 being the lowest)

____ Manufacturing
 ____ Warehouse
 ____ Office/Professional
 ____ Retail

Additional Comments:

Figure 3.18

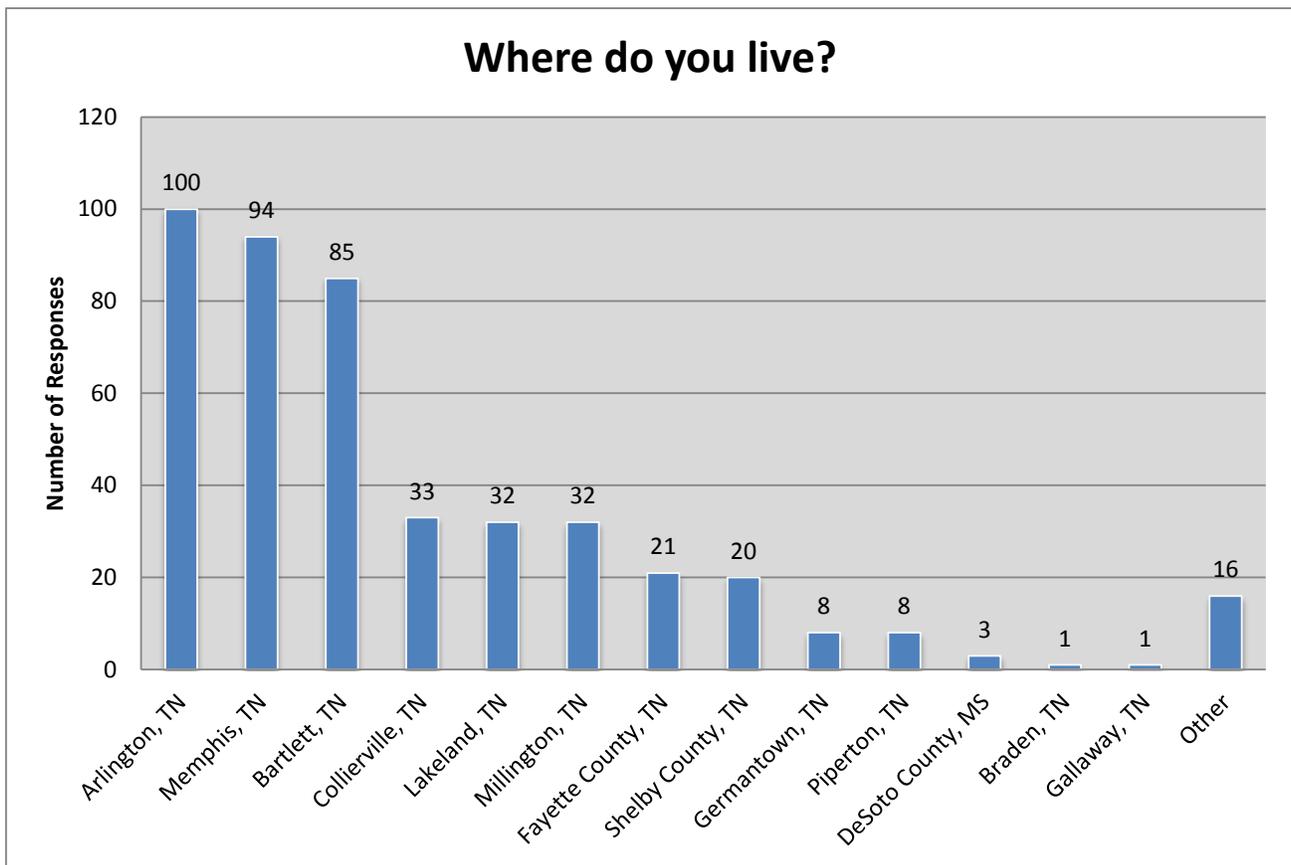


Figure 3.19

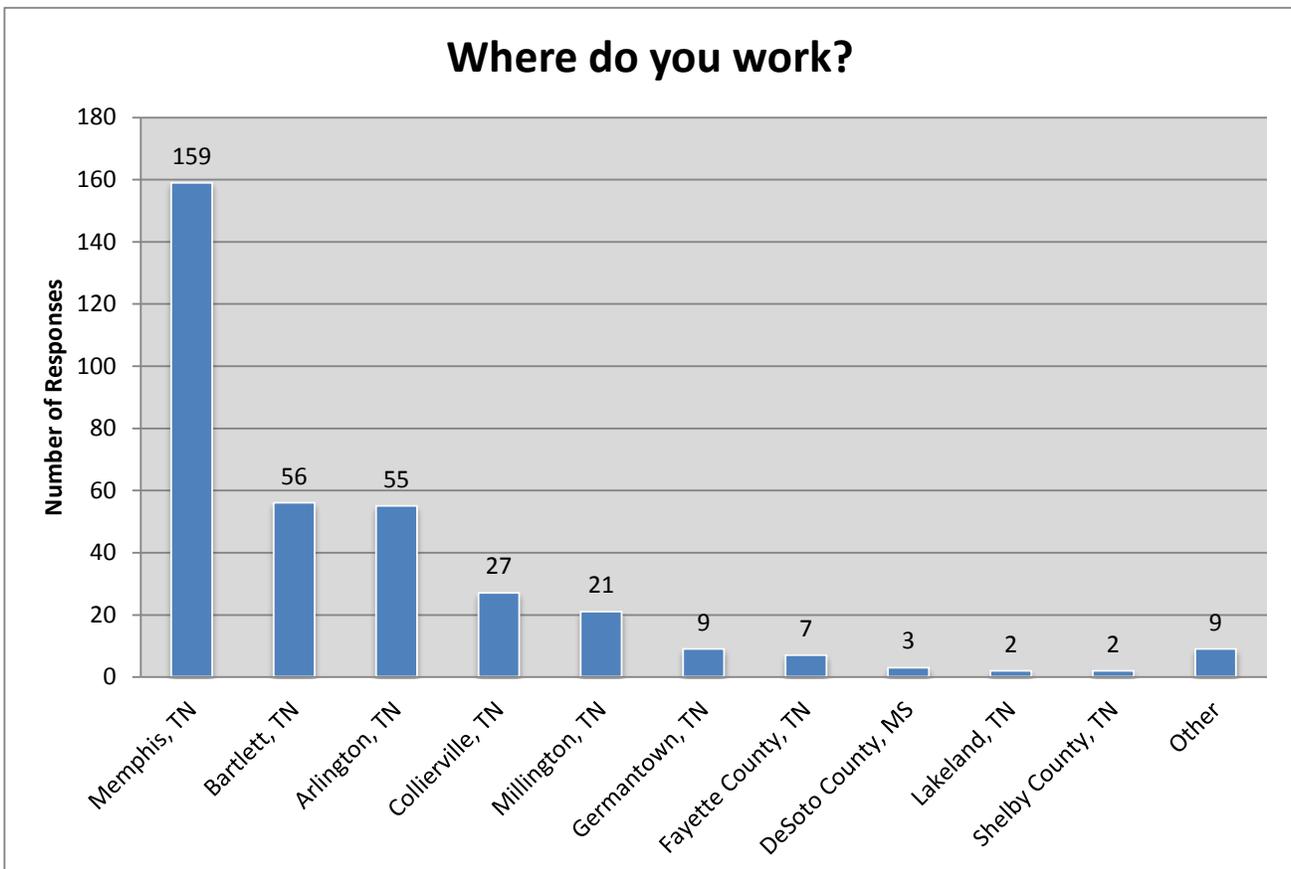
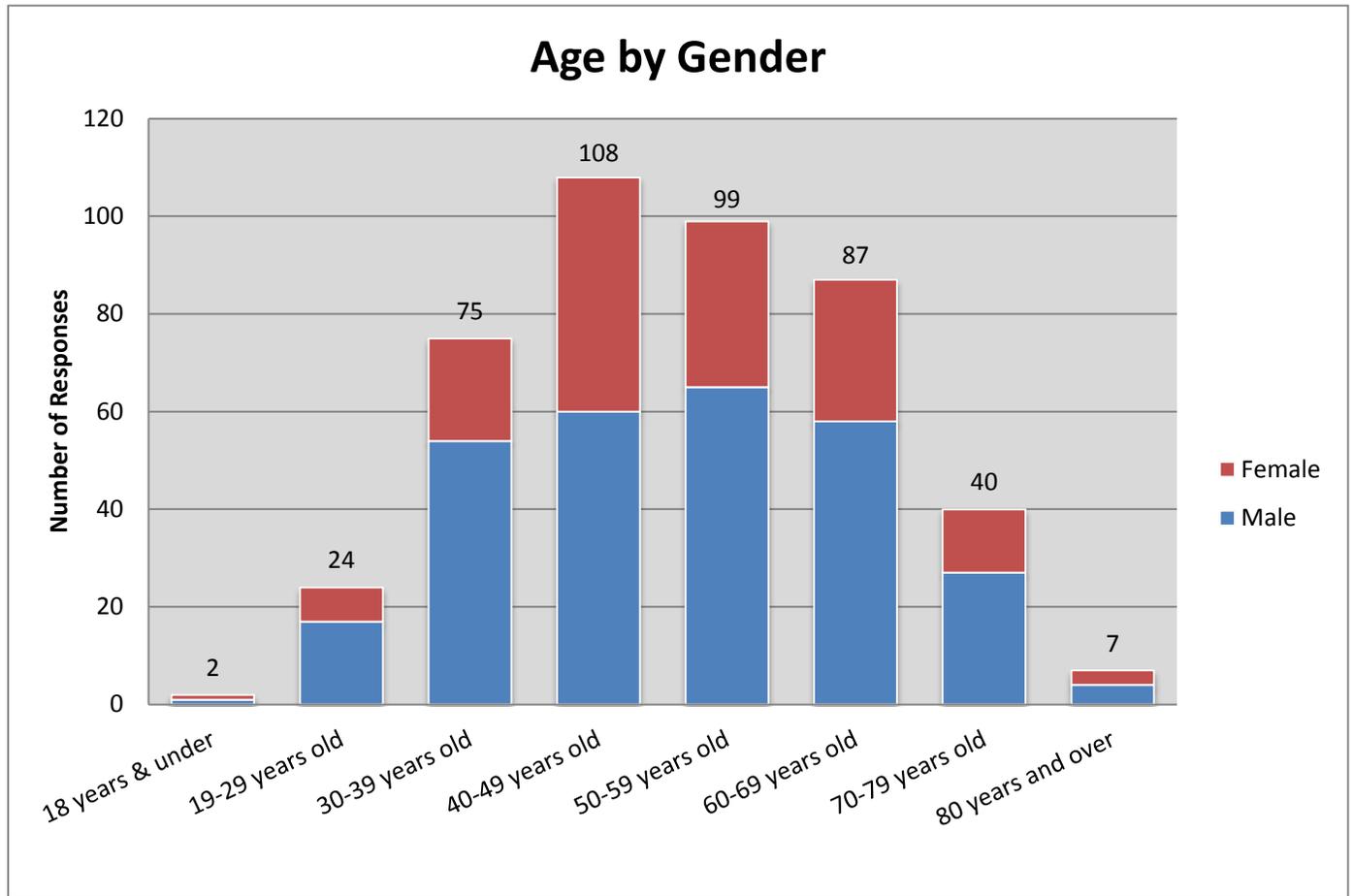


Figure 3.20





CHAPTER 4

I-269 Development Scenarios

Following the first round of public workshops and the completion of the public survey, the MPO staff worked with members of the I-269 Tennessee Regional Vision Study Steering Committee to develop four development scenarios for the corridor. Staff then evaluated each scenario for its effects on the region using the MPO's CommunityViz land use model, described in Chapter 3, and the Regional Travel Demand Model. The four scenarios were designed to show a broad range of possible future development patterns, including one with little new development to reflect the public survey results and one based on an accelerated growth rate for contrast.

Based on input received throughout the I-269 planning process, the MPO created the following four scenarios: Base Growth Scenario, Citizen Scenario, High Growth Scenario, and Focused Growth Scenario. A brief description of each scenario is provided here, with full descriptions given in the section "I-269 Corridor Development Scenarios."

The Base Growth Scenario, which was adopted by the MPO for use in the Direction 2040 Long Range Transportation Plan, was chosen to serve as a basis for comparison for the alternative scenarios developed for this study. This "trend scenario" is based on existing plans, programs, and policies throughout the region and is consistent with the adopted land use and comprehensive plans of the MPO jurisdictions.

The Citizen Scenario was designed to more closely reflect the public input received through the I-269 TN planning process. The majority of citizens who participated showed a strong preference for preserving the more rural character of the corridor, with new residential and commercial growth limited to existing developed areas. The preservation of agricultural land and open space was a key component of the Citizen Scenario.

The High Growth Scenario was intended to directly contrast with the Citizen Scenario and to show the effects of uncontrolled development throughout the corridor. Concerns were raised throughout the planning process about the effect of unfettered growth and urban or suburban sprawl on existing communities, both inside the urban core and in outlying rural areas. This scenario was devised to illustrate the effects of such development patterns on land use and transportation patterns.

The Focused Growth Scenario was created to show a balance between the other two alternative scenarios (Citizen and High Growth). Development in the Focused Growth Scenario was weighted more heavily toward existing infrastructure, such as roadways and utilities. This scenario provides a balance of higher density residential and commercial development with greater mixtures of uses at existing node, in addition to limited low-density residential growth at other locations.

Each scenario assumes a horizon year (used for projecting growth) of 2040, which is consistent with the population and employment projections used in the development of the 2040 LRTP and the regional Travel Demand Model.

PUBLIC SURVEY RESULTS

A brief discussion of general public survey results was provided in **Chapter 3: Forming a Regional Vision**. Here those results, including the results of the Visual Preference Survey portion, are discussed in greater detail as to how they relate to the scenario planning process and to the overall vision for the corridor's future.

Responses to the survey, along with input from the I-269 TN Steering Committee, were used to formulate the three alternative development scenarios for analysis of the corridor.

The first question asked of the public at the workshops concerned the most important “planning themes” to be considered in guiding future growth in the I-269 corridor. The following discussion of the survey results is organized according to the planning themes identified by participants as the greatest priority: Economic Vitality, Quality of Life, and Land Use Patterns. Of course, there is significant overlap between the themes addressed by the questions and responses.

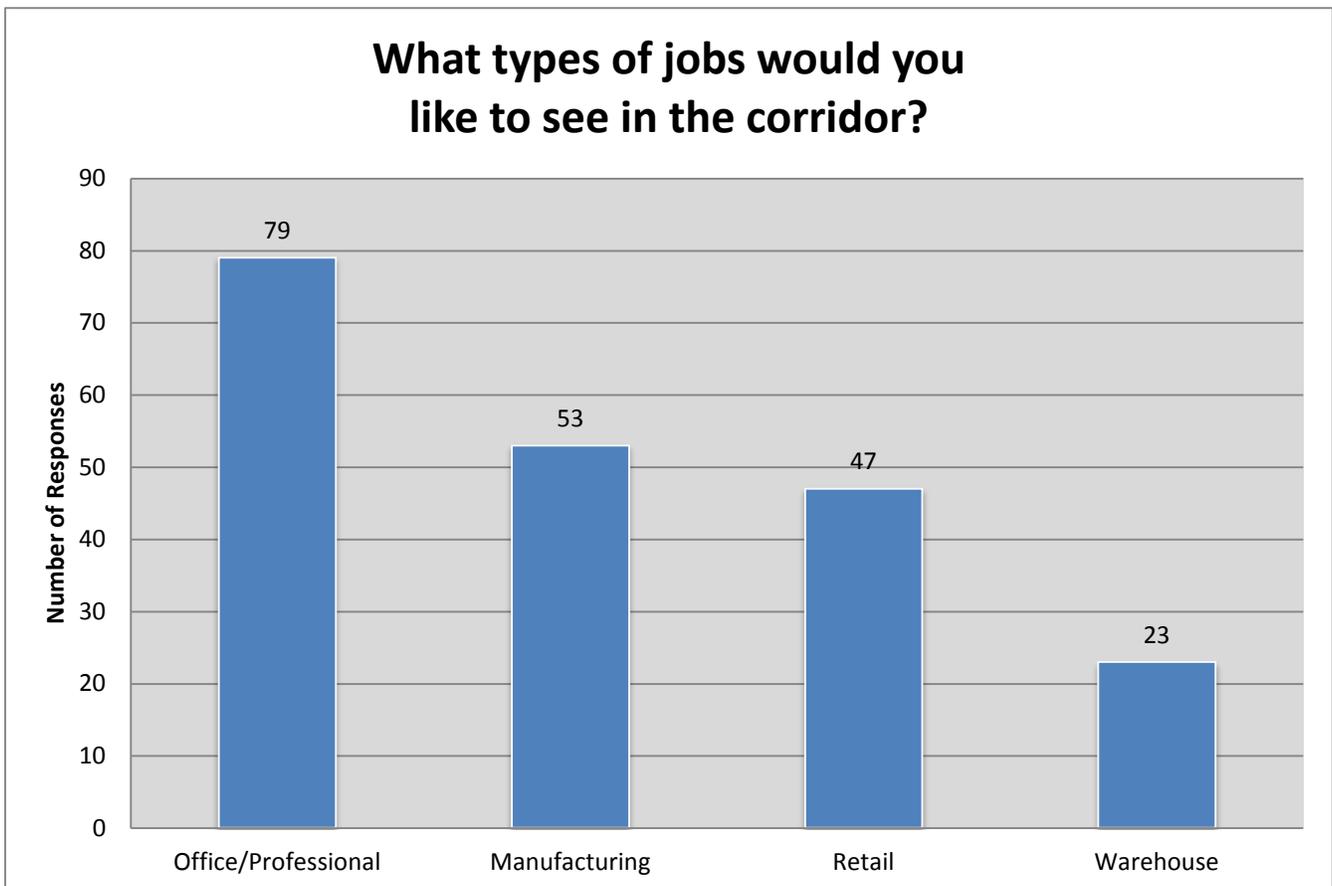
The planning themes and corresponding responses from the survey were used to create the scenarios as well as the measures for evaluation. The scenarios and the evaluation measures are discussed in more detail in the sections “I-269 Development Scenarios” and “Evaluating the Scenarios.”

ECONOMIC VITALITY

The questions posed in the survey related to economic vitality were primarily geared toward traditional economic development themes. Three questions specifically addressed the economic issues of regional competitiveness, the types of jobs desired for employment growth in the corridor, and the location and proximity of employment centers to residential areas and other land uses.

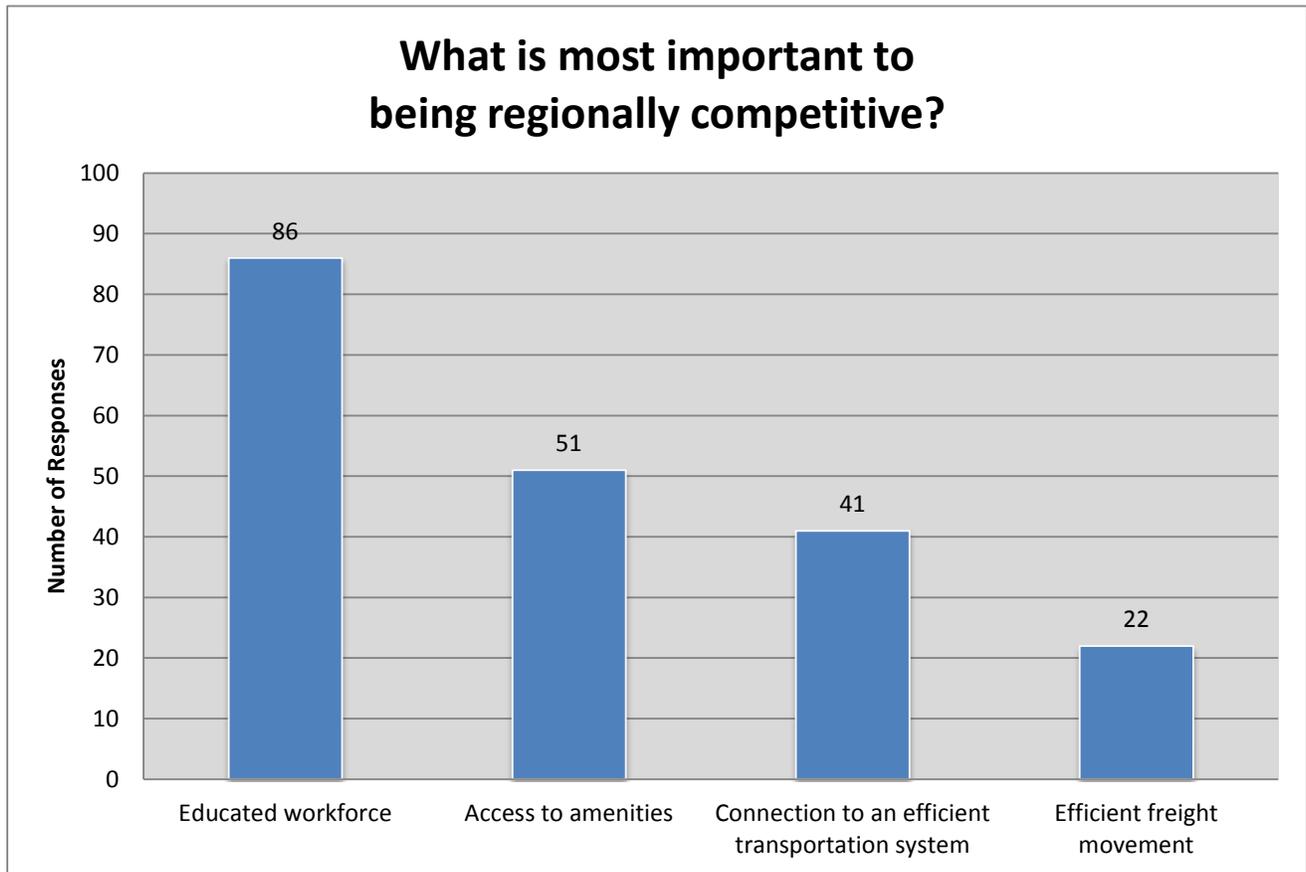
Figure 4.1 illustrates the participants’ responses to the question, “What type of jobs would you like to see in the corridor if growth were to occur?” In order from most to least preferred, the types of employment were: Office/Professional, Manufacturing, Retail, and Warehouse.

Figures 4.1



When asked about the most important factor for the corridor’s being regionally competitive in the Mid-South, an educated workforce and access to amenities (schools, services, parks, etc.) ranked as the top two choices, as shown in **Figure 4.2**. Connection to an efficient transportation system was the third choice, with efficient freight movement ranked lowest of the four choices. In addition to traditional economic development questions, there was discussion from members of the public and the steering committee about different concepts and definitions of economic vitality.

Figure 4.2



For example, questions were raised about the long-term economic viability of certain types of development, especially in regards to initial infrastructure costs and long term maintenance as compared to the tax base generated by new development. Questions were also asked about the effect of new development along the I-269 corridor on existing communities throughout the region, given the relatively slow growth rate of the region as a whole. Similarly, suggestions were made throughout the process that new development should be planned carefully and located near existing development, in underdeveloped areas where greater density is a possibility, and along existing major transportation corridors.

Additional comments provided with the public survey revealed several other themes related to economic vitality that were taken into consideration in formulating and evaluating the scenarios. Among those themes were the following:

- Careful location of employment centers
- Development in town centers

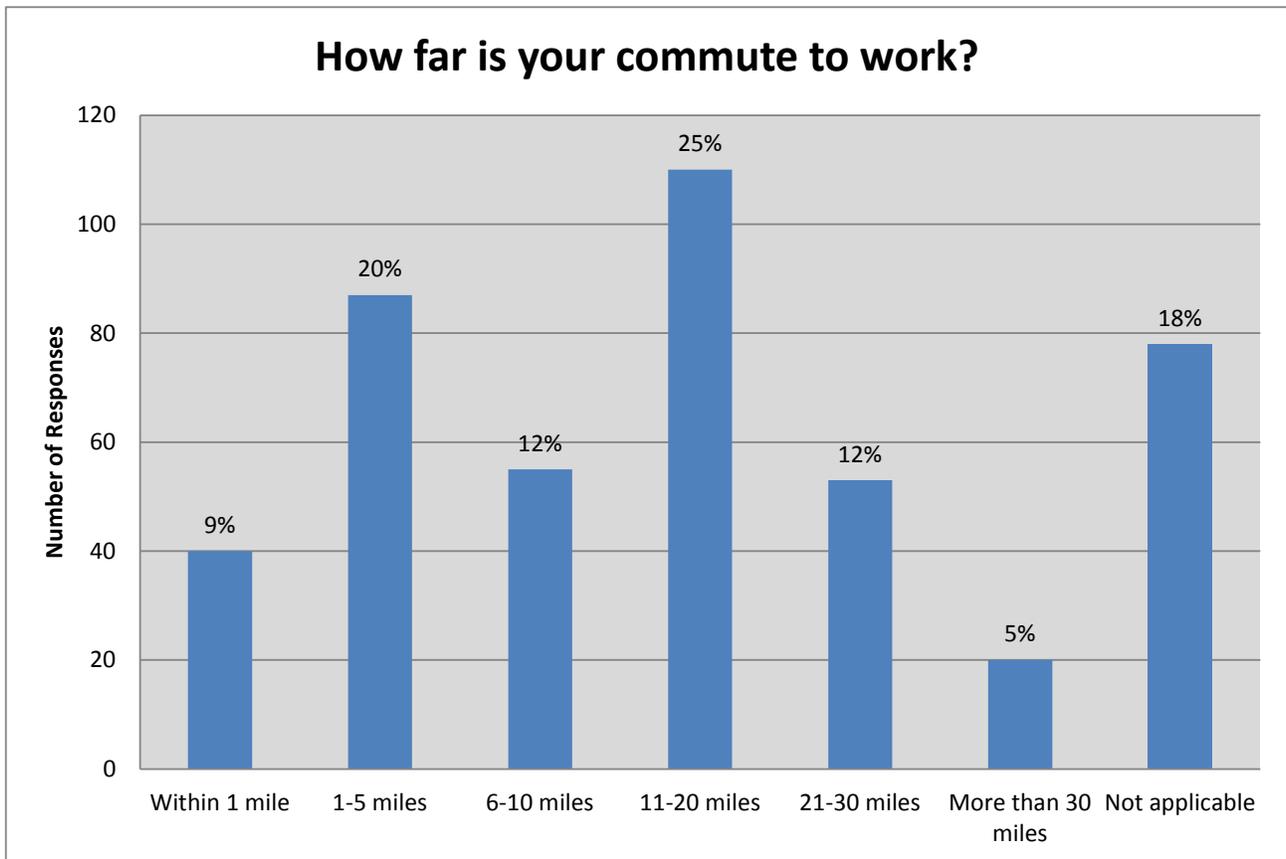
- Market control of development
- Long-term maintenance costs
- Diversity of jobs

QUALITY OF LIFE

Certain survey questions which have been grouped under another planning theme, such as economic vitality, indicate the importance of quality of life issues, such as education, access to amenities, and preserving open space. Others dealt directly with issues affecting quality of life, such as commute times and time spent in traffic congestion. The survey asked questions related to the length and time of participants' commute to work, their means of transportation for various activities, and their perceptions of congestion in the corridor.

When asked "How far is your commute to work?" the two largest groups of respondents lived between 11-20 miles (25%) or between 1-5 miles (20%) from their place of employment. The shortest commute distance, less than one mile, was reported by 9% of respondents, and the longest, more than 30 miles, by just 5%. 18% of those taking the survey indicated that they did not have a commute to work. **Figure 4.3** illustrates the full range of responses to the question.

Figure 4.3



Similarly, participants were asked the length of time of their commute to work, with the most responses coming in the 10-20 minute (24%) and less than 10 minutes (21%) categories. Only 8% of participants indicated that their average commute time was greater than 40 minutes, again with 18% having no commute to work. **Figure 4.4** shows all responses for this question.

Figure 4.4

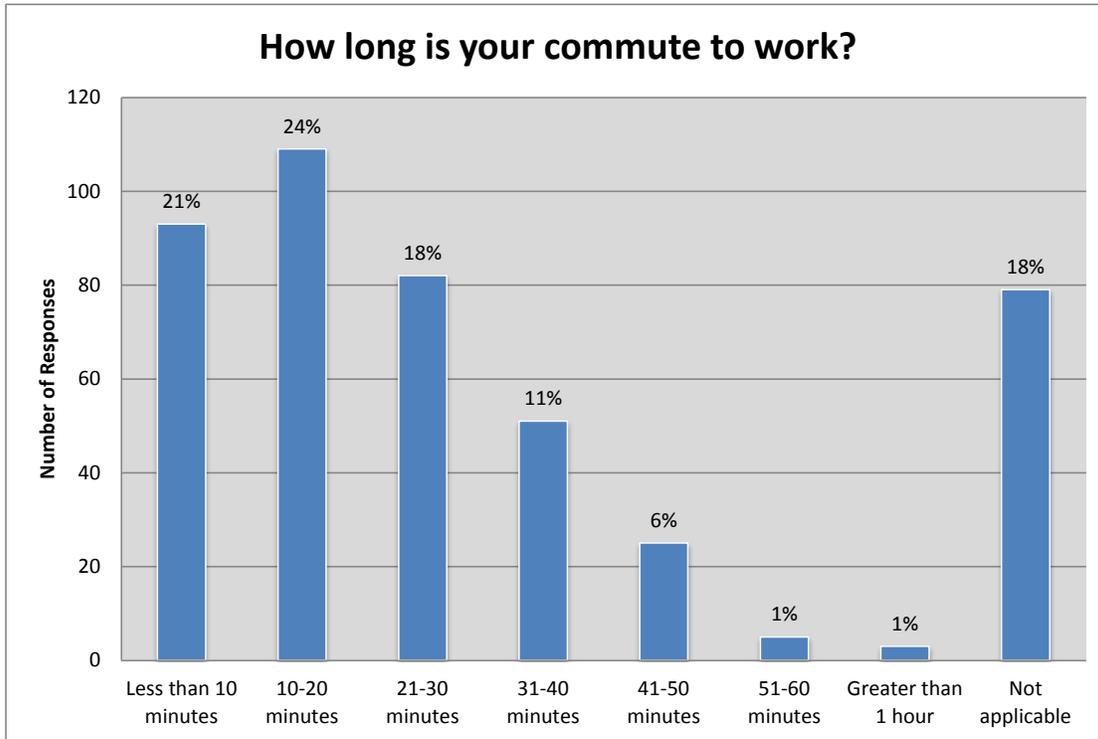
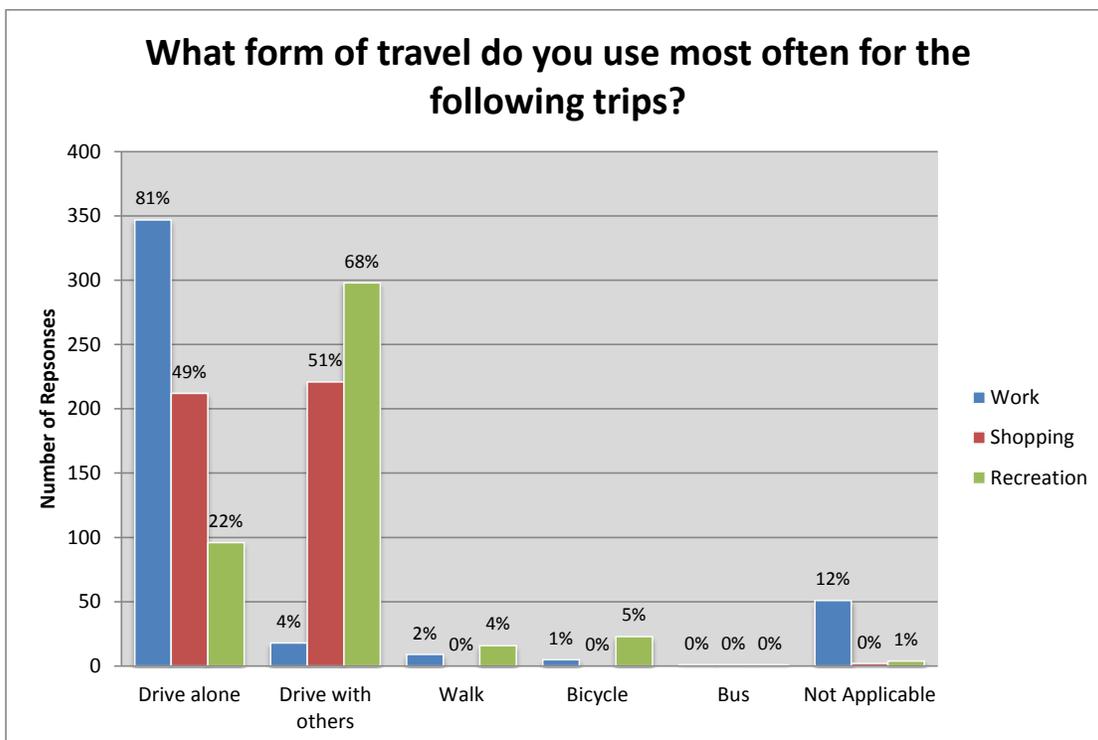


Figure 4.5 shows the responses to the questions asking the primary form of travel each participant used for work, shopping, and recreational trips. For those who did have a commute to work, the overwhelming majority (over 91%) chose “Drive alone” as their primary way to work. However, carpooling (“Drive with others”) was indicated by majority of respondents as the primary means for both shopping (51%) and recreational (69%) trips.

Figures 4.5



Walking and bicycling factored most prominently for recreational trips, with a combined 9% share, with somewhat lower percentages (fewer than 4% combined) for work trips and no shopping trips. Only one respondent for each trip category indicated that they used bus transit as their primary mode of transportation.

When asked “How likely would you be to use public transportation if it were a reliable option along I-269?” roughly 70% of participants said that they would be unlikely to consider transit as an alternative. In another question, however, over half of respondents indicated that they would consider some form of transportation other than the automobile if it improved their health and increased physical activity, provided a better use of their time, or if gasoline prices increased.

Citizens were also asked about their perception of traffic congestion in their daily commute, with nearly 60% reporting that they are experiencing more congestion and delay than five years ago. When asked if traffic congestion will change with the completion of I-269, respondents were more evenly split between “Yes, will increase” (36%) and “Yes, will decrease” (37%). The remaining 27% indicated they thought congestion would remain the same with the completion of I-269.

- Additional comments provided by participants included a number of themes related to quality of life, including:
 - Maintaining the rural/small town character and quality of life of the communities along the corridor
 - Preserving environmentally sensitive areas and water resources
 - Providing neighborhoods with proximity to daily services and retail needs
 - Providing parks and recreational areas
 - Increasing housing and transportation options

Citizens’ responses to certain questions included in the Visual Preference Survey, described in detail below, indicated that many participants in the survey favor amenities and facilities that are often associated with quality of life issues. These include walkable neighborhoods, enhanced pedestrian and bicycle pathways, and landscaping that either enhances or screens certain types of land uses. The visual preference survey is discussed in more detail below in the section “Visual Preference Survey.”

LAND USE PATTERNS

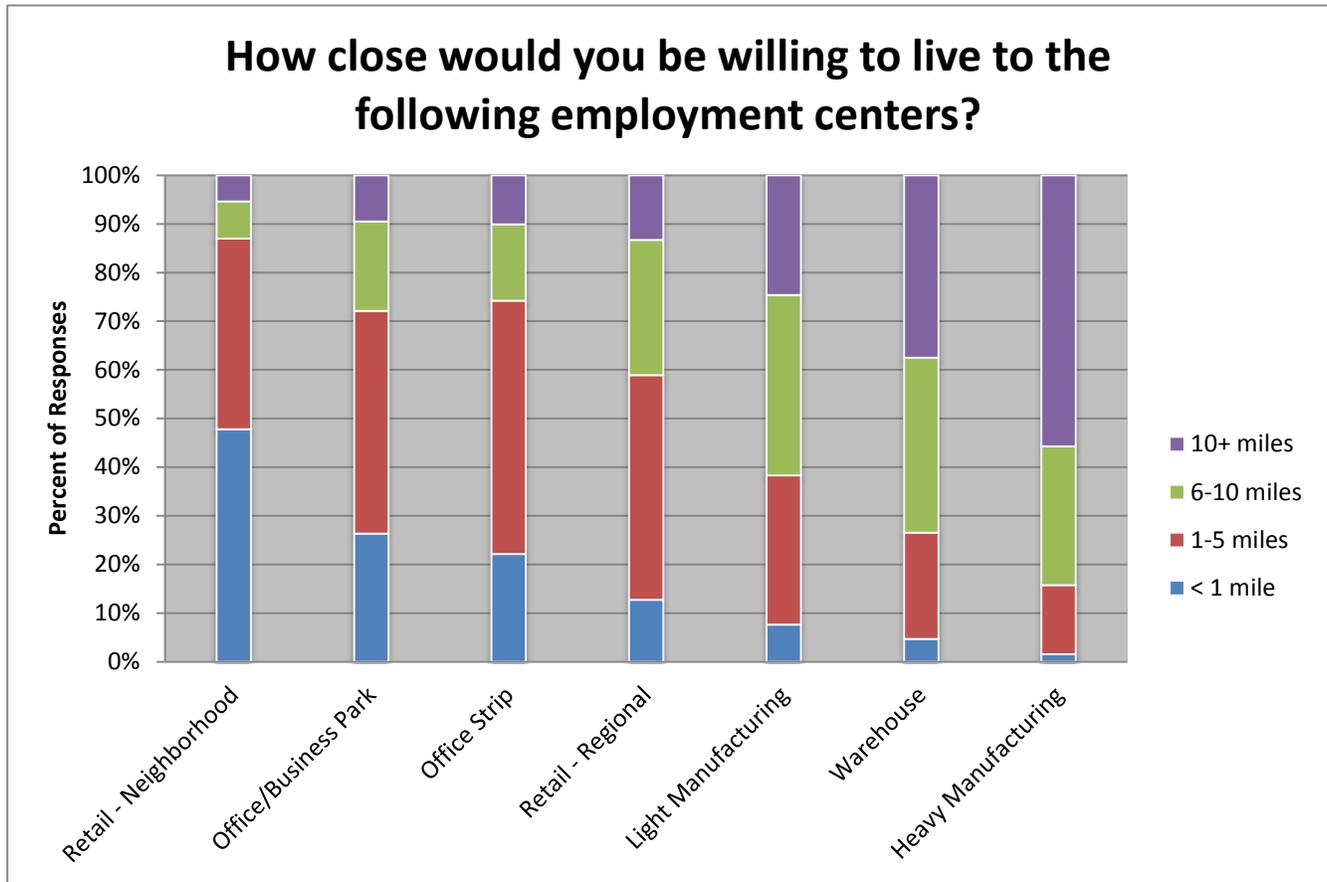
The proximity and arrangement of various land uses (residential, commercial, industrial, etc.) and distances traveled by residents to work, shopping, school, or other activities have a direct influence on traffic congestion, as well as household transportation expenses. Participants were asked questions regarding land use patterns that can be directly related to job growth and economic development, as well as quality of life issues. Responses to these questions factored strongly into the development of the alternative scenarios for projecting different potential patterns of growth in the corridor.

One question asked how close a respondent would be willing to live to certain types of employment centers, indicating a preference for being close by certain services or jobs. This information was particularly useful in helping identify areas for new development in the alternative scenarios.

The majority of respondents indicated that they would be willing to live within five miles of the following commercial land uses: Neighborhood Retail, Office or Business Park, Office Strip, and Regional Retail. Nearly fifty percent of participants noted that they would be willing to live within one mile of neighborhood retail. Typically, citizens responded that they would generally be unwilling to live within less than five miles to heavier commercial activities, such as manufacturing and warehousing facilities.

Figure 4.6 illustrates the responses for this question, with the greater willingness to live in proximity to a certain type of employment center shown toward the bottom of the chart, and less willingness shown at the top.

Figures 4.6



Another survey question asked participants to choose their top three land uses for each of three segments of the I-269 corridor. The top three uses chosen for all segments were: Parks and Open Space, Single-Family Residential, and Agricultural & Farmland. The next closest land uses chosen for all three segments, receiving significantly fewer choices, were Retail/Commercial and Mixed-Use (a combination of residential, commercial, and professional uses). As shown in **Figure 4.7**, some variations in the rankings for each segment were seen, with single family residential factoring slightly more highly in the southeast and industrial more in the northwest segment. There was very little preference for multi-family residential development in any of the segments.

As with the other Planning Themes, a number of additional concerns or recommendations were expressed through comments on the questionnaire. Among these were the following:

- Local control over land use and zoning decisions

- Contribution of I-269 and corresponding development to urban sprawl
- A need to plan for parks and open spaces
- Preservation of rural and small town character
- Private property rights and landowner decisions
- Negative effects of new development on existing communities in the region

Figure 4.7

Preferred Land Use by Segment		
Northwest Segment	# of responses	%
Parks/Open Space	238	20.4%
Agricultural/Farmland	216	18.5%
Residential (Single-Family)	200	17.1%
Retail/Commercial	138	11.8%
Mixed-Use	134	11.5%
Industrial	125	10.7%
Office	74	6.3%
Residential (Multi-Family)	44	3.8%
Central Segment	# of responses	%
Parks/Open Space	233	20.7%
Residential (Single-Family)	227	20.1%
Agricultural/Farmland	193	17.1%
Retail/Commercial	139	12.3%
Mixed-Use	134	11.9%
Office	91	8.1%
Industrial	70	6.2%
Residential (Multi-Family)	41	3.6%
Southeast Segment	# of responses	%
Residential (Single-Family)	223	19.9%
Parks/Open Space	216	19.2%
Agricultural/Farmland	211	18.8%
Mixed-Use	135	12.0%
Retail/Commercial	127	11.3%
Office	96	8.5%
Industrial	80	7.1%
Residential (Multi-Family)	35	3.1%

JURISDICTIONAL COLLABORATION

Prior to the first round of public workshops conducted for this study, the I-269 Tennessee Steering Committee members completed a draft version of the public questionnaire. While the planning themes identified as most important for the corridor by the Steering Committee were similar to the responses received by the public, the issue of Jurisdictional Collaboration slightly edged out Quality of Life in the committee’s responses. The importance of coordinated regional planning to the Steering Committee highlighted the need for ongoing dialogue among the communities along future I-269 and throughout the region.

Coordinated planning and decision making concerning transportation investments in the region is an integral part of the MPO planning process. To some extent, land use planning has become an important part of the conversation between MPO members. However, decisions about zoning, land use plans, and new development remain the purview of the cities, counties, and agencies that form the MPO. Because of the important connection between land use and transportation planning and investment, collaboration between the jurisdictions will be carefully considered in the evaluation of the I-269 scenarios and the recommendations made in this report.

VISUAL PREFERENCE SURVEY

A visual preference survey is a planning and research tool that can be used to generate feedback from respondents on physical design alternatives. For the purposes of the I-269 Tennessee study, an informal visual preference survey was included with the public workshops and questionnaire to gather input on preferences for different types of development and transportation infrastructure.

Because of the informal nature of the survey used in this case, the results were used primarily to qualify

the input received through the other sections of the questionnaire. For example, the apparent preferences for estate or more compact types of residential development were used to decide which place types to code for the Citizen Scenario. Those preferences were then adapted to fit a somewhat denser and higher level of development for the Focused Growth Scenario. Similarly, the preference for employment centers, particularly warehouse and industrial uses, that provided site design elements like landscaping and screening from the road, influenced the use of open space buffers in the scenarios.

A complete analysis of the Visual Preference Survey results can be found in **Appendix B: Public Questionnaire Results**.

I-269 TENNESSEE DEVELOPMENT SCENARIOS

Using several alternative future development scenarios, this study tries to answer some of the questions posed by regional citizens and stakeholders throughout the planning process. Major concerns that were expressed were: What impact will the completion of I-269 have on traffic patterns for interstate travel and along major intersecting roadways? Will I-269 draw development and investment away from existing communities in the region? Will development along I-269 change the rural character and quality of life of the adjacent communities? Does the current level of infrastructure (roads, etc.) in the corridor match what is needed to support future development and if not, what changes need to be made to existing plans?

Scenario Definitions	
Placetypes	Identifying name that classifies the unique combination of development size, density, land use mix, and visual qualities.
Recoding	Changing the existing placetype assignment to a different place type in order to test how future development will react.
Suitability	The fitness of a given type of land to support a defined use.

While no model can predict with complete accuracy what patterns and types of development will occur, they can be useful in conceptualizing the trade-offs between different densities and intensities of development at a broad level. For the purposes of this study, a corridor level “micro-model” based on the two mile wide study area was used to project future growth based on the coding of parcels for future land uses or “place types.” The Memphis MPO’s Place Type Palette, created for use in the Direction 2040 Long Range Transportation Plan, determined the land uses and development densities that are likely occur through the corridor. The Place Type Palette includes a range of development types and densities, ranging from rural to suburban to urban characteristics, and including a broad array of non-residential uses.

Additionally, a set of suitability factors, adjusted by scenario, helped determine which areas would be better suited for development. The suitability analysis does not prioritize, or rank, the parcels according to some preferential rating, but rather shows with areas are proper for particular land uses based on an objective analysis of land characteristics and processes.¹ Among the suitability factors used for this analysis were proximity to major and other interchanges, proximity to amenities like parks, schools, and retail services, proximity to existing commercial, residential, or industrial/warehouse development, and proximity to major roads. Certain negative factors, or constraints, were used to limit development in floodplains and in open public lands, as well as near incompatible uses, such as residential uses near industrial facilities.

¹ MacDonald, J. & David Beach, *Applying GIS-Based Land Suitability Analysis*

A general description of the place types and suitability assumptions used for each scenario is included here, with a more complete list of these factors and the complete Place Type Palette provided in **Appendix C: Scenario Planning & Place Types**.

After the Community Viz land use model was used to allocate projected growth in the corridor based on each scenario, the resulting allocations were used to run the MPO's Regional Travel Demand Model to determine the effects of each on the transportation system.

The following four scenarios were used to project possible growth patterns in the I-269 corridor in Tennessee, and to evaluate the effects of each alternative on the corridor and on surrounding communities. The future year for projecting growth for all the scenarios is 2040, which corresponds with the MPO's adopted 2040 Long Range Transportation Plan.

BASE GROWTH SCENARIO

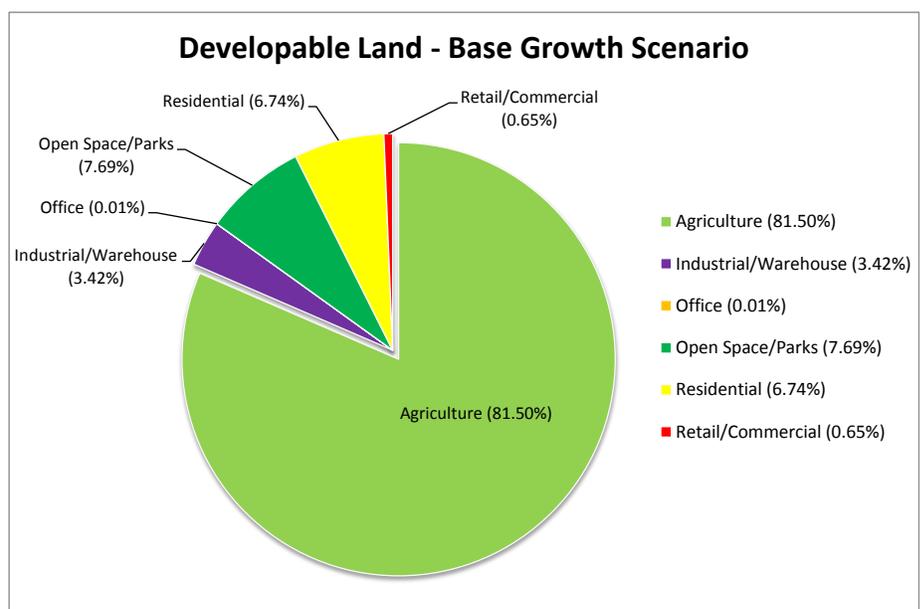
The Base Growth Scenario is based on the preferred scenario chosen by the voting members of the MPO for use in the Direction 2040 Long Range Transportation Plan. This scenario, which is based on adopted municipal plans for growth, serves as a baseline or "trend" scenario to which the three alternatives will be compared. Although some of the suitability factors were altered from the previous analysis (for all four scenarios) to reflect the planning themes identified in this study, no additional undeveloped parcels were changed, or recoded, to identify growth areas.

The Base Growth Scenario includes a number of currently undeveloped parcels which have been identified by the municipalities as near to mid-term growth areas. These account for a significant portion of the new nonresidential growth that is allocated to the corridor through the year 2040 in this scenario, as described in the following section, Evaluating the Scenarios. The undeveloped growth areas identified in the Base Growth Scenario have been maintained in each of the three alternatives, with some additional growth areas identified in each.

Figure 4.8 shows the breakdown of developable land by types of land use for the Base Growth Scenario.

The suitability factors used for the Base Growth Scenario were set as an average between those used in the alternative scenarios. Proximity to major roadways and interchanges, existing retail and service centers, and community amenities such as libraries and schools were given neutral weights. The same was done for proximity to airports, industrial uses, and intermodal freight facilities. For this scenario, agricultural land that was not coded as another use or place type was considered of average suitability for low-density residential development.

Figure 4.8



CITIZEN SCENARIO

The Citizen Scenario was developed to directly reflect the results of the public questionnaire that was conducted as a part of this study and to show how residents’ preferences could shape growth along the corridor. Through this survey process, the public identified their vision for the corridor’s future as consisting primarily of preserved agricultural farmland, protected open space and parks, and single-family residential development. The general consensus of the responses to the questionnaire was to maintain the rural and small town character of the places located along I-269 within Tennessee. There was some preference toward limited commercial development to serve existing and new neighborhoods and for some additional job growth near existing job centers to serve residents in and around the corridor.

For the Citizen Scenario, some currently undeveloped agricultural land was designated, or recoded, at the parcel level to provide preserved open space and to allow for additional single family residential development. A minimal amount of land was recoded as Suburban Commercial and Warehouse/Industrial place types adjacent to existing uses of the same type.

Based on survey responses, including the Visual Preference Survey results, two types of single family residential were used in this scenario: Estate Residential and Urban Neighborhood. Estate Residential is a very low density (5-7 acre lots) that most closely resembles the rural development pattern that exists through most of the corridor. Development of this density can typically be served by septic systems and somewhat limits the additional infrastructure needed. Estate Residential areas were coded primarily through the undeveloped rural areas of the corridor for this scenario. Conversely, Urban Neighborhood development areas were designated around existing residential and commercial development. The Urban Neighborhood place type is more densely developed than most suburban communities and includes some neighborhood-serving retail and office uses. For the context of this study, it was presumed that Urban Neighborhood would consist of single-family dwellings on a minimum 8,000 square foot lot (based on the density range in the Place Type Palette).

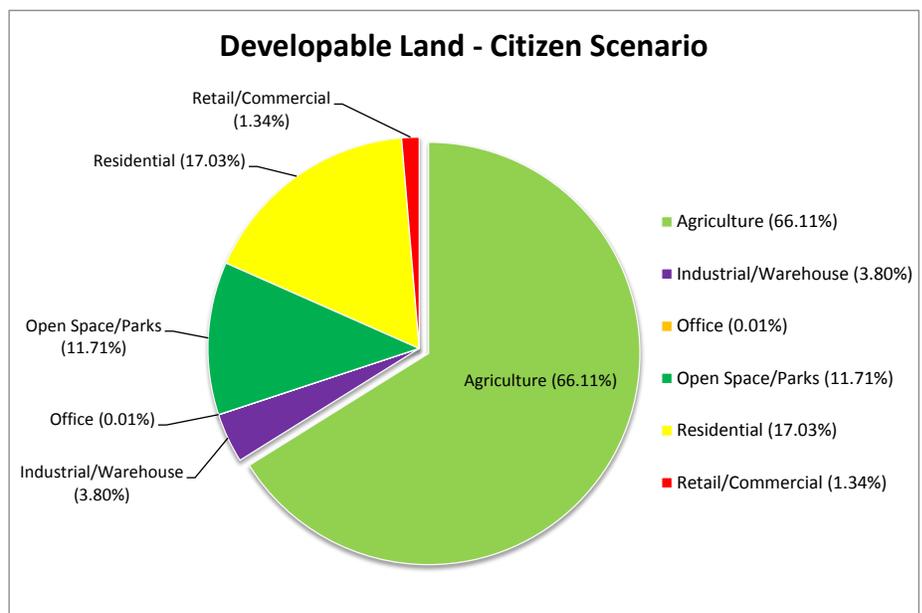
Additional Place Types Coded in the Citizen Scenario:

- Estate Residential
- Preserved Open Space
- Rural Crossroads
- Suburban Commercial
- Urban Neighborhood
- Warehouse & Industrial

Figure 4.9 shows the breakdown of developable land by types of land use for the Citizen Scenario.

The suitability factors for the Citizen Scenario were set to most closely

Figure 4.9



reflect the feedback gathered through the public workshops and the public questionnaire. Weights for the factors were assigned to make locations near existing development and amenities such as retail, parks, schools and libraries more desirable for new growth. Agricultural land and open spaces like flood plains and public lands were made the least suitable for new growth, as were locations near industrial and warehouse uses. Finally, proximity to major roads and interchanges were given a high weight in the factors in order to encourage the allocation of new growth near existing development centers.

HIGH GROWTH SCENARIO

The High Growth Scenario was developed to illustrate the effects of unconstrained, unplanned growth through the I-269 corridor in Tennessee. Based on the existing and planned place types in the communities along I-269, the I-269 Steering Committee was asked to identify all potential growth areas along the corridor and assume full build out of growth and reserve areas. The resulting scenario is comprised of greatly expanded areas for both residential and commercial development. In addition to Estate Residential, Suburban Single Family residential place types were factored prominently into this scenario.

Primarily low to medium density development types were favored in this scenario, with no mixed use categories. A limited amount of open space was coded as well, to serve new residential areas as well as to provide buffers between residential and non-residential uses.

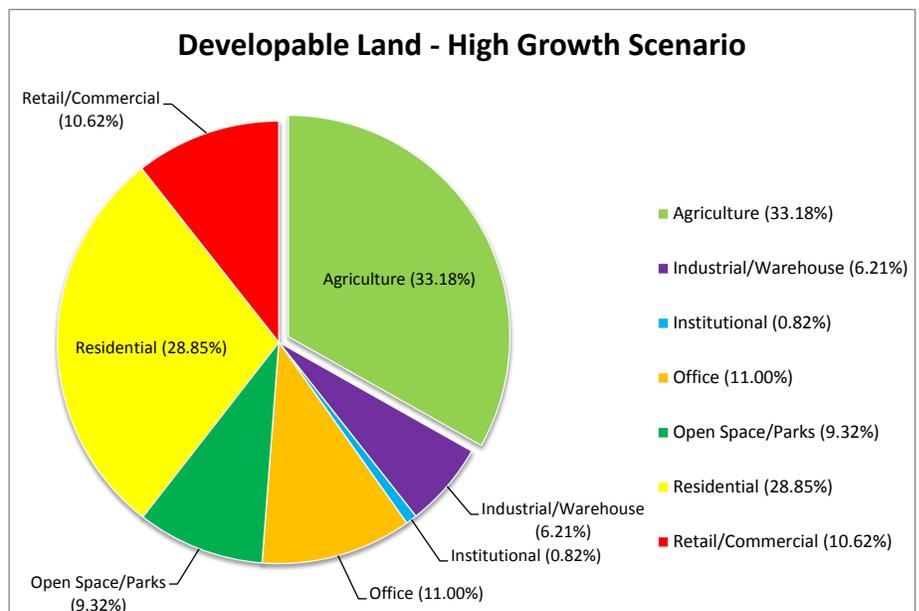
Additional Place Types Coded in the High Growth Scenario:

- Business Center
- Institutional or Medical Campus
- Open Space
- Suburban Commercial
- Suburban Single Family Neighborhood
- Warehouse and Industrial

Figure 4.10 shows the breakdown of developable land by types of land use for the High Growth Scenario.

The suitability factors used for the High Growth Scenario were nearly identical to those for the Base Growth Scenario, with the exception of the suitability of agricultural land for residential development. For this scenario, agricultural land that was not recoded as another use was given the highest suitability for low-density residential development. The Base

Figure 4.10



Growth factors were used here to demonstrate the effects of a situation similar to the trend scenario, if taken to an exaggerated level of new development.

FOCUSED GROWTH SCENARIO

The Focused Growth Scenario balances elements of the Citizen and High Growth scenarios, increasing density and mixture of uses at key locations while attempting to maintain the rural character of areas in between the existing major growth centers. Recognizing that future growth in the corridor is likely to occur, possibly at higher rates than residents indicated they would prefer, this scenario attempted to concentrate new development at or near existing nodes, leaving areas in between free from intense development.

As with the Citizen Scenario, Estate Residential and Urban Neighborhood were favored over Suburban Single Family residential patterns, allowing for higher residential density with neighborhood services in certain areas and a more rural feel in others. Mixed Use Center, a place type that combines retail, office, and service employment with moderate to high density residential development, was introduced into this scenario.

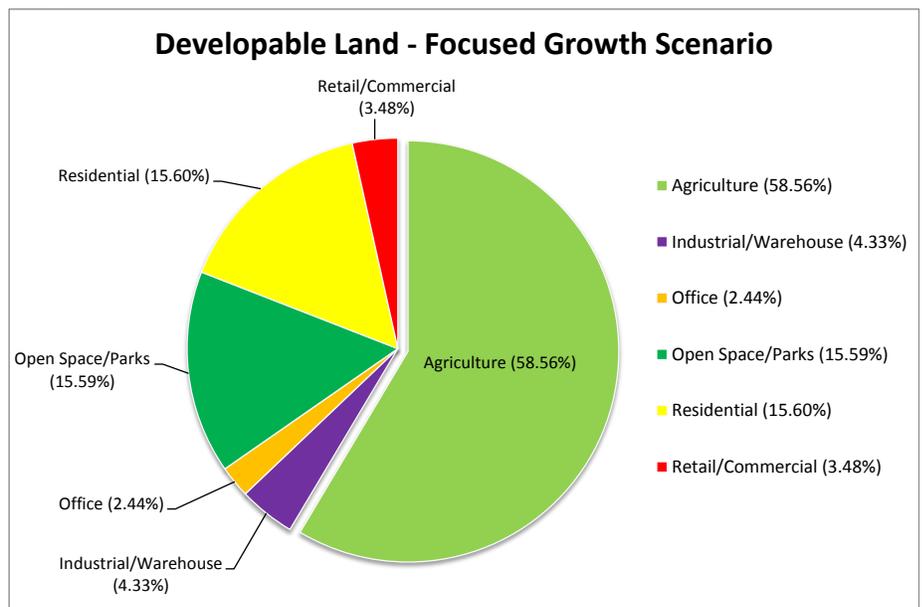
Additional Place Types Coded in the Focused Growth Scenario:

- Agricultural
- Business Center
- Estate Residential
- Institutional or Medical Campus
- Mixed Use Center
- Open Space
- Urban Neighborhood
- Warehouse & Industrial

Figure 4.11 shows the breakdown of developable land by types of land use for the Focused Growth Scenario.

The suitability factors used in the Focused Growth Scenario were similar to those for the Citizen Scenario. In this scenario, proximity to major roads and interchanges was weighted highly, with slightly more consideration given to other major roads as a factor. Similarly, factors related to freight and manufacturing development were slightly higher than in the Citizen Scenario, while still weighted

Figure 4.11



lower than the other scenarios. Proximity to intermodal facilities (airports with cargo handling capabilities and rail to truck yards), industrial uses, and employment centers were given a higher suitability weight.

As with the Citizen Scenario, the Focused Growth Scenario was coded to protect agricultural land and open space, and to encourage growth near existing centers, particularly community amenities such as retail, schools, libraries, and parks. In this scenario, proximity to bicycle and pedestrian facilities was considered of equal weight as in the Citizen Scenario. An additional factor of proximity to park and ride transit facilities was included only for the Focused Growth Scenario. Though transit use was not considered likely among the participants in the public questionnaire, some results indicated that given certain circumstances, some would consider an alternative form of transportation.

LAND USE SUITABILITY AND ALLOCATION RESULTS

Figure 4.12 shows the results of the suitability analysis performed by the I-269 land use model. In three of the scenarios, Base Growth, Citizens, and Focused Growth, the suitability results are noticeably similar. For these scenarios, the greatest suitability for development is found around the intersection of future I-269 with key transportation corridors, in areas that have been previously developed as nodes of commercial and residential activity.

The Citizens Scenario does show a greater protection of existing agricultural land between potential areas for development. These results are based on the suitability factors that are intended to preserve rural and agricultural land and encourage commercial and denser residential development near existing centers. The protection of agricultural land is mirrored to some extent in the Focused Growth Scenario, which allows for slightly more low-density residential in areas adjacent to high suitability land.

The High Growth Scenario shows the greatest availability of land for all types of development, with minimal limitations on the use of agricultural land. This scenario also shows less preference for land immediately adjacent to key interchanges or existing development. One notable difference in this scenario is that the nodes in the northwest and northeast sections of the corridor receive less favorable suitability scores than in the other three scenarios.

The suitability scores are combined with the designation of new place types for undeveloped land in each scenario to determine the allocation of households and employment at the parcel level. The results of the allocation process are shown in **Figure 4.13**.

As shown in **Figure 4.13**, the Base Growth and Citizens Scenarios exhibit similar patterns of low density residential development combined with employment centers located at key intersections along the I-269 corridor. In the Citizens Scenario, two additional small employment centers are shown along the northern section of the corridor. While the Citizens Scenario was calibrated to preserve agricultural land, roughly the same amount of low density (Estate Residential) growth is seen as in the Base Growth Scenario. The Citizens Scenario does show some additional residential growth in the higher density area around the intersection with Interstate 40 at the northeast section of the corridor.

Interestingly, the scenarios with the highest percentage of agricultural land unused for development are the High Growth and Focused Growth Scenarios. This is perhaps because the amount of new growth allocated was capped at the projected levels for the corridor through 2040. Both of these scenarios were coded

Figure 4.12: Suitability Analysis Results

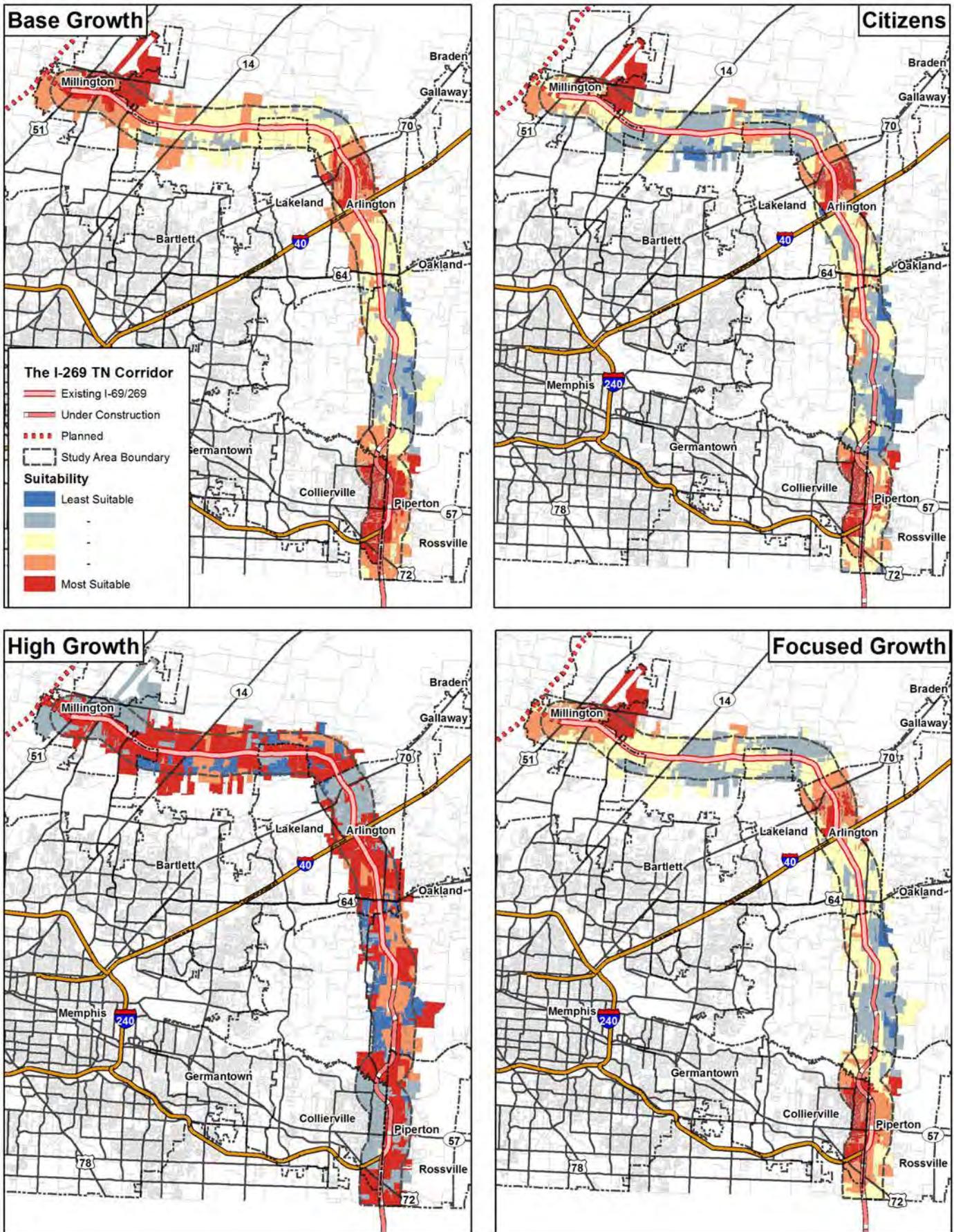
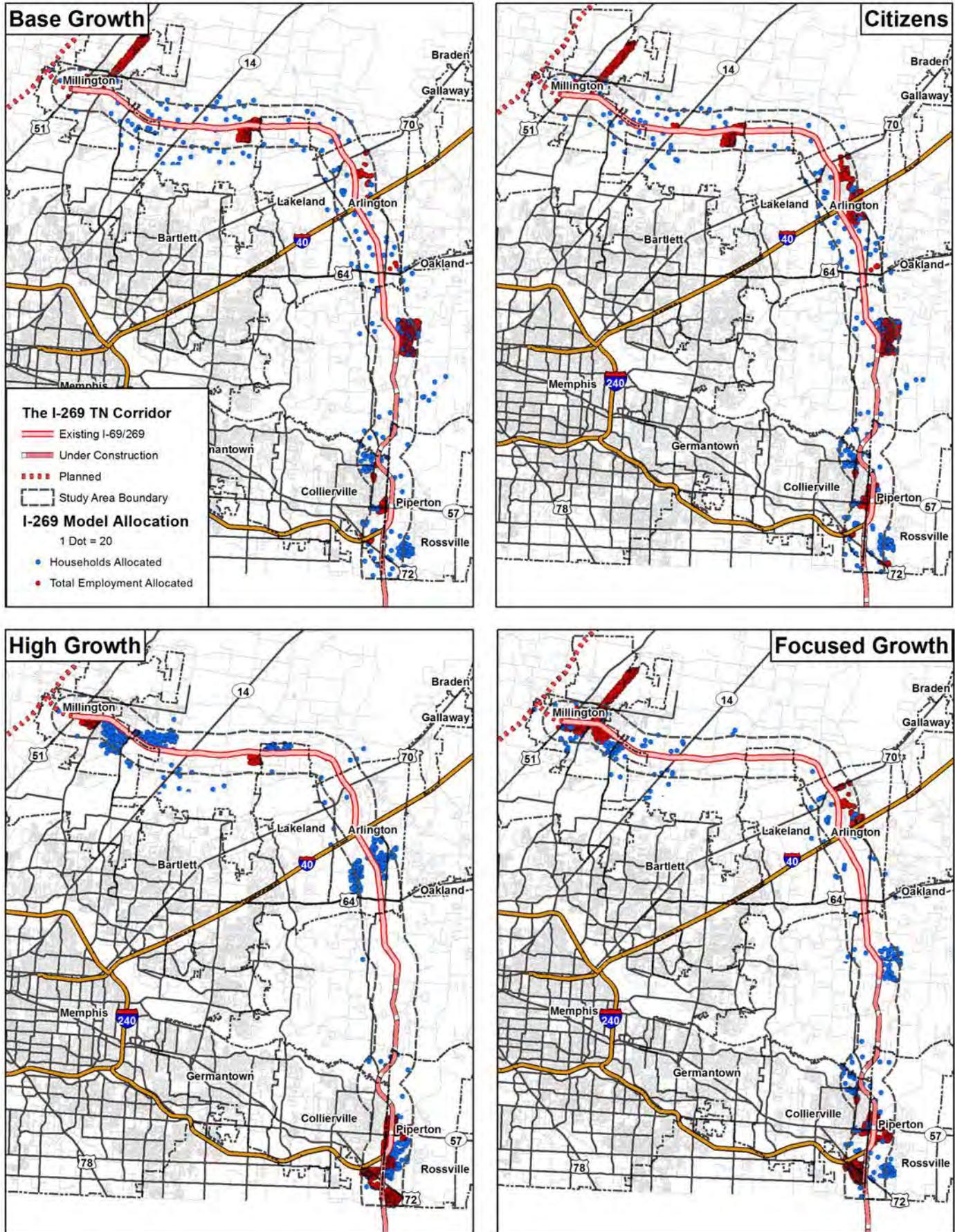


Figure 4.13: Scenario Allocation Results



with higher density residential areas (Suburban Single Family in the High Growth and Urban Neighborhood in the Focused Growth). Additionally, both had more land recoded from undeveloped agricultural land overall, giving more control over where certain types of households and employment would be allocated.

The High Growth Scenario shows the majority of employment allocated at the southeastern end of the I-269 corridor. The suitability factors used in this scenario were nearly identical to those of the Base Growth Scenario. However, it is probable that the additional land recoded for non-residential uses guided the allocation of employment to this end of the corridor.

It is important to note that if an accelerated growth rate were to be seen along the I-269, it is likely that the High Growth Scenario would experience a much greater use of agricultural land for both residential and commercial development throughout the corridor.

As expected, the Focused Growth Scenario exhibits a balance between the other alternative scenarios. While denser residential areas are allocated at key intersections, low density residential, in keeping with the rural character of the corridor, is provided between existing centers, and a substantial amount of agricultural land is preserved. Employment centers are balanced between the three major transportation nodes (U.S. Hwy 51, I-40 / U.S. Hwy 70, and U.S. Hwy 72 / TN-57) as seen in the Base Growth Scenario.

EVALUATING THE SCENARIOS

After the Community Viz land use model was used to allocate projected growth in the corridor based on each scenario, the resulting allocations were used to run the MPO's Regional Travel Demand Model to determine the effects of each on the transportation system. The resulting analysis of each scenario for land use and transportation effects follows.

MEASURES OF EFFECTIVENESS

To evaluate the regional impacts of each scenario, the MPO developed Measures of Effectiveness (MOEs), which were used to gauge the performance of each scenario relative to the other. The MOEs were based on the planning themes and public input for use in the development of this document. The MOEs used the outputs of the land use model allocations and the travel demand model to evaluate the performance of each scenario organized by the prevailing planning themes.

The following Measures of Effectiveness (MOEs) were developed to evaluate the land use and transportation impacts of the four growth scenarios developed to analyze the I-269 corridor:

LAND USE

- Agricultural land consumed by development
- Dwelling units within 1 mile to open space, greenway, and bike or walking trail
- Dwelling units within 1 mile of neighborhood services/retail;
- Dwelling units within 5 miles of industrial uses.
- Dwelling units within 1 mile of neighborhood services/retail;

- Dwelling units within 5 miles of industrial uses.

TRANSPORTATION

- Delay (hours) – Amount of time spent in congestion;
- Vehicle Miles Traveled (VMT) – Aggregated miles travelled on average weekday;
- Vehicle Hours Traveled (VHT) – Amount of time experienced by all motors on an average week-day;
- Truck/freight traffic – Truck volumes along the corridor and along other major routes within the region.

The transportation MOEs are discussed later in this chapter, in the section I-269 Travel Demand Model Results.

PLANNING THEME – LAND USE PATTERN MOE

This measure was designed to indicate how much agricultural land would be designated for development under each of the alternative scenarios. As shown in **Figure 4.14**, the Base Growth Scenario is the most protective of current agricultural land, while the High Growth Scenario redesignated the greatest amount of farmland for other land use types, like residential, commercial, or industrial.

Figure 4.14

Agricultural Land Recoded for Development			
Base Growth	Citizen	High Growth	Focused
0	3,881	18,424	6,369
NOTE: Values shown are in acres and include land recoded as preserved open space.			

Based upon common land use types, the following analysis describes how population and employment growth within the I-269 study area compared within the four growth scenarios. Formulas within the land use model were used to convert the acres of available developable land to dwelling units or employees based upon standard densities for each place type. A brief analysis of the level of development that could be supported in each scenario, according to the amount of agricultural land redesignated for other uses is also provided. This is presented in a supply and demand format where supply represents the total amount of developable land available for each place type and demand represents the population and employment growth predicted based upon normal growth trends in the study corridor.

RESIDENTIAL

The residential place types include a range of residential densities from large-scale estate lots, to higher density mixed use developments. The supply and demand are counted based on the number of dwelling units that could be supported in the study area. Based on the estimated population and employment growth trends for the region and the land use plans available under each of the scenarios, residential growth is predicted as follows.

Figure 4.15

Residential Growth - Supply and Demand				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Total New Dwelling Units (Supply)	10,116	10,366	23,699	13,809
Total New Dwelling Units (Demand)	9,309	9,309	9,309	9,309
Supply +/-	807	1,057	14,390	4,500

Under all scenarios the total number of dwelling unit demanded by growth are below the available supply of land designated for residential growth.

While technically oversupplied, the base scenario and citizen scenario come closest to matching the projected residential dwelling unit demand with only a 9% and 11% oversupply, respectively. However, the high growth scenario and focused growth scenario, the availability of land that can be developed into new dwelling units far exceeds the demand for new dwelling units under normal growth conditions. The focused growth scenario projects 48% oversupply of available land for residential development compared to 155% oversupply under the high growth scenario.

OFFICE

The office place type includes employment for corporate-style office environments characterized by lower levels of access by the general public. The supply and demand are counted on the number of new jobs that could be supported in the study area. Based on the estimated population and employment growth trends for the region and the land use plans available under each scenario, office employment growth is predicted as follows.

Figure 4.16

Office Employment Growth - Supply and Demand				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Total New Office Jobs (Supply)	16,464	17,823	242,309	80,504
Total New Office Jobs (Demand)	10,167	10,167	10,167	10,167
Supply +/-	6,297	7,656	232,142	70,337

Under all scenarios the total number of jobs categorized as office employment demanded by growth are below the available supply of land designated for office employment growth.

Compared to the two higher-growth scenarios, the base scenario and citizen scenario are closer to an equilibrium of supply and demand, but still represent a 62% and 75% oversupply, respectively. The focused growth scenario projects 691% oversupply of available land for office employment development compared to 2,283% oversupply under the high growth scenario.

RETAIL

The retail place types includes employment for a range of commercial and retail densities from suburban shopping centers and malls to rural mom-and-pop stores. These place types also include food service employment such as restaurants. The supply and demand are counted on the number of new jobs that could be supported in the study area. Based on the estimated population and employment growth trends for the region and the land use plans available under each scenario, retail employment growth is predicted as follows.

Figure 4.17

Retail Employment Growth - Supply and Demand				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Total New Retail Jobs (Supply)	16,106	28,674	107,196	67,287
Total New Retail Jobs (Demand)	2,069	2,069	2,069	2,069
Supply +/-	4,265	18,222	103,805	55,446

Under all scenarios the total number of new retail jobs demanded by growth compared to the supply of land available for retail development is far from equilibrium. In every case, supply exceeds the demand of new office jobs by at least a margin of six to one; the base scenario projects a 678% oversupply, the citizen scenario projects a 1,286% oversupply, the focused growth scenario projects 3,152% oversupply, and the high growth scenario projects a 5,081% over supply.

SERVICE

Service place types include employment in office-styled environments characterized by high levels of access to the general public. These include professional services, health and medical services, arts and entertainment, and accommodations (hotels, motels, etc.). The supply and demand are counted on the number of new jobs that could be supported in the study area. Based on the estimated population and employment growth trends for the region and the land use plans available under each scenario, service employment growth is predicted as follows.

Figure 4.18

Service Employment Growth - Supply and Demand				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Total New Service Jobs (Supply)	10,883	14,780	68,705	39,621
Total New Service Jobs (Demand)	15,753	15,753	15,753	15,753
Supply +/-	(4,870)	(973)	52,952	23,868

Under the base scenario and the citizen scenario, the demand of new service jobs exceeds the supply of developable land needed to meet this demand. As such, the availability of land for service development under these scenarios limits the employment growth that can be allocated within the I-269 study area and there may be some unrealized potential in this employment area. The base scenario shows 45% more demand while the citizen scenario comes closer to equilibrium with only a 7% more demand.

Under the high growth scenario and focused growth scenario, the availability of land that can be developed to support new service employment exceeds the demand number of new service jobs under normal growth conditions. The focused growth scenario projects 152% oversupply of available land for residential development compared to 336% oversupply under the high growth scenario.

INDUSTRIAL/WAREHOUSE

Industrial/Warehouse place types include employment in farming, mineral production, utilities, construction, manufacturing, transportation, and warehousing. The supply and demand are counted on the number of new jobs that could be supported in the study area. Based on the estimated population and employment growth trends for the region and the land use plans available under each scenario, industrial/warehouse employment growth is predicted as follows.

Figure 4.19

Industrial/Warehouse Employment Growth - Supply and Demand				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Total New Industrial/Warehouse Jobs (Supply)	46,451	51,145	76,183	57,447
Total New Industrial/Warehouse Jobs (Demand)	5,990	5,990	5,990	5,990
Supply +/-	40,461	45,155	70,193	51,457

Under all scenarios the total number of new industrial/warehouse jobs demanded by growth compared to the supply of land available for industrial/warehouse development is far from equilibrium. In every case, supply exceeds the demand of new industrial/warehouse jobs by at least a margin of five to one; the base scenario projects a 675% oversupply, the citizen scenario projects a 754% oversupply, the focused growth scenario projects 859% oversupply, and the high growth scenario projects a 1,172% over supply.

PLANNING THEME – QUALITY OF LIFE MOE

This measure was created to demonstrate how new residential allocation would occur in relation to other types of land uses. Public input received to assist in developing this plan was clear in its support of high levels of recreational uses along the I-269 corridor. Significant mode shares trended towards bicycling and walking as residents engaged in recreational activities compared to commuting or shopping trips. The citizen scenario does little to change the proximity of dwelling units to recreational amenities. The other alternative scenarios have different effects on this measure: allocation under the high growth scenario occurs in such a way that limits the exposure of residential properties to recreational amenities, while the focused growth scenario increases this exposure.

A desire to live closer to neighborhood retail and service uses rather than industrial sites was also made clear during the public input stage. To this end, the Citizen Scenario allocation indicates the highest amounts

of residential properties within a quarter mile of retail services and the lowest percentage of residential properties near industrial sites. The high growth scenario allocates new dwelling units in such a way that the decentralized density reduces the total access to neighborhood retail services. Also, the focused growth scenario has the highest level of allocation of dwelling unit within 2 miles of industrial sites. This reflects the higher densities and more compact development patterns at the key nodes along the corridor.

Figure 4.20

Proximity of Dwelling Units to Adjacent Land Uses				
	Base Scenario	Citizen Scenario	High Growth Scenario	Focused Growth
Within ½ mile of open space, greenway, and bike or walking trail	23%	25%	12%	37%
Within ¼ mile of neighborhood services/retail	8%	26%	3%	19%
Within 2 miles of industrial uses	48%	48%	69%	75%

PLANNING THEME – ECONOMIC VITALITY

This measure analyzes the growth rate of employment in the study corridor for each scenario. The allocated new employment figures and growth rate for each scenario are shown in the table below. Each is also compared to the MPO regional growth projection through 2040. The base year employment in the study area is 20,927 jobs, with between 29,110 and 33,979 jobs allocated for each scenario. The projected total job growth for the MPO region (from a base year value of 554,399) is 195,362 new jobs.

Figure 4.21

Employment Growth				
	Base Growth	Citizen	High Growth	Focused
I-269 Study Area (projected total new jobs)	29,110	33,006	33,979	33,979
<i>I-269 Study Area Growth Rate</i>	<i>139%</i>	<i>158%</i>	<i>162%</i>	<i>162%</i>
I-269 Study Area Percentage of Total Projected Regional Growth	15%	17%	17%	17%

I-269 TRAVEL DEMAND MODEL RESULTS

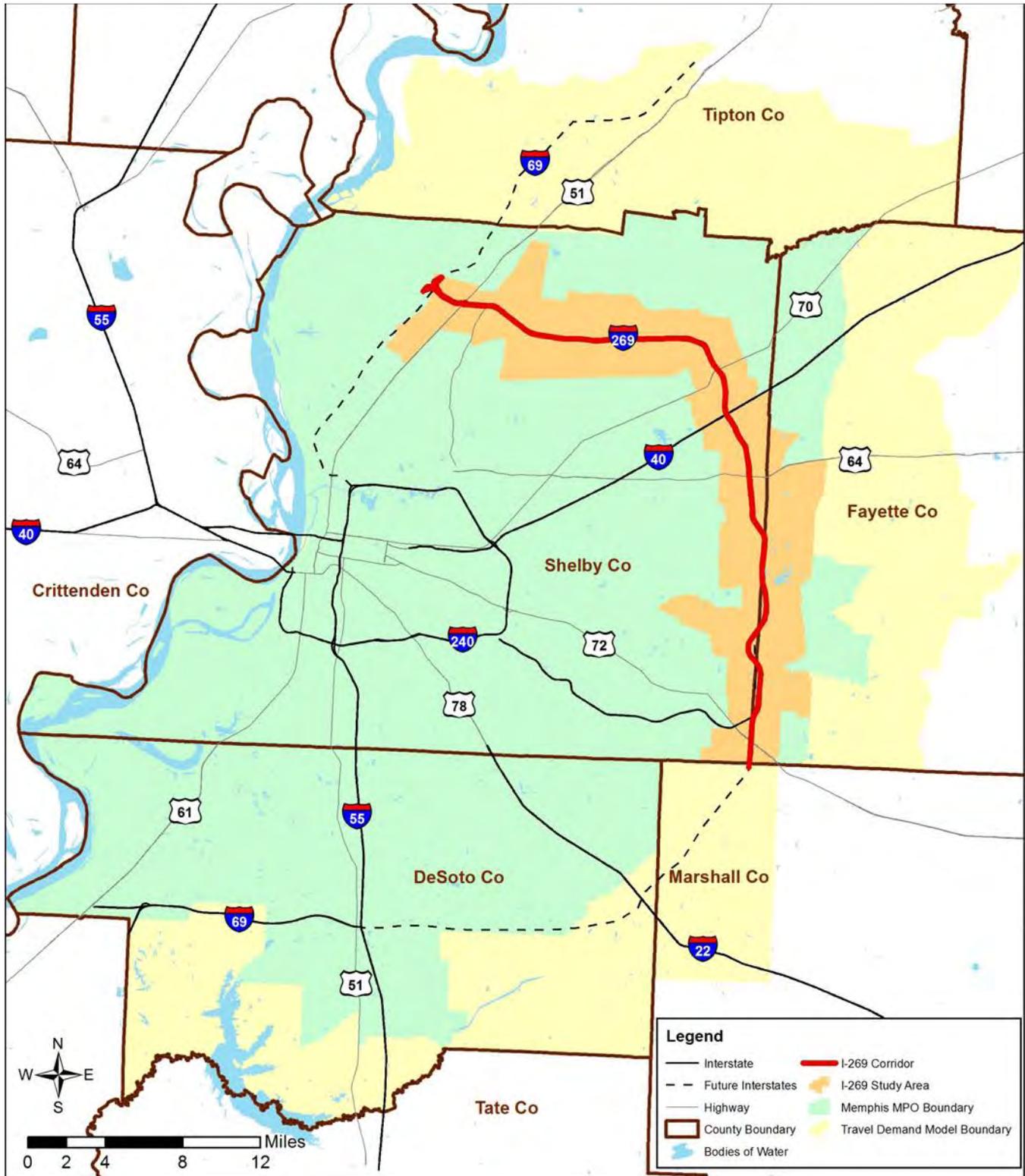
The traffic analysis for the I-269 Study was based on the Travel Demand Model (TDM) that was most recently updated for the Direction 2040 Long Range Transportation Plan (LRTP). The TDM is a validated mathematical representation of the regional transportation system and its users' travel behavior. The four step model estimates the number of trips made, the distribution patterns of the trips throughout the region, the likely mode used for the trips, and the roadways and transit lines used for auto and transit trips.

The allocations generated by the I-269 Tennessee land use micro-model projected future household and employment growth based on the parcel level based for each of the four scenarios. This allocation data was incorporated into the MPO's TDM to project the traffic flows based on the projected land use patterns for each. From those projections, transportation measures of effectiveness for the different scenarios were generated and evaluated.

TRAVEL DEMAND MODEL STUDY AREA

The study area for the I-269 TN Regional Vision Study is comprised of parcels contained within or intersected by an offset buffer line one mile on either side of the I-269 corridor within Shelby and Fayette Counties in Tennessee. For the purposes of the TDM, larger Traffic Analysis Zones (TAZ) that intersected with the two mile corridor were also included as part of the study area. **Figure 4.22** illustrates the study corridor.

Figure 4.22



The roadway network in the Memphis TDM includes all roads of regional significance, including all interstates, freeways, and arterials within the Memphis MPO region. The model also includes collectors and local roads that have heavy traffic volumes or provide connectivity within the region. The transit network in the TDM includes all local and express bus routes and trolley routes operated by Memphis Area Transit Authority (MATA). There is no existing fixed route transit service provided in the I-269 study area.

THE MEMPHIS MPO TRAVEL DEMAND MODEL

The existing Memphis MPO Model has a base year of 2004 and 2040 for a horizon year. The TDM region is subdivided into 1,237 geographical areas with similar socioeconomic characteristics and land use patterns, called Traffic Analysis Zones (TAZ). Housing units, vehicles, commercial and industrial development, schools and universities, and other socioeconomic data within each TAZ are aggregated to make the mathematical computation more efficient. In addition, roadway data (such as number of lanes and posted speed) and transit route data (such as bus stops and frequency) are gathered and used to create a mathematical presentation of the regional transportation network. With the network and TAZ data, the Memphis TDM uses the following four-step process to model travel within the region:

- Step 1: Trip Generation (How many trips)
- Step 2: Trip Distribution (Where do trips go)
- Step 3: Mode Choice (How do we get there)
- Step 4: Trip Assignment (Which route to take)

Additional details on the TDM processes can be found in Chapter 9 and Appendix G of the Memphis MPO's Direction 2040 LRTP.

MEMPHIS MPO MODEL UPDATE

The current Memphis MPO Model was completed in 2007. Since 2007, the MPO has maintained and updated the TDM to assist with the development of the 2040 LRTP and Transportation Improvement Program (TIP) process. The TDM that was used for the Direction 2040 LRTP was modified for the I-269 Study. It was necessary to modify the TAZ structure to provide adequate definition so the transportation impacts based on the changes in land use could be evaluated. Some of the larger TAZs in the study area were divided into smaller TAZs based on similar socioeconomic characteristics and land use patterns within the original TAZ. Twenty seven new TAZs were created through this process. Existing employment and population data was divided within the TAZ as well, using factors that was developed based on a review of historic aerial photography and the location of existing developmental patterns within the TAZ.

In addition to creating new TAZs for the I-269 study, additional roadway links were added to the model's roadway network to provide additional connectivity. This was done in connection with the creation of new TAZs. As stated previously, the TDM includes all roads of regional significance, including all interstates, freeways, and arterials. All new links added to the TDM for this study have a functional classification of rural local roads.

DEMOGRAPHICS AND SOCIOECONOMIC DATA

Two sets of data are required at the TAZ level to model transportation demand. They include the production related information from the demographic level (household data), and attraction related information from the economic or employment data. Three new land use scenarios (Citizens, Focused, and High Growth) were created for the purpose of this study using the CommunityViz model. The Base Growth scenario represents the approved land use model that was use in the 2040 LRTP. The CommunityViz model developed for the I-269 study allocated growth at the parcel level within the study area. Using the allocation results from the CommunityViz model, the data was aggregated to the TAZ level, the cross-classification distribution was applied, and converted the data to native TransCAD format for the TDM to use. Additional details on the cross-classification distribution and household stratification processes can be found in Chapter 9 and Appendix G of the Memphis MPO’s Direction 2040 LRTP.

MODEL RESULTS

After incorporating the TAZ, roadways, demographic and employment changes into the TDM, four model runs we conducted for the Base Growth and the three alternate land use scenarios. All four model runs incorporated the Direction 2040 LRTP projects as identified in Chapter 8 of the Memphis MPO’s Direction 2040 LRTP. This includes the completed I-269 corridor, as well as the completion of I-69 through northwest Shelby County and improvements to the sections of I-55 and I-240 designated as I-69 in Memphis and north Mississippi.

Measures of effectiveness (MOEs) were developed to evaluate the impact of the land use scenarios on transportation in comparison to the Base Growth scenario. The MOEs evaluated include vehicle miles traveled (VMT), vehicle hours traveled (VHT), delay (in hours), and daily truck volumes. For year 2040 model results, the VMT, VHT, and delay were summarized by roadway functional classification as shown in the following tables.

VEHICLE MILES TRAVELED (VMT)

For the vehicle miles traveled, as shown in **Figure 4.23**, all three of the alternate land use scenarios saw an increase in the overall VMT. The Citizens’ Growth Scenario generated the greatest overall increase of VMT when compared to the Base Growth Scenario. The figures shown are calculated only on roadways within the I-269 study corridor and are totalled as annual figures.

Figure 4.23

2040 Model VMT by Functional Classification				
	Base Growth	Citizens	High Growth	Focused
Freeways	1,411,384	1,637,707	1,607,922	1,622,607
Principal Arterials	1,006,818	1,298,989	1,283,972	1,285,816
Minor Arterials	331,008	422,492	407,431	432,056
Collectors	409,064	543,462	479,802	481,883
Total	3,158,274	3,902,650	3,779,127	3,822,362
<i>% change from Base</i>	-	24%	20%	21%

VEHICLE HOURS TRAVELED (VHT)

Much like the VMT, **Figure 4.24** shows that the three alternate land use scenarios generated greater vehicle hours traveled when compared to the base growth. The Citizens' Growth Scenario also generated the greatest overall increase of VHT when compared to the Base Growth Scenario. The figures shown are calculated only on roadways within the I-269 corridor and are totalled as annual figures.

Figure 4.24

2040 Model VHT by Functional Classification				
	Base Growth	Citizens	High Growth	Focused
Freeways	26,024	38,698	37,591	38,381
Principal Arterials	21,393	33,274	32,819	32,724
Minor Arterials	9,569	13,100	12,792	13,708
Collectors	12,832	18,240	15,553	15,746
Total	69,818	103,312	98,756	100,560
<i>% change from Base</i>	-	48%	41%	44%

DELAY (IN HOURS)

The delay projected in the study area increased across the three alternative land use scenarios, as shown in **Figure 4.25**. Of the three, the Citizens' Growth Scenario projected the greatest overall delay. The figures shown are calculated only on roadways within the I-269 corridor and are totalled as annual figures.

Figure 4.25

2040 Model Delay (Hours) by Functional Classification				
	Base Growth	Citizens	High Growth	Focused
Freeways	6,209	15,629	14,873	15,505
Principal Arterials	3,855	10,212	10,023	9,821
Minor Arterials	1,291	2,520	2,622	2,826
Collectors	1,993	3,735	2,824	2,844
Total	13,348	32,096	30,342	30,996
<i>% change from Base</i>	-	140%	127%	132%

ROADWAY LEVEL OF SERVICE

As discussed in Chapter 2, the level of service (LOS) is a qualitative measure of roadway performance as outlined in the Transportation Research Board publication Highway Capacity Manual (HCM). LOS is reported in a scale of A through F, with A representing the best operating conditions and F the worst. LOS E or F indicates the roadway is congested and is operating at levels exceeding design capacity. A variety of factors are used to determine LOS including volume, number of lanes, lane width, percent truck traffic, and average travel speed.

The LOS for the Base Growth scenario, shown in **Figure 4.26**, is similar to the projections provided in the 2040 LRTP, assuming the full build out of all projects through 2040. Due to the restrictions on employment allocation, the Base Growth model results exhibit lower levels of recurring peak hour congestion compared

to the other three alternative scenarios. As demonstrated in the previous figures indicating increases in VMT, VHT, and Delay, coupled with the increased allocation of employment growth in the I-269 study area, the Citizens Scenario, shown in **Figure 4.27**, exhibits the greatest level of impact on the LOS of roadway both within the study corridor and throughout the region.

Because allocation tended to occur closer to major transportation facilities in the High Growth and Focused Growth Scenarios, shown in **Figures 4.28 and 4.29**, levels of congestion were moderately less than the Citizens Scenario. However, both still exhibited significantly higher levels of congestion compared to the Base Growth Scenario, largely due to the full allocation of employment growth in the study corridor.

TRUCK TRAFFIC

Truck volumes within the study area were also evaluated as part of this study. **Figures 4.30 through 4.33** illustrated the total daily truck volumes for roadways within the study area in each scenario. Generally, the daily truck volumes saw an increase across the study area between the alternate land use scenarios when compared to the Base Growth Scenario. This increase was most pronounced along the future I-69 alignment near Millington, and along the I-269 segment between I-40 and the state border with Mississippi. The segment of I-269 between Millington and Arlington saw only moderate increases in the total amount of truck traffic.

SUMMARY

Generally, all three of the alternate land use scenarios saw increases in vehicle miles traveled, vehicle hours traveled, delay, and truck volumes within the study area when compared to the Base Growth scenario. The Citizens' Growth scenario generally had a greater increase in VMT, VHT, and Delay when compared to the High Growth and Focused Growth scenarios. The Citizens' Growth scenario saw the greatest increase on overall vehicle delay, with an increase of approximately 18,748 hours annually, within the I-269 study area, when compared to the Base Growth scenario.

Figure 4.26

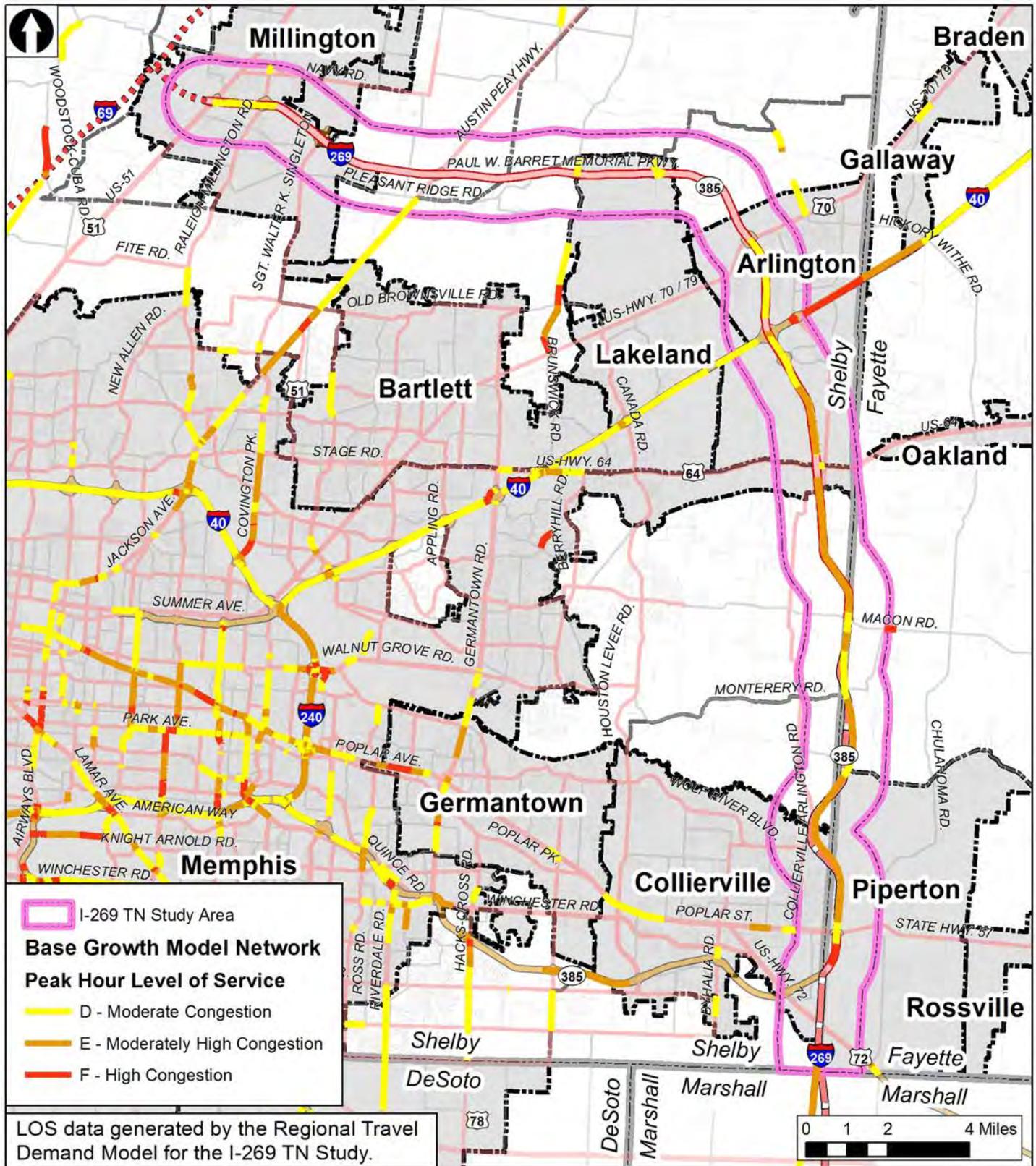


Figure 4.27

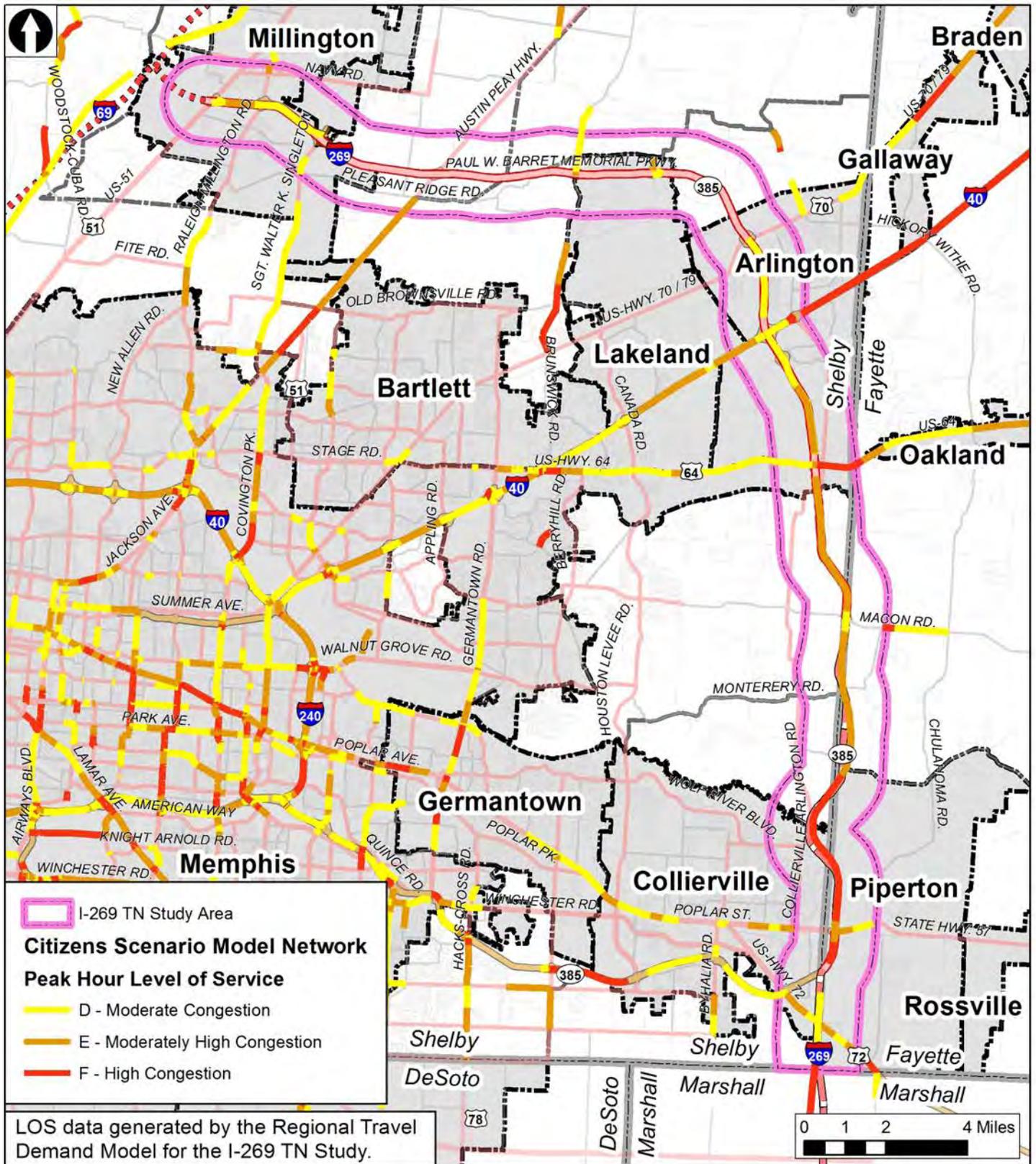


Figure 4.28

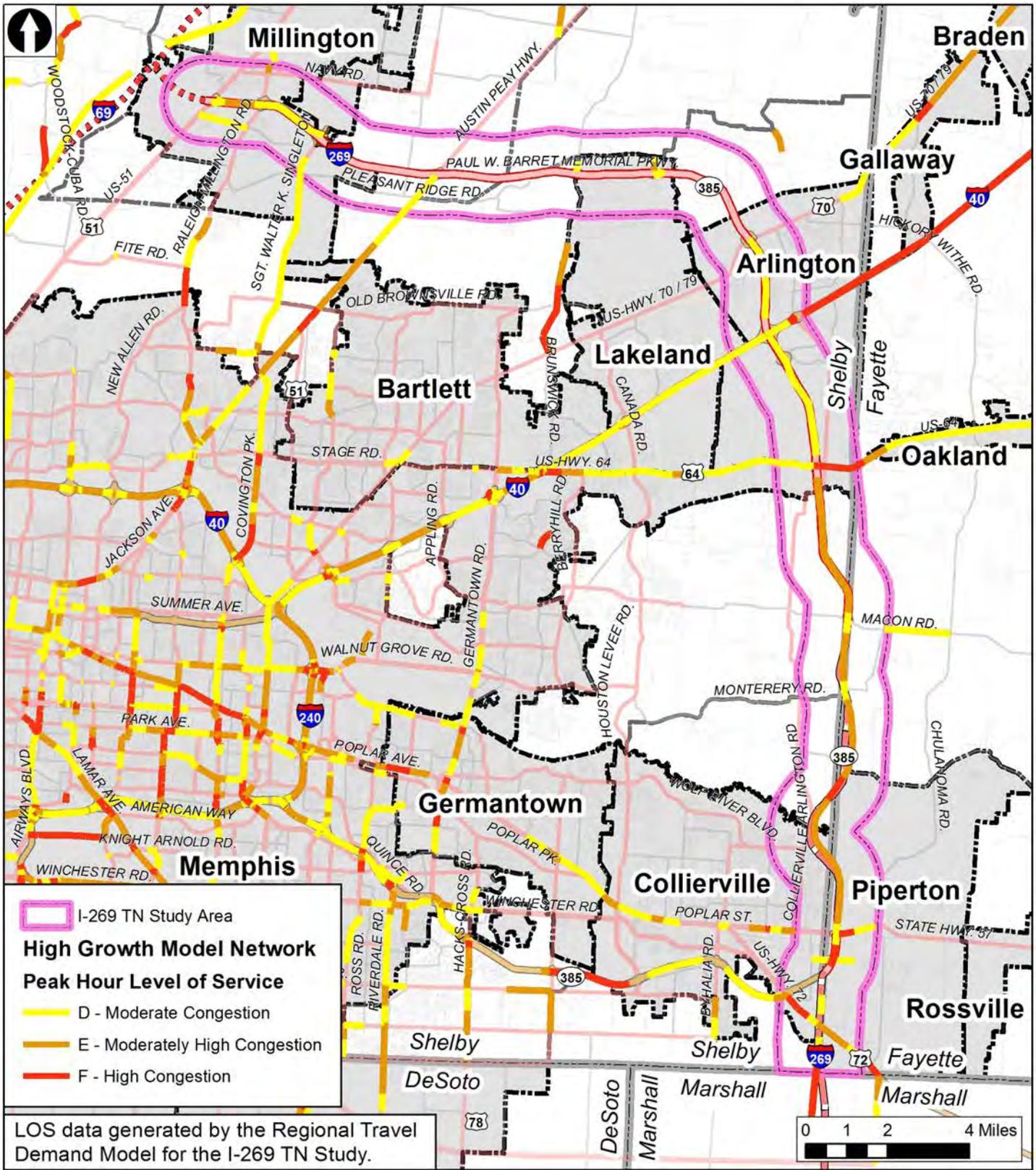


Figure 4.29

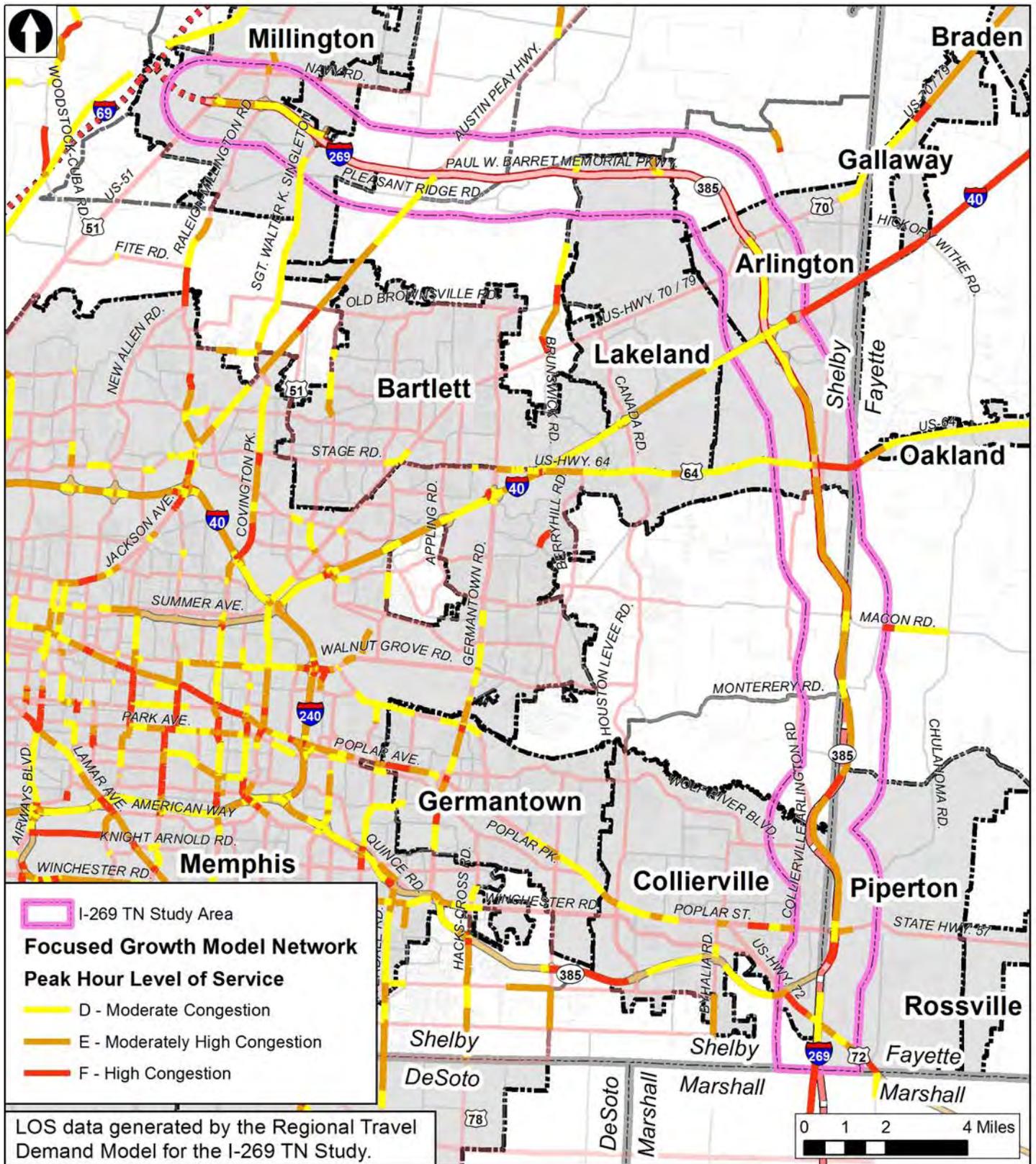


Figure 4.30

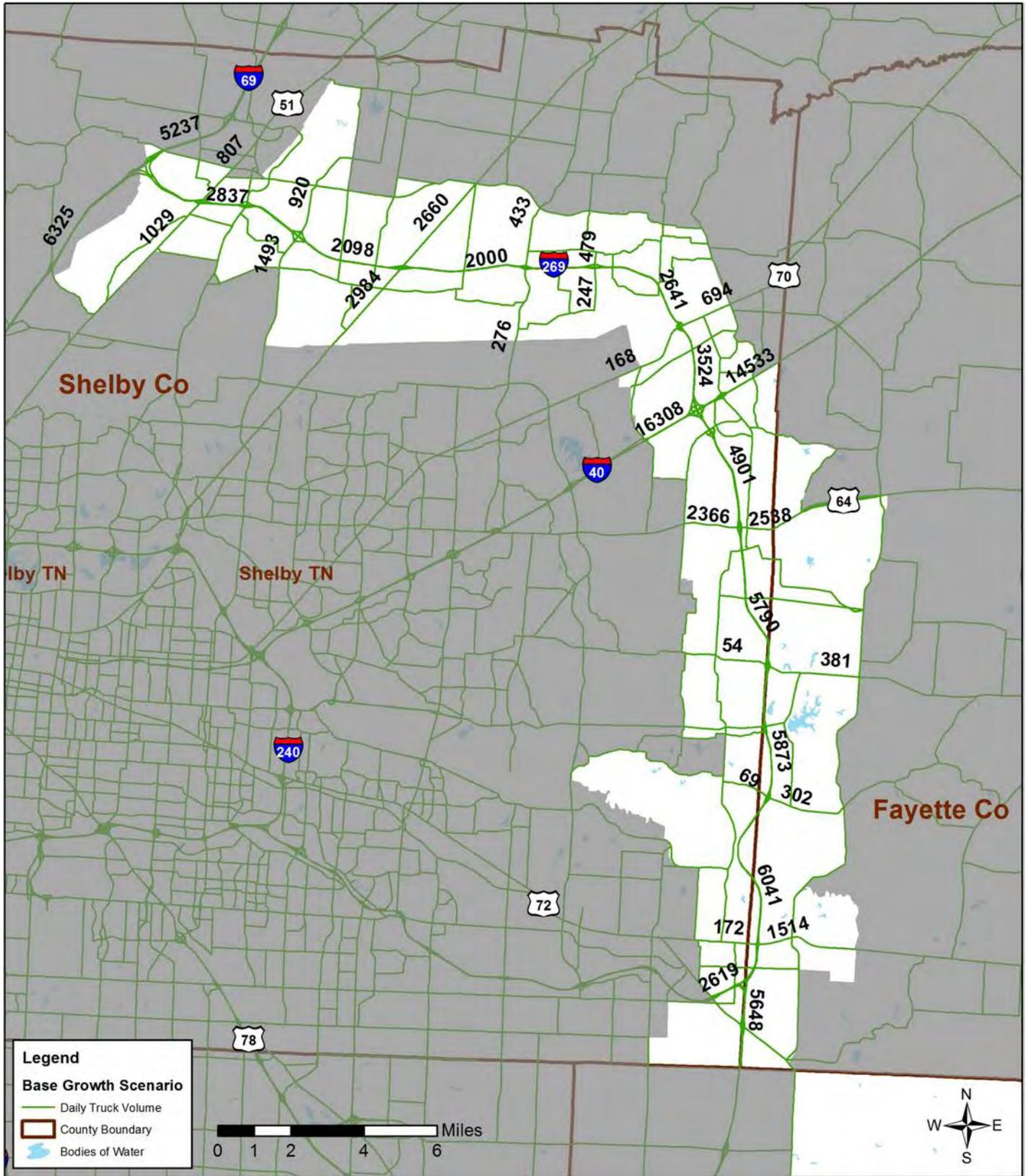


Figure 4.31

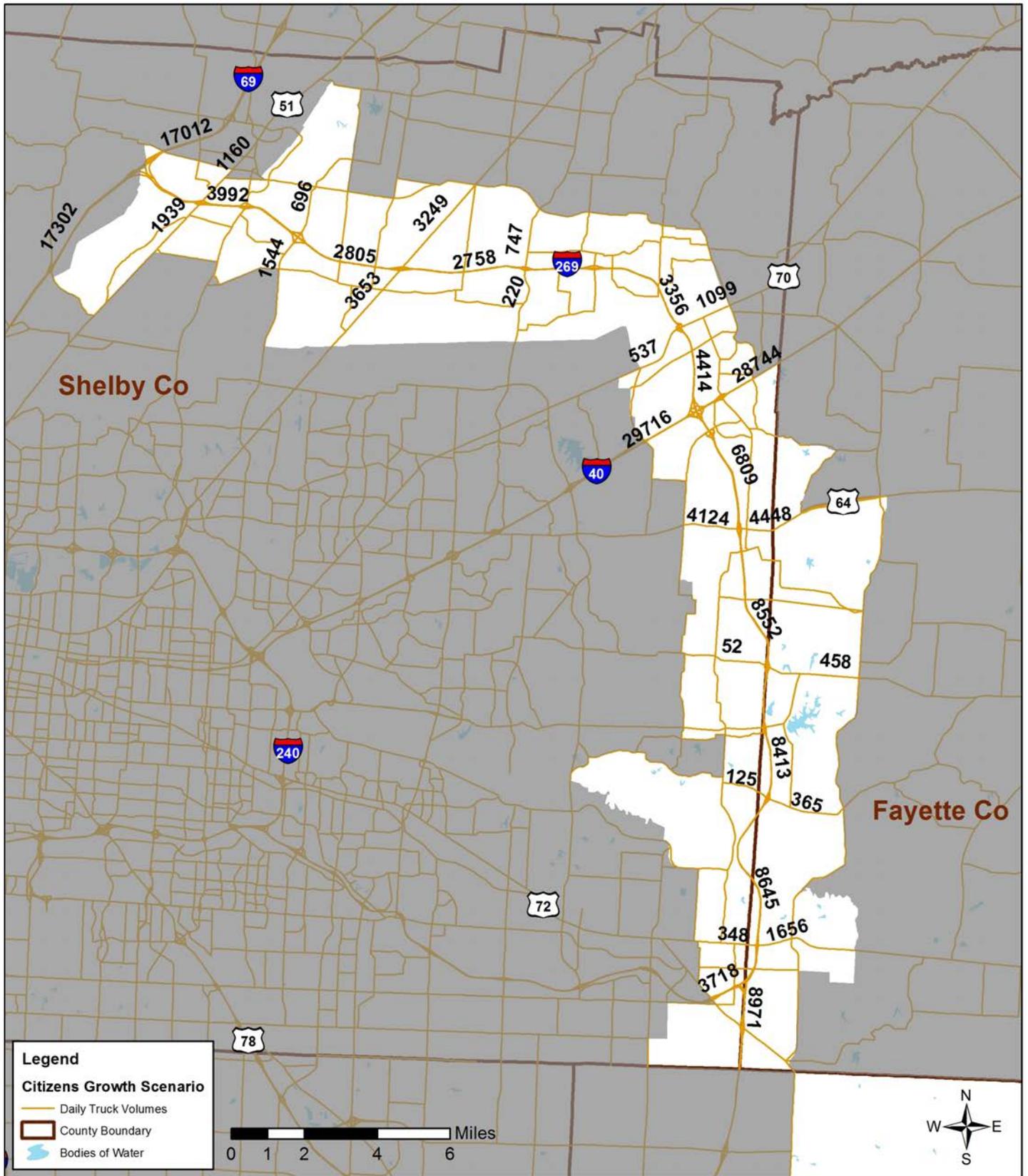


Figure 4.32

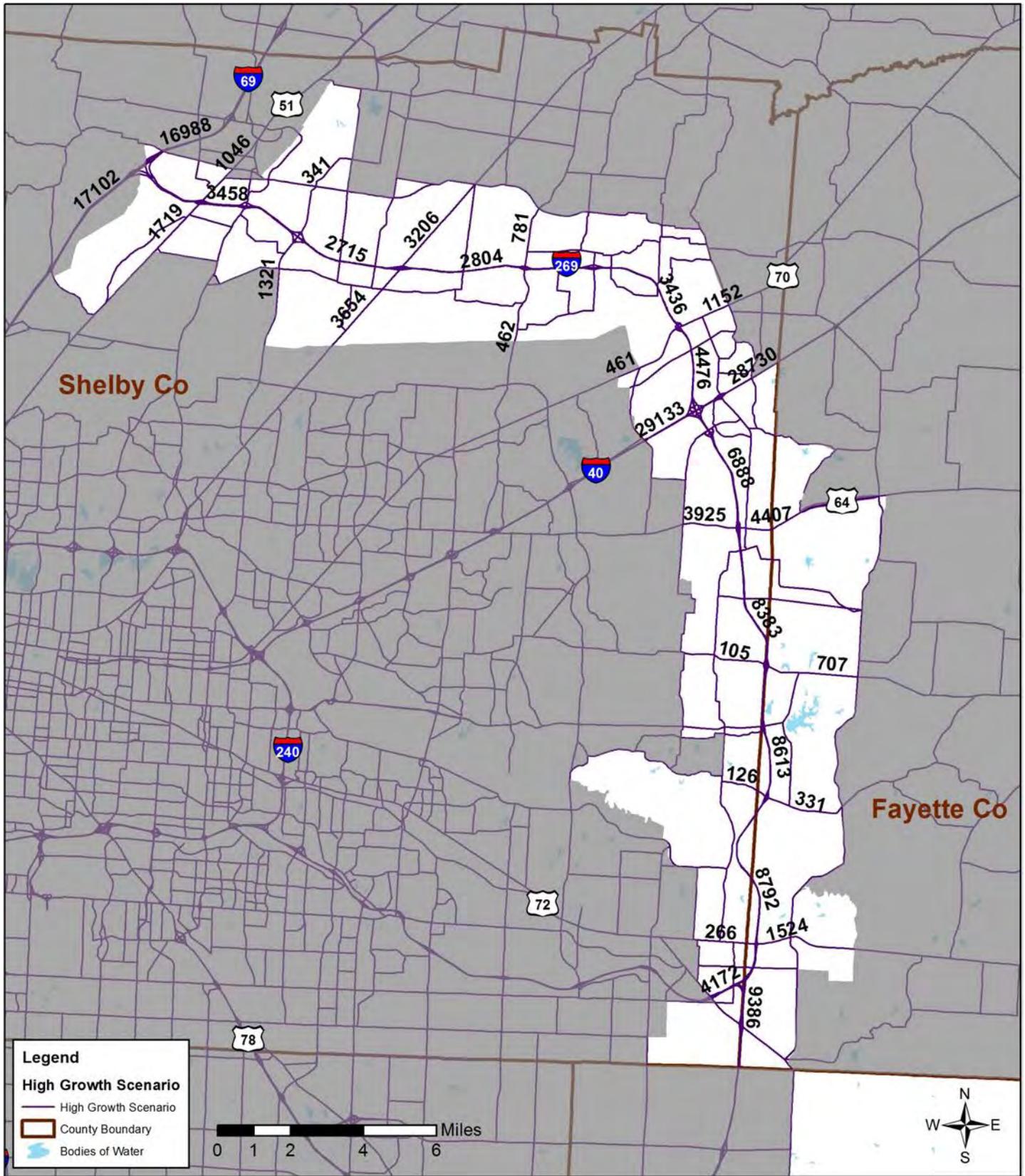
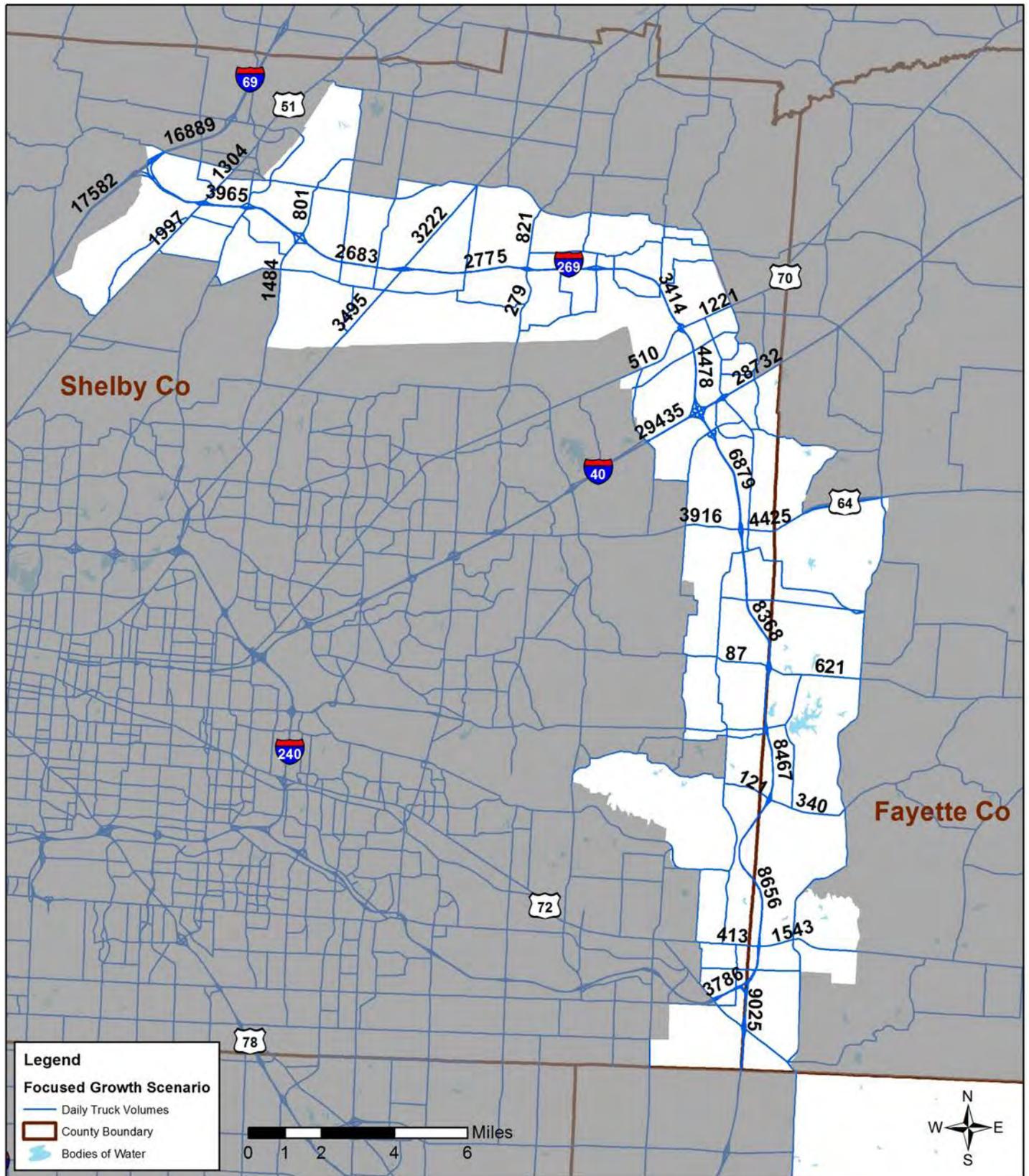


Figure 4.33





CHAPTER 5

CONCLUSIONS & RECOMMENDATIONS

CONCLUSIONS

BASE GROWTH SCENARIO

The Base Growth Scenario is based on the preferred scenario chosen by the voting members of the MPO for use in the Direction 2040 Long Range Transportation Plan. This scenario, which is based on adopted municipal plans for growth, served as a baseline or “trend” scenario to which the three alternatives were compared. Although some of the suitability factors were altered from the previous analysis (for all four scenarios) to reflect the planning themes identified in this study, no additional undeveloped parcels were changed, or recoded, to identify growth areas.

Under this scenario service employment growth is limited by the current land use plans for jurisdictions within the study area. As such, some changes to the allowable densities or the amount of land allocated towards these uses could be altered to capitalize on projected growth. Other uses, such as office, industrial/warehouse and retail indicate an oversupply of land compared to the natural growth estimated for the study area. As such, additional growth in these areas would require cannibalization of growth from somewhere else within the MPO region in order to achieve development consistent with supply according to present land uses.

Allocation of residential growth tended to occur throughout the I-269 study area at lower densities reflecting the development patterns allowed under current land use plans. Some concentrations did occur near Collierville and Piperton as well as at the interchange with Macon Road in unincorporated Fayette County. Employment growth tended to be more concentrated in its allocation.

Employment types relying on efficient access to major transportation corridors, such as warehousing and retail, tended to occur at interchanges with major roads. Other types of employment, such as service and office employment were allocated at locations designated for future development within the future growth areas of Bartlett and Piperton.

The base growth scenario most closely reflects the projected traffic conditions shown in the MPO’s adopted 2040 Long Range Transportation Plan (LRTP). This indicates that the roadway improvements included in the LRTP would be sufficient to accommodate the future traffic needs of the I-269 corridor under this scenario.

CITIZEN SCENARIO

The Citizen Scenario was developed to directly reflect the results of the public questionnaire that was conducted as a part of this study and to show how residents’ preferences could shape growth along the corridor. Through this survey process, the public identified their vision for the corridor’s future as consisting primarily of preserved agricultural farmland, protected open space and parks, and single-family residential development. The general consensus of the responses to the questionnaire was to maintain the rural and small town character of the places located along I-269 within Tennessee. There was some preference toward limited commercial development to serve existing and new neighborhoods and for some additional job growth near existing job centers to serve residents in and around the corridor.

Under this scenario some undeveloped agricultural land was designated, or recoded, at the parcel level to

provide preserved open space and to allow for additional single family residential development. A minimal amount of land was recoded as Suburban Commercial and Warehouse/Industrial place types adjacent to existing uses of the same type.

Under this scenario service employment growth is limited by the current land use plans for jurisdictions within the study area. As such, some changes to the allowable densities or the amount of land allocated towards this use could be altered to capitalize on projected growth. Other uses, such as office, industrial/warehouse and retail indicate an oversupply of land compared to the natural growth estimated for the study area. As such, additional growth to these areas would require allocation of development from somewhere else within the MPO region in order to achieve development consistent with supply according to present land uses.

Allocation of residential growth tended to occur throughout the I-269 study area at lower densities reflected the development patterns allowed under current land use plans, but less allocation did occur in the some of the most rural segments of the study area. As in the Base Growth Scenario, some concentrations did occur near Collierville and Piperton as well as at the interchange with Macon Road in unincorporated Fayette County. Employment growth tended to more concentrated in its allocation.

The pattern of employment allocation was similar to the Base Growth Scenario. However, because of additional supply of land designated for development at the three major nodes (Millington, Arlington, and Collierville/Piperton), development was allocated more evenly at interchanges throughout the study area.

While the residential and employment growth allocations were very similar to the Base Growth Scenario, the increase in total employment growth under the Citizen's Scenario was higher due to the increased supply of developable land and low-density residential development. As such, this scenario is projected to have the highest levels of traffic congestion and delay compared to the other three scenarios. Increased congestion not only occurs within the study area, but throughout the entire MPO region, as the employment needs for the I-269 corridor draw workers living in areas outside the study area.

HIGH GROWTH SCENARIO

The High Growth Scenario was developed to illustrate the effects of unconstrained, unplanned growth through the I-269 corridor in Tennessee. Based on the existing and planned place types in the communities along I-269, the I-269 Steering Committee was asked to identify all potential growth areas along the corridor and assume full build out of growth and reserve areas. The resulting scenario is comprised of greatly expanded areas allowing for both residential and commercial development. In addition to Estate Residential, Suburban Single Family Residential and Suburban Commercial place types factored prominently into this scenario.

Primarily low to medium density development types were favored in this scenario, with no additional mixed use categories other than those present in the Base Growth Scenario. A limited amount of open space was coded as well, to serve new residential areas as well as to provide buffers between residential and non-residential uses.

Under this scenario all land uses indicate an oversupply of developable land compared to the natural growth estimated for the study area. As such, additional growth to these areas would require allocation of

development from somewhere else within the MPO region in order to achieve development consistent with supply according to present land uses. This implies that simply redesignating land for potential development sites does create an additional demand for that development. The land use model limited its allocations of both residential and employment growth consistent with the natural growth trends projected to occur within the study area.

Furthermore, as the developable land closest to major interchanges and existing infrastructure increases in density and mixture of uses, the allocation of growth trends towards major nodes in Millington, Arlington, and Collierville/Piperton, with a smaller concentration located near the Brunswick Road interchange. This trend, specifically when looking at employment growth, becomes more prevalent under the Focused Growth Scenario.

The residential and employment growth allocations differed greatly from the Base Growth and Citizens' Scenarios. However, this scenario is projected to have similar levels of traffic congestion and delay compared to the Citizens' Growth scenario, except along the southern end of I-269 itself, presumably because the growth allocations trend away from the more remote areas of the study area between I-40 and the Mississippi state line. Increased congestion not only occurs within the study area, but throughout the entire MPO region, as the employment needs for the I-269 corridor draw workers living outside the study area.

FOCUSED GROWTH SCENARIO

The Focused Growth Scenario balances elements of the Citizen and High Growth scenarios, increasing density and mixture of uses at key interchanges while attempting to maintain the rural character of areas in between the existing major growth centers. Recognizing that future growth in the corridor is likely to occur, possibly at higher rates than residents indicated they would prefer, this scenario attempted to concentrate new development at or near existing nodes, leaving areas in between free from intense development.

As with the Citizen Scenario, Estate Residential and Urban Neighborhood were favored over Suburban Single Family residential patterns, allowing for higher residential density with neighborhood services in certain areas and a more rural feel in others. Mixed Use Center, a place type that combines retail, office, and service employment with moderate to high density residential development, was introduced into this scenario.

Under this scenario all land uses indicate an oversupply of land compared to the natural growth estimated for the study area. As such, growth to these areas would require allocation of development from somewhere else within the MPO region in order to achieve development consistent with supply according to present land uses. This scenario does provide a better match of supply versus demand for all place types compared to the High Growth Scenario. The supply of most uses, such as retail and warehouse/industrial are still excessively out of balance with the projected demand based on normal growth trends.

The residential and employment growth allocations differed greatly from the Base Growth and Citizens' Scenarios, but did allow some residential development to occur in the nearby rural areas between the major interchanges. However, this scenario is projected to have similar levels of traffic congestion and delay compared to the Citizens' Growth scenario, except along the southern end of I-269 itself, presumably because the employment growth allocations trend away from the more remote areas of the study area between I-40 and the Mississippi state line. Increased congestion not only occurs within the study area, but throughout the entire MPO region, as the employment needs for the I-269 corridor draw workers living

outside the study area.

TOOLBOX FOR FUTURE DEVELOPMENT

The I-269 TN Regional Vision Study Toolbox is designed to address the three planning themes identified during the study: land use patterns, quality of life, and economic vitality. The planning themes were developed with the input from the citizens along with the steering committee for the study. The tools described in this chapter will address issues at the regional level and are grouped under four basic principles to address the three planning themes:

1. Promote and Protect Natural Resources, Open Spaces, and Farmland
2. Encourage Economic Development
3. Promote Transportation and Land Use Planning for Quality Growth
4. Build Strong, Cohesive Neighborhoods and Communities

Planning is a local decision and the recommended tools serve as guiding principles for the regional development of the I-269 Corridor in Tennessee. A community's local planning capacity will determine how the toolbox will be utilized. The planning capacity is described as the technical, managerial, financial and political ability of a local government to carry out planned and programmed projects and improvements that affect the development of the I-269 Corridor. A basic fundamental of regional planning is balanced growth and development that is consistent with the availability of municipal infrastructure and services. The future development of the I-269 Corridor in Tennessee should sustain a balanced and diverse transportation linkage, with the arterials that integrate into the corridor. These arterials should assist in providing for the safe, economical, and efficient movement of goods and people. To support effective and efficient development along the corridor, land use and transportation decisions should be compatible with local plans and policies as well as regional goals and objectives.

PROMOTE AND PROTECT NATURAL RESOURCES, OPEN SPACES, AND FARMLAND

The preservation of natural resources should be an integral part of the character of the land area surrounding the corridor. These environmentally sensitive resources include but are not limited to: agricultural lands, forestlands, stream and the associated corridors and floodplains, wetlands, groundwater resources, including public and private drinking water, wildlife and wildlife habitat, and high quality natural communities all contribute to the quality of life of the region.¹

The benefits provided by the region's set of natural resources are as varied as the resources themselves. Natural resources contribute directly to local economies within the region through the production of agricultural and forest commodities, as well as through the recreation and tourism industries. Less directly, natural resources provide quality of life and aesthetic benefits that retain current residents and attract new ones. Natural resources also provide many of the environmental services often associated with hard infrastructure at a much lower cost, such as storm water conveyance, wastewater treatment, and drinking water provision.

Agriculture and farmland are an integral part of the economy, environment, and overall quality of life.

¹ Tompkins County Planning: Vital Communities Toolbox

Appropriately managed agricultural lands can provide groundwater recharge, wastewater filtration, flood prevention, and habitat protection. Agricultural land enhances the quality of life for citizens within the community by offering scenic landscapes, open space, and a variety of outdoor recreational activities.

Growth and development, as the result of the location of the new highway or for other reasons, may result in the conversion of farmland. While some conversion is inevitable, communities can manage the impact of conversion by implementing one or more regulatory and incentive based farmland protection strategies.²

Figure 5.1

Promote and Protect Natural Resources, Open Spaces, and Farmland
Implementation Tools
<ul style="list-style-type: none"> · Preserve and protect water quality, open space, unique natural areas, wetlands, water and woodland resources, scenic views, areas of natural beauty, and the rural character. Consider the potential regional impacts on water supply and wastewater management for all proposed developments. Protect the areas where crucial aquifers are replenished and avoid new development in flood-prone areas. · Create, preserve, and enhance parks, hiking trails, active and passive recreation facilities, and historic resources. · Provide a system of interconnecting greenways and ecological corridors that connect-agricultural lands, natural areas, and open space. · Comprehensive or Agriculture Protection Plans for growth management and farmland protection. Plans should include the identification of appropriate protection and management techniques and a plan for implementing them, including establishing a timetable. · Use local Zoning and Subdivision Regulations as regulatory tools to reduce the impact of development on agricultural lands. · Locate Capital Improvement Programs in areas that are suited to significant growth and development and away from agricultural areas. · Conservation easements and land ownership can be used to protect valuable natural resources by limiting the type and amount of development. Both tools can be used to protect forests, agricultural land, historic features, open space, and other valuable natural landscapes.

ENCOURAGE ECONOMIC DEVELOPMENT

The nature of economic development practice focuses on job creation, growth of total or per-capita personal income, business attraction, productivity and retention. Transportation investments can provide economic development benefits by reducing the cost of transportation for businesses by expanding the accessibility of suppliers, labor, and consumer markets throughout the region. Transportation investments can also induce businesses to locate in areas served by the investment. At the regional and national scale, productivity improvements resulting from transportation improvements can result in overall regional eco-

² "I-69 Planning Toolbox". Indiana Department of Transportation. 2007

conomic growth.³

Figure 5.2

Encourage Economic Development
Implementation Tools
<ul style="list-style-type: none"> · Expand diversified regional economy with increasing wages. A diverse mix of growth will provide high-quality career opportunities for citizens and that will increase wages and income, enabling citizens to improve their standard of living. · Advanced quality of education by improving upon the educational attainment level for young and life-long learners, which includes the technical advanced skill courses necessary for current workforce and employers. · Ensure orderly expansion of essential services and infrastructure to sustain growth and business development. This includes, but is not limited to, enhancing traffic flow, increasing telecommunications capability, and maintaining adequate supplies of water, sewer, electrical power and natural gas. · Promote cooperation among communities and jurisdictions within the region to resolve issues of common concern, and recognize the need to work together to promote the economic development of the region. · Maintain quality of life which consists of quiet neighborhoods, better schools, parks and open spaces, supports and cultivates the arts and culture, and encourages affordable housing, especially for young families etc. · Develop a regional strategic economic development plan to identify the regional economic assets and liabilities, economic goals, and a set of evaluative measures for both the planning effort and the resulting long-term outcomes. · Create a regional business model that encourages multi-jurisdictional cooperation and collaboration to attract businesses and investment in the regional economy. · Support economic development that employs regional workers, provides family supporting wages and benefits, and offers affordable goods and services.

PROMOTE TRANSPORTATION AND LAND USE PLANNING FOR QUALITY GROWTH

Transportation and land use are intrinsically linked. The more we understand about the influence of land use on travel behavior, we will be able to make better decisions regarding land use changes and the supporting transportation system. Working collaboratively to address land use and transportation issues will allow the communities in our region to develop solutions that are acceptable to all regional stakeholders. Tools that can address the transportation and land use issues that our region faces are varied. Some of the tools are more regional in nature, while others may be applied at the community or project level. A combination of tools that can be implemented at various levels is needed because the land use and transportation issues our region faces cannot be addressed by just one agency, community or jurisdiction. A consolidated effort utilizing a variety of tools will be required. From a transportation perspective, infill development con-

³ "Toolbox for Regional Policy Analysis Report". Federal Highway Administration. 2000.

tributes to the creation of concentrated activity centers and, because of its proximity to existing commercial areas and neighborhoods, tends to encourage walking, bicycling and transit use. Infill development also increases the efficiency of existing transit systems by concentrating potential patrons in areas already served by transit.

Activity centers are clusters of higher-density residential and commercial development in nodes to provide more convenient access to transit as well as increased opportunities for trip internalization and non-motorized travel. Activity centers and corridors can provide a concentration of services and retail needs for a surrounding community, reducing the amount of travel to meet every day needs.

Figure 5.3

Promote Transportation and Land Use Planning for Quality Growth
Implementation Tools
<ul style="list-style-type: none"> · Optimize existing transportation system to improve traffic flow. Typical examples are implementing improved signal timing, coordination of existing traffic signals, and striping changes to introduce turn lanes. · Recognize and implement the goals and objectives of the adopted land use plans of the local communities along the corridor. · Work with Metropolitan Planning Organization (MPO) to coordinate land use and transportation plans. · Adopt Design Guidelines to communicate the community’s expectations and desired type of development. In addition, for interchanges along the corridor provide a means of guiding development without wholesale revisions to zoning codes and subdivision regulations. Design guidelines allow a finer grain of detail to be implemented. · Update local comprehensive plans every ten (10) years. Communities that spend the effort to develop comprehensive plans and follow their basic tenants will have fewer problems with undesired land use or traffic congestion. · Encourage redevelopment of vacant land and reuse of older sites. Infill development, and the redevelopment and reuse of vacant and underutilized land within existing developed areas, is a fundamental aspect of Smart Growth. · Promote concentrated activity centers and corridors to promote higher densities and mixed-use development. · Enhance and promote the use of bicycles and walking as viable forms of transportation by providing safe public facilities, including multi-use trails, bicycle routes, bicycle lanes, and sidewalks. · Ensure that development occurs in a manner that maintains the function and safety of the road network in the area. · Promote a transportation system that supports nodal, compact development patterns and reduces negative environmental impacts.

BUILD STRONG, COHESIVE NEIGHBORHOODS AND COMMUNITIES

Many communities are attempting to create neighborhoods that offer a variety of transportation options, access to parks and recreation, a wide range of housing types and safe residential streets.⁴ A neighborhood-focused approach helps facilitate the creation and maintenance of distinctive neighborhoods with a unique sense of place, and enhances residents’ sense of community and commitment to working to make their neighborhoods better places to live.

Figure 5.4

Build Strong, Cohesive Neighborhoods and Communities
Implementation Tools
<ul style="list-style-type: none"> · Encourage the development of diverse communities that provide a mix of uses, a variety of housing and employment options, social and recreational opportunities, and an assortment of amenities within walking distance of residential development. · Enhance the quality of communities by improving the character of the built environment, including visually appealing gateways that are defined by architectural elements and streetscapes that encourage pedestrian travel, facilitate community interaction, and promote public safety. · Preserve and enhance the distinct identities and historic character of existing neighborhoods and structures, and encourage the development of new neighborhoods that possess their own special sense of place, through attractive design of public places; proximity to schools, parks and other services; and community festivals and events.

TRANSPORTATION RECOMMENDATIONS

As described in Chapter 4: I-269 Development Scenarios, there are significant differences between the transportation effects of the Base Growth Scenario and the three alternative scenarios, based on the projected growth through 2040 along I-269 in Tennessee. New development under the Base Growth Scenario has been anticipated in long range planning for transportation improvements at the local and regional levels. Under this scenario, little additional delay or congestion is to be expected. A list of long term roadway improvements for the I-269 corridor is provided in Chapter 3: Forming a Regional Vision. The full list of transportation projects and strategies for the region can be found in the MPO’s Direction 2040 Long Range Transportation Plan.

Under the three alternative scenarios, a significant increase was seen in all measures of transportation system effectiveness used in this study. These include increased vehicle miles traveled, vehicle hours traveled, and delay as well as reduced roadway levels of service. Under a future development pattern similar to those shown in the three alternative scenarios, a reevaluation of the region’s transportation priorities and strategies would be necessary.

In evaluating the scenarios in Chapter 4, there was some discussion of an oversupply of land that was designated for various employment types and in certain scenarios for residential development as well. It is

⁴ Vermont Natural Resources Council: Community Planning Toolbox

possible that if the full build out of this land was realized, additional infrastructure improvements would be required, such as new roadways, widening of existing roadways, and other strategies to alleviate any increased congestion through the corridor.

It is possible that with growth concentrated around key nodes and along major transportation routes, there could be increased potential for alternatives to single occupancy automobiles. Such alternatives could include car or van pooling and regional commuter transit, such as express or bus rapid transit and park and ride facilities. The Memphis MPO's Direction 2040 Long Range Transportation Plan describes potential corridors to be studied for regional transit opportunities which could potentially serve key points along the I-269 corridor.

Another recommendation is to provide for non-motorized transportation facilities for pedestrians and bicyclists on surface roads. With supporting land use patterns that place residential areas in proximity to compatible shopping, services, and other commercial uses, these facilities may serve to reduce shorter automobile trips. Bicycle and pedestrian facilities may also provide valuable recreational facilities and can enhance the quality of life of communities, providing a safer, more enjoyable environment for exercising outdoors. The Memphis MPO's Regional Bicycle and Pedestrian Plan contains full lists of recommended facilities and strategies for the jurisdictions within the MPO to provide a comprehensive regional bicycle and pedestrian network.



APPENDIX A

I-269 STEERING COMMITTEE

ABOUT THE I-269 STEERING COMMITTEE

The I-269 Tennessee Regional Vision Study Steering Committee was formed to provide guidance and insight and to foster communication between the local governments and the public. The steering committee was made up of representatives from all of the jurisdictions and agencies affected by the I-269 corridor. Along with jurisdictional and agency representation, all steering committee meetings were open to the public with the dates announced at the MPO's Engineering Technical Committee and Transportation Policy Board meetings as well as posted on the Calendar of Events page on the MPO's website. A list of the jurisdictions and agencies represented on the steering committee is shown in **Figure 3.5**.

The steering committee met once a month throughout the development of the study and provided the Memphis MPO with the most current jurisdictional data, recommendations for the purpose and need, direction on the public involvement process, and insight into the study development. At each steering committee meeting the members were tasked with providing direction on the different phases throughout the development of the study. A list of the steering committee meetings and the main topics that were discussed at each meeting are provided in **Chapter 3: Forming a Regional Vision**.

The steering committee also assisted the Memphis MPO with facilitating public meetings and informing citizens through notifications to neighborhood groups and community associations as well as posting materials in prominent locations throughout their jurisdictions.

Summaries of four of the five meetings of the I-269 Tennessee Steering Committee are included in this appendix. The final meeting of the committee was conducted as a workshop to develop the three alternative land use scenarios, as described in **Chapter 4: I-269 Development Scenarios**. At this meeting, Steering Committee members were provided with existing land use maps of the corridor. The participants were asked to "recode" or designate undeveloped agricultural parcels for future land uses in each scenario. These future uses included variations on land use types such as residential, commercial, industrial, mixed use or preserved open space. A complete list of land use types can be found in **Appendix C: Land Use Scenario Planning & Place Types**.

STEERING COMMITTEE MEMBERS

Figure A.1 shows the list of members of the I-269 Tennessee Steering Committee, including the title and jurisdiction or organization represented by each member.

Figure A.1

Steering Committee - I-269 TN Regional Vision Study		
Name	Title	Organization
Darek Baskin	City Engineer	City of Millington
John Lancaster	Manager of Planning	MATA
Rick McClanahan	City Engineer	City of Bartlett
Tom Needham	Public Works Director	Shelby County
John Cameron	Director of Engineering	City of Memphis
Brad Davis	Deputy Director of Engineering	City of Memphis
Darren Sanders	Roads and Bridge Engineer	Shelby County
John Pitner	County Planner	Fayette County
Jacyln Smalley	Office Manager	Fayette County
Phillip Stuckert	City Engineer	City of Lakeland
Jason Baker	I269 Project Manager	TDOT
Terry Langlois	Planner	Memphis & Shelby County Office of Planning and Development
Sean Isham	Long Range Planner	Town of Collierville
Steve Hill	Town Engineer	Town of Arlington
Heather Sparkes	Town Planner	Town of Arlington
Paul Young	Administrator, Office of Sustainability	Memphis & Shelby County Office of Planning and Development
John Henszey	Planning Commission Chairman	City of Piperton
Steve Steinbach	City Planner/Manager	City of Piperton
Chad Bowman	Real Estate Development Manager	Memphis & Shelby County Office of Planning and Development
Maura Sullivan	Deputy Chief Administrative Officer	City of Memphis
Angie Midgett	Regional Planning	TDOT
Grace Hutchinson	Deputy Director	Memphis & Shelby County Office of Planning and Development



I-269 TN Regional Vision Study

Steering Committee Meeting #1

April 24, 2012 2:00-4:00 p.m.

Meeting Overview

Objective

Provide an overview of the I-269 TN Regional Vision Study and identify the key planning themes to define the purpose and vision for the study.

Attendees

John Lancaster, MATA
 Jason Baker, TDOT
 Rick McClanahan, Bartlett
 Tom Needham, Shelby County
 Brad Davis, Memphis
 John Pitner, Fayette County
 Jaclyn Smalley, Fayette County
 Phillip Stuckert, Lakeland

Terry Langlois, OPD
 Sean Isham, Collierville
 Steve Hill, Arlington
 Heather Sparkes, Arlington
 Paul Young, Office of Sustainability
 Steve Steinbach, Piperton
 Chad Bowman, Aerotropolis

Pragati Srivastava, MPO
 Carlos McCloud, MPO
 Dan Frazier, MPO
 Sajid Hossain, MPO
 John Paul Shaffer, MPO
 Kate Hendrix, MPO
 Kyle Wagenschutz, MPO

Meeting Overview

Pragati Srivastava - I-269 TN Regional Vision Welcome and Overview

The Steering Committee went around the room and introduced themselves.

Kate Hendrix- Presented PowerPoint slides covering the following topics:

- Study Overview
- Concurrent Studies
- Preliminary Purpose and Need
- Process and Timeline

Paul Young - Discussed the I-269 TN Economic Impact Study that will be led by the Office of Sustainability and how it will compliment with the Memphis MPO I-269 TN Regional Vision Study.

Chad Bowman - Provided a brief update of the Aerotropolis and Airport Master Plan to develop the airport city. A RFP was released and they are in the process of selecting a consultant to develop the plan.

Carlos McCloud- Presented PowerPoint slides covering the following topics:

- Public Involvement
- Steering Committee, ETC, and TPB Roles and Responsibilities

Dan Frazier - Discussed the Visioning Survey Exercise and asked Steering Committee Members to fill one out representing their jurisdiction or organization. Questions on the survey included:

1. What planning themes should be the key focus of the Regional Vision Study?
2. Why is this corridor important to your jurisdiction?
3. Why is this corridor important to the region?
4. Describe how the corridor is currently included in your jurisdiction's future land use and transportation plans.



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Meeting Overview

John Paul Shaffer- Discussed the GIS Data needed as well provided maps to the jurisdictions for their review to ensure that the existing data on file is the most current. MPO is requesting the jurisdictions to provide new and updated data by May 8.

The Steering Committee took a short break while the MPO Staff reviewed the results from the Visioning Survey Exercise and added them to the PowerPoint for discussion.

Dan Frazier- Discussed the results from the Visioning Survey Exercise with the Steering Committee.

The planning themes that received the highest number of votes for the study included:

- Land Use Patterns - 9 votes
- Economic Vitality - 8 votes
- Collaboration Among Jurisdictions - 7 votes
- Impact of Livability - 4 votes

The following planning themes also received votes:

- Mobility Options (People) - 2 votes
- Protect Existing Assets - 2 votes
- Congestion Management - 1 vote
- Context Sensitive Solutions - 1 vote
- Mobility Options (Freight) - 1 vote
- Transit-supported Land Uses - 1 vote

The following planning themes did not receive any votes:

- Air Quality
- Environmental Justice
- Operations and Management
- Protect Environment
- Safety of Transportation System

The following were reoccurring common themes to the questions of why the corridor is important:

- Economic Development
- Growth Management and Guided Development
- Connectivity to the Urban Core
- Public Costs (Resources focused to I-269)
- Freight Movement
- Mobility Options

The Memphis MPO will further consolidate and analyze the results from the Visioning Survey and use the information to define the I-269 TN Regional Vision Study's Purpose and Need Statements and Planning Themes.

Dan Frazier - Opened the floor for further discussion on the results from the survey and other questions or comments pertaining to the I-269 TN Regional Vision Study.

Open Discussion

Following were discussion items presented:

Alternative funding sources discussed with the diminishing tax revenue and potential toll possibilities.



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A Planning Toolbox as a possible result of the study including: tolls, impact fees, fee/revenue sharing, inter-jurisdictional agreements.

Economic Vitality: Municipalities looking at I-269 for growth and employment centers, creation of jobs and auto manufacturing.

Collaboration: Looking at municipal land uses maps there is a need to coordinate adjacent land uses across jurisdictions.

Regional Economic Development: Regional thinking using Dallas/Ft. Worth Airport Area as a case study, Revenue Sharing

Will there be significant resistance to development along the I-269 Corridor? Opposition has been raised within the Sustainability Advisory Committee to the potential for industrial development calling I-269 not sustainable. Important to have planning to guide appropriate development along the corridor.

Competing agendas within the region, saw during the LRTP development that municipalities were interested in sustaining their own development.

Regulations (zoning) and utilities are the primary guides for development. Questions include where utilities have been extended and where are they planned for.

Development impact fees as a deterrent for sprawl; the farther you go out from existing infrastructure the higher development fees are.

Generational change in where people want to live. Research suggest that current generations are choosing the urban core over the suburbs. Define what "the core" is can each municipality have its own urban core? Walkability and proximity to jobs/amenities as a factor in housing choices.

Next Steps

Dan Frazier - Discussed the next steps for the study. Following are future meeting dates:

Steering Committee Meetings, 1075 Mullins Station Road, Room W263, 2:00-4:00 p.m.

- May 29 - Meeting #2
- June 19 - Meeting #3
- July 24 - Meeting #4
- August 28 - Meeting #5

Open House Public Meetings, 5:00-7:00 p.m.

- June 5 - Location TBD
- June 6 - Location TBD
- June 7 - Lakeland Clubhouse, 4523 Canada Road, Lakeland
- June 14 - Benjamin L. Hooks Central Library, 3030 Poplar Avenue, Memphis
- August - Location and Date TBD



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I-269 TN Regional Vision Study

Steering Committee Meeting #2

May 29, 2012 2:00-4:00 p.m.

Meeting Summary

Objective

Update the Steering Committee on study progress to date, and review the questions and activities for the public workshops and public questionnaire for clarity and appropriateness.

Attendees

John Lancaster, MATA	Terry Langlois, OPD	Pragati Srivastava, MPO
Jason Baker, TDOT	Sean Isham, Collierville	Carlos McCloud, MPO
Rick McClanahan, Bartlett	Steve Hill, Arlington	Dan Frazier, MPO
Tom Needham, Shelby County	Paul Young, Office of Sustainability	Sajid Hossain, MPO
Brad Davis, Memphis	Chad Bowman, Aerotropolis	John Paul Shaffer, MPO
Phillip Stuckert, Lakeland	Darek Baskin, Millington	Kate Hendrix, MPO
John Henzey, Piperton	Maura Sullivan, Memphis	Kyle Wagenschutz, MPO

Meeting Overview

John Paul Shaffer, MPO planner, welcomed the steering committee and gave a presentation describing an overview and MPO staff progress on the study so far, including:

- Summary of the survey questions and visioning discussion from Steering Committee meeting #1
- Site visit by the MPO staff to the I-269 TN corridor for data collection and public outreach
- Data collection and mapping
- Completion of the draft Public Questionnaire
- Public outreach efforts, including email lists, public notices, and media coverage

Mr. Shaffer also presented an overview of the public questionnaire, which is to be administered at each of the four upcoming public workshops (Collierville, Millington, Lakeland, and Memphis) in June, as well as online through a link on the MPO website.

Kate Hendrix, MPO planner, guided the steering committee members through a run-through and discussion of the public workshop exercises and the public questionnaire, consisting of the following categories:

- Background information
- Land use and transportation questions
- Visual Preference Survey

Discussion of the Public Questionnaire and Workshop Activities

Through an open discussion during the trial run of the workshop activities, several suggestions were made to the MPO staff for improving, clarifying, or simplifying the public questionnaire and visualization materials for the workshops.



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Discussion (cont'd)

The suggestions made by the steering committee were primarily focused on the following:

Clarity of the Purpose and Scope of the Study

It should be plainly and clearly stated that the study is not intended to undermine the municipalities' planning and land use decisions, but to compliment them and create a regional dialogue regarding the development of the I-269 corridor. MPO staff agreed that this clarification will be prominently featured in the video presentation shown to all participants at the workshops. It was discussed that municipal officials may decide to revisit existing plans and policies based on the study results, at their discretion.

Mapping and Visualization

A suggestion was made to add a specific reference to the two mile wide planning corridor on all maps accompanying the public questionnaire. It was also requested that the maps be clearly labeled as showing existing land uses.

Steering committee members reviewed the photos used in the Visual Preference Survey portion of the questionnaire and made suggestions for some to be replaced with more appropriate options.

Study and Workshop Process

Several comments were given regarding the structure and content of the land use questions. It was agreed that the questions should be simplified and that participants should be given quantifiable examples or scenarios from which to choose, rather than asking them to assign percentages to land use types. It was also requested that instructions for moving through the three stations at the workshops be added to the questionnaire handout.

MPO staff acknowledged the comments and suggestions made by the steering committee and agreed to revisit the survey to make adjustments based on the discussion prior to the public workshops.

Next Steps

Mr. Shaffer presented a summary of the upcoming study tasks, including the upcoming public workshops from June 5-14, the analysis of the input gathered at those meetings and from the online survey, and the development of the draft study document through July 2012.

A reminder was given of the next steering committee meeting, on June 19 from 2 to 4 p.m. at 1075 Mullins Station Rd, Room 263-W.





I-269 TN Regional Vision Study

Steering Committee Meeting #3

June 19, 2012 2:00-4:00 p.m.

Meeting Summary

Objective

Update the Steering Committee on the outcomes from the I-269 open house public meetings, preliminary survey results, and the next steps in preparation for the draft study document.

Attendees

John Lancaster, MATA
Rick McClanahan, Bartlett
Hugh Teaforad, Memphis
Phillip Stuckert, Lakeland
John Pitner, Fayette County
Jaclyn Smalley, Fayette County
John Henzey, Piperton

Terry Langlois, OPD
Sean Isham, Collierville
Grace Hutchinson, OPD
Heather Sparkes, Arlington
Steve Hill, Arlington
Darek Baskin, Millington
Dennis Lynch, Citizen

Dan Frazier, MPO
Sajid Hossain, MPO
John Paul Shaffer, MPO
Kate Hendrix, MPO
Kyle Wagenschutz, MPO

Meeting Overview

Kate Hendrix, MPO planner, welcomed the steering committee and gave a presentation describing progress on the study so far, including:

I-269 open house public meeting outcomes
Preliminary results from the background survey information and Station 1: Visual Preference Survey

Meeting Attendance at 4 Open House Public Meetings:

Collierville, June 5 - 66 attendees
Millington, June 6 - 59 attendees
Lakeland, June 7 - 69 attendees
Memphis, June 14 - 44 attendees
TOTAL: 238 attendees (average 60 per meeting)

June 15 - 267 Surveys Completed, Survey is open through June 30

Dan Frazier, MPO planner, continued the presentation and discussion specifically looking at the following:

Preliminary results from Station 2: Preferred Land Uses, Station 3: Planning Themes, and the survey questions
Tolling in Tennessee
Reoccurring general comments and concerns from the public
Review of the study timeline to date
Future public meeting(s)
Development of the draft study

The preliminary results show that the preferred land uses for all 3 segments are Ag/Farmland, Parks/Open Space, and Residential Single-Family. The top three planning themes for the study, defined by the public are Economic Vitality, Quality of Life, and Land Use Patterns. The top three planning themes for the study, defined by the steering committee are Economic Vitality, Land Use Patterns, and Jurisdictional Collaboration, which ranked last among the public.



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Discussion on Draft Document and Future Public Meetings

Through an open discussion, several suggestions were made to the MPO staff regarding the timeline and location for future public meetings and recommendations for the draft study document.

The suggestions made by the steering committee were primarily focused on the following:

Future Public Meeting(s)

The original scope of the study included a series of four initial public open house meetings followed by one public meeting in late August/early October to present the draft study document and get additional public comments and input. A recommendation was made from the steering committee to hold an additional public meeting, for a total of two future public meetings. It was recommended that the next public meeting be held in late August to review the draft study document and solicit public comments followed by an additional meeting in late October to present the final document with the incorporated comments. The MPO is aware that this could potentially push the completion of the study back a month to November. The MPO will consider the steering committee's recommendation and evaluate to determine the future meeting calendar.

Future Public Meeting Location

The steering committee along with the Memphis MPO staff discussed potential locations for the next public meeting(s). Recommendations were made to hold the meeting in a location as far East as possible to serve the communities most impacted by the I-269 corridor. Southwest Community College was selected as the preferred location. The MPO will check on availability of this facility and report back to the steering committee. To increase public awareness of the meeting a suggestion was made to place posters in the locations of the past meetings as well as contact the citizens that attended the past meetings. The MPO has updated its interested citizens database to include all those who attended the I-269 open houses.

Development of the Draft Study

Several comments were given regarding the format and structure of the study. A recommendation was made to look at the future land use plans for the jurisdictions not just the existing plans. The Memphis MPO has collected this data from the jurisdictions and plans to include it as part of the study. Another recommendation was made to put the five land use scenarios that the public voted on into the travel demand model to see how congestion would change with the different scenarios. The MPO is going to look into the ability to use the travel demand model and community viz for this study and will report back to the steering committee. Steering committee members also commented that their municipalities would like to know what the citizens preferred for the visual preference survey and land use recommendations as a whole and specific to those living in their jurisdictions.

Next Steps

The Memphis MPO is going to resend the I-269 survey link to the steering committee members and ask that they take the survey if they have not had the opportunity and send it to their neighborhood and special interest groups. The survey will be available online through June 30th.

A reminder was given of the next steering committee meeting, on July 24 from 2 to 4 p.m. at 1075 Mullins Station Rd, Room 263-W.



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I-269 TN Regional Vision Study

Steering Committee Meeting #4

August 28, 2012 2:00-4:00 p.m.

Meeting Summary

Objective

Update the steering committee on the outcomes from the public questionnaires, the outline for the draft report and the timeline and future public meeting dates.

Attendees

John Lancaster, MATA
Rick McClanahan, Bartlett
Brad Davis Memphis
Phillip Stuckert, Lakeland
John Pitner, Fayette County
Jaclyn Smalley, Fayette County
John Henzey, Piperton

Terry Langlois, OPD
Sean Isham, Collierville
Chad Bowman, OPD
Heather Sparkes, Arlington
Steve Hill, Arlington
Darek Baskin, Millington
Darren Sanders, Shelby County
Dennis Lynch, Citizen

Jason Baker, TDOT
Dan Frazier, MPO
Sajid Hossain, MPO
John Paul Shaffer, MPO
Kate Hendrix, MPO
Carlos McCloud, MPO
Kyle Wagenschutz, MPO

Meeting Overview

Kate Hendrix, MPO Transportation Planner, welcomed the steering committee and gave an overview of the agenda.

Carlos McCloud, MPO Transportation Planner, continued the presentation and gave an update on the public questionnaire results and planning themes:

The top three land uses that the citizens would like to see along the corridor were Ag/Farmland, Parks/Open Space, and Residential Single Family. The top three planning themes for the study, defined by the public, were Economic Vitality, Quality of Life, and Land Use Patterns.

Sajid Hossain, MPO Transportation Planner, continued the presentation and discussed the Measures of Effectiveness (MOEs) that will be used to evaluate the scenarios.

The Measures of Effectiveness reflect the planning themes for the study and are grouped into four categories: Land Use Patterns, Quality of Life, Economic Vitality, and Transportation. The results from the MOEs will allow us to look at the which scenarios reinforce the goals and objectives of the Long Range Transportation Plan for the region.

John Paul Shaffer, MPO Transportation Planner, continued the presentation and discussed the Community Viz Land Use Model and the Memphis Travel Demand Model that will be used to evaluate the scenarios. Following are the four scenarios for modelling:

1. **Base Growth Scenario** - This scenario was adopted by the MPO's Transportation Policy Board for use in the 2040 Long Range Transportation Plan.
2. **I-269 Public Survey Scenario** - This scenario reflects the primary land uses that were recommended from the public questionnaire results. The primary land uses were conservation/agriculture, preserved open space, single-family residential, and limited commercial and warehouse/industrial.



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Meeting Overview

3. **High Growth Scenario** - This scenario looks at regional growth targeted to the I-269 corridor with aggressive growth projections.

4. **Focused Growth Scenario** - This scenario balances the elements of the I-269 Public Survey Scenario and the High Growth Scenario with a focus in development around the interchanges.

Kate Hendrix, MPO Transportation Planner, continued the presentation and discussed the draft report outline and the timeline for the remainder of the study.

Following are key dates for the I-269 TN Regional Vision Study:

September 20 - Steering Committee Meeting #5, 2:00-4:00 pm, 1075 Mullins Station Road, Room W263, Memphis

November - December - 30-day Public Review and Comment Period

November 27 - Public Meeting Draft Review, 5:30-7:30 pm, Holiday Inn & Suites, Wolfchase Galleria, 2751 New Brunswick Road, Memphis

December 13 - Public Meeting Final Review, 5:30-7:30 pm, Holiday Inn & Suites, Wolfchase Galleria, 2751 New Brunswick Road, Memphis

December - I-269 TN Regional Vision Study Completed

There was some discussion on the location for the final two public meetings. The MPO looked at multiple venues to select a location that was central to the corridor, could accommodate a large number of citizens, and was accessible by public transit. The City of Piperton representative recommended an additional meeting in Fayette County to gather input from the Mayor, Boards, and Committees. The MPO will work with Piperton to find a time to meet and gain input and insight on the I-269 corridor from local officials and leaders.

Next Steps

The Memphis MPO is going to meet with the Steering Committee on September 20 from 2:00-4:00 pm, to review the four scenarios: Base Growth Scenario, I-269 Public Survey Scenario, High Growth Scenario, and Focused Growth Scenario. At this meeting the steering committee will assist the MPO with a mapping exercise to appropriately code the four alternative scenarios which will be keyed into the Community Viz Land Use Model by the MPO. At this meeting we will also go into some discussion on transportation alternatives and recommendations for the study.



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APPENDIX B

PUBLIC QUESTIONNAIRE

The public questionnaire for the I-269 Tennessee Regional Vision Study was created to identify how citizens along the corridor and through the region would like to see the I-269 corridor developed. The questionnaire was administered at the first round of public meetings and online, as described in **Chapter 3: Forming a Regional Vision**. The information gathered through this informal survey was intended to gain insight from the public on their preferences for land use types and transportation facilities, preferred land uses along the I-269 corridor, study planning themes, and background information.

Over 400 questionnaires were completed during the development of the study with a breakdown of 238 surveys completed at the open house public meetings and 174 surveys completed online.

An analysis of demographic information for questionnaire respondents can be found in Chapter 3: Forming a Regional Vision. The questionnaire input related to the vision for the corridor's development is discussed in detail in **Chapter 4: I-269 Development Scenarios**.

Included in this appendix, shown in **Figures B.1** and **B.2**, are the full two-page public questionnaire, the images used and results of Station 2, the informal "Visual Preference Survey" as described in Chapter 4, and the full list of comments that were submitted with the questionnaire, as well as additional comments received by the MPO during the first round of public meetings.

Figure B.1



Background Information

1. Where do you live within the Mid-South? (check one)

- | | |
|--|---|
| <input type="checkbox"/> Arlington, TN | <input type="checkbox"/> Germantown, TN |
| <input type="checkbox"/> Braden, TN | <input type="checkbox"/> Lakeland, TN |
| <input type="checkbox"/> Bartlett, TN | <input type="checkbox"/> Memphis, TN |
| <input type="checkbox"/> Collierville, TN | <input type="checkbox"/> Millington, TN |
| <input type="checkbox"/> Desoto County, MS | <input type="checkbox"/> Piperton, TN |
| <input type="checkbox"/> Unincorporated Fayette County, TN | <input type="checkbox"/> Unincorporated Shelby County, TN |
| <input type="checkbox"/> Gallaway, TN | <input type="checkbox"/> Other: _____ |

2. Please indicate the zipcode for your:

Home _____ Work _____

3. What is your gender? (check one)

- Male Female

4. What is your age? (check one)

- | | |
|---|--|
| <input type="checkbox"/> 18 years and under | <input type="checkbox"/> 50-59 years old |
| <input type="checkbox"/> 19-29 years old | <input type="checkbox"/> 60-69 years old |
| <input type="checkbox"/> 30-39 years old | <input type="checkbox"/> 70-79 years old |
| <input type="checkbox"/> 40-49 years old | <input type="checkbox"/> 80 years and over |

5. How far is your commute to work? (check one)

- | | |
|--|---|
| <input type="checkbox"/> Within 1 mile | <input type="checkbox"/> 11 to 20 miles |
| <input type="checkbox"/> 1 to 5 miles | <input type="checkbox"/> 21 to 30 miles |
| <input type="checkbox"/> 6 to 10 miles | <input type="checkbox"/> More than 30 miles |
| | <input type="checkbox"/> Not applicable |

6. On average, how long is your commute to work? (check one)

- | | |
|---|--|
| <input type="checkbox"/> Less than 10 minutes | <input type="checkbox"/> 41 to 50 minutes |
| <input type="checkbox"/> 10 to 20 minutes | <input type="checkbox"/> 51 to 60 minutes |
| <input type="checkbox"/> 21 to 30 minutes | <input type="checkbox"/> Greater than 1 hr |
| <input type="checkbox"/> 31 to 40 minutes | <input type="checkbox"/> Not applicable |

7. What form of travel do you most often use for the following activities? (check one for each)

	Drive Alone	Drive with Others	Bus	Bike	Walk	N/A
Work	<input type="checkbox"/>					
Shopping	<input type="checkbox"/>					
Recreation	<input type="checkbox"/>					

Station 1

Proceed to Station 1. Look at the four pictures and place a dot next to your preferred two images for each category.

Station 2

Proceed to Station 2. Answer the questions related to the I-269 corridor, which has been broken into three segments.

1. Select the top three uses that you would like to see along each segment of the two mile-wide corridor. (check three)

Northwest Segment

- Residential/Single-Family _____
- Residential/Multi-Family _____
- Retail/Commercial _____
- Office _____
- Industrial _____
- Agricultural/Farmland _____
- Parks/Open Space _____
- Mixed-Use _____

Central Segment

- Residential/Single-Family _____
- Residential/Multi-Family _____
- Retail/Commercial _____
- Office _____
- Industrial _____
- Agricultural/Farmland _____
- Parks/Open Space _____
- Mixed-Use _____

Southeast Segment

- Residential/Single-Family _____
- Residential/Multi-Family _____
- Retail/Commercial _____
- Office _____
- Industrial _____
- Agricultural/Farmland _____
- Parks/Open Space _____
- Mixed-Use _____

2. Based on the examples (A-E) on the display boards, put the letter of your preferred choice for each of the segments.

Northwest Segment _____

Central Segment _____

Southeast Segment _____

Station 3

Proceed to Station 3. Place a dot next to your preferred three planning themes.

Figure B.2



Survey Questions

1. How often do you currently use the I-269/SR-385 corridor? (check one)

- Daily
- 3-5 Trips per week
- 1-2 Trips per week
- 3-5 Trips per month
- 1-2 Trips per month
- Less than 1 month

2. After I-269 is completed how often do you anticipate using this corridor? (check one)

- Daily
- 3-5 Trips per week
- 1-2 Trips per week
- 3-5 Trips per month
- 1-2 Trips per month
- Less than 1 month

3. How likely would you be to use public transportation if it were a reliable option along I-269? (check one)

- Very Likely
- Unlikely
- Somewhat Likely

4. Select three of the following initiatives related to transportation that you would like to see incorporated into the study. (check three)

- Walkability
- Transportation Choices
- Proximity to Services
- Employment Opportunities
- Housing Options
- Safety
- Recreation
- Environment

5. Are you experiencing more traffic congestion and delay now than 5 years ago? (check one)

- Yes
- No

6. If you answered "Yes" to the previous question, what do you think contributed to the increase in congestion?

8. Do you think traffic congestion will change with the completion of I-269? (check one)

- Yes, will increase
- No, will stay the same
- Yes, will decrease

9. What factors might influence you to consider a different form of travel (ex. bike or bus)? (check all that apply)

- Increased Gas Prices
- Health/Physical Activity
- Better Use of Time
- None of the Above

10. What do you feel is most important to being regionally competitive in the Mid-South? (rank 1-4 with 1 being the highest and 4 being the lowest)

- _____ Access to Amenities
- _____ Educated Workforce
- _____ Connection to an Efficient Transportation System
- _____ Efficient Freight Movement

11. If economic growth were to occur within the corridor what types of jobs would you like to see? (rank 1-4 with 1 being the highest and 4 being the lowest)

- _____ Manufacturing
- _____ Warehouse
- _____ Office/Professional
- _____ Retail

Additional Comments:

7. How close would you be willing to live to the following employment centers. (check one for each)

	less than 1 mile	1-5 miles	6-10 miles	more than 10 miles
Office/Business Park	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Office Strip	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Light Manufacturing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Heavy Manufacturing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Warehouse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Retail - Neighborhood	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Retail - Regional	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Visual Preference Survey

A visual preference survey is a planning and research tool that can be used to generate feedback from respondents on physical design alternatives. For the purposes of the I-269 Tennessee study, an informal visual preference survey was included with the public workshops and questionnaire to gather input on preferences for different types of development and transportation infrastructure.

In each of nine categories – four for land use types and five for transportation facilities – participants were shown four images and asked to rank them in order of preference. The responses were weighted and compiled as shown in the following images.

Figure B.3

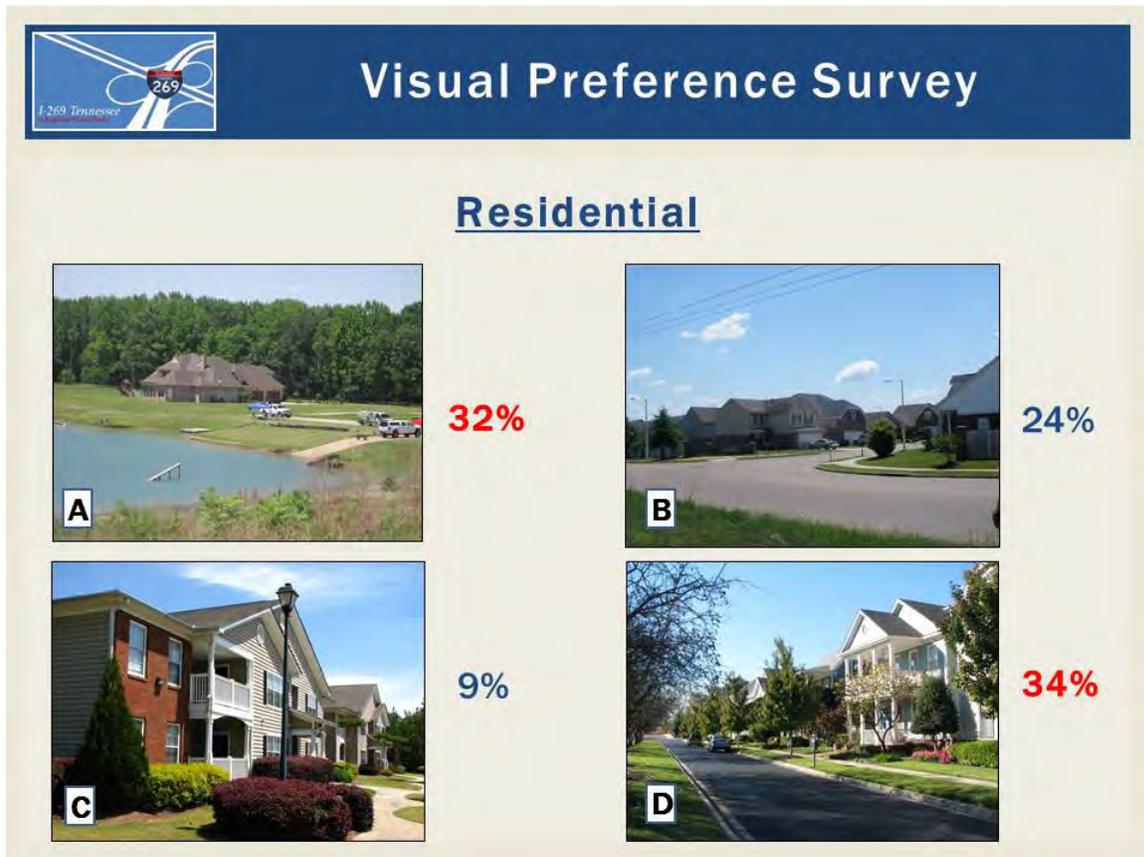


Figure B.4

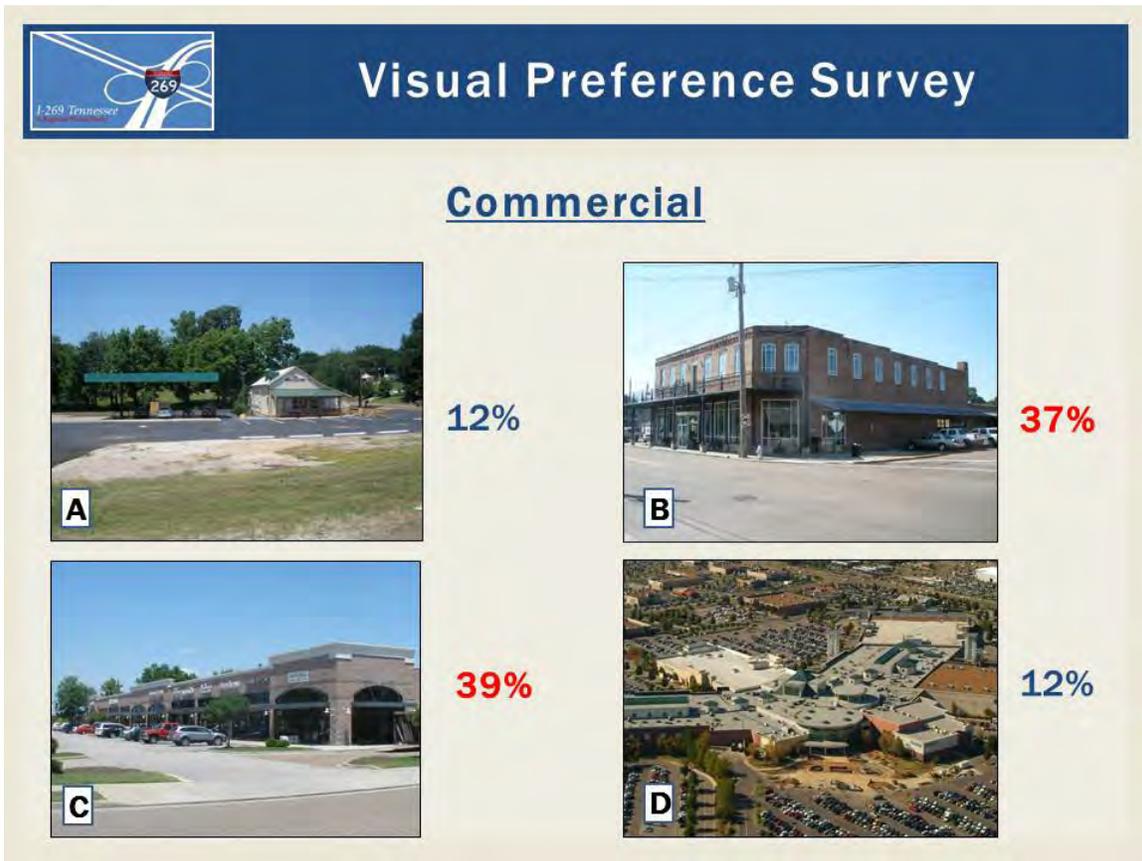


Figure B.5

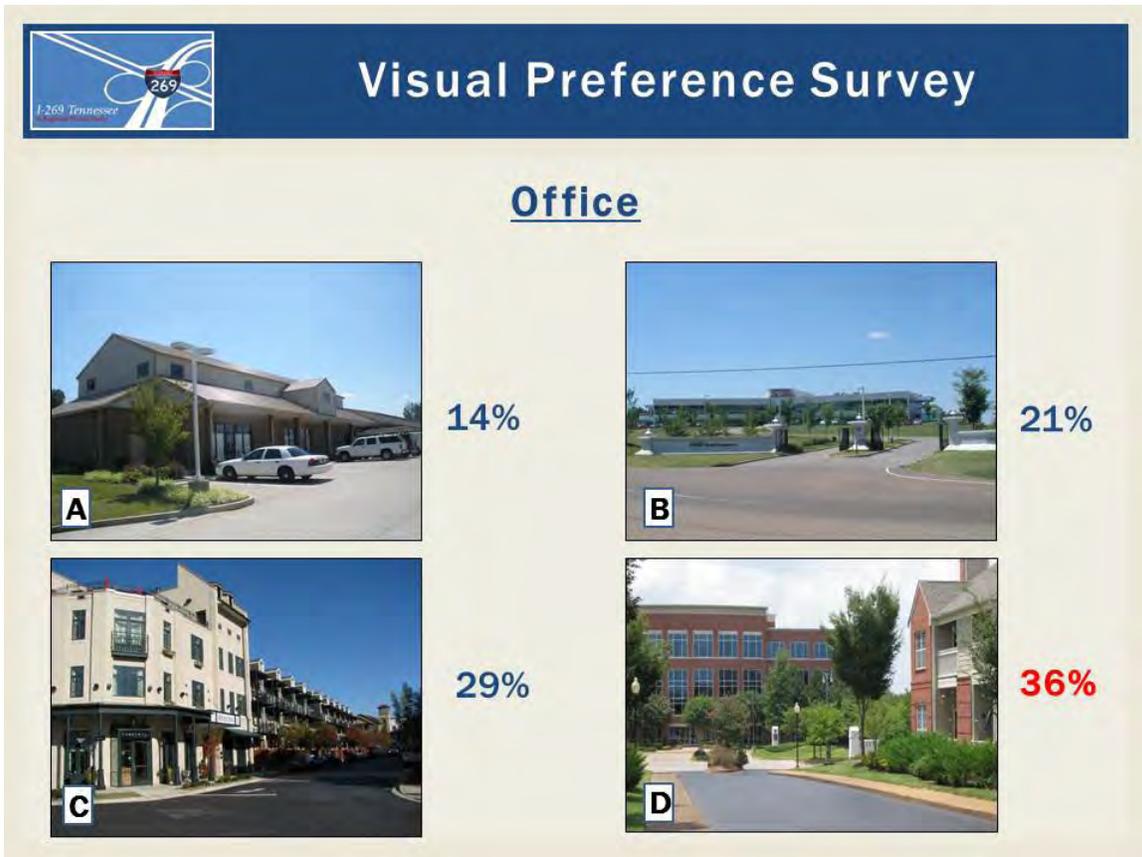


Figure B.6

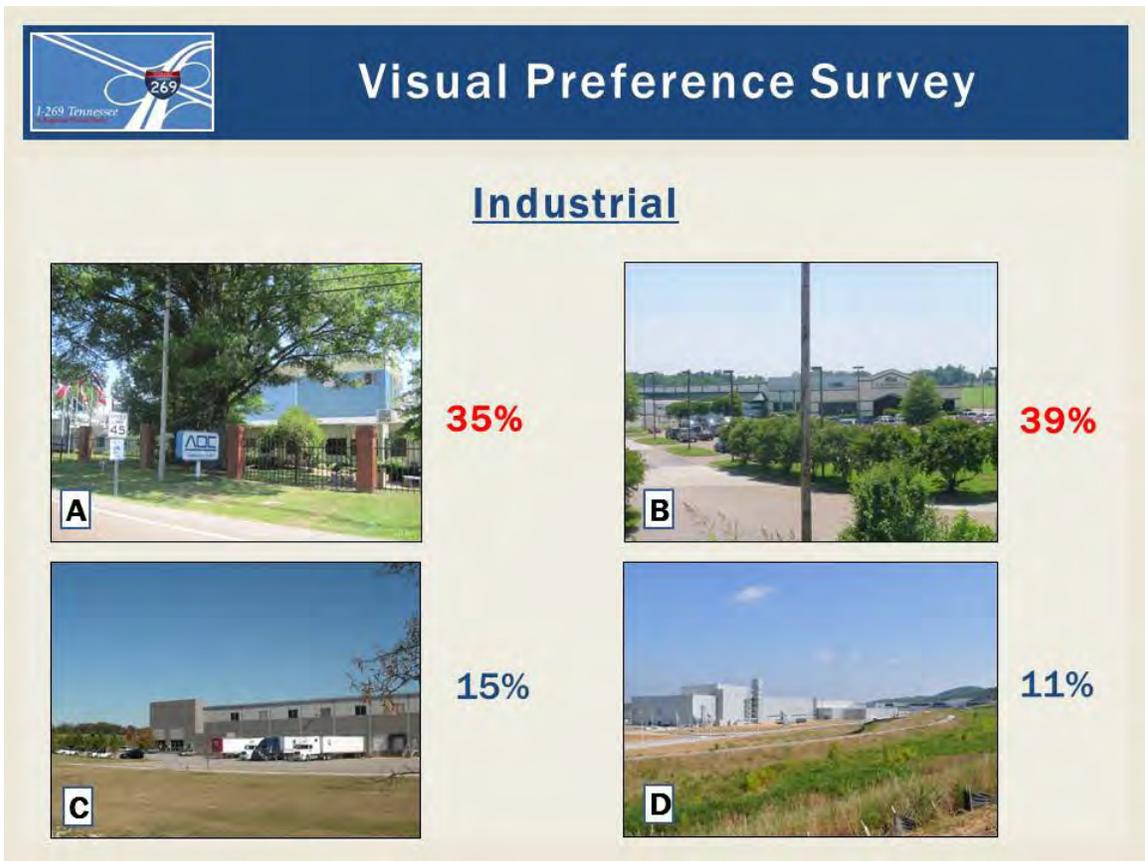


Figure B.7

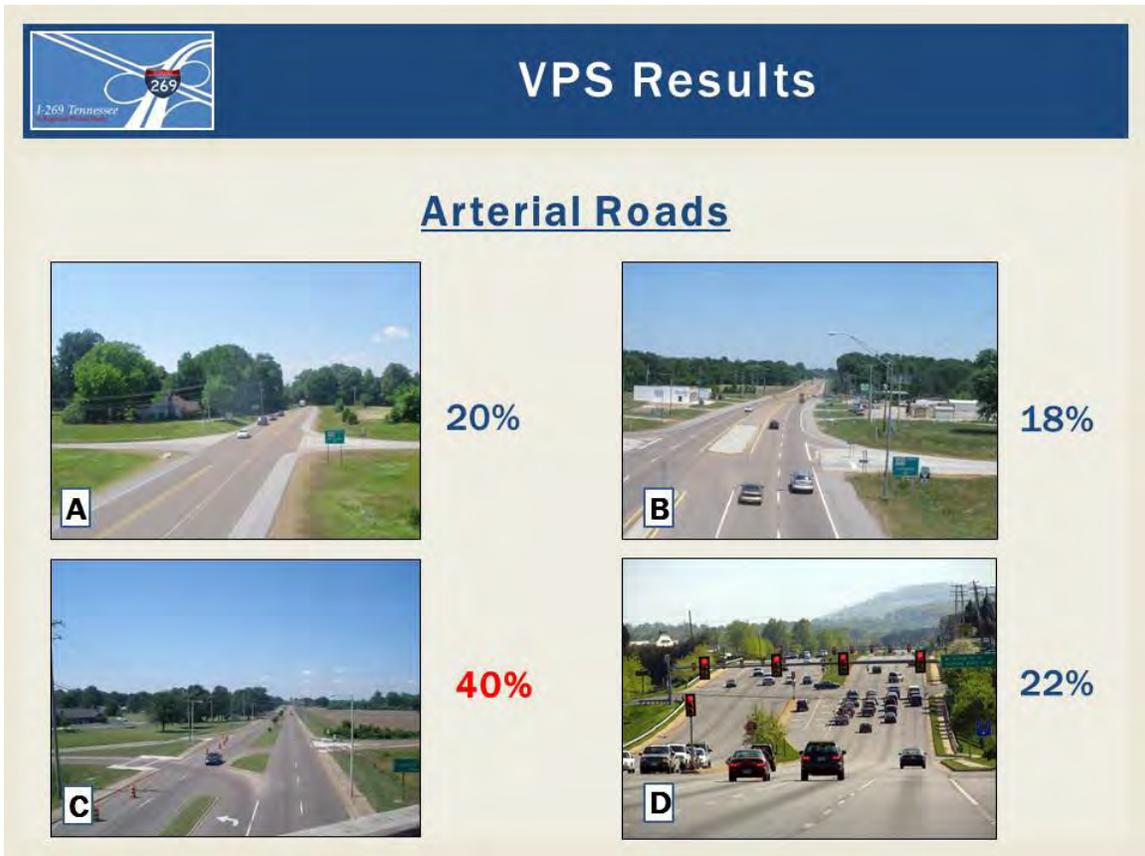


Figure B.8

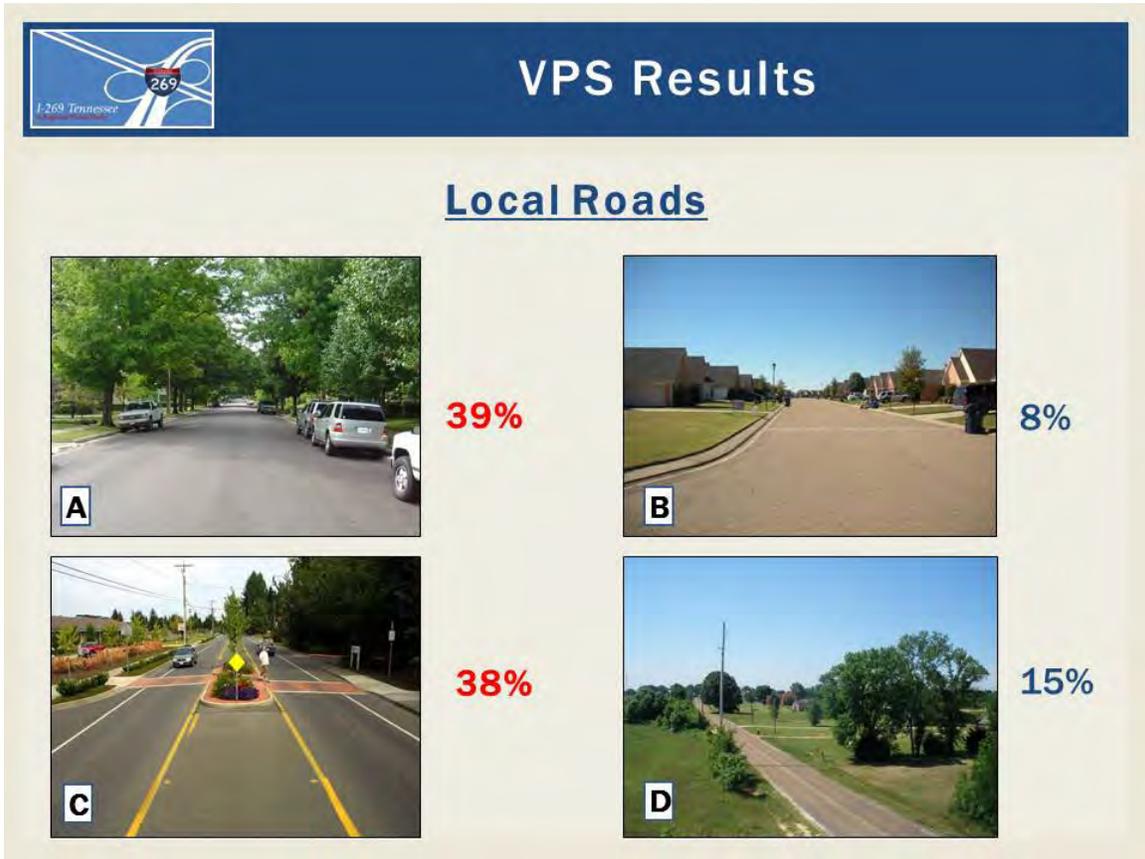


Figure B.9

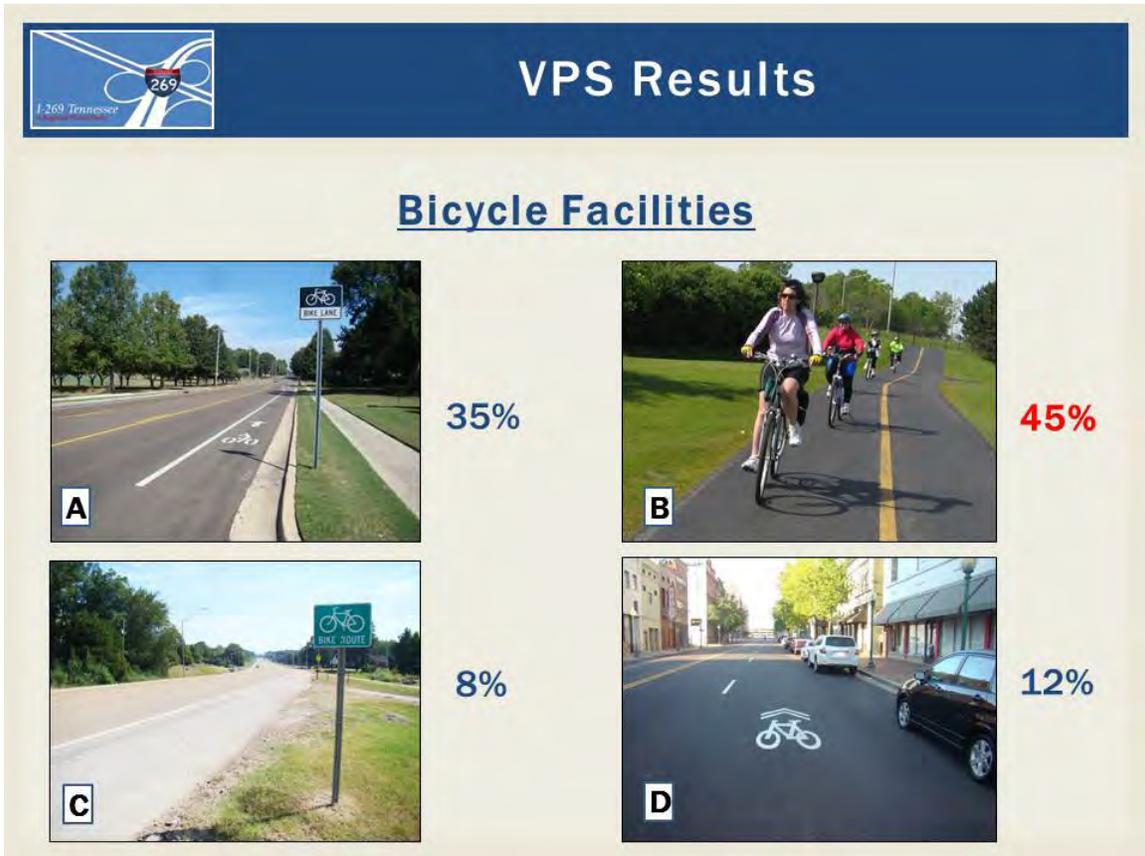


Figure B.10

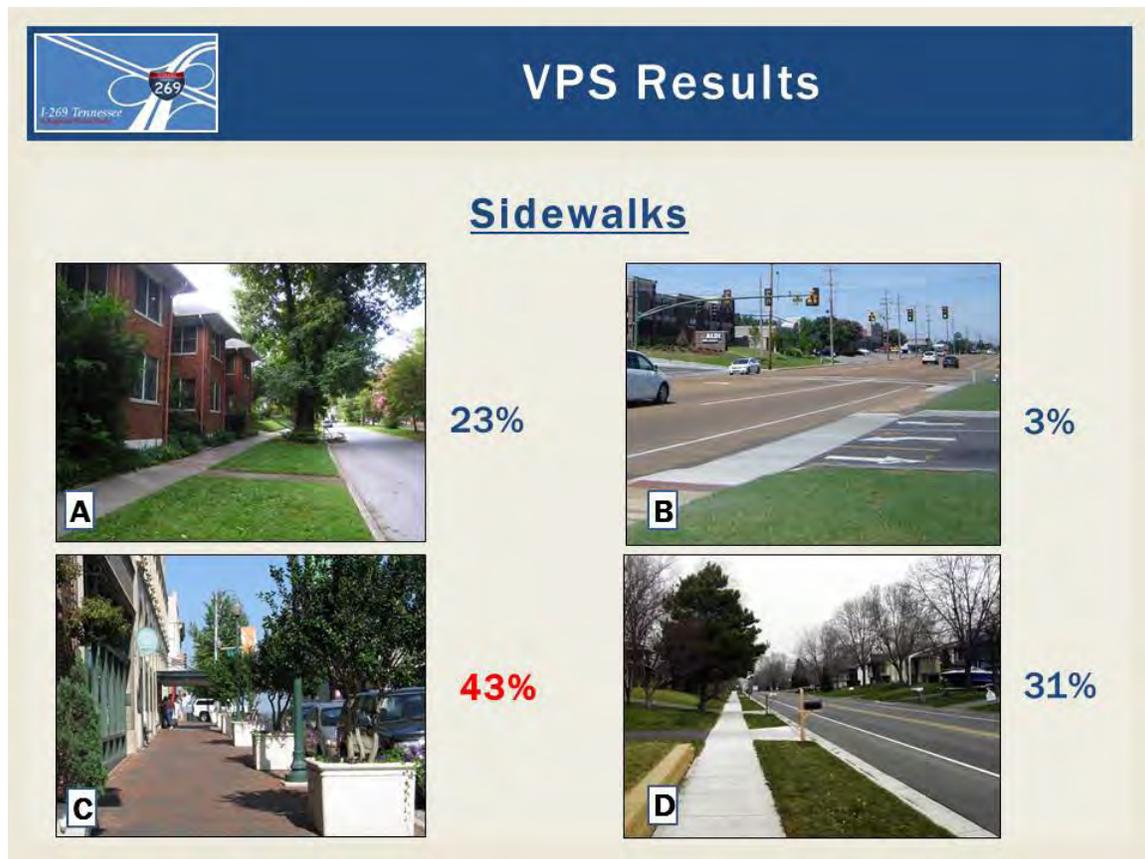
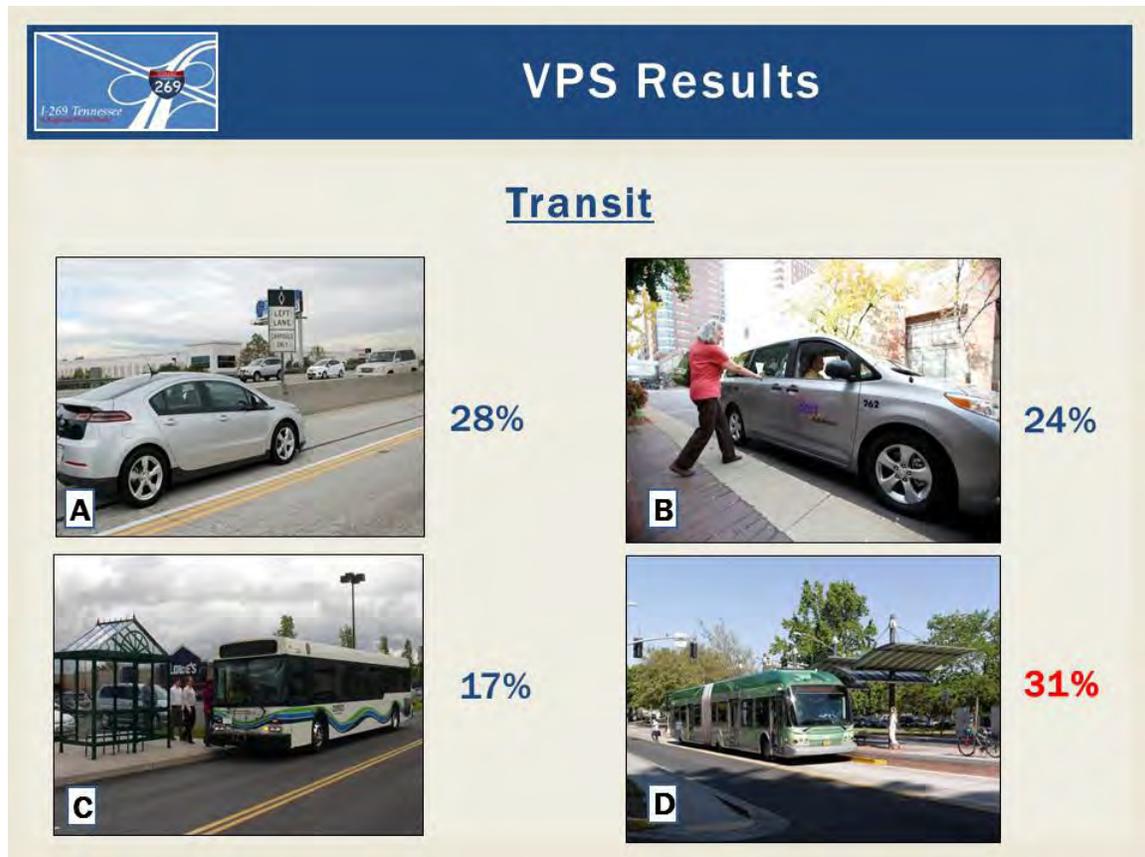


Figure B.11



COMMENTS FROM THE I-269 TENNESSEE PUBLIC QUESTIONNAIRE

- Would like to keep our area the same. We moved out here for a nice quality of life.
- Will these areas be developed according to standards similar to the Unified Development Code of Memphis? Will there be Park and Ride lots to facilitate carpooling and bus transit?
- Will there be a vote on proposed visions? Who owns the property in the corridor? Is it privately held or public land? If it is privately held, what do the owners want? Are these the only options?
- Will provisions be made to create Park & Ride lots which are safe and convenient for carpools & bus rapid transit? Will the other jurisdictions be encouraged to adopt standards similar to the UDC? I was impressed with the guiding principles of DeSoto County Steering Committee & hope we will have similar ones.
- Why, and under whose authority, is this study being done? Is the land not already zoned and the roads built (or nearly complete)? Who is paying for the MPO? Property owners should have MAJOR input into this process. They have a right to request re-zoning if desired.
- When planning for future development in the corridor of I-269. Public parks need to be incorporated in urban planning. Do a study on Herb Parson's Lake, and find a trait that it has and apply it to future public parks. Bicycle and even horse trails need to be incorporated. Instead of the blight of the Urban sprawl. We can add one or two new communities, but they need to be centralized. Great case studies would be Charleston, SC, Cordova the Town, Harbor Town, Davis Plantation Subdivision, Shelby Farms, and most importantly The Avenue carriage crossing outdoor mall in Collierville. It would be neat if a community was built like The Avenue carriage crossing mall, with historical character, but have apartment lofts above the retail areas, maybe even incorporate brownstone style condos giving the community a twist of culture. 1 to 2 miles out of the community, incorporate at least 3 single family homes per 1/2 mile. Enough of the urban sprawl! Go by the lay of the land. When future development takes place make it inviting, clean, fun, and environmentally friendly. Let the cotton, corn, and beans grow. Let the cattle, and horses roam the fields. Let the deer pant for the river, and creekside waters. While we have a chance let's take a moment and appreciate nature. Through nature we should find a better appreciation of life. Nature should be a balance of our everyday lives.
- What impact is this expected to have on nearby neighborhoods? it can't be good. also, how will intermodal truck traffic get to 269?
- We need to keep as many trees and green areas as possible to reduce urban heat and water runoff.
- Very good survey. Excellent method of getting input from many who otherwise may not do so.
- Use the empty buildings that are already there. The video sound was too low because the room next door was too noisy.
- Transportation planning must include redevelopment within the city. Routing heavy trucks and realignment of the railroads away from trisecting the county must be done. Low speed boulevards,

connected walk and bike routes must be built. A merge of public funded complexes must be developed with real livable neighborhoods connected.

- Transportation
- Traffic circles (rotaries) are an excellent alternative to traffic lights and should be considered as an option before intersections managed by traffic lights. They are cheaper to build and maintain than a traffic light controlled intersection; the number of accidents are significantly reduced; traffic is better managed; and they add character to the town/area.
- Too much crime on the greenline to be safe during "off" hours. Need more bike lanes everywhere. Need car motorists better educated re: cyclists and defined / safer bike lanes everywhere.
- Tipton county, population growth
- This study is formulating data and I do not believe it is transparent enough.
- This project represents an investment in a future liability for which there is no sustainable recovery. In the most optimistic case, revenues generated from any development along this road will never meet the lifecycle maintenance cost of the road and required service infrastructure, meaning that county and city governments will have to find additional revenue sources to pay for lifecycle maintenance over an above any "new" tax revenues from development. Any development along this roadway represents more net sprawl, and will require installation of exponentially expensive and unsustainable infrastructure investments by the county and city to provide public utility and public safety services. To mitigate this future liability, this project should not be expected to drive any residential or retail development, and should instead serve as a limited access by-pass for freight leaving, or travelling around Memphis.
- This project is completely and totally a waste of money and will only contribute to more sprawl. Please do everything to cancel it now.
- This is all a waste of time. This is hard to understand what impact all of this will have. There needs to be a better explanation for the people.
- THE MEMPHIS AREA NEEDS AN EFFECIAN ARTIERYWAY AROUND THE CITY WITHOUT HAVING TO USE THE NEIGHBORHOOD STREETS, OR LOCAL STREETS. MEMPHIS NEEDS AN INTERSTATE TYPE SYSTEM THAT COMPLETELY GOES AROUND THE OUTER AREAS OF THE COUNTY SUCH AS 385 BUT NEEDS TO BE CONNECTED WITH ANOTHER AVENUE TO ACCESS ARKANSAS OTHER THAN I-55 THROUGH WEST MEMPHIS. I WOULD SUGGEST A NEW BRIDGE ACROSS THE MISSISSIPPI RIVER IN THE MILLINGTON AREA AND CONTINUE 385 ACROSS THAT BRIDGE TO I-55.
- The least evasive, fewest exit ramps the better. Keeping this as a strictly interstate freight thorough is preferred. Please be conscientious of water run-off, soil erosion, etc.
- The land surrounding 385 is already being used. Is this a proposal for zoning changes? I live in Fayette County. I DO NOT want Shelby County to decide our land use/zoning. Free market drives development -- we want suburban residential.

- The existing corridor is largely rural with productive agricultural land and high scenic quality. Most of the agricultural land should be preserved, with concentrated mixed-use development only at the interchanges. Residential development can also be part of the corridor, with higher density near the interchanges. Lower density residential should be carefully located to take advantage of open space (including scenic farm land), as well as proximity to roads and infrastructure. Large sites for industrial/warehouse development should be carefully located within the corridor, as this is one of the few growing economic drivers in our economy. Corridor development must preserve critical open space elements -- flood plains and stream corridors, wetlands, and mature hardwood forests to the extent possible. This open space network can be part of the template for a bicycle/pedestrian system, providing alternative transportation and connectivity within and beyond the corridor. J. Ritchie Smith, ASLA Ritchie Smith Associates
- The development needs to be sustainable and provide needed economic development for current and future work force and provide positive economic benefit for both the local jurisdictions and the region without requiring a potential tax burden for services and support that outweighs the economic benefits provided.
- The connection of 385 at 240 led to the decline of the area; I sold my home near Quince at a loss. Collierville is a nightmare; the Wolf River is at risk; etc. Urbanization is inevitable; but I do see I-269 as a conduit for crime as access/egress from the city increases opportunity for criminals (see Cordova)...When Arlington looks like Collierville, I will move further east
- The areas in the corridor should NOT be developed. It will only steal from the core. Make this a toll road with limited access.
- Thanks for asking.
- Sorry there were no good mixed use examples.
- Simply increase the efficiency of our road construction. I'm an engineer, these types of projects should be measured in months, not years. Its embarrassing as a Shelby County resident for visitors to see re-grading of road beds to clear away the years of foliage that has grown over the prior grading simply because we cannot plan a project correctly - wasted time and money.
- Save as much of the land and trees as possible
- Property owners themselves should decide what they want to do with their land, not people who work for the government. it is not my place to tell property owners along this highway what they can and cannot do with their land. Having the public fill out a survey to tell others how to live is wrong.
- Preserving environmentally sensitive areas such as river corridors can be done to connect pedestrian and bike transportation. Agricultural districts could restrict sprawl along the corridor, but allow for great freight transportation. Clustering development around nodes will increase density while promoting walkability and environmental and agricultural preservation.
- Please research American and European examples of innovative interface between bike routes

and interstates.

- Please assure that the water resources which recharge the aquifer are protected in any development endeavor
- Place a toll both on US 72 & I-269 at the MS State Line to prevent additional sprawl into MS who does not pay for our road system.
- Personally, I don't think this input will make one difference in what gets done
- Parks/Rec areas would be nice.
- Once completed, trucks that are passing through Memphis should be forced to use this road as a bypass around Memphis.
- No housing should be permitted in corridor
- My primary concern is the wise use of land and resources and controlled growth along the corridor path - not cheap, quick, ugly retail outlets that rely on massive automotive access and become obsolete after ten years. I'm a fan of mixed-use, public transportation, protection of natural areas, and preservation of existing land forms.
- Most folks move to the suburbs to get away from the city - it would be a shame if the city were to move to the suburbs.
- More people moving into the traffic area
- Maps too complex
- Many of the options for answers to the questions did not include my response of choice. Your answer choices need to be more broad in scope or open to other opinions. It is apparent that the survey was prepared by someone that is biased to new urbanist ideas. I do not believe you will be able to get a good cross section of responses and valid information from this survey. It will be biased towards urbanist ideals.
- Manufacturing at i-69/i-269 and i-40/i-269 retail at hwy 91/i269 office in section c
- Make it green as possible
- Local control is more important than ever. Not sure how MPO will even be involved. Hopefully, just to inform the municipality the results of this study.
- Let the market control it!
- Keep to the core of the existing cities
- It is unfortunate that the I-269 loop is a foregone conclusion. As the 3rd beltway (Parkways, 240-loop, 269) I feel that this facility is redundant and will not decrease VMT but instead increase VMT and maintenance costs in excess of the value created. For a healthier, more competitive, financially stable region I believe the spending on I-269 will have a lower ROI than if the same amount of

money were invested in local facilities. Land use and zoning of the land near I-269 should be nodal and maintain an interconnected network of natural/agricultural/recreation (not rural estate lots) land between nodes. The mix of uses shown in each scenario lack the appropriate concentration of diversity at the center of the nodes. Also, the appropriate balance of uses should be struck not on the basis of percentage of land area given over to each use but rather on the creation of value (tax base, ROI, cultural, quality of life).

- I'm very hopeful for the completion of 385 between Arlington and Collierville. I believe it will provide a lot more opportunities for those of us who live further out.
- If funding for any part of I-269 is to come from the Sustainability Agenda of the UN our region will be vehemently against it.
- I-269 is a complete waste of taxpayers money. Open space needs to be preserved and development needs to be contained within the existing infrastructure. I-269 will create more energy inefficiency, further erode existing property values within the city of Memphis, and will create more environmental pollution and class segregation. Overall it will contribute to making the Memphis metropolitan area a less desirable place to work and live, and further lower it's ranking among American cities.
- I would like to see better retail stores with better parking and or better bus service. I would love to just get on the bus and ride to a place, shop, eat, or just sit and relax without the hassle of parking and walking forever to these dollar stores. There are hardly any trees, there is no where to just relax for a moment in a park like setting and eat a hotdog, etc. and return to work or home.
- I would like to see a public forum on this issue with multiple meetings in different locations.
- I would absolutely use public transportation. However, I absolutely know it will not be available or convenient.
- I wanted to have a forum to speak in. Why no public discussion?
- I believe we have seen the effects of "induced demand" on our roadways in and around Memphis over the years. Sprawl and over-development are hurting our regional economy and stunting growth. We need responsible, sustainable development to avoid these pitfalls in the future.
- I appreciate the opportunity to give input, but shouldn't the owner of the land in the corridor be the ones who choose how to use their land or not
- I am concerned that this corridor will continue to suck the life out of the City of Memphis. New development continues to follow new infrastructure development with no other reason to do so. The Memphis market is not big enough to support multiple stores, so new stores relocate further east while abandoning older locations. The development patterns along Winchester come to mind, where some stores have moved literally a couple of miles just to be nearer to newer infrastructure, while leaving vacant buildings behind.
- Hurry Up!

- Hopefully the I-269 / 385 corridor will be finished soon. I will travel this corridor daily.
- Help reduce crime
- Greenfield and environmental preservation should be the priority. Bad development should not be tolerated. Sprawl development around 269 will wreck our region's municipal finances and harm the economy.
- GET FIVE YEAR WARRANTY ON ROAD CONSTRUCTION
- Environment concerns top my list. I do not wish to see urban sprawl continue. We need to build communities that better support biking/walking to work and shopping. Projects such as I-269 support further growth and decentralization of our metropolis.
- Don't build I-269! It is unnecessary!
- Didn't really like any of some of the picture choices in a couple categories. Poor choices but I know what types you were meaning. (Who would want patched sidewalks, but do like sidewalk by street).
- Development should not occur in the 269 corridor. If development does occur, the local municipalities who want it should have to pay all initial costs and all long-term maintenance. Long-term maintenance costs and where those funds will come from should be a mandated part of engineering and development feasibility studies. If the money isn't there or projected to be there, the development should not proceed. Those municipalities where development does occur should agree to pay a percentage of the property tax revenue generated from such development to the City of Memphis, who did not want this project, because it is known to be economically damaging to the City of Memphis, which those municipalities and the State of Tennessee also well know. The Metropolitan Planning Organization staff should issue a full report on the economic consequences of this project and development around this project to the City of Memphis and the region. The MPO should be doing a better job of working with municipal leaders on the TPB based on fact and guiding them away from wasteful spending projects with economically deleterious effects for the region. There is too much knowledge and research out there for a project like this to be allowed to proceed. If this is how business is going to be done in the region, the MPO should be restructured, and/or the Federal Highway Aid Act should be repealed. We simply don't need more highways and interstates. Whatever mechanisms allowed this to happen should be dismantled.
- Designate I-269 as TN Scenic Parkway by State Legislature. Prohibit development in 100 year floodplain. Create Corridor zoning overlay District to better regulate land use. Require mandatory land dedication for park/schools or free in lieu of. Increase minimum lot size for Ag. lots to IDAC for subdivision exemptim (residential 20 acres (comm)).
- Current zoning can be changed as requested by land owners by policies already in place. There is no need to spend additional public (tax payer) money for studies.
- Current wetlands and the approximation of future development
- Contact local chamber for input

- Commercial development only directly adjacent to exits
- Cluster development in traditional neighborhood patterns. Avoid strip and conventional suburban development. Preserve rural landscape.
- BUILD IT PLEASE!!!!
- Bikes and public transit should be placed at the top of the list for any future construction.
- Add tolls at the state line to pay for road improvements in TN Too much traffic during the holidays (regional retail) Include a toll booth near the state line to discourage sprawl and help pay for road improvements in TN caused by traffic overload from MS.
- Accessibility / Regional Transit = 21st Century and regionally competitive/connected
- A lot of people in Fayette County and Arlington area will be pleased to have access to 265. Please don't mess up the lovely countryside with ugly projects. You have some beautiful areas of farm land as well as commercial and industrial areas. They can be blended to compliment each other. Use what good resources you have to achieve this goal.
- 1. Will you encourage park-ride lots? 2. What will be done to encourage employment to be close to residential? 3. What can be done to encourage growth in small-town concepts- where residence, employment, and services are all close together? 4. What can be done to ensure that communities become and remain livable? 5. What can be done to encourage travel by walking and by bicycle in the local communities? 6. What can be done to encourage diversity of jobs, diversity of residential options, diversity of environments, and flexibility of transportation options to make these communities great places to live and work? 7. What can be done to encourage new businesses to come to the region, and not simply move from Memphis or elsewhere in the area? 8. What can be done to make sure that development along I-269 does not weaken Memphis as the center of the region? 9. What can be done to make sure developers- and thus future owners of newly developed properties- pay the full lifetime cost of their development, and don't leave the communities with future obligations which are not matched by tax receipts? And related to that, what penalty clauses can be included in any special tax forgiveness agreements, in case new employers do not meet their commitments?
- 1. How can I269 growth be consistent with regional needs? 2. Can carpools be included in the plan? 3. How can we encourage development in town centers?
- I would like accessibility for people using mobility devices such as people using wheelchairs or walkers to be kept as a priority when developing these plans. Other types of disabilities should also be a priority.
- Car ownership & usage will be dropping sharply in 10 years so traffic/transit patterns from the past are INVALID for future traffic forecasting. Embrace the future, don't just follow the past.
- Building far-flung beltways is unsustainable. The money should be spent on urban infrastructure, sustainable place-making, and creating more density.

- Traffic congestion will increase with the completion of I-269 if houses are built at 15 interchanges; Service patterns might influence the consideration of different form(s) of travel; Please put a toll on interchanges that are not required to provide jobs!; 15 interchanges in 2 miles - compare that to our interstate! Lamar!!
- Consideration of different forms of travel might be influenced by more convenient and better quality public transit services.
- For station 1: "Not appropriate choices for me" Station 2: "Choice should be by individual property owners - not me" How likely would you be to use public transportation if it were a reliable option along I-269: "Never in HELL" Select 3 of the following initiatives related to transportation that you would like to see incorporated into the study: "Allowing individual choices rather than communal" What do you feel is most important to being regionally competitive in Mid-South: "Getting rid of intrusive growth" If economic growth were to occur within the corridor what types of jobs would you like to see: "Voluntary mix by free choice of employers and employees" How close would you be willing to live to the following employment centers: "Far from employment, but near to the things I need- since they are mutually exclusive, this question is an inadequate analytical tool"

ADDITIONAL COMMENTS

The following comments were received via email and include an MPO staff response.

MACK BROWDER – CRYE LEIKE COMMERCIAL

I read with interest the article in the May 20, 2012 Commercial Appeal regarding "developing a vision" to help shape development along the I-269 corridor. It would seem that development will be most dense at the intersection of major transportation corridors. How will this study tie into or differ from earlier studies like the LRK Gray's Creek study of 1999-2000? Will MPO ultimately recommend sources of funding for sewer and other infrastructure in areas best suited for significant development?

For more than the last 15 years property owners and developers have anxiously awaited completion of I-269 in the far eastern reaches of Shelby County. The Commercial Appeal and other publications have carried articles with titles such as "game changer" to point out how completion of I-269 will shape development of all types for the next 20 years. Significant investors such as Boyle and William Adair have big chunks of land adjacent to I-269 waiting for its completion.

The Gray's Creek Study showed significant commercial development at the intersection of I-269 and US 64. Why wouldn't it??? Commercial development at that intersection is a no-brainer.

I-269 will carry 30,000 vpd in that area and U.S. 64 carries 17,000 vpd. This is a perfect intersection of lodging, restaurants, big-box stores, corporate headquarters, etc, etc. Could this intersection be Memphis' version of the Cool Springs area in Nashville??

The dividing line between Arlington and City of Memphis in the area near the intersection of US 64 and I-269 is the center of US 64...Arlington on the north side and City of Memphis on the south side. There is no sewer in the area. Arlington's processing plant is near Hwy 70 which is too far from which to economically

run sewer service to I-269 at US 64. City of Memphis has sewer on the south side of US 64 that stops approximately 2-3 miles west of this intersection. City of Memphis Public Works Dept has shown no interest in providing sewer to this intersection. So....in order to support commercial development at this high-traffic intersection, where will the sewer serve come from?? The first thought would be from Arlington. Arlington officials say they cannot afford to run that sewer and do not want to encourage development in that area that could lead to need for more schools. The 2nd thought would be City of Memphis. Land owners could pay their pro rata share of costs to extend City of Memphis sewer to I-269 @ US 64 but, so far, Memphis has shown no interest. The 3rd thought is maybe the landowners could install a private sewer processing system.

Other factors.... there is a traffic signal at Collierville Arlington Road @ US 64. TDOT tells me they do not plan any other signals in that area in the foreseeable future.

As one surveys most desirable potential development sites along the Tennessee portion of the new I-269, it is abundantly clear that the intersection with US 64 is at the top. Please keep me posted on your findings and planned recommendations as you conduct your study.

MPO RESPONSE:

Good Afternoon Mr. Browder,

Thank you for your comments in response to the I-269 article in yesterday's Commercial Appeal. We appreciate your interest in the I-269 TN Regional Vision Study and hope that you will be able to attend one of the four public meetings coming up in June. We will be looking for input very similar to some of the comments that you provided in your email. We want to find out from the communities and citizens how they would like to see the land around the I-269 Corridor developed, such as your example of commercial development at the intersection of I-269 and US-64.

We have added your contact information into our interested citizens list for the MPO and you will receive information and updates related to this study. Thank you again for your initial comments.

Regards, Kate Hendrix, Memphis MPO

RUSTY BLOODWORTH – BOYLE INVESTMENT CO.

June 16, 2012

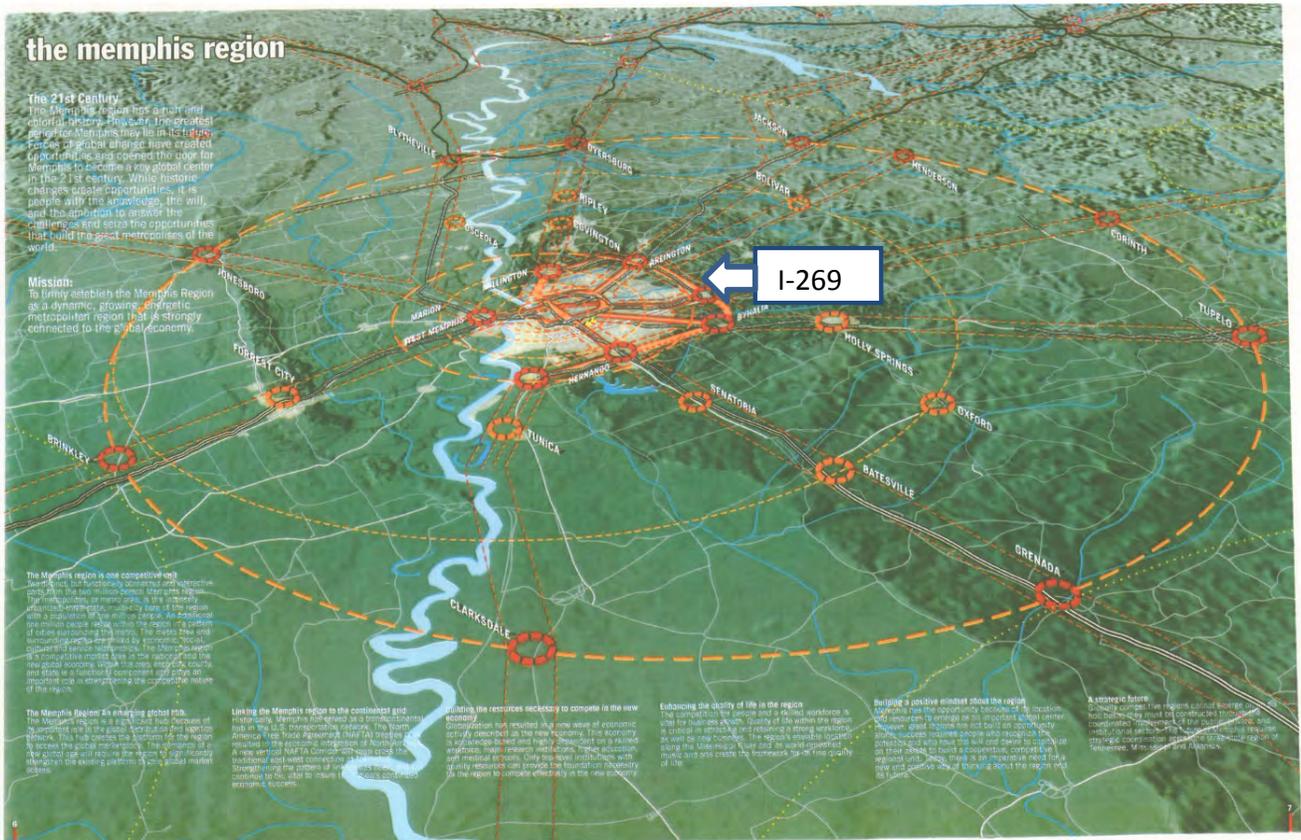
To: Pragati Srivastava, MPO Administrator

CC: Kate Hendrix, RPO Administrator

From: Rusty Bloodworth

I-269 Loop Land Use and Transportation recommendations:

Pragati and Kate, I was unable to attend the Collierville meeting, but want to give you my personal thoughts and recommendations concerning the outer perimeter beltway and growth patterns. Perhaps the following two images best illustrates the broad conceptual setting of the outer perimeter beltway:



Viewed from this high level perspective, the I-269 outer perimeter beltway ties satellite towns surrounding Memphis together. It is similar to a bicycle tire that connects the spokes that radiate from the hub that is Memphis proper.

The Memphis region is already serving as a global logistical center in a significantly expanded and integrated global marketplace. To quote from a Chamber economic piece, "It is essential for every constituency to understand that at moments of shift in the global network, regions are either rapidly



propelled forward or left behind as a new stage in the development of the global economy and network emerges. None of the individual cities, towns, or counties in [our] three-state region can effectively compete in the vastly increased size of an integrated world economy. *Only the Memphis region taken as a whole with its combined human, economic and institutional resources can emerge as a significant region in the global network.*"

I see Interstate I-269 as an essential strategic resource to advance the unique logistical position Memphis has in the central part of the United States. But it also directly ties together our small perimeter towns. Thirdly, it provides relatively fast access to central and downtown Memphis via I-40 and Hwy 385 for the eastern parts of Shelby as well as those areas lying within Fayette County further

east. These three functions in my mind are paramount- **logistics, connectivity between the outlying towns, and connectivity into historic Memphis.** Any land use plan should capitalize on all three.

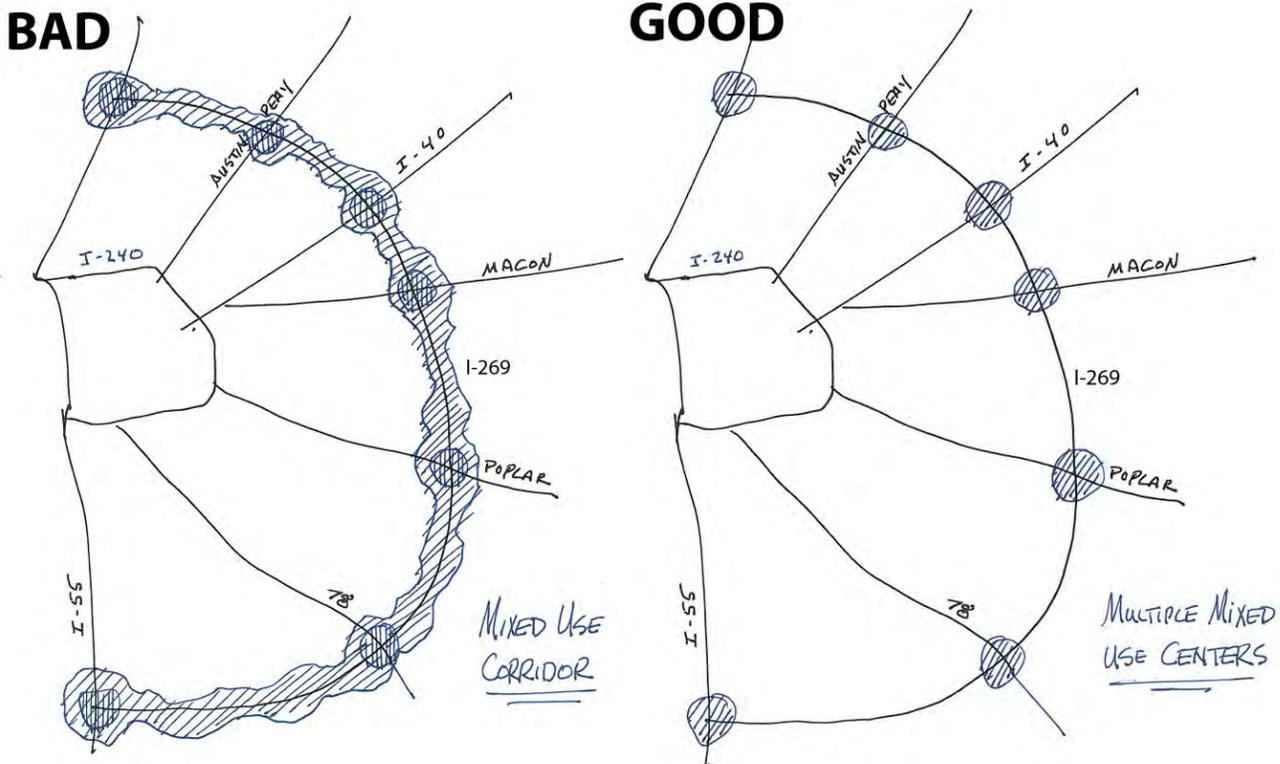
Greenways. At the same time, future development in the I-269 corridor should recognize and graciously accommodate our emerging open space network. The areas I have circled in red below are 9 zones



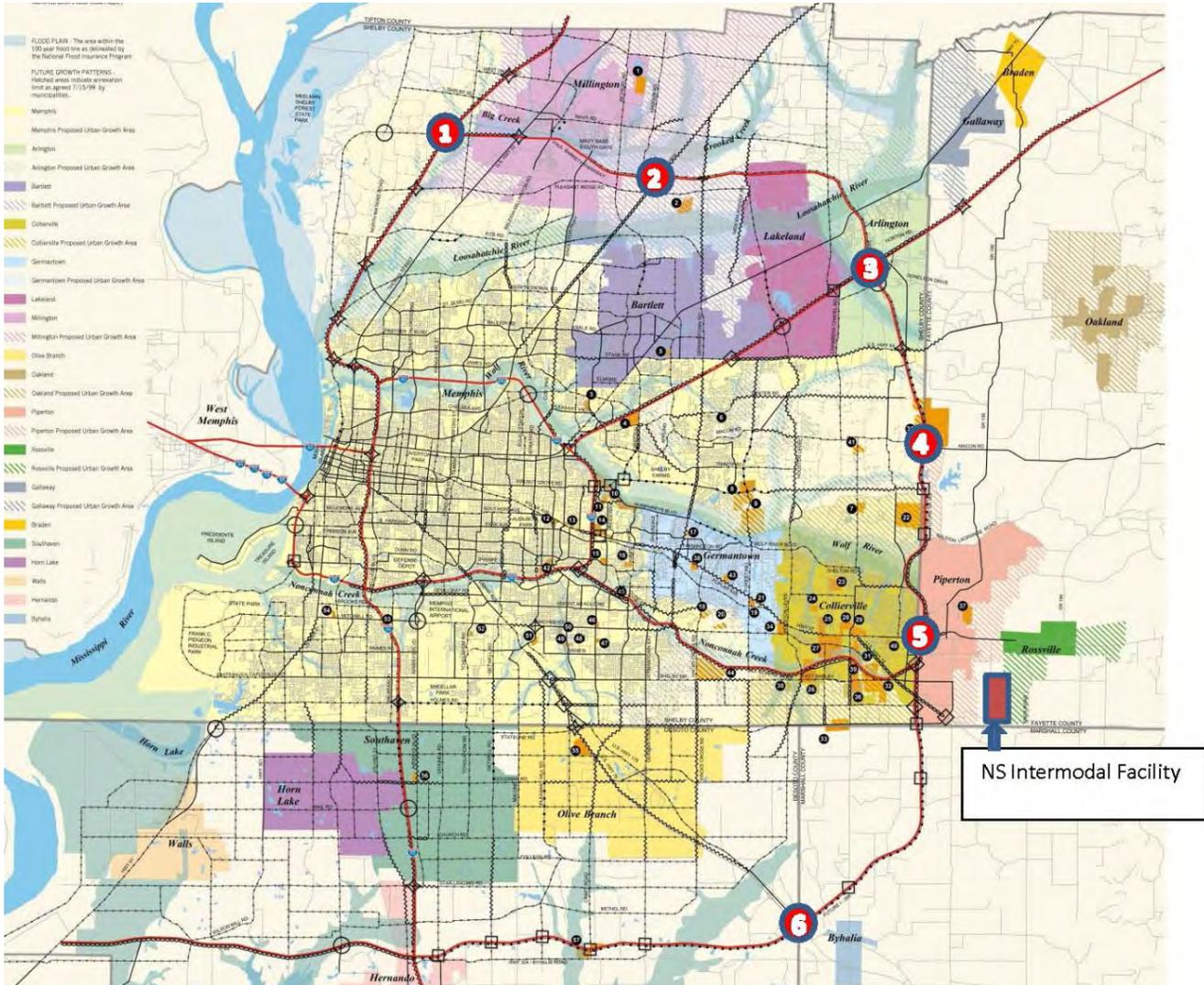
that need special care and attention with regard to our long term open space network. Natural habitat traces run up and down our major tributaries, and thought should be given during the HUD Sustainability Grant effort to exactly where appropriate ties-ins should occur BETWEEN the tributaries so that both trail and habitat will have a connection between the major stream valleys. Additionally, one should be able to connect seamlessly by trail from the Holly Springs National Forest on the southwest to Shelby Farms in the middle of Shelby County and to Shelby Forest on the NW. I-269 should provide that needed trail connection that would connect all of the major stream greenways. Please look for a moment at the preceding graphic and see how I-269's eventual route has the opportunity to connect the national forests, the Coldwater, Nonconnah, Wolf and Loosahatchie together. At a Federal level, the actual design of I-269 should include grade separated pedestrian and bike connections at each stream crossing in the nine areas identified in red.

Once the natural assets and constraints are taken into account, I believe current and future **land uses** should be considered at both the macro and micro level. From a macro point of view, the facility has both national and regional implications – **logistics** at the national level, and **connectivity** both between the outlying towns themselves as well as historic Memphis.

It is my strong feeling that rather than have a corridor land use approach (which I believe will be detrimental to the existing cities and towns), a multiple center approach incorporating mixed use urban villages at the node points would make much better sense. First, a multicenter approach will be less likely to impede national logistical traffic using the route. Second, a multicenter approach still offers the outlying towns a reasonable concentration of services while minimizing the creation of regional draws which could negatively impact historic Memphis.



Third, the distance between the outer I-269 loop and the inner I-240 loop is roughly 12 miles. This means that the ideal draw to these special nodal points is on the order of 6 miles. Retail land uses and the intensity of land use generally should be sized at each node based on a *primary* capture zone with a 6 mile radius. It is very important that these centers not be oversized, otherwise they will cannibalize existing trade centers beyond their primary trade zone.



Further refinement in the six primary nodes identified above should vary in land use character and intensity in accordance with their regional context. For example, the rapid completion of the Norfolk Southern intermodal facility between Piperton and Rossville, has major implications for Node 5. Further Node 5 lies on the strongest retail corridor in Shelby County as well as on the projected axis of Class A office. So uses around Node 5 should accommodate more office, retail and logistical service uses than most of the other nodes. Each node, in fact, has distinct differences – both from their location on the movement economy and their surrounding land use context. Node 3 is at the intersection of two major interstate systems and will have a heavy regional character, further characterized by the regional mall at Wolf Chase. Node 4, on the other hand, is at the intersection of Macon Rd which has long east west continuity deep into Fayette County, but which does not have the regional character of Node 3. Some office uses are appropriate for an urban mixed use village at Node 3, but they will be less in size and

intensity than those at Node 5. Retail, on the other hand, should be sized at Node 4 to supply primary needs for a six mile radius on an east west basis.

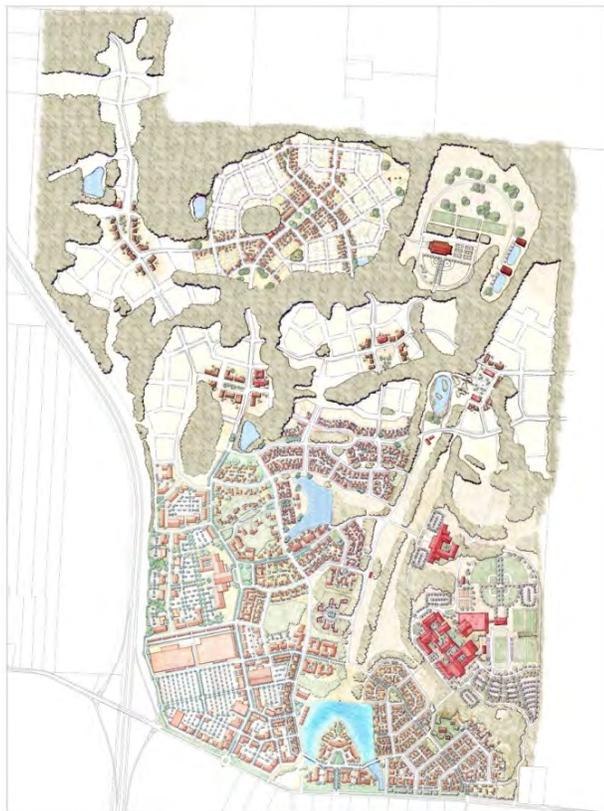
There is a fine drawing by Tom Iow of DPZ that I believe helps visualization the ideal macro land use approach for our region. It shows the region as a collection of cities, towns, villages and hamlets interspersed with natural assets and connected greenways. In 2009, I was involved in a week long



THE REGION OF
CITY, TOWNS, VILLAGES, AND HAMLETS

charrette to investigate the possible land use for nearly 1000 acres in the NE corner of the Macon Road/I-269 NE quadrant. Leading the charrette was internationally recognized Stephanos Polyzoides, one of the original signers of the Charter of the New Urbanism that eventually led to the creation of the Congress of the New Urbanism. In 2008, Stephanos, along with a handful of others, had created the Canons for Sustainable Architecture which seek to articulate the guidelines for creating sustainable places. Stephanos brought to our area a team of environmental and transportation specialists along with a host of designers from all over the country.

The initial result was a plan that incorporated a urban village core with 6 partially independent hamlets. By nature, the hamlets incorporate a mixture of uses and building types, and are separated from each other by greenways that take advantage of existing vegetation. Agriculture is incorporated. The adjoining schematic helps



ILLUSTRATIVE PLAN

illustrate the land uses. Macon Road runs east and west and the bottom of the page. You can see if you look closely a proposed round-about in Macon Rd. Retail uses are immediate to the interchange and a mixed use village center with a short "main street" lie between the retail district and the upside down V shaped lake. An agricultural and/or equestrian center is in the north eastern most corner. An elementary school and high school are shown in red. Institutional uses such as medical services or religious institutions lie immediately north of the retail portion.

One of the most important takeaways from this plan that could form a way of visualizing future growth within the I-269 corridor is the hamlet concept. Following work pioneered by urban theorist Leon Krier, the hamlets are based on the concept of a five minute walk from the edge of a hamlet to its center. Since humans can cover

approximately 1,100 feet in a five minute time frame, the average radius of a hamlet is 1,100 feet. The hamlets are distinct from one another.

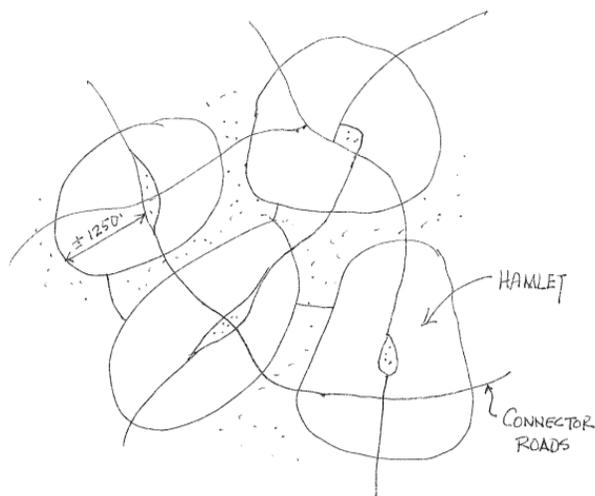
Here is a conceptual image of the northern hamlet. What you can see here is a hamlet based on the five minute walk. Blocks are small, with a mixture of housing types that build up in density toward the hamlet center. Open space is incorporated at the core of the hamlet, as well as a modest mixture of non-residential uses. The hamlet is highly walkable, and vehicular speeds are slow. The sketch immediately below illustrates approach from another hamlet.



Using a hamlet approach – each with a mixture of building types and uses, is appropriate in those sections of the I-269 corridor which are beyond a half mile of the key interchanges. Such an approach would represent a marked departure from traditional urban sprawl and yield numerous environmental benefits.

The key **transportation issue** is the necessity of having a robust network of streets outside of the corridor to reduce the necessity of using I-269 as a local transportation facility. When I say “local,” I mean the movement of vehicles within the 6 mile “capture zone” discussed earlier that general focus on one interchange point. Cars within the draw of an interchange related urban node should be able to access services within the capture zone without accessing I-269. This is of particular importance since one of the regional functions of I-269 is to move truck oriented freight.

Other transportation issues that should be addressed along the I-269 corridor include having a network adequately connected to keep road cross sections narrow. This will be impossible for some of the



arterials, but even there, landscaped medians can significantly enhance both the appearance and function. Arterials connecting with I-269 can be further enhanced by the introduction of roundabouts and traffic circles at primary village intersections. For “connector” roads (which function to some degree in a similar manner as our old “collector” roads), this means a spacing approximately a quarter of a mile apart. These

connector roads need not be in a rigid grid form as our charrette for Macon reveals, but can still connect hamlets together in such a way that large travelway cross sections are avoided. Ideally connector roads should be no more than two lanes wide between intersections where they may need to widen to include turning movements. Roundabouts and traffic circles should be encouraged throughout the system where applicable.

I hope the forgoing comments will prove helpful, and I am happy to meet at any time to discuss various issues in more detail. Thanks for all that you are doing to make the Memphis region a more vibrant and environmentally friendly place.

Sincerely,

Rusty

MPO RESPONSE:

Hello Rusty,

I hope that you had a nice weekend! Thank you for taking the time to provide us with your thorough comments and illustrations for the I-269 TN Regional Vision Study. I will pass your comments along to all of the planners in the office working on the study for their review and information.

Thank you and have a great week, Kate Hendrix, Memphis MPO



APPENDIX C

SCENARIO PLANNING AND PLACE TYPES

SCENARIO PLANNING MODEL MODULE SUMMARY

The scenario planning portion of this project was completed using CommunityViz 4.1. CommunityViz 4.1 is an ArcGIS dependent software that helps analyze the carrying capacity/build out potential and suitability of the study area. Using these two processes, the project team was then able to allocate interim horizon years of population and employment data among the TAZs in the study area. These three modeling steps are described in more detail below.

The modeling process described here was used in the creation of both the regional land use model as used in the Direction 2040 Long Range Transportation Plan and the I-269 Tennessee corridor micro model, which was used for the analyses included in this report.

CARRYING CAPACITY ANALYSIS

An internal script was run in CommunityViz® to remove areas deemed highly-constrained for development before allocating future development to the study area. A site efficiency factor (80 - 90%) was also applied to vacant parcels greater than 20 acres in size to account for land typically dedicated to on-site improvements (e.g., internal streets, utility easements, storm water management, and open space) necessitated by new development.

The remaining portion(s) of a parcel after removal of highly-constrained areas for development and the allowance for on-site infrastructure (if applicable) was used to enumerate build-out potential for developable parcels within the study area in the sub-region models.

The following features were considered for inclusion in the carrying capacity analysis for this study:

- Water bodies
- Wetlands
- State and local parks
- National parks
- Conservation easements
- Floodways
- State agriculture / forestry districts
- River Overlay Protection Districts

Once the constraints were removed from the parcel, a build-out analysis was conducted. For all parcels that were undeveloped (or under developed) the appropriate land use controls by place type were applied. For example, an estate density residential area generated less potential future households than an area of the same size coded for more intense mixed use style development. Using the place types, and the associated densities and intensities of each, the model was able to generate a potential supply of new households and non-residential square footage. This supply was used to accurately and realistically predict the areas which could support the most new growth through 2040.

LAND SUITABILITY ANALYSIS

Land suitability analysis (LSA) was run in CommunityViz® to identify those locations most appropriate for development based on known physical features or policies unique to a study area. Physical features in and immediately surrounding the study area in each sub-region model were layered on a parcel map and calculations performed to determine either percent overlap or proximity of features to individual parcels. A normalized scale (between 0 and 100) will be used to rank the parcels from least to most suitable for development. Some factors had a positive correlation with suitability scores while other factors had a negative correlation.

The following candidate factors were considered for inclusion in the land suitability analysis for this study:

- City boundaries
- Agricultural land
- Proximity to interchanges
- Presence of environmental features
- Proximity to existing commercial centers
- Proximity to airport and intermodal freight facilities
- Proximity to employment centers
- Proximity to retail centers
- Proximity to neighborhood amenities

The list of factors was varied to reflect the input and assumptions for each of the four alternative scenarios: Base Growth, Citizens, High Growth, and Focused Growth.

ALLOCATION

Using the suitability scores and build out potential, the model then used a probability allocation method to place growth for the 2040 horizon year. Growth was placed in parcels with available supply (households, non-residential square footage) that had the highest suitability scores first. As these parcels were filled up, parcels with lower suitability scores received growth. Once allocation was complete, the information was aggregated into the Traffic Analysis Zone (TAZ) level for inclusion in the travel demand model. Additional modifications to the TAZ structure of the Memphis MPO travel demand model were made in order to fine tune the model for the I-269 corridor in Tennessee.

THE MEMPHIS MPO PLACE TYPE PALETTE

The Memphis MPO Place Type Palette was developed for the Imagine 2040/2040 Land Use and Transportation planning document. Imagine 2040 provided the two land use scenarios which were used in developing the MPO's Direction 2040 Long Range Transportation Plan. The Base Growth Scenario, which was adopted by the MPO's Transportation Policy Board for official use in modeling the proposed improvements of the LRTP,

was also used as the basis for comparison in the I-269 Tennessee Regional Vision Study.

BACKGROUND

In September 2009, the Memphis Metropolitan Planning Organization (MPO) began Imagine 2040: Mid-South Transportation and Land Use Plan (originally called Imagine 2035), a regional visioning and scenario planning process. Imagine 2040 provided residents, business leaders, and elected officials throughout Shelby, Fayette, and Desoto Counties the opportunity to explore and debate regional growth visions, their trade-offs, and alternative futures. Scenario planning was used throughout the planning process to identify regional goals and community values, as well as explore alternatives for growth, development, and transportation investment in the region.

The study area for Imagine 2040 was the same as the area covered by the Memphis MPO, which includes all of Shelby County, Tennessee, the four westernmost miles of Fayette County, Tennessee, and the ten northernmost miles of Desoto County, Mississippi.

The results of the Imagine 2040 process were used in developing the Memphis MPO's Direction 2040 Long Range Transportation Plan (LRTP), which was finalized in March 2012.

WHAT MAKES A PLACE?

Every place leaves an impression on those who live, work, or visit in it. This impression is referred to as "sense of place", which captures the unique combination of land uses, development patterns, or design elements that define a place and give it distinct identity. Development size, density, land use mix, and visual qualities (e.g., building architecture, parking configuration, open space, or streetscape) all contribute to an area's sense of place.

Physical features associated with a single development and the interaction between different place types within the region all contribute significantly to the inherent relationships between land use, urban design, travel behavior, environmental stewardship, and quality-of-life discussed in Imagine 2040.

Putting place types into categories allowed the region's consistency to be measured, and identified what is typically a natural progression from rural to suburban to urban. Physical attributes that reinforce sense of place are traditionally regulated through a community's comprehensive plan, zoning ordinance, subdivision ordinance, engineering specifications, or architecture design standards.

PLACE TYPOLOGY

Many cities and counties throughout the country are switching from conventional land use designations to place types when developing their growth strategies. This is driven by a renewed interest in the interrelationship between land use and urban design for creating unique places. Generalized development characteristics used to describe different place types may include: land use pattern (e.g., mixed or stand-alone uses), residential density, non-residential intensity, prevailing building height, open space elements, block size, parking configuration, or street pattern. Equal emphasis on land use and urban design in the place type descriptions can guide decisions about growth and development, land preservation, resource protection, viable transportation service, and the provision of community facilities and services.

Place types are not meant to be synonymous with zoning districts, nor should they be thought to replace rules or requirements in locally-adopted comprehensive plans or supporting ordinances. However, information presented for the place types is available as a resource to local governments contemplating future updates to their visionary documents or land development controls supportive of Imagine 2040.

PLACE TYPE PALETTE

A place type palette was created for Imagine 2040 to identify and describe different development patterns, types, and intensities prevalent in the region. Other place types were added to the palette to represent emerging development themes or concepts popular in the region (e.g., transit-oriented development, traditional neighborhood development, or conservation-based subdivisions).

The intent of the palette is to include a full range of place types that people will use when devising their plan of the most livable region. It is not intended to include every specific place type that exists in the region or to include place types that differ so slightly that they do represent significant differences.

Place types created for Imagine 2040 include: open space, agriculture, rural residential, rural cross roads, estate residential, mobile home community, suburban single-family neighborhood, suburban mixed-housing neighborhood, urban neighborhood, suburban commercial center, business center, industrial and warehouse, mixed-use center, historic town center, urban downtown, institutional campus, medical campus, and airport. Detailed descriptions for all eighteen place types are provided in the following pages.

PLACE TYPE ASSIGNMENTS

Place types were assigned to parcels in the region using locally-adopted comprehensive plans and zoning ordinances, aerial photography, and windshield surveys. Information was verified with member jurisdictions through a series of ‘road show’ meetings held throughout the region. General development characteristics associated with each place type (e.g., residential density, non-residential intensity, prevailing height, etc.) were calibrated to conditions in each member jurisdiction using locally-adopted land development controls and observed market trends.

PLACE TYPE DESCRIPTIONS

Information for place types in Imagine 2040 was summarized on individual sheets using five general headings: character and intent, land use considerations, precedent photos, context map, and place-making qualities. The character and intent, which is a general description of the design and land uses associated with each place type, is included here. A full description of the five headings for each place type can be found in Appendix B: Land Use and Scenario Planning of the Direction 2040 LRTP, available on the MPO website at www.memphismpo.org.

CHARACTER & INTENT

The character & intent description provides a narrative summary of how the place type looks and functions. It highlights how land is organized and inventories design elements important to reinforcing sense of place.

OPEN SPACE

Open Space areas primarily include active and passive land dedicated for permanent conservation. These areas are generally undisturbed and have been protected from development by local, state, or federal agencies or by public, private, and nonprofit organizations. Open Space areas can also include land that is unbuildable due to environmental constraints or unique physical characteristics.

RURAL RESIDENTIAL

Rural Residential areas typically have large parcels or tracts of land, abundant open space, scenic views, and lots of space between buildings. Rural Residential areas were not usually built as part of a subdivision, so the arrangement of homes and streets do not typically follow a uniform pattern or grid.

RURAL CROSSROADS

A Rural Crossroads area represents a small node of commercial activity in a rural community. These areas are often located at the intersection of two rural highways or major roads. Small-scale businesses, such as gas stations, restaurants, convenience, grocery, hardware or other retail stores serve some of the daily needs of the surrounding rural population.

AGRICULTURAL

Agricultural areas are being used for commercial agriculture or forestry activities, including cultivated farmland, timber harvest, livestock, or woodlands. These areas often include the primary residence of the property owner and any out-buildings associated with activities of a working farm or agribusiness.

ESTATE RESIDENTIAL

Estate Residential areas contain a large home on a large lot. These areas typically have very low density and are often rural in character. Buildings are usually set back from the main roads and can be buffered from surrounding development by landscaping or wooded areas.

MOBILE HOME COMMUNITY

Mobile Home Communities usually have single-wide and double-wide mobile homes on individual lots. The mobile homes are located on land that is owned and managed by a single company.

SUBURBAN SINGLE-FAMILY NEIGHBORHOOD

Suburban Single-Family Neighborhoods are usually created as subdivisions. Houses and lots are of a similar design and size. Houses within the subdivision are usually facing an internal network of roads. Landscaping or open space can often be found along the edges of the subdivision to help act as a buffer and provide some privacy. Suburban Single-Family Neighborhoods are located outside of denser urban areas and are often found near Suburban Commercial areas and Business Centers.

SUBURBAN MIXED-HOUSING NEIGHBORHOOD

Suburban Mixed-Housing Neighborhoods are made up of a variety of housing types including detached and attached single-family units, duplexes, townhomes and condominiums. Buildings are usually facing an

internal network of roads with landscaping or open space along the edges of the developments to act as a buffer. These areas are often found near Suburban Commercial areas and Business Centers.

URBAN NEIGHBORHOOD

Urban neighborhoods consist of moderate- to high-density housing and some neighborhood serving retail. Urban neighborhoods are relatively compact, and usually contain a mix of housing types including single-family detached and attached homes, townhomes, condominiums, and apartments. Buildings are generally close to and facing the street. The design and scale of development in an urban neighborhood encourages active living, with a connected network of walkable streets.

SUBURBAN COMMERCIAL

Suburban Commercial areas serve the daily needs of surrounding suburban residential neighborhoods. These areas are usually located near busy roads and key intersections. These areas are accessible primarily by automobile. Buildings are typically set back from the road behind large surface parking lots, with little or no connectivity between adjacent businesses. Common types of Suburban Commercial areas include strip commercial centers with multiple tenants and “big box” retail stores.

BUSINESS CENTER

Business Centers are areas where large numbers of people work in an office or other professional setting. They typically locate near major roads and highways. Types of business that support or serve one another often locate in the same Business Center. Business Centers may include office parks, corporate centers, or technology centers.

HISTORIC TOWN CENTER

Historic Town Centers are places of economic, entertainment, and civic activity for smaller towns and communities. Buildings in the Historic Town Center can be 2 or more stories high, contains a mix of uses, and can feature residential units above ground floor retail. Historic Town Center areas can also consist of compatible new development that is adjacent or near the original historic district of a community.

URBAN DOWNTOWN

The Urban Downtown has traditionally served as the commercial and cultural heart of the region. It is the hub of employment, shopping, entertainment, civic, and cultural activities, with a mix of housing types and quality of life amenities. As a magnet to surrounding towns and neighborhoods, the Urban Downtown becomes the iconic symbol of the region, starting with historic buildings and a traditional grid street network. The compact, walkable environment and mix of uses support multiple modes of transportation.

INDUSTRIAL AND WAREHOUSE

Industrial and Warehouse centers provide basic jobs and keep people in the area during normal work hours. They typically locate near major roads, highways, and railways. These areas may include industrial parks, manufacturing centers, warehouse and distribution centers and assembly operations. These areas are often buffered from surrounding development by transitional uses or landscaped areas that shield the view of structures, loading docks, or outdoor storage from nearby properties and roads.

INSTITUTIONAL CAMPUS

Institutional Campuses include large churches, school complexes, and college campuses. These areas are often separated from the surrounding neighborhoods by major roads. Through traffic is discouraged to provide a pedestrian environment for the campus users. Parking is often provided for with large surface parking lots at the edge or periphery of a site. Institutional Campuses may contain additional uses such as sport complexes, dining facilities, dorms or student housing.

MEDICAL CAMPUS

A Medical Campus includes hospitals, office buildings, administrative offices and other supporting infrastructure related to healthcare services. These areas are accessible primarily by automobile. Buildings are typically set back from the road behind large surface parking lots, with internal roads and drives and wide buffers from surrounding uses.

AIRPORT

The Memphis International Airport is the major airport in the region, serving 10 million passengers a year. The airport is also the #2 cargo airport in the world, with massive amounts of packages moving through each day. The airport area is characterized by airport activities including flight schools, parking lots and garages, warehouse, and shipping uses.

MIXED-USE CENTER

A Mixed-Use Center offers residents the ability to live, shop, work, and play in one community. They are places of economic, entertainment, and community activity with buildings usually 2 or more stories high, and can have multiple uses within a single building. The design and scale of the development encourages active living, with a comprehensive and interconnected network of walkable streets.



APPENDIX D

DRAFT REVIEW COMMENTS

I-269 DRAFT COMMENTS – NOVEMBER 27, 2012**BILL J. SPENCE, REALTOR & BUSINESS OPPORTUNITY BROKER – SPENCE & CO.**

Piperton, TN

Would like to see specific location just west of Taylor Stamp, Meadowlark Estates in Piperton. Also adjacent to Hwy 72 and Hwy 57 exchange in Collierville. Also more specific map on interchanges in Collierville and Fayette County and just below state line of TN – N. MS. I felt that public notices for Fayette County citizens meetings were sparse and inadequate. In future meetings I recommend that the moderators repeat the audience questions where everyone can hear them.

DENNIS LYNCH – SIERRA CLUB

Memphis, TN

1. Important to note that the scenarios analyzed represent much more growth than estimated in regional growth forecasts. 2. The Sierra Club is against any policies or construction which continues to promote sprawl and/or draw resources away from core city. 3. The planning did not reflect a realistic growth plan (see comment 1) not any kind of contingency plan. 4. Citizens haven't been clearly informed about the congestion or air pollution impacts of single-family residential, or of possible benefits of walkable communities. 5. Model did not look at market factors, or infrastructure costs, or city/town operating costs (police, fire, water, sewer, etc.) 6. Unclear how much individual communities will pay attention to study findings. 7. Important to note the survey was in no way statistically significant. 8. Was minority input sought or received?

CATHY AUXIER

Eads, TN

None of these recommendations should ever become mandates. Personal property rights should always take precedent.

NAME WITHHELD

Bartlett, TN

Uncomfortable with decisions made based on a mere 400 citizen feedback. Economic impact of choices aren't clear. Questionnaire was overly simplistic – pictures to indicate what people want – unclear how feedback was interpreted by team.

KAREN PETERSON, CITIZEN

Moscow, TN

Visions – with no crystal ball – declining jobs. Funding - ?? When no funds are available. Minority input nonexistent!

NAME WITHHELD

ZIP Code 38014 (Brunswick, TN)

Why can't the land along the route just be left as it is?

GARY THOMPSON – BOYLE INVESTMENT CO.

Memphis, TN

Concerned that your models do not indicate more density of mixed uses at the north end of Piperton at the Macon Rd/I-269 interchange. Macon has the best connectivity into both Fayette and Shelby Counties, therefore, it seems completely reasonable for it to be a focus especially because of its mid-point location between I-40 and Hwy 57 (Poplar Ave).

LES BINKLEY – BOYLE INVESTMENT CO.

Memphis, TN

Concerned about the model. Doesn't seem to really focus growth on or at intersections. More Corridor strip development instead of clustering at strategic nodes. Macon and I-269 with great connectivity seems really logical but not reflected on plan (just an example) – Macon growth east/west.

ADDITIONAL COMMENTS

The following comments were submitted to the Memphis MPO via email, and each includes an MPO staff response.

ART WOLFF

Re: I-269 TN Regional Vision Study

My main concern about the construction of such a road is that it must not negatively impact the environment. Extreme care must be taken to assure that it not pollute our rivers and streams. It absolutely must not degrade the quality of our precious drinking water. It must not increase the odds of potential flooding. It must not degrade the natural beauty of the landscape. It must minimize commercial development along its route. Any development must be strongly controlled so as it does not dominate the natural aesthetics but rather be subtle and rest quietly where it lays. Sad examples are the

Walgreens at the northwest corner of Forest Hill/Irene and Walnut Grove and the BP Gas Station and fast food joint at the southwest corner of Walnut Grove and Houston Levee.

The above are sad examples of flashy architecture and glaring flashy lights. They tragically impact the quality of the entire area.

Such crudeness (desecration) must absolutely not be allowed on the I-269 corridor and on any future road construction.

Please tell me what means are being used to avoid such misjudgments.

MPO RESPONSE:

Good Afternoon Mr. Wolff,

Thank you for providing comments on the I-269 TN Regional Vision Study. The Memphis MPO agrees with your concern to protect the environment. One of the goals of our Long Range Transportation Plan is to minimize the adverse impacts of transportation on the environment and to protect and enhance the natural environment.

Since the I-269 Corridor is predominately built, the environmental impact statement and assessments were done as a part of the original plans for the I-269 Corridor. Our study, instead, looked at shaping future development along the corridor through a visioning and scenario planning process with input from the jurisdictions, citizens, steering committee, and transportation agencies.

In regards to your comments about building design features, in the plan we have included tools as recommendations that relate to the urban design and building architecture. If willing, the municipalities can incorporate these tools as part of their development approval process. But since the approval of plans including building architecture is left up to each municipality, this is not something that the MPO has authority over.

I hope this helps to clarify the I-269 TN Regional Vision Study and again thank you for your comments.

Regards, Pragati Srivastava, Memphis MPO Coordinator

DENNIS LYNCH – SIERRA CLUB CHICKASAW GROUP (MEMPHIS)

Comments on DRAFT I-269 Vision Plan

The Sierra Club at a local and a national level strongly believes that I-269 is counterproductive. It does not provide positive economic benefits to the region; it draws resources from Memphis, the center of the region; it further exacerbates the economic segregation which exists in the region; and possibly worst of all, it just accelerates the region's dependence on oil and the automobile.

Sierra Club national has just published a report titled "Smart Choices, Less Traffic: 50 Best and Worst Transportation Project in the United States" which highlights a select group of recent projects which do the best and worst jobs of investing our tax dollars on transportation infrastructure. I-269 has been designated as one of the worst projects. The Sierra Club report is at <http://www.sierraclub.org/transportation/downloads/2012-11-Best-Worst-Transportation-Projects.pdf>.

The Memphis MPO's "I-269 Vision Study" can be thought of as an effort to "perfume the pig"-- to try to make a bad project perhaps a little better than it might otherwise be. The Sierra Club's Chickasaw Group appreciates the fact that they were allowed to have informal representation on the Vision Study's Steering Committee. In observing the process, and making comments from time to time, we were able to see the MPO's staff make their best efforts to create a quality study, even though they were constrained by the fact that the TN portion of the road is already built or committed, and that this study has no real effect in law, nor any guarantee that it will have any specific influence on local decision makers in the I- 269 corridor.

With the above caveats, the Sierra Club's Chickasaw Group submits the following comments on specifics of the I-269 Vision Study: Most importantly, we should be work for the strength of the region, development of the core, and reduced dependence on oil. Any strategy or road plan that does not support an appropriate

regional strategy is a negative for the region.

The study made only limited efforts to think about the regional perspective. The first round of meetings did have a meeting at the Memphis Public Library, but there was no sign that the study did any compare and contrast of growth in the region vs. growth in the corridor. The Sierra Club believes that the MPO must substantially ramp up its understanding of and analysis of regional impacts. And, consistent with the Sierra Club national's "Smart Choices, Less Traffic" report, the MPO must use every opportunity (like the current Vision Study) to make sure the public begins to understand the impacts and issues related to continued growth of oil and automobile culture- supporting the extended suburbs to the detriment of the center city.

We should not continue to build roads to or in the extended suburbs which just further our dependence on oil and the automobile.

We should make sure that our regional planning efforts consider all of the regional impacts of major roads whenever roads are considered. The Vision Study refers to the LRTP & Related 2040 Vision Study, but this current study made no analysis of I- 269's impact on regional development.

We agree with three of the four basic principles expressed by the study- Promote and Protect Natural Resources, Green Spaces, etc. This is very consistent with Sierra Club Goals and Philosophies. Promote Transportation and Land Use Planning, for Quality Growth. The Sierra Club supports this concept, as long as the term "Quality Growth" is defined in a manner which is consistent with Sierra Club Goals. Build Strong, Cohesive Neighborhoods and Communities. Again, this is very consistent with Sierra Club Goals and Philosophies. We disagree with any kind of "blind adherence" to the fourth basic principle, to "Encourage Economic Development", and believe that any effort to encourage economic development must consider regional issues.

The Steering Committee, and survey respondents as well, had insufficient diversity, especially considering the diversity of the region (diversity in terms of location of residence, socio-economic background, education, age, ethnic background, etc.). As a result, the study does not reflect the interests or desires of the region. Those who would say (including those who did say) that the only relevant inputs about development in the I-269 corridor are those which come from residents of the corridor. Similarly, for all decisions about development in the corridor, the diversity of the participants is important to ensure the study reflects the diversity of the region.

The survey taken was clearly not statistically reliable. There were not sufficient responses to enable a statistically reliable analysis. Even more, there was no effort made to control the inputs received. Thus, there is no way of knowing whether the respondents were representative of the corridor, or representative of the region. Therefore, there is limited value in any of the conclusions drawn.

The estimates of all the statistics are substantially over the amount that will actually be supplied. Therefore, it further reduces the value of the estimated statistics.

Some specific details within the report

pg 23- States that "The final segment of I-269 in TN is scheduled for construction in 2012." This is not accurate.

pg 25- "The corridor is expected to be an economic engine not only for Shelby and Fayette Counties but

also in North Mississippi." This is a very broad statement, but is offered with no substantiation. Further, it suggests broad-based development, while many individuals strongly believe there will only be a distortion of development and a negative effect on the region's core. Whatever "economic development" statement is made in the current Vision Plan should be clear about this distinction.

pg 74 Bike/Pedestrian- Unfortunately, this study has no real discussion of pedestrian plans or needs. The Sierra Club strongly urges the MPO to make sure that any reference to Bike/Ped would truly give some specific attention to pedestrian needs. Perhaps a specific mention of "pedestrian facilities similar to those often seen in Complete Streets projects deserve consideration in the local plans of the corridor's communities."

In summary, we feel that the MPO staff made a valiant effort in this study, but that the study does not give sufficient attention or analysis to the regional impacts of I- 269; the study misses the opportunity to discuss, or even mention the issues surrounding roads which encourage development in "extended suburbs" vs. the city center; and third, the study's statistical basis is flawed making any conclusions drawn unreliable.

MPO RESPONSE:

Dennis,

Thank you for your comments on behalf of the Sierra Club Chickasaw Group of Memphis. We have received your revised comments below and will make sure that this version is incorporated into the study's appendix for record. We appreciate your input on the I-269 TN Regional Vision Study throughout the process both through your involvement at the steering committee meetings as well as the public meetings. Thank you again.

Regards, Pragati Srivastava, Memphis MPO Coordinator

MACK BROWDER – CRYE-LEIKE COMMERCIAL

On page 53 of your just-released report, mid-way down the page you have this sentence..."The U.S. Highway 64 interchange is zoned for estate residential use." The Arlington Planned Land Use Map shows most of the property near that interchange as "commercial". I find your report misleading in that it does not mention Arlington's stated plans to allow the north side of U.S. 64 on both sides of I-269 interchange to develop with commercial uses.

Do you have information other than the current zoning map shown on Arlington's website to support your contention that the area at the intersection of I-269 and US 64 will be developed as residential estate lots between now and 2040??

I am stunned that MPO's communications continue to ignore that the intersection of I-269 and US 64 is ideally located for commercial development. Even Arlington's future land use plan shows that. A large study by Looney Ricks and Kiss in 1999 and 2000 showed that intersection to be ideal for fairly dense commercial development.

Will you please get back to me on this??

MPO RESPONSE:

Good day Mr. Browder and thank you for your comments in regard to the Draft I-269 Corridor Study. You are

correct, on page 52 of the corridor study the "Town of Arlington's Existing Zoning and Character" section does state that the existing zoning at the U.S. Highway 64 and I-269 interchange is zoned for estate residential use to date.

In your email communication you asked the following question: Do you have information other than the current zoning map shown on Arlington's website to support your contention that the area at the intersection of I-269 and US 64 will be developed as residential estate lots between now and 2040?

As stated above, the draft corridor study does not state that the interchange at the intersection of I-269 and US 64 will develop as residential use between now and 2040. The third to last sentence in the second paragraph states, "These interchanges will allow for retail commercial development that would serve the north east portion of Shelby County; northwest area of Fayette County and the southeastern area of Tipton County". This statement indicates that all four interchanges within the Town of Arlington and its Annexation Reserve Area areas are planned for retail commercial development.

We understand you concern because the study does not specifically stated that the U.S. Highway 64 interchange will development commercially, however there is language in the study that speak towards the development of the interchanges along the corridor as regional retail centers. For example the first sentence on page 66 states, "Existing and planned nonresidential uses are concentrated at the interchanges along the I-269 corridor" and "Nearly each jurisdiction foresees these interchanges as regional retail or employment centers".

Furthermore a disclaimer to the corridor stakeholders is included at the beginning of the "Study Area Existing Plans and Zoning" section which states the following: "This study will analyze the transportation network that supports the corridor as well as the current and future use of land and zoning within a one (1) mile radius adjacent to the corridor and how the operation of the I-269 corridor will affect future regional development. However, it is to be denoted that jurisdictions, municipalities and individual land owners control how the areas will be develop in the future."

Mr. Browder once again we would like to thank you for your comments regarding this draft study. If you have any additional comments, please feel free in contacting staff either by email or phone.

Carlos B. McCloud, Memphis MPO

**STEVEN SONDEHM – CITIZENS ADVISORY COMMITTEE; NATIONAL SIERRA CLUB GREEN
TRANSPORTATION LEADERSHIP TEAM**

Memphis, TN

The I-269 project was not needed and was counter to the needs of the citizens off Memphis. It is a formula for continued sprawl along with the misdirection of the LRTP, the 2040 plan, the disproportionate spending outside the I-240 loop and the unnecessary Shelby Farms Parkway. This all serves to build out which increases the spread and robs the city of sustainable economic development.

I request that the MPO create a lessons learned document to study how these mistakes can be avoided in the future.

There was no reason to include Memphis in the 4public meetings, as there were no questions pertinent

to those residing in Memphis Proper. Equal money needs to be spent to revitalize transportation within Memphis for livability, transit, traffic flow improvement, connections, walking, biking, safety, traffic calming, complete streets, transportation equity, etc. I would appreciate an answer on how the MPO will do this.

MPO RESPONSE:

Good Afternoon Mr. Sondheim,

Thank you for providing comments on the I-269 TN Regional Vision Study. The MPO appreciates you letting us know your concerns regarding the construction of the I-269 corridor, but since the corridor is predominately built this study, instead, looked at shaping the future development along the corridor through a visioning and scenario planning process with input from the jurisdictions, citizens, steering committee, and transportation agencies.

Since the Memphis MPO is a multi-jurisdictional agency it is important that we give citizens across the metropolitan area the opportunity to provide input and comments to all of our plans and studies. During the first round of public meetings, one meeting was held in the City of Memphis, while the remaining three were held in jurisdictions along the corridor including Millington, Lakeland, and Bartlett. Only a small portion of the I-269 corridor goes through the City of Memphis, but impacts of this corridor and other transportation improvements can be felt regionally.

In regards to your comments about safety and livability including walking, biking, traffic calming, and connectivity, the Memphis MPO is in the process of updating its Transportation Improvement Program (TIP) which is the four year-long fiscally constrained program which provides a prioritized list of transportation projects within the Memphis MPO area. The policy board of the Memphis MPO has recently approved the ranking criteria for selection of projects within the area and major revisions were made to the TIP ranking criteria which incorporate many of the principles that you listed. Increased funding for projects including Bike and Pedestrian and Maintenance has also been recommended by the Memphis MPO.

I hope this helps to clarify the I-269 TN Regional Vision Study and again thank you for your comments.

Regards, Pragati Srivastava, Memphis MPO Coordinator

STEVEN SONDHEIM

Memphis, TN

How did we let this project happen and how can we counter the almost certain negative effects of massive sprawl and erosion of the economy of Memphis City Proper?

The input session for Memphis was a silly exercise, as there were no questions pertinent to Memphis residents. At the very least there could have been questions relevant to citizens such as impacts and how to possibly mitigate the effects of build-out.

Memphians should be asked to vision what they want in the way of transportation resources. Even though they pay 70% of the taxes, very little is spent here, and most if that is on freeway interchanges.

MPO RESPONSE:

Mr. Sondheim,

The conclusions and recommendations contained in the I-269 study demonstrate some of the effects of both unrestrained growth and more carefully planned development along the corridor. The study is intended to help elected officials in the communities affected by the corridor, including Memphis to make better decisions about future development.

Again, we appreciate your comments and will certainly consider them in our planning activities.

Regards, Pragati Srivastava, Memphis MPO Coordinator