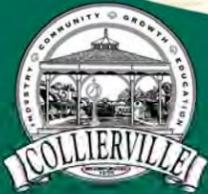




Collierville 2040: A vision for your hometown



ACKNOWLEDGEMENTS

The Collierville 2040 Land Use Plan is the product of over six months of dedication and hard work and would not have been possible without the involvement from the following groups and individuals.

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Kimley-Horn and Associates

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COLLIERVILLE 2040 LAND USE PLAN UPDATE

ACKNOWLEDGEMENTS



- I. INTRODUCTION**
- II. COMMUNITY PROFILE**
- III. FUTURE LAND USE**
- IV. PRIORITIES AND ACTION STEPS**
- APPENDICES**

COLLIERVILLE 2040 LAND USE PLAN UPDATE

TABLE OF CONTENTS



COLLIERVILLE 2040 LAND USE PLAN UPDATE

CHAPTER I: INTRODUCTION

INTRODUCTION

"Collierville 2040" is the name given to the general update to the Town's Land Use Plan. The Land Use Plan serves as the Town's general plan of development, which, as outlined in Tennessee Code Annotated 13-4-203, is to serve as a guide for "accomplishing a coordinated, adjusted and harmonious development and redevelopment of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development." The Collierville 2040 Land Use Plan is intended to serve as a blueprint for the development patterns and design qualities that should be encouraged in the community. The Land Use Plan is the Town's adopted position on future land use, growth of the community, and community character. The plan provides guidance to the Town for future development, providing a basis for rational decisions regarding zoning, subdivision control, redevelopment, and related issues.

The Collierville 2040 Land Use Plan is a conceptual planning document adopted by the Planning Commission on March 1, 2012, and by resolution by the Board of Mayor and Aldermen (BMA) on April 9, 2012. It was the result of extensive work and visioning by numerous citizens and interested parties and the town. The plan should be interpreted as dynamic in nature and in no way vests specific development rights to specific parcels until they successfully complete the normal procedures and approval processes of the Town.

The plan is organized into four chapters:

1. An introduction to the plan, including the study area, the vision and guiding principles used to guide the plan, the planning process, and a review of local current and past studies and regulatory documents that are interrelated with the Collierville 2040 Land Use Plan;
2. A community profile of Collierville, including demographics and development trends, and a review of Collierville's built and natural environment, including public infrastructure;
3. A general land use plan for influencing the form, type, and intensity of development envisioned for Collierville; and
4. An action plan that explains the role of the plan in land use decisions and provides a detailed list of the actions needed to implement the plan, sorted by guiding principle.

STUDY AREA

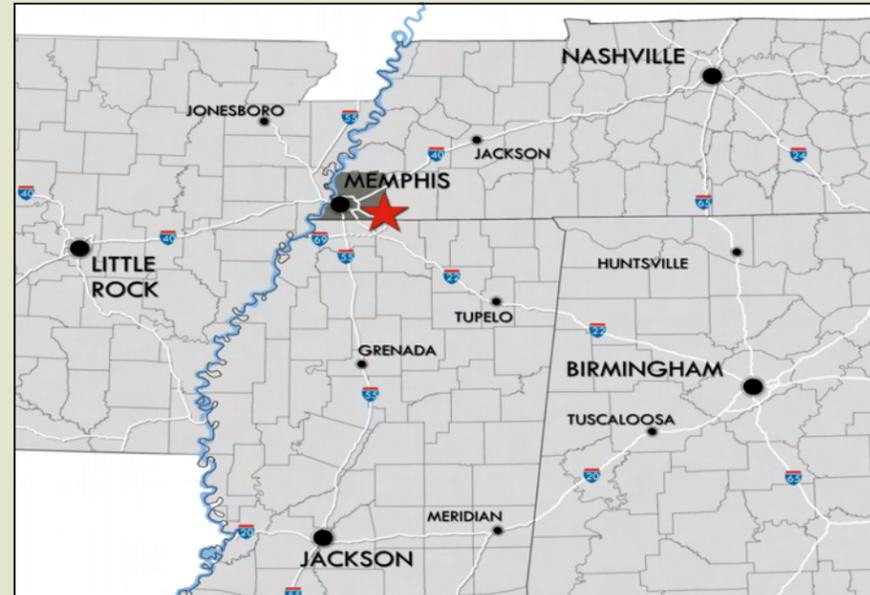
The Town of Collierville, Tennessee is located approximately 18.5 miles from Downtown Memphis in the southeast corner of Shelby County. The study area is approximately 51 square miles in size and includes the Collierville town limits and the Collierville Urban Growth Boundary (UGB). The study area (see Map 1-1) is bounded by the Shelby/Fayette County Line to the east, the Tennessee/Mississippi State Line to the south.

Collierville is (or will be) served by several major thoroughfares, including: Poplar Avenue, US Highway 72, Wolf River Boulevard, Shelby Drive, Forest Hill-Irene Road, Houston Levee Road, Byhalia Road, Collierville-Arlington Road, SR-385 (Bill Morris Parkway), and I-269 (planned). The Town is bisected by the Norfolk-Southern Railroad, an active freight rail line that runs east-west through the community, roughly parallel with Poplar Avenue.

Collierville's current northern town limits are bounded roughly by the Wolf River, a major waterway that runs east-west through the study area. Nonconah Creek runs east-west through Collierville in the vicinity of Bill Morris Parkway (SR-385).

In 2012, Collierville was approximately 36 square miles (approximately 23,064 acres) in size with an additional 15 square miles (approximately 9,600 acres) remaining in its Urban Growth Boundary (i.e. Annexation Reserve).

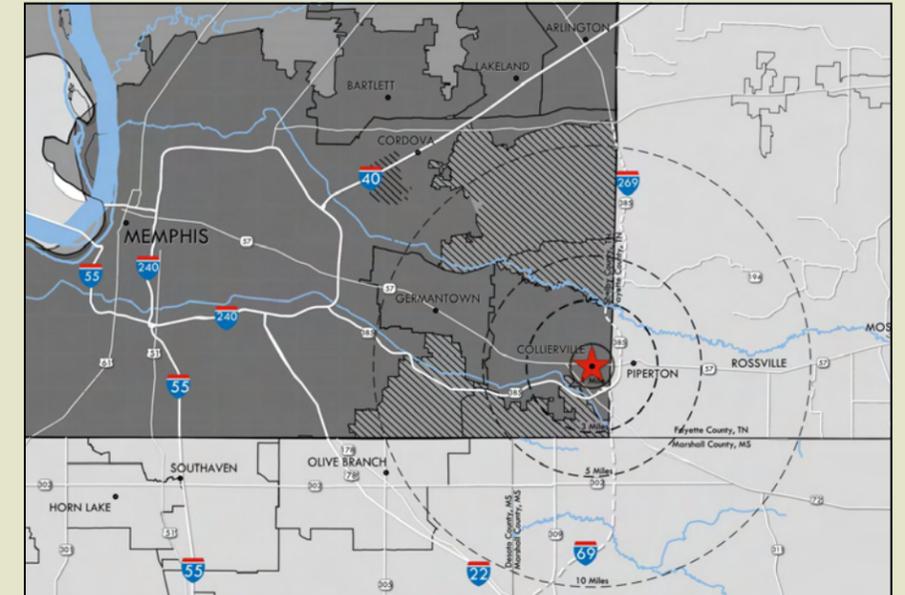
LOCATION MAPS



Regional Map



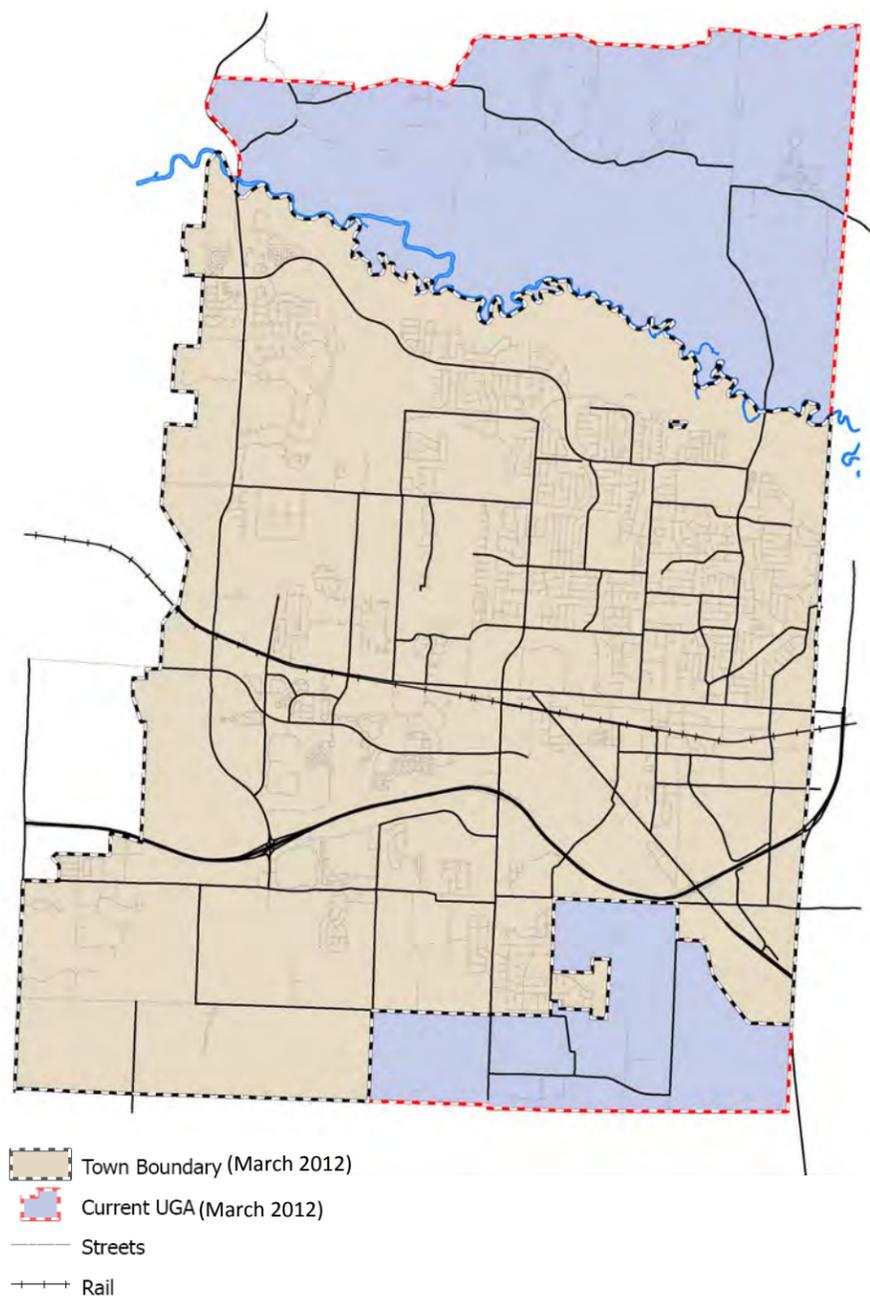
Memphis Metropolitan Area Map



Town of Collierville Area Map

Images courtesy Dalboff Thomas Studio

MAP 1-1: STUDY AREA



VISION AND GUIDING PRINCIPLES

The Vision Statement and Guiding Principles originated from a 2003 project called the “Town of Collierville Comprehensive Plan” prepared by Lyle Sumek Associates, Inc. That project involved mainly the Board of Mayor and Aldermen (BMA), but also included members of the Planning Commission (PC), Design Review Commission (DRC), and various other stakeholders as they discussed challenges facing Collierville at that point in time and in the future. Through that project emerged a general vision of the desired future for the Town of Collierville, and critical issues and opportunities to achieve that future. This vision was reviewed and updated in 2011-2012 by the Steering Committee charged with updating the Town’s Comprehensive Land Use Plan to reflect emerging trends and long-term growth and redevelopment patterns as the Memphis region continues to evolve, which were:

- ◇ increased interest in economic development, and
- ◇ a renewed focus on education as it relates to the quality of life, as it has historically affected the built environment by influencing housing demand, and how higher education can be important in economic development efforts.

VISION STATEMENT:

The vision for Collierville 2040 is that we are a desirable suburban community where:

- ◇ citizens and visitors feel safe and secure;
- ◇ people come to live, work, and play;
- ◇ opportunities are available for all generations;
- ◇ the Town continues to grow; and
- ◇ unique charm and character lives throughout our Town.

Put more simply, the vision is best described as:
 “Welcome home, your community for family living”

GUIDING PRINCIPLES:

The following will describe Collierville, Tennessee in the year 2040:

1. **A Safe Community:** Collierville has a reputation that people want to live, visit, and work there because it feels so secure. The Town of Collierville citizens, governing body, and professional staff strive to maintain this reputation. The citizenry are able to participate directly in keeping the Town safe via vibrant Citizen Academy and Neighborhood Watch organizations. The Town’s Administration and Board of Mayor and Aldermen recognize the importance of maintaining a professional, equipped, and trained Public Safety staff and thereby allocate funds and resources to do so. As a result, the Town’s Police and Fire Departments are equipped for timely responses to emergency situations and the Town provides quality emergency medical services. Safe pedestrian travel is made possible via the Town Greenbelt system and connecting walkways.
2. **A Community that Values Life-long Educational Achievement:** Collierville is a community that is known for providing life-long learning opportunities for its citizens. It recognizes the importance of providing such opportunities for cultivating the strengths of its citizens, enhancing job

skills, promoting economic development and maintaining quality of life, increasing cultural enjoyment, and affording personal enrichment. Public and private schools regionally recognized for their quality are the foundation of the community’s long-term prosperity. University and vocational education provide life-long learning opportunities for Collierville’s residents and visitors.

3. **Preservation of Greenspace and Natural Areas:** The community recognizes the importance of creating visible open space, preserving the Wolf River and Nonconnah Creek Basins and their surrounding wildlife, and protecting area wetlands and floodplains. Open spaces are visible in private sector developments due to a combination of careful development practices and Town regulations. They are visible throughout the Town due to developer contributions, Town parks, greenbelts, and the Town Historic Square. The Town’s Design Guidelines encourage a variety of tree species and plantings that will thrive in the native climate.
4. **Quality Streets with Efficient Traffic Flow:** In Collierville, traffic can move quickly and efficiently throughout the Town in addition to seamless connectivity to the Memphis metropolitan area. The Town achieves this goal by providing effective connectors that link neighborhoods to arterials thereby minimizing cut-through traffic in neighborhoods and reducing trip time and congestion. The Town has carefully-placed and appropriately-sized major arterials with attractive medians and streetscape designs (decorative lights and signals, signage, plantings, etc). Major arterials are parallel to interconnected service drives and parking lots to reduce traffic on streets. All Town roads and streets will be well-maintained.
5. **Convenient Shopping with a Range of Retail Choices:** In Collierville, the citizenry and its visitors have easy access to safe, unique, “village” type shopping. Both the Square and Carriage Crossing’s regional “lifestyle center” are so appealing they attract not only the Collierville residents, but also shoppers from outside the Town limits.
6. **Infrastructure and Services Concurrent with Growth and Development:** Proper levels of service are integral aspects of the community’s policies and dialog as it continues to grow and develop. The community has been able to meet the needs of new growth via an adequate and clean water supply, sufficient wastewater treatment/collection capacity, preventing structural flooding above the 100-year flood stage, and an efficient means of traffic flow.
7. **A Financially Sustainable Town Government:** The Town provides public services in a cost-effective way while keeping a healthy, balanced budget intact with minimal debt. The Town has a strong, increasing, and diversified tax base. Property taxes are shouldered between residential and commercial/industrial land uses. State-shared revenues from sales and income taxes are maximized by the Town’s land use patterns. In order to achieve this goal, the Town has diligently worked to cultivate a strong, diversified tax base, and has ensured that this new growth has paid for itself over the cost of development. The Town has worked to obtain State grant monies (where available) to accommodate or provide incentives for such growth via improved infrastructure and services. To remain fiscally

responsible, the Town has maintained adequate reserves to cover economic downturns.

8. **Providing a Range of Parks, Recreational Facilities, Programs:** The quality of life in Collierville has reached regional and national renown. This can be attributed to its range of parks, including the municipal campus that houses Town Hall and community parks like Confederate (Town Square), Johnson, Cox, Suggs, Hinton, and Brooks. A well-planned Greenbelt system exists that connects neighborhoods throughout the entire Town to parks and public spaces that may be used for community events and festivals. Collierville’s greenbelt connects to a regional greenbelt system. A wide range of recreational and leisure programs are offered for citizens and families. Many private developments maintain their own private open spaces and neighborhood parks for use by those neighborhoods.

9. **Community Designed for Uniqueness and Attractiveness:** The following regionally renowned attributes have enticed people to live, work and visit the community:

◇ **Historic Charm and Character:** The community has stayed true to Town traditions and ensured that new growth has captured the feel and character of the Historic Square. New buildings built in the community are of high quality designs and materials. Businesses are thriving at the Square and it has seen expansion through implementation of the Downtown Collierville Small Area Plan.

◇ **Quality and Predominantly Single Family Housing Development:** The community has historically been, and will continue to be, comprised of predominantly single family households. The Town also has a carefully balanced range of housing choices for people and families of all ages. To achieve this balance, a build-out mix of 85% single family to 15% multifamily will be maintained. Senior housing, townhouses, and condos may be appropriate on a case-by-case basis based on design and location. The Town has created standards, regulations, and adopted property maintenance codes to ensure that new housing is upscale and appealing and that older housing stock remains well-maintained and attractive. New homes are built in such a way to protect property values. Public input is encouraged whenever a new neighborhood is proposed.

◇ **Nonresidential Buildings that Meet High Community Standards:** Town staff, administration and leaders have developed, adopted, and implemented consistent standards that require new buildings to adhere to high standards. Public input is encouraged whenever Town staff and leaders review a development application, a Land Use Plan update/amendment, or a zoning map/text change. The Town Codes Division ensures property is maintained according to code regulations and timely enforces code compliance. Town regulations and guidelines have required uniformity of lighting and signage throughout the community to preserve charm and character. The community has inviting entrances/gateways through the use of appealing wayfinding signage, commercial signage, buildings, landscaping, and streetscapes

10. **Expanded Local Economy – Business and Employment Opportunities:** The community has reinforced the principle of a fiscally responsible Town government by attracting more national and regional corporate headquarters, keeping a strong FedEx presence, and increasing technologically-based job opportunities. The Town has developed a more diversified economy and is thus better insulated from national economic fluctuations. More “white collar” jobs became available through these efforts and more residents both live and work in Collierville. This job growth has led to the growth of more upscale restaurant and retail options as an indicator of strong economic development.



The Town Square and Depot



Collierville Town Hall



W. C. Johnson Park



Historic Home near the Town Square



Neighborhood with Attractive Open Space



Historic Architecture at the Town Square



Carriage Crossing Lifestyle Center



FedEx World Technology Campus



Storefronts around Town Square



Well –Designed Multifamily Development

PLANNING PROCESS

Collierville 2040 serves as an update to the 2001 Land Use Plan, which was adopted by resolution by the Board of Mayor and Aldermen on August 13, 2001. For the 2001 plan, the Board of Mayor and Aldermen appointed a Land Use Plan Committee for the purpose of reviewing the then-current plan and providing recommendations on amendments to the text and map of the plan. The committee met on a weekly basis and developed a series of recommended amendments to the “Land Use and Zoning” element of the Comprehensive Plan that was adopted in 1996. The plan included a series of trend and issue statements regarding land use and included vision and action steps for residential, commercial/office, industrial, transportation, parks and open space.

For the 2040 Land Use Plan, a Steering Committee was formed in August 2011 to provide oversight of the plan update and was comprised of residents, elected and appointed officials, property owners, and a mix of local business representatives chosen to help guide the future direction of Collierville. Several public Steering Committee meetings were held during the duration of the project, starting in August 2011 and continuing through February 2012.

Charrette Week and Public Forums

The public planning process for the 2040 update to the Land Use Plan started with a community “kick-off” open house meeting held on August 16, 2011 to receive initial community feedback about the current Land Use Plan, the plan’s guiding principles, to provide an overview of the planning process and for staff to learn what changes the community would like to see.

To help identify perceived needs in the community, a questionnaire was presented to the public at the August open house, as well as to the Steering Committee at their first meeting and to attendees of charrette week. Staff received several completed questionnaires, which included responses to questions about needed land use and quality of life improvements.

An integral part of the planning process was a week-long design charrette held between September 19-22, 2011, at the Harrell Performing Arts Theatre. A “charrette” is a consensus-building technique that is used by many professional disciplines, including the fields of architecture, landscape architecture, and urban planning and design. The charrette was held in order to expedite the plan-making process, to best utilize creative technical support, and to improve the potential for quick consensus on policy drafts, maps and supporting images. Charrettes serve as a way of quickly generating a design

solution while integrating the aptitudes and interests of a diverse group of people. Collierville’s Charrette Week was a collaborative session in which a group of designers and planners drafted a solution to the “design problem” at hand, which was to create maps and images out of the ideas from the visioning efforts and of previous planning efforts. During the charrette, there were focus group meetings on storm water, floodway and floodplain issues, public infrastructure, public services, parks and open space, traffic and future transportation needs, the real estate market, and economic development, in addition to meetings with stakeholders and members of the public.

The week culminated in an open-house unveiling of planning efforts, and the Steering Committee spent the subsequent months digesting the results of that week and providing direction to Town staff for the development of this plan. A sub-committee consisting of several members of the Steering Committee held a public meeting on January 12, 2012 to discuss and provide feedback regarding a draft version of the Maximum Gross Residential Density Map included in Chapter 3 (Map 3-2).

Stakeholder Interviews

The project team members conducted numerous one-on-one interviews with key project stakeholders throughout the planning process to gather background information. They obtained a variety of perspectives on Collierville’s growth and development issues, proposed amendments, and the findings of the 2001 Land Use Plan and past planning efforts.

The Steering Committee recommended approval of this plan at its meeting on February 21, 2012. The Planning Commission held a public hearing at its March 1, 2012 meeting regarding adoption of the plan. The Board of Mayor and Aldermen held a public hearing and adopted the plan by resolution (Resolution #2012-09) on April 9, 2012.

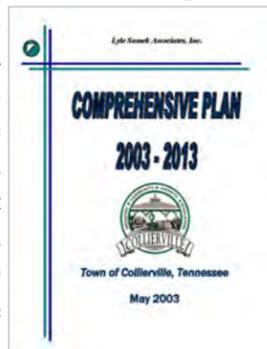


PLANS, STUDIES, AND POLICIES

The Collierville 2040 incorporates and is influenced by several other official plans, studies, and policies that impact planning efforts in the Town, including (in no particular order):

Collierville Comprehensive Plan: 2003-2013

In 2003, the Town of Collierville Board of Mayor and Aldermen adopted the Collierville Comprehensive Plan (also referred to as the “2013 Comprehensive Plan”), which provides a vision of what kind of community Collierville wants to be in ten years with guiding principles to achieve the vision. The 2013 Comprehensive Plan has been used to guide policy direction and town investment decisions since its adoption in 2003. The plan’s vision and guiding principles were adapted by the 2040 Plan’s Steering Committee for this project and are included in Chapter 1 of this document.



Building A Future (1996 Comprehensive Plan)

Adopted in 1996 after a two-year planning process, the Building a Future Comprehensive Plan was the result of a community visioning effort led by five separate subcommittees covering: Community and Economic Development; Land Use and Zoning; Transportation; Environment, Parks and Recreation; and Municipal Services and Public Safety. Each subcommittee developed a set of trend and issue statements for their respective study areas and, ultimately, vision statements and objectives and strategies were developed to provide guidance to Town policy makers. The Land Use and Zoning element from this plan served as the basis for the 2001 Land Use Plan. The 2040 transportation policy, derived from this plan’s Transportation element, can be found in Chapter III.

Urban Growth Boundary Plan

The Planning Commission and Board of Mayor and Aldermen adopted the Urban Growth Boundary Plan in 1999. The Urban Growth Boundary Plan was adopted to direct the planned, efficient, and orderly growth and development of Collierville and developing areas immediately surrounding its existing corporate limits. Adoption of the plan coincided with the preparation and adoption of the Shelby County Urban Growth Plan, which identifies urban growth boundaries for each municipality, identifying lands currently within the municipal boundaries, as well as those intended for future annexation and growth. The future land use recommendations included in Collierville’s Urban Growth Boundary Plan were later incorporated into the 2001 Land Use Plan.

Zoning Ordinance and Subdivision Regulations

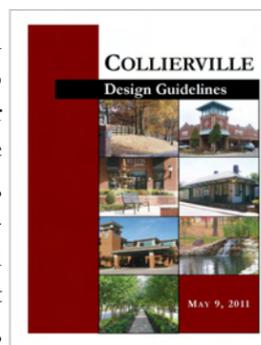
Development within Town limits is regulated by the Collierville Zoning Ordinance and Subdivision Regulations. Collierville’s Zoning Ordinance (along with the Official Zoning Map) is a legal instrument that defines the permitted land uses, bulk regulations, off-street parking, and signage regulations for property within Town limits. The Zoning Ordinance, via the Floodplain Ordinance, also regulates development in FEMA designated floodplains. Subdivision Regulations provide for right-of-way dedication, block size requirements, sites for parks via parkland dedication requirements, and set out an appropriate lot pattern for new developments. Subdivision Regulations, along with the oversight by Town officials, assure that public infrastructure and private development will be well integrated. The current version of the Subdivision Regulations was adopted in 2009.

Small Area Plans

Rather than the entire Town and UGB, small area plans typically address neighborhoods, districts or corridors. They are usually undertaken to address specific problems or opportunities. Small Area Plans are adopted as amendments to the Land Use Plan and, when in conflict, supersede the recommendations of the Land Use Plan. Small area plans provide more detailed policies and implementation steps than the Land Use Plan. Additional information regarding the Town’s adopted small area plans can be found in Chapter 3.

Design Review Guidelines

Initially adopted in 1994, the Town’s current Design Review Guidelines document was updated in 2006 and 2011. The design guidelines serve as a guide for development and redevelopment within Collierville and cover site layout, preservation of site features, architectural character with respect to height, materials, scale, style, compatibility with surroundings, and relationship to streetscape, parking areas with respect to orientation and layout, plantings, and screening, landscaping, fences and screening, pedestrian circulation, elements of signage, and lighting.



Historic District Design Guidelines

Similar to the Design Review Guidelines, the Historic District Design Guidelines serve as a guide for work within the Town’s local Historic District. First developed in 1992, a comprehensive amendment to the Town’s Historic District Guidelines was prepared and adopted in 2002. Guidelines are provided for residential buildings and commercial buildings, from new development to rehabilitation, signage, building demolitions and relocations, and streetscape improvements.



Comprehensive Preservation Plan

Adopted in 2000, the Comprehensive Preservation Plan provides strategy for addressing Collierville’s future historic preservation challenges. The recommendations in the plan are based upon the history and historic resources in the area, analysis of economic and public policy that impact the historic district and public input received during the planning process. The plan provides a framework for historic preservation in Collierville.

Major Road Plan

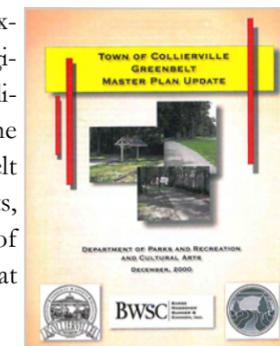
Originally adopted in 1988, the Major Road Plan recommends improvements to the Town’s surface street network. The recommendations included lane and right-of-way width requirements. The plan has been amended periodically, most recently in March 2012.

Long Range Parks & Recreation Comprehensive Master Plan

Collierville Parks developed its Long Range Parks & Recreation Comprehensive Master Plan between 1997 and 1998. The purpose of the Master Plan is to guide the preparation for current and future recreational needs of the citizens of Collierville. The Master Plan provides guidance regarding future property, programs, facilities and the direction for Collierville Parks.

Collierville Greenbelt Master Plan Update

In 2001, the Town of Collierville updated its existing Collierville Greenbelt Master Plan, originally adopted in 1994, to address changing conditions in the community. The plan provides the locations of existing and proposed greenbelt routes, route types, dimensional requirements, design standards for trails, and identifies points of interest, such as existing parks and schools that are to be linked by the system.



Wastewater Studies

The Town of Collierville’s Public Services Department undertook studies to determine the design required for the municipality’s sewer network to accommodate additional growth in the southern portions of the Town and its Urban Growth Boundary (UGB). The future development intensity assumptions included in the studies set acceptable density levels to adequately provide sewer service to the community, and therefore, are instrumental in determining the development intensities that can be permitted via the Town’s land use planning, zoning, and subdivision regulations. The Southeast Wastewater Planning Study was completed in 2007 and the Southwest Sewer Study was completed in 2008.