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Adopted by the Mayor and Board of Aldermen on August 4, 2020.





Comprehensive Development Plan

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Table of Contents

Comprehensive Development Plan

Contents

PURPOSE OF THE PLAN	2
ELEMENTS OF A COMPREHENSIVE PLAN	2
HOW TO USE THIS PLAN	2
Overview	2
Implementation Devices	3
LOCATION	
REGIONAL RELATIONSHIP	3
CITY GOVERNMENT	5
CULTURE	5
Demographic Data	7
SOUTHAVEN'S DEMOGRAPHIC HISTORY	7
Population	
Components of Population Change	8
POPULATION CHARACTERISTICS	. 10
Age Structure	. 10
Racial Composition	. 11
HOUSING CHARACTERISTICS	
EDUCATIONAL ATTAINMENT	. 13
EMPLOYMENT BASE	
POPULATION AND HOUSING FORECAST	. 16
SOUTHAVEN'S FINANCIAL CONDITION	. 18
SUMMARY	. 20
Goals and Objectives	. 21
LAND USE GOALS	
TRANSPORTATION GOALS	. 24
HOUSING GOALS	. 25
COMMUNITY FACILITIES AND SERVICES GOALS	
COMMUNITY APPEARANCE AND SPIRIT	. 28
ECONOMIC DEVELOPMENT	. 29
EDUCATION GOALS	
Existing Land Use Patterns and Future Land Use Plan	
EXISTING LAND USE	
Residential	. 31

	Commercial	3 I
	Medical Office	
	Industrial	
	Public/Semi-Public	31
	Institutional	32
	Vacant Lands	32
	Streets and ROW/Easements	32
His	storical Development Patterns	34
	Land Supply	34
	ture Land Use Plan	
	Introduction and Methodology	36
	Environmental Constraints	37
	Projected Land Use Needs	41
	Preservation	41
	Residential Estate	41
	Low Density Single Family Residential	41
	Medium Density Residential	41
	High Density Single Family Residential	41
	High Density Multifamily Residential	42
	Manufactured Housing	42
	Neighborhood Commercial	42
	Office and Retail	
	Planned Mixed-Use Areas	
	Medical Uses	
	Service Commercial	44
	Commercial / Retail	44
	Metro / Retail	45
	Industrial	45
	Industrial Warehousing and Technology	
	Public Use	46
	Transition Areas	
	Future Land Use Overlay Areas	47
	Snowden District	
	West End District	48
	Future Land Use Plan Map	49





Comprehensive Development Plan

Future Land Needs	51
Community Facilities	52
GENERAL GOVERNMENT SERVICES	
PUBLIC SAFETY - FIRE DEPARTMENT	
PUBLIC SAFETY - POLICE DEPARTMENT	
PARKS AND RECREATIONAL FACILITIES.	55
PUBLIC WORKS DEPARTMENT	59
WATER SERVICE	
SANITARY SEWER SERVICE	
PLANNING AND DEVELOPMENT	
SCHOOL FACILITIES	
LIBRARY FACILITIES	
COMMUNITY/CIVIC CENTERS	
COMMUNITY HEALTH CARE FACILITIES	
FUNCTIONAL CLASSIFICATION	
Interstate Highway Arterial	
Major Arterial Streets	
Minor Arterial Streets	
Collector Streets	
Minor / Local Streets	
Alley	
OTHER MODES OF TRANSPORTATION	
RAIL SERVICE	
PEDESTRIAN WAYS	
ROADWAY DESIGN COMPONENTS	
TRANSPORTATION IMPROVEMENTS	

Forward

Comprehensive Development Plan



Experience 2040

Southaven commissioned this plan, two years in the making, to establish the foundation upon which the city will guide growth over the next two decades. Growth and guidance is not only about permits, regulations, planning commission meetings, negotiations, inspections, and other "red tape" images that come to mind. Growth is also about implementing a vision and a collaborative effort to accomplish a common goal for the community. For Southaven, this plan lays the groundwork for the vision of creating the Southaven experience, rather than simply building Southaven the place. With the *Southaven experience* comes a distinct sense of place.

Plenty of metropolitan area municipalities are experiencing growth and are taking measures to steer the growth toward a positive outcome. Even more small communities long to have just a fraction of the growth Southaven has experienced since its incorporation. As Southaven grows into its last available acreage for new development over the next two decades, it is especially important that growth is woven into the fabric of the community to create the desired experience.

The experience contemplated in this plan is a simple yet complex concept in that it is difficult to describe with words or pictures. Simply put, the anticipated *experience* is that of making newly developed areas of Southaven into places people <u>desire</u> to be after the new wears off. That's not to say people lack desire to be within Southaven now. Instead, it is the art of creating places and spaces with such unique character and offerings that people will continue to desire the experience of living, shopping, eating, recreating, socializing, entertaining, seeing, laughing, doing, and simply experiencing.

It is no secret that people tend to gravitate toward the "new" unless there are strong attractive aspects of the "old". A simple case in point is the contrast between the commercialization along Highway 51 and Main Street compared to Getwell Road. Main Street (Stateline Road) and Highway 51 were once

the newest commercial areas in town and as such easily attracted shoppers. Time, however, has taken its toll on these areas and they now are dramatically different. The areas aged and new development occurred elsewhere, including along Getwell Road (or Goodman, or Church Road), and the customer base was drawn away to more attractive shopping and service venues. There was not a sufficient *sense of place*, or unique *experience*, to retain patrons such that the area could thrive as in the early years. Creating an *experience* can change history decades from now.

Creating the *experience* is difficult and relies on many factors outside the city's control. Businesses must effectively market themselves and provide desirable goods and services. They must provide a pleasant (and competitive) shopping experience for their customers. What the city can contribute to the process, though, relates to placemaking¹.

Placemaking is an art, of sorts, with no exact recipe but necessary components. Through the implementation of this plan, Southaven can begin to transform its remaining development areas into places that offer an *experience*.





Public art can significantly contribute to placemaking.





¹ The term "placemaking" often refers to public spaces but is also used in more broad contexts.



Chapter 1. Introduction

Comprehensive Development Plan

PURPOSE OF THE PLAN

The purpose of this Comprehensive Plan is to serve as a policy guide for the orderly physical and economic development of the City of Southaven. The data gathered and included in this comprehensive plan encompasses social, economic, and physical characteristics of the community and applies to both public and private lands. The plan brings together this information to enable the user to make more informed decisions regarding the future of the community. The future is considered to be a 20 year horizon.

ELEMENTS OF A COMPREHENSIVE PLAN

A comprehensive plan is a policy document with specific components required by law. Southaven has the authority to prepare a comprehensive plan and implement planning through the enabling legislation, codified beginning at §17-1-1 Mississippi Code Annotated, 1972.

The specific legal contents of a comprehensive plan are set out in § 17-1-1 of the Mississippi Code. Through the eyes of the law, four components are required of a document to constitute a comprehensive plan including: Goals and Objectives, a Land Use Plan, a Transportation Plan and a Community Facilities Plan. This plan contains each of these four elements.

HOW TO USE THIS PLAN

Overview

It is important to understand that this plan is a policy statement and does not have the force of law. Because it is not law, the city of Southaven may deviate from the recommendations of the plan without any certain penalty. Doing so without good reason is not advisable, however, from the standpoint of achieving consistent application of this plan. It is recommended that the plan

be reviewed periodically, possibly every five years, and updated as appropriate. Comprehensive planning is not a fortune telling exercise, but instead is a best estimate of what the future may hold for a community. For cities like Southaven that are experiencing rapid growth, estimating future conditions is particularly difficult.

Comprehensive plans must precede zoning regulations in preparation and adoption. Zoning regulations are to be "made in accordance with a comprehensive plan"². Generally, a comprehensive plan must be consistent with a plan's policies, goals and objectives, the land use plan map or other plan elements. Even though there is generally not an exact identity between the land use plan map and the zoning map, the two should mirror each other as closely as possible.

The Mississippi Supreme Court gave more meaning to the phrase "in accordance with a comprehensive plan" in *Bridge v City of Oxford, et. al*,3 specifically regarding the relationship of a future land use plan to a zoning change. In summary the message the Court sent was there is more to a comprehensive plan than the future land use map, and consistency of a zoning matter with other areas of a plan is sufficient. In other words, strict conformance with the entirety of a comprehensive plan is not a requirement, nor should it be an expectation given the forward looking nature of comprehensive plans.

The governing body uses the comprehensive plan to take action on two types of physical development matters: (1) measures that are specifically designed to implement the comprehensive plan (zoning ordinance, subdivision regulations, capital improvements program and budget, the official map, development plans, and architectural guidelines), and (2) other measures which routinely require legislative approval (rezoning cases, special use permits/special exceptions/conditional use permits, variance applications, subdivision plats, site acquisitions, and public work projects). For both types, the plan should be referenced for guidance. It should be remembered that the

² See Miss Code Ann. §17-1-9.

³ See *Bridge v. Mayor and Board of Aldermen of the City of Oxford, Mississippi*, 995 So.2d 81 (Miss. 2008).



Chapter 1. Introduction

Comprehensive Development Plan

plan may not indicate what action to take, nor will it answer all the questions that come before the governing body. It is not supposed to; its purpose is to serve as a generalized guide.

Implementation Devices

This plan will not benefit the community in any way if it is not implemented. There are three primary measures which are commonly used to implement comprehensive plans: a zoning ordinance, subdivision regulations, and a capital improvement program. Other measures include official maps and specific development plans. In all likelihood, Southaven's existing regulations will not fully comport with the policies of this plan. Therefore, the city should review its regulations, and when appropriate, amend as needed to fully implement this plan.

The most important implementation device for this plan will be the governing body and the citizens of the community. Achieving many of the recommendations will require difficult decisions on the part of the Mayor and Board of Aldermen, some perhaps politically contentious decisions. There is fierce competition among communities to attract new residents, employment opportunities, and economic development. Cohesiveness among the citizens builds momentum toward achieving desired goals.

LOCATION

The City of Southaven is located at the "top of Mississippi". The northern corporate limits lie in common with the Tennessee / Mississippi state line and the southern corporate limits of Memphis, Tennessee. Southaven lies in DeSoto County, which is Mississippi's most northwesterly county.

Southaven is a part of the Memphis metropolitan area. Encompassing portions of three states, the Memphis metro area contains approximately 1.3 million people⁴ and its proximity makes substantial employment, cultural, retail and service opportunities available to those in Southaven.

Southaven's relationship to other major metro areas are summarized below:

TABLE 1.1 Distance to Selected Cities from Southaven.

City	Distance (miles)
Atlanta, GA	380
St. Louis, MO	300
Nashville, TN	220
Birmingham, AL	232
Jackson, MS	189
Little Rock, AR	148

Map 1.1 (following page) provides a graphical context of the location of Southaven, Mississippi.

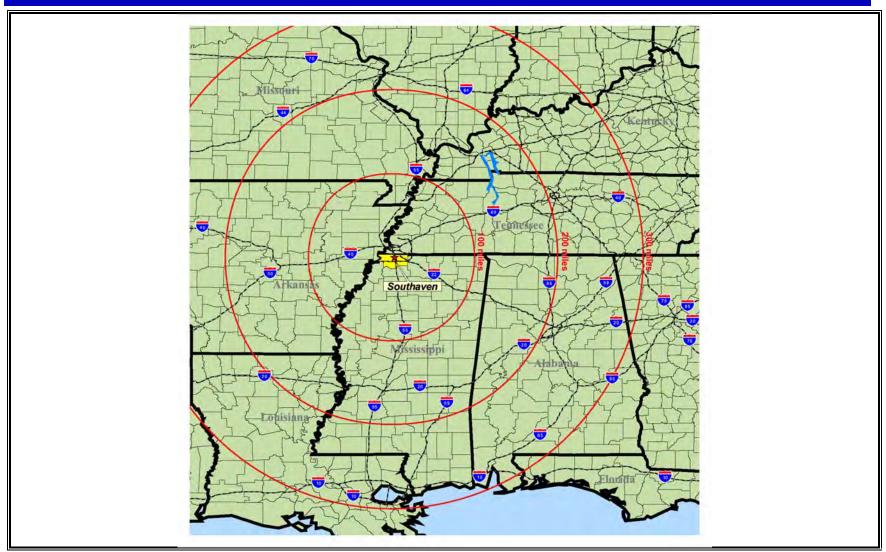
REGIONAL RELATIONSHIP

Southaven's primary transportation route is Interstate 55, which runs north and south stretching from the Great Lakes to the Gulf Coast. From a more localized perspective, I-55 connects Southaven to the City of Memphis and greatly aided in the initial growth and development of Southaven and other DeSoto County municipalities. As the Memphis area expanded, the I-55 corridor provided quick, direct access to the employment available in downtown Memphis. Although there are numerous streets that connect Southaven and Memphis, I-55 made commuting more convenient.

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⁴ Data taken from www.censusreporter.org.

Comprehensive Development Plan



MAP 1.1 Regional Locator Map. This map indicates the regional location of Southaven, as represented by the red star within the yellow highlight (DeSoto County). The concentric rings are spaced at 100 mile increments.



Chapter 1. Introduction

Comprehensive Development Plan

Since the 1800's, Memphis has continually expanded in a ring like fashion in an apparent effort to capture urban or urbanizing areas. As the population expanded, and job opportunities increased, as the industrial base strengthened, as the automobile made it possible to live further away from daily needs, the landscape became populated with subdivisions and related development. Memphis annexed its way down to the state line in the late 1960s, which generally coincides with some of the first development in the originally incorporated Southaven⁵.

Urbanization knows no geopolitical boundary.⁶ Growth and development followed Interstate 55 and Highway 51 south out of Memphis into DeSoto County. However, with no legal authority to annex across the state line, new municipalities had to form in order to provide municipal level services. Thus, Southaven incorporated in 1980, some 20 years after development of the area had begun.

As the Memphis metro area has continued to expand east and south, so has Southaven. Additional transportation improvements have occurred over time which aid the flow of commuters into and out of Southaven, aide internal circulation within the city, and provide access to developable lands. For Southaven, however, land to accommodate new development is becoming limited. As is further discussed in the land use chapter of this plan, Southaven has few options available for territorial expansion.

CITY GOVERNMENT

The City operates under the code charter⁷ form of government and elects a mayor and seven aldermen to serve four year terms. The mayor exercises the executive powers of the municipality and has day-to-day superintending control over the various departments. Ultimately, the mayor sees that the legislative directives of the municipality are executed.

⁵ For instance, Section A of the Southaven Subdivision was platted in 1960 and includes residential areas north of Stateline Road (Main St) along Moss Point Drive and Whitworth Street, for example.

The board of aldermen hold the legislative powers of the city and have no authority to direct the day-to-day activities. In fact, Mississippi law specifically provides "[n]o member of the board of aldermen shall give orders to any employee or subordinate of a municipality other than the alderman's personal staff".8

The significance of this is to point out the necessity of unification among the members of the governing authority. With the differing legal roles, it is most beneficial that the mayor and board be unified with respect to this plan. Such unification will prove useful when it comes to plan implementation, whether it be through budgeting, designated projects, or amendments to local ordinances.

CULTURE

Southaven is rich with cultural opportunities for people of all ages, and residents of the city enjoy a high quality of life. These cultural opportunities and quality of life attributes have largely contributed to Southaven's continued population growth and increasing retail services.

Within Southaven's corporate limits, one can enjoy:

- Access to comprehensive healthcare programs and facilities
- "A" rated public schools
- Faith based private schools
- Higher educational opportunities
- Dozens of churches and religious establishments
- Regional shopping opportunities
- Attend concerts by national recording artists
- Attend theatrical performances
- Attend NBA G League games

⁶ However, the degree of urbanization may be influenced by geopolitical boundaries as services available may differ.

⁷ See Miss. Code Ann §21-3-1 et. seq.

⁸ See Miss. Code Ann §21-3-15.



Chapter 1. Introduction

Comprehensive Development Plan

- Play golf, tennis, volleyball, softball, baseball, etc.
- Attend the Mid-South Fair
- Enjoy the Southaven Springfest
- Enjoy a movie on the silver screen
- Low crime rates
- Affordable living
- A wide variety of housing types
- Superb public services
- Substantial job opportunities
- Eat some of the best barbecue in the world

Within less than an hour's drive from Southaven, one can enjoy:

- · Hunting, hiking, kayaking, and fishing at Arkabutla Lake
- Watersports, including skiing and sailing at Arkabutla Lake
- Tour Graceland ,the home of Elvis Presley
- Casino gaming in Tunica
- The Memphis Zoo
- The Pink Palace family of museums
- Memphis Botanic Garden
- Beale Street restaurants, blues, night life and history
- The Children's Museum of Memphis
- Performances at the Orpheum Theater
- National Civil Rights Museum at the Lorraine Motel
- Attend NBA basketball
- Catch an international flight at the Memphis International Airport
- Hop aboard Amtrak's City of New Orleans
- Motorsports at the Memphis International Raceway
- Airshows at the Memphis-Millington Airport

All these activities, opportunities and facilities combine with many other conditions to create an exceptional quality of life in Southaven. This plan focuses on maintaining and further improving that quality of life and continuing the momentum Southaven enjoys. Southaven will remain at the "top of Mississippi".



Comprehensive Development Plan

Demographic Data

The size and composition of a city's population are related directly to the attendant demand for community facilities and other municipal services. Similarly, the location and distribution of required community facilities and services are related directly to the density and distribution of population, both existing and future. As population density increases, the delivery or enhancement of municipal services likewise increase. Population changes may also influence public services.

The entire concept of urban planning is based, to a large extent, on estimates of existing and future population. In a large measure, a meaningful analysis of existing facilities and services is based on the number, character, and distribution of the current population. Estimates of future population govern the allocation of future land uses, community facilities, and municipal services including schools, recreational facilities, water and sewer facilities, and requirements for fire protection.

Many of the recommendations set forth in this plan are based on or correlated with the population estimates contained in this chapter. Clearly, when conditions change within the community that affect population growth, either negatively or positively, the projections enumerated herein should be revised to reflect those changed conditions.

SOUTHAVEN'S DEMOGRAPHIC HISTORY

Population

Southaven and DeSoto County have enjoyed tremendous population growth over time and have at times been the fastest growing places within Mississippi. Population change is sometimes seen as a barometer of community health. The assumption is that increasing population indicates a favorable community because people are choosing to move into the community (or choosing to stay as opposed to moving away).

The population of Southaven has increased over time. The most reliable publicly available data for the city is reported by the Census Bureau for the 1990 thru 2010 decennial counts. Because Southaven did not incorporate until after the 1980 census cycle, data will be presented from 1990 forward.

Table 2.1 includes the population for DeSoto County and each of its municipalities for 1990 to 2010:

TABLE 2.1 Population Changes.

	T	otal Populatio	Change	'90-'10	
Geographic Area	1990	2000	2010	Number	Percent
Southaven	17,949	28,977	48,982	31,033	173%
Hernando	3,125	6,812	14,090	10,965	251%
Horn Lake	9,069	14,099	26,066	16,997	187%
Olive Branch	3,567	21,054	33,484	29,917	839%
Walls	70	87	1,162	1,092	1560%
County Remainder	34,130	36,170	37,468	3,348	9.8%
County Total	67,910	107,199	161,252	93,342	137%
State of Mississippi	2,573,216	2,844,658	2,967,297	394,081	15.5%
Source: U.S. Census Bureau for years noted.					

The population changes shown above can be misleading without some explanation. Each of the municipalities included above shows tremendous population growth. This growth is due, in part, to municipal annexations. Since 1990, each DeSoto County municipality has expanded its boundaries to take in developed and undeveloped areas. These annexed and developed areas then contribute to the next census count, thus increasing the municipal population. This occurrence, as it relates to Southaven, is discussed further below.



Comprehensive Development Plan

Components of Population Change

In considering population changes, it is important to consider the factors which impact population. Population can be affected by three different components:

- 1. Net effect of births or deaths (natural increase); and,
- 2. In migration or out migration (persons moving in or moving away); and.
- 3. Change in geography (annexation or deannexation).

The City of Southaven has experienced population increase due to each of these three factors.

Births and Deaths

Vital statistics are reported annually by the Mississippi Department of Health and are useful for demographic calculations. An excess of births compared to deaths adds to a community's population. Likewise, an excess of deaths compared to births reduces population.

For the period spanning from 2000 through 2009, births exceed deaths by 2,976 persons, and for the 2010 through 2016 period births exceed deaths by 1,793 persons.⁹ This data is significant to the calculation of migration.

Migration

Migration is the movement of people into or out of an area and is demographically described as in migration (people moving into an area) and out migration (people moving out of an area). Southaven has experienced significant in migration, a fact that is completely no surprise given the history of growth in all DeSoto County. Table 2.2 indicates the migration statistics:

TABLE 2.2 Migration Analysis for Southaven.

2000-2010 (
	2000 Census Population		
	Annexed Population	+2,261	
	Births in excess of Deaths	+2,967	
	Sub-Total	34,205	
	2010 Census Population	48,982	
	Increase from In Migration	14,777	
2010-2017 (Census Period		
	2010 Census Population	48,982	
	Annexed Population	0	
Births in excess of Deaths		+1,793	
Sub-Total		50,775	
2017 Census Estimate		54,031	
	Increase from In Migration	3,256	

Although significant in migration has occurred, a simple calculation of the rate of migration over the two time periods indicates slowing in migration. For example, for the 2000 to 2010 period, in migration occurred at a rate of 1,448 persons per year (14,477/10). For the 2010 to 2017 period, the in migration rate computes to only 465 persons per year. This slowing is an indicator that Southaven's population growth will likely not be as significant in the near future as it was in the near past. This fact is considered and discussed in conjunction with the city's population projections included in this plan.

Change in Geography

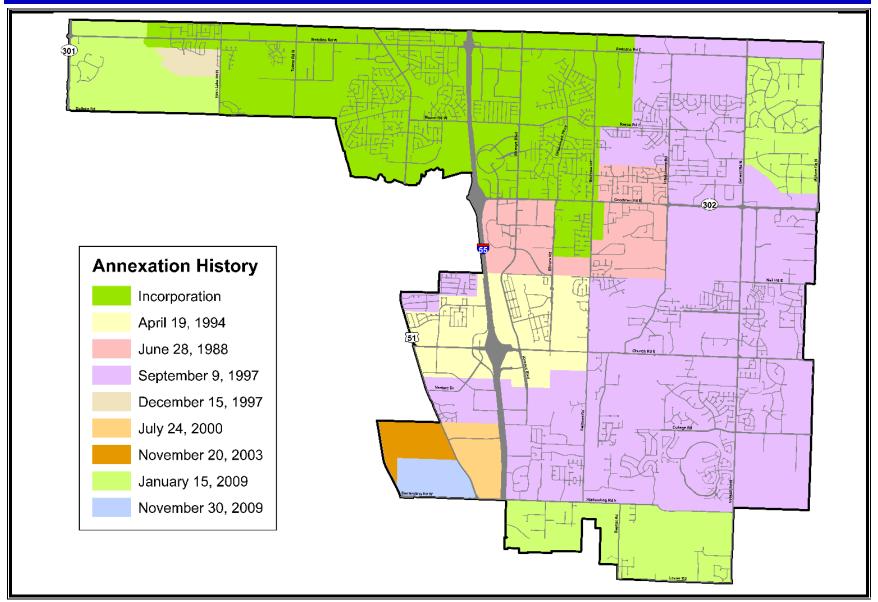
Southaven was incorporated in 1980 and since that period has experienced eight (8) annexations occurring the following years: 1988, 1994, twice in 1997, 2000, 2003, 2008 and 2009. The geographic extent of the originally incorporated city along with each annexation is depicted in Map 2.1:

8

⁹ These time periods are selected in order to approximate the census periods for the decennial census and annual population estimates program.



Comprehensive Development Plan



MAP 2.1 Southaven's incorporation and annexation history. Data compiled by Bridge & Watson, Inc.



Comprehensive Development Plan

For the purpose of analyzing population growth from 2000 to 2010, annexation added 2,261 persons to the city's population according to the 2000 census data. Specifically, the 2000 annexation added 4 persons, the 2008 annexation added 335 persons, and the 2009 annexation added 1,922 persons. Thus, between 2000 and 2010 annexation contributed 2,261 persons to the city's growth.

Census Population Estimates

The Census Bureau provides annual population estimates for cities and counties. Since the release of the Census 2010 data, census estimates indicate population growth has continued in Southaven and DeSoto County. For the period from 2010 to 2018 the Census Bureau estimates Southaven and DeSoto County's population as follows:

TABLE 2.3 Population Estimates, 2010-2018.

Year	DeSoto Co.	Southaven
2010	161,267	48,979
(estimate base)	101,207	40,777
2011	164,061	49,746
2012	166,421	50,393
2013	168,375	50,963
2014	170,773	51,724
2015	173,265	52,500
2016	175,709	53,161
2017	178,914	54,085
2018	182,001	54,944

POPULATION CHARACTERISTICS

Age Structure

Changes within the population by age can reveal certain information about the future for Southaven. Table 2.4 provides the opportunity to see how age groups have changed over the decade between census periods. By

comparing age strata over two census periods, the changes in specific age groups can be identified.

From Table 2.4, one can clearly see how the city's population has grown in every age strata. Significant in this data are the changes in the share of population by age strata. Increases occurred in the younger and older population groups. For instance, in 2000 persons age 0 to 19 represented 29.7% of the population. By 2010, this group had grown to 30.8% of the population. Those age 60 and over made up 13% of the population in 2000 but had grown to 14.9% in 2010. All others (age 20 to 59) lost in their share (57.3% in 2000 dropping to 54.3% by 2010).

TABLE 2.4 Change in population over time by age cohort.

City of Southaven					
		% of	-	% of	Change in
Age	2000	total	2010	total	Age Group
Under 5	2,195	7.6%	3,765	7.7%	1,570
5 to 9	2,298	7.9%	3,862	7.9%	1,564
10 to 14	2,170	7.5%	3,987	8.1%	1,817
15 to 19	1,930	6.7%	3,472	7.1%	1,542
20 to 24	1,882	6.5%	2,932	6.0%	1,050
25 to 34	4,829	16.7%	7,443	15.2%	2,614
35 to 44	4,577	15.8%	7,370	15.0%	2,793
45 to 54	3,742	12.9%	6,377	13.0%	2,635
55 to 59	1,584	5.5%	2,469	5.0%	885
60 to 64	1,216	4.2%	2,215	4.5%	999
65 to 74	1,582	5.5%	3,030	6.2%	1,448
75 to 84	791	2.7%	1,550	3.2%	759
85 and over	181	0.6%	510	1.0%	329
Total	28,977		48,982	•	
Median Age	2000		2010	_	
Southaven	33.1		33.7		
DeSoto Co.	33.7		35.0		
Sources: Table DP-1 for 2000 and 2010, U.S. Census Bureau.					



Comprehensive Development Plan

This trend indicates Southaven is attractive to people of all age spectrums, particularly younger families and retirees. The greatest percentage increase in the age cohorts is found in those 65 and older. Retirees likely find Southaven attractive due to the quality of medical care available, proximity to activities available in the Memphis metro area, and generally a favorable quality of life found in Southaven. The increasing number of retirees has implications for the types of recreational services and facilities offered by the city.

The increase in younger persons has implications for school enrollment, parks and recreational facilities, and business opportunities such as child care facilities and other businesses targeting child interests.

Racial Composition

The racial makeup of Southaven has changed dramatically over the decade:

TABLE 2.5 City of Southaven Racial Makeup.

Race	2000	% total	-	2010	% total
White	26,175	90.3%		34,787	71.0%
Black Other	1,928 874	6.7% 3.0%	_	10,852 3,343	22.2% 6.8%
Total	28,977		=	48,982	
Source: U.S. Census Bureau for years noted.					

From 2000 to 2010, both the White and Black population of the city grew by similar amounts with White population increasing by 8,612 persons, and the Black population increasing by 8,924 persons. Persons of other races increased significantly by 2,469 persons. In terms of respective shares of the total population of the city, White population has decreased by 19.3 percentage points, Black population increased by 15.5 percentage points, and persons of other races increased by 3.8 percentage points.

The significance of this data is twofold. First, as minority population continues to increase, the city will have to be more cognizant of the requirements of the Voting Rights Act of 1965 when drawing election districts. Second, the increase in the number of persons with different cultural backgrounds potentially creates market opportunities for retailers that cater to those different cultures, such as restaurants and grocery stores.

Another aspect of the changing racial makeup of Southaven is the distribution of minority owned or occupied housing. According to the 2000 Census, over 50% of the Black population of Southaven resided in a somewhat concentrated portion of the city along Highway 51 and Rasco Road, east to I-55. By 2010, this same area contained slightly less than 32% of the city's Black population. From Table 2.5, the Black population in Southaven increased by 8,924 persons. Clearly, Southaven is not experiencing any continued pattern of housing segregation as minorities are becoming increasingly distributed through city neighborhoods compared to housing patterns in 2000.

HOUSING CHARACTERISTICS

The housing characteristics for the City of Southaven and DeSoto County are presented in Table 2.6 (following page). As can be seen in the table, the number of housing units in the city of Southaven increased from 2000 to 2010 by 7,639 dwelling units, or 66.6%. This growth is the effect of both annexation and in migration. Likewise, DeSoto County experienced significant growth in housing.

The data in Table 2.6 also indicates the number of persons per household. The household size for both Southaven and DeSoto County has increased over the decade, a trend which is just the opposite when compared to many Mississippi communities. It is not uncommon to see declining household sizes where the population is aging and declining, as children grow up and move away from home. Fortunately, Southaven does not fit that trend and in fact is experiencing population growth in all age groups.



Comprehensive Development Plan

Although Southaven and DeSoto County are well below the state average vacancy rate, the rate has risen.

The most noticeable observation regarding the housing data relates to housing tenure. The proportion of rental property in Southaven has increased over the decade. In 2000, renter occupied housing constituted 27.7% of all occupied housing, while in 2010 that proportion grew to 30.2%. Excluding the Town of Walls¹⁰, Southaven has the second highest proportion of renter occupied housing among DeSoto County municipalities. Of course, as the proportion of renter occupied housing increases, the proportion of owner occupied housing decreases.

TABLE 2.6 Housing tenure and vacancy rates.

	2000				
	Southa	aven	DeSoto County		
Housing Units	No.	%	No. %		
Occupied	11,007	96.0%	38,792 95.1%		
Vacant	455	4.0%	2,003 4.9%		
Total	11,462		40,795		
Tenure					
Owner Occupied	7,960	72.3%	30,723 79.2%		
Renter Occupied	3,047	27.7%	<u>8,069</u> 20.8%		
Total	11,007		38,792		
Persons per					
Household	2.62		2.75		
		20)10		
	Southa	aven	DeSoto County		
Housing Units	No.	%	No. %		
Occupied	17,969	94.1%	57,748 93.7%		
Vacant	1,132	5.9%	3,886 6.3%		
Total	19,101		61,634		
Tenure					
Owner Occupied	12,541	69.8%	43,865 76.0%		
Renter Occupied	5,428	30.2%	13,883_ 24.0%		
Total	17,969		57,748		
Persons per					
Household	2.71		2.78		
Source: U.S. Census Bureau for years noted.					

 $^{^{10}}$ 57.6% of the occupied housing in Walls is renter occupied. Because Walls consists of only 1,162 persons and one large apartment complex, this statistic is an anomaly.

The increasing proportion of renter occupied housing can be significant. First, code enforcement issues arise more frequently from rental property. It is believed this is caused by the absence of "pride of ownership", together with owners desiring to limit maintenance costs in order to maximize profit.

Another significant observation regarding housing tenure in Southaven concerns the change in renter occupied units compared to the number of traditional rental housing types. Table 2.7 indicates the change in housing mix between 2000 and 2010 for Southaven. Among the housing types shown in the table, multi-unit housing is that which is most commonly utilized for rental purposes. From 2000 to 2010, the number of multi-unit housing units increased by 1,425 units. However, from Table 2.6, the number of renter occupied living units increased by 2,381. This data clearly indicates that much of the growth in renter occupancy lies within the city's single family neighborhoods. Nearly 1,000 additional single family homes had to be devoted to rental occupancy between 2000 and 2010, according to these statistics.

TABLE 2.7 Housing mix in Southaven from 2000 to 2010.

	Dwelling Units				Chan	ige	
Housing Mix	2000	%	2010	%	No.	%	
Single Unit	8,561	74.5%	14,260	76.2%	5,699	66.6%	
Multi-Unit	2,458	21.4%	3,883	20.7%	1,425	58.0%	
Mfg. Home/Other	467	4.1%	577	3.1%	110	23.6%	
Total	11,486		18,720		7,234	63.0%	
Sources: U.S. Census	Sources: U.S. Census Bureau Census 2000; 2010 ACS 5-Yr Estimate.						

The most significant aspect of this tenure and housing type data is the potential impact on single family neighborhoods. A prevalence of rental



Comprehensive Development Plan

properties within single family neighborhoods can create a negative perception which, in turn, may have an adverse impact on the character of the neighborhood. Coupled with the potential for enhanced code enforcement needs, a neighborhood can quickly suffer from blighting influences, whether perceived or real. The city should identify concentrations of rental properties, closely monitor conditions within the neighborhood, and correct any negative influences that arise.

In addition to ownership influencing property maintenance and code enforcement needs, the age of housing does as well. Older housing usually requires a higher level of maintenance to keep it in good condition.

Through the American Community Survey program, the Census Bureau provides information regarding the year housing was built. The importance of this data is that it will demonstrate not only the age of housing but also the distribution by time period.

TABLE 2.8 Year Structure Built.

	Housing Units		
Time Period	No.	%	
2014 or later	355	1.8%	
2000-2010	7,141	35.6%	
1990-1999	4,249	21.2%	
1980-1989	2,598	12.9%	
1970-1979	2,723	13.6%	
1960-1969	2,142	10.7%	
1959 and earlier	879	4.4%	
Total	20,087		
Source: 2013-2017 Av Table B25034	CS 5-Yr Es	stimate	

Table 2.8 indicates the data reported by the Census Bureau with regard to the age of housing. As one would expect, the massive growth of the city provides a limited amount of older housing. According to the data, 58.6% of the city's housing stock was built in 1990 or after. Conversely, 28.7% of the housing stock is 38 years old or older. Although Southaven does not have an extraordinarily high number of older homes, the city must remain aware of the fact that older housing requires continuous maintenance. In order to curb the blighting effects of aging housing, Southaven must monitor the effectiveness of its code enforcement program and adjust accordingly.

EDUCATIONAL ATTAINMENT

Information on educational attainment is presented in Table 2.9 (following page) for the city of Southaven, DeSoto County, and the State of Mississippi. In reading Table 2.9 it is important to understand the data rows. The row labeled "High School Graduates" includes the population that has achieved only a high school education (college educated persons also have a high school education).

As can be seen in Table 2.9, the percentage of high school graduates in both the City of Southaven and DeSoto County decreased from 2000 to 2016. While at first glance this data does not seem favorable, one must understand the statistic. This statistic measures those persons with <u>only a high school education</u>; therefore, in this case, a decreasing percentage indicates that a greater number of persons are seeking some level of higher education.

Based on the 2016 data, Southaven and DeSoto County have a higher proportion of persons with post high school education than the state as a whole. Further, substantial increases in the number of persons with bachelor or graduate degrees occurred from 2000 to 2016. The education level of the area's population will have an impact on the types of employers that seek to draw upon the local labor pool. Likewise, income levels will be commensurate with education levels.



Comprehensive Development Plan

TABLE 2.9 Educational attainment for Southaven, DeSoto County, and Mississippi. Totals represent the population 25 years old and older.

Southaven DeSoto County Mississippi 2000 % % No. % No. No. 5.2% 9.6% Less than 9th grade 685 3.7% 3.565 169,178 9th to 12th, no diploma 13.7% 13.2% 307,852 17.5% 2,545 9,003 High school graduate (includes equivalency) 6,534 35.2% 23,260 34.1% 516,091 29.4% Some college, no degree 4,968 26.8% 18,232 26.7% 366,744 20.9% 6.5% 5.7% Associates degree 1.163 6.3% 4.452 100,561 Bachelor's degree 1,975 10.6% 7,014 10.3% 194,325 11.1% Grad. or prof. degree 680 3.7% 4.1% 102,766 5.8% 2,776 Total pop. 25 yrs and 18.550 68.302 1.757.517 Southaven DeSoto County Mississippi 2016 No. % % No. % No. 3.8% 3.3% Less than 9th grade 1.271 3.604 113,287 5.8% 9th to 12th, no diploma 2,730 8.2% 8,353 7.6% 218,979 11.2% High school graduate (includes equivalency) 8.907 26.9% 32.211 29.1% 593,422 30.4% Some college, no degree 9,002 27.2% 29,865 27.0% 443,815 22.8% Associates degree 3.501 10.6% 10.847 9.8% 170,289 8.7% Bachelor's degree 17.0% 16.1% 13.1% 5,612 17,748 255,615 Grad. or prof. degree 2,078 6.3% 7,876 7.1% 154,276 7.9% Total pop. 25 vrs and 33,101 110,504 1,949,683 Source: U.S. Census Bureau, 2000 Data; ACS 5-Year Estimates (2012-2016)

Income levels in Southaven have increased from 2000 to 2016. Although Southaven income levels trail slightly behind the income levels within DeSoto County, income is significantly higher in Southaven when compared to the state as a whole. The median household income in Southaven is 44% higher

in 2016 than the state average. Income is a significant factor considered by retailers and other businesses looking to invest in a community.

TABLE 2.10 Income Levels for Southaven, DeSoto County, and Mississippi.

	South	aven	Growt	h							
	2000	2016	No.	%							
Median Hshld. Income	\$46,691	\$58,427	\$11,736	25%							
Median Family Income	\$52,333	\$67,555	\$15,222	29%							
Per Capita Income	\$20,759	\$25,384	\$4,625	22%							
DeSoto County											
	2000	2016									
Median Hshld. Income	\$48,206	\$60,111	\$11,905	25%							
Median Family Income	\$53,590	\$69,811	\$16,221	30%							
Per Capita Income	\$20,468	\$27,135	\$6,667	33%							
	Missis	sippi									
	2000	2016									
Median Hshld. Income	\$31,330	\$40,528	\$9,198	29%							
Median Family Income	\$37,406	\$50,592	\$13,186	35%							
Per Capita Income	\$15,853	\$21,651	\$5,798	37%							
Source: U.S. Census Bureau, 200 Estimates (2012-2016)	00 Data; ACS 5	-Year		Source: U.S. Census Bureau, 2000 Data; ACS 5-Year							

EMPLOYMENT BASE

Economic analysis is more difficult for smaller levels of geography such as cities and towns. Data is compiled by various agencies at larger levels of geography such as counties, metropolitan areas and states. For the purposes of developing this plan DeSoto County data is utilized.



Comprehensive Development Plan

It is no surprise that DeSoto County has experienced an increase in employment from 2000 to 2018, given the massive population increase and commensurate increase in retail, service commercial and industry. According to data published by the Mississippi Employment Security Commission, from 2000 to 2018 the civilian labor force increased by 30,100 persons and the number of persons employed increased by 28,360. DeSoto County is fortunate to have one of the lowest unemployment rates in the state. Proximity to the Memphis metropolitan area provides a larger pool of jobs enabling lower unemployment rates. Table 2.11 provides a summary of this economic data.

TABLE 2.11 DeSoto County Employment Statistics.

	·		-			
	2000	2010	2018			
Civilian Labor Force	59,150	79,620	89,250			
Unemployment Rate	2.5%	7.5%	3.6%			
Employed	57,670	73,680	86,030			
Unemployed	1,480	5,940	3,220			
Sources: Mississippi Department of Employment Security, Annual Averages Reports for years noted.						

Employment by type of establishment has changed dramatically over time, as indicated in Table 2.12. From 2010 to 2018 every industry sector saw an increase in employment with the exception of one (real estate, rental & leasing). Further, job creation grew faster from 2010 to 2018 than during the period 2001 to 2010. The 2008 recession could explain this trend.

By coupling data from Tables 2.11 and 2.12, DeSoto County has 89,250 persons in the civilian labor force, but within the county there are only 64,280 jobs. Simply put, despite the significant increase in job availability many commute to places outside the county to find employment.

Within Southaven, commuter patterns are presented in Table 2.13 (following page). The data reveals that 71.4% of those employed and living in the City

of Southaven find employment outside the city, with most (52%) working out of state.

TABLE 2.12 Employment by Type of Establishment.

DeSoto County, Mississippi Employment by Establishment					
Industry Type	2001	2010	2018	Change '01-'10	Change '10-'18
Manufacturing	6,290	3,550	4,500	(2,740)	950
Non-manufacturing	29,140	42,910	59,780	13,770	16,870
Agri., Forestry, Fishing, & Hunting	130	90	150	(40)	60
Mining	40	30	40	(10)	10
Utilities	120	90	180	(30)	90
Construction	1,960	1,920	2,120	(40)	200
Wholesale Trade	1,740	3,290	3,840	1,550	550
Retail Trade	5,930	7,260	10,400	1,330	3,140
Transportation & Warehousing	2,510	5,410	9,810	2,900	4,400
Information	200	190	220	(10)	30
Finance & Insurance	780	960	1,080	180	120
Real Estate, Rental & Leasing	350	600	550	250	(50
Prof., Scientific, & Technical Svcs.	640	910	970	270	60
Mgmt. of Companies & Entertainment	780	10	180	(770)	170
Admin. Support & Waste Mgmt.	1,970	3,220	6,320	1,250	3,100
Educational Services	40	230	400	190	170
Health Care & Social Assistance	2,680	4,880	6,140	2,200	1,260
Arts, Entertainment, & Recreation	450	600	800	150	200
Accomodation & Food Services	3,840	6,060	8,380	2,220	2,320
Other Services (except Public Admin.)	820	880	1,260	60	380
Government	4,160	6,280	6,940	2,120	660
Education	2,410	3,720	4,230	1,310	510
Total Employment	35,430	46,460	64,280	11,030	17,820
Sources: Mississippi Department of Employ Annual Averages Reports for years noted.		у,			



Comprehensive Development Plan

TABLE 2.13 Place of Employment for Workers Living in Southaven.

	2017	% Total
Total Workers 16 yrs. and older	25,644	
Working:		
Within Southaven	7,334	28.6%
Elsewhere within DeSoto County	4,054	15.8%
Elsewhere within Mississippi	919	3.6%
Outside Mississippi	13,337	52.0%
Sources: 2013-2017American Community Surv Tables B08008 and B08130	/ey	

Conversely, there is also commuter inflow into Southaven that nearly equals the commuter outflow. According to available economic data through the American Community Survey program, there are 23,670 persons employed in Southaven, as measured during the 2013 to 2017 period. In other words, Southaven has 25,644 workers residing therein, and 23,670 jobs. Because 18,310 resident workers work elsewhere, significant commuter inflow must exist to fill the 23,670 jobs. The effect is that commuter flow has very little net impact on the city's daytime population.

POPULATION AND HOUSING FORECAST

Having looked into the demographic and economic profile of Southaven, a picture of the future is necessary for planning purposes. Calculating the expected population and housing needs are particularly important components of the comprehensive plan. Comprehensive planning is in large part based on the physical environment. A community's population and its needs form a majority of the physical requirements of the built environment.

Population and housing unit projections are nothing more than an educated guess of what the future may hold based upon past trends. Projections are

particularly difficult to calculate with any reasonable accuracy for smaller geographic areas, and are further complicated by factors influencing trends, such as an annexation. Therefore, population projections for DeSoto County are included merely as a benchmark.

Projection Methodology

Population projections are computed as a simple linear extrapolation of historical data. For both Southaven and DeSoto County, the historical data includes the 1990, 2000 and 2010 decennial census population values, and the annual population estimates through 2017. This methodology, however, carries with it the following assumptions:

- That economic trends which influence the housing market (job availability, interest rates, etc.) remain cyclical consistent with the past. In other words, housing demand in the future is similar to that in the past.
- 2. That housing remains within financial reach of prospective occupants.
- 3. That sufficient and suitable land remains available to support development within the city.
- 4. That favorable quality of life factors in the city to continue to attract new residents and retain existing residents.
- 5. That public services will support the increased population.

The population growth of Southaven is expected to bear a relationship with that of the county. Southaven has seen consistent growth over the 1990 to 2010 census periods, and for each period the city represented only a slightly increasing proportion of total county population (26.4% for 1990, 27% for 2000, and 30.4% for 2010). In the projections that follow in Table 2.14, Southaven continues to slightly increase in its share of countywide population.



Comprehensive Development Plan

TABLE 2.14 Population Projections for Southaven and DeSoto County.

	DeSoto		Southaven as % of
Year	Co.	Southaven	County
Census 2010	161,252	48,982	30.4%
2020	196,848	60,364	30.7%
2030	239,540	74,623	31.2%
2040	282,231	88,881	31.5%
Chg. '10 to '40:			
Numerical	120,979	39,899	
Ave. Annual %	1.9%	2.0%	

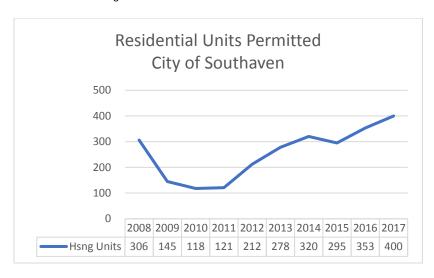
Housing Needs

To accommodate the significant expected increase in population, additional housing units will be necessary within the city. Logically, because the population projections anticipate growth consistent with that seen in the past, the housing stock must increase in a manner consistent with past levels of construction. The needed housing units are calculated based upon the projected increase in population and expected number of persons per housing unit, and are presented as incremental increases in housing stock as follows:

		Approx.	Additional
	Population	Persons per	Housing
Time Series	Increase	Housing Unit	Needed
2010-2020	11,382	2.56	4,446
2020-2030	14,261	2.6	5,485
2030-2040	14 258	2.6	5 484

Abundantly clear is the fact that some of the housing needed from the 2010 to 2020 period has already been constructed. From 2010 through 2017, Southaven issued building permits to account for nearly 2,100 new living units. In reality, growth in the city may be somewhat slower than projected as a result of the lingering effects of the 2008 economic recession. Prior to 2008, Southaven was permitting new residential living units at an average rate of nearly 800 units per year. Following 2008, the rate of building slowed significantly and has averaged less than 300 residential units per year. While growth in recent years has been far slower than prior years, adding 300 residential units is still significant growth.

Although the 2008 recession slowed growth for the city, residential building rates are increasing:



The calculated increase in housing represent a fair estimate of future housing needs. Just as with population, it is impossible to know with certainty exactly how many housing units will be needed within the city. The projections set forth above are accurate enough for broad planning purposes only, not to be confused with a detailed market analysis upon which one may rely for investment purposes.



Comprehensive Development Plan

For the purpose of future residential development and redevelopment of older areas, Southaven should consider commissioning a targeted housing market study. A study of this nature examines the depth and breadth of the potential market, and the optimum market position for new housing units in the city. There are likely a variety of housing market opportunities within Southaven that, if seized upon, could greatly benefit the city, the developer, and the prospective homebuyer.

SOUTHAVEN'S FINANCIAL CONDITION

The massive growth Southaven has seen has certainly had a financial impact upon the municipal budget. Substantial additions have occurred to the city's departments in terms of personnel and equipment. Substantial improvements have occurred in terms of park facilities, new fire stations, water and sewer upgrades and various other facilities and programs. As time progresses, Southaven will continue to experience the service needs of a growing and evolving population, together with the difficulties associated with aging neighborhoods and financial incentives to preserve such areas. An appropriate inquiry, then, is that of Southaven's financial condition.

One of the most important funds within the municipal financial structure is the general fund. The general fund is that portion of the city's budget that pays for most of the services citizens realize. For example, the police department, fire department, street department, planning and zoning services, parks and recreation, building inspections and code enforcement are all funded through the general fund. A four-year general fund summary is as follows:

TABLE 2.15 General Fund Summary Data

	FYE 2016	FYE 2017	FYE 2018	FYE 2019	
Total					
Revenues	\$43,201,742	\$44,062,375	\$45,148,637	\$49,972,285	
Total Expenses	\$42,619,261	\$43,510,384	\$44,019,810	\$49,412,095	
Gain	\$582,481	\$551,991	\$1,128,827	\$560,190	
Other Sources	\$3,796	\$187,061	\$8,453	\$2,520,635	
Fund Balance					
Beginning	\$6,964,065	\$7,550,342	\$8,289,394	\$9,426,674	
Ending	\$7,550,342	\$8,289,394	\$9,426,674	\$12,507,499	
Sources: City audit reports for years noted.					

Table 2.15 indicates positively toward the city's financial health. First, the city is maintaining a healthy general fund balance. As of fiscal year ending (FYE) 2019 reserves were approximately \$12.5 million against the annual obligations of \$49.4 million. This equates into a fund balance equal to 25.3% of operating obligations which is a very healthy fund balance.

The general fund balance is also growing. Since 2016 the general fund balance has grown by 65.7% while expenses have grown by 15.9%. The significance is that Southaven is growing its fund balance while also increasing expenditures to provide services, programs and improvements.

Measuring assessed valuation is another metric utilized to examine a city's fiscal health. Assessed valuation is a key component in the property tax equation, as it is the measure against which the tax rate is applied to produce property tax revenue for the city. Four points in time¹¹ are indicated on the next page in Table 2.16.

18

¹¹ Because property reassessment occurs on a four-year cycle, examining data over a longer period of time is more meaningful.



Comprehensive Development Plan

TABLE 2.16 Assessed Valuation Summary Data for Southaven (expressed in thousands).

	2005	2010	2015	2019		
Real Property	\$213,916	\$341,917	\$342,002	\$442,189		
Personal Property	\$28,778	\$47,880	\$55,372	\$72,042		
Public Utility	\$9,208	\$8,750	\$12,356	\$14,344		
Autos	\$58,499	\$57,162	\$66,440	\$83,795		
Total Valuation	\$310,401	\$455,709	\$476,170	\$612,370		
Sources: City audit reports for years noted.						

Southaven's assessed valuation has grown substantially over time, increasing at a rate of 5% per year. This growth is directly related to new development (additions to the tax roll) and market appreciation (increasing property values) throughout the city. Because of the city's limited supply of vacant land, growth in assessed valuation will likely slow as the city moves closer to build-out. Slower building rates will reduce the additions to the tax roll and likewise reduce growth in assessed valuation.

Retail sales is another financial indicator for the city. In Mississippi, the state returns to each municipality 18.5% of the 7% sales tax collected on retail sales inside the municipality. In other words, for each retail dollar spent in Southaven, the city receives 1.3 cents back from the state.

Retail sales within a community is important for several reasons. First, retail sales taxes are a significant source of revenue for city coffers. For fiscal year ending September 2019, sales tax diversions made up nearly one third of Southaven's \$49,972,285 in general fund revenues. Without healthy retail

sales, municipal government must either reduce services and programs, increase property taxes and fees, or rely on reserves to meet operating demands.¹²

Retail sales data are as follows¹³:

TABLE 2.17 Retail Sales Data for Southaven.

	2005	2010	2015	2019	
Gross Sales	\$760,322,651	\$910,561,944	\$1,130,238,021	\$1,295,787,396	
Diversion to City	\$8,974,858	\$11,200,370	\$13,596,065	\$15,083,433	
Sources: Mississippi Department of Revenue reports for years noted.					

The rapid growth and development of Southaven can be seen in the retail sales data. Between 2005 and 2019, the retail diversion to Southaven grew by 68%. In 2012, Southaven first topped the \$1 billion mark in gross retail sales. These massive increases in retail sales not only contribute substantially to the city's ability to deliver services, but are also a result of:

- A growing population with favorable income and spending characteristics. More people equal more sales volume.
- Substantially increasing number of retailers. The most notable increase in recent years is the development of the Tanger Outlets mall.
- The synergistic impact of regional scale retail development. Large "anchor" retailers attract restaurants, shadow retailers and service commercial as a result of the large volumes of traffic.

There is, however, a threat to Southaven's retail sales tax base, and that is online shopping. Online retail giants such as Amazon tend to drain tax dollars from communities. Recently, the Mississippi Legislature enacted the Mississippi Infrastructure Modernization Act of 2018, which will divert some

 $^{^{12}}$ To rely on reserves for operating demands is only a short term option, as reserves would become depleted after a period of time.

¹³ Sales data is taken from the Mississippi Department of Revenue in order to pair gross sales with retail diversions. Because Mississippi utilizes a different fiscal year, data will not match to Southaven's audit reports.



Comprehensive Development Plan

internet sales taxes to Southaven. While this will be helpful to offset the growing trend in online shopping, the true challenge for Southaven and other municipalities is to create an environment that encourages residents to shop locally rather than virtually. Amazon and other online retailers cannot create the *experience* of shopping, but an appropriately built environment can.

SUMMARY

Southaven is a city experiencing substantial growth in both its population base and its economy. The city has transitioned from a suburb of Memphis into a mature city with many positive characteristics which continue to attract population. Southaven's robust economy provides virtually as many jobs as there are workers within the city, despite the fact that significant commuting occurs.

Southaven also faces the challenges associated with growth and aging neighborhoods. As the population continues to increase, public services must likewise increase and adjust to the needs of the population. As developed areas continue to age, Southaven will be faced with the necessity for enhanced code enforcement efforts and creative efforts to maintain property values, neighborhood character, and perhaps induce redevelopment of certain areas.

This economic data clearly indicates that Southaven is in sound financial condition and will be for the foreseeable future. However, the most significant challenge Southaven faces is the long term impact of aging neighborhoods coupled with the eventual depletion of its land resources. Southaven must remain a desirable community in order to maintain a strong economy.



Comprehensive Development Plan

Goals and Objectives

The principal function of these goals and objectives are to set forth the overall outline of the planning program and to succinctly identify the city's development policies which are not otherwise embodied in other portions of this plan. The goals, objectives and policies form a functional hierarchy as follows:

<u>Goals</u> are statements of the community's desires, vision, or aspirations. As such, goals are not necessarily ever achieved and brought to an end. As broad statements, goals are to identify the purpose of an effort, and are not easily measured.

<u>Objectives</u> are statements that serve the purpose of narrowing the broadly stated goal into something more specific and measurable. Objectives are formulated to move toward achievement of the goal, and are more precise in terms of directing an action.

<u>Policy</u> statements then follow objectives. The stated policies serve as one of many inputs in the land use/development decision-making process. Policies are very specific and are directed toward carrying out the objectives, which in turn are designed to achieve a certain goal.

GENERAL GOALS AND OBJECTIVES

The basic goal of City officials and community leaders is the development of a safe, healthy, and attractive community with a good living and working environment including ample family oriented recreational facilities and programs. Within this basic goal lies a commitment from community leaders to attempt to manage the rapid growth of Southaven while maintaining and strengthening its sense of community identity and sense of community pride.

Achievement of this overarching goal will focus in large measure on the development and implementation of sound and achievable programs and activities for community development. The following is a listing of specific

goals, objectives and policies which are designed to reach the major goals established by community leaders and outlined in this Comprehensive Plan. Often an objective or policy may relate to multiple goals; therefore, some repetition may appear.

LAND USE GOALS

Goal 1: Continue to provide for the orderly and logical spatial arrangement of development in the city of Southaven.

Objective 1.1: Avoid the creation of incompatible land uses as the city continues to develop and experiences redevelopment, and to remedy over time the existing incompatible land uses that have occurred.

Objective 1.2: Ensure the protection and betterment of the public health, safety and general welfare, including the provision for adequate light, air and circulation, separation and open space between land uses, prevent overcrowding, protection of the value of property and the protection of the integrity of the various neighborhoods within the city.

Objective 1.3: Provide for the protection of property values by the creation of a level of certainty regarding the use and reuse of lands within the city, and to create a positive sense of place and enhance the quality of life in Southaven.

Objective 1.4: To implement at the appropriate time(s) the recommendations of this plan.

Policy 1.4.1: The City of Southaven will determine the time and manner in which to update its land use control ordinances as necessary to implement the recommendations of this plan. Such updates may also include modifications to the zoning map.



Comprehensive Development Plan

Goal 2: Guide and direct development in a manner which is sensitive and responsible with respect to the natural environment and natural resources.

Objective 2.1: Provide an incentive for developers and landowners to preserve environmentally sensitive areas and to employ development techniques which result in the conservation of natural resources or otherwise benefit the natural environment.

Policy 2.1.1: The City of Southaven will establish a means by which to measure the impact of proposed development upon environmentally sensitive areas.

Policy 2.1.2: The natural environment for which the city is concerned includes areas of delineated wetlands, areas designated as Special Flood Hazard according to FEMA areas of mature tree growth, and areas that may be of archeological significance such as burial grounds.

Policy 2.1.3: Southaven will develop measures to provide density or intensity bonuses, or a reduction in development requirements, for developments which work toward the implementation of this goal and objective.

Policy 2.1.4: Southaven will encourage developments which offer the following characteristics

- Provide a mixture of land uses.
- Place emphasis upon the pedestrian.
- Place residents within walkable proximity to employment opportunities and other daily needs.
- Reduce the reliance on the automobile to meet daily living needs.

By way of example, cluster development patterns are effective in protecting environmentally sensitive areas.

Goal 3: Guide and direct development to locations that allow for the most efficient utilization of existing investment in public infrastructure and public facilities.

Objective 3.1: Minimize the public investment necessary to provide public services to new developments within the city.

Policy 3.1.1: Southaven will encourage new development to locate in areas that are served with adequate municipal utilities in order to minimize or eliminate costly utility extensions or improvements.

Policy 3.1.2: The city will assess the intensity of development and encourage its location with respect to available public service facilities and capabilities. Developments will be guided to areas to best accommodate the service demands including, but not limited to, water supply, wastewater demands, fire protection requirements, traffic generation and access to transportation routes.

Policy 3.1.3: The city will impose a concurrency requirement related to new development, requiring that public services be adequate and available at the time of, or within a reasonable time of development.

Policy 3.1.4: Southaven will employ a program whereby public infrastructure improvements, when necessary, are achieved as a result of public efforts, private efforts, and public-private partnerships.

Objective 3.2: Maximize the benefit of public investment in existing municipal service facilities and capabilities.

Policy 3.2.1: Southaven will encourage infill development, particularly in those areas which are already served with municipal utilities.



Comprehensive Development Plan

Policy 3.2.2: The city recognizes the impossibility of achieving full buildout within the municipal limits and therefore acknowledges that the availability of vacant developable land is not the sole factor to consider when guiding and directing future development.

Goal 4: To enable a built environment that is pedestrian friendly, aesthetically pleasing, multi-functional, and attractive to emerging development markets;

Objective 4.1: To foster market forces which seek to capitalize on new urbanism city-building principles.

Objective 4.2: To target and develop areas achieving mixed use development patterns and having substantial architectural and design features creating a unique, attractive and desirable place to live, work, shop, or seek services or entertainment and thus, enjoy an *experience* in Southaven.

Policy 4.2.1: The city will encourage the use of the Planned Unit Development (PUD) zoning classification to regulate mixed use development proposals. The PUD classification affords substantial design flexibility to the development community.

Policy 4.2.2: Mixed use PUD proposals will be reviewed against the principles established in the Future Land Use section of this plan for mixed use development.

Objective 4.3: To ensure new development includes design components which further the goals of this plan.

Policy 4.3.1: Where practical and possible, new development shall include pedestrian and multi-modal

features which serve to further the purpose of the complete streets policy.

Policy 4.3.2: When reviewing development applications, Southaven will consider the architectural appropriateness of the development. Generally, new development should possess architectural features and style that are consistent with, or exceed, nearby desirable structures.



This bank building contains desirable architectural features.

Goal 5: To recognize the necessity for market driven urban development patterns to continue within single-use zoning districts, as presently characterizes much of the city.

Objective 5.1: To recognize that despite the fact that Southaven desires mixed-use development, some segment of consumers wish to live, shop, and otherwise interact in developments that are the product of single-use zoning districts.

Policy 5.1.1: The City of Southaven will maintain within its land development regulations the necessary



Comprehensive Development Plan

language to permit the continuance of prior development pattern that presently characterizes much of the city today.

Policy 5.1.2: Southaven will establish maximum lot sizes in single family residential zoning districts in order to more efficiently utilize the city's vacant land resources.

TRANSPORTATION GOALS

Goal 6: Provide multiple modes of transportation which are safe and accessible for all travelers.

Objective 6.1: To expand the transportation options in Southaven to include more bike and pedestrian paths and dedicated lanes.

Objective 6.2: To encourage healthier lifestyles through increased walkability throughout the city.

Policy 6.2.1: Southaven will continue to apply its complete streets policy to existing and future transportation corridors.

Policy 6.2.2: Southaven will continue seeking funding for the addition of bike lanes and pedestrian ways along existing transportation corridors.

Policy 6.2.3: Transportation corridors will be designed to invite and encourage other-than-automobile usage. Such design elements include, but are not limited to:

- Physical separation of pedestrians/cyclists from automobiles.
- Landscaping elements.
- Conveniences such as sitting or resting areas.
- Unique design elements.
- Handicap accessibility

 Aids in interacting with traffic such as cross walks and safety islands.

Policy 6.2.4: Southaven will create and offer development incentives in exchange for design elements which enhance pedestrian mobility.

Goal 7: Provide accessible and safe means of vehicular and pedestrian circulation, to include multiple modes of transportation.

Objective 7.1: Provide adequate signage and striping along the streets to regulate and direct traffic as needed.

Policy 7.1.1: Southaven should examine the street signage within the city and develop a plan for replacing those signs which have become an eyesore (faded, dented, defaced, etc.), or to reinstall missing signage. Street striping should be evaluated as well, particularly pedestrian crossings.

Comment: Having clearly visible signage and markings on the streets is an obvious safety need, but also it serves to enhance the appearance of the community.

Objective 7.2: Increase the opportunity for pedestrian mobility throughout the city.

Policy 7.2.1: The existence and condition of sidewalks should be evaluated and sidewalks should be installed or improved where needed.

Policy 7.2.2: Sidewalk repairs or installations should be directed first toward areas which are used to move children (connecting schools and adjacent neighborhoods), second to connect residential neighborhoods to recreational or commercial areas, and finally within other residential areas.



Comprehensive Development Plan

Objective 7.3: Improve the safety and attractiveness of access to private properties.

Policy 7.3.1: Southaven will continue enforcement of its curb cut policy to limit the access points along commercial corridors and to improve the appearance of transportation corridors.

Objective 7.4: Ensure the reservation of right-of-way for future transportation routes.

Policy 7.4.1: As development occurs along the path of any planned transportation routes, Southaven should require, as a condition of development approval, the reservation of an appropriate right-of-way corridor.

Policy 7.4.2: The city should require, through appropriate development regulations, newly constructed streets be laid out so as to facilitate future extensions or connections.

HOUSING GOALS

Goal 8: Improve the quality of the housing stock in the community.

Objective 8.1: Eliminate, to the extent possible, all dilapidated and abandoned housing in Southaven.

Objective 8.2: Require homeowners to maintain houses to a certain standard of safety and durability.

Objective 8.3: Ensure that new housing is built to current standards for safety, durability and functionality.

Policy 8.3.1: The City should adopt and enforce the most current and up to date suite of building codes.

Policy 8.3.2: The City should utilize property maintenance codes and unsafe building abatement codes, requiring that dilapidated homes and buildings be removed and damaged buildings be repaired.

Policy 8.3.3: Southaven will maintain its publicly owned property to the same or higher standard as that required of its citizens.

Goal 9: Encourage infill housing development.

Objective 9.1: Attract new housing developments to locate upon underutilized properties within the city.

Policy 9.1.1: The city will seek to fill vacant lots within the city with high quality housing development. Such development shall enhance the neighborhood rather than simply fill a vacant lot.

Objective 9.2: Provide a wider field of housing opportunities in the form of housing types and housing costs.

Policy 9.2.1: The City of Southaven should commission a detailed housing market study to examine housing cost, preferences, and availability regarding emerging housing markets. For example, loft units and live/work units are becoming popular among young professionals. This study would be significantly beneficial for the development of mixed-use areas.

Policy 9.2.2: Southaven will promote the concept of mixeduse development, particularly with regard to housing types combined with limited commercial development (commercial on the first floor, housing on the second floor).



Comprehensive Development Plan

Policy 9.2.3: The city will maintain a diverse supply of housing available to people of all income levels, but will continue to limit the proportion of standalone multifamily housing (i.e. apartment complexes) to 15% of the city's housing stock. Excluded from the 15% limitation shall be group quarters housing, townhouses and condominiums with a property owners association and housing reserved exclusively for retirement age persons. The city may also exclude from this limitation any housing development which is designed to capture an emerging or underserved housing market, or housing which forms a necessary and integral part of a mixed-use development.

Goal 10: Create sustainable housing in Southaven.

Objective 10.1: Promote human oriented design versus auto oriented design.

Policy 10.1.1: For the purpose of this plan, walkable neighborhoods shall be considered as those wherein the residents have an approximate one-quarter mile walk to reach the center of neighborhood activity.

Policy 10.1.2: Southaven will encourage the development of walkable neighborhoods and housing design to provide pedestrian friendly homes. Homes with features such as a front porch, three or more step elevation above grade and the front entry as the primary front facing the street (as opposed to a garage or carport) will be encouraged.

Policy 10.1.3: The city will permit and encourage the design and construction of homes which accommodate alternative energy and conservation techniques, such as solar panels and water conservation features. Development regulations should be amended, to the extent necessary, to accommodate such features.

Goal 11: Create more socially connected and interactive neighborhoods.

Objective 11.1: To create design standards concerning the physical layout of subdivisions and neighborhoods which invite human interaction and activity.

Policy 11.1.1: New neighborhoods should be laid out, where possible, in a grid pattern to encourage pedestrian activity, and cul-de-sac streets should be avoided. Streets should terminate with a view of something pleasing, such as a park or open space or a well designed and maintained structure.

Policy 11.1.2: Street designs that are conducive to pedestrians and contribute to forming tight-knit neighborhoods are encouraged. By way of example, sidewalks should not be located adjacent to the curb or edge of pavement, as this places the pedestrian in close proximity to traffic. Street trees or on street parking should be utilized to separate pedestrians from moving automobiles.

Policy 11.1.3: New neighborhoods should be laid out with walkable distances (approximately ¼ mile radius) to the residents' services and needs, thereby reducing the necessity for automobile trips.

Policy 11.1.4: New neighborhood buildings should possess architectural uniformity and uniqueness but at the same time contain sufficient variation in building footprint to avoid the monotony of "cookie cutter" type subdivision development.



Comprehensive Development Plan

Objective 12.1: To provide housing availability for an aging population.

Policy 12.1.1: Southaven will encourage the development of housing designed to meet the needs of an aging population. Such design features include, but are not limited to handicap accessibility throughout the home, smaller lots (thus less maintenance), condominium

Figure 2.2. Pedestrian Landscaping

The above photo illustrates the use of street plantings to separate pedestrians from traffic. As time progresses the landscaping will mature and create an entirely new character for this neighborhood.

Note that the house has a fairly small footprint and is pulled up close to the sidewalk, all features that focus on the human rather than the automobile.

Policy 11.1.5: Neighborhoods, both residential and nonresidential, should be designed in keeping with Traditional Neighborhood Development (TND) principles as follows:

- Compactness;
- Human scale design;
- Mixed uses including retail, residential, other commercial, civic and public spaces;
- Contains a variety of housing opportunities;
- Environmental features are incorporated into the design; and
- Maintains existing buildings and architectural style and character unique to the community.

Goal 12: Ensure the availability of housing opportunities within the City to meet the needs of all market sectors.

COMMUNITY FACILITIES AND SERVICES GOALS

Goal 13: Provide excellent services throughout the city in an efficient and cost effective manner.

ownership, wider sidewalks, group living, etc.

Objective 13.1: Ensure that space is available for the expansion and extension of public services.

Policy 13.1.1: Southaven should require, as development occurs, the reservation or dedication of space for public use such as additional street right-of-way, park space, or space for public buildings or utilities.

Objective 13.2: Ensure there is a logical and compatible relationship between service facilities / capabilities and land uses.

Policy 13.2.1: The city will evaluate development proposals with regard to the intensity of service demands (police, fire, water, sewer, etc.) and compare the same to the capability and impact of providing the required services.

Policy 13.2.2: Southaven will discourage development proposals with such an intensity of service demands (police, fire, water, sewer, etc.) that, if approved, could have a negative impact upon the level of services for existing city



Comprehensive Development Plan

residents; unless, however, there is an adequate plan to provide the necessary services.

Objective 13.3: Enhance public services available to the citizens of the city.

Policy 13.3.1: Southaven should continually evaluate the type of recreational facilities most beneficial to city residents, and develop a plan to fulfill those desires.

Policy 13.3.2: Southaven should work with the Mississippi State Rating Bureau to continually protect and enhance fire protection services within the city.

Policy 13.3.3: The city will develop a system whereby streets which are in need of major repair are identified and prioritized, so that a means can be developed to address the maintenance needs.

Objective 13.4: Minimize the burden of infrastructure costs to the existing tax base.

Policy 13.4.1: Developers shall bear the cost of infrastructure necessary to provide service to and within the proposed development without regard to the fact that such infrastructure may be dedicated to the public. This policy, however, shall not be construed in conflict with the policy of first locating development in areas presently served by adequate infrastructure.

Goal 14: Enhance, to the extent possible, services delivered to the residents of Southaven from other governmental or quasi-governmental entities.

Objective 14.1: To work in a mutually cooperative fashion with public and quasi-public agencies in the discharge of their duties within the city.

Policy 14.1.1: Southaven will make its resources available for the purpose of furthering this goal and objective; provided, however, that the city shall not place any burden upon the taxpayers of the city in doing so unless there is good and valuable benefit to city taxpayers.

COMMUNITY APPEARANCE AND SPIRIT

Goal 15: Improve and enhance the overall appearance of the community and generate a sense of community pride.

Objective 15.1: Eliminate, to the extent possible, all dilapidated and abandoned structures in the city.

Objective 15.2: Maintain public and private properties in the city to project a positive image of Southaven.

Policy 15.2.1: Continue to enforce the necessary ordinances to compel property owners to clean their property by removing unused or discarded items, mowing tall grass, removing dilapidated buildings and otherwise keeping property in a safe and presentable form.

Policy 15.2.2: Southaven will maintain public property to the same standards required for private property owners.

Objective 15.3: Improve the visual appearance of the community.

Policy 15.3.1: The city should evaluate the effectiveness of its sign regulations to ensure that signage does not cast a



Comprehensive Development Plan

cluttered and confused impression for commercial, business or industrial areas of the city.

Policy 15.3.2: Assess the appearance of the entrances to the city and take measures to improve the visual impact.

Policy 15.3.3: Assess parking lots and streets to determine where added landscaping would enhance the appearance. The purpose is to interrupt the continuous flow of asphalt from streets into parking lots.

Policy 15.3.4: Southaven will address, to the extent necessary, negative conditions arising from inadequate property maintenance, including but not limited to the conditions of: inadequate parking space, trash, litter, clutter and similar conditions.

Policy 15.3.5: Southaven will control visual clutter through the application of sign regulations.

ECONOMIC DEVELOPMENT

Goal 16: To create a distinguishable center of commerce within the city.

Objective 16.1: To develop within the city an area which is set apart from others in regard to the character of the commercialization.

Policy 16.1.1: For zoning and land use regulation purposes, the city will establish specific boundaries of an area to transition into a more metropolitan-like development style, compared to the suburban development that characterizes much of the city.

Policy 16.1.2: Southaven will amend its development ordinances to allow for more intense development in order to accomplish metropolitan-like development. Such

amendments include, but are not limited to, taller buildings, higher floor area ratios, smaller setbacks, and shared parking. Further, an appropriate list of allowable land uses will be created for this district.

Policy 16.1.3: It is the desire that this area be one that contributes to the *experience* Southaven wishes to create. To that end, development regulations, and potential incentives, will be designed to accomplish this desire.

Policy 16.1.4: Necessary airport height restrictions shall prevail over the desire for taller buildings within this area.

Goal 17: To generate additional employment opportunities within Southaven.

Objective 17.1: Strengthen and increase the employment opportunities within the city.

Policy 17.1.1: Southaven will seek to attract diverse employment opportunities including manufacturing, public sector, research, retail, service and entertainment industries and other potential employment sectors.

Policy 17.1.2: Southaven will continue strengthening its retail base and contemporaneously therewith seek to attract entertainment and other venues to add to the local economy.

Objective 17.2: Provide incentives which serve to enhance the creation of jobs and reuse of vacant buildings.

Policy 17.2.1: Southaven will encourage the reuse, or an adaptive use, for existing vacant industrial buildings and properties.



Comprehensive Development Plan

Policy 17.2.2: Investigate the potential to provide financial incentives for economic development and the creation of jobs.

Goal 18: Promote economic development and continue the development synergy within the community.

Objective 18.1: Provide a sense of welcome for new development or redevelopment.

Policy 18.1.1: Southaven's development regulations and policies resulting from this comprehensive plan are not to be construed as restrictive, but are intended to be supportive of development.

Policy 18.1.2: The development regulations and policies resulting from this comprehensive plan are to be interpreted in a consistent and fair manner.

Objective 18.2: Provide significant and continuous marketing efforts to attract new development.

Policy 18.2.1: Form alliances with local Chambers of Commerce, Economic Development Authorities, or other such agencies designed to locate and attract economic development.

Policy 18.2.2: Ensure information available to the public is accurate and up to date. This includes the continuing maintenance and updating of the city's web site and other forms of technical forms of communication as such evolve, including social media platforms.

EDUCATION GOALS

Goal 19: Provide for the further enhancement of educational opportunities and the quality of education within the city.

Objective 19.1: To work cooperatively with and in support of the DeSoto County School District in delivering educational services to residents of the city.

Objective 19.2: To ensure adequate space is available for the location of new schools or the expansion of existing schools in the city.

Policy 19.2.1: When approving development proposals, Southaven will consider the impact population increases will have upon the school system and will seek input from the School District regarding the same, particularly in regards to enrollment and space needs.

Policy 19.2.2: Southaven will seek direct input from the School District concerning any development proposed which abuts property owned by the school district.



Chapter 4. Land Use Plan

Comprehensive Development Plan

Existing Land Use Patterns and Future Land Use Plan

The purpose of this chapter is to reveal existing land use patterns by preparing an inventory of existing land uses in map form, which in turn aids in developing goals and objectives for future land use patterns. By predefining future land use patterns, city officials and the community will have a guide over which to focus and direct future development. The future land use plan serves as a guide that literally maps out the general location and relationship of land uses.

EXISTING LAND USE

Existing land use data for the city of Southaven and the planning area was gathered in 2018 and 2019 through the use of satellite imagery, windshield surveys, and personal knowledge of the local landscape. A digital parcel map was created using a Geographic Information System (GIS), and each parcel coded for its particular land use category, as further defined below. This mapping effort not only aids in revealing land use patterns, but also enables otherwise arduous land use calculations.

The existing land uses are divided into the following described categories:

Residential

<u>Single Family Residential</u> – A single residential living unit of conventional (on-site) construction, designed to house only one family.

<u>Multifamily Residential</u> – A structure designed with more than one separate living unit, such as a duplex or apartment complex, where such living units are attached.

<u>Manufactured Home Residential</u> – A single residential living unit designed to house only one family and constructed or assembled off-site and transported to the site for placement.

<u>Recreational Vehicle</u> – A vehicle designed either as self-propelled or as a towable unit designed to provide limited living space, typically on a temporary basis. These land uses are most commonly found in park settings. The existing land use map notes these uses as "RV Park".

Commercial

Commercial establishments are considered to be those that are operated privately, for profit, and provide merchandise or services for retail trade. Examples include banks, grocery stores, barber shops, malls, shopping centers, etc.

Medical Office

Those land uses which provide a medical service are categorized as medical office uses. Such establishments include Baptist Memorial Hospital - DeSoto, which is commonly known as Baptist DeSoto, and the many specialist offices in the immediate vicinity. Also included as medical offices are dentists, emergency clinics and the sort. The existing land use survey does not comprehensively identify all medical offices within the city, but it does demonstrate the concentration of medical offices in proximity to Baptist DeSoto.

Industrial

Industrial establishments are considered to be those that are operated privately, for profit, and engage in manufacturing, reduction, warehousing, storage, or distribution of products or goods. Also included in this category are uses that may generate substantial amounts of noise, odor, light, traffic or other nuisances associated with industrial uses.

Public/Semi-Public

Uses that are operated primarily for the purpose of providing a public service or delivering a public utility, such as a fire station, post office or electric power sub-station. Parks and designated landscape areas (within a subdivision, for



Comprehensive Development Plan

example) are good examples of this type of land use category. This category also includes non-profit organizations such as churches and cemeteries. Within Southaven there are some areas specifically reserved for stormwater conveyance and detention, which are also considered as public/semi-public uses.

Institutional

Uses that are operated by a public or non-profit body that involve the frequent assembly or housing of persons, such as a school.

Vacant Lands

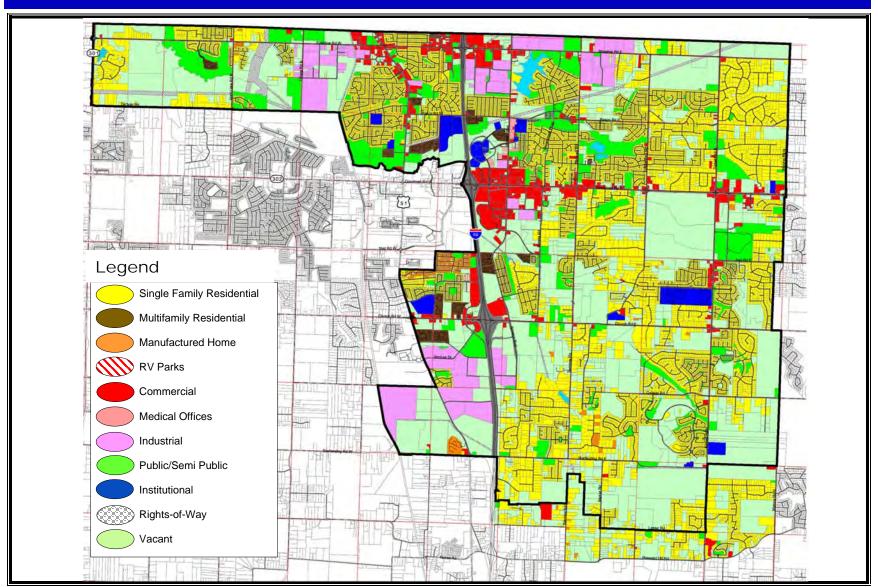
Vacant lands are classified by the absence of an obvious urban use. Property lying void of any urban use can certainly be said to serve a nature related use, but are nonetheless considered vacant in this study. Properties utilized for agricultural purposes are considered vacant for the purpose of this study.

Streets and ROW/Easements

This category is set aside to account for those corridors necessary for transportation routes or utility lines. Although in some instances there may be nothing visible on an easement, the property is set aside for a specific use.

The spatial arrangement of the existing land uses for the City of Southaven and the Planning Area is shown on Map 4.1 (following page). Observing existing land use provides insight toward the development of the future land use plan and policies regarding land use management.

Comprehensive Development Plan



MAP 4.1 Existing Land Use. Data compiled by Bridge & Watson, Inc.



Comprehensive Development Plan

Historical Development Patterns

The City of Southaven is a young city, having incorporated only thirty-nine years ago in 1980. Some of the earliest developed portions (or oldest portions) of the city are in the Highway 51/Stateline Road area and south thereof. Over the course of time, development has followed transportation routes and utility infrastructure by extending from Memphis south along Highway 51, east and west along Stateline Road, and progressing further south, east and west as interchanges were constructed, roads improved, and as utility infrastructure became available.

Dependency on the automobile has had a profound impact on the built environment. The mobility caused by the automobile enabled suburban development and as residential development has creeped over the landscape, commercialization has followed along the transportation corridors. In Southaven, this is easily seen along Highway 51, Stateline Road, Goodman Road and Church Road, as examples. Southaven, along with most all other small southern U.S. places, has experienced low density development.

Population and housing density are an effective measure to demonstrate the impact of different development patterns. Southaven, for example, at the time of the 2010 census had a density of 1,187 persons per square mile and 463 housing units per square mile. Manhattan, in contrast had a population density of 69,468 persons per square mile and 37,106 housing units per square mile.¹⁴

While Southaven will never develop to the density of Manhattan, through this planning process perhaps the city can utilize increased population density to capitalize on current development trends and housing preferences of current and future homeowners.

Land Supply

Without a suitable amount of land available to accommodate new construction, development will extend to areas beyond Southaven's corporate limits. With no room to accommodate new development, Southaven must rely upon existing development and potentially redevelopment to provide the tax base to support city services.

The land use survey allows a quantification of the land uses within the city, including vacant lands (i.e. that land which is not in urban use). This measure is a clear indicator as to the quantity of remaining land available for development.

Another important use of this data is for the determination of space needs to accommodate expected development. Utilizing existing development as a guide, future development spatial needs can be estimated.

Within Southaven and the planning area, land is utilized as set forth on the next page in Table 4.1.

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¹⁴ Density data taken from the 2010 Census, Table GCT-PH1.

Comprehensive Development Plan

TABLE 4.1 Land Supply Measurements. Existing land uses, as indicated on Map 4.1, are quantified below.

Surface Area			ng City % of Land Area	F - 		ing Area % of Land Area			ned Area % of <u>Land Area</u>	
Water vs Land	Total Surface Area	26,580	İ	1	1,792			28,372		iding 'Y
	Water Surface	125	İ	Ī	-	i I		125		spon ap ke
Land	Land Area	26,456	100%	Ī	1,792	100%		28,248	100%	Corre
				<u> </u>						
Developed Land			i i	i		i I	İ		i i	
			i I	Ī		i i				
Residential	Single Family	8,647	32.7%	<u> </u>	742	41.4%		9,389	33.2%	
Uses	Multifamily	283	1.1%	<u>į</u>	-	- 1		283	1.0%	
	Manufactured Homes/RV's	193	0.7%	<u> </u>	10	0.6%		203	0.7%	
Commercial	Commercial	1,110	4.2%	ij	48	2.7%	-	1,158	4.1%	
and	Medical Office	39	0.1%		-	-		39		
Industrial	Industrial	1,421	5.4%	Ī	-	-		1,421	33.2% 1.0% 0.7% 1.5% 10.1% 1.2% 64.6% 6.1%	
	Public/Semi-public	2,166	8.2%	<u> </u>	23	1.3%		2,188	7.7%	
Supportive	Institutional	411	1.6%	į	-	-		411	1.5%	
Uses	Rights-of-way (streets)	2,734	10.3%	į	105	5.9%		2,840	10.1%	
	Rights-of-way (other)	328	1.2%	I	-	-		328	1.2%	
	Total Developed Land	17,332	65.5%	I	928	51.8%		18,261	64.6%	
Vacant Land			 	I I		I				
Suitability	Flood Hazard / Wetland	1,674	6.3%	-	55	3.1%		1,729	6.1%	
	Unconstrained	7,449	28.2%		809	45.1%		8,258	29.2%	
	Total Vacant Land	9,123	34.5%	j	864	48.2%		9,987	35.4%	

Source: Bridge & Watson, Inc. land use survey data.



Comprehensive Development Plan

Table 4.1 (previous page) indicates, among other things, that Southaven has a limited amount of land resources remaining. Within the corporate limits, there remains 9,123 acres of vacant land, of which 1,647 acres are subject to development constraints of flood hazard designation or wetland characteristics. This leaves 7,449 acres of vacant, unconstrained property within the city. However, the designation of "unconstrained" land is not as straightforward as it seems.

As the term is used in this plan "unconstrained" simply means the property is not subject to flooding or wetland characteristics. It does not mean there are no development constraints of any type impacting the property. Many constraints may exist but are not easily measured, such as:

- Lack of availability The owner simply does not wish to develop, or demands a price that is not supported by the market.
- Title cloud Developer cannot gain clear title and thus cannot subsequently convey the developed property.
- Size or shape of the property Some parcels may be small and scattered about the area, making land assemblage difficult. Other parcels may be too small in area or of unusual shape such that they are not ideal for development.
- Character of surroundings Conditions can exist that discourage new investment in some areas. For example, as neighborhoods age they may become blighted and thus not attractive for new development. If an area is perceived as unsafe, certain types of development will not occur.
- Topography Areas with excessive slope or drainageways may require increased costs for development.
- Environmental issues (pollutants, noise) Pollutants may be present on the site of former industrial operations and may require expensive cleanup. For Southaven, the noise from the Memphis International Airport has been a prior constraint to development.

Because of these development constraints, cities in Mississippi do not reach full (100%) buildout. If development pressure in Southaven demands development of half the remaining vacant unconstrained land, then the city has only 3,725 acres remaining to accommodate expected future development. This would also leave the city with only 14% vacant unconstrained land within its limits.

Future Land Use Plan

Introduction and Methodology

In order to comply with Mississippi enabling legislation, the future land use plan must designate in map or policy form the proposed general distribution and extent of the proposed land uses. Additionally, the meaning of land use codes must be provided.

The future land use plan serves two purposes. First, it provides for the general physical location of expected future development. The second purpose is to create order among the existing land uses. Southaven consists of a wide array of land uses, lot sizes and configuration. Planning to enhance those areas which are already built will tend to preserve or improve the quality of neighborhoods.

In preparing a Future Land Use Plan, a necessary and responsible step is that of considering environmentally sensitive areas. These areas are not only worthy of some degree of preservation, but also pose a constraint to development.



Comprehensive Development Plan

Environmental Constraints

Responsible planning dictates that the natural environment be planned just as the man-made environment is planned. The following discussion outlines the importance of certain environmental elements.

Septic Tank Suitability

Southaven and DeSoto County are made up of numerous types of soil. Each soil is unique in terms of its physical and chemical characteristics. Because of these differing characteristics, some soils may not be very well suited for proper disposal of sewage through on-site methods.

Fortunately, Southaven operates a central sewer collection system with sewage collection lines throughout practically every portion of the city. New development in Southaven should have no difficulty utilizing central sewer and thus avoid the potential health concerns associated with on-site sewage disposal.

Sewer lines are not widely available throughout that portion of the planning area outside the corporate limits. The improper disposal of sewage poses a threat to both ground water supplies and surface waters. Soils that allow wastewater to permeate through too quickly fail to filter out pollutants. Eventually, these pollutants make their way into the ground water supplies. At the opposite end of the spectrum, some soils do not allow wastewater to permeate through quickly enough. When wastewater is generated faster than the soil can absorb it, the excess then is forced to the surface. Ultimately, the pollutants are washed away and become part of a body of surface water. If humans come into contact with improperly treated sewage, diseases such as hepatitis could be contracted.

Nearly all areas within the scope of this plan are considered very limited for on-site sewage disposal systems. To overcome this constraint and accommodate development, municipal sewer service should be utilized, or innovative design techniques coupled with significantly larger lots must be

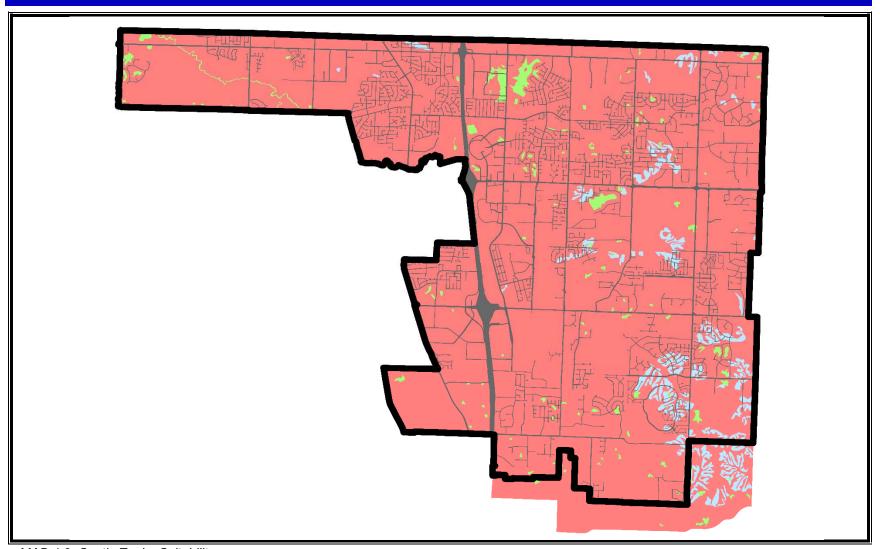
implemented. In other words, the areas which are least likely to receive city sewer service are classified into the lowest density land use categories.

The United States Department of Agriculture (USDA) classifies soils based upon many factors, including their capability to accommodate on site wastewater disposal. For DeSoto County there are three classifications of soils according to the USDA: not rated, somewhat limited, and very limited. These soils types are defined in Table 4.2. The location of the different soil types related to wastewater disposal, as they occur within the city and planning area, is set forth in Map 4.2

TABLE 4.2 Definition of Soils Type Related to Septic Field Capacity.

Soil Type	Symbol	Definition					
Not Rated		No determination has been made regarding the soil's capability to accommodate septic tanks					
Somewhat Limited		Soil properties or site features can be overcome or modified with planning, design or special maintenance.					
Very Limited		Soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required.					

Comprehensive Development Plan



MAP 4.2 Septic Tanks Suitability. The constraints on septic tank usage are as follows: Red is very limited; Blue is somewhat limited; and Green is not rated. Source: USDA Web Soil Survey.



Comprehensive Development Plan

Flood Hazard Areas

Flood hazard areas are a constraint to urban development due to the increased costs to elevate the building pad, either by fill or by foundation. Flood insurance may also be required, which is another layer of cost to the property owner. The Federal Emergency Management Agency publishes the geographic location of flood hazard areas via the Flood Insurance Rate Maps (FIRM map). The 100-year flood hazard areas as reported by FEMA are included on the future land use map (Map 4.4, Page 50).

Noise / Height Limitations

Directly north of Southaven is the Memphis International Airport, with the nearest runway slightly less than two miles from the city limits. Glide paths and clear zones impact the height of structures. In addition to height restrictions, noise impacts development. The most recent noise contour data indicates that the 65 decibel noise contour reaches as far south as Goodman Road. The approximate location of the noise contours that impact Southaven are indicated on the future land use map (Map 4.4, Page 50).

Slope / Gradient Limitations

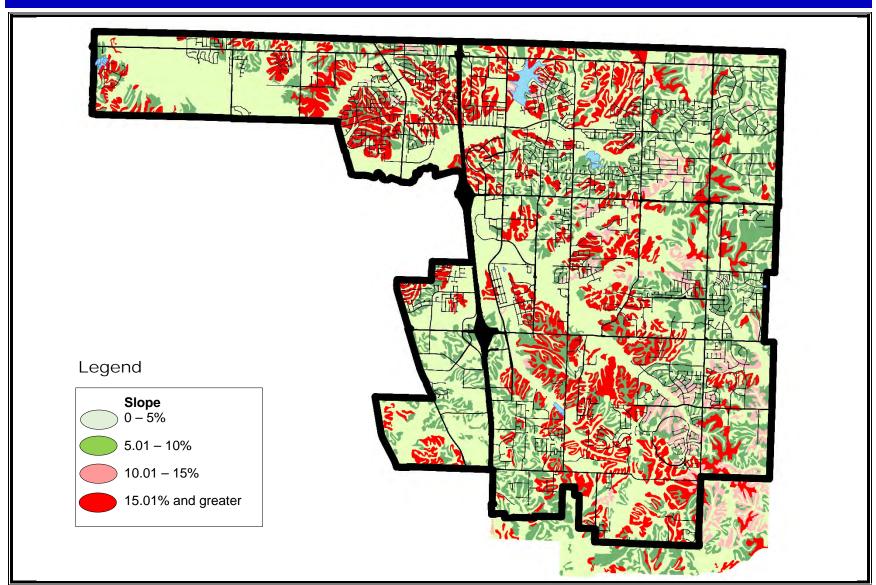
Areas with excessive slope can become an impediment to development for both financial and environmental reasons. Factors other than slope alone impact development.

Financially, areas with excessive slope require more earthwork to build streets, building pads, and perhaps increased costs to install sewer collection lines. The degree of earthwork differs depending on the nature of development. Low density residential development would require significantly less earthwork compared to a one million square foot distribution warehouse.

From an environmental standpoint, development of steeply sloping areas can have an adverse impact. First, given the necessity for heavy earthwork the ability to preserve mature tree growth and natural buffers is diminished. Second, erosion problems may result depending on the soil characteristics and ultimate design of the development.

Slope is indicated by the United States Department of Agriculture for the various soil types that make up an area. Within the soils study is data indicating slope. A map (Map 4.3) indicating the slope of the territory within Southaven and the planning area follows on the next page.

Comprehensive Development Plan



MAP 4.3 Slope gradient for Southaven. Source: USDA Web Soil Survey.



Comprehensive Development Plan

Projected Land Use Needs

From the population and dwelling unit forecast, the City of Southaven is calculated to increase in the number of dwelling units by some 11,000 units by the year 2040. At the same time, population could increase by approximately 28,500 persons. Although the city could grow at an even faster rate, these figures are utilized as they represent past trends.

The future land use plan is designed to indicate the general location of anticipated future land uses. Contained within the future land use plan are various categories of land uses described as follows:

Preservation

This land use classification represents properties which are subject to known environmental constraint of designated flood hazard areas. For the purpose of future land use allocation, these areas are considered to be permanently unavailable for development. From a policy standpoint, however, this plan does not encourage or prohibit urbanization of these areas.

Residential Estate

This land use classification is intended to describe those residential areas that developed at relatively low densities (1 acre lots or larger) out of necessity due to the lack of centralized sanitary sewer service. While many areas in the city have residential development on lots of 1 acre or more, residential estate areas are those with an easily noticeable development pattern within an organized subdivision.

Other areas designated as residential estate include areas which have some low density residential development but are located in portions of the city where the market may not yet support higher density development. An example of this includes areas south of Star Landing Road, east of Interstate 55. Expectations of a new interchange at I55 and Star Landing tend to induce a "wait and see" approach to development, meaning developers will wait for the interchange before investing in development.

Because of the need for densification, future development at the residential estate density is expected to be minimal, but the primary land use in those areas that may develop includes site built single family dwellings. Secondary land uses within this district include, but are not limited to, churches, cemeteries, public buildings and service facilities, and passive recreational uses.

The residential estate future land use classification most closely relates to Southaven's current zoning classification "Estate Residential".

Low Density Single Family Residential

This land use category is intended to preserve existing concentrations of low density development and provide for new development at the recommended density range. Low density residential is characterized by lot sizes ranging from approximately one-half acre up to an acre. This category also allows for additional residential development in the form of site built single family detached units at net densities of up to approximately 2 dwelling units per acre but no less than 1 dwelling unit per acre (net density).

The low density single family residential future land use classification most closely relates to Southaven's current zoning classification R-20 and R-30.

Medium Density Residential

The medium density residential classification is intended to allow single family residential development at net densities of no less than (2) dwellings per acre but not more than five (5) dwellings per acre. Site built single family detached housing units are expected to be the predominate land use in this district.

High Density Single Family Residential

This land use classification is intended to accommodate single family housing at a maximum density of approximately seven (7) dwellings per acre. Because of the concentration of population in high density areas, these areas



Comprehensive Development Plan

are located more conveniently (smaller travel time and distance) to the everyday needs of the residents of these areas and should have direct access to collector level or higher transportation routes.

The residential development in this classification is expected to be of noticeably higher quality homes and of such character that nearby lower density, higher value home owners would have little or limited basis for objection to this classification of land use. It is the intent of these development requirements to avoid development that casts any impression of inferior housing either by price, quality, uniqueness of architecture, or excessive similarity or lack of neighborhood amenities.

The types of residential land uses appropriate for this classification include single family detached homes, townhomes, and condominiums.

High Density Multifamily Residential

This land use classification is intended to accommodate multifamily housing at a maximum density of twelve (12) dwellings per acre. Because of the concentration of population in high density areas, these areas are located more conveniently (smaller travel time and distance) to the everyday needs of the residents of these areas and should have direct access to collector level or higher transportation routes.

The types of residential land uses appropriate for this classification include duplex units, townhomes, and traditional multifamily apartment buildings. Because of the nature of traditional multifamily apartment buildings, they should be restricted to this land use classification.

Manufactured Housing

The manufactured housing district is created to provide an area to accommodate manufactured or modular type home construction at a maximum net density of eight (8) units per acre. Because of the distinct architectural appearance of the manufactured and modular homes, they do

not blend well with conventionally constructed homes. This use is located in and around areas where manufactured housing currently has a presence.

Neighborhood Commercial

The neighborhood commercial land use category is primarily to serve the needs of those individuals living in close proximity thereto, and would accommodate certain uses to provide convenience retail goods to the nearby residents. Examples include convenience stores, branch banks, coffee shop, deli, or a personal service such as a beauty shop or tanning salon.

Neighborhood commercial areas are primarily situated adjacent to or near residential areas. Therefore, at the time of development review, consideration should be given to the proposed use, scale, site layout, architectural character, and overall appropriateness of the development.

Office and Retail

The office and retail land use category is intended to accommodate development where location and existing development patterns demand high quality development for professional office parks in dense, campus like settings mixed with small scale retail and personal service opportunities. Retail and personal service establishments within this classification enjoy market opportunities created by the needs of those individuals living in close proximity thereto.

Examples of the type of professional office uses appropriate for this district include real estate agents/brokers, attorneys, investment advisors, CPA's, insurance, advisors or consultants, architects, engineers, surveyors, appraisers, and numerous others. Examples of the type of retail and personal services uses appropriate for this district include branch banks, coffee shop, deli, beauty salon or tanning salon, dentist, doctor, therapist and the sort. A vertical mix of uses would be appropriate for this district provided that first floor, or street level uses, are reserved for retail, office, or other appropriate commercial uses within this district.



Comprehensive Development Plan

Areas designated as office and retail are primarily situated adjacent to or near residential areas. Therefore, at the time of development review, consideration should be given to the proposed use, scale, site layout, architectural character, and overall appropriateness of the development.

Planned Mixed-Use Areas

The planned mixed-use areas are anticipated to arise out of developer requests for Planned Unit Development (PUD) zoning. As Southaven reviews such requests, consideration must be given to desirable characteristics for mixed use development, as follows:

- 1) The proposed mixed-use development should be sufficiently spacious to generate enough on-site activity and variety of uses to genuinely have its own, identifiable character if not otherwise part of an overall theme associated with a larger district plan.
- 2) The net development density resulting from mixed-use development should be greater than that ordinarily achieved under single-use zoning classification(s).
- 3) Mixed-use developments should be located within reasonable proximity and access to arterial streets and major collectors as designated on the transportation plan. Such proximity is necessary to ensure that increased traffic generation does not negatively impact surrounding neighborhoods.
- 4) Land uses should be mixed both vertically and horizontally, with nonresidential uses being located on the ground-level floor of vertically mixed buildings.
- 5) Mixed-use developments should bear an appropriate theme and/or architectural style for the vicinity.
- 6) Generally, mixed-use developments should be built to a pedestrian scale and be pedestrian friendly, deemphasize the automobile, have small front setbacks, parking behind the buildings, and unique architectural features.
- 7) The development should be phased to ensure development of nonresidential portions.

Because PUD zoning is flexible and allows the developer to request specific development guidelines, this land use classification purposefully contains no

residential density limitations, but as a general rule developments should not generate residential densities of such significance as to strain public resources or produce development which is out of character with the surroundings.







Just as there are desirable characteristics for new development within this area, there are also undesirable characteristics. Through the review process, Southaven should avoid the following characteristics for new development:



Comprehensive Development Plan

- Land uses that tend to signal economic distress or poverty, such as payday loans, cash for title, check advance, pawn shops, rent to own, and similar establishments.
- 2) Buildings, including residential structures, that are excessively similar or dissimilar such that if constructed they would interrupt or prohibit the accomplishment of a genuine, identifiable and pleasing character of development. This is not to prevent the establishment of a particular development theme.
- 3) Big box retail developments. This style of development requires such expansive parking areas and is so bulky that it does not lend itself to pedestrian friendly design characteristics.
- 4) Concentrations of residential rental property. Concentrations of residential rental property typically occur in the form of traditional apartment complexes¹⁵. Such developments should be avoided due to the long-term difficulties of property maintenance and upkeep and absentee ownership.
- 5) An absence of functional and inviting civic spaces. Civic spaces provide areas for social interaction at various levels. Simply making "space" is not enough. Effective "space" must be well designed, attractive, functional, and most importantly there must intentional activities to draw people into the civic space and create a positive public perception.

Medical Uses

The medical uses land use classification is intended to encourage the further development of health care, medical service and related uses near each other for the convenience of those seeking such services. This classification is anchored by the presence of Baptist Memorial Hospital-DeSoto and the many existing medically related land uses in the area.

Service Commercial

This land use classification is intended to accommodate a variety of commercial uses bearing characteristics distinctly different from traditional retail commercial enterprises. As the name suggests, service commercial uses are related to the provision of a service, but not to the exclusion of some retail activity.

Characteristics of the land uses appropriate for this classification include outdoor <u>storage</u> of vehicles, equipment or goods, as opposed to outdoor <u>display</u> of products for sale. Examples of the types of uses appropriate for this district include, but are not limited to, contractor's offices, upholstery shop, automotive/RV/ATV accessories and customization, hardware, building supply, machine shop, body shop, equipment/tool rental, appliance repair, tire shop, oil change/quick lube, and others.

Southaven should employ rigorous review standards for these uses to ensure high quality development and compatibility with surrounding uses. The operating nature of potential uses could become a nuisance, and outdoor storage can be an eyesore if not properly screened.

Commercial / Retail

This land use category is designed to accommodate commercial uses conducted either indoors or outdoors and located in areas where business

¹⁵ For examples of "traditional apartment complexes", see Church Lake Apartments and Oak Hollow Apartments along Church Road.



Comprehensive Development Plan

proprietors require high visibility or are dependent upon traffic volume as a portion of its market base. Large scale buildings are expected within this area consistent with the development of shopping centers and "big box" retailers. Outdoor uses within this area should not include nuisance uses such as recycling centers and salvage yards. Because this area is expected to be primarily retail, a positive visual appearance should be maintained.

Metro / Retail

This land use category is intended to accommodate retail and commercial development of a distinct character and to fulfill Goal 16 as contained in the Goals and Objectives portion of this plan. Southaven desires to establish a district which provides metropolitan, rather than suburban, development characteristics.

Development within this classification is expected to be more intense in that buildings are expected to be taller, higher floor area ratios are permitted, smaller setbacks will place emphasis on the structure, and shared parking where appropriate will allow more efficient use of land.

Within the metro/retail classification is the Tanger Outlets mall and the Landers Center, both of which draw upon the regional market. Together, these uses provide high end shopping and national entertainment venues. It is the intent of this district to build upon these existing successes by further developing high end, upscale, nationally recognized retailers to further the area as a destination point. It is also the intent of this classification to provide suitable accessory and support uses for destination areas, such as hotels, restaurants, and other entertainment opportunities.

In order to achieve the desired development pattern and quality, Southaven must closely review development proposals to ensure compliance with this plan. Development must be architecturally superior, possess national prominence and have regional market appeal.

Industrial

The industrial land use classification is designed to provide for areas suitable for industrial activities that are conducted primarily indoors, except for those uses which, out of necessity, must occur outdoors. Such activity will include manufacturing, storage or assembly of goods or products or heavy repair. Industrial uses should not create excessive amounts of noise, odor, light or other nuisances beyond the limits of its property line.

Industrial Warehousing and Technology

The industrial warehousing and technology land use classification is designed to provide for areas suitable for activities that are considered industrial due to the scale or mass of the structures, the nature of the activities conducted upon the property, and type or volume of transport traffic associated with these uses. These land uses are conducted primarily indoors and most notably are made up of the significant number of storage and distribution warehouses that have developed in the city over the last two decades. The existing land uses in this classification are most notably recognized by their immense building footprint, with some of the existing structures approaching one million square feet in size.

In addition to the existing warehousing and distribution uses, this classification could appropriately accommodate industrial sectors which include intensive technology, research and development, medical products, pharmaceuticals, electronics, communications, and similar sectors.

Future development in this land use classification should be in the form of a campus like setting and should have direct access to collector level or higher transportation routes.



Comprehensive Development Plan



A warehouse distribution facility on Stateline Road. The facility is well landscaped and is architecturally pleasing.

Public Use

This classification is intended to reflect the location of existing public facilities that are of such prominence that each such use is expected to remain over the life of this plan. Such uses include, but are not limited to, schools, public parks and government buildings or facilities. The future land use plan does not designate each and every public use whereas many such uses occur as an incidental development to other uses, such as a small park within a new residential area. Therefore, this land use designation is not intended to become a separate zoning classification.

Transition Areas

Transitions are needed in those locations where land use conflicts arise, and such conflicts are most likely to arise where dissimilar land uses are adjacent or near to each other. For Southaven, these conflicts are most likely to occur where commercialization meets residential areas.

This land use classification is intended to be a non-exhaustive indicator of areas where transition measures will be needed to mitigate the incompatibility of commercial and residential land uses. Transition measures may include buffers, land use intensity, design elements or a combination of these efforts.

<u>Transition by buffer</u> – Buffering involves the separation of incompatible uses by both geographical and visual means. Geographical separation is achieved by imposing a specific distance to separate one use from another. Visual separation involves heavy landscaping, fencing, an earthen berm, or a combination of these elements. The width and nature of the buffer, landscaping or other materials should be determined at the time of the commercialization and should be suitable to provide a meaningful separation or sense of separation between commercializing and residential areas.

<u>Transition by land use intensity</u> – Transitioning by land use intensity involves the use of various land uses to serve as a separator between the most and least intense use involved in a land use conflict. For example, low-density single-family homes are not appropriate when located immediately adjacent to a shopping center. To create a suitable transition, less intense uses could be placed next to the shopping center so that single family homes have a more appropriate neighboring use. As development proposals arise, Southaven will have to review each on a case by case basis to determine if this method of transition is appropriate.

<u>Transition by design elements</u> – Transitioning, to some degree, may be accomplished through design features to create separation or at least the sense of separation. Design considerations include, but are not limited to, the following:

- Utilize required open spaces, such as storm water detention basins, to create separation. Developing joint open spaces can further needed separation to mitigate incompatibility, and become a development amenity.
- Arrange site features so that less intrusive elements are toward the
 less intense land use. For instance, for a multi-story office building,
 the parking area would be less intrusive for neighboring homes than
 the building itself. One of the likely residents' concerns would be
 the loss of backyard privacy when viewed from upper story windows.
 Placing the parking area between homes and the building could
 alleviate this concern.



Comprehensive Development Plan

- Design the access and internal circulation of adjacent residential uses so that homes seem as distant as possible from the offending use. This technique should also incorporate landscape buffers.
- Where the opportunity presents itself, vertical separation may aid in lessening land use incompatibility.

Future Land Use Overlay Areas

The City of Southaven has previously created three distinct districts to aid in the development and redevelopment of targeted areas of the city. One of the three districts, the Cotton District (or Metro District) is included as part of the Metro/Retail land use classification. The remaining two districts follow.

Snowden District

In addition to the land use considerations contained in other portions of this plan, the Snowden District is designated in order to encourage a local and small business presence including, but not limited to, specialty boutiques and eateries that create a sense of place for the surrounding residential areas. Additionally, this district should focus on creating an *experience* for those interacting within this district, rather than simply being a place to shop, work, eat, recreate, and enjoy other offerings.

Further this district is also intended to encourage land uses of such type and character as to support lifestyle activities for the thousands visiting Snowden Grove Park and the BankPlus Amphitheater.

Within this district, the following design criteria is desirable:

- Development in this district should further the effort to create a sense of place. To that end, Southaven should impose architectural requirements to achieve a common theme regarding all aspects of development (architectural features, landscaping, lighting, building mass and articulation, etc.).
- Pedestrian scale development is preferred, and traditional "big box" stores and large franchise venues are discouraged. Smaller

- building footprints are appropriate for this purpose and aid in this district being a "walkable" area.
- Mixed, or multi-use buildings are encouraged within this area.
- Expansive parking areas are discouraged. Alternative modes of transportation and shared parking, where appropriate, are desirable.
- Substantive amenities should be included in the development of this area in order to add to the uniqueness and sense of place and aid in creating an experience. Such amenities may be provided either privately through development or by public investment.



This walk up eatery in Eureka Springs, AR is dwarfed by the adjacent building. Although out of scale, its pedestrian level scale is inviting and the colors and design of the building creates interest.



Left: A public park anchors one end of a downtown area.



Comprehensive Development Plan

Below: Multiple amenities within 150 feet of each other create interest in this downtown area.



Amphitheater

Splash pad

Public art including a piano

Shaded seating

Xylophone in a play area.

West End District

In addition to the land use considerations contained in other portions of this plan, the West End District is designated in order to encourage redevelopment and reinvestment. This area contains some of the oldest development within Southaven. What once was a primary shopping area for Southaven has given way to car lots, pawn shops and other service commercial establishments.

Within this district are a significant number of governmental offices and the commercial base is largely characterized by small, local establishments. A review of the land uses in the area indicates that a proliferation of used car lots exist along Highway 51. Likewise, there is an abundance of automotive service and repair businesses. These uses combined with pawn shops and title loan uses and aging buildings project a negative image of this district. This portion of Southaven is in need of redevelopment and renewal.

To further successful renewal, the following should be considered when approving new development or renovations:

- Newly constructed or renovated buildings should contain architectural features which improve upon the curb appeal of this district.
- For redeveloped properties, site conditions should be improved as needed to cast a positive impression and eliminate blighting influences. For example, curbing, sidewalks, parking and drive areas should be repaved/replaced if in poor condition. Painted surfaces should appear fresh, rather than faded, peeling or otherwise unsightly. Existing landscaping should be maintained healthy or replaced.
- Southaven should impose limits on certain types of development within this area that fail to cast a sense of prosperity. Such uses include, but are not limited to, used car lots, pawn shops, discount retail goods, auto repair and supply shops, payday loan services, title loan services, tobacco or vape shops, massage parlors, and similar.
- Businesses selling products or offering services that are not presently available within this area and designed to attract customers from other portions of the city, may expand market opportunities within this area.
- Southaven should continue to offer incentives to encourage development and redevelopment.
- Southaven should evaluate the existing condition of property and potentially employ enhanced code enforcement efforts to address undesirable conditions.



Comprehensive Development Plan

 Develop an incubator plan to grow new, unique small businesses in the area (pop-up businesses). Consider allowing businesses to open temporarily in existing spaces in an effort to test the market and level of success. If such businesses prove successful, then the city may require its full compliment of approvals and site improvements to bring about conformance with city ordinances. This concept avoids the high front-end costs for business startups and will perhaps encourage new business ventures.

An incubator program may also provide a greater chance for those with limited funding capacity to start a new business. It may be difficult for a young person with limited credit or job experience, to secure the capital necessary to start up a new business and comply with all local regulatory guidelines.

DOLLAR GENERAL

Redayle

Fairly minor architectural enhancements make a major difference in the appearance of a Dollar General store.

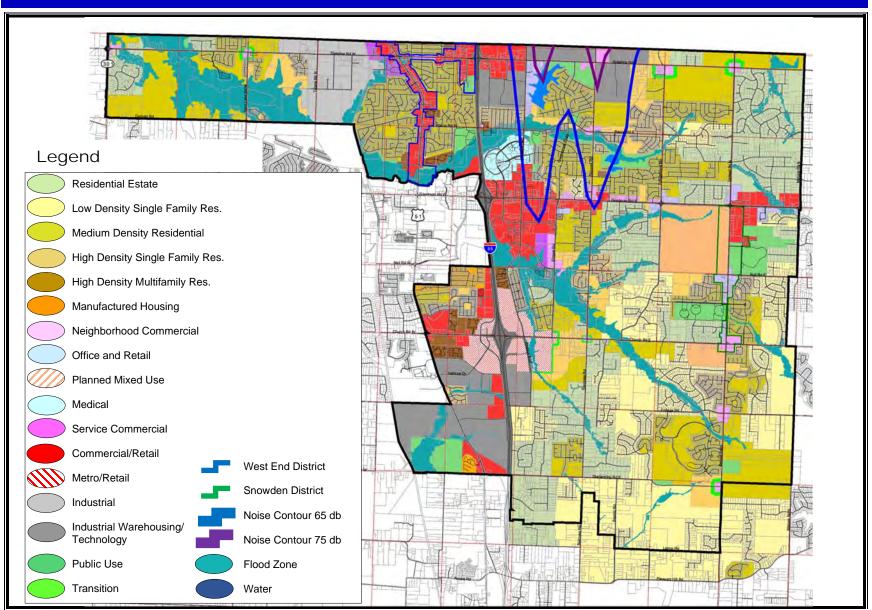
Future Land Use Plan Map

The future land use plan designates the type and extent of development desired for the city and planning area. Because Southaven has reached a high level of buildout, existing development patterns play a significant factor

in designating future land uses. Other considerations impacting the future land use plan include the need for densification, the need for revitalization, and the desire to create destination areas.

Map 4.4 (following page) sets out in general form the spatial arrangement of future land uses for Southaven and the planning area.

Comprehensive Development Plan



MAP 4.4 Future Land Use Map. Data compiled by Bridge & Watson, Inc.



Comprehensive Development Plan

Future Land Needs

Over the horizon of this plan, Southaven is expected to grow by an additional 11,000 housing units, more or less. Along with the residential growth will be a commensurate amount of nonresidential development (commercial, industrial, medical, public, etc.). Southaven's past development pattern and quantity is instructive in projecting future land needs.

Residential uses consume the largest amount of developed land within the city, utilizing a total of 9,123 acres. Single family living units (which includes manufactured housing) number 17,789 units occupying 8,710 acres. Breaking these numbers down further reveals that only 11% of these single family units utilize 53% of the acreage. The reason for such inefficiency lies in the timing of development.

Within the city, there are 1,882 single family homes which occupy a lot of 1 acre or more, collectively consuming 4,620 acres. The overwhelming majority of these homes were developed prior to the availability of central sewer¹⁶ and thus required larger lots for on-site septic systems. Because centralized sewer is widely available throughout the city, large lots are not required.

Southaven contains 21,891 dwelling units (all units) occupying 9,123 acres of land. On average, each living unit requires 0.42 acres of land, not including space for street rights-of-way. Other statistics related to existing land uses include:

- For each dwelling unit, commercial development consumes 0.05 acres.
- For each dwelling unit, industrial development consumes 0.06 acres.

 For all nonresidential uses (excluding rights-of-way), 0.24 acres of land is consumed for each dwelling unit.

Applying all these statistics to the housing projection, Southaven will need:

- An additional 4,620 acres to accommodate new housing.
- An additional 550 acres to accommodate new commercial development.
- An additional 660 acres to accommodate new industrial development.
- An additional 1,430 acres to accommodate other supportive land uses, not including street and utility rights-of-way.

In total, an estimated 7,260 acres of land will be needed to accommodate the projected growth of 11,000 new dwelling units in the city. Comparing this figure to the city's land supply, there is not enough land to accommodate expected future development. In fact, there will be a substantial shortage of land supply within the city and as a result, the growth potential will not be realized.

Southaven needs additional land to accommodate development and at a minimum should annex the planning area. Although annexation of the planning area provides a relatively small amount of unconstrained land for development, it does not solve the larger issues of an overall lack of land supply in Southaven. Few options exist to address this concern.

For Southaven, significant geographic impediments to future annexations exist. With Olive Branch to the east, Hernando to the south, Horn Lake to the west, and Tennessee to the north, there are extraordinarily few opportunities for future annexations.

51

¹⁶ Summerwood and Whitten Place neighborhoods are prime examples, as they developed without central sewer prior to annexation.



Comprehensive Development Plan

Community Facilities

Since incorporation in the 1980's, Southaven has matured into a city which provides an expanding and high level of community services and facilities. As population continues to increase, and as ancillary land uses are developed, there will be increased demands for community facilities and services. This portion of the Comprehensive Plan identifies existing facilities and services in terms of current conditions and seeks to quantify future needs based on expected population growth.

A critically important point is the relationship between community facilities and services and quality of life. It is important for the city to maintain high levels of services and high-quality facilities in an effort to maintain a continuing high quality of life for city residents.

GENERAL GOVERNMENT SERVICES

General government operations refer to the functions that typically are provided or managed from city hall. This includes a variety of city offices and services: offices of the mayor and board of aldermen, city clerk, utility billing, accounting, legal, engineering, and similar. City hall also serves as the meeting place for the board of aldermen as well as municipal court, planning commission, and other public meetings.

The anticipated growth in population and physical development will have an indirect impact on long term general government needs. As the city's various service departments grow in terms of employees and/or services, likely administrative personnel within city hall may need to increase in number. The greatest long term need in this regard will be the adequacy of space within city hall, together with increasing maintenance requirements of an aging building.

City hall is located in the former Northwest Community College facility at 8710 Northwest Drive. The city acquired the property around 1997 after the college moved to its new campus off Church Road. Although this four story facility is

spacious, there are multiple departments and agencies within city hall: Mayor's Office, City Clerk, Finance Department, Human Resources, IT, Planning and Development, Building and Inspections, Fire Department Administration, and Utilities. The Southaven Chamber of Commerce maintains an office in city hall, and the FBI leases space for field offices. As time progresses, Southaven must evaluate its space needs and the functionality of city hall.

PUBLIC SAFETY - FIRE DEPARTMENT

The City of Southaven operates a full time, paid professional fire department which currently staffs 130 personnel, including 10 administrative staff members and 40 personnel per shift. Shift personnel work 24 hour shifts on an A-B-C work schedule. The Southaven Fire Department (SFD) is housed in four (4) fire stations located throughout the city.

The department's administrative staff consists of a Fire Marshal, 2 Fire Inspectors, a Fire Life Safety and Public Information Officer, a Training Officer, an EMS Coordinator, an Administrative Staff Officer, an Administrative Assistant, a Deputy Chief, and a Chief. The Fire Department has a class 3 rating as rated by the Mississippi State Rating Bureau (MSRB). The department is currently utilizing the 2012 International Fire Code, which was adopted in 2014.

Southaven's fire department offers the services of fire suppression, investigation, plan review, education, hazmat, EMS, rescue/auto extraction, and heavy rescue. Southaven is party to mutual aid agreements with surrounding fire departments.

Southaven's class 3 fire rating is significant. Such ratings are assigned by the Mississippi State Rating Bureau following a comprehensive review of all aspects of the fire protection program. Southaven's Class 3 fire rating is among the best in the state. The fire rating of a community is significant because it impacts the rates homeowners and some businesses pay for fire insurance, and it is an indicator of the level of service. High value business

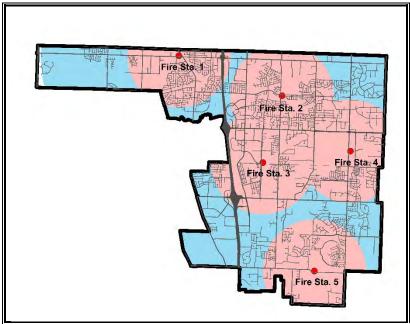


Comprehensive Development Plan

and industry look favorably upon well equipped, staffed and capable fire departments.

The Southaven Fire Department is currently working on plans to further enhance its fire rating by constructing an additional fire station. A new station (Station 5) will be located on Star Landing Road in the Southeast portion of the city. Construction is expected to be complete by 2020.

The city's fire station locations bear a relationship to the city's fire rating due to run distance. From a scoring standpoint, the Mississippi State Rating Bureau requires stations to be within 1½ miles of developed commercial areas, 2.0 miles of densely developed residential areas and four miles of



MAP 5.1 Fire Station Coverage Areas. The pink shading indicates those areas lying with 1.5 miles (radially) of a fire station. The blue shading indicates those areas lying within 4 miles (radially) of a fire station. Southaven has not only adequate fire coverage, but also overlapping coverage in many areas. Data compiled by Bridge & Watson, Inc.

scattered residential development. Development more than five miles from a fire station does not enjoy the benefit of the city's fire grading.

The map below indicates Southaven's fire station locations, including proposed station 5 and buffer rings to indicate run distances. Although run distances are measured in road miles, the buffer rings provide a reasonable indication of station coverage.

Aside from the high level of fire protection offered by Southaven, each fire station houses an ambulance. Further, each piece of fire apparatus carries a paramedic and is equipped with all necessary supplies with the exception of narcotics.

Long Term Fire Department Needs

The completion of fire station 5 will significantly improve the fire protection coverage for the south end of the city. Because the construction of this station was promised during a previous annexation, it is important that Southaven fulfill its promise.

An ongoing need the city faces is that of replacing aging fire equipment. As part of the fire rating system, fire trucks (pumpers and ladders) have a limited lifespan. Depending on the type of truck, the lifespan could be twenty to twenty-five years, with the possibility of extending the ratable life through certain testing and certification. Ultimately, if a piece of fire equipment ages out, the MSRB will not count it as a reliable piece of equipment and thus could negatively impact the fire rating.

To avoid unplanned capital expenditures, Southaven should maintain a schedule of the ratable life of the various fire trucks and plan for replacement as needed.

Additional needs within the fire department relate not to firefighting, but instead fire prevention. Southaven offers fire inspections and enforces the International Fire Code along with other building and life safety codes. Building and related codes are periodically updated. As part of the fire rating



Comprehensive Development Plan

review, the MSRB requires that modern codes be utilized and that cities not fall more than two code revisions behind. Southaven should be mindful of this requirement and adopt and enforce up-to-date codes as publication cycles occur. Further, as the city continues to develop, additional code enforcement/inspection personnel may be required.

PUBLIC SAFETY - POLICE DEPARTMENT

The City of Southaven Police Department provides police services throughout the city, and because of effective policing the city has a low crime rate. The police department provides a variety of services including 24 hour patrol and traffic control, DUI enforcement, investigations, K-9 capabilities, public relations, narcotics, and even bicycle patrol.

The Southaven Police Department is located on Northwest Drive near City Hall. The city also has a substation (east precinct) in conjunction with a city fire station on Getwell Road. The city recently open an additional substation (west precinct) on Highway 51. For the purposes of patrol, Southaven is divided into 6 beats.

Southaven's police force has grown significantly, a fact that should not be surprising given the city's population and territorial growth over time. In 2005, Southaven operated with 82 sworn police officers. Today, that number has grown to 123 and is expected to soon grow to 130.

The United States Department of Justice provides a statistical measure for police coverage via the computation of law enforcement officers per 1,000 persons. See *Crime in the United States*, *2017* published by the United States Department of Justice, Federal Bureau of Investigation. For 2017, cities similar in size to Southaven and lying within the east south central portions of the U.S. have on average 2.1 full time law enforcement officers per 1,000 inhabitants. Based upon Southaven's 2018 population estimate of 54,944, current sworn officers within the Police Department equates to 2.24 officers per 1,000 persons.

Long Term Police Service Needs

The Southaven police department should continually strive to increase its capabilities to provide law enforcement services and to fight crime in the community. Southaven's adjacency to Memphis, Tennessee has and will continue to require enhanced police services. For the foreseeable future, Southaven should consider the following needs in order to maintain a high level of police services:

- Technology. Law enforcement techniques are becoming more sophisticated and are increasing the effectiveness of law enforcement. Although often expensive, Southaven should continually acquire and utilize technological advances in policing.
- 2. Personnel. As urban growth continues, the police force likewise must grow accordingly. Between 2020 and 2040, Southaven's population could increase by an estimated 28,500 persons. At the ratio of 2.24 officers per 1,000 persons, Southaven could need an additional 64 officers. However, the need for additional police staffing is not best determined by a simple ratio. Rather, other factors are more probative such as change in crime rate, the nature and location of crimes, call volume, and the effectiveness of policing methods. Southaven must continually monitor law enforcement effectiveness and respond accordingly to maintain a safe community.
- 3. Facilities. As the police force grows, the need for space increases. Both the East Precinct and the Police headquarters are in need of expansion, and with the likely addition of officers as time progresses, space will become increasingly limited. Southaven should begin the process of planning for expansions to its police facilities.
- Equipment. A logical component of effective police protection is that
 of adequate, necessary and dependable equipment. A periodic
 replacement program should be utilized to ensure officers have the
 resources to maintain an effective policing program.

Ultimately, it is imperative that Southaven maintain itself as a safe community and it is particularly important that the city avoid any perception of high crime.



Comprehensive Development Plan

Such perception can be detrimental as it tends to encourage people to seek homes, goods and services elsewhere.

PARKS AND RECREATIONAL FACILITIES

Southaven operates 30 parks and recreational facilities of all types. In years past, the city's park facilities were dominated by numerous small neighborhood parks largely resulting from the subdivision development process. During development, land would be set aside for park purposes and ultimately dedicated to the city for maintenance. As society and recreational preferences have changed, the neighborhood park has become less popular.

In the last 25 years, Southaven's parks and recreational program has changed dramatically. Snowden Grove, the centerpiece of the parks and recreational program, was developed in the late 1990's at a cost of approximately 18 million dollars. Snowden Grove has enabled Southaven to host numerous baseball tournaments including youth world series events.

Not only has the city's parks and recreational program expanded, it has also diversified. Southaven currently offers tennis facilities, a volleyball arena, a skate park, an amphitheater which hosts nationally recognized recording artists, and a Field of Dreams to afford the opportunity to play baseball to those that are disabled and developmentally challenged.

The location and complete listing of the current recreational facilities operated by the City of Southaven are indicated on the following map and summarized in the following list. The numerical designation associated with each park corresponds to the map:

1 Southaven Soccer Complex - 4700 Stateline Road

8 soccer fields.

2 Farmers Market - 1998 Stateline Road

• area for farmers to sell their goods

3 Vicksburg Park - 1235 Vicksburg Drive

playground

4 Greenbrook Lake Park - 295 Stateline Road

- pavilion
- picnic area
- picnic tables
- playground
- restrooms
- walking trail

5 Southaven Golf Center - 8925 Swinnea Road

9 hole, par 3 golf course

6 Chaparral Park - 8355 Chaparral Lane

- Open space
- playground

7 Saucier Park - 8710 Northwest Drive

- exercise equipment
- lake
- walking trail

8 Carriage Hills Estates Park - 8770 Carriage Drive

- natural park setting
- open space

9 Caprock Cove Park - 8225 Caprock Cove

- ball field
- open space

10 Cherry Valley Park - 7505 Cherry Valley

- football complex/fields
- playground
- walking trail



Comprehensive Development Plan

11 Dickson Park (Brookhaven Park) - 2719 Brookhaven Drive

- pavilion
- playground
- walking trail

12 Southaven Skate Park - 1320 Rasco Road

skate/in-line hockey area

13 Arena at Southaven - 7360 Highway 51

volleyball arena

14 Phillip Leach Rotary Park - 365 Rasco Road

- playground
- soccer fields

15 Millford Park - 7900 Millford Drive

natural park setting

16 Greenbrook Softball Complex - 800 Stowewood Drive

- indoor softball training facility
- 8 softball fields
- open space

17 Central Park - 7505 Stonegate Boulevard

- backstops
- disc golf
- exercise equipment
- lake
- natural park setting
- open space
- picnic area
- picnic tables
- playground
- walking trail

18 Pecan Grove Park - 7205 Pecan Hill Drive

- picnic area
- playground
- walking trail

19 Trinity Pointe Park - 7450 Stonegate Boulevard

- lake
- playground
- walking trail

20 White Ash Park - 7490 White Ash Drive

- open space
- picnic area
- playground

21 Life Park - 140 Guthrie Road

- backstops
- walking trail

22 Southern Pines Park - 6655 Blue Spruce Drive

- lake
- open space
- playground

23 Swinnea Park - Swinnea Road

- natural park setting
- playground

24 Elmore Park - 5915 Elmore road

natural park setting

25 <u>DeSoto Woods Park</u> - 750 Brookside Drive

basketball court



Comprehensive Development Plan

26 Ross Point Park - 735 Steward Lane

- open space
- playground
- walking trail

27 Trinity Lake Park - Lakemont Drive

lake

28 Plum Point Park - 5135 Pear Drive

- picnic tables
- playground

29 Snowden Grove - 3376 Nail Road

- BankPlus Amphitheater
- baseball complex (17 baseball fields)
- Field of Dreams Baseball Field:
 - ball field
 - lake
 - natural park setting
 - open space
 - rubberized playing surface
- rental building
- Snowden House
- Springfest site

30 Southaven Tennis Complex - 3750 Freeman Lane

tennis courts

The corresponding map (Map 5.2) of park and recreational facilities appears on the following page.

Long Term Park and Recreational Needs

The City of Southaven is continually upgrading its parks and recreational facilities. Presently, the city is building a 450,000 square foot playground

facility for the disabled and eight additional soccer fields are under construction.

Missing from the city's wide array of park and recreational facilities are a splash park, a dog park and additional space for senior citizen activities. Southaven should include these facilities in its capital improvements planning and work toward adding these amenities.

Additional park and recreation needs will relate to population growth and the ebb and flow of desired recreational programs. As population continues to increase not only in Southaven but also in the surrounding areas, the demand for ball field space and program participants will increase. Southaven will need expand facilities to accommodate needs.

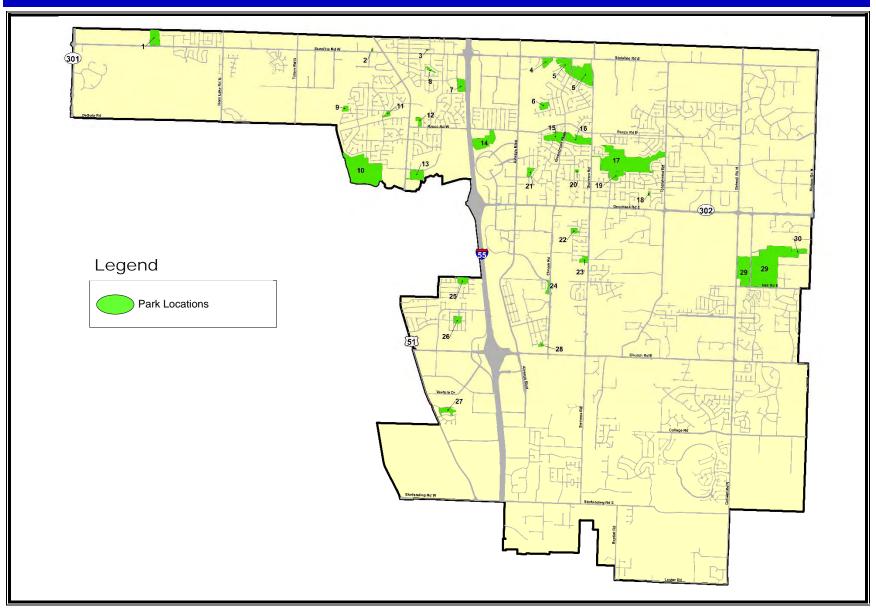
In addition to park and recreational facilities, Southaven should consider expanding its cultural amenities. As the population grows it will diversity and with diversity will come interests new to the community. Some in the community have expressed a desire for a performing arts center, which would open the doors for numerous cultural opportunities.



FIGURE 5.1 A splash park in Fort Collins, Colorado. Located in the historic downtown district, this serves as an amenity to further attract people into this commercial area. The water is noise activated. Note the yellow piano in the background as an added element of interest. This photograph was taken on a Sunday morning, thus the absence of pedestrian activity.



Comprehensive Development Plan



MAP 5.2 Park and Recreational Facility Locations. Data compiled by: Bridge & Watson, Inc.



Comprehensive Development Plan

PUBLIC WORKS DEPARTMENT

The public works department is responsible for providing a variety of services including street and drainage maintenance, mowing and beautification, sanitation (garbage, trash and recycling), and animal control. These tasks are carried out with a variety of personnel and heavy equipment necessary to maintain the city's infrastructure. The public works department focuses on maintenance issues and services, while consulting engineers and contractors are utilized to carryout large construction projects.

The public works department maintains approximately 321 miles of local streets. Street maintenance includes duties such as paving and patching of streets, removing limbs from streets and rights-of-way, clearing drainage inlets and swales, and maintaining signage. The condition of streets is one of the most noticeable aspects of a community. Not only can one feel the roughness of poor streets, but damaged pavement, overgrown weeds along the right-of-way, and damaged street signage are also very noticeable. It is extremely important to the quality of life in Southaven that the city continue as a high priority its high level of street and right-of-way maintenance.

Garbage and trash are terms that are often interchanged, but the two are very different. Garbage refers to typical household garbage, and trash refers to items such as yard waste, appliances, discarded furniture, and things of that sort. In Southaven, garbage and trash collection and disposal is provided by a third-party contractor and collection occurs once each week. The city provides supplemental trash collection services for small items. These services are important for a community in order to maintain a healthy environment. Without garbage and trash collection services, some residents may resort to illegal dumping or allow clutter to accumulate in their yards.

Animal control is a service operated under the public works umbrella. Southaven operates a no kill shelter and receives only animals from within the

corporate limits. Annually, the shelter finds homes for approximately 500 animals, with the remainder either being reclaimed by their owner or euthanized due to illness or injury.

In 2010, the city took in 1,799 animals. In 2018, the city took in only 1,023 animals. This trend is opposite that expected given the significant increase in city population. The reduction is attributed to participation in spay and neuter programs.

Long Term Public Works Needs

Because the public works functions are largely maintenance related, the most significant need expected for this department is limited to adequate personnel and equipment.

Streets and rights-of-way will require continued maintenance. Southaven has in place a capital improvements program for street overlays. This plan should continually be updated to reflect the continuous aging process of streets, and to add newly developed streets resulting from continued development.

As a policy matter, Southaven needs to very carefully monitor the construction and development of streets associated with new development. During the development process, streets are constructed and maintained by the developer and, at some point, are dedicated to the public for maintenance. Southaven should ensure the appropriate financial security is in place in the event the developer fails to complete the streets or other required infrastructure.¹⁷

There is a need for expanded animal control facilities. Presently, there is no dedicated space available to utilize for animal adoption purposes. As part of this facility, a dedicate park area to allow adoptive pets to interact with existing family pets should be included.

the city is faced with the task of completing the developer's infrastructure responsibilities.

 $^{^{17}}$ It is not uncommon for streets to receive final maintenance and paving well after homes have been built and occupied. If the developer fails in his responsibility, then



Comprehensive Development Plan

WATER SERVICE

The City of Southaven provides water service to most areas within the corporate limits. Areas not served by the city are served by other utility companies pursuant to a certificate of public convenience and necessity. Regardless of the service provider, water services for domestic and fire protection purposes are widely available in all portions of the city.

As growth occurs, Southaven will face the challenge of maintaining sufficient water supply, storage capacity, flow and pressure. Over the horizon of this plan, some 28,500 new persons are expected to arrive in the city, not to mention the additional commercialization and support facilities that will follow. It is recommended that Southaven develop a master plan for necessary upgrades to its current water system.

Another challenge the city will face is that of ongoing maintenance. As infrastructure ages, maintenance requirements increase. It is not uncommon for municipal authorities to defer system maintenance for as long as possible to keep user fees low. It is recommended that Southaven periodically review its utility rate structure to make sure rates are set to sufficiently cover the cost of needed maintenance.

SANITARY SEWER SERVICE

The City of Southaven operates a central sewer collection and transportation system, and sewage treatment is handled by the DeSoto County Regional Utility Authority¹⁸ (DCRUA) and the City of Memphis. Generally speaking, Memphis receives and treats the wastewater generated from within the Horn Lake Creek basin, and DCRUA receives and treats wastewater from other portions of DeSoto County. Ultimately, Southaven has no responsibility for sewage treatment capacity which sometimes becomes a limiting factor for new development.

Sewage treatment capacity, however, can still become an issue for Southaven in that the responsibility falls to other agencies. Fortunately, DCRUA has capacity to accommodate new development and has an obligation to ensure capacity to accommodate new development. Memphis, on the other hand, is becoming limited in its capacity. Southaven must closely monitor the Memphis capacity and, if no other reasonable alternatives are available, may need to develop a plan to pump wastewater over the basin rim to transport it to DCRUA. With close monitoring, sewage treatment capacity should not become an impediment to future development.

Southaven's sewer collection system stretches to nearly every corner of the city and nearly all structures are connected. Much of the sewer extensions have been accomplished as a result of private development. Southaven installed primary collection (trunk) lines, and developers have extended from those primary lines to service their developments. This sewer extension policy, coupled with the rapid development that has occurred, significantly minimizes the need for Southaven to plan for costly sewer extensions.

PLANNING AND DEVELOPMENT

The City of Southaven provides planning and development services, which encompasses an array of functions. Among the functions of this department include building permitting and inspection, code enforcement, and planning services.

Building permitting and inspections is a function of the adopted building and life safety codes. This service is especially important to ensure the safety and durability of construction and to maintain a positive image in the city.

Code enforcement services relate to the necessity to compel property owners to cut their grass, correct illegal signage, avoid accumulation of clutter or junk

¹⁸ The DeSoto County Regional Utility Authority is a county wide quasi-governmental agency which operates the sewage treatment facilities in the other cities as well.



Comprehensive Development Plan

cars, etc. The absence of an effective code enforcement program can be problematic in that code violations create a negative impression upon those visiting or living in the city. The following series of photographs were not taken in Southaven but do demonstrate the type of problems that arise if not kept in check.



Top Left: An over utilized dumpster in a commercial area. The collection frequency is not what it should be.

Top Right: A dilapidated home is falling in. Not only is it unsafe and accessible to the public, it is an eyesore.

Bottom Left: A makeshift auto repair garage has sprung up in this residential neighborhood.

Bottom Right: This home has an overgrown and cluttered appearance.

Although beauty is in the eye of the beholder, each of the conditions in the photographs above can be remedied or avoided through the application and enforcement of proper codes. The conditions do nothing to better their neighborhoods, increase property values or provide a high quality of life. The city must continually enforce its codes to avoid the blighting impacts of inadequate property maintenance.

Maintaining up to date codes is also important for a community. Building materials and methods change over time and modern building codes account for these changes, providing guidance to inspectors as to the proper use of materials or building systems. Updated codes also factor into a community's fire insurance rating. Southaven should continue to maintain up to date codes.

Planning services entail the administration of the city's long range plan along with zoning, subdivision regulations, flood hazard regulations, sign regulations, and other development related regulations. These efforts are carried out not only by department staff, but also with the utilization of a Planning Commission comprised of local citizens.

Long Range Planning and Development Needs

As with other departments, the planning and development department long range needs relate to personnel and equipment. As the city continues to develop, and as neighborhoods continue to age, there will likely become a need for additional personnel to accomplish code enforcement and inspections. Additional administrative staff will likely become necessary as Southaven expands the programs, or ordinances, it utilizes to maintain a high quality of life through this department.

Aging neighborhoods will become increasingly problematic from a code enforcement standpoint. Presently, older neighborhoods with a higher prevalence of rental property generate substantially more code enforcement calls when compared to other neighborhoods. It is imperative that Southaven not allow code enforcement needs to exceed its capability to respond, either with sufficient personnel or appropriate codes. The city must closely monitor conditions in all neighborhoods and respond accordingly with modified or updated codes, personnel, or other appropriate measures.



Comprehensive Development Plan

SCHOOL FACILITIES

The City of Southaven lies within the DeSoto County School District and there is no separate municipal school district. Within Southaven are ten of DeSoto County's school facilities with a total enrollment of 10,914 students for the 2018-2019 school year. This constitutes 32% of the districtwide enrollment.

The school system has seen significant growth. The 2010-2011 school year saw enrollment at Southaven's schools of 10,451 students, which indicates a 4.4% increase in school enrollment over this eight-year period. As Southaven's population continues to increase, so will school enrollment.

Those public school facilities within Southaven are:

- Southaven Elementary School
- Southaven Intermediate School
- Southaven Middle School
- Southaven High School
- DeSoto Central Primary School
- DeSoto Central Elementary School
- DeSoto Central Middle School
- DeSoto Central High School
- Hope Sullivan Elementary School
- Greenbrook Elementary School

For the enrollment periods measured above, four schools saw a decrease in enrollment: Southaven Intermediate School, Southaven Middle School, Hope Sullivan Elementary School, and Greenbrook Elementary School. These decreases could be the result of any number, or a combination, of factors. However, one common thread among each of these schools is that they serve some of the oldest neighborhoods within the city. It is entirely possible that families with children prefer housing in newer portions of the city that are served by newer school facilities.

The DeSoto Central campus and related schools are the newest in Southaven and have seen enrollment increase by 580 students over the past 8 years. These increases are clearly a product of new construction within the attendance zone¹⁹.

All aspects of the DeSoto County School District, including plans for future facilities, lie in the hands of the DeSoto County Board of Education and Superintendent. However, Southaven's role in education is that of providing a high quality of life for its residents in an effort to attract younger families to older residential areas and thus maintain enrollment in the older school facilities.

Southaven is also home to two faith based private schools: Northpoint Christian School and Sacred Heart School.

Northpoint Christian School, which was formerly known as Southern Baptist Educational Center (SBEC), was established in 1974 and was located at the site of Broadway Baptist Church. Over the years, the campus has expanded to include athletic facilities, and serves approximately 1,100 students in grades K-3 through 12.²⁰ Sacred Heart School is a Catholic elementary school located on Tchulahoma Road.

Higher educational opportunities are also available in Southaven. Northwest Mississippi Community College (NWCC) maintains a campus, located along Church Road. NWCC offers a variety of course studies and partners with the University of Mississippi in the two plus two program. NWCC provides the first two years of academic programs, and the University of Mississippi provides the third and fourth years of study toward a bachelor's degree at the NWCC campus.

¹⁹ The DeSoto Central attendance zone stretches from Highway 51 to Malone Road and encompasses much of the lands within the city that have seen new subdivision development.

²⁰ See http://ncstrojans.com/about-us/history



Comprehensive Development Plan

LIBRARY FACILITIES

Southaven is part of a five-county regional public library cooperative operating as First Regional Library. Southaven is home to the M. R. Davis Public Library, located near city hall on Northwest Drive.

The M. R. Davis Public Library was constructed approximately ten years ago and is an appropriate addition to the collection of civic uses on Northwest Drive, which includes the following civic uses: City Hall, Saucier Park, and the Southaven Police Department.

COMMUNITY/CIVIC CENTERS

Southaven is home to two facilities that serve as community or civic centers: Landers Center and Snowden House.

Landers Center is a multi-use facility funded by the DeSoto County Board of Supervisors and located at Church Road and I-55. This facility is made available to the public for public or private functions. The Landers Center is utilized for a variety of functions including basketball and hockey games, concerts, theatrical performances, school functions, and even the Mid-South Fair moved from Memphis to the Landers Center. This facility has been a great benefit to the community and is one of the cornerstone venues within the Metro/Retail land use classification.

The Snowden House is located on Snowden Lane adjacent to Snowden Grove park and the Snowden Grove amphitheater. This 4,000 square foot house can seat up to 75 people and is used for receptions and similar gatherings. The Snowden House is a point of historical significance for the surrounding community.

COMMUNITY HEALTH CARE FACILITIES

Southaven is blessed to be the home of Baptist Memorial Hospital-DeSoto, which is commonly referred to as Baptist DeSoto. Baptist DeSoto was designated as a Top Performing Hospital by U.S. News & World Report and employs nearly 2,000 persons.²¹

Baptist DeSoto has grown significantly over time in both its facilities and medical services. Included among the medical services are a newly expanded emergency room, comprehensive heart program, rehabilitation services, a women's center, cancer center, outpatient diagnostic center, hospice care, and a sleep disorder center.

Aside from the substantial healthcare services available at Baptist DeSoto, the area surrounding the hospital has developed with a variety of clinics and medical specialties.

The City of Southaven is not without appropriate healthcare facilities for a city of its size.

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²¹ https://www.baptistonline.org/locations/desoto



Comprehensive Development Plan

Transportation is the key element that ties Southaven to the remainder of the world; however, transportation encompasses more than streets and automobiles. Pedestrians and bicyclists are also an important consideration given the efforts of the City to promote walkability and to further its complete streets policy.

Transportation has a direct impact on land use patterns, as development typically occurs only where vehicular access is available. Generally speaking, Mississippians are not walkers. We like to drive to the front door of our destination. While reliance on the automobile will remain the primary mode of transportation within Southaven, it does not have to be the only option. Walkability and multimodal transportation availability are an important part of increasing the quality of life in a community.

Planning, design, and construction of the City's system of streets and major thoroughfares are primary responsibilities of local government. Not the least of these responsibilities is the coordination of the actions of the numerous public and private organizations concerned with thoroughfare construction in the City and surrounding areas, including private developers, the Mississippi Department of Transportation (MDOT), DeSoto County, and adjacent municipalities.

Southaven has a very well developed transportation network with primary streets laid out on a 1 mile grid pattern. Because of the city's high level of build out, the need for new primary transportation routes is limited. As the city continues to grow, new internal streets (minor streets) will be needed to access properties, and street improvements will be needed to handle increased traffic volume.

FUNCTIONAL CLASSIFICATION

For purposes of this plan, the street network in the city and planning area is assigned a functional classification. The functional classification identifies each street's role with respect to the city-wide transportation system and is based on the competing roadway functions of mobility versus access. Mobility and access functions may be thought of as follows:

Mobility function – The roadway is of such character that traffic travels at higher rates of speed with fewer interruptions in flow from intersecting roadways or drives. Drivers enjoy a higher degree of mobility. An interstate highway provides high mobility.

Access function – The roadway provides frequent opportunities for access to and from adjacent properties, thus drivers frequently slow to make turns or pull into traffic. With all the turning movements, traffic must move slowly, thus reduced mobility, but traffic enjoys full access to adjacent properties.

These functions are in competition with each other because as the mobility function increases, the accessibility function decreases, and vice versa. Determining the functional classification can be debatable, particularly for adjacent sub classes such as major collector versus a minor arterial. Other factors are considered in determining the functional classification including number of lanes and traffic volume.

The functional classifications are defined as follows:

Interstate Highway Arterial

Interstate 55 is the primary north-south route passing through Southaven. Carrying nearly 80,000 cars per day, I-55 is the most heavily traveled arterial roadway in the city. Connecting the Great Lakes to the Gulf Coast, I-55 carries cross-country travelers as well as daily commuters. As part of the interstate system, I-55 is designed for high mobility with limited access, as access points are only through interchanges.

Major Arterial Streets

Major arterial streets are designed to move large volumes of traffic about the metro area and provide access to adjacent land uses. Likewise, major arterial streets serve to connect major centers of urban activity and to link rural areas with urban areas.



Comprehensive Development Plan

Minor Arterial Streets

Minor arterial streets are also designed to move large volumes of traffic and provide access to adjacent land uses. Minor arterials generally provide for shorter trips compared to major arterials, and they provide lower volume connections between urban cores. Portions of Stateline Road are the only minor arterial streets designated in this plan due to the lower traffic flows.

Collector Streets

Collector streets are thoroughfares that collect traffic from local streets and channel it into the arterial street system. As such, collector streets drain traffic from local streets and route this traffic to the arterial system or to traffic generators such as areas of commercial activity. Within this plan a distinction is made between major collector streets and minor collector Streets.

Although subtle, the primary distinction relates to length of route, traffic volume, density of connecting drive, and other factors influencing the "ease" of traffic flow. Major collectors are those collector streets which are the route of choice for many drivers.

Minor / Local Streets

Minor / Local streets are designed for low speed traffic and are laid out generally in a manner that discourages through traffic. The principal purpose of local streets is to provide access to adjoining property and connect local neighborhoods to higher level streets. In principle, a minor/local street should not connect directly to an arterial street. However, because of the evolution of the urban landscape and transportation improvements, there are today local streets that do connect with arterials²².

Alley

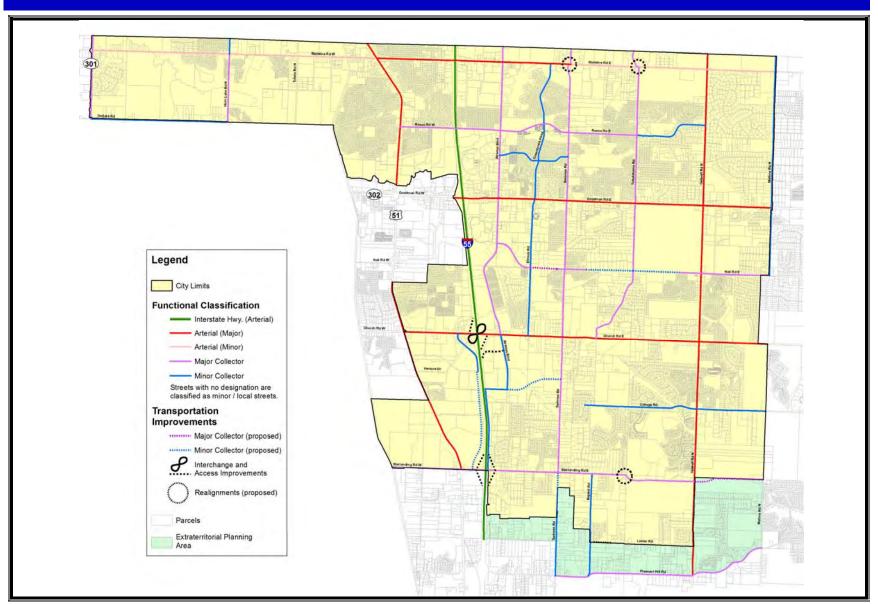
Alleys are designed to provide residents or owners rear access to their property. Historically, Southaven has discouraged the use of alleys in residential areas. This practice should be reconsidered as alleys provide a means to accomplishing a more pleasing street corridor without the prevalence of driveways or garage doors. Alleys should be restricted to one-way traffic with on-street parking allowed along the adjacent minor streets. As a less formal element of the city's transportation network, alleys are not expected to have sidewalks or curb and gutter. Alleys often are designed to have a reverse crown to convey storm water.

The functional classification of Southaven's roadways is depicted on the next page in Map 6.1.

 $^{^{22}}$ Church Road is a case in point. Approximately twenty years ago, Church Road was two lanes wide, terminated at Getwell Road, and had no interchange with I-55.



Comprehensive Development Plan



MAP 6.1 Functional Classification.



Comprehensive Development Plan

OTHER MODES OF TRANSPORTATION

Although automobiles are the most important mode of transportation, there are others: rail service and pedestrian ways.

RAIL SERVICE

Southaven contains a single rail line which runs north and south through the city approximately one-half mile west of Highway 51. The Grenada Railway, LLC passes through Southaven, Hernando, Grenada and on to Canton, MS. It is considered a short line railroad and over the years, due to needed repairs, has been downgraded to local service only.

According to the March 2016 *Mississippi State Rail Plan*²³, an 81 mile stretch of the Grenada railway was embargoed in 2011 and has been without service since. Significant steps have been taken to resurrect the rail line and increase its service capacity, including the formation of the North Central Mississippi Regional Railroad Authority.

Fortunately for Southaven, this rail line does not play a significant role in the local economy and is not used for passenger transportation. If and when the rail line is rehabilitated, it may serve some meaningful role in the local economy.

PEDESTRIAN WAYS

Prior to this planning effort, Southaven developed a city-wide path plan and is progressing toward fulfilling that plan. Although the term "pedestrian" connotes a person walking, as used in this plan, pedestrian ways are considered to be paths designated for walkers, runners or bicyclists. Pedestrian mobility is becoming increasingly important as environmental

preservation, air quality, traffic congestion, healthy living, and other concerns increase in popularity.

Cycling has become a very popular form of exercise and recreation. Although enthusiasts enjoy riding dozens of miles along self-defined routes through the city, Southaven's efforts to create dedicated bike lanes and paths will make for a safer riding experience.

Because of the increasing popularity of cycling, providing safe and complete routes to accommodate cyclists is also viewed as a quality of life attribute. To further create quality of life opportunities, and build upon the experience of living in Southaven, the city should continue fulfilling its pathways plan.

The pathways plan is designed to link neighborhoods to parks, schools and commercial centers. Map 6.2 (following page) demonstrates the desired routes for new pathways, some of which have been completed. Dark green lines indicate the paths, while the lighter green shaded areas indicate city parks.



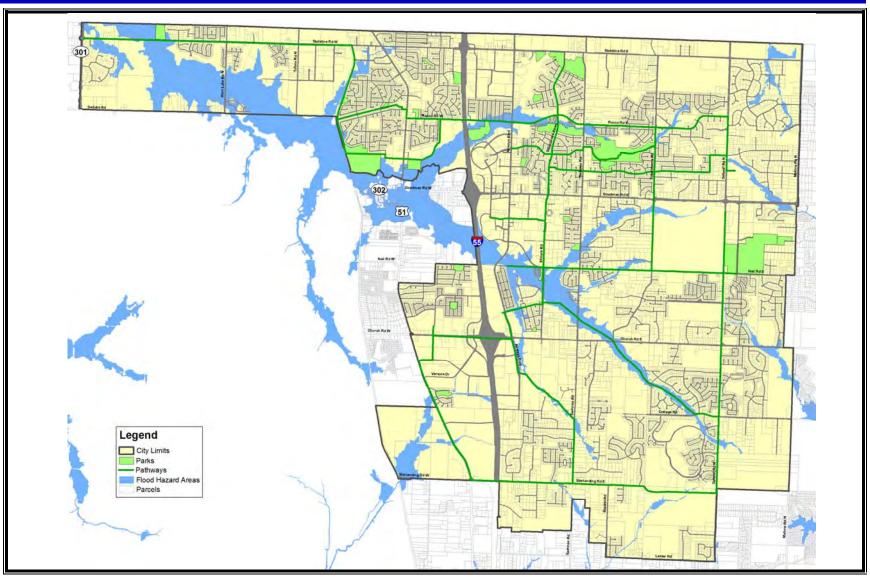
A multi-use trail in Ridgeland, Mississippi.

67

²³ Prepared by the Mississippi Department of Transportation



Comprehensive Development Plan



MAP 6.2 Pathways Plan.



Comprehensive Development Plan

ROADWAY DESIGN COMPONENTS

Roadway design has as much visual impact upon the community as does the architecture of adjacent buildings. In the urban environment, roads are more than a means to convey vehicles from one point to another. Roads are the opportunity to create functional, pleasing, safe, multimodal corridors which contribute to the *experience* of place.



Although this image was captured in another locality, there is nothing inviting or inspiring about the resulting corridor. Note the absence of landscaping and the prevalence of cars, driveways, and garage doors.

A transportation corridor must contain the right elements in order to contribute to the sense of place. Figure 6.1 (following page) demonstrates the various components of the street corridor, and the tables that follow identify the appropriate mix of the various components depending on the functional classification and locational conditions. It should be noted that Figure 6.1 collectively does not reflect recommended street design, as it is unlikely that any single street would have a sidewalk, multiuse trail, and a bike lane. It only demonstrates the components. Also absent, but no less important, are other features such as street lighting, street furniture, signage, signalization, fire hydrants and conveniences such as bike racks and watering stations.

Thoughtful design elements are critical in forming pleasing street corridors. Such elements include landscaping, pedestrian conveniences, and unique features that simply tend to make a place unique. Street plantings aid in creating interest and providing natural beauty along a corridor. Canopy trees provide especially important shade for Southaven's hot, humid summers. Bicyclists need places to park and secure their bikes. Where pedestrians are blended with bicyclists, safety should be considered. Where the opportunity exists to create something truly unique to the community, doing so can add immeasureable value.



Left: A "dismount zone" requirement in a busy pedestrian area in the historic downtown area of Fort Collins, CO. Also nearby is a parking space dedicated to bicycles.



Left: A bicycle shop appropriately located along a bike path in Covington, LA. This bike path follows an old rail spur and slices through a city block, creating the opportunity for a well shaded, small pocket park. Also located there is a small snack bar relying on walk-up traffic.

Comprehensive Development Plan



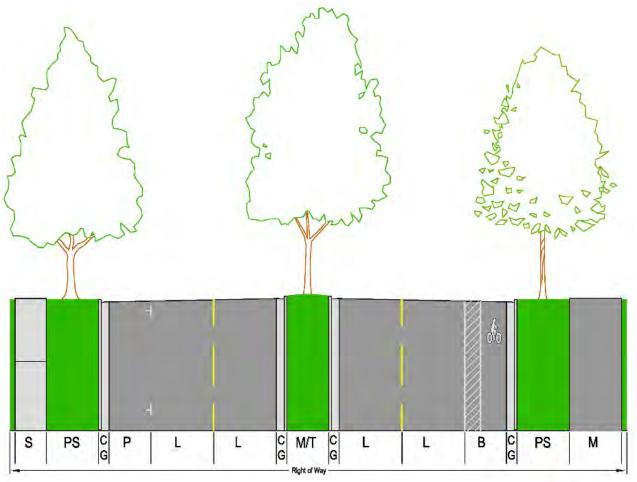


FIGURE 6.1 Various components of the street corridor. The lettering has the following meaning:

S = Sidewalk

PS = Planting Strip

CG = Curb and Gutter

P = Parking Lane

L = Through Lane

M/T = Median or Continuous Turn Lane

B = Bike Lane

M = Multi-Use Trail





Comprehensive Development Plan

TABLE 6.1. Street component requirements by street type and location.

TABLE 0.1. Street component ret		Min. No. of	Street Corridor Components								
Street Type/Area	Min. ROW (ft.)	Through Lanes	Sidewalks	Planting Strip	Curb & Gutter	Parking	Median or Turn Lane	Bike Lane	Multi-use Trail		
Interstate Highway	**Controlled by the Mississippi Department of Transportation and the Federal Highway Administration.**										
Arterial (major and minor)											
Snowden & Metro Dist.	106 ¹	4	■ 3			Χ	T	2	= 2		
Other Areas	106	4	■3			Х	Т		■6		
Major Collector											
Snowden & Metro Dist.	95 ¹	4	■3	■ 5			M	2	2		
Other Areas	95	4	3	■ ⁵			T		■ 6		
Minor Collector											
Snowden & Metro Dist.	60	2		■ 5							
Other Areas	60	2		■ ⁵							
Local/Minor	50	2	4	•	•		-	-	-		
Aller	1 20	1	<u>. </u>	I		1			I		
Alley	20		-	-	-	-	-	-	-		
Key:											

Footnotes:

1 – The right-of-way in these areas may be less in order to increase the compactness of development, provided all other components or suitable alternatives are provided.

■ = Required Component □ = Permitted Component M = Median T = Continuous Turn Lane X = Not Recommended

- 2 Either a bike lane or multi-use trail should be provided, or a combination of the two may be appropriate. For existing roadways with adequate pavement width, restriping to achieve a bike lane may be practical, but less desirable. Further, depending upon the compactness of development, a multi-use trail may not be in character.
- 3 Where a multi-use trail is provided, it may serve in place of the sidewalk on one side of the street.
- 4 Sidewalks are not recommended along cul-de-sac streets.
- 5 Where on street parking is provided in commercial areas, the required planting strip may be reduced to non-continuous landscape islands. The parked cars will serve to separate pedestrians from traffic.
- 6 Although a multi-use trail is more desirable, for continuity purposes, a striped bike lane may be more appropriate.



Comprehensive Development Plan

TABLE 6.2. Street component dimensional standards.

	Through Lane Width (ft.)	Street Corridor Component Dimensions (ft.)										
Street Type		Sidewalks	Planting Strip	Curb & Gutter ²	Parking ¹	Median	Turn Lane	Bike Lane	Multi- use Trail			
Interstate Highway **Controlled completely by the Mississippi Department of Transportation and the Federal Highway Administration.**												
Arterial	12	5	8	6-24	-	10	12	10	8			
Major Collector	12	5^{3}	8	6-24	7	10	12	10	8			
Minor Collector	11	5	6	6-24	7	10	12	10	8			
Local/Minor	11	5	6	6-24	7	-	-	-	-			
		·	·	·			·					
Alley	15	-	-	-	-	-	-	-	-			

Footnotes:

- 1 Including 24 inches of available wheel space in the gutter yields a space width of 9 feet.
- 2 This standard is expressed in inches. 6 inch tall curb with a 24 inch gutter.
- 3 Additional width is needed in commercial areas where storefronts are adjacent to the sidewalk.



Comprehensive Development Plan

TRANSPORTATION IMPROVEMENTS

Map 6.1 (Page 66) indicates several needed improvements to the street network within Southaven. The improvements are more particularly described as follows:

New Street Connections or Extensions – The opportunity exists to increase connectivity along the Nail Road East corridor. Presently, segments of the roadway have been constructed. As new development occurs, Southaven should ensure the completion of this corridor. Nail Road East will provide an additional east-west route to move traffic from newly developing areas along Getwell Road to the commercial cores at Goodman Road and Church Road.

An opportunity exists to extend Star Landing Road further east. Presently, Star Landing Road terminates at Getwell Road, and considering the amount of residential development presently and potentially lying east of Getwell Road, this easterly extension will be necessary to move traffic more efficiently. This extension becomes increasingly important given the long range plans for a new interchange at I-55 and Star Landing Road.

There also exists a need for an I-55 Frontage Road, west of I-55 between Star Landing and Church Road. Presently, this area has developed into predominately industrial warehousing uses and additional land is available for development. Increased visibility from I-55 is beneficial for development purposes and providing an alternate route for truck traffic to access I-55 alleviates some traffic pressure along Highway 51. Finally, this frontage road would provide better access to undeveloped parcels thus encouraging development.

South of Church Road, west of Swinnea Road lies property that is ripe for development of both commercial and residential character. As development occurs, Southaven should ensure that a collector level access route is provided to Swinnea Road. This route will provide an alternate access into the expected heavily developed area around the Church Road interchange (within the Metro / Retail future land use district).

Finally, an opportunity exists to extend Swinnea Road south of Star Landing Road to create a through connection with Pleasant Hill Road.

Realignments – There exist within the city two intersections that lack desirable configuration. These are Tchulahoma Road and Stateline Road, and Swinnea Road and Stateline Road. In both cases, the intersections are offset which makes for less than ideal maneuverability. Although existing development patterns impose practical difficulties in correcting these intersections, Southaven should be mindful of the need and take advantage of any opportunity that arises to make the correction.

One other realignment suggested is the "S" curve along Star Landing Road. Traffic is required to slow to 25 mph to safely navigate this curve. To the extent practical, consideration should be given to realigning portions of Star Landing Road to lessen the severity of the curve. This correction will become increasingly important when the Star Landing Road interchange is built, and additional residential development occurs in the eastern portion of Southaven.

Interchange and Access Improvements – Modifications to I-55 lie strictly within the domain of the Mississippi Department of Transportation and the Federal Highway Commission. Improvements are proposed to the Church Road interchange which would increase its traffic handling capability. A half cloverleaf design is proposed along with the realignment of ramps. Once complete, development of the Metro/Retail future land use district will likely accelerate.

Also, a new interchange is proposed at Star Landing Road and I-55. When constructed, this new interchange will have a significant impact on area land uses, traffic patterns, and the development of remaining vacant land. When this interchange is constructed, Southaven should revisit this plan and amend accordingly.