

# **2010-2030 LAUDERDALE COUNTY LAND USE AND TRANSPORTATION POLICY PLAN**

**PREPARED BY THE  
LAUDERDALE COUNTY REGIONAL PLANNING COMMISSION**

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## EXECUTIVE SUMMARY

Based on research conducted on Lauderdale County and the development goals adopted by the Lauderdale County Regional Planning Commission, this plan serves as a guide to county leaders and others, in making future decisions regarding land use and transportation for the next twenty years. These decisions will be critical to the economic and physical development of Lauderdale County during this tenure. Lauderdale County stands at the crossroads of what was, what is and what is to come.

It is imperative that community leaders consult this plan on all future land use decisions and, if needed, amend this plan to reflect current community values and sound planning principles. This plan should be formally reviewed every five years to ensure consistency, sustainable growth policies and to be receptive to changing social, political and economic trends.

The county has reaped the development benefits of being located along Highway 51 and enjoys being a cultural and recreational destination for local, regional and international travelers. The current road network is well maintained and appears adequate in providing safe and efficient travel times to destination points of employment, commercial and recreation.

A number of development opportunities and challenges loom on the horizon. Opportunities include, I-69, the impacts of the greater Memphis's economy, Cates Landing, the expansion of Covington's Industrial Park, the possibility of a Covington - Brownsville Short Rail Line, the construction of the Memphis Regional Intermodal Facility (between Piperton and Rossville) and the prospect of constructing an auto assembly plant in Haywood County.

The challenges facing Lauderdale County include additional plant closings in Lauderdale, Dyer, Crockett and Tipton Counties and a continued and prolonged recession resulting in diminished demand for industrial and commercial goods thus decreasing payrolls and therefore reducing revenue streams available to local government.

Another limitation to development in Lauderdale County appears to be the large amount of land affected by flood hazards. The western third of the county is severely limited by the type and amount of development. The eastern two thirds of the county's geographic limitations are limited, however, engineering and land use regulations should mitigate most of these limitations.

To take advantage of development opportunities and to combat these challenges, Lauderdale County has taken a unique position – *“Plan for the people who live in Lauderdale County – not the people looking to live in Lauderdale County”*.

By encouraging all development in the county to be environmentally sound and to preserve the aesthetic of Lauderdale County the residents will benefit from an environment capable of supporting the County and furthering the potential for attracting visitors to the numerous natural areas that dot the county.

This is not to say that Lauderdale County must also focus on its high unemployment rate and low educational achievement levels. Perhaps current efforts to address these problems could

be supplemented investments in traditional and non-traditional institutions of higher education.

The County should continue to enforce county subdivision regulations and zoning provisions, in order to establish and maintain a sensible pattern of development, thus maintaining property values, and fostering an improved quality of life for all county residents.

Finally the County and Municipalities should work cooperatively in order to ensure orderly growth and development not only in the county but also within the municipalities thereby delivering more economical services. This plan sought input from each municipality on future land use within there respective Urban Growth Boundaries. There ideas have been implemented in this plan. Hopefully, this planning effort continues in the future.

## CHAPTER 1 INTRODUCTION

The preparation of a regional plan for the physical growth and development of a County is the first and foremost duty of a County Regional Planning Commission. Tennessee Code Annotated, Section 13-3-302 through 13-3-304 prescribes the general purpose, procedures for adoption and certification of such regional plan. This plan also partially fulfills the requirements for achieving Three Star's Benchmark II.

### PURPOSE OF THE PLAN

*Pursuant to Section 13-3-302, "the regional plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, efficient and economic development of the region (County) which will, in accordance with present and future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and welfare of the inhabitants, as well as efficiency and economy in the process of development, including, among other things, such distribution of population and of the uses of the land for urbanization, trade, industry, habitation, recreation, agriculture, forestry and other uses as will tend to create conditions favorable to transportation, health, safety, civic activities and educational and cultural opportunities, reduce the wastes of financial and human resources which result from either excessive congestion or excessive scattering of population, and tend toward an efficient and economic utilization, conservation and production of the supply of food, water, minerals, drainage, sanitary and other facilities and resources."*

Upon closer examination, this statement of purpose prescribes the methodology and utility with which the plan is to be prepared, as follows:

- The general purpose of the plan is to guide and accomplish a coordinated, adjusted, efficient and economic development of the County:
  - Such guidance and accomplishment shall be in accordance with present and future needs and resources.
  - Such guidance and accomplishment shall best promote the health, safety, morals, order, convenience, prosperity and welfare of the inhabitants.
  - Such guidance and accomplishment shall also best promote efficiency and economy in the process of development and use of the land.
  - Such procedural efficiency and economy shall include, among other things, distribution of the population.
  - Such development and uses of the land shall be recognized for urbanization, trade, industry, habitation, recreation, agriculture, forestry and other uses.
  - Such use designations shall tend to create conditions favorable to transportation, health, safety, civic activities and educational and cultural opportunities.



- Such use designations shall reduce the wastes of financial and human resources which result from either excessive congestion or excessive scattering of population.
  - Such use designations shall tend toward an efficient and economic utilization, conservation and production of the supply of food, water, minerals, drainage, sanitary and other facilities and resources.
- It is important to note that the language contained in the statement of purpose is inclusive and not limited nor restrictive.

## **SCOPE OF THE PLAN**

The plan will take into consideration historical events and trends relative to planning, physiological features of the land and environment, socio-economic factors including population, education, income and employment, existing land use and transportation patterns, Public Chapter 1101 projected land use and transportation patterns, goals, policies and objectives of the County and a conclusive correlation of findings drawn therefrom.

This plan is designed to formulate a coordinated, long-term development program for the County of Lauderdale. The preparation of a development program requires gathering and analyzing a vast array of information. The historic events, governmental structure, natural factors, and socio-economic characteristics of Lauderdale County are studied to determine how these have affected and will affect land uses and transportation facilities. Existing land uses and transportation facilities are analyzed to identify significant characteristics, relationships, patterns, and trends. From these analyses, pertinent problems, needs and issues relative to land use and transportation in Lauderdale County are identified. The combination of this information is utilized to produce Major Road Plans and a Development Plan. The Development Plan consists of the identification of development goals and objectives and the establishment of policies for achieving these goals and objectives; and the creation of a Future Development Plan concept, which visually illustrates the goals, objectives, and policies. To achieve the goals and objectives identified in the development plan, specific strategies and methods are outlined as implementation tools.



## **CHAPTER 2**

### **BACKGROUND FOR PLANNING**

#### **INTRODUCTION**

To effectively plan for any community, gathering information concerning its background is necessary. The size and location of a community are important aspects of a community. Information on a County's early settlement assists in planning for its future development. An understanding of the community's history and governmental structure helps to reveal the atmosphere in which future planning will take place. Background data for the County of Lauderdale is presented in this chapter.

#### **LOCATION AND SIZE**

Situated along the eastern bank of the Mississippi River, Lauderdale County is located in the central part of western Tennessee (Map 1), it contains four incorporated cities: Ripley, Halls, Henning, and Gates. Lauderdale County is situated south of Dyer county; west of Lauderdale County; southwest of Haywood County; north of Tipton County; and east of Mississippi County, Arkansas. The county seat, the City of Ripley, is situated approximately 50 miles north of Memphis and approximately 60 south of the Kentucky State line.

Established by private act in 1835, Lauderdale County was created predominantly from the lands of adjoining Haywood County and named for Colonel James Lauderdale who was killed in the battle of New Orleans in 1812. By the same Private Act, a county court was appointed, charged with the duty of procuring 50 acres of land within 5 miles of the center of the county and establishing the county seat of Ripley, Tennessee. According to the 2009 Edition of Tennessee Code Annotated Volume 13, the County of Lauderdale measures a total of 471 square miles.

#### **AGRICULTURAL ECONOMY**

The role of agriculture both in terms of land use and commerce is critical to Lauderdale County. According to statistics compiled by city-county.com, 90.06% of the farms located in the county are owned by families or individuals. The average farm is approximately 345 acres and produces \$61,125 in products per year. The total value of livestock, poultry, and their products as a percentage of the total market value of agricultural products sold constitutes 5.30% of the local economy.

#### **TRANSPORTATION ROUTES**

The main transportation routes that run through Lauderdale County are federal and state highways and routes. The busiest, by far, is U.S. Hwy 51/ State Route 3 which bisects the county and provides direct access to the larger cities of Memphis and Dyersburg. Several state highways provide access to communities in adjacent Crockett and Haywood Counties, including Hwy. 88 and Hwy 19. State Highways 87 and 88 run east-west across the county to the Mississippi River while also providing local and regional access to historic and recreational facilities. Fort Pillow State Park, Cold Creek Wildlife Management Area, Lower Hatchie River

Wildlife Refuge, Chickasaw State Park, Open Lake, Chisholm Lake and Anderson Tully Wildlife Management Area distinguish Lauderdale County as a prime destination location.

The Chickasaw National Wildlife Refuge is a 20,940 acre National Wildlife Refuge located along the Mississippi River in the northwestern part of Lauderdale County. The area is noted for a diversity of wildlife, notably white-tailed deer, wild turkey, beaver, and waterfowl.

The Lower Hatchie National Wildlife Refuge, part of the U.S. National Wildlife Refuge system, is an area of wetlands associated with the confluence of the Hatchie River and the Forked Deer River, near the confluence of the Hatchie River with the Mississippi River. It is a rich environment for both aquatic life and waterfowl.

The County has historically surfaced county roads with a tar and chip treatment. However, the Planning Commission has sent a recommendation to the County Commission within the past three years endorsing cold mix asphalt paving of county roads over a period of time. Some county roads are now paved.

The Illinois Central Railroad runs north-south through the county and provides rail service to Henning, Ripley, Halls and Gates. Two grain elevators at Golddust and Hales Point provide ports on the Mississippi River for barge transportation of the county's grain production.

A Historic / Community airport (WWII training facility) in Halls (Photo 1) provides service for small private aircraft. The Veterans' Museum on the grounds of the former Dyersburg Army Air Base is dedicated to the preservation and documentation of materials related to military activities from World War I to the Iraq war, as well as documenting the history of the air base itself.



Photo 1: Veteran's Museum <http://www.town.halls.tn.us/>

Lauderdale County is also part of the Mississippi River Trails (MRT) system. The MRT coursing along America's backbone, the Mississippi River, from its headwaters in Itasca, Minnesota to the Gulf of Mexico, offers approximately 3,000 miles of on-road bikeways and pedestrian and bicycle pathways for the recreational enjoyment, health, conservation and tourism development of river communities, river states, and the nation. Biking enthusiasts can travel 57 miles over the back roads of Lauderdale County and view the scenic area of the Mississippi River bottom lands of the Chickasaw Bluff. The trail is clearly marked by the green "MRT" logo.



## EARLY HISTORICAL SETTLEMENT

The history of Lauderdale County is a summary taken "Tennessee Cities: From Adams to Yorkville" by Tom Siler, East Tennessee Historical Society, Knoxville, Tennessee 1985 and other historical information in Local Planning Assistance Office archives.

Native Americans used the rich resources of Lauderdale's river bottoms and hardwood forests for thousands of years before European explorers arrived. Woodland and Mississippian Period sites, many with mounds, dot the landscape. By the late seventeenth century the Chickasaws claimed West Tennessee. Robert Cavelier de La Salle and his party observed their villages, and the Europeans constructed Fort Prudhomme near the mouth of the Hatchie. Despite the Chickasaw claims, North Carolina sent Henry Rutherford to the area in 1785 to survey for land warrants. Rutherford and his party established "Key Corner" as a landmark for marking off claims by carving his initials and a large key into a huge sycamore on the first high ground east of the Mississippi and south of the Forked Deer. Following the Jackson Purchase in 1818, Rutherford, his brothers, Benjamin Porter, and a man named Crenshaw settled near Key Corner. Native Americans returned to Lauderdale County during the 1950s, when two Choctaw families migrated to the county to work in the cotton fields. Today two Choctaw communities are in Ripley and Henning.

The earliest settlements of whites and African American slaves were located at Key Corner and Porter's Gap. Griffith Rutherford built the first grist mill in the county at Key Corner in 1826, and Joseph Jordan and William Champers added a cotton gin the following year. Fulton, on the Mississippi River, was settled in 1819, and Judge James Trimble laid out Lauderdale's first town there in 1827. Fulton prospered as a steamboat landing, but today much of the town has been consumed by the Mississippi River. Other early towns included Golddust, Nankipoo, and Hales Point. Nankipoo became the home of Roark Bradford, a popular writer of the 1920s, 1930s, and 1940s. Bell Irvin Wiley also was raised near Nankipoo and later achieved fame as the author of more than twenty history books on the Civil War including *The Road to Appomattox*, *The Life of Billy Yank*, and *The Life of Johnny Reb*; the latter two remain authoritative studies of the common soldiers of the war.

Lauderdale County was created in 1835 from parts of Haywood, Dyer and Tipton Counties. It is named in honor of James Lauderdale, an Indian War and War of 1812 officer who died leading troops against the British in 1814, prior to the Battle of New Orleans.

Ripley was established as the county seat in February 1836 on 62 acres purchased from Thomas Brown and named for General E. W. Ripley, a veteran of the War of 1812. J. N. Smith opened the first mercantile store in a log cabin, and the town quickly became a center for trade between Dyersburg and Covington. In 1936 the Public Works Administration (PWA) built Lauderdale County's fourth courthouse. Designed by the Nashville firm of Marr and Holman, the building displays the PWA Modern style so popular in the New Deal era. Works Progress Administration funds were used in 1941 to construct the post office, designed by Louis A. Simon in a Colonial Revival style.

During the antebellum period cotton dominated the county's agriculture. Steamboats carried cotton bales from landings on the Forked Deer, Mississippi, and Hatchie Rivers. In 1850 there

were 304 slaveholders in Lauderdale County. The Civil War however devastated the county's farms and plantations. After Fort Pillow's fall to Union forces in June 1862, occupation of the county seesawed between Confederate and Union troops, both of whom bivouacked in Ripley at different times. Perhaps the most controversial engagement took place at Fort Pillow on April 12, 1864, when a Confederate force under General Nathan Bedford Forrest overran the Union outpost and killed almost half the garrison of 600 mostly African American troops.

The county recovered from the war slowly, returning to cotton as the primary crop, with some tobacco raised for the market at Memphis. Railroads reached the county in the 1870s. Henning became the first railroad town, established on the line that at various times was named the Newport News and Mississippi Valley line, then Paducah and Memphis (1872), Memphis and Louisville (1874), Memphis Paducah and Northern (1878), Chesapeake, Ohio and Southwestern (1881), and finally Illinois Central (1887). The railroad reached Ripley in 1874 and eventually reached the towns of Gates (1882), Halls (1883), and Curve (1884), which was touted as the strawberry capital of the world.

## **RECENT HISTORY**

By the late 1890s Ripley had acquired an electric system, and telephone lines strung by the Cumberland Telephone and Telegraph Company reached Halls in 1900. The Bank of Halls organized in 1899, followed by the Farmers and Merchants Bank of Henning (1901), Ripley Savings Bank and Trust (1903), and Gates Banking and Trust Company (1904). Building on a school tradition that included Ripley Academy, Lauderdale Institute, and Ripley Female Institute in the 1800s, public high schools were built between 1900 and 1910 at Curve, Ripley, and Halls.

Timber became an important industry in the county. Anderson-Tulley, a Memphis veneer company, purchased 17,000 acres of Lauderdale timberland, which now serves as the Anderson-Tully Wildlife Management Area.

During World War II the U.S. Army constructed an air base at Halls. Some 7,700 troops trained on the 2,450-acre site, many of them as B-17 bomber pilots. The base closed after the war, and the land was sold at auction in 1955. A portion of the land was developed as an industrial park, and Lauderdale County acquired its first plant when Tupperware opened one of three national plants in 1969, employing 750. Although Tupperware closed its manufacturing facility in 1991, Lauderdale has attracted a number of other industrial employers.

## **NOTABLE NATIVES**

Lauderdale County is noted for several famous people. Among them are Alex Haley (Halls), author of *Roots*; Sleepy John Estes, blues guitarist born in Ripley; Jim Hickman (Henning) a professional baseball all-star who played with the Cubs, Mets, Dodgers and Cardinals; and, Miles O'Keeffe Television and film actor most well known for starring in the 1981 film *Tarzan, the Ape Man* and the *Ator* movies. O'Keeffe is a native of Ripley and still maintains a home in the area.



Photo 2 Alex Haley boyhood home - Thomas R Machnitzki (2006)

Alex Haley spent his boyhood in Henning (Photo 2) with his Palmer grandparents. He later wrote the international bestseller *Roots* from the stories he heard from his grandmother and aunts.

Another famous African-American from Lauderdale County is Sleepy John Estes. Sleepy John Estes was a blues guitarist, songwriter and vocalist. Sleepy John is buried in Lauderdale County at Elam Baptist Church in Durhamville.

## **HISTORY AND SIGNIFICANT EVENTS RELATED TO PLANNING**

In response to requirements of the National Flood Insurance Program, Lauderdale County established a Planning Commission in the 70's and adopted legislation to require building permits and review subdivision proposals in 1975. Although necessary to the County's participation in the National Flood Insurance Program, regulating development in Lauderdale County was not a popular notion and as such, the Planning Commission had to be re-established in September of 1980. Other events were as follows:

- 1981: Planning Commission adopts Subdivision Regulations
- 1985: County Commission adopts New Zoning Resolution
- 1987: New Flood Regulations Adopted
- 1988: Building Inspector hired
- 1993: Planning Commission increases membership
- 1999 County Growth Plan
- 2007 County Growth Plan Amended
- 2010 20 Year Future Land Use and Transportation Plan Adopted

## **GOVERNMENTAL STRUCTURE**

The County of Lauderdale is presently governed by provisions established by a charter approved by Private Acts 1835. The form of government is County Mayor and Commissioners.

The County Commission is made up of twenty-four (24) commissioners, which are elected. Other county offices include the Sheriff, Assessor of Property, Register of Deeds, Trustee and County Clerk, which are elected positions.



County government in Tennessee, as is true throughout the country, is a political subdivision of state government. As a political subdivision, county government has only that authority to act which is delegated to it by the state. In Tennessee the process of delegation of power from state government to county government is accomplished through legislative action of the General Assembly, either through a general or private act. In the case of the general act, the legislature grants certain powers which have general application to all or a large number of counties across the state. These general acts are assembled and codified in Tennessee Code Annotated which is revised and published on an annual basis. Private acts are enacted by the legislature upon specific introduction usually initiated by the county and are not published in the code. The presence of a large body of private legislation in this state is the result of two basic factors. First, the Tennessee Constitution mentions county governments only vaguely, and thus allows the legislature wide latitude in county government administration. Secondly, the Tennessee legislature, long steeped in a philosophy favoring local control, has seen fit to enact much of the law relating to county government on an individualized county by county approach.

## **ANALYSIS OF INFRASTRUCTURE AND PUBLIC SERVICES**

### **LAUDERDALE COUNTY**

This section presents a summary of the available infrastructure provided by Lauderdale County, as well as its municipalities Gates, Halls, Henning and, the county seat, Ripley to their citizens.

Water service is provided to residents of the County by the Lauderdale Water System. The system provides service through the use of five (5) wells to approximately 4,000 customers. Their pumping capacity is 1,000,000 gallons per day, with no water treatment capacity. The Water System has a storage capacity of 850,000 gallons utilizing four (4) storage tanks. Lauderdale County does not provide sewer service; only private septic service is available in the County.

The County does provide solid waste service through various private contractors. Republic (Allied & Barker Brothers), ABC Waste and N&N Garbage Service contract with residents, commercial owners and industry for trash pickup. The 130 acre landfill has a current life expectancy of 50 years. No transportation or road issues have been reported surrounding the landfill. Currently, three (3) full-time employees and two (2) jail trustees work for the Solid Waste Department. The County does recycle e-waste, cardboard, plastic bottles and metal at their transfer station.

The Lauderdale County Highway Department maintains a little over 500 miles of roadway. Communication/Cable/Internet providers in Lauderdale County include BellSouth and NewWave Cable. Both services provide broadband service to select areas.

The Lauderdale County Sheriff's Department provides protection to the residents of the County. The Sheriff's department has twenty (20) full-time staff and five (5) part-time deputies. A total of twenty (20) patrol cruisers are available. The Sheriff's Department provides in-house

dispatching and E-911 Service for the County. Fire protection is provided by volunteer fire departments located throughout the County.

Residents of the county are served by the Lauderdale County School System. The school system has one (1) Primary School, two (2) Elementary Schools, one (1) Middle School, one Junior High School, two (2) High Schools and one (1) Optional School.

Lauderdale County also has both the Tennessee Technology Center and a UT Martin extension facility. These state-of-the-art educational facilities are located in Ripley. In addition, residents of Lauderdale County have access to twenty-one (21) institutions of higher education within a fifty (50) mile radius.

## **LAUDERDALE COUNTY MUNICIPALITIES**

### **Gates**

Founded around 1850 by Joseph Crockett, John Johnson and Frank Robison from Franklin Tennessee, the town is located just south of Halls. The town is named after General Horatio Gates, who briefly commanded Gen. Washington's South Army in the Revolutionary War. The town was incorporated in 1901 and prospered with the coming of the Illinois Central Railroad.

The town provides both water and public sewer service to its residents. The town employs three (3) full-time police officers. Three (3) cruisers are currently in operation for the department. If requested, the Police Department also responds to calls around the fringe areas of the Town. With an ISO rating of 8 and 9, the Town of Gates' Fire Department is operates a volunteer fire department with 10 volunteers firefighters and operates one fire station with three (3) firefighting trucks.

### **Halls**

Originally named Halls Station, named after the town's first postman, Hansford Halls, the town was incorporated in 1901 as Halls.

The town provides currently provides a full range of municipal services, including natural gas, water, sewer, and solid waste collection. Electricity is provided to Halls and its environs by the Ripley Power & Light. Street light installation is provided by Ripley Power & Light; however, the Town of Halls reimburses Ripley Power & Light per street light installed. The Town of Halls provides natural gas service to both municipal residential customers and non-municipal residential customers. Solid Waste services are provided by Lauderdale County.

The Town of Halls employs eleven (11) full-time police officers. Seven (7) cruisers are currently in operation for the department. If requested, the Police Department also responds to calls around the fringe areas of the Town. With an ISO rating of 6, the Town of Halls' Fire Department is operates a full-time force of two firefighters, as well as twenty volunteer firefighters and operate from one fire station.



Photo 3: Downtown Halls (<http://www.town.halls.tn.us/>)

## Henning

Henning is located approximately five miles south of Ripley. Named after its founder, Dr. D. M. Henning, in 1873, the town incorporated in 1883. The town relinquished their charter in 1884 in order to prohibit the sale of whiskey near a newly established school. The town reincorporated in 1901.



Photo 4: Downtown Henning (University of Memphis 2009)

The town provides water, sanitary sewer and gas services. Electricity is provided by the City of Ripley. Police protection is provided by both the Henning Police Department and the Lauderdale County Sheriff Department. A volunteer fire department serves Henning. New Wave Communications provides cable and internet service and AT&T provides telephone / broadband service.

## Ripley

In 1835 the Tennessee legislature named Ripley the county seat of Lauderdale County. The town was named after General Eleazar Wheelock Ripley of War of 1812 fame. Ripley is

finishing up a comprehensive downtown revitalization plan that has transformed the courthouse square.



Photo 5: Ripley Water Part ([www.lctn.com/ripley-parks/rip-park.jpg](http://www.lctn.com/ripley-parks/rip-park.jpg))

The town provides water, sewer, electricity and gas service to municipal residents and to select areas outside the corporate limits. It also provides utility services to .... Telephone service is provided by AT&T and cable service is provided by New Wave Communications.

## **SUMMARY OF FINDINGS**

Although still predominantly in a rural part of Tennessee, Lauderdale County has long been established as an area for development and growth in west Tennessee. The County of Lauderdale is located in the west central part of the state along the Mississippi River and for one hundred and seventy years, the area has provided residential, commercial and industrial opportunities for its residents. The county has reaped the development benefits of being located along Highway 51 and enjoys being a cultural and recreational destination for local, regional and international travelers.

## **CHAPTER 3**

### **NATURAL FACTORS AFFECTING DEVELOPMENT**

#### **INTRODUCTION**

The land use patterns of Lauderdale County are to a large extent shaped by its natural environment. The significant factors of the environment affecting land use include climate, air and water quality, topography, geology, soils, and drainage. Since all land is not suitable for developed use, the impact of these factors must be considered prior to the initiation of any type of developmental project.

#### **CLIMATE**

Lauderdale County has long, hot summers with uncomfortably high relative humidity. Summer is the driest season; extended dry periods normally occur but prolonged droughts are rare. In the summer, the rain falls mainly during short, intense thunderstorms. The winter is cool and wet with occasional periods of cold weather; some snow fall generally occurs but accumulation is seldom significant. Most precipitation in the winter falls in the form of rain. Spring is mild, wet, and windy; while autumn is warm and relatively dry. The temperatures average low is 36 F with a high of 78 F. Annual precipitation is 51 inches, with 50% of this amount falling between April and September. The average snowfall for Lauderdale County is 9 inches. The average relative humidity in mid-afternoon is 55% and the average at dawn is 80%. The sun shines 75% of the time in summer and 55% of the time in winter. The prevailing wind is from the south with average wind speed of 11 mph during the spring.

#### **GEOLOGY**

Lauderdale County is on the West Tennessee Plain, which is a local part of the Southern Mississippi Valley Silty Uplands Major Land Resource Area. The loess is underlain by gravelly and sandy Coastal Plain Sediment at a depth of 10-70 feet; the loess uplands drain northeast into the Forked Deer River or southwest into the Hatchie River, except for Cold Creek and Knob Creek that drain west into the Mississippi River floodplain. The loess uplands are highly dissected near the bluff by very steep side slopes and long, narrow, gently sloping ridge tops. Generally the loess uplands become less steep and dissected toward the East. Old loess covered terraces near Cane Creek and the Forked Deer River are broad and undulating to nearly level.

#### **TOPOGRAPHY**

Lauderdale County is located on the Western Tennessee Plain, which is a local part of the Southern Mississippi Valley Silts Uplands Major Resource Area. The highest elevation in the county is 520 feet above sea level and is on several ridge tops between Edith and Dry Hill. The lowest elevation is 220 feet above sea level located on the Sunrise Towhead and the Hatchie Towhead. The western 1/3 of the county is on the Mississippi River Floodplain. These soils are nearly level to slightly undulating. Elevation on the floodplain ranges from 220 feet above sea level to 260 feet above sea level. The highest areas on the floodplain are on the natural levees,

which are deposits of loamy material along the banks of the present or old channels of the Mississippi River. During periods of major flooding these natural levees are only occasionally flooded. The lowest areas on the floodplain are in slack water areas, which are broad, flat, or depressional areas some distance away from the present river channel. These areas are frequently and remain flooded for long periods. The sediment in these areas is dominantly clayey. In these areas various ditches, sloughs, and bayous drain directly or indirectly into the Mississippi River. Water backs up into these drainage channels as the river rises and floods the lower lying areas, and it flows out of these drainage channels as the river falls.

The eastern two thirds of Lauderdale County consist of loess uplands and the floodplains of the streams that drain them. Elevations of the loess uplands generally are higher near the bluff and are lower toward the East.

### **SOILS UNITS**

A soil unit is a distinctive pattern of soils, relief, and drainage making up an area of the natural landscape. Typically, a unit consists of one or more major soils and some minor soils. It is named for the major soils type. The soils in one unit can be found in another unit but in a different pattern. There are nine soil units in Lauderdale County as mapped by the Natural Resource Conservation Service of the U.S. Department of Agriculture. The Commerce-Robinsonville is a somewhat poorly drained to well drained, silty or loamy soils, formed in recent alluvium. It is common on broad natural levees that generally run parallel to channels of the Mississippi River. This soil unit makes up 16% of the county. The Sharkey-Keyespoint-Openlake is a poorly drained to somewhat poorly drained soil that are clayey or are clayey in the upper part and loamy in the lower part and formed in recent alluvium. This soil unit is found in slack water areas or on old natural levees of the Mississippi River and make up 18% of the county.

### **SUMMARY OF FINDINGS**

Like many counties in Tennessee, the pattern of land use and development in Lauderdale County has been affected to some degree by natural factors. The climatic conditions of Lauderdale County, best described as moderate, have had little or no effect on development. The air quality is considered excellent by regulatory agencies. The reasons for this include an abundance of open green space, a lack of highly urbanized areas, and an absence of those types of industries that are heavy air polluters. The biggest limitation to development in Lauderdale County appears to be the large amount land affected by flood hazards. The western third of the county is severely limited to the type and amount of development. The eastern two thirds of the county's geographic limitations is limited, however, engineering and land use regulations should mitigate most of these limitations.

## CHAPTER 4

### SOCIO-ECONOMIC FACTORS AFFECTING DEVELOPMENT

#### INTRODUCTION

This chapter presents a summary of population and employment trends relevant to the preparation of a land use plan for Lauderdale County. Past changes in population and employment, as well as population projections through 2020, will be examined for their implications on development within the county. A basic understanding of this information is vital to the overall planning effort. The formulation of county development strategies, the identification of land use needs, and the discussion of various land use issues that take place during the planning process must reflect these trends and projections if the land use plan is to be relevant.

According to census statistics, the fastest growing areas of the state appear to be concentrated within the Standard Metropolitan Statistical Areas of middle and east Tennessee. It is notable to recognize that the central counties in the areas have experiences less population expansion than those surrounding such counties. As a trend, this indicates a rural migration from traditional urban centers, a phenomena referred to a "sprawl".

**TABLE 1: 1990-2000 LAUDERDALE COUNTY AND SURROUNDING COUNTY  
POPULATION COMPARISONS**

	1990	2000	% Change 1990 to 2000
<b>LAUDERDALE COUNTY</b>	<b>23,491</b>	<b>27,101</b>	<b>15.4%</b>
<b>Surrounding Counties</b>			
Crockett	13,378	14,532	8.6%
Dyer	34,854	37,279	7.0%
Haywood	19,437	19,797	1.9%
Tipton County	37,568	51,271	36.5%

Source: Bureau of the Census: 1990 STF-1 and 2000 STF-1

This phenomenon as seen in Lauderdale County as the traditional inhabitants of Memphis have moved outward seeking residence in the more rural areas around Memphis. Over the past ten years, Lauderdale County's population has increased from 23,491 to 27,101 (Table 1) representing a 15.4% gain. Based on current and historic population data, the 2020 projected population could reach over 37,000. There is likewise a probability that a confluence of infill urbanization along Highway 51 may occur within the next 20 years as well.

The age and gender composition of the county population confirms an abundance of labor opportunities and further indicates that the county is a good place for the prime age male labor force while providing a safe and secure environment for seniors and single female heads of households.

This phenomenon is not unique to Lauderdale County as recent publications indicate that rural communities across the country are recognizing a need to redevelop the older parts of communities into places where people will move and "fill in" rather than spread out.

Referred to as "New Urbanism" -- "the idea of building and encouraging more traditional front porch neighborhoods with real neighborhood centers, resulting in communities that are not just well tended but rich in architectural variety, with shops of all sorts, civic spaces and interesting mixes of people". Such initiatives encourage "compact communities... a return to old-style towns" and are achieved only after sharply candid debate about the future of the community.

Resulting implementation measures might include overlay zoning, recognition of mixed use residential and commercial development or redevelopment along commercial corridors, redesign of existing intersections furthering pedestrian friendly circulation patterns and the adoption of design standards that encourage compact growth centers.

In many rural communities, conventional development has presented arbitrarily placed subdivisions, shopping centers and office parks. Typically without regard for identified natural features of the land, neglecting the historic value of town centers and has contributed to a segregation of housing types and values that presents a sense of separation from parks, schools, shops, restaurants and medical facilities. Infill development and restoration can represent a substantial savings for otherwise expansive public infrastructure while increasing individual property values.

## **HISTORICAL ANALYSIS OF POPULATION**

Future land use requirements of a county will be greatly affected by the demographics of the future populations. It is therefore essential to project the future population of Lauderdale County. However, it is necessary to first analyze the historical population trends.

**TABLE 2: LAUDERDALE COUNTY, CITY AND UNINCORPORATED POPULATION TRENDS:  
1960-2000**

<b>Community</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Gates	291	523	729	608	901
Halls	1,890	2,323	2,444	2,431	2,311
Henning	466	605	638	802	1,033
Ripley	3,782	4,794	6,366	6,188	7,844
Unincorporated	15,415	12,026	14,378	13,462	14,982
<b>Total</b>	<b>21,844</b>	<b>20,271</b>	<b>24,555</b>	<b>23,491</b>	<b>27,071</b>

Source: Tennessee Advisory Commission on Intergovernmental Relations and the University of Tennessee Center on Business and Economic Research, June 2009

Table 2 demonstrates a 'roller coaster' population trend in all municipalities and for the county from 1960 to 2000. Overall, the county experienced a 23.9% increase in the total population, but saw a 2.8% decline in population in the unincorporated area of the county.



## POPULATION PROJECTIONS

2000-2030 population projections developed by the University of Tennessee's Center for Business and Economic Research are listed in Table 3.

**TABLE 3: 2000-2030 POPULATION ESTIMATES AND PROJECTIONS FOR LAUDERDALE COUNTY, CITIES AND THE UNINCORPORATED AREA WITHIN LAUDERDALE COUNTY**

Community	2000	2005	2010	2015	2020	2025	2030
Gates	901	861	873	855	850	900	944
Halls	2,311	2,220	2,178	2,068	2,005	2,091	2,170
Henning	970	1,299	1,292	1,245	1,227	1,301	1,374
Ripley	7,844	7,716	7,712	7,426	7,269	7,658	8,039
Unincorporated	15,075	14,480	14,195	13,323	12,727	13,191	13,634
<b>Total</b>	<b>27,101</b>	<b>26,576</b>	<b>26,250</b>	<b>24,917</b>	<b>24,078</b>	<b>25,141</b>	<b>26,161</b>

Source: Tennessee Advisory Commission on Intergovernmental Relations and the University of Tennessee Center on Business and Economic Research, June 2009

Lauderdale County has 471 square miles of area and a 2000 population of 27,101 persons. This represents an average density of 57.53 persons per square mile. According to the US Census, the total number of households for the County in 2000 was 9,567 with the average household size consisting of 2.55 persons. The average family size was 3.06 persons. Racial characteristics of Lauderdale County show that is predominantly white, which is a characteristic of much of west Tennessee. The total number of persons of the white race in the County in 2000 was 63.9 % of the population. The next largest group was African-American which accounted for 34.0% of the population. Hispanics or Latinos made up 1.5% of the population.

The US Census Bureau estimates a population decrease of 2.3%, compared to the state's gain in population of 10.7%. Based on population data collected in the 2000 Census the population of Lauderdale County is 52.1% male and 47.9% female, and the average age is 34.9 years.

## SOCIO-ECONOMIC CHARACTERISTICS

The median household income for Lauderdale County is \$25,751; and the median family income was \$36,841. Both of which were below the state and national averages.

The education rate in Lauderdale County for persons 25 years of age and older with college degrees is 7.7% of the population compared the national rate of 14.5% of the population. The education rate for persons 25 years of age and older with a high school diploma or GED is 62.3% of the population in Lauderdale County compared to the national average of 75.9% of the population.

## EMPLOYMENT

Lauderdale County is predominantly a rural county in western Tennessee; it is located between the larger cities of Jackson, and Dyersburg. Many residents of Lauderdale County commute to work in jobs outside the county. This behavior may increase after I-69 is completed and if the Covington-Brownsville rail spur or West Tennessee Mega Site is developed.

Lauderdale County has a fairly diverse economy. Indicative of national employment trends, since 1990 there has been a shift from manufacturing to service sector jobs. Agricultural services, which includes farming makes up 6% of the economy. Between the 1990 Census and the 2000 Census, the Bureau of the Census has changed the industry category summaries making direct comparisons difficult, Table 1 shows a distinct shift from industrial, agricultural and retail employment to educational and social services.

**TABLE 4: EMPLOYED PERSONS 16 YEARS AND OVER BY INDUSTRY (1990 and 2000)**

<b>Total Employed persons 16 years and over in 1990 in Lauderdale County</b>	<b>9,071</b>
<b>INDUSTRY</b>	
Agriculture, forestry, and fisheries	494
Mining	28
Construction	577
Manufacturing, nondurable goods	1,729
Manufacturing, durable goods	1,952
Transportation	266
Communications and other public utilities	128
Wholesale trade	318
Retail trade	1,081
Finance, insurance, and real estate	330
Business and repair services	181
Personal services	181
Entertainment and recreation services	46
Health services	486
Educational services	541
Other professional and related services	191
Public administration	542
<b>Employed persons 16 years and over in 2000 in Lauderdale County</b>	<b>10,245</b>
Agriculture, forestry, fishing and hunting, and mining	331
Construction	655
Manufacturing	3,808
Wholesale trade	370
Retail trade	822
Transportation and warehousing, and utilities	510
Information	154
Finance, insurance, real estate, and rental and leasing	330
Professional, scientific, management, administrative, and waste management services	249
Educational, health and social services	1,485
Arts, entertainment, recreation, accommodation and food services	362
Other services (except public administration)	349
Public administration	820

Source: 2000 US Census

Although farms and manufacturing companies are economically critical to Lauderdale County, it is obvious that their importance is diminishing

Table 2 shows the number of employed persons 16 years of age and older by specific occupation in 1990 and 2000. Again, this table reinforces the trend from higher paying assembly and industrial jobs to lower paying service sector jobs.

**TABLE 5: TOTAL PERSONS BY OCCUPATION (1990 and 2000)**

<b>Employed persons 16 years and over in 1990 in Lauderdale County</b>	<b>9,071</b>
<b>OCCUPATION</b>	
Executive, administrative, and managerial occupations	480
Professional specialty occupations	688
Technicians and related support occupations	145
Sales occupations	706
Administrative support occupations, including clerical	960
Private household occupations	46
Protective service occupations	272
Service occupations, except protective and household	911
Farming, forestry, and fishing occupations	426
Precision production, craft, and repair occupations	1,324
Machine operators, assemblers, and inspectors	1,926
Transportation and material moving occupations	565
Handlers, equipment cleaners, helpers, and laborers	622
<b>Employed persons 16 years and over in 2000 in Lauderdale County</b>	<b>10,245</b>
Management, professional, and related occupations	2,192
Service occupations	1,359
Sales and office occupations	2,000
Farming, fishing, and forestry occupations	100
Construction, extraction, and maintenance occupations	1,043
Production, transportation, and material moving occupations	3,551

Source: 2000 US Census

## SUMMARY OF FINDINGS

Lauderdale County and its municipalities have seen a slow decline in population over the last decade. Reasons for this include residents moving to the more urbanized centers of Madison and Dyer counties, in search of employment, education, and available housing. As a characteristic of many areas in Tennessee, Lauderdale County has seen a decline in the number of workers employed in agriculture, and an emphasis on manufacturing. The number of persons employed in professional services, government, and retail trade in Lauderdale County has increased and is comparable to other rural counties in the northwestern region and the State.

In 2001 four companies had more than 500 employees: SR of Tennessee, a motor vehicle parts company, had 750 workers; Marvin Windows had 720 employees; Tennessee Electroplating, another motor vehicle parts firm, had 640 workers; and A. O. Smith, a producer of motors and generators, had a labor force of 500. The two largest public sector employers were the Lauderdale County School System and the State of Tennessee's Cold Creek Correctional Facility, formerly Fort Pillow Prison Farm.

Perhaps the biggest hindrance to Lauderdale County is its low educational achievement levels. Resources should be directed to raise the training level of the workforce. Lauderdale County should keep in mind that formal education levels are traditionally the benchmark for an employer's sense of the trainability of its employees. Investments in Non-traditional institutions of higher education, such as Technology Centers, Trade Schools and Business Schools should also prove instrumental in raising the training level of Lauderdale County's workforce and, thereby, increasing the County's success in attracting commercial and industrial prospects.

Another troubling situation facing the County is the unemployment rate. While Tennessee's rate of unemployment is slightly higher than the US average (10.1% versus 9.5%) as reported by Tennessee Department of Labor and Workforce Development in June of 2010, Lauderdale County's unemployment rate stands at 15.9%. This rate is over 57% higher than the state's average. The good news is that this unemployment rate represents a decrease of over 19% when compared to the June 2009 figures. Clearly, the county faces a challenge in both the retention and attraction of workforce positions.

## **CHAPTER 5**

### **EXISTING LAND USE AND TRANSPORTATION ANALYSIS**

#### **INTRODUCTION**

As a prerequisite to preparing a plan for future land use and transportation, a survey and analysis of the existing land use patterns and characteristics must be completed. This land use inventory identifies and analyzes the various uses by categories and the number of land use structures devoted to each. Land use is divided into two broad categories: open space/undeveloped land use and developed land use. Within these two broad categories several sub-categories can be discerned. These categories and sub-categories are utilized in this inventory and analysis of existing land use in Lauderdale County. Included in this document is a copy of the Lauderdale County Existing Land Use Map. This map serves as a visual representation of the data obtained from the land use inventory.

The County of Lauderdale has a total area of 316,795 acres. Of this land area, nearly 96% of land is unincorporated. While 71.4% of the unincorporated land is undeveloped, nearly 77% (166,443 acres) is located in a designated flood hazard area.

To a large degree existing land use patterns in Lauderdale County correspond with topography and other natural features that promote or restrain development. Land capability and land suitability are major restraining factors often mitigated, however by infrastructure designed to overcome restraints. The processes by which our cities and the county accommodate development pressures represent the balancing act and these processes are readily discernable in the patterns we see in the data and the physical landscape. This section is designed to analyze statistical data and then to describe the development patterns these data translate into when viewed in their physical setting.

#### **METHODOLOGY**

The statistical data presented here, were derived by using the geographic information system for Lauderdale County maintained by the Local Planning Assistance Office. Information from the Lauderdale County Property Assessor's database was used to prepare an inventory of uses by parcel for the area. This inventory was field checked by the Local Planning Assistance Office staff. An analysis was then developed using the statistical data to document the extent and intensity of the current development; and to identify areas of potential planned growth.

#### **LAND USE ANALYSIS**

A county must complete an inventory and analysis of existing land uses within a proposed planned growth area before it determines the future land use needs and requirements. This land use inventory identified and analyzed the various uses by categories and the amounts of land devoted to each. Table 6 depicts the various land uses in the Lauderdale County as determined by a land use survey completed by Local Planning Assistance Office staff.

## EXISTING LAND USE ANALYSIS

Tables 6, 7 and 8, detail the various land uses in Lauderdale County. The information contained in these tables is compiled by the State of Tennessee's, Comptroller of the Treasury, Division of Property Assessments.

**TABLE 6: EXISTING LAND USE – LAUDERDALE COUNTY 2008-2009**

TOTAL COUNTY	2008		2009		Change 2008 to 2009	
	Acres	% Total	Acres	% Total	Absolute	Percent
Total acreage	316,795		316,795			
Residential acres	14,116	4.5%	14,147	4.5%	30.8	0.2%
Commercial acres	737	0.2%	737	0.2%	(0.1)	0.0%
Industrial acres	598	0.2%	599	0.2%	1.6	0.3%
Public/Semi-public acres	58,741	18.5%	58,895	18.6%	153.6	0.3%
Utilities	42	0.0%	42	0.0%	0.0	0.0%
Undeveloped acres	223,417	70.5%	223,643	70.6%	225.5	0.1%
Water	12,480	3.9%	12,480	3.9%	0.0	0.0%
Road/Rail ROW	4,642	1.5%	4,642	1.5%	(0.1)	0.0%
Unclassified acres	2,022	0.6%	1,610	0.5%	(411.3)	20.3%

NOTES FOR TABLES 6, 7, 8, 9, 10, 11 AND 12: This land-use data was derived by associating the Computer Assisted Appraisal System (CAAS) property assessment data with digital parcel boundaries. The CAAS data is maintained by the State of Tennessee's Comptroller of the Treasury as reported by local county assessors. The parcel data originates with the local assessor and the digital product is provided through the Tennessee Base Mapping Program. Differences in the land use statistics reported for these two years may be the result of actual land use change in a community. However, differences may have arisen from adjustments made to the land use model during 2009, changes in the digital assessment or mapping data, or from corrections to the 2008 data as a result of field surveys conducted by staff. "Undeveloped acres" reported in this table include parcels classified as vacant. Due to their low density of development, this category also includes agricultural and timber tracts which may or may not have a house or mobile home located on the property. Contact the Local Planning Assistance Office for further information about these statistics.

The dominate land use in Lauderdale County, as with most other rural counties is classified as 'undeveloped.' This coupled with Public/Semi-Public land use constitutes nearly 80% of the total landmass (316,795 acres). The majority of this land (217, 129 ac.) is principally used for forestry and agriculture with over 57,000 acres in the public/semi-public category.

Developed land uses include residential, commercial, industrial, utilities and road/rail right-of-ways. The dominant residential use consists of conventional single family homes. Mobile Homes and Multi-family structures round out the residential uses.

Approximately 150 acres of land is classified as commercial. This is not to say that this acreage constitutes the total amount of land capable of generating sales taxes. Many businesses are located on residential property as a home based business. Commercial concentrations in Lauderdale County cluster on and near Hwy 51.

**TABLE 7: EXISTING LAND USE FOR UNINCORPORATED AREAS OF LAUDERDALE COUNTY  
2008-2009**

UNINCORPORATED	2008		2009		Change 2008 to 2009	
	Acres	% Total	Acres	% Total	Absolute	Percent
Total acreage	304,037		304,037			
Residential acres	11,673.4	3.8%	11,704	3.8%	30.8	0.3%
Commercial acres	150.8	0.0%	150	0.0%	(1.1)	-0.7%
Industrial acres	85.5	0.0%	85	0.0%	(0.2)	-0.2%
Public/Semi-public acres	57,225.0	18.8%	57,372	18.9%	146.5	0.3%
Utilities	24.9	0.0%	25	0.0%	0.0	0.0%
Undeveloped acres	217,128.7	71.4%	217,353	71.5%	224.6	0.1%
Water	12,480.1	4.1%	12,480	4.1%	0.0	0.0%
Road/Rail ROW	3,469.7	1.1%	3,470	1.1%	(0.1)	0.0%
Unclassified acres	1,798.5	0.6%	1,398	0.5%	(400.5)	-22.3%

(See note on Table 6)

**TABLE 8: EXISTING LAND USE UNINCORPORATED / TOTAL AREA- 2009**

	Total County		Unincorporated Area		Percentage Of Total
	Acres	Percent	Acres	Percent	
Total acreage	316,795		304,037		96.0%
Residential acres	14,147	3.8%	11,704	3.8%	83.0%
Commercial acres	737	0.0%	150	0.0%	20.4%
Industrial acres	599	0.0%	85	0.0%	14.2%
Public/Semi-public acres	58,895	18.8%	57,372	18.9%	97.4%
Utilities	42	0.0%	25	0.0%	59.2%
Undeveloped acres	223,643	71.4%	217,353	71.5%	97.2%
Water	12,480	4.1%	12,480	4.1%	100%
Road/Rail ROW	4,642	1.1%	3,470	1.1%	74.8%
Unclassified acres	1,610	0.6%	1,398	0.5%	86.8%

(See note on Table 6)

The County has nearly 600 acres of industrial land. Most of this land is located within the four municipalities and some of these structures are vacant. The only sizeable industrial property in the unincorporated area is the County's landfill (130 acres). Map 2, on the following page illustrates the County's Existing Land Use.





## LAUDERDALE COUNTY MUNICIPALITIES

### Gates

Within the corporate limits the town's land use lays a typical mix of residential, commercial, industrial and public uses. The 2010-2030 Plan for Land Use and Transportation will be to provide a variety of land uses to accommodate the development demands are presented. Table 9 (below) details the land use proportions in 2008 and 2009 and the one year change in this land use mix. No major deviations are expected to take place within the next twenty years. With 45.8% of the current city acreage undeveloped (Table 3), the town will have ample opportunities for infill and new development.

**TABLE 9: EXISTING LAND USE – TOWN OF GATES (2008-2009)**

GATES	2008		2009		Change 2008 to 2009	
	Acres	% Total	Acres	% Total	Absolute	Percent
Total municipal acreage	459	100.0%	459	100%	0	0.0%
Residential acres	155.4	33.8%	153.7	33.5%	(1.7)	-1.1%
Commercial acres	13.4	2.9%	13.4	2.9%	0	0.0%
Industrial acres	14.1	3.1%	14.1	3.1%	0	0.0%
Public/Semi-public acres	10.2	2.2%	12.7	2.8%	2.5	24.5%
Utilities	0	0.0%	0	0.0%	0	0.0%
Undeveloped acres	210.2	45.8%	209.6	45.6%	(0.7)	-0.3%
Water	0	0.0%	0	0.0%	0	0.0%
Road/Rail ROW	55.9	12.2%	55.9	12.2%	0	0.0%
Unclassified acres	0.1	0.0%	0	0.0%	(0.1)	-100.0%

(See note on Table 6)

### Halls

Within the corporate limits the town's land use lays a typical mix of residential, commercial, industrial and public uses. The 2010-2030 Plan for Land Use and Transportation will be to provide a variety of land uses to accommodate the development demands are presented. Table 10 (next page) details the land use proportions in 2008 and 2009 and the one year change in this land use mix.

### Henning

Within the corporate limits the town's land use lays a typical mix of residential, commercial, industrial and public uses. The 2010-2030 Plan for Land Use and Transportation will be to provide a variety of land uses to accommodate the development demands are presented. Table 11 (next page) details the land use proportions in 2008 and 2009 and the one year change in this land use mix.

**TABLE 10: EXISTING LAND USE – TOWN OF HALLS (2008-2009)**

<b>HALLS</b>	<b>2008</b>		<b>2009</b>		<b>Change 2008 to 2009</b>	
	<b>Acres</b>	<b>% Total</b>	<b>Acres</b>	<b>% Total</b>	<b>Absolute</b>	<b>Percent</b>
Total municipal acreage	2,353	100.0%	2,353	100.0%		
Residential acres	392.1	16.7%	406.4	17.3%	14.3	3.6%
Commercial acres	97.8	4.2%	97.8	4.2%	0.0	0.0%
Industrial acres	155.5	6.6%	155.5	6.6%	0.0	0.0%
Public/Semi-public acres	289.5	12.3%	292.4	12.4%	2.8	1.0%
Utilities	8.1	0.3%	8.1	0.3%	0.0	0.0%
Undeveloped acres	1,098.4	46.7%	1,094.5	46.5%	(3.9)	-0.4%
Water	0	0.0%	0	0.0%	0.0	0.0%
Road/Rail ROW	208.9	8.9%	208.9	8.9%	0.0	0.0%
Unclassified acres	102.5	4.4%	89.2	3.8%	(13.2)	-12.9%

(See note on Table 6)

**TABLE 11: EXISTING LAND USE – TOWN OF HENNING (2008-2009)**

<b>HENNING</b>	<b>2008</b>		<b>2009</b>		<b>Change 2008 to 2009</b>	
	<b>Acres</b>	<b>% Total</b>	<b>Acres</b>	<b>% Total</b>	<b>Absolute</b>	<b>Percent</b>
Total municipal acreage	1,708		1,708		0.0	0.0%
Residential acres	379.5	22.2%	378.6	22.2%	(0.9)	-0.2%
Commercial acres	39.6	2.3%	39.1	2.3%	(0.6)	-1.4%
Industrial acres	48.4	2.8%	48.4	2.8%	0.0	0.0%
Public/Semi-public acres	33.4	2.0%	34.2	2.0%	0.8	2.3%
Utilities	0.1	0.0%	0.1	0.0%	0.0	0.0%
Undeveloped acres	1,063.2	62.2%	1,063.9	62.3%	0.7	0.1%
Water	0	0.0%	0	0.0%	0.0	0.0%
Road/Rail ROW	138.0	8.1%	138.0	8.1%	0.0	0.0%
Unclassified acres	6.2	0.4%	6.2	0.4%	0.0	0.0%

(See note on Table 6)

**Ripley**

Within the corporate limits the town's land use lays a typical mix of residential, commercial, industrial and public uses. The 2010-2030 Plan for Land Use and Transportation will be to provide a variety of land uses to accommodate the development demands are presented. Table 12 (below) details the land use proportions in 2008 and 2009 and the one year change in this land use mix.

**TABLE 12: EXISTING LAND USE – CITY OF RIPLEY (2008-2009)**

RIPLEY	2008		2009		Change 2008 to 2009	
	Acres	% Total	Acres	% Total	Absolute	Percent
<b>Total municipal acreage</b>	8,237		8,237			
<b>Residential acres</b>	1,515.6	18.4%	1,504.0	18.3%	(11.6)	-0.8%
<b>Commercial acres</b>	435.1	5.3%	436.6	5.3%	1.5	0.4%
<b>Industrial acres</b>	294.4	3.6%	296.2	3.6%	1.8	0.6%
<b>Public/Semi-public acres</b>	1,182.8	14.4%	1,183.9	14.4%	1.0	0.1%
<b>Utilities</b>	9.1	0.1%	9.1	0.1%	0	0.0%
<b>Undeveloped acres</b>	3,917.0	47.6%	3,921.6	47.6%	4.6	0.1%
<b>Water</b>	0	0.0%	0	0.0%	0	0.0%
<b>Road/Rail ROW</b>	769.1	9.3%	769.1	9.3%	(0.0)	0.0%
<b>Unclassified acres</b>	114.2	1.4%	116.8	1.4%	2.6	2.3%

(See note on Table 6)

**SUMMARY OF EXISTING LAND USE FINDINGS**

Although predominantly an agricultural county, the greatest use of developed land in Lauderdale County has and will continue to be residential use. Future land use in the County, assuming a slow population decline will not substantially alter the established pattern of land uses. Furthermore, areas of developed land use, because of their relatively small area as compared to the vast areas of open space, should only moderately restrict or confine future land use. The location of current land uses in the County, to a certain degree, have been effected by natural factors, as should be the case, such as rugged topography, poor soils, and flood hazard areas. However, large areas of the County continue to be suitable for most types of land use development. Other factors that have affected and will continue to affect land uses are the proximity to public infrastructure and county highways and roads.

**TRANSPORTATION ANALYSIS**

A county's transportation system is a vital service function which is essential to growth and development. The transportation system forms the framework upon which the county is built and expands. The transportation system should be a reflection of the overall goals of the county and its municipalities which are preservation of the natural environment, economic activity and general community development.

**CLASSIFICATION OF THOROUGHFARES**

The numerous thoroughfares traversing Lauderdale County vary in their design, purpose, and utilization. They range from providing access to residential areas, to providing uninterrupted movement of high speed traffic. A general classification system of roads and streets for the county has been established to clarify usage and denote function served for counties and municipalities. Included in this document is a current copy of the Lauderdale County Major

Road Plan, which provides visual representation of how the various thoroughfares connect areas within the county, as well as how the county is connected to adjoining counties.

## **INTERSTATES**

Interstates are access controlled, federal highways connecting major population centers devoted to serving high traffic volumes and long speed trips. There are no interstate highways in Lauderdale County. Interstate 69, a proposed federal highway, will transverse Lauderdale from north to south. This approved federal project will be managed by the Tennessee Department of Transportation (TDOT). TDOT reports that the project is currently in the engineering phase with Right-of-Way acquisition to begin soon.

## **RURAL PRINCIPAL ARTERIAL**

Major arterials are usually U.S. Highways which traverse state lines, or are primary highways of the state highway system which run across county lines. They link population centers but often lack controlled access and traffic flow separation. Their main purpose is to move large volumes of traffic with minimum delay and inconvenience to motorists. There is only one rural principal arterial in Lauderdale County. Hwy 51 connects the cities of Henning, Ripley, Gates and Halls, as well as, connects Lauderdale County to Tipton and Dyer Counties.

## **RURAL MINOR ARTERIALS**

These are often secondary highways within the state highway system. In general, they carry much less traffic than major arterials and connect smaller population centers, often crossing county lines. In many cases, they provide access to industrial, commercial, and residential developments. The road identified as a rural minor arterial in Lauderdale County is Hwy. 19. This road serves to connect Ripley and Brownsville in Haywood County.

## **RURAL MAJOR COLLECTORS**

This classification of roads includes those roads that connect higher classes of roads and distribute traffic into minor collectors and local roads. Major collectors are generally those county roads with a higher volume of traffic and better road condition which are either tar and chipped or paved. Major collectors in Lauderdale County are Hwy 19 (west of Ripley) old Hwy 51 between Ripley, Gates and Halls, Hwy 87, Hwy 88, and Gates Road.

## **RURAL MINOR COLLECTORS**

Minor collector roads are similar in function to major collectors in that they connect higher classes of roads and distribute traffic into other minor collectors and local roads. However, in contrast to major collectors, minor collectors have less traffic volume and, in many cases, are poorer quality roads. Minor collectors in Lauderdale County include: Arp Central Road, Asbury Glimp Road, Central Curve Road, Conner Whitefield Road, Curve Woodville Road, Curve Nakipoo Road, Double Bridge Road, Durham Road, Edith Dry Hill Road, Edith Nakipoo Road, Espy Park Road, Grammer Road, Lightfoot-Lawrence Road, Lockett Road, State Route 208, Sunk Lake Road, Tom Martin Road and Twin River Road. These roads serve to connect the municipalities within Lauderdale County.

## **LOCAL ROADS**

This classification includes those roads whose primary function is to provide access to residential areas and land subdivisions. They carry low traffic volumes and generate traffic for short distances at low speeds. Access to abutting property is the primary function for these types of roads. These roads connect the rural parts of the county to the municipalities.

## **TRAFFIC VOLUMES**

An analysis of traffic volumes is the primary method in determining what highways and roads in a county are the most heavily utilized and where there is need for future improvements to the road system. This analysis is based on a simple comparison of 2000 and 2008 Average Daily Traffic (ADT) counts, compiled by the Tennessee Department of Transportation.

According to TDOT's website (<http://www.tdot.state.tn.us/TrafficHistory/>) the ADT figures for US Highway 51 has decreased by nearly 9.5%. Traffic counts are taken at several locations along State highways in Lauderdale County and this decrease seems indicative of other state routes. The largest decrease in traffic counts appears to be on Hwy 87 west of Henning. This stretch of highway experienced as 27% decrease in traffic volume between 2000 and 2008. Several factors may contribute to this decline. The scope of this report does not entail determining the reasons for this decrease but it is speculated that the downturn in the overall economy plays a substantial role.

## **ROAD CONDITIONS**

Overall, the quality of roads in Lauderdale County is comparable with those in other counties of the region. State highways are maintained by the Tennessee Department of Transportation while county roads are maintained by the Lauderdale County Highway Department. The state highways in the Lauderdale County are in generally good condition, these have paved asphalt surfaces. The 500+ mile network of County maintained roads are evaluated, monitored and maintained on a predetermined schedule and on an "as needed" basis.

In the first six months of 2010, only one traffic fatality was reported in Lauderdale. Traffic regulation enforcement and road maintenance are two principal factors contributing to this low number.

## **TRAFFIC VOLUME GENERATORS/ IMPEDIMENTS**

The major traffic generators and impediments to the traffic flow in Lauderdale County are the industrial and institutional areas. Traffic congestion on these highways in the municipalities is greatest during the early morning and late afternoon periods because it closely coincides with the area's general commuting pattern to and from major employment centers. Outside the municipalities, the only other traffic generators and impediments in the County are concentrated in institutional areas, such as schools. However, they are sporadic and of short duration. The more notable impediments to higher speed traffic in the rural areas of the County are road conditions, the narrowness of a road, poor or no road shoulders, and the winding nature of some roads.

## **SUMMARY OF TRANSPORTATION FINDINGS**

Although, at this time, there are no interstates in Lauderdale County, its present road system is adequate for meeting the current and future demands of the local population. Most of the highways and roads in the County are in fair to good condition. The impediments to the road system, such as lowland flood areas or rugged slope, are relatively slight and found only in certain areas. Traffic in the County generally flows smoothly, with the only major traffic generators and impediments being at the County's largest municipalities.

It is the quality of the roads in Lauderdale County, as well as the multiple access routes to more urbanized counties and municipalities that has allowed some areas of the county to develop as bedroom communities.

## **CHAPTER 6**

### **THE DEVELOPMENT PLAN**

#### **INTRODUCTION**

A primary concern for most progressive counties is whether they will be able to guide and provide for their future growth and development. The Lauderdale County Land Use and Transportation Plan, through the development plan presented in this chapter, will establish how the County can best accommodate spatial growth during the twenty-year planning period. The Development Plan should serve as a general guide for Lauderdale County and its growth areas. The Plan is derived from an analysis of past events affecting development, government structure, natural factors, socio-economic factors, past and current land use, and the existing transportation system. It is also directly based on several major assumptions, factors, issues, and trends. Included in this document is a copy of the Lauderdale County Future Land Use Map, which was created by the Lauderdale County Planning Commission. The Future Land Use Map which was created based on the patterns of past development, as well as assumptions about the patterns of future development, depicts continued commercial growth along the U.S Highway 51 corridor as well as the perceived development along the I-69 corridor.

The Development Plan requires the establishment of development goals reflective of the level of growth desired. Objectives based on the development goals and policies to achieve these objectives are presented in this chapter. These goals, objectives, and policies represent detailed guidelines for future development decisions

#### **MAJOR ASSUMPTIONS, FACTORS, ISSUES AND TRENDS**

The major assumptions, findings, and trends identified in the preparation of this planning document, are presented below. They represent the finding of the previous chapters, and are the forces which frame the goals, objectives, and policies of this plan. The major assumptions, factors, issues, trends identified in this plan that will directly affect the future land use and transportation of Lauderdale County, are as follows:

1. The county government will continue to support economic and community development, as well as to promote a strong planning program.
2. The Lauderdale County Regional Planning Commission through the use of the Lauderdale County Zoning Resolution and the Lauderdale County Subdivision Regulations allow the County to have control over the development in its unincorporated areas.
3. Natural factors, primarily topographic constraints, poor soils, and floodable areas, will to some extent limit areas for development in the County.
4. Population growth is projected to slowly decline for the County during the planning period.

5. Retail businesses, public and private services, and manufacturing enterprises are projected to be the primary source of employment for the County during the planning period.
6. There are some concentrations of dilapidated or deteriorated housing in the County, especially mobile homes.
7. The County has sufficient land available to accommodate large-scale industrial development.
8. The elderly sector of the County's population is expected to increase as a significant percentage of the total population as reflected in the national trend for baby-boomers.
9. The number of County residents with incomes below the poverty level will continue to slightly exceed the national average.
10. The municipalities are projected to continue being the County's primary providers of locations for large-scale commercial and industrial development.
11. Highway 51 will continue to serve as the major transportation route within the county.
12. Interstate 69 will replace Hwy 51 as the principal thoroughfare in Lauderdale County.
13. The County has an adequate supply of vacant developable land to satisfy future land use needs.
14. The primary transportation problems in the County are winding roads, poor or non-existent shoulders, and poor road surfaces.

## **DEVELOPMENT GOALS**

To adequately plan and allocate for its future land use, it is necessary that a community establish general developmental goals. In the context of a future land use plan, a goal is a general statement reflecting the objectives in the areas of land development, transportation, and service delivery the community wants to achieve. The overall result of the goals, objectives, and policies for Lauderdale County is to provide a quality living and working environment for the residents of the County and its growth and development policies for planned growth areas in specific and the overall county in general.

The following goals are general statements that Lauderdale County believes to be the desires of the citizens regarding the future development of Lauderdale County.

1. To preserve, protect and enhance the quality of life in Lauderdale County while encouraging a more harmonious and higher standard of development.
2. To provide for adequate housing to meet the needs of all residents while ensuring that all residential developments provide pleasant and harmonious living environments, are served by adequate vehicular systems, are served by adequate infrastructure, and are properly related to other County land uses.
3. To provide for an adequate supply of goods and commercial services with varied sites suitable for a variety of outlets.



4. To retain and expand the industrial development base to provide for the essential employment needs of Lauderdale County.
5. To promote and support those activities, which are, designed to maintain incorporated areas (municipalities) as the public service center for Lauderdale County.
6. To provide adequate and efficient public facilities and services, and to provide a diversity of cultural and recreational opportunities.
7. To provide an efficient and effective transportation system with appropriate linkages and capacities.
8. To protect vacant land which has natural restrictions or which may be regarded as an adverse impact to existing environmental or land use concerns.
9. To encourage the commercial and residential development of vacant land which has less natural restrictions and which has the necessary infrastructure.

## **OBJECTIVES AND DEVELOPMENT POLICIES**

Both objectives and policies are utilized to achieve the goals established in this plan. Objectives are more specific, measurable statements of the desired goals. Policies represent rules or courses of action that indicate how the goals and objectives of the plan will be realized.

The objectives and policies contained in this document represent the official public policy guidelines concerning land use and transportation matters for decision-making by the City of Henderson. The policies are presented as guidelines to be followed by developers, builders, neighborhood groups, civic organizations, and other private and public interests engaged in and concerned about growth and development in the community. The policies are also presented so that interested individuals and groups can better anticipate the City's decisions on future matters.

In the following section general growth management objectives and policies are presented. Objectives and policies follow this section for each of the specific land use categories.

## **GENERAL DEVELOPMENT AND GROWTH MANAGEMENT**

Growth has always been viewed as an inherent component of urban settlements. Most local governments understand that growth is necessary for long-term viability and most encourage growth to varying extents. However; in more and more communities, the costs and benefits of continued growth have emerged as public issues. There is often hesitation over accommodating further development with its consequences of greater numbers of residents and higher densities, economic expansion, rapid consumption of land, and alteration of the natural environment.

Lauderdale County fully anticipates growth and understands its importance as a part of those forces, which beneficially affect the community's quality of life. At the other end of the spectrum, the policy of growth at any cost has long-term detrimental impacts and is not supported by the County. The approach taken by Lauderdale County will be that of managed

growth. To guide general growth and development the following objectives and policies are adopted.

**A. Objective - Assure the protection and integrity of the natural environment by implementing measures to minimize the adverse impacts of development to soils, slopes, vegetation, wetlands and other natural features.**

Policies

1. Ensure that areas less suitable for development, due to natural factors, are developed only when appropriate remedial measures are taken.
2. Decisions on development proposals shall be based on an analysis of soils, slope, and location relative to flood prone areas.
3. Where the condition of the land is in doubt, and it appears that an unsuitable condition might exist, the potential developer shall have the responsibility for undertaking the necessary studies to prove the feasibility of the land to support the proposed development.
4. When required development proposals will be assessed for the appropriateness of engineering design and the installation of all-necessary drainage facilities and appurtenances.
5. In each drainage basin, the effect of future development on drainage and flooding should assist in formulating land use decisions within that basin.
6. The Planning Commission shall ensure that the pre-development run-off discharge rate of any site is not increased as a result of development. Proposed future developments should not increase flooding potential, substantially alter drainage patterns, or degrade natural water quality.
7. Areas located in a designated floodplain and/or the floodway should be developed only in conformance with the National Flood Insurance Program.
8. Major natural drainage ways, which are a part of the natural system of dispersing normal flood run-off in any drainage basin, should only be altered in accordance with the provisions of the County and/or municipality and appropriate state and federal regulations.
9. Restricting the use of septic tanks to appropriate soil types and land formations shall protect ground water.
10. Development proposals involving soil disturbance shall be in conformance with appropriate sediment and erosion control measures.
11. Areas of excessive slope should be conserved as open space if development would cause soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

12. Mature vegetation, particularly trees, should be protected and replanting should be required where existing vegetation is removed or disturbed during construction.
13. Vegetation should be used as an alternative to man-made devices for buffering, insulation, and erosion control and water quality protection, whenever practical.
14. The County should develop appropriate criteria or measures to ensure the protection of environmentally sensitive and other valuable areas.

**B. Objective - Coordination of the demand for public services with the County's capacity to supply them.**

Policies

1. All new development, whether public or private, shall have appropriate infrastructure, which shall be properly installed at the expense of the developer.
2. Services provided by the County should be used as a tool to direct or discourage development in specific directions.
3. Availability and capacity of existing services, roads, and utilities should be used as criteria in determining the location of higher intensity uses in the County and in decisions concerning rezoning petitions.
4. To aid developers in determining those areas most conducive to development, status reports on the infrastructure system should be routinely updated.
5. Developments with requirements beyond existing levels of police and fire protection, parks and recreation, and utilities shall only be allowed to develop when such services can be adequately provided and maintained.

**C. Objective - Preservation of the County's fiscal stability.**

Policies

1. The County should participate in the establishment of a permanent source of funds to provide financing for economic development.
2. The County should encourage the preservation of the tax base through the practice of sound land use decisions.

**D. Objective - Protection and enhancement of present and future livability.**

Policies

1. The County should establish livability standards or criteria for assessing the impacts of development projects on the continued livability of the community. For growth management these standards or criteria should assess:
  - a. Environmental impacts such as water quality degradation, destruction of wetlands, etc;

- b. Social impacts such as public safety, availability of community services, etc;
  - c. Economical and fiscal impacts such as budget constraints, job creation or loss, etc; and,
  - d. Impacts to public services and facilities, and transportation, such as water production and treatment capacity, Average Daily Traffic (ADT) counts on major roads.
- 2. Land use and site planning design criteria should be utilized to promote pleasant, functional and understandable relationships between land uses.
- 3. Planning for community facilities and services should be based on the principal of maintaining or increasing the current levels of service provision.
- 4. Community development should concentrate on ways to encourage young people to remain in Lauderdale County to live and work.

## **RESIDENTIAL**

To ensure the most appropriate development of existing and future residential areas in Lauderdale County and its projected growth area, the following developmental objectives and policies are adopted:

**Objective - Provide for a variety of housing types and densities for a wide range of family incomes, sizes and life-styles.**

### Policies

- 1. The County should promote the new residential developments in environmentally safe and pleasing areas.
- 2. The County should allow housing types ranging from single-family structures to farms, ranches, equestrian areas, and mobile homes properly located on single lots or in mobile home parks.
- 3. Land use controls should be used to foster a variety of housing types compatible with the natural landscape.
- 4. The County should encourage and concentrate higher density housing development in the areas zoned fringed residential, which surrounds many of the incorporated areas in Lauderdale County. These developments should be located along major traffic corridors with access to municipal retail business, cultural activities, schools and parks.
- 5. The County should encourage low-density housing along corridors with limited utility capacity. These developments should be buffered, from excessive noise, traffic, and conflicting development.

6. The County should ensure that the existing housing stock continues to be maintained and that new residential construction is developed to appropriate standards and guidelines.
7. The County should encourage the rehabilitation of existing residences, which can be purchased by low and moderate-income residents.
8. New clustered residential development should be designed to encourage the neighborhood concept and should be situated to be easily accessible to collector or arterial status streets.

## COMMERCIAL

Lauderdale County like most counties is primarily agricultural in its land use followed by residential land uses. Generally the County does not have the adequate infrastructure to allow for either commercial or industrial activities that require strong water pressure and/or sewer. However, the County has established two commercial classifications for land uses. Those two classifications are (1) Rural Commercial (RC) and (2) General Commercial (GC). Rural Commercial zoning provides residents in rural areas certain merchandising and other services within the County. General Commercial establishes areas in which the land is generally designated for general and highway commercial activities along the major thoroughfares and interstate system in Lauderdale County.

The vital commercial areas of the community should be protected and enhanced to help ensure their continued development in a planned environment, which will strengthen the economy of the entire county. To guide the continuation and expansion of these essential commercial activities, the following objectives and policies are adopted:

**A. Objective - Take appropriate measures to ensure, expand, and create commercial areas that may serve the citizenry of the County, while balancing the rural agriculture nature of the County.**

### Policies

1. Future commercial developments and redevelopments shall be in compliance with Lauderdale County's adopted *Goal, Objectives and Policies* for all commercial growth and development.
2. In conjunction with the Chamber of Commerce and Department of Economic and Community Development, the County should recruit and retain business and service outlets that fulfill local market demands.
3. The County should encourage and support the expansion of existing commercial areas and those that will result in the consolidation of commercial activities at central locations.
4. The County should promote the Planned Growth Areas (PGA) as the commercial / private services focal points of the community.

5. The County should limit commercial services in the region to low intensity uses and low traffic generators.
6. The County should encourage the adaptive reuse of existing structures in the region.

**B. Objective - Ensure that all new commercial development meets appropriate standards and guidelines.**

Policies

1. All commercial developments shall be designed in compliance with appropriate site development standards.
2. Commercial development shall be approved in only those areas where infrastructure is available and adequate to support such development.
3. Commercial development should be designed so as to minimize negative impacts to the existing transportation system.
4. Commercial uses which are high intensity traffic generators shall be located on major collector or arterial status roads.
5. All new General Commercial (GC) developments on U.S. Highway 51 shall be located on frontage or access roads with controlled ingress and egress points.
7. Commercial developments should be designed so as to minimize negative impacts to residential developments and to enhance the aesthetics of such developments.
8. To the extent feasible, landscaping or other screening shall be provided between commercial and residential land uses.
9. Rural Commercial (RC) districts should be provided to make convenience goods and services available to residential neighborhoods.

**INDUSTRIAL**

To guide the continuation and expansion of these essential industrial activities, the following objectives and policies are adopted:

**A. Objective - Retain the existing industrial base, provide areas for light industrial development and continue, with the support of the local municipalities to attract large scale and heavy industrial development in designated industrial zones.**

Policies

1. The Legislative Body should support improvements in the local economy by providing new industrial site locations and maintaining and improving existing industrial site locations.

2. Existing industrial areas should be provided adequate service and be expanded as needed, new industrial parks and sites should be planned and developed and adequate public services should be provided to private industrial parks.
4. The County and the Planning Commission should support appropriate road and traffic improvements at locations suitable for the expansion of existing industrial areas and for the development of new industrial areas.
5. Public officials should cooperate with, and actively support, the Lauderdale County Industrial Board and the Chamber of Commerce in their efforts to attract industrial prospects and to retain and promote the expansion of existing industries.
6. Based on locally developed criteria, industrial land uses known or suspected of having harmful impacts on the health, safety, and welfare of people, and those activities and uses which would degrade, retard, or otherwise harm the natural environment, or the economic potential of the community, shall be discouraged from locating in the County.

**B. Objective - Provide appropriate standards and guidelines for new industrial development and for expansion of existing industrial uses.**

Policies

1. All industrial developments shall be designed in compliance with appropriate site development standards.
2. Industrial uses may locate in flood hazard areas provided that such uses shall comply with National Flood Insurance Program requirements.
3. Industrial uses should locate near transportation facilities that offer the access required by the industry. Such uses should not be allowed to create demands which exceed the capacity of the existing and future transportation network.
4. To the extent feasible, landscaping or other screening shall be provided to reduce the conflict and soften the impact between industrial uses and other land uses.

**UTILITIES**

Land development without the extension of adequate utilities is costly to the general public. In order to achieve proper development and facilitate saving public funds, it is extremely important to coordinate the extension of utilities with the community's development plan. Therefore, the following objectives and policies should be adopted by all agencies responsible for the operation or extension of public utilities:

**A. Objective - Provide adequate and efficient public utility facilities.**

Policies

1. All new development, whether public or private, should have adequate utilities which shall be properly installed at the expense of the developer.

2. The County should ensure that public water, gas, and electricity are adequate to meet current and future needs.
3. The health of residents shall be protected through the production of State approved potable water and the safe and efficient collection and treatment of wastewater.

**B. Objective - Provide appropriate standards and guidelines for utility facility improvements and extensions.**

Policies

1. Water lines of adequate size and location shall be required in all new developments and redevelopments.
2. Storm water drainage systems, where appropriate, shall be required in all new developments and redevelopments, in accordance with State guidelines when feasible.
3. The use of underground electrical utilities should be encouraged wherever feasible.
5. The location of utility structures for storage of equipment, pumps or similar materials should be adequately buffered and landscaped so as not to detract from the surrounding area.
6. The water distribution system should be periodically evaluated to ensure that water lines are of adequate size to provide adequate pressure for fire fighting, and that a suitable number of fire hydrants are present in all developed areas.
7. The County should require appropriate maintenance and repair of any privately controlled drainage facilities or appurtenances which tie into any portion of the public or other existing natural drainage systems.

**VACANT LAND AND OPEN SPACE**

To guide the future development of the vacant lands in the Lauderdale County and its projected growth area, the following objectives and policies are adopted:

- A. Objective - Ensure that adequate open space is provided in the municipality to enhance its aesthetic quality.

Policies

1. Appropriately located public open spaces and general recreational uses should be provided to serve the local residents as well as visitors. These areas should be readily available and designed to serve all age groups.
2. The County should ensure that adequate amounts of open space areas are available for farming and ranching activities.
3. Places of rare natural beauty and areas of historic interest should be preserved and maintained.



4. All publicly-owned land should be examined for its potential open space or recreational use before being sold or disposed of by the County.

**B. Objective - Ensure that appropriate standards and guidelines are followed for development of vacant land and for the provision of open space.**

Policies

1. Public support and approval of development proposals that result in the conversion of prime farmlands should be reserved for those developments consistent with this plan.
2. Certain areas should be conserved as open space, when possible, if development would cause significant soil and/or water degradation, or where the terrain possesses special scenic or recreational value.
3. Vegetation should be used as an alternative to man-made devices for buffering, insulation, and erosion control and water quality protection.
4. Filling and excavation in floodplains shall only be allowed when consistent with National Flood Insurance Program regulations and allowed only after careful review of appropriate alternatives.
5. Mature vegetation, especially along stream banks should be protected from indiscriminate removal in order to enhance the aesthetic value of the landscape as well as to control erosion.
6. Consistent with National Flood Insurance Program regulations, the County shall discourage any residential development in areas which have been officially designated as floodways.
7. Within officially designated floodways, the County should encourage light recreational and open space uses such as greenbelts.

**TRANSPORTATION**

The future transportation system in Lauderdale County and its projected growth areas will be affected by a number of factors. These factors include the existing street pattern, major impediments to traffic, location of major traffic generators, parking needs, growth trends, construction of new thoroughfares, and the location preferences of new development. Although the County cannot control all the factors which will influence its future transportation system, it can provide some direction. The following objectives and policies are presented as a guide to achieving an adequate and efficient future transportation system:

**A. Objective - Provide a transportation system that will adequately meet the future needs for growth and development.**

Policies

1. All new development, whether public or private, should have an adequate transportation system which shall be properly installed at the expense of the developer.

2. All new major streets should be located in a manner that will minimize disruption to neighborhoods, open space-recreational areas or commercial areas.
3. All segments of the transportation system should be designed and located to meet future as well as present demands.
4. Wherever possible, off-street parking shall be required for existing land uses. All new land uses shall be required to provide off-street parking facilities.
5. On-street parking for existing uses shall be permitted only where adequate street widths are available and where such parking will not reduce the current level of service of the street.
6. Older streets in the County should be upgraded or improved through a road improvements program.

**B. Objective - Provide appropriate standards and guidelines for the construction of new street and other transportation facilities.**

Policies

1. Streets should be related to the topography and designed to minimize the points of traffic conflict and turning movements.
2. All new streets and other public ways shall be designed to incorporate storm water drainage systems, which are adequate in size to handle runoff from anticipated developments.
3. All streets and other public ways shall be designed so as to provide the least interference with natural drainage ways.
4. All new streets and other public ways shall be designed and located in a manner, which offers the maximum protection from flood and erosion damage.
5. Future roadways should be designed to incorporate appropriate landscaping to heighten the aesthetic and functional appeal both to motorist and surrounding residents.
6. Street signage and other safety features shall be required at the time of development.

**FUTURE LAND USE**

The dominate land use in Lauderdale County, as with most other rural counties is classified as 'undeveloped.' This coupled with Public/Semi-Public land use constitutes nearly 80% of the total landmass (316,795 acres). The majority of this land (217, 129 ac.) is principally used for forestry and agriculture with over 57,000 acres in the public/semi-public category.

**TABLE 13: LAUDERDALE COUNTY'S PROPOSED FUTURE LAND USE**

	Existing Land Use		Proposed Land Use			
	Acres	Percent	Acres	Percent	Numerical Change	Percent Change
<b>Total acreage</b>	<b>316,795</b>		<b>316,795</b>			~NA~
Residential	14,147	4.8%	18,209	5.8%	4,062	+21%
Commercial	737	0.2%	800	0.3%	63	50%
Industrial	599	0.2%	1,247	0.4%	648	108.2%
Public or Semi-public	58,895	18.6%	58,895	18.6%	0	0.0%
Utilities	42	0.0%	42	0.0%	0	0.0%
Undeveloped	223,643	70.6%	220,480	69.6%	-3,163	-1.4%
Water	12,480	3.9%	12,480	3.9%	0	0.0%
Road/Rail ROW*	4,642	1.5%	4,642	1.5%	0	0.0%
Unclassified	1,610	0.5%	0	0.0%	-1610	-100%

(\* Does not include I-69 estimate since ROW has not been determined.)

Developed land uses include residential, commercial, industrial, utilities and road/rail right-of-ways. The dominant residential use consists of conventional single family homes. Mobile Homes and Multi-family structures round out the residential uses.

Approximately 150 acres of land is classified as commercial. This is not to say that this acreage constitutes the total amount of land capable of generating sales taxes. Many businesses are located on residential property as a home based business. Commercial concentrations in Lauderdale County cluster on and near Hwy 51.

The County has nearly 600 acres of industrial land. Most of this land is located within the four municipalities and some of these structures are vacant. The only sizeable industrial property in the unincorporated area is the County's landfill (130 acres).

The map on the following page illustrates the County's Future Land Use.

## **LAUDERDALE COUNTY MUNICIPALITIES**

### **Gates**

The Town of Gates' Planning Commission has met and determined that the developable land within their Urban Growth Boundary will be proposed as FAR (Forestry, Agriculture and Residential) or FR (Fringe Residential).

Within the corporate limits the town's land use lays a typical mix of residential, commercial, industrial and public uses. The 2010-2030 Plan for Land Use and Transportation will be to provide a variety of land uses to accommodate the development demands are presented. Table 4 (next page) details the land use proportions in 2008 and 2009 and the one year change in this land use mix.



No major deviations are expected to take place within the next twenty years. With 46.7% of the current city acreage undeveloped (Table 4), the town will have ample opportunities for infill and new development.

### **Halls**

The Town of Halls' Planning Commission is developing their own Future Land Use and Transportation for their, soon to be established, planning region. This future land use is projected in this plan calling for FR (Fringe Residential) in the northeast section of town and western areas to Hwy 51 extending to Proposed I-69 and along Hwy 51 extending to Dyer County. General Commercial is planned at the intersection of Proposed I-69 and Hwy 88. The remaining area is proposed as FAR (Forestry, Agriculture and Residential).

### **Henning**

The Henning's Planning Commission has met and determined that the developable land within their Urban Growth Boundary will be planned for as FAR (Forestry, Agriculture and Residential) or FR (Fringe Residential). General Commercial is planned for the intersections of Proposed I-69 and Hwy 51 and Proposed I-69 and Hwy 87. In addition, there is a desire to plan on General Commercial property leading into the town along old Hwy 51.

No major deviations are expected to take place within the next twenty years. With 66.2% of the current city acreage undeveloped (Table 5), the town will have ample opportunities for infill and new development.

### **Ripley**

The Planning Commission has met and determined that the developable land within their Urban Growth Boundary will be principally planned for as FR (Fringe Residential). General Commercial is planned for the intersections of Proposed I-69 and Hwy 51 and Proposed I-69 and Hwy 19. In addition, there is a desire to plan on General Commercial property leading into the town along old Hwy 51.

No major deviations are expected to take place within the next twenty years. With 47.6% of the current city acreage undeveloped (Table 6), the town will have ample opportunities for infill and new development.



## **CHAPTER 7**

### **PLAN IMPLEMENTATION**

#### **INTRODUCTION**

In order for this plan to be effective, it is important that certain enforcement measures be undertaken to assure its implementation. Several methods for implementation of the objectives and policies developed in this plan are reviewed in this chapter. Some of the methods for implementation are already being utilized by Lauderdale County. The planning commission and the county legislative body may, however, need to examine the effectiveness of the current practices or regulations in achieving the stated objectives and policies. Where the identified methods are currently not sufficient, the County should consider taking the appropriate steps to make the necessary changes.

#### **METHODS FOR IMPLEMENTATION**

There have been six methods of plan implementation identified for Lauderdale County to utilize in the execution of this plan. Each of these methods is reviewed in this section.

#### **PLANNING COMMISSION PROJECT REVIEW**

Under Tennessee Code Annotated Section 13-3-104, it is the duty of the regional planning commission, such as Lauderdale County has, to promote regional cooperation with the municipalities in the County and their planning commissions. This involves coordination of plans for the purpose of promoting adjusted development in the region. A regional planning commission may also advise the county and municipal legislative bodies on public improvements programs, and the financing of such programs.

Lauderdale County currently has an active Planning Commission, with Zoning and Subdivision Regulations in place. Lauderdale County also has a contract with the Local Planning Assistance Office, a division of the Tennessee Department of Economic and Community Development, to aid in this area.

#### **ZONING**

Zoning is a legal mechanism that can assist Lauderdale County in implementing the guidelines and policies cited within this Land Use and Transportation Policy Plan. A zoning resolution is designed to regulate the type and intensity of land uses within a county. It divides a county into specific districts corresponding to the intended use of the land as guided by the policies of the Land Use and Transportation Plan. For each district, zoning regulates development characteristics such as the location, height, bulk, and size of buildings and other structures, the percentage of the lot that may be occupied, the minimum size of yards and other open spaces, and the density of population. Zoning can assure the proper location of residential, commercial, industrial, and semi-public uses. It can protect street rights-of-way so that future widening is feasible. It can also prohibit overcrowding of building lots. In addition, zoning can help stabilize property values and can help prevent deterioration of residential areas.





Zoning regulations should reflect the actual goals of Lauderdale County as listed in this Land Use and Transportation Policy Plan, and should be changed whenever necessary in order to accomplish these identified goals. Lauderdale County adopted zoning in January 2005, and adopted a new flood plain zoning resolution in September 2009.

### **SUBDIVISION REGULATIONS**

Subdivision regulations are another legal mechanism that is typically utilized on the local level of government to carry out the recommendations of the Land Use and Transportation Policy Plan. Like zoning, these regulations control private development. They are served as guidelines for the conversion of raw land into building sites. Subdivision regulations provide the guide by which the planning commission can review all proposed plats of land subdivision in an equitable manner. These controls are necessary if sound, economical development is to be achieved. Through the enforcement of these regulations, the design and quality of subdivisions will be maintained, resulting in better living conditions and greater stability of property valued for the individual property owner. Such controls over land subdivision ensure the installation of adequate utilities that may be economically serviced and maintained. These controls are also used in providing a coordinated road network for the County, and to ensure that sufficient open space for recreation and other public services is provided. Subdivision regulations should reflect the actual goals of Lauderdale County as listed in this Land Use and Transportation Policy Plan, and should be changed whenever necessary in order to accomplish these identified goals. Subdivision regulations were first adopted by the Lauderdale County Regional Planning Commission in August 2002. These regulations are considered up-to-date.

### **CODES ENFORCEMENT**

There are various types of codes that counties can adopt to ensure that construction standards are sufficient to protect the health and safety of occupants. The Standard Housing Abatement code is designed to ensure that existing dwellings are safe, sanitary, and fit for human habitation. Other codes such as building, plumbing, electrical, gas, mechanical, and fire codes provide minimum standards for the construction of new buildings and facilities, and alteration of existing structures and facilities. These codes are uniform in character, and applicable to the county as a whole. A system of codes functions only if accompanied by the inspection system. Code enforcement ensures the adequacy of new, residential, commercial, and semi-public structures, while also detecting and preventing the deterioration of existing facilities through periodic inspection. By preventing or reducing blight, property values become for stable, and tax bases are protected. At the present time, Lauderdale County does not have county-wide building codes. The Town of Alamo however does have building codes.

### **PUBLIC IMPROVEMENTS PROGRAM AND CAPITAL BUDGET**

A public improvements program and capital budget provide the means through which the local government can effectively undertake a properly planned and programmed approach toward utilizing its financial resources, in the most efficient way possible to meet the service and facility needs of the County. The public improvements program identifies recommendations for capital improvements, estimates their cost, and identifies possible financing alternatives. The capital budget is a method of developing scheduling specific means of financing the projects

identified the public improvements program. At the present, Lauderdale County does not have a public improvements program and capital budget. However, the County should consider adopting a program and budget in the near future.

### **CITIZEN PARTICIPATION**

Citizen participation is an important factor in determining the success of a land use plan. An informed citizenry, that is willing to work to achieve their goals, objectives, and policies set forth in this Plan, can be a tremendous asset. Citizens can offer support for programs and policies designed to achieve community goals. Successful citizen participation can be achieved through a public education program designed to inform the county residents of the various purposes and reasons for the actions of both the planning commission and the county legislative body. Special efforts should be taken to obtain input from the general public through organizational public meetings, public hearings, and surveys. News articles should also be utilized to educate the public regarding the work activities of the planning commission.

### **LOCAL LEADERSHIP**

The Lauderdale County legislative body bears most of the responsibility for implementation of this Land Use and Transportation Policy Plan. As the county decision makers, they have the authority to adopt appropriate implementation strategies that will fulfill the goals, objectives, and policies developed in this Plan. It is important that the legislative body maintain a close working relationship with the planning commission, so that the planning process is properly coordinated.

### **IMPLEMENTATION SCHEDULE**

The Lauderdale County Land Use and Transportation Policy Plan is an advisory document intended to serve as a guide for the development of the County over the next two decades. Modifications and amendments to the implementation tools listed above will be necessary, if the goals, objectives, and policies of the Plan are to be achieved. Many of the goals, policies, and objectives for the existing programming can be continued by the already involved county personnel. For proposed goals, policies, and objectives, county leaders and the legislative body will need to hire additional personnel, and to budget additional funds from the county general fund. However, due to budgetary constraints and other issues no timetable for additional implementation tools is given in this document. Each year on a timely basis, the planning commission should review with the county legislative body the goals, policies, and objectives of the Plan, to determine what should be changed, what has been accomplished, what still remains to be accomplished, and what is no longer seen as being a viable and meaningful necessity for the County.



## **CHAPTER 8**

### **RECOMMENDATIONS AND CONSIDERATIONS**

1. Consult this plan on all future land use decisions and, if needed, amend this plan to reflect current community values and sound planning principles.
2. Consider the positive impacts of additional regional development on local development patterns. For example:

I-69 – Interstate access to job centered northern Tennessee such as Dyersburg and Union City. This interstate will also provide access to southern job centers such as Covington, Millington and Memphis.

Memphis – The city of Memphis’s economy ripples throughout the region both within and outside the State of Tennessee. Given the size of the Memphis economy, gains in even some sectors may influence development in Lauderdale County.

Cates Landing – Northwest Lake County – A successful port facility will create development activity in Lauderdale County with northern sections of the county benefitting most.

Covington Industrial Park Expansion – Additional jobs in existing or new industrial prospects will benefit Lauderdale County with southern sections of the county perhaps benefiting most.

Covington - Brownsville Short Line – Designed to assist the West Tennessee Megasite, this railroad line would improve the marketability of Covington’s Industrial Park.

Memphis Regional Intermodal Facility (between Piperton and Rossville) – Located in southwest Fayette County, this rail facility will have limited economic impact on Lauderdale County given its distance and relative small labor pool.

West Tennessee Megasite – Located in Haywood County and certified by TVA as an auto assembly plant, this site has the potential to transform all of West Tennessee. Lauderdale County would certainly benefit in the realm of jobs, residential development and second and third tier jobs from suppliers contributing to the manufacturing plant’s assembly line.

3. Consider the negative impacts of regional job losses on local development patterns. For example:

Additional plant closings in Lauderdale, Dyer, Crockett and Tipton Counties would reduce property and subsequently sales tax revenue thereby putting additional financial pressure on local governments and increasing shift the tax burden onto personal and residential property.

A continued and prolong recession will diminish the demand for industrial and commercial goods thus decreasing payrolls and therefore reducing revenue streams available to local government.

4. Encourage all development in the county to be environmentally sound and to preserve the aesthetic of Lauderdale County. Keep in mind that approximately 55% of Lauderdale County's unincorporated land area is floodplain.
5. Continue to enforce county subdivision regulations and zoning provisions, in order to establish and maintain a sensible pattern of development, while maintaining property values, and fostering an improved quality of life for all county residents.
6. Continue to work cooperatively at the local level with the municipal officials in order to ensure orderly growth and development not only in the county but also within the municipalities. With approximately 20% of the County's total land area owned by a governmental entity, compact development, focusing within incorporated areas, will ensure a more economical delivery of services.
7. Consider adopting and implementing the International Building Code 2009 Edition to ensure quality construction throughout the county.
8. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational County Building Commissioners Office, charged with the administration and enforcement of the Lauderdale County Zoning Resolution, as well as building codes.

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