

REPORT TO THE BOARD OF MAYOR & ALDERMEN

DATE: May 12, 2025

FROM: Jaime W. Groce, Town Planner

SUBJECT: Ordinance 2025-02 - **Third and Final Reading** - Blaylock & Brown Construction, Inc. Property Rezoning - An Ordinance Amending the Official Zoning Map of the Town of Collierville by Rezoning 295.65 +/- Acres from R-1: Low Density Residential to FAR: Forest Agriculture Residential Located South of Wolf River Boulevard, West of Bray Station Road, and North of Frank Road, Case #244229

INTRODUCTION:

With the adoption of Resolution 2025-18 on March 24, 2025, the Board of Mayor and Aldermen (BMA) directed the Development Department to draft Ordinance 2025-02 (see Exhibit 1) to rezone two separate tracts of land, totaling approximately 295.65 acres, from R-1: Low Density Residential to FAR: Forest Agriculture Residential. The property is located south of Wolf River Boulevard, west of Bray Station Road, and north of Frank Road (see Exhibit 2). It is surrounded by other properties zoned FAR and R-1.

Nearby residential neighborhoods include Creekside, Deerwalk, Fairway Glen, Levee Oaks, The Fairways, Lake Wood Trails, Braystone Park, The Stables, Halle Plantation Planned Development (PD), and Almadale Farms PD. Additionally, Memphis National Golf Course is adjacent to the subject property. The property owner, Blaylock & Brown Construction, Inc. (BBC), represented by Byron Brown IV, is aware of the potential rezoning but does not agree to it (see Exhibit 6).

According to §151.312(B) of the Zoning Ordinance, amendments to the Official Zoning Map may be initiated by the Board of Mayor and Aldermen, the Collierville Planning Commission (PC), or by an application submitted by one or more property owners affected by the proposed amendment. Any amendments to the Official Zoning Map require approval through an ordinance, which must pass three separate readings by the BMA following a recommendation from the PC.

BACKGROUND:

The former BBC (EPLEX) Class III Landfill, located at 10636 Shelton Road, is part of the subject property. Blaylock & Brown Construction, Inc. (BBC) has held a Class III Landfill permit for this facility since 1999, as issued by the Tennessee Department of Environment and Conservation (TDEC). In 2022, BBC informed TDEC of insufficient funds to continue landfill operations or to fulfill the required closure and post-closure obligations. As a result, [TDEC is currently overseeing the closure of the facility](#), which includes installing enhanced stormwater infrastructure, constructing perimeter fencing, and ensuring the landfill footprint is properly covered with earthen material. TDEC records show operation of the landfill ceased in December 2022, 30 months prior to the BMA's consideration of Ordinance 2025-02 on Third Reading.

The PC reviewed the proposed amendments to the Official Zoning Map during its regular meeting on January 7, 2025 (see Exhibit 7). Citing §151.312(E) of the Zoning Ordinance, the PC determined

grounds exist for the proposed amendment and unanimously recommended the BMA rezone the subject property to FAR (see also Exhibit 8). The BMA approved Ordinance 2025-02 on Second Reading on April 28, 2025, after holding a Public Hearing.

No development applications have been submitted for this property.

DISCUSSION:

1. The long-term ownership of the subject property and both tracts are in question after the completion of the landfill closure process by TDEC. The rezoning to FAR will help inform future property owners of the limited development potential of this property.

2. FAR zoning, rather than R-1, would be more consistent with the recommendations of the Collierville 2040 Land Use Plan for the subject property.

- The uses allowed in the FAR District are very similar to the R-1 District. The main difference between the two districts is the minimum lot size of 5 acres for FAR compared to 15,000 square feet for R-1.
- The majority of both tracts are designated as the Conventional Suburban Neighborhood Place Type in the 2040 Plan (see Exhibit 3). The 2040 Plan says this Place Type, will “consist primarily of low-density, single-family detached housing with similar house and lot sizes in each neighborhood,” of approximately 1.0 to 3.63 DUA; however, this density range, “is based on the planning study area as a whole and does not guarantee a property can support a certain density.” The Place Type references the Maximum Gross Residential Density Map, which contains density recommendations for specific properties, such as this one. Secondary land uses expected in this Place Type include, “civic and institutional uses, open space, parks, greenbelts, and other public spaces.”
- The Maximum Gross Residential Density Map (Exhibit 4) in the 2040 Plan does not anticipate any dwellings on the northernmost tract (Tract 1) and no dwellings for the majority of the southernmost tract (Tract 2). Along Frank Road and Bray Station Road, the 2040 Plan anticipates residential dwellings of up to 0.5 dwelling units per acre (DUA).
- FAR (5 acres minimum lot size) and R-L (2 acres minimum lot size) are appropriate zoning districts to implement the policies of the Maximum Gross Residential Density Map. The R-1 District (up to 2.90 DUA), which is generally appropriate to implement the Conventional Suburban Neighborhood Place Type policies, is not appropriate for implementing the 2040 Plan recommendations for the two specific tracts comprising the subject property.
- The 2040 Plan also designates parts of these properties as the Green Corridor/Infrastructure Place Type (see Exhibit 5). The 2040 Plan says this Place Type is, “characterized by floodways, floodplain areas, regional and local greenbelt trail corridors, public parks, private open spaces, conservation land, areas along streams and creeks, and public utility sites (e.g. sub-stations, wastewater plants)...As little development as possible should occur within green corridors and attempts should be made to cluster any development outside of these areas...Except for development associated with parkland or civic uses, development should be limited to non-intrusive changes designed to provide public access, where appropriate.”

3. Most of the roadways along the subject property are in rural condition (minimal pavement and lane widths, open ditches, etc.); however, the Major Road Plan indicates they should be widened over time to accommodate community growth and mitigate impacts from new development.

- Frank Road and Bray Station Road are shown as minor collector roadways per the Major Road Plan, which are planned for four lanes without a center turn lane. Wolf River Boulevard is shown as a Major Collector Roadway, planned for four lanes with a center divided median.

- With Preliminary Plat or Site Plan applications for the subject property, the property owner will be required to dedicate right-of-way per the Major Road Plan and construct road improvements (roads, gutters and sidewalks) unless waived by the BMA.

4. The westernmost portions of the subject property are impacted by the floodplain and floodway, limiting development protentional on those portions of the site. Stormwater calculations and the need for detention will be evaluated for any development applications for the subject property.

5. Town water and sewer service are available to the subject property. A Water and/or Sewer Availability request will be reviewed for any development applications for the subject property.

STAFF RECOMMENDATION: Staff recommends approval of Ordinance 2025-02, as the Grounds for Amending the Zoning Map (Exhibit 8) have been satisfactorily addressed.

ATTACHMENTS:

[Exhibit 1 - Ordinance 2025-02 rev 4-28-25 with attachments.pdf](#)
[Exhibit 2 - Existing Land Use 12-31-23.pdf](#)
[Exhibit 3 - 2040 Plan Place Types Map.pdf](#)
[Exhibit 4 - Max Gross Residential Density Map.pdf](#)
[Exhibit 5 - 2040 Land Use Plan Place Types.pdf](#)
[Exhibit 6 - 01-06-2024 Wardlaw Letter \(Case #244229\).pdf](#)
[Exhibit 7 - 1-7-25 PC Minutes Approved.pdf](#)
[Exhibit 8 - Staff Analysis of Grounds for Amendment 12-26-24.pdf](#)

PROPOSED MOTION:

To approve Ordinance 2025-02 (Exhibit 1) on Third and Final Reading.

Board Action: Motion By_____ Seconded By_____

| Vote Total | Hall | Jordan | Robbins | Marshall | Stamps | Fraser |
|------------|------|--------|---------|----------|--------|--------|
| Yes | | | | | | |
| No | | | | | | |
| Abstain | | | | | | |