

Public Chapter 1101
Progress Report



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Local Planning Assistance Office
August 1999



TENNESSEE

Local Planning Assistance Office

Rachel Jackson Building /6th Floor
320 Sixth Avenue North
Nashville, Tennessee 37243-0405
615-741-2211

August 4, 1999

The Honorable Robert Rochelle
Chairman, TACIR
Suite 508
226 Capitol Blvd. Building
Nashville, TN 37243-0760

Dear Senator Rochelle:

In response to your request, this is to provide you and members of the TACIR a progress report on the activities of the Local Planning Assistance Office in the implementation of PC 1101.

This has been a challenging process for the Local Planning Office and our communities; I am pleased with the progress we both have made. My intent here is to give the Commission a sense of this progress by describing the product we want to deliver, the process we are using to meet our obligations to our contract communities, and our schedule for completing the reports.

I have also included an additional section in my report on the activities of the Local Government Planning Advisory Committee. As you are aware that Committee has a role in the approval and dispute resolution processes described in PC 1101 and also in certifying existing economic development boards as "sufficiently similar" for meeting the requirements for joint economic and community development boards. The LGPAC has met three times this year and has devoted the majority of its time to these issues. This Committee has been attentive and deliberate in its response to its obligations under the new law.

If you or other members of the Commission need additional information or clarification on LPO activities, please let me know.

Sincerely,

A handwritten signature in black ink, appearing to read "Don Waller", written over a horizontal line.

Don Waller
Director, LPO

cc: Commissioner Bill Baxter
Mr. Tom Stiner, Chairman, LGPAC

Local Planning Assistance Office PC 1101 Planning Activity Report

Agency Overview

The Local Planning Assistance Office is a Section of the Community Development Division of the Department of Economic and Community Development. It is a technical assistance agency providing comprehensive planning services to cities and counties. The Program consists of five major components: (1) Long-range planning; (2) Strategic Planning; (3) Geographic Information systems; (4) Land use controls; (5) Community Development Services. Although the program is divided into components, it is an integrated system.




These services are provided by a staff of professional planners supported by cartographers and secretaries. Planners are assigned to specific communities, and the planner tailors planning services to meet the needs of each community. Services are delivered from six regional offices located in Johnson City, Knoxville, Chattanooga, Cookeville, Nashville, and ~~Jackson~~. We work with localities on a contractual basis which requires that the community pay a portion of the cost of the service. The costs are based on population ranges, and the contract is renewed annually. As of June 30, 1999, the Local Planning Office had contracts with 225 localities. In addition to services provided through its contractual agreements, the Office also provides "spot assistance" and technical advice to any community on request. See Illustration: Contract Location by County.

The Office is also the designated floodplain management coordinating agency for the State, which requires that assistance be provided to localities desiring to participate in the National Flood Insurance Program. These services are provided statewide and are not dependent on a contractual agreement. Funding is provided through a grant from the Federal Emergency Management Agency.

The Local Planning Office is the certifying agent for the Commissioner of Economic and Community Development who is, by statute, responsible for certification of local special census counts. These counts are transmitted to the Department of Finance and Administration for calculation of State returned taxes that are population based. The Director of Local Planning is also the certifying agent for boundary adjustments reported by localities to the Bureau of the Census.

**Local Planning Assistance Office
Contract Location by County
July 1, 1999**



-  LPO Contract County
-  At least one Municipal Contract in the County
-  No LPO Contracts in the County

Legislative Backdrop

The legislative authority under which this program operates is embodied in the grant of powers and functions originally given in 1935 to the Tennessee State Planning Commission, conferred on the Tennessee State Planning Office in 1972 and transferred to the Department of Economic and Community Development in 1983. *TCA 4-3-726* states:

As a part of the department [ECD] there is hereby created a local planning assistance section whose purpose shall be to make studies or reports upon any planning matter or problem of any county, municipality or other subdivision of the state upon request... This may include planning for all matters relating to all state and federal programs as may affect local governments or subdivisions. The local planning assistance section is hereby authorized to make such agreements or contracts... as to the amount, if any, to be paid to the local planning assistance section for any such planning activity.

More applicable to the operation of the Office is the enabling legislation at *TCA Title 13* that grants cities and counties the authority to plan comprehensively and to implement those plans, primarily through zoning, subdivision regulation and other land use controls.

PC 1101 adds a new, compulsory, but not entirely different, dimension to the planning landscape at the local level. The Local Planning Assistance Office is currently responding to its contract communities within the context of 1101 and Title 13 concurrently, although the bulk of LPO activities are devoted to PC 1101. The programmatic response is driven by legislative requirements and statutory deadlines.

Local Planning Office Policy Response to Legislative Requirements:

- The Local Planning Office offered assistance to all its 225 contract communities, using the planning commission as the primary point of service delivery and deliberation. See Exhibit 1.
- The Local Planning Office determined that it would use Section 7 of PC 1101 as the basis for reports prepared by the Agency. This section represents the minimum information and analyses required to justify a growth boundary, planned growth area or rural area proposal. See Exhibits 2 and 3.
- The Local Planning Office is using a "professional standard," modified by local goals and objectives, as opposed to the relatively undefined "reasonable and prudent person" standard prescribed in the law.

- The LPO participated with other agencies on the Ad Hoc Steering Committee in the preparation of informational materials and the initial statewide training workshops presented through the University of Tennessee Center for Government Training. Other statewide educational and training activities have not been considered a priority for the LPO.
- The Office assumed responsibility for training its own staff. It was not the intent of the Agency to prepare or publish models, however the pilot reports presented here as Exhibits 4 and 5 have become agency guides for staff use in customizing reports for our contract communities.
 - Exhibit 2 is an outline prepared by the Local Planning Office as a guidance document for staff planners preparing municipal growth boundary reports for contract communities. Exhibit 3 is a parallel outline for staff use in preparing county reports.
 - Exhibits 4 and 5 are reports prepared for the Towns of Farragut and Collegedale using the outline. Exhibit 6 is a preliminary staff report prepared by the LPO staff planner for Coffee County. It has not been approved by the Planning Commission for presentation to the County Commission or the County Coordinating Committee. It is presented here as a staff guide only.

Statutory Deadlines and Agency Imposed Milestones Have and Will Continue to Define the Local Planning Work Program Over a Three Year Period:

July 1, 1998--June 30, 1999--Focus on Municipal Reports

- In July, internal working groups were formed to establish an agency consensus on process and product. Staff training began.
- Land use data collection, mapping and analysis activities were initiated by LPO staff in the Fall. Public infrastructure data, including cost estimates were requested from municipalities. Infrastructure response from municipalities and counties has been slow and inconsistent. See Exhibit 1.
- Preliminary data analyses were presented to selected municipalities in April. This resulted in widespread confusion and negative reactions to the use of the UT population projections, even as a base for agreement or disagreement. With the exception of one or two localities, these concerns have been answered.

- Two pilot reports were released in June, 1999. The Farragut Report, Exhibit 4 is one; Collegedale, Exhibit 5 is another. These reports represent the LPO approach to dealing with population projections, land capability-land suitability factors, and infrastructure capacity components of the report.

July 1, 1999--June, 30, 2000: Focus Immediately on Establishing a County Report Format, Finalize Municipal Reports and Respond to Agency Milestones and Statutory Timelines :

- In July the County Report Outline, Exhibit 3, was released for statewide use by LPO staff. A few county reports had already been released in selected localities where agreements among cities and the county were in place.
- August 1, 1999--December 31, 1999--The LPO will concentrate all staff resources on report preparation and delivery.

As a practical matter, each city and county is probably facing an October 1, 1999 deadline for transmitting a proposal to its County Coordinating Committee. Some Committees have set deadlines even closer in, but until proposals are received from the constituent units, the County Coordinating Committees will have little with which to work. The Local Planning Office is very well aware of the need to give these Committees as much lead time as possible, and is monitoring its production schedules on a weekly, even daily basis. Exhibit 1 is a current PC 1101 status report on all LPO contract communities with projected completion dates for our work activities.

Caution is advised in relying on these projected completion dates. A critically strained staffing level at the beginning of this process is exacerbated by staff turnover. A recent contract fee increase for all Local Planning communities lends further uncertainty to the continuing relationship between this Agency and its clients, both cities and counties. The Agency is committed, however, to delivering completed Growth Boundary Reports to all communities that relied on the Local Planning Office for PC 1101 assistance, regardless of its contractual status relative to Title 13 planning activities.

June 30, 2000: Counties with approved Growth Boundary Plans qualify for bonus points for certain state programs on July 1. All LPO deliverables should have been completed by this date with the exception of those still undergoing local negotiation and dispute resolution.

July 1, 2000--June 30, 2001: The Local Planning Assistance Office will work with contract communities to resolve remaining PC1101 issues, but most of the FY 2001 Agency Work Program will shift back to Title 13 activities. Primary emphasis will be placed on integrating data and analyses derived from the PC 1101 process into comprehensive policy plans and land use control measures. This process will also be used to review and refine Growth Boundary Plans for future revisions. The Growth Boundary Report will become a part of the Strategic Plan Component of the LPO Program Design, described in the Agency Overview section of this report.

Local Government Planning Advisory Committee PC 1101 Activity Report

Under TCA 4-3-727, the Local Government Planning Advisory Committee consults with the Commissioner of the Department on professional staffing and work programs of the Local Planning Assistance Office. PC 1101 placed the following additional responsibilities on the LGPAC: (1) approving Growth Boundary Plans; (2) participating in the process of dispute resolution; (3) certifying existing economic development or industrial boards as "sufficiently similar" to joint economic and community development boards described in the new law.

- In January, 1999 the Committee began familiarizing itself with the Growth Boundary and Joint Economic Development Board sections of the new law. The Board reviewed the application of the Wilson County Economic Development Board for "sufficiently similar" status, and approved the application contingent on the Board taking action to assure a seat specifically designated for an owner of land under the "greenbelt" law.
- In April, 1999 the Committee reviewed staff proposals for preparation of municipal growth boundary reports. The outline presented herein as Exhibit 2 was the subject of this review. The Committee reviewed the application of the Fayetteville-Lincoln County Industrial Board for "sufficiently similar" status under the joint economic and community development board provisions of PC 1101. The Board reiterated its position that assurance of a seat specifically designated for an owner of land under the "greenbelt" law would be required. The Committee also required membership of the county executive and mayor and an executive committee, both missing from the makeup of the existing board. Carroll County representatives were also advised of these requirements in anticipation of their request for certification.
- In July, 1999 the Committee reviewed staff proposals for preparation of county growth boundary reports. The outline presented herein as Exhibit 3 was the subject of the review. The Committee acknowledged the action of the Wilson County Economic Development Board to assure the representation of a "greenbelt" member and directed staff to prepare a certification letter.

Exhibit 1

**Local Planning Assistance Office
Growth Plan Status
August, 1999**

Measurable Objective	Statewide	West	Middle	Southeast	U.Cumberland	East	Northeast
Total Contracts	226	37	58	26	30	48	27
Number and Percentage of Total Contracts Requesting Assistance	189---83%	25---68%	42---72%	18---69%	29---97%	48/48--100%	29/29---100%
Number and Percentage of Cities Requesting Assistance	145/172--84%	23/30--77%	32/45---71%	14/20---70%	19/20---95%	39/39 100%	18/18---100%
Number and Percentage of Counties Requesting Assistance	44/54---81%	2/7---29%	10/13---77%	4/6 67%	10/10---100%	9/9-----100%	9/9---100%
Contracts Exempt from 1101	10	0	7	0	3	0	0
Metro	1	0	1	0		0	0
Charter Commission	9	0	6	0	3	0	0
Assisted Cities with Land Use Component Complete	90	0	23	8	11	39	9
Percent Complete	62%	0	72%	57%	58%	100	50%
Assisted Cities with Infrastructure Component Complete	39	0	16	1	3	15	4
Percent Complete	27%	0	50%	7%	16%	39%	22%
Assisted Cities with Unified UGB Report Complete	12	0	5	1	1	1	4
Percent Complete	8%	0	16%	7%	5%	3%	22%
Assisted Counties with Land Use Component Complete	5	0	0	0	4	0	1
Percent Complete	11%	0	0	0	40%	0%	11%
Assisted Counties with Public Infrastructure Component Complete	1	0	0	0	1	0	0
Percent Complete	2%	0	0	0	10%	0%	0
Assisted Counties with Complete PGA and RA Report	1	0	0	0	1	0	0
Percent Complete	2%	0	0	0	10%	0%	0

**WEST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Adamsville		X					
Atoka	X		Not Complete	August	Not Complete	August	August
Bolivar	X		Not Complete	August	Not Complete	August	September
Brighton	X		Not Complete	August	Not Complete	August	August
Brownsville	X		Not Complete	August	Not Complete	August	September
Camden	X		Not Complete	August	Not Complete	August	August
Covington	X		Not Complete	August	Not Complete	August	August
Dresden	X		Not Complete	August	Not Complete	August	August
Dyer Co.		X					
Dyersburg	X		Not Complete	August	Not Complete	August	August
Gibson Co.		X					
Halls		X					
Hardeman Co.		X					
Haywood Co.	X		Not Complete	August	Not Complete	August	September
Henderson	X		Not Complete	August	Not Complete	August	August
Henry Co.	X		Not Complete	August	Not Complete	August	September
Humboldt	X		Not Complete	August	Not Complete	August	September
Huntingdon	X		Not Complete	August	Not Complete	August	September
Lauderdale Co.		X					
Lexington	X		Not Complete	August	Not Complete	August	August
Martin	X		Not Complete	August	Not Complete	August	September
McKenzie	X		Not Complete	August	Not Complete	August	August

**WEST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Millington		X					
Munford	X		Not Complete	August	Not Complete	August	September
Newbern	X		Not Complete	August	Not Complete	August	August
Oakland	X		Not Complete	August	Not Complete	August	August
Paris		X					
Parsons		X					
Piperton	X		Not Complete	August	Not Complete	August	August
Ripley		X					
Savannah	X		Not Complete	August	Not Complete	August	August
Selmer		X					August
South Fulton	X		Not Complete	August	Not Complete	August	September
Tipton Co.		X					
Tiptonville	X		Not Complete	August	Not Complete	August	August
Trenton	X		Not Complete	August	Not Complete	August	August
Union City	X		Not Complete	August	Not Complete	August	August

**MIDDLE TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST, 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Ashland City	Yes		Complete		Incomplete	August	August
Bedford County	Yes		Incomplete	September	Incomplete	September	October
Centerville	Yes		Incomplete	August	Incomplete	October	October
Charlotte	Yes		Complete		Complete		August
Cheatham County	Yes		Incomplete	August	Incomplete	August	September
Clifton	Yes		Incomplete	August	Incomplete	August	August
Coffee County	Yes		Incomplete	August	Incomplete	August	August
Collinwood	Yes		Complete		Incomplete	August	August
Cornersville	Yes		Complete		Complete		August
Cowan	Metro Charter Commission						
Cross Plains		No					
Cumberland City	Yes		Incomplete	September	Incomplete	September	September
Decherd	Metro Charter Commission						
Dickson		No (consultant)					
Dickson County	Yes		Incomplete	August	Incomplete	August	August
Dover	Yes		Complete		Complete		Complete
Erin	Yes		Complete		Complete		August
Estill Springs	Metro Charter Commission						
Fairview	Yes		Incomplete	September	Incomplete	September	September

**MIDDLE TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST, 1999
PAGE 2**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
Fayetteville	Yes		Complete		Complete		August
Franklin County	Metro Charter Commission						
Greenbrier	Yes		Complete		Complete		August
*Hartsville	Yes		Complete		Complete		August
Hendersonville		No					
Hohenwald	Yes		Incomplete	September	Incomplete	September	October
Humphreys County	Yes		Incomplete	October	Incomplete	October	October
Huntland	Metro Charter Commission						
Kingston Springs	Yes		Complete		Incomplete	August	August
Lawrenceburg	Yes		Incomplete	September	Incomplete	September	October
Lewisburg	Yes		Complete		Incomplete	August	September
Lincoln County	Yes		Incomplete	August	Incomplete	August	September
Loretto		No					
Manchester	Yes		Incomplete	August	Incomplete	August	September
Marshall County	Yes		Incomplete	September	Incomplete	September	October
Maury County	Yes		Incomplete	September	Incomplete	September	September
McEwen	Yes		Complete		Complete		August
Millersville		No (UGB Map only)					
Moore County	Metropolitan Government						
Mount Pleasant	Yes		Complete		Complete		August

**MIDDLE TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST, 1999
PAGE 3**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
Mt. Juliet	Yes		Complete		Complete		Complete
New Johnsonville	Yes		Complete		Complete		August
Nolensville		No (consultant)					
Pegram	Yes		Complete		Complete		Complete
Pleasant View	Yes		Incomplete	August	Incomplete	August	September
Portland	Yes		Complete		Complete		Complete
Pulaski	Yes		Complete		Complete		August
Ridgetop		No					
Robertson County	Yes		Incomplete	August	Incomplete	August	September
Shelbyville	Yes		Complete		Complete		September
Smyrna	Yes		Complete		Incomplete	August	August
Spring Hill	Yes		Incomplete	August	Incomplete	August	August
Sumner County		No					
*Trousdale County	Yes		Incomplete	August	Incomplete	August	August
Waverly	Yes		Complete		Incomplete	August	September
Westmoreland	Yes		Complete		Incomplete	August	August
White Bluff	Yes		Complete		Complete		Complete
White House		No (Mayor)					
Winchester	Metro Charter Commission						

*Hartsville and Trousdale County joint contract.

**SOUTHEAST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST, 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
(Bledsoe Co)							
Pikeville		X -Map Only					
Bradley Co.		X					
Charleston	X		Incomplete	August	Incomplete	August	August
(Hamilton Co.)							
Collegedale	X		Complete		Complete		Complete
Signal Mtn.	X		Incomplete	August	Incomplete	August	August
Marion Co.	X		Incomplete	August	Incomplete	August	August
Jasper	X		Complete		Incomplete	August	August
Kimball	X		Incomplete	August	Incomplete	August	August
Monteagle		X -Map Only					
New Hope	X		Complete		Incomplete	August	August
South Pittsburg	X		Incomplete	August	Incomplete	August	August
McMinn Co.	X		Incomplete	August	Incomplete	August	September
Athens	X		Complete		Incomplete	July	August
Calhoun	X		Incomplete	August	Incomplete	August	August
Englewood	X		Complete		Incomplete	August	August
Etowah	X		Incomplete	August	Incomplete	August	August
Niota	X		Complete		Incomplete	August	August
Meigs Co.	X		Incomplete	August	Incomplete	August	August
Decatur	X		Complete		Incomplete	August	August
Polk Co.		X -Map Only					
Copperhill		X -Map Only					

SOUTHEAST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST, 1999
PAGE 2

COMMUNITY		LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date	
Rhea Co.	x		Incomplete	August	Incomplete	August	August	
Dayton		x						
Graysville		x -Map Only						
Spring City	x		Complete		Incomplete	August	August	
(Sequatchie Co.)								
Dunlap		x						

**UPPER CUMBERLAND REGION
TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST 1999**

COMMUNITY County/City	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Cannon Co.	X		Completed			September	September
Woodbury	X		Completed			August	August
Cumberland Co.	X			August		September	September
Crossville	X			August		August	September
DeKalb Co.	X			August		September	September
Smithville	X			August		August	September
Fentress Co.	X			August		August	September
Jamestown	X		Completed			August	September
Gainesboro	X			August		August	August
Macon Co.	X		Completed			August	September
Red Bolling Springs	X		Completed			August	September
Lafayette	X		Completed		Completed		August
Livingston	X			August		September	September
Pickett Co.	X		Completed		Completed		Completed
Byrdstown	X		Completed		Completed		Completed
Putnam Co.	X			August		September	September
Algood	X		Completed			August	August
Baxter	X			August		August	August
Monterey	X			August		August	September

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Smith Co.	X			August		September	September
Gordonsville	X		Completed			August	September
Carthage		X					No-Growth Resolution
So. Carthage	X		Completed			August	August
Warren Co.	X		Completed				Metro Charter Study Comm.
McMinnville	X		Completed		Completed		Metro Charter Study Comm.
Morrison	X		Completed				Metro Charter Study Comm.
White Co.	X			September		September	September
Sparta	X			August		September	September
Celina	X		Completed			August	August
Spencer	X			August		September	September

**EAST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Anderson County	X			August 15		August 30	September 6
Campbell County	X			September 1		September 15	September 30
Claiborne County	X			August 25		September 1	September 15
Jefferson County	X			September 1		September 15	September 30
Monroe County	X			September 1		September 15	September 30
Roane County	X			September 1		September 15	September 30
Scott County	X			September 1		September 15	September 30
Sevier	X			September 1		September 15	September 30
Union	X			August 23		August 23	August 30
Bean Station	X		Complete			August 6	August 13
Blaine	X		Complete		Complete		August 6
Caryville	X		Complete		Complete		August 30
Clinton	X		Complete			August 9	August 9
Cumberland Gap	X		Complete		Complete		Chose no boundary resolution
Dandridge	X		Complete		Complete		August 13
Farragut	X		Complete		Complete		Complete
Friendsville	X		Complete			August 11	August 11
Gatlinburg	X		Complete			August 3	August 30
Harriman	X		Complete			August 30	September 15
Harrogate	X		Complete			August 6	August 6
Huntsville	X		Complete			August 20	August 30
Jefferson City	X		Complete		Complete		August 13

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
Jellico	X		Complete			August 6	August 30
Kingston	X		Complete		Complete		August 19
LaFollette	X		Complete			August 20	August 30
Lake City	X		Complete			August 6	August 30
Louisville	X		Complete		Complete		August 1
Madisonville	X		Complete			August 30	August 30
Maynardville	X		Complete			August 6	August 30
New Market	X		Complete		Complete		August 13
New Tazewell	X		Complete			August 13	August 30
Norris	X		Complete			August 6	August 30
Oliver Springs	X		Complete			Complete	August 10
Oneida	X		Complete			August 13	August 30
Pigeon Forge	X		Complete		Complete		August 24
Pittman Center	X		Complete		Complete		Chose no boundary resolution
Plainview	X		Complete		Complete		August 30
Rockford	X		Complete		Complete		August 30
Rockwood	X		Complete			August 13	August 30
Rutledge	X		Complete			August 6	August 13
Sevierville	X		Complete			August 23	September 13
Sweetwater	X		Complete		Complete		August 16
Tazewell	X		Complete			August 13	August 30
Tellico Plains	X		Complete			August 13	August 13
Townsend	X		Complete			August 6	August 30
Vonore	X		Complete		Complete		August 16
White Pine	X		Complete			August 16	August 16
Winfield	X		Complete			August 6	August 6

**UPPER EAST TENNESSEE LOCAL PLANNING ASSISTANCE OFFICE
GROWTH PLAN STATUS
AUGUST 1999**

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOUNDARY REPORT
County/City	Yes	No	Status	Completion Date	Status	Completion Date	Completion Date
Carter County	X			October		County WC	County Will Complete
Elizabethton	X		Complete			City WC	City Will Complete
Watauga	X		Complete			City WC	City Will Complete
Cocke County	X		Complete			October	November
Newport	X			October		October	November
Greene County	X			September		September	September
Baileyton	X		Complete		Complete		Complete
Greenville	X		Complete			City WC	City Will Complete
Mosheim	X			September		September	September
Tusculum	X		Complete			City WC	City Will Complete
Hamblen County	X			August		August	October
Sneedville	X		Complete		Complete		Complete
Hawkins County	X			October		October	November
Bulls Gap	X			September		September	October
Church Hill	X			August		August	September
Mt. Carmel	X			August		August	August
Rogersville	X			October		October	November
Surgoinsville	X			August		September	October
Johnson County	X			October		November	November
Mt. City	X		Complete		Complete		Complete
Sullivan County	X		Complete			August	August
Bluff City	X			September		September	October

COMMUNITY	LPO ASSISTANCE		LAND USE COMPONENT		PUBLIC INFRASTRUCTURE COMPONENT		GROWTH BOARD REPORT
Unicoi County	X			November		November	November
Erwin	X			September		October	November
Unicoi	X		Complete		Complete		Complete
Wahsington County	X			September		September	October
Jonesborough	X			September		November	November

Exhibit 2

Urban Growth Boundary Report

Introduction

Purpose

Definitions

Methodology

Existing Municipal Land Use Inventory

Land Use Inventory

Land with Physical Constraints

Flood Plain

Karst Geology

Excessive Slope

Wetlands

Other Soil Constraints

Residential

Single Family

Multi-Family

Apartment Units

Mobile Homes

Commercial

Industrial

Public/Semi-Public

Utilities

Transportation System

Improved Vacant Land

Unimproved Vacant Land

Analysis of Land Allocation and Use

Vacant Land Potential

Re-development/Re-use/Re-allocation Potential (if it is a local policy)

Findings

Existing Municipal Public Services Analysis

Utilities

Water Service Area

Sewer Service Area

Public Safety

Police Protection

Fire Protection

Ambulance/Rescue

Solid Waste Collection

Roads and Streets

Parks and Recreation

Land Use Controls and Municipal Codes

Analysis of Public Services

Findings

Projected Growth Needs For Land and Public Services

Projected 20 Year Population Growth

Projected Economic and Business Growth

Special Land Management Concerns

Forest, Agriculture, Wildlife Management, Recreation and Open Space

Vacant Land Potential within the Corporate Boundary

Projected Land Needs Outside Corporate Boundary

Projected Public Service Capability outside Corporate Boundary

Proposed Urban Growth Boundary

Description of Urban Growth Boundary

Conclusion

List of Tables and Maps

Table of Land Use

Map of Natural Factors

Map of Water and Sewer

Map of Community Facilities

Existing Land Use with Transportation

Urban Growth Boundary identifying areas suitable for development and the major road plan

Exhibit 3

County Planned Growth Areas and Rural Areas Report

I. Introduction

- A. Purpose
- B. Definitions

II. Population Projections

- A. U.T. projections

III. Development Patterns in County

- A. Identify nodes, hamlets, and population concentrations in the county-potential PGAs
- B. Identify state forests, nature preserves, wildlife management areas, etc.
- C. Identify agricultural areas – greenbelt areas
- D. Identify natural constraints

IV. Existing Services in County

- A. Utilities
 - 1. Water
 - 2. Sanitary sewer
 - 3. Natural gas
 - 4. Electric
- B. Transportation
 - 1. Road development
 - 2. Road maintenance
- C. Emergency services
 - 1. Police services
 - 2. Fire protection
 - 3. Ambulance service
 - 4. Rescue and extrication
- D. Waste Management
 - 1. Landfill
 - 2. Collection and/or convenience centers
- E. Recreation
- F. Education
- G. Planning and zoning

V. Planned Growth Areas and Rural Areas

- A. Description, rationale, and justification
- B. Improved services for PGAs with costs and possible means of financing

Illustrations

1. Land Use of PGAs
2. Natural Areas, State Forests, Wildlife Areas, and Agricultural Areas
3. Water and Sewer Coverage
4. Fire Protection Coverage and Fire Station Location
5. Planned Growth Areas and Rural Areas

FARRAGUT
URBAN GROWTH BOUNDARY REPORT

June 24, 1999

FARRAGUT
URBAN GROWTH BOUNDARY REPORT

PREPARED FOR
THE TOWN OF FARRAGUT, TENNESSEE

PREPARED BY
THE STATE OF TENNESSEE
DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT
LOCAL PLANNING ASSISTANCE OFFICE
EAST TENNESSEE REGION
KNOXVILLE, TENNESSEE

Adopted by the Farragut Board of Mayor and Aldermen
June 24, 1999

CONTENTS

INTRODUCTION.....	1
Purpose	1
Definitions	1
Methodology	2
URBAN GROWTH PROJECTIONS.....	3
Projected 20 Year Population Growth.....	3
Projected Economic and Business Growth.....	3
EXISTING LAND USE INVENTORY AND ANALYSIS	4
Land Use Inventory	4
Analysis of Vacant Land and Re-use Potential	7
Findings	8
EXISTING MUNICIPAL PUBLIC SERVICES ANALYSIS	9
Inventory and Description of Public Services	9
Analysis of Public Service Costs.....	11
Findings	11
URBAN GROWTH BOUNDARY EVALUATION	12
Urban Growth Objectives.....	12
Review of Potential Growth Areas	12
Impact on Agriculture, Forests, Recreation, and Wildlife Management.....	14
CONCLUSIONS AND RECOMMENDATIONS.....	15
Recommendations.....	15
ENDNOTES	17

LIST OF TABLES

Table 1. Existing Land Use Inventory4

Table 2. Total Vacant Land Without Improvements By Zoning District7

LIST OF ILLUSTRATIONS

Farragut 20 Year Urban Growth Plan, Eastern Boundary18

Farragut 20 Year Urban Growth Plan, Northeastern Boundary19

Farragut 20 Year Urban Growth Plan, Northern Boundary20

Farragut 20 Year Urban Growth Plan, Southern Boundary21

INTRODUCTION

The passage of Public Chapter 1101 on May 29, 1998 created the need for cities and counties to evaluate their potential growth over the next twenty years defining their responsibility to manage growth, ensure efficient use of land, and provide appropriate public service standards. The law requires that each county prepare a growth plan that places parameters on growth within the county identified as municipal urban growth boundaries, county planned growth areas, and rural areas. A county coordinating committee made up of a representative cross section of the county is established to develop these growth parameters.¹ The county government and municipal governments within the county participate in the process by proposing these boundaries based on land needs and public service capabilities. The result should serve to guide growth within each county in a more efficient manner.

Purpose

Tennessee Code Annotated 6-58-106 defines the conditions that must be met in determining urban growth boundaries, planned growth areas, and rural areas. As a part of the process of defining these three territories, each municipality and county must prepare a report that includes: (1) population projections; (2) the costs and projected costs of core infrastructure, urban services, and public facilities necessary to accommodate growth; and (3) the land management requirements of future growth. The purpose of this report is to provide the required information supporting the Town of Farragut's urban growth boundary proposal.²

Definitions

Density. This term is not well defined by Public Chapter 1101, but as it relates to land development, refers to the number of persons, structures, or housing units of a specified area. Highest densities would most often be found in urban areas and lowest densities would be found in rural areas. The Bureau of the Census defines rural density as 1,000 or fewer persons per square mile³ which equates roughly to one unit per two acres. Residential densities in the Town of Farragut range from a low average of 1.5 single family units per developed acre to a high of 12.2 apartment units per developed acre. The gross residential density for the developed land area of Farragut is 1.6 units per acre. The density of commercial development is 1.2 units per two square acres of land.

Improved Vacant Land. Land which has direct access to street and utility infrastructure and can be built upon for its allowed use without further public improvements being required.

Land Use. The technique of identifying and categorizing the purpose for which land is being used. In this report, land use will include residential use of varying densities, commercial uses, public and semi-public uses such as schools, parks and churches, land allocated to transportation facilities, land identified as having physical restrictions on development, improved vacant land, and unimproved vacant land.

Planned Growth Area. Territory identified in the county outside of municipal urban growth boundaries that must meet the requirements of TCA 6-58-106.

Population Projection. The technique of forecasting population counts into the future. For the purposes of this report, University of Tennessee population projections have been prepared and Farragut will use these counts in conjunction with more specific local information to determine future growth needs.

Public Services. Police and fire protection; water, electrical and sewer services; road and street construction and repair; recreation facilities and programs; street lighting; and planning, zoning, and building inspection services.

Rural Area. All territory in a county that is not in a municipality, a municipal urban growth boundary, or a planned growth area in the county.

Unimproved Vacant Land. Land that will require public improvements before it may be developed for its allowed use.

Urban Growth Boundary. A line that encompasses territory reserved for municipal growth that must meet the requirements of TCA 6-58-106.

Methodology

Land use and land management, provision of public services, and projected growth are used in this report to develop a proposed urban growth boundary for the Town of Farragut. An existing land use inventory has been conducted and categorized using Knox County assessment information and a field survey to determine the total land area currently being used. Physical development restrictions have been identified and removed from the vacant land total through a review of regulatory flood plains, slopes in excess of fifteen percent, sink holes identified on USGS quadrangle maps, and wetlands identified by the Tennessee Department of Environment and Conservation. An analysis of the land use and physical land restrictions identifies the available unrestricted vacant land for future development. Public services have been identified and costs associated with expansion within and outside of the town have been determined through the Town's Capital Improvements Plan. The University of Tennessee has provided population projections through the year 2020 and are used in this report. The Knoxville/Knox County Metropolitan Planning Commission has developed population projections that are also available for comparison in the growth boundary process.

URBAN GROWTH PROJECTION

Projected 20 Year Population Growth

The University of Tennessee Center for Economic and Business Research has projected a population growth of 5,199 persons from the current count of 16,654 persons to 21,853 in the year 2020.⁴ The resulting twenty year growth rate of thirty one percent is substantially lower than the forty nine percent growth from 1980 to 1990, and the seventy five percent anticipated from 1990 through 2000. Although it is reasonable to predict lower population growth over the next twenty years, the Town of Farragut has expectations that exceed the UT projections based on the trends experienced in West Knox County, East Loudon County and Blount County over the past decade. The Town currently has 6,271 occupied dwelling units. When the factor of 2.89 persons per household identified in the 1997 city wide census is applied, the resulting population is 18,123. If this estimate can be relied upon, the current population is only 139 persons less than the 2005 projection of 18,123. However, the University of Tennessee projections will be used as a baseline in this report because they are a quotable source for study purposes. Any apparent inconsistencies will be evaluated later in the report if population growth becomes a factor in the Urban Growth Boundary proposal.

Projected Economic and Business Growth⁵

The Farragut economy is based on retail and professional businesses that serve the residents of the Town and the adjacent population, as well as Interstate travel. Retail sales, food service, automotive service, and professional offices are the most common business activities throughout the Town. They tend to relate directly to the needs of the community such as supermarkets, department stores, automotive service stations, restaurants, medical offices, real estate offices, and other general business needs. Overnight travelers are served at the Interstate in the regional commercial district with additional retail sales, food services, and automotive services as well.

Although there are many jobs in Farragut, it is not the goal of the Town to become a center of commerce and employment. It does not have an industrial component to its economy and this trend is expected to continue during the next twenty years. Growth in the economy is anticipated to correspond with the demand for services of the resident population of Farragut, East Loudon County, and West Knox County.

EXISTING LAND USE INVENTORY AND ANALYSIS

The Town of Farragut consists of approximately sixteen square miles located in the southwest corner of Knox County. Table 1 indicates that of the 10,376 square acres contained within the incorporated area, 4,474 acres are vacant with 3,729 acres suitable for high density and intensive urban development.

Table 1. Existing Land Use Inventory⁶

Residential figures shown in parenthesis are included in the Residential Total line.

Land Use	Total Area in Acres	Percentage of Total Land Area	Percentage of Developed Land Area	Total Number of Units	Density of Units Per Acre
Single Family	(3,442.7)	(33.19)	(58.34)	(5,488)	(1.594)
Two Family	(25.7)	(0.25)	(0.44)	(60)	(2.335)
Condominium	(65.6)	(0.63)	(1.11)	(324)	(4.939)
Apartment	(32.5)	(0.31)	(0.55)	(399)	(12.270)
Residential Total	3,566.5	34.38	60.44	6,271	1.601
Commercial/Office	325.2	3.13	5.51	182	.559
Institutional	326.2	3.14	5.53		
Recreation	599.6	5.78	10.16		
Transportation	1,051.0	10.13	17.81		
Utilities	32.9	0.31	0.55		
Total Developed Land	5,901.4	56.88	100.00		
Vacant Land	4,473.8	43.12			
Total Land Area	10,375.2	100.00			
Vacant Land with Physical Restrictions	744.0	7.18			
Unrestricted Vacant Land	3,729	35.94			

Land Use Inventory

The existing land use is shown in Table 1 and is described in more detail under the following categories:

Residential. Residential land comprises 3,567 acres, or 34.38 percent of the total land area of the Town with single family development using 33.19 percent to the total. The majority of the 6,271 residential units are single family on single lots at approximately 1.6 units per acre. Higher density developments of between two and twelve units per acre use only 1.19 percent of the total land area.

Commercial/Office. The commercial sectors of Farragut are predominately located in four areas of the community consisting of 182 business and office units using 325 acres of land. This represents 3.2 percent of the total land area in the

Town and 5.51 percent of the developed land area. There are two main areas of concentrated commercial development. One is the general commercial area along Kingston Pike from Lovell Road to Glen Abbey Boulevard. This area includes five major retail/service developments with additional strip centers between them. It contains banks, churches, supermarkets, hardware stores, department stores, restaurants, office complexes, miscellaneous shops, and the Farragut Town Hall. The second area is the regional commercial district located along Campbell Station Road from Grigsby Chapel Road to the I-40/I-75 interchange. Travel oriented businesses are located in this area including auto service/convenience marts, restaurants, and lodging. In addition, two smaller clusters of general commercial/office development are located on Kingston Pike, one between Boring Road and Smith Road and the other at Dixie Lee Junction.

Future commercial development is identified on the zoning plan along Kingston Pike east of the Watt Road/Dixie Lee area. Utility and transportation infrastructure in this area are sufficient to support commercial development. As with all development, the timing of new growth in this area depends on market demand and the decision of land owners to make property available for development.

Another probable location for commercial development is the area north of the I-40/I-75 interchange adjacent to the regional commercial district. The main limitation at this location is poor existing transportation infrastructure. Future road improvements could open substantial properties for commercial or office development.

Recreation/Institution. This land use category includes 926 acres in public and semi-public uses such as parks, church properties, schools, government lands, cemeteries, recreation areas, and open spaces. The area included in this category constitutes 8.9 percent of Farragut land.

Transportation. Rights-of-way for 115 miles of streets, Interstate 40/75 and the railroad use approximately 1,051 acres, or 10.1 percent of the total land area.

Utility. Thirty three (33) acres are used for utility service facilities. The bulk of this land is located at First Utility District's waste water treatment plant off Concord Road, Concord Telephone's facilities at Turkey Creek Road, and Lenior City Utility Board substations on Mcfee Road and Fretz Road. Other smaller parcels are scattered around the community for junctions, pump stations, and telecommunications. Only 0.3 percent of the total land area is devoted to these uses.

Land with Physical Limitations. Topography, floodplain, and karst geology impose limitations on approximately 744 acres within the Town representing only seven (7) percent of its total land area. Problems associated with soils and wetlands are not as easily identified and have not been inventoried, however, soils

Analysis of Vacant Land and Re-use Potential

Vacant Land Potential. Almost all of Farragut has sufficient access to utility and street infrastructure to support urban development densities. The exception is the Mcfee Road area located west of Virtue Road to the Loudon County boundary, and south of Fort West Subdivision and Little Turkey Creek. First Utility District indicates a capacity to serve public water and sewer to this section of the town as development demand occurs. Therefore, 83.35 percent of the total vacant land identified in the land use inventory has either already been subdivided and improved for development, or has a reasonable expectation for development at urban densities as infrastructure is extended during the plan period.

Table 2 indicates that there are currently 1,613.81 acres of residentially zoned unrestricted vacant land available in the Town. An average of two residential units per acre could accommodate 9,328 persons at 2.89 persons per household. The 879.04 acres of agriculturally zoned property could accommodate 5,081 persons if rezoned to allow three residential units per acre. Additionally, over 850 improved residential lots are available for building which could accommodate 2,457 persons at 2.89 person per household. An increase of 16,866 persons would result if this vacant land was developed using this scenario.

Table 2. Total Vacant Land Without Improvements By Zoning District

No vacant land without improvements was identified in the R-1-S, R-1-S-A, R-5, R-6, O-1-3 and S-1 zoning districts.

Zoning District	Acres	Percent of Total
A	879.04	29.97
R-1	458.40	15.63
R-2	417.26	14.23
R-2-S	702.88	23.96
R-3	20.72	0.70
R-4	14.55	0.49
C-1	210.98	7.19
C-1-M	5.88	0.20
C-1-3	12.49	0.42
C-2	188.65	6.44
C-2-M	4.41	0.15
O-1	17.78	0.62
Total	2,933.04	100.00

The vacant unrestricted commercial land indicated in Table 2 totals 422.41 acres. Using the density of .559 businesses per acre identified in Table 1, these 422 acres already zoned for commercial use may result in a minimum of 236 new businesses.

Obviously, the number of businesses per acre will vary depending on access, buffering requirements, on site improvement requirements, and the type of business proposed.

Re-development and Re-use Potential. The vast majority of Farragut's housing and business structures are less than thirty years old and are in excellent condition. Although redevelopment of older properties occurs, it will not be often in the next twenty years and will not account for a significant portion of the Town's future development.

Findings

The Town of Farragut currently has 3,729 acres of vacant unrestricted land available for urban development densities. Approximately 744 vacant acres are restricted for development by topography, regulatory flood plain, karst geology, or regulatory buffer. An estimated 796 unrestricted acres are vacant but improved for urban type residential or commercial development. The remaining 2,933 acres can be improved to meet or exceed the Town's urban street, water, and sewer standards. Additionally, portions of the 744 acres that are deemed physically constrained may be developed at lower densities and intensities depending on appropriate engineering mitigation. Therefore, the existing vacant acreage in the Town of Farragut can accommodate both the population growth projected by the University of Tennessee, and much more for both residential development and commercial services.

EXISTING MUNICIPAL PUBLIC SERVICES ANALYSIS

Although the residents of Farragut have urban services available to them, the Town government only directly provides services in the areas of Streets and Public Works, Leisure Services and Recreation, Planning, Land Use Controls and Municipal Code Enforcement, and General Government. The following describe the urban services available within the Town, the service provider, and budget information on Town of Farragut Services:

Inventory and Description of Public Services⁹

Public Utilities. Water and sewer service is provided within the Town of Farragut and the surrounding area by First Utility District. Expansion into non served areas of the Town is ongoing as development occurs. The Town requires new development to install infrastructure meeting or exceeding all First Utility District standards. First Utility District works with developers to extend service lines to new development. Natural gas is provided by the Knoxville Utility Board and is available to most older and newer residential development as well as in the commercial districts. Electric service is provided by Lenoir City Utility Board and is available both within the Town and its surrounding area.

Public Safety. Police protection is provided by the Knox County Sheriff's Department. Fire and ambulance service is provided by Rural Metro, a private vendor which responds to all emergencies. Rural Metro has a franchise to provide their services within the Town of Farragut contracting individually with property owners. Although, the Town does not fund the full cost of the service within the corporate boundary, it does have specific funding agreements with Rural Metro and works closely to maintain and improve the level of service provided its residents. Rural Metro provides their services in the territory outside the Town and existing funding agreements between the Town and vendor would include any areas of future annexation.

Solid Waste. Collection of solid waste is provided by private vendors and is contracted individually by the vendor with the residents. Residents are not required to contract for this service.

Roads and Streets. Street improvement and maintenance is provided by the Town of Farragut through the Engineering and Public Works Department. New street construction, existing street improvements, pedestrian ways, traffic control devices, bridge improvements, drainage improvements, and general maintenance of public facilities and infrastructure are included in this public service category.

area is possible and may be desirable, it should not be considered without an extensive cost analysis.

East. Growth of the Town to the east encounters the City of Knoxville and its urban growth objectives westward. The Concord community and territory west of Canton Hollow Road fall within a previously agreed upon annexation arrangement. This area includes approximately 1.2 square miles and is virtually built out. Inclusion in the Urban Growth Boundary is logical because the existing development of the area interacts with the Town as if it were a part of it. The justification for inclusion would be Farragut's ability to provide street maintenance and improvements, although that could prove costly requiring annexation plans to be long term, but within the twenty year growth plan. The future development of several properties adjacent to the Town along Concord Road, and south of Loop Road, have valid connections to potential development within the Town and should be considered short term priorities. Coordination of development and lower cost infrastructure improvements could benefit both the area and the Town.

North. The combination of existing development, topographic features, Interstate Highway I-40/75, and the existing annexation arrangement with the City of Knoxville complicates the potential urban growth boundary to the north. The Town has already crossed the Interstate Highway and thereby has made a commitment north of I-40/75. The future development of vacant land north of I-40 accessed by the future extension of Outlet Drive from its current end to Campbell Station Road and beyond appears dependent on the Town's participation and/or cooperation in new street construction.

Black Oak Ridge imposes the first topographic feature which creates a logical boundary for Farragut's future urban growth. Use of the ridge for a boundary could create a buffer of low density residential and open space uses from Everett Road to Yarnell and Lovell Road. The annexation arrangement with the City of Knoxville would further define the boundary south on Lovell Road from Yarnell Road to I-40/75. The area is approximately twenty percent developed with single family residential use along Snyder Road and Gilbert Drive with commercial development on Lovell Road and Outlet Drive. This area contains approximately 2.8 square miles with eight miles of streets.

Beaver Ridge lies to the north of Black Oak Ridge and Hines Valley. This area is developing at very low densities and does not have public sanitary sewer available. Yarnell Road runs through the majority of Hines Valley from Lovell Road to Everett Road. Use of this feature as a boundary would include the Watt Road interchange and extend northeast from the Knox County line to the Pellissippi Parkway. There are approximately 9 street miles in this area of 3.77 square miles.

Impact on Agriculture, Forests, Recreation, and Wildlife Management

Residential, commercial, and industrial growth in West Knox County continue to convert previously agricultural and forested land to predominately single family subdivisions and business parks. Very few agricultural acres are found adjacent to the current boundary of Farragut with the majority located in small tracts lying fallow or used as pasture. Some agricultural activities appear in Hines valley on a very small scale. There are no active forestry enterprises being conducted in the area, however, Black Oak Ridge and Beaver Ridge have areas of undisturbed forest. There are no formal wildlife management areas to contend with outside the Town limits. Concord Park just south of the Town on Fort Loudon Lake provides a large amount of forested open space and shoreline that should provide wildlife habitat. Urban growth is occurring around Farragut and is expected to continue. Inclusion in the Town of Farragut would provide some protection of trees and wildlife habitat through newly formed policies, however, agricultural land in the area is expected to change to urban uses both in the county and the Town.

CONCLUSIONS AND RECOMMENDATIONS

West Knox County continues to transform from a rural agrarian landscape to an urban environment with urban service demands. That transformation is documented in a multitude of studies prepared by the Knoxville/Knox County Metropolitan Planning Commission staff indicating rapid growth along and adjacent to major transportation corridors. This growth has been occurring for thirty years and has been intensified by water and sewer services provided by First Utility District and West Knox Utility District.

The Town of Farragut has been a primary beneficiary of the growth of West Knox County. Land use calculations indicate that if the vacant unrestricted land which exists in the Town becomes available for development during the next twenty years, then the current incorporated area could accommodate as much as 100 percent growth to a population in excess of 35,000 persons. Commercial property has been identified as sufficient to support the maximum residential build out of the Town. Although it is unlikely that the Town will experience this level of growth over the twenty year plan period, it is very likely to out distance the University of Tennessee population projection.

Core urban infrastructure, public services, and community facilities are available to the residents of the Town and can accommodate future growth. In the urban service categories where the Town has responsibility, it has legitimate concerns about transportation improvements and development standards around its corporate boundary. It has demonstrated the ability and timetable for extending services within the Town through an on-going capital improvements plan. It has indicated an intent and capability to gradually extend its boundary into an urban growth area where the Town of Farragut is better able to serve the existing residents and future growth than another government.

Recommendations

It is recommended that the area east of Concord Road, including the old Concord community, and property along the Southern Railroad right-of-way, be included in the Farragut Urban Growth Boundary. This area is depicted in the attached illustration titled Farragut 20 Year Urban Growth Plan, Eastern Boundary, adopted by the Farragut Board of Mayor and Aldermen on June 24, 1999.

It is recommended that the area south of Kingston Pike, including properties adjacent to Kingston Pike from Thornton Heights subdivision to Canton Hollow Road be included in the Farragut Urban Growth Boundary. This area is depicted on the attached illustration titled Farragut 20 Year Urban Growth Plan, Northeastern Boundary, adopted by the Farragut Board of Mayor and Aldermen on June 24, 1999.

It is recommended that areas north of Interstate 40/75 and adjacent to the current corporate boundary in the vicinity of Fretz Road, North Campbell Station Road, Snyder Drive and west of Outlets Drive be included in the Farragut Urban Growth Boundary. This area is depicted on the attached illustration titled Farragut 20 Year Urban Growth Plan, Northern Boundary, adopted by the Farragut Board of Mayor and Aldermen on June 24, 1999.

It is recommended that areas south and adjacent to the Southern Railroad right of way and bounded by Fort Loudon Lake be included in the Farragut Urban Growth Boundary. Willow Grove subdivision off Boyd Station Road and Taylor's Landing subdivision off Turkey Creek Road are included in these areas which are depicted on the attached illustration titled Farragut 20 Year Urban Growth Plan, Southern Boundary, adopted by the Farragut Board of Mayor and Aldermen on June 24, 1999.

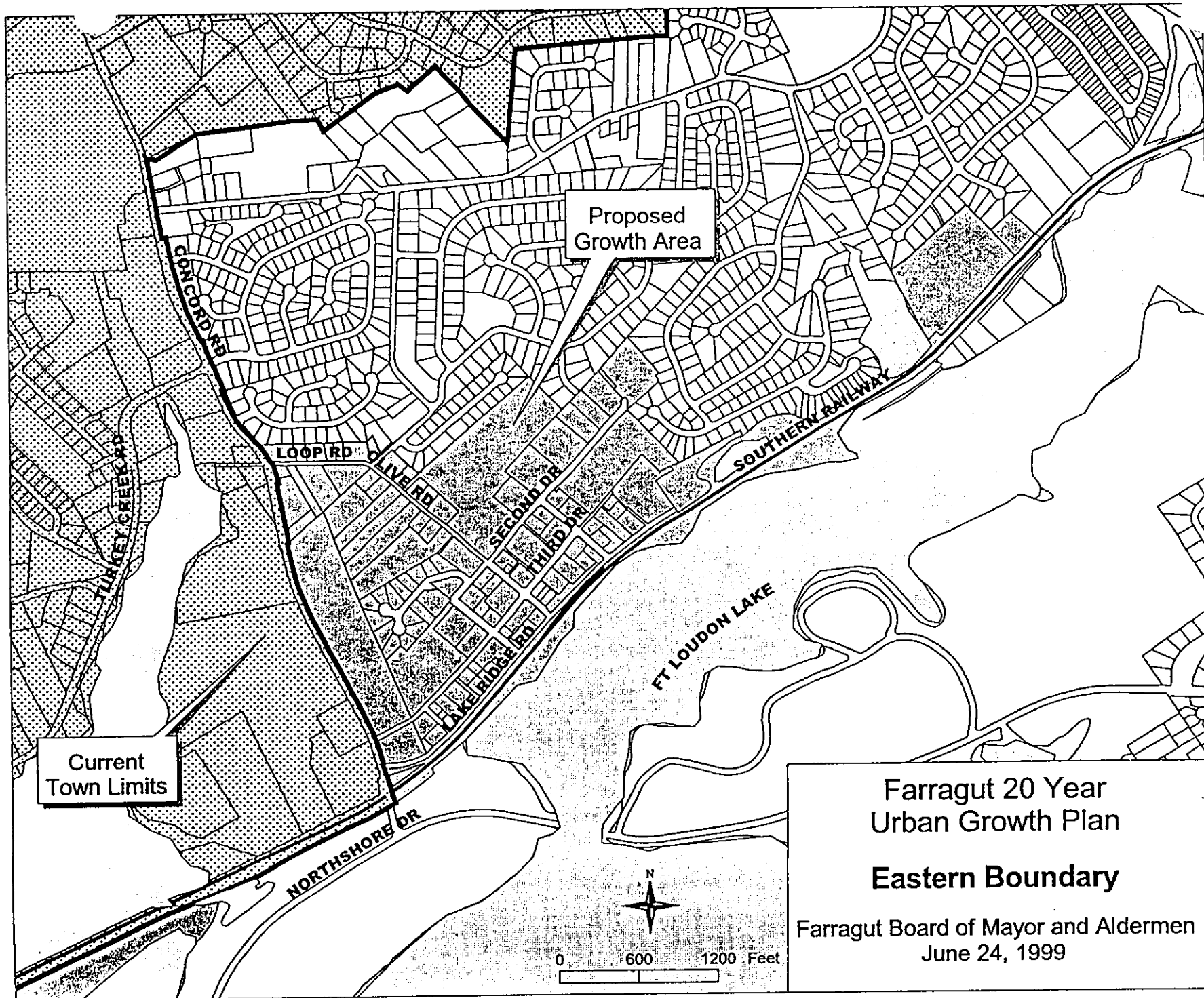
It is not recommended for the Choto area or the Hines Valley area to be included in the Farragut Urban Growth Boundary because of the cost to provide street maintenance and improvements, and because there is not a logical physical or community connection to those areas. As stated previously, the Town of Farragut is not in need of additional land to accommodate growth, therefore, the urban growth boundary must be based on its ability to provide street construction, improvements and maintenance to those neighborhoods and business in existence, as well as guiding new development activities and standards to best manage the impact of urban growth on both the Town and in the urban growth area. The cost to improve access across the railroad south into the Choto area is estimated to be cost prohibitive under the Town's current street improvement priorities. The Hines Valley area, especially at Watt Road and the I40/I75 interchange, would also be costly to maintain with no source of revenue to cover the cost from that location. Three truck service facilities at Watt Road accommodate a high volume of heavy vehicle traffic placing demands on the street infrastructure that the Town would be responsible for if the area was annexed. Urban growth areas which the Town may consider must be evaluated against the Town's ability to serve the area and the budgetary impact external growth will have on the existing level of service within the community.

Annexation by the Town to the west is effectively blocked at its border with Loudon County. The Town does not have seven percent of its population residing in Loudon County, nor does it provide sanitary sewer service to the area. Growth of the Town into Loudon County can only occur by referendum, or with permission granted by the Loudon County Board of Commissioners and in compliance with the Loudon County Growth Plan. For these reasons, property in Loudon County is not recommended for inclusion in a Farragut Urban Growth Boundary Proposal.

It is highly recommended that urban fringe studies be conducted on these areas to establish priorities for annexation based on public service costs and development demand so that the Town Board, the residents of Farragut, and the residents within the Urban Growth Boundary have a better understanding of the cost and timing of proposed annexations. This will also be useful to the Town in identifying Urban Growth Boundary adjustments in the future which may ultimately include the Choto and Hines Valley areas.

ENDNOTES

- ¹ Section 5(a), 1998 Public Chapter 1101.
- ² Section 7(a)(1), 1998 Public Chapter 1101.
- ³ 1990 Census of Population, U.S. Department of Commerce, Bureau of the Census, Publication 1990 CP-2-44.
- ⁴ Population Projections for Tennessee Counties and Municipalities 2000-2020, March 1999, Center for Business and Economic Research, The University Tennessee, Knoxville Tennessee.
- ⁵ Field survey and inventory conducted by the State of Tennessee, Department of Economic and Community Development, Local Planning Assistance Office.
- ⁶ Land use designations were derived from the Knox County Property Assessor's land use classification of property with field verification and inventory completed by the Town of Farragut planning staff and the Local Planning Assistance Office. Area calculations were derived from the Town of Farragut base map which is developed from Knox County parcel identification maps.
- ⁷ U.S.G.S Lovell Tennessee Quadrangle 7.5 Minute Series Topographic Map, 1968, Revised 1990; and U.S.G.S. Concord Tennessee Quadrangle 7.5 Minute Series Topographic Map, 1968.
- ⁸ Flood Insurance Rate Map, Town of Farragut, Tennessee, Panels 470387 0005, 0010, 0015, and 0020, Published February 15, 1985 by the Federal Emergency Management Agency.
- ⁹ Information found in this section was derived from interviews with the Town staff and the Town of Farragut, Capital Improvements Plan, 2000-2004.
- ¹⁰ Section 9(e), 1998 Public Chapter 1101



Current
Town Limits

Proposed
Growth Area

0 500 Feet



KINGSTON PIKE

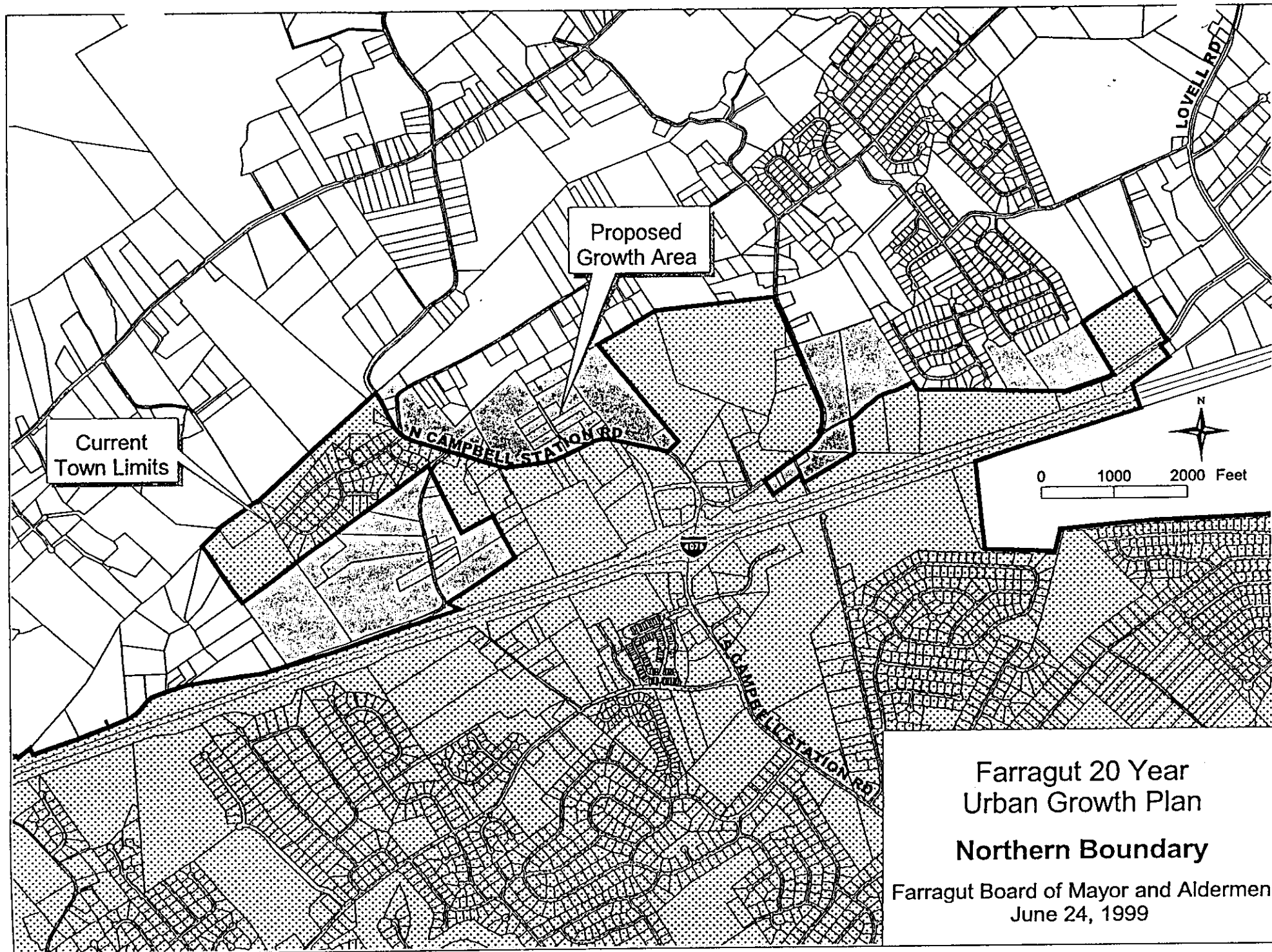
LOVELL RD

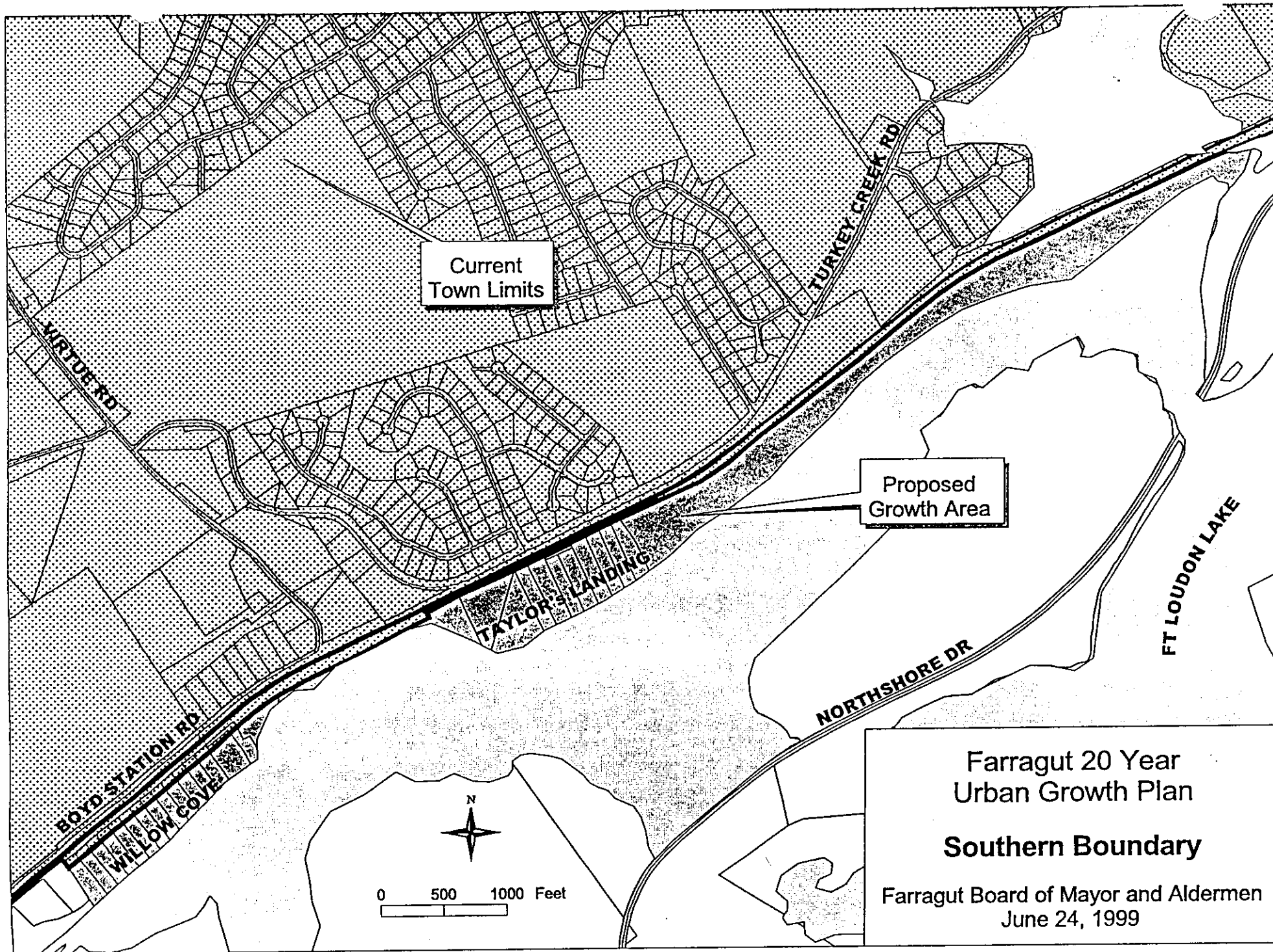
CANTON HOLLOW RD

Farragut 20 Year
Urban Growth Plan

Northeastern Boundary

Farragut Board of Mayor and Aldermen
June 24, 1999





URBAN GROWTH BOUNDARY REPORT

COLLEGEDALE, TENNESSEE

JULY, 1999



PREPARED FOR
THE CITY OF COLLEGEDALE, TENNESSEE

COLLEGEDALE CITY COMMISSION
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PREPARED BY
THE STATE OF TENNESSEE
DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT
LOCAL PLANNING ASSISTANCE OFFICE
SOUTHEAST TENNESSEE REGION
CHATTANOOGA, TENNESSEE

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CONTENTS

INTRODUCTION	1
Purpose	1
Methodology	1
Definitions	2
EXISTING MUNICIPAL LAND USE ANALYSIS	3
Land Use Inventory	3
Land Use Categories	3
Physical Constraints	4
Vacant Land Development Potential Within the Corporate Boundaries	4
EXISTING MUNICIPAL PUBLIC SERVICES ANALYSIS	6
Utilities	6
Water Service Area	6
Sewer Service Area	6
Protective Services	6
Police Department	6
Fire Department	6
Solid Waste Collection	7
Roads and Streets	7
Parks and Recreation	7
Land Use Controls and Municipal Codes	7
Unimproved Vacant Land Service Provision	8
Existing Municipal Land Use/Existing Municipal Public Service Findings	8
PROJECTED GROWTH NEEDS FOR LAND AND PUBLIC SERVICES	9
Projected 20-Year Population Growth and Residential Land Needs	9
Projected Economic/Business Growth and Commercial Land Needs	9
Special Land Management Concerns: Forest, Agriculture, Wildlife Management, Recreation and Open Space	10
Projected Land Needs Outside Corporate Boundaries	10
Projected Public Service Capability Outside Corporate Boundaries	11
DESCRIPTION OF URBAN GROWTH BOUNDARY	12
TABLE 1: Existing Land Use Breakdown	3
FIGURE 1: Land Use Breakdown	3

ILLUSTRATIONS

- ILLUSTRATION 1: Existing Land Use
- ILLUSTRATION 2: Development Constraints
- ILLUSTRATION 3: Current and Potential Sewer Service Area
- ILLUSTRATION 4: Community Facilities
- ILLUSTRATION 5: Urban Growth Boundary

ALL ILLUSTRATIONS USED FOR THIS REPORT ARE AVAILABLE FOR REVIEW AT COLLEGEDALE CITY HALL.

COLLEGEDALE, TENNESSEE URBAN GROWTH BOUNDARY REPORT

INTRODUCTION

Purpose

This report is prepared pursuant to the requirements of Section 7(a)(2) of Public Chapter 1101 outlining a municipality's duties to review and report on the urban services and public facilities within the municipality and its proposed urban growth boundary. The legislation states:

"Before formally proposing urban growth boundaries to the coordinating committee, the municipality shall develop and report population growth projections; such projections shall be developed in conjunction with the University of Tennessee. The municipality shall also determine and report the current costs and the projected costs of core infrastructure, urban services and public facilities necessary to facilitate full development of resources within the current boundaries of the municipality and to expand such infrastructure, services and facilities throughout the territory under consideration for inclusion within the urban growth boundaries. The municipality shall also determine and report on the need for additional land suitable for high density, industrial, commercial and residential development, after taking into account all areas within the municipality's current boundaries that can be used, reused or redeveloped to meet such needs. The municipality shall examine and report on agricultural lands, forests, recreational areas and wildlife management areas within the territory under consideration for inclusion within the urban growth boundaries and shall examine and report on the likely long-term effects of urban expansion on such agricultural lands, forests, recreational areas and wildlife management areas." TCA 6-58-106(a)(2)

This report will serve to provide background information for Collegedale's Urban Growth Boundary.

Methodology

This report was prepared using a variety of methods: review and study of previously-prepared planning and annexation documents, interviews with local officials, and field interviews. Land uses were inventoried and analyzed using planimetering, existing studies and previously-gathered information then field checking. Information on public services and facilities was gathered through a checklist completed by City officials, interviews with City officials, and field checking results. Population projections used to forecast residential growth were developed by the University of Tennessee. The average residential density was calculated by using the number of residential units and the number of acres currently in use as residential property, as determined above. That number (1.7 units per residential acre) is used as the average residential density. Also, the 1998 certified population of 5,302 was used in conjunction with the number of residential dwelling units (1,718) to determine the average household size (3.09), and in turn to forecast the number of housing units required to accommodate the planned population.. Information regarding natural development constraint features was gathered through existing

studies and interviews with the U.S.D.A Natural Resources Service. This information was then processed, using the guidelines and priorities set by Public Chapter 1101, and used to prepare the Urban Growth Boundary and accompanying report.

Definitions

The following words, terms, and phrases are hereby defined as follows and will be interpreted as such throughout this report. Terms not herein defined shall have the customary dictionary meaning assigned to them:

(1) "Urban growth boundary" means a line encompassing territory established in conformance with the provisions of TCA 6-58-106(a) and approved in accordance with the requirements of TCA 6-58-104.

(2) "Density" is not well defined by Public Chapter 1101, but as it relates to land development, refers to the number of persons, structures, or housing units of a specified area. Highest densities would most often be found in urban areas and lowest densities would be found in rural areas. The Bureau of the Census defines rural density as 1,000 or fewer persons per square mile, which equates roughly to one unit per two acres. Residential densities in the City of Collegedale range from a low average of 1.32 single family units per developed acre of single-family residential property to a high of 25.66 multi-family units per developed acre in use as multi-family. The gross residential density for Collegedale is 1.7 units per acre.

(3) "Improved Vacant Land" means undeveloped property with immediate access to all municipal utility services, including public sewer service.

(4) "Unimproved Vacant Land" means undeveloped property with access to some or no municipal utility services, but without specific immediate access to public sewer service.

EXISTING MUNICIPAL LAND USE ANALYSIS

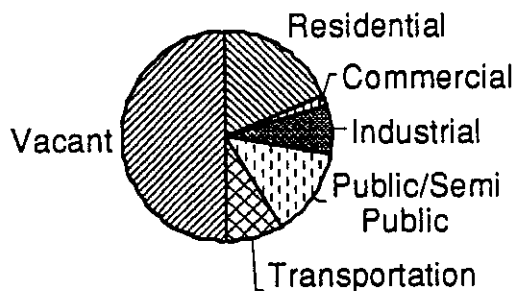
Land Use Inventory

Land Use Categories – The total incorporated acreage of Collegedale is 5,387 acres. *Table 1* shows the breakdown of land use types, including areas with natural constraints for development to be explained later in this section. *Figure 1* is a graphic representation of the same information.

TABLE 1. EXISTING LAND USE BREAKDOWN

LAND USE CATEGORY	ACRES	PERCENT OF TOTAL LAND	PERCENT OF DEVELOPED LAND	NUMBER OF UNITS	DENSITY (UNITS/ ACRE)
Residential	1007.8	18.71%	37.33%	1718	1.70
Single-Family	856.8	15.90%	31.74%	1134	1.32
Duplex	30.2	0.56%	1.12%	101	3.34
Multi-Family	6	0.11%	0.22%	154	25.67
Mobile Home	114.8	2.13%	4.25%	326	2.84
Commercial	87.8	1.63%	3.25%		
Industrial	399.8	7.42%	14.81%		
Public/Semi-Public	752.3	13.97%	27.87%		
Transportation	452.1	8.39%	16.75%		
Total Developed Land	2699.8	50.12%	100.00%		
Vacant Land	2687.2	49.88%			
Constraints	1755	32.58%			
No Constraints	932.2	17.30%			
TOTAL LAND	5387	100.00%			

FIGURE 1 - LAND USE BREAKDOWN



Southern Adventist University maintains 1,316 dwelling units for students and faculty both on and off campus. As these facilities are for the specific use of Southern Adventist University, they are not included in the structure counts. Commercial uses comprise retail and service uses. Industrial contains manufacturing, fabricating, and warehousing operations. Public/semi-public includes all municipal buildings and uses, churches and cemeteries,

Adventist University's campus. The transportation category includes street rights-of-way, railroads, and the airport. The vacant land category can be further divided into improved or unimproved, as defined in the previous section. *Illustration 1* depicts existing land uses on a parcel level. This illustration also shows the Collegedale Major Road Plan designations.

Physical Constraints – Development within the corporate limits of Collegedale is affected by a variety of development constraints. Floodplain, excessive slope, poor soils for septic tanks all combine to influence development decisions, densities, and required infrastructure. One or more of these conditions affects a total of 1,555 acres out of Collegedale's total 5,387 acres. Development of such properties will require remedial measures or additional infrastructure, such as public sewers being required where soils are poor for septic tanks. As the presence of public sewer would remove most development constraints tied specifically to soil conditions, the areas noted in this study as being constrained by soil also have other constraints present, such as floodplain. The wetlands category is for areas noted by the U.S.D.A. to be designated wetlands. Floodplain areas are those depicted on Flood Insurance Rate Maps and have a zoning overlay regarding floodplain development. The "slope" designation is for areas exceeding 20% slope, specifically White Oak Mountain. While development is not precluded, it will necessarily be less dense in these areas than in areas with no such constraints, if it occurs at all. As such, lands with development constraints will not be considered for development at the same level as the remaining areas of the City. Future calculations of moderate or high-density land needs will not include these areas. *Illustration 2* shows the locations and types of constraints within Collegedale.

Vacant Land Development Potential Within the Corporate Boundary

Approximately 49.88% of the City of Collegedale is vacant. There are large parcels of agriculture and forested lands within the City, constituting approximately 2,687 acres. Of this, approximately 1,755 acres can be classified as having the physical constraints present as noted earlier. Of the 932 acres available for moderate or high density development, approximately 144 acres have access to all public services and are therefore improved vacant lands.

Included within the category of unimproved vacant lands, it must be noted that an area known as "Town Center", identified in *Illustration 1* as the area zoned MU-TC, is slated for development as a mixed-use area of retail commercial, services, public/semi-public, and residential uses. Utilities will be installed as development progresses. "Town Center" is part of a larger study area called the "Four Corners" area, which includes existing uses as well as vacant lands occupying approximately 252 zoned acres. The final land use designations are uncertain as the area will intentionally be mixed-use, however, the Collegedale Municipal Zoning Ordinance, based on precepts established in the Four Corners Master Plan, requires that a minimum of 10% of the final developed area be residential. By subtracting out existing developments, and after deducting public spaces and other lands already committed to specific uses, approximately 81 vacant areas are available for development. Therefore, 10% of the vacant acreage within the study area, or 8 acres, will be counted as residential at a rate of 12.5 units per acre based on the current zoning requirements, which translates into 309 persons, using the previously-established

figure for average household size (3.09). Of the remaining area, approximately 73 acres can be allotted for future commercial activity. These figures are a very conservative estimate of a final development pattern that could very well produce a majority of residential property, instead of the required 10%.

EXISTING MUNICIPAL PUBLIC SERVICES ANALYSIS

Utilities

Water Service Area – Collegedale's water is supplied by the Eastside Utility District. The District owns and maintains all water lines within the municipality and a portion of the surrounding area. Areas of moderate and high-density development are served by public water, and are provided fire flow. The Collegedale Municipal Subdivision Regulations require that all water line extensions be a minimum six- (6) inches in size. Fire hydrants are required in new developments.

Sewer Service Area - Approximately 20% of the developed lands in Collegedale have access to public sewer service. Sewer serves commercial and industrial uses, and a small amount of residential property. Collegedale has an agreement with Chattanooga to process waste from the various drainage basins within the Collegedale vicinity, except for the Lee Basin, up to a maximum of 3.5 MGD. The waste is pumped to the treatment facility at Moccasin Bend. Current usage from Collegedale is 900,000 gallons. Collegedale's City Engineer has prepared a Sewer Master Plan for extension of sewer service through the municipality and into the proposed growth area. *Illustration 3* shows the current and potential sewer service area of Collegedale.

Southern Adventist University has a private sewer collection system serving University properties and facilities only. The sewage is carried to Collegedale's main lines, then transferred to Moccasin Bend.

Protective Services

Police Department – The Collegedale Police Department has 12 full-time employees, 1 part-time, and 10 auxiliary. Dispatching is handled through Hamilton County E-911. The International Association of Policemen recommends 2.1 patrol officers per 1,000 population for communities under 30,000 total population. Using this standard, Collegedale currently employs the minimum number of full-time officers for the current population level (11.1).

Fire Department – The Collegedale area is served by the Tri-Community Volunteer Fire Department and enjoys an ISO rating of 4. One station is within the corporate limits of Collegedale while three stations are in the surrounding area. Each are fully equipped fire-fighting facilities. Based on standards prepared by both the National Board of Underwriters, and Daniels, Keller and Lapping in The Small Town Planning Handbook (APA), locations of fire stations have a recommended service radius of 1.5 miles from high-value commercial and industrial districts and 2 miles from medium to high density residential districts (houses are 100 feet apart or less). Fire service customers outside of Collegedale's corporate limits pay an annual subscription fee of \$75 to Tri-Community. Collegedale pays Tri-Community an amount that is based on the City's current tax assessment for municipal coverage. Residents of Collegedale pay no subscription fee as the contract covers all City residents through the property tax. *Illustration 4* shows the locations of the fire stations in the Collegedale area, and their fire service areas.

Solid Waste Collection

Collegedale provides weekly residential solid waste collection. The service is curbside pick-up with filpcarts provided by the City. Commercial and industrial users contract with various private companies to provide solid waste collection. The City also provides bins for a curb-side recycling program for residents.

Roads and Streets

Collegedale currently maintains 29.2 miles of local streets, while TDOT maintains 6 miles within the corporate limits. The Collegedale street budget has a re-paving schedule on 2-year cycles. The average street department budget for the last two fiscal years was approximately \$180,000.

Parks and Recreation

Collegedale maintains 2 parks totaling 4 acres. In addition, the City is completing work on a Greenway system, designed as a linear park, to link various areas of the City with walking facilities along Wolftever Creek in the floodplain. The total acreage of the completed greenway project will be approximately 12 acres consisting of 4 miles of an average 8-foot walking path within an average right-of-way of 25 feet. Also, the Four Corners Master Plan provides for approximately 31 acres of open space and recreation areas, including 2 acres of the above-mentioned greenway. The combined total acreage of parks and open space is approximately 45 acres. To accommodate the planned population of Collegedale in 2020, as determined by the University of Tennessee and reported in a later section of this report, between 42.78 and 71.87 park acres, in various forms from community to neighborhood parks, are recommended as standard by the National Recreation and Park Association. (Recreation, Park and Open Space Standards and Guidelines.)

Land Use Controls and Municipal Codes

Collegedale enforces a Municipal Zoning Ordinance and Subdivision Regulations, with the assistance of the Collegedale Municipal Planning Commission. The City enforces the Southern Standard Building Code. Further, the City has recently formed a Design Review Commission to control design issues within the Four Corners Master Plan area, and is preparing an extensive landscaping ordinance for adoption.

Collegedale has recently implemented a Stormwater Management Ordinance that will improve the quality of developments and limit their impact on surrounding properties through a requirement that there will be no increase in water run-off from developments and also through sediment and erosion control standards for all developments.

Unimproved Vacant Land Service Provision

The Sewer Master Plan must be implemented in order to serve Collegedale's current vacant land with full development potential. The Master Plan will be implemented through a staged Capital Budgeting process. A map of all relevant community facilities, including future sewer service areas, is shown as *Illustration 3*.

Existing Municipal Land Use/Existing Municipal Public Service Findings

Based on the analysis provided thus far, it appears that approximately 144 vacant acres within the corporate limits are available for immediate development, with utilities in place. These properties can potentially accommodate 245 housing units, or 757 people, based on the over-all City residential density and average developed lot size. With the sewer expansion plans that will be noted in the next section of this report, enough of the remaining 788 acres of unconstrained vacant land can be developed to accommodate the planned population increase for Collegedale, as forecasted by the University of Tennessee, at the very least.

The amount of vacant land appears sufficient to provide the minimum requirements for future residential and commercial needs serving Collegedale's projected population increases through the year 2020. McKee Foods, Collegedale's largest industry, and Southern Adventist University, a private university, have land holdings to serve their own needs and priorities in the coming years, although Southern Adventist has noted their interest in an additional 40 acres for future University residential use outside the current corporate boundaries.

PROJECTED GROWTH NEEDS FOR LAND AND PUBLIC SERVICES

Projected 20-Year Population Growth and Residential Land Needs

The University of Tennessee's Center for Business and Economic Research has published population projections for Collegedale through the year 2020. The projections, along with the percentage change for each intervening step, are presented in Table 2. The projections show a 35.60% increase from the certified 1990 population by the year 2020.

TABLE 2
COLLEGEDALE POPULATION PROJECTIONS

1990	% change	1995	% change	2000	% change	2005	% change	2010	% change	2015	% change	2020	Total change
5048	10.42	5574	6.10	5914	4.02	6152	3.82	6387	3.62	6618	3.43	6845	35.60

The 2020 projected population is a 1,543 person increase over the 1998 certified population of 5,302. Using the average household size of 3.09 persons per household as calculated in this report, a total of 499 new housing units will be required. Using the average residential density of 1.7 units per acre, 499 new housing units should require approximately 294 acres of land, however this report has already noted that the Four Corners area of Collegedale should be able to accommodate 100 housing units on approximately 8 acres, which reduces the land needs outside the Four Corners area to 399 housing units requiring approximately 235 acres of vacant land.

Projected Economic/Business Growth and Commercial Land Needs

Projections of economic and business growth, especially when used to determine land use needs, must be based on assumptions. The first assumption is that there is a correlation between the population of a community and the need for a specific amount of commercial/retail/services land acreage to serve that population. A second necessary assumption in Collegedale's case is that I-75 will continue to generate commercial and retail growth unrelated to Collegedale's population base. Together, these assumptions will lend guidance to the amount of land needed to serve the local population, albeit with specific locations undetermined, and the location of land where retail services are already established to serve interstate traffic. To determine local population needs for commercial property, a constant must be obtained. In 1999, Collegedale had approximately 88 acres in use for commercial enterprises. The most recent certified population of Collegedale (1998) is 5,302, which produces a constant of .017 acre per capita. Based on this information, and using the UT population figure for 2020, Collegedale will require a total of 116 acres of commercial property, or an increase of 28 acres over the current amount of land used for these purposes. Given the new mixed-use area at Four Corners, which amounts to approximately 81 acres of developable vacant land, and the land use conditions discussed in the **Vacant Land**

Potential within the Corporate Boundary section of this document, approximately 73 acres are available for commercial or services uses. Based on this premise, no additional land is required for potential commercial activity beyond what is already within the corporate boundaries.

The commercial potential posed by the I-75 at the Ooltewah exit has little bearing on the size or population of Collegedale, however, the presence of municipal services is necessary for the area to realize its full development potential. Collegedale is currently in litigation with the City of Chattanooga regarding this area. Several commercial establishments are located at Exit #11, and with the full range of municipal services as proposed by Collegedale, commercial development is expected to increase in density.

Special Land Management Concerns: Forest, Agriculture, Wildlife Management, Recreation and Open Space

Collegedale is fortunate to be located in an area of special scenic beauty. White Oak Mountain provides an impressive backdrop for development, while the Wolftever Creek system provides opportunity for passive and active recreation. Also, Collegedale has within its immediate area large expanses of farmland. While several of these areas are surrounded by the Collegedale corporate limits, they have not themselves been annexed. These lands are not proposed for development, and are not included in any calculations of future land needs. Rather, these areas enhance the over-all appeal of Collegedale as a place to live and do business and as such are important to preserve in their current state. The farmlands surrounded by the corporate limits are important from an economic standpoint to the landowners themselves, but they also carry value to the City as areas of open, unbroken farmland with aesthetic and historic appeal. Collegedale recognizes the importance of preserving forested and agricultural areas within its corporate limits by use of an Agricultural Zoning District that restricts residential development to one unit per acre.

White Oak Mountain will no doubt see development, but at a substantially reduced rate compared with the rest of the City. Collegedale is considering regulations to prevent clear-cutting of trees on White Oak Mountain to help preserve its natural beauty and prevent over-development. The Wolftever Creek floodplain is already a draw for recreation, and is the location of the City's greenway system. The Town Center mixed-use development has as a large component the completion of the greenway through that area, and beyond.

There are no known areas in the Collegedale vicinity that have been designated for special wildlife preservation.

Projected Land Needs Outside Corporate Boundary

It is apparent from the previous analysis that there exists within the current corporate limits sufficient land to accommodate the projected residential and business growth, according to the population projections from the University of Tennessee. There is also sufficient land to accommodate expansion of the municipality's existing industries. Therefore, any additional land needs would be precipitated by growth unanticipated by the population projections. Projections

cannot be taken as literal, as many factors influence growth that cannot be taken into account through pure mathematical analysis. Therefore, while vacant land within the corporate limits can support the projected natural population increase, other factors, such as migration for existing job opportunities, or the announcement of a large industry locating within the community, can substantially change land use needs.

Projected Public Service Capability Outside Corporate Boundaries

Water - Collegedale is provided water service from the East Side Utility District. The District has a 24-inch water main and a 2.1 million gallon storage tank to serve the Collegedale area. The City Engineer deems the water system more than adequate for future development.

Sewer - Sewer for portions of the Ooltewah area is provided by the Hamilton County WWTAA (Waste Water Treatment Authority) although the waste is pumped to Collegedale and ultimately treated at Chattanooga's Moccasin Bend Treatment Plant. Implementation of the Sewer Master Plan into the projected Urban Growth Boundary at a projected cost of \$3,410,066 will provide development in the growth area with the opportunity to utilize Collegedale's sewer service. As only 900,000 MGD of the 3.5 MGD allotted to Collegedale is currently used, there is ample room for additional users.

Police - As already noted in this report, to fully serve the potential growth area, Collegedale should employ 3 additional police officers in order to meet the recommendations of the International Association of Policemen. Proposed cost is \$50,000 per year per policeman, for a total annual cost of \$150,000, including vehicles and equipment.

Fire - The current fire service, provided by Tri-Community Volunteer Fire Department, covers the entire proposed Urban Growth Boundary. While not all properties within the service area are within 2 miles of the stations, the district as a whole has maintained an ISO rating of 4. Unless additional fire stations are constructed that will have all properties within the recommended 2 mile radius, development should not be allowed to the level that the fire rating is compromised.

Solid Waste Collection - The City proposes one additional sanitation crew and vehicle to provide residential service at cost of \$100,000.

Roads and Streets - The City will provide routine maintenance on all streets within its corporate limits in accordance with current maintenance policies.

Parks and Recreation - The City has already developed, or has plans to develop, approximately 45 acres of parks and open spaces. This acreage is at the low end of the recommended range of municipal park acreage for Collegedale's population, as predicted by the University of Tennessee. The City should consider development of additional parks beyond the MU-TC area, and the linear park or greenway.

DESCRIPTION OF URBAN GROWTH BOUNDARY

Based on the land use analysis presented in the first section of this report, Collegedale has within its corporate limits lands sufficient to meet the population growth as reported by the University of Tennessee. This includes lands to provide the associated commercial and service uses associated with residential growth. Therefore, based on a strict land use needs assessment, Collegedale requires no Urban Growth Boundary. However, reasons beyond population accommodation can be used to justify an Urban Growth Boundary. For example, Collegedale's location within the County is such that the areas to the south and east of the City are within various drainage basins that make Collegedale the logical sewer service provider and could allow Collegedale to provide effective stormwater management. Even within the limited areas of the Hamilton County WWTa, all sewage is pumped into Collegedale before being sent to Chattanooga's treatment plant. Areas that will ultimately rely on Collegedale for service provision should be within Collegedale's Urban Growth Boundary. Therefore, Collegedale has chosen to view this planning process as one that outlines the farthest extent of their projected public service facilities rather than simply outlining areas for annexation.

A map of the proposed Urban Growth Boundary is shown as *Illustration 5*. The Urban Growth Boundary was drawn based on topographic features that form the various drainage basins around the city, totaling approximately 12,115 acres. Parcel lines were followed where possible. From this total, 2,360 acres have been determined to be unsuitable for high-density residential development, as defined in this report, based on the same range of development constraints as are present within the corporate limits. Of the remaining property, 1,624 acres are already developed, but would fall within Collegedale's service provision area, approximately 453 acres are within the area annexed by Collegedale and challenged by Chattanooga as described below, and approximately 8,132 acres can be considered suited for future moderate or high-density residential development.

The area to the northwest, including the Ooltewah community, has developed as commercial due to the location of Interstate 75. Collegedale has already conducted an annexation of this property, but was challenged in court by the City of Chattanooga. Collegedale proposes to include this area to provide potential commercial and retail operations with the full range of municipal services that apply to incorporated properties. Encouragement of retail activity at this location is considered important to the economic future of Collegedale. The Interstate exchange area is part of a drainage basin that does not drain toward Collegedale, and the area is in fact currently served by Hamilton County public sewer but sent to Collegedale through a pump station. The presence of the Interstate is such an important opportunity for Collegedale that any additional infrastructure requirements to serve the area have been deemed to be worth the investment.

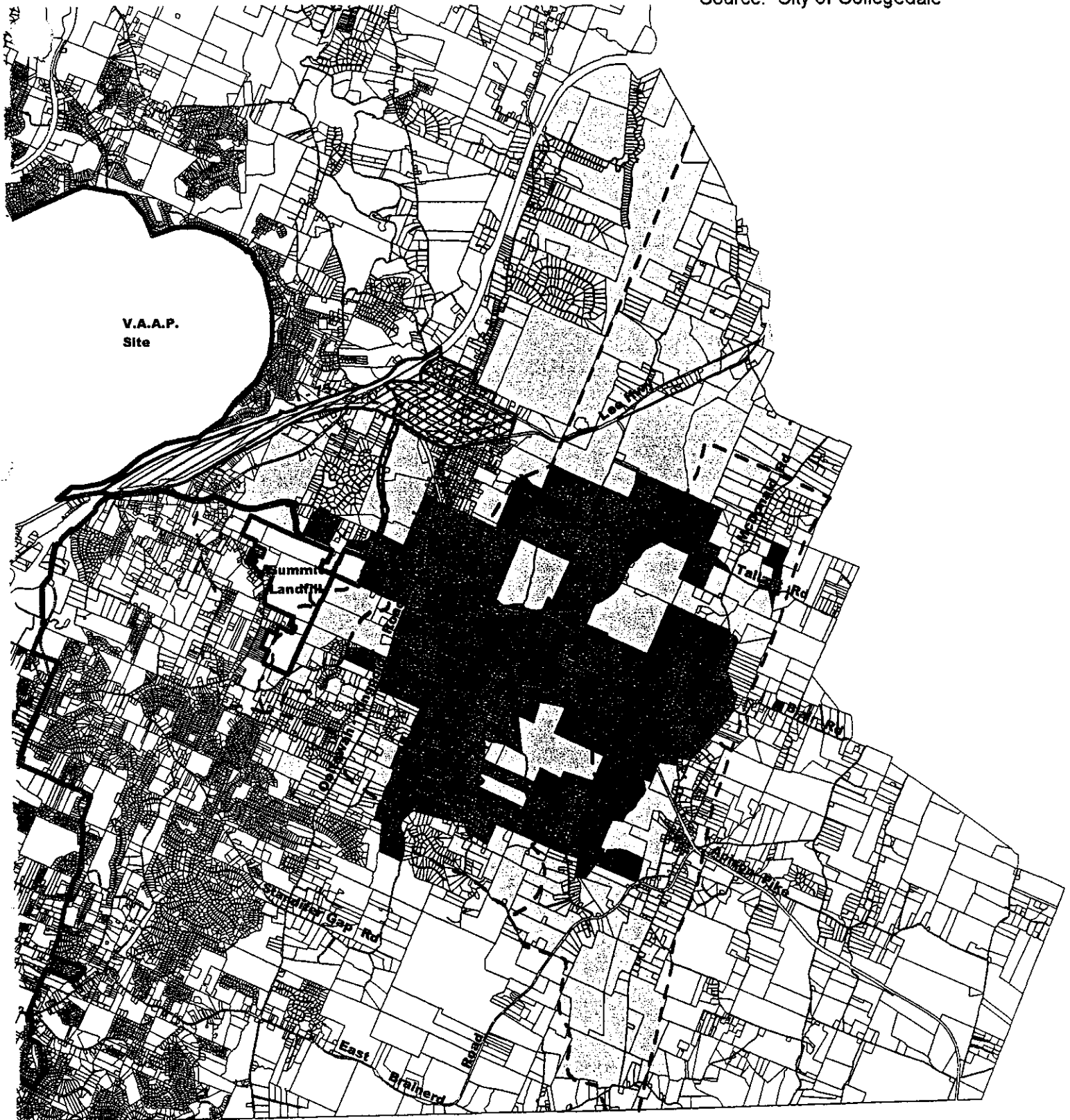
Areas to the south and east are fast-growing residential areas that will be best served long-term by public sewer lines rather than private septic systems. Some areas within the proposed Urban Growth Boundary, such as the Lee and Rabbit Valley Basins, have a considerable amount of existing development. As water is provided by Eastside Utility District, Collegedale cannot








control water service, however, Collegedale can control future development levels so that water service and fire protection are not overburdened. Also, Collegedale can influence the amount of sewage sent into its system for transmittal to Chattanooga. These areas can develop with the benefit of police protection, street maintenance, drainage control, and other municipal services.

In all, Collegedale proposes an Urban Growth Boundary not as a response to calculations of population increases or a dwindling land supply, but rather so that the City can be a center for urban services in the eastern part of Hamilton County. The population projections for the unincorporated areas of Hamilton County are almost as dramatic as the projections for Collegedale itself, and surpass the projections for most of the other municipalities in the County. Based on the current level of development in the Collegedale area, part of the expected growth will be in Collegedale's immediate vicinity. Given that Collegedale has an agreement with the City of Chattanooga regarding the maximum amount of wastewater that can be sent from the various drainage basins in the Collegedale area, it is imperative that Collegedale have the ability to control the level and pacing of development. For example, Collegedale's current zoning standards allow development at approximately one-half the density of the current Hamilton County zoning within all residential districts. At the same time, Collegedale encourages mixed-use, high-density growth in appropriate areas. While the Urban Growth Boundary does not prescribe Collegedale's future corporate limits, it certainly provides Collegedale with the ability to incorporate areas and ensure that development does not out-pace the ability to properly provide services.

Collegedale Proposed Urban Growth Boundary

Source: City of Collegedale



-  Drainage Basin Boundaries
-  Chattanooga City Limits
-  Collegedale City Limits
-  Collegedale Proposed Ooltewah Annexation (97)
-  Chattanooga Proposed Ooltewah Annexation (97)
-  Collegedale Proposed UGB
-  Collegedale

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URBAN GROWTH PLAN
COFFEE COUNTY, TENNESSEE

TABLE OF CONTENTS

	<u>PAGE</u>
I. INTRODUCTION	1
II. POPULATION PROJECTIONS	2
III. ANALYSIS OF LAND USE	3
Suburban Residential	3
Industrial Areas	4
Interchange Service Areas	4
Cross Roads Communities	4
Agricultural Lands	5
Constrained Lands	5
Publicly Held Lands	5
IV. ANALYSIS OF PUBLIC SERVICES	5
Utilities	6
Water Service	6
Sewer Service	6
Electric Service	
Natural Gas	6
Emergency Services	6
Fire Protection	6
Ambulance Service	7
Rescue and Extrication	7
Police Services	7
Waste Management	7
Education	7
Road Construction and Maintenance	8
Planning and Zoning	8
V. DESIGNATION OF RURAL AND PLANNED GROWTH AREAS	8
General	8
Designation of Rural Areas	9
Designation of Planned Growth Areas	9
VI. FUTURE PUBLIC SERVICES AND INFRASTRUCTURE	9
Utilities	9
Emergency Services	10
Education	10
Roads	10
VII. SPECIFIC ISSUES REQUIRING JOINT AGREEMENT	11
Taxation Issues	11
Land Use Controls	11
VIII. MAPS	11

A GROWTH PLAN FOR UNINCORPORATED PORTIONS COFFEE COUNTY, TENNESSEE

I. INTRODUCTION

Through **Public Chapter 1101**, of 1998, (the act) the Tennessee General Assembly provided the structures and processes for local governments to cooperatively manage growth within each of the State's ninety-five counties. This law provides that each municipality is to develop an "Urban Growth Boundary" (UGB) and to devise a plan for the UGB. The UGB established for each municipality is to identify a region that contains the corporate limits of the municipality and contiguous unincorporated area where urban growth may occur. The county government is charged with the responsibility of developing a plan for all portions of the county that lie beyond the Urban Growth Boundaries of the municipalities. The territory located beyond the Urban Growth Boundaries is to be classified as "Planned Growth Areas" or "Rural Areas". This document is intended to fulfill that requirement.

The Act provides the following definitions for the three use classification that are to be established within the county:

Urban Growth Boundaries (UGB) – the municipality and contiguous territory where high-density residential, commercial and industrial growth is expected, or where the municipality is better ~~able than other municipalities~~ to provide urban services.

Planned Growth Areas (PGA) – territory outside municipalities where high or moderate density commercial, industrial, and residential growth is projected.

Rural Areas (RA) – territory not in UGB or PGA and that is to be preserved as agricultural lands, forests, recreational areas, wildlife management areas or for uses other than high density commercial, industrial, or residential development.

Additionally, the Act provides the following criteria for defining a "Planned Growth Area" (PGA) or a "Rural Area" (RA):

Criteria for Defining a Planned Growth Area

As defined in the Act, the "Planned Growth Area" is to include territory:

- That is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur over the next twenty years;
- That is not within the existing boundaries of any municipality; or within an urban growth boundary
- That is reasonably likely to experience growth over the next twenty years, based upon history, economic and population trends, and topographic characteristics;
- That reflects the county's duty to manage natural resources and to manage and control urban growth, taking into account the impact on agriculture, forests, recreation and wildlife.

Criteria for Defining Rural Areas

As defined in the Act, a "Rural Area" is to contain territory:

- That is not within an Urban Growth Boundary or a Planned Growth Area;
- That is to be preserved over the next twenty years as agricultural, forest, recreation or wildlife management areas, or for uses other than high density development, and
- That reflects the county's duty to manage natural resources in a way that reasonably minimizes detrimental impact to agriculture, forests, recreation, and wildlife management areas.

Over the course of several months the Coffee County Planning Commission has been involved in considering this issue. After much consideration, the Planning Commission has determined that the designation of Rural Areas and Planned Growth Areas is a major concern in establishing future growth patterns within the county and that land values will be directly impacted as a result of such designations. Further, the Planning Commission has concluded that it is virtually impossible to effectively differentiate between these categories and thereby achieve the stated purposes of the Act absent some form of land use controls. To this end, it is proposed that a comprehensive zoning plan be developed that will encompass the entire county beyond the municipal boundaries of Manchester and Tullahoma.

II. POPULATION PROJECTIONS

One of the requirements of Public Chapter 1101 of 1998 is that the twenty-year plan be based upon population projections developed by the University of Tennessee Center for Business and Economic Research. Figures provided for Coffee County and the municipalities within it are as follows:

CURRENT AND PROJECTED POPULATION **COFFEE COUNTY**

	1990	1995	2000	2005	2010	2015	2020
Manchester	7,709	8,376	8,864	9,257	9,629	9,977	10,299
Tullahoma	15,758	17,373	18,853	20,084	21,308	22,519	23,711
Unincorporated	17,008	18,080	19,218	19,882	20,476	20,997	21,440
Total	40,475	43,829	46,935	49,223	51,413	53,493	55,450
All incorporated	23,467	25,749	27,717	29,341	30,937	32,496	34,010
Unincorporated	17,008	18,080	19,218	19,882	20,476	20,997	21,440
Unincorporated as % of total	42.0	41.3	40.9	40.4	39.8	39.3	38.7

The principal focus of this report is on the portion of the population termed "unincorporated". From the information supplied it is not possible to categorically say that this figure represents population expected to reside within areas located outside municipalities in the Year 2020. It can, however, be said that these figures represent population increase within the county as a whole and that in the Year 2020 some portion of this total projected increase will reside within portions of Coffee County located beyond the boundaries of incorporations.

The following is a summary of population increases projected for "unincorporated" portions of Coffee County. A total increase of 3,360 persons is projected by the Year 2020. This represents a slightly smaller proportion of total county population in 2020 (38.7 % as opposed to 42%) than was the case in 1990.

**A SUMMARY OF POPULATION INCREASES PROJECTED
FOR UNINCORPORATED PORTIONS OF COFFEE COUNTY**

1990	1995	2000	2005	2010	2015	2020
17,008	18,080	19,218	19,882	20,476	20,997	21,440
Net Increase Beyond 1995						
		1,138	1,802	2,396	2,917	3,360

III. ANALYSIS OF LAND USE

Within the unincorporated portion of Coffee County a broad selection of land use activities can be found. For purposes of analysis these activities can be grouped into seven functional categories.

1. Suburban Residential
2. Industrial Areas
3. Interchange Service Areas
4. Cross Roads Communities
5. Agricultural Lands
6. Constrained Lands
7. Publicly Held Lands

SUBURBAN RESIDENTIAL

A major focus of the Act is upon management of so-called "suburban sprawl". This term refers to a condition seen in virtually every major metropolitan area of the country wherein suburban development invades the rural landscape enveloping the land and permanently altering the local culture. Within Coffee County the issue of managing suburban growth appears to be a significant concern. This matter is particularly at issue as it relates to preservation of agricultural lands and the rural lifestyle.

Within Coffee County suburban residential development has principally occurred along major transportation routes and along the fringes of the two municipalities. To date, the great majority of this growth consists of suburban residential development situated on large tracts with frontage along existing roads or on small lots within small-scale subdivisions. In the past few years the pace of this activity as well as the volume has begun to significantly rise. Moreover, the nature of the market being served has changed. While many of the purchasers are still focused on the local market for employment an increasing proportion commute to work in the Nashville-Murfreesboro area. Managing this form of land use is perhaps the single most significant challenge before any unit of local government.

INDUSTRIAL AREAS

Coffee County is somewhat unique in that much of the county's major industry is located outside the municipalities and is likely to remain in this condition due to interlocal agreements relative to taxation. At the time of this writing, a second major industrial park is being planned and it is anticipated that this facility will be located and remain within the unincorporated portion of the county. Thus, protection of the industrial land base is now and will remain a significant element of land use policy within Coffee County.

INTERCHANGE SERVICE AREAS

Managing the use of land in and around the county's Interstate interchanges is a matter of particular significance to the realization of commercial potential. A total of six interchanges exist within the county. Three of the six are within the City of Manchester and one is situated on property owned by the Federal Government. The remaining two interchanges are at present within predominantly rural areas and offer the potential for commercial development. At both these interchanges the matter of urban services remains an unresolved issue. However, it is clear that achieving the full economic potential afforded by these facilities will require full urban services. Thus, a significant land use issue within the county's future is establishing means and mechanisms for realizing the potential afforded at the two sparsely developed interchanges that are subject to control by the county.

CROSS ROADS COMMUNITIES

Coffee County, as is the case with virtually all the rural counties in the state, contains a number of small crossroads service centers that meet a variety of needs for the surrounding population. Over the years some of these areas have expanded and their role has changed to become a focus for limited suburban growth. The following areas, although widely varying in size and services offered, are considered as cross-roads communities:

Beech Grove
Hillsboro
New Union
Pocahontas
Shady Grove

Some of these areas have experienced growth while others have declined. Some have become significant providers of commercial goods and services while others offer only a very limited line of such items. However, all these areas have to some degree assumed the historical role of providing some level of services to the nearby resident population. Due to this historic role, these areas are expected to serve as focal points for future development within the county.

AGRICULTURAL LANDS

Agriculture has long been a significant element within the economy of Coffee County. A major reason for the success of agriculture in the county is the large base of quality agricultural lands. It is apparent that continued success will require protection of these lands for agricultural use. These are simple statements and taken at face value they appear thoroughly rational. However, the matter of protecting these agricultural lands is perhaps the single most difficult and complex land use issue that faces the county.

Two facts are at the root of this dilemma. First, is the fact that land best suited for agricultural use is also the most inviting for urban usage. That is to say, flat to rolling fertile lands are easily and comparatively cheaply converted from fields of crops to fields of houses. Secondly, there is the matter of the differential in the value of land used for agriculture versus the value when utilized for urban purposes. The pressure exerted by increasing urban population and economic activity is more than sufficient to produce a continuing demand for conversion of agricultural lands to urban purposes. The lure of this gain coupled with the continuing marginal economic condition associated with traditional agricultural enterprise is equally sufficient to cause farmers to respond to that demand with a continuing supply of land suitable for urban expansion. The result of this conversion process is "urban sprawl".

This process is alive and active in Coffee County today. Moreover, it appears that the county lies along a major growth corridor that links Metropolitan Nashville, Chattanooga, Huntsville Alabama and the Arnold Engineering Development Center. Thus, there is no countervailing force present within the marketplace, other than the will of the county's people, to prevent Coffee County from becoming just another in the expanding list of places lost to the undifferentiated expanse known as "suburban America".

CONSTRAINED LANDS

The term "constrained land" is intended to include a variety of conditions that significantly limit the use of land for purposes other than woodland, pastures or other "natural" open land activities. Included in this group are areas subject to flood, wetlands, karst areas and land with steep slopes. Areas that lay along the Duck River and the Normandy Reservoir in the southwest quadrant of the county are examples of constrained lands. It should be noted, however, that large areas located throughout Coffee County meet the criteria to be classified as wetland.

PUBLICLY HELD LANDS

Coffee County contains a total land area of 428.9 square miles (274,500 acres). An examination of the tax rolls indicates that various Federal and State Government agencies own and/or controls the use of 26,723 acres which accounts for 9.7 percent of all land within the county. Much of this land, (particularly that located within Arnold Engineering Development Center), serves a recreation or wildlife preservation purpose in addition to other functions. In addition to these multi-use areas, certain other areas are set aside expressly to preserve and protect them for environmental reasons.

IV. ANALYSIS OF PUBLIC SERVICES

This portion of the analysis is intended to provide a brief summary of the public services currently being provided by the county. The emphasis of this analysis is on significant operational characteristics and cost of the various services.

UTILITIES

At present Coffee County provides no utility services. Where such services are available they are provided either by one of the municipalities or by a public or quasi-public utility. The following is a brief summation of the major utilities and growth-related issues associated with each of the various services.

Water Service

Water service is provided by the following organizations:

1. The City of Manchester
2. The City of Tullahoma
3. The Hillsville Utility District
4. The West Warren Utility District

Sewer Service

The Cities of Manchester and Tullahoma are the only providers of sewer service in the county.

Electric Service

The Duck River Electric Membership Cooperative provides electric service within the City of Manchester and the unincorporated portions of Coffee County. The Tullahoma Utilities Board provides electric service within that city.

Natural Gas

The Elk River Public Utility District provides natural gas service. This agency provides this service to businesses and individuals residing in Manchester and Tullahoma. Additionally, this agency is franchised to provide this service within all unincorporated portions of Coffee County.

EMERGENCY SERVICES

Fire Protection

Within the portion of Coffee that lies outside the corporate limits of Manchester and Tullahoma fire protection is provided by five volunteer fire departments. The following table provides information as to names and locations of these facilities.

Fire Department	Principal Location	Sub-Station Location
1. North Coffee	Highway 41, North	None
2. New Union	In New Union Community	Lakewood Park area
3. Summitville	In Summitville Community	Forest Mills
4. Hillsboro	In Hillsboro Community	Asbury Road area
5. Hickerson Station	On Old Highway 41 between Manchester & Tullahoma	Jones Elementary School area

Each station is equipped with a pumper truck, a water tanker and one equipment truck. The personnel serving as firemen are all volunteers. All these agencies provide automatic mutual aid to one another. Additionally, these operations are supported by the fire departments within Manchester and Tullahoma.

Ambulance Service

The Coffee County government provides emergency ambulance service to all persons within Coffee County. This service is provided from two stations, one within the City of Manchester and the second within the City of Tullahoma.

Rescue and Extrication

The Coffee County Rescue Squad provides rescue services to all persons within the county. The fire departments within the cities of Tullahoma and Manchester provide accident victim extrication to all portions of the county.

Police Services

The Coffee County Sheriff provides the following policing services:

1. Process serving to all incorporated and unincorporated areas within the entire county.
2. Operation of county jail designed to house 128 prisoners.
3. Court security for all courts operating within the county.
4. Patrol services throughout the unincorporated portions of Coffee County.

The budget for the Sheriff's Office stood at 1.8 million dollars for the past fiscal year.

WASTE MANAGEMENT

Coffee County provides solid waste collection and disposal for residents of the county who live outside Manchester and Tullahoma. Ten convenience centers situated throughout the county serve as collection points for this operation. The waste is hauled to Rutherford County for disposal. During the past fiscal year the budget for this operation stood at \$841,653. It is important to understand that this service is provided for the portion of the county population that is located beyond the incorporated cities and that these residents pay a differential property tax for this service. Waste disposal services are provided within the cities of Manchester and Tullahoma by municipal authorities.

EDUCATION

Residents of Coffee County are served by three public school systems. The cities of Tullahoma and Manchester each operate a school system, as does Coffee County. Tullahoma public schools and the Coffee County system each serve the full spectrum of primary and secondary education. The schools in Manchester serve grades K through nine. Beyond the ninth grade these children attend Coffee County High School.

From the perspective of funding this situation creates a very confusing picture. Within Coffee County individuals pay differing county tax rates depending on where they may live. Persons living in Tullahoma pay the lowest county tax in that no portion of their taxes are used to provide education. Persons living in Manchester pay more county taxes than those persons living in Tullahoma do because their children attend Coffee County high schools. Individuals living within the unincorporated portions of the county pay the highest county tax rate because their children attend county schools throughout the primary and secondary levels.

This situation creates a problem relative to the matter of urban growth due to the potential for revenue losses to the county school system that can result from annexation of county residents and ratable property by the cities. As a result of this potential revenue problem the Planning Commission has recommended a specific policy for review of tax implications. This policy is presented at the conclusion of this report.

ROAD CONSTRUCTION AND MAINTENANCE

At the present time the cost of asphalt paving typically averages roughly forty to fifty thousand dollars per mile. The unincorporated portions of Coffee County contain approximately 650 miles of roads. If it is assumed that the average effective life of the paving on these roads is ten years and that the county had a cycle of maintenance such that each road was paved in that time period a total of 65 miles would need to be paved each year. At current prices this would require a budget of roughly 2.6 to 3.2 million dollars per year. The total budget for the highway department during fiscal 1998 was 1.7 million.

PLANNING AND ZONING

Planning and zoning functions are accomplished within Coffee County by three separate governmental agencies that function more or less independently. The cities of Tullahoma and Manchester each have a planning commission, as does Coffee County. Within the incorporated cities both planning and zoning functions are accomplished by the respective planning commissions.

Within the unincorporated portions of the county the issue is somewhat more complex. As the matter presently stands, both the Cities of Manchester and Tullahoma exercise control over the subdivisions of property that take place within the "Planning Regions" that surround each city. The Coffee County Planning Commission exercises similar authority within all portions of the county beyond the bounds of these "Planning Regions". However, there is no zoning within any portion of the unincorporated territory of the county.

V. DESIGNATION OF RURAL AND PLANNED GROWTH AREAS

GENERAL

During the past several months the Coffee County Planning Commission has struggled with the issue of establishing a means of achieving a clear distinction between "rural areas" and "planned growth areas" as defined within the Act. The Commission has determined that such a distinction can best be accomplished by developing and implementing an effective program of land use controls within the county. These controls are intended to preserve and protect agricultural areas while simultaneously establishing a mechanism to support orderly suburban expansion.

DESIGNATION OF RURAL AREAS

It is the opinion of the Planning Commission that the wording "rural areas" is to be taken quite literally. In the language of the Act, rural areas are "intended to include portions of the county that are specifically intended to be preserved over the next twenty years as, forest, recreation or wildlife management areas". To that end, the term "Rural Areas" will be interpreted to be lands strictly protected from development. Included within this category are the following:

- Government lands,
- Nature preserves,
- Major wetland areas,
- Parklands, and
- Wildlife Management areas

DESIGNATION OF PLANNED GROWTH AREAS

The Planning Commission believes that the term "Planned Growth Areas" is intended to encompass a broad array of land uses and activities including agricultural activities, residential, commercial and industrial uses. In short, the Commission proposes that, with the exception of those areas designated as "Rural" and the territory included within the "Urban Growth Boundaries" associated with the cities, the county's entire landmass will be designated as "Planned Growth Areas".

The Planning Commission understands that the county has a clear obligation under the Act to develop and implement a growth management policy. To achieve this purpose it is proposed that a zoning resolution will be developed that will apply to all portions of the County beyond the boundaries of the two municipalities. The various zoning districts contained within the resolution will provide specific definition relative to the uses and intensities of development to be permitted within each district. Moreover, the intensity of development permitted will be directly linked to the availability of public infrastructure. It is felt that a program of this type will provide specification and long term direction to the county's "Planned Growth Areas" and thereby establish a pattern of land use that best reflects the combined impact of land capability, land economics and the desires of residents and landowners.

VI. FUTURE PUBLIC SERVICES AND INFRASTRUCTURE

UTILITIES

An understanding of the relationship of utilities to urban growth potential is imperative to creation of sound growth policy. To state the matter plainly, utilities are the facilitator of urban growth. This is particularly true with regard to water and sewer service.

In the State of Tennessee there are two principal sources of water and sewer services: municipalities and utility districts. Both these groups seek to provide low cost service and frequently compete with one another on the basis of price of service. There are, however, significant differences in the operation of these two groups. In general, it can be said that municipally owned and operated water and sewer services are dedicated to providing these services with an eye toward ultimate inclusion of these customers within the municipality. In that municipalities are concerned with the impact of their utility policy upon the quality and cost of their total public service package they have an inherent interest in sound planning of their extensions. This is frequently not the case, however, with utility districts. Frequently, utility districts are created as providers of

limited services such as water and/or sewer service. With these agencies the focus is frequently upon maximization of a customer base at a minimum cost. Moreover, these entities frequently undertake to provide these limited services with no view of the implication of these activities upon broader public infrastructure issues.

If Coffee County is to avoid a condition wherein it has encouraged the very policies that threaten the future of its cities while simultaneously encouraging loss of farmland to urban sprawl it must seek to assure to carefully link infrastructure decisions to land use policy. This can best be achieved to the mutual advantage and protection of all the county's residents by policies that require urban services in order to create urban development.

EMERGENCY SERVICES

The provision of emergency services is a particularly difficult matter within a predominantly rural setting such as that which characterizes Coffee County. Two issues are of particular concern. The first of these is the factor of physical distance. It is apparent that response time within a rural setting simply can not be on a par with that found within most municipalities. Thus, slower emergency responses are probably a fact of life for those persons who choose to live in a rural environment. The second factor is particularly significant with regard to fire protection. Within rural environments having an adequate source of water to fight a fire is frequently a significant problem. This problem becomes particularly acute when spotty urban development is permitted without the requirement of adequate water lines, water sources and line pressure. This condition, unlike the matter of distance, is by no means inevitable and may be avoided by simply pursuing sound developmental policies.

EDUCATION

Although issues involving education are well beyond the scope of this analysis, the element of funding for education is a matter of concern due to the unique situation of school funding within the county. That is to say, the fact that the county has three public school systems and a system of differential property tax rates depending on where within the county one may live is an issue of some concern relative to an urban growth policy. In particular, this issue is of concern to those persons who reside within the unincorporated portions of the county. For these persons the concern is a possible decline in the rural tax base that may come about as a result of annexation policies undertaken by cities located within the county. This matter is of such concern that the county feels that some effort must be made to address the issue as one integral element of the overall growth management plan. In this regard, a specific recommendation will be presented at the conclusion of this report.

ROADS

Over the course of the past several years the Coffee County Regional Planning Commission and the office of the County Road Superintendent have been involved in developing and implementing policies and procedures aimed at avoiding public acceptance of substandard roads. Currently the county has in place Subdivision Regulations containing construction standards that are adequate to assure quality construction. However, the inspection and acceptance procedures must be carefully and continuously pursued if quality roads are to be assured.

VII. SPECIFIC ISSUES REQUIRING JOINT AGREEMENT

In order to implement the recommendations contained within this report the Planning Commission believes two actions are necessary. These are detailed in the following paragraphs.

TAXATION ISSUES

Issues concerning possible revenue losses that may negatively impact upon the county's school system were discussed previously in this report. In light of these implications it is felt that some form of intergovernmental agreement is required that will assure appropriate review of these potential impacts.

LAND USE CONTROLS

The zoning will provide a means for implementing the distinction between "rural" areas and "planned growth areas". The proposed zoning will include all portions of the county beyond the corporate limits of Manchester and Tullahoma. This means that portions of the "Urban Growth Boundaries" of these cities will be subject to zoning regulations developed by the county. In order to achieve continuity between the zoning developed by the county and the plans prepared by the cities it is necessary that a coordinating process be established. In this regard, it is proposed that zoning for these areas will be instituted based upon recommendations developed by a joint committee comprised of both city and county representatives. Moreover, the basis for establishing appropriate zoning districts will be the land use plans adopted for these areas by the respective cities.

VIII. MAPS

1. Map of water and sewer service areas
2. Natural areas, wildlife areas and government owned lands
3. Proposed Urban Growth Boundaries
4. Planned Growth and Rural areas