

**Department of Economic  
and Community Development**



TENNESSEE

**Local Planning Assistance Office**

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

May 4, 2000

The Honorable Luke Collins  
County Executive of Clay County  
P. O. Box 387  
Celina, Tennessee 38551

Dear Mr. Collins:

The Local Government Planning Advisory Committee at its meeting April 26 approved the Clay County Growth Plan submitted by the Clay County Coordinating Committee. Enclosed is one copy of the materials submitted by the Coordinating Committee and a copy of the Local Government Planning Advisory Committee Resolution of Approval.

The Comprehensive Growth Plan law requires that you file your plan with your county register. The Local Government Planning Advisory will also keep a copy of your plan.

If I or the Local Government Planning Advisory Committee may be of additional assistance, please contact me.

Sincerely,

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

Don Waller  
Director

DW/jw

Enclosure

**Submittal of County Growth Plan  
and  
Certificate of Ratification**

**Whereas**, the Clay County Coordinating Committee has developed and recommended to the County and municipal legislative bodies of Clay County a Growth Plan which complies with TCA 6-58-106; and

**Whereas**, the County and municipal legislative bodies have ratified the Clay County Growth Plan as required by TCA 6-58-104; and

**Whereas**, the Clay County Coordinating Committee has held the requisite public hearings pursuant to TCA 6-58-104;

**Now Therefore**, the Clay County Coordinating Committee submits to the Local Government Planning Advisory Committee the Clay County Growth Plan for its approval pursuant to TCA 6-58-104.



Chair, County Coordinating Committee

4-18-00

Date

**Resolution of Approval  
By The  
Local Government Planning Advisory Committee**

**Whereas**, the Clay County Coordinating Committee has submitted a County Growth Plan for Clay County and its municipalities; and

**Whereas**, the Coordinating Committee has certified that the plan has been ratified pursuant to TCA 6-58-104;

**Now, Therefore Be It Resolved** by the Local Government Planning Advisory Committee that the Clay County Growth Plan is hereby approved and becomes effective this date.



Chair, Local Government Planning Advisory Committee

4-26-2000

Date

Local Government Planning Advisory Committee  
County Growth Plan Checklist

Clay County

yes  
maps signed

Two Copies of the Growth Plan (Minimum of two maps depicting Municipal Boundaries, Urban Growth Boundaries, Planned Growth Areas, and Rural Areas).

yes

One signed copy of the Ratification Form

2 copies of County Study

4 labels

Ready to Approve

**GROWTH PLAN  
UNINCORPORATED AREAS  
CLAY COUNTY, TENNESSEE**

Local Government Planning Advisory Committee

Date: April 26, 2000

To: Approve Clay County Growth Plan

Tom Stiner  
Tom Stiner, Chairman

# TABLE OF CONTENTS

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

**A GROWTH PLAN FOR UNINCORPORATED PORTIONS  
CLAY 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.

## **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. The members of the Planning and Growth Committee are unanimous in feeling that these figures are unrealistically low. Public Chapter 1101, however, requires their use in this plan. The figures provided for Clay County and Celina are as follows:

### **CURRENT AND PROJECTED POPULATION** **CLAY COUNTY**

	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Clay County	7,228	7,331	7,276	7,318	7,361	7,410	7,463
Celina	1,493	1,484	1,493	1,493	1,493	1,493	1,493
Unincorporated	5,735	5,847	5,783	5,825	5,868	5,917	5,970

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 Celina in the Year 2020. It can, however, be said that these figures represent projected 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 Clay County located beyond the boundaries of Celina.

The following is a summary of population increases projected for "unincorporated" portions of Clay County. A total increase of 235 persons is projected from 1990 to 2020. This represents a very slightly larger proportion of total county population in 2020 (80.0% as opposed to 79.3%) than was the case in 1990.

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

<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
5,735	5,847	5,783	5,825	5,868	5,917	5,970
Net Increase Beyond 1995						
		-64	-22	21	70	123

**III. ANALYSIS OF LAND USE**

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

1. Suburban Residential
2. Industrial Areas
3. Cross Roads Communities
4. Agricultural Lands
5. Constrained Lands
6. 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 Clay County the issue of managing suburban growth appears to be of little concern. Based on existing patterns and projected growth, preservation of agricultural lands and the rural lifestyle should not present major problems for the twenty-year scope of this plan.

Within Clay County limited suburban residential development has principally occurred along major transportation routes and along the fringes of the Celina. To date, the great majority of this limited growth consists of suburban residential development situated on large tracts with frontage along existing roads or on small lots within small-scale subdivisions. The most challenging aspects of development facing the county are probably associated with lake related developments near Dale Hollow Lake.

**INDUSTRIAL AREAS**

Clay County is somewhat unique in that much of the county's major industry is located outside Celina. The City of Celina has recognized this in its growth plan and has included the main such area in its 20 year Urban Growth Boundary. Other areas to the west of Celina have several firms related to various aspects of area's timber resources.

## **CROSS ROADS COMMUNITIES**

Clay 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. These areas may provide limited future growth, but none is expected to become large enough in size to incorporate under existing law during the twenty-year scope of this plan.

Hermitage Springs  
Moss  
Pea Ridge

Some of these areas have experienced growth while others have declined. Some have become 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 limited future development within the county.

## **AGRICULTURAL LANDS**

Agriculture and timber production have long been significant elements within the economy of Clay County. A major reason for the success of agriculture in the county is the 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 one of the single most difficult and complex land use issues that face 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 development. 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 limited pressure exerted by a slowly increasing urban population and economic activity will produce a continuing, relatively slow 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 probably 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 may be "urban sprawl" in more rapidly growing areas, but this should be relatively limited in Clay County.

## **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 lie along Dale Hollow Lake the Cumberland and Obey Rivers are examples of constrained lands. It should be noted, however, that large areas located throughout Clay County meet the criteria to be classified as wetlands.

## **PUBLICLY HELD LANDS**

Clay County contains a total land area of 236.12 square miles (115,117 acres). There is a limited amount of publicly held land associated with the Dale Hollow Reservoir and the Standing Stone State Park

## **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 Clay County provides no utility services. Where such services are available they are provided either by one of the City of Celina 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 Celina
2. Northwest Clay Utility District
3. Northwest Overton Utility District

#### **Sewer Service**

The City of Celina is the only provider of sewer service in the county.

#### **Electric Service**

The Tri County Electric Membership Cooperative provides electric service within the City of Celina and most of the unincorporated portions of Clay County. Upper Cumberland Electric Membership Corporation furnishes power to a small portion of the county.

#### **Natural Gas**

The Clay Gas Utility District provides natural gas service. This agency provides this service to businesses and individuals residing in Celina and limited areas of the county. The Texas Eastern Pipeline supplies the gas.

## **EMERGENCY SERVICES**

### **Fire Protection**

Areas outside the corporate limits of Celina are provided protection by the Clay County Fire Department. The department has eleven trucks, six tankers and is staffed by 67 volunteers. There are mutual aid agreements with all surrounding counties.

### **Ambulance Service**

The Clay County government provides emergency ambulance service to most areas of the county. This service is provided from a station located in Celina. A small portion of the county is served from Overton County.

### **Rescue and Extrication**

The Clay County Rescue Squad provides rescue services to all persons within the county.

### **Police Services**

The Clay County Sheriff provides the following policing services:

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

### **SOLID WASTE**

Clay County provides solid waste collection and disposal for residents of the county who live outside Celina. Nine convenience centers situated throughout the county serve as collection points for this operation. The waste is hauled to a private landfill in the Union Hill area of Clay County for disposal. During the past fiscal year the budget for this operation was approximately \$200,000.

### **EDUCATION**

Residents of Clay County are served by the Clay County School System. There are two elementary schools, one high school, and one K-12 school. The area is also served by the Tri-County Vocational School in nearby Red Boiling Springs. Local funding is provided by the County Commission through local taxes.

### **ROAD CONSTRUCTION AND MAINTENANCE**

At the present time the cost of asphalt paving typically averages roughly thirty-five to forty thousand dollars per mile. The unincorporated portions of Clay County contain approximately 325 miles of county roads. The total budget for the highway department during fiscal 1999 was approximately \$1.2 million.

### **PLANNING AND ZONING**

There are no planning and zoning functions in unincorporated Clay County.

## **V. DESIGNATION OF RURAL AND PLANNED GROWTH AREAS**

### **GENERAL**

During the past several months the Clay County leaders have 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. Proposed planned growth areas have been limited to areas that have an established community identity and have sufficient population and commercial facilities to support viable local economic activities.

### **DESIGNATION OF RURAL AREAS**

Rural areas are those areas that lie outside planned growth areas and urban growth boundaries. In Clay County, this is by far the largest type of area to be designated. In addition, rural areas may include:

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

### **DESIGNATION OF PLANNED GROWTH AREAS**

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. As stated above, for the Clay County plan, Planned Growth Areas have been limited to areas that have an established community identity and the capacity to support viable economic activities. In short, the plan proposes that in Clay County Planned Growth areas will be limited to the communities of Hermitage Springs, Moss, Pea Ridge, Beach Bethany, Maple Grove and their immediate vicinities.

Moss and Hermitage Springs lie along State Highway 52 between Celina and Red Boiling Springs. Highway 52 is the principal east-west rout through the county. These areas are small, established communities that provide a variety of commercial and employment opportunities for residents of the area. Pea Ridge has developed as a result of its proximity to Dale Hollow Lake. Maple Grove is an area that lies on the east side of Dale Hollow Lake and is isolated from the rest of the county by the lake. These communities serve a variety of functions related to the leisure type developments that the lake fosters. Beach Bethany lies across the river from Celina and is being included primarily because of its potential for future industrial development.

## **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.

### **EMERGENCY SERVICES**

The provision of emergency services is a particularly difficult matter within a predominantly rural setting such as that which characterizes Clay 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. The physical presence of Dale Hollow Lake separates the southeastern portion of Clay County from many service providers. As a result, ambulance services to this area are provided by facilities located in Overton County.

### **EDUCATION**

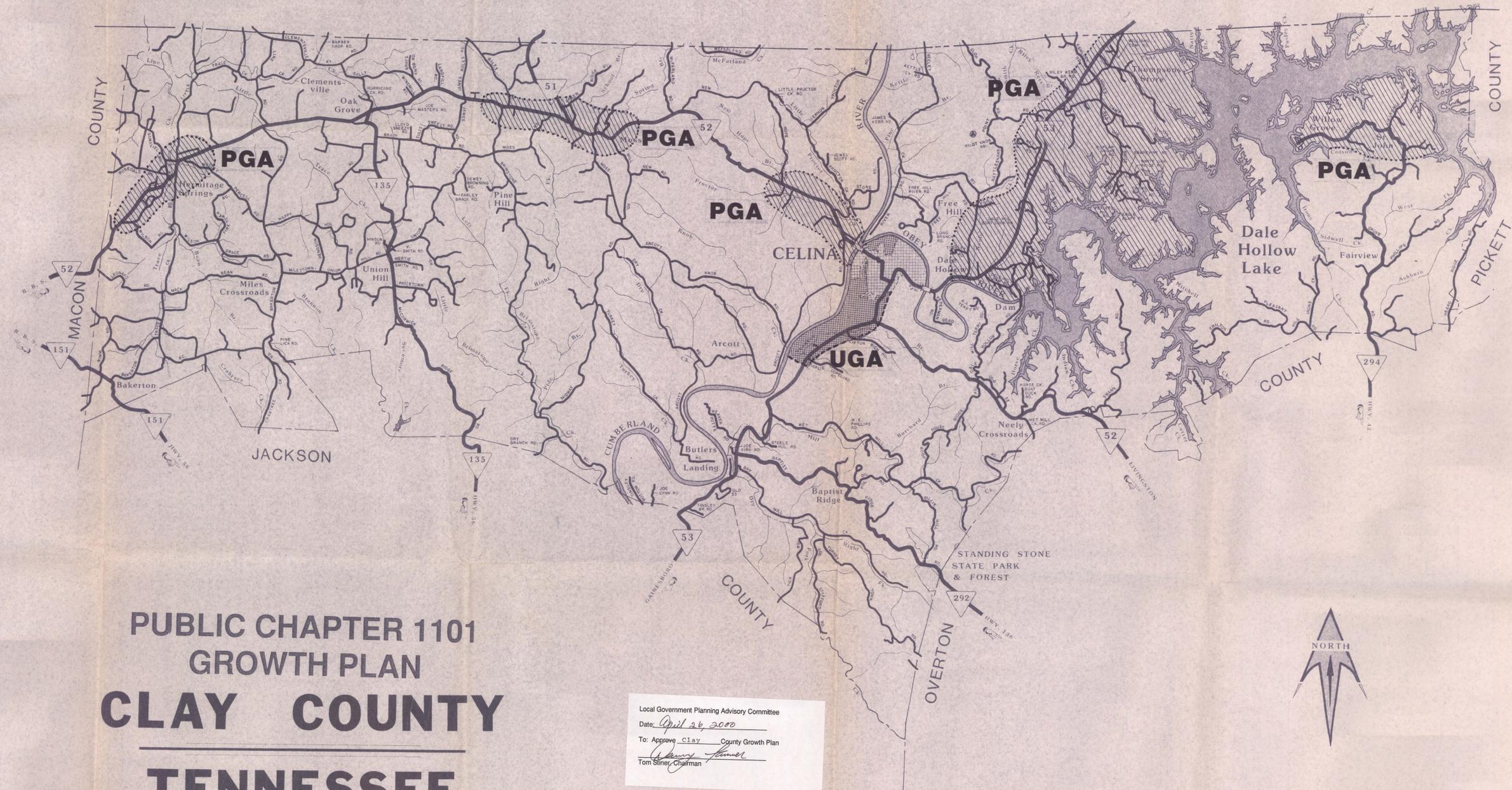
Although issues involving education are well beyond the intent of this analysis, the element of funding for education is a matter of concern due to the relatively poor economic conditions in Clay County. Small counties have an extremely difficult time supporting good educational facilities. While these matters may very much affect future growth in the area, their resolution is far beyond the scope of this plan and will, therefore, be left to other agencies.

## **ROADS**

Development and maintenance of local county roads is the responsibility of the Clay County Highway Department. As with many area of local government, the shortage of funds makes this a difficult task. The county is road network is quite extensive and most areas are reasonably well served. Future development will probably be along the existing road network.

## **VII. MAP**

The Clay County/Celina Growth Plan Map is shown on the following page.



PUBLIC CHAPTER 1101  
GROWTH PLAN  
**CLAY COUNTY**  
**TENNESSEE**

September, 1999  
Scale in Miles

Local Government Planning Advisory Committee  
Date: April 26, 2000  
To: Approve Clay County Growth Plan  
Tom Stiner  
Tom Stiner, Chairman

APPROVED BY THE CLAY COUNTY  
COORDINATING COMMITTEE:  
  
THIS IS TO CERTIFY THAT THIS IS THE  
PUBLIC CHAPTER 1101 GROWTH PLAN  
FOR CLAY COUNTY, TENNESSEE.  
  
Lake M. Collier 4-12-00  
COORDINATING COMMITTEE CHAIRMAN: DATE:

LEGEND  
 Urban Growth Area  
 Planned Growth Area  
 Rural Area

