

**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 Charles A. Hicks
County Executive of Jackson County
P. O. Box 716
Gainesboro, Tennessee 38562

Dear Mr. Hicks:

The Local Government Planning Advisory Committee at its meeting April 26 approved the Jackson County Growth Plan submitted by the Jackson 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".

Don Waller
Director

DW/jw

Enclosure

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

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

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

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

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

George Cassetty
Chair, County Coordinating Committee

4-20-2000
Date

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

Whereas, the Jackson County Coordinating Committee has submitted a County Growth Plan for Jackson 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 Jackson County Growth Plan is hereby approved and becomes effective this date.

Donny Lane
Chair, Local Government Planning Advisory Committee

4-26-2000
Date

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

Local Government Planning Advisory Committee

Date: April 26, 2000

To: Approve Jackson County Growth Plan

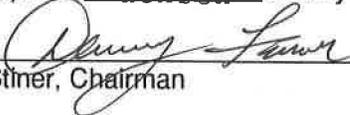

Tom Stiner, Chairman

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	5
Publicly Held Lands	5
IV. ANALYSIS OF PUBLIC SERVICES	5
Utilities	5
Water Service	5
Sewer Service	5
Electric Service	5
Natural Gas	5
Emergency Services	6
Fire Protection	6
Ambulance Service	6
Rescue and Extrication	6
Police Services	6
Solid Waste Management	6
Education	6
Road Construction and Maintenance	7
Planning and Zoning	7
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	8
VII. MAP	9

**A GROWTH PLAN FOR UNINCORPORATED PORTIONS
JACKSON 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. Figures provided for Jackson County and Gainesboro are as follows:

CURRENT AND PROJECTED POPULATION **JACKSON COUNTY**

	1990	1995	2000	2005	2010	2015	2020
Jackson Co.	9,360	9,553	9,744	9,915	10,109	10,328	10,548
Gainesboro	1,002	1,069	1,082	1,101	1,122	1,146	1,171
Unincorporated	8,358	8,484	8,662	8,814	8,987	9,182	9,377

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 Spencer 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 Jackson County located beyond the boundaries of Gainesboro.

The following is a summary of population increases projected for "unincorporated" portions of Jackson County. A total increase of 1,019 persons is projected from 1990 to 2020. This represents a very slightly smaller proportion of total county population in 2020 (88.9% as opposed to 89.3%) than was the case in 1990.

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

1990	1995	2000	2005	2010	2015	2020
8,358	8,484	8,662	8,814	8,987	9,182	9,377
Net Increase Beyond 1995						
		178	330	503	698	893

III. ANALYSIS OF LAND USE

Within the unincorporated portion of Jackson 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 Jackson 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. Most of the growth is expected to be in the southeastern portion of the county where "spillover" from a rapidly growing Putnam County is occurring. Other growth areas are related to the proposed new highway that will cross through the northern portion of the county. Within Jackson County limited suburban residential development has principally occurred along major transportation routes and along the fringes of the Gainesboro. 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 the "spillover" effects from Putnam County.

INDUSTRIAL AREAS

The major industrial areas of Jackson County are located in the City of Gainesboro. There are areas available in Gainesboro's Urban Growth Boundary for future industrial expansion. Future industrial development outside Gainesboro will probably be located along Highway 56 south of Gainesboro, Highway 53 north of Gainesboro, and possibly along the planned new highway in the northern portion of the county.

CROSS ROADS COMMUNITIES

Jackson 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.

Burrstown
Cedar Grove
Dotson's Branch
Hurricane
North Springs
Shilo
Whitleyville

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 future development within the county. Much of the future development in some of these areas is directly related to "spillover" population growth from contiguous Putnam County. Other areas are expected to grow in the 20 year plan due to the planned new highway that is expected to cross through the northern portion of the county.

AGRICULTURAL LANDS

Agriculture and timber production have long been significant elements within the economy of Jackson 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 Jackson 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.

PUBLICLY HELD LANDS

The major holder of public lands in the area is the Army Corps of Engineers. This is associated with the Cordell Hull dam on the Cumberland River in Smith County. Total Corps land area is some 12,200 acres in Jackson County.

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 Jackson County provides no utility services. Where such services are available they are provided either by one of the City of Gainesboro 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 Gainesboro
2. Jackson County Utility District
3. Bangham Utility District
4. Old Gainesboro Grade Utility District

Sewer Service

All sewer service in Jackson County is provided by the City of Gainesboro.

Electric Service

The Upper Cumberland Electric Membership Corporation provides electric service within the City of Gainesboro and all the unincorporated portions of Jackson County.

Natural Gas

The Middle Tennessee Natural Gas Company and the Town of Gainesboro provide natural gas service. These entities provide service to businesses and individuals residing in Gainesboro and limited areas of the county.

EMERGENCY SERVICES

Fire Protection

Areas outside the corporate limits of Gainesboro are provided protection by the Jackson County Fire Department. The department has 15 trucks, 8 tankers and is staffed by some 95 volunteers. There are mutual aid agreements with surrounding counties.

Ambulance Service

The Jackson County government provides emergency ambulance service to most areas of the county. This service is provided from a station located in Gainesboro.

Rescue and Extrication

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

Police Services

The Jackson 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 Jackson County.

SOLID WASTE

Jackson County provides solid waste collection and disposal for residents of the county who live outside Gainesboro. Six convenience centers situated throughout the county serve as collection points for this operation. The waste is hauled to the Upper Cumberland Landfill in Clay County. During the past year the county spent approximately \$211,700 for these services.

EDUCATION

Residents of Jackson County are served by the Jackson County School System. There are two elementary schools, one high school, and one middle school. 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 Jackson County contain approximately 650 miles of county roads. The total budget for the highway department during fiscal 1999 was approximately \$1,754,000.

PLANNING AND ZONING

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

V. DESIGNATION OF RURAL AND PLANNED GROWTH AREAS

GENERAL

During the past several months the Jackson 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 Jackson 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 Jackson 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 Jackson County Planned Growth areas will be limited to the areas of Burrstown, Cedar Grove, Dotson's Branch, Hurricane, North Springs, Shilo and their immediate vicinities. The two major factors driving growth in these areas are the "spillover" effects from the contiguous, rapidly growing Putnam County and the expected impact of a planned new highway in the northern portion of the county. These areas are small, established communities that provide a variety of commercial and employment opportunities for residents of the area. Due to the very steep terrain in many parts of the county, growth is expected to lie along and in the close proximity of major highways in many parts of the county. This accounts for the elongated shape of several of the planned growth areas.

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 Jackson 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 intent of this analysis, the element of funding for education is a matter of concern due to the relatively poor economic conditions in Jackson 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 Jackson 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 Jackson County/Gainesboro Growth Plan Map is on the following page.

Local Government Planning Advisory Committee
County Growth Plan Checklist

Jackson 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 County Studies Included

4 labels

Ready to Approve

PUBLIC CHAPTER 1101 GROWTH PLAN JACKSON COUNTY TENNESSEE



- LEGEND**
- Urban Growth Area
 - Planned Growth Area
 - Rural Area

APPROVED BY THE JACKSON COUNTY
COORDINATING COMMITTEE:

THIS IS TO CERTIFY THAT THIS IS THE
PUBLIC CHAPTER 1101 GROWTH PLAN
FOR JACKSON COUNTY, TENNESSEE.

COORDINATING COMMITTEE CHAIRMAN: Alroy Cozart DATE: 4-5-2000

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

THIS IS TO CERTIFY THAT THIS IS THE
OFFICIAL COUNTY ROAD MAP OF
JACKSON COUNTY, TENNESSEE,
ADOPTED JANUARY, 1986 BY THE
JACKSON COUNTY BOARD OF COMMISSIONERS.

COUNTY EXECUTIVE: Frank Hill DATE: 1-23-96
COUNTY COURT CLERK: Michael Reynolds DATE: 1-23-96
COUNTY ROAD SUPERVISOR: Wesley E. Johnson DATE: 1-23-96

MAP PREPARED BY LOCAL PLANNING OFFICE (U.C.R.) (387) Revised: April, 1999

