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

July 10, 2000

The Honorable Pat C. Fergusson
County Executive of Trousdale County
200 E, Main Street, Room 6
Hartsville, Tennessee 37074

Dear Mr. Fergusson:

The Local Government Planning Advisory Committee at its meeting June 28 approved the Trousdale County Growth Plan submitted by the Trousdale 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,

Don Waller
Director

DW/jw

Enclosure

Submittal of County Growth Plan
and
Certificate of Ratification

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

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

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

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

Chair, County Coordinating Committee — **Date** 06/09/00

Resolution of Approval
By The
Local Government Planning Advisory Committee

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

Chair, Local Government Planning Advisory Committee — **Date** 6/28/00

Reviewed 6-22-00 [illegible]

Local Government Planning Advisory Committee
County Growth Plan Checklist

Trousdale County

yes — 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 Certificate of Ratification form.

8 labels

2 Trousdale County studies

2 Hartsville studies

2 County Plan maps

2 Hartsville Plan maps

Maps not signed
studies not signed

Ready for approval

GROWTH PLAN

TROUSDALE COUNTY, TENNESSEE

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A GROWTH PLAN FOR UNINCORPORATED PORTIONS

TROUSDALE 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 Hartsvile/Trousdale 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.

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 Trousdale County and the municipalities within it are as follows:

CURRENT AND PROJECTED POPULATION
TROUSDALE COUNTY

	1990	1995	2000	2005	2010	2015	2020
Hartsville	2,188	2,373	2,448	2,465	2,471	2,465	2,445
Unincorporated	3,747	N/A.	4,504	4,697	4,874	5,030	5,162
Total	5,935	6,805	6,952	7,162	7,345	7,495	7,607
Unincorporated as % of Total	36.9%	34.9%	35.2%	34.4%	33.6%	32.9%	32.1%

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 Trousdale County located beyond the boundaries of incorporations.

The following is a summary of population increases projected for "unincorporated" portions of Trousdale 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 TROUSDALE COUNTY

1990	1995	2000	2005	2010	2015	2020
3,747	N/A.	4,504	4,697	4,874	5,030	5,162
Percentage Increase Beyond 1995						
			4.3%	3.8%	3.2%	2.6%

III. ANALYSIS OF LAND USE

Within the unincorporated portion of Trousdale 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. 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 Trousdale 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 Trousdale County suburban residential development has principally occurred along major transportation routes and along the fringes of Hartsville. 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

Trousdale County is somewhat common in that all of the county's major industry is located inside Hartsville and is likely to remain in this condition.

CROSS ROADS COMMUNITIES

Trousdale 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:

Barthelia
Beech Grove
Cato
Hall Town
Payne's Store
Providence
Templow
Walnut Grove

Some of these areas have experienced growth while others have declined. Some have become providers of minor commercial goods and services while others offer nothing. 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 Trousdale County. A major reason for the success of agriculture in the county is the large base of 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 Trousdale County today. Moreover, it appears that the county lies along a growth corridor that links to Metropolitan Nashville. Thus, there is no countervailing force present within the marketplace, other than the will of the county's people, to prevent Trousdale 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 Cumberland River and Little Goose Creek on the southern border of the county and through the middle of the county, respectively are examples of constrained lands. It should be noted, however, that large areas located throughout Trousdale County meet the criteria to be classified as constrained.

PUBLICLY HELD LANDS

Trousdale County contains a total land area of 114.2 square miles (73,088 acres). An examination of the tax rolls indicates that various Federal and State Government agencies own and/or controls the use of approximately 8,000 acres within the county. The National Corp of Engineers holds approximately 6,500 of these acres that are protected from development. TVA's reactor site is approximately 1,500 acres. Combined these lands account for a total of 11.0 percent of the county's total land area.

Much of this land, (particularly that located within The Corp of Engineers property), 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.

V. 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 Trousdale 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 Town of Hartsville
2. The Castallian Springs Utility District

Sewer Service

The Town of Hartsville is the only provider of sewer service in the county.

Electric Service

The Tri-County Electric Membership provides electric service to the entire area north of the Cumberland River, which includes the Town of Hartsville. Middle Tennessee Electric provides electric service to the entire area south of the Cumberland River.

Natural Gas

The Hartsville Gas Company provides natural gas service. This agency provides this service to businesses and individuals residing in Hartsville. In addition, this agency does not provide this service within all unincorporated portions of Trousdale County.

EMERGENCY SERVICES

Fire Protection

Within the portion of Trousdale that lies outside the corporate limits of Hartsville, the Town of Hartsville volunteer fire department provides fire protection. This station is equipped with 3-pumper trucks and a water tanker. The personnel serving as firemen are all volunteers. In addition, the Trousdale County Civil Defense has a water tanker.

Ambulance Service

Trousdale County provides emergency ambulance service to all persons within Trousdale County. This service is provided from one station in Hartsville. The service is owned and located at the Trousdale County Medical Center and is contracted out by the County.

Rescue and Extrication

The Trousdale County Civil Defense Volunteer Team provides rescue services and accident victim extraction to all persons and all portions within the county.

Police Services

The Trousdale 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 36 prisoners.
3. Court security for all courts operating within the county.
4. Patrol services throughout the unincorporated portions of Trousdale County.

The budget for the Sheriff's Office stood at $611,647 for the past fiscal year, this includes the budget for the jail, which is listed separately.

WASTE MANAGEMENT

Trousdale County provides solid waste collection and disposal for residents of the county who live outside Hartsville. One convenience center is situated centrally within the county to serve as a collection point for this operation. The waste is hauled to Smith County for disposal. During the past fiscal year the budget for this operation stood at $264,614. It is important to understand that this service is provided for the portion of the county population that is located beyond incorporated Hartsville and that these residents pay a differential property tax for this service. Waste disposal services are provided within Hartsville by municipal authorities.

EDUCATION

Residents of Trousdale County are served by one public school system. All schools in the Trousdale County System serve grades K through twelve. Grades K through five are served by Elementary Schools that are located in the City limits of Hartsville. Grades six through eight are served by Middle Schools that are located in the City limits of Hartsville. Grades nine through twelve are served by one High School that is located in the City limits of Hartsville.

From the perspective of funding, Trousdale County residents' fund schools two ways. One is land taxes which operates budgets for the roads, schools, waste management, emergency services, law enforcement, nursing home, extension office, library and courthouse offices as well as several non-profit organizations that provide benefits to county residents. The other is through a percentage of sales tax revenue that goes toward the funding of the educational program. State and Federal funding is also provided.

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 Trousdale County contain approximately 200 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 20 miles would need to be paved each year. At current prices this would require a budget of roughly $800,000 to one million dollars per year. The total budget for the highway department during fiscal 1998 was 1.8 million.

PLANNING AND ZONING

One Planning Commission accomplishes planning and zoning functions within Trousdale County and the Town of Hartsville. The Hartsville/Trousdale County Planning Commission works as a joint commission serving both Hartsville and Trousdale County. However, each has a separate zoning ordinance/resolution and each has a separate Board of Zoning Appeals. They share the same Subdivision Regulations.

V. DESIGNATION OF RURAL AND PLANNED GROWTH AREAS

GENERAL

During the past several months the Trousdale 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 through interpretation of the zoning resolution 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 and Zoning Committee that the definition of "rural areas" does not prevent lands from being used for commercial, residential or industrial development. However, any such use would be less dense and would retain the rural character of the area. Low to moderate-density development will be allowed in these private agricultural lands according to the zoning resolution. In short, the Commission proposes that, with the exception of the territory included within Hartsville's "Urban Growth Boundary", the county's entire landmass will be designated as "Rural Areas". However, in the language of the Act, rural areas are to also include portions of the county that are specifically intended to be preserved over the next twenty years such as, forest, recreation or wildlife management areas. These public lands will be interpreted to be 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 at a high or moderate density including agricultural activities, residential, commercial and industrial uses. Since the population projections do not indicate a need for extensive expansions into undeveloped raw land areas to accommodate growth, there will be no designations of "Planned Growth Areas". Land use analyses substantiate that there is ample land in the County that is undeveloped, rural in nature or in open space. These parcels certainly represent developmental potential, but the infrastructure available for urban type usage is questionable. The County recognizes a responsibility under Public Chapter 1101 to provide urban level infrastructure within proposed PGA's. The RA designation represents a holding pattern where densities are lower and the levels of service are acceptable for the more rural lifestyle many people seek by choosing to live there. ***Illustration 1*** depicts a representation of these 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.

If Trousdale 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 Trousdale 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

The Trousdale County School System has already prepared for potential growth over the next 15 years. The following is a summary of the long-range plan. Phase one consisted of a three-room expansion of the elementary school that occurred this year. Phase two consists of an expansion of ten rooms for the middle school. This expansion will also serve the elementary school as well. The expansion is expected to begin in about two years, and is expected to be sufficient for the next 15 years. Phase three consists of adding ten to twelve rooms onto high school. The expansion is expected to begin in about 6 years, and is to be sufficient for the next 15 years as well.

ROAD CONSTRUCTION AND MAINTENANCE

Over the course of the past several years the Trousdale 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.

PLANNING AND ZONING

The zoning will provide a means for implementing the distinction between "rural" areas and "urban growth boundary areas". The proposed zoning will include all portions of the county beyond the corporate limits of Hartsville. 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 the Planning Commission.

URBAN GROWTH BOUNDARY REPORT

TOWN OF

HARTSVILLE, TENNESSEE

URBAN GROWTH BOUNDARY REPORT

FOR

HARTSVILLE, TROUSDALE COUNTY, TENNESSEE

SEPTEMBER, 1999

PREPARED BY:
HARTSVILLE/TROUSDALE COUNTY PLANNING COMMISSION
AND
TENNESSEE DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT
LOCAL PLANNING ASSISTANCE OFFICE

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HARTSVILLE, TENNESSEE URBAN GROWTH BOUNDARY REPORT

INTRODUCTION

Purpose

This report is prepared pursuant the requirements of Section 7(a)(2) of Public Chapter 1101 outlining a municipality's duties to review and report on the need for additional land and on 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 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 Hartsville'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 planimitering, 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. Residential density information was gathered by using the current certified population of Hartsville and the number of acres currently in use as residential property, as determined above. Also, 1990 Census information was used to determine the average household size, and in turn to forecast the number of housing units required to accommodate the planned population. Household information, combined with a survey of developed residential lots to

determine an average lot size, was also used to calculate the number of acres currently in use as residential. Information regarding natural development constraint features was gathered through existing studies and interviews with the USDA 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. The urban growth boundaries of a municipality shall:
   - Identify territory that is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty (20) years;
   - Identify territory that is contiguous to the existing boundaries f the municipality;
   - Identify territory that a reasonable and prudent person would project as the likely site of high density commercial, industrial and/or residential growth over the next twenty (20) years based on historical experience, economic trends, population growth patterns and topographical characteristics;
   - Identify territory in which the municipality is better able and prepared than other municipalities to efficiently and effectively provide urban services; and
   - Reflect the municipality's duty to facilitate full development of resources within the current boundaries of the municipality and to manage and control urban expansion outside of such current boundaries, taking into account the impact to agricultural lands, forests, recreational areas and wildlife management areas.

2) "High density residential development" means any residential development exceeding 2.24 units per residential 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 Hartsville is 2,304 acres. ***Table 1*** shows the breakdown of land use types, including areas with natural constraints for development to be explained later in this section.

Table 1
HARTSVILLE EXISTING LAND USE

Category	Acres	Percent
Residential	**864**	**38%**
Single-Family	759	
Duplex	14	
Multi-Family	31	
Single-Wides	60	
Commercial	**147**	**6%**
Industrial	**72**	**3%**
Public/Semi-Public	**178**	**8%**
Transportation	**109**	**5%**
Vacant	**934**	**41%**
Natural Constraints	622	
Developable Land	312	
TOTAL	**2,304**	**100%**

After subtracting lands with development constraints, 312 acres are available for development at moderate or high-density levels. As ***Table 1*** shows, 934 acres are vacant or 41% of the available land area. 864 acres or 38% are currently devoted to residential uses. Approximately 147 acres, or 6% of land is in commercial use, 72 acres (3%) for industrial use, 178 acres (8%) for public/semi-public uses, and 109 acres (5%) for transportation uses. The residential category includes single-family, duplex, multi-family, and single-wide mobile home developments.

Commercial uses comprise of retail and service uses. Industrial contains manufacturing, fabricating, and warehousing operations. Public/semi-public includes all municipal buildings and uses, churches and cemeteries, and schools. The transportation category includes street rights-of-way. The vacant land category can be further divided into improved, unimproved or unavailable, as defined in the previous section. ***Illustration 1*** depicts existing land uses on a parcel level.

Physical Constraints – Development within the corporate limits of Hartsville is affected by development constraints. Excessive slopes and floodplain areas influence development decisions, densities and required infrastructure. A total of 622 acres out of Hartsville's

total 2,304 acres are affected by this condition. 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 the "slope" designation is for areas exceeding 20% slope. 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 of these constraints within Hartsville.

Based on this review, it appears that 312 vacant acres within the corporate limits are available for development, with utilities in place. These areas can potentially accommodate 498 people, based on the overall City density. There are 2.90 people per household, including family and non-family households in Hartsville.

EXISTING MUNICIPAL PUBLIC SERVICES ANALYSIS

Utilities

Water Service Area – Hartsville's water service is provided by Cumberland River. Hartsville owns and maintains all water lines in Hartsville, and a portion of Trousdale County. At present, the Water Treatment Center in Hartsville is well under capacity, which leaves room for growth. All areas of Hartsville are served by public water and most areas equipped with fire hydrants, being on lines of six (6) inches or greater. The City's subdivision regulations require water line extensions to be a minimum of six (6) inches in size. In addition, fire hydrants are required for new developments at a spacing of no more than 1000 feet apart and all building lots within 500 feet from a hydrant as delineated by the street or road. ***Illustration 3*** shows Hartsville's water line coverage.

Sewer Service Area – Most of the built up portion of the town of Hartsville is served from the Hartsville Sewer Department. Sewer has been in Hartsville for since the early 1930's. There are approximately 900 customers hooked to Hartsville's sewer system. Hartsville's sewer system is an activated sludge system and contains one pump station, has an average daily flow of 300,000 gallons per day, operates at a 40% capacity. An illustration of Hartsville's sewer line coverage is shown in ***Illustration 4***.

Electrical Service Area – Tri-County Electric Membership Cooperative provides this service, and its service area covers all of Hartsville.

Gas Service Area – The Hartsville Gas Company provides this service, and its service area covers all of Hartsville. Gas lines are available and pressures are suitable for residential, commercial and industrial use.

Protective Services

Police Department – Hartsville has a city police department, which is located in Hartsville's Town Hall. Hartsville has eight (8) full-time police officers and four (4) patrol cars.

Fire Department – There are twenty (20) volunteer firefighters with the Hartsville Fire Department. There is one station located next to the Town Hall, and Hartsville ISO rating is a 6. In addition, the Hartsville Fire Department services an area outside the city limits upon request through a mutual aid package with surrounding communities.

Other Services

Solid Waste Collection – The City of Hartsville provides this service. The solid waste service provides weekly pickup through the two trucks that they currently have.

Roads and Streets – Hartsville maintains approximately 14.3 miles of local roads, while TDOT maintains approximately 5.0 miles within the current corporate limits of Hartsville. Hartsville currently has no specific paving schedule.

Parks and Recreation – The largest concentration of land in parks and recreation is located near the central business district. This area contains the Trousdale County High School and the school's football field, the City Park that is approximately 26 acres, and the Veteran's Memorial Gardens which is approximately 10 acres.

Street Lighting – This service is provided by Hartsville. Street lighting is available upon request, however, only when feasible.

Land Use Controls and Municipal Codes – Hartsville enforces a Municipal Zoning Ordinance and Subdivision Regulations. Hartsville also enforces Southern Building Codes and has a certified Building Inspector contracted through Trousdale County at this time. In addition, Hartsville participates in the Federal Flood Insurance Program.

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 Hartsville through the year 2020. The projections, along with the percentage change for each intervening step, are presented in ***Table 3***. The projections show a 12% increase in the certified 1990 population of Hartsville by the Year 2020. These numbers reflect the projected level of natural growth, but can be influenced by annexations conducted by the City.

TABLE 3
HARTSVILLE POPULATION PROJECTIONS

Year	Population	% Change
1990	2,188	
1997	2,373	8.5%
2000	2,448	3.2%
2005	2,465	0.7%
2010	2,471	0.2%
2015	2,465	-0.2%
2020	2,445	-0.8%

The 2020 projected population is a 257-person increase over the 1990 certified population of 2,188. Using the average household size presented earlier 2.90; a potential total of 89 new housing units will be required.

Vacant Land Potential Within the Corporate Boundary

The amount of vacant land does appear sufficient to provide the minimum requirements for future residential needs serving Hartsville's projected population increases through the year 2020. There are 312 acres of developable land within the current corporate limits of Hartsville that can potentially accommodate 498 people, which are 241 people in excess of the increase of projected population.

Projected Land Needs Outside Corporate Boundary

It is not apparent from the previous analysis that there exists a need for additional land to accommodate the projected growth, according to the population projections from the University of Tennessee. This additional population of 257 people will require a potential of 161 acres, which can be easily accommodated within the current corporate limits. Therefore, any additional land needs outside the corporate limits 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. The calculations above for the accommodation of the increase in population do not reflect any industrial or commercial needs. These calculations show support for residential accommodations only. Therefore, while vacant land within the corporate limits can support some of 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 well over the 161 acres stated above. For example, an additional 9 acres of commercial land would potentially be needed due to the increase in population, and an additional 2 acres of industrial land would potentially be needed. These needs total 172 acres potentially needed which can easily be accommodated within the current corporate limits.

Projected Public Service Capability Outside Corporate Boundary

Water Service – Water service in the Town of Hartsville is very encompassing. The current costs of providing water service in the Urban Growth Boundary are at approximately $8/linear foot using a six-inch PVC pipe. The Water and Sewer Superintendent stated that there would be no problem in providing water anywhere located within the UGB. Approximately 85% of the UGB is already covered by water service provided by Hartsville. No new storage tanks will be needed to provide ample service into the UGB. The total costs of providing water to the remainder of the UGB would be approximately $5,000.

Sewer Service – Every new development in Hartsville regardless of size within the current corporate limits is required to connect to the sewer system. If a property is sold and is on a septic system, then the new owner of the property is required to hook onto Hartsville's sewer system. Any new area to be incorporated with Hartsville will be sewered according to current City policy. To serve the entire Urban Growth Boundary, a projected cost of $40 per linear foot would be required to serve this entire area, including 4 pumping stations at $50,000 each. Total costs to provide sewer service in the entire UGB would total $2 million. The ability for Hartsville to provide sewer service in the UGB is only a matter of working out the timing and financing to fit development demands.

Gas Service – Unlike other utilities, gas must be purchased for resale. Municipally owned, the resale of gas must fund the needs of the utility and keep it financially independent, but not geared for profit. Hartsville Gas already services most of the UGB area, along with most of Trousdale County outside the UGB. Therefore, the costs for expansion of Hartsville's Gas System to serve all portions of the proposed UGB are negligible.

Police Protection – Police protection in Hartsville is excellent, however, more personnel and equipment will be needed as the corporate limits expand into the UGB. As every 350 people are annexed into Hartsville, one full time officer should be placed on the payroll.

And for every two officers an additional patrol car should be added to the fleet. Annual costs are near $30,000.

Fire Protection – Fire protection would need to be expanded. To keep their current ISO rating of 6, another fire station and equipment would be needed to provide similar protection in the UGB. The costs of building a new station are small compared to the costs of new equipment. Total costs should be near the $700,000 mark.

Solid Waste Collection – Solid waste collection in Hartsville is done weekly with each lot receiving service once per week. The only anticipated change would be that another day would need to be added to provide this service adequately. Anticipated annual costs for this expansion would be an additional $8,000.

Roads and Streets – There are several miles of State and County roads within the Growth Boundary. There are 3.4 miles of State Highways and 15.2 miles of County roads. All County roadways would be brought up to City standards in accordance with City policy as they are incorporated into the City Limits of Hartsville and will be placed on the same paving/maintenance schedule as those currently inside the corporate limits. Costs per mile are estimated at approximately $35,000.

Parks and Recreation – Hartsville has several parks as mentioned earlier. There would not need to be any change at this point regarding parks and recreation. However, some comments were noted that there needs to be more tennis courts and more basketball courts.

Street Lighting – Street lighting is based on a "by request" system. Annual costs per streetlight are approximately $600.

Land Use Controls and Municipal Codes – Hartsville enforces a Municipal Zoning Ordinance and Subdivision Regulations. In addition, Hartsville enforces Southern Building Codes and has a certified Building Inspector contracted out through Hartsville/Trousdale County. Hartsville will also provide Land Use Controls and Municipal Codes as currently provided for the existing corporate limits to any annexed area within the Urban Growth Boundary should any annexation ever occur.

DESCRIPTION OF URBAN GROWTH BOUNDARY

Based on the land use analysis presented in the first section of this report, Hartsville has 312 acres available within the present corporate limits at this time for development and will not need any more to support the projected growth according to the UT Year 2020 population projections. However, Hartsville feels the need for additional land for future residential, commercial and industrial growth. Several items are not taken into account when UT's population projections were finalized. Hartsville must plan for the urbanization extending from Metropolitan Nashville-Davidson County and the emergence of Interstate 840 which is to have two exits right outside of Trousdale County, one to the South and one to the West. These two factors make Hartsville a potential hot spot for residential development due to its vicinity to the Nashville area.

Hartsville is only limited as to where expansion of the corporate limits can expand by the county lines, being that Trousdale County is the second smallest county in the State. Hartsville currently lies in the center of the County, so growth is able to occur in any direction. The area to the east is well developed and is an area that most probably should be incorporated into the corporate limits of Hartsville. A lot of this area already receives many of Hartsville's services. All other areas are much less developed and provide opportunities for new subdivisions. In addition, the area to the north contains approximately 400 acres of land that owners are requesting to be within the growth boundary.

A map of the Urban Growth Boundary is shown as ***Illustration 5***. The total acreage of the proposed area is approximately 3,920 acres. There are, however, 500 acres of this land located within a Flood Zone "A", and 200 acres located on steep slopes (difficult to develop). There are a total of 1,235 acres of developed land existing in the proposed UGB currently. This provides a remainder of 2,035 acres remaining in the UGB for potential future development.

The proposed Urban Growth Boundary will, in all probability, set the limits of growth for Hartsville well beyond the year 2020 unless some unforeseen circumstance arises. If done properly and developed around any natural barriers, Hartsville can be one of the more beautiful locations in which to live. Growth has come, and will continue to come given the high development rate being experienced in the Mid-State area. Without an Urban Growth Boundary, Hartsville cannot extend the vital municipal services to areas that should already be under these services and to those that will over time experience new development pressures.

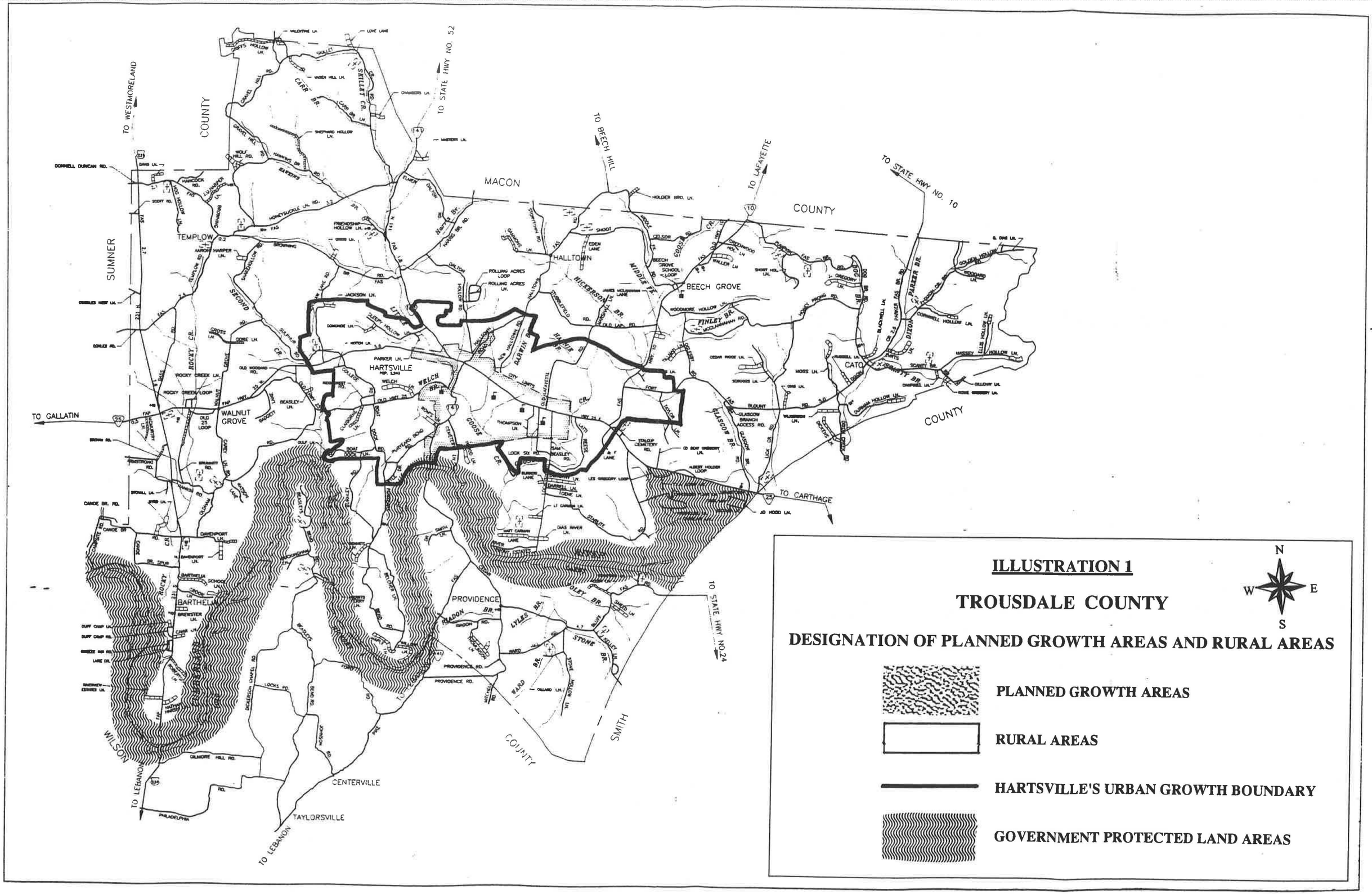
ILLUSTRATION 1
TROUSDALE COUNTY
DESIGNATION OF PLANNED GROWTH AREAS AND RURAL AREAS
PLANNED GROWTH AREAS
RURAL AREAS
HARTSVILLE'S URBAN GROWTH BOUNDARY
GOVERNMENT PROTECTED LAND AREAS
N
W
E
S
TO WESTMORELAND
TO STATE HWY NO. 52
TO BEECH HILL
TO LAFAYETTE
TO STATE HWY NO. 10
TO GALLATIN
TO CARTHAGE
TO STATE HWY NO. 24
TO LEBANON
SUMNER
COUNTY
MACON
COUNTY
COUNTY
WILSON
COUNTY
SMITH
TEMPLOW
HALLTOWN
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HARTSVILLE
WALNUT GROVE
CATO
BARTHELL
PROVIDENCE
CENTERVILLE
TAYLORSVILLE

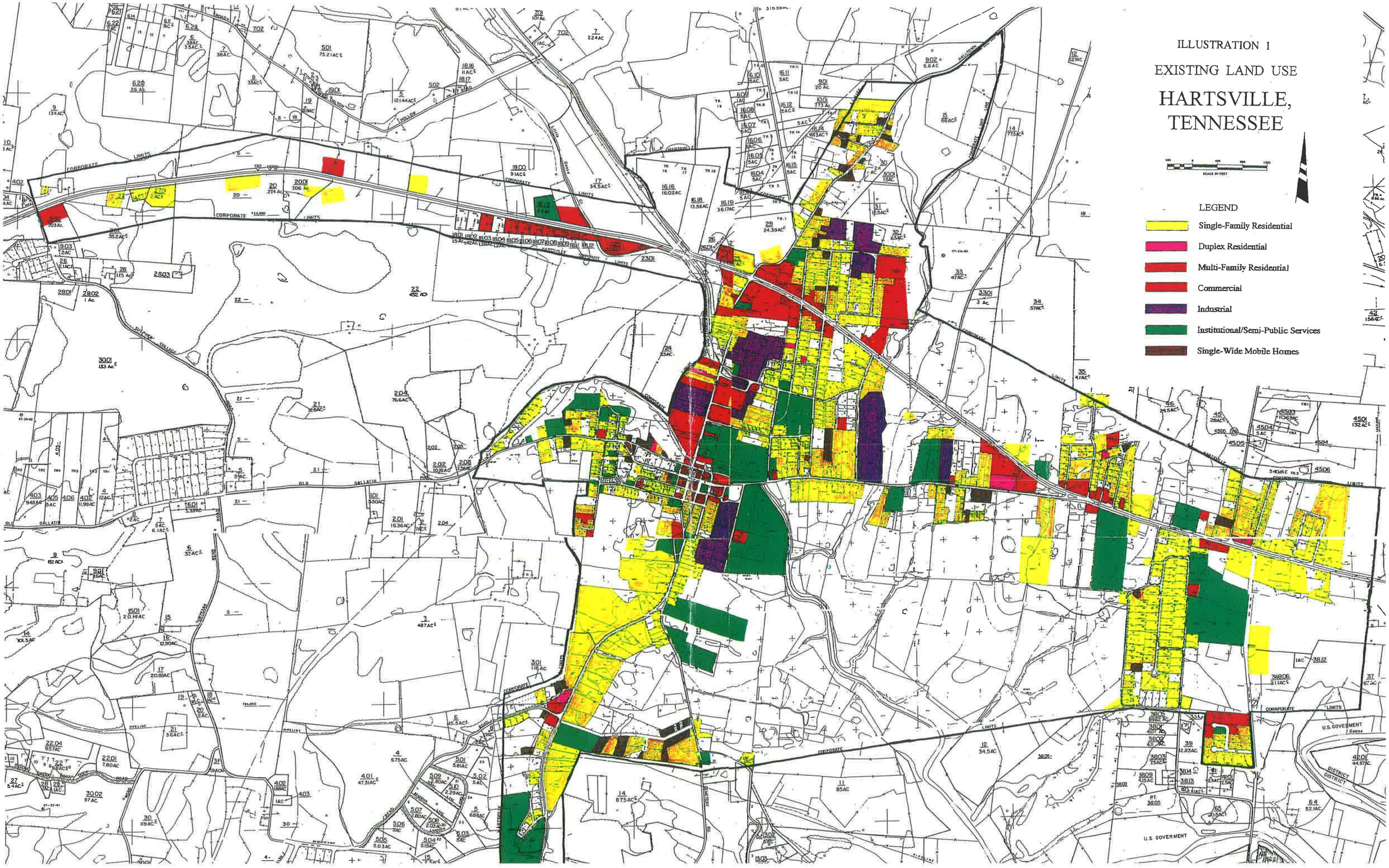


ILLUSTRATION 1
EXISTING LAND USE
HARTSVILLE, TENNESSEE
LEGEND
Single-Family Residential
Duplex Residential
Multi-Family Residential
Commercial
Indusurial
Institutional/Semi-Public Services
Single-Wide Mobile Homes

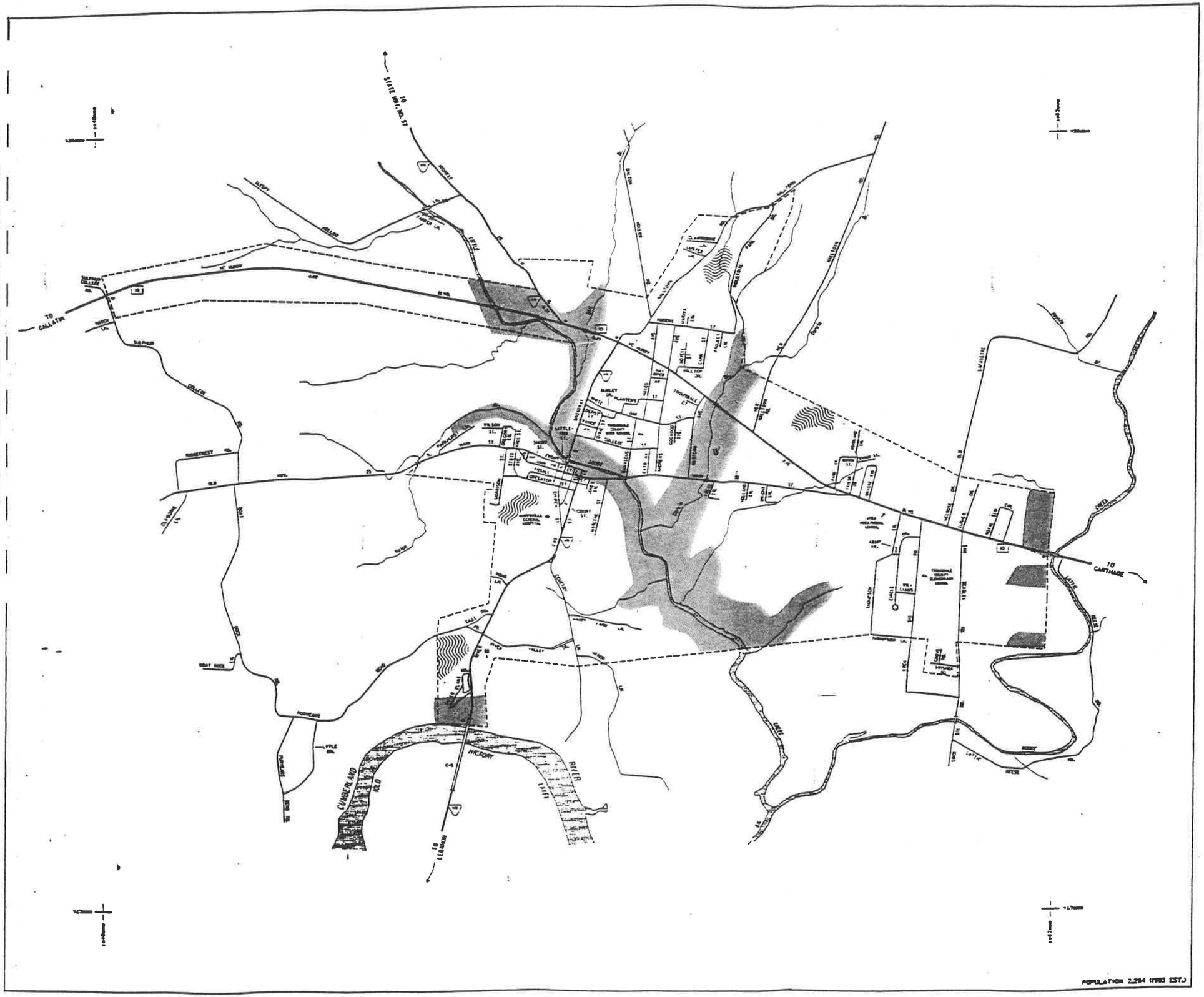


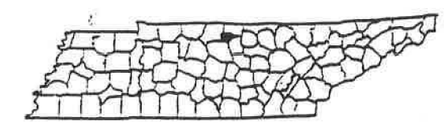
ILLUSTRATION 2

NATURAL CONSTRAINTS AFFECTING DEVELOPMENT

HARTSVILLE, TENNESSEE

FLOODPLAIN

STEEP SLOPES



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BASEMAP

PREPARED BY THE
TENNESSEE DEPARTMENT OF TRANSPORTATION
BUREAU OF PLANNING AND DEVELOPMENT
PLANNING DIVISION
IN COOPERATION WITH THE
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

SCALE

1998

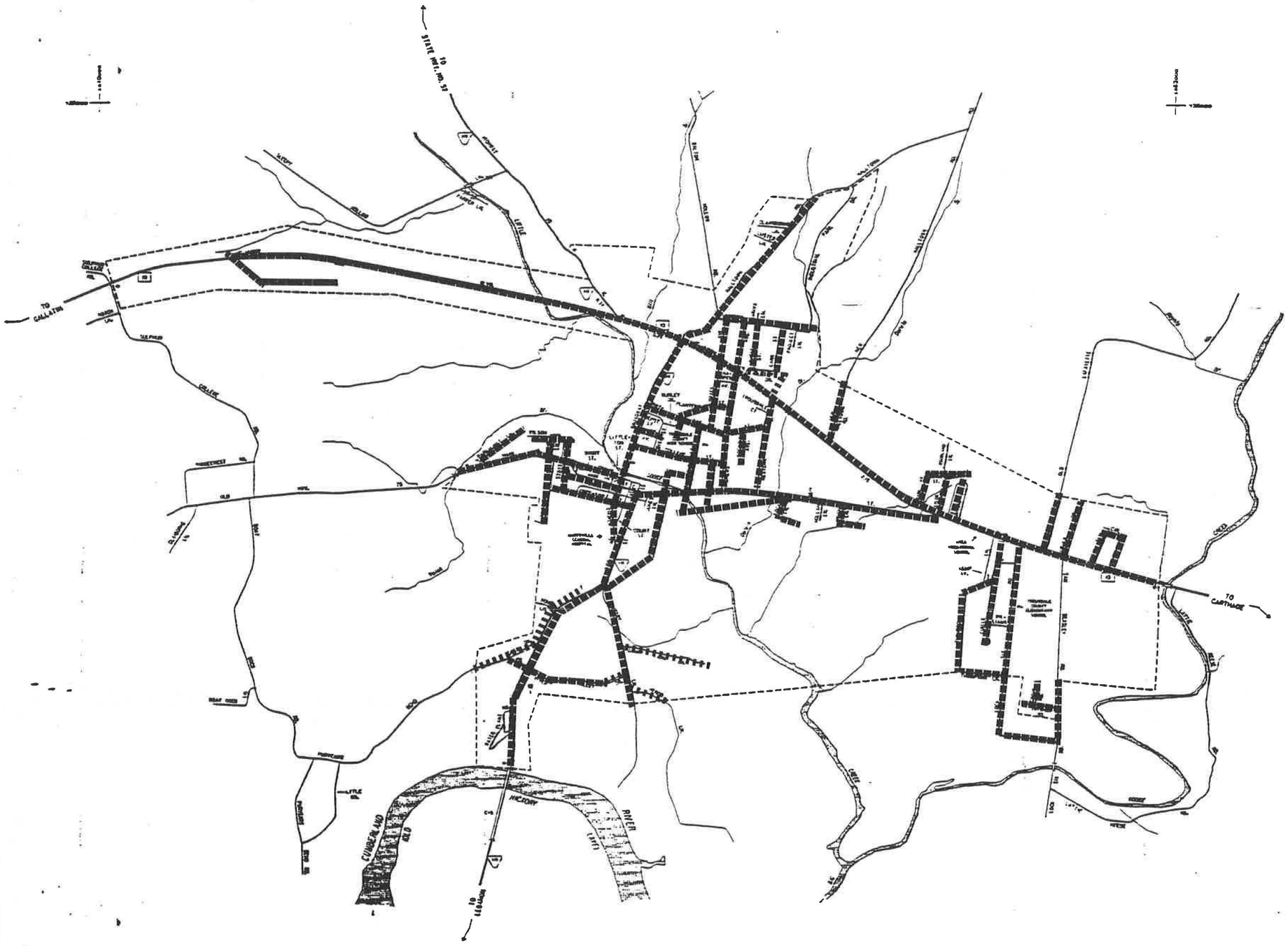


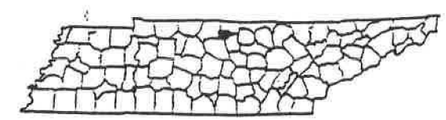
ILLUSTRATION 3

EXISTING WATER LINES

HARTSVILLE, TENNESSEE

WATER LINES < 6 INCHES

WATER LINES ≥ 6 INCHES



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SCALE

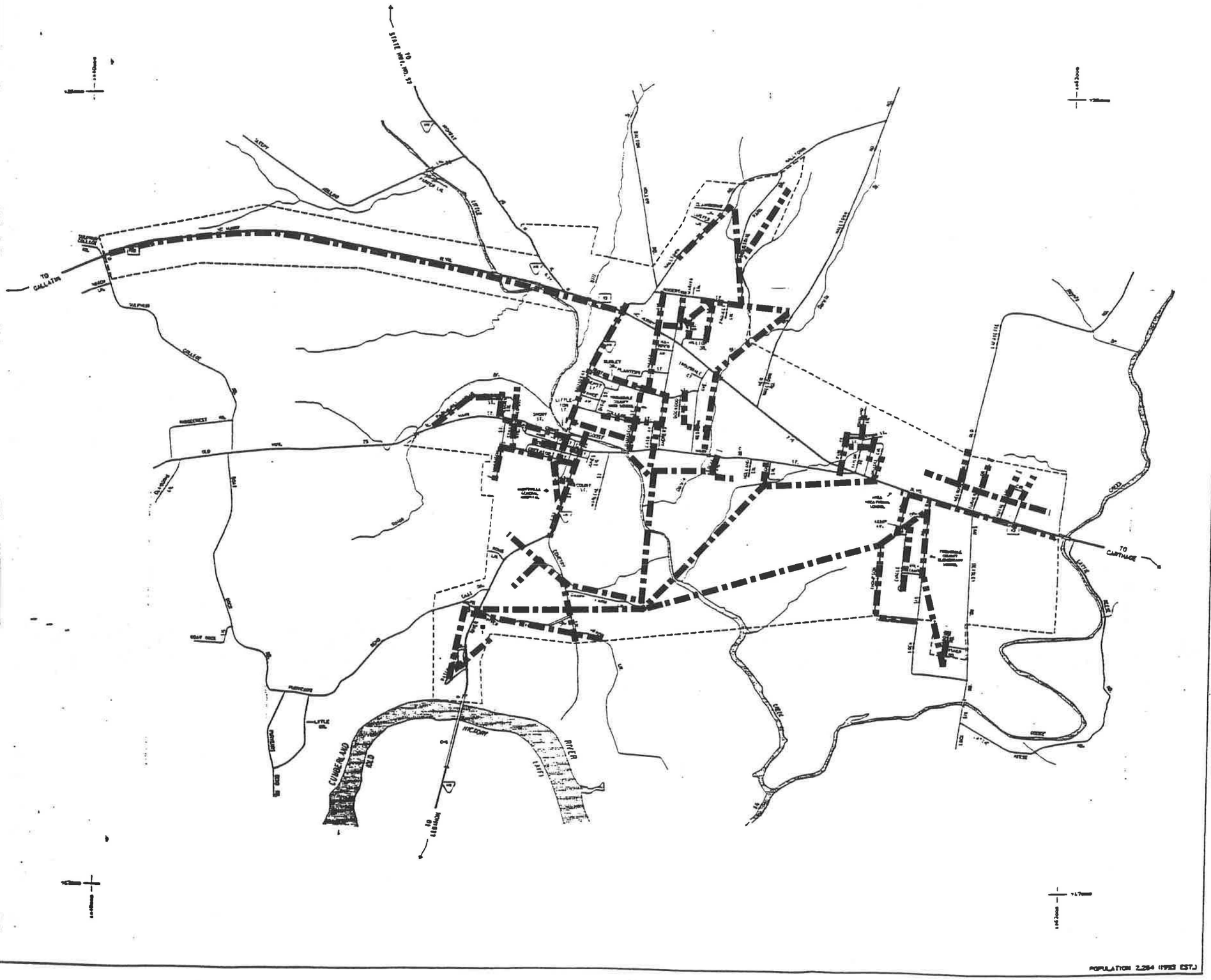
1998

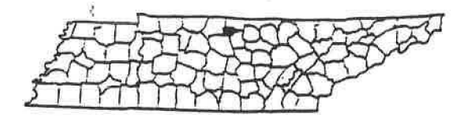
ILLUSTRATION 4

EXISTING SEWER LINES

HARTSVILLE, TENNESSEE

SEWER LINES





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1998

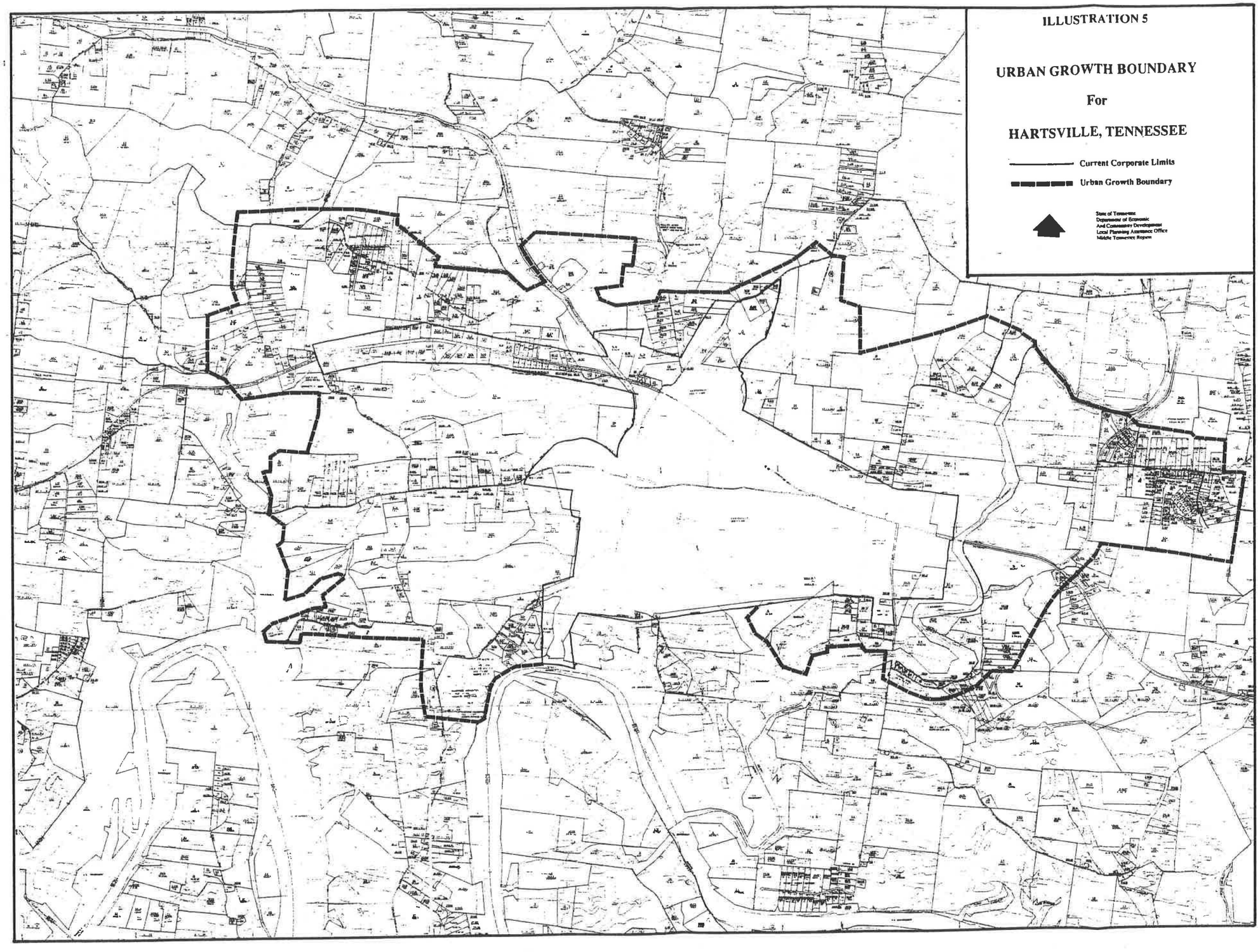
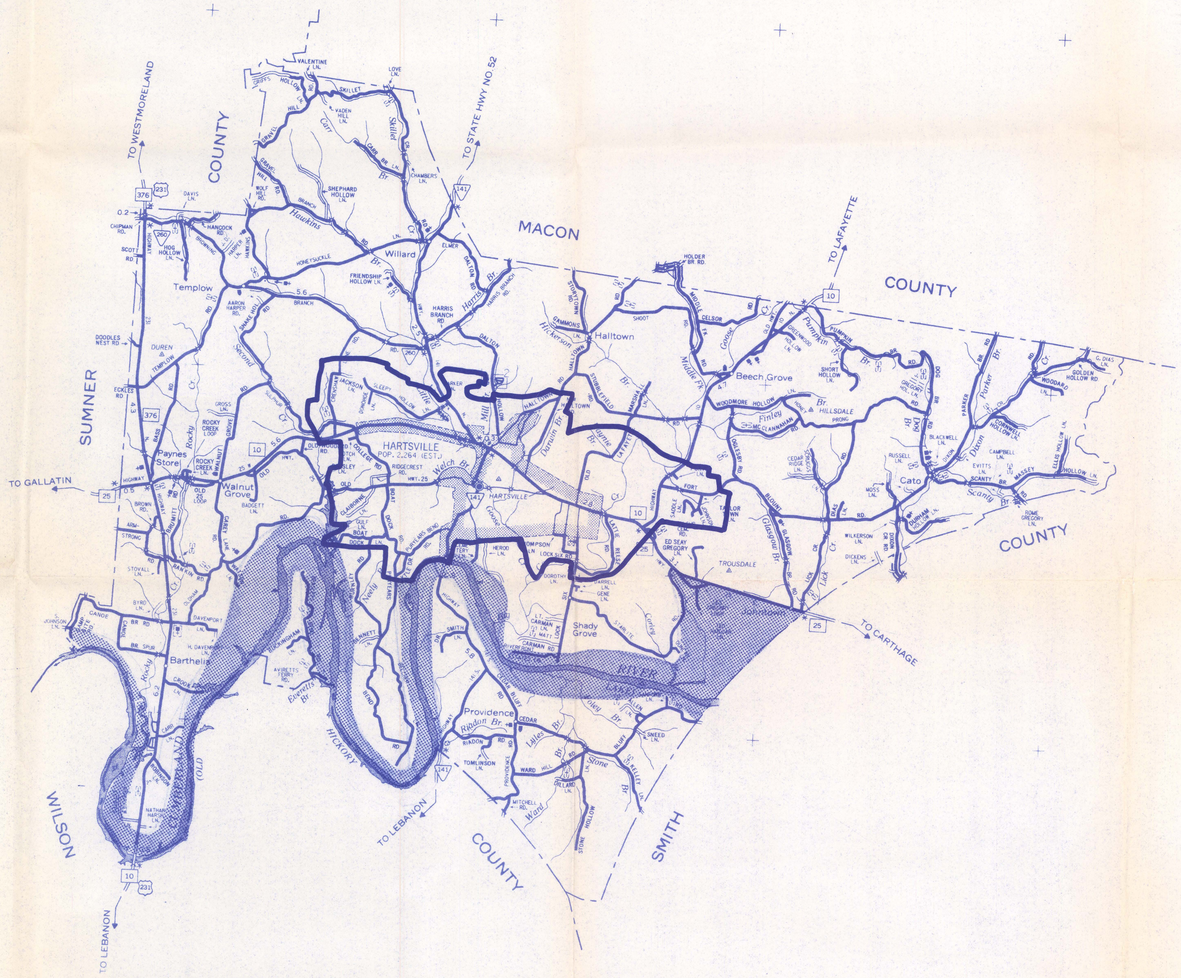


ILLUSTRATION 5
URBAN GROWTH BOUNDARY
For
HARTSVILLE, TENNESSEE
Current Corporate Limits
Urban Growth Boundary
State of Tennessee
Department of Economic
And Community Development
Local Planning Assistance Office
Middle Tennessee Region



Local Government Planning Advisory Committee

Date: June 28, 2000

To: Approve Trousdale County Growth Plan

Tom Stiner, Chairman

TROUSDALE COUNTY

N W E S

DESIGNATION OF PLANNED GROWTH AREAS AND RURAL AREAS

- PLANNED GROWTH AREAS
- RURAL AREAS
- HARTSVILLE'S URBAN GROWTH BOUNDARY
- GOVERNMENT PROTECTED LAND AREAS

Local Government Planning Advisory Committee

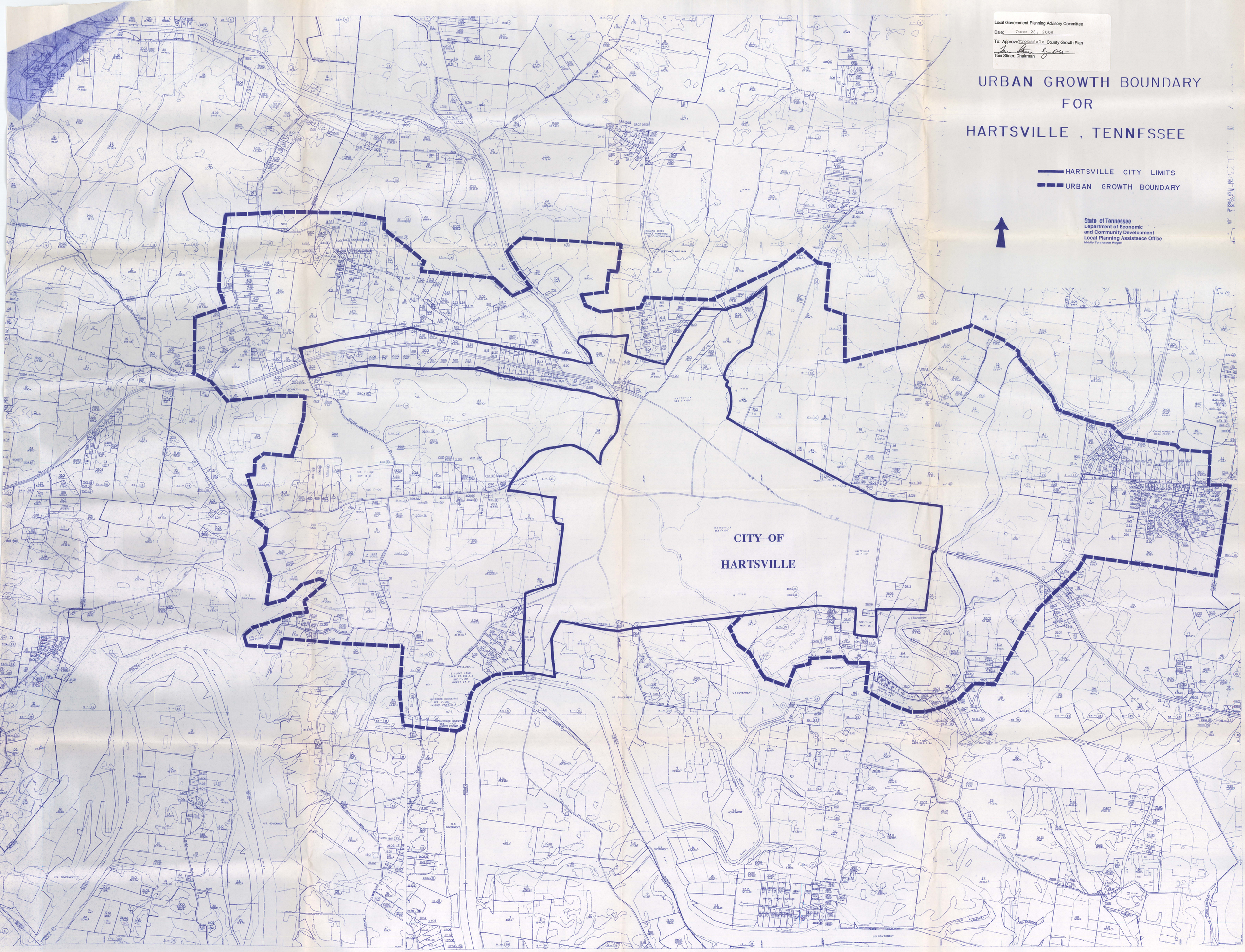
Date: June 28, 2000

To: Approve Dyersdale County Growth Plan

Tom Stiner, Chairman

URBAN GROWTH BOUNDARY FOR HARTSVILLE , TENNESSEE

HARTSVILLE CITY LIMITS

URBAN GROWTH BOUNDARY

State of Tennessee
Department of Economic
and Community Development
Local Planning Assistance Office
Middle Tennessee Region