

SMITH COUNTY LAND USE
AND TRANSPORTATION POLICY PLAN
2011-2031

PREPARED BY THE
SMITH COUNTY REGIONAL PLANNING COMMISSION

ASSISTED BY THE
TENNESSEE DEPARTMENT OF ECONOMIC
AND COMMUNITY DEVELOPMENT
LOCAL PLANNING ASSISTANCE OFFICE

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RESOLUTION OF THE SMITH COUNTY REGIONAL PLANNING COMMISSION

**A RESOLUTION TO ADOPT THE SMITH
COUNTY LAND USE AND TRANSPORTATION
POLICY PLAN 2011-2031**

WHEREAS, recognizing that it is the function and duty of a regional planning commission to make and adopt a general plan for the physical development of the territory of the Smith County Planning Region; and


WHEREAS, the Smith County Regional Planning Commission has completed a study and prepared a general regional plan for the purpose of guiding and accomplishing a coordinated, adjusted, efficient and economically sound means of development for the territory of Smith County; and

WHEREAS, the Smith County Land Use and Transportation Policy Plan, 2011-2031, with accompanying maps, charts, and descriptive matter, will best promote the health, safety, order, convenience, prosperity and welfare of the inhabitants, as well as efficiency and economy in the process of development, in accordance with present and future needs and resources; and

NOW, THEREFORE, BE IT RESOLVED, BY THE SMITH COUNTY REGIONAL PLANNING COMMISSION that pursuant to Section 13-3-303 of the **Tennessee Code Annotated**, the Smith County Land Use and Transportation Policy Plan is hereby adopted; and

BE IT FURTHER RESOLVED that copies of said plan be subsequently certified to the chief legislative body of Smith County.

APPROVED:


Secretary, Smith County Regional Planning Commission

4-25-11
Date

SMITH COUNTY LAND USE AND TRANSPORTATION POLICY PLAN

PREFACE

The purpose of this document is to provide Smith County, Tennessee with a policy plan for the future development of its land use and transportation facilities. A Land Use and Transportation Policy Plan is an essential part of a Comprehensive Plan as outlined in Section 13-3-302 of **Tennessee Code Annotated**. When counties do not plan, utilizing appropriate standards in the development of land uses and transportation systems, problems are created by conflicting and ill-planned uses which can rob the county environment of many of its positive qualities. A Land Use and Transportation Policy Plan is made to ensure that future development in the county can be accommodated in orderly, well-designed growth patterns.

The Smith County Land Use and Transportation Policy Plan covers a planning period of about twenty years, 2011-2031. The information presented in this plan should be used as a framework to guide county officials, community leaders, developers, and others in making decisions which affect the future development of the county. The plan is not intended to supersede the authority of local officials. Instead, it is designed to give public and private sectors a basis to constructively use the interdependencies which exist between the various elements and organizations in the county. The development goals, objectives, and policies and the implementation strategies in this plan should be periodically reviewed, and, when necessary, updated to reflect unanticipated occurrences or trends.

SCOPE OF PLAN

The Land Use and Transportation Policy Plan is designed to formulate a coordinated, long-term development program for Smith County. The preparation of a development program requires gathering and analyzing a large amount of information. Historic events, governmental structure, natural factors, and socio-economic characteristics of Smith County are studied to determine how these have affected and will affect land uses and transportation facilities. Existing land uses and transportation facilities are analyzed to identify important characteristics, relationships, patterns, and trends. From this information and analysis, relevant problems, needs, and issues concerning land use and transportation in Smith County are identified. These are then used to produce a Development Plan and Major Thoroughfare Plan. The Development Plan consists of two interdependent elements. The first element is the identification of development goals and objectives and the establishment of strategies for achieving them. The second element is the creation of a development plan concept which visually illustrates the goals, objectives, and strategies. In achieving the goals and objectives identified in the development plan, specific strategies or measures are outlined in an implementation schedule.

CHAPTER 1 BACKGROUND FOR PLANNING

INTRODUCTION

Effective planning for a county requires compiling information on the area. This would include the county's size and location in regard to the State, its regional economy and relationship to transportation routes, its early historical settlement and events affecting development, and an understanding of its governmental structure. Background information for Smith County is presented in this chapter. It must be pointed out that the population projections and certain data relative to employment do not take into consideration the current recession the United States is experiencing.

LOCATION AND SIZE

Smith County is located in northeastern Middle Tennessee, mostly within the Central Basin and a small portion found within the Highland Rim at the intersection of the Cumberland and Caney Fork Rivers. Carthage is the county seat and is located approximately in its center, and the communities of Gordonsville and South Carthage are also located within the county. (Illustration 1-1 shows the regional setting of the County). Interstate 40 runs in an east to west route traversing the county, with State Highway 25 serving as the main north to south route within the county. Smith County is about 50 miles east of Nashville, and is bounded on the north by Macon and Trousdale Counties, to the east by Putnam and Jackson Counties, to the west by Wilson County, and to the south by DeKalb County. Smith County has a total area of about 314 square miles or about 200,960 acres. Geometrically Smith County is situated between 36° 14' 31" N latitude and 85° 57' 41" W longitude.

EARLY HISTORICAL SETTLEMENT

Created by the Tennessee General Assembly in 1799 from Sumner County, Smith County is named in honor of General Daniel Smith. Immigrants of Scots-Irish, English and German descent established thriving communities and productive farms along the courses of the two rivers and abundant streams that are present in Smith County. It has been noted that a majority of the settlers held land warrants from the Revolutionary War. Presbyterians, Methodists and Baptists all had active congregations. Clinton College at New Middleton, Geneva Academy at Carthage, and Shady Grove Academy at Gordonsville were among the early schools.

In 1804 an election was held for the selection of a permanent county seat. The location of the county seat came down to two areas; one area was near Dixon Springs (Bledsoesborough) on the Cumberland River and the other site was near present day Carthage. In 1804 a heated election was held for selection of a permanent county seat. The contest raged between proponents of Bledsoesborough (the polecats), and supporters of William Walton (the moccasin gang), whose land grant was situated at the confluence of the Cumberland and Caney Fork Rivers. Walton, a Revolutionary veteran, operated a ferry and tavern at the site. An abundance of refreshments, including a full supply of whiskey furnished by Colonel Walton, may have influenced the victory claimed by the moccasins, who determined Carthage, destined to become one of the most important towns in Middle Tennessee during the steamboat era, as the county seat. Throughout the winter of 1805 the town was laid out and public buildings were constructed. By 1879 a new courthouse building, "the handsomest in the State," was erected and continues to grace the town square. It was placed on the National Register of Historic Places in 1979.

Carthage, as the county seat, would go on to become a very important river community in Middle Tennessee during the Steamboat Era. Early settlers relied upon the streams that turned the mills, and used these streams as a “highway” to markets for products. The Trousdale Ferry Pike, an early thoroughfare for the numerous communities of Smith County, provided early settlers a transportation route to these waterways. Travelers along the Pike crossed the Caney Fork River at Stonewall on a ferry established by John Trousdale, who settled in this area sometime around 1804. Pleasant Shade on Peyton’s Creek, Difficult and Defeated on Defeated Creek grew into trade centers for settlers in the northern part of the county. Dixon Springs was settled prior to 1787 by Tilman Dixon, Revolutionary War soldier, where his historic home site (Dixona) of the first County Court meeting still stands. Maggart, Sullivan’s Bend, Jonesboro, West Point have all been inundated by the Cordell Hull Reservoir. Rome, located on the Cumberland River at the mouth of Round Lick Creek, rivaled Carthage as a port and trade center until it began to decline, along with the steamboats, in the early part of the Twentieth Century.

EVENTS AFFECTING DEVELOPMENT

During the 1880’s, railroads provided new economic opportunities to communities within Smith County. Historical documents indicate that the Brush Creek, Sykes, Hickman and Lancaster communities were thriving communities that included hotels, dry goods stores, banks and livery stables as services to those living nearby and for those who were traveling along some of the early trade routes in Smith County. Gordonsville, founded in 1801 by John Gordon, flourished as a busy rail center and was incorporated in 1909. One of the county’s two high schools is located in Gordonsville. South Carthage, just across the Cumberland River from Carthage, emerged as the rail center for northern Smith County. A bridge spanning the Cumberland River replaced the obsolete ferries, and was opened on February 1, 1908. This was operated as a toll bridge at a cost of sixty-four thousand dollars.

In the past, Smith County industries have been associated with farm products such as tanneries, grist and flour mills, plus operations that dealt with tobacco and timber. Construction of the Cordell Hull Dam on the Cumberland River in the 1960’s, the mining of a zinc deposit, and the development of an industrial park where large plants have located have aided in the growth of the area’s economy. Today, the leading manufacturers in Smith County include William L. Bonnell Aluminum Extrusion, Nyrstar and Dana Corp. Spicer Universal Joint.

Among the better known statesmen from Smith County are William Campbell and Benton McMillin, who served as governors of Tennessee in 1851-53 and 1899-1903. Cordell Hull, Secretary of State under Franklin D. Roosevelt, and who was also the recipient of the Noble Peace Prize in 1945, practiced law and called Carthage home for many years of his life. The unique Cordell Hull Bridge, the second to span the Cumberland River and the Cordell Hull Dam, bears his name. Albert Gore, Sr. represented Tennessee in Congress from 1939 to 1971. Albert Gore, Jr. served as a Representative and Senator prior to being elected Vice-President of the United States in 1992 and 1996.

GOVERNMENTAL STRUCTURE

The principal governing body of Smith County is the Legislative Body of Commissioners, which is comprised of twenty-four (24) members elected by popular vote every four years. The Commissioners as a body meet six times a year to exercise legislative and administrative functions. The chief executive officer of Smith County is the County Mayor, also elected by popular vote to serve a four year term. The County Commissioners elect a Chairman to preside over all Commission meetings.

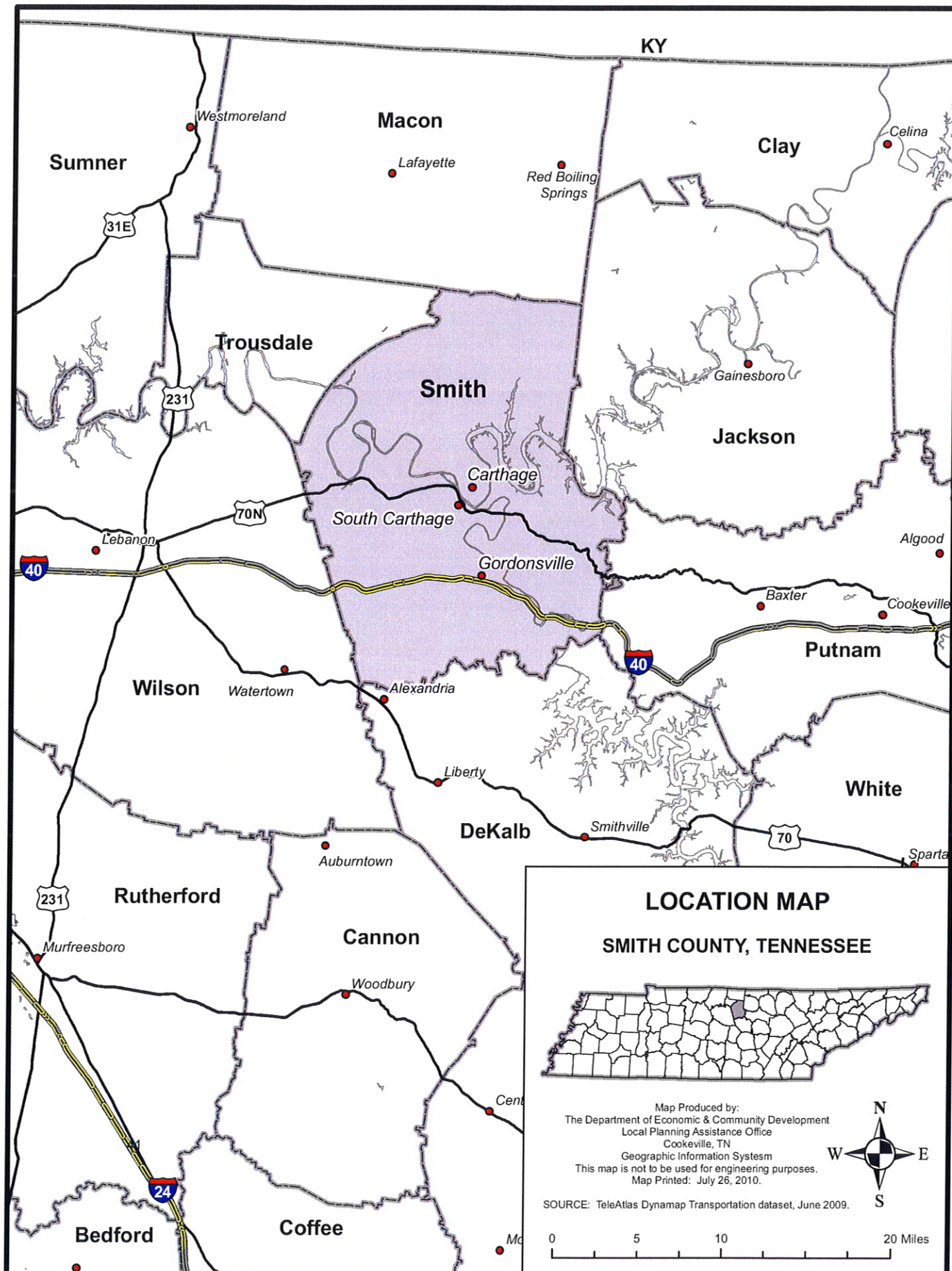


ILLUSTRATION 1

REGIONAL PLANNING COMMISSION

Since its early beginnings, the Smith County Regional Planning Commission has been very active in carrying out its functions and its role as advisor to the county executive and commissioners. The planning commission has been involved with various official planning documents, to include countywide zoning regulations, subdivision regulations and floodplain regulations. Smith County is served by the Upper Cumberland Region Office of the Local Planning Assistance Office, Tennessee Department of Economic and Community Development. The officers of the planning commission are chairman, vice-chairman and secretary. The regular meetings of the planning commission are held the fourth Monday of each month at the Smith County Courthouse Annex building on Turner Street.

TRANSPORTATION ROUTES

Smith County is well served by a system of state highways, an interstate system and county roads. The interstate system includes Interstate 40, which is a major east-west system that connects Smith County with large population centers of the Eastern and Western United States. The state system includes the primary highways of east-west running Highway 70N, linking Smith County with the Nashville and Knoxville urban centers. Highway 80 is a primary state route that runs north and south, primarily linking Smith County to Macon County to its north. State Route 53 is a highly traveled north to south running highway that connects Carthage, South Carthage and Gordonsville to Interstate 40. Routes 25 and 85 run east to west within the county and link some of the rural areas to the interstate system. Secondary state highways include 141, 263 and 264, which provide access to the citizens of Smith County to the aforementioned state highways and Interstate 40. Also, these highways are a viable link in connecting the county's rural areas with the Carthage, South Carthage and Gordonsville areas.

CHAPTER 2

NATURAL FACTORS AFFECTING DEVELOPMENT

INTRODUCTION

The land use patterns of Smith County are, to a large extent, shaped by its natural environment. The significant factors of the environment affecting land use include climate, air and water quality, topography, geology, soils, and drainage. Since all land is not suitable for high density development, the impact of these factors must be considered prior to the initiation of any type of developmental project. Illustration 2-1 shows the natural factors in the county affecting development.

CLIMATE

The climate of Smith County is described as humid and temperate, characterized by relatively moderate winters with short erratic cold spells and hot summers. Although Smith County is located well inland, it lies in the path of cold air moving southward from Canada and warm moist air currents moving northward from the Gulf of Mexico. These alternating currents frequently bring sharp daily changes and are chiefly responsible for seasonal variations. The mean annual temperature of the Carthage area is 57.7 degrees Fahrenheit. Extremes in temperature are uncommon; the average high temperature being 80.8 degrees and the average low temperature being 37.5 degrees. The average annual precipitation is approximately 58.0 inches with average snowfall reaching about 8.0 inches per year. There is some variation in relative humidity during a given year, with the highest average daily values recorded in winter. Although winters are not severe, they are often wet and outside work may be hampered around construction sites. The mean length of freeze-free period (days) is between 180-220 days. (Data taken from the Middle Tennessee Development Association, 2009 Community Data Profile).

AIR QUALITY AND WATER RESOURCES

At present, the air and water quality in the Smith County area is considered excellent. Nearly all residents of Tennessee live in areas where the air quality meets all national air quality standards. Smith County is located in a non-attainment area for ground level ozone. Ozone is a gas composed of three oxygen atoms, which is not emitted directly into the air (US EPA). At ground level, it is created by a chemical reaction between oxides of nitrogen and volatile organic compounds in the presence of sunlight. Ground level ozone is considered “bad” because it is a constituent of smog. Sunlight and hot weather cause ground level ozone to form in harmful concentrations. Rural areas are subject to bad ozone because wind can carry it several hundred miles from the source.

DRAINAGE AND FLOODING

The drainage pattern of Smith County is well defined. The municipalities and county are drained by the Cumberland River Drainage Basin. Severe flooding causing loss of life or property is rare in Smith County. Minor floods appear annually, usually in late winter or early spring. With no solution for totally preventing flooding, one alternative for the county to consider is the practice of sound floodplain management. Smith County is a participant in the National Flood Insurance Program. This program is organized under the Federal Emergency Management Agency (FEMA). It identifies potential flood hazard areas within the community, requires a community to adopt floodplain management regulations, and provides residents with the opportunity to purchase flood insurance. Floodable areas within Smith County have been identified and delineated by FEMA. These areas are shown on Flood Insurance Rate

Maps for Smith County, Community Panel Number(s) 47159C0020D, 47159C0039D, 47159C0040D, 47159C0045D, 47159C0065D, 47159C0095D, 47159C0105D, 47159C0109D, 47159C0110D, 47159C0115D, 47159C0117D, 47159C0119D, 47159C0120D, 47159C0126D, 47159C0127D, 47159C0128D, 47159C0129D, 47159C0132D, 47159C0134D, 47159C0135D, 47159C0136D, 47159C0137D, 47159C0138D, 47159C0139D, 47159C0141D, 47159C0143D, 47159C0145D, 47159C0155D, 47159C0165D, 47159C0170D, 47159C0185D, 47159C0200D, 47159C0202D, 47159C0204D, 47159C0205D, 47159C0206D, 47159C0207D, 47159C0208D, 47159C0209D, 47159C0215D, 47159C0216D, 47159C0217D, 47159C0218D, 47159C0219D, 47159C0230D, 47159C0235D, 47159C0240D, 47159C0245D, 47159C0255D, 47159C0260D, 47159C0280D, 47159C0285D, and 47159C0305D, effective September 29, 2010. These maps depict 100 year floodplains (one percent chance of occurrence in any single year), which serves as the basis for floodplain management practices. Smith County and its municipalities are very active in carrying out and enforcing their floodplain management regulations as required by the Federal Emergency Management Agency (FEMA). There have been numerous properties within these communities that have been bought out due to repetitive losses due to flooding. In the spring of 2011, Smith County received grant funding to purchase properties associated with the County House/Kinslow Lane area that had repeated substantial damage claims due to flooding. Smith County should consider adopting a plan that prioritizes similar areas so they can be bought out and removed from highly floodable areas to mitigate future problems.

SOIL ASSOCIATIONS/UNITS

Soils are an unconsolidated complex of weathered rock materials, minerals, air, water and organic matter. Soils are one of the basic natural resources and an important factor affecting the type and extent of development in a given area. The conditions for the development of a distinct soil formation are determined by the character of the underlying rock strata, the variation of temperature and precipitation in the area, the slope of the land surface, the nature of vegetation growing in the soil, and the type of biotic organisms living in the soil structure. Although various combinations of these factors can form an infinite variety of soil patterns, a classification system can be devised for existing land use analysis and future development. There are 49 soil units in Smith County as mapped by the Natural Resource Conservation Service of the U.S. Department of Agriculture.

The nature and location of soils is an important factor in determining the type and extent of development in a community. Soils are generally rated as slight, moderate or severe in terms of severity of their development limitations. This applies to development in the categories of residential, commercial, industrial recreation and open space and street and road uses. Hence, soil limitations are rated and interpreted as follows:

Slight Limitations: Soils having suitable properties available for the rated uses. Limitations are so minor that they can be easily overcome. Good performance and low maintenance are expected from these soils.

Moderate Limitations: Soils having properties moderately favorable for the rated uses. Limitations can be overcome or modified with proper planning design or special maintenance.

Severe Limitations: Soils having one or more properties that are unfavorable for the rated uses. Limitations are extremely difficult and costly to modify or overcome and require major soil reclamation, special design and/or intense maintenance.

Any detailed questions regarding soils in Smith County can be referred to the Resource Soil Scientist for the Natural Resource Conservation Service of the U.S. Department of Agriculture, or go to <http://soildatamart.nrcs.usda.gov/USDGSM.aspx>

SLOPE

Illustration 2-1 shows areas of slope that are greater than fifteen percent. Based on land use analysis, approximately 55.4 percent of the total land area for Smith County is greater than 15 percent slope, or about 115,840.2 acres. Development in these areas is difficult and costly due to the physical constraints of the terrain. As a general rule, when development does occur on excessive slopes, it is more conducive to low density development due to its rural character and the lack of necessary infrastructure (roads and utilities). When state highways and county roads do exist in these areas, they typically are designed for low volume traffic and do not have shoulders associated with roads found in more urban areas. The cost of building and maintaining these roads, when built on slopes exceeding ten to fifteen percent, requires increased capital expenditures due to additional grading and drainage requirements on this type of terrain. Safety and community support are also affected when development occurs on steep terrain, as first responder equipment and school system buses have difficulties operating on this type of terrain. Building structures on steep slopes can also become problematic and more costly. Bringing public water to hilly terrain has its challenges, usually requiring additional expenditure of funds for pump stations, pressure reduction valves, and boring through rock to lay out lines. Poor soils, which are usually associated with steep slopes, can present challenges to single family homes that rely on septic systems for solid waste management. These challenges and constraints in infrastructure and road access typically place limitations on industrial and commercial land use development in these areas. Since a large percentage of the county has areas with excessive slope, hillside development standards need to be implemented. Smith County can utilize their adopted zoning and subdivision regulations as a land use tool to foster sound development along slopes greater than 15 percent. The subdivision regulations can contain road standards for these types of developments and the zoning resolution could include different development densities that would not jeopardize the natural environment based on slope. The costs associated with establishing and maintaining roads and infrastructure in these areas will be very expensive, and the implementation of hillside development regulations could keep these expenditures within the county at a minimum.

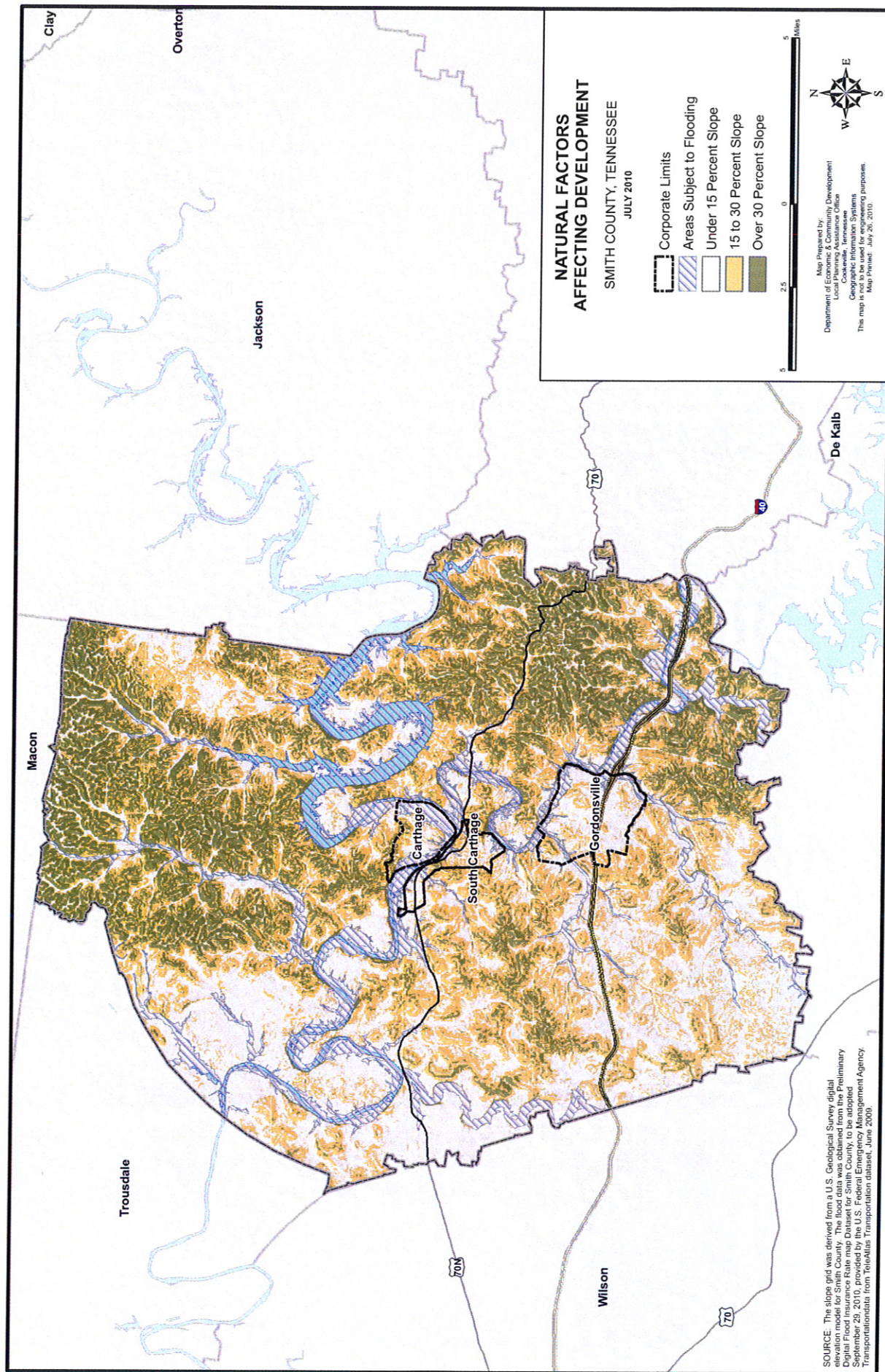


Illustration 2

CHAPTER 3

SOCIO-ECONOMIC FACTORS AFFECTING DEVELOPMENT

INTRODUCTION

This chapter will present a brief summary of population and employment trends pertinent to the preparation of a land use plan for Smith County. Past changes in population and employment, as well as population projections through 2030, will be examined for their implications on development within the county. A basic understanding of this information is vital to the overall planning effort. The formulation of community development strategies, the identification of land use needs, and the discussion of various land use issues that take place during the planning process must reflect these trends and projections if the land use plan is to be relevant.

TRENDS SUMMARY

For the purposes of this plan, the past changes in population and employment were examined for their implications for development within Smith County. Of most significance are the projected changes in the population and employment within Smith County and its communities for the year 2030. These findings provide future trend projections, which can be affected, but the trends must be understood to be of planning significance.

POPULATION

The population of Carthage decreased from 2,386 in 1990, to 2,251 in 2000 as Table 1 reflects. This change represents approximately a -5.7 percent change in population during this time period. During the same period, the Smith County population increased steadily over the census years. Starting in 1960, as shown on the same table, the county population was 12,059. In 1970, the county population had increased to 12,509, but grew to a high of 17,712 in 2000. From the year 1960 to 2000, the county experienced nearly a 31.9 percent growth rate. Using the 2000 population, the Town of Carthage accounts for about 12.7 percent of the total population of Smith County. According to Table 1, the communities of Gordonsville and South Carthage have also experienced population growth during this time frame. Gordonsville experienced a 76.64 percent increase in population from 1960 to 2000. This increase can be attributed to job growth associated with the Gordonsville Industrial Park and its proximity to Interstate 40. Census data for the Town of South Carthage did not take place until 1970. In 1970, South Carthage contained 859 persons and has grown to 1,302 persons in the 2000 Census data. This is an approximately 34 percent increase during this 30 year time frame. This increase can also be attributed to its relative close proximity to Interstate 40 and nearby job opportunities for its citizens.

Table 1 POPULATION TRENDS OF SELECTED TENNESSEE AREAS

| Place | 1960 | Percent Change 1960-1970 | 1970 | Percent Change 1970-1980 | 1980 | Percent Change 1980-1990 | 1990 | Percent Change 1990-2000 | 2000 |
|----------------|-----------|--------------------------|-----------|--------------------------|-----------|--------------------------|-----------|--------------------------|-----------|
| Carthage | 2,021 | 23.26 | 2,491 | 7.27 | 2,672 | -10.70 | 2,386 | -5.7 | 2,251 |
| Gordonsville | 249 | 141.37 | 601 | 48.59 | 893 | -0.22 | 891 | 16.42 | 1,066 |
| South Carthage | (X) | (X) | 859 | 16.88 | 1,004 | -15.24 | 851 | 34.64 | 1,302 |
| Smith County | 12,059 | 3.73 | 12,509 | 19.39 | 14,935 | -5.30 | 14,143 | 25.23 | 17,712 |
| UCDD | 183,190 | 5.75 | 193,719 | 24.72 | 241,605 | 4.43 | 252,301 | 20.89 | 304,998 |
| TENNESSEE | 3,567,089 | 10.06% | 3,926,018 | 16.93% | 4,591,023 | 3.23% | 4,877,185 | 16.65% | 5,689,283 |

SOURCE: U.S. Census Bureau

Because of the extreme difficulty in accurately projecting population growth, Table 2 provides different methods of population projections to provide a range. Table 2 includes population projections from the Tennessee Department of Health, Office Policy, Planning and Assessment and projections from the Tennessee Advisory Commission on Intergovernmental Relations (TACIR) 2005-2025. Table 2 provides population projections by the University of Tennessee Center of Business and Economics for the years 2005 through 2030. The Center projects a population for Smith County of 19,104 in the year 2010 (recently released Census data listed the population in 2010 at 19,166), and a subsequent increase to 23,365 in the year 2030. The projections from TACIR indicate a similar growth pattern for Smith County. According to the Tennessee Department of Health (TDH) Population Projections, Smith County in 2015 could have a population of 20,817 persons, and in 2020 a population of 21,792 persons. By including these projections for Smith County within this plan, it illustrates that this area is experiencing a growing population base countywide. TACIR projects an anticipated growth rate of nearly 22.86 percent or a total of 5,251 new residents for Smith County from 2005-2025. The average growth rate for the preceding 40-year period averages out to be about 53 percent, which is less than the projected.

Table 2 POPULATION PROJECTIONS FOR 2005-2030 USING VARIOUS METHODS (SMITH COUNTY)

| Method | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
|--|--------|--------|--------|--------|--------|--------|
| UTK Center for Business and Economic Research | 18,473 | 19,104 | 20,214 | 20,968 | 22,205 | 23,365 |
| TN Advisory Commission on Intergovernmental Relations, Center for Business and Economic Research (TACIR) 2005-2025 | 18,744 | 19,927 | 21,033 | 22,032 | 22,963 | N/A |

Population by Selected Age Group

Age is an important component in understanding overall population trends for three reasons: first, the young adult portion of any population shows a higher tendency to migrate. Second, the young adult portion of the population is also considered the most fertile of any age group; this bears directly on the natural increase in population for the Town. Third, the combination of decreased fertility and the aging of a large portion of the population will mean a decline in the natural increase of the county's population as well as higher death rates. Table 3 presents the age distribution of Smith County between 1980 through 2000. As indicated on Table 3, the age groups from 5-24 experienced an increase in population. The 35-year and older age groups make up roughly 53.3 percent of the total population of Smith County and in 1980 the total population for this age group was 6,951 (46.5 percent of the total). This is extremely important because this age group is usually more established in the community and for this reason less likely to migrate. This is also the most economically productive age group and their jobs are more secure due to seniority and experience. These individuals have more durable ties to their community because of their families, education of their children, home ownership, and social and religious affiliations.

Table 3 SMITH COUNTY AGE DISTRIBUTION

| AGE | 1980 | Percent of Population | 1990 | Percent of Population | 2000 | Percent of Population |
|---------|--------|--------------------------|--------|--------------------------|--------|--------------------------|
| Under 5 | 1,028 | 6.9 | 941 | 6.7 | 1,159 | 6.5 |
| 5 – 9 | 1,047 | 7.0 | 1,014 | 7.2 | 1,207 | 6.8 |
| 10-14 | 1,178 | 7.9 | 982 | 6.9 | 1,339 | 7.6 |
| 15-19 | 1,349 | 9.0 | 960 | 6.8 | 1,289 | 7.3 |
| 20-24 | 1,173 | 7.9 | 894 | 6.3 | 941 | 5.3 |
| 25-34 | 2,209 | 14.8 | 2,239 | 15.8 | 2,340 | 13.2 |
| 35-44 | 1,657 | 11.1 | 1,996 | 14.1 | 2,979 | 16.8 |
| 45-54 | 1,428 | 9.6 | 1,507 | 10.6 | 2,418 | 13.7 |
| 55-59 | 785 | 5.3 | 693 | 4.9 | 926 | 5.2 |
| 60-64 | 870 | 5.8 | 669 | 4.7 | 743 | 4.2 |
| 65-74 | 1,308 | 8.8 | 1,234 | 8.7 | 1,238 | 7.0 |
| Over 75 | 903 | 6.1 | 1,014 | 7.2 | 1,133 | 6.4 |
| Total | 14,935 | | 14,143 | | 17,712 | |

Source: U.S. Census Bureau

During the periods between 1980 to 2000, the age distribution in Smith County reflected declines in the percentage of the total population in the age groups of 15-19 and the 20-24 year old age groups (Table 3). The reductions in these categories have long-term implications. These declines suggest a substantive loss of population in excess of natural factors. These trends indicate that the population of Smith County is getting older. This data could also indicate that there are fewer married couples having children. Since the population is getting older, services that relate to the needs of an older population will need to be met. When planning for an aging population, housing demand alternatives, transportation needs and medical services have to be considered. This age group of 65 and over usually lives on a fixed income and when they migrate it is usually to a more favorable climate or rural areas that are close to where they were born. This age group is usually in search of affordable housing. A variety of affordable housing types include mobile homes, accessory apartments or assisted living facilities. These residential uses are used by those who live on a fixed income or do not wish to deal with high maintenance costs associated with living in a single-family detached home. In dealing with an aging population, Smith County should also

inventory the current recreational facilities in order to determine if the needs of an aging population are being met. There are a large number of TVA and Army Corp properties that are used for recreation near the Cordell Hull Dam. Even though this area is owned and operated by the Federal Government, Smith County could make recommendations that some of the recreational facilities could be retrofitted for older adults. Outside of the above there are not a lot of county maintained recreational facilities, other than those found within the towns of Carthage, Gordonsville and South Carthage. A Community Facility Plan can inventory these uses, and through the use of a Recreation Plan, specific areas or needs can be accessed to determine if there is need for passive recreational facilities for older adults. Improvements could include hand rails in certain areas, fishing areas destined for older adults, plus greenways and trails. In some areas, these trails could link up to a more extensive system that provides older Americans alternative transportation, besides the automobile, to get around within the county.

All of the things mentioned above should be examined and be considered when planning for a community's future needs when dealing with an aging population to alleviate the strain of the associated costs of providing services to an aging population. According to the Census data, Smith County has experienced a decline in the percentage of the total population of the 19 and under age groups from 1980 to 2000. The 19 and under age groups represented approximately 30.8 percent of the total population in 1980 and has continually declined to only about 28.2 percent of the total 2000 population, according to Table 3. These age groups represent the school age population of Smith County, and, according to the data, there has been no huge increases in population but a gradual increase that is becoming less and less a percentage of the total population. Pressure to build and maintain new facilities devoted to school age children will be minimal and school expenditures will be low. Costs associated with maintaining existing facilities will always have to be accounted for and considered as these facilities age over time.

CHAPTER 4 EXISTING LAND USE AND TRANSPORTATION ANALYSIS

INTRODUCTION

As a prerequisite to preparing a plan for future land use and transportation, a survey and analysis of the existing land use patterns and characteristics must be completed. The data from this Chapter's existing land use analysis, when integrated with information pertaining to natural factors affecting development, the population, economic factors, and transportation facilities is vital in determining what areas are best suited for the various land uses and transportation facilities over the planning period.

EXISTING LAND USE AND TRANSPORTATION

Before a county can determine its future land use requirements, it is essential that an inventory and analysis of existing land uses be completed. This land use inventory identifies and analyzes the various uses by categories and the number of land use structures devoted to each. Land use is divided into five broad categories: vacant/undeveloped, residential, commercial, industrial/mining, public/semi-public, transportation and utilities. The most prevalent land use types are devoted to residential and vacant land uses.

Illustration 4-1 depicts the various land uses in Smith County as determined by the GIS System used by the Local Planning Assistance Office.

LAND USE ANALYSIS

In Smith County, developed land is generally found near Carthage, South Carthage and Gordonsville, along major state highways, and at well established unincorporated communities such as Granville and Pleasant Shade. Developed land use categories include the following: residential (single family dwellings, multi-family dwellings, and mobile homes); commercial uses and private services; industrial uses; public/semi-public services, cultural and recreational uses; and utilities.

The majority of the total land area, approximately 166,374.02 acres or about 82.8 percent is vacant land, which includes timber and agricultural lands. However, a large percentage of this land lacks the infrastructure necessary for high density development. Lack of improvements in roads, water lines, waste treatment capabilities, and community support elements such as fire protection, have helped to discourage high density development from occurring in these areas. However, if high density development was to occur in areas where improvements have been made to vacant lands, Smith County would need to consider improvements to community facilities, such as police substations and emergency services involving fire protection and ambulances. Tables 4 and 5 contain breakdowns of each land use category for Smith County and for incorporated places within Smith County.

Table 4 LAND USE (ACREAGE) FOR UNINCORPORATED SMITH COUNTY

| Smith County Unincorporated Area | Parcels | Acres | Percent of Land Area |
|--|---------|------------|-------------------------|
| Residential | 4,325 | 15,906.1 | 7.9% |
| Commercial | 42 | 143.1 | 0.1% |
| Industrial | 28 | 593.7 | 0.3% |
| Public/Semi-Public | 274 | 6,470.6 | 3.2% |
| Utilities | 13 | 30.5 | < 0.1% |
| Vacant/Undeveloped | 3,818 | 166,374.02 | 82.8% |
| Water | 47 | 6,600.8 | 3.3% |
| Transportation (Highway/Road ROW) | 114 | 3,273.0 | 1.6% |
| Total Smith County Unincorporated Area | 8,661 | 199,391.82 | |

Table 5 LAND USE (ACREAGE) INCORPORATED PLACE

| Smith County Incorporated Areas | Parcels | Acres | Percent of Land Area |
|--|---------|----------|-------------------------|
| Residential | 1,477 | 1,179.9 | 15.28 |
| Commercial | 188 | 167.6 | 2.17 |
| Industrial | 69 | 723.5 | 9.37 |
| Public/Semi-Public | 152 | 378.7 | 4.90 |
| Utilities | 21 | 48.1 | 0.32 |
| Vacant/Undeveloped | 446 | 4,461.65 | 57.79 |
| Water | 8 | 5.4 | 0.069 |
| Transportation (Highway/Road ROW) | 16 | 755.3 | 9.78 |
| Total Smith County Unincorporated Area | 2,377 | 7,720.15 | 100 |

Residential

Residential development in Smith County has basically taken place in the curvilinear street system along county roads and state highways. These subdivisions have been developing over time throughout the entire county; however, there are a slight number of residential subdivisions that have developed along a grid pattern next to developed areas near Carthage, South Carthage and Gordonsville. This category of land use comprises approximately 15,906.1 acres of land or about 7.9 percent of the total. As shown on Illustration 4-1 this land use category, like in most counties, occupies the largest portion of developed land in Smith County. Also, like most communities, the traditional single-family detached dwelling unit is the predominant form of residential land use. Since residential land use and residential development plays such an integral role of the overall development pattern of a community, an analysis of the rate and type of development that has occurred in Carthage, South Carthage and Gordonsville must occur to clearly understand the residential land usage in Smith County. A careful examination of the residential acreage of Smith County reveals there is approximately 6,637.4 acres of residential uses that are greater than 5 acres. Additionally, there is also approximately 99,492.3 acres of land classified as agricultural and timber/forest that contain a residential structure on 1,438 parcels, for an average farm size of 69 acres. What this means for the county is that there are numerous large tracts or mini-farms being developed within the county. As shown on the Smith County water line map, this type of development is sufficient for the infrastructure in place. However, if these mini-farms are further divided for a higher

density of development, the existing infrastructure cannot meet the demands that would be placed on the system. The county must closely monitor future development to ensure their public improvement plans meet potential development pressures in these areas.

In addition to single family residences, there is approximately 5,393.3 acres devoted to mobile home uses out of a total 15,906.1 acres. Smith County needs to consider encouraging other forms of affordable housing or recruiting additional industries to the county so that it is possible for more residents to afford a single-family home. Until more jobs are available the county should encourage a wide range of affordable housing in the form of duplexes and apartments.

The potential for development, under ideal circumstances, would be one acre lots abutting county roads as allowed in the current Agricultural Zoning District within the Smith County Zoning Resolution. While slope and subsurface sewage requirements may alter these lot sizes, this type of development can be met by existing county resources. Development should also be encouraged around the incorporated towns of Carthage, South Carthage and Gordonsville. These areas provide the necessary infrastructure needed for urbanizing areas. After review of Illustration 4-2, most relative new structures being constructed outside the major urban areas can be found along State Highway 70 and in close proximity near Interstate 40 near the Wilson County line along State Highway 53. State Highway 53 has an interchange with Interstate 40, and according to Illustration 4-2, numerous new homes have been permitted or built along this highway. Based on the proximity of these areas to Lebanon and Wilson County, which has experienced growth pressures from Nashville/Davidson County, it appears that this growth is spilling over into Smith County. According to the Smith County Growth Plan, areas along State Highway 53, 141 and Highway 70N have been designated as PGAs. Their ease of access, as well as adequate infrastructure, have placed development patterns in line with county projections. However, the Smith County Growth Plan should be reviewed and, where necessary, amended to reflect the increasing development pressures in this part of the county.

According to Table 5 there is nearly 15 percent of the total acreage of the municipalities devoted to residential land uses. This can be attributed to the availability of infrastructure to provide for a denser urban environment. Smith County should restudy the Zoning Map and compare it to the growth plan to determine residential density in areas labeled as rural. These areas should be studied and the Smith County Zoning Resolution may have to be revised in order to maintain the rural character of the designated rural areas.

Residential development within the corporate limits of Carthage increased steadily from 1960 to 1990 with a slight increase in residential construction from 1990 to 2000. In Table 7, a comparison of the housing structures in Carthage and Smith County is illustrated. As is evident from Table 7, about 95 percent of the housing stock for Carthage was constructed prior to 1990 while about 71 percent of the housing stock for Smith County was constructed prior to 1990, and with the release of the 2010 Census pending, it will reflect a large inventory of structures over 40 years old. Due to their age, many of these older homes will have to either be replaced or rehabilitated. Smith County has recently adopted residential building codes that will be enforced through the State of Tennessee. When new homes are constructed or rehabilitated they will have to meet these codes. Although the state has recently initiated building codes for one and two family residences, it would be beneficial for Smith County to consider hiring a full time building inspector to meet not only these requirements, but also building codes for areas not enforced by the state. As stated earlier, new home construction/rehabilitation will also involve meeting the zoning resolution. In order to provide Smith County with adequate future housing the resolution should be studied for allowing different types of multi-family housing in areas that are feasible. These housing types could include condos, and mixed use development also known as planned unit developments and apartments.

Table 6 HOUSING STRUCTURES BY AGE FOR CARTHAGE AND SMITH COUNTY

| Year Structure Built | Carthage | Percent of Total Structures | Smith County | Percent of Total Structures |
|----------------------|----------|-----------------------------|--------------|-----------------------------|
| 1999-2000 | 9 | 0.85 | 321 | 4.2 |
| 1995-1998 | 17 | 1.6 | 1,006 | 13.1 |
| 1990-1994 | 29 | 2.7 | 898 | 11.7 |
| 1980-1989 | 103 | 9.7 | 993 | 12.9 |
| 1970-1979 | 161 | 15.2 | 1,155 | 15.1 |
| 1960-1969 | 288 | 27.2 | 1,062 | 13.9 |
| 1940-1959 | 315 | 29.8 | 1,040 | 13.6 |
| 1939 or Earlier | 136 | 12.9 | 1,190 | 15.5 |
| Total | 1,058 | | 7,665 | |

Source: U.S. Census Bureau

Commercial/Private Services

Historically, commercial land uses have located along state highways, interstate exchanges and within unincorporated communities. Commercial land uses for Smith County total approximately 0.1 percent, or 143.1 acres of the unincorporated land area within Smith County. Most of this development has taken place within Carthage, South Carthage and Gordonsville. As apparent from the previous analysis regarding vacant lands, there exists within the county significant amounts of land to accommodate future commercial growth along State Highways. The commercial base within Carthage is very comparable. As the primary commercial center for Smith County, most residents can go there to purchase most durable goods. There are several grocery, hardware and dry goods stores to provide residents with an assortment of needed goods. Larger retail centers located in nearby Nashville, Lebanon and Cookeville also provide more shopping choices to the citizens of Smith County, as they are readily accessible by Interstate 40 or State Highway 70. Recently, commercial development has begun to develop along the Carthage by-pass and near the Gordonsville Interstate exchange. These areas have adequate slope and infrastructure in place to foster further commercial development. As discussed in the residential section, urban areas provide necessary infrastructure for these types of services. Table 4 demonstrates this fact, with nearly double the percentage of commercial land uses in incorporated areas than in the county. In order for development to follow these patterns, Smith County and its municipalities should use their land use controls, specifically zoning, as a tool to foster commercial development to these areas, as well as in and around the interstate exchanges. The county should initiate a small area study to determine whether such areas have the infrastructure in place for commercial development to occur, and a review and possible amendment of the county growth plan should take place to mitigate growth in the planned growth areas of the county. There are also areas in unincorporated communities that could be developed for commercial land uses. In order to determine if these areas contain adequate land and utilities to support development, an area study could be conducted by the planning commission to study the feasibility of commercial activity for these communities.

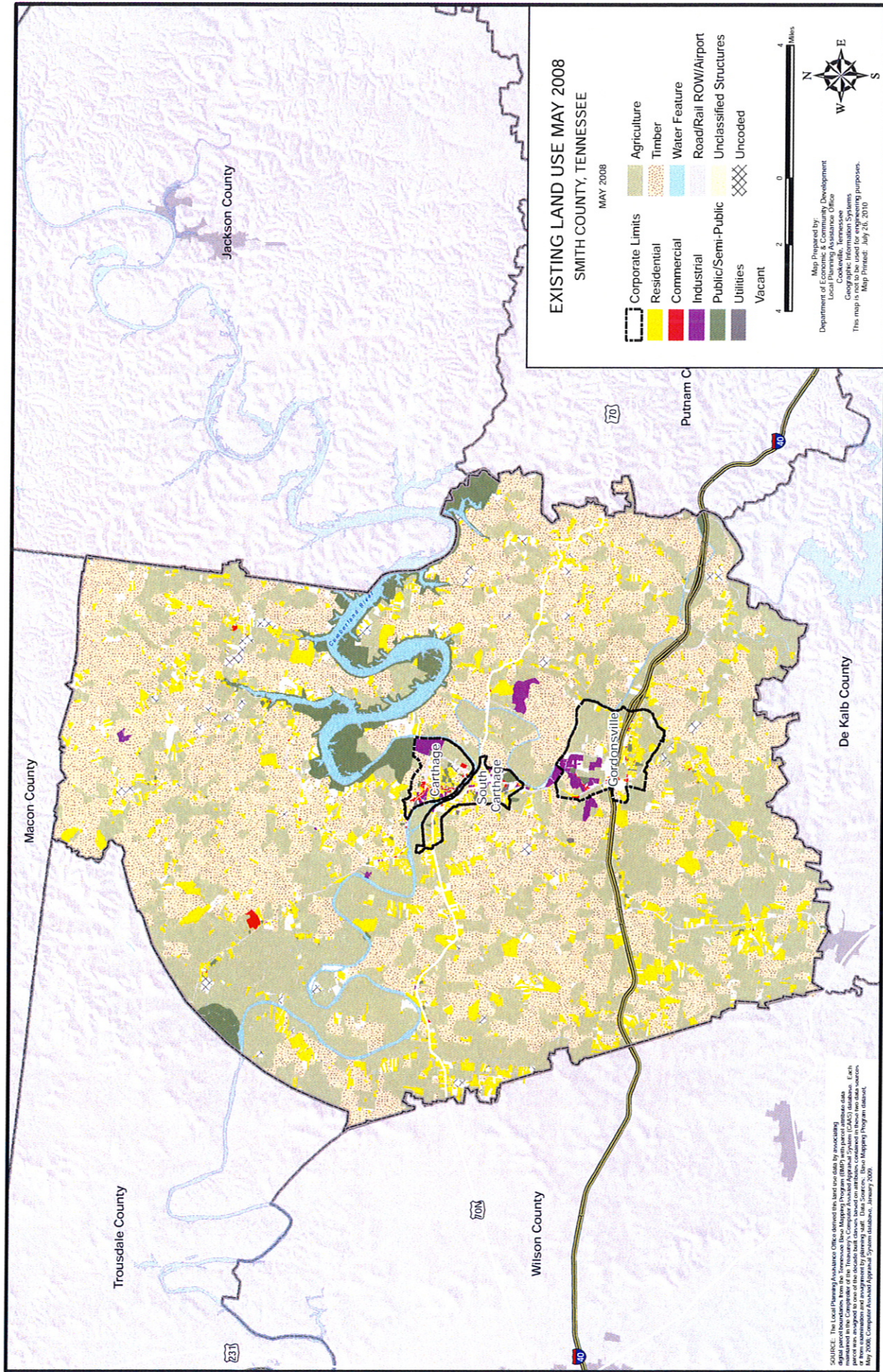


Illustration 3-1

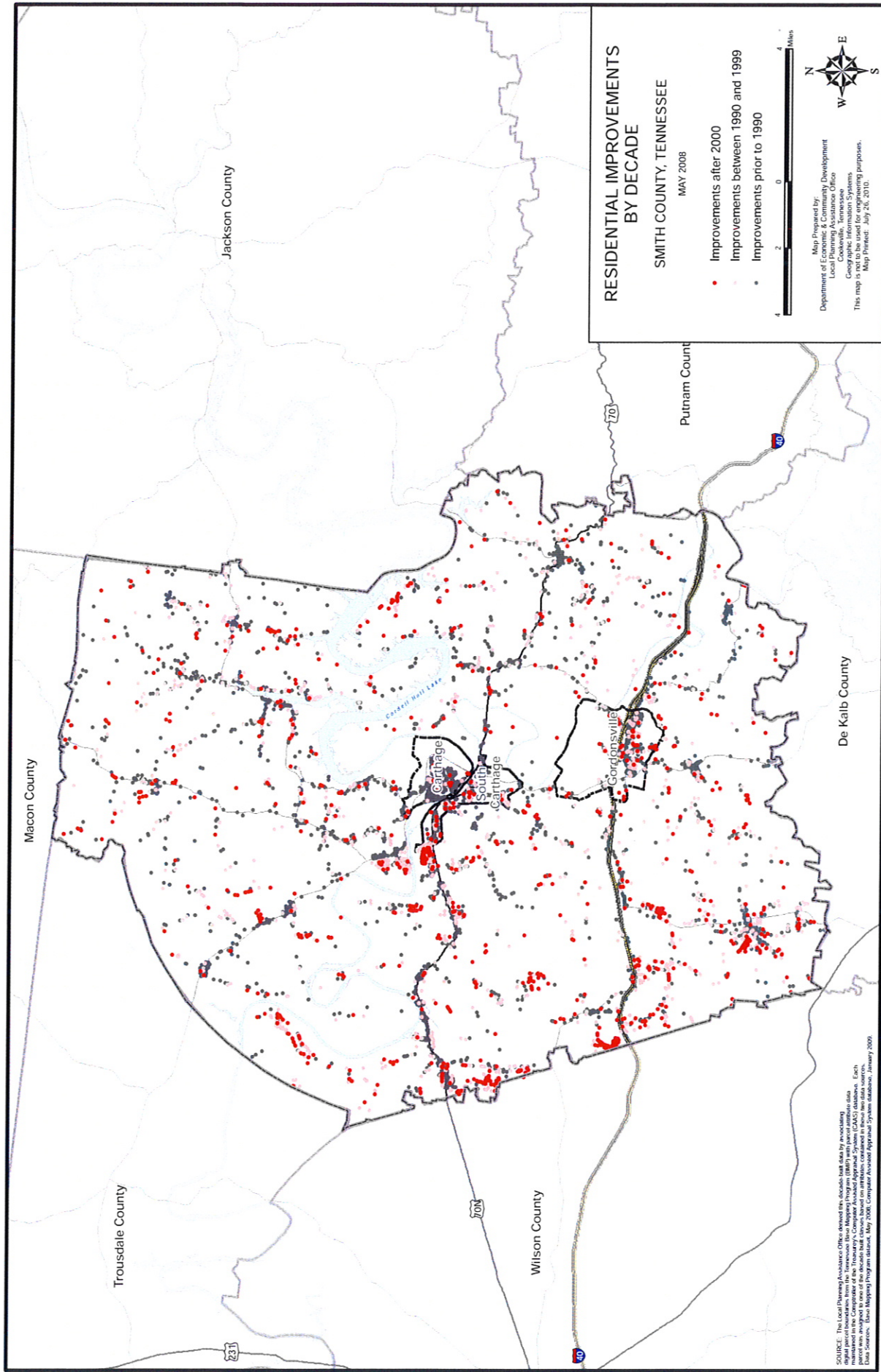


Illustration 3-2

Industrial

The industrial land uses in Smith County currently occupy 593.7 acres, or approximately 0.3 percent of the total acreage. As compared to the county, industrial land uses make up nearly ten percent of the total acreage of land within the municipalities. Most of this municipal industrial acreage is located in and around the Gordonsville area near the Highway 53 and Interstate 40 interchange. Gordonsville has been the primary provider of industrial jobs in the county due to their proximity to the interstate. In addition to these industrial sites, zinc mines located along the Carthage bypass have also been providing manufacturing jobs to the residents of Smith County. In order for industrial growth to occur, Smith County needs to examine other possible industrial sites that have proper utilities and access or look for expansion of current industrial parks. There are some possible locations along Interstate 40 near the Alexandria exit; however, the lack of site improvements and infrastructure in this area at the present time is not conducive to large scale industrial development. If the county deemed this as a feasible location for industrial development, the planning commission could draft a utility expansion plan to determine the infrastructure requirements for this area. Another potential industrial site to be considered is the Four Lakes Regional Industrial Development site. The Four Lakes Regional Industrial Development site is a publicly owned area that is next to the Hartsville Nuclear Power Plant. While the county does not own or control industrial development rights in this area, a regional approach to the development of infrastructure, road access, and marketing between Smith County, the Four Lakes development group, and Trousdale County could result in a viable industrial site that would benefit Smith County and the region. By expanding the Smith County industrial base, including the addition of jobs, the overall health of Smith County's economy will improve.

Public and Semi-Public

This very broad category covers numerous uses. The land uses in this classification include most of the educational facilities; county owned buildings; the municipal building which houses the town hall, police and fire department and public works; the courthouse; sheriff's office; post office; Chamber of Commerce, and municipal recreation facilities, churches, hospitals, state owned parcels and property owned by the Army Corps of Engineers along the Cumberland River. Combined, these uses occupy approximately 6,470.6 acres, or 3.2 percent of the total land acreage within Smith County. As the county's population continues to grow, it is imperative that local officials conduct a inventory of their public facilities to ensure their current structure can meet the future needs of their citizens. This could be accomplished by a community facilities plan, which would apply foresight and coordination to the location, extent, and timing of public improvements in order to ensure effective and efficient development of the community. Based on the information obtained from this plan, a facility siting plan could be formulated which would apply criteria to public facilities regarding acreage requirements, facility expansion, infrastructure needs, economy of construction, transportation costs, and advantages and disadvantages of the proposed sites. Finally, a public improvements program, which procedurally institutionalizes the referral of any public improvement projects to the planning commission for review and recommendation, would ensure development is in line with the goals and objectives of these plans.

Agricultural/Timber/Undeveloped

Agriculture land use still plays a part in the Smith County economy, although it is certainly not as prevalent as in the past. These types of land uses make up approximately 166,374.02 acres of land. Illustration 4-3 shows construction associated with agriculture is not concentrated in a single area. Most agricultural structures were built prior to 2000, but there were still numerous agricultural facilities built after 2000. This is indicative of rural communities as Illustration 4-3 indicates there are still those that

participate in this type of activity within Smith County. It is a well known fact that most people do not earn a living solely on agricultural/forestry jobs. Most people that participate in these activities do them while working another full time job. There are also numerous lumber mills in this area that provide numerous jobs and income for those that own a lot of timber. As compared to the municipalities the percent of undeveloped land is about 60 percent while the county is nearly 80 percent. This illustrates that this is still a primarily rural area and agriculture still plays a significant role in the Smith County economy.

Utilities

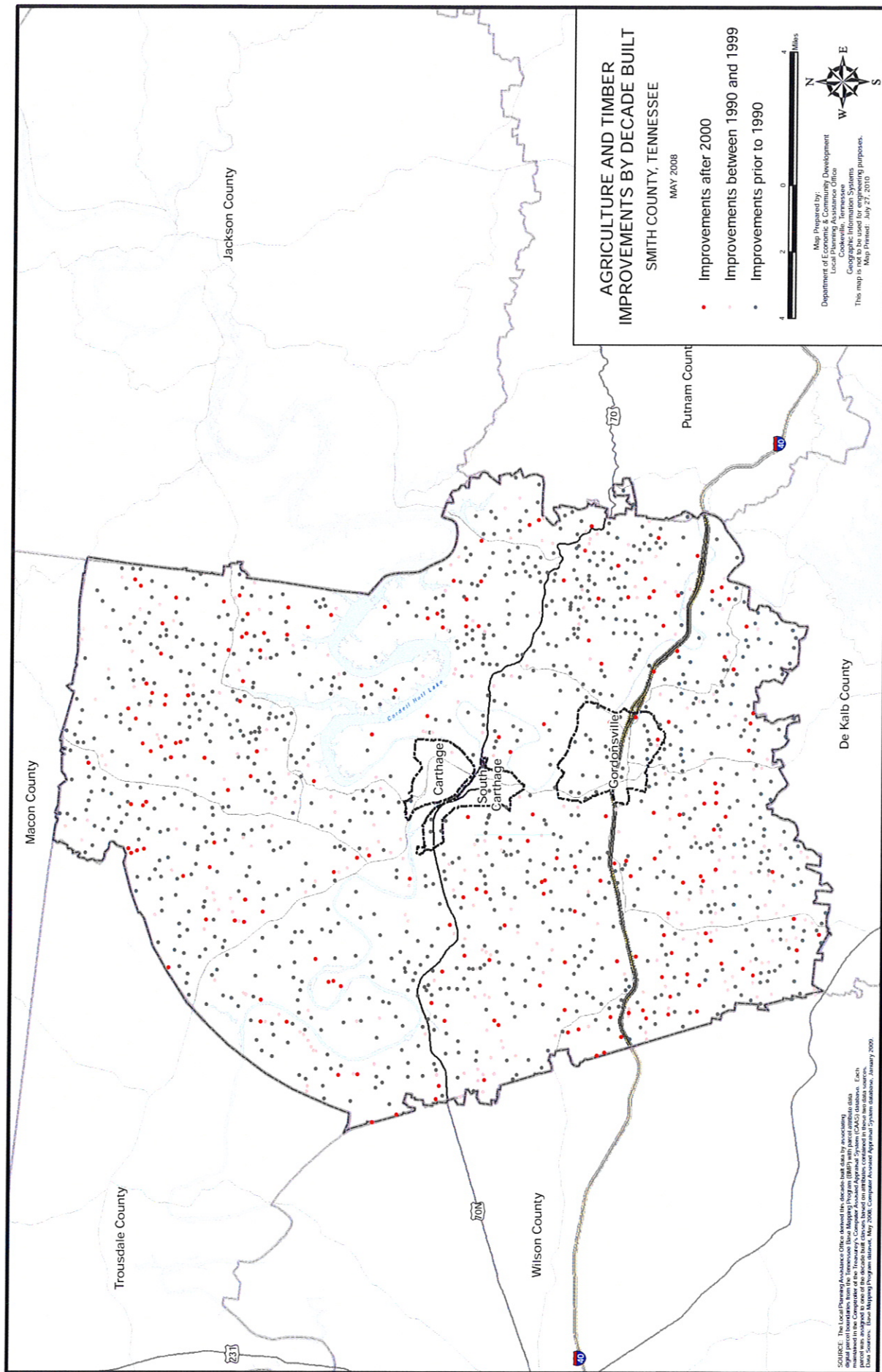
The communities of Carthage, South Carthage and Gordonville are the primary providers and locations in Smith County for utility facilities. These uses consist of the municipal water and sewer plants, water and sewer pump stations, water storage tanks, and electrical substations. These Departments own and maintain all water lines within the municipalities and a significant portion of the surrounding area. Areas of moderate and high-density development are served by public water with sufficient pressure to provide adequate fire protection in most cases. Public sewer service is available mainly within the municipalities of Smith County. Illustration 4-4 highlights the location and size of the public water lines as provided by the municipalities and several water districts. As growth continues in all land use categories, a strategic plan needs to be developed that addresses expansion, upgrade and maintenance of the utility facilities located throughout the county. As mentioned previously, a community facilities plan is a useful long range planning document that would inventory the current facilities and propose recommendations on improvements to improve efficiency and effectiveness of all facilities.

If development continues on properties in Smith County with topographic constraints, there will be requirements for the expansion of utility structures, specifically water and sewer pump stations. The provision of public sewer service to the planned growth of the county will also require sites for the location of lift stations. Such facilities, however, require very minimal land area, with physical locations being the primary engineering concern. As depicted in Table 4, there are about 30.5 acres of land devoted to this land use category outside the major urban areas of Smith County.

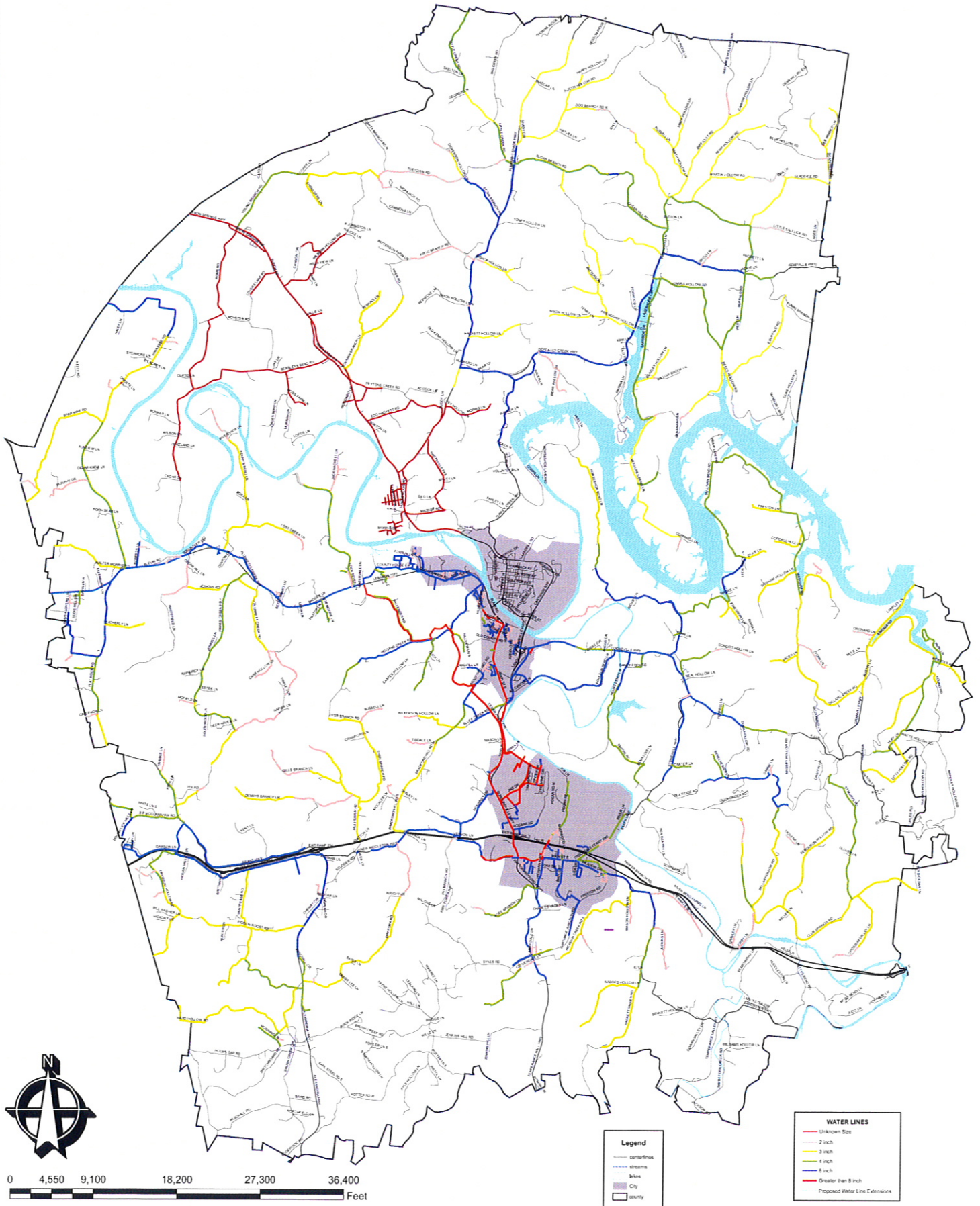
UNINCORPORATED COMMUNITIES

A significant amount of developed land use in the rural areas of Smith County has occurred in or around small clusters of development known as unincorporated or rural communities. Historically, these communities served several important functions for rural residents. They often developed as small trade centers to provide limited goods and services to nearby farm families. Since there was a lack of good roads and convenient transportation, the development of these communities was inevitable. However, the importance of these small communities to the everyday lives of their surrounding residents has diminished by today's standards. Improved transportation in and around Smith County has made a greater variety of goods and services available to the rural residents of the county in more urbanized areas.

However, the rural communities still provide important functions for their residents. In many cases, they provide convenience shopping stores, community centers, post offices, and cultural, recreational, and religious facilities. Furthermore, many of the citizens who reside in these areas continue to be strongly identified with their communities. Several of these communities, particularly, have been identified by the county in their growth plan as per Public Chapter 1101. In an effort to maintain its rural and farming character, as well as following the precepts of their growth plan, the county should encourage residential growth in these areas in order to limit sprawl and expenditures on infrastructure. Table 7 lists the unincorporated communities in Smith County and their general location in relation to the county.



Smith County Water Line Map



TRANSPORTATION ANALYSIS

A county's transportation system is a vital service function which is essential to growth and development. The transportation system forms the framework upon which the county is built and expands. The transportation system should be a reflection of the overall goals of the county and its municipalities which are preservation of the natural environment, economic activity and general community development.

CLASSIFICATION OF THOROUGHFARES

The numerous thoroughfares traversing Smith County vary in their design, purpose, and utilization. They range from providing access to residential areas, to providing uninterrupted movement of high speed traffic. A general classification system of roads and streets for the county has been established to clarify usage and denote function served for counties and municipalities. Illustration 4-5 is the adopted Major Thoroughfare Plan for the county. Table 7 lists the state highways within Smith County.

INTERSTATE

Interstates are access controlled, federal highways connecting major population centers devoted to serving high traffic volumes and long speed trips. Interstate 40 runs east to west and links Smith County to the Knoxville and Nashville Urban Centers. Interstate 40 also provides the citizens of Smith County an opportunity for a greater variety of employment choices in the larger surrounding counties of Putnam, Wilson and Davidson.

MAJOR ARTERIALS

Major arterials are usually U.S. Highways which traverse state lines, or are primary highways of the state highway system which run across county lines. They link population centers but often lack controlled access and traffic flow separation. Their main purpose is to move large volumes of traffic with minimum delay and inconvenience to a motorist. Highways 70N, 25 and a portion of Highway 53 north of Interstate 40 and south of 70N are considered major arterials. These highways move large amounts of traffic through the municipalities of Smith County to neighboring cities in Putnam, Trousdale and Wilson Counties. Highway 53 moves large amounts of traffic from Highway 70N and 25 to Interstate 40.

MINOR ARTERIALS

These are often secondary highways within the state highway system. In general, they carry much less traffic than major arterials and connect smaller population centers, often crossing county lines. In many cases, they provide access to industrial, commercial and high density residential developments, as well as access to recreational opportunities. Roads identified as secondary arterials in Smith County include State Highways 80, 85, 141, 263, 264 and a portion of Highway 53 south of Interstate 40. These are identified further in Table 7.

Table 7 STATE HIGHWAYS IN SMITH COUNTY

| HIGHWAY | MILEAGE | LOCATION AND ROUTE |
|---------|---------|--|
| 70N | 21.5 | Major east-west route through the county connecting Carthage to Lebanon and Cookeville. |
| 80 | 10.7 | Major north-south route through the county connecting Carthage to Lafayette and Highway 52. |
| 85 | 9.8 | Major north-south route through the county connecting Carthage to Gainesboro. |
| 25 | 13.3 | Major east-west route through the northern part of the county connecting Carthage to Hartsville. |
| 53 | 19.8 | Major North and South Route connecting the county to Interstate 40 in Gordonsville and connecting the county with Highway 70 in DeKalb County. |
| 141 | 14.8 | Runs north and south connecting the unincorporated community of Lancaster to the Carthage area. |
| 263 | 5.1 | Connects Carthage area to the Cordell Hull Lake recreational area. |
| 264 | 9.9 | Provides residents in southern Smith County access to Interstate 40 and the Gordonsville area. |
| TOTAL | 104.9 | |

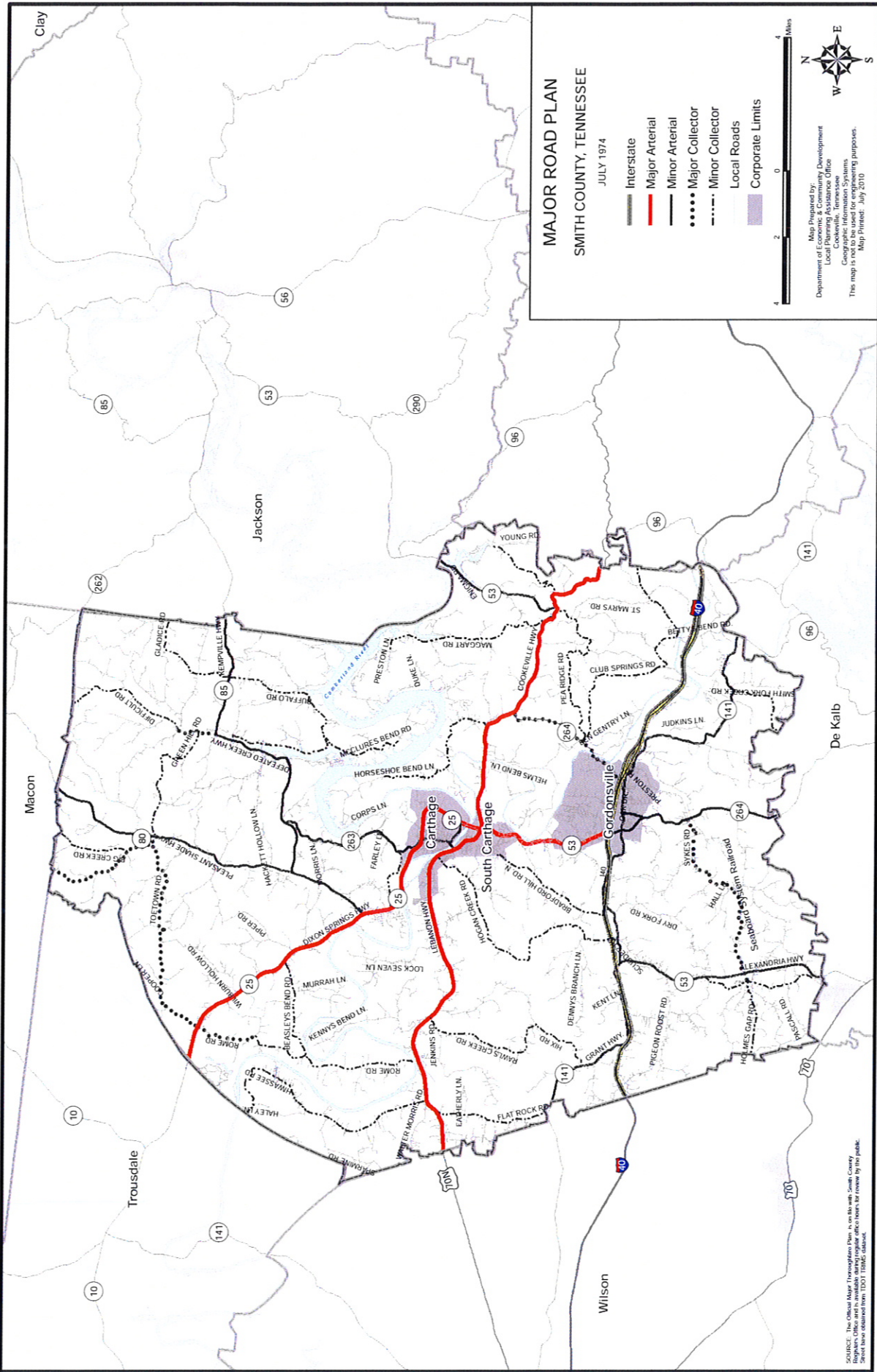
Source: Tennessee Department of Transportation.

COLLECTORS

This classification of roads includes those roads that connect higher classes of roads and distribute traffic into minor collectors and local roads. Major collectors are generally those county roads with a higher volume of traffic and better road condition which are either tar and chipped or paved. Major collectors in Smith County include Toe Town Road, Rome Road and Sykes Road. The other minor collector roads in the county are shown on Illustration 4-5.

LOCAL ROADS

This classification includes those roads whose primary function is to provide access to residential areas and land subdivisions. They carry low traffic volumes and generate traffic for short distances at low speeds. Access to abutting property is the primary function for these types of roads. Typically, these roads do not meet county road standards, and are in differing states of condition. Improvements are made only when conditions deteriorate to a point where road travel and access becomes difficult for local traffic. In order to identify and classify local road conditions, the county should consider developing and adopting a road paving plan which would establish a timeframe for improvements to be in accordance with county road standards. This plan is developed by the planning commission and can be adopted by the county commission.



TRAFFIC VOLUMES

An analysis of traffic volumes is the primary method in determining what highways and roads in a county are most heavily utilized and where there is a need for future improvements to the road system. Illustration 4-5 shows Tennessee Department of Transportation tabulations of average daily traffic volumes of major highways and roads in Smith County for 2004 through 2009. According to the Tennessee Department of Transportation, the most heavily used roads in Smith County, other than Interstate 40, are State Highways 25, 53, 70N, 80 and 85. The highest average daily traffic counts (ADT) for 53, and for Smith County as a whole, is near the southern portion of the county where the highway accesses Interstate 40 within Gordonsville, with an average traffic count of 11,365. This number reflects commuters accessing employment and commercial centers in Davidson and Wilson Counties. Highway 25 connects the Carthage area to the Hartsville area in Trousdale County. This highway experiences a traffic count of 3,538. Highway 70N is a major east-west running corridor connecting Carthage to Lebanon and Cookeville, and this highway experiences a travel count of 4,391 cars west of Carthage. Highway 80 is a major north to south running highway that experiences a peak daily traffic count of 3,538 north of the city of Carthage. Highway 53 connects residents in southwestern Smith County to Interstate 40. Also according to previous illustrations most of these areas are experiencing new residential construction, which affects the traffic counts. It should be noted that the Tennessee Department of Transportation indicates that an average daily traffic count of 10,000 vehicles is the threshold necessary for serious consideration of planning for a four lane highway.

Overall, the quality of roads in Smith County is comparable with those in other counties of the Upper Cumberland. State highways are maintained by the Tennessee Department of Transportation, while county roads are maintained by the Smith County Road Department. The state highways in the county, which number eight, are in generally good condition. These have paved asphalt surfaces. County road standards range from poor to good condition, with most of the roads having a fair to good status.

TRAFFIC GENERATORS / IMPEDIMENTS

The major impediment to traffic flow in Smith County is the location of a north/south highway through the center of the county. Highway 53 serves large industrial areas and connects the county to Interstate 40. This Highway funnels large volumes of traffic through the Carthage, South Carthage and Gordonsville areas to Interstate 40.

There are several major traffic generators in Smith County and in the Carthage, South Carthage and Gordonsville communities. These traffic generators are focal points of activity which are the origin and destination of numerous automobile trips during certain times of the day. Having an awareness of the location of these generators is necessary in planning the traffic circulation system and in preparing plans for improvement. The major traffic generators include:

1. Industrial Areas. The primary industrial area in Smith County is off Highway 53, where the Smith County Industrial Park in Gordonsville is located. Workers from other counties commute to this area for employment. Also because this area is located near Interstate 40, additional traffic is generated from motorists traveling to Nashville, Lebanon and other places of work. The Highway 53 and Interstate 40 interchange can cause traffic to back up along Highway 53. The turning/queuing lane is not designed to handle more than five or six cars at a time.

2. Concentrated Commercial Areas. Much vehicular activity is generated by the CBD of Carthage. Within Carthage there are several commercial strip centers located along Highway 25 near the northwestern sections of the community. Another concentrated commercial area generating large volumes of traffic is the area of commercial development along Highway 25 before entering unincorporated Monoville. A third commercial center is the Wal-Mart shopping center located along the new Highway 53 by-pass near the Carthage and South Carthage city limits. Residents from all over Smith County commute to this area to purchase groceries and other dry goods. There are also numerous commercial activities located along Highway 70N in the South Carthage CBD, which produce steady amounts of traffic. The Interstate 40 exit in Gordonsville also produces a significant amount of automobile traffic due to the numerous commercial developments currently available in this general area. The general design of the ramps is also a contributing factor in traffic congestions. According to local officials the ramps were constructed and designed prior to any development at this location with very heavy traffic getting on and off the Interstate.
3. Institutional and Professional Areas. The area along Main Street where the Smith County Courthouse is located is a source of traffic generation. Contributing to the traffic patterns of this area are the numerous professional offices around the Courthouse and City offices. Other institutions that are major generators of traffic include the ball parks in South Carthage and the high school, middle school and elementary schools in Carthage which are located on local streets. The areas along Main Street and Hospital Drive also experience somewhat heavy traffic due to the Smith County Memorial Hospital.

AIR / RAIL / PORT

The nearest airport is the Lebanon Municipal Airport which is a general aviation facility in Wilson County. It has a 5,000 foot long runway and is equipped with moderate intensity runway lights (MIRL), runway end identifier lights (REIL) and visual approach slope indicators (VASI-II). Taxi and rental cars are available and the surface of the facility is asphalt and turf. The nearest international airport is in Nashville, which is 50 miles away.

Smith County is served by the Nashville and Eastern Railroad. Rail has always played an important part in the development of Smith County. As stated earlier in this section numerous small communities thrived during the early days of rail service. Rail service today mainly supports industrial goods and services. There are no port facilities in the immediate vicinity of Smith County. The nearest port facility is located in Nashville on the Cumberland River 50 miles away.

MASS TRANSIT

Like most rural Tennessee communities, the automobile is the preferred method of transportation. This has limited the need for public transportation facilities in the form of mass transit. Smith County does not have bus service. The nearest such service is a Greyhound Bus Line in Cookeville, thirty miles east of Carthage. There is a senior citizens bus service that provides a county-wide rural transportation program, which is run through the Upper Cumberland Human Resource Agency.

PEDESTRIAN / NON-VEHICULAR CIRCULATION

Currently, there are no major bike paths, greenways, or other linear pathways to provide pedestrian or non-vehicular linkage for an internal transportation system.

CHAPTER 5 THE DEVELOPMENT PLAN

INTRODUCTION

A primary concern for most progressive counties is whether they will be able to guide and provide for their future growth and development. The Smith County Land Use and Transportation Policy Plan, through the development plan presented in this chapter, establishes how the county can best accommodate spatial growth during the twenty year planning period. The development plan should serve as a general guide for Smith County and its growth areas. The plan is derived from an analysis of past events affecting development, governmental structure, natural factors, socio-economic factors, past and present land uses, and the existing transportation system. It is also directly based on several major assumptions, factors, issues, and trends.

The development plan requires the establishment of development goals reflective of the level of growth desired. Objectives based on the development goals and policies to achieve these objectives are presented in this chapter. These goals, objectives, and policies represent detailed guidelines for future development decisions. They are reflected in the future land use concept plan, which is intended as a general guide for effecting subsequent physical development decisions.

MAJOR ASSUMPTIONS, FACTORS, ISSUES AND TRENDS

The major assumptions, findings, and trends identified in the preparation of this plan are presented below. They represent the findings of the previous chapters, and are the forces which frame the goals, objectives, and policies of this plan. The major assumptions, factors, issues, and trends identified in this plan that will directly affect the future land use and transportation of Smith County, are as follows:

1. The county government will continue to support economic and community development, as well as to promote a strong planning program.
2. Natural factors, primarily topographic constraints, poor soils, and floodable areas, limit areas for development in the county.
3. Moderate but steady population growth is projected for the county during the planning period.
4. Retail businesses, public and private services, and manufacturing enterprises are projected to be the primary source of employment for the county during the planning period.
5. There are substantial concentrations of dilapidated or deteriorated housing in the form of mobile homes and mobile home parks in the county.
6. The county has sufficient land available to accommodate large-scale industrial development.
7. Carthage and Gordonsville are projected to continue being the county's primary provider of locations for large-scale commercial and industrial development.
8. Interstate 40 and State Highways 25, 53, 70N, 80, 141 and 264 will continue to serve as the major transportation routes within the county.

9. The primary transportation problems in the county are winding roads, poor or non-existent shoulders, and poor road surfaces.
10. The county will continue to be served by the water treatment facilities of Carthage and other utility districts. Any expansion of the facilities will be the responsibility of the utility district. The county will apply for grants and loans to assist the utility districts with funding.
11. The extension and upgrading of utility lines is necessary to accommodate significant growth and development within the unincorporated portions of the county.
12. The county has an adequate supply of vacant developable land to satisfy future land use needs.

DEVELOPMENT GOALS

In order to adequately plan and allocate for its future land use, it is necessary that a county establish general development goals. In the context of a future land use plan, a goal is a general statement from which desired objectives in the areas of land development, transportation, and service delivery may be derived. The overall goal of this land use plan for Smith County is to provide a quality living and working environment for all county residents.

The following goals are general statements that the Smith County Planning Commission believes are representative of the desires of the citizens regarding the future development of the county.

1. That it is essential to preserve, protect and enhance the quality of life in Smith County while encouraging a more harmonious and higher standard of development.
2. That it is essential to maintain the environment and preserve the natural beauty of the county.
3. That it is essential to provide for adequate housing to meet the needs of all residents while ensuring that all residential developments provide pleasant and harmonious living environments, are served by an adequate transportation system and infrastructure, and are properly related to other county land uses.
4. That it is essential to retain and expand the industrial development base to provide for the essential employment needs of the county and its municipalities.
5. That it is essential to provide adequate and efficient public facilities and services, and to provide a diversity of cultural and recreational opportunities.
6. That it is essential to promote the provision of utility services which meet and anticipate the needs of the county.
7. That it is essential to provide an efficient and effective transportation system with appropriate linkages and capacities.
8. That it is essential to encourage the development of open land which has few natural limitations and restrictions, and which has the necessary infrastructure.

OBJECTIVES AND DEVELOPMENT POLICIES

Both objectives and policies are utilized to achieve the goals established in this plan. Objectives are more specific, measurable statements of the desired goals. Policies represent highly defined courses of action and/or specific techniques that may be employed to indicate how the goals and objectives of the plan will be realized.

The objectives and policies contained in this document represent the official public policy guidelines concerning land use and transportation matters for decision-making by Smith County. The policies are presented as guidelines to be followed by developers, builders, neighborhood groups, civic organizations, and other private and public interests engaged in and concerned about growth and development in the county. The policies are also presented so that interested individuals and groups can better anticipate the county's decisions on future matters.

In the following section, general growth management objectives and policies are presented. This section is followed by objectives and policies for each of the specified land use categories.

GENERAL DEVELOPMENT AND GROWTH MANAGEMENT

Growth has always been viewed as an inherent component of counties. Most communities understand that growth is necessary for long-term viability, and most encourage growth to varying extents. However, in more and more counties the cost and benefits of continued growth have emerged as public issues. There is often hesitation over accommodating further development with its consequences of greater numbers and higher densities of residents, economic expansion, rapid consumption of land, and an alteration of the natural environment.

Smith County fully anticipates growth, and understands its importance as a part of those forces that affect the county's quality of life. At the other end of the spectrum, the policy of growth at any cost has long-term detrimental impacts and is not supported by the county. The approach taken by Smith County will be that of managed growth. To guide general growth and development, the following objectives and policies are adopted.

- A. Objective – Assure the protection and integrity of the natural environment, by implementing measures to minimize the adverse impacts of development to soils, slopes, vegetation, wetlands, and other natural features.

Policies

1. Ensure that areas less suitable for development, due to the limitation of certain natural factors, are developed only when appropriate remedial measures are taken.
2. Decisions on development proposals should be based on an analysis of soils, slope, depth to bedrock, and location relative to floodable areas.
3. Where the condition of the land is in doubt, and it appears that an unsuitable condition might exist, the developer shall be responsible for undertaking the necessary studies to prove the feasibility of the land to support the proposed development.

4. All development proposals should be assessed for the appropriateness of engineering designs and installation.
5. In each drainage basin, the effect of future development on drainage and flooding should assist in the formulation of land use decisions within that basin.
6. Areas located in a designated floodplain should be developed only in conformance with the National Flood Insurance Program requirements. Smith County will remain eligible in this program.
7. Major natural drainage ways, which are a part of the natural system of dispensing normal flood runoff, shall not be altered unless such alteration is in accordance with the provisions of Smith County's Floodplain Resolution, and appropriate state and federal regulations.
8. Ground water shall be protected by restricting the use of septic tanks to appropriate soil types and rock formations. High density development will be confined to areas that have access to public sewer lines.
9. Development proposals involving soil disturbance shall be in conformance with appropriate sediment and erosion control measures.
10. Areas of excessive slope, having slopes in excess of fifteen (15) percent, should be conserved as open space, or remain in productive forest. Smith County should consider adopting hillside development standards to ensure quality development that will not diminish the current view sheds that residents enjoy.
11. Areas with slopes in excess of fifteen percent should only be developed where engineering documentation is available to prove that no adverse affects will occur to housing construction, road stability, drainage, and erosion.
12. Mature vegetation, particularly trees, should be protected, and replanting should be required where existing vegetation is removed or disturbed during construction.
13. Vegetation should be used as an alternative to man-made devices for buffering, insulation, erosion control, and water quality protection, whenever practical.
14. The county should develop appropriate criteria or measures to protect environmentally sensitive lands and other valuable areas.
15. All future land use decisions made in the unincorporated portions of the county should be in conformance with the development concept and policies cited within this document as well as with the findings of the Smith County Growth Plan.
16. The county should consider adopting the International Building Code to ensure all new construction is inspected and meets standards that provide adequate housing construction.

- B. Objective – Public services should be made available within the county as the level of infrastructure demands associated with development is increased.

Policies

1. All new development, whether public or private shall have appropriate infrastructure which shall be properly installed at the expense of the developer.
2. The availability and capacity of existing services and utilities should be used as criteria in determining the location of higher intensity types of uses, i.e. commercial, industrial and multi-family residential uses and mobile home parks.
3. Developments with requirements beyond existing levels of law enforcement and fire protective services, parks and recreation facilities, and utilities shall only be allowed to develop when such services can be adequately provided and maintained.
4. Inventories of existing public and private recreational facilities and community facilities should be used as input for planning future facilities and prioritizing the upgrading of existing recreation areas.
5. Appropriate infill development should be encouraged to enhance existing development and to make a more efficient and cost effective use of existing services and utilities, whenever possible.

- C. Objective – The protection and enhancement of present and future livability is paramount to the maintenance of a superior quality of life within the county.

Policies

1. Land use and site planning should be utilized to promote pleasant, functional, and understandable relationships between various categories of land use.
2. Planning for county facilities and services should be based on the principal of maintaining or increasing the current levels of service provision.
3. National and regional community facilities standards should be utilized to determine the adequacy of various county facilities and services accepted.
4. County development should concentrate on ways to encourage young people to remain in Smith County to live and work.

RESIDENTIAL

In order to ensure the most appropriate development of existing and future residential areas in Smith County, the following developmental objectives and policies are adopted:

- A. Objective – Provide for a variety of housing types and densities for a wide-range of family incomes, sizes, and lifestyles, while protecting and maintaining the quality of life and property values in existing residential areas.

Policies

1. The county should promote the location of new residential developments in environmentally safe and pleasing areas.
2. The county should allow for a broad range of housing types including single-family structures, two family structures, multi-family developments, and mobile homes located on individual lots and in mobile home parks. The Zoning Resolution needs to be updated to include provisions and regulations for Planned Unit Developments (PUD) and mixed use developments.
3. Residential developments of varying types and densities should be permitted only in locations which are compatible with surrounding residential densities.
4. Land use controls should be used to foster a variety of housing types compatible with the natural landscape.
5. The county should encourage and concentrate high intensity types of development in the municipalities, and along major traffic corridors, with access to retail businesses, cultural activities, schools, and parks.
6. The county should encourage low-density housing along roads (dwelling units per acre) adjacent to agricultural areas, which are buffered from excessive noise, traffic, and conflicting development.
7. The county should encourage low-density housing of less than 1 dwelling unit per acre to locate in rural, agricultural areas.
8. In response to erosion and drainage considerations, steep hillside developments with slopes of over fifteen (15) percent should be developed at densities of no more than 1 dwelling per acre to minimize negative impacts.
9. The county should encourage the rehabilitation of existing residential areas in unincorporated communities.
10. The county should encourage sound development in suitable areas by maintaining and improving transportation facilities.
11. New residential developments should be designed to encourage the neighborhood concept and should be situated to be readily accessible to various types of emergency services vehicles.

- A. Objective – Ensure that all new residential developments meet appropriate planning and design standards and guidelines.

Policies

1. All residential subdivisions and mobile home parks should be designed in compliance with appropriate site development standards, as cited in the county's adopted land use controls.
2. New residential developments should only be allowed in those areas where there is adequate fire flow and water pressure, and servicing fire hydrants to support such developments.
3. New residential developments should be designed so as to enhance the aesthetics of nearby preexisting subdivisions.
4. Residential developments occurring in flood prone areas should comply with all adopted flood hazard prevention requirements.
5. Different types of cul-de-sac designs need to be studied and added to the county subdivision regulations. By allowing different designs this should help reduce impervious areas to improve water quality.
6. Open space development regulations need to be drafted and incorporated within the subdivision regulations to increase water quality.
7. Residential setbacks need to be reduced in low density areas to allow for shorter driveways that reduce overall imperviousness. Encourage developers to use shared driveways to also reduce impervious materials to improve overall stream quality within the county.
8. Require sidewalks on one side of a street and impervious surfaces shall be encouraged to improve the overall water quality of streams with Smith County.
9. Adopt and implement the International Building Code in order to ensure quality construction throughout the county.
10. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational building code enforcement staff, charged with the administration and enforcement of county-wide codes.

COMMERCIAL AND PRIVATE SERVICES

There are three general divisions of commercial and private service activities in Smith County. These include: the commercial and private service activities located within the municipalities, those located along the major highways often near the municipalities, and those that are situated in the more rural areas of the county. These commercial activities should be protected and enhanced in order to strengthen the economy of the entire county. In order to guide the continuation and expansion of these essential activities, the following objectives and policies are adopted:

Objective – Appropriate measures should be taken to ensure that Smith County and its municipalities become a regional hub for commercial and private service land uses in the Upper Cumberland Region.

Policies

1. In cooperation with the municipalities and chamber of commerce, the county should strive to recruit and retain business and service enterprises that fulfill local market demands.
2. The county should promote the municipalities as primary focal points for commercial and private service activity.
3. Adopt and implement the International Building Code in order to ensure quality construction throughout the county.
4. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational County Building Commissioner's Office, charged with the administration and enforcement of the building codes.

Objective – Ensure that new commercial developments meet appropriate planning and design standards and guidelines.

Policies

1. All commercial development should be designed in compliance with appropriate site development standards as specified in the Zoning Resolution for the county.
2. Commercial development should be approved only in those areas where public water and sewer facilities are available and adequate to support such development.
3. Commercial development should be designed so as to minimize potential negative impacts to the existing transportation system.
4. Strip commercial developments should be discouraged in favor of cluster developments with limited entrance and exit points.
5. Commercial uses which are high intensity traffic generators should be located on major collector or arterial status roads.
6. All new commercial shopping centers should be located on frontage or access roads with controlled ingress or egress points.
7. A highway/heavy commercial zoning district shall be developed, along with sign standards, and incorporated into the zoning resolution for major highways.
8. All commercial and private service developments shall be provided with adequate access aisles and an adequate number of off-street parking spaces, as recommended by the Institute of Transportation Engineers, or in the zoning resolution of the county.

9. Commercial developments should be designed so as to minimize negative impacts to residential developments via planted buffers and/or berms in order to enhance the aesthetics and property values of such developments.
10. A limited number of heavy commercial areas should be provided only at or near the intersection of collector streets, at locations served by public water, to make convenience goods and services reasonably available to residential neighborhoods, especially in the unincorporated areas of the county.
11. Parking regulations will be studied and incorporated within the zoning resolution. Maximum parking space requirements shall be studied and incorporated into the current regulations to reduce impervious areas.
12. Parking space areas will also be studied and reduced to lessen impervious areas.
13. Allow for alternative parking lot designs and materials to lessen imperviousness of these land uses.
14. Provide for structured parking areas when feasible and provide possible incentives for these structures.
15. Wherever possible provide storm water treatment for parking lot runoff using bio-retention areas, filter strips or other acceptable practices.

- A. Objective – Smith County will encourage light commercial uses along county roads that meet the following policies. The following policies will be used as a guide for new development, and continuation and expansion of commercial activities:

Policies

1. All commercial developments shall be designed in compliance with appropriate site development standards.
2. Commercial development shall be approved in only those areas where minimum lot sizes are met.
3. Commercial development should be designed or located so as to minimize negative impacts to the existing transportation system.
4. All commercial and private service developments shall be provided with an adequate number of off-street parking spaces.
5. The county should not encourage high-density commercial development along county roads; these developments shall be encouraged along state highways. The County Highway Supervisor will be consulted prior to rezoning, to ensure that roads can handle traffic associated with the proposed commercial use.

6. Commercial developments should be designed so as to minimize negative impacts to residential developments and to enhance the aesthetics of such developments.
7. To the extent feasible, landscaping or other screening shall be provided between commercial and residential land uses.
8. The county should consider adopting regulations that govern signs along the many state highways and county roads that are experiencing residential and economic growth.

B. Objective – Assure the protection and integrity of the natural environment by implementing measures to minimize the adverse impacts of development to soils, slopes, vegetation, wetlands and other natural factors.

Policies

1. Ensure that areas less suitable for development, due to natural factors, are developed only when appropriate remedial measures are taken.
2. Decisions on development proposals shall be based on an analysis of soils, slope, and depth to bedrock and location relative to flood prone areas.
3. Areas located in a designated floodplain and/or the floodway should be developed only in conformance with the National Flood Insurance Program.
4. Parking regulations will be reviewed and incorporated within the zoning resolution. Maximum parking space requirements shall be studied and incorporated into the current regulations to reduce impervious areas.
5. Allow for alternative parking lot designs and materials to lessen imperviousness of these land uses.
6. Provide for structured parking areas when feasible and provide possible incentives for these structures.
7. Wherever possible provide storm water treatment for parking lot runoff using bio-retention areas, filter strips or other acceptable practices.

INDUSTRIAL

Carthage, South Carthage and Gordonsville are projected to remain the primary locations for manufacturing and industrial uses. Coordination between county and municipal officials over the last two decades has resulted in the location of several industries in these areas. However, there is a need of additional land for industrial uses in the unincorporated parts of the county for future industrial expansion. Efforts should also be taken to ensure that existing industries are retained and that suitable land is made available to accommodate the potential expansion of these industries.

In order to guide the continuation and expansion of the county's industrial activities, the following objectives and policies are adopted:

Objective – It is essential that the county retain and maintain its existing industrial base.

Policies

1. The county should support all practical efforts, both public and private, to maintain and improve existing industrial site locations.
2. Existing industrial sites should be provided adequate transportation, electric and digital services, as well as water and sewer services, with additional services being provided as needed.
3. The county commission and planning commission should support appropriate highway and road improvements at locations suitable for the expansion of the county's existing industrial base.
4. Public officials should cooperate with local Industrial Boards and the Chamber of Commerce in their efforts to attract industrial prospects to the area, and to retain and promote the expansion of existing industries.
5. Proposed industrial land uses, anticipated or suspected to have negative impacts on the natural environment, or the economic potential of the county, shall be discouraged from locating in the county unless adequate measures to alleviate such impacts are instituted by the prospect and approved by the county.
6. Parking regulations will be reviewed and incorporated within the zoning resolution. Maximum parking space requirements shall be studied and incorporated into the current regulations to reduce impervious areas.
7. Allow for alternative parking lot designs and materials to lessen imperviousness of these land uses.
8. Provide for structured parking areas when feasible and provide possible incentives for these structures.
9. Wherever possible, provide storm water treatment for parking lot runoff using bio-retention areas, filter strips or other acceptable practices.

Objective – Appropriate standards and guidelines should be effectuated to generate new industrial development within the county.

Policies

1. All new industrial developments should be designed in compliance with appropriate planning and site design development standards.

2. Industrial uses should locate near major highways and roads that offer the access needed by the industry. Such uses should not be allowed to create demands that exceed the capacity of the existing road network.
3. Industrial development should locate only in those areas where adequate infrastructure, such as water, sewer and transportation facilities, already exists.
4. If at all possible, landscaping or other type of opaque screening should be provided between industrial uses and other land uses to reduce the potential conflicts between such uses.
5. The county zoning map shall be reviewed to determine possible locations of additional I-1 Districts.
6. Adopt and implement the International Building Code in order to ensure quality construction throughout the county.
7. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational County Building Commissioner's Office, charged with the administration and enforcement of county-wide building codes.

PUBLIC AND SEMI-PUBLIC

Even though public and semi-public facilities use only a small part of Smith County's area, they are crucial to the well-being of the county. The location of these uses is dictated by the county's land use development pattern. They should enhance the county's appearance, yet at the same time causes the least possible conflict with adjacent land uses. During the site design process for public and semi-public facilities, attention should be paid to the location of buildings in relation to service and parking areas, the relationship of buildings to existing and proposed highways and roads, and the natural beauty of the surrounding landscape. The objectives and policies to be used as guidelines for public and semi-public uses are as follows:

Objective – Provide adequate and efficient public services and facilities which meet accepted national and regional planning standards and guidelines.

Policies

1. The county should prepare and adopt a Community Facilities Plan based on accepted national and regional planning standards and location criteria, in order to determine the adequacy or level of service provision of existing facilities and services.
2. Public facilities and services should be improved and expanded in accordance with an adopted Public Improvements Program and Capital Budget.

Objective – Provide a diversity of quality cultural and recreational opportunities.

Policies

1. Decisions concerning the provision of recreational facilities should be guided by accepted national and regional planning standards.
2. The county should promote the joint use of educational and recreational facilities.
3. The county should enhance the opportunities for passive recreation through the formation of a greenway system which includes hiking and biking trails.
4. Regional parks, playfields, and pocket parks should be developed and appropriately located within the county.
5. The county should encourage the development of public recreation land through coordination with federal, state, and local officials.
6. The county should promote efforts to document, preserve, and protect historic sites and structures.
7. The county should recognize the cultural contributions of religious, ethnic, and educational institutions, and coordinate their efforts with publicly supported cultural institutions, events, and performances.
8. The county should support and encourage the promotion of various types of cultural festivals in order to bring the arts to the public.
9. Design residential streets for the minimum required pavement width need to support travel lanes.
10. Review maximum/minimum street length requirements for possible alternative layouts/designs that reduce impervious materials.
11. To also reduce impervious areas, which affect water quality, a review of right-of-way widths to determine if 50 feet is more than adequate throughout the county.
12. The county shall review cul-de-sac designs and possibly adopt alternative designs that would decrease impervious areas that degrade stream quality.
13. Where applicable permit the use of vegetative open channels in the street right-of-way to convey and treat storm water runoff.
14. Adopt and implement the International Building Code in order to ensure quality construction throughout the county.
15. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational County Building Commissioners Office, charged with the administration and enforcement of building codes.

UTILITIES

Land development without the extension of adequate utilities fosters a number of significant health and safety problems, and is costly to the general public. In order to achieve proper development and efficiently expend public funds, it is extremely important to coordinate the extension of utilities. Therefore, the following objectives and policies should be adopted by all agencies responsible for the operation or extension of public utilities:

Objective - Provide adequate and efficient public utility facilities to as many county citizens as is possible.

Policies

1. To meet future needs and provide for future growth, long range plans for expansion and enhancement of public utility facilities should be encouraged by each of the responsible agencies.
2. All new developments of one (1) dwelling unit or more per acre should have adequate water lines capable of providing fire protection, which shall be properly installed at the expense of the developer.
3. The county should ensure that the water, electric, and natural gas systems serving the unincorporated areas are adequate to meet current and future needs.
4. The health of residents shall be protected through the production of state-approved potable water.

Objective - Provide appropriate location and design standards and guidelines for utility facility improvements and extensions.

Policies

1. Adequate utilities should be extended into various areas of the county on a priority basis, with such extensions meeting optimum health and safety standards.
2. Water lines of no less than six (6) inches in size and location shall be required in all new developments and redevelopments.
3. Storm water management plans should be prepared for all new developments and redevelopments.
4. The location of utility structures for storage of equipment, pump stations or similar structures should be adequately buffered and landscaped, so as not to detract from the surrounding area.
5. The water distribution system should be periodically evaluated to ensure that water lines are of adequate size to provide adequate pressure for fire fighting, and that a suitable number of fire hydrants are present in all developed areas.

6. The county should require appropriate maintenance and repair of any privately controlled drainage facilities or appurtenances which tie into any portion of the public or other existing natural drainage systems. On-site maintenance contracts for private retention and detention panels should be required as a part of the subdivision review process.

VACANT LAND AND OPEN SPACE

The Planning and Infrastructure Development report indicated that there were 173,733.0 acres of vacant land in Smith County. As the community grows, a significant amount of this land will be pressed into semi-urban or urban development. The largest portion of this land either cannot be developed or would be cost prohibitive to develop due to natural factors. In addition, some of this vacant land would best be utilized as open space. To guide the future development of the vacant lands in Smith County, the following objectives and policies are adopted:

Objective - Ensure that adequate open space is provided in the county to enhance its aesthetic quality.

Policies

1. Appropriately located public open spaces and general recreational uses should be provided to serve county residents as well as visitors. These areas should be readily available and designed to serve all age groups.
2. The county should ensure that adequate amounts of open space areas are available for future populations via the establishment of conservation easements, as well as through the reservation of open spaces directed by the Development Concept Plan of the county.
3. Open space should be included as a requirement within cluster development projects and be required within all major subdivision developments.
4. Places of rare natural beauty and areas of historic interest should be preserved and maintained.
5. All publicly-owned land should be examined for its potential open space or recreational use before being sold or disposed of by the county.

Objective - Ensure that appropriate planning and locational standards and guidelines are followed for the development of open land and for the provisions of open space.

Policies

1. Support and approval of development proposals that result in the conversion of prime farmlands should be reserved for those developments consistent with the Development Concept Plan and be required for growth and development.
2. Areas of excessive slope should be conserved as open space, if development would cause significant soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

3. Vegetation should be used as an alternative to man-made devices for buffering, insulation, erosion control, and water quality protection.
4. Filling and excavation in floodplains shall only be allowed subsequent to the filing of development permits, consistent with National Flood Insurance Program regulations, and allowed only after careful engineering review of appropriate alternatives.
5. Mature vegetation, especially along stream banks should be protected from indiscriminate removal, in order to enhance the aesthetic value of the landscape as well as to control erosion.
6. Development should be consistent with the National Flood Insurance Program regulations, the county should regulate any development in areas that have been officially designated as flood hazard areas.
7. The county should strive to ensure the protection and enhancement of wetlands and other environmentally sensitive areas by requiring aquatic resource alteration permits be filed as required by the Tennessee Department of Environment and Conservation when streams or wetlands are disturbed.
8. All property within the county should be protected from undue storm-water runoff and soil erosion through the adoption of a county grading code as well as through the promotion of the Tennessee General NPDES Permit, as applies to all excavation and grading activities of five acres or more.
9. Adopt and implement the International Building Code in order to ensure quality construction throughout the county.
10. Provide funds from the county budget for additional personnel, supplies, office space, and other expenses, in order to establish a fully operational County Building Commissioners Office, charged with the administration and enforcement of county-wide building codes.

TRANSPORTATION

The future transportation system in Smith County and its projected growth areas will be affected by a number of factors. These factors include existing highway and road patterns, impediments to traffic, the location of major traffic generators, growth trends, the construction of new thoroughfares, and the location preferences of new developments. Although the county cannot control all the factors that will influence its future transportation system, it can provide some direction. The following objectives and policies are presented as a guide to achieving an adequate and efficient future transportation system:

Objective - Provide a transportation system that will adequately meet the future needs of the county for growth and development.

Policies

1. All new development, whether public or private, should have an adequate transportation system, as stipulated within the county's subdivision regulations which should be properly installed at the expense of the developer.
2. All new highways and roads should be located in a manner that will minimize disruption to residential areas or open space-recreational areas.
3. All segments of the transportation system should be designed and located to meet future as well as present demands and reflect the rights-of-way and locational requirements of the county's official major thoroughfare plan.
4. Wherever possible, off-street parking shall be required for existing land uses. All new land uses shall be required to provide off-street parking as cited in the county zoning resolution.
5. Roads should be upgraded or improved through the implementation of a road improvements priority program.

Objective - Provide appropriate planning and design standards and guidelines for the construction of new roads and other transportation facilities.

Policies

1. Highways and roads should be related to the topography and designed to minimize the points of traffic conflict and turning movements.
2. All new highways and roads shall be designed to incorporate storm water drainage systems that are adequate in size to handle the runoff from anticipated developments within the immediate area.
3. All highways and roads shall be designed so as to provide the least interference to natural drainage ways.
4. All new highways and roads shall be designed and located in a manner that offers the maximum protection from potential flood hazards and erosion damages.
5. New roads should be designed to incorporate appropriate landscaping to heighten the aesthetic and functional appeal both to motorist and surrounding residents.
6. Road signage and other safety features which are in accordance with the Tennessee Department of Highways Standard Specifications should be required at the time of development.
7. All public streets serving new subdivisions should be designed according to the specifications cited within the county's subdivision regulations.

8. All new highways and streets shall be constructed to an elevation of no less than the regulatory base flood elevation (the 100 year flood).
9. Alternative designs and construction standards mentioned in previous policy sections need to be incorporated into the zoning and subdivision regulations.

CHAPTER 6

PLAN IMPLEMENTATION

INTRODUCTION

In order for this plan to be effective, it is important that certain enforcement measures be undertaken to assure its implementation. Several methods for implementation of the objectives and policies developed in this plan are reviewed in this chapter. Some of the methods for implementation are already being utilized by Smith County. The planning commission and the county legislative body may, however, need to examine the effectiveness of current practices or regulations in achieving the stated objectives and policies. Where the identified methods are currently not sufficient, the county should consider taking the appropriate steps to make the necessary changes. There have been six methods of plan implementation identified for Smith County to utilize in the execution of this plan. Each of these is reviewed in this section.

PLANNING COMMISSION PROJECT REVIEW

Under *Tennessee Code Annotated* Section 13-3-104, it is the duty of a regional planning commission, such as Smith County has, to promote regional cooperation with the municipalities in the county and their planning commissions. This involves coordination of plans for the purpose of promoting adjusted development in the region. A regional planning commission may also advise the county and municipal legislative bodies on public improvements programs, and the financing of such programs.

ZONING

Zoning is a legal mechanism that can assist Smith County in implementing the guidelines and policies cited within this land use and transportation policy plan. A zoning resolution is designed to regulate the type and intensity of land use within a county. It divides a county into specific districts corresponding to the intended use of the land as guided by the policies of the land use and transportation plan. For each district, zoning regulates development characteristics such as the location, height, bulk, and size of buildings and other structures, the percentage of the lot that may be occupied, the minimum size of yards and other open spaces, and the density of population. Zoning can assure the proper location of residential, commercial, industrial, and semi-public uses. It can protect street rights-of-way so that future widening is feasible. It can also prohibit overcrowding of building lots. In addition, zoning can help stabilize property values and can help prevent deterioration of residential areas. These zoning regulations should reflect the actual goals of the county as depicted herein, and should be changed whenever necessary in order to continue to accomplish these identified goals.

SUBDIVISION REGULATIONS

Subdivision regulations are another legal mechanism that is typically utilized on the local level of government to carry out the recommendations of the land use and transportation policy plan. Like zoning, these regulations control private development. They serve as guidelines for the conversion of raw land into building sites. Subdivision regulations provide the guide by which the planning commission can review all proposed plats of land subdivision in an equitable manner. These controls are necessary if sound, economical development is to be achieved. Through the enforcement of these regulations, the design and quality of subdivisions will be maintained, resulting in better living conditions and greater stability of property values for the individual property owner. Such controls over land subdivision ensure the installation of adequate utilities that may be economically serviced and maintained. These controls

are also used in providing a coordinated road network for the county, and to ensure that sufficient open space for recreation and other public services is provided.

Subdivision regulations should reflect the actual goals of Smith County as listed in this land use and transportation policy plan, and should be changed whenever necessary in order to accomplish these identified goals.

CODE ENFORCEMENT

There are various types of codes that counties can adopt to ensure that construction standards are sufficient to protect the health and safety of occupants. The International Building Code is designed to ensure that existing dwellings are safe, sanitary, and fit for human habitation. Other codes such as building, plumbing, electrical, gas, mechanical, and fire codes provide minimum standards for the construction of new buildings and facilities, and the alteration of existing structures and facilities. These codes are uniform in character, and applicable to the county as a whole.

A system of codes functions only if accompanied by an inspection system. Code enforcement ensures the adequacy of new, residential, commercial, industrial and semi-public structures, while also detecting and preventing the deterioration of existing facilities through periodic inspection. By preventing or reducing blight, property values become more stable, and tax bases are protected.

PUBLIC IMPROVEMENTS PROGRAM AND CAPITAL BUDGET

A public improvements program and capital budget provide the means through which the local government can effectively undertake a properly planned and programmed approach toward utilizing its financial resources, in the most efficient way possible to meet the service and facility needs of the county. The public improvements program identifies recommendations for capital improvements, estimates their costs, and identifies possible financing alternatives. The capital budget is a method of developing and scheduling specific means of financing the projects identified in the public improvements program.

At the present time, Smith County does not have a public improvements program and capital budget. However, the county should consider adopting a program and budget in the near future.

CITIZEN PARTICIPATION

Citizen participation is an important factor in determining the success of a land use plan. An informed citizenry, that is willing to work to achieve the goals, objectives, and policies set forth in this plan, can be a tremendous asset. Citizens can offer support for programs and policies designed to achieve community goals. Successful citizen participation can be achieved through a public education program designed to inform the county residents of the various purposes and reasons for the actions of both the planning commission and the county legislative body. Special efforts should be taken to obtain input from the general public through organizational public meetings, public hearings, and surveys. News articles should also be utilized to educate the public regarding the work activities of the planning commission.

LOCAL LEADERSHIP

The Smith County legislative body bears most of the responsibility for implementation of this land use and transportation policy plan. As the county decision makers, they have the authority to adopt appropriate implementation strategies that will fulfill the goals, objectives, and policies developed in this plan. It is important that the legislative body maintain a close working relationship with the planning commission, so that the planning process is properly coordinated.

IMPLEMENTATION SCHEDULE

The Smith County Land Use and Transportation Policy Plan is an advisory document intended to serve as a guide for the development of the county over the next twenty years. Specific strategies for policy implementation are necessary if the goals and objectives of this plan are to be achieved. The implementation schedule provides an outline of the methods for achieving the goals and objectives and implementing the policies established in the development plan. It presents individual strategies for each of the specific land use categories, establishes time frames for completion, and identifies those with primary responsibility for plan implementation.

The recommended time frame for the implementation of each of the strategies is indicated by one-two years, three-six years, or more than seven year time periods. Programs which are continuous in nature have been classified as "on-going".

Many of the tools can be implemented by assigning existing county staff, addressing issues with legislation, or continuing existing programming. Only as these program items are selected from this Implementation Schedule by the Smith County legislative body, in consultation with the various departments, will a detailed financial analysis and work schedule program be drafted.

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| General Development and Growth Management | Time Frame | Primary Responsibility | Comments |
|---|-------------------|--|---|
| Prepare and implement a comprehensive drainage manual and plan. | 5-10 years | Engineer/ Planning Commission | This is a strategic plan and incorporated by reference into the subdivision regulations. These should also apply to all public projects. |
| Prepare and implement a comprehensive storm water management plan. | 5-10 years | Engineer/ Planning Commission | This is a strategic plan and incorporated by reference into the subdivision regulations. These should also apply to all public projects. |
| Prepare and implement erosion and sediment control regulations. | 3-5 years | Engineer/ Planning Commission/ County Commission | Incorporated by reference into the subdivision regulations. These should also apply to all public projects. |
| Review the floodplain management resolutions and revise as necessary to comply with current FEMA regulations. | As required | Planning Commission/ County Commission | Incorporated by reference into the zoning ordinance based upon the LPAO model floodplain management ordinances. |
| Review the subdivision regulations and revise as necessary to ensure that measures are included to minimize the adverse impacts of development on soils, slopes, wetlands, vegetation, surface and groundwater quality, floodplains and natural features. | Bi-annually | Planning Commission | Input from TDEC, U.S.G.S., Corps of Engineers, TVA, LPAO and other state and federal agencies as appropriate. |
| Prepare community facilities plan, public improvements program and capital budget and revise as necessary. | As required | Planning Commission/ County Commission | Utilize the LPAO model for a community facilities plan, public improvements program and capital budget. |
| Prepare a comprehensive open space plan. | 10 + years | Planning Commission/ Recreation Board | This is a strategic plan and should be prepared in conjunction with any recreation or greenbelt plans. |
| Develop and promote programs for future high school graduates to acquaint them with job opportunities in Smith County. | 5-10 years | Chamber of Commerce/ School Board/ Industrial Development Board | The municipality should participate in the State's Three-Star Program and promote high school apprenticeship programs with businesses and industries. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| General Development and Growth Management (cont.) | Time Frame | Primary Responsibility | Comments |
|---|------------|---|--|
| <p>Prepare an environmental management plan which will include, at a minimum, the following measures:</p> <ol style="list-style-type: none"> 1. Conservation of exhaustible resources; 2. Identification of environmentally sensitive and valuable areas, such as wildlife habitats, wetlands, and prime agricultural lands; 3. Identification of areas which pose developmental hazards due to geological conditions; 4. Requirements for developers to mitigate negative impacts on environmentally sensitive and valuable areas; 5. Promotion of the preservation of environmentally sensitive and valuable areas, including prime agricultural land into open spaces or historic preserves 6. Encouraging landscaping of open spaces with appropriate native or drought resistant varieties of vegetation along with attractively developed green areas to provide a balanced and pleasing landscape. | 5-10 years | <p>Planning Commission</p> <p>Environmental Consultant</p> <p>Natural Resources Conservation Services</p> <p>TDEC</p> <p>TWRA</p> | <p>This is a strategic plan and should be incorporated by reference into the subdivision regulations.</p> <p>The natural factors affecting developments identified in the land use and transportation plan should be utilized.</p> |
| Prepare a housing study. | 5-10 years | Planning Commission | This is a strategic plan that should utilize a neighborhood analysis as well. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Residential Land Use | Time Frame | Primary Responsibility | Comments |
|--|-------------------|---|---|
| Develop a plan for addressing special housing needs, e.g. low-income, handicapped and elderly. | 5-10 years | Planning Commission/ Board of Realtors/ Local Housing Authority | Special exclusions for group homes in zoning and ADA legislation should be reviewed for compliance. |
| Develop and utilize incentives to encourage the production of low and moderate income and elderly housing units. | 5-10 years | County Commission | Zoning and subdivision regulations should be reviewed for cost-impacts vs. long-term advantages. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Commercial Land Use | Time Frame | Primary Responsibility | Comments |
|--|-------------|--|---|
| Prepare a marketing strategy to entice new businesses and retain existing businesses. | 5-10 years | Chamber of Commerce/ County Commission/ Industrial Development Board | Utilize various resources with the business development directorate of ECD. |
| Promote the creation of a Central Business District (CBD) Development Authority, which will prepare CBD redevelopment goals and implementation strategies. | 5-10 years | Chamber of Commerce/ County Commission/ Planning Commission | Municipalities could utilize guidelines of the Tennessee Main Street Program in the development of their goals and implementation strategies. |
| Review the Smith County Subdivision Regulations and revise as necessary to ensure that appropriate standards and guidelines for commercial development are included to address the recommended policies. | As required | Planning Commission/ County Commission | Review of American Planning Association (APA) standards and state guidelines should be utilized in assessing the needs of the county. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Industrial Land Use | Time Frame | Primary Responsibility | Comments |
|---|-------------|--|--|
| Prepare a marketing strategy to retain existing industries and to entice non-polluting light industries. | 5-10 years | Chamber of Commerce/ County Commission/ Industrial Development Board | Input from the TN Department of Economic and Community Development should be obtained and the State's Three-Star Program should be utilized. |
| Research and utilize state and federal funding programs. See grants or professional assistance. | As required | Planning Commission/ County Commission/ Chamber of Commerce/ Industrial Development Board | Local officials should remain up-to-date on grant programs and policies. |
| Develop standards and criteria for proposed industrial uses to discourage those determined to have harmful impacts. | 5-10 years | Planning Commission/ County Commission/ Chamber of Commerce/ Industrial Development Board | This should be a policy document for industrial recruitment such as protective covenants or environmental ordinances. |
| Review the Subdivision Regulations and revise as necessary to ensure that appropriate standards and guidelines for industrial development are included to address the recommended policies. | Bi-annually | Planning Commission/ County Commission/ Chamber of Commerce/ Industrial Development Board | Utilize various resources with the business development directorate of ECD. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Public and Semi-Public Land Use | Time Frame | Primary Responsibility | Comments |
|---|-------------------|--|--|
| Prepare a comprehensive community facilities plan. | 3-5 years | Planning Commission/ County Commission/ Department Heads | This plan should be used in the preparation of a public improvements program and capital budget and should be updated every 2 years. |
| Prepare a comprehensive Recreation Plan. | 5-10 years | Planning Commission/ County Commission/ Recreation Board | This is a strategic plan and should include reference to the vacant land and open space plan. |
| Research and utilize state and federal funding programs. Seek grants or professional assistance. | As required | Planning Commission/ County Commission/ Recreation Board | Local officials should remain up-to-date on grant programs and policies. |
| Secure an agreement with the county and school board for the joint use of cultural and recreational facilities. | 3-5 years | County Commission/ City Council/ Recreation Board/ School Board | |
| All public and semi-public land uses shall be reviewed and approved by the planning commission as required by state enabling legislation. | As required | Planning Commission | Plans for public buildings and land uses should be included in the community facilities plan and public improvements program. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Utilities and Communications | Time Frame | Primary Responsibility | Comments |
|--|-------------|---|---|
| Develop a comprehensive utility expansion, extension, and improvement program as a component of the community facilities plan. | 5-10 years | Planning Commission/ County Commission/ Engineer/ Public Works | This is a strategic plan and is also part of the public improvements program and capital budget. |
| All utility extensions and expansions shall be reviewed and approved by the planning commission as required by the state enabling legislation. | As required | Planning Commission | Comply with TCA Section 13-4-104 requiring planning commission review of public projects. |
| Review the Subdivision Regulations and revise as necessary to ensure that appropriate standards for utilities are included and that developers are responsible for the installation of required utilities. | Bi-annually | Planning Commission/ County Commission/ Engineer/ Public Works | The planning commission and county commission should jointly discuss the development of county standards. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Vacant Land and Open Space Land Use | Time Frame | Primary Responsibility | Comments |
|---|-------------------|--|---|
| Prepare a Vacant Land and Open Space Plan. | 10 + years | Planning Commission/ Recreation Board | This strategic plan should be utilized in conjunction with the recreation plan. |
| Explore all available methods for acquiring open space, e.g. conservation easements, development rights, zoning restrictions, dedication on subdivision plats, donations and negotiated purchase. | As required | Planning Commission/ County Commission/ Recreation Board | Care should be taken to ensure that property rights violations do not become an issue. |
| All proposed plans for open space and recreation areas shall be submitted to the planning commission for review and approval as required by state enabling legislation. | As required | Planning Commission/ Recreation Board | Comply with TCA Section 13-3-105 requiring planning commission review of public projects. |
| Review the Subdivision Regulations and revise as necessary to ensure that appropriate standards and guidelines are included for the development or preservation of vacant land. | Bi-annually | Planning Commission/ County Commission/ Recreation Board | Utilize the vacant land and open space plan. |

SCHEDULE FOR IMPLEMENTATION STRATEGIES

| Transportation | Time Frame | Primary Responsibility | Comments |
|---|-------------------|---|--|
| Maintain a comprehensive and updated major thoroughfare plan. | As required | Planning Commission/ County Commission/ Public Works | Subdivision regulations and plats should be reviewed in the context of the plan. |
| Update and maintain a street inventory that annotates the condition and maintenance needs of all county roads. | As required | Planning Commission/ County Commission/ Public Works | |
| Prepare a comprehensive street improvements plan which includes plans for street identification, traffic signalization, street lighting, and upgrading or improvement of older streets. | 5-10 years | Planning Commission/ County Commission/ Public Works/ Engineer | This is a strategic plan and should be incorporated into the public improvements program and capital budget. |
| Complete a sidewalk inventory and prepare a sidewalk improvement plan. | 5-10 years | Planning Commission/ County Commission/ Public Works | This is a strategic plan and should supplement the street improvements plan. |
| Prepare and maintain an official county street map. | As required | Planning Commission/ County Commission | This should be considered a legal document to reflect those streets for which the county is responsible for maintenance. |
| Develop street construction and acceptance standards. | 3-5 years | Planning Commission/ County Commission/ Public Works/ Engineer | These should be consistent with the subdivision regulations. |

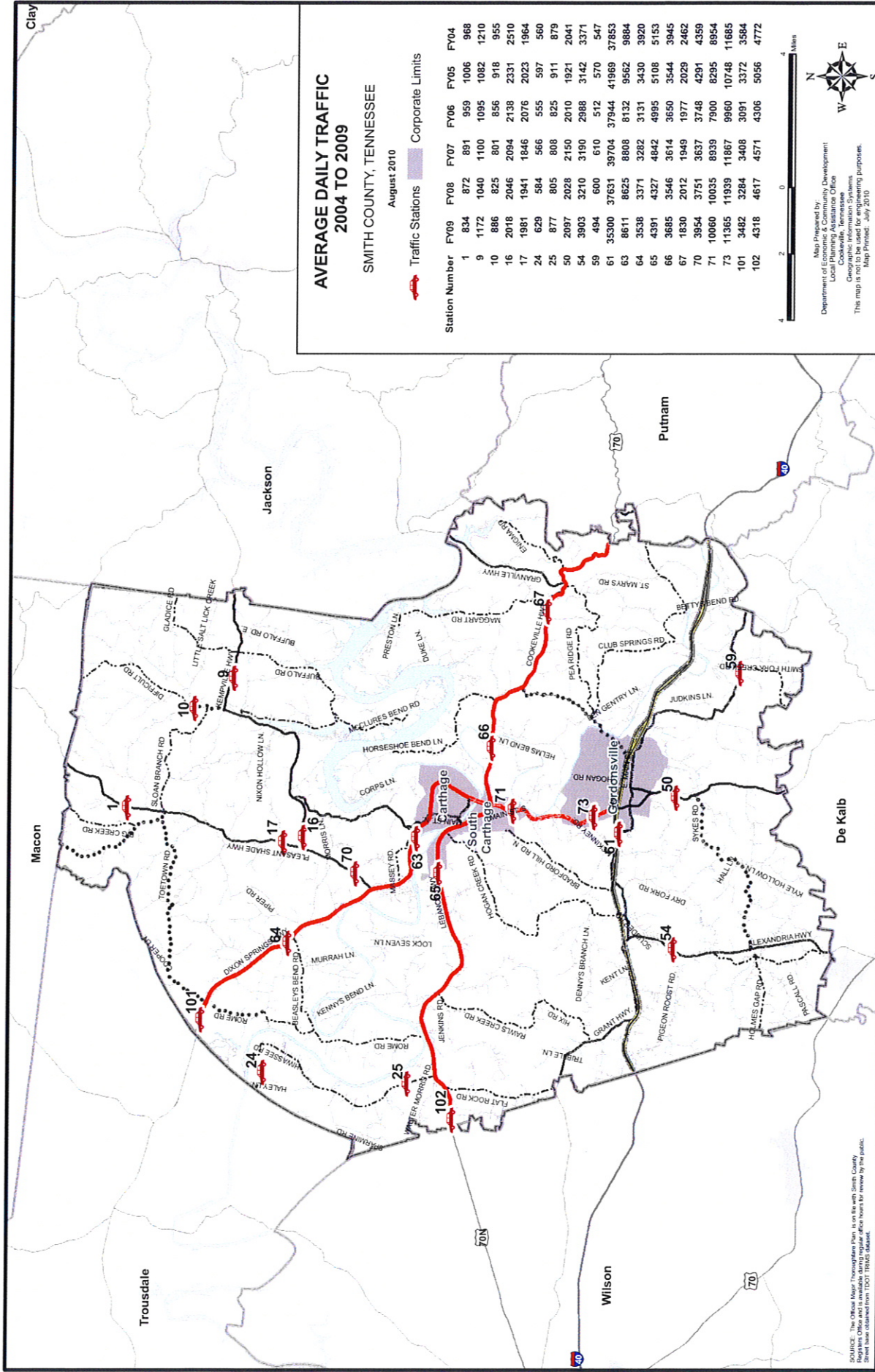
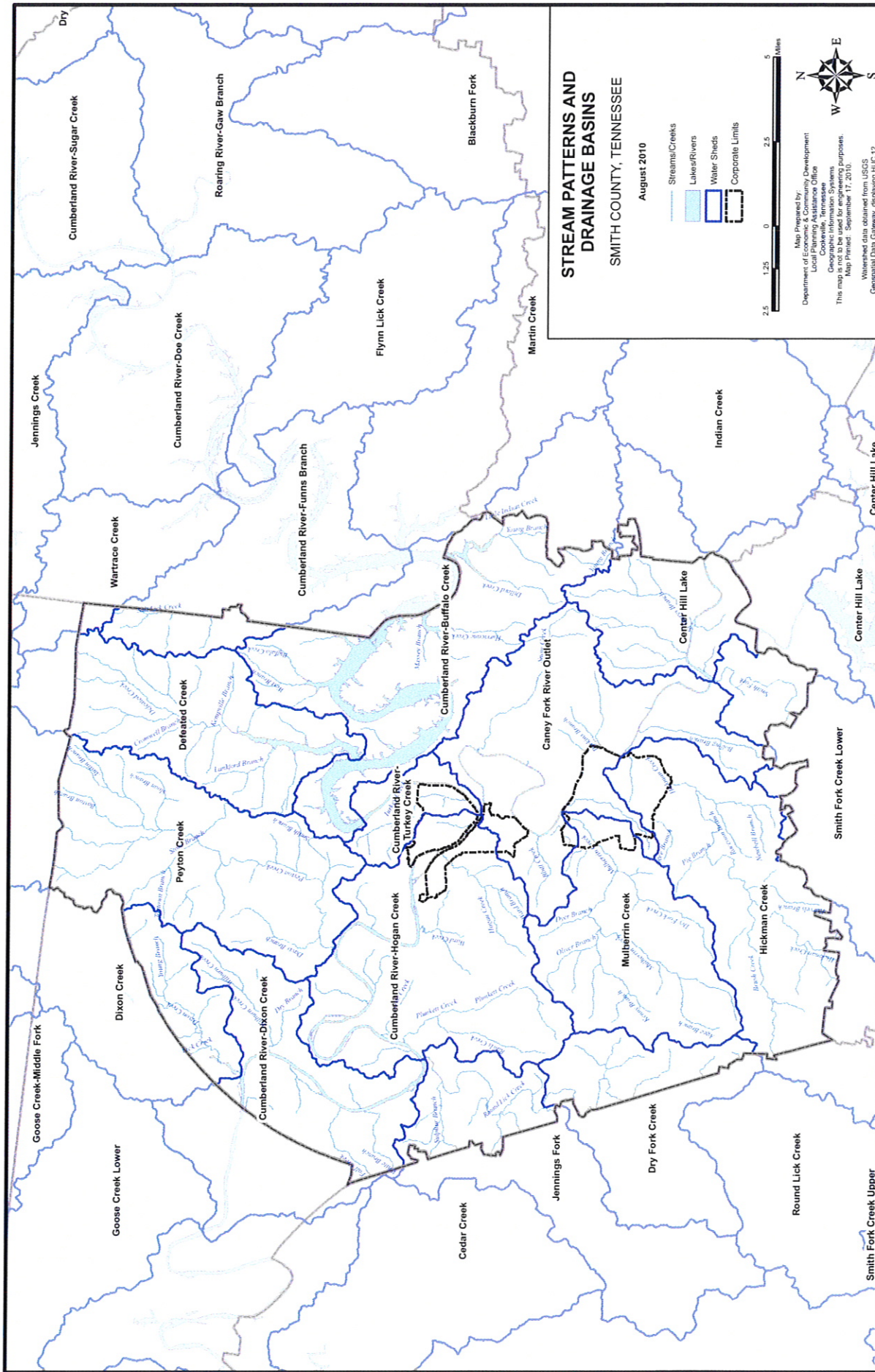


Illustration 5

Map Prepared by:
Department of Economic & Community Development
Local Planning Assistance Office
Cookeville, Tennessee
Geographic Information Systems
This map is not to be used for engineering purposes.
Map Printed: July 2010

SOURCE: The Official Map of Tennessee. This is an file with Smith County
Register Office and is available during regular office hours to review by the public.
Street have obtained from TDOT TRIMS dataset.



Land Use 2009
Smith County, Tennessee

Field Checked (Yes/No) = _____

Planner Assignment = **Shannon Copas**

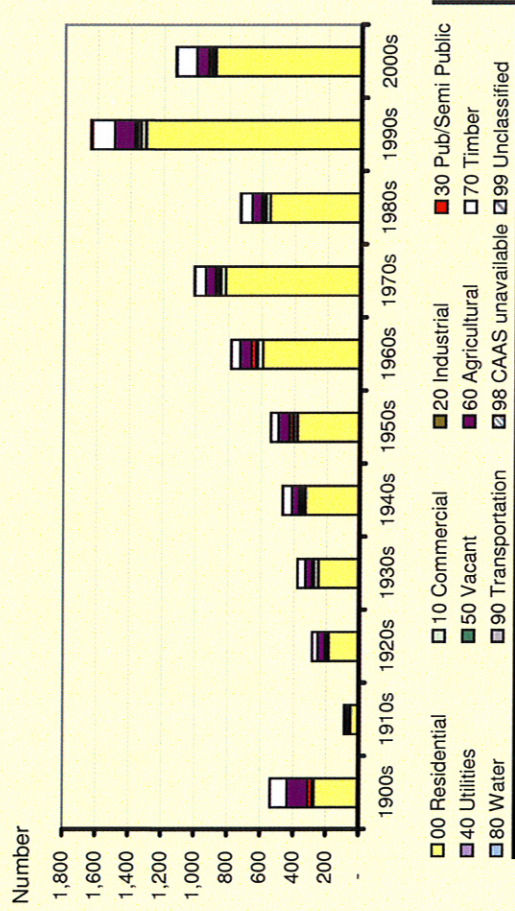
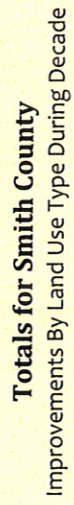
| Classifications | Parcels | Acres | Percent of land area | Classifications | Parcels | Acres | Percent of land area |
|----------------------------------|--------------|-----------------|----------------------|--------------------------|--------------|-------------------|----------------------|
| 00 Residential | 4,324 | 15,904.8 | 7.9% | 60 Agriculture | 1,136 | 69,976.7 | 34.8% |
| 01 SF < 5 Acres | 2,339 | 3,348.9 | 1.7% | 61 Unimproved | 437 | 22,148.4 | 11.0% |
| 02 SF > 5 Acres | 686 | 6,637.4 | 3.3% | 62 w/ SF | 607 | 42,935.8 | 21.4% |
| 03 Duplex | 1 | 0.7 | 0.0% | 63 w/ Mobile Home | 44 | 1,944.1 | 1.0% |
| 04 Multi-Family | 3 | 14.1 | 0.0% | 64 w/ SF & Mobile Home | 48 | 2,948.4 | 1.5% |
| 05 Mobile Home | 1,190 | 5,392.0 | 2.7% | 65 w/ Multi-Family | - | - | 0.0% |
| 06 Mobile Home Park | 3 | 12.8 | 0.0% | 70 Timber Forest | 1,367 | 90,177.92 | 44.9% |
| 07 Resort | - | - | 0.0% | 71 Unimproved | 628 | 38,514 | 19.2% |
| 96 Unclassified Structure <\$30k | 102 | 499.1 | 0.2% | 72 w/ SF | 595 | 44,251 | 22.0% |
| 97 Unclassified Structure >\$30k | - | - | 0.0% | 73 w/ Mobile Home | 84 | 4,125 | 2.1% |
| 10 Commercial | 42 | 143.1 | 0.1% | 74 w/ SF & Mobile Home | 60 | 3,288 | 1.6% |
| 11 General | 37 | 141.3 | 0.1% | 75 w/ Multi-Family | - | - | 0.0% |
| 12 Office | 3 | 1.4 | 0.0% | 80 Water | 47 | 6,600.8 | 3.3% |
| 13 Motel/Hotel | - | - | 0.0% | 81 River | 47 | 6,600.8 | 3.3% |
| 14 Commercial-Residential Split | 2 | 0.4 | 0.0% | 82 Lake or Pond | - | - | 0.0% |
| 15 Golf Course (Rec Commercial) | - | - | 0.0% | 90 Transportation | 114 | 3,273.0 | 1.6% |
| 16 Nursing Home | - | - | 0.0% | 91 Highway/Road ROW | 113 | 3,048.3 | 1.5% |
| 19 Verify Commercial | - | - | 0.0% | 92 Railroad | 1 | 224.7 | 0.1% |
| 20 Industrial | 27 | 304.6 | 0.2% | 93 Airport | - | - | 0.0% |
| 21 Light Ind./Warehousing | 25 | 216.8 | 0.1% | 98 | 116 | 5,585.7 | 2.8% |
| 22 Heavy Industrial | 2 | 87.8 | 0.0% | 99 | 67 | 1,772.3 | 0.9% |
| 30 Public/Semi-Public | 273 | 1,546.0 | 0.8% | Total | 8,837 | 201,011.08 | 100.0% |
| 31 Public | 58 | 1,367.7 | 0.7% | Unclassified | 183 | 7358.1 | 3.7% |
| 32 Semi-Public | 215 | 178.4 | 0.1% | | | | |
| 40 Utilities | 13 | 30.5 | 0.0% | | | | |
| 41 Utilities | 13 | 30.5 | 0.0% | | | | |
| 50 Vacant | 1,311 | 5,695.6 | 2.8% | | | | |
| 51 Vacant < 5 Acres | 806 | 1,337.9 | 0.7% | | | | |
| 52 Vacant > 5 Acres | 505 | 4,357.7 | 2.2% | | | | |
| 53 Vacant - Resort | - | - | - | | | | |

Data Source:

This land-use data was derived by associating the Computer Assisted Appraisal System (CAAS) property assessment data with digital parcel boundaries. The CAAS data is maintained by the State of Tennessee's Comptroller of the Treasury as reported by local

| | |
|---|-----------|
| CAAS Parcel Attribute Data - Source Date: | 1/16/2009 |
| BMP Parcel Geography - Source Date: | 5/1/2008 |

Prepared by:
Department of Economic and Community Development
Local Planning Assistance Office - Cookeville, TN



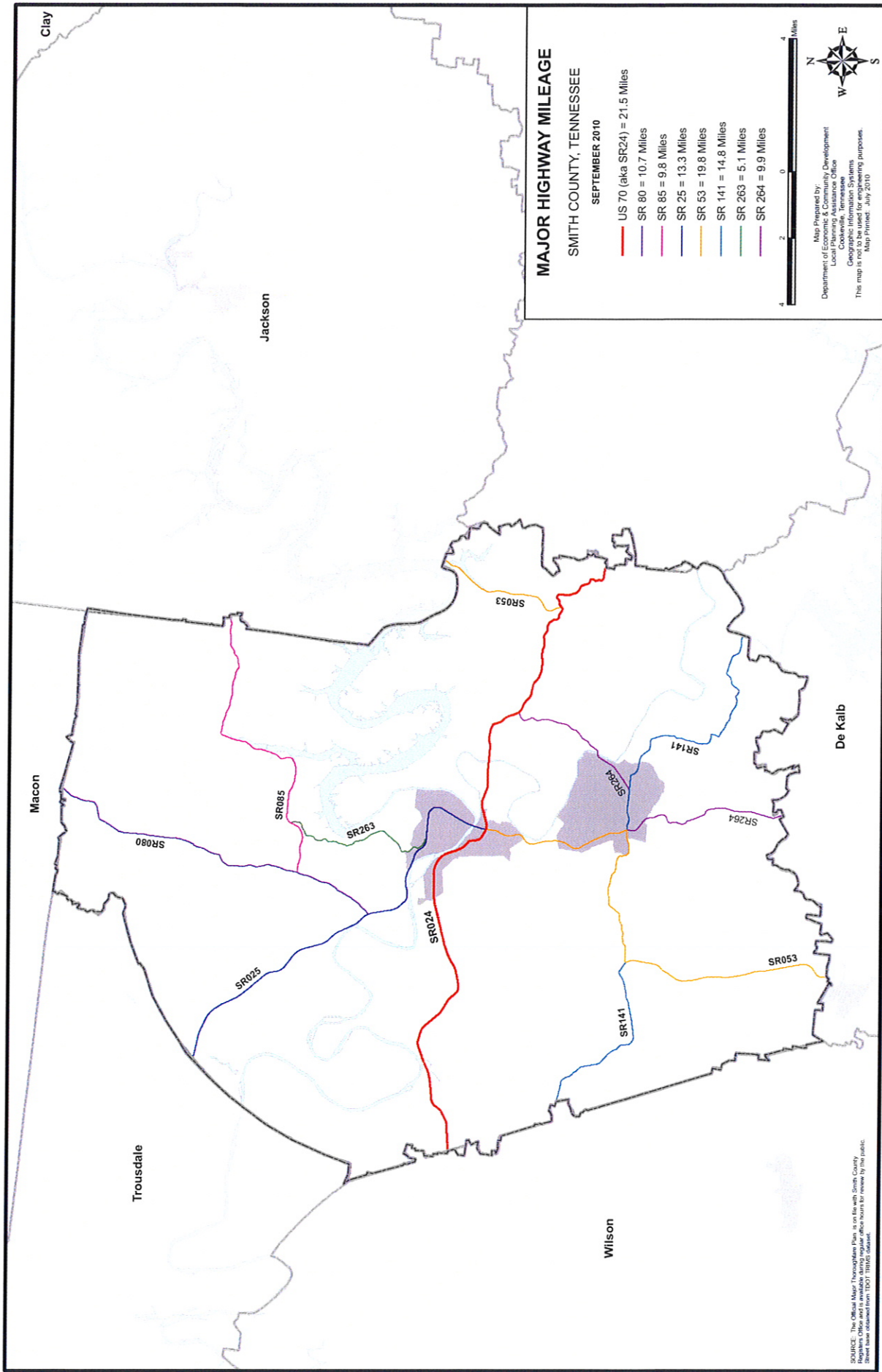


Illustration 4-1

SOURCE: The Official Map Throughway Plan is on file with Smith County. The Official Map Throughway Plan is on file with Smith County. The Official Map Throughway Plan is on file with Smith County. The Official Map Throughway Plan is on file with Smith County.

COUNT (#)

SMITH COUNTY Improvements by Land Use Type During Decade

| Land Use | 1900s | 1910s | 1920s | 1930s | 1940s | 1950s | 1960s | 1970s | 1980s | 1990s | 2000s |
|---------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 00 Residential | 271 | 48 | 185 | 249 | 329 | 379 | 592 | 818 | 550 | 1,307 | 885 |
| 10 Commercial | 10 | 2 | 13 | 26 | 14 | 21 | 32 | 29 | 26 | 29 | 16 |
| 20 Industrial | - | - | 1 | 3 | 10 | 8 | 10 | 14 | 17 | 21 | 8 |
| 30 Pub/Semi Public | 27 | 5 | 8 | 7 | 14 | 20 | 26 | 17 | 10 | 16 | 17 |
| 40 Utilities | - | - | - | - | - | 2 | 1 | 1 | - | - | - |
| 50 Vacant | - | - | - | - | - | - | - | - | - | - | - |
| 60 Agricultural | 127 | 18 | 43 | 43 | 44 | 64 | 67 | 60 | 59 | 123 | 73 |
| 70 Timber | 102 | 16 | 36 | 47 | 55 | 46 | 53 | 66 | 65 | 136 | 121 |
| 80 Water | - | - | - | - | - | - | - | - | - | - | - |
| 90 Transportation | - | - | - | - | - | - | - | - | - | - | - |
| 98 CAAS unavailable | - | - | - | - | - | - | - | - | - | - | - |
| 99 Unclassified | 1 | - | - | - | 4 | 2 | 4 | 4 | 4 | 12 | 7 |
| | - | - | - | - | - | - | - | - | - | - | - |

Source: Local Planning Office land use database derived from the Base Mapping Program dataset, May 2008; Computer Aided Assessment System database, January 2009.

AREA (acres)

SMITH COUNTY

Improvements by Land Use Type During Decade Total Acres

| Land Use | 1900s | 1910s | 1920s | 1930s | 1940s | 1950s | 1960s | 1970s | 1980s | 1990s | 2000s |
|---------------------|--------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| 00 Residential | 909 | 109 | 390 | 490 | 545 | 586 | 1,266 | 1,557 | 1,683 | 4,939 | 3,901 |
| 10 Commercial | 3 | 0 | 3 | 7 | 4 | 27 | 128 | 18 | 37 | 40 | 33 |
| 20 Industrial | - | - | 3 | 5 | 11 | 34 | 124 | 274 | 129 | 373 | 74 |
| 30 Pub/Semi Public | 29 | 3 | 6 | 6 | 15 | 57 | 49 | 33 | 35 | 31 | 175 |
| 40 Utilities | - | - | - | - | - | 0 | 1 | 18 | - | - | - |
| 50 Vacant | - | - | - | - | - | - | - | - | - | - | - |
| 60 Agricultural | 11,180 | 1,633 | 3,301 | 2,822 | 3,345 | 5,424 | 5,622 | 3,818 | 2,842 | 5,443 | 3,433 |
| 70 Timber | 9,600 | 1,815 | 3,641 | 3,340 | 3,801 | 3,745 | 4,426 | 4,160 | 3,494 | 7,162 | 6,543 |
| 80 Water | - | - | - | - | - | - | - | - | - | - | - |
| 90 Transportation | - | - | - | - | - | - | - | - | - | - | - |
| 98 CAAS unavailable | - | - | - | - | - | - | - | - | - | - | - |
| 99 Unclassified | 0 | - | - | - | 282 | 63 | 19 | 297 | 22 | 290 | 171 |
| | - | - | - | - | - | - | - | - | - | - | - |

Source: Local Planning Office land use database derived from the Base Mapping Program dataset, May 2008; Computer Aided Assessment System database, January 2009.